



**THE CITY OF THE VILLAGE OF DOUGLAS
PLANNING COMMISSION
THURSDAY, DECEMBER 12, 2024 AT 7:00 PM
86 W CENTER ST., DOUGLAS MI**

AGENDA

To view remotely, join online or by phone.

Join online by visiting: <https://us02web.zoom.us/j/84100073894>

Join by phone by dialing: +1 (312) 626-6799 | **Then enter "Meeting ID":** 841 0007 3894

1. CALL TO ORDER

2. ROLL CALL

- A.** Approval of Agenda - December 12, 2024 (additions/changes/deletions)

Motion to approve the December 12, 2024 agenda

- B.** Approval of Minutes - October 10, 2024 *regular meeting* (additions/changes/deletions)

Motion to approve the October 10, 2024 regular meeting minutes

3. PUBLIC COMMUNICATION - VERBAL (LIMIT OF 3 MINUTES)

4. PUBLIC COMMUNICATION - WRITTEN

5. NEW BUSINESS

6. UNFINISHED BUSINESS

- A. Master Plan** - Recommendation for the distribution of the Master Plan draft update (Roll Call Vote)

I move to recommend the approval of the distribution of the draft master plan update by the Douglas City Council, in accordance with the requirements of the Michigan Planning Enabling Act (Act 33 of 2008, as amended), to the notice group and the public, and to allow comments and questions for a period of 42 days.

Roll call vote.

7. REPORTS

- A.** Planning and Zoning Administrator Report

B. Planning Commissioner Remarks (limit 3 minutes each, please)

8. PUBLIC COMMUNICATION – VERBAL (LIMIT OF 3 MINUTES)

9. ADJOURNMENT

Please Note – The City of the Village of Douglas (the “City”) is subject to the requirements of the Americans with Disabilities Act of 1990. Individuals with disabilities who plan to attend this meeting and who require certain accommodations in order to allow them to observe and/or participate in this meeting, or who have questions regarding the accessibility of this meeting or the facilities, are requested to contact Laura Kasper, City Clerk, at (269) 857-1438, or clerk@douglasmi.gov to allow the City to make reasonable accommodations for those persons. CITY OF THE VILLAGE OF DOUGLAS, ALLEGAN COUNTY, MICHIGAN



**THE CITY OF THE VILLAGE OF DOUGLAS
PLANNING COMMISSION
THURSDAY, OCTOBER 10, 2024 AT 7:00 PM
86 W CENTER ST., DOUGLAS MI**

MINUTES

1. **CALL TO ORDER** - Chair called to order at 7:00pm

2. **ROLL CALL**

PRESENT Chair Paul Buszka
Vice-Chair Louise Pattison
Secretary Kelli Heneghan Commissioner
John O'Malley Commissioner
Neal Seabert Commissioner
Matt Balmer Commissioner
Patty Hanson Commissioner
Laura Peterson Commissioner
Thomas Hickey Commissioner

A. Approval of Agenda - October 10, 2024 (additions/changes/deletions)

B. Approval of Minutes - September 12, 2024 *regular meeting* (additions/changes/deletions)

*Motion by Hickey, seconded by Heneghan to approve the agenda and regular meeting minutes. –
Motion carried by unanimously.*

3. **PUBLIC COMMUNICATION - VERBAL (LIMIT OF 3 MINUTES)** - None

4. **PUBLIC COMMUNICATION – WRITTEN** - None

5. **NEW BUSINESS**

6. **UNFINISHED BUSINESS**

A. **Master Plan** - Master Plan Draft Review and Approval for the Distribution of the Master Plan Draft (Roll Call Vote)

The Commissioners discussed their concerns about the draft being incomplete and felt that the draft is not ready to be sent out to the other agencies as it would be a bad reflection of the City.

Motion by Balmer, seconded by Hickey move to approve the distribution of the draft master plan update, in accordance with the requirements of the Michigan Planning Enabling Act (Act 33 of 2008, as

amended), to the notice group and the public, and to allow comments and questions for a period of 42 days.

Yes: Seabert, Hickey, Balmer, Buszka

No: Peterson, Pattison, O'Malley, Heneghan, Hanson

7. REPORTS

- A. Planning and Zoning Administrator Report – Planning & Zoning Administrator Sean Homyen informed the Commissioners that he received a resubmittal for 319 Ferry St, provided a update with Safe Harbor. He then discussed with the Commissioners the timeline of receiving a complete draft
- B. Planning Commissioner Remarks – Commissioners asked if it would be possible to host a special meeting to get on track for in meeting the deadline. The Commissioners had concerns that the draft that was provided was not prepared properly.

8. PUBLIC COMMUNICATION – VERBAL (LIMIT OF 3 MINUTES) - None

9. ADJOURNMENT

Motion by O'Malley, seconded by Hickey to adjourn the meeting.

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MEMORANDUM

To: City of the Village of Douglas Planning Commission
Date: December 6, 2024
From: Tricia Anderson, AICP
RE: **Recommendation for Distribution of the Draft Master Plan Update**

At the upcoming meeting, the Planning Commission will consider forwarding a recommendation to the City Council for the distribution of the draft Master Plan Update. Procedurally, if a favorable recommendation is forwarded, the City Council will adopt a resolution asserting its authority to be the final approving body of the Master Plan Update and approving the distribution of the draft. Following City Council approval of the distribution of the draft, the City will mail notices to adjacent communities, utilities, railroads, and regional planning commission, notifying these agencies that there will be a 42-day review period, and that the document can be viewed on the City's website.

Revisions. The draft presented to you accounts for the requested revisions that were within the project scope of work, including the following:

1. Design and layout
2. Revisions to maps
 - a. Adding dates of the data source used to create the map
 - b. Revised future sidewalk locations
 - c. Future land use designation delineations
 - d. Update STR map, and remove parcels not claiming principal residence exemption
3. Photos
 - a. Swap out all three-story images for two-story
 - b. Revise most of Blue Star South Commercial photos
 - c. Other photos not desired by the Planning Commission
 - d. Adding photos related to public services (police and fire)
4. Changes to the Zoning Plan requested by PC members
5. Refinement of any confusing language, correction of typos or grammatical errors, etc.

Requirements of MPEA. The Michigan Planning Enabling Act (MPEA – Act 33 of 2008, as amended) outlines the requirements of a master plan. It should be noted that the last item shown in red, is a recent revision. The Planning Commission has done a great job of ensuring this new provision is included in the Master Plan Update. The update also includes all the other elements listed in part (d), many of which were not included in the 2016 Plan.

125.3807 Master plan; adoption, amendment, and implementation by local government; purpose.

Sec. 7.

- 1) *A local unit of government may adopt, amend, and implement a master plan as provided in this act.*
- 2) *The general purpose of a master plan is to guide and accomplish, in the planning jurisdiction and its environs, development that satisfies all of the following criteria:*
 - (a) Is coordinated, adjusted, harmonious, efficient, and economical.*
 - (b) Considers the character of the planning jurisdiction and its suitability for particular uses, judged in terms of such factors as trends in land and population development.*
 - (c) Will, in accordance with present and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare.*
 - (d) Includes, among other things, promotion of or adequate provision for 1 or more of the following:*
 - (i) A system of transportation to lessen congestion on streets and provide for safe and efficient movement of people and goods by motor vehicles, bicycles, pedestrians, and other legal users.*
 - (ii) Safety from fire and other dangers.*
 - (iii) Light and air.*
 - (iv) Healthful and convenient distribution of population.*
 - (v) Good civic design and arrangement and wise and efficient expenditure of public funds.*
 - (vi) Public utilities such as sewage disposal and water supply and other public improvements.*
 - (vii) Recreation.*
 - (viii) The use of resources in accordance with their character and adaptability.*
 - (ix) A range of housing types, costs, affordability, attainability, ages, and other characteristics, including single- and multiple-family dwellings, to serve the housing demands of a diverse population. (Recent amendment of MPEA – November, 2024)*

Remaining Steps. The process to update the Master Plan includes only a few additional steps after the Planning Commission's recommendation to the City Council to approve the distribution of the draft. These steps are as follows:

- December 12, 2024 – Planning Commission makes a recommendation to the City Council for the approval of the distribution of the draft
- January 6, 2025 – Council considers approval of the distribution of the draft
- January 7, 2025 – Planning & Zoning Administrator to mail notices to notice group agencies and place Master Plan Update draft on the City website, marking the beginning of the 42-day review period
- February 20, 2025 – Planning Commission holds a special meeting (public hearing) to adopt a resolution recommending approval of the Master Plan Update to the City Council
- March 3, 2025 – City Council considers the final adoption of the Master Plan Update

If there are any questions, please feel free to contact us.



MASTER PLAN

ACKNOWLEDGEMENTS

CITY COUNCIL:

Cathy North, Mayor	Gregory Freeman
Neal Seabert	John O'Malley
Randy Walker	Matthew Balmer
Jerome Donovan	

PLANNING COMMISSION:

Paul Buszka, Chair	Patti Hanson
Louise Pattison	Neal Seabert
Matthew Balmer	Thomas Hickey
John O'Malley	Laura Peterson
Kelli Henneghan	

DOWNTOWN DEVELOPMENT AUTHORITY:

Aleshia Balmer, Chair	Cathy North
Beth Stefanchik	Mark Postilion
Randy Walker	Dave Laakso
Maggie Bandstra	Kabri Martyniek
Lauren Vonk	

BROWNFIELD REDEVELOPMENT AUTHORITY:

Matthew Balmer, Chair
 Cathy North
 Robert Sapita
 Suzanne Dixon
 Mary Fechtig

HARBOR AUTHORITY:

Gregory Freeman, Chair
 Louise Pattison, Vice Chair
 Cathy North
 Jerome Donovan
 Lisa Nocerini

CITY STAFF:

Lisa Nocerini, City Manager
 Jenny Pearson, Executive Assistant
 Jennifer Tien, City Treasurer
 Laura Kasper, City Clerk
 Sean Homyen, Planning & Zoning Administrator
 Tom Doane, City Assessor
 Rick Zoet, Director of Public Works
 Steve Kent, Chief of Police
 Greg Janik, Saugatuck Fire District Chief
 Chris Mantels, Deputy Chief/Fire Inspector, Saugatuck Fire District

WITH ASSISTANCE FROM:

Ken Bosma, P.E., Prein & Newhof
 Lucas Timmer, P.E., Prein & Newhof
 Ed Dempsey, Prein & Newhof
 Sam Lipscomb, Fleis & Vandenbrink
 Daryl VanDyke, Kalamazoo Lake Sewer & Water Authority

and **williams&works**

EXECUTIVE SUMMARY

FALL, 2024

The fundamental purpose of a Master Plan is to enable a community to guide and accomplish a direction for physical development, capital investment and growth. The 2024 Master Plan update represents a foundational policy statement about the Douglas community, what its residents value, and what those residents and businesses hope the community will become. The Michigan Planning Enabling Act (Act 33 of 2008) specifically gives the City of the Village of Douglas Planning Commission and City Council the authority to prepare and adopt a plan, as well as review and update the plan every five years. Once prepared, adopted and maintained, this Plan will serve as an advisory guide for the physical conservation of certain areas and for the development of other areas.

Furthermore, Michigan law requires that a community's zoning ordinance be based upon a plan. Therefore, in addition to serving as the policy basis for the City's elected and appointed officials, the Plan also serves as a foundation for the City's zoning and other land

use regulations. The Plan is adopted to help provide a stronger legal basis for the City's Zoning Ordinance. Common uses of the Master Plan as a policy reference include justification for zoning changes as well as special land use applications.

In addition to legal and policy justification, the Master Plan may serve as the principal marketing and design document for attraction, retention, and viability efforts implemented by a variety of possible contributors including the City, its residents, Allegan County and the State of Michigan. A strong planning effort which instills buy-in and continuity creates the basis for a cohesive community moving forward. With planning comes broad and impactful input and the blending of ideas, traditions and visions.



DOUGLAS
MICHIGAN

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CHAPTER 1

INTRODUCTION

THE MASTER PLANNING PROCESS

The Michigan Planning Enabling Act (Act 33 of 2008) specifically enables the City of the Village of Douglas to prepare and adopt a plan.

This Master Plan is based on data from both original research and from secondary resources. It is this data, along with community needs and desires, that form the foundation of the Master Plan. Planning for the long term should be a process that is carried out at a somewhat general level that recognizes the potential for change and provides flexibility. This method results in a Master Plan that can be useful well into the future instead of becoming obsolete if or when demographic and economic trends change over time.



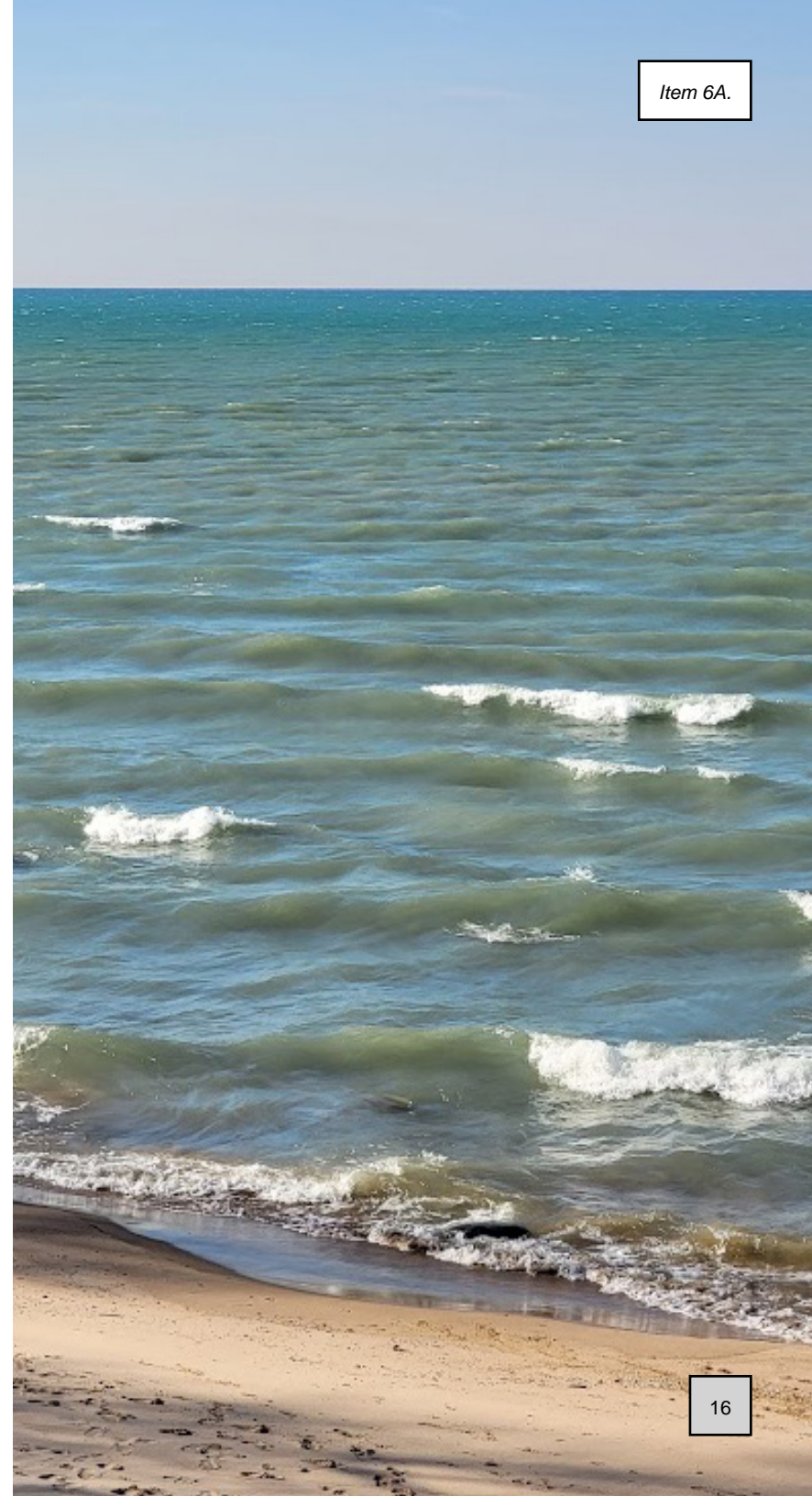
MASTER PLAN STRUCTURE

Chapters 2 through 4 of this Plan provide a “snapshot” of current conditions in the City concerning four key aspects of land use planning:

- Population and Economic Characteristics
- Property Values and Housing
- Existing Land Use and Natural Features
- Public Services and Infrastructure

Chapter 5 summarizes the public input collected in support of the Master Planning process and the conclusions derived from that input. Chapters 6 through 9 outline the goals and objectives and policy recommendations, future land use plan, and strategies for implementation that, if followed, will allow the City’s vision to come to fruition.

This Master Plan was approved by the City of the Village of Douglas Planning Commission on _____, 2024 and adopted by the City of the Village of Douglas City Council on _____, 2025.



MASTER PLAN IN CONTEXT

The 2024 Master Plan Update takes into consideration the many planning documents that came before it. These documents are valuable concerning the City's focus on public engagement needed to create them. They are largely reflective of the needs and desires of the residents, business owners, and other stakeholders in the City of the Village of Douglas. It is important to understand that this Plan incorporates elements of each of these planning documents in the goals for each of the following themes for the next 20 years of the City's future:

- 1. Sustainable and Thriving Local Economy
- 2. Housing Affordability and Neighborhood Preservation
- 3. Priorities for People, Arts and Culture
- 4. Safe and Available Public Infrastructure
- 5. Sustainability and Resiliency





TECHNICAL MEMORANDUM: DOUGLAS YOUR TOWN RECOMMENDATIONS 2010

This study reported on the City's opportunities and potential for main street revitalization and placemaking. The theme of the study focused on walkability and the activation of existing spaces to create places to gather and build relationships with others in the community. Recommendations in this plan include mention of many action items from the 2016 Master Plan.



BLUE STAR HIGHWAY CORRIDOR PLAN 2012

In 2012, the City adopted the Blue Star Highway Corridor Plan which outlines goals for strengthening economic vitality and improving safety within the corridor. This plan incorporates planned improvements to these areas while prioritizing the importance of aesthetics and the need to make the corridor more attractive and welcoming to tourists and residents alike. There are many parallels between this Plan update and the Blue Star Highway Corridor Plan of 2012 as it relates to goals for the corridor. Many goals have been implemented as it relates to safety, with the construction of crosswalks and bike paths, however, some goals remain to be achieved.



WATERFRONT MASTER PLAN 2016

This plan served to identify public projects and goals relating to the waterfront of the City of the Village of Douglas. It sought to expand the public waterfront, support economic growth in the area, and develop a viable long-term funding source for harbor maintenance. Some goals in the Waterfront Master Plan have changed, and the City no longer seeks ownership of the large existing marina (Tower Marine/Safe Harbor). The City has implemented the goal of a publicly owned marina at Pleasant Point and strives to preserve public ownership of the existing publicly-owned waterfront assets. The extensive public engagement efforts that produced the input related to the desired outcomes and land uses for the Safe Harbor marina still remain valid and relevant for the City.



TRI-COMMUNITY MASTER PLAN 2016

The 2016 Tri-Community Master Plan between the City of Saugatuck, Saugatuck Township, and the City of the Village of Douglas was crafted to improve the quality of life of citizens in the three communities. Key goals included maintaining the established community character, managing growth, promoting efficient and balanced land use, understanding cultural resources, encouraging economic prosperity, and more.



DOWNTOWN DEVELOPMENT AUTHORITY TAX INCREMENT FINANCING PLAN (DDA TIF PLAN) 2023 UPDATE

This plan guides the DDA's project development to help optimize the utilization of the downtown area. The 2023 update served to re-evaluate and re-prioritize the goals and projects developed in the 2006 plan. Key goals include linking the DDA District with the river and the City's history while promoting private development; providing diverse experiences and views; establishing public and private development opportunities; improving the business climate of the DDA; creating a continuum of activities in the DDA District; and more.



TRI-COMMUNITY PARKS AND REC MASTER PLAN 2024

This plan serves to guide the development of recreational amenities in the City of the Village of Douglas and the Tri-Community area. Goals for this plan include fostering community well-being, coastal conservation and environmental stewardship, inter-local collaboration, improved connectivity, and nurturing existing green spaces.



2016 MASTER PLAN - OUR DOUGLAS VISION

Table 1 provides a list of the action items that have not been implemented as of the date of this Plan. Like many other communities, the COVID-19 pandemic in 2020 placed pause on many important capital improvement projects. Some of these items are still relevant, as described in Chapter 6, Goals & Objectives.

TABLE 1: REMAINING 2016 MASTER PLAN ACTION ITEMS

Strong Local Economy

Economic Revitalization

1. Pursue acquisition or work with owners to lease storefronts of vacant or underutilized properties for development or temporary activity space
2. Encourage pop-up businesses on vacant lots
3. Expand parks and recreation offerings as a means to attract and retain residents

Building Use and Design

1. Update the Zoning Ordinance and implement a form-based code and storefront design requirements
2. Eliminate parking requirements for new commercial buildings located downtown
3. Design recessed doorways for future commercial buildings to improve pedestrian flow
4. Add focal points at the end of streets and alleyways

TABLE 1 CONT'D: REMAINING 2016 MASTER PLAN ACTION ITEMS

Waterfront	
Waterfront Enhancement	<ol style="list-style-type: none">1. Create a focal point at Douglas Harbor2. Enhance pedestrian connections to waterfront (Washington Street, Water Street and Center Street)3. Construct a continuous multi-use trail from Douglas Harbor to Blue Star Highway underpass
Blue Star Hwy Underpass Activation	<ol style="list-style-type: none">1. Enhance lighting and signage2. Add permanent benches3. Add public art murals
Transportation and Mobility	
Pedestrian Accessibility	<ol style="list-style-type: none">1. Add crossings along Blue Star Highway to St. Peter's Drive, Union Street and Main Street2. Add a pedestrian walkway along Washington Street
Alternative Transit	<ol style="list-style-type: none">1. Add bike racks, bike sharing facilities and/or repair stations Downtown2. Implement a shuttle system to transport residents/visitors between Downtown and Douglas Beach

THE VILLAGE OF FRIENDLINESS SINCE 1870

The City of the Village of Douglas was founded in 1870 when the settlement was formally platted and incorporated as a village. The City's founding years shaped its identity, giving it a foundation in both industry and agriculture. The hard work of early farmers, lumber workers, and entrepreneurs created a strong community. Its location near Lake Michigan and Kalamazoo Lake has continued to influence its development. From its humble beginnings as "Dutcher's Mill", to its later prominence in fruit farming and tourism, 1870 marked the start of a unique Michigan town with a rich, evolving history. The residents of the Village of Friendliness are connected by the shared history of the natural and built environment and the diversity of its people. The community continues to be committed to working together to forge a shared future, aware of their connections to each

other, and respectful of their differences. They value their relationship to the larger community around them. The community takes pride in their schools, parks, and public spaces. As they work to make their neighborhoods welcoming to all, they remain committed to preserving the friendly atmosphere, valuable natural resources, cultural heritage and diversity, economic health of the City.

The community recognizes that the future of The City of the Village of Douglas is connected to the natural resources and systems they depend on and enjoy, as well as the local and regional economic relationships that have developed over time. They envision a future in which fiscal and environmental health are in balance and wisely stewarded, alongside principles of resiliency and sustainability.



