City Council Action Request

Meeting Date: 8/1/2018

Department: Community Development

Agenda Category: Consent Agenda

Title: Draft 2040 Comprehensive Plan - Authorize Distribution

Staff Recommendation:
Adopt Resolution 2018-097 authorizing the release and distribution of the Draft 2040 Comprehensive Plan to neighboring jurisdictions and affected governmental units for review as required in MN Statute 473.858; Subdivision 2.

Budget Implication: N/A

Attachments:
- 2040 Comp Plan CC Memo.tif: 37.37MB
- 2040 Comp Plan Resolution.tif: 4.59MB
- 2040 Comp Plan PC Minutes Excerpt.tif: 40.59MB
- 2040 Comp Plan Chronology.tif: 27.85MB
- 2040 Comp Plan Concept Plan 65th & Hinton.tif: 17.81MB
- 2040 Comp Plan Concept Plan 70th & Keats.tif: 27.03MB
TO: Honorable Mayor and City Council
Charlene Stevens, City Administrator

FROM: John McCool, Senior Planner

DATE: July 25, 2018

RE: 2040 Comprehensive Plan Update – Authorization to Distribute Draft 2040 Comprehensive Plan to Adjacent and Affected Jurisdictions

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**Introduction**

The City Council is requested to authorize the distribution of the City’s proposed Draft 2040 Comprehensive Plan to neighboring jurisdictions and affected governmental units for review.

**Background**

The Metropolitan Land Planning Act (§473) requires the Metropolitan Council to create regional plans and policies to guide growth and manage regional systems for transportation, aviation, water resources, and regional parks. The law also requires local governments to update their comprehensive plans at least once every ten years. Under the law, the Metropolitan Council reviews local comprehensive plans to ensure they are in accordance with the overall framework provided by the regional plans. The review helps determine how a community’s planned actions relate to the interests of the whole region over the long term. It helps ensure that costly public infrastructure, like roads and sewers, are built in an economical and coordinated fashion, so that user fees and tax dollars are spent wisely.

The purpose of the Comprehensive Plan is to establish the policies that guide the future physical and community development within Cottage Grove. The City’s Comprehensive Plan identifies general areas in the community where commercial, residential, industrial, and open space land uses will be allowed. Related to these land uses, the City provides plans, objectives, and policies indicating how growth areas will be served by City services, such as roads, sewers, water utilities, and parks and open spaces. The overall goals and policies set the direction for Cottage Grove’s future growth.

When the Planning Commission and City Council evaluate private development projects, the Comprehensive Plan will be resourceful to insure projects are consistent for the future orderly growth in the community and help with the City’s budgeting process. In addition to identifying local community goals, the 2040 Comprehensive Plan reflects the adopted regional policies in the Metropolitan Council’s system and policy plans. Local planning efforts are linked to the larger regional infrastructure of parks and trails, road networks, and wastewater infrastructure, and the City’s plan must conform to the regional vision.

Communities adopt different approaches to developing and implementing their Comprehensive Plans. Some plans include a great amount of detail with specific implementation timelines, while other plans focus more on general goals and policies. The Cottage Grove 2040 Comprehensive
Plan establishes a vision for the community with supporting goals, and recognizes the need to develop specific implementation strategies after adoption.

On May 16, 2018, the City Council adopted Resolution 2018-080 requesting from the Metropolitan Council additional time to complete the comprehensive plan preparation, review, and update obligations. The Metropolitan Council at its January 10, 2018, meeting authorized its staff to administratively review and grant extensions if extension requests are submitted by May 31, 2018. The City’s request for an extension and Resolution 2018-080 were accepted by the Metropolitan Council. The final 2040 Comprehensive Plan must be submitted to Metropolitan Council before April 1, 2019.

Planning Commission Recommendation

The Planning Commission held the required public hearing on the draft 2040 Comprehensive Plan at their meeting on May 29, 2018, and they unanimously recommended approval of the draft plan with no changes. Public testimony was received at the public hearing. An excerpt from the approved May 29, 2018, Planning Commission minutes is attached.

City Council Workshops

The City Council held a workshop regarding the draft 2040 Comprehensive Plan update on June 20, 2018. An explanation of “mixed-use” and examples of mixed-use development were presented. The City Council focused primarily on the future land use designations for land at the 65th Street/Hinton Avenue intersection, 70th Street/Keats Avenue intersection, and southeast of the 85th Street/Geneva Avenue intersection. Other areas discussed were the Langdon Neighborhood, Mississippi Dunes Links Golf Course, and how mixed-use zoning regulations could be drafted to effectively implement the overall objectives for possibilities to integrate commercial, medium density, and high density residential land uses. Minor changes were also suggested for the transportation table, Parks Element, Utility Staging Map, park inventory, general labeling on maps and exhibits, and photographs. The City Council instructed staff to prepare a land use concept plan for the southwest corner of the 65th Street/Hinton Avenue intersection and east of the 70th Street/Keats Avenue intersection.

At the July 18, 2018, City Council workshop, Council reviewed and discussed the area of land southeast of the 85th Street/Geneva Avenue intersection and the concept land use plans prepared by Stantec for the 65th Street/Hinton Avenue intersection and 70th Street/Keats Avenue intersection. For the discussion concerning the land use concept plan for the 70th Street/Keats Avenue intersection, Councilmember Dennis recused himself from the discussion. Other Councilmembers modified the plan by replacing the mixed-use and high density residential land use designations at the Jordon Avenue/Keats Avenue intersection with medium density residential and replacing the medium density residential land use with high density residential use for that area south of Jordon Avenue, between 1/4 - 1/2 mile east of Keats Avenue.

No changes were made to the concept plan for the southwest corner of 65th Street and Hinton Avenue. These concept plans are shown on the next page.
The City Council also changed the “rural” land use designation for the two existing rural estate properties south of 85th Street and east of Geneva Avenue, the 28.21 acre parcel owned by MN Pipeline, and the 61.91 acre parcel owned by St. Paul Park Refinery from “industrial” to “low density residential”. No other changes were made to the 2040 Future Land Use map.

**Adjacent and Affected Jurisdictions**

Upon City Council authorization to distribute the draft 2040 Comprehensive Plan, the 2040 Comprehensive Plan will be sent to neighboring jurisdictions and affected governing bodies for review. The Comprehensive Plan cannot be officially approved by the City until after these entities have an opportunity to review the draft plan and provide comments. The City is required to give them up to six months to review the plan, but these neighboring communities and agencies will respectfully be asked to complete their review within 90 days. A list of the suggested adjacent and affected jurisdictions suggested by Metropolitan Council is shown below.
At the end of the comment period, the City Council will review the comments, make any final changes, and then forward the approved 2040 Comprehensive Plan to the Metropolitan Council for review. The City Council's approval of the final plan is tentatively scheduled for the December 2018 to January 2019 timeframe.

**Draft 2040 Comprehensive Plan**

The draft 2040 Comprehensive Plan is required to conform to the system statements and regional policies set by the Metropolitan Council. City staff and consultants have made an effort to address the Metropolitan Council requirements to ensure that the plan is accepted by the Metropolitan Council. At this time, staff does not anticipate any problems with conforming to those requirements.
Chapters 1 through 10 include a general statement at the beginning of each chapter and is supported by background data, policies, and strategies that are designed to advance the goals and policies for the overall City vision. The appendices are primarily used for technical reports and plans required by the Metropolitan Council.

The 2040 Comprehensive Plan is divided into the following chapters and appendices:

1. Community Growth and Vision
2. Land Use
3. Housing
4. Historic Preservation
5. Parks and Open Space
6. Transportation
7. Water Resources
8. Economic Development
9. Resilience
10. Implementation

Appendix A – Market and Development Context
Appendix B – Critical Area Plan

Conclusion

While preparing the Comprehensive Plan is a significant undertaking, it is only the first step in the planning process. After the plan is officially adopted, the City is required to review and update its official controls within nine months to bring the City’s ordinances into conformance with the 2040 Comprehensive Plan.

Once comments are received, an update to the plan might be needed. The tentative schedule and key next steps for completing the 2040 Comprehensive Plan process are:

- November-December 2018 – Present the draft plan, comments received, and responses to the comments to the 2040 Comprehensive Plan Steering Committee and Planning Commission.
- December 2018 or January 2019 – The City Council will be asked to formally approve the 2040 Comprehensive Plan.
- February or March 2019 – Submit the approved plan to the Metropolitan Council for review.

If there are any edits or corrections needed in the plan, those can be included with the authorization to release the plan for review. The City Council is encouraged to provide any minor edits or corrections to staff prior to the meeting. If there are any unresolved concerns, please feel free to contact staff prior to the meeting.
Recommendation

Approve the resolution authorizing the release and distribution of the Draft 2040 Comprehensive Plan to neighboring jurisdictions and affected governmental units for review as required in MN Statute 473.858; Subdivision 2.

Attachments:
- Resolution Authorizing Release of the 2040 Comprehensive Plan for Comment
- Excerpt from the Planning Commission’s approved May 29, 2018 meeting minutes
- 2040 Comprehensive Plan Chronology
- Concept Plan for 65th Street/Hinton Avenue (dated July 13, 2018)
- Revised Concept Plan for 70th Street/Keats Avenue (dated July 26, 2018)
CITY OF COTTAGE GROVE, MINNESOTA  
CITY COUNCIL  
RESOLUTION 2018-XXX  

RESOLUTION AUTHORIZING THE RELEASE OF THE DRAFT 2040 
COMPREHENSIVE PLAN UPDATE TO NEIGHBORING JURISDICTIONS 
AND AFFECTED GOVERNING BODIES FOR REVIEW

WHEREAS, Minnesota Statutes section 473.864 requires local governmental units to review and, if necessary, amend their entire comprehensive plans and their fiscal devices and official controls at least once every ten years to ensure comprehensive plans conform with metropolitan system plans and ensure fiscal devices and official controls do not conflict with comprehensive plans or permit activities that conflict with metropolitan system plans; and

WHEREAS, Minnesota Statutes sections 473.858 and 473.864 require local governmental units to complete their “decennial” reviews by December 31, 2018; and

WHEREAS, the City Council, Planning Commission, 2040 Comprehensive Plan Steering Committee, the My Future Cottage Grove Housing Focus Group, and Bike and Pedestrian Focus Group participated in the preparation of a draft Comprehensive Plan update intended to meet the requirements of Minnesota Statutes and the Metropolitan Council guidelines; and

WHEREAS, the Cottage Grove Planning Commission conducted a public hearing on May 29, 2018, relative to the adoption of the Comprehensive Plan; and

WHEREAS, the Planning Commission has considered the Comprehensive Plan and all public comments, and thereafter submitted its recommendations to the City Council; and

WHEREAS, based on its review of the 2040 Comprehensive Plan and Planning staff and City Council recommendations, the Cottage Grove City Council is ready to authorize the distribution of the document to neighboring jurisdictions and affected governing bodies as listed by the Metropolitan Council for review.

NOW THEREFORE BE IT RESOLVED, the City Council of the City of Cottage Grove, County of Washington, State of Minnesota, directs City staff to distribute the 2040 Comprehensive Plan to neighboring jurisdictions and affected governing bodies for review.

Passed this 1st day of August, 2018.

__________________________________________
Myron Bailey, Mayor

Attest:

__________________________________________
Joe Fischbach, City Clerk
6.3 2040 Comprehensive Plan – Case CP2018-036

The City of Cottage Grove is holding the public hearing on the draft 2040 Comprehensive Plan.

Phil Carlson, Stantec, summarized the draft 2040 Comprehensive Plan.

McCool provided information on the public hearing and the mailing of notices. He stated that he received emails from three property owners requesting that their land use be changed. He recommended that the Planning Commission approve the draft 2040 Comprehensive Plan.

Brittain opened the public hearing.

Richard Leicht, 6192 65th Street South, stated when he bought his house 15 years ago it was zoned for rural residential with a 1.5 acre minimum lot size with well and septic and in the 2030 plan it went to low density residential and now there could be townhouses across the street. He asked how this process works. Levitt stated that when the resident bought the property, it and the surrounding properties north of 65th Street was guided for low density. With the extension of Goodview Avenue and 67th Street for the new middle school, based on the residential growth pattern, the medium density designation is being proposed. It is for the Planning Commission to consider if medium density is the correct land designation for that area. Leicht stated that he is not necessarily complaining about that but it could affect his property value. He asked why he did not get a letter notifying him of this hearing. McCool responded that the City sent letters only to properties where the land use was going to change. He pointed out the location of Leicht’s property, which is designated in the 2030 plan as low density residential, does not change in the 2040 plan.

Brittain explained the process for updating the comprehensive plan, which is done approximately every ten years.

Rodney Naseth, 8330 75th Street South, is here as President of USW Local 1114 that is located at 8839 96th Street. He stated that they recently changed their board and the day he took office as President was the day they received the public hearing notice for the Langdon Village development. They were surprised to see that their union hall and historic Langdon School House do not exist in the future plan. He spent considerable time after that meeting talking with Herb Japs, Chair of the Advisory Committee on Historic Preservation, about historic preservation. He then explained that the building provides a service to the community where approximately 20 self-help groups meet in their facility. Those groups benefit from having a tranquil area to meet. He believes the changes proposed for this area needs re-evaluation. He asked the Planning Commission to look again at that this area, noting that additional housing would take away the tranquil atmosphere.

Leslie Sievert, 9747 Miller Road, stated that Langdon was guided for mixed use in the 2030 plan and in 2040 it is still mixed use and asked why high density housing is allowed. Carlson stated that high density is allowed in mixed use. Sievert stated that there is no other area in
the city like Langdon, which is like a little town. She stated that the residents in that area will be sacrificing for others. It is not fair as they have lived there for 25 years and the City has done absolutely nothing to Langdon including road work, and then because there will be high density, the roads will be improved. She wants the area to be kept the way it is or adding low density residential but not high density.

Patricia Hajney, 9675 Miller Road South, stated that they moved to the Langdon area over three years ago to keep their children in the city but have an outside feeling. Her biggest concern is bringing more people to a small village and what it could do to their property values, their home situation, their taxes, and everything else that goes along with development. She wants the area to stay the same and asked that the City try to figure out a way to leave Langdon the way it is.

Gary Peterson, 8782 96th Street South, believes there is about 12 houses in that area. He does not want a four-story apartment building complex in Langdon that would add a lot more traffic. The City has done nothing in that area until this proposal. He doesn’t understand why they want to develop something. He can understand single-family homes going in but not high density.

Nick Florin, 9815 Miller Road, stated that he purchased his seven acres in the Langdon area so they could stay in Cottage Grove but have some land. If he would have known that there could be a big development project before he bought the property, he never would have moved there. He would have moved to another rural area that wouldn’t have development.

Levitt provided information on the underlying land use was in the previous comp plan, what is being proposed, and the master plan for the Langdon area. She concurs that the Old Langdon School House definitely has historical significance. She stated that Carlson can explain how in the Master Plan it is anticipated there will be park and open space around that building. Brittain asked if this is just predicated on land use and not the City trying to force property owners to sell. Levitt stated that at this time there is no engagement to seek acquisition of parcels for active development. There are two parcels, the Majestic Ballroom site and the EDA-owned parcels that currently have options and purchase agreements pending on them for development. She noted that those applications are consistent with the current underlying land use in the 2030 comprehensive plan.

Carlson pointed out on the area under consideration showing the current land use plan in the 2030 comp plan, which is mixed use. Mixed use means generally that it can be a combination of commercial and industrial so at any time in the last 10 years this area could have been developed for office, restaurant, bank, fast food, or apartment buildings. The comp plan update is proposing a slight change in the definition of mixed use but only in terms of where residential might be located next to major roadways. He stated that in the previous plan the corner where the Acorn Mini-Storage is located was guided Industrial and that is changing to mixed use. He pointed out on the map the location of the Langdon School, which is shown as a park. In the previous plan it was shown to be preserved as park space and not with development on it. This plan shows that West Point Douglas Road could be extended to the Innovation Road interchange, but not how or where as it needs to cross the railroad tracks. The area’s location with future access to two interchanges makes it attractive for commercial and higher density residential development. He reiterated that all of that area has been guided
for mixed use for many years and has not been guided for strictly single family. He then pointed out the proposed location of the potential residential development.

Naseth stated that he stayed for a steering committee meeting after the Langdon development proposal meeting and there was conversation about why there is emotional upheaval now. You can make all the plans you want and the plan may have been put in place in 2011, but the difference now is there is somebody who wants to enact it. Plans change and this has become real.

Florin asked if there was going to be a major road through his yard. Carlson responded that the roadway and alignment of it is pure conjecture. In a study done about 10 years ago it was proposed that this road would come off the interchange and loop around. The alignment is in flux. Levitt stated that in the packet a different future road alignment is shown but at this point it is still in flux and the City is working with Washington County and additional stakeholders to plan that collector roadway in 2019.

Ryan Finnegan, 212 Elm Street, stated that he is here on behalf of his mother’s property. He noted the 2040 comp plan designates the property as Ag Preserve. They are very pro-development and bought it for those purposes. Its current land use when they purchased it was rural residential. They have taken it out of the Agricultural Preserve program, and its expiration will be in 2021. In the email they sent to the City, they asked for high density residential but know that is unrealistic as far as how its current land use is. The reason they asked for that was water contamination. They wanted to put high density on record but are not seeking that; they would like rural residential. Their concerns are about not being able to have wells due to water contamination.

Stanley Waidelech, 8011 113th Street Court South, expressed concerns about the inability to sell or develop his property. He has lost money on proposed development because of lack of road access. He asked if he could put in a solar garden. He said Xcel took some of his property for power lines because they did not want to cut down trees.

Betsy Dippel, 10020 Grey Cloud Trail South, stated that her property changed to Transition and asked for an explanation on that. McCool stated that in the 2030 plan, that property was designated as transition planning area and in the 2040 plan it is still in the transition planning area, so there is no change to the land use designation for that property. He explained that transition planning area is an area of land where the current or existing land use may be different than the future land use but the City does not know what that development would be in the future. It is merely identifying that it is in transition, that it may be a rural estate lot or if city utilities were provided it could change to a low density residential designation. Dippel asked if there are any plans for the city to do something with her property. McCool responded not with the 2040 comp plan; it is still a transition planning area.

Ross Mackie, 10152 70th Street South, asked how quickly this takes effect, would there be eminent domain, and if it could be designated as low density residential. McCool stated that much of the area west of the East Ravine is currently in the Metropolitan Urban Service Area (MUSA) and properties in the MUSA are areas of land that the City has plans for extension of water and sanitary sewer. The control of development is by the landowners. The landowners would choose whether or not they would sell for development. The City would not go through
eminent domain for development. We are not buying land for development; it is up to the property owners as to when they want to sell for development. The future land use designation is just a guide to show what the plan is for the future. The landowner would have some expectation of what they could do with the property by knowing what the land use is for their property but it is still their decision as to when they would sell.

Levitt stated that in regard to Finnegan’s property, there is a slide that outlines his parcel to explain the difference and the acknowledgement of its removal from the Ag Preserve program. That area is in the City’s last phasing area to bring sanitary sewer and water and is outside the current MUSA. There are challenges with PFC contamination as the City continues to work with the PCA and the DNR looking for mitigation. That will provoke a different conversation if settlement dollars are used to expedite utilities to these areas. We would then be looking at how we would guide those and do a small area study to look at that in more depth and detail.

McCool stated that the 2030 comp plan did not specifically identify on the land use map those properties that were in the Ag Preserve program; it was in the chapter that identified properties with ag preserve. For the proposed 2040 plan, we are designating those properties that are actively participating in the Ag Preserve program. After they purchased the property they applied to remove it from the Ag Preserve program. It is a minimum of eight years before that program designation goes away. For this property, it expires in 2021. On the 2040 plan it shows their 155 acres as Ag Preserve. Brittain stated that the existing land use is one designation and our comprehensive plan guides it so sometime between 2019 and 2040 it is no longer going to be Ag Preserve and asked what happens in 2021 when it comes out of Ag Preserve. McCool stated that it would continue to be shown as an agricultural use on the property. In the 2040 plan, city utilities are not planned to extend that far to the east. Until then, the City sees that it would still be agricultural use. The property owner is requesting to have it changed to a land use designation of high density but his testimony this evening modified that. Finnegan explained that high density was requested to put it on record, and they are looking for R-1. They are concerned that rural residential development could be hindered because of water contamination. Brittain asked how far out it would be for the City to provide services to the area and what is our zoning policy for those areas of the community. McCool explained that there would be a study to determine whether or not it is cost feasible and identify benefitted properties. Those properties would be expected to pay for sewer, water, streets, and other items related to development. He then explained that the R-1 reference is a zoning classification and not land use; the R-1 is a rural residential district that requires a minimum of three acres with septic and private wells. Burbank stated that is why there is the transitional planning area as there are issues related to sewer, water, and land uses that we are not sure of and in those areas guided Transitional there could be small area studies done to address land use changes. He stated that perhaps in the future that area could be guided for transitional planning area. Levitt stated that we want to ensure that Finnegan’s comments and requests have been put on the record. We understand his concerns for development of the parcel and what steps would have to be taken as part of the settlement discussions and work groups that will be established will be evaluating those items. At this point she does not think we need to make any specific recommendations on land use in this area; it is noted and staff understands the situation and will be working with our state agencies in regard to those concerns.

McCool stated in response to Waidelich’s comments, in the 2030 plan his property was in the transitional planning area and in the 2040 plan it is identified as low density residential. With
that designation there is the possibility of future city water and sewer available to those properties. Brittain asked if road access to the area would be a problem. Levitt responded that when the City did pavement management in that area in 2010, there were concerns expressed about the viability and availability to provide access to parcels for development so she thinks this is an opportunity for us to re-engage with the resident and his concerns about access. Staff would be happy to meet with the resident to discuss options. McCool stated that low density residential allows one to four units per acre.

Troy Larson, 7699 110th Street South, stated that when he moved out there 11 years ago, it was a rural area. With the recent developments and the sale of the property just to the north of his land, the City is looking at going from rural residential to low density residential and he asked why, particularly if it was because of city water and sewer. He noted that pavement improvements were unwanted by the residents and the main concerns were city water, sewer, and curb and gutter. He moved out there to have land and privacy. He noted that the whole area that is changing is primarily existing homes. He asked if that was because of proposed development of parcels between 100th and 110th Streets. He expressed concern about getting forced to pay for expensive infrastructure changes. He does not understand the reasoning for changing that area from rural residential to low density residential. Levitt stated that resident raised an important question. The areas in question, Ideal and 110th, 103rd Street, and River Acres Road, have some of the highest concentrations of PCF contamination. As the City is continuing to work with the State on the settlement, this is one area that we recognize as at the top of the priority regions to be targeted for a solution because many of these homes have whole house GAC filtration systems. In 2010, a feasibility report to extend sewer and water was done, and at that time it was not deemed feasible, which is why only pavement rehabilitation to keep it in a rural condition without curb and gutter was done. The City is not advocating, if we are able to extend water and sewer, to change those specific characteristics but to provide the opportunity for sewer and water extension. The resident is correct that it is becoming more of a viable option than it was in 2010. Brittain asked if the residents don’t wish to hook up to the city sewer and water, are they required to or due to the contamination would that be a requirement. Levitt stated that it is too premature to know those policies and directions as the state hasn’t established their work groups yet. As a city we are advocating to bring clean drinking water to residents of that area. Brittain asked if this area could not be developed until this is worked out. Levitt stated that is correct; we need to provide those answers. She explained that an application made for a proposed subdivision that would have been called Wildflower, and there was a neighborhood meeting. The applicant withdrew the application due to concern about the pending litigation and what that meant for the development of the property. The developer is waiting to see what the settlement is for this area. Larson asked about the settlement amount. Levitt stated that there is $720 million for development of infrastructure, and there are various work groups that the DNR and PCA are establishing that would have local representation on them to advocate for our area and solutions to our water supply. Larson asked if he is forced to have city water, would he get a portion of the settlement or does it get paid for. Levitt responded that those questions are being worked out with the state agencies to resolve. The City is advocating very strongly for our residents to minimize any financial exposure.

No one else spoke. Brittain closed the public hearing.
Frazier stated that at the last steering committee meeting there was a question about if the land use changes do taxes change. It is his understanding that property tax is based on the use of the property so even if it is guided for a more intensive land use, if the use is still residential you are only going to pay taxes as a homestead. Levitt responded that is correct. Frazier stated that it is his understanding that the city is not going to buy properties if there is a change in the land use. Levitt stated that eminent domain is not something that the city desires to undertake.

Brittain stated that current zoning is not changing by the comprehensive plan update. The comp plan is simply a guide to land uses and to plan for infrastructure changes. If a development were proposed, a zoning amendment may be needed at that time.

Frazier stated that he appreciates all the comments from citizens. His understanding of how this works is if property owners decide not to sell to a developer, there is nothing the City could do about it. Langdon is a little different because the city does own a couple parcels, which could be developed. As far as your property rights go, if you want to keep your house, you get to keep your house. This is just big picture and what it could look like by 2040.

Frazier made a motion to recommend approval of the draft 2040 Comprehensive Plan. Raymer seconded.

Motion passed unanimously (8-to-0 vote).
## 2040 Comprehensive Plan Update
### Chronology

<table>
<thead>
<tr>
<th>Year</th>
<th>Date</th>
<th>Event Description</th>
</tr>
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<tbody>
<tr>
<td>2018</td>
<td>08-01</td>
<td>City Council adopted resolution authorizing the distribution of the 2040 Comprehensive Plan to various jurisdictions and agencies for their review and comment.</td>
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<tr>
<td>2018</td>
<td>07-18</td>
<td>City Council workshop. Review and modified future land use designations for areas at the 70th Street/Keats Avenue intersection; 65th Street/Hinton Avenue intersection; southeast of the 85th Street/Geneva Avenue intersection; and Mississippi Dunes Links Golf Course. City Council reviewed and again revised the concept drawing for 70th Street/Keats Avenue and 65th Street/Hinton Avenue intersections.</td>
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<tr>
<td>2018</td>
<td>06-20</td>
<td>City Council workshop. Review the draft 2040 Comprehensive Plan and future land use designations for areas at the 70th Street/Keats Avenue intersection; 65th Street/Hinton Avenue intersection; southeast of the 85th Street/Geneva Avenue intersection; Mississippi Dunes Links Golf Course; mixed land use land use designations and zoning implementation alternatives. City Council requested the preparation of a concept plan for the 70th Street/Keats Avenue and 65th Street/Hinton Avenue intersections.</td>
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<tr>
<td>2018</td>
<td>05-29</td>
<td>2040 Comprehensive Plan Extension Request for submitting the City’s 2040 Comprehensive Plan update submitted to Corrin Wendell with the Metropolitan Council.</td>
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<tr>
<td>2018</td>
<td>05-18</td>
<td>Approximately 600 notices mailed to property owners, advising them of land use designation changes proposed in the 2040 Comprehensive Plan. Public hearing scheduled for May 29, 2018.</td>
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<tr>
<td>2018</td>
<td>05-16</td>
<td>City Council adopted Resolution No. 2018-080, a resolution requesting the Metropolitan Council for an extension of time for submitting the required 2040 Comprehensive Plan update before the December 31, 2018 deadline.</td>
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<tr>
<td>2018</td>
<td>05-14</td>
<td>Cottage Grove Parks, Recreation and Natural Resources Commission reviewed the draft 2040 Comprehensive Plan.</td>
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<td>2018</td>
<td>05-10</td>
<td>2040 Comprehensive Plan Update flyer delivered with the utility billing. The flyer informed all Cottage Grove residents of the public hearing on May 29, 2018 and provided a link on the City’s webpage to view documents.</td>
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<tr>
<td>2018</td>
<td>05-08</td>
<td>Advisory Committee on Historic Preservation reviewed the Historic Preservation element in the draft 2040 Comprehensive Plan.</td>
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<td>2018</td>
<td>05-07</td>
<td>Steering Committee reviewed the draft 2040 Comprehensive Plan update. Training Room 7:00 PM at City Hall. Open to the public.</td>
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<tr>
<td>2018</td>
<td>05-02</td>
<td>City Council workshop for the draft 2040 Comprehensive Plan. Open to the public.</td>
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<td>2018</td>
<td>04-23</td>
<td>Planning Commission workshop reviewing draft 2040 Comprehensive Plan. Steering Committee, Housing Focus Group and City Council invited to attend. Open to the public. Notice posted on the City’s webpage and Facebook.</td>
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<tr>
<td>2018</td>
<td>04-09</td>
<td>2040 Comprehensive Plan Update Steering Committee, Planning Commission, and Housing Focus Group workshop. Open to the public. Notice posted on the City’s webpage and Facebook.</td>
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<td>2018</td>
<td>03-26</td>
<td>Planning Commission and Comprehensive Plan Update Steering Committee Joint Workshop - Stantec presented the preliminary draft of the 2040 Comprehensive Plan Update and scheduled for completing the Comprehensive Plan Update process. 7:00 PM in the Council Chambers at City Hall. Open to the public. Notice posted on the City’s webpage and Facebook.</td>
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<td>2018</td>
<td>03-26</td>
<td>As part of the My Future Cottage Grove initiative, the Bike/Pedestrian Transportation Forum, 2040 Comprehensive Plan Update Steering Committee, Planning Commission and Parks Commission met on Monday, March 26, 2018 from 5:30 – 6:45 PM in the Council Chambers at City Hall. Open to the public. Notice posted on the City’s webpage and Facebook.</td>
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## 2040 Comprehensive Plan Update Chronology

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<th>Date</th>
<th>Event</th>
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<tr>
<td>2018-03-09</td>
<td>Cottage Grove staff met with Woodbury city staff representing their Planning and Engineering Department for purposes of updating each of their respective Comprehensive Plan Amendments and to ensure draft documents conform to each community’s future growth, markets trends, development forecasts, and community goals and policies that will help guide community objectives and conform to metropolitan system plans.</td>
</tr>
<tr>
<td>2018-02-26</td>
<td>Stantec updated the Planning Commission at their regular meeting regarding the preparation of the 2040 Comprehensive Plan.</td>
</tr>
<tr>
<td>2018-02-26</td>
<td>Joint Open House and Meeting with My Future Cottage Grove – Housing Focus Group, 2040 Comprehensive Plan Update Steering Committee, and Planning Commission. Open house in the Training Room at City Hall 5:00 PM – 5:40 PM. Stantec’s presentation regarding alternatives and implementation. Approximately 14 attendees represented the three appointed groups. Nobody from the general public.</td>
</tr>
<tr>
<td>2018-01-22</td>
<td>Stantec scheduled to present updated to the Planning Commission regarding the status of the Comprehensive Plan Update and draft plan. Meeting postponed because of snow storm. Meeting scheduled for February 15, 2018 at 7:00 PM at City Hall.</td>
</tr>
<tr>
<td>2018-01-22</td>
<td>My Cottage Grove Housing Focus Group, Planning Commission and Comprehensive Plan Steering Committee meeting scheduled to hold an information meeting at City Hall 5:00 PM – 6:30 PM in the Training Room. Meeting postponed because of snow storm.</td>
</tr>
<tr>
<td>2018-01-03</td>
<td>City Council adopted Res. No. 2018-003, a resolution adopting the final Urban Areawide Review (AUAR) and Mitigation Plan for the Cottage Grove Business Park.</td>
</tr>
</tbody>
</table>

### 2017

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>2017-11-06</td>
<td>Comprehensive Plan Update Steering Committee meeting held in Training Room at CG Public Safety/City Hall. 6:30 PM – 8:20 PM.</td>
</tr>
<tr>
<td>2017-10-18</td>
<td>City Council adopted Res. No. 2017-146, a resolution approving the Harkness Area Study Plan and Comprehensive Plan amendment to change the designated low density land use for 55 acres of land to Medium and High Density Residential land uses.</td>
</tr>
<tr>
<td>2017-08-28</td>
<td>Harkness Area Study Plan – Mixed Use Land Uses – Public Hearing held by Planning Commission. Planning Commission recommended (5 – 0 vote) approval to the City Council.</td>
</tr>
<tr>
<td>2017-07-19</td>
<td>City Council adopted Res. No. 2017-102, a resolution designating the City as the official Responsible of Government Unit (RGU) for the Cottage Grove Business Park expansion. The draft AUAR was distributed to other agencies for review and comment. The 30-day comment period ended November 14, 2017. The revised AUAR environmental analysis document and mitigation plan was filed within the 10-objection period. The Southwest Area of Cottage Grove encompasses 1,352 acres.</td>
</tr>
<tr>
<td>2017-05-22</td>
<td>Open House prior to Planning Commission meeting. 5:00 PM – 6:45 PM. Approximately 20 people attended. Summary presented to the Planning Commission members at 7:00 PM. Comment cards from attendees received.</td>
</tr>
<tr>
<td>2017-05-19</td>
<td>PAS (Hugh Schilling Estate) on Lower Grey Cloud Island and Aggregate Industries presented to staff their vision for development on Lower Grey Cloud Island. Process for changing the “Park” designation on the County’s Lower Grey Cloud Island Master Park Plan and Metropolitan Councils</td>
</tr>
</tbody>
</table>

