

To: City of the Village of Douglas Planning Commission
Date: June 22, 2026
From: Sean Homyen, Planning & Zoning Administrator
RE: 86 W. Center St – Special Land Use Request for Hotel/Motel (Section 26.23)



The Village of Friendliness – Since 1870

Background. David Isljamovski, on behalf of 1857 Hospitality Group, LLC, has submitted a Special Land Use application to convert the former City building into a hotel at 86 W. Center Street per Section 26.23. The proposal includes constructing a rear building addition, expanding the rear deck, constructing a front patio, and installing new exterior stairs. The property is zoned C-1 Village Commercial District and is located at the corner of Union Street and Center Street within the Dudleyville Plat. The proposed development will consist of six hotel rooms on the second floor, while the first floor will include a lobby, bar/lounge, event space, and associated support areas. The basement will be utilized for housekeeping, storage, and mechanical/utility equipment.

Procedure. The Planning Commission is tasked with reviewing the request providing an approval, with or without conditions, denial, or tabling of the request.

Site and Building Placement Standards

Standard (Corner Lot)	Required	Existing	Proposed
Lot Area	4,000 sq. ft.	8712SF	
Lot Frontage	20 ft.	66 ft. & 132 ft.	
Lot Coverage	80% max	33%	35.48%
Front Setback (south)	0 ft.		2 ft. - 10"
Rear Setback	25 ft.		Approx. 41.3 ft. (Full distance should be provided.)
Front Setback (East)	0 ft.	0 ft.	0 ft.
Side Setback (west)	5 ft.		Pre-existing
Height	28 ft. Max		Approx. 34.3 ft.
Stories	2 Stories Max		2 Stories

Section 10.03 Performance Standards

a) Storage of materials or goods shall be enclosed entirely within a building or shall be enclosed so as not to be visible to the public from any abutting residential district or public street.

Remarks. Not proposed. If such activity occurs in the future, it shall comply with Section 10.03(a) of the Zoning Ordinance.

b) No major repairs or refinishing of products shall be done outside of the principal structure.

Remarks. Not proposed. If such activity occurs in the future, it shall comply with Section 10.03(b) of the Zoning Ordinance.

c) No lighting shall in any way impair the safe movement of traffic on any street or highway.

Remarks. No lighting is provided, but any future lighting shall comply with Section 10.03 (c) & Section 24.03(9)

d) Screening at least six (6) feet in height shall be erected to prevent headlight glare from shining onto adjacent residential property. No screening shall in any way impair safe vertical or horizontal sight distance for any moving vehicles or be closer than thirty (30) feet to any street right-of-way line.

Remarks. Met. A pre-existing fence is located along the northern property line adjacent to the residential property.

e) Material which is normally and reasonably discarded from commercial uses of property may be stored outside of an enclosed building for a reasonable time provided that such storage areas are completely screened by an opaque fence of not less than six (6) feet in height.

Remarks. Met. A six-foot wooden dumpster enclosure is proposed at the northwest corner of the property.

f) All storage of materials on any land shall be within the confines of the building or part thereof occupied by said establishment.

Remarks. Not proposed. If such activity occurs in the future, it shall comply with Section 10.03(f) of the Zoning Ordinance.

g) All building structural components shall be made of wood, masonry, pre-cast concrete, or metal. All building facades shall be constructed or clad with wood, brick, stone, fluted block glass, or similar decorative material. With the exception of roofing materials, exterior finish materials shall not be factory finish metal siding or sheeting. Canvas, nylon, and other synthetic materials may be utilized for decorative and non-structural porticos, canopies, and other attachments.

Remarks. Met. The proposed addition is designed to match the existing exterior finishes to maintain the building's historic appearance.

h) In recognition of developing technologies in building materials, the Planning Commission may approve other materials in consideration of the following standards.

1. Whether or not the finished treatment is compatible with surrounding properties in terms of color and overall image

Remarks. N/A. Pre-existing

2. Relative scale of the building in terms of height and area.

Remarks. N/A. The building height is legal non-conforming. The addition does not increase its non-conformity.

3. The extent to which the building is set back from the street frontage(s) and the amount and quality of landscaping on the street frontage(s) and along the building.

