

ZONING COMMITTEE STAFF REPORT

FILE NAME: Macalester College Rezoning

FILE #: 24-095-842

APPLICANT: Macalester College

HEARING DATE: December 5, 2024

TYPE OF APPLICATION: Rezoning

LOCATION: 1655 and 1661 Grand Avenue and 37 Macalester Street (north side between Macalester and Cambridge) and 53, 57, and 62 Macalester Street (southwest corner of Grand and Macalester)

PIN & LEGAL DESCRIPTION: 04.28.23.41.0073, 04.28.23.41.0010, 04.28.23.41.0015, 04.28.23.41.0066; see file for legal descriptions

PLANNING DISTRICT: 14

EXISTING ZONING: T2

ZONING CODE REFERENCE: § 61.801(b)

STAFF REPORT DATE: November 26, 2024

BY: Kady Dadlez

DATE RECEIVED: November 14, 2024

60-DAY DEADLINE FOR ACTION: January 12, 2025

- A. **PURPOSE:** Rezone 1655 and 1661 Grand Avenue and 37 Macalester Street from T2, traditional neighborhood, to RM1, low-density multiple-family residential, and rezone 53, 57, and 63 Macalester Street from T2, traditional neighborhood, to VP vehicular parking.
- B. **PARCEL SIZE:** The combined parcels on the north side of Grand Avenue are about 40,510 square feet in area or 0.93 acres. The parcel at the southwest corner of Grand and Macalester is about 13,500 square feet in area or 0.37 acres.
- C. **EXISTING LAND USE:** The north side of Grand Avenue is a mix of off-street surface parking, vacant lot, and college campus uses. The southwest corner of Grand and Macalester is low density residential uses.
- D. **SURROUNDING LAND USE:**
North: College campus uses in an RM1 district.
East: College campus uses in an H2 district.
South: Commercial uses along Grand Avenue and college campus uses in a T2 district.
West: Commercial uses along Grand Avenue uses in a T2 district.
- E. **ZONING CODE CITATION:** § 61.801(b) provides for changes to the zoning of property initiated by the property owner.
- F. **HISTORY/DISCUSSION:** The property on the north side of Grand Avenue proposed for rezoning was acquired by Macalester College in 2018. There are several previous zoning cases concerning the conditional use permit for the campus, including expansions of the campus boundary and modification of setback requirements for a residence hall along Cambridge Street. There is also a determination of similar use to allow permanent installation of a wind turbine on the campus. There is a pending conditional use permit application to expand the campus boundary (ZF #24-095-844).
- G. **DISTRICT COUNCIL RECOMMENDATION:** The Macalester-Groveland Community Council had not commented on the application at the time the staff report was drafted.
- H. **FINDINGS:**
1. Macalester College owns the property and is petitioning to rezone three parcels on the north side of Grand Avenue from T2 to RM1. Macalester intends to construct a new campus welcome center and residence hall on this property. A five-story building is

proposed. The welcome center on the main level will have a large lobby space to receive visitors and prospective students, office space for admissions staff, and a coffee-type shop at the corner with indoor and outdoor seating that is open to the public. The residence hall will be 4-stories in height above the welcome center and have 224 beds. Macalester submitted a separate but related application for a conditional use permit to expand its campus boundary to the north side of Grand Avenue (ZF #24-095-844). The rezoning petition also includes a request to rezone property on the south side of Grand Avenue at Macalester Street, southwest corner, from T2 to VP. Macalester intends to construct a surface parking lot with about 22 spaces on the corner property. The corner property is currently occupied by three single family structures used for campus administrative offices and student housing. An existing surface parking lot on the north side of Grand Avenue with about 30 spaces serves nearby businesses on the south side of the street. This parking lot will be demolished to make way for the new welcome center and residence hall. Macalester states that maintaining convenient parking for nearby businesses on the south side of Grand Avenue is important for the health of those businesses. Public Works plans to reconstruct Grand Avenue in spring/summer of 2025. Macalester would like to have its development plans approved by spring 2025 so that the infrastructure needs for the new developments, including utility work along Grand Avenue, can occur during street reconstruction so the newly constructed street does not need to be torn up later for the campus developments.

2. The proposed rezonings are consistent with the way this area has developed. Macalester College has been an anchor institution in Saint Paul and the neighborhood for nearly 150 years. The intent of the RM1 residential district is to, among other things, *provide an environment for institutional uses and serve as a zone of transition between less restricted districts and more restricted districts.* The property along the north side of Grand Avenue, which was acquired by the college in 2018, abuts existing campus property to the north that is zoned RM1 and campus property to the east that is zoned H2. The overwhelming majority of the campus is zoned residential; most of the campus is zoned H2, though there are a few areas zoned RM1 and T2. The RM1 zoned areas are at the northern edge of the campus along the south side of Summit Avenue. The proposed zoning is consistent with the RM1 zoning of the campus property immediately to the north of the subject property and serves as a zone of transition between the T2 district to the west and the H2 district to the east. Zoning Code Sec. 65.220 regulates college land uses in residential zoning districts with a conditional use permit. The VP district is *intended to permit the establishment of off-street parking facilities to be used solely for off-street parking of private passenger vehicles as a use incidental to a principal use. The district will serve a use district which has developed without adequate off-street parking.* The commercial district along Grand Avenue developed without adequate off-street parking. The rezoning allows relocation of retail parking from the north side of Grand Avenue at Macalester Street, which will be removed to make way for the new campus welcome center and residence hall, to the south side of Grand Avenue at Macalester Street.
3. The proposed zoning is consistent with the Comprehensive Plan. The 2040 future land use map guides the property along this stretch of Grand Avenue for mixed-use. While the college is an institutional use, its campus uses proposed for Grand Avenue are mixed-use in nature. The welcome center and residence hall proposed for the north side of the Grand Avenue and the off-street parking facility proposed for the south side of the street are appropriate uses for an area guided for mixed-use. Land use policy LU-1 states, *“Encourage transit supportive density and direct growth to areas with existing or*

planned transit capacity.” The residence hall will house up to 224 students and these potential transit riders will help support transit. Macalester discourages all of its students from bringing cars to campus and partners with Metro Transit to provide free bus passes to its entire student body. This stretch of Grand Avenue is served by Metro Transit Route 63. In addition, A Line BRT runs along Snelling Avenue two blocks to the east providing a connection to the Green Line. Policy LU-15 states, *“Ensure that stand-alone parking uses are limited.”* While the proposed parking facility with about 22 spaces will be a stand-alone use, it is a replacement of an existing 30 space parking lot, not a new or expanded use in the area, and is, therefore, limited. Policy LU-27 states, *“Provide for land use change and rezoning of land adjacent to Mixed-Use areas to allow for commercial redevelopment and/or expansion fronting arterial and collector streets.”* While the college itself is an institutional use and a use permitted in a residential district, the proposed campus uses of the properties for a welcome center, residence hall, and surface parking will be mixed-use in nature with active uses at street level and residential uses above and surface parking to serve nearby businesses. Objective H3 in the Macalester-Groveland Community Plan states, *“Recognize and accommodate student-housing needs while respecting the rights and concerns of all community stakeholders ...”* and land use strategy LU1.1 states, *“Maintain and/or establish zoning that encourages higher-density (taller) development at the intersection of mixed-use corridors ...”*. RM1 zoning permits colleges and the high density residential and mixed-use activities that comprise an active campus.

4. The proposed zoning is compatible with surrounding uses. RM1 zoning is compatible with the long established surrounding campus uses immediately to the north, zoned RM1, and to the east, zoned H2. VP zoning is compatible with existing nearby campus and commercial uses. Colleges in residential zoning districts are permitted with a conditional use permit. Macalester College applied for a conditional use permit to expand its campus boundary (ZF #24-095-844); this is separate from, but related to, the rezoning petition.
- I. **STAFF RECOMMENDATION:** Based on the above findings, staff recommends approval of the petition to rezone property at 1655 and 1661 Grand Avenue and 37 Macalester Street from T2 traditional neighborhood to RM1 low-density multiple family residential and to rezone property at 53, 57 and 63 Macalester Street from T2 traditional neighborhood to VP vehicular parking (PINs 04.28.23.41.0073, 04.28.23.41.0010, 04.28.23.41.0015, 04.28.23.41.0066).



