

5

Chapter Five: Land Use



This chapter is intended to guide land use decision making in the Cottage Grove area. Long-range land use planning allows municipalities to phase and guide development in a manner that supports community objectives while ensuring the provision of efficient municipal services. Land use planning also enables the Village to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads, and drainage facilities.

This chapter of the Plan contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of the Village, and includes maps showing existing and recommended future land uses over the 20-year planning period.

A. Land Use Map Categories

The Village of Cottage Grove, and its planning area, is a diverse community. Since 1999, plans for the Village have been based on community character in addition to distinguishing between the type and intensity or density of development. An accurate depiction of the area's existing land use pattern in the first step in planning for the desired future land use pattern. As such, this Plan uses an extensive system of land use categories. These categories include:

Vacant: Undeveloped parcels within current Village of Cottage Grove municipal boundaries.

Agriculture/Rural: Agricultural uses, open lands, and single-family residential at or below 1 dwelling per 35 acres.

Single-Family Residential (Unsewered): Non-farm residential development, usually single family homes, not served by public sewer or water, at densities that do not exceed 1 lot per 35 acres.

Single-Family Residential (Sewered): Single-family residential development at densities up to 4 dwelling units per acre, including schools, parks and churches.

Two-Family Residential: Single-family, two-family, and attached single-family residential development at densities up to 6 dwelling units per acre, including schools, parks, and churches.

Multi-Family Residential: A variety of residential units at densities up to 10 dwelling units per acre, including schools, parks and churches.

Planned Neighborhood: A carefully planned mixture of predominantly single-family residential development that may be combined with one or more of the following land use categories: two-family residential, mixed residential, neighborhood office, neighborhood commercial, community facility, and parks and open space.

Neighborhood Office: Residential, community facility, office,

and personal service uses which preserve residential character through controlled building size, appearance, landscaping, and signage.

Planned Office: High-quality office, community facility, and office-support land uses with very generous landscaping and limited signage.

Neighborhood Business: Residential, office, and neighborhood supporting community facility and commercial uses which preserve residential character through building scale, building appearance, landscaping, and signage.

Planned Business: High-quality indoor commercial, office, and community facility land uses with generous landscaping and efficient signage.

General Business: Indoor commercial, office, community facility, and controlled outdoor display land uses, with moderate landscaping and signage.

Central Mixed Use (Downtown): Pedestrian-oriented indoor commercial, office, community facility, and residential uses with streetscaping and appropriate signage.

Planned Mixed Use: A carefully controlled mix of Planned Office, Planned Business, Multi-Family Residential, and/or Community Facilities based on high-quality detailed plans in a pattern determined by the Village Board, as advised by the Plan Commission, through zoning and land division processes.

Planned Industrial: High-quality indoor manufacturing, assembly, and storage uses with generous landscaping and appropriate signage.

General Industrial: Indoor industrial land uses and controlled outdoor storage areas with moderate landscaping and signage.

Extraction: Quarries, gravel pits, clay extraction, peat extraction, and related land uses.

Community Facility: Large-scale public buildings such as hospi-

tals and special-care facilities. Small community facility uses may be permitted in other land use categories.

Airport: Sites used for airport and related facilities.

Public/Private Parks and Open Space: Open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreation activities.

Environmental Corridor: Surface water, floodplains, wetlands, woodlands, prairies, rugged terrain, steep slopes, wildlife habitat areas, and poorly drained soils.

Rights-of-Way: Areas reserved for transportation-oriented uses such as road and rail transportation.

B. Existing Land Use Pattern

Map 4 depicts the existing land use pattern within the Village's planning area. Figure 5.1 summarizes the land area (acreage) within the various land use categories. The following is a summary of the development patterns depicted in this map.

Residential Uses

The majority of the developed area within the Village is in residential uses; predominantly single-family development. Approximately 57 percent of the 864 acres devoted to residential development in the Village is single-family housing (see Figure 5.1). Within the Village, this development is served by sanitary sewers and public water. New residential developments have occurred throughout the Village. Increasingly, new development in the Village has been in neighborhoods that feature a mixture of housing types and densities.

Single-family development predominates Village-wide. While two-family residential development is most concentrated along Main Street on the north side of the Village, new neighborhoods are featuring integrated two and multi-family development. Multi-family residential development is located on sites along Clover Lane on the Village's north side as well as sites along CTH

AMENDED JULY 21, 2014

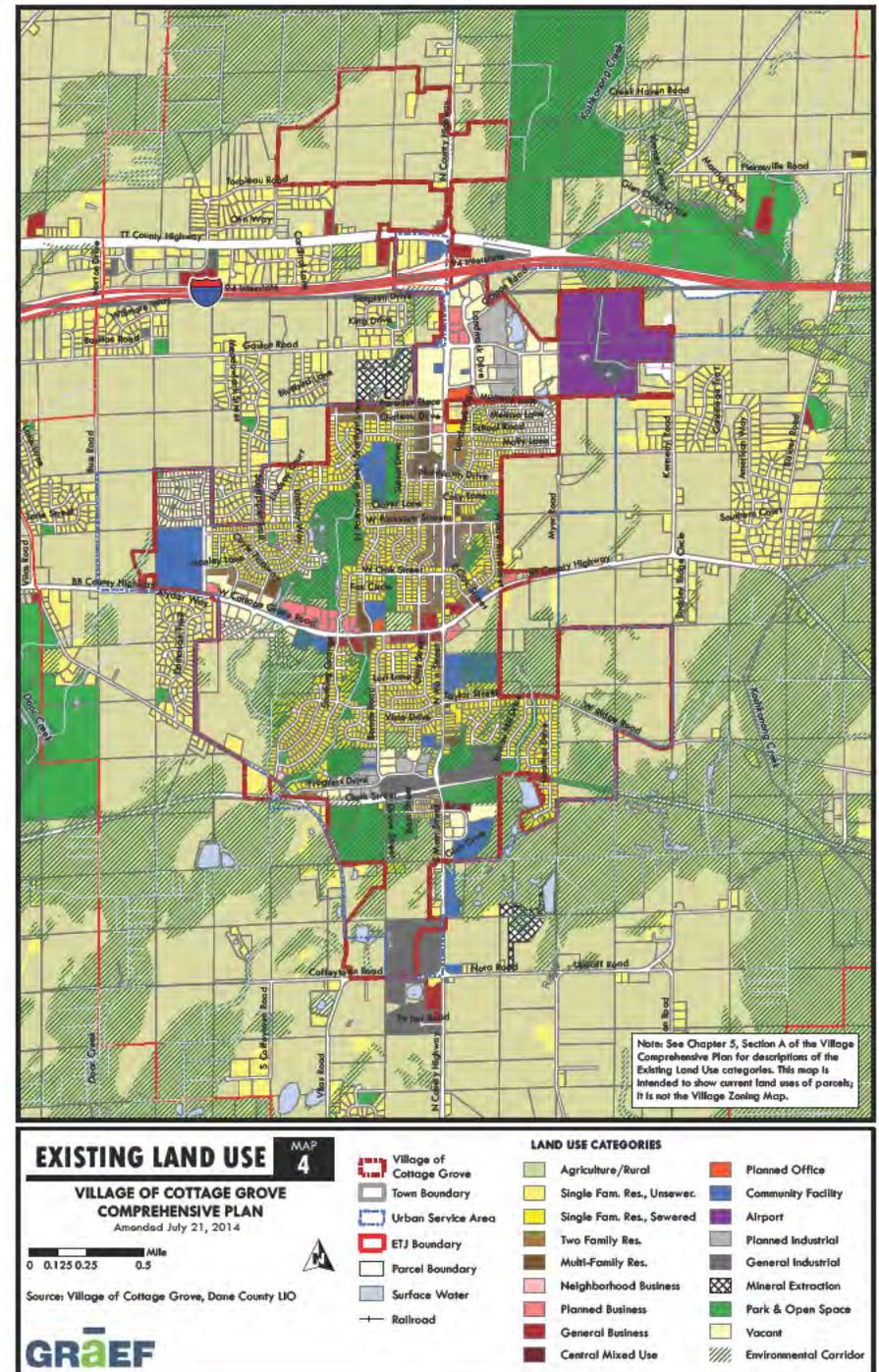
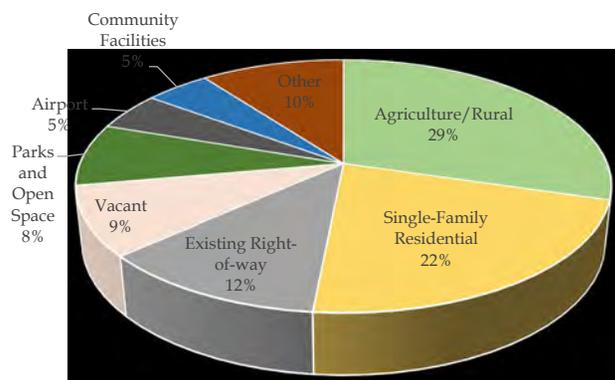


Fig. 5.1: Existing Land Uses, Village of Cottage Grove (2013)



Land Use	Acres (in 2013)	Percent
Vacant	215.6	8.7%
Agriculture/Rural	721.8	29.2%
Single-Family Residential	535.7	21.7%
Two-Family Residential	60.8	2.5%
Multi-Family Residential	28.0	1.1%
Planned Neighborhood	0.0	0.0%
Neighborhood Office	1.1	0.0%
Planned Office	6.4	0.3%
Neighborhood Business	1.1	0.0%
Planned Business	31.3	1.3%
General Business	18.6	0.8%
Central Mixed Use	3.2	0.1%
Planned Industrial	47.4	1.9%
General Industrial	53.5	2.2%
Landfill/Extraction	0.0	0.0%
Planned Mixed Use	0.0	0.0%
Community Facilities	112.9	4.6%
Airport	119.5	4.8%
Parks & Open Space	195.0	7.9%
Transportation Right of Way	289.4	11.7%
TOTAL	2,473.0	100%

Source: GRAEF

BB. Over the late 1990s through 2009, about 15 percent of new building permits were issued for two-family residences.

Commercial Uses

The Village’s commercial uses are concentrated along its main thoroughfares: Cottage Grove Road (CTH BB) and along Main Street (CTH N) at the intersection with CTH BB and at the Commerce Park near the interchange.

Office and Industrial Uses

The Commerce Park area on the north side of the Village has recently become a hub of high-quality office and light industrial development. Office development accounts for less than 1 percent of developed area in the Village, and industrial development accounts for 3.7 percent of developed area.

Other Land Uses

Municipal buildings, school facilities, and churches comprise the Community Facility land use category. The Village municipal building is located on Cottage Grove Road, east of Main Street. There is dedicated Village parkland located throughout the Village. A system of neighborhood, community, and mini parks serve the Village. New residential developments are generally required to provide adequate park land to serve the neighborhood.

