


Douglas MacArthur  
1990

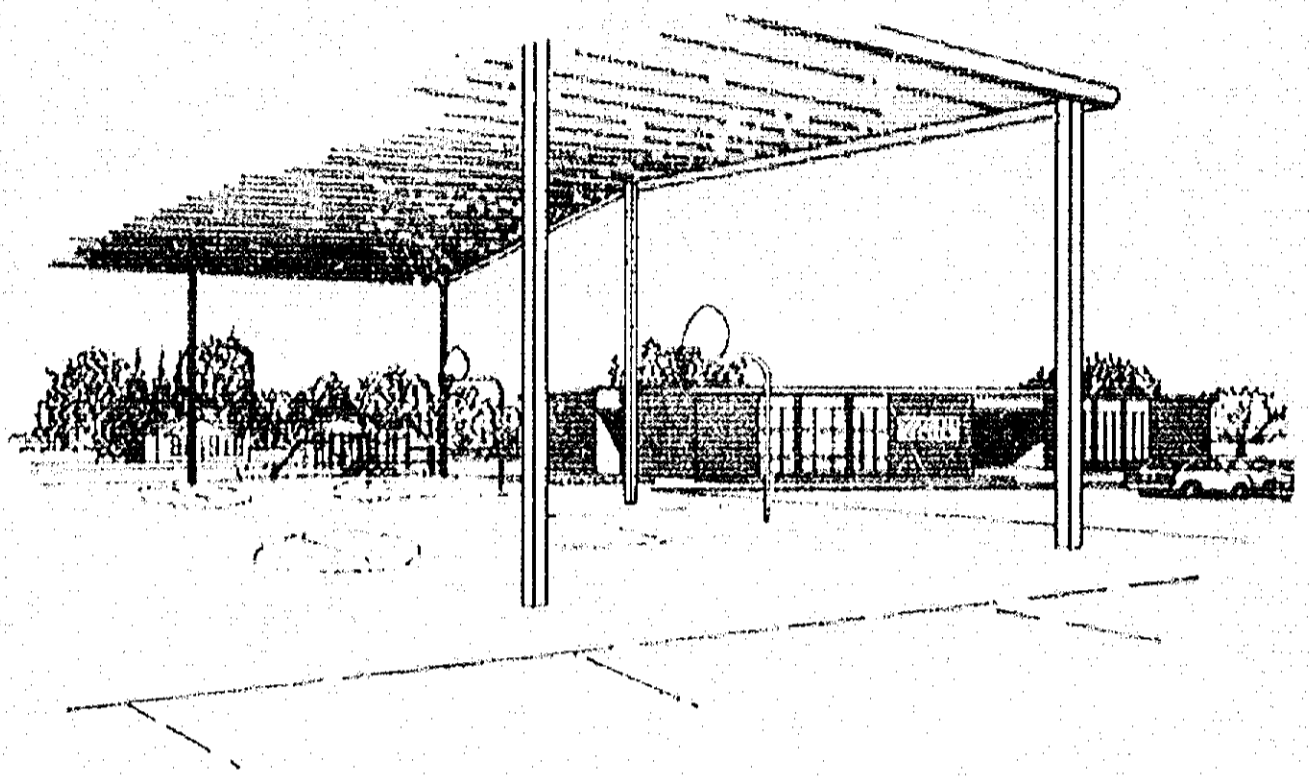
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**DOUGLASS AREA  
STUDY**

FEBRUARY 1990

planning & transportation  *University of Pennsylvania*

002438



The Douglass Center

CITY OF PLANO  
DOUGLASS AREA STUDY

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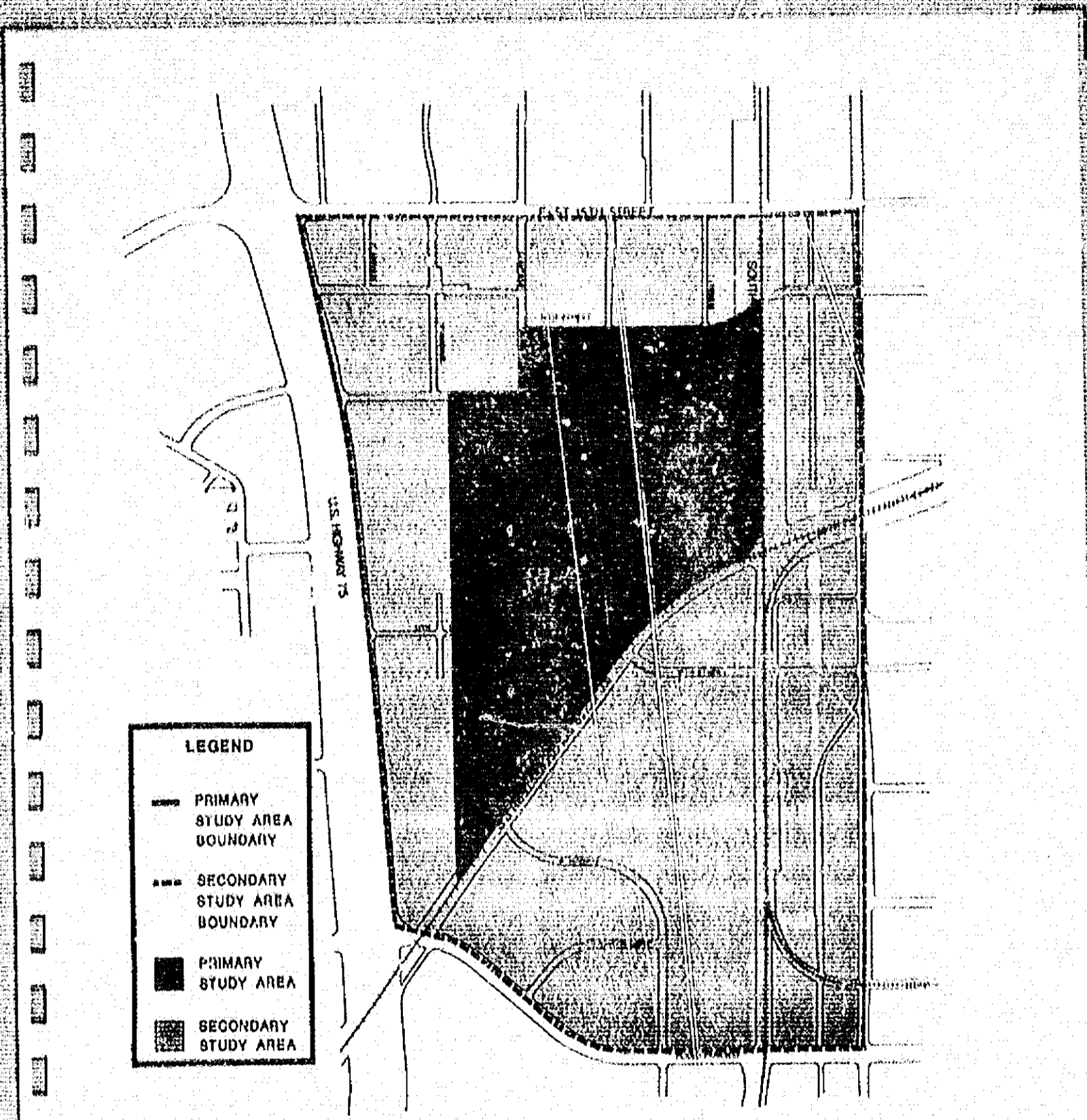
## INTRODUCTION

In 1967, the City of Plano began a home and property rehabilitation program funded by Community Development Block Grant (CDBG) monies. This program was implemented to assist very low to moderate income residents in rehabilitating their homes to an acceptable standard. The first neighborhood targeted to receive these funds was the Douglass Area. In order to enhance the quality of life in the Douglass Area, City Council instructed the Planning & Transportation Department to prepare a plan for the neighborhood. Douglass Area leaders were contacted to form a committee of residents to participate in the preparation of the master plan. Eight residents were appointed to work on the plan (see Appendix A).

The purpose of this study is to make recommendations which, if implemented, should revitalize the Douglass Area and ensure its long-term use as a residential area. The recommendations address five areas: land use, transportation, infrastructure, housing, and public facilities.

The Douglass Study is divided into two areas of focus (see Figure 1). The primary study area is known as the "Douglass Community", and is bounded by 14th Street on the north, the Southern Pacific Railroad on the east, the St. Louis & Southwestern Railroad on the south, and the lots on the west side of Avenue F on the west. The primary study area is zoned General Residential (GR), and consists mainly of contiguous residential property that forms an identifiable neighborhood unit. While there are residences in the area northwest of the intersection of 13th Street and Avenue F, this area was not included in the primary area since it will be separated from the bulk of the residences by future roadway alignments. The secondary study area surrounds the primary area, and is bounded by 15th Street, Avenue K (S.H. 5), Plano Parkway and Central Expressway (U.S. 75).

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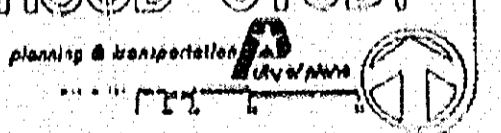
-  PRIMARY STUDY AREA BOUNDARY
-  SECONDARY STUDY AREA BOUNDARY
-  PRIMARY STUDY AREA
-  SECONDARY STUDY AREA

FIGURE 1

**DOUGLASS NEIGHBORHOOD STUDY**

STUDY AREA BOUNDARIES



## HISTORY

The Douglass Area is one of the oldest neighborhoods in Plano. In 1847-48, Joseph Klepper and his family settled in Peters Colony (now Plano) and established a 640± acre headright that included what is now known as the Douglass Area. In 1874, the Kleppers deeded land in the 1100 block of Avenue H to the Methodist Church, and they gave and sold adjacent land for cemetery plots. The church moved from the area in 1894, but the cemetery continued to be used and is now known as the Old City (Pioneer) Cemetery.<sup>1</sup>

In 1884, the Shiloh Baptist Church was founded by two preachers on the east side of Avenue I, south of 14th Street. The church was rebuilt in 1918 and again in 1964 on its original site.<sup>2</sup>

In 1890, five structures were identified in the Douglass Area on the Sanborn Fire Insurance map as "negro tenants". After the Methodist Church moved in 1894, the area began to transform from a white to a black neighborhood. In 1896, a segregated school for blacks was located on the west side of Avenue I, south of 12th Street.<sup>3</sup> In the 1950's, the Douglass Elementary School was constructed and named after Frederick Douglass, a 19th century abolitionist. Since that time, the neighborhood has been known as the Douglass Area.

In 1907, the Texas Traction Company received approval from the Plano City Council to construct the Interurban Railroad through Plano. The railroad was built over Church Street (Avenue I) through the Douglass Area, and served as the eastern boundary of the neighborhood until it ceased operation in 1948.<sup>4</sup>

A variety of businesses operated in the Douglass Area from the 1920's to the 1950's, including several restaurants, a barber shop, a gas station, and some night clubs and gambling houses.<sup>5</sup> Most businesses are no longer in operation, and today there remain only a furniture refinishing store, a funeral parlor, and a beauty shop.

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While there have been businesses in the area, the Douglass Area has remained predominantly residential in character. When zoning was instituted in Plano in 1956, the area was designated as Residential. An update of the official zoning map in 1971 zoned the area General Residential, as it remains today. Residents of the neighborhood have always considered this area as residential and have tried to protect it from commercial encroachments. The City Council has consistently upheld the residents' desire to maintain this as a residential community (see Appendix B).

