

ZONING COMMITTEE STAFF REPORT

1. **FILE NAME:** Luther Seminary Campus Boundary **FILE #** 19-014-075
 2. **APPLICANT:** Luther Seminary **HEARING DATE:** March 14, 2019
 3. **TYPE OF APPLICATION:** Conditional Use Permit
 4. **LOCATION:** 1479-1497 Branston St., SW corner at Hendon Avenue
 5. **PIN & LEGAL DESCRIPTION:** 20.29.23.13.0118; Lots 1 - 4, Block 11, St. Anthony Park North and vacated alley adjoining
 6. **PLANNING DISTRICT:** 12 **PRESENT ZONING:** R3
 7. **ZONING CODE REFERENCE:** § 65.220, § 61.501
 8. **STAFF REPORT DATE:** March 6, 2019 **BY:** Michael Wade
 9. **DATE RECEIVED:** February 21, 2019 **60-DAY DEADLINE FOR ACTION:** April 22, 2019
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- A. **PURPOSE:** Amendment of conditional use permit (CUP) to adjust the campus boundary to include lots along the west side of Branston Street south of Hendon Avenue.
- B. **PARCEL SIZE:** 31,700 ft²
- C. **EXISTING LAND USE:** Institutional
- D. **SURROUNDING LAND USE:** Luther Seminary to the west and south, and one-family homes to the north and east.
- E. **ZONING CODE CITATION:** For a seminary campus in a residential zoning district, § 65.220(f) requires the campus boundaries to be defined in a conditional use permit, and requires an amended conditional use permit for expansion of the campus boundaries. § 61.501 lists general conditions that must be met by all conditional uses.
- F. **PARKING:** Zoning Code § 63.207 requires a minimum of 1 parking space per every 2 employees and 1 space per every 3 full-time students not on campus or 1 for every 3 part-time students, whichever is greater, plus required parking for other uses. There is no change in composition of the seminary or associated housing as part of the CUP amendment, and therefore no change in parking requirements.
- G. **HISTORY/DISCUSSION:** In 1985 a College Zoning Task Force Report approved by the Planning Commission recommended that conditional use permits be issued for colleges, universities and seminaries to establish campus boundaries and monitor compliance with parking standards. Zoning Code amendments requiring conditional use permits for colleges in residential zoning districts went into effect in March 1986, and the Planning Commission issued initial conditional use permits establishing campus boundaries for existing colleges in 1986-1987.

Neither the legal description of the Luther campus nor the map showing the campus boundary attached to the Luther Seminary conditional use permit issued in 1986 include Lots 1-4, Block 11, St. Anthony Park North, property owned by Luther that includes a portion of Olson Campus Center and four campus houses. Lots 1-7 and 11-16, Block 11, St. Anthony Park North are all currently part of PIN 20.29.23.13.0118, a PIN that did not exist in the legal descriptions from Ramsey County of property owned by Luther Seminary used for the 1986 CUP, about the time Olson Campus Center was built. Rather, the legal descriptions at that time show several separate parcels on Block 11, and some of them didn't yet show up as owned by Luther Seminary.

In May 2018, the Luther Seminary Board of Directors approved a campus master plan that refocuses the entire seminary to the portion of the campus south of Hendon Avenue, allowing the portion of the campus north of Hendon to be available for future sale. This prompted review of the Seminary's conditional use permit and discovery that it currently excludes Lots 1-4, Block 11, St. Anthony Park North, property owned by Luther since 1985 that includes a portion of Olson Campus

Center. The purpose of the proposed CUP amendment is to correct the omission of Lots 1-4 before any other change is made to Luther Seminary's campus boundary.

H. **DISTRICT COUNCIL RECOMMENDATION:** The District 12 Council has not yet commented on this application.

I. **FINDINGS:**

1. The application is to amend Luther Seminary's conditional use permit to expand the campus boundary to include Lots 1 through 4, Block 11, Saint Anthony Park North and the adjacent vacated alley, property zoned R3 one-family residential. A seminary is a conditional use in the R3 district, requiring a conditional use permit.
2. Zoning Code § 65.220(f), which applies in all residential districts, requires that the boundaries of the institution shall be as defined in the conditional use permit, *and may not be expanded without the prior approval of the planning commission, as evidenced by an amended conditional use permit. The campus that is defined by the boundaries shall be a minimum of three (3) acres, and all property within the campus boundaries must be contiguous. The applicant shall submit an "anticipated growth and development statement" for approval of a new or expanded campus boundary, which statement shall include but not be limited to the following elements:*

(1) *Proposed new boundary or boundary expansion.* The application includes a map showing the existing campus boundary as defined in the current conditional use permit and the proposed campus boundary expansion to include Lots 1 through 4, Block 11, Saint Anthony Park North and the adjacent vacated alley. The map shows the area of the campus south of Hendon Avenue to be 10.72 acres in area. The map shows the proposed campus boundary expansion to include a portion of Olson Campus Center, built in 1985, and four campus houses.

(2) *Enrollment growth plans that include planned or anticipated maximum enrollment by major category (full-time, part-time, undergraduate, graduate) over the next ten (10) years and also the anticipated maximum enrollment over the next twenty (20) years.* The enrollment growth plan submitted with the application states that Luther Seminary anticipates following growth in the next 10 to 20 years: staff increase from 100 to 110, full time on-campus students increase from 145 to 184, part time on-campus students increase from 82 to 86, off-campus (intern/On-line) students increase from 273 to 318, and a total student increase from 500 to 588.

(3) *Plans for parking facilities over the next ten (10) years, including potential locations and approximate time of development.* The application includes plans for parking facilities on the portion of the campus south of Hendon Avenue (south campus) showing the following, improvements to be completed in 2019-2021:

- A new drop-off/pick-up area near the Olson Campus Center main entrance from Fulham Street that would reduce the number of parking spaces slightly in that area.
- Demolition of two 2-car garages on the east side of Olson Campus Center, replacing them with a parking lot, with a net increase of 8 parking spaces.

The plans include future sale of the portion of the campus north of Hendon Avenue. The total campus parking requirement (currently 143 spaces, 153 spaces required with the maximum enrollment over the next 20 years), would be met on the south campus. There are currently 188 parking spaces on the south campus (including 22 spaces shared with Zvago/Ecumen and 7 spaces shared with Sunrise Bank).

(4) *Plans for the provision of additional student housing, either on-campus or off-campus in college-controlled housing.* The application states that in general there are no plans for

additional student housing beyond better utilization of the 9 campus houses. It states that the seminary intends to sell Bockman Hall, which would continue to be operated for student housing.

- (5) *Plans for use of land and buildings, new construction and changes affecting major open space.* The application states that the Olson and Gullixson buildings are scheduled to be remodeled with some minor exterior modifications, along with some modifications to nearby fire lanes and pedestrian areas. Open space would remain relatively the same, with some new shapes and styles of pavement and landscaping.
- (6) *An analysis of the effect this expansion (or new campus) will have on the economic, social and physical well-being of the surrounding neighborhood, and how the expansion (or new campus) will benefit the broader community.*

Approval of a new or expanded campus boundary shall be based on an evaluation using the general standards for conditional uses found in section 61.500, and the following criteria:

- (i) *Anticipated undergraduate student enrollment growth is supported by plans for student housing that can be expected to prevent excessive increase in student housing demand in residential neighborhoods adjacent to the campus.* Luther Seminary does not enroll undergraduate students.
- (ii) *Potential parking sites identified in the plan are generally acceptable in terms of possible access points and anticipated traffic flows on adjacent streets.* The expansion of the boundary to include Lots 1 – 4, Block 11, St. Anthony Park North will not result in new parking demands.
- (iii) *Plans for building construction and maintenance of major open space areas indicate a sensitivity to adjacent development by maintaining or providing adequate and appropriately located open space.* Open space would remain relatively the same, with some new shapes and styles of pavement and landscaping.
- (iv) *The proposed new or expanded boundary and the "anticipated growth and development statement" are not in conflict with the city's comprehensive plan.* This criteria is met.

3. § 51.501 lists five standards that all conditional uses must satisfy:

- (a) *The extent, location and intensity of the use will be in substantial compliance with the Saint Paul Comprehensive Plan and any applicable subarea plans which were approved by the city council.* This condition is met, as there is no change to the campus condition or operation resulting from this boundary expansion.
- (b) *The use will provide adequate ingress and egress to minimize traffic congestion in the public streets.* This condition is met, as there is no change to campus traffic resulting from this boundary expansion.
- (c) *The use will not be detrimental to the existing character of the development in the immediate neighborhood or endanger the public health, safety and general welfare.* This condition is met, as there is no change to the character or use of the campus resulting from the proposed campus boundary expansion.
- (d) *The use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.* This condition is met, as the amended campus boundary will not affect the development and improvement of surrounding property.
- (e) *The use shall, in all other respects, conform to the applicable regulations of the district in which it is located.* This condition is met.

- J. **STAFF RECOMMENDATION:** Based on the above findings, staff recommends approval of the application to amend the Luther Seminary conditional use permit to adjust the campus boundary to include all lots along west side of Branston Street south of Hendon Avenue.



