



CITY OF NORMAN, OK STAFF REPORT

MEETING DATE: 11/13/2025

REQUESTER: Premium Land, LLC

PRESENTER: Lora Hoggatt, Planning Services Manager

ITEM TITLE: CONSIDERATION OF APPROVAL, ACCEPTANCE, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF RESOLUTION R-2526-83:
A RESOLUTION OF THE COUNCIL OF THE CITY OF NORMAN, OKLAHOMA, AMENDING THE AIM NORMAN COMPREHANSIVE LAND USE PLAN SO AS TO REMOVE A TRACT OF LAND LYING IN THE NORTHWEST QUARTER (NW/4) OF SECTION TWENTY-FIVE (25), TOWNSHIP NINE (9) NORTH, RANGE TWO (2) WEST OF THE INDIAN MERIDIAN (I.M.), CLEVELAND COUNTY, OKLAHOMA, FROM THE URBAN RESERVE DESIGNATION AND URBAN LOW DESIGNATION AND PLACE THE SAME IN THE URBAN LOW DESIGNATION. (SOUTH SIDE OF E. ROBINSON BETWEEN 48TH AVENUE N.E. AND 58TH AVENUE N.E.; WARD 5)

APPLICANT/REPRESENTATIVE	Premium Land, LLC/Rieger Sadler Joyce LLC
LOCATION	South side of E Robinson, between 48 th Avenue NE and 58 th Avenue NE
WARD	5
CORE AREA	No
EXISTING ZONING	A-2, Rural Agricultural District
EXISTING LAND USE DESIGNATION	Urban Reserve and Urban Low
CHARACTER AREA	Suburban
PROPOSED ZONING	PUD, Planned Unit Development
PROPOSED LAND USE	Urban Low

REQUESTED ACTION

Rezoning from A-2, Rural Agricultural District, to a PUD, Planned Unit Development and accompanied by an AIM Norman Comprehensive Land Use Plan Amendment request

SUMMARY:

The applicant, Premium Land, LLC, is requesting a Planned Unit Development to allow for the development of a large-lot, single-family residential neighborhood. Each lot will contain approximately 0.75 acres. This rezoning request is accompanied by an AIM Norman Comprehensive Land Use Plan amendment request from Urban Reserve and Urban Low to Urban Low.

EXISTING CONDITIONS

SIZE OF SITE

59.33 Acres

SURROUNDING PROPERTIES

	Subject Property	North	East	South	West
Zoning	A-2	A-2	A-2 with Public Utility Special Use	A-2	A-2
Land Use	Urban Reserve & Urban Low	Urban Low	Urban Low & Civic	Urban Reserve & Urban Low	Urban Reserve & Urban Low
Current Use	Vacant	Residential & Vacant	Residential & Vacant	Residential	Residential & Vacant

ZONING DESIGNATION

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 be undergoing 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 considered to be sufficiently remote from developed urban areas that exploration for and production of oil and gas will not be hazardous or detrimental to persons 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 DESIGNATIONS

Urban Low

An efficient, walkable pattern of lower-density urban development. Moderate to high building spacing and separation of uses, with further distances between destinations and fewer shared amenities.

- Low-intensity areas will be predominately residential over non-residential uses at compatible densities and scales.
- Gross densities in any single development **should be greater than 3 units per acre.**

Urban Reserve

Areas generally in agricultural use, and likely to experience limited development during the life of this plan. These areas consist of natural vegetation and wildlife habitat.

Commercial uses are inappropriate exclusive of:

- Small-scale services, where appropriate to support the surrounding community.
- Small businesses using accessory structures associated with a primary residence.

* * *

New Development:

- Residential developments should have a **minimum lot size of 30 acres**. Lots down to two acres may be allowed as part of a Planned Unit Development (or other appropriate regulatory process) where 65% of the area is reserved for future urban level densities.

CHARACTER AREA DESIGNATION

Suburban Neighborhood Areas

Suburban Neighborhood Areas are 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).

NEAREST PUBLIC PARK

The nearest public park is Royal Oaks Park. Royal Oaks is approximately 2.5 miles from this location. This park is not accessible via sidewalks.

PROCEDURAL REQUIREMENTS

PRE-DEVELOPMENT

PD25-25

September 25, 2025

Neighbors inquired about storm water runoff and how the developer plans to control it. The applicant representative stated they are required by the City of Norman to provide engineered solutions at the next stage of the project. The representative further explained the applicant may remove some lots to build more detention ponds if deemed necessary.

