

**ROSEVILLE**  
**REQUEST FOR CITY COUNCIL ACTION**

DATE: 7/08/2013  
ITEM NO: 9.d

Department Approval  

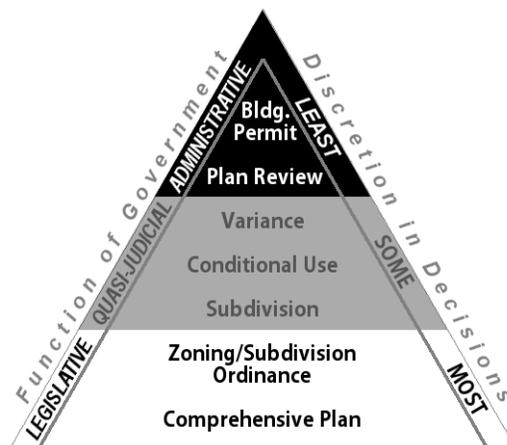

City Manager Approval  


Item Description: Adopt an Ordinance that Amends the Exterior Building Materials Regulations in Chapters 1005, 1006, 1007, and 1008 of the City Code to Clarify and Refine the Restriction of Corrugated Metal as Found on Typical Pole Buildings

**Application Review Details**

- RCA prepared: June 26, 2013
- Public hearing: June 5, 2013
- City Council action: July 8, 2013
- Statutory action deadline: n/a

Action taken on a zoning text change request is **legislative in nature**; the City has broad discretion in making land use decisions based on advancing the health, safety, and general welfare of the community.



**1.0 REQUESTED ACTION**

Planning Division staff is requesting a ZONING TEXT CHANGE to provide greater clarification related to the prohibition of “corrugated metal” as a siding material on commercial buildings.

**2.0 SUMMARY OF RECOMMENDATION**

Approve a ZONING TEXT CHANGE to the Materials section of chapters 1005, 1006, 1007, and 1008 of the Zoning Ordinance; see Section 7 of this report for the detailed recommendation.

**3.0 SUMMARY OF SUGGESTED ACTION**

Adopt an Ordinance amending Materials section in §1005.02F (Commercial and Mixed-Use Districts Design Standards), §1006.02C (Employment Districts Design Standards), §1007.02F (Institutional District Design Standards, and §1008.02C (Park and Recreation District Design Standards); see Section 8 of this report for the detailed action.

#### 4.0 BACKGROUND

Each of the city code chapters pertaining to non-residential zoning districts, namely Commercial and Mixed-Use Districts (i.e., Neighborhood Business, Community Business, Regional Business, and Community Mixed-Use), Employment Districts (i.e., Office/Business Park and Industrial), the Institutional District, and the Parks and Recreation District, contains a Design Standards section which establishes the following:

“All exterior wall finishes on any building must be one or a combination of the following materials: face brick, natural or cultured stone, textured pre-cast concrete panels, textured concrete block, stucco, glass, pre-finished metal, fiberglass or similar materials, or cor-ten steel (other than unpainted galvanized metal or corrugated materials). Other new materials of equal quality to those listed may be approved by the Community Development Department.”

The exclusion of “corrugated” metal has long been in the code, likely as a simple way to prohibit agricultural “pole barn” type buildings, and the amendment proposed and discussed in May sought to maintain this prohibition but better distinguish “pole-barn”-type corrugated metal from more acceptable metal materials. The proposed amendment was, admittedly, a crude one; rather than accept such an amendment, the Planning Commission tabled the item, requesting (and offering) some additional effort to create a worthwhile amendment.

In the end, Planning Division staff has been unable to draft an objective distinction between acceptable and unacceptable metal finishes for building exteriors and now proposes a solution based on the design requirements in the City of Wayzata in which metal of any kind is excluded from the list of allowable exterior materials and allowed only as an accent material. In this proposal, distinguishing between different kinds of metal materials is no longer important since it will be limited in its usage.

