

# 1

## Chapter One: Issues & Opportunities



This chapter contains background information on the Village of Cottage Grove and provides the basis for the overall objectives, policies, goals, and programs to guide the future development and redevelopment of Cottage Grove over the next 20 to 25 years. This chapter concludes with a statement of the Village's key planning issues and opportunities.

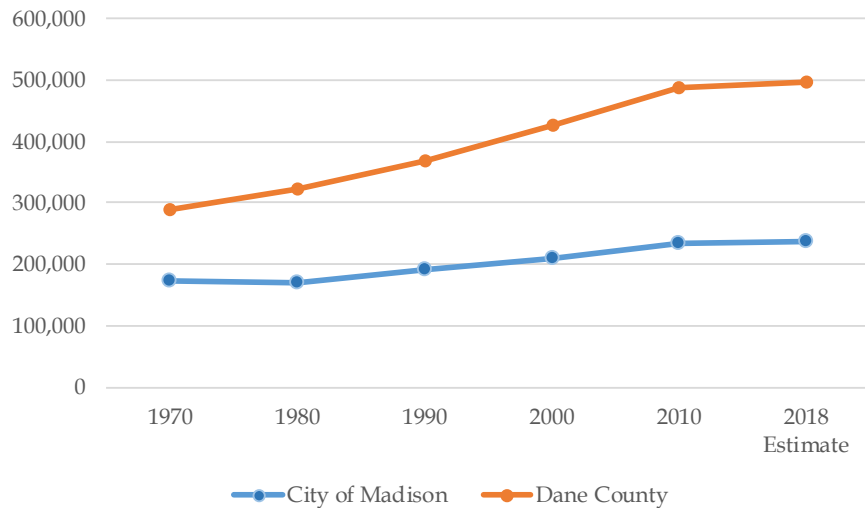
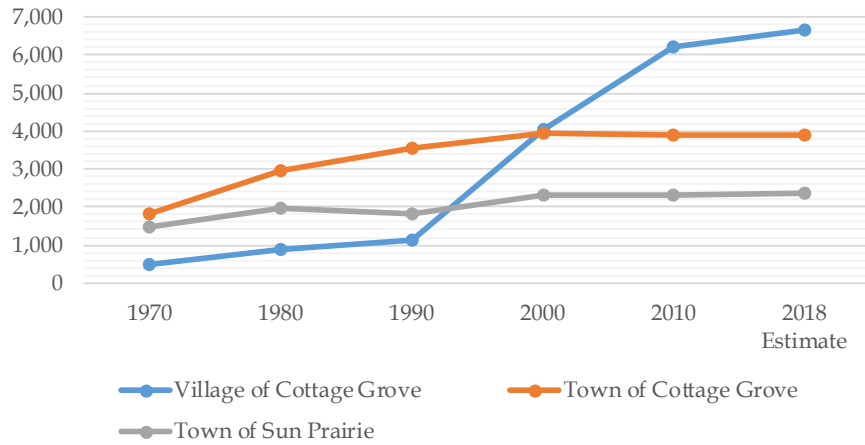
### **A. Population Trends and Forecasts**

---

The Village of Cottage Grove experienced rapid population growth during the 1990s. The Village's population more than tripled from 1,131 in 1990 to 4,059 in 2000, which represents a 259 percent growth rate—one of the highest rates in Wisconsin. Between 2000 and 2010, the Village grew by 2,133 persons to a population of 6,192, a 53% increase over the decade. The Wisconsin Demograph-

ic Services Center estimated the Village’s 2018 population to be 6,661 (an increase of 469 persons over the 2010 Census figure).

**Fig. 1.1: Population Trends**



Source: 1970 to 2010 U.S. Census; 2018 WI Dept. of Administration Population Estimates

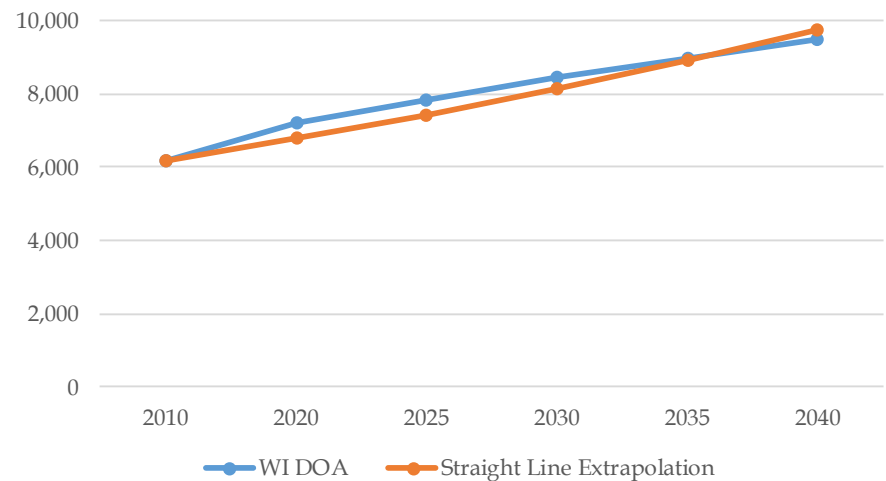
Population projections for the Village indicate that the community will continue to grow over the 20-year planning period (Figure 1.2). Two population growth scenarios were considered for this Plan. The first was developed by the Wisconsin Department of Administration (WisDOA) whose population projections (produced in 2013) estimate a population of 9,490 residents by the year 2040 – representing an increase of nearly 53 percent from 2010 to 2040.