CONDITIONAL USE PERMIT APPLICATION
 Department of Planning and Economic Development
 Zoning Section
 1400 City Hall Annex
 25 West Fourth Street
 Saint Paul, MN 55102-1634
 (651) 266-6589

Zoning Office Use Only
 File #: _____
 Fee: _____
 Tentative Hearing Date: _____

APPLICANT

Name Michael Morrow - VP of Fin & Admin Email mmorrow001@luthersem.edu
 Address 2481 Como Avenue
 City St. Paul State MN Zip 55108 Daytime Phone 651.523.1660
 Name of Owner (if different) _____
 Contact Person (if different) _____ Phone _____

PROPERTY LOCATION

Address/Location Luther Seminary - 2481 Como Avenue, St. Paul
 Legal Description See attached survey and title commitment for both North Campus and South Campus
 Current Zoning T1 and R3
 (attach additional sheet if necessary)

TYPE OF PERMIT: Application is hereby made for a Conditional Use Permit under provisions of
 Chapter 65, Section 220, Paragraph a-g, of the Zoning Code.

SUPPORTING INFORMATION: Explain how the use will meet all of the applicable standards and conditions. If you are requesting modification of any special conditions or standards for a conditional use, explain why the modification is needed and how it meets the requirements for modification of special conditions in Section 61.502 of the Zoning Code. Attach additional sheets if necessary.

See attached Narrative, Plans, and other Documents.

Required Site Plan is attached

Applicant's Signature Michael J. Morrow Digitally signed by Michael J. Morrow Date: 2019.01.29 15:09:41 -06'00' Date 02-21-2019 City Agent Michael Wade

Luther Seminary – Conditional Use Permit Amendment

Project Summary

Prepared for:



Luther Seminary

Prepared by:



Date: February 21, 2019

SRF No. 11404.00

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Project Summary

Overview

Luther Seminary is located at 2481 Como Avenue, St. Paul, MN 55108 on approximately 26 acres, within both the cities of Saint Paul and Lauderdale. The campus includes two main areas, generally labeled as the North Campus (Lower Campus) and South Campus (Upper Campus), and at opposite corners of Hendon Avenue and Fulham Street.

Luther Seminary is the largest seminary of the Evangelical Lutheran Church in America and has a reputation as a premier theological school. Only graduate level courses and degrees are offered. The seminary is accredited by the Association of Theological Schools and the Higher Learning Commission of the North Central Association of Colleges and Schools.

Luther Seminary as it exists today is the product of a number of predecessor institutions, the oldest one dating back to 1869. The seminary has been a fixture in the St Anthony Park since with the construction of Bockman Hall in 1900. Approximately 500 students attend classes through on-line and in person.

In 1986, a Conditional Use Permit (CUP) for the campus was developed for the City of Saint Paul, focusing on the boundary and parking. Amendments to the CUP were required if the campus expanded its property or required more parking due to staff/student increase by 10% or more (532 staff/students). Luther Seminary was to provide an annual summary from fall term of employees, students, dormitory beds, and parking spaces.

Over recent years, the college and has reduced its property holdings to better suit current and future needs. When selling parcels to other parties, the seminary obtained City Planning Staff level approval of amending the previous CUP. In May 2018, the Luther Seminary Board of Directors approved a campus master plan that re-focuses the entire seminary to the South Campus area, allowing the North Campus to be available for future sale.

Unfortunately, the original 1986 CUP had incorrectly described and illustrated the South Campus' boundary, inadvertently excluding an area in the northeast corner of the property, including a portion of the Olson Campus Center building that opened in 1985. In this effort, City Planning staff also wanted to verify that other code requirements, especially parking, be compliant before allowing the entire seminary to locate within the South Campus, allowing the seminary to offer the North Campus for sale.

This application is to correct the inaccurate CUP by amending the 1986 Conditional Use Permit. This is required due to the boundary expansion and the intent to centralize operations to one area.

Project Narrative

Current Conditions

Campus: The current 26+-acre Luther Seminary campus has two distinct areas, generally named the North Campus (Lower Campus) and the South Campus (Upper Campus), in opposite corners of the Hendon Avenue and Fulham Street intersection. Total parking for the campus is 325 spaces(per survey).

The North Campus is about 15.59 acres(per survey), split between the cities of Saint Paul and Lauderdale. The northern 7 acres is within Lauderdale and is wooded with a single residential campus house. The remaining southern portion, within Saint Paul, contains two core campus buildings, Stub Hall(dorm) and Northwestern Hall(office/classrooms), along with 4 residential and 2 maintenance buildings(2-level workshop and separate garage. The 4 residential buildings include a 9-unit apartment(identified as LDR) building, two duplex buildings, and a single family house. Parking for this area of campus is 159 spaces(per survey).

The South Campus is about 10.72 acres(per survey), located entirely within the City of Saint Paul, and has a variety of buildings. The three main buildings involve Olson Campus Center (classrooms, chapel, offices), Gullixson (library, classrooms, offices), and Bockman (dorm, classroom, offices). There are 9 campus residential houses and a historic church (Muskego) that was disassembled, shipped, and rebuilt on this site. Parking for this area of campus is 188 spaces, which includes 22 spaces off the property, but within the common parking lot (per parking agreement) with the newly built Zvago / Ecumen senior living facility. Luther Seminary also has a parking agreement with nearby Sunrise Bank to provide 7 general spaces within its campus.

The North Campus(within the City of Saint Paul) is zoned T1-Traditional Neighborhood and the South Campus is zoned T1-Traditional Neighborhood(southern 2/3) and R3-One Family(northern 1/3).

CUP: A Conditional Use Permit was approved in 1986, from the Planning Commission, involving the Luther Seminary campus, mostly to regulate campus boundary expansion, required parking, and annual monitoring summary. It was indicated that at that time, there were 157 spaces in excess of the requirement, and that Luther can use these toward any future increases. The document, unfortunately, has errors in the description and illustration of the campus boundary, inadvertently omitting a portion of the South Campus and Olson Campus Center building, thus the existing campus is not fully contained within the CUP boundary.

2018 Fall Enrollment Summary: The latest annual summary that Luther Seminary provided the City involving 2018 Fall Enrollment indicated data for Employees, Students, Dormitory Beds, and Parking.

- Employees on campus total 118, which is divided between Luther Seminary (100 staff) and Augsburg PA (18 staff).
- On-campus students total 293, which includes 227 for Luther and 66 for Augsburg PA. Luther Seminary also has 273 Off-campus students that are registered but involve internships at other locations, or on-line courses that rarely visit the campus. In summary, Luther Seminary has 500 registered students to the college and Augsburg PA has 66 students of the students using the campus, which totals 566. Just to highlight, 293 On-campus students are used for parking requirements.
- Dormitory Beds total 114, with 41 occupied. This also reflects 36 full-time students.
- Parking for the campus indicates 336 off-street spaces. Please note, that this may vary from more recent survey calculations.

Parking Agreements: It should be noted that Luther Seminary also has two parking agreements with its neighbors. The adjacent Zvago/Ecumen senior living facility (under construction), in which Luther has rights to utilize all 67 surface parking spaces, including 22 spaces on the Zvago/Ecumen property, and a second agreement with nearby Sunrise Bank to provide seven general parking spaces for their use within the seminary's campus.

Land Surveys: In 2018/2019 Luther has engaged SRF Consulting Group to complete a variety of surveys involving the two parcels, to better more accurately describe the campus and its boundary. Please note, that there maybe some minor parking variations to the parking total compared to the 2018 Fall Enrollment Summary, to better capture actual parking available.

Future Plans

Relocate to South Campus: To better facilitate its current and future needs, Luther Seminary plans to move the entire seminary to the South Campus parcel and sell the North Campus. The seminary plans to renovate Olson Campus Center and Gullixson Hall and to make minor parking modifications and site enhancements. Renovations are scheduled to begin in 2019 and be completed within 2-3 years, at which time the seminary will relocate entirely to the South Campus.

Site improvements include the following:

- Revised Olson Campus Center West Entry (remove second level ramp), vehicle drop-off/pick-up area, and parking modification.

- Updated Fire Lane and Pedestrian Corridor between Gullixson and Bockman.
- Pedestrian Plaza, North Community Loop Pedestrian Pathway and modified Parking Lot (remove garages) on the East Side of Olson.
- New Window Wells on the north side of Gullixson.
- Landscape, Lighting, and Stormwater Enhancements.

For this CUP amendment, it should be noted that Bockman Hall is included according to its current use. In the event that Bockman Hall is redeveloped, it would go through additional future CUP amendments at that time.

Augsburg Lease: The current lease for the Augsburg PA program expires on 7-31-2020 and will not be renewed. Thus their 18 staff and 66 students will not be part of any future campus projections.

Luther Seminary Staff/Student Projections for Next 10 to 20 Years:

- Staff increase from 100 to 110.
- Full time On-Campus Students increase from 145 to 184.
- Part time On-Campus Students increase from 82 to 86.
- Off-Campus (Intern/On-Line) Students increase from 273 to 318.
- Total Student enrollment increase from 500 to 588.

Institution Code Summary (Sec. 65.220)

This sections reflects the Code Section 65.220 – COLLEGE, UNIVERSITY, SEMINARY, OR SIMILAR INSTITUTION OF HIGHER LEARNING, which is applicable for an institution for post-secondary education, public or private, offering courses in general, technical, or religious education and not operated for profit, which operates in buildings owned or leased by the institution for administrative and faculty offices, classrooms, laboratories, chapels, auditoriums, lecture halls, libraries, student and faculty centers, athletic facilities, dormitories, fraternities, and sororities, but not including colleges or trade schools operate for profit. The following is a summary of addressing subdivision (a) through (g), with the section general category underlined, followed by seminary’s response.

