

Wednesday, May 6, 2020 at 5:30 p.m.

Following guidance from state health officials, Variance Board Members will participate in upcoming meetings electronically pursuant to Minn. Stat. § 13D.021.

Members of the public who wish speak during public comment or an agenda item during this meeting can do so virtually by registering at www.cityofroseville.com/attendmeeting

- 1. Call to Order
- 2. Roll Call & Introductions
- 3. Approval of Agenda
- 4. **Review of Minutes:** October 2, 2019
- 5. Public Hearing
 - **a.** Consider a Variance from City Code Section §1005.4 "Neighborhood Business District", to allow a storage area addition that would encroach into the required side yard setback (PF20-004).
- 6. Adjourn



Variance Board Regular Meeting City Council Chambers, 2660 Civic Center Drive Draft Minutes – Wednesday, October 2, 2019 – 5:30 p.m.

1	1.	Call to Order		
2		Chair Sparby called to order the regular meeting of the Variance Board meeting at		
3		approximately 5:30 p.m. and reviewed the role and purpose of the Variance Board.		
4				
5	2.	Roll Call & Introdu	ictions	
6		At the request of Cha	air Sparby, City Planner Thomas Paschke called the Roll.	
7		-		
8 9		Members Present:	Chair Peter Sparby; Vice Chair Michelle Pribyl; and Member Michelle Kruzel and Alternate Member Chuck Gitzen.	
10				
11		Members Absent:	None	
12				
13 14		Staff Present:	City Planner Thomas Paschke Community Development Director Janice Gundlach and Senior Planner Bryan Lloyd	
15				
16	3.	Approval of Agenda	a	
17				
18		MOTION		
19		Member Pribyl mov	ved, seconded by Member Kruzel to approve the agenda as	
20		presented.		
21		-		
22		Ayes: 3		
23		Nays: 0		
24		Motion carried.		
25				
26	4.	Review of Minutes:	July 10, 2019	
27				
28		MOTION		
29		Member Kruzel mo	oved, seconded by Member Pribyl to approve the July 10, 2019	
30		meeting minutes.		
31				
32		Ayes: 3		
33		Nays: 0		
34		Motion carried.		
35				
36	5.	Public Hearing		
37			ed protocol for Public Hearings and public comment and opened the	
38		Public Hearing at ap	proximately 5:33 p.m.	
39				
40		a. PLANNING FI		
41		1 1	Redlin for a Variance from City Code §1017 (Shoreland	
42		Requirements),	to allow a pre-existing patio to remain in its location less than 30	

rage 2	
43	feet from the Ordinary High-Water Level and a home addition that would
44	encroach into the required side yard setback at 3078 W Owasso Blvd.
45	Senior Planner Lloyd reviewed the variance request for this property, as detailed in
46	the staff report dated October 2, 2019. Staff does support the approval of the minor
47	encroachment into the side property line and does compare well to the various
48	findings that have been provided with the variance review. Staff is recommending a
49	split action, not approving the variance for the patio down by the shoreline and
50	approving the encroachment into the side property line for an addition by the house
51	with the couple of conditions outlined in the staff report.
52	
53	Member Pribyl asked in regard to the ordinary high-water level with the elevation
54	marked on the plan how often this particular lake goes beyond the ordinary high-
55	water level with the changing climate.
56	
57	Mr. Lloyd indicated he did not know. The city has floodplain maps, but he was not
58	even sure that this part of Lake Owasso is marked as one of the areas prone to
59	flooding in FEMA's maps. The lake can rise and fall over time. He thought the
60	elevation must be updated periodically but he did not know what that frequency was.
61	
62	Member Kruzel explained the issue she has with the patio is that this was not brought
63	forward to the city's attention at the time when this first came through with the
64	variance or was this stumbled across before that time. She wondered how this slid by
65	and how it affects other homeowners in the neighborhood.
66	
67	Mr. Lloyd supposed neighbors or people boating nearby would have seen the
68	construction of the patio or people sitting there enjoying the lake. The previous
69	homeowners, not the current applicants seemed to have installed that without city
70	approval. There would not have been anything prohibiting construction of a patio,
71	generally speaking, but there are requirements prohibiting it from being in that
72	location. A permit was not required when the patio was built but was built in a place
73	that was not allowed and without approval of a variance at that time. He indicated it
74	has shown up in Ramsey County aerial photos since 2011. There has not been any
75	reason to look for this.
76	
77	Chair Sparby asked what the impervious coverage metric is currently for the property
78	and what is it supposed to be.
79	
80	Mr. Lloyd explained there are three parts to impervious coverage. He reviewed the
81	impervious coverage metric with the Board.
82	
83	Chair Sparby indicated under the conditions there is the condition "to reduce the size
84	or remove impervious coverage elsewhere to not create a net increase" along with the
85	second component being "shall certify the rain garden as functioning and implement
86	best practices for the twenty-five percent impervious coverage." He wondered if it
87	would be sticking with the twenty-five percent and then the applicant might have to install another rain garden or reduce the size of the addition. It seems like a similar
88	install another rain garden or reduce the size of the addition. It seems like a similar
89	point there.