Another projection, based on a linear extrapolation of past population growth (2010 to 2018) in the community, suggests that Cottage Grove is projected to grow to 9,747 by the year 2040.

Since both projections produced similar future population figures, the WIDOA projections were chosen as the basis for land use needs in this plan.

It is worth noting that making future population projections for a small jurisdiction is difficult – particularly one that is located on the edge of a fast-growing metropolitan area.

**Fig. 1.2: Population Projections**



Sources: WI Dept. of Administration, and Village of Cottage Grove

## B. Demographic Trends

Figure 1.3 compares selected demographic data for Cottage Grove with surrounding communities, Dane County, and the State. Population statistics show the Village’s median age was 33.9 in 2015, which is younger than all comparable communities in the table, the County, and the State. The proportion of the Village population that is age 65 and older (7.2 percent) is smaller than that of any comparable community, while the Village also had the largest percentage of residents under age 18. These trends suggest that the Village is largely attracting younger families with children.

Fig. 1.3: Demographic Characteristics (2015)

	Age			Race		
	Median	under 18 (%)	over 65 (%)	% white	% black	% other <sup>1</sup>
<b>Cottage Grove</b>	<b>33.9</b>	<b>31.5</b>	<b>7.2</b>	<b>82.7</b>	<b>0.6</b>	<b>16.7</b>
De Forest	34.8	28.7	9.5	94.2	0.9	4.8
Middleton	38.6	20.5	14.0	86.2	5.7	8.2
Monona	44.8	17.3	19.5	93.6	2.2	4.1
Oregon	36.2	28.7	10.4	92.7	2.7	4.6
Stoughton	39.3	24.1	15.6	92.4	3.7	3.9
Sun Prairie	34.5	27.2	11.0	85.4	5.8	8.9
Verona	38.0	29.4	9.4	94.5	2.5	3.1
Waunakee	38.6	30.2	10.7	94.2	1.1	4.7
Dane County	34.8	21.3	11.5	84.4	5.2	10.4
Wisconsin	39.2	22.8	15.2	86.5	6.3	7.2

Sources: U.S. Census Bureau, 2011-2015 American Community Survey

<sup>1</sup>Includes all other races and those who characterized themselves as ‘two or more races’

Figure 1.3 also shows racial composition of the Village and comparables per the U.S. Census Bureau’s 2015 American Community Survey. According to that data source, the Village’s population is about 82.7% white, 0.6% black, and 16.7% other. These figures are

quite different than those in the same category in the 2010 Census, which showed the Village’s population as 92% white, 2.5% black, and 5.4% other. This appears to be a large shift in composition given the relatively slow growth in the Village between 2010 and 2015. Unlike the 2010 decennial census that strives to make an accurate count of all households, the annual American Community Surveys extrapolate from a sampling of households and therefore include a margin of error. This margin can be quite large when dealing with smaller numbers, and may be affecting this data.

Therefore, the Village should be cognizant of potentially shifting demographics, and should reexamine all census data when the more accurate decennial 2020 census data is released in the future.

## C. Household Trends and Forecasts

The average household size in the Village was 3.03 persons per household in 2015 (see Figure 1.4) – an increase from 2.78 in 2010 and 2.83 in 2000. This Wisconsin DOA is projecting a decline in household size to 2.63 by the year 2040 in the Village. The Village’s average household size is larger than any of the comparable communities listed.

About a third (32%) of the Village’s population lived in a different house in 2018 than in 2000. This figure is lower than most of the comparables, which is likely due at least in part to the Village’s lower percentage of rental units than many of the comparables. The comparables with the highest turnover (Middleton and Monona) also have the highest percentage of rental units. Residents are inevitably a more transient population than home owners.

