



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 12/11/2025

REQUESTER: Mission Norman, Inc

PRESENTER: Justin Fish, Planner I

ITEM TITLE: CONSIDERATION OF APPROVAL, ACCEPTANCE, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-24: 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 SOUTHWEST QUARTER (SW/4) OF THE SOUTHWEST QUARTER (SW/4) OF SECTION THIRTY-FOUR (34), TOWNSHIP NINE (9) NORTH, RANGE TWO (2) WEST OF THE INDIAN MERIDIAN, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM A PUD, PLANNED UNIT DEVELOPMENT, AND PLACE SAME IN A PUD, PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (2525 E. LINDSEY STREET, WARD 1)

APPLICANT/REPRESENTATIVE	Mission Norman, Inc/Rieger Sadler Joyce LLC
LOCATION	2525 E Lindsey Street
WARD	1
CORE AREA	No
EXISTING ZONING	PUD, Planned Unit Development
EXISTING LAND USE DESIGNATION	Mixed-Use
CHARACTER AREA	Suburban Neighborhood
PROPOSED ZONING	PUD, Planned Unit Development
PROPOSED LAND USE	No Change
REQUESTED ACTION	Amend the existing PUD Narrative and Site Development Plan

SUMMARY:

The applicant, Mission Norman Inc, is requesting an amendment to the existing PUD, Planned Unit Development (O-0910-24). The applicant is proposing a redesign of the previously approved Site Development Plan. This redesign would change the number, location, and type of structures throughout the project site. The proposed amendment would remove one three-bedroom fourplex, three two-bedroom fourplexes, and a barn from the development site. The applicant proposes replacing these buildings with nine duplexes and two playgrounds.

EXISTING CONDITIONS:

SIZE OF SITE: 5.75 Acres

SURROUNDING PROPERTIES

Subject Property		North	East	South	West
Zoning	PUD	A-2	A-2	A-2, C-1, & R-1-A	A-2
Land Use	Mixed-Use	Mixed-Use	Mixed-Use & Urban Medium	Mixed-Use	Mixed-Use
Current Use	Residential, Office & Church	Church	Residential (Single-Family)	Church	Vacant

EXISTING ZONING DESIGNATION

PUD, Planned Unit Developments

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 Comprehensive Plan, including the Land Use 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.

LAND USE DESIGNATION

Mixed-Use (MX)

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 DESIGNATIONS

Suburban Neighborhood Area

Suburban Neighborhood Areas are where suburban residential subdivision development has or is likely to occur (due to availability of water and sewer service). This area is characterized by low pedestrian orientation, existing but limited 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).

NEAREST PUBLIC PARK

Creekside Bike Park is located less than half a mile from the site. Eastridge Park is located less than a mile south of the site. Both parks can be accessed using existing sidewalks and crosswalks along East Lindsey Street and 24th Avenue Southeast.

PROCEDURAL REQUIREMENTS:

PRE-DEVELOPMENT:

PD25-31

November 20, 2025

Several neighboring residents were in attendance. Attendees asked if the proposed dwellings were intended for permanent residency or transitional housing, to which the applicant's representative replied that the dwelling units are intended as transitional housing. An attendee asked what the property's current zoning allowed. The applicant's representative explained that similar multifamily uses are currently allowed, but the proposed changes to the site development plan have prompted this rezoning request. An attendee expressed concern that more transitional housing units may attract unwanted nuisances and disruptive individuals to the area. Others commented that the proposed housing type is necessary in Norman for people with unstable housing or experiencing homelessness. Another attendee asked if approval of this proposal would make it easier for nearby properties to similarly rezone. The applicant's representative explained that any other properties that wished to rezone would need to go through the same rezoning process.

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 at the building permit stage.

BUILDING REVIEW

Building codes and all applicable trades will be addressed at the building permit stage.

PUBLIC WORKS/ENGINEERING

The subject property is platted as part of Mission Norman Addition. No additional subdivision is required.

TRANSPORTATION ENGINEER

The subject property is platted, therefore a report from the Transportation Engineer is not required for this development.

PLANNING

ZONING CODE CONSIDERATIONS

Purpose – PUD, 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 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:

- A maximum choice in the types of environment and living units available to the public.
- 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.
- Maximum enhancement and minimal disruption of existing natural features and amenities.
- Comprehensive and innovative planning and design of diversified developments which are consistent with the Comprehensive Plan, including the Land Use Plan, and remain compatible with surrounding developments.
- More efficient and economic use of land resulting in smaller networks of utilities and streets, thereby lowering costs.
- 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 requests an amendment to the property's existing PUD to redesign the previously approved Site Development Plan. The most significant changes to the Site Development Plan are the removal of a barn, multiple residential buildings, and parking spaces. The amendment to the Site Development Plan would replace these structures with several duplexes. This proposal remains **consistent** with the surrounding area.*

Uses Permitted

- The intended uses for the project site include, but are not limited to church worship, transitional housing, a food pantry, and office uses. A complete list of allowable uses can be found within the attached PUD Narrative as Exhibit C.

