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“Revised” Planning Justification Report (December 2025) - Zoning By-law Amendment Application 319 Walkes Road, Township of North Kawartha

Introduction

This “Revised” Planning Justification Report (PJR) has been prepared in support of a Zoning By-law Amendment (ZBLA) Application filed with the Township of North Kawartha Planning Department, regarding the waterfront residential property known municipally as 319 Walkes Road. The original PJR – ZBLA Application was filed with the Township in August 2025.

The Property



(Source: County of Peterborough GIS Website, December 2025)

The property is used for seasonal residential purposes and currently contains a one-storey dwelling (cottage), a small-scale shed and a seasonal in-water dock facility.

Surrounding land uses are waterfront residential in nature.

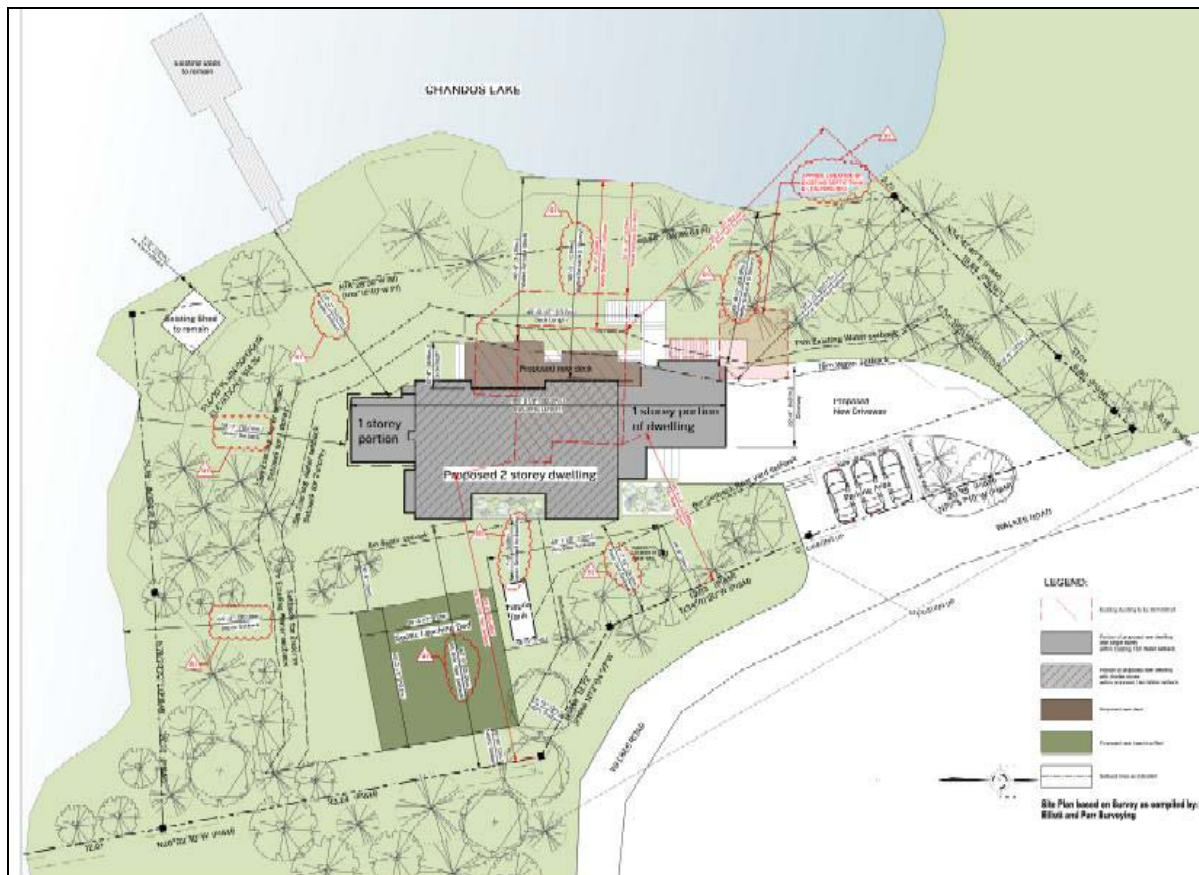
“Revised” Proposed Redevelopment Plan

The “Revised” ZBLA Application responds to revisions made of the proposed development plan. The proposed dwelling has been reduced in area and incorporates a further setback from the Chandos Lake shoreline. Finally, refinements of the location-

configuration of the proposed septic facility have been introduced as part of the updated development plan.