**Fig. 1.4: Household Characteristic Comparisons (2015)**

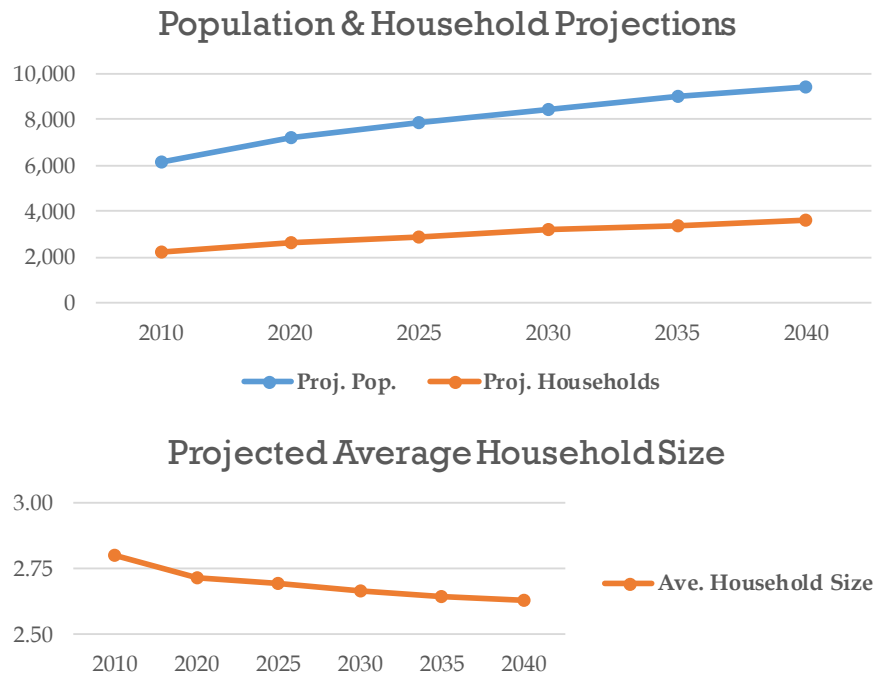
	Ave. Household Size	Total Housing Units	% Born in Wisconsin	% Living in Different Housing Unit than in 2000
<b>Cottage Grove</b>	<b>3.03</b>	<b>2,246</b>	<b>69.2</b>	<b>31.8</b>
De Forest	2.65	3,648	79.6	32.1
Middleton	2.15	8,831	57.7	44.0
Monona	1.98	4,032	67.4	56.0
Oregon	2.62	3,946	73.4	38.2
Stoughton	2.44	5,352	73.5	38.8
Sun Prairie	2.47	13,002	68.8	38.6
Verona	2.50	4,984	62.7	33.9
Waunakee	2.79	4,768	68.8	25.4
Dane County	2.37	220,503	62.1	39.5
Wisconsin	2.18	2,641,627	71.5	29.5

Source: U.S. Census Bureau, 2011-2015 American Community Survey

Projected future housing needs in Cottage Grove are based on population forecasts and the estimated average household size in the community by the year 2040. Based on the WiDOA projection presented in Figure 1.2 (9,490 residents by the year 2040) and a projected decline in household size, the Village of Cottage Grove will need to accommodate a total of 3,600 housing units in the year 2040. This represents an increase of about 1,354 units from the census’s 2015 total housing unit count shown in Figure 1.4.

The Future Land Use Map designates more than enough land for residential development to accommodate the Village’s projected housing needs over the planning period (see Land Use Chapter for more details). However, this Plan recognizes that not all of the potential land in the surrounding area will develop to full build-out capacity over the next 20 to 25 years. Furthermore, allocating more developable land than needed is a common planning practice as it discourages the opportunity for one developer to acquire a majority of parcels within the proposed growth areas.