CHAPTER 2

COMMUNITY PROFILE

POPULATION AND ECONOMIC CHARACTERISTICS

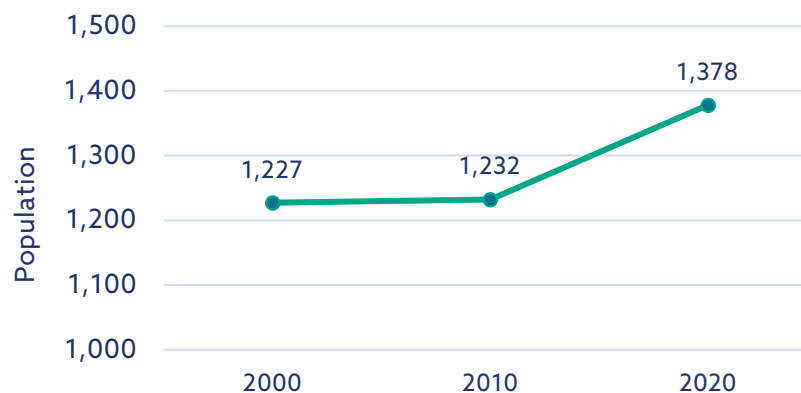


The City of the Village of Douglas attracts visitors from all over the nation and world, many of whom decide to make it their forever home. While a portion of the current residents were born and raised in the Saugatuck/Douglas area or are transplants from elsewhere, another segment lives here seasonally with residences in other parts of Michigan or the country. There is a growing need to encourage more individuals and entrepreneurs to establish permanent residency in the City. Increasing the number of permanent residents will strengthen the community and contribute to its long-term vitality, and bolster the eclectic art, food and cultural scene, which supports the local economy. The City plays an important role in providing a unique and friendly place to live for its roughly 1,380 residents.

Coastal Community Growth

The City of the Village of Douglas benefits from being a desirable coastal community, which means that it has grown during regional and statewide population decline.

FIGURE 1. POPULATION



Since the 2010 Census, the population of the City of the Village of Douglas has experienced faster growth than the previous decade. The U.S. Census reports that the population of year-round permanent residents had increased from 1,232 in 2010 to 1,378 in 2020, an 11.85% increase. Comparatively, Grand Rapids experienced a 5.47% population increase since 2010. Allegan County grew by 8.16% between 2010 and 2020. Michigan experienced a 1.96% increase in population during the same period.

WHAT THIS MEANS: Compared to regional and statewide trends, Southwest Michigan's coastal communities continue to attract new residents.

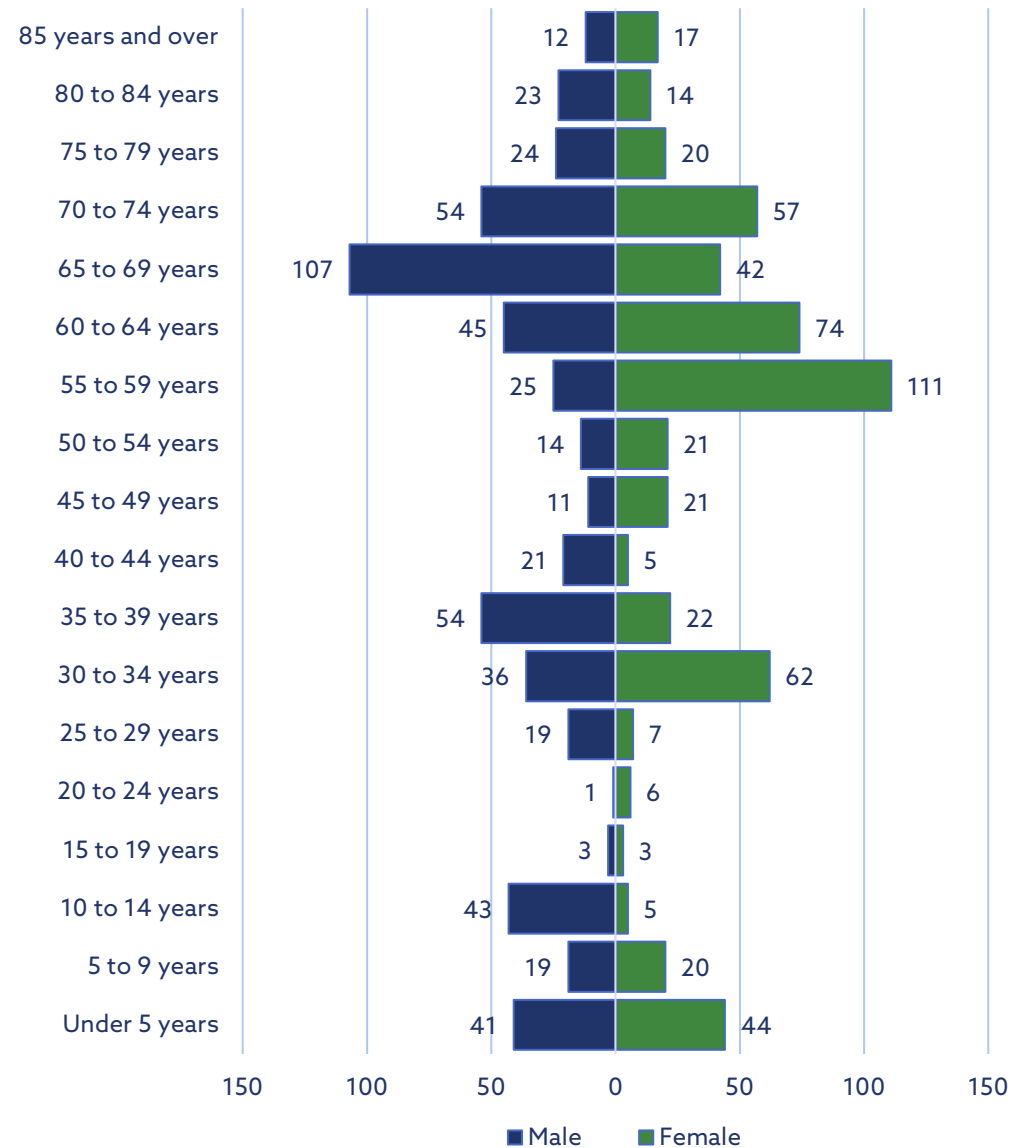
Aging Population

The population in the City of the Village of Douglas is entering or has entered the retirement years, leaving an empty-nester populace that defines the character of the community.

The population in the City of the Village of Douglas is aging. The median age as of 2010 was 54, and the American Community Survey estimated in 2022 that the median age had increased to 55.7. This is older than the county median age, which is 41.1. Nearly 40% of the population falls between ages 55 and 74.

WHAT THIS MEANS: The majority of the population in the City is either in, or near entering their retirement years. This positions the City of the Village of Douglas to be a desirable community for empty-nesters and older adults. This demographic has different economic, social and service-related needs and desires which can and should be reflected in economic development, and housing and neighborhood initiatives.

FIGURE 2. POPULATION BY AGE

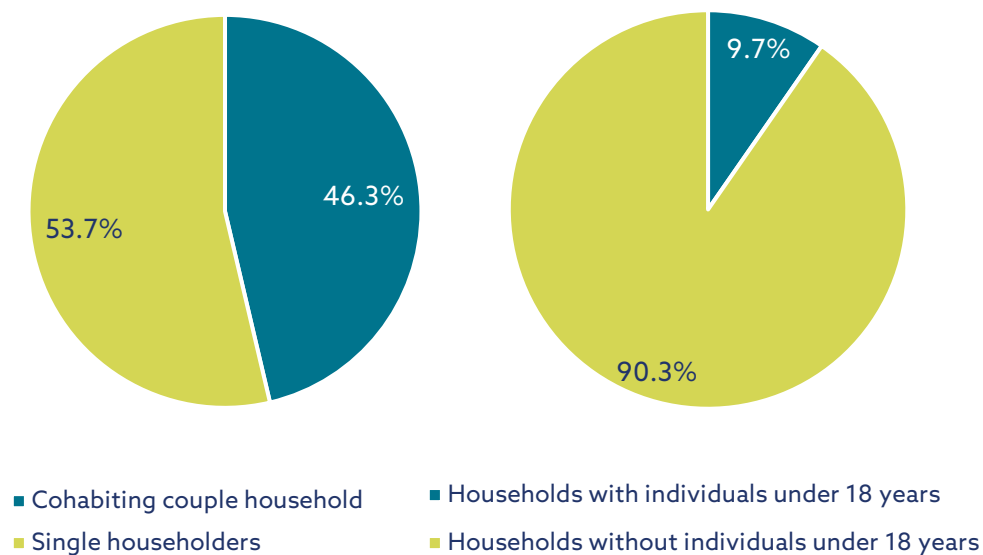


Source: American Community Survey

Diverse Life Stages and Lifestyles

Households in the City of the Village of Douglas are diverse, and are not necessarily made up two-parent households with children. The majority of year-round residents live in 1 or 2-person households, and very few households have children under age 18.

FIGURE 3. HOUSEHOLD LIVING ARRANGEMENTS



693
Total
Households

1.75
Average
Household Size

2.60
Average
Family Size

Of the 693 households in In the City as of the 2020 US Census, very few households (9.7%) have children under 18 years of age, most households (90.3%) are cohabiting couples or single householders with no children under 18 years of age in the home.

Two-partner families make up nearly half of all households in the City. Over half of all year-round residents report living alone.

The average household size is 1.75 and the average family size is 2.6 members. Both are smaller than Allegan County (2.64 and 3.07, respectively) and State (2.45 and 3.05) averages.

Source: American Community Survey

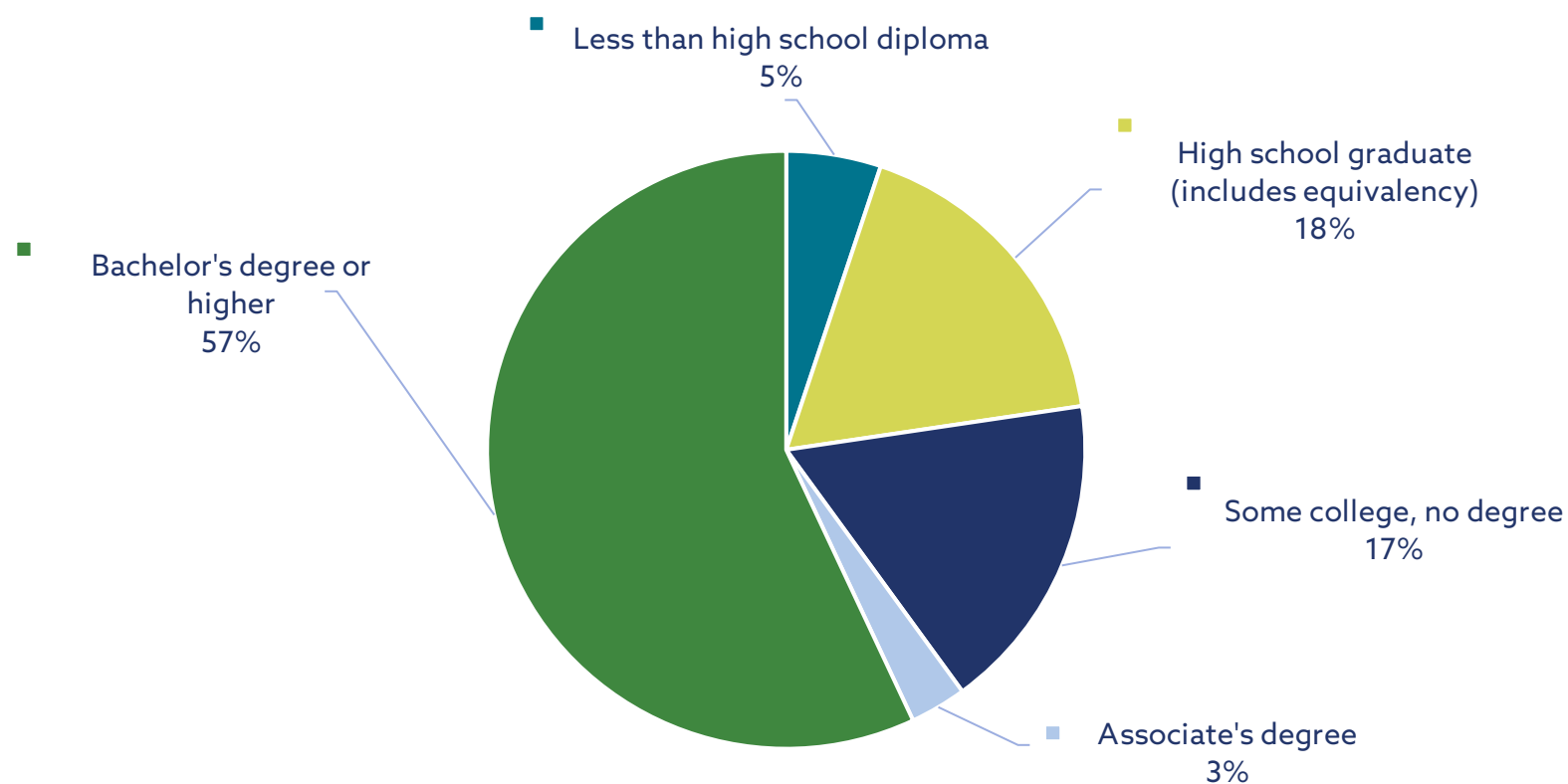
WHAT THIS MEANS: Single, unmarried and cohabiting adults make up the majority of year-round households in Douglas. However, the availability of housing stock suggests that single-family detached homes are still the predominate building type. Unfortunately, Single-family homes are also the predominant style of short-term rental. Attracting and retaining young families in these single-family homes will be crucial to supporting local businesses, the school system, and neighborhoods throughout the year, as opposed to an oversaturation of short-term rentals and visitors to the City.

Education and Income

Higher educational attainment translates into favorable economic conditions for residents, which can stimulate market growth and development in niche areas.

Educational attainment in Douglas is high. Just over 95% of year-round residents have at least a high school diploma. Around 40% of the population holds a bachelor's degree, and 16% of the population has a graduate or professional degree.

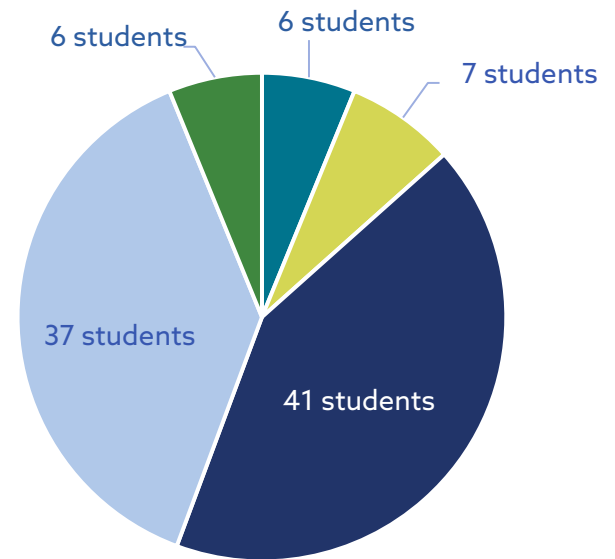
FIGURE 4. EDUCATIONAL ATTAINMENT



Source: 2021 American Community Survey

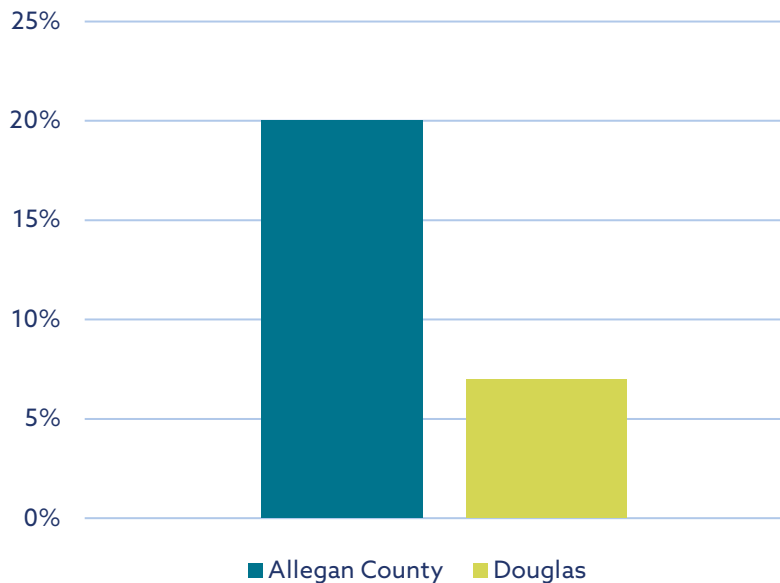
FIGURE 5. STUDENTS ENROLLED IN PRESCHOOL - 12TH GRADE

■ Preschool - 6 students	0.40% of total population
■ Kindergarten - 7 students	0.50% of total population
■ Elementary - grades 1 to grade 4 - 41 students	2.90% of total population
■ Elementary: grade 5 to grade 8 - 37 students	2.68% of total population
■ High school: grade 9 to grade 12 - 6 students	0.40% of total population



Source: 2021 American Community Survey

FIGURE 6. STUDENT ENROLLMENT COMPARISON



WHAT THIS MEANS: High educational attainment of residents in a community translates into better job security, less unemployment, higher median incomes and greater disposable income; all drivers for favorable market conditions.

The current total number of students enrolled in preschool through 12th grade is 97, which is only 7% of the total population. This tells us that there are fewer families with school-age children living in Douglas.

In comparison, the percentage of students enrolled in preschool through 12th grade in Alleghan County is 20% as shown in Figure 6.

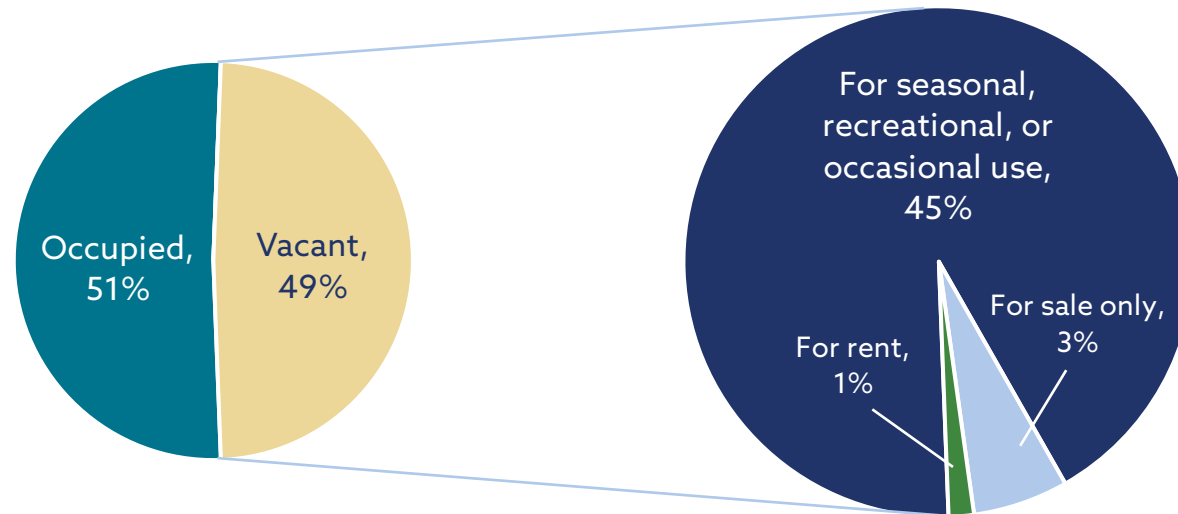
Housing and Development

The ratio of seasonal and year-round residents and housing stock in Douglas is changing. The quantity of both occupied and seasonal housing units increased in Douglas between 2010 and 2020.

Total housing units in Douglas increased by 310 units or approximately 37% during the decade. Seasonal housing increased by 276 units over the same period. In 2010, seasonal housing units in Douglas accounted for approximately 244 (23%) of the total 1,075 housing units. This is less than the 520 (45%) seasonal housing units of the total 1,155 housing units estimated for the year 2022.

Although the U.S. Census does not report the seasonal population, information on seasonal home vacancies is provided. Seasonal vacant housing units include those that are used for summer or winter sport/recreation, such as cottages and hunting cabins, and intended for occupancy in certain seasons of the year, or used as short-term rentals. These seasonal vacancies offer insights into the population dynamics of a community throughout the year, which is particularly relevant for areas experiencing a notable increase in the seasonal population during warmer months.

FIGURE 7. HOUSING OCCUPANCY

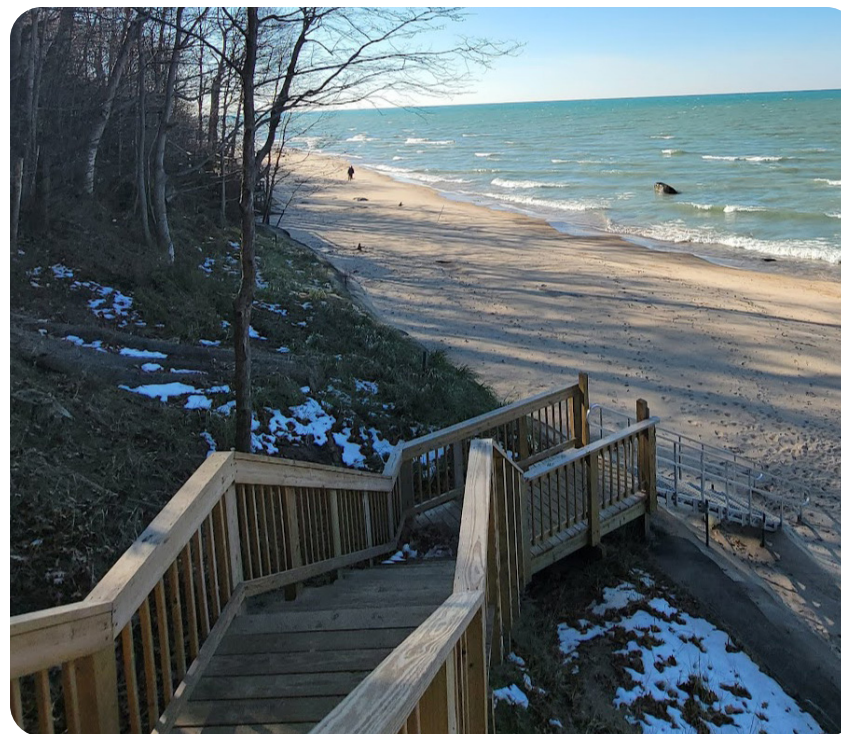


Source: 2021 American Community Survey

As mentioned, Douglas has a total of 1,155 housing units according to the 2020 U. S. Census. The 2022 American Community Survey indicates that nearly 49% of these housing units were estimated to be vacant. Among these vacant units, approximately 92%, totaling 520 units, were reported to be vacant for seasonal, recreational, or occasional use.

