

Town of Whitchurch-Stouffville **Comprehensive Zoning By-law Update & Town-wide Urban Design Guidelines**

Draft Discussion Paper #6: Parking and Transportation

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1. Introduction

Parking regulations are a key driver in the design of a sustainable, affordable, resilient, and vibrant Whitchurch-Stouffville. The Town's new Zoning By-law presents an opportunity to carefully analyze the policy objectives of the Whitchurch-Stouffville Official Plan and other strategic initiatives to realize where the community wants to be in the future.

The Town of Whitchurch-Stouffville (the Town) has retained WSP Canada Inc. to review and replace the Town's Comprehensive Zoning By-law (ZBL) with a new ZBL that is built around the Town's updated Official Plan (WSOP) and complies with recent changes to Provincial Plans and policies.

1.1 Discussion Paper Overview

This Discussion Paper primarily focuses on parking and loading regulations that would be contained in the Zoning By-law and shape development on private property. It also sets out an approach to complete further analysis of parking conditions in Downtown Whitchurch-Stouffville, including on-street parking. The objectives of this Discussion Paper are to:

- Understand the current context and situation with respect to parking and loading regulation in the Town;
- Take an inventory of initiatives and directives from all orders of government that impact the future of parking regulations; and
- Present options and recommendations that serve as the basis for conversations about parking in the Town and new regulations that consider the impacts of parking regulation on mobility, sustainability, affordability, and public realm.

Specifically, this Discussion Paper explores the following topics:

- Parking Space Rates
- Electric Vehicle Parking
- Bicycle Parking
- Downtown Parking Review
- Loading Spaces

1.2 Alignment with Housing Accelerator Fund

In January 2025, the Canada Mortgage and Housing Corporation (CMHC) and Whitchurch-Stouffville announced that the Town would receive over \$8 million to advance the Town's Housing Action Plan, which consists of seven initiatives. The Town is advancing two of these initiatives through the ZBL and Town-wide Urban Design Guidelines project.

HAF Initiative 1 is a review of parking requirements for medium and high-density developments. This initiative will review and update the Town's parking policies and regulations to determine appropriate parking minimums and location-based regulations. These changes will be supported through a separate report, which will examine the regulatory context, existing conditions and demographics of the Town, and a series of best practices from other jurisdictions to inform a range of options to accomplish the goals of the initiative. HAF Initiative 1 will focus on vehicle parking for medium and high-density residential uses, which are defined as those uses with shared entrances and/or stacked units, including stacked townhouses, mixed use buildings, and apartment buildings. All other parking requirements, such as EV and bicycle parking, will be reviewed through this Report.

1.3 Local Context and Parking Considerations

Parking can be one of the most significant influences of the design and form of communities. At its core, parking requirements dictate the amount of area that must be built and dedicated as part of a development. Parking regulations, when carefully tailored to a community's context and long-term aspirations, can be a driving force to building a resilient and sustainable community.

Present Day Mobility Context

Today, Whitchurch-Stouffville's transportation system is car-focused, and options to use active transportation for all ages and abilities and transit trips are limited. The Town's Transportation Master Plan (2024) identifies that congestion will worsen over the next 25 years if existing travel patterns and ways of moving continue. While areas like Main Street benefit from strong walkability today, much of the Town is not connected to a network of active transportation infrastructure (such as bike lanes and multi-use paths) which allow for short, in-town trips to be completed with active transportation.

Present day transit options in the Town are limited and predominantly focus on peak-hour regional commutes to York Region and Toronto from Stouffville and do not support local connectivity. The Town is serviced by Metrolinx' GO Train system, accessed via two train stations, one along Main Street in the centre of Town (Stouffville GO) and one on the periphery of the settlement area at Old Elm along Tenth Line (Old Elm GO). Current train service is limited to peak rush hours and early morning weekend trips, with trains departing south towards Toronto via Markham in the morning and back north to Stouffville in the evening. Ongoing work by Metrolinx will allow the line to be serviced all-day, two-ways between Old Elm and Union Station. Outside of train service hours, GO Bus Routes 70 and 71 provide limited service to Markham-area GO Train stations, with onward connections to Toronto.

Stouffville is also served by York Region Transit Route 9 which provides both local service in the community and connections along Ninth Line to Cornell Terminal. The remainder of the Town is connected to the YRT network through on-request service. Further, three special morning and afternoon transit routes serve St. Catherine Drexel, Stouffville District Secondary School, as well as Bill Hogarth Secondary School in Markham.

Looking Ahead

Communities like Whitchurch-Stouffville need to plan and aspire to a future with more non-car trips, even while acknowledging the practical limitations of today. Many residents depend on cars because of limited transit options, longer travel distances, and infrastructure that prioritizes driving, including parking. At the same time, planning decisions made now shape travel behaviour for decades, and incremental changes can gradually make walking, cycling, transit trips, and other non-car trips more realistic. Aspiring to offering more ways of getting around is not about eliminating the need for cars or parking overnight, but about expanding choices, improving safety and accessibility, and creating a Town where short, everyday trips can increasingly be made without needing to drive alone or own a car.

Zoning plays a role in enshrining today's parking demand into regulation and parking provided as part of development can influence a user's mobility behaviour. For example, if a significant amount of free parking is made available in Major Transit Station Areas (MTSAs), it is likely that most transit riders will choose to drive to the station. If parking rates in MTSAs disincentivize abundant parking, together with appropriately costed parking, there is a greater likelihood that new residents would choose alternative modes for at least some trips.

All orders of government have recognized the impediment posed by mismatched parking regulations in achieving many shared goals including affordability, sustainable transportation, and a vibrant public realm. For example, recent Provincial legislation, including Bills 17, 32, and 185 emphasize the Province's goal of building more housing by removing parking minimums from MTSAs, eliminating site plan control for developments under 10 units, and limiting a municipality's ability to adopt green development standards. The Whitchurch-Stouffville Official Plan also sets out policies and objectives for the Town to be sustainable and transit-oriented, in part by directing more growth to already built-up areas and supporting intensification.

There is a direct correlation between the amount of parking required on a site and the overall costs of development. High parking minimums and mismatched parking requirements can affect the viability of infill development projects which often take advantage of existing infrastructure and support neighbourhood evolution over time. Further, blanket parking requirements apply to all forms of development, including affordable housing and rental housing, which could be constrained by the high costs of parking. It is also important to consider that these costs are often passed onto the end user of a housing unit, increasing the overall cost of housing in Whitchurch-Stouffville. The Town's Official Plan sets the stage to enable more density in certain locations such as near transit. Establishing the appropriate parking provisions in the Zoning By-law can address the costs of building new parking and help realize the objective of infill and intensification by making these development more viable.

Parking can be one of the most significant influences of the design and form of communities. At their core, parking and loading requirements dictate the amount of area that must be built and dedicated as part of a development. Parking regulations, when carefully tailored to a community's context and long-term aspirations, can be a driving force to building resilient and sustainable communities. Regulations in the Zoning By-law will directly impact the viability of achieving many aspects of the forthcoming Urban Design Guidelines.

The overall approach for this Zoning By-law is to reconcile the policy intentions of the Official Plan with updated zoning provisions which reflect more contemporary and equitable approaches. Without reform, there is a risk that the existing parking standards will become more outdated as new transportation technologies develop and land use and housing typologies change to quickly reflect changing consumer and transportation trends.

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2. Parking Space Rates

Today, the Whitchurch-Stouffville Zoning By-law focuses on regulating parking by requiring a minimum number of parking spaces based on land uses, tied to the scale of development. Historically, these rates have been set to accommodate all parking need generated by a development on the site – regardless of the occupant or location of that space. At times, this can result in a mismatch of parking supply and demand. Many communities across Ontario are exploring ways to better make parking rates work for their community’s unique context which can be shaped like factors such as historic development patterns and investments in transit.

This Discussion Paper explores the Town’s current parking rates and policy context, examines how other communities are tackling the parking challenge, and proposes parking rate approaches to be considered for Whitchurch-Stouffville’s unique context.

2.1 Current Policy and Zoning

The following provides an overview of how existing policy and regulations support the consideration of parking space requirements as part of the Zoning By-law.

2.1.1 Provincial Policy and Legislation

Broadly speaking, the Provincial Planning Statement, 2024 supports growth and development within settlement areas. Section 3.2 notes that transportation systems, which includes parking facilities, should be provided to facilitate the movement of people and goods, are appropriate to address projected needs, and support the use of zero and low-emission vehicles. It also outlines direction to make efficient use of existing and planned infrastructure, including using transportation demand management.

Recent changes to the *Planning Act* related to parking signal the Province’s broader direction and support of updating, in some cases removing, parking regulations. Through changes introduced through Bill 185, the *Planning Act* provides that no zoning by-law may require provision of any vehicular parking facilities (other than for bicycles, as discussed in Section 4 of this Paper) on lands within Protected Major Transit Station Areas. There is no distinction in the new regulations between resident and visitor parking.

2.1.2 Town of Whitchurch Stouffville Official Plan

The WSOP (2025) recognizes the role of parking, from both a regulation and design perspective, in shaping growth and development in the Town. Specifically, to parking rates, the Official Plan provides direction to:

- Explore parking standards in New Urban Areas that support transit use, including the reduced minimum and new maximum parking standards (Policy 2.5.1.1.i)
- Implement parking management strategies through tools like the zoning by-law, including shared parking requirements, maximum parking requirements, and reduced minimum parking requirements (Policy 2.9.1.1.t)

Policy 2.9.2.1 provides specific direction to consider transit-oriented parking requirements within MTSAs, Strategic Growth Areas, and along major transit corridors. For additional residential units (ARUs), the WSOP requires that no more than one additional parking space be provided for each ARU, in addition to parking requirements for the principal dwelling unit.

2.1.3 Other Aligned Initiatives

The Town of Whitchurch-Stouffville Transportation Master Plan (2024) sets out strategies to maintain existing transportation infrastructure, while focussing on improving non-car modes of travel. It supports building a multi-modal network for all users and managing travel demand, in part through transit-oriented and supportive development. It does not provide specific direction for the new Zoning By-law.

2.1.4 Existing Zoning By-law

Sections 3.23 and 3.24 of Zoning By-law 2010-001-ZO sets out parking standards that apply to all zones. The following general regulations apply:

- Minimum parking space requirements by use of building or lot (Section 3.23.1)
- Minimum barrier-free parking space requirements (Section 3.23.2)
- Parking space and aisle dimensions (Section 3.24.3)
- Parking location and driveway dimension requirements (3.24.6)

Section 3.24.5 applies a parking reduction to the Downtown Area (**Figure 1**) equal to 60% of the standard required in Section 3.23.1, for all uses except residential uses and office uses exceeding 1,858 m².



Figure 1 - Downtown Parking Reduction Area (Schedule 64)

Over the years, the parking standards of By-law 2010-001-ZO have been modified through Town-initiated zoning by-law amendments in response to emerging trends or issues. The By-law has also been varied or amended on a site-specific basis to facilitate development. The following trends in minor variance and zoning by-law amendment applications since 2020 can be summarized as follows:

- 9 approved minor variances to seek relief from the minimum number of required parking spaces, including:
 - Applications to facilitate commercial development with fewer parking spaces
 - An application to facilitate a mixed-use development fronting Main Street with 40 spaces instead of the required 55 parking spaces (a 27% reduction)
 - An application to facilitate a development along Main Street with 142 spaces instead of the required 149 parking spaces
- 83 approved zoning by-law amendments which include modified requirements for parking spaces and other parking and driveway related regulations, including:
 - 8 applications within the CM2 zone to facilitate mixed-use development with site-specific minimum parking rates
 - 6 applications within the RN4 and RN5 zones to provide a waiver for minimum parking requirements within the Old Elm MTSA

2.2 Analysis and Discussion

The following provides analysis of best and emerging practices with respect to regulating parking through a zoning by-law and a discussion of key considerations for Whitchurch-Stouffville. Overall, the current policy and legislative frameworks explored in Section 2.1 support a refreshed approach to parking regulation in Whitchurch-Stouffville.

Throughout this Discussion Paper, the following peer municipalities have been specifically reviewed to understand best and emerging practices within York Region and elsewhere in Ontario:

- **Markham** – located in York Region along the Stouffville GO line, with a recent zoning by-law (2024)
- **Richmond Hill** – located in York Region at the terminus of the Richmond Hill GO line, with a recent zoning by-law (2025)
- **Peterborough** – serviced by the GO Bus network, with limited regional transit connections and an emerging local transit network, with a recent comprehensive update to zoning regulations related to parking (2025)
- **Guelph** – located in southwestern Ontario along the Kitchener GO line (stopping in Downtown Guelph), with a recent zoning by-law (2023)

- **Ottawa** – located in eastern Ontario, with an in-progress zoning by-law (anticipated for adoption in early 2026) with a variety of contexts including emerging transit, outer settlement areas, and rural areas

These peer municipalities have been identified for their recent zoning by-laws with contemporary regulations, regional context, and transit context, reflecting an aspirational context for the Town. Where applicable or necessary, other communities have been reviewed to provide additional context.