90	
91	Mr. Lloyd explained if the proposal had been limited to what is today the pavers
92	underneath the deck and the proposal therefore did not increase the impervious
93	coverage of the property, the city would not need to consider the impervious coverage
94	of the paver patio/retainer wall and further the location of that patio or if the proposal
95	of the deck were to remain then some impervious coverage at the front of the parcel
96	should be removed to offset the increase. Those are both ways an addition could be
97	built and not increase the impervious coverage on the property. He noted both of
98	those options could eliminate the need to consider the patio down by the lake.
99	
100	Member Pribyl asked under Recommended Action A, the net increase of impervious
101	coverage on the property, if that is including the current non-compliant patio.
102	
103	Mr. Lloyd indicated that is saying it does not matter whether it is there or not. There
104	is an existing amount of impervious coverage and if the applicant can make an
105	addition that does not increase that then that would satisfy condition A.
106	
107	Member Pribyl asked if both conditions A and B would be needed because it seems
108	like the applicant could conceivably mitigate the property to the level to be twenty-
109	five percent impervious coverage without reducing the addition and not removing the
110	impervious. If another rain garden were created would it take it down to the twenty-
111	five percent impervious without having Condition A under recommended Action B.
112	
113	Chair Sparby thought those two were kind of conflicting a bit and could be combined.
114	He thought the applicant could reduce the size of the addition, remove impervious
115	coverage elsewhere or the applicant could add a rain garden all in the effort to certify
116	that it is to some percentage that is being worked toward.
117	
118	Member Pribyl asked if both conditions would be needed.
119	Mr. I loved was not sume but he would not be summised if the Decommonded
120	Mr. Lloyd was not sure, but he would not be surprised if the Recommended
121	Condition B under Action B about certifying that the raingarden still works and introducing another best practice of some sort, maybe another rain garden, to mitigate
122 123	the impervious coverage in order to get down to the twenty-five percent equivalent.
123	the impervious coverage in order to get down to the twenty-five percent equivalent.
124	Mr. Bobby Hyland, builder for the current homeowners
125	Mr. Hyland explained he was helping the homeowners through the design process
127	and the variance portion as well. He indicated he did not have much more to add. He
128	has had multiple conversations with staff about this process and unknowingly the
129	predicament the homeowners are in with what has been done and what can be done to
130	mitigate the issue. There has been discussion about a second rain garden because
131	there is a current rain garden near the detached garage. He would also like to get the
132	Board's feedback on how it would work or what else could be done.
133	
134	Member Pribyl assumed based on Mr. Hyland's presentation the homeowners were
135	not interested in any of the other options which are listed under Recommended

Actions such as reducing the size of the addition or reducing impervious surface elsewhere. Mr. Hyland indicated that was correct and kind of the intent of the design. The architectural feel of it and trying to get some bedrooms down below to have the full front which was the whole reason behind this and would like to keep that, if possible. If the deck were reduced it would defeat the purpose of it to keep the light out of the bedrooms. He thought if, at all possible, the rain garden would get them back to whole. Chair Sparby offered an opportunity for public comment, with no one coming forward. Chair Sparby closed the public hearing at 6:05 p.m. Chair Sparby thought one possible action would be to either combine the statements previously discussed or add the twenty-five percent threshold into the first part of the proviously discussed or add the twenty-five percent install a rain garden elsewhere on the site, such that the addition does not create a net increase of impervious coverage on the property above the twenty-five percent. Horight the residential stormwater permit process to implement additional best management practices such as the stormwater on the property is properly mitigated." Member Pribyl asked if Recommended Action A became three options. Member Pribyl asked if Recommended Action A becaution in Attachment F. <		
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	181	due to previous owners and sympathized with the condition the applicants are in but

