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To: Mohammed Ahmed, Darul Khair Centre, Stouffville

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

Date: September 3, 2026

Subject: Planning Justification Brief Regarding a Proposed Place of Worship (Mosque)
12662 Tenth Line, Town of Whitchurch-Stouffville

GENERAL FILE INFORMATION:

Application: Zoning By-law Amendment

Address: 12662 Tenth Line, Town of Whitchurch-Stouffville

PURPOSE OF THIS REPORT:

The purpose of this report is to determine the appropriateness of zoning by-law amendment application to permit, and facilitate, the construction of a new two-storey, three-storey, 2807.48 sq. m gross floor area (GFA), place of worship (Mosque), and ancillary parking area providing a total of 168 parking spaces. **Please refer to Appendix A.** This development is known as Darul Khair.

The proposed Darul Khair Mosque will be reviewed against the applicable Provincial, regional, and local municipal policies.

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 of 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.

It is important to note, that also following the June 18, 2025 public 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.

Over the next few months, the development team, based on Town comments, produced and submitted, to the satisfaction of Staff, a revised zoning by-law amendment and site plan application package, and was scheduled to be heard at the May 6, 2026 Council meeting where the zoning application would be decided.

At the May 6 Council meeting, following presentations by the development team, and the public, Council refused the application, and as per the May 7, 2026 Notice of Refusal, the following reasons were stated:

Explanation For the Refusal:

The application was refused for the following reasons as stated by Council:

- *Location and size of the subject property*
- *Concerns with traffic generated by the proposed Place of Worship*

It is also important to note that Council, in its deliberations, encouraged the Darul Khair community to work with staff in addressing the items of concern noted in the refusal, which also could include finding an alternate location that would be more suitable for the Mosque facility.

Following receipt of the Notice of Refusal, an appeal to the Ontario Land Tribunal was filed within the 20-day period.

Approximately eight weeks ago, both the Town and the appellant (Darul Khair representatives) entered into a mediation process, and as a result of that, an alternate location (12662 Tenth Line) for the new Mosque was found, and discussion between the Town and Darul Khair representatives ensued.

This planning brief addresses the applicable planning policies and provides support for locating the new Mosque at 12662 Tenth Line.

27 Winona Drive vs. 12662 Tenth Line – Site Comparisons

	27 Winona Drive	12662 Tenth Line
OP Designation	Western Approach – Mixed Use Area	Neighbourhood Area
OPA Required	No	No
Zoning Classification	Commercial Residential Mixed – Western Approach (CM2)	Development Reserve (D)
ZBA Required	Yes	Yes
Road Classification	Local Road	Arterial Road
Parcel Size	0.24 ha	1 ha (+/-)
Frontage	37.8 m	100 m (+/-)
Full Servicing Available	Yes	Yes
Planning Act Applications Required	Zoning, Site Plan	Consent, Zoning, Site Plan

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. Consent – to sever a vacant one-hectare (+/-) parcel to contain the Mosque and its ancillary facilities.
3. Site Plan Control – to control the development of the proposed place of worship, access / egress points, and parking areas.

ANALYSIS:

Provincial Planning Statement 2024 (PPS)

Chapter 1: Introduction

Vision

Ontario is a vast, fast-growing province that is home to many urban, rural and northern communities distinguished by different populations, economic activity, pace of growth, and physical and natural conditions. More than anything, a prosperous Ontario will see the building of more homes for all Ontarians. This is why the province has set a goal of getting at least 1.5 million homes built by 2031. ...

...Above all, Ontario will continue to be a great place to live, work and visit where all Ontarians enjoy a high standard of living and an exceptional quality of life.

Comment: for many, having access to places of worship, and the community supports offered within places of worship, in this case, a mosque, is a key factor in determining where they wish to live, and as such provides opportunities in attaining a quality of life, and the sense of community, that they seek.

While the Provincial Planning Statement (PPS) doesn't provide specific policies regarding places of worship in identified settlement areas, it does speak directly to the Province's desire to create "complete communities" within Ontario. The PPS defines *Complete Communities* as:

Complete communities: means places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities, including an appropriate mix of jobs, a full range of housing, transportation options, public service facilities, local stores and services. Complete communities are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations.

To this, Chapter 2: Building Homes, Sustaining Strong and Competitive Communities, Section 2.1, Planning for People and Homes, states:

6. Planning authorities should support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, longterm care facilities, **places of worship [my emphasis]** and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;*
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and*
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

Comment: as per the above, a place of worship is seen as an integral component of a complete community.

