TARGETS FOR REUSE & PREPARING FOR REUSE IN THE EUROPEAN UNION

Research report with policy recommendations

rreuse

RREUSE is Europe's largest network of social enterprises active in the circular economy. We focus on reuse, repair, and recycling. Our mission is to empower, represent, and support the social and circular enterprise community. We help drive its development through effecting positive change in European policy, facilitating the exchange of best practices, and fostering meaningful partnerships. Social enterprises in our network annually collect over 1,3 million tonnes of goods with the intention of reuse. They provide jobs, skills, and training opportunities to over 120,000 individuals, the majority of whom are at risk of social exclusion and face barriers in the mainstream labour market. On average, RREUSE members create 70 inclusive, local jobs per 1,000 tonnes of goods they collect with the intention of giving them a second life through reuse.

Targets for reuse and preparing for reuse in the European Union
First published by RREUSE in November 2025
Lead author and researcher: Oscar Planells
Contributing authors: Edoardo Bodo, Simone Cimadomo, Marie-Jeanne Gaertner, Neva Nahtigal

Policy recommendations: RREUSE
Design and layout: Devi Adamo

RREUSE • 26 Rue d'Edimbourg • 1050 Brussels • Belgium
info@rreuse.org https://rreuse.org/

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The author and RREUSE took every effort to ensure complete factual accuracy of the report. Should any unintended mistakes be found by the readers, please kindly bring them to our attention via info@rreuse.org.

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- Reuse activities are essential in the EU's tackling of the growing waste crisis. They can displace the consumption of new items, thereby reducing greenhouse gas emissions. When implemented by social economy operators, they also create jobs for individuals who face barriers in the labour market and alleviate material poverty by making essential goods available at low or even no cost.

- There is a range of options available in the policy toolbox to create an enabling environment for reuse (for example, see RREUSE's Social and Circular Policy Outlook), and to ensure that key actors in reuse are guaranteed a seat at the table when EPR governance and fees distribution are discussed.

- Quantitative reuse and preparing-for-reuse targets are an essential policy tool to implement the EU's waste hierarchy. Yet, the currently prevalent combined targets for reuse and recycling undermine the waste hierarchy by prioritising recycling. Separate reuse and preparing-for reuse targets – both general and product-specific – are therefore essential to maximise environmental and social benefits.

- While the EU is yet to assess the feasibility of setting reuse targets at EU level, several Member States, regions, and cities across Europe have already introduced such targets within their own jurisdictions (see map below).

Map: *EU Member States with at least one reuse and preparing-for-reuse target as of December 2024*

- Following a summary of most relevant EU legislative and other measures, both horizontal and sectoral (Section 2), this report presents an overview of the context and implementation of existing targets (Section 3) and a detailed look at 24 targets set in different product categories and waste streams (Section 4): municipal waste, all consumer goods, WEEE, furniture and mattresses, textiles, construction materials, and other consumer goods.

- We conclude with a set of policy recommendations for the policymakers to consider as they shape the Circular Economy Act, the revised WEEE Directive, and other relevant measures at the EU level, as follows:

    - Set binding reuse and preparing-for-reuse targets within EPR schemes.
    - Reuse and preparing-for-reuse targets should be set separately from recycling targets.
    - Specific targets should be set as a priority for product streams covered by EPR schemes.
    - Specific targets should be set as a priority for product streams with high environmental impact and job creation potential.
    - Targets should cover formal reuse activities only.
    - Each target indicator should be thoroughly assessed before implementation.
    - Targets should be set based on a reliable baseline.
    - Targets should be set in incremental increases.
    - Data collection should be financed by EPR schemes.
    - Reporting requirements should be harmonised to reduce administrative burden in the long run.
    - Targets should form part of a long-term strategy to promote reuse and inclusive employment.

Photo: *De Kringwinkel*

1. INTRODUCTION

In 2022, the EU generated over 2.2 billion tonnes of waste; nearly 5 tonnes per person on average.[1] This vast amount of waste represents a significant loss of valuable products, materials and energy, as well as environmental depletion. According to the Global Circularity Gap Report, 70% of global greenhouse gas emissions are linked to material extraction, production, and disposal.[2]

The overconsumption and disposal of consumer goods, such as electronics and textiles, has been accelerating rapidly. The amount of electrical and electronic equipment (EEE) put on the EU market nearly doubled between 2012 and 2022: from 7.6 million to 14.4 million, approximately 32.2 kg per capita.[3] In addition, 8.5 million tonnes of textiles were purchased in the EU in 2022: about 19 kg per person.[4]

The environmental case for reuse is clear: not only does it reduce waste, it also prevents the production of new items and therefore avoids greenhouse gas emissions. For example, reusing a single smartphone leads to average savings of 14 kg of resources and 58 kg of carbon dioxide (CO_2) emissions.[5] If the lifespan of clothes was doubled, the fashion industry's CO_2 emissions could be reduced by 44%; and a mere 10% increase in second-hand clothing sales would already save 3% of the sector's CO_2 emissions and 4% of water consumption.[6]

Moreover, the reuse sector generates positive social and economic impacts. According to RREUSE research,[7] reuse creates significantly more jobs than recycling: approximately 70 jobs per 1,000 tonnes of goods collected for reuse, versus 3 to 4 jobs per 1,000 tonnes of materials for recycling. Many of these job opportunities go to previously unemployed workers who face barriers in the job market, making the social economy crucial for fostering a more inclusive labour market.[8] Job creation also leads to economic benefits for public authorities through increased tax revenue and reduced expenditure on unemployment benefits and other social programmes.

However, more effort is needed to establish an enabling policy framework for reuse activities. Implementing separate reuse and preparing-for-reuse targets could help uphold the principles of the waste hierarchy and maximise the benefits of reuse. Separate targets for reuse and preparing for reuse are essential to prevent premature recycling and create job opportunities for individuals who face barriers in the labour market.

Social enterprises active in reuse create 70 jobs per 1,000 tonnes of goods collected for reuse. In comparison, recycling typically creates 3 to 4 jobs per 1,000 tonnes of materials. Many of these jobs go to previously unemployed workers who face barriers in the labour market, making the social economy crucial for fostering a more inclusive labour market.

While the Waste Framework Directive 2008/98/EC (WFD) requires for the EU to assess the feasibility of establishing reuse targets at the EU level by 2025, a number of countries, regions, and cities have already implemented such targets in their jurisdictions. This report maps those targets and examines their context, characteristics, and impacts, to offer insights into which types of targets are most conducive to environmental and socio-economic benefits.

We draw on primary and secondary data sources for this analysis. Primary data was obtained through semi-structured interviews and email exchanges, focusing on policy frameworks, target characteristics, and their impacts. Secondary data was obtained through desk research, focusing on legislation, evaluation reports, and data on reuse activities.

Table 1.1 presents reuse targets' main formal features and variations. The tables included in the technical overview of this report also provide information on monitoring frameworks and socio-economic and environmental impacts. Because quantitative impact data is scarce, estimates were deployed to provide this information in the report (see Annexes 1 and 2 for the detailed methodology).

Table 1.1: Main features and variations of reuse and preparing-for-reuse targets

Main features	Main variations
Scope of the target	• Waste • Non-waste • Waste and non-waste
Binding	• Yes • No
Channels included	• All formal channels • All formal and informal channels • Only social enterprises • Only Extended Producer Responsibility (EPR) scheme • EPR and social enterprises • Only public authority
Type of indicator	• Kilogrammes per inhabitant • % of waste collected • % of what is placed on the market • Total tonnes • Total items
Point of measurement	• Collected with the aim of being reused • Made available for reuse • Sold second-hand or donated

Source: *RREUSE. Additional relevant aspects are outlined for each target.*

The report begins with an overview of EU legislation relevant to reuse targets and monitoring frameworks. It then provides an overview of reuse and preparing-for-reuse targets in individual EU Member States, focusing on their policy context and implementation. This is followed by a short presentation of each target separately. Finally, the report provides evidence-based policy recommendations for the design and implementation of reuse and preparing-for-reuse targets.

2. POLICIES IN THE EU

Targets do not exist in a vacuum. They take shape and are implemented within a specific policy and regulatory context. This context often dictates the methodologies and metrics used for the monitoring of reuse activities. Therefore, before turning to existing targets, this section outlines the most significant EU policies in this regard.

2.1 WASTE FRAMEWORK DIRECTIVE

The Waste Framework Directive (WFD) is the EU's main legal framework for waste management. It contains several crucial provisions to advance reuse and preparing for reuse, although its actual impact has so far fallen short due to weak implementation.

Article 4 of the WFD emphasises the importance of the waste hierarchy (see Figure 2.1 below) as a guiding principle and indicates that Member States must use "economic instruments and other measures" to implement it. This hierarchy serves as a priority order in waste legislation. It prioritises waste prevention, followed by preparing for reuse, recycling, recovery, and, as a last resort, disposal.

Figure 2.1: The EU's waste hierarchy

According to the WFD, Member States must "encourage the reuse of products and the setting up of systems promoting repair and reuse activities" (Article 9.1a). In addition, the WFD encourages Member States to take measures such as supporting reuse and repair networks, facilitating access to the waste stream to reuse operators, or establishing quantitative targets, among others (Article 11). The WFD also explicitly highlights social enterprises (recital 29) and networks of reuse operators (recital 29 and Article 11) as key actors in the circular economy.

> ***Member States shall take measures to promote preparing-for-reuse activities, notably by encouraging the establishment of and support for preparing-for-reuse and repair networks, by facilitating, where compatible with proper waste management, their access to waste held by collection schemes or facilities that can be prepared for reuse but is not destined for preparing for reuse by those schemes or facilities, and by promoting the use of economic instruments, procurement criteria, quantitative targets or other measures.***
>
> *- Waste Framework Directive, Article 11*

In Article 3, the WFD defines both "reuse" and "preparing for reuse":

- Preparing for reuse is clearly defined as *"checking, cleaning, or repairing recovery operations, by which products or components of products that have become waste are prepared so that they can be reused without further processing"*.
- The definition of reuse is broader: *"any operation by which products or components that are not waste are used again for their intended purpose"*. This includes both formal and informal reuse activities, and it risks counting activities like rentals or sharing systems as reuse.

The 2018 revision of the WFD mandated the creation of a common methodology for Member States to measure reuse (Article 9.4 and 9.7).

The WFD sets a combined target requiring Member States to prepare for reuse and recycle 55% of municipal waste by 2025. However, RREUSE has long argued that combined targets incentivise recycling over reuse, undermining the environmental and social benefits of reuse and failing to reflect the waste hierarchy. The 2018 revision of the WFD indicated that the Commission had to assess the feasibility of reuse targets at EU level by the end of 2024 (Article 9.9).

> ***By 31 December 2024, the Commission shall examine data on reuse provided by Member States in accordance with Article 37(3) with a view to considering the feasibility of measures to encourage the reuse of products, including the setting of quantitative targets.***
>
> *- Waste Framework Directive, Article 9.9*

The 2018 WFD review also outlined several principles regarding Extended Producer Responsibility (EPR) schemes. Where EPR schemes are established, Member States must set waste management targets "in line with the waste hierarchy"; and EPR schemes for WEEE must "attain at least" the quantitative targets laid down in the WEEE Directive (Article 8a). Article 8a also addresses EPR schemes' governance by mandating Member States to "define in a clear way the roles and responsibilities of all relevant actors involved".

2.2 SECTOR-SPECIFIC MEASURES

2.2.1 Waste from Electrical and Electronic Equipment (WEEE)

The WEEE Directive aims to improve the collection, treatment, and recycling of WEEE across the EU through the establishment of technical requirements and quantitative targets. While specific reuse and preparing-for-reuse targets are not currently mandated, the Directive sets WEEE collection targets defined as a percentage of the amount of products placed on the market, or alternatively as percentage of the WEEE generated on the territory of a Member State.

The 2012 revision of the WEEE Directive required the European Parliament and the Council to "examine the possibility of setting separate targets for WEEE to be prepared for reuse" by August 2016. This was based on the Commission's report[9] that highlighted the environmental, social, and economic benefits of WEEE reuse and preparing for reuse.

> ***(P)reparation for reuse could result in significant revenues and savings to the economy. Due to positive effects on job creation and due to the opportunity given to parts of the population with low income to buy low cost household appliances, preparation for reuse has positive social impacts as well. Possible environmental impacts from preparation for reuse are related to the avoidance of manufacturing new EEE, and waste prevention.***
>
> *- Report on the re-examination of the WEEE recovery targets*

More recently, the 2025 study supporting the WEEE Directive evaluation also recognised that "specific targets for waste preparation for re-use should be considered".[10]

Reuse operators interviewed for this report highlighted that the lack of separate targets and the current requirements of the WEEE Directive have led to EPR schemes focusing more on recycling than on reuse or preparing for reuse; and that limited funding is directed to activities higher in the waste hierarchy. Overall, the WEEE Directive has improved recycling and reduced hazardous substances, but it has not promoted reuse or reduced WEEE generation. The 2025 study supporting the evaluation of the WEEE Directive confirmed this, identifying a missing link and lack of incentives under Article 12 to include and provide financing for reuse under EPR schemes.[11]

> ***The WEEE [...] Directive does not include some key concepts from the Waste Framework Directive (WFD), such as adhering to the waste hierarchy with waste prevention as the first goal and hence does not deal with re-use and preparation for re-use with the same ambition as the WFD.***
>
> *- WEEE Directive evaluation support study*

2.2.2 Textiles

The 2018 WFD revision mandated that Member States must set up separate collection systems for textiles by 1 January 2025 (Article 11). Member States have flexibility in how they implement the separate collection of textiles, they were simply required to adopt appropriate legislation and set-up the infrastructure.

In 2025, EU co-legislators agreed upon the introduction of mandatory, harmonised EPR schemes for textiles across all EU Member States to finance the separate collection of textiles. The textile-targeted revision of the WFD does not introduce mandatory reuse targets but contains a revision clause aiming for the Commission to consider the setting of targets for waste prevention, collection, reuse, and recycling by 31 December 2029. Previously, the EU Textiles Strategy had already proposed a harmonised EPR scheme, emphasising the need of dedicating a notable share of fees to support waste prevention and preparing for reuse, aligning future EPR schemes with the waste hierarchy.[12]

> ***The Commission will propose that a notable share of contributions made to EPR schemes will be dedicated to waste prevention measures and preparing for reuse. The Commission will also consider requiring that separately collected textile waste from households and similar waste is prepared for reuse as a necessary first step, which will boost preparing for reuse, reuse and repair activities and reduce the volumes for types of waste treatment that are lower in the waste hierarchy".***
>
> *- EU Strategy for Sustainable and Circular Textiles*

Finally, the EU Textiles Strategy also highlights the importance of social enterprises active in reuse for the transition to a circular textiles sector. This aligns with the WFD's recognition of networks of reuse operators and social enterprises as key actors in waste activities and policies.

2.3 MONITORING & REPORTING

2.3.1 Common methodology and format for reporting on reuse

In December 2020, Member States agreed on a common methodology to monitor reuse activities[13] as was required under the WFD. As part of this reporting framework, Member States must conduct qualitative surveys annually and quantitative assessments every three years.

The annual qualitative assessment must cover various aspects of reuse initiatives. These include: logistical measures aimed at supporting reuse activities; economic and fiscal measures such as public procurement; educational measures including information and awareness-raising campaigns; actions taken to monitor reuse through qualitative or quantitative indicators and targets; and other measures such as support to or establishment of "accredited repair and reuse centres and networks".

The quantitative reporting must include the tonnage of items reused for five categories of products: textiles; electrical and electronic equipment (EEE); furniture, construction and demolition components; and other products for which measures were adopted. Member States can report data separately for the different channels through which reuse takes place such as physical shops, online platforms, private gifts and informal exchanges.

