



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 2/24/2026

REQUESTER: Norman Premium Real Estate, LLC

PRESENTER: Jane Hudson, Planning & Community Development Director

ITEM TITLE: CONSIDERATION OF ADOPTION, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-28 UPON SECOND AND FINAL READING: 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 TRACT OF LAND BEING A PART OF THE SOUTHWEST QUARTER (SW/4) OF SECTION TWENTY-SEVEN (27), TOWNSHIP NINE (9) NORTH, RANGE TWO (2) WEST OF THE INDIAN MERIDIAN, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE C-2, GENERAL COMMERCIAL DISTRICT, AND R-1, SINGLE-FAMILY DWELLING DISTRICT, AND PLACE THE SAME IN THE RM-6, MEDIUM-DENSITY APARTMENT DISTRICT, OF SAID CITY; AND PROVIDING FOR THE SEVERABILITY THEREOF. (NORTHEAST CORNER OF THE INTERSECTION OF 24TH AVENUE N.E. AND E. ALAMEDA STREET; WARD 6)

APPLICANT/REPRESENTATIVE	Norman Premium Real Estate, LLC/Rieger Sadler Joyce, LLC
LOCATION	Northeast corner of the intersection of 24 th Ave. N.E. and E. Alameda St.
WARD	6
CORE AREA	No
EXISTING ZONING	C-2, General Commercial District, and R-1, Single-Family Dwelling District
EXISTING LAND USE DESIGNATIONS	Mixed-Use and Open Space
CHARACTER AREA	Corridor (Gateway) and Suburban Neighborhood

PROPOSED ZONING

RM-6, Medium-Density Apartment District
(The southwest corner of the property will remain C-2, General Commercial District.)

PROPOSED LAND USE

No Change

REQUESTED ACTION

Rezone to RM-6, Medium-Density Apartment District, to allow for multi-family residential uses

SUMMARY:

The applicant, Norman Premium Real Estate, LLC, is requesting a rezoning from C-2, General Commercial District, and R-1, Single-Family Dwelling District, to RM-6, Medium-Density Apartment District. The southwest corner of the property will remain C-2, General Commercial District. The proposed rezoning and associated plat will allow for a mixed-use development containing commercial and multi-family residential uses.

EXISTING CONDITIONS:

SIZE OF SITE: 8.57 acres proposed RM-6, Medium-Density Apartment District; 11.6 acres total development.

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	C-2 & R-1	R-1	R-1	C-2 & PUD	C-2 & R-1
Land Use	Mixed-Use & Open Space	Mixed-Use & Open Space	Mixed-Use	Mixed-Use & Open Space	Mixed-Use
Current Use	Vacant	Residential (Single-Family)	Residential (Single-Family)	Commercial & Residential (Single-Family)	Commercial & Residential (Single-Family)

ZONING DESIGNATIONS

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.

R-1, Single-Family Dwelling District

This residential district is intended for single-family detached development, including accessory dwelling units and other accessory structures. Other uses compatible with single-family

residential development are also allowed. Developments in this zoning district should have access to City services and be located in the urbanized area.

LAND USE DESIGNATION

Mixed-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.

Open Space

Contains valuable environmental features that should not be developed or would make good recreational spaces. Areas intended for parks can be developed with recreational features, while open space areas are more appropriate for wildlife habitat preservation with only passive recreation uses. Consists of relatively large areas appropriate for natural lands, floodplains, large parks (>30 acres), platted common areas larger than 2-3 acres that provide multiple benefits (stormwater management, recreation, tree preservation, interconnected wildlife habitats, etc.) to nearby areas, and major trail system components. Development is limited to park and trail uses due to overlap with 100-year floodplain.

CHARACTER AREA DESIGNATIONS

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. (Gateway, In-Town, and Downtown)

Gateway Corridors

Major thoroughfare that serves as an important entrance or means of access to the community marked by orientation of buildings to highway; on-site parking; and large set-backs for buildings. Anticipating high public transit access, including stops and shelters in locations safe for passengers and operations. Interstate-35, North Flood Avenue, Alameda Street, Main Street west of 24th, and Highway 9 are Gateway Corridors managed under this Character Area.

Suburban Neighborhood Areas

Suburban Neighborhood Areas are where suburban residential subdivision development have occurred or are likely to occur (due to the 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).

NEAREST PUBLIC PARK

Royal Oaks Park is approximately 0.5 miles from the subject property and is accessible via sidewalks through the Royal Oaks neighborhood.

PROCEDURAL REQUIREMENTS:

PRE-DEVELOPMENT: PD25-32 November 20, 2025

Several neighboring residents were in attendance and shared concerns about the proposed development. Some attendees expressed concern about the proposed development’s impact on nearby Upper Rock Creek through increased impervious coverage and removal of existing vegetation. Attendees that raised these concerns suggested that there had not been enough consideration given to proposed development’s impact in this regard. Other neighbors were concerned that the proposed multifamily development will negatively impact surrounding property values.

