



City of Toronto

**REVIEW OF THE CITY OF TORONTO ZONING BY-LAW
PARKING STANDARDS FOR PLACES OF ASSEMBLY**

FINAL REPORT

APRIL 2009

TABLE OF CONTENTS

1.	INTRODUCTION	1
2.	BACKGROUND.....	1
2.1	Scope.....	1
2.2	Places of Assembly in Toronto.....	2
2.3	Characteristics of Places of Assembly	3
2.3.1	Types of Parking Standards	4
3.	EXISTING PARKING STANDARDS.....	6
3.1	City of Toronto Parking Standards	6
3.1.1	Definitions in Existing Zoning By-laws	6
3.1.2	Proposed Definition for New Zoning By-law	8
3.1.3	Existing Parking Standards.....	9
3.2	Other Jurisdictions	10
3.3	Lessons from Existing Standards	12
4.	PARKING DEMAND.....	13
4.1	First Principles Calculation	13
4.1.1	Estimating Key Variables	13
4.2	Place of Assembly: Non-Fixed Seating.....	15
4.3	Places of Assembly: Fixed Seating.....	16
4.4	Other Uses	18
4.4.1	Bowling Alleys	18
4.4.2	Billiard Halls.....	21
5.	RECOMMENDATIONS	23
5.1	Geographic Categories.....	23
5.2	Proposed Parking Standards for Places of Assembly - Non Fixed Seating	23
5.3	Proposed Parking Standards for Entertainment Places of Assembly - Fixed Seating	24
5.4	Proposed Parking Standards for Bowling Alleys.....	25

TABLE OF CONTENTS (CONT'D)

5.5	Proposed Parking Standards for Billiard Halls.....	25
5.6	Comparison to Existing Standards.....	26
5.7	Other Considerations.....	27

List of Exhibits

Exhibit 2-1:	Example Place of Assembly Uses	2
Exhibit 2-2:	Approximate Number of Place of Assembly Uses	3
Exhibit 2-3:	Characteristics of Place of Assembly Uses	4
Exhibit 3-1:	Place of Assembly Uses and Definitions	6
Exhibit 3-2:	Comparison of Toronto Place of Assembly Parking Standards.....	10
Exhibit 3-3:	Comparison of Parking Requirements across Canadian Jurisdictions for Places of Assembly and Related Uses	11
Exhibit 4-1:	Assumed Travel Behaviour.....	14
Exhibit 4-2:	First Principles Scenarios of Parking Demand for Places of Assembly Non-Fixed Seating.....	16
Exhibit 4-3:	Peak Parking Accumulations in Movie Theatres (Spaces per Seat)	17
Exhibit 4-4:	First Principles Scenarios of Parking Demand for Fixed Seating Places of Assembly (Spaces per Seat).....	18
Exhibit 4-5:	A Comparison Between the Number of Lanes and GFA for Bowling Alleys in the City of Toronto	20
Exhibit 4-6:	First Principles Scenarios of Parking Demand for Bowling Alleys (Spaces per Lane).....	21
Exhibit 4-7:	First Principles Scenarios of Parking Demand for Billiard Halls (Spaces per Table).....	22
Exhibit 5-1:	Geographical Stratification of Proposed Parking Standards	23
Exhibit 5-2:	Base Assumptions and Proposed Standards by Geographic Category	24
Exhibit 5-3:	Base Assumptions and Proposed Theatre Parking Standards by Geographic Category	24
Exhibit 5-4:	Base Assumptions and Proposed Bowling Alley Parking Standards by Geographic Category	25
Exhibit 5-5:	Base Assumptions and Proposed Billiard Hall Parking Standards by Geographic Category	26
Exhibit 5-6:	Comparison of Existing and Proposed City-Wide Minimum Parking Standards for Places of Assembly	26

1. INTRODUCTION

The City of Toronto Zoning By-law Project will create a single zoning by-law for the entire City, replacing the existing 41 zoning by-laws. The work program for the New Zoning Project has been broken into manageable tasks, one of which is the review of parking standards for places of assembly. This work builds on previous parking review studies of commercial and residential uses for the City of Toronto, following similar approaches regarding the urban structure of the proposed standards and the use of both minimum and maximum parking requirements.

Places of assembly provide valuable services to communities, but can create a number of planning and parking issues, such as large land requirements or high periodic parking demand, which may overflow onto nearby streets.

Existing parking standards for places of assembly vary considerably across the former municipalities. New parking standards are required to harmonize these standards and make them applicable to the urban structure contained in the Official Plan. Place of assembly parking standards are proposed with the philosophy that such standards should:

- be consolidated as much as possible to avoid barriers to changing uses and avoid over complicating the zoning by-law;
- balance the large and variable parking demands for such facilities while encouraging the development of new facilities;
- encourage efficient use of parking and land; and
- encourage transit use and other non-auto forms of transportation.

Parking standards are determined through a number of steps including a review of existing parking standards in Toronto, as well as in other jurisdictions, a 'first principles' assessment of parking demand for various types of place of assembly, and consideration of planning and urban design objectives.

2. BACKGROUND

2.1 Scope

The challenge in defining a parking standard for "places of assembly" comes from the broad range of land uses that this category spans, which typically involve large numbers of people congregating for social or entertainment purposes. In broad terms, places of assembly can be divided into entertainment/amusement and social/cultural uses. Examples of these types of uses are shown on Exhibit 2-1 below.

Exhibit 2-1: Example Place of Assembly Uses

Entertainment / Amusement	Social / Cultural
Theatre	Banquet hall
Cinema	Private Club / Union hall
Dinner theatre, comedy club	Nightclub
Bowling alley	
Bingo hall	
Billiard hall	
Club	

Community uses, such as public recreation centres could also be considered places of assembly, but are considered beyond the scope of this report; and moreover, would be difficult to categorize for the purposes of assigning a parking standard. As well, large places of assembly, such as convention or trade centres and stadia, are also not covered by this report since they are typically large projects developed with detailed site-specific consideration of parking and other issues. Finally, there are many other land uses that can be classified as places of assembly such as art galleries, museums and funeral parlours. Most of these uses are so unique that it would be difficult to establish an accurate parking standard for them, or a general parking standard that would cover the range of variation in use. The approach taken in this study is to develop parking standards for a few generalized categories of places of assembly, and to assume that parking standards for very unique uses would either be developed through special studies, or adopted based on the closest general category.

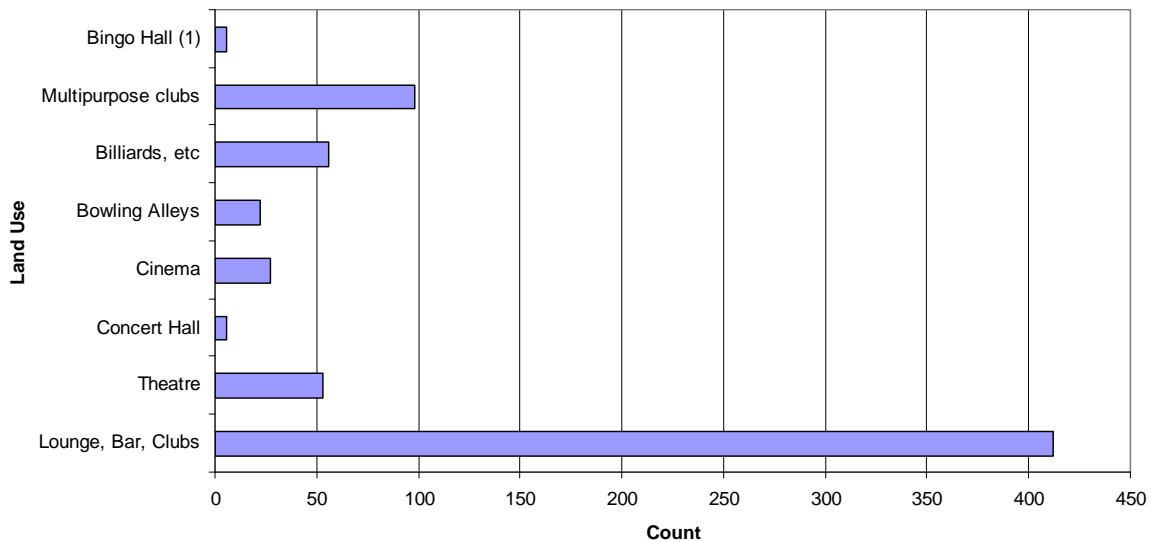
Places of worship are a unique form of places of assembly and are discussed in a separate report.

