

COTTAGE GROVE
COMPREHENSIVE LAND USE PLAN

Amended Plan

Adopted by the City Council

October 27, 1980

Acknowledged by the Oregon Land
Conservation and Development Commission

February 6, 1981

TABLE OF CONTENTS

INTRODUCTION	1
POPULATION GROWTH	6
GOALS FOR COMMUNITY DEVELOPMENT	7
SPECIFIC ELEMENTS:	
HOUSING	9
ECONOMIC DEVELOPMENT	13
PUBLIC FACILITIES AND SERVICES	22
TRANSPORTATION	Appendix
PARKS, RECREATION AND OPEN SPACE	26
ENERGY CONSERVATION	28
URBAN DESIGN	30
HILLSIDE DEVELOPMENT	32
AIR AND WATER RESOURCES	36
FISH AND WILDLIFE RESOURCES	39
WILLAMETTE RIVER GREENWAY	40
HISTORIC SITES AND STRUCTURES	42
PARTICIPATION, REVIEW AND AMENDMENT	45
URBAN SERVICE AREA:	
PURPOSE	46
ANNEXATION AND UTILITY SERVICE	48
SUMMARY AND MAP	50
LAND USE DIAGRAM	55

Introduction

PURPOSE OF THE COMPREHENSIVE PLAN

Cottage Grove is rich in tradition and enjoys an outstanding natural setting in the upper Willamette Valley of Oregon. Over the years, some of the community's outstanding natural qualities have suffered and with continued growth, its unique heritage has been allowed to fade. To preserve and enhance its desirable attributes, the community's future development must be carefully planned. Thus, the Comprehensive Plan of the City of Cottage Grove and environs is directed toward aiding the citizens of Cottage Grove in protecting and restoring their natural amenities and preserving their colorful heritage, while at the same time providing for the orderly economic and physical growth of the community.

To meet these objectives, the Comprehensive Plan shall serve as the official policy guide to the community and its leaders in charting the community's future growth and development.

DEFINITION OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is a generalized, coordinated land use map and statement of public policy that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational systems, recreational facilities and natural resources.

THE PLAN IN GENERAL

The plan contains broad generalized patterns of land use for those areas in which a given land use is best suited, where a land use is compatible to surrounding land uses and where the need for a given land use exists. The land use recommendations serve as a general guide in achieving the orderly development of the community in keeping with the goals decided upon by its citizens. Specific land use decisions should thus be made within the context of the overall Comprehensive Plan and the goals supporting it.

The plan is prepared to assure that all public actions by Lane County, special districts, State and Federal Agencies, are consistent and coordinated with the policies expressed through the plan.

The Comprehensive Plan is primarily a plan for the City of Cottage Grove and the 6 mile urban area surrounding it. However, it also provides the basis for statements of position and comment regarding planning, development and use of lands within the City's "area-of-interest".

All elements of the plan are projected to the year 2000, however the plan is an extension of the present development and character of Cottage Grove as influenced by the community's geographic setting.

The plan is not completed. It is subject to revision to meet the many possible economic, political and technological events that might occur in the future, but are unforeseen now. The plan must also remain flexible and responsive to the citizens in reflecting their desire and needs to remain current and reflect the changing form of the community.

BACKGROUND FOR PLANNING

The plan originated in 1967 from the “Sketch Plans” which contain an overall view of the community’s history, geographical setting, goals for the community development, economic base, population growth and characteristics, as well as alternatives for community growth and development.

The first Comprehensive Plan for the City of Cottage Grove and surrounding area, was adopted in 1968. Since its adoption, the Plan was revised in 1971 and amended in 1975 and 1976.

The Capital Improvement Program adopted in 1968 and revised in 1971 has served as a financial guide in the development of the Comprehensive Plan.

In 1971 the zoning and subdivision ordinances were adopted with subsequent amendments. Revised land division and zoning ordinances were adopted in 1978 and 1979 respectively.

The 1978 updated Comprehensive Plan is in response to several factors:

1. The basic information, assumptions, goal and policy recommendations and planning concepts contained in the 1971 plan were essentially developed ten years ago while conditions have changed.
2. There is an increased awareness and concern regarding the community’s rate of growth and its impact on existing natural and functional systems, and particularly the citizen’s role in determining the character and future of their community.
3. The City has an obligation to comply with the state-wide planning goals and guidelines adopted by the Land Conservation and Development Commission and mandated by the people of the State of Oregon.

The following studies and reports are referenced here as the background information supporting the findings and recommendations of the 1980 updated Comprehensive Plan.

- (a) “Population & Employment Study and Projections, Cottage Grove, Oregon” (1977)
- (b) “Land Use Study – Projections of Land Use Needs & Land Supply” (1977)
- (c) “Cottage Grove – The City and its Hillside’s”
- (d) “Report from Historical Preservation Advisory Committee”
- (e) “Cottage Grove Sewerage Facilities Plan”
- (f) “Water System Improvements”, City of Cottage Grove
- (g) “Reflections of the Past – A Landscape Survey of Cottage Grove” (1978)
- (h) “An Analysis of Streets and Highways; City of Cottage Grove”
- (i) “Lane County Solid Waste Management Plan UPDATE” (1979)

- (j) "Population, Households and Employment" (L-COG, 1978)
- (k) "Lane county Atlas" (L-COG, 1978)
- (l) "Airport Needs, Site Selection and Feasibility Study" (Lane County, 1978)
- (m) "Water Quality Report" (L-COG, 1974)
- (n) "Water Quality Management Plan" (L-COG, 1974)
- (o) "Residential Buildable Land Inventory and Analysis" (1980)
- (p) "Commercial and Industrial Buildable Land Inventory and Analysis" (1980)
- (q) "Transportation Goal Background Report" (1979)
- (r) "Energy Conservation Goal Background Report" (1979)
- (s) "Fish and Wildlife Habitat Inventory" (1980)
- (t) "Willamette River Greenway Inventory Items" (1980)
- (u) "Willamette River Greenway Timber Resource Inventory" (1980)

COMPREHENSIVE PLANNING ADVISORY COMMITTEE

In 1968 the City Council and Planning Commission created the Comprehensive Planning Advisory Committee to provide a broader representation of citizen's views and desires into the planning process.

In 1976 the City Council adopted the Citizen Involvement Program to provide a formal mechanism for all citizens – citizens committees and groups to be involved in the development of and periodic revisions to the Comprehensive Plan and its implementation tools.

HISTORICAL DEVELOPMENT OF THE COTTAGE GROVE REGION

The City of Cottage Grove and the surrounding region have a rich and varied history. The first white man arrived in the area in 1847, and many settlers traveling by wagon train settled in the early 1850's.

Most of the first immigrants to the area were farmers and cattlemen who engaged in subsistence agricultural activities. They raised sheep and cattle and cleared the lands to cultivate fruits, vegetables, grains and grasses. Need for building materials also caused an early interest in forest products.

In August 1858, gold was discovered on Sharp's Creek – 30 miles east of the present city. The Civil War halted mining activity for a few years, but in the spring of 1863 George Ramsey and James Johnson found gold in a small vein near the headwaters of City Creek. This discovery brought many prospectors, and in 1864-65 over 100 claims were staked. Gold mining continued in the Bohemia area for many years.

In 1871, the Southern Pacific Railroad reached Cottage Grove and promoted further growth by opening up the area to distant markets.

Many sawmills were constructed between 1890 and 1910, during which time the community's population increased from 750 to 1800. Cottage Grove's City Charter was drawn up in 1899, and the City was incorporated the following year.

Cottage Grove's development from 1910 to 1950 was influenced both by national events, such as, the First and Second World Wars, the Depression, the change in the value of gold; and by regional changes, such as, the shift of lumber manufacturing from Washington to Oregon, new transportation routes and the growth of nearby Eugene-Springfield as a regional urban center.

An expanding and diversifying lumber and wood products industry has dominated the Cottage Grove economy in post World War II years. Agricultural activities are making a minor contribution to the area's economy and mining is presently insignificant. Recreation and tourism have grown rapidly in recent years.

PHYSICAL CHARACTERISTICS

Cottage Grove lies on the relatively level, narrow flood plain of the northward-flowing Coast Fork of the Willamette River. The Coast Fork is joined by its largest tributary, the Row River, just north of Cottage Grove. Upstream Corps of Engineers reservoirs on the Coast Fork and Row River now control most flooding on these two streams. Cottage Grove is the largest community within the 655-square mile Coast Fork watershed and serves as the area's major trade center.

PLAN FORMAT

The Comprehensive Plan for the City of Cottage Grove and surrounding area consists of goals, objectives and policy recommendations to guide the growth and development of the City of Cottage Grove and surrounding area.

The Plan's goals are broad statements of philosophy which may never be completely attainable but describe future community conditions which today's residence desire to achieve.

The objectives listed in various elements of the Plan suggest methods and direction for the City and its citizens to follow in order to achieve the broad goals. The objectives do not carry the weight of policy statements.

The recommendations in the Plan are policy statements by the City to provide a consistent course of action to accomplish the community's goals.

As statements of the community's planned growth and development these goals, objectives and recommendations set down the broad criteria used to locate the general categories of land use and public facilities. The Plan Land Use Diagram is a graphic representation of the goals, objectives and recommendations applied to current and projected land use needs.

Determination of land use needs was made after investigating existing and projected conditions. The determinations regarding existing conditions are summarized and presented here as finding and those regarding projected conditions as assumptions.

The Plan is structured so goals, objectives and recommendations are organized in the form of specific elements dealing with housing; economic development; parks, recreation and open space; public facilities and services; transportation; urban design; resource protection concerns; the urban service area; citizen participation, review and amendment.

The resources protection section of the Plan deals with the use and development of the Willamette River Greenway, steep hillsides, flood plains, areas of outstanding historic or scenic interest, wildlife habitat areas and protection of our air and water resources.

Population Growth

According to Portland State University's 1979 estimates, the City of Cottage Grove has 7,000 residents in 1979. This estimate is based on statewide trends and more accurate information on the City's population and household size will be available from the 1980 census in early 1981.

Using a 3% annual growth rate – a rate that is based on historical trends and is consistent with the design of the City's expansion of water and sewer facilities – the projected population for Cottage Grove will be 13,020 persons in the year 2000.

This future City population is expected to be predominantly working age adults with 60% of the population between the ages of 20 and 64, with the 0-19 age group decreasing from 1970 levels and the 65+ group increasing slightly.

Findings:

- (1) To date development in the Cottage Grove area has been primarily on the flat land following the path of least resistance for roads and extensions of utility services.
- (2) Since the completion of Interstate 5, the Cottage Grove area has become closely linked to the Eugene-Springfield metropolitan area economically and socially.
- (3) The urbanizing area for the 1971 Comprehensive Plan contained 4 times as much land as would be needed to meet projected land use needs to the year 2000 at a 5% annual growth rate.
- (4) Coordination of public investment through priority scheduling by all entities operating in the Cottage Grove area is essential to orderly growth and development.
- (5) The City of Cottage Grove population increased 10% between 1975 and 1978.

Assumptions:

- (1) It is estimated the population of the Cottage Grove area (census tracts 12, 13, and 14) will increase to 15,200 by 1985 and to 21,400 by the year 2,000 if current trends continue.
- (2) During this same period the City of Cottage Grove's population will increase from 7,000 to 8,400 by 1985 and to 13,000 by the year 2000.
- (3) Community and tourist commercial, any major industrial and high density residential developments will occur in the urban service area where the necessary level of services are available to support more intense development.
- (4) Protection and enhancement of the area's natural and cultural amenities and scenic qualities will make Cottage Grove a desirable place to live and visit.
- (5) The rate and growth pattern of the Cottage Grove area can be controlled by public policy.

Goals for Community Development

IT IS THE INTENT OF THE CITY:

CITIZEN PARTICIPATION

To provide for citizen participation to assure that the plan is responsive to changing conditions and community attitudes.

LAND USE

To preserve our prime agricultural and forest lands considering their potential for both short and long term productivity.

To encourage rural non-farm forest uses to locate on marginal lands where environmental and development constraints are limited.

To protect our natural and cultural features from inappropriate and hazardous development.

To assure wise and efficient use of our urbanizable lands.

To improve and protect the quality of our air and water resources.

ECONOMY

To encourage opportunities to broaden our economic base, but this should be a gradual transition that will not destroy our rich historical heritage and the natural amenities of the area.

To take advantage of our location within commuting distance of the Eugene-Springfield area by providing for residential development and commercial services for those desiring metropolitan employment but a small town living environment.