While this agreement was a step forward in promoting harmonised data collection on reuse, the RREUSE network highlighted several shortcomings at the time. These included: the low frequency of reporting, only once every three years; the absence of clear definitions for included channels;[14] and the overly flexible data collection methods that could lead to inconsistent measurements across Member States. RREUSE also criticised the use of the term "accredited repair and reuse centres" as it could create unnecessary administrative burdens. The proposed alternative was: "approved reuse centres". Overall, the lack of a standardised methodology has led to varied national approaches and significant gaps in data comparability.

2.3.2 Methodology and format for reporting on WEEE preparing for reuse

Under the WEEE Directive, Member States must report the quantities of WEEE prepared for reuse to the European Commission. Data must be reported per category of EEE and include information on different end-of-life treatment channels, including preparing for reuse.

However, the WEEE Directive required additional regulations to refine the requirements for WEEE reporting. The Commission Implementing Regulation 2017/699 established specific methodologies for calculating the weight of EEE placed on the market and the quantity of WEEE generated by weight. This regulation standardises how Member States calculate the annual collection rate of WEEE. This is relevant for reuse operators, as reuse and preparing-for-reuse targets could potentially be defined as a percentage of WEEE placed on the market or WEEE collected.

Finally, the Commission Implementing Decision 2019/2193 specifies criteria for the measurement of WEEE reuse and preparing for reuse. According to this regulation, the weight of WEEE reported as prepared for reuse must be the weight of whole appliances, which have become waste and, following checking, cleaning or repairing operations, can be reused without any further sorting or pre-processing. Where components are prepared for reuse, only the weight of the component itself must be reported as prepared for reuse. If whole appliances are prepared for reuse, and only components of less than 15% of the entire weight of the appliance are replaced by new components, the entire weight of the appliance must be reported as prepared for reuse.

2.3.3 Monitoring framework for the circular economy

In 2018, the European Commission adopted the Monitoring Framework for the Circular Economy. Regrettably, reuse and preparing-for-reuse data were not included. Instead, the framework focuses on waste management and recycling activities. Like other policy measures in the area, the omission contradicts the waste hierarchy and its clear placement of reuse activities over recycling.

> ***"Monitoring the transition toward a circular economy needs to holistically consider all relevant initiatives – public and private – across the economy. It should capture the full extent of changes happening to the material and waste flows, products over their life cycles, business models, and consumer behaviour, including the economic, environmental and social dimensions of these changes."***
>
> *- Bellagio Declaration: Circular Economy Monitoring Principles, EEA and ISPRA*

RREUSE has argued, as has the European Economic and Social Committee,[15] that data gaps should not be used as a justification for excluding reuse and preparing for reuse from the framework. Instead, the monitoring framework should proactively incentivise the development of more robust and consistent data collection systems for reuse. In this way, the Monitoring Framework for the Circular Economy could provide a more comprehensive picture of progress toward a circular economy, in line with the principles of the Bellagio Declaration.[16]

3. WASTE POLICIES & TARGETS IN EU MEMBER STATES

While the EU is yet to assess the feasibility of setting reuse targets at EU level by this point, several Member States, regions, and cities across Europe have already introduced such targets within their own jurisdictions. Map 3.1 shows EU Member States where at least one reuse and preparing-for-reuse target has been adopted.

MAP 3.1: EU Member States with at least one reuse and preparing-for-reuse target as of December 2024

This section provides an overview of waste and circular economy policies in countries and regions that have adopted reuse targets, offering insight into the governance frameworks behind them and key challenges encountered in implementation. This overview draws on both primary data collected through interviews and secondary sources, including legislation, evaluation reports, and public data.

3.1 BELGIUM

In Belgium, waste management and circular economy policies are decentralised and each region has autonomy over their respective strategies. While regional authorities set the overarching policy frameworks, municipalities are responsible for the implementation.

Some commonalities exist despite the decentralised structure, for example the nation-wide EPR schemes for WEEE and mattresses. However, regional authorities establish different requirements for Producer Responsibility Organisations (PROs) through 'Environmental Conventions'. These are periodically renewed. Recupel, the PRO for WEEE, and Valumat, the PRO for mattresses, play significant roles in facilitating reuse activities across the country.

Another commonality is that social enterprises active in reuse receive financial support across all regions, with funding linked to the quantity (in tonnes) of products reused or prepared for reuse. However, the levels of financial support and the criteria for eligibility vary between the regions.

3.1.1 Flanders

Flanders is a clear example of how setting reuse targets can drive the growth and professionalisation of the reuse sector. Since the early 2000s this Belgian region has implemented separate targets for reuse activities linked to reuse centres known as *Kringwinkels* that are run by social enterprises.

Social enterprises active in reuse are an essential part of waste policies. The network of *Kringwinkels* was established in 1994 under a centralised framework led by OVAM, the regional public waste agency. Social enterprises were assigned exclusive service areas across all 308 Flemish municipalities, fostering cooperation. These enterprises are represented by HERWIN, a RREUSE member, which supports their coordination, professionalisation, and dialogue with public authorities.

Social enterprises must be officially accredited to operate as reuse centres. Once accredited, they receive public funding based on the population of their service area and the weight of goods reused. However, most subsidies are tied to the employment of individuals facing barriers to the labour market.

> ***Prevention is the basis of the circular economy. First of all, waste should be avoided as much as possible. This yields the greatest environmental benefits and is essential to realise our climate ambitions. For Flanders, prevention is therefore an absolute priority for the period 2023-2030. Reuse is a form of prevention that requires specific policy attention.***
>
> *- Flanders' Local Materials Plan 2023-2030*

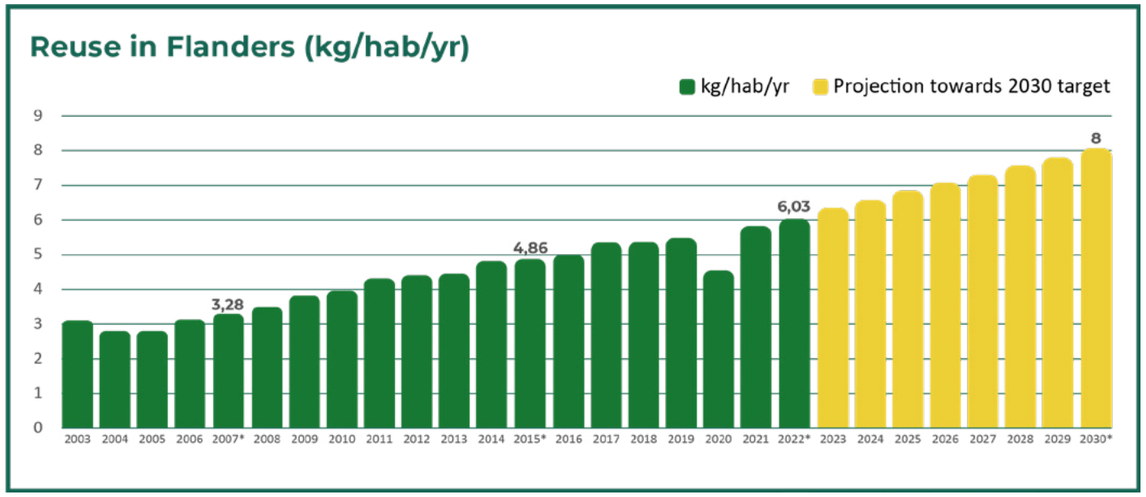
In Flanders, OVAM is responsible for setting waste and circular economy policies, which are implemented by municipalities. The region's Household Waste Plan is updated every eight years and outlines targets for reuse and preparing for reuse. Municipalities are responsible for meeting these targets locally, but OVAM supports underperforming areas by helping them develop tailored action plans.

There is a long history of promoting the sector through separate targets:

- In 2007, Flanders set an ambitious target to increase the reuse rate from 3.28 kg to 5 kg per inhabitant by 2015. This represented an increase of over 50% in reuse activities compared to the baseline. The target was nearly met, with the reuse rate reaching 4.86 kg/hab/yr in 2015.
- In 2015, a new target of 7 kg per inhabitant by 2022 was set. In reality, Flanders reached 6.03 kg per inhabitant.
- The target set for 2030 is 8 kg of reuse per inhabitant.

Several factors hindered the achievement of past reuse targets in Flanders. The declining quality of donated goods, particularly textiles, furniture, and IT products, has made them harder to prepare for reuse. For example, the percentage of textiles effectively reused plunged from 56.1% in 2010 to 25.9% in 2022, driven predominantly by the rise of low-quality fast-fashion. The decreasing average weight of items has also created challenges in meeting weight-based targets. Finally, the growing influence of informal reuse channels, such as online platforms and peer-to-peer sales, has shifted market dynamics. This has been challenging the traditional role of social enterprises in the sector, negatively affecting reuse rates, and leaving social enterprises with large quantities of lesser-quality goods that they are unable to resell, even at the low rates they price their goods at.

Graph 3.2: Reuse in Flanders



Source: *RREUSE based on data from Circular Economy Monitor Flanders.*

Note: *In all graphs in this report, green bars represent verified data on reuse activities. The yellow, empty bars illustrate the projected trajectory needed to meet the target.*

Given those challenges, plus the COVID-19 crisis, the increase in reuse was seen as a success – even though the target was not reached. A number of factors have been identified as underpinning the consistent increase in reuse activities (see Graph 3.2), including: the provision of financial support; the integration of reuse into broader waste policies;[17] the common branding of reuse operators which enhanced their visibility (i.e. De Kringwinkel); the establishment and support of a reuse network; and the focus on standardised measurement,[18] among others. However, increased funding and better product design standards will be necessary for the region to meet the 2030 target.

> ***While the target is challenging, we believe it will drive innovation and further investment in reuse practices. We are confident that, with the right support and collaboration, this goal can be met.***
>
> *-HERW!N representative.*[19]

WEEE Target

As part of the Environmental Convention approved in 2021, Flanders introduced a target to increase preparing for reuse of WEEE by 50% by 2029, compared to the 2017–2019 average of 1,772 tonnes. The target applies only to WEEE managed by accredited social enterprises, but the responsibility for its achievement lies with Recupel, the single PRO for WEEE in Belgium.

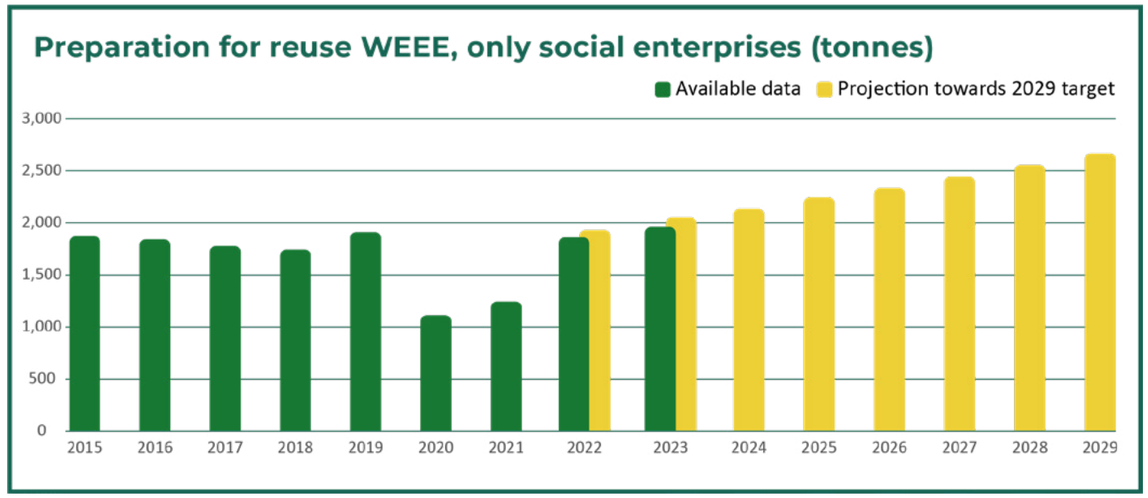
> ***Priority is given to product reuse: All WEEE collected by or on behalf of producers must be separated into reusable and non-reusable appliances.***
>
> *- Flanders' WEEE Environmental Convention*

Recupel works with accredited social enterprises to support reuse. It provides financial compensation based on:

- the volume of WEEE prepared for reuse;
- the number of shops collecting WEEE;
- and the tonnage of WEEE collected and returned to Recupel.

This compensation doubles when reuse volumes exceed 2020 levels, thereby improving the economic viability of reuse operations.

Graph 3.3: Preparing for reuse of WEEE in Flanders



Source: *RREUSE based on data from Recupel.*

Since the approval of the target, preparing for reuse of WEEE has been gradually increasing, recovering from a dip during the COVID-19 pandemic. In 2022, more than 1,850 tonnes of WEEE were prepared for reuse, suggesting progress toward the 2029 target. However, several factors could hinder the achievement of this ambitious target. These include: the low repairability of products; limited access to spare parts; prohibitive spare parts prices; skills shortages; and consumer stockpiling of unused devices. Recupel notes that factors like market demand and the availability of second-hand devices also influence results and are not fully within their control.

> ***Targets can be an incentive to foster collaboration. At Recupel, we have worked a lot on access to waste. We make sure that social reuse operators can access good-quality WEEE from producers and distributors.***
>
> *- Recupel representative.*

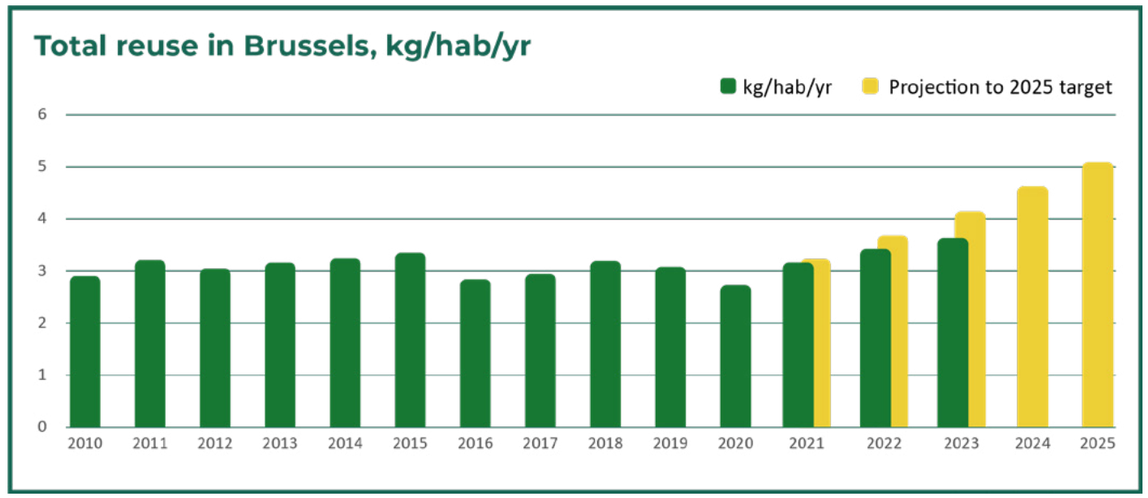
To address these challenges, Recupel is exploring solutions such as: the use of AI for better sorting; improved collection infrastructure; and strengthened cooperation with social enterprises. Inconsistent reporting by some stakeholders continues to be a challenge, often leading to an underestimation of how much WEEE is actually being reused. Improved monitoring and broader collaboration across the value chain are seen as essential to increasing reuse in the sector.

3.1.2 Brussels Region

In 2020, Brussels approved a new target aiming to achieve 5kg of reused products per inhabitant as part of the Reuse Roadmap, a strategy to promote the sector. After years of stagnation, an increase in reuse activities has been observed in the years following this decision. The total rate of reuse in the Brussels Region for 2023 was the highest in more than ten years, with 3.59 kg per capita (see Graph 3.4).

This target was approved in the context of the region's broader waste and circular economy policies. These are shaped by Brussels Environment, the regional environmental agency. The agency is responsible for the Resources and Waste Management Plan and the Reuse Roadmap, a strategy solely focused on reuse adopted in 2020 to complement the broader waste management plan.