The ZBLA is required to permit a proposed redevelopment of the property. It is noted that the property owners recently acquired a portion of a Township owned road allowance. This parcel of land has been added to their land holdings and is incorporated as part of the redevelopment proposal.

The "Revised" Redevelopment Plan



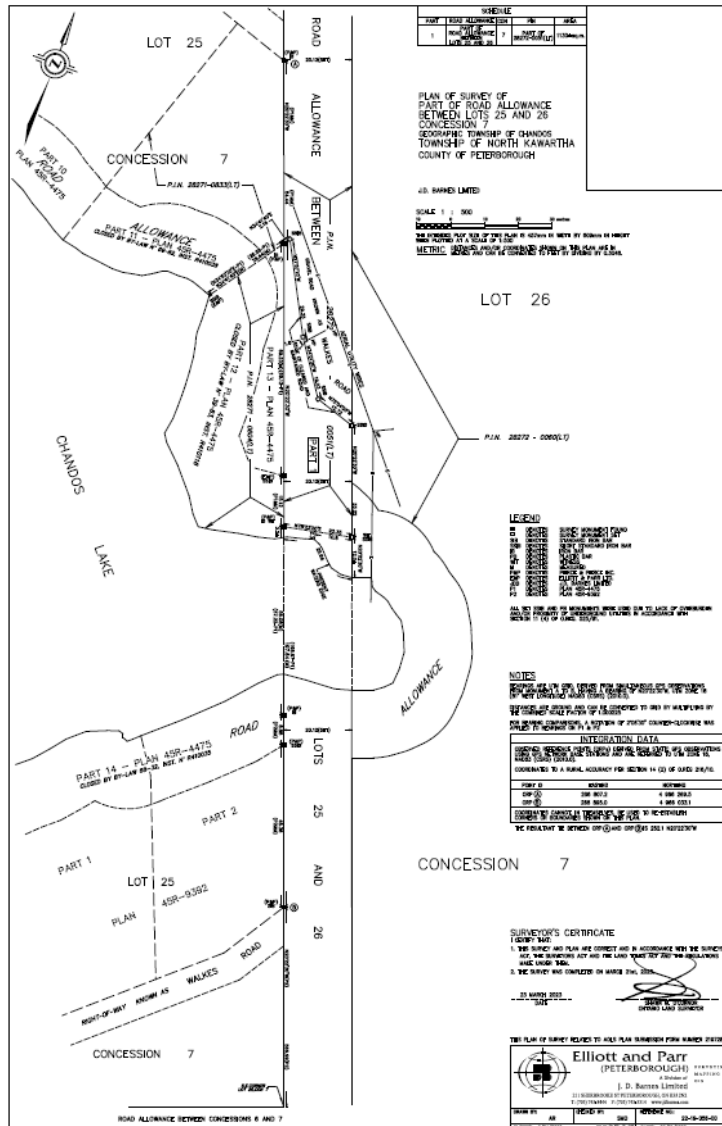
(Source: Willmott & Strickland Architecture and Interiors, December 2025)

