



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 04/28/2026

REQUESTER: Ken & Sarah Hall

PRESENTER: Jane Hudson, Planning and Community Development Director

ITEM TITLE: CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-38 UPON SECOND AND FINAL READING: 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 PART OF THE NORTHWEST QUARTER (NW1/4) OF SECTION TWENTY-NINE (29), TOWNSHIP NINE (9) NORTH, RANGE TWO (2) WEST OF THE INDIAN MERIDIAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE R-1, SINGLE FAMILY DWELLING DISTRICT, AND PLACE SAME IN THE SPUD, SIMPLE PLANNED UNIT DEVELOPMENT DISTRICT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (521 E FRANK STREET; WARD 4)

APPLICANT/REPRESENTATIVE	Ken and Sarah Hall/Rieger, Sadler, Joyce, L.L.C.
LOCATION	521 E Frank Street
WARD	1
CORE AREA	Yes
EXISTING ZONING	R-1, Single-Family Dwelling District
EXISTING LAND USE	Mixed-Use
CHARACTER AREA	Core Neighborhood Area
PROPOSED ZONING	SPUD, Simple Planned Unit Development
PROPOSED LAND USE	No change

REQUESTED ACTION

Rezoning from R-1, Single-Family Dwelling District, to SPUD, Simple Planned Unit Development

SUMMARY:

Ken and Sarah Hall are requesting to rezone approximately 0.24 acres from R-1, Single-Family Dwelling District, to SPUD, Simple Planned Unit Development. The proposal includes a mixed-use development, with a residential unit on the second floor and a low-intensity commercial use, a tattoo studio, on the first floor. No expansion of the existing building is proposed, and all activities will occur within the current building footprint.

At the February 2026 Pre-Development meeting, the applicants stated the tattoo studio will operate by appointment only, with one staff member, and no appointments scheduled after 9:00 p.m.

EXISTING CONDITIONS:

SIZE OF SITE: 0.24 Acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	R-1	PUD	R-1	R-1	R-1
Land Use	Mixed-Use	Park (City of Norman Adult Wellness & Education Center)	Mixed-Use	Mixed-Use	Mixed-Use
Current Use	Residential	City of Norman Adult Wellness and Education Center	Residential	Residential	Residential

EXISTING ZONING DESIGNATION

R-1, Single-Family Dwelling District

This residential district is intended for single-family detached development, including accessory dwelling units (ADU’s) 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 located in the urbanized area.

LAND USE DESIGNATION

Mixed-Use

Urban, compact, walkable pattern. Low to no building spacing and separation of uses. Cultivates vibrant urban areas with an intense mix of uses that not only support residents and employers but leverage their location to attract visitors from throughout the region. For areas

requiring retrofit or redevelopment, neighborhood or site master plans should be developed to encourage more efficient and attractive land use along with higher densities.

- Mixed-use areas should have a slightly higher non-residential to residential mix and a predominance of mixed-use structures.
- Gross densities in any single development should be greater than 18 units per acre.

CHARACTER AREA DESIGNATION

Core Neighborhood Area

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. Areas 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.

NEAREST PUBLIC PARK

Francis Cate Park is located approximately 0.38 miles east of the subject property, traveling east on Frank Street to N. Carter Avenue.

PROCEDURAL REQUIREMENTS

PRE-DEVELOPMENT:

PD26-1

February 26, 2026

Neighbors expressed concerns about parking and the proposed commercial use. The applicant stated the tattoo studio will operate by appointment only with one staff member, and no appointments scheduled after 9:00 p.m. The property includes three on-site parking spaces, with three additional on-street spaces available if needed.

BOARD OF PARKS COMMISSIONERS:

The property is considered legal non-conforming and is not required to plat as a part of this process. Board of Parks Commissioners review is not required for this rezoning.

REVIEW COMMENTS SECTION

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

Fire Department
Building Permitting Review
Public Works/Engineering
Transportation Engineer
Planning
Utilities

FIRE DEPARTMENT

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

BUILDING REVIEW

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

PUBLIC WORKS/ENGINEERING

The proposal does not include any subdivision requirements or utility placement; therefore, Engineering has no comments.