Graph 3.4: Reuse in Brussels



Source: *RREUSE based on data from RESSOURCES.*

Note: *The decrease from 2019 to 2020 can be explained by the temporary closure of shops because of the COVID-19 crisis. This situation also impacted reuse operators in 2021. The data reflects only recognised social enterprises active in reuse, as monitored by public authorities in Brussels. While there is significant overlap with the RESSOURCES network, the two groups are not identical. RESSOURCES reported slightly higher reuse rates, with 3.99 kg per inhabitant in 2023, up from 3.55 kg in 2022.*

The Reuse Roadmap, which was developed through a collaborative process with stakeholders from across the sector, sets out 15 measures to promote reuse, including an ambitious target to achieve 5 kg of reuse per capita by 2025. While regional authorities did not expect the target to be met, the Reuse Roadmap has played a key role in supporting the sector and boosting reuse rates, which had previously stagnated.

> ***Today, it seems that the target will be hard to reach by the end of 2025. Nevertheless, we have achieved a notable improvement. The initial target was probably too ambitious, but necessary for a paradigm shift. Setting such a target sent out a strong signal and helped to mobilise resources.***
>
> *- Brussels Environment representative.*

Several key factors have driven the increase in reuse activities. The Brussels Region provides regular funding to social enterprises active in reuse, primarily based on the weight of products reused. The level of support varies by type of item and other activities, with specific contributions allocated for the collection of bulky goods such as furniture. Additionally, the regional waste management agency has played a key role by introducing dedicated collection points for reusable waste. The existence of RREUSE's member RESSOURCES, a network of social enterprises active in reuse in Brussels and Wallonia, has also been key to ensure the implementation of policies.

> ***Reuse activities require significant investments and must account for steadily increasing operating costs, particularly in the Brussels Region. High property costs, especially the price per square meter, pose a major obstacle to the expansion of reuse initiatives, alongside the declining quality of collected goods. In this context, financial support from the Region is crucial for fostering development. However, the funding for reuse has not been adjusted or indexed since 2014, which has hindered the growth of the sector.***
>
> *- RESSOURCES representative.*

However, progress has been slower than necessary to meet the 2025 target due to challenges including:[20] the decreasing quality of reusable goods; the lack of legally binding targets; the decreasing weight of consumer goods; the lack of measures to increase demand; and a few logistical challenges such as limited storage. Public authorities aim to take these challenges into account in the future Resources and Waste Management Plan.

> ***If Europe set separate targets, then the targets would have more visibility, and all public authorities would pay attention to them. If they are European targets and if there are financial fines, then governments will have to act.***
>
> *- Brussels Environment representative*

In the framework of Belgium's EPR scheme for mattresses, the Brussels Region has also introduced a specific target requiring social enterprises to prepare 300 mattresses for reuse by 2025. While the target is modest, it aims to initiate monitoring and stimulate the development of a reuse market for mattresses, which remains limited. As of September 2024, no public data is available on progress, but stakeholders report challenges related to poor infrastructure at collection sites.

In 2019, Brussels introduced a WEEE preparing-for-reuse target under its Environmental Convention with Recupel. The target was to raise the volume of WEEE prepared for reuse by 50% by 2025, using 2017 levels (290 tonnes) as the baseline. The target, informed by data from other Belgian regions, is monitored by the Department of Resources - Waste.

In 2023, 334.7 tonnes of WEEE were prepared for reuse, showing progress but still falling short of the target. While authorities expect a notable increase in 2024, challenges persist, including product design limitations, spare part availability, and inconsistent product quality. However, continued support for social enterprises and improved collaboration across the value chain are key to achieving the target.

3.1.3 Wallonia

Regional authorities are responsible for waste policy, and the Soil and Waste Department for implementation. The department works closely with local authorities to coordinate waste collection, treatment, and reuse, and monitors progress under the region's Waste-Resources Plan.

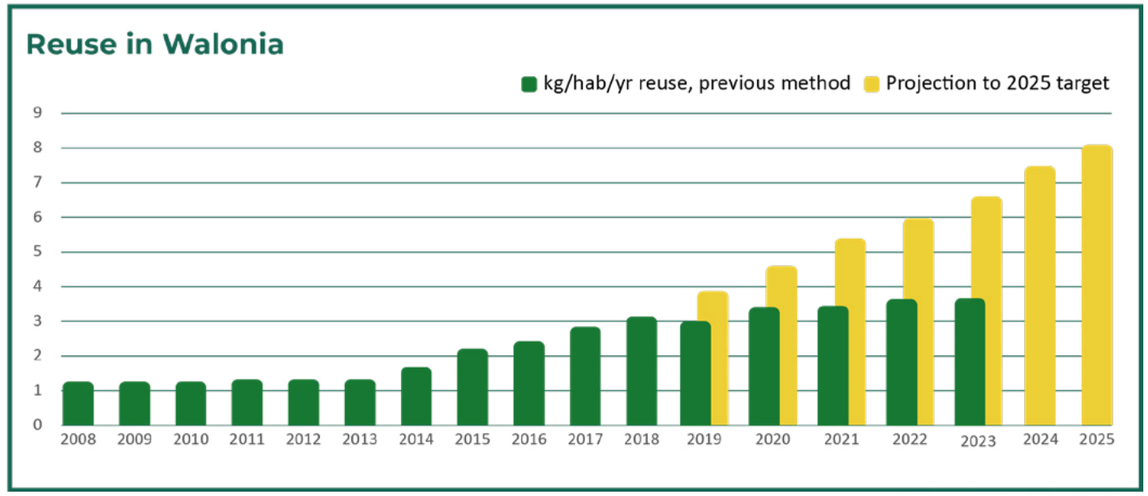
Adopted in 2018, this plan is Wallonia's main framework for advancing the circular economy. It outlines over 700 actions focused on waste prevention, reuse, and recycling. One of its key ambitions is to reach 8 kg of reused goods per person by 2025. This non-binding target is linked to the work of accredited social enterprises, which receive funding based on the weight and type of goods they reuse. These organisations are federated through the RREUSE member RESSOURCES.

> ***For over 20 years, social enterprises active in the circular economy have combined social impacts, sustainable services to the community, local economic development and environmental protection.***
>
> *- Circular Wallonia Strategy*

Reuse in Wallonia more than doubled from 2013 to 2023 (see Graph 3.5). The consistent growth has coincided with greater public recognition of the sector and the implementation of financial support measures for social and circular enterprises. The uptake of reuse practices among citizens has also been driven by communication campaigns to raise awareness about the benefits of reuse and explain the role of social enterprises. These campaigns include tools to help citizens locate second-hand stores and events to collect reusable goods, among others.

According to RESSOURCES, reuse rates vary significantly across Wallonia, ranging from 1.02 to 5.40 kg per capita. These differences are mainly explained by differences in reuse infrastructure – such as the availability of collection points, reuse centres and second-hand store – and to a lesser extent by consumer behaviour. Therefore, strengthening reuse infrastructure and increasing financial support are seen as essential to support the sector.[21]

Graph 3.5: Reuse in Wallonia



Source: RREUSE based on data from RESSOURCES.

Note: While the graph includes both local reuse and exports for reuse, it must be noted that RESSOURCES only reports data on local reuse since 2020 in its annual report. However, we opted to include both local reuse and exports in order to allow for a better interpretation of the growth of the sector over the last decade. When the reuse target of 8 kg per capita was introduced, RESSOURCES still reported data including both local reuse and exports for reuse.

> ***The Walloon Region's recognition and funding of social enterprises active in reuse has helped to support growth and job creation in the sector. The modernisation of this policy is excellent news, but it still needs to be confirmed by an increase in the budgets needed to fund it. With these additional resources, the sector expects to continue its annual growth of 15% to reach a reuse rate of 5 kg per inhabitant by 2029, creating some 1,500 additional jobs.***
>
> *- RESSOURCES representative.*

In 2021 regional authorities approved additional targets for mattresses reuse, in the context of the new EPR scheme for this product stream. This target is set to increase progressively: from 1,500 mattresses in 2023 to 3,000 in 2030. The target includes only mattresses reused and prepared for reuse by social enterprises in cooperation with Valumat, the PRO for mattresses in Belgium.

At the time of research there is no publicly available data on progress toward the target. However, conversations with stakeholders have highlighted that the achievement of the target faces several challenges, with collection being the main concern. The low rate of separate collection limits reuse efforts, as mattresses may be damaged during collection and storage. In 2023, RESSOURCES members in Wallonia facilitated the reuse of 12 tonnes of mattresses, which is equivalent to around 800 units. Therefore, the target for 2023 was not achieved.

> ***Currently, collection points aren't really oriented toward reuse; their focus is primarily on recycling. They often lack the space or staff to manage separate collections for reuse. However, our studies show that there is potential to reuse a certain amount of mattresses.***
>
> *- Valumat representative.*

In 2017, Wallonia introduced a target requiring a minimum of 2% of separately collected WEEE to be prepared for reuse from 2020 onwards. However, this target was annulled shortly after its approval due to a legal technicality, and as a result, no reuse target for WEEE is currently in force in the region.

The target was initially inspired by Spain's pioneering approach but covered six categories of WEEE compared to two categories covered by the Spanish target. Its cancellation reflects deeper governance challenges in Wallonia, where the Environmental Convention between Recupel and regional authorities has not been renewed since 2010. Despite ongoing oversight by regional authorities, the lack of enforcement mechanisms and inter-regional coordination has weakened the implementation of EPR obligations. A harmonised national framework for WEEE is now under discussion and may include future reuse targets.

3.2 DENMARK

As of 2020, Denmark had one of the highest waste generation rates in Europe, with over 800 kg per capita. The EU average at the time was 517 kg. Denmark is also characterised by its high rate of waste incineration with energy recovery.

Yet, the country has recently taken steps toward circularity. The Danish Ministry of Environment oversees national waste and circular economy legislation, setting targets and priorities. The Danish Environmental Protection Agency is the primary authority responsible for implementing these policies.

The Waste Prevention Program, launched in 2013, introduced support for municipal second-hand shops and established a general obligation for municipalities to promote the preparing for reuse of waste.[22] However, there are no specific rules or guidelines on how exactly this should be done. Many municipalities run their own reuse centres, facilitating the direct reuse of items. This is the case of the two local authorities that have set concrete targets for such reuse centres: Aarhus and Copenhagen.

> ***We currently don't have a national system for measuring reuse. But to create accountability and be able to compare among municipalities, we really need it."***
>
> *– Kredsløb representative.*

3.2.1 Aarhus

Aarhus Municipality's Waste Plan is updated every six years and aligns with the national waste policies.[23] The 2021-2026 plan's focus shifted from recycling to reuse, with the aim to move resources up the waste hierarchy and embed circular economy principles into the daily life of Aarhus residents.

The reuse target set in the Waste Plan aims to scale up municipal reuse centres and thus increase the amount of goods reused. Kredsløb, the municipal waste operator responsible for the implementation of waste and circular policies as well as for the achievement of targets, currently employs three people dedicated almost exclusively to reuse measures and the achievement of the target.

Initially, a key aspect of measures adopted in Aarhus was the establishment of reuse centres like REUSE, where citizens could donate and take items for free. However, in 2024 the REUSE centre was closed and replaced by five new reuse areas within municipal recycling centres, which are not solely focused on reuse but rather on waste collection and recycling activities. A sixth reuse area is set to open in 2025. These centres offer two reuse options: donation to non-profit organisations, where items are sold in stores to support social causes; or direct reuse at dedicated reuse areas within municipal recycling centres. The vast majority (89%) of items brought to the municipal recycling centre are recycled or reused.

As of October 2024, no data is available about progress toward the target. The local authority initially estimated that around 1,000 tonnes had been reused in the municipality prior to the approval of the plan. This was confirmed in 2022 by a more thorough measurement, which indicated that a total of 1,254 tonnes had been reused through various municipal initiatives. Due to the expansion of reuse infrastructure, it is likely for Aarhus to achieve the target of tripling reuse by 2026, according to the interviewee.

3.2.3 Copenhagen

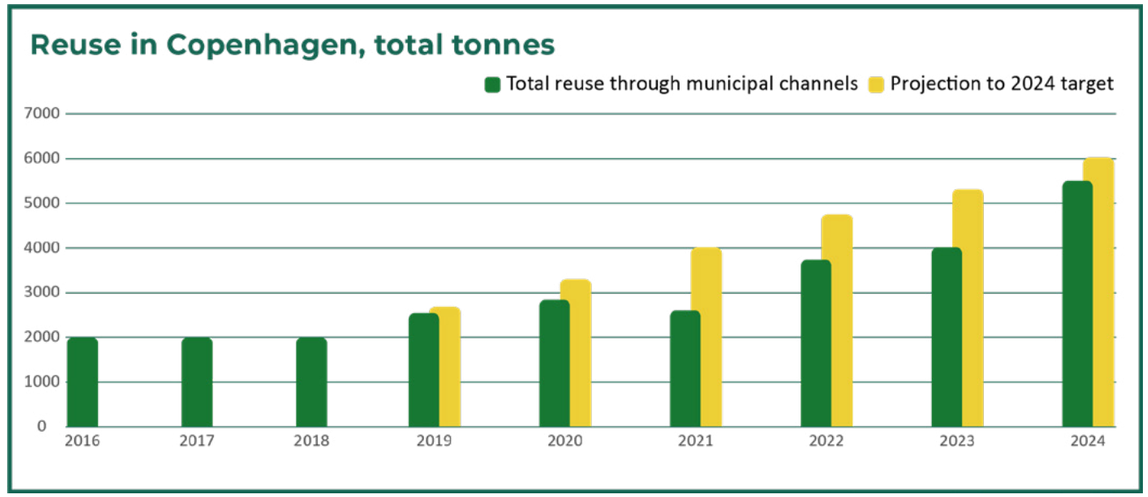
In 2018, Copenhagen introduced its Resource and Waste Management Plan 2018-2024 to address the city's high levels of waste generation. At the time, around 42,000 tonnes of waste were collected annually at local recycling centres. The vast majority was recycled, approximately 4% was given a second life through reuse, and 8% was incinerated. However, the plan revealed that 40% of the waste sent to incineration could potentially be reused or recycled.

As part of Copenhagen's broader ambitions to become climate neutral by 2025, the city aims to reduce 59,000 tonnes of CO2 emissions through increased reuse and recycling. A key element of this effort is a specific target to triple the amount of products reused via the city's municipal recycling centres by 2024, compared to 2016 levels. This means increasing reuse volumes from approximately 2,000 tonnes to 6,000 tonnes.

To supervise and stimulate progress toward the target, the Copenhagen municipality has a 'Behaviour Design and Reuse' department staffed by around 20 people. This department actively engages with NGOs, small businesses and other actors to expand reuse efforts. However, the efforts to increase reuse are primarily supported by the continued expansion of municipal infrastructure dedicated to reuse activities.

The data from the mid-term evaluation of Copenhagen's Resource and Waste Management Plan shows a slow start in increasing reuse in the early years of the plan, with significant stagnation in 2020 and 2021 due to the COVID-19 crisis.[24] However, from 2022 onward, the amount of reused products increased. As of September 2024, the municipality estimated that 5,500 tonnes of products would be reused in 2024. In addition, the mid-term evaluation shows that most measures have already been implemented as planned.

Graph 3.6: Reuse in Copenhagen



Source: *RREUSE based on data from Copenhagen Municipality.*

> ***The small recycling centres are more local and easily accessible. 50% of Copenhageners don't have a car. So, we wanted centres designed for people to reach by bike or on foot. We've also introduced programmes with events and activities at these locations.***
>
> *- Copenhagen Municipality representative.*

A crucial factor in this success has been Copenhagen's municipal recycling centres, which have increasingly focused on reuse and expanded in number. As more centres are opened and existing ones are improved, the city is making reuse more accessible to its residents. By the end of 2024, Copenhagen will have five large recycling centres and 12 smaller local centres where people can donate items and pick them up for free.

From 2025 on, the effect of all initiatives is estimated to increase reuse to 8,000 tonnes annually. Efforts to increase reuse will continue, with work already underway for the new Resource and Waste Plan, which may set a new target at 10,000 tonnes of reuse by 2030.