Neighbors asked why the developer chose this location for the proposed development and mentioned concerns of leapfrog development. The representative addressed these concerns stating that under the AIM Norman Land Use Plan this parcel is designated for the type of development the applicant is proposing. The representative further explained that development cannot be done layer by layer because that would rely on the willingness of owners to sell their land to developers. This is the reason why residents may see isolated development.

BOARD OF PARKS COMMISSIONERS

November 6, 2025

The applicant proposed a private park decision. The proposal would include approximately 3.6 acres of private park land. The Board of Parks Commissioners voted to approve this request by a vote of 7-0.

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

Fire Department
Building Permitting Review
Public Works/Engineering
Transportation Engineer
Planning*
Utilities*

FIRE DEPARTMENT

Items regarding fire hydrants and fire code will be considered at the building permit stage.

BUILDING REVIEW

Items regarding building code will be considered at the building permit stage.

PUBLIC WORKS/ENGINEERING

Please see attached report from Engineering regarding the proposed Preliminary Plat.

TRANSPORTATION ENGINEER

Please see the attached report from the Transportation Engineer.

PLANNING*

ZONING CODE CONSIDERATIONS

Purpose – PUD, Planned Unit Development

It is the intent of this section to encourage developments with a superior built environment brought about through unified development and to provide for the application of design ingenuity in such developments while protecting existing and future surrounding areas in achieving the goals of the comprehensive plan of record. The PUD, Planned Unit Development District herein established is intended to provide for greater flexibility in the design of buildings, yards, courts, circulation, and open space than would otherwise be possible through the strict application of other district regulations. In this way, applicants may be awarded certain premiums in return for assurances of overall planning and design quality, or which will be of exceptional community benefit, and which are not now required by other regulations. By permitting and encouraging the use of such procedures, the Planning Commission and City Council will be able to make more informed land use decisions and thereby guide development more effectively in the best interest of the health, safety, and welfare of the City. Specifically, the purposes of this section are to encourage:

- A maximum choice in the types of environment and living units available to the public.
- Provision of more usable and suitably located open space, recreation areas, or other common facilities than would otherwise be required under conventional land development regulations.
- Maximum enhancement and minimal disruption of existing natural features and amenities.
- Comprehensive and innovative planning and design of diversified developments which are consistent with the City's long-range plan and remain compatible with surrounding developments.
- More efficient and economic use of land resulting in smaller networks of utilities and streets, thereby lowering costs.
- Preparation of more complete and useful information which will enable the Planning Commission and City Council to make more informed decisions on land use. The PUD, Planned Unit Development regulations are designed to provide for small- and large-scale developments incorporating a single type or a variety of residential, commercial, industrial and related uses which are planned and developed as a unit. Such development may consist of individual lots, or it may have common building sites. Private or public common land and open space must be an essential, major element of the development, which is related to, and affects, the long-term value of the homes and other development. A planned unit development shall be a separate entity with a distinct character that respects and harmonizes with surrounding development

*The applicant is seeking a change in the zoning district from A-2 to PUD to allow for a large-lot, single-family development with approximately 0.75 acres per lot. The current zoning of A-2 requires a minimum lot width of 330' and a minimum lot size of 10 acres. The PUD ordinance seeks superior built environments that protect existing and future surrounding areas in achieving the goals of the comprehensive plan of record. The proposal as designed is inconsistent with the land uses assigned this property in the newly-adopted AIM Land Use Plan and requires a land use amendment. As discussed below, the proposal is also inconsistent with the requested land use amendment. Thus this proposal is **inconsistent** with the encouraged policies outlined within the PUD Ordinance.*

Uses Permitted

- The Property is proposed as a residential development only, featuring uses similar to those found within Norman's R-1 District, as follows:

- Detached single-family dwelling;
- Family day care home;
- General purpose farm or garden;
- Home occupation;
- Municipal recreation or water supply;
- Accessory buildings;
- Model homes, subject to an annual permit, as defined in NCC 36-101, for no more than four years, and/or Sales Office;
- Parking lot for model home(s);
- Short-term rentals; and
- One Accessory Dwelling Unit per lot.

This PUD proposes uses similar to those found within the R-1 District. The applicant has included Accessory Dwelling Units as an allowable use but without size or siting requirements/limits. No mixed or commercial use is proposed by applicant.