REZONING APPLICATION

Department of Planning and Economic Development
Zoning Section
1400 City Hall Annex, 25 West Fourth Street
Saint Paul, MN 55102-1634
(651) 266-6583

Zoning Office Use Only
File # _____
Fee Paid \$ _____
Received By / Date _____
Tentative Hearing Date _____

APPLICANT

Property Owner(s) Macalester College
Address 1600 Grand Avenue City Saint Paul State MN Zip 55105
Email _____ Phone 651-696-6305
Contact Person (if different) Deanna Seppanen Email seppanen@macalester.edu
Address 1600 Grand Avenue City Saint Paul State MN Zip 55105
(Attach additional sheet if necessary to include all of the owners of at least 67% of the area of the property to be rezoned.)

PROPERTY INFO

Address/Location 1655 & 1661 Grand Avenue, 37 Macalester Street and 53, 57 and 63 Macalester Street
PIN(s) & Legal Description See attached for PIN(s) & Legal Descriptions
(Attach additional sheet if necessary.)
Lot Area 1.2365 acres Current Zoning T2

TO THE HONORABLE MAYOR AND CITY COUNCIL:
Pursuant to Saint Paul Zoning Code § 61.801 and Minnesota Statutes § 462.357, Macalester College
owner(s) of land proposed for rezoning, hereby petition(s) to rezone the above described property from a
T2 zoning district to a RM1 and VP zoning district, for the purpose of:
Application is to re-zone the noted properties as follows:
1655 & 1661 Grand Avenue and 37 Macalester Street (0.9286 acres) from T2 to RM1
53, 57 & 63 Macalester Street (0.3079 acres) from T2 to VP
See attached for additional information. Consent Petition is not required for this re-zoning.
Note, Macalester is simultaneously applying for a modification to their CUP to increase update
the campus boundary to include properties included in this application that aren't currently within
the campus boundary and to modify setback requirements along Grand Avenue between
Macalester and Cambridge Streets.
Attach additional sheets if necessary. Attachments as required: Site Plan Consent Petition Affidavit
 If you are a religious institution you may have certain rights under RLUIPA. Please check this box if you identify as a religious institution.

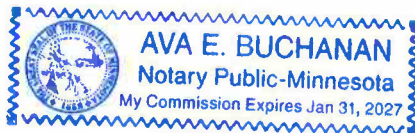
Subscribed and sworn to before me

Date November 14 2024

A. Behavan
Notary Public

By: [Signature]
Fee owner of property

Title: VP of Administration & Finance



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1655 & 1661 Grand Ave and 37 Macalester St (0.9286 acres) from T2 to RM1

Rezoning to provide consistent zoning with adjacent properties of similar use within the campus boundary as defined by the campus's CUP. The intent is to combine all RM1 zoned lots in this area of campus into a single parcel as part of the site plan review process for an upcoming project.

53, 57 & 63 Macalester Street (0.3079 acres) from T2 to VP

Rezoning to allow development a surface parking lot on the property to provide off-street parking to support adjacent businesses in T2 zoning district along Grand Avenue.

PID NO.'s with legal descriptions for Macalester Rezoning

PID No. 042823410073

Lot 15, Block 1, MACALESTER PARK

and

Lot 3, Block 1, ELMER & MORRISON'S REARRANGEMENT OF PART OF MACALESTER PARK

and

That part of the original alley as dedicated in the plat of MACALESTER PARK,
accruing thereto by reason of vacation.

PID No. 042823410015

Parcel 1:

That part of Lots One (1) and Two (2), Elmer & Morrison's Rearrangement of Part of Macalester Park; according to the recorded plat on file and of record in the office of the Register of Deeds in and for Ramsey County, Minnesota, described as follows: Commencing at the Southeast corner of said Lot One(1), running thence West on the northerly line of Grand Avenue ninety-four (94) feet to a point, thence North at right angles to a point on the Northerly line of said Lot One(1), running thence in a Southeasterly direction along said Northerly line of said Lot One (1), to the Northeasterly corner of said lot, thence running Southwesterly along the Easterly line of said lot to the place of beginning, and being the same premises described in a deed from the Reserve Loan Investment and Improvement Company to Susie W. Harley, dated the 5th day of June, 1897, and recorded in the office of the Register of Deeds of said Counet on June 18, 1897, in Book 368 of Deeds, Page 4,

EXCEPT that part of said premises conveyed to the City of St. Paul.

Ramsey County, Minnesota

Abstract property

Together with vacated alleys accruing thereto.

PID No. 042823410010

Parcel 2:

All that part of Lot 3, Block 1, Macalester Park, contained within the following boundaries, to-wit: Commencing at a point on the line between Lot 1 of Block 1 of Elmer & Morrison's Rearrangement of Part of Macalester Park, and said Lot 3, 127.50 feet North of a point on the South line of said Lot 1, 94 feet West of the Southeast corner of said Lot 1 and 66 feet Southeasterly from the Northwest corner of said Lot 1; running thence due East ro a point on the East line of said Lot 3; thence running Southerly on

said East line of said Lot 3 to the Southeast corner of said Lot 3; thence running Northwesterly on the line between said Lots 1 and 3 to the place of beginning.

Ramsey County, Minnesota

Torrens property

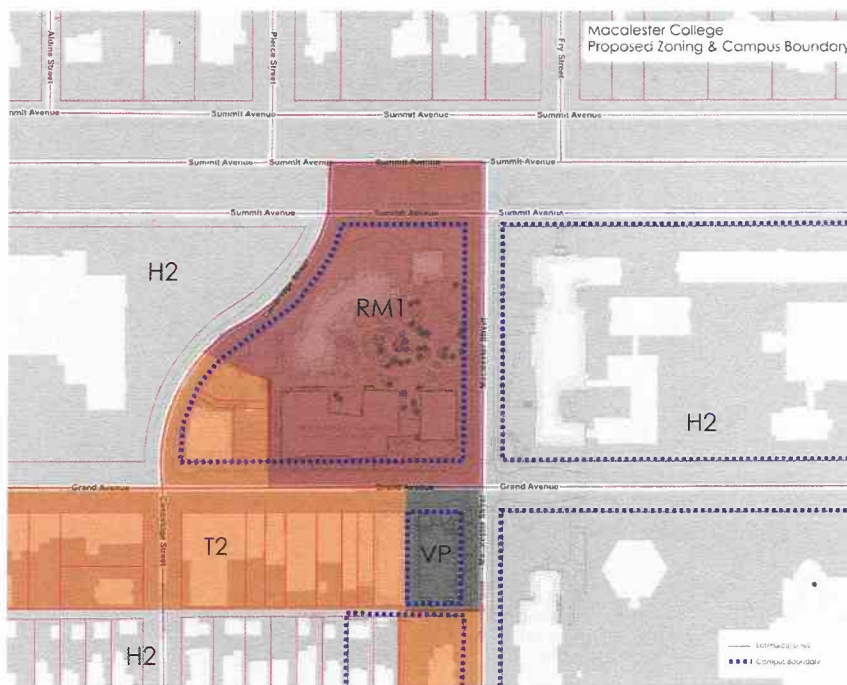
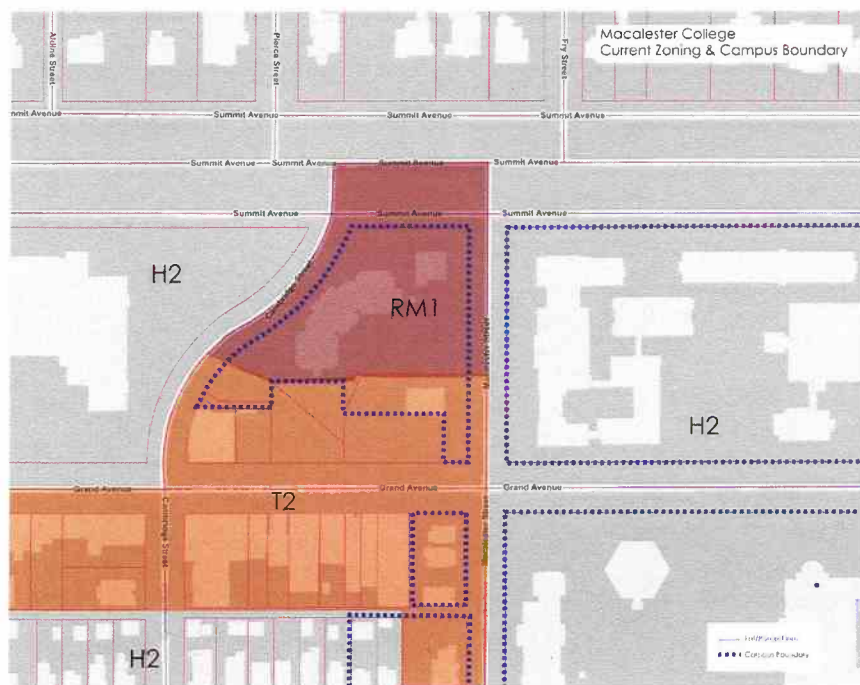
Together with all the vacated alleys within above parcels per vacation Doc. No.'s 771216, 771217, 3003042 (Torrens), 1159526 (Abstract) and 2762953.