TRANSPORTATION ENGINEER

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

PLANNING

ZONING CODE CONSIDERATIONS

Purpose-SPUD, Simple Planned Unit Development

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.

*This request is **consistent** with the purpose of a SPUD, Simple Planned Unit Development, as the proposal is compatible and harmonious with adjacent uses. It allows for uses not allowed under conventional zoning while maintaining the exterior's residential character.*

Uses Permitted

- The applicant proposes to include all R-1 uses allowed by right, while allowing a non-residential use on the first floor. For a complete list of uses see Exhibit C.

*The proposed uses are **consistent** with and compatible with the surrounding uses. The area is predominantly occupied by single-family dwellings. Single-family dwellings are located to the east, west, and south.*

Area Regulations

- The SPUD Narrative states the existing buildings will be allowed to remain as shown on the Site Development Plan. Should the building be demolished and rebuilt, the property owner would be required to follow the setback requirements for the R-1 District. The area regulations for R-1 are as follows: a minimum front yard depth of 25', a minimum side yard of 5', and a minimum rear yard of 20'.

*The proposed project involves an existing structure, as shown on the Site Development Plan labeled Exhibit B. The front setback is legally nonconforming under current zoning regulations. The side and rear setbacks are compliant with R-1 zoning regulations and exceed the minimum required distances. The proposal is **consistent** with the surrounding properties.*

Height Regulations

- The SPUD Narratives states buildings are allowed to be two stories in height.

*The proposal is **consistent** with the height regulations in the surrounding area.*

Traffic Access, Circulation, Parking and Sidewalks

- Access to the property shall remain as depicted on the attached Site Development Plan, Exhibit B.

*The Site Plan shows two existing driveways, one on the west, one additional on the east, and an existing front walkway. The access and parking configuration are generally **consistent** with the surrounding neighborhood. While the narrative limits customer vehicles to three near the subject tract at any one time, it does not establish a maximum number of vehicles permitted to park on approved surfaces on the premises.*

Landscaping and Open Space

- Landscaping and Open Space shall remain as currently depicted on the Site Development Plan, Exhibit B.

The SPUD Narrative and the Site Development Plan do not outline open space percentage, but the site is planned to continue as shown. Landscaping is not required. Due to the

*applicant's desire to maintain the residential character of the property, the proposal is **consistent** with the surrounding area.*

Signage

- Signage for the property will comply with the City's signage regulations for Low Density Residential Zones in Chapter 28, Sign Regulations.

*The proposal is **consistent** with the surrounding area as the Low-Density Residential sign regulations were created for signs in the R-1 District. The applicant will be required to submit a sign permit application for any signs requested by the applicant. No signs were labeled on the Site Development Plan.*

COMPREHENSIVE PLAN CONSIDERATIONS

Character Area Policies

General Policies

Residential Policies

- 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.
- Accommodate a variety of housing styles, sizes, densities, and price points to suit diverse housing needs.
- New residential development should use a variety of techniques to avoid the appearance of identical homes, increasing vibrancy and diversity in the built environment.

*No exterior modifications are proposed for the existing structure on the property. The existing structure is **consistent** with the AIM Character Area General Residential 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 Non-Residential policies are not applicable, as the proposal involves an existing structure and does not include new construction, site redevelopment, or exterior building modifications.

Core Neighborhood Area 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 impact 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 neighboring 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 if scale transitions and architectural elements achieve continuity.

*The project is **consistent** with Core Neighborhood policies, as the proposal maintains the existing structure and does not introduce significant changes in height, setbacks, or massing, supporting compatibility with adjacent properties. While this proposal does not place parking in the rear of the property off the alley, existing curb cuts are being utilized, and no new curb cuts are proposed.*

Land Use Development Policies

Mixed-Use Policies

- Urban, compact, walkable pattern. Low to no building space and separation of uses. Cultivates vibrant urban areas with an intense mix of uses that not only support residents and employers but leverage their location to attract visitors from throughout the region. For areas requiring retrofit or redevelopment, neighborhood or site master plans should be developed to encourage more efficient and attractive land use along with higher densities.
- Mixed-use areas should have a slightly higher non-residential to residential mix and a predominance of mixed-use structures.
- Gross densities in any single development should be greater than 18 units per acre.

