

**SAN ANTONIO BRAC 2005
GROWTH MANAGEMENT PLAN**

PREPARED FOR
CITY OF SAN ANTONIO
OFFICE OF MILITARY AFFAIRS

BY
THE DILUZIO GROUP, LLC

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SAN ANTONIO BRAC 2005 GROWTH MANAGEMENT PLAN

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APPENDIX A: ACTION PROGRAM

- **NEIGHBORHOOD REVITALIZATION PROGRAM**
 - **HOUSING ACTION PLAN**
 - **CREATIVE FINANCING INITIATIVE**
 - **FEDERAL LEGISLATION**
 - **STATE LEGISLATION**
 - **SAN ANTONIO EAST SIDE EDUCATION ACTION PROGRAM**
 - **PUBLIC SAFETY INTERVENTION ACTION PLAN**
 - **MOBILITY/CONNECTIVITY ACTION PLAN**
- **ECONOMIC DEVELOPMENT ACTION PLAN**
- **WORKFORCE ACTION PLAN**
- **PUBLIC INPUT CONSIDERATIONS**

Property Planning Statement

This report suggests alternative development strategies for privately-owned property. Such alternatives are expected to enhance the value of such property, and the purpose of the plan is to encourage community action that will make such enhanced opportunity available. For example, several small parcels are across the fence from similar parcels of land on Fort Sam Houston. It is possible that the two on-post and off-post parcels could be developed together under an enhanced use concept, where joint development would allow a higher and better land use. There is no expectation that the community will become extensively involved in property development. Rather the community role involves working with land owners to:

- (1) Facilitate arrangements that can enable the enhancement of property value;**
- (2) Develop infrastructure and supporting programs that will further enhance land value; and,**
- (3) Attract employers and/or developers who can capture available opportunities, create jobs and transform potential value into reality.**

NOTE: There is significant additional information contained in the individual Task Reports that is not included in this report.

Recommendations from Public Input

For one element of the Growth Management Planning Outreach Process, both stakeholders and the public were asked to provide suggestions concerning:

- (1) Issues in their community;
- (2) Opportunities related to BRAC; or,
- (3) Other needs or opportunities that should be addressed by the Growth Management Plan.

Every effort was made to then address those issues and opportunities in the GMP. However, there were suggestions which the planning team believes should be addressed but which could not be considered within the limited time and budget available to the GMP study team. This is a relatively small number of very important cases.

The cases are described in a separate section of the Responsiveness Summary, which is Appendix A to Task Report 7 – Outreach Plan. They are described very briefly here to call them to the attention of community leadership. These are issues which should be addressed by community leaders even though an appropriate action plan has not been included in the Growth Management Plan.

Recovering Warrior's and Their Families: Volunteers supporting Veterans Administration facilities cited a significant need for help in providing available housing for families of recovering warriors. Inquiry of the Army resulted in an expressed belief that the Army recovery support facilities are adequate and that they are also being expanded and improved, such that there was no need for the community to supplement the present activity. However, there seems to be a disconnect between military spokesperson and the community volunteer who provided both data and a strong and seemingly knowledgeable plea for public support to address a real need. Statistics are available, but the GMP team was not able to spend the time to fully understand this issue; it seems to lie in a distinction between immediate care at the Army hospital which is adequately supported and longer-term care which is not. It is important that this issue not be dropped as recovery from serious injury is a significant long-term struggle and the support for a seriously wounded warrior and his family must extend through that full recovery period. The team strongly urges that this issue be investigated further, and not in manner that is intended to find fault with care being provided, rather in a manner which ensures that deserving war fighters are not falling through the cracks.

Recommendations from Public Input

continued

Mental Health: Three factors are presented for consideration. The first factor is a reportedly significant unmet need for mental health care in San Antonio, in Texas and across the nation. At the same time, a second factor is an increasing prevalence of stress related illness in both the military population and in their families. Much of this problem tends to go unreported due to the perceived stigma associated with mental illness; however, the soldiers returning with Post Traumatic Stress Disorder (PTSD) and Traumatic Brain Injury (TBI) need special help. The third factor is the State's mental health hospital situated on a large attractive campus in San Antonio. This facility/location affords the State an opportunity to cooperate with a local civilian/military partnership in providing capacity to serve both regional and military needs in a tranquil setting appropriate to the treatment of recovering patients. It is recommended that the State, the community and the military cooperate to establish a care facility at or near the site of the present State Hospital.

The Walters Street Entrance: Community residents point out that youngsters walk along streets adjoining the entrances to the freeway, and that much traffic can be expected to cut through neighborhood streets as a result of a space-limited design. The residents' arguments are compelling, and the study team recommends a review of the intersection design at IH-35 and Walters Street with the consideration of pedestrian safety foremost in mind. Due to the proposed construction schedules, there is a need for prompt initiation of such a review.

Mass Transit: Both the nationally recognized experts who participated in the review and local citizens have pointed to the need for consideration of rail-based public mass transportation. These suggestions have included:

- (1) Suggestions that the Austin-San Antonio Corridor be maintained along the UP rail alignment with stops in Schertz, at SAMMC and at Sunset Station;
- (2) Suggestions for a light rail connection circling among Fort Sam Houston, Brooks City-Base, SAMMC South and the San Antonio Medical Center; and
- (3) Street Car systems along corridors including Broadway with connections to downtown and Fort Sam Houston and possible extensions from downtown and Fort Sam to the vicinity of St. Philip's College.