182		also did not like setting a precedent after the fact giving approval to something that is
183		not allowed.
184		
185		Member Kruzel agreed and felt this was discussed thoroughly.
186		
187		Chair Sparby agreed and indicated the applicant, in this case, is not being required to
188		remove it and a nice gesture on the part of the city. This was not the homeowners
189		doing, which was part of the reasoning, but he thought the motion that was laid out
190		made sense.
191		
192		Ayes: 3
193		Nays: 0
194		Motion carried.
195		
196	6.	Adjourn
197		
198		MOTION
199		Member Kruzel, seconded by Member Pribyl, to adjourn the meeting at 6:15
200		p.m.
201		
202		Ayes: 3
203		Nays: 0
204		Motion carried.
205		

Request for variance board action

Date: May 6, 2020 Item No. 5a Department Approval **Agenda Section Public Hearings** Gundlach NIP Item Description: Request for variances to City Code §1005.04 (Neighborhood Business Setbacks) to allow a storage area addition that would encroach into the required side yard setback (PF20-004) **APPLICATION INFORMATION** Applicant: KK Design Location: 1925 Lexington Avenue Property Owner: Valvoline Instant Oil Change **Open House Meeting:** N/A **Application Submittal:** Submitted March 4, 2020; Considered complete March 10, 2020 May 9, 2020, per Minn. Stat. 15.99 City Action Deadline:

GENERAL SITE INFORMATION

Land Use Context

1

	Existing Land Use	Guiding	Zoning
Site	Motor vehicle repair	NB	NB
North	Multi-family dwelling	HR	HDR-1
West	Multi-family dwelling	HR	HDR-1
East	Hardware store	NB	NB
South	Restaurant, traditional	NB	NB

Notable Natural Features: none

Planning File History: (1984) PF1514: Approval of variance to the setback from the northern property line to allow for the construction of the third service bay (1990) PF1990: Approval of variance to the setback from the northern property line to build a dumpster enclosure

LEVEL OF CITY DISCRETION IN DECISION-MAKING

Action taken on variance requests is quasi-judicial.



PF20-004_RVBA_20200506 Page 1 of 4

1 BACKGROUND

According to Ramsey County's property data, the original structure on the property was built in 1959, 2 and City records indicate that it has been an oil change service station since at least 1975. A variance 3 was approved in 1984 (Planning File 1514) to allow the third service bay to encroach into the required 4 setback from the northern property line, and another variance was granted in 1990 (Planning File 1990) 5 to allow another encroachment into the same setback for construction of a dumpster enclosure. Over 6 time, however, that enclosure seems to have become a storage area, leaving the dumpster unenclosed in 7 the northwest corner of the property. The proposed storage addition and trash enclosure are illustrated in 8 Attachment C, along with other development information. Not reflected in the submitted plans is the fact 9 that the property effectively grew smaller about 30 years ago. Ramsey County acquired about 16 feet of 10 additional right-of-way for Lexington Avenue in 1990, and around that same time, a dispute over the 11 location of the boundaries shared with the abutting apartment property resulted in the determination that 12 some four feet of additional land along the northern and western property lines belonged to the 13 apartment property. Finally, records comprising Planning File 1514 also indicate that, at least into the 14 1980s, the northern side of the property was considered the "rear" for zoning purposes, rather than the 15 western side being the "rear" according to current zoning policy. 16

The property was zoned B-3 (General Business) from the adoption of Roseville's first zoning code in 17 May 1959 until the major zoning update in December 2010, and motor vehicle service stations were 18 permitted uses in that district. In 2010, however, the property was rezoned to the NB (Neighborhood 19 Business) district, which still allows gas stations and oil change services, but broader automobile 20 maintenance services have been redefined as "Motor Vehicle Repair" uses, which are not permitted in 21 the NB district. Since the 2010 rezoning, then, the existing motor vehicle repair use on the property has 22 been a legal, nonconforming use. But while the zoning code prohibits the expansion or intensification of 23 nonconforming uses, the proposed trash enclosure and storage area addition are ancillary to the 24 nonconforming activity. Improving the storage space on the property quite likely will allow the motor 25 vehicle repair work to be done more efficiently, by decluttering the work space or increasing the 26 availability of supplies, but the motor vehicle repair use itself is not being expanded or intensified. 27

When exercising the "quasi-judicial" authority on variance requests, the role of the City is to determine the facts associated with a particular proposal and apply those facts to the legal standards contained in the ordinance and relevant state law.

