



Wigan Local Development Framework

Waste

Evidence Review

June 2009

**Wigan Council
Environmental Services**

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<u>Planning for Biodiversity and Geological Conservation: A Good Practice Guide</u>	National Planning Policy
<u>PPS10: Planning for Sustainable Waste Management</u>	National Planning Policy

Table A1	
Title	EU Directive on the Landfill of Waste (99/31/EC)
Proponent body	European Community
Status (e.g. statutory, non-statutory)	Statutory
Date produced	April 1999
Why is it relevant to the Local Development Framework?	
<p>Council Directive 99/31/EC of 26 April 1999 on the landfill of waste entered into force on 16.07.1999. The deadline for implementation of the legislation in the Member States was 16.07.2001.</p> <p>The objective of the Directive is to prevent or reduce as far as possible negative effects on the environment from the landfilling of waste, by introducing stringent technical requirements for waste and landfills.</p> <p>The Directive is intended to prevent or reduce the adverse effects of the landfill of waste on the environment, in particular on surface water, groundwater, soil, air and human health.</p> <p>It defines the different categories of waste (municipal waste, hazardous waste, non-hazardous waste and inert waste) and applies to all landfills, defined as waste disposal sites for the deposit of waste onto or into land. Landfills are divided into three classes:</p> <ul style="list-style-type: none"> • landfills for hazardous waste; • landfills for non-hazardous waste; • landfills for inert waste. 	
Key messages, requirements, objectives	
To prevent or reduce the adverse effects of the landfill of waste on the environment, in particular on surface water, groundwater, soil, air and human health	
Opportunities	
Issues / Constraints	
•	
How could the Local Development Framework respond	
•	
Implications for the sustainability appraisal	
Appraisal framework must ensure waste generated is reduced and is only sent to landfill as a last resort. Waste should be a headline sustainability objective.	
Cross references (General)	Cross Reference (Topic Reviews)
<ul style="list-style-type: none"> • Study on the implementation of Directive 1999/31/EC on the landfill of waste in the EU-15 <ul style="list-style-type: none"> ○ Report ○ Annexes • Waste Management Options and Climate Change • Economic Valuation of Environment Externalities from Landfill Disposal and Incineration of Waste 	

Table B1	
Title	Waste Strategy for England 2007
Proponent body	DEFRA
Status (e.g. statutory, non-statutory)	Non-statutory
Date produced	May 2007
Why is it relevant to the Local Development Framework?	
<ul style="list-style-type: none"> • Describes the vision for managing waste and resources better and sets out the changes needed to deliver more sustainable development. • Signals the intention to increasingly put waste to good use through recycling, composting or using it as a fuel. • Intention to monitor progress towards achievement of goals and keep them under review. • Brings in new targets for recycling and composting of household waste and for recovery of municipal waste since Waste Strategy 2000. 	
Key messages, requirements and objectives	
<ul style="list-style-type: none"> • Need to decouple waste growth from economic growth. • Meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste. • Increase diversion from landfill of non-municipal waste. • Secure investment in infrastructure needed to divert waste from landfill. • Get greatest environmental benefit from investment through increased recycling of resources and recovery of energy. 	
Opportunities	
New approach to waste management needs to be enshrined in Local Development Framework policies and allocations.	
Issues and constraints	
How could the Local Development Framework respond?	
Local Development Framework needs to include provisions aimed at incorporating the new approach to Waste Management planning into policy.	
Implications for the sustainability appraisal	
Appraisal framework will promote the waste hierarchy.	
Cross references (General)	Cross references (Topic Reviews)