> ***From our experience, most items collected at the recycling centres don't have a resale value. However, we've tested initiatives where non-profits and small businesses can visit the centres and take anything they can sell second-hand in their stores. Anything that can't be sold should be made available to the public for free. Our goal as a municipality is to prevent as much as possible from being incinerated or prematurely recycled. At the same time, we don't want to disrupt or compete with existing reuse operators.***
>
> *- Copenhagen Municipality representative.*

3.3 FRANCE

France introduced a 5% preparing-for-reuse target for household waste under the Anti-Waste and Circular Economy Law (loi AGEC), adopted in 2020. This target, in synergy with the reuse targets set under specific EPR schemes (see Section 3.3.2), represents an ambitious effort to integrate reuse into all circular economy policies. However, implementation remains at an early stage, and available data suggests that achieving the target will require a significant scale-up of reuse activities.

The loi AGEC introduced several complementary measures to support reuse, including: targets for second-hand goods in public procurement; mandatory reuse zones in municipal recycling centres; and rules preventing the destruction of unsold goods.

> ***During the preparation for the loi AGEC, we advocated for two key measures: a minimum reuse target enshrined in law, and the creation of a Reuse Fund, to which all EPRs contribute, with shared governance.***
>
> *- Emmaüs France representative.*

The Ministry for the Ecological Transition implements national policy, with support from the French Environment and Energy Management Agency (ADEME). Local and regional authorities play a key role in implementing waste and circular economy strategies, translating national objectives into waste prevention and management plans. Municipalities, often working through inter-municipal consortia, are responsible for household waste collection and treatment services. Regional authorities play a role in ensuring compliance with environmental laws and targets.

Sustained advocacy by NGOs and networks of social enterprises was key in the inclusion of the reuse target in the loi AGEC. However, the law acts primarily as a framework. Its concrete implementation depends on decrees and funding mechanisms as well as the alignment of provisions for EPR schemes. While local authorities are not directly penalised for failing to meet the target, they may face higher waste taxes if they do not implement effective prevention and reuse measures.

Progress so far is difficult to assess and stakeholders we spoke with were critical of the limited monitoring of the target. According to the National Institute of Circular Economy, no official data is available on preparing for reuse of household waste. However, figures reported by reuse networks and PROs suggest that the current rate lies between 0.39% and 0.5%, including exports. This implies that reuse rates would need to increase at least tenfold to meet the 5% target.

3.3.1 Municipal efforts

Several municipalities, including Strasbourg and Rennes, have implemented their own targets and measures to promote preparing for reuse of household waste, in line with the loi AGEC.

Rennes has set itself the target of tripling preparing for reuse of municipal waste by 2030. Strasbourg, meanwhile, has approved a target to increase preparing for reuse of household waste from 9,000 tonnes to 13,500 tonnes by 2026.[25]

Beside setting the targets, these municipalities also established their own monitoring systems, and equipped all municipal recycling centres with "reuse zones" designed to preserve the reuse potential of collected items.

3.3.2 Extended Producer Responsibility schemes and targets

France has been a pioneer in the implementation of EPR schemes. The first EPR for consumer goods was introduced for WEEE in 2006, followed by textiles in 2007 and furniture in 2012. In 2020, the loi AGEC introduced new EPR schemes. As of 2025, France has over 20 EPR schemes, six of these focused on consumer goods: WEEE, textiles, furniture, games and toys, DIY and garden items, sports and leisure articles.

France's EPR system has gradually expanded to include more measures focused on ecodesign and reuse. All EPR schemes for consumer goods now include reuse targets. Additionally, the loi AGEC established a Reuse Fund by which EPR schemes for reusable waste streams – such as textiles, furniture, and WEEE – must allocate 5% of their fees to finance reuse activities conducted by social enterprises.

> ***These targets are very ambitious. Achieving them will only be possible if the financial support for those involved in reuse is aligned with this ambition. To achieve such volumes of reuse, it is necessary to develop the infrastructure, logistics and storage capacities of reuse operators and to encourage the creation of new structures.***
>
> *- Emmaüs France representative.*

EPR schemes must be approved by public authorities every six years through a framework agreement known as "cahier des charges". This agreement sets performance targets and operational requirements. A number of stakeholders participate in the definition of framework agreements through regular meetings at the Inter-Sector Committee (Cifrep). In addition, each PRO is required to set up their own consultative stakeholder committee. However, governance challenges and power imbalances persist as the PROs are ultimately still entirely in producers' hands.

The Environment and Energy Management Agency's Directorate for the Supervision of EPR Schemes monitors compliance with the framework agreement and ensures, through data collection, audits, and verification processes, that EPR schemes meet their targets. Producers cover the operational cost of this entity.

3.3.2.1 WEEE

The WEEE EPR scheme in France was introduced in 2006, following the European Union's WEEE Directive. There are multiple PROs for WEEE in the country. Among them, Ecologic and Ecosystem are the most relevant for consumer goods such as electrical appliances or IT products.[26] The most recent framework agreement was approved in 2021 and covers the period 2022-2027. In line with the WEEE Directive, the agreement includes quantitative targets for collection, recycling, and recovery.

For the first time, it also includes separate targets for reuse and preparing for reuse. This framework agreement requires PROs in France to prepare 2% of WEEE for reuse, relative to the quantity of products placed on the market during the previous year.

In 2023, when the targets began to take effect, there was a significant rise in reuse activities. Ecologic's reuse rates increased to 1.26% for household WEEE and 5.45% for professional WEEE.[27] This resulted in an overall reuse rate of 2.35%, relative to what was put on the market. Similarly, Ecosystem reported improvements in 2023, with 0.7% of household WEEE and 1.1% of professional WEEE prepared for reuse.[28]

Key challenges for increasing reuse include: limited access to the waste stream; lack of appropriate storage and transportation facilities; low product repairability; difficult access to spare parts; and the overall economic profitability of the sector.

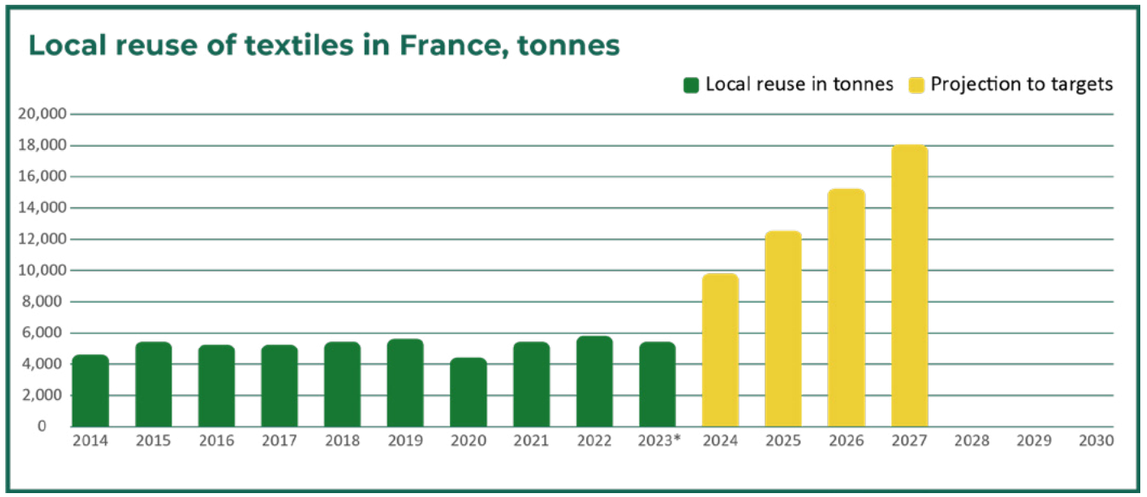
3.3.2.2 Textiles

France was the first country in the EU to introduce an EPR scheme for textiles. It was launched in 2007 and initially focused on supporting collection and sorting. Through time, it was gradually aligned with the waste hierarchy. The 2023-2028 framework agreement includes, for the first time, a mandatory reuse target: Refashion, the sole PRO for textiles, must ensure the reuse of 120,000 tonnes of textiles and shoes annually from 2024 onwards. For comparison, between 2021 and 2023, France reused between 110,000 and 115,000 tonnes of textiles annually.

At least 8% (and rising to 15% by 2027) of the reused items need to be sold locally, defined as within 1,500 kilometres of the collection point. Current levels of local reuse are estimated at 5,500 tonnes,[29] meaning the volume must triple by 2027.

> ***Local reuse is the most beneficial option for the textile sector because it creates jobs and supports the work of social enterprises like Emmaüs, while also being the most environmentally sustainable solution.***
>
> *- Emmaüs France representative.*

Graph 3.7: Local reuse of textiles in France



Source: *RREUSE, based on data from Refashion.*

Since the new framework agreement was approved in 2023, concrete new data was not available at the time of research. However, stakeholders expressed concerns over the ambition of these targets, as local reuse has not been increasing (see Graph 3.7). Challenges in this regard include: the low quality of fast-fashion items; the current scope and requirements of funding opportunities provided by Refashion (such as administrative burdens and the complexity of the application process); and the lack of inclusivity of decision-making processes within the EPR scheme.

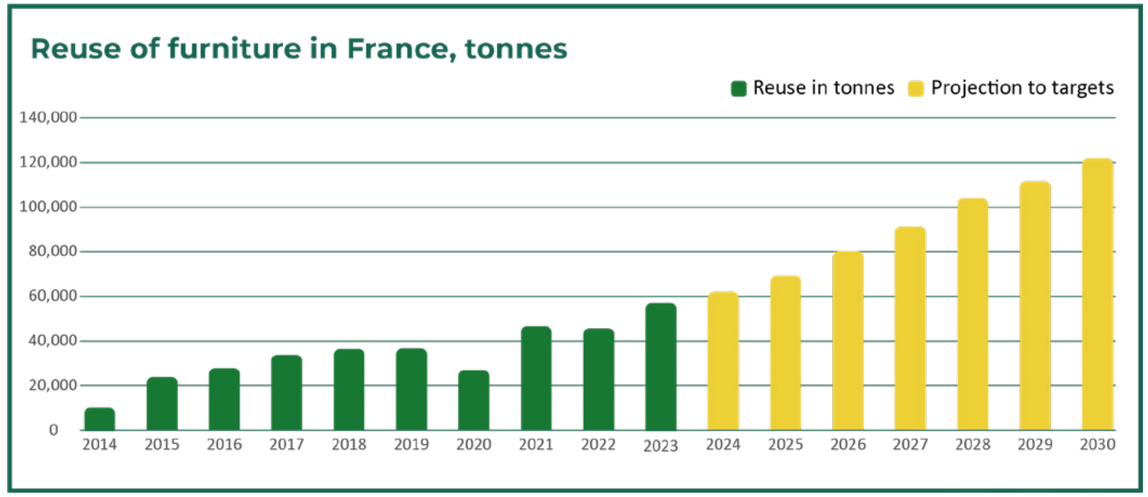
> ***The targets are ambitious given the current performance indicators. However, they could be achieved if the PRO invests sufficient resources to enhance collection, sorting, and reuse. This includes financing collection bins, opening new sorting facilities, supporting new reuse centres, as well as awareness campaigns.***
>
> *- Emmaüs France representative.*

3.3.2.3 Furniture

France's EPR scheme for furniture, in place since 2012, was expanded in 2018 and 2022 to include seat and bed paddings and textile decorations. There are currently three PROs approved for the EPR scheme: Ecomaison (formerly Eco-mobilier, with a market share of 91.8%), Valdelia, and Valobat.

The 2024-2029 framework agreement introduces, for the first time, a binding reuse and preparing-for-reuse target: PROs must ensure the reuse of 120,000 tonnes of furniture by 2030, starting with 60,000 tonnes in 2024 and increasing by 10,000 tonnes annually. Early indicators suggest an upward trend in reuse activities, as the amount of furniture reused in 2023 increased by about 10,000 tonnes over the previous year. The level of reuse and preparing for reuse in 2023 (55,000) tonnes, is close to the 2024 target of 60,000 tonnes.

Graph 3.8: Reuse of furniture in France



Source: *RREUSE, based on data from the Observatoire national du réemploi et de la réutilisation.*

A key driver for the rise in reuse activities is the increased funding allocated to social and circular enterprises. Ecomaison will provide €140 million from 2024 until 2030 to fund the reuse sector, in line with the requirements of the Reuse Fund. However, reuse operators consider Ecomaison's proposed support of €107 per tonne of furniture managed to be insufficient. Valdelia, the PRO specialised in professional furniture, provides financial support of up to €170 per tonne of reused furniture.

Valdelia had previously set internal targets of 3% reuse by 2021 and 5% by 2023. While the target for 2021 was narrowly not achieved, the PRO exceeded the 2023 target which can be attributed to factors including: improved traceability of reuse activities; a rise in collection sites for reuse; an increase in the number of partners specialising in professional furniture reuse; and finally, the promotion of common worksites, where multiple reuse operators cooperate. Valdelia has scaled up investments in infrastructure as well as funds for training programmes and awareness-raising actions.

> ***Although financial support has increased thanks to the Reuse Fund, it still doesn't cover the full cost of reusing furniture. It is estimated that the cost of reusing one tonne of furniture is around €1,000 and that the revenue from sales covers around half of this cost. This leaves about half of the cost to be borne by social enterprises active in reuse.***
>
> *- Emmaüs France representative.*

3.4 IRELAND

Ireland introduced a national reuse target for all consumer goods in 2024 as part of the National Waste Management Plan for a Circular Economy 2024–2030, aiming to reach 20 kg of reuse per person per year. This plan was approved by the 31 Local Authorities of Ireland.

While the Department of the Environment, Climate and Communications is responsible for national waste and circular economy policies, the Environmental Protection Agency (EPA) plays a key role in oversight, data reporting, and research. Local and regional authorities are responsible for the implementation, including waste collection and the development of infrastructure such as civic amenity sites.

The reuse target builds on baseline data from previous research. Initially, the Q2 Reuse study[30] estimated a reuse rate of 6.5 kg per capita based on reuse operators' data. This led to a target of 10 kg. However, the EPA later reported a higher figure of 10.6 kg based on consumer surveys that included informal reuse.[31] This led to the adjustment of the official target to 20 kg per person. While more ambitious, the change raised concerns among stakeholders regarding data consistency and the methodology used for setting and tracking targets.

> ***It will be important to establish a common understanding and agreement of precisely what is being measured toward achieving this target, and methodologies used in generating the data.***
>
> *- CRNI representative.*

> ***We are working with the EPA to develop a traceability system for reuse operators. However, operators need support to collect data in a harmonised format throughout the country. We should not add more administrative burden to these organisation.***
>
> *- The Rediscovery Centre representative.*

As implementation only began in 2024, limited progress data is currently available. However, reuse operators have highlighted that the target and the commitment to expand reuse facilities at civic amenity sites may be insufficient without broader investment in the sector.

3.5 PORTUGAL

Portugal introduced preparing-for-reuse targets for municipal waste in 2020 as part of broader efforts to embed circular economy principles into national waste policy. However, these targets were repealed in 2024, before meaningful implementation could take place.

The overall responsibility for environmental policy rests with the Ministry for the Environment and Climate Action, while the Portuguese Environment Agency (APA) plays a central role in policy implementation and monitoring. However, the APA is also responsible for preparing national waste strategies. Municipalities manage municipal waste and must develop action plans aligned with national waste targets and legislation.

The reuse targets introduced in 2020 were part of the General Waste Management Regime. According to interviewees, the targets were largely the result of political momentum and the advocacy of civil society organisations. However, they were introduced without baseline data on preparing for reuse of municipal waste or the necessary policy instruments to support implementation.

> ***The targets were an interesting initiative to bring attention to reuse activities, but the lack of monitoring and clear guidance made it difficult to implement them.***
>
> *- Circular Economy Portugal representative.*

In 2024, the reuse targets were repealed with the adoption of new waste legislation. Stakeholders attributed this reversal to a change in political leadership at the Ministry of Environment that led to the dismantling of several key circular economy targets, including those on reuse and waste prevention. The repeal occurred without public consultation or dialogue with civil society organisations.

