



**EDGEWATER PLANNING AND ZONING
BUSINESS MEETING AND WORK SESSION**

**HELD AT 1800 HARLAN ST.,
EDGEWATER CO 80214**

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November 12, 2025

6:00 PM

****Requests for ADA accommodations (including American Sign Language interpretation or CART) can be made by emailing cityclerk@edgewaterco.com****

Public Comment: The public is invited to be heard during the Public Comment portion of the meeting. During Public Comment you may address any topic or issue with the Commission. The Commission may not respond to your comments, opting to take your comments and suggestions under advisement. Your questions will be directed to the appropriate person or department for follow-up, if appropriate.

3 or more other City Board or Commission members may attend this meeting

- Item 1. BUSINESS MEETING CALL TO ORDER**
- Item 2. Roll Call**
- Item 3. Pledge of Allegiance**
- Item 4. Approval of Agenda**
- Item 5. Public Comment**
- Item 6. Consent Agenda**
 - 1. Minutes of May 21, 2025
 - 2. Minutes of August 13, 2025
- Item 7. General Business**
 - 1. Election of Officers
 - 2. Pel-Ona Architects & Urbanists Presentation
- Item 8. Public Comment**
- Item 9. Commissioner Comments**
- Item 10. Discussion of Upcoming Agendas; Staff and City Council Liaison Comments**

Item 11. BUSINESS MEETING ADJOURNMENT



**EDGEWATER PLANNING AND ZONING COMMISSION
BUSINESS MEETING
May 21, 2025**

ITEM 1. BUSINESS MEETING CALL TO ORDER

Chair Wellner called the meeting to order at 6:00 pm.

ITEM 2. Roll Call

Deputy City Clerk Sofia Mitchell called the roll.

Present: Chair Tim Wellner, Commissioner Janka Flaska, Commissioner Thea Samson, Commissioner Madeline Burnham

Also Present: City Attorney, Carmen Beery, Planning and Development Manager, Logan Hubble

ITEM 3. Pledge of Allegiance

ITEM 4. Approval of Agenda

Commissioner Burnham made a motion to approve the Agenda as presented. Seconded by Commissioner Flaska and passed unanimously.

ITEM 5. Public Comment

None

ITEM 6. Consent Agenda

1. Minutes of March 12, 2025
2. Minutes of May 14, 2025

Commissioner Burnham Made a motion to approve the consent Agenda as presented, seconded by Samson and passed unanimously

ITEM 7. General Business

1. Public Hearing - Resolution (Rezoning Request 2525 Harlan St.)

The Public Hearing was opened at 6:09 pm.

Applicant Clinton Standish was sworn in and gave testimony.

The Public Hearing was closed at 8:19 pm.

With respect to the rezoning request, Commissioner Burnham made a motion to approve and adopt the findings set forth in Resolution No.

2025 – 02 A RESOLUTION RECOMMENDING APPROVAL OF THE REZONING OF PROPERTY KNOWN AS 2525 HARLAN STREET FROM THE R-1(RESIDENTIAL 1) DISTRICT TO THE R-2 (RESIDENTIAL 2) DISTRICT, and that the Planning and Zoning Commission recommends APPROVAL to City Council of a rezone of 2525 Harlan St. from Residential, One Family (R-1) to Residential, Two Family (R-2). Seconded by Commissioner Flaska and passed unanimously.

2. Since the upload of the May 21, 2025 Planning and Zoning meeting full packet, there were some edits to the Ordinance being brought in front of the Commission by City staff to bring it into compliance with Colorado State legislation. An edited version of the Ordinance was uploaded onto the Edgewater City Website the same day as the meeting and the original draft of the Ordinance was also kept in the full packet on the Website. The edited Ordinance was also added to the packets available in person to members of the public in the Edgewater Chambers.

Member of the public and citizen of Edgewater Colorado, Larry Welshon, gave public comment criticizing the Commission's actions approving any Ordinances which allow Accessory Dwelling Units in Edgewater because it is degrading the authority and autonomy of the Home Rule Municipality in the State of Colorado. Additionally, he is opposed to any change to the Code allowing ADUs because he does not believe that this change is supported by the citizens of Edgewater. He requested that section 17 of the draft Ordinance be changed from may repeal to shall repeal.

Former Chair to the Planning and Zoning Commission, David Fleck, gave public comment and had some questions regarding the draft Ordinance.

The Commissioners discussed the draft Ordinance. There was discussion about clarifying the height allowance of detached accessory dwelling units to be the same as what is already in the Code on detached accessory buildings.

Commissioner Burnham made a motion to forward the Commission's recommendation for approval to City Council with the definition of accessory dwelling units as discussed on AN ORDINANCE AMENDING VARIOUS PROVISIONS OF CHAPTER 16 OF THE EDGEWATER MUNICIPAL CODE TO COMPLY WITH 2024 STATE LAND USE LEGISLATION CONCERNING RESIDENTIAL OCCUPANCY DEFINITIONS, ACCESSORY DWELLING UNITS AND MULTI-UNIT RESIDENTIAL PARKING REQUIREMENTS. Seconded by Commissioner Flaska and passed unanimously.

3. Interview and Recommendation to Mayor to fill P&Z vacant seats.
 - a. Interviews:

- i. David Anderson
Absent
- ii. David Fleck – Reappointment Recommendation

Commissioner Burnham made a motion to forward the Commission's recommendations to the Mayor for final appointment. Seconded by Commissioner Flaska and passed unanimously.

ITEM 8. Public Comment

Larry Welshon again emphasized the importance of Edgewater's home rule authority, and the degradation of Edgewater's authority through the "rubber stamping" of Colorado State legislature regarding attached dwelling units.

ITEM 9. Commissioner Comments

Commissioner Burnham appreciated the discussion which was had about the Ordinance which was brought to the Commission.

Commissioner Flaska appreciated the discussion which was had about the Ordinance and is thinking about how Edgewater can increase density while maintaining the character of Edgewater and green space.

Commissioner Samson agrees with what Commissioner Flaska said.
Acknowledged public comment from Larry Welson.

Chair Wellner thanked the participation of the Planning and Zoning Commission applicant David Fleck, the Commission, Pel-Ona, and City Staff.

ITEM 10. Discussion of Upcoming Agendas; Staff and City Council Liaison Comments

ITEM 11. BUSINESS MEETING ADJOURNMENT

Chair Wellner Adjourned the meeting at 7:46 pm.



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BUSINESS MEETING
HELD AT 1800 N HARLAN ST, 1800 HARLAN ST.
EDGEWATER CO 80214
JOIN VIRTUALLY THROUGH:
<https://meet.goto.com/665049109>
You can also dial in using your phone.
United States: +1 (646) 749-3122
Access Code: 665-049-109
August 13, 2025
6:00 PM**

****Requests for ADA accommodations (including American Sign Language interpretation or CART) can be made by emailing cityclerk@edgewaterco.com****

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Item 1. BUSINESS MEETING CALL TO ORDER

Chair Wellner called the meeting to order at 6:02 pm.

Item 2. Roll Call

Deputy City Clerk Sofia Mitchell Called the roll.

Present: Chair Tim Wellner, Commissioner Janka Flaska, Commissioner David Fleck

Absent: Commissioner Madeline Burnham, Commissioner Thea Samson

Also Present: Planning and Development Manager, Logan Hubble

Item 3. Pledge of Allegiance

Item 4. Approval of Agenda

Commissioner Fleck made a motion to approve the Agenda, seconded by Commissioner Flaska and passed unanimously

Item 5. Public Comment

Item 6. Consent Agenda

1. Minutes of May 21, 2025

Since the Commissioners had not received the updated packets Commissioner Fleck made a motion to suspend the approval of the minutes of the May 21, 2025 Planning and Zoning meeting. Seconded by Commissioner Flaska and passed unanimously

Item 7. General Business

1. Interviews for Vacant Seat

- a. David Anderson
- b. Lori Owens

Commissioner Fleck made a motion to forward the Commissions recommendations to the mayor for final appointment. Seconded by Commissioner Flaska and passed unanimously.

Item 8. Commissioner Comments

Commissioner Fleck thanked the applicants and said goodbye to Commissioner Flaska.

Commissioner Flaska expressed that she is glad that the applicants are applying to the Commission.

Chair Wellner thanked the applicants who he noted were very qualified for the commission, thanked staff for the work put into the meeting, and expressed his excitement to continue working with the consultants Pel-Ona Urbanist and Architects.

Item 9. Discussion of Upcoming Agendas; Staff and City Council Liaison Comments

Item 10. BUSINESS MEETING ADJOURNMENT

Chair Wellner adjourned the meeting at 6:48 pm.

Item 11. WORK SESSION CALL TO ORDER

Chair Wellner called the work session to order at 6:48 pm.

Item 12. General Business

1. Consultant - Pel-Ona Urbanist and Architects

Item 13. WORK SESSION ADJOURNMENT

Chair Wellner adjourned the work session at 7:52



CITY OF EDGEWATER

ZONING & LAND USE CODES UPDATE

Diagnostic Report

PREPARED BY

PEL-ONA ARCHITECTS & URBANISTS, STUDIO ONARAN
PETER J. PARK, LLC CITY PLANNING & DESIGN
METTA URBAN DESIGN

FALL 2025

PREPARED FOR

THE CITY & RESIDENTS OF EDGEWATER



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METTA URBAN DESIGN

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CITY STAFF

Dan Maples
City Manager

Logan Hubble
Planning & Development Manager

Shaina Shahbaz
Sustainability Coordinator

Joseph Rodello
Neighborhood Compliance
Coordinator

COMMUNITY LEADERS

CITY COUNCIL

Steve Conklin, Mayor
Hannah Gay Keao
Joie Iten
Kali Janda
Joel Newton
Lilly Steirer
John Thomsen
Mercedes Valdez

PLANNING & ZONING COMMISSION

Madeline Burnham
Janka Flaska
David Fleck
Thea Samson
Tim Wellner



TABLE OF CONTENTS

I. INTRODUCTION	PAGE #
1. Purpose & Intent	4
2. Project Overview	5
3. Process	6
4. Stakeholder Engagement	7
5. Policy Foundation	8
Edgewater 2040 Comprehensive Plan	
6. Regulatory Foundation	10
Chapter 16: Zoning – Municipal Code	
II. DIAGNOSTIC	12
1. Community Character & Design	14
2. Neighborhoods & Housing	30
3. Mixed-Use & Commercial Corridors	36
4. Plan Review Process	44
5. User Navigation	46
III. CONCLUSION	48
1. Recommendations	49
2. Next Steps	49
+ APPENDICES	50
A. ADDITIONAL STAKEHOLDER INTERVIEWS	52
B. ADDITIONAL SPATIAL ANALYSIS	56



Purpose & Intent

The purpose of this report is to summarize key findings of the diagnostic phase of Edgewater's Zoning and Land Use Code Update. This work was led by the consultant team in coordination with City staff and is intended to identify strengths, gaps, and areas of misalignment within the current zoning framework and newly adopted city policy.

The diagnostic aims to ground the code update in local conditions to guide future development that complements Edgewater's unique character and charm, supports a high quality of life for residents, and aligns with long-term growth goals. These include expanded housing options, revitalized mixed-use corridors, and development patterns that reinforce the community's vision as articulated in the Edgewater 2024 Comprehensive Plan.

The findings presented here will inform the structure, content, and priorities of the upcoming code updates.

Project Overview

The Zoning and Land Use Code Update was initiated in spring 2025 by the City of Edgewater, in coordination with a consultant team led by Studio Onaran of Pel-Ona Architects and Urbanists, with support from Peter J. Park Planning and Design and Metta Urban Design. The project launched shortly after the adoption of several state land use and zoning laws, including HB24-1152 and HB24-1313, which prompted the City to implement short-term code amendments focused on compliance with new state law. These initial changes were adopted by City Council in June 2025.

WHY NOW?

Although Edgewater has historically seen less development pressure than many neighboring Front Range communities, the City has seen steady growth in recent decades. Recent changes in state law now require zoning to allow higher residential densities along transit corridors and accessory dwelling units (ADUs) in single-unit residential zones. Combined with Edgewater's proximity to regional destinations, these changes are expected to increase development interest in the near future.

To proactively guide anticipated growth, the City adopted the Edgewater 2040 Comprehensive Plan in September 2024, establishing a clear vision for how and where growth should occur to maximize community benefits while minimizing adverse impacts. However, Chapter 16 (Zoning) of the Municipal Code has not been updated to align with the new Comprehensive Plan. Although incremental amendments have occurred, a comprehensive update is now necessary to fully support the City's adopted growth strategy and meet recent state mandates. Therefore, the "Zoning and Land Use Codes Update" is both timely and essential.

Timeline



Process

State Legislation

The following state legislations were also integrated into the diagnostic work for recommendations.

HB 24-1304 addressing the parking regulations at multi-unit residential developments.

HB 24-1007 addressing occupancies in residential buildings

HB 24-1313 creates transit areas along primary transit corridors to accommodate more residents

HB 14-1152 addressing Accessory Dwelling Units (ADUs)

Summary

The process has two phases:



1. DIAGNOSTIC PHASE

Identify misalignment of the **Chapter 16: Zoning of the Municipal Code** with the **2040 Comprehensive Plan** in regards to goals and outcomes for the community and municipality with existing and future developments.

A. STAKEHOLDER ENGAGEMENT

Interviewing the primary users of the code ; Select applicants, staff, members of the Planning and Zoning Commission and City Council for first-hand understanding of Edgewater development.

B. SURVEYING THE NEIGHBORHOODS

Analyzing the inventory of buildings, existing land use, and develop narratives for community character.

C. CRITICAL ANALYSIS

Identifying the consistencies and contradictions of Chapter 16 Zoning of the Municipal Code, Edgewater 2040 Comprehensive Plan, recent State Legislations, and findings from a. Interviews and B. Neighborhood Surveys.

2. REWRITE PHASE

Addresses issues identified in the diagnostic phase.

Community Input

Stakeholder Engagement

The team conducted interviews on the following dates with specific stakeholder groups:

- ▶ July 23, 2025
Representatives of recent applicants
- ▶ July 23, 2025
Select members of staff
- ▶ August 14, 2025
Members of Planning and Zoning Commission
- ▶ August 27, 2025
Select members of the City Council

Questions regarding the following topics were asked from the stakeholders:

- Historic Structures
- Community Character
- State Legislations
- Plan Review Process
- Missing Middle Housing, ADUs
- Current Code & Ideal Code Updates
- Code Navigation

The following is an brief summary of what we have heard within the interviews we have conducted with the users of the code. For the full findings of the engagement, refer to **Appendix A.**

Many of the stakeholders echoed Edgewater 2040 in providing a diverse set of housing options being a priority. We also heard that Edgewater still offers relatively reasonable prices compared with neighboring communities. This should be preserved. Many expressed that increasing affordable housing choices should also be a priority as well. In this framework ADUs are welcome but well-crafted regulations should encourage creative solutions.

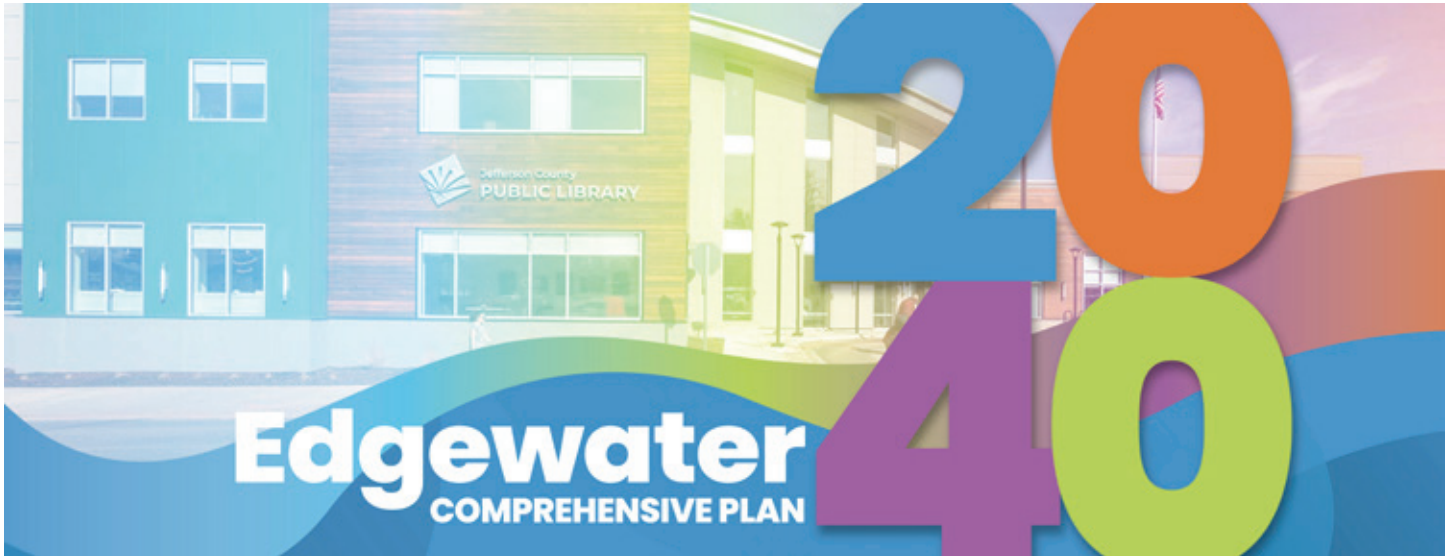
Aging in place is an asset in Edgewater, so regulations need to be sensitive about possible displacement imposed upon households due to increasing prices. Increasing the diversity of housing options is a good way to address this.

Almost everyone we talked to expressed that the review processes have been running smoothly and relatively fast, especially compared to some of the neighboring municipalities. However, this doesn't mean that some improvements cannot be made. Currently any housing with three or more units goes through Planning and Zoning Commission and Council. Changing this may speed the process and reduce the load of the Planning and Zoning Commission and Council. Maybe the medium density developments should be reviewed administratively. Speed is affordability. Also, code users and staff agree that administrative adjustment needs to be more streamlined.

Both the applicants and staff, who use the code frequently, express that it is well-organized and easy to navigate. However, when we have asked if visuals could help, the common answer was yes, that this code currently is not an inspiring document and that visuals can help to set clear expectations. We also heard that some definitions are placed in locations hard to find and adding a "Rules of Measurement" section to the code would be helpful.

Policy Foundation

Edgewater 2040 Comprehensive Plan



The **Edgewater 2040 Comprehensive Plan (Edgewater 2040)** outlines a strategic vision for the city's future focusing on maintaining Edgewater's vibrant community. The plan emphasizes enhancing and supporting diverse, equitable, and authentic residential neighborhoods. This includes providing a spectrum of housing opportunities to meet identified gaps, incentivizing accessible design methodologies, updating zoning for Accessory Dwelling Units (ADUs) and small-scale multi-family housing, and creating programs to mitigate eviction and support affordable housing.



The Code Update and Diagnostic Report is informed by Edgewater 2040 Comprehensive Plan. The plan describes 'Places' as Neighborhoods & Housing, Mixed Use & Commercial Corridors, and Community Character and Design. The findings of this report are organized in these categories for continuity with the plan. One finding to note is throughout the planning process, community members expressed a need for additional and diverse housing, increased density opportunities, and intentional commercial development that is reflective of the character of Edgewater. The 2040 Edgewater Framework map shows the community's intentions for growth throughout the City and informs the report's findings, recognizing the Commercial, Main Street, and Residential corridors.

Additionally, this report references the plan's Goals and Strategies to bolster the analysis and to identify areas where the code requires updating to align with the plan recommendations.

Policy Foundation

Edgewater 2040 Comprehensive Plan

GUIDING PRINCIPLES

Build Upon Community Pride and Neighborly Connections	Facilitate human connections and enhance a sense of community through culturally diverse events and programming. Foster welcoming relationships with individuals, organizations, and businesses to increase community trust and build upon what many Edgewaterites value most- connection to their community.
Support the Creation of Housing that Caters to a Spectrum of Community Needs	Encompass a broad spectrum of housing needs, not only focused on affordable, or workforce, but all types of housing for people with a diversity of needs. Support housing that is attainable and accessible to a wide range of incomes, ages, and social status to maintain a diverse, healthy, and prosperous community.
Emphasize Safety in the Public Realm	Ensure Edgewater's streets, sidewalks, and public infrastructure are well-maintained and prioritize pedestrian and bicycle safety. Enhance public safety throughout the community with trust-building and partnerships between neighbors, businesses, and city employees.
Promote Urban Greening and Climate Adaptability	Guide new development with sustainable planning and management practices with the goal of meeting present-day needs while setting future generations up for success. Promote more livable neighborhoods by considering water conservation, urban forestry, and interconnected green spaces.
Identify and Provide Neighborhood Resources for the Wellbeing of All	Support a wide range of options and resources to support residents' ability to live, work, play, and grow within Edgewater. Promote multi-dimensional social services to complement existing and new development and support residents through challenges and growth.
Support Small Businesses and Employment Opportunities	Establish and grow a vibrant business community that provides opportunities to new and existing small businesses through innovative growth.
Carry Out all City Functions with Transparency and Integrity	Manage City responsibilities with an inclusive and neighborly focus to take advantage of the small-town character of Edgewater and possibility of close relationships with neighbors. Provide City services in a forward-thinking, cost-effective and efficient manner.

More information on the Edgewater 2040 Comprehensive Plan Guiding Principles can be found on Page 31 of the plan.

Policy Foundation

Future Land Use Map

The **Future Land Use Map** from the Edgewater 2040 Comprehensive Plan documents the community's future land use vision. The city is mapped to a specific future land, describes level of intensity for residential areas and the type of commercial or mixed use corridor, establishing different visions.

1. Medium Intensity Residential along Harlan
2. Along 20th Ave, half way up the block to the north
3. Surrounding Edgewater Public Market
4. Within the transit area between Sheridan and Depew.

▼ **The 2040 Edgewater map** depicts Edgewater's future growth framework by assigning anticipated intensity for residential areas and highlights mixed-use and commercial corridors. This vision will guide the code updates.

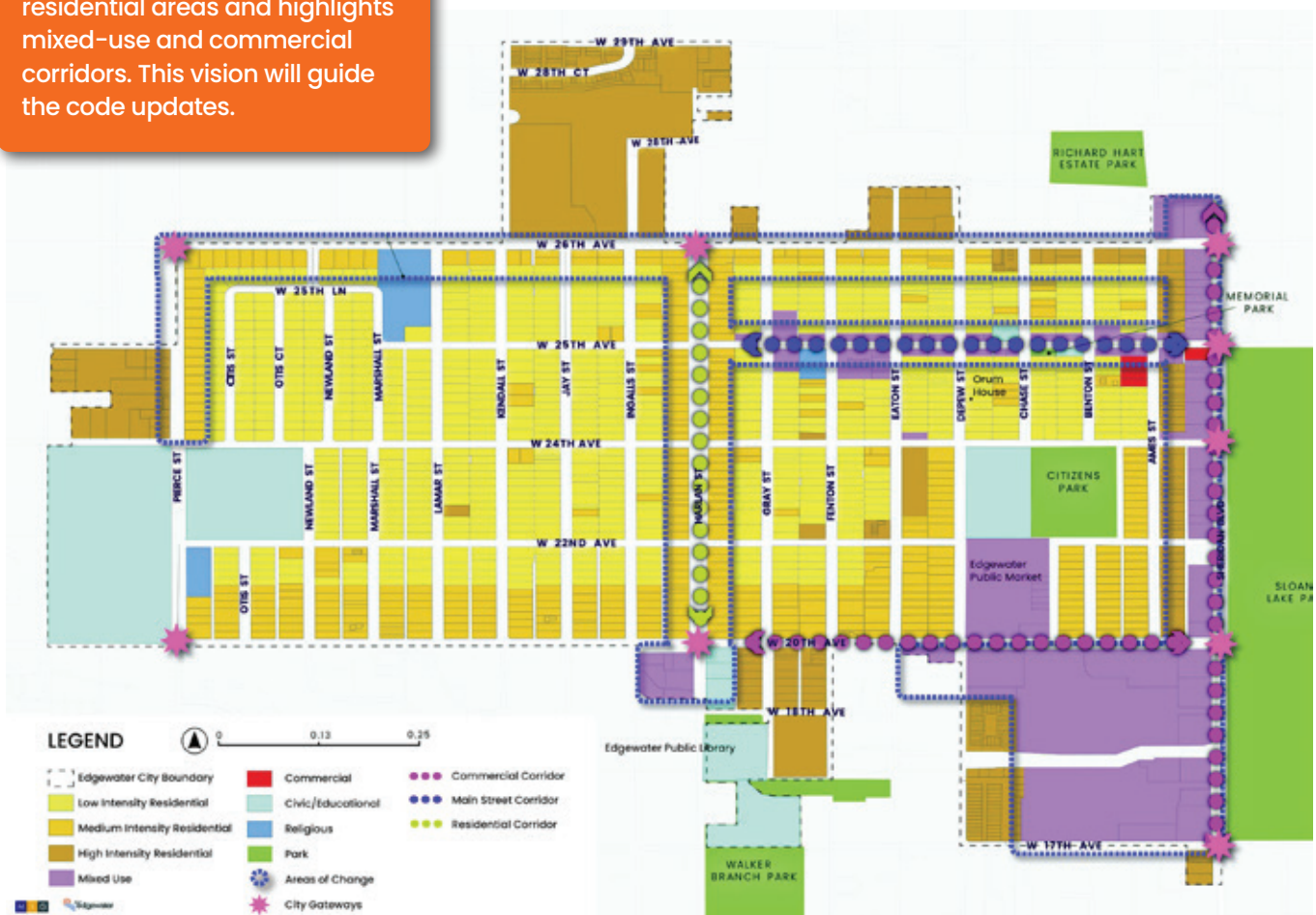


Figure 1. Edgewater 2040 Framework Map

Regulatory Foundation

Chapter 16: Zoning

MUNICIPAL CODE

The zoning map will require updates to align with the vision in the **Edgewater 2040 Comprehensive Plan**. The map below shows the existing zoning map and is annotated to describe key changes that are needed to the zoning map to better align with the recently update Comp Plan and new state law.

Most of the city is either R-1 or R-2, as shown on the map below in yellow. As such, much of this analysis focuses on how these areas will intensify over time and how the code will need to be updates based on that.

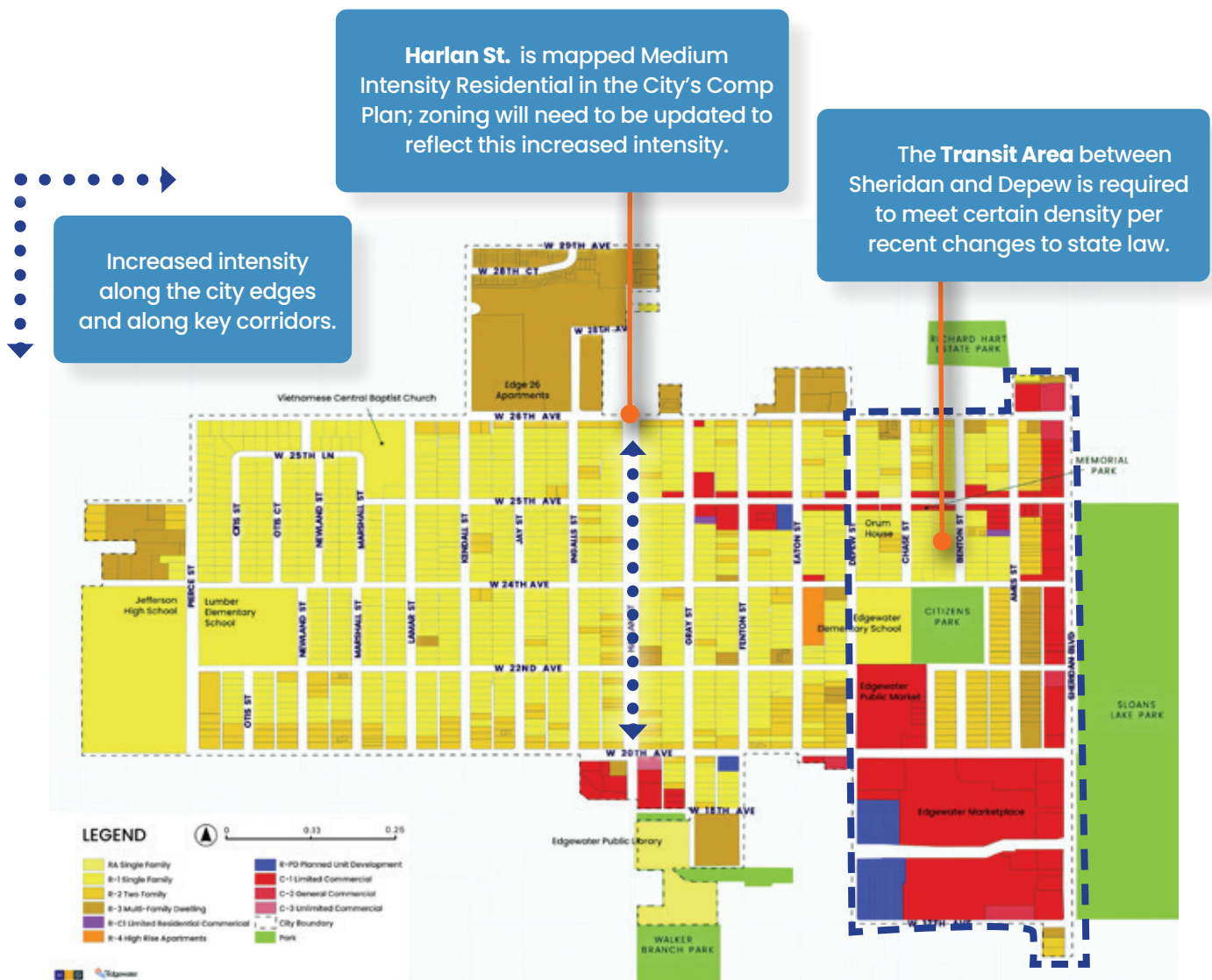


Figure 2. Current Zoning of Edgewater – from the Edgewater 2040 Comprehensive Plan.