Table B2	
Title	Waste not, Want not
Proponent body	Strategy Unit, The Cabinet Office
Status (e.g. statutory, non-statutory)	Non-statutory
Date produced	November 2002
Why is it relevant to the Local Development Framework?	
<p>The Strategy Unit was tasked at the end of 2001 with carrying out a review of the Waste Strategy in England.</p> <p>The aim of this review has been:</p> <ul style="list-style-type: none"> to analyse the scale of the challenge posed by growing quantities of municipal household waste; to assess the main causes and drivers behind this growth now and in the future; and to devise a strategy, with practical and cost-effective measures for addressing the challenge, which will put England on a sustainable path for managing future streams of household waste. 	
Key messages, requirements and objectives	
<ul style="list-style-type: none"> Need to break the link between economic growth and increased waste. Government will set statutory performance targets for local authority recycling in England. Need to develop new and stronger markets for recycled materials. Producers must expect to arrange for recovery of their products. We need to act now to reduce waste growth and recycle more. The aim of policy should be to secure future prosperity whilst reducing harm to the environment. 	
Opportunities	
<ul style="list-style-type: none"> Strategy deals principally with household waste which is dealt with through the Councils role as waste collection and waste disposal authority. However, its role as waste planning authority needs to reflect the approaches to waste management put forward which is expressed through the Local Development Framework. This report sets out how these principles can be put into practice. It puts waste reduction, re-use and recycling at the forefront of its reform package together with creating the right environment and new institutional structures to deliver change. Other countries have shown that waste can be tackled more sustainably. Implementation of the strategy would enable England to match best practice in other countries and at lower cost. 	
Issues and constraints	
<ul style="list-style-type: none"> England has a growing waste mountain. The way England manages its waste harms the environment and squanders resources. 	
How could the Local Development Framework respond?	
<p>Core Strategy needs to take account of these general principles.</p> <p>Specific policy responses and site allocations will be taken up in the Joint Waste Development Plan Document.</p>	
Implications for the sustainability appraisal	
Appraisal framework will promote the waste hierarchy.	
Cross references (General)	Cross references (Topic Reviews)

Table B3	
Title	Household Waste Recycling Act
Proponent body	HM Government
Status (e.g. statutory, non-statutory)	Statutory
Date produced	October 2003
Why is it relevant to the Local Development Framework?	
Makes arrangements for the separate collection, composting and recycling of household waste.	
Key messages, requirements and objectives	
<ul style="list-style-type: none"> • The need for local authorities to separately collect at least two types of household waste. • The need to report on its performance in meeting its recycling and composting standards. 	
Opportunities	
<ul style="list-style-type: none"> • Will help to lead to reduced requirement for landfill sites. 	
Issues and constraints	
<ul style="list-style-type: none"> • Increased requirement for sites/facilities for waste management processing e.g. composting, recycling recovery etc. 	
How could the Local Development Framework respond?	
<ul style="list-style-type: none"> • By the identification of such sites. 	
Implications for the sustainability appraisal	
Provides background information.	
Cross references (General)	Cross references (Topic Reviews)

Table B4	
Title	Waste: Policy Position Statement
Proponent body	Campaign to Protect Rural England
Status (e.g. statutory, non-statutory)	
Date produced	
Why is it relevant to the Local Development Framework?	
<p>CPRE believes waste policy should be governed by a waste hierarchy which places in order of priority waste minimisation, re-use and recycling and, lastly, disposal by incineration and landfill. The Government's Waste Strategy 2000 aims to reduce the volume of waste produced and to increase recycling, composting and re-use (which includes incineration), with energy from burning waste providing heat and power. In response to the EU Landfill Directive, the waste strategy aims to reduce the amount of biodegradable waste disposed in landfill sites.</p> <p>CPRE supports this, but so far the strategy has not been effective in delivering results. There is an urgent need to do more to prioritise waste reduction, minimisation and reuse. Under the targets set in the waste strategy, one-third of municipal waste could still end up being incinerated and one-third sent to landfill, with unacceptable environmental impacts.</p>	
Key messages, requirements, objectives	
Opportunities	
To deliver change	
<ul style="list-style-type: none"> • the Government needs to provide strong leadership to ensure that waste reduction is seen as a priority by local government, business and individuals. It should set challenging targets for waste minimisation to complement the existing statutory recycling targets; • the provision of new landfill sites and waste incineration plants should be strictly limited, and dependent on the relevant local authorities having achieved demanding targets for waste reduction and recycling. Provision should happen only after waste disposal options further up the waste hierarchy have been exploited. Landfilling and incineration should no longer be viewed as the acceptable default option where recycling ventures have failed; • the Government should significantly and progressively increase the landfill tax as a necessary economic incentive to reducing landfill, with the proceeds used to support waste minimisation programmes. The tax should be broadened to include waste • incineration. Other economic incentives should be examined to send the right price signals, such as enabling local authorities to charge for waste collection on the basis of the weight of rubbish collected; and • the planning and development of new houses and flats provides a crucial opportunity to install recycling facilities at the outset and to ensure that houses and flats can be served by doorstep collections. Similar consideration should be given to the design of commercial properties. 	
Issues / Constraints	
How could the Local Development Framework respond	
Implications for the sustainability appraisal	
Provides background information.	
Cross references (General)	Cross references (Topic reviews)

