



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 08/12/2025

REQUESTER: P and H Holdings LLC

PRESENTER: Jane Hudson, Planning and Community Development Director

ITEM TITLE: CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-2 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 A PART OF THE WEST HALF (W/2) OF THE NORTHWEST QUARTER (NW/4) OF SECTION NINE (9), TOWNSHIP EIGHT (8) NORTH, RANGE TWO (2) WEST AND LOT ONE (1), IN BLOCK ONE (1), OF MONROE ADDITION, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE C-2, GENERAL COMMERCIAL DISTRICT, AND PLACE THE SAME IN A SPUD, SIMPLE PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (2880 & 2886 CLASSEN BLVD.)

APPLICANT/REPRESENTATIVE	P and H Holdings LLC
LOCATION	2880 & 2886 Classen Blvd
WARD	7
CORE AREA	No
EXISTING ZONING	C-2, General Commercial District
EXISTING LAND USE	Local Commercial Corridor
PROPOSED ZONING	SPUD, Simple Planned Unit Development District
PROPOSED LAND USE	No Change
REQUESTED ACTION	Rezoning from C-2, General Commercial District, to SPUD, Zoning District

EXISTING CONDITIONS:

SIZE OF SITE: 2.75 Acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	C-2	A-2	C-2	C-2	RM-6, and PL
Land Use	Local Commercial Corridor	Local Commercial Corridor	Jobs Center	Local Commercial Corridor	Urban Living Center and Park
Current Use	Commercial	Residential	Commercial	Vacant	Residential and Park

ZONING DESIGNATION

C-2, General Commercial District

This commercial district is intended for the conduct of personal and business services and the general retail business of the community. Persons living in the community and in the surrounding trade territory require direct and frequent access. Traffic generated by the uses will be primarily passenger vehicles and only those trucks and commercial vehicles required for stocking and delivery of retail goods.

LAND USE DESIGNATION

Local Commercial Corridor

A fairly compact, walkable pattern of moderate development with a variety of commercial arrangements. Offers commercial activities that draw from a communitywide level. Moderate to low building spacing and separation of uses with pockets of more diverse, mixed-use development. Features a diverse tenant mix, including offices, shops, restaurants, and services, which may center on anchor activities such as big box retailers:

- Existing Local Commercial Corridors have very little residential. Over time residential may be added but the dominate use will likely continue to be moderate intensity commercial uses, with opportunities for more intense master planned developments.
- Gross densities in any single development should be greater than 18 units per acre.

CHARACTER AREA DESIGNATION

Corridor Areas

Corridor Areas are developed or undeveloped land on both sides of a roadway; primarily designated, although not limited to, commercial and mixed-use development with auto-centric design. Scale and location affect the type and intensity of these uses. Corridor character is determined by scale and is recognized in three main areas.

In-Town Corridors

Arterial streets servicing neighborhood needs including commercial, residential, civic, and recreational uses. Already or likely to experience uncontrolled strip development if growth is not properly managed. Anticipating high public transit access, including stops and shelters

in locations safe for passengers and operations. These corridors are managed under Suburban Neighborhood Character Area policies and Action Items.

PROCEDURAL REQUIREMENTS:

PRE-DEVELOPMENT:

PD25-13

May 22, 2025

No neighbors attended the meeting.

BOARD OF PARKS COMMISSIONERS:

July 3, 2025

The applicant requested a Fee-In-Lieu of Land decision, with fees to be used for the continued development of Oak Tree South Park. The Board of Parks Commissioners voted unanimously by a vote of 6-0.

SUMMARY OF APPLICATION:

USE:

The Property will be developed as a mixed-use development, featuring a variety of uses including commercial, office, retail, and multi-family residential uses. A complete list of the allowable uses can be found within the attached SPUD Narrative as Exhibit C.

AREA REGULATIONS:

There shall be a minimum ten foot building setback from Classen Boulevard. There shall be a minimum five foot building setback from the North and South property line. There shall be a minimum twenty foot building setback from the West property line. Additionally, buildings may not encroach upon public easements, rights-of-way, or within one foot of public utility easements. Otherwise, there are no other required building setbacks.

The SPUD Narrative states there are no height limits for buildings in the development.

OPEN SPACE:

A minimum of ten percent (10%) of the Property shall be preserved as open space. The Property is expected to contain a minimum of 60% green space as shown on the Preliminary Green Space Site Plan found in the SPUD Narrative as Exhibit F.

