



**CITY OF NORMAN, OK
STAFF REPORT**

MEETING DATE: 5/12/2026

REQUESTER: Islamic Society of Norman

PRESENTER: Jane Hudson, Planning and Community Development Director

ITEM TITLE: CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-30 UPON FIRST READING
BY TITLE: AN ORDINANCE OF THE COUNCIL OF THE CITY OF NORMAN, OKLAHOMA, AMENDING SECTION 36-201 OF THE CODE OF THE CITY OF NORMAN SO AS TO REMOVE LOTS 14 THROUGH 22 AND LOTS 28 THROUGH 36, ALL OF BLOCK 4 IN HARDIE-RUCKER ADDITION, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE R-1, SINGLE-FAMILY DWELLING DISTRICT, AND R-3, MULTIFAMILY DWELLING DISTRICT, AND PLACE SAME IN A SPUD, SIMPLE PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (PROPERTIES GENERALLY LOCATED SOUTH OF E. LINDSEY STREET BETWEEN MCKINLEY AVENUE AND GEORGE AVENUE; WARD 7)

APPLICANT/REPRESENTATIVE	Islamic Society of Norman/Rieger Sadler Joyce, LLC
LOCATION	South of E. Lindsey Street between McKinley Avenue and George Avenue
WARD	7
CORE AREA	Yes
EXISTING ZONING	R-1, Single-Family Dwelling District, and R-3, Multifamily Dwelling District
EXISTING LAND USE DESIGNATIONS	Urban High
CHARACTER AREA	Core Neighborhood
PROPOSED ZONING	SPUD, Simple Planned Unit Development
PROPOSED LAND USE	No Change

REQUESTED ACTION

Rezone to SPUD, Simple Planned Unit Development, for the construction of a youth center

SUMMARY:

The applicant, Islamic Society of Norman, is requesting a rezoning from R-1, Single-Family Dwelling District, and R-3, Multifamily Dwelling District, to SPUD, Simple Planned Unit Development. The proposed rezoning will allow for the construction of a youth center to the west of the existing mosque. The existing mosque has been in place since 2011. The proposed youth center will have a gym, classrooms, and associated amenities. The applicant also proposes additional parking facilities to the south of the project.

EXISTING CONDITIONS:

SIZE OF SITE: 1.872 acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	R-1 & R-3	R-1 & OU Property	R-3 (OU Property)	R-1	R-1 & R-3
Land Use	Urban High	Civic	Urban High	Urban High	Urban High
Current Use	Place of Worship	OU Property	Vacant (OU Property)	Residential (Single-Family)	Residential (Single- and Multi-Family)

ZONING DESIGNATIONS

R-1, Single-Family Dwelling District

This residential district is intended for single-family detached development, including accessory dwelling units and other accessory structures. Other uses compatible with single-family residential development are also allowed. Developments in this zoning district should have access to City services and be located in the urbanized area.

R-3, Multifamily Dwelling District

The R-3 district is designed to allow for higher densities of residential development. Bulk standards and development regulations in this district have been designed to promote compatibility with adjacent residential uses of lower densities.

LAND USE DESIGNATION

Urban High

Highly compact, walkable pattern of urban development prioritizing alternative means of transportation. Lot to no building spacing and separation of uses. This area is intended to create opportunities for economic activities attracting a city-wide audience, and place residents closer to services and jobs.

- High-intensity areas strive for more residential than non-residential uses with frequent master-planned mixed-use development nodes. Non-residential uses may be more common in UH than in UM or UL due to higher concentrations of population.
- Gross densities in any single development should be greater than 12 units per acre.

CHARACTER AREA DESIGNATIONS

Core Neighborhood Areas

The Core Neighborhood is a focal point of the city, the traditional central business district, with a concentration of activities such as general retail, service commercial, professional office, mixed-density housing, mixed-use spaces, and appropriate public and open space easily accessible by pedestrians. This area frames the University of Oklahoma campus.

The Core Neighborhood encompasses all historic districts and some existing neighborhood planning areas. One notable aspect of this area is the reinvestment that has been occurring over the past decade.