Shuttles: Several citizens have suggested shuttles on the post connecting to walk-out gates which are also connected to shuttles serving areas like the Broadway and New Braunfels corridors.

Acronyms

ACA	Army Contracting Administration	OSD	Office of the Secretary of Defense
ACCD	Alamo Community College District	PGA	Professional Golf Association
ACP	Access Control Point	PRD	Planning, Reporting and Deployment
ACTN	Antioch Community Transformation Network	PRDC	Planning, Reporting and Deployment Conference
ADC	Association of Defense Communities	PTAC	Procurement Technical Assistance Center
AEC	Army Environmental Center	PTSD	Post Traumatic Stress Disorder
AFLO	Army Family Liaison Office	QOL	Quality-of-Life
AGC	Associated General Contractors	R & D	Research and Development
BAMC	Brooke Army Medical Center	RIO-1	River Improvement Overlay District 1
BRAC	Base Realignment and Closure	SAIO	San Antonio Integration Office
CBP	Community Based Policing	SAISD	San Antonio Independent School District
COSA	City of San Antonio	SAMMC	San Antonio Military Medical Center
CPS	City Public Service	SAMMC - N	San Antonio Military Medical Center – North
CHIEF	Continual Health-Care Improvement/Evaluation Forum	SAMMC - S	San Antonio Military Medical Center – South
DoD	Department of Defense	SAWS	San Antonio Water System
DOR	Developer of Record	SAPD	San Antonio Police Department
EET	Empowered Excellence Team	SBDC	Small Business Development Center
F&MWRC	Family Morale, Welfare and Recreation Command	SCI	Significant, Comprehensive Intervention
FMV	Fair Market Value	SCEIP	Significant Comprehensive Education Intervention Program
FSHISD	Fort Sam Houston Independent School District	SCIP	Significant Comprehensive Intervention Program
GMP	Growth Management Plan	SCIPP	Significant Comprehensive Intervention Program Plan
GSA	General Services Administration	SCPSIP	Significant Comprehensive Public Safety Intervention Program
GSAHC	Greater San Antonio Hospital Council	SH	State Highway
HCE-PRD	Health Care Education Planning, Reporting and Deployment	SMSA	Standard Metropolitan Statistical Area
HUB Zone	Historically Underutilized Business Zone	SPC	St Philip's College
IMCOM	Installation Management Command	TBI	Traumatic Brain Injury
IH	Interstate Highway	TDI	Targeted Development Industry
ISD	Independent School District	TIF	Tax Increment Financing
JISD	Judson Independent School District	TIPS	Teaching/Learning Improvement Projects or Strategies
JPMO	Joint Program Management Office	TIRZ	Tax Increment Reinvestment Zone
MCPP	Military-Community Police Partnership	TITC	Transferable Investment Tax Credit
METC	Medical Education Training Campus	TXDoT	Texas Dept. of Transportation
MEDCOM	Army Medical Command	USACE	US Army Corps of Engineers
MIG	Metal Inert Gas (a form of welding)	UTSA	University of Texas at San Antonio
MTTF	Military Transformation Task Force	VA	Veterans Administration
MLS	Multiple Listing Service	VMT	Vehicle Miles Traveled
NCAA	National College Athletic Association	WHMC	Wilford Hall Medical Center
NEISD	North East Independent School District	WSA	Workforce Solutions-Alamo
NETCOM	U.S. Army Network Technology Command	470 MI BDE	470 th Military Intelligence Brigade
OEA	U. S. Department of Defense, Office of Economic Adjustment		
OMA	Office of Military Affairs (City of San Antonio)		

SAN ANTONIO BRAC 2005 GROWTH MANAGEMENT PLAN

EXECUTIVE SUMMARY

The Base Realignment And Closure (BRAC) process will establish at Fort Sam Houston a regional medical center with graduate medical education, supporting research and five separate centers of excellence. It will also establish the largest medical technical education/training campus in the world, a regional health care management center and two Army Management Commands. The expansion will reinforce six strong and growing Targeted Development Industries (TDIs) in San Antonio including Health Care and Bioscience, Health Care Education, and Management Support. Management support includes Communications, Intelligence, Security and Technology.

BRAC and parallel military organizational changes will add some 12,500 positions to the region, of which some 4,500 will be students. The 8,000 non-student jobs represent the largest single economic growth impact in the history of the region. The bonus is that these jobs are in categories targeted by the City as growth areas.

BRAC and the related development will initially add some \$5.1 billion to the economy and make a continuing annual economic contribution estimated to be \$2.9 billion. These figures have actually been growing over the period during which the Growth Management Plan (GMP) was being prepared as other military missions have sought to locate in San Antonio in order to be near the center of activity at Fort Sam Houston.

If nothing were done to intervene, new employees arriving at Fort Sam Houston would most likely find homes in disparate locations throughout the region. That would, in turn, lead to significant increases in traffic congestion, air quality

Though the remarkable expansion at Fort Sam Houston will be one of the most significant economic events to ever occur within the region, it will provide a mere fraction of the overall growth that will occur over the period between 2004 and 2012.