## LAND USE

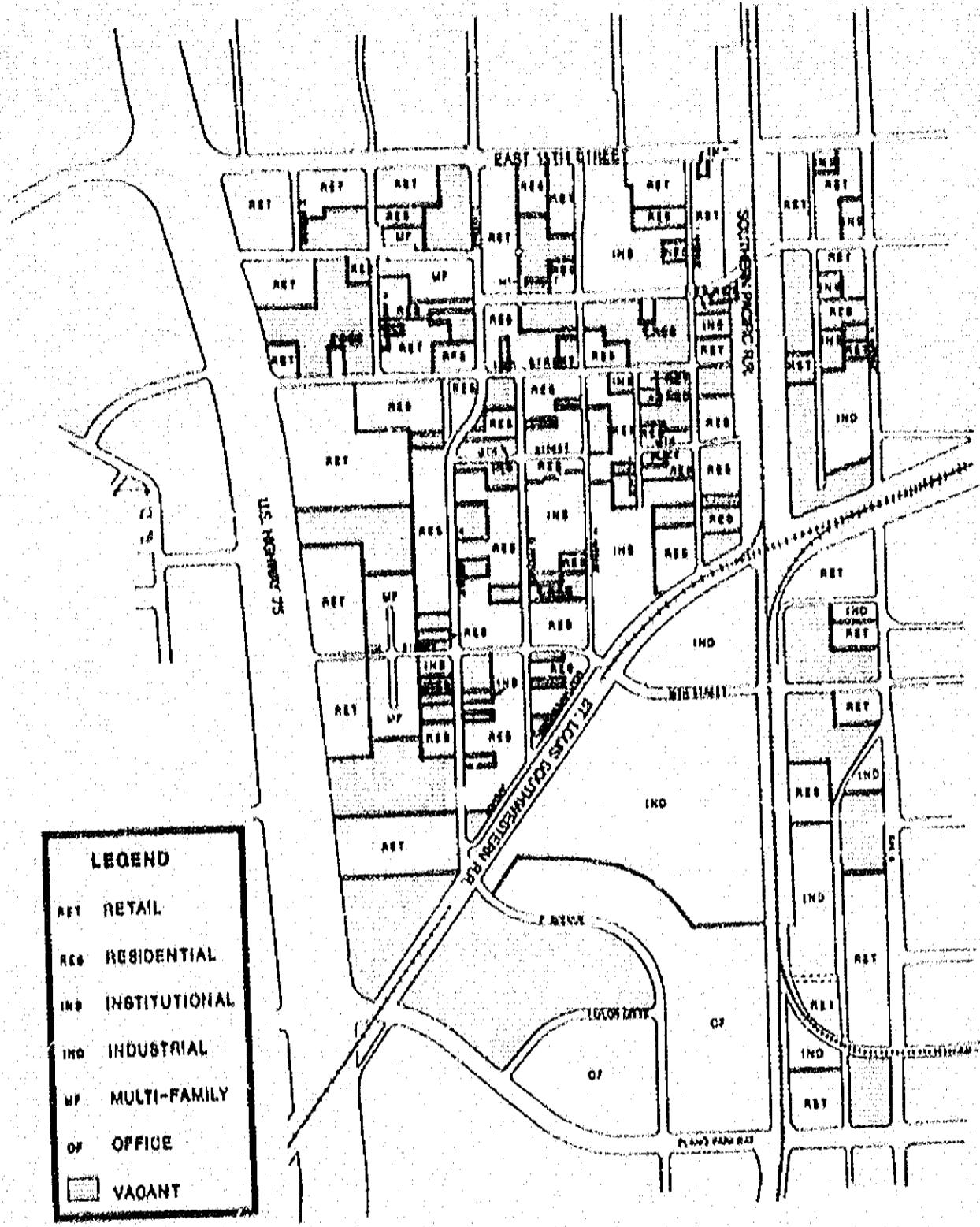
### Introduction

The primary issue facing the Douglass Area is maintaining its residential character. There are several factors within and surrounding the Douglass Area that exert pressure on the neighborhood to convert to a commercial district. Central Expressway (U.S. 75) is located only 500 to 600 feet west of homes on Avenue F (see Figure 2). U.S. 75 is the major link between Plano and Dallas, and commercial development is constructed along the service roads. While there is adequate vacant land between the Douglass Area and the northbound service road for office or retail development, the potential exists for a large, mixed-use development along the service road that would require additional land. Expansion of commercial development along the east side of Central Expressway will result in encroachment into the neighborhood.

The Southern Pacific Railroad tracks are located along the eastern boundary of the study area. The Railroad's right-of-way was recently purchased by Dallas Area Rapid Transit (DART) for future use as a commuter rail or possibly as a dedicated bus lane. Either use would require a transit station adjacent to the right-of-way. The Comprehensive Plan, as recently amended, shows a transit station near Plano Parkway. Depending on its actual location, it could be within walking distance of the Douglass Area.

Approximately a half mile south of the Douglass Area is future State Highway 190 (S.H. 190). This regional highway will provide a connection between S.H. 78 in Garland to I-35E in Carrollton. The vacant land adjacent to this proposed highway is zoned for high-rise office and retail uses. Once S.H. 190 is built and office and retail uses begin to develop along it, pressure will increase to transform the Douglass Area from a residential neighborhood to commercial development.

002446



LEGEND	
RET	RETAIL
RES	RESIDENTIAL
INST	INSTITUTIONAL
IND	INDUSTRIAL
MF	MULTI-FAMILY
OF	OFFICE
□	VACANT

FIGURE 2

**DOUGLASS NEIGHBORHOOD STUDY**  
 EXISTING LAND USE

planning & transportation  
 CITY OF PIANO

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In 1977, the City of Plano widened Avenue F from a residential street to a collector street. Avenue F connects Plano Parkway to Park Boulevard, and is used as an alternate route to Avenue K (S.H. 5) and the U.S. 75 service roads. The widening of Avenue F has resulted in increased cut-through traffic in the neighborhood, and it increases the possibility of future conversion of the homes along Avenue F from residential to business use.

The eight-member Study Committee, composed of residents from the area, reviewed these external forces and their impact on the neighborhood to determine whether the Douglass Area should become a commercial area or remain as a residential neighborhood. The Committee decided it wanted to retain and promote the Douglass Area as a residential neighborhood, and made recommendations to that effect.

#### Current Conditions

The primary study area is zoned General Residential (GR), a designation unique to the older sections of Plano (see Figure 3). The GR district allows for single-family detached homes (6,000 square foot minimum lot size), duplexes (4,000 square foot minimum lot size), and single-family attached homes (2,700 square foot minimum lot size). The minimum house size is 800 square feet, and two off-street parking spaces per lot are required. GR is the only residential zoning district in the City that does not contain a requirement for masonry construction.

The majority of homes meet the minimum house size requirement, but not the minimum lot size requirements. The average lot size is 40 feet by 130 feet (5,200 square feet). Throughout the neighborhood lots have been combined into single ownership, yet have not been replatted into one lot. In some instances, lots have been split and the adjacent property owners have each obtained ownership of half of the lot.

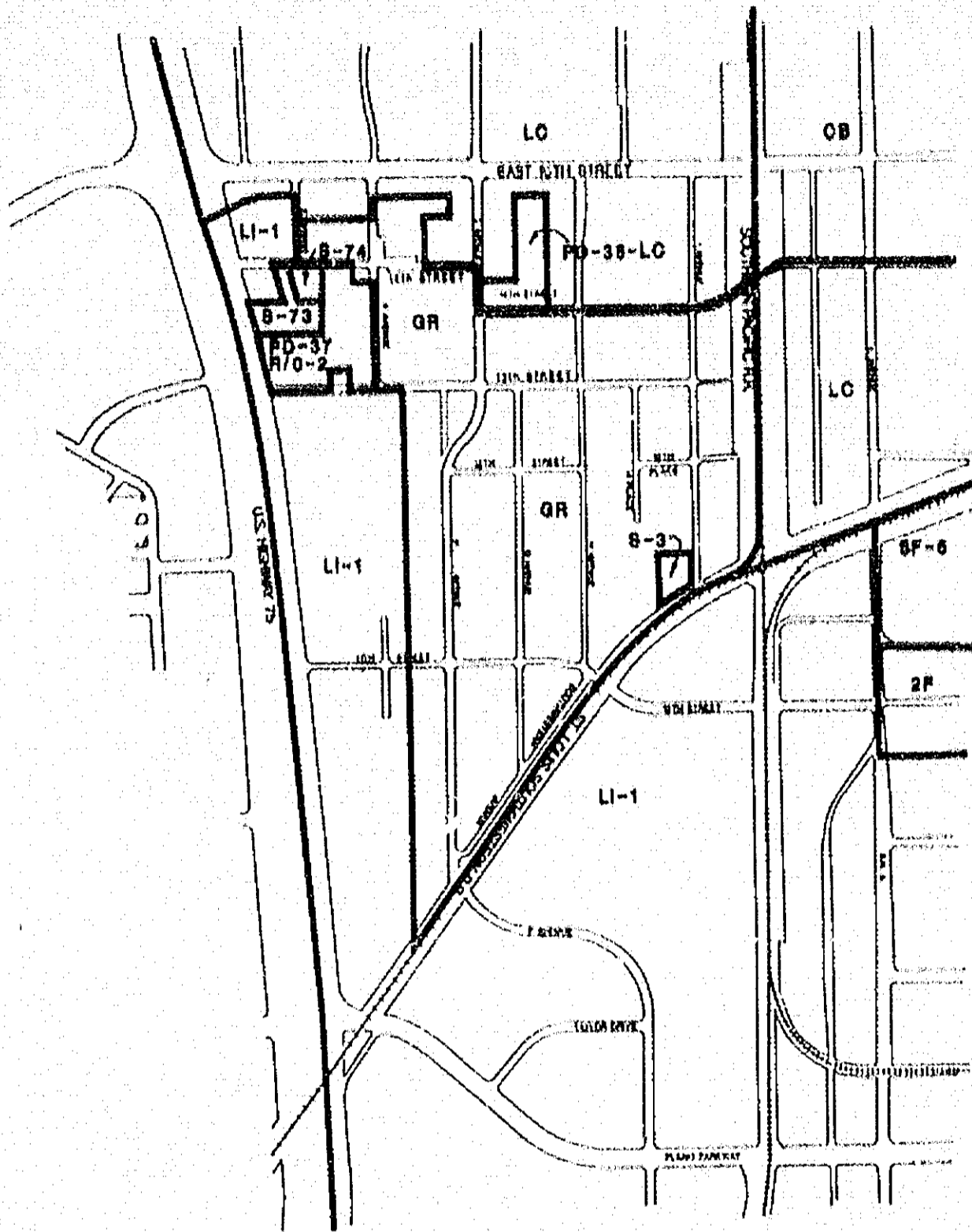
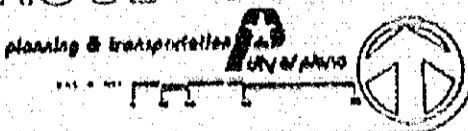


FIGURE 3

DOUGLASS NEIGHBORHOOD STUDY

ZONING



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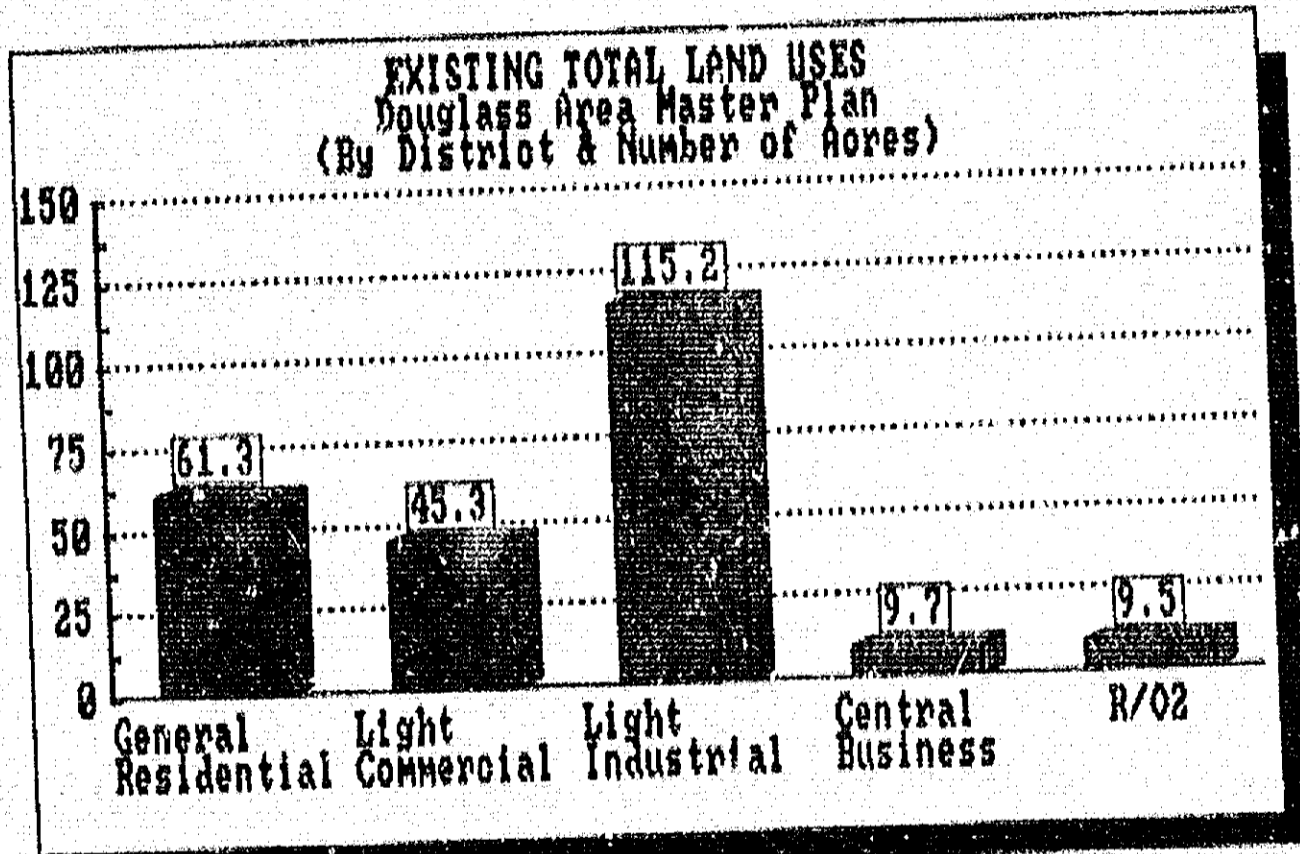
Very few homes meet the off-street parking requirements. No alleys have been paved in the area, and all houses with driveways are front entry. Many of the residents use the unpaved alleys as part of their lot. Most residents park on the street, even where there is off-street parking provided.