Redevelopment Summary

Criteria	Zoning By-Law	Existing Cottage		Proposed Cottage	
		(metric)	(imperial)	(metric)	(imperial)
Lot Area (existing)	5000 m2	3,260 m2	35,090 ft2	-	-
Lot Frontage (existing)	46 m	112 m	367 ft2	-	-
Lot Coverage					
Dwelling (cottage)		121.424 m2	1,307.00 ft2	269.70 m2	2903.00 ft2
Deck		33.352 m2	359.00 ft2	42.92 m2	462.00 ft2
Shed (existing to remain)		15.794 m2	170.00 ft2	15.79 m2	170.00 ft2
Total		170.57 m2	1,836.00 ft2	328.41 m2	3,535.00 ft2
%	10% (max)		5.23%		10.07%
Gross Floor Area					
Ground Floor	N/A	121.42 m2	1307.00 ft2	245.17 m2	2639.00 ft2
Second Floor	N/A	-	-	185.53 m2	1997.00 ft2
Total		121.42 m2	1,307.00 ft2	430.70 m2	4,636.00 ft2
%			3.72%		13.21%
Setbacks (Dwelling)					
Water Yard (Single Storey)	13m (min)	12.8 m	42.00 ft	13.32 m	43.70 ft
Water Yard (Second Storey)	15m (min)	-	-	17.19 m	56.40 ft
Water Yard (Deck)	13m (min)	9.75 m	31.99 ft	14.18 m	46.52 ft
Interior Side Yard	4.5m (min)	25.46 m	83.53 ft	21.26 m	69.75 ft
Rear Yard	6m (min)	13.88 m	45.54 ft	8.12 m	26.64 ft
Setbacks (Septic)					
Water Yard		11.67 m	38.29 ft	20.09 m	65.92 ft
Interior Side Yard		24.40 m	80.06 ft	3.00 m	9.84 ft
Setback to Dwelling		4.00 m	13.12 ft	5.20 m	17.06 ft
Building Height					
Max. Building Height within 13m setback	10 m (max)	5.00 m	16.41 ft	6.38 m	20.93 ft
Max. Building Height within 15m setback	10 m (max)	5.00 m	16.41 ft	7.80 m	25.59 ft
Building Dimensions					
Lateral Width	shoreline frontage of 16.3m	12.95 m	42.50 ft	32.37 m	106.21 ft
Deck Depth	4.27 m	3.05 m	10.00 ft	4.00 m	13.12 ft

(Source: Willmott & Strickland
Architecture and Interiors,
December 2025)

The Existing Condition Plan



(Source: Elliott and Parr, OLS, August 2023)

The existing cottage is located in mid-part of the property, setback approximately 10 metres from the Chandos Lake Shoreline (as measured from the open deck structure – front of the dwelling). A small-scale shed is located within the southwest part of the property, and is to remain as part of the redevelopment program.

Pre-Consultation

The ZBLA Application was subject to a Pre-Consultation review dated December 5, 2024 (See Attachment 'G' for details). The review indicated specific requirements for the filing of the ZBLA Application, including:

- Planning Justification Report;
- Archaeological Assessment;
- New Septic facility location (illustrated as part of the development plan);
- ZBLA Application Form and Fee payment; and
- Conceptual Building Elevations.

The required plans – drawings and Archaeological Assessment Stage 1 and 2 Report were provided in support of the original ZBLA Application. The “Revised” ZBLA Application includes revised concept plan – building plans.

Upon the receipt of the August 2025 ZBLA Application/Planning Justification Report, the Township Planning Consultant issued a response (email) dated September 26, 2025. The “Revised” concept plan and the updated (Revised) PJR both respond to the comments – requests of said email.

Analysis

2024 Provincial Planning Statement (2024 PPS)

Relative to the ZBLA Application, the following policies of the 2024 PPS are considered to have direct relevancy:

Policy	Title, Details, Planning Opinion
2.3	Settlement Areas and Settlement Area Boundary Expansions
2.3.1	<p>General Policies for Settlement Areas</p> <p>1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.</p> <p>Opinion: The property does not form part of a designated settlement area.</p>
2.5	<p>Rural Areas in Municipalities</p> <p>1. Health, integrated and viable <i>rural areas</i> should be supported by:</p> <p>a) building upon rural character, and leveraging rural amenities and</p>

