

A secondary plan to direct the future growth and development of the West Pine Ridge area in the Rural Municipality of Springfield.

PREPARED FOR

The Rural Municipality of Springfield, MB

PREPARE BY

WSP Canada Group Ltd.





RURAL MUNICIPALITY OF SPRINGFIELD

WEST PINE RIDGE SECONDARY PLAN

BY-LAW NO. 20-XX

WEST PINE RIDGE SECONDARY PLAN

Prepared for:



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INTRODUCTION

BACKGROUND

In 2019, the Rural Municipality (RM) of Springfield retained WSP Canada Group Ltd. (WSP) to establish the West Pine Ridge Secondary Plan for the West Pine Ridge designation (planning area) in the RM of Springfield Development Plan By-law No. 18-09 (Development Plan). The Development Plan provides a framework for the future development of the West Pine Ridge designation. To address key constraints in the West Pine Ridge area including significant fragmentation of existing lands and vulnerability of groundwater, the Development Plan requires that a Secondary Plan be adopted.

A Secondary Plan is a policy document used to help guide the future development or redevelopment of a specific area. They provide specific policies where more detailed direction for land use, transportation, environmental protection or similar matters are needed. Secondary Plans must be generally consistent with the Development Plan.

1.2 PLAN PURPOSE

The intent of the West Pine Ridge Secondary Plan (Plan) is to accommodate additional rural residential development. Such development should be compatible with existing and adjacent uses, while maintaining the rural nature of the area. The Plan is intended to ensure that development within the planning area reflects the intentions of landowners and can be implemented in a manner that is economically and environmentally responsible.

AUTHORITY

On February 5th, 2019, the RM of Springfield adopted a Development Plan in accordance with The Planning Act (the Act). Development Plans are long-range policy documents that establish specific objectives and policies aimed at managing growth and development in accordance with the goals of a community.

Section 63(I) of the Act provides municipalities with the authority to adopt a Secondary Plan Bylaw. The Plan must be generally consistent with the policies of the Development Plan and must adhere to the Provincial Land Use Policies (a regulation under the Act), which reflect provincial interest in land use planning.

1.4 INTERPRETATION

I.4.I MAPS

The boundaries and locations of any symbols or areas shown on the maps in this Secondary Plan are approximate only and are not intended to define exact locations and shall be interpreted as such, except where such symbol coincides with a known physical feature or a fixed boundary such as existing property lines, a natural or manmade landmark, or an existing right-of-way.

1.4.2 POLICY

When the word "may" is used in this Plan, the policy is considered a guideline or suggestion toward implementing the intent of the policy.

Where the word "shall" is used in this Plan, the policy is considered mandatory.

When the word "should" is used in a policy it is intended to apply to the majority of situations. Unique circumstances shall be considered if compliance is impractical or impossible and the intent is still achieved.

Where quantities or numbers are used in a mandatory policy, the quantities or standards may be deviated from provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, and the intent of the policy is still achieved.

Where a policy requires that studies, analysis or information be submitted, the exact requirements and timing of the studies, analyses or information, shall be determined at the subdivision and/or re-zoning application stage.

Where a policy requires compliance at the subdivision and/or re-zoning application stage, that requirement may be deferred to the subdivision and/or re-zoning conditional approval or final

approval stage or to the building permit stage, without requiring an amendment to the Plan. This decision shall be made at the discretion of the Designated Officer.

1.4.3 FIGURES

Figures found in this document are for illustrative purposes and serve as guidelines only and meant to assist in interpretation of the objective and policies of the Plan. They do not form part of the by-law.

1.4.4 DEFINITIONS

In this Plan, the following words or phrases have the following meanings, unless the context requires otherwise:

"abut" or "abutting" means immediately contiguous to or touching and, when used with respect to a lot or site, means that lot touches upon another lot, site, right-of-way, or piece of land and shares property line or boundary with it;

"adjacent" means properties or uses that would otherwise abut but are separated by a road or other publicly-dedicated right-of-way;

"Council" means the municipal council of the Rural Municipality of Springfield; and

"planning authority" is the approving authority for subdivision or re-zoning applications under The Planning Act.

