



Report to Council

To: The Mayor and Members of Council

Prepared By: Forbes Symon, MCIP, RPP, Senior Planner, Jp2g Consultants Inc.

Meeting Date: July 14, 2026

Subject: Report on Official Plan Amendment and Zone Amendment
Applications 15OP-25005 & ZA-06-25, 65 Northey's Bay Road
(Challenger)

Purpose and Effect:

The purpose of this report is to critique the planning merits of Official Plan Amendment Application 15OP-25005 and Zoning By-law Amendment Application #ZA-06-25, summarize public and agency comments received and to provide the Township council with a professional planning recommendation on the applications for consideration. It is understood that this is the second report on these applications, the first report being presented at the public meeting.

The subject lands are designated Hamlet Area and Rural in the Local Component of the County of Peterborough Official Plan. The purpose of the Official Plan Amendment (OPA No. 80) application is to amend the County Official Plan in order to redesignate the eastern portion of the property to the "Hamlet" designation from its current designation of "Rural". The western portion of the property is currently located within the Hamlet designation and will not be changed by the proposed OPA. The intent is to have the subject property located entirely within the Hamlet of Woodview, effectively expanding the Woodview settlement area boundary. The amendment will facilitate the development of the subject lands by a proposed plan of subdivision, as noted below. The subject lands are currently zoned "Rural – exception 124 (RU-124)" and "Rural (RU)" in the Township of North Kawartha Zoning By-law 26-2013, reflecting the former golf course and club house. The proposed Zoning By-Law Amendment is intended to rezone the entirety of the subject lands from "RU-124" and "RU" to "General Residential



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Exception (R-x) Zone”, “General Commercial (C)”, “Open Space (OS)” and “Environmental Constraint (EC)” to facilitate the development of a subdivision with 58 residential properties and one commercial property. The lands to be rezoned General Commercial cover the area currently occupied by the golf course club house. The amendment will also recognize the identified wetland features on the property within the EC zone and subdivision stormwater feature within the OS zone.

It is also understood that the Corporation of the County of Peterborough has also received a complete application for a plan of subdivision and has assigned file number 15T-25002. The purpose of the subdivision application is to develop the site with a 58-lot residential plan of subdivision and 1 commercial lot. The plan includes blocks for open space, a storm water management facility and public streets.

This report will focus on the OPA and ZBA applications. It is understood that a future report to Township Council containing recommended conditions of draft approval for the plan of subdivision application will be presented to Council once the OPA is in effect.

Property Information:

Owner –	Diane & Eric Challenger
Roll No. –	153602000163700
Ward –	Burleigh
Concession –	6
Part Lots –	6 & 7
Zoning –	“Rural - 124 (RU-124)” and “Rural (RU)”
Official Plan –	Hamlet Area (Woodview) and Rural
Area –	31.55 ha (78 ac)
Frontage –	543 m (1781 feet)
911 –	65 Northey’s Bay Road



Background: Proposal Overview

Official Plan Amendment Application 15OP25002 and Zone Amendment Application #ZA-06-25 has been submitted by EcoVue Consulting Services Inc. (Kent Randall) on behalf of the owners of the property (Eric and Diane Challenger) in conjunction with an application for a 59-lot plan of subdivision to Peterborough County.

In support of the applications, EcoVue Consulting Services Inc. have submitted the following reports in support of the applications:

- Planning Justification Report prepared by EcoVue Consulting, dated March 4, 2025.
- Stage 1 & 2 Archaeological Assessments prepared by Earthworks Archaeological Services, dated February 27, 2025.
- Traffic Impact Study prepared by Tatham Engineering, date January 18, 2023, updated November 28, 2025.
- Preliminary Stormwater Management Report prepared by Tatham Engineering, dated May 30, 2023.
- Hydrogeological Assessment prepared by Cambium Inc., dated February 28, 2023, updated November 14, 2025.
- Geotechnical Investigation Report prepared by Cambium Inc., dated March 2, 2023, updated December 3, 2025.
- Phase One Environmental Site Assessment prepared by Palmer, dated March 21, 2023.
- Environmental Impact Assessment prepared by Palmer, dated December 21, 2022
- Environmental Impact Assessment Response to Peer Review Comments, dated August 14, 2023.
- Draft Plan of Subdivision prepared by EcoVue Consulting, dated January 13, 2025.