Minimum Off-Street Parking - Subd (a) – The following represents the minimum parking required, based on discussions with City Planning Staff.

Required Parking Categories (Luther Seminary 20-year Growth Projections)

- Luther Seminary indicates Full-time students as enrolled individuals that are taking on a full schedule of classes, whereas Part-time students is not in the full program, but taking a smaller class load.
- Luther Seminary identifies On-Campus Students as students that come regularly to the physical campus, where as Off-Campus Students are at

different locations around the world, generally through internships or taking classes on-line. On-Campus includes students that live on campus and commute to campus.

- Parking Code has similar naming, but different meaning, such as On-Campus means living on the physical campus, and Off-Campus means living off-site and commute to campus. It is the intent that the spirit of the Code is being followed, even though name conventions may vary.
- Luther Seminary projects 184 Full-Time students to be either living on campus (30 students in residential houses) or commuting to campus (154 students). Please note that 184 Full-Time students is greater than 86 Part-Time students are, and parking requires the greater of the two. Parking code is 1 space per 3 students.
- Students living on campus is scheduled to be within the nine residential houses along the eastern perimeter, which equates to 30 students total. Parking code is 1.5 spaces per dwelling unit (per house).
- Bockman Hall will have some residential units, calculated at 50 beds, but is used more for transitional housing that is more associated with conferences and short-term lodging. This is categorized as a dorm, but is not including Full-Time students that live on campus. Parking code is 1 space per every 3 dorm beds. Please note, that it is anticipated that Bockman Hall may be sold to a developer for future renovation, which may change parking requirement classification, but will be addressed at that time under a separate Conditional Use Permit Amendment.
- Staff is considered any regularly employed professor, administration, leadership, and operational personnel. Parking codes is 1 space per every 2 employees.
- Zvago / Ecumen adjacent senior living facility (under construction), has a parking agreement that grants Luther Seminary full access to the shared parking lot of 67 spaces, which includes 22 spaces that is on the new development's property. The senior living building meets their parking entirely with underground parking.
- Nearby Sunrise Bank has an agreement with Luther Seminary to provide seven general parking spaces within the campus to help meet their parking requirements, thus included within the campus parking requirement.

/Required Parking Spaces Code

- 51.33 Spaces = Full Time Students (154 students / 3)
- 13.50 Spaces = Students Living On-Campus (9 houses X 1.5)
- 16.67 Spaces = Dorm Guest Living (50 beds / 3)
- 55.00 Spaces = Staff (110 staff / 2)
- 07.00 Spaces = Sunrise Bank Parking Agreement
- 143.50 Total Spaces Required

Existing Parking Provided

- 188 Spaces (including 22 shared spaces with Zvago/Ecumen, and seven spaces for Sunrise Bank)
- Existing South Campus is compliant to parking code without any improvements.

Proposed Parking Provided

- 177 Spaces (including 22 shared spaces with Zvago/Ecumen, and seven spaces for Sunrise Bank). This is a reduction of about 11 spaces from existing parking, but still compliant to the parking requirement.
- Includes parking modification due to future master planned Luther Seminary site improvements.

Theater, Auditorium, or Sports Arena Off-Street Parking - Subd (b) – The seminary does not have a theater, auditorium, or sports arena that would apply to other minimum parking requirements for this Institute section, thus Not Applicable.

Campus Adjacent to Major Thoroughfare - Subd (c) – *Campus Boundary at some point shall be adjacent to a major thoroughfare.* Zoning Code Section 60.104(i), in rules that apply to construction of language in the text of the Zoning Code, states that “adjacent means located nearby, with or without contact.” Luther Seminary South Campus is nearby Highway 280 and Como Avenue, which is assumed to qualify as a major thoroughfare, thus meets the intent of this section.

Building Setbacks - Subd (d) – *This section requires that buildings be set back a minimum of fifty (50) feet from every property line, plus an additional two (2) feet for every foot the building’s height exceeds fifty (50) feet.* The existing buildings are to remain, with some minor improvements, and were built before this section became relevant, thus it is assumed that these are grandfathered into the campus.

Building Height Maximum - Subd (e) – *On a campus of five (5) acres or more, no building shall exceed ninety (90) feet in height.* The existing buildings comply to this requirement.

Boundaries and Anticipated Growth and Development - Subd (f) – *Campus boundaries shall not be expanded without prior approval of the Planning Commission, as evidenced by an amended conditional use permit. The property to be a minimum of 3 acres and contiguous.*

Anticipated Growth and Development Statement shall be submitted for the approval of the campus boundary. The following represents a summary to the required categories.

(f.1) – *Proposed new boundary or boundary expansion.* As mentioned before, the 1986 CUP incorrectly described and illustrated the South Campus boundary, accidentally omitting the northeast corner of Olson Campus Center building and related housing/property, which is estimated to be about 0.7 acres. The seminary has been operating within this missing 0.7-acre area for decades as part of the campus, thus

this change is not new to the community. The correct area of the South Campus should total around 10.75 acres, which is also the new Luther Seminary Campus moving forward after relocations are complete.

(f.2) – *Enrollment Growth Plans.* As previously stated, Luther Seminary anticipates the following growth for 10 and 20 years.

- Staff increase from 100 to 110.
- Full time On-Campus Students increase from 145 to 184.
- Part time On-Campus Students increase from 82 to 86.
- Off-Campus (Intern/On-Line) Students increase from 273 to 318.
- Total Student enrollment increase from 500 to 588.

(f.3) – *Parking facilities over the next ten (10) years, including location and time of development.* The South Campus technically meets parking requirements, thus the seminary can relocate to the property without any parking improvements. However, the seminary plans on improving three main areas.

- New westerly Olson main entrance would include some parking modifications to the existing parking lot, that would reduce the parking number slightly, to allow for a new drop-off, pick-up area and related driveway on to Fulham Street, which is already a dead-end street that basically services the majority of the campus parking lots.
- Fire-lane between Gullixson and Olson is to be updated and provide some parking modifications to the westerly parking lot to provide a better drop-off and trash enclosure operations area.
- The pedestrian and plaza spaces on the east side of Olson are scheduled for improvements, including a new walking path, sometimes referenced as the Community Loop, circling the north and east sides of Olson.
- Also on the east side of Olson, the adjacent residential garages and parking area will be replaced with a new parking lot; there will be a net increase of approximately 8 spaces
- It is planned to complete these site improvements, along with the building remodels, within the 2019/2020 construction season, with maybe some minor follow-up in 2021.

(f.4) – *Plans for the provision of additional student housing, whether on-campus or off-campus in college controlled housing.* In general, there are no plans for additional student housing, as they plan on better utilizing the 9 campus houses. The seminary intends to sell Bockman Hall to a buyer who will operate the building for student housing, but that is not part of this application, and would be required to submit a separate CUP Amendment at that time.

(f.5) – *Plans for use of land and buildings, new construction and changes affecting major open space.* As mentioned previously, the Olson and Gullixson buildings are scheduled to be

remodeled with some minor exterior modifications, and some related parking and fire-lane modifications as well. It is also the intent of Luther Seminary to update and modify some of its pedestrian areas in these related areas. In summary, the Open Space is relatively the same, but just some new shapes and styles of pavement and landscaping.

(f.6) – An analysis of the effect this expansion (or new campus) will have on the economic, social and physical well-being of the surrounding neighborhood, and how the expansion (or new campus) will benefit the broader community.

Approval of a new or expanded campus boundary shall be based on an evaluation using the general standards for conditional uses found in section 61.500, and the following criteria

- *Anticipated undergraduate student enrollment growth is supported by plans for student housing that can be expected to prevent excessive increase in student housing demand in residential neighborhoods adjacent to the campus.*
- *Potential parking sites identified in the plan are generally acceptable in terms of possible access points and anticipated traffic flows on adjacent streets.*
- *Plans for building construction and maintenance of major open space areas indicated a sensitivity to adjacent development by maintaining or providing adequate an appropriately located open space.*
- *The proposed new or expanded boundary an the “anticipated growth and development statement” are not in conflict with the city’s comprehensive plan.*

In summary, Luther Seminary has recognized that the way the college operated in the past, is not the path to the future, and the need to adjust to current trends is important for its long-term success. The seminary has recognized that there is more interest in on-line classes and less of a need for on-campus housing and full campus services, thus the decision to become more nimble and reduce its overall footprint. - With fewer on-campus students using the new South Campus, the intensity of use will be returning to what it was when a larger student body inhabited both the North and South Campuses

Enrollment is stable with some minor growth anticipated over the next two decades, which is consistent with other theological schools. The demand for additional student housing is not an issue, as other residential opportunities exist in the neighborhood, through the sale of other campus housing to new owners, which lessens the burden for the seminary to fill.

Parking function and count is similar, if not less, to what currently exists, with just some modifications to existing lots to help the seminary function better. This should function similar to when the college was in its prime and maybe even disperse the traffic better. If the traffic demand was greater, then there would be more parking required.

The South Campus open space is providing new pedestrian and landscape areas in similar locations, just slightly different shapes and layout to help address current seminary function and requirements (fire-lane). The campus is also looking at being more environmentally friendly with more planted areas and less water dependent lawn grass.

Again, the campus is just requesting property boundary expansion due to an error in describing and illustrating the campus from the 1986 CUP. Thus this should not conflict with the City's Comprehensive Plan, as it has already been in campus use for decades. Moreover, the North Campus space that the Seminary is offering for sale will provide new housing stock to support the City's Comprehensive Plan.

