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TO: Mohammed Ahmed, Darul Khair Centre, Stouffville

FROM: David French, BA, CPT, Storey Samways Planning Ltd.

DATE: December 16, 2025

SUBJECT: ADDENDUM: Planning Justification Report Regarding a Proposed Place of Worship (Mosque), 27 Winona Drive, Town of Whitchurch-Stouffville

GENERAL FILE INFORMATION:

Applications: Applications for Zoning By-law Amendment and Site Plan Control

Subject Address: 27 Winona Drive, Town of Whitchurch-Stouffville
Part of Lot 26; RP 455

PURPOSE OF THIS REPORT:

This addendum report is intended to support the previously submitted Planning Justification Report (PJR), dated March 25, 2025, speaking to the appropriateness of a zoning by-law amendment application, and subsequent site plan approval application, as they relate to a proposed place of worship (Mosque) known as Darul Khair Centre, Stouffville.

For the information of the reader, this addendum report will provide background information on the project, an overview of activities undertaken since the March 25, 2025 PJR, the status of the new Official Plan (OP 2024), as well as highlight revisions to the proposed site and design plans as a result of public and staff comments received to date.

The reader is directed to the March 25, 2025 PJR for discussion on the following items referenced in that document, as there are no changes to the references or comments provided as a result of the site plan revisions:

- Area Context and Neighbouring Land Uses
- Consultation
- Analysis – Provincial Planning Statement, 2024 (PPS)

- Analysis – York Region Official Plan, 2022

BACKGROUND:

In June of 2023 our office was retained to assist with the necessary Planning Act approvals to permit, and facilitate the construction of, a new mosque, known as Darul Khair, at 27 Winona Drive in Stouffville. At this time, we were provided with copies of a draft site plan and elevations, along with various other technical documents, which we submitted to the Town as part of a formal pre-consultation process. Over the course of the following weeks, the Town reviewed our submission, scheduled a pre-consultation meeting (held September 13, 2023), and provided written comment and further direction for formal application submissions.

It is noted that at the time of our original pre-consultation, the Town's Official Plan (OP 2004) identified the subject parcel to be located within the Western Approach Mixed Use Area designation, and although generally permissive of the place of worship use, certain locational criteria, directing places of worship on lots under 2.5 hectares to be located on collector or arterial roads. Winona Drive is a local road.

It is also noted that in May of 2024, Stouffville Council adopted a new Official Plan (OP 2024), which, at the time of writing the March 25, 2025 PJR, was awaiting final approval by the Province. This 2024 document designated the subject lands as Western Approach Mixed Use Area, similar to the 2004 OP, however the adopted document removed the locational criteria for places of worship. Although the OP 2024 was not in force at the time of writing, its final approval was expected "any day now".

On June 18, 2025, following your submission of the required components of a Complete Application, the rezoning application appeared before Council for the Statutory Public Meeting under the Planning Act. At this June 18, 2025 meeting, Council received an information report from Stouffville administration, received comments from the public, and received a presentation outlining facility design, civil engineering and planning rationale from your consulting team. I also note that Council members had an opportunity to ask questions of staff and the developer, which a few did take advantage of.

Following this June 18, 2025 meeting, the development team reviewed and considered the public and Council comments, and subsequently, over the ensuing months, substantially revised the project to address perceived negative impacts to the local neighbourhood and traffic system. The project revisions are discussed further below in this document.

Also, following the June 18, 2025 meeting, in the fall of 2025 the Province ultimately approved the new Stouffville Official Plan (OP 2024) which removed locational criteria which apply to places of worship. Any official plan references below in this Addendum report refer to the OP 2024 which is now fully in effect.

Current Site Plan Revisions

As a result of the public, Council and staff comments received to date, the following changes to the proposed site plan were made to reduce perceived impacts:

- Reduced the floor area of interior spaces designed for human use, thereby reducing OBC occupancy limits, and also reducing the required parking space count from 114 to 75 spaces
- Increased the number of provided parking spaces from 53 to 76 parking spaces, thereby meeting the by-law requirement
- Reduced the building footprint to allow conformity with the required 3 m front yard setback, thereby meeting the by-law requirement, and allowing for improved front yard landscaping opportunities
- Relocated the interior refuse storage to the front of the building, away from the adjacent residential uses, thereby meeting the by-law requirement
- Redesigned the interior parking area and traffic aisles to allow for better flow
- Maintained respect for Muslim-faith design philosophies

A full revised design package, together with any revised background studies / reports, which includes a revised traffic impact study, will be submitted to the Town as stand-alone documents.