Table B5	
Title	Waste Strategy for England 2007
Proponent body	DEFRA
Status (e.g. statutory, non-statutory)	Statutory
Date produced	May 2007
Why is it relevant to the Local Development Framework?	
<p>This waste strategy and its Annexes, together with Planning Policy Statement 10 <i>Planning for Sustainable Waste Management</i> (PPS10) is part of the implementation for England of the requirements within the Framework Directive on Waste, and associated Directives, to produce waste management plans. These are the national level documents of a tiered system of waste planning in England, which together satisfies the requirements of the various Directives. At regional level there are Regional Spatial Strategies (RSSs), and at local level, development plan documents.</p> <p>The requirement for waste management plans in these directives is partly transposed by section 44A of the Environmental Protection Act 1990 (inserted by the Environment Act 1995). Section 44A requires the Secretary of State to produce, and modify from time to time, a national waste strategy in respect of England.</p> <p>This strategy (and its Annexes) is also a strategy for dealing with waste diverted from landfill in England, as required by the Landfill Directive.</p> <p>There is a particular requirement in the Waste Framework Directive for the waste management plan to identify suitable disposal sites or installations. PPS10 sets out relevant national policies for waste management facilities, including location criteria to inform local planning policy and planning decisions. Local planning authorities in England are reminded of their obligation under the Waste Management Licensing Regulations 19945 to produce detailed policies in respect of suitable disposal sites or installations for waste management purposes when producing local development documents, and also their obligation to have regard to national policies and to this strategy. PPS10 provides that local planning authorities should, among other things, identify in development plan documents sites and areas suitable for new or enhanced waste management facilities for the waste management needs of their areas, and, in particular, allocate sites to support the pattern of waste management facilities set out in the Regional Spatial Strategy (in accordance with the broad locations identified in the RSS).</p> <p>This White Paper replaces the previous waste strategy for England (<i>Waste Strategy 2000</i>).</p>	
Key messages, requirements and objectives	
<p>The Government's key objectives are to:</p> <ul style="list-style-type: none"> • decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use; • meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020; • increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste; • secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and • get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies. 	
Opportunities	
<ul style="list-style-type: none"> • provide stronger incentives for businesses, local authorities and individuals to reduce waste; • encourage much greater consideration of waste as a resource through increased emphasis on re-use, recycling and recovery of energy from waste; • make regulation more effective so that it reduces costs to compliant businesses and the regulator while preventing illegal waste activity; • target action on materials, products and sectors with greatest scope for improving environmental and economic outcomes; 	

- stimulate investment in collection, recycling and recovery infrastructure, and markets for recovered materials that will maximise the value of materials and energy recovered;
- ensure that, if our waste is recycled overseas, it makes an environmentally sound contribution to reducing demand for global resources;
- improve national, regional and local governance, with a clearer performance and institutional framework to deliver better coordinated action and services on the ground; and
- increase the engagement of business and the public by communicating and supporting the changed behaviour needed by all us – with Government taking a lead.