31 VARIANCE ANALYSIS

City Code §1005.04.C(Neighborhood Business Setbacks) requires structures in the NB zoning district to 32 be set back at least 10 feet from side property lines abutting a residential property and 25 feet from rear 33 property lines abutting a residential property. The subject property for this application is surrounded by 34 the Lexlawn Apartment property. Minimum side yard setback requirements from a residential district 35 are primarily intended to preserve space to buffer the residents from the adjacent commercial activity. In 36 this case, the proposed storage addition is not only slightly farther away from the northern property line 37 than the existing storage structure (by virtue of the slight angle between the structure and the property 38 line), but the storage area and trash enclosure are entirely behind the apartment's garage building. The 39 proposed trash enclosure would be scarcely more than one foot from the rear property line, which is 40 considerably closer than the existing structure. But that northwestern corner of the site is the only 41 sensible place for the dumpsters. And even though there is an existing screening fence along that 42 property line, allowing the proposed trash enclosure to encroach further into the required setback will 43

- enable the property to comply with the requirement (in Section 1011.11.B) to enclose waste and
- ⁴⁵ recycling storage areas in this way.
- ⁴⁶ Roseville's Development Review Committee (DRC) met on March 12 to review the proposal, and all of
- the comments and feedback based on the DRC's review of the application are included in the analysis below.
- 49 REVIEW OF VARIANCE APPROVAL REQUIREMENTS
- 50 Section 1009.04 (Variances) of the City Code explains that the purpose of a variance is "to permit
- adjustment to the zoning regulations where there are practical difficulties applying to a parcel of land or
- ⁵² building that prevent the property from being used to the extent intended by the zoning." State statute
- ⁵³ further clarifies that "economic considerations alone do not constitute practical difficulties."
- Representatives of the Valvoline facility have been communicating, off and on, with Planning Division staff for at least a few years as they have tried to resolve their storage needs, and that lack of storage space likely contributed to the dumpsters being kept outside of the 1990 addition that was originally built as the trash enclosure. This persistent need to find space for storage on a parcel that is substantially smaller than it was originally (or than it was originally understood to be) represents a practical difficulty which the variance process is intended to relieve.
- Section 1009.04C of the City Code establishes a mandate that the Variance Board make five specific
 findings about a variance request as a prerequisite for approving the variance. Planning Division staff
 has reviewed the application and offers the following draft findings.
- **a.** *The proposal is consistent with the Comprehensive Plan.* Planning Division staff believes that the proposal is generally consistent with the Comprehensive Plan because it represents the sort of continued investment promoted by the Comprehensive Plan's goals and policies for commercial areas while not compromising the policies intended to protect the sensitive residential properties adjacent to those commercial areas.
- b. The proposal is in harmony with the purposes and intent of the zoning ordinance. Planning
 Division staff finds the proposal to be consistent with the intent of the zoning ordinances because
 the proposed additions will not negatively affect the adjacent residential property even though
 they will encroach into the required setbacks.
- **c.** The proposal puts the subject property to use in a reasonable manner. Planning Division staff
 believes that the proposal makes reasonable use of the subject property because the proposed
 addition will create additional storage that is hidden by the existing fence and garage structure
 and enable the trash receptacle to be enclosed, pursuant to City Code Section 1011.11.B.
- d. There are unique circumstances to the property which were not created by the landowner.
 Planning Division staff finds that some of the existing, nonconforming setbacks of the
 structure—and therefore the scale of the proposed encroachments—are products of changing
 zoning regulations over the life of the service station, resulting in unique circumstances that were
 not created by the landowner.
- e. *The variance, if granted, will not alter the essential character of the locality.* Because the proposed addition would be basically invisible to the public, the variance, if approved, would not negatively alter the character of the surrounding residential neighborhood.

84 **PUBLIC COMMENT**

At the time this RVBA was prepared, Planning Division staff has not received any comments or questions about the proposed home addition.

87 **RECOMMENDED ACTION**

- 88 Adopt a resolution approving the requested variances the required minimum side and rear yard
- setbacks at 1925 Lexington Avenue, based on the content of this RVBA, public input, and Variance
- 90 Board deliberation.