2.2.1 Best and Emerging Practices

This section provides a review of best and emerging practices from peer municipalities related to parking space rates and regulation.

Table 1 - Summary of Best Practice Review

Municipality	Parking Maximums?	Parking Precincts?	Barrier Free Parking Rates?	Other Parking Rate Regulations
Whitchurch-Stouffville	No	Partial (60% Downtown Area Parking Reduction ¹)	Yes	
Markham	Yes (Equal to the minimum plus 10%)	Yes (Key Development Areas and MTSAs – as shown in the Official Plan)	Yes	Shared parking provisions
Richmond Hill	Yes (Number of Spaces)	Yes (Parking Strategy Areas 1-4 as shown on Figure 2)	Yes	Shared parking provisions and mixed-use development shared parking provisions
Peterborough	No	Yes (Parking Areas 1-5 based on Official Plan City Structure)	Yes	Parking reductions for long-term bicycle and car-share parking spaces and shared parking provisions
Guelph	Yes (within Parking Adjustment (PA) Suffix)	Yes (Parking Adjustment (PA) Suffix along major corridors as shown on Figure 2 and specific Downtown Parking Rates)	Yes	Regulations for parking spaces within automated parking systems (e.g., parking elevators)

¹ Changes to the *Planning Act* which prohibit minimum parking regulations in MTSAs would override this provision in Downtown

Municipality	Parking Maximums?	Parking Precincts?	Barrier Free Parking Rates?	Other Parking Rate Regulations
Ottawa	Yes (Number of Spaces)	Yes (Parking Areas based on Official Plan transects)	Yes	

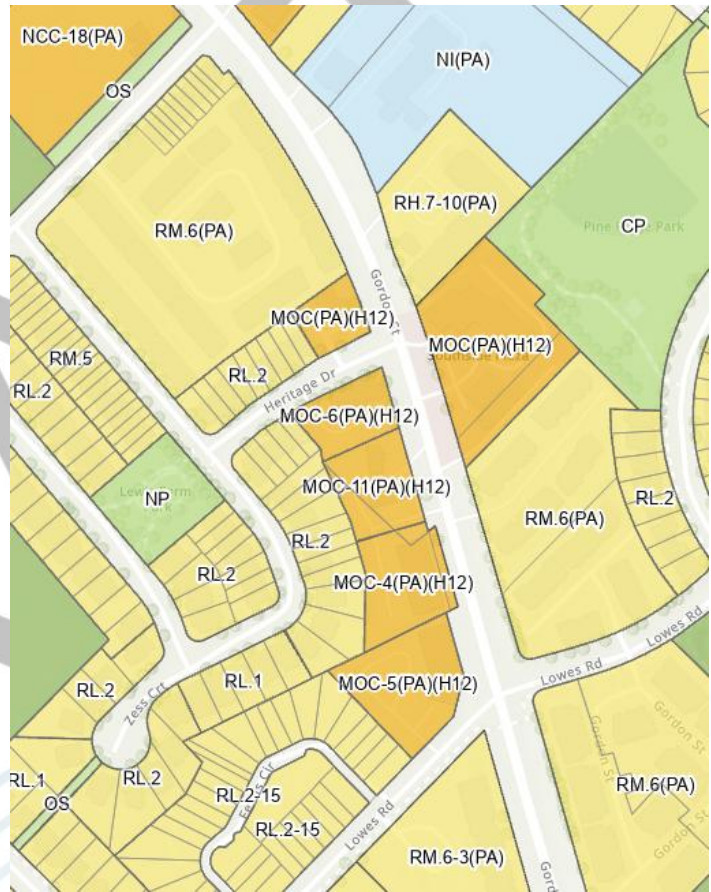
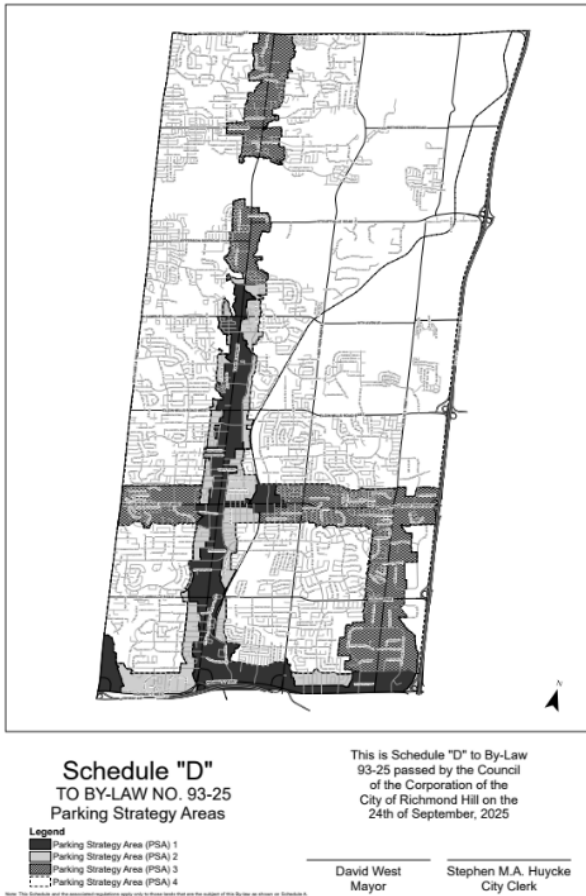


Figure 2 - City of Richmond Hill Zoning By-law Parking Strategy Areas (left) and City of Guelph Zoning By-law Parking Adjustment (PA) Suffix (right)

Parking Maximums

Historically, zoning by-laws focused on regulating minimum parking to ensure that sufficient supply of parking was provided as part of a development. As municipalities recognized the challenges with an over supply of parking and costs of building excess parking, particularly as part of intensification projects, contemporary zoning by-laws typically set out maximum parking standards. All municipalities reviewed in **Table 1** implement parking maximums, either community-wide or tied to specific parking precincts.

While this regulation can play a role in capping the overall amount of parking, it can also add additional cost and process to development where the market determines that more parking than the maximum needs to be provided. This is particularly relevant for lower-density residential and commercial uses outside MTSA's in the Town, where parking can be viewed as an important factor in building viability. Considering this, the application of maximums in the Town should be deliberate and tied to overall objectives for intensification, transit-oriented development, and compact built form. Given the Town's mobility context, it is suggested that parking maximums are only likely to be viable within the Major Transit Station Areas, where there is substantial transit access.

Parking Precincts

Zoning by-laws traditionally applied parking requirements tied solely to the use or type of building being proposed, meaning that the same rates would apply across the municipality and were solely based on use. This approach does not reflect differing parking needs in different areas of the municipality. For example, a restaurant use in proximity to transit and in a walkable neighbourhood is likely to need less parking compared to a restaurant in a mall in an area without transit. All municipalities reviewed in **Table 1** introduce area-based parking regulation, sometimes to as parking precincts or parking regulation areas, which recognizes that some areas of these communities are more capable of accommodating and even benefitting from fewer constructed parking spaces on private property. The Town's existing Zoning By-law has taken initial steps towards applying area-based parking regulation by allowing certain developments in the Downtown area to provide 60% of parking spaces that would otherwise be required. The *Planning Act* and WSOP provide a strong basis to implement area-based parking requirements in the Town, particularly in MTSA's and Strategic Growth Areas in Stouffville (**Figure 3**).

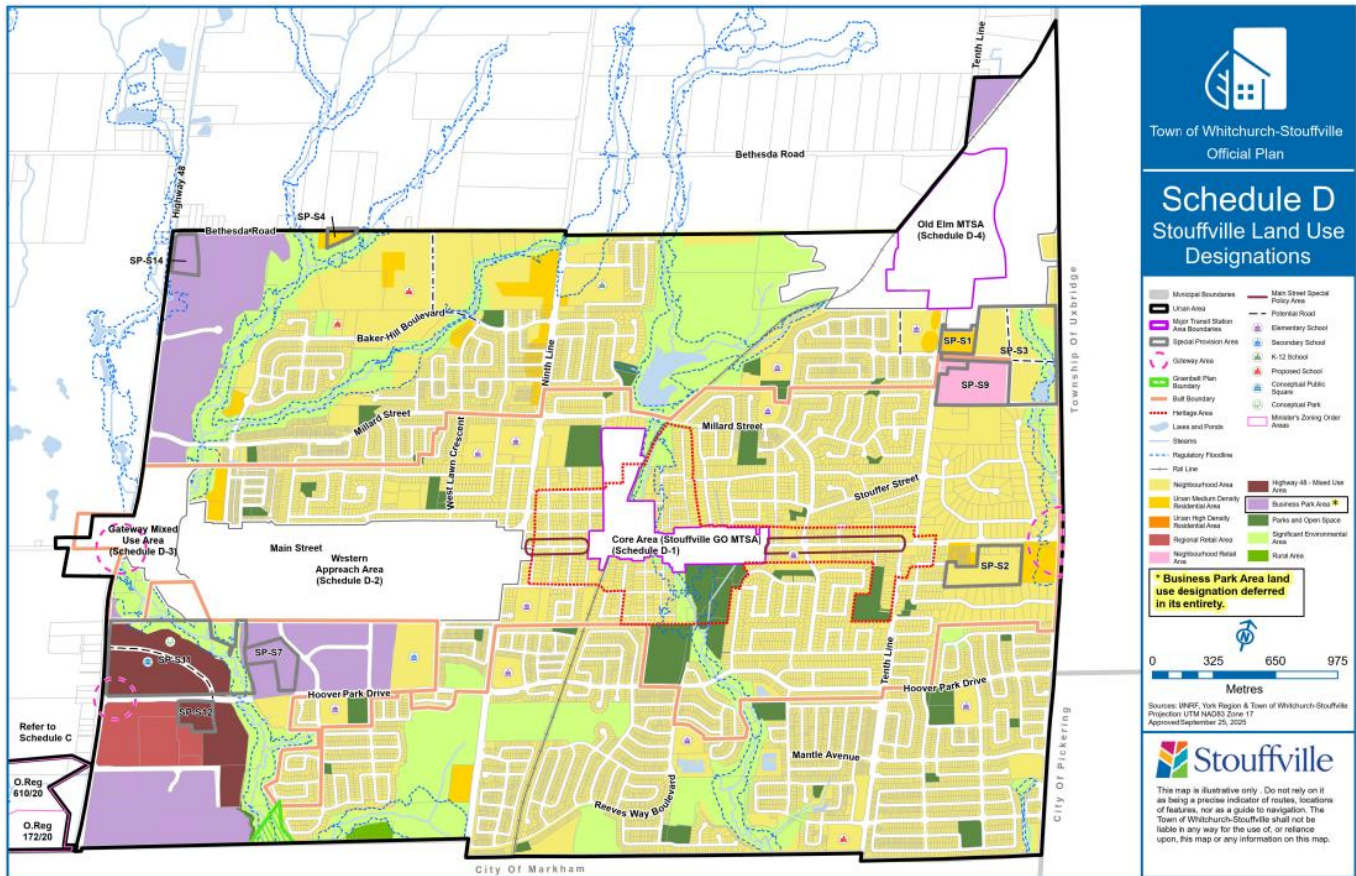


Figure 3 - Whitchurch-Stouffville Official Plan – Schedule D – Stouffville Land Use Designations

Each precinct or area is typically subject to specific parking rates that are lower in areas best served by existing or planned transit or walkable core areas. Parking requirements typically increase in more suburban locations where private vehicle use is more likely to be the predominant mode of travel. Typically, when area-based parking regulations are established, a dedicated schedule to the zoning by-law is used to delineate each area, like that implemented in Richmond Hill (**Figure 2** Error! Reference source not found.). However, Richmond Hill also has a more robust transit network than Whitchurch-Stouffville, so the example may not be transferrable.

Parking Minimums

All municipalities reviewed in **Table 1** have taken steps to review, re-calibrate, and where applicable, reduce minimum parking space requirements. Within intensification areas (such as mixed-use nodes and corridors) and MTSAs, the By-laws reduce the minimum number of required parking spaces, recognizing the existing and planned proximity of these locations to transit and active transportation infrastructure. The City of Ottawa Draft Zoning By-law takes a significant step to eliminate minimum parking requirements city-wide. Overall, it is desirable to pursue lower minimum parking requirements in the Zoning By-law, where possible to avoid overbuilt parking facilities and to make minimize required costs for development.

Taking these steps early in the Town's progress on intensification and infill is one of the most important steps to help shape a more compact urban form and minimize sunk costs.

In support of reduced parking minimums through private development, there is an opportunity for the Town to explore allowing some amount of overnight on-street parking, both for residents and visitors. Frameworks for overnight on-street parking could include permit processes, time and season restrictions, and enforcement mechanisms.