"public road" has the same meaning as highway under subsection I(I) of The Highway Traffic Act.

"subdivision application" has the same meaning as subdivision under subsection 1(1) of The Planning Act.

2 CONTEXT

2.1 PLANNING AREA

The planning area is the West Pine Ridge designation identified in the Development Plan. The planning area is approximately 2,866 acres in size. The planning area is generally bounded by Birds Hill Park to the north, the RM's of St. Andrews and East St. Paul to the west, aggregate land uses, Elmhurst Golf and Country Club and Pine Ridge Golf Club to the east and rural residential land uses to the south. Provincial Road (PR) 213 (Garven Road) abuts most of the planning area to the south. The planning area is identified in **Figure I – Planning Area** below.

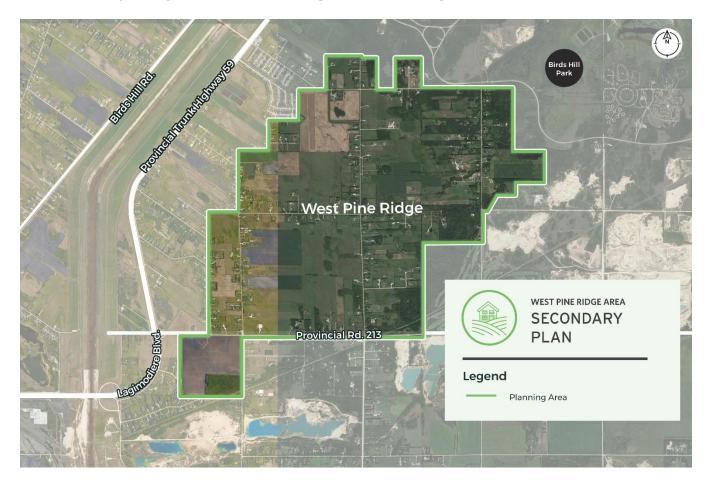


Figure I - Planning Area

OPPORTUNITIES AND CHALLENGES 2.2

2.2.1 LAND USE

The planning area is characterized by significant land fragmentation and existing large-lot rural residential development. Development and redevelopment of the planning area is challenging because of this aspect. Land owners will be required to work together in a coordinated manner to ensure further development is able to occur. The Plan will include policy consideration for roads, onsite water and wastewater and drainage.

2.2.2 PUBLIC AND STAKEHOLDER ENGAGEMENT

During the public engagement events as part of the planning process, the participants felt that maintaining the natural and rural atmosphere of the planning area and protecting the aquifer and groundwater were high priorities. A balance between land owners who want to develop and maintaining the natural and rural atmosphere as well as protection of the aquifer and groundwater is imperative. This included identifying areas where development can proceed, can proceed in a limited manner and cannot proceed.

2.2.3 GROUNDWATER SENSITIVITY

Not all areas within the West Pine Ridge designation are appropriate for further development and experience high sensitivity to groundwater contamination due to permeable surficial materials and a shallow depth to the local aquifer. In 2017, a report by JR Cousins Consultants Limited on assessing the acceptability of private waste disposal systems around the Birds Hill Glacio-Fluvial Complex (JR Cousins Report). This is a significant recharge area and the report confirms septic fields are a risk to groundwater contamination in this area. Further to this issue, in 2019, Council accepted a report from Friesen Drillers Limited on the Aquifer Capability and Groundwater Vulnerability in the Rural Municipality of Springfield, Manitoba (Friesen Report). That report identified the aquifers in the areas of Lorne Hill/Pine Ridge/Cooks Creek area as vulnerable and that additional source water protection measures and potential restrictions on development are warranted, specifically with respect to wastewater disposal and the storage of waste and other hazardous materials. While additional rural residential development does not pose a huge threat with respect to the storage of waste and other hazardous material, the risk related to wastewater disposal exists. Even if individual lots meet requirements for onsite wastewater management systems, the cumulative impact of additional lots in a particular area is unknown.