To continue to provide for tourist-oriented development.

To strive to attract industrial development by assuring first that our community is an attractive and desirable place to work, live, shop and play.

PARKS, RECREATION AND OPEN SPACE

To preserve some lands for open space, particularly on steep hillsides and along river greenways.

To strive to develop and maintain a system of regional, community and neighborhood parks and recreation programs which serve the needs of the citizens of the area and visitors.

To continue to coordinate plans for recreation facilities and programs with the School District and County to assure a satisfactory level of service at a reasonable cost.

PUBLIC FACILITIES AND SERVICES

To provide a timely, orderly and efficient arrangement of public facilities and services by types and levels appropriate to the needs of the land area and uses to be served.

HOUSING

To provide for the housing needs of present and future residents by encouraging the availability of housing units priced within the financial capabilities of area residents and allow for flexibility of housing location, type and density.

URBAN DESIGN

To strive to ensure a functional and visually attractive environment for present and future generations of Cottage Grove residents and visitors.

To preserve and enhance the use and views of natural and man-made features which gives Cottage Grove its distinctive form.

To continue to be sensitive to those qualities which give character and identity to Cottage Grove neighborhoods.

ENERGY CONSERVATION

To strive to conserve all forms of energy through efficient use of our lands and promotion of sound energy conservation techniques.

Housing

This element of the Plan deals specifically with housing problems, such as deteriorating dwellings, crowding and families paying a disproportionate share of their income for housing and allocating land where people will live. The Land Use Diagram indicates these areas in terms of housing density.

Housing, or more particularly the lack of it, is an issue rarely understood by those with adequate housing. The threat of any potential change in property values will more often than not cause homeowners to object to any variation in their neighborhood.

People generally are in favor of private enterprise and helping the elderly, are against higher densities, public or subsidized programs and low income families.

The prevailing development trend has been single family housing. This trend no doubt will continue during the period of this Plan. Although it may not be readily recognized, the area is already marked by urban sprawl. The area's irregular topography and river location have largely contributed to the sprawl. Suburban residential development, which was partly engendered by allowing water service to properties along the City's water transmission line, now generates a need for other services which are more difficult and costly to provide.

The area around the central business district is witnessing a transition from predominately single family residential to other types. Too frequently this occurs in chaotic fashion. Transition in the physical and social character of certain areas is inevitable, but should take place in an orderly, planned manner.

Areas of multiple-family development should have good access to major streets and should be located near commercial services and open space. The Plan indicates multiple density adjacent to the river and private golf course. This has been done to introduce the concept of density credits for the open space created by the golf course and riverside parkway.

Findings:

- (1) Residential land use in the 25 square mile area around Cottage Grove has increased from 1180 acres in 1967 to 1788 acres in 1977.
- (2) During this same period residential land use in the urban zone (primarily the City limits) increased by 240 acres.
- (3) In April 1980 there was enough residentially zoned land in the City of Cottage Grove to meet projected needs through 1982.
- (4) There is a trend towards more multiple family development.
- (5) Higher density development shown on the Plan Diagram in the older sections of the City has not occurred.
- (6) Older housing in Cottage Grove constitutes much of the lower cost/lower rent housing.
- (7) Housing choices for elderly in Cottage Grove are limited.

- (8) Housing which would suit the needs of younger couples or single persons is minimal.
- (9) The private market cannot be expected to solve all the needs of lower income families through new construction.
- (10) In 1980 the City was awarded a two year, \$1.4 million Community Development Block Grant for the City's Northwest neighborhood area. The Grant allocated \$260,000 for low interest or no interest loans for housing repairs and rehabilitation.
- (11) The Community Development Block Grant also included a \$100,000 revolving account for site acquisition for low and moderate income housing.
- (12) In 1979 the City approved a 53 unit senior housing project on the old Jefferson School site, South of downtown. This project is being developed with assistance from the Federal Farmers Home Administration.
- (13) During the 1970's there were approximately 100 homes constructed in Cottage Grove under Farmer's Home Administration or Oregon State assisted housing programs.

Assumptions:

- (1) Approximately 490 acres of additional residential land use will be needed by the year 2000 if existing trends continue and the overall residential density were to remain the same.
- (2) Future residential development will take advantage of the planned unit development and clustering techniques, particularly on hillsides and along water courses.

Objectives:

- (1) Encourage the private sector to meet housing needs while recognizing that there are certain identified housing needs which can only be fulfilled by public agencies and subsidy programs.
- (2) Encourage project developers of assisted housing and disperse units throughout the community in small increments.
- (3) Promote the use, conservation and rehabilitation of the existing housing supply in housing assistance programs.
- (4) Encourage the development of public-private housing supplies sufficient to meet the needs of all age and income groups.
- (5) Encourage projects and programs in which housing remains on tax rolls.
- (6) Encourage development of existing vacant and under-utilized parcels where urban services are committed.
- (7) Encourage a variety of residential development types and densities for all income and age groups.

- (8) Protect development areas from rural residential developments which could preclude development with urban services.

Recommendations:

- (1) The residentially zoned areas of the City should be upgraded through enforcement of the fire, housing, building, plumbing, sign and electrical codes.
- (2) The City should maintain a tree planting ordinance to discourage planting of trees within City rights-of-way that may damage utility services and sidewalks.
- (3) Multiple family dwellings should be permitted in any residential zone provided that adequate public facilities, such as water, sewer, streets, etc., are available to the site; the dwelling unit density is not too great, the location is convenient to community services; and the activity is not disruptive to the normal functions of a residential neighborhood. Higher density multiple family developments (R-2 multiple family zone) should be encouraged to locate adjacent to “downtown” Cottage Grove.
- (4) Mobile home regulations should be studied to further upgrade and provide for this type of residential use. Consideration should be given to a study for the establishment of performance standards for mobile home subdivisions.
- (5) The City shall maintain regulations to provide for and encourage “Planned Unit Development” with related green strips and open spaces within subdivisions and multiple developments.
- (6) Appropriate use of cul-de-sacs should be encouraged.
- (7) The older housing in Cottage Grove which is still in sound condition or can be rehabilitated must be retained.
- (8) Require in lieu of tax payments equal to normal property tax liability for housing projects which are not put on tax rolls.
- (9) Initiate and/or participate in programs sponsored by other public agencies for minor and major home repairs and insulation.
- (10) Continue fire department inspections which pinpoint immediate and potential fire hazards.
- (11) Apply for and use Housing and Community Development Program Funds for rehabilitation assistance to low-income homeowners.
- (12) The GENERAL RESIDENTIAL plan land use category will provide for the majority of future residential needs. For MEDIUM DENSITY RESIDENTIAL needs both plan amendments to MEDIUM DENSITY RESIDENTIAL or the Planned Unit Development process for large parcels will be relied upon to assure that sufficient land, in addition to that shown on the Land Use Diagram, is made available for multiple family residential uses.

- (13) The need for mobile homes will be provided primarily through the annexation and zone change processes within areas designated GENERAL RESIDENTIAL on the Land Use Diagram.

[NOTE: The 2005 *Buildable Lands Analysis* was adopted by City Council on June 13, 2005 as a refinement plan to this section of the Comprehensive Plan.]

Economic Development

Background Information

This element of the Plan addresses the factual basis for Cottage Grove’s economic development strategy and includes policies to direct the City’s economic development efforts. Two planning documents inform and provide support for the Economic Development element:

- The *2037 Vision and Action Plan*; and
- The *2009 Cottage Grove Economic Opportunities Analysis (EOA)*.

Economic Development Goals

Cottage Grove’s *2037 Vision and Action Plan* emphasizes investment in a “diverse and sustainable economy” and includes several strategies or goals:

- (1) **Establish Cottage Grove as the seat and gateway for a South Lane County recreation and tourism destination;**
- (2) **Recruit a complementary range of, small, medium and large businesses in a variety of sectors;**
- (3) **Grow a local workforce to accommodate new employment sectors; and**
- (4) **Maintain and upgrade critical infrastructure to accommodate demand.**

Cottage Grove is particularly interested in attracting sustainable “green” industries, such as recycling, ecotourism, and sustainable energy.

Summary of Key Findings in the Cottage Grove Economic Opportunities Analysis

To support these goals, the EOA assesses the City’s comparative economic advantages in a regional context, identifies commercial and industrial employment opportunities, describes site requirements for targeted types of employment, and determines whether the existing UGB has enough, and the right kinds of, employment sites to meet the City’s economic development goals. The EOA also recommends an economic development strategy that is incorporated into Economic Element of the Cottage Grove Comprehensive Plan.

Employment Projection

The EOA projects that employment in Cottage Grove will increase at an average of 1.4% per year – from 4,423 employees in 2006 to 6,075 employees in 2029. This means 1,652 new jobs – a 37% increase during the 20-year planning period. Most of Cottage Grove’s future jobs will be in the retail and service sectors (85%), with a relatively small proportion of jobs in the industrial sector (15%).

Target Employment

The EOA identified the following targeted industries and other employment opportunities.

Targeted Industrial Employment:

- outdoor recreational products,
- alternative/renewable energy production,
- medical supplies manufacturing,
- specialty food production,

- secondary wood products,
- nursery and greenhouse products, high technology manufacturing and services,
- warehouse and distribution centers,
- call/technical support centers, and
- plastics.

Targeted Commercial Retail, Service and Other Employment:

- health care and social assistance,
- government, professional and business services,
- leisure and hospitality,
- general and specialty retail trade.

Site Requirements for Targeted Employment

Generally, the targeted industries identified above require sites with the following characteristics:

- Relatively flat (less than 10% slope), serviced (or serviceable) sites, without environmental constraints (floodplain, wetlands and steep slopes);
- Direct access to Highway 99 and Interstate 5;
- Clustered near existing employment centers, so that truck and automobile traffic will not be directed through established residential neighborhoods.
- Targeted commercial and other employment firms typically require sites with characteristics that are similar to those found in existing commercial areas and to those of targeted basic industrial employment.

Tourist commercial (leisure and hospitality) uses typically require direct access to I-5, but may also locate in the Downtown Historic District.

Targeted health care, social assistance uses, government, professional and business service uses can locate in the Downtown Historic District, in redeveloped commercial areas along Highway 99, in new commercial centers, or in “Business Parks”. The EOA suggests adoption of a new “Business Park” zone to implement this concept.

Availability of Suitable Sites within the 2008 UGB

To accommodate targeted employment types, the EOA determined that Cottage Grove needs a wide range of suitable employment sites through 2029. An estimated 111 to 176 suitable and serviceable *sites* will be required, ranging in size from less than an acre to more than 20 acres. Overall the EOA estimates that approximately 170 net suitable and serviceable employment acres (after accounting for streets and topographically constrained areas) will be needed within the Cottage Grove UGB through 2029.

As shown in Table 1, approximately 20% of Cottage Grove’s industrial land supply, and 13% of the City’s commercial land supply, is suitable for new development or redevelopment.

Table 1: Developed and Suitable Acres by Type

Plan	Total Acres	Developed Acres	Vacant / Partially Dev Acres	Potential Redev Acres	Suitable Acres
Industrial	204	162.5	41.9	-	42
All Commercial	471	443.4	27.2	34.6	62

Source: Winterbrook Planning, 2008

Winterbrook sorted the updated inventory of suitable vacant and potentially redevelopable land by the site size categories.¹

Table 2 shows that Cottage Grove has 16 suitable industrial and 102 suitable commercial sites, totaling about 42 net acres of industrial land and 62 net acres of commercial. A substantial majority (over 75%) of Cottage Grove’s suitable and available land supply is found in sites 5 acres or smaller in size.

Table 2: Suitable Sites Inventory by Site Size Category (in net acres)

Acreage	IND Sites	Net Acres	COM Sites	Net Acres	Pot Redev Com Sites	Net Acres
20+	0	0.0	0	0.0	0	0
5 to 20	1	14.9	0	0.0	1	9.0
2 to 5	5	17.5	5	13.8	2	3.4
1 to 2	5	5.0	2	2.0	4	4.5
< 1	5	4.5	24	11.4	64	17.8
Total	16	41.9	31	27.2	71	34.6

Source: Winterbrook Planning.

IND = Industrial; COM = Commercial; Pot Redev Com = Potential Redevelopment Commercial

As of 2008, the Cottage Grove UGB contained about 100 acres of vacant, partially developed, and potentially redevelopable employment land. About two thirds of the suitable and available employment land has a Commercial plan designation. Over half the Commercial land supply is currently developed, but classified as “potentially redevelopable.” As indicated in Table 2, Cottage Grove generally has an adequate supply of small commercial sites, but lacks suitable sites of five acres or larger to meet site needs identified in the 2009 EOA.

