



**PLANNING COMMISSION
SPECIAL MEETING**

Thursday, August 24, 2017

1. Roll Call – 7:00 P.M. – Community Room
2. Approval of Minutes – August 17, 2017 Joint City Council- Planning Commission Meeting and August 17 Regular Planning Commission Meeting
3. Old Business
 - (a) Review and possible action on a hospital-specific zoning district
4. Updates
5. Adjournment



PLANNING COMMISSION AND CITY COUNCIL

August 17, 2017

A special joint Petoskey City Council and Planning Commission meeting was held in the City Hall Council Chambers, Petoskey, Michigan, on Thursday, August 17, 2017. Roll was called at 5:30 P.M. and the following were:

Present: John Murphy, Mayor
Kate Marshall
Izzy Lyman
Grant Dittmar
Jeremy Wills

Gary Greenwell, Planning Commission Chairperson
Dana Andrews
Betony Braddock
Dean D. Burns
James Holmes
Emily Meyerson
Rick Neumann
Cynthia Robson
Eric Yetter

Staff: Rob Straebel, City Manager
Amy Tweeten, City Planner

Others Present: Mike Balke, 2053 Cambridge SE, Grand Rapids, MI
Jan Biddick, Balsam Springs/Arlington Avenue
Ben and Carla Crockett, 1043 Curtis Avenue
Bill Culhane, 1962 Garret Drive, Grand Rapids, MI
Leila Hilal, 702 East Mitchell Street
Arielle Hines, Petoskey News Review
T. and DJ Jones, 410 Rush Street
Greg Potter, 416 Connable Avenue
Patrick Schulte, relocating to Petoskey

Discussion/ Direction on a hospital-specific zoning district

Staff provided background on the progress to date and that the proposed district was created to have the hospital project beyond the five-year growth that the current construction is addressing through a master facilities plan. An overview of the ordinance components as currently drafted was provided, including discussions on district locations, uses, setbacks, building heights. The overall process for approval of the South Tower was also reviewed.

Mayor Murphy stated his displeasure at the large parking lot and felt that the hospital should construct a parking structure. He then questioned whether parking would be adequately addressed through the new ordinance.

Commissioner Greenwell replied that the Commission would also like to have seen a parking structure rather than the parking lot but understood the need to build the parking to enable the addition.

Council Member Marshall asked about the concerns of the Commission and the neighbors. Commissioners believed that having a long-term master facilities plan to indicate what would occur on the campus after the proposed addition and how issues such as height and parking would be addressed for future expansion would help the Commission as well as the hospital moving forward. The issue of employees parking on City streets had been discussed during the approval process and the hospital is trying to address through creating the West Colleague Lot and providing an employee shuttle. The Commissioners believed the new parking lot was adequately screened from Charlevoix Avenue.

Neighbors had raised a concern with the noise of the cooling towers that will be moved further from the residential area, as well as the filling of the oxygen tank.

Councilman Dittmar asked whether Council would get to review the Master Facilities Plan after approval of the ordinance and what the reference to "built-out" meant and whether the ordinance addresses the public concern.

Staff responded that the Commission would review and approve the Master Facilities Plan under the ordinance language and that locations of future buildings and parking areas would be indicated.

Commissioners noted that each new phase of development would be reviewed by what was established in the Master Facilities Plan. "Built out" would be if everything in the Master Facilities Plan were actually completed, and that it was similar to a preliminary plan for a Planned Unit Development.

Mayor Murphy requested the term "where possible" in Section 3101(4) and (5) be removed.

Discussion then turned to district height and the proposed maximum height of elevation 730 to correspond to the height of the existing structure in the H2 District, with the exception of the area along W. Lake that would be limited to the height of the existing parking structure.

Concerns were raised about setting a precedent by allowing a building of 100 feet along Connable Avenue as well as setting the height by elevation and how front, rear, and side lot lines were established. Commissioners discussed the possibility of setting a maximum height of 60 feet at street frontage; that conceptual drawings are needed to better understand the visual impact; and that yards should be determined on the master facilities plan. Discussion to continue at the regular Commission meeting.

