



## CITY OF NORMAN, OK STAFF REPORT

**MEETING DATE:** 01/27/26

**REQUESTER:** Coleraine Capital Group, Inc.

**PRESENTER:** Jane Hudson, Planning & Community Development Director

**ITEM TITLE:** CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-6 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 THE SOUTHWEST QUARTER (SW/4) OF SECTION FOUR (4), TOWNSHIP EIGHT NORTH (T8N), RANGE TWO WEST (R2W) OF THE INDIAN MERIDIAN, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE A-2, RURAL AGRICULTURAL DISTRICT, AND I-1, LIGHT INDUSTRIAL DISTRICT, AND PLACE SAME IN A PUD, PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (1751 E. IMHOFF ROAD; WARD 1)

<b>APPLICANT/REPRESENTATIVE</b>	Coleraine Capital Group, Inc./Rieger Sadler Joyce, LLC
<b>LOCATION</b>	1751 E. Imhoff Road
<b>WARD</b>	1
<b>CORE AREA</b>	No
<b>EXISTING ZONING</b>	A-2, Rural Agricultural District, and I-1, Light Industrial District
<b>EXISTING LAND USE</b>	Urban High
<b>CHARACTER AREA</b>	Suburban Neighborhood
<b>PROPOSED ZONING</b>	PUD, Planned Unit Development
<b>PROPOSED LAND USE</b>	No change

## REQUESTED ACTION

Rezoning from A-2, Rural Agricultural District, and I-1, Light Industrial District, to PUD, Planned Unit Development

### **SUMMARY:**

The applicant, Coleraine Capital Group, Inc., requests approval of a PUD, Planned Unit Development, to allow for a multi-family apartment complex containing 456 units, for a density of 14 units per acre.

### **EXISTING CONDITIONS:**

**SIZE OF SITE:** 32.50 Acres

### **SURROUNDING PROPERTIES**

	Subject Property	North	East	South	West
Zoning	A-2 & I-1	A-2 & R-1	PUD, R-1, R-2, & RM-6	I-1	PUD
Land Use	Urban High	Urban Medium & Park	Urban Medium	Job Center	Urban Medium & Urban High
Current Use	Undeveloped	Residential & Park	Residential (Multi-Family and Single-Family)	Industrial	Residential (Multi-Family)

### **EXISTING ZONING DESIGNATIONS**

#### **I-1, Light Industrial District**

The I-1, Light Industrial District, is intended for light manufacturing, processing, assembly, and office/warehouse uses that operate with minimal noise, odor, dust, or glare, and are confined within enclosed buildings. The district aims to support industrial operations which generate moderate traffic but do not produce the heavy traffic associated with more intensive or hazardous industrial uses. This district serves as a transitional zone between general commercial, multi-family residential areas, and heavier industrial zones, prioritizing activities that are non-disruptive to nearby properties.

#### **A-2, Rural Agricultural District**

This district is intended to provide a zoning classification for land situated relatively remote from the urban area which is used for agricultural and related purposes and will not undergo urbanization in the immediate future. The types of uses, the area and the intensity of use of land which is authorized in this district is designed to encourage and protect all agricultural uses until urbanization is warranted and the appropriate change in district classification is made. Areas included within this district are sufficiently remote from developed urban areas that exploration for and production of oil and gas will not be hazardous or detrimental to people and property within the developed portions of the City. Further, the purpose of the following regulations for properties within the Ten Mile Flat Conservation Area, is to:

- (1) Address unique conditions in the area commonly known as Ten Mile Flat, much of which land lies within the historical floodplain of Ten Mile Creek and the South Canadian River.

- (2) To protect exceptional and irreplaceable natural resources located in the Ten Mile Flat area; and
- (3) To protect against flood damage in the 100-year floodplain and other floodprone areas within the Ten Mile Flat area.

## **LAND USE DESIGNATION**

## **Urban High**

Highly compact, walkable pattern of urban development prioritizing alternative means of transportation. Low to no building space 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**

## **Suburban Neighborhood**

Areas where suburban residential subdivision development have occurred or are likely to occur (due to availability of water and sewer service). This area is characterized by low pedestrian orientation, existing but largely inconvenient public transit access, high to moderate degree of building and use separation, predominantly residential with scattered civic buildings and varied street patterns, often curvilinear.

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).