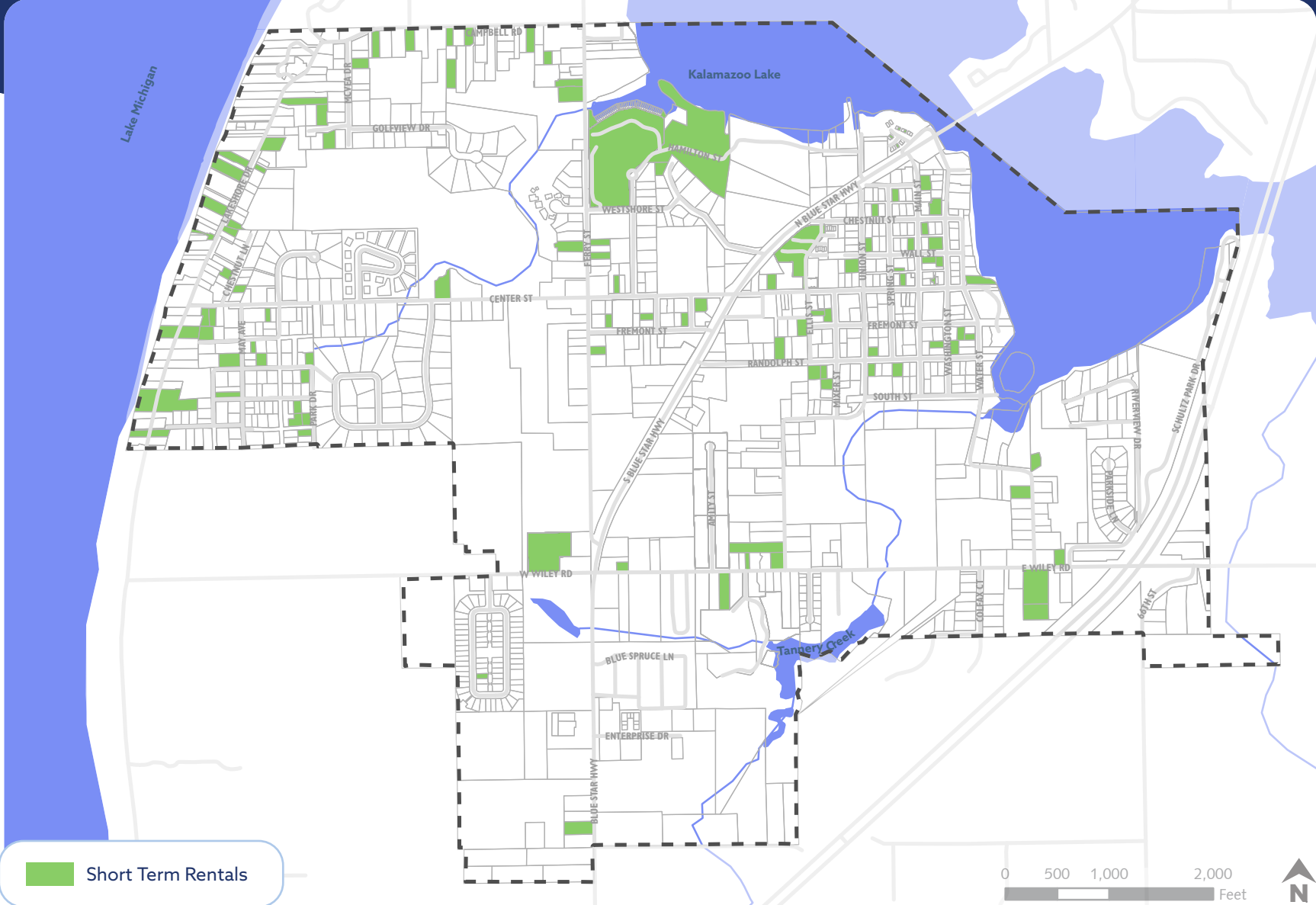
Douglas and other shoreline communities commonly feature numerous short-term rental units, often leased for short periods of time (30 days or less) using services provided through online platforms. In Douglas, the number of short-term rental listings grew from 114 in September 2022 to 160 in September 2023, as reported by bnbvestor.com. Bnbvestor is a private online platform that provides vacation rental data and analytics to help people find potential investment properties to purchase that are currently available.

The majority of registered short-term rental properties in Douglas are located along the Lake Michigan and Kalamazoo Lake shoreline as shown in Map #1. According to the information provided by the City there are a total of 346 parcels that are registered as a short-term rental, and/or the property owner does not claim a principal residence exemption (a tax exemption for homes that are claimed as the principal or main residence). Other residences owned by the same property owner do not qualify for the exemption – these “other residences” are typically seasonal homes, or both. This map provides insight into the distribution of properties that are not occupied by permanent residents.



WHAT THIS MEANS: The local economy and Saugatuck Public Schools are better supported by year-round residents. The decline in permanent residency has a domino effect on the vitality of local businesses during winter months, which is not sustainable long-term. If a similar increase in seasonal housing units is seen during the next decade, Douglas could see over 50% seasonal units by 2030. Maintaining a balance of seasonal and year-round residents is important for the health and vitality of the community as a whole.

MAP 1: SHORT TERM RENTALS



Source: City of the Village of Douglas Clerk's Office, November, 2024

Economic Trends of Seasonal Business

As detailed in the previous section, Douglas' seasonal ebbs and flows are also reflected in the local economy. The Douglas economy is largely comprised of businesses that thrive during the summer months when seasonal populations increase.

The vast array of art galleries, boutiques, restaurants and service industries serving a seasonal population are the dominant types of businesses found along Center Street in the downtown district. Blue Star Highway consists of medium to larger-scale retail, service and hospitality uses. Residents have noted that many of these businesses struggle to stay afloat and the turnover in some of the storefronts is quite frequent.

WHAT THIS MEANS: Quick turnover of businesses and empty storefronts can have a negative impact on the sense of vibrancy of the City, particularly during the winter months.

Short-term Rental Impacts

Short-term rentals can significantly impact a local economy by increasing tourism and providing a source of income for property owners, which can stimulate local businesses such as restaurants, shops, and entertainment venues. The influx of visitors often leads to higher seasonal demand for goods and services, creating jobs and supporting local entrepreneurship. The increase in revenue from visitors can be beneficial for infrastructure and other public improvements. However, greater numbers of short-term rentals can also contribute to housing shortages and increased property prices, potentially displacing long-term residents and altering community dynamics. As of November, 2024, the City has not implemented a cap or other zoning-based measures to limit or control the number of short-term rentals permitted.

Adjacent shoreline communities also struggle seasonally due to the higher vacancies and population decrease in the winter months. The City of Saugatuck has employed a limit of no more than 20% of the existing housing stock for short-term rental use.





CHAPTER 3

NATURAL FEATURES



Anishinaabe Roots

The City of the Village of Douglas is characterized by a diverse natural landscape that sustained the area's indigenous people for centuries. The Anishinaabe people viewed the natural world as being infused with spiritual significance. Landforms in Douglas, such as rivers, groves, forests, dunes, and the Lake Michigan shoreline were sites for ceremonies, storytelling, and gathering. These landforms also served as resources that provided food, such as fish, small and large game, and fertile soils along the Kalamazoo River and its tributaries conducive for planting crops.

The Douglas shoreline remains largely natural, allowing visitors to appreciate the land similar to how the Anishinaabe would have. Along the lakeshore, the sandy beaches, rolling dunes, and pristine woodlands offering stunning views of Lake Michigan remain from formations that long predate human settlement in the area. Inland, the terrain shifts to gentle hills and fertile farmland, adorned with orchards and vineyards thriving in the region's favorable climate. The Kalamazoo River provides opportunities for recreational activities such as boating, fishing, and leisurely walks along its banks. These natural assets contribute significantly to the appeal of Douglas, and continue to encourage outdoor exploration and appreciation of the cultural significance of the area to the Anishinaabe people.

Topography

The topography of the area is largely characterized by the dune and backdune ecosystems that characterize coastal towns along the Lake Michigan shoreline. As seen in Maps 2 and 3, there is a correlation between dune ecosystems and the terrain in the City, which are prevalent in close proximity to Lake Michigan.

Lakeshore - Dunes - High Risk Erosion Areas, Critical Dune Areas

The freshwater sand dunes along the Great Lakes are the largest collection of freshwater dunes in the world, and are home to abundant flora and fauna, serene views, unique topography, and abundant natural resources. They are extremely important to the areas they occupy, and are a crucial barrier between coastal towns and the often harsh conditions that occur on the Great Lakes.

As exemplified by the nearby ghost town of Singapore, buried by shifting sands that were loosened as a result of localized deforestation, dunes are an important feature to protect. Map 3 shows the Critical Dune Areas, dunes that are protected from certain developmental, tree removal, and recreational activities, within the City of Douglas.

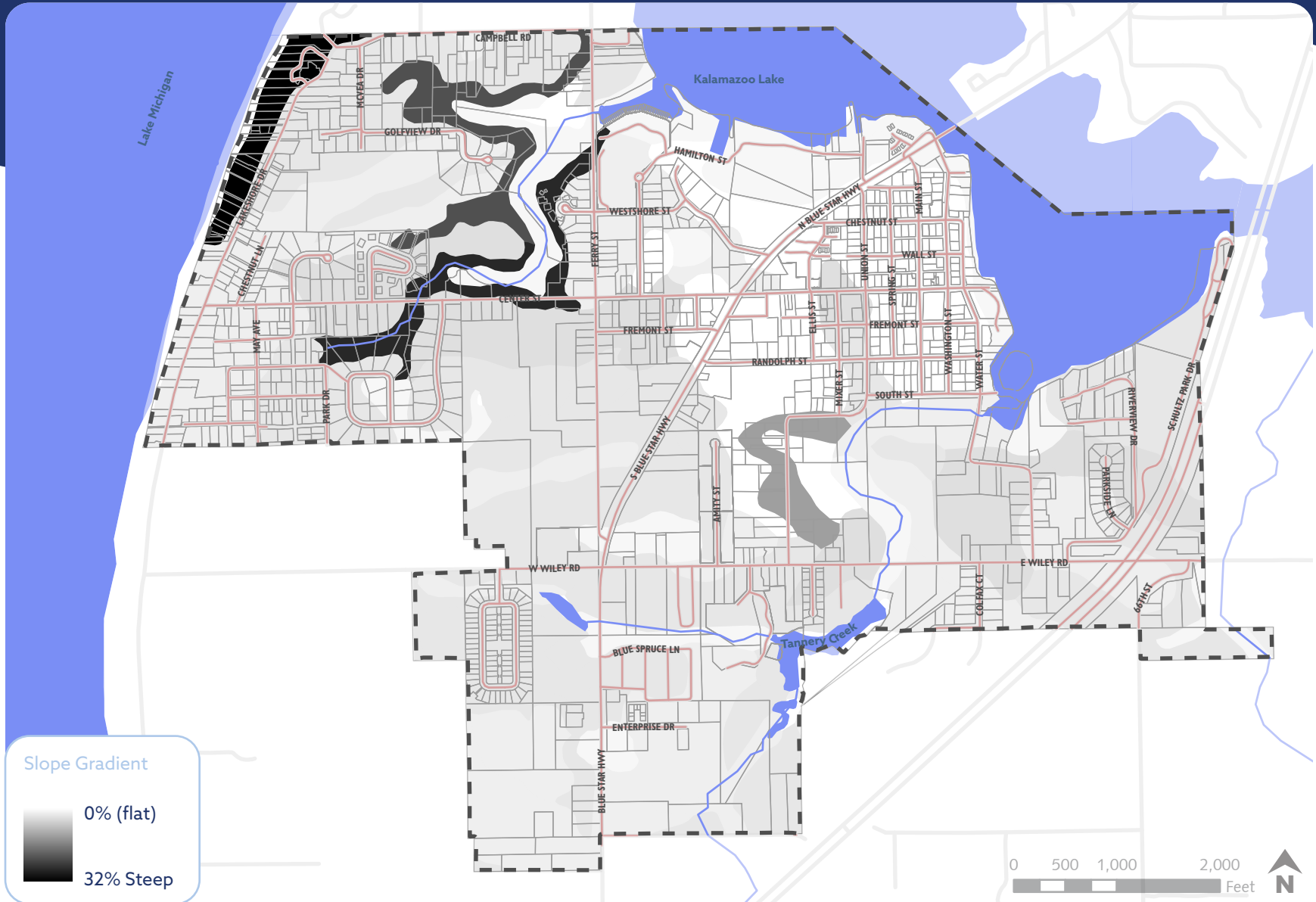


Kalamazoo Lake Waterfront

Kalamazoo Lake, a haven between Lake Michigan and the rolling agricultural land to the east, has long provided shelter and recreational opportunities for boaters traversing the Kalamazoo River and Lake Michigan. Presently, the River and Lake are popular for recreational boaters and kayakers. The Douglas side of the Lake is home to marinas and park spaces, providing residents and visitors access to the water.

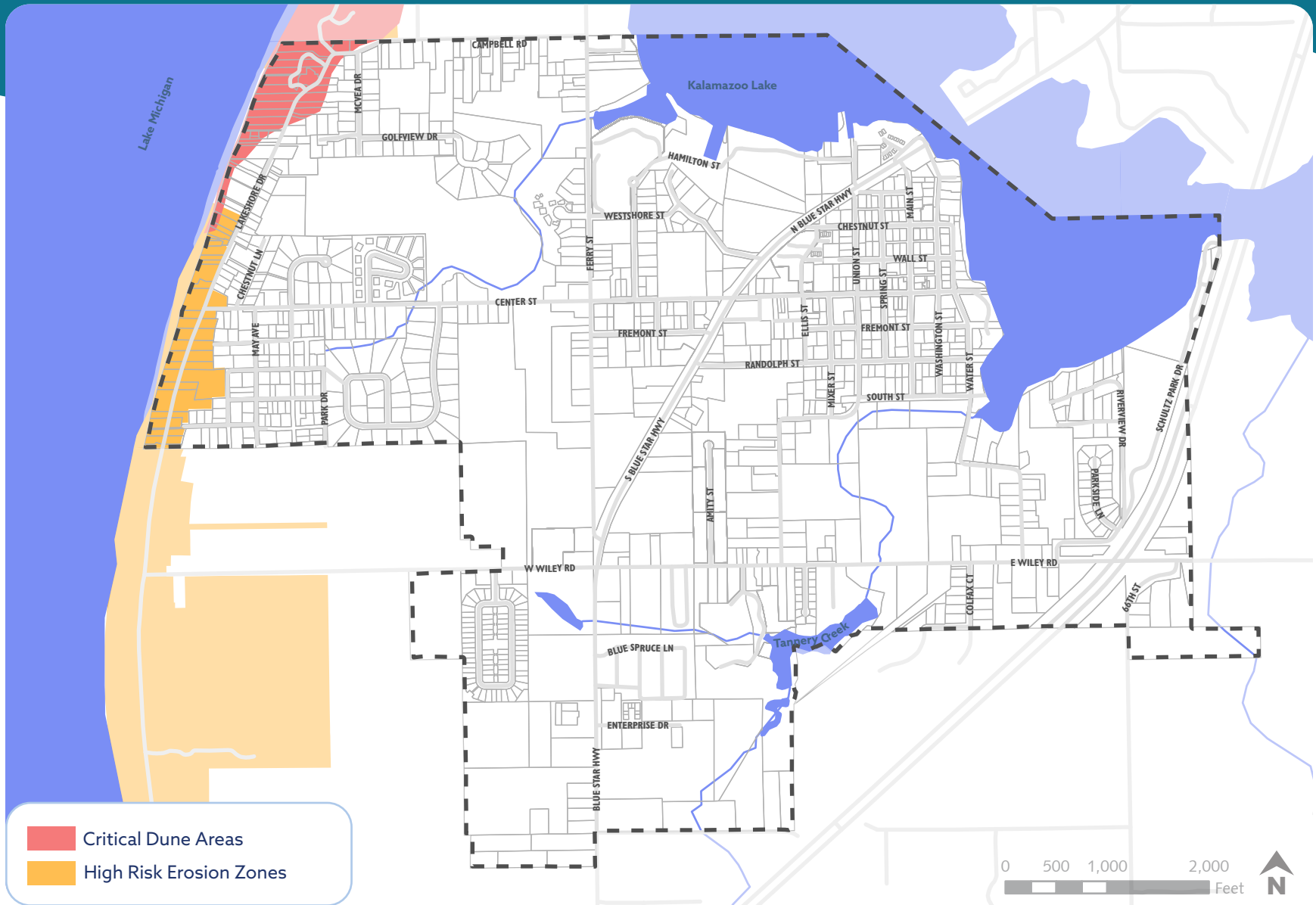
Howard Schultz Park, Wade's Bayou Park, Veterans Walk Park, Douglas Marina, and other publicly owned rights of way all provide public access to the waterfront either through docks and launches, fishing, or play. The Union Street Launch Site is the only publicly-owned access to Kalamazoo Lake downstream from the height-limited Blue Star Bridge.

MAP 2: TOPOGRAPHY



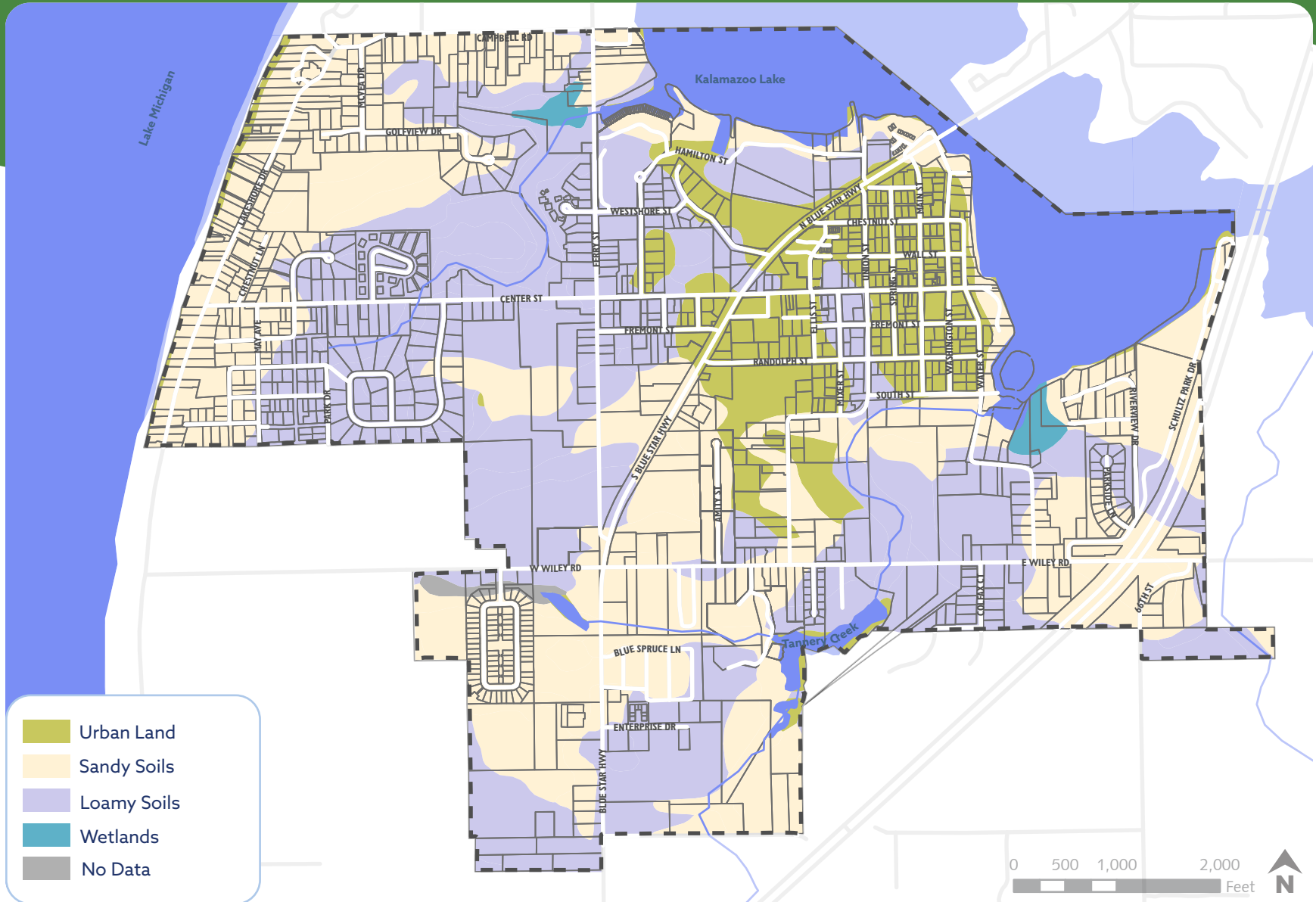
Source: Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. 2005

MAP 3: SHORELINE FEATURES



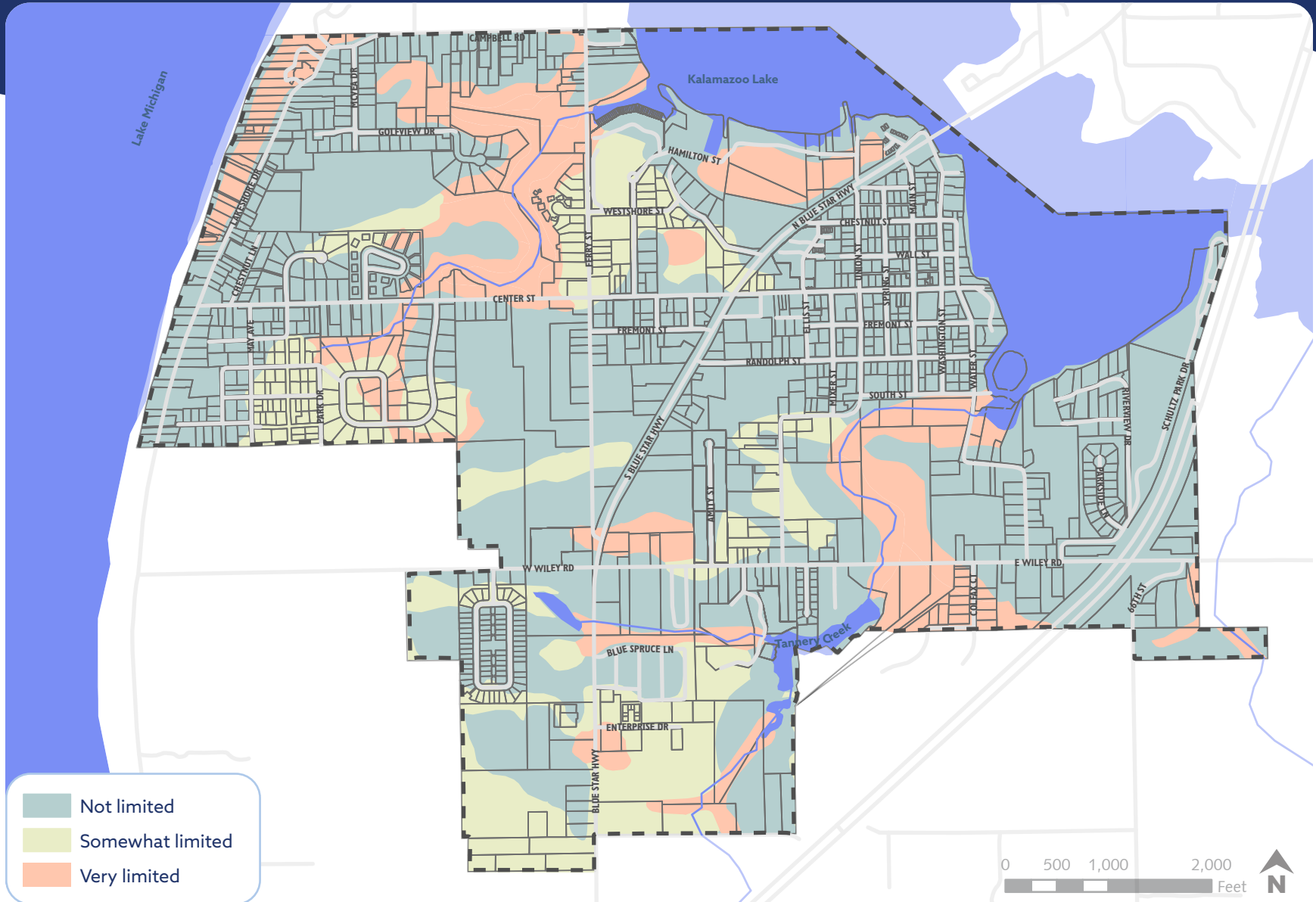
Source: Michigan Department of Environment, Great Lakes, & Energy (EGLE) Critical Dune Areas, 1996. High Risk Erosion Zones, Mid-1990.