C. Land Market Trends

The Village’s land market has slowed in recent years compared to the peak years of 2003 to 2004. Figure 5.2 shows the number and type of land divisions that occurred from 1999 to 2013. The majority of parcels were created by land subdivisions. For this twelve year period, a total of 959 new parcels were created in the Village, at an average of 63.9 per year.

Figure 5.3 shows the number and type of residential building permits issued by the Village from 1997 to 2013. For this fifteen year period, the Village issued building permits authorizing a total of 1,197 housing units, and average of about 70.4 new units per year.

Of this total, 780 (about 65 percent) were for single-family houses, 174 were for two-family units (15 percent) and 243 were for multi-family units (20 percent).

Fig. 5.2: Land Divisions, Village of Cottage Grove (1999 to 2013)

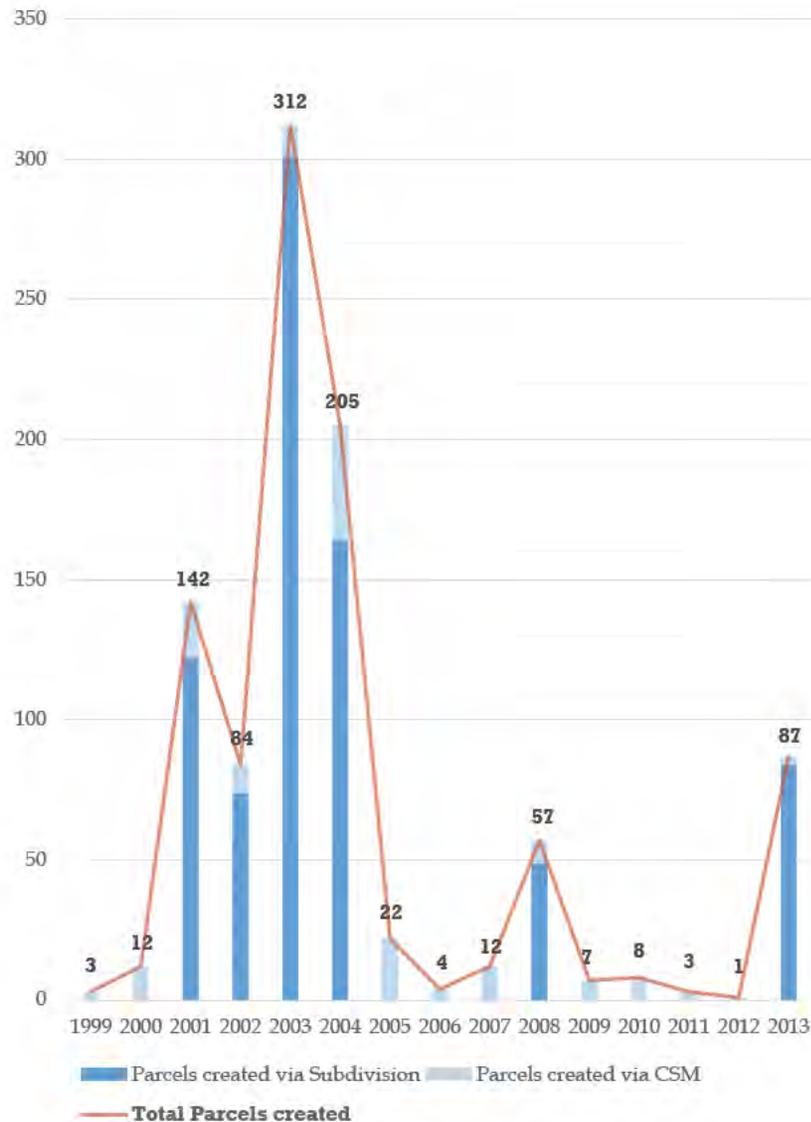
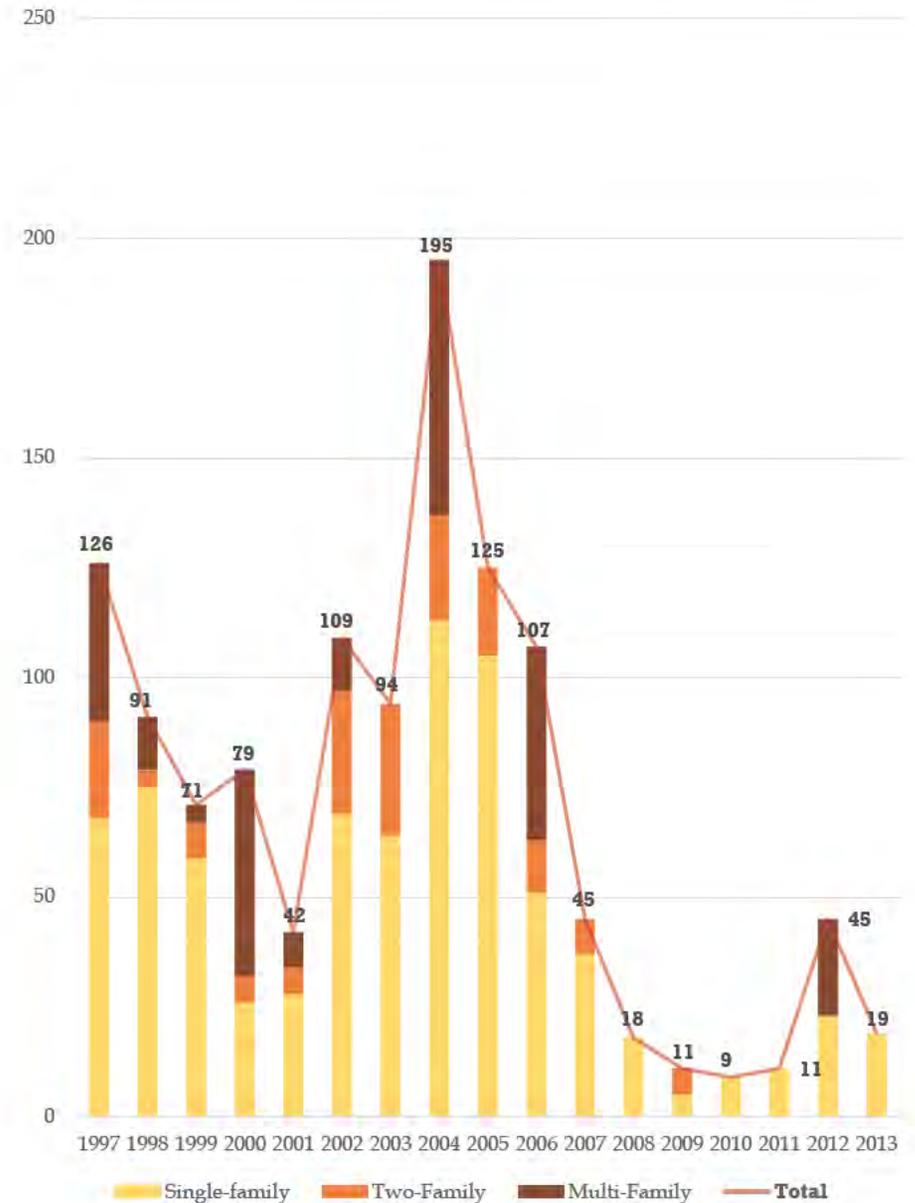


Fig. 5.3: Number of Units for Which Building Permits Were Issued, Village of Cottage Grove (1997 to 2012)



Source: Village of Cottage Grove
 AMENDED JULY 21, 2014

Source: Dane County Dept. of Planning & Development

D. Projected Land Use Demand and Supply

Both local and regional factors will influence the direct population growth in Cottage Grove, including household size, the balance of residential and non-residential uses, and the average density of development. Figure 5.4 summarizes the estimated amount of land that would be consumed based on projected population growth and assumed land use requirements associated with that growth, based on the following assumptions:

Future Population: Based on the most recent WiDOA Population Projection, which was developed in 2008.

Number of New Housing Units: The Village's average household size was projected to decrease over time. Decreasing household sizes have been, and are expected to be a nationwide trend as the population ages. Average household sizes were assumed to be 2.77 in 2015, 2020, and 2025, and 2.76 in 2030.

New Residential Acreage Demand, Based on Residential Density: The number of homes that can be accommodated on a given area of land are usually measured as an average number of dwelling units per acre. For Cottage Grove, the average density was assumed to be 5 dwelling units per acre.

Non-Residential Development Ratio: The breakdown of non-residential land uses generally reflects the extrapolation of the historic balance of these uses in the Village measured by dividing 2010 existing land use figures (see Figure 5.1) by the 2010 WiDOA population estimate (5,561 persons), which results in the 2010 acres of land use per person. This number multiplied by the projected population growth at each 5 year interval produces an estimated land use demand for each non-residential land use category.

Land Needed for Roads, Utilities, Stormwater Management, etc: Allowance was added to factor in land required for roads, utilities, stormwater management facilities for both residential and non-residential areas. For both, a land area equivalent to 27 percent of the total acreage demand was assumed.

Adjustment Factor, to Address Historic Residential/Non-Residential Tax Base Imbalance: The Village of Cottage Grove has long experienced an imbalance between residential and non-residential tax base. In 2010, 81% of the assessed value in the village came from residential properties, down only slightly from 84% in 2000. Furthermore, as shown in Figure 1.6, the Village of Cottage Grove has a much lower ratio of local jobs per employed resident than any of the other comparable Dane County Communities. Therefore, simply maintaining the historic rate of growth for the business, office, and industrial sectors would likely not provide the land needed for the necessary development to address this imbalance and accommodate additional jobs. An adjustment factor of 1.5 is proposed to address the rate of non-residential growth.

Flexibility Factor: Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projection of land use demand ensures that the supply of land area designated as appropriate for development will reasonably accommodate future demand. The projections utilized a 100% flexibility factor (i.e. total projected land area needs were doubled).

These land use projections suggest a total residential land demand of 377 acres between 2010 and 2030, and 255 acres of non-residential land demand over that same period. When accounting for a general flexibility factor and the land needed for roads and other public uses, and an adjustment factor to address the residential/non-residential tax base imbalance, the Village should allocate 754 acres for new residential development and 659 acres for new non-residential development, a total of 1,413 acres or roughly 2.2 square miles.