A comprehensive intervention program is recommended:

- **To avoid the costs of incoming population dispersal;**
- **To capture significant opportunities for additional economic growth; and**
- **For revitalization of the neighborhoods around Fort Sam Houston.**

Targeted "Excellence" Areas

- **Health Care**
- **Health Care Education**
- **Health Care Research**
- **Military Management Systems**
 - **Communications**
 - **Intelligence**
 - **Security**
 - **Technology**

emissions, the carbon footprint, and incidence of trauma cases all of which rise in proportion to vehicle miles traveled (vmt) within a region. In addition, perhaps the greatest impact would be the lost opportunity to leverage BRAC changes. Dispersal of the base population would also have significant economic impacts on the workforce including necessary expenditures for fuel and lost time due to traffic delays.

This plan recommends a comprehensive intervention program which is expected to: (1) Resolve issues with BRAC Implementation; (2) Double the economic impact of BRAC; (3) Lead to revitalization of the near-downtown East Side neighborhoods; (4) Reduce employee costs and lost time commuting; and (5) Reduce adverse vmt related energy, environmental and trauma case impacts.

Dealing with problems, avoiding costs and capturing opportunities will require a vision as well as an action plan and the energy to create, sustain and market the comprehensive intervention program.

VISION

1. Transform neighborhoods surrounding the post into areas where persons essential to achieving and sustaining excellence in the working environment will want to live; and,
2. For each targeted “excellence” area, attract supporting government and private sector enterprises that employ a similar workforce in order to create and sustain a critical mass of workers engaged in achieving excellence through continual improvement.

TRANSFORMATION

Fortunately, neighborhoods around Fort Sam Houston have the basic attributes needed to attract an “excellence-workforce” in the six TDIs. Transformation of the Fort Sam neighborhoods thus becomes a core requirement, both for addressing issues and capturing opportunities afforded by BRAC.

Vision:

- Transform neighborhoods surrounding the post into areas where persons who are needed to participate in order to achieve excellence will want to live
- Attract a critical mass of supporting, leading-edge institutions engaged in research, education and innovation

A critical mass of supporting services provides both necessary components of a workable system, and the opportunity for intellectual interaction at the cutting edge of the six Targeted Development Industries:

- Health Care
- Health Education
- Health Related Research
- Communications
- Intelligence
- Technology

Key goals of the Growth Management Plan are:

- Address Issues
- Capture Opportunities
- Leverage BRAC to Revitalize East Side Neighborhoods

Such neighborhood transformation will involve capitalizing on:

1. The rich social, cultural and environmental resources of the area;
2. Locations suited to accommodation of compatible businesses and support services;
3. Opportunities to significantly reduce on-post parking and enhance the use of valuable on-post real estate.

Excellent connectivity must include convenient, state of the art electronic connectivity and convenient environmentally friendly physical connectivity.

The Growth Management Plan sets forth a comprehensive program of coordinated action plans to address issues. It further recommends sustainment of the comprehensive action program in order to capture business opportunities and accomplish neighborhood transformation.

Recommended action plans provide for: (1) Participation by existing residents in the revitalization process; (2) Maintenance of ethnic diversity; (3) Provision of access to a broad range of alternative cultural amenities; and, (4) Development of attractive, energy-efficient, walkable, bike-able environments with access to multiple outdoor opportunities. There are also action plans or elements of plans geared toward: (5) Excellence in education within local schools; (6) Public safety; (7) Area-wide inter-connection; and, (8) Basics such as easily accessible shopping and services.

In addition, there are action plan elements geared toward the working environment. This working environment must include a full range of supporting facilities and services, some of which can be clustered within the immediate area, and some of which can be drawn from the broader community via excellent connectivity. The action plans also draw national organizations into the process through needs identification, sponsored research and facilitated implementation of resulting innovative practices and/or technologies. The goals of such involvement are to capture federal research funding while also supporting the establishment and sustainment of excellence in TDIs through continual improvement.

Attainment of the vision will be economically attractive. The area around Fort Sam Houston will support mixed business, commercial and housing development, and such development can provide the tax base to attract economic growth. The conceptual land use plan in the GMP includes an estimated \$3.2 billion in new added-value, over and above the BRAC investment. Such new development would provide both a new source of property tax and a new source of energy revenue for the city. Tax and revenue anticipation financing from these sources can be used together with a proposed creative financing initiative to jumpstart the program of significant comprehensive intervention.

In addition, the GMP action plan framework encourages San Antonio's public agencies, institutions and private sector businesses to become key players in economic growth and redevelopment in order to participate in benefits leveraged from BRAC through intervention.

INITIAL STEPS

Implementation of the recommended intervention program requires several initial steps:

- The first step is for the City of San Antonio to establish the organization that will act as an implementing arm;
- In parallel, the City must establish partnering agreements with the County and engage the key City and County organizational units in the implementation process;
- The next step will be to create the key partnering agreement with the Military and with local partners like the Chamber of Commerce and local institutions such as San Antonio for Growth on the East Side (SAGE) and St. Philip's College;
- These teams must work with their congressional delegation and state legislators to obtain needed Federal and State legislation and support for the partnering relationships;
- As the partnering relationships are established, the implementation process can begin, using the IF-THEN approach described below;
- The pattern of actions and the related milestones and timetables can then be used to "market" to early adopters. These are the individuals who are willing to invest in the program and move into the region in anticipation of the transformation that has been laid out in the GMP.