## **PROCEDURAL REQUIREMENTS:**

### **PRE-DEVELOPMENT:**

**PD25-15      June 26, 2025**

The applicant presented the PUD rezoning request for a proposed multi-family apartment development. During the meeting, neighboring residents raised several concerns, primarily related to wildlife preservation, trash management, and the potential impact on the local homeless population. Specifically, residents expressed concern about the effects of land clearing on migratory birds, deer, and owls that inhabit the wooded area. They inquired about strategies to minimize habitat disruption and preserve local wildlife. Additional concerns focused on litter, dumpster placement, and ongoing site maintenance. Neighbors voiced fears that the development could lead to increased trash in adjacent neighborhoods and create hidden areas that might attract homeless encampments within the remaining wooded sections. In response, the applicant proposed the following mitigation measures: Installation of enclosed dumpsters with regular maintenance to manage litter and reduce odors. Potential construction of a perimeter fence to deter unauthorized foot traffic and help prevent encampments in the area.

### **BOARD OF PARKS COMMISSIONERS:**

**September 4, 2025**

The proposal for Fee-in-Lieu of Land was accepted by the Board of Parks Commissioners in a unanimous 6-0 vote.

## **SUMMARY OF APPLICATION:**

Coleraine Capital Group, Inc. requests to rezone from A-2 and I-1 to a PUD for approximately 32.50 acres of land located at 1751 E. Imhoff Road. The request is to facilitate the development of a multi-family apartment complex. The application also includes a preliminary plat request. The proposed development will feature three- to five-story apartment buildings, along with accessory structures, resident amenities, and integrated open and green spaces throughout the site.

### **USE:**

The proposed development will feature multi-family apartment buildings, accessory structures related to maintenance, and amenities such as leasing offices, pool areas, dog parks, sports courts, walking trails, and fitness stations. The complete list of the allowable uses for the property is attached as Exhibit C, Allowable Uses.

### **TRAFFIC ACCESS, CIRCULATION, PARKING AND SIDEWALKS:**

Access to the proposed development will be provided via two driveways: (1) an entrance/exit located near the western property line and (2) an entrance/exit near the eastern property line. Driveway (1) and (2) take access from Imhoff Road, as illustrated on Exhibit B, Preliminary Site Development Plan. The parking area will comply with all applicable provisions of the City of Norman's parking ordinance and regulations. Additionally, the proposal would include a pedestrian access connection to Twisted Oak Drive. Internal sidewalks will be provided throughout the development, and a sidewalk will be installed along Imhoff Road as shown on Exhibit B.

### **LANDSCAPING:**

Landscaping will be provided and maintained in accordance with the City of Norman's applicable landscaping regulations, Section 36-551, Landscaping Requirements for Off-Street Parking Facilities, which may be amended from time to time.

### **SIGNAGE:**

Signs on the property will comply with the applicable Medium-Density Residential requirements in Chapter 28, Sign Regulations, which may be amended from time to time.

### **LIGHTING:**

Exterior lighting will comply with the applicable regulations in Section 36-549, Commercial Outdoor Lighting Standards, which may be amended from time to time.

### **SANITATION/UTILITIES:**

The project will comply with the City of Norman's applicable regulations for sanitation services. Dumpsters will be located as depicted on the Preliminary Site Development Plan. The development will connect to the City of Norman's water and wastewater systems.

### **FENCING/WALLS:**

Fencing shall not be required on the property but may be installed around the perimeter of the property. Fencing placement and heights shall comply with the applicable regulations in Section 36-552, Fencing, Walls, and Screening, as amended from time to time.

## **EXTERIOR MATERIALS:**

The PUD Narrative states the exterior of the buildings may be constructed of brick, stone, synthetic stone, high impact quality stucco or EIFS, masonry, metal accents, and any combination thereof. A masonry percentage requirement was not provided by the applicant. Because these are residential buildings, the 80% masonry requirement in the Zoning Ordinance Section 36-547, Exterior Appearance, does not apply.

## **HEIGHT:**

In the PUD Narrative, it states any building on the property will be allowed to reach a maximum height of five stories, excluding subgrade elements including roof top mechanical units, equipment screening, or parapet walls. The proposed Site Development Plan shows three- and four-story buildings.

## **NEAREST PUBLIC PARK:**

Oakhurst Park is approximately 0.28 miles from the proposed development off Oakhurst Avenue. The proposed development includes a pedestrian pathway connecting to Twisted Oak Drive to allow access to Oakhurst Park.