Additional Background Work

- Hydrogeological Report for Permit to Take Water Application prepared by Genivar Consultants, dated March 2010.

The applicant is proposing a 59-lot plan of subdivision, with 58 residential units in the form of single detached dwellings on private services. Lots will range in size from a



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minimum of 3,000 square metres (0.75 acres) to 4,783 square metres (1.2 acres) with 30-80 metres of frontage on the proposed internal roads and supported by the results of a hydrogeological investigation.

Lot 59, which will be approximately 1.4 hectares, is proposed to accommodate some small-scale neighbourhood/local commercial uses. The commercial lot will be located in the vicinity of the existing golf course clubhouse and parking lot. Three (3) open space blocks are proposed: two (2) of the blocks will contain environmental features and one (1) block will be used for a stormwater management pond. The existing irrigation pond will be removed to accommodate the stormwater management pond and two (2) of the subdivision lots. The proposed lots will be accessed and served by an internal road network with a single connection to Northey's Bay Road near the existing golf course entrance (approximately 400 metres south of Highway 28). The internal road network will be designed to municipal standards.

The subject lands are currently recognized as being located partially within the Woodview Hamlet and partially within the Rural designation, according to Schedule 'A3' to the County of Peterborough Official Plan (CPOP). CPOP policies generally discourage multi-lot residential development within the Rural designation, which would preclude a plan of subdivision on the subject lands that are designated Rural.

That said, the new County of Peterborough Official Plan, adopted by County Council through By-law Number 2022-47, places the entirety of the subject lands within Rural Settlement designation. Based on the future designation and proposed settlement area boundary adjustment within the new CPOP, it is proposed that the lands within the proposed plan of subdivision that are designated Rural be redesignated to the Hamlet Area designation, through an Official Plan Amendment (OPA), in order to permit the proposed 59 lots. The OPA would have the effect of expanding the Woodview Settlement Area, which has been endorsed by the Township and County Council via adoption of By-law 2022-47. As part of the new Official Plan exercise, the County of Peterborough retained the services of Hemson to conduct a "comprehensive review",



projecting population and employment growth to the year 2051 (Growth Analysis Report, March 28, 2022) and containing recommendations on settlement boundary expansion.

Further to the OPA, the current site-specific exception zoning is reflective of the existing golf course use and does not permit multiple residential lots with an area of less than 10 hectares. To permit the creation of multi-unit residential use, the subject property must be rezoned to a site-specific General Residential Exception (R-x) Zone. Natural heritage features identified within each open space block are to be rezoned to the Environmental Constraint (EC) Zone in order to protect said features and prohibit development, with the exception of stormwater management facilities and developable lands within Block 3. Lot 59 is to be rezoned to the General Commercial (C) Zone to permit commercial uses.

As part of the Planning Application process, the proponent went through three (3) separate preconsultation meetings between September 2021 and November 2024. The preconsultation meetings confirmed the need for the various studies submitted in support of the applications.

Concurrent Applications: Draft Plan of Subdivision Application 15T-25002

Planning Analysis:

The Planning Justification Report (PJR) prepared by EcoVue Consulting Services Inc. in support of the applications provided a comprehensive review and assessment of the relevant section of the Planning Act, the Provincial Planning Statement (2024), County of Peterborough Official Plan, and the Township of North Kawartha Comprehensive Zoning By-law 26-2013. As per the Planning Act, decisions on planning matters including zoning by-law amendments are required to be consistent with the Provincial Planning Statement (2024) and conform to the Official Plan and the Zoning By-law.