TRAFFIC ACCESS, CIRCULATION, PARKING AND SIDEWALKS:

There will be one access point off Classen Boulevard. Sidewalks are required along the Classen Boulevard frontage. Parking is provided as shown on the Preliminary Site Development Plan.

LANDSCAPING / FENCING/WALLS:

Landscaping shall be installed in order to meet or exceed the City of Norman's applicable landscaping requirements, as may be amended from time to time. Fencing is not required, but may be installed including, but not limited to, along the western property line to block access to the railroad track.

SIGNAGE:

The development of the Property shall comply with the sign standards of the City of Norman Sign Code, and as thereafter amended, as applicable to the underlying uses on the Property. Notwithstanding the foregoing, the multifamily uses shall be entitled to an identification sign along Classen Boulevard, as well as wayfinding signage within the Property to guide residents and visitors to the residential units. Additionally, each tenant/commercial user shall be entitled to signage for their business. It is anticipated that the Property will feature a shared identification sign along Classen Boulevard. The Applicant may further restrict and control signage within the Property through the use of private design guidelines and restrictive covenants.

LIGHTING:

The Property shall comply with the City of Norman's Commercial Outdoor Lighting Standards, as amended from time to time.

SANITATION/UTILITIES:

Trash dumpsters shall be located as depicted on the Site Development Plan or in locations as may be approved by City sanitation services. Dumpsters shall be kept within an enclosure that is primarily constructed of similar exterior materials as the primary façade of the commercial building(s) it is associated with. Dumpsters may be shared between multiple property occupants and users.

EXTERIOR MATERIALS:

The exterior of the commercial, office, retail, or multifamily buildings constructed within the Property may be constructed of masonry, brick, stone, synthetic stone, wood, glass, stucco, EIFS, metal accents, and any combination thereof. The Applicant may file restrictive covenants against the Property to more narrowly tailor architectural review within the development.

OUTDOOR STORAGE:

Outdoor storage of items in commercial areas shall be screened such that they cannot be seen from any adjacent residential uses, or from Classen Boulevard. Outdoor storage of any items shall not be allowed in any way that encroaches upon or interferes with fire lanes, drive lanes, or parking spaces.

NEAREST PUBLIC PARK:

The nearest park to the subject property is Oak Tree South Park. This park is separated from the subject property by railroad tracks and trees. The park can be accessed using the sidewalk on the east side of the subject property and heading north to E Constitution St. and crossing the railroad tracks using the sidewalk on the north side of Constitution to connect to Oak Tree Avenue. The distance from the subject property to Oak Tree South Park is 2.7 miles.

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 in blue in these sections represent City Staff analysis.

A.1. FIRE DEPARTMENT

Buildings will be subject to City of Norman Ordinances and adopted 2018 ICC codes as amended by OUBCC including IFC Appendices B, C, and D.

A.2. BUILDING REVIEW

Buildings will be subject to City of Norman Ordinances and adopted 2018 ICC codes as amended by OUBCC including IFC Appendices B, C, and D.

A.3. PUBLIC WORKS/ENGINEERING

I. AIM NORMAN PLAN CONFORMANCE

- i. Please see attached report.*

A.4. TRANSPORTATION ENGINEER

II. AIM NORMAN PLAN CONFORMANCE

- i. Please see attached report from the Transportation Engineer.*

A.5. PLANNING

I. ZONING CODE CONSIDERATIONS

i. Purpose – SPUD, Simple Planned Unit Development

- i. 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:

1. 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.
2. The SPUD is subject to review procedures by Planning Commission and adoption by City Council.

The applicant is seeking a change in zoning districts to allow for a mixed-use development with commercial and residential components.

ii. Uses Permitted

- i. The Property will be developed as mixed-use development, featuring a variety of uses including commercial, office, retail, and multi-family residential uses within the Property. A complete list of the allowable uses for the Property can be found within the attached SPUD Narrative as EXHIBIT C.

This SPUD, Simple Planned Unit Development, creates a mix of the uses allowed in each of these respective districts.

iii. Area Regulations

- i. The regulations shall be:
 1. Building Setbacks: There shall be a minimum ten (10) foot building setback from Classen Boulevard.
 2. There shall be a minimum five (5) foot building setback from the North and South property line.
 3. There shall be a minimum twenty (20) foot building setback from the West property line.
 4. Additionally, buildings may not encroach upon public easements, rights-of-way, or within one (1) foot of public utility easements. Otherwise, there are no other required building setbacks.

