



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 09/09/2025

REQUESTER: St. James Park, LLC

PRESENTER: Jane Hudson, Planning & Community Development Director

ITEM TITLE: CONSIDERATION OF APPROVAL, ACCEPTANCE, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-5 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 THE EAST HALF (E/2) OF SECTION NINE (9) AND THE WEST HALF OF SECTION TEN (10), TOWNSHIP EIGHT NORTH (T8N), RANGE TWO WEST (R2W) OF THE INDIAN MERIDIAN, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE R-1, SINGLE-FAMILY DWELLING DISTRICT, AND PLACE SAME IN A PUD, PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (GENERALLY LOCATED NEAR THE NORTHEAST CORNER OF THE INTERSECTION OF CLASSEN BOULEVARD AND CEDAR LANE ROAD)

APPLICANT/REPRESENTATIVE	St. James Park, LLC
LOCATION	Near the northeast corner of the intersection of Classen Boulevard and East Cedar Lane Road
WARD	5
CORE AREA	No
EXISTING ZONING	R-1, Single-Family Dwelling District
EXISTING LAND USE DESIGNATION	Urban Low
CHARACTER AREA	Suburban
PROPOSED ZONING	PUD, Planned Unit Development
PROPOSED LAND USE	No Change

REQUESTED ACTION

R-1, Single-Family Dwelling District, to a
PUD, Planned Unit Development

EXISTING CONDITIONS**SIZE OF SITE**

95.08 Acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	R-1	R-1	R-1 & PUD	C-2 & PUD	R-1, PL, RM-6, & RO
Land Use	Urban Low	Urban Low & Urban Living Center	Urban Low	Commercial & Urban High	Urban Living Center
Current Use	Vacant	Residential & Vacant	Residential & Vacant	Commercial & Residential	Residential

ZONING DESIGNATION**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.

LAND USE DESIGNATION**Urban Low**

An efficient, walkable pattern of lower-density urban development. Moderate to high building spacing and separation of uses, with further distances between destinations and fewer shared amenities.

- Low-intensity areas will be predominately residential over non-residential uses at compatible densities and scales.
- Gross densities in any single development should.

CHARACTER AREA DESIGNATION**Suburban Neighborhood Areas**

Suburban Neighborhood Areas are where suburban residential subdivision development have occurred or are likely to occur (due to availability of water and sewer service). This area is characterized by low pedestrian orientation, existing but largely inconvenient public transit access, high to moderate degree of building and use separation, predominantly residential with scattered civic buildings and varied street patterns, often curvilinear.

In the future, the neighborhoods with good trail access and connections to surrounding services will likely continue to be highly attractive neighborhoods. Future development should elevate connectivity and traditional neighborhood design (TND).

PROCEDURAL REQUIREMENTS

PRE-DEVELOPMENT**PD25-18****July 24, 2025**

Resident inquired as to the size of home proposed to be constructed for the site. The applicant representative explained the details of the proposed development are not known at this time. A question was asked regarding proposed drainage in this area. The applicant responded they are expanding the existing off site detention pond and adding flumes to the development site. The applicant representative further explained the site will be required to meet the City of Norman's Engineering & Design Criteria. Lastly, the attending neighbors asked questions regarding street connections and if there would be cut through traffic. The applicant representative stated the proposed development will feature smaller streets and an indirect connection to 24th Ave SE. The applicant representative stated the proposed development would have street connections to several existing streets in the South Lake Addition and St. James Park Section 5. There will also be two access points into the site off East Cedar Lane Road. One entering Area 1 of the development and one entering Area 2 of the development.

BOARD OF PARKS COMMISSIONERS**August 7, 2025**

The Board unanimously approved (7/0) renewing the public parkland decision for this development, with an increase in land requirement located adjacent to the existing parkland along Southlake Boulevard.

SUMMARY OF APPLICATION:**USE:**

The Property will be developed as a residential development that mirrors the uses found in the R-1 Single-Family Dwelling District, but with the allowance for lots of varying sizes that normally would not be permissible under standard R-1 zoning. A complete list of the allowable uses can be found within the attached PUD Narrative as Exhibit D.

AREA REGULATIONS:

The development is divided into two areas, each of which will comply with different Area Regulations. Area 1 is comprised of larger lots and will have a required 25-foot front yard setback, a 5-foot side yard setback, and a 10-foot rear yard setback. Additionally, these lots will have a minimum size of 6,000 square feet, a minimum width of 40 feet, and a maximum impervious coverage limit of 75% of the total lot area.

