

Replacement Local Development Plan 2018-2033

Background Paper

## **BP44: Population change, housing and health/primary care impact**



**Deposit Plan**

**December 2025**



**Mae'r ddogfen hon ar gael yn Gymraeg hefyd.**

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## Contents

1	Introduction .....	4
2	National and regional guidance.....	4
3	Health services in Conwy County Borough .....	6
4	Population growth during RLDP period .....	8
5	Planning obligations.....	10
6	West RLDP strategy area: Llanfairfechan, Penmaenmawr and Dwygyfylchi .....	11
7	Creuddyn RLDP strategy area: Llandudno, Penrhyn Bay, Deganwy, Llandudno Junction, Conwy and Glan Conwy .....	13
8	Central RLDP strategy area: Rhos on Sea, Colwyn Bay, Old Colwyn, Mochdre and Llysfaen .....	16
9	East RLDP strategy area: Abergele, Towyn, Kinmel Bay and Llanddulas .....	18
10	Rural RLDP strategy area: (Llanrwst and South of coastal belt).....	19
11	RLDP policy approach .....	21
12	Conclusion .....	21

## 1 Introduction

- 1.1 This is one of a series of Background Papers accompanying the Replacement Local Development Plan (RLDP). When the Council publishes its Deposit Plan, it must also explain how the policy has been formulated based on the evidence base available to the Council at the time.
- 1.2 Close working with Betsi Cadwaladr University Health Board (BCUHB) has taken place to prepare this paper. A Statement of Common Ground has also been prepared.
- 1.3 The purpose of this background paper is to detail the RLDP growth options, the potential impact on health services and to outline the policy and approach towards mitigation.

## 2 National and regional guidance

- 2.1 [Planning Policy Wales \(PPW\)](#) sets out the land use planning policies of the Welsh Government. Para 4.3.21 of PPW states that the sequential (town centres first) approach to site selection will be required for various uses including healthcare. The paragraph also notes that there may be specific accessibility requirements for this use to be able to be located close to the community served.
- 2.2 The Welsh Government plan [A Healthier Wales: Our Plan for Health and Social Care](#) (updated November 2022) outlines the strategic vision for BCUHB. It specifies the following measures to provide for anticipated growth and challenges the Health Board will face:
  - Development of cluster based services creating economies of scale supporting the delivery enhanced services.
  - A focus on health and wellbeing – delivered in partnership with local authority and third sector colleagues aimed at reducing the ‘burden’ of health through supporting residents to lead healthier lifestyles.

- Evidence based medicine – delivered through more efficient use of resources. Increased efficacy, higher quality and better resource application help expand capacity in health systems.
- Use of remote care and technology – even before Covid-19 the Health Board was working towards a greater dialogue with the public via telephony and remote based consultations. These include e-triage where patients can outline their needs using online software, phone first and 111 programmes that look to triage and divert to the right part of the health system reducing unnecessary footfall.
- Estates footprint - where possible the Health Board works with GP practices on the development of new premises and the improvement of existing premises. Through clusters it encourages practices to work together (including taking the opportunity to co-locate with other practices and other primary care services). This will support practices to offer an extended and more flexible range of services to their patients.
- Look to increase capacity via a community asset based approach alongside a review of surgery catchment areas and patient lists in agreement with respective practices. BCUHB will work closely with the local authority, public bodies and communities to utilise public building assets and increase health capacity provision and services.
- CCBC, in conjunction with BCUHB, will seek to secure Section 106 financial contributions where appropriate and subject to the CIL Regulations, to support the provision of health care accommodation requirements.

2.3 The Well-being of Future Generations (Wales) Act 2015 places a statutory requirement on each Public Services Board to produce a Local Well-being Plan for their area. The objective of the [Conwy and Denbighshire Well-being Plan \(2023-2028\)](#) is to make Conwy and Denbighshire a more equal place with less deprivation. This paper links with the Well-being theme, which states: Communities are happier, healthier and more resilient in the face of challenges, such as the Climate Change and Nature Emergency, or the rising cost of living. Ensuring equal access to healthcare is part of this theme.