GETTING STARTED

- **Establish a Robust Community Organization**
- **Craft a Comprehensive Military/Civilian Intervention Program "Umbrella Agreement"**
- **Obtain Congressional Approval of the Agreement**

AGREEMENT OBJECTIVES

- **Support BRAC**
- **Double BRAC Economic Impact**
- **Revitalize Fort Sam Neighborhoods**
- **Create a Modern Smart Growth Community in East San Antonio**

Delphi Comments

Provide Strong Leadership

Potential partners will look at leadership and the strength of the City organization as key indicators of its commitment. Involve the A team.

"The Mayor should personally lead this effort and stay on after being term-limited from office to maintain continuity of leadership".

Use an IF-THEN Approach

This approach creates agreed linkages, such that one partner can begin with achievable actions, secure in the knowledge that other partners are committed to follow through with sequential actions in an agreed action plan.

Market to "Early Adopters"

Early Adopters are individuals who are willing to buy into a program and move into the region in anticipation of a transformation that has been laid out in a credible action program.

EARLY ACTIONS

Once established, in addition to the organizational actions outlined above, the Implementing Organization will need to work with the appropriate lead organization in the community to initiate, accelerate or provide needed support for early actions that address BRAC implementation issues and lay the groundwork for continuing cooperation. Examples of such needed “early action” include:

- Implement programs recommended in the Transportation Action Plan that reduce commuting to Fort Sam Houston and reduce vmt in the region;
- Create incentives for BRAC employees to move with their jobs, which will serve as the basis for a national recruiting campaign that follows;
- Build a strong Health Care Academy pipeline for bridging new employees into targeted health care and health care education excellence areas;
- Establish a “cooperative police presence” among the San Antonio Police Department, Bexar County Sheriff’s Department and the Military Police in cooperation with neighborhoods and businesses in the community;
- Establish a five-pronged Educational Excellence program in cooperation with St. Philip’s College and the San Antonio Independent School District (SAISD) as outlined in the Education Action Plan;
- Establish a Forum for each of the targeted economic growth/excellence areas outlined in this plan and charge that forum with engagement of appropriate parties in establishing the continual improvement protocol outlined in this plan.
 - Initiate the first Planning, Reporting and Deployment Conference in San Antonio - for each of the targeted “continual improvement venue” - within one year, beginning with the St. Philip’s Health Care Education forum.

Action Program

- **NEIGHBORHOOD REVITALIZATION PROGRAM**
 - **HOUSING ACTION PLAN**
 - **CREATIVE FINANCING INITIATIVE**
 - **FEDERAL LEGISLATION**
 - **STATE LEGISLATION**
 - **SAN ANTONIO EAST SIDE EDUCATION ACTION PROGRAM**
 - **PUBLIC SAFETY INTERVENTION ACTION PLAN**
 - **MOBILITY/CONNECTIVITY ACTION PLAN**
- **ECONOMIC DEVELOPMENT ACTION PLAN**
- **WORKFORCE ACTION PLAN**
- **PUBLIC INPUT CONSIDERATIONS**

INTERMEDIATE TERM ACTIONS (WITHIN ONE TO THREE YEARS)

- Achieve Legislative Authority from both the Texas Legislature and the United States Congress to implement the GMP Action Program including both the Military/Civilian Partnership and the Creative Financing elements of the GMP;
- Adopt a five-year implementation program plan, to support organization and staffing of the Implementing Organization and provide bridge funding for that program plan;

- Develop and adopt a plan for transportation network improvements recommended in the Transportation Action Plan, to link: (1) The Post to Camp Bullis; (2) Communities and the post; and (3) Communities to each other; while also providing (4) A basis for improved day-to-day commerce within the neighborhoods near the post;
- Develop and adopt a Drainage Plan for Fort Sam Houston and surrounding properties;
- Reinforce the Community Based Policing program on the East Side and augment the police resources to address: (1) construction-phase traffic issues; (2) longer term public safety issues; and, (3) community and business partnering opportunities;
- Assemble parcels of land, create incentive packages, select a “Developer of Record” and initiate development of each of the six “early action” development programs recommended in this plan;
- Establish Tax Increment Reinvestment Zones (TIRZs) as recommended in this plan and issue the Tax Increment Financing (TIF) bonds to capitalize those zones;
- Establish a revenue anticipation financing program and leverage that program to support education, policing and quality-of-life goals recommended in this plan;
- Initiate improvements in priority zones in accordance with IF-THEN agreements with partners and selected Developers of Record for individual zones to move the planned program forward on a sound business-like basis;
- Establish a one-stop-approval process with links to zoning approvals, historic designation approvals, building permit assistance and support in obtaining financial incentives for persons wanting to improve homes in the targeted areas;
- Implement the Park/Greenway improvement program as outlined in the plan;
- Adopt a formal management protocol including a detailed implementation program plan, coupled to a financial/business plan that includes milestones, metrics, reporting requirements and a corrective action process to ensure that the program achieves performance criteria and success factors acceptable to partners participating in the implementation process;
- Create the Health Care Business Zone as recommended in this plan;
- Establish the Community Center recommended in the plan and complete plans and budgets for the police facility, library and museum improvements.