The focus of this study is on reviewing existing standards in Toronto and elsewhere, and analyzing parking demand through first principles; no direct data collection of parking provision and demand at places of assembly was carried out.

2.2 Places of Assembly in Toronto

A search of data provided by the City from the Municipal Property Assessment Corporation (MPAC) database was carried out for land uses corresponding as closely as possible to the categories in Exhibit 2-1 to determine the approximate number of existing facilities in the City. The data is used to gauge the need for a parking standard for each use based on the number of existing facilities and to review the floor areas of existing facilities. The approximate number of facilities in the City of Toronto for each use is shown on Exhibit 2-2 below.

Exhibit 2-2: Approximate Number of Place of Assembly Uses



Note:
 (1) The Bingo Hall land use did not appear as a separate code in the MPAC database. A review of www.Canada411.ca for Bingo Halls in the City of Toronto determined that there are six bingo halls listed in the City.

2.3 Characteristics of Places of Assembly

Several of the places of assembly land uses have somewhat similar characteristics (see Exhibit 2-3) and can be grouped together for the purposes of a parking standard:

- Uses with fixed seating where the number of attendees is generally predictable based on the number of seats, e.g. theatre, cinema.
- Uses without fixed seating where the number of attendees varies depending on the event, e.g. banquet hall, nightclub, union hall, comedy club, dinner theatre.
- Uses without fixed seating where the number of attendees is generally predictable based on some other variable, such as the number of lanes for a bowling alley, the number of tables for a billiard parlour, etc.

Exhibit 2-3: Characteristics of Place of Assembly Uses

Use	Assembly Characteristics	Events with High Parking Demands	Predictability of Parking Demand ⁽¹⁾
Theatre / cinema	Generally individuals or small groups	Premieres, galas	Generally predictable based on the number of seats
Dinner theatre, comedy club	Typically small groups		Generally predictable, a function of person capacity
Bowling alley	Typically small groups	Tournaments with regional draw	More or less a function of the number of lanes
Bingo hall	Generally individuals or small groups		Generally a function of person capacity
Billiard parlour	Typically many small groups	Tournaments with regional draw	More or less a function of the number of tables
Nightclub	Generally individuals or small groups		Variable depending on popularity of club
Banquet hall	Often one large group e.g. wedding reception; seating can be varied		Highly variable
Club / Union hall	Often one large group e.g. wedding reception		Variable depending on event

(1) Comments refer to prediction of peak parking demand.

2.3.1 TYPES OF PARKING STANDARDS

Whether parking standards are specified in terms of seating, Gross Floor Area (GFA), or another measurement basis, the goal is to use some measure that relates to the capacity of the place of assembly. Determining the capacity of a place of assembly without fixed seating is complicated for several reasons:

- Variations in the nature of events held at places of assembly drawing different audiences from family groups to interest groups with a regional draw.
- Variations in the density of seating, such as at dinner theatres where space for tables is also required.
- Variations in the seating layout, especially for banquet halls where portions of the floor area are often reserved for dance floors.

From a zoning by-law administration perspective, GFA-based standards are often preferred as they are easier to apply, even if GFA less directly reflects actual parking demand.

The Ontario Building Code defines a similar measure to capacity, called “assembly occupancy”. It is “the occupancy or the use of a building, or part thereof, by a gathering of persons for civic, political, travel, religious, social, educational, recreational or like purposes, or for the consumption of food or drink”. Assembly occupancy is calculated using the following formula:

$$\begin{array}{ccccccc}
 & & & & 0.75 \text{ m}^2 \text{ per person for} & & \\
 & & & & \text{space with non-fixed} & & \\
 & & & & \text{seats or stages for} & & \\
 & & & & \text{theatrical} & & \\
 & & & & \text{performances} & & \\
 \# \text{ of fixed seats} & + & & + & 0.4 \text{ m}^2 \text{ per person for} & + & 0.85 \text{ m}^2 \text{ per person for} \\
 & & & & \text{standing space} & & \text{classrooms and} \\
 & & & & & & \text{lounges}
 \end{array}$$

For the purpose of defining a develop a standard for places of assembly, it is proposed that parking ratios be tied to a physical measure (i.e. GFA), rather than a secondary estimate of design occupancy. However, design occupancies are considered throughout this report in coming up with the final parking ratios.

In addition, as a general philosophy, this study takes into account the need to strike a balance between identifying a parking standard that covers all parking demand needs, including peak events, with the desire to encourage land and cost-efficient forms of development.

3. EXISTING PARKING STANDARDS

3.1 City of Toronto Parking Standards

This section provides an overview of existing parking requirements for places of assembly contained within the zoning by-laws of the former municipalities in Toronto and the proposed definitions for the new zoning by-law.

3.1.1 DEFINITIONS IN EXISTING ZONING BY-LAWS

One of the key challenges in reviewing and setting parking standards for places of assembly is the breadth of uses that can be covered by this general term. A review of the zoning by-laws of the former municipalities within Toronto reveals a wide variety of such land use classifications that contain specific parking standards (see Exhibit 3-1). Given the wide variety of land uses covered by the existing Place of Assembly definitions and the variety of factors affecting their parking demand, more than one category will likely be required for a place of assembly parking standard, although some consolidation is advisable to minimize barriers for changing uses and to simplify the zoning by-law.

Exhibit 3-1: Place of Assembly Uses and Definitions

Use	Former Municipality	Definition
Banquet Hall	Etobicoke	A commercial establishment which is either self-contained or is a specific area within a standard restaurant, whose primary function involves the pre-arranged booking of the hall for private, social functions. A full, commercial kitchen must be provided.
	North York	A building used for the gathering together of people for specific functions such as weddings, conventions, parties and similar events, and includes an assembly hall, bingo hall, and concert hall.
	York	A building or portion thereof used for the gathering together of persons for charitable, civic, cultural, educational, fraternal, political, recreational, social or like purposes, or for the consumption of food and drink, and operated on a profit making basis but does not include a bingo hall, a place of assembly, a place of amusement, or a private club.
	Toronto	-
	East York	Shall mean a building or part of a building used for the purpose of entertaining a large assembly of people and where food or liquor are provided, but shall not include an Adult Entertainment Parlour
	Scarborough	A place of assembly for the purposes of consumption of food or beverages and without limiting the generality of the foregoing, shall include restaurants, beverage rooms, taverns and cafeterias.
Bingo Hall	Etobicoke	-
	North York	See banquet hall
	York	A building or portion thereof used for the operation of bingo games and in which are provided facilities, equipment, runners, callers, security, storage, event coordination, or other related services.
	Toronto	-
	East York	-
	Scarborough	-