DIAGNOSTIC



- 1. Community Character & Design**
- 2. Neighborhoods & Housing**
- 3. Mixed-Use & Commercial Corridors**
- 4. Development Review Process**
- 5. User Navigation**

KEY FINDINGS

1. COMMUNITY CHARACTER & DESIGN IS THE FOUNDATION OF WHAT MAKES EDGEWATER A UNIQUE PLACE TO LIVE. IT IS ESSENTIAL THE CODE UPDATE PRESERVES THE HISTORIC AND CULTURAL INFLUENCES THAT MAKE THE CITY WHAT IT IS TODAY.

2. NEIGHBORHOODS & HOUSING – FROM THE BUILT FORM OR THROUGH A CULTURAL LENS – REMAINS A PROMINENT ISSUE IN THE GROWTH OF EDGEWATER. THE CODE UPDATE WILL INCLUDE EXPANDING HOUSING CHOICES THAT FIT WITHIN THE ESTABLISHED NEIGHBORHOOD FABRIC.

3. MIXED-USE & COMMERCIAL CORRIDORS ARE A TOUCHSTONE OF HOW THE COMMUNITY OF EDGEWATER HAS DEVELOPED OVER TIME. THE UPDATED CODE WILL SUPPORT THE EVOLUTION AND MIXED-USE GROWTH OF EDGEWATER’S STREETS.

4. THE DEVELOPMENT REVIEW PROCESS SHOULD CONTINUE TO BE STREAMLINED AND EFFICIENT WITH WELL-CRAFTED OBJECTIVE STANDARDS FOR CLARITY AND CONCISENESS.

5. USER FRIENDLY CODES ARE ESSENTIAL TO INSPIRE DEVELOPMENT THAT REFLECTS EDGEWATER’S CHARACTER AND SETS CLEAR EXPECTATIONS OF WHAT IS REQUIRED.





COMMUNITY CHARACTER & DESIGN IS THE FOUNDATION OF WHAT MAKES EDGEWATER A UNIQUE PLACE TO LIVE. IT IS ESSENTIAL THE CODE UPDATE PRESERVES THE HISTORIC AND CULTURAL INFLUENCES THAT MAKE THE CITY WHAT IT IS TODAY.

We heard often the terms “eclectic” and “small town character” regarding community character of Edgewater. We were told that the historic buildings and small businesses are part of this character. However, rather than preserving it all, like a museum, regulations should encourage sensible infill development that respects the community character.

In this process, we heard that there are code-related issues preventing sensible infill development. These include lot coverage, setback, and height restrictions. Among these the lot coverage regulations were the most frequently mentioned one. We heard that lot coverage restrictions are both too restrictive and confusing.

▼ What we Heard:

- ▶ *Community members would like to protect the eclectic “small town” character of Edgewater.*
- ▶ *The historic buildings and small businesses are part of this character.*
- ▶ *There are some code-related issues preventing sensible infill development.*
- ▶ *These include lot size, lot coverage, setback, and height restrictions.*

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings



One of the identifying characteristics observed throughout the Edgewater community character was small, cottage-scaled, traditional historic architecture. These characteristics embody a “village in the city” feel, mixed with some larger contemporary buildings. Even though Edgewater’s character is eclectic with larger, new modern houses, they are limited in number. The small historic cottages are the ones that create the cozy scale on most block faces.

The eclectic character is appealing for the time being. If development continues to be in the form of larger buildings, the character of a neighborhood will change. As part of the code update, specific attention will be given to preserving and encouraging the cottage scale “village in the city” feel.

This, however, doesn’t mean that new development should be limited. It means that the new development should include the small and “cottage-like” building types as well.



Figure 3. Photo examples of buildings within Edgewater and their “cottage-like” characteristics.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

To understand the 'character' of existing residential neighborhoods, year built data was analyzed to establish development patterns. This analysis focused on R-1 and R-2 zones, which are the most prevalent zones in the city and comprise the lowest intensity residential areas.

Since the development in Edgewater had started on the blocks closer to the Sloan Lake, historic buildings are more common to the east. Most of these historic buildings are relatively small buildings. At the same time, the eastern blocks are the ones that feel the pressure of redevelopment the most. (Figure 4)

Eras of R-1 & R-2



Figure 4. Eras Map that shows the range of building development over the years for R-1 and R-2 Zone Districts.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

In looking at the size of residential buildings over time, houses get notably larger in recent decades.

The map below (Figure 5), shows the comparison of building size to year built, and the lightest colored purple parcels (indicating lots with oldest structures) are mixed with occasional orange parcels (indicating the most recent). The map below combines age and size to further emphasize the trend: most historic structures are small and most recent structures are large.

The following pages further describe how the architectural character and building forms vary by the era in which the building was developed.

YEAR BUILT	AMOUNT OF BUILDINGS (COUNT AND PERCENTAGE)		BUILDING SIZE (MEDIAN)
Before 1935	351	29%	852 sf
1935 to 1954	541	44%	906 sf
1955 to 1974	243	20%	1086 sf
1975 to 1994	20	2%	980 sf
1995 to 2014	23	2%	1526 sf
2015 or later	46	4%	1717 sf

Newer development has
gotten larger over time

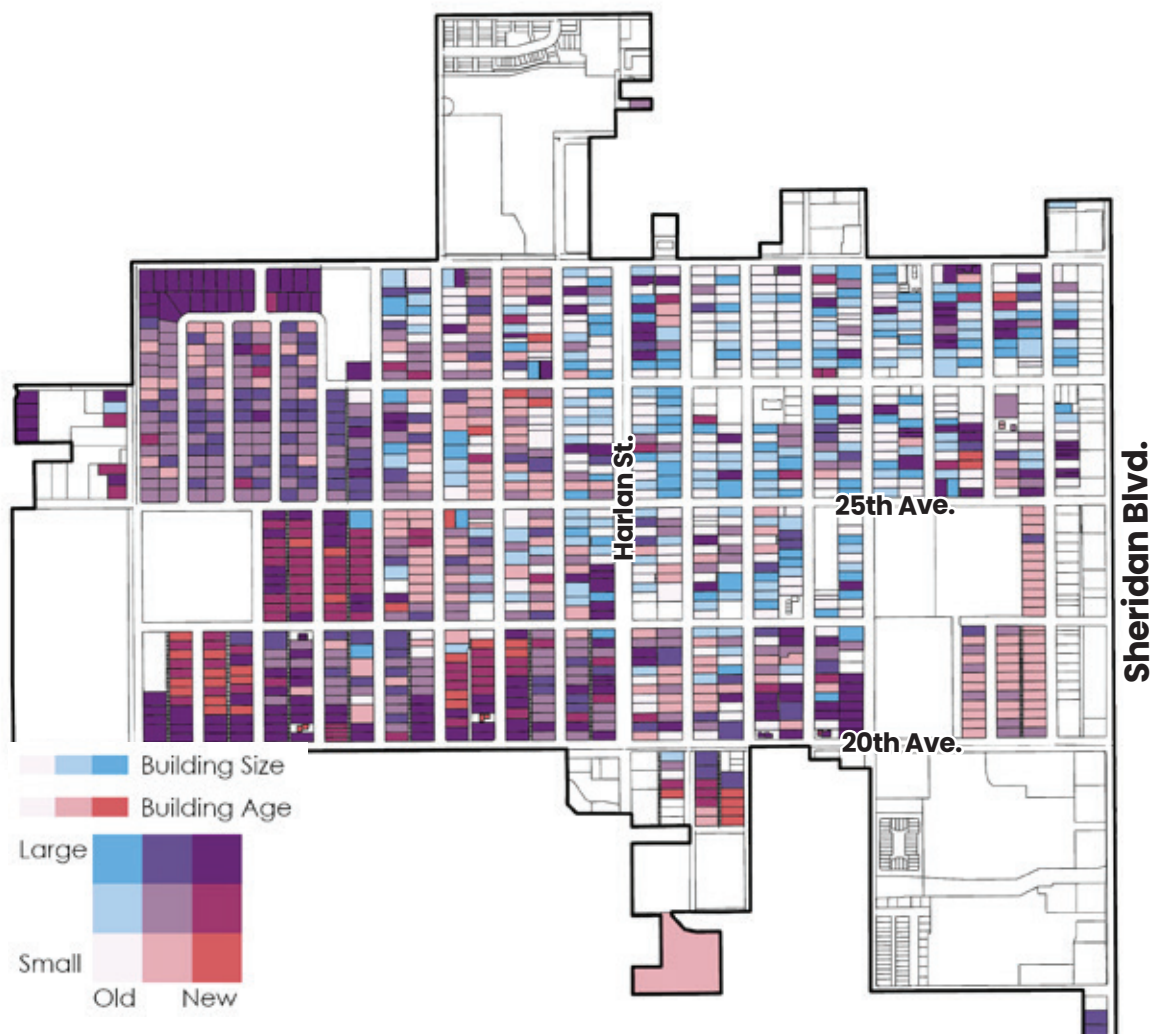
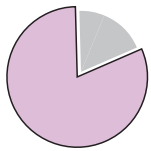


Figure 5. Map that compares size and the age of the buildings within R-A, R-1, and R-2, zone districts.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

ERA 1: BEFORE 1954

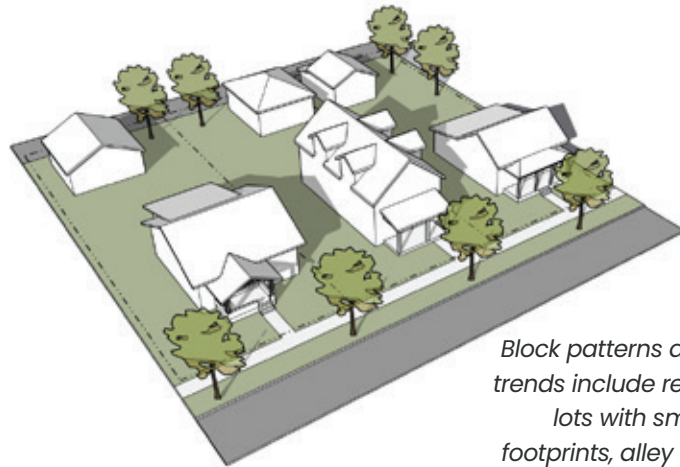


73% of Residential Buildings were built prior to 1954

% OF RESIDENTIAL BUILDINGS IN R1 & R2

BUILDING SIZE (MEDIAN)

875 FT²



Block patterns and building trends include regular-sized lots with small building footprints, alley access and accessory structures.

The development of this era accounts for almost **3/4** of Edgewater's residential buildings.



Figure 6. Era 1 Map shows the development of Edgewater before the year 1954.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Edgewater Cottage



Figure 9. Three examples of Edgewater Cottages.



Figure 7. North west corner of Benton and 25th. It is common to see several cottages located side-by-side especially on eastern blocks.

- Edgewater cottage is a relatively small building, with an average size of **850–900 ft²**.
- Edgewater cottages are either **single story** or **one-and-a-half story** with a room or two located within the attic space.
- Most Edgewater cottages **include porches, gables, and craftsman details**.
- Even though they have small building footprints, it is common to observe them on regular sized lots (with around 50 feet width and 120 feet depth).
- They are an important part of the unique character of many blocks in Edgewater. Even though most cottage lots are alley accessed, street-accessed side-drives are also common.

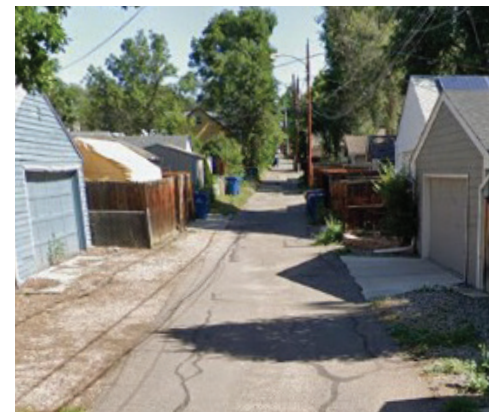
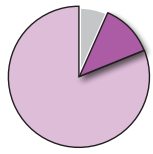


Figure 8. Many Edgewater Cottage Building Types have alley access, and frequent accessory structures in the rear lots (Google Earth Image)

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

ERA 2: 1955 – 1994

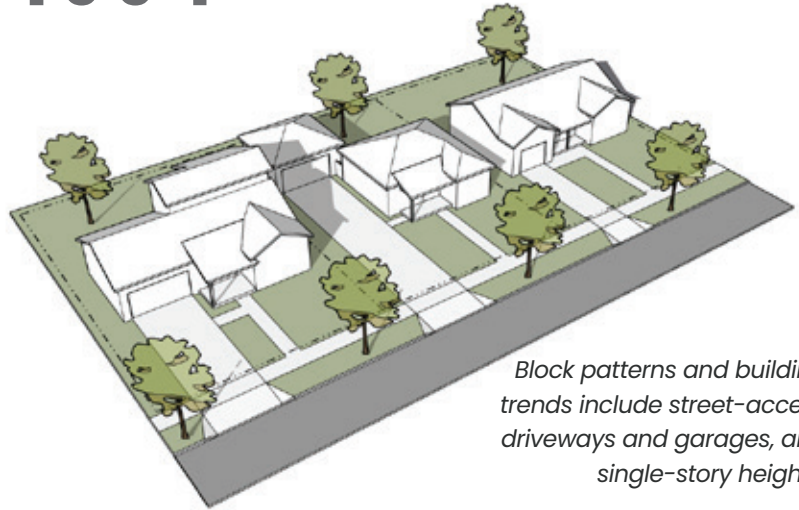


22% of Residential Buildings were built between the years of 1955-1994

% OF RESIDENTIAL BUILDINGS IN R1 & R2

BUILDING SIZE (MEDIAN)

1000 FT²



Block patterns and building trends include street-access driveways and garages, and single-story heights.

The development of this era is clustered to the western portion of the city, and **accounts for almost 1/4 of Edgewater's development for residential buildings.**

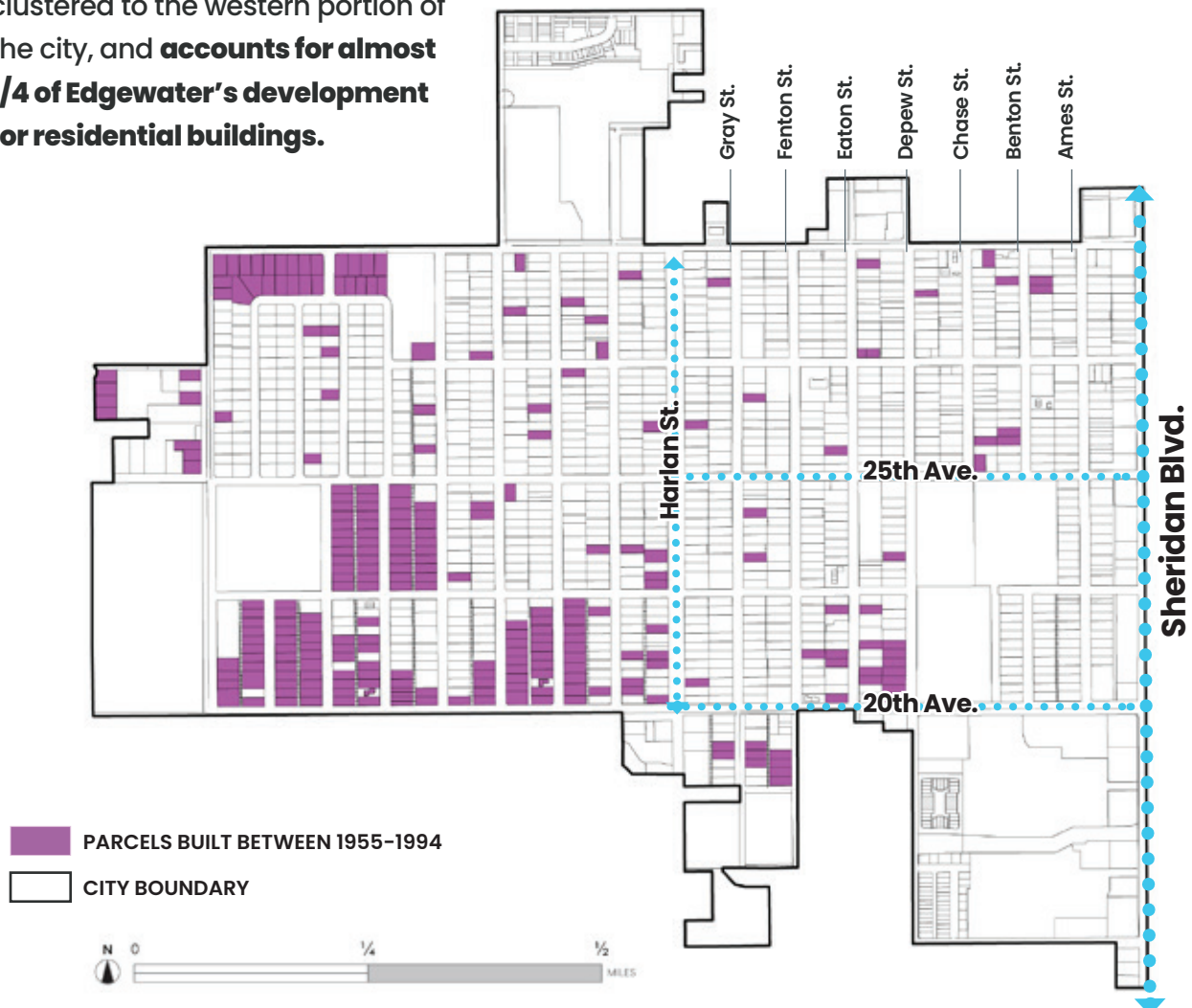


Figure 10. Era 2 Map shows the development of Edgewater between the years of 1955-1994.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Edgewater Mid-Century Ranch



- **Street accessed house** that was common especially 1950s and 1960s.
- Most are **single story with attached or detached garages and large building footprint.**
- **Occasional second stories** can also be observed. Even though most Mid-Century Ranches are clustered at Rose Acres, examples can be observed on many blocks of Edgewater.
- **Single Car Garages, Surface Parking Space in Front of Garage**
- Buildings continue to represent “cottage-like” design elements with gables and porches



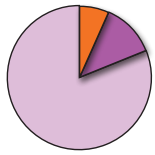
Figure 12. Three examples (above) of Edgewater Mid-Century Ranches. There are many examples with single-car garages with a surface parking space in front of the garage. All three maintain a cottage-like feel.

Figure 11. Two examples of Edgewater Mid-Century Ranches. Single-story ranches are most common (above), however occasional second stories can also be observed (below).

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

ERA 3: 1995 – 2025

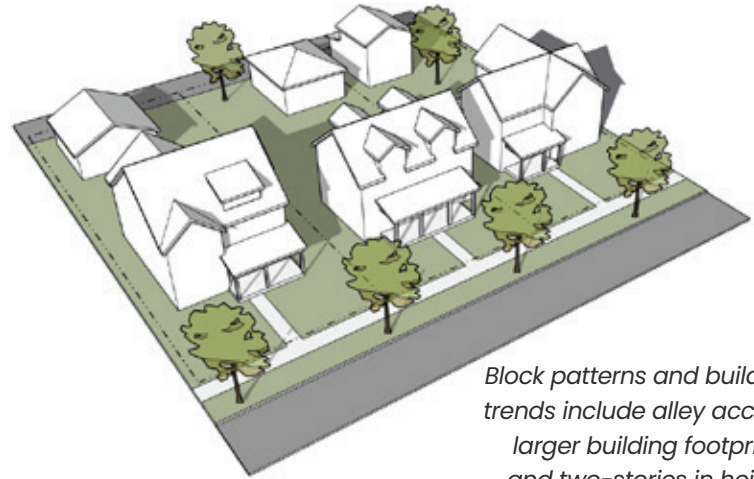


6% of Residential Buildings were built between the years of 1995–2025

% OF RESIDENTIAL BUILDINGS IN R1 & R2

BUILDING SIZE (MEDIAN)

1600 FT²



Block patterns and building trends include alley access, larger building footprints, and two-stories in height.

The development of this is minimal during this era in comparison to Era I and Era II.

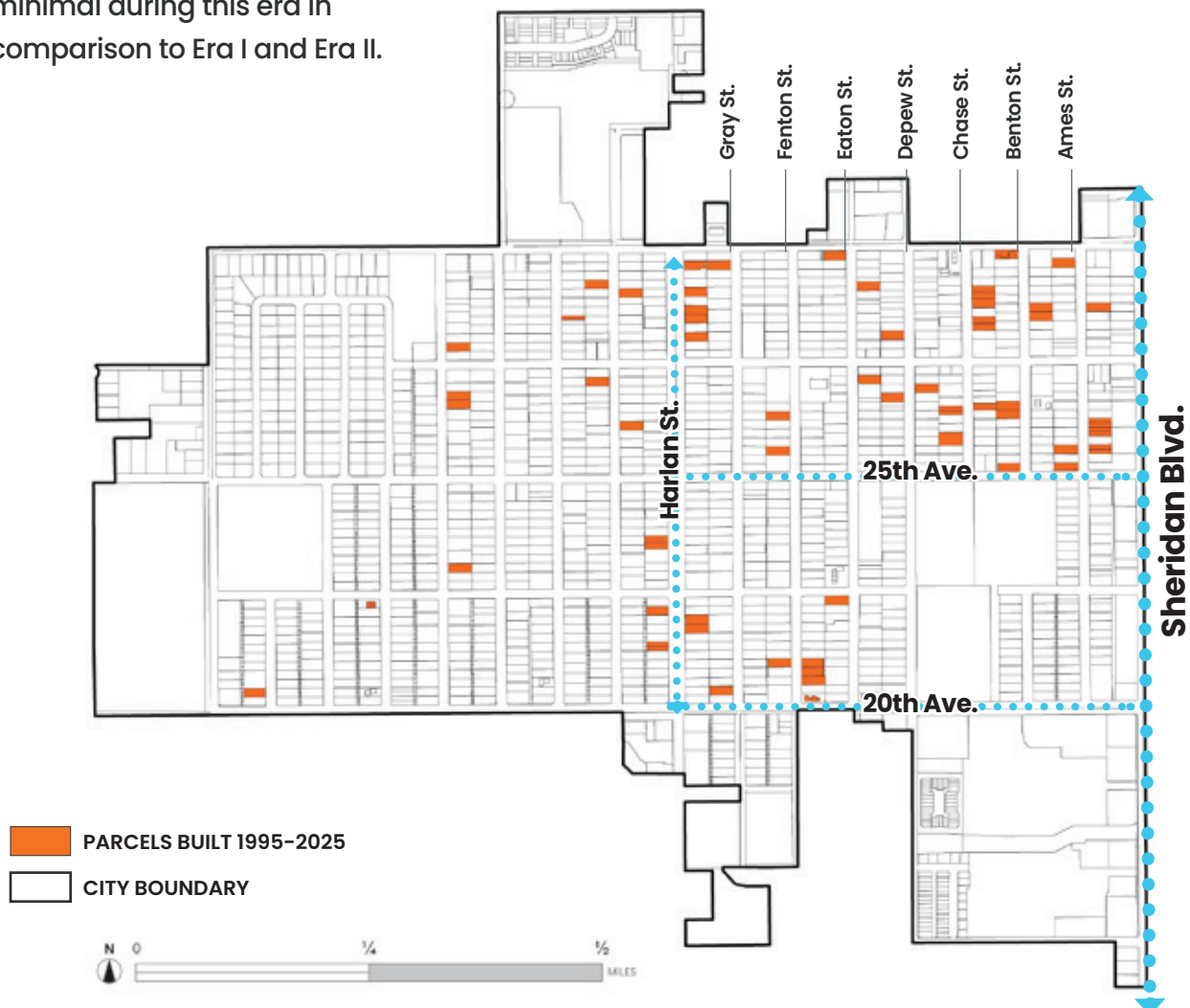


Figure 13. Era 3 Map shows the development of Edgewater between the years of 1995–2025.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Edgewater House

Edgewater house is a larger building with full two stories, even though there are some examples with a lower floor plate of the second floor where windows are located at the gable ends or at dormers.

There are only a few historic examples dated before WW II. Most of the Edgewater houses are more recent. Some of the recent examples show more modern architectural features.

- Two, full-stories
- Architectural Design Details (Gables & Dormers)
- More modern features and design elements on newer developments



Figure 14. Three photo examples of Edgewater houses. Even though full-two story is common there are some examples with lower second story plate as the example in the middle demonstrates.



Figure 15. Three photo examples of Edgewater houses. Most recent examples tend to be larger buildings with modern architectural character.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Code Standards Related to Character & Design

▼ What the Code says:

Code has regulations that create **non-conformities** especially for historic properties.

▼ What the Code says:

R-1 R-2 :

Front Yard Setback (min) : **25'**

Minimum Lot Width:

Detached Houses: **60'**

Street Corner Lots: **75'**

Lot Coverage: **35%**

Building Height (max)

Principal Building: **25'**

Pitched Roofs: **28'**

Accessory Buildings: **15'**

The analysis of the character of existing R-1 and R-2 zone districts and identifying the eras reveals targeted code changes that will help support intentional infill development.

In Articles 5 and 6 *Chapter 16: Zoning of the Municipal Code* sets the minimum front yard setback as 25 feet for structures within R-1 and R-2 zone districts. In the same chapters the code also sets the minimum lot width as 60 feet for detached houses, 75 feet for street corner lots (again for lots within R-1 and R-2 zone districts).

The maximum height permitted within these districts is 25 feet for principal building, with up to 28 feet encroachment permitted for pitched roofs (for roofs 2/12 or steeper). The maximum height permitted for accessory buildings is 15 feet.

The definition of the term "lot coverage" in Section 16-1-50 reads:

Lot coverage is determined by dividing that area of a lot which is occupied or covered by the total horizontal projected surface of all buildings, including covered porches and accessory buildings, all covered decks, patios, parking areas and drives, or covered portions thereof, by the gross area of that lot.

But then, in Articles 5 and 6, where maximum lot coverages for R-1 and R-2 are set as 35%, it states:

Notwithstanding the definition of lot coverage under Section 16-1-50, the following areas are excluded from the calculation of lot coverage in this district: (1) that part of one-story unenclosed porches that extends into the required front yard, as authorized by Section 16-3-90; and (2) all other portions of one-story unenclosed porches and accessory structures that do not exceed, in the aggregate, one hundred and twenty (120) square feet.

The following pages examine common non-conformities:

front-setbacks, lot sizes, corner lot widths, and lot coverages.

▼ What Edgewater 2040 says:

On page 50 as one of the primary goals Edgewater 2040 states:

C.1. Provide adequate support and oversight to ensure that Edgewater's neighborhoods and commercial area retain their existing character and a welcoming, comfortable environment.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Non-Conforming Lots



Figure 16. Map showing non-conforming lot sizes within R-1, and R-2 zone districts. Yellow indicates conforming, red, non-conforming lots.

The map on Figure 16 (to the left) shows in red lots that have less than required minimum lot sizes.

The three partial maps below show the non-conforming structures based on front setbacks, within R-A, R-1, and R-2 districts. Even though there are no non-conforming structures on the four blocks chosen to the west, we observe many as we travel to the east, where, we mentioned above, more pre-WWII buildings are clustered. In other words, many historic structures are closer than 25 feet to the front property line.

Figure 17 (below) shows a sample of 24 blocks located on east of Harlan Street, north of 20th Avenue. Of 52 corner lots (located within R-1 and R-2 districts) only 9 (17%) complies the corner lot minimum 75 feet width required by Sec. 16-5-30 and Sec.16-6-30. The rest (83%) have widths smaller than 75 feet.



Figure 17. Three partial maps showing the non-conforming structures because of their front yard setbacks within R-A, R-1, and R-2 zone districts. Yellow indicates conforming, red, non-conforming structures.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Non-Conforming Lots

▼ What we Heard:

- *City staff feels that lot coverage being 35% is small for lots this size, especially if they want to encourage building of ADUs*
- *Code users find that the overhang allowance counting as lot coverage causing complications, and city staff feel that residents have a hard time calculating lot coverage in general, as it's different from most other codes in the state.*
- *Lot coverage maximums are too restrictive.*
- *The front porch exception for lot coverage and setbacks (16.3.90) is not clear.*

Lot Coverage Definition: We agree with what we have heard, the rule needs to be simplified. But also, 35% maximum for R-1 and R-2 (most of the residential lots) is too restrictive. Our analysis show that out of 48 lots 14 are non-conforming (29%), not a majority, yet significant. Probably this percentage drops as we move west. Maximum 35% lot coverage might have been a reasonable measure up to this point but if encouraging ADUs on lots currently zoned as R-1 and R-2 is a priority, we agree with what we heard; it is too restrictive.