3 VISION AND GUIDING PRINCIPLES

3.1 VISION

West Pine Ridge will be a rural residential community that balances new development with maintaining and enhancing the natural and rural atmosphere of the area. Development will be supported by appropriate infrastructure and groundwater resources shall be protected.

3.2 GUIDING PRINCIPLES

As an extension of the key directions outlined in the Development Plan and guided by opportunities and challenges identified as part of the public engagement process, the following guiding principles provide a framework for the policies specified in the Plan:

Allow for limited large lot rural residential development: Rural residential development shall be balanced with care for the natural and rural atmosphere. Restricting lot sizes is a means to limit development and concept plans shall be required to ensure for planned and connected development.

Protect the aquifer and water quality: Rural residential development shall be balanced with the protection of the aquifer and water quality. Restricting lot sizes is a means to limit development in order to protect the aquifer and water quality.

Support development with appropriate infrastructure: Development shall be supported by appropriate infrastructure, including roads, onsite water, onsite wastewater and drainage requirements.

Maintain the natural and rural atmosphere: Maintain the natural and rural atmosphere in West Pine Ridge by protecting and encouraging appropriate agricultural uses, forested areas, natural areas and appropriate recreational opportunities. Recognize Birds Hill Park as a recreational resource in the area.

4 LAND USE POLICIES

Three land use designations have been established in this Plan. The land use designations outlined in the Plan support large-lot rural residential development in the planning area and limit or prevent development in areas where it is not appropriate. Land use designations are shown on Appendix A - Land Use and Transportation Map and are as follows: West Pine Ridge Residential, Limited West Pine Ridge Residential and Conservation and Natural Lands. The General Development policies under **Section 4.1** are general policies that apply to development within both the West Pine Ridge Residential and Limited West Pine Ridge Residential designations.

Not all areas within the West Pine Ridge designation are appropriate for further development and experience high sensitivity to groundwater contamination due to permeable surficial materials and a shallow depth (generally between 0-12.19 metres (0-40 feet)) to the local aquifer. Groundwater vulnerability is the susceptibility of groundwater resources to pollution and contaminants. The level of vulnerability for a specific area depends on numerous factors, including the thickness and permeability of subsurface materials, the type of soil cover and the specific land use present. These factors, analyzed as part of the JR Cousins Report and the Friesen Report, informed the distinction between the West Pine Ridge Residential and the Limited West Pine Ridge Residential designation.

GENERAL DEVELOPMENT 4.1

The objective of the General Development policies is to establish policies that apply to all development within the designations identified in this Plan.

- 1. New lots shall have frontage on a public road.
- 2. New lots shall not be less than 60 metres (198 feet) in frontage width in accordance with the Onsite Wastewater Management Regulation under The Environment Act and the depthto-width ratio of a lot should not exceed 3:1. Flag lots shall not be permitted.
- 3. Only single-unit dwellings shall be established as the principal residential use on a lot. Two-unit dwellings and multi-unit dwellings are not allowed.

- 4. Secondary suites and carriage homes may be allowed as accessory to a principal residential use, subject to the provisions outlined in the Development Plan and Zoning By-law.
- 5. Home-based commercial uses may be allowed as accessory to a principal residential use, subject to the provisions outlined in the Zoning By-law.
- 6. Subdivision designs should minimize the impact to ecologically sensitive lands.
- 7. Proposed development should, where possible, protect or enhance existing tree stands.
- 8. Areas around Bird Hills Park, whenever possible, should be protected and preserved as natural areas and wildlife corridors.
- 9. In order to ensure no buildings or structures are built or placed within the boundaries of Bird's Hill Park, a staking certificate, completed by a Manitoba Land Surveyor, may be required in instances where buildings or structures are proposed in close proximity to the park boundary. This determination shall be made by the Designated Officer.

4.2 WEST PINE RIDGE RESIDENTIAL

The objective of the **West Pine Ridge Residential** designation is to recognize existing rural residential land uses within the planning area and provide opportunities for additional subdivision in these areas that are less susceptible to groundwater contamination, and in keeping with the Plan's vision and guiding principles.