Planning Act, Section 51(24)

In terms of having regard to matters detailed in Section 51(24) of the Planning Act, the applicants' PJR concluded that the proposed plan of subdivision has had regard for all Planning Act matters. Matters of Provincial Interest, public interests, conformity with local plans, suitability of the lands, roadways, lot configuration, conservation of natural resources, adequacy of services, adequacy of school sites, efficient use and conservation of energy appear to have all been considered and addressed in the PJR.

This report accepts the PJR assessment, as written, regarding Planning Act compliance.

Provincial Planning Statement, 2024

Under the policies of the Provincial Planning Statement (2024), the subject property is considered rural settlement area. The applicant's PJR provides in-depth assessment of the relevant PPS policies. Specifically, Section 2.1.4 of the PPS directs municipalities to maintain the ability to accommodate residential growth and Section 2.3 which identifies rural settlement areas as the focus for future development. The PJR also highlights the specific sections of the PPS related to settlement area expansion. Also reviewed were PPS Section 3.6 related to servicing, Section 4.1 related to natural heritage planning, and Section 4.6 related to archaeological assessments.

This report accepts the PJR assessment, as written, regarding compliance with the PPS (2024).

County of Peterborough Official Plan

The western portion of the subject property is designated a "Settlement Area", associated with the Hamlet of Woodview. The eastern portion of the subject property is designated "Rural" in the County of Peterborough Official Plan. The Official Plan Amendment before Peterborough County is intended to expand the "settlement area" such that it will include the entire subject property. This is consistent with the expansion of the Woodview Hamlet proposed in the new County of Peterborough Official Plan,



currently awaiting approval from the MMAH.

The Peterborough County Official Plan is intended to direct and guide actions of local municipalities (Section 1.1) and functions as the “local official plan” for the Township of North Kawartha. In many respects, the Official Plan mirrors the policies of the PPS. Specifically, the CPOP recognizes that settlement areas are intended to accommodate the majority of future growth and development and should be developed to respect natural features and ensure the efficient use of lands (Section 4.2).

Section 4.2.3, which recognizes settlement areas as the focus of development, clearly states that local municipalities are to ensure a sufficient supply of lands to accommodate a 20-year growth projection. Policies also require subdivisions to be supported by hydrogeological assessments, in accordance with MECP guidelines, when proposing development on private services. It also clearly states that land use and detailed policies for existing and future growth in settlement areas are to be a local municipal responsibility. The policies do suggest that expansion of settlement areas should only occur following the preparation of a comprehensive review. This report accepts the Hemson report prepared as part of the new County of Peterborough Official Plan as representing the required comprehensive review.

Section 5.1.3, Housing sets out specific policy direction related to settlement areas being the focus of the majority of future development, supporting a range and mix of housing to accommodate the 20-year growth projection. The policies also encourage local municipalities to ensure that there is a three (3) year supply of draft approved lots to accommodate growth.

Section 5.3, Transportation contains policies which recognize that one of the roles of County Roads are to provide a collector road function between local municipal roads and provincial highways (exactly the scenario proposed). The applicant retained the services of Tatham Engineering to prepare a Traffic Impact Study (TIS). This study was peer reviewed and Tatham provided a second submission addressing the comments



from the Peer Reviewer. The TIS looked at the potential transportation impacts of development on the area roads. The report concluded that the existing road system provided excellent overall operations and that no intersection improvements were required to support the proposed development. This report has also been reviewed by MTO and Peterborough County Roads. It is worth noting that the TIS did not remove the historic traffic generated by the golf course in its projections and as a result is presented as robust projections.

Section 6.2.3 sets out the local policies for the North Kawartha which recognizes both Apsley and Woodview as being the primary growth areas of the Township. Within these hamlets, the “predominant use of the land will be for single detached dwellings.” The development of such areas should occur by plan of subdivision and be supported by hydrogeological assessments which determine the adequacy of water supply and recommended lot sizes.

There are also specific policies regarding development on Julian Lake. This report recognizes that the subject property is over 640 m from the closest point of Julian Lake and that the development is not on Julian Lake and therefore the specific policies do not apply.