PRE-DEVELOPMENT: PD25-32 December 18, 2025

Several neighboring residents were in attendance and shared concerns about the proposed development. The two primary concerns that neighboring residents had were the environmental impact of the proposed development and the uses allowed under the proposed RM-6, Medium Density Apartment District zoning.

One resident asked what would happen to the existing woodland on the site. The applicant’s representative stated that the vegetation in the area to be developed would be cleared, and the site graded. Another resident asked how or if the Water Quality Protection Zone on the east side of the property would be secured to prevent people from entering the area. The applicant’s representative stated that there are currently no plans to fully restrict access to the Water Quality Protection Zone. Several residents asked how the drainage of the site had been designed to accommodate the increased runoff caused by the increased impervious surface area. The applicant’s representative stated that a drainage study is a required step of the platting process, and that city staff would verify that it satisfied all stormwater regulations.

There were repeated questions from residents regarding the uses allowed under the proposed development, with some attendees expressing concern that the proposed zoning will allow for greater intensity residential uses. The applicant’s representative acknowledged that the RM-6, Medium-Density Apartment District allows for multi-family residential development, including apartments, but stated that the current intent is to develop the site with two-family dwellings. Another resident asked why RM-6, Medium-Density Apartment District is being requested if other districts also allow two-family dwellings. The applicant’s representative stated that RM-6, Medium-Density Apartment District was requested because they feel it aligns more closely with the goals of the AIM Norman Comprehensive Land Use Plan. One resident asked about building height, to which the applicant’s representative stated that the RM-6, Medium-Density Apartment District allows for building heights up to three stories by right. Another resident

asked how long it would take for the site to be developed under the proposal. The applicant's representative said that it could take years before any development occurred.

BOARD OF PARKS COMMISSIONERS:

January 5, 2025

The Board of Parks Commissioners voted 5-0 in favor of a fee in lieu of land for this development. The fees are to be used for the continued development of the nearby Royal Oaks Park.

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

Additional construction details are required to determine fire hydrant requirements and fire lane specifications for the proposed building(s). These items will be addressed during the building permit stage. For details, view the City of Norman Ordinances and adopted 2018 ICC codes as amended by OUBCC including IFC Appendices B, C, and D.

BUILDING REVIEW

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

PUBLIC WORKS/ENGINEERING

Please see attached report from the Engineer regarding the associated preliminary plat request.

TRANSPORTATION ENGINEER

Please see attached report from the Transportation Engineer regarding the associated preliminary plat request.

PLANNING

ZONING CODE CONSIDERATIONS

RM-6, Medium-Density Apartment District

The RM-6 district is designed to encourage the developing of neighborhoods having a variety of dwelling types, including townhouses, thus providing for the varying requirements of families. The regulations are intended to ensure compatibility with adjacent existing and proposed low-density apartment development.

This request is considered straight zoning, meaning there are no variances requested with this

application. Development of the site is required to follow the existing development standards currently adopted in Chapter 36, Zoning Code.

Review of this application is limited the portion of the property requesting rezoning. As noted previously, the southwest corner of the property will remain C-2, General Commercial District, and may be developed in the future with those uses allowed under the C-2 District.

Uses Permitted

- The proposed uses of the site will be those allowed in the RM-6, Medium-Density Apartment District.

*The 8.57-acre portion of the property proposed as RM-6, Medium-Density Apartment District, will have 31 two-family dwellings, as shown on the Preliminary Site Plan. The use of duplexes is **consistent** and compatible with the surrounding area.*

The preliminary site plan is not binding, and all uses allowed under the regulations of the RM-6, Medium-Density Apartment District will be allowed within the respective areas, subject to all applicable development regulations. All development will be reviewed for compliance at the building permit stage.

Area Regulations

- Front yard: The minimum depth of the front yard shall be 25 feet.
- Side yard: The minimum width of the side yard shall be five feet, except as required for tall or accessory buildings by the provisions of subsection (d)(5) of this section.
- Rear yard: The minimum depth of the rear yard shall be 20 feet. One-story unattached buildings of accessory use shall be set back one foot from the utility easement or alley line.

*The area regulations of the proposal are **consistent** with the setbacks of the surrounding area. All development will be reviewed for compliance at the building permit stage.*

Height Regulations

- Structures exceeding three stories in height shall be set back from side and rear lot lines abutting property in residential districts at least five feet for each story above three.
- Any accessory building shall not exceed a wall height of ten feet unless the required side and rear yard setbacks are increased by one foot for each additional foot of wall height above ten feet; provided, however, that no accessory building shall exceed the height of the principal building to which it is accessory.

*The proposed height of the two-family dwellings shown on the Preliminary Site Plan is up to 35' (approximately three stories). This is **consistent** with the regulations under RM-6, Medium-Density Apartment District and is similar to the surrounding area.*

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, as amended from time to time. Landscaping buffers are provided between the commercial and residential portions of the property in addition to

a 6' opaque screening fence, and between the proposed development and surrounding residential areas.

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

Traffic Access, Circulation, Parking and Sidewalks

- There will be two access points for the proposed development: one from 24th Ave. N.E., and one from E. Alameda St. All access, circulation, parking, and sidewalks will comply with Norman's applicable ordinances.