Growth and Parking - Subd (g) – The institution shall not exceed by more than ten (10) percent or three hundred (300), whichever is less, the student enrollment, staff and employee size and/or dormitory bed levels identified in the permit unless required off-street parking is provided and approved by the commission.

Similar to the 1986 CUP, this is consistent with the original conditions, but would suggest that the total be calculated to what is required for the site, as Luther Seminary may have increases in On-line enrollment, which has little to no effect to site requirements. We ask that this be the bases versus total enrollment.

END OF NARRATIVE

Appendix

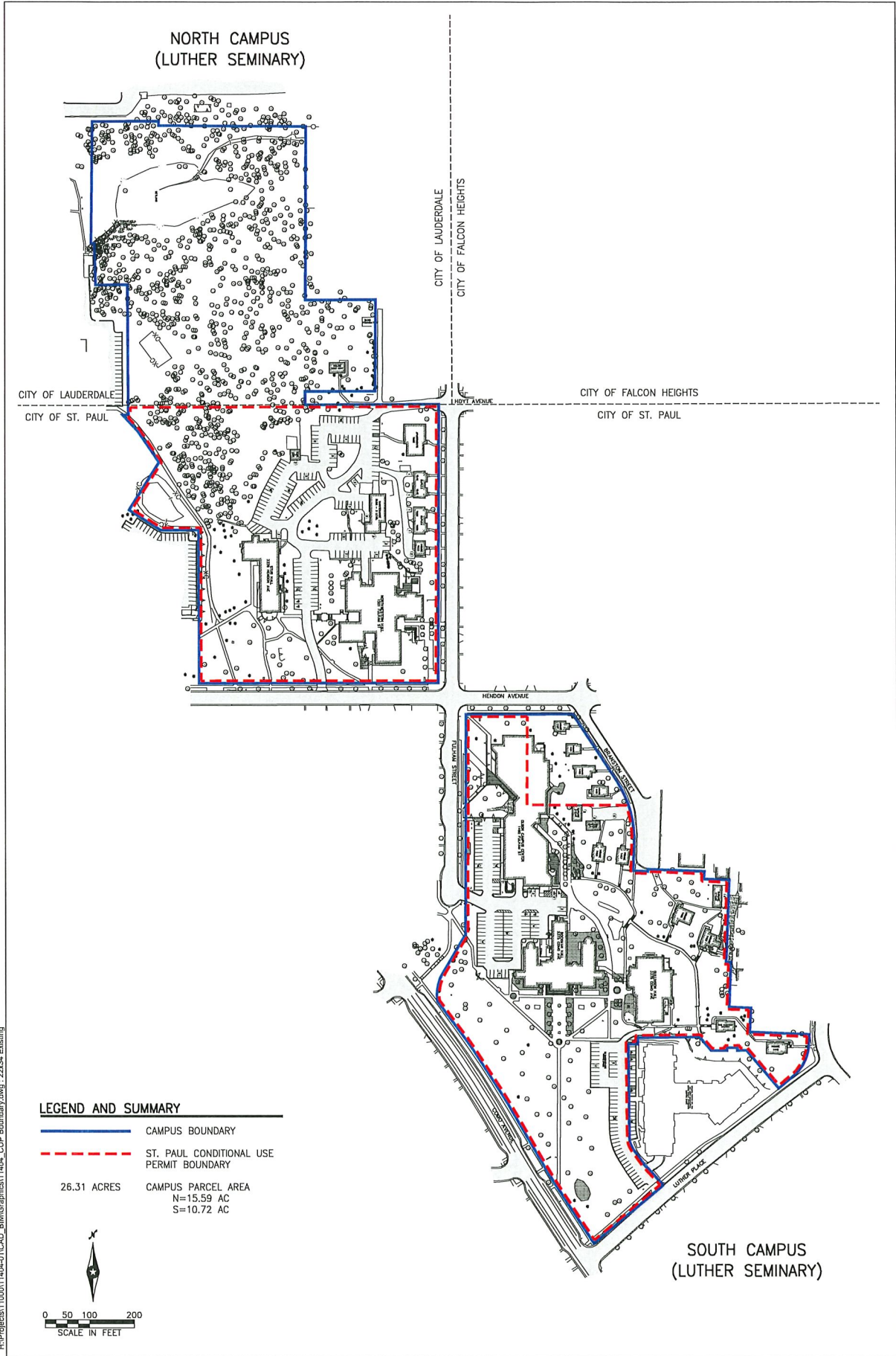
Figures

Figure 1 – Existing Conditional Use Permit – Boundary Plan

Figure 2 – Proposed Conditional Use Permit – Boundary Plan

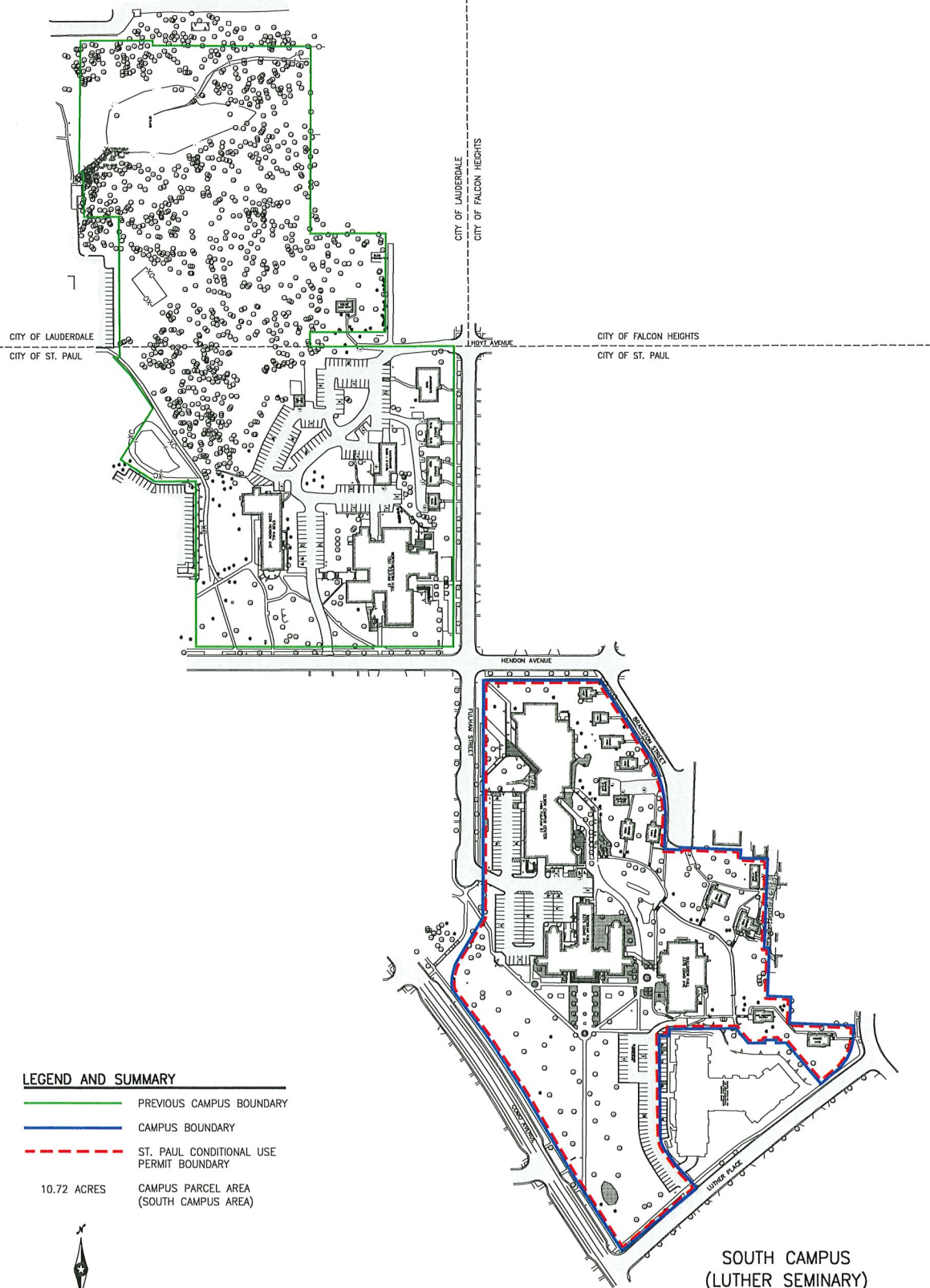
Figure 3 – South Campus – Existing Site Plan

Figure 4 – South Campus – Master Site Plan



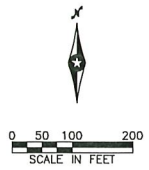
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NORTH CAMPUS
(NO LONGER LUTHER SEMINARY)