MAP 4: SOIL CLASSIFICATION



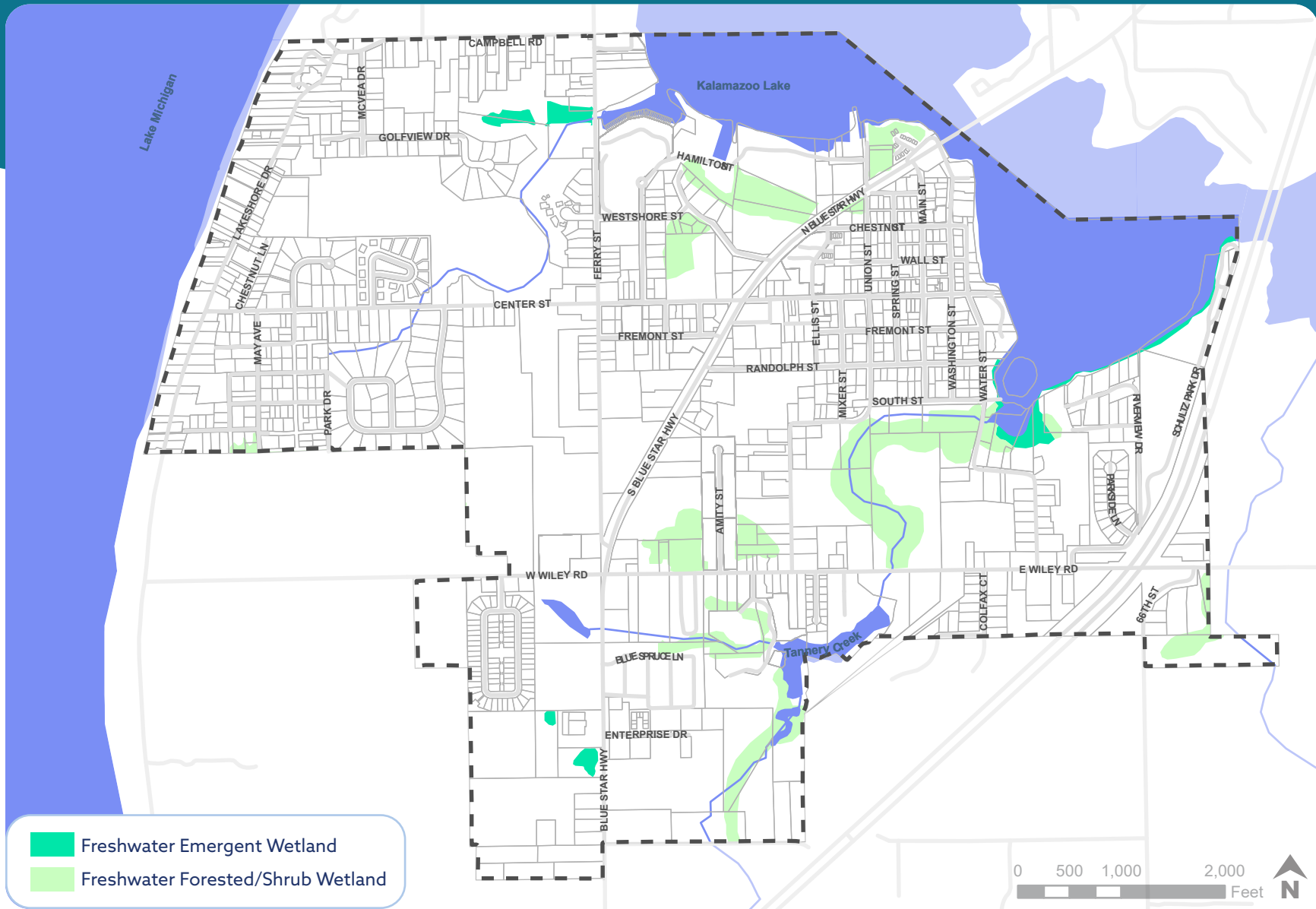
Source: Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. 2005

MAP 5: BUILDING SUITABILITY



Source: Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. 2005

MAP 6: WETLANDS



Source: Michigan Department of Environment, Great Lakes & Energy (EGLE). National Wetland Inventory 2005

Soils

The soils in the City of the Village of Douglas are diverse, but are generally comprised of sandy, coarse, and loamy soils that are well draining, as shown in Maps 4. This is generally a result of the dune and hind dune nature of much of the City. Proximity to Kalamazoo creates presence of hydric soils, which can affect suitability of soils for development, as shown in Map 5.

Hydrology

Water that falls on the City of Douglas generally runs off in two directions: into the Kalamazoo River Watershed, or directly into Lake Michigan. The Kalamazoo River Watershed covers the bulk of the City, while only the coastal areas in the City drain directly into Lake Michigan.

Land Cover

Land cover refers to the vegetation and land use present within a particular community. In the case of the City of the Village of Douglas, the land cover data was obtained from the National Land Cover Dataset (NLCD) prepared by the United States Geological Survey (USGS) in 2021. This dataset was generated by analyzing Landsat TM satellite imagery through an automated computer-based process. To ensure accuracy, an assessment of the satellite data was conducted, which involved comparing it to aerial photographs to evaluate the quality of the computer-based interpretation.

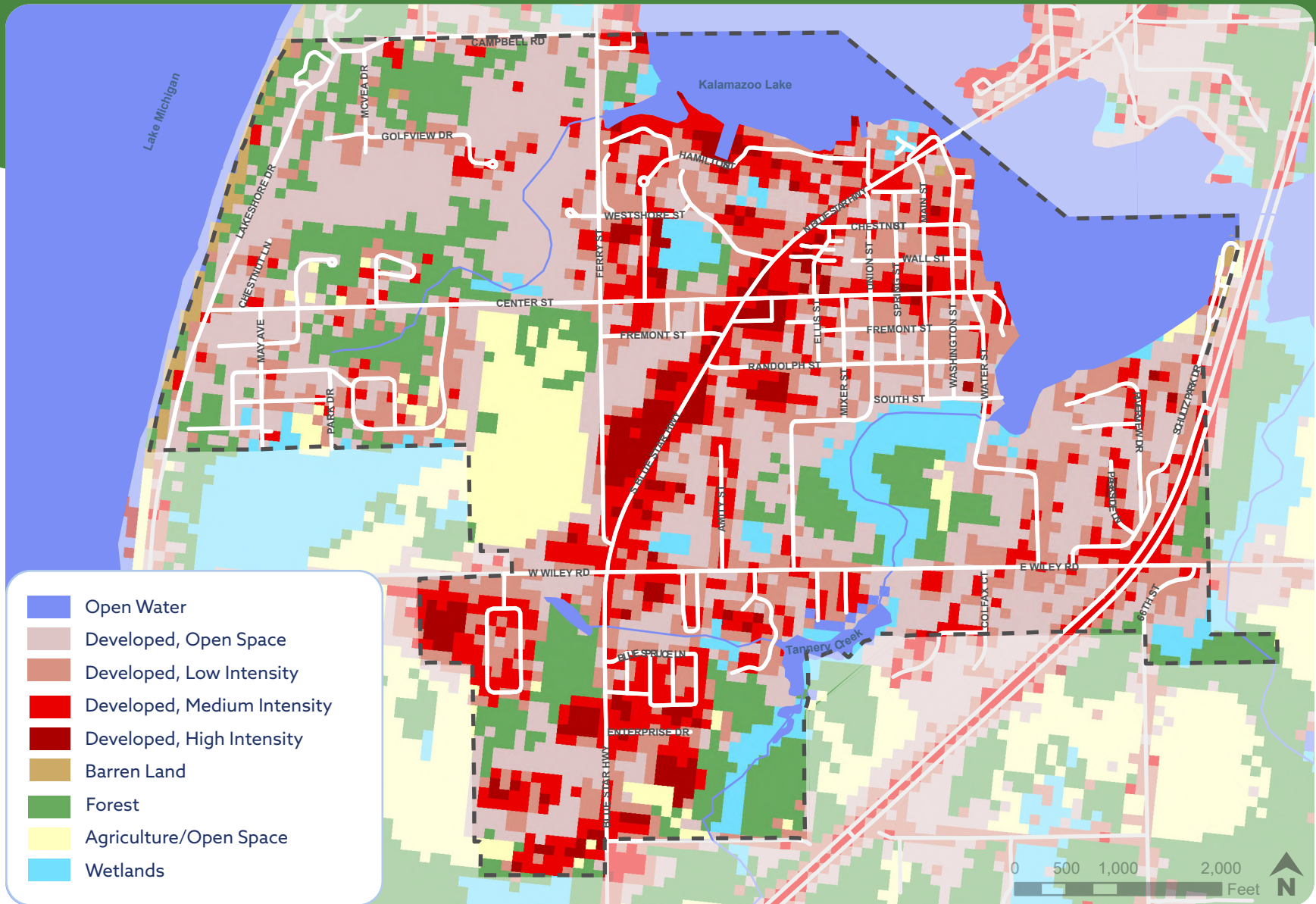
The 2021 data was released in 2023 to provide information on the Nation’s land cover and land cover change. The information is useful in determining the distribution of vegetation and development patterns and their change over time throughout the City. The 2021 NLCD includes various classes of land cover type based on a modified Anderson level II classification system. While the land cover data may not be entirely accurate, it provides a broader understanding of the overall land cover composition within the City of the Village of Douglas.

As shown in Map 7, the City is largely urbanized, with nearly 70% of the land area in the City being classified as some form of developed land. The next greatest land use in the City is forest or tree cover. Less than 6% of land in the City is considered open space, and around 5.5% is considered wetlands. Table 2 shows the land cover breakdown as provided by the 2021 NLCD.

TABLE 2: 2021 NATIONAL LAND COVER DATASET

Land Classification	Acres	Percentage of City Area
Open Water	98.1	7.7%
Developed, Open Space	364.3	28.5%
Developed, Low Intensity	261.3	20.4%
Developed, Medium Intensity	191.0	14.9%
Developed, High Intensity	60.0	4.7%
Barren Land	9.3	0.7%
Forest	161.5	12.6%
Agriculture/Open Space	63.6	5.0%
Wetlands	69.8	5.5%

MAP 7: LAND COVER



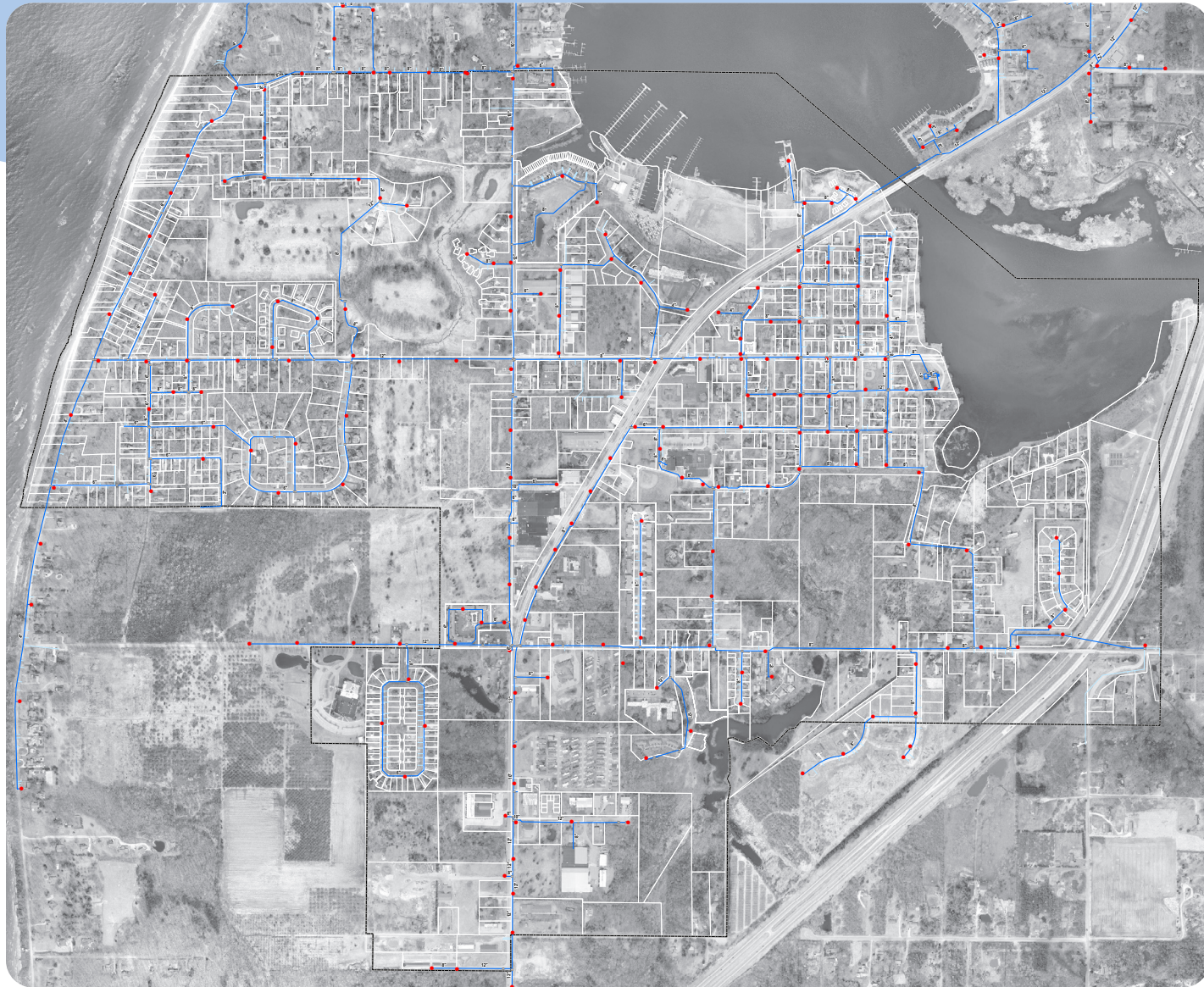
Source: United States Geological Survey, National Land Cover Dataset, 2021



CHAPTER 4

COMMUNITY FACILITIES & INFRASTRUCTURE

MAP 8: WATER SYSTEM

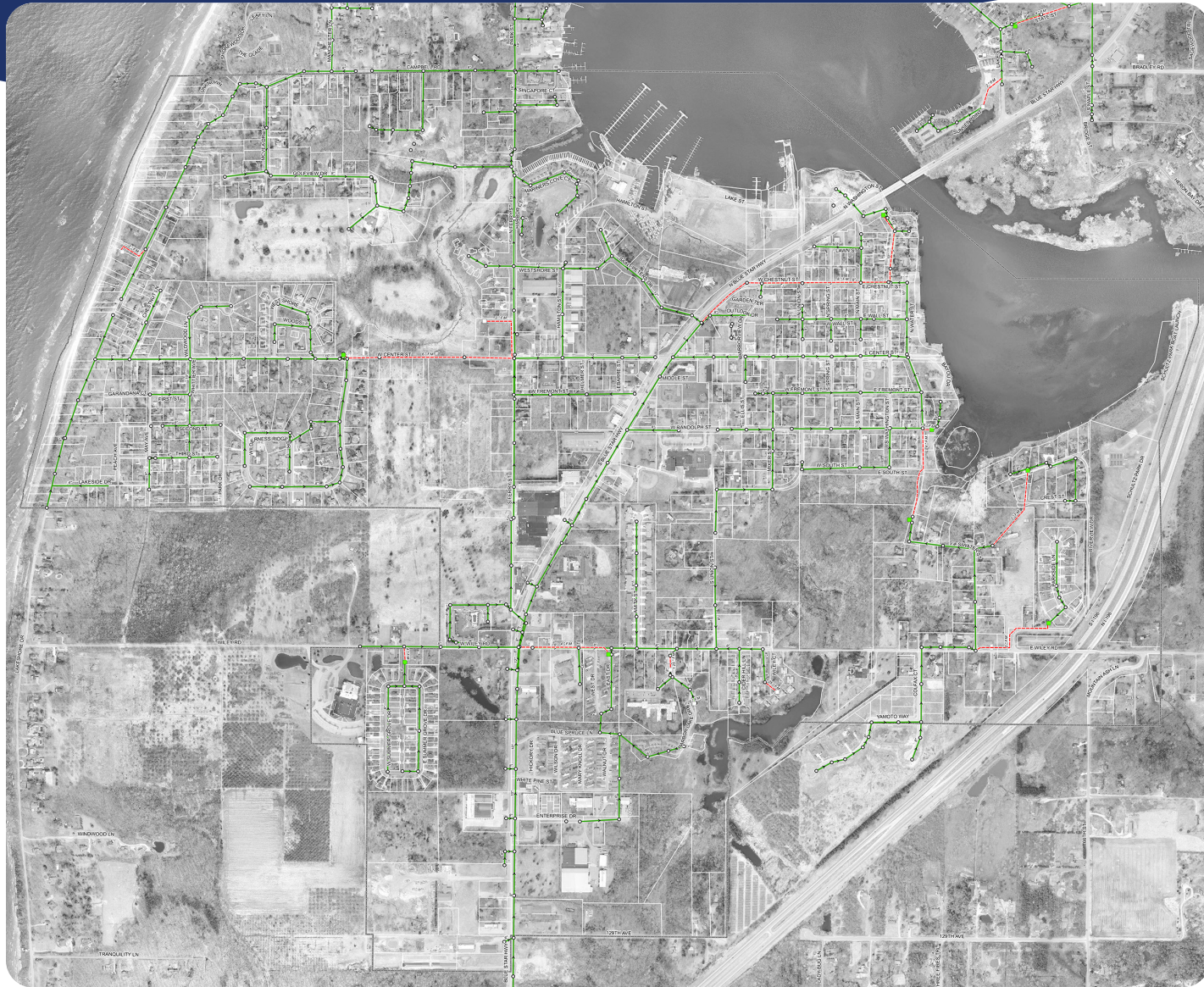


- Hydrant
- ⊗ System Valve
- Water Main
- Water Service



Source: Fleis & Vandenbrink, 2024

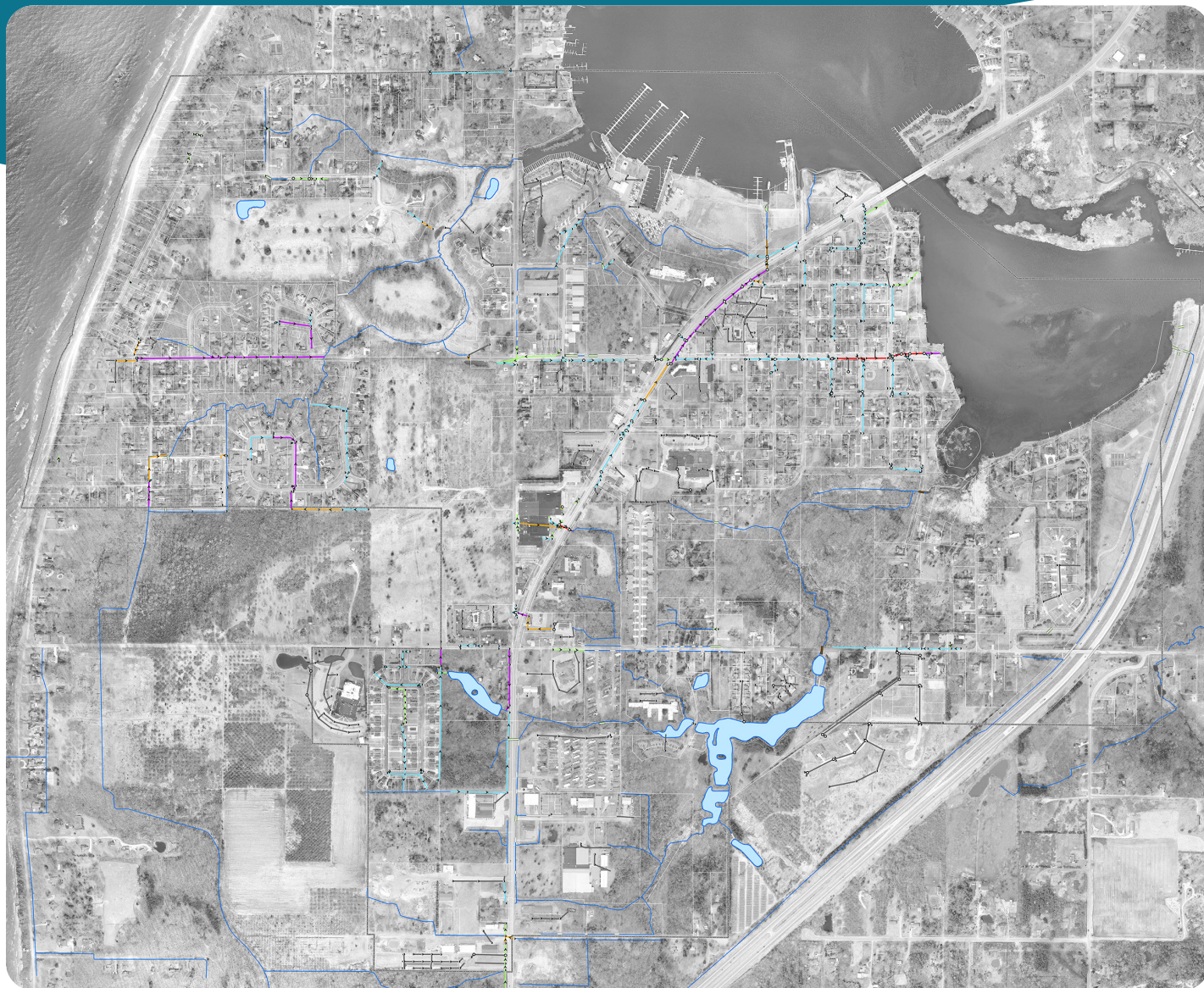
MAP 9: SANITARY SYSTEM



- Public Lift Station
- Private Lift Station
- Manhole
- ➔ Gravity Main
- Force Main

Source: Fleis & Vandenbrink, 2024

MAP 10: STORM SYSTEM



Gravity Main Diameter

- 10" or smaller
- 12" - 15"
- 16" - 18"
- 21"
- 24"
- 48"

Culvert Diameter

- 24" or smaller
- 40" - 72"

- City's Catch Basin
- Others' Catch Basin
- City's Manhole
- Others' Manhole
- Others' Gravity Main
- Others' Culvert
- Pond
- Open Drain

Source: Prein & Newhof, 2024

Interurban Transit Authority

The Interurban Transit Authority is the demand-response based public bus system operating in Saugatuck, Douglas, and Saugatuck Township. Buses run 7 days a week and can be reserved as soon as 15 minutes out from a given time. The system's mission is to, "provide safe, reliable, efficient and affordable transportation that connects our community, promotes sustainability, and enhances the quality of life for all people of Saugatuck, Douglas, and Saugatuck Township."

Police

The Police Department is located at 47 W. Center Street and consists of one chief, a corporal, three officers, and an office clerk who serve the City 24 hours a day. According to the Police Department webpage, criminal

incidence is relatively low, and much of the department's time is spent on patrolling. The Police also play an important role in ensuring safety and order during the many community events held in the City, such as Pride events, the Halloween parade, and Octoberfest.

Fire

The Saugatuck Township Fire Department serves the City of the Village of Douglas in addition to the City of Saugatuck and Saugatuck Township. The Department has 17 pieces of fire and rescue equipment, including fire engines, rescue boats, medical response units, and more. The Department operates one station located centrally in the tri-community area at 3342 Blue Star Highway and has a personnel count of 27 firefighters, first responders, and officers. The Department is governed by a 7-member board.

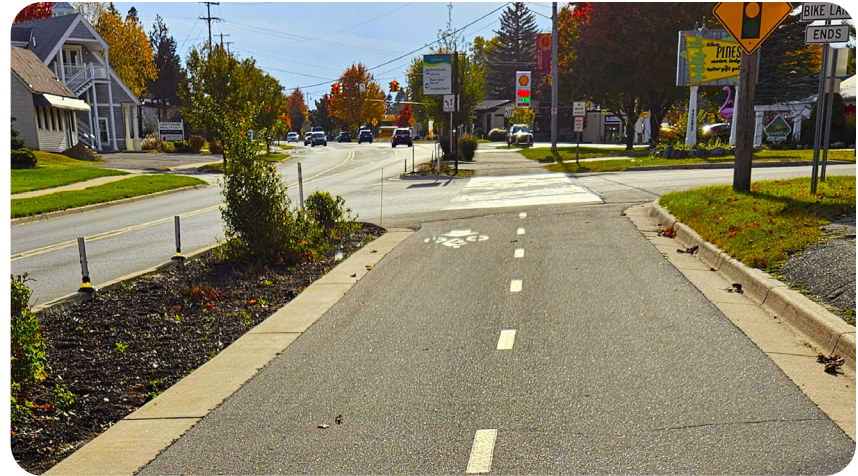




Library

The Saugatuck-Douglas District Library serves both cities, and is located on the Douglas side of Kalamazoo Lake at 174 Center Street. Prior to April of 2010, the Library leased its building and property from the City of Douglas, which gifted the space to the District Library on April 6th, 2010.

The library's mission is to, "be a welcoming place that supports lifelong learning, inspires the exploration of ideas and culture, and enriches the lives of all our users through diverse materials, programs and services."



Schools

The City resides within the Saugatuck Public School District, which enrolled 793 students in the 2023-2024 school year. Consisting of three schools: Douglas Elementary, Saugatuck Middle and High Schools, the City of the Village of Douglas is home to Douglas Elementary.