Area 2 is comprised of smaller lots. These lots have the same setback requirements as found in Area 1 but will have a minimum lot width of 30 feet at the front setback line and a minimum lot size of 3,500 square feet.

The PUD Narrative states there is a maximum building height of two stories, however, buildings in Area 1 may be constructed at three stories if the side yards are increased by an additional 5 feet.

OPEN SPACE:

Approximately 2.35 acres of the Property will be preserved as open space. These areas of open space are depicted on the Green Space Site Plan found in the PUD Narrative as Exhibit E. In addition to the open space included in this development, residents will have access to the open space of the connected St. James Park neighborhood.

TRAFFIC ACCESS, CIRCULATION, PARKING AND SIDEWALKS:

There are two proposed access points to the development site off East Cedar Lane Road. This access point uses the existing private road that connects the property to 24th Ave NW. Parking may be featured as part of some common space amenities. Sidewalks and trails will be provided as shown on the Preliminary Site Development Plan found in the PUD Narrative as Exhibit B.

LANDSCAPING / FENCING/WALLS:

Landscaping will be installed in accordance with the City of Norman landscaping regulations as amended from time to time, under Section 36-551, Landscaping Requirements for Off-Street Parking Facilities.

SIGNAGE:

All signage will be constructed in accordance with the City of Norman sign regulations, as amended from time to time, under Section 28-508, Low Density Residential Zone Sign Standards.

NEAREST PUBLIC PARK:

The nearest park to the proposed development site is South Lakes Park. This park will be accessible through a street connection shown on the Preliminary Plat attached to the PUD Narrative as Exhibit C. The proposed street connection would join the development on the south side to South Lake Boulevard.

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 adverse comments.

CITY DEPARTMENTS

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

COMMENTS, BY DEPARTMENT/AGENCY

Items italicized and blue in these sections represent City Staff analysis.

A.1. FIRE DEPARTMENT

Items regarding fire hydrants and fire code will be considered at the building permit stage.

A.2. BUILDING REVIEW

Items regarding building code will be considered at the building permit stage.

A.3. PUBLIC WORKS/ENGINEERING

Please see attached report from Engineering regarding the proposed Preliminary Plat.

A.4. TRANSPORTATION ENGINEER

Please see the attached report from the Transportation Engineer.

A.5. PLANNING

i. ZONING CODE CONSIDERATIONS

i. Purpose – PUD, Planned Unit Development

- i. 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 the comprehensive plan of record. The PUD, Planned Unit Development District herein established is intended to provide for greater flexibility in the design of buildings, yards, courts, circulation, and open space than would otherwise be possible through the strict application of other district regulations. In this way, applicants may be awarded certain premiums in return for assurances of overall planning and design quality, or which will be of exceptional community benefit, and which are not now required by other regulations. By permitting and encouraging the use of such procedures, the Planning Commission and City Council will be able to make more informed land use decisions and thereby guide development more effectively in the best interest of the health, safety, and welfare of the City. Specifically, the purposes of this section are to encourage:
 1. A maximum choice in the types of environment and living units available to the public.
 2. Provision of more usable and suitably located open space, recreation areas, or other common facilities than would otherwise be required under conventional land development regulations.
 3. Maximum enhancement and minimal disruption of existing natural features and amenities.
 4. Comprehensive and innovative planning and design of diversified developments which are consistent with the City's long-range plan and remain compatible with surrounding developments.
 5. More efficient and economic use of land resulting in smaller networks of utilities and streets, thereby lowering costs.
 6. Preparation of more complete and useful information which will enable the Planning Commission and City Council to make more informed decisions on land use. The PUD, Planned Unit Development regulations are designed to provide for small- and large-scale developments incorporating a single type or a variety of residential, commercial, industrial and related uses which are planned and developed as a unit. Such development may consist of individual lots, or it may have common building sites. Private or public common land and open space must be an essential, major element of the development, which is related to, and affects, the long-term value of the homes and other development. A planned unit development shall be a separate entity with a distinct character that respects and harmonizes with surrounding development

The applicant is seeking a change in zoning districts to allow for a single-family development with lots of varying sizes. The current zoning of R-1 requires a minimum lot width of 50' and a minimum lot size of 6,000 square feet. While the development proposes lots that meet or exceed these width requirements, it also proposes lots that do not.

ii. Uses Permitted

The Property will be developed as residential development, featuring a variety of lot sizes. The uses within the development mirror those found within the R-1 District. A complete list of the allowable uses for the Property can be found within the attached PUD Narrative as EXHIBIT D.