Fig. 5.4: Future Land Use Demand,
Village of Cottage Grove

	2010 - 2015	2015 - 2020	2020 - 2025	2025 - 2030	Total
Number of new residents (per WiDOA)	1,020	1,045	1,033	1,001	4,099
Projected household size (per WiDOA)	2.77	2.77	2.77	2.76	-
New dwelling units needed to accommodate projected growth (new residents/household size)	368	377	373	363	1,481
New residential acreage demand (5 units/acre)	74	75	75	73	297
Land for infrastructure (roads, utilities, etc. - assume 27% of res. land demand)	20	20	20	20	80
<i>Residential Subtotal</i>	94	95	95	93	377
<i>Residential Total (w/ 100% flex factor)</i>	188	190	190	186	754
New business acreage (based on extrapolation of 2010 ratio of commercial acres per resident)	9.3	9.5	9.4	9.1	37.3
New office acreage (based on extrapolation of 2010 ratio of office acres per resident)	1.2	1.2	1.2	1.2	4.8
New industrial acreage (based on extrapolation of 2010 ratio of industrial acres per resident)	18.8	19.2	19.0	18.4	75.4
<i>Commercial & Industrial Subtotal</i>	29.3	29.9	29.6	28.7	117.5

	2010 - 2015	2015 - 2020	2020 - 2025	2025 - 2030	Total
Land for infrastructure (roads, utilities, etc. - assume 27% of comm./ind. demand)	7.9	8.1	8.0	7.8	31.8
<i>Commercial & Industrial Subtotal plus infrastructure</i>	37.2	38.0	37.6	36.5	149.3
<i>Multiply by 1.5 to address Village desire to correct historical residential v. commercial/industrial property tax imbalance</i>	55.8	57.0	56.4	54.8	224.0
<i>Commercial & Industrial Total (w/ 100% flex factor)</i>	111.6	114.0	112.8	109.6	448.0
New community facility acreage demand (based on extrapolation of 2010 ratio of community facility acres per resident)	20.7	21.2	21.0	20.3	83.2
Land for infrastructure (roads, utilities, etc. - assume 27% of community facility demand)	5.6	5.7	5.7	5.5	22.5
<i>Community Facility Subtotal</i>	26.3	26.9	26.7	25.8	105.7
<i>Community Facility Total (w/ 100% flex factor)</i>	52.6	53.8	53.4	51.6	211.4
TOTAL ACREAGE DEMAND	352.2	357.8	356.2	347.2	1,413.4

E. Land Use Goals, Objectives, and Policies

Goals:

1. Create an economically efficient and environmentally sustainable development pattern.
2. Plan for a future land use pattern in and around the Village that accommodates projected growth, while maintaining the Village's quality of life.

Objectives:

1. Minimize conflicts between neighboring land uses.
2. Utilize existing public facilities to serve new development whenever possible.
3. Encourage all non-rural new development within Cottage Grove's long-term growth area to be served with the full array of municipal services (e.g. sanitary sewer, storm sewer, municipal water, police, fire, and trash pick-up).
4. Encourage collaboration between the Village of Cottage Grove, the Cities of Madison and Sun Prairie, neighboring towns of Cottage Grove and Sun Prairie, Dane County, and other jurisdictions with regard to planning initiatives and development policies.
5. Coordinate land development with transportation system improvements.
6. Ensure that all neighborhoods are located within a ten-minute walk (approximately 1/3-mile) of a neighborhood park facility.
7. Provide quality, accessible recreation and open space facilities to all residents of the Village of Cottage Grove.

Policies:

1. Encourage smart, well-planned growth by preparing neighborhood development plans for parts of the Village's peripheral areas planned for neighborhood development within the Village, before development proposals are considered. Where

Village neighborhood development plans do not exist or cannot be prepared in a timely or cost-effective manner, require landowners wishing to develop all or part of their property to prepare a master plan for future use of their entire contiguous ownership parcel for Village approval, along with connections to adjacent properties, in advance of formal development approval requests.

2. Require developers to coordinate development plans with adjoining property owners so that there will be an efficient system of streets, stormwater facilities, utilities, and other public facilities. Actively promote infill development and redevelopment where opportunities exist.
3. Maintain a sense of community separation through boundary agreements, open space planning, and landscaping requirements.
4. Require site plan review for all multi-family residential, commercial, office, industrial, recreational, and community facility land uses to achieve compatibility of adjacent land uses.
5. Ensure logical transitions between potentially incompatible land uses. Wherever possible, avoid locating potentially conflicting land uses adjacent to each other. Where necessary, require that incompatible land uses should be buffered from each other through the strategic use of plant materials, decorative fences, walls, or berms as directed by the Plan Commission.
6. Encourage new development and redevelopment projects to include high quality building design, landscaping, and signage. Existing ordinances should be amended as needed to ensure that this policy is implemented in a fair and consistent manner.
7. Encourage that major activity areas, such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas be oriented away from less intensive land uses to the greatest degree possible.
8. Utilize the site plan review process to encourage that the outdoor lighting of parking and storage areas be designed in such

a manner that it should not shine onto adjacent properties or public rights of way.

9. Use the zoning process as conditions warrant to limit hours of operation for certain types of land uses (e.g. night clubs) that have the potential to have significant negative impact on less intensive neighboring land uses.
10. Strongly encourage shared driveway access, shared parking spaces, and coordinated site plan designs for commercial land uses in order to avoid traffic congestion related to uncoordinated access.
11. Protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
12. Develop a central mixed use zoning district and a special development review process that includes a unique set of permitted uses, building setbacks, strict sign requirements, and architectural standards.
13. Identify and encourage preservation of architecturally, culturally, and historically significant structures, buildings, and sites to the extent possible.
14. Encourage the provision of a full range of high quality housing types in Cottage Grove.
15. New housing should be built in areas of the Village with convenient access to commercial and recreational facilities, transportation systems, schools, employment opportunities, and other necessary facilities and services.
16. Within the Village's existing and planned urban service area (described on the following page), require that all development be served with Village sewer and water service. Premature rural development on private well and septic systems should not be allowed except for as consistent with the Village's Future Land Use Map.
17. Promote the assessment, clean-up, and reuse of existing

“brownfield” sites within the Village where redevelopment is complicated by real or perceived contamination. This Plan's land use recommendation for any brownfield site applies only after proper environmental assessment and any required clean-up has occurred. Basic environmental site assessments are needed to determine the type and extent of contamination of potential brownfield sites. This is a critical first step in ultimately reusing these properties. Several state and federal grant programs are available to assist with environmental site assessments. After the site assessment process, the Village and private property owners should prepare a unique redevelopment strategy for the property. Such strategies are extremely site specific; therefore, this Plan does not offer one generic approach.

18. Review all development proposals against the recommendations of this Comprehensive Plan.

F. Future Land Use Pattern and Map Overview

The Village's Comprehensive Plan and Future Land Use Map (Map 5) includes recommendations for both the existing Village limits (Central area), including recently annexed lands, lands within the Village's urban service area, and lands within the Village's extraterritorial jurisdiction.

Central Area

Within the central area, this Plan generally proposes minor changes in the existing land use pattern, as depicted in Map 5. There are, however, new development opportunities on large sites on the east side of the Village and redevelopment opportunities on the south side. There is a strong recommendation to establish a clearly defined area of downtown development for the Village, which would place the downtown closer to the planned geographic center of the Village and provide better access via the two main thoroughfares to and through the Village.

Historic residential neighborhoods are planned to remain intact. Because increases in traffic along CTH N are likely to create pres-

sure for change in the character of the historic downtown and the neighborhoods along that route, the neighborhood directly surrounding the historic downtown and a few homes to the north along CTH N are designated for Planned Neighborhood. This will allow a wider range of land uses, including the conversion of older single-family homes into two- or three-flat apartments, while still preserving the character of the area. Intrusions of side-by-side duplex development and multi-family structures (other than two-flats and related configurations that already exist in this area) are not recommended. Rehabilitation and re-investment in the existing housing stock is the key to the long-term health of these historic neighborhoods.

The area surrounding the CTH N/I-94 interchange serves as an important gateway to the Village. A carefully arranged mix of Planned Office and Planned Industrial is planned in and near these areas, with logical transitions of Neighborhood Office, and higher-density residential development buffering existing and planned neighborhoods. Because development throughout these areas has strong visual exposure to I-94, aesthetic treatments for building design and materials, signage, landscaping, and streetscaping should reflect the fact that this development will establish the primary image of the community. Among the recommendations for these areas are strict landscaping requirements, coordinated signage policies, and complete pedestrian and bicycle accommodations. Strong bicycle and pedestrian facilities should be provided throughout this area, including under I-94, to ensure safe and convenient travel options to the rest of the Village.

Urban Service Area

The urban service area represents the land within which the Village has the legal ability to provide municipal water and sanitary sewer. New development within the current urban service area should be served with a full range of municipal services, particularly Village sewer and water service, and police and fire protection, urban storm sewer, and garbage and recyclables collection. Premature rural development on private well and septic systems

should not be allowed in these areas. The Village of Cottage Grove will seek expansion of the Cottage Grove Urban Service Area as needed from time to time to accommodate development needs.

Extraterritorial Jurisdiction (ETJ)

To effectively manage growth, this Plan identifies desirable land use patterns within the existing Village limits and in the unincorporated areas around the Village. Wisconsin Statutes specifically allow villages to prepare plans for lands both inside and outside their municipal boundaries.

Before land within the Village's ETJ is developed into urban uses in the future, only development that is of a rural or agricultural nature—at densities equal to or less than one dwelling unit per 35 acres—is recommended to continue. In the absence of binding intergovernmental boundary agreements, the Village should actively oppose other forms of development in its extraterritorial jurisdiction except in limited cases noted in this plan. The Village should also continue its policy of not extending sanitary sewer service and public water service into these areas, except to parcels annexing into the Village, or, per the conditions of a binding intergovernmental agreement that does not compromise the ability of the Village to grow its land area and tax base for the foreseeable future.

Implementing many of the land use recommendations of this Plan will be significantly aided by intergovernmental coordination and cooperation. Specific strategies to achieve this coordination and cooperation with neighboring jurisdictions are described in the Intergovernmental Cooperation chapter.