**Fig. 1.5: Household Projections, Village of Cottage Grove**

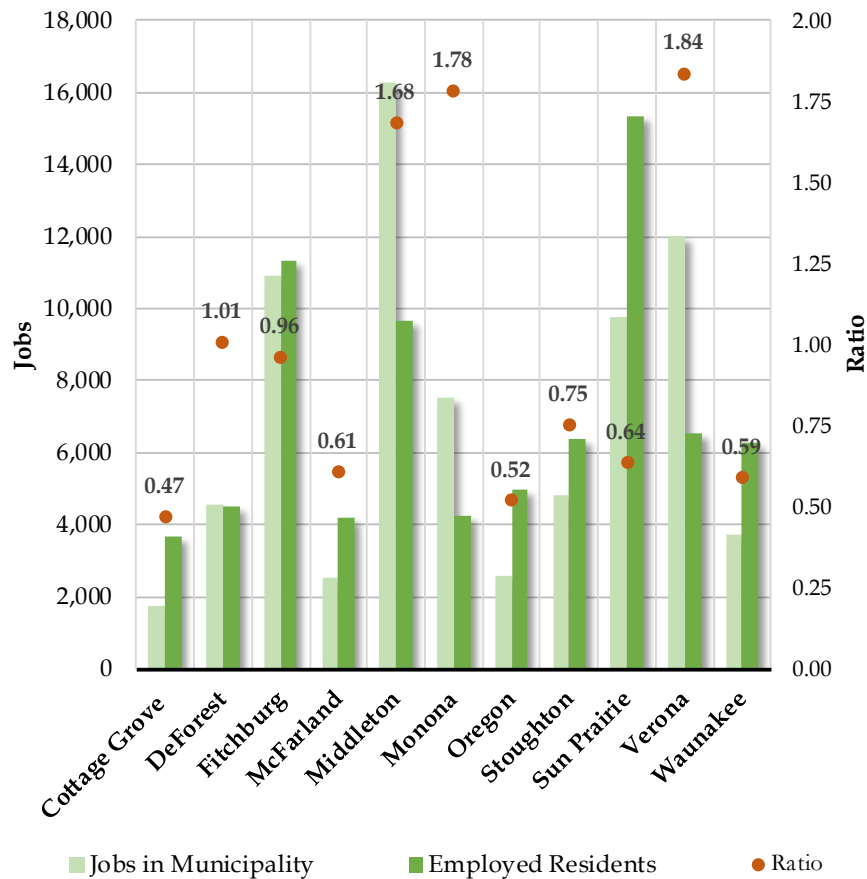


Source: WI Dept. of Administration

#### **D. Employment Trends and Forecasts**

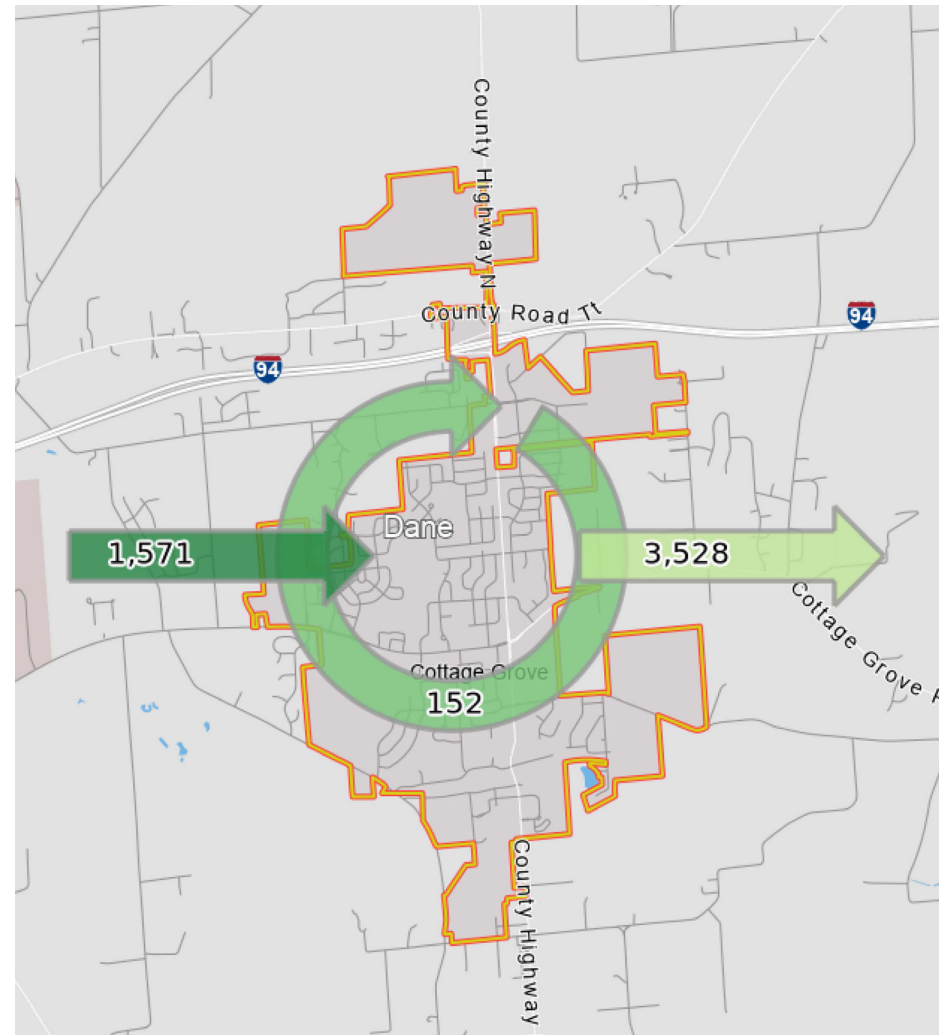
While the Village experienced rapid population growth between 1990 and 2010, job creation did not keep pace and the Village trended towards becoming a bedroom community with many residents commuting elsewhere for employment. Figure 1.6 shows the ratio of local jobs per employed resident, using 2014 data. Cottage Grove had 0.47 jobs located within the Village for every employed Village resident. This ratio is lower than any of the other comparable Dane County communities listed. However, this 2014 data does not include recent employment growth in the Commerce Park including the 250+ employees added at the Summit Credit Union headquarters in the spring of 2018.