At this time Mr. Bill Culhane, Kramer Management Group, asked to explain that the hospital has started to develop a long-term plan for the 202 bed facility, but that there were no plans to expand to the north or east. He suggested a staggered setback that increases with height so the impact is not felt at the street frontage.

Mayor Murphy asked if there were any comments from the public. Greg Potter, McClaren Northern Michigan thanked the Council and Commission for the efforts being made and think that the target date of November for site plan approval would work for their anticipated construction in 2018.

The meeting then adjourned at 6:48 P.M.

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PLANNING COMMISSION

August 17, 2017

A regular Planning Commission meeting was held in the City Hall Community Room, Petoskey, Michigan, on Thursday, August 17, 2017. Roll was called at 7:00 P.M. and the following were:

Present: Gary Greenwell, Planning Commission Chairperson
Dana Andrews
Betony Braddock
Dean D. Burns
James Holmes
Emily Meyerson
Rick Neumann
Cynthia Robson
Eric Yetter

Staff: Rob Straebel, City Manager
Amy Tweeten, City Planner

Others Present: Greg Potter, McLaren Northern Michigan
Bill Culhane, Kramer Management Group

Review and Action on the 2018-2013 Capital Improvements Plan

Staff reviewed the proposed projects for the next six years, emphasizing those in the 2018 Capital Budget, and what goals, objectives and strategies of the master plan the projects were implementing.

Commissioners noted that the top-priority sidewalk segments were again not in the plan and asked how the priorities had been determined. Staff noted that the West Lake Street continuation of the Little Traverse 10-foot multi-use path had been the top priority of the Commission in the Non-Motorized Facilities Plan and that the sidewalk replacement on Michigan and State Streets were also top priority areas. Staff is aware of the priority segments, but cost effectiveness is a consideration when developing projects.

Commissioners asked about Little Traverse Wheelway resurfacing and were told that the segment for paving was evaluated each year. Commissioner Meyerson suggested applying for Transportation Alternatives Program for reconstruction of the Bay Harbor segment to a 12 foot width. Staff believed the Parks and Recreation Director had identified the funding source initially for the Bayfront Park segment given the level of use.

Commissioners asked about the matching Emmet County Funds for the parking structure design, when the wires would come off of the power poles, the status of Magnus Park improvements, and whether increased tax revenues would help completion of the projects without funding.

Staff explained that the structure design funding was a placeholder and that no commitments had been made by the County. The City is working with other carriers – cable and phone- to get the wires off the poles. An update to the Magnus Park master plan is planned for 2020, but TIF funding will not be available until the Bear River Valley bonds are paid off. Mr. Straebel then explained the challenge of municipal finance and that while values are increasing, that does not correspond equally to the amount of tax revenue due to the Headlee Amendment.

A motion was then made by Commissioner Andrews with support by Commissioner Holmes to accept the 2018-2-23 Capital Improvements Plan as presented and forward it to City Council.

Discussion/ Direction on a hospital-specific zoning district

The Commission continued discussion on the hospital district, with district maximum height the main challenge to the ordinance language. Commissioners discussed setting a maximum height in feet, that the height along Connable Avenue was the challenge, that the use of a visualization tool such as Sketch Up would be beneficial but that timing was an issue. They also wondered whether the ability to add a story to the new South Tower should be taken into consideration.

Mr. Potter stated that the building was not being constructed with the idea of another story and that given the cost and pro-forma of the current expansion, he did not envision any further infrastructure to the east or north of the existing building with the exception of the landing pad.

Mr. Culhane suggested that a mathematical formula for building height, setting the maximum as the height of the existing hospital rather than using tying it into the geography would resolve the question of the height being specific to the current site.

There was discussion about the possibility of another hospital locating in Petoskey. The likelihood of more licensed beds in the area over the next 20 years is extremely small, and at that point the ordinance could be updated.

After further discussion, the consensus on H2 height was to have staff develop language with the following intent with review at the next meeting:

Maximum building height of elevation 710 with the exceptions that buildings adjacent to W. Lake Street shall not exceed elevation 628 and buildings adjacent to Connable Avenue shall have a maximum height of 35 feet with an additional 2 feet of height for each foot of setback over 25 feet up to elevation 710.