2
<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>2017-04-28</td>
<td>Open House Announcement for May 22, 2017 posted on City Webpage (Recent News) and in Planning Division-Comprehensive Plan Update.</td>
</tr>
<tr>
<td>2017-04-24</td>
<td>Meeting with Phil Carlson and Katrina Nygaard to review and edit Community Goals and Policies and Community Vision statement.</td>
</tr>
<tr>
<td>2017-04-03</td>
<td>Steering Committee meeting at City Hall at 7:00 PM. Review and modify goals and policy statements based on draft examples discussed on April 13, 2017.</td>
</tr>
<tr>
<td>2017-03-13</td>
<td>Steering Committee meeting at City Hall at 7:00 PM. Agenda: Background Report; Steering Committee initial issues discussed June 6, 2016; Urban Land Institute Navigating Your Competitive Future on August 16, 2016; Steering Committee opportunities and challenges discussion on Sept. 8, 2016; Chamber of Commerce discussion on Sept. 8, 2016; Living Healthy survey results; and My Future of Cottage Grove issues and themes.</td>
</tr>
<tr>
<td>2017-02-06</td>
<td>Strategic Realignment Retreat – City Council and city senior management team. Group discussions regarding 1) Positioning for Growth; 2) Reforming Organizational Culture; 3) Making Cottage Grove a Recreation Destination; 4) Engaging the community and Forming the Vision. Final Strategic Realignment report to be prepared.</td>
</tr>
<tr>
<td>2017-01-03</td>
<td>Second Facebook Live Community Visioning Session held at 8:00 PM.</td>
</tr>
<tr>
<td><strong>2016</strong></td>
<td></td>
</tr>
<tr>
<td>2016-12-16</td>
<td>#FutureFriday Question - Cottage Grove has beautiful natural resources. What’s your favorite and why?</td>
</tr>
<tr>
<td>2016-12-09</td>
<td>#FutureFriday Question – What’s your greatest fear about Cottage Grove’s future?</td>
</tr>
<tr>
<td>2016-12-02</td>
<td>#FutureFriday Question – Imagine Cottage Grove’s schools in 2036. What do you see?</td>
</tr>
<tr>
<td>2016-12-01</td>
<td>My Future Cottage Grove Visioning Session – Town Hall Meeting 7:00 – 9:00 PM at the South Washington County District Program Center.</td>
</tr>
<tr>
<td>2016-11-15</td>
<td>My Future Cottage Grove Town Hall – Facebook Live Town Hall!</td>
</tr>
<tr>
<td>2016-10-29</td>
<td>Monster Bash Parade – Distributed survey cards to citizens along the parade route 10:00 am – 11:00 am. The survey co-sponsored by the Statewide Health Improvement Program (SHIP) with MN Dept. of Health.</td>
</tr>
<tr>
<td>2016-10-21</td>
<td>#FutureFriday Question – What’s one misconception people have about Cottage Grove? And, how do you respond when people mention it?</td>
</tr>
<tr>
<td>2016-10-18</td>
<td>Monday News provided highlights to the October 11, 2016 Community Engagement Town Hall meeting and the Community Engagement Steering Committee’s meeting.</td>
</tr>
<tr>
<td>2016-10-13</td>
<td>Community Engagement Steering Committee meeting at City Hall 7:00 PM. Looked at several trends within Governance, Resources, Technology, and Demographics. Discussed which ones would affect Cottage Grove the most over the next 20 years.</td>
</tr>
<tr>
<td>2016-10-11</td>
<td>Community Engagement Steering Committee Town Hall Meeting – South Washington County District Program Center; 9450 East Point Douglas Road – 7:00 – 9:00 PM. Comprehensive Plan Update Steering Committee members (nine), ACHP (five), city staff (six), City Council (three), residents (eight) attendees. “My Future Cottage Grove” exercise.</td>
</tr>
<tr>
<td>2016-09-08</td>
<td>Comprehensive Plan Update Steering Committee Meeting – Training Room at Cottage Grove Public Safety/City Hall at 7:00 PM. The following materials were distributed: 1) Revised Steering Committee Roster; 2) Matt Wolf’s memo dated July 7, 2016 regarding Urban Land Institute: Navigating Your Competitive Future Workshop; 3) “Navigating the New Normal” Program Impact handout prepared by ULI and dated October 2013; 4) ULI Minnesota’s synopsis dated August 29, 2016 of the August 16, 2016 workshop; 5) Copy of ULI’s powerpoint presentation given on Aug. 16, 2016; 6) Background Report: Draft Market and Development Context – August 12, 2016; 7)</td>
</tr>
</tbody>
</table>
# 2040 Comprehensive Plan Update Chronology

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016-09-08</td>
<td>Cottage Grove Area Chamber of Commerce Meeting 7:30 AM. Phil Carlson, Tom Leighton, Charlene Stevens, Christine Costello, and John McCool attend meeting to discuss the process of updating the City’s Comprehensive Plan. Chamber attendees provided feedback to the Planning Team on the strengths and weaknesses in the community.</td>
</tr>
<tr>
<td>2016-08-16</td>
<td>Navigating Your Competitive Future – Urban Land Institute (ULI MN) public official education workshop. Three Councilperson, five Planning Commission, three EDA, seven city staff, one representative from Tangible Consultants and Stantec, two Steering Committee members and on Councilperson candidate. Meeting 6:30 – 8:30 PM in the Training Room.</td>
</tr>
<tr>
<td>2016-08-12</td>
<td>Draft Comp Plan Background by Stantec received and distributed to City Staff</td>
</tr>
<tr>
<td>2016-08-08</td>
<td>Draft Market and Development Report by Tangible Consultants</td>
</tr>
<tr>
<td>2016-06-18</td>
<td>Cottage Grove Strawberry Fest – Comp Plan Survey – Environmental Commission information booth.</td>
</tr>
<tr>
<td>2016-06-06</td>
<td>Steering Committee – Kick-off Meeting 7:00 PM at City Hall – Committee members met after the tour (8:30 – 9:00 PM) to discuss and identify various City issues that should be addressed in the Comp Plan update process.</td>
</tr>
<tr>
<td>2016-05-25</td>
<td>City staff meets with Tangible Consulting Services to discuss the scope of work for preparing a community market study.</td>
</tr>
<tr>
<td>2016-05-11</td>
<td>Environmental Commission – Comp Plan Explained - Resiliency Element – 7:00 PM at City Hall.</td>
</tr>
<tr>
<td>2016-05-09</td>
<td>City Staff and Stantec meet to discuss Comp Plan Update Process – City Hall at 2:00 PM.</td>
</tr>
<tr>
<td>2016-04-06</td>
<td>City Council hires Stantec for the Comprehensive Plan Update</td>
</tr>
<tr>
<td>2016-03-16</td>
<td>City Council appoints 22 residents to Steering Committee</td>
</tr>
<tr>
<td>2016-02-08</td>
<td>Sharon Madsen included the Steering Committee article on the CG “Latest News” homepage and a link on the CG homepage for the Steering Committee Volunteer application. Madsen prepared a news release. Charlene Stevens is reviewing the news release. Once approved, it will be distributed to Wash. Co. Bulletin and others.</td>
</tr>
<tr>
<td>2016-02-02</td>
<td>Discussed Facebook and CG webpage posting Comp Plan Steering Committee Volunteers needed. Sharon Madsen said she will post announcement and application forms.</td>
</tr>
<tr>
<td>2016-02-02</td>
<td>Comprehensive Plan Steering Committee Notice and Volunteer Application form provided to Sharon Madsen for publishing in the “Monday News” and Cottage Grove Facebook.</td>
</tr>
<tr>
<td>2016-02-02</td>
<td>Memo to City Administrator requesting memo and Volunteer Application be distributed to City Council members.</td>
</tr>
<tr>
<td>2016-02-02</td>
<td>Memo to past Comp Plan Steering Committee members and letter to Heather Melstrom - Chamber Businesses mailed with Steering Committee Volunteer application.</td>
</tr>
<tr>
<td>2016-02-02</td>
<td>Comprehensive Plan Update Steering Committee – Volunteer Application form completed.</td>
</tr>
<tr>
<td>2016-01-28</td>
<td>Press release prepared and delivered to Sharon Madsen for purposes of distributing the Steering Committee announcement in the “Cottage Grove Report” that will be inserted in the utility billing mailing for February 2016.</td>
</tr>
<tr>
<td>2016-01-26</td>
<td>Notice prepared to announce that the City is seeking volunteers to serve on a Comprehensive Plan Update Steering Committee. Applications to serve on the Steering Committee must be received by noon on February 27, 2016. City Council appointments tentatively scheduled for March 2, 2016.</td>
</tr>
<tr>
<td>2016-01-25</td>
<td>Planning Commission meeting. Introduction to Comprehensive Plan update, steering committee, and anticipated timeline.</td>
</tr>
<tr>
<td>2016-01-21</td>
<td>Memo to EDA Members, Arts Commission, Environmental Commission, Public Safety &amp; Public Works Commission, Parks Commission, and Advisory Committee on Historic Preservation</td>
</tr>
<tr>
<td>2016-01-21</td>
<td>Memo to Planning Commission to serve on Steering Committee</td>
</tr>
</tbody>
</table>

## 2015

...
## 2040 Comprehensive Plan Update
### Chronology

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015-11-20</td>
<td>City prepares letter in response to 2015 System Statement. Issues pertained to affordability housing units, City’s share for low and moderate income housing units, future transportation improvements, emerging transit markets from IV to III, park designation for Lower Grey Cloud Island, Prairie Trail corridor, housing policy plan, transportation investment, update functional class roads, continue to identify the Grey Cloud Dunes Scientific and Natural Area – MNDNR.</td>
</tr>
<tr>
<td>2015-10-14</td>
<td>Levitt, Burbank and McCool met to discuss 2015 System Statement</td>
</tr>
<tr>
<td>2015-09-17</td>
<td>Metropolitan Council distributes 2015 System Statement.</td>
</tr>
</tbody>
</table>
Total Site - 35 acres gross

Street Connections:
- Hedgcroft Ave from the north requires curving around existing pond;
- 67th Street from the east;
- Pine Arbor Blvd from the south;
- No street connection to the school to the west

NE Corner - 6.2 acres net
- 40,000-60,000 sq ft Mixed Use/Commercial

Remainder - Residential:
- 37 Duplexes: 74 units

If corner develops as Medium Density Residential vs. Mixed Use:
- 13 Duplexes: 26 units
- Townhomes: 48 units

If entire site develops as Medium Density Residential:
- Duplexes: 100 units
- Townhomes: 200 units

65th & Hinton Concept Plan
65th & Hinton Concept Plan
Assumes 8,000-10,000 sq ft of Commercial per acre in Mixed Use zones. Figures are maximum, since a portion of Mixed Use areas may be Residential only.
| 1 | COMMUNITY GROWTH AND VISION | 3 |
| 2 | LAND USE | 13 |
| 3 | HOUSING | 32 |
| 4 | HISTORIC PRESERVATION | 45 |
| 5 | PARKS AND OPEN SPACE | 52 |
| 6 | TRANSPORTATION | 68 |
| 7 | WATER RESOURCES | 93 |
| 8 | ECONOMIC DEVELOPMENT | 105 |
| 9 | RESILIENCE | 117 |
| 10 | IMPLEMENTATION | 128 |

APPENDIX A - MARKET AND DEVELOPMENT CONTEXT
APPENDIX B - CRITICAL AREA PLAN
Chapter 1: Community Growth and Vision serves as an overview to Cottage Grove. The chapter begins with a vision and key themes for the City. It also includes information about the City, its growth, and its development. The chapter also includes a summary of demographics and compares the City to Washington County and neighboring communities. The chapter concludes with projections for populations, households, and employment through 2040.
INTRODUCTION

The Cottage Grove Comprehensive Plan (Plan) sets forth a long-term vision to guide growth over time and identifies policies, projects, and other investments that will move the city ahead. The Plan evolved through the exchange of information, analysis and response between the citizens, community leaders, staff and public officials of Cottage Grove through a planning process undertaken in 2016 through 2018.

Communities within the 7-County Metropolitan Area are required to complete comprehensive plans by the Metropolitan Land Planning Act. Comprehensive plans are required to be completed every ten years and reviewed by neighboring jurisdictions and the Metropolitan Council. The City of Cottage Grove approved their 2030 plan in February 2011.

Community Planning Process

Comprehensive planning is a systematic, ongoing, forward-looking process of analyzing opportunities and constraints to accomplish a community’s goals and objectives. The planning process in Cottage Grove was divided into multiple phases: Background Analysis, Goal and Issue Identification, Alternatives, and Plan Development and Approval. The organization of each chapter in this document includes each of these aspects of the planning process.

The planning process began with the overall study of existing conditions and key issues. Data related to land use, community facilities, demographics, housing, economic development, environmental features and economic development in Cottage Grove was collected, analyzed, mapped where appropriate. Once issues and priorities were identified, the City developed a vision for the community for future growth and development. Numerous stakeholder groups helped to shape the vision and key themes that guide the Plan.

After the basic studies were completed, the community formulated goals and policies on how to reach their vision for the future. This phase of the process focused on the preparation, evaluation and refinement of issues, goals and policies. The ideas generated by City staff, Steering Committee members, and the public were analyzed in conjunction with the background data and a review of the adopted goals and policies to develop new draft goals and policies. These goals were further refined and are included in each chapter of the Plan. Alternative plans and recommendations were prepared and evaluated based on the stated goals and policies and options that best achieved them. These were selected and refined to best implement the City’s vision and goals.

The final phase of the project involved the preparation of the draft Plan and the final Comprehensive Plan document. External review, as required by the Metropolitan Council was also completed.
Plan Organization

This plan is organized into chapters addressing each of the major systems within the City. The Plan begins with an overview of key issues and opportunities as well as a vision for Cottage Grove. This chapter highlights the community vision and key themes, which serve as guiding principals for the other chapters in the document. This chapter also addresses the population and demographic characteristics of Cottage Grove. It includes an assessment of historic growth, Cottage Grove’s regional context, the population today, and projections into the future. Understanding who lives in Cottage Grove today and who will be its future residents are critical to planning facilities and services that meet the needs of all residents.

The Plan addresses land use, including the City’s existing land use and zoning as well as proposed future land use. Given that Cottage Grove is a growing community, this chapter addresses critical development and redevelopment areas in the community such as the Harkness neighborhood, the Business Park, BRT station areas, and the East Ravine neighborhood.

The next five chapters address major human and natural systems in Cottage Grove including housing, historic preservation, parks and open space, transportation, and water resources. These chapters include an assessment of existing conditions and goals for the future. The Plan then addresses economic development. This element is critical to the successful growth and future development of the community. The chapter includes information on existing market conditions in the city as well as goals and policies to promote economic growth that serves current and future residents of Cottage Grove.

The last topical chapter of the plan addresses resiliency. The City of Cottage Grove and its residents are committed to environmental sustainability, healthy communities, alternative energy, and hazard mitigation. The resiliency chapter addresses these topics and served as a lens throughout the entire planning process. Because of the broad scope of resilient planning and development, resilient goals and policies can be seen throughout this Plan. These sections of the plan are denoted with:

For any plan to be successful, it must be actionable. The final chapter in this Plan addresses implementation. This section addresses issues and goals identified by the community and sets timelines for implementation of solutions.

Plan Chapters include:

- Community Growth and Vision (Chapter 1)
- Land Use (Chapter 2)
- Housing (Chapter 3)
- Historic Preservation (Chapter 4)
- Parks and Open Space (Chapter 5)
- Transportation (Chapter 6)
- Water Resources (Chapter 7)
- Economic Development (Chapter 8)
- Resilience (Chapter 9)
- Implementation (Chapter 10)
COMMUNITY VISION

Through the planning process, the City of Cottage Grove developed a vision and key themes. The vision and themes were developed by identifying key issues with different stakeholder groups: the Steering Committee, the Chamber of Commerce, ULI Navigating your Competitive Future, the healthy living survey, and the My Future Cottage Grove process. The vision statement serves as a guiding framework for the entire plan. The themes and vision help to shape the goals and policies identified in each chapter.

Cottage Grove is a welcoming city with convenient access to urban opportunities while enjoying recreational amenities, open spaces, high-quality schools, and a close-knit community. We strive to address our key themes in planning for the future.

KEY THEMES

Key themes are critical to the current and future quality of life in the City of Cottage Grove. These themes embody the core philosophy and vision expressed by the community. Though the local context and approach for achieving these goals may change over time, the key themes should endure for generations to come.

- Commercial/Retail Offerings – work to develop a greater variety of retail, restaurant and entertainment options
- Business & Jobs – expand the City’s economy with living wage jobs, a strong workforce and ample land for business development
- Transportation Connections – continue to develop walking, biking and transit as important complements to local and regional roadway access serving the City
- Housing Options – strive to provide a diverse mix of housing types that are needed to serve all income levels and stages in the life cycle
- Great Schools – work with the school district to support strong schools, to attract and retain families
- Parks, Trails, & Recreation – continue to build the City’s parks and trail systems as a source of pride for residents
- Serving All Generations – continue to create diverse and vibrant neighborhoods with equal access to services and amenities for all residents
- Mississippi River Access – work to provide public access to the river and appropriate development opportunities on Lower Grey Cloud Island
- Environmental Stewardship – continue to protect and enhance the natural environment, including air quality, groundwater resources, stormwater management and energy usage
- Defining Our Character – preserve and enhance the variety of neighborhood experiences in the city

LOCAL CONTEXT

Cottage Grove is a suburban community located in Washington County, ten miles southeast of St. Paul. Neighboring communities include Grey Cloud Island Township, St. Paul Park, and Newport on the west, Woodbury on the north, and Denmark Township on the east. Cottage Grove’s southern boundary is the Mississippi River. In its 2015 System Statement, the Metropolitan Council classified Cottage Grove as a Suburban Edge Community (see Figure 1-1). This designation refers to growing suburban communities with a significant amount of land available for future development. A map of Cottage Grove and surrounding communities is included in Figure 1-2.
Figure 1-1: Cottage Grove Community Designation

Community Designations
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Source: Metropolitan Council
Figure 1-2: Cottage Grove in the context of the region
HISTORICAL DEVELOPMENT

Cottage Grove, established in 1843, was one of the first areas to be settled in what became Minnesota. For the next 100 years, the community remained rural in character, with most people living on dispersed farmsteads. In 1958, the suburbanization of the community began in earnest with the development by Orrin Thompson Homes of the Thompson Grove subdivision located south of Trunk Highway 61. This development was followed by other single family subdivisions in the 1960s, most built by Orrin Thompson Homes. Suburban development continued at a steady and moderate pace until the present, with 200 to 300 new households added in a typical year. Moderate growth in the community did not begin until the 1950s, discussed in detail on the following pages.

DEMOGRAPHICS

Demographic Characteristics

There are currently 35,250 residents in Cottage Grove, a growing suburban community outside of St. Paul, MN. Since the 1950s, the City has grown rapidly, with population growth rates over 20 percent. Washington County has experienced similarly rapid growth, more than tripling in population between 1970 and 2014. This growth is described in Table 1-1.

Table 1-1: Population Growth in Cottage Grove and Washington County

<table>
<thead>
<tr>
<th>Year</th>
<th>Cottage Grove Population</th>
<th>Growth Rate</th>
<th>Washington County Population</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>833</td>
<td>-</td>
<td>34,544</td>
<td>-</td>
</tr>
<tr>
<td>1960</td>
<td>4,850</td>
<td>482.2%</td>
<td>52,432</td>
<td>51.8%</td>
</tr>
<tr>
<td>1970</td>
<td>13,419</td>
<td>176.7%</td>
<td>83,003</td>
<td>58.3%</td>
</tr>
<tr>
<td>1980</td>
<td>18,994</td>
<td>41.5%</td>
<td>113,571</td>
<td>36.8%</td>
</tr>
<tr>
<td>1990</td>
<td>22,935</td>
<td>20.7%</td>
<td>145,896</td>
<td>28.5%</td>
</tr>
<tr>
<td>2000</td>
<td>30,582</td>
<td>33.3%</td>
<td>201,130</td>
<td>37.9%</td>
</tr>
<tr>
<td>2010</td>
<td>34,589</td>
<td>13.1%</td>
<td>238,136</td>
<td>18.4%</td>
</tr>
<tr>
<td>2014</td>
<td>35,250</td>
<td>3.8%</td>
<td>251,597</td>
<td>5.7%</td>
</tr>
</tbody>
</table>

Source: US Census and American Community Survey 2010-2014

Not only has Cottage Grove been growing, it is becoming more diverse. In 2000, 8.9 percent of the population was non-white. In 2014, that number had grown to 16.5 percent. The largest racial group in the city is the Asian population, comprising over six percent of the total population. Figure 1 3 represents the growth of the City and its changing population.
Figure 1-3: Racial Groups in Cottage Grove

Source: US Census and American Community Survey 2010-2014

Compared to neighboring communities and the surrounding metropolitan region, Cottage Grove is more diverse than Washington County, but less diverse than the Twin Cities Metropolitan Area. Newport, Inver Grove Heights and Woodbury are all more racially diverse than Cottage Grove, with minorities making up at least 20 percent of the population. This relationship is shown in Figure 1-4 on the following page.

Age

The median age in Cottage Grove is 35, three years younger than the median age in Washington County. Age cohorts in the community are fairly evenly split among children, young adults, middle aged residents, and seniors. In 2014, 43 percent of residents were over the age of 40 years old. In the coming twenty years, the City will have to address the needs of this senior population. These needs may include more diverse housing options, unique services, and amenities targeted to an older population demographic. Age cohorts are summarized in Table 1-2.

Table 1-2: Age Profile for Cottage Grove

<table>
<thead>
<tr>
<th>Age Cohort</th>
<th>Percent of Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5</td>
<td>8%</td>
</tr>
<tr>
<td>5 to 19</td>
<td>23%</td>
</tr>
<tr>
<td>20 to 39</td>
<td>26%</td>
</tr>
<tr>
<td>40 to 59</td>
<td>29%</td>
</tr>
<tr>
<td>60 and older</td>
<td>14%</td>
</tr>
</tbody>
</table>

Source: American Community Survey 2010-2014
Figure 1-4: Race and Hispanic/Latino Status of Minority Population in and around Cottage Grove

Source: American Community Survey 2010-2014
Population, Household, and Employment Projections

Through Thrive MSP, the Metropolitan Council projected population, household, and employment numbers for Cottage Grove. As illustrated in Table 1-3, the Council projects that the City will continue to grow steadily, adding approximately 4,000-5,000 new residents every ten years. By 2040, the Council projects the population will be 47,000. Households and jobs will also increase in the community during this time. New housing and employment opportunities will be needed to accommodate this growth.

Table 1-3: Population and Employment Projections for Cottage Grove

<table>
<thead>
<tr>
<th></th>
<th>2014</th>
<th>2020</th>
<th>2030</th>
<th>2040</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>35,250</td>
<td>38,400</td>
<td>42,200</td>
<td>47,000</td>
<td>11,750 additional residents</td>
</tr>
<tr>
<td>Households</td>
<td>11,869</td>
<td>13,300</td>
<td>15,200</td>
<td>17,300</td>
<td>5,431 additional households</td>
</tr>
<tr>
<td>Employment</td>
<td>6,808</td>
<td>7,700</td>
<td>8,400</td>
<td>9,000</td>
<td>2,192 additional jobs</td>
</tr>
</tbody>
</table>

Source: Metropolitan Council

Conclusion

The following Comprehensive Plan chapters recommend goals and policies that are reflective of the community's changing demographics and corresponding needs and desires. These changing demographics, coupled with trends in such topics as housing, transportation, and community livability, point toward increasing opportunities for residents to live in housing that is affordable and comfortable for their lifestyle and have options for commercial and recreational activities.
The Land Use Plan is the critical element of the Comprehensive Plan, presenting the blueprint for how Cottage Grove will grow. The plan establishes the land use designations for properties throughout the city and a schedule for staging new development. The Land Use Plan also serves as the basis for future decisions on transportation improvements, utility extensions, and expansion of the park and open space system.
INTRODUCTION

The Land Use Plan is the blueprint for how Cottage Grove will grow and develop. The plan establishes the land use designations for properties throughout the city and a schedule for staging new development. The Land Use Plan also serves as the basis for future decisions on transportation improvements, utility extensions, and expansion of the park and open space system.

Land uses and growth staging are projected in the Plan through 2040. It is expected, however, that periodic updates and amendments will be necessary to reflect changes in community goals and priorities.

As part of the adopted Community Vision, the City of Cottage Grove strives to address these key themes related to land use:

- **Commercial/Retail Offerings** – work to develop a greater variety of retail, restaurant and entertainment options.
- **Business & Jobs** – expand the City’s economy with good jobs, a strong workforce and ample land for business development.
- **Housing Options** – strive to provide a diverse mix of housing types that are needed to serve all income levels and stages in the life cycle.
- **Serving All Generations** – continue to create diverse and vibrant neighborhoods with equal access to services and amenities for all residents.
- **Mississippi River Access** – work to provide public access to the river and appropriate development opportunities on Lower Grey Cloud Island.
- **Defining Our Character** – preserve and enhance the variety of neighborhood experiences in the city.

GOALS AND POLICIES

**Goal 1: The Land Use Plan will serve as the foundation for land use decisions in Cottage Grove.**

- POLICY 2.1 All rezoning decisions must conform to the Land Use Plan.
- POLICY 2.2 New development must conform to the Staging Plan established in this chapter.
- POLICY 2.3 The Land Use Plan will be updated to reflect changing priorities and conditions or as required by the State Metropolitan Land Planning Act.
- POLICY 2.4 Land Use designations must be balanced to meet projected growth demand plus some to allow for flexibility.

**Goal 2: To preserve and enhance the unique character of Cottage Grove.**

- POLICY 2.5 Goals for historic preservation will be considered in land use decisions.
- POLICY 2.6 Parks, trails and open spaces will be planned to be within walking distance of all residential areas.
- POLICY 2.7 Subdivision and zoning standards will emphasize high quality site and architectural design.
- POLICY 2.8 Public buildings and properties will be designed, constructed and maintained to be a source of civic pride and to set a standard for private property owners to follow.
- POLICY 2.9 Define various character districts within the City – urban, small town, suburban, rural and natural – and strive to preserve and enhance this character in land use decisions.
- POLICY 2.10 Plan for enhanced access to the Mississippi River, recognizing its importance in the City's and the region's environment.
- POLICY 2.11 Plan for the future development of Lower Grey Cloud Island with both public and private uses, respecting its unique place in the City's geography and natural setting.
Goal 3: Existing residential, commercial, and industrial areas will continue to be maintained and revitalized.
- POLICY 2.12 The City and Economic Development Authority will use available resources to meet redevelopment needs. This will include cooperation with the Washington County Community Development Agency and the Metropolitan Council to achieve redevelopment objectives.

Goal 4: Environmental sustainability will be sought in land use decisions and investments in infrastructure.
- POLICY 2.13 The City will encourage energy efficient design in all public and private construction.
- POLICY 2.14 The City will take in to account impacts on air quality in land use and infrastructure decisions.
- POLICY 2.15 The City will follow best practices in land use and infrastructure decisions that impact stormwater runoff.

EXISTING LAND USE

The Metropolitan Council maps existing land use for communities across the region. In order to establish consistency across cities, the Metropolitan Council has established a series of generalized land use categories. These categories include:

- Single Family Residential
- Farmsteads
- Multi-family Residential
- Mixed Use
- Commercial
- Industrial and Utility
- Extractive
- Railway
- Institutional
- Parks, Recreation, and Preserves
- Right-of-Way
- Agriculture
- Undeveloped
- Open Water

The Metropolitan Council’s 2016 existing land use for the City is mapped in Figure 2-1 and acreages are listed in Table 2-1.

Table 2-1: 2010 Existing Land Use Acreage in Cottage Grove

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential Total</td>
<td>3,283</td>
<td>5,129</td>
<td>1,846</td>
<td>+56%</td>
</tr>
<tr>
<td>Single Family Residential</td>
<td>3,040</td>
<td>4,629</td>
<td>1,690</td>
<td>+54%</td>
</tr>
<tr>
<td>Farmsteads</td>
<td>174</td>
<td>168</td>
<td>-6</td>
<td>-3%</td>
</tr>
<tr>
<td>Multi-family Residential</td>
<td>69</td>
<td>203</td>
<td>134</td>
<td>+310%</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>12</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Commercial</td>
<td>196</td>
<td>297</td>
<td>101</td>
<td>+51%</td>
</tr>
<tr>
<td>Industrial Total</td>
<td>857</td>
<td>1,000</td>
<td>143</td>
<td>+17%</td>
</tr>
<tr>
<td>Industrial &amp; Utility</td>
<td>857</td>
<td>719</td>
<td>-138</td>
<td>-16%</td>
</tr>
<tr>
<td>Extractive</td>
<td>N/A</td>
<td>182</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Railway</td>
<td>N/A</td>
<td>59</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Institutional</td>
<td>208</td>
<td>424</td>
<td>215</td>
<td>+103%</td>
</tr>
<tr>
<td>Parks, Recreation &amp; Preserves</td>
<td>714</td>
<td>2,152</td>
<td>1,438</td>
<td>+201%</td>
</tr>
<tr>
<td>Major Vehicular Rights-Of-Way</td>
<td>266</td>
<td>336</td>
<td>70</td>
<td>+26%</td>
</tr>
<tr>
<td>Airports</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Agriculture &amp; Undeveloped Total</td>
<td>16,011</td>
<td>11,990</td>
<td>-4,021</td>
<td>-25%</td>
</tr>
<tr>
<td>Agriculture</td>
<td>N/A</td>
<td>7,584</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Undeveloped Land</td>
<td>N/A</td>
<td>4,407</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Agricultural &amp; Vacant</td>
<td>15,638</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Industrial Parks not Developed</td>
<td>70</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Public &amp; Semi-Public Vacant</td>
<td>3</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Open Water</td>
<td>2,625</td>
<td>2,844</td>
<td>219</td>
<td>+8%</td>
</tr>
<tr>
<td>Total</td>
<td>24,161</td>
<td>24,184</td>
<td>23</td>
<td>0%</td>
</tr>
</tbody>
</table>

Source: Metropolitan Council
Figure 2-1: 2016 Existing Land Use in Cottage Grove

2016 Generalized Existing Land Use

- City Boundary
- Farmstead
- Seasonal/Vacation
- Single Family Residential
- Multifamily Residential
- Manufactured Housing Parks
- Retail and Other Commercial
- Mixed Use
- Office
- Extractive
- Industrial and Utility
- Institutional
- Airport
- Golf Course
- Park, Recreational, or Preserve
- Agricultural
- Open Water
- Undeveloped
- Right-of-Way

Source: Metropolitan Council
PREVIOUS PLANS

In addition to previous Comprehensive Plans, the current update is informed by four important planning studies in the City: the Harkness Avenue Small Area Plan, Business Park Alternative Urban Areawide Review (AUAR), Red Rock Bus Rapid Transit Station Area planning, and the East Ravine Master Plan.

2030 Comprehensive Plan

The Comprehensive Plan was last updated in 2008 with resounding community support for keeping the small town character of Cottage Grove. Since the city has plenty of undeveloped land and therefore opportunities for growth, the Plan balanced these two potentially conflicting directions by focusing on building and maintaining strong, cohesive neighborhoods. As the city grows, the ability of residents to identify with individual neighborhoods will increase in importance.

The Comprehensive Plan 2030 also highlighted the following:
- Adding a new commercial area at Keats Avenue and 70th Street to support future needs in the East Ravine area.
- Increasing employment options by adding opportunities for new commercial and industrial development.
- Increasing access to the Mississippi River through more open space options.
- Improving environmental sustainability through better options to walk or bike, increasing transit service, and promoting best practices in energy efficiency in new construction.

Business Park AUAR

The Business Park Alternative Urban Areawide Review (AUAR) was conducted in 2017 as part of a statewide competitive process to site a large industrial user needing 200-500 acres of land (see Figure 2-2). The City evaluated the existing Business Park and an expansion area to the south with a total of 1,767 acres in the AUAR area. The AUAR allowed the City to analyze scenarios and adopt a Mitigation Plan that anticipated the environmental effects of two very different types of major businesses – a Technology Center and a Distribution Center. Both uses were consistent with the 2030 Comprehensive Plan. Since the AUAR land uses were not analyzed in the context of the whole city, small adjustments to the land uses were required with the 2040 Comprehensive Plan update.

The City of Cottage Grove understands one major impediment to successfully becoming the recipient of a business of statewide significance is the time necessary to complete a required environmental review on a case-by-case basis and a site large enough to accommodate these users. This AUAR made land available for large industrial businesses outside the boundaries of the existing Business Park, and it also better positions the City and new users for a timelier entitlement process, since any new use would not need to prepare its own environmental study (EAW or EIS) if it stays within the thresholds established by the AUAR.

Red Rock Corridor Station Area Planning

The Red Rock Corridor is a proposed 20-mile transitway, connecting the Twin Cities’ southeastern suburbs to St. Paul and Minneapolis (see Figure 2-3). The transitway will originate in Hastings and stop in Cottage Grove in two locations before heading to Newport and finally to the St. Paul Union Depot. In 2017, the Washington County Regional Rail Authority began work with Cottage Grove and St. Paul Park to develop small area plans for each of the proposed station areas in each city.

The line will travel along Highway 61 through Cottage Grove and stop at 80th Street and Jamaica Avenue. The small area planning is looking at land use, economic development, and redevelopment opportunities in the station areas to make them more transit friendly. These areas are guided for a mix of uses (as described below in the future land use plan) and connect to direction in the Economic Development chapter.
**East Ravine Master Plan**

The East Ravine planning area is a major section of the city open for urban development. Anticipating development in the East Ravine, a master plan for the area was completed in 2006 (see Figure 2-4). While this plan has yet to be realized, its guidance is still timely and relevant. The master plan describes land use designations, major roadway alignments, parks and open space locations, and the types of utility extensions necessary to serve the area. In addition, a staging plan was established for the sequence of development in the East Ravine.

The key principles included in the plan for guiding development in the East Ravine are:

- Preservation of the natural features in the area as open spaces, notably the East Ravine landform itself.
- Create a system of green corridors in the East Ravine for walking and bicycling.
- Maintain the unique and historic character of Old Cottage Grove and Cedarhurst Mansion.
- While allowing for a range of housing densities in the East Ravine, most land in the area will be designated for low density residential development.
- To balance the supply of housing in Cottage Grove, provide expanded opportunities for move-up housing in the East Ravine.

The City is in the process of constructing Ravine Parkway in order to implement the vision in this plan.
LAND USE DESIGNATIONS

As a part of this 2040 Comprehensive Plan, the City of Cottage Grove established a future land use plan for the City. It reflects a continuation of previous comprehensive plan policies and also the Metropolitan Council’s classification of Cottage Grove as the “Suburban Edge”. This land use plan includes the following land use designations:

**Agricultural**

Commercial agricultural uses are the principal land use of the property. May also contain a residence and other associated outbuildings at a minimum gross density of one unit per 40 acres.

**Low Density Residential**

Residential development in areas within the MUSA at gross densities of 1 to 4 units per acre.

**Medium Density Residential**

Residential development in areas within the MUSA at gross densities of 4.1 to 10 units per acre (density limit can be adjusted up on a case-by-case basis).

**High Density Residential**

Residential development in areas within the MUSA at gross densities of 10.1 to 20 units per acre.

**Rural Residential**

Residential development in areas outside the MUSA boundary with lots served by private wells and on-site sewer systems. Cluster development will be encouraged in this area to preserve open space and natural amenities.

**Commercial**

Commercial development including retail, service and office uses. With few exceptions, areas designated for commercial development are within the MUSA.

**Industrial**

Industrial development including research, manufacturing, distribution, assembly, and office uses. With the exception of the 3M Cottage Grove facility, industrial development will occur within the MUSA.
Mixed Use

Areas designated “Mixed Use” are intended to provide flexibility to allow complementary uses within a district. A mixed use land use pattern generally includes any combination of higher density residential, commercial services, employment opportunities, and transit. The most visible and accessible parcels are intended to be reserved for commercial uses at street level, not residential, and a standard will be adopted in the zoning for the Mixed Use area to require only commercial, retail or office uses on the ground level within 300 feet of an major roadway. This would apply to the areas highlighted in Figure 2-5.