Even before they were repealed the reuse targets were not effectively implemented. Municipalities lacked the infrastructure, funding, and clear guidance needed to operationalise the targets. In addition, no monitoring or accountability framework was put in place. As a result, there was widespread uncertainty around how to achieve the targets and how progress would be assessed.

> ***There had been no warning that this target was going to be abolished. There was no discussion around it. We never received a draft of the new law. The preparing-for-reuse targets were simply removed from the legislation, along with others such as waste prevention targets.***
>
> *- Zero Portugal representative.*

3.6 SPAIN

Spain has introduced progressive national targets for preparing for reuse of municipal waste, aiming to reach 5% by 2025, 10% by 2030 and 15% by 2035. The national framework for reuse targets has evolved over time. An initial 2% target, set under the National Framework Plan for Waste Management 2016-2022, was expanded through the Circular Spain 2030 strategy, and further formalised in the 2022 Law on Waste and Contaminated Soil for a Circular Economy.

Waste management in Spain is decentralised. Regional authorities are responsible for implementing circular economy policies, and local entities, including municipalities and municipal consortia, operate waste collection and treatment systems. The Ministry of the Environment sets the legislative framework and coordinates overall policy but has limited enforcement powers. The state can extend the responsibility for achieving environmental targets to regions.

> ***As the Waste Framework Directive establishes a combined target for preparation for reuse and recycling, it was decided to give distinct recognition to preparation for reuse, which is higher in the waste hierarchy.***
>
> *- Spanish Ministry of the Environment representative.*

While these policies aimed to promote reuse and preparing-for-reuse activities, implementation has been limited. No national data is available on the total volume of municipal waste reused or prepared for reuse. Only a few regions have published relevant figures. For example, the Catalan Waste Agency reported in 2018 that around 0.47% of municipal waste was prepared for reuse. More recent data (2023) shows that only about 9% of municipal waste in Catalonia consists of discarded consumer goods, many of which are too damaged to be reused. This raises doubts about the feasibility of reaching the 10% and 15% targets, even with increased reuse efforts.

Furthermore, while the 2022 Waste Law introduced several promising measures for the reuse sector,[32] stakeholders report that implementation has been weak, and necessary infrastructure, such as collection points, sorting facilities, and warehouses, is still lacking. While the preparing-for-reuse targets are ambitious, the lack of data and the fragmentation of responsibilities have so far limited the actual implementation of these measures.

> ***We are far from a 5% reuse rate. To reach 5% of municipal waste prepared for reuse, we need many more resources, including collection points, sorting plants, warehouses, and more. There is a long way to go.***
>
> *- AERESS representative.*

3.6.1 WEEE target

Under Royal Decree 110/2015, EEE producers, either individually or through PROs, must ensure that 3% of WEEE in category 4 (large equipment) and 4% in category 6 (IT and telecommunications equipment) is prepared for reuse. These targets apply since 2018 and were introduced to align with the EU WEEE Directive and the waste hierarchy.

> ***This law sets for the first time in Europe a specific target for preparation for reuse of WEEE. At the time, there was not much information available on the state of preparation for reuse in Spain. The aim of these targets was to promote this treatment option and to involve producers in financing these operations.***
>
> *- Spanish Ministry of Environment representative.*

As these targets were approved under the EPR scheme for WEEE, responsibility falls on producers. There are 12 PROs operating in Spain, often based on product type and region, but some producers remain outside of PRO systems and are directly accountable for the targets. Oversight falls to regional authorities, while the Ministry for the Ecological Transition, supported by the national Working Group on WEEE, coordinates and supervises at the national level. Although enforcement mechanisms exist, they are rarely applied in practice.

As of 2022, the last year for which data is available nationally, the targets were not met. National data shows that only 2% of WEEE in category 4 and 1.7% of WEEE in category 6 was prepared for reuse.

While this data is aggregated, reuse operators interviewed for this research report wide variation among PROs: while some actively cooperate with reuse centres and achieve higher reuse rates,[33] others fail to support reuse and comply with obligations. No enforcement actions have been taken by authorities so far, despite evidence of non-compliance.

> ***Since the approval of this law, we have seen an increase in high-quality WEEE coming into our reuse centre, but this is mainly thanks to the partnership with BSH. This partnership has made a significant impact. However, the example has not been followed by other producers.***
>
> *- Traperos de Emaús Navarra representative.*

Persistent challenges include: the narrow scope of targets; inadequate financial support from PROs; limited access to WEEE for reuse operators; low market demand; and complex reporting requirements. Reuse operators highlight that they are required to submit reports in different formats to various PROs, as well as to both regional and national authorities. Existing collection methods and infrastructure also remain insufficient to enable higher reuse rates.

3.6.2 Textiles target in Catalonia

Launched in 2022, the Catalan Pact for Circular Fashion sets voluntary targets for textile reuse and preparing for reuse. The Pact aimed to foster circularity ahead of the implementation of mandatory separate collection of textiles starting in 2025 and the planned introduction of an EPR scheme. These targets are non-binding but widely supported by a broad network of stakeholders.

> ***For us, it was essential to focus on the waste hierarchy. While there is a lot of talk about textile recycling, we did not want to focus on that alone. The targets needed to cover the entire textile chain; we wanted a global and ambitious approach.***
>
> *- Catalan Government representative.*

The Pact was developed by the Catalan Waste Agency following its participation in the EU-funded CircE project. It brings together over 70 organisations including companies, public authorities, social enterprises, NGOs, and academic institutions. The Catalan Waste Agency included several targets to be achieved by different actors in the value chain, including targets on waste prevention, collection, reuse, and recycling.

As of mid-2025, no official data is available on progress toward the targets, despite the 2024 deadline. Nonetheless, the Pact has been credited by interviewees with raising awareness, encouraging investment in reuse infrastructure, and strengthening cooperation in the value chain. It has also catalysed the development of a regional network of reuse operators.

> ***Our strategy is to open more stores, because second-hand sales have a significant growth potential and create local jobs. However, the quality of the clothes that we collect limits the potential to increase local reuse.***
>
> *- Solidança representative.*

3.7 THE NETHERLANDS

The Netherlands has introduced mandatory reuse targets for producers in the framework of the new EPR scheme for textiles. These targets, which became mandatory in 2025, are part of the Netherland's broader aim of becoming fully circular by 2050.

National waste and circular economy policy is led by the Ministry of Infrastructure and Water Management. Enforcement responsibilities lie with the Human Environment and Transport Inspectorate. Municipalities remain responsible for local waste collection and treatment but are supported by the national government.

Textile waste had traditionally been managed by municipalities. Now, the responsibility rests with producers. They must finance and organise the collection, reuse, and recycling, either individually or through a PRO. The EPR for textiles was introduced in 2023 and included a transition period until 2025. Multiple stakeholders, including municipalities, companies, NGOs, and social enterprises, were consulted during the drafting of the EPR decree.

> ***If something is still reusable, then it should be reused. That is why we introduced a preparation for reuse target. If there is only a recycling target, there is an incentive for producers to only focus on that. But reuse is higher in the waste hierarchy.***
>
> *- Dutch Ministry of Infrastructure & Water Management representative.*

Including reuse targets in the new EPR scheme was seen as key to avoid an excessive focus on recycling. These targets also contribute to the broader target of reusing or recycling 75% of textiles by 2030.

No data is available yet on progress toward the reuse targets. By 2028, five years after the establishment of the scheme, the targets will be evaluated and may be adjusted to ensure they remain both ambitious and realistic.

> ***The EPR scheme should not disrupt the reuse sector. We want to support its development and growth. In this sense, involving all stakeholders will be essential.***
>
> *- EPR Netherlands representative.*

Three PROs are currently active in the field: Stichting UPV Textiel, European Recycling Platform Netherlands, and Collectief Circulair Textiel.[34] These organisations are working to build monitoring frameworks and support reuse and recycling efforts.

Stakeholders have raised several concerns regarding the implementation of the EPR scheme for textiles. These include the low quality of textiles being collected; the need to increase selective collection;[35] the separation of competences between municipalities (which are responsible for textile collection) and PROs; and the lack of inclusive governance and transparency in the current system. PROs are often dominated by a few large producers, limiting the involvement of other key actors such as municipalities, waste collectors, and social enterprises active in reuse. This exclusion is problematic, as these stakeholders play an essential role in textile collection and reuse.[36]

> ***Currently, there are no real obligations for inclusive governance of the EPR scheme. It's not enough to set targets. The question is who decides what the money is being spent on. We need inclusive governance to improve transparency and achieve the targets.***
>
> *- Collectief Circulair Textiel representative.*

4. EXISTING TARGETS OVERVIEW

Having outlined the policy context and implementation of reuse targets in individual EU countries, we now turn to a more technical overview of individual targets, the associated monitoring systems, and estimated environmental and social impacts (methodology for those is explained in Annex 1). To facilitate comparison, targets are grouped as follows: municipal waste, all consumer goods, WEEE, furniture and mattresses, textiles, construction materials, and other consumer goods.

4.1 MUNICIPAL WASTE

4.1.1 Target for municipal waste in Aarhus

Summary	By 2026, triple the amount of municipal waste prepared for reuse compared to 2021 levels, i.e. 3,000 tonnes by 2026.
Binding	Yes
Scope	Waste
Type of indicator	Total tonnes
Point of measurement	Made available for reuse
Channels included	Only public authority
Timeline	Approved in 2020, to be achieved by 2026
Products covered	All products collected by the municipality (mostly furniture and household goods as well as textiles, WEEE, and small-scale construction and demolition components).
Monitoring	Data collection is led by the municipal waste operator Kredsløb and has been outsourced to a specialist firm, funded by the LIFE project Circular Economy Beyond Waste. Monitoring is based on a documented methodology using random sampling at municipal facilities. Samples are sorted, weighed, and scaled to estimate annual reuse volumes. The process is resource-intensive but yields reliable, detailed data.
Impacts	**Environmental** • A total of 1,254 tonnes were reused by the Aarhus municipality in 2022, the majority was furniture and other household goods. This helped avoid 3,493 tonnes of CO_2 emissions, the equivalent to the CO_2 absorbed by 486,000 trees in a year. • Reaching the target of 3,000 tonnes reused by 2026 would avoid an estimated 8,356 tonnes of CO_2 emissions, assuming a similar product distribution. **Socio-economic** • Approximately one extra full-time job per municipal recycling centre due to the introduction of reuse areas. • If the 2026 target is reached, social enterprises active in reuse could create about 50 additional jobs.

4.1.2 Target for municipal waste in Copenhagen

Summary	By 2024, triple the amount of preparing for reuse of municipal waste compared to 2016 levels; i.e. 6,000 tonnes by 2024
Binding	Yes
Scope	Waste
Type of indicator	Total tonnes
Point of measurement	Made available for reuse
Channels included	Only public authority
Timeline	Approved in 2018, to be achieved by 2024.
Products covered	The target includes all products collected by the municipality (mostly furniture and household goods as well as textiles, WEEE, and small-scale construction and demolition components).
Monitoring	The municipality monitors reuse through biannual inspections at recycling centres. Teams weigh items sold second-hand to calculate averages, which are then scaled to estimate total reuse volumes. The method is resource-intensive and relies on estimates, leading to some uncertainty. Challenges include lack of standardisation and limited real-time accuracy. The city is exploring more efficient approaches, including AI-based solutions.
Impacts	No data available

4.1.3 Target for municipal waste in France

Summary	By 2030, reach 5% of reuse and preparing for reuse relative to total household waste, notably through the reuse and preparing for reuse of WEEE, textiles, and furniture.
Binding	Yes
Scope	Waste (direct reuse out of scope)
Type of indicator	% of waste
Point of measurement	Made available for reuse
Channels included	All formal channels
Timeline	Approved in 2020, to be achieved by 2030
Products covered	The law explicitly mentions textiles, furniture, and WEEE but it does not exclude other product streams.
Monitoring	Local authorities collect data on waste generated, collected, and processed within their jurisdiction, which is validated by regional bodies and aggregated nationally by ADEME, the national environmental agency. However, no data has been published on preparing for reuse of municipal waste as of October 2024. Another challenge is the confusion between the household and municipal waste categories, which can hinder accurate tracking.
Impacts	No data available

4.1.4 Target for municipal waste in Portugal

Summary	Percentage of municipal waste (by weight) prepared for reuse: • by 2025: 5% • by 2030: 10% • by 2035: 15%
Binding	Yes, but the targets were eliminated in 2024.
Scope	Waste
Type of indicator	% of waste collected
Point of measurement	Made available for reuse
Channels included	All formal channels
Timeline	Approved in 2022, to be achieved by 2025, 2030, and 2035. Eliminated in 2024.
Products covered	The target includes textiles, WEEE, furniture, and “other waste suitable for the purpose of preparing for reuse” (typically involves household goods, books and records, or bicycles, among others)
Monitoring	Local waste management authorities and regional bodies are responsible for collecting data and reporting it annually, in line with European Waste Catalogue codes. Under EPR schemes, producers must also submit data via the SIRER system. However, there is currently no effective monitoring of reuse activities nor any data publicly available.
Impacts	No data available

4.1.5 Target for municipal waste in Spain

Summary	Percentage of municipal waste (by weight) prepared for reuse: • by 2025: 5% • by 2030: 10% • by 2035: 15%
Binding	Yes
Scope	Waste
Type of indicator	% of waste collected
Point of measurement	Made available for reuse
Channels included	All formal channels
Timeline	Approved in 2022, to be achieved by 2025, 2030, and 2035.
Products covered	The target includes all products typically managed by reuse operators (typically textiles, WEEE, furniture, household goods - which might include decorations, books, cutlery, and more), or bicycles, among others
Monitoring	Local authorities are responsible for collecting waste-related data, which is validated by regional governments and aggregated nationally by the Ministry of the Environment. However, data on reuse and preparing for reuse remains scarce, especially beyond EPR-covered streams like WEEE. There is no clear information on the share of reusable goods in municipal waste, raising concerns about the enforceability targets. Unclear legal distinctions between waste and non-waste further complicate monitoring, particularly regarding the reporting obligations of reuse operators.
Impacts	No data available

4.2 ALL CONSUMER GOODS

4.2.1 Target for all consumer goods in Flanders

Summary	By 2030, achieve 8 kg of reused goods per person, drawing on data from social enterprises federated through HERWIN.
Binding	Yes
Scope	Waste and non-waste
Type of indicator	Kg/hab/year
Point of measurement	Sold in the second-hand market
Channels included	Only social enterprises
Timeline	Approved in 2022, to be achieved by 2030.
Products covered	The target includes all products typically reused by social enterprises active in the sector.[37]
Monitoring	Data collection is carried out by social enterprises active in reuse, with support from the HERWIN network. For WEEE, data is provided separately by Recupel, the national PRO. HERWIN members use the KPRS traceability software to record data (e.g. weight, type of product), ensuring consistency and reducing administrative burdens. HERWIN and OVAM jointly validate the data through checks and corrections. OVAM publishes the final figures annually via the Circular Economy Monitor. Key challenges include occasional human error, inconsistent data entries, and varying interpretations of product categories.
Impacts	**Environmental impacts** • Reuse activities in Flanders currently divert over 40,000 tonnes from the waste stream, preventing 116,500 tonnes of CO_2. • Achieving the target of 8 kg per capita by 2030 would result in an additional 13,000 tonnes of waste prevented and over 38,000 tonnes of CO_2 emissions avoided. Overall, reuse activities in the region would offset the emissions of 23,200 individuals. **Socio-economic** • Social enterprises active in reuse in Flanders currently employ 6,151 individuals, with 81% being individuals distanced from the labour market. Achieving the target could help create about 2,000 new jobs in the sector, assuming equal growth across all product categories. • Research from SST, the Flemish network of Social Workshops and Employment Centre[38] highlights the economic benefits of employing workers from vulnerable groups. A full-time worker from a vulnerable group generates an annual "net profit" of €12,228 for public authorities.[39] Extrapolating from this data, the creation of 2,000 jobs could yield almost €25 million in annual savings for public authorities in Flanders.