Area Regulations

- Front Yard: The minimum depth of the front yard setback shall be forty (40') feet.
- Side Yard: The minimum depth of the side yard setback shall be twenty-five (25') feet.
- Rear Yard: The minimum depth of the rear yard setback shall be twenty (20') feet.
- Density and Lot Size: The maximum lot coverage for all structures, as well as impervious area, shall be no more than sixty-five percent (65%) of the total lot area. The minimum lot size shall be 0.75 acres. The development shall consist of fifty-nine (59) residential lots.

The proposed area regulations are not similar to those of any Zoning District. As the PUD is proposed, the maximum density achievable, assuming all lots have ADUs, is 2.6667 units per acre.

Height Regulations

- Height: The maximum building height shall be thirty-five (35) feet.

The building height regulation for the proposed development is the same as the height regulation within the RE, Residential Estates Dwelling District. For further reference, neither A-1 nor A-2 have height limits, and R-1/R-2/R-3 would allow up to three stories with setbacks of the size proposed in this PUD.

COMPREHENSIVE PLAN CONSIDERATIONS

Compatibility with Adjacent Land Uses

The further apart uses are on the intensity scale, the greater the level of mitigation is needed to protect or buffer - as defined in the zoning code - the less intense use. A compatibility score of 5 indicates a complete overlap of proposed uses; whereas a compatibility score of 1 represents a complete lack of overlap in proposed uses. Potential mitigation techniques, and

necessary documentation as determined by the Director of Planning and Community Development, should be outlined with the Zoning and Subdivision ordinances.

	UL	UM	UH	ULC	RR	AR	UR	MX	IMX	CBD	LC	C	JC	TOD	OP	CIV
UL	-	4	3	2	4	4	5	3	3	3	4	3	2	3	5	5
UM	4	-	4	3	2	2	2	4	4	4	5	4	3	4	5	5
UH	3	4	-	4	2	2	1	5	5	5	4	4	4	5	5	5
ULC	2	3	4	-	1	1	1	5	5	4	3	4	4	5	5	5
RR	4	2	2	1	-	5	5	1	1	1	2	1	1	1	5	5
AR	3	2	1	1	5	-	5	1	1	1	2	1	1	1	5	5
UR	5	2	1	1	5	5	-	1	1	1	2	2	2	1	5	5
MX	3	4	5	5	1	1	1	-	5	5	4	5	4	5	5	5
IMX	3	4	5	4	1	1	1	5	-	2	4	5	5	5	3	5
CBD	3	4	5	4	1	2	1	5	2	-	4	2	2	5	4	5
LC	4	5	4	3	2	2	2	4	4	4	-	4	4	4	4	5
C	3	4	4	4	1	2	2	5	5	2	4	-	5	5	3	5
JC	2	3	4	4	1	2	2	4	5	2	4	5	-	4	4	5
TOD	3	4	5	5	1	2	1	5	5	5	4	5	4	-	4	5
OP	5	5	5	5	5	5	5	5	3	4	4	3	4	5	-	5
CIV	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	-

Note: Larger numbers represent a higher level of compatibility between land uses.

	Subject Property Proposed	North	East	South	West
Land Use	Urban Low	Urban Low	Urban Low/ Civic	Urban Low	Urban Reserve/ Urban Low
Rating	-	-	-/5	-	5/-

The proposed project has land use compatibility scores of 5 where abutting land use categories other than Urban Low. Civic abuts the subject project to the east. Urban Reserve abuts the subject property to the west. A score of 5 means the proposed use overlaps completely. Development should be designed consistent with good planning practices.

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 General Residential Policies regarding the public spaces defined in the UL Land Use category. The applicant is proposing a private park of approximately 3.6 acres. Walking trails are planned to be installed around the detention pond. The development does not include a variety of densities. It is unknown at this stage if the development will include a variety of styles, sizes, or price points. It is also unknown if the development will use a variety of styles to avoid the appearance of identical homes.*

