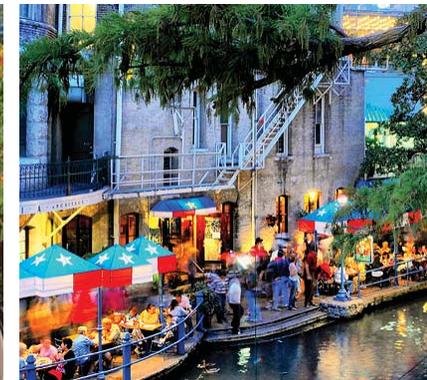


# SA TOMORROW

comprehensive plan

SEPTEMBER 1, 2016



CITY OF SAN ANTONIO

# Comprehensive Plan

EXECUTIVE SUMMARY



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## Introduction and Overview

San Antonio, with an estimated population of 1.44 million in 2014, is the seventh largest city in the country. We passed Dallas as the second largest city in Texas in the early 2000s and our population and employment growth is expected to continue.

Bexar County is expected to add up to 1.1 million new residents, with 500,000 new jobs, and 500,000 new dwelling units by 2040. While this growth presents a tremendous opportunity for San Antonio, we must plan for it now.

To achieve our community's vision, the City launched a robust, three-pronged planning effort: SA Tomorrow. SA Tomorrow encompasses the Comprehensive Plan, as well as a Multimodal Transportation Plan and a Sustainability Plan. All of these efforts focused on addressing the challenges and opportunities associated with adding over one million people to our region by 2040.

Our city has abundant existing assets, including a recognized world cultural heritage site, four military installations, and the primary employment centers and economic engines of the greater San Antonio-New Braunfels Metropolitan Statistical Area (MSA). We're a major tourist center, attracting more than 25 million leisure visitors every year. We're business-friendly with an affordable tax environment.

Our municipally-owned utilities provide affordable, reliable energy and water with innovative approaches to long-term service provision—a draw for many businesses. We combine our business environment with a relatively low cost of living and average home price. Our strong cultural heritage creates a unique sense of place, demonstrated in our historic neighborhoods and our well-known public spaces.

Geographically we are well positioned within the regional and national economy. San Antonio and Austin together form a powerful economic engine along the I-35 corridor. Further, our location near major sea ports in Houston and Corpus Christi and major interstates is significant. Connectivity to those ports via roadway and rail makes San Antonio a competitive logistics location facilitating national and international trade.

While these assets are undoubtedly enabling our growth, we need to recognize the constraints and pressures facing San Antonio, and the risks of simply continuing to develop and evolve as we have for the past few decades. Changes in demographic trends, land supply, development patterns and other factors have generated challenges that we must address to develop sustainably, to be economically competitive and to retain a high quality of life for our residents.



*The Multimodal Transportation Plan includes policies, strategies and projects intended to promote a more balanced transportation system.*



*The Sustainability Plan includes recommendations in seven focus areas addressing environmental sustainability, economic resiliency and social equity.*

## Challenges Ahead

While San Antonio has superb existing assets that will drive our growth and development as a city, we face numerous challenges that will impact the prosperity of our future growth and community health. Constrained by physical and environmental barriers such as the 100-year floodplain, the Edwards Aquifer Recharge and Contributing zone, steep slopes and environmentally critical habitats, our community has limited developable land

capacity. Our history of unchecked expansion has perpetuated the perception of disinvestment in the urban core and placed measureable pressures on our infrastructure and utilities. Over the past decade, we have captured a decreasing share of single family home development within the MSA and now capture less than half of new housing development. The development of new suburbs, with low home prices, new infrastructure, high-performing schools

and favorable public financing for builders, has lured single family home buyers out of the city's core and into the unincorporated areas of Bexar county.

All this outward growth has been precipitated by San Antonio's highway development pattern and auto-centric city form. While older neighborhoods, particularly in our historic districts, offer moderate levels of walkability and connectivity, newer developments are frequently isolated with limited multimodal access.

Reliance on the same arterials and collector roadways for basic travel outside the subdivisions to downtown, activity centers, and other subdivisions combined with more cars on the road is contributing to growing congestion throughout our city. Further exacerbating this problem is our community's relative low number of bike lanes and insufficient amount of public transportation options which all but ensure our residents' continued reliance on automobiles.

Unfortunately for some members of our community, automobile ownership is not an option. With one of the highest levels of income segregation in the country, San Antonio is facing a very real quandary. Economically segregated groups in our city typically have reduced rates of economic mobility and



*If San Antonio continues to develop along recent trends and using existing development patterns, our quality of life will decrease significantly over time leading to increases in cost of living, commute times and congestion levels.*

often live in areas that have poor schools and lack amenities such as access to parks, recreation facilities, healthcare, healthy foods and cultural facilities. Many of our city's residents are reliant on public transportation to access these amenities as well as better employment options.

A cycle of disinvestment has perpetuated problems witnessed in our community's declining central neighborhoods and contributes to underperforming schools and depressed infrastructure in these areas. The southern and central portions of San Antonio are especially at risk for high income disparity and the resulting deleterious effects.

Rapid growth in the north has diverted capital investment and other resources away from core neighborhoods inside Loop 410, further depriving these areas. Current population projections indicate that our community will continue to struggle with balancing investment between existing neighborhoods and new growth areas.

Population pressures and business expansion already place increased strain on our environmental resources and threaten our community's long-term environmental health. Our air quality is declining, and with the addition of 500,000 new automobiles

over the coming years is not poised to improve without direct and effective action. Additionally, our rivers and streams face stresses from development, flooding and natural disasters. As climate change continues to become a reality our community must utilize innovative ways to manage the health of our natural resources.

While many of these challenges may seem insurmountable in isolation, in aggregate they pose an even more profound threat to the sustainable, equitable, and prosperous evolution of our city. Continuing with our current patterns of development is unsustainable.

We must make difficult choices and prudently assess trade-offs associated with new paths forward. Careful planning and strategic investment can help to alleviate the negative effects of our most profound challenges and provide a framework for appropriate and sustainable growth and development patterns.

## What is a Comprehensive Plan?

**A comprehensive plan is an official, long range planning document that provides strategic direction for decision making and community investment. San Antonio's comprehensive planning effort was developed with support and collaboration from our city's residents, local organizations, the Department of Planning & Community Development (DPCD) and other city entities. The purpose of this plan is to unify the visions, goals, and policies of San Antonio's other plans and initiatives and identify specific issues, challenges and needs. It presents preliminary concepts, strategies, and recommendations for various elements of the community.**





## Vision for 2040

Recognizing our city's assets and challenges, we launched SA Tomorrow to help our community define necessary steps to lead responsible development and guide us towards a better future. The vision for San Antonio in 2040 is based upon the robust foundation provided by SA2020. That landmark effort resulted in an overarching vision for our community, as well as detailed targets and strategies.