Figure 18 shows a three block analysis of non-conforming lot coverages. Since it is cumbersome to calculate the lot coverages we picked a sample of only three eastern blocks. We should also state that GIS data is not the most reliable source for lot coverage calculation.



Figure 18. Map of non-conforming lots for their lot coverages within R-A, R-1, and R-2 zone districts. Green indicates conforming, red, non-conforming lots.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Non-Conforming Lots

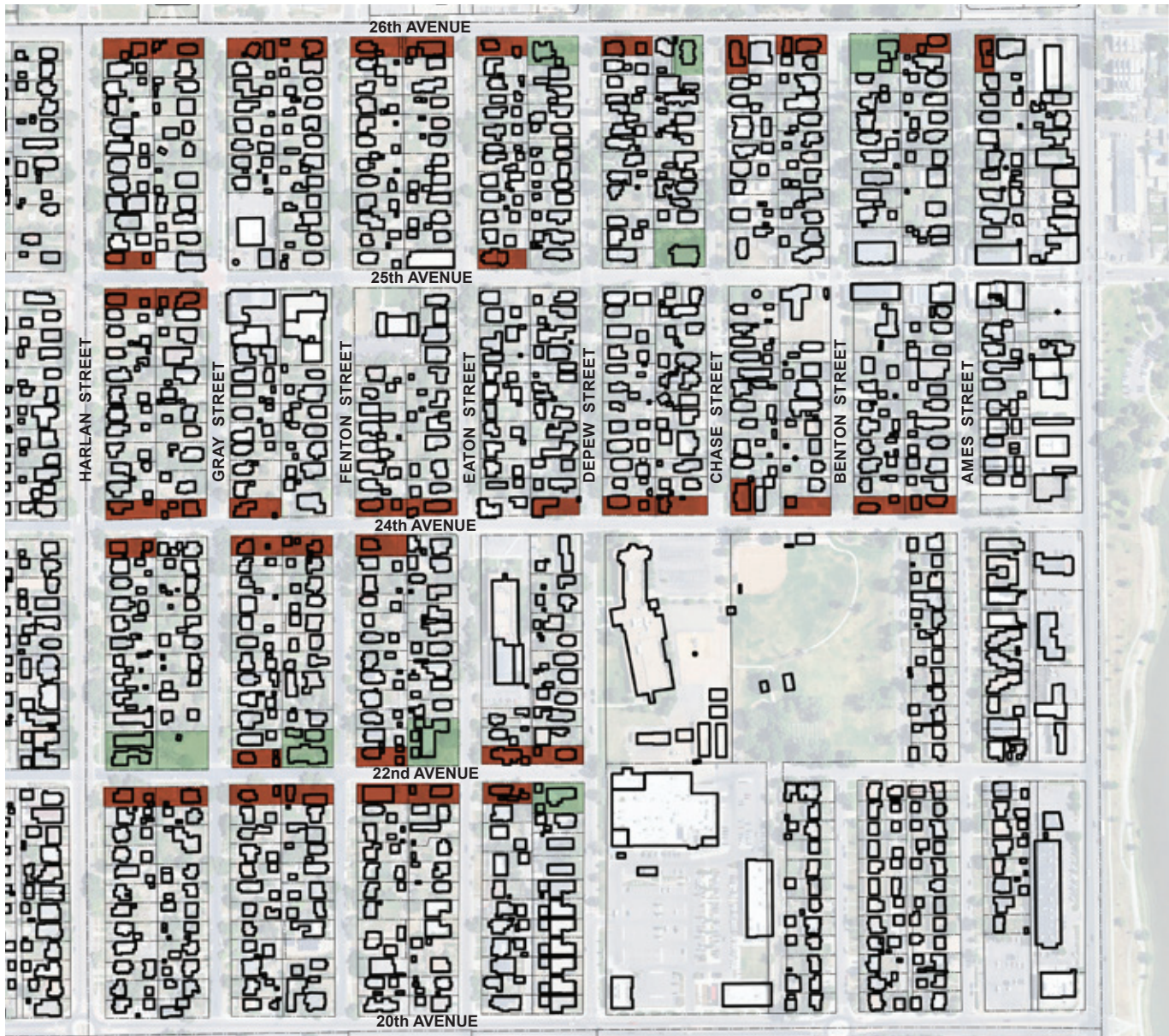


Figure 19. Map of non-conforming corner lots for their lot widths within R-A, R-1, and R-2 zone districts. Green indicates conforming, red, non-conforming lots.

1. COMMUNITY CHARACTER & DESIGN

Observations & Findings

Building Height

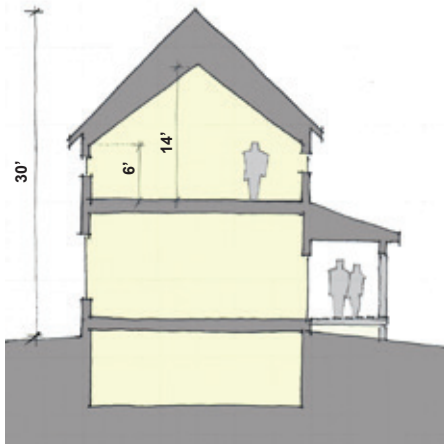


Figure 20. Diagrammatic cross-section of a 24 feet wide building with 12/12 roof slope.

The maximum 25 feet height (28 feet with encroachments), for principal building discourages steep roofs that are common in traditional architecture. Especially the 15 feet maximum height for accessory buildings is problematic. Figure 28 shows a 24 feet wide building, which is a common dimension for two-car garages, with a 12/12 slope roof. Even though the second floor plate is 6 feet, lower than the standard 8 or 9 feet plates, the ridge of the roof reach 30 feet in height. **This cross-section convinces us that 28 feet height is restrictive, let alone 15 feet for accessory structures.** With these limitations no accessory structure can be two story high, and no ADUs can be built over the garages.



Figure 21. Chase St - variation in housing, variation from existing character.



Figure 22. Ames St - variation in housing, evolving character.

1. COMMUNITY CHARACTER & DESIGN

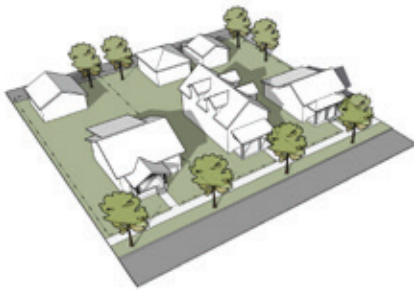
RECOMMENDATIONS FOR CODE UPDATE

We believe that any code aiming at preserving community character needs to align to the dimensional properties of the existing neighborhood fabric. This means reducing non-conformities.

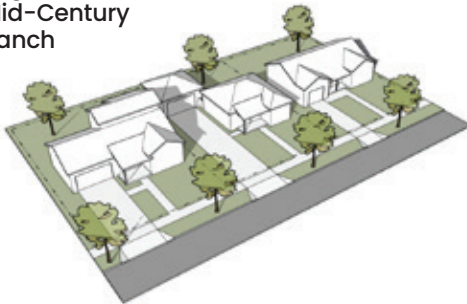
Furthermore, if we were to follow Edgewater 2040's recommendation of "intensification," we need to revisit setback, height, and lot coverage restrictions to ensure the code is aligned to the plan's vision. "Intensification" doesn't mean less regulation. Creative coding measures should be included to encourage "intensification" in a way not to damage community character. This is the task.

Historic setbacks, building disposition, and use of porches need to be a part of the rewrite scope.

Edgewater Cottage



Edgewater Mid-Century Ranch



Edgewater House



► **Craft new code language that supports the preservation and development of the 3 Edgewater Building Types identified throughout the Eras Analysis**

- Edgewater Cottage
- Edgewater Mid-Century Ranch
- Edgewater House

► **Encourage intensification outcomes that supports community character**

- Revisit setback. Height, and lot coverage restrictions
- Clarify Lot Coverage Definition
- Reduce Non-Conformities



NEIGHBORHOODS & HOUSING – FROM THE BUILT FORM OR THROUGH A CULTURAL LENS – REMAINS A PROMINENT ISSUE IN THE GROWTH OF EDGEWATER. THE CODE UPDATE WILL INCLUDE EXPANDING HOUSING CHOICES THAT FIT WITHIN THE ESTABLISHED NEIGHBORHOOD FABRIC.

Incorporating stronger definitions for the range of Missing Middle Housing building types is a priority of Edgewater 2024. Middle housing building types allow greater density than single-family homes but are less dense than high-rise apartment buildings. These types blend into existing neighborhoods more seamlessly than larger developments and can provide diverse housing options within communities.

By crafting standards for the Building Types based on Edgewater's eras in the Community Character recommendations, new development should include the smaller-scale, "cottage-like" dwellings (less than 1200 sq ft/unit), and adjust height regulations according to the character of the residential zones, building types, and corridors.

The following pages provides observations and findings related to Edgewater's Neighborhood and Housing policy and code.

2. NEIGHBORHOODS & HOUSING

Policy Foundation

Missing Middle Housing

▼ What Edgewater 2040 says:

The 2040 Comprehensive Plan **prioritizes housing diversity** as an objective and advises **inclusion of ADUs**, as well as other creative solutions that can be characterized as “missing middle.”

EDGEWATER 2040 STRATEGIES

A. 4. f.

Explore zoning updates along 26th Avenue to allow for townhome and smaller-scale apartment buildings, while considering the adjacent context.

A. 4. g.

Investigate opportunities for zoning updates along Harlan Street to allow for duplexes or townhomes while being mindful of the context of the Harlan neighborhood’s existing residential setbacks.

EDGEWATER 2040 GOALS

A. HOUSING & NEIGHBORHOODS

A. 1.

Provide a spectrum of housing opportunities to meet Edgewater’s identified housing gaps through the Housing Market Analysis.

A. 2.

Ensure that housing options in Edgewater are accessible to residents of all abilities and allow residents to age in place.

A. 3.

Preserve existing housing stock and create affordable housing policies and programs that support the community.

A. 4.

Generate housing opportunities for renters and homebuyers to live in Edgewater.



Figure 23. Missing Middle Housing Types graphic, from the 2040 Edgewater Plan. Graphic created by Opticos.

2. NEIGHBORHOODS & HOUSING

Observations & Findings

Housing Options

▼ What the Code says:

The code prescribes the same bulk regulations to all lots within a zoning district, following a **“one size fits all”** approach.

After the most recent revisions, code now permits Attached ADUs.

▼ What we Heard:

- *Having diverse housing options, including affordable units, is a priority.*
- *ADUs are welcome but well-crafted regulations should encourage creative solutions. Aging in place is a priority.*
- *Cottage clusters, cottage courts are possible but need to be planned for successful outcomes.*
- *Currently, single-family zoning limits the ability to provide “missing middle” housing.*

Figure 24. Edgewater Building Type photos show the architectural and lot characteristics that would apply to ADUs on that property.

The code update should allow more housing options throughout the residential neighborhoods. To do this in a way that honors the existing neighborhood patterns, the code standards should be calibrated in a way that encourages the preservation of historic structures, enables the development of small buildings, and promotes gentle infill. As a starting point, opportunities are summarized below for each housing prototype (which was introduced in the previous section).

Edgewater Cottage



Regulations permitting additional small detached structures (additional ADUs) on Edgewater Cottage Lot Type, may be conditional to preserving the existing historic cottage. In this framework, a definition for “significantly preserved structure” will be needed.

There may also be different levels of bonuses for different levels of preservation (preserving the entire original structure vs preserving significant parts).

Edgewater Mid-Century Ranch



Controlling the size of the structures need to be a priority. Even though it is not happening in Edgewater yet, consolidating multiple lots for larger houses is a common trend in many places in the region. Currently the code follows “larger the lot bigger the house” approach, which permits the kind of large structures that is rare in Edgewater.

Edgewater House

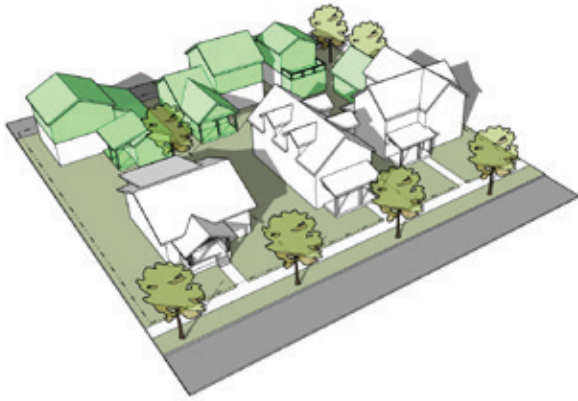


Adding second stories will probably continue to be a way to appreciate the growth potential. Regulations that encourage semi-independent rental units make sense in further diversifying housing options. Again, controlling the total building floor area on the lot will be an important task.

2. NEIGHBORHOODS & HOUSING

RECOMMENDATIONS FOR CODE UPDATE

ADUs



We believe that there should be two priorities in revising the code for housing diversity and inclusion of ADUs: encourage preservation of the historic structures and enable the development of the small buildings. As identified above, even though Edgewater's character is eclectic with larger, new modern houses, they are limited in number. The small historic cottages are the ones that create the cozy scale on most block faces. They also contribute to the diversity of housing options. This, however, doesn't mean that new development should be limited. It means that the new development should include the small and "cottage-like" building types as well.

Regulations permitting additional small detached structures (additional ADUs) should be explored to preserving the existing historic cottage. As such, a definition for "significantly preserved structure" will be needed. There may also be different levels of bonuses for different levels of preservation (as in: the whole original structure preserved or significant part of the structure preserved).

Cottage Clusters



Figure 25. Cottage Clusters (or Common Courts) have a range of layout and building type selections within the design (ex Townhouse and Cottage types within same development)

To develop creative solutions for Missing Middle Housing, the Code Update will need to develop language and building standards by zone based on the existing corridors and neighborhoods of Edgewater.

- ▶ **ADU regulations should be tailored to the three Edgewater Building Types**
- ▶ **Calibrate opportunities for multiple ADUs on a single lot without compromising Character**
- ▶ **Cottage clusters, common courts, and mixed building type courts need to be explored, and allow for mini-subdivision permits**



CORRIDORS ARE A TOUCHSTONE OF HOW THE COMMUNITY OF EDGEWATER HAS DEVELOPED OVER TIME. THE UPDATED CODE WILL SUPPORT THE EVOLUTION AND MIXED-USE GROWTH OF EDGEWATER'S STREETS.

Mixed-Use & Commercial

Corridors are an essential part of what gives Edgewater its unique charms. Not only do the historic residential dwellings have had a legacy influence on the character, commercial buildings and corridors have also been a foundation in shaping Edgewater's growth.

To respond to the future growth of Edgewater, preserving the history as well as the community benefits of mixed-use throughout the neighborhoods and corridors will help achieve the vision described in the Edgewater 2040 Framework Map.

▼ What the Code says:

The commercial zones do not allow any residential use and they are written for more conventional commercial settings, not for mixed use, or mixed use that can be accommodated within a neighborhood context.

▼ What we Heard:

- *We need mixed-use zoning districts that permit residential uses as well.*
- *We need to have regulations that encourage small businesses in Edgewater.*

3. MIXED-USE & COMMERCIAL CORRIDORS

Observations & Findings

▼ What Edgewater 2040 says:

The 2040 Comprehensive Plan identifies three types of corridors, associated with the following streets:

Commercial Corridor

SHERIDAN BLVD.

Main Street Corridor

25th AVE., 20th AVE.

Residential Corridor

HARLAN AVE.

▼ The 2040 Edgewater Framework Map depicts land use and intensity throughout the City by designated key corridors, as shown on the map below.

EDGEWATER 2040 GOALS

B. COMMERCIAL & MIXED-USE

B. 1.

Identify strategic commercial and/or mixed-use opportunities that offer amenities in close proximity to residential areas.

B. 2.

Ensure commercial redevelopment supports the needs and character of the community.

C. COMMUNITY CHARACTER & DESIGN

C. 1.

Provide adequate support and oversight to ensure that Edgewater's neighborhoods and commercial areas retain their existing character and a welcoming, comfortable environment.

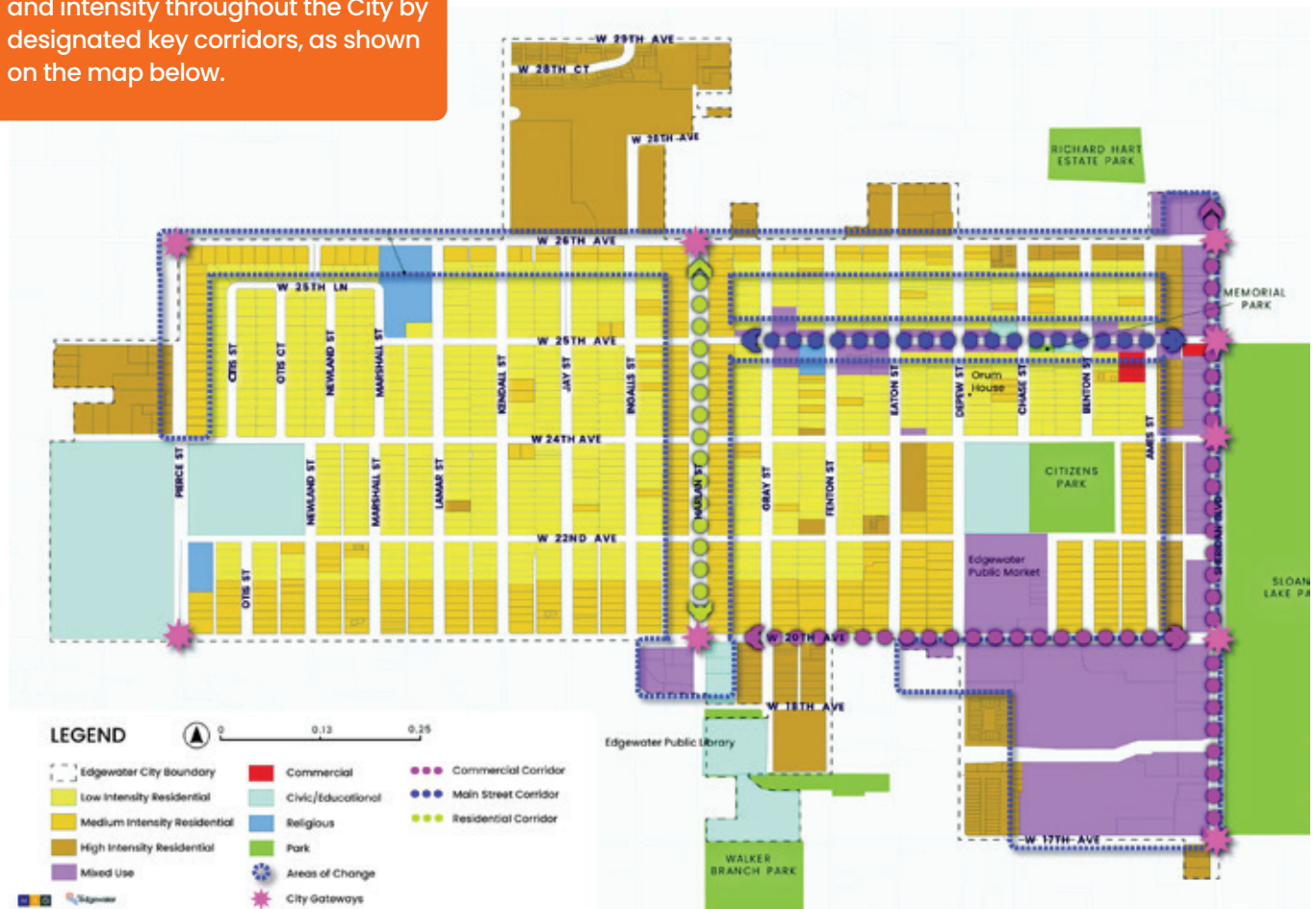


Figure 26. Edgewater 2040 Framework Map to show the relationship to corridors.

3. MIXED-USE & COMMERCIAL CORRIDORS

Observations & Findings

SHERIDAN BLVD.

Commercial Corridor



Figure 28. Two-story buildings occur but are infrequent on Sheridan Blvd.

The Sheridan Boulevard displays a conventional “commercial strip” development with many curb-cuts and parking lots located in front of the buildings. An alley provides additional parking along at the rear. The exception to the “commercial strip” pattern are a few lots to the north, close to 26th Avenue. Buildings along the corridor are single story with an occasional second story.

Even though most businesses function well currently, it is reasonable to expect redevelopment on Sheridan frontage, especially if the **half-blocks are up-zoned and more mixed-use density, including residential use**, is permitted.

Considering the presence of an alley and the views to the Sloans Lake, **this frontage will offer a strong potential to accommodate some of the density City’s “Housing Need” analysis** has identified, which was done to comply with the State Legislation HB 24-1313 regarding the “Transit Oriented Communities.”



Figure 27. Bird-eye view of Sheridan Corridor between 26th and 24th Avenues (Google Earth image).



Figure 29. Example of Sheridan Blvd. ‘Commercial strip’ development. (Google Earth Image).



Figure 30. Residences on Sheridan Blvd. Near 26th Ave. Showcase where the commercial strip pattern terminates. (Google Earth Image)

3. MIXED-USE & COMMERCIAL CORRIDORS

Observations & Findings

20TH AVE.

Commercial Corridor



20th Avenue Corridor has two distinct parts; the blocks east of Depew are made up of a shopping center with various businesses. The part of the 20th Avenue Corridor that lies between Depew and Harlan, is more residential in character (similar to the 25th Avenue context). However, with some residential lots still facing the street on the north side, the context is more diverse and eclectic than a typical shopping center.

Edgewater Public Market, with the unique businesses it houses, adds more diversity to the ecosystem of local businesses in the corridor. Even though this area offers some redevelopment opportunities, the **development needs to be regulated carefully to preserve the diversity of businesses.**



Figure 31. Bird-eye view of 20th Avenue Corridor between Sheridan Boulevard and Gray Street (Google Earth image).



Figure 33. Looking east on 20th Ave, this west portion of the corridor embodies a more residential context.(Google Earth Image)



Figure 32. Edgewater Public Market is a community hub for commercial enterprises on the corridor.

3. MIXED-USE & COMMERCIAL CORRIDORS

Observations & Findings

25TH AVE.

Main Street Corridor



"Main Street" building types

25th Avenue Corridor includes some zero setback "Main Street" buildings types, but mostly the character depicts more "village in the city" character and scale with cottages and houses in various sizes. The "Main Street" building types concentrate on two nodes: 25th Avenue between Sheridan and Benton; and 25th Avenue at Gray Street. These nodes accommodates diverse set of businesses, in size, service, and ownership. The rest of the corridor is formed mostly by houses and cottages. These face the north-west streets and with narrower side yard setbacks (10'-15') at 25th Avenue.

Since the narrow width of the lots are placed along the north-south streets, any building that would turn and face 25th Avenue would have a narrow lot depth. **For possible mixed-use buildings in the future, the shallow lot depth is a challenge as well as an opportunity.**

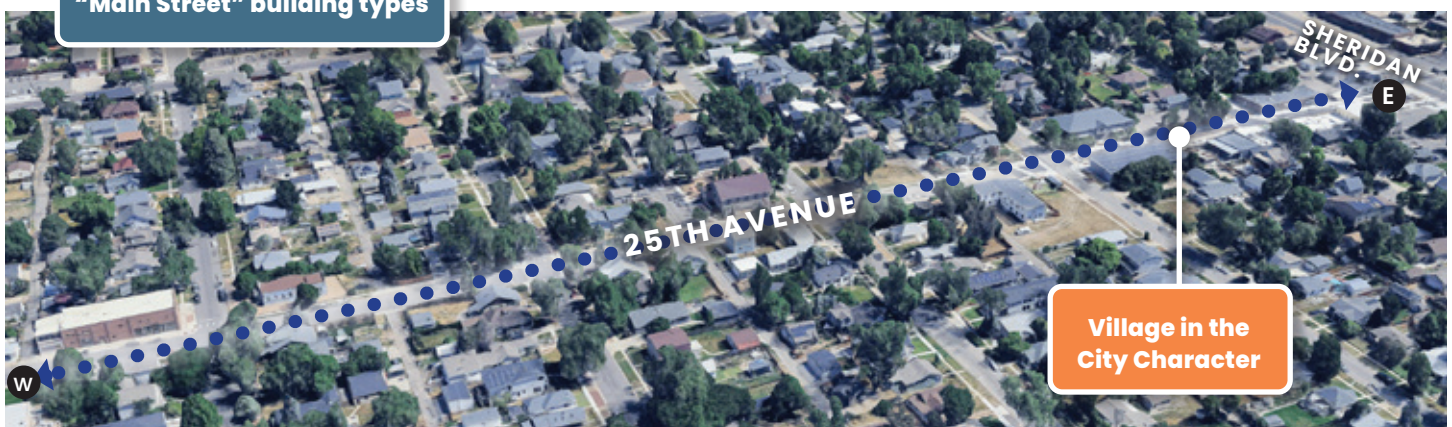


Figure 34. Bird-eye view of 25th Avenue Corridor between Sheridan Boulevard and Eaton Street (Google Earth image).



Figure 35. Two views from 25th Avenue commercial node at first two blocks between Sheridan and Benton

3. MIXED-USE & COMMERCIAL CORRIDORS

Observations & Findings

HARLAN ST.

Residential Corridor



The properties on Harlan Corridor, on the other hand, face Harlan on deep lots. There are some duplexes as well as small apartment buildings, which suggest that this corridor offers some opportunities for “missing middle” building prototypes, such as cottage courts, compounds and mini-subdivisions with common greens. **Harlan Street corridor may be a good pilot where “missing Middle” housing prototypes are encouraged.**



'Missing Middle Housing' building types



Deep lots are common

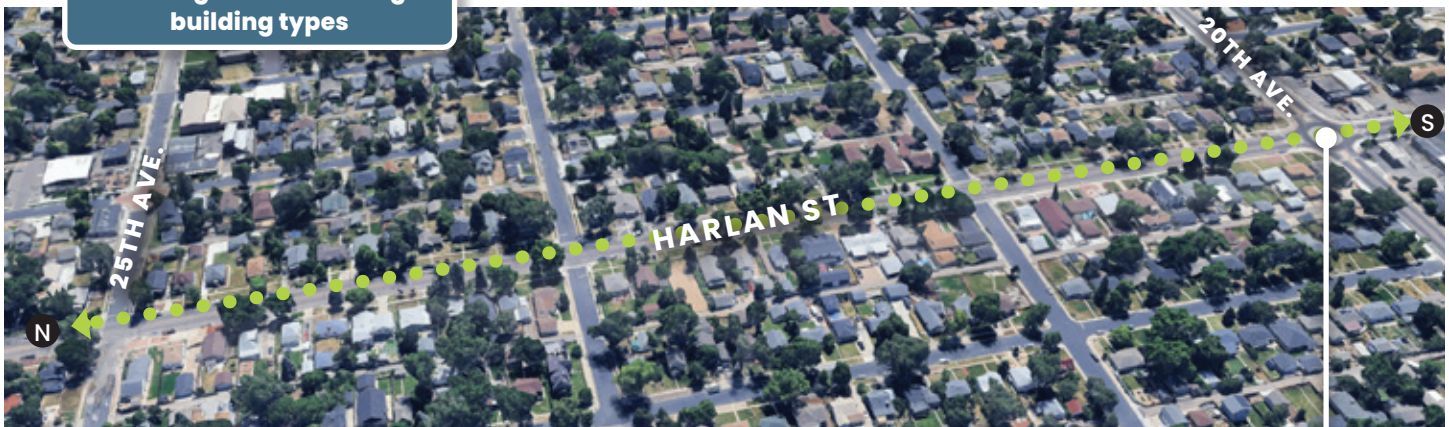


Figure 36. Bird-eye view of Harlan Street Corridor between 20th and 26th Avenues (Google Earth image).



Roundabout at Harlan St. and 20th Ave corridors.

3. MIXED-USE & COMMERCIAL CORRIDORS

RECOMMENDATIONS FOR CODE UPDATE

▼ What we Heard:

- ▶ *The Harlan Corridor needs to be rezoned to allow duplexes and other uses recommended by the Comprehensive Plan.*
- ▶ *Currently rezoning is not allowed unless the adjacent property has the same zoning. This works against the Comprehensive Plan goals.*
- ▶ *Parking minimums and setback rules make gentle increases in density difficult to achieve.*
- ▶ *More support for dispersed, small-scale density increases rather than concentrated, high-rise development. High-density development may be more appropriate near major streets and commercial areas (e.g., behind King Soopers/Target).*

Crafting new mixed-use zone districts, that also permit residential use, (or one zone district with multiple building form types for different contexts) is necessary within the rewrite scope. There are opportunities to permit higher density mixed use on parcels where currently shopping centers are located. Even though redevelopment of these parcels may take long time, upzoning them may show the state that zoning is adjusted to respond to the housing need.