The Official Plan also contains criteria for assessing OPAs and plans of subdivision (Sections 7.9 & 7.13), both of which have been assessed in the applicant’s PJR in detail. The PJR conclusions on these policies are accepted by this report, as written.

The applicant’s PJR concludes that the proposed applications are consistent with the goals and objectives of the Official Plan and reflects the settlement boundary proposed in the new Peterborough County OP.

Since the public meeting, confirmation has been received from Peterborough County that they are now in the final stages of the approval of the new County Official Plan. Despite the potential for the OPA to become redundant with the approval of the new County Official Plan, the Township Council should continue to advance the OPA for the



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proposed subdivision.

This report accepts the PJR official plan policy assessment, as written, and supports the conclusion that proposed development is in conformity with the Official Plan.

Township of North Kawartha Comprehensive Zoning By-law (#26-2013)

The subject lands are currently zoned “Rural Exception 124 (RU-124)” which is a site-specific zoning permitting the current golf course use of the property and does not permit the proposed subdivision and residential development. It is proposed that the lands be rezoned to a site specific “General Residential Exception (R-x)” zone to cover the majority of the property. It is also proposed that Block 2 in the proposed draft plan of subdivision be rezoned to “Open Space (OS)” to reflect the future stormwater use of the lands. Finally, Lot 59 in the draft plan of subdivision is proposed to be rezoned to “General Commercial (C)” to reflect proposed local commercial use of the lands.

Wetlands and environmental features will be placed in the “Environmental Constraint (EC)” zone.

This report acknowledges that the proposed rezoning for the subject property is appropriate, consistent with the draft plan of subdivision, and conforms to the proposed Hamlet designation of the lands.

Agency Comments:

At the time of the writing of this report, there were comments from Alderville First Nations identifying their Constitutional Rights and requesting a fee for their review and comment on the application. They highlighted the Alderville First Nations’ Consultation Protocol.

Additional consultation with Alderville First Nation is a matter of Township and County protocol and should be consistent with established practices. In terms of the specific comments regarding archaeological assessment, it should be noted that the applicant undertook a Stage 1 and 2 Archaeological Assessment, which did not yield any evidence of archaeological material and recommended no additional archaeological



assessments being required. Accordingly, the applicant's consultant has filed the report with the Ministry of Heritage, Sport, Tourism and Culture Industries.

There were also comments from the Kawartha Pine Ridge District School Board who highlighted their review of the traffic impact study, and that students from the subdivision would be required to "make their way to the nearest suitable and safe bus stop location." They specifically requested that a pedestrian route be provided to ensure safe access and safe movement of students. They have no objection to the application but did request the safe pedestrian linkages be considered in the approval process (Appendix A).

It is recommended that the School Board comment be addressed as a condition of draft approval to be eventually reflected in the subdivision agreement to be registered on the title of the individual lots created through the subdivision.

Public Comments:

There were numerous comments submitted to both the Township and the County from community members (Appendix B). This report acknowledges a total of 20 public submissions related to the OPA and ZBA applications. It is also understood that Peterborough County may have additional comments received through the draft plan of subdivision process. Efforts have been made to capture all comments received at both the County and Township level. Comments received from the following individuals are deemed to form part of the "public record" on the OPA and ZBA applications:

Greg Sheehan

Michele Assinck

Lorraine Buckley Robinson

Doug Driscoll

David Reid

Phil/Mary Henry

Adam/Amber Dragisic

Victoria Johnson



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Carolyn Johnston

Linda Whale

Shaun/Bev Gannon

Dave/Tina Weicker

Kingsley Campbell

Justin Jeff

Mike O'Dette

Jim Davis

Lalerie/Dwight Hill

Jeremy Moore

Jackie Dignam

It is acknowledged that 16 of the 20 comments received were in opposition to the proposed development and planning applications. There were four comments received in support of the proposed development.

The Township's planning consultant has also received correspondence from the developer's planner, addressing comments received. This response is attached as an appendix to this report.