The uses within a Mixed Use district support one another and the use of walking, biking, and transit. The City of Cottage Grove seeks to achieve Mixed Use Districts by:

- Allowing development of multiple, complementary uses that support one another.
- Promoting a walkable, sustainable development pattern that supports alternative forms of transportation (walking, biking, and mass transit) while still accommodating the automobile.
- Demanding high quality design to ensure compatibility between residential and commercial uses.
- Ensuring adequate service and retail opportunities to meet the needs of major employment areas and businesses.
- Enhancing the local labor supply through provision of higher density housing in close proximity to major employment areas.
- Creating attractive, community-oriented development that positively reflects on the image and identity of Cottage Grove.

Figure 2-5: Planned Mixed Use Areas
Park and Private Open Space

Public parks and private land designated for preservation as open space.

Transitional Planning Area

Areas designated transitional planning area need additional planning efforts prior to establishing future land use designations. Master plans will be completed for each transitional planning area which include the Mississippi Dunes Golf Course, the area west of the golf course and the train tracks, and Lower Grey Cloud Island. Allowable uses in areas designated transitional planning area include commercial agriculture and residential uses on lots of a minimum of 20 acres.

Golf Course

Areas used for public or private golf courses.

Agricultural Preservation Land Use

While not an official future land use designation, the future of a number of properties in Cottage Grove is influenced by their inclusion in the Metropolitan Agricultural Preservation Program. The Agricultural Preserve Program was established by the Minnesota Legislature in 1980 as a tool for protecting farmland in the Twin Cities. Local governments first identify long-term agricultural lands and the zoning to protect them, and then landowners can opt into the program through restrictive covenants that limit land use to agriculture or forestry for at least eight years. Land owners receive property tax credits, protection for normal agriculture practices, and other benefits for being part of the program. Twenty-seven parcels in the hands of approximately a dozen families are included in this program within Cottage Grove – all the properties are east of Kimbro Avenue except 58 acres east of Ideal Avenue and south of 100th Street that is within the area of the AUAR. Land in the agricultural preserve program is illustrated in Figure 2-6.
PLAN MODIFICATIONS

Land Use Plan Modifications

The update to the Land Use Plan includes numerous revisions to the land use designations included in the Comprehensive Plan 2030 and subsequent amendments. The major modifications to the plan are described below. Figure 2-7 illustrates the 2030 Land Use Plan and major areas of change. Figure 2-8 illustrates the 2040 Proposed Future Land Use Plan, and Figure 2-9 shows the Utility Staging Areas.

East Ravine Master Plan (Staging Area 4)
The basic pattern of land uses in the East Ravine area will remain essentially the same as previously master planned in 2006. Several changes in the intervening years, however, affect the plan for this area:

- A significant part of area west of Keats and north of 70th (identified as Neighborhood 1 North Master Plan in the 2006 plan) has been either developed or planned in concept. Therefore, only about half of the property in that area is still available for future development.
- There has been considerable study of stormwater management in this part of the City, resulting in most stormwater being handled by pipe to the ravine vs. the large storm ponding areas reserved in the previous plan.
- Washington County has studied the two major roadways crossing through the area – 70th Street and Keats Avenue, both County roads – and determined appropriate intersection spacing along them. This is important in establishing a realistic arrangement and scale of land uses and the access to them.
- The major north-south roadway in the East Ravine area, Ravine Parkway, is now planned to cross 70th Street at Old 70th Street, one half mile east of Keats Avenue, not at Kirkwood Avenue, which is about 7/10 mile east of Keats.
- The Cottage View area, on the south side of the East Ravine Area near Highway 61 west of Keats Avenue (identified as Neighborhood 1 South in the 2006 plan), is also planned to be very similar to the previous master plan, although, again, some development has happened there and refinement of the planned roadway system has resulted in a more realistic land use plan.

Otherwise the overall plan is similar to what was intended for the East Ravine area: a concentration of commercial, multi-family, and mixed use development around 70th and Keats, with medium density residential in the next ring of properties, the remainder as single family residential.

Business Park Expansion Area (Staging Area 3)
The Cottage Grove Business Park and an expansion area to the south were the subject of an Alternative Urban Areawide Review (AUAR) that was approved by the City Council in January 2018. It analyzed one scenario with a major technology center and another scenario for a major distribution center. While both uses are considered industrial, the AUAR reconsidered future land use designations for the whole area south of the existing Business Park at 100th Street. The 2030 Future Land Use Plan identified the area south of 100th Street and west of Ideal Avenue South as Transition Planning Area. The land to the east of Ideal Avenue South was designated as Industrial with a small section on the south end as Transition Planning Area. The AUAR revised the future land use designations to eliminate Transition Planning Area within the AUAR boundary. Instead, the properties between 100th and 110th Streets are proposed for future Industrial with a section of Low Density Residential, areas east of Ideal Avenue are preserved for Agricultural, and areas west of Ideal Avenue are mostly guided for Rural Residential with a section of Industrial.

Bus Rapid Transit Station Areas (Developed Area)
The station area located at Highway 61 and 80th Street is referred to as the Gateway North District and the station area known as the Cottage View District is at Highway 61 and Jamaica Avenue. The current guidance is for primarily Commercial uses but the 2040 Plan is revising the future land use to Mixed Use in support of the transit stations. Pedestrian-oriented businesses and housing should be emphasized along with new pedestrian and bicycle connections to and from these transit-focused and mixed use districts.
Harkness Avenue Area (Developed Area)
In 2017, the City Council conducted a small area plan for the areas surrounding Harkness Avenue as a potential location to add some higher density housing choices to support economic development and boost ridership for the nearby proposed Bus Rapid Transit station. The 2030 Land Use Plan guided the properties for Low Density Residential. The City Council approved the most intense of three land use scenarios – Medium Density Residential east of Harkness Avenue, High Density Residential west of Harkness Avenue, and a small section of Commercial on the southern portion of the study area. The City was approved for a Comprehensive Plan Amendment by the Metropolitan Council prior to completion of this Comprehensive Plan. The land use modification is reflected in the 2040 land use plan.

Langdon Area (Staging Area 3)
This area is along portions of West Point Douglas Road and includes the Majestic Ballroom. The vision for the area, called Langdon Village, is for a walkable mix of commercial and community businesses and activities, serving a new higher density neighborhood as well as the broader city. It could expand Cottage Grove’s retail, both in terms of land area, and in terms of offering a different character of retail development. The last two comprehensive plans assumed a Red Rock station in this area but that transit amenity has subsequently been moved north of Highway 61. The current plan maintains the Mixed Use land use designation for Langdon but benefits from the revised land use definition on page 21 that characterizes a mixed use district with a focus on pedestrian orientation and complementary uses.

North Ravine Area (Staging Area 1)
This area was identified as Neighborhood 1 in the East Ravine Master Plan and is developing with mostly single-family residential plats along and near the extension of Ravine Parkway. It is one of the major areas left for single-family development west of Keats Avenue.

Cottage View Area (Staging Area 2)
The former Cottage View drive-in theater once occupied this area on Highway 61 northwest of the Innovation Road interchange. It was planned as the southern portion of the East Ravine Master Plan. A new Wal Mart superstore was developed here in 2013 and additional commercial, mixed use and residential development is anticipated to anchor this interchange.

65th and Hinton Avenue (Developed Area)
The 2030 Plan guided this area of roughly 40 acres as Low Density Residential. It is being reguided in this plan to Medium Density, with the corner at 65th and Hinton as Mixed Use to encourage neighborhood services within walking distance to the area.

Oltman Middle School Area (Developed Area)
A new middle school at 65th Street and Geneva Avenue will open in the fall of 2018, and is expected to attract new housing development.

85th and Geneva
The area south and east of 85th and Geneva is mostly guided Industrial due to the petroleum tank farm on a portion of this area. Most of the property in this area is owned by those petroleum companies, including the vacant western and southern parcels. There are two rural homesteads and five single family homes on the west and north edges of the area, fronting Geneva Avenue and 85th Street. Changes to the Land Use Plan will guide the western and southern parcels as Low Density Residential to buffer the area from future Industrial development.

Mississippi Dunes Golf Courses (Staging Area 5)
The Mississippi Dunes Golf Course, located in the southwestern section of the city, is currently for sale with market interest in residential units. More specific study needs to be undertaken to identify density, layout, and infrastructure requirements. Once more detail is known for the use and potential physical elements of the site, the City can recommend a change in land use and potential comprehensive plan amendment to achieve the desired development.
Lower Grey Cloud Island (Staging Area 8)
Previous Cottage Grove Comprehensive Plans designated Lower Grey Cloud Island for rural residential development. The 2030 Plan and now the 2040 Plan will guide the island for the Transitional Planning future land use category. There have been plans developed by Washington County and the Metropolitan Council to establish a regional park on the Island and various discussions of the future of the current sand and gravel mining but no consensus has been built on the island’s future. Future plan updates will determine the appropriate mix of development and park and open space uses on Lower Grey Cloud Island.

FUTURE LAND USE ACREAGES AND LAND USE CHANGE

This section identifies the proposed changes in future land use and include a table identifying those changes from existing to future land use. These acres will appropriately reflect future housing, transportation, and park and open space needs in Cottage Grove.

Table 2-2: Future Land Use Acreages

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
<th>Net Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural</td>
<td>3,081.8</td>
<td>3,076.8</td>
</tr>
<tr>
<td>Commercial</td>
<td>220.9</td>
<td>216.8</td>
</tr>
<tr>
<td>Golf Course</td>
<td>104.5</td>
<td>103.4</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>197.8</td>
<td>197.2</td>
</tr>
<tr>
<td>Industrial</td>
<td>2,809.9</td>
<td>2,764.9</td>
</tr>
<tr>
<td>Low Density Residential</td>
<td>5,144.7</td>
<td>5,133.8</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>622.9</td>
<td>615.9</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>363.1</td>
<td>361.9</td>
</tr>
<tr>
<td>Open Water</td>
<td>3,019.0</td>
<td>3,019.0</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>2,826.4</td>
<td>2,598.6</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>438.4</td>
<td>435.2</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>2,264.2</td>
<td>2,240.4</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>1,961.7</td>
<td>1,941.5</td>
</tr>
<tr>
<td>Transition Planning Area</td>
<td>1,160.7</td>
<td>1,140.1</td>
</tr>
<tr>
<td>Wetland</td>
<td>-</td>
<td>370.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>24,199.8</strong></td>
<td><strong>24,199.8</strong></td>
</tr>
</tbody>
</table>
Figure 2-7: 2030 Future Land Use and Areas of Change

Future Land Use Change Areas

City Boundary

2030 Future Land Use:
- Rural Residential
- Low Density Residential
- Med Density Residential
- High Density Residential
- Commercial
- Mixed Use
- Industrial
- Golf Course
- Parks/Open Space
- Agricultural
- Transition Planning Area
- Open Water

Areas of Future Land Use Change:
1. East Ravine Master Plan Area
2. Business Park Expansion Area
3. BRT Station Areas
4. Harkness Avenue Area
5. Langdon Area
6. North Ravine Area
7. Cottage View Area
8. 65th and Hinton
9. Offman Middle School Area
10. 85th and Geneva
11. Mississippi Dunes Area
12. Lower Grey Cloud Island

July 25, 2018
0 4,500 9,000 Feet
N
COTTAGE GROVE COMPREHENSIVE PLAN LAND USE
STAGING PLAN

The staging plan (Figure 2-9) establishes the sequence of urban development in various areas of the city. The purpose of the staging plan is to allow for the efficient extension of urban services. New areas will not be opened for development until previous areas are approximately 80 percent developed. The following tables identify the land use categories and acreages planned for each of the seven staging areas. These tables illustrate how land uses will grow and change across the city as it develops into the future.

### Table 2-3: Current Growth Boundary Land Use

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>146.1</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>76.6</td>
</tr>
<tr>
<td>Industrial</td>
<td>540.7</td>
</tr>
<tr>
<td>Low Density Residential</td>
<td>3,691.0</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>350.8</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>214.1</td>
</tr>
<tr>
<td>Open Water</td>
<td>104.2</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>1,288.8</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>403.8</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>1,601.4</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>224.9</td>
</tr>
</tbody>
</table>

### Table 2-4: Staging Area 1 Land Use

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>10.4</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>55.2</td>
</tr>
<tr>
<td>Low Density Residential</td>
<td>84.6</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>22.1</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>61.8</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>38.0</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>4.5</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>20.9</td>
</tr>
</tbody>
</table>

### Table 2-5: Staging Area 2 Land Use

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Density Residential</td>
<td>65.9</td>
</tr>
<tr>
<td>Industrial</td>
<td>2.6</td>
</tr>
<tr>
<td>Low Density Residential</td>
<td>564.8</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>125.9</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>87.8</td>
</tr>
<tr>
<td>Open Water</td>
<td>41.1</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>318.1</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>79.1</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>30.6</td>
</tr>
</tbody>
</table>

### Table 2-6: Staging Area 3 Land Use

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial</td>
<td>609.1</td>
</tr>
<tr>
<td>Low Density Residential</td>
<td>817.1</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>123.5</td>
</tr>
<tr>
<td>Open Water</td>
<td>181.5</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>236.7</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>64.5</td>
</tr>
</tbody>
</table>

### Table 2-7: Staging Area 4 Land Use

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural</td>
<td>897.4</td>
</tr>
<tr>
<td>Golf Course</td>
<td>104.5</td>
</tr>
<tr>
<td>Open Water</td>
<td>158.3</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>527.9</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>22.2</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>175.0</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>549.6</td>
</tr>
<tr>
<td>Transition Planning Area</td>
<td>308.0</td>
</tr>
</tbody>
</table>

### Table 2-8: Staging Area 5 Land Use

<table>
<thead>
<tr>
<th>2040 Future Land Use</th>
<th>Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural</td>
<td>827.5</td>
</tr>
<tr>
<td>Commercial</td>
<td>4.7</td>
</tr>
<tr>
<td>Open Water</td>
<td>8.1</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>130.0</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>1.9</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>71.1</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>444.1</td>
</tr>
<tr>
<td>Table 2-9: Staging Area 6 Land Use</td>
<td></td>
</tr>
<tr>
<td>-----------------------------------</td>
<td></td>
</tr>
<tr>
<td><strong>2040 Future Land Use</strong></td>
<td><strong>Gross Acres</strong></td>
</tr>
<tr>
<td>Agricultural</td>
<td>233.3</td>
</tr>
<tr>
<td>Commercial</td>
<td>59.7</td>
</tr>
<tr>
<td>Open Water</td>
<td>5.5</td>
</tr>
<tr>
<td>Parks/Open Space</td>
<td>2.8</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>3.5</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>64.7</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>505.6</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Table 2-10: Staging Area 7 Land Use</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2040 Future Land Use</strong></td>
</tr>
<tr>
<td>Agricultural</td>
</tr>
<tr>
<td>Open Water</td>
</tr>
<tr>
<td>Right-of-Way</td>
</tr>
<tr>
<td>Rural Residential</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Table 2-11: Staging Area 8 Land Use</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2040 Future Land Use</strong></td>
</tr>
<tr>
<td>Open Water</td>
</tr>
<tr>
<td>Parks/Open Space</td>
</tr>
<tr>
<td>Right-of-Way</td>
</tr>
<tr>
<td>Rural Residential</td>
</tr>
<tr>
<td>Transition Planning Area</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Table 2-12: Private Sewer System Area Land Use</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2040 Future Land Use</strong></td>
</tr>
<tr>
<td>Industrial</td>
</tr>
<tr>
<td>Open Water</td>
</tr>
<tr>
<td>Right-of-Way</td>
</tr>
<tr>
<td>Rural Residential</td>
</tr>
</tbody>
</table>
The health and character of a community may best be measured in its housing stock. Livable cities provide a variety of housing choices and work to ensure that existing housing is well maintained. The City must also ensure that new housing meets the changing needs of the community.
INTRODUCTION

The health and character of a community may best be measured in its housing stock. Livable cities provide a variety of housing choices and work to ensure that existing housing is well maintained. The City must also ensure that new housing meets the changing needs of the community. Existing and future residents are looking for more services and amenities near where they choose to live, including convenient shopping options and easily-accessible walking and biking trails. Housing has evolved into more than a place to live, but a community in which to thrive.

While Cottage Grove expects to grow, it wants that growth to support livable and healthy communities. Where people live is important. For many Americans, a high-quality environment, walkable neighborhoods and diversity make a neighborhood a great place to live. Not only does Cottage Grove need to provide housing options for current residents to stay in the city if their family size or income changes, but the city should be welcoming to those who desire to live in Cottage Grove. More housing options means accommodating empty nesters and seniors in their own single-family homes or apartments, while also promoting move-up housing opportunities for younger families.

As part of the established Community Vision, the City of Cottage Grove strives to address these key themes related to housing:

- **Housing Options** – strive to provide a diverse mix of housing types that are needed to serve all income levels and stages in the life cycle.
- **Great Schools** – work with the school district to support strong schools to attract and retain families.
- **Serving All Generations** – continue to create diverse and vibrant neighborhoods with equal access to services and amenities for all citizens.
- **Defining Our Character** – preserve and enhance the variety of neighborhood experiences in the city.

HOUSING ISSUES AND OPPORTUNITIES IN COTTAGE GROVE

On February 26, 2018, the City of Cottage Grove hosted a Housing Forum, identifying key issues and opportunities for housing in the city. The forum was attended by a variety of stakeholders including members of the Housing Task Force, Comprehensive Plan Steering Committee, and Planning Commission. The forum began with an open house, educating attendees on existing housing stock in Cottage Grove and affordable housing issues. Participants believe that there is a need for multi-family and townhome properties that have access to transit, additional senior housing facilities, and housing at a range of price points. Some challenges the city faces include negative perspectives on new development and the cost of construction for new homes.

Next, participants were able to participate in real-time voting. Generally, participants feel that the quality of life in Cottage Grove is very high (92 percent responded good or excellent) and have chosen to stay in the city because of this high quality of life. However, participants also agree that the city has too few rental units (86 percent) and too few senior units (79 percent). However, participants in the forum also believe that the city should prioritize low density development at one to four units per acre over other types of development (64 percent).

This process was replicated in an online survey. Twenty members of the public completed the survey. Like housing forum participants, survey participants were generally satisfied with the quality of life in Cottage Grove (75 percent responded good or excellent). Participants agreed that there should be more senior single-family housing (70 percent) but that there was disagreement about the need for other types of senior units. The main challenges inhibiting the development of affordable housing are the cost of land and construction.

The in-person polling and online survey revealed some misconceptions about the cost of rental units. Specifically, in-person participants voted that they would pay $1,000 to $1,200 per month for a two-bedroom apartment in Cottage Grove. Online participants voted that they would pay $800 to $1,000 per month for the same unit. In 2018, two-bedroom units in Cottage Grove rent for $1,200 to $1,500, depending on the unit and amenities. There should be additional education about housing costs and affordability as development occurs.
GOALS AND POLICIES

Goal 1: Preserve and improve existing neighborhoods and housing units

- POLICY 3.1 Continue to enforce housing maintenance and zoning codes.
- POLICY 3.2 Add flexibility to the Zoning Code in areas such as building setbacks which allow expansion and reinvestment in existing houses.
- POLICY 3.3 Partner with the Washington County Community Development Agency and other agencies that provide housing rehabilitation programs and services.
- POLICY 3.4 Encourage the safety of the general public by requiring owners to repair substandard housing or as a last resort, abate and demolish dangerous housing.
- POLICY 3.5 Develop housing maintenance program that promotes and requires safe neighborhoods.

Goal 2: Meet future needs with a variety of housing products

- POLICY 3.6 Encourage life-cycle housing opportunities in Cottage Grove that allow residents to remain in the community throughout their lives. This includes:
  - Maintenance of existing entry level housing.
  - Construction of move-up single family housing.
  - Construction of various types of senior housing, including senior ownership units, senior rental units, memory care and assisted living units.
- POLICY 3.7 The 2040 Housing Policy Plan prepared on December 10, 2014 will continue to be used as an implementation tool in accomplishing the City’s Livable Communities Act housing goals.
- POLICY 3.8 The City will strive to encourage environmentally sustainable housing development and construction practices.
- POLICY 3.9 Provide for housing development that maintains the attractiveness and distinct neighborhood characteristics in the community.
- POLICY 3.10 Support the maintenance and rehabilitation of the community’s existing housing stock.
- POLICY 3.11 Periodically assess the housing needs of current and prospective residents, including the elderly, disabled, active retirees, and other groups with special housing needs to determine development priorities and to formulate specific strategies and activities to meet those needs and maintain an adequate and quality housing supply.
Goal 3: Encourage the development of sustainable housing options that have access to amenities, use land efficiently, conserve natural resources, utilize resource-efficient design and constructions, and incorporate the use of renewable energy generation.

- POLICY 3.12 Support the design of residential neighborhoods with mixed land use at a scale appropriate to residential development and with convenient access to neighborhood shopping or larger commercial areas.
- POLICY 3.13 Encourage a mix of residential housing to be near pedestrian, bicycle, and transit or high capacity transportation routes, community facilities and services, and employment to ensure that the benefits of public investment in those facilities are available to as many households as possible.
- POLICY 3.14 Provide opportunities for alternative housing types and patterns, such as planned unit developments, mixed-uses, and other techniques that reduce development costs, increase density, and achieve projects that are flexible and responsive to the site and surroundings, including the conservation and enhancement of areas having special, historic, architectural, or cultural value.
- POLICY 3.15 Encourage the infilling of housing in urban areas that make more efficient use of existing infrastructure.
- POLICY 3.16 Encourage the use of resource efficient technologies and materials in housing construction that meet adopted codes and increase the useful life of new and existing housing.

HOUSING DEVELOPMENT

Prior to the late 1950’s, all housing in Cottage Grove was on scattered rural parcels served by private wells and on-site septic systems. In 1958 the suburbanization of the community began with the development by Orrin Thompson Homes of the Thompson Grove subdivision located south of TH 61. This development was followed by other single family subdivisions in the 1960’s, most also built by Orrin Thompson Homes. The most common housing style of this era was the single story rambler, typically with a detached single car garage. By the 1970’s, housing subdivisions began to include the split-level design in addition to earlier rambler and Cape Cod style houses. In the 1990’s, and continuing to the present, larger two-story houses became the most common form of new construction.

Figure 3-1 illustrates the residential housing age throughout the city, with the oldest neighborhoods located near St. Paul Park and the newest neighborhoods in the northeast part of the City.

As discussed in the demographics section of this Plan, Cottage Grove has seen an increase in population since the 1970s, with an associated increase in housing needs. Single family residential development has continued steadily in the community, even in the wake of the economic downturn. However, there has been minimal multifamily or senior housing development since 2010.

Table 3-1 describes residential unit types for permits issued in each year between 2007 and 2015.
Figure 3-1

Residential Housing Age

- City Boundary
- Open Water

Building Year
- Pre-1950
- 1951 - 1960
- 1961 - 1970
- 1971 - 1980
- 1981 - 1990
- 1991 - 2000
- 2001 - 2010
- 2011 - 2015

Mississippi River

June 13, 2018

0 4,500 9,000 Feet

North
Table 3-1: New Residential Units Permitted

<table>
<thead>
<tr>
<th>Year</th>
<th>Single Family Detached</th>
<th>Single Family Attached</th>
<th>Multifamily or Senior</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>65</td>
<td>2</td>
<td>187</td>
<td>254</td>
</tr>
<tr>
<td>2008</td>
<td>87</td>
<td>2</td>
<td>-</td>
<td>89</td>
</tr>
<tr>
<td>2009</td>
<td>54</td>
<td>12</td>
<td>-</td>
<td>66</td>
</tr>
<tr>
<td>2010</td>
<td>45</td>
<td>-</td>
<td>44</td>
<td>89</td>
</tr>
<tr>
<td>2011</td>
<td>50</td>
<td>-</td>
<td>-</td>
<td>50</td>
</tr>
<tr>
<td>2012</td>
<td>53</td>
<td>-</td>
<td>-</td>
<td>53</td>
</tr>
<tr>
<td>2013</td>
<td>46</td>
<td>10</td>
<td>-</td>
<td>56</td>
</tr>
<tr>
<td>2014</td>
<td>73</td>
<td>4</td>
<td>-</td>
<td>77</td>
</tr>
<tr>
<td>2015</td>
<td>59</td>
<td>6</td>
<td>-</td>
<td>65</td>
</tr>
<tr>
<td>2016</td>
<td>98</td>
<td>-</td>
<td>1</td>
<td>99</td>
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<tr>
<td>2017</td>
<td>111</td>
<td>4</td>
<td>2</td>
<td>117</td>
</tr>
<tr>
<td>Total</td>
<td>741</td>
<td>40</td>
<td>234</td>
<td>1,015</td>
</tr>
</tbody>
</table>

Source: City of Cottage Grove

HOUSING STOCK

Cottage Grove’s demographic mix is heavily shaped by the residential development patterns of the community. The vast majority of residential development is in single family detached homes and townhomes, which were built in the 1950s and later. As a result, households tend to be families with an income that supports home ownership. The predominance of owner occupied homes is one of the reasons there are relatively few older residents. And it is consistent with the low rates of unemployment and poverty.

Single family homes comprise 81 percent of 12,521 units in the community. This is much higher than the average in Washington County (68 percent) or the Twin Cities Metropolitan Area (61 percent). The next most common unit type in Cottage Grove is the single-family attached home, also known as townhomes. Townhomes make up about nine percent of Cottage Grove’s housing stock. Other housing types in Cottage Grove include small apartments (two to nine units), medium or large apartment buildings (ten or more units) and mobile homes.

The Metropolitan Council defines home ownership affordability as $85,500 for households making less than 30 percent Area Median Income (AMI), $153,000 for households making 31-50 percent AMI, and $240,500 for households making 51-80 percent AMI. In Cottage Grove, the median home value is $204,600, indicating that much of the City’s housing stock is affordable at 80 percent AMI. Housing affordability is discussed further later in this chapter.

These housing characteristics are summarized in Table 3-2 on the following page.
Table 3-2: Housing Stock Characteristics

<table>
<thead>
<tr>
<th>Total Number of Units</th>
<th>12,407</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Affordable Units</td>
<td>At or below 30% AMI</td>
</tr>
<tr>
<td></td>
<td>146</td>
</tr>
<tr>
<td>Number of Units</td>
<td>Owner Occupied</td>
</tr>
<tr>
<td></td>
<td>10,792</td>
</tr>
<tr>
<td>Number of Units</td>
<td>Single Family</td>
</tr>
<tr>
<td></td>
<td>11,316</td>
</tr>
<tr>
<td>Number of Publicly Subsidized Units</td>
<td>Senior Housing</td>
</tr>
<tr>
<td></td>
<td>0</td>
</tr>
</tbody>
</table>

Source: Metropolitan Council

The neighboring community of Woodbury provides an interesting comparison to Cottage Grove. Fifty-five percent of Woodbury’s housing stock is single family homes, much lower than Cottage Grove. This is due in part to the large number of townhomes in Woodbury. Twenty-seven percent of Woodbury’s housing stock is townhomes, one of the highest percentages in the Twin Cities region. These housing stock characteristics are illustrated in Figure 3-2 on the following page.

**HOUSING TENURE**

About 88 percent of residents in Cottage Grove own their home. This is a much higher number than either Washington County (approximately 80 percent) or the Twin Cities Metropolitan Area (approximately 70 percent). In Cottage Grove, renters live in an array of housing types, though about 40 percent live in medium to large apartment buildings (10 or more units). Because of the high percentage of single family homes in the City, many renters also rent single family homes and townhouses (43 percent of renters).
Figure 3-2: Housing Unit Types in and around Cottage Grove

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Cottage Grove</th>
<th>Woodbury</th>
<th>Hastings</th>
<th>Inver Grove Heights</th>
<th>Lakeville</th>
<th>Rosemount</th>
<th>Newport</th>
<th>St. Paul Park</th>
<th>Alton</th>
<th>Washington County</th>
<th>Twin Cities Metro</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mobile home</td>
<td>13%</td>
<td>0.1%</td>
<td>6.0%</td>
<td>0.6%</td>
<td>4.30%</td>
<td>5.30%</td>
<td>0.1%</td>
<td>5.4%</td>
<td>0.0%</td>
<td>1.4%</td>
<td>1.7%</td>
</tr>
<tr>
<td>Apartment buildings, 10+ Unit</td>
<td>4.8%</td>
<td>10.6%</td>
<td>13.1%</td>
<td>19.7%</td>
<td>2.9%</td>
<td>6.00%</td>
<td>20.1%</td>
<td>0.8%</td>
<td>0.0%</td>
<td>9.1%</td>
<td>19.3%</td>
</tr>
<tr>
<td>Apartment buildings, 2-4 Unit</td>
<td>3.1%</td>
<td>6.2%</td>
<td>6.3%</td>
<td>3.9%</td>
<td>3.00%</td>
<td>2.20%</td>
<td>9.0%</td>
<td>9.9%</td>
<td>0.0%</td>
<td>5.1%</td>
<td>7.1%</td>
</tr>
<tr>
<td>1-unit, attached</td>
<td>9.0%</td>
<td>27.3%</td>
<td>21.6%</td>
<td>21.9%</td>
<td>17.30%</td>
<td>22.60%</td>
<td>9.1%</td>
<td>6.9%</td>
<td>0.9%</td>
<td>15.8%</td>
<td>10.8%</td>
</tr>
<tr>
<td>1-unit, detached</td>
<td>61.7%</td>
<td>55.0%</td>
<td>51.0%</td>
<td>47.9%</td>
<td>71.70%</td>
<td>65.60%</td>
<td>74.5%</td>
<td>99.1%</td>
<td>60.5%</td>
<td>61.2%</td>
<td>61.2%</td>
</tr>
</tbody>
</table>

Source: American Community Survey, 2014
HOUSING VALUE AND RENT

The median home value in Cottage Grove is $204,600, which is lower than the Washington County median value of $240,200 and slightly lower than the Twin Cities Metropolitan Area median of $212,600. Compared to other communities in the region, Cottage Grove’s housing values are fairly average. Afton is the only nearby community with significantly higher housing values (median value of $409,700). Table 3-3 includes median housing values in nearby communities. Housing values in Cottage Grove are mapped in Figure 3-3.

Table 3-3: Median Housing Values in and around Cottage Grove

<table>
<thead>
<tr>
<th>Community</th>
<th>Median Housing Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cottage Grove</td>
<td>$204,600</td>
</tr>
<tr>
<td>Woodbury</td>
<td>$267,500</td>
</tr>
<tr>
<td>Hastings</td>
<td>$175,200</td>
</tr>
<tr>
<td>Newport</td>
<td>$168,400</td>
</tr>
<tr>
<td>St. Paul Park</td>
<td>$157,500</td>
</tr>
<tr>
<td>Afton</td>
<td>$409,700</td>
</tr>
<tr>
<td>Washington County</td>
<td>$240,200</td>
</tr>
<tr>
<td>Twin Cities Metropolitan Area</td>
<td>$212,600</td>
</tr>
</tbody>
</table>

Source: American Community Survey, 2014

The median rent in Cottage Grove is $1,098 per month, which is higher than the Twin Cities Metropolitan Area ($916) but lower than Washington County ($1,125). Compared to other communities in the area, Cottage Grove’s median rent is slightly higher. This may be attributed to the large number of single family homes that are rented in the City, which tend to be more expensive to rent than apartments. This may also be the case in Afton, the neighboring community with the highest median monthly rent ($1,479). Table 3-4 includes median monthly rents in nearby communities.

Table 3-4: Median Rent in and around Cottage Grove

<table>
<thead>
<tr>
<th>Community</th>
<th>Median Monthly Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cottage Grove</td>
<td>$1,098</td>
</tr>
<tr>
<td>Woodbury</td>
<td>$1,344</td>
</tr>
<tr>
<td>Hastings</td>
<td>$825</td>
</tr>
<tr>
<td>Newport</td>
<td>$722</td>
</tr>
<tr>
<td>St. Paul Park</td>
<td>$758</td>
</tr>
<tr>
<td>Afton</td>
<td>$1,479</td>
</tr>
<tr>
<td>Washington County</td>
<td>$1,125</td>
</tr>
<tr>
<td>Twin Cities Metropolitan Area</td>
<td>$916</td>
</tr>
</tbody>
</table>

Source: American Community Survey, 2014
Figure 3-3
Owner Occupied Single Family Residential Housing Values

City Boundary
Open Water

Estimated Total Market Value:
- Up to $148,000*
- $148,000 to $180,500*
- $180,500 to $235,000*
- $235,000 to $500,000
- Above $500,000

* Metropolitan Council Affordable Housing Guideline: 2016 Home Ownership
Household Income  Affordable Home Price
80% AMI ($66,700)  $235,000
60% AMI ($41,480)  $180,500
50% AMI ($42,900)  $148,000
30% AMI ($25,750)  $85,500
COST BURDENED HOUSEHOLDS

Many residents in communities across the Twin Cities experience challenges affording their housing costs. The Department of Housing and Urban Development (HUD) defines housing to be affordable if the residents do not pay more than 30 percent of their income towards housing costs. Housing costs can include rent or mortgage payments, utility bills, HOA fees or other fees associated with living in the home. Residents who pay more than 30 percent are considered "Cost-burdened." In Cottage Grove, over two thousand households (16.9 percent of households) are considered to be cost-burdened. Table 3-5 describes the cost burdened households by median income level.

Table 3-5: Housing Cost Burdened Households

<table>
<thead>
<tr>
<th>Household Income Level</th>
<th>Number of Cost-burdened Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>At or below 30% AMI</td>
<td>698</td>
</tr>
<tr>
<td>31 to 50% AMI</td>
<td>663</td>
</tr>
<tr>
<td>51 to 80% AMI</td>
<td>648</td>
</tr>
<tr>
<td>Total Households</td>
<td>2,009</td>
</tr>
</tbody>
</table>

Source: Metropolitan Council

HOUSING PROJECTIONS AND NEED

With a growing population, Cottage Grove will need to accommodate for new residents of all socioeconomic backgrounds. The Community Vision, Goals and Policy Consistent with Metropolitan Council requirements, Cottage Grove must supply 568 new units of affordable housing (at or below 80 percent AMI) by 2040. The units must be affordable at different levels, described below in Table 3-6.