Remarks. Landscaping is provided in the front yard along Center Street. Landscaping is also proposed along Union Street; however, portions are located within the public right-of-way. After discussion with the DPW, landscaping within the public right-of-way should be removed. The site plan shall be revised accordingly.

4. Such other conditions which the Planning Commission may deem relevant in order to protect the health, safety, and general welfare of the City and its inhabitants.

i) The use of a roof area of a building shall meet the following standards:

1. No more that fifty (50) percent of the roof area shall be used.

2. The area used by the tenants or owners of the building shall be secured by fence or similar structure with a height of four (4) feet.

3. The uses of the roof area shall be compliant with the Noise Ordinance of the City.

4. The area of the roof to be used shall not be closer that eight (8) feet to the edge of the roof.

5. The area of the roof to be used shall contain a surface that is fire resistant as approved by the Fire Chief.

6. The Fire Chief shall review the roof area and provide comments on public safety concerns if any.

j) Each property subject to site plan review shall be required to provide the following elements unless waived by the Planning Commission as being impractical or unreasonable during the site plan review process.

Remarks. N/A – the deck is part of the second floor, and the roof is not proposed to be used.

1. Provision of street trees between the front of the building and the street.

Remarks. There is a 16'-10" space between the front of the building and property line. The Planning Commission shall determine if there is adequate space for any trees.

2. Provision of green space in the form of a planting area, flower box, planting structure, or similar landscape element to soften the effect of concrete and asphalt on the site.

Remarks. Greenspace is provided in the front yard, the Planning Commission shall determine if this is met.

3. Provision of a patio, street furniture or similar public use area to enhance the pedestrian elements of the downtown area.

Remarks. N/A. The applicant is not proposing any public use area.

4. The placement of street furniture or other elements noted above should not diminish the area or space between the front of the building and the curb of the street to less than eight (8) feet in width.

Remarks. N/A. No street furniture or similar elements are proposed.

k) Where a building is proposed to be constructed with a setback from the primary street frontage of greater than 10 feet, the applicant shall be required to install a minimum five foot landscape strip along the entire linear frontage of the site which shall include landscaping as required within Article 21 as well as a consistent hedge row or stone or masonry sitting wall no taller than three (3) feet and no shorter than eighteen (18) inches to maintain a consistent and defined street edge along the public right of way. The Planning Commission may approve a public use area in lieu of a landscape strip or sitting wall provided that such use area is determined to be readily available to the general public and satisfies the requirements of Section 10.03U).

Remarks. N/A. This is a pre-existing building, the ordinance applies to new construction.

Driveway – Article 18

Remarks. N/A. The Driveway is Pre-existing, there are no plans for modification to the driveway.

Parking – Article 19

Section 19.03 Parking Space Requirements

33) Motels, Auto Courts, Hotels: One (1) parking space for each sleeping unit, plus one (1) additional space for each five (5) rooms, plus one (1) space for each employee on the largest work shift.

Parking Calculation -

- Six (6) guest rooms = 6 spaces
- One (1) additional space for every five (5) rooms = 1 space
- Total Required = 7 parking spaces

Remarks. Met. The applicant is proposing a total of eight (8) parking spaces, with seven (7) designated for hotel guests and one (1) designated for an employee. The parking calculation is based on the proposed hotel use. Although the first floor includes a lounge and event space, the Zoning Ordinance defines a hotel as a facility that may provide additional services, such as restaurants and meeting rooms (see definition below). Therefore, the lounge and event space are considered part of the hotel use and do not require separate parking calculations.

HOTEL. A facility offering transient lodging accommodations on a daily rate to the general public and may provide additional services, such as standard restaurants, meeting rooms, and recreational facilities.

Section 19.04 Location of Parking Areas

1) Off-street parking facilities shall be located as hereafter specified. When a distance limit is specified it shall be the walking distance measured from the nearest point of the parking facility to the nearest normal entrance of the building or use that such facility is required to serve. Property owners shall be responsible to have at all times maintained the minimum standards, as follows:

a) For all residential buildings and for all nonresidential buildings and uses in residential zones, required parking shall be provided within one hundred (100) feet of the building or use they are required to serve.