LONGER TERM ACTIONS (BEYOND THE FIRST THREE YEARS)

- Work with the Texas State Legislature and Congress to implement both the joint army/community development program and the creative financing program outlined in the plan;
- Aggressively market the GMP development program to property owners, businesses within targeted industries and developers;
- Maintain and build upon the six forums for economic growth/excellence.

1.0 INTRODUCTION

1.1 FORT SAM HOUSTON

(Source: Army Web Page at: <http://fshtx.army.mil/sites/local/>)

The Army has maintained a presence in the Alamo City since 1845. At first, the Army leased facilities in the City of San Antonio, including the Alamo, but in 1876, it moved to the site of the present quadrangle on 92 acres donated by the city. The post has since grown to approximately 3,000 acres, expanding and adding additional facilities to meet growing and changing needs.

Fort Sam Houston has always been one of the Army's most important commands. Prior to the Civil War, the headquarters controlled 25 percent of the Army's forces. From 1910 until World War II, Fort Sam Houston was the largest Army post in the continental United States, and many of the most distinguished American soldiers have served there. The post has led significant tactical and organizational innovations including military aviation, born at the post in 1910 and revitalized there during the 1940's and 1950's. Aero-medical evacuation of casualties was first developed at the post in 1917. Key troop maneuvers have been planned and practiced, including a recent exercise in response to events of 9/11.

In 1975 the post was designated as a National Historic Landmark, with more than 900 historic structures. The historical integrity of the post's different sections is even more important. Those sections represent different eras with different Army concepts in planning and design. Careful preservation allows the post to live with its history, surrounded by traditions of excellence established in 1845 and continually maintained until today.

Established in 1876, historically Fort Sam Houston has had five distinct and important roles:

- Headquarters
- Logistics
- Mobilization and training
- Garrison
- Medical support.

One of the Army's most important commands:

- One of the largest Posts
- Distinguished Leadership
 - 13 Chiefs of Staff
 - 2 Presidents
- Significant Innovation
 - Military Aviation Birthplace
 - Aero-medical Evacuation
 - Troop Maneuvers
 - 9/11 Exercises

A National Historic Landmark

- Over 900 historic buildings
- Sections which represent different eras with different Army concepts in planning and design

1.2 ABOUT THE GROWTH MANAGEMENT PLAN

Today, Fort Sam Houston is changing again to emerge as a leading provider of health care and the largest and most important military medical training facility in the world, while also retaining a historic role as a key Army command center. The City of San Antonio has commissioned this Growth Management Plan (GMP) to address potential impacts of growth at Fort Sam Houston. The plan must consider eight specific task areas, as shown at the right and a separate report has been prepared for each task area.

While some potential growth impacts are regional, some are site specific. The GMP thus contains a blend of discussions about the region, the post and adjacent neighborhoods and smaller areas. An effort has been made to consider the larger areas of potential impact and then focus on impacts nearer Fort Sam Houston as appropriate. Finally, the GMP considers: (1) The need for community action to support implementation; (2) Opportunities to gain economic leverage from BRAC; and (3) Opportunities to leverage community revitalization from BRAC. It sets forth a strategy for:

- Mitigating potential issues or shortfalls;
- Capitalizing on economic development opportunities; and
- Stimulating revitalization within post neighborhoods, particularly San Antonio's East Side.

GMP TASKS

Task 1: BRAC Community and Economic Impacts Analysis

Task 2: San Antonio Military Medical Center Public Transportation

Task 3: Fort Sam Houston Off-Post and On-Post Transportation Infrastructure

Task 4: Fort Sam Houston Commercial Revitalization and Reuse of Army Surplus Property

Task 5: Fort Sam Houston Sustainable Neighborhood Revitalization and Redevelopment Planning

Task 6a: Redistribution of Health Care as a result of realignment of Wilford Hall Medical Center (WHMC)

Task 6b Military Clinical Training

Task 7: Regional Coordination and Communications

Task 8: Integrate Work Accomplished for Tasks 1-7 into a Growth Management Plan

PRINCIPAL FINDING

A better solution could be realized through more vibrant cooperation between the military and the community that considers a slightly larger footprint than the post.

PRINCIPAL RECOMMENDATION

The community and the military should partner to implement a comprehensive intervention program.

It should be emphasized that no criticism of the Military is intended and none should be inferred from discussion of issues or opportunities in this plan. The military is implementing BRAC under challenging circumstances and tight deadlines. The main finding of this plan is that a better solution could be realized through more vibrant cooperation between the military and the community. The military cannot be expected to initiate either “more vibrant cooperation” or a “better solution with off-post elements”. Achieving such a better solution will require a strong and effective partnership with the community and the first step is for the community to demonstrate both the will and the capacity to be a strong effective partner.

1.3 THE MILITARY TRANSFORMATION TASK FORCE

The Military Transformation Task Force (MTTF) was formed to provide a military/civilian partnership. This task force is a City of San Antonio, Bexar County, and Greater San Antonio Chamber of Commerce initiative to: (1) Share information; (2) Assist the military in implementing BRAC; (3) Address any impacts on the community; and, (4) Leverage BRAC to strengthen the economy and revitalize Fort Sam Houston neighborhoods.

