



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 12/09/2025

REQUESTER: BMH Jenkins 2022, L.L.C.

PRESENTER: Jane Hudson, Planning and Community Development Director

ITEM TITLE: CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-21 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 LOTS FORTY-EIGHT (48) AND FORTY-NINE (49), IN BLOCK FOUR (4), OF STATE UNIVERSITY ADDITION , TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM A SPUD, SIMPLE PLANNED UNIT DEVELOPMENT, AND PLACE SAME IN A SPUD, SIMPLE PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (765 JENKINS AVENUE) (Ward 4)

APPLICANT/REPRESENTATIVE	BMH Jenkins 2022, L.L.C./Rieger Sadler Joyce L.L.C.
LOCATION	765 Jenkins Ave
WARD	4
CORE AREA	Yes
EXISTING ZONING	SPUD, Simple Planned Unit Development
EXISTING LAND USE DESIGNATION	Urban High
CHARACTER AREA	Core Neighborhood Areas
PROPOSED ZONING	SPUD, Simple Planned Unit Development
PROPOSED LAND USE	No Change
REQUESTED ACTION	Amend the existing SPUD

SUMMARY:

The applicant, BMH Jenkins 2022, L.L.C., is requesting an amendment to the existing SPUD Simple Planned Unit Development (O-2223-3). The proposed amendment will remove the previously approved commercial uses on the ground floor and instead allow for multi-family residential uses. This change will make the subject site exclusively a multi-family residential development.

EXISTING CONDITIONS:

SIZE OF SITE: 0.16 Acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	SPUD	R-3	CCFBC Urban Residential	C-1	R-O & R-3
Land Use	Urban High	Urban High	Urban High	Urban High	Core Business Districts & Urban High
Current Use	Vacant	Residential (Single-Family) & Commercial	Residential (Single-Family)	Commercial	Commercial and Residential (Single-Family)

EXISTING ZONING DESIGNATION**SPUD, Simple 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, including the Land Use Plan. In addition, the SPUD provides for the following:

- a) 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.
- b) 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.
- c) Maintain consistency with the City's zoning ordinance, and other applicable plans, policies, standards and regulations on record, including the Comprehensive Plan.
- d) 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.

LAND USE DESIGNATION

Urban High (UH)

Highly compact, walkable pattern of urban development prioritizing alternative means of transportation. Low to no building spacing and separation of uses. This area is intended to create opportunities for economic activities attracting a city-wide audience, and place residents closer to services and jobs.

High-intensity areas strive for more residential than non-residential uses with frequent master-planned mixed-use development nodes. Non-residential uses may be more common in UH than in UM or UL due to higher concentrations of population. Gross densities in any single development should be greater than 12 units per acre.

CHARACTER AREA DESIGNATION

Core Neighborhood Areas

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.

NEAREST PUBLIC PARK

There are two parks within one mile of the proposed development site. Earl Sneed Park is located approximately 0.4 miles southeast of the development site. Legacy Trail Park is located approximately 0.2 miles northeast of the development site. Each of these parks can be accessed using available sidewalks and crosswalks along the streets.

PROCEDURAL REQUIREMENTS:

PRE-DEVELOPMENT:

PD25-29

October 23, 2025

The neighbors present at the meeting asked why the development was being amended from its original approval. The applicant representative stated that the original concept for commercial uses on the ground floor was not a good fit for the development site. This was due to the parking availability and layout of the parking area. If a resident were to park behind a customer, the customer would essentially be blocked in. As a result of this unforeseen error, a request to remove the commercial use and make the development site exclusively a residential development seemed like the best option.

The neighbors then asked about the project's start date. The applicant representative stated that if the project was approved, they believed construction would start in a couple of years.

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 during building permitting.

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 the State University Addition. No additional subdivision is requested.

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 – 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 the Comprehensive Plan, including the Land Use Plan. 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, including the Comprehensive Plan.

- 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 requests an amendment to the property's existing SPUD to change the ground floor use from commercial to multi-family residential.

Uses Permitted

- The proposed amendment will allow for a three-story multifamily structure with units on the first and second floors. The third floor will include a common space for residents. Additionally, mail, laundry, storage spaces, and rooftop amenities will be allowed on the site. Accessory uses that are customarily incidental to residential occupancy, such as mechanical rooms or trash enclosures, will also be allowed on site. A complete list of uses can be found within the attached SPUD Narrative as Exhibit C.