The comments of concern covered a number of subjects, with many expressing general concerns regarding the growth of Woodview Hamlet, the need for the development, the impact on the rural character of the area, and the general lack of amenities support development. The main concerns seemed to be focused on the potential impacts on the groundwater and the supply of potable water to service the development, along with increased traffic congestion and unsafe conditions at the intersection of County Road #56 and Highway #28. There were several comments on the potential negative impact on the natural environment, with specific mention of Julian Lake. There were questions asked about the benefits to the Township and existing taxpayers for assuming responsibility for the maintenance of the roads and stormwater infrastructure and the availability of emergency services to support the development. There was specific mention of the need to ensure Fire Route #35 continues to be available to surrounding



property owners. There were also suggestions to increase the size of the proposed lots, decrease the number of lots and to phase the development of the subdivision.

There were also several comments submitted which supported the development proposal, highlighting the need for additional housing and the benefits of additional homeowners in the area to support the existing community amenities.

In response to the comments of concern, it is submitted that the Provincial Planning Statement (2024) specifically requires municipalities to plan for growth and ensure a long-term supply of lots to accommodate future growth. The current Official Plan stipulates that the Township should ensure a three (3) year supply of draft approved lots, something the Township currently does not have. It is generally understood that the Township of North Kawartha has relied on consent applications for the introduction of lots for development. It is held that the supply of lots through the plan of subdivision process is a much preferred, efficient means of ensuring long term supplies and generally produces much better planned neighbourhoods than that achieved through the consent process. It is also submitted that development is intended to be directed to rural settlement areas rather than being scattered throughout the rural area through the consent process, and that this approach results in much less negative impact on rural character and much better planned communities.

The concept that the Hamlet of Woodview, being one of the southernmost settlement area within the Township, as an area of future growth within the Township, has planning merit. The expansion of Woodview Hamlet in both the new County Official Plan and the proposed OPA is appropriate and will assist the Township in accommodating future growth and development in a planned manner, consistent with the direction in the PPS and Official Plan. Taking advantage of the desire to repurpose the existing golf course and rounding out the boundaries of the Hamlet to promote the growth and development of the community is justified. The Hamlet of Woodview is a settlement area, and it is appropriate for this area to be planned to support more development.



It is important for Council to appreciate that their responsibility in this matter rests with the OPA/ZBA applications and to provide comments to the County on the OPA and conditions of draft approval for the proposed subdivision. As such, there is a clear division of responsibility, with the County ultimately being responsible for ensuring that the subdivision represents good land use planning and approval of the OPA. The Township should be satisfied that the information submitted to the County related to water supply (hydrogeological) and traffic impacts is thorough and complete. This is generally achieved through conditions of draft approval, submitted by the Township to the County for consideration. The County is to ensure that all peer review comments are adequately addressed and meet acceptable standards. This is specifically the case related to the hydrogeological and traffic studies submitted by the applicant.

The applicant's professional engineering team has responded to all peer review comments and appears to have adequately addressed outstanding concerns.

As for the comments on ensuring Fire Routed #35 is not negatively impacted through this development, it is unclear how the proposed subdivision would impact FR #35. FR #35 crosses the extreme northeast of the applicant's holdings and is not impacted by the lands subject to the draft plan of subdivision. It may be worth Council including a condition of draft approval which requires the applicant to confirm that FR #35 will not be negatively impacted through the subdivision.

This report accepts that the applicant's team has adequately identified natural heritage features on the property and have planned the development to generally avoid significant natural heritage features. This work has been peer reviewed, and the supporting Environmental Impact Studies should be finalized to address any outstanding peer review comments. This report does not accept stated concerns regarding negative impacts on Julian Lake. It is submitted that there is a far greater potential for existing development surrounding Julian Lake to have a much more significant impact on the quality of the lake than the planned subdivision development, with supporting professional engineered studies located over ½ kilometre from the lake having any negative impact.