#### 5.0 PROPOSED ZONING TEXT CHANGES

Given the above discussion (and that from the Planning Commission on June 5, 2013), the Planning Division’s present suggestion is to amend the above-quoted Materials section in §1005.02F (Commercial and Mixed-Use Districts Design Standards), §1006.02C (Employment Districts Design Standards), §1007.02F (Institutional District Design Standards, and §1008.02C (Park and Recreation District Design Standards) as follows:

All exterior wall finishes on any building must be one or a combination of the following materials: face brick, natural or cultured stone, pre-colored or factory stained or stained on site textured precast concrete panels, textured concrete block, stucco, glass, ~~prefinished metal, fiberglass, or similar materials, or cor-ten steel (other than unpainted galvanized metal or corrugated materials).~~ **In addition to the above materials, accent materials, not exceeding 10% of any exterior building elevation, may include pre-finished metal, cor-ten steel, copper, premium grade wood with mitered outside corners (e.g., cedar, redwood, and fir), or fiber cement board.** Other materials of equal quality to those listed, **including the use of commercial grade lap-siding in the Neighborhood Business District,** may be approved by the Community Development Department.

## **6.0 PUBLIC COMMENT**

This topic was first discussed by the Planning Commission on May 1, 2013 and then again on June 5, 2013; draft minutes of those discussions are included with this report as Attachments A and B.

## **7.0 PLANNING COMMISSION ACTION**

At the duly noticed public hearing, no citizens addressed the Planning Commission regarding the proposed modification to the types of allowable materials in the noted districts. Planning Commissioners did have a couple of questions of the Planning Staff. Specifically, there was some concern raised about limitations on the use of commercial lap-siding in the Neighborhood Business District and how the proposal may or may not impact such a use. The City Planner indicated that such a use was not specifically clear, but offered that the current and proposed versions allow for the Community Development Department to support other materials. The City Planner indicated that staff can look into and adjust the proposed text to include language that clarifies the support of such materials in the Neighborhood Business District, since these districts are most commonly found/located adjacent to residentially zoned property, and the use of material such as lap-siding might, in certain instances, may be appropriate.

The Planning Commission voted (6-0) to recommend approval of the recommended text amendment to the Materials section in §1005.02F (Commercial and Mixed-Use Districts Design Standards), §1006.02C (Employment Districts Design Standards), §1007.02F (Institutional District Design Standards, and §1008.02C (Park and Recreation District Design Standards); based on the comments and findings outlined in Sections 4 – 6 of this report.

## **8.0 SUGGESTED ACTION**

Adopt an Ordinance amending the text in the Materials section in §1005.02F (Commercial and Mixed-Use Districts Design Standards), §1006.02C (Employment Districts Design Standards), §1007.02F (Institutional District Design Standards, and §1008.02C (Park and Recreation District Design Standards).

**Prepared by:** City Planner Thomas Paschke 651-792-7074 | [thomas.paschke@ci.roseville.mn.us](mailto:thomas.paschke@ci.roseville.mn.us)

**Attachments:**

- A. May 1, 2013 PC minutes
- B. June 5, 2013 PC minutes
- C. Draft ordinance

## EXTRACT OF THE JUNE 5, 2013 ROSEVILLE PLANNING COMMISSION MEETING

### PROJECT FILE 0017

**Request by Roseville Planning Division for ZONING TEXT CHANGES to the exterior building materials regulations in Chapters 1005, 1006, 1007, and 1008 of the City Code to clarify and refine the restriction of corrugated metal as found on typical pole buildings (PROJ-0017)**

Chair Gisselquist opened the Public Hearing for Project File 0017 at 9:13 p.m.

Associate Planner Bryan Lloyd reviewed this requested ZONING TEXT AMENDMENT as detailed in the staff report dated May 1, 2013, specifically in Section 5.4 of the report.

Discussion included how other municipalities addressed this material category; when and how corrugated type metal materials were appropriate and when similar "pole barn" type materials were not permitted; review by staff of five (5) municipal codes in an attempt to find useful language to model; and how this language revision could impact and limit cost-effective exterior materials used for public park structures, even though they fell into the recently-developed Institutional Zoning District that included churches, schools and municipal buildings and having all of the same design requirements.

Further discussion ensued among staff and members as to how and if this definition accomplished the desired goal; weight and construction qualities of industrial ribbed versus corrugated exterior materials; rationale for not specifically identifying materials now available on the market to not limit less desirable materials that may be or are presently being developed with new technologies, but currently without differentiation or definition; and suggested language that would better accomplish the overall goal.