*The proposal is **consistent** with the establishment of a mixed-use environment by combining commercial and residential uses in a single structure. Without a complete redevelopment of the site, the proposal cannot meet the desired density because it is an existing structure being repurposed to allow for mixed uses.*

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 residential uses including townhomes, walk-ups, apartments, lofts, condominiums are present.
- Mixed-use buildings that include retail, workspaces, and residences are the most common.
- Public and private spaces (i.e. balconies, recreational roof decks, outdoor dining, etc.) are clearly defined and cultivate a sense of place.
- Single-use buildings are limited. Large single-use, single-story structures are not appropriate.

*The proposal is **consistent** with building types, as it incorporates a mixed-use building that combines a ground-floor commercial workspace with a residential unit above, reflecting the encouraged pattern of integrating retail or workspaces with residential uses within a single structure.*

Site Design

- The scale and layout of the built environment is conducive to walking.
- Trails and pathways are integrated throughout developments to connect to parks, neighborhoods, and community destinations.
- Single-use commercial and single-use multi-unit residential developments without connections to neighboring properties and uses disturb the development pattern and should be limited or avoided altogether.
- Design features, such as street/sidewalk level windows, should make larger scale structures appropriate at the pedestrian level.
- Street trees should form a continuous urban canopy over public areas and rights-of-way.
- Residential developments should include trails or side paths that facilitate resident movement and encourage resident interactions.
- Stormwater to be addressed at the project level but designed as part of a larger neighborhood or sub-basin system and, when possible, function as an amenity to the development.
- Site layout should take every opportunity to maximize the public infrastructure available in this area.

*The proposal is **consistent** with Site Design, as it introduces a mix of uses within the existing structure and discourages single-use development patterns.*

Transportation

- This area features a dense grid of streets and sidewalks. A full street hierarchy provides a variety of connections and route choices for people moving to, through, and within the area. Parking should not be prominent, but rather it should be obvious this area is designed to be a park-once environment. Shared parking is prevalent, with limited private parking options, which are screened from view of the right-of-way. Most of these areas have, or will have, easy access to public transportation (adjacent to or less than one quarter-mile walk of a stop). A future rail transit service is possible near some locations. It should be comfortable for users of all ages and abilities to move through

this area safely. Access and connections to the regional trail network are vital assets to this land use.

*The proposal is **consistent** with the Transportation Policy as several existing sidewalks allow users to move through the area. Many of these older neighborhoods in the Core Area do not have sidewalks.*

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 proposed project is **consistent** with the Utility Access policy as the structure currently connects to existing utilities.*

Public Space

- Appropriately scaled public spaces including small parks, plazas, parklets, regional trail connections, and walking paths. Pedestrian amenities are commonly integrated into public and private projects.

The Public Space Policy does not apply to this project as the structure is existing in a single-family neighborhood.

Neighborhood and/or Special Area Plans

*This location is **within** the Central Norman Neighborhoods Neighborhood Study Area.*

UTILITIES

AIM NORMAN PLAN CONFORMANCE

The proposal is in accordance with AIM Water and Wastewater Utility Master Plans.

SOLID WASTE MANAGEMENT

The proposal meets requirements and provides access for solid waste services.

WATER/WASTEWATER AVAILABILITY

Water Availability

Adequate capacity within the water system exists to serve the existing project.

Wastewater Availability

Adequate capacity within the wastewater system exists to serve the existing project.

Discussion The proposal is consistent with AIM Norman Land Use Plan and Character Area policies as it preserves the existing structure without significant changes to height, setbacks, or massing, thereby maintaining compatibility with adjacent properties. The proposal maintains the existing residential character of the property and does not disrupt the residential fabric of

the area. Additionally, the integration of commercial and residential uses within a single structure supports the establishment of a mixed-use environment.

Conclusion: Staff forwards this request for rezoning from R-1, Single-Family Dwelling District, to SPUD, Simple Planned Unit Development, and Ordinance O-2526-38 for consideration by City Council.

PLANNING COMMISSION RESULTS:

At their meeting on March 12, 2026, the Planning Commission recommended approval of Ordinance O-2526-38 by a vote of 7-0.