There was also discussion on developing a zoning district that is site specific and it was suggested the need for city attorney input. Staff will work on revisions to the ordinance but asked whether the Commission would be able to schedule a special meeting to finalize the language. The majority of members were able to attend a meeting on Thursday, August 24th so it will be scheduled.

Updates

Staff updated the Commission on the future Harbor Hall expansion and that they had been asked to meet with the neighborhood before finalizing plans. The Zoning Ordinance amendments before City Council will have two additional readings due to changes that will make boarding houses with shared driveways special condition uses.

The meeting then adjourned at 9:05 P.M.

Minutes reviewed and approved by Emily Meyerson, Vice Chairperson/ Secretary



BOARD: Planning Commission

MEETING DATE: August 24, 2017

DATE PREPARED: August 21, 2017

AGENDA SUBJECT: Zoning District Creation for Hospital Campus

RECOMMENDATION: Discussion/ Direction

The Commission will continue discussion on the hospital zoning district and possibly take action to schedule a public hearing.

Enclosed is a marked-up version of the ordinance language that indicates the change in building height regulations, suggested edits and areas of question. Also enclosed are images of buildings along Charlevoix Avenue to illustrate existing building fenestration and entry points, and an illustration of the required 25 and 50-foot setback areas.

ARTICLE XXXI H - Hospital Districts

Sec. 3100 Intent

The H-1 and H-2 Hospital Districts are for the purpose of accommodating medical centers, hospitals and all their normally related functions and to ensure they are properly sited in relation to each other and pursuant to an approved plan for that district. The H-1 district is a lower intensity, primarily outpatient services medical district, while the H-2 district includes all hospital related activities in a functionally integrated manner.

Any development or construction in these districts requires consistency with the current Master Site and Facilities Plan. The Master Site and Facilities Plan shall indicate current uses and anticipated uses for a minimum of the next 20 years on all contiguously owned property. This plan shall show adjacent properties sufficiently to identify surrounding uses and potential impacts on them by the applicant's plan and shall conform to the requirements of the **Section 3107**.

Sec.3101 Master Site and Facilities Plan Standards

A master site and facilities plan shall conform to the following site development standards:

- (1) Whenever practical, the primary structures shall be oriented so that their main entrance faces a street upon which the lot fronts. If the development is on a corner lot, the main entrance may be oriented to either street or to the corner.
- (2) Every principal building or groups of buildings shall be so arranged as to permit emergency access.
- (3) Every development shall have legal access to a public or private street.
- (4) The plan, ~~where possible,~~ shall provide vehicular and pedestrian circulation systems that reflect and extend the existing street pattern, pedestrian and bicycle ways in the area.
- (5) A pedestrian circulation system shall be provided which is physically separated and insulated ~~as reasonably possible~~ from the vehicular circulation system.
- (6) All parking areas shall be located in a manner which will reduce the visual impact of such parking areas from adjacent public streets.
- (7) Where the opportunity exists, developments shall use shared drives and interconnect with adjacent properties to reduce travel distance and curb cuts and create alternative access routes.

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Sec. 3102 H-1 and H-2 Districts Permitted Uses

In the H-1 and H-2 Hospital Districts, no building or land shall be used and no building shall be ~~Erected~~ constructed except for one or more of the following specified uses unless otherwise provided in this Ordinance.

Key	
P	Permitted Use
SCU	Special Condition Use (Regulated by Section 1717)

	H-1 District	H-2 District
Assisted Living Facilities	P	P
Behavioral Health Facilities	P	P
Boarding Houses	P	P
<u>Dental and Medical Clinics</u> ; <u>Outpatient care centers</u>	P	P
Dwellings, multiple family	P	P
Day Care Facilities	P	P
Hospitality houses	P	P
Hospice houses	P	P
Hospitals		P
Landing areas for air ambulance		SCU
<u>Outpatient care centers</u>	<u>P</u>	<u>P</u>
Parking structures, public or private	SCU	SCU
Pharmacy without drive-through		P
Pharmacy with drive through		SCU
Residential care and treatment facilities	SCU	P
Urgent <u>c</u> Care <u>c</u> Centers	P	P
Alternative Energy Sources Building-Mounted	SCU	SCU

Sec. 3103 Principal Uses Permitted Subject to Special Conditions

The uses noted as SCU in Table 3102 shall only be permitted subject to the conditions hereinafter imposed, for each use and subject further to the review and approval of the Planning Commission pursuant to Sections 1717 and 1718 of the Zoning Ordinance.