Residential Garage Standards

Recent development trends towards building smaller garages, often to reduce costs, maximize living space, improve urban design, or encourage alternative transportation, can impact the ability to provide on-site parking in residential neighbourhoods. Section 3.24.6.1 of Zoning By-law 2010-001-ZO sets out regulations for parking within a private garage in Residential and Non-Residential zones, including minimum garage sizes. Smaller garages may not accommodate larger modern vehicles or the growing number of households with more than one or two cars, leading to spillover demand on street parking. To support parking demand in residential neighbourhoods, there is an opportunity for the Town to review its residential garage standards to consider if they are appropriately set to accommodate the parking and storage needs in residential garages.

Shared Parking

Some of the peer municipalities reviewed in **Table 1** include provisions for shared parking or specific blended rates for mixed-use developments. Shared parking refers to on-site parking spaces that are shared between different or adjacent lands within the same development, reducing the overall number of spaces that each owner needs to provide. These types of provisions are commonly applied to non-residential uses and acknowledges that peak demand for parking may occur at different times of day for different uses. For example, a restaurant likely requires less parking during the day which could be used by office or industrial uses during their peak daytime usage. Shared parking rates typically require a series of calculations to determine the applicable parking rate at different times of day.

Barrier-Free Parking Spaces

All other municipalities reviewed in **Table 1** regulate barrier-free parking spaces, including the minimum dimensions and number of spaces required. Overall, Whitchurch-Stouffville's regulations are in line with those in other municipalities and were recently updated in 2016 through a Town-initiated zoning by-law amendment. O. Reg. 191/11, passed under the *Accessibility for Ontarians with Disabilities Act* (AODA) sets out requirements for barrier-free parking spaces, including minimum dimensions. Should the Town's zoning by-law not regulate barrier-free parking spaces, these Provincial regulations would continue to apply to developments.

Blended Parking Rates

Broadly speaking, Zoning By-law 2010-001-ZO sets out minimum parking requirements tied to each permitted use by the By-law. The advantage of this approach is that it is very clear which rate applies to each use allowed in the By-law, supporting overall zoning administration. Some municipalities are, however, exploring blended rates for parking which address the limitations of the current approach and offers unique advantages, including:

- Supporting multi-tenant buildings and flexible spaces, including mixed-use districts which evolve over time (e.g., a personal service shop that opens and evolves into a take-out restaurant) and industrial malls
- Reducing the need for minor variances where there has been a change in use that materially changes the use of a building or space (and therefore the parking demand)

The effect of moving towards a single or limited number of blended rates is to increasingly make the parking supply a simple function of building size. For example, the Town of Oakville Zoning By-law (2014-014) establishes a blended parking rate for non-residential uses in certain growth areas that varies from 2.5 to 4.2 parking spaces for each 100 m² of gross floor area. Similarly, the City of Brampton Draft Zoning By-law (2025) proposes a blended parking rate for “development consisting of 5 or more non-residential unit on the same lot”.

Other Opportunities

There may be other opportunities to update parking rates in the Town’s Zoning By-law, that have been observed in peer municipalities and elsewhere in Ontario. This includes tools such as:

- **Car Sharing** – Car sharing refers to fleets of privately-owned vehicles that are available for booking and use by members of the public. These vehicles are typically parked in dedicated parking spaces or flexible locations. Today, there are no car sharing services in the Town. Car sharing allows members to avoid the need to own a car or have fewer cars in their household, removing their need for some or all their dedicated parking need. For example, the City of Kingston Zoning By-law requires the provision of a dedicated car share parking space for apartment and stacked townhouse developments over 30 units. Housekeeping amendments to the Kingston Zoning By-law in 2024 reduced the number of car share parking spaces required, reflecting that they resulted in an over-supply of parking that is not being used for car share purposes in the short-term. While there is likely a need for car sharing to be established in the Town before requiring the provision of car share spaces, there could be an opportunity to allow for a reduction in parking spaces provided for certain uses, where a car share space is provided as an incentive and to support introduction of this service.
- **Tiered Residential Parking Requirements** – Typically, zoning regulations apply residential parking rates to specific types of dwellings (e.g., apartment dwellings, detached dwellings) regardless of dwelling size. For example, the Richmond Hill Zoning By-law applies apartment dwelling parking rates based on the unit mix provided – with lower parking rates applying to bachelor-sized units

versus 2+ bedroom units. This type of regulation reflects that the parking demand of smaller units is likely lower than larger units.

- **Affordable Housing Reductions** – Recognizing the factor of parking costs in affordable housing development, some communities have introduced reductions in minimum parking requirements for affordable ownership and rental housing. The City of Mississauga Zoning By-law permits affordable housing to provide only 70% of the required parking for residential uses (outside MTSA’s). The City of Kingston Zoning By-law exempts affordable units from providing parking spaces, except for barrier-free and visitor spaces.

2.2.2 Specific Parking Rates

In consultation with Town staff, several specific uses were identified for analysis of existing minimum parking space rates. These uses are characteristic of some of the most common types of uses in the Town, and further analysis and comparison can allow for benchmarking of all rates in the Zoning By-law. The purpose of this section is to compare the Town’s existing minimum parking rates for specific uses to those in other municipalities and provide considerations for the Zoning By-law.

Unless otherwise noted in this Section, the analysis of parking rates in other municipalities has been undertaken for the general rate in the respective zoning by-law, outside of intensification areas where reduced or alternate rates may apply.

Additional Residential Units

Additional residential units (ARUs) are separate, self-contained living spaces within a home or on the same property, such as a basement suite or backyard home. The Town’s existing minimum parking standards for ARUs are aligned with those in other municipalities and the requirements in O. Reg. 299/19. Richmond Hill and Markham both require no extra parking spaces for ARUs in their intensification areas and MTSA’s. Further, Zoning By-law 2010-001-ZO requires two parking spaces for a detached dwelling. The other communities reviewed have lower base parking requirements for detached dwellings, which reduces the overall amount of parking required when two ARUs are constructed (**Table 2**). Markham only reduces the detached dwelling rate when an ARU is added. Note that further specific discussion surrounding ARUs is included in the separate Discussion Paper for HAF Initiative #2.

Table 2 – Additional Residential Unit Parking Analysis

Municipality	Current Rate	Parking Spaces Required (2 ARUs with detached dwelling, non-MTSA)
Whitchurch-Stouffville	1 space for each unit	4 total spaces
Markham	1 space for each unit *	3 total spaces
Richmond Hill	1 space for each unit *	3 total spaces (varies)

Municipality	Current Rate	Parking Spaces Required (2 ARUs with detached dwelling, non-MTSA)
Peterborough	1 space for each unit *	3 total spaces
Guelph	1 space for each unit	3 total spaces
Ottawa	N/A**	N/A**
Notes * These By-laws do not require parking spaces for ARUs in Intensification Areas / MTSA's. ** The Draft Ottawa Zoning By-law eliminates minimum parking city-wide.		

Places of Worship

Places of worship encompass a wide range of religious institutions with highly variable parking needs and often peak demand at different times of the week. This use can also comprise other accessory activities which require parking, such as an integrated day care facility or other community centre activities. Parking demand at places of worship can also peak at certain times of the year (including holidays and special occasions), exceeding the amount of parking that would otherwise be required for the use throughout the year.

Zoning By-law 2010-001-ZO requires the following number of minimum parking spaces for places of worship:

“1 parking space for each 5 seats or 3 m of bench space. Where there are no fixed seats, 10 parking spaces for each 100 m² of GFA devoted to public use. Where there is a combination of floor area containing fixed seating and floor area devoted to public use containing no fixed seating, 10 parking spaces for each 100 m² of GFA devoted to public use”

Figure 4 shows that outside of intensification areas, the Town’s existing parking rates for places of worship is higher than those in other municipalities. Further, the calculation in By-law 2010-001-ZO uses several possible configurations of seats and bench space versus public use area to determine the amount of parking. There is an opportunity to streamline this calculation to be only tied to the amount of GFA provided or only tied to the number of seats.

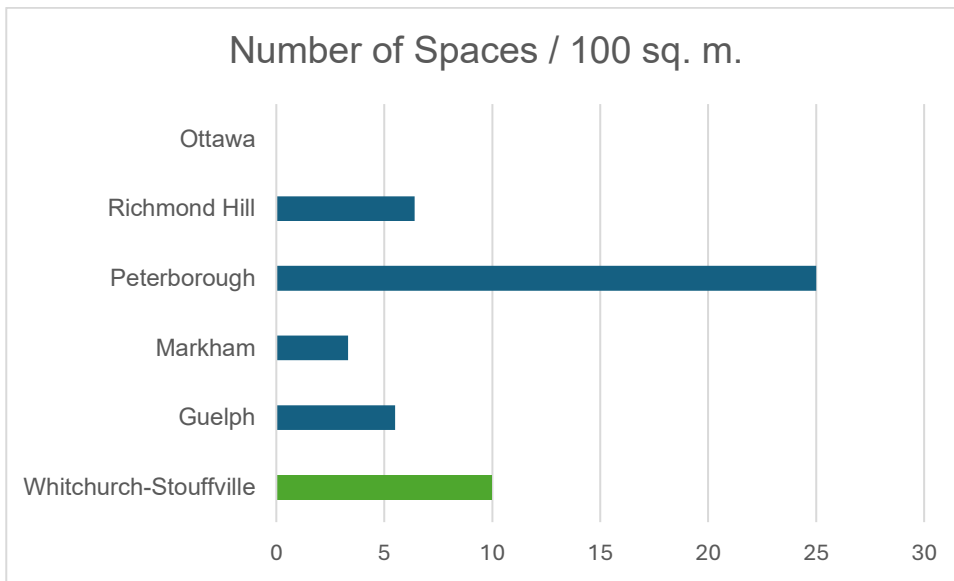


Figure 4 - Number of Parking Spaces Required for Places of Worship (Non-Intensification Areas)

Offices

Offices are typically located in buildings which provide a workplace for businesses and organizations. They typically see peak demand reached during the week. Zoning By-law 2010-001-ZO requires 5 parking spaces per 100 m² of gross floor area. **Figure 5** shows that outside of intensification areas, the Town's existing parking rate for office uses is higher than those in other municipalities. There is an opportunity to reduce minimum parking requirements for office uses in line with this benchmarking.

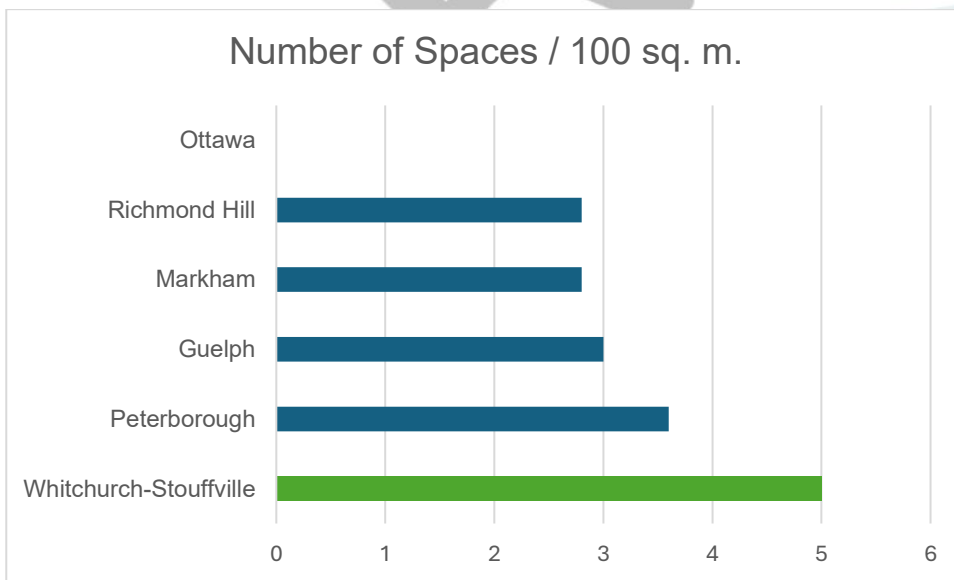


Figure 5 - Number of Parking Spaces Required for Office Uses (Non-Intensification Areas)

Hotels

Commonly, minimum parking rates for hotels are tied to two spaces in a hotel – the number of rooms and the amount of gross floor area for ancillary spaces like conference rooms or restaurants, providing a blended rate for the overall hotel development. **Figure 6** shows that the rates in Zoning By-law 2010-001-ZO are generally consistent with other municipalities (1 space per room); however, its ancillary space requirement is significantly higher than other municipalities. There is an opportunity to consider lower parking rates for ancillary spaces in the Zoning By-law. It is noted that some municipalities do not explicitly require parking for ancillary space, as these spaces should be dedicated to the function of the hotel and the number of guests, and should not create additional parking demand. However, if ancillary spaces are publicly accessible (such as a restaurant or conference centre), it should be subject to the rate for the specific use as it may result in additional parking demand.