Table 3-6: Affordable Unit Allocations for Cottage Grove

<table>
<thead>
<tr>
<th>Household Income Level</th>
<th>Number of Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>At or below 30% AMI</td>
<td>333</td>
</tr>
<tr>
<td>31 to 50% AMI</td>
<td>221</td>
</tr>
<tr>
<td>51 to 80% AMI</td>
<td>14</td>
</tr>
<tr>
<td>Total Units</td>
<td>568</td>
</tr>
</tbody>
</table>

Source: Metropolitan Council

LIVABLE COMMUNITIES

Cottage Grove has placed an emphasis on not only increasing housing supply and options but on creating communities that are healthy and livable. The City received a grant from Washington County in 2016 as part of the Statewide Health Improvement Program (SHIP) that evaluated key indicators of community health and surveyed residents on their desires for where they live. The survey found that residents in Cottage Grove believe that their parks and trails system is one of the most valuable assets in their community and 35% of residents bike or walk daily. However, safety and accessibility remain major concerns for residents.

The healthy and active living survey, as well as associated goals and policies, are discussed further in Chapter 9: Resiliency.
STRATEGIES TO PROMOTE A DIVERSE HOUSING STOCK

In order for Cottage Grove to meet its goals and policies pertaining to housing, and especially to accommodate the projected needs of affordable housing units, the City can rely on a number of existing programs and policies to promote housing stock diversity. Numerous efforts are available for Cottage Grove to employ in order to facilitate the construction of affordable housing and to expand local housing options including regional, state, and national programs, fiscal devices, official controls, and land use regulation.

Livable Communities Act

In 1995, Minnesota Legislature created the Livable Communities Act (LCA) as defined by MN State Statute 473.25. The LCA is a voluntary, incentive-based approach to help the Metro Area communities address affordable and lifecycle housing needs. The LCA provides funds to communities to assist them in carrying out their development plans for affordable housing and creation of new jobs.

Participation in the Local Housing Incentives Program portion of the LCA requires communities to negotiate housing goals with the Metropolitan Council and prepare a Housing Action Plan.

Livable Communities Demonstration Accounts (LCDA)

LCDA funds support regional growth strategies promoting development and redevelopment that make efficient and cost-effective use of urban lands and infrastructure; improve jobs, housing, transportation, and service connections; and expand affordable and lifecycle housing choices in the region. The funds are available to municipalities that participate in the Local Housing Incentives Program of the Livable Communities Act (LCA). The LCDA is open to local housing and redevelopment authorities, economic development authorities or port authorities in LCA-participating cities, or to counties on behalf of projects located in LCA-participating cities.

As the name of the account suggests, LCDA funds are intended to be used for projects that demonstrate innovative and new ways to achieve and implement the statutory objectives, not merely to fill project funding needs.

Local Housing Incentive Account (LHIA)

LHIA grants help to produce new and rehabilitated affordable rental and homeownership, promote the Council’s policy to expand and preserve lifecycle and affordable housing options to meet changing demographic trends and market preferences, and support the region’s economic competitiveness.

Tax Base Revitalization Account (TBRA)

The TBRA provides funds to clean up polluted land to make it available for economic redevelopment, job retention, and job growth, or the production of affordable housing to enhance the tax base of the recipient municipality. TBRA funds are raised by a legislatively authorized levy capped at $5 million annually. If the TBRA project includes a housing component, a portion of the housing is required to be affordable. Ownership units are considered affordable if they can be purchased by buyers earning 80% of the area median income (AMI). Affordable rental units are those renting at the Low-Income Housing Tax Credit rent limits based on 50% of the AMI.
Community Development Block Grant (CDBG) Program

The CDBG Program is provided through the U.S. Department of Housing and Urban Development. The CDBG program is a flexible program that provides communities with resources to address a wide range of unique community development needs. The CDBG program works to ensure decent affordable housing, to provide services to the most vulnerable in our communities, and to create jobs through the expansion and retention of businesses.

Fiscal Devices

Fiscal devices, such as revenue bonds, tax increment, financing, or tax abatement can be used to help ease the construction and availability of affordable housing in the City of Cottage Grove.

Official Controls

Official controls and land use regulation can be used to assist in the construction of affordable housing units. Controls and regulations can also be used to simplify the process of expanding local housing options also.

The following is a list of official controls that the City of Cottage Grove can use to implement its housing goals and policies: Zoning Ordinance, Subdivision Ordinance, Building Codes, Design Requirements, and the actual approval process itself. These regulatory tools impact the type and cost of new housing.

Conclusion

Cottage Grove will continue to focus short-term and long-term efforts on improving housing options for all residents. This will be accomplished through maintenance of the existing housing stock, working with developers who want to provide varied housing models, and partnering with Washington County, Metropolitan Council, and Minnesota Housing to accommodate people who are cost-burdened.
Chapter 4: Historic Preservation in the City of Cottage Grove is intended to be the guide to be used by city officials and citizens responsible for implementing the City’s historic preservation program. The chapter includes goals and policies to promote historic preservation and inventories existing historic resources, both of local and national significance.
INTRODUCTION

The residents of Cottage Grove are heirs to a legacy of historic sites and landmarks, which together form a unique set of heritage resources. These heritage resources are scarce and they are non-renewable. The mission of the City historic preservation program is to protect and enhance Cottage Grove's significant heritage resources for the benefit of present and future generations.

This plan for historic preservation in the City of Cottage Grove is intended to be the guide to be used by city officials and citizens responsible for implementing the City historic preservation program. Authorized under Title 9 Chapter 9 of the City Code, the plan provides the basis for integrating historic preservation with other community development planning and establishes goals and policies for preserving, protecting, and using the City's significant heritage resources.

The City preservation code provides for design review of development projects and compliance with established preservation treatment standards. Whenever a property listed in, or eligible for inclusion in, the City Register will be affected by a development project, the City will explore ways to mitigate the effects on the heritage resource.

The National Historic Preservation Act of 1966, as amended, provides for the certification of local government historic preservation programs by the Secretary of the Interior. The City historic preservation program was certified in 1985 and as a Certified Local Government (CLG).

Since the City enacted its first historic preservation ordinance in 1981, the heritage resources inventory lists almost 300 historic buildings, sites, structures, objects, and districts within the city limits, of which more than forty had been evaluated as significant and eligible for historic site designation. Figure 4-1 illustrates the Cordenio Severance House (Cedarhurst Mansion) which is listed on the National Register of Historic Places and on the City's Register of Historic Sites and Landmarks.

The City historic preservation plan integrates heritage resource management into community development planning by establishing goals, policies, and procedures as part of the comprehensive planning process. Properties that can be shown to represent significant heritage resources may be listed in the City Register of Historic Sites and Landmarks by City Council resolution. Wherever possible, the City advises and assists property owners, developers, and contractors in historic preservation matters; provides public information and education in historic preservation; and cooperates with other units of government in the national preservation program.
GOALS AND POLICIES

Goal 1: The City will be actively involved in the documentation, promotion, and preservation of history of the community.

- POLICY 4.1 The City Historic Preservation Program will be coordinated with the general public, the State Historic Preservation Office, Washington County, other government entities, regional non-profit preservation organizations and neighboring communities.
- POLICY 4.2 Historic preservation policies will be implemented through integration with other city activities and projects.
- POLICY 4.3 To be effective and focus on preservation of documented significant resources.

Goal 2: The City will periodically review all historical, architectural, archaeological, and cultural resources within the city limits and integrate data into the preservation archiving and planning process

- POLICY 4.4 Thorough and systematic background research, including archival research, will precede all field surveys. Whenever possible, identification of heritage resources will be based upon primary, rather than secondary sources of documentary information, or field surveys, or both.
- POLICY 4.5 A heritage resources inventory will be maintained by the City and made accessible through the City’s website.
- POLICY 4.6 Public access to information on the precise location of archaeological sites and Native American traditional cultural properties will be restricted in cases where the City has reason to believe that the integrity of the resource may be threatened by the release of that information.
- POLICY 4.7 In evaluating the significance of an historic property, the Advisory Committee on Historic Preservation shall apply the City’s Register of Historic Sites and Landmarks eligibility criteria contained in City Code Title 9, Chapter 9.
- POLICY 4.8 The Advisory Committee on Historic Preservation shall issue a Finding of Significance in relation to any heritage resource which it determines eligible for nomination to the City Register of Historic Sites and Landmarks.

Goal 3: Historic properties that have been evaluated as significant by the Advisory Committee on Historic Preservation are nominated to the City Register of Historic Sites and Landmarks. Dual listing of historic properties in the City Register of Historic Sites and Landmarks and the National Register of Historic Places is encouraged, but not required.

- POLICY 4.9 Properties considered for nomination to the City’s Register of Historic Sites and Landmarks must meet the established criteria for evaluation. To qualify, a property must represent a significant facet of local history, and must retain integrity of the physical characteristics necessary to convey its historic significance.
- POLICY 4.10 Prior to a City Council resolution designating a heritage resource as an Historic Site or Landmark, the City Historic Preservation Officer shall prepare a Preservation Planning Report that documents supporting evidence for the registration. When appropriate, the Preservation Planning Report will also include site-specific design review and treatment recommendations which may guide decision makers in the future. These recommendations will be based upon existing city policies and procedures required by City ordinances.
Goal 4: Every public or private application for a city permit for planning, zoning, demolition, or exterior building work on a property that is eligible for or listed in the City Register of Historic Sites and Landmarks shall be reviewed by the City Historic Preservation Officer for determination of appropriate action by the City.

- POLICY 4.11 Building permits for minor work may be reviewed administratively by City staff and a Certificate of Appropriateness issued by the City Historic Preservation Officer.
- POLICY 4.12 In cases involving historic properties that are eligible for listing in the City Register of Historic Sites and Landmarks, a reasonable effort will be made to preserve and protect or at a minimum document historical, architectural, archaeological, and cultural resources through the administrative process.
- POLICY 4.13 In cases involving historic properties which are listed in the City Register of Historic Sites and Landmarks, all efforts will be made to preserve and protect historical, architectural, archaeological, and cultural resources through a Public Hearing process conducted before the City Council.

Goal 5: To the extent possible, the City will proactively assist private property owners in their efforts to preserve and enhance significant heritage resources.

- POLICY 4.14 The City shall provide owners of historic properties with information, guidelines, education, and training in the preservation, rehabilitation, restoration, and reconstruction of historic buildings, structures, and sites.
- POLICY 4.15 The City has adopted the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation as an informative guide for historic preservation program decisions. The standards and guidelines are worded in a flexible manner and are neither technical nor prescriptive.
- POLICY 4.16 Like the Secretary of the Interior’s standards, the local guidelines cannot, in and of themselves, be used to make essential decisions about heritage resource management.
- POLICY 4.17 The use of modern construction materials and methods is encouraged when the historical design or purpose is effectively conveyed.
INVENTORY

Sites of National Significance

There are four sites in Cottage Grove listed on the National Register of Historic Places. These sites include two homes, one lime kiln, and one archaeological site. They are described below:

Cordenio Severance House (Cedarhurst Mansion)
6940 Keats Ave. S.
Listed: June 3, 1976

The Cordenio Severance House, also known as the Cedarhurst Mansion, is located on ten acres of land in Cottage Grove. The estate served as the summer home of Cordenio Severance, a prominent attorney and political figure, in the early 1900s. The home was designed in the classical revival style in 1868 and remodeled by Cass Gilbert in 1917. The home currently serves as an event venue for weddings and events.

John P. Furber House
7310 Lamar Ave.
Listed: April 20, 1982

The Furber house, built in 1871, is one of the first homes in the original village of Cottage Grove. It was occupied by John Furber and his family, notable town residents at the time. In 1871, Furber surveyed and platted the official village of Cottage Grove, a forty acre settlement adjacent to the town. The house is illustrated in Figure 4-2.

Grey Cloud Lime Kiln
Grey Cloud Island Trail
Listed: December 18, 1978

The Grey Cloud Limestone kiln built in the 1850s was for the processing of lime. The materials burned in the kiln were used in building construction throughout the region.

Schilling Archaeological District
Listed: December 22, 1978

This archaeological site includes a series of 34 conical mounds, a settlement site from the Woodland Period (1000 BCE to 1700 CE). Through numerous archaeological surveys, pot sherds, stone tools, and fire cracked rocks were discovered. Fire and refuse pits have also been discovered at the site. Archaeologists believe that the site was occupied through many periods and climatic shifts.
Sites of Local Significance

There are a number of sites throughout Cottage Grove that have been listed on the City’s Register of Historic Sites and Landmarks. These sites are listed below:

- Atkinson Cemetery; next to McDonald’s Restaurant (1982)
- Cottage Grove Town Hall; 9540 Islay Avenue South (1982)
- Old People’s Home of the Northwest (Church of God) Cemetery Historic Site, Section 7 (1982)
- Arthur H. Steen House/Forest Home; 7405 Lamar Avenue South (1983)
- John Watson House; 8919 – 70th Street South (1984). See Figure 4-3.
- Historic First Congregational Church/Acacia Lodge No. 51; 11094 – 70th Street South (1987)
- William W. Furber House; 7697 Lamar Avenue South (1987)
- Cottage Grove Cemetery; Sections 2 and 11 (1989)
- Roberts House; 8348 Keats Avenue South (1998)
- Hope Glen Farm/Healy House; 10287 Point Douglas Road South (2001)
- John P. Furber House; 7310 Lamar Avenue South (1983)
- First Congressional Church Historic Site, 11094 70th Street South (1987)
- Harry Roberts House, 8394 Keats Avenue South (1998)
- Cedarhurst District, 6940 Keats Avenue South (2001)
- Shepard Farm Historic District, 8896 70th Street South (2017)

Figure 4-3: Lamar House

Source: City of Cottage Grove

The City is exploring unique opportunities to protect the character of the Old Cottage Grove area that contains the John Watson House and other homes.
FUTURE PRESERVATION VISION 2040

The City of Cottage Grove historic preservation program is a successful local preservation program, and it reflects the past and present and ideologies of the community. The education of the general public about the significance of people, places and events of the past will be a key factor in the success in the future of our history and should be planned for.

It is expected that the City and its residents will continue to shape a vision of where their historic preservation program is going and the steps necessary to carry this vision forward. The goals and policies outlined earlier in this chapter will help to implement this vision. In the future, Cottage Grove will be a thriving community with a connection to its rich history. The following outcomes will guide preservation activities as the city continues to grow and change.

- Historic preservation will continue to stress empowerment of individuals and the community through stewardship, advocacy, education, and partnership.
- Cottage Grove will be a distinctive and recognizable community where preserved historic buildings and sites provide physical links to the past and foster a sense of community and personal identity.
- Core historic preservation program areas will continue to emphasize comprehensive planning, identification and evaluation of heritage resources, the City Register of Historic Sites and Landmarks, and design review, with important initiatives in the areas of heritage education and tourism, economic development, and treatment of historic properties.
- Historic buildings will be preserved as functional, useful parts of the modern city and will be a focus for important education, edification, recreation, and economic development activities (Figure 4-4).

Figure 4-4: Hope Glen Farm

Source: City of Cottage Grove
The Parks and Open Space chapter provides information on existing and future parks, open space, and trail facilities in Cottage Grove. These facilities are a major asset in the community and important features to maintain and expand as the city develops. This chapter also addresses Cottage Grove as part of a regional system of parks, trails, and open space.
INTRODUCTION

The Parks and Open Space chapter provides information on planning for acquisition, development, and functionality of a signature parks and open space system. Included is an inventory of existing parks, open space, and recreation facilities and a guide for future park land. This chapter builds upon previous park plans, the 2006 Park and Open Space Study, the East Ravine Master Plan, My Future Cottage Grove Bike/Ped and Parks Commissions, and incorporates new ideas and standards that reflect a shifting public expectation on design, function, and maintenance of public facilities.

The Comprehensive Plan lays the ground work for assembling and maintaining a first-class park and recreation system for the city and presents some of the tools needed to make sound planning decisions. The acquisition, development, and maintenance of the Cottage Grove parks, recreation, and open space system should continue to be a community priority in the governing and development process.

As part of the established Community Vision, the City of Cottage Grove strives to address these key themes related to Parks and Open Space:

- **Parks, Trails, & Recreation** – continue to build the City’s parks and trail systems as a source of pride for residents.
- **Mississippi River Access** – work to provide public access to the river and appropriate development opportunities on Lower Grey Cloud Island.
- **Environmental Stewardship** – continue to protect and enhance the natural environment, including air quality, groundwater resources, stormwater management and energy usage.

TRAILS, BICYCLE, AND PEDESTRIAN ISSUES IN COTTAGE GROVE

On March 26, 2018, the City of Cottage Grove hosted a Bicycle and Pedestrian Forum, identifying key issues and opportunities for recreation and alternative transportation in the city. The forum was attended by a variety of stakeholders including members of the Comprehensive Plan Steering Committee, Parks Commission, and Planning Commission. The forum began with a presentation, educating attendees on the existing trail network in Cottage Grove and bicycling and walking issues.

Finally, forum attendees used maps of the city to identify existing destinations and desired connections to those destinations. This was replicated online using an ArcGIS interactive mapping tool. The online tool and in-person map activity identified key barriers and opportunities in the bicycle and pedestrian network. The routes identified by the public have informed the future trail network, discussed later in this chapter.

The City of Cottage Grove also hosted an online survey to replicate the Form online. The survey was open between March 27, 2018 and May 9, 2018. The online survey received 71 responses addressing bicycling and walking preference in the city and areas for improvement. Key highlights from the survey are listed below.

- 45% of participants walk in Cottage Grove every day
- 55% of participants walk for exercise, but only 3% walk to get to a destination
- 67% of residents rank the trail system as good or excellent
- A lack of sidewalks and destinations are too far are the biggest factors keeping people from walking
- Participants support the development of a trail network and building off-road trails
- 72% of participants would support a nominal or significant increase in funding to support trails
GOALS AND POLICIES

Goal 1: Acquire and preserve necessary park and open space areas.
- POLICY 5.1 Parkland and open space areas will be acquired through park dedication, purchase, or donation. Private developers will be required to dedicate a portion of their land for public use when a development includes areas planned for park and open space acquisition. Full dedication credit is not given for lands with steep slopes, tree preservation areas, wetlands, bedrock, or other areas that are development constrained.
- POLICY 5.2 When feasible, the acquisition of parks, open space, and other recreational facilities should be accomplished at an early date, so that appropriate sites can be obtained to meet long-range public recreational needs before development pressures render the property too expensive.
- POLICY 5.3 The City will coordinate its recreation plan with bordering communities, South Washington County School District 833, Washington County, South Washington Watershed District, Washington Conservation District, the Metropolitan Council, and the State of Minnesota.
- POLICY 5.4 Whenever practical, parks shall include conservancy open space in areas that preserve and protect woodlands, wetlands, prairies, natural or cultural resources, and environmentally sensitive areas.

Goal 2: Develop an integrated system of parks and open space areas that offers a variety of facilities and programs to all residents of the city throughout the year.
- POLICY 5.5 The City will prepare a master plan for each component of the park and recreation system based on the criteria established in this comprehensive plan. The park master plans shall be the basis for site acquisition, development, and use, and upon establishment, be reviewed in connection with updates to capital improvement plans and budgets.
- POLICY 5.6 All park and open space facilities will be designed to be environmentally friendly. Appropriate measures will be taken during construction to mitigate any negative environmental impact.
- POLICY 5.7 Design and maintain park facilities and programs to be as accessible as possible to all ages, backgrounds and lifestyles of Cottage Grove residents, with special consideration for the needs of young people and senior citizens. Best management practices will be utilized during all grading and construction activities.

Goal 3: Create a coordinated network of trail routes that are designed to accommodate a variety of users while providing for integrated links to neighborhoods, the community, the Mississippi River and associated backwaters, the region, and other special points of interest.
- POLICY 5.8 New trail installations shall include the identification of future replacement and maintenance programs and appropriate funding sources for these programs.
- POLICY 5.9 The trail system will be separated from roadways whenever feasible.
- POLICY 5.10 For safety reasons, the trail system will include incorporate security lighting where needed.
- POLICY 5.11 The trail system will include landscaping, informational signage, directional signage, educational signage, benches, bike racks, garbage receptacles, pet waste disposal bags, and other similar amenities where reasonable or necessary.
• POLICY 5.12 The trail system will include a variety of surfaces, slopes, and linear distance that will accommodate the needs of all segments of the general population. The system will be implemented to conform to the Americans with Disabilities Act, except when topography or other environmental constraints prohibit meeting the majority of the standards.

• POLICY 5.13 The trail system within the Mississippi River Critical Area will be limited to links to scenic overlooks, public property, and other points of interest unless the existing railroad right-of-way is abandoned and a linear trailway can be established along the river.

• POLICY 5.14 Transportation sidewalks and trails shall be installed by developers along all collector and minor arterial streets, or on roadways that are determined to generate sufficient traffic to warrant concern for either pedestrian or bicycle use within the street right-of-way.

• POLICY 5.15 The trail system will be implemented by creating links between all new and existing developments in the city, through the acquisition of easements, right-of-way dedications, purchase, eminent domain, or donations.

• POLICY 5.16 The trail system will include the establishment of a set of rules of operation that is actively provided to the public and is periodically updated to reflect current usage needs, problems, and trends.

• POLICY 5.17 The individual components of the trail system will be monitored for volumes of usage and safety factors to determine if additional improvements are required.

• POLICY 5.18 Preservation of unique resources and amenities and provide for public enjoyment in an environmentally-friendly manner.

• POLICY 5.19 The park system should provide a diversity of experiences.

DEFINITIONS AND STANDARDS

Development of a Park Open Space and Trail System relies on standards for the systematic approach to providing facilities.

Definitions and standards have been created to help communicate and coordinate park and open space facility development standards. It should be noted that standards are relative guidelines, not absolute requirements when dealing with unique park and open space components and landforms. A proper understanding of the following terms is essential for correct interpretation of this chapter.

PARK AND OPEN SPACE CLASSIFICATIONS

Public Park

An area dedicated to recreational use and generally characterized by its natural, historic, topographic, or landscape features. It may be used for both passive and active forms of recreation and may be designed to serve a neighborhood, larger community, or as a local link with regional systems. Encroachment on lands within a public park by adjacent neighbors is not permitted.

Public Open Space

A relatively undeveloped area which may be located within or outside of the urbanized development area. Open space may include utility easements, drainageways, ravines, holding ponds, treed slopes, and steep slopes, and may also include any land unsuitable for building. Open space may be used general recreational activities. Encroachment on lands within a public park by adjacent neighbors is not permitted.
Private Open Space

Privately-owned land, which because of certain limiting conservation easements, are permanently protected from development. Privately owned recreational facilities, such as golf courses, would not be considered private open space because of future development potential.

Mini-Park

Mini-park is the smallest park classification and is used to address limited or specific recreational needs. Examples of where a mini park may be located include areas of concentrated populations, isolated development areas, landscaped public use areas in an industrial/commercial area, scenic overlooks, and play areas in shopping districts. Although demographics and population density play a role in location, the justification for a mini-park lies more in servicing a specific recreational need or taking advantage of a unique opportunity. In a residential setting, the service area is usually less than a quarter mile in radius and the park is generally one acre or less in size.

Site selection criteria should include ease of access from the surrounding area and ideally be linked to a community pathway system. Given their size, they are typically not intended to be used for programmed activities, and off-street parking is not provided.

Neighborhood Park and Open Space

The neighborhood park and open space is the basic unit of the City’s park system and is designed to serve as the recreational and social focus of neighborhoods. They include active and passive recreation activities geared specifically for those living within a half mile service area. The park should be centrally located and easily accessible by way of interconnecting trails, sidewalks, or low-volume residential streets. Five acres is the accepted minimum standard necessary to provide space for recreation activities. Seven to ten acres are considered optimal. The site should exhibit physical characteristics appropriate for both active and passive recreation uses including suitable soils, positive drainage, varying topography, and a variety of vegetation and natural resource areas. Sites should be connected to schools and other park system components such as natural resource areas, lakes, ponds, and greenways.

Potential active recreation facilities include play structures, creative play attractions, game courts, ball fields, tennis courts, volleyball courts, horseshoe courts, bocce ball, pickle ball, basketball, and general ice skating areas. Cedarhurst Park is illustrated in Figure 5-1.

Passive activity facilities include networks of recreation and nature trails, individual and group picnic/sitting areas, general open space and unique landscapes/features, nature study areas, and ornamental gardens. The ability to hold cultural activities, such as plays and concerts, is also appropriate for a community park. Distribution of land area between active and passive recreation is determined on a site-by-site basis. Parking lots of limited size should be provided as necessary to accommodate user access, and park lighting should be used moderately due to proximity to residential units.
School Commons

A school commons allows for expanded recreation, social, and educational opportunities available to the community in an efficient and cost-effective manner. Depending on its size, one school site may serve in a number of capacities such as a neighborhood park, youth athletic fields, and the obvious outdoor active area for the school. The important outcome in the joint-use relationship is that both the school district and the park system benefit from shared use of facilities and land area. When planning efforts coincide, attempts should be made to coordinate the needs of the school district with that of the park and recreation system. The criteria established for neighborhood park and community park classifications is the basis for determining how a school commons site should function and be developed.

Community Park and Open Space

Community parks and open space are typically larger than 50 acres in size and serve a broad audience of users and purposes within the City park and open space system. Multi-functional design and facilities are found within the boundaries of these parks and focus on meeting the recreation needs of large sections of the community. Preservation of unique landscapes and open space is possible on a grand scale in community parks, and management of community parks require special attention and fiscal resources because of the size and amount of facilities and the intensive community use.

A community park should serve two or more neighborhoods with a service area of one to three miles in radius. Ideally, the site should be serviced by arterial and collector streets and be easily accessible from throughout its service area by way of interconnecting trails. Selection of community park sites should take into consideration existing private conservancy areas, natural resource areas, and regional parks and schools, each of which may provide recreational opportunities normally provided in community parks.

The site should exhibit physical characteristics appropriate for both active and passive recreation uses. It should have suitable soils, positive drainage, varying topography, and a variety of vegetation and include natural resource areas, greenways, lakes, ponds, and woodlands.

Potential active recreation facilities include large play structures, creative play attractions, game courts, ballfields, tennis courts, volleyball courts, horseshoe courts, bocce ball courts, ice skating areas, archery ranges, disc golf areas, aquatic features, and amphitheaters.

Passive activity facilities include extensive recreation and nature trails, individual and group picnic/sitting areas, general open space and unique landscapes/features, nature study areas, and ornamental gardens. The ability to hold cultural activities, plays, and concerts, is also appropriate for a community park.

Distribution of land area between active and passive recreation is determined on a site-by-site basis, and active field areas should be sized large enough to accommodate a field rotation maintenance program. Landscaped parking lots should be provided as necessary to accommodate user access. Park lighting should be utilized as appropriate for security, safety, lighting facilities, and extending the hours of use/scheduling of active athletic areas.

Source: City of Cottage Grove
Regional Metropolitan Park

Often a regional metropolitan park includes outdoor recreation such as picnicking, boating, fishing, swimming, camping, and trail uses. The sites are normally contiguous to or encompass existing natural resources.

The Metropolitan Council recommends that metropolitan regional parks shall be of 200 or more acres and service populations within 30 minutes driving time. Due to their size, they can provide a wider array of activities, some of which cannot be found in a community park. Their size also dictates that they have several parking areas and good access, and often they contain some type of park shelter.

Regional Park Reserve

An area of natural quality for nature-oriented outdoor recreation such as viewing and studying nature, wildlife habitat, conservation, swimming, picnicking, hiking, fishing, boating, camping, and trail uses. May include some minor active play areas. Generally 80 percent of the land is reserved for conservation and natural resource management. Desirable characteristics include unique or diverse natural resources such as lakes, streams, marshes, flora, fauna, and topography. An example is Ravine Regional Park, 553 acres of varied topography and an usual variety of vegetation and habitats.

The Metropolitan Council recommends that regional park reserves shall be of 2,000 or more acres and serve populations within one hour driving time.

Greenway Linking Corridors

Greenway linking corridors are lineal oriented public open spaces that are designed to provide buffering, transition, continuity and access between adjacent parks and open space areas, neighborhoods, and schools. The minimum cross dimension of greenway corridors is 30 feet in width, and shall contain a Class III recreational trailway. Larger corridors may contain a combination of trailway classifications. Spacing of major community wide greenway linking corridors is based on a square mile grid section offset one-half mile from the major transportation grid.

Greenway Buffer Areas

Greenway buffer areas are lineal oriented open spaces along minor arterials and major collector roadways that are designed to provide buffering, transition, and continuity along the roadway. The minimum average cross dimension of the corridors is 75 feet in width and shall contain a combination of trailway classifications. The buffer area can be publicly owned or under the control of a private homeowners association with an overlying public trailway/access easement. Buffer areas are required to be extensively landscaped with a variety of native or formal vegetation and may include existing natural areas, lakes, wetlands, and stormwater ponds.

Natural Resource Areas

The City’s Natural Resource Inventory categorized local natural resources as compared to those found in the state and also based upon a local value categorization of natural resource areas identified as having significant natural resources woodlands or remnant landscapes. Many of these areas serve as habitat corridors. The natural resource areas identified as the highest quality in the Natural Resource Inventory should be given priority in access or preservation efforts. Development impacts should be kept to a level that preserves the integrity of the resource. One such example is the Grey Cloud Dunes Scientific and Natural Area. Figure 5-2 on the previous page illustrates the unique, isolated location of Hazen P. Mooer Park on Grey Cloud Island on the Mississippi River.
Golf Courses

One 18-hole daily fee golf course is recommended for each 25,000 population. A daily fee golf course may include a semi-private facility that draws from the golfing element who use the public facilities.

Approximately 75 acres are recommended for a 9-hole course and at least 180 acres is considered necessary for regulation courses. An example is the River Oaks Golf Course near the Mississippi River.

Swimming Pools and Splash Pads

A standard of one pool per 20,000 population is recommended. The deck area should be twice the area of the water surface. Year-round swimming facilities should be considered when deciding to construct a pool in the community. Splash pads provide another unique water recreation opportunity for communities. Figure 5-3 illustrates the splash pad at Highlands Park in Cottage Grove.

Recreation Buildings

Sun Structure
The sunshade structure is an open-sided canopy of limited size that provides shade for a passive or waiting area. The shaded area may be hard or soft surfaced. No kitchen facilities, electricity, water or restrooms are included in the design.

Picnic Structure
The picnic structure is a large open-sided facility of a size that provides shade and picnic activity areas for larger groups. No kitchen facilities are included in the design, but electricity, water, and restrooms may be included.

Neighborhood Center
The neighborhood recreation center is a smaller community-based recreation service facility in the City. It should serve the neighborhood in which it is located by providing a facility for general neighborhood organizations as well as supervised recreation programs. The building is approximately 3,000 to 5,000 square feet in size and typically includes meeting, game, and multi-purpose rooms; an office; limited kitchen facilities; a storage area; and restrooms. The mechanical equipment necessary for year-round use should be included in the design.

Community Center
A community recreation center provides opportunity for year-round programming of leisure time activities. A wide range of social, aquatic, cultural, and physical programs typically take place in community centers. Building size varies from 30,000 square feet to 60,000 square feet and typically includes multi-purpose rooms, gymnasium, swimming pool, racquetball courts, arts and crafts room, senior center, aerobic/dance room, weight room, running track, kitchen facilities, and administrative offices. This facility serves the needs of the entire community. For that reason, location and access are keys to facility siting. Often a community center is in close proximity to other public buildings such as a city hall or sited to take advantage of attractive natural features. A working group from the My Future Cottage Grove initiative is evaluating this topic.
Sports Complex

A sports complex consolidates heavily programmed athletic fields and associated facilities at larger sites strategically located throughout the community. This allows for economies of scale and higher quality facilities, improved management and scheduling, and improved control of facility use, and reduces the number of areas dedicated to sports facilities. The greatest advantage, if planned appropriately, is the City’s ability to control negative impacts to neighborhood and community parks such as overuse, noise, traffic congestion, parking, and in some cases, domination of facilities by those outside the neighborhood.

Sports complexes should be developed to accommodate the specific needs of user groups and athletic associations within the community based on demands and program offerings. Sport complexes are community-wide facilities and attempts should be made to centrally locate the site. Because it serves the greater community, access from arterial collector streets is desirable. Sports complexes should be adjacent to non-residential land uses if possible and should be buffered. These areas should be clearly identified prior to residential development to avoid long-term conflicts. Demographic profiles, age group population forecasts, and participation rates should be used to determine the types of facilities to provide. Sites should be a minimum of 40 acres with 80 acres being optimal.

Potential sites should exhibit physical characteristics appropriate for developing athletic facilities. Topography and soils are of the utmost concern. Although extreme topographical change should be avoided, some elevation is desirable to allow for drainage and to give the site some character. Natural vegetation along the perimeter of the site and in non-field areas is desirable to buffer their impact on surrounding land uses. Currently, there are several areas in the community located outside of the MUSA that would appear to meet the designated locational parameters for a sports complex.

Sports complexes are intended for programmed athletic use, such as youth and adult softball, baseball, and soccer leagues and tournaments. Sports complexes increase tourism, drawing both tournament participants and spectators. Potential facilities include ballfields, soccer fields, football fields, outdoor and indoor skating rinks, tennis courts, play structures, hard courts, and volleyball courts. Internal trails should provide access to all facilities as well as connection to the citywide pathway system. Group picnic areas and shelters should also be provided along with support facilities such as multi-purpose buildings, restrooms, and common space.

RECREATION STANDARDS

Sound principles of recreation planning include standards and more general elements:

- Designating areas for differing age groups and abilities, rather than just children;
- Consideration of aesthetics in addition to function; and
- Creating a proper balance between private and public recreation activities.

Recreational activities are generally divided into two types – active and passive. Facilities for both active and passive recreation should be available to the public on three levels:

- Neighborhood Level: Facilities intended for use by those within a half-mile radius and bounded by major streets.
- Community Level: Major facilities designed for residents of the entire community. Immediate service radius of 1-mile is used for Community Parks.
- Regional Level: Major facilities utilized by residents of the metropolitan area.

Figure 5-4 shows the Existing Park and Open Space System and Table 5-1 shows an Inventory of Existing Facilities.
### Table 5-1: Existing Parks Inventory

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<th>Acres</th>
<th>Archery Range</th>
<th>Baseball/Softball Field</th>
<th>Bocce Path</th>
<th>Boat Launch</th>
<th>Building</th>
<th>Disc Golf Course</th>
<th>Dog Park</th>
<th>Fishing Pier</th>
<th>Football Field</th>
<th>Golf Course/Range</th>
<th>Grill</th>
<th>Horseshoe Court</th>
<th>Lacrosse Field</th>
<th>Pitch/Backstop</th>
<th>Picnic Shelter</th>
<th>Play Structure</th>
<th>Scale Park</th>
<th>Sauna</th>
<th>Sliding Hill</th>
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<th>Tennis Court</th>
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**SCHOOLS**

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FUTURE PARKS AND OPEN SPACE

Plans for future park acquisition and development are based on two basic assumptions. First, there will be a continued increase in demand for park and recreation services and facilities for our youth population and a dramatic increase in recreational demands from the adult segment of the population. Second, as the city continues to grow, parklands and open space areas will become more important for their growing recreational, aesthetic, and conservation values.