Suburban Neighborhood Areas Policies

- Infrastructure extensions should occur incrementally, and new developments must connect to City water and sewer, which may require extension of lines.
- Protect drainageways in accordance with WQPZ ordinance within new development and expand their use for public trail access.
 - Treat water quality volume from runoff for volume recommended in stormwater master plan and in accordance with EDC Section 7000.
 - The open spaces created around drainageways should be connected when feasible to create wildlife corridors.
- Reduce the impact of higher intensity uses to adjacent lower intensity uses with screening and landscaping. Native landscaping is encouraged.
 - Prioritize preservation of existing mature street trees.
- Promote a mix of housing types, including accessory dwelling units, and new, well-designed similarly scaled multi-unit residences to increase neighborhood density and income diversity.
 - Priority for higher density, mixed-income, and affordable housing opportunities should be assigned to locations with multi-modal transportation access and capacity.
 - Based on associated Land Use, housing typologies of all intensity levels are appropriate within the Suburban Character area.
- Encourage:
 - More mixing of uses, including neighborhood services, job centers, and residential uses of similar intensities.
 - Retrofitting existing commercial and retail strip development in areas that are likely to undergo renovation or potential demolition in the life of this plan.
 - Civic, cultural uses, entertainment establishments that will promote community interaction and public open space.
- As streets move further from the center of the Core Neighborhood Character Area and parcel sizes and development patterns work against pedestrian circulation, focus should shift to vehicular safety, corridor appearance and traffic speeds while still providing basic access and safety for pedestrians and bicyclists. Transportation accommodations should:
 - Ensure interconnectivity between developments for local and collector streets.
 - Provide access to trails with all new development, when feasible to integrate trail plans outlined in the Transportation and Park Master Plans into developments.

- Connect streets between land uses and include complete street approaches for undeveloped sites.
- Use the most recent Transportation Master Plan to fill pedestrian system gaps along streets, to trails, and within developments.
- Encourage network of multi-modal transportation options to neighborhood centers and local mixed-use developments.

*The proposed development is **inconsistent** with the Suburban Neighborhood Area policies because the development does not include the extension of public utilities. Potable City water and City sewer facilities currently do not extend beyond 36th Ave NE. The proposed development lots are nearly identical in size and are subject to identical development standards. The design, as proposed, does not include a mix of uses or housing and density variety. The proposed development does not account for multi-modal transportation and does not allow for connectivity to the west, where Urban Low is adjacent.*

Land Use Development Policies

Urban Low (UL)

An efficient, walkable pattern of lower-density urban development. Moderate to high building spacing and separation of uses, with further distances between destinations and fewer shared amenities.

- Low-intensity areas will be predominately residential over non-residential uses at compatible densities and scales.
- Gross densities in any single development should be greater than 3 units per acre.

*The proposed development is **inconsistent** with the Urban Low Land Use policy. As designed, it is not possible for the development to achieve three units per acre and allows a low housing density as low as 1.5 units per acre. Further, the development is entirely residential, including no mixed or commercial uses.*

Building Types – New Development

- Varied types of residential structures
 - Emphasis on single-unit detached and attached residential developments, including small-, standard, and large-lot single-unit detached, duplexes, and townhomes.
- Attached housing may transition to higher intensities along collector and arterial streets, or adjacent to higher intensity uses.
 - Attached housing may be allowed throughout a development to create variety.
 - Higher intensity multi-unit residential housing would be allowed when parcels are located along and with direct access to an arterial street
- 2 or 3 story commercial and higher density residential on arterials with limited parking areas

*The proposed development is comprised entirely of single-family dwellings and is **inconsistent** with the Land Use policies. Although ADUs are proposed, there is little variety in the proposed residential types or densities.*

Site Design

- It is critical that these locations take every opportunity to improve connectivity and help mitigate missing connections to nearby developed areas in order to strengthen neighborhood connectivity.
- The variety and diversity of housing stock should be improved as should the functionality of these areas, such as extensive street and sidewalk connections, a wider variety of lot sizes, and integration of and access to open spaces and other nearby activities should be incorporated into the design of new areas

*The development does not propose a variety of lot sizes or housing stock; all the lots are approximately 0.75 acres and propose identical potential residential development. As designed, there is little opportunity for fostering connections to adjacent areas. Further, the development is proposed ahead of municipal utility extension and adjacent development, further lessening the ability to connect to nearby developed areas. For these reasons, the proposed development is **inconsistent** with the Land Use policies.*

Transportation

- Existing: The type and arrangement of streets means that almost all trips require a private vehicle to use at least one arterial road. Some of these areas have connections, or potential connections, to the regional trail network. Few of these areas have easy access to transit at this time.
- Projected: A highly connected multi-modal network is required to support the current and future needs of these important areas. Improving access for pedestrians and bicyclists will be a priority, including modernizing multi-modal infrastructure

*The proposed development does not account for multi-modal infrastructure or pedestrian access. Sidewalks are not proposed within the development. For these reasons, the proposed development is **inconsistent** with the Land Use policies.*

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 is **inconsistent** with the Land Use policies as the applicant is not extending public utilities to the development.*

Public Space

- This UL Land Use supports a variety of public spaces including parks of various sizes, regional trails, natural areas including wildlife corridor, and walking paths.