Planning Act Applications Required and Purpose

In consultation with Town administration, it has been determined that the following Planning Act applications are required (explained in more detail later in this report):

1. Zoning By-law Amendment – to permit the proposed place of worship, and to establish appropriate performance standards for the use;
2. Site Plan Control – to control the development of the proposed place of worship, access / egress points, and parking areas.

ANALYSIS:

Town of Whitchurch-Stouffville Official Plan, 2024 (OP 2024)

1.2 Town-Wide Guiding Principles

1.2.6 Guiding Principle #6: Accountable, Inclusive and Equitable

The Town of Whitchurch-Stouffville is a place that aspires to be welcoming, inclusive, and equitable to all. This Official Plan upholds the values of accountability, inclusivity and social equity by:

1.2.6.1 Requiring that decisions made in the Town continue to advance reconciliation with Indigenous Communities and embrace a diversity of languages and cultures, in order to support a fair, equitable and inclusive community.

3.6.1 Built Form and Public Realm

High quality urban design involves careful consideration to the form, function, shape and character of the built environment and community as a whole. In an effort to make functional and attractive, buildings, streets and public spaces, thoughtful planning through a coordinated effort to connect people and places is paramount.

Urban design excellence helps transform spaces and creates places for innovation, a sense of community identity, and social and physical interaction while setting the stage for environmental stewardship, social equality and economic viability. This Section includes general urban design policies. Recognizing the importance of design in community building, as implemented through the Town's applicable area specific Urban Design Guidelines, development is to have high-quality design and be compatible with surrounding areas that reinforces a healthy, vibrant and complete community....

Comment: from the onset of the project, which included conceptual design activities, the desire for a good and respectful built-form played an important role in this submission. Much work was undertaken to respect the Muslim-specific design requirements, and the Town's urban design requirements. To that, the following response have been provided by Darul Khair's architectural team in support of this policy discussion:

Main Street West Character Area – Integration with the Evolving Urban Fabric

- *Alignment with Transition: The design supports the transition of Main Street West from an auto-oriented area to a vibrant, mixed-use corridor. The mosque's*

inclusion of diverse community functions helps integrate with the evolving urban fabric.

- *Human-Scaled Design: The three-storey height ensures compatibility with both the current built environment and the Town's goals for varied skyline and pedestrian-friendly streetscapes.*

Height, Density, and Building Typologies

- *Building Height: The three-storey mosque aligns with the policy of introducing mid-rise buildings along Main Street, complementing the emerging character of the area.*

Community Safety and Inclusivity

- *Safe and Welcoming Environment: The design adheres to the Town's "community safety approach," ensuring that the mosque's public spaces are accessible, inclusive, and supportive of community-building.*

6.4.8 Western Approach – Mixed Use Area

... It is the objective of the Western Approach – Mixed Use Area designation to create a diverse, thriving commercial district combined with employment, institutional, cultural, entertainment and residential uses. Buildings of varied architecture and massing, when combined with a strong orientation to the public realm, will facilitate utilization of the properties by both pedestrians and vehicles alike. The Western Approach is planned to evolve into a more intensive and diverse mixed use corridor, with a vibrant and active streetscape that supports a pedestrian oriented environment and enhanced public realm.

6.4.8.1 Permitted uses in the Western Approach – Mixed Use Area designation, subject to the development policies of this Section, include:

p. Community facilities that are integral to a neighbourhood including uses such as places of worship, day care centres, libraries, schools, community centres, and public recreation facilities

6.4.8.3 Development in the Western Approach – Mixed Use Area designation will conform to the following policies:

f. A minimum floor space index of generally 1.5 should be achieved.

Comment: complies – the proposed facility provides a floor space index¹ of 2.16.

g. The appropriateness of the built form, density, massing and building height shall be evaluated subject to the following:

- i. the urban design policies of Section 3.6 of this Plan;*
- ii. demonstrate consistency with the applicable area specific urban design guidelines;*
- iii. consider the creation of pedestrian-scale street walls / streetscapes and the overarching vision for creating a walkable, animated and activated community; and*
- iv. appropriately minimize or mitigate potential impacts on abutting properties with respect to shadows and privacy, through the application of angular planes, building setbacks, setbacks, landscaping, and reduced building heights and massing.*

Comment: complies – please refer to the discussion and architect comments above under the review of policy 3.6.1, Built Form & Public Realm.

l. Landscaping is provided throughout the development to enhance the image of the development by breaking up the appearance of the parking lot(s), and, to compliment and reinforce the architectural appearance of the commercial, retail and residential buildings. In the assessment of the parking courts, an emphasis will be placed upon the creation of grid system of “internal driveways” that are lined with trees.