PID No. 042823410066

Lots 1 and 2, Block 6, Elmer & Morrison's Rearrangement of Part of Macalester Park; according to the recorded plat thereof, Ramsey County, Minnesota.

RE-ZONING & CONDITIONAL USE PERMIT UPDATE

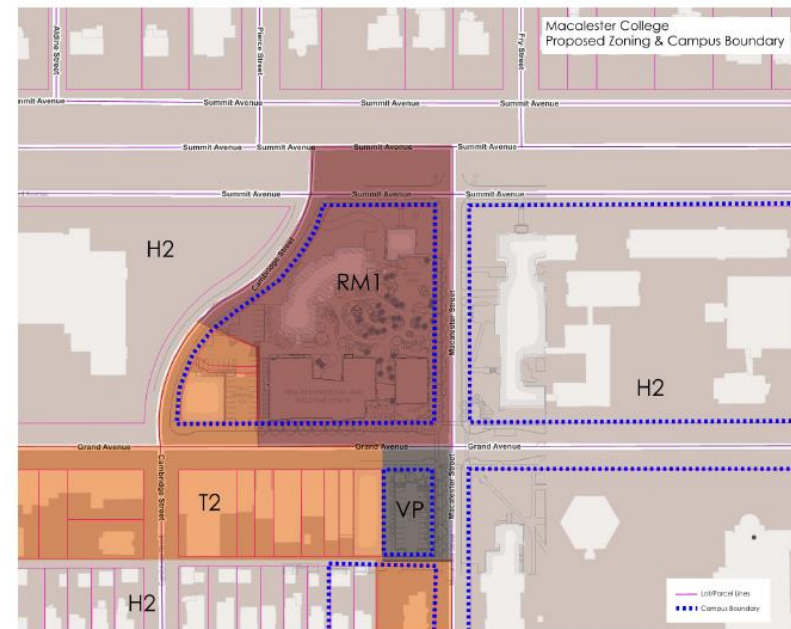
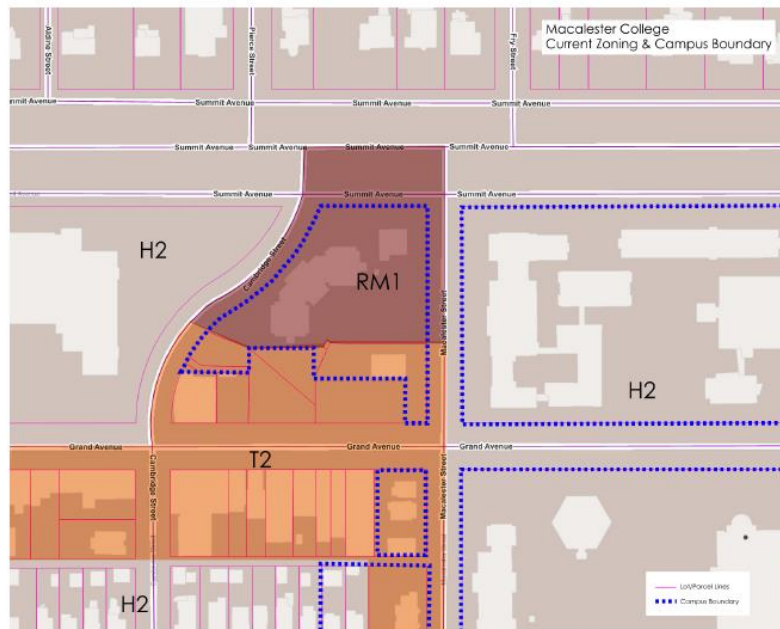
- Re-zone parcel for project from T2 to RM1 (to create one parcel for all residential uses on that block)
- Re-zone parcel for new parking lot from T2 to VP (to allow parking use)
- Update campus boundary to include all campus owned property on block north of Grand between Macalester & Cambridge



The graphic below shows the current zoning and campus boundary on the left and the proposed zoning and campus boundary on the right

RE-ZONING & CONDITIONAL USE PERMIT UPDATE

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HGA
MKC | ARCHITECTS
TEINI X TEINI

MACALESTER COLLEGE
RESIDENCE HALL AND WELCOME CENTER PROJECT

Macalester College is excited to share the plans for a new residence hall and welcome center at the intersection of Grand Avenue and Macalester Street in Saint Paul. The project is one aspect of the college's comprehensive campus plan, which is a flexible framework designed to guide priorities for development and investment in campus spaces. The new building is expected to be completed in 2027.

“The new residence hall and welcome center is an important investment in Macalester's future,” said President Suzanne M. Rivera. “The building will serve as a new front door to our college, provide a residential experience to more of our students, and enhance our presence in the neighborhood.”

1. MACALESTER OVERVIEW
2. WELCOME CENTER & RESIDENCE HALL PROJECT
3. PROJECT SCHEDULE & CITY APPROVAL PROCESS

Macalester College

Undergraduate Residential Liberal Arts College

Student Body:

- 2025 Target Student Enrollment
- 22% of our students have citizenship outside the US (including dual)
- 1300 Beds on Campus currently
- 2 most recent residence halls were Grand Cambridge '00 and GDD '97
- Meet demonstrated need of all our students

Staff and Faculty:

- 430 Staff and 250 Faculty (based on FTE)
- 29% live within the 3 closest zip codes

Imagine, Macalester:

Strategic Plan Outline
Approved by the Macalester
Board of Trustees on Oct. 7, 2022

a signature liberal arts curriculum, grounded in a residential campus experience,
focused on our unique location in the vibrant Twin Cities, with an emphasis
on citizenship within the wider world



Curriculum
Inspire Current
and Future
Students

Create a Developmental Four-Year Experience

Update and Innovate Academic Pathways

Redesign the Academic Calendar to Reimagine Our Use of Time

Amplify Opportunities for Experiential Learning



Culture
Build Meaningful
Connections

Prioritize Student and Employee Well-being, and Foster a Sense of Belonging for All

Diversify Student, Staff, and Faculty Populations

Nurture Life-long Connections between the College and its Students, Employees, and Alumni



Campus
Transform
our Physical
Environment

Create a Campus that Fosters Innovation, Access, and Connection

Include the Broader Twin Cities Metro Area as an Extension of Our Living and Learning Environment

Foundational Imperatives:

Academic Distinction, Financial Sustainability, Social Responsibility, Community Well-being

WELCOME CENTER &
RESIDENCE HALL

PROJECT VISION

Create a new residence hall and welcome center to expand the capacity of modern residential life on campus and establish a new front door to the college, underscoring Macalester's distinction as a liberal arts college located in a vibrant city, committed to community engagement, global citizenship, and social justice.