The Core Neighborhood is defined by smaller, traditionally platted lots and older homes. Most streets within this Character Area are designed on a grid pattern, radiating from the BNSF rail line, and are highly connected to one another. Alleys are prominent and, although often used by local traffic, are in disrepair and in need of maintenance. Towards the commercial centers of this Character Area, taller buildings are more common, with the overarching height of residential structures being three stories or less.

NEAREST PUBLIC PARK

Reaves Park is approximately 0.5 miles from the subject property and is accessible via existing sidewalks along E. Lindsey Street and Jenkins Avenue.

PROCEDURAL REQUIREMENTS:

PRE-DEVELOPMENT:

PD25-30

November 20, 2025

Several neighboring residents were in attendance and asked questions related to the project. Questions asked revolved around traffic, the rezoning process, existing conditions of the site, expected activity for the site, and the reason for the expansion. The applicant representative explained the rezoning process to those in attendance with the help of planning staff present at the meeting. The applicant responded to the questions related to the project stating that the site would see the most activity on Fridays, Saturdays, Sundays, and Wednesdays. The applicant further explained that the site currently does not have adequate space to hold youth activities. Currently all worship related activities are held within the same space. The proposed expansion would provide a designated space for youth activities to be held, alleviating any space-related issue.

BOARD OF PARKS COMMISSIONERS:

The property is platted as part of the Hardie Rucker Addition; therefore, Board of Parks Commissioners review is not required for this rezoning.

REVIEW COMMENTS:

This application was submitted to the following agencies, departments, and/or divisions for review and comment. An asterisk (*) indicates that the agency, department, and/or division

responded with review comments “inconsistent” with AIM Norman Plan. Items italicized and blue in these sections represent City Staff analysis.

CITY DEPARTMENTS

1. Fire Department
2. Building Permitting Review
3. Public Works/Engineering
4. Transportation Engineer
5. Planning*
6. Utilities

FIRE DEPARTMENT

Items related to fire codes will be addressed during the building permit review.

BUILDING REVIEW

Items related to building codes will be addressed during the building permit review.

PUBLIC WORKS/ENGINEERING

The subject properties are platted as part of the Hardie Rucker Addition; however, a Lot Line Adjustment will be required to combine the properties into one lot after the approval of this rezoning request.

TRANSPORTATION ENGINEER

The Transportation Engineer stated there are no traffic concerns associated with this proposal.

PLANNING*

ZONING CODE CONSIDERATIONS

SPUD, Simple Planned Unit Development

The SPUD, Simple Planned Unit Development is a special zoning district that provides an alternate approach to the conventional land use controls and to a PUD, Planned Unit Development to maximize the unique physical features of a particular site and produce unique, creative, progressive, or quality land developments.

- The SPUD may be used for particular tracts or parcels of land that are to be developed, according to a SPUD narrative and a development plan map and contains less than five acres.
- The SPUD is subject to review procedures by Planning Commission and adoption by City Council.

It is the intent of this section to encourage developments with a superior built environment brought about through unified development and to provide for the application of design ingenuity in such developments while protecting existing and future surrounding areas in achieving the goals of comprehensive plan of record. In addition, the SPUD provides for the following:

- Encourage efficient, innovative use of land in the placement and/or clustering of buildings in a development and protect the health, safety and welfare of the community.
- Contribute to the revitalization and/or redevelopment of areas where decline of any type has occurred. Promote infill development that is compatible and harmonious with

adjacent uses and would otherwise not be an area that could physically be redeveloped under conventional zoning.

- Maintain consistency with the City's zoning ordinance, and other applicable plans, policies, standards and regulations on record.
- Approval of a zone change to a SPUD adopts the master plan prepared by the applicant and reviewed as a part of the application. The SPUD establishes new and specific requirements for the amount and type of land use, residential densities, if appropriate, development regulations and location of specific elements of the development, such as open space and screening.