**Fig. 1.6: Local Jobs per Employed Resident (2014)**



such as Stihl, Atlantis Valley Foods, the UW Health Clinic, and Rainbow Child Care which are all located in or near the Commerce Park. Figures 1.6 and 1.7 measure ‘primary jobs’ or the job from which the employee derives the most income.

**Fig. 1.7: In-Area Labor Force Efficiency, Village of Cottage Grove**



Sources: U.S. Census Bureau, On the Map Application and LEHD Origin-Destination Employment Statistics, 2014 (data measures primary jobs)

Figure 1.7 shows that as of 2014, 3,528 employed Village residents commuted to jobs located outside the Village, while 152 employed Village residents work in the Village. Meanwhile, 1,571 employees commute into the Village from elsewhere.

Again, this data set does not reflect employees added within the Commerce Park and other locations in the Village since 2014, including those at Summit Credit Union and other new employers

Sources: U.S. Census Bureau, On the Map Application and LEHD Origin-Destination Employment Statistics, 2014 (data measures primary jobs)

The percentage of employed residents who both live and work in the Village is 152, or 4.1% of employed Village residents. Per Figure 1.8, this is the lowest percentage among the comparables. The next lowest percentages are 6.9% in Monona and 7.5% in Fitchburg. The highest percentage is 18.2% in Stoughton.

**Fig. 1.8: In-Area Labor Force Efficiency, Comparable Communities (2014)**

	Employed people living in municipality	Persons both living & employed in municipality	% employed residents working in municipality
<b>Cottage Grove</b>	<b>3,680</b>	<b>152</b>	<b>4.1</b>
De Forest	4,519	475	10.5
Fitchburg	11,326	852	7.5
McFarland	4,167	416	10.0
Middleton	9,670	1,361	14.1
Monona	4,223	291	6.9
Oregon	4,999	510	10.2
Stoughton	6,338	1,161	18.2
Sun Prairie	15,323	2,233	14.6
Verona	6,542	1,098	16.8
Waunakee	6,295	691	11.0

Source: U.S. Census Bureau On the Map Application & LEHD Origin-Destination Employment Statistics, data measures primary jobs

Figure 1.9 examines the composition of the Village of Cottage Grove’s job market (jobs located in Cottage Grove) and Figure 1.9a shows the composition of the labor market (jobs held by Cottage Grove residents) in 2014.

In the job market, the industries employing the largest percentage of workers in 2014 were wholesale trade (19.1%), accommodations and food service (11.8%), health care and social assistance (10.9%), retail trade (9.9%), manufacturing (8.6%), and construction (8.2%).

**Fig. 1.9: Occupational Trends, Jobs Located in the Village of Cottage Grove (2014)**

Industry (by NAICS class)	2014	
	No.	%
Agriculture, Forestry, Fishing, & Hunting	0	0.0
Mining, Quarrying, & Oil and Gas Extraction	0	0.0
Utilities	0	0.0
Construction	142	8.2
Manufacturing	149	8.6
Wholesale Trade	329	19.1
Retail Trade	171	9.9
Transportation, & Warehousing	24	1.4
Information	7	0.4
Finance, & Insurance	60	3.5
Real Estate, & Rental and Leasing	22	1.3
Professional, Scientific, & Technical Services	136	7.9
Management of Corporations and Enterprises	3	0.2
Administration and Support, Waste Management, & Remediation	85	4.9
Educational Services	114	6.6
Health Care, & Social Assistance	187	10.9
Arts, Entertainment, & Recreation	3	0.2
Accommodations, & Food Service	203	11.8
Other Services	39	2.3
Public Administration	49	2.8
<b>TOTAL</b>	<b>1,723</b>	<b>100.0</b>

Source: U.S. Census Bureau, On the Map Application & LEHD Origin-Destination Employment Statistics, 2014 data measures primary jobs