For the 25th and west of 20th Avenues, more subtle measures need to be adopted to permit limited commercial uses (what we sometime call “cottage retail”). These may take within mixed-use buildings with well-regulated building massing articulation, so that new developments can fit into the “village in the city” context. The narrow depths of the lots facing these corridors can be seen as an opportunity to control the scale and the size of the business spaces. New regulations, including the parking restrictions, should be crafted to enable diversity of businesses including the small ones.



Figure 37. 25th Street looking West.

RECOMMENDATIONS FOR CODE UPDATE

SHERIDAN BLVD.

- ▶ Upzone select half-blocks for more mixed-use density, including residential use

20TH AVE.

- ▶ Development needs to be regulated carefully to preserve the diversity of businesses.
- ▶ New regulations, including the parking restrictions, should be crafted to enable diversity of businesses including the small ones.

25TH AVE.

- ▶ For possible mixed-use buildings in the future, the shallow lot depth is a challenge as well as an opportunity.
- ▶ New regulations, including the parking restrictions, should be crafted to enable diversity of businesses including the small ones.

HARLAN ST.

- ▶ Harlan Street corridor may be a good pilot where “missing Middle” housing prototypes are encouraged.



THE DEVELOPMENT REVIEW PROCESS SHOULD CONTINUE TO BE STREAMLINED AND EFFICIENT WITH WELL-CRAFTED OBJECTIVE STANDARDS FOR CLARITY AND CONCISENESS.

This section addresses the Development Review Process and summarizes what frequent code users said about the process as compared to other Front Range communities.

Overall, the process is efficient and staff is a helpful resource. Increased clarity in the standards themselves will contribute to a more effective outcomes.

▼ What the Code says:

Currently code requires that any housing with three or more units goes through Planning and Zoning Commission and City Council.

▼ What we Heard:

- ▶ *The review processes have been running smoothly and relatively fast.*
- ▶ *There may be ways to reduce the case load of Planning and Zoning Commission and City Council.*

4. PLANNING REVIEW PROCESS

Observations & Findings

▼ What Edgewater 2040 says:

Edgewater 2024 states that “transparency and integrity” should be a guiding principle in all functions carried out by the City.

A efficient process contributes to other objectives expressed by the plan.

EDGEWATER 2040 GUIDING PRINCIPLE

7. CARRY OUT ALL CITY FUNCTIONS WITH TRANSPARENCY AND INTEGRITY

Manage city responsibilities with an inclusive and neighborly focus to take advantage of the small-town character of Edgewater and possibility of close relationships with neighbors. Provide City services in a forward-thinking, cost-effective and efficient manner.

Majority of stakeholders expressed that the review processes have been running smoothly and relatively fast, especially compared to some of the neighboring municipalities. However, this doesn't mean that improvements cannot be made. Currently any housing with three or more units goes through Planning and Zoning Commission and Council. Changing this may speed the process and reduce the load of the Planning and Zoning Commission and Council.

The medium density developments have the potential for administrative review. Speed is affordability.

We believe that well-crafted prescriptive standards, especially for medium density housing and small mixed-use development, can provide more certainty and reduce the need for the review by Planning and Zoning Commission and Council. We also suggest reassessing when Site Development Plans (SDPs) are eligible for administrative review for medium density housing and small mixed-use development, which also would reduce the load of Planning and Zoning Commission and Council.

Lastly, code users and staff agree that administrative adjustment needs to be more streamlined.

RECOMMENDATIONS FOR CODE UPDATE

- ▶ Streamline processes where possible and expand project types eligible for administrative review.
- ▶ Clarify standards for medium density development to provide more certainty in the review process.



USER FRIENDLY CODES ARE ESSENTIAL TO INSPIRE DEVELOPMENT THAT REFLECTS EDGEWATER'S CHARACTER AND SETS CLEAR EXPECTATIONS OF WHAT IS REQUIRED.

Chapter 16 Zoning of the Municipal Code is a well-organized and easy to follow document, however improvements can be made.

With the possible zoning district revisions, and with consideration of the stakeholder feedback, it is evident that adding more visuals and graphic aids will help the user experience towards understanding the code and clarifying regulatory expectations.

▼ What the Code says:

The code has a simple structure. Information regarding many aspects of a development are to be found in one section, so the applicant doesn't need to go to many places to find relevant information.

▼ What we Heard:

- ▶ Code is well-organized and easy to navigate
- ▶ More visual aids would be useful, not an inspiring document
- ▶ Definitions are hard to find - adding a 'Rule of Measurement' section would be helpful

5. USER NAVIGATION

Observations & Findings

▼ What Edgewater 2040 says:

While Edgewater 2024 doesn't address navigation directly, crafting a user-friendly code, that avoids misunderstandings and sets clear expectations, is a prerequisite for achieving **"transparency and integrity"** which is a guiding principle expressed by the plan.

EDGEWATER 2040 GUIDING PRINCIPLE

7. CARRY OUT ALL CITY FUNCTIONS WITH TRANSPARENCY AND INTEGRITY

Manage city responsibilities with an inclusive and neighborly focus to take advantage of the small-town character of Edgewater and possibility of close relationships with neighbors. Provide City services in a forward-thinking, cost-effective and efficient manner.

The code update should include new and updated graphics to better articulate code standards, to support the recommendations summarized in previous sections.

We observed that certain sections of the code are difficult to navigate or could potentially be intimidating to some users. The division of bulk and parking restrictions between Article 3 and zone district pages (Articles 4-14) is misaligned and should be streamlined. Article 16 'Site Development Plan' appears to be more complex than necessary, and square footage area of a building only occurs in this section (not in 16-1-50 Definitions). Additionally, Article 22 adds one more location for the applicants to find information regarding relevant requirements and thus makes the code less user-friendly.

Benefits of a user-friendly code saves time in review processes and increases awareness about objectives and intentions of the regulations among the users. From this, revising Chapters 3, 16, and 22 to bring all form related regulations in one place (chapters 4 through 14) needs to be part of the rewrite scope.

RECOMMENDATIONS FOR CODE UPDATE

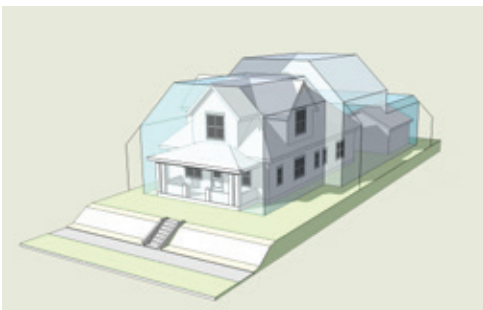


Figure 38. An example of a visual that clarifies a rule; a perspective view of a cottage and the bulk plane envelope with dormer encroachments.

- ▶ **Revise Articles 3, 16, and 22 to condense all form-related regulations into one Article.**
- ▶ **Integrate more visual materials in Chapters 4 through 14 to help describe building and design regulations**
- ▶ **Develop a more robust method of clarifying rules of measurements.**



CONCLUSION



In light of what we have heard, observed, and read, we conclude the diagnostic phase with the following list of task recommendations:

- 1.** Craft new mixed-use zones with diverse form types to address the four corridor contexts identified by Edgewater 2020; all zones permitting residential uses.
- 2.** These regulations need to be crafted to encourage a diversity of businesses including the small ones. Parking requirements should support inclusion of small businesses.
- 3.** In order to preserve community character and housing diversity the regulations should enable and encourage the small dwelling units and limit the large ones.
- 4.** Craft innovative regulations enabling inclusion of ADUs addressing the three lot / building types identified in Section 2 of this report.
- 5.** Encourage preservation of current structures, especially historic cottages, by means of dimensional and floor area bonuses.
- 6.** Craft regulations enabling “missing middle” prototypes such as cottage clusters, common courts, and mixed building type courts.
- 7.** Reduce non-conformities and encourage developments that preserve the existing community character. Revisit lot size, setback, height, and lot coverage restrictions especially on lots currently zoned as R-1 and R-2.
- 8.** Produce standards for medium density development to provide more certainty reduce the load for Planning and Zoning Commission and City Council reviews.
- 9.** Introduce visual material and explanation of the intent, where needed, especially to clarify rules of measurement.
- 10.** Revisit and reorganize some of the content in the Articles 3, 16, and 22 to create a more user-friendly code.

APPENDIX



APPENDIX A

STAKEHOLDER ENGAGEMENT

APPENDIX B

ADDITIONAL SPATIAL ANALYSIS

APPENDIX A

STAKEHOLDER ENGAGEMENT

The following is an accumulated summary of what we have heard within the interviews we have conducted with the users of the code. This summary is organized according to the questions we have asked. We have conducted 4 sets: (a) representatives of recent applicants (on July 23, 2025), (b) select members of staff (on July 23, 2025), (c) members of Planning and Zoning Commission (August 14, 2025), and (d) select members of the City Council (on August 27, 2025).

Comprehensive Plan Objectives & the Code

Question: Do you know of any specific regulations that are, in your opinion, in conflict with the objectives listed in Edgewater 2040 Comprehensive Plan?

Frequent answers:

The existing commercial zones don't allow residential use, whereas there are residential properties within the "commercial corridors" recommended by the Comprehensive Plan.

The Harlan Corridor needs to be rezoned to allow duplexes and other uses recommended by the Comprehensive Plan.

Currently rezoning is not allowed unless the adjacent property has the same zoning. This works against the Comprehensive Plan goals.

Parking minimums and setback rules make gentle increases in density difficult to achieve.

Currently, single-family zoning limits the ability to provide "missing middle" housing.

Aging in place is an asset in Edgewater. This needs to be preserved. We should be sensitive about displacement imposed upon households due to increasing prices. Increasing the diversity of housing options is a good way to address this. Multi-generational housing should also be the focus. Common greens, courtyard housing, and cottage courts are also good options.

Less frequent answers:

More residential density is needed to offer housing options, including affordable or attainable housing.

Height limits and setback requirements can constrain appropriate infill or redevelopment

Edgewater's eclectic character should be preserved by allowing a variety of building forms and choices.

APPENDIX A : STAKEHOLDER ENGAGEMENT

Problematic Regulations

Question: Looking back through the cases you have reviewed in the recent past, what rules or regulations are hard to interpret, or create the most misunderstanding?

Frequent answers:

There are conflicts between historic setbacks and current setback requirements. This should be resolved.

Parking requirements on small or historic lots are hard to meet given existing constraints.

Some regulations are too restrictive for small businesses. Signage, setback from patios, bathrooms, etc.

Code users find that the overhang allowance counting as lot coverage causing complications, and city staff feel that residents have a hard time calculating lot coverage in general, as it's different from most other codes in the state.

Lot coverage maximums are too restrictive.

The front porch exception for lot coverage and setbacks (16.3.90) is not clear.

Less frequent answers:

The language surrounding duplex and condo plats needs to be tailored to support infill, code could use more illustrations and visuals where it would aid in understanding the text. City staff feels that lot coverage being 35% is small for lots this size, especially if they want to encourage building of ADUs

The landscape code needs enhancements and doesn't support water wise ideals found in the comprehensive plan. Staff feels it was never really "tested" and could function better.

Fence height requirements have been an issue for users to interpret in the past.

Upzoning within the Transit Area

Question: Some of the recent state legislations (particularly HB 24-1313 a.k.a. the "transit-oriented communities" act) mandates higher densities on blocks east of Depew, to address the housing shortage. How do you feel about increasing density on certain blocks in Edgewater? What aspects may make it appropriate and what aspects may make it inappropriate?

Frequent answers:

There needs to be creative ways to increase density and still protect the community character, which is important for the residents.

Even though there may be some opposition by some community members, the Sheridan frontage can accommodate significant density.

Historic buildings should be preserved as much as possible.

More support for dispersed, small-scale density increases rather than concentrated, high-rise development. High-density development may be more appropriate near major streets and commercial areas (e.g., behind King Soopers/Target).

Less frequent answers:

One solution is a blanket density increase, which would be around 7 dwelling units / lot on a typical 50-ft lot. However, this comes with the danger of displacing old homes.

PUDs could be used to manage density increases in targeted areas.

Added residential density could help support more commercial activity on 25th Avenue.

Regulation should focus on units per acre rather than just building height or square footage.

APPENDIX A : STAKEHOLDER ENGAGEMENT

ADUs

ADUs

Question: How do you feel about ADUs? What aspects may make it appropriate and what aspects may make it inappropriate? Multiple ADUs on a lot?

Frequent answers:

ADUs need to be studied and permitted in a reasonable way. We need creative ways to accommodate ADUs. Multiple ADUs would work. Small-term rentals, however, can be problematic.

Residents like the character of older buildings. The regulation should allow ADUs but encourage preservation of historic buildings at the same time.

Mandate of a separate water tap fee makes ADUs too expensive and does not incentivize people to build them. Detached ADUs are much more commonly built in Edgewater than attached.

Height restrictions on ADUs are a point of contention; many feel they limit design flexibility.

Support for adding density through ADUs if design respects neighbors, green space, and community character.

Less frequent answers:

Concern about preserving views, especially with two-story ADUs have been expressed. The challenge is allowing for more density while not making neighborhood feel "crowded."

Design regulations (e.g., articulation) could help ensure compatibility while allowing more ADUs

Different lot types and sizes may require different ADU standards that are appropriate for that particular lot.

Amount of ADUs allowed could be regulated through lot coverage maximums.

Some members of the planning commission think that multiple ADUs on a lot may not significantly impact parking demand, as they would be smaller units and thus have less residents.

Water and sewer make ADUs complicated to figure out (and require a fee), but Edgewater is cheap comparatively. Backyard privacy should be considered through regulations for 2nd story ADUs (ie, no porches in the rear, or allowing for ground-floor space for residents).

Edgewater is being too overzealous in pushing sizes of ADUs, how we fire-rate these ADUs should be considered.

APPENDIX A : STAKEHOLDER ENGAGEMENT

Community Character & Historic Buildings

Question: How do you feel about the historic structures and the community character?

What is “sacred” for the city to retain in terms of character?

Frequent answers:

Protecting historic homes east of Depew and between 26th and 22nd is high priority.

The Main Street character of 25th Avenue is an asset but many of the buildings are in serious need of rehabilitation and there lots are very shallow which makes larger buildings difficult.

Less frequent answers:

City staff wants to approach the densification of Sheridan from a separate standpoint than the TOD legislation, in case the legislation were to roll back.

Planning commission expressed interest in creation of a local historic preservation board or zoning tools to protect historic properties.

Preference of taller buildings on the north side of 25th rather than south to aid in snow melt.

Process

Question: Looking back through your experience with the project review process, what were some of the issues that created delay and frustration in the applicant’s part, and what have been the strengths and weaknesses of the process?

Frequent answers:

The review processes have been running smoothly and relatively fast, especially compared to some of the neighboring municipalities.

Currently any housing with three or more units goes through Planning Commission and Council. Changing this may speed the process and reduce the load of the Planning Commission and Council. Maybe the medium density developments can be reviewed administratively. Speed is affordability.

Code users and staff agree that administrative adjustment needs to be more streamlined. It would be helpful if small things would not have to always go to the Board of Adjustments for a variance process, as it wastes time.

Less frequent answers:

Some applicants lack a clear understanding of the development process and regulatory requirements.

Navigation

Question: How is the navigation of the code compared with others?

Are there any ways that you’d like the code to be arranged differently?

Frequent answers:

Visuals can help to set clear expectations.

Code users feel that the code is arranged well overall, but there are some definitional items that need to be in a clearer location. They also express a desire for a Rules of Measurement section to be added to the code.

Less frequent answers:

The City of Edgewater’s website is helpful resource to use alongside the code.

APPENDIX B

ADDITIONAL SPATIAL ANALYSIS

In this appendix additional spatial analysis is included regarding additional building age and size comparisons, lot sizes, building age and size per R-1 and R-2 zone districts separately.

- Building Size, Distribution of Lot Size & Year Built
- Building Size, R-1 Zone District
- Building Size, R-2 Zone District
- Building Size, Frequency
- Year Built, RA, R-1, R-2 Zone Districts
- Year Built, R-1 Zone Districts
- Year Built, R-2 Zone Districts
- Residential Lots, Buildings < 1200 sq. ft
- Year Built, R-A, R-1, & R-2 Zone Districts
- Non-Conforming Lot Sizes, R-2 Zone Districts
- Parcel Size Percentile, R-1 & R-2 Zone Districts

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Building Size, Distribution of Lot Size & Year Built



Figure 39. The map that shows the distribution of lots with buildings with floor areas between 1200 s.f. and 2000 s.f..

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Building Size, R-1 Zone District

Building Size (quantile)

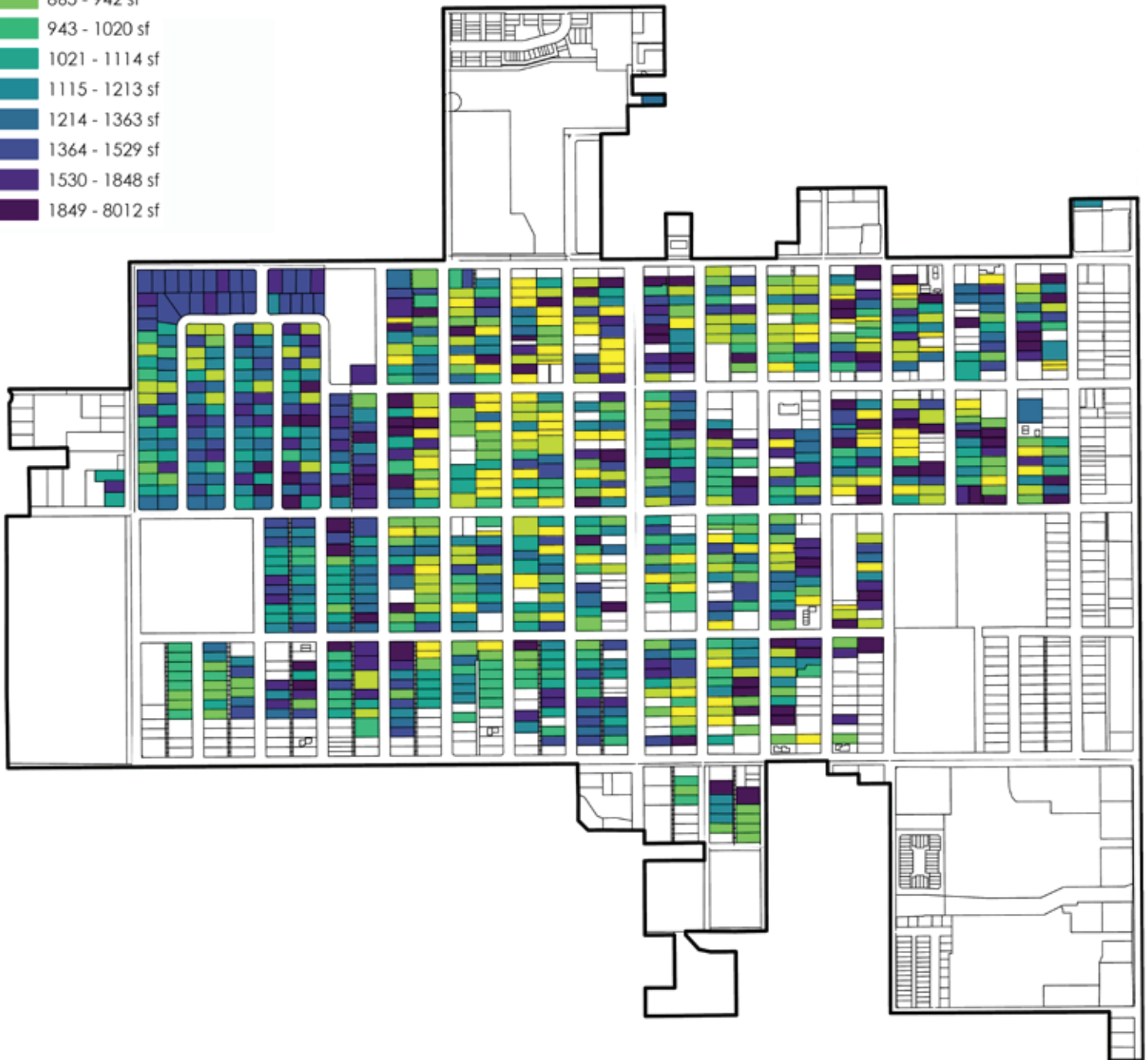
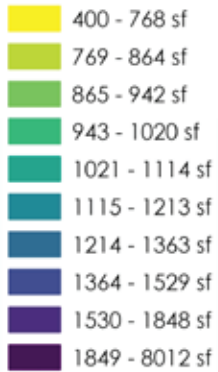


Figure 40. : The map showing the size of residential buildings within R-1 zone district.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Building Size, R-2 Zone District

Building Size (quantile)

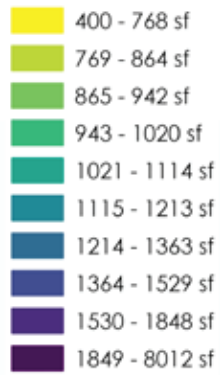
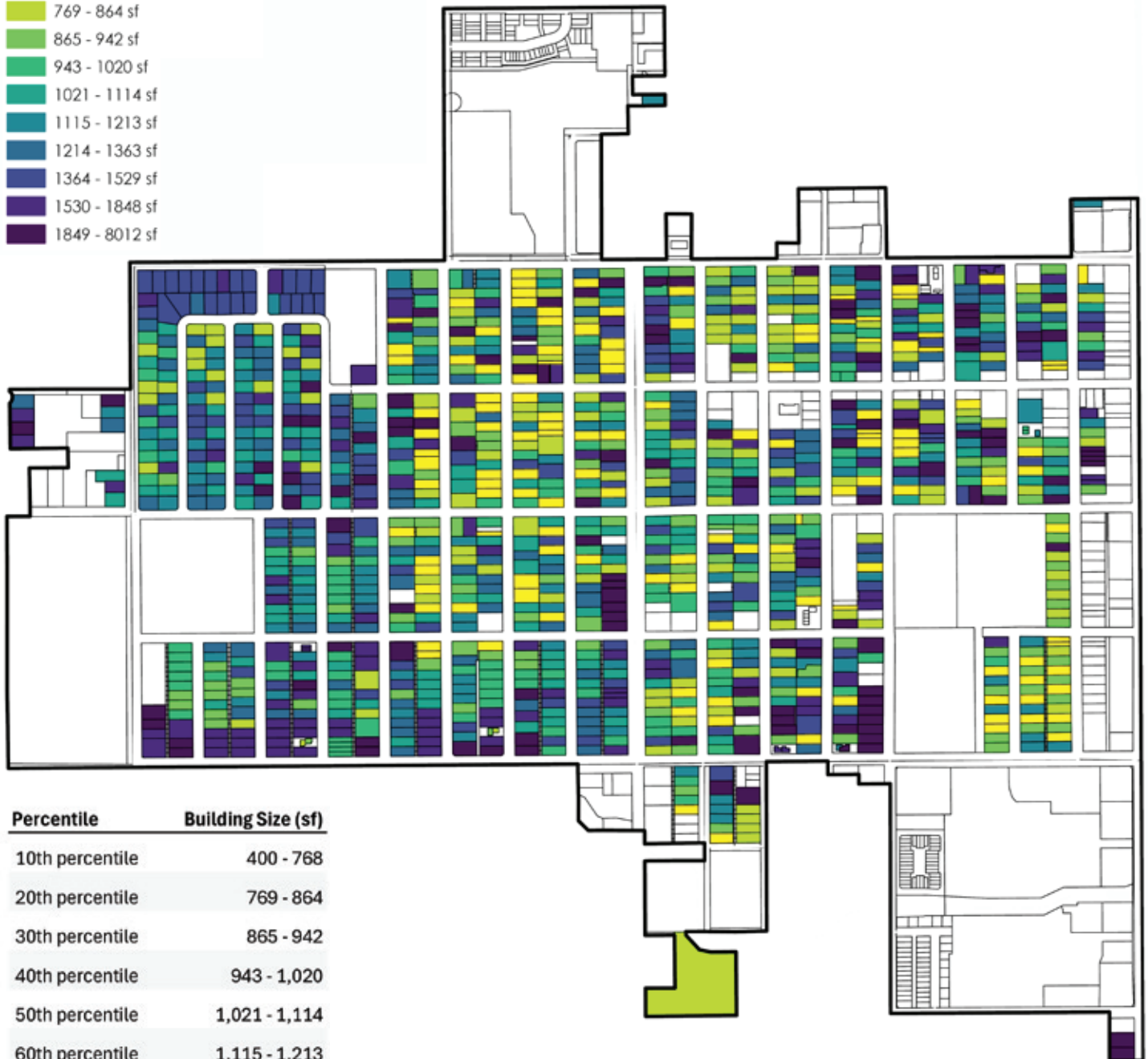
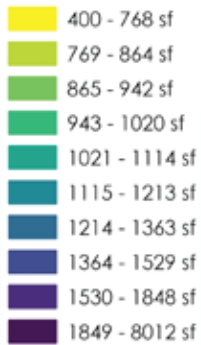


Figure 41. The map showing the size of residential buildings within R-2 zone district.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Building Size, Frequency of Building Sizes

Building Size (quantile)

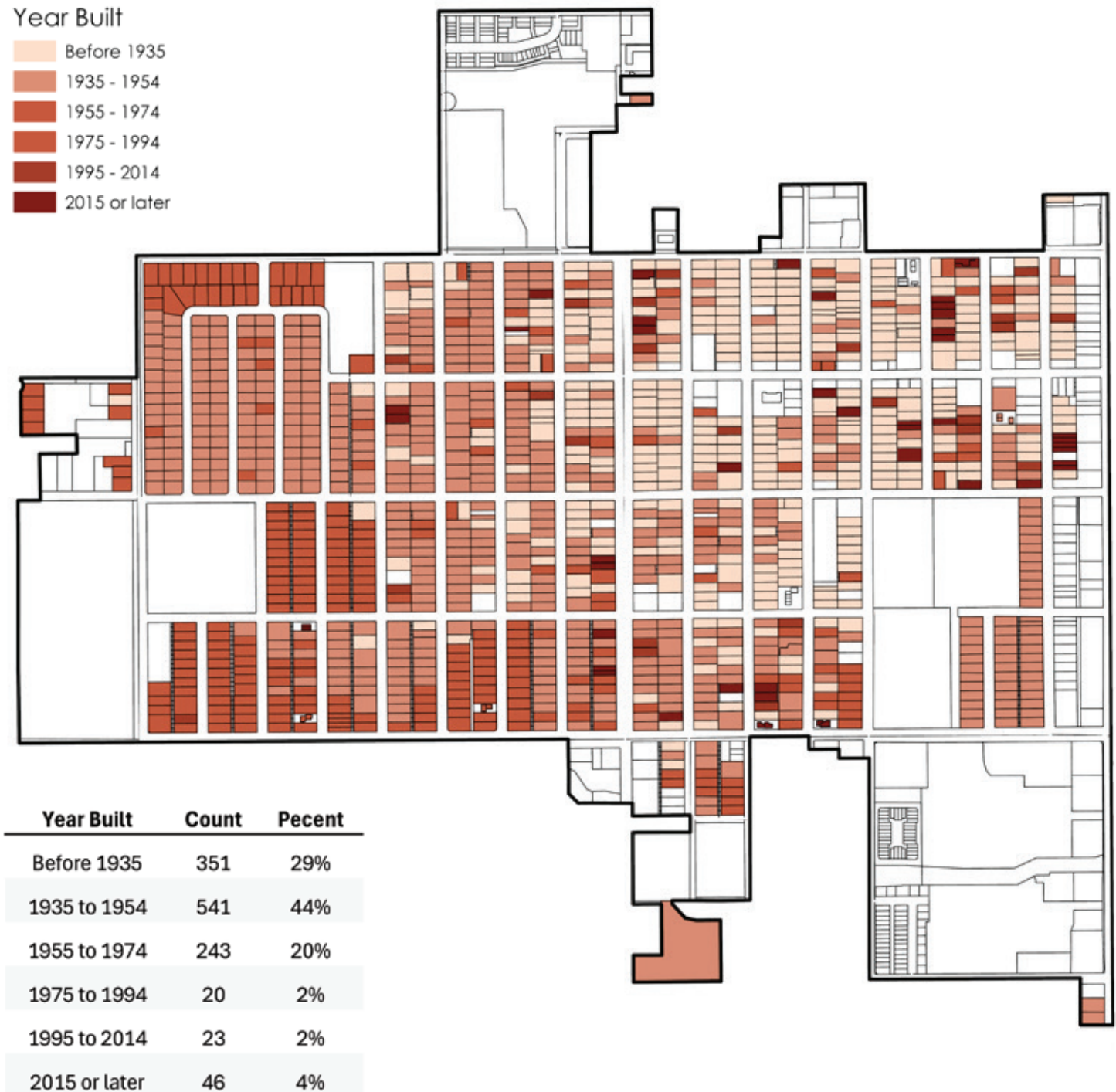


Percentile	Building Size (sf)
10th percentile	400 - 768
20th percentile	769 - 864
30th percentile	865 - 942
40th percentile	943 - 1,020
50th percentile	1,021 - 1,114
60th percentile	1,115 - 1,213
70th percentile	1,214 - 1,363
80th percentile	1,364 - 1,529
90th percentile	1,530 - 1,848
100th percentile	1,849 - 8,012

Figure 42. The map and the frequency table for the residential lots with different building sizes within R-A, R-1, and R-2, zone districts.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Year Built, RA, R-1, R-2 Zone Districts



The total number of buildings counted for the above table is 1224. The median year is 1946, meaning that half of the buildings are older than 1946.