### **3 Health services in Conwy County Borough**

- 3.1 BCUHB provides primary, community, mental health and acute hospital services for the population of North Wales. There are three main hospital sites at Ysbyty Gwynedd in Bangor, Glan Clwyd Hospital in Bodelwyddan and Wrexham Maelor Hospital. There are several community hospitals, including Abergele, Llandudno and Colwyn Bay. They are also responsible for community hospitals, health centres, clinics, mental health units, community teams, GP practices and other NHS services provided by dentists, opticians and pharmacist for all of North Wales, including Conwy CB.
- 3.2 Conwy is split into two Primary Care Cluster areas: Conwy East and Conwy West. There are 20 GP surgeries in the County Borough (including branch surgeries), with 116,864 patients registered.

**Figure 1: table showing current GP provision in Conwy County Borough (2021-22)**

Source: Patients Registered at a GP Practice, Welsh Government

GP surgery details	Settlement	Patient numbers
<b>Total registered</b>	<b>Conwy County Borough</b>	<b>116,864</b>
Plas Menai Surgery	Llanfairfechan	7,462
Llys Meddyg & Gyffin	Conwy	6,952
Bodreinallt	Conwy	7,011
*The Surgery	Llandudno Junction	
Lonfa Surgery	Llandudno Junction	2,323
*The Surgery	Glan Conwy	
The Medical Centre	Penrhyn Bay	6,248
*Medical Centre	Deganwy	
West Shore Surgery	Llandudno	2,227
Mostyn House Medical Practice	Llandudno	9,400
Craig y Don Medical Practice	Llandudno	11,951
Rysseldene Surgery	Colwyn Bay	8,108
Rhoslan Surgery	Colwyn Bay	9,780
Cadwgan Surgery	Old Colwyn	11,982
Gwrych Medical Centre	Abergele	16,065
*Meddygfa Cae Glas	Llanfairtalhaearn	
Kinmel Bay Medical Centre	Kinmel Bay	6,557
Meddygfa Uwchaled Medical Practice	Cerrigydruddion	2,341
Meddygfa Gwydir	Llanrwst	5,557
Meddygfa, Ffordd Gethin	Betws y Coed	2,731

\* Branch surgery

3.3 The Health Board has highlighted the following key population pressures facing Conwy County Borough:

- Growth – through expanding households, residential developments and economic growth
- Ageing population structure – our population is living longer but there is a challenge between living longer and living longer in good health. The County of Conwy will have the second oldest population of any county in Wales.
- Number of residents living with long term conditions.

## 4 Population growth during RLDP period

4.1 Growth option 4 is the option proposed in the Deposit RLDP. Please see Background Paper 1 for more details. The table below shows a general summary of the estimated population change across the County Borough.

**Figure 2: table showing projected growth during RLDP**

Sources: 2018-based projections, Conwy CBC; 2018 mid-year population estimates, ONS; 2018 household estimates, Welsh Government; jobs density figures, ONS.

