

PLANNING STAFF REPORT

For Planning Commission Meeting of June 4, 2024

SUBJECT: Amendment to the Zoning Map, Section 5.10.2 of Chapter 55 (Unified Development Code), to rezone parcels in the Washtenaw Avenue and East Stadium Boulevard areas to TC1 (Transit Corridor) District and to rezone a parcel of Pittsfield Village to R3 (Townhouse Dwelling) District

PROPOSED CITY PLANNING COMMISSION MOTION
<p>The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve amendments to the Zoning Map, a part of Chapter 55 Unified Development Code, to designate the zoning classification of parcels in the Washtenaw Avenue and East Stadium Boulevard areas as TC1 and designate certain lengths of Washtenaw Avenue and East Stadium Boulevard as Transit Corridor Street Type as shown on the attached ordinance.</p>

PROPOSED CITY PLANNING COMMISSION MOTION
<p>The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve amendments to the Zoning Map, a part of Chapter 55 Unified Development Code, to designate the zoning classification Pittsfield Village parcel 09-12-02-209-902, main address as 2270 Parkwood Avenue, as R3 Townhouse Dwelling district.</p>

SUMMARY:

The Planning Commission has initiated an amendment to the Zoning Map to rezone an area along Washtenaw Avenue and area along East Stadium Boulevard to TC1 (Transit Corridor) District and designate portions of Washtenaw Avenue and East Stadium Boulevard Corridor Road within the proposed rezoning area as a Transit Corridor street type.

Also, staff has initiated an amendment to the Zoning Map for Pittsfield Village parcel 09-12-02-209-902 to be zoned entirely R3 (Townhouse Dwelling), eliminating a variable-width portion along the northern edge that is currently zoned C3 (Fringe Commercial).

LOCATION:

The area proposed for rezoning to TC1 includes parcels along Washtenaw Avenue generally between US 23 and Platt Road, and along East Stadium Boulevard generally between Washtenaw Avenue and St. Francis Boulevard.

Pittsfield Village parcel 09-12-02-209-902 proposed for rezoning to R3 is located on the north side of Parkwood Avenue, west of Pittsfield Boulevard.

ENGAGEMENT:

On November 16, 2023, a community meeting for contemplated rezoning along Washtenaw Avenue and East Stadium Boulevard was held at Pittsfield Elementary School, near the Washtenaw Avenue Corridor area. The meeting was attended by about 55 people. Planning staff sought constructive feedback from community members and offered a public presentation and question and answer session.

STAFF REPORT – WASHTENAW AREA REZONING:

In the Washtenaw Avenue area, 41 parcels of land covering 88 acres, located between US 23 and Platt Road, are proposed to be rezoned to TC1 zoning designation. A complete list of parcels proposed for rezoning is below and in the attached ordinance.

As part this rezoning, the north side of Washtenaw Avenue between US 23 and Glenwood Road is proposed to be designated Transit Corridor street type. On the south side of Washtenaw Avenue, Transit Corridor street type designation is proposed between US 23 and Pittsfield Boulevard, and between South Huron Parkway and Platt Road.

The south side of Washtenaw Avenue between Pittsfield Boulevard and South Huron Parkway is not proposed to be designated Transit Corridor street type because of the existing service alley within right-of-way. Due to the extra width in right-of-way from the service alley and the multiple curb lines within the full extent of right-of-way for through-traffic vehicle lanes, local-traffic vehicle lanes, and on-street parking, building front setbacks should be based on the lot line. Transit Corridor street type designation is not necessary.

Major developments in this area include: the Arborland shopping center, Huron Village shopping center, and the Arbor Hills shopping center, as well as other retail and restaurant spaces, several banks, some offices, and a hotel. Current zoning designations in the Washtenaw Avenue area are O (Office), Huron Village PUD, C3 (Fringe Commercial), R4B (Multi-Family Dwelling), and Arlington Square PUD.

Parcel sizes range from 7,770 to 1,533,000 square feet with an average of 96,170 square feet or 2.2 acres. It is estimated that there is a total of 1,025,637 square feet of floor area for an overall Floor Area Ratio of 27%.