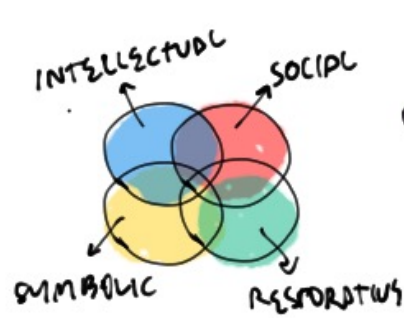
KEY PROJECT ELEMENTS / GOALS

- Modernize residence hall offerings - new residence hall will facilitate ability to also modernize existing residence halls
- Facilitate potential for a 3-year residency requirement
- Define the front door to campus
- Create an identifiable first impression
- Contribute to the vibrancy of Grand Avenue
- High sustainability goals to move campus closer to Carbon Neutrality

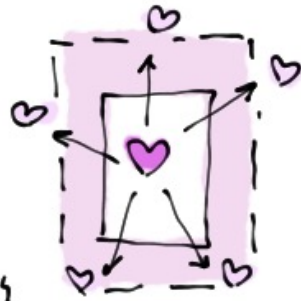
KEY PROJECT ELEMENTS / GOALS

- A significant step towards carbon neutrality for campus with high sustainability goals
 - Establishment of a geothermal plant to serve the campus north of Grand
 - Roof top solar
 - Hybrid CLT/stick frame construction reduces embodied carbon
 - High-performance envelope
 - Landscape with native plantings and roof terrace with area of green roof