### SA Tomorrow is the story of a great American city.

San Antonio is a **dynamic city with neighborhoods** that are complete with **unique places** that define their **character** and **celebrate our history**. Our corridors **unite our residents** and our businesses, using **cutting-edge multimodal options** that **connect our neighborhoods to vibrant regional destinations**. Our infrastructure supports a **healthy and safe** lifestyle while making **San Antonio an efficient, resilient city**. Our economy is the envy of the country, with a **thriving and ever expanding business sector**. San Antonio maintains an elite status in the country, **supporting the military missions** that keep our country safe while supporting the vast number of **military personnel** that call San Antonio **home**. We **nurture our future**, with a **thriving natural environment** as well as **quality education** and opportunities for all children... they will inherit a **truly great and sustainable city**.

San Antonio is a **diverse and thriving** community, with a local government that's **accountable, innovative and responsive**.

**This is the story of a great American city...SA Tomorrow.**

The vision articulated in SA2020 has been augmented to reflect the community's values and integrated into our 2040 goals. The identification of these goals, and recommendations to realize them, was achieved through the development of a Comprehensive Plan. Our Comprehensive Plan is a coordinated, community-based process and strategic planning and investment document that helps us determine appropriate growth patterns and locations while preserving our vital historic, cultural, social and natural resources.

## Guiding Principles

These principles establish a higher order decision-making framework to guide the growth and evolution of the City of San Antonio for the next 25 years. They articulate the overarching direction for the plan recommendations while also framing a set of criteria for evaluating unanticipated opportunities.

|  |   |  |
|--|---|--|
| <p><b>1</b></p> <p>Maintain the character and integrity of existing San Antonio neighborhoods, parks, open space and trails by focusing growth in mixed-use regional centers and along attractive multimodal corridors with high performing transit service.</p> | <p><b>2</b></p> <p>Ensure that all residents living in existing and new neighborhoods have safe and convenient access to jobs, housing, and a variety of amenities and basic services including great parks, strong schools, convenient shopping and nearby regional centers.</p> | <p><b>3</b></p> <p>Connect safe and stable mixed-income neighborhoods with a system of walkable and bikeable streets, trails and pathways that celebrate and link natural greenways and drainage ways.</p> |
| <p><b>4</b></p> <p>Ensure an inclusive San Antonio by providing affordable housing and transportation choices throughout the City.</p>   | <p><b>5</b></p> <p>Encourage a variety of amenity-rich places throughout the City with a balance of live, work and play opportunities.</p>  | <p><b>6</b></p> <p>Conserve, protect and manage San Antonio's natural, cultural and historic resources and open space.</p>   |
| <p><b>7</b></p> <p>Encourage and integrate innovative and sustainable ideas and development.</p>   | <p><b>8</b></p> <p>Provide an ongoing planning framework for more detailed and timely planning and design of regional centers, corridors and neighborhoods with continued opportunities for participation and partnerships, prioritization, and performance measurement.</p>      | <p><b>9</b></p> <p>Provide the residents of San Antonio, including youth, seniors, and disabled populations, with enhanced levels of authentic engagement.</p>   |

## Cross Cutting Themes

In order to ensure that the identified strategies of SA Tomorrow are specific to the needs of San Antonio, five cross cutting themes were identified through the Sustainability Plan process that address high priority issues for the community. The cross cutting themes are important to every aspect of the SA Tomorrow planning efforts, including each of this Plan's major components and elements.



These priorities create the lens through which potential recommendations in the Plan were evaluated to ensure that the themes are considered through prioritization, implementation and future re-evaluation.

Our Cross Cutting Themes for SA Tomorrow are:

- Economic Vitality;
- Air Quality;
- Water Resources;
- Equity; and
- Resilience.



The guiding principles and cross cutting themes, along with the building blocks and plan elements described in the following sections all help to achieve the following goals of the Comprehensive plan effort:

- Update the 1997 Master Plan Policies;
- Re-affirm the community's vision for the future;
- Implement and expand on the SA2020 vision for the built environment;
- Articulate the form of future physical growth;
- Accommodate and distribute projected population growth;
- Guide strategic decision making;
- Guide infrastructure investments and incentives;
- Reconcile existing plans, policies and assumptions; and
- Update the City's current Comprehensive Planning Program.

*The SA Tomorrow cross cutting themes promote sustainability and address water resource, resiliency and diversity of our energy-related and other resources, as well as clean options for multi-modal transportation and other services.*

## San Antonio's Building Blocks

In order to achieve the responsible and sustainable growth we require to move boldly into 2040 we have identified a set of building blocks that will help organize and guide our future investments throughout the city. Each of these building blocks has a distinct scale, shape and role within the larger San Antonio landscape. The major building blocks of the San Antonio of the future include:

- Neighborhoods;
- Corridors;
- Urban Centers; and
- Regional centers.

SA Tomorrow recognizes the importance of our existing neighborhoods. These treasured assets are the foundation of our city and will continue to play a critical role in our future planning efforts. The growth strategies recommended in this plan protect and enhance these valuable parts of our City by focusing many of the new housing units and jobs into the other building blocks. By investing in our neighborhoods in conjunction with strategic planning in our corridors, urban centers, and regional centers, we ensure the ability to create and support complete communities across our city with access to a variety of amenities and daily needs and services.

San Antonio's corridors link our neighborhoods to each other and to the urban and regional centers that contain some of our city's major activities,

attractions, and job opportunities. These corridors will be a focus of new residential and employment growth while providing safe and comfortable multimodal transportation options for a variety of users including pedestrians, bicyclists, transit users and automobiles.

Urban centers vary in size and serve as community destinations and employment nodes for multiple nearby neighborhoods. These walkable, mixed-use destinations are generally smaller in scale, but as San Antonio's population increases, they have the potential to become future regional centers. Key to the development of these areas is increased multimodal connectivity, linking them to surrounding residential areas and other urban and regional centers.

Regional centers are the current employment nodes of our city. Each center employs at least 15,000 people and represents our city's best opportunity to absorb our projected population and employment growth in a way that preserves the character and livability of our valued neighborhoods. The influx of additional residents and employees over the next 25 years will attract enhanced amenities and connectivity that will benefit communities across San Antonio.

Each of the building blocks is described in more detail on the following pages.



*Southtown (top) provides a small urban center serving walkable neighborhood. Bike infrastructure is integrated with other infrastructure improvements in Boulder, Colorado (middle). Mixed use corridors can link regional and urban centers to neighborhoods (bottom).*

## Neighborhoods

Our neighborhoods are the backbone of the community, an essential element of San Antonio's city form and a source of pride for most residents. They occupy the areas between regional and urban centers and the corridors that connect them. In some cases, neighborhoods fall within or overlap boundaries of regional centers, and corridors frequently serve as the boundary between two or more neighborhoods. The SA Tomorrow approach of encouraging many of the new housing units and jobs in regional centers, urban centers and corridors is largely a way to maintain and protect existing neighborhoods and to ensure neighborhood housing options continue to be available in the coming decades.