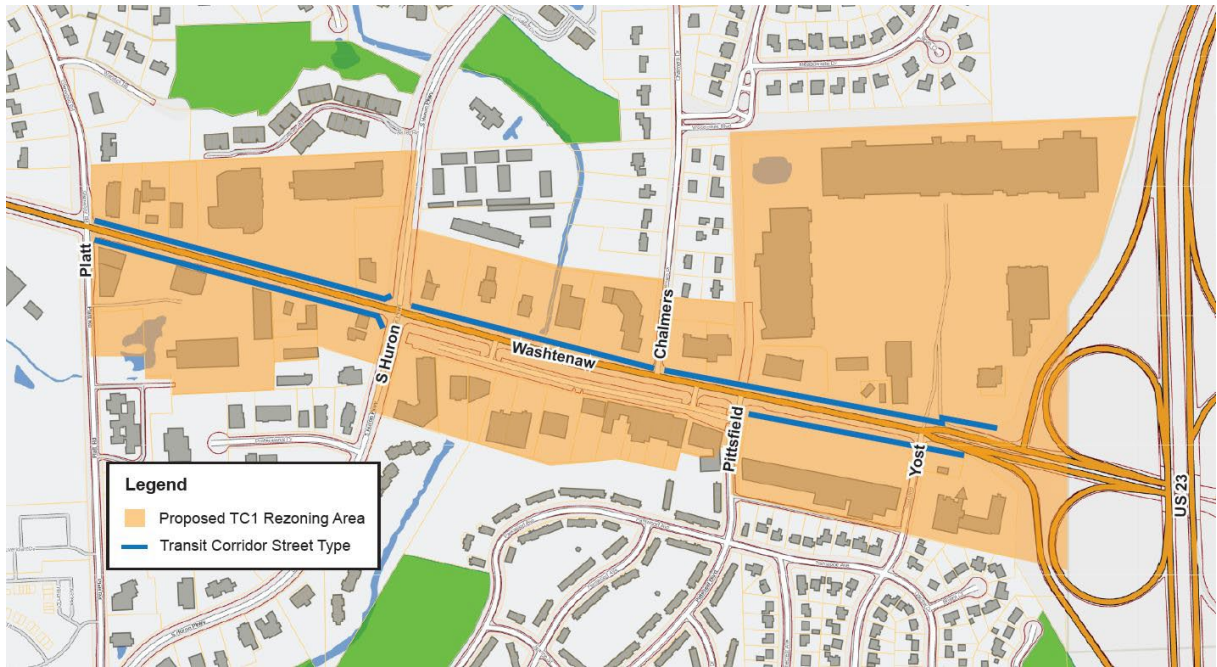


Figure 1: Washtenaw Avenue Area Proposed Rezoning Boundary

Table: Washtenaw Avenue Area Parcels to be Rezoned				
	PARCEL ID NUMBER	STREET ADDRESS	SITE AREA (sq ft)	CURRENT ZONING
1	09-12-02-103-015	2211 PITTSFIELD BLVD		C3
2	09-12-02-103-021	3500 WASHTENAW AVE	225,791	C3
3	09-12-02-104-002	3750 WASHTENAW AVE	128,640	C3
4	09-12-02-104-004	3720 WASHTENAW AVE	15,420	C3
5	09-12-02-105-002	3555 WASHTENAW AVE	14,347	C3
6	09-12-02-105-009	3501 WASHTENAW AVE	57,453	C3
7	09-12-02-105-010	3521 WASHTENAW AVE	1,532,425	C3
8	09-12-02-105-011	3795 WASHTENAW AVE	11,514	C3
9	09-12-02-200-008	3305 WASHTENAW AVE	66,620	C3
10	09-12-02-200-009	3315 WASHTENAW AVE	64,177	C3
11	09-12-02-200-010	3325 WASHTENAW AVE	46,529	C3
12	09-12-02-200-012	3345 WASHTENAW AVE	45,630	C3
13	09-12-02-200-013	3365 WASHTENAW AVE	96,386	C3
14	09-12-02-201-014	3451 WASHTENAW AVE	26,958	C3
15	09-12-02-201-016	3411 WASHTENAW AVE	35,805	C3
16	09-12-02-201-017	2099 CHALMERS DR	23,368	C3

