



## CITY OF NORMAN, OK STAFF REPORT

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**MEETING DATE:** 4/9/2026

**REQUESTER:** Upper Crust Management, LLC

**PRESENTER:** Kelly Abell, Planner I

**ITEM TITLE:** CONSIDERATION OF APPROVAL, ACCEPTANCE, REJECTION, AMENDMENT, AND/OR POSTPONEMENT OF ORDINANCE O-2526-39: 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 LOT THREE (3), IN BLOCK ONE (1), OF SPRING BROOK ADDITION SECTION 11, A REPLAT OF LOT 6, BLOCK 1, SPRING BROOK ADDITION SECTION 6, TO NORMAN, CLEVELAND COUNTY, OKLAHOMA, FROM THE C-1, LOCAL COMMERCIAL DISTRICT, AND PLACE SAME IN A SPUD, SIMPLE PLANNED UNIT DEVELOPMENT; AND PROVIDING FOR THE SEVERABILITY THEREOF. (1130 RAMBLING OAKS DRIVE; WARD 3)

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|---------------------------------|--|
| <b>APPLICANT/REPRESENTATIVE</b> | Upper Crust Management, LLC/<br>Rieger Sadler Joyce, LLC |
| <b>LOCATION</b>                 | 1130 Rambling Oaks Drive                                 |
| <b>WARD</b>                     | 3  |
| <b>CORE AREA</b>                | No   |
| <b>EXISTING ZONING</b>          | C-1, Local Commercial District                           |
| <b>EXISTING LAND USE</b>        | Interchange Mixed Use                                    |
| <b>CHARACTER AREA</b>           | Suburban Neighborhood                                    |
| <b>PROPOSED ZONING</b>          | SPUD, Simple Planned Unit<br>Development                 |
| <b>PROPOSED LAND USE</b>        | No change  |

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**REQUESTED ACTION**

Rezoning from C-1, Local Commercial District, to a SPUD, Simple Planned Unit Development

**SUMMARY:**

The applicant, Upper Crust Management, LLC, is requesting to rezone approximately 0.68 acres from C-1, Local Commercial District, to a SPUD, Simple Planned Unit Development. The proposal is for a mixed-use development that will include 15 residential units and one commercial unit across two buildings.

**EXISTING CONDITIONS:**

**SIZE OF SITE:** 0.68 acres

**SURROUNDING PROPERTIES**

|             | Subject Property      | North                                | East                  | South                 | West                  |
|-------------|-----------------------|--------------------------------------|-----------------------|-----------------------|-----------------------|
| Zoning      | C-1                   | C-1 & C-2 with Special Use for a Bar | C-2                   | CO                    | RM-6                  |
| Land Use    | Interchange Mixed Use | Interchange Mixed Use                | Interchange Mixed Use | Interchange Mixed Use | Interchange Mixed Use |
| Current Use | Commercial            | Commercial                           | Commercial            | Office                | Commercial            |

**EXISTING ZONING DESIGNATION**

**C-1, Local Commercial District**

This commercial district is intended for the conduct of retail trade and to provide personal services to meet the regular needs and for the convenience of the people of adjacent residential areas. It is anticipated that this district will be the predominately used commercial district in the community. Because these shops and stores may be an integral part of the neighborhood closely associated with residential, religious, recreational, and educational elements, more restrictive requirements for light, air, open space, and off-street parking are made than are provided in other commercial districts.

**LAND USE DESIGNATION**

**Interchange Mixed-Use**

Characterized by major community and regional commercial developments that are large in scale and have high traffic impact. Efficient, walkable pattern of development with variety in commercial arrangements. Moderate building spacing and separation of uses. Allowances for commercial activities that draw from a regional level; neighborhood services are less common.

- Interchange Mixed-Use areas should be predominately non-residential with minimal residential uses at compatible densities.

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

**CHARACTER AREA DESIGNATION**

**Suburban Neighborhood Area**

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).

**NEAREST PUBLIC PARK**

Springbrook Park is located approximately one-third mile southwest on Branchwood Drive within the Spring Brook Addition.

**PROCEDURAL REQUIREMENTS:**

**PRE-DEVELOPMENT:**

**PD25-23**

**August 28, 2025**

No neighbors attended the meeting.

**BOARD OF PARKS COMMISSIONERS:** The property is platted as Spring Brook Addition Section #11. Board of Parks Commissioners review is not required for this rezoning.

**REVIEW COMMENTS SECTION:**

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 related to fire codes will be addressed during the building permit review.*

**BUILDING REVIEW**

*Exterior walls will be required to have a 1-hour fire-resistance rating, potentially including a parapet. This may limit or prohibit windows in these walls. To avoid the fire-rating requirement, the building would need to be set back at least 10 feet from the property line. While compliant with the Building Code, this may affect the appearance of the walls. These requirements will be addressed during the building permit review.*

## **PUBLIC WORKS/ENGINEERING**

*The subject property is platted as Spring Brook Addition Section 11. No additional subdivision is requested. There are no additional comments from Public Works/Engineering.*

## **TRANSPORTATION ENGINEER**

*The subject property is platted. The Transportation Engineer requested a traffic memo for this proposal; the memo is included in the agenda packet.*

## **PLANNING**

### **ZONING CODE CONSIDERATIONS**

#### **Purpose-SPUD, Simple Planned Unit Development**

The SPUD, Simple Planned Unit Development is a special zoning district that provides an alternate approach to the conventional land use controls and to a PUD, Planned Unit Development to maximize the unique physical features of a particular site and produce unique, creative, progressive, or quality land developments.