Consensus of the body was that more research was indicated; with staff requesting more specific direction on how to proceed and what additional information would assist them best. Further consensus was that individual members should forward any language suggestions to staff within the next two (2) weeks for staff review and consideration by the full body at a future meeting.

Discussion ensued regarding wording, including architectural metal panels of a higher standard than ribbed or corrugated; random ribbed panels; examples of various materials and their applicability for the building materials section.

Member Cunningham expressed confidence that some Planning Code somewhere, even outside MN, had a better summary of this material, but noted that it may require more research.

Associate Planner Lloyd questioned if this material was simply a legacy regulation from its past role, and perhaps was no longer a necessary prohibition.

Member Cunningham wasn't comfortable in not having some way to address such material.

Further discussion included whether there was any situation to-date where an agricultural pole building or industrial pole building application had been received, with staff responding that they were not aware of any such request to-date; instances where in the future some industrial projects could come forward seeking to use a less expensive grade of corrugated metal siding, which staff had so far indicated as inappropriate in the City of Roseville; and clarifying whether the issue was with the pole framing or siding itself, with staff clarifying that the siding itself by defacto was called out as pole or barn siding, and definitely not a product wanted in any commercial, industrial, office or residential area in Roseville, with the attempt to define what the exemption should be and what materials were actually allowable, with current City Code offering no guidance.

Mr. Lloyd advised that the intent was to promote high quality design and aesthetic considerations, not storage other than land use classifications currently allow.

Additional discussion included the variety of names in the current metal panel industry for very similar products based on their specification sheets, and future products as well; whether there was a performance standard that would be applicable (e.g. percentage of metal siding allowed, or weight tolerance of that siding based on thickness and strength); and wind standards dictating structural performance standards, but not necessarily all providing aesthetically pleasing buildings.

Chair Gisselquist closed the Public Hearing at 9:34 p.m.; no one appeared for or against.

**MOTION**

**Member Daire moved, seconded by Member Boguszewski, to TABLE consideration of this TEXT CHANGE to the June 2013 Planning Commission meeting.**

**Ayes: 7**

**Nays: 0**

**Motion carried.**

## EXTRACT OF THE JUNE 5, 2013, ROSEVILLE PLANNING COMMISSION MEETING

### PROJECT FILE 13-0017

#### **Request by Roseville Planning Division for approval of ZONING TEXT CHANGES to the exterior building materials regulations in Chapters 1005, 1006, 1007, and 1008 of the City Code to clarify and refine the restriction of corrugated metal as found on typical pole buildings**

Chair Gisselquist opened the Public Hearing for Project File 13-0017 at approximately 8:00 p.m.

City Planner Paschke reviewed this requested ZONING TEXT AMENDMENT as detailed in the staff report dated June 5, 2013. While not confident that it was a simple solution, Mr. Paschke advised that staff had determined to not even identify corrugated metal in the definition after reviewing different models from other municipalities. Mr. Paschke advised that those models, many with similar language to current Roseville code, did not provide any good clarity; and even though several models had been found without that particular reference as well, but got to the heart of what was being attempted as the preferred accomplishments. Mr. Paschke referenced Section 5.3 of the report and the proposed broadened material based, while offering some limitations for accent materials as well.

At the request of Chair Gisselquist, Mr. Paschke confirmed that various plans reviewed by staff did include requests for corrugated siding; and when staff requested the specification sheet, if it says anything about corrugated metal, it can't be used. While it may be splitting hairs for products currently available, Mr. Paschke noted staff's desire to make sure there was enough specificity to address architectural metal siding of a thicker mill and different design, but still ribbed, versus corrugated metal. Mr. Paschke opined that this provided protection to prevent the major portion of a building or accessory structure having that type of material and clarified the attempts of staff to address building elevations.

Considerable discussion ensued related to the definition of standard "aluminum siding," preferences for commercial buildings to look different than residential buildings for aesthetic purposes and distinctions; and rationale for seeking this clarification and refinement.

Member Cunningham opined that the City was being too narrow in its focus, and if a commercial building owner wanted aluminum siding, it should be allowed while at the same time restricting corrugated metal applications. Member Cunningham questioned what she was missing to make aluminum siding undesirable.