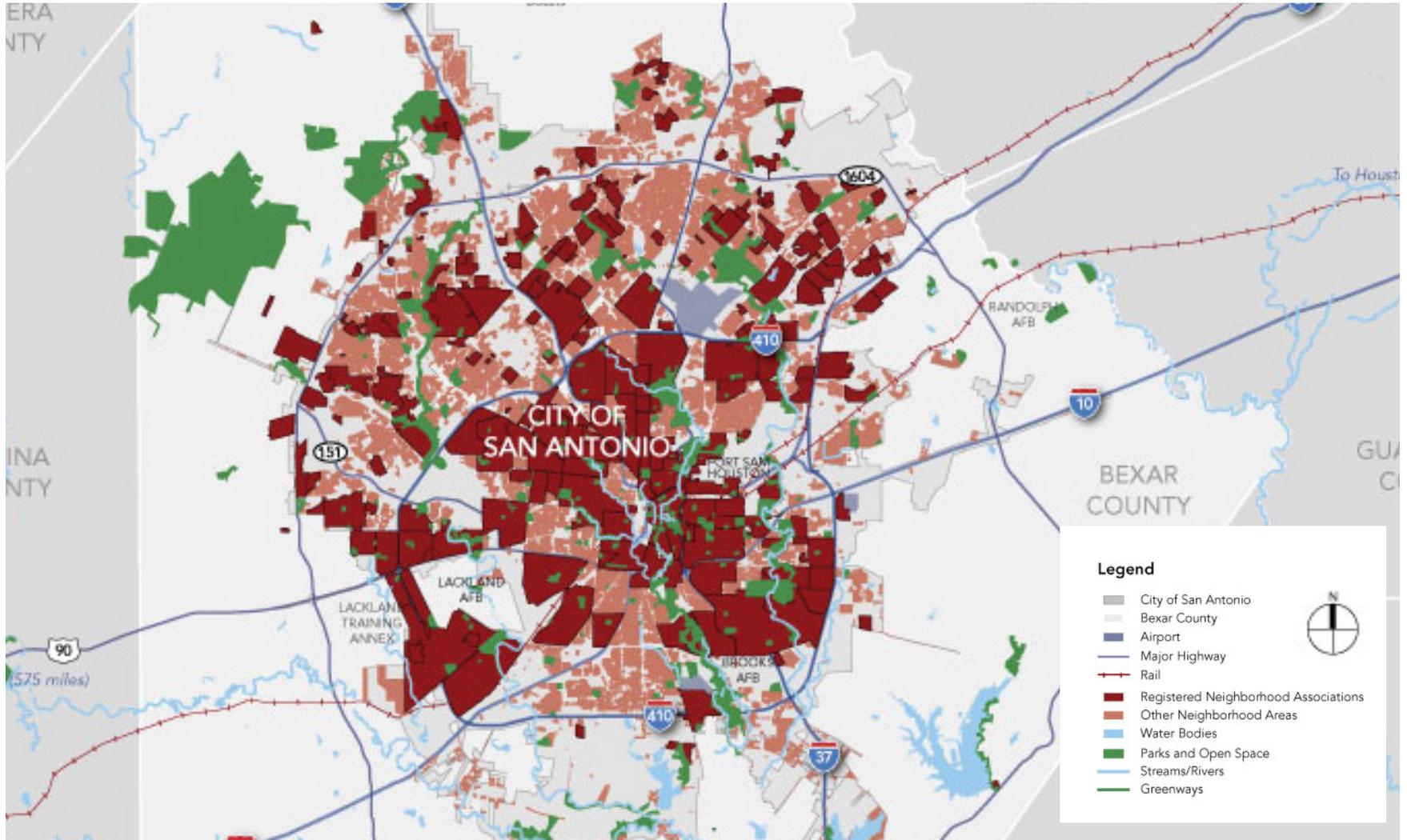
We must focus on providing a variety of complete neighborhoods to all our residents, existing and future. Complete neighborhoods provide residents safe and convenient access to the activities, goods and services they need on a daily or regular basis. This includes a range of housing options, grocery stores and other neighborhood-serving commercial services, quality public schools, public open spaces and recreational facilities, and access to frequent transit. They also include an interconnected network of streets, sidewalks and trails, which makes walking and bicycling within and to these places safe and relatively easy for people of all ages and abilities.

A neighborhood can be enhanced with improved connectivity to nearby amenities and services. In many cases, amenities may be nearby, but are not accessible via safe and comfortable linkages for one or more transportation modes. In addition, making active transportation and transit more viable options for a greater proportion of the community requires larger network connectivity between neighborhoods and from neighborhoods to nearby centers. For these reasons it is critical that our communities focus resources on improving neighborhood connectivity through a variety of infrastructure enhancements.

The design of existing and planned neighborhoods can result in varying levels of connectivity and accessibility. More traditional suburban development patterns include large arterials feeding into relatively disconnected subdivisions with a large number of cul-de-sacs. While this traditional development pattern does have impacts on traffic for motor vehicles, it does not necessarily preclude good pedestrian and bicycle connectivity. In fact, pathway and trail connections combined with on-street and sidewalk facilities can make these more traditional developments quite supportive of pedestrians and bicyclists accessing transit or other nearby amenities. The use of drainage ways and utility corridors can provide pathway opportunities that link disconnected portions of a neighborhood.

Similarly, more compact development can be difficult to traverse as a pedestrian or bicyclist if infrastructure is missing or inadequate. Major arterials often separate neighborhoods from commercial destinations, civic amenities and other neighborhoods. Well connected and maintained sidewalks, bike facilities and crossings are critical elements that help make a neighborhood more complete and navigable by all residents.

Another key aspect of a complete neighborhood is ensuring housing choice and diversity within and across neighborhoods. The majority of housing in San Antonio is currently detached single-family homes. A complete neighborhood should have a range of housing types and sizes (single-family detached, single-family attached and multifamily housing) for rent and for sale. Additional variety should be provided with a range of home sizes in the form of overall square footage and number of bedrooms.



**REGISTERED NEIGHBORHOOD ASSOCIATIONS**

## Corridors

Nearly all of San Antonio's regional centers and urban centers are located along or at the intersection of major transportation corridors. Attractive, multimodal corridors will help connect regional and urban centers to each other. Many will include premium transit service to help manage congestion and bolster safe, convenient and affordable transportation options. But, the corridors must serve more than just a transportation function. Successfully implementing the SA Tomorrow vision means rethinking those corridors.