Demographic data suggests that Cottage Grove will continue to be a community dominated by families with children. At the same time, the age structure of the community is changing; even though the proportion of children to adults is predicted to slowly decrease. If the city continues to grow, the total number of children will probably remain stable or increase. In light of this, future parks, trails, and open space acquisition and development plans are predicated on the vision of a city where both the total population and the average age of the citizens will continue to increase.

Cottage Grove cannot afford to stop investing in parks, trails, and open space. The engagement found that the parks and open space system is a source of community pride and that residents approve of acquiring, developing, and maintaining a quality park and recreation system in Cottage Grove. The general public consensus appears to be that parks are a critical factor in assessing the “quality of life” in the community. Figure 5-5 shows the 2040 Future Parks and Open Space System.

TRAILS

Existing Trail Network

The trail network in Cottage Grove consists of a combination of routes designed for pedestrian and non-motorized use that links neighborhoods, commercial areas, schools, parks, points of interest, scenic overlooks, unique natural and historical features, and other public gathering places. The trail network is accessible to pedestrians, bicyclists, non-motorized uses, and persons with disabilities; and has connections with other transitway components of the network.

The purpose of the trail network is to offer the residents of Cottage Grove the safest possible access route for pedestrian and non-motorized uses. The City has been actively working to improve the trail network to one that offers a greater variety of access opportunities. Each segment identified on the trail network is a vital component of the whole trail network. The major routing emphasis of the trails plan correlates directly with the future transportation network and ties higher class trails with collectors and minor arterials. However, roadways that function as residential collectors or provide access to schools, parks, and other gathering spots should also be considered for some type of pedestrian access. The trail network provides residents with not only recreational access, but also with alternative transportation options to the major destination points in the city.

Where feasible, it is preferable to develop off-road trails, which provide facilities for both bicyclists and pedestrians. Trails along rivers and through parks and natural areas are always highly desirable routes, if and when they can be attained, as they provide a more scenic experience for the user. An off-road trail is one that is physically separated from motorized vehicular traffic by an open space or barrier either within the road right-of-way or within an independent right-of-way. According to AAGHTO guidelines, the minimum width of a trail that provides for two-way bicycle traffic and allows for pedestrian use is eight (8) feet with two-foot shoulders on each side. Where traffic volumes are higher, ten (10) feet is the desired width.

Adequate space is not always available within the existing right-of-way for an off-road trail. Where it is necessary to develop continuous trail segments, it is recommended that the City work with residential developers and owners of commercial properties to obtain easements in areas where the road right-of-way is insufficient or in areas with topography constraints.

In cases where funding or right-of-way is limited, an on-road bicycle trail can present a more economical solution. The provision of an on-road bicycle trail can be accomplished through the restriping of existing roadways or with extra consideration during the design of a new roadway. Similar to a functional classification of roadways, trail facilities also have a hierarchy of structure. The following classification helps to define the different facilities available for trails.
Trail Facilities

Sidewalks
Sidewalks are installed on public right-of-way, constructed of concrete, five to six feet in width, and are located along local streets, sub-collectors, and collector streets. On neighborhood local streets, sidewalks may be located on only one side of the street. On collector and arterial streets, sidewalks or a combination of sidewalks and trails are required to be located on both sides of the street unless prohibited by topography or other engineering constraints. Pedestrian curb ramps are required at the terminus of the sidewalk with public or private roadways, driveways, and parking lots. Due to a sidewalk's width, pedestrian use has right-of-way over bikes and other non-motorized use.

Transportation Trails
Transportation Trails are installed in public right-of-way or in trailway easements adjacent to collector and minor arterial streets and are physically separated from motor vehicle traffic. Class II construction consists of asphalt bituminous material with a minimum width of eight feet. Microsurfacing is periodically performed on transportation trails. Pedestrian curb ramps are required at the terminus of the transportation trails with public or private roadways, driveways, and parking lots. Transportation trails are designed for bicycle, other non-motorized, and pedestrian uses.

Recreational Trails
Recreational Trails are installed in public parks and open-space and other natural areas of the community. Recreational trails are located in and adjacent to a variety of different landscapes in the community including wetlands, woods, prairies, and other passive areas. The recreational trail system also links the different active areas of the city park and open space system to provide for accessibility and cohesiveness of the facilities. Class III construction consists of asphalt bituminous material with a minimum width of eight feet. Microsurfacing is periodically performed on recreational trails. Pedestrian curb ramps are required at the terminus of the recreational trail with public or private roadways, driveways and parking lots. Recreational trails are designed for bicycle, other non-motorized, and pedestrian uses.

Natural Trails
Natural Trails are installed in public parks and open space and other natural areas of the community. Natural trails are located in and adjacent to a variety of different landscapes in the community including wetlands, woods, prairies, and other passive areas. Trail construction consists of woodchip, grass, or crushed rock material with a width of four to eight feet. Natural trails are located in areas of future Recreational Trail corridors that have yet to be completed, or in other areas that cannot be hard surfaced due to steep slopes, tree massing, water features, or other environmentally sensitive features. Tree trimming, erosion control, and surface restoration are required to be periodically performed on natural trails. These trails are designed specifically for pedestrian use and some limited bicycle use.
REGIONAL OPPORTUNITIES

Opportunities abound to connect regional systems with inter-community non-vehicular trailways. However, such linkages along minor arterial road systems and utility easements will only occur as urban expansion occurs toward the Ravine Regional Park or toward future federal or regional park acquisitions on Grey Cloud Island. Urban expansion can occur through upgrading of various roadway systems with associated sidewalk or trailways, through parkland dedication of utility easement areas, or future park bond land and trail acquisition and development programs.

Ravine Regional Park

Outside the time frame of this plan as urban development crosses Keats Avenue and development occurs contiguous to this regional facility, pathways and street access points will need to be coordinated with Washington County Park Department's interpark trail systems and park master planning. More than likely, future trail connections will occur along an NSP transmission line easement that enters on the northwest portion of park. Roadway connection opportunities also exist opposite the 90th Street and Keats intersection and at several other points along Keats Avenue.

Washington County updated the Ravine Regional Park Master Plan in 2017 that established a new park entrance road and contact station, updating the existing network of bike/pedestrian and cross-country ski trails, and preserved remaining natural areas for wildlife habitat.

Lower Grey Cloud Island

Lower Grey Cloud Island has been identified by Washington County, the Metropolitan Council, and the Minnesota Department of Natural Resources as a prime site for a state or county park. Existing access to this area is inadequate for park use due to winding narrow causeways, low railroad bridges, and older minimally designed rural roads. Any federal or regional acquisition and development of land on Grey Cloud Island must be accompanied with funds to upgrade the complete transportation system.

Although the City's overall sanitary sewer study shows engineering potentials, present and future residents on the Island are not expected to receive sanitary sewer or municipal water without additional study of future land uses overall on the island. As the Island gradually receives more residents or other more intense land uses, further road and trail development is expected. If private development occurs on the Island, care should be taken to provide public access opportunities to areas of the Island, the Mississippi River, and associated backwaters.

Mississippi River Trail

The Mississippi River Trail (MRT) runs through the southern part of Cottage Grove on Hadley Avenue, 97th Street, Jamaica Avenue, 100th Street, Miller Road, and Keats Avenue. The Trail is a segment of a larger system that follows the Minnesota portion of the Mississippi River roughly 600 miles from its source at Itasca State Park to the Iowa border. The City is planning for an improved, more direct routing of the bicycle facility. The planned reroute would provide a bicycle/pedestrian path or protected route along 100th Street South between Hadley Avenue South and Jamaica Avenue South that is more direct and reduces potential conflicts between vehicles and Trail users in an area for future industrial business development.
UPCOMING PARK AND TRAIL DEVELOPMENT

The City of Cottage Grove and Washington County have developed capital improvement plans to identify future park and trail development. Projects taking place in the next five years are listed below.

Cottage Grove Projects

- Skate Park Maintenance and re-design - Hamlet Park
- Outdoor Fitness Circuit - Kingston Park
- Playground Equipment Replacement - Pine Tree Valley Park
- Cottage Grove Trailway Corridor, Public Landscape Initiative - Citywide
- Park Design and Master Planning - Citywide
- Hamlet Park South Development

Washington County Parks - Upper East Ravine Park Development; Eastbrooke, Sunnyhill Park, Glacial Valley Park

- Pedestrian Trail - CSAH 18 to Ravine Park in Cottage Grove
- Central Greenway Regional Trail (Ravine Regional Park to Lake Elmo Reserve)
TRANSPORTATION

A well-planned transportation system is essential to facilitate the efficient operation and managed growth of the City. All aspects of community development from land use and property values to utility installations are directly related to current and future transportation systems.
INTRODUCTION

The existing transportation system in the City consists of a combination of transportation modes and facilities including a planned network of roadways, from neighborhood based local streets to a regional principal arterial that bisects the community. Roadways are planned and constructed for differing classifications using established design criteria that will meet the current and future access needs of the community.

The Transportation Plan is a living document that requires revisions as land use and other conditions change. The Goals and Policies Section of the Plan was established in order to give a direction to decision-makers to accomplish the efficient growth and management of the transportation system in Cottage Grove.

The sections contained in this element of the Comprehensive Plan are listed in the Table of Contents and consist of the remaining facets of Cottage Grove’s transportation system. These include:

- Roadway System
- Rail System
- Water Ports and Terminals
- Trail System (discussed in Chapter 5: Parks and Open Space)
- Airports and Terminals
- Transit
- Access Management

As the City’s and the Metro Area’s roads become more congested and more passenger vehicles are added to the roadway systems, alternate transportation options are becoming a higher priority. In the future, emphasis may be placed on multi-modal systems that can provide a seamless transit alternative for City commuters. The City desires to adequately plan for increased population and does not want growth to adversely affect existing and future transportation systems. From that perspective, the Plan takes into account the projected needs and desires within the City and those of adjacent communities, as well as metropolitan concerns.

All of the components of the City’s transportation system are dealt with in the present and future context and should be used as a whole when dealing with growth of the system.

Cottage Grove is a growing suburb and there are decisions the City faces that affect existing and future transportation facilities in addition to affecting other transportation modes and systems. These decisions need to be made in the most informed manner possible. The establishment of transportation goals and policies helps to guide these decisions by guiding the development of the transportation system.

As part of the established Community Vision, the City of Cottage Grove strives to address these key themes related to transportation:

- **Transportation Connections** – continue to develop walking, biking and transit as important complements to local and regional roadway access serving the City
- **Parks, Trails, & Recreation** – continue to build the City's parks and trail systems as a source of pride for residents
GOALS AND POLICIES

Goal 1: Provide a safe, high-quality, and cost effective multi-modal transportation system.

- POLICY 6.1 Transportation improvements will be coordinated with the plans of MnDOT, Washington County, Metropolitan Council, and adjoining communities.
- POLICY 6.2 The City will support regional improvements to major transportation facilities serving the city when feasible.
- POLICY 6.3 New construction techniques, technologies, and environmental sustainability will be considered in planning new transportation facilities.
- POLICY 6.4 A network of sidewalks and trails will be constructed in all new developments and redevelopments, where practical and feasible.
- POLICY 6.5 Developers will be required to provide the transportation facilities within and adjacent to new subdivisions, including rights-of-way, roadways, and bicycle and pedestrian facilities necessary to support their development.
- POLICY 6.6 Existing transportation facilities will be maintained so as to preserve or improve service levels and minimize life-cycle costs. This includes an ongoing pavement management program for city streets.
- POLICY 6.7 Where practical and feasible, planning for roadway improvements will include consideration of aesthetic improvements such as landscaping and street lighting.
- POLICY 6.8 Study and monitor the development of transportation innovations, including autonomous vehicles.

Goal 2: Expand transit options serving Cottage Grove.

- POLICY 6.9 The City will continue to support and participate in the Red Rock Corridor Commission and its efforts to implement improved transit service in the Red Rock Corridor. This will include participating in all planning activities for potential transit service improvements in Cottage Grove.
- POLICY 6.10 The City will seek regional, state or federal funding to expand transit services in and around the city.

ROADWAY SYSTEM

Existing Roadway Jurisdiction

Roadways are categorized under the agency that is responsible for their maintenance. The State is responsible for the Federal Interstate, US Trunk Highway (USTH), Minnesota Trunk Highways (MNTH), and State Park Roads. The County is responsible for County State-Aid Highway (CSAH) and County Roads (CR). Other roadways including Municipal State-Aid Streets (MSAS), and Municipal Roads are the responsibility of the City. Figure 6-1 shows the roadway system in Cottage Grove according to its current jurisdiction.

The breakdown of roadways in each jurisdictional type is shown in Table 6-1. The data is current as of 2017.
Figure 6-1: Existing Roadway Jurisdiction

Existing Roadway Jurisdictions

- U.S. Trunk Highway
- Minnesota Trunk Highway
- County State-Aid Highway
- Municipal State-Aid Street
- County Road
- City Street
- City Boundary
- Open Water
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<tr>
<th>Roadway</th>
<th>Existing Cross-Section</th>
<th>Previous Plan 2030 AADT</th>
<th>Forecasted 2040 AADT</th>
<th>Planning Level AADT Capacity*</th>
<th>V/C Ratio</th>
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<td>TH 61/TH 10 - North of 80th Street</td>
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<td>N/A</td>
<td>1,010</td>
<td>8,000 - 10,000</td>
<td>0.10</td>
<td></td>
</tr>
<tr>
<td><strong>City Roads</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Jamaica Avenue - Military Road to 70th Street</td>
<td>4 Lane Divided Urban</td>
<td>8,700</td>
<td>4,320</td>
<td>28,000 - 32,000</td>
<td>0.14</td>
<td></td>
</tr>
<tr>
<td>Jamaica Avenue - 70th Street to 80th Street</td>
<td>4 Lane Divided Urban</td>
<td>10,500</td>
<td>8,050</td>
<td>28,000 - 32,000</td>
<td>0.25</td>
<td></td>
</tr>
<tr>
<td>Jamaica Avenue - 80th Street to Highway 61</td>
<td>4 Lane Divided Urban</td>
<td>21,000</td>
<td>12,000</td>
<td>28,000 - 32,000</td>
<td>0.38</td>
<td></td>
</tr>
<tr>
<td>Jamaica Avenue - South of Highway 61</td>
<td>4 Lane Divided Urban</td>
<td>5,000</td>
<td>4,200</td>
<td>18,000 - 22,000</td>
<td>0.19</td>
<td></td>
</tr>
<tr>
<td>Hinton Avenue - 70th Street to 80th Street</td>
<td>4 Lane Undivided Urban</td>
<td>9,000</td>
<td>8,400</td>
<td>18,000 - 22,000</td>
<td>0.38</td>
<td></td>
</tr>
<tr>
<td>100th Street - Hadley Avenue to Ideal Avenue</td>
<td>2 Lane Undivided Urban</td>
<td>3,000</td>
<td>1,780</td>
<td>8,000 - 10,000</td>
<td>0.18</td>
<td></td>
</tr>
<tr>
<td>100th Street - Ideal Avenue to Jamaica Avenue</td>
<td>2 Lane Undivided Urban</td>
<td>4,500</td>
<td>4,830</td>
<td>8,000 - 10,000</td>
<td>0.48</td>
<td></td>
</tr>
<tr>
<td>East Point Douglas - South of Four-Lane Connection to 90th Street</td>
<td>2 Lane Undivided Urban</td>
<td>10,500</td>
<td>9,070</td>
<td>8,000 - 10,000</td>
<td>0.91</td>
<td></td>
</tr>
<tr>
<td>80th Street - East Point Douglas to Highway 61</td>
<td>4 Lane Divided Urban</td>
<td>25,000</td>
<td>32,500</td>
<td>28,000 - 32,000</td>
<td>1.02</td>
<td></td>
</tr>
<tr>
<td>80th Street - East Point Douglas to Hinton</td>
<td>4 Lane Divided Urban</td>
<td>21,000</td>
<td>25,200</td>
<td>28,000 - 32,000</td>
<td>0.79</td>
<td></td>
</tr>
<tr>
<td>80th Street - Hinton to Innsdale Avenue</td>
<td>4 Lane Divided Urban</td>
<td>14,500</td>
<td>16,800</td>
<td>28,000 - 32,000</td>
<td>0.53</td>
<td></td>
</tr>
<tr>
<td>80th Street - Innsdale Avenue to Jamaica Avenue</td>
<td>4 Lane Undivided Urban</td>
<td>14,500</td>
<td>12,300</td>
<td>18,000 - 22,000</td>
<td>0.56</td>
<td></td>
</tr>
<tr>
<td>80th Street - Jamaica to Keats</td>
<td>4 Lane Undivided Urban</td>
<td>7,000</td>
<td>11,400</td>
<td>18,000 - 22,000</td>
<td>0.52</td>
<td></td>
</tr>
<tr>
<td>80th Street - Keats to Kimbro</td>
<td>2 Lane Undivided Urban</td>
<td>3,500</td>
<td>1,420</td>
<td>8,000 - 10,000</td>
<td>0.14</td>
<td></td>
</tr>
</tbody>
</table>

*Derived from the Highway Capacity Manual 2000
Municipal State Aid Routes

The purpose of the State-Aid program is to provide resources from the Highway Users Tax Distribution Fund to assist local governments with the construction and maintenance of community-interest highways and streets on the State-Aid system.

A City's State-Aid system includes roadways that have been designated following MnDOT's Municipal State-Aid Street guidelines. According to Minnesota State-Aid rules, each city is allowed to designate 20 percent of the total public roadway miles within the municipality as State-Aid streets. Cottage Grove MSA system is illustrated on Figure 6-2.

A Municipal State Aid Street can be selected based on the following criteria:
- The street is projected to carry a relatively heavier traffic volume or is functionally classified as collector or arterial as identified on the urban municipality's functional classification plan.
- Connects the points of major traffic interest, parks, parkways, or recreational areas within an urban municipality.
- Provides an integrated street system affording, within practical limits, a state-aid street network consistent with projected traffic demands.

Existing Traffic Volumes

The most recent daily traffic volume information for the primary roadways in Cottage Grove were obtained from various sources including State and County traffic flow maps and the City of Cottage Grove. The most recent traffic volumes were counted in 2015. The existing traffic volumes and calculated 2040 projected volumes are provided on Figure 6-3 in annual average daily traffic units (AADT). Additional information regarding future traffic volumes is discussed in the following section.

Future Traffic Volumes

The Transportation Plan provides a look into the future with regard to roadway systems. The year 2040 is the horizon year for which travel demand on the area roadway system is forecast. MnDOT assigns a 20-year growth factor by county. The latest 20-year factor for Washington County is 1.3, which translates to 1.3% annual growth in traffic. The year 2040 daily volume projections using this Washington County factor are shown on Figure 6-3, along with the existing traffic volume data. These forecasts utilize the County projections for County and State facilities. The County's Base Scenario was used. The intent of the projections are to assist the City in assessing roadways that may exhibit potential capacity issues in the coming years. Land use and projections by TAZ are described in Table 6-2 (currently being developed by technical staff).
Figure 6-2: Municipal State Aid Roads

Municipal State-Aid Routes

- Municipal State-Aid Street
- Future State-Aid Street
- City Boundary
- Open Water

Legend:

June 13, 2018
0 4,500 9,000 Feet

N 0 4,500 9,000 Feet
Figure 6-3: Existing and Projected AADT

Traffic Volume

- **City Boundary**
- **Open Water**

**5,600** Existing 2015 Traffic Volume (AADT)

**7,900** Projected 2040 Traffic Volume (AADT)

**100** 2012 Heavy Commercial Traffic Route and Volume [HCAADT]

Source: MnDOT, Stanlec

June 13, 2018

4,500 9,000 Feet

V:\1938\Action\19380356\G5\Projects\Traffic Volume.mxd
ROADWAY FUNCTIONAL CLASSIFICATION

Existing Functional Roadway Classification

The functional classification of roadways provides guidelines for safe and efficient movement of people and goods within the City. Roads are categorized based upon the level of access and/or mobility provided. The functional classification of roadways in the City of Cottage Grove consists of the following types:

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road

The existing functional classification system is shown in Figure 6-4.

Future Roadway Functional Classification

Functional classification of a roadway system involves determining what function each roadway should be performing with regard to travel within and through the City. The intent of a functional classification system is the creation of a roadway hierarchy that collects and distributes traffic from local roadways and collectors to arterials in a safe and efficient manner. Such classification aids in determining appropriate roadway widths, speed limits, intersection control, design features, accessibility and maintenance priorities. Functional classification helps to ensure that non-transportation factors, such as land use and development, are taken into account in planning and design of the roadway system.

It must be recognized that all intermediate facilities are not always needed for various trip types. The character of movement or service that is provided has a function, and these functions do not act independently. Thus, the travel categories become consistent with function and the classification of the function. Figure 6-5 shows the Proposed Functional Roadway Classification.

Principal Arterials

Principal arterial roadways serve major activity centers, higher traffic volumes, longer trips and carry a higher proportion of total urbanized travel on a minimum of mileage. Along these facilities, access needs to be limited in order to preserve the ability of the roadway to accommodate the volumes and to maximize safety. Spacing varies from 2-3 miles for a fully developed area to 3-6 miles for a developing area. The management criteria require that a 40 mph average speed be achieved during peak traffic periods. Also, little or no direct land access should be allowed within an urban area. Grade separated intersections are required for freeways and highly desired for other principal arterial roadways. The only principal arterial through Cottage Grove is U.S. Highway 10/61.

Minor Arterials

Minor arterial roadways connect the urban service area to cities and towns inside and outside the region and generally service medium to short trips. Minor arterials may also provide an alternate route for congested principal arterial roadways. Minor arterials connect principal arterials, minor arterials, and connectors. The spacing ranges from ½ to ¾ of a mile in metro centers to 1-2 miles in a developing area. The desired minimum average speed during peak traffic periods is 20 mph in fully developed areas and 30 mph in developing areas. Examples of minor arterials in Cottage Grove are Manning Ave (TH 95), 70th Street (CSA 22), Keats Avenue (CSA 19), Jamaica Avenue, 80th Street, East Point Douglas Road, 90th Street, and Hinton Avenue.

The emphasis for minor arterial roadways is on mobility rather than on land access. In urban areas, direct land access is generally restricted to concentrations of commercial/industrial land uses. Minor arterials can be broken down further into ‘A’ Minor and ‘B’ Minor Arterials.
‘A’ Minor Arterials are roadways that are of regional importance because they relieve, expand, or complement the principal arterial system. ‘A’ Minor Arterials are categorized into four types, consistent with Metropolitan Council guidelines:

- Relievers – Minor arterials that provide direct relief for metro highway traffic
- Expanders – Routes that provide a way to make connections between urban areas outside the I-494/I-694 beltway.
- Connectors – Roads that provide good, safe connections to and among communities at the edge of the urbanized area and in rural areas.
- Augmenters – Roadways that augment principal arterials within the I-494/I-694 beltway.

‘B’ Minor Arterials
The ‘B’ minor arterial roadways provide connections to the surrounding communities of Woodbury, Newport, St. Paul Park, Denmark Township, and Hastings. The ‘B’ minor arterial roadways typically serve medium to long distance trips.

Collector Streets
Collector streets provide more land access than arterials and connections to arterials, although not in all cases. As is the case with any roadway system, there will always be exceptions to the planning guidelines that are used to classify a roadway system. Collectors serve a dual function of accommodating traffic and provision of more access to adjacent properties. Mobility and land access are equally important and direct land access should predominately be to development concentrations. Collectors generally connect to minor arterials and serve short trips. Spacing for collectors range from ¼ to ⅛ of a mile in fully developed areas to ½ to 1 mile in developing areas. Major collector roadways within the City of Cottage Grove include Indian Boulevard, Hillside Trail, 65th Street (CR 74), Hadley Avenue, 95th Street, Kimbro Avenue, and several others.

Local Streets
The lowest classification of roadways is the local roadway where access is provided with much less concern for control but land service is paramount. Spacing for local streets is as needed to access land uses. Local roadways generally have lower speed limits in urban areas and normally serve short trips. Local streets will connect with some minor arterials but generally connect to collectors and other local streets. The development of local streets will be guided by the location of the existing and proposed minor arterials and collectors as well as by development and the expansion of local utilities.

Table 6-3 depicts the previous discussion in a table format.
Figure 6-4: Existing Functional Classification

Existing Roadway Functional Classification

- Principal Arterial
- A-Minor Augmentor
- A-Minor Reliever
- A-Minor Expander
- A-Minor Connector
- Other Arterial
- Major Collector
- Minor Collector
- City Street
- City Boundary
- Open Water

June 13, 2018
0 4,500 9,000 Feet

North
Figure 6-5: Planned Functional Classification

**Planned Future Roadway Functional Classification**

- Principal Arterial
- A-Minor Reliever
- A-Minor Expander
- A-Minor Connector
- Major Collector
- Minor Collector
- City Street
- City Boundary
- Open Water
### Table 6-3: Roadway Classification Information

<table>
<thead>
<tr>
<th>Criterion</th>
<th>Principal Arterials</th>
<th>Minor Arterials</th>
<th>Collector</th>
<th>Local Road</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Urban Service Area</td>
<td>Rural Area</td>
<td>Urban Service Area</td>
<td>Rural Area</td>
</tr>
<tr>
<td>System Mileage</td>
<td>FHWA suggests statewide mileage for other principal arterials at 4-9% of system.</td>
<td>FHWA suggests statewide mileage for minor arterials at 2-6% of system.</td>
<td>FHWA suggests statewide mileage for major arterials in urbanized areas at 7-14% of system.</td>
<td>Suggested federal statewide range for major and minor collectors: 3-16%</td>
</tr>
<tr>
<td>Percent of Vehicle Miles Traveled</td>
<td>FHWA suggests 16-33% of statewide VMT.</td>
<td>FHWA suggests 12-27% of statewide VMT.</td>
<td>FHWA suggests 7-16% of statewide VMT</td>
<td>Suggested federal statewide range for major and minor</td>
</tr>
<tr>
<td>Intersections</td>
<td>Grade-separated design where appropriate. A minimum, high-capacity controlled at-grade intersections</td>
<td>High-capacity controlled at-grade intersections</td>
<td>Traffic signals, roundabouts, and cross-street stops</td>
<td>Roundabouts and cross-street stops</td>
</tr>
<tr>
<td>Parking</td>
<td>None</td>
<td>Restricted as necessary</td>
<td>Restricted as necessary</td>
<td>Restricted as necessary</td>
</tr>
<tr>
<td>Large Trucks</td>
<td>No restrictions</td>
<td>Candidates for local truck network, large trucks restricted as necessary</td>
<td>Candidates for local truck network, large trucks restricted as necessary</td>
<td>May be candidates for local truck network, large trucks restricted as necessary</td>
</tr>
<tr>
<td>Management Tools</td>
<td>Ramp metering, preferential treatment for transit, access control, median barriers, traffic signal progression, staging of reconstruction, intersection spacing</td>
<td>Access control, intersection spacing</td>
<td>Traffic signal progression and spacing, land access management/control, preferential treatment for transit</td>
<td>Land access management/control</td>
</tr>
<tr>
<td>Typical Average Daily Traffic Volumes</td>
<td>15,000-100,000+</td>
<td>2,500 - 25,000+</td>
<td>5,000-30,000+</td>
<td>1,000-10,000+</td>
</tr>
<tr>
<td>Posted Speed Limit</td>
<td>60-45 mph</td>
<td>Legal limit</td>
<td>30-45 mph</td>
<td>Legal limit</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>100 - 300 feet</td>
<td>100 - 300 feet</td>
<td>60 - 150 feet</td>
<td>60 - 150 feet</td>
</tr>
<tr>
<td>Transit Accommodations</td>
<td>Transit advantages that provide priority access and reliable movement for transit in peak periods where necessary</td>
<td>Transit advantages for reliable movement where needed</td>
<td>None</td>
<td>Cross-sections and geometries designed for use by regular route buses, transit advantages for reliable movement, where needed</td>
</tr>
<tr>
<td>Bicycle and Pedestrian Accommodations</td>
<td>On facilities that cross or are parallel to the principal arterial, with greater emphasis on accessibility in activity centers. Crossings should be spaced to allow for adequate crossing.</td>
<td>On facilities that cross or are parallel to the principal arterial</td>
<td>On facilities that cross or are parallel to the minor arterial, with greater emphasis along transit routes and in activity centers. Crossings should be spaced to allow for adequate crossing opportunities</td>
<td>On facilities that cross the minor arterial</td>
</tr>
</tbody>
</table>

This table summarizes characteristics for existing roadways to be used in evaluating functional classification and should not be used as design guidelines.

Source: MetroTransportation Policy Plan

COTTAGE GROVE COMPREHENSIVE PLAN TRANSPORTATION

80
FUTURE ROADWAY IMPROVEMENTS

Arterial Streets

Keats Avenue (CSAH 19)
This county road serves as the main arterial for the developing East Ravine area. Traffic volumes along the four miles of Keats Avenue are projected to grow from the current 6,000 to 9,000 daily trips to 8,000 to 13,000 daily trips by 2040. Increased traffic volumes will require expanded capacity, improving the road to four lanes. In addition, intersection improvements will be required at the key intersections of Ravine Parkway, 80th Street, and 90th Street. It is expected that Washington County will make improvements to Keats Avenue in segments, with the likely first segment being between 80th Street and Highway 61.

70th Street (CSAH 22)
70th Street is a county road which serves as the main east-west arterial through the northern one-third of Cottage Grove. With development of the East Ravine area, traffic on 70th Street will grow from the current 3,000 to 10,000 daily trips by 2040. As development occurs on the east side of Keats Avenue, 70th Street will be extended through the area to create a continuous route. Planned improvements to existing segments of 70th Street include widening the roadway to four lanes and installing intersection improvements at Hinton Avenue (CSAH 13).

Highway 61 Corridor
From Innovation Road north through Cottage Grove, Highway 61 is built to freeway standard, with grade-separated interchanges. South of Innovation Road Highway 61 includes numerous at-grade intersections and serves local trips through the area. This segment of Highway 61 is projected to have traffic increases of approximately 40 percent by 2030, eventually carrying 36,000 daily trips. A study of this section in collaboration with MNDOT is recommended to determine the safety improvements and access controls necessary to accommodate the increased traffic. It is suggested that the study examine necessary improvements to the intersection with Manning Avenue, the best location of a future grade-separated interchange between Keats and Manning Avenues, and the feasibility of frontage roads in this area.

Southwest Area Corridor
In 2008 the City and Washington County completed a study of potential roadway improvements to the southwest area of Cottage Grove. The study included recommendations for an east/west alignment through the area and concept interchange improvements at Highway 61/Innovation Road to accommodate traffic generated by development on the north and south sides of Highway 61.

Key considerations in selecting a potential county road alignment were maintaining a high level of access to the 3M Cottage Grove facility and minimizing impacts on future development of 3M property in the area. After discussions with 3M, an alignment for a future county road was recommended which connects to existing 100th Street near Jamaica Avenue and provides a connection to a future southerly extension of West Point Douglas Road. It is expected that segments of this road will be constructed in the future as warranted by traffic demand from development in the area. Upon connection of the road to 100th Street, it is intended that segments of 100th Street, lying east of the new road, and Innovation Road, lying south of the new road, be vacated for incorporation into the 3M site.
Collector Streets

65th Street (CR 74)
This county road has been proposed to be turned back to the City. 65th Street is proposed to remain a two-lane collector street with future turn lane improvements at key intersections. Since 65th Street connects to future Ravine Parkway, it is proposed that elements of the parkway design be incorporated into future improvements to existing 65th and that the street eventually be renamed Ravine Parkway.

Ravine Parkway
The East Ravine Master Plan called calls for a collector street designed to parkway standards to link all new neighborhoods through the East Ravine area. The future two lane parkway will extend for over six miles from west of Jamaica Avenue to East Point Douglas Road connecting park and open spaces along the entire route. The design of the parkway includes extensive landscaping and sidewalks or trails on both sides of the road.

New River Crossing

The concept of a new crossing of the Mississippi River between the Wakota and Hastings Bridges has been discussed for a number of years. It is anticipated that Washington and Dakota Counties will soon conduct a preliminary study of the feasibility of such a crossing. This study would include potential locations for a new bridge. Early indications are that a bridge alignment located north of Lower Grey Cloud Island and connecting to the planned east-west county road in southwest Cottage Grove will be considered. Cottage Grove will participate in any planning for new river crossings and consider revising land use and transportation plans to reflect the results of the river crossing study.

Future roadway and intersection improvements are included in Figure 6-6.

TRAIL SYSTEM

Trails and sidewalks are an important component to a transportation network. Providing an integrated system for pedestrians and bicyclists can help to alleviate congestion and allows residents to choose a more active lifestyle. Cottage Grove is home to many local and regional trails that serve transportation and recreational purposes in the city. Trails and other non-motorized facilities are discussed in detail in Chapter 5: Parks and Open Space.
Figure 6-6: Future Roadway and Intersection Improvements

Future Transportation Improvements

- Intersection Improvements
- Pedestrian Enhancements at BRT Stations
- Corridor Improvements
- City Boundary
- Open Water

Access Management Study in Conjunction with MnDOT
Potential Bridge over Railroad
Proposed Interchange Reconstruction

Interchange Study Area

June 13, 2018
0 4.500 9,000 Feet

COTTAGE GROVE COMPREHENSIVE PLAN TRANSPORTATION
RAIL AND FREIGHT SERVICE

Existing Freight Rail System

There are two commercial rail lines operating within the City of Cottage Grove. The Burlington Northern and Santa Fe Railroad runs north of and parallel with the Mississippi River. According to data provided by the MnDOT’s Office of Freight and Commercial Vehicle Operations there is an average of 40 trains per day on this rail line operating at a maximum train speed of 40 mph. The second rail track is operated by Canadian-Pacific Railroad. This track runs south of and parallel with Highway 61. There are approximately 28 trains per day on this track operating at a maximum train speed of 79 mph. The CP Rail serves the 3M Cottage Grove plant site and several businesses in the Cottage Grove Industrial Park. At this time, the railways function primarily for freight transportation.

Met Council does not list Cottage Grove as having any freight terminals within the city.

Existing rail infrastructure is included in Figure 6-7.