## **REVIEW COMMENTS:**

This application was submitted to the following agencies, departments, and/or divisions for review and comment. An asterisk (\*) indicates 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**

*Additional information will be required to determine fire hydrant and fire lane requirements related to the proposed buildings. These items will be addressed during individual building permitting.*

#### **A.2. BUILDING REVIEW**

*Building Codes will be addressed at the building permit stage.*

#### **A.3. PUBLIC WORKS/ENGINEERING**

*Please see the attached report from Engineering.*

#### **A.4. TRANSPORTATION ENGINEER**

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

## **A.5. PLANNING**

### **ZONING CODE CONSIDERATIONS**

#### **a) Purpose – PUD, Planned Unit Development**

i) 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 environments 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 City's long-range 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.

*The applicant requests a Planned Unit Development (PUD) to gain flexibility in use, design, and development standards, as multi-family is not permitted under A-2 or I-1 zoning regulations. This type of request is consistent with the intent of the PUD ordinance to allow for more choice in type of living units available to the public in this area and in the efficient and economic use of land via a smaller network of public infrastructure. It is also consistent with providing open space and recreation areas, along with consistency with the desired density outlined in the City's Comprehensive Land Use Plan (greater than 12 units per acre).*

**b) Uses Permitted**

- i) The proposed development will feature multi-family buildings, accessory structures, and resident amenities such as leasing offices, pool areas, dog parks, sports courts, walking trails, and fitness stations. The complete list of the allowable uses for the Property is attached as Exhibit C.

*This use is consistent with multi-family development. There are three multi-family apartment complexes to the west of the subject property. There is a single-family residential area adjacent to the subject property on the east side of Twisted Oak Drive.*

**c) Area Regulations**

- i) The Property shall comply with the setbacks shown on the Preliminary Site Development Plan. The minimum building setback shall be ten feet (10') from the north property line, twenty-five feet (25') from the western property line, forty feet (40') from the south property line, and (50') from the eastern property line.

*The area regulations proposed for the project are consistent with those typically established for a multi-family apartment complex development. The proposed area regulations are similar to those of surrounding apartment complexes. Staff would note the setbacks in the PUD Narrative and the setbacks shown on the Preliminary Site Development Plan do not match. The Narrative allows for smaller setbacks than are depicted on the Preliminary Site Development Plan. Should the applicant want to change their setbacks from what is shown, they would need to amend their Preliminary Site Development Plan.*

**d) Height Regulations**

- i) The proposed development allows buildings up to a maximum height of five stories, not including subgrade components, rooftop mechanical equipment, screening structures, or parapet walls. The site plan includes a total of eight buildings: four three-story structures, three four-story structures, and one single-story structure.

*The proposed building heights at three- and four-stories as shown on the Preliminary Site Development Plan are consistent with the multi-family in the surrounding area. The height is inconsistent with the single-family in the area to the east. The zonings for the existing multi-family complexes to the east and west also allow for structures exceeding three stories.*

## COMPREHENSIVE PLAN CONSIDERATIONS

**a) Character Area Policies**

## i) General Policies

### (1) Residential Policies

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

*The proposed residential development is consistent with the General Residential Policies for all Character Areas by incorporating higher densities that blend with the existing multi-family apartment complexes to the west and to the east. The existing single-family structures to the east are two-stories in height. The proposed three-story structures (as shown on the Preliminary Site Development Plan) would not overwhelm the existing housing to the east, as the 50' setback will help minimize the impact. Please see note regarding the PUD Narrative allowance for the five stories in d) Height Regulations above.*

## ii) Character Area Policies – Suburban Neighborhood

1. Infrastructure extensions should occur incrementally, and new developments must connect to City water and sewer, which may require extension of lines.
2. Protect drainageways in accordance with WQPZ ordinance within new development and expand their use for public trail access.
  - a) Treat water quality volume from runoff for volume recommended in stormwater master plan and in accordance with EDC Section 7000.
  - b) The open spaces created around drainageways should be connected when it is feasible to create wildlife corridors.
3. Reduce the impact of higher intensity uses to adjacent lower intensity uses with screening and landscaping. Native landscaping is encouraged.
  - a) Prioritize preservation of existing mature street trees.
4. 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.
  - a) Priority for higher density, mixed-income, and affordable housing opportunities should be assigned to locations with multi-modal transportation access and capacity.
  - b) Based on associated Land Use, housing typologies of all intensity levels are appropriate within the Suburban Character area.
5. Encourage:
  - a) More mixing of uses, including neighborhood services, job centers, and residential uses of similar intensities.
  - b) Retrofitting existing commercial and retail strip development in areas that are likely to undergo renovation or potential demolition in the life of this plan.
  - c) Civic, cultural uses, entertainment establishments that will promote community interaction and public open space.