Non-Motorized Transportation

Residents of Douglas and the surrounding area have access to numerous non-motorized facilities, including the Beach to Bayou Trail, Beeline Trail, and the developing Blue Star Linear Trail. The Tri-Community Parks and Recreation Plan also calls out a proposed Saugatuck-Douglas Kalamazoo River Water Trail, that would provide water-based activities for residents and visitors.

Parks and Recreation Facilities

According to the 2024 Tri-Community Parks and Recreation Plan, which is a joint effort between the cities of Douglas and Saugatuck and Saugatuck Township, the City of Douglas has 10 unique parks and recreation spaces. These facilities and any planned improvements are highlighted here.

ALICE MCCLAY PARK

- Planned Improvements: adding parking, accessible paths, and signage.

BEERY FIELD

- Planned Improvements: Lighting, electric, scoreboard, and fencing improvements, addition of a storage facility for DPW, and consideration of an outdoor skating rink.

DOUGLAS BEACH

- Planned Improvements: Bathroom facilities upgrade to be ADA compliant, potential additional parking, installation of potable water and irrigation, lighting and electric upgrades, enhancement of dune resiliency, and acquisition of adjacent land when available.

DOUGLAS MARINA

- Planned Improvements: Demolition or restoration of existing unsafe structures, installation of ADA-compliant bathroom facilities, new pavilion and landscaping, expansion of the docking system, installation of a new seawall, paving of parking areas, installation of irrigation, and upgrades to water and electric systems.

PRIDE CELEBRATION GARDEN

- No improvements suggested. The park features landscaping, seating, and a wall honoring lost loved ones.

VETERANS PARK

- Planned Improvements: Installation of a new seawall and memorial flagpole, improvements to the parking area and landscaping.

ROOT BEER BARREL

- Planned Improvements: Acquisition of adjacent land (when available), excavation, leveling, and landscaping of surrounding land, construction of an additional building for food prep/storage, and addition of a pavilion. Recent improvements include the connection to water and sewer for newly constructed restroom facilities, additional angled parking along Ferry Street, and high speed internet.



SCHULTZ PARK

- Planned Improvements: Dog park upgrades including pavilion construction, potable water provision, additional shade trees, new ADA-compliant bathroom facilities, expansion of pickleball courts, addition of a disc golf course, excavation, leveling, and landscaping near the pavilion, addition of a 5-12 year old section to the playground, installation of an adult fitness area, replacement and expansion of bleachers with a concrete base, paving and increasing parking around pickleball courts and pavilion, lighting and electric service upgrades, scoreboard upgrade, construction of a storage facility for DPW, shared use path connection from Wiley Road, and improvements to the sand volleyball area.

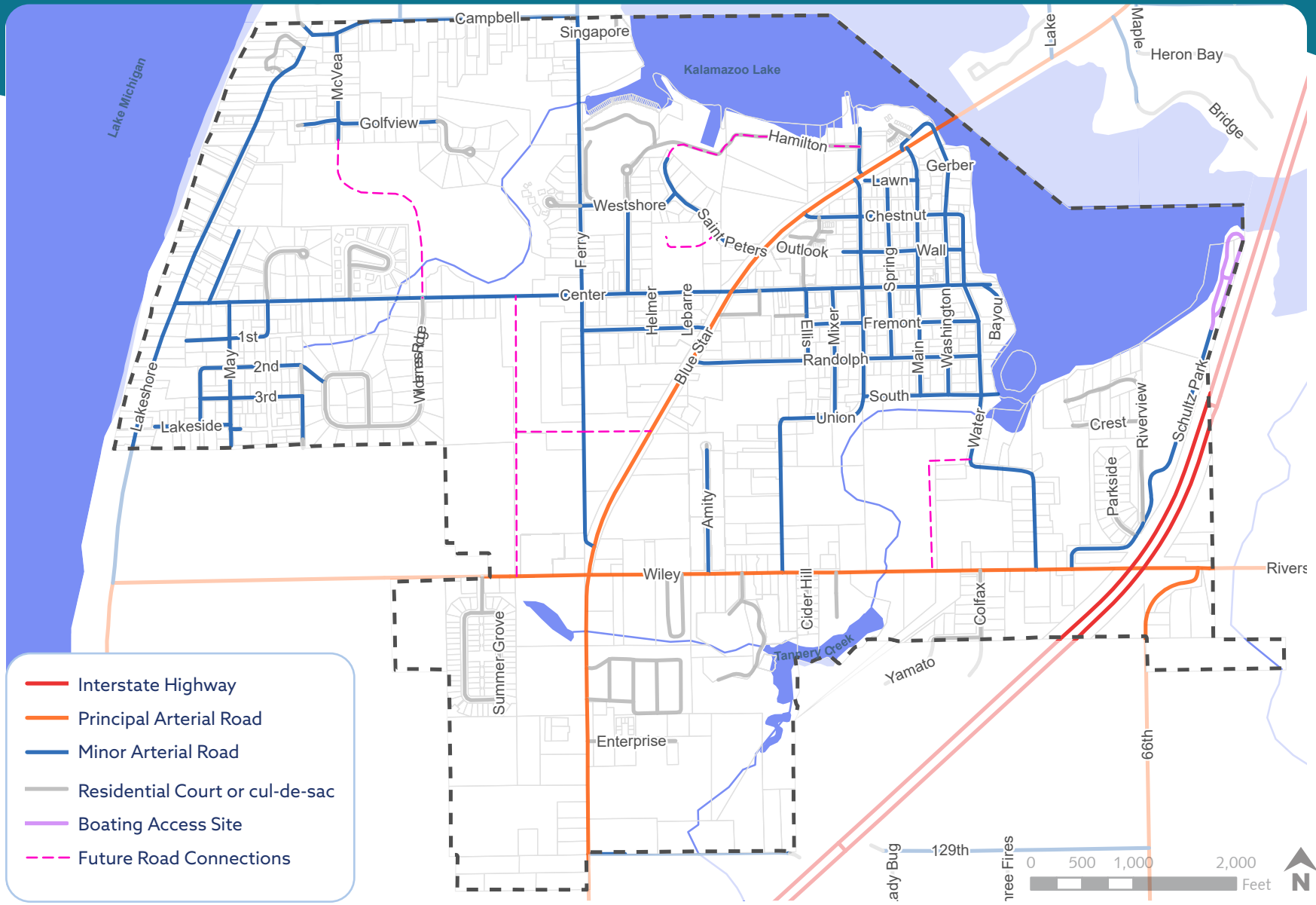
UNION STREET LAUNCHING SITE

- Planned Improvements: Wayfinding signage, expanded park areas, and a fishing deck.

WADE'S BAYOU MEMORIAL PARK

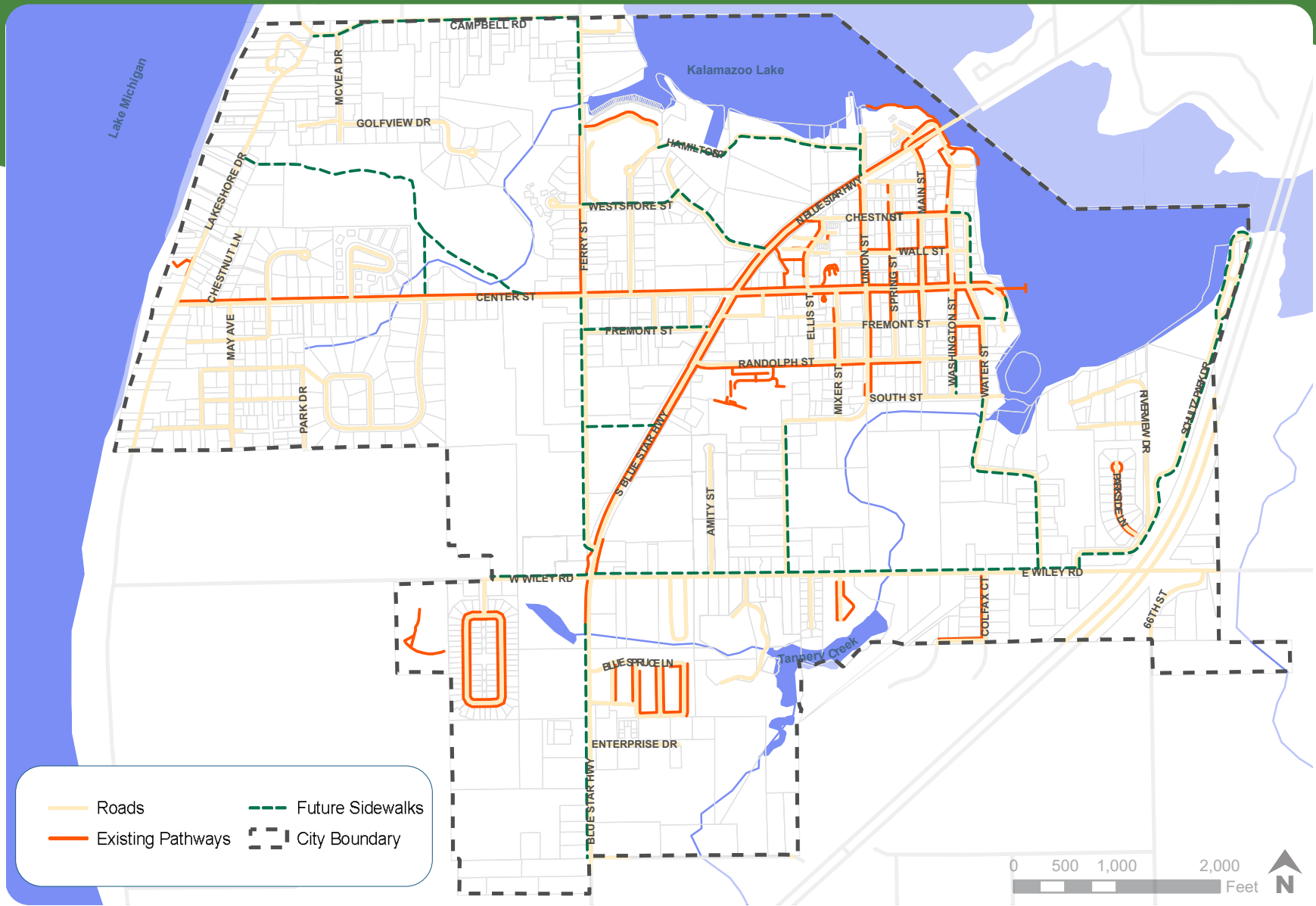
- Planned Improvements: Addition of ADA-compliant restroom facilities, new pavilion, playground upgrades, improvements to the parking lot, and expansion of water-related recreational facilities.

MAP 11: ROADS



Source: Williams & Works, 2024

MAP 12: SIDEWALKS



Source: Williams & Works, 2024



CHAPTER 5

COMMUNITY ENGAGEMENT



WHAT IS COMMUNITY ENGAGEMENT?

- » Community engagement is the process of involving people in important public planning decisions that affect their daily lives.
- » Engagement enables informed decision-making and provides an incentive for good governance by promoting shared decision-making among elected and appointed officials and members of the community.
- » Engagement supports an open approach to managing risk by providing a strong foundation for understanding decisions and building trust within a community for future land use and development decisions.

COMMUNITY ENGAGEMENT OBJECTIVES

Input from community residents and stakeholders during the planning process serves as the foundation of the goals and objectives of this Plan. Community engagement not only gives a voice to the City's diverse perspectives, it fosters a sense of ownership and trust in the outcomes. By actively involving residents, stakeholders, and local organizations, the City can create more inclusive, transparent, and well-supported plans and policies that reflect the true needs and aspirations of the community. The following are the three main objectives of community participation in the master planning process.

1 Inclusivity and Representation

Ensuring that a diverse range of community voices are heard and represented in the planning process, which helps to create a more equitable and comprehensive Master Plan that addresses the needs and concerns of all community members.

2 Transparency and Trust Building

Promoting transparency in the planning process and building trust between residents and stakeholders of the community and City staff and officials. This involves open communication, sharing information, and fostering a sense of collaboration and partnership.

3 Better Decision-Making and Ownership

Enhancing the quality and acceptance of the Master Plan by incorporating local knowledge, preferences, and feedback. Engaged communities are more likely to support and take ownership of the plan, leading to more effective implementation and long-term success.

COMMUNITY SURVEY

From December 1 to December 31, 2023, the City of the Village of Douglas held an online community survey to gather public input on community development, housing, transportation, and other related land use topics relevant to the master plan update. The survey responses provided a considerable amount of quantifiable data and insight to help provide policy direction throughout the City's Master Planning process.

The survey was organized to gather responses from the residents and other stakeholders of the City. A total of 25 questions were asked via the online survey tool Survey Monkey. A total of 210 responses were received by the deadline with a 90% completion rate. The 210 responses out of a population of 1,378 people (2020 Census) is approximately 15% of the population, which is considered a "representative sample" of the population of the City of Douglas. A representative sample is a subset of a population that accurately reflects the characteristics of the entire population. The percentage of the population that constitutes a representative sample depends on various factors, including the size and diversity of the population, as well as the specific criteria for representation.

In statistical terms, the goal is to have a sample that is large enough and diverse enough to capture the key characteristics of the population. Generally, a sample size of around 5-10% of the population is often considered reasonable for achieving representativeness in many cases. While 15% of the population may seem low, it exceeds the generally recognized 5-10% that is normally indicative of a representative sample.

The survey was successful as it resulted in objective quantifiable information from a large number of people compared to typical participation in other forms of public input like community open houses or visioning meetings. The survey enabled respondents to provide anonymous replies using a "check-the-box" format to expedite the completion of the online form and maximize the rate of response. Some questions allowed the respondents to leave "other" comments that may not have been covered with the multiple-choice options. And finally, some open-ended questions allowed respondents to comment with whatever input they may have. Responses were kept as written by the respondent with a few exceptions for capitalization and some spelling corrections. The results of the community survey can be found in Appendix A.

SURVEY RESULTS SUMMARY



About the Respondents

- Approximately 80.8% of the surveyed individuals reside within the City of the Village of Douglas. Of this population, nearly 55% identified themselves as full-time residents, while an additional 32% indicated that they are seasonal residents.
- The majority (81%) of respondents stated that they live in a single-family home, with 8% residing in a multi-family unit. Notably, almost 98% of participants reported being homeowners in Douglas.
- More than half of the respondents claimed to have lived in the City for over 10 years, while a quarter of them reported residing in Douglas for more than 25 years.
- Approximately 15% of seasonal residents expressed a desire to make Douglas their permanent residence in the future, while 16% indicated they have no such plans. Another 17% remained uncertain about the possibility of relocating to Douglas in the future.
- Approximately 50% of the surveyed individuals stated that they are 65 years of age or older, with an additional 40% falling into the 45-to-64-year age group. Beyond age demographics, nearly 40% of participants disclosed being retired, while 25% reported working from home. Only 9% reported working in the City of Douglas.

Goods and Services Destinations

Results from the community survey revealed insights into where respondents were most likely to go for goods and services.

- **GROCERIES AND/OR HOUSEHOLD GOODS:** Holland/Zeeland was reported to be at the top with 93% of people preferring their stores for groceries and household items. Online shopping was the second most popular way of shopping for groceries and other items.
- **ENTERTAINMENT:** Saugatuck and Grand Rapids show active engagement in terms of entertainment at approximately 75% each while the City of Douglas stands at 50% engagement.
- **PARKS AND RECREATION:** Douglas stands out with 73% of the respondents utilizing the parks and recreation related services followed by Saugatuck area.
- **DINING:** Respondents indicated that Douglas and Saugatuck were most frequented when it comes to dining, at 92% and 91% respectively.





Community Perception

- The following were the top three reasons why participants chose to live in Douglas:
 1. Lake Michigan and other waterfront areas
 2. The small-town feel
 3. Douglas is welcoming of all residents and visitors and celebrates diversity and inclusivity.
- Nearly 40% of survey participants believe that the City is growing too quickly while another 40% believe that the City is growing about right. Approximately 62% of the participants think that the city's efforts to provide guidance on growth and development are either good or fair while 20% believed the efforts to be poor.

Community Concerns

- The following were the top three issues that the participants felt the most concerned about:
 1. Potential for open space and/or natural areas to be lost due to development.
 2. Degradation and erosion of dune areas leading to lost of personal property and public property (roads, parking areas, walkways, etc.)
 3. Quality of surface waters (lakes, streams, rivers, ponds, etc.)

- The following were the top three concerns that participants felt should be a high priority for Douglas:
 1. Preserving open spaces and natural areas (wetlands, wooded areas, steep slopes, etc.)
 2. Preserving the small-town charm of Douglas
 3. Improving parks and recreation facilities



- The participants agreed the most with the following statements:
 1. I would support increased controls on development to protect water quality in lakes, rivers, and streams.
 2. The Lake Michigan shoreline should have more restrictions on development and should be preserved and protected.
 3. Housing developments with smaller lots should be clustered together to preserve open space and habitat for wildlife.

Moreover, participants largely disagreed with attracting large-scale commercial businesses to the City while they felt uncertain regarding downtown expansion to Ferry Street.

- The participants chose the following as their top three choices to better regulate short-term rentals:
 1. Assign harsh penalties to owners of unregistered short-term rentals.
 2. Set a maximum number of short-term rental registrations that can be issued annually and conduct a lottery among registration applicants.
 3. Only allow short-term rentals in certain zoning districts as a special land use that require specific conditions to be met.

Participants felt strongly about the enforcement of rules and noise regulations regarding short-term rentals.



Community Desires

- The following were the top five housing choices that the participants would like to see in Douglas
 1. Medium sized lot single-family homes
 2. Small lot single-family homes
 3. Mixed-use (residential above commercial in the same building)
 4. Retirement community/senior living facilities
 5. Multi-family housing (i.e. apartments/condominiums, 3+ units per building)



- The following were the top three types of businesses that participants would like to see more of in Douglas:
 1. Sit-down restaurants
 2. Small-scale retail stores
 3. Small-scale take-out restaurants/cafes

Other responses included personal services (gyms/salons/etc.), bars/taverns, medical offices, community recreation centers, fresh food/grocery stores, etc.

- Participants chose Douglas Harbor to Westshore Drive to Ferry Street as a priority for pedestrian pathways, followed by the area between Westshore Woods and Campbell Roads.
- Survey respondents ranked the following as their top three most important needs for mobility and transportation in the City:
 1. The City must plan for future road connections to increase emergency access for new and existing residential developments.
 2. The City should improve the intersection at Ferry Street and Blue Star Highway.
 3. The City should provide additional parking in the downtown area.

Overall, the survey data reflects a range of community concerns and suggestions related to various aspects of the City of Douglas. Several recurring themes emerge from the responses, as shown in the word cloud below:



Through the community survey, evidence of residence and stakeholders' active engagement was revealed in providing input on the City's future, emphasizing the importance of thoughtful planning that aligns with community values and needs. This engagement is the foundation of the planning process.



CHAPTER 6

GOALS AND OBJECTIVES

INTRODUCTION

The goals and objectives outlined in this chapter are developed to form the foundation of the 2024 Master Plan update, and are based on the input received by the public from the community survey. The goals are intended to help the City aspire to accomplish its vision and are considered attainable through long-term, focused efforts. The objective statements are more specific and may be regarded as action steps and milestones to achieving the goal.

The goals and objectives are guiding statements written to address how the City would like to grow, develop, thrive, and preserve. The City of the Village of Douglas has envisioned a future that maintains the charm of a small lakeshore community, balances waterfront preservation with appropriate scale development, and responds to environmental changes with sustainable practices that promote resiliency. These ideas remain relevant to the future of the community, as evidenced in the results of the community survey.

Community Concerns

The majority of respondents expressed highest concerns with the following:

- Potential for open space and/or natural areas to be lost due to development
- Degradation and erosion of dune areas leading to loss of personal property and public property
- Quality of surface water (lakes, streams, creeks, rivers)
- Too many short-term rental properties

Community Priorities

The majority of respondents also ranked the following priorities as being most important:

- Preserving open spaces and natural areas
- Preserving the small-town charm of Douglas
- Improving parks and recreation facilities
- Improving walking and biking opportunities

GOALS AND OBJECTIVES THEMES

In order to honor the desired priorities expressed by the community, the following themes were established to categorize the City's goals and strategies for implementation.

Together, these themes ensure a comprehensive and balanced approach to the growth, development and preservation of natural features, aiming for a prosperous and sustainable future while preserving the small-town charm of the City of the Village of Douglas.

ECONOMIC DEVELOPMENT focuses on creating opportunities for attracting and retaining businesses, boost local commerce, support job creation, and ensuring a thriving local economy.

HOUSING AND NEIGHBORHOODS emphasizes the need for diverse and affordable housing options, aiming to create vibrant, inclusive communities that cater to different income levels and lifestyles.

PEOPLE, ARTS, AND CULTURE promotes the City's cultural identity and recognizes opportunities for aligning people with places, and fostering a sense of community pride.

INFRASTRUCTURE AND UTILITIES addresses the critical need for modern and efficient systems, such as transportation, water, and energy, that support the city's growth and enhance residents' quality of life.

SUSTAINABILITY AND RESILIENCY are integral to the plan, focusing on environmentally sustainable practices and the City's ability to withstand and adapt and respond to future challenges, such as climate change, natural disasters, and increased development.

Goals for a Sustainable and Thriving Economy

**GOAL
A**

HARBOR COMMERCIAL

Douglas will ensure land use along the Kalamazoo Lake waterfront permits small-scale commercial development that supports the marina use and attracts visitors on foot and by boat

OBJECTIVES

1. Build more flexibility into the Zoning Ordinance that fosters innovative business and unique uses that cater to the character of the waterfront.
2. Create a separate Harbor Commercial zoning district for waterfront areas along Kalamazoo Lake to include the non-residential uses in the R-4, Harbor Residential zoning district.
3. Encourage the adaptive reuse of historic landmarks such as lighthouses, etc. in the Harbor Commercial zoning district.
4. Adjust the Zoning and Regulatory ordinances to allow theme-based vending on private property and in conjunction with waterfront uses.

**GOAL
B**

EFFICIENT USE OF LAND

Douglas will support the efficient use of land to reduce costs for developing and occupying property in commercial zoning districts.

OBJECTIVES

1. Consider alternatives to on-site parking minimums for new businesses within small-scale business districts.
2. Amend the Zoning Ordinance to reduce the space dedicated to parking in new developments.
3. Amend the Zoning Ordinance to reduce parking requirements for redevelopment projects that utilize an existing parking lot.

GOAL

C

ADAPTIVE REUSE OF BUILDINGS

Douglas will support the adaptive reuse and redevelopment of existing buildings and sites to support small businesses.

OBJECTIVES

1. Amend the Zoning Ordinance to remove requirements to construct additional parking in conjunction with a change in land use.

GOAL

D

MICRO-SCALE COMMERCIAL ZONE

Douglas will create a micro-scale commercial zone along Center Street from Blue Star Highway west to Ferry Street to cater to the needs of residents and users of the Beach to Bayou Trail.

OBJECTIVES

1. Amend the Zoning Ordinance and map to create a new zoning district that permits micro-scale commercial enterprises, such as ice cream shops, coffee shops, convenience stores, equipment rental, or other beach amenities on Center Street from Blue Star Highway west to Ferry Street.
2. Restrict new commercial to a mixed-use form, with a maximum of 1,200 square feet on the main floor.
3. Allow the conversion of residential homes with frontage on Center Street to commercial spaces or mixed-use buildings to promote business, while preserving the character of the area.
4. Modify parking requirements for non-residential uses.
5. Continue the pattern of on-street parking within the right of way along Center Street west of Blue Star Highway to Ferry St., as identified on Map 11, Roads.

**GOAL
E**

DOWNTOWN MIXED-USE

Douglas will carefully plan for a mix of land uses that will improve the economic viability and attract more visitors to the Downtown areas.