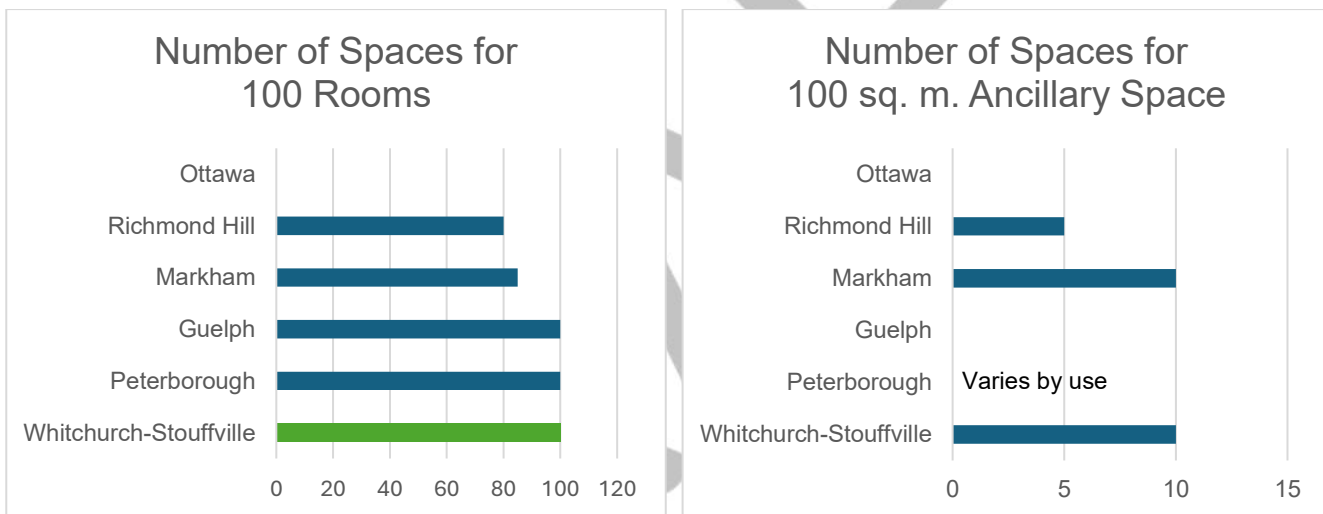


Figure 6 - Number of Parking Spaces Required for Hotel Uses (Non-Intensification Areas)

Restaurants and Take-out Restaurants

When considering appropriate parking rates for restaurants in zoning, it is important to consider the different types of restaurants and their associated parking requirements. For example, a restaurant with a drive-through or take-out services may require less parking than a restaurant that offers only dine-in service. Zoning by-laws commonly distinguish between these types of restaurants.

Each municipality in **Figure 7** takes a different approach to how restaurants are regulated. While Richmond Hill considers them as part of a blended “commercial use” definition and rate, Markham distinguishes between take-out and non-take-out restaurants. Guelph most closely aligns its definitions of restaurant types with the Town but applies lower rates. By-law 2010-001-ZO permits a 20% reduction in parking spaces required for restaurant uses where a drive-through is provided and provides a separate rate for take-out restaurants.

While the current approach of distinguishing between restaurants and take-out restaurants is likely suitable to carry forward in the Zoning By-law, a limitation to this approach is that it may not capture changes in restaurant tenants / owners which may change between take-out and non-take-out. It also may not capture instances of micro take-out restaurants, located in Downtown for example, which have very limited seating and smaller footprint, and where parking demand can likely be met on-street.

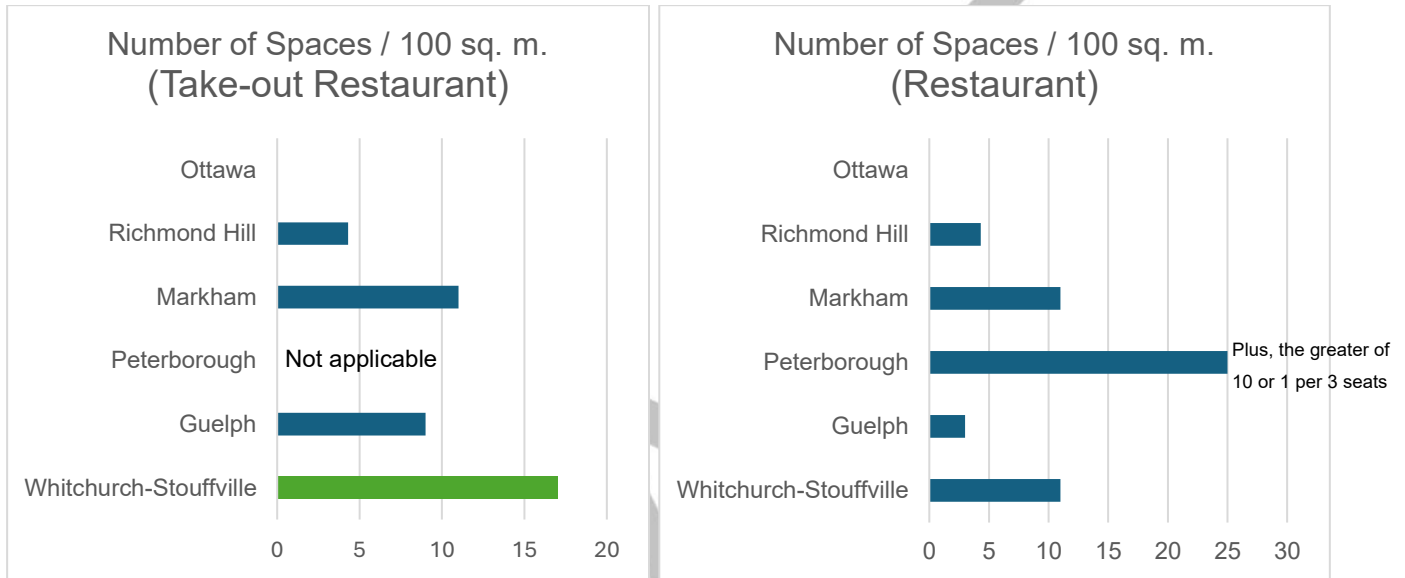


Figure 7 - Number of Parking Spaces Required for Restaurant Uses (Non-Intensification Areas)

Elementary and Secondary Schools

While parking demand for elementary and secondary schools typically peaks during the school day, schools are often used after hours by the community. Secondary schools also see higher parking demand as some students can drive themselves. Zoning By-law 2010-001-ZO sets out parking rates for both elementary and high schools. Elementary schools require 2 spaces per classroom, whereas high schools require 3 spaces per classroom. As shown in **Figure 8**, By-law 2010-001-ZO applies parking rates for secondary schools consistent with those in other municipalities. Markham and Guelph apply lower rates for elementary schools. Richmond Hill sets out specific rates for private schools, and the general “community use” rate would apply to public schools at a rate tied to gross floor area.

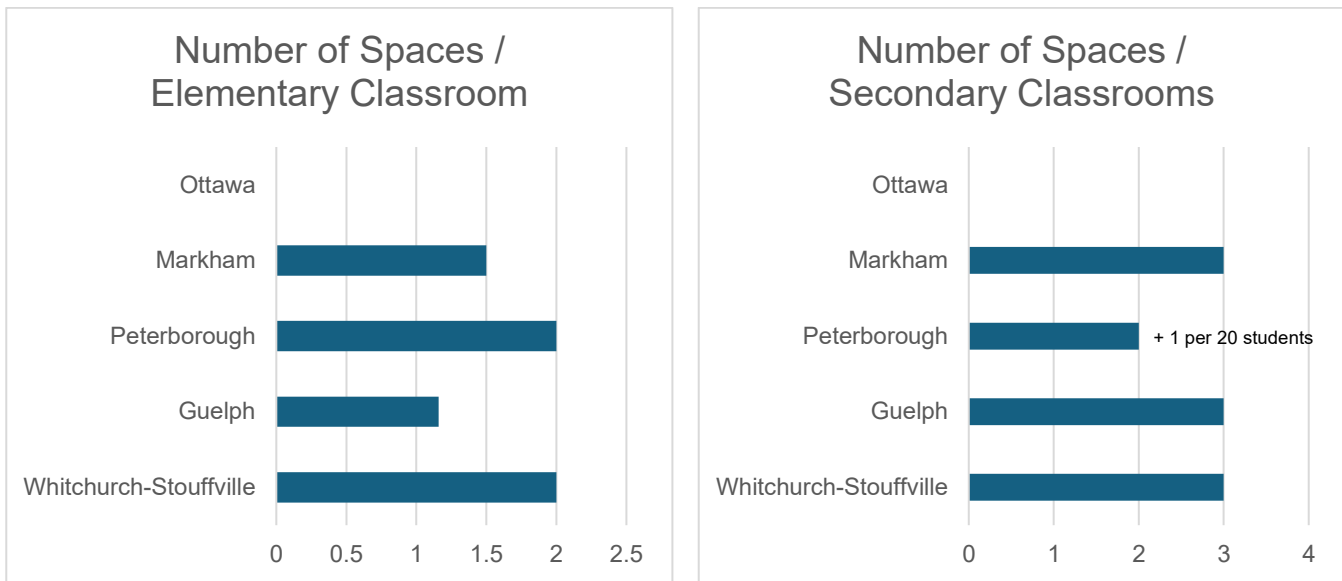


Figure 8 - Number of Parking Spaces Required for School Uses (Non-Intensification Areas)

Residential Visitor Parking

Visitor parking serves two primary purposes, allowing residents to receive guests and enable contractors and other people providing services to buildings or their residents to more easily transport equipment and supplies. For the purposes of this Discussion Paper, residential visitor parking is examined in the context of multi-residential housing such as apartments or stacked townhouse forms. Other forms of housing, such as detached and townhouse dwellings, typically have access to private driveways and residential on-street parking for visitor needs. As the Town continues to see higher density forms of common element development, it is important to set the right visitor parking rates to avoid adding unnecessary costs to development, while recognizing that there are limited options to expand visitor parking after construction is complete.

Zoning By-law 2010-001-ZO generally applies a rate consistent with peer municipalities shown in **Figure 9**. By-law 2010-001-ZO requires a per dwelling unit rate of 0.25 visitor parking spaces per townhouse or apartment dwelling unit. Conversely, Guelph ties the provision of visitor parking spaces to the number of parking spaces provided and does not require visitor parking for developments with less than 20 units. This approach ties the provision of visitor parking to the amount of parking provided, which can be beneficial where developers can or choose to provide less overall parking. The Draft Ottawa Zoning By-law, despite not regulating minimum parking spaces, does require visitor parking outside of the most urban parts of the city and also caps the number of visitor spaces required.

Overall, the Town's existing rates remain relevant given the mobility context of the Town, along with an opportunity to expand visitor parking rates to some additional uses such as stacked townhouse dwellings. Note that parking rates for medium and high density uses (which are associated with visitor parking rates) are also discussed further in the separate Discussion Paper for HAF Initiative #1.

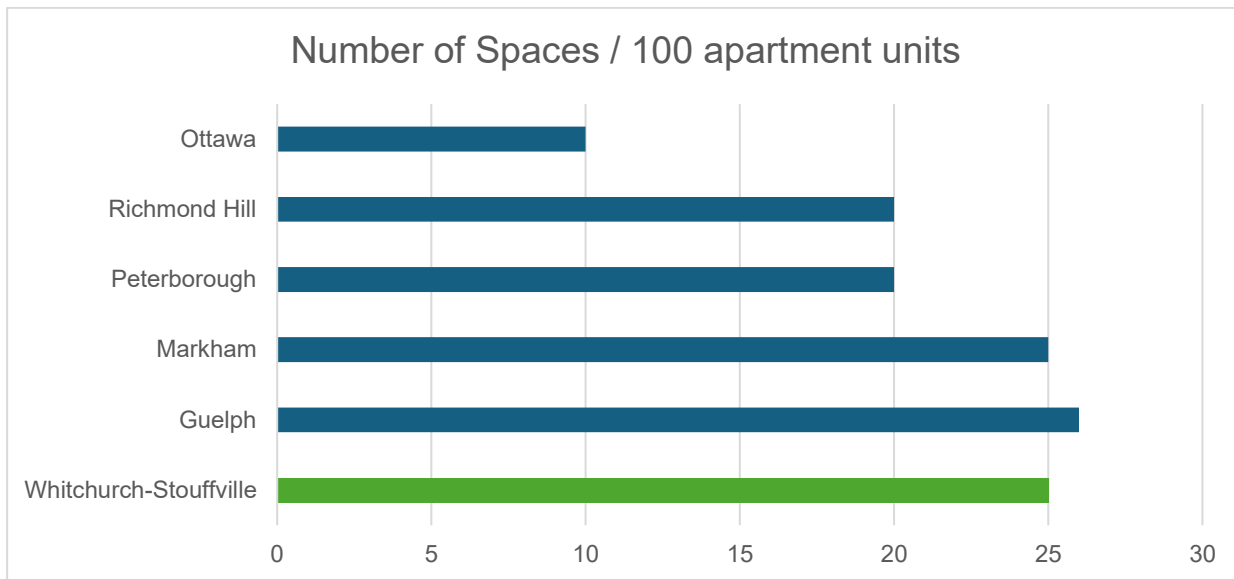


Figure 9 - Number of Visitor Parking Spaces Required for Apartment Dwellings (Non-Intensification Areas)

2.3 Options and Recommendations

The approach that is explored in this Discussion Paper is to reconcile the policy intentions of the WSOP with the new Zoning By-law, in ways in which regulations could be more contemporary and aligned with Provincial policy and legislation and best and emerging practices. There is an increasing recognition at all orders of government that parking standards often represent barriers to intensification, dictate more land-intensive uses, and increases costs of development. This Discussion Paper acknowledges these converging issues and outlines options and recommendations that counter the previous (and in-effect) “one size fits all” approach to parking regulation.