4.2.2 Target for all consumer goods in the Brussels Region

Summary	By 2025, reach 5 kg of goods prepared for reuse per person, based on data from social enterprises
Binding	No
Scope	Waste
Type of indicator	Kg/hab/year
Point of measurement	Made available for reuse
Channels included	Only social enterprises
Timeline	Approved in 2020, to be achieved by 2025
Products covered	All products typically reused by social enterprises active in the sector
Monitoring	Data is collected by recognised social enterprises using standardised reporting templates issued by regional authorities. Data collection relies on social enterprises as these are the only entities with reliable and consistent data on reuse activities. Brussels Environment then performs basic consistency checks by identifying anomalies and comparing figures to previous years. Additional reuse data is published annually by RESSOURCES, which covers many recognised operators in the region. Key challenges included limited external validation and incomplete public access to data.
Impacts	**Environmental impacts** • In 2023, social enterprises in Brussels successfully gave a second life to nearly 4,500 tonnes of consumer goods, thereby preventing 24,070 tonnes of CO_2 emissions. • If the 5kg target was achieved, it could prevent an additional 9,500 tonnes of CO_2. This is equivalent to 4.6 million trees absorbing CO_2 in one year, or the total emissions of nearly 5,000 EU inhabitants. **Socio-economic** • Assuming a consistent increase across product streams, achieving 5 kg of reuse per capita in Brussels would create about 130 additional green and local jobs.

4.2.3 Target for all consumer goods in Wallonia

Summary	By 2025, reach 8 kg of goods prepared for reuse per person, based on data from social enterprises.[40]
Binding	No
Scope	Waste
Type of indicator	Kg/hab/year
Point of measurement	Made available for reuse
Channels included	Only social enterprises
Timeline	Approved in 2018, to be achieved by 2025
Products covered	The target includes all products typically reused by social enterprises active in the sector.
Monitoring	Data is collected annually from recognised social enterprises as a condition of their public funding. RESSOURCES supports this process by aggregating the data and reviewing discrepancies to ensure consistency. The main publicly available source of data is the Reuse Observatory report, published each year by RESSOURCES. Although the Waste-Resources Plan includes a commitment to develop a public data platform, it has not yet been implemented. Key challenges include mainly the evolving methodology used to monitor reuse, which can affect data comparability over time.
Impacts	**Environmental impacts** • In 2023, reuse activities in Wallonia helped prevent 22,900 tonnes of CO_2 emissions, considering only local reuse. This is equivalent to the CO_2 absorbed by nearly 3.2 million trees over one year. • If Wallonia achieved a reuse rate of 8 kg per capita, this would help avoid approximately 81,800 tonnes of CO_2 emissions. That is equivalent to taking 39,000 cars off the road or matching the average emissions of over 12,000 EU residents. **Socio-economic** • RESSOURCES reported in 2023 that its members supported 2,530 jobs through their activities. Of these, 1,364 were people distanced from the labour market. If Wallonia achieved the reuse target, an additional 2,500 jobs could be created in the sector, assuming similar job creation ratios.

Photo: *Kierrätyskeskus*

4.2.4 Target for all consumer goods in Ireland

Summary	By 2030, reach 20 kg of goods reused or prepared for reuse per person
Binding	Yes
Scope	Waste and non-waste
Type of indicator	Kg/hab/year
Point of measurement	Sold second-hand or reused directly
Channels included	All formal and informal channels
Timeline	Approved in 2024, to be achieved by 2030
Products covered	The target includes all products typically managed by reuse operators in Ireland[41]
Monitoring	The National Waste Management Plan for a Circular Economy 2024–2030 includes a commitment to annual reporting, but the methodology for tracking progress toward the reuse target remains unclear. The Environmental Protection Agency has previously used a survey-based approach covering both formal and informal reuse activities but is now exploring direct data collection from reuse operators. The waste management plan also highlights collaboration with stakeholders, including the National Reuse and Repair Partnership, suggesting reuse operators may be involved in monitoring responsibilities. As of October 2024, it is unclear what format and methodology will be used to measure progress toward the target.
Impacts	Not possible to estimate due to the lack of data and the uncertainty about the method used to calculate progress toward the target.

Photo: *RREUSE*

4.3 WEEE

4.3.1 Target for WEEE in Flanders

Summary	By 2029, increase by 50% the amount of WEEE prepared for reuse compared to the 2017-2019 period; i.e. 2,650 tonnes by 2029.
Binding	Yes
Scope	Waste
Type of indicator	Total tonnes
Point of measurement	Sold in the second-hand market
Channels included	EPR + social enterprises[42]
Timeline	Approved in 2021, to be achieved by 2029
Products covered	WEEE
Monitoring	Recupel, the PRO for WEEE in Belgium, is responsible for collecting and aggregating data from producers, waste collectors, and social enterprises active in reuse. All actors must record WEEE inflows and outflows by weight and category. Recupel reports this data annually to regional authorities, who are responsible for publishing it via the Circular Economy Monitor. Other actors not represented by Recupel must report data using the national register BeWeee. Key challenges include inconsistent reporting practices and misinterpretation of reuse definitions, which may lead to underreported figures. As data reported by Recupel depends heavily on accurate reporting from various stakeholders, the organisation has highlighted that current numbers may not fully reflect the true extent of reuse activities.
Impacts	**Environmental** • In the 2017-2019 period, social enterprises prepared for reuse an average of 1,772 tonnes of WEEE per year. This is equivalent to over 7,000 tonnes of CO_2 emissions avoided, or almost 1 million trees absorbing CO_2 during one year. • Achieving this target would prevent 880 tonnes of WEEE and therefore up to 3,500 tonnes of CO_2 emissions. This is equivalent to taking 1,700 cars off the road for a year. **Socio-economic** • From 2017 to 2019, social enterprises in the WEEE reuse sector supported approximately 1,300 jobs. Achieving this target could potentially create up to 650 new jobs in the social economy. • This could yield around €7,5 million in annual “net profits” for public authorities in Flanders, due to increased tax revenue and reduced spending on social programmes.

Photo: *De Kringwinkel*

4.3.2 Target for WEEE in Brussels

Summary	By 2025, increase by 50% the amount of WEEE prepared for reuse, compared to 2017 levels; i.e. almost 450 tonnes by 2025.
Binding	Yes
Scope	Waste
Type of indicator	Total tonnes
Point of measurement	Made available for reuse
Channels included	EPR scheme[43]
Timeline	Approved in 2019, to be achieved by the end of 2025
Products covered	WEEE
Monitoring	Recupel is responsible for collecting and aggregating data from producers, waste collectors, and social enterprises active in reuse. All actors must record WEEE inflows and outflows by weight and category. Recupel reports this data annually to regional authorities. Other actors must report using the national register BeWeee. As in Flanders, data accuracy is a challenge due to Recupel’s reliance on external stakeholders.
Impacts	**Environmental** • In 2017, 290 tonnes of WEEE were reused in Brussels, thereby preventing 1,159 tonnes of CO_2 emissions. • Achieving this target would prevent an additional 580 tonnes of CO_2 emissions. This additional reduction is equivalent to the CO_2 absorbed by 80,500 trees in one year or the emissions from nearly 300 cars taken off the road for a year. **Socio-economic** • The achievement of this target could result in the creation of 40 additional jobs in the social economy.

4.3.3 Target for WEEE in Wallonia

Summary	From 2020 onwards, producers must reach a minimum of 2% preparing for reuse for each WEEE category, relative to the amount of WEEE collected separately.
Binding	Yes, but the target was eliminated soon after its approval.
Scope	Waste
Type of indicator	% of waste
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2017, to be achieved from 2020 onwards. However, this target was eliminated soon after its approval.
Products covered	WEEE
Monitoring	Recupel is responsible for collecting and aggregating data from producers, waste collectors, and social enterprises active in reuse. All actors must record WEEE inflows and outflows by weight and category. Recupel reports this data annually to regional authorities. Other actors must report using the national register BeWeee. In addition, regional authorities submit a report to the Walloon parliament every two years, providing detailed information on WEEE collection and treatment, including preparing for reuse.
Impacts	No data available

4.3.4 Target for WEEE in France

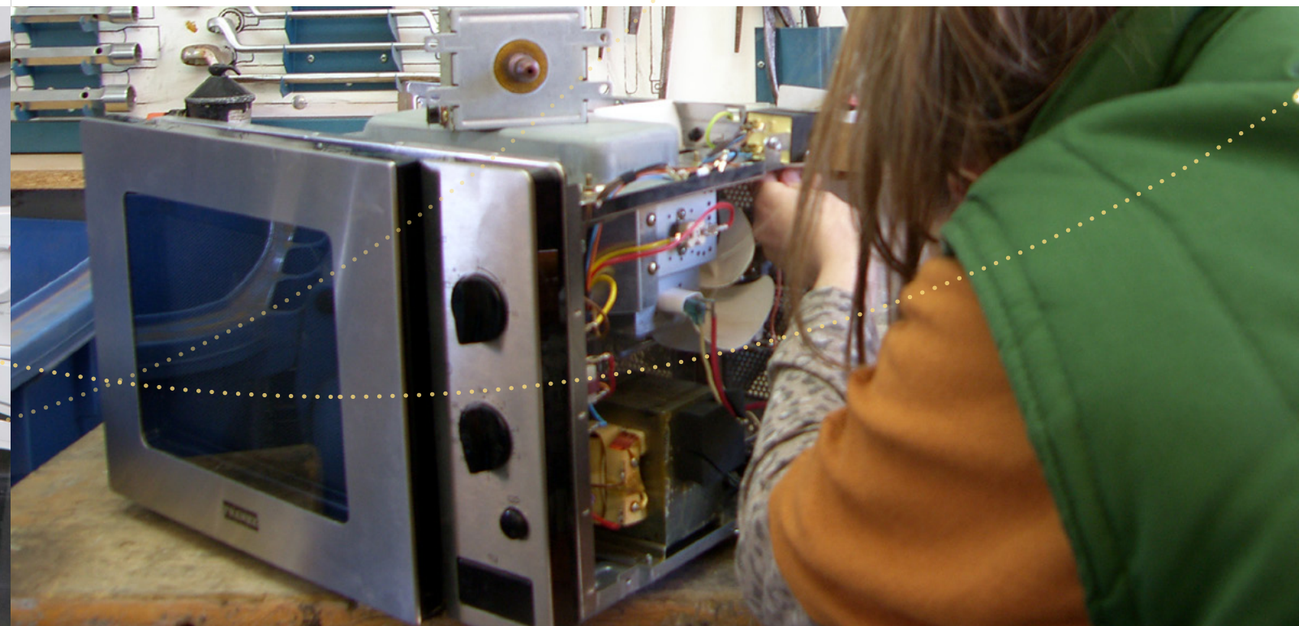
Summary	From 2023 onwards, producers must achieve 2% of reuse and preparing for reuse for WEEE, relative to the quantity of products placed on the market during the previous year (by weight).
Binding	Yes
Scope	Waste and non-waste
Type of indicator	% of what is placed on the market[44]
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2021, to be achieved from 2023 onwards
Products covered	WEEE, excluding lamps and solar panels
Monitoring	PROs Ecologic and Ecosystem are responsible for collecting and aggregating data from the value chain. They must report annually on WEEE preparing for reuse and fund a comprehensive study on reuse volumes in the WEEE sector under the 2022–2027 framework agreement. ADEME oversees and validates the data reported by PROs, with the ability to audit and verify submissions. Data is published via the Reuse Observatory, ensuring public access. Both PROs and reuse operators have reported ongoing challenges with data collection and monitoring. Key challenges reported by reuse operators and PROs include the complexity of navigating multiple systems linked to different PROs and the absence of standardised data collection tools.
Impacts	**Environmental** • In 2022, WEEE reuse in France amounted to 28,920 tonnes, thereby preventing 115,500 tonnes of CO_2 emissions. • If this target was achieved, at least 46,800 tonnes of WEEE would be given a second life, assuming a similar level of items put on the market. This would avoid 187,000 tonnes of CO_2 emissions, the equivalent to removing 89,000 cars from circulation, and almost the equivalent to the carbon footprint of 28,000 EU inhabitants. **Socio-economic** • The WEEE reuse sector in France supports between 4,590 and 10,710 local jobs[45]. Assuming the inflow of WEEE to social enterprises increases proportionally with the reuse target (a 2.5-fold increase), achieving the WEEE target could create an additional 7,000 to 16,000 jobs in the sector.

Photo: *RAEE*

4.3.5 Target for WEEE in Spain

Summary	From 2018 onwards, producers must prepare for reuse 3% of WEEE in category 4 and 4% in category 6.
Binding	Yes, but no monitoring or enforcement mechanisms are in place
Scope	Waste
Type of indicator	% of waste
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2015, to be achieved from August 2018 onwards. Prior to this, there was another target from August 2017 to August 2018.
Products covered	Category 4 (large electrical appliances) and 6 (small IT products) of WEEE
Monitoring	Producers or PROs are responsible for data collection and aggregation from their value chains. They must report annual data on WEEE collection, recycling, and preparing for reuse by category at both regional and national levels. However, a number of PROs report data only in aggregate, and not per WEEE category, thereby creating data gaps. In fact, some do not report data on WEEE preparing for reuse at all. Reuse operators also face a heavy administrative burden due to complex reporting requirements and the complexity of navigating multiple systems linked to different PROs.
Impacts	**Environmental** • The achievement of this target could result in the avoidance of more than 34,100 tonnes of CO_2 emissions, equivalent to taking 16,300 cars off the road or the average annual emissions of 5,100 EU residents. These estimates only account for the two categories with targets, though other WEEE products also have significant reuse potential. **Socio-economic** • According to research, higher reuse and preparing for reuse of WEEE could create up to 7,400 direct jobs in Spain.[46]

Photo: *Solidança*



4.4 MATTRESSES AND FURNITURE

4.4.1 Target for mattresses in Brussels

Summary	By 2023, 200 mattresses must be prepared for reuse by social enterprises in the framework of the EPR scheme for mattresses; by 2025, this figure must go up to 300 mattresses.
Binding	Yes
Scope	Waste
Type of indicator	Total items
Point of measurement	Made available for reuse
Channels included	EPR + social enterprises[47]
Timeline	Approved in 2021, to be achieved by 2023 and 2025
Products covered	Mattresses including mattress toppers
Monitoring	Valumat is responsible for collecting data on mattresses placed on the market, collected, recycled, and reused, reporting this information to public authorities. The PRO gathers information from all actors in the value chain. However, due to the EPR scheme's recent launch, data on reuse is limited, especially in Brussels, where Valumat currently receives reuse data from only one social enterprise.
Impacts	**Environmental** • Achieving this target would avoid 23.8 tonnes of CO_2 emissions, equivalent to the amount of CO_2 absorbed by 3,300 trees in a year. • Moreover, it would help conserve over 7.7 million litres of water by reducing the manufacturing of new mattresses. This is equal to 38,700 ten-minute showers. **Socio-economic** • The reuse of 300 mattresses could create 1 to 2 jobs, assuming a reuse rate of 15%.[48]

4.4.2 Target for mattresses in Wallonia

Summary	By 2021, 1,000 mattresses must be reused and prepared for reuse by social enterprises in the framework of the EPR scheme for mattresses. This target is set to increase progressively: 1,500 mattresses in 2023, 2,000 in 2025, and 3,000 in 2030.
Binding	Yes
Scope	Waste
Type of indicator	Total items
Point of measurement	Made available for reuse
Channels included	EPR + social enterprises[49]
Timeline	Approved in 2021, to be achieved by 2021, 2023, 2025, and 2030
Products covered	Mattresses, including mattress toppers
Monitoring	Valumat collects annual data on mattresses placed on the market, reused, and recycled, reporting this to ensure compliance with EPR targets. It gathers information from producers, retailers, and civic amenity sites. However, due to the EPR scheme's recent launch, data on reuse is limited
Impacts	**Environmental** • The reuse of 2,000 mattresses would prevent nearly 160 tonnes of CO_2 emissions, equivalent to the amount of CO_2 absorbed by 33,000 trees in a year. • Increasing reuse to 3,000 mattresses would avoid a total of 238 tonnes of CO_2 emissions. In addition, it would conserve over 77 million litres of water by reducing the production of new mattresses. This water savings equals the water needed to produce over 30,000 t-shirts. **Socio-economic** • The reuse of 3,000 mattresses could generate between 10 and 21 jobs in Wallonia.