	<p>assets;</p> <p>d) using rural <i>infrastructure</i> and <i>public service facilities</i> efficiently;</p> <p>g) conserving biodiversity and considering the ecological benefits provided by nature;</p> <p>Opinion: The “Revised” ZBLA Application continues to seek to permit the appropriate redevelopment (a replacement dwelling) of the property, considerate of it’s setting and relationship with the built environment, as well as area natural assets.</p>
	<p>2. In rural areas, rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.</p> <p>Opinion: The property does not form part of a designated rural settlement area.</p>
2.6	<p>Rural Lands in Municipalities</p> <p>1. On rural lands located in municipalities, permitted uses are:</p> <p>b) resource-based recreational uses (including recreational dwellings not intended as permanent residences);</p> <p>c) residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services;</p> <p>Opinion: A replacement dwelling is proposed on a property enjoying a resourced based setting.</p>
	<p>2. Development that can be sustained by rural service levels should be promoted.</p> <p>Opinion: The property is currently developed and located in an area of several similar waterfront residential properties, which are sustained by rural service levels. The same scenario will apply post redevelopment, to the subject property.</p>

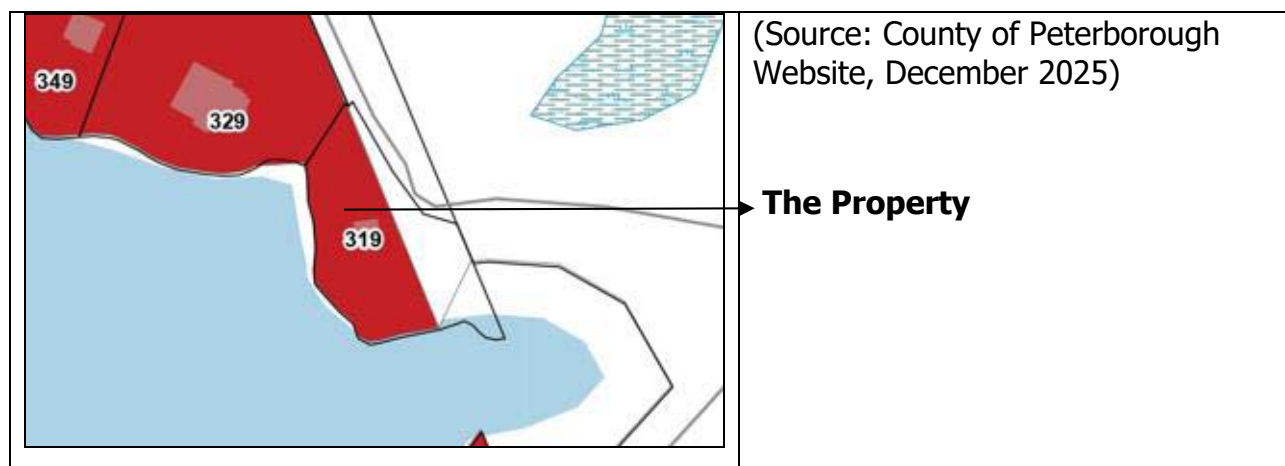
3.6	<p>Sewage, Water and Stormwater</p> <p>4. Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts.</p> <p>Opinion: The property will continue to rely upon private water and waste-water services. This is commonplace for all area residential properties. A new waste-water (septic) facility is proposed, to be located as far as possible from the Chandos Lake Shoreline.</p>
4.1	<p>7. Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.</p>

In summary, it is my Professional Planning Opinion that the “Revised” Zoning By-law Amendment Application demonstrates conformity with the policy directives of the 2024 Provincial Planning Statement.

County of Peterborough Official Plan (COP)

For purposes of this PJR, I employed the Pre-July 2022 version of the County of Peterborough Official Plan (COP). The property and the surrounding Chandos Lake waterfront residential properties are designated as “Lakeshore Residential”.