Key Project Considerations from Comprehensive Campus Plan



FOUR-LEAF CLOVER



ACTIVATING CAMPUS EDGE



FRAMING CAMPUS ENTRY



STATEMENT FOR SUSTAINABILITY



MEMORABLE ARCHITECTURE



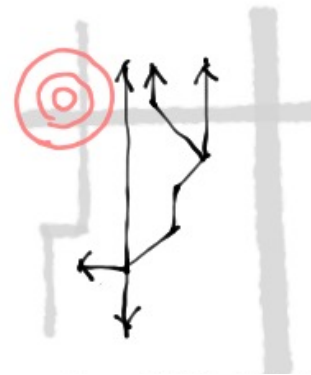
EXTENSION OF COMMUNITY & URBAN LIFE



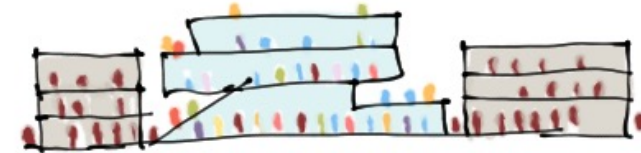
EXTENDING THE GREEN INTERIOR & EXTERIOR



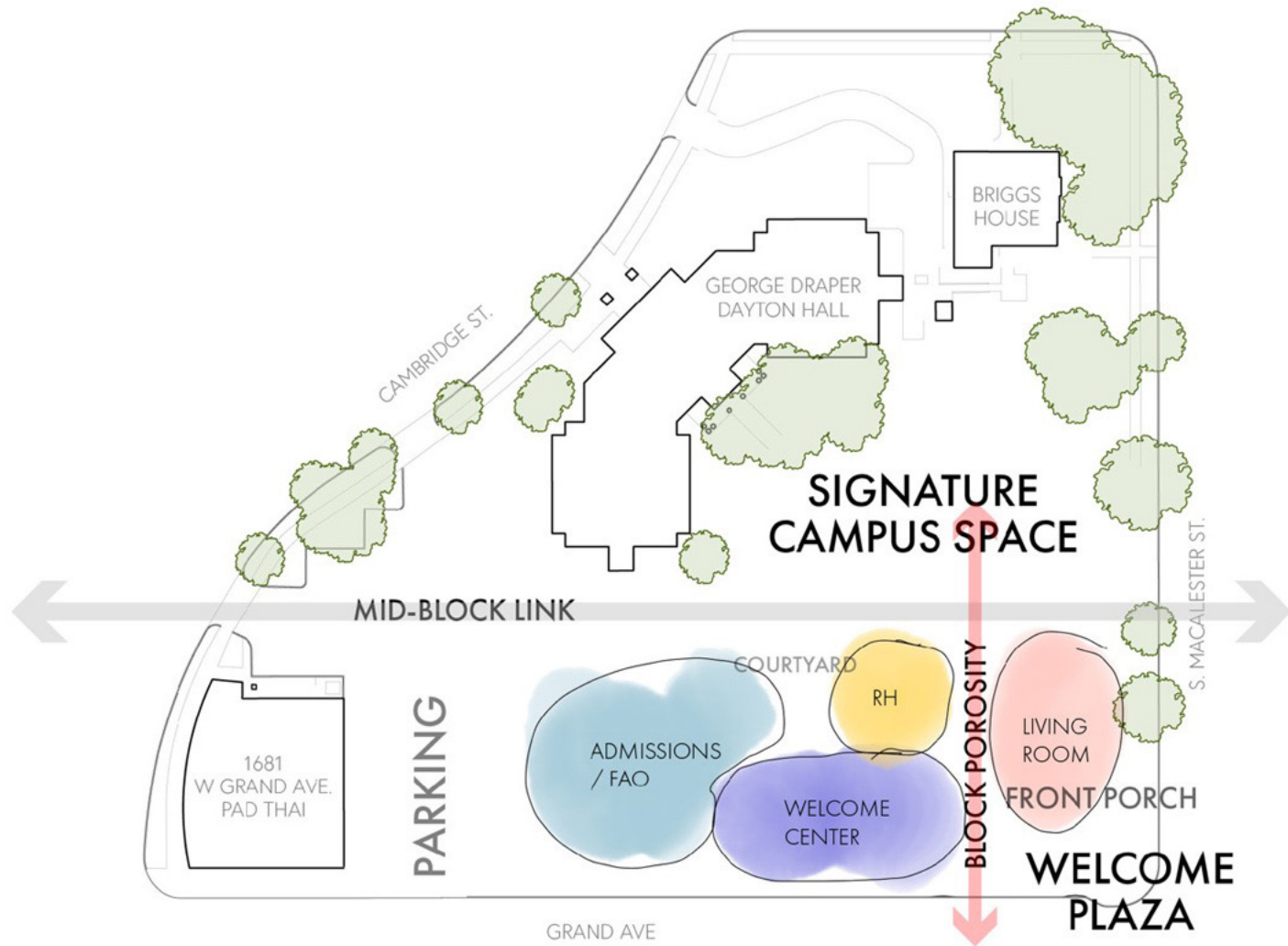
GLOWING WITH ACTIVITY AT NIGHT



IMPROVING PATTERNS OF MOVEMENT



FOSTERS SENSE OF INCLUSION AND BELONGING FOR ALL



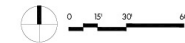
SITE DIAGRAM

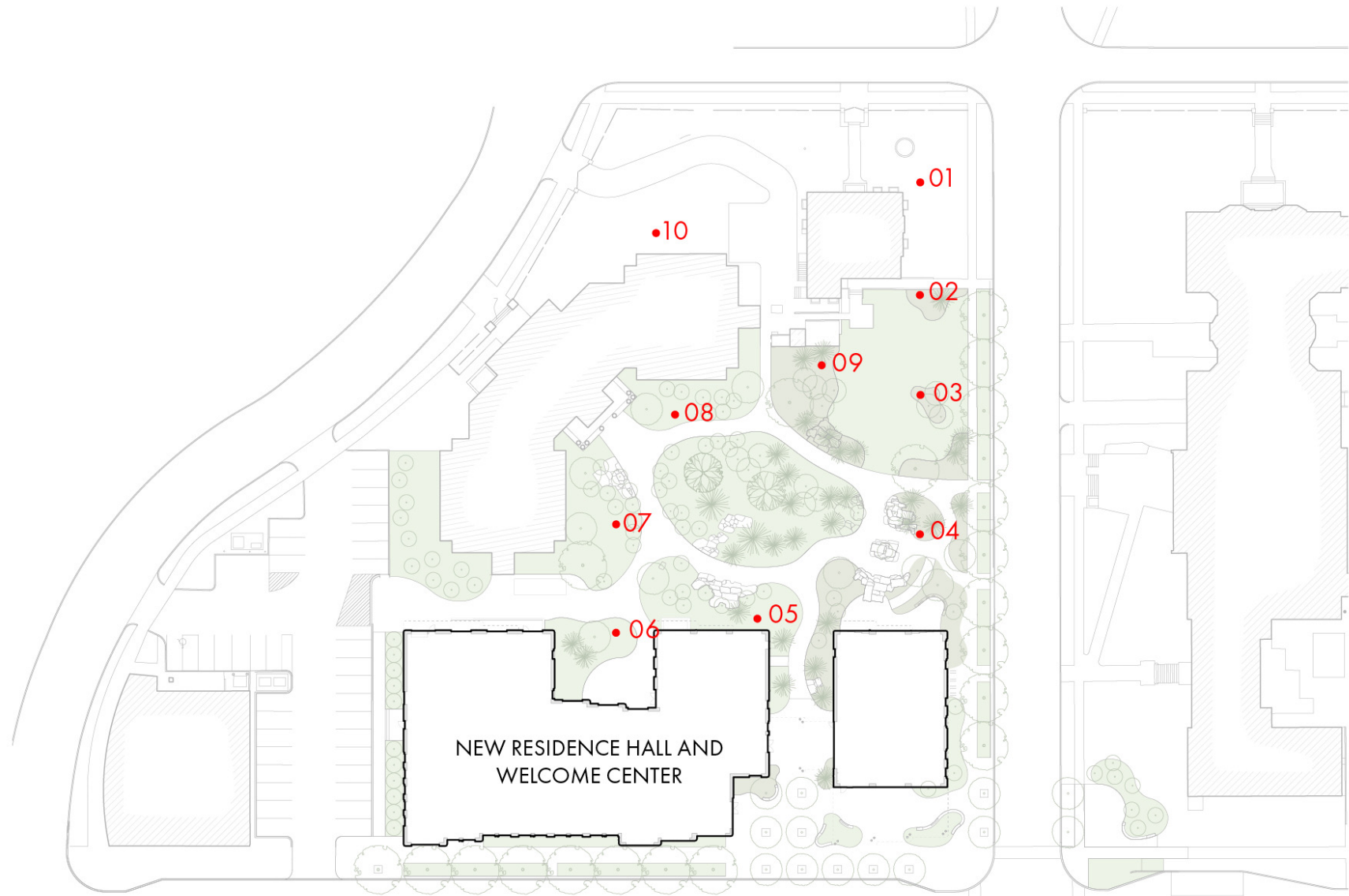


VIEW FROM CAMPUS



SITE PLAN





SITE PLAN WITH POTENTIAL GEOTHERMAL WELLS

**RESIDENCE
HALL APT.**

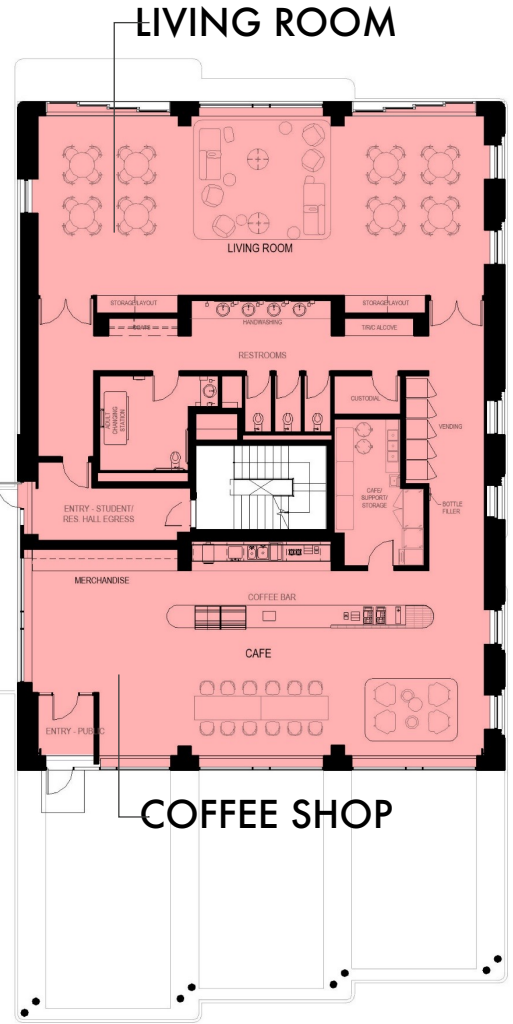


ADMISSIONS



WELCOME CENTER

**RESIDENCE
HALL
ENTRY**



LIVING ROOM

COFFEE SHOP

STREET LEVEL PLAN

POD LIVING ROOM, TYP.



KITCHEN

KITCHEN

POD LIVING ROOM, TYP.

