



# Making reuse happen at Household Waste Recycling Centres

Guidance for local authorities

Zero Waste Scotland  
June 2024



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SCOTLAND**

# Acknowledgements

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## Version Control

Please note, this is a live document that will be continually updated with additional information. For that reason, please use the table of revisions below to check for updates.

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|     |   |               |                   |
|     |   |               |                   |

As this guide will be revised and updated regularly, we would value input to ensure we are covering the most relevant information for users.

If you have any questions or feedback, please contact [localauthorities@zerowastescotland.org.uk](mailto:localauthorities@zerowastescotland.org.uk).

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# Glossary

| Term/Acronym                                  | Description   |
|---|---|
| Bulky waste                                   | Domestic waste that is too big for a kerbside bin collection.   |
| Cherry picking                                | Choosing and taking only the most beneficial or profitable items, from what is available.   |
| Energy from Waste (EfW)                       | The process of generating energy in the form of electricity and/or heat from the primary treatment of waste, or the processing of waste into a fuel source.   |
| Household Waste Recycling Centre (HWRC)       | A local authority facility where the public can take household waste and recyclables.   |
| Portable Appliance Test (PAT)                 | The term used to describe the examination of electrical appliances and equipment to ensure they are safe to use.  |
| Recycle                                       | A process in which a product's materials can be used again.   |
| Reuse   | The action or practice of using an item, whether for its original purpose (conventional reuse) or to fulfil a different function (creative reuse or repurposing).   |
| Scottish Environment Protection Agency (SEPA) | Scotland's principal environmental regulator, protecting and improving Scotland's environment.  |
| Service Level Agreement                       | Refers to a document that outlines a commitment between a service provider and a client, including details of the service, the standards the provider must adhere to, and the metrics to measure the performance. |

# Part A: A guide for local authorities implementing reuse at HWRCs

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## Purpose of this guide

The aim of this guide is to support local authorities to adopt a **reuse first** approach, to increase the capture of quality reusable items, and to maximise reuse both at Household Waste Recycling Centres (HWRCs) and through bulky waste collections from households.

This guide describes a range of options and sets out good practice to assist local authority staff and their contractors to make informed decisions on how to make reuse happen. It explains the process step by step, from decision making to implementation.

Local authorities are encouraged to be ambitious in their plans and consider the optimum, best case reuse approach for their area first. In a reuse hierarchy, local authorities should consider comprehensive reuse facilities in collaboration with local reuse organisations as the ideal approach, with approaches such as reuse containers on HWRC sites being seen as the most basic and as a less desirable option. Current examples of reuse in a local authority context can be found in the supporting [case studies in Part B](#) of this document.

## How to use this guide

The [flowchart on the next page](#) details a number of elements that are important to consider when planning reuse activity. This guide suggests an order to consider each element however you may wish to approach these steps in a different order that works best for your local authority, and some steps may be best addressed simultaneously. The most important aspect is to ensure that the initial planning, research and engagement stages are completed first to inform decisions and help choose the most suitable options.

## Steps for implementing reuse

### Step 1: Initial Review



- Review internal documentation
- Identify drivers and benefits
- Conduct internal audit
- Conduct stakeholder engagement

### Step 2: Data & evidence



- Establish baseline reuse activity
- Conduct relevant waste assessments
- Estimating carbon impacts of reuse opportunities

### Step 3: Analysis of reuse options



- Consider the hierarchy of reuse options
- Based on the initial review and evidence, decide on the most appropriate option(s)
- Decide on the most appropriate means of donation and collection
- Planning & licensing - opportunities & constraints
- Site location & footfall

### Step 4: Funding



- Conduct a cost-benefit analysis
- Explore options for external funding

### Step 5: Business case



- Consider the overarching aims and objectives of the council and use this to develop a vision
- Identify the management strategy
- Confirm funding streams both internally and externally
- Explain methodology and data tracking clearly

### Step 6: Procurement & Partnerships



- Consider the most appropriate contracting arrangements by researching the appetite of local businesses and national companies operating locally
- Decide on the specifications for the contract

### Step 7: Monitoring & Evaluation



- Set KPIs and targets for the reuse activity
- Consider how to monitor these going forward, implementing changes and feedback
- Consider all of the potential benefits

### Step 8: Communications & creating a reuse culture



- Create a communicating strategy to promote new reuse activity
- Ensure messaging is clear, positive and in line with the council's ethos
- Think about the branding and overall 'look and feel'

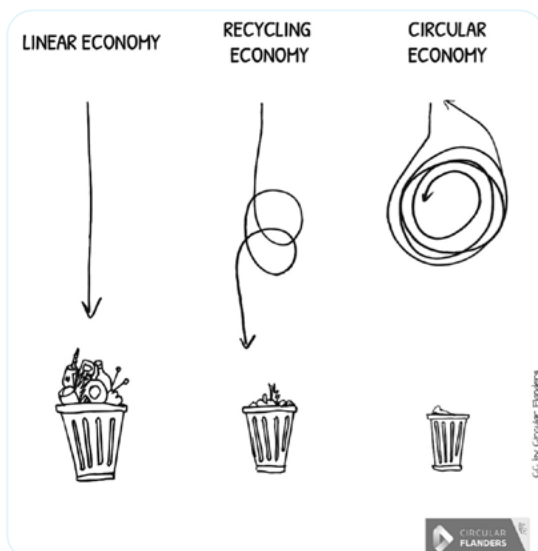
# Background

Scotland has declared a climate emergency. Global emissions are destroying our planet's balance and, if things carry on as they are, this imbalance will get even worse, causing climate-related destruction, changes to geopolitics, and impacting societal stability.

Around 80% of Scotland's carbon footprint and contribution to climate change is down to consumption: the things we make, buy, use and throw away - often before the end of their usable life. For that reason, we must work towards a circular economy.

## What is the circular economy?

A circular economy is part of the solution to our global climate emergency. The circular economy is about ensuring that nothing goes to waste and demonstrating, through practical systems and solutions, that everything has value. It is an all-encompassing approach to life at home, at work, during travel and leisure time. In simple terms, it can be explained as 'make, use, remake' rather than 'make, use, dispose'.



## The role of reuse in the circular economy

The reuse of goods and materials has a key role in a more sustainable circular economy. Reuse keeps products and materials in circulation for longer, reducing the need for the use of virgin resources and minimising waste. In a circular economy, reuse ensures that maximum benefit is gained out of a product before it reaches the end of its useful life. The waste hierarchy should be considered at all times, with prevention, repurposing and reuse being the preferred options; the last resort is disposal, which might be via Energy from Waste plants (EfW), Mechanical and Biological Treatment plants (MBT), or landfill. The latter is no longer a common method of disposal but is used in some circumstances and is the least favoured option and should be considered a last resort.

There are significant opportunities to increase reuse across Scotland, including the development of large-scale reuse facilities to increase both the capture of, and the subsequent rehoming of, reusable items, whether through retail or supplied for community benefit through partners. Local authorities have the benefit of convenient HWRC locations which can provide invaluable drop off opportunities for reuse. Along with HWRCs, local authorities can also provide kerbside collections of bulky items, with an increasing number of these collections diverting items to reuse facilities, where they



are refurbished and repaired to extend their useful life.

## Scotland's Waste

To demonstrate the importance of improving reuse and to put this into context, in 2021 the total amount of household waste generated in Scotland was 2.48 million tonnes which was a 2.3% increase from the previous year[1]. The amount of household waste recycled between 2020 and 2021 was approximately 1.06 million tonnes (42.7%)[2]. Given that households are often the final stage in a linear economy model, it is understandable that a lot of waste is generated here. It is important, therefore, to give householders options that allow them to redirect usable items so that they don't end up being recycled or disposed of to landfill or incineration by default. Information

on the carbon emissions of Scotland's Waste can be read in a recent Zero Waste Scotland report[3] discussing the opportunities and challenges for emissions reductions.

The benefits of reuse are numerous: in 2022 data returns from the Revolve reuse network at Zero Waste Scotland showed that 39.5 million second-hand items were sold, generating £32.8 million of income into local economies. This work created 819 FTE jobs.

Circular Communities Scotland's Reuse Consortium released an Impact Report of their work supplying second-hand furniture to Scottish households in 2023, stating that across their first six and a half years of work they had rehomed over 1000 tonnes of household goods and helped 13,400 low-income households[4]. It's clear even from this small amount of data that reuse benefits people, planet and the economy.



1 SEPA (2022). Scottish Household waste – summary data. [online] SEPA website. Available at: <https://www.sepa.org.uk/media/594482/2021-scottish-household-waste.pdf> [Accessed 10 Jun. 2024].

2 As above

3 Zero Waste Scotland (2024). Carbon Emissions of Scotland's Waste. [online] Zero Waste Scotland website. Available at: <https://cdn.zerowastescotland.org.uk/managed-downloads/mf-ux01stx-1702035701d> [Accessed 10 Jun. 2024].

4 Circular Communities Scotland (2023). The Reuse Consortium Story and Impact Report. [online] Circular Communities Scotland website. Available at: [https://www.circularcommunities.scot/wp-content/uploads/2023/11/RC\\_Impact\\_Report\\_23\\_ONLINE.pdf](https://www.circularcommunities.scot/wp-content/uploads/2023/11/RC_Impact_Report_23_ONLINE.pdf) [Accessed 10 Jun. 2024].

# Step 1: Initial review



From the outset, it is essential to establish how a reuse strategy will help contribute to the wider plans and priorities of the local authority, including environmental, economic, and social impact.

## 1.1 Identifying drivers

Identifying drivers will help to obtain support from across the authority's departments as well as highlighting funding and wider collaborative opportunities that will help in developing a reuse service. One way to identify drivers is to conduct an internal audit of your local policy and strategy documentation, ensuring values are aligned. Once you understand your drivers, these can be promoted as benefits to colleagues and other teams to develop a reuse strategy internally.

### Example drivers/benefits of reuse

- Helps local authority to meet national policy and legislation drivers such as the Circular Economy (Scotland) Bill
- Reduces local authority waste management disposal costs
- Reduces scope 3 emissions
- Reduces consumption of materials and demands on finite natural resources
- Creates jobs, volunteering and training opportunities
- Reduces flytipping
- Potential to develop unused brownfield parcels of land, bringing them into economically beneficial and neighbourhood enhancing sites

## 1.2 Conduct an internal audit

Conduct an internal audit of your local policies and strategies to help identify the drivers that will encourage engagement and support for reuse activities. These will contribute to a business case and encourage senior management and elected members to make decisions that will enable investment in reuse.

It is normally a relatively easy task to identify how reuse will support the wider local authority strategies, however it is important to consider and assess both local and national impact.

With drivers determined, and opportunities for collaboration identified, communication across departments becomes key. Ensure that all departments that could benefit are included and kept informed as the project progresses. It is important that collaboration is maintained throughout to ensure the end product is fit for purpose.

### Potential departments for collaboration

- Climate change
- Economic development
- Employability
- Planning
- Sustainable development
- Waste management

## Key areas to consider

- How does the project align with both the local authority's internal policy aims and objectives and national environmental and policy targets and objectives?
- What is the current internal budget capacity? Are there any budget restrictions or timescales to be aware of? Could you spread investment costs over time through prudential borrowing or through contract arrangements?
- Can you conduct a review of the current HWRC contracts and collection contracts and evaluate their flexibility to include reuse?
- How could reuse be beneficial to different council departments?
- How will external influences, such as new legislation, have an impact on existing services or incentivise the development of new reuse services? Think about things like landfill bans, the Circular Economy (Scotland) Bill, the Waste Route Map, and expected legislation around the right to repair. The latter already exists for specified electrical products, but thought should be given to any potential expansions.

## Internal documentation to consider

- The local authority's corporate plan
- Individual departmental plans and actions which cascade from the overarching corporate plan (e.g. environmental plans and other relevant local drivers, including economic development, planning, and housing development plans)

- Waste strategy
- Net Zero plan and climate commitments including the Climate Change (Emissions Reduction Targets) (Scotland) Act 2019 to be Net Zero by 2045 and reducing area-wide emissions
- Any socio-economic policies, strategies, and action plans

## 1.3 Stakeholder engagement

Stakeholder engagement is imperative for building good relationships and identifying common objectives and opportunities. Working together from an early stage, it is easier to establish what is practical and what will deliver the best benefits for everyone involved.

Engagement with stakeholders and potential partners should be undertaken as early as possible. It is important to look to stakeholders both locally, regionally and further afield to ensure that all options for materials to be reused, repurposed and recycled are maximised.

Co-designing your service with partners will bring much better results. For example, understanding your reuse partners needs for storage, collection schedules, access requirements, and materials handled will feed into the decision-making process and the final design of the site.

As noted above, engaging other departments of the council must also be done at an early stage. This will also be useful when looking to gain internal sign off and could potentially increase financial and resource support when mutual benefits are identified.

The table on the next page shows a list of potential stakeholders and the reasons for engaging with them.

| Stakeholder   | Reasons for engaging   |
|---|--|
| <p>Local authority colleagues and elected members working across different departments</p>                        | <ul style="list-style-type: none"> <li>• Potential to support delivery across a wide range of objectives, including social, environmental, and economic ambitions.</li> <li>• The creation of reuse facilities could provide employment and training opportunities to the local community, upskilling residents of the area and creating pathways to employment.</li> <li>• Further to this, the obvious carbon benefits of increased reuse in the local authority allows for improved reporting with respect to Net Zero targets.</li> <li>• Having a stock of reuse items also leads to the potential to provide affordable and/or free packs of household goods and furniture to local communities.</li> <li>• For example, investing in improvements can make the local area more attractive for other potential inward investments, allowing for further development and positive social change. Reuse creates additional economic activity and can regenerate neighbourhoods.</li> </ul>   |
| <p>Reuse organisations and community groups in local authority areas, adjoining regions, and national players</p> | <ul style="list-style-type: none"> <li>• A detailed understanding of the current reuse landscape will ensure the reuse opportunity developed by the council is appropriate. Discussions with local and regional organisations will also help to assess the potential, or appetite, for individual organisations to deliver the operational models as well as potential partnerships between reuse organisations.</li> <li>• An assessment of capacity should be undertaken to include materials and items of interest, the ability to refurbish, repair and recycle items, any training opportunities, as well as their preferences with respect to working in specific local areas versus working across the full local authority area. It might be that a network of reuse organisations and community groups with complementary skills can deliver the council's ambition.</li> <li>• The resulting reuse project can grow and diversify over time, as it builds on local community capacity, and inventiveness to create new opportunities.</li> </ul> |
| <p>Economic development agencies</p>  | <ul style="list-style-type: none"> <li>• When reuse is associated with significant levels of infrastructure development, it can provide opportunities for the regeneration of areas, derelict buildings, and sites.</li> <li>• Economic development agencies are likely to be in a strong position to understand where there are opportunities for sites to be developed and can support work on new opportunities.</li> </ul>   |

| Stakeholder                       | Reasons for engaging   |
|-----------------------------------|--|
| <p>Waste management companies</p> | <ul style="list-style-type: none"> <li>• If a council has an existing contract with a waste management company, or is looking to procure new services, there could be benefits to including reuse as part of existing or new arrangements. Early discussions with the contractor could encourage them to consider implementing reuse either alone, or in partnership with existing reuse organisations or charities to achieve multiple benefits.</li> <li>• Reuse can also be written in to contract tender documents and service specifications and could include a condition for the private sector waste management company to work with local reuse organisations.</li> </ul> |

### Key areas to consider

- Who are your stakeholders, both internally and externally?
- How will you engage with stakeholders? Do you need to hold focus groups, or will there be a full consultation?
- What appetite is there in the local reuse landscape to deliver services directly or to work through a private sector contract with the local authority?
- How will you ensure delivery partners remain up to date with the process?



# Step 2: Data & Evidence



## 2.1 Establish baseline reuse activity

Establishing a robust baseline of existing reuse activity and potential quantities for additional reuse is fundamental to choosing and designing the most appropriate and effective option and is essential for both setting targets and monitoring and evaluating impact. This will require data collation, analysis, and further stakeholder engagement.

It is likely that local authorities will partner with organisations, potentially from the third sector but also the private sector, in the delivery of reuse collections, segregation at HWRCs, refurbishment, and repair and resale. For this reason, local authorities will need to be clear about the potential quantities for reuse that both they and their partners would be expected to manage.

As well as looking at data from other local authorities, it is important that each local authority examines their own particular situation locally, in terms of waste generated and how it is currently managed for reuse. In addition, there are a range of other indicators that can be important depending on the desired approach and strategy, including the potential economic value of items reused and the opportunity for additional social impacts.