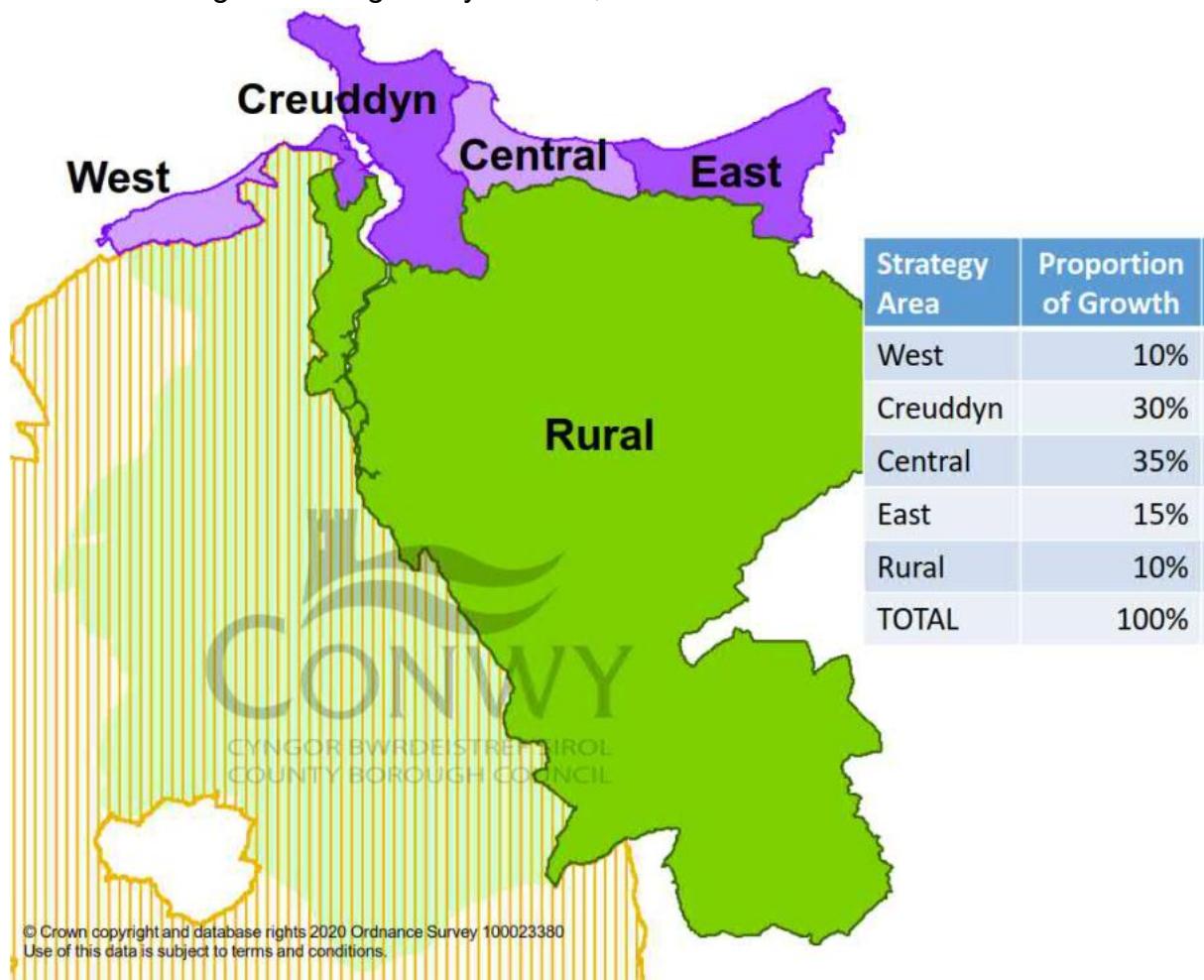
Impact indicator	Totals 2018	Potential change/impact of preferred option 2018-2033
<b>Projection</b>		
<b>Population</b>	114,400	4,950
<b>Households</b>	52,750	3,350
<b>Population structure</b>		
<b>Pre school age (0-4)</b>	5,350	-400
<b>Primary school age (5-10)</b>	7,350	-850
<b>Secondary school / FE places (11-17)</b>	8,400	400
<b>Working age population*</b>	65,050	1,350
<b>Aged 75-84</b>	10,050	3,150
<b>Aged 85+</b>	4,500	2,050

4.2 The RLDP establishes a spatial distribution strategy for population growth in the area, which guides growth to sustainable locations. The plan area has been split into the following areas, and new housing development will be

guided according to the level of growth for each area: West, Creuddyn, Central, East and Rural (see map below).

**Figure 3: map showing RLDP strategy areas**

Source: Strategic Planning Policy Service, CCBC



4.3 The table below shows the projected population growth split by these strategy areas, according to the spatial distribution strategy of the RLDP:

**Figure 4: table of projected population increase by RLDP spatial area (2018-33)**

Source: 2018-based projections, Conwy CBC; 2018 mid-year population estimates, ONS; 2018 household estimates, Welsh Government; jobs density figures, ONS