TYPICAL RESIDENCE HALL PLAN



MACALESTER STREET ELEVATION



VIEW FROM BRIGGS HOUSE LAWN



FROM GRAND & CAMBRIDGE



STUDENT TERRACE

PORTAL

PAD THAI

ADMISSIONS ENTRANCE

WELCOME CENTER

COFFEE SHOP ENTRANCE

BIGELOW



VIEW TOWARDS WELCOME CENTER

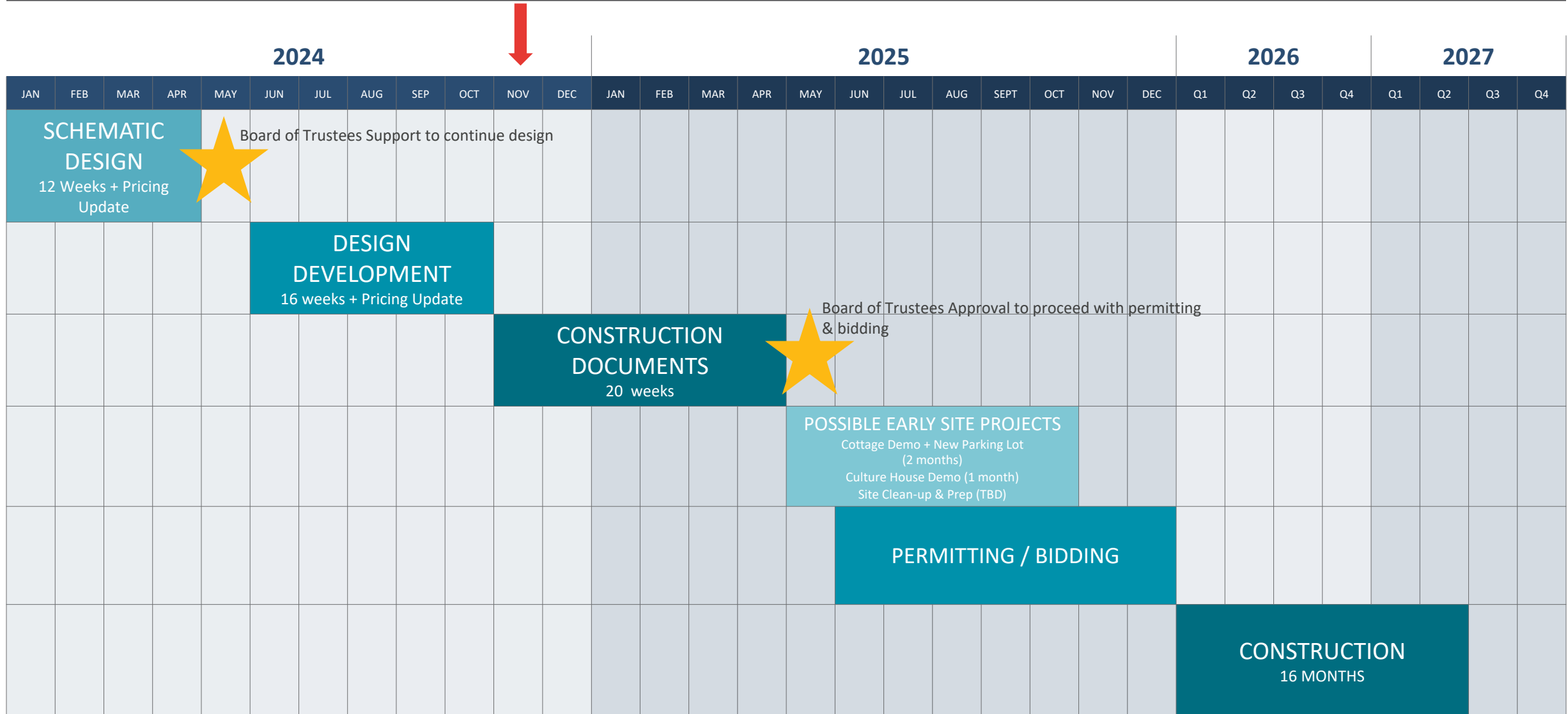


VIEW FROM CORNER

PROJECT SCHEDULE & CITY PROCESS

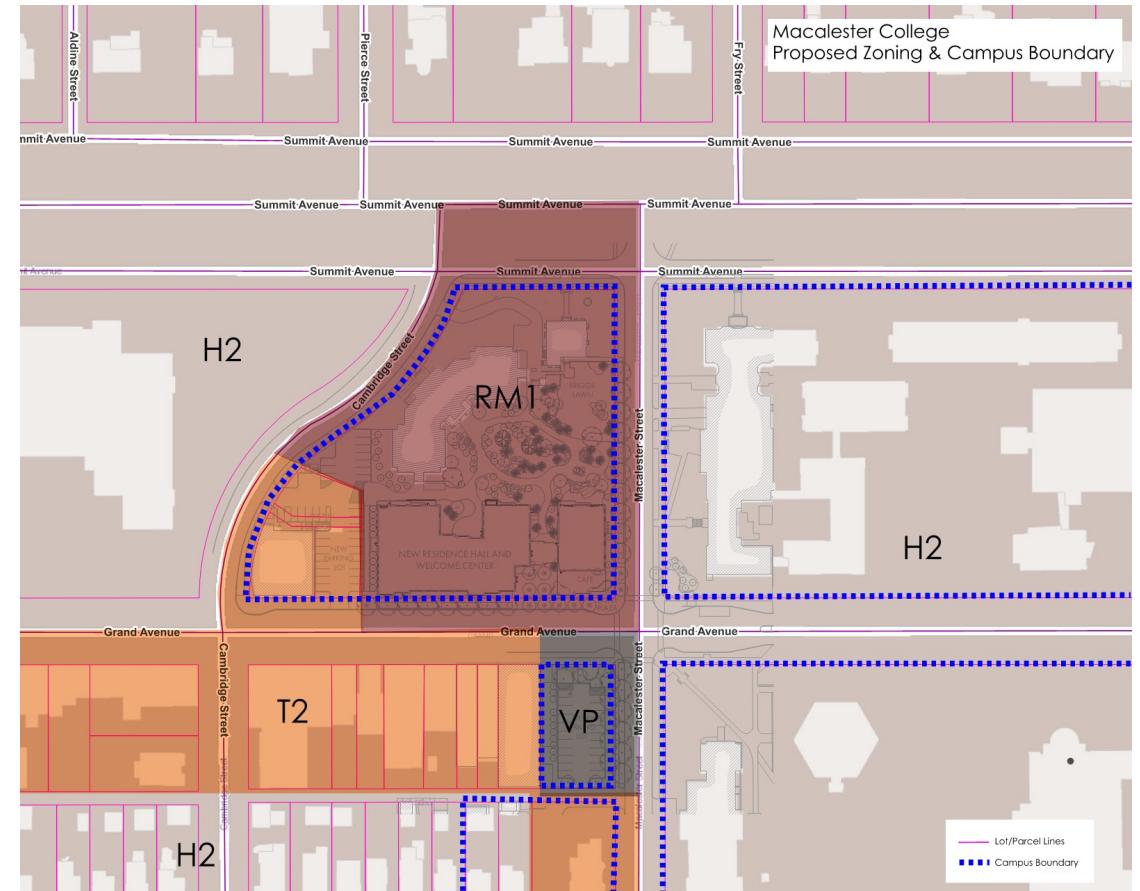
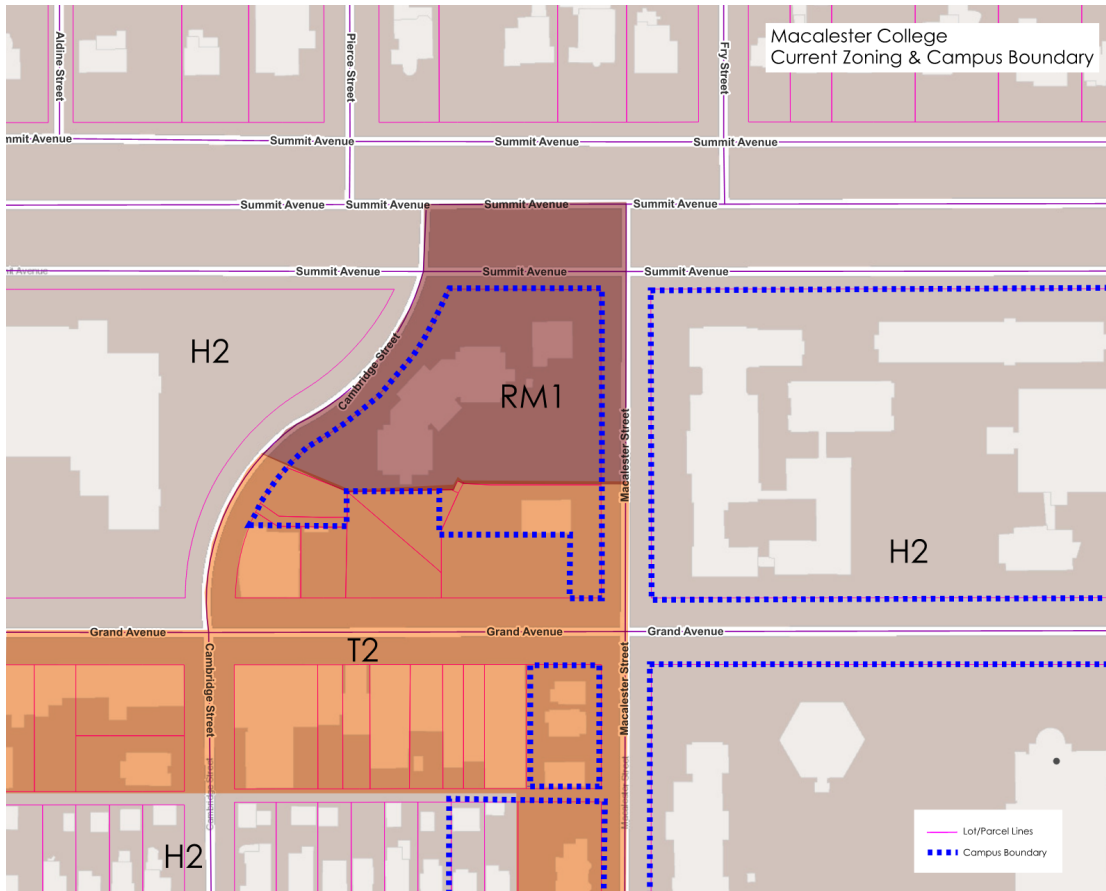
PROJECT SCHEDULE

SCHEMATIC DESIGN THROUGH CONSTRUCTION START



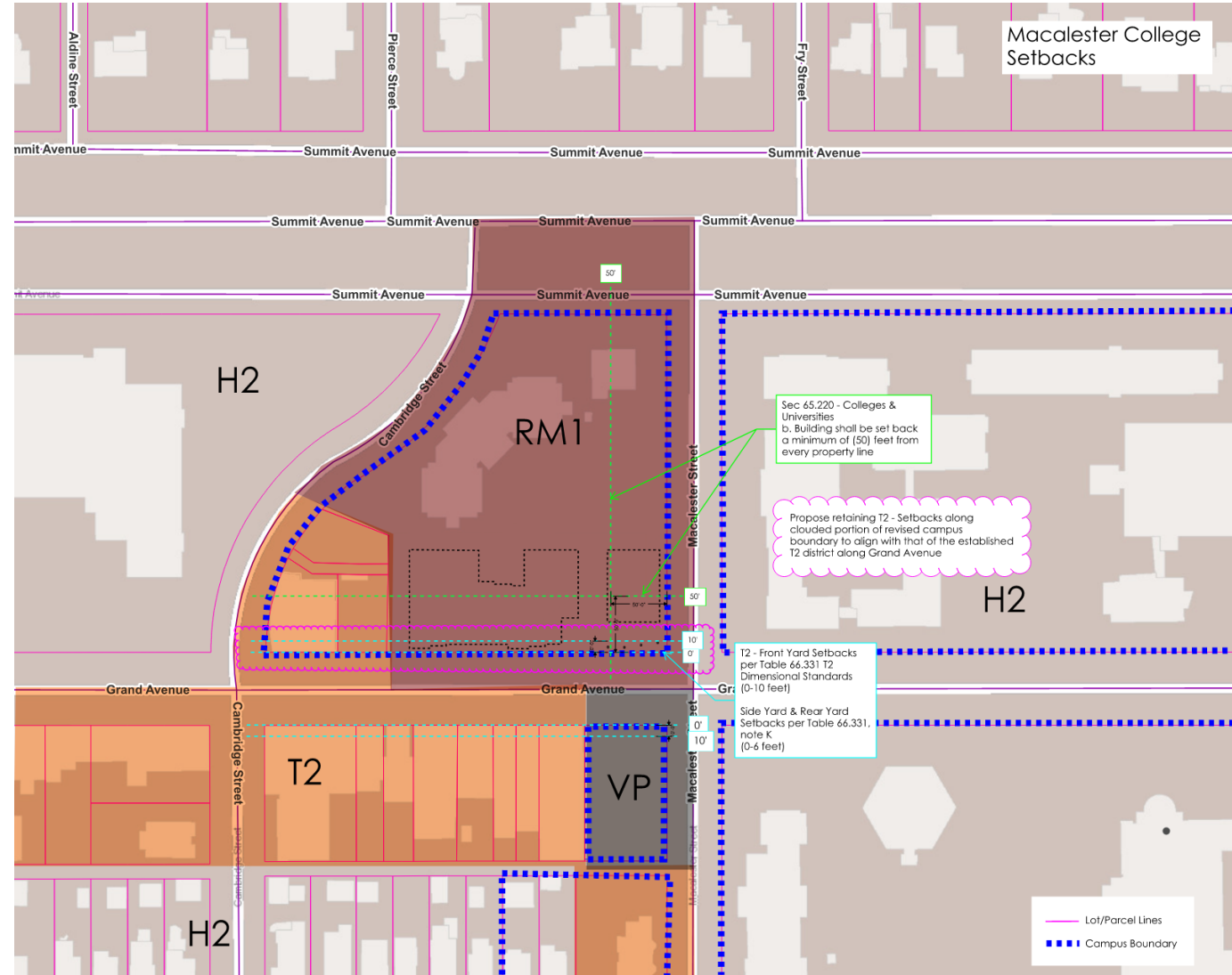
RE-ZONING & CONDITIONAL USE PERMIT UPDATE