Future Freight Rail System

The use of the railroad in the Cottage Grove Industrial Park should be developed to its maximum potential and in a manner that is beneficial to the City and future industrial users. Rail operations that abut existing residentially-zoned areas should be carried out in a manner that is least disruptive to the intended character of the residential district. Development of vacant property that abuts a rail line, in any zoning district, should be done in a manner that will provide a buffer between the two uses, to the greatest extent possible.

The City is currently in the process of reviewing and potentially implementing “quiet zones” at the Bolden and 115th Street crossings. This provides for safer crossings that do not require train warning horns.

The latest in safety technologies should be utilized at the three at-grade rail/roadway crossings whenever feasible in order to promote minimal conflict between the two modes of transportation. At no time in the future should any more at-grade rail/roadway crossings be approved without the extensive exploration into other, safer alternatives.

The protection of the environment and the citizens of Cottage Grove from possible problems during the transportation of hazardous and other materials should be a high priority for all involved with the monitoring and regulating of such activity.
WATER PORTS AND TERMINALS

Existing Water Ports and Terminals

The City of Cottage Grove abuts one of the major waterway transportation routes in the metro and midwestern regions. The Mississippi River borders the southern portion of Cottage Grove and is the only transportation waterway that affects Cottage Grove. Its accessibility to other regions and waterways make it a valuable asset to the total transportation system of the City.

The Mississippi River is used by commercial and recreational watercraft of all types. One of the heaviest users on the Mississippi River is commercial barge traffic. This traffic consists of commercial users originating and passing through the City.

There is a barge terminal on Lower Grey Cloud Island that is operated by Aggregate Industries – Nelson Plant located on river mile 825.0 L. Aggregate is the primary commodity handled at this site. Access to the terminal by truck is on Highway 61 via Grey Cloud Trail. This site has a total storage capacity of 300,000 tons.

The Mississippi River is also used as a transportation route by other commercial activities such as passenger paddlewheel crafts and a seaplane land zone located in the Baldwin Lake area. Smaller watercrafts on the river are mainly for recreational uses. There is only one public water access in Cottage Grove. This access is limited to smaller watercraft because of natural obstructions and site size.

Future Water Ports and Terminals

Transportation opportunities available on the Mississippi River are an important component of the state, regional, and local transportation systems and should be preserved and protected in the future. Cultural, scenic, environmental, and other aspects of the river are all affected by water transportation. Care should be given not to upset the balance between those systems and the river.

The following agencies or governmental units are involved in the protection of the river and should be dealt with when expanding transportation use on the Mississippi River. Permitting by these agencies may be required.

- Department of Interior – Mississippi National River Recreational Area
- U.S. Army Corps of Engineers – Critical Area, Navigable River
- FEMA – Flood Plain Area
- DNR – Shoreland Management Act
- Metro Council – Barging and Clean Water

As long as the character of the Mississippi River is not compromised or degraded, the City will encourage controlled growth of existing and new barge traffic and fleeting along the river.

Recreational traffic that utilizes the river responsibly will also be encouraged in Cottage Grove. The City may consider additional water access, either private or public, on Lower Grey Cloud Island upon a change in the existing land use. Public access may be facilitated by a City-owned landing or may be made available through other park and open space uses on the Island.
AIRPORTS AND TERMINALS

Existing Airports and Terminals

The City does not have any active airports or landing fields at this time. The commercial agricultural areas of the City occasionally have private plane landing and take-off activity. Cottage Grove is served mainly by the Minneapolis/St. Paul (MSP) International Airport. Air service is also available at the Lake Elmo, St. Paul Downtown, and South St. Paul Municipal airports. Small private planes, including motorized gliders, use the airspace over Cottage Grove, but do not result in any significant noise or visual impacts. The flight approach path for the larger commercial airlines landing and/or taking-off the northwest-southeast runways for MSP International is over the Mississippi River, but occasionally, these commercial airlines do fly over the urbanized area of the community.

Obstruction to Air Travel
Existing building structures within the City of Cottage Grove are currently less than 200 feet above the ground. According to both the Federal Aviation Administration (FAA) and MnDOT Aeronautics safety standards, any applicant who proposes to construct a structure 200 feet above the ground level must get appropriate approval. If a structure over 200 feet is proposed, the City of Cottage Grove with notify both organizations.

Seaplane Operations
Seaplanes are permitted on the Mississippi River and represent the only area in Cottage Grove approved for aircraft operations. The river is not extensively used at the present time by seaplanes. The backwater area north and south of Lower Grey Cloud Island is quite shallow and tree stumps are near the surface. Other potential hazards should be identified.

Future Airports and Terminals

It is anticipated that any modifications to existing airports will not have an adverse effect to the City of Cottage Grove. The City will continue to monitor any proposed improvements to surrounding airports and ensure community growth is not adversely impacted by the changes.
TRANSPORTATION

Demand for transit services varies throughout different regions. To represent these various demands, Met Council has divided the region into five districts called Transit Market areas. These Transit Market areas represent different levels of potential transit demand by accounting for differences in development density, urban form, and demographics. Cottage Grove is in Emerging Market Area III and Market Area IV.

Market Area III has moderate density but tends to have a less traditional street grid, limiting the effectiveness of transit. It is typically Urban with large portions of Suburban and Suburban Edge communities. Further defining it as an emerging market area identifies it as a location with a higher potential for transit usage than the rest of the market areas surrounding it. These areas are currently too small or non-contiguous to support a higher level of transit service. Transit Market Area IV has lower concentrations of population and employment and a higher rate of auto ownership. It is primarily composed of Suburban Edge and Emerging Suburban Edge communities.

Existing Transit Service

Metro Transit is the regional transit provider for the Minneapolis-Saint Paul metropolitan area. Metro Transit operates fixed-route bus services, park-and-ride facilities, and regional commuter rail. Metro Transit currently operates fixed route service, metro vanpool, metro mobility, and metro link services within Cottage Grove. Private transportation services are limited to various taxi companies which serve a variety of locations within the Minneapolis/St. Paul Metropolitan region.

Fixed-route services include only peak period express bus service operated by Metro Transit on routes 361 and 365 to St. Paul and Downtown Minneapolis respectively. These routes are only available during the morning and evening commute times on weekdays. Routes depart from the Cottage Grove Park and Ride located on the south side of Highway 61 between 80th Street South and Jamaica Avenue. Limited reverse commute service is offered on two buses a day. Service originates at the 550-space park and ride lot located on West Point Douglas Road. Existing fixed transit routes and nearby attractions are included in Figure 6-8.

Metro Vanpool is a regional program subsidized by the Metropolitan Council to provide additional transportation options for those who do not live within close proximity to Metro Transit fixed-route services. Metro Vanpool provides 7, 9, 12, or 15 person vans, depending on individual needs, to a primary volunteer driver who drives and coordinates services for others carpooling to the same general area. The lease of the van includes insurance, maintenance, repairs, 24-hour roadside assistance, and free ridership for the primary driver.

Metro Mobility provides demand-responsive transit service to persons unable to ride fixed-route services due to a disability. Eligibility is determined by Americans with Disabilities Act (ADA) guidelines and offers door to door service. Transit Link, previously known as Dial-a-Ride, is a service available for rides which cannot be accommodated by regular fixed-route transit services. Riders are asked to call ahead to reserve trips one week in advance. In general, a trip through Transit Link is not eligible if it starts and ends within ¼ mile of a transit stop in winter, or ½ mile of a transit stop in summer. This service is available weekdays from 6am to 7pm.

Future Transit Service Improvements

Necessary improvements to transit service in Cottage Grove include both short term expansion of bus service and long-term implementation of express bus service in the Red Rock Corridor. Short term bus improvements include:

- **Expanded Express Bus Service** - Adding peak period trips and initiating midday service would provide more options for commuters, resulting in higher ridership.

- **Addition of Crosstown Service** - Existing routes provide service only to the two downtowns. Providing crosstown routes will allow Cottage Grove residents to use transit to travel to other parts of the region without the need for a transfer in the downtowns. Potential crosstown routes could connect to the proposed Robert Street Transitway, the Hiawatha LRT Line, the airport, and Mall of America.
Figure 6-8: Existing Transit Service

Existing Transit

- Bus Stops
- Park-n-Ride
- City Hall
- Post Office
- Public Schools
- Library
- Bus Route 361
- Bus Route 364
- Bus Route 365
- City Boundary
- Community Park
- County Park
- Neighborhood Park
- Open Space
- Recreational Facility
- State Scientific and Natural Areas

Source: Metropolitan Council, City of Cottage Grove

June 13, 2018
0  4,500  9,000 Feet

COTTAGE GROVE COMPREHENSIVE PLAN TRANSPORTATION
Washington County Transit Study

Washington County is currently in the process of completing a transit needs study focusing on the current and future travel needs of transit-dependent persons (older adults, individuals with disabilities and low-income individuals). A draft copy of this report, written in October 2017, was reviewed as part of the Comprehensive Plan update.

Red Rock Corridor

Cottage Grove has participated in the Red Rock Corridor Commission (RRCC) since its inception in the late 1990’s. This Commission is made up of communities along the corridor from Hastings to St. Paul and includes the Regional Railroad Authorities in Washington, Dakota, Hennepin, and Ramsey Counties. The Red Rock Corridor is included as an “Express Bus” transitway in the 2040 Transportation Policy Plan that includes three park-and-ride facilities at Lower Afton, Newport, and Cottage Grove. The Red Rock Corridor is also identified in the Counties Transit Improvement Board’s Phase I Program of Projects, which means it is eligible for grant funding from existing sales tax resources.

In January 2016, the RRCC recommended advancing a single preferred alternative for further evaluation based on the goals of the project and public input. The preferred alternative includes Bus Rapid Transit (BRT) service along Highway 61 between Union Depot in Saint Paul and Hastings Depot with deviations from Highway 61 in Newport, St. Paul Park, Cottage Grove, and in Hastings. The portions of this alternative off Highway 61 aim to serve existing destinations and densities that are more likely to support all-day, bi-directional transit service than park-and-rides.

The preferred alternative includes two stations within Cottage Grove, 80th Street Station and Jamaica Avenue Station. The 80th Street Station is located on East Point Douglas Road south of 80th Street, and the Jamaica Avenue Station is located on East Point Douglas Road west of Inwood Avenue. Services are proposed to include both weekday and weekend times.

The Red Rock Corridor and planned BRT station locations are mapped in Figure 6-9.
ACCESS MANAGEMENT

The management of access along roadway systems, particularly arterial and collector roadways, is a very important component of maximizing the capacity of a roadway and decreasing the accident potential along those facilities. Arterial roadways have a function of accommodating larger volumes of traffic, often at higher speeds. Therefore, access to such facilities must be limited in order to protect the integrity of the arterial function. Collector roadways provide a link from local streets to arterial roadways and are designed to provide more access to local land uses since the volumes and speeds are often less than arterial roadways.

The Minnesota Department of Transportation (MnDOT) reports that studies have shown that as the density of access points increase, whether public or private, the traffic-carrying capacity of the roadway decreases and the vehicular crash rate increases. Well-designed access to commercial properties supports long-term economic vitality.

As with many transportation related decisions, land use activity and planning is an integral part of the creation of a safe and efficient roadway system. Land use decisions have a major impact on the access conditions along the roadway system. Every land use plan amendment, subdivision, rezoning, conditional use permit, or site plan involves access and creates potential impacts to the efficiency of the transportation system. Properties having access rights and good design will minimize the deleterious effect upon the roadway system. Access management is a combination of good land use planning and effective property access design.

<table>
<thead>
<tr>
<th>Type of Access</th>
<th>Functional Classification of County Highway</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Principal Arterial</td>
</tr>
<tr>
<td>Private residential driveways</td>
<td>No direct access</td>
</tr>
<tr>
<td>Commercial driveways or non-continuous commercial streets</td>
<td>No direct access</td>
</tr>
<tr>
<td>Non-continuous residential streets$^{(4)}$</td>
<td>No direct access</td>
</tr>
<tr>
<td>Continuous local streets and collector streets</td>
<td>1/2 mile</td>
</tr>
<tr>
<td>Minor arterials</td>
<td>1/2 mile</td>
</tr>
</tbody>
</table>

(1) Distances shown are minimums. The county reserves the right to increase the minimum distances based on other criteria. The type of traffic control, turn lanes and bypass lanes required are determined based upon the projected traffic volumes on the type of access requested.

(2) ADT is the 20-year forecast for average daily traffic.

(3) Spacing is based on criteria such as sight distance, speed, traffic volumes, etc.

(4) Cul de sac or short-length streets (less than ½ mile) that do not cross a county highway.
The granting of access in Cottage Grove is shared by the City and by Washington County, with each having the permitting process responsibility over roadways under their control. Access to Highway 61 is the responsibility of MnDOT. Access control guidelines are used to preserve public investment in the roadway system and to inform developers for plan preparation. The guidelines balance the public interest (mobility) with the interests of property owners (access).

Washington County's Access Spacing Guidelines should be followed on all roads that are under the County's jurisdiction.

Access Guidelines for Washington County and MnDOT are described in Tables 6-4 and 6-5, respectively.

### Table 6-5: MnDOT Access Guidelines

<table>
<thead>
<tr>
<th>Functional Classification</th>
<th>Facility Type or Community Designation**</th>
<th>Public Street Spacing</th>
<th>Signal Spacing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Primary Full-Movement Intersection</td>
<td>Secondary Intersection</td>
<td></td>
</tr>
<tr>
<td>Principal Arterial</td>
<td>Interstate Freeway</td>
<td>Interchange Access Only</td>
<td>None</td>
</tr>
<tr>
<td></td>
<td>Non-Interstate Freeway</td>
<td>Interchange Access Only</td>
<td>None</td>
</tr>
<tr>
<td>Rural</td>
<td>1 mile</td>
<td>1/2 mile</td>
<td>Only at Primary Intersections</td>
</tr>
<tr>
<td>Suburban</td>
<td>1/2 mile</td>
<td>1/4 mile</td>
<td>Only at Primary Intersections</td>
</tr>
<tr>
<td>Urban</td>
<td>300-600 feet, dependent on block length</td>
<td>1/4 mile</td>
<td></td>
</tr>
<tr>
<td>Minor Arterial</td>
<td>Rural</td>
<td>1/2 mile</td>
<td>Only at Primary Intersections</td>
</tr>
<tr>
<td></td>
<td>Suburban</td>
<td>1/4 mile</td>
<td>Only at Primary Intersections</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>300-600 feet, dependent on block length</td>
<td></td>
</tr>
<tr>
<td>Collector</td>
<td>Rural</td>
<td>1/2 mile</td>
<td>Only at Primary Intersections</td>
</tr>
<tr>
<td></td>
<td>Suburban</td>
<td>1/8 mile</td>
<td>Not Applicable</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>300-600 feet, dependent on block length</td>
<td>1/8 mile</td>
</tr>
</tbody>
</table>

* This table is a summary of MnDOT Access Guidance for the Metropolitan Area. This chart does not reflect all the MnDOT guidance. Agencies should work with MnDOT, the appropriate county highway authority, and the local land use authority when planning new or modified access.

**Community Designations are from Thrive MSP 2040, they are not MnDOT designations.
WATER RESOURCES

Water is critical to the health and vitality of a community. This chapter describes three elements of water resources in Cottage Grove:
- Water Supply
- Waste Water and Sanitary Sewer
- Surface Water Resources and Stormwater
WATER SUPPLY

Introduction

The Metropolitan Land Planning Act (amended 1995) requires local governments to prepare comprehensive plans and submit them to the Metropolitan Council to determine their consistency with metropolitan system plans. One element of these plans must address municipal water systems. Minnesota Statute 473.859 requires Water Supply Plans to be completed for all local units of government in the seven-county Metropolitan Area as part of the local comprehensive planning process. Additionally, Minnesota Statute 103G.291 requires all public water suppliers that serve more than 1000 people to have a Water Supply Plan approved by the Minnesota Department of Natural Resources (DNR). An approved Water Supply Plan is also a requirement to obtain a Water Appropriations Permit Amendment from the DNR.

Cottage Grove’s Water Supply Plan as submitted to the DNR prior to the December 31, 2016 deadline. The Water Supply Plan was updated per comments from DNR and Metropolitan Council and resubmitted in June 2018. The Water Supply Plan consists of three main parts:

- Part 1: Water supply system description and evaluation
- Part 2: Emergency preparedness procedures
- Part 3: Water conservation plan

The City of Cottage Grove also regularly prepares a Water Supply and Distribution Plan (WSDP). This more detailed and comprehensive engineering analysis of the existing and proposed trunk water system serves as a planning document to guide Cottage Grove as it extends city water to urbanizing areas. The WSDP performs a more exhaustive engineering analysis of the water system than is required to meet the minimum Metropolitan Council and DNR requirements. The most recent WSDP was prepared in 2006. The previous WSDP was prepared in 1995. A new WSDP is planned within the next few years.

The purpose of this chapter of the comprehensive plan is to provide a summary of the water system and the Water Supply Plan. The Water Supply Plan is included as an appendix to this 2040 Comprehensive Plan.

Past Usage

In order to establish future water usage within the City, it is first necessary to look at past usage. The usage for the past five years has been examined to determine how residential, commercial and industrial growth has impacted the overall water use in the City. This past usage also serves as a benchmark for evaluating the effectiveness of previous conservation practices. As shown in Table 7-1, water usage has remained relatively steady during the last five years, until water demands dropped in 2017 due to a temporary outdoor water use ban. Between 2013 and 2016, the City of Cottage Grove pumped an average of 1.2 billion gallons of water into the system each year. The highest peak day water demand in the last 5 years was 10.2 million gallons per day (MGD). Cottage Grove’s Water Supply Plan contains a detailed analysis of existing water usage, including historic water demand and high volume users. The water use for the last five years is shown in Table 7-1.
### Table 7-1: Past Water Usage

<table>
<thead>
<tr>
<th>Year</th>
<th>Population Served</th>
<th>Average Demand (MG/day)</th>
<th>Maximum Demand (MG/day)</th>
<th>Annual Demand (MG/year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>35,500</td>
<td>3.6</td>
<td>10.2</td>
<td>1,323</td>
</tr>
<tr>
<td>2014</td>
<td>35,669</td>
<td>3.3</td>
<td>9.7</td>
<td>1,201</td>
</tr>
<tr>
<td>2015</td>
<td>36,615</td>
<td>3.2</td>
<td>7.2</td>
<td>1,187</td>
</tr>
<tr>
<td>2016</td>
<td>35,596</td>
<td>3.2</td>
<td>7.3</td>
<td>1,139</td>
</tr>
<tr>
<td>2017</td>
<td>36,492</td>
<td>2.6</td>
<td>5.8</td>
<td>938</td>
</tr>
</tbody>
</table>

Source: Annual DNR Water Usage Reporting, 2011-2015

### Forecasts

Past water usage within the City has been relatively steady, but the population has increased slightly from 35,105 to 36,615, or four percent. It is expected that this growth will continue to accelerate as the economy continues to recover from the housing crisis and recession. Housing starts are up in the City and it is expected that water usage will continue to increase accordingly. The projected water demand for 2040 is a daily average of 4.7 MGD with an estimated daily maximum of 14.1 MGD as shown in Table 7-2. Water conservation is discussed later in this chapter.

### Table 7-2: Projected Water Usage

<table>
<thead>
<tr>
<th>Year</th>
<th>Population Served</th>
<th>Average Demand (MG/day)</th>
<th>Maximum Demand (MG/day)</th>
<th>Annual Demand (MG/year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2020</td>
<td>38,400</td>
<td>3.8</td>
<td>11.5</td>
<td>1,400</td>
</tr>
<tr>
<td>2030</td>
<td>42,200</td>
<td>4.2</td>
<td>12.7</td>
<td>1,540</td>
</tr>
<tr>
<td>2040</td>
<td>47,000</td>
<td>4.7</td>
<td>14.1</td>
<td>1,715</td>
</tr>
</tbody>
</table>

Source: Stantec
Water Supply, Storage and Distribution System

The existing water supply and distribution system has served Cottage Grove’s needs well. Previous studies have identified cost-effective and timely improvements for the system. The existing trunk distribution system is presented as part of the Existing and Future Trunk Water Supply and Distribution System Map (Figure 7-1). The system operates under three pressure zones. This approach provides satisfactory pressure to all customers.

The City presently obtains its raw water supply from twelve wells in two well fields. All wells obtain water from the Jordan-Prairie du Chien aquifer. The total well supply capacity is 17.7 MGD and the firm well capacity is 13.0 MGD. Firm capacity is defined as the amount supplied with one out of every 7 wells out of service.

In May of 2017, the Minnesota Department of Health (MDH) issued new, lower health based recommendations for two industrial chemicals Perfluorooctanoic acid (PFOA) and Perfluorooctanesulfonic acid (PFOS). In addition, MDH established a hazard index (HI) related to the accumulative concentrations of PFCs found in drinking water. As a result of the new standards, eight of Cottage Grove’s 11 wells exceeded the new established HI values. Cottage Grove well testing have not detected any PFOS in the drinking water. In late May, Cottage Grove utilized only 3 wells to provide water for the community to ensure full compliance with the new standards. However, these 3 wells could not meet the community’s peak water demand and the City instituted a watering ban until more capacity could be brought online.

An action plan was established with an interim solution to resolve the City’s water quality concerns for five years, thus allowing time for a permanent solution to be developed. Ongoing coordination with MDH and MPCA was necessary to meet requirements of the emergency response. The interim plan involved blending water from various wells and treatment of water at critical wells. A carbon filtration system for Well 3 and Well 10 was identified as the approved treatment option and was placed online within two months of groundbreaking.

Several storage facilities stabilize pressures during peak water demand and also serve as a source of water during fires or power outages. There is a total existing usable storage volume of 4.65 million gallons.

Other Water Supply Issues

Emergency Response Procedures
Cottage Grove prepared a water system vulnerability assessment and emergency response plan in accordance with the Safe Drinking Water Act, as modified by the Bioterrorism Preparedness and Response Act of 2002. These documents identify contacts for emergency situations, outline emergency response procedures, describe water sources and services areas, and provide procedures for augmenting water supplies in the event of an emergency.

The Water Supply Plan identifies triggers for implementing demand reduction procedures in the event of a water system emergency. Water use is rationed in accordance with water use priorities established by state statute. These triggers and water use priorities are regularly reviewed and adjusted as needed. Demand reduction measures are instituted by the City Administrator or City Emergency Management Director.

Water Conservation Plan
Water conservation programs are intended to reduce the demand for water, improve the efficiency in use and reduce loss and waste of water. Conserving water protects the region’s water supply and is a cost-effective way to reduce the need to construct and operate additional water supply facilities. As shown by recent water usage rates, the current water conservation efforts are having an effect. Both the average day demand and the maximum day demands have been decreasing in relation to the population served.

Water conservation planning is a relatively new concept in the metropolitan area compared with some of the drier regions of the country. Cottage Grove’s first water conservation plan was a component of the 1995 WSDP. Since 1995, Cottage Grove has expanded existing conservation practices and implemented new water conservation measures. In 2018, Cottage Grove developed a stand along Water Conservation Plan which detailed existing and proposed conservation programs.
Figure 7-1: Future Trunk Water System
With the latest Water Supply Plan, DNR has established target conservation requirements to work toward over the next ten years; these targets include:

- The reduction of unaccounted water loss to less than 10%
- The reduction of residential use to less than 75 gallons per capita per day
- The reduction of peak demand water usage to less than 2.6 times the average demand
- The implementation of a water conservation rate structure; and
- The reduction of institutional, industrial, commercial, and agricultural water use by 1.5%.

Cottage Grove’s water conservation work to date means the City has already exceeded most of these conservation targets. The City established the following recommendations for further conservation measures in the 2016 Water Conservation Plan:

- Voluntary Water Audits
- Creating Commercial and Industrial Billing Structures
- Pilot program for Pressure reducing valves
- Adjust ordinance to require separate irrigation meters
- Water Reuse for Public Irrigation and Commercial/Industrial Purposes
- More Proactive Enforcement

Cottage Grove annually reviews the effectiveness of its existing water conservation programs. Adjustments to existing programs and new and innovative programs are evaluated regularly.

**Ground Water Health**

As this plan was bring written, the state of Minnesota settled its lawsuit against 3M Company, filed in 2010, in return for a grant of $850 million. The settlement depicts the top two priorities being; ensure safe drinking water and enhance natural resources. Nine cities, including Cottage Grove, and two townships in the east metro were named in the settlement as the communities damaged. The Minnesota Pollution Control Agency and Department of Natural Resources were granted the funds with the intent that the state departments will work with the eleven communities to accomplish the priorities of the settlement.

Perfluorochemicals (PFC) contamination treatment strategies:

- Continue to track and monitor PFC levels and contaminants of emerging concern in City wells, in partnership with MDH.
- Investigate further treatment options to remove PFCs from drinking water.
- Work to ensure no, or limited, decrease in service for water utility customers.
- Partner with neighboring communities to treat water, if feasible.
WASTEWATER MANAGEMENT

According to the Metropolitan Land Planning Act, a Local Comprehensive Plan is required to include a sanitary sewer element covering the collection and disposal of wastewater generated by the community. Similarly, the Metropolitan Sewer Act requires local governments to submit a Comprehensive Sewer Plan (CSP) which describes the current and future service needs required from Metropolitan Council Environmental Services (MCES). The Comprehensive Sewer Plan is attached to the 2018 Comprehensive Plan as an appendix.

GOALS AND POLICIES

Goal 1: Effective and efficient operation and maintenance of the city’s sanitary sewer system.

- POLICY 7.1 Cottage Grove will construct its system to facilitate operation and maintenance and prevent inflow and infiltration.
- POLICY 7.2 Cottage Grove will maintain a detailed inventory of its sanitary sewer system including an up-to-date electronic map including location and specifications of all pipes, structures, and lift stations.
- POLICY 7.3 Cottage Grove will clean a portion of its sanitary sewer system every year.
- POLICY 7.4 Cottage Grove will regularly televise and clean its sanitary sewer system to determine whether it is performing adequately.
- POLICY 7.5 During major street reconstruction projects, Cottage Grove will assess the system within the project area and makes improvements as needed.
- POLICY 7.6 Cottage Grove is committed to training those responsible for managing its sanitary sewer system and ensure that staff has the equipment necessary to properly maintain the system.
- POLICY 7.7 Cottage Grove will maintain an organizational chart of its sewer maintenance department and ensure that each staff member has a job description.
- POLICY 7.8 Cottage Grove will rehabilitate sewers before their deterioration negatively affects residents, businesses, or the Metropolitan Disposal System.
- POLICY 7.9 Cottage Grove will maintain a general emergency response plan that pertains to sanitary sewer overflows.
- POLICY 7.10 The City will coordinate sanitary sewer utility services and development with surrounding communities, Washington County, the Minnesota Pollution Control Agency, and the Metropolitan Council.

Goal 2: To provide sanitary sewer service that is adequate to meet current and future development needs.

- POLICY 7.11 The extension of sanitary sewers shall be programmed so as to achieve maximum benefit from the existing utilities.
- POLICY 7.12 The sanitary sewer system shall be constructed to accommodate the proposed land use densities and uses identified in the future land use plan.
- POLICY 7.13 Cottage Grove will provide a system reserve capacity in all trunk designs so that local occurrences of higher sewage generating uses or higher densities can be accommodated.
- POLICY 7.14 When in-fill development or redevelopment occurs, Cottage Grove will evaluate existing sanitary sewer systems as to their capacity.
- POLICY 7.15 Cottage Grove develops and regularly updates its sanitary sewer system Capital Improvement Plan (CIP).
- POLICY 7.16 The City will encourage development densities that maximize the use of the existing sanitary system. Where existing facilities do not have capacities to accommodate the maximum allowable densities, the City reserves the right to restrict development to average density.
• POLICY 7.17 For properties in the rural service area, subsurface sewage treatment systems (SSTS) shall be allowed provided such systems conform to all local, state and federal requirements.
• POLICY 7.18 When feasible, maintain sanitary sewer depth to provide maximum flexibility related to future development.
• POLICY 7.19 When installing new sanitary sewer adjacent to properties on private well and septic, sanitary sewer services will be installed to allow for cost effective connection at the future.

Goal 3: Cottage Grove provides a cost effective sanitary sewer system that is equitably financed.
• POLICY 7.20 Cottage Grove finances new sanitary sewer trunks for new development through area and connection charges.
• POLICY 7.21 Cottage Grove finances its existing system operation and maintenance through utility billings.
• POLICY 7.22 Cottage Grove prepares for replacement of its sanitary sewer system by incorporating replacement costs into its utility billing rates.
• POLICY 7.23 The extension of sanitary sewers shall be programmed so as to achieve maximum benefit from the existing utilities. This staging program will result in the most efficient expenditure of public funds while maintaining the City's growth pattern.

COTTAGE GROVE COMPREHENSIVE SEWER PLAN

Purpose of the Plan

The purpose of wastewater management planning is to ensure that the regional wastewater system has adequate capacity to serve planned development and redevelopment projects. Additionally, a review of the wastewater system in the City will help ensure that excessive inflow and infiltration into the system is reduced to the maximum extent practicable. Should the City of Cottage Grove wish to proceed with a sanitary sewer extension, the Comprehensive Sewer Plan must be consistent with the Metropolitan Council’s 2040 Water Resources Policy Plan.

Background and History

In May 2015 the Metropolitan Council adopted the 2040 Water Resources Management Policy Plan (WRMPP). The 2040 WRMPP includes the metropolitan wastewater system plan with which local comprehensive plans must conform. Cottage Grove will prepare this sewer element chapter of its Comprehensive Plan to demonstrate its conformance to the regional plan. This chapter will update previous sewer planning efforts and describe in detail the expansion of the City’s sanitary sewer system to serve urban development. This sanitary sewer section provides the specific information needed to meet the 2040 WRMPP requirements.

Cottage Grove’s 2030 Comprehensive Plan included a wastewater section describing the expansion of the City’s trunk system through 2030 and the demands this expansion would place on the Metropolitan Disposal System (MDS) operated by MCES. The wastewater section in the 2040 Comprehensive Plan will describe these demands out to 2040. MCES also uses this section to determine whether capacity upgrades will be needed at the Eagles Point Wastewater Treatment Plant (WWTP), which services all of Cottage Grove.

Cottage Grove’s sanitary sewer system is designed to carry wastewater from homes to the MDS, which is owned and operated by MCES. The MDS consists of interceptors and wastewater treatment plants and appurtenances to these including lift stations, siphons, valves and tunnels. Cottage Grove’s sanitary sewer system consists of lateral sewer pipes that serve neighborhoods and businesses, trunk sewer pipes (larger than 10-inch diameter) that collect wastewater from laterals, and lift stations that pump wastewater from lower areas of the City.
Municipal sanitary sewer service was initially provided within Cottage Grove in 1961 as a replacement for the individual septic tank systems that were serving the Thompson Grove plats. The first stage of the Cottage Grove WWTP was constructed in 1962 in conjunction with this original municipal sewer installation. This plant continued to serve the wastewater treatment needs of Cottage Grove until it was replaced by the Eagles Point WWTP in 2002. The new treatment plant has a wastewater capacity of 10 Million Gallons per Day (MGD) to serve Cottage Grove and portions of Woodbury via the South Washington County Interceptor (SWCI) through approximately 2020, at which time it could be expanded to 20 MGD for added service capacity. Ultimately, the Eagles Point WWTP discharges effluent to the Mississippi River.

**Plan Organization**

As noted earlier in this chapter, the CSP is attached as an appendix to this document and is organized as follows:

- **Section 1** offers an introduction to the Plan. This section provides information on the physical setting of the City and the existing sanitary sewer system.
- **Section 2** of this Plan provides the Metropolitan Council’s demographic projections for the City of Cottage Grove, as well as average wastewater flow projections. These projections are given for the City as a whole, and then for the different interceptor service areas, as well.
- **Section 3** includes information on land use and associated wastewater unit flow rates for each land use type.
- **Section 4** provides general information on the trunk system layout for the City of Cottage Grove, intercommunity flows, and any individual sewage treatment systems (ISTS) in the City.
- **Section 5** addresses issues relating to infiltration and inflow (I/I) within the City. Potential sources of infiltration and inflow include groundwater infiltration, high-intensity rain events, and subfloor drainage connections. This section provides goals, policies and strategies to address I/I.
- **Section 6** provides cost estimate and financing information for any sanitary sewer system improvements.
- **Section 7** covers goals and policies related to wastewater management in the City.
- **Section 8** provides a summary of the Comprehensive Sewer Plan.
SURFACE WATER

The City of Cottage Grove and its residents place immense value on conserving, protecting, and managing its surface water resources. Through the planning process, community stakeholders identified water resource protection and access to natural amenities as critical issues for the future development of the city.

As part of the established Community Vision, the City of Cottage Grove strives to address these key themes related to surface water:
- **Mississippi River Access** – work to provide public access to the river and appropriate development opportunities on Lower Grey Cloud Island.
- **Environmental Stewardship** – continue to protect and enhance the natural environment, including air quality, groundwater resources, stormwater management and energy usage.

GOALS AND POLICIES

**Goal 1: Manage surface and groundwater resources using approaches that meet or exceed regulatory requirements by following the city’s local surface water management plan, the local watershed plans, and permits administered by the MPCA, BWSR, USACE, MN DNR, and any other governing agencies that are applicable and have jurisdictional authority within the City of Cottage Grove.**

- POLICY 7.1 Provide adequate flood protection for residents and structures and protect the integrity of conveyance channels and stormwater detention areas.
- POLICY 7.2 Pursue the reduction of Total Phosphorus (TP) and Total Suspended Solids (TSS) loading to water bodies by compliance, municipal management activities, and public education.
- POLICY 7.3 Pursue the reduction of Total Phosphorus (TP) and Total Suspended Solids (TSS) loading to water bodies by compliance, municipal management activities, and public education.
- POLICY 7.4 Classify and effectively manage water bodies in the community to achieve watershed management organization, state, and federal regulatory agency standards.
- POLICY 7.5 Classify, manage, and administer wetlands in the community.
- POLICY 7.6 Regulate new development and redevelopment activities within the community including erosion control at construction sites.
COTTAGE GROVE LOCAL SURFACE WATER MANAGEMENT PLAN

The City of Cottage Grove’s Local Surface Water Management Plan (LSWMP) will be attached to the 2018 Comprehensive Plan as an appendix. The 2018 LWSMP serves as an update to the 2008 Plan. LSWMPs serve as a framework to manage the water resources within a city. The Local Surface Water Management Plan (LSWMP) is consistent with the Comprehensive Plan update for the City of Cottage Grove. Previously, the updates to the SWMPs and Comprehensive Plans were asynchronous, but beginning with the 2018 LSWMP update, the LSWMP will exist either as an appendix to, or as a chapter of, the Comprehensive Plan, and the two will be updated simultaneously. The executive summary and scope of the 2018 Plan are provided in the following sections.