Based on the analysis found in the EOA, Cottage Grove lacks sufficient sites within its existing UGB to meet year 2029 employment site needs. The EOA determined that there is an unmet year 2029 need for approximately 67 gross acres of industrial land, and 35 gross acres of land for other

¹ Much of the employment land supply in Cottage Grove is comprised of small lots served by the existing street system. Because further street dedication necessary to serve existing employment sites within the Cottage Grove UGB will be limited, a 10% reduction was applied to the buildable land supply to account for public rights-of-way for employment land within the existing UGB.

employment types. These include one 20+ acre site, and four sites (one industrial, 3 other) of 5 acres or larger in size.

Table 3 below summarizes site needs that are not met in Cottage Grove’s UGB as configured in 2008. **A total of 102 gross suitable acres are needed to meet identified employment site needs in Cottage Grove from 2009 - 2029.**

- **There is an unmet need for 67 gross acres of industrial land, and 35 gross acres of land for commercial service, retail and other employment types.**
- **This need figure includes one 20+ acre industrial site, and four sites (one industrial, 3 other) of 5-20 acres or larger in size.**

Table 3: Unmet Consolidated Average Site Needs (Gross Acres)

Site Size	Industrial Sites	Gross Site Acres Needed	Other Emp. Sites	Gross Site Acres Needed
20+	1	24	0	0
5 to 20	1	12	3	35
<5	39	32	0	0
Totals	41	67	3	35

Source: Winterbrook Planning

Policy Implications

Cottage Grove will need to add just over 100 gross suitable acres to the existing UGB to meet 20-year employment needs. We have assumed that 15% of the gross land area will be reserved for future right-of-way dedications within industrial and business parks and along major streets.

Industrial (Traded Sector) Employment Needs

As recommended in the EOA, gross Industrial land needs (67 acres assuming 15% for street rights-of-way) will be met in two ways:

1. **Large Single-User Industrial Site (24 acres):** Designate a site with at least 24 gross suitable acres that is reserved specifically to meet the needs of a single large firm with at least 100 employees. Plan policies and amended development code standards would ensure that the site is reserved exclusively for a large firm.
2. **Master Planned Industrial Park (33 acres):** Designate an Industrial Park site (similar to the existing Cottage Grove Industrial Park) with at least 33 gross suitable acres to meet the need for small- to medium-sized sites in a master-planned setting. **It is assumed that some light industrial need (approximately 10 acres) will be met in the new Business Park district described in the Commercial and Other Employment Needs section below.** Plan policies and amended development code standards would ensure that land designated Industrial outside the existing UGB would require an approved master development plan prior to annexation and development.

Commercial and Other Employment Needs

As recommended in the EOA, unmet commercial retail and service needs (35 gross suitable acres) will be met as follows:

1. **Community Commercial Center (12 acres).** Cottage Grove has 62 acres of vacant, underdeveloped, and redevelopable Commercial land. The demand for retail commercial uses typically increases with population growth. Most of this retail demand can be met in vacant or underdeveloped Commercial areas within the UGB.

However, there is an unmet need for a community shopping center of approximately 12 gross (10 net after accounting for streets) suitable acres. **The community center site would be designated Community Commercial – subject to master planning requirements and building square footage limitations.**

2. **New Business Park (33 acres).** The bulk of new employment that Cottage Grove wants to attract is service commercial employment, including health care and social assistance, government, professional and business services. Limited light industrial and supporting retail uses (*e.g.*, restaurants or health clubs, or sales of products produced on site) are also appropriate in a business park setting.

The site needs of the business park are: a site of about 33 acres in size; relatively flat site, and direct automotive access to an arterial street or state highway. Business parks typically have a campus like setting and require that activities be conducted indoors; therefore business parks are more compatible with adjacent residential uses than industrial uses or large retail centers.

3. **Large format and general retail (0 acres).** As Cottage Grove's population grows, the City is likely to attract new retail development, including large format retail (such as a Home Depot, Lowe's or Target). Typically, retail uses require relatively flat sites with automotive access to a state highway and high visibility to potential shoppers. Large format or "big box" retail requires a site of approximately 10 acres. As noted in Chapter 6 of the EOA, there are no vacant 10-acre Commercial sites within the existing UGB.

The Citizens Advisory Committee considered the possibility of limiting large format (big box) retail store size. Rather than adopting new zoning standards to limit this type of retail use, large format retail should be permitted on commercial land within the existing UGB – but only through the redevelopment process. In other words, if a large format retail firm can assemble underdeveloped properties within the existing UGB, then the City would support such redevelopment efforts, regardless of the size of the retail store. However, no new "greenfield" sites should be designated outside the existing UGB for large format retail.

Economic Development Policies

The following policies are taken from the Economic Development Strategy found in Chapter 8 of the 2008 *Cottage Grove EOA*:

- (1) Provide an adequate supply of suitable and serviceable development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Cottage Grove.

- (2) Adopt master planning standards for large commercial and industrial sites, in order to ensure that industrial and commercial land supply will be suitable and available for targeted industries and retained specifically to meet identified employment land needs.
- (3) Provide adequate public services (*i.e.*, roads, transportation, water, and sewer) and take action to assure adequate private utilities (*i.e.*, electricity and communications) are provided to existing businesses and development sites.
- (4) Consider economic development incentives, such as the establishment of tax abatement districts, Oregon's Main Street Program, loans, assistance with infrastructure, streamlined regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals.
- (5) Collaborate with schools districts, community colleges and universities to help create opportunities for training in general or implement training programs for specific jobs or specific population groups (*e.g.*, dislocated workers).
- (6) Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.
- (7) Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.
- (8) Adopt a new Business Park zone to be applied to a relatively flat site of 30-35 acres in size, with direct automotive access to an arterial street or state highway. Business parks shall be master planned to provide and maintain site a range of site sizes suitable for targeted light industrial and service commercial employment.
- (9) Review and carry out, as appropriate, implementation strategies found in Chapter 8, Objectives 1-8 of the 2009 EOA.

More specific policies to accommodate commercial and industrial needs are discussed in following sections of the Economic Development Element.

INDUSTRIAL AREAS

This section addresses the need for suitable sites to accommodate targeted manufacturing, assembly, warehouse and distribution industries as identified in the EOA. A new Business Park zone is intended to accommodate a mixture of light industrial and service commercial uses.

The Cottage Grove Development Code includes standards to ensure compatibility with residential and tourist commercial development and to protect environmental quality. As called for in the EOA, Cottage Grove's industrial zones provide a sanctuary for targeted industrial development. Housing, in particular, has been excluded from all industrial areas.

As shown in the *2009 Cottage Grove Economic Opportunities Analysis* (EOA), Cottage Grove has an unmet Year 2029 need for one large 20+ acre industrial site, one midsize 5-20 acre industrial site, and 39 small industrial sites.

Industrial Policies:

- (1) Encourage industrial activities which will broaden the community's long-term employment base.
- (2) Protect industrial areas from encroachment by incompatible land uses and ensure sites in a variety of sizes to assure opportunities for both small and large industrial activities.

- (3) Particular attention should be given to industrial development in the vicinity of the Cottage Grove Airport to assure incompatible uses or site development does not hinder airport operation or future development.
- (4) Retain industrial sites for their intended industrial or business park purposes, while allowing accessory and limited support commercial activities.
- (5) The industrial lands projection in the EOA shall be reviewed every five years to maintain a continuous 20-year supply of suitable and available industrial sites.
- (6) The City shall consider alternative sites outside the 2008 UGB to meet identified needs for:
 - a. A Large Single-User Industrial Site (20-25 acres).
 - b. A Master Planned Industrial Park (30-35 acres).
 - c. A Master Planned Business Park (30-35 acres).

Implementing Industrial Zones

Cottage Grove has three Industrial zones that implement the Industrial plan designation:

- **Light Industrial and Heavy Industrial (M-1 and M-2)** – Both districts are intended to provide for land use compatibility while providing a high-quality environment for businesses and employees. The industrial districts are also intended to provide suitable locations for heavy industrial uses (e.g., raw materials processing; and manufacturing, assembly, packaging or distribution of heavy or large goods) that would not otherwise be compatible in other districts.
- **Business Park (BP)** –intended to allow for mixed light industrial and service commercial uses, with limited supporting retail, in a master planned campus-like setting. As indicated by the *2009 Cottage Grove Economic Opportunities Analysis* (EOA), the bulk of new employment that Cottage Grove wants to attract through 2029 is service commercial employment, including health care and social assistance, government, professional and business services. These uses, as well as limited light industrial and supporting retail uses (e.g., restaurants or health clubs, or sales of products produced on site) are appropriate in a business park setting, and are the industries targeted by creation of a business park. Cottage Grove has an unmet need for a business park of approximately 33 acres in size. Business parks typically have a campus like setting and require that activities be conducted indoors; therefore business parks are more compatible with adjacent residential uses than industrial uses or large retail centers.

COMMERCIAL AREAS

This section of the Economic Element deals with commercial retail and service employment. Commercial development typically is accommodated in community shopping centers, the Central Business District, and in highway oriented and tourist commercial zones. Service commercial and limited retail support commercial uses also can be accommodated in business parks.

Cottage Grove has a relatively large supply of vacant or redevelopable Commercial land. Most of the City's commercial development through 2029 is anticipated to occur in existing, underdeveloped Commercial areas. While there are no 10-acre or larger commercial sites available for large scale retail, Cottage Grove supports redevelopment or consolidation of existing Commercial land, should such businesses seek to locate in Cottage Grove.

As identified in the *2009 Economic Opportunities Analysis (EOA)*, Cottage Grove has an unmet need for approximately 12 acres of vacant land for a community commercial center.

Commercial Policies:

The following Commercial land use policies have been adapted from the "Commercial Element" of the Plan as it existed in 2008. Cottage Grove shall:

- (1) Ensure that the Central Business District (CBD) remains the heart of the community as a place to work, shop and conduct public affairs.
 - a. Encourage revitalization and upgrading of the existing downtown core area with improvements to be financed by assessments and city-matching finances when available.
 - b. Plans should be developed jointly by the central business district merchants with the help of the City and the general public.
 - c. Take advantage of tax abatement and marketing opportunities resulting from the Downtown Historic District.
 - d. Adopt the Central Business District Plan as a guideline and starting point for downtown revitalization until more specific recommendations are developed.
- (2) Provide for a new Master Planned Community Commercial Center of 10-12 acres as called for in the 2009 EOA, to keep pace with population increases and to improve commercial services to an area or the community.
- (3) Provide for a new Master Planned Business Park to accommodate a mixture of light industrial, service commercial and limited retail commercial in a master planned setting.
- (4) Strip commercial development shall be restricted to major thoroughfares suitable for conveying higher traffic volumes where this type of development wholly or partly exists.
 - a. These thoroughfares include East Main Street to 19th Street, Highway 99 from South River Road to Gibbs and from Woodson Bridge to the Connector Road Interchange.
 - b. Encourage redevelopment of existing highway oriented development.
 - c. Continually upgrade existing Commercial areas through enforcement of the fire, housing, building, plumbing, sign, electrical and dangerous building codes.
 - d. The properties that front on West Main Street between "H" and "I" Streets shall continue under Community Commercial zoning to avoid the creation of a non-conforming use status for the existing retail stores and lodges. In order to restrict additional commercial development from expanding into the adjacent residential land this area shall not be designated for commercial use on the Land Use Diagram.
- (5) Preserve tourist-commercial areas for highway-oriented tourist developments with Commercial Tourist (C-T) zoning.

- (6) Rezone existing commercial areas not designated in the Plan for long term commercial use to residential commercial when they meet the provisions of that district.
- a. Residential Commercial zoning may be used anywhere in the City when it is consistent with the purpose of the District, however, it is required when changing the zone in an area designated Residential Commercial on the Plan Diagram.
 - b. Encourage residential commercial zoning as a buffer between commercial and residential areas and in transitional areas.