*The applicant requests rezoning from R-1, Single-Family Dwelling District, and R-3, Multifamily Dwelling District, to SPUD, Simple Planned Unit Development to allow for the construction of a youth center west of the existing mosque. The proposed youth center consists of a gymnasium, classrooms, and associated amenities. The proposal also includes additional parking facilities. The applicant has chosen to pursue a SPUD to allow for a higher impervious coverage allowance than is permitted under straight zoning districts and to narrowly tailor the allowable uses. This is **consistent** with the purpose of a SPUD.*

Uses Permitted

- The uses allowed under this SPUD include place of worship (mosque) as well as other associated administrative and recreational uses such as a gymnasium, youth center, offices, and meeting rooms, as well as off-street parking and loading areas.

*The proposed SPUD allows for related administrative and recreational facilities in addition to the existing mosque. The submitted Preliminary Site Development Plan shows a proposed 12,600 SF gymnasium building to be attached to the existing mosque. Additional parking facilities are also shown to the south of the project. These proposed uses are **consistent** with the surrounding uses. Across East Lindsey Street, to the north, and across George Avenue, to the east, is University of Oklahoma property. Churches and other places of worship have historically coexisted with residential uses.*

Area Regulations

- Setback from E. Lindsey St.: 15'
- Setback from McKinley Ave.: 15'
- Setback from George Ave.: 15'
- Setback from R-1 districts: 20'
- Maximum impervious lot coverage: 75%

*The area regulations of the proposal are largely **consistent** with the surrounding zoning districts. The proposed development plan demonstrates the buildings are situated to face or front Lindsey Street., The existing mosque building is set at 15' along Lindsey Street. The gymnasium is proposed at 12' along Lindsey Street, this setback is closely aligned with the existing mosque. The setbacks on the west and east, along Mckinnley Avenue and George Street, are 15'. The setback along the south, adjacent to the R-1 zoned properties, is set at 20'. As shown on the Preliminary Site Development Plan, the separation from the R-1 zoned property and the gymnasium is 28'.*

Height Regulations

- The existing mosque building, including any existing minaret, will retain its current height. The proposed gymnasium building shall be allowed to be a maximum height of 35', exclusive of any rooftop mechanical units, equipment, screening, or parapet walls, consistent with the height regulations of the R-3, Multifamily Dwelling District.

*The height of the existing mosque building is approximately 28'. The proposed gymnasium will have a maximum height of 35' or approximately three stories, which is **consistent** with the height regulations of the R-3 district.*

Landscaping

- Greenspace will be provided in the locations shown on the Preliminary Site Development Plan. Additional landscaping, including trees, shrubs, groundcover, and lawn areas will be utilized on site.

*The proposed landscaping as shown on the Preliminary Site Development Plan is **inconsistent** with the City's landscaping regulations, as it does not provide landscape islands as required for each row of parking that terminates within the interior of the lot.*

Parking

- Parking and loading areas may be provided in accordance with the submitted Preliminary Site Development Plan, subject to final design development and the changes allowed under Section 36-510, SPUD, Simple Planned Unit Developments. Parking will comply with all applicable parking ordinances.

*The proposed development is **consistent** with the City's parking recommendations and the surrounding area.*

Lighting

- The development will comply with all applicable City lighting regulations.

*Lighting within the development will be **consistent** with applicable City regulations and the surrounding area.*

Signage

- The proposal includes one ground monument sign as shown on the Preliminary Site Development Plan, not to exceed 60 SF per face. The proposal also allows for wayfinding signage throughout the development. All signage shall comply with applicable City commercial signage regulations, or as otherwise approved as part of the SPUD.

*The proposed signage regulations are generally **consistent** with the City's commercial signage regulations. Chapter 28 allows for commercial signage up to 60 SF per side (120 SF total), provided that the signage is placed at least 10' behind the setback line.*

Screening

- Screening shall be provided where the property abuts residential uses. Screening may include sight-proof fencing that meets or exceeds the City's requirements.

*The proposed development will be **consistent** with the City's screening regulations by providing appropriate screening to ensure compatibility with adjacent properties. The fence height may be allowed to be a maximum of 10'.*

COMPREHENSIVE PLAN CONSIDERATIONS

Character Area Policies

General Policies

Non-Residential Policies

- New non-residential development should use high quality building materials such as glass, brick, stone, wood, or cementitious siding.
- Require that loading areas be located to the rear and sides of buildings and screened from view.
- Ensure that all sides of a parking garage that are visible from public view are architecturally consistent with the buildings it serves.
- Buildings in a corporate campus setting should have an internal pedestrian network between buildings.