*The proposed development is **consistent** with the City's traffic access, circulation, parking, and sidewalk regulations.*

Lighting

- All exterior lighting shall be installed in accordance with the applicable regulations of Section 36-549, Commercial Outdoor Lighting Standards, as amended from time to time.

*Lighting within the development will be **consistent** with applicable City regulations. All exterior lighting will be full cut-off to prevent spillover onto adjacent properties.*

Signage

- Signs within the proposed development shall comply with the applicable regulations of Chapter 28, Sign Regulations, for commercial and residential uses, as amended from time to time.

*Any signage within the proposed development will be **consistent** with the City's signage regulations.*

Screening

- The proposed development includes a 5' landscape buffer between the commercial and residential areas in addition to a 6' opaque screening fence per the requirements of Section 36-552(d), as well as a 10' landscape buffer between the residential area and the single-family residences to the north. A 4.07-acre open space area buffers the residential area from the single-family residences to the east.

*The proposed development is **consistent** with the City's screening regulations.*

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 allows for greater housing densities not common in the surrounding area. Residential areas within the proposed development are buffered from lower density residential areas to the north and east through landscaping, screening, and open space.*

Corridor Areas (Gateway) Policies

- 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.
- Use screening, with natural materials when possible, to lessen noise pollution and visual clutter from existing and future uses along the corridor.
- 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.
- 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.
- 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.
- Add density through development of sites behind properties directly facing streets.
- Retrofit or mask existing strip development or other unsightly features, as necessary.
- Explore requiring that stormwater management and detention have lower impact than historic stormwater conditions for all new or redevelopment along corridors.

*The proposal is **consistent** with the policies of the Corridor Area (Gateway) policies, as it allows for mixed-use commercial and residential development, capitalizing on an underutilized lot at the intersection of two arterial streets. Rezoning a portion of the property to RM-6, Medium-Density Apartment District, will allow for greater housing densities, buffered from lower housing densities to the north and east. The proposed development will allow for vehicle and pedestrian circulation throughout the site and connect to existing transportation infrastructure along 24th Ave. N.E. and E. Alameda St.*

Suburban Neighborhood 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, as it creates a mixed-use development that utilizes existing public infrastructure and promotes a greater mix of housing types in the area. The Water Quality Protection Zone is reserved on the eastern 4.07 acres of the property, and pedestrian infrastructure promotes non-vehicular circulation to, from, and within the site. Landscaping and screening is also incorporated into the site design to reduce the impact on nearby lower intensity uses.*

Land Use Development Policies

Mixed-Use Policies

- 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 proposal allows for mixed-use development but is largely residential in nature. The Preliminary Site Plan proposes 31 two-family dwellings, with 62 total dwelling units. There is only one proposed commercial building with six retail spaces. The proposed 13.8 dwelling units per acre is less than the 18 units per acre suggested. For these reasons, the currently proposed development is largely **inconsistent** with this Mixed-Use Land Use policy. However, the proposed RM-6, Medium-Density Apartment District zoning does allow for greater density and therefore a higher units per acre ratio than what is currently proposed in the Preliminary Site Plan could be developed on this site.*

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 includes 31 two-family dwellings up to 35' (approximately three stories) in height. However, all proposed buildings are single-use and of similar design. For these reasons, the proposal is **inconsistent** with this Mixed-Use Land Use policy.*

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 proposed development includes sidewalks to encourage pedestrian circulation throughout the development, and will connect to existing pedestrian infrastructure on 24th Ave. N.E. and E. Alameda St. A 6,049 square-foot portion of the Water Quality Protection Zone on the east side of the property is proposed as a community area and recreation space. For these reasons, the proposed development is **consistent** with this Mixed-Use Land Use policy.*

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 proposed development is **consistent** with this Mixed-Use Land Use policy because it promotes interconnectivity through its proximity and connection to multi-modal transit infrastructure, including a sidewalk on E. Alameda St. with access to an Embark bus stop approximately 0.5 miles to the west. Sidewalks will be provided throughout the development and will connect to existing public pedestrian infrastructure along 24th Ave. N.E. and E. Alameda St.*

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

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 proposed development includes pedestrian amenities, tying into existing sidewalks along 24th Ave. N.E. and E. Alameda St., as well as a proposed community area and recreation space within the Water Quality Protection Zone on the east side of the property. For these reasons, the proposed development is **consistent** with this Mixed-Use 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:

The proposed development largely aligns with the AIM Norman Land Use and Character Area objectives. This proposal will provide a greater variety of housing options and densities, as well as additional commercial activity, to this area of Norman.

CONCLUSION:

Staff forwards this request for rezoning from C-2, General Commercial District, and R-1, Single-Family Dwelling District, to RM-6, Medium-Density Apartment District, and Ordinance O-2526-28 for consideration by City Council.

PLANNING COMMISSION RESULTS: At their meeting on January 8, 2026, the Planning Commission recommended approval of Ordinance O-2526-28 by a vote of 7-0.