- New lots shall be a minimum of 5 acres in size. Additional requirements shall be outlined
 in the Zoning By-law and be subject to site specific influences, such as onsite wastewater
 management system requirements, protection of groundwater resources and land
 drainage requirements.
- 2. Small-scale neighbourhood commercial development may be allowed as a principal use around the Neighbourhood Node identified on the north side of Garven Road (PR 213) on Appendix A Land Use and Transportation Map, subject to the provisions outlined in the Zoning By-law. Access shall only be from Lorne Hill Road and not from Garven Road (PR 213) directly. Such uses are subject to the lot size requirements outlined in Policy 4.2.1.

LIMITED WEST PINE RIDGE RESIDENTIAL 4.3

The objective of the Limited West Pine Ridge Residential designation is to recognize existing rural residential land uses within the planning area and to limit additional development in these areas that are more susceptible to groundwater contamination, closer to Birds Hill Park and aggregate development, in keeping with the Plan's vision and guiding principles. A larger minimum parcel size has been identified within the Limited West Pine Ridge Residential designation to limit the number of new lots in order to provide additional protection for groundwater resources.

- 1. New lots shall be a minimum of 20 acres in size. Additional requirements shall be outlined in the Zoning By-law and be subject to site specific influences, such as onsite wastewater management systems, protection of groundwater resources and land drainage requirements.
- 2. Land uses within this designation shall be closely scrutinized and any activities that introduce contaminants at the surface shall be minimized. Specific requirements for accessory uses, such as keeping of animals or home-based commercial uses shall be outlined in the Zoning By-law.

CONSERVATION AND NATURAL LANDS 44

The objective of the Conservation and Natural Lands designation is to recognize lands that are environmentally or ecologically significant and/or unsuitable for additional development.

- 1. No additional subdivisions or rezoning of land within the Conservation and Natural Lands designation shall be allowed, however, subdivision applications to re-align property boundaries may be accepted, provided the application does not result in the creation of additional lots.
- 2. Uses within the Conservation and Natural Lands designation shall be restricted to existing uses (as of the date of adoption of this Plan) and conservation, wildlife habitat, unimproved pastures, cutting of native grasses and passive outdoor recreation.
- 3. Renovation and replacement of existing buildings and structures (as of the date of adoption of this Plan) may be allowed, subject to the requirements of the Zoning By-law.

4. Where **Conservation and Natural Lands** are not identified as part of an Area on **Appendix B – Concept Planning Areas**, they may be included as part of a concept plan, provided the concept plan for those **Conservation and Natural Lands** is guided by **Policies 4.4.1** through **4.4.3**.

5 GENERAL PLANNING POLICIES

5.1 TRANSPORTATION

5.1.1 ARTERIAL AND COLLECTOR ROAD NETWORK

Arterial roads are intended for through traffic and to which direct access from individual properties is generally not permitted. Collector roads are intended to move traffic from local roads to arterial roads.

- I. Arterial road connections abutting and through the planning area are shown on **Appendix A – Land Use and Transportation Map** and include:
 - a. Garven Road (PR 213); and
 - b. Deacon Road (PR 207) south of Garven Road.
- 2. No new accesses to Garven Road shall be permitted; however, service roads may be considered.
- 3. Existing accesses to Garven Road may be reviewed and be relocated if a new services road is built or a new local road provides alternative access.
- 4. The collector road network within the planning area is shown on Appendix A Land Use and Transportation Map.
- 5. Direct access to collector roads should be minimized to local road connections. Individual lot access should be provided to local roads wherever possible.

5.1.2 LOCAL ROAD NETWORK

Local roads are intended to provide access to collector roads from individual properties.

I. Logical locations for local road connection points to the collector road network are shown on Appendix A - Land Use and Transportation Map. Subdivision applications may identify alternative local road connection points through the concept planning process outlined in **Section 6**.