Issues and constraints	
How could the Local Development Framework respond?	
It remains vital that local development frameworks look forward for a sufficient period, fully acknowledging the reduced dependence on landfill which will be necessary in future and making adequate provision for all types of infrastructure, with specific, suitable sites identified in the plans.	
Implications for the sustainability appraisal	
Appraisal framework will promote the waste hierarchy and attempt to break the link between economic growth and waste generation.	
Cross references (General)	Cross references (Topic Reviews)

Table C1	
Title	Regional Waste Strategy for the North West
Proponent body	North West Regional Assembly
Status (e.g. statutory, non-statutory)	Statutory
Date produced	September 2004
Why is it relevant to the Local Development Framework?	
<p>The North West Regional Assembly is required to produce a Regional Waste Strategy to assist local authorities, businesses, the waste management industry, households and community organisations through this period of radical change.</p> <p>The strategy aims to contribute to the sustainable development of the North West region by developing waste management systems that will reduce waste generation, lessen the environmental impacts of waste production, improve resource efficiency, stimulate investment and maximise the economic opportunities arising from waste in line with specific targets. This Strategy also underpins the development of land use planning policies as set out in the Partial Review of Regional Planning Guidance for the North West (RPG13).</p>	
Key messages, requirements and objectives	
<ul style="list-style-type: none"> • Ensure that the waste management systems to be developed are in accordance with the principles of sustainable development and integrated waste management by: • Reducing waste produced in the region • Maximising the reuse of waste products • Recycling and composting waste • Recovering value (in the form of energy) from waste that is not recycled. • Maintaining sufficient landfill capacity for the disposal of final residues following treatment and recovery. • Provide a clear framework for the future development of waste management and to support Local Authority Municipal Waste Management Strategy and private investment decisions. • Ensure that planning policy is consistent with and contributes to the overall aims of the National Waste Strategy and the Regional Waste Management Strategy for the North West. 	
Opportunities	
<ul style="list-style-type: none"> • Maximise the opportunities for North West businesses arising from sustainable waste management, including the not-for-profit sector. 	
Issues and constraints	
<ul style="list-style-type: none"> • There are significant environmental and social costs for the region associated with the increasing amount of waste being produced each year. • Development of the economy has led to a 'throw away' society relies heavily on natural resources and produces significant quantities of waste; • The strategy will require additional land for landfill to be identified by local authorities. Therefore increasing pressure on other spatial and land use considerations i.e. facilities for the treatment of commercial and industrial waste should be close to source. • Achieving sustainable waste management requires strong partnership working i.e., with private developers etc to ensure recycling of waste becomes a priority. 	
How could the Local Development Framework respond?	
<ul style="list-style-type: none"> • Development of development plan documents to be in accordance with the strategy and ensure sustainable development and living patterns can be developed through planning policy to deliver the objectives of the strategy. 	
Implications for the sustainability appraisal	
For the SEA/ SA framework objectives to have full regard to the principles of the Waste Strategy.	
Cross references (General)	Cross references (Topic Reviews)

Table C2	
Title	<u>Study to fill Evidence Gaps for Commercial & Industrial Waste Streams in the North West Region of England</u>
Proponent Body	North West Regional Technical Advisory Board
Status (e.g. statutory, non-statutory)	Non-statutory
Date produced	June 2007
Why is it relevant to the Local Development Framework ?	
<ul style="list-style-type: none"> • A survey of commercial and industrial waste arisings in the North West of England, to generate data which can inform the need for new regional and sub-regional waste facilities, the development of waste planning strategies and to inform waste planning decisions. • Provides key information on waste arisings for the GM Joint Waste DPD, in particular. 	
Key messages, requirements and objectives	
<p>Headlines: 7,532,289 tonnes total regional arising, of this:</p> <ul style="list-style-type: none"> • 27% non-metallic wastes • 24% mixed wastes • 19% chemical waste • and 47% is recycled • min 29% is landfilled 	
Opportunities	
<ul style="list-style-type: none"> • The data generated shows a significant opportunity to increase both recycling of and energy recovery from commercial and industrial waste. For instance, a further 3.3 million tonnes has been identified as either recyclable or potentially recyclable. 	
Issues and constraints	
How could the Local Development Framework respond?	
<ul style="list-style-type: none"> • By using the data to help identify the waste management facilities required and allocating sites and areas for such facilities. 	
Implications for the sustainability appraisal	
Cross references (General)	Cross references (Topic Reviews)