The quantities received at HWRCs will vary based on site size, the population being served and the level of interest in recycling and reuse. Other factors may include site accessibility and communications.

### Data required

- Baseline assessment of council's own reuse activities and the quantities handled, plus external local management of reuse, including third sector and other local authorities
- Quantification and assessment of potential items for reuse
- Assessment of the carbon impact from current and potential future operations

### Data support

Guidance on conducting a waste assessment in your local authority can be found on the Zero Waste Cities website, within their Waste Assessment Guide[5]. This can be a useful tool to assess what waste is typical for your area and can be fed into your reuse strategy.

For Scotland specifically, SEPA's report on waste data[6] both from all waste sources and specifically from households. You can find these data tools on their website and can even filter the Household Waste Data by local authority to use in your own planning.

5 Zero Waste Cities (2020). Waste Assessment Guide A HOW TO GUIDE FOR MUNICIPALITIES. [online] Zero Waste Cities website. Available at: [https://zerowastecities.eu/wp-content/uploads/2020/02/zero-waste-europe-waste-assessment-guide\\_en.pdf](https://zerowastecities.eu/wp-content/uploads/2020/02/zero-waste-europe-waste-assessment-guide_en.pdf) [Accessed 10 Jun. 2024].

6 SEPA (2024). Waste data for Scotland | Scottish Environment Protection Agency (SEPA). [online] SEPA website. Available at: <https://www.sepa.org.uk/environment/waste/waste-data/waste-data-reporting/waste-data-for-scotland/> [Accessed 10 Jun. 2024].

### Key areas to consider

- What is the overall annual tonnage, and tonnage per capita, of residual and segregated/recycled waste being received at HWRCs?
- How will you measure the total tonnage of everything coming in, track what items they are, and what percentage is potentially reusable?
- Which HWRCs are receiving significantly more/less residual and segregated waste than others and what might be causing these differences?
- Will an increase in reuse and recycling have an impact on the handling and management capacity of the local authority?

### Examples of baseline data in practice

Research in Bavaria indicates that “between 13% and 16% of Waste Electric and Electronic Equipment (WEEE), used furniture, and used leisure goods could immediately be prepared for reuse” and that a “further potential of 13–29% could be unlocked through changes to the mode of collection, storage and the overall treatment of wastes”[7].

In Flanders, Belgium, weight-based targets have been set for social enterprises that contract with Flemish local authorities, to drive forward the reuse sector. This is not just for materials collected via HWRCs but for any diversion method. In 2022 the target was for 7kg of items per inhabitant to be resold from reuse shops across each local authority area (using standard weights for item types). A larger quantity (than 7kg per inhabitant) is donated and/or collected, with a percentage of this recycled and/or sent for disposal (landfill or EfW)[8].

The Flemish approach requires that a

minimum of 50% of items collected should be reused to reach the target. This is for all materials sold at the shops of the organisations contracted by local authorities, and also includes items that are donated by the public at HWRCs, which are estimated to be circa 20% of the totals sold.

The table below shows the potential reuse that could be achieved for a local authority on the basis of the methodology used in Flanders.

The target of 7kg per local inhabitant may be lower than is actually achievable. For instance, Moray Council’s Waterford Road HWRC generates 20Kg per year of reuse per local inhabitant. The HWRC serves a community of circa 10,000 people and, in 2021-22, provided 200 tonnes of reuse (20 Kg per local resident). However, this is now a well-established reuse location (operating for circa 20 years), with significant expertise and from the delivery organisation, Moray Waste Busters (MWB). The Council and MWB have developed a strong relationship which, allied with a strong level of marketing and communications, assists in driving up levels of donations at the HWRC.

| Population | Reuse target        | Total reuse potential based on target | % of total from HWRCs | Reuse tonnage potential from HWRCs in the local authority |
|------------|---------------------|---------------------------------------|-----------------------|---|
| 100,000    | 7kg sold/inhabitant | 700 tonnes/ year                      | 20%                   | 140 tonnes/year   |

7 Messmann, L (2019) “Potentials of preparation for reuse: A case study at collection points in the German state of Bavaria”, Journal of Cleaner Production, <https://doi.org/10.1016/j.jclepro.2018.11.264> (last accessed 21/02/2024), [Full report](#)

8 European Environment Agency (2023) “Belgium: Waste prevention country profile”, [https://www.eea.europa.eu/themes/waste/waste-prevention/countries/2023-waste-prevention-country-fact-sheets/belgium\\_waste\\_prevention\\_2023](https://www.eea.europa.eu/themes/waste/waste-prevention/countries/2023-waste-prevention-country-fact-sheets/belgium_waste_prevention_2023) (last accessed 21/02/2024)

## Estimating the carbon impacts of reuse opportunities

From 1st April 2021, public bodies must report, where applicable, against targets for their indirect emissions Public Bodies Climate Change Duties (PBCCD) Annual Report[9]. This covers Scope 2 emissions from purchased electricity and heat and all other indirect Scope 3 emissions[10] in an organisation's value chain. Carbon emissions related to goods and services procured by councils are categorised as part of Scope 3 emissions. This obligation is likely to significantly influence local authority decision-making regarding service provision in the future. Templates on how to complete these for your local authority can be found on the Sustainable Scotland Network website[11].

In July 2023 Highland Council recognised in its draft Net Zero strategy that approximately 80% of its carbon footprint relates to Scope 3 emissions.

Scope 3 emissions are not produced directly by a company but are the result of activities within the company's value chain.

Increasing the amount of goods available for reuse, plus the procurement of second-hand and reclaimed items for council services, have the potential to make a useful contribution to meeting Net Zero targets.

Using the estimate of number of items and tonnages determined through waste collection and composition analysis, as shown in the previous section, the carbon savings can be calculated.



To calculate the carbon savings from reuse there are numerous tools available online. There is currently no Scottish model, however, the Reuse Network provides a calculator for different items[12]. You could also look to use the Spanish AERESS model which the European RREUSE network uses[13]. Please note that carbon savings based on items made available for reuse cannot be reported as part of organisational savings for the local authority, as the savings are allocated to the party buying the reused items over new. The calculations from these tools could be considered as additional information for the 'wider influence' section of a council's annual report and for example the local authority may realise some benefits through reduced waste to landfill.

9 Sustainable Scotland Network (2024a). Public Bodies Climate Change Duties. [online] Sustainable Scotland Network website. Available at: <https://sustainablesotlandnetwork.org/reports> [Accessed 10 Jun. 2024].

10 Greenhouse Gas Protocol (n.d.). Corporate Value Chain (Scope 3) Standard | GHG Protocol. [online] Greenhouse Gas Protocol website. Available at: <https://ghgprotocol.org/corporate-value-chain-scope-3-standard> [Accessed 10 Jun. 2024].

11 Sustainable Scotland Network (2024b). Reporting Resources. [online] Sustainable Scotland Network website. Available at: <https://sustainablesotlandnetwork.org/reports/guidance-reporting-guidance-2021-22> [Accessed 10 Jun. 2024].

12 Reuse Network (n.d.). Impact Calculator. [online] Reuse Network website. Available at: <https://reuse-network.org.uk/our-members/impact-calculator/> [Accessed 10 Jun. 2024].

13 AERESS (n.d.). AERESS Reuse Calculator. [online] AERESS website. Available at: <http://reutilizayevitaco2.aeress.org/en/> [Accessed 10 Jun. 2024].



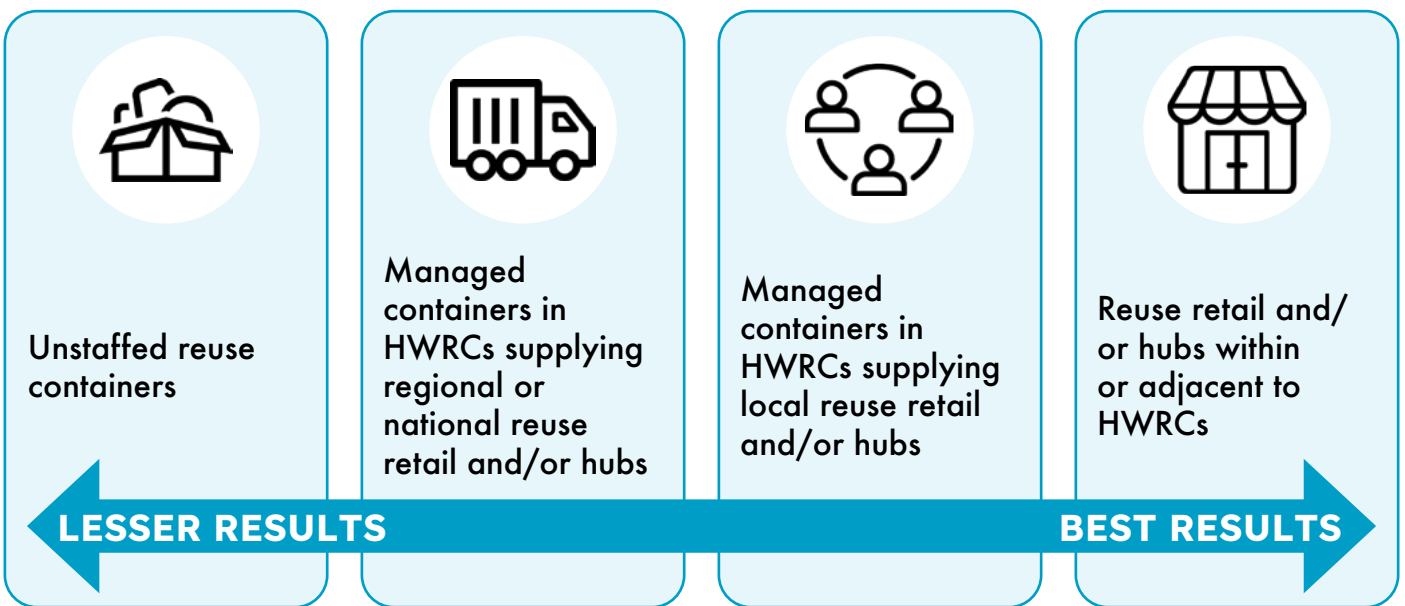
# Step 3: Analysis of reuse options



## Hierarchy of reuse models

There is not a one-size-fits-all approach to providing expanded reuse services. It is therefore important to fully scope out the options that are best suited to the local circumstances. As noted in the [introduction](#)

[to this guide](#), local authorities should strive for the best possible outcome first and should consider the options that have been shown to give best results, as detailed below. Remember that results from each option will vary on a local authority's individual situation and circumstances.



Options above go from those showing lesser results on the left, to those showing the best results on the right. These options are explained in more detail in the table on the next page.



## Reuse retail and/or hubs within HWRCs

### Opportunities

- A one-stop shop for both donations and reuse retail.
- Operated alongside existing householder recycling facilities that communities are already familiar with. Footfall is already generated at these sites and sites should already be accessible as well as known.
- Some authorities take into account lack of car ownership and allow access by cycles and pedestrians.
- Permitting and licensing requirements for HWRCs are already in place and should allow the establishment of hubs and retail for reuse on the same sites. The opportunity to add reuse activity at existing sites could be significantly less onerous than identifying a new site with the correct licensing and usage.

### Challenges

- For reuse to become increasingly mainstream the retail offering has to provide the general public with a wide enough range of quality items to make the shopping experience worthwhile. An onsite shop, if restricted by space and throughput, may have limitations in this respect.
- An onsite shop would also be constrained by the HWRC site's operating times, which would dictate the shop's opening hours. Consideration must also be given to how HWRC booking systems and/or Automatic Number Plate Recognition may affect access. HWRCs are not always accessible to those without cars which also impacts visitors.
- The potential for HWRCs to incorporate reuse at existing sites could require significant land assessment work, with the potential for new and additional traffic requiring consideration.

## Reuse retail and/or hubs adjacent to HWRCs

### Opportunities

- A one-stop shop for both donations and reuse retail.
- A key feature of these is that they are close to, and associated with, the HWRC, but also separate, offering a clear route to householders for donating items, as well as offering a better reuse retail experience. Adjacent sites also offer a different perception to the reuse experience with it being separate from the disposal facilities.
- This is a good option if the size of the HWRC is insufficient to accommodate reuse but there is land/buildings available nearby.

### Challenges

- The options for establishing new sites are potentially expensive with respect to purchasing land, or taking long term leases.
- Establishing these sites may require significant site/land and planning assessment work. They have their own unique permitting, licences and/or exemption considerations, depending on the type and level of activity.
- However all of these could be outweighed by the lack of limitation on the reuse experience.

## Managed containers in HWRCs supplying local reuse retail, regional reuse retail, national reuse retail and/or hubs

### Opportunities

- Reuse containers/areas can be serviced under agreement by one or more reuse operators. They can also act as part of a hub and spoke reuse logistical arrangement where, rather than being collected directly by individual reuse operators, items are fed into a hub to be processed and redistributed.
- There are several examples of reuse containers being operated in Scotland, all of which report the need for trained, onsite staff to direct materials.

### Challenges

- Operating requirements must be clearly set out and agreed to. Use of key performance indicators as drivers is helpful.
- Good site-user information should be provided and the interaction between site-staff and site users need to be clearly established and well managed.

As part of the move to mainstream large-scale reuse, some organisations have started working towards creating larger destination reuse facilities. These reuse hubs are significant and sizable, often delivered via a collaborative and partnership approach, where stock from multiple HWRCs is directed to them for central sorting and sale.

These hubs offer large-scale donation points, sorting and warehousing, and also include retail experiences which are most likely to appeal to mainstream shoppers. The most well-known examples internationally are the ReTuna mall in Sweden and the Nihtisilta Reuse Centre in Finland. In the UK, the Greater Manchester Renew Hub takes items donated at HWRCs and redistributes them to several Renew shops for retail.

These large-scale reuse hubs offer economies of scale, and many additional benefits to the local community and the local authority, in addition to the potential to divert much higher volumes of reusable material. More insight into these is provided in the case study document.

### Resale vs Reuse

Some councils may find that certain items are suitable for reuse but not for resale. For

example, certain material streams may not have a market depending on your area. For that reason, consideration should be given to how items can be reused that are not suitable to be sold.

Items can be given away for free, or for upcycling, however ALL items must be safe and fit for purpose regardless of where they are being sent for reuse. To ensure items meet minimum safety guidelines, visit the Revolve Reuse Knowledge Hub[14].

### The capacity of the council and partners

If a council's options for reuse include the delivery of a larger scale reuse hub, then the complexity of this may mean that a phased roll out should be adopted, with different services delivered in stages. Stages might include:

- Choosing a limited number of HWRCs for initial development.
- Beginning with a pilot approach involving the delivery partners in a smaller initial project. Key objectives of this could be to:
  - ease local reuse organisations into more demanding operational environments,

- test how suitable the Key Performance Indicators (KPIs) are, that are set for the service delivery – are they suitably stretching whilst also achievable? and
- assess how performance on the ground could have an impact on future, wider rollouts of reuse services and infrastructure.
- Delivering the options along with bulky waste collections of reuse items from households. These services should be compatible and be designed to enable and support future growth.

### Key areas to consider

- Have you considered all reuse options, large and small? Have you considered how they could work together? Start with the best-case scenario and work backwards as limitations are found.
- Have you investigated case studies and best practice examples?
- Who could you engage with as potential partners to explore options?
- What would the full financial impact be? This includes not only capital and revenue costs but also income from the direct reuse activities and the wider financial benefits in the local community.

## 3.1 Donation & collection options

There are various ways in which materials can be collected, stored, separated, retailed and redistributed. This can involve a combination of a number of models and logistics methods, such as:

- Individual reuse centres located within or adjacent to HWRCs with material fed from the HWRC or a combination of HWRC and direct donations to the centre.
- A hub and spoke approach, where a

large-scale reuse hub is fed by materials from different sources e.g. from multiple HWRCs, staffed reuse containers, direct donations from the public and by bulky collections from households.

- Managed containers on HWRCs, where the contents are sorted on site and distributed internally or to one or multiple reuse organisations.
- Reuse containers on HWRCs, serviced by reuse organisations.

In addition, bulky waste collections from households should be considered, whether collection is by reuse organisations, the local authority or other contracted companies.

A benefit of bookable bulky waste collection services (where items are collected at a specific time and date) and bulky waste infrastructure at HWRCs under cover, is the likelihood that items remain in good condition and that there is less impact on the local environment from poorly managed, discarded items. Collections should always be made from inside a property where possible, as items that are left outside are more likely to be damaged or contaminated.

**Figure 1: Stranraer HWRC and adjacent community reuse shop**



Arrangements can be made with local third sector organisations that may be able to collect items from inside householders' properties, so that they are in the best condition for reuse. If this arrangement is in place, then this should be promoted ahead of the council's own bulky uplift service.