This PUD proposes uses similar to those found within the R-1 District.

iii. Area Regulations

1. Lots within Areas 1 and 2 of the development will have a 25-foot front yard, a 5-foot side yard, and a 10-foot rear yard building setback
2. Lots within Area 1 of the development have a minimum width of 40 feet. Lots within Area 2 of the development have a minimum width of 30 feet.
3. Lots in Area 1 of the development will have a minimum lots size of 6,000 square feet, while lots in Area 2 of the development will have a minimum lot size of 3,500 square feet.

The Area Regulations for this development mirror those found in the R-1, Single-Family Dwelling District. Where this development deviates from the R-1 District are the required minimum lot widths, required minimum lot size square footage and the required rear yard setback.

iv. Height Regulations

1. In Area 1 of the development the maximum building height shall be two stories. A building three stories in height may be constructed if the side yards are increased an additional five feet.
2. In Area 2 of the development the maximum building height shall be two stories.

*The building height requirements for the proposed development are **consistent** with current zoning district regulations for R-1, Single-Family Dwelling District.*

COMPREHENSIVE PLAN CONSIDERATIONS

Character Area Policies

i. General Policies

Residential Policies

1. New residential development should blend with existing housing, incorporating tools such as buffering requirements and right-sized public spaces as defined in land use categories.
2. Accommodate a variety of housing styles, sizes, densities, and price points to suit diverse housing needs.
3. New residential development should use a variety of techniques to avoid the appearance of identical homes, increasing vibrancy and diversity in the built environment.

*The proposed development is **consistent** with General Residential Policies in that development will feature various lot sizes and Accessory Dwelling Units.*

ii. Character Area Policies – Suburban Neighborhood Areas

1. Infrastructure extensions should occur incrementally, and new developments must connect to City water and sewer, which may require extension of lines.
2. Protect drainageways in accordance with WQPZ ordinance within new development and expand their use for public trail access.
 - a. Treat water quality volume from runoff for volume recommended in stormwater master plan and in accordance with EDC Section 7000.
 - b. The open spaces created around drainageways should be connected when feasible to create wildlife corridors.
3. Reduce the impact of higher intensity uses to adjacent lower intensity uses with screening and landscaping. Native landscaping is encouraged.
 - a. Prioritize preservation of existing mature street trees.
4. Promote a mix of housing types, including accessory dwelling units, and new, well-designed similarly scaled multi-unit residences to increase neighborhood density and income diversity.
 - a. Priority for higher density, mixed-income, and affordable housing opportunities should be assigned to locations with multi-modal transportation access and capacity.
 - b. Based on associated Land Use, housing typologies of all intensity levels are appropriate within the Suburban Character area.
5. Encourage:
 - a. More mixing of uses, including neighborhood services, job centers, and residential uses of similar intensities.
 - b. Retrofitting existing commercial and retail strip development in areas that are likely to undergo renovation or potential demolition in the life of this plan.
 - c. Civic, cultural uses, entertainment establishments that will promote community interaction and public open space.
6. As streets move further from the center of the Core Neighborhood Character Area and parcel sizes and development patterns work against pedestrian circulation, focus should shift to vehicular safety, corridor appearance and traffic speeds while still providing basic access and safety for pedestrians and bicyclists. Transportation accommodations should:
 - a. Ensure interconnectivity between developments for local and collector streets.
 - b. Provide access to trails with all new development, when feasible to integrate trail plans outlined in the Transportation and Park Master Plans into developments.
 - c. Connect streets between land uses and include complete street approaches for undeveloped sites.
 - d. Use the most recent Transportation Master Plan to fill pedestrian system gaps along streets, to trails, and within developments.
 - e. Encourage network of multi-modal transportation options to neighborhood centers and local mixed-use developments.

The proposed development is consistent with the Suburban Neighborhood Area policies because the development includes Accessory Dwelling Units, a higher density residential area, the ability to connect to existing City utilities and connects to existing streets.

iii. Land Use Development Policies

i. Description and Context - Urban Low (UL)

1. An efficient, walkable pattern of lower-density urban development. Moderate to high building spacing and separation of uses, with further distances between destinations and fewer shared amenities.
 - a. Low-intensity areas will be predominately residential over non-residential uses at compatible densities and scales.
 - b. Gross densities in any single development should be greater than 3 units per acre.