Implementing Commercial Zones

Cottage Grove has five commercial zones implementing the Commercial Plan designation:

- **Central Business (C-2)** – Applies to the historic commercial and civic core, the Central Business District (CBD);
- **Community Commercial (C-2P)** – Applies to commercial areas outside or adjacent to the CBD;
- **Commercial Tourist (C-T)** – Applies to commercial areas adjacent to the I-5 interchange; and
- **Commercial Tourist / Limited (CT/L)** – This special purpose zone provides standards for a small area in the northeast portion of Cottage Grove. The UGB was expanded in 1989 to accommodate the Middlefield Golf Course, the Cottage Grove Hospital and clinic, a recreational vehicle park, manufactured housing and an assisted living facility consistent with master planning requirements. A new CT/L Limited Commercial/Tourist District and Medium Density Residential zoning were assigned to this area to implement site specific plan policies. (See City of Cottage Grove Resolution No. 1423, Exhibit “A”, 2001, Amending Resolution No. 1052 Appendix “B” and 1150 Appendix “A”.)
- **Residential Commercial (RC)** – Intended to combine a variety of housing similar to the R-2 district with public and commercial services at an appropriate neighborhood scale to provide a transitional zone between residential and commercial zones.

[Note: The 2009 Economic Opportunities Analysis was adopted by City Council through Resolution No. 1713 as a refinement plan to this section of the Comprehensive Plan.]

Public Facilities and Services

This element of the Plan deals with the provision of water, sewer, education, fire and police protections, health services, municipal government facilities and services. The City's Capital Improvement Program describes the present conditions, capabilities, and needs of and for community facilities. The Lane County Boundary Commission conducts public hearing to ensure that adequate urban services can be provided to annexed properties.

WATER AND SEWER

The water and sewer distribution systems must be expanded and extended to keep pace with anticipated growth. Developed urban areas contiguous to the City are polluting their own neighborhoods and the City below with sewage effluent, due to over-development without public sewers. Annexation to the City with subsequent connection to the City's sewer system is important to maintain a healthful environment.

SEWER SYSTEM

Plans are underway to upgrade the present sewage treatment plant to meet mandated federal and state standards as well as keep pace with anticipated population growth. The new facility is designed for a resident population of 14,200 plus a transient population of 5,000 by the year 2000.

WATER SYSTEM

Improvements underway to the present water system are designed for a population of 13,500 by the year 1995. Again population increases at current rates will require additional improvements sometime shortly after 1990. Pressure to develop the hillsides around Cottage Grove will require new reservoirs to serve those higher elevations.

STORM SEWER SYSTEM

The "Sewer System Evaluation Survey" prepared for the City in 1977 indicated that many of the sanitary sewer lines in the City also serve as storm sewer lines. Included in the report was a recommendation that the City undertake a program to separate storm and sanitary sewer systems.

In 1979 the City initiated three programs to achieve the recommended separation of storm water.

The three programs include:

- (1) Hiring a consultant to conduct flow tests all over town.
- (2) Allocating money for storm sewer separation work in a Community Development Block Grant proposal for the Northwest Neighborhood.
- (3) Re-designing a major combined sewer line to provide storm sewer separation as part of the South 6th Street Improvement Project.

SOLID WASTE

Solid waste collection in the City is provided by the Cottage Grove Garbage Service which has a franchise agreement with the City. Commercial haulers dispose of solid waste material at Lane County's Solid Waste Transfer Site at Glenwood. Lane County currently operates a regional landfill site for non-commercial use approximately one mile East of the City off Sears Road.

Lane County is the jurisdiction responsible for providing solid waste management. The 1979 Update to the County's Solid Waste Management Plan indicates the Cottage Grove landfill is near capacity and can only operate an additional 2-5 years. The adopted Update Plan calls for closure of the Cottage Grove landfill when capacity is reached and the landfill to be replaced with a rural transfer site between Cottage Grove and Creswell.

MUNICIPAL GOVERNMENT FACILITIES

A new city hall completed in 1976 will serve the needs of the community for the planning period. A new city shop is needed to keep pace with the growing maintenance and operation needs of the City.

The present city library is inadequate to meet the needs of a growing community. It is anticipated a new or improved facility will be needed in the planning period.

It is also anticipated that demands for indoor recreational programs and activities of civic organizations will generate the need for a community center.

FIRE PROTECTION

The relatively new main fire station, located just off Highway 99 on Harrison Avenue, was constructed in 1971 to meet an urgent need. The Cottage Grove Fire Department and the South Lane Rural Fire Protection District share the cost and services of firefighting and ambulance personnel. In 1980 the Fire Department had fourteen full time fire-fighting personnel and thirty volunteers.

POLICE SERVICES

The City provides its own police service with a full time staff (in 1980) of 21 including criminal investigators, police officers, a jailer, support services and administrative personnel. In addition to the regular 24 hour patrol and response services, the Police Department maintains a local correctional facility and provides parking control for the central business district.

The Cottage Grove Police Department coordinates law enforcement activities with the Oregon State Police, Lane County Sheriffs' Office and other local agencies.

HEALTH SERVICES

The Cottage Grove Hospital, the Cottage Grove Birth Center and Outreach offices from State and County agencies provide health care services to Cottage Grove residents as well as people living in Lane County and North Douglas County. Cottage Grove Hospital, the major service provider

in the area, is licensed by the State as a 65 bed facility of which 35 beds are for “general acute care” and 30 beds are for long term care. Primary services provided by the hospital include surgical, medical, obstetrical, emergency care, intensive care and family centered birthing program. Ancillary hospital services include physical and respiratory therapy, a clinical laboratory, radiology, a pharmacy and a certified nurses aid training program. Cottage Grove Hospital plans a three phase expansion of the facilities over the next 20 years.

SCHOOLS

The South Lane School District serves the City of Cottage Grove and adjacent area with Cottage Grove High School, Lincoln Junior High and Harrison, Bohemia, Latham and Mt. View elementary schools.

It is assumed that increased enrollment from immigration may be off-set by the declining number of births, negating the need for any additional facilities before 1985. It is anticipated, however, that a new elementary facility will be needed to replace several substandard facilities in the eastern part of the School District in the County’s planning area.

Close communication between the School District and the City will be essential in determining the need for and location of future facilities. Coordination of public investments by both entities is essential to achieve the goals and objectives of the urban area concept.

Objectives:

- (1) Encourage existing providers of public facilities and services in the area to keep pace with the needs of both existing and future development and coordinate them with land use policies.
- (2) To carefully review and evaluate any proposed special districts or community facilities in the South Lane County area.
- (3) Reduce public subsidies for facilities needed to serve just new developments.
- (4) Continue to use the Capital Improvements Program as the primary tool for scheduling priorities and timing of municipal investments.
- (5) Encourage new schools and replacement facilities to locate within the Urban Service Area.

Recommendations:

- (1) The City should provide no utility service outside the Urban Service Area, and within the Urban Service Area only as provided under Resolution No. 309 and any amendments thereto.
- (2) Any development occurring within the Urban Service Area, it not immediately contiguous with the City, shall be examined by the City of Cottage Grove Planning Commission to determine requirements for provision and installation by the developer, of any utilities or services which may reasonably be expected that the City will be required to provide whenever the development is eventually annexed.

- (3) The City should continue to utilize the State statutes to annex those areas contiguous to the City which have serious health problems due to the lack of public sewers.

[Note: The 2007 *Transportation System Plan* was adopted by City Council via Resolution No. 1655 on March 10, 2008 as a refinement plan to this section of the Comprehensive Plan. The Transportation System Plan covers transportation within the UGB.]

[Note: The 2011 *Public Facilities Plan* was adopted by City Council via Ordinance No. 3011 on May 23, 2011 as a refinement plan to this section of the Comprehensive Plan. The Public Facility Plan covers water, sewer, and storm sewer systems.]

Parks, Recreation and Open Space

This element of the Plan deals with parks and their recreation facilities and scenic space.

Pleasant open space areas are an essential part of the economic and social life of the community and must be reserved in advance to actual needs. Recognizing the importance of tourist trade to the economy of Oregon, and recognizing Cottage Grove's potential for attracting tourists, it is essential that the amenities of parks and open spaces be provided for visitors as well as for local citizens. The Comprehensive plan incorporates the present park system and emphasizes a program of park development along the river banks and natural drainageways in keeping with the Willamette Greenway. These proposals assure maintenance of the drainageways, provide opportunity for some degree of flood control and preserve land for future park and recreation needs.

Neighborhoods that would not be served by the parks along drainageways may be provided with neighborhood parks. The park-school complex can provide the greatest variety of activity and the Plan provides for this combination in some neighborhoods. The geographic area served by both these facilities is generally the same.

Steep hillsides and hilltops (where extension or provision of utilities is impractical) and flood plain areas should be preserved as permanent open space. Such lands can serve recreational use and preserve the natural beauty so important to adjacent residential areas.

A large recreation facility is shown in the "Y" of the Coast Fork and Row Rivers. The Plan indicates that the land in this general area would be utilized for a regional tourist-oriented park. This large recreation area could serve in housing a "historical community" which would reflect the early period of the region.

Findings:

- (1) Acquisition of parkland is more costly if development in an area is imminent.
- (2) Cottage Grove area residents and visitors have a variety of water oriented and urban parks.
- (3) The City has an adopted Parks and Recreation Plan.

Objectives:

- (1) Protect areas desirable for park sites in projected growth areas from conversion of other urban uses.
- (2) Consider a system of river oriented and hill top parks and open space with interconnecting trails linked to residential areas of the community.
- (3) Provide for recreational facilities in future parklands where development occurs.
- (4) Encourage private investment in recreation oriented facilities.

- (5) Encourage residential developers to dedicate land in lieu of the park element of the system development charges for neighborhood parks.

Recommendations:

- (1) The City shall concentrate on developing and maintaining the parklands designated in the adopted City of Cottage Grove Parks and Recreation Plan.
- (2) Continue the development of the “Greenway” program with particular emphasis being placed on bicycle paths and foot bridges.
- (3) Further study should be given to methods of acquisition of new parks in new subdivisions and developing neighborhoods.
- (4) The City and School District shall work closely to develop joint use parks.
- (5) Parks should be acquired and developed on a portion of Mount David and in an area bounded by Sweet Lane, South River Road, West Harrison and the proposed west side bypass.
- (6) Improvement should continue on the Pioneer Museum as a nucleus of historic development.
- (7) All tourist promotional activities should be referred to the Cottage Grove Chamber of Commerce without benefit of City funding.
- (8) Parklands in developing areas should be acquired with systems development charges from the area for neighborhood parks.

[Note: The 2003 *Water to Woods: Master Parks Plan* was adopted by City Council as a refinement plan to this section of the Comprehensive Plan via Resolution No. 1500 in February, 2004.]

Energy Conservation

This element of the Plan deals with the conservation of energy as it relates to the use of land, housing, transportation and conservation of renewable and non-renewable sources.

Studies conducted by the Oregon Department of Energy indicate the greatest direct energy use by Oregonians is for private and commercial transportation (35.6%), with the remainder of the consumption divided between industrial use (24.5%), household use (20.5%), commercial use (15.6%) and electric utilities (3.5%).

Cottage Grove has limited financial and technical resources from which to develop energy conservation programs. The City has already established several energy conservation practices:

- (1) Development of bike paths in the City and as a link to the regional system for recreational use;
- (2) Development of sidewalks and curb cuts for pedestrian and bicycle uses;
- (3) Improvement in the street system to improve traffic time and decrease congestion;
- (4) Locating community commercial uses along main arterial routes to reduce travel time;
- (5) The Comprehensive Plan provides for multifamily development adjacent to the downtown and other shopping area;
- (6) Including policies in the new (1978) Land Division Ordinance to encourage development of vacant or oversize lots to reduce urban expansion;
- (7) The Planned Unit Development Ordinance includes considerations for more efficient lot and street design, and height limitations tied to the "sun exposure plane".

Additional local programs to provide incentives for energy conservation in transportation and home construction are possible but will require study to determine their feasibility.

Findings:

- (1) The state-of-the-art of energy conservation in land use planning is still in its infancy.
- (2) A compact growth form has energy conservation benefits.
- (3) Comprehensive planning can have its greatest effect on energy conservation in the areas of housing and transportation.
- (4) The City of Cottage Grove is conducting an energy audit and has adopted conservation policies regarding its operations.
- (5) Licensing policies for energy users and providers and utility company market policies can be addressed through the Comprehensive Plan.

Objectives:

- (1) Identify energy conservation problems, opportunities and feasible conservation programs.
- (2) Provide public agencies, citizens and the private sector with opportunities and incentives to reduce energy demand and costs.

Recommendations:

- (1) Recognize energy conservation benefits and service efficiencies when delineating the urban service area.
- (2) Conduct an energy study in scope and detail as determined necessary to address energy conservation concerns of the community.
- (3) The City shall develop additional energy conservation policies and programs after study and review.