Member Daire questioned if staff responsible for reviewing building plans or elevations for compliance might agree with an architect that they proposed application may be acceptable; and questioned if there was a variance process in place allowing their proposal to move forward even though not specifically addressed here.

Mr. Paschke stated that, from his perspective, this focus was not being too narrow, and questioned if it was the community's preference to have metal sided commercial or office buildings; and clarified that he was only envisioning types of metal panels found of an industrial nature and frequently used for distribution or warehouse facilities. Mr. Paschke confirmed that a variance process was in place, as previously noted for appeal of administrative decisions to the City Council. Mr. Paschke clarified that he was only aware of a few situations where metal siding or other siding materials had been used for pre-existing buildings all located in the Industrial Districts; and opined that he thought staff was already being consistent, but preferred to have the requested specificity for future application and enforcement. Mr. Paschke also recognized that this language allowed for a review of materials and technologies not currently available but available in the future, and allowed staff to make determinations in those circumstances.

Member Boguszewski referenced the last line of Section 5.3 of the staff report, providing consideration of new materials by staff without requiring a formal variance process, opining that it was a significant protection for all parties.

Mr. Paschke concurred, using the recent FedEx building of County Road B-2 and Transit Avenue as a classic example of that last sentence to support their metal panels with stucco finished, of a higher quality than their original proposal for corrugated metal. While this raised the construction cost for them, Mr. Paschke spoke in support of the material and design achieved to enhance overall aesthetics in the community.

At the request of Member Cunningham, Mr. Paschke clarified that this would apply to all Commercial, Mixed Use, Employment (Industrial and Office Park), Institutional, and Park Districts city-wide. For those businesses in Neighborhood or Community Business designated districts, similar to the funeral home application heard earlier tonight, Mr. Paschke clarified for Member Cunningham that they would not be allowed to use aluminum siding either.

To address Member Cunningham's concerns in why aluminum siding was not allowed, Mr. Paschke reviewed the difference in typical residential applications versus that in commercial or industrial applications and their differences in design. Mr. Paschke noted that most communities looked at those commercial areas as requiring a higher level of design and materials that would exclude residentially designed exterior materials.

Regarding a commercial business desiring to blend in with a neighborhood through use of residential type materials, Mr. Paschke staff would still be able to review each case, and depending on the actual location, a co-mingling of materials may be appropriate and could be approved; and opined that this recommended revision would not necessarily preclude that from happening.

Member Boguszewski provided an example if an existing funeral home was demolished by an Act of God, and their preference was to rebuilt looking like a large home to provide comfort to families; and that they wanted to use aluminum siding, shingles, etc.; and suggested that this was Member Cunningham's concern that this clause may preclude that happening. However, Member Boguszewski noted that the owners could bring their design to the Community Development Department explaining their rationale in preferring a residential look, and whether there was a process for them to accomplish that desired look.

Mr. Paschke opined that this clause didn't necessarily preclude that happening and actually could allow for a broader or more flexible interpretation. Mr. Paschke questioned whether the previous definition would have allowed aluminum siding for a new funeral home; however, opined that hairs were being split again. Mr. Paschke further opined that in his opinion, it was better to provide for better direction and greater clarification for the intent of the previous ordinance language by eliminating those things not found desirable, while allowing flexibility for staff to work with them for similar products and new materials.

If the Commission remained uncomfortable with the proposed language, Mr. Paschke noted that there was no rush to move this forward, and suggested more review and tweaking by staff. Mr. Paschke opined that he was quite confident that residential type lap siding was not desired in a Regional Business District, where the potential would them be for it to be wrapped all the way around a strip mall, as an example. Mr. Paschke expressed his preference for other design components closer to a street, but noted that there were many nuances in code, and he was not sure how best to cross that bridge. Mr. Paschke advised that he understood the concerns expressed by Member Cunningham. However, unless restricting it to a specific District, such as the Neighborhood Business section where materials could be slightly different and may allow for a commercial grade metal siding, Mr. Paschke advised that staff could reconsider that; however, he could not advocate for it in other Districts.

Member Daire opined that, from his perspective, staff's choice of words was close to genius, by including "may be" as that indicated that some things may be permitted or encouraged, while allowing for flexibility.

Mr. Paschke concurred with staff's intent with that wording, noting that they had attempted a potentially broad selection of materials.