*Approximately 6.16 acres of the development will be preserved as common area, with 1.31 acres of this common area covered by water. Proposed open space is shown on the Open Space Plan found in the PUD Narrative as Exhibit E. These open spaces will include a private park. For this reason, the development is **consistent** with Land Use policies.*

Locational Criteria

- 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.
- Lower intensity residential uses are not appropriate along arterial streets and should be located behind higher intensity residential, commercial, or mixed-use developments along arterial streets.
- Non-residential development is appropriate along arterial and collector streets, primarily at intersections.
- Urban Low is most compatible adjacent to: UM, RR, AR, UR, LCC, TOD, and OP.
- Urban Low is least compatible adjacent to: ULC, CBD, and C and requires additional buffering from uses that generate more noise, odors, air and light pollution, and heavy traffic.

The proposed development is largely inconsistent with the Locational Criteria for the Urban Low Land Use policies. The lack of variety in proposed uses, lot sizes, and development standards does not allow for adequate internal buffering. Further, the UL policies state lower intensity residential uses are not appropriate along arterial streets. E. Robinson St. is a Minor Arterial – Rural in the AIM Norman Comprehensive Transportation Plan. The AIM Norman vision for Urban Low Land Use is to include varied types of housing that are still compatible with single-family detached housing, including duplexes, townhomes, and single-family attached. This applicant is solely proposing single-family detached housing with an optional ADU on this application. This project would have a net density of less than 3 units per acre if developed with ADUs on every lot.

Neighborhood and/or Special Area Plans

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

UTILITIES*

AIM NORMAN PLAN CONFORMANCE

The AIM Water Utility Master Plan and Wastewater Utility Master Plan showed that this proposed tract of land would be part of the future service areas for water and wastewater, respectively. However, this proposed development is not in compliance with these plans since water and wastewater service are proposed to be through private wells and onsite systems, respectively. Additionally, the United States Bureau of Reclamation provided conditions for the development as shown in the attached letter dated November 3, 2025. The same protection of the Norman raw water line will be applied as stipulated by the United States Bureau of Reclamation for the federally-owned raw water line.

SOLID WASTE MANAGEMENT

Proposed development meets requirements for City streets and provides access for solid waste and recycling services.

WATER/WASTEWATER QUALITY

Water Availability

The proposed development does not propose to utilize the City water system.

Wastewater Availability

The proposed development does not propose to utilize the City wastewater system.

ALTERNATIVES/ISSUES:

The proposed development required a land use amendment due to facial inconsistency with either existing land use designation. However, the applicant requested an amendment to make the entire parcel Urban Low land use, but the development as proposed remains largely inconsistent with the Urban Low land use policies. A portion of the subject property is currently designated as Urban Reserve on the AIM Norman Land Use Plan. The western boundary of Urban Reserve land use designation in this area was determined based upon topography, which resulted in several places where parcels were partially designated. In that regard, the line of Urban Reserve designation was intentionally drawn to honor the natural topography of this historically rural property in guiding its future potential urban development.

The applicant has the ability and opportunity under current land use designations to achieve the same number of lots/dwelling units proposed here while honoring both current designations but has pursued this proposal instead. While the Urban Reserve designation generally calls for a minimum lot size of 30 acres, lots down to two acres may be allowed as part of a Planned Unit Development where 65% of the area is reserved for future urban level densities. If the applicant appropriately utilized the Urban Low designated area, increasing the density to greater than 3 units per acre, they could still achieve the same number of lots in total. In order to allow for lots down to 0.75 acres, the applicant chose to request a Land Use Plan Amendment to Urban Low for the full 59.33 acres. However, as proposed, the development does not meet the greater than 3 dwelling units per acre minimum of Urban Low, instead establishing an overall density between 1.5 and 2.6667 (met only if every single lot includes an ADU) units/acre, which is a density level not represented in any adopted AIM Norman Land Use category.

CONCLUSION:

Staff forwards this request for rezoning from A-2, Rural Agricultural District, to a PUD, Planned Unit Development, and Ordinance O-2526-20, to the Planning Commission for consideration and recommendation to City Council.