6. 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 accommodation should:
  - a) Ensure interconnectivity between developments for local and collector streets.
  - b) Provide access to trails with all new development, when feasible to integrate trail plans outlined in the Transportation and Park Master Plans into developments.
  - c) Connect streets between land uses and include complete street approaches for undeveloped sites.
  - d) Use the most recent Transportation Master Plan to fill pedestrian system gaps along streets, to trails, and within developments.
  - e) Encourage network of multi-modal transportation options to neighborhood centers and local mixed-use developments.

*The proposed development is consistent with Suburban Neighborhood policies regarding the use of existing City services and the increased density with similarly scaled multi-unit residences as surrounding multi-family apartment complexes. While the development does not have new public streets, it is still providing for pedestrian connectivity to a nearby park.*

## **b) Land Use Development Policies**

### **i) Description and Context – Urban High**

- 1) Highly compact, walkable pattern of urban development prioritizing alternative means of transportation. Low to no building space 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.
  - a) 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.
  - b) Gross densities in any single development should be greater than 12 units per acre.

*The proposal is consistent as there will be a density of 14 units per acre. While the development has higher building spacing and is not compact, it is similar in character to neighboring multi-family properties to the west and to the east.*

### **ii) Building Types**

- (1) 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.
- (2) Multi-unit structures are the priority, but a variety of housing types from townhomes to apartments are expected.

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

*The proposal is consistent in featuring small- to medium-scale buildings ranging from three to five stories, while providing private amenities such as fitness stations and outdoor grilling areas help cultivate a sense of place. The proposal will be no more than two stories higher than surrounding properties, as shown on the Preliminary Site Development Plan. Staff would note the PUD Narrative language allows five stories; this is more than is shown on the Preliminary Site Development Plan.*

### iii) Site Design

- (1) 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.
- (2) Multi-unit developments without connections to neighboring properties and uses weaken the development pattern and should be limited or avoided altogether.
- (3) Street trees should form a continuous urban canopy over public areas and rights-of-way.
- (4) Stormwater to be addressed at the project level but designed as part of a larger neighborhood or sub-basin system.
- (5) Site layout should take every opportunity to maximize the public infrastructure available in this area.

*The proposal is consistent as sidewalks are present throughout the development, with a pedestrian connection on the east side leading to Oakhurst Park. Additionally, the Narrative states the development will follow landscaping requirements, which require the installation of trees along the street frontage.*

### iv) Transportation

- (1) 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 the 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 proposal is consistent with the policies relating to pedestrian access because sidewalks can be taken to 12<sup>th</sup> Avenue SE and to Classen Blvd. No public streets are proposed with this application. The subject property is not currently within one half-mile walk of a public transportation stop.*

### 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 systems.

*The proposal is consistent as the necessary utilities are available.*

**vi) Public Space**

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

*The proposal is consistent as there are sidewalks throughout the development, and there is a sidewalk connection to the adjacent residential neighborhood to the east via Twisted Oaks Drive, and to the east which leads to 12<sup>th</sup> Avenue SE.*

**b) Neighborhood and/or Special Area Plans**

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

**A.6. UTILITIES**

**AIM NORMAN PLAN CONFORMANCE**

*The proposed development is in accordance with AIM Water and Wastewater Utility.*

**SOLID WASTE MANAGEMENT**

*The proposed development meets requirements and provides access for solid waste services.*

**WATER/WASTEWATER AVAILABILITY**

**a) Water Availability**

*Adequate capacity within the water system exists to serve the proposed development.*

**b) Wastewater Availability**

*Adequate capacity within the wastewater system exists to serve the proposed development.*

**ALTERNATIVES/ISSUES:**

**IMPACTS:** The proposed multi-family apartment development aligns with the Land Use and Character Area objectives by incorporating high density, multi-family housing that is comparable in scale and form to adjacent neighborhoods, with building heights ranging from three to four stories, as shown on the Preliminary Site Development Plan. Aspects of consistency with AIM Policies could be affected by the difference in language in the PUD Narrative allowing for five-story buildings. Additionally, the proposal demonstrates consistency in site design and provides connectivity to a nearby park.

**CONCLUSION:** Staff forwards this request for rezoning from A-2, Rural Agricultural District, and I-1, Light Industrial District, to a PUD, Planned Unit Development, and Ordinance O-2526-6, for consideration by City Council.

**PLANNING COMMISSION RESULTS:** At their meeting of October 9, 2025, the Planning Commission recommended approval of Ordinance O-2526-6 by a vote of 7-0.