The MTTF rotates chairmanship between a City Council person, a Bexar County Commissioner and a representative of the Greater San Antonio Chamber of Commerce. The task force has established committees corresponding to specific areas of cooperation, as shown at the right. The MTTF includes representation of military organizations including Fort Sam Houston, and is an acknowledged forum for the military to cooperate with the civilian community in addressing BRAC issues and opportunities. Military programs are also represented on the MTTF Committees, and these Committees are active forums for cooperation. Nevertheless, MTTF personnel have full-time jobs, and the organization would need to be strengthened by gaining access to full-time staff and budget in order to be an effective partner for the major undertaking recommended in the GMP.

MTTF COMMITTEES

Economic Development & Business Opportunities

Mission: To identify issues and develop solutions relating to contract and business development opportunities for local businesses as a result of BRAC-related growth in San Antonio.

Health Care Delivery & Medical Partnerships

Mission: To examine the impact of BRAC on the community’s health care industry and health care delivery system.

Legislative and Public Relations

Mission: To develop and communicate information related to the BRAC transformation of San Antonio's military installations to the community and develop legislative proposals, if necessary, to support implementation of BRAC 2005 actions in San Antonio.

Mission Readiness & Enhancement Committee

Mission: To develop execution strategy, work plans, and statements of work for Joint Land-Use Studies at Camp Bullis, Lackland AFB, and Randolph AFB

Neighborhood Revitalization and Local Community Impacts

Mission: To determine the potential impact of BRAC-related growth on local neighborhoods and communities and potential opportunities for revitalization.

Transportation and Infrastructure Support for BRAC

Mission: To examine BRAC-related growth and determine transportation and infrastructure needs to support BRAC and the community.

2.0 BRAC IMPACTS ON SAN ANTONIO

2.1 INCOMING MISSIONS

Source for the following: San Antonio Integration Office (SAIO) briefing on Medical Integration. The Department of Defense is changing the way the military operates, including the way military medicine operates. Refer to Table 2-1: Fort Sam Houston Details on page 12 for a breakdown of incoming personnel.

The Base Realignment And Closure (BRAC) process is one transformation tool being used to establish joint military medical facilities with consolidated state-of-the-art patient care.

The transformation program will have as a major goal the provision of better care at an affordable cost.

Transformation will involve major changes in military medicine, with facilities in San Antonio expected to become a flagship for the new approach to military health care.

In San Antonio, Brooke Army Medical Center at Fort Sam Houston and portions of the Wilford Hall Medical Center at Lackland Air Force Base are being consolidated at Fort Sam Houston, to become a jointly staffed 425-bed San Antonio

BRAC Transformation

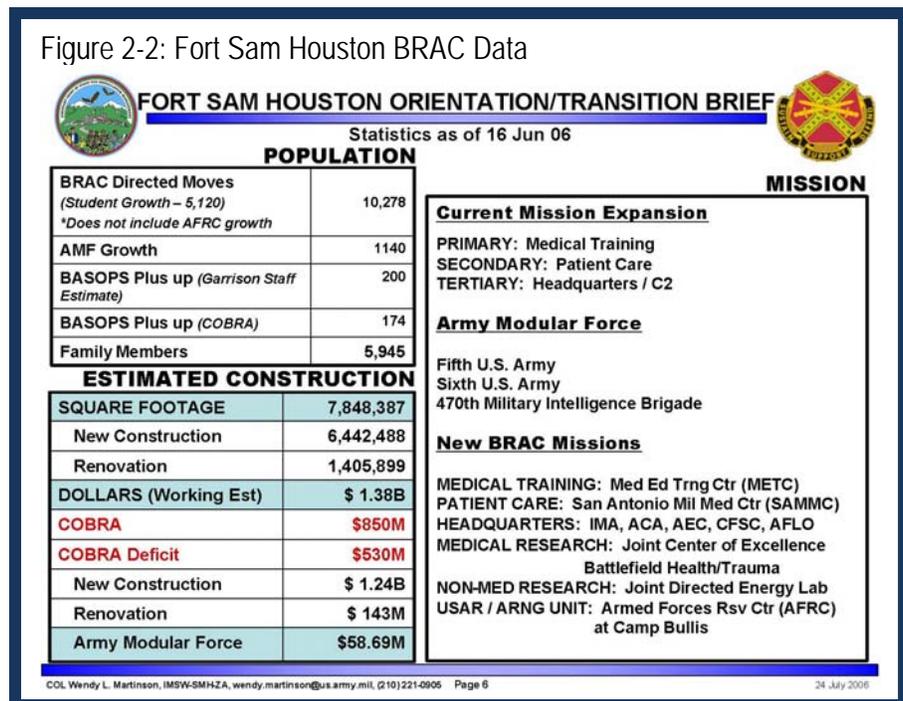
One element of a process to provide:

- State-of-the-art patient care
- Better care at an affordable cost

Figure 2-1: Fort Sam Houston Change in Authorized Strength



Figure 2-2: Fort Sam Houston BRAC Data



Regional Medical Center (SAMMC). Trauma care at Wilford Hall will be closed, with Wilford Hall to become a world-class outpatient and ambulatory surgery center which will be known as SAMMC – South.

In parallel with changes in the hospitals, several new Centers of Excellence are being created at Fort Sam Houston. These include the Cardio-Vascular Center, the Battlefield Health & Trauma Center, the Eye Center; the Maternal Child Care Center and the Amputee Center.