Executive Summary

The LSWMP has been created to meet the requirements detailed in Minnesota Statutes 103B (Metropolitan Surface Water Management Act), Minnesota Rules 8410, and the requirements of the local watershed management organizations or watershed districts. The watershed district having jurisdiction in the City of Cottage Grove is South Washington Watershed District (SWWD). This document provides an inventory of water resource related information including the results of assessments conducted by other governmental units, both local and state. From this inventory and assessment, the City of Cottage Grove sets forth its goals and policies and implementation program.

The LSWMP is organized as follows:

- **Section 1** offers an introduction to and purpose of this Plan, and includes organizational information on the location of components within this document.
- **Section 2** of this Plan provides an inventory of land and water resources within the City, including a description of the physical setting, available and pertinent water resources data, and land use maps.
- **Section 3** lists the City’s goals and policies along with public agency requirements affecting surface water management in the City. This section also includes general information regarding the roles of the watershed management organizations with jurisdiction over Cottage Grove, as well as those of other state and federal regulatory agencies influencing surface water management in the City.
- **Section 4** outlines the City’s approach to wetland management, in accordance with the standards and requirements of South Washington Watershed District and other agencies having jurisdiction over wetland management.
- **Section 5** presents and assessment of surface water quality issues in Cottage Grove. The section includes discussion regarding the NPDES permitting process, impaired waters and TMDL implementation, and non-degradation requirements.
- **Section 6** provides a current assessment of surface water management in Cottage Grove, including stormwater modeling, various design parameters, and identification of issues and corrective actions.
- **Section 7** covers regulatory responsibilities, priority implementation items, educational programs, operation and maintenance, and financing considerations. A plan amendment process is also identified and the distinction between major and minor amendment outlined.
- **Section 8** contains a summary of the LSWMP and makes recommendations for implementing the Plan.
- **Sections 9 and 10** include the list of reference documents and a glossary of terms, respectively.
Scope

The LSWMP serves multiple purposes including statutory and rule compliance. Minnesota Statute 103B.235 defines content for Local Surface Water Management Plans. According to the statute’s text, each local plan, in degree of detail required in the watershed plan, shall:

1. Describe existing and proposed physical environment and land use;
2. Define drainage areas and the volumes, rates, and paths of stormwater runoff;
3. Identify areas and elevations for stormwater storage adequate to meet performance standards established in the watershed plan;
4. Identify regulated areas; and,
5. Set forth an implementation program, including a description of official controls and, as appropriate, a capital improvement program.

Minnesota Rules 8410, administered by the Board of Water and Soil Resources, (BWSR) provide more detail on local plan content. Though the BWSR guidance applies specifically to watershed management organizations, this guidance has historically been used to frame expectations for municipal plans. According to Rules 8410, local plans must provide or address:

1. Executive summary
2. Land and water resource inventory
3. Impact on other units of government
4. Establishment of goals and policies
5. Assessment of problems
6. Implementation program
7. Implementation priorities
8. Plan contents; amendments
9. Annual reporting requirements

The reader will find that the City of Cottage Grove has structured its LSWP to provide the information required by 8410 without holding strictly to the outline contained in the rules. Through this document, the City provides signposts identifying where a statutory or rulemaking requirement might be addressed.

The City of Cottage Grove’s LSWMP must address requirements of the Minnesota Pollution Control Agency’s Municipal Separate Storm Sewer System (MS4) program. This program is designed to reduce the sediment and pollution that enters groundwater and surface waters to the maximum extent practicable. The MS4 program is regulated through the National Pollutant Discharge Elimination System (NPDES) permits. These NPDES permits require the development of Storm Water Pollution Prevention Programs (SWPPP).

The Cottage Grove LSWMP must also satisfy Metropolitan Council requirements as contained in their 2040 Water Resources Policy Plan. These requirements build on those of Minnesota Rules 8410.

Beyond state level requirements and those of Metropolitan Council, this plan must be consistent with those of the watershed organizations having jurisdiction in the City. Often, watershed districts outline specific content for local plans that go beyond that required by statute and rule.
The economic development chapter of the plan builds on the land use inventory of areas within the community in need of revitalization or redevelopment. It goes beyond recognition of these areas by establishing a set of goals, policies, and planning components to encourage and enable redevelopment to occur. This chapter is the basis for a comprehensive economic development strategy to guide current and future work of the City to support existing business growth and attract new business investment.
INTRODUCTION

A strong community is not simply about housing but economic vitality. Cottage Grove seeks to support its residents and economy with diverse employment options, business development opportunities, and a variety of places to shop or dine. The City must actively work to build its capacity to foster business growth to compete within the region for residents but also to support a regional economy that competes on a national level for significant businesses and employee talent.

While the Metropolitan Council does not require Comprehensive Plans to include an economic development element, it is recommended to achieve regional goals for economic competitiveness. They highlight the need for providing great locations for businesses to succeed, particularly industries that export products or services beyond our region and bring revenue and jobs into the region. Cottage Grove is well positioned to support the growth of the region. The Metropolitan Council defines two key terms related to this element:

- **Economic Competitiveness** – Examining and strengthening the ability of the region to compete effectively and prosper in the global economy.
- **Economic Development** – Activities that directly aim to retain, attract, and grow businesses that bring wealth into a community or region.

While the City focuses its efforts on growing businesses within its own boundary, it is critical to understand the context for that growth within the region and work with regional partners to achieve shared success.

As part of the established Community Vision, the City of Cottage Grove strives to address these key themes related to economic development:

- **Commercial/Retail Offerings** – work to develop a greater variety of retail, restaurant and entertainment options
- **Business & Jobs** – expand the City’s economy with good jobs, a strong workforce and ample land for business development

GOALS AND POLICIES

**Goal 1: Promote economic development in Cottage Grove through a comprehensive approach to business needs.**

- POLICY 8.1 Manage growth and land resources to ensure an appropriate mix of development and an adequate land supply to secure new business investments.
- POLICY 8.2 Retain the present industrial and commercial base and assist companies with their expansion needs where appropriate.
- POLICY 8.3 Attract quality businesses consistent with the City’s target market to areas available for development.
- POLICY 8.4 Encourage an adequate supply of sites and buildings to meet the demand for commercial and industrial development.
- POLICY 8.5 Maintain an infrastructure system to meet the needs of current businesses and facilitate future growth.
- POLICY 8.6 Work to maintain and grow a labor force in the immediate area that supports the growth of business and industry.
- POLICY 8.7 Address unique development challenges including the reuse and redevelopment of vacant buildings.
- POLICY 8.8 Foster private investment and economic activity without compromising community objectives to maintain and enhance Cottage Grove’s environment.
Goal 2: Promote business attraction, retention, and expansion in Cottage Grove.

- POLICY 8.9 Identify target markets and prepare and implement a marketing plan to attract businesses that fit this market.
- POLICY 8.10 Work with local businesses and industry to ensure needs for expansion and development are adequately met and maintain an open line of communication with the business sector through the Business Retention and Expansion Program.
- POLICY 8.11 Continue to actively market Cottage Grove to commercial brokers and retail businesses to expand retail opportunities in the City.
- POLICY 8.12 Work cooperatively with local business groups, the school district, and area colleges and universities to provide training for workers with the skills needed for existing and future Cottage Grove businesses.

Goal 3: Promote economic development through public financing tools.

- POLICY 8.13 Periodically review economic development incentive programs such as the City's Public Finance Policy as well as the county, regional and state incentive programs.
- POLICY 8.14 Review new and innovative economic development incentives for application in Cottage Grove.
- POLICY 8.15 Pursue outside funding sources to develop or redevelop land for commercial and industrial uses, such as Metropolitan Council Livable Communities Demonstration Account and Tax Base Revitalization Account, Washington County Community Development Agency, Minnesota Department of Employment and Economic Development, and other applicable grants.

Goal 4: Continue to develop community commercial areas that serve the whole community.

- POLICY 8.16 Provide neighborhood commercial areas to supply convenience goods and services for residents of Cottage Grove.
- POLICY 8.17 Require appropriate land use transitions at the edges of residential neighborhoods through the use of setbacks, screening, buffering and fencing to alleviate conflicts between commercial and residential development.
- POLICY 8.18 Require sidewalk connections along major streets leading up to neighborhood commercial centers and direct connections from the public sidewalk to the store fronts.

Goal 5: Continue to develop business park areas that provide jobs and serve the local and regional economy.

- POLICY 8.19 Provide opportunities for new industrial development and expanded employment opportunities to create livable-wage positions in Cottage Grove and the redevelopment of existing industrial uses to serve existing businesses in the community.
- POLICY 8.20 Provide attractive, planned environments as means to induce employers to locate within the City.
- POLICY 8.21 Enact standards for industrial developments that are in keeping with the need to improve the appearance and character of industrial properties.
- POLICY 8.22 Provide quality public services and infrastructure in all commercial and industrial districts.
ECO NOMIC OVERVIEW

A 2016 report by Tangible Consulting Services evaluated the market and development conditions in preparation for the comprehensive plan update (see Appendix). The report outlined the unique demography and economic base that characterizes the city and it investigated the market and development factors that will shape future growth in housing, retail, and industrial development.

Overall, Cottage Grove is characterized by high quality development in its existing residential, commercial and industrial areas. It has experienced steady and moderately-paced growth over the past seven decades, and can expect that to continue. It is a community that is well-situated for future growth. It has ample land to support growth in its Business Park, to expand its successful retail areas, and to accommodate additional housing of various types.

The high-quality environments that have been created have largely been responsive to the practices of suburban-oriented developers. For this reason, there are some development types that are not well represented:

- The variety of place types and retail formats that is characteristic of older communities, and that have intentionally been created in some newer communities.
- Housing Developments that are responsive to the needs of renters, a lower to middle income workforce, and seniors.

Cottage Grove has a small job base for a city of its size. It offers 17 jobs for each 100 residents. The job base of Cottage Grove is centered around the retail centers, and its Business Park. This explains why its top two employment sectors, after educational services, are Retail Trade, and Manufacturing. The top employment sector is Educational Services, which encompasses those who work in the local schools (see Figure 8-1). Almost a third of the workers at businesses in Cottage Grove are residents of Cottage Grove.

Retail and Commercial Development

Retail development is focused at two of the Highway 61 interchanges. These retail districts, the Gateway North Area and the Jamaica/Langdon Area (see Figure 8-2) are well positioned for ongoing strength because:

- They are located at some distance from competing retail areas in Woodbury and Hastings, which allows them to capture a sizable commuter-shed and destination market.
- They have an established set of strong anchors that are well suited to the population in the trade area, and that creates an inviting environment for additional retailers.

Land is available to accommodate retail growth, especially into the Cottage View area, which would be an extension of the Jamaica Area retail district to Keats Avenue. Visionary plans have been developed for two additional retail areas, Langdon Village and 70th & Keats. These areas provide the opportunity to create retail areas that are qualitatively different from the highway-oriented retail districts along Highway 61, in that they are envisioned to be of a mixed-use, pedestrian-oriented development character. An active role will be required from the public sector to establish these new retail areas.
Figure 8-1: Jobs per Thousand Resident by Type of Business in Cottage Grove and the Twin Cities

Source: US Census Bureau, OnTheMap Application
Figure 8-2: Existing Retail Development Areas in Cottage Grove

Source: Tangible Consulting Services
**Industrial Development**

The competitive landscape for industrial development is different from the competitive landscape for retail, in that industrial development in the Cottage Grove may be weighed against industrially zoned properties all over the Twin Cities.

Industrial businesses in Cottage Grove are almost all located in the 300-acre Cottage Grove Business Park, with the major exception of the 3M Campus. The positive attributes of Cottage Grove’s Business Park are significant, and are expected to draw greater attention from the industrial business and real estate community over time. In fact, new attention on Cottage Grove is already evident in the recent or proposed expansion of four businesses in the Cottage Grove Business Park, and a new development proposal on recently acquired property. The Business Park is well suited to both light manufacturing, and office warehouse facilities such as the Renewal by Anderson Campus (Figure 8-3).

In 2018, the City approved an Alternative Urban Areawide Review (AUAR) for the Business Park and an expansion area to the south that adds 421 acres of industrial property to the existing Business Park (see Figure 8-4). The Business Park has a long list of assets that make it attractive for new business development. The most important of these are its strong connection to the regional highway network via Highway 61 and railroad access. It also boasts large, flat land with good utility infrastructure and the City has a reputation for being responsive and supportive to development proposals.

The industrial development market is recovering and that has been observed in expansions of businesses in the Business Park and continued new business growth.
ECONOMIC DEVELOPMENT STRATEGY

Based on the Goals and Policies outlined above as well as recommended content from the Metropolitan Council, the economic development strategy is based on five key topics:

- Key Industries/Centers of Employment
- Redevelopment
- Education and Workforce
- Business Development
- Economic Information, Monitoring, and Strategic Initiatives

The provision of various housing types and price points is also important in supporting economic vitality, as discussed in Chapter 3: Housing. Businesses are competing for workers, so they like to be situated in areas where a range of housing options are available to their workforce.

**Key Industries/Centers of Employment**

The top six employment sectors in Cottage Grove are:

- Educational Services
- Retail Trade
- Manufacturing
- Accommodation and Food Services (see Figure 8-5).
- Health Care and Social Assistance
- Transportation and Warehousing
- Wholesale Trade

Three of these sectors - manufacturing, transportation/warehousing, and wholesale trade - are rooted in the Cottage Grove Business Park which offers a location conducive to these industries.

The two strongest sectors in Cottage Grove relative to their average presence in other Twin Cities locations, are:

- Educational Services
- Transportation and Warehousing

The headquarters for the South Washington County Schools is located in Cottage Grove which acts as a contributor to Education Services as a strong business sector.
Of the roughly 5,600 primary jobs in Cottage Grove, around 1,800 of them are filled by people who are also Cottage Grove residents. In other words, Cottage Grove residents supply around a third of the workforce in Cottage Grove businesses.

Figure 8-6 shows the inflow and outflow from home to work. Around 15,816 Cottage Grove residents work outside of Cottage Grove. Around 3,758 live elsewhere but work in Cottage Grove. The 1,814 people who are represented by the circle are those who both live and work in Cottage Grove.

REDEVELOPMENT AND BUSINESS DEVELOPMENT

The City assists business growth and expansion based primarily in a Business Subsidy Policy approved by the City Council in June 2017. The policy gives formal authority to the Economic Development Authority to publicly finance development projects and subsidize businesses consistent with City policies and regulations. Business subsidies include grants by state or local government agencies, contributions of personal property, real property, infrastructure, the principal amount of a loan at rates below those commercially available to the recipient of the subsidy, any reduction or deferral of any tax or any tax increment financing (TIF), abatement of property taxes, loans made from City funds, any guarantee of any payment under any loan, lease, or other obligation, or any preferential use of government facilities given to a business.

The City has identified a number of objectives for use in public financing:

1. Remove blight and/or encourage redevelopment in designated redevelopment/development area(s) per the goals and visions established by the City Council and EDA.
2. Expand and diversify the local economy and tax base.
3. Encourage additional unsubsidized private development in the area, either directly or through secondary "spin-off" development.
4. Offset increased costs for redevelopment over and above the costs that a developer would incur in normal urban and suburban development (determined as part of the But-For analysis).
5. Facilitate the development process and promote development on sites that could not be developed without public financing assistance.
6. Increase the number and diversity of quality jobs and/or retain local jobs at high wages.
7. Provide the highest and best desired use for the property.
8. Improve or add public infrastructure such as roads, utility extensions, storm water ponding, etc.
9. Establish business interest that add to the diversity of the City’s offerings.

Geographically, most redevelopment will fall into the categories of Commercial/Retail and Industrial with the exception of the Mississippi Dunes Golf Course.
70th and Keats

The East Ravine Master Plan has identified an expansion of the retail at Keats and 70th Street into the other three quadrants of the intersection. This area takes on a new character, that builds on the activity and character of the Cedarhurst mansion. Since the Plan was approved, additional technical analysis has identified limited options for retail on the east side of Keats due to topographic and access issues. The 70th and Keats area can still offer opportunities for neighborhood oriented retail which would serve newly developed residential neighborhoods to the north and east, as well as higher density residential development in the blocks closest to the intersection.

Langdon Village

This area is along portions of West Point Douglas Road and includes the Majestic Ballroom. The vision for the area, called Langdon Village, is for a walkable mix of commercial and community businesses and activities, serving a new higher density neighborhood, as well as the broader City. It could expand Cottage Grove’s retail, both in terms of land area, and in terms of offering a different character of retail development.

Gateway North District

The Gateway North District is located in the southeast intersection of Highway 61 and 80th Street. Currently it contains large floor plate anchor retail uses such as Hy-Vee and Kohl’s but it has potential for additional smaller retail and some multifamily housing associated with a future station on the Red Rock bus rapid transit line. Pedestrian-oriented businesses and housing should be emphasized, given the proximity to the proposed 80th Street station.

Cottage View District

There is land available for retail expansion and potentially multifamily housing. The proposed Red Rock bus rapid transit service and proposed station offers an opportunity for the City to explore a higher-density, mixed use, development pattern on the north side of Highway 61. The Jamaica area along Highway 61 in particular is fortunate to have breathing room. With the development of Walmart, the area between Walmart and Innovation Road has become a natural location for new retail development to be constructed, as population and market demand grows. The Cottage View District is oriented primarily to Innovation Road but connected to Jamaica Avenue via the Highway 61 frontage road. Pedestrian-oriented businesses should be emphasized, given the proximity to the proposed Jamaica Avenue station.

Business Park

As described earlier in this chapter, a 2018 AUAR for the Business Park expands available land for industrial uses south of the existing boundary for the Business Park. While vacant land is still available in within the Business Park, sites of more than 400 acres are now designated for future industrial uses. The adoption of the AUAR allows future projects that may trigger an environmental review on their own to be exempt from that process if their use and associated infrastructure improvements are consistent with the assumptions of the AUAR document and comply with the AUAR’s plan for mitigation.

Mississippi Dunes Golf Course

The Mississippi Dunes Golf Course, located in the southwestern section of the city, is currently for sale with market interest in residential units. More specific study needs to be undertaken to identify density, layout, and infrastructure requirements. Once more detail is known for the use and potential physical elements of the site, the City can recommend a change in land use and potential Comprehensive Plan Amendment to achieve the desired development.
Figure 8-7: Redevelopment Areas in Cottage Grove

Redevelopment Areas

Areas of Future Land Use Change:
1. 70th and Keates
2. Langdon Village
3. Gateway North District
4. Cottage View District
5. Business Park
6. Mississippi Dunes Golf Course

- City Boundary
- Major Future Roadways
- Agriculture Preserve
- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Mixed Use
- Industrial
- Public/Semi-Public
- Agricultural
- Parks/Open Space
- Golf Course
- Transition Planning Area
- Open Water
- Street and Railroad Right-of-Way
There are several roles the City can play to attract additional industrial development to its Business Park area. These are roles that the City is familiar with. The City is already taking assertive public action in these areas, and that is a major factor in the existing attractiveness of the Business Park.

- **Site readiness** - The City can continue taking actions to ensure that industrial sites are served by a strong street and utility network. Clearance and grading of industrial land can also contribute to site readiness. Providing common stormwater facilities makes for more efficient utilization of land.
- **Marketing** - The City can continue to take actions to highlight the desirable features of the Business Park, and to keep the Business Park on the radar screen of the commercial broker community.
- **Business friendliness** - The City can continue to demonstrate that it values existing and prospective businesses, and will accommodate new business needs in appropriate ways in its development review process.
- **Increase industrially guided land** - As discussed below, the City should be prepared to increase the size of the Business Park as needed.

These actions establish a supportive foundation for attracting new business development to the Business Park. They are more fundamental and more important than the provision of public financial support. In fact, although it may be requested by some prospective businesses, it should not be necessary to provide public subsidy in order to attract business development to the Business Park. The attractiveness of the Business Park will continue to grow over time, as comparable Twin Cities properties become more distant from the metropolitan transportation network. The existing and growing attractiveness of the Business Park should also allow the City of Cottage Grove to set high standards for new development.

**EDUCATION AND WORKFORCE**

According to the US Census Bureau, Cottage Grove had 419 business establishments in 2014. These workplaces provided around 5,800 primary jobs and around 6,200 total jobs. This is a smaller business footprint than average for suburban communities. There are around 17 jobs offered in Cottage Grove for each 100 residents. The ratio for the Twin Cities Metro as a whole is about 49 jobs per 100 residents.

The Metropolitan Council, perhaps relying on a different data source, estimated slightly greater employment in Cottage Grove in 2010 (6,484 jobs) than the Census Bureau. The Metropolitan Council foresees job growth in Cottage Grove on the order of 600 to 700 per decade, to 2040. With an abundance of land available in the expanded Business Park area for industrial development, job prospects can increase dramatically with one new large industrial user.

**ECONOMIC INFORMATION, MONITORING, AND STRATEGIC INITIATIVES**

The City maintains helpful and relevant information about Cottage Grove economic development opportunities on the website. This information includes available buildings and sites, statistics about the local workforce, information specific to development in the Business Park, business incentive programs, and details on how to start or grow a business. The approved Business Subsidy Policy contains beneficial information on public financing objectives, strategies, and geographic priorities.

The Washington County Cottage Grove WorkForce Center is a valuable tool for local job seekers and businesses searching for employees. Part of a larger initiative sponsored by the Minnesota Department of Employment and Economic Development (DEED), job seekers have access to job search coaching, information for veterans and people who require special services, training programs for in-demand occupations, and a free online job bank. Businesses can get help finding workers, developing a workforce strategy, locating and expanding their business, and data analysis on the local labor market. The City of Cottage Grove interacts with the WorkForce Center and DEED to certify sites in the Business Park as “shovel ready” and then coordinates marketing efforts to site selectors. The City also joined DEED’s Minnesota Marketing Partnership to further strengthen marketing of the Business Park.

With existing City tools and access to partner resources, economic information and support is readily-available.
Resilience and environmental sustainability are critical for future development and growth in Cottage Grove. Many stakeholders in the planning process identified the natural amenities as one of the City’s greatest assets. Chapter 9 identifies existing resilient programs and policies in Cottage Grove and opportunities to promote alternative energy, healthy living, and hazard mitigation.
INTRODUCTION

Resilient land use and development will help to reduce greenhouse gas emissions and mitigate the negative impacts of climate change in the Twin Cities region. In their Thrive MSP 2040 Plan, the Metropolitan Council outlines the importance of resilience and climate adaptation for the entire region. According to the Council’s Thrive MSP, sustainability and resilience are related but have different purposes.

Resilience: A way of looking at planning and policy through the lens of climate change and adaptation.

Sustainability: A key outcome to strive for to 2040. This outcome looks like “protecting regional vitality for future generations by preserving our capacity to maintain and support our region’s well-being and productivity.”

Although Resilience is not a required element for comprehensive plans in the region, Cottage Grove is committed to promoting resilient and sustainable development in all aspects of their community. This chapter addresses resiliency in land use, energy, and natural resources in Cottage Grove. Resilience topics addressed in this chapter include:

- Existing Programs and Policies
- Solar Access
- Healthy Communities
- Climate Change, Infrastructure, and Hazard Mitigation

Resilience is also integrated throughout the entire Comprehensive Plan. It is a lens through which Cottage Grove will plan responsibly for the future, integrated with other key issues in the city. Resilient goals, policies, and strategies are denoted in other chapters with:

GOALS AND POLICIES

Goal 1: Support, plan for, and encourage the use of solar energy as an alternative energy source.

- POLICY 9.1 Enforce subdivision regulations as necessary to ensure that as many new lots in the city as possible offer proper solar orientation (§10-4-4).
- POLICY 9.2 Encourage residential solar development that maintains community character.
- POLICY 9.3 Encourage the development of large-scale solar developments or “farms” in the eastern part of the City, where future residential development and utility extension is challenging.
- POLICY 9.4 Encourage solar garden or farm development on marginal farmland rather than prime agricultural soils.
- POLICY 9.5 Update the zoning map to reflect areas in which large-scale solar development is supported.

Goal 2: Develop policies that support active living and healthy food options in Cottage Grove.

- POLICY 9.6 Support community and residential gardens for food production.
- POLICY 9.7 Develop trail and park facilities in areas lacking these amenities, especially areas with vulnerable populations such as seniors, young children, low income residents, and communities of color.
- POLICY 9.8 Continue to support the City of Cottage Grove Farmers Market as an alternative source for local, healthy food.
- POLICY 9.9 Investigate the policy and ordinance opportunities for residential animal keeping, such as chickens or bees, to promote healthy food at home.
EXISTING RESILIENCE PROGRAMS

MN Green Step Cities

Cottage Grove has been a Green Step City since 2010. The Minnesota Green Step Cities program is a way for local governments to make a commitment to sustainability in all areas of the City. This includes participating in numerous best practices to reduce energy use, reduce waste, increase transportation options, manage natural resources, and plan for growth. To date, Cottage Grove has completed numerous actions to move the City in a sustainable direction. Some of those accomplishments include:

- Conserving/protecting drinking and groundwater resources by creating a watering ordinance, water-wise landscaping ordinance/guidance, WaterSense purchasing program, and guidance on rainwater harvesting and home water softener use.
- Replacing the city's existing traffic signals and street lights with LEDs.
- Adopting a complete streets policy that also addresses street trees and stormwater.
- Launching a Safe Routes to School campaign with Washington County.
- Developing purchasing guidelines that encourage EnergyStar certified equipment and 30% post-consumer recycled goods.
- Creating a stormwater utility that uses variable fees to incentivize enhanced stormwater management, minimize the volume of and pollutants in runoff, and educate property owners.

Cottage Grove will continue to participate in the program into the future and use the comprehensive plan to align sustainability goals with best practices and action steps identified through the Green Step Cities program.

SOLAR ACCESS

The City of Cottage Grove is committed to a resilient future, including promoting renewable energy. The City has existing code language supporting residential and commercial solar development throughout the community. As stated earlier in this chapter, large-scale solar development should be concentrated on non-prime agricultural lands, outside of the MUSA where existing development is limited. This Plan also includes information on gross solar resources to provide data context to these recommendations.

Gross and Rooftop Solar Resources

The Metropolitan Council has calculated the gross and rooftop solar potential for the City of Cottage Grove to identify how much electricity could be generated using existing technology. The gross solar potential and gross solar rooftop potential are expressed in megawatt hours per year (Mwh/yr), and these estimates are based on the solar map for Cottage Grove. Developed areas with low building heights and agricultural and undeveloped areas have the highest potential for solar development in the City. This gross development potential is included in Table 9-1. Areas of high solar potential are included in Figure 9-1, for reference.
Figure 9-1
Gross Solar Potential

City Boundary

Gross Solar Potential
(Watt-hours per Year)

- High: 1279188
- Low: 900001

- Solar Potential under 900,000 watt-hours per year
- County Boundaries
- City and Township Boundaries
- Wetlands and Open Water Features

University of Minnesota U-Spatial Statewide Solar Raster.
Map Data Source: Metropolitan Council
### Table 9-1: Solar Potential in Cottage Grove

<table>
<thead>
<tr>
<th>Community</th>
<th>Gross Potential (Mwh/yr)</th>
<th>Rooftop Potential (Mwh/yr)</th>
<th>Gross Generation Potential (Mwh/yr)</th>
<th>Rooftop Generation Potential (Mwh/yr)</th>
</tr>
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<tbody>
<tr>
<td>Cottage Grove</td>
<td>63,853,363</td>
<td>1,918,164</td>
<td>6,385,336</td>
<td>191,816</td>
</tr>
</tbody>
</table>

1 There are a few communities where generation potential calculations could not be produced. There are areas within some maps where data was unusable. These areas were masked and excluded from gross rooftop potential and generating potential calculations.

2 In general, a conservative assumption for panel generation is to use 10% efficiency for conversion of total insolation into electric generation. These solar resource calculations provide an approximation of each community’s solar resource. This baseline information can provide the opportunity for a more extensive, community-specific analysis of solar development potential for both solar gardens and rooftop or accessory use installations. For most communities, the rooftop generation potential is equivalent to between 30% and 60% of the community’s total electric energy consumption. The rooftop generation potential does not consider ownership, financial barriers, or building-specific structural limitations.

Source: Metropolitan Council

### HEALTHY COMMUNITIES

In 2016, the City of Cottage Grove received a Living Healthy Grant from Washington County. This funding allowed the City to engage with residents about healthy living in their neighborhoods and issues and opportunities the City faces in the future. This engagement process included working with the Chamber of Commerce, seniors, communities of color, and residents of Cottage Grove.

### Mapping Disparities

A critical component of active living is understanding how certain residents can access amenities in their neighborhood. In Cottage Grove, there are many parks and trails as well as healthy food options, but the suburban style development of the city and major barriers can make accessing these amenities by walking or hiking challenging. The following series of maps (Figures 9-2 through 9-4) illustrate different vulnerable populations and their proximity to amenities in Cottage Grove. For example, some of the neighborhoods with a high proportion of senior citizens are located far from existing trails, making outdoor exercise challenging. These maps help to highlight areas that are lacking amenities to serve their residents, leading to priority areas for the City.
Figure 9-4
Active Living Access for People of Color

Number of People of Color by Census Block
- 21 to 30
- 31 to 40
- Over 40

Major Grocery Stores: City Hall
Library: Post Office
Park-n-Ride: Public Schools
City Boundary: Farmers Market

Transit Routes and Stops
Mississippi River Trail Bikeway

Existing Trails: Planned Trails
- Transportation Trail
- Transportation Trail
- Recreation Trail
- Recreation Trail
- Sidewalk

Existing Parks and Open Space:
- Community Park
- County Park
- Neighborhood Park
- Open Space
- Recreational Facility
- State Scientific and Natural Areas
- Planned Parks/Private Open Space

Source: US Census 2010, City of Cottage Grove

July 25, 2018
0 4,500 9,000 Feet
N

124
Community Survey

The data analysis completed through the amenities mapping was matched with a qualitative, community survey about active living in Cottage Grove. The survey received over five hundred responses from residents across the City. Some of the key findings from the survey included:

- Parks, schools and trails are top features that make residents proud
- Transit, affordable housing, and aging population are important issues to plan for
- More retail and entertainment venues are desired improvements
- Over half of respondents bike or walk once a week or more
- Barriers to walking and bicycling are connectivity and distance between destinations
- People generally have access to the food they want, but prices, store location, and selection could improve

These findings, with the data and policy analysis, helped to shape the goals and policies throughout this plan.

Policy Analysis

As part of the grant program, the City analyzed existing code and policies to support active living and health. This included an analysis of the zoning code, city ordinances, the 2030 Comprehensive Plan, and existing city-sponsored programs. The results of this analysis are included in Tables 9-2 and 9-3 on the following pages. Areas where the City is currently lacking policy guidance should be addressed in this and future plans.

CLIMATE CHANGE, INFRASTRUCTURE, AND HAZARD MITIGATION

In 2012, Washington County developed an All-Hazard Mitigation Plan. This plan incorporated numerous cities and townships in Washington County and was developed to identify and prepare for a variety of hazards such as flooding or tornadoes before they occur. The purpose of the plan is to reduce the loss of lives and property damage in the event of a hazard occurring in the area. The All-Hazard Mitigation Plan includes a list of goals, objectives and strategies for the county to better prepare and coordinate efforts for disasters. This plan serves as a framework for managing public and private investment in the face of a changing climate and more severe storm events.

Cottage Grove should continue to work with Washington County on future updates to the All-Hazard Mitigation Plan to be best prepared for these events.
## Table 9-2: Healthy Living Ordinances in Cottage Grove

<table>
<thead>
<tr>
<th>Community Gardens or Residential Gardens</th>
<th>Farmer's Markets</th>
<th>Greenhouses or Hoop houses</th>
<th>Chicken Keeping</th>
<th>Animal Keeping</th>
<th>Composting</th>
<th>Sidewalks</th>
<th>Trails</th>
</tr>
</thead>
<tbody>
<tr>
<td>N/A</td>
<td>§11-8A-3-6 Farmer’s markets are permitted as an accessory use in the following districts: AG-1 Agricultural Preservation R-1 Rural Residential R-2 Residential Estate R-2.5 Residential R-3 Single-Family R-4 Low Density Residential R-5 Medium Density Residential R-6 High Density Residential Numerous site regulations are in place to ensure that markets are orderly and meet health codes. Processing and cooking food on site and generators are prohibited.</td>
<td>N/A: Code only refers to commercial greenhouses or nurseries.</td>
<td>§5-14-13 Chickens and other poultry are permitted in any zoning district on lots between 3 and 5 acres in size. However, the principal use of the property must be single family residential. An annual license is required. No more than 4 birds are allowed. Roosters are prohibited.</td>
<td>§11-3-7 Farm animals are permitted in residential lots of 5 acres or greater. Each animal must have 1.5 acres of land. This number may be exceeded by a conditional use permit. Special setbacks are required for pens, barns and coops to house these animals.</td>
<td>§4-3-1 Compost is permitted in residential yards so long as it is stored in a compost box and screened from view of adjacent property owners.</td>
<td>§7-1-5 The City classifies sidewalks into two groups: safety and low-use. Safety sidewalks are cleared by the City in the winter; low-use sidewalks are closed.</td>
<td>§10-2-8 Easements for or the construction of trails may be required as part of the development review process.</td>
</tr>
</tbody>
</table>

Source: Stantec
<table>
<thead>
<tr>
<th>POLICIES AND PLANS: 2008 COMPREHENSIVE PLAN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Gardens or Residential Gardens</td>
</tr>
<tr>
<td>N/A</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Sidewalks</th>
<th>Trails</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chapter 2: Land Use</td>
<td></td>
</tr>
<tr>
<td>Policy 2.11 Calls for the construction of sidewalks in new developments.</td>
<td></td>
</tr>
<tr>
<td>Chapter 5: Parks and Open Space</td>
<td></td>
</tr>
<tr>
<td>Sidewalks are mapped.</td>
<td></td>
</tr>
<tr>
<td>Goals: N/A</td>
<td></td>
</tr>
<tr>
<td>Policy 5.12: Transportation sidewalks and trails shall be installed by developers along all collector and minor arterial streets, or on roadways that are determined to generate sufficient traffic to warrant concern for either pedestrian or bicycle use within the street right-of-way.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>EXISTING PROGRAMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Gardens or Residential Gardens</td>
</tr>
<tr>
<td>Farmer’s Markets</td>
</tr>
<tr>
<td>Greenhouses or Hoop houses</td>
</tr>
<tr>
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<tr>
<td>Animal Keeping</td>
</tr>
<tr>
<td>Composting</td>
</tr>
<tr>
<td>Sidewalks</td>
</tr>
<tr>
<td>Trails</td>
</tr>
<tr>
<td>Green Garden Award program awards residents and businesses for superior landscaping in a variety of categories.</td>
</tr>
<tr>
<td>The City currently has an organized farmer’s market at the Cottage Grove United Church of Christ (CGUCC) in summer months on Thursday afternoons.</td>
</tr>
<tr>
<td>N/A</td>
</tr>
<tr>
<td>Regulations regarding keeping chickens are easily accessible on the City’s Code Enforcement Page of the City’s Website..</td>
</tr>
<tr>
<td>Regulations regarding keeping animals are easily accessible on the City’s Code Enforcement Page of the City’s Website.</td>
</tr>
<tr>
<td>The Cottage Grove compost site is run by Rumpca Companies. The company buys compostable materials (leaves, garden materials, stumps etc.) and sells woodchips, mulch, soil etc.</td>
</tr>
<tr>
<td>N/A</td>
</tr>
<tr>
<td>Trail maps are available through the Park Department page of the City’s website.</td>
</tr>
</tbody>
</table>

Source: Stantec
A strong plan is one that is actionable. The City of Cottage Grove’s Comprehensive Plan includes a series of strategies and controls to make sure that the vision and goals outlined throughout the Plan are implemented.
INTRODUCTION

The implementation Plan for the City of Cottage Grove Comprehensive Plan identifies specific action steps that the City can take to implement key recommendations in the Plan. Within the various chapters are goals and policies laying out the City’s vision and aspirations for the future. Many of these goals and policies are generalized, and some describe ongoing activities that will be carried on in any event by the Planning Commission, City Council, or others. This chapter will address specific opportunities within each of the previous sections to implement these goals as well as establish responsibility and a timeline for completion. The chapter concludes with a discussion of zoning, a critical tool to implementing the Comprehensive Plan.