We need our corridors to provide safe and comfortable access and mobility, serve as attractive gateways, and frame compact and walkable mixed-use development. They will also be targeted for higher density housing and more employment opportunities. A multi-objective and multi-layered approach to corridor improvements can help ensure they are safe, comfortable and attractive for new residents, employees, and nearby existing residents. Our transportation corridors should serve multiple modes of transportation and better balance the needs of pedestrians, cyclists, transit patrons, motorists and freight vehicles.

To help achieve this synergy, VIA's Vision 2040 Plan identified several corridors for premium transit service. VIA selected the corridors based on existing and potential concentrations of transit users and for their ability to connect two or more regional centers. The premium transit corridors are organized into three types of premium transit service: Priority Primo Bus Corridors, Primo Plus and Light Rail Corridors, and Express Routes.

*VIA's existing service already includes express routes (top left) and Primo enhanced bus service (below). The future network is envisioned to include bus rapid transit and/or light rail service along key corridors.*

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## Urban Centers

San Antonians need and deserve walkable, mixed-use destinations outside of the regional centers. Urban centers will provide these opportunities. They are compact and walkable and depending on how they develop, can transition into future regional centers.

The common elements of a successful urban center are a central node of activity, a mix of opportunities to live, work and play, good transit access, and strong multimodal connections to surrounding neighborhoods. These areas will attract new residents and serve existing nearby neighborhoods.

Existing and future urban centers should contain a mix of uses and provide a combination of daily goods and services, as well as restaurants and some element of destination retail. Housing and offices are desirable but not required components of an urban center—the neighborhoods surrounding the center can provide the necessary population to support the center from a market perspective. Each center must contain an activating node that serves as its heart. The activating node can vary, but will typically include a transit station, institutional anchor and/or a clustering of shops and restaurants.

function best when they are well integrated with and supported by local land use and community design decisions. Supporting transit requires looking at how

streets and roads are built and the mix of land uses around them, making it easy for people to access transit and ensuring they have desirable and useful destinations to which they can ride.

Urban centers provide the greatest opportunity for transit-supportive development outside of regional centers. Compact, higher density development patterns shorten the distance people must travel to reach their destinations and supply the ridership that can support more frequent transit service and a greater variety of routes. In turn, higher service levels in these areas attract more riders and support the local land use vision. This self-perpetuating nature of urban centers is a large reason for their vibrancy and why they tend to attract private development

While not all urban centers include a strong residential element, they must always provide safe and comfortable connections and transitions to the surrounding residential neighborhoods. Urban centers should provide amenities or additional options for nearby residents. On-street and off-street walking and biking connections should link the core of urban centers to surrounding residential areas. Urban center development should prioritize pedestrian and bicycle access and safety to maintain walkability and decrease the impacts of traffic on surrounding neighborhoods.



*CityPlace in West Palm Beach, Florida (top) and Cherry Creek North in Denver, Colorado (above) are urban centers that provide a combination of shopping, dining and housing.*

## Regional Centers

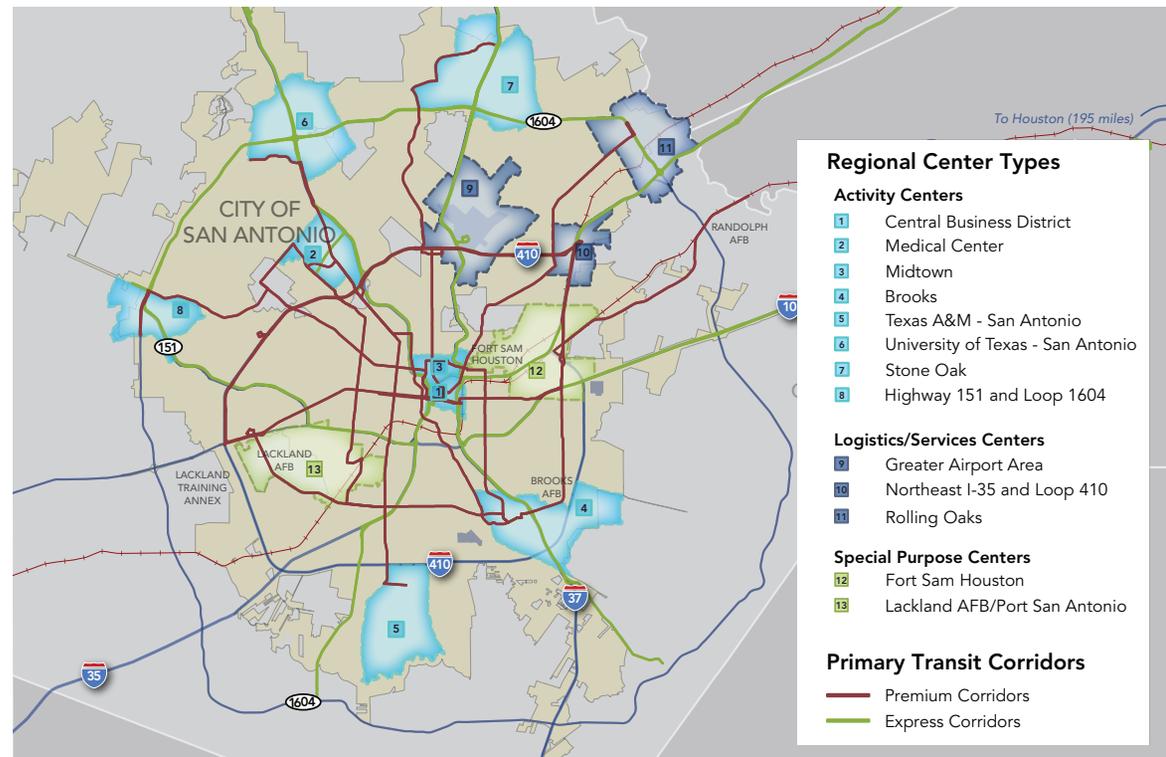
San Antonio has a tremendous opportunity to take advantage of a polycentric pattern of regional employment centers that has developed here during the past decade. Most cities have a downtown and a few additional mixed-use employment clusters. San Antonio has 13. About 50% of all jobs in San Antonio are within those 13 regional economic centers, which have captured over half of all non-residential development since 2000.

A major organizing element for the Comprehensive Plan is to focus growth in these regional centers, building on the existing pattern of development. They're envisioned as new "places" where we live, work and play.

New development is already gravitating to these centers and we can guide additional growth there. Each center is different and its development will be influenced by its existing uses (particularly those oriented to military, aviation or heavy industry). Many of the centers are also well positioned to develop as vibrant mixed-use places. They offer a range of housing options and price ranges, allow higher density, and incorporate carefully designed and located amenities that will benefit both residents and employees of the center, as well as people in adjacent neighborhoods. While these live-work-play environments attract development and businesses nationally, they are underrepresented in San Antonio.