Member Cunningham advised that her concern was less with the 10% portion of Section 5.3 as in excluding the core materials on the main portion of a building. However, if she was assured that staff would take into consideration commercial uses and potentially using metal siding in Neighborhood Business Districts when they were attempting to blend into the neighborhood, she could support the request without further revision.

Member Olsen opined that staff is not often given the credit they deserve, and concurred with Member Daire's interpretation of staff's genius in this language.

Mr. Paschke recognized and duly noted that points raised; and noted that practical application would prove whether or not those concerns and points had been sufficiently addressed with this language. Mr. Paschke opined that there was something to be said for making language too rigid or contradicting other language. Mr. Paschke advised that staff would give further consideration to separating out Neighborhood Business Districts due to their closer proximity to residential areas and the desire for achieving that blend. Mr. Paschke reiterated that there was no urgency in proceeding, and if the Commission preferred that it be further refined and brought back, he was amenable to doing so.

Member Boguszewski questioned if there was anything in code to address the intent of this, since the intent seemed to be to avoid or prevent incongruity along a neighborhood or street and the character of other buildings.

Mr. Paschke stated that he was not sure if the Purpose Statement was that specific for material and design standard and was broader; however, he noted that the purpose of design standards was to achieve those goals within various Zoning Districts.

Member Boguszewski opined that he could envision a restaurant or funeral home looking out of place if it looked like a residents; and questioned if it may be helpful to add a line about the intent of standards for these applications as well.

Chair Gisselquist closed the Public Hearing at approximately 8:24 p.m.; with no one appearing for or against.

**MOTION**

**Member Boguszewski moved, seconded by Member Daire to recommend to the City Council APPROVAL of the proposed TEXT AMENDMENT to the exterior building materials regulations in Chapters 1005, 1006, 1007, and 1008 of the City Code to clarify and refine the restriction of corrugated metal as found on typical pole buildings; based on the comments and findings of Sections 4-6, and the recommendations of Section 7 of the staff report dated June 5, 2013.**

Member Boguszewski asked staff to review the potential intent line, and consider an amendment to clarify the intent, based on his review of previous meeting minutes and Member Cunningham's request for more detail.

While recognizing their sizable difference, Member Cunningham suggested a review of the City of St. Paul's provisions along Grand Avenue and many businesses relocating in older homes with siding; and expressed her curiosity in how their ordinance addressed that, and if it could provide a model for Roseville.

Mr. Paschke clarified that the Roseville City Code did not allow a business to revert to a home; however, he offered to review the City of St. Paul code and bring this item back before the Commission if necessary or indicated.

**Ayes: 6**

**Nays: 0**

**Motion carried**

City of Roseville

ORDINANCE NO. \_\_\_\_

AN ORDINANCE AMENDING SELECTED TEXT OF TITLE 10 ZONING ORDINANCE OF THE ROSEVILLE CITY CODE

THE CITY OF ROSEVILLE ORDAINS:

**SECTION 1. Purpose:** The Roseville City Code is hereby amended to clarify the Materials section in §1005.02F (Commercial and Mixed-Use Districts Design Standards), §1006.02C (Employment Districts Design Standards), §1007.02F (Institutional District Design Standards, and §1008.02C (Parks and Recreation District Design Standard.

**SECTION 2. Section 1005.02.F, 1006.02.C, 1007.02.F, and 1008.02.C, Materials, are hereby amended as follows:**

All exterior wall finishes on any building must be one or a combination of the following materials: face brick, natural or cultured stone, pre-colored or factory stained or stained on site textured precast concrete panels, textured concrete block, stucco, glass, ~~pre-finished metal~~, fiberglass, or similar materials, ~~or cor-ten steel (other than unpainted galvanized metal or corrugated materials)~~. **In addition to the above materials, accent materials, not exceeding 10% of any exterior building elevation, may include pre-finished metal, cor-ten steel, copper, premium grade wood with mitered outside corners (e.g., cedar, redwood, and fir), or fiber cement board.** Other materials of equal quality to those listed, **including the use of commercial grade lap-siding in the Neighborhood Business District**, may be approved by the Community Development Department.

**SECTION 3. Effective Date.** This ordinance amendment to the Roseville City Code shall take effect upon passage and publication.

Passed this 8th day of July, 2013