Light Industrial (LI-1) and Light Commercial (LC) districts are located in the secondary study area along Central Expressway, 15th Street, Avenue K (S.H. 5), and south of the St. Louis & Southwestern Railroad. Light Industrial is intended to provide for light manufacturing firms engaged in processing, assembling and other services. Light Commercial is intended to provide for regional and community retail, office and commercial uses, and also includes most automobile retail sales and service uses, contracting services, and storage and warehousing services (see Table 1).

TABLE 1  
EXISTING ZONING BY ACREAGE

Type	District	Acres
General Residential	GR (Primary area)	61.3
Light Industrial-1	LI-1 (Secondary area)	115.2
Central Business	CB (Secondary area)	9.7
Light Commercial	LC, PD-LC (Secondary area)	45.3
PD-R/O-2	R/O-2 (Secondary area)	9.5
	Total	236.8

Source: City of Plano, Collin County Central Appraisal District

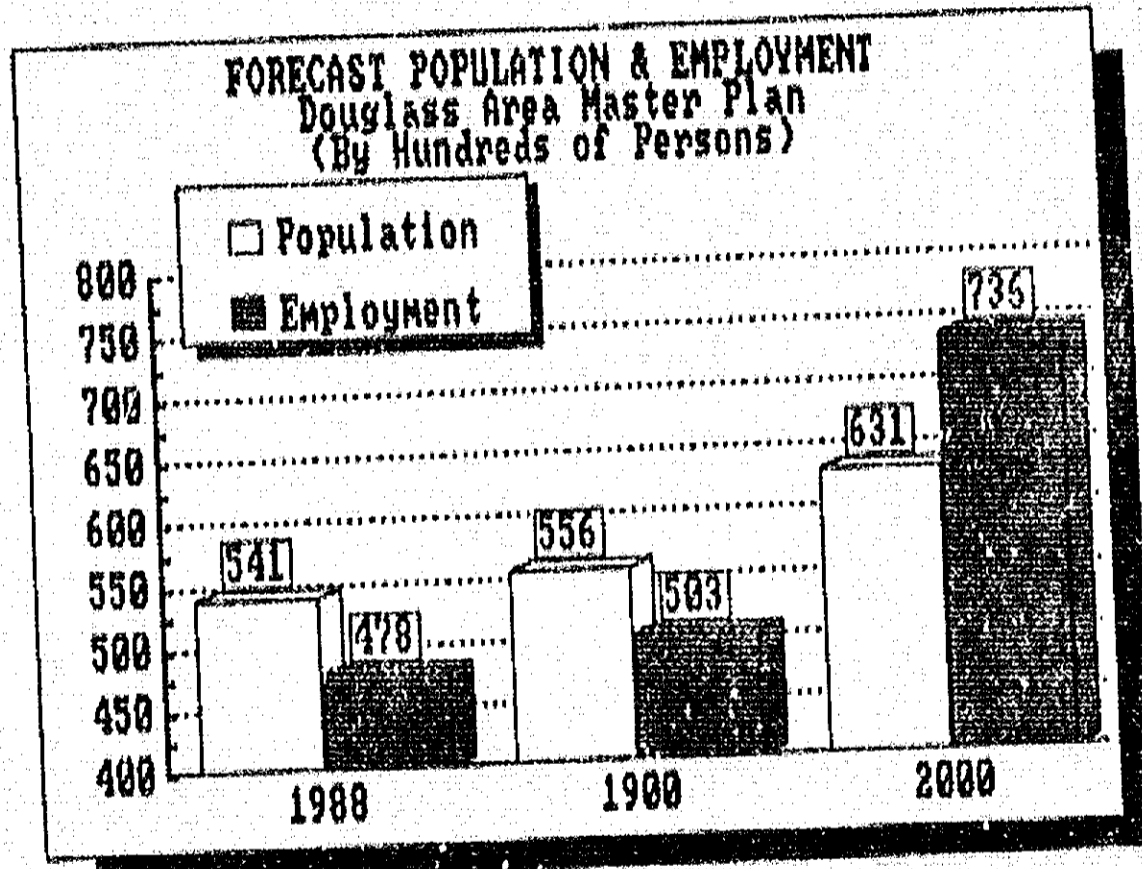


Population and employment forecasts for the Douglass Area are presented in Table 2. The increase in population shown is based on the assumption that new residential construction will occur in the area.

TABLE 2  
FORECAST POPULATION AND EMPLOYMENT

Year	Population	Employment
1988	541	478
1990	556	503
2000	631	736

Source: City of Plano





The area along U.S. 75 is recommended in the Comprehensive Plan for medium intensity office (as updated in October, 1989). This area is approximately 450 to 600 feet in width, and would allow development of a midrise office building similar in size to the Atrium at Collin Ridge office building at the northeast corner of Executive Drive and U.S. 75. It will be essential for development along the east side of U.S. 75 to include a proper transition into the Douglass Area. Setbacks and landscaping should be carefully designed to buffer the office development from the neighborhood.

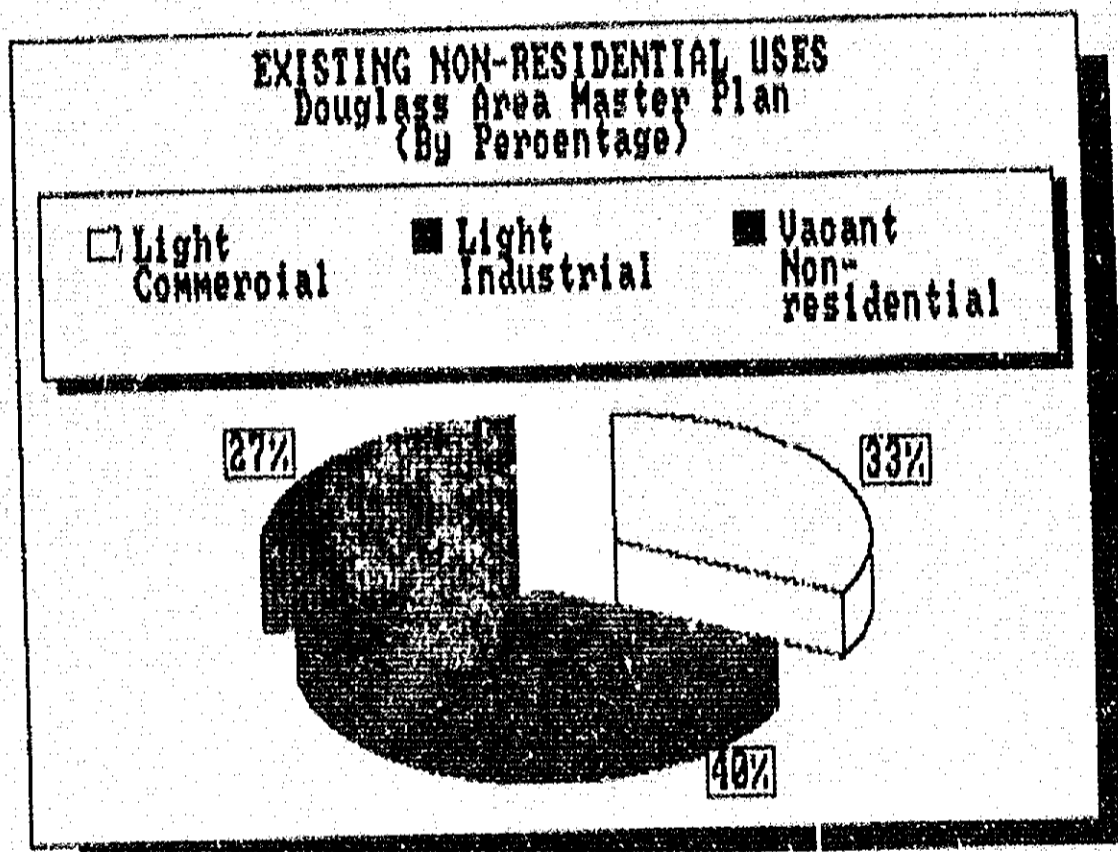
Most of the land area located along U.S. 75 and Avenue K (S.H. 8) is zoned non-residential. Table 3 illustrates the existing amount of non-residentially zoned land within the study area (LC and LI-1), and how much of each is currently developed.

The St. Louis & Southwestern Railroad forms the southern boundary of the primary study area. South of the railroad are a series of garden offices and the rear sides of the U.S. Brass and Capital Wire & Cable buildings and parking lots. On the west side of Avenue F, north of the railroad, is the Wickes Furniture store. None of these non-residential uses are screened from the residents of the Douglass Area by landscaping or masonry walls.

There is adequate room to place a low-maintenance living screen (such as photinia or ligustrum) along the south right-of-way of Southwestern Avenue. Along the rear side of U.S. Brass, within the parking lot, there is adequate room to plant vines or a hedge along the fence to screen that side of the building. There is a limited amount of landscaping along the rear side of the Wickes Center, yet additional screening could be placed adjacent to Avenue F.

TABLE 3  
EXISTING NON-RESIDENTIAL USES

District	Acres	Amount Developed
LC	45.4	33%
LI-1	127.2	40%



### Recommendations

The Douglass Area is surrounded by non-residential development on all sides. Seventeen vacant lots along the perimeter provide opportunities for non-residential encroachments into the area. In order to retain and promote this area as a residential neighborhood, transitional land uses should be placed along its periphery. These uses need to be compatible with existing residential uses while providing a buffer from commercial development and traffic. The following goals, objectives and recommendations are made for the land uses in and around the Douglass Area.

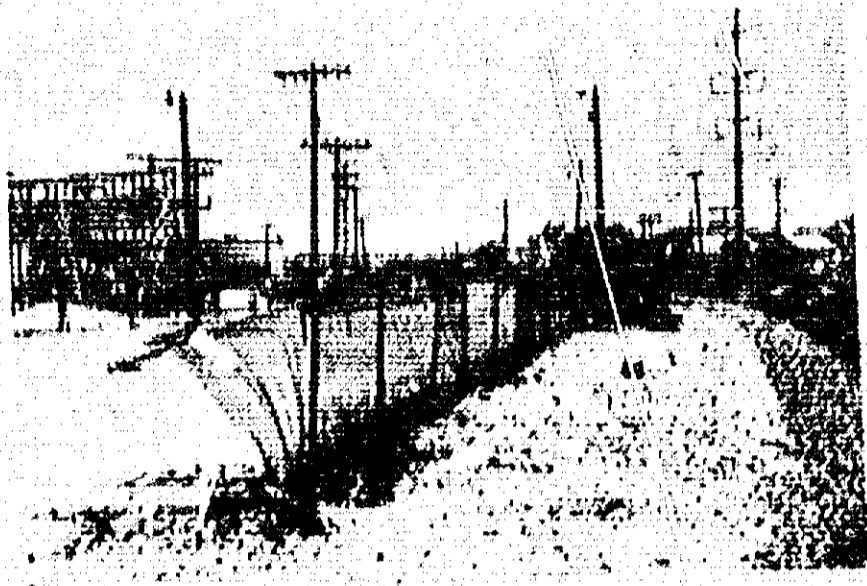
Goal: Promote a harmonious relationship among land uses.

Objectives: Provide for alternative land uses along perimeter.  
Allow vacant land to be used for "parks".

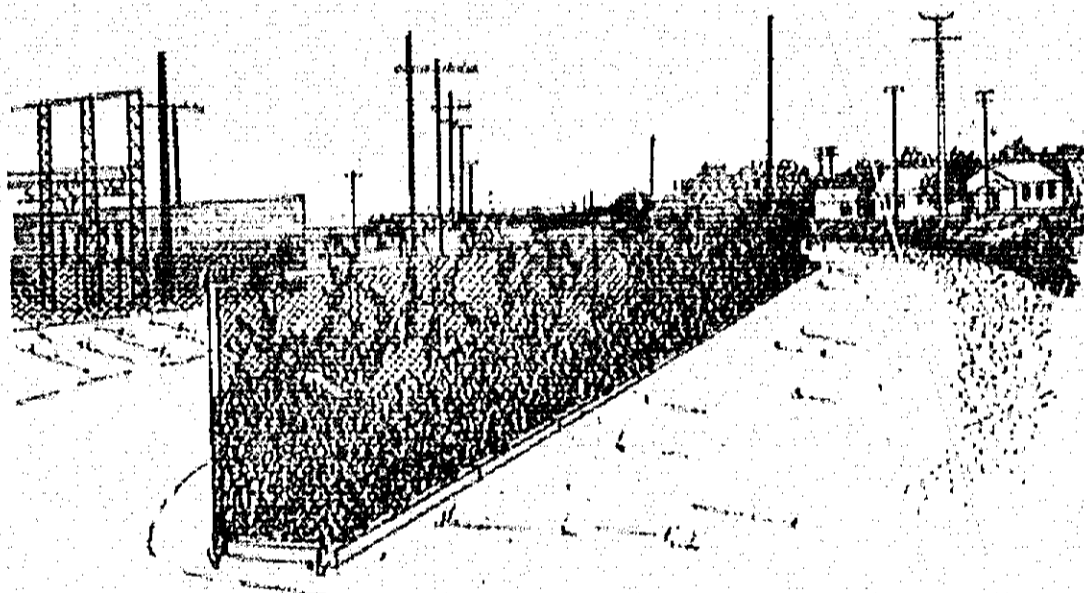
Goal: Retain the primary study area as a residential neighborhood.