- 2. The local road network should be designed with the following general considerations:
 - a. To provide safe, convenient and efficient access for local trips, while discouraging regional cut through traffic and excessive speed;
 - b. To ensure an interconnected road pattern and minimize the use of cul-de-sacs;
 - c. To direct vehicle traffic from local roads to collector roads as directly as possible; and
 - d. So that road construction and maintenance shall be minimized.
- 3. The local road network shall be designed so that there two points of access. It is understood that if the local road network is to be constructed in phases, there may be a period of time in which two points of access are not available. In these cases, a temporary turning circle that accommodates emergency services access shall be provided.
- 4. In order to provide for a well-planned local road network that considers emergency services access, municipal road standards for local roads may be established by Council. In the absence of appropriate municipal local road standards, the Provincial Subdivision Regulation may be utilized as a guideline.
- 5. Subdivision applications shall identify future road connections to provide seamless connections to future development. Where a road stub has been left, new development shall create road connections to the stub.

5.2 GROUNDWATER RESOURCES

It is recognized that groundwater resources are of utmost importance and supersede individual landowners' interests in developing property. It is further recognized that not all areas within the planning area are appropriate for further development and experience high sensitivity to groundwater contamination due to permeable surficial materials in some areas and a shallow depth to the local aquifer. The largest concern regarding impact to the groundwater in the planning area is the cumulative impact of additional lots, each requiring a septic field for onsite wastewater management. While individual lots may meet requirements for the establishment of

a septic field, the cumulative impact of multiple onsite wastewater management systems in a particular area is not monitored.

The JR Cousins Report recommended that land use limitations be utilized as a means to protect groundwater in the planning area. The report recommends that septic fields may be installed in areas where silt and clay make up the surficial geology and therefore limit surface water access to the aquifer. In areas where sand and gravel make up the surficial geology, there is greater risk to groundwater contamination. These factors informed the distinction between the West Pine Ridge Residential and the Limited West Pine Ridge Residential designation.

5.2.1 PROTECTION OF GROUNDWATER

- I. Development or development related activities that could cause a negative impact on groundwater in the Limited West Pine Ridge Residential designation may not be allowed unless:
 - a. It can be proven by adequate engineering or hydro-geological investigation that the proposed activity will not cause pollution of the groundwater supply; or
 - b. Appropriate remedial measures have been or will be taken to sufficiently mitigate the risk of endangering the potability of the groundwater supply.
- 2. Manure spreading, application of fertilizers, herbicides and pesticides should be limited within the planning area. Where these activities cannot be avoided, precautions should be taken to minimize impacts, such as manure management planning.
- 3. Excavation for basements or other similar structures where excavation or boring is required may not be allowed within the Limited West Pine Ridge Residential designation. Site specific investigations conducted by a geotechnical engineer licensed to operate in Manitoba and provided by the developer, identifying the depth to aquifer and/or water table, may be required prior to issuance of a building permit or subdivision application.

WATER. WASTEWATER AND DRAINAGE 5.3

5.3.1 WATER

Groundwater is the source of water for private domestic use as well as for municipal, industrial, commercial and agricultural purposes within the municipality. Groundwater quality can be impacted by certain land use activities. The following policies have been developed to protect groundwater resources in the planning area.

- I. All development shall provide for a potable water supply, in accordance with provincial requirements.
- 2. The municipality shall work with provincial government agencies to ensure that private wells are properly constructed, minimum standards for well construction are met, abandoned wells are properly capped by licensed well drilling contractors.

5.3.2 WASTEWATER

Onsite wastewater management systems provide an effective and economical method for treating domestic wastewater provided they are properly designed, installed, operated and maintained. It is a property owner's responsibility to ensure any onsite systems are properly functioning. A malfunctioning system can lead to discharge of wastewater into the environment. The following policies have been developed to protect groundwater resources in the planning area.

- 1. Septic fields shall be the onsite wastewater management system required for any new lots.
- 2. Should an existing non-conforming lot, with respect to the required 60 metre (198 feet) in minimum frontage width in accordance with the Onsite Wastewater Management Regulation, no longer be grandfathered as a result of a subdivision application, a holding tank may be utilized. In these cases, a development agreement should be entered into to ensure that the landowner has an annual service contract with a truck hauler.
- 3. All applications for septic fields shall include specific onsite geotechnical investigations to confirm soil types.
- 4. All septic fields shall be installed by a certified onsite wastewater management system installer.
- 5. Septic fields shall be set back at least 30 metres (94.43 feet) from any well, as measured to the nearest part of the disposal field that received wastewater.
- 6. Within the **Limited West Pine Ridge Residential** designation, subdivision proposals shall be required to undertake a site-specific hydrogeological assessment completed by a

professional engineer licensed to practice in Manitoba prior to approval. This shall be at the cost of the developer and the assessment shall be provided to the municipality.