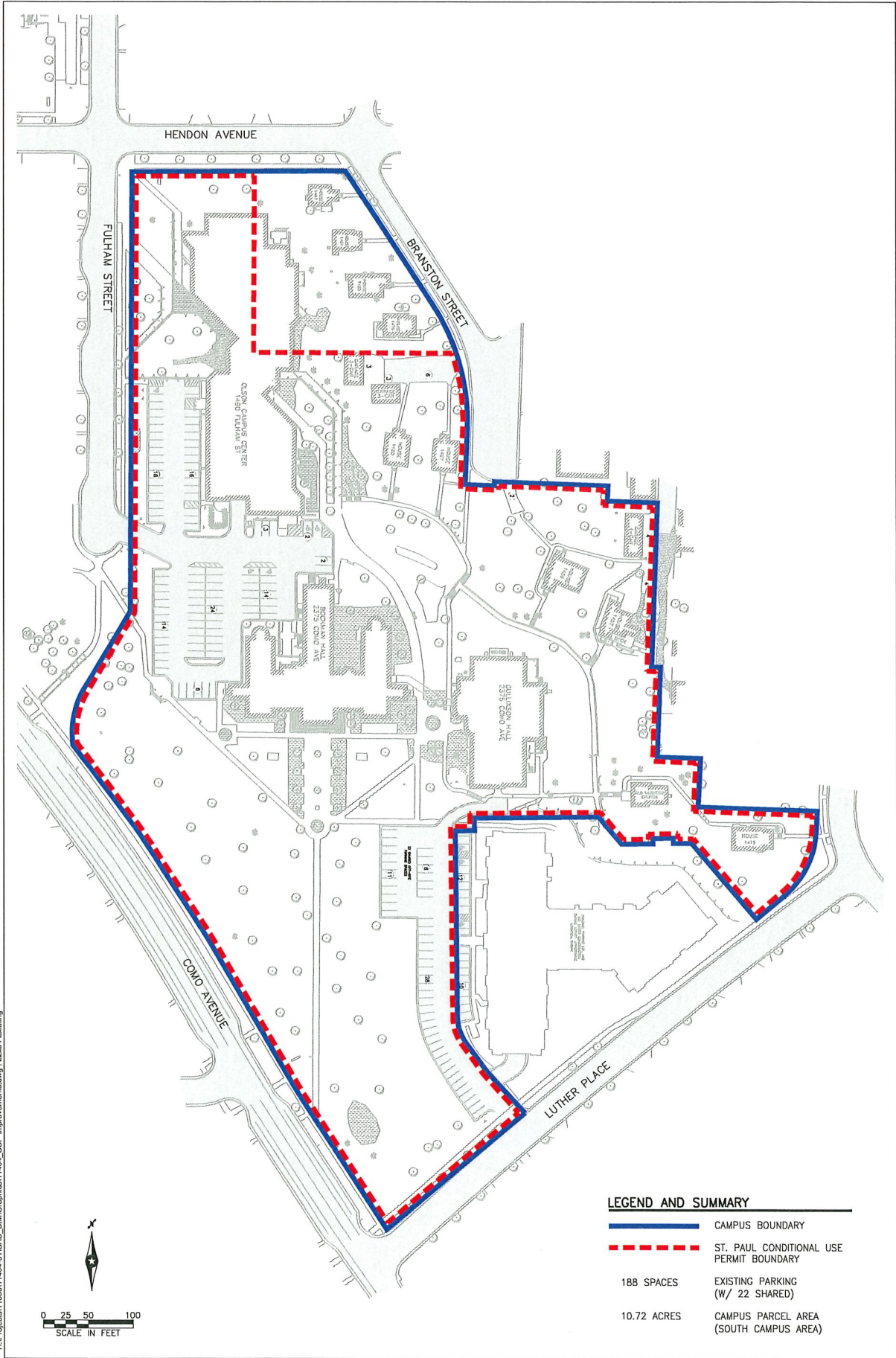
LEGEND AND SUMMARY

- PREVIOUS CAMPUS BOUNDARY
- CAMPUS BOUNDARY
- - - ST. PAUL CONDITIONAL USE PERMIT BOUNDARY
- 10.72 ACRES CAMPUS PARCEL AREA (SOUTH CAMPUS AREA)

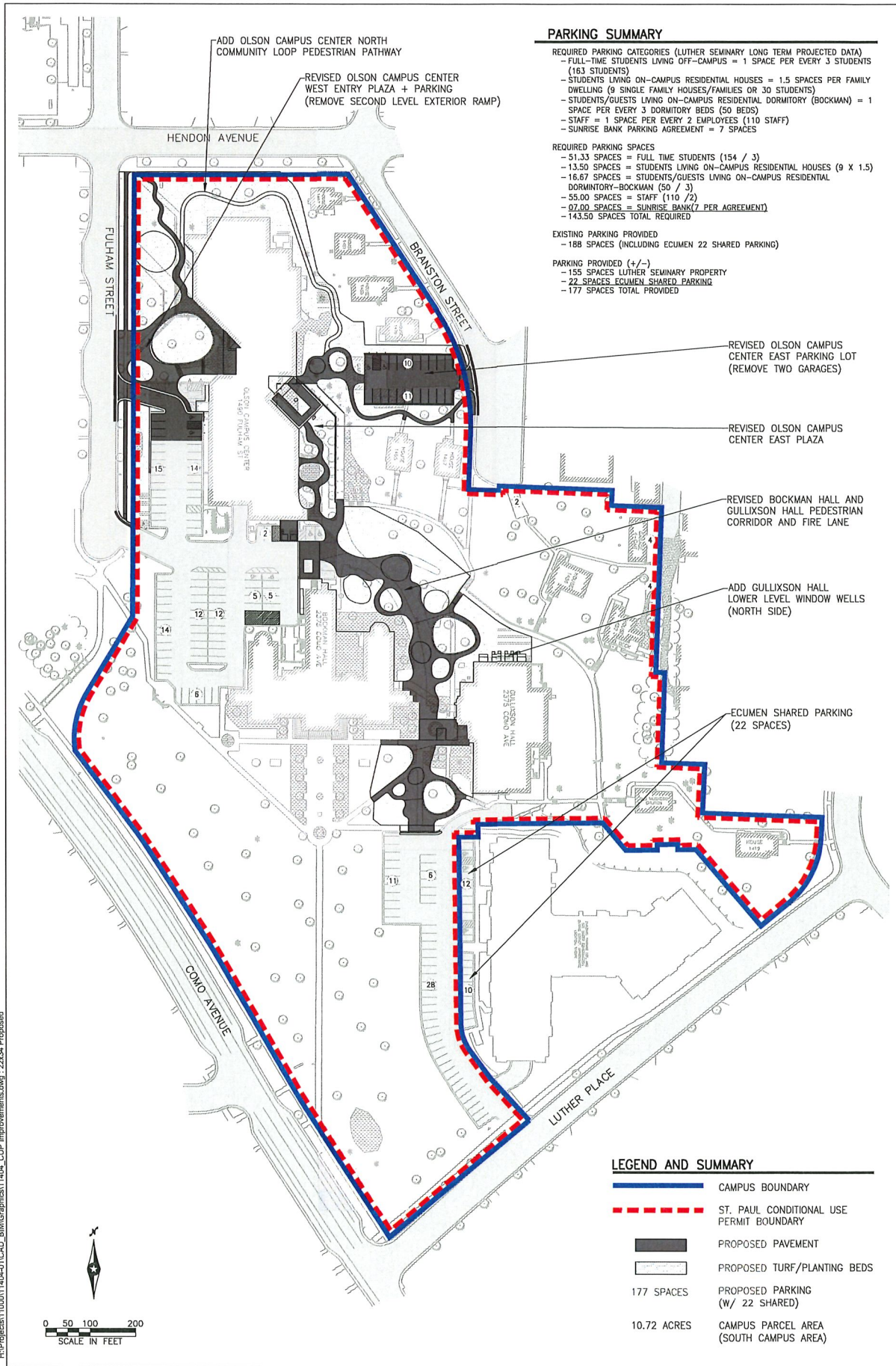


SOUTH CAMPUS
(LUTHER SEMINARY)

H:\Projects\1100011404-01\CAD_BIM\Graphics\11404_CUP_Boundary.dwg: 2/23/2019 10:43:34 AM



H:\Projects\1100011404-ONICAD_BIM\Graphics\11404_CUP_Improvements.dwg - 2/20/2019 10:48AM



PARKING SUMMARY

- REQUIRED PARKING CATEGORIES (LUTHER SEMINARY LONG TERM PROJECTED DATA)
- FULL-TIME STUDENTS LIVING OFF-CAMPUS = 1 SPACE PER EVERY 3 STUDENTS (163 STUDENTS)
 - STUDENTS LIVING ON-CAMPUS RESIDENTIAL HOUSES = 1.5 SPACES PER FAMILY DWELLING (9 SINGLE FAMILY HOUSES/FAMILIES OR 30 STUDENTS)
 - STUDENTS/GUESTS LIVING ON-CAMPUS RESIDENTIAL DORMITORY (BOCKMAN) = 1 SPACE PER EVERY 3 DORMITORY BEDS (50 BEDS)
 - STAFF = 1 SPACE PER EVERY 2 EMPLOYEES (110 STAFF)
 - SUNRISE BANK PARKING AGREEMENT = 7 SPACES
- REQUIRED PARKING SPACES
- 51.33 SPACES = FULL TIME STUDENTS (154 / 3)
 - 13.50 SPACES = STUDENTS LIVING ON-CAMPUS RESIDENTIAL HOUSES (9 X 1.5)
 - 16.67 SPACES = STUDENTS/GUESTS LIVING ON-CAMPUS RESIDENTIAL DORMITORY-BOCKMAN (50 / 3)
 - 55.00 SPACES = STAFF (110 / 2)
 - 07.00 SPACES = SUNRISE BANK (7 PER AGREEMENT)
 - 143.50 SPACES TOTAL REQUIRED
- EXISTING PARKING PROVIDED
- 188 SPACES (INCLUDING ECUMEN 22 SHARED PARKING)
- PARKING PROVIDED (+/-)
- 155 SPACES LUTHER SEMINARY PROPERTY
 - 22 SPACES ECUMEN SHARED PARKING
 - 177 SPACES TOTAL PROVIDED

LEGEND AND SUMMARY

- CAMPUS BOUNDARY
- - - ST. PAUL CONDITIONAL USE PERMIT BOUNDARY
- PROPOSED PAVEMENT
- PROPOSED TURF/PLANTING BEDS
- 177 SPACES PROPOSED PARKING (W/ 22 SHARED)
- 10.72 ACRES CAMPUS PARCEL AREA (SOUTH CAMPUS AREA)

L:\Projects\1100011404-01\CAD_BIM\Graphics\11404_CUP_Improvements.dwg : 22:04, Proposed

Figure 4

CITY OF ST. PAUL, MINNESOTA
SPECIAL CONDITION USE PERMIT

ZONING FILE #9952

2345046

APPLICANT: Luther Northwestern Theological Seminary

PURPOSE: Establish campus boundary and monitor compliance with Zoning Code parking requirements.