Objectives: Provide for flexibility in the General Residential district.  
Buffer residential uses from commercial uses.

- Encourage existing businesses in the area, primarily U.S. Brass, Capital Wire & Cable and Wickes Center, to screen the rear sides of buildings with landscaping (see Figure 4). In addition, the City should install a living screen of photinia along the south right-of-way of Southwestern Avenue (see Figure 5). The total cost for installation of plant materials and irrigation system for the screen is \$5,812.
- Place signage at major entry points to indicate vehicles are entering the Douglass Area (approximately four signs at \$80 per sign, \$320 total cost). Place tree walls and landscaping at the northern and southern entry points on Avenue F to designate parking aisles and to give the appearance of a narrower street (see Figure 6). The approximate cost for both entry features is \$6,000.



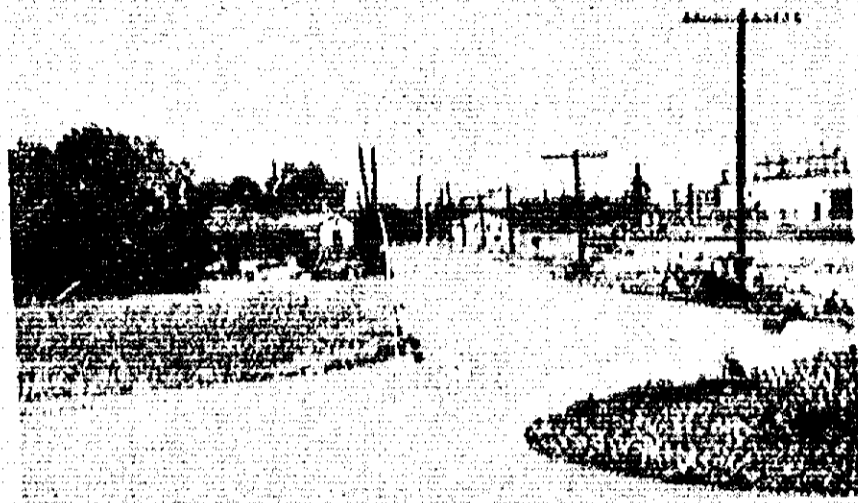
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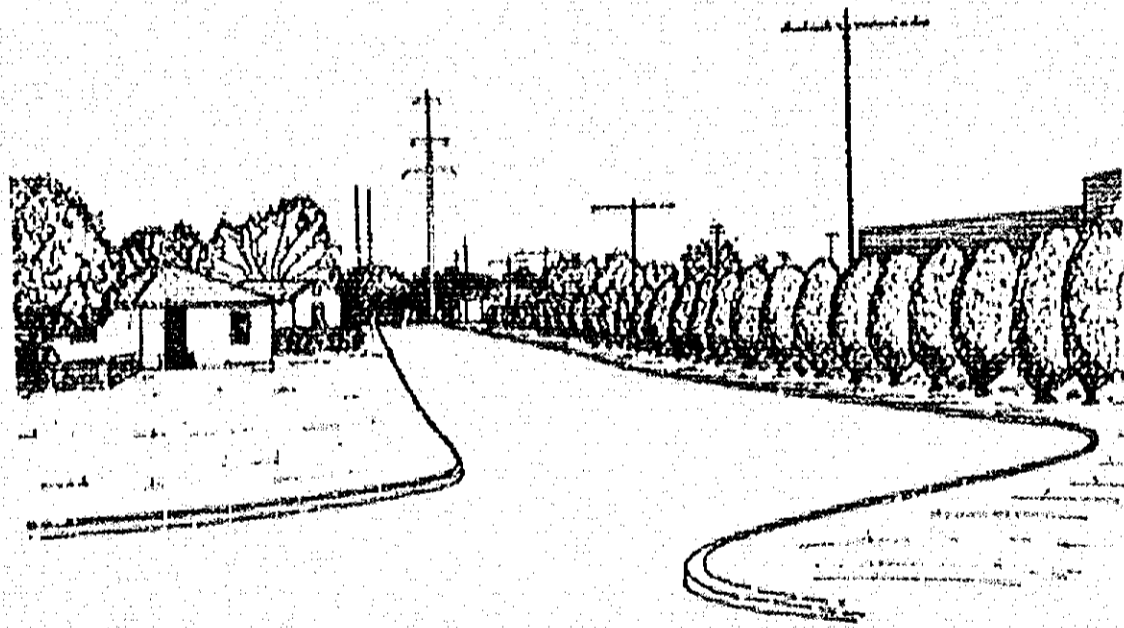
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LANDSCAPE SCREENING  
FIGURE 4

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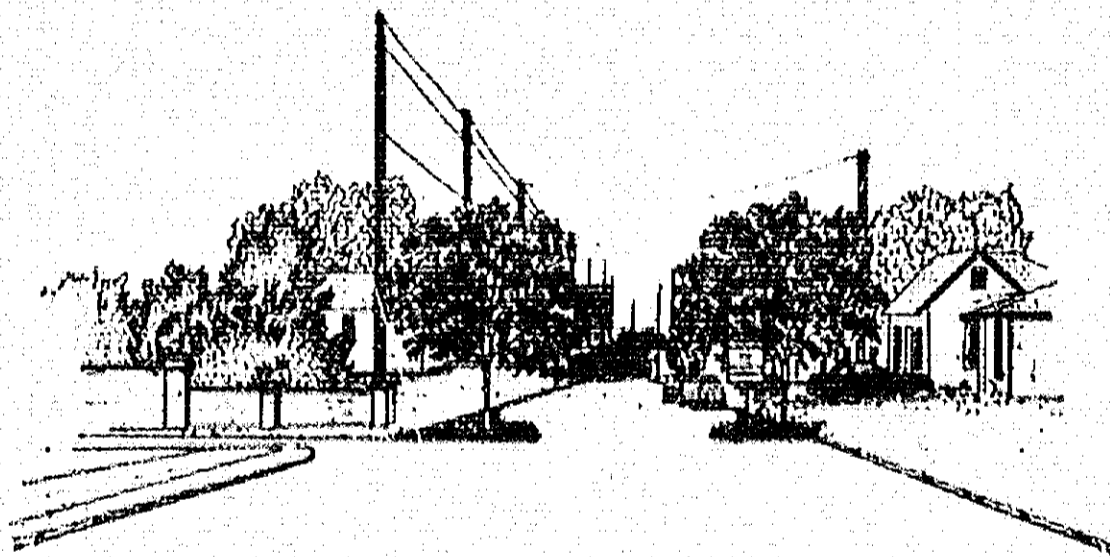
EXISTING



PROPOSED  
LANDSCAPE SCREENING  
FIGURE 6



EXISTING



PROPOSED

AVENUE F LANDSCAPING

FIGURE 6

002458

- Amend the GR district of the Zoning Ordinance to reduce setback requirements, delete the off-street parking requirement, reduce the minimum lot size to 5,000 square feet, allow prefabricated housing, and allow small apartment complexes.
- Abandon alley rights-of-way within the neighborhood and deed the property to adjacent owners.
- Consider some lots along the northern perimeter of the study area for the Office-1 zoning category, and review in accordance with criteria in the Comprehensive Plan.
- Provide for transitional land uses along the northern and southern edges of the neighborhood between non-residential development and residences. These uses shall include churches, day care centers, and small playgrounds. Allow vacant properties to be used as "mini-parks" until homes are constructed on them; signs should be posted indicating that the "parks" are temporary.
- Landscape and screen parking areas for non-residential uses adjacent to the Douglass Area. Landscaped screens and buffers shall be placed between the properties along U.S. 75 and the lots on the west side of Avenue F. Service areas for commercial properties shall be screened and located away from residential properties.

## TRANSPORTATION

### Introduction/Current Conditions

In 1977, the City widened most of the roads in the Douglass Area to a minimum of 27 feet of pavement. Avenue F was widened to a collector size street (37 feet of pavement) and rerouted to connect with Avenue G. This Avenue F/Avenue G connection allows north/south traffic to travel from Plano Parkway to Park Boulevard, and provides an alternate route to Avenue K and the U.S. 75 service roads.

The Avenue F/Avenue G connection has a detrimental effect on the Douglass Area by directing traffic through the area. Over 50% of the traffic in the neighborhood is from external sources (see Appendix C). External traffic detracts from area's perception as a neighborhood and creates a dangerous environment for children and pets playing in the area. Cut-through traffic is also occurring along 13th Street due to the construction of U.S. 75 improvements. Construction on the intersection of the northbound U.S. 75 service road and 15th Street has resulted in traffic turning east into the neighborhood to miss congestion at the intersection.

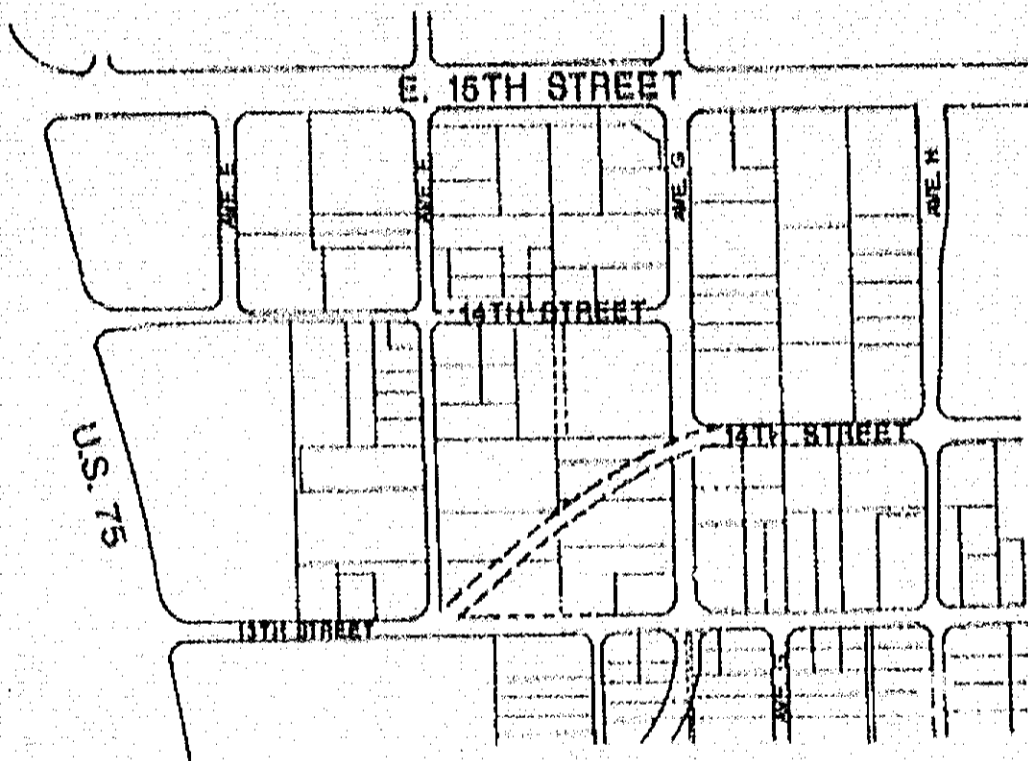
Most of the area's roads and intersections are in good, safe condition; however, the intersection of Avenue F and 12th Street has a visibility problem. Vehicles on 12th Street, wishing to turn south or north onto Avenue F, have difficulty in viewing on-coming traffic due to the curve in the road, on-street parking, and other visual obstructions.

Along the eastern boundary of the neighborhood is the Southern Pacific Railroad. In 1987, Dallas Area Rapid Transit (DART) purchased the railroad right-of-way in anticipation of long-term construction of a rail connection from Downtown Dallas, north through the suburbs. Recently, DART has been reviewing alternative uses for the railroad right-of-way, such as dedicated bus lanes. DART owns additional land at the railroad and 12th Street that could possibly be used for a Park and Ride station, although initial studies indicate that it is too small. The Comprehensive Plan currently



identifies a potential transfer station site to the south. DART is also planning a Park and Ride facility north of Park Boulevard.

In 1981-82, City Council adopted amendments to the thoroughfare plan focusing on the Downtown area. One amendment included rerouting 13th Street to connect with 14th Street between U.S. 75 and Avenue G (see Figure 7). Traffic currently heads east on 13th Street to the Avenue F/Avenue G intersection and turns north; it then either turns east on 14th Street or continues north on Avenue G. Some traffic continues east on 13th Street through the Douglass Area as an alternate route. Once the 14th Street/13th Street connection is made, a through route will be provided just north of the Douglass Area, resulting in less traffic through the neighborhood.



13th / 14th STREET CONNECTION

FIGURE 7

### Recommendations

Reducing external traffic in the area and providing a safe street system will strengthen the residential character of the area. Following are goals, objectives and recommended changes for the thoroughfare system.

Goal: Preserve and promote the primary study area as a residential neighborhood.

Objective: Reduce cut-through traffic in the neighborhood.

Goal: Create a safe environment for residents.

Objective: Correct dangerous intersections and reduce speeds through the neighborhood.