C. Explanation of Detailed Future Land Use Recommendations

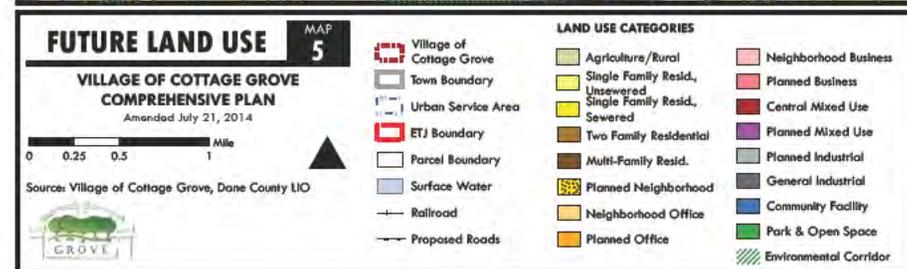
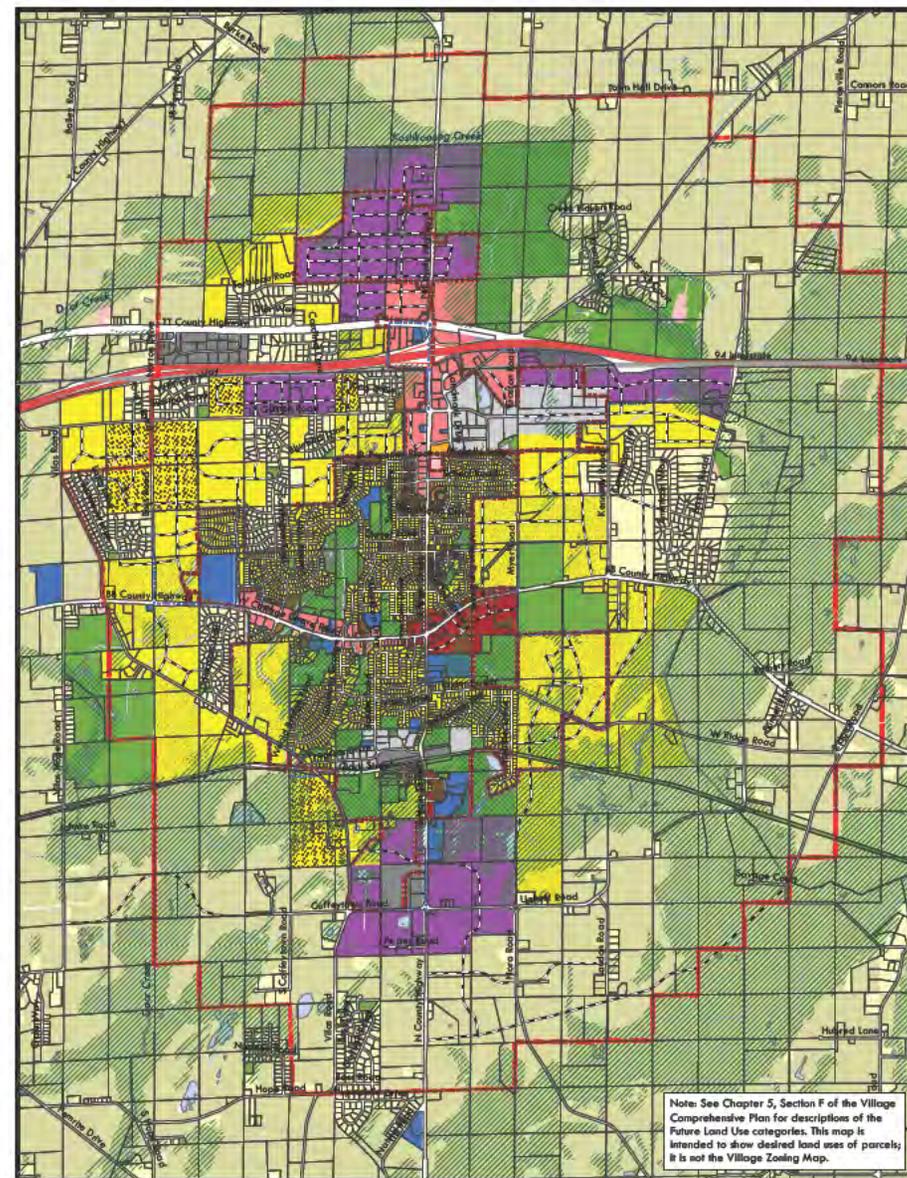
The Village's Future Land Use Map is intended as a Future Land Use Map for the planning area that includes guidelines for the Village based on the Village's own desires for future growth over the 20-year planning horizon, while respecting and reflecting the

plans of neighboring communities to the extent they are consistent with Village policies. While the future land uses represented on this map may reflect the Village's desired ultimate land use pattern for the planning area, they may not necessarily be in all places. In particular, given that the Comprehensive Plan (and Future Land Use Map) represents a 20-year vision for the future, certain lands currently designated as Agriculture/Rural on the Future Land Use Map may be more appropriate for non-agricultural development beyond the 20-year planning period, depending on the Village's longer-range growth intentions and needs.

Although this Plan has been designed to accommodate a future population in excess of official state population projections, it does not assume that all areas depicted on the Future Land Use Map will develop during the 20-year planning period. Instead, the Future Land Use Map shows those areas in and around the Village that are the most logical development areas, regardless of the absolute timing of development. This Plan does not specifically state or recommend when these areas will develop, although development should first be guided to areas that can be most efficiently served with urban services. The Village of Cottage Grove advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities – specifically the areas within the Village's current and future urban service area. The recommendations of this Plan are made independent of jurisdictional considerations, but absolutely require intergovernmental coordination and cooperation to be effective.

The Future Land Use Map and detailed written recommendations provided in this chapter will be used as a basis for all public and private sector development decisions.

The Future Land Use Map makes recommendations utilizing the categories described in the beginning of this chapter. The specific policies and programs associated with these categories are described in the following section and should be used in conjunction with the Future Land Use Map.





Agriculture/Rural

This future land use category is intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain eligibility for farming incentive programs. This designation focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 35 acres, in accordance with the density policy described below.

Large portions of land in the Village’s ETJ area, especially to the south and northeast, are planned for long-term agricultural use. Other lands at the periphery are identified as environmental corridor lands (this will be described in a subsequent section). Only development that is of an agricultural nature – at densities equal to or less than one dwelling unit per 35 acres – is recommended for these areas.

Nearly all of the land in this future land use designation should remain under the A-1 Exclusive Agricultural zoning district in the Dane County Zoning Ordinance. Rezoning to other zoning districts may be permitted where all applicable policies of this section are met and the proposal is in compliance with these policies and the Farmland Preservation Program requirement.

Policies and Programs:

1. Do not extend sanitary sewer service and public water to areas

in this future land use category until such time after annexation, when the Village determines that sewered urban development would be appropriate, or per the conditions of a binding inter-governmental agreement that does not compromise the ability of the Village to grow its area and tax base for the foreseeable future.

2. Permit residential homes at a maximum density of 1 home per 35 acres of contiguous single ownership, in addition to farmhouses existing prior to implementation of exclusive agricultural zoning.

The Village Board may allow density in excess of the above policy in cases where landowners are reallocating splits from non-contiguous properties under the same ownership, only when the Village Board determines the following criteria have been met:

- a. A positive recommendation is granted by the Plan Commission.
- b. The splits in excess of the 1 per 35 acre policy shall be accompanied by deed restrictions on non-contiguous parcels under the same ownership to prevent development of those parcels. Such deed restricted land shall provide open space or agricultural preservation that is deemed beneficial to the Village by the Village Board.
- c. The proposed splits in excess of the 1 per 35 acre policy shall be physically compatible with potential adjacent Village development that may occur in the future.

- d. The layout of the proposed lots in excess of the 1 per 35 acre policy shall strive to protect rural views, high quality farmland, and other natural features.
 - e. To the greatest extent possible, the layout of the proposed lots in excess of the 1 per 35 acre policy shall be designed such that they can be subdivided in the future to create a Village density (4 units per acre) development when urban services become available. This may include the requirement that easements are included for future road access and portions of lots are non-developable until urban services are present.
3. Where Village authority exists over land division and zoning, encourage the clustering of smaller individual home sites at a density of 1 per 35 acres of contiguous single ownership, as opposed to housing on 35+ acre lots.
 4. Allow commercial, industrial, mineral extraction, and telecommunication tower uses in existence before adoption of the Comprehensive Plan to continue. For new or expanded nonresidential uses, permit only those allowed under the applicable zoning district.
 5. The Agricultural Resources chapter of this Comprehensive Plan and Village subdivision regulations have additional policies and programs related to agricultural preservation in the Cottage Grove area. Not all lands designated as Agriculture/Rural are appropriate for permanent farmland preservation, as some may be required for urban growth and development beyond the 20-year planning horizon.



Single-Family Residential (Unsewered)

This Future Land Use category is intended for single-family residential development on private well and on-site waste treatment (septic) systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres. This area is mapped in limited areas where single-family residential development of this type has already occurred including “infill” sites between mostly developed areas or as advised by existing intergovernmental agreements.

This category is mapped in areas outside the municipal boundary, and is therefore subject to Town zoning. The Village district most comparable is the Rural Holding (RH) district.

Policies and Programs:

1. Allow land divisions in these areas where local zoning and Village subdivision ordinances allow for them.
2. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
3. Assure that new development in these areas does not impede the logical future extension of municipal utilities or Village growth.



Single-Family Residential (Sewered)

This future land use category permits groupings of single-family residences that are located in current or future Village limits, generally built on lots that are between 6,000 square feet and one acre in size, and served by a public sanitary sewer system. Small public and community facilities – such as parks, schools, churches, and stormwater facilities – may also be built within this category. This future land use category applies to areas of existing single-family residential development, areas that have approved plats for primarily single-family development, and other areas that due to physical or locational characteristics have been determined most appropriate for single-family residential development connected to a public sewer system.

Historic single-family residential neighborhoods surround the downtown area to the north and south. These neighborhoods are proposed to remain intact as Single-family Residential (Sewered) land uses. Because increases in traffic along CTH N are likely to create pressure for change in the character of the historic downtown and the neighborhoods along that route, the neighborhood directly surrounding the historic downtown and a few homes north along CTH N are designated for Planned Neighborhood (a separate land use category described later in this chapter) to allow a wider range of uses, including the conversion of older single-family homes into two-flat apartments, while still preserving the character of the area. Intrusions of side-by-side duplex development and multi-family structures (other than two-flats and related configurations that already exist in this area) are not allowed. Rehabilitation and re-investment in the existing housing stock is

the key to the long-term health of these historic neighborhoods.

The Village's Single-family Residential-4 (SR-4) and Historic Residential-9 (HR-9) zoning districts are appropriate for this future land use category. Single-family housing is also a permitted use in other zoning districts, such as Two-Family Residential (TR-8) and Multi-Family Residential (MR-10 and MR-12).

Policies and Programs:

1. Encourage the strengthening of existing neighborhoods through maintenance of the existing housing stock, creative reuse of vacant or under-utilized buildings, and infill on vacant parcels.
2. Encourage all proposed residential developments that do not provide adequate privately owned park and open space to dedicate land, or pay a fee in lieu thereof, for public parks, recreation, and open space acquisition or development.
3. Discourage high density residential (e.g. two flats, duplexes, apartments) or high density non-residential land uses (e.g. commercial and industrial uses) in Single-Family Residential (Sewered) areas.
4. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects.
5. Work with the local historical society and property owners to protect and celebrate historically significant residences within the community.

of lots are non-developable until urban services are present.