LOCATION: 2481 Como Avenue

LEGAL DESCRIPTION: Attached

ZONING COMMITTEE ACTION: Approved August 21, 1986 (3-0)

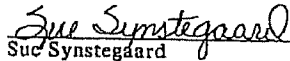
PLANNING COMMISSION ACTION: Approved August 22, 1986 (unanimous voice vote)

CONDITIONS OF THIS PERMIT:

1. Luther Northwestern will not expand a seminary use to any property outside of the campus boundary as defined in attached "Exhibit A" unless a modification of the boundary is granted by the Planning Commission.
2. Every January 31st, Luther Northwestern will report in writing to Planning Division staff the numbers of employees, students, dormitory beds, and parking spaces for the previous fall term.
3. Additional parking spaces will be provided as required whenever the base level of employees, dormitory beds, and full-time students living off-campus identified in the permit increases by a minimum of 10 percent to 532. (NOTE: Luther Northwestern Theological Seminary currently exceeds the Zoning Code parking requirement by 157 spaces. These extra spaces can be used toward meeting any future increase in the parking requirement.)

APPROVED BY: David Lanegran, Planning Commission Chairman

I, the undersigned Secretary to the Zoning Committee of the Planning Commission for the City of Saint Paul, Minnesota, do hereby certify that I have compared the foregoing copy with the original record in my office; and find the same to be a true and correct copy of said original and of the whole thereof, as based on minutes of the Saint Paul Planning Commission meeting held on August 22, 1986, and on record in the Saint Paul Planning Division Office, 25 W. Fourth Street, Saint Paul, Minnesota.


Sue Synstegard
Secretary to the Saint Paul
Zoning Committee

This permit will expire one year from the date of approval if the use herein permitted is not established.

The decision to grant this permit by the Planning Commission is an administrative action subject to appeal to the City Council. Anyone affected by this action may appeal this decision by filing the appropriate application and fee at the Zoning Office, 1100 City Hall Annex, 25 West Fourth Street. Any such appeal must be filed within 15 calendar days of the mailing date noted below.

Violation of the conditions of this permit may result in its revocation.

Copies to: Applicant
File #9952
Zoning Administrator
License Inspector
District Council

Mailed: September 16, 1986

Nov 19 10 53 AM '86

2345046

PAUL * ACTIVE * 03/28/86

NAMES

FEE OWNER...

~~ST ANTHONY PARK NORTH~~

~~ST ANTHONY PARK NORTH~~

2481 COMO AVE W

ST PAUL MN

55108

PROP ADDR...

2375 COMO AVE

ST. PAUL

MN 55108

LOAN CO.....

9346

12/06/85

TAX DESCRIPTION

PLAT..02055..

MANN'S ADDITION TO ST.

LOT SIZE.....

384,489 SQ FT

DEEL.....

ANTHONY PARK NORTH

0.94 ACRES

SUBJ TO ST; VAC ST & ALLYS

GROUP#..

TORREN#..

ACCRUING & BLKS 1 & BLK 2

COMMENTS

NO COMMENTS

@\QP,2029234200940#ENTER ANOTHER DISPLAY CODE

>&Y @\QP, 02923130075

20-29-23-13-0075-2 10-67600-110-11 10 ST. PAUL

* ACTIVE *

03/28/86

NAMES

FEE OWNER...

LUTHER NW THEOLOGICAL SEM

2481 COMO AVE W

ST PAUL MN

55108

PROP ADDR...

6 BRANSTON ST

ST. PAUL

MN 55108

LOAN CO.....

9346

TAX DESCRIPTION

PLAT..02086..

ST ANTHONY PARK NORTH

LOT SIZE.....

41,210 SQ FT

DESC.....

E 1/2 OF VAC ALLEY ADJ AND

.94 ACRES

LOTS 5 6 AND 7 ALSO W 1/2

GROUP#..

TORREN#..

OF VAC ALLEY ADJ AND

LOT 11 BLK 11

COMMENTS

NO COMMENTS

@\QP,2029231300750#ENTER ANOTHER DISPLAY CODE

>&Y @\QP,202923130075

20-29-23-13-0076-5 10-67600-120-11 10 ST. PAUL

* ACTIVE *

03/28/86

NAMES

FEE OWNER...

LUTHER NW THEOLOGICAL SEM

2481 COMO AVE W

ST PAUL MN

55108

PROP ADDR...

1478 FULHAM ST

ST. PAUL

MN 55108

LOAN CO.....

9346

TAX DESCRIPTION

PLAT..02086..

ST ANTHONY PARK NORTH

LOT SIZE.....

7,000 SQ FT

DESC.....

W 1/2 OF VAC ALLEY ADJ AND

.16 ACRES

LOT 12 BLK 11

GROUP#..

TORREN#..

COMMENTS

Q\QP,202923130078#ENTER ANOTHER DISPLAY CODE---->QY Q#QP,202923130078

20-29-23-13-0077-8 10-67600-130-11 10 ST. PAUL

NAMES

FEE OWNER... LUTHER NORTHWESTERN THEOLOGICAL SEMINARY 2481 COMD AVE H ST PAUL MINN 55108 PROP ADDR... 1482 FULHAM ST ST. PAUL MN 55108 LOAN CO..... 9346

TAX DESCRIPTION

PLAT..02086. ST ANTHONY PARK NORTH LOT SIZE.....7,000 SQ FT DESC..... H 1/2 OF VAC ALLEY ADJ AND .16 ACRES LOT 13 BLK 11 GROUP#. TORREN#.

COMMENTS

NO COMMENTS

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20-29-23-13-0078-1 10-67600-140-11 10 ST. PAUL

* ACTIVE * 03/28/86

NAMES

FEE OWNER... LUTHER NORTHWESTERN THEOLOGICAL SEMINARY 2481 COMD AVE H ST PAUL MINN 55108 PROP ADDR... 1486 FULHAM ST ST. PAUL MN 55108 LOAN CO..... 9346

TAX DESCRIPTION

PLAT..02086. ST ANTHONY PARK NORTH LOT SIZE.....7,000 SQ FT DESC..... H 1/2 OF VAC ALLEY ADJ AND .16 ACRES LOT 14 BLK 11 GROUP#. TORREN#.

COMMENTS

NO COMMENTS

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* ACTIVE * 07/28/86

NAMES

FEE OWNER... LUTHER NORTHWESTERN THEOLOGICAL SEMINARY 2481 COMD AVE H ST PAUL MINN 55108 PROP ADDR... 1492 FULHAM ST ST. PAUL MN 55108 LOAN CO..... 9346

TAX DESCRIPTION

PLAT..02086. ST ANTHONY PARK NORTH LOT SIZE.....7,000 SQ FT DESC..... H 1/2 OF VAC ALLEY ADJ AND .16 ACRES LOT 15 BLK 11 GROUP#. TORREN#.

20-26-23-13-0080-4 10-67500-160 11 10 ST. PAUL * ACTIVE * 03/28/86

NAMES-----
FEE OWNER...!
! LUTHER NW THEOLOGICAL SEM
! 2481 COMO AVE W
! ST PAUL MN 55108
PROP ADDR...! 1498 FUHAM ST
! ST. PAUL MN 55108
LOAN CO.....! 9346

TAX DESCRIPTION-----
PLAT..02086.! ST ANTHONY PARK NORTH ! LOT SIZE.....7,000 SQ FT
DESC.....! LOT 16 BLK 11 ! .16 ACRES
! GROUP#.. TORREN#

COMMENTS-----
NO COMMENTS

@\GF,2029231300800#ENTER ANOTHER DISPLAY CODE--->CY @#GF,202923130093

20-27-23-13-0093-0 10-67600-180-12 10 ST. PAUL * ACTIVE * 03/28/86

NAMES-----
FEE OWNER...!
! LUTHER NORTHWESTERN
! THEOLOGICAL SEMINARY
! 2481 COMO AVE W
! ST PAUL MINN 55108
PROP ADDR...! 1456 BRANSTON ST
! ST. PAUL MN 55108
LOAN CO.....! 9346

TAX DESCRIPTION-----
PLAT..02086.! ST ANTHONY PARK NORTH ! LOT SIZE.....36,600 SQ FT
DESC.....! E 1/2 OF BRANSTON ST VAC ! .84 ACRES
! ADJ AND LOTS 15 THRU ! GROUP#.. TORREN#
! LOT 18 BLK 12