Figure 43. The map and the frequencies table for the age of residential buildings within R-A, R-1, and R-2, zone districts.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Year Built, R-1 Zone Districts

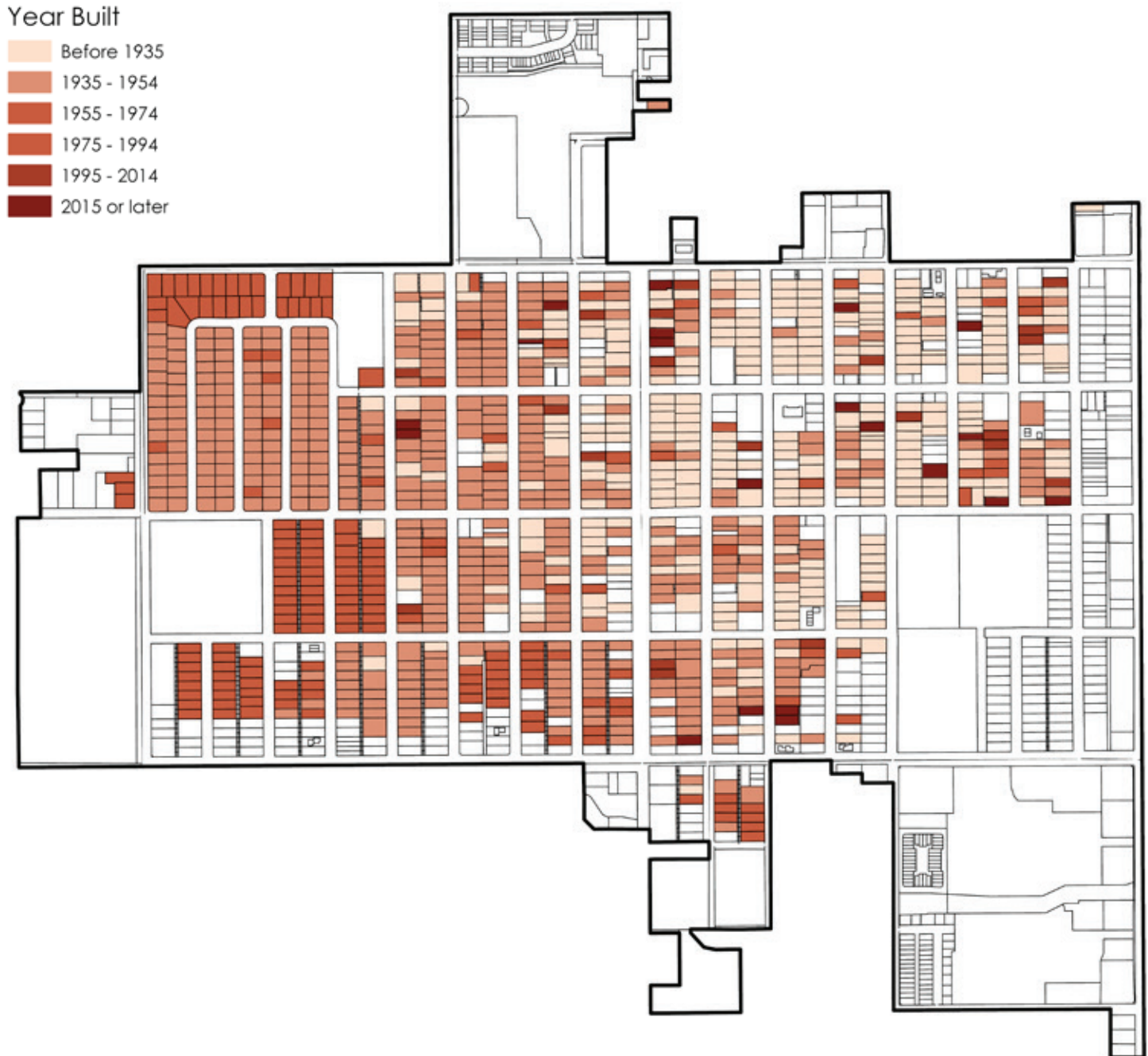


Figure 44. The map showing the age of residential buildings within R-1 zone district.

Year Built, R-2 Zone Districts



Figure 45. The map showing the age of residential buildings within R-2 zone district.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Residential Lots, Buildings < 1200 sq. ft



Figure 46. The map showing residential lots with building with 1200 s.f. floor area or smaller within R-A, R-1, and R-2, zone districts. The colors represent the age of original construction.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Year Built, R-A, R-1, & R-2 Zone Districts

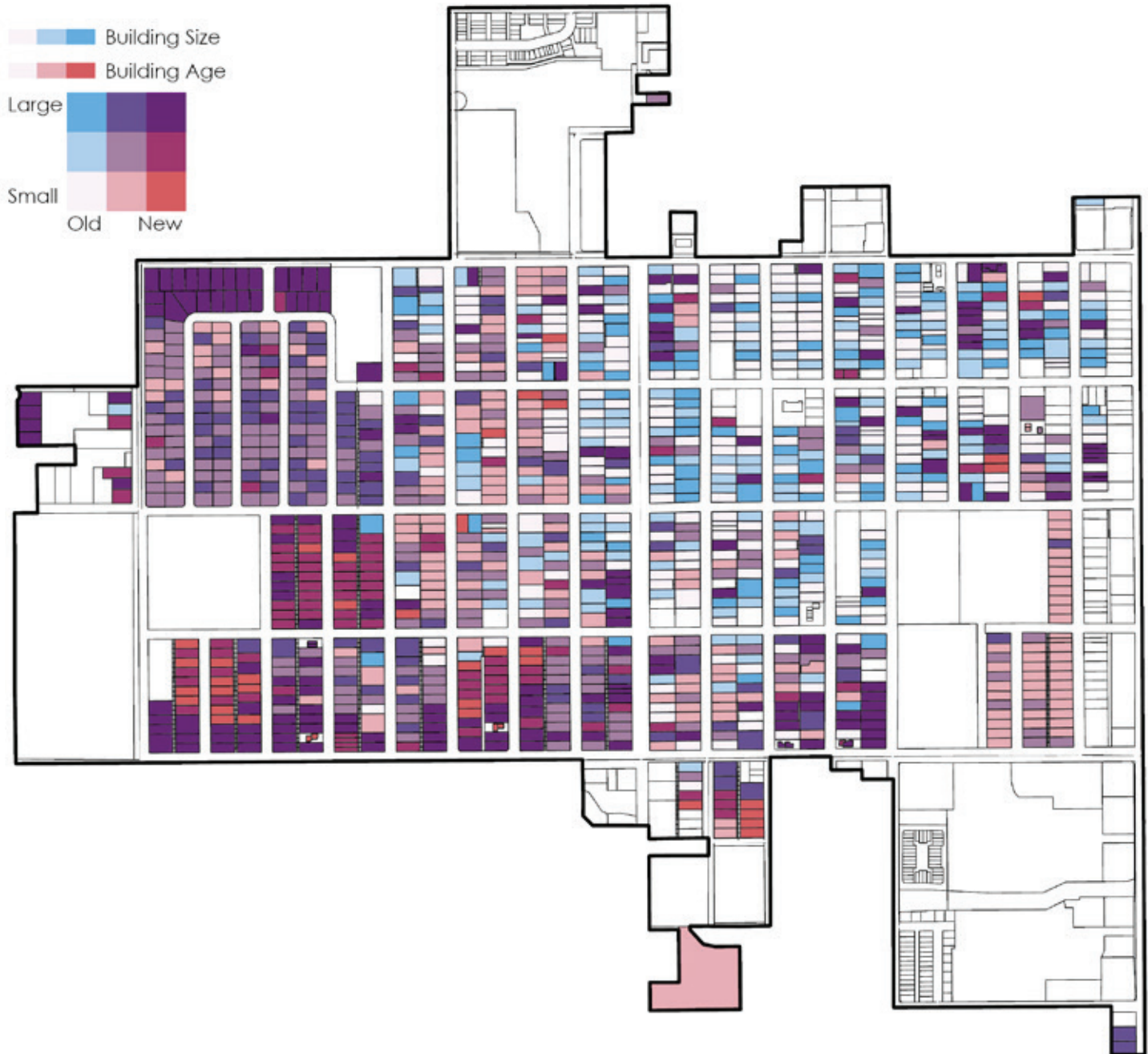


Figure 47. Map that compares size and the age of the buildings within R-A, R-1, and R-2, zone districts.

Non-Conforming Lot Sizes, R-1 & R-2 Zone Districts

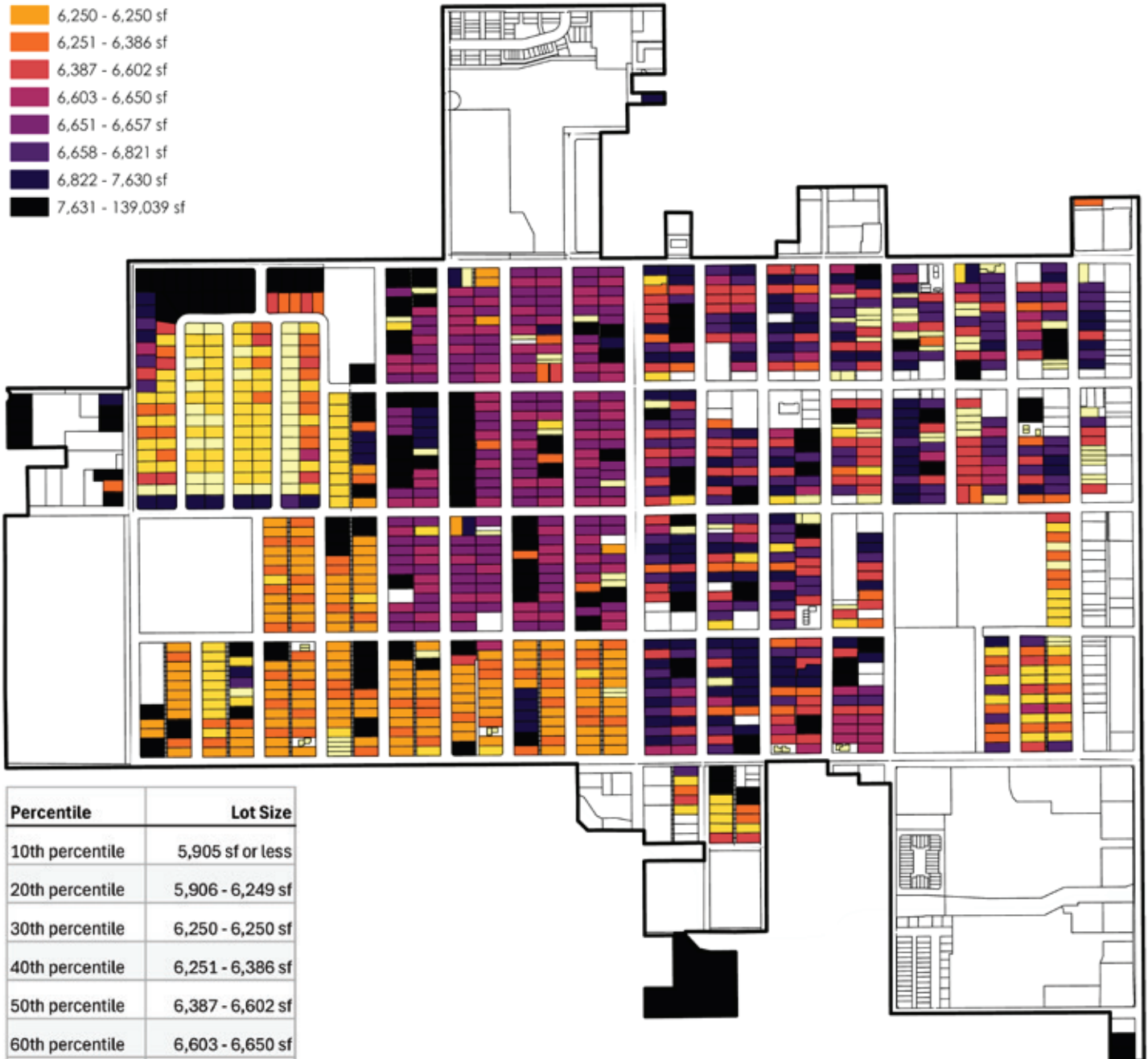
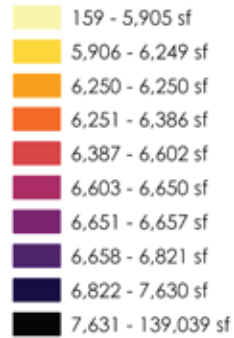


Figure 48. Map showing non-conforming lot sizes within R-1, and R-2 zone districts. Yellow indicates conforming, red, non-conforming lots.

APPENDIX B : ADDITIONAL SPATIAL ANALYSIS

Parcel Size Percentile, R-1 & R-2 Zone Districts

Parcel Size (quantile)



Percentile	Lot Size
10th percentile	5,905 sf or less
20th percentile	5,906 - 6,249 sf
30th percentile	6,250 - 6,250 sf
40th percentile	6,251 - 6,386 sf
50th percentile	6,387 - 6,602 sf
60th percentile	6,603 - 6,650 sf
70th percentile	6,651 - 6,657 sf
80th percentile	6,658 - 6,821 sf
90th percentile	6,822 - 7,630 sf
100th percentile	7,631 - 139,039 sf

Figure 49. The map and the frequencies table showing the lot sizes within R-A, R-1, and R-2 zone district.



PREPARED BY

PEL-ONA ARCHITECTS & URBANISTS STUDIO ONARAN

PETER J. PARK, LLC CITY PLANNING & DESIGN

METTA URBAN DESIGN

CITY OF EDGEWATER





ZONING & LAND USE CODES UPDATE



Intensification Guide

FALL 2025

PREPARED BY

PEL-ONA ARCHITECTS & URBANISTS, STUDIO ONARAN
PETER J. PARK, LLC CITY PLANNING & DESIGN
METTA URBAN DESIGN

IN THIS GUIDE:

- Summary of the Guiding Plan
- Proposed New Zone Districts:

RESIDENTIAL LOW INTENSITY (RLI)

RESIDENTIAL MEDIUM LOW INTENSITY (RMLI)

RESIDENTIAL MEDIUM HIGH INTENSITY (RMHI)

RESIDENTIAL HIGH INTENSITY (RHI)

NEIGHBORHOOD MIXED USE (NMU)

HIGH INTENSITY MIXED USE (HIMU)

This Guiding Plan:

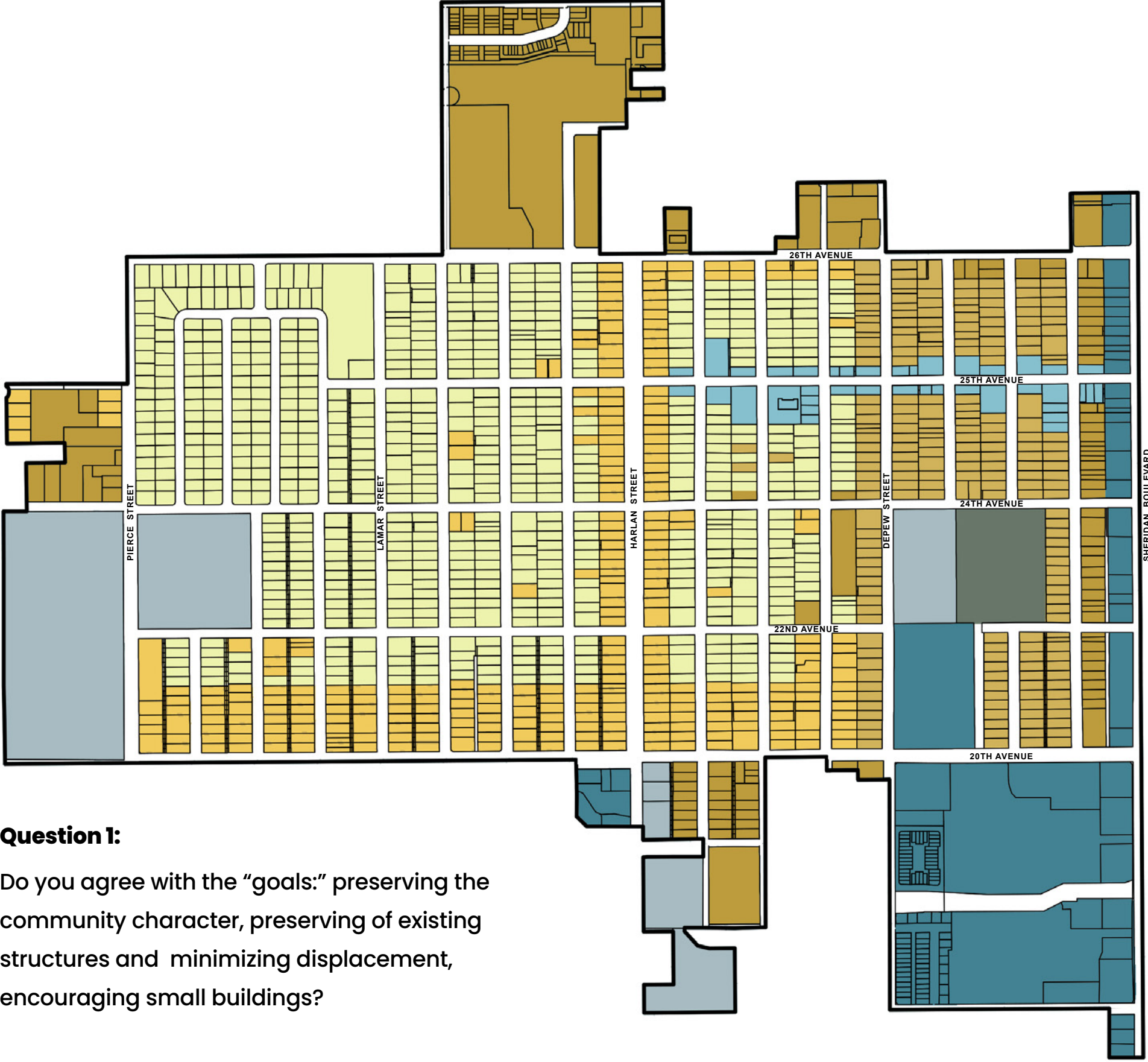
- ▶ Follows Edgewater 2040 Framework Plan
- ▶ Anticipates housing capacity increases in the form of intensification (a) to diversity housing options, (b) meet the housing need goals and requirements of the State Bill 24-1313.
- ▶ Responds to the stakeholders’ desire to create mixed-use zone districts that accommodate commercial as well as residential uses

GOALS FOR CRAFTING NEW ZONING DISTRICTS:

- Enabling intensification and yet protecting the community character.
- Encouraging preservation of the existing structures within residential districts and minimizing displacement of the residents.
- Enabling and encouraging construction of small buildings within residential districts and neighborhood corridors.

THIS INTENSIFICATION PLAN PROPOSES THE FOLLOWING PRIMARY ZONE DISTRICTS:

-  Residential Low Intensity (RLI) (⌘ R-1)
-  Residential Medium Low Intensity (RMLI) (⌘ R-2)
-  Residential Medium High Intensity (RMHI) (⌘ R-2+)
-  Residential High Intensity (RHI) (⌘ R-3)
-  Neighborhood Mixed Use (NMU)
-  High Intensity Mixed Use (HIMU) (⌘ R-4 + C)
-  Civic / Educational
-  Park

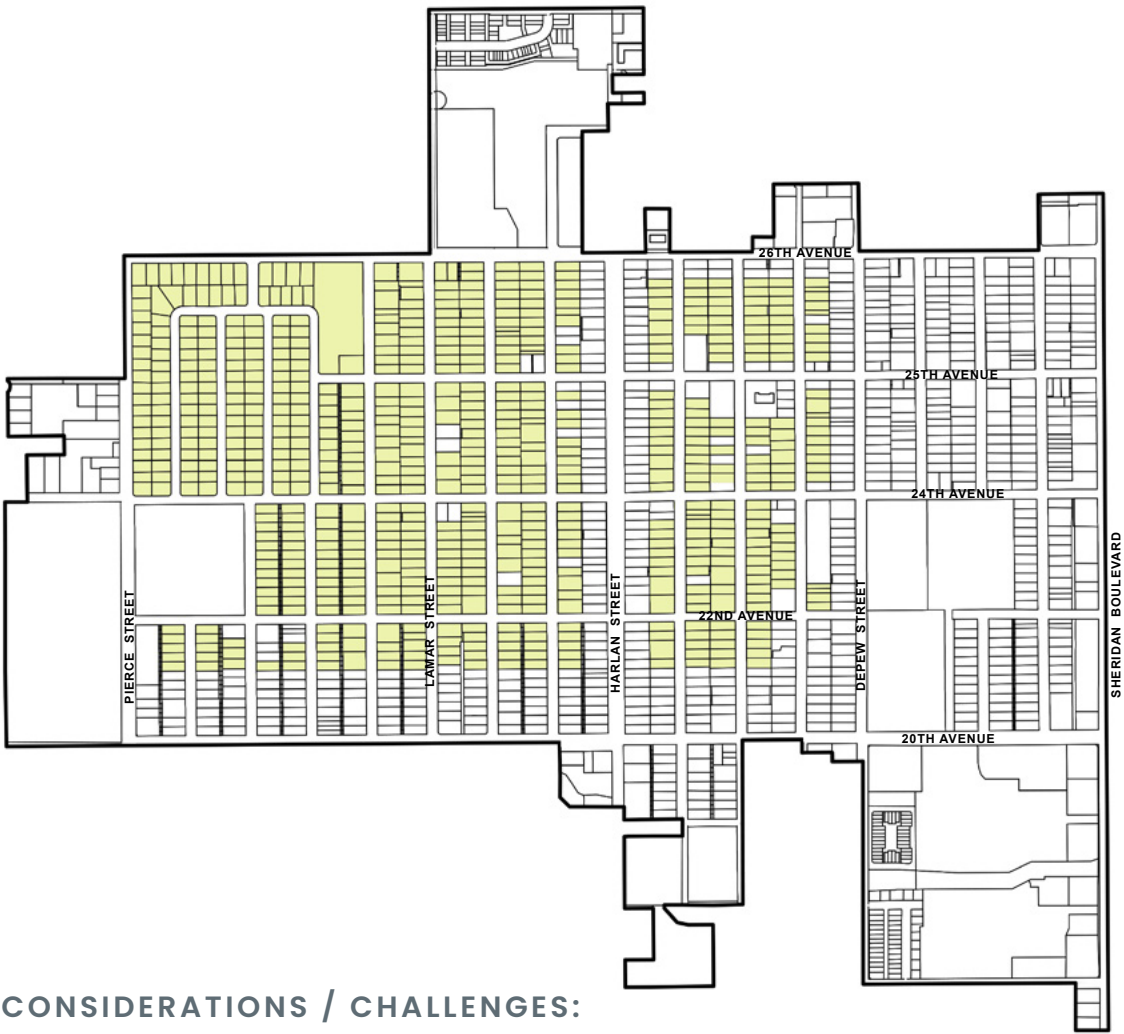


Question 1:

Do you agree with the “goals:” preserving the community character, preserving of existing structures and minimizing displacement, encouraging small buildings?

RESIDENTIAL LOW INTENSITY (RLI)

- Primary residential unit + One ADU
- Minimum Lot Size: 6000 s.f.



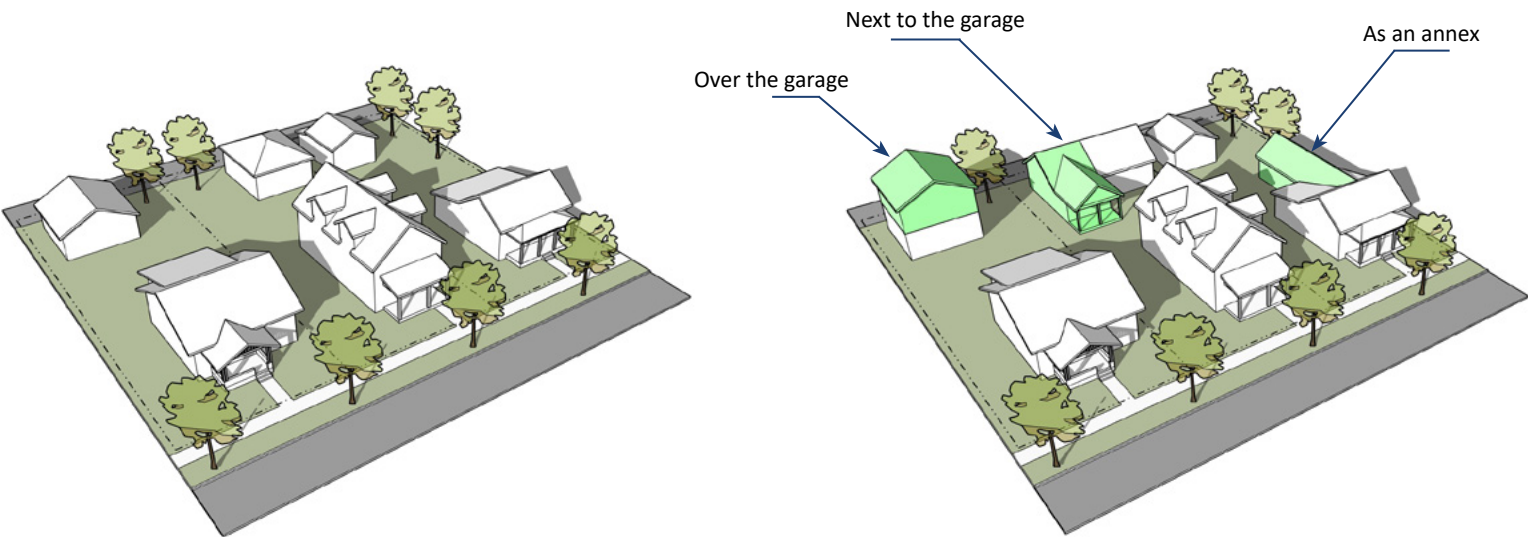
CONSIDERATIONS / CHALLENGES:

- Revisit height limit to enable building over the garage
- Consider possible preservation bonuses
- Explore ways to control size. (Maximum floor area ?)

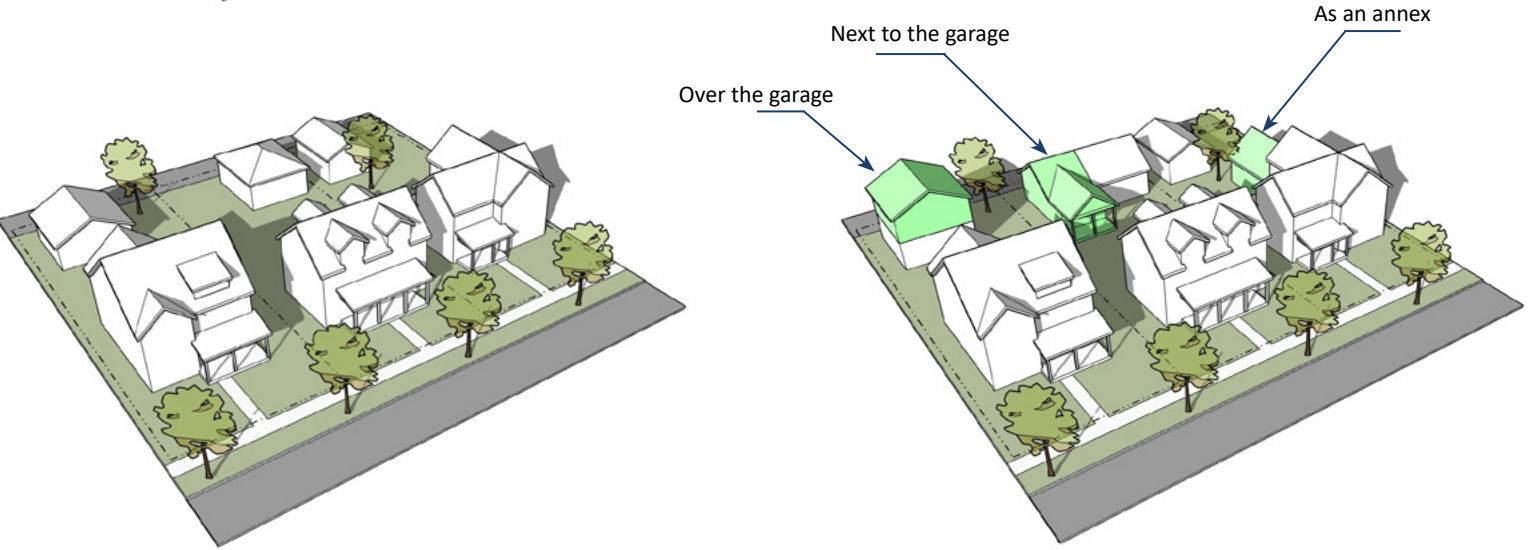
Question 2:

How do you feel about above considerations especially of revisiting height and controlling the size?