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One comment questioned the benefits of the Township taking over the proposed roads and stormwater management features within the subdivision. Council must understand, that unless the development proceeds by way of condominium, that it is required to assume ownership and responsibilities for the roads and stormwater infrastructure once they have been developed, at the developer's cost, and following a warranty period, all of which is typically detailed in the eventual subdivision agreement between the developer and the Township. The assumption is that the increase in taxation resulting from the new development will cover the costs of increased road maintenance and stormwater management costs. Generally, new residential subdivision development is deemed to be revenue-neutral, with increased costs being covered by increased taxation revenue.

It was suggested that the applicant increase the size of the lots or decrease the number of lots being proposed to better fit into the community. It must be understood, however, that the creation of lots by way of subdivision is an expensive and time-consuming pursuit. If lot sizes are increased or the number of lots decreased, the costs for providing the roads are shared by fewer properties and can significantly increase the cost of development, reduces the revenue to maintain the roads, making the development less affordable. It is also argued that OP policies stress the need for development to be efficient in terms of its use of land. Larger lots consume more land per residential unit and ultimately will result in the need for settlement areas like Woodview to grow in an unaffordable, sprawling fashion. Council should be aware that it is quite common for subdivisions to be developed in phases, over a period of time, as market demands fluctuate. The phasing of the subdivision is typically an issue which is negotiated with the developer and expressed in the subdivision agreement.

The suggestion that the Hamlet of Woodview has a limited range of amenities to support the proposed development is acknowledged, however, with more growth and development, comes more demand for amenities and services and more support for existing amenities. There will be more people to support the library, more people to shop at local retail establishments, more people living in the community that may



become volunteer emergency service providers, and more people to support local institutions. It is acknowledged that often there is a lag between growth of population and growth of supporting services.

Financial Implications:

All costs associated with the development of the lands by way of a plan of subdivision will be borne by the applicant. It is typical for municipalities to require developers to include security provisions in subdivision agreements related to the costs of building roads and associated features (stormwater, telecommunications, postal services). Eventually, following construction and warranty periods, the Township will assume responsibility for maintaining the roads and stormwater management ponds, paid for through the increased taxation resulting from the development of the subdivision. The subdivision should be considered as revenue-neutral to the general tax base of the Township.

Concluding Comments:

It is common for new growth and development to generate concerns from an existing community. The Township has held the public meeting for the Official Plan and Zoning By-law Amendments and appreciate that there is no public meeting for the plan of subdivision. Council is encouraged to carefully review and consider all comments received.

It is the position of this report that there have been no comments received that should change the nature and extent of the proposed Official Plan Amendment and Zoning By-law Amendment submitted to Council for consideration. This report accepts the proposed Official Plan Amendment and Zoning By-law Amendment as representing good land use planning, supported by professional studies that have been peer reviewed. It is now appropriate for Council to deliberate and consider action on the proposed planning applications before them.



The recommendation of this report:

1. That Council endorse the proposed Official Plan Amendment (OPA No. 80) and pass a motion recommending to Peterborough County that they approve OPA No. 80.
2. That Council endorse the proposed Zoning By-law Amendment (ZA-06-25) and pass the By-law appended to this report.

It is understood that a future report to Council will present recommended conditions of draft approval for the draft plan of subdivision following the completion of the OPA/ZBA process.

It should be acknowledged that should Council approve the ZBA, that the by-law amendment will not come into force and effect until the approval of the OPA No. 80.

All of which is respectfully submitted for Council's consideration.

Forbes Symon, MCIP, RPP
Senior Planner
Jp2g Consultants Inc.