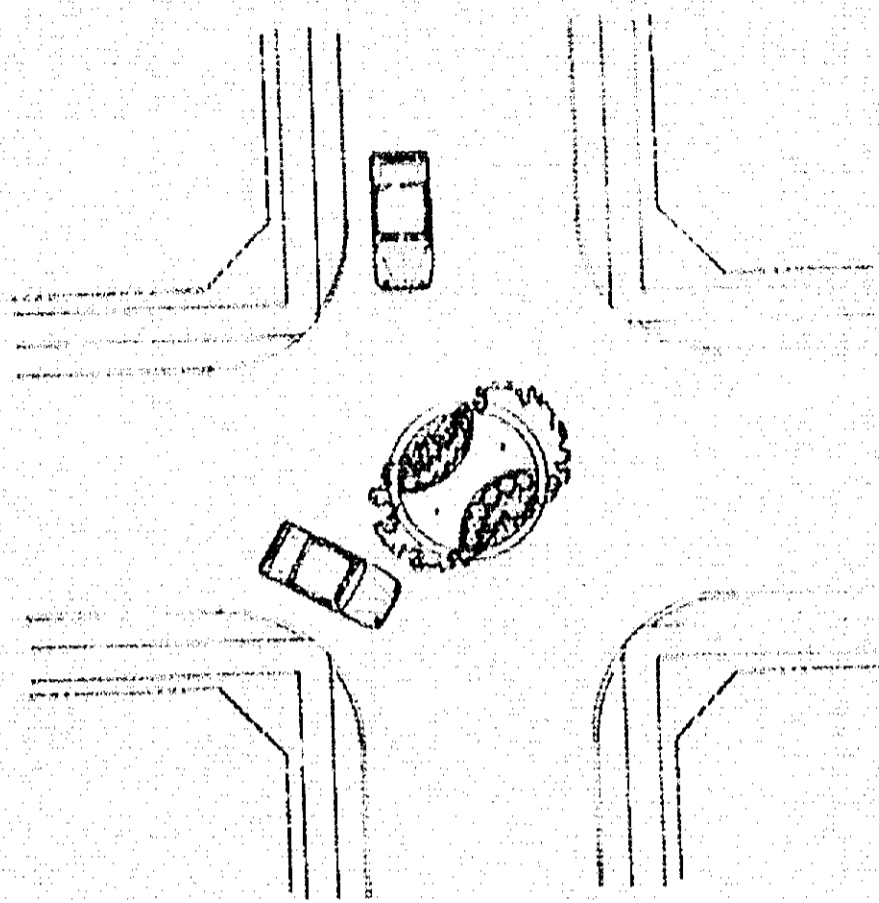
### Traffic Islands

The City of Plano has developed a traffic island program to reduce cut-through traffic in neighborhoods. A traffic island is placed in an intersection where cut-through traffic is occurring (see Figure 8). The island allows vehicles to proceed around the circle in a one-way flow. Large trucks can navigate the island, but it is difficult to maneuver and time consuming. Automobiles have no difficulty maneuvering the island, yet it slows down traffic. This program will be implemented in neighborhoods where residents petition the City and agree to pay for installation and maintenance of the island. The Douglass Area should be used as a demonstration project to determine the program's success; the cost of the project should be borne by the City.

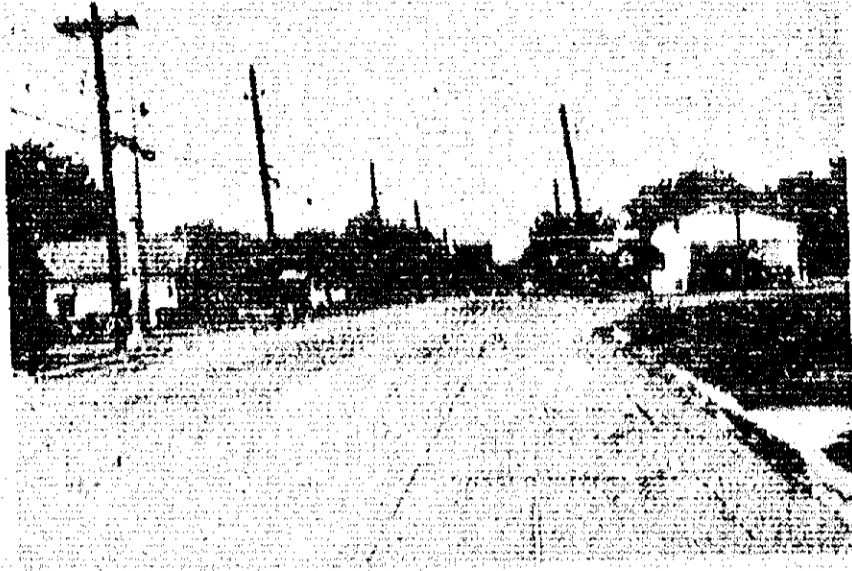
To eliminate some of the cut-through traffic and reduce traffic speeds, islands should be placed at two intersections on Avenue F; one at 13th Street (See Figure 9) and another at 11th Street. However, the 11th Street location may not be feasible due to the on-street parking situation.

Each traffic island should be landscaped with two trees and low maintenance shrubs and ground cover to enhance the streetscape and to create an entry feature into the neighborhood. The cost to the City for each traffic island would be \$3,240 (see Appendix D).

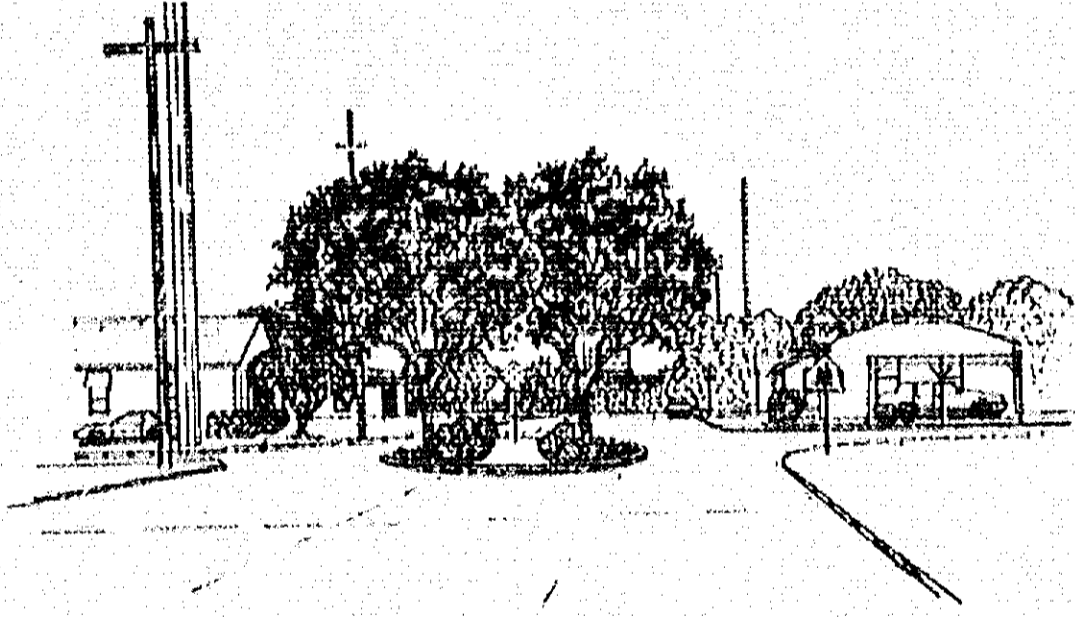
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TYPICAL TRAFFIC ISLAND  
FIGURE 8



EXISTING



PROPOSED

AVENUE F / 13th STREET TRAFFIC ISLAND

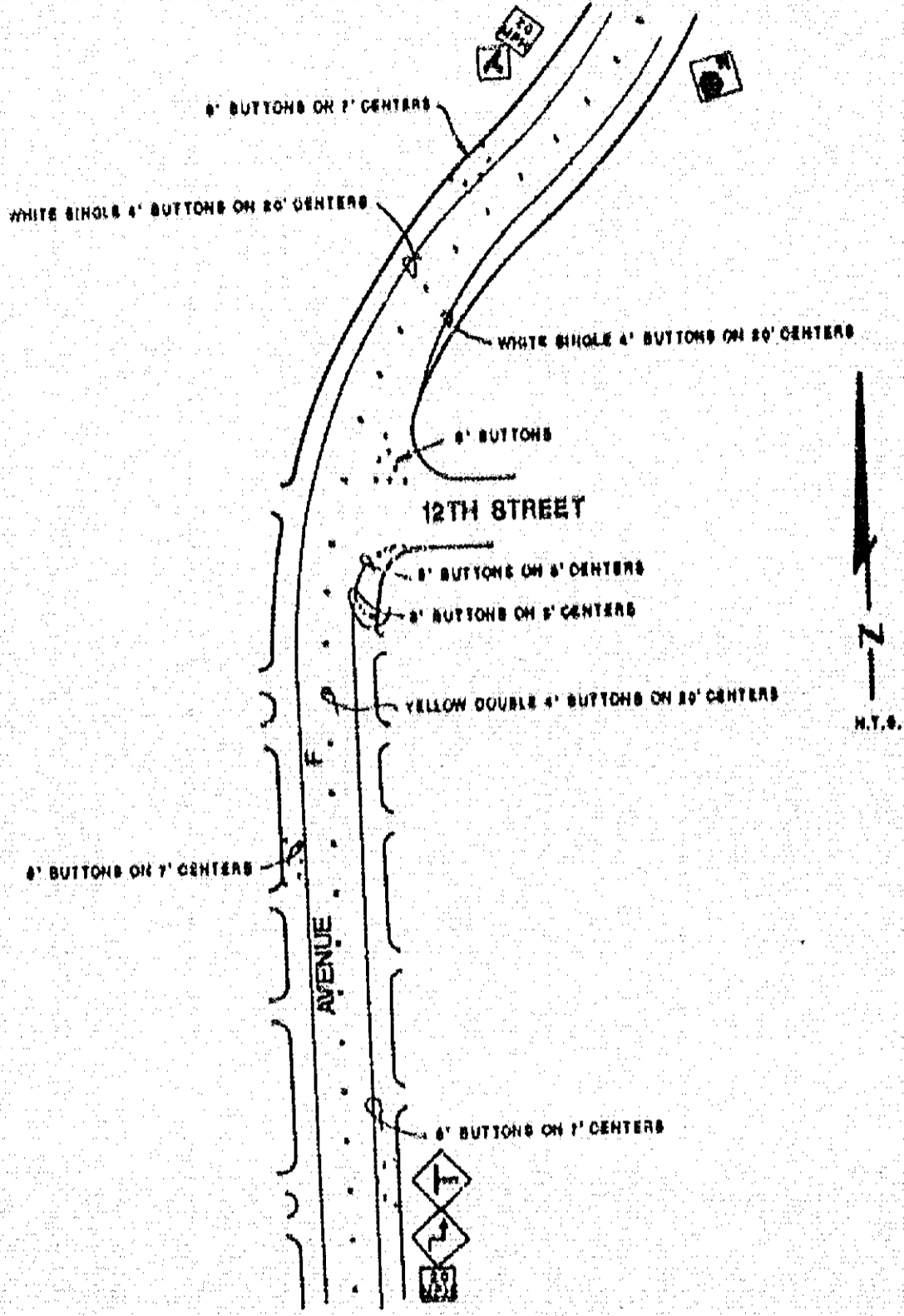
FIGURE 9

#### 13th Street/14th Street Connection

13th Street is shown to be rerouted to connect with 14th Street on the Thoroughfare Plan. Once this connection is provided, cut-through traffic along 13th Street should be greatly reduced. A portion of the right-of-way required for the connection has been acquired, and construction is scheduled to begin in August, 1991. When the 13th Street/14th Street connection is completed, a traffic study should be conducted to determine if significant cut-through traffic remains in the neighborhood. If so, the second traffic island may be required at the intersection of 13th Street and Avenue F to help mitigate the problem.

#### Avenue F/12th Street Intersection

The Douglass Area residents have expressed concern about speeding vehicles on Avenue F and the visibility problem on 12th Street at Avenue F. Modifications to Avenue F are needed to improve the situation. Proposed modifications (see Appendix E) would create parking lanes on both sides of Avenue F similar to the parking lanes on East Park Boulevard (see Figure 10). Buttoning the lane protects parked cars by not allowing it to be used as a driving or passing lane. The buttons at 12th Street will allow cars to pull further onto Avenue F to gain better visibility. Signs indicating an intersection and curve will be placed north and south of 12th Street. The cost for installing the signs and buttons is approximately \$4,367.



AVENUE F / 12th STREET IMPROVEMENTS

FIGURE 10

002460

## INFRASTRUCTURE

### Introduction/Current Conditions

Most of the streets in the Douglass Area are in good condition and were upgraded approximately 10 years ago. Existing water and sewer lines have been in place for many years. While the water system was improved in previous Capital Improvement Programs, sewer improvements have been minimal.

Domestic water service to the area is generally adequate for single-family development (see Figure 11). Any significant change in land use from single-family to multi-family will have a substantial impact on fire flow requirements. The existing water system should be analyzed if there is to be a significant increase in population density to ensure that adequate domestic water and fire flow requirements are met.