**Fig. 1.9a: Occupational Trends, Jobs Held by Village of Cottage Grove Residents (2014)**

Industry (by NAICS class)	2014	
	No.	%
Agriculture, Forestry, Fishing, & Hunting	18	0.5
Mining, Quarrying, & Oil and Gas Extraction	2	0.1
Utilities	27	0.7
Construction	164	4.5
Manufacturing	359	9.8
Wholesale Trade	199	5.4
Retail Trade	353	9.6
Transportation, & Warehousing	94	2.6
Information	100	2.7
Finance, & Insurance	232	6.3
Real Estate, & Rental and Leasing	53	1.4
Professional, Scientific, & Technical Services	254	6.9
Management of Corporations and Enterprises	121	3.3
Administration and Support, Waste Management, & Remediation	164	4.5
Educational Services	405	11.0
Health Care, & Social Assistance	518	14.1
Arts, Entertainment, & Recreation	22	0.6
Accommodations, & Food Service	198	5.4
Other Services	121	3.3
Public Administration	276	7.5
<b>TOTAL</b>	<b>3,680</b>	<b>100.0</b>

Source: U.S. Census Bureau, *On the Map Application & LEHD Origin-Destination Employment Statistics, 2014*, data measures primary jobs

In the labor market, the industries employing the largest percentage of Village residents in 2014 were health care and social assistance (14.1%), educational services (11.0%), manufacturing (9.8%), and retail trade (9.6%).

Figure 1.8 showed a high percentage of Village residents commuting outside the Village for employment, relative to comparable Dane County communities. This is at least partially explained by Figure 1.9, which shows a mismatch between the job market and the labor market in numerous industries within the Village. Some examples include:

- 19.1% of jobs located in the Village are in wholesale trade, while only 5.4% of Village residents are employed in that industry
- 11.0% of jobs held by Village residents are in educational services, while 6.6% of jobs in the Village are in that industry
- 7.5% of jobs held by Village residents are in public administration, while 2.8% of jobs in the Village are in that industry

Forecasting employment growth for establishments in the Village of Cottage Grove alone can be difficult given the complex interrelationship with the larger Madison metropolitan area. Given the Village's economic ties to the broader region, this Plan uses projections created by the Wisconsin Office of Economic Advisors in 2011 for the South Central Workforce Development Area (which includes Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties). Figure 1.10 shows employment projections by industry for the year 2026, as compared to actual numbers from 2016. Industries with the largest projected growth rates include professional and business services (17.7%), leisure and hospitality (15.7%), information (13.1%), and education and health services (10.3%). The highest project growth in terms of number of jobs is in the education services industry (11,619 jobs), and professional and business services (9,894 jobs).

Industries with the lowest projected rate of growth include manufacturing (1.0%), government (2.0%), and trade, transportation, and utilities (4.7%).

Fig. 1.10: Industry Employment Projection, 2016 to 2026, South Central Workforce Development Area<sup>1</sup>

Industry	2016	2026	Change	% Change
Self-Employed	23,617	25,992	+2,395	+10.1%
Natural Resources & Mining	6,164	6,765	+601	+9.8%
Construction	19,831	21,696	+1,865	+9.4%
Manufacturing	54,932	55,502	+570	+1.0%
Trade, Transportation, and Utilities	78,285	81,950	+3,665	+4.7%
Information	17,035	19,265	+2,230	+13.1%
Financial Activities	26,652	28,368	+1,716	+6.4%
Professional & Business Services	55,945	65,839	+9,894	+17.7%
Education & Health Services	113,033	124,652	+11,619	+10.3%
Liesure & Hospitality	48,336	55,904	+7,568	+15.7%
Other Services (Non-Government)	28,291	30,199	+1,908	+6.7%
Government	39,044	39,819	+775	+2.0%

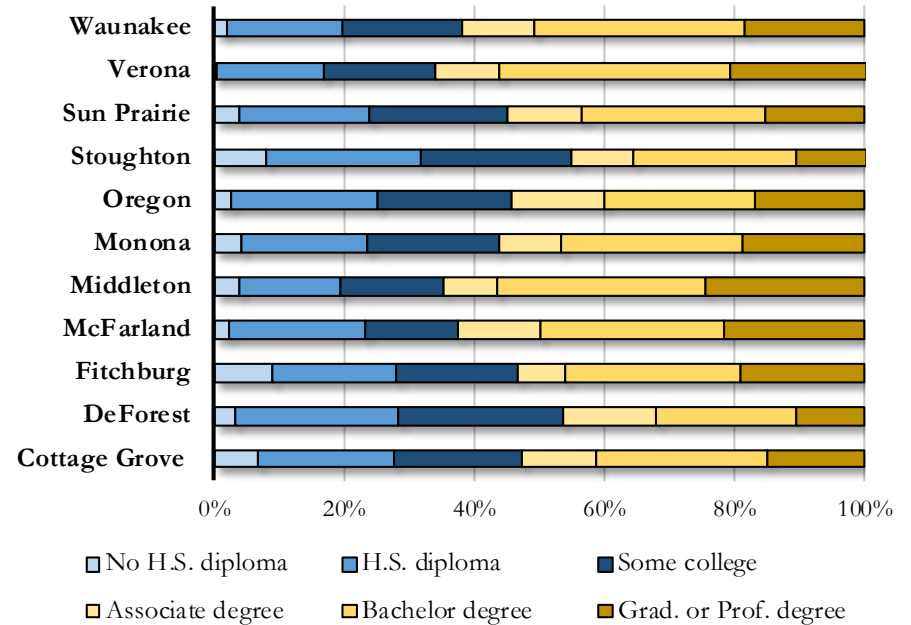
Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, 2011