1. Parking structures, public or private, subject to the following standards:
 - a. Parking structures shall be designed to have horizontal versus stepped or sloping levels at areas of public view. All ramping shall be concealed from public view.
 - b. Openings shall not exceed 60 percent of the total wall surface. Openings shall be vertical or square.
 - c. A roof top treatment is required to terminate the deck and give proper architectural finish to the structure. Cornices, overhangs, corbels, and other devices may be employed.

Sec. 3104 District Standards

	H-1 District	H-2 District
Height (Max) Principal Building ^a Accessory Building ^b	35 feet from adjacent public street grade 20 feet	The maximum building height shall not exceed Elevation 71030 feet with the following exception: 1. of Structures adjacent to West Lake Street Connable Avenue have a maximum height of 35 feet, with an additional one foot of height allowed for each two feet of setback over 25 feet, not to exceed Elevation 710. not to exceed Elevation 628. 2. Structures adjacent to West Lake Street have a maximum height of 35 feet. 20 feet
Front Setback (Min) Buildings ^c	25 feet	25 feet
Side Setback (Min) Buildings Parking ^d	25 feet 5 feet	25 feet 5 feet
Rear Setback (Min) Buildings ^e Parking ^d	35 feet 5 feet	50 feet 5 feet

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~~(a) Parapet walls may be erected as necessary to screen rooftop equipment if the wall extends around the perimeter of the building and incorporates exterior building materials similar to those of the main building, not to exceed 3 feet, in the H-1 District and elevation 733 in the H-2 District, or 631 adjacent to West Lake Street.~~

~~(b) Accessory Buildings shall only be located in a rear or side yard that does not front a public street and shall not be closer than 5 feet to any side or rear property line~~

~~(e)(a)~~ Corner lots and through lots having a frontage on 2 streets shall provide the required front setback on both streets.

~~(d)(b)~~ All parking shall be to the building side or rear and screened from street view according to the standards in Section ~~3901(3) and 3901(4)~~.

Sec. 3105 Additional Requirements.

~~Due to the height allowances of the H-1 and H-2 Districts, the following performance requirements apply:~~

- (1) All roof-mounted equipment, including satellite dishes and other communication equipment, shall be hidden from view by a parapet, screen, or similar architectural feature. The equipment shall not be visible from recreation trails or from public sidewalks adjacent to the site.
- ~~(2) All equipment and activities shall be screened and placed so as to create no noise disturbance on any neighboring property.~~
- (3) No material, equipment, or goods of any kind shall be stored on the roof of any building or outside unless otherwise allowed by ordinance.

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Sec.3106 Procedure for all Master Site and Facilities Plans.

- (1) *Pre-application conference.* Before submitting a Master Site and Facilities Plan, an applicant shall meet with the City Planner to review the proposed plan, the Petoskey Code of Ordinances, and the City Master Plan.
- (2) *Application.* An applicant shall ~~submit~~apply for a Master Site and Facilities Plan for consideration not less than 21 calendar days before the date on which such plan shall be introduced to the Planning Commission. The plan shall be submitted to the City Planner for review according to the standards and requirements of this Code.
- (3) *Official review.* The City Planner shall circulate the Master Site and Facilities Plan to the Department of Public Works and the Department of Public Safety to provide comment to the Planning Commission.
- (4) *Approval; referral.* Once the City Planner deems the submittal requirements for the Master Site and Facility Plan have been met, the plan shall be referred to the Planning Commission for review with a recommendation to approve, deny or modify the plan. If modifications are recommended, the applicant shall be notified in advance of the Planning Commission meeting so that adjustments can be made prior to such meeting. The Planning Commission shall review the Master Site and Facilities Plan according to the standards and requirements of this chapter. The Planning Commission shall approve or deny the plan ~~(not the use)~~ according to the standards and requirements of this Code. No zoning permit or building permit shall be issued without an approved Master Site and Facilities Plan and approved site plan in accordance with the provisions of this chapter.
- (5) *Compliance.* After approval of a Master Site and Facility Plan, the land to which it pertains shall be developed and used in its entirety only as authorized and described in this plan. Where there is insufficient information on the plan to determine building and parking locations and alike, the zoning code requirements for the district shall prevail.