RLDP strategy area	% of growth	Population increase	No dwellings
<b>West</b> Llanfairfechan, Penmaenmawr, Dwygyfylchi	10	495	360
<b>Creuddyn</b> Llandudno, Penrhyn Bay, Deganwy, Llandudno Junction, Conwy	30	1,480	1,080
<b>Central</b> Colwyn Bay, Rhos on Sea, Mochdre, Old Colwyn, Llysfaen	35	1,725	1,260
<b>East</b> Abergele, Towyn, Kinmel Bay, Llanddulas	15	740	540
<b>Rural</b>	10	495	360
<b>RLDP plan area total</b>	<b>100</b>	<b>4,935</b>	<b>3,600</b>

4.4 The new housing to accommodate this estimated growth in population will come from a variety of sources:

- sites already with planning permission;
- allocated sites;
- homes already built since 2018 (start of the RLDP period);
- windfall sites, which are sites estimated to come forward on unallocated sites during the Plan period.

4.5 It should be remembered that not all the residents from new sites will be new patients. Some will already be living locally and therefore, registered with a GP surgery.

## 5 Planning obligations

5.1 Where major residential developments (whether on allocated or windfall sites) are likely to cause or exacerbate capacity issues at local health services,

financial contributions will be sought to help address these matters. Financial contributions towards health can be collected in the form of a S106 planning obligation. In order for a planning permission to be granted, the S106 will need to be signed. The CIL Regulations place restrictions on the pooling of financial contributions from planning, where we can only seek the same obligation 5 times. In locations with significant capacity issues in health services, this must be considered at an early stage in discussion with GP surgeries and the Health Board to ensure that S106 contributions are collected lawfully.

- 5.2 The financial contribution requested would need to be evidenced appropriately to meet the CIL Regulations and other planning requirements. Regulation 122 (2) states that an obligation sought must be:
  - I. Necessary to make the development acceptable in planning terms;
  - II. Directly related to the development; and
  - III. Fairly and reasonably related in scale and kind to the development.
- 5.3 For seeking an obligation towards GP facilities, it must be demonstrated that there is a capacity issue due to the physical infrastructure (not staffing) and a funding gap that no other sources can cover. Any obligation sought will need to link to the proposed development, and cannot be used to remedy an existing deficiency.
- 5.4 We are proposing a site threshold of 50+ dwellings is set where it would be possible to seek a financial contribution from developers to increase capacity in local health services, if required, as a direct result of that new development. The amount to be sought will be calculated based on the estimated number of new patients resulting from the development. The detail for this calculation will be set out in Supplementary Planning Guidance to accompany the RLDP.

## **6 West RLDP strategy area: Llanfairfechan, Penmaenmawr and Dwygyfylchi**

- 6.1 The RLDP plans for 10% of the new housing to be in the West strategy area. Over the whole Plan period (2018-33), 360 new homes are planned. Some of these will be built already (completions). The remainder will be from newly

allocated sites, committed sites (already with planning permission) and windfall sites. Splitting the population projections from Table 1 above for this area based on 10% results in an estimated 495 new residents to the area.

6.2 The table below shows site details of the various sources of new homes for the West. The Strategic Site allocation at Llanfairfechan provides the majority of future residential development in this area.

**Figure 5: RLDP residential sites in the West strategy area**

Source: Strategic Planning Policy Service, CCBC

Site	Status	Dwellings
Completions for West	Various sites already built during RLDP period	84
Strategic site allocation, Llanfairfechan	Allocation	145
Other allocations (West area)	Pipeline site (planning application 0/51305)	56
Windfall for West	Various sites to end of plan period	75
Bluen Goch, Dwygyfylchi	Under construction. Forecast for completion in the next year.	20
Conway Road, Penmaenmawr	Under construction. Forecast for completion in the next year.	14

6.3 The table below shows the two GP surgeries that serve the West strategy area and whether any additional residents can be accommodated on existing sites.

**Figure 6: GP provision, capacity and mitigation required in the West**

Source: BCUHB

GP surgery	Building constraints
Plas Menai Surgery, Llanfairfechan	Indications are that the additional anticipated demand can be accommodated within existing site. Use of voids in current building can be used if necessary.
Llys Meddyg, Meddygfa Gyffin and Bodreinallt surgeries, Conwy	A Strategic Outline Case for a new Conwy West Health & Wellbeing Hub was approved by Welsh Government in January 2023 with an Outline Business Case currently in development and scheduled for submission to the WG Integrated Rebalancing Care Fund by the end of 2023/24.  This scheme is intending to deliver integrated Primary and Community Care Services from a main Hub located in Conwy with a complementary satellite branch site in Llandudno Junction.