6. It is the Village's policy to discourage unsewered development in areas designated for Single-Family Residential (Sewered).
7. The Village Board may consider development in areas outside Village limits that are designated for Single Family Residential (Sewered) only when the following criteria are met:
 - a. Development is facilitated through an approved intergovernmental agreement, or via an established Town Transfer of Development Rights (TDR) program (as established prior to June 18, 2012).
 - b. Development shall result in the infill of existing subdivisions, per the Village Subdivision Ordinance.
 - c. Road and street layouts shall be consistent with Proposed Roads shown on the Village Future Land Use map.
 - d. The proposed maximum number of lots shall be determined by an approved intergovernmental agreement, or through the deed restriction of land in sending areas against future development via the formula of an established Town TDR program (as established prior to June 18, 2012). This deed restricted land shall provide open space or agricultural preservation which the Village Board deems to be beneficial to Village interests.
 - e. The proposed layout shall be physically compatible with potential future adjacent Village development. Proposed layouts shall preserve options for connectivity to future adjacent development, and the Town shall not restrict access or connection to these streets when adjacent Village development occurs.
 - f. Proposed layouts shall be designed to meet the requirements of Articles VII and VIII of the Village Subdivision Ordinance, related to design standards and required improvements.
 - g. To the greatest extent possible, the proposed layout shall be designed such that lots can be subdivided in the future to create a Village density (4 units per acre) development when urban services become available. This may include the requirement that easements are included for future roads and that portions



Two-Family Residential

This designation is primarily intended to allow groupings of duplexes that are in current or future Village limits and served by public sanitary sewer system. Single-family detached housing, attached single-family residences with individual entries (e.g., townhouses, rowhouses), and small public and community facilities – such as parks, schools, churches, and stormwater facilities – may also be built within this designation. Future two-family development is planned for existing platted infill lots, including all or portions of new neighborhoods.

New areas of two-family and multi-family development are recommended for lands north of Nightingale Lane, as well as for parcels north of the rail line and south of Progress Drive at the intersection of Clark Street and Vilas Road. Parcels south of the rail line and south and west of Vilas Road are also appropriate areas for this type of development. Maintenance of both the buildings and the grounds are important for the long-term stability of these areas. Image and upkeep is especially important for the units along CTH N, a key gateway into the community.

The Villages' Two-family Residential zoning district (TR-8), or PUD zoning, is most appropriate for these areas.

Policies and Programs:

1. Generally limit two-family residential zoning (TR-8) to no more than three consecutive, adjacent lots and not more than 1 lot out of 12 in most neighborhoods. However, this may increase when intended as a buffer to higher intensity uses such as a highway or commercial properties.

2. Residential infill opportunities should be pursued where feasible.
3. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects.
4. Discourage multi-family and duplex housing developments exceeding 5 acres in size, except condominiums.



Multi-Family Residential

This designation is intended for a variety of residential units focused on multiple family housing (3+ unit buildings), usually developed at densities that exceed six units per acre, within current or future Village limits, and served by a public sanitary sewer system. Single-family detached housing, attached single-family residences with individual entries (e.g., townhouses, rowhouses), and small public and community facilities – such as parks, schools, churches, and stormwater facilities – may also be within this designation.

The Villages' multiple family residential zoning districts (MR-10 and MR-12) are most appropriate for these areas. Two-family residential zoning may also be appropriate where the surrounding areas are predominantly single-family in character. Planned Unit Development zoning may also be appropriate in limited instances.

Policies and Programs:

1. Any multi-family residential development that abuts established lower density residential areas should be very carefully designed to minimize potential negative impacts on existing homes.
2. Discourage multifamily development projects exceeding 5 acres in size.
3. Discourage distances of ½ mile or less between multifamily developments.
4. Multi-family residential projects should be encouraged to meet

the following minimum standards:

- a. The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high-density housing.
 - b. Area schools must have sufficient capacity to accommodate new students who will live in the area.
 - c. The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
 - d. The area is adequately served by parks, open spaces, and civic facilities.
 - e. The existing utility system has sufficient capacity to serve the project.
5. Require site plan review and approval for all multi-family residential projects.
 6. The following design guidelines are recommended for all new or expanded multi-family residential development. A project should meet the following guidelines, described in greater detail in the Village's Zoning Ordinance, as enforced during the site plan review, conditional use, and planned unit development processes:
 - a. Large, monotonous building facades are undesirable and should be avoided when designing multi-family projects. Balconies, porches, stoops, garden walls, varied building and fa-

cade setbacks, varied roof designs, bay windows and similar design features are strongly encouraged in new multi-family residential project designs. Boring, box-like buildings that detract from the visual quality of the community should be avoided. In general, multi-family dwelling units should be designed so that they appear to be a grouping of smaller residential units.

- b. Garage doors and parking lots should be located so that they are not the dominant visual element of the project. All outdoor parking areas should be screened from public view.
- c. Large unscreened parking lots should be considered undesirable and should be broken up with landscaped islands and similar features.
- d. Landscaping should be provided in the following locations for all multi-family residential projects:
 - Along all public and private street frontages.
 - Along the perimeter of all paved areas (parking lots, walkways, driveways).
 - Along all building foundations.
 - Along yards separating land uses which differ in intensity, density or character.
 - Around all outdoor storage areas such as trash receptacles and recycling bins.
 - Around all utility structures or mechanical structures that are visible from public right of ways or less intensive land uses.
 - Within open areas of the site.
- e. Large, unarticulated parking garages are undesirable and should be avoided. When such structures are necessary to meet parking requirements, the facades of the structures should be broken up with foundation landscaping, varied facade setbacks or projections, and recessed garage doors. In no circum-

stances should such structures be highly visible from public right-of- ways or low-density residential areas.

- f. All parking lots should be directly linked to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.
- g. All multi-family projects should provide on-site open space areas that serve the needs of the project's residents. This encouragement may be waived in lieu of a parkland dedication fee if the project is located within a 5 minute walk (1/4 mile) of an existing public park or playground.
- h. Facilities for bicyclists (bike storage racks, bike paths, etc.) should be included in all multi-family designs.
- i. The architectural design of new multi-family units should be compatible with and fit the context of the surrounding neighborhood. This includes selection of building and facade materials, building height, building bulk, setbacks, window and door styles and placements, roof designs and colors.
- j. The size of the building shall be in scale with the neighborhood. Encourage projects comprised of 4-24 units.



Planned Neighborhood

This concept, indicated by the yellow with brown dots color pattern on the Future Land Use Map encourages a mix of dominant Single-Family Residential development (minimum of 65 percent of the dwelling units) integrated with well-designed, limited components of Two-Family Residential (maximum of 15 percent of the dwelling units), Multi-Family Residential (maximum of 20 percent of the dwelling units), Community Facility, Parks and Open Space, Neighborhood Office, and Neighborhood Business land uses as deemed appropriate by the developer, Plan Commission, and Village Board. Map 5 shows most of the planned peripheral development areas with access to major transportation corridors as “Planned Neighborhoods.”

The result of a detailed planning and design process for Planned Neighborhoods will be new neighborhoods which capture much of the charm and unique character of the best historic neighborhoods in the community – with the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of age groups, incomes, and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ “cookie cutter” street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-grained land use pattern with careful aesthetic planning is one of the critical factors in creating the lasting charm of historic villages such as Cottage Grove.

More specifically, Planned Neighborhood areas are intended to provide a highly planned mix of residential dwelling units and

density types; neighborhood-oriented shopping opportunities, such as a convenience store or small specialty grocery store, barber shop, bakery, or pharmacy; a range of employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. These neighborhoods should be connected to other neighborhoods by a network of streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).

The most effective approach to implementing Planned Neighborhood developments is to create a new Planned Neighborhood zoning district that allows a mixture of residential, neighborhood scale commercial (including home occupations), service, office, public and semi-public uses. Another option is to use the Planned Unit Development process to implement traditional neighborhood designs. This approach would rely heavily on the creative application of design and land use controls imposed on a customized basis for each planned development. A final, less desirable option would be to simply assemble conventional zoning districts and attempt to accomplish good neighborhood design through the platting and site plan review processes as development occurs.

Because increases in traffic along CTH N are likely to create pressure for change in the character of the historic downtown and the neighborhoods along that route, the neighborhood directly surrounding the historic downtown and a few homes north along CTH N are designated for Planned Neighborhood to allow a wider range of uses, including the conversion of older single-family

homes into two- or three-flat apartments, while still preserving the character of the area. Intrusions of side-by-side duplex development and multi-family structures (other than two-flats and related configurations that already exist in this area) are not allowed. Rehabilitation and re-investment in the existing housing stock is the key to the long-term health of these historic neighborhoods. This designation is intended to allow duplex development that is compatible with the historic fabric of this area; it is not intended to allow larger multi-family or commercial development. Redevelopment within this area does not require a Detailed Neighborhood Development Plan as outlined in Policy 6 below as this area will likely require infill or redevelopment on a lot by lot basis.

General Planned Neighborhood Policies and Programs:

1. Future development in this designation will be served by public sanitary sewer and water systems. Future development shall also comply with the Village's Stormwater Management ordinance, if in the Village limits.
2. Require the submittal of stormwater management and construction site erosion control plans for new developments.
3. The recommended net density of these areas should be within a range between 4-8 dwelling units per acre.
4. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a specific development proposal is offered for the site.
5. Development should accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. The composition of development types should reflect the existing mixture within the Village and promote neighborhoods that instill a sense of community with their design—including gathering places and parks and open spaces, pedestrian and bicycle access, small scale commercial and services, schools, and churches.
6. The ability to provide a sound design of such complexity will

require the use of Detailed Neighborhood Development Plans prepared by a developer or the Village, and ideally adopted as a component of the Village's Comprehensive Plan. Such plans shall specify land use mix, density, street layouts, open space, stormwater management, etc. All development in this land use district shall be guided by a Village-approved plan for the area. Detailed Neighborhood Plans should include the following elements: appropriate land use mix and density, street layouts, open space, stormwater management, recreation areas and reserved locations for Community Facility uses such as schools, churches, parks and trails.

7. Encourage use of innovative neighborhood design concepts, including the use of "Traditional Neighborhood Design" and "Conservation Design" in the detailed planning and development of Planned Neighborhood Areas. Design techniques include:
 - Reduced building setbacks that create a distinct sense of place and charming human scale by bringing buildings close to the sidewalk and street.
 - Use of picket fences, wrought iron fences, masonry walls, or hedgerows to define the outdoor space between the home and street and to create human scale spaces.
 - Use of front porches and stoops to encourage social interaction between neighborhood residents and to create visual interest in building facades.
 - Pulling back garages behind the front facade of the home as much as possible or placing the garage in the rear yard of the home with access from an alley, lane or parking court.
 - Use of public plazas, greens, and squares to provide focal points for the neighborhood, create visual interest, and generate highly prominent building sites.
 - Incorporate complementary vehicle and pedestrian

connections throughout the growth area and enhance opportunities to serve the area with alternative modes of transportation.

- Preserve environmentally sensitive areas and unique natural features.
- Design street layouts, buildings, and public open spaces that take advantage of vistas, neighborhood gathering places, and visual focal points.



Neighborhood Office

This future land use category may include residential, community facility, office, office-support commercial, and personal service uses which preserve the residential character through building scale, building appearance, landscaping and signage.

Two areas of Neighborhood Office are designated to the north of Gaston Road, flanking the east and west ends of an area of Planned Office. These Neighborhood Office uses are intended to serve the surrounding area and preserve the residential character of the surrounding neighborhood. It is essential that the site planning process for this area includes strict criteria concerning building scale and appearance, landscaping, and signage.

The Village's Neighborhood Office zoning district (NO) is generally the most appropriate to implement this future land use category.