Use	Former Municipality	Definition
Bowling Alley	Etobicoke	A building or part thereof consisting of at least six bowling lanes, and may include a billiard hall, provided that the billiard hall is ancillary to and operated in conjunction with the bowling alley. (see also recreational use)
	North York	-
	York	-
	Toronto	-
	East York	-
	Scarborough	-
Cinema	Etobicoke	-
	North York	-
	York	A building or portion thereof used for showing motion pictures, but does not include an outdoor "drive-in" or "open-air" cinema.
	Toronto	-
	East York	-
	Scarborough	-
Labour Union Hall	Etobicoke	-
	North York	-
	York	-
	Toronto	Premises operated by a labour union for union activities, such as union business, school and educational activities.
	East York	-
	Scarborough	-
Place of Amusement	Etobicoke	Part of a building in which at least 12 amusement devices are maintained for remuneration.
	North York	-
	York	A commercial establishment without fixed seating where there is provided amusements, entertainment, mechanical rides, but does not include a billiard or pool room, a bingo hall, bowling alley, or a curling rink.
	Toronto	An arena, auditorium, billiard or pool room, bowling alley, motion picture or other theatre, public hall, other displays or performance of a cultural nature, banquets or receptions, and the following uses: ...
	East York	A motion picture or other theatre, arena, auditorium, public dance hall (including premises for wedding receptions, banquet and other social gatherings) music hall, arcade show or penny arcade, billiard or pool room, bowling alley, exhibition, ice or roller skating rink, shooting gallery and similar uses.
	Scarborough	(Place of entertainment) a concert hall, cinema or theatre.

Use	Former Municipality	Definition
Place of Assembly / Assembly Hall	Etobicoke	An establishment where entertainment or recreational activities are available for a fee.
	North York	A building or part thereof used for the gathering together of groups of persons for a specific function, such as a public meeting, but shall not include a "banquet hall" or "club". Full kitchen facilities shall not be provided.
	York	A building, field or enclosure, designed with fixed seating for people to come together for amusement, entertainment, sporting events, or religious worship, but does not include a place of worship, or accessory rooms for a place of worship, or an adult entertainment parlour, or a bingo hall.
	Toronto	A theatre or concert hall, an auditorium, an arena, a stadium, an athletic field or other premises of a like nature designed for entertainment or amusement but does not include a place of worship.
	East York	A banquet hall, church, church hall, auditorium, theatre of any kind, premises of a fraternal organization, athletic, health and/or fitness club, social and/or recreational club, and similar places of assembly and/or similar uses.
	Scarborough	-
Private Club / Club	Etobicoke	Chartered organization with formal membership, operating on a nonprofit, non-commercial or charitable basis and where access to and use of that organization's facilities is generally limited to its membership only.
	North York	A place used for meetings and gatherings by the members of a non-profit organization that is for social, cultural, recreational, philanthropic, or community service purposes, but a club is not a restaurant, or a banquet hall.
	York	Same as East York, with the addition of a veteran's hall, but not including a bingo hall.
	Toronto	Same as East York, with the addition of a specific clause for the Central Core, requiring the premises to be in a building originally constructed for such purpose, or in an office building having motor vehicle parking facilities for such use.
	East York	A lawn bowling, tennis, badminton or other athletic, social, or recreational club located on private lands and not operated for profit and includes the premises of a fraternal organization.
	Scarborough	-
Recreational Use	Etobicoke	A business or establishment providing one or more of the following facilities: bowling alley, billiard hall, ice skating arena, roller-skating arena and curling rink.
	North York	An area set aside for public recreational purposes, and may include playgrounds, tennis courts, picnic areas, athletic fields, swimming pools, day camps, community centres, bathing beaches and similar uses
	York	-
	Toronto	-
	East York	A use of land, buildings or structures as an area set aside for public recreational purposes and may include or have associated therewith public parks, public playgrounds, play lots, athletic fields, stadia, field houses, bleachers, community centres, open or closed swimming pools and wading pools, indoor or outdoor rinks, tennis courts, bowling greens, picnic areas, day camps, golf courses, greenhouses, botanical gardens, zoological gardens, bandstands and ornamental structures.
	Scarborough	The use of lands, buildings, or structures primarily for the pursuit of sports, games, or physical exercise, and may include associated spectator seating.

" - " indicates no definition found.

3.1.2 PROPOSED DEFINITION FOR NEW ZONING BY-LAW

The following uses, defined in the draft zoning by-law, could potentially be considered places of assembly:

- Amusement arcade
- Art Gallery
- Club
- Community Centre
- Adult Entertainment Establishment
- Cabaret
- Night Club
- Funeral Home
- Funeral Visitation Centre
- Gaming Establishment
- Museum
- Showroom
- Entertainment Place of Assembly

In addition, the new zoning by-law proposes a general category for entertainment place of assembly, which would include theatres, cinemas, concert halls, etc.

In general, places of assembly uses can be categorized into uses with fixed seating and uses without fixed seating. Rather than specifying a standard for each individual use, this characteristic is used to develop more general standards for the two different types of places of assembly, as discussed throughout this report.

3.1.3 EXISTING PARKING STANDARDS

The parking requirements for places of assembly and related uses in the former municipalities of Toronto vary significantly both in terms of the amount of parking required and how the standard is specified (see Exhibit 3-2). A number of the requirements are based on person capacity, e.g. the former City of Toronto, Downtown Toronto, Etobicoke and York. Requirements in North York, Scarborough and East York are generally based on GFA. Downtown Toronto is the only area to specify a maximum standard.

Exhibit 3-2: Comparison of Toronto Place of Assembly Parking Standards

Use Category	City of Toronto	City of Toronto Downtown	East York	Etobicoke	North York	Scarborough	York
Banquet Hall			10		10.2 - 16.95 ⁽⁷⁾ 3.57 ⁽⁸⁾	10.7 ⁽⁴⁾	3.57 ⁽⁵⁾
Billiard Hall					3.57		
Bingo Hall				0.48 / person			0.35 / person
Bowling				4 / bowling lane	3.57		5 + 2 / lane
Curling				0.5 / person			5 + 10 / sheet
Private Club	0.1 / person		4.35		3.57 (10 space minimum)		
Stadium / Arena / Theatre	0.1 / person	0.2 / person (min) 0.33 / person (max)		0.2 / person	0.17 / seat or 2 / 1 metre of bench		
Place of Amusement / Assembly	0.1 / person	0.2 / person (min) 0.33 / person (max)	13.33			1.00 or 12.00 ⁽³⁾	0.13 / seat ⁽⁶⁾
Recreational Uses (other general)	0.1 / person ⁽¹⁾	0.57 (min) 1.33 (max) ⁽²⁾			3.57 ⁽⁹⁾	1.00 or 5.00 ⁽³⁾	
Racetrack	0.1 / person	0.2 / person (min) 0.33 / person (max)		3,000 total (min)			
Athletic / Recreational Establishments				0.25 / person			
Labour Union Hall	0.1 / person				3.57		

Note: Space requirements are per 100m² gross floor area unless otherwise stated.

- (1) i.e. club, concert hall, or a union hall
- (2) Adult Movie Arcade; Adult Physical Culture Establishment; Club; Community Centre; Ice or Roller Skating Rink; Non-residential Facility of the Y.M.C.A., Y.W.C.A., Y.M.H.A., or Y.W.H.A; Place of Amusement; Private Art Gallery; Public Art Gallery; Public Museum; Union Hall
- (3) Varies by location
- (4) In Birchcliff, Cliffside and Oakridge = 1 space / 100m² + 10.7 spaces / 100m² for portion of GFA in excess of 150m²
- (5) Shared parking calculated in accordance with the following occupancy rates. Morning-20%, Afternoon-50%, Evening-100%
- (6) Place of amusement = 3.57 spaces / 100m². Place of assembly = 1 / 8 seats over 40. Where the place of assembly incorporates additional spectator space without seating and not in a building (such as a stadium), parking for additional spaces shall be provided at 1 space per 10 persons according to the max design capacity.
- (7) Increases with increasing size: For GFA < 250m² = 10.2 spaces / 100m², between 250m² and 1,500m² = linearly increases from 10.2 to 16.95 spaces / 100m², GFA over 1500m² = 16.95 spaces/100m².
- (8) Banquet halls within educational institutions.
- (9) Adult entertainment parlour, art gallery, banquet hall within educational institute, billiard parlour, club, golf course, pinball and video games arcade, private recreational use, and recreational use.