Urban Design

The Urban Design Element is that process which shapes the various elements of the Cottage Grove urban area into a distinctive and livable form.

Just as the Land Use Element of the Plan guides physical development to promote an orderly and efficient pattern of land use the Urban Design Element generalizes those conditions necessary to ensure a visually attractive, pleasant and humane place to live, work, shop and play.

The Urban Design Element is concerned with the way people perceive and interact with their surroundings. It considers those features that create the form of the overall urban environment and the arrangement and characteristics that identify its sub-environment.

The objective of the Urban Design Element is to promote a comfortable and pleasant environment with diverse and identifiable parts to which all people can relate.

Findings:

- (1) Cottage Grove's tree-covered hillsides, river greenways, water courses, natural vegetation and colorful heritage add variety to and give the urban area its distinctive form and livability.
- (2) Visually attractive environments, particularly at City entrances, will play an important role in enhancing Cottage Grove's tourist appeal.
- (3) Neighborhood identity is developed through association with a particular park or school, community center, shopping facility, an area of older homes or a distinctive type of subdivision design.
- (4) The current style of single-family residential development tends to produce uniform housing, often lacks sensitivity to natural features and fails to optimize their natural advantage.
- (5) Landscaping and the use of buffer strips can minimize the adverse effects of vehicular traffic and protect adjacent land use.
- (6) The location, design and maintenance of public facilities and improvements, can have a profound effect on community appearance.

Objectives:

- (1) Encourage those developments proposals which contain the innovative use of materials, methods and design techniques.
- (2) Discourage those development proposals which lack sensitivity to natural features and/or neighborhood character.
- (3) Encourage the use of the planned development techniques to create developments which contain a mixture of dwelling unit types, open space and recreation areas and neighborhood and professional commercial services.

- (4) Use the Design Review section of the Zoning Ordinance to encourage attention to natural features, good site planning and creative design in multifamily housing developments without creating conditions that would discourage, through unreasonable cost or delay, a needed housing type.
- (5) Encourage the use of the site master plan technique to create developments that contain a mixture of neighborhood and professional commercial uses, social services, recreational activities, public and/or quasi-public uses, and residential uses. (Resolution No. 1486, adopted December 8, 2003.)

Hillside Development

The hillsides surrounding Cottage Grove are not only a visual resource to the City but consist of a complex system of slopes, soils, vegetation and hydrology, which if improperly developed, can cause financial loss to both the private and public sectors of the community. Because of the sensitive nature of the hillside environment, development must be particularly responsive to the opportunities and limitations present by the natural terrain and its associate cover.

Objectives:

The purpose of the hillside development policy is to promote the following City objectives:

- (1) To maximize choice in types of environment available in the City and particularly to encourage variety in the development pattern of the hillsides;
- (2) The concentration of dwellings and other structures by clustering should be encouraged to help save larger areas of open space and preserve the natural terrain.
- (3) To use to the fullest current understanding of good civic design, landscape architecture, architecture and civil engineering to preserve, enhance and promote the existing and future appearance and resources of hillside areas;
- (4) To provide density and land use incentives to aid in ensuring the best possible development of the City's natural features, open space and other landmarks;
- (5) To encourage the planning, design and development of building sites in such a fashion as to provide the maximum in safety and human enjoyment while adapting development to, and taking advantage of, the best use of the natural terrain;
- (6) To preserve and enhance the beauty of the landscape by encouraging the maximum retention of natural topographic features, such as drainage swales, streams, slopes, ridge lines, rock out-croppings, vistas, natural plant formations and major tree belts;
- (7) To prohibit, insofar as is feasible and reasonable, padding or terracing of building sites in the hillside areas;
- (8) To provide a safe means of ingress and egress for vehicular and pedestrian traffic to and within hillside areas while at the same time minimizing the scarring effects of hillside street construction.
- (9) Roads should follow natural topography wherever possible to minimize cutting and grading;
- (10) Imaginative and innovative building techniques should be encouraged to create buildings suited to natural hillside surroundings; and
- (11) Detailed and effective arrangements shall be formulated for the preservation, maintenance and control of open space and recreational lands resulting from planned unit development.

DEVELOPMENT STANDARDS

To ensure the responsiveness of specific development to the City's hillside objectives, the following development standards shall be adhered to:

- (1) The Planned Unit Development procedures be required for developments in excess of a minor partition of any parcel 5 acres in size or greater, characterized by slopes in excess of 20%;
- (2) The Design Review Ordinance be required for any major subdivision of a parcel characterized by slopes from 12% to 20%;
- (3) Compliance with Chapter 70 of the Uniform Building Code entitled "Excavation and Grading", be required as a condition of approval for any development in excess of a minor partition on slopes in excess of 20%;
- (4) Compliance with Chapter 70 of the Uniform Building Code be required as a condition of approval for any development in excess of a minor partition on slopes in excess of 12% characterized by soils listed in the Lane County Soils Urban Suitability Index as severe unless after consultation with the Lane County Soil Scientist and Building Inspector, the City Engineer determines it unnecessary to assure the safe and healthful development of the site.

WATER SERVICE

Where additional reservoirs and pumping plants are required to serve elevations above 770 feet sea level, the developer shall:

- (1) Install the facilities at his own expense and dedicate them to the City;
- (2) Size the facilities to meet the needs of other developable property in the area within the City's urban service boundary, and designated as a development area, which will be benefited by having the service available; and
- (3) Make provisions and agreements with the City for payback of the installation cost by benefiting properties through the zone of benefit procedure and/or systems development charge revenues.

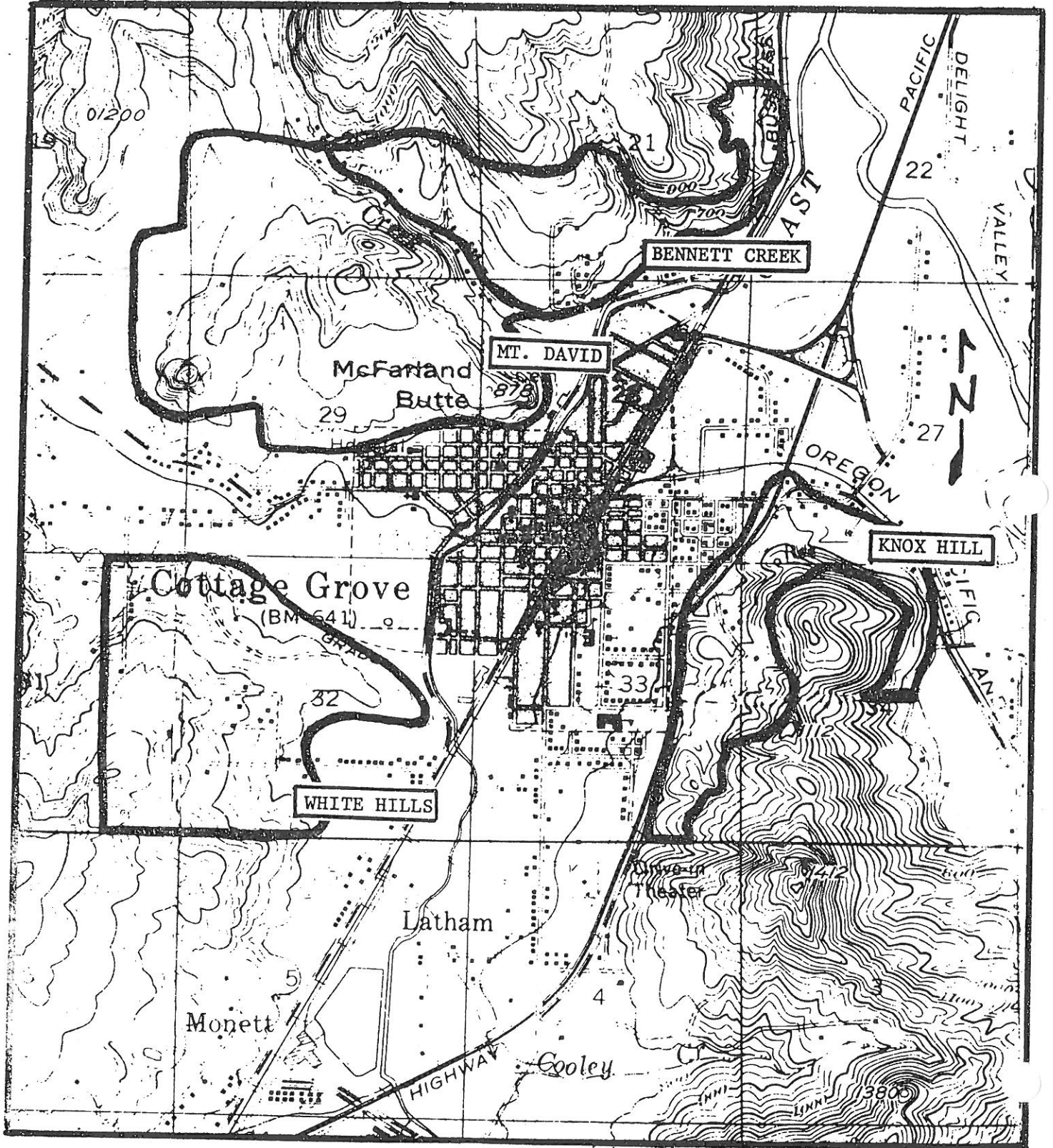
Recommendations:

- (1) The City should give high priority to completion of the Knox Hill area base mapping.
- (2) The City staff should review with the Planning Commission the existing planned unit development ordinance and amend it as necessary to improve its use for hillside development proposals.
- (3) The City staff should prepare for consideration by the Planning Commission amendments to the zoning and subdivision ordinances to provide for cluster subdivision and appropriate street and drainage standards for hillside developments.

- (4) The slope and soil information found in the report “Cottage Grove – The City and Its Hillsides” and in the “Soil Survey of Lane County Area, Oregon” should be the basis for determining the appropriate development standards.

(Resolution No 1130, §(1)(B), 1991)

COTTAGE GROVE HILLSIDES MAP



Air and Water Resources

This section deals with our air and climate, noise, and ground and surface waters. The protection of these resources is essential to maintaining the health and vitality of our living environment.

WATER QUALITY

The City of Cottage Grove coordinates its water quality management plans through the area wide 208 Water Quality Management Program. The 208 Water Quality staff at the Lane Council of Governments review the population projections submitted by Cottage Grove and all other cities in the County to assure the projections conform to the master sewerage plan for the area.

The Oregon Department of Environmental Quality (DEQ) is the designated regulatory agency for design criteria, operation and maintenance of sewage treatment facilities. DEQ must approve sewer system expansion plans, and it disperses federal Environmental Protection Agency construction grant funds according to an annual priority list. The 208 Water Quality Agency mentioned above reviews the proposed annual sewage construction priorities and comments to DEQ on the consistency of the priority list with the areawide 208 management plans.

AIR QUALITY

In 1974 the Federal Environmental Protection Agency issued air quality regulations under the 1970 Clean Air Act. The Oregon Department of Environmental Quality (DEQ) has the responsibility to monitor air quality in the state and to establish rules and regulations to achieve the national air quality standards.

Coordinating with DEQ is the Lane Regional Air Pollution Authority (LRAPA) which is supported by four local jurisdictions – Eugene, Springfield, Lane County and Cottage Grove. LRAPA performs day-to-day monitoring of air quality conditions in Lane County.

Findings:

- (1) The air quality in the Cottage Grove area is relatively high. Contamination occurs mainly from vehicular traffic normally associated with City and highway use. Temperature inversion causes some problems typical to the Willamette Valley, however, the absence of heavy polluting industries or large population concentration have resulted in minimal air pollution problems.
- (2) Cottage Grove doesn't generally experience air contamination from Willamette Valley field burning.
- (3) Slash burning in the area causes air pollution problems by allowing particular matter into the atmosphere.
- (4) Noise levels in the area are low except along Interstate Highway 5, where high speed and heavy traffic volumes occur.
- (5) Much of the ground water in the area is contaminated by arsenic.