Policies and Programs:

1. Require high quality development that is compatible with the scale, site arrangement, and architectural style of the adjacent residences and neighborhood.
2. Require that all projects submit and have approved detailed building elevations and site plans, showing parking, signage, landscaping, and lighting prior to development approval.
3. Consider the use of "build-to" lines and street-oriented customer entrances to encourage walking and neighborhood connections.



Planned Office

This future land use category includes high-quality indoor professional office uses; research, development, and testing uses; health care facilities and other community facilities; and support uses (e.g., day care, health club, bank). New development should have generous landscaping, no outdoor storage, modest lighting, and limited signage.

Planned Office land uses are recommended for 90 acres between Gaston Road and I-94 east of Mulhall Street, with strips of Neighborhood Office on each end acting as buffers to existing residential development. Because development throughout these areas has strong visual exposure to I-94, aesthetic treatments for building design and materials, signage, landscaping and streetscaping should reflect the fact that this development will establish the primary image of the community. Among the recommendations for these areas are strict landscaping requirements, coordinated signage policies, and complete pedestrian and bicycle accommodations. Planned Office development is also proposed along the east frontage of CTH N, south of Gaston Road. The interior portions of the Commerce Park are planned for a combination of high-quality office, research and high value light industrial uses.

Strong bicycle and pedestrian facilities should be provided throughout Planned Office areas, including under I-94, to ensure safe and convenient travel options to the rest of the Village.

The Village's Planned Office zoning district (PO) is generally the most appropriate to implement this future land use category.

Policies and Programs:

1. Market Planned Office areas for research, development, and testing uses; professional offices; and certain private community facility uses like medical centers.
2. Prohibit warehousing, assembly and manufacturing uses in the Planned Office designation unless the site is specifically designed to blend within an office/research setting.
3. Adhere to very high quality site and building design guidelines, and to local ordinances on other aspects of those projects like signage, landscaping, and lighting.
4. Avoid rezoning any area designated for Planned Office development until public sanitary sewer and water service is available and a specific development proposal is offered or the Village approves an overall development layout and covenants.
5. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
6. Support the continued development of Commerce Park as a high-end business park attractive to office and technology users.
7. Require site design and layout that considers the high degree of visibility from the Interstate, but minimizes intensive concentration of buildings and structures adjacent to Agricultural/Rural areas.
8. Incorporate site design and layout strategies to maintain the ru-

ral flavor of the area. This might include dark night skies lighting ordinances, abundant site landscaping, appropriately scaled signage, and buffering between potentially incompatible uses.

9. Require Stormwater Best Management Practices and low impact development strategies to minimize any adverse impacts to the watershed.



Neighborhood Business

This future land use category includes residential, office, and neighborhood supporting community facility and commercial uses which preserve the residential character through building scale, building appearance, landscaping, and signage. One area of Neighborhood Business development is specifically depicted in this Plan. Other Neighborhood Business areas may be established as components of Planned Neighborhoods. The area is located on the east side of Baxter Road. Low-impact neighborhood retail uses are appropriate for both of these areas. Because these areas are located within existing and planned neighborhoods, it is imperative that new developments must function within and as an integral part of their surrounding neighborhoods.

The Village's Neighborhood Business zoning district (NB) is generally the most appropriate to implement this future land use category.

Policies and Programs:

1. Require high quality development that is compatible with the scale, site arrangement and architectural style of the adjacent residences and neighborhood.
2. Require that all projects submit and have approved detailed building elevations and site plans, showing parking, signage, landscaping, and lighting prior to development approval.
3. Consider the use of "build-to" lines and street-oriented customer entrances to encourage walking and neighborhood connections.



Planned Business

This future land use category includes high-quality indoor retail, commercial service, office, health care, and community facilities on sites with generous landscaping, modest lighting, and efficient, effective signage. New developments and major expansions to projects should comply with the design standards included in this section.

Areas of existing Planned Business uses are currently located along CTH BB. New Planned Business areas are planned around the I-94 interchange at the north end of the Village.

In 2003, the Village determined to move ahead with the development of the Cottage Grove Interstate Commerce Park in the southeast quadrant of the I-94/CTH N interchange, west of Blackhawk Airfield. The northern and western edges of the Park, with their visual exposure to I-94 and CTH N are improved for Planned Business development which may consist of retail, high-quality office, and supporting land uses, such as quality restaurants, lodging facilities, and financial institutions.

Some areas of existing business within the Village are expected to be appropriate for façade improvements, redevelopment, or rehabilitation to comply more closely with the Planned Business category over time. These include the businesses and offices presently located at the intersection of West Cottage Grove Road and Westlawn Drive; and the older, highway-commercial and warehousing-style developments at the intersection of Main Street and Reynolds Street. This type of revitalization typically involves a re-investment in the building facade, as well as landscaping and sig-

nage. The long-term maintenance of buildings and landscaping, along with effective signage controls, are critical for the viability of these areas. In addition, new areas for development are proposed on the north side of the I-94 and CTH N interchange area, and along CTH N north and south of its intersection with School Road.

The Village's Planned Business zoning district (PB) is generally the most appropriate option for areas designated as Planned Business on the Future Land Use Map.

Policies and Programs:

1. The Planned Business uses around the interchange of I-94 and CTH N will serve as a "gateway" into the Village from other locations inside and outside of the region and reflect the image of the Village to passers-by. Due to this location, particular attention should be given to ensuring that development is of a high aesthetic quality.
2. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter of this Plan.
3. Avoid rezoning any area designated for Planned Business development until public sanitary sewer and water service is available and a specific development proposal is offered for the site.
4. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the pro-

posed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

5. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles.
6. Consider the relationship between development in the Planned Business areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
7. Encourage Planned Business development that occurs along major transportation corridors (e.g. Interstate 94 and CTH N, CTH BB) to contribute toward establishing and enhancing a positive image for the Village. The developments that are built along these corridors and surrounding interchange areas are highly visible to residents and visitors, and can help establish an attractive image for the Village.
8. Some strategies to encourage the appropriate design and layout of new development include:
 - Limit setbacks and encourage parking behind buildings to bring buildings closer to the corridor.
 - Encourage design, articulation, and layout that avoid monotonous strip development.
 - Coordinate land uses with future streetscape enhancements or roadway improvements.
9. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large scale retail, and mixed use development projects. For instance:
 - Encourage the use of canopies, awnings, and trellises or other design features to add visual interest to building facades.
 - Encourage the use of multi-planed, pitched roofs to

avoid the monotony of big box retail buildings.

- Encourage the use of roof overhangs, recessed entryways, and arcades.
- Encourage the use of high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Significantly limit, through adopted standards, the number of access drives along arterial and collector streets.
- Encourage new driveways to have adequate throat depths to allow for proper vehicle stacking.
- Encourage parking lots to be heavily landscaped.
- Encourage efficient high quality signage that balances commercial effectiveness with aesthetic considerations.
- The following design elements should be avoided in new commercial developments:
 - Avoid large, blank walls on visible facades.
 - Avoid unpainted concrete block walls.
 - Avoid monotonous “box like” structures.
 - Avoid inappropriate mixtures of unrelated styles and materials (e.g. rustic wood shingles and polished chrome).
 - Avoid unscreened outdoor storage, loading, and equipment areas.
 - Avoid poorly designed, unscreened parking lots.
 - Avoid the creation of an excessive number of driveway access points along arterial and collector streets.
 - Avoid the creation of inadequately designed drive-

ways (e.g. inadequate driveway throat lengths).

- Arrange commercial structures so that pedestrian areas and plazas are created on the site through the strategic placement of buildings and open spaces. Long, unbroken, or unarticulated strips of commercial structures are discouraged.
- Commercial sites should be designed to separate pedestrians, bicyclists and motorists, but provide for easy and safe connections between modes.
- Amenities such as benches, fountains, and canopy shade trees should be incorporated into commercial projects whenever possible.
- All loading facilities should be located behind buildings and should be screened from the view of public rights of way and adjacent properties.
- In multi-building commercial developments, all buildings should be linked with safe pedestrian walkways that are separated from vehicular traffic areas.
- Pedestrian linkages between adjacent commercial developments should be required.
- Use of common driveways which serve more than one commercial use should be encouraged, whenever possible.
- Driveways should be located as far as possible (a minimum of 175 feet as suggested by Dane County) from street intersections so that adequate vehicular stacking room is provided. The number of access points should be limited. Direct access onto arterial streets should be limited, or eliminated.
- In order to minimize conflicts between pedestrians and vehicles, parking lot areas should be designed so that pedestrians walk parallel to moving cars.

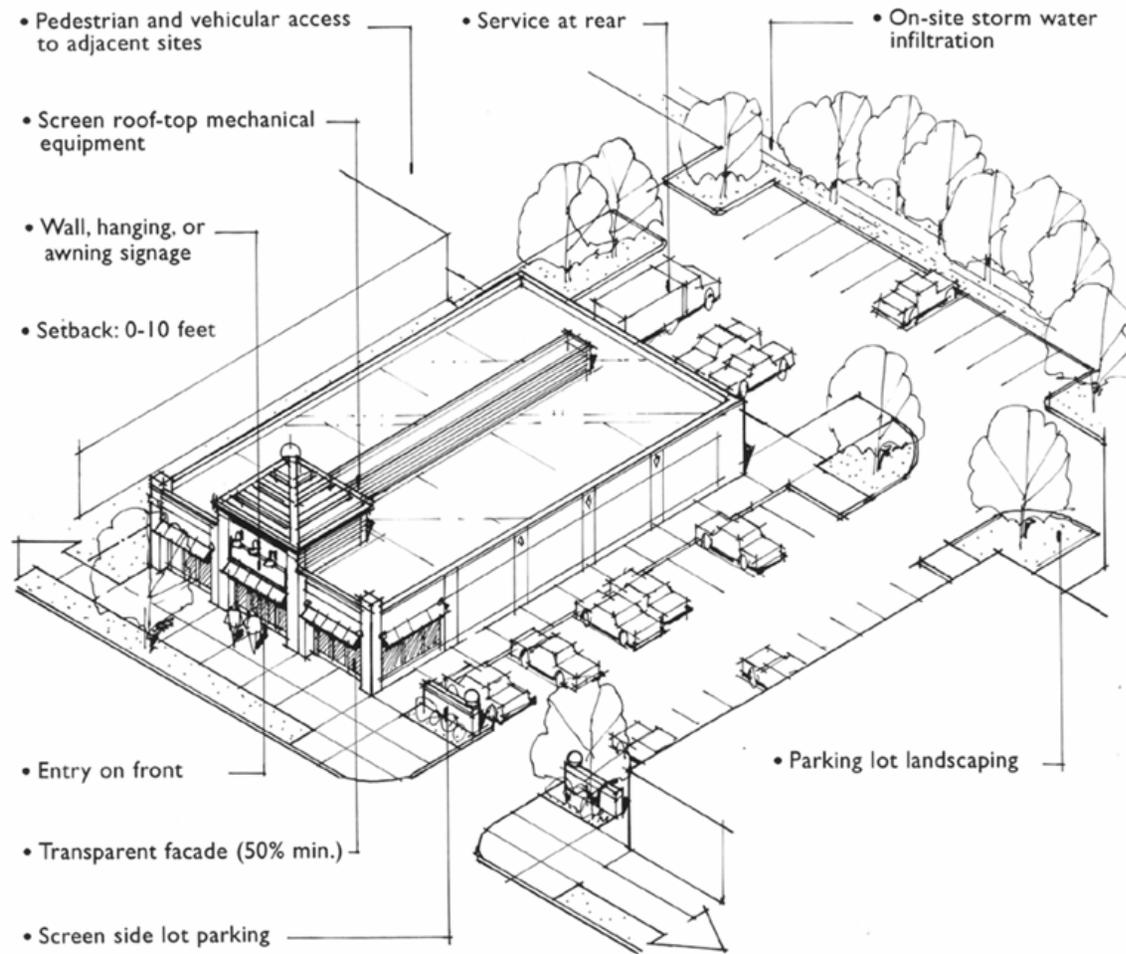
- Screens (hedges, berms, trees, and decorative walls) should be used to block the view of parking lots from public streets and adjacent residential uses.
- All outdoor storage areas should be screened from public view.
- All mechanical equipment should be screened from public view using either architectural elements or landscaping elements depending on the specific situation.