There are several recommendations and options to consider for implementation as part of the Zoning By-law. There is a strong basis for the Zoning By-law to act on setting contemporary parking regulations.

Parking Precincts

Recommendation | Delineate parking precincts – As a first step in structuring parking regulation in the new Zoning By-law, new parking precincts should be delineated based on the Town Structure. At a minimum, these precincts should align with *Planning Act* regulation that prohibits parking minimums in MTSAs in the Town.

An initial framework for parking precincts could be as follows:

- **Precinct 1** – Major Transit Station Areas (Old Elm and Stouffville GO)

- Required to distinguish by the *Planning Act* and supported by policies of the WSOP to ensure that there is no minimum requirement
- **Precinct 2** – Western Approach Area, Gateway Mixed Use Area, and Highway 48 Mixed Use Area
 - Supported by the long term objectives and policies of the WSOP
 - Opportunity to consider somewhat reduced parking rates to recognize mobility context, local pedestrian connectivity, and transit compared to other areas of the Town as a long term planning and strategic direction
- **Precinct 3** – Rest of the Town
 - The “full” parking rates should apply to those portions of the Town with higher or complete automobile dependence

To implement this recommendation, there are several options that should be considered with respect to overall parking regulation in the new Zoning By-law. There are other options that would expand these permissions beyond the Stouffville Urban Area.

Minimum and Maximum Parking Rates

Once new parking precincts have been established, there are several options to explore with respect to the application of both minimum and maximum parking rates as outlined in **Table 3**. These recommendations align with the requirements of the *Planning Act* (for MTSAs), recognize the early stages of mixed-use development outside of Downtown, and provide flexibility in the overall application of rates. **Table 3** presents a high-level framework that will require further consultation.

Table 3 - Parking Rate Options

Parking Precinct	Minimum Rates	Maximum Rates
Precinct 1	No minimum parking rates will apply, as per <i>Planning Act</i> requirements	<p>Option 1 (Preliminary Preferred) – Establish some maximum parking rates</p> <p>Option 2 – No maximum parking rates</p>
Precinct 2	It is recommended that minimum parking rates for Precinct 2 be reduced from those in Precinct 3 to reflect a mixed-use, urban context of development.	<p>Option 1 – Establish maximum parking rates</p> <p>Option 2 (Preliminary Preferred) – No maximum parking rates</p>

Parking Precinct	Minimum Rates	Maximum Rates
Precinct 3	It is recommended that current rates be reviewed and aligned with updated permitted uses and best practices.	It is recommended that no maximum parking rates be set for Precinct 3 as these areas would include highly automobile dependent areas, and landowners/developers should determine their parking needs without restriction.

Although zoning does not directly regulate the price of parking for the end user, there is increasing recognition at all orders of government that parking standards have contributed to housing costs and a built form often dominated by considerations for parking. The proposed parking rate framework responds to this recognition, the policy drivers, and the mobility context of the Town.

Parking Rates

Recommendation | Implement adjustments to minimum parking rates in line with peer municipalities – Overall there is an opportunity to reduce parking rates in line with peer municipalities, reflecting modern-day demand, emerging trends, and best practices. Once a refined list of permitted uses is established for the Town’s Zoning By-law, a comprehensive benchmarking exercise can be undertaken to align minimum parking rates.

Other Considerations

The following other considerations should be explored further in the Zoning By-law, working within the proposed framework of precincts and parking rate framework. Overall, Sections 3.23 and 3.24 of Zoning By-law 2010-001-ZO should be reviewed in their entirety, streamlined to be more user-friendly, and refined to ensure standards meet modern demands.

Barrier-Free Parking

Option 1 | Carry forward existing standards – The Town’s existing barrier-free parking requirements can be carried forward as they align with Provincial standards and other municipalities reviewed.

Option 2 | Remove barrier-free parking standards – Provincial regulations can be used to guide the provision of barrier-free parking spaces in place of the Zoning By-law. This could avoid situations where the Zoning By-law becomes out of date due to changes in Provincial regulations. It would also require development proponents to consult a standalone document to confirm applicable requirements.

Residential Visitor Parking

Option 1 | Carry Forward and Expand Application of Existing Rates – The Town’s existing visitor parking rates and formula are generally aligned with peer municipalities and are suitable to carry forward and expand to additional residential uses such as stacked townhouse dwellings.

Option 2 | Apply Visitor Parking Rates to Parking Provided – Following this approach would shift the requirement of visitor parking from a “per unit” basis to a “per parking space provided” basis, better linking visitor parking to the specific parking need. This approach would allow the Town to set standards for visitor parking in areas where no minimum parking spaces apply (such as MTSAs) based on the amount provided by each development.

Blended Parking Rates

Option | Introduce Blended Parking Rates – There is an opportunity to explore blended parking rates for non-residential uses outside of MTSAs to support multi-tenant commercial and industrial uses.

Shared Parking Rates

Recommendation | Do not implement shared parking rates – The process of calculating shared parking rates can be overly complex and challenging to determine on an ongoing basis through zoning administration. It is not recommended that shared parking rates be implemented. The opportunity to “share” parking may be easier and more effectively implemented through blended parking rates.

3. Electric Vehicle Parking

Despite investments in public transit and active transportation in the Town to help reduce the number of single occupancy vehicles and kilometres travelled, private vehicles will be the primary mode of transportation for the foreseeable future. Advancements in new vehicle technology such as electric vehicles play an important role in supporting lower emission travel. While zoning tools such as parking maximums and lower parking minimums support lower vehicle ownership, zoning can also play a role in supporting the adoption of lower emission electric vehicles in Whitchurch-Stouffville.

Electric vehicle parking can be considered in two categories. The first is charging facilities within the public realm, such as municipal parking lots. The second is charging facilities for private use at home or as part of an office or commercial development. This Discussion Paper explores electric vehicle parking as part of development.

3.1 Current Policy and Zoning

The following provides an overview of how existing policy and regulations support the consideration of electric vehicle parking regulations as part of the Zoning By-law.

3.1.1 Provincial Policy and Legislation

Broadly, the Provincial Planning Statement, 2024 supports a transportation system that supports the use of zero- and low-emission vehicles (Policy 3.2.1). The *Planning Act* does not specifically regulate electric vehicle parking.

Bill 23, which came into effect in 2022, exempts developments with 10 units or less from the site plan control process. Further, Bill 17, which came into effect in June 2025, limits the ability for municipalities to implement green building standards, which are another means of supporting electric vehicle parking in new developments.

3.1.2 Town of Whitchurch-Stouffville Official Plan

The Town of Whitchurch-Stouffville Official Plan (2025) encourages the transition to zero emission modes of transportation and encourages the integration of electric vehicle facilities into the design of major destinations, new commercial and retail development, and high-density residential development (Policy 2.9.1.1.d). The WSOP also directs that parking management policies and standards be

incorporated through planning tools, such as the zoning by-law, that include preferential locations for electric vehicle charging stations.

Policy 6.4.6.3.l) further encourages the installation of infrastructure to support alternative fuel vehicles, including charging stations for electric vehicles or electric vehicle-ready spaces within the Core Area – Main Street designation.

3.1.3 Other Aligned Initiatives

The Town of Whitchurch-Stouffville Transportation Master Plan (2024) identifies the opportunity to support the transformation to zero emission transportation by:

- Updating by-laws to require electric vehicle parking spaces in new developments; and
- Encouraging the upgrade of existing parking spaces at residences and parking lots to electric vehicle parking spaces.

Specifically, the TMP encourages the Town to explore by-laws that require electric vehicle facilities at new developments and encourage them at major destinations such as retail centres and community centres to help realize the preferred transportation solution.

3.1.4 Existing Zoning By-law

Zoning By-law 2010-001-ZO does not contain any regulations related to electric vehicle parking.

3.2 Analysis

The following provides analysis of best and emerging practices with respect to regulating electric vehicle parking through a Zoning By-law and a discussion of key considerations for Whitchurch-Stouffville.

3.2.1 Best and Emerging Practices

The Richmond Hill Zoning By-law 93-25 (2025) sets out detailed requirements for electric vehicle parking spaces. For residential uses, 100% of parking spaces provided in conjunction with apartment and stacked townhouse dwellings (with a parking structure) are required to be electric vehicle ready. For all other dwelling types, excluding additional residential units, 1 parking space must be electric vehicle ready. For major office, commercial, and major retail units, a percentage of spaces provided must be electric vehicle ready as well as an additional percentage being provided with charging equipment. The By-law exempts residential developments containing 10 dwelling units or less from these requirements.

The Markham Zoning By-law 2024-19 requires that where 10 or more parking spaces are provided for apartment and multiple dwellings, as well as all non-residential buildings, 10% of parking spaces must be electric vehicle ready and 10% of parking spaces must be available with charging stations. The By-law exempts legally existing buildings from the requirements for electric vehicle parking and requires that where more than six barrier-free parking spaces are provided, one must offer a charging station.

Multiplex dwellings, detached dwellings, semi-detached dwellings, and townhouse dwellings are exempted from electric vehicle parking space requirements.

The Guelph Zoning By-law (2023)-20790 requires that 20% of total required parking spaces for multi-residential buildings with 3 or more units and mixed-use buildings be provided with charging stations. The By-law further requires that 80% of total required parking spaces with 3 or more cluster, stacked, or back-to-back townhouse units and mixed-use buildings be charging station ready. For non-residential uses, a minimum of 10% of required parking spaces are to be provided with charging stations and 20% as charging station ready.

The New Final Draft Ottawa Zoning By-law (2025) requires that energized outlets for electric vehicle charging are provided for mid-rise and high-rise or mixed-use development (25% of spaces provided) and industrial and office uses over 300 m² (15% of spaces provided).

3.2.2 Discussion

The WSOP and TMP support considering how the Zoning By-law can regulate the provision of electric vehicle parking in the Town. Specifically, the WSOP acknowledges the role of these facilities as part of major destinations and high-density residential development.

When considering how the Zoning By-law can set out appropriate regulations, it is important to consider several factors. It is also important to acknowledge that zoning is a rigid tool that requires an amendment or variance to alter a regulation on a site-specific basis.

- **Tenure:** The tenure of a new development can be a key distinguishing factor in how electric vehicle parking spaces can be regulated. For detached, semi-detached, and freehold townhouse dwellings with a private garage or parking space, the owner of the house can retrofit the necessary infrastructure when required. Conversely, condominium tenure houses and dwellings with communal structured parking would require intervention by the condominium to retrofit infrastructure into parking garages or outdoor parking lots retroactively, likely at a greater cost than at the outset of a project (e.g., trenching, running conduit, etc.).
- **Cost:** It is reasonable to consider the financial implications of regulating electric vehicle parking spaces through zoning. Regulations should consider how costs would be shouldered initially by a developer and subsequently by future tenants and owners. Inflated costs of providing electric vehicle parking spaces should also be considered in the context of building new housing (e.g., additional residential units, affordable housing projects), where it may be desirable to build most efficiently and reduce future costs.
- **Use:** This Discussion Paper explores options for electric vehicle parking as part of private developments, and broadly classifies uses into when and how a vehicle may be charged:
 - **Home** – vehicles are most likely to be charged at home overnight and weekends
 - **Work or School** – vehicles may be charged during the workday at offices or retail locations

- **Errands and Short Stays** – vehicles are most likely not being charged when running errands throughout the day or when visiting the Town for a short period of time

As electric vehicles become more prevalent across Ontario, the market may shift to encourage developers to include electric vehicle parking spaces by default. Regardless of how the Zoning By-law regulates electric vehicle parking through this project, it is likely that future reviews may be needed to respond to electric vehicle adoption and overall trends.

3.3 Options and Recommendations

There are three options to further explore in regulating electric vehicle parking in the Zoning By-law:

Option 1 | Do Not Include Requirements for Electric Vehicles in the new Zoning By-law – This option would see no specific regulations for electric vehicles set out in the Zoning By-law, allowing builders/tenants/owners to determine the most appropriate provision of parking spaces and infrastructure.