Table: Washtenaw Avenue Area Parcels to be Rezoned				
	PARCEL ID NUMBER	STREET ADDRESS	SITE AREA (sq ft)	CURRENT ZONING
17	09-12-02-204-017	3240 WASHTENAW AVE	49,860	C3
18	09-12-02-204-020	3170 WASHTENAW AVE	15,816	C3
19	09-12-02-204-021	3160 WASHTENAW AVE	16,543	C3
20	09-12-02-204-040	3180 WASHTENAW AVE	18,259	C3
21	09-12-02-204-097	2203 PLATT RD	147,486	O
22	09-12-02-204-098	3100 WASHTENAW AVE	316,019	C3
23	09-12-02-208-001	3003 WASHTENAW AVE	26,593	O
24	09-12-02-208-002	3021 WASHTENAW AVE	20,900	R4B ¹
25	09-12-02-208-003	3031 WASHTENAW AVE	34,499	C3
26	09-12-02-208-004	3035 WASHTENAW AVE	38,935	C3
27	09-12-02-208-011	3201 WASHTENAW AVE	341,854	PUD
28	09-12-02-208-012	3275 WASHTENAW AVE	56,505	PUD
29	09-12-02-209-003	3426 WASHTENAW AVE	14,200	C3
30	09-12-02-209-004	3408 WASHTENAW AVE	17,906	C3
31	09-12-02-209-006	3380 WASHTENAW AVE	24,085	C3
32	09-12-02-209-007	3360 WASHTENAW AVE	26,819	C3
33	09-12-02-209-008	3354 WASHTENAW AVE	44,471	C3
34	09-12-02-209-009	3352 WASHTENAW AVE	38,383	C3
35	09-12-02-209-010	3336 WASHTENAW AVE	29,760	C3
36	09-12-02-209-011	3330 WASHTENAW AVE	25,701	C3
37	09-12-02-209-012	3250 WASHTENAW AVE	58,216	PUD
38	09-12-02-209-018	3310 WASHTENAW AVE	38,862	C3
39	09-12-02-209-022	3440 WASHTENAW AVE	31,864	C3
40	09-12-02-209-023	3402 WASHTENAW AVE	14,417	C3
41	09-12-02-209-024	3400 WASHTENAW AVE	7,766	C3

¹ Per circuit court case #2587, issued July 17, 1968, Padover v. City of Ann Arbor, 3021 Washtenaw Avenue may be utilized as a C2B parcel with C3 setback requirements.

STAFF REPORT – EAST STADIUM BOULEVARD AREA REZONING:

In the East Stadium Boulevard area, 18 parcels covering 14.8 acres of land, generally between Washtenaw Avenue and St. Francis Boulevard, are proposed to be rezoned to TC1 zoning designation. A complete list of parcels proposed for rezoning is below and in the attached ordinance.

As part of this rezoning, the south side of Washtenaw Avenue and both the north and south sides of East Stadium Boulevard within the proposed TC1 district is proposed to be designated as Transit Corridor street type.

Major developments this area include the Lamp Post Plaza shopping center, offices, and other retail spaces such as Bearclaw Coffee Co. Current zoning designations in the East Stadium Boulevard area are: O (Office), C1 (Local Business), C3 (Fringe Commercial), and C1B (Community Convenience Center).

Parcel sizes range from 10,000 to 142,810 square feet with an average of 35,952 square feet or 1 acre. It is estimated that there is a total of 171,624 square feet of floor area for an overall Floor Area Ratio of 27%.