This PUD, Planned Unit Development, proposes a mixed-use development that includes church, residential, and office uses. All the proposed uses will support Mission Norman's

operations. This proposal is consistent with the surrounding area, as there are existing churches to the north of this subject tract and to the south across East Lindsey Street. Multi-family residential uses do not abut the subject property; however, they are present in the surrounding area.

Area Regulations

- All setbacks and coverages for the property will conform to the requirements of the RM-2, Low-Density Apartment District (as amended from time to time).
 - The front yard setback shall be a minimum of 25'.
 - The side yard setback shall be a minimum of 5'.
 - The rear yard setback shall be a minimum of 10'.
 - If a utility or other public easement is not located within the required building setbacks enumerated above, all buildings shall maintain a minimum setback of one foot from the easement line.

The proposed development is to conform to the area regulations of the RM-2, Low-Density Apartment District, with the exception of an ten-foot rear yard setback. For this reason, the proposed area regulations are inconsistent with the surrounding properties, which are zoned C-1, Local Commercial District, and R-1-A, Single-Family Attached Dwelling District, and A-2, Rural Agricultural District. Building setbacks under these districts are greater than those proposed for this development.

Height Regulations

- Height regulations for this site will conform to the requirements of the RM-2, Low-Density Apartment District.

The proposed development will conform to the requirements of the RM-2, Low-Density Apartment District. The RM-2 District allows for a maximum allowable height of three stories. Varied heights are allowed in the surrounding area, ranging from three stories in the R-1-A District, two and a half stories or 35' in the C-1 District, and no maximum height requirement in the A-2 District. The proposed development is consistent with the surrounding allowances in the area.

Open Space

- The Property is expected to contain approximately three acres of open space comprising approximately sixty percent of the property.

Approximately 60% of the development site will be open space. The proposed amount of open space exceeds the required minimum of 10% to 15% under the City's Section 36-509, PUD, Planned Unit Developments. This open space proposal is consistent with surrounding developments.

Traffic Access, Circulation, Parking and Sidewalks

- Access to the property shall be permitted in the manner depicted on the attached Site Development Plan. The property shall comply with the City of Norman standards to allow for emergency access and fire access as necessary, as such standards may be amended from time to time. Parking for the Property shall be developed in compliance with the parking layout shown on Exhibit E, attached hereto, subject to final design

development and the changes allowed under Section 36-509(g) of the City of Norman's PUD Ordinance. The Property shall comply with Norman's applicable parking ordinances.

*There is one access point from East Lindsey Street shown on the Site Development Plan. Walkways and a parking area are also shown on the Site Development Plan. For these reasons, the proposal is **consistent** with City regulations. Parking is shown on Exhibit E of the PUD Narrative.*

Landscaping

- Landscaping shall be in conformity with the City of Norman ordinances, as amended from time to time.

*The proposed development is **consistent** with the regulations found under Section 36-551, Landscaping Requirements For Off-Street Parking Facilities.*

Lighting

- All exterior lighting shall be installed in conformance with any applicable City of Norman Commercial Outdoor Lighting Standards, as such may be amended from time to time.

*The proposed development is **consistent** with the regulations found under Section 36-549, Commercial Outdoor Lighting Standards.*

Signage

- Signage for all lots shall comply with the City of Norman's applicable commercial signage restrictions, as amended from time to time.

*The proposed development is **consistent** with the regulations found under Chapter 28, Sign Regulations.*

Screening

- Fencing may be installed but is not required within the property. The applicant may file restrictive covenants against the property to more narrowly tailor architectural review of fencing within the development. The subject tract may install perimeter fencing along all or portion of the property but the PUD does not require it.

The proposed development does not require fencing; however, fencing may be permitted, provided it complies with the regulations under Section 36-552, Fencing, Walls, And Screening.

Exterior Materials

- Exterior materials of the building to be constructed on the property may be brick, wood, glass, stone, synthetic stone, stucco, EIFS, masonry, metal accents, composition shingles, synthetic slate shingles, metal roofs, or other comparable roofing materials, and any combination thereof. The applicant may file restrictive covenants against the subject property to more narrowly tailor architectural review within the development.

*The listed materials and percentages are **consistent** with the requirements found within Section 36-547, Exterior Appearance of the Zoning Ordinance.*

Sanitation/Utilities

- Trash may be handled through on-site dumpsters. Trash dumpster will be located as depicted on the Preliminary Site Development Plan or in locations as modified or approved by City sanitation services. A trash compactor(s) and its enclosure(s) may also be located on site to facilitate trash removal. Any dumpster or trash facilities shall be screened within enclosures that are built of materials to be compatible with the building exteriors in the main building. Locations of dumpsters and/or compactors shall be such that allows for proper ingress and egress for City sanitation vehicles in accordance with the EDC.

The locations and designs of sanitation facilities are consistent with the requirements of the City of Norman's Engineering & Design Criteria and Utilities Department.

Phasing

- It is anticipated that the property will be developed in multiple phases. The timing and number of future phases will be determined by market demand and absorption rates.