91 ALTERNATIVE ACTIONS

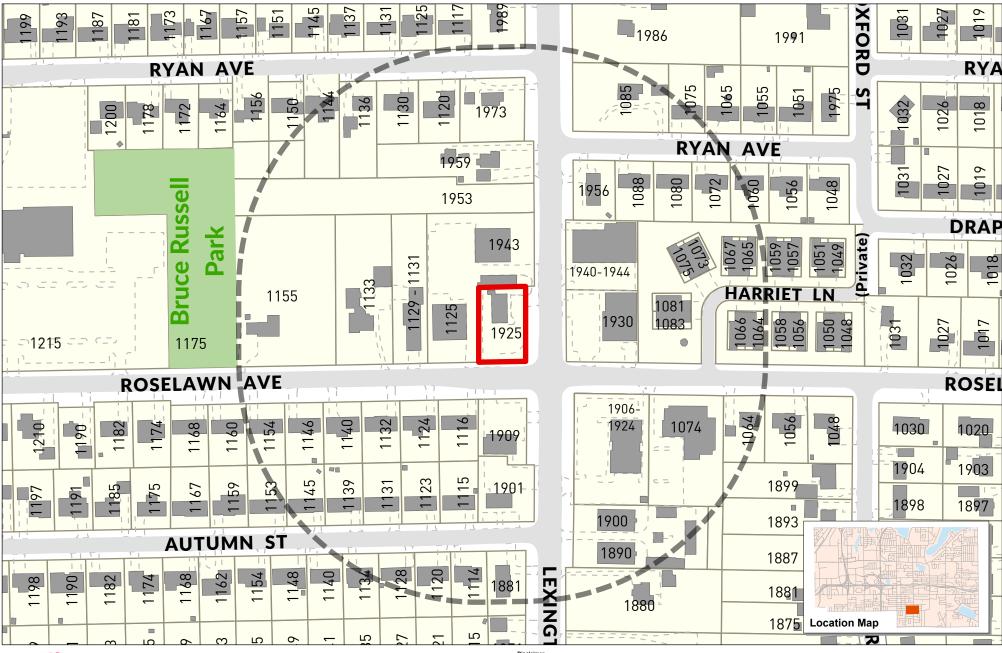
- A) Pass a motion to table the item for future action. An action to table consideration of one or
 both components of the variance request must be based on the need for additional information or
 further analysis to reach a decision on one or both requests. Tabling will require extension of the
 60-day action deadline established in Minn. Stat. 15.99 to avoid statutory approval.
- B) Adopt a resolution denying the proposed encroachments into the required minimum side
 and rear yard setbacks at 1925 Lexington Avenue A recommendation of denial should be
 supported by specific findings of fact based on the Variance Board's review of the application,
 applicable zoning regulations, and the public record.

Attachments:	A:	Area map
	B:	Aerial photo

C:	Proposed plans and written narrative
D:	Draft resolution

Prepared by:	Senior Planner Bryan Lloyd 651-792-7073 bryan.lloyd@cityofroseville.com	Blog

Planning File 20-004







Site Location

* Ramsey County GIS Base Map (4/1/2020) For further information regarding the contents of this map contact: City of Roseville, Community Development Department, 2660 Civic Center Drive, Roseville MN

Disclaimor This map is neither a legally recorded map nor a survey and is not intended to be used as one. This map is a compilation of records, information and data located in various city, county, state and federal offices and other sources regarding the area shown, and is to be used for reference purposes only. The City does not warrant that the Geographic Information System (GIS) Data used to prepare this map are error feee, and the City does not represent that the GIS Data can be used for makeditorial, tracking or any other purpose requiring exacting measurement of distance or direction or precision in the depiction of geographic features. If error of discrepancies are found please contact 651-752-7065. The preceding disclaimer is provided pursuant to Minnesota Statules \$460.03, Stud. 21 (2000), here the statule statules \$460.03, Stud. 21 (2000), the statule statules \$460.03, Stud. 21 (2000), the statule statules \$460.03, Stud. 21 (2000), here the statules \$460.03, Stud. 21 (2000), here there the statules \$460.03, Stud. 21 (2 and the user of this map acknowledges that the City shall not be liable for any damages, and expressly waives all claims, and agrees to defend, indemnify, and hold hamiless the City from any and all claims brought by User, its employees or agents, or third parties which arise out of the user's access or use of data provided.