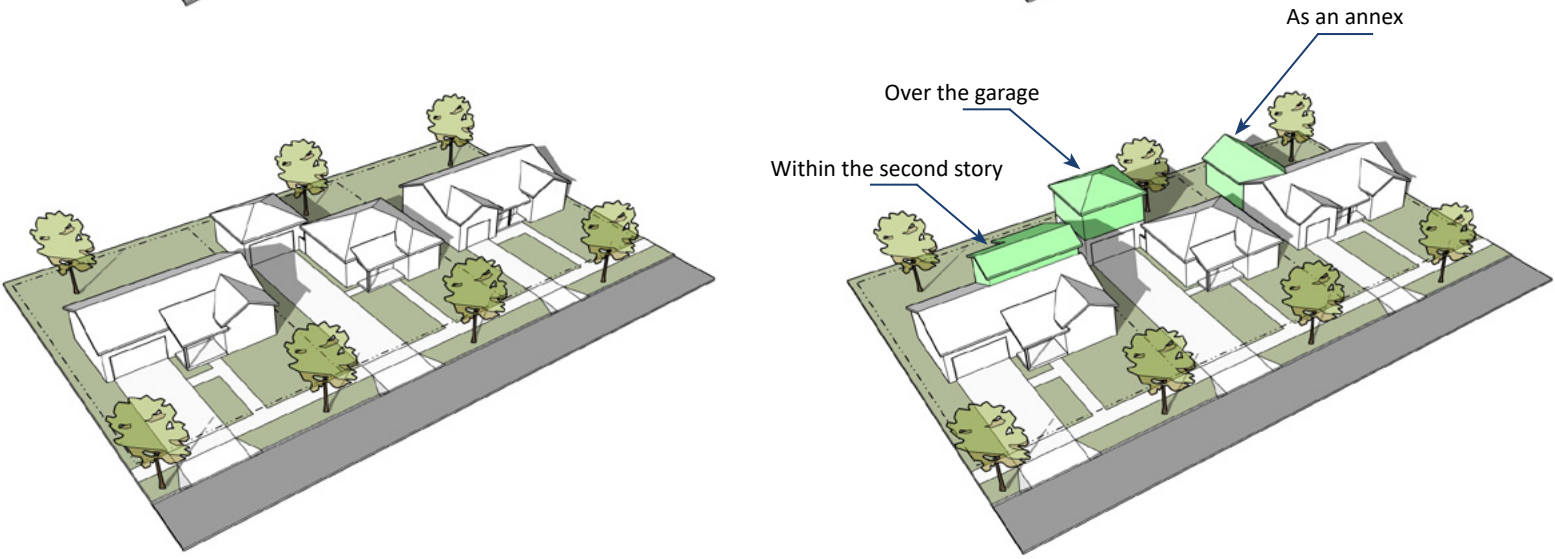
EDGEWATER COTTAGES



EDGEWATER HOUSES



EDGEWATER MID-CENTURY RANCHES



EXAMPLES OF CURRENT LOTS

WITH ADUs ADDED

RESIDENTIAL MEDIUM LOW INTENSITY (RMLI)

- Primary residential unit + Two ADUs for lots over 6000 s.f.
+ One ADU for lots 3000 s.f. - 5999 s.f.
- Duplexes
- Cottage clusters with common courts



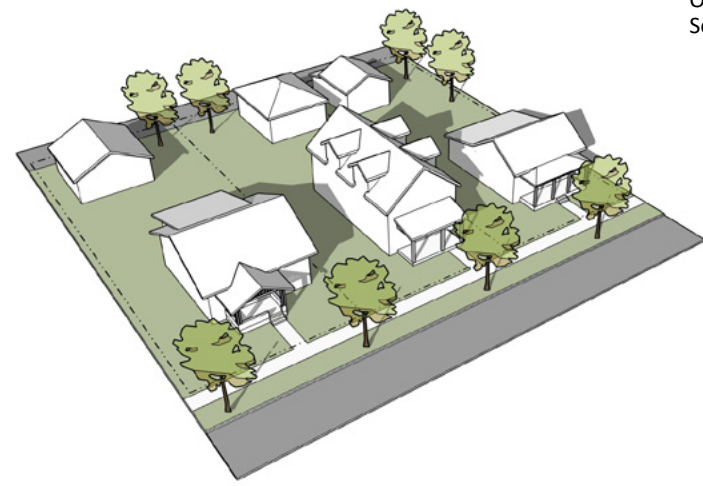
Question 3:

How do you feel about two ADUs?

Question 4:

How do you feel about minimum lot size 3000 s.f. ?

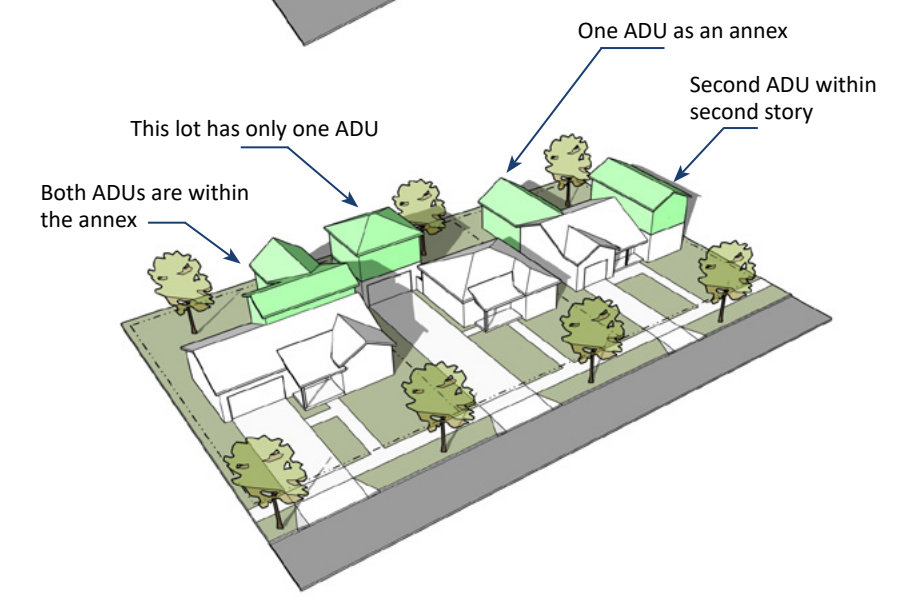
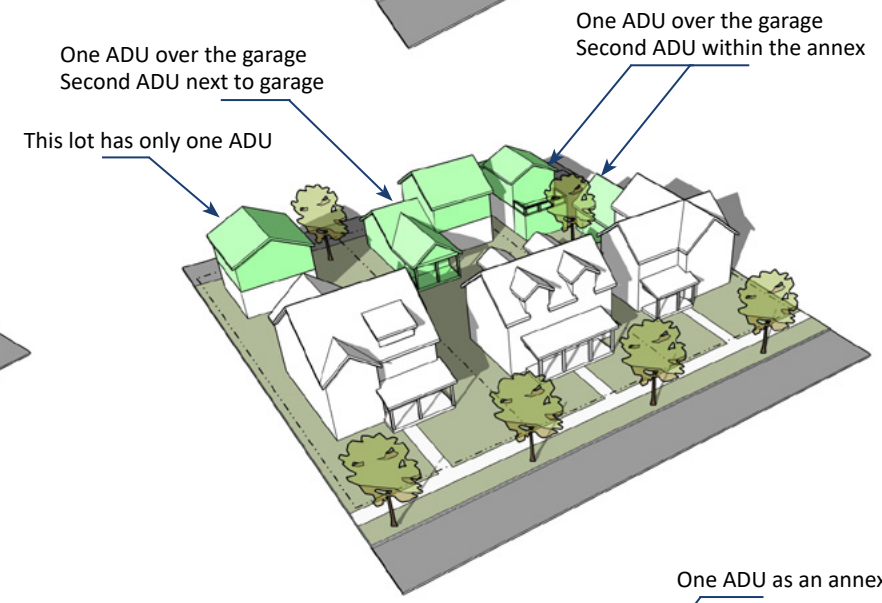
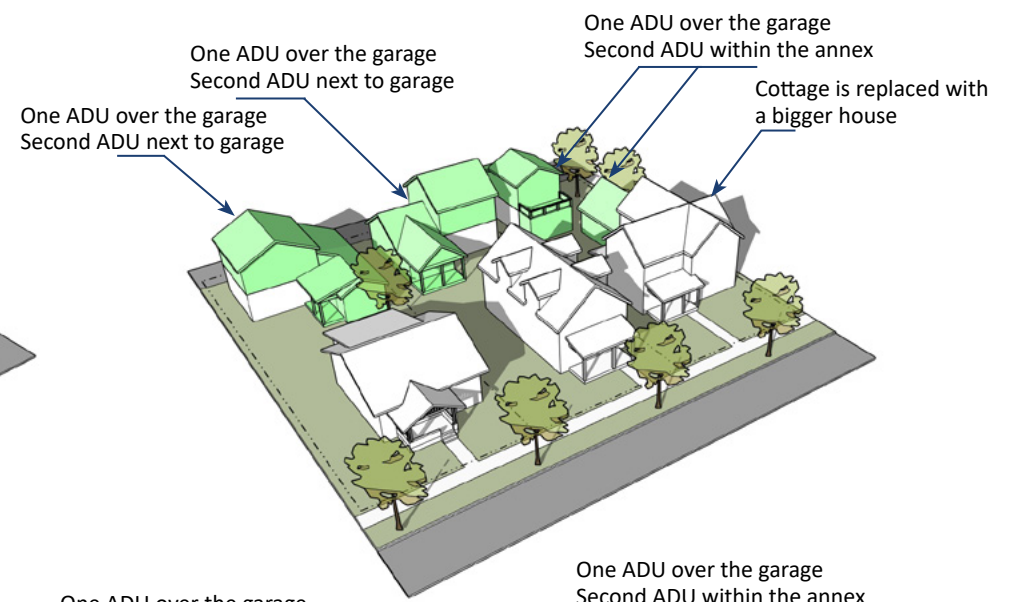
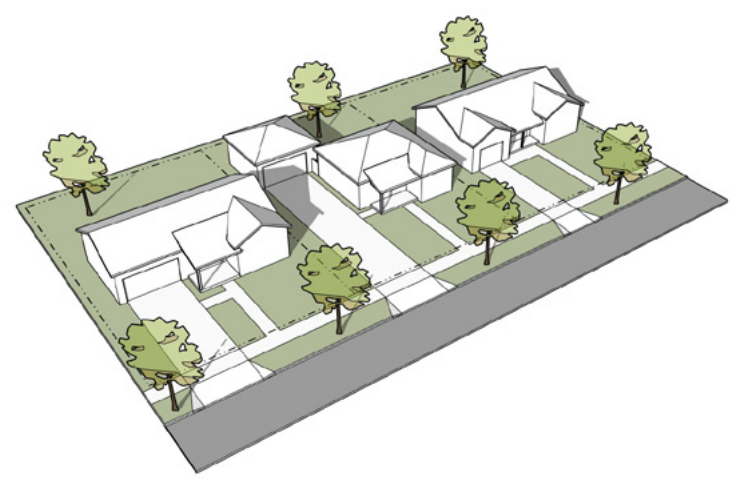
EDGEWATER COTTAGES



EDGEWATER HOUSES



EDGEWATER MID-CENTURY RANCHES

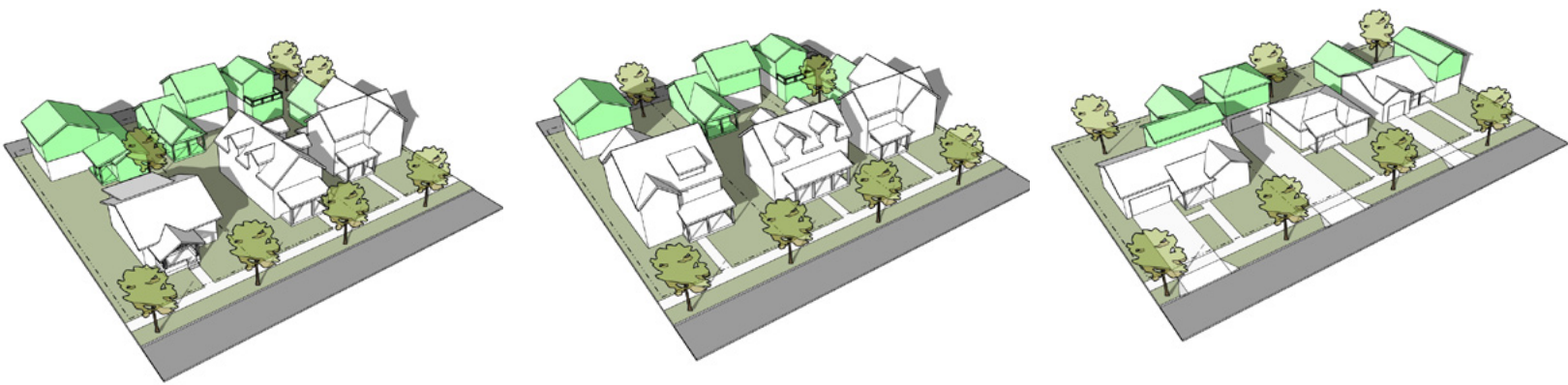


EXAMPLES OF CURRENT LOTS

WITH ADUs ADDED

RESIDENTIAL MEDIUM LOW INTENSITY (RMLI)

- Primary residential unit + Two ADUs for lots over 6000 s.f.
+ One ADU for lots 3000 s.f. - 5999 s.f.
- Duplexes (Min. Lot Size: 3000 s.f.)
- Cottage clusters with common courts
 - Four-cottage cluster (Min. Lot Size: 1400 s.f.)
 - Five-cottage cluster (Min. Lot Size: 1400 s.f.)



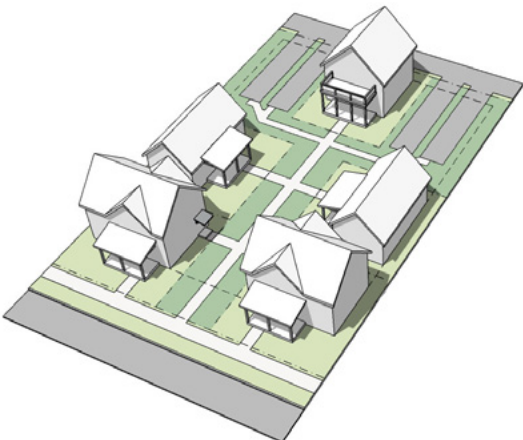
ADUs



DUPLEXES



CLUSTER OF FOUR COTTAGES



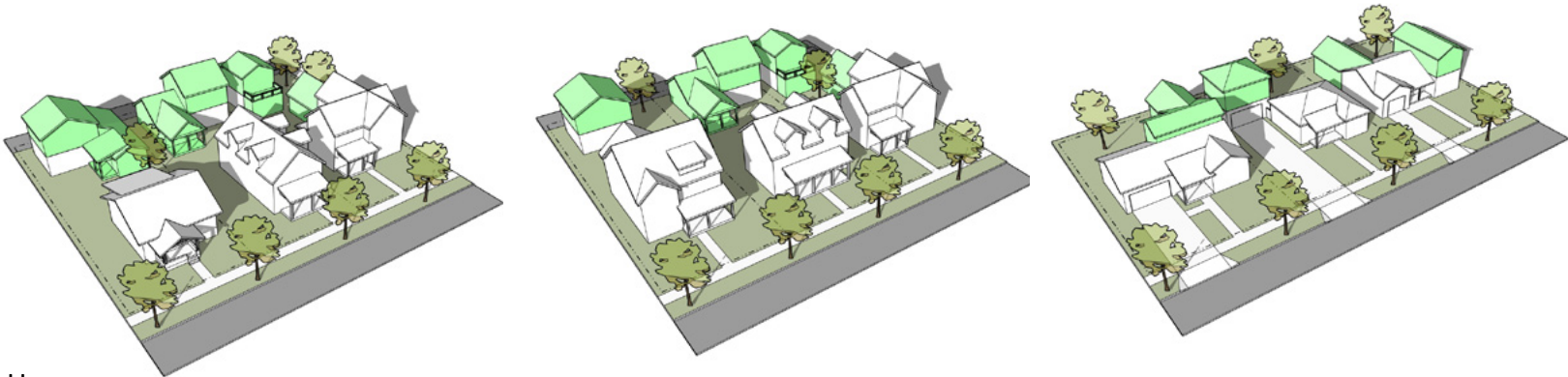
CLUSTER OF FIVE COTTAGES



Question 5:
How do you feel about cottage clusters?

RESIDENTIAL MEDIUM HIGH INTENSITY (RMHI)

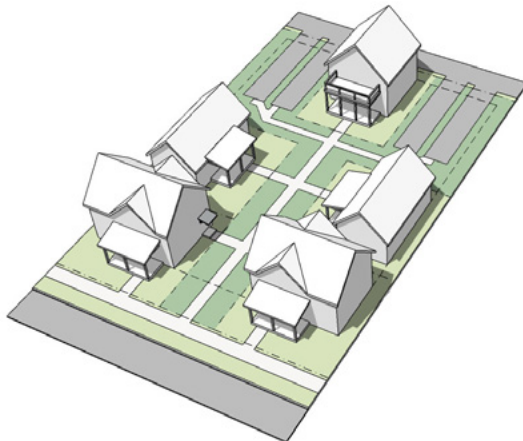
- Primary residential unit + Two ADUs for lots over 4000 s.f.
+ One ADU for lots 2000 s.f. - 3999 s.f.
- Duplexes (Min. Lot Size: 2000 s.f.)
- Cottage clusters with common courts
 - Four-cottage cluster (Min. Lot Size: 1400 s.f.)
 - Five-cottage cluster (Min. Lot Size: 1400 s.f.)
 - Cluster of cottages and cottage duplexes (Min. Lot Size: 1000 s.f.)
- More aggressive bonuses for preservation



ADUs



DUPLEXES



CLUSTER OF FIVE COTTAGES



CLUSTER OF FOUR COTTAGES



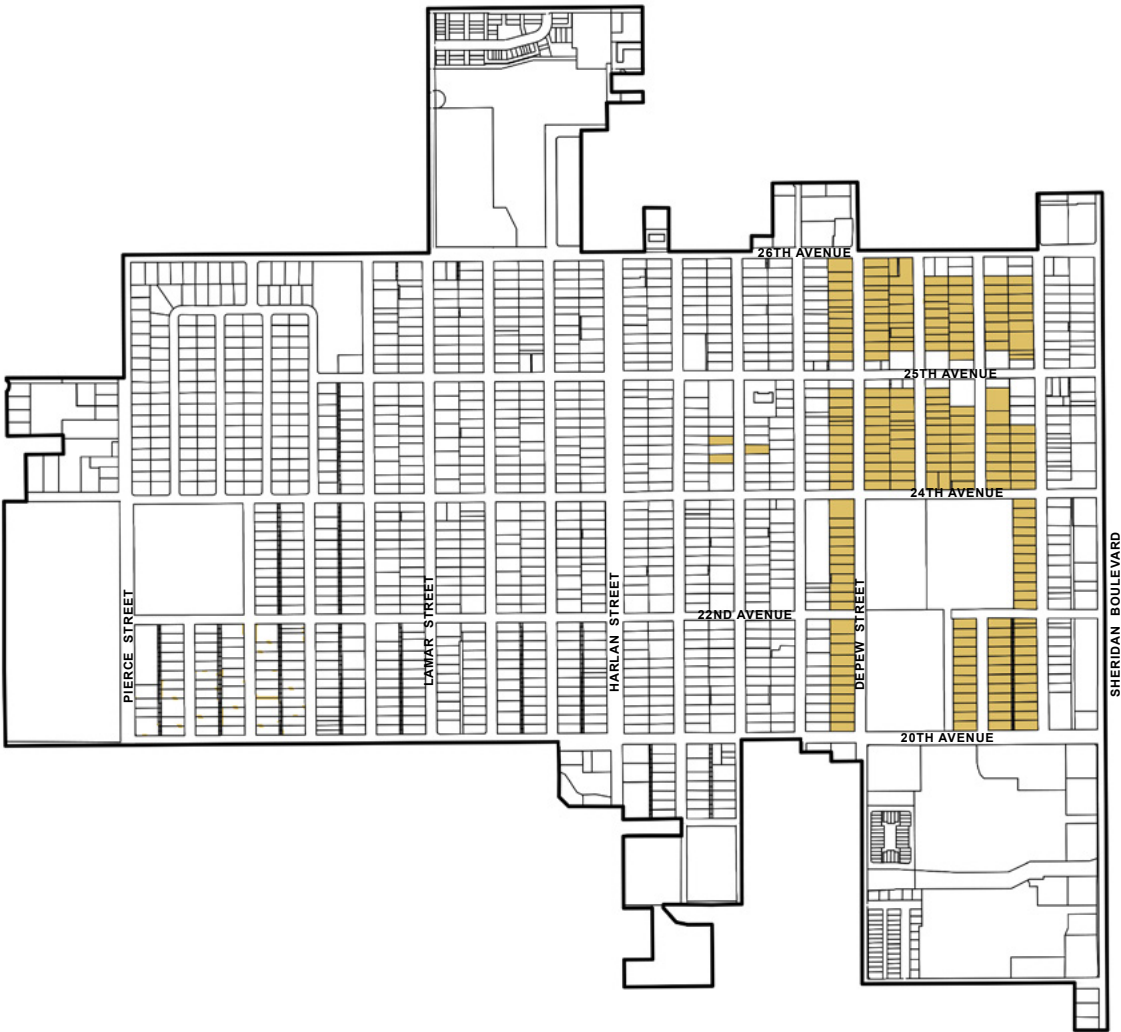
CLUSTER OF COTTAGES AND COTTAGE DUPLEXES

Question 6:

How do you feel about the RMHI zone district concept and its boundaries?

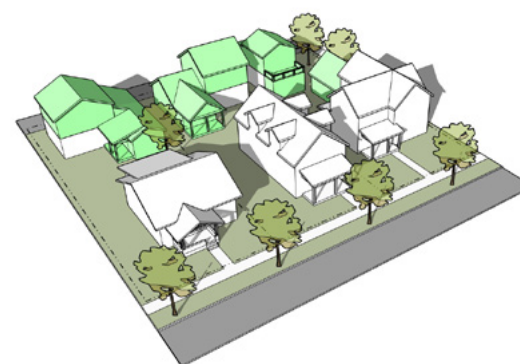
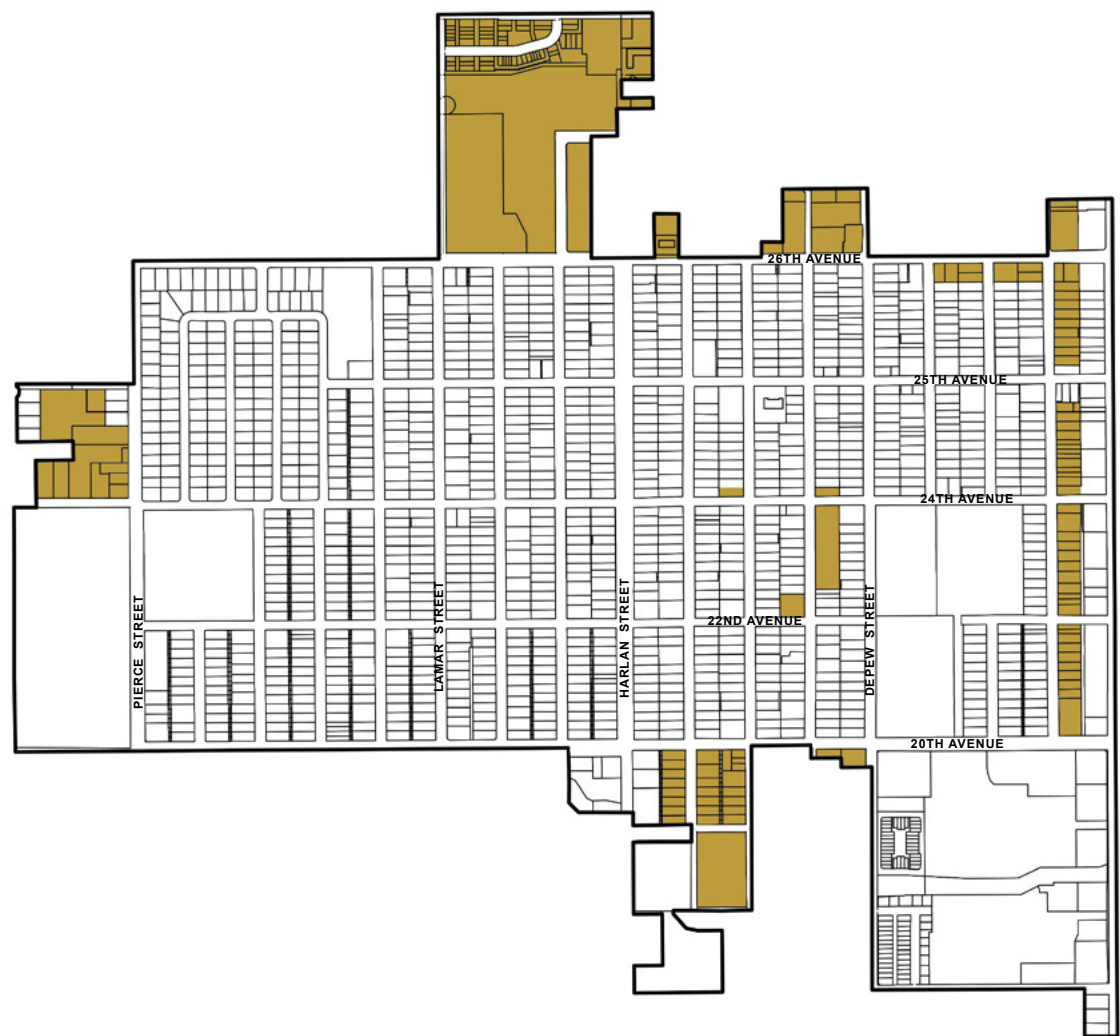
Question 7:

How do you feel about cluster of cottages and cottage duplexes?



RESIDENTIAL HIGH INTENSITY (RHI)

- Primary residential unit + Two ADUs for lots over 4000 s.f.
+ One ADU for lots 2000 s.f. – 3999 s.f.
- Duplexes (Min. Lot Size: 2000 s.f.)
- Cottage clusters with common courts
 - Four-cottage cluster (Min. Lot Size: 1400 s.f.)
 - Five-cottage cluster (Min. Lot Size: 1400 s.f.)
 - Cluster of cottages and cottage duplexes (Min. Lot Size: 1000 s.f.)
- Townhouses
- Small apartment buildings



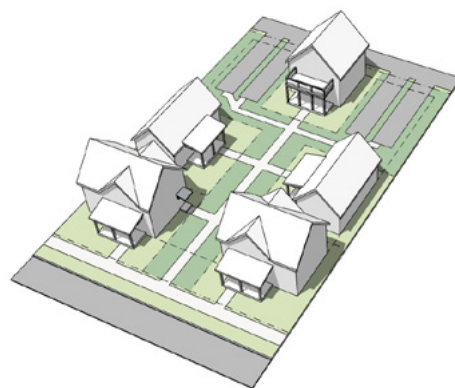
ADUs



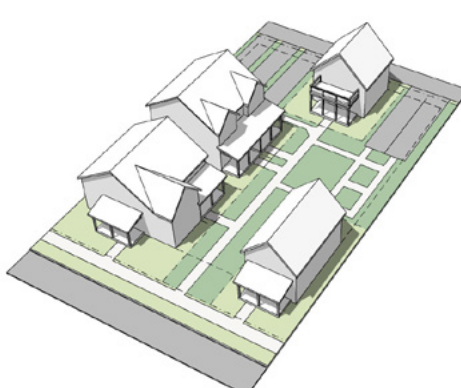
DUPLEXES



CLUSTER OF FOUR COTTAGES



CLUSTER OF FIVE COTTAGES



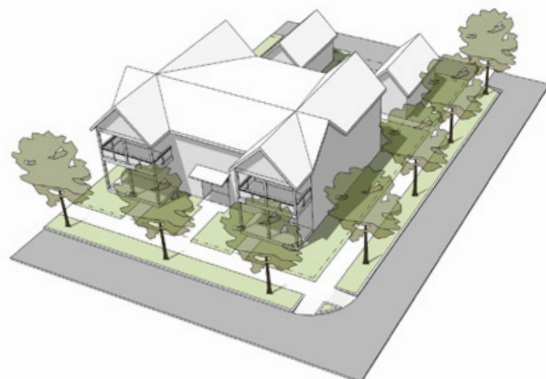
CLUSTER OF COTTAGES AND COTTAGE DUPLEXES



BACK YARD TOWNHOUSES



COMPACT TOWNHOUSES



SMALL APARTMENT BUILDING

Question 8:
How do you feel about the RHI zone district concept and its boundaries?

Question 9:
How do you feel about cluster of cottages and cottage duplexes?