In addition to the policy referenced above, another policy worth noting speaks to energy conservation and climate change, being:

2.9 Energy Conservation, Air Quality and Climate Change

1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:

- a) support the achievement of compact, transit-supportive, and complete communities;*
- b) incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities;*
- c) support energy conservation and efficiency;*
- d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and*
- e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.*

Comment: again, while not speaking directly to places of worship, I would suggest that the proposed development is considerate, and supportive, of the need to reduce Ontario's overall environmental impact, in that:

- making use of an existing, under-utilized, lot of record, and existing full municipal services with appropriate capacity, reduces the pressures of urban sprawl and assists in keeping the community compact
- Being a new build, current best-practices in design and construction, are employed to address environmental concerns and loss of efficiencies

York Region Official Plan, 2022

The York Region Official Plan places the Town of Stouffville within a Towns and Villages (Community of Stouffville) designation, as per Map 1 - Regional Structure, and further designates the subject lands as Community Area as per Map 1A - Land Use Designations.

Section 4.2, Community Areas

Community Areas cover a significant portion of York Region's Urban System and this is where the majority of housing, personal services, retail, institutional, cultural and recreational services will locate. The nature of Community Areas varies based on local context across York Region....

Objective: To develop strong, caring and safe complete communities¹ which meet the needs of all residents within close proximity to employment opportunities and amenities.

Community Area Policies:

It is the policy of Council:

4.2.1 That Community Areas, identified on Map 1A, are where the majority of residents, personal services, retail, arts, culture, recreational facilities and human services² needs, will be located. Employment opportunities shall also be encouraged within

¹ **Complete communities:** means places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities, including an appropriate mix of jobs, a full range of housing, transportation options, public service facilities, local stores and services. Complete communities are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations. (PPS 2024)

² **Human Services** - Supports for people at every stage of their life that strengthen our communities and positively influence a person's health and stability. Examples include healthcare, education, recreation, children's services, newcomer supports and local community outreach programs. (York Region OP 2022)

Community Areas.

Section 4.5, Towns and Villages

Objective: To ensure the continued vitality of Towns and Villages throughout York Region.

Comment: the proposal to develop and establish the Darul Khair Mosque at this location will assist the Region in attaining their policy goals of creating complete communities, and providing much-needed human-services and religious supports for the local, and regional, Muslim community.

The proposal conforms to the applicable policies of the York Region Official Plan, and offends no others which are contained in that document.

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:

6.4.1 Neighbourhood Area

The Neighbourhood Area designation provides for the creation of new residential neighbourhoods and recognizes existing residential neighbourhoods comprising primarily low rise residential dwellings. Neighbourhood Areas also permit neighbourhood supportive uses, such as schools, places of worship, parks and open spaces, and in some cases small-scale commercial uses that contribute to the diversity of a complete community. These elements support walkable communities, introduce local businesses and services, accommodate daily shopping needs, and function as focal points for social interaction.

Gentle intensification within existing developed areas of the Neighbourhood Area designation is supported, including additional residential units, converted dwellings, adaptive re-use of nonresidential buildings, infill development and modest redevelopment. The Town will support a broad range of low-rise housing options, including semi-detached dwellings, duplexes, triplexes, and fourplexes, in accordance with the requirements of the Zoning By-law, to ensure compatibility with existing development and uses.

Permitted Uses

6.4.1.1 Permitted uses in the Neighbourhood Area designation, subject to the development policies of this Section, include:

...f. 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.

Comment: based on the above policies, it is clear that a Place of Worship is a permitted use at this location and will provide added social and community benefit to this expanding residential area.

Development Policies

6.4.1.2 Development in the Neighbourhood Area designation will conform to the following policies:

c. Development will be consistent with any applicable area specific urban design guidelines.

Comment: the proposed Mosque will be consistent with applicable area specific urban design guidelines. This will be further reviewed and confirmed through the site plan approval process.

e. Development will be compatible and in keeping with the character of the surrounding area.

Comment: the proposed Mosque will be compatible and in keeping with the character of the surrounding area. consistent with applicable area specific urban design guidelines. This will be further reviewed and confirmed through the site plan approval process.

h. The promotion of active transportation and transit and mitigation of adverse impacts on traffic and the surrounding transportation system.