*This SPUD proposes a three-story multi-family residential building. The building will consist of six units with six bedrooms on the first floor, six bedrooms on the second floor, and a common space on the third floor. The proposal is **consistent** with surrounding zoning, as the development is residential and abuts existing residential uses to the north, east, and west across Jenkins Avenue. Commercial uses are north, south, and west of the development area. This property is in the area anticipated to be adopted into the CCFBC area when a parking structure is constructed or funded. The density of this development is consistent with the anticipated densities of this area.*

Area Regulations

- The development will have a required 18' setback from the front property line. A 5' side back will be required on the north side of the property. A 10' setback will be required along the south property line. The required rear setback will be 40' from the rear property line. Additionally, no structures may encroach upon or within 1' foot of public easements, private easements, or rights-of-way.

*The proposed side setbacks will be 5' on the north and 10' on the south, while the rear setback will be 40'. These setbacks either meet or exceed the typical setbacks required for the surrounding zoning districts. The development proposes a front setback of 18' rather than the typical 25' found in the surrounding zoning districts. However, the CCFBC allows for smaller setbacks in order to facilitate a more pedestrian friendly environment. The house to the north is approximately 18' from the front property line. For this reason, the proposed development is **consistent** with the area regulations and existing conditions of the surrounding area.*

Height Regulations

- The proposed building for this development will be three stories in height.

*The proposed three-story building is **consistent** with the height regulations for the surrounding zoning districts.*

Open Space

- The impervious area for the property shall not exceed 66%, leaving 44% of the development site as open space.

*The proposed development allows for 1% additional impervious coverage when compared to the 65% impervious coverage limit standard in surrounding zoning districts. The CCFBC allows up to 85% impervious coverage if engineered solutions are proposed to mitigate the effects of the increase in coverage. For these reasons, the open space is **consistent** with the surrounding area.*

Traffic Access, Circulation, Parking and Sidewalks

- Traffic circulation and access to the Property shall be allowed in the manner shown on the attached Site Development Plan.

*The proposed development will be accessed off the rear alley, as shown on the Site Development Plan. This access point can be accessed from East Boyd Street or from East Duffy Street. The proposed parking area will provide 12 parking spaces in total. An internal walkway along the north property line will connect the parking area to a building entrance. This property is in the area anticipated to be adopted into the CCFBC area when a parking structure is constructed or funded. The CCFBC does not allow curb cuts along street frontages when alley access is provided. For this reason, the access is **consistent** with the surrounding area.*

Landscaping

- The applicant will utilize low-impact development techniques (“LIDs”) and best management practices (“BMPs”) in the development of the property to assist in drainage management on-site. Greenspace will be provided in the locations shown on the Site Development Plan. A minimum of two (2) trees of two-inch (2”) caliper or greater will be planted and maintained in the front yard area of the property. Additional landscaping will be utilized on site, such as, flower beds, bushes, or shrubbery, in locations and types to be finalized during final site development.

*The proposed development is **inconsistent** with the regulations found under Section 36-551, Landscaping Requirements For Off-Street Parking Facilities as the applicant is not proposing to meet the City’s landscaping requirements. The development does not propose any form of screening along the north property line where the parking area is located and abutting residential use.*

Signage

- All signage for the development will be constructed in accordance with the City of Norman sign regulations, as amended from time to time.

*The proposed development will be **consistent** with the regulations under Section 28-507, Medium Density Residential Sign Standards.*

Screening

- Fencing shall not be required on the property. The absence of perimeter fencing will assist vehicular and pedestrian ingress and egress to the property from the sidewalk and alley.

*The proposed development is **inconsistent** with the regulations found under Section 36-552, Fencing, Walls, And Screening. Staff have requested a fence along the north property line to screen the parking area from the property to the north. The fence staff requested would start at an initial 6' and taper down to a 3' fence at the alley. The applicant has requested to maintain the original language of the SPUD Narrative.*

Exterior Materials

- The exterior of the buildings constructed within the property may be constructed of brick, stone, synthetic stone, wood, glass, high impact quality stucco or EIFS, masonry, metal accents, metal exteriors with aggregate, sandblasted or textured coating finish, and any combination thereof. The exterior façade of the buildings on the property shall contain no less than 80% masonry, exclusive of all windows, doors, roofs, or glass. The Applicant may file restrictive covenants against the 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

- Sanitation services for the Property shall be consistent with the City of Norman's applicable sanitation standards and regulations applicable to apartment units, as amended from time to time, such as poly cart service for each lot. No curbside recycling services will be provided on the Property.

*The proposed development will be **consistent** with all applicable City of Norman sanitation standards.*

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 proposed development is **consistent** with the Character Area General Residential Policies because it promotes a type of housing that is not common in the surrounding area. Proposed at three stories, the proposed development will not look identical to the surrounding residential uses, but will blend with the existing housing in the area.*

Core Neighborhood Areas 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 impacts 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 as long as scale transitions and architectural elements achieve continuity.