COMMENTS-----
NO COMMENTS

@\GF,2029231300930#ENTER ANOTHER DISPLAY CODE --->CY @#GF,0F,202923240001

@\GF,0F,DISPLAYS AVAILABLE !@\.200#ENTER THE DISPLAY CODE--->CY200#
CODE DESCRIPTION ! ENTER ONE OF THE SEARCH VALUES BELOW

10					
11	NAMES	@\.100#	PIN-----		@#
12	TAX DESCRIPTION				
13	COMMENTS	@\.300#	PROPERTY ADDRESS		
20			HOUSE NUMBER----->@1292320#		
21	LOCATION (PREV YR)		STREET, NAME----->@70001		
@#					
22	VALUES (PREV YR)		STREET TYPE----->@1	@#	
30			STREET DIRECTION----->@1	@#	
31	LOCATION (CURR YR)		UNIT NUMBER----->@1	@#	
32	VALUES (CURR YR)				
40		@\.400#	HOMESTEADER NAME		
41	LOCATION (NEXT YR)		LAST----->@1		
@#					
42	VALUES (NEXT YR)		FIRST----->@1	@#	

2345046

201 10/11/81
DOCUMENT # 2345046
PARCEL CODE
0292324001

20-29-23-24-0001-7 10-02000-010-42 10 ST. PAUL * ACTIVE * 03/28/86

NAMES-----
FEE OWNER...!
NORTHWESTERN LUTHERAN
1501 FULHAM ST
ST PAUL MINN 55108
TAXPAYER....!
LUTHER NH THEOLOGICAL SEM
2481 COMO AVE
ST PAUL MINN 55108
PROP ADDR...!
1550 EUSTIS ST
ST. PAUL MN 55108
LOAN CO.....!
9346

TAX DESCRIPTION-----
PLAT...01955... SECTION 20 TOWN 29 RANGE 23 LOT SIZE.....122,670 SQ FT
DESC..... EX W 40 FT FOR EUSTIS ST 2.81 ACRES
PART OF W 1/2 OF NW 1/4 GROUP#.. TORREN#..
OF SE 1/4 OF NW 1/4 NLY OF
COMO AVE IN
SEC 20 TN 29 RN 23

COMMENTS-----
QP,202923240003

20-29-23-24-0003-3 10-02000-030-41 10 ST. PAUL * ACTIVE * 03/28/86

NAMES-----
FEE OWNER...!
LUTHER NORTHWESTERN
THEOLOGICAL SEMINARY
2481 COMO AVE W
ST PAUL MINN 55108
PROP ADDR...!
2977 FULHAM ST
ST. PAUL MN 55113
LOAN CO.....!
9346

TAX DESCRIPTION-----
PLAT...01955... SECTION 20 TOWN 29 RANGE 23 LOT SIZE.....461,386 SQ FT
DESC..... EX BEG AT NW COR OF 10.59 ACRES
INTERSECTION OF HENDON AND
FULHAM STS TH N 310 56/100 GROUP#.. TORREN#..
FT TH W 113 35/100 FT TH N
140 FT TH W 120 FT TH S 46
DEB 04 MIN W 124 95/100 FT
TH S 250 FT TH W 30 FT TH S
TO N L OF ST TH E TO BEG
THE E 3/4 OF N 1/2 OF SE
1/4 OF NW 1/4 (SUBJ TO RDS) QP,202923240004

20-29-23-24-0004-6 10-02000-020-41 10 ST. PAUL * ACTIVE * 03/28/86

NAMES-----
FEE OWNER...!
NORTHWESTERN LUTHERAN
2481 COMO AVE

PAGE 250A... 1501 FULHAM ST

ST. PAUL

MN 55108

2345046

LOAN CO..... 0546

TAX DESCRIPTION

PLAT..01455. SECTION 20 TOWN 29 RANGE 23
 DESC..... BEG AT NW COR 01
 INTERSECTION OF HENDON AND
 FULHAM STS 7H N 310 56/100
 FT TH W 113 35/100 FT TH N
 140 FT TH W 120 FT TH S 46
 DEG 04 MIN W 124 95/100 FT
 TH S 250 FT TH W 30 FT TH S
 70 N L OF ST TH E TO BEG 2N
 SE 1/4 OF NW 1/4 OF
 SEC 20 7N 29 RN 23

LOT 101..... 125,070 SQ FT
 2.87 ACRES
 GROUP#.. TURREN#..