*The proposed development is **consistent** with the Urban Low Land Use policy. The development will have a gross density of 3.9 units per acre and is entirely residential.*

ii. Building Types – New Development

1. Varied types of residential structures
 - a. Emphasis on single-unit detached and attached residential developments, including small-, standard, and large-lot single-unit detached, duplexes, and townhomes.
2. Attached housing may transition to higher intensities along collector and arterial streets, or adjacent to higher intensity uses.
 - a. Attached housing may be allowed throughout a development to create variety.
 - b. Higher intensity multi-unit residential housing would be allowed when parcels are located along and with direct access to an arterial street
3. 2 or 3 story commercial and higher density residential on arterials with lined parking areas

*The proposed development is comprised entirely of single-family dwellings on lots of varying sizes and is **consistent** with the Land Use policies.*

iii. Site Design

1. It is critical that these locations take every opportunity to improve connectivity and help mitigate missing connections to nearby developed areas in order to strengthen neighborhood connectivity.
2. The variety and diversity of housing stock should be improved as should the functionality of these areas, such as extensive street and sidewalk connections, a wider variety of lot sizes, and integration of and access to open spaces and other nearby activities should be incorporated into the design of new areas

*The Site Development Plan attached to the PUD Narrative as Exhibit B shows several street connections from the proposed development to the existing streets of the nearby neighborhoods of South Lake and St. James Park. These connections to existing streets strengthen neighborhood connectivity. The development also proposes a variety of lot sizes. For these reasons the proposed development is **consistent** with the Land Use policies.*

iv. Transportation

1. Existing: The type and arrangement of streets means that almost all trips require a private vehicle to use at least one arterial road. Some of these areas have connections, or potential connections, to the regional trail network. Few of these areas have easy access to transit at this time.

2. Projected: A highly connected multi-modal network is required to support the current and future needs of these important areas. Improving access for pedestrians and bicyclists will be a priority, including modernizing multi-modal infrastructure

*The proposed development is **consistent** with the Land Use policy because it provides access to bicycle lanes along East Cedar Lane Road, connections to neighboring communities, and access to the nearby commercial uses.*

v. Utility Access

1. 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 proposed development is **consistent** with the Land Use policies as it has existing water access and the ability to expand nearby sewer services.*

vi. Public Space

1. This UL Land Use supports a variety of public spaces including parks of various sizes, regional trails, natural areas including wildlife corridor, and walking paths.

*Approximately 2.35 acres of the development will be preserved as open space. Proposed open space is shown on the Open Space Plan found in the PUD Narrative as Exhibit E. These open spaces may include amenities such as trails and sidewalks. For this reason, the development is **consistent** with Land Use policies.*

vii. Locational Criteria

1. Low intensity residential uses shall be adequately buffered or spaced from intensities posing adverse effects including noise, odors, air and light pollution, and heavy traffic.
2. Lower intensity residential uses are not appropriate along arterial streets and should be located behind higher intensity residential, commercial, or mixed-use developments along arterial streets.
3. Non-residential development is appropriate along arterial and collector streets, primarily at intersections.
4. Urban Low is most compatible adjacent to: UM, RR, AR, UR, LCC, TOD, and OP.
5. Urban Low is least compatible adjacent to: ULC, CBD, and C and requires additional buffering from uses that generate more noise, odors, air and light pollution, and heavy traffic.

*The development is **inconsistent** with the Locational Criteria for the Urban Low Land Use policy because the development proposes lower-intensity residential uses along East Cedar Lane Road, which is an arterial street.*

iv. Neighborhood and/or Special Area Plans

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

A.6. UTILITIES

i. AIM NORMAN PLAN CONFORMANCE

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

ii. SOLID WASTE MANAGEMENT

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

iii. WATER/WASTEWATER QUALITY

i. Water Availability

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

ii. Wastewater Availability

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

ALTERNATIVES/ISSUES:

IMPACTS: The development site is vacant and surrounded by residential uses to the north, east, and west. Commercial uses are located to the south of the development site across East Cedar Lane Road. The proposed development will bring in a larger volume of traffic than the subject property currently experiences because the subject property is vacant. The PUD Narrative proposes a single-family development with varying lot sizes split into two Development Areas, which are shown on Exhibit B of the PUD Narrative.

The proposed development is consistent with the AIM Norman Comprehensive Plan because it proposes a single-family development featuring a variety of lot sizes, connections to existing neighborhoods, and access to existing City utilities. The development is not consistent with the Locational Criteria for the Urban Low Land Use policy because it proposes lower-intensity residential uses along East Cedar Lane Road, which is an arterial street

CONCLUSION: Staff forwards this request for rezoning from R-1, Single-Family Dwelling District, to a PUD, Planned Unit Development, and Ordinance O-2526-5, for consideration by City Council.

PLANNING COMMISSION RESULTS: At their meeting of August 14, 2025, the Planning Commission recommended approval of Ordinance O-2526-5 by a vote of 8-0.