Comment: at the time of writing, impacts to the area transportation system are still to be determined. However, as Tenth Line is an Arterial class road, traffic to and from the new Mosque is expected to have little to no impact on area traffic operations. A traffic impact study (TIS), completed by a qualified professional, will be submitted concurrently with the application.

i. The provision of adequate vehicular and bicycle parking, buffering, and landscaping.

Comment: adequate parking, buffering and landscaping will be provided. This will be further reviewed and confirmed through the site plan approval process.

l. The provision of adequate existing and/or proposed community facilities to serve future residents and the existing community, including locally serving commercial uses, parks and open spaces.

Comment: a place of worship can be considered a community facility, and the establishment of a place of worship at this location will assist the Town in serving its residents – both current and future.

m. The provision of adequate municipal services to the area or to the site.

Comment: full municipal services, with available capacity, are available to service the site.

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 Development Reserve (D) which does not permit a Place of Worship as-of-right. Therefore, to permit the Darul Khair Mosque, a rezoning is required to permit a place of worship.

Zoning By-law Amendment

Based on the proposed site plan, attached as **Appendix A**, it is proposed that the subject parcel be rezoned to a site-specific Institutional (I) exception zone to add a place of worship as an additional permitted use – the use is currently not permitted. A copy of the proposed amendment wording is attached as **Appendix B**.

CONCLUSION

Based on the above analysis provided above, it is 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.

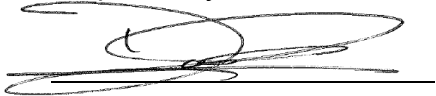
Further, it is the opinion of the client, and this office, that this location will provide added benefits to the development, and Town, by way of increased interior spaces, parking availability, and less traffic impact on local roads than the previously considered

location.

Also, thanks to mediation and the advice of Staff, the new location addresses the concerns of Council expressed in its refusal of the original site.

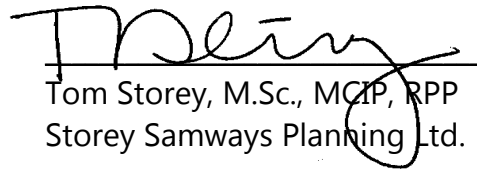
In conclusion the proposed place of worship development represents sound planning for the reasons contained within this report and should be approved.

Prepared by:

A handwritten signature in black ink, appearing to read 'David French', written over a horizontal line.

David French, BA, CPT
Storey Samways Planning Ltd.

Reviewed by:

A handwritten signature in black ink, appearing to read 'Tom Storey', written over a horizontal line.

Tom Storey, M.Sc., MCIP, RPP
Storey Samways Planning Ltd.

Attachments:

Appendix A – Site Plan

APPENDIX B – DRAFT AMENDMENT

**THE CORPORATION OF THE TOWN OF WHITCHURCH-STOUFFVILLE
BY-LAW NUMBER 2026-____-ZO**

BEING A BY-LAW to amend By-law No. 2010-001-ZO of the
Town of Whitchurch-Stouffville (Comprehensive Zoning By-law)
for the lands located at 12662 Tenth Line

WHEREAS Section 34 of the *Planning Act*, R.S.O 1990, c. P. 13, as amended, (the “*Planning Act*”) permits the Council of local municipalities to pass zoning by-laws for prohibiting the use of land or the erecting, locating, or using of buildings or structures, for, or except for such purposes as may be set out in the by-law; and

WHEREAS Section 34(10) of the *Planning Act* permits the Councils of local municipalities to amend such zoning by-laws; and

WHEREAS Council for the Town desires to amend Zoning By-law 2010 001-ZO in respect to the lands known municipally as 12662 Tenth Line;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWN OF WHITCHURCH-STOUFFVILLE ENACTS AS FOLLOWS:

1. By amending Schedule 48 to rezone a portion of the lands located at 12662 Tenth Line from “Development Reserve (D)” to “Institutional (I)” as shown on Schedule 2 of this By-law; and
2. That this By-law shall come into force and effect on the ____th day of October, 2026.

READ a first and second time this ____th day of October 2026

READ a third time and passed this ____th day of October 2026

Iain Lovatt, Mayor

Jennifer Peplinski, Clerk

Schedule 1

6.4.5.19 I, 12662 Tenth Line, Schedule 48 (2026-038-ZO)

1. Permitted Uses

Notwithstanding any other provisions of this By-law to the contrary, a *Place of Worship* shall be an additional permitted use.

2. Regulations

All Institutional (I) Zone performance standards shall apply.

Schedule 2