5.3.3 DRAINAGE

- 1. New development shall provide adequate drainage in accordance with municipal and provincial standards.
- 2. The lot drainage plan should show the location of the septic field and illustrate how drainage is directed away from the septic field.

6 CONCEPT PLANNING POLICIES

The planning area is fragmented and most of the land is owned by individual land owners. Development of the planning area, irrespective of existing property lines and land ownership is encouraged through the creation of concept plans to achieve co-ordinated and well-planned development. The concept plan provides a framework for orderly and efficient development and considers affects on adjacent areas.

6.1 CONCEPT PLAN REQUIREMENTS

- Concept planning areas (Areas) where future development is likely and in keeping with
 the policies of this Plan have been identified as 'A' through 'J' on Appendix B –
 Concept Planning Areas. Lands that have not been shown as part of an Area have
 limited options for development and/or are already developed to what would be
 allowed under this Plan.
- 2. A concept plan shall be prepared and submitted to the planning authority and Council by the developer prior to or concurrently with a subdivision application, except in the following cases:
 - a. where the subdivision is a boundary realignment and does not result in the creation of additional lots; or
 - b. where the subdivision would result in the creation of one additional lot, with both the proposed and residual lots having frontage on an existing public road. Under this clause, only one additional lot per existing lot as of the date of adoption of this Plan shall be permitted. Flag lots shall not be permitted.
- Concept plans have been established for Areas 'A' through 'J' in Schedule I –
 Concept Plans. Schedule I Concept Plans does not form part of this by-law
 and the concept plans may be altered in accordance with Policies 6.1.4 through 8.1.7
 and Section 6.2.
- Should the developer wish to use the concept plan for the Area established in Schedule I – Concept Plans, the subdivision application should generally be in conformity with the established concept plan.
- 5. The concept plan for each Area shall include the following:

- A written submission outlining: a.
 - i. Details on how the concept plan is compatible with the land use designations and policies of this Plan;
 - ii. Information detailing how the concept plan is compatible with any existing development; and
 - iii. Information detailing how the concept plan is compatible with any concept plan(s) in abutting or adjacent Areas.

A map outlining: b.

- i. The proposed zoning;
- ii. The proposed transportation network, including connections to the collector road network, the general alignment of local roads and any trail networks required by the Plan;
- iii. The general arrangement of lots, including proposed lot sizes (general dimensions); and
- iv. Any proposed phasing of the development.
- Other submissions as required by the Designated Officer or Council. c.
- 6. A concept plan may encompass more than one Area.
- 7. In the creation of a concept plan, developers are required to consult with all landowners within the Area. If a landowner does not want to participate in the consultation, a developer is required to demonstrate that best efforts have been utilized to consult with landowners. Information detailing the consultation process utilized while preparing the concept plan shall be included in the submission to the planning authority and Council. Where a Designated Officer has deemed the consultation has been too limited or ineffective, additional consultation by the developer may be required.

6.2 CONCEPT PLAN ADOPTION

- I. A concept plan for a particular Area shall be adopted by Council through a resolution prior to Council approval of a subdivision application within the Area.
- 2. The adoption of a concept plan for a particular Area under **Policy 6.2.1** does not preclude a revised concept plan from being submitted should the previous concept

plan no longer be suitable. In such cases, the revised concept plan shall be guided by **Policies 6.1.1** through **6.1.7** and **Policy 6.2.1**.

7 ADMINISTRATIVE POLICIES

7. I **IMPLEMENTATION**

This Plan is future-oriented and depicts how West Pine Ridge may develop over time through a series of private developer initiatives. This will be accomplished through the subdivision and/or re-zoning application process which will include more detailed and site-specific studies dealing with matters such as onsite water and wastewater requirements, land dedication requirements, development agreements, etc.