Remarks. N/A. The standard applies to residential or nonresidential uses located within residential districts. The subject property is located in a commercial district.

b) For all commercial and nonresidential buildings and uses in business zones, required parking shall be provided on the premises within three hundred (300) feet of the building or use they are required to serve.

Remarks. Met. Required parking is provided on the premises and located directly adjacent to the principal building, well within the 300-foot distance allowed for commercial uses.

c) For industrial buildings or use, required parking shall be provided on premise or within five hundred (500) feet of the buildings or uses they are required to serve.

Remarks. N/A. The proposed use is commercial/residential, not industrial.

d) Parking areas shall be set back a minimum of five feet from any public

right-of-way and in no case shall a new parking area be placed between the principal building on site and the primary street frontage. Parking lots shall be set back from all other property lines a minimum of one half (1/2) the applicable setback requirement unless connected to a parking lot on an adjacent lot, in which case the parking lot may be constructed to the property line.

Remarks. N/A. the parking area is non-conforming

Section 19.05 Site Development Requirements

All off-street parking areas shall be designed, constructed and maintained in accordance with the following standards and requirements. These requirements shall apply to all developments where a new building is proposed as well as to lots in which the gross floor area is proposed to be enlarged or expanded by more than 50%.

1) Marking and Designation: Parking areas shall be so designed and marked as to provide for orderly and safe movement and storage of vehicles. Individual parking spaces shall be delineated by paint markings on paved parking surfaces; and the delineations shall parallel the minimum dimensions required for parking spaces.

2) Driveways: Adequate ingress and egress to the parking area by means of clearly limited and defined drives shall be provided. Driveways which intersect with a public street or private road shall meet the requirements of Section 18.01.

a) Except for parking space provided for one-family and two-family residential lots, drives for ingress and egress to the parking area shall be not less than twenty-four (24) feet wide and so located as to secure the most appropriate development of the individual property.

Remarks. N/A. The existing driveway is pre-existing and no modifications are proposed.

b) Each entrance to and exit from an off-street parking area shall be at least twenty-five (25) feet from any adjacent lot within a residential district.

Remarks. N/A. The existing driveway is pre-existing and no modifications are proposed.

c) A minimum separation distance of 12 feet shall be installed between all driveways and buildings or parking areas within 30 feet of a public right of way.

Remarks. N/A. The existing driveway is pre-existing and no modifications are proposed.

d) A clearly defined pedestrian crosswalk shall be installed across all driveways. Crosswalks shall be permanently defined by the installation of an alternate material than that used for the majority of the drive, such as stamped and stained concrete, brick or similar materials.

Remarks. Met.

3) Site Maneuverability: Each parking space, within an off-street parking area, shall be provided with adequate access by means of maneuvering lanes. Backing directly onto a street right-of-way shall be prohibited. The width of required maneuvering lanes may vary depending upon the proposed parking pattern, as follows: (See Figure 19.1)

a) For right angle parking patterns seventy-five (75) to ninety (90) degrees, the maneuvering lane width shall be a minimum of twenty four (24) feet.

Remarks. The existing maneuvering lane was approximately 10 feet in width. Based on the proposed modifications, it appears the maneuvering lane has been widened. Although the proposed improvements reduce the existing nonconformity, the applicant shall provide the final maneuvering lane width on the site plan.

Section 19.06 Loading and Unloading Space Requirements

1) Intent and Purpose: In order to prevent undue interference with public use of streets and alleys, every use similarly and customarily receiving or distributing goods by motor vehicle shall provide space on the premises for that number of vehicles that will be at the premises at the same time on an average day of full use.

2) Additional Parking Space: Loading space required under this Section shall be provided in addition to off-street parking space as required under Section 19.02 and shall not be considered as supplying off-street parking space.

3) Space Requirements: There shall be provided adequate space for standing, loading, and unloading service not less than twelve (12) feet in width, twenty-five (25) feet in length, and fourteen (14) feet in height, open or enclosed, for uses listed in the following table, or for similar uses similarly involving the receipt or distribution by vehicles of material or merchandise. Such loading spaces may be shared by more than one business per the standards of Section 19.02(5).