END

03/28/86 16.18.08. EXIT MENTOR
 SCOPE TRANSACTION EXECUTIVE V2.1.
 COMMAND-

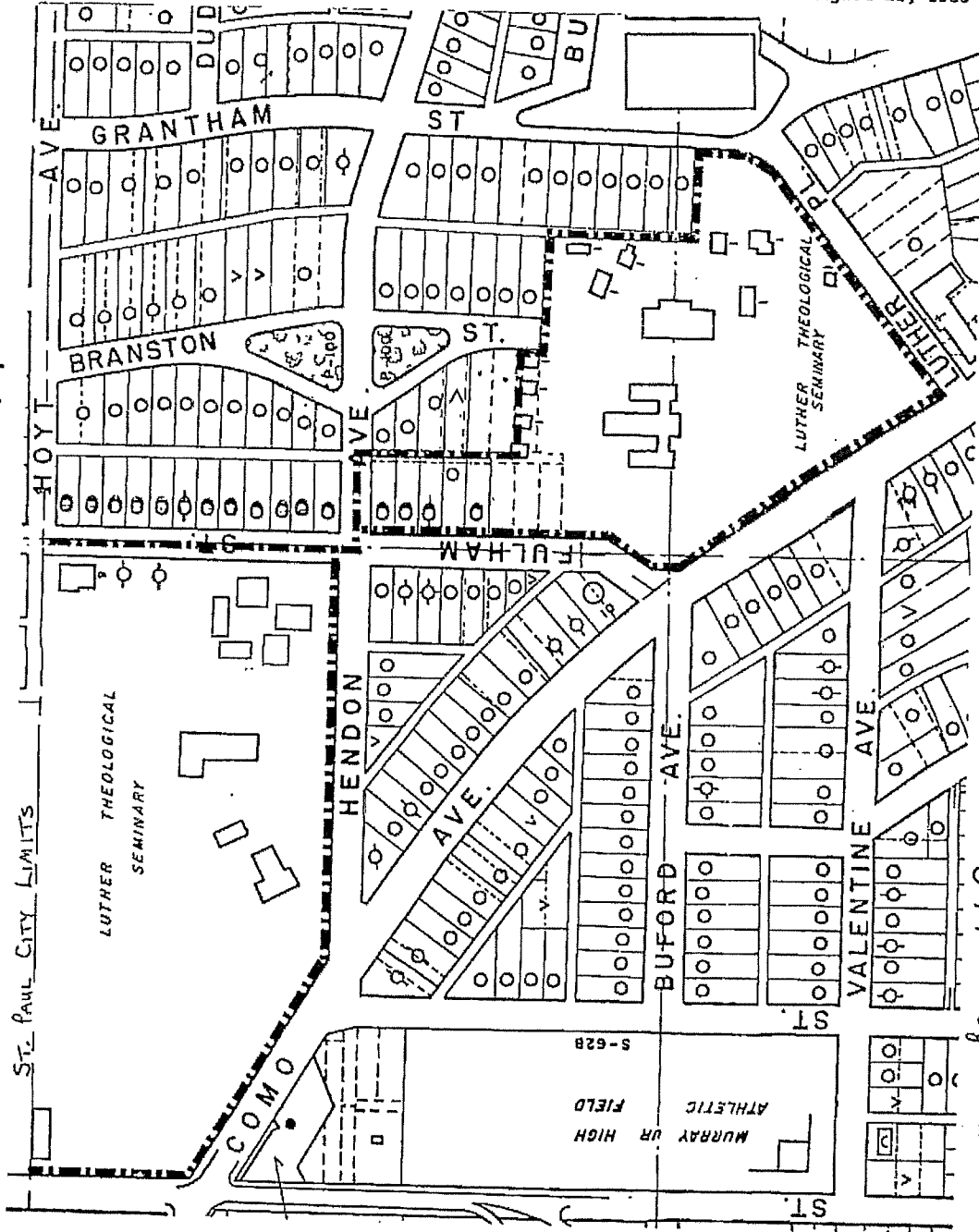
4

2345046

EXHIBIT A

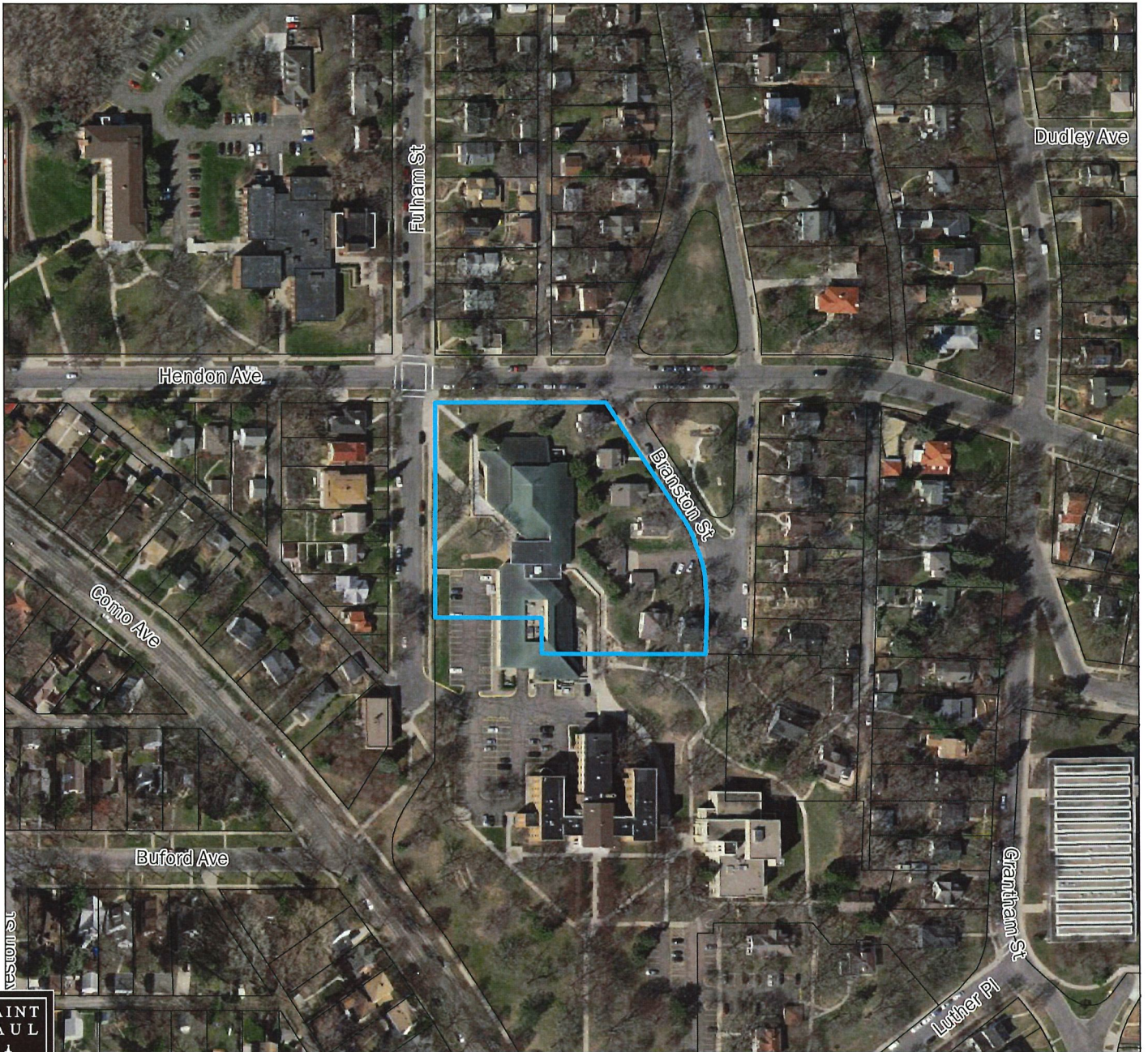
August 21, 1986

LUTHER NORTHWESTERN THEOLOGICAL SEMINARY



STE. PAUL CITY LIMITS

Recommended Campus Boundary



FILE #19-014075 | AERIAL MAP
Application of Luther Seminary

Application Type: CUP
Application Date: February 21, 2019
Planning District: 12

Subject Parcel Outlined in Blue



This document was prepared by the Saint Paul Planning and Economic Development Department and is intended to be used for reference and illustrative purposes only. This drawing is not a legally recorded plan, survey, official tax map or engineering schematic and is not intended to be used as such. Data sources: City of Saint Paul, Ramsey County, Metropolitan Council, State of Minnesota.



FILE #19-014075 | LAND USE MAP
Application of Luther Seminary

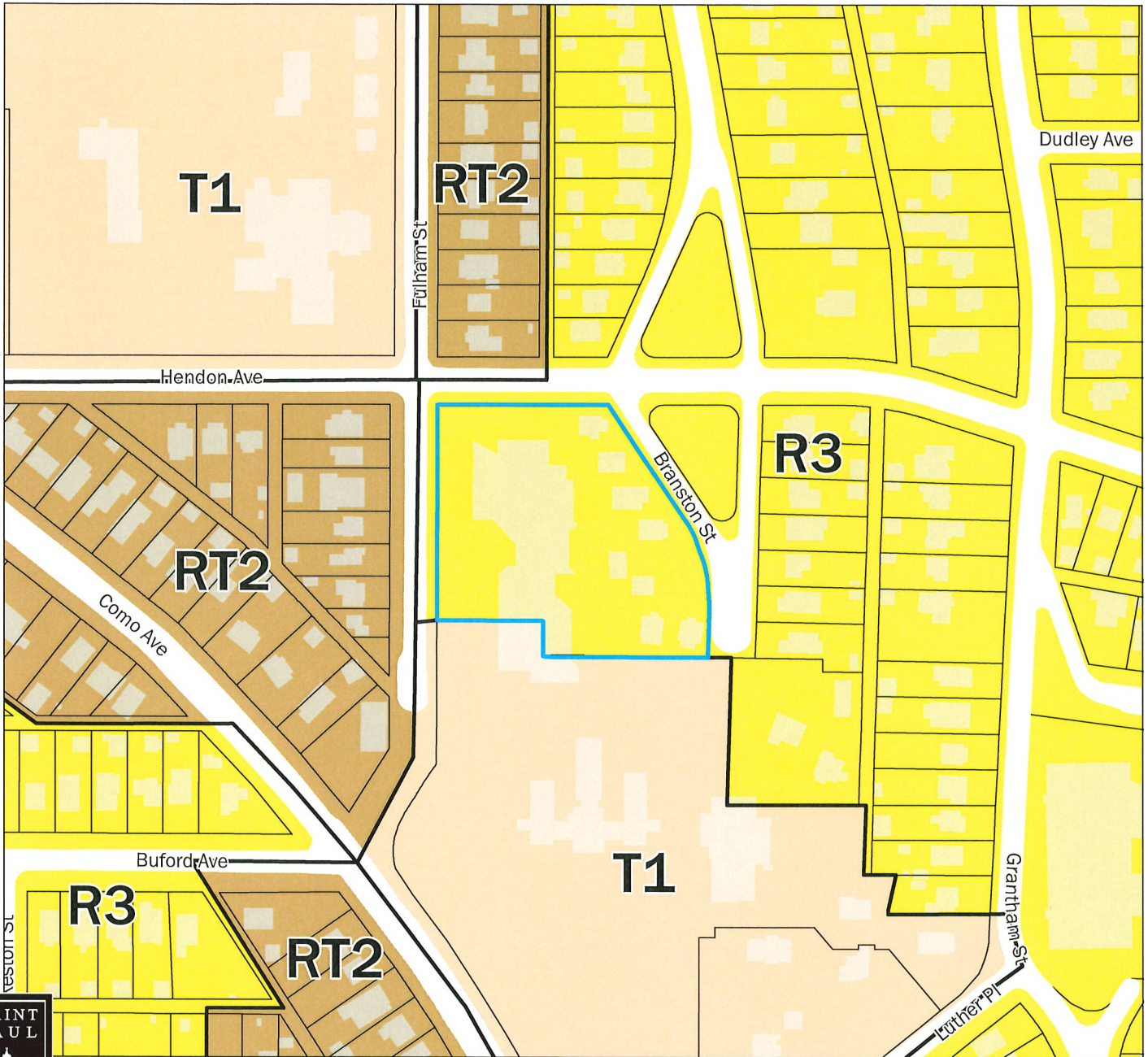
Application Type: CUP
 Application Date: February 21, 2019
 Planning District: 12



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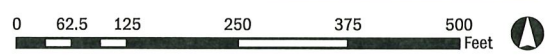
Subject Parcel Outlined in Blue

- | | | | |
|---------------------------|--------------------------------|--------------------------------|--------------|
| Farmstead | Office | Extractive | Airport |
| Seasonal/Vacation | Retail and Other Commercial | Institutional | Agricultural |
| Single Family Detached | Mixed Use Residential | Park, Recreational or Preserve | Undeveloped |
| Manufactured Housing Park | Mixed Use Industrial | Golf Course | Water |
| Single Family Attached | Mixed Use Commercial and Other | Major Highway | |
| Multifamily | Industrial and Utility | Railway | |



FILE #19-014075 | ZONING MAP
Application of Luther Seminary

Application Type: CUP
 Application Date: February 21, 2019
 Planning District: 12



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Subject Parcel Outlined in Blue

RL One-Family Large Lot	RM3 Multiple-Family	BC Community Business (converted)	I3 Restricted Industrial
R1 One-Family	T1 Traditional Neighborhood	B2 Community Business	F1 River Residential
R2 One-Family	T2 Traditional Neighborhood	B3 General Business	F2 Residential Low
R3 One-Family	T3 Traditional Neighborhood	B4 Central Business	F3 Residential Mid
R4 One-Family	T3M T3 with Master Plan	B5 Central Business Service	F4 Residential High
RT1 Two-Family	T4 Traditional Neighborhood	IT Transitional Industrial	F5 Business
RT2 Townhouse	T4M T4 with Master Plan	ITM IT with Master Plan	F6 Gateway
RM1 Multiple-Family	OS Office-Service	I1 Light Industrial	VP Vehicular Parking
RM2 Multiple-Family	B1 Local Business	I2 General Industrial	PD Planned Development
			CA Capitol Area Jurisdiction