The existing sanitary sewer system needs extensive improvements because of inflow/infiltration problems. Figure 12 identifies general problem areas, but a detailed study is needed to determine the actual conditions of sewer lines. This study should include the televising of lines to determine their structural condition, and lines should be repaired or replaced based on results of the television investigation. In addition to sewer line improvements, manholes should be placed at line junctions and clean-outs should be added at the ends of lines, as needed.

Streets in the Douglass Area are generally in good condition since many have been reconstructed in recent years. There are several streets in the secondary study area that have asphalt pavement with no curb or gutter (see Figure 13). These streets should be replaced with concrete pavement and curb as development occurs; this will also improve drainage in the immediate area. Avenue H between 13th Street and 14th Street is a one-lane asphalt road. To widen Avenue H would require encroachment into one house. Since only one home fronts on it and there is little traffic, it is recommended to remain as is.

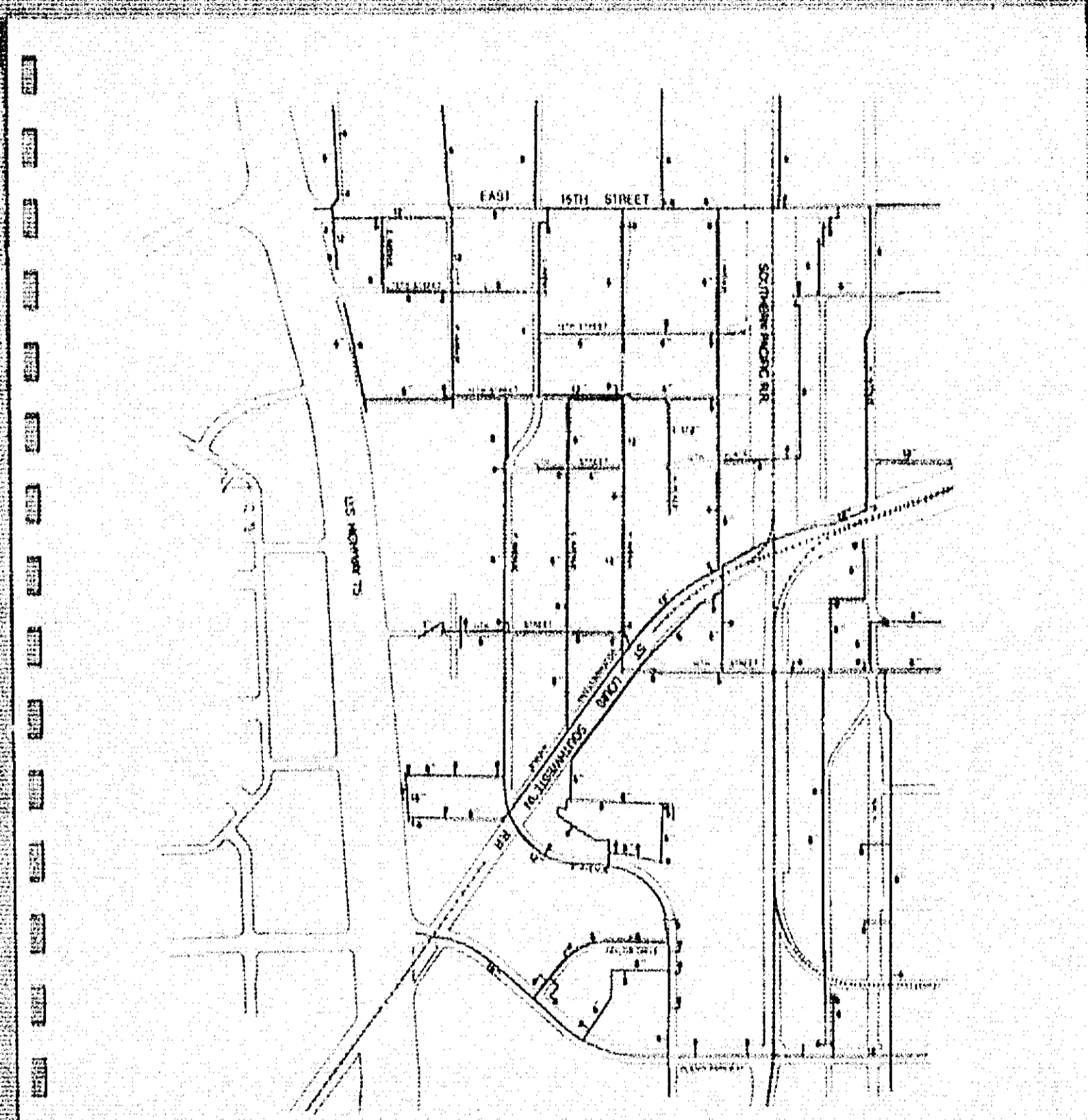


FIGURE 11

DOUGLASS NEIGHBORHOOD STUDY

WATER LINES

planning & transportation  
City of plans

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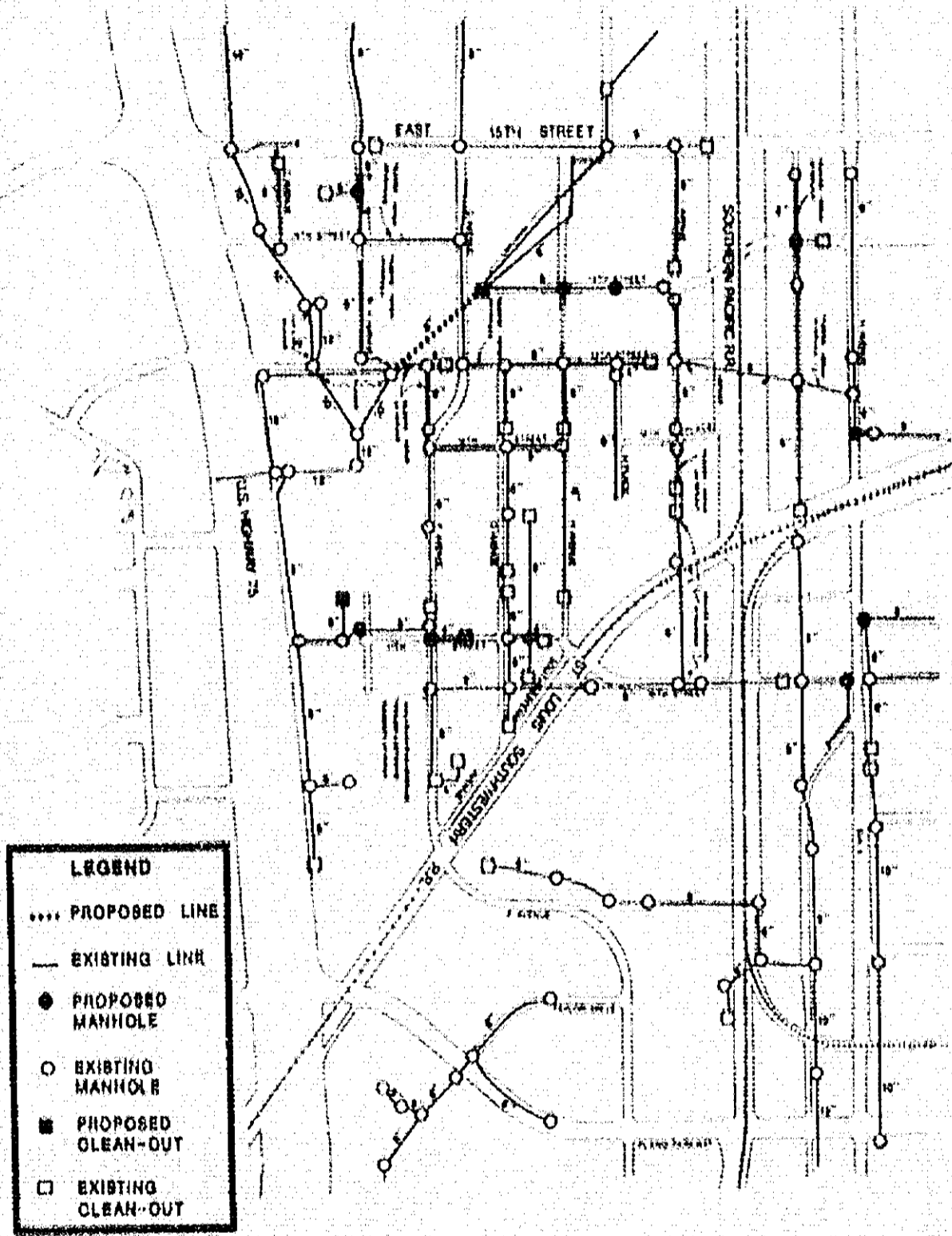
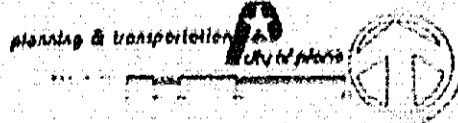


FIGURE 12

DOUGLASS NEIGHBORHOOD STUDY

SANITARY BEWER LINES



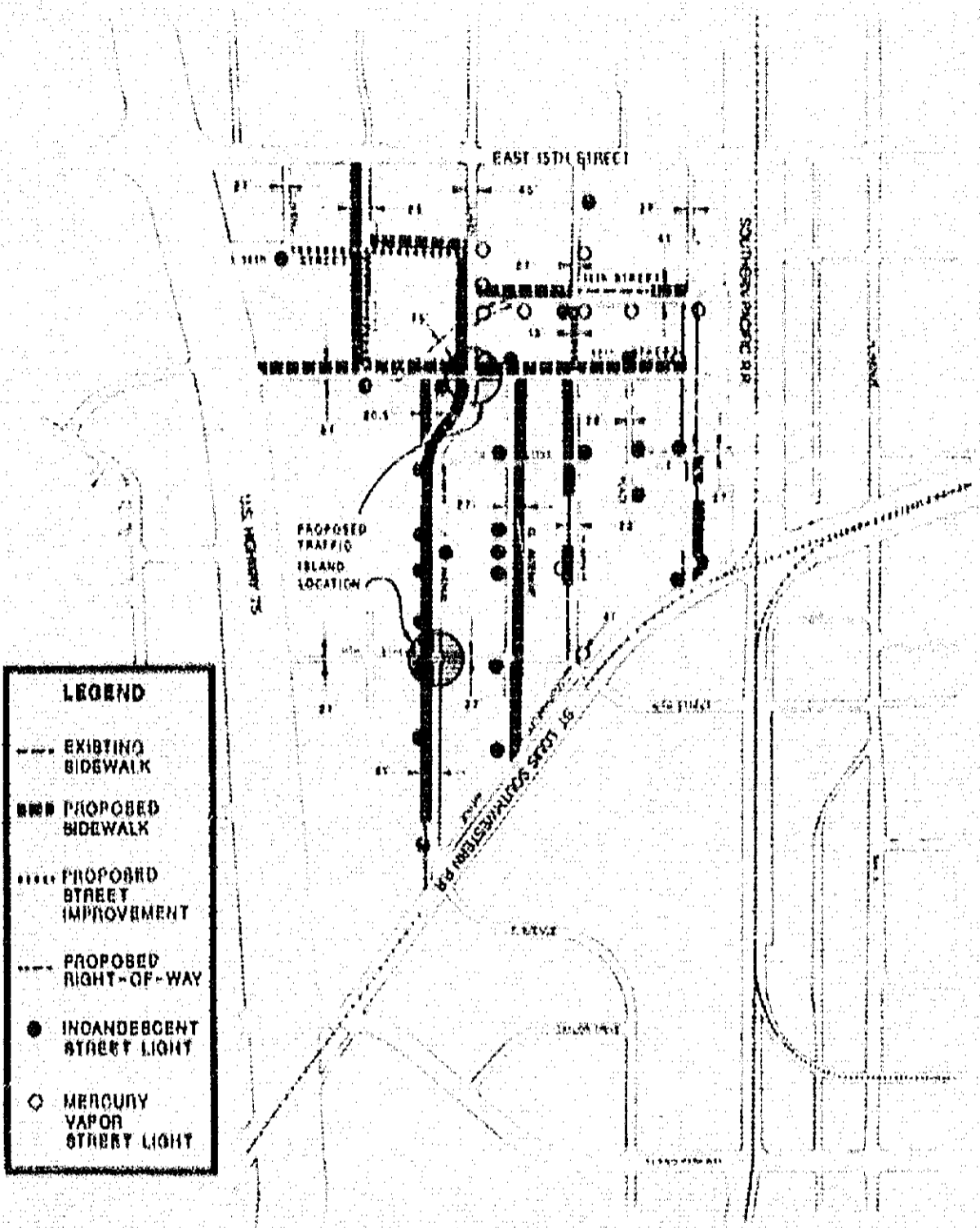


FIGURE 13

NOTE: FOR SPECIFICALLY RECOMMENDED IMPROVEMENTS, SEE DOUGLASS STUDY TEXT, INFRASTRUCTURE SECTION.