It may also be possible to use private sector contractors to provide a collection service.

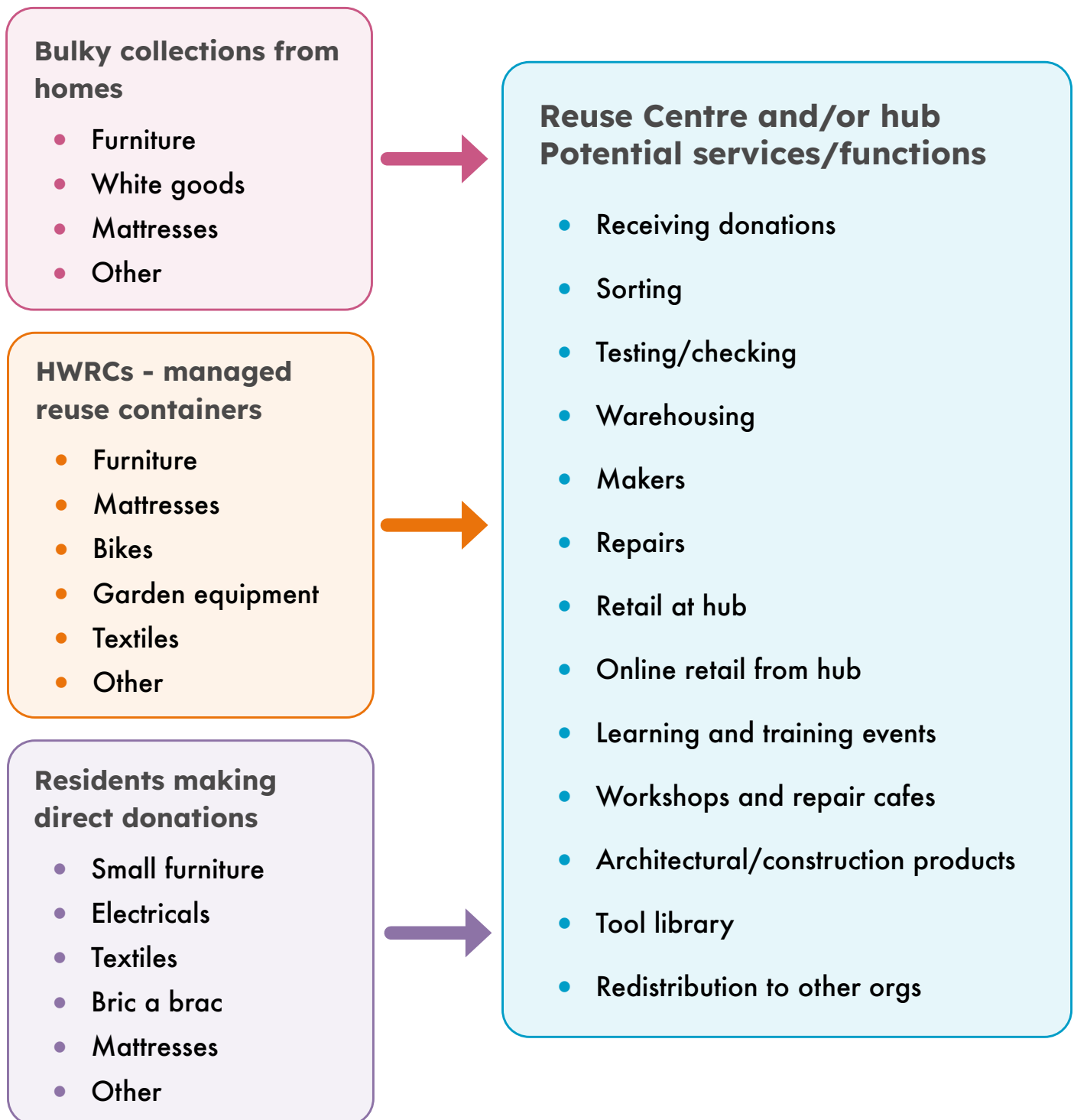
The capacity of the third sector in the area for the additional service of collection, along with storing, refurbishing/repairing and finding outlets, will need to be considered during early discussions.

### Key areas to consider

- What model will work best for your local authority?
- What are the human resource implications of each option?
- What additional resources and assets will be required for collection, storage, transfer, repair and sale of the items?
- What structures and processes are already in place that you can utilise?
- How will items be handled to ensure the quality is preserved? Are there different collection/storage requirements for different product types?
- How could the reuse items be diverted to provide community benefit?



The diagram below shows examples of infrastructure and logistics options for a reuse model, within or adjacent to a HWRC:



If you are considering bikes as a product stream, please consult the Bike Reuse Toolkit produced by Circular Communities Scotland for more detailed guidance.[15]

15 Circular Communities Scotland and Cycling Scotland (2024). Bike Reuse Toolkit. [online] Circular Communities Scotland. Available at: [https://www.circularcommunities.scot/wp-content/uploads/2024/07/BikeReuseToolKit\\_Links.pdf](https://www.circularcommunities.scot/wp-content/uploads/2024/07/BikeReuseToolKit_Links.pdf) [Accessed 26 Aug. 2024].

## 3.2 Planning & licensing - opportunities & constraints

A review of current planning and licensing consents and constraints will need to be undertaken at an early stage.

Some smaller changes, such as locating a reuse container at a HWRC, may not require any changes to current licenses. However, larger scale changes are likely to require both changes to waste management licenses and consultation with planning departments around planning applications and consents.

As an example, planning permission is likely to be required for retail units, whether on-site or close to the HWRC. This permission is likely to include change of use and consideration of changes to traffic flows. Licensing may also need to be examined to ensure areas being used are safe for public access. More information on Waste Management Licensing can be found on the SEPA website[16].

A reuse organisation is likely to be required to register a number of waste exemptions with SEPA. The full legislation on waste exemptions is included within the Scottish Statutory Instrument 2011 No. 228: The Waste Management Licensing (Scotland) Regulations 2011. Note also that these regulations were amended in 2016, although the amendments are not directly linked to reuse activities.

### Potential exemptions could include

Paragraph 15 – Beneficial use of waste

Paragraph 47 - Repair and/or refurbishment of waste electrical and electronic equipment (WEEE)

### Paragraph 14 - Repair and Refurbishment

Full details of activities exempt from waste management licensing can be found on the SEPA website[17].

It is important to consider all Waste Regulations, including guidance on Persistent Organic Pollutants (POPs) and how this will impact chosen reuse options. The full guidance on Reuse Activities and Waste Regulation[18] can be read on the SEPA website, with a POPs briefing available through the Revolve Reuse Knowledge Hub[19].

### Key areas to consider

- What existing permissions and licences do you have?
- What additional permissions or licences will you need?
- Have you engaged with SEPA to ensure you have considered all possible permissions and licences required?
- Are there any planning or change of use considerations?

## 3.3 Site location & footfall

Site location will have a significant impact on footfall. Location factors that may determine the success of a reuse facility include:

- proximity to town centres and accessibility by private or public transport;
- visibility from the roadside;
- area demographics; and
- other services in the area.

16 SEPA (2009). A guide to waste management licensing. [online] SEPA website. Available at: <https://www.sepa.org.uk/media/28977/guide-to-waste-management-licensing.pdf> [Accessed 10 Jun. 2024].

17 Scottish Environment Protection Agency (SEPA) (n.d.). Activities exempt from waste management licensing. [online] [www.sepa.org.uk](https://www.sepa.org.uk). Available at: <https://www.sepa.org.uk/regulations/waste/activities-exempt-from-waste-management-licensing/> [Accessed 18 Jun. 2024].

18 SEPA (2024). Reuse Activities and Waste Regulation. [online] Available at: <https://www.sepa.org.uk/media/3nqaqafj/wst-g-051-reuse-activities-and-waste-regulation.pdf> [Accessed 10 Jun. 2024].

19 Zero Waste Scotland (n.d.). Revolve Reuse Knowledge Hub. [online] Zero Waste Scotland website. Available at: <https://www.zerowastescotland.org.uk/revolve> [Accessed 10 Jun. 2024].

It's important to consider other aspects alongside site location that will encourage site use, both for those who drop off items and those who might wish to purchase items. Those wishing to drop off or purchase larger items will need space to park, but those who simply want to browse also need to be able to easily access the site, either on foot or via private or public transport.

If the preferred option is for a reuse hub or centre as a retail location, rather than a redistribution point, then considerations should include:

- ensuring that a wide range of items are sold to encourage people to visit – the reputation will be enhanced if the facility is likely to sell a good range of high-quality, sought-after items;

- the quality of the retail experience, such that the look and feel, is comparable with retail outlets selling brand new items;
- incorporating additional aspects to the site, such as a sharing library, repair options, workshops or cafés, to make the facility a more worthwhile destination for visitors; and
- delivering training and education related to the operation on-site, which will bring additional footfall, increase sales and raise awareness.

Further information and support on retail and footfall can be found on the Zero Waste Scotland Revolve Reuse Knowledge Hub[20].

Four potential options for locations are described below.

**Figure 2: Moray Council’s HWRC in Forres, showing the reuse infrastructure (centre of photo) and parking area. The image on the right shows the drop off point.**



### Option 1: Establishing a Reuse Centre at a HWRC near an existing retail area

#### Pros

- Establishing a Reuse Centre at a HWRC near an existing retail area

#### Cons

- Existing infrastructure may present constraints in terms of layout, size and the condition of both existing buildings and land. The physical links between the HWRC and the retail area could be a barrier to use if not well planned.
- Rental costs in central locations and close to retail tend to be more expensive than sites in industrial areas.

20 Zero Waste Scotland (n.d.). Revolve Reuse Knowledge Hub. [online] Zero Waste Scotland website. Available at: <https://www.zerowastescotland.org.uk/revolve> [Accessed 10 Jun. 2024].



## Option 2: Establishing a Reuse Centre at a HWRC within an industrial estate

### Pros

- If future development at the industrial estate includes retail, such as a supermarket, furniture retailer or homeware store, this may be an attractive location for reuse within a HWRC.
- If the reuse centre is very large or offers a large range of services, they can become a destination in their own right, even when operating in non-central locations.
- The HWRC is a known location for the local community, who will be visiting for waste and recycling purposes already.

### Cons

- The HWRC might be in a location not close to retail activity of the kind that could optimise footfall. With no natural footfall a significant marketing effort to draw people to the site will be required.

## Option 3: Establishing a Reuse Centre and HWRC at a greenfield site

### Pros

- This is an opportunity to provide a bespoke facility design where different council functions could come together as an integrated waste, recycling, and reuse management centre.
- The location selected could be prominent, with the site being designed to enable residents to easily access it, by foot and by private and public transport.
- The site could be designed to incorporate a reuse unit of a suitable size to store, process and sell significant tonnages of high-quality items; it could incorporate a range of potential services, for example education and skills training, upcycling, repair, and refurbishment.

### Cons

- Developments at greenfield sites require additional work to understand the impacts on the local community plus biodiversity and environmental impacts.
- Development of greenfield sites could be expensive and will require extensive planning and input from multiple departments and organisations, including SEPA.[21]

21 SEPA, CECA and EIC (2010). Regulatory guidance Promoting the sustainable reuse of greenfield soils in construction. [online] Available at: [https://www.sepa.org.uk/media/154233/reuse\\_greenfield\\_soils\\_construction.pdf](https://www.sepa.org.uk/media/154233/reuse_greenfield_soils_construction.pdf) [Accessed 20 Jun. 2024].

## Option 4: Establishing a Reuse Centre and HWRC at a brownfield site

### Pros

- Redevelopment is likely to be seen favourably in planning terms and could also lead to rejuvenation of an area, with financial and social benefits, which would fit with the ethos of reuse.

### Cons

- Brownfield sites may require extensive clearance and site investigation to ensure that the areas are safe and suitable for development – which could be costly. If interested in developing a brownfield site, please read SEPA's guidance on contaminated land.[22]

## Key areas to consider

- Have you considered the full cost of the site, in terms of capital outlay, set up costs and running costs? Funding is considered in more detail in [section 4](#).
- Is the overall site suitable? Consider the full environment, including flood risk, wider future climate risks, biodiversity of the area, potential contamination and so on.
- Are there multiple ways to access the site for those without a car?
- Is there space for those wishing to pick up or drop off large goods? If not, is there a collection and delivery model in place?
- Is the overall site suitable? Consider the full environment, including flood risk, biodiversity of the area, potential contamination and so on.
- Will the size of space available for reuse be enough to entice people to shop there for a variety of different product types?
- Have you spoken to all the relevant stakeholders to seek feedback on the change of use?



22 SEPA (n.d.). Contaminated land. [online] Sepa.org.uk. Available at: <https://www.sepa.org.uk/regulations/land/contaminated-land/> [Accessed 10 Jun. 2024].

# Step 4: Funding



As part of establishing the preferred options, a cost-benefit analysis will be required. The cost-benefit analysis will identify any areas where additional funding is required, what likely set-up costs could be, and potential income streams and revenue that could be achieved in the future to offset these costs.

## 4.1 Conduct a cost benefit analysis

The potential for securing funds from non-local authority budgets should be explored in addition to identifying both capital and revenue funding from within local authority budgets. Within waste management budgets, some small savings in revenue costs may be identified through reduction of waste to disposal, however greater savings may be found looking across the whole authority, identifying where savings might be made in some social services budgets, for example through provision of refurbished goods to households in need at a reduced cost.

Capital costs may include significant site infrastructure costs, including additional buildings, hard-standing, fencing, signage, lighting and other related services and civils. Land purchase or leasing might also be necessary.

Your authority may have economic development teams with expertise in bringing in external funding for new projects. Reuse projects which are more ambitious may require multiple tiers of financial support over time.

Larger investment may also be possible through longer-term contracts with the private sector, so that capital costs can be depreciated and paid for over a number of years. The initial investment can then be covered in

monthly contract payments, for example over a term of 10 years or more, depending on the scale of the project and preferred longevity of the contract. The best length of contract could be determined by the optimum depreciation term of the most costly assets.

Councils will need to consider both the initial capital outlay and the on-going running costs of the new service. Many of the costs of handling reusable items are already included in local authority revenue budgets, albeit the items might be managed as residual waste. Councils will need to compare the current costs of managing reusable and recyclable items with the new revenue costs when the items are segregated and managed separately. There are likely to be reductions in some budget line costs with increases in others. Potential income will also need to be explored, and as previously mentioned, the savings to associated service budgets, such as social services and housing.

For both capital and revenue budgets councils will need to go through their internal processes to identify existing budgets and fund potential new on-going budget requirements.

## 4.2 External funding

There are a number of funding sources which can be searched at [www.funding.scot](https://funding.scot/)[23] and any available Zero Waste Scotland funding can be found on the Zero Waste Scotland Funding webpage[24].

23 SCVO (n.d.). Funding Scotland. [online] Available at: <https://funding.scot/> [Accessed 10 Jun. 2024].

24 Zero Waste Scotland (n.d.). Funding. [online] Available at: <https://www.zerowastescotland.org.uk/topics/sustainable-business/funding> [Accessed 10 Jun. 2024].

## Key areas to consider

- What will funding be required for, and over what time period?
- Can savings be made internally that can be repurposed to fund the project?
- What funds are available from other departments that could be utilised or redistributed, either internally or externally?
- Is there available time and resource to complete investment proposals and funding applications?

## ReTuna snapshot case study

The ReTuna reuse mall is located adjacent to a HWRC on the outskirts of Eskilstuna, population 67,000. The retail space is sizeable at 3,000m<sup>2</sup> and it has 14 individual sales units and a café.

The centre was set up following a decision by the local authority to develop actions aligned to their climate policies. It was also part of a regeneration programme for the town, which had gone into decline, with job losses and increasing crime levels.

The reuse project was established with local authority support, with €1.6 million invested at the beginning.

The centre is located next to the council's HWRC. The council provides funded labour (through employability and training schemes) to accept, sort and store items for organisations in the mall to access. The council also employs the mall manager and administrative assistant.

This high-profile reuse centre has attracted input from a major retailer - IKEA. In 2022 IKEA set up its second shop at the centre, processing furniture returns for resale.

ReTuna is now in the development stages for adding a second, much larger, space.



# Step 5: Preparing a business case



## Develop the Vision

When developing a vision for the service consider overarching aims and objectives of the council. These will need to be deliverable and achievable in the local context. This vision will be used to set the scene for the business case.

Below, you'll find a checklist of actions to take to help prepare your business case. This is followed up by some additional areas that you should consider when putting your business case together.