Option 2 | Electric Vehicle-Ready Parking Spaces – This option would see the Zoning By-law require a certain number of parking spaces provided as part of a development be “electric vehicle ready” (i.e., providing rough-ins) to allow for the future installation of charging equipment by an owner or tenant, when or if required.

Option 3 | Electric Vehicle Parking Spaces – This option would see the Zoning By-law require a minimum number of parking spaces outfitted with electric vehicle charging equipment.

Additional Recommendations for Options 2 and 3

For Options 2 and 3, consideration should be given to if the requirement is tied to the intensity of development (e.g., spaces per unit or square metre of GFA) or as a percentage of total parking spaces provided. Considering the broader shift away from minimum parking spaces in certain geographies within the Town such as MTSAs, it is recommended that any electric vehicle parking rate be set at a percentage of total parking spaces provided as it best aligns with the objective of reducing the overall amount of parking provided on a site.

Further, for Options 2 and 3, it would be important to consider which uses are subject to the requirements. At a minimum, it would be recommended that these regulations:

- Be required as part of apartment dwelling and condominium tenure townhouse dwelling forms (e.g., stacked and cluster townhouses)
- Be considered for offices and industrial uses
- Not be required for retail and commercial uses

Provisions should also be explored to transition provisions under Option 2 or 3, such as exemptions for existing buildings (including renovations) or for specific locations (e.g. Main Street retail in Downtown Stouffville).

4. Bicycle Parking

Communities across Ontario and York Region are exploring ways to support and foster active transportation as a viable alternative mode of transportation in their communities. While the Town’s Active Transportation Servicing Plan (2018) identifies the infrastructure required for an integrated pedestrian and cycling network, it is important to also consider where bicycles can be locked or stored. The ability or location to securely lock a bike at home or destination can impact someone’s willingness to choose this mode of transportation.

Bicycle parking can be provided in many forms, including short-term spaces such as bike racks and long-term spaces such as bike rooms or cages. Bicycle parking can also be provided within the public realm adjacent to the sidewalk or in a park, which can be explored through the Town-wide Urban Design Guidelines and other initiatives. This Discussion Paper focuses on bicycle parking provided as part of developments within Whitchurch-Stouffville’s settlement areas. It is also assumed that bicycle parking spaces can accommodate parking of scooters, and that scooters and other micromobility devices can be stored inside a dwelling.

4.1 Current Policy and Zoning

The following provides an overview of how existing policy and regulations support the consideration of bicycle parking regulations as part of the Zoning By-law.

4.1.1 Provincial Policy and Legislation

Broadly, the Provincial Planning Statement, 2024 supports a transportation system that supports the use of zero- and low-emission vehicles (Policy 3.2.1). Policy 2.4.2.6 further specifies that all MTSAs should be planned and designed to achieve multimodal access to stations and connections to nearby major trip generators. It identifies that this can be achieved through infrastructure that accommodates a range of mobility needs and supports active transportation, including bicycle lanes and secure bicycle parking.

While the *Planning Act* restricts the ability to establish minimum parking requirements within Major Transit Station Areas, Section 16(22) provides exemption to allow for minimum bicycle parking requirements within MTSAs.

4.1.2 Town of Whitchurch-Stouffville Official Plan

The WSOP (2025) places a focus on sustainable and active transportation to foster a “people and transit first approach” to land use planning and the provision of infrastructure. Policy 2.9.1.1.e) supports the provision of bicycle parking for development applications and at transit terminals and within MTSAs. It further supports adopting minimum requirements for bicycle parking spaces, bicycle storage facilities, and other active transportation amenities in conjunction with mixed-use development, employment nodes, and other appropriate locations.

Broadly speaking, the Neighbourhood Area, Urban Medium Residential Area, Urban High Density Residential Area, Gateway – Mixed Use Area, and Core Area – Main Street designations support the provision of adequate bicycle parking.

The WSOP also plans for on-farm diversified uses and supports agri-tourism in the Agricultural System. Discussion Paper No. 2 will explore the viability of limited bicycle parking requirements in rural areas as part of on-farm diversified uses which support agri-tourism.

4.1.3 Other Aligned Initiatives

The Town of Whitchurch-Stouffville Transportation Master Plan (2024) identifies the opportunity to implement travel demand management measures that change travel behaviour, including how, when, and where people travel. Specifically, the Master Plan supports workplace cycling amenities such as change rooms and secure bicycle parking to support bicycle commuting.

The Town of Whitchurch-Stouffville Active Transportation Servicing Plan (2018) identifies the infrastructure requirements for the development of an integrated pedestrian and cycling network in the urban and rural areas of the Town. It does not provide direction for the implementation of bicycle parking through development.

4.1.4 Existing Zoning By-law

Zoning By-law 2010-001-ZO does not contain any regulations related to bicycle parking.

4.2 Analysis

The following provides analysis of best and emerging practices with respect to regulating bicycle parking through a Zoning By-law and a discussion of key considerations for Whitchurch-Stouffville.

4.2.1 Best and Emerging Practices

The Richmond Hill Zoning By-law 93-25 (2025) sets out comprehensive minimum bicycle parking space requirements based on each Parking Strategy Area. The rates are highest in the main intensification areas and lowest in more suburban areas of the City. The By-law establishes minimum bicycle parking rates for four uses groupings: apartment dwellings, townhouse dwellings, stacked townhouse dwellings, and non-residential uses. Each use category is required to provide a minimum number of:

- Long-Term Bicycle Parking Spaces – within a building, available for use by residents or staff
- Short-term Visitor Bicycle Parking Spaces – bicycle racks outside, available for use by visitors

The By-law requires a certain portion of short-term spaces to be covered and in the most urban Parking Strategy Area, requires a minimum of 6 additional public spaces be provided.

The Markham Zoning By-law 2024-19 sets out minimum bicycle parking rates for several uses, requiring both long-term and short-term spaces. For non-residential uses, the By-law only applies minimum bicycle parking requirements to non-residential uses where there is more than 2,000 m² of gross floor area on a lot. For residential uses, the By-law does not apply to single, semi, and townhouse dwellings, and for all other dwellings, only applies for developments greater than 7 dwelling units. Increased bicycle parking standards apply in intensification areas and MTSAs.

The Guelph Zoning By-law (2023)-20790 also distinguishes between short-term and long-term bicycle spaces. It applies City-wide bicycle parking rates based on the permitted uses in the By-law and provides alternative rates for Downtown Guelph. The By-law exempts residential developments having less than 10 dwelling units from needing to provide bicycle parking spaces. It applies comprehensive space and aisle dimension requirements.

The Aurora Zoning By-law 6000-17 (2017) applies streamlined bicycle parking space requirements to select non-residential uses and to only apartment residential dwellings.

The New Final Draft Ottawa Zoning By-law (2025) outlines space dimensions for different types of bicycle parking, including horizontal, vertical, and stacked spaces. For residential uses, the By-law does not require spaces for buildings with 4 or fewer dwelling units or for “vertically attached” units with a private garage. For buildings with 5-12 dwellings, the By-law requires only long-term spaces.

4.2.2 Discussion

The WSOP places an emphasis on enabling intensification within the Stouffville Urban Area that is supported by and capitalizes on active transportation links. The Plan also encourages a wide range of higher density housing forms to achieve the Town’s forecasted population and overall vision for the future. Many higher density forms of development, including apartment and stacked townhouse dwellings, do not offer private garages for bicycle parking, as was common in predominantly detached house neighbourhoods.

A review of best practices finds that while some communities apply bicycle parking requirements to only intensification areas, higher overall rates apply where there is typically better infrastructure, a more diverse modal split, and better transit availability.

When considering how the Zoning By-law can set out appropriate regulations and shape mobility choice, it is important to consider several factors. It is also important to acknowledge that zoning is a more rigid tool that requires an amendment or variance to alter a regulation on a site-specific basis.

- **Form of Development:** Higher density housing forms such as stacked townhouse and apartment dwellings and units without a private garage are best suited for long-term bicycle parking requirements. This would also generally align with permissions for these forms of housing close to transit and areas best suited for active transportation uptake today and in the future. Consideration should be given to appropriate bicycle parking requirements for additional residential units (ARUs) and small-scale infill projects (e.g., multiplexes) where there is no private garage. These forms of housing either rented or form part of a condominium, limiting the ability for the occupant to install after-market bicycle storage solutions such as sheds or racks, or requiring residents to store bicycles in their dwelling unit.
- **Scale of Development:** Consideration should be given to set appropriate minimum bicycle parking space rates which reflect the additional costs for development, particularly for long-term parking spaces. Further consideration should be given to the scale of development being proposed, such as small-scale infill projects, which are a desirable addition to the Town's housing supply but whose viability could be impacted by additional regulation.
- **Location of Use:** The WSOP provides a strong basis for establishing minimum bicycle parking spaces that apply within the Stouffville Urban Area. The Plan provides general Town-wide direction to support active transportation, which could provide a basis for lower bicycle parking rates within the Community and Hamlet areas of the Town.

Development of non-residential uses along Main Street in Downtown can likely take advantage of bicycle parking within the public realm or part of public parking lots. Comparatively, non-residential uses in commercial areas and plazas, as well as offices and industrial buildings would likely benefit from minimum bicycle parking requirements for employees and customers.

- **Cost Efficiency:** Providing bicycle parking, even in greater quantities or in higher cost secure spaces, is far more efficient in terms of space and cost than adding vehicle parking spaces as part of a development. Added costs of requiring bicycle parking can be significant offset in areas where no or reduced minimum vehicle parking rates apply.

4.3 Options and Recommendations

There are several options to consider for implementation as part of the Zoning By-law. There is a strong basis for the Zoning By-law to set out bicycle parking space requirements.

Recommendation | Establish bicycle parking space requirements – At a minimum, the Zoning By-law should establish a consistent set of bicycle parking rates within the Stouffville Urban Area.

To implement this recommendation, there are several options that should be considered, including other options that would expand these permissions beyond the Stouffville Urban Area.

Option | Expanded Permissions – There is an opportunity to expand bicycle parking requirements to Community and Hamlet Areas in Whitchurch-Stouffville to support their evolution into more complete communities.

Option | Area-Based Requirements – There is an opportunity to tailor requirements for bicycle parking to specific areas within the Town, including Downtown and MTSA's. Should this option be pursued, the area boundaries should align with any precinct boundaries used for other vehicles.

Option | Short-Term and Long-Term Requirements – There is an opportunity to set out different requirements for short-term and long-term bicycle parking spaces. Typically, short-term spaces are those associated with visitors and customers, while long-term spaces are those for residents and employees. For condominium forms of development, such as apartments and stacked townhouses, some amount of minimum long-term bicycle parking space requirement is appropriate, regardless of location in the Town. For smaller scale, ground-oriented developments (such as multiplexes), secure short-term parking may be appropriate.

Overall, the ultimate approach used in the Zoning By-law needs to balance several factors and consider the rigidity of zoning in shaping development. As part of the Town-wide Urban Design Guidelines, there are additional opportunities to set out guidelines for the design, location, and configuration of bicycle parking areas which consider real and perceived security, which may not be otherwise appropriate for the Zoning By-law. The Urban Design Guidelines can also consider enhanced amenities and end-of-trip facilities, such as lockers, showers, and electric bicycle charging.

5. Downtown Parking Review

5.1 Background

Downtown Stouffville is located generally along Main St., generally between Albert St. and Church St., extending north along Edward St., to just south of Millard St. Downtown Stouffville is a focal point for the Town, featuring a mix of uses served by the Stouffville GO station. Along Main Street, the WSOP acknowledges the role of Downtown Stouffville as a pedestrian-friendly destination and vibrant commercial district, where there is a strong residential community, fully integrated with cultural amenities. Residents and business owners have expressed concerns that there may not be enough visitor parking in Downtown today and in the future. The purpose of this Review is to determine if there is enough parking supply today and into the future. **For the purposes of this section, Downtown refers to the entirety of the Core Area (Stouffville GO MTSA) as shown on Schedule D-1 of the WSOP, including public parking areas immediately adjacent.**

Downtown's parking supply is used by many different user groups, including residents, commuters, businesses, and visitors. Given the anticipated growth anticipated to occur in Downtown over time, it is anticipated that the pressures on the parking system, both on-street and off-street, private and public will increase. As an MTSA, Downtown is also subject to *Planning Act* regulations which limit the Town's ability to establish minimum parking rates as part of private developments. As part of this project, a review of the existing public parking system is being completed to:

- Inventory the existing supply of spaces in the on-street and off-street public parking system
- Survey how existing public parking is being used
- Identify criteria to inform decision-making in future public parking system improvements
- Inform any supportive parking regulations in the Zoning By-law

Town of Whitchurch-Stouffville On-Street Parking Study (2016) In 2016, Council approved an On-Street Parking Study which provides an analysis around six areas of concern:

1. Lack of parking supply in specific residential neighbourhoods
2. Lack of parking supply in commercial core
3. Lack of an on-line permit parking program
4. Lack of an on-line parking payment system
5. Insufficient parking signage and wayfinding
6. Lack of dedicated parking enforcement

The analysis revealed that during parking peak hour on Friday (11:00– 12:00), demand for on-street parking in Main Street exceeded 85% of total capacity. On Saturday peak hour (12:00 - 13:00), maximum occupancy was just below practical capacity at 84%. The average occupancy for both Friday (62%) and Saturday (58%) is well below practical capacity. The analysis revealed a deficiency in handling parking demand on Main Street during peak hours.