(6) *Master Site and Facility Plan Amendments*. No change shall be made to an approved site plan prior to or during construction except upon application to the Office of City Planner and according to the following procedures:

- (a) *Minor change*. A slight modification to a Master Site and Facilities Plan involving the siting of buildings, the adjustment or extension of utilities, walkways, traffic ways and parking areas and similar modifications may be approved by the City Planner.
- (b) *Major change*. A change or amendment to a Master Site and Facility Plan, involving a significant change in the number and location of accesses to public streets, alleys and parking areas, a major relocation or re-siting of buildings, a significant increase in the building footprint or height of a building, a significant reduction in open space and similar major changes shall require the approval of the Planning Commission.

Sec. 3107 Master Site and Facilities Plan Submittal Requirements.

(1) *Requirements*. A Master Site and Facilities Plan shall be drawn to scale, rendered on a minimum sheet size of 11 inches by 17 inches and shall include the following:

- a. The property owner's name and address;
- b. The contact person's name and address;
- c. A legal description of the property;
- d. The plan scale, date and vicinity map;
- e. The zoning classifications of the surrounding properties;
- f. Existing and proposed private and public street names with right-of-way and pavement width indicated;
- g. Natural features such as topographic features, boundaries of regulated wetlands, 100-year flood plain elevations and water features such as lakes, rivers, creeks, springs, etc.;
- h. Location of existing and proposed building envelopes and their sizes in three dimensions (length, width & height);
- i. The percentage of property allocated for buildings, parking areas/structures, and open space;
- j. A general circulation plan for pedestrians and motorists;
- k. A general parking plan, taking into account parking requirements established in Section 1704
- l. A ~~preliminary conceptual~~ storm water management plan.

Sec. 3108 Site Plan Approval

Once a Master Site and Facilities Plan has been approved, no building shall be constructed without first obtaining site plan approval subject to section 1716 of the Zoning Ordinance. Those uses identified as Special Condition Uses in Section 3102 shall also provide the information required in Section 1717 and Section 1718.

Sec. 3109 Site Development Standards

In addition to requirements of Section 1716, 1717, and 1718, the following site development performance standards shall apply.

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1. *Buildings*

In review of building facades and features, the planning commission shall consider:

- a. Exterior materials should be of a finished appearance and textural quality suitable to the desired image for this entryway to town. The commission may limit the amount of or prohibit the use of corrugated metal, concrete block, sheet metal and colored plastic or fiberglass. The commission may consider such factors as whether the building is an accessory structure, the adequacy of the setback and screening, and any impact upon street view and view from nearby residential buildings.
- b. The scale, bulk, shape, exterior materials, and color of buildings shall be evaluated for their compatibility with the site size and shape and with surrounding buildings and structures.
- c. Buildings shall be situated to fit the existing site rather than imposed on the landscape in a manner that requires significant alteration of site grades. This restriction may be waived by the planning commission where significant alteration of grades would result in preservation and protection of a scenic view or other significant natural or manmade resource, or would result in an improved site layout and function without adversely impacting significant resources.
- d. ~~Street fronting walls shall have no less than 30% fenestration. Accessory structures shall be designed to blend with the principal building(s) on the site as to color, exterior materials, size and shape. The planning commission may require screening of appropriate size and type where needed to obstruct visibility of accessory structures from the street or from adjacent properties.~~

2. *Open space and site landscaping*

- a. All areas on a property not used for buildings or for pedestrian or vehicular traffic circulation shall be either left in a natural state or be landscaped.
- b. No parcel shall have less than 15 percent of the total site area devoted to natural or landscaped open space.
- c. Along street frontage of the parcel, larger scale trees shall be planted at a minimum of one tree per 50 feet of street frontage and, where possible, near buildings with long facades or multistory structures.
- d. Plantings of shrubs and flowers shall highlight vehicular and pedestrian access points, such as driveway ingress, building entry doorways, etc. Such vegetation should be clustered for adequate scale and visual interest.
- e. Existing vegetation that is healthy and suitable for landscaping objectives shall remain undisturbed. Existing trees that are five inches in diameter or greater should be retained to the extent possible. The planning commission may permit greater or less disturbance of said material where it determines proposed mitigating new landscaping and an improved site layout warrants such a waiver of standards.
- f. Landscaping shall be irrigated and maintained.