The applicant has requested a 10' build line along Classen Boulevard, however, no building is proposed near this build line.

iv. Height Regulations

- i. There shall be no height limit for any building or structure on the Property.

The building height proposed for this development is consistent with current zoning district regulations for C-2, General Commercial District.

II. COMPREHENSIVE PLAN CONSIDERATIONS

i. Character Area Policies

i. General Policies

1. 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.

2. 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 project is **consistent** with General Residential Policies by including 10% greenspace dedication. It is also **consistent** with the Policies by providing multiple residential units of varying design.*

*The proposed project is **consistent** with General Non-Residential Policies in that development will use the appropriate listed exterior materials.*

ii. Character Area Policies – Corridor Areas

1. Support the natural phasing out of older and lower-yield commercial and industrial uses with regulations and incentives that support mixed-uses and local businesses.
2. Use screening, with natural materials when possible, to lessen noise pollution and visual clutter from existing and future uses along the corridor.
3. Promote circulation and manage access to keep traffic flowing by:
 - Including access along and into properties for vehicles, public transit, pedestrians, and bicyclists during street and interchange improvements.
 - Projects should not create fragmented parcels or impede on- and off-site circulation through, to reduce restriction of future development.

- Allowing redevelopment of excess parking areas or commercial building space for residential uses, especially along public transit routes and areas with strong existing or planned pedestrian connections.
 - Requiring shared entrances, cross-access, and avoiding multiple access points for new commercial developments at major intersections.
4. Commercial developments should offer both internal and external pedestrian connections, especially between hotels, restaurants, and retail services.
 - Connections to the corridors and through developments should improve safety for those walking, bicycling, or using mobility devices.
 5. Allow redevelopment for high density residential and mixed-residential uses near public transit stops, along pedestrian routes, and where site design does not create secluded enclaves of apartments.
 6. Add density through development of sites behind properties directly facing streets.
 7. Retrofit or mask existing strip development or other unsightly features, as necessary.
 8. Explore requiring that stormwater management and detention have lower impact than historic stormwater conditions for all new or redevelopment along corridors.

*The proposed project is **consistent** with the Corridor Area Policies. The project offers a mix of uses, the phasing out of older commercial uses, and increased pedestrian connectivity by providing a connection to the existing sidewalk along Classen Boulevard.*

ii. Land Use Development Policies

i. Description and Context – Local Commercial Corridor (LCC)

1. A fairly compact, walkable pattern of moderate development with a variety of commercial arrangements. Offers commercial activities that draw from a communitywide level. Moderate to low building spacing and separation of uses with pockets of more diverse, mixed-use development. Features a diverse tenant mix, including offices, shops, restaurants, and services, which may center on anchor activities such as big box retailers.
 - Existing Local Commercial Corridors have very little residential. Over time residential may be added but the dominate use will likely continue to be moderate intensity commercial uses, with opportunities for more intense master planned developments.

- Gross densities in any single development should be greater than 18 units per acre.

*The proposed project includes two large commercial buildings and ten residential structures. This is **consistent** with the Land Use's policy of mixed-use development.*

ii. Building Types

- **Existing:** Small to medium single-story structures including stand-alone single-use buildings, multi-tenant structures, or a combination are the most common. Housing types typically include multi-unit structures or attached townhomes.
- **New Development:** An opportunity exists to revitalize and/or intensify aging areas with rehabilitated and new buildings, including 2 to 3-story and/or mixed-use options.

*The proposed project includes two large commercial buildings along Classen Boulevard and ten residential structures toward the rear of the subject property. Height regulations outlined within the SPUD Narrative are **consistent** with the Local Commercial Corridor policies. Mixed-use structures are not present, however, the site will include a mix of both residential and commercial structures.*

iii. Site Design

1. **Existing:** Parking lots in front and along building sides, set back from the street – many locations have excess parking. Service and loading typically in the rear, often abutting residential development. Some sparse landscaping may have the opportunity to reach maturity if properly maintained.
2. **New Development:**
 - Negative impacts, including service and loading, to adjacent properties should be mitigated through design and operations.
 - Adjacent buildings and uses should be clearly integrated with thoughtful design such as cross-access, shared parking, and closures of driveways, and connected pathways.
 - Landscaping should be improved and replaced so that these areas can contribute to the tree canopy.
 - Accommodates a wide variety of activities that support commercial uses. Components such as well-designed outdoor seating, comfortable landscaping, bike and pedestrian improvements, site lighting improvements, diversified tenant mix, and other placemaking

opportunities must be incorporated into proposed developments.