<sup>1</sup> South Central Workforce Development Area includes Columbia, Dane, Dodge, Jefferson, Marquette, & Sauk Counties

## E. Education Trends

Educational attainment is another characteristic of a community's labor force. The Village of Cottage Grove has a well-educated population. As shown in Figure 1.11, among comparable Dane County communities, Cottage Grove ranks among the highest in the percentage of residents with at least a high school diploma (93.2%), and in residents with at least a bachelor's degree (41.4%). Figure 1.11 also shows that educational standards in Dane County as a whole are quite high. With the exception of Stouhgton and De Forest, at least 50% of residents have an associate, bachelor, or graduate degree in all of the comprables shown.

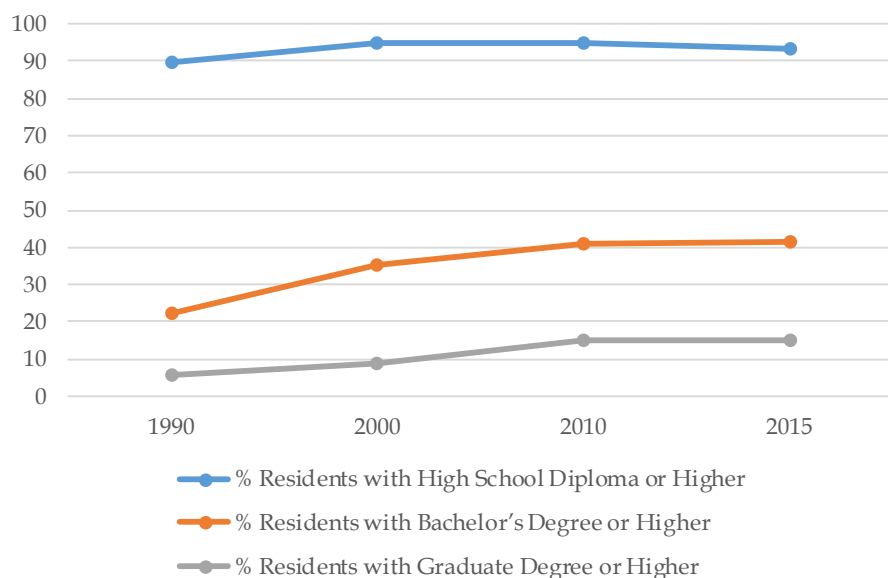
Fig. 1.11: Educational Attainment, Residents 25 & Over, Comparable Communities (2015)



Source: U.S. Census Bureau, 2011-2015, American Community Survey

Figure 1.11A shows changes in educational attainment over time within the Village of Cottage Grove. As a general trend, attainment levels have improved at every increment. The percentage of residents (aged 25 or older) with at least a high school degree has improved from 89.6% in 1990 to 93.2% in 2015. The percentage of residents (aged 25 or older) who have attained at least a bachelor's degree nearly doubled from 22.2% in 1990 to 41.4% in 2015, while the percentage with a graduate degree has nearly tripled from 5.8% in 1990 to 14.8% in 2015.

**Fig. 1.11a: Educational Attainment Over Time, Residents 25 & Over, Village of Cottage Grove**



Source: U.S. Census Bureau, 2011-2015, American Community Survey

## **F. Summary of Initial and Ongoing Public Participation Activities**

Stakeholder input was a key factor in the initial development of the Village of Cottage Grove Comprehensive Plan, and has driven each amendment cycle since the Plan was initially adopted in 2000.

The Village of Cottage Grove’s public participation process for preparing its initial Comprehensive Plan included:

- Kick-off meeting involving the Plan Commission, Village staff, private citizens, and the Village planner.
- Public forums, working groups, and meetings at which public comments were solicited.

- Public Hearings as required by State Statute.

The Village prepares a public participation plan with each amendment through the annual amendment cycle. The Village also solicits nominations of amendments from stakeholders and holds a minimum of two public meetings on the amendments at the Plan Commission and Village Board level as required by State Statute.

The most recent amendment process usually extended over a year and included several online surveys, an open house, and a public hearing.