Photo: *RREUSE*

4.4.3 Target for furniture in France

Summary	By 2030, producers must reuse 120,000 tonnes of furniture, with progressive targets, beginning with 60,000 tonnes in 2024 and increasing by 10,000 tonnes each year until 2030.
Binding	Yes
Scope	Waste and non-waste
Type of indicator	Total tonnes
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2023, to be achieved gradually from 2024 to 2030.
Products covered	Furniture (incl. mattresses, seat and bed paddings, and textile decorations)
Monitoring	PROs collect data on furniture placed on the market, collected, reused, and recycled, including data reported by social enterprises active in reuse. This data is submitted to ADEME, which oversees its accuracy, can conduct audits, and publishes the data and related findings through the Reuse Observatory.
Impacts	**Environmental** • In 2022, 44,070 tonnes of furniture were given a second life in France. This prevented the CO_2 emissions comparable to removing about 21,500 cars from the road for a year. • Achieving the 120,000 tonnes target for 2030 could prevent 134,500 tonnes of CO_2 emissions, equivalent to the carbon footprint of 20,000 EU inhabitants or the CO_2 absorption of 18.7 million trees. **Socio-economic** • Achieving this target could lead to the creation of 3,500 to 7,000 additional jobs in the furniture reuse sector.

Photo: *San Sebastián*

4.5 TEXTILES

4.5.1 Target for textiles in France

Summary	From 2024 onwards, producers must achieve the annual reuse of 120,000 tonnes of textiles and shoes, with at least 8% of these items being sold locally. By 2027, at least 15% must be sold locally.
Binding	Yes
Scope	Waste and non-waste
Type of indicator	Total tonnes
Point of measurement	Sold in the second-hand market
Channels included	Only EPR scheme
Timeline	Approved in 2023, to be achieved 2024 onwards. The specific target for local reuse is increased in 2027.
Products covered	Textiles, including all clothes, household textiles, and shoes.
Monitoring	Refashion, the only PRO for textiles, collects data on textiles placed on the market, collected, reused, and recycled, and submits it to ADEME. Reuse operators report data quarterly, supported by Refashion via traceability tools and financial incentives, though these are seen as insufficient given rising administrative costs. ADEME validates the data, may audit submissions, and publishes the information via the Reuse Observatory. However, reuse data remains limited in Refashion's public reporting, and ADEME has raised concerns about delays and gaps in data provision.
Impacts	**Environmental** • Due to data gaps it is not possible to calculate the specific benefits of the local reuse targets. However, local reuse offers several benefits over second-hand exports, including preventing long-distance transport of second-hand textiles. • The reuse of 120,000 tonnes of textiles would help avoid 915,000 tonnes of CO_2 emissions, the equivalent of taking off the road 436,000 cars and comparable to the average carbon footprint of 136,500 EU inhabitants. **Socio-economic** • In 2022, 2,500 jobs were created through the reuse of 110,000 tonnes of textiles. The achievement of the new target could help create up to 250 new jobs in the sector. • While the local reuse target is very likely to result in higher job intensity due to increased sorting activities and jobs in second-hand shops, there is not enough data to provide an estimate of job creation.

4.5.2 Target for textiles in Catalonia

Summary	By 2024, participants must achieve 55-60% reuse and preparing for reuse of textiles collected selectively. Overall, 15-20% must be reused locally.
Binding	No
Scope	Waste and non-waste
Type of indicator	% of waste collected
Point of measurement	Made available for reuse
Channels included	All formal channels
Timeline	Approved in 2022, to be achieved by 2023 and 2024
Products covered	Textiles
Monitoring	Reuse operators involved in the Pact are responsible for collecting and reporting data to the Technical Secretariat of the Pact, which monitors progress and publishes annual reports. A key challenge is the delay in data availability: as of October 2024, no data has been published for 2023. This delay means that progress toward the targets cannot be evaluated in a timely manner.
Impacts	**Environmental** • The achievement of all the Pact's targets for 2024 would result in 24,000 tonnes of textiles being reused, more than double than in 2019. This increase in reuse activities would prevent approximately 110,500 tonnes of CO_2 emissions, equivalent to the average annual emissions of 16,500 EU residents or the impact of removing nearly 53,000 cars from the road for one year. **Socio-economic** • The achievement of the targets would help sustain between 500 and 900 jobs in the reuse sector, only for textiles. This is more than double the current number of jobs in the sector in Catalonia.

Photo: *De Kringwinkel*

4.5.3 Target for textiles in the Netherlands

Summary	By 2025, producers must ensure that 20% of textiles placed on the market the previous year is prepared for reuse, increasing each year until reaching 25% by 2030. At least 10% must be reused within the Netherlands by 2025, rising gradually until 15% by 2030.
Binding	Yes
Scope	Waste
Type of indicator	% of what is placed on the market
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2023, to be achieved gradually from 2025 to 2030.
Product covered	Textiles (incl. clothing and household textiles)
Monitoring	PROs must collect data from the value chain and submit it to the Ministry of Infrastructure and Water Management, starting in 2026. A ministerial decree will define reporting requirements, and producers must also publish progress online. While the EPR scheme is new, the Netherlands already benefits from strong reuse data infrastructure, including reports from the BKN network and public authorities. Data quality is expected to improve as the system matures.
Impacts	**Environmental** • The achievement of the general target would prevent around 154,000 tonnes of CO_2 emissions, equivalent to the CO_2 absorbed by 21.5 million trees or the annual emissions of 23,000 EU inhabitants. **Socio-economic** • The achievement of the targets could lead to the creation of 900 to 1,600 new jobs, assuming that the inflow of textile waste to social enterprises grows in line with the local reuse targets. This estimate only includes jobs created in the social economy. • Research by Cedris shows that helping unemployed individuals find a job in the Netherlands could save the government €10,000 per person.[50] Based on this, guiding 600 to 1,050 people to work could save public authorities €6 to €10.5 million. This amount reflects lower spending on unemployment benefits and other social programmes.

Photo: *Group Terre Asbl*

4.6 CONSTRUCTION MATERIALS

4.6.1 Target for construction materials in France

Summary	By 2024, producers must achieve 2% reuse and preparing for reuse based on the weight of products placed on the market in the previous year. This target increases to 4% by 2027 and 5% by 2028.
Binding	Yes
Scope	Waste and non-waste
Type of indicator	% of what is placed on the market
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2022, to be achieved by 2024, 2027, and 2028
Products covered	Construction and demolition products and materials
Monitoring	PROs are responsible for collecting and reporting data to ADEME, which reviews it. However, reuse data for the construction sector is not yet available in the Reuse Observatory, which currently covers only textiles, furniture, and WEEE. Despite progress, key challenges remain in establishing a robust monitoring system, as reuse is not yet a common practice in this sector.
Impacts	No data available

4.7 OTHER CONSUMER GOODS

4.7.1 Target for toys in France

Summary	By 2024, achieve 6% of reuse and preparing for reuse for this category, relative to the quantity of products placed on the market during the previous year (by weight). By 2027, 9% of reuse and preparing for reuse should be achieved.
Scope	Waste and non-waste
Type of indicator	% of what is placed on the market
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2021, to be achieved by 2024 and 2027
Products covered	Toys

4.7.2 Targets for sports and leisure equipment 1 (bikes and other non-motorised transport devices) in France

Summary target	By 2024, achieve 9% of reuse and preparing for reuse for this category, relative to the quantity of products placed on the market during the previous year (by weight). By 2027, 14% of reuse and preparing for reuse should be achieved.
Scope	Waste and non-waste
Type of indicator	% of what is placed on the market
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2021, to be achieved by 2024 and 2027
Products covered	Bikes and other non-motorised personal transport devices

4.7.3 Targets for sports and leisure equipment 2 (products destined to the practice of sport and activities in open air) in France

Summary target	By 2024, achieve 4% of reuse and preparing for reuse for this category, relative to the quantity of products placed on the market during the previous year (by weight). By 2027, 5% of reuse and preparing for reuse should be achieved.
Scope	Waste and non-waste
Type of indicator	% of what is placed on the market
Point of measurement	Made available for reuse
Channels included	Only EPR scheme
Timeline	Approved in 2021, to be achieved by 2024 and 2027
Products covered	Products used for the practice of sport and activities in open air

Photo: *De Kringwinkel*

5. POLICY RECOMMENDATIONS

This report highlighted the role reuse and preparing-for-reuse targets can play in supporting a circular transition in line with the waste hierarchy that maximises environmental and social impacts. To conclude, we propose a set of measures to guide the design and implementation of targets for reuse and preparation for reuse at different governance levels.

Table 5.1: **Policy recommendations on reuse and preparing-for-reuse targets**

What should happen?	Why?	How?
Set binding reuse and preparing-for-reuse targets within EPR schemes.	• To create a unified approach across Europe without excessive additional administrative burdens for public authorities, as producers are already required to develop a monitoring framework. • Quantitative targets can stimulate investment and cooperation between different stakeholders. • They can maximise environmental and social benefits as waste prevention and reuse activities can displace the consumption of new items while creating inclusive, local jobs for the long-term unemployed and others who face barriers in the labour market.	The EU should include the requirement in the minimum criteria for EPR schemes. National authorities should set, monitor and enforce national targets applicable to the EPR schemes within their jurisdiction.
Reuse and preparing-for-reuse targets should be set separately from recycling targets.	• Separate reuse and preparing-for-reuse targets are essential to promote reuse efforts and advance sustainable resource management. • The current practice of combining targets for preparing for reuse and recycling undermines the waste hierarchy. Recycling is often prioritised under EPR schemes because it is typically cheaper than reuse, and PROs aim to keep fees low for producers and allow them to keep selling new products. As a result, funding is frequently diverted away from waste prevention and treatment activities.	Systematically differentiate targets so that recycling is always separate from reuse and preparing from reuse.
Specific targets should be set as a priority for product streams covered by EPR schemes.	• EPR schemes tend to exist in particulary polluting streams. • Targets linked to EPR schemes can be set and monitored based on data that is generally already available. • Research showed that combining data from networks of reuse operators and EPR schemes ensures the most comprehensive and least resource-intensive data set.	Producers, either individually or through PROs, would be responsible for meeting the targets, in line with producer responsibility principles. Member States are responsible for overseeing compliance and enforcing regulations under the supervision of the Commission. Steps would need to be taken to ensure EPR schemes do not displace the activities of existing reuse operators. This may include setting minimum financial support requirements for these operators and promoting inclusive governance, ensuring their participation in PRO's decision-making processes and the broader supervision of EPR schemes.
Specific targets should be set as a priority for product streams with high environmental impact and job creation potential.	• Ensure that public policy is transversally coherent, and that measures in different policy areas are contributing to the overarching strategic priorities. • Targets covering textiles or WEEE yield the highest benefits in terms of avoided CO2 emissions. • Furniture has a high reuse potential, and mattresses could be almost entirely recycled as well as reused. • Targets for WEEE lead to the highest job creation, as reuse activities create 60 to 140 jobs per 1,000 tonnes of WEEE collected with the aim of being reused.	Target setting in priority categories should be linked with socially responsible and green public procurement. The following streams should be prioritised: textiles, WEEE, furniture, and mattresses.
Targets should cover formal reuse activities only.	• Focusing on formal reuse activities would reduce the administrative burden, ease target monitoring, and encourage the growth of the social and circular sector. • This approach allows for comparable environmental impacts and generally allows for reliable data. As seen in this study, several targets are linked to data provided by networks of reuse operators. For instance, the Brussels Region linked its targets for the reuse sector directly to social enterprises, as this was the only reliable source of data for the reuse sector. This is also the case in Flanders, where all reuse centres use a semi-automated traceability system and are required to have an accountant who reviews and approves the data submitted.	Setting and monitoring targets based on formal channels: social enterprises, EPR schemes, public authorities, and other reuse operators.

What should happen?	Why?	How?
Each target indicator should be thoroughly assessed before implementation.	• To circumvent the issue of fragmented reporting methodologies across the EU, it is essential that target indicators are aligned across Member States. • Each type of a target and indicator comes with its own advantages and disadvantages. These need to be weighed carefully ahead of the adoption to ensure an optimal system that can work across the EU.	Consider the following assessments of different targets based on this research: • Kg reused/capita/year: effectiveness in promoting env. and soc. benefits; consistency across regions and Member States; but may not reflect the true impact of reuse as product designs evolve and items become lighter over time. • % of waste collected: could lead to distortions, e.g if a PRO underperforms in waste collection, the reuse % might appear high even if the absolute quantity of products prepared for reuse remains the same. • % of products placed on the market: particularly relevant in sectors with explosive consumption growth; but more data is required for monitoring. • Placed on the market method (WEEE Directive): only takes into account quantities placed on the market in the last 3 years which does not reflect the EEE's actual lifespan; can also diminish efforts to increase products' longevity.
Targets should be set based on a reliable baseline.	• A baseline is essential to ensure targets can be set in an optimal way and to support monitoring and implementation.	• One potential approach could be to set targets such as increasing reuse by X% by X year relative to the baseline. • Upon approval, PROs should be requested to fund data collection in order to obtain that baseline data (and therefore the exact target). This can be a viable option when there is no reliable baseline and approval of targets cannot be postponed.

What should happen?	Why?	How?
Targets should be set in incremental increases.	• A phased approach to setting reuse targets allows for regular progress reviews, learning from initial implementation, and adjusting strategies as needed. • This approach takes into account the lifecycle of products, allowing producers to plan ahead and improve the durability and repairability of products currently being designed. • It ensures that targets are achievable while offering producers a stable and predictable framework for making necessary adjustments to product design and evolving circumstances.	• Define the final target and the intervals of the increases and their relative size. • Monitor progress and adjust strategies as needed.
Data collection should be financed by EPR schemes.	• This is necessary to prevent additional costs and administrative burdens for reuse operators. • Additionally, digitalisation of reporting is recommended as long as digitalisation-related additional costs are covered by EPR fees, particularly for social enterprises.	• In line with producer responsibility principles, requirements should be implemented to oblige producers to fund the necessary monitoring system. • Where multiple PROs exist, measures need to be taken to ensure harmonisation in reporting requirements.
Reporting requirements should be harmonised to reduce administrative burden in the long run.	• Harmonised EU-wide reporting, alongside interconnected producer registries, would improve transparency and performance evaluation.	• We recommend measuring reuse at the point of sale since it provides the most accurate representation of what gets reused. • Beyond the point of measurement, the responsibility to trace reuse needs to be clearly defined at the EU level. • Reporting systems should close data gaps and include clear indicators, such as units refurbished, sold, or donated.
Targets should form part of a long-term strategy to promote reuse and inclusive employment.	• Targets with a longer implementation timeline allow for a phased increase and for public authorities to progressively build the necessary infrastructure and legislative framework to support reuse activities. Such an approach can reduce the costs and administrative burden in the long-run. • A comprehensive approach will ensure that targets are embedded in a broader policy framework that systematically promotes the waste hierarchy and policy coherence.	• Targets should not disrupt the work of existing social circular enterprises but rather support and strengthen their activities. • A broader, long-term strategy would combine targets with a comprehensive EPR system based on the "polluter pays" principle and the waste hierarchy; measures against overproduction and overconsumption; public procurement reform; and more. Please refer to other RREUSE's reports and policy papers for concrete proposals.

ANNEXES

Annex 1. Explanation of the methodology for calculating environmental impacts

For the purpose of this research on quantitative reuse targets, the AERESS CO_2 calculator was used to estimate the current and potential environmental impacts of reuse activities in regions and countries with reuse and preparing-for-reuse targets. This annex justifies this choice and provides information on the calculator's methodology and underlying data.