Official Plan Map Detail



Relative to the ZBLA Application, the following policies of the Pre-July 2022 COP are considered to have direct relevancy:

Policy	Title, Details, Planning Opinion
4.1	<p>Natural Environment</p> <p>The County recognizes the important contribution that natural systems, natural heritage features and natural resources make to the social, economic, and environmental health of local municipalities. In this regard, the County has identified the following areas to ensure that the appropriate land use and resource management protection policies are applied to them.</p> <p>Natural Heritage Features</p> <ul style="list-style-type: none"> - Wetlands <p>Opinion: No NHE/EIS Report was deemed required through the pre-consultation report.</p>
4.4	<p>Shoreland Areas and the Waterfront</p> <p>Shoreland Areas generally include all lands extending inland 150 metres from the ordinary high water mark of, any lake, river or waterway. Lands and land uses that are more than 150 metres from shore but which physically or functionally relate to the Shoreland Areas are considered to be part of the Shoreland Areas. All lands that are less than 150 metres from shore but which do not physically or functionally relate to the Shoreland Areas are not considered to be part of the Shoreland Areas. The entire areas of islands are normally considered to be part of the Shoreland Areas.</p> <p>Opinion: The property enjoys a waterfront setting on the south part of the Chandos Lake shoreline.</p>
4.4.1	<p>Goal</p> <ul style="list-style-type: none"> • to improve and protect the waterfront areas in Peterborough County as a significant cultural, recreational, economic and natural environment resource and enhance land areas adjacent to the shore. <p>Opinion: The proposed “revised” redevelopment of the property will not detract from the area natural environment – context.</p>

4.4.2	<p>Objectives</p> <ul style="list-style-type: none"> • to permit sustainable shoreland development that allows for limited growth of existing and new tourist developments and innovatively designed residential developments; • to ensure that the built form along the shoreline is not overly concentrated or dominating to the detriment of the natural form; <p>Opinion: The property is currently developed for waterfront residential purposes. The proposed redevelopment scheme is respectful of the property’s relationship with the adjacent waterbody (Chandos Lake) and is not an over-concentration of built form.</p>
4.4.3	<p>Policies</p> <ul style="list-style-type: none"> • The character of Shoreland Areas is linked to the natural and built form associated with the lakes and rivers in the County. For the most part, the natural form includes vegetated shorelines with thin soils over bedrock. The built form includes predominantly residential development interspersed with some commercial developments including resorts and marinas. The Shoreland Areas are generally associated with leisure, recreation, water supply, support for fisheries and wildlife habitat. As such, development occurring in the Shoreland Areas should enhance and protect, where possible, those qualities that contribute to the area’s character; <p>Opinion: The proposed “revised” redevelopment of the property demonstrates conformity with the policy provisions of Section 4.4.2.</p> <p>The “revised” redevelopment (replacement dwelling), together with the general natural setting of the property creates an overall responsible and appropriate development form and approach.</p>
6.2.6	Lakeshore Residential
6.2.6.1	<p>General Principles</p> <p>Permanent single-detached dwellings and cottages in shoreline areas along publicly maintained roads are the predominant use of land within the Lakeshore Residential designation. However in the Township of Douro-Dummer, permanent single-detached dwellings and seasonal cottages may also be permitted on private roads and deeded right-of-ways subject to the provisions of the Township’s Zoning By-Law. This designation provides for</p>

	the conversion of seasonal cottages to permanent dwellings by amendment to the Zoning By-law, where necessary. For the purposes of this plan, the terms "cottage" and "seasonal residence" are used interchangeably.
6.2.6.2	<p>Permitted Uses</p> <p>The predominant use of land within the Lakeshore Residential designation shall be for permanent single-detached dwellings and seasonal cottages on public roads. This category may include retail and service commercial uses of limited extent which provide primarily for the day-to-day commercial needs of the lakeshore residents.</p> <p>Opinion: The western part of the property is currently developed/used for residential purposes. The "revised" redevelopment scheme incorporates a replacement dwelling having a water yard setback of 13.2 metres. The existing building has a setback of approximately 12 metres, and the open deck feature of approximately 10metres.</p>
6.2.6.3	<p>Lakeshore Residential Policies</p> <p>a) The intent of this category is to make provision for permanent single detached dwellings and seasonal cottages based on public road access. This designation also provides policies to guide the conversion of seasonal cottages to permanent dwellings by amendment to the Zoning By-law, where necessary.</p> <p>b) The Township shall have regard to the following when considering an amendment to the Zoning By-law to permit a conversion:</p> <p>i) The lot shall be adequately served by a year-round publicly-maintained road. No conversions shall be permitted on private roads unless otherwise permitted in this plan.</p> <p>ii) The lot shall have adequate frontage and area as set out in the implementing Zoning By-law.</p> <p>iii) The cottage has an adequate source of potable water supply whose year round use will not impair the supply of other nearby buildings and land uses and will satisfy the requirements of the Health Unit and/or the Ministry of the Environment.</p> <p>Opinion: The property (replacement context) be appropriately served by private water (lake supply) and waste-water (septic) facilities. A new septic facility will be required to accommodate</p>