10. Large, bulky, box-like commercial structures should be avoided. The following design principles can be used to avoid box-like developments:

- Walls should vary in depth and/or direction.
- Buildings should be varied in height and broken up into distinct massing elements which respond to the building's urban design context.
- Building facades should be enhanced by the strategic use of color, creative arrangement of facade elements, or change in materials.
- Use landscaping and architectural detailing along building foundations to soften the visual impact of large buildings.
- Avoid blank walls at the ground floor levels. Utilize windows, trellises, arcades, varying materials or art features to break up large wall masses.
- All exterior walls should be architecturally treated.
- Signage should follow the requirements of the Village Sign Ordinance.
- All outdoor lighting should be shielded and all light should be confined on-site through the use of cut-off luminaries.

- Accessibility to pedestrians, bicyclists, and transit service should be carefully considered as commercial buildings are placed on the site. Extra deep building setbacks should be avoided.
- Where possible, parking lots should be placed behind buildings to lessen their visual impact on the community.

11. The Village will avoid speculative commercial rezonings on the fringes of the community in order to prevent the creation of unplanned and uneconomical strip commercial areas.
12. The Village will carefully consider the impact of proposed commercial rezonings on the economic viability of existing commercial areas before it makes a decision on a rezone request.



Source: Vandewalle & Associates



Central Mixed Use

The Village's planned "new" downtown, located around the intersection of CTH BB and CTH N, will create a strong central place for the community. Generally, the downtown will contain a mix of residential, office, service, commercial, financial, entertainment and community facilities. Specific future uses appropriate for Cottage Grove's new downtown area may include a library, day care center, urban park, senior housing, grocery store, theater, restaurants, centralized parking areas, open space corridors and nodes, and retail stores. Potential models for recent Central Mixed Use Area development in Dane County include Cannery Square in Sun Prairie and the DeForest Town Center.

The Central Mixed Use area should be arranged to promote a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale as described on the following pages.

The Village's Central Business District (CB) is generally the most appropriate option, although Planned Unit Development (PUD) zoning may also be appropriate for some redevelopment sites. The zoning ordinance should be amended as necessary to assure that development or exterior remodeling projects have to meet downtown design guidelines or otherwise receive Village approval before beginning.

The following land use descriptions elaborate on the desired building forms desired in particular areas within the Central Mixed Use area, as defined on Map 5A on the next page. Photo examples of appropriate building types can be found on page 66.

Urban Core

- mixed use - min. two story buildings with ground floor storefront space (for retail, office, community facility, or entertainment use) and no setback- required adjacent to public open space, and desired adjacent to intersection
- urban multi-family residential - min. two story buildings with no setback (ground floor residential that is configured to allow conversion to storefront preferred)

Urban Transition I

- any Urban Core building type commercial - one story, parking on-street and/or on side or rear of lot, outdoor seating areas encouraged where appropriate, high-quality building materials, minimal building setback

Urban Transition II

- any Urban Core or Urban Transition I building type
- rowhouse/townhouse - min. two story, minimal building setback, no garage doors facing the street

Multi-Family Residential

- any Urban Core, Urban Transition I, or Urban Transition II building type
- multi-family residential - deeper setbacks with front yards, minimal street facing garage doors

Preferred Land Uses

- Urban Core
- Urban Transition I

- Urban Transition II
- Multi-Family Residential

- Oak Street extension
- Internal site circulation



MAP 5A CENTRAL MIXED USE AREA PLAN Amended July 21, 2014

0' 50' 100'

CENTRAL MIXED USE AREA EXAMPLE BUILDING TYPES

Urban Core



left: Cannery Square mixed use building in Downtown Sun Prairie

right: Leopold Place Apartments in Smith's Crossing, Sun Prairie

Urban Transition I



left: Market Street Diner in Downtown Sun Prairie

right: small commercial building in DeForest Town Center, DeForest

Urban Transition II



left and right: examples of townhouse buildings, Sun Prairie

Policies and Programs:

1. See Map 5A for an example of the desired development pattern in this area.
2. Continue to apply downtown-oriented zoning rather than high-way commercial-oriented zoning.
3. Explore opportunities for public-private partnerships to encourage and facilitate downtown development – including the use of tax increment financing (TIF).
4. Encourage and retain community facilities in the downtown area, including the Municipal Building complex.
5. Attract and promote new events that will continue to draw people to the area (e.g. a farmers' market, festivals, and celebrations).
6. Preserve the architectural and historic character of the core downtown historic buildings.
7. Encourage commercial developments that are most appropriate for the downtown to locate there, rather than in other commercial districts in the Village.
8. Pay special attention to design and scale when considering approvals for new and renovated buildings in the downtown areas.
9. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment, and incentive strategies.



Planned Mixed Use

This designation advises a carefully designed blend of Planned Business, Planned Office, Planned Industrial, Multi-Family Residential, and/or Community Facility land uses in a pattern determined by the Village Board, as advised by the Plan Commission, through zoning and land division processes. Approvals for such projects should be granted only after submittal, public review, and Village approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans – usually as part of a Planned Unit Development. Areas of Planned Mixed Use development are intended as vibrant urban places that should function as community gathering spots. The figure on the following page generally illustrates suggested uses, designs, and characteristics of Planned Mixed Use development.

Planned Mixed Use is planned in three areas of the Village: (1) on the north side of the Village to the west of McCarthy County Park; (2) on the Village's east side and south of Interstate 94; and (3) at the intersection of CTH N and Coffeytown Road on the Village's south side. It is essential that these areas develop and redevelop according to high-quality standards, as they function as gateways into the Village.

The best option for future zoning of the lands in the Planned Mixed Use designation is often a Planned Unit Development zoning district. This district allows the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to Village approval of a specific plan for the project. Alternatively, the Village could create a new mixed use zoning category that could create standards unique for mixed use

developments. The third, least desirable, alternative is to apply a patchwork of traditional zoning districts (e.g., PB, MR-10) to areas under this designation. However, achieving the desired district character would be more difficult under this alternative approach.

Policies and Programs:

1. Encourage Planned Mixed Use developments in areas identified on the Future Land Use Map, featuring a mix of high-quality commercial retail, office and higher intensity residential development.
2. Encourage the design and planning of Planned Mixed Use developments in accordance with the following principles, and the illustrated Mixed Use Centers graphic on the following page:
 - a. Walking relationship between uses.
 - b. Regular street activity.
 - c. Multi-story buildings, generally with more active uses on the first floor.
 - d. Minimal front setbacks.
 - e. Buildings and sites designed for pedestrians.
 - f. Parking located on streets, to rear of buildings, and in structures where possible.
 - g. Building entrances oriented to the street.
 - h. Intensive landscaping.
 - i. Modest and coordinated signage.

- j. Pedestrian and bicycle accommodations, connecting with other locations in the Village.
- 3. A conceptual plan for proposals for Planned Mixed Use developments may be required to ensure that the objectives described in this Plan can be achieved.
- 4. Integrate multiple family developments with the fabric of the surrounding neighborhood through design, pedestrian connections, landscaping, and scale; rather than being designed as isolated enclaves.

MIXED USE CENTERS

Mixed Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services. Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street

Typical Mixed Use Center Land Uses:

- Multiple family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store



A Retail/Residential Above



B Retail/Office Flex Space



C Retail



D Multi-Family Residential



E Office/Residential Above



F Gas Station
2nd Floor Office
1st Floor in Back



Vandromb & Associates
Village, Wisconsin
7/2011



Planned Industrial

This future land use category includes high-quality indoor manufacturing, warehousing, distribution, office, research and development, and support (e.g., day care, health club, bank) uses with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the design standards described below.

This Plan shows Planned Industrial in the north side of the Village in the Commerce Park development – generally the interior portions of this business park. Planned Industrial is also shown between CTH TT and I-94. These properties are currently located within the Town of Sun Prairie and are zoned C-2 Heavy Commercial under the Dane County Zoning Ordinance. In recognition of the long-standing zoning and development pattern established in the immediate vicinity, this area was held by the Plan Commission and Village Board to be a unique area of infill non-residential development, and was allowed to plat under the provisions of the Village’s extraterritorial land division regulations. Planned Industrial development is also shown on the south side of the Village, just north of the rail line.

Successfully managing neighborhood impacts of Planned Industrial uses is critical. This can be achieved, in part, by stabilizing and beautifying the edges of these areas. The Future Land Use Map shows a “green” buffer between the Planned Industrial area at the south end of the Village and areas of residential neighborhoods. As opportunities for reinvestment and redevelopment occur, building facades exposed to the public view, including loading docks and storage areas, should be improved in their ap-

pearance. The use of high quality building materials, improved window treatments, high quality loading and storage screening devices, and landscaping is strongly recommended.

The Village’s Planned Industrial (PI) is generally the most appropriate to implement this future land use category.

Policies and Programs:

1. Market Planned Industrial areas for light manufacturing and assembly, warehousing, and office-related development. Discourage heavy industries that would either place excessive demand on municipal utilities or create environmental hazards.
2. Designate truck routes and provide truck and employee access to Planned Industrial areas to prevent unnecessary truck cut-through traffic in residential areas.
3. Require preservation of a minimum 100 foot wide landscaped and bermed buffer along the northern edge of the industrial area along Progress Drive to minimize any potential adverse impacts of situating industrial adjacent to the residential development to the north. The berm should be sized and designed to minimize the impact of noise, odor, light, vibrations, and parking and loading areas on adjacent residences. There should not be road access between this future industrial area and neighboring residential areas.
4. Encourage new business location in the Commerce Park area.
5. Encourage the relocation of older industrial uses that have outgrown their present sites or that are located in predominantly

residential areas to one of the Planned Industrial areas.