As a result of BRAC, San Antonio will also become the hub for training of enlisted medical technicians for all services. This change will re-locate Air Force training from Sheppard Air Force Base, Texas as well as Navy training from Great Lakes, Ill., San Diego, Ca. and Portsmouth, Va.

These training missions will relocate to Fort Sam Houston to be merged with Army training presently at the post. Consolidation of specialty training at Fort Sam Houston will mean that, at any given time, the on-post student population can be expected to nearly double, to approximately¹ 8,700. The annual throughput of students will be more than 5 times that number.

The final change is in the army management structure. BRAC provides for movement of both management and joint-force activity to Fort Sam Houston. The activities to arrive include: the Installation Management Command (IMCOM); Family Morale, Welfare and Recreation Command (F&MWRC); Army Family Liaison Office (AFLO); Army Environmental Center (AEC); U.S. Army Network Technology Command (NETCOM); Army Contracting Administration (ACA); Fifth Army; Sixth Army; 470th Military Intelligence Brigade (470 MI BDE) and the Medical Command or MEDCOM Band. In addition, there are non-BRAC moves that add to the incoming force. Refer to Figures 2-2 and 2-3.

1. The Army cautions that numbers can change, so the report presents either a range or rounded numbers rather than an exact figure for the student population. As of 8/15/08, the reported numbers were 8,700 at any one time and 47,000 the approximate annual throughput. Source: Report to MTTF Committee on 8/14/08

Fort Sam Houston Health Care Centers of Excellence

- **Cardio-Vascular Center**
- **Battlefield Health and Trauma Center**
- **Eye Center**
- **Maternal Child Care Center**
- **Amputee Center**

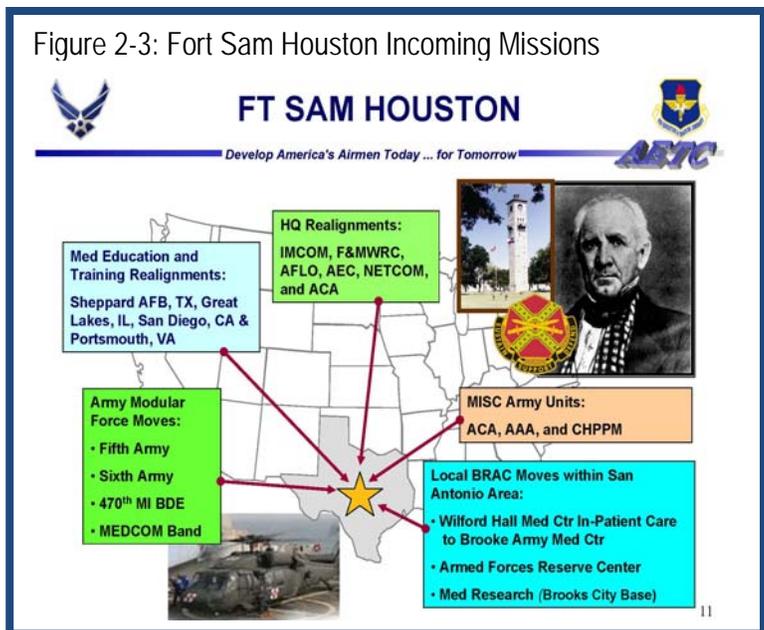


Table 2-1: Fort Sam Houston Details

Fort Sam Houston	2006				2007				Cum	2008				Cum
Organization/Action	Mil	Civ	Stu	Total	Mil	Civ	Stu	Total	Total	Mil	Civ	Stu	Total	Total
Arm Modular Force	165	137		302	266	1		267	569	430	374		804	1373
Other BRAC		7		7		161		161	168	20	89		109	277
AETC								0	0	17			17	17
								0	0				0	0
								0	0				0	0
Directed Energy Lab					-7	-4		-11	-11				0	-11
Totals	165	144	0	309	259	158	0	417	726	467	463	0	930	1656

Fort Sam Houston	2009				Cum	2010				Cum	2011				Cum
Organization/Action	Mil	Civ	Stu	Total	Total	Mil	Civ	Stu	Total	Total	Mil	Civ	Stu	Total	Total
Arm Modular Force	351	68		419	1792	39	61		100	1892	55	4		59	1951
Other BRAC	73	119		192	469	8	229		237	706		2265		2265	2971
METC	102			102	119	305		886	1191	1310	347		3129	3476	4786
				0	0				0	0	1798	332		2130	2130
				0	0	84	146		230	230				0	230
Directed Energy Lab				0	-11	36	48		84	73	-3	-13		-16	57
Totals	526	187	0	713	2369	472	484	886	1842	4211	2197	2588	3129	7914	12125

Data furnished by SAIO

Note: The military cautions numbers change as BRAC is implemented. The GMP report text uses a current estimated total slightly above 12,500 which has been rounded to 12,500.

The Army cautions that numbers are subject to change as organizations begin to join the team at Fort Sam. At the time of this writing (08/25/08) the total incoming estimated population had grown to 12,575 persons (including the new students). There will also be family members, recently estimated by the Army to be some 9,971 persons, of which 3,866 would be school-aged children.