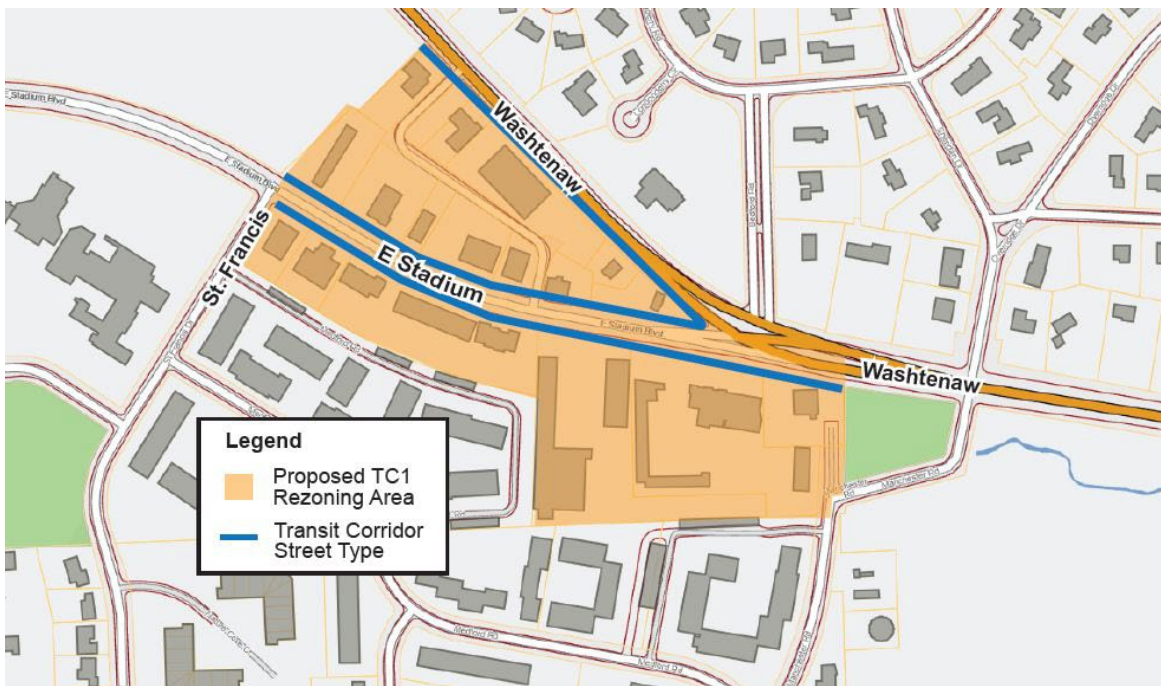


Figure 2: East Stadium Boulevard Area Proposed Rezoning Boundary

Table: East Stadium Boulevard Area Parcels to be Rezoned				
	PARCEL ID NUMBER	STREET ADDRESS	SITE AREA (sq ft)	CURRENT ZONING
1	09-09-34-309-007	2320 WASHTENAW AVE	13,503	O
2	09-09-34-309-008	2310 WASHTENAW AVE	11,332	O
3	09-09-34-309-009	2300 WASHTENAW AVE	20,331	O
4	09-09-34-309-033	2311 E STADIUM BLVD	33,181	C1
5	09-09-34-309-034	2333 E STADIUM BLVD	36,525	C1B
6	09-09-34-309-035	2349 E STADIUM BLVD	10,519	C1
7	09-09-34-309-038	2361 E STADIUM BLVD	11,773	C1
8	09-09-34-309-039	2381 E STADIUM BLVD	12,022	C1
9	09-09-34-309-043	2430 WASHTENAW AVE	10,019	C3
10	09-09-34-309-044	2460 WASHTENAW AVE	15,788	C3
11	09-09-34-309-046	2350 WASHTENAW AVE	55,962	O
12	09-09-34-309-047	2353 E STADIUM BLVD	31,820	C1
13	09-09-34-310-003	2366 E STADIUM BLVD	142,810	C1
14	09-09-34-310-005	2310 E STADIUM BLVD	22,388	O
15	09-09-34-310-006	2300 E STADIUM BLVD	18,703	O
16	09-09-34-310-007	2424 E STADIUM BLVD	67,105	C3
17	09-09-34-310-024	2330 E STADIUM BLVD	97,828	O
18	09-09-34-400-003	1900 MANCHESTER RD	35,521	O

STAFF ANALYSIS (TC1 REZONING):

There are numerous benefits to rezoning the Washtenaw Avenue and East Stadium Boulevard corridors to TC1:

- The TC1 district will better achieve the variety of different but related goals expressed in the eight documents that comprise the Comprehensive Plan than the current zoning designations in both the Washtenaw Avenue area and the East Stadium Boulevard area because of its tailored permitted (and prohibited) land uses and the additional form-based development standards. Compared to the current zoning designations, the TC1 district does not permit most auto-oriented land uses or traditional low-density, large-footprint land uses that compromise pedestrian-friendliness.
- The TC1 district promotes development designs that reduce the reliance on the automobile by requiring buildings with smaller footprints, entrances facing streets and surrounding sidewalks, enabling shorter walks between destinations, and making “one-stop shopping” even more realistic than the current zoning designations.
- The TC1 district enables higher densities, both residential and nonresidential, near transit routes and in proximity to other development centers.