From the observations, LEA recommended that the Town develop a parking management system, where on-street parking capacity can be improved via a formal parking permit program. It is also recommended that the Town develop a consistent signage and wayfinding program to better communicate parking regulations and supply NS evaluate its capacity to enforce current and future parking regulations. Finally, it was recommended that the public be consulted to identify the reasons for recurring infractions and to understand why demand for parking in residential neighbourhoods is not being met (i.e. garage utilization, multi-generational households, lack of supply, etc.).

5.2 Town of Whitchurch-Stouffville Parking Study (2020)

In 2020, the Town embarked on a parking study which culminated in recommendations to improve the control of parking, including changes to municipal parking by-law, administrative processes, and on-street parking policy changes. It also identified a communications plan to inform and educate residents of the changes to parking regulations which came into effect in January 2021.

The Study explored three categories, two of which are relevant to this Downtown parking review – Downtown Core, Municipal and Facility Lots, and Residential On-Street Parking. The Study did not include a parking utilization strategy but rather provided high-level commentary on overall parking capacity based on staff expertise and community input.

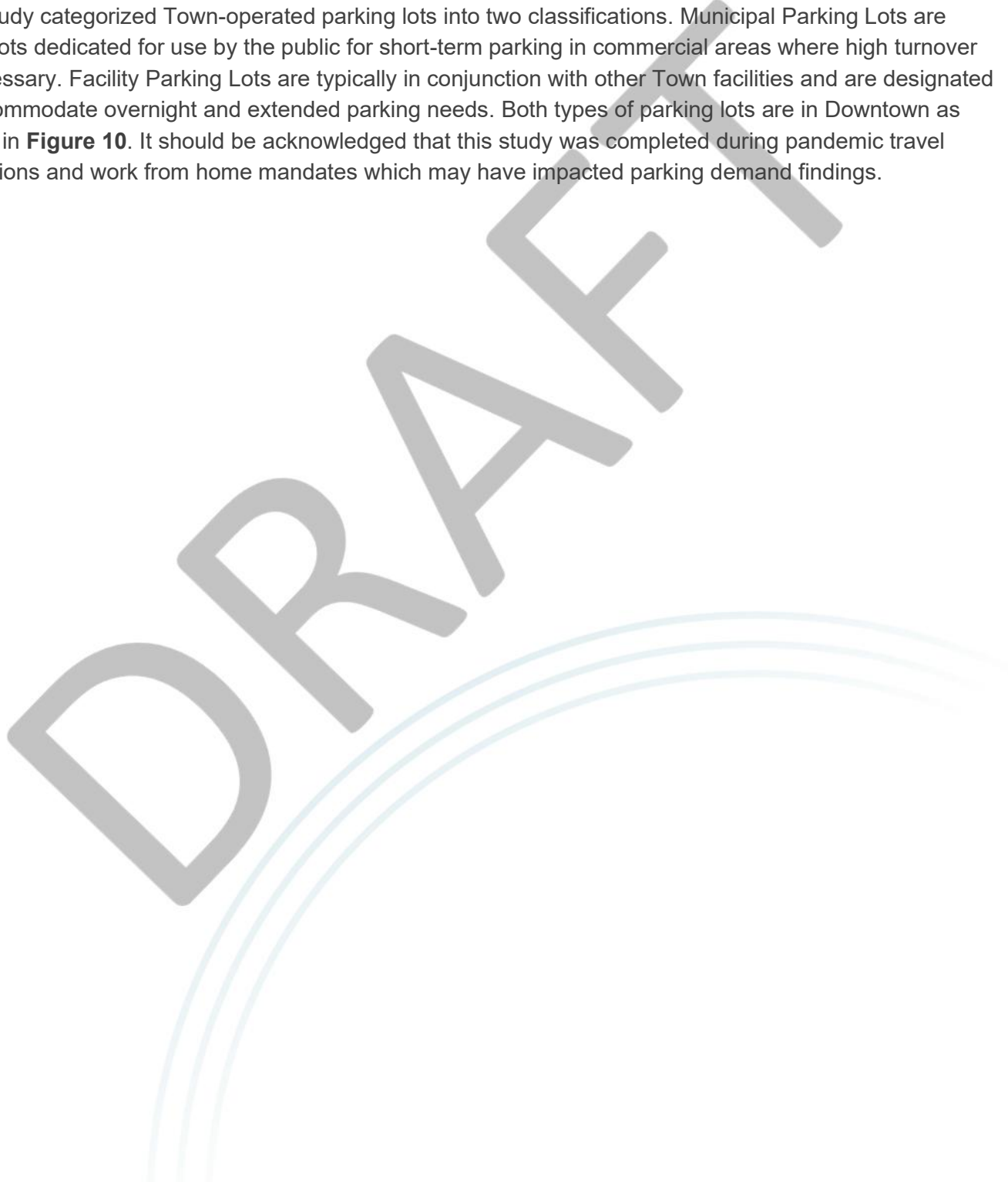
Relevant to this review are the following findings:

- Main Street parking is intended to serve short-term visitors to the Downtown area. Frequent turnover of parking spaces on Main Street is a high priority.
- Daily parking opportunities are available in off-street lots to accommodate for extended parking needs of customers. Overnight/extended parking needs can be accommodated by parking in a designated Facility Lot with a valid permit.
- GO Train commuters are parking in the Metrolinx parking lot, since its expansion, with minimal concern of commuters parking on Main Street.
- Main Street businesses benefit from the availability of on-street parking in the vicinity of their business. Businesses unable to provide dedicated on-site employee parking are recommended to communicate to their employees the need to park in an off-street lot, to free up parking for customers.
- The quantity of parking available in Town lots is considered adequate, with the potential exception of 6240 Main Street. The parking lot was recently expanded in conjunction with the Pace on Main

development, and there is the potential for future expansion through consultation with the Toronto Region Conservation Authority and following an Environmental Assessment (EA) process.

- Overall, there is perceived lack of available parking Downtown among survey respondents

The Study categorized Town-operated parking lots into two classifications. Municipal Parking Lots are those lots dedicated for use by the public for short-term parking in commercial areas where high turnover is necessary. Facility Parking Lots are typically in conjunction with other Town facilities and are designated to accommodate overnight and extended parking needs. Both types of parking lots are in Downtown as shown in **Figure 10**. It should be acknowledged that this study was completed during pandemic travel restrictions and work from home mandates which may have impacted parking demand findings.



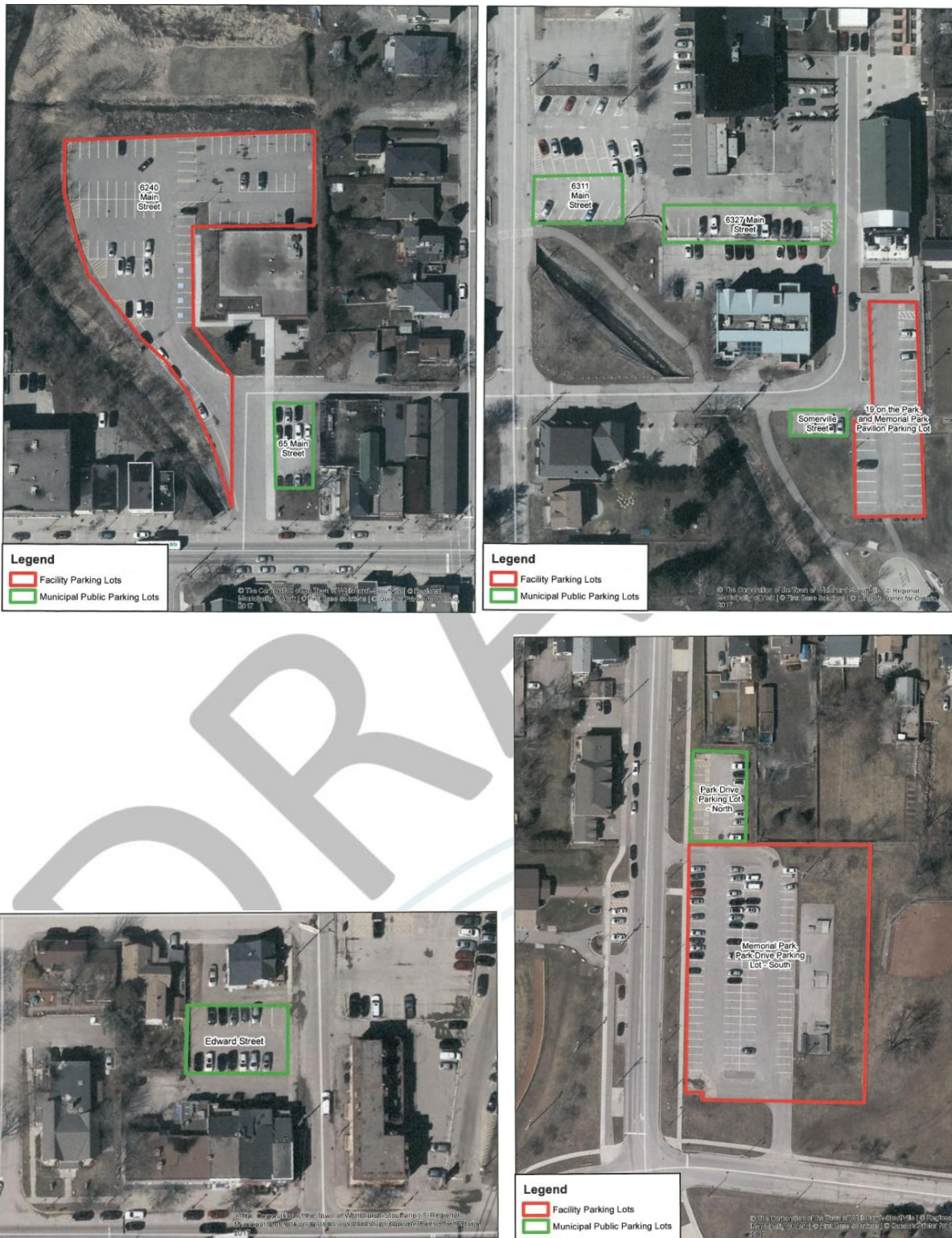


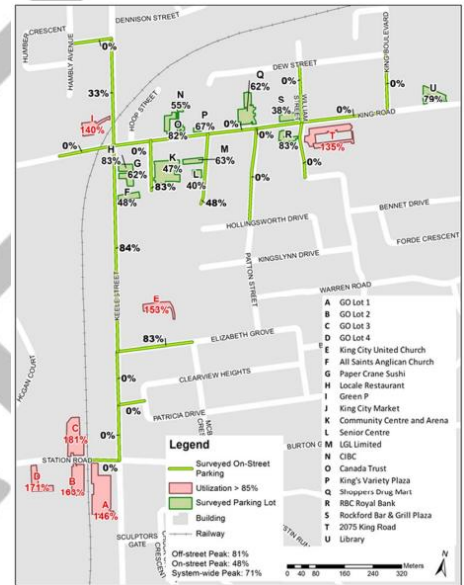
Figure 10 – Downtown Parking Study Areas (2020)

5.3 Jurisdictional Scan

The following section provides summarizes key considerations from similar parking studies undertaken in other jurisdictions to inform the methodology for the Town’s review.

5.3.1 Township of King – Core Areas Parking Study

The Township of King undertook a Core Areas Parking Study (2018) to determine if a parking supply deficiency was present in any of the Township’s three Core Areas and to help address the lack of understanding about the location of public parking facilities. Public and private parking utilization surveys were conducted during three different peak periods (weekday, Friday evening, and Saturday) to gain an understanding of the parking operations during each peak period. The Study found that Core Area parking system were anticipated to operate below capacity over the 10-year horizon (**Figure 11**); however, GO Train parking lots were anticipated to operate well above capacity and require supply expansion.