3.2 Other Jurisdictions

A summary of place of assembly parking requirements in major cities across Canada is provided in Exhibit 3-3. As shown, parking requirements across Canada are not uniform and vary widely both in magnitude as well as how they are specified. The main approaches involve specifying requirements based on the number of seats, gross floor area, or person capacity. Others are based on the higher of two calculations.

Exhibit 3-3: Comparison of Parking Requirements across Canadian Jurisdictions for Places of Assembly and Related Uses

Jurisdiction	Place of Assembly / Entertainment	Stadium / Arena / Theatre / Cinema	Banquet Hall
Vaughan	0.17 - 0.33 / person capacity	Arena / theatre: 11 Sports facility: 0.33 / person capacity	11
Mississauga	0.17 / seat	0.33 / seat	10.8
Hamilton	0.17 / seat	0.17 per seat	
Kingston	0.1 / seat	0.1 per seat	
Niagara Falls		0.2 per seat	
London	Area2 = 0.125 / seat or 2.86 Area 3 = 0.14 / seat or 4	Arena: Area2 = 0.125 / seat or 2.86 Area 3 = 0.14 / seat or 2.86 Stadium: Area2 = 0.13 / seat Area 3 = 0.17 / seat	Area2 = 0.125 / seat or 2.86, Area 3 = 0.14 / seat or 4
Brampton	12.5		12.5
Markham	10	0.17 / seat	10
Vancouver	4.84	Theatre: 9.68 Stadium / Arena: 0.2 / seat or 9.68, whichever is greater	
Calgary		0.33 / seat	
Winnipeg	11	11	11
ITE Average Rate		0.2 / seat	

Note: Space requirements are per 100m² gross floor area unless otherwise stated.

For banquet halls, which most likely have no fixed seating, parking requirements in other jurisdictions tend to be GFA-based. Aside from Brampton, which has an exceptionally high minimum requirement, the minimums are between 10 and 11 parking spaces per 100m² of GFA, which corresponds to the parking standard for the former municipality of Scarborough. The standard for smaller banquet halls in North York also falls within this range, but for the larger banquet halls it can be as high as 16.95 spaces per 100m² of GFA.

For theatres and other uses with fixed seating, the parking requirements in other jurisdictions are specified based on seating. For the more urban locations, they are often between 0.1 and 0.2 spaces per seat. In the auto-oriented municipalities, 0.33 spaces per seat is the common standard. The ITE average rate of 0.2 spaces per seat appears to mirror Canadian standards as well, although no minimum requirements in the former municipalities of Toronto are higher than 0.2 spaces per seat.

For general places of assembly or entertainment, minimum parking standards in other jurisdictions are specified in a variety of ways, with no clear pattern for choosing one base unit versus another. A similar mix of approaches is reflected in the standards of Toronto's former municipalities. London took the approach of specifying a standard based on both seating capacity and GFA.

3.3 Lessons from Existing Standards

As the concept of places of assembly spans a wide variety of land uses, it is difficult to compare specifications across jurisdictions as definitions and approaches to specifying such standards varies considerably. In specifying robust parking standards for places of assembly, the City of Toronto, therefore, cannot simply derive averages or extreme values from precedents in the former municipalities. The process needs to involve re-thinking how these standards should be specified in the first place. As well, the City should be careful not to over-specify based on precedents that lack empirical or historical justification. As much as possible, the parking standards should consolidate similar places of assembly uses to avoid unnecessary barriers to changing land uses and to avoid unnecessarily complicating the zoning by-law.

The many types of places of assembly covered by Toronto's former municipalities suggests that the new standards should cover assembly spaces with and without fixed seating (or with variable seating). As well, the ease of calculating a GFA-based standard may, in some cases, need to be balanced against the more direct relationship to parking demand provided by a capacity-based standard.

4. PARKING DEMAND

Parking demand at places of assembly vary based on the specific type of assembly use, but also based on several other factors:

- **Seasonal peaks:** Seasonal variation in parking demands (e.g. theatres and cinemas tend to have peak attendance during holiday periods).
- **Location:** Different parking and land use issues arise when places of assembly are located in residential areas versus employment areas, as well as other locational attributes such as transit accessibility, walking and cycling conditions, etc.
- **Shared parking:** Since parking demands at places of assembly typically peak after normal business hours, there is high potential for shared parking with nearby schools, places of employment, or other land uses (e.g. cinemas located in or adjacent to shopping centres).
- **Transportation Demand Management (TDM):** Transit service, shuttle service, availability and quality of bicycle parking, and the cost of parking all influence parking demand.

The core of the analysis stems from a ‘first principles’ calculation of place of assembly parking demand under varying conditions (e.g., attendance levels, auto mode split, etc.). This first principles analysis is then compared against existing standards in the former municipalities of Toronto, and other available information sources. The proposed standards are then presented in Section 5.

4.1 First Principles Calculation

The first principles calculation of parking demand at places of assembly provides insight on the key factors influencing demand. As shown in the calculation below, parking demand at a place of assembly depends on the capacity of the assembly space, a factor to account for the fact that facilities are not always at 100 percent capacity and that some people may park off-site, the percent of people arriving by car, and the average number of passengers per vehicle.

$$\begin{array}{ccccccc}
 \text{Parking Demand} & = & \text{Person Capacity} & \times & \text{Facility/Parking Occupancy Factor}^{(1)} & \times & \text{Auto Mode Split} & / & \text{Auto Occupancy} \\
 (\text{spaces}) & & (\text{people}) & & (\%) & & (\%) & & (\text{passengers/vehicle})
 \end{array}$$

⁽¹⁾ Factor to account for attendance levels as well as the potential for off-site parking

4.1.1 ESTIMATING KEY VARIABLES

Since person capacity will vary for each place of assembly, removing this variable from the equation yields a parking ratio, that is, a calculation of parking demand per person capacity. By assuming a particular person density (persons/m²), a floor area based parking ratio (e.g. parking spaces / 100 m²) can be determined. Estimates for each variable are discussed below.

Person Capacity

The person capacity of the assembly area can be derived by simply using the building’s specified number of fixed seats. For buildings with no fixed seating, a few different sources recommend different densities, which is discussed later in this report.

REVIEW OF THE CITY OF TORONTO ZONING BY-LAW PARKING STANDARDS FOR PLACES OF ASSEMBLY

Thus, the proposed place of assembly parking standard will consist of at least two minimum requirements: one based on the floor area of the assembly space for places without fixed seating, and the other based on the number of seats for assembly spaces with fixed seating.

Facility/Parking Occupancy Factor

The main objectives of the parking standards include balancing the need for land- and cost-efficient development and avoiding regular oversupply of parking. Therefore, it is proposed that the parking standards be based on typical occupancy at busy events rather than infrequent peaks. For the purposes of establishing a place of assembly parking requirement, a conservative facility/parking occupancy factor of 80% is assumed. In other words, at a busy event, the assumption is that 80% of the capacity of the assembly space will be occupied. This is expected to be higher than the regular attendance at most places of assembly. Unfortunately, there is no recognized source for determining an appropriate attendance factors. However, it is noteworthy that many parking studies tend to plan for the “80th or 85th percentile” demand when setting a parking standard, though this is not always considered a best practice.