Attachments:

Appendix A: First Nations and Agency Comments

Appendix B: Public Comments

Appendix C: Applicant's Response to Public Comments

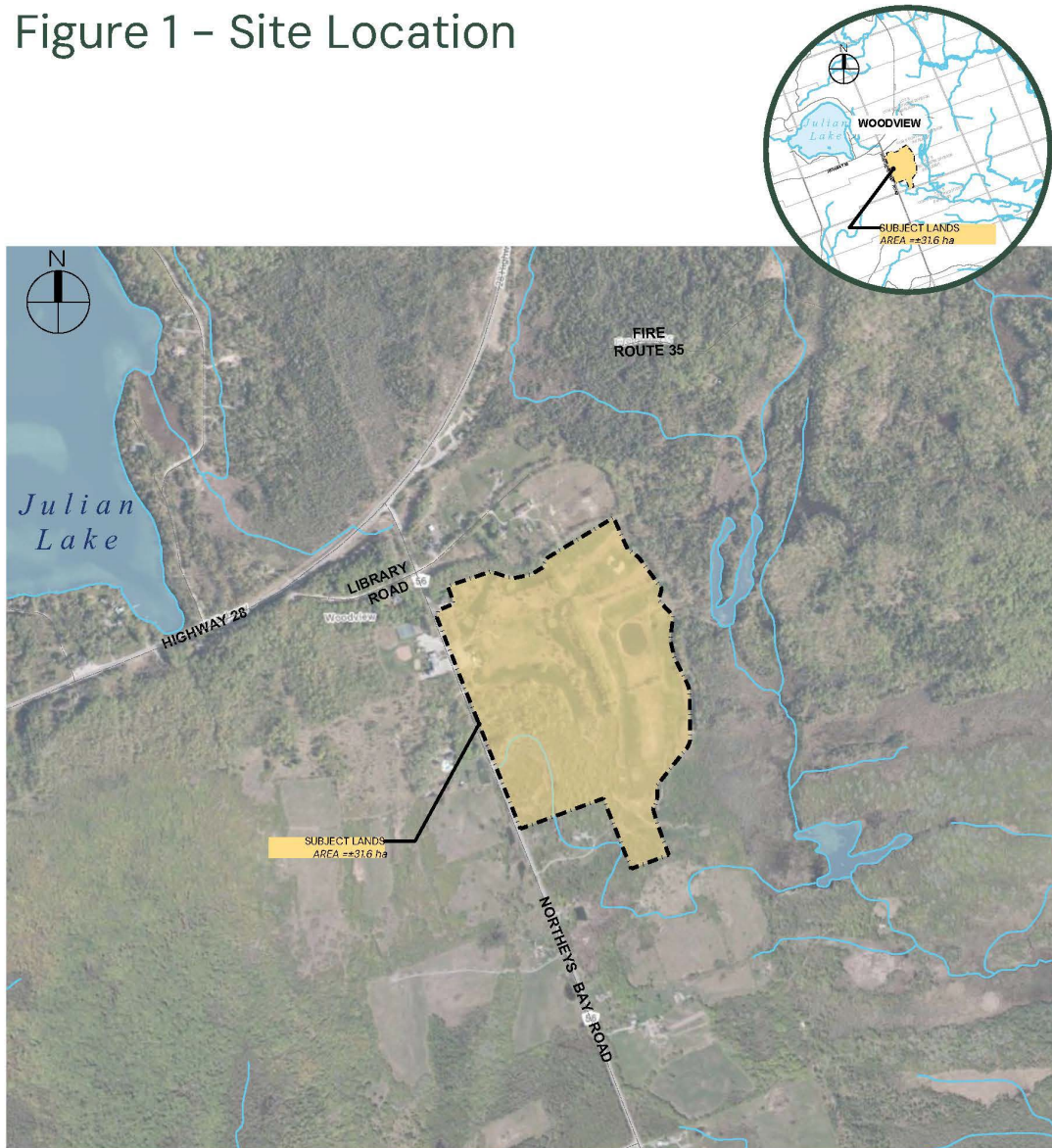


Key Map

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Figure 1 – Site Location



Woodview Golf
Eric Challenger
65 Northey's Bay Road
Part of Lots 6 and 7
Concession 6 Southern Division
Geog. Twp. of Burleigh
Now in the Twp. of North Kawartha
County of Peterborough