*The proposed multi-family residential development is located on an infill lot and addresses parking by proposing a rear alley-loaded parking area and a building design compatible with the existing area. For these reasons, the proposed development is **consistent** with the Core Neighborhood Character Area policies.*

Land Use Development Policies

Urban High Policies

- Highly compact, walkable pattern of urban development prioritizing alternative means of transportation. Low to no building spacing and separation of uses. This area is intended to create opportunities for economic activities, attracting a city-wide audience, and place residents closer to services and jobs.
- High-intensity areas strive for more residential than non-residential uses with frequent master-planned mixed-use development nodes. Non-residential uses may be more common in UH than in UM or UL due to higher concentrations of population.
- Gross densities in any single development should be greater than 12 units per acre.

*The proposed development consists of a three-story multi-family residential structure featuring six units with a total of 12 bedrooms. Six bedrooms will be located on the first floor, and the remaining six bedrooms will be located on second floor. The development site is in close proximity to local services and jobs. The site's gross density will be 37.5 units per acre. For these reasons, the development is **consistent** with the Urban High Land Use policy.*

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 housing types from townhomes to apartments are expected.
- Mixed-use buildings including retail, work-spaces, and residences are most common.
- Public and private spaces (i.e. balconies, recreational roof decks, outdoor dining, etc.) are clearly defined and cultivate a sense of place.
- New developments that are single-use developments or predominantly single-unit or garden apartments are not appropriate.

*The proposed development features a three-story multi-unit building, however this type of housing is the main form of development in the CCFBC area, which surrounds this property. Common and rooftop spaces are also provided for the building's residents. The removal of commercial uses on the ground floor makes this development **inconsistent** with the Urban High Land Use policy, as it removes the mixed-use aspect of the original development.*

Site Design

- The scale and layout of the built environment are conducive to walking. Trails and pathways are integrated throughout developments to connect to parks, neighborhoods, and community destinations.
- Multi-unit developments without connections to neighboring properties and uses weakens the development pattern and should be limited or avoided altogether.
- Street trees should form a continuous urban canopy over public areas and rights-of-way.
- Stormwater to be addressed at the project level but designed as part of a larger neighborhood or sub-basin system.
- Site layout should take every opportunity to maximize the public infrastructure available in this area.

*The development proposes an access point on the alley along the east side of the property. A sidewalk is present along the front property line. A walking path that leads from the parking lot to the proposed building will be installed. The applicant is proposing low impact development techniques to mitigate stormwater. For these reasons, the development is **consistent** with the Urban High Land Use policies.*

Transportation

- This area features a relatively 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 is a secondary use and should be as small as possible due to character and value of land in the area. Most of these areas have, or will have, easy access to public transportation (less than one half-mile walk of a stop). Improving access for pedestrians and bicyclists will continue to be a priority, including modernizing multi-modal infrastructure.

*The development site is located less than half a mile from several bus stops. The development site is also located near the University of Oklahoma, where infrastructure supporting multi-modal transportation exists. Bicycle racks are included in the Site Development Plan, further enhancing support for multimodal transportation. For these reasons, the development is **consistent** with the Urban High Land Use policy.*

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 existing water and sewer access. The development is **consistent** with Utility Access policies.*

Public Space

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

The proposed development, at only .16 acres, is unable to accommodate the various forms of public spaces listed in the Urban High Land Use policy.

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: The SPUD Narrative proposes amending the currently approved SPUD to remove commercial ground-floor uses and replace them with multi-family residential. The development will include 12 bedrooms and 12 parking spaces. The site borders residential properties to the north, east, and west, and commercial properties to the south and west. The site is currently vacant; any development of the site will increase traffic volume.

This development aligns with the AIM Norman Comprehensive Land Use Plan by adding higher density housing options. It will be a three-story, multi-family building on an infill lot with rear-loaded parking. Bicycle racks will be provided, and the site is less than half a mile from several bus stops, supporting multi-modal transportation options. The building and lot layout are designed to match the street front of the surrounding area, promoting compatibility with neighboring properties.

CONCLUSION: Staff forwards this request to amend the existing SPUD, Simple Planned Unit Development (O-2223-3), to a new SPUD, Simple Planned Unit Development District (O-2526-21), for consideration by City Council.

PLANNING COMMISSION RESULTS: At their meeting of November 13, 2025, the Planning Commission recommended approval of Ordinance O-2526-21 by a vote of 7-0.