In addition to attendance levels, this factor is also used to account for the availability of off-site parking, which is used to adjust standards for the Downtown/Waterfront, centres and Avenues.

Auto Mode Split

The proportion of attendees arriving by private vehicle depends on many factors, such as where attendees are coming from, the quality of transit service at the site, the propensity for the assembly to comprise groups of family or friends, and whether there is convenient and free parking available. Auto mode splits may also vary by the income levels or other socio-economic characteristics of attendees/patrons. For example, a theatre that specializes in adult plays may attract different people than a theatre that specializes in children or family-oriented plays.

Places of assembly in highly transit accessible areas, such as Downtown Toronto, will also typically have much lower rates of auto use. However, this is also highly dependent on the geographic distribution of the attendees, which may be based primarily downtown or dispersed throughout Toronto and surrounding areas.

For the purpose of developing parking standards for different urban geographies in the City, the travel behaviour presented in Exhibit 4-1 is assumed, which is based on planning district data from the 2006 Transportation Tomorrow Survey. Mode splits are roughly based on discretionary off-peak trips (i.e. non-work trips).

Exhibit 4-1: Assumed Travel Behaviour

Location	Auto mode split
Downtown and Central Waterfront	50%
Centres	70%
Avenues	70%
Rest of City	80%

Auto Occupancy

Auto occupancy for trips to some places of assembly can be expected to be higher than for commuter or shopping trips since families and friends often travel together to a theatre or banquet hall. At events where patrons may be consuming alcohol, they may also be more likely to car pool or take taxis. Unfortunately, there is very little empirical data to develop an accurate estimate of

auto-occupancies for trips to places of assembly. This data would need to be assembled based on detailed surveys.

For the purpose of this report, an average value of 2.0 passengers per vehicle is assumed for the first principles calculations.¹

4.2 Place of Assembly: Non-Fixed Seating

Issues and Considerations

Parking demand for places of assembly with no fixed seating (e.g. banquet halls, night clubs, convention centres) and related uses is a function of guest and employee demand. The number of guests that can be accommodated is related to the size of the event and the area dedicated to seating versus dancing, public speaking or performances, and kitchens. Large banquet facilities can also have more than one hall, possibly having one large hall and other small halls. The halls may or may not be used simultaneously based on the individual banquet hall.

Parking Demand

Parking demand at such facilities is primarily a function of guest demand, although there is also an employee component. Exhibit 4-2 provides a first principles estimation of parking accumulation for banquet and meeting facilities. Key variables include:

- **The capacity of the facility** – This depends on the layout of the space and the area dedicated to seating versus dancing or performance and kitchens. The ITE Parking Generation database recommends a person density of 33 seats per 100 m² for fine dining restaurants, which includes kitchens. Banquet hall capacity is likely lower than this rate due to space for dancing and more public space (e.g. lobby). Another study of hotel parking found that attendees occupy meeting rooms at a rate of 22 to 43 people per 100m² GFA.² However, this rate does not include non-meeting space (e.g. kitchens, bathrooms, etc.). Based on these values, three capacity rates are considered: 20, 30, and 40 people per 100m² GFA.
- **Auto occupancy** – Auto occupancy is expected to be higher for personal functions (e.g. weddings) and lower for other functions where attendees are not necessarily associated with each other by relation or geographically (e.g. speaking engagements, company meetings). Also, patrons at banquet halls and clubs are likely to be consuming alcohol, thus they will more likely car pool. For simplicity, one auto occupancy rate of 2.5 people per vehicle is used.
- **Auto mode split** – The proportion of guests arriving by private vehicle depends on various factors such as the transit accessibility of the location or neighbourhood urban form. Auto mode splits ranging from 50% and 80% are used to compare a downtown site against a more auto-oriented locale.
- **Occupation of the space** – The capacity values consider the layout of the gathering space (e.g. conference seating versus dining tables and a dance floor), assuming that all gathering space is occupied. However, it is rare for a banquet hall or conference event to use all available space at once, referred to as simultaneous occupation. Sequential occupation is more common, where, for example, a wedding may involve the ceremony in one room followed by the reception in another. Parking accumulation for simultaneous occupation is multiplied by 0.75 to derive the sequential occupation parking rate.

¹ Wilbur Smith Associates (2001 unpublished) found an average auto occupancy for Cineplexes to be 2 on Fridays, 2.14 on Saturdays and 1.84 on Wednesdays. [cited in Urban Land Institute (2005) Shared Parking]

² Salzman, G. (1988) *Hotel Parking: How Much is Enough?*, Urban Land, January. This paper reports 43 people per 100m² as the 90th percentile event.

Exhibit 4-2: First Principles Scenarios of Parking Demand for Places of Assembly Non-Fixed Seating

Facility/Parking Occupancy Factor	Auto Occupancy (people/vehicle)	Capacity (people/100m ²)	Auto Mode Split	Parking Accumulation (spaces/100m ²)	
				Simultaneous Occupation ⁽¹⁾	Sequential Occupation ⁽²⁾
80%	2.0	20	50%	4.0	3.0
			70%	5.6	4.2
			80%	6.4	4.8
		30	50%	6.0	4.5
			70%	8.4	6.3
			80%	9.6	7.2
		40	50%	8.0	6.0
			70%	11.2	8.4
			80%	12.8	9.6

⁽¹⁾ Simultaneous occupation assumes that all the public space in the banquet hall/convention centre is used at once

⁽²⁾ Sequential occupation assumes that space is used in sequence (e.g. wedding ceremony followed by reception in a separate room) so results from simultaneous occupation are multiplied by 75%

Thus, for example, the current North York parking requirement for banquet halls of 10 to 17 spaces per 100m² GFA exceeds the high capacity scenario with 80% auto mode split and sequential occupation (in many cases it even exceeds the simultaneous occupation scenario as well).

Of note, for full-scale convention centres, the Urban Land Institute’s *Shared Parking* report recommends a rate of 5.9 spaces per 100m² (excluding employees).³ This reflects the conditions that such facilities are rarely used to full capacity and are typically located in downtown areas with good transit access, off-site parking alternatives, and adjacent hotels.

4.3 Places of Assembly: Fixed Seating

Issues and Considerations

Parking requirements for entertainment places of assembly with fixed seating (e.g. theatres and cinemas) can be derived based on the number of seats or person capacity. Specifying parking rates based on design capacity may require additional parking for non-seating public areas in theatres, such as food services and arcades, although these are typically ancillary to the theatre's primary use and are patronized by theatre guests rather than generating their own parking demands. This may result in an oversupply of parking if parking requirements are designed based on the GFA or the maximum capacity of the entire space rather than only the theatre space. Parking standards can be converted to a ratio expressed in terms of GFA, by applying an estimate of space per person.

Parking Demand

Four studies were found as part of the literature review for this study that specifically examined parking demand for movie theatres, performing arts theatres, and arenas and sports facilities (see Exhibit 4-3). Movie theatres are generally multi-screen facilities where new developments are now rather large and typically range between 8 and 20 screens, with a very low employee ratio per seat

³ Urban Land Institute and the International Council of Shopping Centers (2005) *Shared Parking* 2nd Edition.

typically less than 0.01.⁴ Note that the results from all of these studies come from very small sample sizes and the sites are generally auto-oriented with limited alternative transportation options. Furthermore, most of the observations in the Parking Generation Manual pre-date 1985 and none have more than 10 screens.