	<p>the proposed replacement dwelling.</p> <p>v) The cottage has a sanitary sewage disposal system suitable for year round operation and will satisfy the requirements of the Health Unit and/or the Ministry of the Environment.</p> <p>Opinion: The existing cottage/dwelling warrants replacement. The proposed new dwelling will have a 13.2 metre water yard setback, which is slightly greater than the existing dwelling.</p>
	<p>Permitted Exceptions</p> <p>Notwithstanding anything in this section to the contrary, structures such as pump houses, boat houses, docks, open decks and stairs shall be a permitted use and may encroach into the 30 metre setback without a minor variance provided that the property owner can demonstrate to the Township's satisfaction and, if appropriate, the authority having jurisdiction over the waterway, that it does not negatively affect the waterfront environment. If addressed in the Zoning By-law, applicable standards must be met (i.e. deck width, area, etc.).</p> <p>Opinion: The existing dwelling structure is non-conforming in terms of its setback from the Shoreline of Chandos Lake. The proposed "revised" replacement dwelling respects this water-yard setback context, which is slightly greater than the existing dwelling setback.</p>

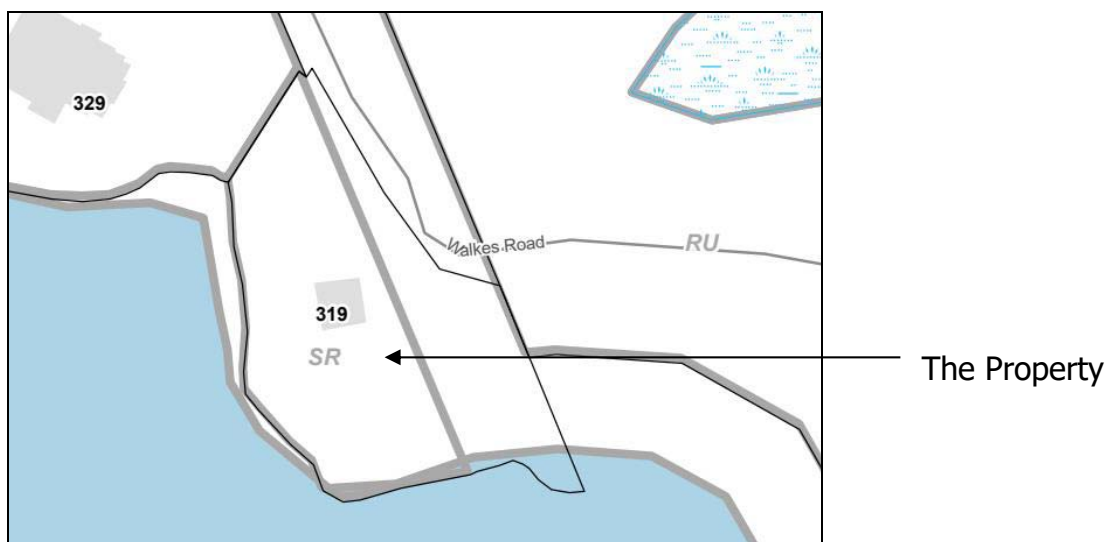
In summary, it is my Professional Planning Opinion that the "Revised" Zoning By-law Amendment Application is in keeping with the general purpose and intent of the policies of the Pre-July 2022 County of Peterborough Official Plan.

Township of North Kawartha Zoning By-law (TZBL)

The property (including the former portion of the Township Road Allowance) is zoned SR – Shoreline Residential.