**DOUGLASS NEIGHBORHOOD STUDY**

STREET IMPROVEMENTS

planning & transportation  
city of plover

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Sidewalks are not available throughout most of the Douglass Area. To place sidewalks along most streets would require additional right-of-way. Most streets are not heavily traveled or through streets, so sidewalks are not necessary. Avenue F is the busiest street in the neighborhood, and sidewalks would benefit the residents along this street. However, when Avenue F was widened in 1977, a significant amount of right-of-way was taken from the lots on the east side of the street. If additional right-of-way is taken, most homes would have a front yard of only 5 to 8 feet. Therefore, sidewalks should not be constructed on Avenue F.

Most street lights in the Douglass Area are either incandescent or mercury vapor and should be replaced with 100 watt high pressure sodium bulbs. This will increase the amount of light available to the neighborhood; however, where trees have formed a canopy beneath fixtures, light availability will continue to be a problem. Spacing of street lights within the project area meets or exceeds City standards.

Drainage in the Douglass Area is adequate for existing development (see Figure 14). Storm water drains away slowly; however, positive drainage exists throughout the primary study area. Some problems exist with surface drainage in the secondary study area. Should the area redevelop, storm run-off will increase and improvements to the drainage system will be required.

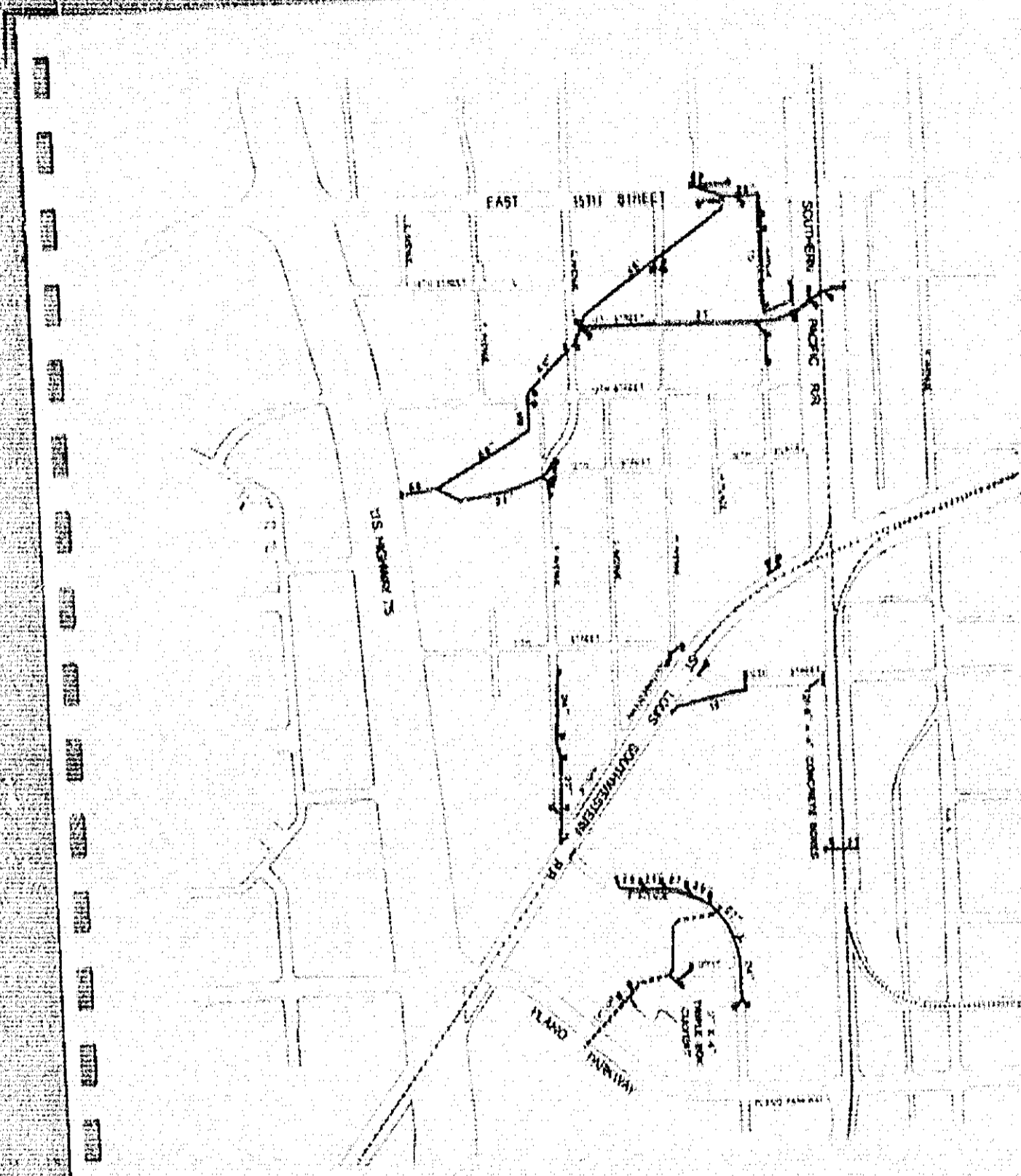


FIGURE 14

DOUGLASS NEIGHBORHOOD STUDY  
 BYORN BEWER SYSTEM  
 planning & construction  
 CITY OF DENVER

0002472

Recommendations

Following are goals, objectives and recommendations for infrastructure improvements in the area. Table 4 itemizes each recommended improvement by street location, and each estimate includes all applicable costs associated with the completion of that improvement (e.g., replacing pavement, televising and improving sewer lines, installation of manholes and clean-outs, etc.).

Goal: Ensure a safe, habitable, decent living environment.

Objective: Upgrade public facilities including sewer lines, pavement and street lighting.

TABLE 4  
INFRASTRUCTURE IMPROVEMENTS

Primary Area

<u>Street Lighting</u>	
Replace street light bulbs with high pressure sodium bulbs	\$ 2,000
<u>Sanitary Sewer Improvements</u>	
Install new sewer from 13th Street to 14th Street	200,000 *
Avenue F	620,000
Avenue I	330,000
14th Street	320,000
13th Street	310,000
Subtotal of Primary Area:	\$1,482,000 *

Secondary Area

J Place	\$ 90,000
Subtotal of Secondary Area:	\$ 90,000
<b>TOTAL</b>	<b>\$1,572,000 *</b>

\* Note: The cost of this sewer line improvement has been funded, so the amount is not included in those totals. Construction is scheduled to begin in 1990.

## HOUSING

### Introduction/Current Conditions

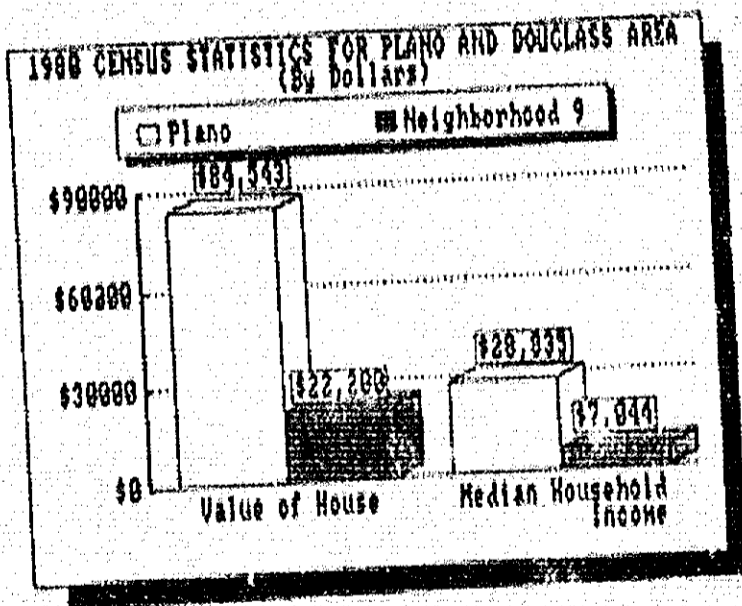
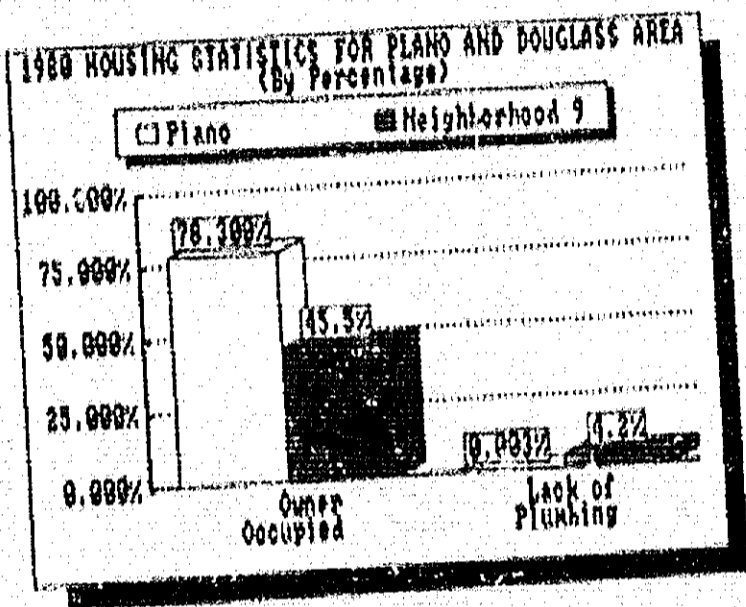
The Douglass Area is located within Neighborhood 9 (as determined by the Census Neighborhood Statistics), which is bounded by U.S. 75 on the west, Plano Parkway on the south, Jupiter Road on the east, and 15th Street (from U.S. 75 to Avenue G) and 14th Street (from Avenue G to Jupiter Road) on the north. This statistical area contains 384 housing units, 164 of which are within the Douglass Area. The statistics presented in Table 5 are for Neighborhood 9, but are believed to be generally representative of the Douglass Area.

The Plano Housing Authority (PHA) is located at the southwest corner of 14th Street and Avenue G, and manages 26 apartments for low income families. The PHA has recently received a portion of Community Development Block Grant (CDBG) funds from the City for improvements to the site.

There are many programs throughout the country designed to retain and increase the number of housing units available for low to moderate income families. These programs typically provide for the construction of housing on medium to large tracts of land. Many of these programs are not applicable to the Douglass Area due to its unique characteristics. The Douglass Area has several vacant lots, but they are interspersed throughout the neighborhood. Lots would need to be consolidated to create a large enough land mass to be attractive to a private developer. This would result in removal of existing housing, displacement of residents, and possibly less affordable replacement units.

TABLE 5  
1980 CENSUS HOUSING STATISTICS

Plano	Neighborhood No. 9
Owner Occupied - 78.3%	Owner Occupied - 45.5%
Lack of Plumbing - 0.003%	Lack of Plumbing - 4.2%
No. of Rooms/Unit - 6.5	No. of Rooms/Unit - 4.4
Value of House - \$84,543	Value of House - \$22,200



One of the major obstacles to redevelopment of the area is the price of individual lots. While the committee representing the neighborhood and the majority of residents attending public meetings indicated they wished to retain the area as a residential neighborhood, houses for sale in the neighborhood are priced much higher than their appraisals. Appraisals in the area, based on Collin County Central Appraisal District figures, range from \$7,000 to \$25,000. Two neighborhood homes on the market are listed at \$29,000 and \$40,000. Because of the high cost of land in the area, it will be difficult to construct new houses at an affordable price.

Based on the City of Plano tax records, there are 241 lots in the Douglass Area. Of these 241 lots, 78 (32%) are owned by individuals or companies not residing in the area. The largest land owners are the City of Plano (5 lots), the Douglass Land Company (5 lots), and a citizen (6 lots). The City's lots were purchased to accommodate new roadway alignments. The Douglass Land Company is a group of residents who combined their resources to purchase lots in the neighborhood. Their stated purpose is to protect the neighborhood from a potential commercial buy-out. The rest of the lots owned by non-residents were acquired either through inheritance or for investment purposes.

Of the 164 houses existing in the Douglass Area, 60 units (37%) have been renovated since May of 1988. In addition, 20 units (12%) are under renovation, and another 60 units (37%) are scheduled for improvement next year. This highlights the importance of the Douglass Area as a prime location for infill development. Infill development is defined as improvement of the number and condition of housing stock within a geographical area.

Table 6 illustrates the age of housing units within the Douglass Area, and Table 7 shows the condition of the neighborhood's housing stock.