- Residential developments should include trails or side paths that facilitate resident movement and provide for resident interactions.
- Existing excessive parking lots provide opportunity for infill commercial and/or residential development where appropriate

*The inclusion of trails or side paths within this proposed SPUD development are **consistent** with the site design policies. The proposed project does not detail how the service (deliveries)/loading for the commercial uses will function or how screening of the loading areas will be fashioned. However, these activities typically occur outside of business hours, when the parking lot is empty, leaving room for maneuvering of delivery trucks in the east parking lot, away from the multi-family component.*

iv. Transportation

1. **Existing:** The type and arrangement of streets means that most trips require a private vehicle to use at least one arterial road. Parking lots in front and along building sides, set back from the street. Often near an intersection of two arterial streets, taking access from one or both. Some of these areas have connections, or potential connections, to the regional trail network. Many sites are scaled for pedestrians, but the site layout was not designed to accommodate current options for pedestrians and bicyclists. Few of these areas have easy access to varied public 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. Existing surface parking lots at these locations often present an opportunity to modify the circulation pattern, improve access, and add other benefits. Improving access for pedestrians and bicyclists will be a priority, including modernizing multi-modal infrastructure.

The proposed project will provide an addition to the existing public sidewalk along Classen Boulevard and create new walking paths along the sides of the subject property improving access for a multi modal network.

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 system.

*The proposed project is **consistent** with the Land Use policies as it has existing water and sewer access. The project will connect using existing utilities.*

vi. Public Space

1. These areas rarely provide significant public spaces. Well-designed outdoor seating can serve as a semi-public space for visitors and employees.

*The project proposes a 10% dedication to open space. An open space is shown on the Site Development plan making the project **consistent** with Land Use policies.*

vii. Locational Criteria

1. For new facilities, typically at median breaks or intersections of collector and/or arterial streets.
2. 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.
3. Residential uses are generally behind or above commercial uses that are fronting the urban arterial street.
4. Local Commercial Corridor is most compatible adjacent to: UL, UM, UH, ULC, MX, IMX, CBD, C, JC, TOD, OP, and CIV.
5. Local Commercial Corridors are least compatible adjacent to: UL, RR, AR, and UR and requires additional buffering from uses that generate more noise, odors, air and light pollution, and heavy traffic.

*The project is **consistent** with locational criteria for Local Commercial Corridor Land Use policies, which encourage the placement of residential uses behind higher intensity or commercial uses.*

iii. Neighborhood and/or Special Area Plans

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

A.6. UTILITIES

I. AIM NORMAN PLAN CONFORMANCE

- i. *Proposed development is in conformance with the water and wastewater master plans.*

II. SOLID WASTE MANAGEMENT

- i. *The proposed development includes a dumpster and enclosure meeting City of Norman requirements.*

III. WATER/WASTEWATER QUALITY

i. Water Availability

- *No issues since the property will remain a single lot.*

ii. Wastewater Availability

- *No issues since the property will remain a single lot.*

ALTERNATIVES/ISSUES:

IMPACTS: The proposed use will be more intense than the existing commercial use on the subject property. This development will also bring in a larger volume of traffic than the subject property currently experiences.

The proposed SPUD Narrative includes regulations similar to those of C-2, General Commercial District, and R-3, Multifamily Dwelling District. The Site Development Plan shows two large commercial buildings along Classen Boulevard and ten residential structures along the rear of the subject property.

This proposal aligns with the vision of the AIM Norman Comprehensive Plan, by encouraging a mix of uses where applicable. The project will bring connection to the surrounding area by completing the sidewalk along Classen Boulevard and bringing new walking paths that lead into the site.

CONCLUSION: Staff forwards this request for rezoning from C-2, General Commercial District, to SPUD, Simple Planned Unit Development, and Ordinance O-2526-2, for consideration by City Council.

PLANNING COMMISSION RESULTS: At their meeting of July 10, 2025, the Planning Commission recommended approval of Ordinance O-2526-2 by a vote of 5-0.