6. Avoid rezoning any area designated for Planned Industrial development until public sanitary sewer and water service is available and a specific development proposal is offered or the Village approves a business/industrial park layout and covenants.
7. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
8. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. For instance:
 - In situations where industrial uses abut non-industrial uses, screening should be provided. Hedges, evergreen trees, berms, decorative fences or a combination of these screening elements should be used to satisfy this encouragement.
 - Long, monotonous industrial building facades should be avoided by varying building setbacks and placing vegetation in strategic locations along foundations.
 - Parking lots for industrial uses should be screened from the view of public right of ways and non-industrial uses. Large parking lots (i.e. employee parking areas or truck parking areas) should not be located between the building and the public right of way. Smaller parking lots (i.e. visitor parking lots) may be located in front of the building however, such lots should be well screened from public right of ways and non-industrial uses.
 - Pedestrian walkways should be separated from vehicular traffic and loading areas.

- Industrial projects should be designed so that vehicles servicing the site should be able to move from one area of the site to another without re-entering a public street.
- Public streets should not be used for parking trucks associated with the operation of industrial facilities. Truck loading and staging activities should not be allowed within public streets.
- Loading areas for industrial uses should be located at the rear of buildings and should be screened from the view of public rights of way and adjacent non-industrial uses.
- All outdoor storage areas should be screened from public view using berms, hedges, decorative walls or decorative fences. The height of such screens should be determined by the height of the material being screened. Outdoor storage of materials or products should only be allowed as a conditional use.
- All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) should be screened from public view. This includes roof-top equipment and equipment on the ground.
- The following design elements should not be allowed in new industrial developments:
 - Large, blank unarticulated wall surfaces.
 - Unscreened chain link fences and barbed wire.
 - Non-architectural facade materials such as untreated exterior cement block walls and metal siding with exposed fasteners.
 - “Pole barn” type metal or wood buildings.



General Industrial

This future land use category may include indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage. The existing industrial area focused along the rail corridor on the south side of the Village is proposed to remain, and is generally reflective of the General Industrial category. Adjacent to these existing industrial facilities is a Planned Industrial area along this portion of the rail corridor. Another industrial area proposed to remain, and generally reflective of the General Industrial category, is the Landmark Cooperative located on CTH N at Coffeytown Road. The Village existing General Industrial (GI) zoning district is appropriate for this future land use category.

Policies and Programs:

1. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
2. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices, and landscaping.
3. Ensure that future General Industrial development is appropriately buffered from existing and planned residential development areas.
4. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, outdoor storage, and lighting.

5. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, exterior building materials and colors, signage, landscaping, and lighting prior to development approval.



Community Facility

This designation includes large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. Future small-scale community facility uses may be located in areas planned for residential, business, office, industrial, mixed, or traditional neighborhood uses, while larger-scale community facility uses should generally be avoided in planned residential or Planned Neighborhood areas.

A number of existing Community Facility areas are scattered throughout the Village; these include the new Glacial Drumlin School, municipal buildings, and churches. These uses are planned to remain at their present locations with no recommended changes. They will remain very important in establishing the character of Cottage Grove over the planning period.

Several of the Village's zoning districts allow Community Facility uses, mainly as conditional uses.

Policies and Programs:

1. Require and review a detailed site and operations plan before new or expanded Community Facility uses are approved.
2. Community Facility uses such as schools, churches, and civic buildings should be allowed as conditional uses in all zoning districts.
3. Continue to work with the Monona-Grove School District to coordinate uses and activities on District-owned land.
4. Work with the Public Works Department, Police Department, Volunteer Fire Department, Deere-Grove Emergency Medical

Services Department, and other providers of Village services on accommodating their future needs, as described in greater detail in the Community Facilities and Utilities chapter.

5. The proposed use should not have a negative effect on existing traffic flows and volumes in the surrounding neighborhood. The existing street system must be adequate to meet increased traffic associated with the project.
6. Existing residential uses should be adequately buffered from the Community Facility use via the use of decorative fencing, vegetative screening, berms, or similar features.
7. Existing Community Facility uses should work with the surrounding neighborhood to discuss potential long-term expansion plans and how these plans would impact the area. Pre-identified Community Facility expansion areas should be delineated by institutions whenever possible to minimize the potential for future land use conflicts.
8. As a general rule, Community Facility uses should not generate on-street parking in residential neighborhoods. All parking needs for Community Facility uses should be met on-site.
9. Community Facility uses should be designed to be easily served by transit vehicles to retain options for transit in the future.



Extraction & Disposal

This Future Land Use category is intended for quarries, gravel pits, clay extraction, waste disposal sites and related land uses. Lands within this Future Land Use category may be converted to recreational and open space uses in the long-term or other land uses if detailed reclamation or other plans have been approved by the Village. There are no areas within the Village's planning area that are mapped within this Future Land Use category, however should extraction and disposal uses be proposed in the Village's planning jurisdiction, the following policies will be enforced.

The appropriate zoning districts of the Towns within the Village's extraterritorial jurisdiction. Upon site reclamation, a variety of zoning districts may be appropriate depending on the intended long-term use of the site.

Policies and Programs:

1. Require uses mapped as Extraction and Disposal to go through appropriate approval/permitting processes, including the preparation and approval of site operations plans and a site reclamation plan. The following should also be addressed:
 - Compatibility with surrounding uses, or if in an area identified for urban expansion in this Comprehensive Plan, compatibility with planned uses likely within the planning period.
 - Preservation of existing natural features, particularly rare or sensitive habitats, to the extent practical.
 - Detailed plans for landscape buffering and screening

of areas being actively mined.

- Location and design of any structures.
 - Storage of mined materials and machinery should be located to minimize the impact on surrounding property.
 - Road and driveway surfacing that will prevent damage, erosion, dust, and maintenance of local roads.
 - Hours of operation should be limited, particularly times for blasting.
 - Stormwater management and erosion control measures should be carefully managed to prevent excessive harm to adjacent topography, vegetation, and water quality.
 - Duration of operations, particularly for a short-term or temporary operation.
 - All additional requirements under Wisconsin NR 135.
2. Non-metallic mining may be an appropriate short or long term use in the Agriculture/Rural future land use category. Consideration should be given to the geographic extent and location of the operations and whether it is likely to impede logical future development.
 3. The Village should carefully weigh extraction activities within its extraterritorial jurisdiction, ensuring that even short-term operations will not impede logical future development of the

Village.

4. Consider sites in other future land use categories for non-metallic mining activities, pending those uses meeting standards and being granted approval by the Plan Commission and Village Board. Within these areas:

- Non-metallic mineral extraction will be considered on a case by case basis.
- Mining should be limited to temporary and short-term operations.
- Impacts to surrounding properties from extraction activities, including drilling, blasting and crushing, should be considered.
- The Village should ensure that it has strong controls over the time/duration and extent of operations, and processing.
- The Village should ensure that the reclamation plan is reflective of, and realistically leading to the future land use indicated by this Comprehensive Plan (e.g. future residential, recreational, commercial or industrial development).

5. When preparing and updating reclamation plans for areas mapped in this future land use category, consider and implement appropriate measure to safely prepare these sites for its long-term use (i.e. future residential, recreational, commercial or industrial development sites).



Parks & Open Space

The Public/Private Parks and Open Space future land use category is mapped over all publicly owned preserved lands, such as Village parks and the McCarthy County Park.

Policies and Programs:

1. Follow the recommendations of the Village's Park and Open Space Plan for parks and recreational features. Some of the key recommendations are included in the Utilities and Community Facilities chapter of this Plan.
2. Require the creation of landscaped bufferyards consistent with the Village's zoning ordinance. Generally, a minimum dimension of 100 feet wide between potentially incompatible land uses is recommended.
3. Focus preservation, protection, and enhancement of open spaces and conservancy areas along drainageways and other environmentally sensitive-areas to the extent possible.
4. Maintain a system of trails and pathways so that all residential neighborhoods will have safe and efficient pedestrian and bicycle access to parks, schools, neighborhood commercial districts, public open spaces, and conservancy areas.
5. Strive to provide neighborhood parks within safe walking distance of all residential neighborhoods. One-quarter mile is a preferred walking distance, with maximum distance of one-half mile between residences and neighborhood parks.



Environmental Corridors

Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, natural resources, and endangered or threatened species habitat intended for long-term open space. A detailed definition of Environmental Corridors is included in the Natural Resources chapter. Usually Environmental Corridors are also subject to wetland, floodplain, or shoreland zoning rules. The Village's Lakeshore Overlay, Drainageway Overlay, Woodland Overlay, and Steep Slope Overlay zoning districts cover some of these features.

Policies and Programs:

1. Prohibit new building development in Environmental Corridors wherever possible.
2. Where development is proposed in or near mapped Environmental Corridors, determine the exact boundaries of the Environmental Corridor based on the features that define those areas. These lands may be considered for more intensive uses if (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Environmental Corridor is not actually present, (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist, or (3) a mapping error has been identified and confirmed.
3. Where compatible with natural resource and farmland preservation objectives, permit within Environmental Corridors passive cropping, grazing, and passive recreational activities such as trails and athletic fields.

4. Work collectively with surrounding and overlapping governments and non-profit agencies on the preservation and enhancement of Environmental Corridors.
5. Enforce Lakeshore, Drainageway, Woodland, and Steep Slope zoning ordinances.
6. Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.

H. Smart Growth Areas

Wisconsin's Comprehensive Planning law requires that communities identify "Smart Growth Areas" in their comprehensive plans. Smart Growth Areas are defined as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal state, and utility services, where practical, or that will encourage efficient development patterns that are contiguous to existing development and at densities which will have relatively low municipal, State, and utility costs." The Village's Plan designates Smart Growth Areas as the following:

- Creation of a new Village "downtown" designated as Central Mixed Use on the Future Land Use Map.
- Continued revitalization, redevelopment, and infill along existing commercial corridors, such as Cottage Grove Road (CTH BB) and Main Street (CTH N).
- More efficient, urban residential development, infilling between rural subdivisions.
- A Planned Mixed Use area on the south side of the Village.
- Re-use of the Blackhawk Airfield for Planned Mixed Use Planned Industrial, and Planned Neighborhood development.
- Residential, commercial, office and industrial "infill" in portions of the Village already served by utilities and services, particularly the northern portion of the Village.

Strategies for developing and redeveloping these areas are outlined in the Economic Development chapter of this Comprehensive Plan.

I. Existing and Potential Future Land Use Conflicts

The dynamic growth and complex intergovernmental context of the Cottage Grove area has the potential to create land use conflicts that center on the type and pace of development; provision of utilities and services to development areas; and decisions re-

garding future jurisdictional boundaries. In large part, existing and potential future land use conflicts that are intergovernmental by nature can and should be addressed through intergovernmental cooperation in planning and decision-making, and intergovernmental agreements where necessary and appropriate. These issues are discussed in greater detail in the Intergovernmental Cooperation chapter.