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TABLE 6  
AGE OF HOUSING UNITS (AS OF 1980)

Year Built	Plano	Douglass
Before 1939	0.7%	14.4%
1940 - 1949	0.8%	12.0%
1950 - 1959	3.0%	37.6%
1960 - 1969	16.7%	25.1%
1970 - 1979	78.8%	11.9%

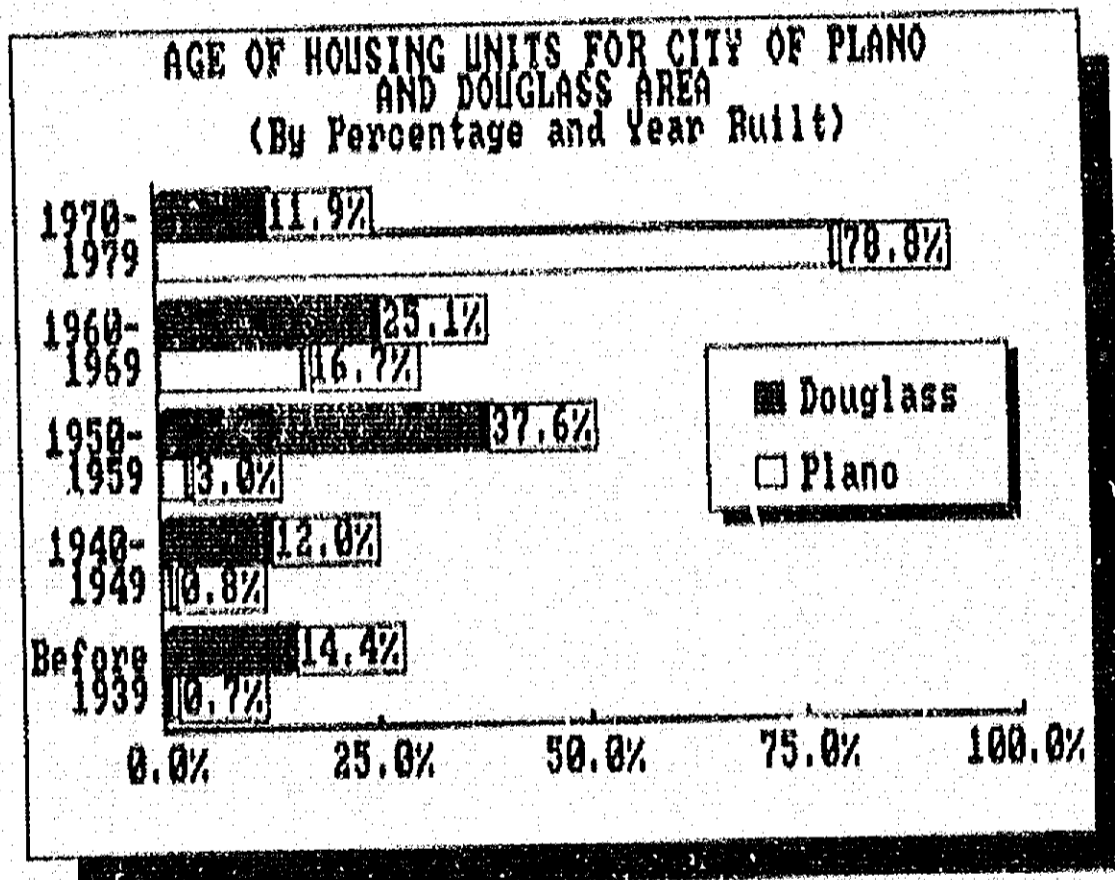


TABLE 7  
CONDITION OF EXISTING HOUSING STOCK

Condition of House	Total	Percent of Total
Sound	71	43.3%
Needs rehabilitation	57	34.7%
Rehabilitation not feasible	36	22.0%
TOTAL	164	100.0%

The Preservation Plan for the City of Plano recommends two structures within the Douglass Area for immediate local historic designation. Four other structures are recommended for consideration with some modifications to the structures. If these structures are designated as historic landmarks, they then become eligible for tax abatement. The City of Plano's historic landmark tax abatement program is designed to allow the money that would otherwise have been paid in taxes to the City, Plano Independent School District (PISD), Collin County, and the Community College District to be reinvested in the structure for maintenance. Historic designation of all six structures should be actively pursued to help promote neighborhood preservation.

A variety of public and private programs need to be implemented in order to retain and improve the existing housing stock, and to increase the number of units available to income eligible families.

#### Recommendations

Following are goals, objectives and recommendations for housing within the Douglass Area.

Goal: Retain and promote the Douglass Area as a residential neighborhood.

Objective: increase the number of housing units available to low and moderate income families.

- e Establish a Community Development Corporation or Housing Corporation to assist in making loans for the construction and purchase of affordable housing. Non-profit lending and grants may be available through the Local Initiatives Support Corporation (LISC) and the Enterprise Foundation. The money from repayment of a loan is placed into a fund to be loaned to other home purchasers. The loans are typically interest-free.

- Encourage community leaders to establish an affiliate Habitat for Humanity organization in Plano. Habitat builds homes through the use of volunteers, and homes are sold at no profit using no-interest loans. Homes are built on donated lots for low income families, using funds acquired through private donations. Volunteer labor is used to build these homes, and building supplies are also sometimes donated. The City should look at its inventory of lots and donate a lot if possible.
- Work with local banks and savings and loans to establish a Benevolent Loan Fund to lend money at low interest rates for rehabilitation and construction of new homes. Investors loan money and are able to perform a charitable act while receiving a small return on their investment.
- Develop a land banking program to reserve land for future development. Potential funds for this may include Community Development Block Grants (CDBG). The program must either benefit low and moderate income persons and aid in the prevention or elimination of slums and blight, or it must address serious and immediate threats to the health or welfare of the community. Funds would be distributed based upon a statutory formula which uses several objective measures of community need including poverty, population, housing overcrowding, age of housing, and growth lag.
- Allow placement of prefabricated houses in the neighborhood. Work with area home builders to create a low-cost product for the area.
- Target the Douglass Area as a location for federally subsidized housing and work with the Department of Housing and Urban Development (HUD) to construct small apartments similar to those of PHA. While this runs counter to federal policy, the City should work with HUD to show how small complexes would benefit the area.

002480

- Work with area financial institutions to create a risk pool for loans for construction in the area. Banks and savings and loans would combine their money to create a fund to lend to medium and high risk potential home purchasers.
- Work with HUD to take advantage of their infill development program. This program works to build homes on lots within established neighborhoods.
- Continue to use COBG funds to weatherize, stabilize, and improve the existing housing stock.
- Obtain Texas Rehabilitation Grants to weatherize, stabilize, and improve the existing housing stock.
- Sponsor a design competition for architecture students to create a low-cost house suitable for the Douglass Area. Work with the Plano Independent School District to use the winning design in their annual construction project and build it in the Douglass Area.

### PUBLIC FACILITIES

There are two public facilities located within the Douglass Area that serve as focal points for the neighborhood. These are the Old City Cemetery and the Douglass Community Center.

The Old City Cemetery (sometimes called the Pioneer Cemetery) is located in the 1100 block of Avenue H. Established in 1874, the cemetery contains graves of early settlers and is cared for by City volunteer groups. The cemetery is recommended for local designation in the Plano Preservation Plan. This designation should be actively pursued.

The Douglass Community Center was developed jointly by the Plano Independent School District (PISD) and the City of Plano. PISD uses the facility for programs for children with disruptive behavior. The City Parks and Recreation Department (PARC) conducts classes in the facility and maintains a basketball court and softball diamond. Residents of the area use the building for meetings, banquets, and special events. Outside the facility neighbors congregate and visit with their friends.

### Recommendations

- Work with PISD and PARC to develop some cultural awareness programs in the Douglass Community Center.
- Promote use of the Douglass Center by residents within the neighborhood and throughout the City through publicity and scheduling of special City events in the center.

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**CONCLUSION**

In order to stop deterioration of the neighborhood, deter commercial encroachments, and redevelop the area as a viable residential neighborhood, many improvements are needed. The most important improvement needed is an increase in the housing stock. This will require a partnership in a variety of programs between the City and private individuals or groups. The Douglass Area should be reviewed in five years to determine if the recommendations of this study have been implemented and if they have been successful. If the neighborhood has not increased the number of dwelling units, then the area should be reassessed.

N:DOUGLSDY

**APPENDICES**

002484



APPENDIX A  
DOUGLASS AREA STUDY COMMITTEE

Joe Davis

Grady Dunbar

John Gaddis

Sammy Garrett

Yvonne Shannon

David Shaw

Ben Thomas - Chairman

Norma Williams

Cecil Starks - Douglass Community Council Liaison

002485

APPENDIX B  
ZONING CASE HISTORY

- January, 1977 - Request to rezone 0.5 $\frac{1}{2}$  acre on the northwest corner of 14th Street and Avenue G from General Residential (GR) to Light Commercial (LC). Planning & Zoning Commission - A motion was made and seconded for denial, and the applicant withdrew this request.
- November, 1978 - Request to rezone 0.26 $\frac{1}{2}$  acre at the northwest corner of Avenue G and the St. Louis & Southwestern Railroad from GR to Light Industrial-1 (LI-1). The City Council denied this request February, 1979.
- November, 1979 - Request to rezone 0.59 $\frac{1}{2}$  acre on the west side of Avenue G, 100 $\frac{1}{2}$  feet south of 15th Street, from GR to Office. City Council denied this request November, 1979.
- October, 1982 - Request to rezone 0.68 $\frac{1}{2}$  acre on Avenue H and south of 14th Street (two parcels) from GR to LC. Planning & Zoning Commission denied this request October, 1982.
- April, 1985 - Request to rezone 1.0 $\frac{1}{2}$  acre at the northwest corner of 14th Street and Avenue G from GR to LC. City Council approved this request in April, 1985.

In all cases, the Planning & Zoning Commission and City Council stated the reasons for denial were concern over encroachments of commercial zoning into a residential neighborhood. The Commission and Council were concerned that approval of any commercial zoning in this area would set a precedent for further encroachments.

The one exception to this is the zoning case at the northwest corner of 14th Street and Avenue G. City Council approved Light Commercial zoning because the houses on the property had been demolished. This tract is separated from the remaining residential neighborhood by 14th Street, and it was felt this street made a good separation between residential and commercial uses.

002486

APPENDIX C  
TRAFFIC STUDY

Traffic volumes were counted on a number of different streets within the Douglass Area to determine the traffic situation. Following are the results of those counts.

For southbound traffic on Avenue G and Avenue F, the 24-hour traffic count just south of 15th Street showed 4,118 vehicles, and south of 13th Street showed 1,655 vehicles or a reduction of almost 2.5 times. This indicates that a great deal of this traffic is turning onto 14th Street to continue east. Continuing south, a traffic count south of Southwestern Avenue indicates a 24-hour volume of 1,199 vehicles or a further reduction, showing a 20% absorption by the area. For northbound traffic, the count south of Southwestern Avenue shows 1,151 vehicles entering the area and the count south of 13th Street shows 1,697 vehicles, or a 46% increase in generation from the area.

Other 24-hour counts show the following:

<u>Street Name</u>	<u>Eastbound</u>	<u>Westbound</u>
11th Street, east of U.S. 76	221	74
11th Street, between Ave. G & Ave. H	590	478
13th Street, east of U.S. 76	505	307

An additional 24-hour count was made on 14th Street east of Avenue G, which reflects the following figures:

<u>Street Name</u>	<u>Eastbound</u>	<u>Westbound</u>
14th Street, east of Ave. G	3060	3469

Traffic volumes were counted in two similar east Plano areas for comparison purposes; the results were as follows:

<u>Avenue P/18th Street</u>		<u>Northbound</u>	<u>Southbound</u>
Avenue P, south of 18th Street		1846	1692
Avenue P, north of 18th Street		2148	2269
		<u>Eastbound</u>	<u>Westbound</u>
18th Street, east of Avenue P		2138	2312
18th Street, west of Avenue P		2914	3129
<u>Ridgewood Drive/18th Street</u>		<u>Northbound</u>	<u>Southbound</u>
Ridgewood Drive, south of 18th Street		920	835
Ridgewood Drive, north of 18th Street		861	720
		<u>Eastbound</u>	<u>Westbound</u>
18th Street, west of Ridgewood Drive		1129	1014
18th Street, east of Ridgewood Drive		869	896

The Douglass Area and the other neighborhoods reviewed have similar traffic volumes. All areas where traffic was counted are older areas of the City where streets have been improved. The streets now are designed as through streets and carry both external and internal traffic.

APPENDIX U  
TRAFFIC ISLAND COST ESTIMATE

Description	Cost
176 labor hours @ \$9.59/hour	\$1,687.84
2 yards concrete @ \$28.25	56.50
4 pieces #3 steel rebar @ \$1.43	5.72
Form materials/compounds	50.00
Traffic buttons	400.00
Signs	440.00
Landscaping	300.00
Total	\$3,240.06

APPENDIX E

AVENUE F/12TH STREET IMPROVEMENTS

The following recommendations are proposed to improve the traffic conditions on Avenue F and at the Avenue F/12th Street intersection:

- Install 4-inch white parking lane buttons on both sides of Avenue F from 13th Street to south of the railroad.
- Install 8-inch white eyebrow buttons at selected points to prevent the parking lanes from being used as a through lane.
- Install 8-inch white island buttons at Avenue F and 12th Street to allow traffic on 12th Street to get farther out into the intersection for better visibility.
- Install "T-intersection Ahead" symbol sign, and advisory "20 MPH" sign at an appropriate distance north of 12th Street for southbound Avenue F.
- Install "T-intersection Ahead" symbol sign, "Reverse Turn" symbol sign, and advisory "20 MPH" sign at an appropriate distance south of 12th Street for northbound Avenue F.
- Install "Stop Ahead" symbol sign at an appropriate distance south of 13th Street for northbound Avenue F.

0002490

HISTORY FOOTNOTES

1. Plano, The Early Years, Pages 13, 58
2. Ibid, Page 160
3. The Douglass Community in Plano, Texas, Page 9
4. Plano, The Early Years, Pages 270 - 272
5. Ibid, Page 191 - 193