CHAPTER 1: COMMUNITY GROWTH AND VISION

Summary

Chapter 1 serves as the introduction of the Comprehensive Plan, identifying existing conditions, demographic trends, a vision, and key themes of the Plan. The vision and key themes serve as the framework for the plan and are integrated throughout each of the content areas (chapters 2 through 9). The vision and key themes are high-level, aspirational goals for Cottage Grove, to be implemented through the Plan’s goals and policies.

Goals and Policies to be Implemented

- No goals in this chapter, no implementation steps are required

CHAPTER 2: LAND USE

Summary

Chapter 2 provides an overview of existing and planned future land use in Cottage Grove. Because it is the most wide-reaching of any of the plan chapters, the land use goals and policies address numerous topics including land use, zoning, community character, revitalization and redevelopment, and sustainability. There are numerous implementation strategies that were developed for this chapter, reflecting the various goals, policies, and land use plans.

Goals and Policies to be Implemented

- Update zoning code to conform with land use plan (Goal 1, policy 2.1)
- Update zoning code to emphasize high-quality design standards in new subdivisions (Goal 2, policy 2.7)
- Update zoning code to require high-quality design standards for public buildings and facilities (Goal 2, policy 2.8)
- Complete a Character District Study, identifying and developing strategies to enhance neighborhood character (Goal 2, policy 2.9)
- Develop a plan for access to the Mississippi River (Goal 2, policy 2.10)
- Develop a plan for the future development of Lower Grey Cloud Island (Goal 2, policy 2.11)
- Update zoning code to emphasize energy efficiency and stormwater management in new construction (Goal 4, policies 2.13, 2.15)
**Other Implementation Steps**

- Future Land Use Map – implement the future land use plan by updating the existing zoning map to reflect new land use changes
- Future Land Use Categories
- Implement the mixed-use category by adding a new mixed-use district to the zoning code
- Complete master plans for areas identified as transitional planning areas
- Land Use Staging – work with developers and property owners to encourage development in appropriate staging area

**Action Plan**

<table>
<thead>
<tr>
<th>Item/Action</th>
<th>Goal and Policy</th>
<th>Implementing Body</th>
<th>Timeframe</th>
<th>Priority Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Update zoning code to conform with land use plan</td>
<td>Goal 1, policy 2.1</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Update zoning code to emphasize high-quality design standards in new subdivisions</td>
<td>Goal 2, policy 2.7</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>Medium</td>
</tr>
<tr>
<td>Update zoning code to require high-quality design standards for public buildings and facilities</td>
<td>Goal 2, policy 2.8</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>Medium</td>
</tr>
<tr>
<td>Complete a Character District Study, identifying and developing strategies to enhance neighborhood character</td>
<td>Goal 2, policy 2.9</td>
<td>City Staff, new task force</td>
<td>Medium-term (5 years)</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop a plan for access to the Mississippi River</td>
<td>Goal 2, policy 2.10</td>
<td>City Staff, new task force</td>
<td>Medium-term (5 years)</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop a plan for the future development of Lower Grey Cloud Island</td>
<td>Goal 2, policy 2.11</td>
<td>City Staff, new task force</td>
<td>Long-term (10+ years)</td>
<td>Low</td>
</tr>
<tr>
<td>Update zoning code to emphasize energy efficiency and stormwater management in new construction</td>
<td>Goal 4, policies 2.13, 2.15</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>Medium</td>
</tr>
<tr>
<td>Implement the future land use plan by updating the existing zoning map to reflect new land use changes</td>
<td>N/A</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Implement the mixed-use category by adding a new mixed-use district to the zoning code</td>
<td>N/A</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Complete master plans for areas identified as transitional planning areas</td>
<td>N/A</td>
<td>City Staff, new task force</td>
<td>Long-term (10+ years)</td>
<td>Low</td>
</tr>
<tr>
<td>Work with developers and property owners to encourage development in appropriate staging areas</td>
<td>N/A</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
</tbody>
</table>

**CHAPTER 3: HOUSING**

**Summary**

The housing chapter of the Comprehensive Plan addresses existing and future housing needs for residents of Cottage Grove. In addition to goals and policies developed by the community, the Metropolitan Council has placed affordable housing requirements on the City which will need to be met by 2040. Housing needs and opportunities were especially important topics in the comprehensive planning process, leading to the development of a housing task force for interested stakeholders.
Goals and Policies to be Implemented

- Enforce existing zoning and building standards for residential properties (Goal 1, policy 3.1)
- Update zoning code to allow for flexibility to reinvest in existing housing stock (Goal 1, policy 3.2)
- Partner with Washington County and other agencies to implement housing rehabilitation programs in the region (Goal 1, policy 3.3)
- Develop a city-wide housing maintenance program (Goal 1, policy 3.5)
- Conduct a housing needs assessment for different population groups in Cottage Grove including the elderly, disabled, and residents with special needs (Goal 2, policy 3.11)

Other Implementation Steps

- Provide 568 affordable housing units by 2040, as per requirements from the Metropolitan Council
- Seek funding opportunities to develop an affordable and diverse housing stock including funds from the Livable Communities Act, Local Housing Initiative Account, or Tax Base Revitalization Account.

Action Plan

<table>
<thead>
<tr>
<th>Item/Action</th>
<th>Goal and Policy</th>
<th>Implementing Body</th>
<th>Timeframe</th>
<th>Priority Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enforce existing zoning and building standards for residential properties</td>
<td>Goal 1, policy 3.1</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
</tr>
<tr>
<td>Update zoning code to allow for flexibility to reinvest in existing housing stock</td>
<td>Goal 1, policy 3.2</td>
<td>City Staff</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Partner with Washington County and other agencies to implement housing rehabilitation programs in the region</td>
<td>Goal 1, policy 3.3</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop a city-wide housing maintenance program</td>
<td>Goal 1, policy 3.5</td>
<td>City Staff</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Conduct a housing needs assessment for different population groups in Cottage Grove including the elderly, disabled, and residents with special needs</td>
<td>Goal 2, policy 3.11</td>
<td>City Staff, new task force</td>
<td>Medium-term (5 years)</td>
<td>High</td>
</tr>
<tr>
<td>Provide 568 affordable housing units by 2040, as per requirements from the Metropolitan Council</td>
<td>N/A</td>
<td>City Staff, partner agencies</td>
<td>Ongoing, long-term (10+ years)</td>
<td>Medium</td>
</tr>
<tr>
<td>Seek funding opportunities to develop an affordable and diverse housing stock including funds from the Livable Communities Act, Local Housing Initiative Account, or Tax Base Revitalization Account.</td>
<td>N/A</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Low</td>
</tr>
<tr>
<td>Implement the future land use plan by updating the existing zoning map to reflect new land use changes</td>
<td>N/A</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
</tbody>
</table>
CHAPTER 4: HISTORIC PRESERVATION

Summary
The historic sites of Cottage Grove contribute to an important part of the character of the community. Chapter 4 of the Comprehensive Plan addresses historic preservation and identifies goals and policies to balance new development with these historic features. As the City of Cottage Grove continues to grow, it will be important that the City work proactively with property owners to preserve and enhance heritage resources in their community.

Goals and Policies to be Implemented

- Partner with Washington County, SHPO and other relevant organizations to implement the City Historic Preservation Program (Goal 1, policy 4.1)
- Maintain a historic resources inventory on the City’s website (Goal 2, policy 4.5)
- Monitor historic resources in the community and determine eligibility of resources using existing city processes (Goal 2, policy 4.8)
- Apply to list properties deemed significant by the Advisory Committee on Historic Preservation on the City and National Registers of historic places (Goal 3)
- Follow established processes in the review and permitting of properties with established or potential historic resources (Goal 4, policies 4.11, 4.12, 4.13)
- Develop and provide owners of historic property with educational resources and guidelines for the rehabilitation and restoration of their properties (Goal 5, policy 4.14)

Other Implementation Steps

- Develop an education program for residents to help empower them to realize the community vision for historic preservation in the future.
### Action Plan

<table>
<thead>
<tr>
<th>Item/Action</th>
<th>Goal and Policy</th>
<th>Implementing Body</th>
<th>Timeframe</th>
<th>Priority Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Partner with Washington County, SHPO and other relevant organizations to implement the City Historic Preservation Program</td>
<td>Goal 1, policy 4.1</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
<tr>
<td>Maintain a historic resources inventory on the City's website</td>
<td>Goal 2, policy 4.5</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
</tr>
<tr>
<td>Monitor historic resources in the community and determine eligibility of resources using existing city processes</td>
<td>Goal 2, policy 4.8</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
<tr>
<td>Apply to list properties deemed significant by the Advisory Committee on Historic Preservation on the City and National Registers of historic places</td>
<td>Goal 3</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
</tr>
<tr>
<td>Follow established processes in the review and permitting of properties with established or potential historic resources</td>
<td>Goal 4, policies 4.11, 4.12, 4.13</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
</tr>
<tr>
<td>Develop and provide owners of historic property with educational resources and guidelines for the rehabilitation and restoration of their properties</td>
<td>Goal 5, policy 4.14</td>
<td>City Staff, Committee of Historic Preservation</td>
<td>Short-term (1-year)</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop an education program for residents to help empower them to realize the community vision for historic preservation in the future.</td>
<td>N/A</td>
<td>City Staff, Committee of Historic Preservation</td>
<td>Short-term (1-year)</td>
<td>Medium</td>
</tr>
</tbody>
</table>

### CHAPTER 5: PARKS AND OPEN SPACE

#### Summary

The parks and open space chapter of the Comprehensive Plan addresses existing and future parks, natural areas, and trails within the City of Cottage Grove.  
Goals and policies in this chapter emphasize creating an integrated network of park facilities and connecting to natural amenities, such as the Mississippi River. Bicycling and walking needs and opportunities were especially important topics in the comprehensive planning process, leading to the development of a healthy living survey and a bicycle and pedestrian forum.

#### Goals and Policies to be Implemented

- Partner with neighboring jurisdictions to acquire and construct parks and trails across the region (Goal 1, policy 5.3)
- Complete master plans for each component of the park system (Goal 2, policy 5.5)
- Develop trail facilities that include signage, safety features and are separate from roadways when possible (Goal 3, policies 5.9, 5.10 and 5.11)
- Follow all existing city, state, and federal design standards to ensure that trails are accessible to all users (Goal 3, policy 5.12)
- Update zoning code to establish that developers will construct new sidewalks and transportation trails along roadways in new developments (Goal 3, policy 5.14)
**Other Implementation Steps**

- Implement short-term park and trail improvements and planning projects as outlined in the City’s CIP and Comprehensive Plan.
- Implement the future parks and trails network as designated in the Comprehensive Plan and on the future parks and trails facility map.
- Work with partner organizations to manage and develop regional parks and trails including Ravine Regional Park, Lower Grey Cloud Island, and the Mississippi River Trail.

**Action Plan**

<table>
<thead>
<tr>
<th>Item/Action</th>
<th>Goal and Policy</th>
<th>Implementing Body</th>
<th>Timeframe</th>
<th>Priority Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Partner with neighboring jurisdictions to acquire and construct parks and</td>
<td>Goal 1, policy 5.3</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
<tr>
<td>trails across the region.</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Complete master plans for each component of the park system.</td>
<td>Goal 2, policy 5.5</td>
<td>City Staff, Parks Commission, new task</td>
<td>Long-term (10+years)</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop trail facilities that include signage, safety features and are</td>
<td>Goal 3, policies 5.9, 5.10 and 5.11</td>
<td>City Staff, Parks Commission, new task</td>
<td>Long-term (10+years)</td>
<td>Medium</td>
</tr>
<tr>
<td>separate from roadways when possible.</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Follow all existing city, state, and federal design standards to ensure</td>
<td>Goal 3, policy 5.12</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
</tr>
<tr>
<td>that trails are accessible to all users.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Update zoning code to establish that developers will construct new</td>
<td>Goal 3, policy 5.14</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>sidewalks and transportation trails along roadways in new developments.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Implement short-term park and trail improvements and planning projects as</td>
<td>N/A</td>
<td>City Staff</td>
<td>Long-term (10+years)</td>
<td>Medium</td>
</tr>
<tr>
<td>outlined in the City’s CIP and Comprehensive Plan.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Implement the future parks and trails network as designated in the</td>
<td>N/A</td>
<td>City Staff</td>
<td>Long-term (10+years)</td>
<td>Medium</td>
</tr>
<tr>
<td>Comprehensive Plan and on the future parks and trails facility map.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Work with partner organizations to manage and develop regional parks and</td>
<td>N/A</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
<tr>
<td>trails including Ravine Regional Park, Lower Grey Cloud Island, and the</td>
<td></td>
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<td></td>
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<tr>
<td>Mississippi River Trail.</td>
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</tr>
</tbody>
</table>
CHAPTER 6: TRANSPORTATION

Summary

Chapter 6: Transportation addresses all aspects of the transportation system including roadways, rail, freight, and transit. The goals and policies in this section emphasize an efficient multi-modal system that works for residents, employees and visitors to Cottage Grove.

Goals and Policies to be Implemented

- Coordinate with neighboring jurisdictions on the construction of new roadway and transit options in Cottage Grove (Goal 1, policy 6.1, Goal 2, policy 6.10)
- Update zoning code to require that developers provide transportation facilities within new subdivisions (Goal 1, policies 6.4 and 6.5)
- Study and develop a plan for the future of transportation, including autonomous vehicles, in Cottage Grove (Goal 1, policy 6.8)

Other Implementation Steps

- Implement near-term roadway projects as identified in the City’s CIP and Comprehensive Plan
- Implement the future transportation network as designated in the Comprehensive Plan and on the future roadway and transit facility maps.

Action Plan

<table>
<thead>
<tr>
<th>Item/Action</th>
<th>Goal and Policy</th>
<th>Implementing Body</th>
<th>Timeframe</th>
<th>Priority Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coordinate with neighboring jurisdictions on the construction of new roadway and transit options in Cottage Grove.</td>
<td>Goal 1, policy 6.1, Goal 2, policy 6.10</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
</tr>
<tr>
<td>Update zoning code to require that developers provide transportation facilities within new subdivisions.</td>
<td>Goal 1, policies 6.4 and 6.5</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Study and develop a plan for the future of transportation, including autonomous vehicles, in Cottage Grove</td>
<td>Goal 1, policy 6.8</td>
<td>City Staff, new task force</td>
<td>Long-term (10+ years)</td>
<td>Low</td>
</tr>
<tr>
<td>Implement near-term roadway projects as identified in the City’s CIP and Comprehensive Plan.</td>
<td>N/A</td>
<td>City Staff</td>
<td>Medium-term (5 years)</td>
<td>High</td>
</tr>
<tr>
<td>Implement the future transportation network as designated in the Comprehensive Plan and on the future roadway and transit facility maps.</td>
<td>N/A</td>
<td>City Staff</td>
<td>Long-term (10+ years)</td>
<td>Medium</td>
</tr>
</tbody>
</table>
CHAPTER 7: WATER RESOURCES

Summary

The water resources chapter of the Plan summarizes three existing water resources plans in the city: Water Supply, Waste Water and Sanitary Sewer, and Surface Water Resources and Stormwater. The chapter does identify specific water resources goals and policies, in addition to goals, policies, and programs already included in the other three planning processes. All implementation strategies in the other three plans should also be followed to ensure proper maintenance and development of the water system in Cottage Grove.

Goals and Policies to be Implemented

- Construct and maintain the sewer system to prevent inflow and infiltration or any other harm to property owners or the Metropolitan Disposal System (Goal 1, policies 7.1 and 7.8)
- Develop and maintain an online map of all sewer facilities (Goal 1, policy 7.2)
- Identify and implement a schedule of sewer pipe cleaning each year (Goal 1, policies 7.3 and 7.4)
- Maintain and emergency response plan that pertains to overflows (Goal 1, policy 7.9)
- Manage the maintenance of the sewer system through the CIP process (Goal 2, policy 7.15)
- Follow the City's Local Surface Water Management Plan to ensure that surface and groundwater standards are met (Goal 1)

Action Plan

<table>
<thead>
<tr>
<th>Item/Action</th>
<th>Goal and Policy</th>
<th>Implementing Body</th>
<th>Timeframe</th>
<th>Priority Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construct and maintain the sewer system to prevent inflow and infiltration or any other harm to property owners or the Metropolitan Disposal System.</td>
<td>Goal 1, policies 7.1 and 7.8</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
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<tr>
<td>Develop and maintain an online map of all sewer facilities.</td>
<td>Goal 1, policy 7.2</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Low</td>
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<tr>
<td>Identify and implement a schedule of sewer pipe cleaning each year</td>
<td>Goal 1, policies 7.3 and 7.4</td>
<td>City Staff</td>
<td>Short-term (1 year)</td>
<td>High</td>
</tr>
<tr>
<td>Maintain and emergency response plan that pertains to overflows</td>
<td>Goal 1, policy 7.9</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
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<tr>
<td>Manage the maintenance of the sewer system through the CIP process.</td>
<td>Goal 2, policy 7.15</td>
<td>City Staff</td>
<td>Medium-term (5 years)</td>
<td>High</td>
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<tr>
<td>Follow the City's Local Surface Water Management Plan to ensure that surface and groundwater standards are met.</td>
<td>Goal 1</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
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</tbody>
</table>
CHAPTER 8: ECONOMIC DEVELOPMENT

Summary

Chapter 8: Economic Development summarizes existing market conditions in Cottage Grove, identifies redevelopment areas in the city, and identifies roles that the city can take to attract new businesses to the community. Goals and policies in this chapter emphasize business attraction and retention and commercial/business park areas in the community.

Goals and Policies to be Implemented

- Update the zoning code to reflect future land use designations for commercial, industrial, and mixed use to ensure adequate land for existing and future businesses (Goal 1, policies 8.1 and 8.4)
- Prepare and implement a marketing plan to attract businesses and commercial brokers to Cottage Grove (Goal 2, policies 8.9 and 8.11)
- Update the zoning code to require sidewalks to along major streets, leading to commercial centers (Goal 4, policy 8.18)
- Develop and enforce design standards for industrial properties in Cottage Grove (Goal 5, 8.21)
- Provide high quality public services and infrastructure in commercial and industrial districts (Goal 1, policy 8.5, Goal 5, policy 8.22)

Other Implementation Steps

- Follow the approved Business Subsidy Policy to determine what public financing is appropriate for different redevelopment projects.
- Focus redevelopment on the six areas identified in the Comprehensive Plan: 70th and Keats, Langdon Village, Gateway North District, Cottage View District, Business Park, and the Mississippi Dunes Golf Course.

Action Plan

<table>
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<tr>
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<th>Priority Level</th>
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</thead>
<tbody>
<tr>
<td>Update the zoning code to reflect future land use designations for</td>
<td>Goal 1, policies 8.1 and 8.4</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
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<tr>
<td>commercial, industrial, and mixed use to ensure adequate land for existing</td>
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<td>and future businesses.</td>
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<tr>
<td>Prepare and implement a marketing plan to attract businesses and</td>
<td>Goal 2, policies 8.9 and 8.11</td>
<td>City Staff, new task force</td>
<td>Medium-term (5 years)</td>
<td>High</td>
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<tr>
<td>commercial brokers to Cottage Grove.</td>
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<tr>
<td>Update the zoning code to require sidewalks to along major streets,</td>
<td>Goal 4, policy 8.18</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
<td>High</td>
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<tr>
<td>leading to commercial centers.</td>
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<tr>
<td>Develop and enforce design standards for industrial properties in Cottage</td>
<td>Goal 5, 8.21</td>
<td>City Staff, Planning Commission, new</td>
<td>Medium-term (5 years)</td>
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<tr>
<td>Grove.</td>
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<td>task force</td>
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<tr>
<td>Follow the approved Business Subsidy Policy to determine what public</td>
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<td>City Staff</td>
<td>Ongoing</td>
<td>High</td>
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<tr>
<td>financing is appropriate for different redevelopment projects.</td>
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<tr>
<td>Focus redevelopment on the six areas identified in the Comprehensive</td>
<td>N/A</td>
<td>City Staff</td>
<td>Ongoing</td>
<td>Medium</td>
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<tr>
<td>Plan: 70th and Keats, Langdon Village, Gateway North District, Cottage View</td>
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<tr>
<td>District, Business Park, and the Mississippi Dunes Golf Course.</td>
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</table>
CHAPTER 9: RESILIENCE

Summary

The Resilience chapter is the final content area in the Cottage Grove Comprehensive Plan. The chapter addresses four key areas or resilience in the community: existing programs and policies, solar access, healthy communities, and climate changes, infrastructure, and hazard mitigation. Goal and policies in this chapter reflect those content areas and implementation strategies support existing and proposed programs in the city.

Goals and Policies to be Implemented

- Enforce existing solar access regulations in new subdivisions (Goal 1, policy 9.1)
- Update the zoning code and map to identify areas for solar farm development, in the eastern part of the City, on marginal agricultural soils (Goal 1, policies 9.3, 9.4 and 9.5)
- Study the possibility of allowing for residential animal keeping and urban farming (other than chickens). If support exists, update the zoning code to appropriately regulate these uses (Goal 2, policy 9.9)

Other Implementation Steps

- Continue to participate and submit projects to the MN Green Step Cities Program
- Work with Washington County on future updates to the All-Hazard Mitigation Plan
- Update the zoning code to address community gardens as an interim or permanent land use

Action Plan

<table>
<thead>
<tr>
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<th>Implementing Body</th>
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<tr>
<td>Enforce existing solar access regulations in new subdivisions</td>
<td>Goal 1, policy 9.1</td>
<td>City Staff</td>
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<td>Update the zoning code and map to identify areas for solar farm development</td>
<td>Goal 1, policies 9.3, 9.4 and 9.5</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
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<td>Study the possibility of allowing for residential animal keeping and urban</td>
<td>Goal 2, policy 9.9</td>
<td>City Staff, Planning Commission, new</td>
<td>Medium-term (5 years)</td>
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<td>farming (other than chickens). If support exists, update the zoning code to</td>
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<td>task force</td>
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<tr>
<td>appropriately regulate these uses.</td>
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<tr>
<td>Continue to participate and submit projects to the MN Green Step Cities</td>
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<td>City Staff</td>
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<td>Work with Washington County on future updates to the All-Hazard Mitigation</td>
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<td>City Staff</td>
<td>Long-term (10+ years)</td>
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<td>Plan</td>
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<tr>
<td>Update the zoning code to address community gardens as an interim or</td>
<td>N/A</td>
<td>City Staff, Planning Commission</td>
<td>Short-term (1 year)</td>
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<td>permanent land use.</td>
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</table>
ZONING MAP AND CATEGORIES

Zoning is the primary regulatory tool used by local governments to implement their comprehensive plan. The City of Cottage Grove’s code consists of the official zoning map and the supporting ordinance text. The official map divides the community into a series of zoning districts and the text describes regulations for the use of land within these districts. Zoning districts in Cottage Grove are mapped in Figure 10-1. Zoning districts are listed in the following section. Full regulations for all districts can be found in the City’s Code of Ordinances Title 11.

Agricultural Districts

AG-1 Agricultural Preservation District: This District is established for those areas where it is necessary and desirable because of the high quality of the soils, availability of water and/or highly productive agricultural capability to preserve, promote, maintain and enhance the use of the land for long-term agricultural purposes, and to protect such land from encroachment by the premature conversion to nonagricultural uses. This District represents areas where services required for urban development will not be available within at least ten (10) years.

AG-2 Agricultural District: This District represents those areas which are suitable for agricultural uses, but because of the capability of the soils and/or because they may be needed for urban development within ten (10) years, are not considered to be prime lands suited to long-term agricultural preservation. It is the purpose of this District to preserve these lands in agricultural uses until such time as streets, sewers, water supply and other community facilities and services are provided or scheduled, so as to ensure orderly and beneficial conversion of such lands to nonagricultural use, and to prevent their premature conversion.

Residential Districts

R-1 Rural Residential District: The R-1 rural residential district represents those areas suitable for residential development that are without public utilities. These areas are designated as rural residential in the city’s comprehensive plan. It is the intent that low densities be maintained in order to permit efficient resubdivision of lots to urban densities at such future time that public utilities become available.

R-2 Residential Estate District: The R-2 residential estate district is intended to represent areas which, because of rugged, wooded terrain, are well suited to high value housing of very low densities. These areas will provide a permanent, semirural lifestyle on land for which this is considered the highest and best use. Since these areas will be planned to exist without public sewer and water systems, only areas with soils and topography suitable for on site utilities will be considered for this district. Areas designated on the comprehensive plan as rural residential may be considered for inclusion in this district only if they are programmed for public utilities before the year 2000, as shown on the utility staging plan. Before land is placed in the R-2 district, the effect on future extension of public utilities will be considered.

R-2.5 Residential District: The R-2.5 residential district is to provide appropriate areas for unattached single-family living at reasonable population densities consistent with sound standards of public health and provide institutional and community services such as parks, schools, religious facilities, and community centers supportive to a residential area while safeguarding the residential character. This district is located within the metropolitan urban service area (MUSA), and each dwelling unit is intended to be connected to the public sewer and water systems.

R-3 Single Family Residential District: The R-3 single-family residential district is intended to preserve the character of existing neighborhoods, and to provide for development of those areas designated single-family residential in the comprehensive plan at densities and standards consistent with existing single-family developments.

R-4 Low Density Residential District: The R-4 Low Density Residential District represents those areas designated on the City’s Comprehensive Plan as low density residential where all public services, utilities and amenities needed for urban residential development are available. Development densities shall not exceed five (5) dwelling units per gross acre, except as modified in this Title. The purpose of the District is to allow flexibility in attaching and clustering single-family units in order to promote the availability of affordable housing and to decrease energy costs and costs of public improvements and utilities.
R-5 Medium Density Residential District: The R-5 medium density residential district represents those areas designated on the city's comprehensive plan as medium density residential, where all public services, utilities and amenities needed for urban residential development are available. Development densities shall not exceed ten (10) dwelling units per gross acre, except as modified in this title. The purpose of the district is to allow for higher densities for attached single-family units in order to promote the availability of affordable housing and to decrease energy costs of public improvements and utilities.

R-6 High Density Residential District: The R-6 High Density Residential District represents those areas designated on the City's Comprehensive Plan as multiple-family residential, where all public services, utilities and amenities needed for urban residential development are available. Development densities shall not exceed sixteen (16) dwelling units per gross acre, except as modified in this Title. The purpose of this District is to allow a mix of housing types, including apartments, in attractive developments with adequate amounts of open space and recreational facilities.

UR Urban Reserve Residential District: The UR urban reserve residential district represents transition areas of the city that have been identified in the city's comprehensive land use plan as being physically eligible, fiscally practical, and generally suitable for future staging of urbanized development. The identified areas are located contiguous to and outside of the metropolitan urban service area, and require installation of private well and septic systems until urban services are available. Development densities shall not exceed one dwelling unit per twenty (20) acres. The intent of the district criteria is to promote the preservation of large blocks of undeveloped land that is unencumbered by inefficient building and road layouts, and to give notice to landowners about the likelihood for the future extension of a full range of urban services into the area. The expected future land uses could be residential, commercial and parks and open spaces.

R-2A-R2F Districts: The City also has numerous residential districts for single family, detached residential units, townhomes, and multifamily housing units. There is currently no land in the City zoned these categories.

Business Districts

B-1 Limited Business District: The limited business district (B-1) is intended to provide a district which is related to and may reasonably adjoin residential districts for the location and development of administrative office buildings and related office uses which are subject to more restrictive controls.

B-2 Retail Business District: The retail business district (B-2) is to encourage retail sales and services by grouping businesses in patterns of workable relationships to minimize the influence on surrounding residential neighborhoods by limitation and control of permitted uses.

B-3 General Business District: The purpose of the general business district is to provide centralized areas for retail business areas, for highway or automobile oriented businesses, and for quasi-industrial and wholesale enterprises that do not need an industrial setting but have considerable customer contact.

P-B Planned Business District: The planned business district (P-B) is intended to provide for the mix of suitable retail, commercial and industrial uses which are complementary and ancillary to the Cottage Grove industrial park. The district allows for a blend of manufacturing and retail uses which have significant customer interaction.

N-B Neighborhood Business District: The neighborhood business district (N-B) is a commercial district intended to provide a mix of convenience oriented retail sales and services. The district is related to and may reasonably adjoin residential districts for the location and development of retail and office uses that are subject to more restrictive controls than in other business districts. Neighborhood business districts are intended to be compact districts that serve local rather than regional commercial needs. Developments in such districts are intended to function as a neighborhood center with internal traffic and pedestrian systems that facilitate access to all properties within the district. Because of their proximity to residential areas, developments in such districts are intended to be aesthetically consistent within the district and to complement adjacent residential development through the use of landscaping in and around the district to provide appropriate screening.
**Industrial Districts**

I-1 Limited Industry District: The I-1 limited industry district is intended to provide for industrial uses that may be suitably located in areas of relatively close proximity to nonindustrial development. The uses in this district include service industries and industries which manufacture, fabricate, assemble or store products where the process is not likely to create offensive noise, vibrations, dust, heat, smoke, odor, glare, or other objectionable influences to other property in close proximity. Generally, these uses include wholesale, service and light industries which are dependent upon raw materials refined elsewhere. Properties zoned I-1 will be located within the metropolitan urban service area (MUSA) and served by public utility systems.

I-2 General Industrial District: The I-2 general industrial district is intended to provide a district which is appropriate for manufacturing, compounding, processing, packaging or treatment of products which are of a more intense use than the I-1 district. Property zoned I-2 will be located within the metropolitan urban service area (MUSA) and served by public utility systems.

I-3 Heavy Industrial District: The I-3 heavy industrial district is to provide areas suitable for industrial uses which are more intense than the I-2 district and may have greater impact to noncommercial land uses. Property zoned I-3 will be located outside the metropolitan urban service area (MUSA).

I-4 Commercial Excavation District: The I-4 commercial excavation district is to provide for the availability of sand, gravel and other mineral deposits or materials. This district seeks to permit other land uses as long as it will not conflict with adjacent land uses.

I-5 Railroad Access Industrial District: The I-5 railroad access industrial district provides areas with direct access to railroad lines which are suitable for uses that rely on railroad shipments. The types of uses allowed in the I-5 district include manufacturing, processing, and distribution of products.

**Planned Unit Developments (PUD)**

The purpose of the Planned Unit Development (PUD) District is to provide a district which will encourage the following:

A. Flexibility in land development and redevelopment in order to utilize new techniques of building design, construction and land development;

B. Provision of lifecycle housing to all income and age groups;

C. Energy conservation through the use of more efficient building designs and sitings and the clustering of buildings and land uses;

D. Preservation of desirable site characteristics and open space and protection of sensitive environmental features, including, but not limited to, steep slopes, trees and poor soils;

E. More efficient and effective use of land, open space and public facilities through mixing of land uses and assembly and development of land into larger parcels;

F. High quality of design and design compatible with surrounding land uses, including both existing and planned;

G. Sensitive development in transitional areas located between different land uses and along significant transportation or scenic corridors within the City; and

H. Development which is consistent with the Comprehensive Plan.
PLAN AMENDMENT PROCESS

The Comprehensive Plan is intended to be general and flexible; however, formal amendments to the Plan will be required when land use elements are revised. Periodically, the City should undertake a formal review of the plan to determine if amendments are needed to address changing factors or events in the community. While a plan amendment can be initiated at any time, the City should carefully consider the implications of the proposed changes before their adoption.

When considering amendments to this plan, the City will use the following procedure:

1. Amendments may be initiated by land owners, land developers, the Planning Commission or the City Council.
2. The Planning Commission will direct the City staff to prepare a thorough analysis of the proposed amendment.
3. The City staff will present to the Planning Commission a report analyzing the proposed changes, including their findings and recommendations regarding the proposed plan amendment.
4. The Planning Commission will decide whether or not to proceed with the proposed amendment. If a decision to proceed is made, a formal public hearing will be held on the proposed amendment.
5. Following the public hearing the Planning Commission will make a recommendation to the City Council.
6. The City Council will receive the recommendation from the Planning Commission and make a final decision on whether to adopt the amendment.

All amendments to the plan must be submitted to the Metropolitan Council for review prior to implementation.

CAPITAL IMPROVEMENT PLAN

The City will annually update a five-year capital improvements program which identifies major capital expenditures consistent with the Plan. The program should include public and private investments in infrastructure, park and trail development expenditures, infrastructure repair and replacement, building maintenance and repair and other planned capital expenditures. Like the Comprehensive Plan, the capital improvements planning process is ongoing and subject to modification, as appropriate. Cottage Grove’s Capital Improvement Program is included as an appendix for reference.