OBJECTIVES

- 1. Amend the Zoning Ordinance to restrict main floor street-facing suites to service and retail uses and require offices in rear facing and upper floor suites.
- 2. Assist the Downtown Development Authority (DDA) in communicating resources and tools offered by the Michigan Economic Development Corporation (MEDC) for small businesses.
- 3. Work with the DDA and other organizations to support the promotion of the downtown and events planned in the downtown area.
- 4. Carefully plan for future uses of the City Hall Dutcher Lodge that will bring economic vitality to the downtown area, while preserving its historical significance.

**GOAL
F**

BLUE STAR SOUTH COMMERCIAL CORRIDOR.

Douglas will offer opportunities for large-scale businesses in areas south of Wiley Street, by reserving those areas with frontage on Blue Star Highway for such uses.

OBJECTIVES

- 1. Amend the Zoning Ordinance and map to restrict C-2 zoning to only those parcels between Wiley Road and the southern City boundary.
- 2. Reduce the depth of existing C-2 zoning for parcels with Blue Star Highway frontage in the Blue Star South Commercial Sub Area.
- 3. Amend the Zoning Ordinance to restrict drive-through establishments from all zoning districts with the exception of parcels zoned C-2 and located between Enterprise Drive and 129th Avenue.
- 4. Amend the Zoning Ordinance to allow for light industrial uses in the C-2 Zoning District in an effort to allow businesses to be eligible for MEDC funding.

**GOAL
G**

**LAND USE
COMPATIBILITY**

Douglas will ensure the compatibility of land uses between residential and non-residential uses.

OBJECTIVES

1. Adjust the Zoning Ordinance to increase buffering and screening requirements between more intense commercial and industrial uses and residentially zoned areas and uses.

**GOAL
H**

**BLUE STAR SMALL
BUSINESS CORRIDOR**

Douglas will reserve a new corridor for small businesses to ensure appropriate future economic growth while preserving the small-town charm of Douglas.

OBJECTIVES

1. Amend the Zoning Ordinance and map to create a new zoning district for a Small Business Corridor on Blue Star Highway between Main Street to the north and Wiley Road to the South.
2. Amend the Zoning Ordinance to create standards for streetscaping within the Small Business Corridor.
3. Amend the Zoning Ordinance to allow for small-scale industrial uses within the Small Business Corridor to allow for eligibility for grant funding from the Michigan Economic Development Corporation.

GOAL
1

FORMER HAWORTH PROPERTY

Douglas will ensure that the future development of 200 Blue Star aligns with the land uses and layout of the conceptual plan that was favored by the public as part of the public engagement related to the grant funding for environmental remediation of the site in 2023.

OBJECTIVES

- 1. Require the rezoning of the 200 Blue Star Highway Property to Planned Unit Development (PUD) to allow for flexibility in dimensional elements.
- 2. Guide proposed developments to align with the desired uses and layout of the 200 Blue Star Sub-Area Plan within this Master Plan Update.
- 3. Restrict specific land uses on the site in accordance with the 200 Blue Star Sub-Area Plan to comply with the uses permitted per the extent of contamination remediation.



Goals to Ensure Housing Affordability and Neighborhood Preservation

**GOAL
A**

DECREASE HOUSING COSTS
Douglas will take proactive steps to reduce housing costs while increasing the City's housing stock

OBJECTIVES

1. Amend the Zoning Ordinance to reduce minimum lot sizes in residential zoning districts.
2. Amend the Zoning Ordinance to remove the minimum floor area for dwelling units.
3. Allow multi-family developments by right in the zoning districts in which it is permitted.
4. Amend the Zoning Ordinance to allow accessory dwelling units in all districts that allow residential single-family homes.
5. Amend the Zoning Ordinance to allow homes deemed nonconforming by way of use, dimensions, or lot size, to be rebuilt after being destroyed by fire or other natural disaster.
6. Consider designating areas within the City for affordable housing and utilize a pattern book, such as the Michigan Municipal League's Pattern Book, to keep construction costs low.
7. Incorporate the multifamily design guidelines into the Zoning Ordinance and make changes to the requirements that would reduce the cost to build multifamily housing, while aligning with the character of the City and the desire for connected, walkable neighborhoods.

**GOAL
B**

PROVIDE BETTER OPPORTUNITIES FOR AFFORDABILITY

Douglas will provide opportunities for housing across all income levels.

OBJECTIVES

1. Participate in the West Michigan Regional Housing Partnership in an effort to address Douglas' housing needs.
2. Engage the public in workshops that provide educational opportunities on what affordable housing is, who it benefits, and what its costs are.
3. Market the City's economic tools and partnerships to attract developers to the City to construct workforce housing and other types of attainable housing.
4. Partner with the Tri-Community jurisdictions to plan for affordable and /or attainable housing opportunities that benefit all three.

**GOAL
C**

PERMANENT RESIDENCY

Douglas will encourage more people to seek long-term, permanent residency within the City.

OBJECTIVES

1. Seek opportunities to support seniors and maintain their connections to neighbors, families and friends, through creative residential development designs that foster aging in place without isolation.
2. Promote incentives for the development of workforce housing
3. Design marketing materials to share with different organizations working to relocate and attract people to Douglas.
4. Explore opportunities to advertise permanent residency to people who visit Douglas
5. Create a "housing dashboard" on the City's website to allow existing and potential residents to view data and information related to existing housing, proposed housing, and easy access to minimum requirements for new housing, as well as access to tools for incentives to create attainable housing units.

**GOAL
D**

CHARACTER PRESERVATION

Douglas will preserve the character of all residential zoning districts.

OBJECTIVES

1. Allow missing middle housing in the R-1, R-2, and R-3 zoning neighborhoods that is designed to give the exterior appearance of a single-family home, while preserving the character of existing neighborhoods.

**GOAL
E**

SHORT TERM RENTAL CONTROL

Douglas will address the challenges and opportunities associated with short-term rentals.

OBJECTIVES

1. Adopt a policy to collect a "City accommodation tax" which would be levied on revenue generated by properties used for STR. Place dollars captured through this taxation into a fund that can be used to bolster the City's efforts to provide affordable housing.
2. Adopt additional provisions within the zoning and regulatory ordinances to provide clear procedures, standards, requirements, and restrictions for short-term rental uses, such as the posting of signage making it easier to contact STR owners.
3. Prioritize certain areas in the City for allowing the STR use of property, while delineating other areas where STRs should be prohibited.
4. Amend the Zoning Ordinance and Regulatory Ordinances to develop a lottery program to issue annual short-term rental licenses.
5. Consider the adoption of a vacancy tax on homes that are unoccupied for more than 6 months out of the year.
6. Adopt an ordinance to place a maximum ratio of short-term rental homes to homes occupied year-round, and place a maximum of licenses that can be issued annually.
7. Increase enforcement efforts to discourage unlicensed short-term rentals.

Goals to Prioritize People, Arts, and Culture



GOAL
A

INCLUSIVITY

Douglas will continue to prioritize inclusivity by attracting and welcoming all people.

OBJECTIVES

- 1. Partner with community organizations and cultural institutions to facilitate dialogue, collaboration, outreach efforts, and events that promote understanding and inclusion across diverse communities.
- 2. Seek equitable representation from the City's diverse demographics on Boards and Commissions.
- 3. Ensure that LGBTQ+ and other diverse populations are represented with language and imagery in City communications, publications, and outreach materials.

**GOAL
B**

FAMILY-FRIENDLY

Douglas will strive to become an attractive community for families and provide needed family-based services and opportunities.

OBJECTIVES

- 1. Incorporate amenities in public spaces that are attractive to children, such as a water table.
- 2. Utilize public spaces on waterfronts for year-round events that incorporate hands-on activities for children.
- 3. Ensure pedestrian connectivity between neighborhoods and schools.
- 4. Seek opportunities to provide a community space/building for all residents.
- 5. Prioritize family-friendly events and amenities within the City's parks.
- 6. Work with the Tri-Community Parks and Recreation Board to communicate events and activities to the community and the public.
- 7. Look for opportunities for year-round recreation
- 8. Partner with private businesses and other organizations to utilize City property for water safety education for people of all ages.

**GOAL
C**

PLACEMAKING

Douglas will foster place-making whenever possible to encourage gathering among visitors and residents from all its neighborhoods and to enhance public spaces and connectivity.

OBJECTIVES

1. Amend the Zoning Ordinance to include provisions for mobile food vendors, and to allow mobile food vendors to be stationed on private commercially zoned property for events open to the public.
2. Amend the Zoning Ordinance to add the requirement for specific active and passive recreation and gathering space amenities within all new Planned Unit Developments, condominiums, and site condominium developments.
3. Work with the DDA to implement the TIF plan elements related to the improvement of public spaces that facilitate the gathering of the City's residents and visitors.
4. Work with the DDA and Harbor Authority to construct an amphitheater within Wade's Bayou or Beery Field to allow for regular concerts and other events in these public spaces.
5. Identify City-owned road end properties that can be preserved and developed as permanent "pocket parks" to preserve waterfront views and access and to provide space for passive and active recreation.

Goals for Safe and Available Public Infrastructure

**GOAL
A**

CONNECTIONS BETWEEN NEIGHBORHOODS AND EXISTING REGIONAL NON-MOTORIZED PATHWAYS

Pedestrian and non-motorized connections will be developed and expanded between and among land uses and neighborhoods to promote safe, healthy, and attractive alternatives to vehicular travel and to reduce emissions and the reliance on parking.

OBJECTIVES

1. Amend the Zoning and General ordinances to allow the City Planning Commission to require pedestrian pathways in conjunction with development proposals that show future sidewalks as shown on Map 12, Sidewalks.
2. Create non-motorized connections between neighborhoods and areas not currently connected, such as the C-2 zoned parcels south of Wiley Road.
3. Provide incentives to businesses that promote alternative forms of transportation, such as bike racks and tool stations.
4. Partner with Safe Routes to School of Michigan to secure funding for sidewalk projects that would benefit K-12 school-age children.
5. Collaborate with representatives of Saugatuck Public Schools, DPW, City of Saugatuck and Saugatuck Township, parents, students, and other community members to form a Safe Routes to School Team.
6. Develop and implement a Safe Routes Action Plan to be eligible for funding for infrastructure projects.
7. Investigate the possibility of sidewalks on Campbell from Ferry to Lakeshore Drive and for pedestrian pathways along Lakeshore Drive.



**GOAL
B**

FUTURE ROADS

Douglas will identify areas where road connections should be implemented as part of private development design, and ensure the proper construction of all new roads.

OBJECTIVES

1. Adjust the Zoning Ordinance to add the requirement for private development to be designed to implement the “future road connections” as identified on Map 11, Roads, within this Plan.
2. Amend the Zoning Ordinance and/or the Code of Ordinances to include provisions for robust and comprehensive procedures and specifications for the construction of public roads.
3. Amend the zoning and general ordinances to require public street for all future development.
4. Prepare or update transportation, communications, water and wastewater asset management plans according to state public act guidance and standards, and add all yellow striped roads to its Major streets mileage for annual Act 51 maps submitted to the state.

GOAL
C

EXISTING ROAD INFRASTRUCTURE

Douglas will continue to maintain the existing public road network and utilize funding and regulatory controls to wisely improve existing roads.

OBJECTIVES

1. Prioritize the maintenance of Lakeshore Drive and adopt an ordinance that prohibits activities in or near the public right-of-way. that would damage or compromise the integrity of the road, unless designed by an engineer and reviewed and approved by the City Engineer.
2. Update the fee schedule to add a fee to cover engineering review of residential zoning permits that involve stormwater management facilities.
3. Ensure that only improved, public rights of way are being maintained by the City's Department of Public Works.
4. Take advantage of opportunities to improve existing road infrastructure to alleviate heavy traffic volumes at peak times at the Wiley Road and Blue Star Highway and similarly congested intersections.
5. Conduct a traffic study every five years to determine the need for future improvements based on areas of high traffic volumes during the summer months.

**GOAL
D**

UTILITIES

Douglas will ensure the availability and the capacity of public utilities for existing and future users of the system.

OBJECTIVES

1. Adopt a general ordinance that prohibits private connection water lines that connect to other private connection water lines (“spaghetti lines”).
2. Establish special assessment districts for parcels currently connected to private water lines to fund and require the connection to a distribution main to serve those parcels once improvements constructed.
3. Collaborate with the Kalamazoo Lake Sewer and Water Authority to identify the current and future needs of the water and sewer systems.
4. Prepare asset management plans for the City’s water and sanitary sewer infrastructure.
5. Adjust the Code of Ordinances to require specifications in accordance with current applicable codes and statutes for all water and sewer connections.
6. Require development agreements for subdivisions and large-scale development that outline the financial obligations of the developer and/or property owner related to required improvements or extensions to the water or sanitary sewer system necessary to accommodate the proposed development.
7. Identify areas that are not properly connected to the water or sewer system, and work with property owners to plan for remediation.

**GOAL
E**

COMMUNICATIONS

Douglas will prioritize the expansion of fiber optics into the City to bolster the quality and reliability of the internet and enhance communications infrastructure.

OBJECTIVES

- 1. Form partnerships with organizations and other public or private entities that will assist the City to establish a fiber optic communications network and service.
- 2. Adopt Small Cell Wireless (SCW) ordinances to establish regulations and allow for SCW facilities in the public right of way and on private property to reduce competition for bandwidth in concentrated areas.

**GOAL
F**

PUBLIC TRANSPORTATION

Douglas will encourage the use of public transportation throughout the community.

OBJECTIVES

- 1. Maintain a working relationship with Interurban Transit and provide support when possible, for route expansions and servicing "park and ride" options throughout the Tri-Community area.

**GOAL
G**

SAFETY

Douglas will prioritize safety in all transportation infrastructure design and implementation.

OBJECTIVES

- 1. Provide opportunities to obtain public input when making changes to the existing transportation infrastructure.
- 2. Amend the Zoning Ordinance to create an access management overlay district in C-2 zoned parcels south of Wiley Road to reduce the number of curb cuts onto Blue Star Highway.
- 3. Ensure that existing pedestrian infrastructure is safe, free from obstructions and hazards, and meets Americans with Disabilities Act (ADA) standards.

Goals for a Sustainable and Resilient City

GOAL
A

RESILIENT COASTAL COMMUNITY

Douglas will become a Resilient-Ready Coastal Community that will take a proactive approach to protect its sensitive lands, and be prepared to withstand and recover from flooding, beach erosion, and similar coastal hazards.

OBJECTIVES

1. Adjust the zoning map to delineate the high-risk erosion areas and critical dune areas, as identified by the Department of Environment Great Lakes and Energy (EGLE). Adopt and delineate a riparian area overlay to protect waterbodies in or adjacent to land proposed for development.
2. Form a coastal resilience committee trained by the Coastal Leadership Academy, and advise on development projects proposed along the City's shorelines.
3. Conduct a vulnerability assessment to identify gaps and recommendations for resiliency.
4. Amend the Zoning Ordinance to incorporate additional setbacks and no-build zones along the Lakeshore.
5. Adopt a riparian area overlay to protect creeks, streams, and County drains within the Kalamazoo River Watershed.
6. Amend the zoning ordinance to restrict specific uses in areas defined as "sensitive lands"
7. Adjust the Zoning Ordinance to reduce the acreage minimum for Planned Unit Developments.
8. Consider offering a density bonus through a points system. Points awarded for clustered designs that preserve natural features, sustainable development practices, green infrastructure, and reliance upon renewable energy, etc. will allow for increased density and modification of minimum dimensional requirements such as setbacks, lot sizes, etc. of the underlying zoning district (see Table 3).

**GOAL
B**

**MINIMIZE
CONTAMINATION
EXPOSURE**

Douglas will take a proactive approach to protect the health of current and future residents and take measures to prevent and reduce exposure to contaminated soils, air, and water whenever possible.

OBJECTIVES

1. Take advantage of grant programs that assist with the environmental cleanup of Brownfields and other areas of contamination.
2. Adjust the Zoning Ordinance to require environmental assessments for site plan review applications for development in areas of known contamination.
3. Implement land use controls and restrictions to prevent exposure to contaminated soils, water, and air.
4. Amend the Zoning Map to show locations of known contamination.

**GOAL
C**

**SOURCE WATER
PROTECTION**

Douglas will ensure the protection of groundwater that is sourced from within the City.

OBJECTIVES

1. Partner with Kalamazoo Lake Sewer and Water Authority to re-activate the Wellhead Protection Program within the Tri-Communities.
2. Amend the Zoning Ordinance to create a Wellhead Protection overlay district and include the delineation of each wellhead protection zone on the zoning map.
3. Prohibit land uses that have the potential to contaminate groundwater in wellhead protection overlay zones.

**GOAL
D**

**STORMWATER
MANAGEMENT**

Douglas will ensure responsible and sustainable stormwater management for all development types.

OBJECTIVES

1. Amend the Zoning Ordinance to incorporate the requirement to meet the Allegan County Drainage Commission standards for stormwater management for all site plan reviews.
2. Incentivize the incorporation of sustainable stormwater practices using a points system for all new residential developments proposed as a Planned Unit Development (PUD).
3. Develop provisions in the Zoning Ordinance to link landscaping requirements with stormwater management designs when required within the ordinance.
4. Partner with the Kalamazoo River Watershed Council or similar groups to hold workshops for residents on sustainable stormwater management practices at home, such as rain barrels, rain gardens, green yard practices, and native plant landscaping.
5. Consider the establishment of special assessment districts to fund areas in need of stormwater management.
6. Coordinate with Allegan County to identify priority areas of concern related to maintenance of County drains within the City.

**GOAL
E**

INFRASTRUCTURE

Douglas will promote climate-resilient infrastructure for public and private development and facilities.

OBJECTIVES

1. Amend the Zoning Ordinance to add lighting provisions that align with Dark Sky Lighting Principles.
2. Amend the Zoning Ordinance to require EV-ready parking spaces in new developments
3. Provide incentives for installing EV charging stations, such as a reduction in required parking spaces for new development.
4. Install bike racks in public spaces and require installation in new commercial developments to encourage travel by bike.
5. Explore funding options to install bike repair stations in at least two locations along the Beach to Bayou trail.
6. Adjust the Zoning Ordinance to revise sections related to on-street parking to add parking maximums and consider user-driven required parking quantities to reduce the amount of impervious surfaces in the City.
7. Explore public-private partnerships to bring additional EV infrastructure to the City, such as EV charging stations and roadways.



GOAL
F

TREES

Douglas will continue to prioritize the preservation of trees within the City limits.

OBJECTIVES

1. Enhance the Tree Protection and Preservation zoning requirements to provide acceptable locations for planting that do not compromise public utilities.
2. Enhance the Tree Protection and Preservation zoning requirements to require a tree inventory on site plans, and require re-planting of at least 50% of the trees that must be cut for the development of a parcel.
3. Incorporate an acceptable native species tree list into the zoning ordinance as recommended by the Michigan Department of Natural Resources (MDNR)
4. Amend the zoning ordinance to incentivize the preservation of heritage trees when land is proposed for development.

GOAL
G

WATERFRONT PRESERVATION

Douglas will focus on the environmental remediation of the waterfront and protect the shore for passive recreation uses.

OBJECTIVES

1. Revise the future land use map to designate conservation and open space uses for waterfront areas encumbered with wetlands and/or floodplains.
2. Encourage low-impact recreational activities that allow people to enjoy waterfront areas without causing harm to the environment.
3. Encourage waterfront land owners to place lands in conservation easements to preserve waterfront land.

GOAL
H

VIEW PRESERVATION

Douglas will preserve the existing views of Douglas Harbor and Kalamazoo Lake.

OBJECTIVES

1. Amend the zoning map to create a view preservation overlay district and identify parcels that are subject to restrictions within the overlay.
2. Amend the Zoning Ordinance to create a view preservation overlay district that restricts the height of buildings to one story and maintain minimum building separations and strategic placement of buildings to allow views to be maintained between buildings.
3. Develop a purchase of development rights ordinance that allows the City to purchase development rights from parcels owned by willing participants, and allows those rights to be sold to other property owners.

GOAL
I

SUSTAINABILITY PLAN

Douglas will develop a sustainability plan.

OBJECTIVES

1. Form a sustainability committee comprised of community members to lead sustainability initiatives through partnerships with local businesses, schools, neighborhoods, and parks.
2. Engage the public and sustainability experts to develop a sustainability plan focused on realistic goals for the City of Douglas to become sustainable.
3. Focus on reducing emissions, increasing water usage efficiency, increasing renewable energy usage, waste reduction, and green infrastructure on City-owned property, buildings, vehicles, and facilities.
4. Ensure improvements to City owned buildings align with environmentally sustainable practices.

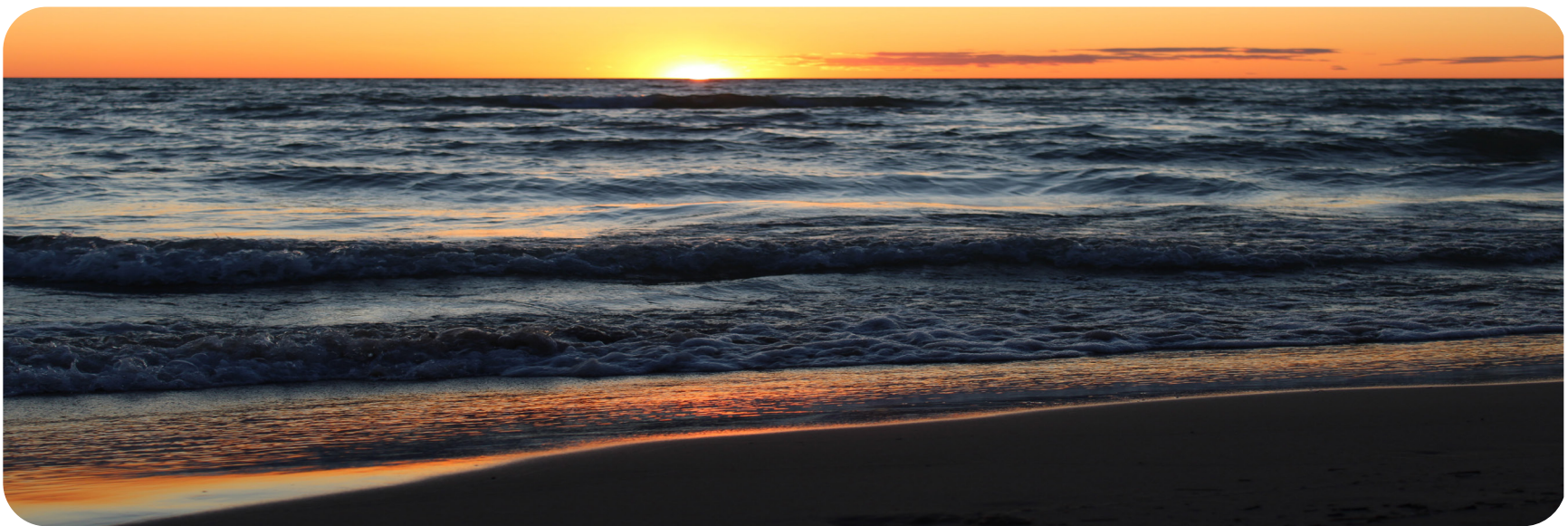
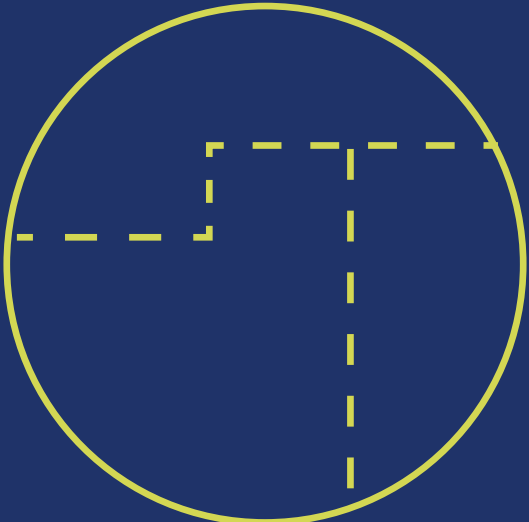


TABLE 3: SAMPLE PUD ELIGIBILITY CRITERIA

CRITERIA	POSSIBLE POINTS
1. Mixed-use development with residential and non-residential uses or a variety of building type with effective transitions between higher and lower density uses, and/ or between non-residential and residential uses; or allowing incompatible adjacent land uses to be developed in a manner that is not possible using a conventional approach.	1
2. Pedestrian/transit-oriented design with buildings oriented to the sidewalk and parking to the side or rear of the site.	3
3. Preservation, enhancement, or restoration of natural resources (slopes, wetland areas, water views, etc.	3
4. Preservation or restoration of significant or historic structures or places.	3
5. Provision of public places, community features, internal non-motorized trails, or recreational amenities.	3
6. Efficient consolidation and/or site planning of poorly dimensioned parcels or property with challenging topography.	2

TABLE 3 CONT'D: SAMPLE PUD ELIGIBILITY CRITERIA

CRITERIA		POSSIBLE POINTS
7.	Redevelopment of under-utilized or blighted commercial or industrial properties.	2
8.	Mitigation of adverse impacts on public facilities (such as street improvements).	1
9.	Significant use of sustainable building and site design features such as stormwater filtration landscaping, low-impact stormwater management, optimized energy performance, on-site renewable energy, passive solar heating, use of reused/ recycled/ renewable materials, indoor air quality mechanisms or other elements identified as sustainable by established groups such as the US Green Building Council (LEED) or ANSI National Green Building Standards.	3
10.	Significant preservation of large contiguous open spaces, stands of mature trees, woodlands, and/or forested areas.	3
11.	Provision of off-site improvements reasonably related to the proposed PUD.	1
12.	Provision of perimeter trails consistent with the Tri-Community Parks and Recreation Master Plan.	3



CHAPTER 7

FUTURE LAND USE

Future Land Use

This Plan establishes desirable land use patterns to guide growth and foster the preservation of the small-town charm in the City for the next decade.