Subdivision and/or re-zoning applications shall be reviewed to ensure consistency with the objectives and policies of the Plan and any other applicable municipal or Provincial requirements.

DEVELOPMENT AGREEMENTS AND COST SHARING 7.2

This section provides direction on the nature of agreements that may be pursued by the municipality and developers to ensure the costs of providing infrastructure within West Pine Ridge is equitably shared amongst benefitting land owners.

- 1. The municipality may enter into development agreements and/or front-ending agreements with landowners to cost share the provision of infrastructure within the planning area.
- 2. Costs related to the creation of concept plans, design and construction of local roads and drainage infrastructure or any other costs borne by a developer that can be demonstrated to benefit other landowners may be identified as part of a development agreement and/or front-ending agreement.
- 3. The development agreement and/or front ending agreement would be entered into between the municipality and the developer and identify specific costs incurred and benefitting landowners. When a subdivision and/or re-zoning application is initiated by a benefitting landowner, the municipality shall demonstrate best efforts to acquire the benefitting landowners share of development costs to payback the initial developer.

7.3 MONITORING, REVIEW AND AMENDMENTS

The vision, objectives, and policies of the Plan will be subject to periodic review and update to ensure they remain current and relevant over time.

As a (secondary plan) by-law, application to amend the Plan shall be submitted to Council for review and approval by Council. The applicant shall submit any and all supporting information that a designated employee determines to be necessary to justify and/or evaluate the proposed amendment.

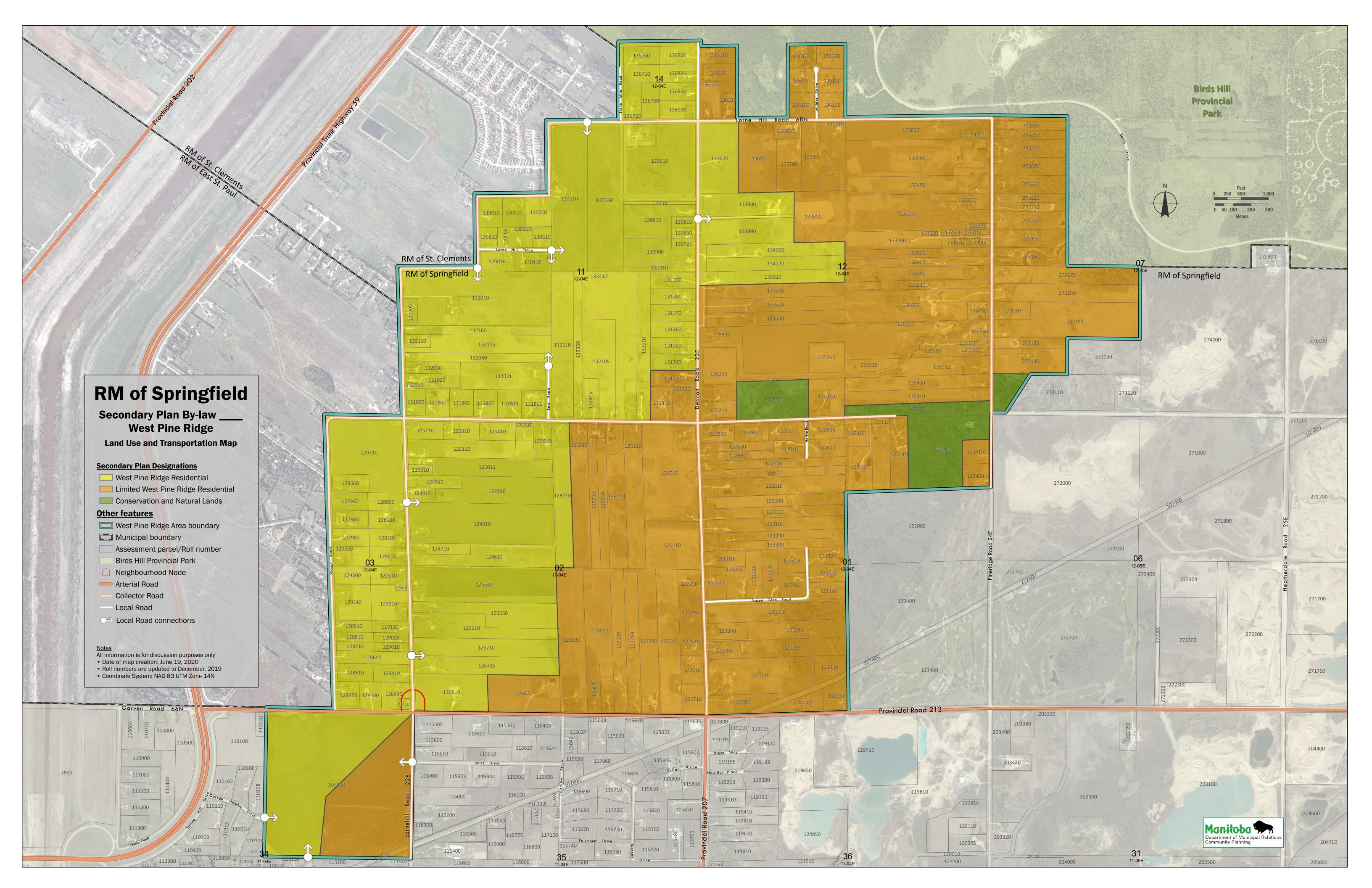
Figures are conceptual and for illustrative purposes only; their modification does not require an amendment.