- The TC1 district makes converting single-purpose developments, such as shopping centers or office complexes, into mixed-use centers easier by focusing standards on building form rather than floor area to lot area ratios.
- The TC1 district requires, not just encourages, designs where the parking lot is not the dominant feature of the site.
- Consolidating the zoning designation along the Washtenaw Avenue and East Stadium Boulevard corridors makes understanding development expectations easier. Tracking one set of permitted land use and development standards is simpler for nearby and adjacent residents outside of the district, for landowners and developers in the district, and plan and permit reviewers and administrators of the district.
- While the current development patterns represent the values of their eras, such as plentiful vehicle parking, numerous vehicular access points from roads, low building heights, and separation of land uses, the TC1 district represents the need to make these already-developed areas work more efficiently and for a broader range of customers, residents, employers and employees, which are values of the present era.
- The TC1 district offers the opportunity to evolve transit corridors toward higher density development where capacity exists.

Any rezoning can also introduce new or different challenges:

- Existing buildings may become nonconforming structures because the TC1 district standards are different than the previous district standards. The most likely scenario is buildings will be nonconforming due to their size (if more than 250 feet in width and/or 360 feet in diagonal) and front setback (if more than 15 or 28 feet depending on street designation). Any alteration to a nonconforming structure requires permission from the Zoning Board of Appeals.
- Rezoning may slow the pace of new development and redevelopment in the short term.

STAFF REPORT – PITTSFIELD VILLAGE REZONING:

Pittsfield Village, located between Washtenaw Avenue and Packard Road, is a vintage 63-acre neighborhood of 422 townhomes built between 1941 and 1945. It was originally intended to provide housing for workers at the Willow Run bomber plant in Ypsilanti. At the time it was developed, the area was farmland and there were no commercial businesses on Washtenaw Avenue except for a small grocery store built as part of the neighborhood. The 1949 aerial photo below shows Washtenaw Avenue in the foreground with an agricultural plot on the near side of the avenue, the small Pittsfield Village store on the far side of the avenue and one of the first commercial buildings on Washtenaw under construction.



Figure 3: 1949 Aerial View of Pittsfield Village, published in the Ann Arbor News August 19, 1973

Ordinance 56-59, approved on January 4, 1960, “fixed” the classification of the platted Pittsfield Village subdivision as B Residence District except for the northern 400 feet which was “fixed” as C Local Business District. Shortly after these zoning designations were fixed, a new zoning ordinance and map was adopted, changing the B Residence District to R3 Townhouse Dwelling and the C Local Business District to C3 Fringe Commercial District.

The current zoning map still reflects the straight-line boundary established in 1960 between the commercial zoning designation fronting Washtenaw Avenue (now C3) and the multi-family dwelling zoning designation (now R3) of Pittsfield Village.

Although the current zoning map is not in error, and it is permissible to have parcels with two or more zoning designations, the best practice in zoning district mapping is for district boundaries to follow parcel boundaries. Staff propose to amend the zoning map so the C3 and R3 boundary follows the existing parcel lines by rezoning the Pittsfield Village tax parcel 09-12-02-209-902, being the Pittsfield Village block north of Parkwood Avenue and west of Pittsfield Boulevard, to entirely R3 (Townhouse Dwelling). This block covers 7.6 acres and contains 11 buildings with 39 individual addresses.



Figure 4: Detail of Pittsfield Village (north) Current Zoning Map

Table: Individual Addresses of Pittsfield Village block 09-12-02-209-902		
	STREET ADDRESS	CURRENT ZONING
1	2224 PITTSFIELD BLVD	C3/R3
2	2232 PITTSFIELD BLVD	C3/R3
3	2234 PITTSFIELD BLVD	C3/R3
4	2236 PITTSFIELD BLVD	C3/R3
5	2238 PITTSFIELD BLVD	C3/R3
6	2254 PARKWOOD AVE	C3/R3