## Recommendations

6.4 **Plas Menai Surgery:** Capacity to be monitored as part of the RLDP process. Financial contributions towards increasing physical capacity space at the existing surgery site will be sought at planning application stage from residential sites in Llanfairfechan and Penmaenmawr if evidence indicates it is necessary.

6.5 **Conwy surgeries:** please see Creuddyn strategy area section of the report.

7 **Creuddyn RLDP strategy area: Llandudno, Penrhyn Bay, Deganwy, Llandudno Junction, Conwy and Glan Conwy**

7.1 The RLDP plans for 30% of the new housing to be in the Creuddyn strategy area. Over the whole Plan period (2018-33), 1,080 new homes are planned. Some of these will be built already (completions). The remainder will be from

newly allocated sites, committed sites (already with planning permission) and windfall sites. Splitting the population projections from Table 1 above for this area based on 30% results in an estimated 1,480 new residents to the area.

7.2 The table below shows site details of the various sources of new homes for the Creuddyn area. The Llanrhos Strategic Site allocation will provide a large proportion of the remaining new homes for this area. Other allocations will also be required. There is also a large windfall level predicted for this area.

**Figure 7: RLDP residential sites in Creuddyn**

Source: Strategic Planning Policy Service, CCBC

Site	Status	Dwellings
Completions for Creuddyn	Various sites already built during RLDP period	476
Llanrhos Strategic Site	Allocation	140
Other allocations	Nant y Coed, Queen's Road, pipeline site (planning application 0/51939)	272
Windfall for Creuddyn	Various sites to end of Plan period	195
Plas Penrhyn, Penrhyn Bay	Development completed since April 2025	21
Top Llan Road, Glan Conwy	Planning permission granted. Development commenced.	107
Nant y Gamar, Llandudno	Under construction	32
Goods Yard, Llandudno	Under construction	77

7.3 The table below shows the two GP surgeries that serve the Creuddyn strategy area and whether any additional residents can be accommodated on existing sites.

**Figure 8: GP provision, capacity and mitigation required in Creuddyn**

Source: BCUHB

GP surgery	Building constraints
Llys Meddyg, Meddygfa Gyffin and Bodreinallt surgeries, Conwy	<p>A Strategic Outline Case for a new Conwy West Health &amp; Wellbeing Hub was approved by Welsh Government in January 2023 with an Outline Business Case currently in development and scheduled for submission to the WG Integrated Rebalancing Care Fund by the end of 2023/24.</p> <p>This scheme is intending to deliver integrated Primary and Community Care Services from a main Hub located in Conwy with a complementary satellite branch site in Llandudno Junction.</p>
Meddyg Care (Lonfa Surgery), Llandudno Junction (Branch Glan Conwy)	None required
West Shore Surgery, Llandudno	Opportunity to develop Glan Conwy branch site
The Medical Centre, Penrhyn Bay (Branch Deganwy)	Branch site exists and is a modern building so no infrastructure issues at present.
Mostyn House Medical Practice, Llandudno	None required
Craig y Don Medical Practice, Craig y Don	None required

## Recommendations

7.4 No mitigation anticipated to be required in this area, as it is anticipated that current provision and a new Hub will meet the needs of the population. Capacity and building requirements will continue to be monitored via the RLDP process and mitigation will be sought if the evidence base indicates it is necessary.

7.5 It is not considered necessary to allocate land in the RLDP at Conwy for a new GP surgery as the preferred site falls within the settlement boundary. Land options for a branch surgery at Llandudno Junction are under consideration by BCUHB. It is not considered necessary to allocate due to the size of site required and current site options are within the settlement boundary.