NEIGHBORHOOD MIXED USE (NMU)

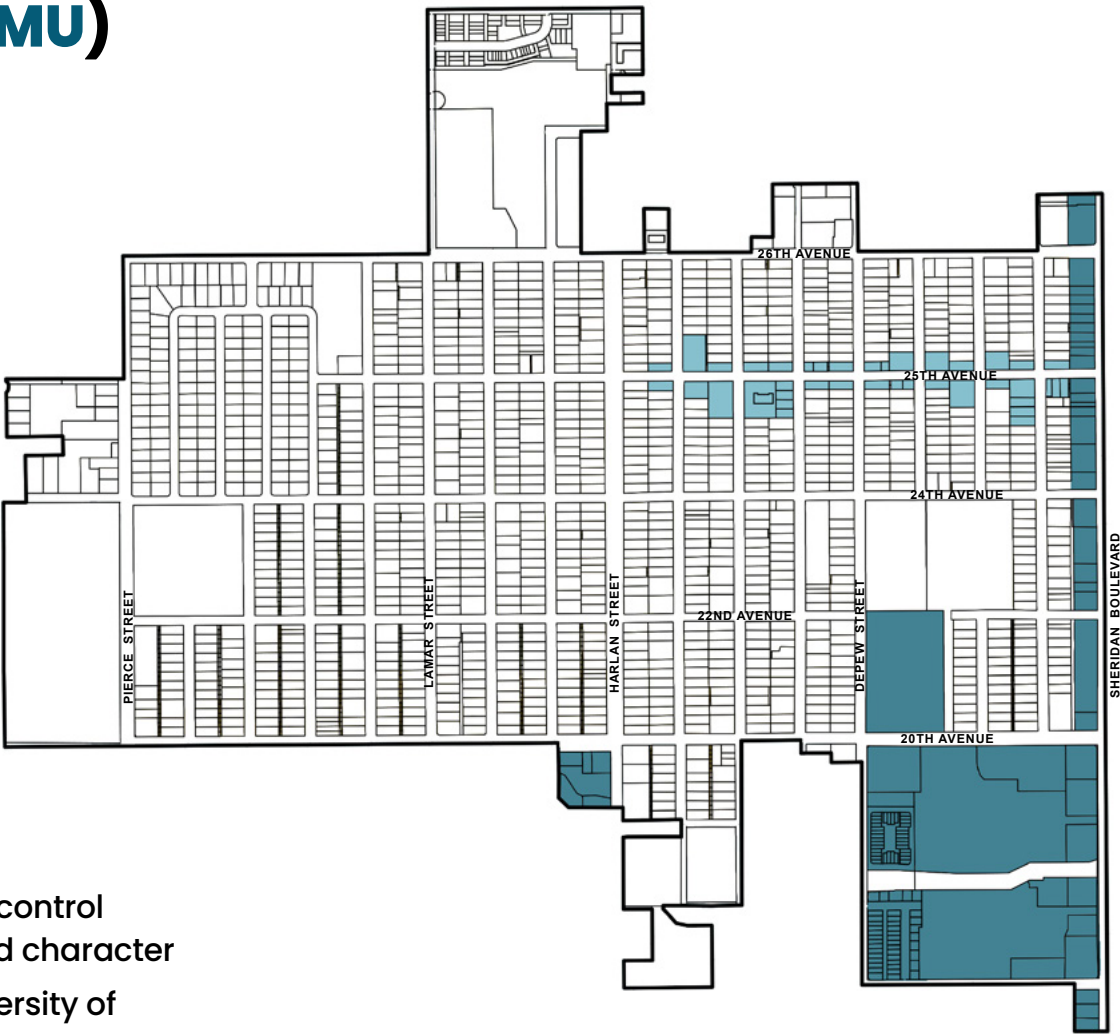
- All residential building types listed within Residential Medium High Intensity (RMHI) + commercial space (retail and office)
- Maximum 3 stories

CONSIDERATIONS / CHALLENGES:

- Regulatory measures regarding building massing to control scale and assure compatibility with the neighborhood character
- Regulatory measures to enable and encourage a diversity of business spaces in terms of size, ownership, and character
- Revisit parking requirements to encourage and enable small businesses

Question 10:

How do you feel about the NMU zone district concept where both 100% residential and 100% non-residential uses are permitted? What do you think about its boundaries?



HIGH INTENSITY MIXED USE (HIMU)

- Building types that accommodate vertical as well as horizontal mixed use
- Maximum 4 stories

CONSIDERATIONS / CHALLENGES:

- Regulatory measures regarding building massing to achieve a reasonable level of diversity, especially at large buildings
- Ground floor activation measures
- Revisit the “Edgewater Design Standards” adopted in 2003.

Question 11:

How do you feel about the HIMU zone district concept where both 100% residential and 100% non-residential uses are permitted? What do you think about its boundaries?

Diagnostic Report & Intensification Guide

Nov 12, 2025

**PEL-ONA ARCHITECTS & URBANISTS,
STUDIO ONARAN**

**Peter J. PARK LLC
CITY PLANNING & DESIGN**

METTA URBAN DESIGN



AGENDA

Introduction

Diagnostic

1. Community Character & Design
2. Housing & Neighborhoods
3. Corridors
4. Development Review Process
5. User Navigation

Intensification Guide

Next Steps

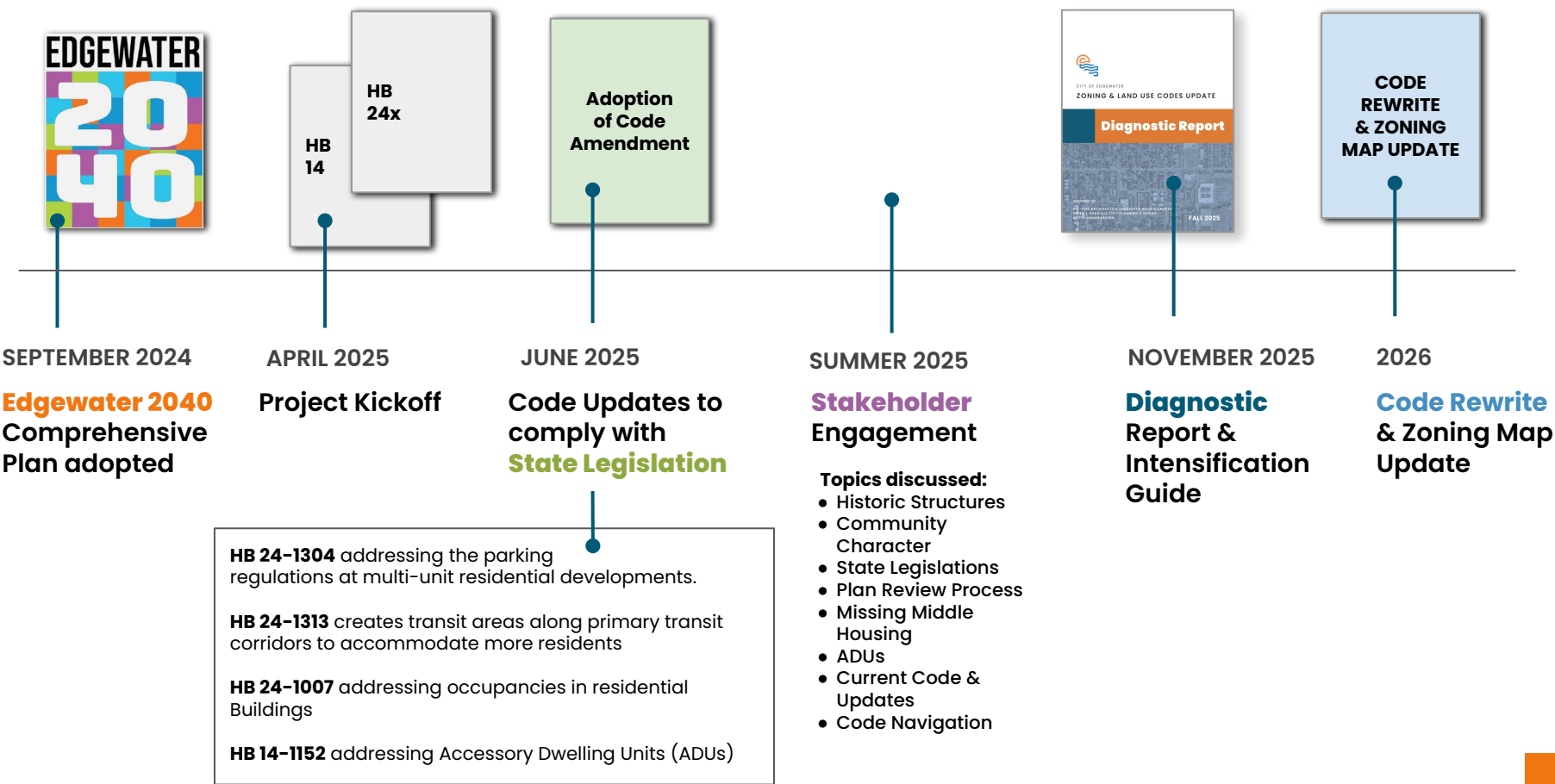




INTRODUCTION

Project Process & Timeline

The Code Update is informed by:



2040 Edgewater Comprehensive Plan



The Code Update and Diagnostic Report is informed by the **Edgewater 2040 Comprehensive Plan**



- The plan describes '**Places**' as Neighborhoods & Housing, Mixed Use & Commercial Corridors, and Community Character and Design.
- **The findings of the Diagnostic are organized in these categories for continuity with the plan.**

2040 Edgewater Comprehensive Plan

FRAMEWORK MAP

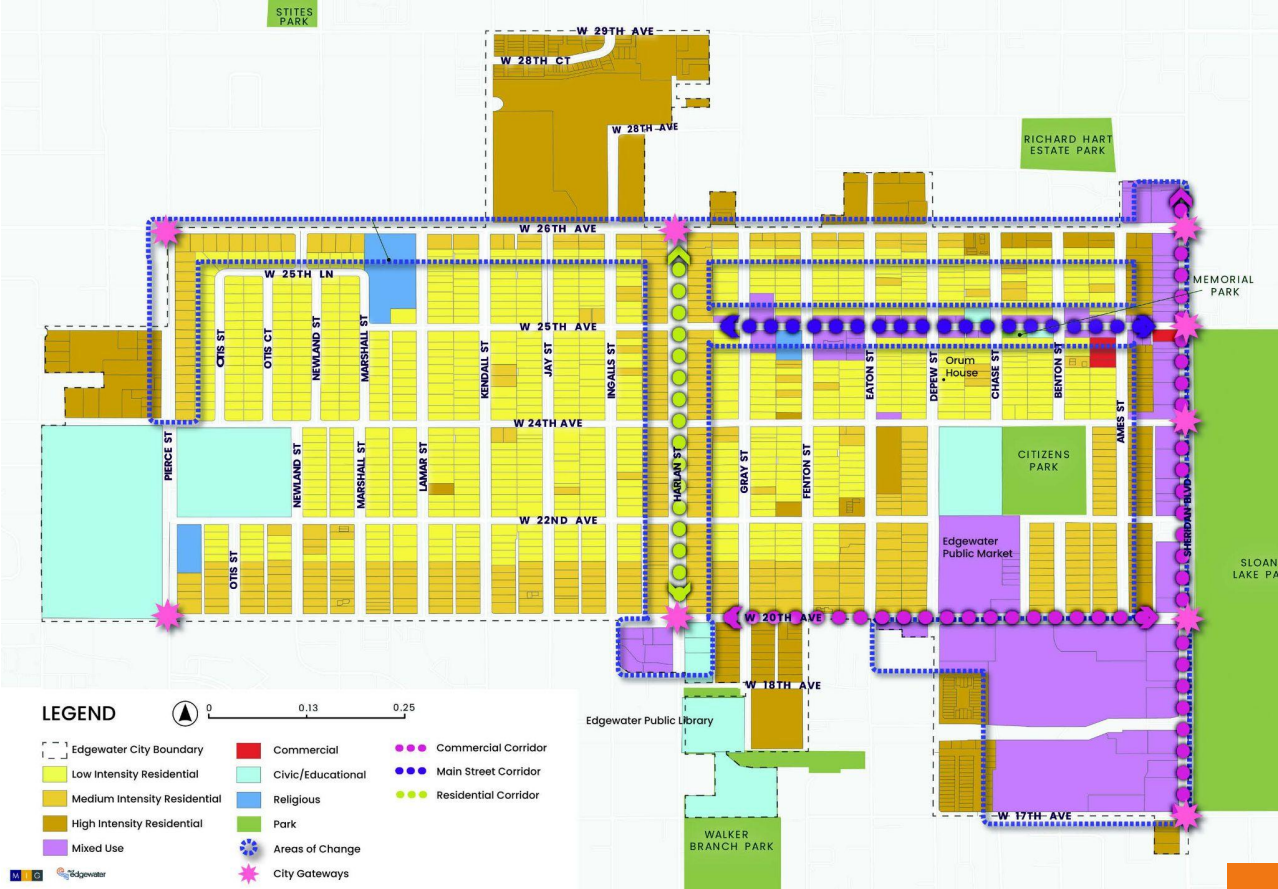
The **2040 Edgewater Framework map** shows the community's vision for growth & will inform updates to the zoning map. The map designates 3 types of corridors and 8 types of future land use.

Corridors:

- Commercial
- Main Street
- Residential

Future Land Use:

- Low Intensity Residential
- Medium Intensity Residential
- High Intensity Residential
- Mixed Use
- Commercial
- Civic/Educational
- Religious
- Park



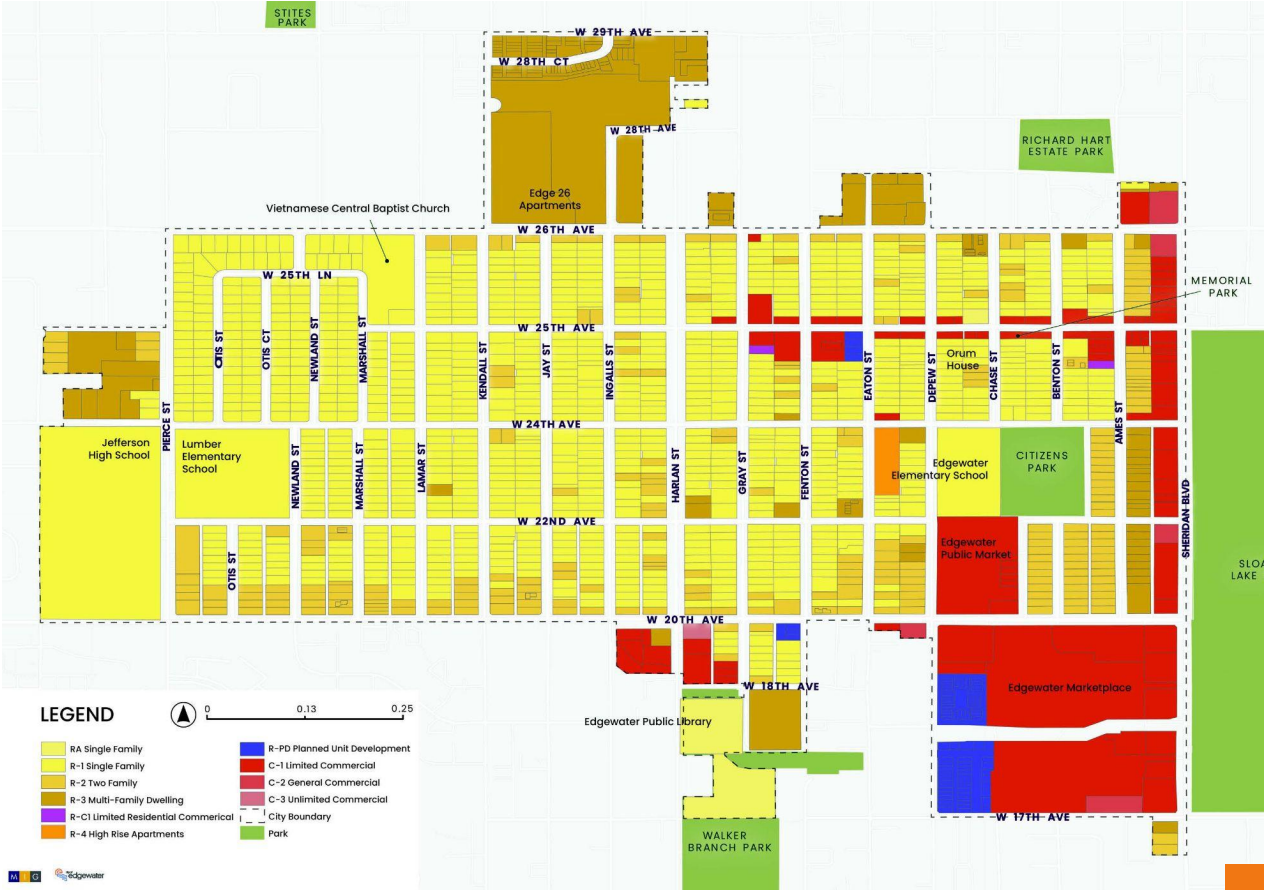
Chapter 16: Zoning

ZONING MAP

The **Zoning map** will require updates to better align with the vision in the **2040 Edgewater Comprehensive Plan** and state legislation.

ZONING CODE

The **Zoning code** will also require updates to better align with the vision in the **2040 Edgewater Comprehensive Plan** and state legislation.





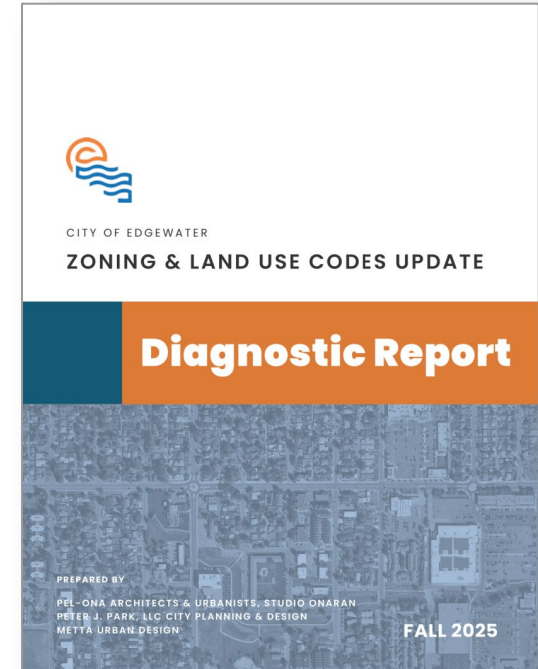
DIAGNOSTIC

Diagnostic Phase

- *Evaluate alignment of **Chapter 16: Zoning** with the **2040 Comprehensive Plan***
- *Evaluate ways to meet State requirements*

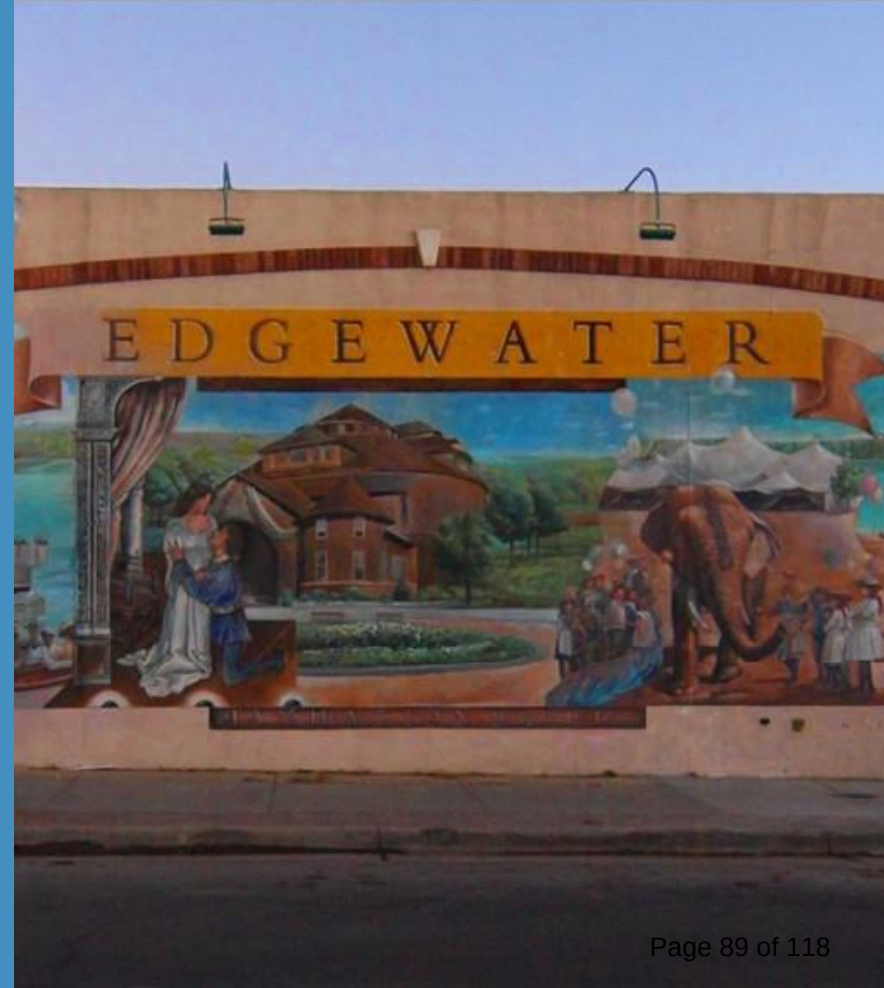
SUMMARY:

- A. Stakeholder Engagement**
- B. Surveying the Neighborhoods**
- C. Critical Analysis**



▼ DIAGNOSTIC

1. **COMMUNITY CHARACTER & DESIGN**
2. **NEIGHBORHOODS & HOUSING**
3. **MIXED-USE & COMMERCIAL CORRIDORS**
4. **DEVELOPMENT REVIEW PROCESS**
5. **USER NAVIGATION**



Cottage-Scaled *“Village in the City”*

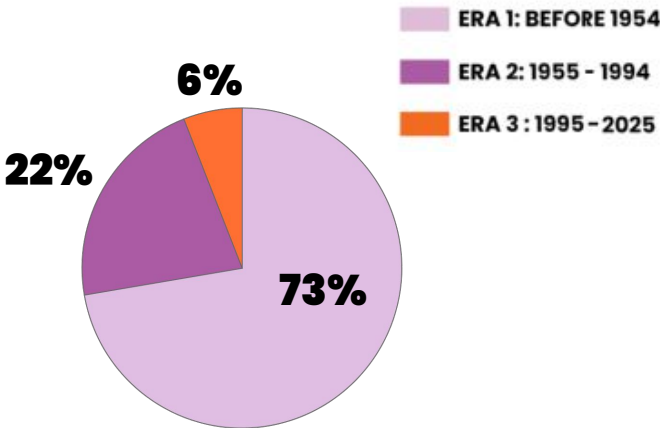
One of the identifying characteristics observed throughout the **Edgewater community** was **small, cottage-scaled, traditional historic architecture**. These characteristics embody a “village in the city” feel, mixed with some larger contemporary buildings.



Eras of Edgewater

Residential Development

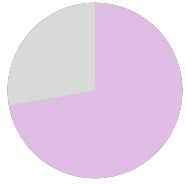
R-1 & R-2 Zoning Districts



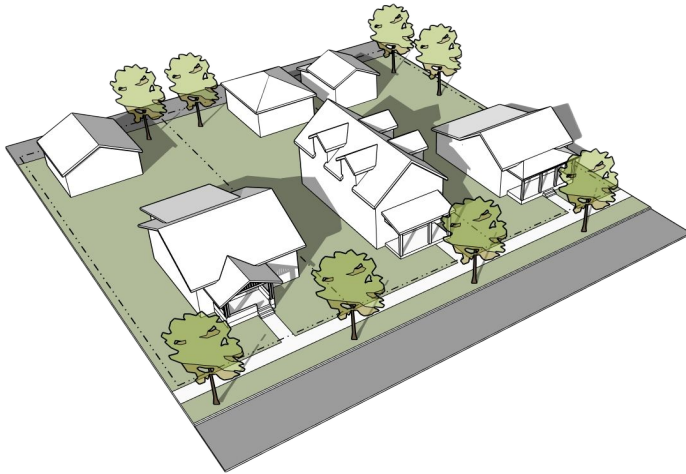
YEAR BUILT	AMOUNT OF BUILDINGS (COUNT AND PERCENTAGE)		BUILDING SIZE (MEDIAN)
Before 1935	351	29%	852 sf
1935 to 1954	541	44%	906 sf
1955 to 1974	243	20%	1086 sf
1975 to 1994	20	2%	980 sf
1995 to 2014	23	2%	1526 sf
2015 or later	46	4%	1717 sf



ERA 1: Cottage Scale Before 1954



73% of Residential Buildings were built prior to 1954



Block patterns and building trends include:

- **Regular sized lots, small building footprints**
- **Single-story**
- **Alley Access, Accessory Structures**

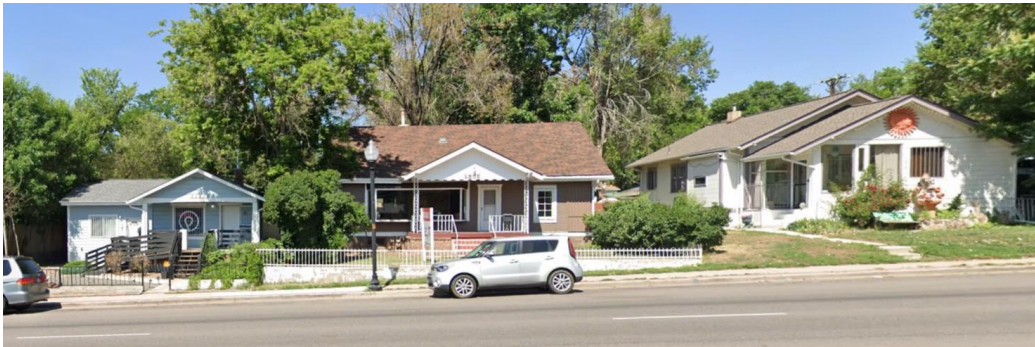


BUILDING SIZE (MEDIAN)
875 sq. ft.

ERA 1: Cottage Scale

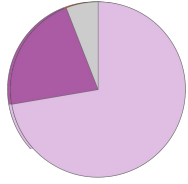
Before 1954

Edgewater Cottage

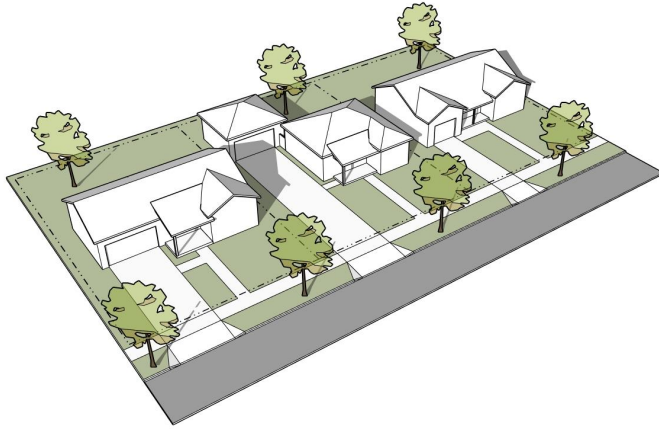


- The Edgewater cottage is a relatively small building, with an **average size of 850–900 ft²**.
- Edgewater cottages are either **single story or one-and-a-half story** with a room or two located within the attic space.
- Most Edgewater cottages include **porches, gables, and craftsman details**.
- Even though they have small building footprints, they are **often on standard 50 feet wide and 120 feet deep lots**.
- They are an important part of the **unique character** of many blocks in Edgewater.
- Most cottage lots are **alley accessed**.