8 APPENDICES

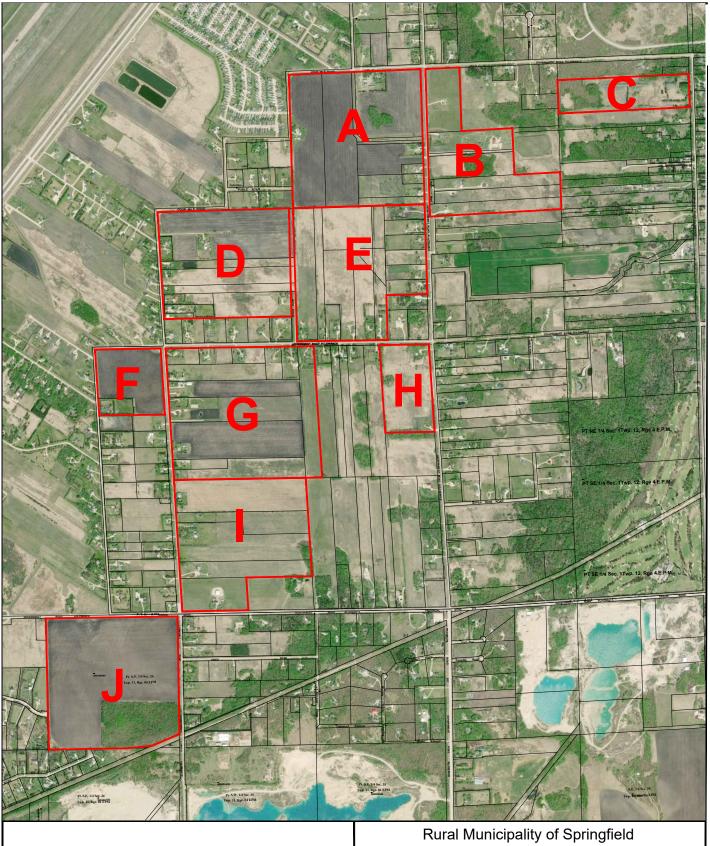
Appendix A - Land Use and Transportation Map

Appendix B - Concept Planning Areas

APPENDIX A – LAND USE AND TRANSPORTATION MAP



APPENDIX B – CONCEPT PLANNING AREAS







Rural Municipality of Springfield West Pine Ridge Secondary Plan Concept Planning Areas

SCALE: NTS

DATE: 15/09/2020 DWG. No.

19M-01111-SK-004

9 SCHEDULE

Schedule I – Concept Plans

SCHEDULE I – CONCEPT PLANS