## 8 Central RLDP strategy area: Rhos on Sea, Colwyn Bay, Old Colwyn, Mochdre and Llysfaen

8.1 The RLDP plans for 35% of the new housing to be in the Central strategy area. Over the whole Plan period (2018-33), 1,260 new homes are planned. Some of these will be built already (completions). The remainder will be from newly allocated sites, committed sites (already with planning permission) and windfall sites. Splitting the population projections from Table 1 above for this area based on 35% results in an estimated 1,725 new residents to the area.

8.2 The table below shows site details of the various sources of new homes for the Central area. The RLDP Strategic Site allocation at Old Colwyn will provide the majority of new homes in this area. A substantial amount is also expected through windfall sites.

**Figure 9: RLDP residential sites in Central**

Source: Strategic Planning Policy Service, CCBC

Site	Status	Dwellings
Completions for Central	Various sites already built during RLDP period	442
Old Colwyn Strategic Allocation	Allocation	250
Other allocations	Dinerth Road	50
Windfall for Central	Various sites to end of Plan period	330
3-8 Bay View Road, Colwyn Bay	Under construction.	54
Imperial Buildings, Colwyn Bay	Under construction	21
Former Rydal Penrhos, Colwyn Bay	Under construction	94
Former Mary Bamber & John Braddock convalescent home, Colwyn Bay	Under construction.	57

Site	Status	Dwellings
228 Abergele Road, Colwyn Bay	Under construction	14

8.3 The table below shows the two GP surgeries that serve the Central strategy area and whether any additional residents can be accommodated on existing sites.

**Figure 10: GP provision, capacity and mitigation required in Central**

Source: BCUHB

GP surgery	Building constraints
Rysseldene and Rhoslan Surgeries, West End Medical Centre, Colwyn Bay	Both practices operate from the West End Medical Centre and are fully utilising their existing floorplans. There is expansion space within the shared building which creates a potential opportunity to increase capacity for both practices
Cadwgan Surgery, Old Colwyn	The surgery is at capacity. No opportunity for expansion on the current site.

## Recommendations

8.4 Mitigation will be required from developments in this area.

8.5 **Rysseldene and Rhoslan Surgeries:** this will be as a commuted sum towards increasing physical capacity in the current buildings from residential developments in this catchment area (subject to evidence and financial viability).

8.6 **Cadwgan Surgery:** The surgery is at capacity and there is no room to develop or extend the existing building on the current site. BCUHB are working with CCBC to facilitate the provision of **clinical accommodation, possibly within an existing community asset, which could potentially facilitate the provision of clinical services by a GP practice and/or BCUHB run services** in the area. Another option regarding catchment areas of surgeries (West End Medical Centre and Gwrych Practice) is also being explored. A commuted

sum will be sought from new residential developments in the Old Colwyn area to facilitate this (subject to evidence and financial viability).

## 9 East RLDP strategy area: Abergele, Towyne, Kinmel Bay and Llanddulas

9.1 The RLDP plans for 15% of the new housing to be in the East strategy area. Over the whole Plan period (2018-33), 540 new homes are planned. Some of these will be built already (completions). The remainder will be from committed sites (already with planning permission) and windfall sites. No residential allocations are proposed in this area. Splitting the population projections from Table 1 above for this area based on 15% results in an estimated 740 new residents to the area.

9.2 The table below shows site details of the various sources of new homes for the East area. No allocations are proposed through the RLDP for the East area, as it is considered that existing commitments and windfall sites will deliver the housing need over the Plan period.

**Figure 11: RLDP residential sites in East**

Source: Strategic Planning Policy, CCBC

Site	Status	Dwellings
Completions for East	Various sites already built during RLDP period	373
Windfall for East	Various sites to end of plan period	46
Plas Dulas, Llanddulas	Planning permission granted. Forecast for completion in next 10 years.	15
Interleisure, Abergele	Under construction.	128
Llys Onnen, Water Street, Abergele	Under construction.	43
Tandderwen Farm, St George Road, Abergele*	Pipeline site (Planning application ref: 0/51041, not yet determined)	277

\*This site has been included for information only. It does not have planning permission currently.

9.3 The table below shows the two GP surgeries that serve the East strategy area and whether any additional residents can be accommodated on existing sites.