*The proposed development is **consistent** with the Character Area General Non-Residential Policies. The development will use high quality building materials, and parking and loading areas to the side and rear of buildings will be screened from adjacent residential uses per the regulations of the SPUD Narrative. There are no proposed parking garages, and the development is not within a corporate campus setting.*

Core Neighborhood Policies

- Continue to maintain and improve public facilities and infrastructure that supports infill development and reinvestment.
- Residential development should reinforce the Core through a combination of rehabilitation in the downtown area and compatible new infill development targeted to a broad range of income levels, including multi-unit townhomes, apartments, lofts, and condominiums.
- Focus mobility infrastructure on pedestrian comfort, safety, and convenience where there are smaller lots and greater proximity to a range of services.
- Ensure that redevelopment and infill developments:
 - Address the impacts of parking and access:
 - Off-street parking should be screened from public right-of-way, and placed in the rear of the lot for all development.
 - For residential development, access to garages and parking pads are encouraged from a rear loaded alley.
 - Alternative modes of transportation, including walking, rolling, biking, and public transit should be a priority with safe, clear connections. This includes improving sidewalks and filling gaps in the sidewalk network during development.
 - Reflects the scale and characters of surrounding properties:
 - Structures should not be significantly taller, further from the front property line, or be inconsistent with the massing of neighborhood properties.
 - Reduce the impact of higher intensity uses to adjacent lower intensity uses with screening and landscaping. Native landscaping is encouraged.
 - Encourage activation of the street space along arterials with pedestrian amenities.

- Increased impervious area coverage should be mitigated using LID stormwater BMPs regardless of parcel size or existing impervious area coverage.
- New architecture should be compatible with existing neighborhoods. Modern, contemporary architecture should be limited, but can be accommodated as long as scale transitions and architectural elements achieve continuity.

*The proposal is **consistent** with the policies of the Core Neighborhood Character Area, as it utilizes comparable development regulations such as height and setbacks as the surrounding residential zoning districts. The development is also screened from adjacent residential uses and open space and landscaping are incorporated into the site design. Finally, the development encourages multiple modes of transportation through connection to existing pedestrian infrastructure, and proximity to multiple Embark bus stops within a roughly 0.25 mile radius.*

Land Use Development Policies

Urban High Policies

Highly compact, walkable pattern of urban development prioritizing alternative means of transportation. Low to no building spacing and separation of uses. This area is intended to create opportunities for economic activities attracting a city-wide audience, and place residents closer to services and jobs.

- High-intensity areas strive for more residential than non-residential uses with frequent master-planned mixed-use development nodes. Non-residential uses may be more common in UH than in UM or UL due to higher concentrations of population.
- Gross densities in any single development should be greater than 12 units per acre.

*The proposal is non-residential, but is situated between multiple single- and multi-family residential uses to the south and west, and civic uses to the north and east on the University of Oklahoma campus. The proposal is **consistent** because it offers services to the nearby residential areas while promoting alternative transportation modes through connectivity to existing pedestrian facilities and proximity to public transit.*

Building Types

- Medium and Small-scale 3- to 5-story buildings are common. Within existing developed areas, buildings may go up to 2-stories higher than surrounding properties. Multi-unit structures are the priority, but a variety of housing types from townhomes to apartments are expected.
- Mixed-use buildings including retail, work-spaces, and residences are most common.
- Public and private spaces (i.e. balconies, recreational roof decks, outdoor dining, etc.) are clearly defined and cultivate a sense of place.
- New developments that are single-use developments or predominantly single-unit or garden apartments are not appropriate.