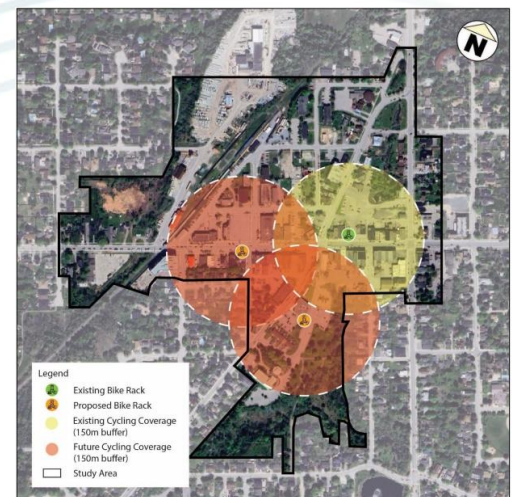


The Study organized findings and recommendations into strategies:

- Parking Signage and Wayfinding
- Improve Infrastructure
- Improve Parking Management
- Improve Accessible Parking

5.3.2 Township of Uxbridge – Parking Strategy Study

The Township of Uxbridge completed a Parking Strategy Study (2025) to develop a comprehensive plan for Downtown Uxbridge to optimize the existing parking supply while meeting the future needs of residents. The Parking Strategy Study provides recommendations to amend existing parking policies and regulations for on- and off-street parking. The Study also provides recommendations to improve the Town’s parking operations and enforcement approach.



To inform the background review, parking demand data was collected over a two-week period in October 2024 by recording observed demand in parking spaces. This data was used to forecast future parking demand based on

intensification targets in the Official Plan. Recommendations also covered the addition of new public electric vehicle charging and bicycle parking infrastructure (**Figure 12**).

5.4 Methodology

The following section outlines how the Downtown Parking Review will be conducted with the goal of determining the status of public parking, implications for Downtown parking rates, and ways to proactively address parking deficiencies.

5.4.1 Parking Inventory

WSP will begin by developing a map of parking facilities that will be subject to undertaking a parking inventory. WSP will then undertake an inventory of these existing on-street and off-street parking locations, including Facility Parking Lots, Municipal Parking Lots, and GO Transit Parking lots. WSP will use the parking locations identified in the 2016 On-Street Parking Study as a basis to create an updated inventory of public parking lots and all other parking lots.

WSP can also make observations about the utilization of private off-street parking lots and include an inventory of these lots to provide a comprehensive overview of parking in Downtown. Data collection from the 2020 Parking Study will be requested from the Town and used to inform this inventory. Parking data from GO Transit will be requested to support the analysis. Where on-street parking is not demarcated, WSP will use a parking space size assumption to calculate the number of parking spaces in each area.

5.4.2 Data Collection

Following confirmation of the parking inventory locations, WSP will facilitate a workshop with Town staff to select the specific dates and times for conducting field investigations. These field investigations will be undertaken in Downtown to capture utilization rates of on street and off-street public parking facilities. It is proposed that field investigations take place during the following time periods, avoiding peak or holidays:

- Weekday Afternoon (Tuesday or Wednesday to capture mid-week demand with more open commercial and service uses)
- Weekday Evening (Thursday or Friday to capture evening demand including restaurant demand)
- Weekend Mid-day (Saturday to capture mid-day weekend demand)

WSP will confirm the appropriate season or time of year to complete these field investigations with Town staff. The outcomes of the staff workshop will be document in a methodology for data collection.

5.4.3 Reporting and Recommendations

Subject to input regarding the proposed data collection methodology, the findings of the parking inventory and data collection work will be documented in a memo or addendum to this Discussion Paper.

The memo/addendum will identify where capacity (or lack of capacity) exists today and set out criteria for when the Town should explore improvements to the public parking system.

The reporting will explore various possible options/solutions based on additional jurisdictional review. It is not anticipated that this review will include forecasting of parking demand based on population and job assumptions. The reporting will outline recommendations for the Town to explore through other processes including the Town-wide Urban Design Guidelines, cash-in-lieu by-law, or other mechanisms such as development agreements. This effort will also inform updates to the Comprehensive Zoning By-law. For example, if there is determined to be a significant parking deficiency, this situation may have a bearing on whether maximum parking rates are appropriate in the Downtown.

DRAFT

6. Loading Space Requirements

Loading spaces are critical to the functionality of industrial, commercial, institutional, and multi-unit residential sites, facilitating the delivery of goods and pick-up of waste – without impacting adjacent parking areas, walkways, and the public realm.

The topic of loading spaces in recent years has broadened to consider shifts in the economy such as online shopping and app-based deliveries. These activities are often managed within existing parking areas or on-street in the public right of way. This Discussion Paper focuses on loading spaces required by larger freight vehicles on a site and off-street, typically accessible to a building's service entrance.

6.1 Current Policy and Zoning

The following provides an overview of how existing policy and regulations support the consideration of loading space regulations as part of the Zoning By-law.

6.1.1 Provincial Policy and Legislation

The Provincial Planning Statement, 2024 does not set out specific policies for loading spaces as part of development. Policy 2.3.1.2 broadly supports land use patterns within settlement areas that are freight-supportive and facilitate the movement of goods.

Section 34(6) of the *Planning Act* enables a Zoning By-law to establish requirements for off-street loading.

6.1.2 Town of Whitchurch-Stouffville Official Plan

The WSOP (2025) supports goods movement as part of the Town's economy. Policy 2.9.6.1 directs the Town to consider goods delivery and truck accommodation in the design of site plans, including the provision of off-street loading facilities for commercial and employment uses and address compatibility with adjacent uses through separation, buffering, and landscaping. Across most land use designations, the WSOP directs that all loading and service areas be adequately screened from public view and adjacent roads, and towards the rear or side of buildings. For the Neighbourhood Retail Area designation, Policy 6.4.15.3.m) requires that loading and service areas be separated a minimum distance of 20 m from adjacent residential neighbourhoods, unless a noise impact study deems otherwise. Within the Regional Retail Area designation, Policy 6.4.16.3.n) provides direction to discourage loading areas between the building and adjacent road.

6.1.3 Other Aligned Initiatives

The Town of Whitchurch-Stouffville Transportation Master Plan (2024) does not provide direction for the implementation of off-street loading spaces.

6.1.4 Existing Zoning By-law

Section 3.25 of Zoning By-law 2010-001-ZO sets out requirements for the location, size, and minimum number of off-street loading spaces. Loading spaces are required to be located within or abutting the building which it services and cannot be in the interior side yard and rear yard. They are not permitted to be located within 10 metres from a street or boundary of any Residential or New Residential zone.

A loading space is defined as a “space logically and conveniently located for bulk pickup and deliveries, scaled to suit expected delivery vehicles, and accessible to such vehicles at all times”.

Section 3.25.2 sets out the dimensions for both small and large loading spaces. Both sizes of loading space share a uniform width of 3.6 m and clearance height of 4.25 m. A small loading space has a length of 9 m, and a large loading space has a length of 15 m.

Section 3.25.3 applies requirements for loading spaces to various uses as shown in **Table 4**.

Table 4 - Zoning By-law 2010-001-ZO Loading Space Requirements

Uses	Required Loading Spaces
Multiple Unit Commercial or Industrial Buildings	1 small loading space per unit
Retail stores, shopping centres, restaurants, places of entertainment, long term care facilities, hospitals, hotels, and all industrial and manufacturing uses, warehouses or any similar uses involving shipping, loading, and unloading	<ul style="list-style-type: none"> i) up to 450 m² of GFA – No loading space. ii) Over 450 m² up to 950 m² of GFA – 1 small iii) Over 950 m² up to 2,400 m² of GFA – 2 large iv) Over 2,400 m² up to 7,500 m² of GFA – 4 large v) Over 7,500 m² up to 9,000 m² of GFA – 5 large vi) Over 9,000 m² of GFA – 5 large, plus 1 large for each 9,000 m² of GFA

6.2 Analysis

The following provides analysis of best and emerging practices with respect to regulating loading spaces through a Zoning By-law and a discussion of key considerations for Whitchurch-Stouffville.

6.2.1 Best and Emerging Practices

The Richmond Hill Zoning By-law 93-25 (2025) sets out requirements for loading spaces, including a minimum dimension of 13 m by 4 m, with a minimum vertical clearance of 6.5 m. The By-law sets out regulation for the location of loading spaces, including screening requirements. The By-law takes a streamlined approach to setting out the minimum required loading spaces. For buildings containing dwelling units, loading spaces are required for developments over 30 units. For buildings containing non-residential uses, loading spaces are required for developments over 500 m².

The Markham Zoning By-law 2024-19 also requires loading spaces for both residential and non-residential development. For non-residential uses, the By-law requires loading spaces for developments over 300 m² with minimum dimensions of 5.8 m by 3.5 m (small). For larger non-residential uses, the size of required loading space increases to 10 m by 3.5 m (large). The By-law also requires a small loading space for residential developments over 16 units, with large loading spaces required over 30 units. Loading spaces are required generally for all residential and non-residential uses; however, the By-law exempts select uses including places of worship, schools, and childcare centres.

The Guelph Zoning By-law (2023)-20790 does not establish requirements for the minimum number or dimensions of loading spaces in the city. It focuses on regulating the location of loading spaces on a lot.

The Aurora Zoning By-law 6000-17 (2017) contains its loading space requirements in each of the zone chapters for Commercial and Employment zones. Loading spaces, with minimum dimensions of 9 m by 3.5 m, are required for all permitted uses in these zones. The By-law establishes different rates for office uses to be lower than all other uses permitted in these zones.

The New Final Draft Ottawa Zoning By-law (2025) sets out detailed loading space requirements for uses greater than 1000 m², including lower requirements for offices and retail stores along main streets and in major hubs. Loading spaces are not required within Downtown Ottawa. The By-law distinguishes between vehicle loading spaces (3.5 m by 7.0 m) and oversized loading spaces (4.3 m by 13 m), with oversized spaces being required for industrial and retail store uses over 5000 m².

6.2.2 Discussion

Most zoning by-laws in Ontario set out requirements for on-site loading spaces, which are typically less comprehensive than those for vehicle parking. This can be attributed to the fact that loading need is often directly tied to the operation of a use and regulating them can help ensure that building spaces are flexible and future proofed, meeting the needs of tenants today and in the future. Typically loading space standards apply to broad uses such as commercial or industrial uses. Many contemporary By-laws opt to

require loading facilities for larger multi-unit residential buildings. All communities also stipulate where loading spaces are allowed to be located on site.

The Town's Official Plan provides a strong basis for continuing to regulate the provision of loading spaces within the Zoning By-law, including the minimum number and requirements for where they can be located on a site. The Town-wide Urban Design Guidelines can also play a role in supporting the design and layout of a site and location of loading facilities.

The loading standards in Zoning By-law 2010-001-ZO are generally consistent with those of other communities reviewed. The By-law distinguishes between multi-unit commercial or industrial buildings (e.g., a plaza) and requires one space per unit. For all other uses, the By-law requires a certain number of spaces based on the gross floor area provided. Much like other elements of parking regulation, current loading space requirements include both dimensions for the size of the space and minimum rates for the number of spaces. Dimensions also include consideration of the minimum vertical clearance that is required to ensure safe use of the space for larger commercial vehicles. These existing standards are generally in line with other municipalities reviewed.

Zoning By-law 2010-001-ZO adopts an approach that distinguishes between small and large loading spaces, which is generally consistent with peer municipalities reviewed. In Downtown Stouffville and other emerging mixed-use areas of the Town, there could be opportunities to explore other Town regulations (outside of zoning) to facilitate temporary on-street loading for smaller vehicles at smaller-scale uses – in place of small loading space zoning regulations.

Shifts in the retail and logistics environment may also impact how loading spaces should be regulated going forward. Online shopping can lead to more frequent deliveries than few bulk shipments by larger vehicles. Some vendors are also shifting from centralized to decentralized fulfillment and smaller retail footprints, which may mean loading spaces are needed in tighter, mixed-use environments. These trends may indicate continued support for more flexible regulations that allow for smaller or shared loading spaces to accommodate loading needs.

6.3 Options and Recommendations

It is recommended that the new Zoning By-law continue to regulate the minimum number of loading spaces required as part of a development and distinguish between small and large spaces. There are several options and recommendations to further explore in the Zoning By-law:

Non-Residential Loading Spaces

Option 1 | Align Loading Space Requirements with Permitted Uses – Loading space requirements can be directly tied to specific, defined permitted uses in the Zoning By-law.

Option 2 | Set Loading Space Requirements for Broad Use Categories – Loading space requirements can be set broadly for all “non-residential” uses. If there are specific uses that do not require loading spaces, these could be specifically exempted.

Additional changes to loading space requirements under either option that could be considered include:

- Increasing the minimum threshold of non-residential development where loading spaces would be required (currently set at 450 m²)
- Setting lower loading space requirements within MTSA where mixed use buildings are encouraged and in Downtown Stouffville where on-street or rear lane loading are more likely, particularly for smaller delivery vehicles, recognizing the important arterial road function of Main Street

Residential Loading Spaces

Option | Introduce Residential Building Loading Standards – As the Town seeks to enable greater densities and support the construction of mid and high rise residential and mixed-use buildings, there is an opportunity to introduce loading requirements for residential buildings with (for example) 30 or more dwelling units, where a consolidated loading area would be beneficial to facilitate deliveries in larger trucks and move-ins/move-outs by residents.