The "Revised" ZBLA Application is required to permit the proposed redevelopment of the property (a replacement dwelling/building and associated replacement septic facility).

Zoning Map Detail



(Source: County of Peterborough GIS Website, December 2025)

The ZBLA Application is required to permit the proposed redevelopment of the property (a replacement dwelling/building and associated replacement septic facility).

The SR – Shoreline Residential Zone (Section 6 permits a recreation dwelling house). A recreation dwelling house is defined as follows:

Recreation Dwelling House (Section 2.148)

See Dwelling House (Section 2.5.2 (d))

(d) Recreational dwelling house/cottage: "Recreational dwelling house/cottage" means a **dwelling house**, containing only one **dwelling unit**, which is constructed and used as a secondary place of residence, for vacation and recreational purpose.

(Source: Township of North Kawartha, December 2025)

The proposed use of conforms with the permitted use of the SR Zone.

The following is a summary of the proposed “By-law Exception” to be added to the Shoreline Residential zoning of the property.

Section 6.2 SR – Shoreline Residential Zone Provisions

a) Lot Area, the existing lot area is less than the minimum requirement of Section 6.2 (a). The lot area was recently increased by way of the addition of the former Township owned road allowance parcel. Request to permit a minimum lot area of 0.35 hectares, which recognizes the “merged” property.

b) Maximum Main Dwelling Unit Lot Coverage, to permit a maximum main dwelling unit coverage from 9.6%. The original redevelopment proposal was 17.1%. The property owners and their development team have worked to reduce the building area/coverage.

c) Minimum Water Yard, to reduce the minimum water yard requirement of 30 metres to 13.32 metres for the main dwelling. The existing water yard setback is as follows:

Main Dwelling - 12.8 metres

d) Minimum Rear Yard, this applies to the east boundary of the property. To decrease the minimum rear yard requirement of 9 metres to 7.23 metres.

The property is long – narrow in configuration and thus it is not feasible to meet this minimum yard requirement.

e) Maximum Lateral Width, The property is long and narrow in configuration. The regulation speaks to the lesser of 40% of the shoreline frontage of 18.3 metres (derived from the pre-consultation summary).

The property survey illustrates a shoreline measurement as follows:

a) North to South distance - 66.64 metres; and

b) East to West distance - 111.20 metres.

A forty percent (40%) equivalent is 44.5 metres, not 18.3 metres as referenced in the November 2024 Pre-Consultation Summary.

Septic Facility Location: The proposed replacement septic facility will be located 20.09 metres from the shoreline. The existing facility is located 11.67 metres from the shoreline (easterly part of the property).

The proposed septic tank facility is also located:

- i) 15 metres from the private well;
- ii) 5.26 metres from the dwelling;
- iii) 3 metres from the limits of the Walkes Road road allowance and westerly side lot; and
- iv) 20.09 metres from the shoreline (Chandos Lake).

Finally, it is recommended that the implementing By-law incorporate a Schedule 'B' being the proposed concept development plan. This inclusion would assist the Township, property owner/developer and others having interest in the development/use of the property to best understand the details – regulatory requirements of the By-law exceptions to form part of the zoning of the property.

A summary of the proposed By-law Exception is appended to the ZBLA Application Form.

The proposed redevelopment of the property is appropriate and does not represent overdevelopment of land. The long – narrow configuration of the property influences several of the Zoning regulatory modifications (minimum yards).

The requested increase in maximum building coverage is not unreasonable. The building is no closer to the Chandos Lake shoreline than the existing building (cottage). The associated septic facility is also removed as far as possible from the Chandos Lake shoreline.

Summary

It is my Professional Planning Opinion that the “Revised” Zoning By-law Amendment Application is:

- In Conformity with the policy directives of the 2024 Provincial Planning Statement;
- In Keeping with the general purpose and intent of the land use designation policies of the County of Peterborough Official Plan;
- In Keeping with the general purpose and intent of the regulatory provisions of the Township of North Kawartha Zoning By-law; and
- **Is Representative of Good Planning.**

Respectfully Submitted,

Kevin M. Duguay, MCIP, RPP