- (6) Low summer flows in the Coast Fork and Row River dictate stringent waste discharge parameters to maintain safe levels of water quality for terrestrial, adequate life and recreational uses.
- (7) The National Wetland Inventory Maps, prepared by the U.S. Fish and Wildlife Service, have identified possible wetland resources within the Cottage Grove Urban Growth Boundary. The specific sites are represented on the Cottage Grove quadrangle map and, by this reference, are incorporated into this section of the comprehensive plan as the City's Preliminary Inventory of Wetland Resources. Due to the lack of specific information on the hydrology, soils and vegetation of these sites, the actual extent and value of these resources are unknown. When adequate information is available on the quantity, quality and location of these resources, an analysis will be conducted to determine significance and disposition. Until these sites have been evaluated in more detail, property owners, developers and other interested parties should be aware of possible land development constraints posed by these resources.
(Resolution 1130, §(1)(c), 1991)

Objectives:

- (1) Obtain discharge from the sewage treatment plant within DEQ standards.
- (2) Encourage the U.S. Forest Service to manage watersheds to protect down stream water quality.
- (3) Discourage development without adequate services in areas of known arsenic contamination and where ground water may become polluted by septic effluent.
- (4) Encourage development practices which minimize runoff and contribute to ground water recharge

Recommendations:

- (1) The City shall take all necessary financial and educational steps to assure the sewage treatment plant is brought in line with applicable state and federal standard at the earliest possible date.
- (2) The City shall continue efforts with the U.S. Forest Service to improve quality of water from the City's watershed.
- (3) The City shall use the proposed site design review ordinance to preserve those natural features and vegetation which tend to mitigate temperature changes, absorbs pollutions and retard runoff.
- (4) The City will cooperate with State and Federal agencies which regulate environmental quality and shall adhere to the standards established by these agencies in the issuance of any permits or approvals given by the City. This policy is intended to cover discharges and emissions which may impair air, water or land quality or exceed the established standards for noise or other emissions.
- (5) That a riparian vegetation ordinance be adopted prior to the annexation of any property into the City of Cottage Grove along the Row River.

(Resolution 1130, §(1)(D) part, 1991)

- (6) For wetland resources sites identified on the City's Preliminary Inventory of Wetland Resources, the City shall conduct a Goal 5 analysis on the quantity, quality, and location of each site when adequate data and resource information is available.
(Resolution 1130, §(1)(D) part, 1991)
- (7) Prior to the issuance of a land development permit for any site listed on the City's Preliminary Inventory of Wetland Resources, the City shall refer the request to applicable regulatory agencies, such as the Division of State Lands and the Army Corps of Engineers, for their review and comment.

Fish and Wildlife Resources

The most important wildlife habitat areas in and around Cottage Grove are the Coast Fork Willamette and Row Rivers, and the backwater slough areas at the confluence of these two rivers, and along portions of the Row River.

Findings:

- (1) A 1973 Department of Fish and Wildlife report summarized the habitat potential of the Coast Fork in and adjacent to Cottage Grove as follows: The entire section is of low value to all wildlife, although used by domestic waterfowl; low value to fur-bearers; deer habitat absent in this section; and medium use for song birds.
- (2) The only significant fish spawning area in this portion of the Coast Fork is near river mile 26, approximately one mile upstream from the urban growth boundary.
- (3) Fishing is a primary recreation activity along the Coast Fork and Row Rivers with native cutthroat trout, steelhead, Chinook and coho salmon being the main species.
- (4) The ponds, slough and wetland habitat area at the Confluence of the Coast Fork Willamette and Row Rivers is owned by the State Highway Commission and is included in the adopted County Willamette River Greenway boundary.
- (5) Some of the sloughs and wetlands on the west side of Row River are in the City's urban growth boundary. The majority of the area (75 acres) is under City ownership, with the remainder of the area owned by Lane County and the Oregon State Board of Aeronautics.
- (6) The wetlands area along the Row River under City ownership is planned for low intensity park and openspace land with a bicycle path, exercise stations and dirt roads for fishing sites; State and County land is in an unimproved condition.

Recommendations:

- (1) The City shall protect fish and wildlife resources along the Coast Fork of the Willamette from conflicting uses through the provisions of the Greenway Conditional Use procedures.
- (2) Any recreational development in the City parkland adjacent to the Row River shall be for low-intensity uses in keeping with the natural character of the area.
- (3) The Oregon State Board of Aeronautics should preserve its land east of the airport in a natural condition to protect against the loss of wetland habitat area and to assure incompatible uses will not develop east of the airport.
- (4) Lane County should preserve its land along the river adjacent to the airport and City parkland in a natural condition to protect the wetland habitat area from conflicting uses.

Willamette River Greenway

The purpose of the Willamette River Greenway goal is to protect, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities along the Willamette River.

Findings:

- (1) The City of Cottage Grove has already done an outstanding job of implementing the Greenway goal.
- (2) After recommendation from the City, the Land Conservation and Development Commission adopted a Greenway Boundary for the Cottage Grove Urban Area.

Objectives:

- (1) Identify areas for possible public acquisition and scenic and use easements.
- (2) Preserve riparian vegetation to protect fish and wildlife habitat and enhance scenic qualities and views.
- (3) Encourage property owners to maintain stream channel and river banks.
- (4) Ensure protection and safety of public and private property.
- (5) Establish a building set-back line from public easements and dedications.

Recommendations:

- (1) The Land Use Element of the Comprehensive Plan and the underlying zoning district shall determine the uses to be permitted in the Greenway.
- (2) Any use locating within the Greenway Boundary shall be subject to the design review and Greenway conditional use provisions in the Zoning Ordinance.

WILAMETTE RIVER GREENWAY MAP

Historic Sites and Structures

This section deals with those sites and structures that form an important part of the community's historic and cultural heritage which if lost, cannot be replaced.

This doesn't mean that any building or site must be saved simply because it is old or vaguely associated with some historic event. It does mean, however, that the necessary steps must be taken to preserve those buildings and sites which are significant representations of the development ideals and values of past construction periods. Such buildings and areas contribute to the variety and vitality of the urban scene by enriching the daily experiences of both resident and visitor.

Findings:

- (1) The City of Cottage Grove and surrounding region have a rich and varied history with the first settlers arriving in the early 1880's.
- (2) The Historical Preservation Advisory Committee has developed an inventory of structures considered of significant historical value in Cottage Grove.
- (3) The State Historic Preservation office has placed 13 sites in Cottage Grove on the Statewide Inventory of historic sites; six of these are included in the Historical Preservation Advisory Committee's inventory.
- (4) Two of these thirteen sites on the Statewide Inventory – the 'round house' on East Main Street and the 'Western Auto' building downtown – have been substantially remodeled or altered since the inventory was conducted in 1976. These buildings no longer possess the architectural condition that was used as a basis to place them on the Statewide Inventory.
- (5) There has been a trend in recent years toward rehabilitation of older structures.
- (6) Architectural controls are necessary to preserve the integrity of historic buildings.
- (7) There are both State and Federal preservation funding and tax incentive programs available, however, to qualify for most of these programs, structures and sites must be eligible for the National Register of Historic Sites and Structures.
- (8) The Cottage Grove Historical Society has been successful in promoting preservation by placing a distinctive marker on the structure to signify its importance if the owner agrees to maintain it as a historic structure.
- (9) Housing rehabilitation grants may be used to promote preservation.
- (10) A Historic Preservation Zoning District has been developed which establishes regulations for removing, remodeling and control for establishing new buildings or uses in historic areas.

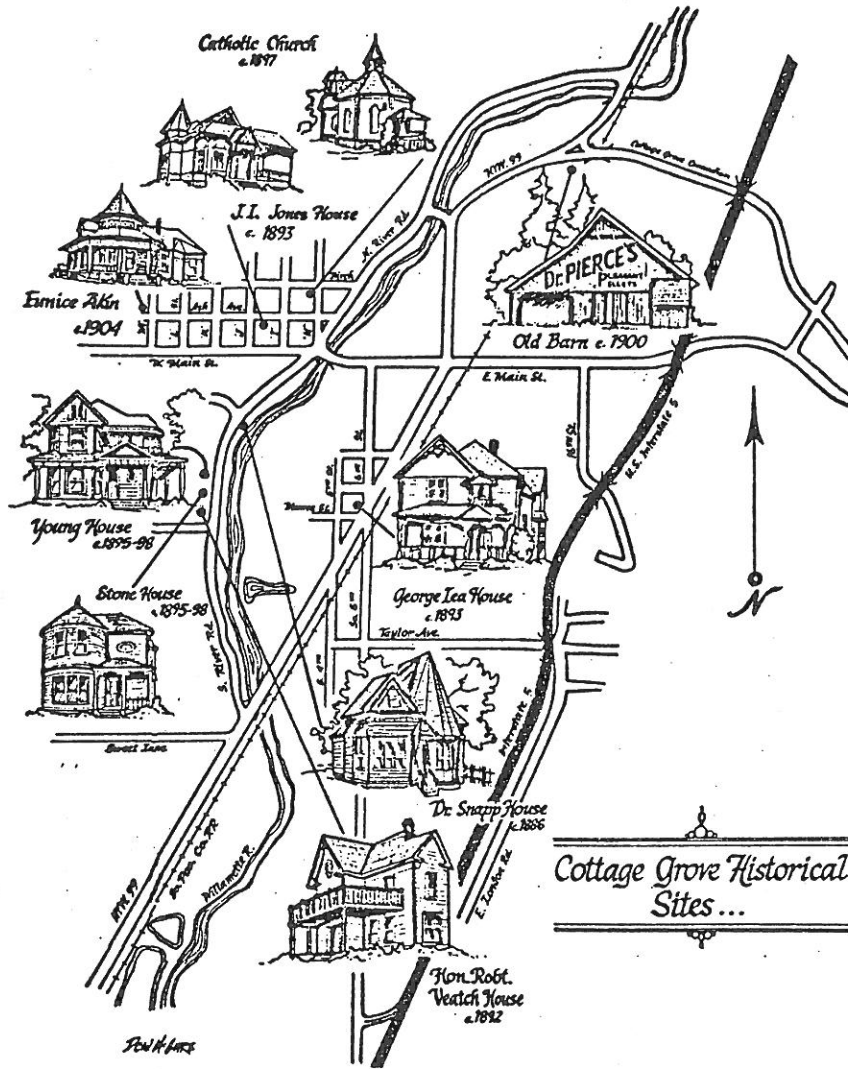
Objectives:

- (1) Historic sites and structures in Cottage Grove and the surrounding areas should be preserved for this and future generations to enjoy as evidence of our heritage.
- (2) Rehabilitation of historic sites and structures should be encouraged.
- (3) Cooperation with private and governmental agencies to inventory, evaluate and promote preservation should continue.
- (4) Preservation should be encouraged through land use regulations.

Recommendations:

- (1) Funding for preservation activities should be sought by the community (both private and public funds) and applied in a manner which would minimize continued reliance on outside funds.
- (2) The Historic Preservation Zone, when requested by a qualifying landowner, shall be used by the City as one implementation effort to preserve historic sites in Cottage Grove.
- (3) The City shall use the review procedures in the Zone Change, Conditional Use Permit and Design Review sections of the ordinance to evaluate any land use change proposed for historic sites included on the Statewide Inventory and local Historic Preservation Advisory Committee list.
- (4) Any development, removal or remodeling of sites on the Statewide Inventory list or the Historic Preservation Advisory Committee list that are not zoned for historic preservation shall be viewed by the City Staff Review Committee and local Historical Society before building permits are issued.
- (5) Improvements should continue on the Pioneer Museum as a nucleus of historic development.

COTTAGE GROVE HISTORICAL SITES MAP



OTHER SITES NOT SHOWN

David McFarland House	c1869	628 Birch Avenue
Marvin Drury House	c1890	704 Birch Avenue
First National Bank Building	c1911	6th and Main Street
Masonic Lodge Hall	c1900	'H' Avenue and West Main

Participation, Review and Amendment

To keep pace with dynamics of a changing society the plan must remain flexible and responsive to citizen needs and desires.

For citizen participation to be an effective tool for determining citizen needs and desires at any point in time, it must be continually utilized and improved.

The Citizen Involvement Program establishes the procedure by which review and amendment of the Comprehensive Plan and its implementation tools will occur.

Objectives:

- (1) Continually monitor the Plan to assure it remains current and valid with the passage of time.

Recommendations:

- (1) The Planning Commission shall conduct an annual review of the Plan to evaluate the attainment of goals and objectives and how well recommendations are being followed and recommend amendments. At this time the Planning Commission should consider any amendments proposed by a citizen or agency during the course of the year and determine based on the nature of the amendment, review of applicable findings and assumptions.
- (2) At each annual review the Planning Commission may request certain refinement studies be conducted to better address implementation of policies for specific areas or elements of the Plan.
- (3) The Plan must be re-evaluated every five years with new base information developed, new findings and assumptions developed or existing ones confirmed and evaluation of basic concepts, goals and recommendations.
- (4) All plan update studies, proposed plan amendments or major implementation change shall follow the procedures outlined in the Citizen Involvement Program. A Committee for Citizen Involvement shall be established to annually evaluate the Citizen Involvement Program.