Community Development Department Printed: April 14, 2020

Attachment B for Planning File 20-004





Prepared by: Community Development Department Printed: April 16, 2020



Site Location

Data Sources

* Ramsey County GIS Base Map (4/1/2020) * Aerial Data: Pictometry (4/2018) For further information regarding the contents of this map contact: City of Roseville, Community Development Department, 2660 Civic Center Drive, Roseville MN

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KK DESIGN 6112 EXCELSIOR BLVD • MINNEAPOLIS, MN. 55416 (612)92

Roseville Community Development 2660 Civic Center Drive Roseville, MN 55113

Planning Department Attn: Bryan Lloyd, Senior Planner

Variance request for: Valvoline Instant Oil Change 1925 Lexington Avenue North Roseville, MN



RVBA Attachment C

March 10, 2020

The request for the variance from 10'-0" setback to 5'-0" setback or greater along the north-side of the property is to allow the construction of a structure to provide additional storage area for the existing oil change facility. Due to the level of activity at this site additional storage of filters and specialty products are needed. The existing facility has a small storage area that is inadequate for the current needs.

The location was determined based on the followings items:

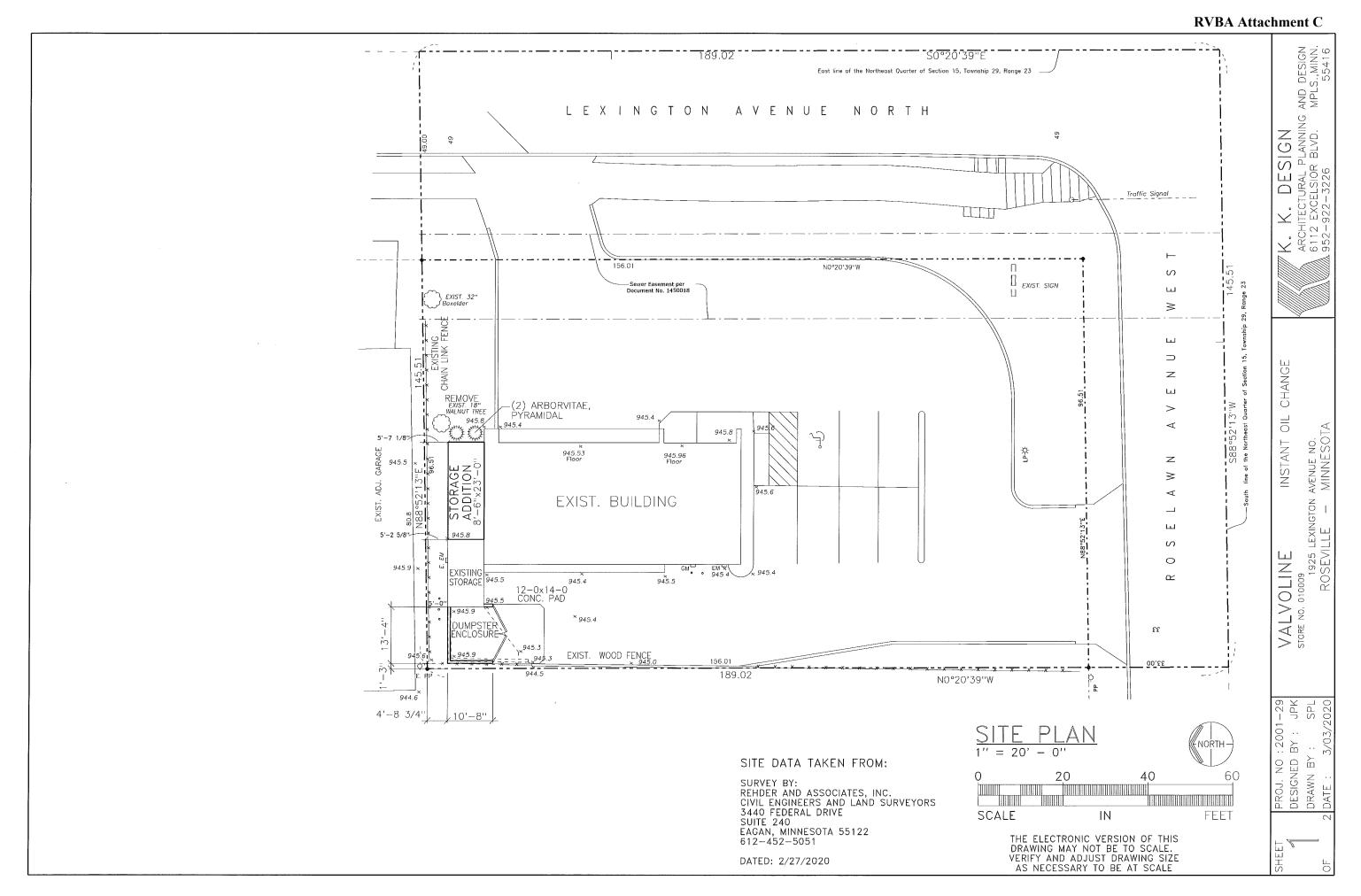
- 1. The East and West sides of the building are where the vehicles enter and exit the service bays.
- 2. The South portion of the building includes the customer waiting area, rest-room, office and very small storage / utility room. Also along the south-side of the building are the 8 parking stalls for use by customers and employees.
- 3. The use of the north side of the building for the addition works very well for access to the service bays and allows for growth.