Regional Centers are one of the key building blocks of our city's future. In order to leverage their potential to help absorb San Antonio's projected growth we need a clear vision and strategic plan for each. These regional center plans need to refine each center's boundaries, identify areas of change and stability, and develop a detailed land use plan that prioritizes infrastructure, policy and program improvements. While these centers should promote higher density, mixed-use development, not all areas

within a regional center are recommended for this type of growth. For example, existing historic districts and neighborhood conservation districts are not recommended for higher density development and should receive enhanced protection to prevent this. Our historic and conservation districts are some of our city's greatest assets and our development policies should protect them. Regional center plans must be respectful of these special areas when defining development opportunities.



The 13 regional centers are grouped in three categories based on analysis of their existing conditions, unique traits and potential growth capabilities. It is important to note that they are not homogenous places. Although they cover large areas, each one includes multiple place types, urban forms and land uses.



### ACTIVITY CENTERS

These areas have high concentrations of people and jobs in a mixed-use environment. They should be highly walkable and well connected by multiple types of transportation and transit. They should have an even mixture of jobs and housing and contain amenities that support residents, workers and employers within the centers and also throughout the City. Many are home to our educational, entertainment and cultural institutions.



### LOGISTICS/SERVICES CENTERS

These areas have superior connectivity for the movement of goods and people including air, freight/ rail and roadway transportation. This positions them as launching points for the City's exports and imports. These centers have large, coordinated areas of single uses, and concentrated nodes of mixed-use, with more jobs than residents. Additionally, they provide goods and service to support businesses and residents adjacent to the center.



### SPECIAL PURPOSE CENTERS

These areas have large employers, institutions and/or concentrations of similar types of employment. These centers typically require or barrier or buffer to separate their specialized activities from surrounding areas. They mostly contain primary employers and supportive services and amenities.

Regional centers operating in isolation do not benefit our City in the same way as a connected system. To function most effectively, they must be linked to each other, smaller urban centers and our neighborhoods. Our multimodal and transit corridors ensure connectivity to, between and within each center providing access to employment opportunities and daily activities for our residents.

## San Antonio Place Types

The place types established through this process help to identify and provide the design intent and key planning and design principles related to the development of places with a desirable mix of uses, city form, public spaces, roads, trails, and parking. Each of these established place types will designate the appropriate and desired development patterns for the major building blocks – regional centers, urban centers, corridors, and neighborhoods.

All place types were defined with an eye toward how they transition to existing single-family neighborhoods that may be nearby. The City considered land use, scale and massing to ensure that each of the place types will be developed in a manner that is harmonious and complementary with existing and future neighborhoods.

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We used four major determinants to explore and define place types: land use, mobility, sustainability, and natural topography and other natural features. An exploration of the determinants resulted in twelve place types organized into three categories.



### Legend

|   |   |   |   |   |   |   |
|---|---|---|---|---|---|---|
|  |  |  |  |  |  |  |
| <i>Institutional</i>  | <i>Office</i>   | <i>Mixed-Use</i>  | <i>Multi-Family Residential</i>   | <i>Single-Family Residential</i>  | <i>Parking</i>  | <i>Park / Open Space</i>  |

*3D massing model of a Regional/Commuter Rail station area with a mix of uses focused closest to the rail station.*



### MULTIMODAL MIXED USE

Multimodal Mixed Use place types are transit supportive and address all levels of transit service, from broader regional commuter rail station areas and larger institutions, to smaller scale places such as short segments along community corridors and neighborhood main streets. Place types in this category include:

- Regional/Commuter Rail;
- High Capacity Transit Corridor;
- Institutional/Campus Mixed Use;
- Community Corridor; and
- Neighborhood Main Street.



### TRAILS, PARKS AND OPEN SPACE

Trails, Parks and Open Space place types are designed to create stronger connections among our community's active and passive recreational and cultural assets by both leveraging and protecting these important community features. Place types in this category include:

- Trail-Oriented Development;
- Community/Regional Park;
- Natural/Historic/Cultural Asset; and
- Green Neighborhood.



### ADAPTIVE REUSE

Adaptive Reuse place types offer solutions for areas still in transition that will need to evolve to remain relevant either in their current use or change to a new use. Place types in this category include:

- Shopping Mall Retrofit;
- Office Park Infill; and
- Industrial Site Reuse.

## Plan Elements

To help guide future growth strategy and create a more sustainable, livable and economically competitive San Antonio, we identified nine elements that help us define and achieve our desired long range goals.

The inclusion of elements is typical in comprehensive plans, but what distinguishes our plan from others is the need to move beyond the standard elements, such as transportation and housing, and incorporate more nuanced elements that reflect our City's unique context and history. The

addition of the Historic Preservation and Cultural Heritage and Military elements do just that.

Each one of these elements was formed with input from our community and presents a series of goals and policies we can utilize to achieve our desired future. Our nine elements are:

- Growth and City Form (GCF)
- Transportation and Connectivity (TC)
- Housing (H)

- Jobs and Economic Competitiveness (JEC)
- Community Health and Wellness (CHW)
- Public Facilities and Community Safety (PFCS)
- Natural Resources and Environmental Sustainability (NRES)
- Historic Preservation and Cultural Heritage (HPCH)
- Military (M)

The main concepts informing each element are described on the following pages, along with lists of each element's goals and policy themes.



*Downtown (left) and the River Walk (right) are unique San Antonio assets and just two examples of the many physical and cultural amenities valued and protected through the goals and policies outlined within each of the plan elements.*

## GROWTH AND CITY FORM (GCF)

San Antonio is the seventh largest city in the country, having surpassed Dallas as the second largest city in Texas in the early 2000s. With an estimated population of 1.44 million, our population and employment growth is expected to continue. The City is proactively addressing the challenges and opportunities of growth. Some of the issues we face include changing demographic trends, effectively utilizing our land supply and development patterns to ensure we develop sustainably and remaining economically competitive so all of our residents may experience and benefit from a high quality of life. The following Goals show a willingness to consider new, progressive approaches that will ensure we grow and develop in ways that benefit our existing and future residents, our businesses, and our environment. The eight Growth and City Form goals are:

**GCF Goal 1:** Higher density uses are focused within the City's 13 regional centers and along its arterial and transit corridors.

**GCF Goal 2:** Priority growth areas attract jobs and residents.

**GCF Goal 3:** Strategic annexation benefits existing and future City residents and does not burden the City fiscally.

**GCF Goal 4:** Sustainable infill and mixed-use development provide walkable and bikeable destinations for all residents.