Project Number: 21-2207

Horiz. Scale: 1:12,500

Date: January 31, 2025

ECOVUE

LAND USE PLANNING & DEVELOPMENT

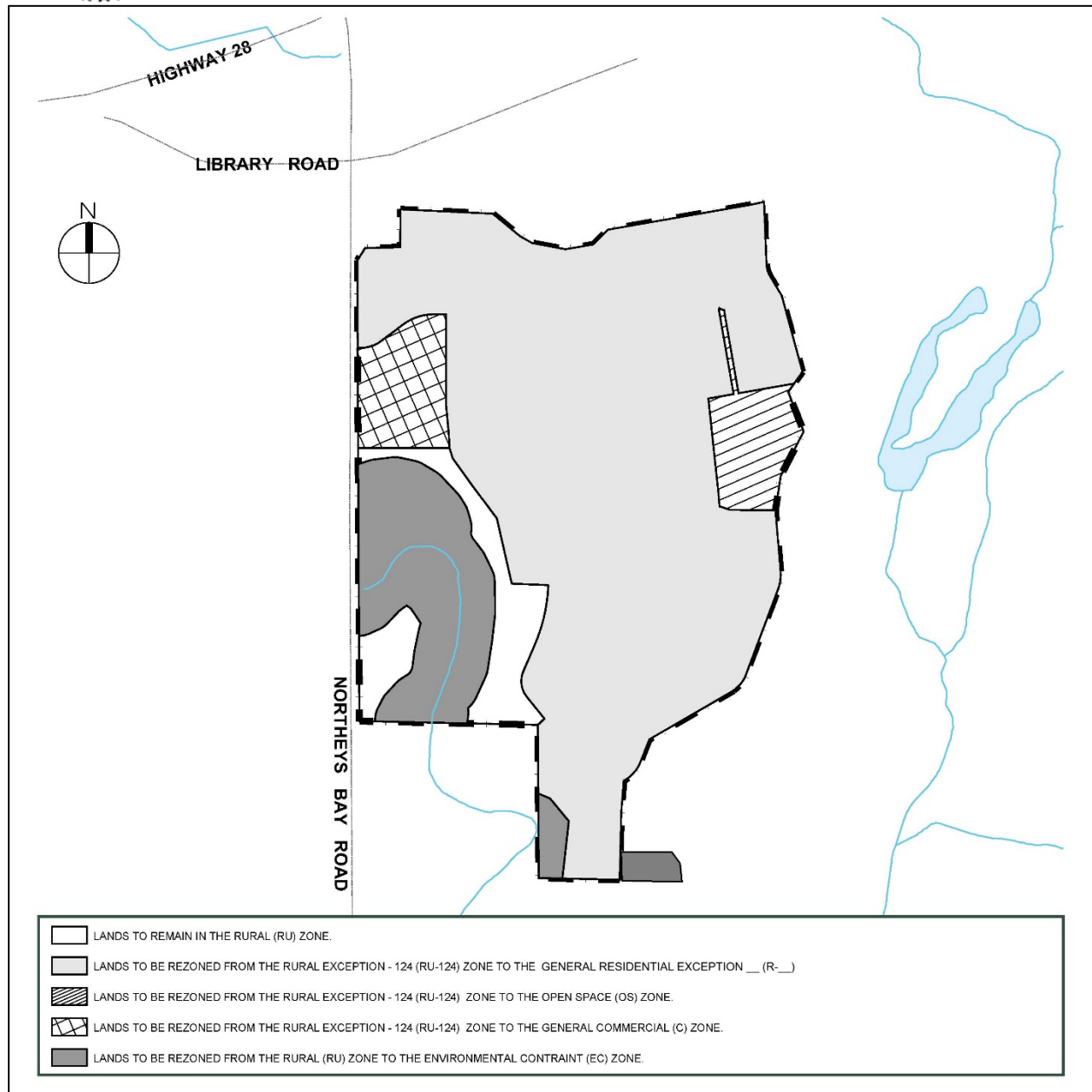
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Appendix A: First Nations and Agency Comments



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Appendix B: Public Comments



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Appendix C: Applicant's Response to Public Comments