By limiting the addition to 8'-6" the side yard setback will be a minimum of 5 feet or greater for the storage building setback. The adjacent apartment building has the back side of their garages along their south property line, our north property line. They do not have any doors or windows on the south side of the garages. The property north of the storage addition will be maintained and the dead tree will be removed and replaced with two (2) arborvitae pyramidal coniferous trees.

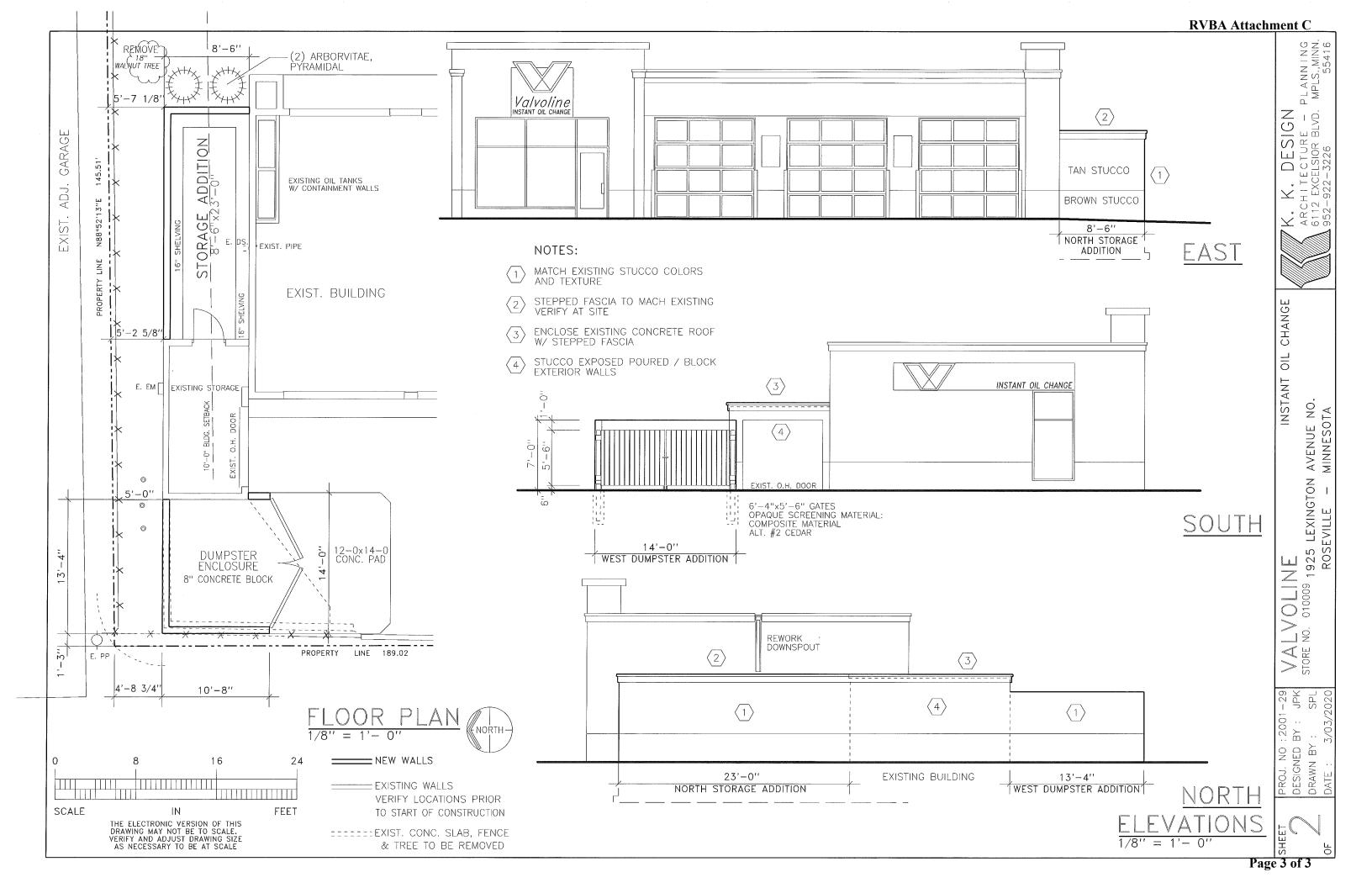
Please contact me if you have any questions,