*The proposed development includes an addition to the existing mosque with a gymnasium that may be up to three stories in height. The proposed development is single-use and does not provide new housing opportunities. However, you would not typically see a residential component to this type of facility. While the single use of this site is **inconsistent** with Urban High land Use, the expansion of this existing facility is appropriate in this area.*

Site Design

- The scale and layout of the built environment are conducive to walking. Trails and pathways are integrated throughout developments to connect to parks, neighborhoods, and community destinations.
- Multi-unit developments without connections to neighboring properties and uses weakens the development pattern and should be limited or avoided altogether.
- Street trees should form a continuous urban canopy over public areas and rights-of-way.
- Stormwater should be addressed at the project level, but designed as part of a larger neighborhood or sub-basin system.
- Site layout should take every opportunity to maximize the public infrastructure available in this area.

*The proposed development includes sidewalks to encourage pedestrian circulation throughout the development and will connect to existing pedestrian infrastructure on E. Lindsey Street and George Avenue. The site also utilizes existing public infrastructure. For these reasons, the proposed development is **consistent** with this Urban High Land Use Site Design policy.*

Transportation

- This area features a relatively dense grid of streets and sidewalks. A full street hierarchy provides a variety of connections and route choices to people moving to, through, and within the area. Parking is a secondary use and should be as small as possible due to character and value of land in the area. Most of these areas have, or will have, easy access to public transportation (less than one half-mile walk of a stop). Improving access for pedestrians and bicyclists will continue to be a priority, including modernizing multi-modal infrastructure.

*The proposed development is **consistent** with this Urban High Land Use Transportation policy because it promotes interconnectivity through its proximity and connection to multi-modal transit infrastructure, including sidewalks on E. Lindsey Street and George Avenue, with access to Embark bus stops on S. Jenkins Avenue (approximately 0.25 miles to the southwest) and W. Brooks Street (approximately 0.25 miles to the northwest). Sidewalks within the development will connect to existing public pedestrian infrastructure along George Avenue.*

Utility Access

- A full range of utilities should be available. If services are not already in place, they must be extended by the developer during the platting process to be suitable for development. If development occurs adjacent to existing facilities that are determined to be insufficient to meet the demands of the proposed development, the developer must upgrade the existing facilities to enhance the capacity of the utility systems.

*The development site has access to public water and sanitary sewer facilities. The development is **consistent** with this Urban High Land Use policy.*

Public Space

- Consisting of appropriately scaled public spaces including small parks, plazas, parklets, regional trail connections, and walking paths. Pedestrian amenities should commonly be integrated into public and private projects.

*The proposed development includes pedestrian amenities, tying into existing sidewalks along George Avenue, as well as placing new sidewalks along McKinley Ave., which in turn tie into a larger network of pedestrian infrastructure. For these reasons, the proposed development is **consistent** with this Urban High Land Use Policy.*

Neighborhood and/or Special Area Plans

*This location **is not** within a Neighborhood or Special Planning Area.*

UTILITIES

AIM NORMAN PLAN CONFORMANCE

Proposed development is in accordance with AIM Water and Wastewater Utility Master Plans.

SOLID WASTE MANAGEMENT

Proposed development meets requirements for City streets and provides access for solid waste services.

WATER/WASTEWATER AVAILABILITY

Water Availability

Adequate capacity within the water system exists to serve the proposed development.

Wastewater Availability

Adequate capacity within the wastewater system exists to serve the proposed development.

DISCUSSION:

Overall, the proposed development largely aligns with the AIM Norman Land Use and Character Area objectives. The proposed development offers services to the surrounding residential areas and promotes pedestrian access and connectivity, supported by its proximity to several Embark bus stops. As noted above, the site does not offer high density, mixed-use development or any residential component that is promoted within the AIM Norman Core Neighborhood Character Area and Urban High Land Use policies. However, residential use would not be common with this type of development. The existing use for the mosque has been in place since 2011; this proposal is to expand the use for this organization.

CONCLUSION:

Staff forwards this request for rezoning from R-1, Single-Family Dwelling District, and R-3, Multifamily Dwelling District, to SPUD, Simple Planned Unit Development, and Ordinance O-2526-30 for consideration by City Council.

PLANNING COMMISSION RESULTS: At their meeting of April 9, 2026, the Planning Commission recommended approval of Ordinance O-2526-30 by a vote of 7-0.