- Re-zone parcel for project from T2 to RM1 (to create one parcel for all residential uses on that block)
- Re-zone parcel for new parking lot from T2 to VP (to allow parking use)
- Update campus boundary to include all campus owned property on block north of Grand between Macalester & Cambridge



CONDITIONAL USE PERMIT UPDATE – SET BACKS

- Modify set back requirements for Grand frontage to align with T2 setback requirements that apply to the Pad Thai/Grand Cambridge parcel as well as the properties on the south side of Grand to maintain the character of the business district established along Grand – specifically front yard set back of 0 – 10 feet.
 - The intent of the new building is to align with the south face of the Pad Thai/Grand Cambridge building to create a consistent, urban street edge along Grand.



Macalester College - Rezoning

North side of Grand Avenue – Rezone from T2 to RM1



Property to the west – north side of Grand Avenue



Property to south – view of south side of Grand Avenue from the west



Macalester College - Rezoning

South side of Grand Avenue – Rezone from T2 to VP

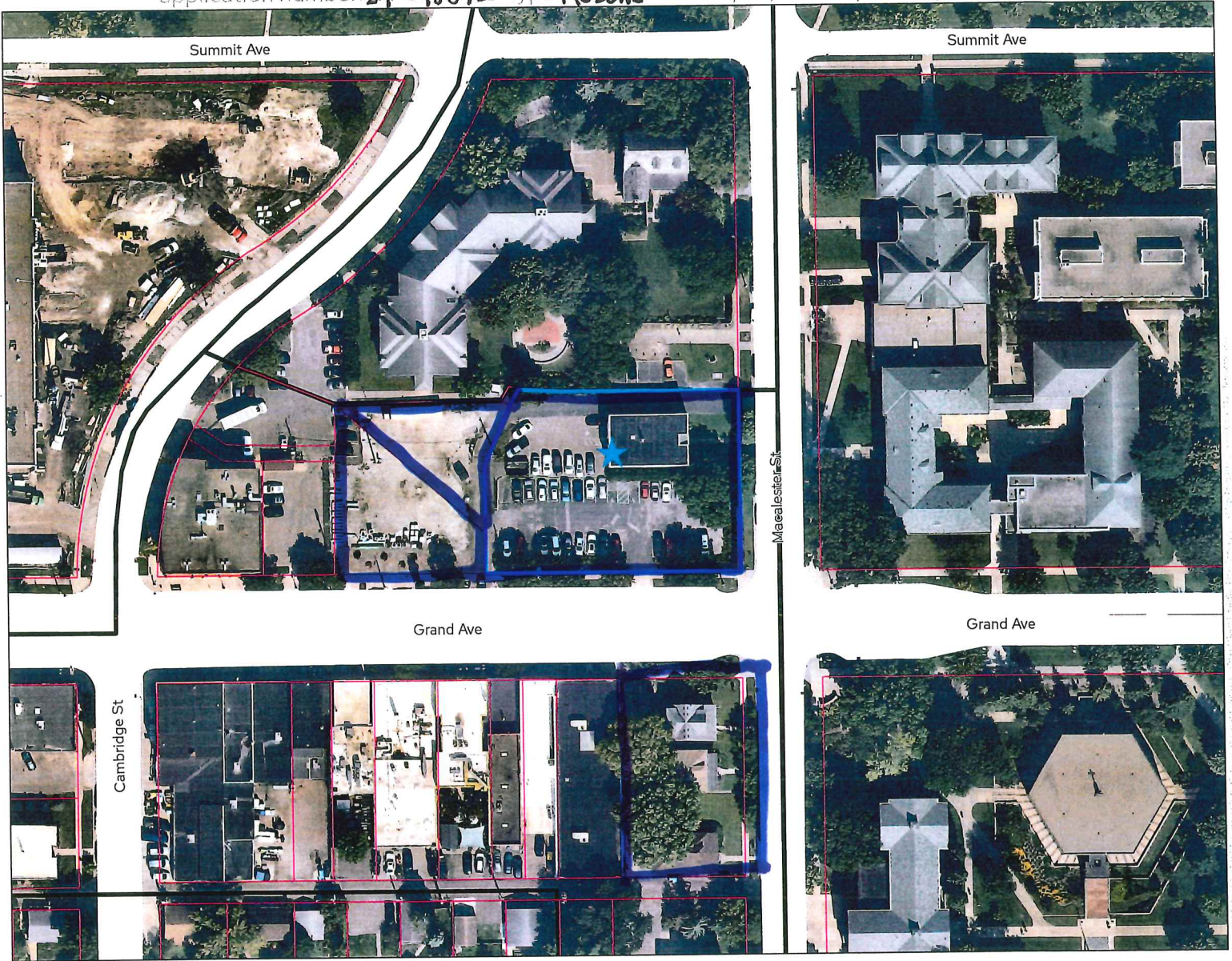


Property to the south



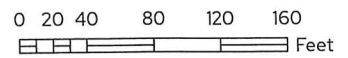
Application of
Macalester College
Aerial map

application number: **24-095842** • type: **Rezone** • date: 11/20/2024 • planning district: 14