### Business case checklist

- Define the ultimate goal
- Begin with the 'problem' and list the potential solutions
- Review what the council already has in place for reuse and waste management services
- Conduct focus groups, community consultations, engage with businesses in the area, and gain input from as many stakeholders as possible
- Determine the best solution, ideally from one of the reuse options in [section 3](#).
- Make a list of the council's overarching aims and objectives
- Make a list of all relevant policies and strategies within the council
- Identify the council's and any partners' management strategy
- Conduct a full cost-benefit analysis
- Include all potential funding streams and detail the full budget requirements
- Clearly list all resources that will be required, including people, time, vehicles, site requirements etc
- Include methodology for sourcing of items
- Include methodology for segregating, checking and storage of products
- Include methodology for selecting which items should go for repair, refurbishment, resale, or for breaking down into component parts for recycling
- Include methodology for disposal of residual waste
- Ensure all risks are considered and noted
- Develop a timeline for the project

## Key areas to consider

- Have you included an evaluation of how the development of reuse services and infrastructure fits within the council's overarching priorities and policies?
- Have you included a review of how reuse can contribute to council and national targets on waste management, recycling, reuse and Net Zero obligations, taking into account all existing and impending legislation, such as the Circular Economy (Scotland) Bill?
- Have you included a review of how reuse expansion sits within the council's specific waste management policies?
- Have you included a review of the current waste management services carried out by the local authority and how reuse is currently managed within that structure?
- Have you reviewed all current waste management and collection contracts or service level agreements? Whether these are in-house or outsourced, they must be reviewed to understand whether the reuse services proposed can legally be included in existing arrangements or whether contracts need to be amended.
- From this review, have you assessed whether a new, bolt-on, or any separate contracts may need to be specified and tendered for?
- Have you included a review of the current infrastructure, including: collection vehicle types; suitability for collections and capacity on rounds; transfer station arrangements and capacity (often required for bulking-up and movement of wastes in larger rural areas to central points); and the layout and capacity at HWRCs? This final review must also include an assessment of the requirement for changing the layout of sites and any engineering works.
- Have you included an assessment of the required and advantageous potential of a multi-department approach? It is likely that reuse projects will be most effectively realized when driven by a project group that includes a cross-section of skills and experience both internally and externally.
- Have you engaged with a wide range of potential reuse partners, potential contractors, and the various outlets and beneficiary organisations for reuse?
- Have you engaged with the wider community and all relevant stakeholders? Have their opinions been taken into account in the Business Case?
- What targets have been established with respect to socioeconomic impacts, reuse figures, waste prevention, and waste diversion? Are there any other targets you want to include?

# Step 6: Contracting, procurement & partnerships



Consideration must be given to the contracting and procurement arrangement(s) that will be most appropriate to the scale, longevity, and service delivery required.

It is important to develop contractual agreements with delivery partners that are clear and comprehensive. Ad hoc arrangements can generate tension between partners and poor reuse outcomes, due to lack of certainty of service or clarity on roles.

## Key areas to consider

- Is the contractual documentation proportionate to the operational size, financial scale and risks of the services to be provided?
- Will you allow for smaller third sector organisations to tender for the services directly or to be a sub-contractor to a larger, third sector or private sector organisation?
- How will you encourage the larger organisations to sub-contract smaller local organisations?
- Have you clearly defined the roles of different partners and their requirements in the contract? Have you detailed the expected operational methods that will be managed through the contractual agreements?
- What incentives and mitigations will be in place? Will financial incentives for diverting items to reuse and recycling be possible? Will penalties be in place for not meeting required performance levels? (Financial penalties must be in proportion to the cost of non-delivery of services)

- How will items that cannot be reused, which become waste and recycling streams, be managed?

## 6.1 Initial approach

Initial research into the capacity and appetite of local reuse and private sector companies to be involved in large scale reuse activities will inform how the council approaches its procurement and contracting arrangements. This approach will also be affected by the nature and scope of existing contracts that the local authority may have with the private sector for waste management activities or agreements with third sector organisations.

The third sector, through many local and national organisations, provides the vast majority of the broad range of current reuse services, taking in most types of domestic products. The private sector by comparison has, to date, been mainly involved in the reuse and/or recycling of specific material streams such as WEEE, textiles or construction waste.

The private sector has however been increasingly expanding into the reuse of household products and there are examples in Aberdeen - The Reuse Shop run by SUEZ[25] - and the Renew Hub project between SUEZ UK and Recycle for Greater Manchester[26].

There is also an increasing emphasis on provisions within contract tender documents for the subcontracting of reuse management by private sector companies to local third sector partners to bring in existing expertise, local community involvement, and a range of additional community benefits. These are outlined in [Section 7.1 - 'Benefits of Reuse'](#).

25 Aberdeen City Council (2024). The Reuse Shop. [online] Available at: <https://www.aberdeencity.gov.uk/services/bins-waste-and-recycling/reuse-shop> [Accessed 10 Jun. 2024].

26 Recycle for Greater Manchester (2024). Renew Hub. [online] Available at: <https://recycleforgreatermanchester.com/renew-hub/> [Accessed 10 Jun. 2024].

## 6.2 Sustainable Procurement

It is important that any procurement that takes place is sustainable. Not only should all procurement align with the council's values, but it must also have a positive impact on the economic, social, and environmental wellbeing of the local authority area. The Scottish Government Public Procurement website[27] goes into more detail about the expectations and duties of local authority procurement.

## 6.3 Circular Procurement

The term 'Circular Procurement' is an extension of existing sustainable procurement practices. Circular procurement extends beyond 'traditional' sustainable procurement by actively contributing to closing energy and material loops within supply chains, while minimising any negative environmental impact or waste creation across their whole life cycle. Full details of the Circular Procurement model can be found on the Zero Waste Scotland website [28].

## 6.4 Public Social Partnerships

Public Social Partnerships are voluntary partnerships involving one or more organisations from the public and third sectors, and potentially from the private sector. They are designed to involve the third sector earlier and more deeply in the design and commissioning of public services. More information can be found on the Scottish Government Third Sector webpage[29].

## 6.5 The specification

Historically in Scotland the majority of contractual arrangements for operating

HWRCs on behalf of a local authority are held with the private sector, with opportunities for the third and reuse sectors established through ad hoc arrangements and pilot projects.

In a number of cases around the UK, local authorities have put stipulations into tender documents for HWRC contracts, where weightings are applied to allow evaluations that favour third sector involvement with associated socio-economic benefits. There are also examples of third sector organisations managing HWRC contracts as a whole in Wales and Northern Ireland (e.g. Bryson Charitable Group), with onsite reuse retail being a part of this. At the Mochdre and Rhyl HWRCs, operated by Bryson, tenders were put out for the operation of onsite reuse retail shops, subsequently won by the St David's Hospice charity.

Managing reuse at all HWRCs in a region for a local authority, rather than individual sites, may be considered very complex by most third sector organisations in Scotland. However, this may be overcome by partnership working under an umbrella contract, involving more than one organisation. This has been identified by social enterprises in Aberdeenshire and Aberdeen to be of real interest and a way of managing this complexity, however this has not been translated into an operating model at the time of writing.

An example of a complex and significant HWRC service currently being managed by the third sector in Scotland is the management of WEEE from all Highland Council HWRCs by the local charity ILM Highland, based in Alness. They are the delivery organisation for the REPIC WEEE Directive.

Research in Flanders has identified that there is greater engagement by the public with reuse, in terms of the level of donations and overall support, when

27 Scottish Government (n.d.). Public sector procurement: Sustainable procurement duty. [online] Available at: <https://www.gov.scot/policies/public-sector-procurement/sustainable-procurement-duty/> [Accessed 10 Jun. 2024].

28 Zero Waste Scotland (2023). Circular Procurement | Zero Waste Scotland. [online] Available at: <https://www.zerowastescotland.org.uk/resources/circular-procurement> [Accessed 10 Jun. 2024].

29 Scottish Government (n.d.). Third sector. [online] Available at: <https://www.gov.scot/policies/third-sector/> [Accessed 10 Jun. 2024].



social enterprises are the delivery partners, providing local benefits.

If working with a private sector company, consider including a contract clause stating a requirement for them to work with local reuse organisations or provide sound reasons why this is not possible.

In some cases, such partners may have to grow and develop their management capacity to support the effective running of reuse projects, and they may need time and assistance to do this. At the same time local authorities need to consider how service level agreements, expectations and targets can be set out to support and deliver the desired outcomes.

The box below provides examples of this with respect to work done by different councils. More detail can be found in the [case studies in Part B](#) of this document.

### Approaches to partnering and reuse delivery

#### Moray Council

Partnering with the third sector is the Council's preferred model because of the benefits this brings to local communities, as well as the reinvestment in the service and project. They consider that householders are less likely to engage in reuse if the delivery organisation is profit driven. The Council considers that the best way of delivering reuse is to have a retail shop on the HWRC site, to avoid haulage and double-handling costs. This also suits the mindset of the many people who want to both donate and shop on the site.

#### Perth & Kinross Council

Service Level Agreements or Memorandums of Understanding are in place with approximately 8 reuse organisations. These vary depending on the HWRC site and/or by material. The organisations servicing the containers are predominantly third sector organisations, but there are also some

private companies. The Council is happy with the current arrangement, but believes that a reuse shop (on the HWRC) would be best, subject to capital investment and space constraints, etc.

#### East Lothian Council

The third sector managing reuse is the Council's preference, for the community and social and economic benefits. The current model of third sector management is working well and the Council is happy with this approach.

There is value in considering how contracts and service level agreements can be set up in ways which fundamentally support the circular economy, maximise reuse, deliver against the waste hierarchy and deliver the full range of potential socioeconomic benefits.

The capacity of local organisations should be understood and taken into consideration. Relationships and services may require time to develop, to deliver the key performance indicators (KPIs) outlined in the contracts or service level agreements. Relationship and trust-building, transparency and effective and regular communication, are core to the success of any future contract or partnership.

If it is intended to develop services over time, contractual arrangements need to reflect this within their specification and terms and conditions, with links to the KPIs, milestones and also the budget forecasting and structure of contract payments.

KPIs need to reflect the contents of the service specification and ensure that the intended contractual socio-economic impacts are incentivised and carefully measured. This could include providing a specified number of employment and training places and the provision of support to minimum numbers of vulnerable people, for example.

Contract specifications need to include the ownership of material and how the items flow into and out of the reuse facility. For instance, materials that cannot be reused or broken down into recyclable elements as part

of a reuse contract need a disposal route. Therefore, the contract specification should allow for the reuse contractors to reroute these items into another council management contract, such as by putting them in the

appropriate container at HWRCs, without any additional cost to the reuse contractor.

The box below summarises several financial incentive arrangements currently in place in reuse projects across Scotland.

### Examples of financial arrangements and incentives in place for reuse services

- Moray Council pays Moray Waste Busters £77.04/tonne of items processed.
- North Ayrshire Council transferred a £150K capital budget to a revenue one, with Cunninghame Furniture Recycling Company being paid £41K per year to service reuse containers.
- East Lothian Council pays Reuse Scotland £40 per tonne diverted from landfill, and charges them £40 per tonne as a gate fee for items being sent to disposal.

### Potential options for the management and contracting of service models

The table below details some potential management and contracting models.

| Models  | Comments   |
|---|--|
| Fully local authority managed reuse, without third sector participation | This is an approach which can give local authorities most control, however it will require a large amount of development time and it is unlikely to deliver multiple additional socio-economic benefits or benefit from existing reuse delivery experience, skills and infrastructure.   |
| Umbrella contracts established by the local authority                   | Contracting with one operator to manage all of the reuse services across all HWRCs may enable the local authority to have one, or a reduced number of points of contact, potentially providing an easier and less time-consuming option for council officers than dealing with multiple contracts for reuse activities across their HWRCs. |
| Specific material stream contracts                                      | These contracts are provided by both the private and third sectors and are specific to product streams, for example managing textiles, furniture, bric a brac, mattresses, bicycles, etc.  |
| Individual site contracts   | Dependent upon site locations, local organisations may be best placed to provide services for their nearest HWRC. It therefore may be most effective for the local authority to set up separate contracts for their HWRCs.   |

# Step 7: Monitoring & evaluation



This guidance has referred to the value in establishing service level agreements (SLAs) and key performance indicators (KPIs) as ways of creating clear contractual performance targets for both local authorities and their partners.

The monitoring and evaluation of performance against these is important to establish, and build into contract documents, MOUs and so on, to ensure that there is transparency and a clear understanding of expectations. Creating a strategy for monitoring and evaluation of the reuse service is integral to ensuring its success and improving as the project grows.

Consistent and fair monitoring and evaluation is an important part in building trust between the contracting parties and with the public – it is essential for internal reporting within local authorities and helps foster trust from those who use the services. All evidence, both anecdotal and quantifiable, of the benefits of the service should be considered as part of the monitoring of the project outcomes.

Social Investment Scotland has a wealth of information and support for monitoring impact within the third sector and is worth contacting for any local authority entering into a partnership with third sector organisations<sup>[30]</sup>. Evaluation Support Scotland are another excellent resource for monitoring, helping the third sector measure and explain their impact<sup>[31]</sup>.

## Examples of performance monitoring and evaluation

### Dumfries and Galloway Council

The main KPI for the reuse contract is waste diversion tonnages. The reuse delivery partner, the Furniture Project (Stranraer) provides a quarterly report for Dumfries and Galloway Council on waste diversion tonnages, number of customers and goods sold.

### North Ayrshire Council

Within their contract with North Ayrshire Council, Cunninghame Furniture Recycling Company must work to meet the demands of the referral system to help vulnerable families furnish their houses, with a KPI to support 50 families in the first year. They also have a requirement to provide discounted items; train a specified number of people per year; and provide the relevant skills necessary for administration and PAT testing.

30 Social Investment Scotland (n.d.). Building an Impact Economy. [online] Available at: <https://www.socialinvestmentscotland.com/impact/> [Accessed 10 Jun. 2024].

31 Evaluation Support Scotland (n.d.). Homepage. [online] Available at: <https://evaluationsupportscotland.org.uk/> [Accessed 10 Jun. 2024].

## Key areas to consider

- What KPIs are important and useful for your department but also other benefitting departments within the local authority?
- How will you collate, monitor and quantify the inputs and the outputs of the reuse system?
- Who will be in charge of monitoring your agreed targets, and how will they be reported?
- What agreements are in place if the KPIs are not met?
- Can you monitor qualitative performance through assessments such as customer surveys?
- How will you encourage continuous improvement and feedback?

## 7.1 Benefits of reuse

There is a wide range of benefits of reuse that can be monitored as part of your evaluation strategy. These are potential areas to consider for inclusion when deciding upon KPIs and targets for the reuse activity.

### Education & Skills

It may be possible for the council education team to work closely with reuse partners to provide school workshops or student placements and work experience. There may also be opportunities for reuse partners to provide free or discounted items to schools.

In 2022, Moray Waste Busters offered £16,000 worth of goods to local schools and charities. They also allowed schools to collect books for free.

The creation of new job roles on HWRC sites through reuse activities, also allows for upskilling and training of staff.

## Environmental

The environmental benefits of reuse are well-documented. One of the key drivers of reuse is to reduce the volume of goods disposed of to landfill or via incineration, or recycled when they still have a useful life, thereby reducing the production of new goods and associated carbon. By keeping items in use for longer, carbon emissions can be massively reduced. With the Scottish Government setting a target of Net Zero by 2045, reuse has been pushed up the agenda. As noted in section 2, Data & Evidence, capturing data and monitoring the impacts of carbon reduction through reuse activities is crucial.



## Socio-economic

Not only can reuse provide an opportunity for upskilling communities, there are also opportunities for new jobs and volunteering positions to be created, providing residents with an opportunity to feel connected and valued by their community. Reuse can also provide a structured approach to the provision of skills and work-based opportunities for residents who may need support to get into work or get back to work. Reuse is naturally labour intensive and varied, due to the number and type of items that are donated and that need to be processed prior to sale; therefore, it provides the ideal opportunity for hands-on work for significant numbers of people.

## Socio-economic Benefits at Transition Stirling's Reuse Hub

Around 10% of items processed through the Reuse Hub have been obtained through Stirling Council's HWRCs. Currently, approximately 50% of the workforce is made up of residents whose salaries are subsidised via an employability scheme. There are an additional 25 volunteering opportunities for people referred via various Council Teams, which make up approximately 50% of the volunteer base overall.

There are also 12 'Makers Units' available to residents, free of charge, to upcycle and repair pre-loved items that have been donated. These units provide an outlet for good quality items that need further work prior to resale. At the Reuse Hub, the Maker takes 80% of the value of the item once it has sold and the Hub retains 20%.