Exhibit 4-3: Peak Parking Accumulations in Movie Theatres (Spaces per Seat)

Day	Parking Generation		WSA Study		WPC Study		PHR&A Study			
	FRI	SAT	WED	FRI/SAT	WED	SAT	WED/THUR	WED/THUR	FRI	FRI
Month			JUN	JUN	AUG	AUG	JAN	DEC	JAN	DEC
Sites	6	7	1	2	1	4	4	4	4	4
Range	0.11-0.46	0.11-0.23	0.04	0.18-0.23	0.04	0.08-0.16	0.03-0.14	0.13-0.30	0.2-0.34	0.16-0.36
85th Percentile	0.36	0.23	-	0.23	-	0.16		0.18		0.26
Average Ratio	0.26	0.19	0.04	0.21	0.04	0.11	0.07	0.18	0.25	0.24

Sources: ITE, *Parking Generation*, 3rd ed.; Wilbur Smith Associates (2001 unpublished) study of movie theatre parking patterns; Walker Parking Consultants (2003 unpublished) study of movie theatre parking patterns; Patton Harris Rust & Associates (2001) *Fairfax Corner Shared Parking Study*, including Addendum 2.

The 85th percentile parking accumulation from these studies ranges from 0.16 to 0.36 spaces per seat, while the averages range from 0.07 to 0.26 spaces per seat and the overall average is 0.18 spaces per seat. Since these studies generally represent suburban auto-oriented cases, the range of parking demands will be much higher than desired for Downtown Toronto, Centres and Avenues where a higher use of alternative modes such as walking and transit is both expected and desired.

Performing arts theatres mostly peak around Christmas time and reach 90% of peak in the summer months. These theatres house events such as live plays, musical or individual performances, comedy shows and special shows. Large theatres are generally in downtown areas where shared parking can occur more easily. Based on case studies, the *Shared Parking* report specifies a maximum parking demand rate of 0.4 spaces per seat based on a sold out show, three attendees (customers) per car, 0.08 employees per seat and 1.2 persons (employees) per car.⁵ This standard assumes little use of transit or buses.

Exhibit 4-4 provides a first principles estimation of parking accumulation scenarios for fixed seating entertainment places of assembly, which assumes 80% occupancy of the facilities. The key variables in this calculation include:

- **Auto occupancy** – A range from 1.5 to 2.5 people per vehicle is used.
- **Auto mode split** – The proportion of guests arriving by private vehicle depends on the transit accessibility of the location. Auto mode splits ranging from 50% and 80% are used to consider a downtown site compared to a more auto-oriented site.

⁴ *ibid.*

⁵ *ibid.*

Exhibit 4-4: First Principles Scenarios of Parking Demand for Fixed Seating Places of Assembly (Spaces per Seat)

Facility/Parking Occupancy Factor	Auto Occupancy (people/vehicle)	Auto Mode Split	Parking Accumulation (spaces/seat)	Parking Accumulation (spaces/100m ²) ⁽¹⁾
80%	1.5	50%	0.27	10.7
		70%	0.37	14.9
		80%	0.43	17.1
	2.0	50%	0.20	8.0
		70%	0.28	11.2
		80%	0.32	12.8
	2.5	50%	0.16	6.4
		70%	0.22	9.0
		80%	0.26	10.2

⁽¹⁾ Assumes 2.5. m² per seat

In comparison to the above calculations, the existing parking requirements in former Toronto municipalities range from 0.1 to 0.2 parking spaces per seat, which corresponds to an 80% occupied facility with a 50% automobile mode split and an average automobile occupancy of 2.5 people per car. Similarly, the results of previous studies suggest peak demands at the low end of the range established by the first-principles method.

4.4 Other Uses

Some of the existing zoning by-laws for the former municipalities of Toronto defined a parking standard for billiard halls and bowling alleys. These uses are not defined in the new zoning by-law and do not fit into the category for *sports places of assembly* which includes stadium or arenas as examples. Yet, billiard halls and bowling alleys are somewhat unique in that they may include a mix of fixed and variable seating and, in the case of bowling alleys, a large portion of the space is not occupied by people.

The purpose of this section is to show how a parking standard for these specific uses could be developed, if the City wishes to include a separate standard in the new zoning by-law.

4.4.1 BOWLING ALLEYS

Issues and Considerations

Bowling alleys are not a common land use in Toronto, particularly as isolated land uses. Based on MPAC data, there are 22 in the City of Toronto, however, 10 are within shopping malls or plazas. Bowling alleys also stand out for their relatively low density patronage as a considerable amount of space is dedicated exclusively to the bowling lanes.

Parking Demand

Parking standards in other jurisdictions are typically specified per lane and the requirement is typically 4 spaces per lane.⁶ The former City of York is one of the few that specifies its standard based on GFA. The ITE Parking Generation manual indicates between 2.2 and 4.1 vehicles per lane during peak periods based on data from only three urban locations, and between 2.9 and 4.8

⁶ City of Hamilton (2005) City-Wide and Downtown Parking and Loading Study

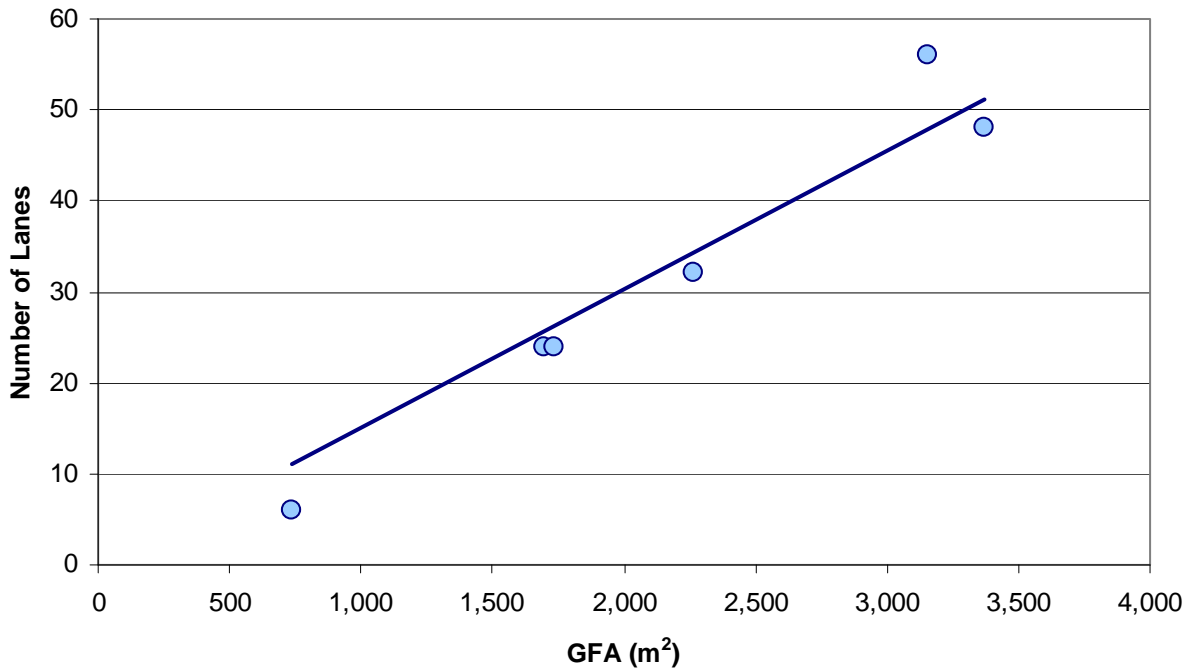
based on four suburban sites⁷. A relationship to GFA is not given. It is noteworthy that parking demand for bowling alleys peaks in the early evening, so there is high potential to share parking with other land uses.