Table: Individual Addresses of Pittsfield Village block 09-12-02-209-902		
	STREET ADDRESS	CURRENT ZONING
7	2256 PARKWOOD AVE	C3/R3
8	2258 PARKWOOD AVE	C3/R3
9	2260 PARKWOOD AVE	C3/R3
10	2262 PARKWOOD AVE	C3/R3
11	2264 PARKWOOD AVE	C3/R3
12	2270 PARKWOOD AVE	C3/R3
13	2272 PARKWOOD AVE	C3/R3
14	2274 PARKWOOD AVE	C3/R3
15	2276 PARKWOOD AVE	C3/R3
16	2304 PARKWOOD AVE	C3/R3
17	2306 PARKWOOD AVE	C3/R3
18	2308 PARKWOOD AVE	C3/R3
19	2310 PARKWOOD AVE	C3/R3
20	2314 PARKWOOD AVE	C3/R3
21	2316 PARKWOOD AVE	C3/R3
22	2318 PARKWOOD AVE	C3/R3
23	2320 PARKWOOD AVE	C3/R3
24	2322 PARKWOOD AVE	C3/R3
25	2324 PARKWOOD AVE	C3/R3
26	2328 PARKWOOD AVE	C3/R3
27	2330 PARKWOOD AVE	C3/R3
28	2332 PARKWOOD AVE	C3/R3
29	2334 PARKWOOD AVE	C3/R3
30	2338 PARKWOOD AVE	C3/R3
31	2340 PARKWOOD AVE	C3/R3
32	2342 PARKWOOD AVE	C3/R3
33	2344 PARKWOOD AVE	C3/R3
34	2348 PARKWOOD AVE	C3/R3
35	2350 PARKWOOD AVE	C3/R3
36	2354 PARKWOOD AVE	C3/R3
37	2356 PARKWOOD AVE	C3/R3
38	2360 PARKWOOD AVE	C3/R3
39	2362 PARKWOOD AVE	C3/R3

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Attachments: Ordinance (Washtenaw & East Stadium Area TC1 Rezoning)
Ordinance (Pittsfield Village R3 Rezoning)
Engagement Report

Full link to city website on Rezoning Washtenaw Avenue and East Stadium Boulevard Corridors to TC1: <https://www.a2gov.org/departments/planning/Pages/City-initiated-Rezoning-Petition-for-Washtenaw-East-Stadium-and-Plymouth-Corridors.aspx>

APPENDIX A: BACKGROUND

I. TC1 DISTRICT

On November 16, 2020, City Council directed the Planning Commission to create a zoning district to support high density development along transit corridors and requested that work include a recommendation for preliminary geographic areas to consider for such designation (see Resolution R-20-439, Legistar File 20-1676).

The TC1 district was added as a new zoning district to the Unified Development Code by approval of Ordinance ORD-21-19 on July 6, 2021 as a meaningful and achievable way to simultaneously address many different but related goals expressed in the eight documents that comprise the Comprehensive Plan. Those goals include sustainability, access and choice in housing, housing affordability, reducing vehicle miles traveled, relieving vehicle congestion, supporting existing transit service, and supporting and expanding nonmotorized transportation.

More specifically, application of the TC1 district will accomplish:

- Promoting land use designs that reduce reliance on the automobile (Land Use Element [LUE] Goal B)
- Locating higher residential densities near mass transit routes and in proximity to commercial, employment, and activity centers (LUE Goal B, Objective 1)
- Improving the safety, accessibility and desirability of walking, biking or using mass transit (LUE Goal B, Objective 2)
- Providing a full range of housing choices (size, price, design, accessibility, etc.) that meets the existing and anticipated needs of all City residents (LUE Goal C)
- Encouraging a variety of housing types within new and mixed-use development projects (LUE Goal C, Objective 2)
- Encouraging commercial and employment centers that promote pedestrian activity, de-emphasize the use of the automobile, and provide a sense of balance with surrounding land uses (LUE Goal E)
- Supporting mixed-use, “village” centers in existing commercial areas that are designed to provide new residential opportunities, increase pedestrian activity and reduce the total number of vehicular trips (LUE Goal E, Objective 1)
- Encouraging developers to design commercial and office centers where the parking lot is not the dominant feature from the road (LUE Goal E, Objective 2)
- Becoming more transit-oriented, bike-friendly, and pedestrian-friendly, and less reliant on fuel consumptive forms of motorized travel (Transportation Plan)

The permitted uses and development standards of the TC1 district was amended to allow additional uses and simplify the additional standards (see ORD-23-25, approved September 5,

2023). Changes to how front setback requirements are applied and Transit Corridor streets were formally designated by an amendment approved December 4, 2023 (see ORD 22-33).

II. ZONING MAP

As part of their recommendation to approve Ordinance 21-19, the City Planning Commission also recommended four geographic areas to consider for the new district:

- South State Street between Oakbrook Drive and I-94, and East-West Eisenhower Parkway between South Main Street and the railroad (Completed by Ord 22-04 on April 4, 2022)
- Washtenaw Avenue between US-23 and Platt Road
- West Stadium Boulevard and North-South Maple Road between Jackson Road and Pauline Boulevard (Completed by Ord 22-16 on November 10, 2022)
- Plymouth Road between Traverwood Boulevard and US-23 (Completed by Ord 22-36 on January 22, 2024)

On June 5, 2023, City Council passed a [resolution](#)² directing the Planning Commission to initiate rezoning specified areas of the city to TC1. To date, 303 parcels covering about 530 acres have been rezoned to TC1.