TABLE OF LOADING SPACE REQUIREMENTS

<u>USABLE FLOOR AREA</u>	<u>Minimum Spaces Required (square feet)</u>
Commercial uses, such as retail stores, personal services, amusement, automotive service.	First 5,000: none next 20,000 or fraction thereof: one space, each additional 20,000 or fraction thereof one space

Remarks. N/A. The use is for hotel.

Landscaping - Article 21

5) Site Landscaping:

a) Except in the case of a planned unit development and in addition to any buffer zone and/or parking lot landscaping required by this section, ten (10) percent of the site area, excluding existing thoroughfare right-of-way, shall be landscaped.

Remarks. The site is pre-existing. The Planning Commission shall determine whether additional landscaping is required as part of this application. It should be noted that the parking area is almost entirely covered by impervious surfaces.

b) Areas used for storm drainage purposes, such as unfenced drainage courses or retention areas in front or side yards, may be included as a portion of the required landscaped area not to exceed five (5) percent of the site area.

Remarks. N/A. A pre-existing leach basin is located within the parking area. No changes to the stormwater facilities are proposed as part of this application.

c) Landscaping along public rights of way shall include a minimum of one (1) tree at least fifteen feet in height or a minimum caliper of three (3) inches (whichever is greater at the time of planting) for each thirty (30) lineal feet, or major portion thereof, of frontage abutting said right of way. Tree species shall be selected from the City of Douglas recommended species list. The remainder of the landscaping within the right of way shall comply with the recommendation of the Blue Star Corridor plan or other streetscape plans on file at the time of application and may include grass, ground cover, shrubs, and/or other natural, living, landscape material.

Remarks. Due to the existing building placement and limited available space along Union Street and Center Street, planting additional street trees may not be feasible. The Planning Commission shall determine whether there is sufficient space to accommodate the required trees or whether the existing conditions satisfy the intent of this standard.

6) Lighting: Except for single-family and two-family residential lots, adequate lighting shall be provided throughout the hours when the parking area is in operation.

a) Lighting shall be designed and constructed in such a manner to:

1. ensure that direct or directly reflected light is confined to the development site
2. that all light sources and light lenses are shielded
3. that any light sources or light lenses are not directly visible from beyond the boundary of the site.

b) Lighting fixtures shall be a down-type having one hundred (100) percent cut off with no

protruding lenses. The light rays shall not be emitted by the installed fixture at angles above the horizontal plane, as may be certified by photometric test.

c) Unless as otherwise approved by the Planning Commission, light sources shall not be visible.

d) Recreation area and amusement area lighting shall be equipped with baffling or other devices to assure that the above requirements are achieved.

e) The applicant shall submit the specifications for the lights, poles, fixtures and light sources to the City for approval prior to installation.

f) The lights shall be put on timers or other devices to come on only as needed after the use closes or the last employee leaves or where a security concern requires a longer lighting period.

Remarks. No lighting is provided, but any future lighting shall comply with Section 24.03(9).

7) Stormwater Management: All parking lots shall include on site stormwater management which incorporates one or more of the following:

a) Rainwater gardens shall be a minimum of 10 feet from any building foundation and shall be constructed to a depth of 6 to 18 inches. Rainwater gardens shall be designed to include a minimum four (4) foot buffer of turfgrass between perennial plantings and any impervious surface and shall be graded to a slope of no more than ten (10) percent. Plants shall be selected to reduce maintenance and which are tolerant of snow storage and winter salt and sand. All proposed rainwater gardens shall be reviewed and approved by the City Engineer prior to approval and inspected by the City Engineer following construction. Failure to construct or maintain any component of the stormwater management plan shall be considered a violation of this ordinance and enforced per the standards of a civil infraction within the Douglas code of ordinances.

b) Infiltration Basins: a stormwater runoff impoundment designed to capture the entire volume of a 5 year storm event, hold this volume and infiltrate it into the ground over a period of days. An infiltration basin shall not be designed to retain a permanent pool of water. The bottom of an infiltration basin shall be vegetated with deep-rooted native plant species as approved by the Planning Commission.

c) Alternative stormwater management designs may be approved where recommended by the City Engineer and when determined to meet the intent of this ordinance.

Remarks. Any required stormwater management improvements shall be reviewed and approved by the Allegan County Drain Commission (ACDC), if applicable.