**GCF Goal 5:** Growth and city form support improved livability in existing and future neighborhoods.

**GCF Goal 6:** Growth and city form support community health and wellness.

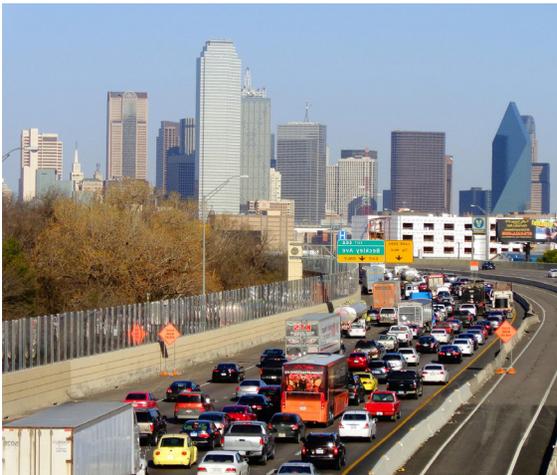
**GCF Goal 7:** Development practices that minimize, mitigate or avoid negative impacts on the city's natural resources, water supply, water quality, surface waterways, and air quality.

**GCF Goal 8:** Students throughout San Antonio have enhanced educational access and perform at a high level. (See also PFCS Goal 4)

The 37 Growth and City Form (GCF) Policies are organized under the following themes: Priority Growth Areas; Infill and Revitalization; Annexation; Transit; Natural Resources and Environmental Sustainability; and Schools and Education.



*Goals within the Growth and City Form element of the plan promote sustainable infill and mixed-use development, as well as development practices that support community health and wellness.*



*Bike lanes (top), pedestrian connections and transit are promoted through the Transportation and Connectivity element of the plan to help mitigate heavy traffic and congestion (bottom) throughout San Antonio.*

## TRANSPORTATION AND CONNECTIVITY (TC)

San Antonio has long enjoyed high quality of life complemented by a congestion-free network of roads and highways. Until recent years we all moved about our City with few impediments; new roads and ample parking were built in unison with the rapid outward expansion of development, particularly to the north and northwest parts of the city.

For a variety of environmental, economic, and community health reasons, we need a new approach to transportation planning. Expected congestion can no longer be managed simply by building new roads. Walking, bicycling and transit must be prioritized. The following goals will help to support our city's transportation goals and our environmental, community health and economic aspirations. The eight Transportation and Connectivity goals are:

**TC Goal 1:** San Antonio has a world class multimodal transportation system, providing safe and comfortable connectivity to residential, commercial, education, cultural, healthcare, and recreation opportunities.

**TC Goal 2:** San Antonio's transportation system supports the City's competitiveness in the regional, national, and international economy.

**TC Goal 3:** San Antonio's transportation and connectivity networks support a high quality of life and strong, healthy communities.

**TC Goal 4:** San Antonio builds, manages, and maintains its transportation and connectivity system cost-effectively in order to meet current and future needs and expectations.

**TC Goal 5:** San Antonio provides a range of convenient, safe and comfortable active transportation options for all users and abilities and many regularly use multimodal options such as walking, biking, and transit. (See also CHW Goal 4)

**TC Goal 6:** San Antonio utilizes technology and other innovative services and solutions to ensure predictable and reliable travel throughout the City.

**TC Goal 7:** San Antonio's roadway system has managed congestion and is efficient for residents and businesses.

**TC Goal 8:** San Antonio is a world leader in moving people and goods safely, efficiently, and sustainably.

The 49 Transportation and Connectivity (TC) Policies are organized under the following themes: Planning and Investment; Multimodal Transportation; Safety and Comfort; Land Use and Transit Supportive Development; Regional Transportation; Technology and Innovation; and General Policies.

## HOUSING (H)

Our quality of life in San Antonio is very dependent on our housing and the neighborhoods we live in. It's relatively affordable to live here. The cost of living is below the national average, as is the average home price.

As 500,000 new households are formed in Bexar County by 2040, we will see demand for a wide range of housing types, including single-family detached, row homes, townhomes, condos, multifamily and live/work spaces. We can work together to address shifts in housing preferences, diversify our housing stock, expand housing options for buyers and renters at all price levels and meet our land use and economic objectives. The following Goals were developed in response to questions in six key areas about the types, locations, density and sustainability of our future neighborhoods and available housing. The six Housing goals are:

**H Goal 1:** Housing for lower-income residents is available throughout the community with the greatest proportion in priority growth areas with high levels of connectivity and amenities.

**H Goal 2:** A variety of housing types (single-family detached, single-family attached, multifamily, as well as ownership and rental opportunities) is available at a variety of price and rent levels.

**H Goal 3:** Housing choices are available in walkable and bikeable neighborhoods located near transit, employment, retail, medical and recreational amenities.

**H Goal 4:** Improved infrastructure, services and amenities increase market demand and attract residents to priority growth areas.

**H Goal 5:** Higher density housing choices are available within the City's 13 regional centers and along its arterial and transit corridors.

**H Goal 6:** Infill development and revitalized neighborhoods provide a range of housing choices near the city center.

The 46 Housing (H) Policies are organized under the following themes: Affordable Housing for Low Income Residents; Housing Diversity and Choice; Priority Growth Areas; Infill Development and Existing Neighborhoods; Walking, Biking and Transit; and General Policies.



*The Housing element includes goals related to creating a greater variety of housing types (top), as well as promoting the revitalization of existing housing in existing neighborhoods.*



*The five goals outlined in the Jobs and Economic Competitiveness element include supporting traditional industries and the skilled and educated workforce they need.*

## JOBS AND ECONOMIC COMPETITIVENESS (JEC)

San Antonio is an attractive place to do business. We're business friendly, with an affordable tax environment and government supportive of new and developing businesses. There's no doubt that our City has strong assets and emerging economic opportunities.

We're strategically located near the major sea ports of Houston and Corpus Christi and on the roadway and railway corridors that connect with Mexico, Canada, and the East and West Coasts. We must focus on opportunities and challenges that have been uncovered in an honest assessment of our City's economic competitiveness and the jobs available to our residents. Our economic geography lacks modern planning, the airport is constrained, our workforce lags behind in education and wages, college graduates are leaving the City and there's a lack of diversity in jobs and wage levels. The following Goals show a willingness to question the status quo and consider alternative approaches that will allow us to remain nationally competitive and leverage our unique polycentric pattern of regional center development. The five Jobs and Economic Competitiveness goals are:

**JEC Goal 1:** Employment is focused in the City's 13 Regional Centers, in site-specific locations in Urban Centers and along mobility corridors, providing easy connectivity for San Antonio's residents and businesses.

**JEC Goal 2:** Traditional and targeted growth industries support San Antonio's diversified economy and provide a wide range of job opportunities.