III. CURRENT AND PROPOSED STANDARDS

In general, the TC1 district allows significantly more floor area but requires each individual new building to have a smaller footprint and be slightly taller at minimum but about the same at maximum than the current zoning designations of the proposed rezoning area.

FAR and Height Comparison

Zoning District FAR and Height Comparison					
	C1	C1B	C3	O	TC1
FAR (Max)	100%	150%	200%	75%	None
Height (Max)	35 ft.	50 ft.	55 ft.	55 ft. or None <i>See height footnote</i>	55 – 300 ft. <i>See height footnote</i>
Front Setback	Min: 15 ft. Max: 25 ft.	Min: 10 ft. Max: 25 ft.	Min: 10 ft. Max: 25 ft.	Min: 15 ft. Max: 40 ft.	Min: 0/18 ft. Max: 15/20/28 ft. <i>See setback footnote</i>
Height Footnotes					
O – Two height ranges: Within 300 ft. of residential zoning district – max. 55 ft. More than 300 ft. of residential zoning district – no maximum					

² Full link: <https://a2gov.legistar.com/LegislationDetail.aspx?ID=6209367&GUID=44D663AF-6101-455A-A051-1F688B316342&Options=ID|Text|&Search=TC1>

TC1 – Four height ranges:

- Within 0 to 80 ft. of residential zoning district - max. 55 ft
- Within 80 to 300 ft. of residential zoning district – max. 75 ft.
- Within 300 to 1000 ft. of residential zoning district – max. 120 ft.
- More than 300 ft. of residential zoning district – max. 300 ft.

Setback Footnote

TC1 – Minimum front setback:

- With Transit Corridor street type – min. 18 ft. from curb line.
- Without Transit Corridor street type – min. 0 ft. from lot line.

Maximum front setback:

- With Transit Corridor street type – max. 28 ft. from curb line.
- Without Transit Corridor street type – mixed-use buildings max. 15 ft. townhouse/apartments max. 20 ft. from lot line.

Additional Development Standards – The TC1 district requires additional development standards, whereas none of the current zoning designations have any requirements beyond the traditional FAR, setback and height regulations.

Additional development standards in the TC1 district include:

- No more than two curb cuts.
- Parking lots must be next to or behind buildings³
- Surface area of parking lot must be 100-125% of building footprints, additional spaces must be in parking structures or buildings.
- Building frontage must be 70% of lot width or block width.
- Maximum building size is 250 feet wide and 360 feet diagonal.
- Buildings must have functional entrance facing the street.
- Sidewalks required adjacent to all sides of a building with an entrance.
- Dwelling units are not permitted on the ground floor within 100 feet of a signalized intersection.
- Buildings (except townhouses and apartment buildings) must meet the downtown building design requirements for minimum first-story height, street-level transparency and windows.

Parking Standards – Of the 79 land uses addressed in Table 5.19-1 (Required Parking), 19 have a maximum vehicle parking limit⁴. Most maximum vehicle parking limits are either 1 space per 265 square feet or 1 space per 250 square feet. Notable exceptions include designated

³ Parking lots must be next to or behind buildings in all zoning districts per Section 5.19.6 (Parking Standards – Design of Vehicle Parking Facilities), however, on corner lots a parking lot may be in front of a building on one side. No such exception is permitted in the TC1 district.

⁴ Uses with a maximum vehicle parking limit include: designated marijuana consumption facility; museum, art gallery; library; adult entertainment business; general entertainment; permanent outdoor sales; marijuana provisioning center/retailer; retail sales, shopping centers; laundry, cleaning, garment services, veterinary, kennels and animal boarding; bank, credit union, financial services; general office; medical/dental office; nonprofit corporation office; marijuana microbusiness; marijuana grower; accessory office; accessory retail sales.

marijuana consumption facilities (1/100 sq. ft), major retail and shopping centers (1/235 sq. ft.) and financial and medical/dental offices (1/180 sq. ft.). The TC1 district permits a maximum of 1 space per 333 square feet.

Compared to the maximum parking limits specific to average retail and general office uses, the TC1 district further restricts parking by about 25%. Compared to the maximum parking limits specific to banks and medical/dental offices, the TC1 district allows about 40% less.