The Future Land Use Plan for the City has been thoughtfully developed by integrating key categories that address various aspects of growth and community well-being.

The future of land use designations in Douglas are a compilation of descriptions and recommendations for future development, preservation of sensitive lands, views, character, and identity. It also serves as an overall framework for the management and regulation of residential growth, future development, and desired housing forms. This chapter will be used by the City Planning Commission and City Council as a basis for evaluating rezoning requests.

Twelve (12) future land use designations have been created and represent the future vision of land use in the City. Each of these land use categories have evolved in their own way over time throughout the City. The community survey results would reveal that the residents and stakeholders care deeply about the local economy, availability of housing for all incomes and protecting the City's natural features.

Finally, the land use vision implements the goals and objectives of the five themes addressed in this Master Plan Update:

1. Sustainable and Thriving Economy
2. Housing Affordability and Neighborhood Preservation
3. Priorities for People, Arts and Culture
4. Safe and Available Public Infrastructure
5. Sustainability and Resiliency

Suburban Residential

Compact Residential

Urban Residential

Residential Mix

Waterfront Residential

Blue Star South Highway Commercial

City Center Commercial

Blue Star Small Business Corridor

Harbor Commercial

West Center Commercial

Light Industrial

Parks / Open Space

Suburban Residential (4 units/acre density maximum)



INTENT:

To address the need and desire for single-family development in a low-density suburban pattern. Lakeshore properties should maintain views by having generous setbacks and low building heights. Two-unit dwellings may be appropriate for new development if the density does not exceed a maximum of four (4) dwelling units per acre.

DESIRED BUILDING TYPES:

- Single-family detached house
- Two-family homes
- Civic buildings (schools, churches, etc.)



Compact Residential (10 units/acre density maximum)



INTENT:

This designation is intended to fulfill the need for a variety of housing forms that create opportunities affordability for varied income levels. By providing these opportunities, people can both work and live in the same community. Varied housing forms in this designation should accommodate and support a variety of living arrangements, including but not limited to seniors, families, couples, and individuals. New and existing neighborhoods should be well connected and walkable, offer a mix of densities and appeal to a broad range of incomes. Pedestrian connections to schools and existing commercial corridors should be prioritized.

DESIRED BUILDING TYPES:

- Single-family detached homes
- Two, three, and four-unit missing middle housing forms
- Apartments
- Townhouses/row houses
- Tiny homes and Cottage Courts (homes with a main floor between 500 and 800 square feet)
- Accessory Dwelling Units



Urban Residential (up to 6 units per acre)



INTENT:

To preserve the existing character of the original Douglas Plat immediately north and south of Center Street and the City’s downtown, as well as the areas between South Street and Wiley Road. This designation will set the design and housing form expectations for undeveloped areas between Wiley Road and South Street, with a continuation of the traditional urban residential character and style. Allowing additional housing forms in these older neighborhoods and undeveloped areas will allow for a broader range of price points and affordability to help address this need in the City.

DESIRED BUILDING TYPES:

- Detached Single-Family Homes
- Missing Middle 2-3-unit Homes
- Retrofit 2-unit Homes
- Accessory Dwelling Units



Residential Mix (up to 10 units per acre)



INTENT:

The intent of this designation is to provide for a variety of housing forms that provide higher vertical densities to fit the varied lifestyles of the people that are attracted to the City of the Village of Douglas. Live-work units will enhance convenience, economic growth, sustainability, while fostering social interaction and preserving local character. This designation aims to serve as a transition area between the more intense commercial uses along Blue Star Highway and traditional and suburban residential neighborhoods.

Non-residential uses in the Residential Mix designation may include small-scale retail, small-scale eating and drinking establishments, maker spaces and art-galleries, personal service establishments, such as salons, and professional and support offices.

DESIRED BUILDING TYPES:

- Single-family detached house
- Two, Three and Four-Unit Missing Middle Housing Forms
- Live-work units
- Townhomes
- Apartments

Waterfront Residential (Density Varies)



INTENT:

To provide for appropriate scaled residential uses on various properties having frontage on Kalamazoo Lake and Wade’s Bayou. Family residential uses which abut Kalamazoo Lake and Wade’s Bayou. The eastern areas of this designation along Ferry Street in close proximity to the marina, and housing designs should complement the natural waterfront setting of the area. Lands in this designation are not intended for non-residential uses, such as marinas and boat storage.

Lands along Wade’s Bayou are largely built out, however, there is potential for redevelopment of some existing residential home site along Washington Street. Development in these areas will be encouraged to preserve views of the water bodies and restricted from disturbing any environmentally-sensitive areas.

DESIRED BUILDING TYPES:

Wade’s Bayou frontage:

- Single-family detached homes

Kalamazoo Lake Frontage and surrounding area:

- Single-family detached homes
- Townhomes
- Apartments
- Tiny homes/cottage courts

Blue Star South Highway Commercial



INTENT:

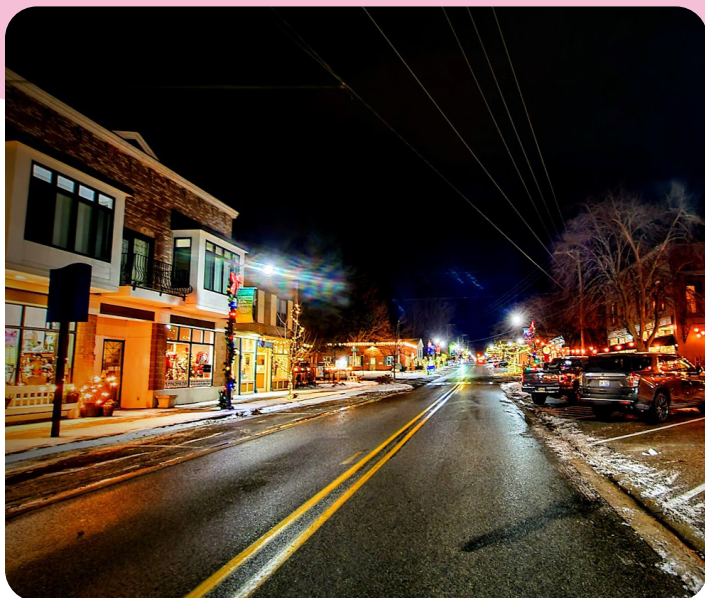
Lands in this designation are intended to support land uses that will provide goods and services to meet the needs of the larger Tri-Community Area, as well as convenience and hospitality uses near the interstate entrance and exit ramps. This future land use designation consists of parcels with frontage on Blue Star Highway, south of Wiley Road to the southern City boundary. Appropriately scaled businesses would not exceed a 50,000 a square foot building footprint.

Curb-cuts on Blue Star Highway should be carefully considered, and shared with existing curb-cuts when possible. New development should be encouraged to share parking with existing uses to reduce unnecessary paved areas.

DESIRED BUILDING TYPES AND USES:

- Maximum building footprint of 50,000 square feet
- Retail, Hospitality, Personal Service and Office uses
- On-Site Light Manufacturing

City Center Commercial



INTENT:

To address the desire for an identifiable focal point of the City, and provide a walkable mixed-use development pattern where residents from adjacent neighborhoods can obtain goods and services as well as provide for a place to attract those from outside the City. As the focal point of the City, the historic downtown corridor along Center Street between Blue Star Highway and the Water Street will continue to serve as a place to gather and greet friends, neighbors, visitors, and business owners. The City is encouraged to continue to hold City-sanctioned events, parades, and other types of public gatherings along this corridor.

DESIRED BUILDING TYPES AND USES:

- Mixed-use buildings (ground floor commercial/residential upper floors)
- Flex buildings
- Two-story maximum height

Blue Star Small Business Corridor



INTENT:

This future land use designation is intended to continue the character and small scale of business and mixed uses onto Blue Star Highway immediately north and south of Center Street. Buildings associated with uses in this designation would not exceed a 10,000 square foot building footprint. A mix of residential and commercial uses are encouraged, with commercial uses on the main floor and residential uses on upper floors. Sites should be designed to place buildings and outdoor elements such as seating, art displays, and gathering spaces closer to the street where feasible, and along pedestrian pathways such as the Blue Star Highway trail to encourage traffic calming and pedestrian safety. Parking areas should be placed behind new development when possible. Strip commercial uses should be phased out and avoided in this area.

The 200 Blue Star Highway parcel (former Haworth site) is located within this designation. Land uses and site design for this sub-area are further detailed in Chapter 8, along with the conceptual design that was favored by the public.

DESIRED BUILDING TYPES AND USES:

- Mixed-use with commercial on ground floor with street frontage limited to 2 stories in height
- Outdoor gathering spaces
- Small-scale retail, personal service establishments, and eating and drinking establishments
- Small-scale boutique hotels
- Indoor and outdoor recreation uses
- Mobile food vending.

Harbor Commercial



INTENT:

This designation envisions a vibrant, community-focused area that blends the natural features of Kalamazoo Lake and Lake Michigan with the economic vitality of small-scale, water-oriented businesses. This designation is intended to support local commerce while maintaining the character and charm of the City's waterfront. Lands in this designation should be carefully planned to reduce the environmental impact on the waterfront, wetlands, and other sensitive areas. Public and private uses are encouraged to occupy existing lands, buildings, docks and other creative areas to encourage gathering, sense of place, and access to the waterfront. Policies from this Plan, as well as the Waterfront Master Plan should be considered for proposed private development and expansion of existing uses within this designation. Creative parking solutions should be encouraged in this

designation to ensure the efficient use of land. Views of the waterfront should be preserved by limiting the height of buildings associated with new development to one story.

DESIRED BUILDING TYPES:

- Marinas
- Bait and tackle shops, and other small-scale retail
- Dining establishments that offer lake views and seasonal outdoor seating
- Limited residential uses in creative form
- Temporary or seasonal uses such as mobile food vendors and boat rentals
- Public uses such as a public boat launch or park

FIGURE X: FINAL CONSENSUS PLAN FROM 2016 CITY OF THE VILLAGE OF DOUGLAS WATERFRONT MASTER PLAN



The 2016 Waterfront Master Plan provides a vision for the waterfront as desired by the public through extensive community engagement efforts. Some of the goals of the Waterfront Master Plan have been achieved, such as a public marina, which is now located at the north end of Washington Street (Douglas Marina). Other goals were associated with a specific plan for the City to acquire the Tower Marine and Swingbridge properties. Because this is not feasible, due to the Swingbridge property being developed and the Tower Marine property being under new ownership (Safe Harbor), the City should plan for an expansion of the marina property that incorporates the goals that are still feasible from the 2016 Waterfront Master Plan, while implementing the goals and policies of this Master Plan Update to the extent feasible. The Harbor Commercial future land use designation is developed to incorporate both.

Some of the objectives in the "Consensus Plan" as shown in Figure X should continue to be honored, though it is unlikely for the amenities desired for this area to be fully funded by the City.

West Center Commercial



INTENT:

To allow for a mix of residential and small-scale commercial uses intended to serve adjacent neighborhoods, users of the Beach to Bayou Trail, and Lake Michigan beach goers. This future land use designation would allow for the retrofitting of ground-floor commercial in existing residential buildings and residential uses on upper floors. Other uses may include live-work units, recreation service uses, micro-scale manufacturing and associated retail, small-scale retail, eating and drinking establishments, personal service establishments, professional and support offices. Other residential uses that would be ideal in this area are single and two-family homes, and retrofit of single-family homes to two- or three-unit missing middle homes.

DESIRED BUILDING TYPES:

- Retrofit mixed uses within existing homes with commercial on the main floor and residential on upper floors
- Small-scale service, retail, rental, and eating and drinking establishments that cater to surrounding residential neighborhoods, beach-goers, and users of the Beach to Bayou Trail
- Micro-scale manufacturing with associated on-site retail
- Live-work units
- Single and two-family homes.



Light Industrial



INTENT:

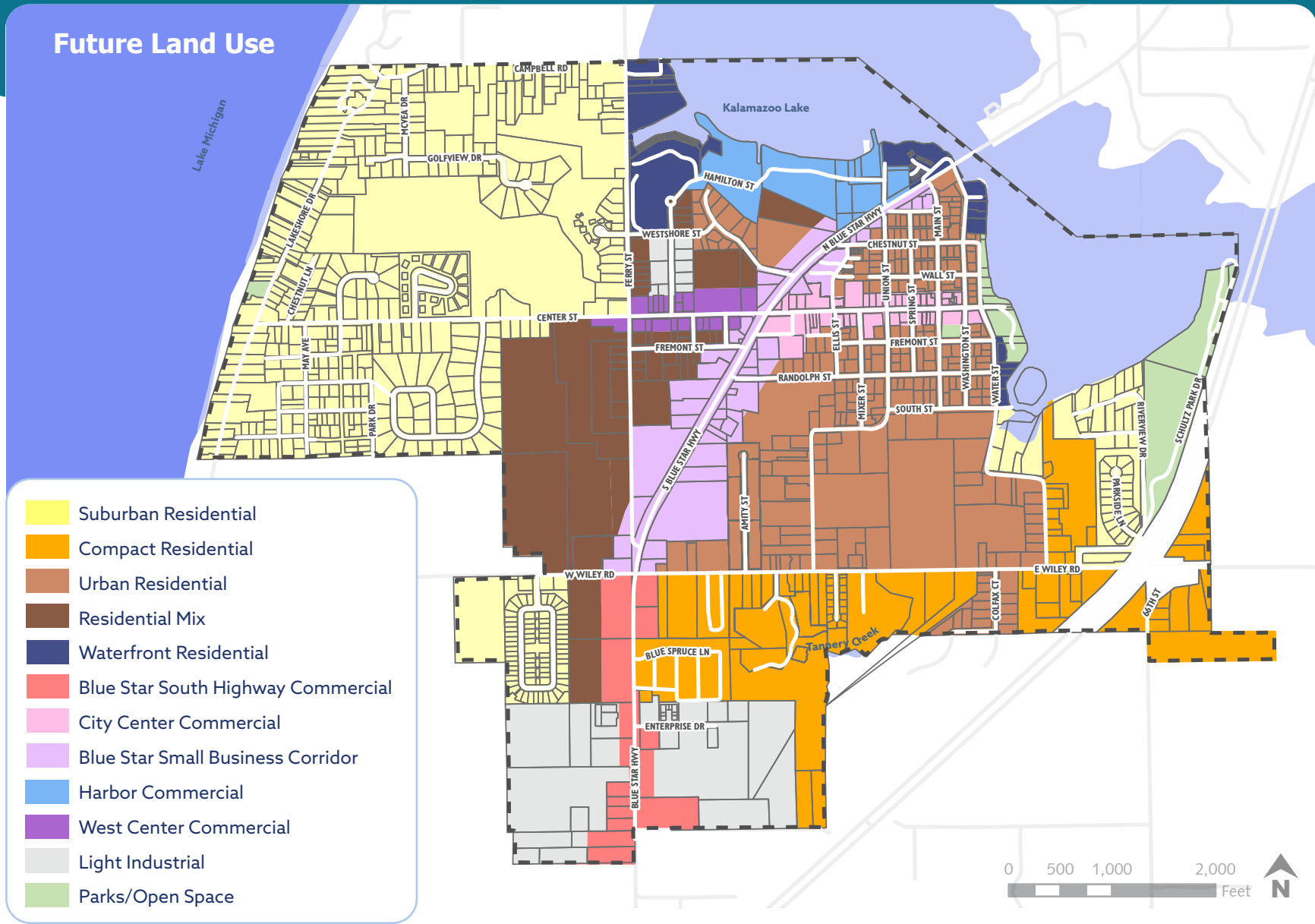
To provide employment opportunities for area residents as well as manufactured goods and storage for the Greater Tri-Community Area. The designation is also intended to provide for small-scale industrial activities, research and development operations, shipping establishments, offices, business incubators, educational institutions, or other similar light industrial uses. Light Industrial areas may include limited retail, office condominiums, and other such uses that may support employment and workers.

These uses are best suited in the south end of the City, on parcels not having direct frontage on Blue Star Highway. New industrial uses in this area should intentionally be located in areas that will not have a negative impact on nearby sensitive lands.

Light industrial uses that are considered appropriate on Hamilton Street, south of Westshore Street, shall be limited to those within roofed building walls that support boat storage and repair. Industrial uses along Hamilton Street should also maintain or establish ample buffering and screening along residentially zoning districts and uses.



MAP 13: 2024 FUTURE LAND USE





Zoning Plan

Section 33, (2), (d), of the Michigan Planning Enabling Act (Act 33 of 2008) requires that Master Plans adopted after September 1, 2008 include a Zoning Plan that explains how future land use categories in a Plan relate to the zoning districts incorporated in a community's Zoning Ordinance. The following table relates to the future land use categories with the City's zoning districts.

In considering a request to rezone property in Douglas, the Planning Commission shall consider the future land use map and the future land use descriptions provided in this plan. The Zoning Plan table shall be used to evaluate the degree to which the proposed rezoning is consistent with this plan, together with an evaluation of the specific request. The Planning Commission will also consider whether the proposed site may be reasonably used as it is currently zoned, whether the proposed site is an appropriate location for any and all of the land uses that may be permitted within the requested zoning district, and any potential detrimental impacts on the surrounding properties that could result from the proposed rezoning.

Due to the structure of the Zoning Ordinance, the Planning Commission and City Council should pay particular attention to any and all uses permitted in a zoning district as well as any uses that may be permitted in a less restricted or intense zone. In all cases, the Zoning Plan shall be applied as a guideline for the Planning Commission subject to the appropriate application of the discretionary authority permitted to the Planning Commission and the City Council by statutory authority, case law, and good planning practice. Nothing in the Zoning Plan will preclude the Planning Commission and the City Council from considering amendments to this Master Plan to better serve the public interests of the community.

FLU Designation	Primary Compatible Zoning District	Potentially Compatible Zoning District	Max. Residential Density	Desired Housing Forms	Necessary Zoning Ordinance Amendments for FLU implementation
Suburban Residential	R-2	R-1, R-3	4 units per acre	<ul style="list-style-type: none"> Single Family Homes Accessory Dwelling Units 	<p>Amend the R-1 district to:</p> <ul style="list-style-type: none"> Allow for accessory dwelling units Reduce minimum floor areas Reduce minimum lot sizes Allow for duplex homes when maximum density does not exceed 4 units per acre Include design standards for duplex homes
Compact Residential	R-5	R-6, R-3 (north of Wiley Road)	10 units per acre	<ul style="list-style-type: none"> Single-Family Homes Two, Three, & Four-unit Missing Middle Homes Apartments Cottage Courts Townhomes Mobile homes (only in R-6) 	<p>Amend the R-6 district to:</p> <ul style="list-style-type: none"> Reference the Mobile Home Commission Act and align definitions and regulations with the Act. <p>Potential Amendment: To create a new zoning district that allows for cottage courts and other types of single-family homes on reduced minimum lot sizes</p>
Urban Residential	R-3	R-1, R-2	6 units per acre	<ul style="list-style-type: none"> Detached Single-Family Homes Missing Middle 2-3-unit Homes Retrofit 2-unit Homes Accessory Dwelling Units 	<p>Amend the R-3 District to:</p> <ul style="list-style-type: none"> Reduce minimum floor areas Modify the intent of the zoning district Create design standards for missing middle housing forms Allow for the conversion of a single-family home to a two-family home, when certain criteria are met Include design standards for missing middle 2- or 3-unit homes. <p>Amend R-1 and R-2 Districts to:</p> <ul style="list-style-type: none"> Allow Accessory Dwelling Units

FLU Designation	Primary Compatible Zoning District	Potentially Compatible Zoning District	Max. Residential Density	Desired Housing Forms	Necessary Zoning Ordinance Amendments for FLU implementation
Residential Mix	R-5	R-1	10 units per acre	<ul style="list-style-type: none"> • Single-family detached homes • Two, Three and Four-Unit Missing Middle Homes • Live-work units • Townhomes • Multifamily dwelling units • Accessory Dwelling Units • Workforce Housing 	<p>Amend the R-5 District to:</p> <ul style="list-style-type: none"> • Create standards for cottage courts and tiny home communities • Create design standards for missing middle housing forms • Amend and codify the Multi-family Design Guidelines to establish clear design standards • Create design standards for live-work units and live-work developments • Limit locations of live/work units to yellow striped roads. • Allow Accessory Dwelling Units • Establish incentives for the development of workforce housing.
Waterfront Residential	R-4	R-2, -3			

FLU Designation	Primary Compatible Zoning District	Potentially Compatible Zoning District	Max. Residential Density	Desired Housing Forms	Necessary Zoning Ordinance Amendments for FLU implementation
City Center Commercial	C-1	N/A	To be set by site constraints and parking requirements for residential uses	Vertical mix of commercial and residential – ground floor residential permitted only in spaces without street frontage; residential on upper floors, not to exceed 2 stories	<p>Amend the C-1 district to:</p> <ul style="list-style-type: none"> Limit building heights to 2 stories
Blue Star South Highway Commercial	C-2	N/A	N/A	N/A	<p>Amend the C-2 District to:</p> <ul style="list-style-type: none"> Add access management provisions Limit building footprints to 50,000 square feet or less
Blue Star Small Business Corridor	New Zoning District Needed	C-1	To be set by site constraints and parking requirements for residential uses	<p>200 Blue Star:</p> <ul style="list-style-type: none"> Vertical Mix of commercial and residential Live-work units Apartments Townhomes <p>All other properties:</p> <ul style="list-style-type: none"> Vertical Mix of commercial and residential 	<p>Create new zoning district that achieves the following:</p> <ul style="list-style-type: none"> Building footprint not to exceed 10,000 square feet Establish minimum design standards for parking, street-scaping, gathering spaces, and pedestrian pathways Limit permitted uses to low intensity, small scale commercial uses that mirrors the character of the Center Street Prohibit drive-through facilities Establish minimum lot sizes consistent with the C-1 Allow for shared parking arrangements No minimum floor areas

FLU Designation	Primary Compatible Zoning District	Potentially Compatible Zoning District	Max. Residential Density	Desired Housing Forms	Necessary Zoning Ordinance Amendments for FLU implementation
Harbor Commercial	New Zoning District Needed	N/A	To be set by site constraints and parking requirements for residential uses.	Limited residential uses when the housing form is innovative.	<p>Create a new Harbor Commercial Zoning district that achieves the following:</p> <ul style="list-style-type: none"> • Encourages the adaptive reuse of historic landmarks for commercial use • Allow theme-based vending in conjunction with waterfront uses (such as mobile food vendors) • Set criteria to allow for limited innovative and creative residential uses • Allow for uses such as marinas, small-scale retail such as recreational equipment rental and bait shops, service and dining uses, public boat launch and/or parks • Restrict structure heights and widths to preserve views • Encourage the efficient use of land by considering the reduction in the required parking if certain criteria are met, such as shared parking, shuttle use, valet, etc. • Incorporates public access to the waterfront areas. • Prioritizes the preservation and protection of riparian areas along Kalamazoo Lake and limits the development of lands within the floodplain. • Establish spacing and placement standards for buildings to prevent staggering that blocks the viewshed

FLU Designation	Primary Compatible Zoning District	Potentially Compatible Zoning District	Max. Residential Density	Desired Housing Forms	Necessary Zoning Ordinance Amendments for FLU implementation
West Center Commercial	New Zoning District Needed	N/A	6 units per acre	<ul style="list-style-type: none"> Retrofit mixed uses within existing homes Live-work units Single-family homes Duplex homes 	<p>Create a new West Center Commercial Zoning District that achieves the following:</p> <ul style="list-style-type: none"> Allows the conversion of a single-family home to main floor commercial and residential on upper floors. Allows micro-scale service, retail, rental, and dining uses, as well as micro-scale manufacturing with associated on-site retail
Light Industrial	L-1	C-2 (South of Wiley Road ONLY)	N/A	N/A	<p>Amend the L-1 district to:</p> <ul style="list-style-type: none"> Regulate the location of certain land uses that have a higher potential for contamination, to keep away from sensitive lands.
Parks/Open Space	Create New Zoning District	N/A	N/A	N/A	<p>Create a Parks and Open Space district that achieves the following:</p> <ul style="list-style-type: none"> Allows specific outdoor recreation land uses, both public and private Prohibits development of sensitive lands Allows for public uses, such as boat launches, marinas, parks, amphitheaters, sports complexes, etc.