Table C3

Title	<u>Study to fill the evidence gaps for construction, demolition and excavation waste streams in the North West Region of England</u>
Proponent Body	North West Regional Technical Advisory Body for Waste and the North West Minerals and Waste Planning Authorities
Status (e.g. statutory, non-statutory)	Non-statutory
Date produced	July 2007

Why is it relevant to the Local Development Framework ?

- This report was commissioned by the North West Regional Technical Advisory Board for Waste (NWR TAB) and the North West Minerals and Waste Planning Authorities to provide regional, sub-regional and local information on the amounts of construction, demolition and excavation wastes (CDEW) produced and managed in the North West of England in 2006.
- The data should be used to develop strategic plans and local development frameworks, as well as a numerical context to planning applications and appeals.

Key messages, requirements and objectives

Operators that generate arisings	Regional estimate ¹	Operators that process / handle / transport arisings	Regional estimate ¹	Operators that dispose of arisings	Regional estimate ¹
Demolition contractors	No data	Crushers and screens	5,168,157	Landfill sites	4,113,878
House builders	183,245	Composters	44,500	Registered Exempt Sites ³	3,438,940
Highways works	27,500	MRFs and WTSs	3,357,349	Quarries	1,499,436
Land regeneration firms	No data	Registered Exempt Sites ³	3,438,940		
Land remediation firms	No data	Rail ballast recyclers	436,000		
Ports and harbours	<25,000	Skip hire operators	No data		
Power stations ²	>5,000,000	Quarries	1,499,436		
Pre-cast concrete manufacture	3,957,360				
Quarries	1,499,436				

All figures are in tonnes
 No data means that due to the low response rate received from this operator group, data is not presented for them
 Some operators (e.g., quarries) generate, process and dispose of CDEW and so appear in all three sections
¹ Regional estimate is the mean regional estimate of CDEW arisings or waste handled for all types of waste
² Only one power station reported producing and handling relevant waste, so data is not presented
³ Data presented for all types of RES surveyed. There was 1,510,788 tonnes of waste received at Paragraph 9 and 19 RESs

Opportunities

- The study provides reliable information on construction, demolition and excavation waste streams and projects them into the future to allow for provision to be made for the treatment of such waste in a sustainable manner.

Issues and constraints

How could the Local Development Framework respond?

- By using the data to help identify the waste management facilities required and allocating sites and areas for such facilities.

Implications for the sustainability appraisal	
Cross references (General)	Cross references (Topic Reviews)