Comment: an appropriate and acceptable landscaping plan will be submitted as part of the site plan approval process.

m. The Town will work with the applicant to achieve the following objectives: i. to improve the appearance of the development, including minimizing the impact of the parking areas and the appearance of the development from the adjacent sidewalk and travelled road. Structured parking, if appropriate, should be located behind at grade uses; ii. to encourage improved pedestrian movements on site; iii. to pursue specific design details which will reinforce the positive image and interaction between the public/private realm; and, iv. to mitigate the conflicts between the development and adjacent residential neighbourhoods.

Comment: noted.

¹ The **Floor Space Index** (FSI), also known as **Floor Area Ratio** (FAR), is a measure used in urban planning to regulate the density of buildings in a given area. It helps in controlling the volume of construction by limiting how much floor area can be built on a given plot of land.

p. Structured parking will only be permitted within the base of a mixed use building. Where structured parking is not incorporated in the initial phase(s) of development, the Owner shall demonstrate how future structured parking can be accommodated on the property in the context of existing and future building(s).

Comment: complies – structured parking is being provided within the building footprint.

Overarching Comment: similar to the PPS, the Stouffville Official Plan promotes “complete communities”, being those that “offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities...”. As well, “complete communities are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations.”

A place of worship, a mosque in this case, is a prayer facility that is integral to the Muslim faith – in other words a “necessity for daily living”. Further, this mosque will assist the Town in promoting, and facilitating, inclusivity, and the built form is appropriate to the Muslim context and meets the diverse needs of the Muslim community.

The proposed mosque conforms to the Stouffville Official Plan, 2024.

Stouffville Zoning By-law 2010-001-ZO

The subject parcel is zoned Commercial Residential Mixed – Western Approach (CM2), which does not permit a Place of Worship as-of-right. Therefore, to permit the Darul Khair Mosque, a rezoning is required to:

1. Permit a place of worship, with the following special zone provisions:
 - a) Reduce the required landscaped area between the roadway and the parking area from 4.5 m to 3 m;
 - b) Eliminate the requirement for large loading spaces (zero provided)

Zoning By-law Amendment

Based on the proposed site plan, attached as **Appendix D**, it is proposed that the subject parcel be rezoned to a site-specific CM2 exception zone to:

- 1) Add a place of worship as an additional permitted use – the use is currently not permitted.

- 2) Reduce the required minimum landscape strip between the front lot line and a parking area for a place of worship to from 4.5 m to 3 m – as the parking area will be located within the building footprint, and as the building conforms to the required 3 m front yard setback requirement, it is reasonable to reduce the required landscape strip to that of the front yard setback.
- 3) Eliminate the requirement for commercial loading spaces – as per the by-law, four (4) large loading spaces are required, whereas none are provided. Based on the use, and the experiences of the Mosque at its existing and temporary location, there is no need for large loading spaces. Further, as this will be a purpose-built facility, potential conversion of the building in the future to contain a commercial or residential use where loading spaces may be required, is not feasible.

CONCLUSION

Based on the above analysis provided both within this document, and within the March 25, 2025 PJR, it remains my opinion that the Darul Khair Mosque at this location, conforms to, and implements important Provincial, Regional and local policies surrounding, and facilitating, the development of complete communities and provision of much-needed human services and community supports, and offends no others.

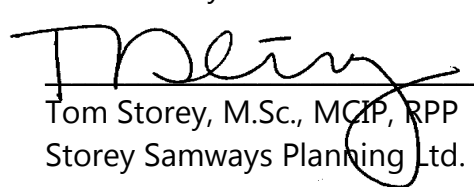
In conclusion the proposed place of worship development represents sound planning for the reasons contained within this report, and should be approved.

Prepared by:



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Reviewed by:



Tom Storey, M.Sc., MCIP, RPP
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Attachments:

Appendix A – Revised Site Plan & Elevations

Appendix A – Revised Site Plan and Elevations