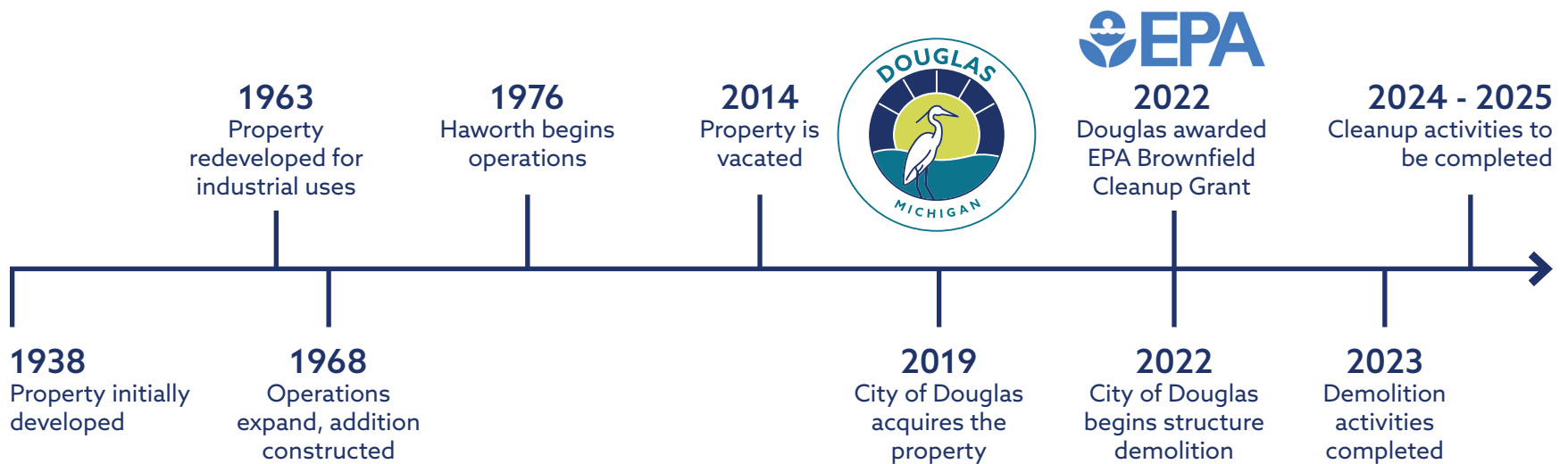
CHAPTER 8

**200 BLUE STAR SUB
AREA PLAN**

Background

The 200 Blue Star Highway site was home to a large furniture manufacturing building that was vacated in 2014. The land was donated to the City in 2019, and the building was demolished in 2022 as a result of environmental assessments determining the site was contaminated with chemicals such as PCBs.

In 2022, the City of Douglas hired PM Environmental to lead the facilitated process to apply for the EPA Brownfield Cleanup grant to remediate and redevelop the site, in particular the portions of the site that are most afflicted by pollutants. The City was awarded the \$500,000 grant, and as a part of the clean-up process, the City sought community buy-in for the future land uses on the property and conducted extensive public engagement efforts in the form of an online survey and a public open house to better understand what the public desired for the future of the site. The level of clean-up was also determined by the future land use of the different areas of the property.



The online survey garnered 662 responses to questions that gathered feedback on demographics, desired land uses, and preliminary concept designs. The public open house was attended by around 25-30 people, in which participants were provided presentations, an informational poster, and the opportunity to interact with visual preference boards that sought input on desired housing forms and desired work/play options. The presentation provided background about the site, the grant process, the design concepts, and next steps. Participants were encouraged to share feedback on the future of the site with the environmental and planning consultants.



WELCOME!
DOUGLAS MICHIGAN

200 BLUE STAR HIGHWAY VISIONING

Why are we here today?

- » The City was awarded a \$500,000 clean-up grant to address the **PCB (polychlorinated biphenyl)** contamination at the former industrial facility at 200 Blue Star Highway.
- » Preferred **site uses** need to be identified to facilitate the preparation of a cleanup work plan.
- » We need **your help** exploring land use and redevelopment alternatives.

What's on the agenda?

- » **Event Time: 6 pm to 8 pm**
- » This is an open house style event. You can come and go as you please.
- » You are encouraged to move around the room, ask questions, learn about the project, share your ideas, and participate in the activities.
- » **Informational Presentation.**
 - 6:10 pm
 - 7:10 pm

The same presentation will be offered twice throughout the evening.



200 Blue Star Hwy. Location

DESTINATION REFERENCES

- 1 Douglas Beach Park
- 2 Douglas River Beer Barrel
- 3 Visitor's Center
- 4 Berry Park
- 5 Park/Pleasant Homes
- 6 Walk's Run National Park
- 7 Schulte Park
- 8 Downtown



CLEAN UP PLANNING



- Quality Assurance Project Plan
- Endangered Species Act Section 7 Review
- National Historic Preservation Act Determination
- Analysis of Brownfield Cleanup Alternatives
- EPA TSCA Work Plan
- Decision Document
- Project Bids and Specifications
- Davis-Bacon Requirements

**Completed/Submitted*

CLEANUP ACTIVITIES

- Landfill approval
- Public Notification
- Verification Sampling
- Soil and Concrete Removal, Transport and Disposal
- Verification Sampling
- Documentation of Cleanup Activities
- TSCA Reporting
- Davis-Bacon Compliance

Land Use Recommendations and Ferry Street Relocation

The final recommendation for the site aims to balance the desires of the community and the required clean-up efforts. Housing, commercial, and green spaces were expressed as being important features by participants in the public engagement portion of the development of the sketch plan. The recommended plan for the site combines housing, including mixed-use housing, with a linear park for public gathering, an enhanced and realigned Ferry Street, and connections to non-motorized facilities.



200 BLUE STAR HIGHWAY
DOUGLAS, MI 49406
**ILLUSTRATIVE
CONCEPT PLAN**
02.06.24



Highlighted in yellow is the area with high concentration of PCBs (Polychlorinated biphenyls) contamination.

The clean-up required by the epa will be determined by the desired use(s).



QUICK CONCEPT STATS

Parcel Size = 7.2 acres

Linear Park Size = 0.5 acres

Proposed Trees = +157 trees

- Reforested Buffers = ±0.7 acres

Potential Total Dwelling Unit Range = 46 to 92 units

Total Commercial Space = 18,000 square feet

Total Parking = 174 spaces

- Off-street = 88 spaces
- On-street = 86 spaces

A PLACE TO LIVE AND PLAY

Balance is key to this concept and focuses on many questions posed by the community such as filling the need for housing but respecting the commercial nature of Blue Star Highway; providing ample greenspace while acknowledging the necessity for grey elements like buildings, drives, and sidewalks; including sufficient parking but embracing the walkable nature of the community; and the desire for public spaces that provide public benefits while realizing that the property needs to have taxable value to help complete the contamination clean-up.

Through this design, the vacant 200 Blue Star Highway property realizes that balance and is transformed into a lively place and verdant landscape. Open space is preserved throughout the site in the form of courtyards, reforested buffers, large setbacks, and a central green. A linear park bisects the property, connecting all the way from Blue Star Highway to Ferry Street. Spaces for food trucks, picnicking, fire places, and movies in the park are all imagined as potential programming, with large, flexible open greens for gathering and passive recreation.

Parking is available both on-site and on the street. An improved streetscape to accommodate sidewalks, shade trees, and parallel parking is imagined on Ferry Street along with a proposed road that includes nose-in parking on the property's north end. This is balanced with the desire to embrace the walkable and bikeable nature of Douglas. Acknowledging the proximity of the site to

both downtown and the Blue Star Bike Trail, sidewalk and trail connections are illustrated throughout the design, connecting to existing non-motorized infrastructure.

Mixed use buildings line the commercial corridor and provide space for business, keeping a consistent character with the street. Alternatively, these units could be constructed in a live/work format where a tenant lives and runs a business in the same space. Businesses that differ from the offerings of downtown should be encouraged to create interest and variety, lessening conflict with exiting establishments. Health, wellness, and recreation-oriented businesses could provide a benefit to the area, as past studies have indicated a gap in the market and a desire for more community center-like features.

Small-scale, multi-family housing is centrally located on the property and acts as a transition from lower density residential to mixed and commercial uses. These buildings frame the linear park, creating a sense of enclosure and a delineation of private and public spaces. Courtyards are placed between the buildings to enhance views and further provide common elements. Senior living or affordable apartments in these spaces would help to fill the need for housing in the community. Positioned in an ideal location near downtown, recreational assets, schools, and employers, this residential component has the potential to draw more long-term residents to the Douglas community.



CHAPTER 9

IMPLEMENTATION



Action Plan

The following tables provide a framework for putting the goals of this Plan into action.

Each theme contains the goals as described in Chapter 6, Goals and Objectives, along with the key tasks for implementation of the goals. It also lists the public body, organization, agency, staff, or other party that would lead, provide approvals, facilitate, or advocate for those key implementation tasks. Finally, the Action Plan table provides a timeframe for tasks to be completed. The timeframes include short, mid, long-term, and ongoing, and are further defined below.











A Sustainable Thriving Economy

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Bolstering harbor commercial activities	Zoning Ordinance Amendments	Planning Commission / City Staff	● MID-TERM
Efficient land uses	Zoning Ordinance Amendments	Planning Commission / City Staff	● MID-TERM
Adaptive reuse of buildings	Zoning Ordinance Amendments	Planning Commission / City Staff	● MID-TERM
Implementation of a Micro-Scale Commercial Zone on Center Street, West of Blue Star Highway	Zoning Ordinance and map amendments	Planning Commission / City Staff	● MID-TERM
	Extend pattern of angled on-street public parking to Ferry Street	DPW / City Manager / City Council	● LONG-TERM
Planning and marketing the Mixed Uses in the Downtown Areas for the Improvement of Economic Viability	Zoning Ordinance Amendments	Planning Commission /City Staff	● MID-TERM
	Establish marketing tools to showcase the downtown areas	DDA/MEDC	● SHORT-TERM
	Promote additional events in the downtown	DDA/Private organizations/City Council	● SHORT-TERM
	Be selective with the future uses of the City Hall Dutcher Lodge building	City Council	● LONG-TERM
Blue Star South Corridor planning for large scale businesses south of Wiley Road	Zoning Ordinance Amendments	Planning Commission / City Staff MEDC	● MID-TERM
Planning for Land Use Compatibility	Zoning Ordinance Amendments	Planning Commission / City Staff	● MID-TERM

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Establish a Blue Star Small Business Corridor	Zoning Ordinance Amendments	Planning Commission / City Staff	● MID-TERM
	Partnership with MEDC for grant funding of small-scale manufacturing	City Staff/MEDC	● SHORT-TERM
Redevelopment of the 200 Blue Star Property	Zoning Ordinance and map amendments	Planning Commission / City Staff	● MID-TERM
	Environmental Remediation	EGLE Brownfield Authority Consultants	● SHORT-TERM
	Property Sale with conditions to adhere to subarea plan	City Council / City Staff	● MID-TERM
	Alignment of proposed land uses with those outlined in the subarea plan	Planning Commission / City Staff City Council Private developer	● LONG-TERM











Ensuring Housing Affordability, Availability, and Neighborhood Preservation

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Decrease Housing Costs to Increase Housing Stock	Zoning Ordinance Amendments	Planning Commission / City Staff	 MID-TERM
	Utilization of a Pattern Book for efficient and pre-approved construction designs	City Staff MML Consultants	 MID-TERM
	Codify and modify the Multifamily Design Guidelines	Planning Commission / City Staff	 SHORT-TERM
Provide Better Opportunities for Affordability	Participation in Regional Housing Partnerships	City Council City Manager Consultants	 SHORT-TERM
	Hold workshops to educate the public on housing related issues	City Staff	 SHORT TO MID-TERM
	Market economic tools and partnerships to attract developers to construct workforce housing	City Staff City Council Consultants MSHDA MEDC	 MID-TERM
	Partner with Tri-Communities to plan for housing affordability options that benefit all three communities	City Staff Saugatuck Township City of Saugatuck Consultants	 MID-TERM
Preserve the historic residential character in all neighborhoods	Zoning Ordinance Amendments	Planning Commission /City Staff	 MID TO LONG-TERM









Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Encourage Long-Term Permanent Residency	Zoning Ordinance Amendments	Planning Commission /City Staff	● MID-TERM
	Create a "housing dashboard" for easy access to housing data in the City.	City Staff MEDC Consultants	● LONG-TERM
	Promote incentives for the development of workforce and/or affordable or attainable housing.	City Council Planning Commission City Staff Consultants	● SHORT-TERM
	Market the City to attract more permanent residents.	MEDC City Staff	● LONG-TERM
Address challenges and opportunities with Short-Term Rentals (STR)	Zoning Ordinance Amendments	Planning Commission /City Staff Fire Department	● SHORT-TERM
	Implement a maximum number of short-term rentals permitted in the City	City Council	● SHORT-TERM
	Prioritize specific areas appropriate for STRs to be permitted	Planning Commission / City Staff City Council	● MID-TERM
	Develop a lottery program to issue STR registrations	City Council / City Staff	● SHORT-TERM
	Adopt a vacancy tax on homes that are unoccupied more than 6 months out of the year	City Council / City Treasurer / City Staff	● LONG-TERM
	Increase enforcement Efforts to curb unregulated STR uses	Code Enforcement Fire Department City Staff	● SHORT-TERM








Prioritizing People, Arts, and Culture



Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Prioritize Inclusivity and Welcoming of ALL People	Partner and collaborate with cultural institutions and community organizations to promote inclusion across diverse communities	Planning Commission / City Staff	● ONGOING
	Seek equitable representation from the City's diverse demographics on City Boards and Commissions	City Staff MML Consultants	● ONGOING
	Represent LGBTQ+ and other diverse populations in language and imagery in City communications, publications, and outreach materials	Planning Commission / City Staff	● ONGOING
Foster Placemaking to encourage gathering and to enhance public spaces.	Zoning Ordinance Amendments	Planning Commission / City Staff	● MID-TERM
	Implement TIF plan elements	DDA City Council Planning Commission	● MID TO LONG-TERM
	Construct an amphitheater within Wade's Bayou or Beery Field for regular concerts and other community events.	City Council City Manager DPW	● LONG-TERM




Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Become an attractive community for families	Implement additional public amenities for children	Planning Commission /City Staff	 LONG-TERM
	Utilize public spaces on the waterfront for year-round events that incorporate hands-on activities for children	City Staff MEDC Consultants	 MID-TERM
	Connect neighborhoods to schools with appropriate pedestrian pathways	City Council Planning Commission City Staff Consultants	 LONG-TERM / ONGOING
	Provide a community space or building for all residents to utilize or rent	MEDC City Staff	 LONG-TERM
	Prioritize family-friendly events and amenities within the City's parks	Planning Commission /City Staff Fire Department	 SHORT-TERM
	Improve communication with the Tri-Community Parks and Recreation Board to stay up to date and to communicate events and activities to the public	City Council	 SHORT-TERM
	Take advantage of opportunities for year-round recreation	Planning Commission / City Staff City Council	 SHORT-TERM
	Allow the utilization of City property for water safety class administration	City Council / City Staff	 SHORT-TERM / ONGOING

Safe and Available Public Infrastructure

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Connect Neighborhoods and Existing Non-Motorized Pathways	Zoning Ordinance Amendments	Planning Commission / City Staff	 MID-TERM
	Sidewalk installation in areas identified in Map 12, Sidewalks	Private Developers City Council DPW	 LONG-TERM / ONGOING
	Incentivize the promotion of alternative forms of transportation	Planning Commission / City Staff City Council Private Organizations	 MID-TERM
	Participate in the Safe Routes to School Program to secure funding for pedestrian connections to schools	Safe Routes to School City Council Saugatuck Public Schools	 LONG-TERM
	Study the feasibility of sidewalks along Campbell Road from Ferry Street to Lakeshore Drive, as well as along Lakeshore Drive	DPW Consultants City Engineer City Council	 LONG-TERM
Implement Vehicular Connections Between Key Road Segments	Zoning and Regulatory Ordinance Amendments	Planning Commission / City Staff City Council	 MID-TERM
	Construct road segments and connections in areas identified on Map 11, Roads, for new developments	Private Developers DPW City Council	 LONG-TERM / ONGOING
	Update or develop transportation and asset management plans and add all yellow striped roads to its major streets millage for annual Act 51 Maps	City Engineer Consultants City Manager DPW	 LONG-TERM

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Maintain the Existing Public Road Network	Zoning and Regulatory Ordinance Amendments	Planning Commission / City Staff City Council	 MID-TERM
	Adjust fee schedules to cover engineer review and inspection costs as part of the zoning permit process	City Council City Staff	 SHORT-TERM
	Improve existing road infrastructure to mitigate traffic congestion at key intersections	DPW City Council City Manager	 LONG-TERM
	Conduct a traffic study every five years to determine future improvement needs for existing roadways.	City Engineer City Council City Manager DPW Consultants	 LONG-TERM / ONGOING
Expand Fiber Optics into the City and Enhance Communications Infrastructure	Partner with private organizations and public agencies to bring fiber optics into the City	City Staff City Council Private Organizations Allegan County	 SHORT-TERM
	Adopt a small-cell wireless ordinance to allow these facilities in the public right of way	City Staff City Council City Attorney	 MID-TERM
Encourage Increased Use of Public Transportation	Support Interurban Transit for route expansions and servicing park and ride options throughout the tri-community area	City Council City Manager and Staff DPW Interurban Transit Authority	 LONG-TERM








Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Ensure the Availability and Capacity of Public Utilities for Existing and Future System Users	Regulatory Ordinance Amendments	City Council	 MID-TERM
	Establish special assessment districts for future water main extensions	City Council City Engineer KLSWA City Manager City Treasurer	 LONG-TERM
	Prepare an asset management plan for the City's water and sanitary sewer infrastructure	Consultants KLSWSA City Manager City Engineer	 LONG-TERM
	Utilize development agreements for large-scale commercial and residential developments that outlines financial obligations for required infrastructure improvements	Planning Commission City Staff City Council City Attorney Private Developers	 SHORT-TERM / ONGOING
	Identify areas within the City that are not properly connected to the water or sewer systems	City Engineer KLSWA City Staff	 ONGOING / LONG-TERM

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Prioritize Safety in All Transportation Infrastructure Design and Implementation	Solicit public input when appropriate for major changes to public infrastructure	City Stakeholders City Engineer City Staff DPW	 ONGOING / LONG-TERM
	Zoning Ordinance amendment to implement an access management overlay over C-2 zoned parcels to reduce curb cuts onto Blue Star Highway	Planning Commission / City Staff City Engineer Consultants	 MID-TERM
	Regularly conduct inventory of existing infrastructure to ensure ADA compliance and that it is free of hazards and obstructions	DPW City Engineer Consultants	 LONG-TERM / ONGOING



A Sustainable and Resilient City

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Become a Resilient-Ready Community: Protect Sensitive Lands and Enhance Preparedness for Coastal Hazards	Amend zoning map to include high-risk erosion and critical dune areas	EGLE City Staff Planning Commission / City Staff	● SHORT-TERM
	Form a coastal resilience committee to make recommendations on development projects	Coastal Leadership Academy EGLE City Staff City Council	● MID-TERM
	Conduct a vulnerability assessment	Consultants	● MID-TERM
	Zoning Ordinance amendments	Planning Commission / City Staff	● MID-TERM
	Implement a points system to award density bonuses for clustered residential developments incorporating sustainable development practices	Planning Commission / City Staff City Engineer	● MID-TERM
Protect Groundwater that is Sourced from Within the City	Re-activate the Wellhead Protection Program within the Tri-Community Area	City Council City Engineer KLSWA City Staff	● MID-TERM
	Amend the zoning ordinance and map to delineate the wellhead protection zones	Planning Commission / City Staff KLSWA City Engineer	● MID-TERM
	Prohibit certain land uses that have the potential to contaminate groundwater in the wellhead protection zones	Planning Commission / City Staff EGLE	● MID-TERM

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Protect the Health of the Current and Future Residents by Minimizing Exposure to Contamination	Seek grant opportunities to fund environmental remediation of Brownfields and other areas	EGLE MSHDA MEDC Brownfield Authority City Manager City Council	 LONG-TERM / ONGOING
	Zoning ordinance amendments	Planning Commission / City Staff	 MID-TERM
	Restrict land uses in areas of known contamination	Planning Commission / City Staff	 MID-TERM
	Amend the zoning map to show locations of known contamination	Planning Commission / City Staff	 SHORT-TERM
Promote Climate-Resilient Infrastructure for Public and Private Development and Facilities	Adopt Dark Sky Lighting Principals within the Zoning Ordinance	Planning Commission / City Staff	 MID-TERM
	Zoning Ordinance amendments to add provisions for EV parking, bike racks, and reduced parking minimums	Planning Commission / City Staff	 MID-TERM
	Seek public-private partnerships to bring EV infrastructure to the City	City Council Private Organizations DPW City Manager and Staff	 LONG-TERM

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Ensure Responsible and Sustainable Stormwater Management for All Development Types	Zoning and regulatory ordinance amendments	Planning Commission / City Staff	● MID-TERM
	Incentivize sustainable stormwater management practices	Planning Commission / City Staff City Engineer Allegan County Drain Commission	● MID-TERM
	Link landscaping requirements to stormwater management designs	Planning Commission / City Staff	● SHORT-TERM
	Hold workshops to educate the public on sustainable stormwater management practices at home	City Council City Staff Kalamazoo River Watershed Council Private Organizations Tri-Community	● SHORT-TERM / ONGOING
	Establish a special assessment district to fund improvements for problem drainage areas in the City	City Council City Engineer City Treasurer DPW Allegan County Drain Commission	● LONG-TERM
	Identify priority areas of concern related to County Drain maintenance in the City	Allegan County Drain Commission DPWw City Staff City Engineer	● MID-TERM

Goals	Key Implementation Tasks	Primary Leadership and Key Partners	Timeframe
Prioritize Tree Preservation	Zoning and/or regulatory ordinance amendments	Planning Commission / City Staff	● MID-TERM
	Update the acceptable tree planting list to be codified within the Zoning Ordinance	Planning Commission / City Staff Consultants	● MID-TERM
	Incentivize preservation of heritage trees within development sites	Planning Commission / City Staff City Council Private Developers	● MID-TERM





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