The applicant stated that the property will be developed in multiple phases; however, no timeline has been presented. Additionally, the applicant has not produced an exhibit depicting the development's expected phasing. For these reasons, the development is inconsistent with the phasing requirements of Section 36-509, PUD, Planned Unit Developments.

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.

The development will feature transitional multi-family residential structures containing 22 dwelling units in approximately ten buildings, with a maximum height of three stories. There will be one quadplex and nine duplex structures. The development is consistent with the Residential Character Area General Policies.

Non-Residential

- 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 development proposes an 80% masonry requirement for all structures built within the development site. Additionally, internal pedestrian networks between buildings are shown on the Site Development Plan. For these reasons, the proposed development is **consistent** with the non-residential Character Area General Policies.*

Suburban Neighborhood Areas Policies

- Infrastructure extensions should occur incrementally, and new developments must connect to City water and sewer, which may require extension of lines.
- Protect drainageways in accordance with WQPZ ordinance within new development and expand their use for public trail access.
 - Treat water quality volume from runoff for volume recommended in stormwater master plan and in accordance with EDC Section 7000.
 - The open spaces created around drainageways should be connected when feasible to create wildlife corridors.
- Reduce the impact of higher intensity uses to adjacent lower intensity uses with screening and landscaping. Native landscaping is encouraged.
 - Prioritize preservation of existing mature street trees.
- 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.
 - Priority for higher density, mixed-income, and affordable housing opportunities should be assigned to locations with multi-modal transportation access and capacity.
 - Based on associated Land Use, housing typologies of all intensity levels are appropriate within the Suburban Character area.
- Encourage:
 - More mixing of uses, including neighborhood services, job centers, and residential uses of similar intensities.
 - Retrofitting existing commercial and retail strip development in areas that are likely to undergo renovation or potential demolition in the life of this plan.
 - Civic, cultural uses, entertainment establishments that will promote community interaction and public open space.
- 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:
 - Ensure interconnectivity between developments for local and collector streets.
 - Provide access to trails with all new development, when feasible to integrate trail plans outlined in the Transportation and Park Master Plans into developments.
 - Connect streets between land uses and include complete street approaches for undeveloped sites.
 - Use the most recent Transportation Master Plan to fill pedestrian system gaps along streets, to trails, and within developments.
 - 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 it promotes a mix of uses, connects to City infrastructure, and provides housing in the area, thereby increasing neighborhood density and diversity.*

Land Use Development Policies

Mixed-Use Land 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.

The proposed development is inconsistent with the Mixed-Use Land Use policies. While the development includes a mix of church, office, and residential uses, it does not feature a higher number of non-residential uses to residential uses. This development has existed since before the adoption of the AIM Norman Comprehensive Land Use Plan and is not able to meet the Mixed-Use Land Use policies without significant revisions to the originally approved development concept.

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, work-spaces, 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 proposed development is inconsistent with the Mixed-Use Land Use policies because it primarily features single-use buildings rather than having residential uses located in the same buildings as the church and office uses. As stated before, this development has existed since before the adoption of the AIM Norman Comprehensive Land Use Plan and is not able to meet the Mixed-Use Land Use policies without significant revisions to the originally approved development concept.

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 development proposes interconnectivity through walkways shown on the Site Development Plan. The west side of the development contains office uses, church uses, and a community garden. The east side of the development contains transitional housing uses and two playgrounds. Parking is present throughout the development as shown on Exhibit E of the PUD Narrative. The development is **consistent** with the Mixed-Use Land Use policies.*

Transportation

- This area features a 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 should not be prominent, but rather it should be obvious that 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 development is **inconsistent** with the Mixed-Use Land Use Transportation policy because it does not provide connections to adjacent properties as a single-site development. The nearest transit stop is a half mile from the development.*

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 development has access to City utilities and is **consistent** with Utility Access policies.*

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 development is **consistent** with the Mixed-Use Land Use policy because the development site proposes walkways, playgrounds, and a community garden.*

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.

ALTERNATIVES/ISSUES:

IMPACTS: This amendment to the existing PUD proposes changes to the Site Development Plan that would increase the number of residential structures on the development site while maintaining the same number of dwelling units as the original proposal. The proposed amendment to the Site Development Plan is not expected to generate more traffic than what was originally approved. This is because the changes to the Site Development Plan do not increase the total number of dwelling units for the development.

Mission Norman is an existing development that was approved by the City of Norman's City Council prior to the adoption of the AIM Norman Comprehensive Land Use Plan. The original design of the development does not entirely align with the policies of AIM Norman. The proposed development is consistent with the AIM Norman Comprehensive Land Use Plan by promoting a mix of uses, internal walkways, providing landscaping along East Lindsey Street, including housing opportunities, and preserving open space. However, the development is inconsistent with the AIM Norman Comprehensive Land Use Plan in that it proposes single-use buildings and a higher ratio of residential to non-residential structures.

CONCLUSION:

Staff forwards this request for amendment to PUD, Planned Unit Development District, O-0910-24, to a PUD, Planned Unit Development District, O-2526-24, to the Planning Commission for consideration and recommendation to City Council.