ERA 2: Becoming More Car-Oriented 1955-1994

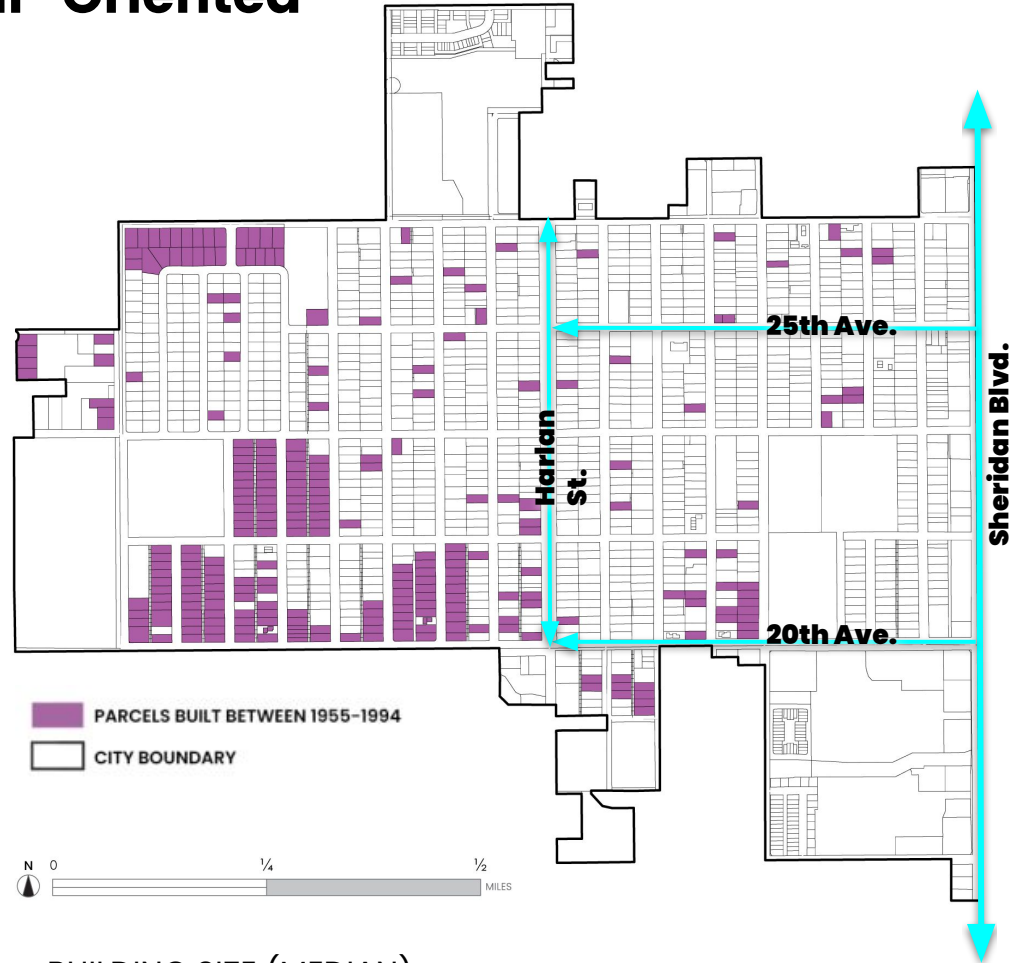


22% of Residential Buildings were built between 1955-1994



Block patterns and building trends include:

- **Street-Access Driveways & Garages**
- **Single-story**



**BUILDING SIZE (MEDIAN)
1000 sq. ft.**

ERA 2: Becoming More Car-Oriented 1955–1994

Edgewater Mid-Century Ranch

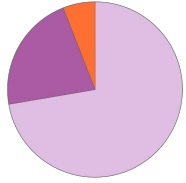


- **Street accessed house** that was common especially **1950s and 1960s**
- Most are **single story with attached or detached garages** and **large building footprint**
- **Occasional second stories**
- **Single Car Garages, Surface Parking Space** in Front of Garage
- Buildings continue to represent **“cottage-like” design elements** with gables and porches

Many Mid-Century Ranches are clustered at Rose Acres, examples can be observed on many blocks of Edgewater.

ERA 3: Larger & Taller Homes

1995-2025

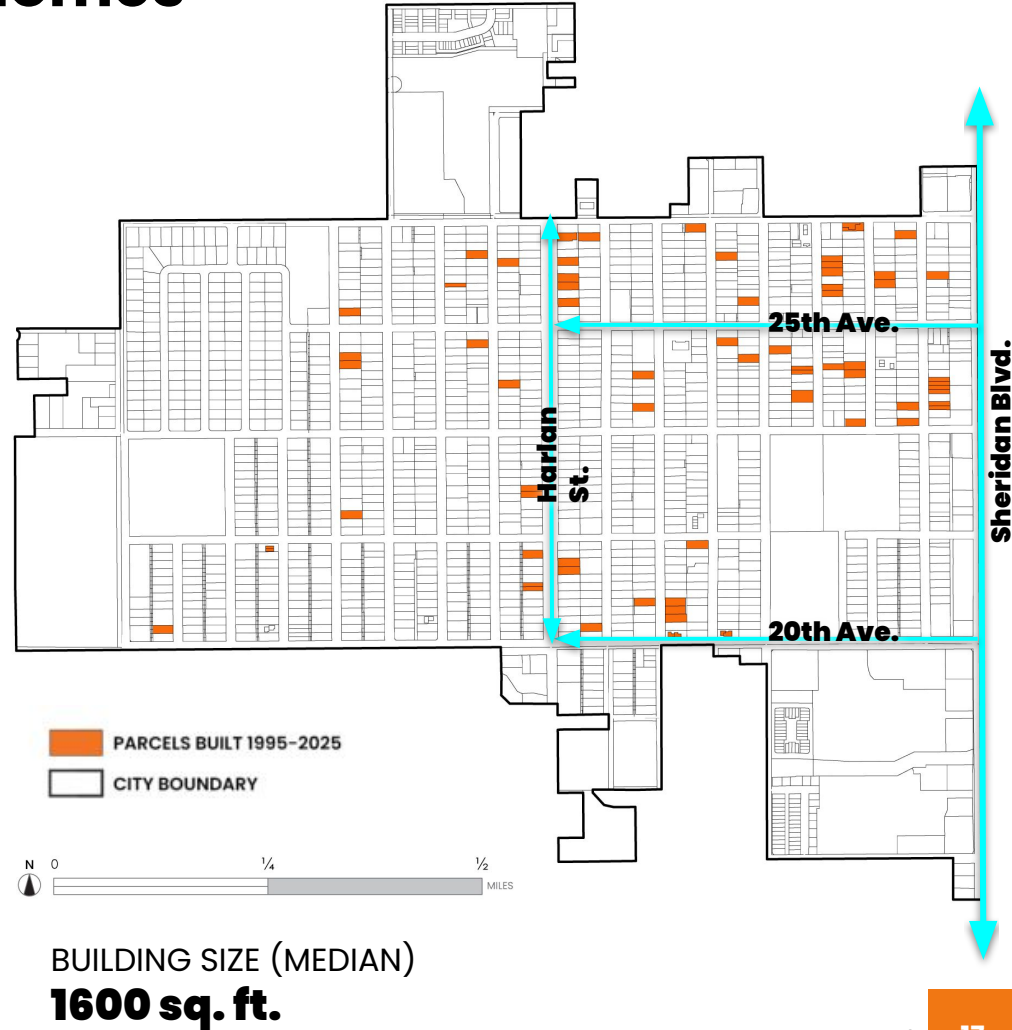


6% of Residential Buildings were built between 1995-2025



Block patterns and building trends include:

- **Larger Building Footprints**
- **Two-stories Height**
- **Alley access**



BUILDING SIZE (MEDIAN)
1600 sq. ft.

ERA 3: Larger & Taller Homes

1995–2025

Edgewater



- **Most of the Edgewater houses are more recent.** Some of the recent examples show more modern architectural features.
- **Two, full-stories**
Some examples with a lower floor plate of the second floor where windows are located at the gable ends or at dormers.
- Architectural Design Details (Gables & Dormers)
- More modern features and design elements on newer developments

The variation in 'Edgewater House' heights shows how the cottage character needs to be preserved.

Edgewater Building Types

x Eras Summary

ERA 1: Cottage Scale
1955–1994



Edgewater Cottage

ERA 2: Becoming More Car-Oriented
1955–1994



**Edgewater
Mid-Century Ranch**

ERA 3: Larger & Taller Homes
1995–2025



Edgewater House



Edgewater Cottage



Edgewater
Mid-Century
Ranch



Edgewater
House



RECOMMENDATIONS

- ▶ **Craft new code language that supports the preservation and development of the 3 Edgewater Building Types identified throughout the Eras Analysis**
 - Edgewater Cottage
 - Edgewater Mid-Century Ranch
 - Edgewater House

- ▶ **Encourage intensification outcomes that supports community character**
 - Revisit setback, height, and lot coverage restrictions
 - Clarify Lot Coverage Definition
 - Reduce Non-Conformities

Craft standards for the MMH building types based on Edgewater's eras in the Community Character recommendations:

- ▶ **ADU regulations** should be tailored to the three Edgewater Building Types
- ▶ **Smaller-scale, “cottage-like” dwellings** (less than **1200 sq ft/unit**)
- ▶ **Adjust height regulations according to the character of the residential zones**, building types, and corridors.
- ▶ **Cottage clusters, common courts, and mixed building type courts** need to be explored, and allow for mini-subdivision permits

▶ INTENSIFICATION GUIDE

ADUs



Cottage Clusters





Sheridan Blvd.
COMMERCIAL CORRIDOR



20th Ave.
COMMERCIAL CORRIDOR



25th Ave.
MAIN STREET CORRIDOR



Harlan St.
RESIDENTIAL CORRIDOR

SHERIDAN BLVD.

- Upzone select half-blocks for more mixed-use density, including residential uses.

20TH AVE.

- Development needs to be regulated carefully to preserve the diversity of businesses.

25TH AVE.

- For possible mixed-use buildings in the future, the **shallow lot depth** is a challenge as well as an opportunity.
- New regulations, including the parking restrictions, should be crafted to **enable diversity of businesses** including the small ones. (same for 20th Ave).

HARLAN ST.

- Harlan Street corridor may be a good pilot where “missing Middle” housing prototypes are encouraged.

4 DEVELOPMENT REVIEW PROCESS

Development Review Process should continue to be streamlined and efficient with well-crafted objective standards for clarity and conciseness.

- ▶ **Streamline processes** where possible and expand project types eligible for Administrative Review
- ▶ **Clarify standards for medium density development** to provide more certainty in the review process.



User Friendly Codes are essential to inspire development that reflects Edgewater's character and sets clear expectations of what is required.

- ▶ **Revise Articles 3, 16, and 22** to condense all form-related regulations into one Article.
- ▶ **Integrate more visual materials** in Chapters 4 through 14 to help describe building and design regulations
- ▶ Develop a more robust method of **clarifying rules of measurements.**





RECOMMENDATIONS

What do
you think?

1. Craft **new mixed-use zones** with diverse form types to address the four corridor contexts identified by Edgewater 2020; all zones permitting residential uses.
2. These regulations need to be crafted to **encourage a diversity of businesses** including the small ones. Parking requirements should support inclusion of small businesses.
3. In order to **preserve community character** and housing diversity the regulations should enable and encourage the **small dwelling units** and limit the larger ones.
4. Craft innovative regulations enabling **inclusion of ADUs** addressing the three lot / building types identified in Section 2 of this report.
5. Encourage **preservation of current structures**, especially historic cottages, by means of dimensional and floor area bonuses.
6. Craft regulations enabling “**missing middle**” **prototypes** such as cottage clusters, common courts, and mixed building type courts.
7. **Reduce non-conformities** and encourage developments that preserve the existing community character. Revisit lot size, setback, height, and lot coverage restrictions especially on lots currently zoned as R-1 and R-2.
8. Produce **standards for medium density development** to provide more certainty reduce the load for Planning and Zoning Commission and City Council reviews.
9. **Introduce visual material** and explanation of the intent, where needed, especially to clarify rules of measurement.
10. Revisit and reorganize some of the content in the Articles 3, 16, and 22 to **create a more user-friendly code**.



INTENSIFICATION GUIDE

What is an Intensification Guide?

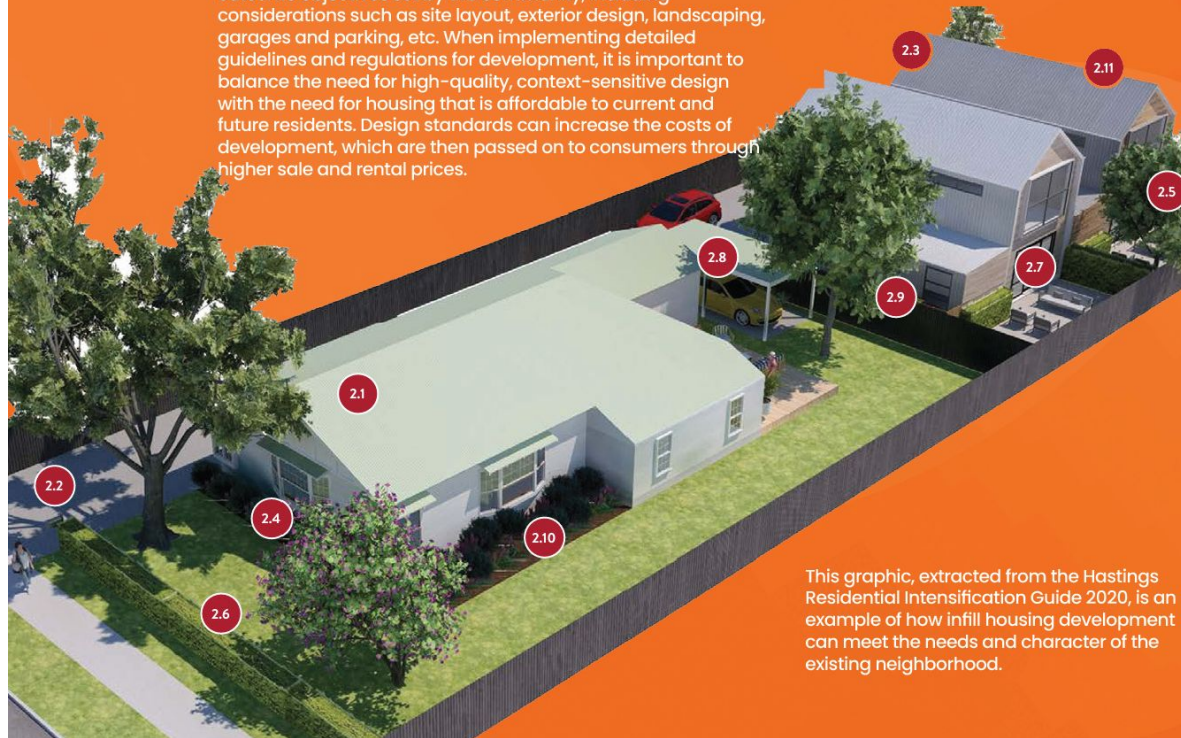
Residential Intensification Guidelines (RIG) serve as a supplemental guidance document for neighborhood development and redevelopment, similar to standard design guidelines. However, RIGs serve the explicit purpose of preserving neighborhood character and ensuring compatibility while allowing for moderate density increases in residential units (a.k.a. "missing middle housing," including ADUs, duplexes, triplexes, quads, townhomes, etc.). RIGs are meant to streamline the permitting process by clearly communicating development outcome objectives set by the community, including considerations such as site layout, exterior design, landscaping, garages and parking, etc. When implementing detailed guidelines and regulations for development, it is important to balance the need for high-quality, context-sensitive design with the need for housing that is affordable to current and future residents. Design standards can increase the costs of development, which are then passed on to consumers through higher sale and rental prices.

While the objectives behind RIGs are gaining traction in the U.S., this approach of adopting additional guidelines specific to residential intensification have not yet been widely implemented. Huron County, Ontario and Hastings District, NZ each provide a useful model for adopted RIGs.

RELEVANT KEY DESIGN ELEMENTS

- 2.1 Retain existing pre-1950s buildings at the front of the property as these contribute to the character of the streetscape in these areas. Embrace character elements of existing buildings, and their bulk and location.
- 2.2 Create legible entrances with a high level of accessibility and place parking at the rear.
- 2.3 Encourage additional height where visual dominance or shading are not incurred.
- 2.4 Create a positive relationship (windows from a living room or kitchen overlook the street) between the building and public spaces.
- 2.5 Incorporate landscape elements, including trees where possible.
- 2.6 Create spaces which are safe but also provide privacy for residents.
- 2.7 Look to provide additional amenity for residents by creating private and sunny outdoor living spaces.
- 2.8 Create a high level of accessibility and place parking at the rear for the existing dwelling.
- 2.9 Locate service and storage areas away from public spaces, or at least screen them as a minimum.
- 2.10 Investigate opportunities to incorporate low impact design solutions where possible to reduce runoff.
- 2.11 Use materials with low maintenance requirements for the new dwellings such as long run colour steel.

This graphic, extracted from the Hastings Residential Intensification Guide 2020, is an example of how infill housing development can meet the needs and character of the existing neighborhood.



Approach to Intensification Guide

Crosswalk: how do we get from the plan policy to new zones?

	Future Land Use + Current Zoning				
Edgewater 2040 Future Land Use	LOW INTENSITY RESIDENTIAL	MEDIUM INTENSITY RESIDENTIAL	HIGH INTENSITY RESIDENTIAL	COMMERCIAL MIXED USE	MIXED USE
Current Zoning (typical, there are some exceptions)	RA, R-1	R-2	R-3	R-4 + C	R-C1 + C

Approach to Intensification Guide

Crosswalk: how do we get from the plan policy to new zones?

	Future Land Use + Current Zoning + State Law Guidance = Potential Zone Districts					
Edgewater 2040 Future Land Use	LOW INTENSITY RESIDENTIAL	MEDIUM INTENSITY RESIDENTIAL	LOW & MEDIUM INTENSITY RESIDENTIAL	HIGH INTENSITY RESIDENTIAL	COMMERCIAL MIXED USE	MIXED USE
Current Zoning (typical, there are some exceptions)	RA, R-1	R-2	R-1, R-2	R-3	R-4 + C	R-C1 + C
Potential Zone Districts	Residential Low Intensity (RLI)	Residential Medium Low Intensity (RMLI)	Residential Medium High Intensity (RMHI)	RHI	NMU	HIMU

↓

Recommendation: split Medium Intensity Residential into two districts (Medium Low and Medium High), to accommodate the density required by state legislation

Intensification Guide

This Guiding Plan:

- ▶ Follows Edgewater 2040 Framework Plan
- ▶ Anticipates housing capacity increases in the form of intensification (a) to diversity housing options, (b) meet the housing need goals and requirements of the State Bill 24-1313.
- ▶ Responds to the stakeholders' desire to create mixed-use zone districts that accommodate commercial as well as residential uses

GOALS FOR CRAFTING NEW ZONING DISTRICTS:

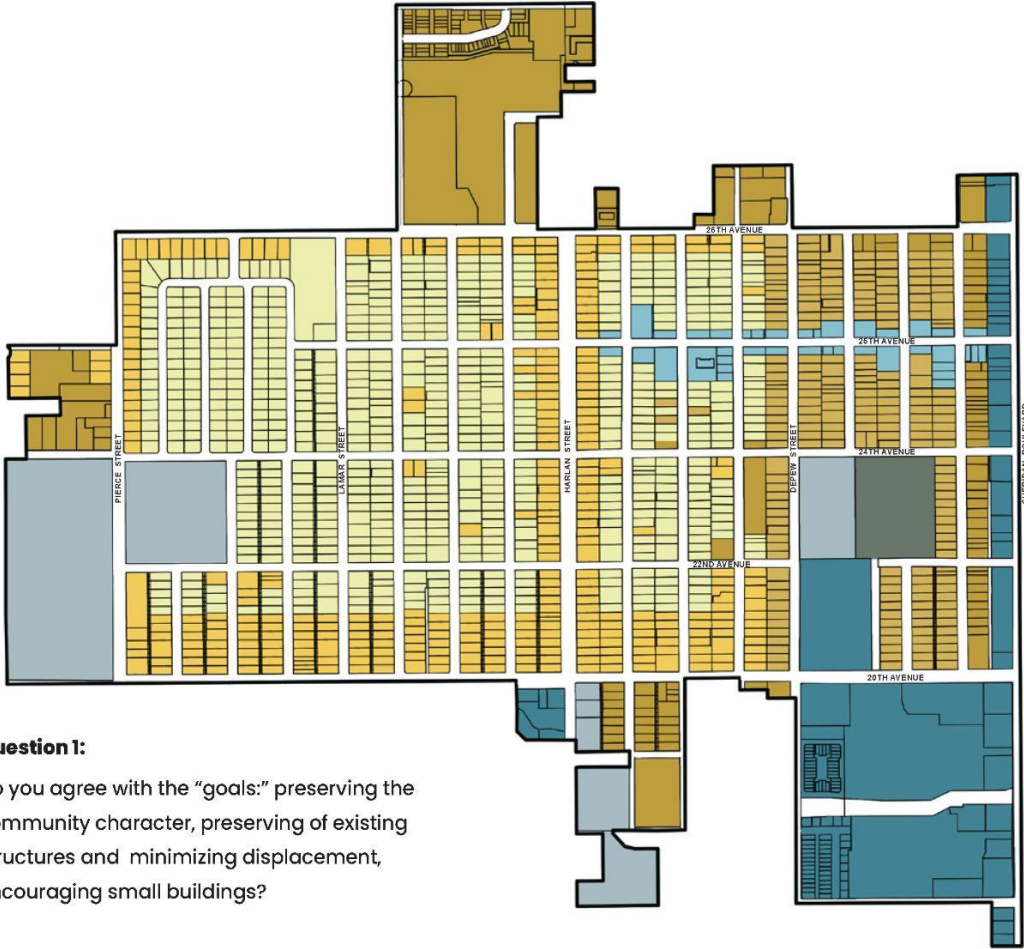
- Enabling intensification and yet protecting the community character.
- Encouraging preservation of the existing structures within residential districts and minimizing displacement of the residents.
- Enabling and encouraging construction of small buildings within residential districts and neighborhood corridors.

THIS INTENSIFICATION PLAN PROPOSES THE FOLLOWING PRIMARY ZONE DISTRICTS:

- Residential Low Intensity (RLI) (~ R-1)
- Residential Medium Low Intensity (RMLI) (~ R-2)
- Residential Medium High Intensity (RMHI) (~ R-2+)
- Residential High Intensity (RHI) (~ R-3)
- Neighborhood Mixed Use (NMU)
- High Intensity Mixed Use (HIMU) (~ R-4 + C)
- Civic / Educational
- Park

Question 1:

Do you agree with the “goals:” preserving the community character, preserving of existing structures and minimizing displacement, encouraging small buildings?

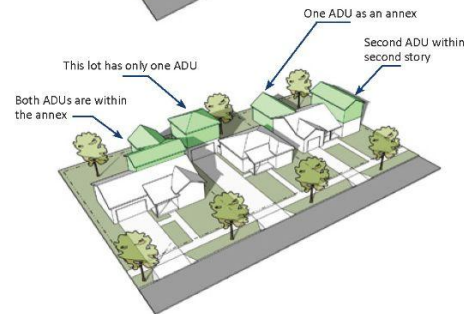
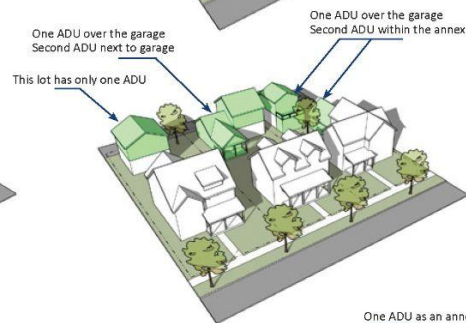
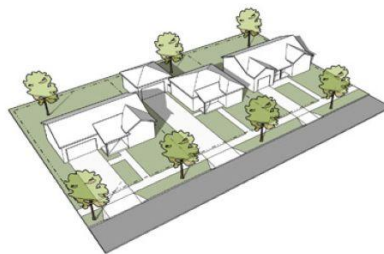


RESIDENTIAL MEDIUM LOW INTENSITY (RMLI)

-

How do you feel about two ADUs?

How do you feel about minimum lot size 3000 s.f. ?



WITH ADUs ADDED

Intensification Guide

RESIDENTIAL MEDIUM LOW INTENSITY (RMLI)

- Primary residential unit + Two ADUs for lots over 6000 s.f.
+ One ADU for lots 3000 s.f. – 5999 s.f.
- Duplexes (Min. Lot Size: 3000 s.f.)
- Cottage clusters with common courts
 - Four-cottage cluster (Min. Lot Size: 1400 s.f.)
 - Five-cottage cluster (Min. Lot Size: 1400 s.f.)



ADUs



DUPLEXES



CLUSTER OF FOUR COTTAGES



CLUSTER OF FIVE COTTAGES



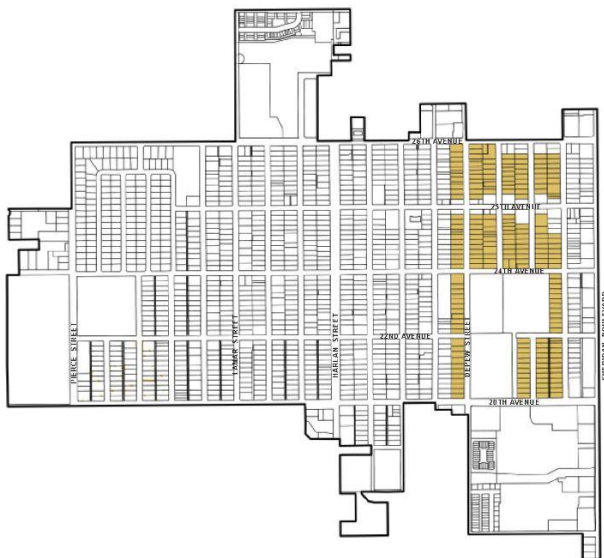
Question 5:

How do you feel about cottage clusters?

Intensification Guide

RESIDENTIAL MEDIUM HIGH INTENSITY (RMHI)

- Primary residential unit + Two ADUs for lots over **4000 s.f.**
+ One ADU for lots **2000 s.f. – 3999 s.f.**
- Duplexes (Min. Lot Size: **2000 s.f.**)
- Cottage clusters with common courts
 - Four-cottage cluster (Min. Lot Size: **1400 s.f.**)
 - Five-cottage cluster (Min. Lot Size: **1400 s.f.**)
 - Cluster of cottages and cottage duplexes (Min. Lot Size: **1000 s.f.**)
- More aggressive bonuses for preservation



ADUs



DUPLEXES



CLUSTER OF FIVE COTTAGES



CLUSTER OF FOUR COTTAGES



CLUSTER OF COTTAGES AND COTTAGE DUPLEXES

Question 6:

How do you feel about the RMHI zone district concept and its boundaries?

Question 7:

How do you feel about cluster of cottages and cottage duplexes?

Intensification Guide

RESIDENTIAL HIGH INTENSITY (RHI)

- Primary residential unit + Two ADUs for lots over **4000 s.f.**
+ One ADU for lots **2000 s.f. – 3999 s.f.**
- Duplexes (Min. Lot Size: **2000 s.f.**)
- Cottage clusters with common courts
 - Four-cottage cluster (Min. Lot Size: **1400 s.f.**)
 - Five-cottage cluster (Min. Lot Size: **1400 s.f.**)
 - Cluster of cottages and cottage duplexes
(Min. Lot Size: **1000 s.f.**)
- Townhouses
- Small apartment buildings



ADUs



DUPLEXES



CLUSTER OF FOUR COTTAGES



CLUSTER OF FIVE COTTAGES



CLUSTER OF COTTAGES AND COTTAGE DUPLEXES



BACK YARD TOWNHOUSES



COMPACT TOWNHOUSES



SMALL APARTMENT BUILDING

Question 8:

How do you feel about the RHI zone district concept and its boundaries?

Question 9:

How do you feel about cluster of cottages and cottage duplexes?

Intensification Guide

NEIGHBORHOOD MIXED USE (NMU)

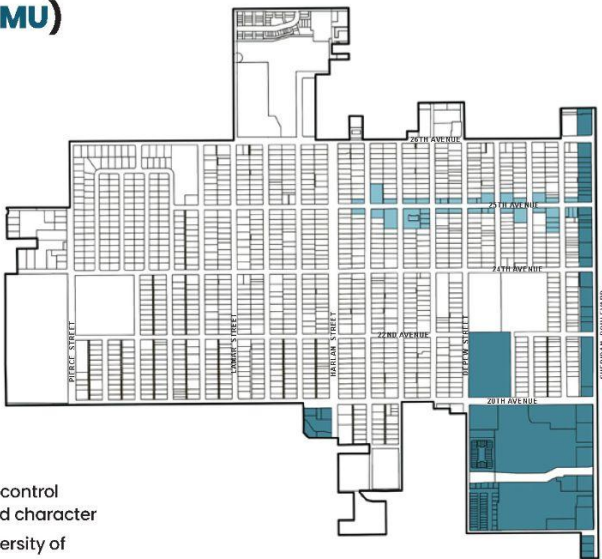
- All residential building types listed within Residential Medium High Intensity (RMHI) + commercial space (retail and office)
- Maximum 3 stories

CONSIDERATIONS / CHALLENGES:

- Regulatory measures regarding building massing to control scale and assure compatibility with the neighborhood character
- Regulatory measures to enable and encourage a diversity of business spaces in terms of size, ownership, and character
- Revisit parking requirements to encourage and enable small businesses

Question 10:

How do you feel about the NMU zone district concept where both 100% residential and 100% non-residential uses are permitted? What do you think about its boundaries?



HIGH INTENSITY MIXED USE (HIMU)

- Building types that accommodate vertical as well as horizontal mixed use
- Maximum 4 stories

CONSIDERATIONS / CHALLENGES:

- Regulatory measures regarding building massing to achieve a reasonable level of diversity, especially at large buildings
- Ground floor activation measures
- Revisit the "Edgewater Design Standards" adopted in 2003.

Question 11:

How do you feel about the HIMU zone district concept where both 100% residential and 100% non-residential uses are permitted? What do you think about its boundaries?



NEXT STEPS

Next Steps

Rewrite Phase (Dec-Mar)

- 3-4 meetings with Planning and Zoning Commission to discuss priority topics, review code concepts

Public Review Draft (Spring 2026)

Code Adoption





Thank you!