# Step 8: Communications



Clear communication is vital to delivering successful reuse projects, and to creating a reuse culture.

Even relatively simple reuse projects are likely to have a wide range of stakeholders within the local authority that have an interest in its success including waste, sustainable development, circular economy, and climate change teams. In addition, teams responsible for supporting employability, training, and education may be involved.

More widely, projects may have the potential to support local people in a vulnerable financial position, as well as supporting the creation and growth of a creative local economy. This potentially wide-reaching interest in the benefits of reuse should assist with promoting and creating a widespread reuse culture.

It is important to create a culture where people understand the value of second-hand items and view opportunities to both donate items and purchase them in a positive light.

## 8.1 Developing a Communications Strategy

One of the key aims of any communications campaign is to overcome people's barriers to participation. Benefits of developing a comprehensive communications strategy include:

- Easier and faster decision making and activity planning under a clearly agreed strategic direction.

- Creation of clearer messages, ones which are appropriate to, and directed at, well defined target audiences.
- Added impact through continuity and consistency as a result of communication activities that build on each other.
- Savings in time and money through the integration of activities and clear lines of responsibility.
- Consistency and clarity of communications with well defined aims and objectives.

### 8.1.1 Research your communications strategy

It is important to seek out consumer research to understand what motivates individuals to reuse and likewise what stops them. In 2020 and 2021, Zero Waste Scotland commissioned Consumer Behaviour Reports[32] on what motivates people to shop second-hand, which can be accessed through the Revolve Reuse Knowledge Hub[33].

32 Zero Waste Scotland (2023a). Consumer Behaviour Reports | Zero Waste Scotland. [online] [www.zerowastescotland.org.uk](http://www.zerowastescotland.org.uk). Available at: <https://www.zerowastescotland.org.uk/resources/consumer-behaviour-reports> [Accessed 1 Jul. 2024].

33 Zero Waste Scotland (2023b). Revolve Reuse Knowledge Hub. [online] Zero Waste Scotland. Available at: <https://www.zerowastescotland.org.uk/revolve> [Accessed 1 Jul. 2024].

| Motivation to reuse   | Barriers to reuse   |
|---|---|
| <p><b>Buying</b></p> <ul style="list-style-type: none"> <li>• Conscious consumption</li> <li>• Opportunity to get quality products at lower price</li> <li>• Opportunity to get something unique</li> <li>• Affordability</li> </ul> <p><b>Donating</b></p> <ul style="list-style-type: none"> <li>• Opportunity to donate to a good cause</li> <li>• Prevent things going to landfill and “doing their bit” for the environment</li> </ul> | <p><b>Buying</b></p> <ul style="list-style-type: none"> <li>• Current habits/behaviour</li> <li>• Reused items may be seen as inferior products</li> <li>• Low confidence in quality with little guarantee of reliability</li> <li>• Stigma of using second-hand items</li> </ul> <p><b>Donating</b></p> <ul style="list-style-type: none"> <li>• Citizens are time poor and could consider this an additional chore</li> <li>• Lack of knowledge and awareness about services and options to donate</li> </ul> |

To inform the development of your communications strategy you may find it helpful to follow the steps outlined here:

### Step 1: Desktop review

Gathering information about your local authority and target audience will help inform and localise your strategy.

### Step 2: Brainstorming session

Hosting a brainstorming session with staff members from key departments will allow you to introduce the project, gather intelligence, and identify examples of previous good practice that may be useful to inform the communications strategy.

### Step 3: Identify communications budget

Finding out the available budget for the communications to support your reuse facility will allow you to tailor your communications strategy appropriately.

### Step 4: Develop key messages

Developing key messages will support the consistent delivery of information throughout the life of the project.

### Step 5: Identify key stakeholders

Identifying key stakeholders will help shape the communication messages and collateral required to effectively promote the reuse service to your target audience.

### Step 6: Identify communication channels, platforms and mechanisms

Carry out a review of the communication methods currently used by your local authority, as well as identifying any gaps and potential new communication opportunities.

## 8.1.2 Structure your communications strategy

Once you have carried out the research to inform your communications strategy, you can begin to develop the strategy document. Your communications strategy should include the following sections: Signage at HWRC's

### Step 1: Background and context

Outline the rationale for the change and use your research to give confidence that the strategy is fit-for-purpose.

### Step 2: Profile of local authority area

Consider scale, housing type, age, ethnicity, Scottish Index of Multiple Deprivation (SIMD) and rurality (if relevant).

### Step 3: Strategy overview

Outline the key stages of implementation and how the communications strategy will support these.

### Step 4: Key messages

New and existing reuse services should be promoted across all audiences to raise awareness of what they are and why they are being introduced. Key questions to consider:

- what happens to the items;
- who the partners are;
- who the beneficiaries are;
- and how the beneficiaries are being helped.

### Step 5: Key stakeholders/audience

Include named individuals/roles where appropriate, as well as contacts at organisational level, for both internal and external stakeholders.

### Step 6: Internal communications strategy

- This section will detail how you will engage, inform, and increase understanding and awareness across relevant local authority departments and elected members.
- Communication methods could include electronic briefing notes, elected member and stakeholder seminars, councillor packs, intranet updates, toolbox talks, union engagement, crew briefing notes, engagement with the equalities team and contact centre, staff newsletters, e-zines and other departmental communications.

### Step 7: External communications strategy

This section will detail how you will engage, inform and raise awareness with members of the public about the reuse options available, and encourage householders to adopt and participate in the service. It should include

- Press and PR plan: Press releases and writing of articles for local newspapers and other



outlets to share the benefits of reuse.

- Digital plan (including social media): Full information on the local authority website and on partner or contractor websites. This should detail the services provided, items wanted, how the items are prepared for reuse, and the benefits to individuals, the community and wider environment. Regular social media posts to provide information on quantities reused, plus updates on any issues that the council might be facing, such as quality of the items donated or collected.
- Community engagement plan
- Communication collateral e.g. HWRC signage

### Step 8: Time plan

Your communications strategy should include a time-line showing a summary of all campaign activity.

### Step 9: Budget

Your communications strategy should include what budget you have available and how you intend to spend it.

### Step 10: Monitoring and evaluation of communications

You should include information about how you will monitor and evaluate the effectiveness of the communications used. This may include capturing clippings of press releases issued; assessing levels of traffic to your website; monitoring engagement, impressions and reach achieved by social media posts; recording numbers of visitors who attend face-to-face events; and calls and emails logged by the contact centre. You could also capture any lessons learned from the communications activities delivered, e.g. better engagement was achieved at by volunteers on site.

## 8.2 Signage at HWRCs

Signage at HWRCs and at any retail unit's entrance, both to direct users to the drop off points and to effectively promote the service to all site visitors.

Profiling your local area as part of developing your communications strategy will help you to identify if signage or instructions are required in any other languages or if additional iconography is preferred.

 Reuse for Highlands


 Reuse for West Dumbartonshire

 Scottish Borders

 Reuse for Blythswood Care

### 8.3 Further communications information

The following local authority communications guides are available from the Zero Waste Scotland partners site that go into more detail on communications strategy and signage.



**Recycle for Scotland branded HWRC Signage, Template Materials and Guidance [34]**

This toolkit to help Scottish local authorities direct householders within Household Waste, Recycling and Reuse Centres. The materials included in this toolkit are suitable for both new and existing centres.

**Download the 'Effective communication within HWRCs' toolkit here**



**Recycle for Scotland Service Change, Communications Strategy Development Guidance [35]**

This guidance was created to help local authorities communicate changes being made to reuse, recycling and waste services.

**Download 'Service Change Communications Guidance' here**

34 Zero Waste Scotland (2023). RFS HWRC (Household Waste, Recycling & Reuse Centre). [online] [www.zerowastescotland.org.uk](https://www.zerowastescotland.org.uk). Available at: <https://www.zerowastescotland.org.uk/resources/rfs-hwrc-household-waste-recycling-reuse-centre#> [Accessed 1 Jul. 2024].

35 Zero Waste Scotland (2024). RFS Service Change Communications Strategy. [online] Zero Waste Scotland. Available at: <https://www.zerowastescotland.org.uk/resources/rfs-service-change-communications-strategy-development-guidance> [Accessed 2 Jul. 2024].

# Part B: Local authority case studies

Research commissioned from Enscape Consulting

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# 1 Introduction

This case study guide supports the [Local Authority Reuse Guide](#) “Making Reuse Happen” and details the operations and learnings from existing reuse practices at or near Household Waste Recycling Centres (HWRCs) in Scotland and elsewhere. The flowchart in the reuse guide sets out the key steps for developing reuse projects through HWRCs, for both the planning and implementation stages, while this document gives insight into some existing operations, their impact and benefits, key learnings, and factors for success.

HWRCs have been extensively developed over time by local authorities: from providing communities with access to waste disposal facilities, as Civic Amenity Sites, to multi-

functional recycling and reuse facilities, where unwanted items can be easily segregated into multiple streams. These sites now increasingly host facilities where the community can access reuse goods. To deliver an increasingly circular economy, they also have an important role in ensuring that the full range of opportunities for reuse and the benefits of reuse, are maximised.

These detailed case studies have been developed with the involvement of local authorities, and their reuse providers (in the main, third sector organisations) and offer insights from both perspectives. We are grateful to them for allowing us time for one-to-one interviews and permission to share their data.

**Figure 3: Top left to bottom right: Cunninghame Furniture Recycling Company (North Ayrshire), Reuse Scotland (East Lothian), Remake Scotland (Perth & Kinross), Moray Waste Busters (Moray), and Community Reuse Shop (Dumfries & Galloway).**



## 2 Case study overview

### 2.1 Scotland

The following table provides an overview of reuse projects being delivered by Scottish local authorities (expanded on in [Section 3](#)). These are HWRCs that could be considered typical of many across the country, with indicative estimates of site sizes, quantities managed - total and per capita - based on estimates of the population served. Some of the HWRCs are serving small rural communities, others larger, more urban communities. The reuse models described here are categorised as:

- Model 1 - Reuse retail and/or hubs within HWRCs.
- Model 2 - Reuse retail and/or hubs adjacent to HWRCs.
- Model 3 - Managed containers in HWRCs

supplying local reuse retail units and/or hubs.

- Model 4 - Managed containers in HWRCs supplying regional or national reuse retail and/or hubs.

'Managed containers' above refers to the situation where these are not staffed, but to be successful need to be installed with procurement/contractual arrangements and responsibilities clearly set out. HWRC staff need to be involved in the management of containers. HWRC staff must have training and the confidence to support reuse activities and to interact with members of the public. They should be on hand to enquire if items are suitable for reuse and help, if required, to unload and safely stow them within the containers.

**Figure 4: Aerial views of the Moray and Dumfries and Galloway reuse sites mentioned on the next page are shown here.**

The reuse infrastructure for the former is incorporated within the Forres HWRC (Model 1), and, for the latter, adjacent to the HWRC (Model 2). The buildings and site areas for both organisations are of a significant size, at 1,200 m<sup>2</sup> in the case of MWB and 700 m<sup>2</sup> for the Stranraer Community Reuse Shop (CRS). Both sites have plenty of parking spaces, in the areas to the left of the buildings/shed shown, which is important for encouraging people to stop and shop. Parking for the Moray site covers the same area as the buildings (1,200 m<sup>2</sup>).



| Type                                      | Council & HWRC site                     | Delivery Partner                       | Household Collection Service? | Population of community or council area served | Estimated HWRC Area, m <sup>2</sup> * | Reuse/ shop area, m <sup>2</sup> | Kg collected per year |          |            | Kg reused per year |          |            |
|---|---|--|-------------------------------|--|---------------------------------------|----------------------------------|-----------------------|----------|------------|--------------------|----------|------------|
|   |   |  |                               |  |                                       |                                  | Total                 | Per HWRC | Per capita | Total              | Per HWRC | Per capita |
| Model 1 - HWRC with onsite retail         | Aberdeen City Council - Hazelhead       | Suez Recycling & Recovery UK Ltd       | No                            | 57,000**                                       | 6,700                                 | ~90                              | Not available         |          |            |                    |          |            |
| Model 1 - HWRC with onsite retail         | Moray Council - Forres                  | Moray Waste Busters (MWB)              | Yes                           | ~10,000  | 5,500                                 | 1,200                            | 300,000               | 300,000  | 30         | 300,000            | 300,000  | 30         |
| Model 2 - HWRC with adjacent retail site  | Dumfries & Galloway Council - Stranraer | Furniture Project Community Reuse Shop | Yes                           | 15,000   | 17,700                                | 700                              | 248,499               | 248,499  | 16.6       | 187,928            | 187,928  | 13         |
| Model 3 - Managed reuse container on site | East Lothian Council - all              | Reuse Scotland (formerly Miixer)       | Yes                           | 106,000  | 5,000                                 | n/a                              | 350,000               | 87,500   | 3.3        | 332,500            | 83,125   | 3.1        |
| Model 3 - Managed reuse container on site | North Ayrshire Council - all            | Cunninghame Furniture Recycling Co.    | Yes                           | 135,280  | 5,000                                 | n/a                              | 29,000                | 7,250    | 0.2        | 21,931             | 5,483    | 0.16       |
| Model 3 - Managed reuse container on site | Perth & Kinross Council - Crieff        | Remake Scotland                        | Yes                           | 7,330  | 3,500                                 | n/a                              | 17,800                | 17,800   | 2.4        | 13,461             | 13,461   | 1.84       |

**Notes:**

\*This will typically involve the collection of bulky items by the delivery partner e.g. furniture. If undertaken by a local authority these could be the items that are too large to be accepted by the regular waste collection service.

The key assumptions and sources of estimates made are:

- HWRC areas – indicative, based on Google maps.
- Kg collected per HWRC is an average based on number of sites

served by the organisation.

- Reuse levels – the value for Remake Scotland is based on the same percentage as Cunninghame (72%)
- \*\*Population of community in Aberdeen served is obtained by dividing the city’s population by four (four HWRCs in the city)
- Population of Stranraer and Rhins area shown above. Items collected for Stranraer shop based on share of sales.

## 2.2 Outside Scotland

The table on the following pages provides examples of reuse case studies associated with HWRCs in England, Wales and continental Europe. The details shown are obtained from a combination of desk-based research, email correspondence and brief interviews. The level of detail is therefore less than in the Scottish case studies.