(Resolution No 1419, Exhibit "A" (part), 2001)

Urban Service Area

PURPOSE

The purpose of the urban service area concept is to provide for the orderly and efficient transition from rural to urban land use. To accomplish this purpose, an urban service boundary is established to delineate the geographic area that is needed, suitable and desirable for land uses which will require an urban level of services by the year 2000 and to separate those lands from rural lands.

The following services will be made available over time to support urban expansion within the urban service boundary: Municipal water supply, municipal sanitary sewer, streets with curb, gutter and pedestrian ways, storm drainage, parks and open space, urban level of Fire and Police protection, street lighting, solid waste collections, electrical power, telephone and schools located for minimal busing.

Objectives:

- (1) To preserve and protect prime agricultural and forestlands from unnecessary encroachment of, and premature conversion to urban land uses.
- (2) To shape the urban growth form by distinguishing it from areas predominantly rural in character.
- (3) To promote a compact growth form by directing the expansion of urban services in a gradual outward direction in well defined areas.
- (4) To provide policy guidelines for public and private decision making regarding land use development and the planning, programming and financing of urban services.
- (5) To preserve and protect open space including floodplains, steep slopes, ridge lines and areas of outstanding historic or scenic values.

DEVELOPMENT POLICY

The policy for the urban service area is to attract, to planned development areas, Cottage Grove area's anticipated growth so the providers of urban services can concentrate their financial and staff resources on providing services in a few well defined locations.

RESOURCE PROTECTION AREAS

Resource Protection Areas are defined as areas where development could jeopardize natural recreational and historic resources. Included are flood plains, water bodies, air sheds, steep slopes and areas of outstanding historic or scenic interests.

The policy is to protect these sensitive land, air and water resources from development which may be hazardous to health and safety and detract from the quality of the resource while preserving open space needed for future generations.

URBAN SERVICE AREA MANAGEMENT POLICY

The following policies are set forth to promote consistency between the City of Cottage Grove's plans to make services available for urban expansion within the Urban Service Boundary and Lane County's land use decisions and actions affecting the urban service area.

General:

- (1) Future urban development shall be contained within the geographic limits of the urban service boundary.
- (2) The area outside the urban service boundary shall be maintained with low-density living areas, open space lands, and agricultural and forestry uses consistent with the policies of the Lower Coast Fork Sub Area Plan.
- (3) The County will refer to the City for review and evaluation any development proposal which will result in the creation of service districts within the South Lane County area.
- (4) The City will provide necessary urban services within the urban service boundary. These areas shall be programmed for annexation and the orderly extension of the services through the capital improvement program.

Zoning:

Any zone change within the City's Urban Service Boundary shall be consistent with the Land Use Diagram and plan text.

Land Divisions:

Requests to the County for large lot partitions and subdivisions within the Urban Service Boundary shall be approved in such a way as to permit the proposed original lots to be redivided in the future to urban density.

When issuing building permits in any such development the Building Official shall be guided by the approved land division and shall "require" the siting of buildings so as to enable the lots to be redivided.

Future Urban Roads and Utilities:

Developments may proceed initially with streets below City standards of width, curb and gutter, sidewalks, storm sewer and pavement depth. Such streets shall, however, be constructed in a manner which permits easy conversion to City standards in the future.

All land divisions shall be reviewed by utility agencies for future location of "urban" utilities such as sewer, water, power and telephone, etc.

The County shall require dedication of public utility easements as indicated and justified by utility agencies.

To assure adequate and safe channels for drainage are provided, as well as preserving drainageways which may be used for other facilities such as trails, bikeways and sewer and water

lines, the County shall obtain necessary public rights to major natural drainageways including but not limited to dedications, easements, fee title, licenses, or other rights as part of all land division approvals.

Piecemeal Development:

When only a portion of an ownership is being subdivided or divided via a major land partition, a “framework” plan shall be submitted for the entire ownership. If appropriate, the framework plan shall include:

- (1) Arterial and collector streets;
- (2) Drainageways;
- (3) Utility easements;
- (4) Park sites; and
- (5) School and other public sites.

The policy shall apply only to divisions into three or more lots. The “framework plan” shall be used only to insure that the proposed land division does not hamper further development of the total ownership, or adjacent property and shall carry no legal commitment in the sense of a preliminary subdivision plat.

Standards for interim streets and standards for drainageways shall be mutually developed by the City and County in accordance with accepted engineering principles and shall be adopted and enforced by the County.

Dedications required by the County for future utility easements, roads and drainageways shall be in accordance with adopted facility plans or official maps, when available.

ANNEXATION AND UTILITY SERVICE POLICY

- (1) Only areas that are within the Urban Service Boundary will be considered for annexation to the City of Cottage Grove.
- (2) All property annexed to the City shall be covered by the County zoning until the City Council adopts zoning for the property in accordance with the provisions in Article 26 of Ordinance No. 2314.
- (3) Nonconforming uses of property in annexed areas will be continued in the City according to the provisions of the Cottage Grove Zoning Ordinance pertaining to nonconforming uses. However, at the time the property is zoned, conditions may be imposed to make the property compatible with future urban development.
- (4) Small area annexations will be discouraged to reduce certain fixed administrative, engineering and financial costs for the City and excessive costs for the property owners unless large area annexations are not feasible.
- (5) Upon annexation police, fire and administrative services will be provided immediately.

- (6) Sanitary sewers will be provided on an assessment basis at the first possible date subsequent to annexation.
- (7) Whenever water mains are of sufficient size to provide an adequate pressure and volume, fire hydrants will be installed.
- (8) Property that is contiguous to the City limits must be annexed to the City to obtain water and sewer services.
- (9) The City, when it deems it necessary and in the public interest, will provide water and sewer service outside the city limits to areas within the Urban Service Boundary under the following conditions:
 - a. Sewer and water service are extended simultaneously, except as provided in 10 and 11 below; and in conformance with Resolution No. 309.
 - b. The property requesting service shall assume the cost assessed for any line construction, systems development charges and water and sewer service charges as last established by resolution or ordinance.
 - c. The property owner signs an agreement consenting to future annexation of his property to the City when such property becomes contiguous and that such commitment shall be included in the deed for sale of the property within the requested service area.
- (10) Water service only may be extended to requesting property, under the following conditions:
 - a. The use existed prior to September 1974.
 - b. The property is within the Urban Service Boundary or along the Row River transmission line, the use existed before September 1974 and the use can be served from an existing line.
 - c. A health hazard exists at the time of request.
- (11) Sewer service only may be provided to any development within the Urban Service Boundary if the development is not a subdivision and has an adequate well or if the City Council determines based on the City Engineer's recommendation that it is not feasible for the City to supply water to said development in the near future.

IMPLEMENTATION

Implementation of the Urban Service Area policies will occur through Capital Improvements Program, zoning, tax incentive programs and official mapping.

CAPITAL IMPROVEMENTS PROGRAM

A 20 year Capital Improvements Program shall be established for the Urban Service Area.

OFFICIAL MAPPING

Official maps of the proposed right-of-way for service facilities and public grounds will be prepared for the entire development area to prohibit private development of future public areas.

ZONING

The City of Cottage Grove and Lane County ordinances are applicable in their respective jurisdiction.

TAX INCENTIVES

Encourage property owners in Resource Protection Areas to have their land classified and assessed for open space as provided in ORS 308.740, 215.203 and 308.345.

Offer incentives to planned unit developments and cluster developments which convey resource protection areas to the City or County or Homeowners Association.

URBAN SERVICE BOUNDARY SUMMARY AND DIAGRAM

The City's population is expected to increase from 7,000 in 1979 to 13,020 in the year 2000. With adjustments for normal vacancy rates, some demolition of existing housing and a decrease in the number of persons in a household, the projected increase in population equates to 3,175 additional dwelling units over this twenty year period.

Based on existing development densities, approximately 490 acres of land will be needed to meet the projected housing demand. A 1980 field survey estimated there was 95 acres of buildable vacant or under-developed parcels over one-acre in size inside the City that are planned for residential development.

Approximately 410 acres of buildable residential land is included in the Urban Service Boundary to meet the remaining 395 needed acres. This boundary provides little surplus buildable land, however, the adequacy of the boundary will be re-evaluated at five year intervals to determine if the actual demand for residential land has substantially exceeded or fallen below the projected demand.

Since Cottage Grove's economy is based on a much larger region than just the City and adjacent developed areas, the projected acreage needs for commercial and industrial lands were based on development levels expected in the whole South Lane County area (census tracts 12, 13, and 14).

Using calculations provided by the regional Economic Improvement Commission staff, a total of 106 acres of commercial land and 12 acres of industrial land are needed to meet the projected economic growth. The projection for 12 acres of industrial land does not provide for any new basic industry locating in Cottage Grove and additional industrial land above the projected 12 acres should be identified.

As of early 1980, there were 10.4 acres of vacant industrial land and about 25 acres of commercial land existing inside the City limits. The remaining commercial and industrial lands needed to meet the projected need have been designated adjacent to the City on the North, East and South.

The establishment of the Urban Service Boundary was based on several factors other than just raw land needs. An outline of these factors is provided below; detailed evaluation of these factors is included in two background update reports entitled “1980 Residential Buildable Lands Inventory and Analysis” and “1980 Commercial and Industrial Buildable Lands Inventory and Analysis”.

- (1) Projected demand for additional residential, commercial and industrial lands.
- (2) Proximity to the existing City limits.
- (3) Existing network of City utility service adjacent to an area.
- (4) Elevation of the properties.
- (5) Slope of the properties.
- (6) 1% flood plain hazard areas.
- (7) Soil type and characteristics.
- (8) Parcel size.
- (9) Existing use and ownership.
- (10) Compatibility with adjacent uses.

Statewide planning Goal 14, URBANIZATION, sets forth seven factors that a city shall consider in the establishment or change of an urban service boundary. These seven factors are discussed below:

- (1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC Goals. From 1960 to the mid 1970’s Cottage Grove’s population has increased approximately 2.9% a year. The Comprehensive Plan projects future growth at 3% a year based on historic trends and an expected decrease in rural residential development. The 3% growth figure is also consistent with the adopted sewerage facilities plan.
- (2) Need for housing, employment opportunities, and livability. There is insufficient buildable land within the 1980 City limits to meet the projected needs for residential, commercial and industrial land. Also included in the urban service boundary are City park lands, recreation sites and land proposed for school facility expansion.
- (3) Orderly and economic provision for public facilities and services. The existing network of streets and utility services and the ability to extend these services was considered in developing the urban service boundary. The procedures for extension of public facilities and services are included in City ordinances and finalized through the Local Government Boundary Commission.
- (4) Maximum efficiency of land uses within and on the fringe of the existing urban area. The urban service boundary provides areas for the logical expansion of existing land use patterns into adjacent areas or areas where similar development has occurred. The

development of the urban service boundary included consideration for in-filling within the City limits and urbanizing area.

- (5) Environmental, energy, economic and social consequences. The City support of a compact growth pattern, its careful consideration to adjacent land uses, and its concern for providing adequate land for economic development all address this urbanization factor.
- (6) Retention of agricultural land with Class I being the highest priority for retention and Class VI the lowest priority; and
- (7) Compatibility of proposed urban uses with nearby agricultural activities. All the soils in and around Cottage Grove – including those with slopes up to 60% - have agricultural capability ratings of I-VI. The compact urban service boundary converts a minimum amount of land with agricultural potential to urban uses. An area adjacent to I-5 near Row River, which has the largest and most productive block of agricultural soils, is not included within the urban service boundary. The predominant agricultural activity adjacent to the urban service boundary is pasture and grazing. The mixture of residential, commercial and industrial uses adjacent to agricultural areas should be compatible with the nearby low intensity agricultural uses.

URBAN SERVICE AREA DIAGRAM

To assure that lands contained in the Urban Service Boundary and those immediately outside the boundary are managed to accomplish the purpose and objectives of this element and to give property owners a reasonable expectation of development with urban services, the following conditions are described, set forth and mapped on the Urban Service Diagram.

City Limits:

The City limits is that area committed to development with the full range of urban services. There are a few remaining vacant parcels and some parcels which are underdeveloped. These parcels shall be given priority for the extension of and connection to urban services.