Some bowling alleys contain restaurants or bars, and these ancillary uses may or may not be used simultaneously while people are bowling. Bowling alleys could therefore accommodate more bowlers than would be expected based solely on the number of lanes and may also draw patrons not interested in bowling at all. Thus, they could generate extra parking demand beyond the isolated demand of a bowling lane. Perhaps this was partly the motivation of the former municipality of York in specifying its bowling alley standard by GFA only, which would crudely account for space dedicated to ancillary uses. However, data from six sites across the City of Toronto⁸ does suggest a strong correlation between the two (see Exhibit 4-5) implying that GFA could also be used to reliably predict parking demand for bowling alleys.

⁷ ITE Parking Generation, 3rd Ed.

⁸ GFA and bowling lane data was only available for six sites because many of the sites were located within shopping plazas or centres.

Exhibit 4-5: A Comparison Between the Number of Lanes and GFA for Bowling Alleys in the City of Toronto



Based on the trend line for the six Toronto sites presented in Exhibit 4-5, the GFA per bowling lane is approximately 66m². Thus the typical requirement of 4 parking spaces per lane would approximately equate to 6.0 parking spaces per 100m² GFA. Assuming, for example, 80% facility occupancy, 2.5 people per car, and a 70% auto mode split, this parking standard assumes an average of approximately 18 people per lane. Even with ancillary uses such as arcades and billiard tables, this seems very high. Exhibit 4-6 illustrates some other parking accumulation scenarios for bowling alleys using first principles. An average auto occupancy of 2.5 is assumed since, by their very nature, bowling alleys tend to be popular destinations for groups of people.

Exhibit 4-6: First Principles Scenarios of Parking Demand for Bowling Alleys (Spaces per Lane)

Facility/Parking Occupancy Factor	Auto Occupancy (people/vehicle)	People per Lane (incl. employees)	Auto Mode Split	Parking Accumulation (spaces / lane)	Parking Accumulation (spaces / 100m ² GFA)
80%	2.5	7	50%	1.1	1.7
			70%	1.6	2.4
			80%	1.8	2.7
		10	50%	1.6	2.4
			70%	2.2	3.4
			80%	2.6	3.9
		13	50%	2.1	3.1
			70%	2.9	4.4
			80%	3.3	5.0

4.4.2 BILLIARD HALLS

Issues and Considerations

This section deals with stand alone billiard halls, as opposed to restaurants or clubs with one or two billiard tables.

Billiard halls are often within buildings with a variety of other uses, such as shopping plazas or malls and more frequently, these establishments are becoming entertainment or gaming venues, where the billiard tables are not the only main attraction. Billiard halls also typically have an ancillary lounge or food service area.

Parking Demand

Although parking demand for billiard halls is likely most correlated with the number of billiard tables, the density of billiard tables in billiard parlours is likely fairly consistent, thus a GFA-based parking standard is also feasible. As with many other places of assembly, parking demand for billiard halls peaks in the early evening, thus there is high potential to share parking with other land uses. The ITE Parking Generation manual contains data for only one site, which provides 7.4 spaces per 100m² GFA or 3 spaces per billiard table. This implies a floor space of 40 m² per table.

This level of parking provision seems extremely high as it would assume 8 people per table (including employees) under the conservative scenario of the facilities being 80% occupied, where 70% of patrons arrived by car and an average of 1.5 people per car.

Assuming 80% occupancy and 1.5 people per car, and assuming the density of tables in the ITE case mentioned above (40 m² per table) is reflective of all billiard halls, Exhibit 4-7 illustrates some parking accumulation scenarios for billiard halls using first principles.

Exhibit 4-7: First Principles Scenarios of Parking Demand for Billiard Halls (Spaces per Table)

Facility/Parking Occupancy Factor	Auto Occupancy (people/vehicle)	People per Table (incl. employees)	Auto Mode Split	Parking Accumulation (spaces / table)	Parking Accumulation (spaces / 100m ² GFA)
80%	1.5	3	50%	0.8	2.0
			70%	1.1	2.7
			80%	1.3	3.2
		4	50%	1.1	2.7
			70%	1.5	3.7
			80%	1.7	4.2
		5	50%	1.3	3.2
			70%	1.9	4.7
			80%	2.1	5.2

Not all municipalities recognize billiard halls in their parking standards; North York is the only former municipality of Toronto that specifies such a standard. North York’s standard is GFA based (3.57 spaces per 100m² GFA), which is common across Canada, where minimum requirements tend to range from 2.1 to 4.3 spaces per 100m² GFA.⁹

⁹ Ibid.

5. RECOMMENDATIONS

5.1 Geographic Categories

Similar to the proposed commercial parking standards and places of worship standards, the place of assembly parking standards are structured according to the following four geographic categories outlined in Exhibit 5-1.

Exhibit 5-1: Geographical Stratification of Proposed Parking Standards

Urban Structure Category	Unique Minimum Parking Standards
Downtown and Central Waterfront	YES Central Waterfront standards subject to adjustment factors in Secondary Plan
Centres (Scarborough, North York, Etobicoke and Yonge-Eglinton Centres)	YES Similar across all Centres
Avenues	YES Similar across all Avenues
Rest of City	YES

Due to the high variability in places of assembly uses, and the degree of uncertainty in estimating the parking standards, it was decided that maximum parking standards would not be applied for places of assembly. It is unlikely that many places of assembly uses would permit an over-supply of parking as they tend to be located in already built-up areas.

Given the high variability in observed parking demand, and to ensure consistency with policy objectives, the proposed place of assembly parking standards rely heavily on a first principles analysis. The two key variables in determining an appropriate minimum standard for each geographic category include the auto mode split and facility/parking occupancy factor (i.e., the attendance level to which the parking lot will be sized plus allowances for off-site parking potential). It is proposed that both of these variables will vary by geographic category based on the range of transportation choices available and the potential for other parking sources (e.g., on-street parking or off-street parking on a different site).

Compared to commuting behaviour, auto travel to places of assembly is expected to be somewhat more common given that evenings and weekends typically have less traffic, greater parking availability and lower parking costs, and less frequent transit service. In addition, travel behaviour to individual places of assembly is very site specific based on the type of use or event, parking cost and availability, transit and pedestrian connections to the site, and other transportation services that may be offered by the particular place of assembly (e.g., shuttles to nearest subway station, ride matching services, etc.).

5.2 Proposed Parking Standards for Places of Assembly - Non Fixed Seating

Exhibit 5-2 presents the assumed auto mode split and proposed minimum and maximum parking standards for each geographic category. These calculations are based on a capacity of 30 people per 100m² and an assumed auto occupancy of 2.0 persons per vehicle. As discussed in Section

4.2, a further adjustment factor (75%) is applied to account for the fact that in many places with non-fixed seating (e.g. convention centres), not all spaces are used simultaneously. Parking ratios have been rounded to the nearest half space for simplicity.

Exhibit 5-2: Base Assumptions and Proposed Standards by Geographic Category

Area	Facility/ Parking Occupancy Factor	Assumed Auto Mode Split	Simultaneous Occupancy Factor	Proposed Parking Standard (spaces / 100m2 GFA)
				Minimum
Downtown and Central Waterfront	50%	50%	75%	3.0
Centres	60%	70%	75%	4.5
Avenues	70%	70%	75%	5.5
Rest of City	80%	80%	75%	7.0

The base standard for the 'Rest of City' category is based on an auto mode split of 80% and design facility/parking occupancy factor of 80%. As discussed, this corresponds to a typical weekly peak attendance. Auto mode splits are reduced for other 'policy' areas based on higher levels of transit service and the more walkable environments typical of these areas. For the Downtown and Central Waterfront, Centres, and Avenues the facility/parking occupancy factor has been further reduced to account for the fact that a portion of the regular peak parking demand can be handled by near-by off-site facilities (e.g., on-street parking or off-street parking on a different site).