**Figure 5: The Hertfordshire County Council site at Ware, with a drop off point under cover and a bespoke shop design shown.**



| Reuse model                                    | Local authority area                                  | Delivery Organisation                   | Population of Community Served  | Reuse Shop/Centre Area  | Further Information   |
|--|---|---|---------------------------------|---|---|
| Model 1 - HWRC with onsite retail              | Rhyl HWRC, Denbighshire County Council, Wales         | Bryson Charitable Group                 | 27,000                          | 163m <sup>2</sup> retail store within a HWRC of ~2,000m <sup>2</sup>  | <p>One of a number of HWRCs operated by the charity Bryson's on behalf of local authorities in Wales and Northern Ireland.</p> <p>115 tonnes of reuse per year, based on sales and the Reuse Network's FRN standard weights list, which has been provided under licence.</p>  |
| Model 1 - HWRC with onsite retail              | The Ware HWRC, Hertfordshire County Council, England* | Hertfordshire County Council            | 20,000                          | 312m <sup>2</sup> reuse retail store within a HWRC of 14,750m <sup>2</sup>  | <p>The council currently has three purpose-built reuse shops at the Ware, Harpenden and Waterdale recycling centres. The items sold at the shops are either dropped off directly by residents or diverted from waste bins at one of the council's 16 HWRCs.</p>   |
| Model 2 - Reuse shopping mall adjacent to HWRC | Eskilstuna Municipality, Sweden                       | Eskilstuna Municipality and reuse shops | 67,000 (the city of Eskilstuna) | 3,000m <sup>2</sup> ReTuna mall retail space alone (not including donation reception and warehousing area), with the potential for 5,000m <sup>2</sup> more | <p>Local authority support was key to purchasing the building, with 50% rent discounts in first two years, and 30% in the third year. The two-storey ReTuna mall attracts 250,000-300,000 shoppers a year. There was an initial public investment of around £1.6m (including subsidies).</p> <p>£1 million turnover quoted for 2018, averaging £74K per retail unit. The local authority pays the salaries of the mall manager and assistant, as well as reception/warehousing staff (through employability schemes/support).</p> |

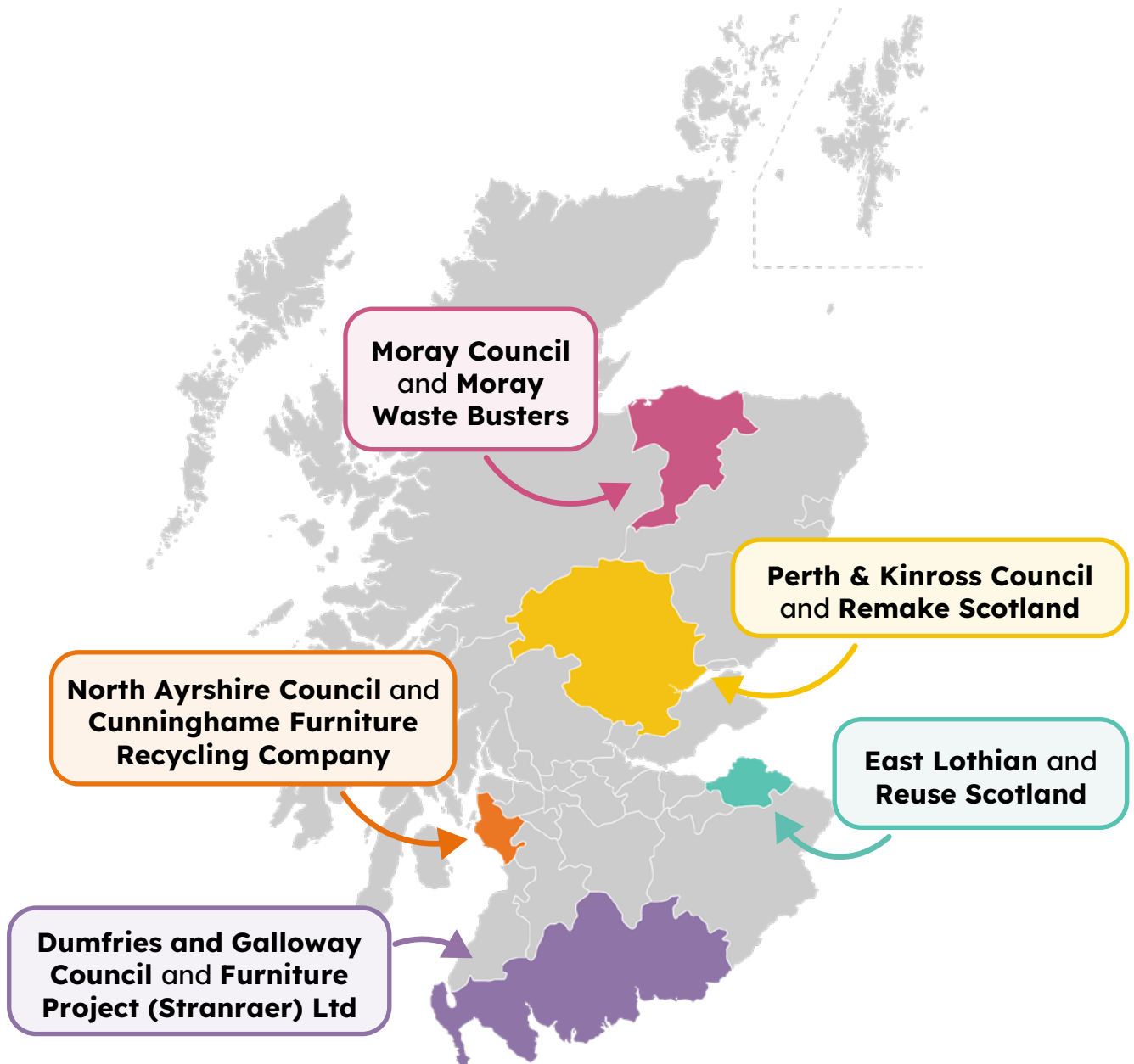


| Reuse model   | Local authority area                          | Delivery Organisation             | Population of Community Served   | Reuse Shop/Centre Area  | Further Information  |
|---|---|-----------------------------------|--|---|--|
| Model 2 - Reuse shopping mall adjacent to HWRC                | Greater Manchester Combined Authority         | Suez Recycling & Recovery UK      | 2.8 million inhabitants  | 5,000m2 Renew Hub and three Renew Shops   | This hub is described as the UK's largest. Items can be donated at 18 of Greater Manchester's 20 HWRCs. These items are inspected, cleaned at the The Renew Hub, then resold online or at one of the three Renew shops. 360 tonnes reused from 500 tonnes collected in first year of operation - 2021/22.  |
| Model 3 & 4 - Controlled (manned) reuse containers at 7 HWRCs | Veneto Region and Vicenza Municipality, Italy | Cooperativa Sociale Insieme (CSI) | 865,000 inhabitants within the work boundary, however, closer to 400,000 for the 7 HWRCs | Two units (buildings), one a direct reuse centre (4,000m2 footprint), the other a preparation for reuse centre covering 1,000m2 | Private sector organisation with 1,000 tonnes cherry-picked from HWRCs, representing more than 50% of their total throughput, with 85% reused.<br><br>Employs 200 people, with other major income streams associated with house clearances, educational & creative workshops, rental and recycling income. |

# 3 Case studies

## 3.1 Overview

Detailed case study information is provided in this section from five local authorities. The information was provided by the authorities through face-to-face interviews with both the council waste teams and their delivery partners.



The information is provided both from a local authority and delivery organisation perspective.

Aberdeen City Council is not included because it has only recently (at the time of writing) started operating (in 2022) and there is limited data available.

The information is provided both from a local authority and delivery organisation perspective.

## 3.2 Dumfries & Galloway Council

**Figure 6: An aerial view of the Stranraer HWRC with the adjoining reuse centre in the foreground, and the Community Reuse Shop team.**



### 3.2.1 Council information - Dumfries and Galloway Council

#### The Council's role in reuse at their HWRCs

The Zero Waste Park at Stranraer includes both the household waste facility and a waste transfer station. The Furniture Project (Stranraer) Ltd, a social enterprise, owns and operates the Community Reuse Shop (CRS), which is located on the "Stranraer Zero Waste Park".

The current contract between Dumfries & Galloway Council and the Furniture Project is for general reuse services (Wigtownshire). In addition to the shop at Stranraer, the Furniture Project services 20-foot (20' long x 8' wide x 8' 6" high) reuse shipping containers at:

- Newton Stewart HWRC
- Castle Douglas HWRC
- Dalbeattie HWRC
- Whithorn HWRC

The Council is in regular contact with CRS, with whom they have a positive relationship. CRS is permitted to cherry-pick from sites and there are plans to increase the number of sites that are serviced by them.

The momentum for a Zero Waste Park

gained traction in 2010 - 2011, when a reuse opportunity was put onto the Scottish public procurement portal. CRS was a small organisation at the time but decided to take the considerably large step to invest a significant amount of time and money into researching and setting out a 20-year business plan to win the contract.

In terms of potential future plans, there is space at the proposed Dumfries Zero Waste Park for a shop/retail unit.

The Council recognises the growth in the reuse retail sector, for example Salvation Army, local charity SHAX, and the British Heart Foundation (BHF) are also operating in the area.

#### Contractual or service level agreements

The current contract states that there should be weekly uplifts from the four containers. There is no financial incentive for the uplifts, however CRS does benefit from free waste management provided by the Council for disposal and recyclable items. CRS is permitted within their operational agreement to 'cherry-pick' from the containers.

The main driver for the reuse contract is for waste diversion tonnages. CRS provides a quarterly report to D&G Council which includes details of waste diversion tonnages, number of customers and numbers and types of goods sold.

### The preferred reuse option for the council

The Council is very positive about the current relationship.

The Council also likes the idea of having a reuse shop at a HWRC, with a ReTuna type mall also being of interest.

There was a personal preference for a collaboration to be with the Third Sector, however, there have been discussions in the past about open tenders to see who might bid from the private sector in addition to the Third Sector.

### Quantity and type of items diverted for reuse

Roughly 5% of items are collected from the HWRC sites per week using the reuse containers. The average annual quantities reused and diverted from landfill are shown in the table below.

| Items                               | No. of items reused (sold) | Kg diverted from landfill |
|-------------------------------------|----------------------------|---------------------------|
| Textiles                            | 11,289                     | 12,779                    |
| Bric-a-brac                         | 61,103                     | 183,309                   |
| Furniture                           | 4,587                      | 34,242                    |
| Books, music, multimedia            | 14,570                     | 4,371                     |
| Electrical and Electronic Equipment | 3,688                      | 7,376                     |
| White goods                         | 254                        | 14,000                    |
| Bicycles                            | 341                        | 5,115                     |
| Metal (recycled)                    | -                          | 8,740                     |
| Wood (recycled)                     | -                          | 28,760                    |
| <b>TOTAL</b>                        | <b>30,142</b>              | <b>298,692</b>            |

### Site details

The overall size of the area occupied by the reuse partner is roughly 700m<sup>2</sup>.

### Collaboration and benefits to the council

The delivery partner, CRS, has a range of collaborations with local charities, schools, council departments, Development Trusts, and supermarkets.

### Barriers to reuse

The condition and size of HWRCs.

The frequency and number of visitors to the site. At some of the quieter sites there are only half a dozen cars per hour.

### “Must Haves” for Success

Councillor and senior management buy-in.

Effective communication, possibly alter the name of Household Waste Recycling Centres to include Reuse. The difference between recycling and reuse is not clear to many people, so this needs to be more clearly explained and communicated.

### Other points

The Council operates a booking system for its HWRCs, and it was considered that, after someone has made their booking, the automatic receipt they receive could provide a reuse tip, such as focusing on the potential for the householder to use reuse infrastructure, or make a donation, where reuse is possible.

The Council knows of other local authorities that operate black bag splitting, in order to segregate more waste prior to materials being deposited into HWRC containers. This might focus people to improve their reuse as well as recycling.

## 3.2.2 Delivery Partner Information – Community Reuse Shop / Furniture Project

### Partner organisation overview

The land is owned by Dumfries and Galloway

Council, but there are future plans to look at community land ownership opportunities.

During 2022 the organisation had a turnover of:

- (i) Big shop £316,862;
- (ii) Wee shop £46,542; and
- (iii) Online sales £32,628.

This results in total sales of £396,032.

The drive for the project originated from the Furniture Project, which required them to take on most of the financial risk. It took multiple conversations and funding applications from a variety of sources to make the project happen.

The turnover for 2022/23 was approximately £400K.

### Reuse infrastructure

The reuse building has a storage area of 261 m<sup>2</sup> (internal) and 145 m<sup>2</sup> (external), the sorting area is approximately 36 m<sup>2</sup> and the shop has a retail floor footprint of 359 m<sup>2</sup>.

The cost of setting up the project was approximately £500K.

The Furniture Project has taken on board the majority of the financial risk.

A long-term business plan was developed and is considered a good idea by the organisation, but such business plans are considered to be of limited value after 6 months of actual operation as operational conditions and circumstances change quickly.

Approximately £100K was spent by the Furniture Project in legal fees, plus significant staff and trustees' time was spent in establishing the administrative and operational systems

### Staffing

23 employees in total, split into 14 full-time (35 hours/week) and 9 part-time (under 30 hours/week). The split in terms of roles is:

- 4 Management, funding, events and marketing

- 6 Warehousing
- 4 Retail
- 3 Online sales preparation
- 1 Upcycling
- 1 PAT testing
- 1 Maintenance
- 1 Employability
- 1 Community engagement
- 1 Administration
- 19 volunteers



### Marketing and Communications

Information about the organisation is shared regularly via Facebook and Instagram. Ad hoc articles appear in local media sources such as the Wigtownshire Free press newspaper and other regional and national newspapers.

Border TV has filmed news stories and a documentary on the shop and associated projects.

There is also an online eBay shop.

There is clear signage at reuse containers, the wording as shown on the next page.

### Furniture project - wording used on reuse containers

#### Electricals

We can accept working electrical appliance, small and large

Examples include:

- ✓ Washing machines
- ✓ Cookers
- ✓ Tumble dryers & dishwashers
- ✓ Fridge freezers
- ✓ Microwaves
- ✓ Lamps
- ✓ Televisions
- ✓ Consoles, computers & tables
- ✓ Heaters & fires

#### Furniture & leisure

We can accept all types of household furniture & leisure equipment

Examples include:

- ✓ Wardrobes & chests of drawers
- ✓ Beds inc mattresses & cots (with fire safety label)
- ✓ Sofas and armchairs (with fire safety label)
- ✓ Dining tables and chairs
- ✓ Sports equipment
- ✓ Bikes
- ✓ Musical equipment

#### Bric-a-brac

We can accept all types of bric-a-brac

Examples include:

- ✓ Plates
- ✓ Cutlery
- ✓ Linen
- ✓ Pictures & frames
- ✓ Nursery items
- ✓ Ornaments
- ✓ DVDs/CDs
- ✓ Toys
- ✓ Books

#### Items we do not accept

- ✗ All gas products
- ✗ Car seat
- ✗ Broken furniture
- ✗ Broken bric-a-brac
- ✗ Furniture without fire label
- ✗ Items that are missing parts
- ✗ Non-reusable furniture

With your support we aim to reuse these items within our local community. Where this is not possible we aim to recycle your donations.

As a result of your donations we are able to provide employment to people within Dumfries & Galloway and assist to reduce poverty.

### Socioeconomic impacts and financial data

- Offers volunteering opportunities for residents that are long-term unemployed.
- Placements are available for therapeutic reasons to improve their mental health.
- Upskilling workshops available for the community, including furniture painting; making Easter pom-pom animals; jewellery making; book folding; Crochet Club; and card making.
- Community-based groups pay either 1/3 of the typical retail price or it gets donated to them for free, depending on the cause.
- Rhins Active, inside the CRS, offers a bike hire scheme for front-line staff to get to work.

### Key relationship requirements

Getting the right people to collaborate.

### Main barriers

Sufficient training of HWRC council assistants to maximise reuse potential of items entering the site. The Council and the Furniture Project have collaborated to provide awareness and training.

Changing recycling attendant job descriptions, so they specifically include reuse and prioritise reuse over recycling.

Ensuring the site is secure (e.g. CCTV and signage).

Dealing with multiple funders, partners and local authority systems, which can be time-consuming and stressful.

### “Must Haves” for success

Including a local organisation, delivering local services, and offering local employment opportunities.

Community buy-in to the project is essential.



## 3.3 East Lothian Council

Figure 7: The inside of Reuse Scotland, alongside their signage.



### 3.3.1 Council Information – East Lothian Council

#### The Council’s role in reuse at their HWRCs

Reuse Scotland, a charity established in 2021 (formerly operating as Miixer, a Community Interest Company), is the reuse delivery partner. The partnership began with the Council’s support in Dunbar, with the reuse operation then expanding to North Berwick.

The Council’s ability to expand reuse facilities is limited by lack of space at the HWRCs, however the Council currently has three small shipping containers and extended, large sheds at four HWRCs, as described in the partner information below.

#### Contractual or service level agreements

Reuse Scotland operates without a contract, MOU, or SLA with East Lothian Council. However, there is direct communication between them and the Council’s waste managers to identify best practice. There are site requirements in terms of operational activities. These include:

- to both weigh in and out reuse items at their sites;

- to sort waste materials into appropriate streams;
- to offer assistance to the public at HWRCs as required; and
- to ensure that the public does not remove items from reuse containers/sheds.

#### The preferred reuse option for the council

The current model is considered to be working well and the Council is happy with this approach.

#### Quantity and quality of items diverted for reuse

Of the 1,200 tonnes processed annually by the delivery partner (Reuse Scotland), approximately 300 – 400 tonnes originate from Reuse Sheds at HWRC sites.

It is estimated that 95% of the items collected are reused.

#### Site details

Reuse containers are located next to where people come in to park, which provides Council staff with the opportunity to prevent items from going to disposal and to also direct residents to the reuse containers, as



appropriate.

The Dunbar HWRC has an area of circa 3,400m<sup>2</sup> that is accessible by householders, with small areas allocated for the reuse sheds, shown below in the partner information table.

#### Collaboration and benefits to the council

The Councils preference is for the Third Sector to manage the reuse activity, as this has community, social and economic benefits.

During 2022 approximately 1,200 tonnes were processed by Reuse Scotland with, approximately 300 – 400 tonnes originating from the four Household Waste Recycling Centres.

#### Barriers to reuse

It is important to set the prices charged for items at the right level, so that this is not a barrier to accessing items or the flow of goods through the system. The “Pay as You Want” structure mentioned below helps to overcome this.

#### “Must Haves” for Success

Staffed Reuse Containers work better if possible – the quality of the donated items is higher and there are reduced problems, such as theft.

Showing the public what is happening as a result of their donations, e.g. a cheque to a food bank and the other social benefits, is important in maintaining and increasing support.