- The SPUD may be used for particular tracts or parcels of land that are to be developed, according to a SPUD narrative and a development plan map and contains less than five acres.
- The SPUD is subject to review procedures by Planning Commission and adoption by City Council.

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 comprehensive plan of record. 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.
- 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 request is **consistent** with the purpose of a SPUD, Simple Planned Unit Development, which allows flexibility in permitted uses while supporting revitalization and mixed-use development. It enables uses to be integrated in a manner not typically allowed under conventional zoning.*

### **Uses Permitted**

- The property is intended to be developed as a mixed-use community incorporating multifamily residential and local commercial uses. Residential improvements may include multifamily units, along with associated amenities such as leasing offices, community spaces, and other tenant services. Commercial improvements may include retail, office, and service uses designed to complement the residential component and serve the surrounding community. A complete list of allowable uses is attached in Exhibit C.

*The proposed multifamily residential units and commercial uses, including retail services, banks, and restaurants, are **consistent** with local commercial zoning uses. The site is predominantly surrounded by commercial uses, with offices and a senior living facility to the southwest on Rambling Oaks Dr.*

### **Area Regulations**

- The property shall comply with the following development regulations: the minimum front yard setback shall be twenty-five (25) feet, the minimum side yard setback shall be five (5) feet, and the minimum rear yard setback shall be five (5) feet.

*The proposed project includes an existing structure and a new building, as shown on Exhibit B, Site Development Plan. The setbacks are **consistent** with the accompanying narrative and with area regulations of surrounding properties.*

### **Height Regulations**

- The Property shall be allowed to reach a maximum height of two (2) stories, not including any subgrade elements as well as any necessary roof top mechanical units, equipment, screening, or parapet walls

*The neighboring property zoned CO, Suburban Office Commercial District, allows for structures up to three and a half stories. The neighboring C-1 zoning allows two and a half stories. Neighboring C-2 zoning does not have a height limit. The existing structures in the area are single- and two-story. The existing and proposed two-story structures are **consistent** with the height regulations for 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, labeled Exhibit B. Parking will be provided according to the City of Norman's Zoning Ordinance, as may be amended from time to time.

*The Site Development Plan includes two shared access drives from Rambling Oaks Drive, one at the north end and one at the south. Existing on-site parking will be maintained, with additional covered parking provided on the ground floor of the new multifamily building. City code recommends the multifamily component provide 1.2 spaces per unit, totaling 18 spaces for the 15 residential units. A total of 37 parking spaces will be provided, **consistent** with and exceeding the minimum parking recommendation.*

### **Landscaping and Open Space**

- Open space shall be provided in locations shown on the Preliminary Site Development Plan and will comprise approximately thirteen percent 13% of the property. The applicant is proposing to have no maximum impervious area for the property. The applicant will endeavor to incorporate low impact development techniques (LIDs) and best management practices (BMPs) to assist with on-site drainage, with specific methods and locations to be determined during site development. Landscaping shall be installed and maintained in locations generally depicted on the Preliminary Site Development Plan and will meet or exceed the City of Norman's applicable landscaping requirements, as may be amended from time to time.

*Proposed landscaping and open space are depicted on Exhibit D, Landscape Plan, and are **consistent** with applicable landscaping regulations and the surrounding area.*

### **Lighting**

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

*Lighting installed on the property will be required to be full cut-off fixtures. This is **consistent** with the surrounding area.*

### **Signage**

- The Property may feature one (1) entrance ground and/or monument signs identifying the residential building and commercial tenants. The entrance ground and/or monument signs identifying the building may be a maximum of 60 square feet per side. In addition to the entrance signage, the Property may utilize up to three wall signs. The Property shall be allowed to contain various directional and wayfinding signage throughout the site, such as signage directing and identifying

the following: bicycle parking, scooter parking, leasing office, delivery/pick up locations, future tenant parking, amenity signage, and other similar signage as may be necessary. All signage discussed herein may be backlit or otherwise illuminated with LED or similar lighting. The ground entrance signage may be electronic. Banners, flag signs, or other similar decorative signage may be displayed on the Property from time to time, such as grand opening signage, pre-leasing, or holiday signage. All signage shall be placed in appropriate locations to not interfere with applicable traffic sight triangles. Signage may not encroach upon public easements, rights-of-way, or within one (1) foot of public utility easements. All other signs not specifically discussed shall comply with the medium density residential sign standards of the City of Norman Sign Regulations.

*All signage, other than the exceptions listed, will be subject to the applicable medium density residential sign requirements in Chapter 28. While the proposal for additional signage is **inconsistent** with Chapter 28, it is still closely aligned with the Code, and the request is compatible with the surrounding area.*

## **Exterior Materials**

- The exterior of the building may be constructed with a minimum of 80% brick and masonry, incorporating a combination of materials such as brick, glass, stone, synthetic stone, high-quality stucco or EIFS, masonry, and metal accents.