**JEC Goal 3:** San Antonio's skilled and educated workforce supports the City's traditional and emerging growth industries.

**JEC Goal 4:** San Antonio's economic environment fosters innovation and attracts new and innovative businesses, investment and industries.

**JEC Goal 5:** San Antonio plays an important role in the regional, national, and international economy.

The 39 Jobs and Economic Competitiveness (JEC) Policies are organized under the following themes: Economic Diversification and Target Industries; Education and Training; Business / Economic Climate; Business Attraction and Retention; Workforce Attraction; Land Use and Connectivity; and Infrastructure Investment.

## COMMUNITY HEALTH AND WELLNESS (CHW)

Safe, healthy and well-educated citizens of all ages are the basis of a prosperous and high-quality city. Policies and programs that increase access to multimodal transportation, parks and open space, recreation activities, healthy foods, health care services and educational opportunities all enhance community health in San Antonio.

Healthcare is a major economic driver in Bexar County, and San Antonio residents have access to numerous high-quality healthcare resources. In spite of that, many in the San Antonio community face serious health challenges. In 2016, of 241 measured counties in Texas, Bexar County ranked 81st in overall health outcomes, 31st in health behaviors, 61st in length of life and 148th in quality of life. In 2014, almost 1 in 3 residents was obese, while 1 in 7 had diabetes. Health outcomes in San Antonio must improve. The following Goals show a desire to not only improve community health but demonstrate how the health of our citizens is intrinsically linked to our land use patterns, transportation network, urban design, and environmental and economic sustainability. The seven Community Health and Wellness goals are:

**CHW Goal 1:** Healthy food, health services, health literacy and proven education programs are easily accessible to all residents, regardless of location, income, age, race, ethnic background or ability level.

**CHW Goal 2:** San Antonio residents are physically active and have safe and convenient access to recreation opportunities.

**CHW Goal 3:** All San Antonio residents and businesses have access to sufficient clean, sustainable and affordable water during foreseeable conditions.

**CHW Goal 4:** San Antonio provides a range of convenient, safe and comfortable active transportation options for all users and abilities and many regularly use multimodal options such as walking, biking, and transit. (See also TC Goal 5)

**CHW Goal 5:** San Antonio is a Vision Zero city that is committed to eliminating traffic fatalities and serious injuries.

**CHW Goal 6:** All San Antonio residents enjoy a high level of safety, physical and mental health, and well-being.

**CHW Goal 7:** San Antonio's air quality is better than state and national standards. (See also NRES Goal 7)

The 40 Community Health and Wellness (CHW) Policies are organized under the following themes: Health and Wellness Coordination and Integration; Access; Healthy Food; Active Living; Active Transportation; Air Quality; and Water.



*The goals for Community Health and Wellness encourage healthy foods (top) and a wide variety of opportunities to be physically active and engaged in the community (bottom).*



Goals within the Public Facilities and Community Safety element support neighborhoods that are safe and resilient with high quality facilities and services (top), as well as a variety of park, trail and open space amenities (bottom).

## PUBLIC FACILITIES AND COMMUNITY SAFETY (PFCS)

The safety of our residents must always be a priority. As we continue to grow and develop, we will work to accommodate this growth sustainably so we always maintain a safe and healthy community.

Community services and facilities are vital to our economic prosperity and quality of life. Crime prevention, maintaining reliable energy supplies, schools, parks, flood protection and green infrastructure provide an essential foundation for stable, prosperous communities. Failing to plan for the impact of growth on our public facilities is not an option. Given that 1.1 million more people will live in the area by 2040, it's clear that "business as usual" can't be continued. The following Goals show our commitment to providing safe, vibrant places for our citizens to live, work and thrive in. The seven Public Facilities and Community Safety (PFCS) goals are:

**PFCS Goal 1:** San Antonio has a 21st century infrastructure that supports the existing and future growth of the City.

**PFCS Goal 2:** The city has an environment of continuous quality improvement that ensures its facilities and services adequately support the existing and future growth of San Antonio.

**PFCS Goal 3:** All San Antonio residents have the opportunity to live in safe and resilient neighborhoods.

**PFCS Goal 4:** Students in San Antonio have access to quality education and perform at a high level. (See also GCF Goal 8)

**PFCS Goal 5:** San Antonio is a leader in energy conservation and providing clean, renewable energy for residents and businesses. (See also NRES Goal 5)

**PFCS Goal 6:** San Antonio is a model for innovative recycling and solid waste diversion programs that deliver ongoing benefits to the community. (See also NRES Goal 8 and Sustainability Plan Goal SW2)

**PFCS Goal 7:** All San Antonio residents have equitable quality of and access to a variety of park, trail and open space amenities.

The 39 Public Facilities and Community Safety (PFCS) Policies are organized under the following themes: Parks, Libraries and Other Civic Facilities; Infrastructure and Utilities; Schools and Education; Recycling, Compost and Waste Reduction; Energy; and General Policies.

## NATURAL RESOURCES AND ENVIRONMENTAL SUSTAINABILITY (NRES)

A sustainable community aligns its built environment and socioeconomic activities with nature's constraints and opportunities. Central to this concept is meeting our present and future needs by balancing protection of the environment and ongoing prosperity of the local economy. The two components are interrelated and equally important—one component should not succeed at the expense of the other.

The following Goals demonstrate our community's dedication to preserving our natural resources and environment through the reduction of impactful human actions. The eight Natural Resources and Environmental Sustainability (NRES) goals are:

**NRES Goal 1:** San Antonio protects the natural environment and ensures sustainable land use and development.

**NRES Goal 2:** San Antonio balances environmental goals with business and community needs.

**NRES Goal 3:** San Antonio maintains a sustainable balance between the conservation, use, and development of the City's energy and natural resources.

**NRES Goal 4:** San Antonio has an adequate, diversified, high quality water supply and is a national leader in water conservation.

**NRES Goal 5:** San Antonio is a leader in energy conservation and providing clean, renewable energy for residents and businesses. (See also PFCS Goal 5)

**NRES Goal 6:** San Antonio is a national leader in stormwater management best practices and low impact development (LID) design.

**NRES Goal 7:** San Antonio's air quality is better than state and national standards. (See also CHW Goal 7)

**NRES Goal 8:** San Antonio is a model for innovative recycling and solid waste diversion programs that deliver ongoing benefits to the community. (See also PFCS Goal 6)

The 43 Natural Resources and Environmental Sustainability (NRES) Policies are organized under the following themes: Land Use and Development; Water; Stormwater Management; Energy; Air Quality; and Recycling, Composting and Waste Reduction.



Goals related to Natural Resources and Environmental Sustainability include maintaining a diversified, high quality water supply and improved air quality.