8) Landscape Elements: The following minimum standards shall apply:

a) Quality. Plant material and grasses shall be of generally acceptable varieties and species, free of insects and diseases, hardy to the climate, conform to the current minimum standards of

the American Association of Nurserymen, and shall have proof of any required governmental regulations and/or inspections.

Remarks. The Planning Commission shall determine whether the proposed plant materials satisfy the quality standards of this section.

b) Composition. A mixture of plant material, such as evergreens, deciduous trees and shrubs, is recommended as a protective measure against insect and disease infestation. A limited mixture of hardy species is recommended rather than a large quantity of different species to produce a more aesthetic, cohesive design and avoid a disorderly appearing arrangement.

Remarks. The Planning Commission shall determine whether the proposed landscape composition satisfies the intent of this section.

c) Berms. Berms shall be constructed with slopes not to exceed a 1 :3 gradient with side slopes designed and planted to prevent erosion, and with a rounded surface a minimum of two (2) feet in width at the highest point and extending the length of the berm. Berm slopes be protected with sod, seed, shrubs or other form of natural ground cover.

Remarks. N/A – The site plan does not propose any berms; therefore, this standard is not applicable.

d) Existing Trees.

1. If existing plant material is labeled "To Remain" on site plans by the applicant or required by the City, protective techniques such as fencing or barriers, shall be installed at the drip line around the perimeter of the plant material during construction. No vehicle or other construction equipment shall be parked or stored within the drip line of any plant material intended to be saved. Other protective techniques may be used provided such techniques are approved by the City.

Remarks. Existing spruce trees are identified to remain on the site plan. Tree protection measures shall be installed during construction in accordance with this section.

2. In the event that healthy trees which are used to meet the minimum requirements of this Ordinance or those labeled to remain are cut down, destroyed, damaged, or excavated at the drip line, as determined by the City, the Contractor shall replace them with trees which meet Ordinance requirements.

3. Trees labeled "To be removed" on a site plan or landscape plan prepared under Section 21.01 (2) shall be replaced, with a similar species, or by a similar tree from among those listed in subsection e which follows, and in minimum size as required in the size elements of Section 21.01 (7).

Remarks. One tree is proposed to be removed, the Planning Commission shall determine if the tree shall be replaced in the area or in other areas of the property if possible.

Section 26.23 Motels/Hotels

1) Locational Requirements:

- a) Motels/Hotels are permitted by Special Use Permit in the C-2 General Commercial district.
- b) Ingress and egress to the motel shall be only from a paved major thoroughfare.
- c) A hotel is permitted by Special Use Permit in the C-1 Village Center District.

2) Site Requirements:

- a) The minimum lot size shall be one (1) acre with a minimum width of one hundred fifty (150) feet, provided that there shall be at least eight hundred (800) square feet of lot area for each guest. This requirement does not apply to a hotel in the C-1 District.

Remarks. N/A. Property is located in the C-1 Village Commercial District.

- b) The maximum lot coverage of all buildings, including accessory buildings, shall not exceed twenty-five (25) percent of the area within the lot lines of land developed at any one time. A hotel proposed in the C-1 District shall comply with the lot coverage requirements of Section 10.02(c).

Remarks. The property is located within the C-1 Village Commercial District. Therefore, the proposal is subject to the lot coverage requirements of Section 10.02(c). The proposed uncovered porch and deck do not increase lot coverage.

- c) Off-street parking and loading is as required in accordance with Article 19. Hotels located in the C-1 District shall also be subject to the provisions of Section 10.04.

3) Buffering Requirements:

- a) The front twenty-five (25) feet of the lot shall be landscaped buffer zone, unpaved, and shall not be used for off-street parking, except a hotel proposed in the C-1 District shall comply with the requirements of Section 10.03.

Remarks. See Staffs Review of Section 10.03.

- b) The outdoor storage of trash or rubbish shall be screened in accordance with Section 21.01 (10) of this Ordinance.

Remarks. Met

4) Performance Standards:

a) No kitchen or cooking facilities shall be provided in guest rooms unless specifically approved by the Planning Commission, in which case the design shall conform to all Building Code requirements.

Remarks. Kitchen is not proposed in guest rooms.

b) The minimum floor area of each guest unit shall be two hundred-fifty (250) square feet.