Target setting, such as reuse tonnage targets, must be realistic – punitive performance targets, and/or penalties, may result in difficult operating conditions for a partner/ collaborator.

Bulky waste collections arranged by the Council, should allow for additional questions in the call centre script, so that householders are asked whether items are in the necessary condition for reuse. If so, these items should then be diverted to the reuse containers at the HWRCs or to a council’s collection service, where this is operated.

### 3.3.2 Delivery Partner Information – Reuse Scotland

#### Delivery partner overview

Reuse Scotland has been operational for 6 years. It has a staff team of 12.

Nearly a third of all the material Reuse Scotland receives is collected from the HWRC reuse sheds and sold at the Dunbar retail outlet. An equivalent amount is donated directly to its shops.

Reuse Scotland has some flexibility in terms of what they accept from HWRCs, but it is typically:

Furniture (exception being wardrobes, TV cabinets and glazed corner units)

- Bric a brac
- Homewares
- WEEE
- Books
- Toys
- Sport equipment

Items are weighed in and out at the HWRCs and therefore monitoring data and tonnages are provided to the Council using the daily weighbridge sheets.

Reuse Scotland receives a payment of £40 per tonne diverted from landfill and is charged £40 per tonne as a gate fee for disposal. ‘Cherry picking’ items is permitted, on the proviso that items that thereafter cannot be reused are placed into the appropriate waste/ recycling skips.

Reuse Scotland has a working relationship with Recycling First (also based in East Lothian) and sends items to them that Reuse Scotland cannot manage, for example large furniture and beds. The organisation donates to all charities, social enterprises, schools and community groups within the regions operated from. To date this is in excess of 400 organisations.

Reuse Scotland accept donations into their shop in Dunbar.

### Reuse infrastructure

Following on from the proven success of the first shed, East Lothian Council provided three additional Reuse Sheds at HWRCs for Reuse Scotland's use.

The Council also added clothing banks to four sites at a later date.

The funding for the first shed in Dunbar, including signage, was £2000, provided by Viridor, via the Council. Reuse Scotland utilised their own labour to build the shed. The footprints of the sheds being used at the four HWRCs are shown below:

- Dunbar HWRC 16'x8'
- Kinwegar HWRC 12'x8'
- North Berwick HWRC 10'x8'
- MacMerry HWRC 10'x8'

### Staffing

No. of people employed: 12FTE. Split of employment:

- 1 Testing and certification
- 8 Retail
- 2 Drivers/collections
- 1 Management
- 2 volunteers

### Marketing and Communications

There is signage at the containers, which shows what can be accepted.

In addition, Reuse Scotland has approximately 17,000 followers on social media (Facebook and Instagram). Their most popular posts are "items for free" which generates high levels of interest (up to 80K views) and are shared widely.

There is no online shop.

### Socioeconomic impacts and financial data

Reuse Scotland works with two East Lothian Council Departments (Criminal Justice and Social Work) who are offered free goods from the shop.

Goods are also donated free to various charities.

Reuse Scotland has recently been offering a "Pay As You Want" model for approximately 60% of goods (toys, books, household essentials, some small electricals and furniture) at their shop premises. An early assessment of the scheme appears positive, with customer goodwill high and the throughput of items and customer footfall increased.

### Key relationship requirements

From the outset, it is important to develop and nurture relationships with high-level council management and site staff. The positive long-term relationship with top management and site managers has helped the reuse arrangement to flourish.

### Main barriers

- Access to affordable premises available over the longer term.
- Poor access and limited space at Household Waste Recycling Centres, that are not designed for reuse operations.
- Low footfall may reduce economic viability of having a reuse container on-site.
- Not having the necessary buy-in from council staff (management and operations).

### "Must Haves" for success

- Being professional is key, in terms of the standards set.
- There should be an emphasis on the enterprise part of being a social enterprise - a clearly set out business

model that works.

- Set clear expectations for performance and contribution of all parties involved.
- Correct signage is important to direct

people to reuse and to prevent disposal.

- Communicating the impact and telling the story is important to demonstrate the social benefits, increase good will, increase reuse and reduce disposal.



## 3.4 Moray Council

Figure 8: An aerial view of the Waterford Road HWRC in Forres, and the Moray Waste Busters team.



### 3.4.1 Council information - Moray Council

#### The Council’s role in reuse at their HWRCs

The Council supports Moray Waste Busters (MWB) to operate a reuse centre at the Waterford Road HWRC in Forres.

The Council pays MWB £77.04/tonne for items processed, which generates a revenue of approximately £20K per year.

#### Contractual or service level agreements

MWB was awarded a licence agreement to operate on the site in 2011. The operation has steadily grown and evolved over that period, through discussions between the Council and MWB. A new lease and service level agreement (SLA) is currently being drawn up.

As part of the licence agreement MWB is not charged for items that need to be recycled/landfilled. MWB is allowed to cherry pick and does not have to accept items they believe cannot be reused. Householders either take the items away with them or put them into the appropriate recycling or residual waste container.

#### The preferred reuse option for the council

The Council considers that the best way of operating and providing reuse facilities is to have a retail shop on the HWRC. This avoids haulage and double-handling costs. This also suits the mindset of the many people who want to both donate and browse/shop on the site.

#### Quantity and type of items diverted for reuse

This table provides information (by category) of items processed by MWB during January 2023.

| Items                          | Kg            | %             |
|--------------------------------|---------------|---------------|
| Bikes                          | 282           | 1.3%          |
| Electrical                     | 1,157         | 5.5%          |
| Furniture                      | 8,062         | 38.4%         |
| Garden                         | 180           | 0.9%          |
| Household e.g. bric a brac etc | 11,311        | 53.9%         |
| <b>TOTAL</b>                   | <b>20,991</b> | <b>100.0%</b> |

Other information:

- The customer count was 3,703 and the

number of goods sold was 16,008 (Jan 2023).

- 152,254 items sold in the 12 months to July 2022.
- Average of 100 customers per day (making purchases) and 423 items sold per day.
- One house clearance per week on average.
- 200 tonnes of items were processed and reused in 2021-22

**Site details**

The site covers an area of 2,400m<sup>2</sup> which includes 1,200m<sup>2</sup> of car parking, 600m<sup>2</sup> dedicated to sorting/ storage and 600m<sup>2</sup> for retail.

**Collaboration and benefits to the council**

Partnering with the Third Sector is the Council’s preferred model because of the benefits this brings to local communities, as well as the reinvestment in the service and project. The Council considers that householders are less likely to engage in reuse if the delivery organisation is profit driven.

**Barriers to reuse**

Finances to develop and build new and/ or improved reuse areas within HWRCs or separately.

**“Must Haves” for success**

Fit for purpose site – starting from scratch is best, if possible.

Appropriate language used around HWRCs. These are local authorities’ “hidden gems” (one third of Moray Council’s household waste goes through the HWRCs) and they should be recognised and viewed this way. They should be considered as “Resource Centres” and marketed like this – important for communications and awareness raising. i.e. not the tip, the dump, or recycling centre.

More waste to be taken to HWRCs, because

they provide an opportunity for pre-sorting, including sorting for reuse.

Appealing merchandising to ensure the infrastructure does not look like a junk shop.

**3.4.2 Delivery Partner Information – Moray Waste Busters**

**Partner organisation overview**

MWB has been operational for approximately 21 years. MWB grew out of a food composting project, but the focus is now on operating a waste and resource facility. MWB welcomes donations of most household items, including furniture, crockery, cutlery, bric a brac, books, CDs, DVDs, clothes, small electrical items, garden items, etc.

Alongside the reuse shop, MWB also has a bookstore, providing local teachers and library staff with free books.

The charity also carries out house clearances and provides collection and recycling points for local groups, as well as offering auctions and sales of specialist equipment.

Annual turnover in 2022 was £400K, with plans to achieve £600K during 2023.

The following provides an overview of the growth of MWB over the years that it has been operating.

| Year | Tonnes Reused | Year | Tonnes Reused | Year | Tonnes Reused |
|------|---------------|------|---------------|------|---------------|
| 2006 | 43            | 2012 | 83            | 2018 | 161           |
| 2007 | 111           | 2013 | 80            | 2019 | 168           |
| 2008 | 86            | 2014 | 110           | 2020 | 108           |
| 2009 | 93            | 2015 | 131           | 2021 | 131           |
| 2010 | 101           | 2016 | 151           | 2022 | 213           |
| 2011 | 107           | 2017 | 157           | 2023 | 300*          |

\* Estimate for the year made in March 2023. In January 2023, the customer count was 3,703 and the number of goods sold was 16,008.

### Reuse infrastructure

The site is a mixture of polytunnels, shipping containers, sheds, a steel building, canopied areas, and open areas.

As the project has developed from a food project over a relatively long period, meaningful cost data cannot be provided.

### Staffing

MWB employs 28 staff, 13 full time, 5 on a 4-day week, 10 part time plus 8 volunteers.

The split of employment is:

- 17 sorting/storage/retail (staff circulate through these roles)
- 1 testing and certification (PAT)
- 1 administration
- 1 digital marketing
- 1 repair (bikes)
- 5 van drivers (house removals, delivery of items to partners etc)
- 1 General Manager covering operations, funding, events, marketing, and volunteer co-ordination
- 1 Education Officer
- 8 volunteers

### Marketing and Communications

Both the Council and MWB believe that the reuse centre is a recognised and popular resource within the local community.

MWB has recently (2023) recruited a digital marketing co-ordinator to boost online sales and awareness.

### Socioeconomic impacts and financial data

- Average 1 tonne per worker per month across all staff (mix of part-time and full-time staff), averaging out at 9.7kg/hr/

worker.

- MWB estimates that approximately £2,000 of income is generated for the organisation per tonne of material reused.
- MWB provides employability support through paid roles, volunteering opportunities and placements.
- Approximately £15,000 worth of free items are provided to local schools, community groups, charities, etc. each year. Approximately 1 tonne per month.
- Selecting items for three other organisations is carried out on an ongoing basis, these item types include IT equipment, clothing, and school clothing.
- MWB supplies items to Local Authority social services on request.
- Free items are supplied to more than 70 organisations in total and 25 organisations are supplied regularly throughout the year.
- MWB has 60 members (active supporters among the local community).
- Pre-Covid MWB hosted or attended an average of 1 or 2 site visits or local events per month.
- New self-funded Education Project starting September 2023.
- Workshops were held prior to COVID and MWB is considering re-starting during 2023.

### Key relationship requirements

MWB would recommend new projects starting reuse at a small scale and building a strong, trusting relationship with the local authority over time while increasing the scale of the reuse provision. If Moray Waste Busters were to expand into additional sites, they would prefer to start projects the same size or bigger than the existing site as the systems and operational practices are proven and in place.

### Main barriers

Space is at a premium at the HWRC, fills quickly and needs to be carefully managed. MWB's experience is that growth can be very strong and as each year passes all available space on sites are soon taken up which quickly has an impact on operational and retailing efficiency. As much space as is feasibly possible is a necessity which will allow expansion of reuse into more and more product streams.

Cashflow at the outset of a project can be difficult until sufficient reserves are built up. Also funding and support to transition to a larger scale business is needed.

### "Must Haves" for success

Financial support. MWB benefited from financial support at the outset of the project, which was both welcomed and necessary; it helped to ensure that the project was

economically viable over the longer-term.

Convenient and accessible donation points. They do this by having an area for people to drive to on the site, where a MWB member of staff will meet the householder, check the items and, if acceptable, help to take these from their vehicle.

Value for money at retail end to influence consumer behaviour. It's important to be realistic with pricing of goods.

Being "Hyper-Local". Creating strong ties to local community and ensuring that local people benefit and communicating these benefits to customers.

### Other points

The future: possible expansion into new sites in neighbouring towns across Moray and elsewhere. It is an ideal model for small towns across the whole of Scotland.



## 3.5 North Ayrshire Council

**Figure 9: Items that have been collected and displayed at Cunninghame Furniture Recycling Company, as well as the staff team.**



### 3.5.1 Council information - North Ayrshire Council

#### The Council's role in reuse at their HWRCs

There are three mainland Household Waste Recycling Centres (HWRCs) in North Ayrshire Council's area plus one HWRC on the Isle of Arran. The three mainland centres are located at Irvine, Largs and Kilbirnie and have reuse infrastructure for furniture and mattresses. In March 2023, a mattress and furniture reuse container was also installed on the Isle of Arran HWRC. In addition, there is a bike reuse container at all mainland sites.

Cunninghame Furniture Recycling Company (CFRC) was successful in winning the Council's contract to service the mattress and furniture containers. This contract was originally tendered in 2013. The partnership was developed through the Council's 2013 - 2018 Waste Strategy, which was indicated to be one of the first with a reuse target at that time.

The contract began in 2014. Initial plans were to open a reuse shop on the largest HWRC, however wider consultations with the reuse sector at the time indicated that reuse containers were preferable. The Council transferred a projected £150K capital budget for a shop to revenue, with CFRC initially being paid £35K per annum. This was recently

altered to £41K per year to service the containers when a new mattress reuse project was integrated into the agreement. Other services of the Council, through the Scottish Welfare Fund, also purchase mattresses, bed bases and sofas to support vulnerable families in the area.

Bartonholm HWRC in Irvine is the Council's largest HWRC, with a capacity of approximately 10,000 tonnes – navigating the site can be tricky, but as part of a site design linked to the waste hierarchy, the reuse containers are deliberately located to be the first that people come to.

#### Contractual or service level agreements

The HWRC staff manage the whole site and there is a contractual requirement for CFRC to service containers every three days or more frequently. CFRC services containers and removes all non-reusable material to the disposal areas of the site during servicing.

When setting out their contract for the delivery of the reuse service, the Council made it a preference that the successful organisation had to be based in North Ayrshire, to ensure that the local community benefited from reuse. The move to a new site next to a premium shopping centre and supermarket was funded by CFRC.

In terms of the contract, CFRC also has to work



to meet the demands of a referral system to help vulnerable families furnish their housing (they have a KPI to support 50 families in the first year for example). They are also required to provide specified discounts, to train a specified number of people per year and provide the necessary skilled staff for administration, PAT testing etc. These KPIs are built into their contract.

**The preferred reuse option for the council**

The Council and CFRC are keen to explore further reuse opportunities and have regular contract performance review meetings where innovation and opportunities are discussed.

The current HWRC and referral kerbside collection approach allows both those who have and have no access to transport to reuse items.

**Quantity and type of items diverted for reuse**

Tonnage collected includes all collected household furniture items, (bed bases and mattresses are included). The final tonnage figure for 22/23 handled by CFRC was 320 tonnes, this is the total tonnage figure of which 187 tonnes is collected from North Ayrshire Council and of this, 29 tonnes is from the HWRC sites.

The estimate is that 90-95% is reused from the containers and the remainder goes for recycling.

The quality of items from the reuse containers is described by CFRC as "OK" - mostly good and sometimes of mixed quality.

258 tonnes was managed in 2020/21 - consisting of 8.8 tonnes diverted via HWRC sites, with 161 tonnes from NAC residents, the balance coming from a range of other sources.

Split of items and end destination is shown in the tables below.

| Items                 | Tonnes     |
|-----------------------|------------|
| Bric-a-brac           | 2          |
| Furniture             | 129        |
| Upholstered furniture | 119        |
| White goods           | 6          |
| Other                 | 2          |
| <b>Total</b>          | <b>258</b> |

| Method       | Tonnes     |
|--------------|------------|
| Reused (94%) | 242        |
| Recycled     | 10         |
| Landfill/EfW | 6          |
| <b>Total</b> | <b>258</b> |

**Collaboration and benefits to the council**

In terms of private and third sector collaborations, North Ayrshire initially went out to the market with the idea of a private sector company managing the waste, thinking that they would sub-contract a Third Sector organisation for the reuse element, with targets to be met as part of the contract i.e., Lot 1 - waste; Lot 2 - reuse. However, there was little appetite for this at the time.

One of the benefits of contracting directly with the Third Sector is the certainty of provision of items to people in need. This arrangement facilitates the provision of an invaluable resource for the community, as an example 500 mattresses have been processed, with 400 sanitised and sent out for reuse - 200 (50%) of these allocated to people in need. The whole service and operation is grounded in the waste hierarchy.

The extent of and growth in reuse throughput has been facilitated through reuse being part of the CCS Excel framework that makes it easy for local authorities to contract with the Third Sector.

**Barriers to reuse**

- Limitations in budget provisions.
- Staff priorities at sites.

### “Must Haves” for Success

Organisations engaged with must be able to demonstrate that they are financially sustainable.

There should be linkages with local shops in the local authority area so that items can be marketed, and the community has easy access to items for sale.