Justification of the tool choice

This calculator was chosen due to the following reasons:

- **Wide applicability across product categories**: One of the unique advantages of the AERESS calculator is its ability to provide CO_2 emission estimations for a broad range of product categories, using a harmonised methodology. This capability enables consistent calculations across various items within clothes, furniture, EEE, and other product categories. Such versatility ensures that the calculator can accommodate the diverse types of products affected by reuse and preparing-for-reuse targets.

- **Diverse and reliable data sources:** The AERESS calculator incorporates data from highly reputable organisations specializing in environmental analysis and circular economy practices. Notable sources include WRAP (Waste & Resources Action Programme), ABF-BOKU (Institute of Waste Management and Circularity), France's ADEME (*Agence de l'Environment et de la Maîtrise de l'Énergie*), and ecoinvent (a database created by the Swiss Centre for Life Cycle Inventories). By relying on an extensive range of reputable sources, this calculator can calculate the impacts of a wide array of product categories in a credible and trustworthy way.

- **Methodological robustness**: The calculator employs a systematic approach by assigning an emission factor to each product group based on existing, reputable research. By assuming a 100% replacement rate and using a "cradle to door" approach, the calculator focuses on the emissions avoided by reducing the need to produce new items.

- **Equivalency calculations for clear communication**: The AERESS calculator includes equivalency estimations that translate avoided CO_2 emissions into relatable measures such as cars removed from circulation, trees absorbing CO_2, and average emissions per EU inhabitant. These additional equivalencies make it easier to communicate the benefits of reuse to stakeholders and the public. This feature can improve the understanding of the potential benefits of reuse targets.

Explanation of the methodology

The AERESS CO_2 calculator was developed based on the following steps:

- **Product categorisation and taxonomy.** The calculator divides reusable items into four main categories: clothes, furniture, EEE, and various products. Each category includes specific product groups, such as jeans and t-shirts; tables and mattresses; fridges and laptops; and books and toys, among others.

- **Emission factor calculation per product group**. Each product group is assigned an emission factor, representing the kg of CO_2 avoided per unit or kg of reused product. Emission factors are derived from secondary data sources rather than primary research, as AERESS incorporated existing research on the environmental impacts of reuse activities. These factors consider the material composition and average weight of each product group. For consistency, a replacement rate of 100% is assumed. The "cradle to door" approach is employed, measuring environmental impacts from material extraction through to manufacturing and to the point at which the product reaches the consumer. Therefore, this approach does not include the use or disposal phase of products. In practice, this means the CO_2 savings calculated are focused on the emissions avoided by preventing the production of new items through reuse. The carbon sequestration of raw materials potentially used for manufacturing new items is not included either.

- **Emission factor calculation per product category.** The emission factor for each product category (clothes, furniture, EEE, various) is determined by averaging the emission factors of individual product groups within each category. This average is weighted based on the prominence (by weight) of each product group in reuse activities. By calculating an emission factor for each broader category, this methodology enables the estimation of environmental impacts from reuse activities on a large scale. The emission factors per product category can be seen below.

Product group	Emission factor (kg CO_2 -eq avoided / unit of average product)	Emission factor (kg CO_2 -eq avoided / kg of product)
Clothes	3,060	7,625
Furniture	41,637	1,121
Various	3,551	3,059
Electrical appliances	51,925	3,997

- **Equivalency calculations.** The calculator also translates avoided CO_2 emissions into equivalents that are easy to interpret, such as the number of cars taken off the road, trees absorbing CO_2, or emissions per EU inhabitant.
  - The equivalence in terms of trees absorbing CO_2 is based on the CO_2 fixation through photosynthesis of Holm oak (Quercus ilex) and Black pine (Pinus pinaster). Based on this data, a daily CO_2 fixation of 0.020 kg CO_2 is assumed.
  - The equivalence in terms of cars taken off the road is based on the CO_2 emissions of cars powered by fossil fuels. It was assumed that cars circulate 12,000 km per year, consume 7 litres per 100 km, and use 50% diesel and 50% gasoline. Based on this data, daily emissions of 5,74 kg of CO_2 per car are assumed.
  - Finally, the equivalence in terms of average CO_2 emissions per inhabitant in the EU is based on official publications.

Annex 2. Explanation of the methodology for calculating social impacts

The job creation ratios used in this report derive from research conducted by RREUSE. According to RREUSE's estimates, social enterprises active in reuse create on average 70 jobs per 1,000 tonnes collected with a view of being reused. Given the variety of activities in the reuse sector, social enterprises create between 20 and 140 jobs per 1,000 tonnes collected with a view of being reused. Several factors cause these fluctuations, including logistics being used, workforce composition and policies facilitating or hampering work integration. Another key factor is the labour intensity required by different product streams. According to RREUSE's briefing, the job creation figures per product stream can be represented as follows:

- Textile reuse: 20 - 35 jobs / 1,000 tonnes collected with a view of being reused.
- Multihousehold-product reuse: 35 - 70 jobs / 1,000 tonnes
- Electronic and Electrical Equipment reuse: 60 - 140 jobs / 1,000 tonnes

These ratios were used to estimate the current and potential jobs created through reuse activities in regions and countries with reuse targets in place. This annex justifies this choice and provides information on the original methodology that led to such job creation ratios.

Justification of the tool choice

RREUSE's data provides a reliable source for assessing job creation within the reuse sector. This choice is justified by three key factors:

- **Primary source:** RREUSE's figures are based on primary data from social enterprises active in reuse across Europe, ensuring a high level of reliability.

- **Segmented data:** RREUSE's job creation ratios are broken down by product stream (textiles, WEEE, and household products). This segmentation is very valuable as it allows for more precise calculations of the specific impacts of reuse targets covering only one of these streams, instead of relying on generic estimates. When possible, this breakdown has also been used to estimate the job creation potential of general targets, based on each product stream's prominence within the region or country's reuse sector. In cases where such information was not available, the average ratio of 70 jobs per 1,000 tonnes collected with a view of being reused was applied.

- **Focus on social enterprises:** RREUSE's ratios are based on data from social enterprises, which prioritise providing inclusive job opportunities to people distanced from the labour market. This highlights the potential of reuse activities to create inclusive employment within the social economy. Since reuse activities in most regions and countries with reuse targets are primarily led by social enterprises, the emphasis on their labour intensity is particularly relevant.

Explanation of the methodology

RREUSE's research was developed based on the following methodology:

- **Data source:** RREUSE's job creation data is drawn from its member organisations, social enterprises active in reuse across Europe. RREUSE calculated these ratios using data from its 2019 annual member survey and specific data from over 30 individual social enterprises in its network. To better understand job creation ratios and the factors affecting the data, RREUSE also conducted semi-structured interviews with members.

- **Definition of job:** RREUSE's ratios account for overall job contracts, rather than full-time equivalent jobs, as it better represents the number of individuals who receive employment opportunities in the sector, highlighting the sector's social impact.

- **Indicator:** RREUSE's research uses the metric of total job contracts per 1,000 tonnes collected with a view of being reused. This indicator sheds light on the job creation potential of the reuse sector relative to the volume of products managed by reuse operators. In the reuse sector, products are collected for reuse, but not all the items collected make it to being sold after the sorting and preparing-for-reuse processes. This is why RREUSE's study focuses on collected tonnes and tonnes of second-hand products sold or donated.

ENDNOTES

1 Eurostat (2024). Waste statistics. (Available here).

2 Circle Economy (2025). Global Circularity Gap Report. (Available here).

3 Eurostat (2025). Waste statistics – electrical and electronic equipment. (Available here).

4 European Environment Agency (2025). Circularity of the EU textiles value chain in numbers. (Available here).

5 Fraunhofer-Institut für Umwelt-, Sicherheits- und Energietechnik UMSICHT (2018). Resources and greenhouse gas savings through reuse of smartphones and tablets. (Available in German here).

6 WRAP (2017). Valuing our clothes: The cost of UK fashion. (Available here).

7 RREUSE (2021). Job creation in the re-use sector: Data insights from social enterprises. (Available here).

8 Data from work integration social enterprises across 10 European countries shows that about 65% of workers with support needs found employment or further training opportunities after their experience. (Ibid.)

9 European Commission (2017). Report from the Commission to the European Parliament and the Council on the re-examination of the WEEE recovery targets, on the possible setting of separate targets for WEEE to be prepared for reuse and on the re-examination of the method for the calculation of the recovery targets set out in Article 11(6) of Directive 2012/19/EU on WEEE. (Available here).

10 European Commission (2025). Study supporting the evaluation of Directive 2012/19/EU on waste electrical and electronic equipment (WEEE). (Available here)

11 Ibid.

12 It is important to note that some EU countries, such as France and the Netherlands, have already implemented their own EPR schemes for textiles. These existing schemes may inform the EU-wide approach.

13 European Commission (2020). Commission Implementing Decision (EU) 2021/19 of 18 December 2020 laying down a common methodology and a format for reporting on reuse. (Available here).

14 These include, among others, physical shops, online platforms, private gifts, and informal exchanges. The lack of clear definitions can lead to the measurement of different types of activities across the EU.

15 European Economic and Social Committee (2019). Communication on a monitoring framework for the circular economy.

16 The Bellagio Declaration is a set of principles on how to monitor the transition to a circular economy in a way that captures all relevant aspects and involves all relevant parties. The Bellagio Declaration was the result of a collaboration between ISPRA from Italy and the EEA and was guided by an advisory group encompassing EPA Network representatives from Finland, Ireland, Netherlands, Portugal and Slovakia. See EEA and ISPRA (2020), Bellagio Declaration Circular Economy Monitoring Principles, (Available here).

17 Reuse centres are embedded into the broader Flemish waste policy, municipal waste management plans, and EPR schemes, ensuring their role is promoted and aligned with the general policy framework. Specific policies supporting the reuse sector include, among others, partnerships with municipal recycling centers (*Recyparks)* to collect items for reuse and train their staff in adequate collection methods, and the implementation of a reduced VAT rate, 6% instead of 21%, for recognised reuse centres.

18 All reuse operators use uniform weight tables and report data to OVAM.

19 HERWIN itself has outlined a long-term ambition to eventually reach 10 kg per inhabitant.

20 Information collected based on an interview with employees of Brussels Environment and the Intermediate Evaluation Report of the Reuse Roadmap. This report is internal and is not publicly available, but it was shared with the author of this report for additional insights.

21 A key step forward is the revised framework agreement between regional authorities and the RESSOURCES network. The new agreement has streamlined administrative procedures for approving social enterprises and increased financial support, indexing it annually.

22 European Environmental Agency (2022). Early warning assessment related to the 2025 targets for municipal waste and packaging waste: Denmark. (Available here).

23 Aarhus drew inspiration from the 2LIFES project for a number of its reuse initiatives. Moreover, data collection has been funded through the LIFE project Circular Economy Beyond Waste.

24 During that period, limitations on the operation of recycling centres, including reduced opening hours at key facilities like the Sydhavn Recycling Centre and other restrictions, had a significant impact on progress.

25 Rennes Métropole (2022). Plan Stratégique Déchets 2022-2030. (Available here); and Conseil de l'Eurométropole de Strasbourg (2021). Objectif Z. Zéro Déchet, Zéro Gaspi. Plan d'action 2021-2026. (Available in French here).

26 The third PRO for WEEE, Soren, is responsible for solar photovoltaic panels.

27 Up from 0.7% for household WEEE and 1.8% for professional WEEE the previous year.

28 Up from 0.6% and 0.3%, respectively, the previous year.

29 This is based on data provided by Refashion in its annual reports for the years 2017, 2018, and 2020, when the rate of local reuse was estimated at 4,9%, 5,6%, and 5%, respectively, of total reuse. Therefore, based on this data, an average of 5% local reuse was assumed for the years 2014 to 2023.

30 The study was funded under the EPA Research Programme and carried out by the Clean Technology Centre, the Rediscovery Centre, the Community Resources Network Ireland (CRNI), and the Eastern Midlands Waste Region.

31 The EPA survey was used to comply with mandatory reporting under the Commission Implementing Decision (EU) 2021/19, which does not specify whether informal reuse activities should be included in the data submitted to the EU.

32 The Law on Waste and Contaminated Soil for a Circular Economy prohibited the destruction of unsold products such as textiles, electrical appliances, or toys. Such products must first be channelled to reuse and preparing-for-reuse options. The law also requires that 50% of public contracts for the collection, transport, and treatment of second-hand goods be awarded to social enterprises; and it sets waste reduction targets of 13% by 2025 and 15% by 2030, using 2010 as the baseline.

33 For example, BSH, which holds over 25% of the Spanish appliance market, has partnered with the social enterprise network AERESS since 2015 to promote reuse through reverse logistics and professional training. ECOTIC, one of the few PROs that publishes reuse data by WEEE category, partners with social enterprises active in reuse and supports initiatives like the Sustainable Digitalization campaign to increase reuse of small IT devices.

34 Collectief Circulair Textiel is notable for being the first PRO in Europe set up by a non-profit organisation.

35 While the EPR for Textiles Decree does not include specific collection targets, selective collection will be essential to achieve the reuse requirements. Of all the textiles found in household residual waste in the Netherlands in 2021, 19% were reusable. See INVEST-NL (2024), Toward a Dutch Circular Textile Industry: Exploring the Common Thread, (Available here).

36 The legislation places few obligations on PROs for inclusive governance or transparency. The government's approach focuses solely on producer responsibility, allowing producers to determine how to meet targets. As a result, the decision-making processes remain top-down. See Fair Resource Foundation and Minderoo (2023), Let's Reshape EPR, (Available here).

37 That typically includes textiles, WEEE, furniture, household goods (which might include decorations, books, cutlery, and more), or bicycles, among others.

38 Samenwerkingsverband Sociale Tewerkstelling (2018). Sociale tewerkstelling in synergie met de reguliere economie. (Available in Dutch here).

39 This amount reflects increased tax revenue and reduced expenses on unemployment benefits and other social programmes. The term "net profit" is used because it accounts for the costs of public subsidies currently given to social enterprises in Flanders.

40 While this is the interpretation given to the target by the sector, and the way the target is expressed in the Circular Wallonia strategy, it must be noted that the Walloon Waste-Resources Plan initially led to confusion, as there was also a reference to separately collecting 8 kg of bulky waste per capita through municipal sites. It is unclear whether that was an error or whether public authorities actually referred to two separate targets.

41 The target is aligned with Commission Implementing Decision (EU) 2021/19, which means that five specific product categories are included: textiles, WEEE, furniture, construction materials, and "other products for which measures are introduced". The latter includes other products such as household goods, bicycles, paint, and tyres.

42 This target is based on data from Recupel, the PRO responsible for WEEE in all of Belgium. However, it only applies to activities by social enterprises active in reuse.

43 This indicator is based on data from Recupel, the PRO responsible for WEEE in all of Belgium. Differently from Flanders, this target applies to preparing for reuse both through social enterprises and some actors of the private sector.

44 This target is based on the quantity (by weight) of used products which have been reused or prepared for reuse during the year considered, compared to the quantity (in weight) of products placed on the market during the previous year.

45 This analysis is based on data from Ecosystem's 2022 annual report, assumed to be representative of both PROs.

46 Study by Backmarket, using data from AERESS, not currently available online. This estimate was based on EU data, which indicates that approximately 25% of WEEE has reuse potential, combined with job creation figures provided by AERESS.

47 This indicator is based on data from Valumat, the PRO for mattresses in Belgium. However, only the reuse of mattresses that takes place through social enterprises is counted toward the target.

48 This estimate is based on RREUSE's range of 35-70 jobs per 1,000 tonnes of multi-household goods collected for reuse and the assumption that reuse rate will stand at around 15%.

49 This indicator is based on data from Valumat, the PRO for mattresses in Belgium. However, only the reuse of mattresses that takes place through social enterprises is counted toward the target.

50 Branchevereniging Kringloop Nederland (2024). BKN provides input on Circular Textile Policy. (Available here).

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