Remarks. Met

c) No guest shall establish residence at the motel for more than 30 days.

Remarks. The applicant shall revise the project narrative to state that no guest may establish residence for more than thirty (30) consecutive days.

d) All exterior lighting shall be in accordance with Section 19.05(6) and 24.03(9) hereof.

Remarks. Any proposed exterior lighting shall comply with Sections 19.05(6) and 24.03(9) of the Zoning Ordinance.

AGENCY REVIEW

Kalamazoo Lake Sewer & Water Authority (KLSWA): Currently under review.

Allegan County Drain Commission (ACDC): Currently under review.

Saugatuck Township Fire Department (STFD): Currently under review

City Engineer: Currently under review.

Final Thoughts. The Planning Commission should review the site plan in accordance with the applicable standards of the Zoning Ordinance. As highlighted in this report, there are several areas where additional clarification or discretion by the Planning Commission is required.

Specifically, the Planning Commission shall determine:

- Whether the proposed exterior building materials and design are compatible with the historic character of the existing building and satisfy Sections 10.03(g) and (h).
- Whether the proposed landscaping is sufficient to satisfy the intent of Article 21, including landscaping along the public rights-of-way where existing site conditions limit available space.
- Whether additional landscaping should be required due to the existing amount of impervious surface within the parking area per Section 21.04 (a).
- Whether the proposed landscape composition and the replacement of the tree proposed for removal satisfy the requirements of Section 21.08 (d)

- Whether the existing site constraints justify the continuation of the existing nonconforming parking layout and maneuvering lane, and whether the applicant should provide the final maneuvering lane width on the site plan per section 19.05 (3) (a)
- Whether any future exterior lighting should be conditioned upon compliance with Sections 21.01(6) and 24.03(9) of the Zoning Ordinance.
- Whether the applicant has provided sufficient information to address the remaining plan review comments identified in this report.
- Whether outstanding agency review comments from the City Engineer, Kalamazoo Lake Sewer & Water Authority (KLSWA), Allegan County Drain Commission (ACDC), and Saugatuck Township Fire District may be addressed as conditions of approval or whether additional review is necessary prior to approval.

RECOMMENDATION.

At the upcoming meeting, the Planning Commission will review the updated site plan. Commissioners should carefully consider the information presented in this report, along with comments from the applicant and the public. The Planning Commission should also review the remarks highlighted in yellow and determine whether the applicable standards of the Zoning Ordinance have been met.

Staff has reviewed the performance standards under Section 10.03, and remarks are provided throughout this report for each applicable item. Conditions included in the suggested motion reflect standards clearly applicable to this proposal. The Planning Commission may add additional conditions of approval if deemed necessary.

If the Planning Commission determines that the applicable standards have been sufficiently met and that any remaining concerns are minor in nature and may be addressed through the conditions outlined in the suggested motion, staff recommends approval of the site plan for 86 W. Center St. If the Planning Commission determines that the outstanding items identified in this report should be resolved prior to approval, staff recommends tabling the request until those items are addressed.

SUGGESTED MOTION

Suggested Motion. I move to [approve / approve with conditions / deny / table] the request made by David Isljamovski of 1857 Hospitality Group, LLC for special land use approval for hotel/motel under Section 26.23 of the City of the Village of Douglas Zoning Ordinance, based on the findings outlined in the staff report dated June 22, 2026, on the parcel identified as P.P. 59-551-001-00, located at 86 W. Center St., subject to the following conditions:

1. The applicant shall address all outstanding comments and requirements from the City Engineer, Kalamazoo Lake Sewer & Water Authority (KLSWA), Allegan County Drain Commission (ACDC), and Saugatuck Township Fire District prior to issuance of any permits
2. The applicant shall obtain all other federal, state, and local permits if required.

3. The applicant shall coordinate with City staff regarding any required road closures, lane closures, or traffic control measures associated with construction activities.
4. The applicant shall revise the site plans and project narrative in accordance with Planning Commission direction and provide all missing information identified in the staff report and site plan review checklist prior to the issuance of permits.
5. All exterior lighting must comply with Zoning Ordinance Sections 19.05(6) and 24.03(9).

Please feel free to reach out with any questions.