



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 08/11/2026

REQUESTER: Salvation Army

PRESENTER: Jane Hudson, Planning and Community Development Director

ITEM TITLE: CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-75 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 HIGHLAND LOTS 5-13 BLK 4, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM R-3, MULTI-FAMILY DWELLING DISTRICT, AND PLACE SAME IN A SPUD, SIMPLE PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (314 E. HAYES STREET; WARD 4)

APPLICANT/REPRESENTATIVE	Salvation Army/Jackson Construction
LOCATION	314 E. Hayes
WARD	4
CORE AREA	Yes
EXISTING ZONING	R-3, Multifamily Dwelling District, Central Norman Zoning Overlay District
EXISTING LAND USE DESIGNATION	Mixed-Use
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, to facilitate the development of a dining facility.

SUMMARY:

The applicant, Salvation Army, is requesting to rezone the subject property to a Simple Planned Unit Development (SPUD). The proposed rezoning will allow for the construction of a new dining facility while continuing the existing community services provided on the property, including emergency overnight shelter, food distribution, and supportive services for individuals and families experiencing homelessness. The new dining facility will serve as an additional component of the property's overall service offerings.

EXISTING CONDITIONS:

SIZE OF SITE: 0.75 acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	R-3	R-3	C-3	I-1	R-3
Land Use	Mixed-Use	Mixed-Use	Mixed-Use	Mixed-Use	Mixed-Use
Current Use	Community services	Multifamily	Commercial	Industrial	Multifamily

ZONING DESIGNATION

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

Mixed-Use

See attached Mixed-Use Land Use Category Documents.

CHARACTER AREA DESIGNATION

Core Neighborhood Areas

See attached Core Neighborhood Character Area document.

NEAREST PUBLIC PARK

Tulls Park is approximately 0.3 miles northwest of the subject property and is accessible via sidewalks along north Peters, and east Dale Street.

PROCEDURAL REQUIREMENTS:

PRE-DEVELOPMENT:

This property is platted as Highland Addition and does not exceed 40 acres; therefore, a Pre-Development meeting with neighboring property owners was not required.

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 in 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

Any code items will be addressed during the building permit stage. For code details, view the [City of Norman Ordinances and adopted 2018 ICC codes as amended by OUBCC including IFC Appendices B, C, and D.](#)

BUILDING REVIEW

[Building codes and all applicable trades will be addressed at the building permit stage](#)

PUBLIC WORKS/ENGINEERING

[The property is platted as Highland. The applicant will be required to complete a Lot Line Adjustment after zoning approval, before a permit will be issued.](#)

TRANSPORTATION ENGINEER

[The Transportation Engineer has no comments as the property is already platted.](#)

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 is requesting to rezone the subject property to a SPUD, Simple Planned Unit Development, to allow for the construction of a new dining facility and to provide flexibility in setback requirements due to the site's limited developable area under the proposed master plan. The requested modifications and development flexibility are **consistent** with the purpose and intent of the SPUD zoning district.

Uses Permitted

- Allowed uses within the proposed development include a dining facility, place of worship, office space, and sheltering services. A detailed list of permitted uses is provided in **Exhibit "C"**.

The uses proposed within the development are **consistent** with and of similar intensity to the surrounding low-intensity commercial uses, including the veterinary office to the north and the companion food pantry to the east. The properties to the west of the subject site are zoned R-3, Multifamily Dwelling District, and the south is zoned I-1, Light Industrial District.

Area Regulations

- The property shall comply with the following development regulations: the minimum front yard setback shall be fifteen (15') feet, the minimum side yard setback shall be three (3) feet, and the minimum rear yard setback shall be three (3) feet.

The area regulations of the proposal are generally **consistent** with the setbacks of the surrounding area; however, they are smaller than the required front and rear setbacks of the R-3 District. All developments will be reviewed for compliance at the building permit stage.

Height Regulations

- Maximum building height for any structure is three stories.

The proposed height limits are **consistent** with the surrounding zoning districts. The R-3 District allows height up to three stories. The C-3 District does not have a height maximum. I-1

District allows up to three-stories (or 45') unless adjoining a dwelling district, then modifications to the setbacks are required.

Landscaping

- Landscaping will be provided and maintained as is generally depicted on the Preliminary Site Development Plan.

The proposed parking areas for the development will be required to comply with landscaping requirements. The landscaped areas will be designed in a manner **consistent** with City standards.

Parking

- The development will provide parking as shown on the Preliminary Site Development Plan. All parking areas will comply with applicable City ordinances.

Parking within the proposed development will be **consistent** with the City's parking recommendations.

Lighting

- The proposed development will comply with the City of Norman's Commercial Outdoor Lighting Standards, as amended from time to time.

Exterior lighting within the development will be **consistent** with applicable City regulations and will be addressed at the building permit stage.

Signage

- Signage shall comply with applicable provisions of the Commercial Zone Sign Standards of the City of Norman Sign Regulations, as amended from time to time.

The proposal is **consistent** and complies with Commercial Zone Sign Standards. The applicant will be required to submit a sign permit application for any signs requested.

Exterior Materials

- All buildings shall comply with applicable provisions of Section 36-547, Exterior Appearance, of the City of Norman Municipal Code.

The proposed exterior building materials are **consistent** with City regulations for Exterior Appearance.

AIM NORMAN LAND USE CONSIDERATIONS

Please see the attached descriptions from the AIM Norman Land Use Plan.

Overarching Non-Residential Policies

The proposal is **consistent** with the Overarching Non-Residential Policies, as the development is using high quality building materials, such as brick and stone.

Core Neighborhood Policies

The proposal is **consistent** with the Core Neighborhood Character Area policy as the development has an internal pedestrian network between buildings.

Mixed-Use Land Use Policies

The proposal is **consistent** with the Mixed-Use Land Use description. It is non-residential and is in an area with existing pedestrian infrastructure and connectivity to nearby goods and services.

Building Types

The proposal is generally **inconsistent** with this Mixed-Use Land Use Policy, because the proposed structure on the site plan is one-story and there is not a residential component to the project. However, this site is an existing use and the development will fit with the building types of the surrounding area.

Site Design

The Mixed-Use Site Design policies are largely not applicable to this development as it is an existing campus with only one new building proposed.

Transportation

The proposed development is **consistent** with the Mixed-Use Land Use policy, as the site has access to public transit and is connected to the existing sidewalk network and nearby transit stops.

Utility Access

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

Public Space

The proposal is **consistent** with this Mixed-Use Land Use policy as the dining facility will also function as a place of worship, allowing community to gather.

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 is consistent with the AIM Norman Comprehensive Plan and advances the applicable Land Use and Character Area objectives. The project incorporates high-quality building materials, including brick and stone, and enhances pedestrian connectivity through an internal walkway network that links buildings across the campus. The site is located in an area with existing pedestrian infrastructure and access to nearby goods and services, and the proposed improvements further strengthen walkability. Additionally, the scale of the development is compatible with the surrounding neighborhood, supporting the area's established character while accommodating the proposed uses.

CONCLUSION:

Staff forwards this request for zoning to SPUD, Simple Planned Unit Development, and Ordinance O-2526-75 for consideration by City Council.

Attachment:

Salvation Army AIM Supporting Documents

PLANNING COMMISSION RESULTS:

At their meeting on July 9, 2026, the Planning Commission recommended approval of Ordinance O-2526-75, by a vote of 5-0.