Common issues and themes that have emerged in the planning process and have been raised by the public and stakeholders include:

- The desired extent, rate, and location of future growth in the community.
- The importance of linking the Village to surrounding areas through nature/bike trails.
- Ensuring that planning for growth and development occurs in concert with planning for new school facilities.
- Coordination with the City of Madison and neighboring communities.
- The desire for high-quality residential, commercial, and industrial development that advances the overall desired character of the Village.
- The need for a downtown center in the Village.

## **G. Key Planning Issues and Opportunities**

The need for a Comprehensive Plan for the Village of Cottage Grove is dictated in part by the challenge of balancing future population growth, land development activity, traffic, and the need to guide and accommodate anticipated growth in a manner that

forwards the long-term objectives of the community. In addition to this Comprehensive Plan, detailed local plans are the essential planning component of long-range Plan implementation. When used in combination with development regulations, public investments, and coordinated cross-jurisdictional planning efforts, local comprehensive plans are very effective in achieving a future which best fulfills the desires of the community and the region as a whole.

Within the planning area, key planning issues and challenges revolve around the issue of how, when, and where new development is approved. This concern necessarily involves issues of the type and quality of development; required public utilities, transportation, and recreation facilities; and annexation. Community consensus on these issues is essential in maintaining the highest possible quality of life at the lowest possible cost of living. Intergovernmental consensus on these issues is becoming an increasingly important component of local plan implementation.

In all, the demographic and economic statistics described in this chapter of the Plan reflect a community undergoing rapid population growth. Cottage Grove's growth has been driven largely by employment growth throughout Dane County. Reflective of this growth, many people who live in Cottage Grove commute to work in Madison and other employment centers. The planning area will continue to experience increased growth pressure as the expanding central urban area of Dane County gets closer.

As of 2014, Cottage Grove had the lowest ratio of local jobs per employed resident and the highest percentage of residents who commute outside their home municipality among comparable Dane County communities. These numbers suggested the Village was in danger of becoming a bedroom community as opposed to an independent urban center. This trend is both economically and environmentally unsustainable.

However, recent business growth in the Commerce Park, specifically the Summit Credit Union headquarters which opened in 2018, has indicated that the time may be ripe for business and em-

ployment growth in the Village. Specifically, the Village should continue to work hard to attract and retain high quality offices, services, industries and jobs particularly to the few remaining sites in the Commerce Park and to the north of the I-94/CTH N interchange. The Village should continue to ensure that a range of housing options exist within the Village to accommodate that business growth.

The Village aims to ensure that the pace of nonresidential tax base keeps pace with, or preferably, exceeds residential development. The Village must work hard to ensure that key long-term tax base sites and areas are reserved for high real estate value and salary level nonresidential uses, and not used for residential development or lower value non-residential uses.

Other critical issues that this Plan will address include:

- The need to ensure a top-quality appearance of development.
- The need for logical, efficient, complementary, and predictable land use patterns.
- The need to protect the broad range of environmental resources which contribute to the health and beauty of the area.
- The need for efficient transportation facilities and services which are closely coordinated with development patterns, uses, and site designs.
- The need to respond efficiently to market demand in a manner that complements the overall planning and development strategy—particularly in regard to office, commercial, and industrial sites which provide high levels of visibility, accessibility, and quality.
- The need to provide public facilities efficiently and effectively.
- The need to recognize the importance of intergovernmental coordination and to contribute positively and proactively to such efforts.
- The need to ensure efficient and predictable fiscal performance

into the future.

- The need to implement the Plan recommendations so as to best respond to these general needs while balancing overall community objectives with the site specific desires of individuals and neighborhoods.

## **H. Goals, Objectives, and Policies**

---

Each element of the Cottage Grove Comprehensive Plan includes a set of goals and objectives. The goal setting process includes the identification of present and future problems, the determination of aspirations in the form of goals and objectives, and the identification of strategic issues and priorities among them.

Goals are broad statements that express general public priorities about how the Village should develop and redevelop over the next 20 years. The goals are formulated based on the identification of key issues, opportunities, and problems that affect the Village. Objectives are more specific than goals and are usually attainable through strategic planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.

Policies are rules and courses of action used to ensure Plan implementation – including the accomplishment of goals and objectives and turning planning maps and graphics into reality. Because policies often accomplish more than one objective, or a blend of goals and objectives, planning policies for Cottage Grove are presented as a separate section following the goals and objectives. For example, the Planning Commission should use these policies as it considers proposals to rezone property, review site plans, or issue conditional use permits. The policies also provide guidance to the Village as it revises development-oriented ordinances such as the Zoning Ordinance, Subdivision Ordinance, and Official Map. Village staff can use these policies to develop Capital Improvement Plans. Finally, the private sector should be familiar with these policies so that it knows what the Village expects in terms of the loca-

tion, timing, and quality of development.