**Figure 12: GP provision, capacity and mitigation required in East**

Source: BCUHB

GP surgery	Building constraints
Gwrych Medical Centre, Abergele (Branch Llanfair TH)	Potential to explore expansion opportunities within existing premises if required.
Kinmel Bay Medical Centre	There are physical constraints at this GP surgery. BCUHB are considering options.

### Recommendations

9.4 **Gwrych Medical Centre:** Mitigation may be required from developments in this surgery's catchment area. Capacity and building requirements will continue to be monitored via the RLDP process. Mitigation will be sought if the evidence base indicates it is necessary at the time of any planning applications (subject to financial viability).

9.5 **Kinmel Bay Medical Centre:** Capacity constraints mean that mitigation will be required should any development come forward in this area. It should be noted, however, very limited housebuilding is permitted under national planning policy in Towyn and Kinmel Bay and so it is unlikely that commuted sums will be available in this area.

**10 Rural RLDP strategy area: (Llanrwst and South of coastal belt)**

10.1 The RLDP plans for 10% of the new housing to be in the Rural strategy area. Over the whole Plan period (2018-33), 360 new homes are planned. Some of these will be built already (completions). The remainder will be from newly

allocated sites, committed sites (already with planning permission) and windfall sites. The majority of housebuilding is assumed to be in Llanrwst as the Key Service Centre, with limited numbers of new homes permitted in smaller settlements. Splitting the population projections from Table 1 above for this area based on 10% results in an estimated 495 new residents to the area.

10.2 The table below shows site details of the various sources of new homes for the Rural area. The Llanrwst Strategic Site allocation is expected to meet the majority of remaining housing need for Llanrwst. The current adopted LDP allocation at Llanrwst is also relevant. The windfall figure is for sites across the whole rural area, which are likely to be small in size.

**Figure 13: RLDP residential sites in Llanrwst**

Source: Strategic Planning Policy, CCBC

Site	Status	Dwellings
Completions for Rural	Various sites already built during RLDP period	51
Penloyn, Llanrwst	Allocation	100
Windfall for Rural	Various sites to end of plan period	81
Bryn Hyfryd, Llanrwst	Under construction.	14

10.3 The table below shows the two GP surgeries that serve the Rural strategy area and whether any additional residents can be accommodated on existing sites.

**Figure 14: GP provision, capacity and mitigation required in Rural**

Source: BCUHB

GP surgery	Building constraints
Meddygfa Uwchaled Medical Practice, Cerrigydruddion	N/A – no large scale residential sites proposed
Meddygfa Gwydir, Llanrwst	Potential expansion space on site within an existing void.
Meddygfa, Ffordd Gethin, Betws y Coed*	N/A – outside of RLDP area

\*outside of Conwy RLDP area

## Recommendations

10.4 **Meddygfa Gwydir:** Mitigation may be required from developments in Llanrwst. This will be in the form of commuted sums towards expansion at the existing GP Surgery site. Capacity will be monitored via the RLDP process and mitigation will be sought if the evidence base indicates it is necessary (subject to financial viability).

## 11 RLDP policy approach.

11.1 RLDP policies for new health care centres will take a positive approach for any proposals for new healthcare facilities or extensions to existing ones. Applications for new sites will need to demonstrate that they have applied the Town Centres First approach in line with national planning policy.

## 12 Conclusion

12.1 This paper sets out the Council's approach for mitigating for the impact of the predicated population change over the RLDP period on healthcare centre capacity. The paper and proposed approach was prepared jointly by the CCBC Strategic Planning Policy Service and BCUHB, who support the approach proposed, as shown in the accompanying Statement of Common Ground. This close working will continue through the RLDP period to monitor capacity and other healthcare facility needs, so that appropriate mitigation can be sought as required.

12.2 Financial contributions will be sought where evidence shows that it is required to mitigate the impact of any proposed residential development. No land allocations are required to support the healthcare needs of the area for the plan period.

12.3 The proposed RLDP policy approach for healthcare facilities will include a criteria based approach to guide proposals for new facilities and extensions to existing ones.