John P Kosmas

John P. Kosmas



Page 2 of 3



EXTRACT OF MINUTES OF MEETING OF THE VARIANCE BOARD OF THE CITY OF ROSEVILLE

1 2	Pursuant to due call and notice thereof, a regular meeting of the Variance Board of the City of Roseville, County of Ramsey, Minnesota, was held on the 6th day of May 2020, at 5:30 p.m.
3 4 5	The following Members were present: and was absent.
6 7	Variance Board Member introduced the following resolution and moved its adoption:
8	VARIANCE BOARD RESOLUTION NO.
9 10	A Resolution approving variances to Roseville City Code §1005.04.C, Neighborhood Business Setbacks, at 1925 Lexington Avenue (PF20-004)
11 12	WHEREAS, the subject property is assigned Ramsey County Property Identification Number 15-29-23-14-0092, and is legally described as:
13 14	The East 145.5 feet of the South 189 feet of the Northeast Quarter of Section 15, Township 29, Range 23, subject to roads and easements
15 16 17	WHEREAS, City Code §1005.04.C (Neighborhood Business Setbacks) requires principal structures to be set back a minimum of 10 feet from side property lines adjacent to residential properties; and
18 19 20	WHEREAS, City Code §1005.04.C (Neighborhood Business Setbacks) requires principal structures to be set back a minimum of 25 feet from rear property lines adjacent to residential properties; and
21 22 23	WHEREAS, Valvoline Instant Oil Change, owner of the property at 1925 Lexington Avenue, requested a variance to §1005.04.C to allow a proposed storage and trash enclosure addition to encroach up to 5 feet into the required side yard setback; and
24 25 26	WHEREAS, Valvoline Instant Oil Change, owner of the property at 1925 Lexington Avenue, requested a variance to §1005.04.C to allow a proposed trash enclosure addition to encroach up to 22 feet into the required rear yard setback; and
27 28 29 30	WHEREAS, City Code §1009.04 (Variances) establishes the purpose of a variance is "to permit adjustment to the zoning regulations where there are practical difficulties applying to a parcel of land or building that prevent the property from being used to the extent intended by the zoning;" and
31	WHEREAS, the Variance Board has made the following findings:
32 33 34	a. The persistent need to find space for storage on a parcel that is substantially smaller than it was originally understood to be represents a practical difficulty which the variance process is intended to relieve.
35 36 37	b. The proposal is generally consistent with the Comprehensive Plan because it represents the sort of continued investment promoted by the Comprehensive Plan's goals and policies for commercial areas while not compromising the policies

38 39		intended to protect the sensitive residential properties adjacent to those commercial areas.
40	c.	The proposal is consistent with the intent of the zoning ordinances because the
41 42		proposed additions will not negatively affect the adjacent residential property even though they will encroach into the required setbacks.
42		
43	d.	The proposal makes reasonable use of the subject property because the proposed
44		addition will create additional storage that is hidden by the existing fence and garage
45		structure and enable the trash receptacle to be enclosed, pursuant to City Code
46		§1011.11.B.
47	e.	Some of the existing, nonconforming setbacks of the structure—and therefore the
48		scale of the proposed encroachments—are products of changing zoning regulations
49		over the life of the service station, resulting in unique circumstances that were not
50		created by the landowner.
51	f.	Because the proposed addition would be basically invisible to the public, the
52		variance, if approved, would not negatively alter the character of the surrounding
53		residential neighborhood.
54	NC	OW THEREFORE BE IT RESOLVED, by the Roseville Variance Board, to approve
55		ted variances to §1005.04.C of the City Code, based on the proposed plans, the
56	testimony	offered at the public hearing, and the above findings.
	T1.	a motion for the adaption of the foregoing resolution was duly appended by Verigers
57 59		e motion for the adoption of the foregoing resolution was duly seconded by Variance mber and upon vote being taken thereon, the following voted in favor:
58 59		
60	and	; voted against;
00	unu	voted against,

61 WHEREUPON said resolution was declared duly passed and adopted.