5.3 Proposed Parking Standards for Places of Assembly - Fixed Seating

Exhibit 5-3 presents the assumed auto mode split and proposed minimum parking standards for each geographic category. These standards are based on a combination of the first-principles analysis using an assumed auto occupancy of 2.0 persons per car (see page 14) and a design capacity of 80%. Standards have been rounded to the nearest half. As with standards for places of assembly with no fixed seating, the standards have been reduced for avenues, centres and the downtown and central waterfront. These reductions are notional and also reflect the fact that there would be more off-street parking available in the Downtown and centres.

Exhibit 5-3: Base Assumptions and Proposed Standards by Geographic Category

Area	Facility/ Parking Occupancy Factor	Assumed Auto Mode Split	Proposed Parking Standard (spaces / 100m2 GFA)
			Minimum
Downtown and Central Waterfront	50%	50%	5.0
Centres	60%	70%	8.0
Avenues	70%	70%	8.0*
Rest of City	80%	80%	10.0*

* As a policy directive, standards for the Avenues and Rest of City have been capped to 8.0 and 10.0 respectively as it was felt that higher standards would significantly detract from urban design (i.e. the ratio of parking area to building area would be excessive). In addition, the calculated theoretical standards were higher than most existing standards and those of other jurisdictions.

5.4 Proposed Parking Standards for Bowling Alleys

Given the unique layout and patronage of bowling alleys, it is recommended that they use a parking standard distinct from places of assembly without fixed seating. There is little, if any, empirical evidence for the common standard of 4 parking spaces per lane. The first principles analysis in fact suggests this is excessively high, so it is recommended that Toronto not simply replicate this standard, which is used by many other municipalities. Furthermore, a GFA-based standard is recommended for ease of application. In most cases, a GFA-based standard would not necessarily change the minimum parking requirement by much since GFA and the number of lanes appear to be correlated. A GFA-based standard would, however, offer some sensitivity to potential increases in demand associated with increases in the proportion of space dedicated to ancillary facilities. Exhibit 5-4 presents the assumed auto mode split and corresponding proposed minimum and maximum parking standards for each geographic category. These standards are based on the following assumptions as developed on page 18-19. :

- 10 people per lane;
- 66 m² GFA per lane;
- 2.5 persons per vehicle; and
- 80% design building occupancy factor (across all areas).

Exhibit 5-4: Base Assumptions and Proposed Bowling Alley Parking Standards by Geographic Category

Area	Assumed Auto Mode Split	Proposed Bowling Alley Parking Standard (spaces per 100m ² GFA)
		Minimum
Downtown and Central Waterfront	50%	2.5
Centres	70%	3.5
Avenues	70%	3.5
Rest of City	80%	4.0

5.5 Proposed Parking Standards for Billiard Halls

As with bowling alleys, given the unique patronage density of billiard halls, it is recommended that they use a parking standard distinct from places of assembly without fixed seating. There is almost no empirical evidence on which to base this standard, so recommendations are primarily based on the first principles analysis and the few standards that exist elsewhere. A GFA-based standard is recommended for ease of application (e.g. the number of billiard tables does not have to be known when reviewing a development application). A GFA-based standard would also offer some sensitivity to potential increases in demand associated with increases in the proportion of space dedicated to ancillary facilities. Exhibit 5-5 presents the assumed auto mode split and facility/parking occupancy factor and corresponding proposed minimum and maximum parking standards for each geographic category.

These standards are based on the following assumptions as developed on page 20:

- 4 people per table;
- 40 m² GFA per table space;
- 1.5 persons per vehicle; and
- 80% design building occupancy factor (across all locations).

Exhibit 5-5: Base Assumptions and Proposed Billiard Hall Parking Standards by Geographic Category

Area	Assumed Auto Mode Split	Proposed Billiard Hall Parking Standard (spaces per 100m ² GFA)
		Minimum
Downtown and Central Waterfront	50%	2.5
Centres	70%	3.5
Avenues	70%	3.5
Rest of City	80%	4.0

5.6 Comparison to Existing Standards

Exhibit 5-6 compares the proposed “rest of city” (i.e. not Downtown/Central Waterfront, Centres or Avenues) minimum parking standards for places of assembly with existing zoning by-law standards. For places of assembly with fixed seating, the proposed standard for the rest of the city is in the lower part of the range of existing standards. For places of assembly with fixed seating, the standards are higher than the existing standards, but it is noteworthy that the existing standards were converted to a GFA standard based on an estimate of floor space per seat. Assuming a lower GFA to seat ratio would result in much higher standards. As mentioned previously, the standards were also capped at 10.0 per 100m² based on a comparison to other jurisdictions and taking into account urban design objectives.

Overall, the proposed standards will greatly simplify the existing parking zoning standards and create a consistent standard across the City.

Exhibit 5-6: Comparison of Existing and Proposed City-Wide Minimum Parking Standards for Places of Assembly

Use Category	New City-Wide Zoning By-Law	
	Minimum Parking Standards	Proposed “Rest of City” Minimum Parking Standards
Places of Assembly - No Fixed Seating	3.57 - 16.95 per 100m ² GFA ⁽¹⁾	7.0 per 100m ² GFA
Places of Assembly - Fixed Seating	4-6.8 per 100m ² GFA ⁽¹⁾	10.0 per 100m ² GFA
Bowling Alley	3.57 per 100m ² GFA ⁽³⁾	4.0 per 100m ² GFA
Billiard Hall	3.57 per 100m ² GFA ⁽⁴⁾	4.0 per 100m ² GFA

- (1) Parking standards for a banquet hall in East York, North York, Scarborough and York.
- (2) Parking standards for a theatre in Downtown Toronto, Toronto, Etobicoke and North York, converted to a GFA standard by assuming 2.5 m² per seat or person.
- (3) Parking standards for a bowling alley in North York only. Etobicoke and York have standards based on the number of lanes.
- (4) Parking standards for a billiard hall in place for North York only.

5.7 Other Considerations

The creation of four parking standards categories for places of assembly generally covers the most common assembly land uses across the City. However, some more specialized land uses (e.g. art gallery, specific recreational facilities) and new developments don't necessarily fit into one of these categories and a method is required for determining how the proposed assembly standards should be applied or if new standards need to be developed. Due to the unique nature of some assembly land uses, it might be prudent to approach these parking needs on a case-by-case basis. Given the variability in parking demand generated by places of assembly, there may be many site specific conditions that justify a reduction or increase in the minimum parking requirements. One example is a facility that operates as a restaurant during the weekday and as a banquet hall for special events (i.e. weddings, parties) during the weekend, thus generating a much higher parking demand on the weekend.

In addition, given the variability in parking demand generated by places of assembly, there may be many site specific conditions that justify a reduction in the minimum parking requirement or even an increase in the maximum parking requirement. For example, there may be a high potential for sharing of parking supply between the assembly use and auxiliary uses. A common example is the use of off-site parking. Such arrangements should be encouraged, but reductions in the parking requirements must be justified through site specific studies and formalized agreements, where necessary. Requirements for off-site parking agreements are outlined in a previous report¹⁰.

Other transportation demand management (TDM) measures could also be considered as justification for parking requirement reductions. Examples include priced parking, availability and quality of bicycle parking, shuttles to nearby transit stations as well as ride matching services among attendees.

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¹⁰ City of Toronto. 2007. Review of the City of Toronto Zoning By-Law Parking Standards for Office, Retail and Restaurant Uses. Prepared by IBI Group.