Local Authorities should support organisations through the financial savings made from reduced disposal tonnages.

## 3.5.2 Delivery Partner Information – Cunninghame Furniture Recycling Company

### Partner organisation overview

CFRC is a subsidiary of a Housing Association. The turnover was reported to be £654,836 in 2022.

CFRC has managed a cluster of Reuse Containers in North Ayrshire since 2015/16.

There is an established rolling Service Level Agreement (SLA) with NAC that has been in place since 2014 which is an important relationship for CFRC. The SLA covers servicing of the reuse containers and the requirement of a monthly reporting schedule. Photos are provided with transfer notes to prove uplift activity has been carried out as scheduled.

The original driver for the SLA was diversion from landfill for NAC, with CFRC helping with their bulky household kerbside collection service through the diversion of items to containers at the HWRC sites.

CFRC receives a fixed annual payment fee for servicing the reuse and mattress containers for NAC. This fee includes operating a referral collection service from households in the area. A financial benefit to CFRC is that they incur no waste management charges from NAC, including no disposal charges for items that are neither reusable nor recyclable at HWRC sites.

### Reuse infrastructure

Reuse containers at HWRCs are CFRC's preferred option and they would not consider doing more than that at a HWRC unless it is a newly designed site with potential for reuse becoming an integral part of the overall design.

There are furniture mattress containers at all sites on the mainland and on Arran (normally 20ft storage containers).

Containers were funded by both North Ayrshire Council (NAC) and CFRC. The newer mattress containers (and furniture container for Arran) have been funded through a collaborative bid to the Scottish Government's Recycling Improvement Fund (RIF).

There is information and signage on the reuse container doors and above the doors. The price of the containers was £4,175 each.

CFRC provides a fleet to collect reuse items. CFRC supplies a shop and a digital sales platform to ensure materials keep flowing.

### Staffing

There are 19 employees, 17 full-time and 2 part-time, split into the following:

- 1 Head of organisation
- 1 Operations supervisor
- 1 Works controller
- 1 Senior Sales Assistant
- 1 Sales Assistant
- 1 Mattress project marketer
- 1 Media/Comms Assistant
- 8 Van assistants/Warehouse staff
- 4 Drivers

### Marketing and Communications

Ongoing marketing is in place on both NAC and CFRC websites, showing information about the container locations, as well as

regular posts on CFRC's social media about how the containers are important for reuse. Advertising on social media and the company and council websites are very good ways of publicising what the partnership does. A prompt is also included in the call centre script when a householder contacts to request a bulky collection. Householders are asked "are the items reusable or recyclable?"

### Socioeconomic impacts and financial data

4,159 items, either free or discounted made available in 2021/22 to the value of £57,553. CFRC provided these through referral partners such as North Ayrshire Council, East Ayrshire Council (EAC), Woman's Aid, and many others.

CFRC also provides discounts or free items to people who come in store that staff identify as being in need. In addition to this, if CFRC has an over-stock of items then these are heavily discounted, or the items are marked free of charge to help get stock moving, rather than having to refuse donations or to scrap items that have been stored for more than a couple of months. This has resulted in recycling figures reducing, with reuse increasing by the same amount.

Other benefits/impacts include the cost-of-living crisis voucher scheme. This is where residents most in need are referred by local authority social work or housing teams to CFRC for items to help them furnish their homes.

### Key relationship requirements

Continually building relationships with the right people is key to success - Senior Council Waste Management and site staff buy in is paramount to the success of the partnership.

First steps should be ensuring the involvement of site staff and operational staff. Staff should be encouraged to think about how the new processes might work and then take proposals to senior management for further consideration and development in a two-way process.

If site staff are not interested then nothing will come out of the project, or it will cause more work than can be justified from the benefits. It is key to ensure that there is buy-in at site staff level from the start, which can be assisted through involvement in the initial steps and involvement in the development of the scheme.

Relationships are also established between CFRC, the Council and the Reuse Network, Revolve and Circular Communities Scotland.

### Main barriers

Clear communication with site staff. Site staff might not immediately buy-in to the changes in operation and can have the perception that reuse projects are just more work for them.

Establishing buy-in from other services who may feed into the demand side of the venture.

Local collaboration needs to be in place.

Logistics - rural small sites are challenging and not always set up for good reuse services.

### "Must Haves" for Success

Correct signage at sites.

Communicating the impact - Social Impact Reporting.

Relationships (as above).

### Other points

CFRC is not involved in any non-reusable bulky household kerbside collection services for NAC - this service is provided directly to householders by the Council.

There is potential to expand the mattress project into East and South Ayrshire.

## 3.6 Perth & Kinross Council

Figure 10: The reuse container at Friarton HWRC in Perth and Remake Scotland.



### 3.6.1 Council information - Perth and Kinross Council

#### The Council’s role in reuse at their HWRCs

Perth and Kinross Council has previously considered setting up a reuse shop at Inveralmond Recycling Centre, in partnership with the Third Sector Organization PUSH, and has produced architect’s drawings for this purpose, however the project did not go ahead because the bid to the Circular Economy Investment Fund was unsuccessful.

Currently the Council collects bikes, books and clothing for reuse as a minimum at each site. In addition, at four of the nine sites, there are reuse containers accepting furniture and household items, with white goods also being separated at two other sites.

#### Contractual or service level agreements

Service Level Agreements (SLA) or Memorandums of Understanding (MoU) are in place with 6 reuse organisations. The contents of these SLAs or MoUs vary depending on the HWRC site and items collected by each organization.

Reuse organisations that the Council

works with are a mixture of third sector organisations, like Bike Station, PUSH, and Remake, and some private companies, for example a local private sector repair company (Home Economics) collects white goods. Nathan’s (textile recycling), and Better World Books also collect from the sites.

From the reuse containers, organisations only take items that they can reuse, however they must dispose of non-reusable items in the recycling or landfill skips and must also leave the containers tidy after they have emptied them.

#### The preferred reuse option for the council

Current arrangements work for the Council, however, the Council believes that a reuse shop would be an improvement; subject to capital investment being available and space constraints being overcome.

A member of staff is currently exploring options to increase reuse within the Council area, and the Council is particularly interested in having a reuse shop adjacent to the HWRC (which is what their initial proposal was for), however that area of land has been earmarked for an alternative use, and this may no longer be a possibility.

### Quantity and type of items diverted for reuse

405 tonnes of items were collected for reuse (including 180 tonnes of clothes and shoes), by a range of organisations, across the council area in 2022 (weight is provided by the organisations, not the Council).

Weight of items donated at the Reuse Container at Friarton (Perth) HWRC in 2022/23, collected by local charity PUSH was over 100 tonnes.

Weight of items donated at the Reuse Container at Crieff HWRC in 2022/23, collected by Remake was over 17.8 tonnes. This adds to the 17.9 tonnes donated to Remake Scotland at their store in the same year.

Remake appointed a Commercial Coordinator in 2022 resulting in a large increase in donations at the store (254 tonnes in 2022/23). Historically the weight of reuse items sourced via the HWRCs accounted for around 50% of donations each year.

### Site details

Site layouts and facilities vary depending on the Household Waste Recycling Centre size. There are nine HWRCs, four of which have reuse containers. Three of these sites are serviced by PUSH, with Remake servicing the Crieff recycling centre.

### Collaboration and benefits to the council

There are benefits to the local community from having access to cheaper or free items, and benefits to the positive reputation of the Council.

### Barriers to reuse

Sufficient budget or good financing options to develop and build new and/or improved reuse opportunities.

Lack of space at the current HWRCs.

### “Must Haves” for Success

Ensure that reuse containers are easily

visible and near the entrances to the sites to encourage donations. Abuse of the system is also reduced if the reuse containers are easily visible.

It is important to have excellent relationships with partnership organisations and have HWRC staff on board.

Ensure that reuse containers are emptied regularly to prevent them becoming overcrowded creating a hazard and potentially damaging items. This will depend on how busy sites are and should be a minimum of once per week.

It is imperative to have a good data reporting system.

Note: the HWRCs do not have weighbridges, therefore the Council is reliant upon the reuse organisations providing data. This can be a challenge as charities are focused on reuse and not necessarily focused on providing data. The Council is currently working on an online tool that will make it easier for organisations to input the data from their operations.

## 3.6.2 Delivery Partner Information – Remake Scotland

### Staffing

14 employees. 2 full-time and 12 part-time (equivalent to ~10 FTEs, for a 35-hour week) with the split of employment as detailed below.

- 1 General Manager
- 1 Deputy Hub Coordinator
- 1 Volunteer & Policy Coordinator
- 1 Sustainable Development Coordinator
- 1 Community Engagement Coordinator
- 1 Textile Coordinator
- 1 Refill Assistant
- 1 Hub Assistant
- 1 Commercial Coordinator

## Hub Assistants

- 1 Hub Coordinator
- 1 Finance Coordinator

## Marketing and Communications

Remake also partners with around 25 local organisations through the Uniting Crieff Forum, which meets monthly to work towards the Crieff Action Plan outcomes. These outcomes include seeing Crieff become a 'Sustainable Town' by 2026 which provides a further incentive for communicating/marketing the organisation's activities and developing opportunities.

## Socioeconomic impacts and financial data

- In July 2022 Remake began developing a Commercial Brokerage Network, which aims to help organisations and charities to operate more sustainably through reuse. So far 45 organisations from across Scotland have joined the Commercial Brokerage Network and it has diverted more than 170 tonnes from landfill.
- Community Tool Library - around 280 items are available to borrow, and the library has 300 members. It is free for community use.
- "Refillery" - this was introduced in November 2022 to help the community lower its plastic consumption.
- Monthly Repair Café - providing skilled staff to make repairs to electricals, textiles, wooden furniture, bikes and other items.
- Monthly Community Climate Café - bringing people together to raise understanding and create discussion around the climate emergency and help people understand the impact of consumer choices.
- Crieff High School Climate Café - run weekly with pupils interested in the

environment.

- Textile reuse & repair workshops/classes - 24 textile skills workshops and 17 six-week textile skills classes ran in 2022. These were attended by 190 people.
- Approximately six tonnes of free or discounted goods is donated to Strathearn area charities per year.
- Supported volunteer programme - this specifically aims to engage members of the local community who have additional support needs or barriers to participation.
- Duke of Edinburgh volunteer programme - this assists around 12 young volunteers each year to achieve their DofE award.

## Key relationship requirements

The local authority and social enterprises must have a good relationship to ensure that it is a well-delivered project.

## "Must Haves" for success

Good relationship with the local authority and local community.

A good number of skilled and reliable volunteers.

## Other points

Future project ideas for Remake Scotland include a plastic recycling project - granulation and extrusion of non-recyclable hard plastics. Potentially producing filament for 3D printing.

# 4 Key learnings

## 4.1 Overview

There is no 'one-size fits all' approach to maximising reuse at HWRCs. There is a range of models currently being adopted across the country. Local authorities and reuse organisations can develop an approach that suits the size, location, and level of use of their sites. The reuse models described within this case study document are categorised as:

- Model 1 - Reuse retail and/or hubs within HWRCs.
- Model 2 - Reuse retail and/or hubs adjacent to HWRCs.
- Model 3 - Managed containers in HWRCs supplying local reuse retail units and/or hubs.
- Model 4 - Managed containers in HWRCs supplying regional or national reuse retail and/or hubs.

A reuse retail shop within or adjacent to a HWRC can divert significant tonnages of materials for reuse and help to influence householder attitudes to items no longer wanted. The benefits of this approach are illustrated by the MWB and Furniture Project case studies which reused 200 and 188 tonnes respectively in 2022. Both organisations are employing more than 20 people at individual HWRCs which previously had only one or two employees when operating solely as recycling centres. The socio-economic impacts of reuse projects at HWRCs can therefore be seen as significant, with the potential for a wide range of job types, including entry level. For HWRCs in more rural settings they have the potential to provide employment for people where opportunities may be limited, and there are public transport challenges because of remoteness.

Other models, involving the use of reuse

containers which are not controlled and monitored by either a reuse organisation or HWRC site staff, are not as likely to capture as many items that are suitable for reuse. Research indicates that as a minimum a "managed container" is required, with the operation being carefully controlled through conditions agreed between the different parties. This needs the buy-in and support of HWRC staff to direct householders to the correct container for the items and to check periodically that items are stored tidily.

## 4.2 The wider opportunity for Scotland

The MWB and Furniture Project activities are providing reuse services to communities with populations of circa 10,000 (Forres) and 15,000 (Stranraer). From a national perspective, these two models could be replicated across many similar communities in Scotland, with the [National Records of Scotland](#) estimating 79 towns having populations in the range 5,000 to 15,000 people (average 8,875). If each of these towns had similar performing projects, this would generate 13,880 tonnes of reuse per year (20Kg of reuse per inhabitant), and with 20 people on average employed at each, these would generate 1,580 jobs.

For larger urban areas similar opportunities may exist, and consideration could be given to implementing similar reuse systems as operated further afield, for example the ReTuna reuse shopping mall in Sweden. However, this model requires space for retail, storage and car parking and they need to be located in an area that would appeal to customers who prefer a more standard retail experience. This type of approach will therefore not be suitable for all HWRCs.

### 4.3 Developing relationships and the importance of local Third Sector participation

Working with community organisations has been identified as a way of maximising donation levels and participation by local communities. When people can see the local socio-economic impacts of their donations and reuse, they are more likely to be supportive.

The outcome of discussions with partners, involved in the successful delivery of reuse projects associated with HWRCs, was that positive relationships and trust is fundamental to the delivery of successful projects and outcomes.

### 4.4 Formal agreements

There are a number of ways in which agreements are being delivered, including contracts, service level agreements and memoranda of understanding. These can stipulate many different operational and performance outcomes, including community benefits, payments per tonne of waste diverted and whether 'cherry-picking' is permitted. Enabling reuse organisations to select items for reuse has been stated by reuse organisations as crucial to ensuring that the collection is economically viable.

### 4.5 The “must haves” for success

#### 4.5.1 Local authority perspective

The following bullet points set out key requirements for quality reuse projects from a local authority's perspective.

- Accessibility and good signage for reuse.
- Strong marketing campaigns to promote reuse projects.

- Close working relationships between delivery partners to increase the success of reuse projects.
- Marketing HWRCs as “Resource Centres” rather than the tip, the dump, or recycling centre. The difference between recycling and reuse is not clear to many people and this needs to be more clearly explained and communicated.
- Showing the public what is happening as a result of their donations. This is important as it adds value and maintains and increases support.
- Visually appealing reuse retail infrastructure to create a positive customer experience.
- Councillor and senior management buy-in.
- Financial sustainability of the project for all partners involved.
- Good links with local shops in the area, so that items can be marketed and the community has easy access to items for sale.
- Realistic targets. Administering punitive measures may result in difficult operating conditions for a partner/collaborator.
- Additional reuse questions are required within the Bulky Waste Collections call centre script, asking whether items are in the necessary condition for reuse. If so, the customer can be recommended to use the reuse containers at the HWRCs or the customer could be directed to book a kerbside reuse collection, if this is available.
- If reuse containers are used these should be:
  - Easily visible/near the entrances to the sites to encourage donations. Abuse of the system is also reduced if the reuse containers are easily visible.
  - Staffed in a controlled way if possible – the quality of the donated items



is higher and there are reduced problems, such as theft or vandalism.

#### 4.5.2 Reuse Partner perspective

The following bullet points set out key requirements for good reuse projects from a reuse partner's perspective.

- Correct signage is important to direct people to reuse as first choice and to prevent unnecessary disposal or recycling.
- Financial support must be provided for the diversion of donated items from disposal/recycling pathways. This helps to ensure that projects are economically viable over the longer-term.
- Convenient donation points that are easily accessible for both vehicles and pedestrians (where practical) where a staff member can check items and help to take these from customers' vehicles.
- Good value at the retail end is required to influence consumer behaviour – the realistic pricing of goods is important – and ensure flow through of goods.
- Being “Hyper-Local” and creating strong ties to the local community is important. It is beneficial to have a local organisation delivering local services and offering local employment opportunities. Community buy-in to reuse projects is essential. Local people should benefit, and these benefits should be communicated. This may include Social Impact Reporting.
- Long-term, transparent contracts are required to provide stability. Set clear expectations for performance and contribution of all parties involved.
- Good relationships with the local authority and local reuse organisations need to be developed and fostered, without which local reuse opportunities may not develop, with the socio-economic impacts that go with this.
- Skilled and reliable volunteers are required to support some reuse projects, this contribution should be recognised and supported.
- Being professional in terms of the standards set is critical to success.
- There should be an emphasis on the enterprise part of being a social enterprise. This will be enabled by having a clearly set out business model.



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