Table E1	
Title	Wigan Municipal Solid Waste Management Strategy
Proponent body	Wigan Council
Status (e.g. statutory, non-statutory)	Non-statutory
Date produced	October 2006
Why is it relevant to the Local Development Framework?	
<p>Provides a framework for managing municipal solid waste between now and 2020.</p> <p>Sets out how the Borough intends to manage waste arisings within the context of the waste management hierarchy.</p> <p>Authorities must now meet statutory recycling and composting targets for waste from households by 2006 and must progressively reduce the amount of biodegradable municipal waste (BMW) landfilled each year between 2005 and 2020. Additionally, the tax on landfilling waste is likely to almost double in the next six years.</p>	
Key messages, requirements and objectives	
<p>Objectives are to:</p> <ul style="list-style-type: none"> • Promote home composting of green and kitchen waste. • To undertake a comprehensive waste education and awareness programme. • Promote the authorised recycling and disposal of commercial waste. • Promote waste minimisation and recycling in schools, council buildings, depots and businesses • Increase the number of 'bring' recycling sites in the Borough to 150. • Provide 80,000 properties with kerbside collection of garden waste by the end of 2006 • All suitable properties to be provided with the following recycling collections by the end of 2009: <ul style="list-style-type: none"> • Fortnightly collection of dry recyclables such as plastics, glass, cans and paper • Fortnightly collection of green waste (for properties generating green waste) • Improve existing Household Waste Recycling Centres to increase accessibility to recycling for residents and investigate an additional Recycling Centre in the Borough • Maximise cost-effective recycling and composting of waste before utilising residual waste management technology • Utilise residual waste treatment technology (either Energy from Waste or Mechanical Biological Treatment) to meet the medium to long term requirements of the Borough under the Landfill Allowance Trading Scheme. 	
Opportunities	
<ul style="list-style-type: none"> • Increased recycling will reduce landfill site requirements and could open up new markets for recycled goods. • Energy from Waste could promote income stream from sale of energy. 	
Issues and constraints	
<ul style="list-style-type: none"> • Need to identify sites for waste management facilities. • Penalties incurred if biodegradable municipal waste is not diverted away from landfill to meet targets. • Resistance to increased recycling by the public. 	
How could the Local Development Framework respond?	
<ul style="list-style-type: none"> • Joint Waste Development Plan Document will identify sites and locations for waste management facilities. 	
Implications for the sustainability appraisal	
<ul style="list-style-type: none"> • Appraisal framework and baseline information to take account of the targets and indicators highlighted in the document. • Ensure waste hierarchy is promoted through the objectives and criteria of the appraisal 	

framework.

Cross references (General)

Cross references (Topic Reviews)

Table E2	
Title	Wigan Municipal Solid Waste Management Strategy Draft Revision
Proponent body	Wigan Council
Status (e.g. statutory, non-statutory)	Non-statutory
Date produced	November 2008
Why is it relevant to the Local Development Framework?	
<p>Provides a framework for managing municipal solid waste between now and 2020.</p> <p>Sets out how the Borough intends to manage waste arisings within the context of the waste management hierarchy.</p> <p>Authorities must now meet statutory recycling and composting targets for waste from households by 2006 and must progressively reduce the amount of biodegradable municipal waste (BMW) landfilled each year between 2005 and 2020. Additionally, the tax on landfilling waste is likely to almost double in the next six years.</p>	
Key messages, requirements and objectives	
<p>The 2006 Strategy has been revised to take account of the national plan entitled, 'Waste Strategy for England 2007'. This Government plan sets targets for Councils to achieve for the recycling and disposal of household rubbish. Much of what Wigan Council proposed was already in line with the Government plan but the new targets required the council to make some changes</p>	
Opportunities	
<p><u>Summary of changes from the 2006 plan</u></p> <p>Changes to the 2006 targets:</p> <ul style="list-style-type: none"> • The 2006 strategy ended in 2020, the revised strategy will run until 2030. • Targets for recycling and composting were set at 33% by 2015 and 50% by 2020. In line with government targets these are now 45% by 2015 and 50% by 2020. • Recovery targets have been amended. The 2006 strategy set recovery targets for rubbish at 67% by 2015. This remains but an additional target of 75% by 2020 has been added. <p>Other changes include differences to the type and range of materials collected and changes to the Household Waste Recycling Centres including an increase in the recycling and composting targets from such centres to 70% by 2013.</p>	
Issues and constraints	
<ul style="list-style-type: none"> • Need to identify sites for waste management facilities. • Penalties incurred if biodegradable municipal waste is not diverted away from landfill to meet targets. • Resistance to increased recycling by the public. 	
How could the Local Development Framework respond?	
<ul style="list-style-type: none"> • Joint Waste Development Plan Document will identify sites and locations for waste management facilities. 	
Implications for the sustainability appraisal	
<ul style="list-style-type: none"> • Appraisal framework and baseline information to take account of the targets and indicators highlighted in the document. • Ensure waste hierarchy is promoted through the objectives and criteria of the appraisal framework. 	
Cross references (General)	Cross references (Topic Reviews)

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