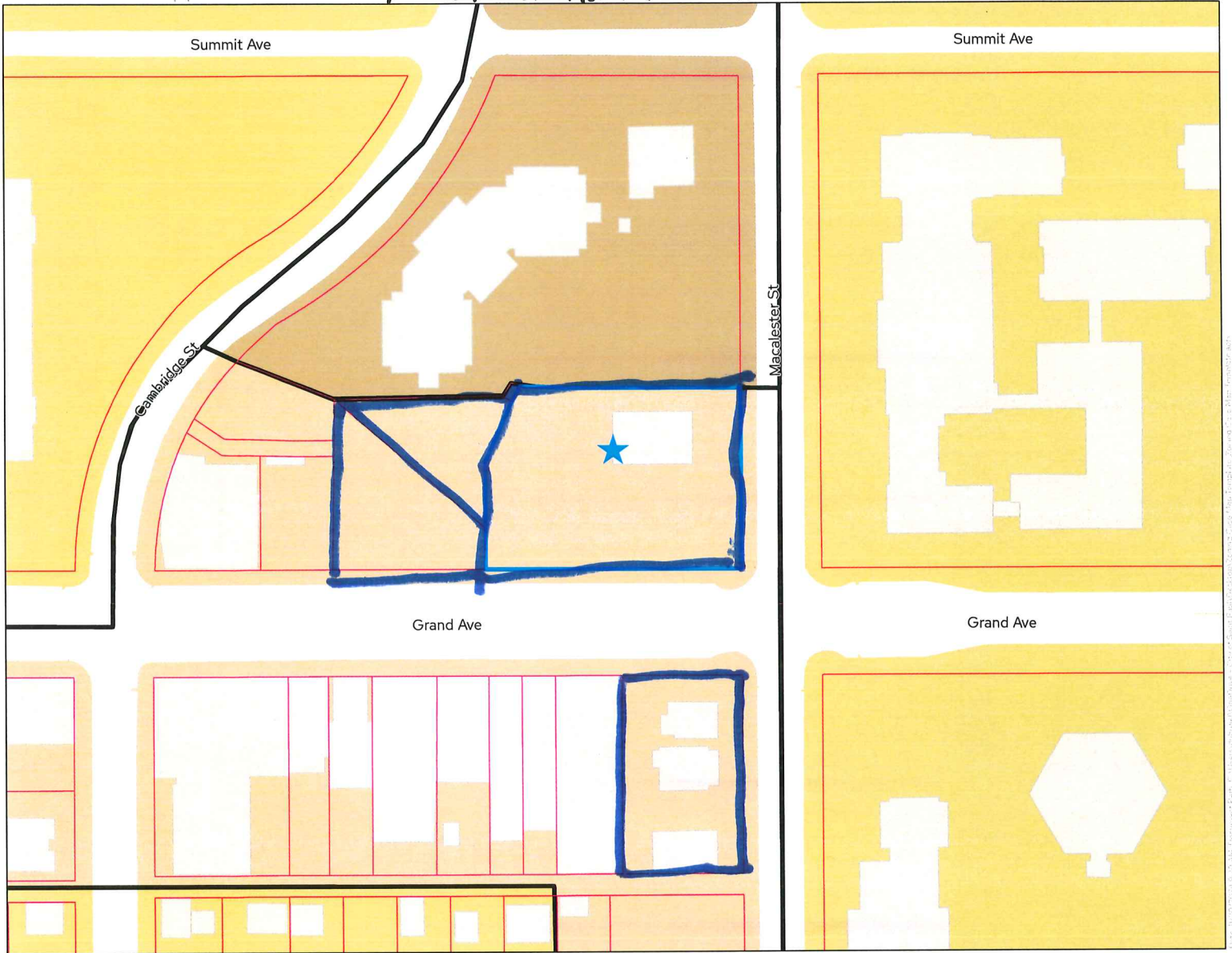
Subject parcel(s) are outlined in blue

Other parcels are outlined in pink



Application of
Macalester College
 Zoning map

application number: **24-095842** • type: **Rezone** • date: 11/20/2024 • planning district: 14

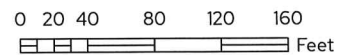


Subject parcel(s) are outlined in blue

Other parcels are outlined in pink

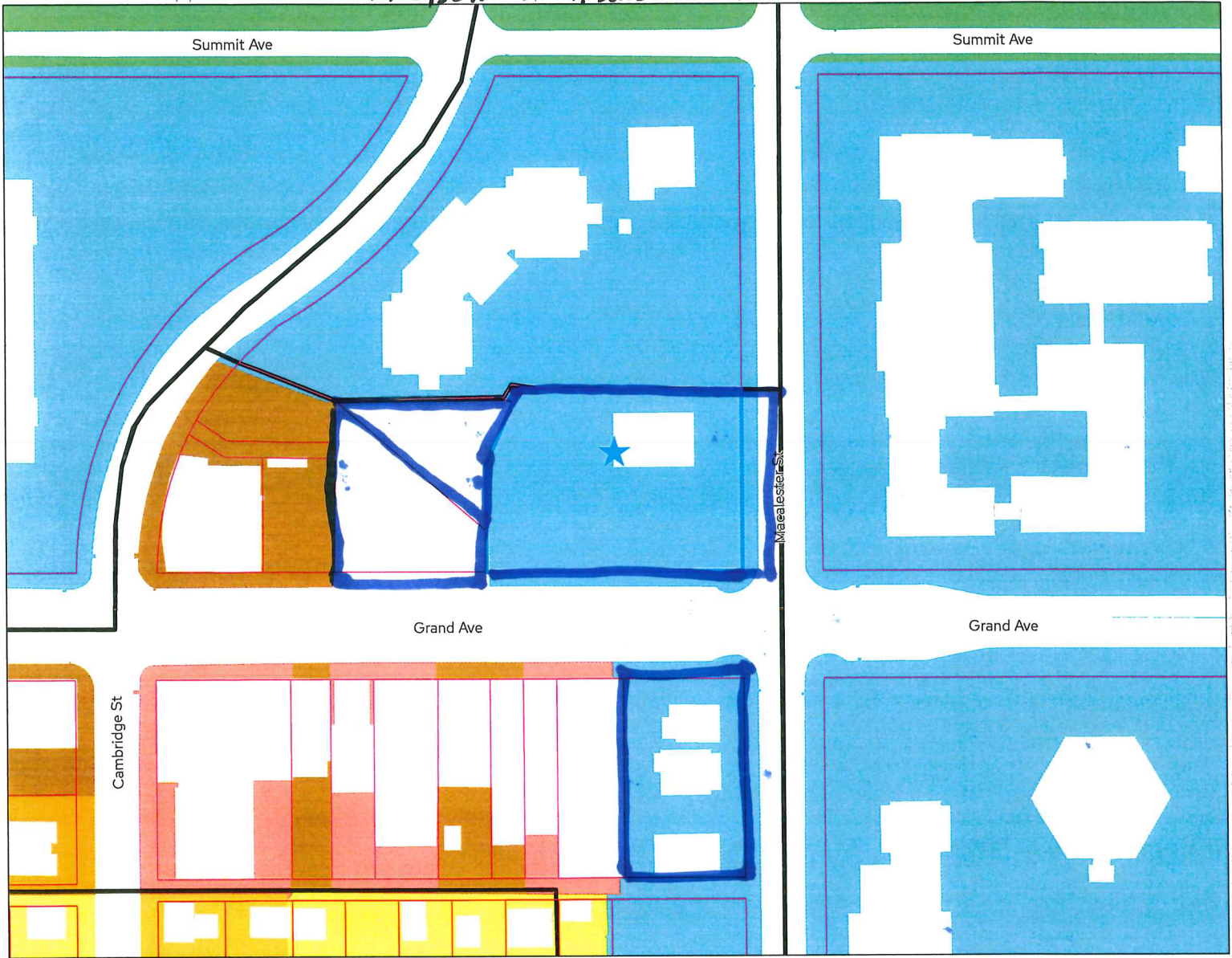
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|--------------------------------|--|------------------------------------|-------------------------------------|
| RL One-Family Large Lot | T1 Traditional Neighborhood | B3 General Business | F1 River Residential |
| H1 Residential | T2 Traditional Neighborhood | B4 Central Business | F2 Residential Low |
| H2 Residential | T3 Traditional Neighborhood | B5 Central Business Service | F3 Residential Mid |
| RM1 Multiple-Family | T3M T3 with Master Plan | IT Transitional Industrial | F4 Residential High |
| RM2 Multiple-Family | T4 Traditional Neighborhood | ITM IT with Master Plan | F5 Business |
| RM3 Multiple-Family | T4M T4 with Master Plan | I1 Light Industrial | F6 Gateway |
| | OS Office-Service | I2 General Industrial | VP Vehicular Parking |
| | B1 Local Business | I3 Restricted Industrial | PD Planned Development |
| | BC Community Business (converted) | | CA Capitol Area Jurisdiction |
| | B2 Community Business | | |

Map data is derived from the City of Saint Paul's GIS system. The City of Saint Paul is not responsible for any errors or omissions on this map. The City of Saint Paul is not responsible for any errors or omissions on this map. The City of Saint Paul is not responsible for any errors or omissions on this map.



Application of
Macalester College
 Land use map

application number: **24-095842** • type: **Rezone** • date: 11/20/2024 • planning district: 14



Subject parcel(s) are outlined in blue Other parcels are outlined in pink

Single Family Residential

- Farmstead
- Seasonal/Vacation
- Single Family Detached
- Manufactured Housing Park

Multifamily Residential

- Single Family Attached
- Multifamily

Commercial

- Office
- Retail and Other Commercial

Mixed Use

- Mixed Use Residential
- Mixed Use Industrial
- Mixed Use Commercial and Other

Other Uses

- Industrial and Utility
- Extractive
- Institutional

- Park, Recreational or Preserve
- Golf Course
- Major Highway
- Railway
- Airport
- Agricultural
- Undeveloped
- Water