3. *Parking, circulation and loading*

- a. Loading zones and freight truck storage shall be in the rear yard only and shall be screened so as not to be visible from the road or from neighboring properties. Where an existing use already has a loading zone in the side yard and it is not feasible to relocate the zone with proposed improvements, then the planning commission may permit continuation of the loading zone in the side yard subject to provision of appropriate screening.
- b. **Surface parking** shall be in the side or rear yards only. In cases where an existing use is proposed for expansion, the planning commission may determine it is not feasible to relocate all parking to the side or rear yards. The commission may then approve the front yard parking but shall reduce said front yard parking as much as feasible and shall require screening of the parking.
- c. **Surface parking**, driveways, and other circulation features shall be designed to follow the dominant topographic contour lines of the site to reduce long views down parking aisles and to allow drainage to function naturally.
- d. Parking lot interior landscaping shall consist of a minimum of seven percent of the total parking area, and a ratio of one canopy tree per eight parking spaces. Landscaping islands shall be a minimum of 80 square feet in area, and a minimum of eight feet in width.
- e. Parking areas and driveways shall have a minimum of eight feet of landscaped area separating the pavement edge from any property line, except where two or more adjacent properties have a written agreement or easement for a shared driveway access.
- f. Parking areas in side yards shall be screened from the street frontage with evergreen plant materials, berms, a screening wall, or a combination that has a minimum height of 42 inches above the surface grade of the parking lot. Screening devices meeting this height requirement may also be required by the planning commission where a parking lot is judged to be near enough to an adjacent property or properties that the lot must be screened to mitigate impacts of noise, light, and visibility upon the neighbor(s).
- g. Screening walls shall be durable, weather-resistant materials compatible with building finishes on the site. Physical relief in the surface and facade of any wall or fence should be provided with landscaping bands or clusters to soften the appearance of the fence or wall.
- h. Sidewalks shall be included to provide safe access to buildings on the site and to permit safe pedestrian movement along the street frontage of the property.

4. *Screening and buffering.* When a permitted use in the H-1 and H-2 District abuts residential or park uses, opaque screening as defined below shall be provided if there is no existing buffer.

- a. **Opaque.** A screen that is opaque from the ground to a height of at least six feet, with intermittent visual obstructions from the opaque portion to a height of at least 20 feet. An opaque screen is intended to exclude all visual contact between uses and to create a strong impression of spatial separation. The opaque screen may be composed of a wall, fence, landscaped earth berm, planted vegetation, or existing vegetation. Compliance of planted vegetative screens or natural vegetation will be judged on the basis of the average mature height and density of foliage of the subject species, or field observation of existing vegetation.

Commented [AT3]: Do these standards adequately address parking/parking structures?

The opaque portion of the screen must be opaque in all seasons of the year. At maturity, the portion of intermittent visual obstructions should not contain any completely unobstructed openings more than ten (10) feet wide. The portion of intermittent visual obstructions may contain deciduous plants.

b. Suggested landscape materials for opaque screening

Trees

- American Cedar, Spruce (Colorado, Fraser, Norway, White), Concolor, Douglas, Pine (White, Austrian), Eastern Hemlock

Small shrubs

- Azaleas (Exbury), Rhododendrons (PJM, Northern Lights, Roseum, Nova, Zembla), Junipers (Seagreen, Buffalo, Old Gold, Mt. Batten), Yews, Holly

5. *Noise.* In the H-2 District, the intensity level of sounds measured at the property line bordering the adjacent land use shall not exceed the following decibel levels as measured with an A-weighted filter to account for variations in frequency.

Time	Adjacent to commercial use	Adjacent to residential or park use
7:00 A.M.-7:00 P.M.	60 dB(A)	50 dB(A)
7:00 P.M.- 7:00 A.M.	55 dB(A)	45 dB(A)

Temporary or incidental activities. Noise and vibration impacts resulting from temporary or incidental activity that occurs between 7:00 a.m. and 7:00 p.m. shall be exempt.