Urban Service Boundary:

The area within the Urban Service Boundary contains buildable parcels which are needed, in addition to those in the City limits, to meet projected land use needs. They are characterized as adjacent to the City limits and/or sufficient size to facilitate orderly and economic conversion with the full range of urban services and/or contain a concentration of dwelling units on parcels under an acre in size which may require urban services because they become a health hazard.

Area of Interest:

The Area of Interest defines those lands outside the urban service boundary which in the past were included in the urbanizing boundary, and may be considered for expansion of the urban service boundary at future boundary re-evaluations or may be needed for urban land uses after the year 2000.

Land Use Calculations

PROJECTED LAND USE NEEDS TO YEAR 2000

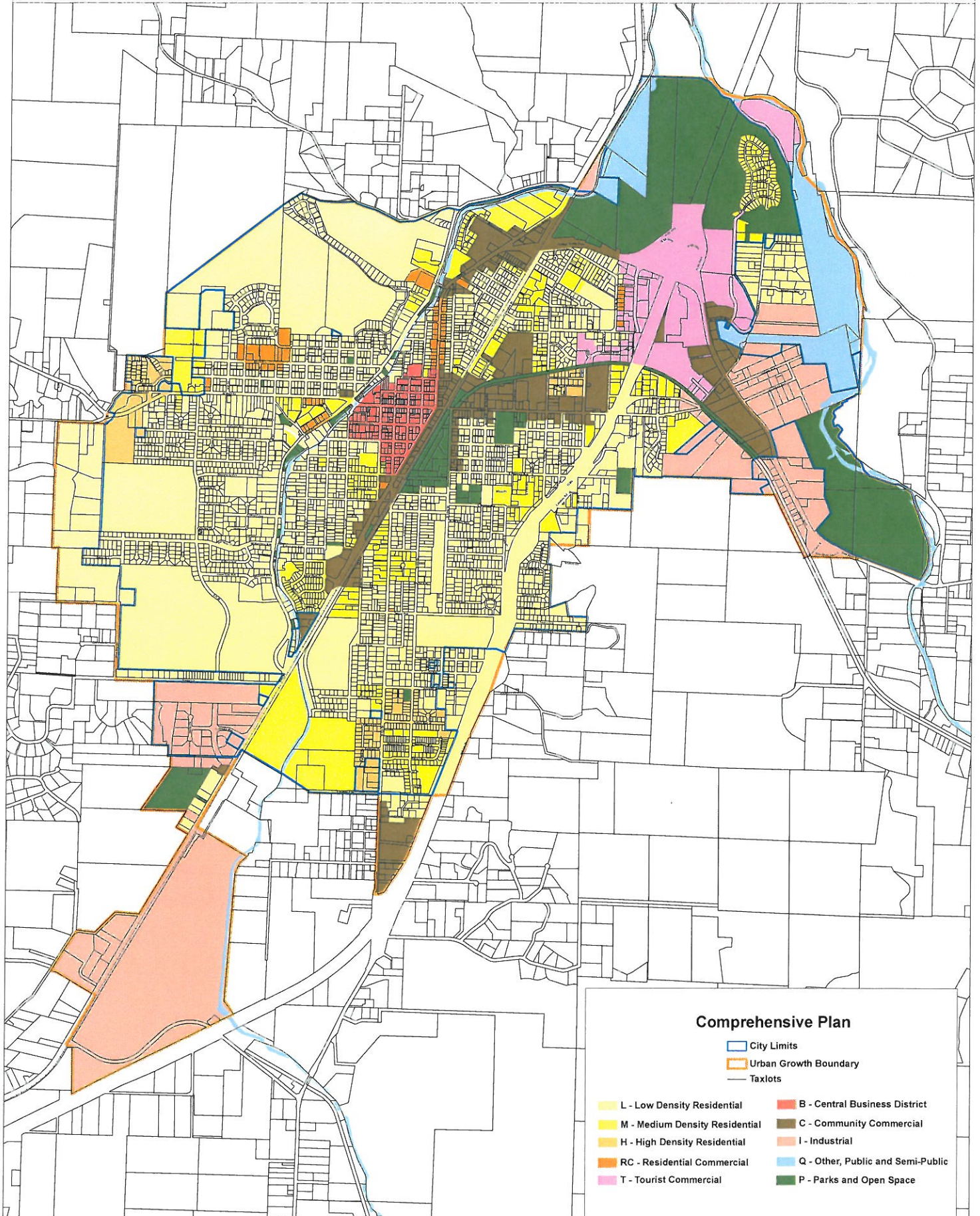
<u>TYPE</u>	<u>ACRES</u>
Residential:	490
Single Family	362
Mobile Homes	45
Duplex	48
Multifamily	35
Commercial:	95
Industrial:	100

BUILDABLE LAND ALLOCATED TO MEET PROJECTED NEEDS

Residential:	505
Inside City	95
In Urban Service area	410
Commercial* (excluding neighborhood stores):	46
Inside City	25
In Urban Service Area	21
Industrial*:	150
Inside City	10
In Urban Service Area	140

* refer to plan text for a full explanation of the commercial and industrial allocation

Cottage Grove Comprehensive Plan



Land Use Diagram

The land use categories shown on the land use diagram are broad, general categories used to describe where different types of land use activity – residential and commercial for example – should develop in and around the City during the next twenty years. The land use categories do not include specific development standards; those standards are included in the various zoning districts which are used to implement the land use plan. Each land use category may be implemented with one or more zoning districts. In addition, any zone district once established may be expanded or reduced in size as the need to do so is established by the Planning Commission and City Council.

The following list relates the general land use categories on the diagram to the City’s zoning districts.

<u>LAND USE CATEGORY</u>	<u>ZONING DISTRICT</u>
LOW DENSITY RESIDENTIAL	SINGLE FAMILY RESTRICTED (R) SINGLE FAMILY RESIDENTIAL (R-1) MANUFACTURED HOME SUBDIVISION (MHS)
MEDIUM DENSITY RESIDENTIAL	MULTIFAMILY RESIDENTIAL (R-2) RESIDENTIAL COMMERCIAL (RC)
HIGH DENSITY RESIDENTIAL	MULTIFAMILY RESIDENTIAL (R-3) RESIDENTIAL COMMERCIAL (RC)
CENTRAL BUSINESS DISTRICT	CENTRAL BUSINESS DISTRICT (C-2)
COMMUNITY COMMERCIAL	COMMUNITY COMMERCIAL (C-2P) RESIDENTIAL COMMERCIAL (RC)
COMMERCIAL TOURIST	COMMERCIAL TOURIST (CT) LIMITED COMMERCIAL TOURIST (CT/L)
INDUSTRIAL	LIGHT INDUSTRIAL DISTRICT (M-1) HEAVY INDUSTRIAL DISTRICT (M-2) BUSINESS PARK (BP)
PUBLIC/QUASI-PUBLIC	PARKS & RECREATION (PR)
PARKS & OPEN SPACE	PARKS & RECREATION (PR)
PARKS & OPEN SPACE	SINGLE FAMILY RESIDENTIAL (R-1) SUBURBAN RESIDENTIAL (RS) PARKS & RECREATION (PR)
COMBINING DISTRICTS	MASTER PLANNED DEVELOPMENT (MPD) HISTORIC PRESERVATION (HP) [1] AIRPORT OVERLAY (AO) WILLAMETTE RIVER GREENWAY (GR) [2]

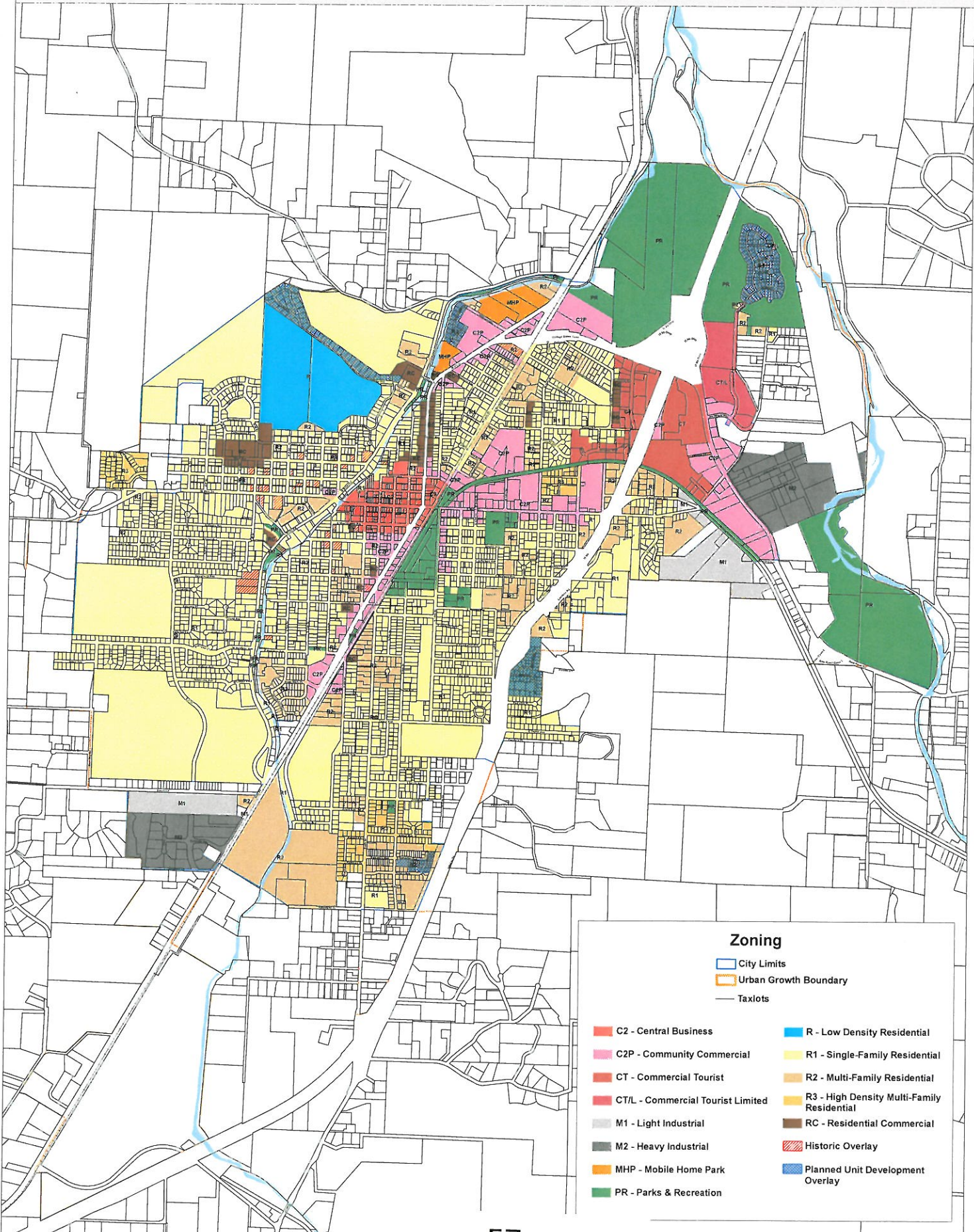
NOTES:

- [1] HISTORIC PRESERVATION (HP) MAY COMBINE AND/OR OVERLAY ALL ZONE DISTRICTS.
- [2] WILLAMETTE RIVER GREENWAY (GR) MAY OVERLAY ALL ZONE DISTRICTS WITHIN THE DESIGNATED GREENWAY.

In 1975 the Oregon Supreme Court determined in the Baker v. City of Milwaukie court case that zone for property shall conform to the comprehensive land use plan. The Court specifically mentioned that zones that allow for more intense development than would normally occur in that land use category cannot be used to implement the plan. More restrictive zones, however, can be used if they do not conflict with the policies of the plan.

It shall be the policy of Cottage Grove that wherever inconsistencies between the land use diagram and zoning map exist, the land use plan text shall be used to resolve these inconsistencies. Any zoning that is in conflict with the plan shall be rezoned to conform to the land use plan.

Cottage Grove Zoning



Zoning

- City Limits
- Urban Growth Boundary
- Taxlots

C2 - Central Business	R - Low Density Residential
C2P - Community Commercial	R1 - Single-Family Residential
CT - Commercial Tourist	R2 - Multi-Family Residential
CT/L - Commercial Tourist Limited	R3 - High Density Multi-Family Residential
M1 - Light Industrial	RC - Residential Commercial
M2 - Heavy Industrial	Historic Overlay
MHP - Mobile Home Park	Planned Unit Development Overlay
PR - Parks & Recreation	