Goals in the Historic Preservation and Cultural Heritage element protect and promote the World Heritage Missions of San Antonio (top) and encourages reinvestment and reuse of landmark buildings (bottom).

## HISTORIC PRESERVATION AND CULTURAL HERITAGE (HPCH)

San Antonio's wealth of historic and cultural resources tell the 11,000-year story of our City's long and diverse past. Our heritage, both tangible and intangible, reflects America's melting pot of ideas, traditions and peoples.

We recognize the importance of this diverse and culturally significant history and want to ensure its continued preservation. To do so we must maintain and support our historic neighborhoods, reinvest in our historic buildings and sites, perpetuate our cultural heritage, and invest in our UNESCO World Heritage Site and buffer zone. By working together, we can protect San Antonio's identity and ensure an inclusive and sustainable historic and cultural future for our community. The following Goals show the commitment we have to honoring our heritage and protecting and preserving it for future generations. The eight Historic Preservation and Cultural Heritage (HPCH) goals are:

**HPCH Goal 1:** San Antonio's zoning and design review processes and procedures promote clear and effective historic and cultural preservation decisions.

**HPCH Goal 2:** Historic preservation policies, initiatives, and incentives are regularly updated to improve performance and effectiveness and are incorporated into elements of all City plans.

**HPCH Goal 3:** San Antonio is a national leader in recognizing and protecting the tangible and intangible attributes of its diverse cultural heritage.

**HPCH Goal 4:** Historic and cultural preservation is effectively used as a tool for economic development in San Antonio.

**HPCH Goal 5:** Innovative technology and robust education and outreach programs actively engage the public in the appreciation and preservation of historic and cultural assets.

**HPCH Goal 6:** San Antonio strategically incentivizes reinvestment in and reuse of landmark buildings and districts.

**HPCH Goal 7:** The City uses innovative tools and approaches to protect and promote the World Heritage Missions of San Antonio.

**HPCH Goal 8:** San Antonio should develop design guidelines for each historic district that reinforce their unique character.

The 34 Historic Preservation and Cultural Heritage (HPCH) Policies are organized under the following themes: Process and Procedure; Incentives and Economic Development; Education and Outreach; Cultural Heritage; and World Heritage San Antonio Missions.

## MILITARY (M)

As a major employer and actor in the greater San Antonio-New Braunfels metropolitan area, the military and its multiple assets, including Joint Base San Antonio (JBSA) and Camp Stanley, provide important employment, economic and partnership opportunities for our city.

We have a long and distinguished history as “Military City, USA” and continue to engage active service members and veterans in city decisions. Our commitment to work with the military and support service members, veterans, and their families will contribute substantially to not only the economic success of our city, but also the health and wellbeing of all our current and future residents. The following Goals reinforce our commitment to the military and our desire to remain cooperative and supportive partners moving forward. The six Military (M) goals are:

**M Goal 1:** Incompatible land uses in the vicinity of Joint Base San Antonio (JBSA) locations are minimized in order to safeguard operational mission requirements.

**M Goal 2:** City policies and investments position San Antonio to retain its military installations and attract expanded missions due to realignments and base closures in other areas.

**M Goal 3:** Communication and coordination between San Antonio, adjacent jurisdictions, and the military engender a strong regional approach to compatibility issues.

**M Goal 4:** San Antonio supports quality of life and wellness initiatives for, and the integration of, military service members, veterans and their families.

**M Goal 5:** The City’s investments and partnerships leverage and maximize the economic impacts of the military on San Antonio.

**M Goal 6:** San Antonio invests and coordinates with the military to minimize potential future impacts that could be created as a result of sequestration or base closure or realignment initiatives.

The 39 Military (M) Policies are organized under the following themes: Land Use; Regulations and Ordinances; Communication and Collaboration; Infrastructure and Investment; Education, Training and Economic Development; and Quality of Life and Wellness.



*The Military element includes goals to support existing and future military missions and to support the quality of life and wellness of military service members, veterans and their families.*

## Implementation and the Comprehensive Planning Program

The guiding principles, building blocks, and plan elements together create a framework of physical development and policy guidance for the next 25 years. Executing this plan and measuring our success is our immediate challenge, and is addressed through the City's Comprehensive Planning Program and the Comprehensive Plan Implementation Strategy.

The Comprehensive Planning Program (CPP) is the City's coordinated approach and process for public planning. It provides rationale and goals for our long-range development efforts. The SA Tomorrow process has identified a number of changes to be incorporated into the CPP, including new planning approaches and geographies that reflect the building blocks of San Antonio's future and the ways in which

planning efforts for them will overlap and support each other. The Comprehensive Plan recommends changes to the Comprehensive Planning Program that engage neighborhoods and residents in the planning of community areas, regional centers, and corridors.

Whereas the Comprehensive Plan has a 25-year horizon, the Implementation Strategy provides guidance and recommends tools, roles, and responsibilities for five year periods. Updating the Implementation Strategy at this interval allows it to better respond to unanticipated opportunities and challenges and to more regularly evaluate and measure success based on up-to-date data and information. Preliminary indicators and actions are recommended as the basis for the

five-year Implementation Strategy. As a first step of comprehensive Plan implementation, Community Planning and Development staff are working with other City departments and additional stakeholders as needed to revise and finalize the list of indicators and to establish specific, quantifiable baselines and targets to ensure successful evaluation and tracking of the Comprehensive Plan success. The goal of this measurable approach is a transparent process that encourages accountability and honest assessments of our collective success in implementing our plan for the next 25 years.

*The Implementation Strategy of the Comprehensive Plan includes recommendations for organization and development of the Comprehensive Planning Program and a five-year set of indicators and actions for the entire community.*



## Conclusion

San Antonio is planning boldly. We are asking hard questions, confronting our challenges and identifying and implementing solutions. We recognize that the “business as usual” approach is no longer working and that continuing down the current path is not in our community’s best interest. An honest assessment of our city has helped us to identify areas where we can improve and prepare for the anticipated population expansion expected in San Antonio by 2040. By planning now, we are working to mitigate and leverage the effects of integrating over one million people into our city in the coming years.

Through this process we have identified strategies San Antonio can use to enhance our existing assets and address our challenges. Our tool kit consists

of building blocks which will help guide our future planning and investments. Our neighborhoods, corridors, urban centers and regional centers are a foundation we can use to guide and manage sustainable future growth. We also have developed ideal place types which will help guide the city, our neighborhoods, and development partners in creating context-appropriate places with a desirable mix of uses, spaces, scales and opportunities for work, life, and play. The nine plan elements and their associated goals and policies guide our efforts by encouraging policies, planning and investments that reflect our collective ambitions for a sustainable, economically vibrant, and culturally diverse city that supports the needs and ambitions of all our residents.



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