*The existing structure and proposed exterior building materials, including brick, and masonry are **consistent** with the City's design standards and with the surrounding area.*

## **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 proposal is **consistent** with the General Residential policies by providing a housing style and density which suit diverse housing needs. This proposal blends with the surrounding area.*

#### **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 accommodation 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 proposal is **consistent** with Suburban Neighborhood Policies that support mixed-use development and the retrofitting of an existing commercial building.*

## **Land Use Development Policies**

### **Interchange Mixed-Use Policies**

- Characterized by major community and regional commercial developments that are large in scale and have high traffic impact. Efficient, walkable pattern of development with variety in commercial arrangements. Moderate building spacing and separation of uses. Allowances for commercial activities that draw from a regional level; neighborhood services are less common.
- Interchange Mixed-Use areas should be predominately non-residential with minimal residential uses at compatible densities.
- Gross densities in any single development should be greater than 18 units per acre.

*While the project includes one commercial space, most of the site is devoted to residential use. Interchange Mixed-Use desires predominately non-residential with minimal residential uses at compatible densities. The proposed project is **inconsistent** with the Interchange Mixed-Use Policy.*

### **Building Types**

- Taller buildings (3+ stories), especially close to the Interstate itself, are appropriate.
- All building sizes can be accommodated.
- Buildings should be custom designed to be sensitive to the context of their site and the surrounding development and/or open space.
- High density housing types are present. These uses can be mixed in with commercial but should be clearly incidental to commercial use and are not appropriate on the ground floor of a mixed-use building.
- Single-use, medium density residential structures may be appropriate with extensive review along edges transitioning to residential areas.

*The proposed two-story, 15-unit multifamily development with one commercial space is generally **consistent** with the Building Types Policies as all building sizes can be accommodated and the design is sensitive to the context of the site.*

### **Site Design**

- Sites in this land use should be carefully planned to be attractive, especially from both Interstate-35 and potential turnpike corridors.
- Building design, articulation, and landscaping should contribute to the attractiveness of sites from the major roadways.
- Parking areas should be oriented away from sight lines from both Interstate-35 and potential Turnpike corridors.
- Site layout should make it comfortable to walk throughout the area and experience the unique place.

- Adjacent buildings and uses should be clearly integrated with thoughtful design such as cross-access, shared parking, driveway closures, and connected pathways.
- Special attention to pedestrian circulation from tenant to tenant is important.
- Accommodates a wide variety of activities that support commercial uses. Components such as well-designed outdoor seating, landscaping, bike and pedestrian improvements, site lighting improvements, diversified tenant mix, and other placemaking opportunities must be incorporated into proposed developments.

*The proposal is generally **consistent** with the Site Design Policies. The proposal is utilizing an existing structure on a previously platted lot, creating an opportunity for infill. In addition, this development utilizes two existing cross-access points on the north and south boundaries. The new parking area will be covered and oriented away from the street.*

### **Transportation**

- Existing surface parking lots at these locations often present an opportunity to modify the circulation pattern, improve access, and add other benefits. New and redeveloped parking should be a secondary component, unless provided as public street parking, located in the rear, in alleys, screened from view of the right of way, and/or in large, shared parking facilities or decks. A highly connected multi-modal network is required to support current and future needs of these important areas. Improving access for pedestrians and bicyclists will be a priority, including modernizing multi-modal infrastructure. Public transit accommodation should be integrated, if not already established.

*The proposed parking design is **consistent** with Transportation Policies, as additional resident parking will be screened from view. There is an existing network of sidewalks in the area.*

### **Utility Access**

- The necessary utility services for this project, including water, sewer, gas, telecommunications, and electric are available on or near the property, or will be extended by the applicant as needed.

*The proposed project is **consistent** with the Utility Access policy as the existing structure currently connects to existing utilities .*

### **Public Space**

- Plazas, café seating, and other outdoor spaces of significance should be present. Traditional public parks are not appropriate. Private parks within housing developments are permissible. Pedestrian amenities and connections to regional trails are commonly integrated.

*The proposal is **inconsistent** as there is no plaza or café seating space shown on the Preliminary Site Development Plan.*

## **Neighborhood and/or Special Area Plans**

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

## **UTILITIES**

### **AIM NORMAN PLAN CONFORMANCE**

*The proposal is in accordance with AIM Water and Wastewater Utility Master Plans. Should larger connections be required during project design, adequate facilities are available for connection.*

### **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.*

### **Discussion:**

Overall, the proposal aligns with the Suburban Neighborhood Character Area and AIM Interchange Mixed-Use policies by supporting mixed-use development and the retrofitting of an existing commercial building. The two-story, 15-unit multifamily development with one commercial space is generally consistent with Building Type Policies.

### **CONCLUSION:**

Staff forwards this request for rezoning from C-1, Local Commercial District, to SPUD, Simple Planned Unit Development, and Ordinance O-2526-39, to the Planning Commission for consideration and recommendation to City Council.