The foregoing estimates would bring the total incoming population to about 22,500. Finally, it should be noted that some 1,200 persons coming to Fort Sam Houston will be relocated from Wilford Hall or Brooks City-Base, both of which are in San Antonio. The result is that for San Antonio, (as opposed to Fort Sam Houston) the net job increase will be closer to 11,300 and the net population increase will be closer to 20,000.

2.2 ECONOMIC IMPACTS

The City further has estimated both the initial impact from construction and the annual impact from military operations. The impact stemming from the \$2.34 billion construction impact is estimated to be \$3.2 billion. The continuing annual contribution to the regional economy beyond 2011 is estimated to be some \$2.9 billion per year.

2.2.1 CONSTRUCTION IMPACTS

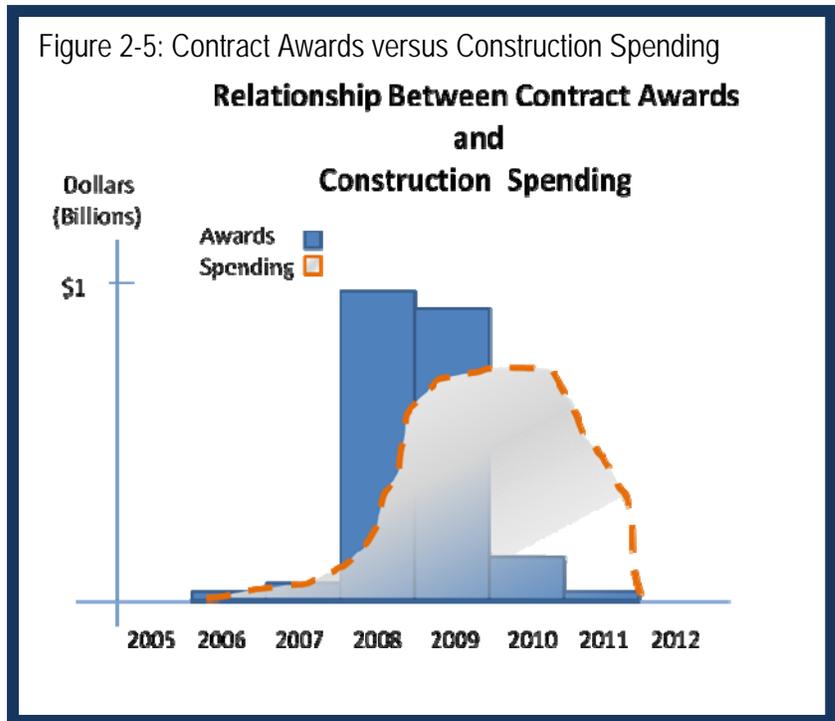
As noted above, in connection with BRAC and related military construction, the military San Antonio construction budget was \$2.34 billion, of which \$1.7 billion was budgeted to be spent at Fort Sam Houston.

This “budgeted cost” number is escalating; with one recently (August of 2008) forecast to be \$3.2 billion. Refer to Figure 2-4 for a breakdown of the BRAC Construction Budget by Fiscal Year. (Source: Military briefing at a public meeting sponsored by the Chamber of Commerce on April 8, 2008. Numbers have been rounded. The briefing included a cautionary note that forecasts continually change. The budget growth data was from a San Antonio Integration Office briefing to an MTF Task Force Committee Meeting).

Figure 2-4: BRAC Construction Budget by Fiscal Year

DESCRIPTION	FY2007 (\$M)	FY2008 (\$M)	FY2009 (\$M)	FY2010 (\$M)	FY2011 (\$M)
DHP MILCON	\$ 6.58	\$ 27.40	\$ 13.00	\$ -	\$ -
FSH	\$ 6.58	\$ 27.40	\$ 13.00	\$ -	\$ -
LAFB	\$ -	\$ -	\$ -	\$ -	\$ -
RAFB	\$ -	\$ -	\$ -	\$ -	\$ -
BRAC MILCON	\$ 169.45	\$ 983.85	\$ 184.84	\$ 97.70	\$ -
FSH	\$ 150.90	\$ 940.95	\$ 183.50	\$ 56.70	\$ -
LAFB	\$ 14.20	\$ 32.00	\$ -	\$ 41.00	\$ -
RAFB	\$ 4.35	\$ 10.90	\$ -	\$ -	\$ -
SERVICE MILCON	\$ 58.07	\$ 49.00	\$ 319.20	\$ 127.43	\$ 224.53
FSH	\$ 18.87	\$ 49.00	\$ 179.00	\$ 15.84	\$ 7.50
LAFB	\$ 39.20	\$ -	\$ 140.20	\$ 11.59	\$ 188.00
RAFB	\$ -	\$ -	\$ -	\$ -	\$ 29.03
FY TOTALS	\$234.1	\$1,060.3	\$517.0	\$225.1	\$224.5
GRAND TOTAL FY 2007 - 2011	\$ 2.3 B				

Contract awards lag budget approvals. A conceptual sketch is shown in Figure 2-5: “Contract Awards versus Construction Spending.” The US Army Corps of Engineers (USACE), managers for the military construction program, estimate that awards will peak in 2008 at an annual expenditure rate of over \$950 million or some ten times more than the normally expected rate of military construction in San Antonio (some \$90 million). Actual construction begins after contract award. Construction activity will rise quickly and be sustained over a period of time following award. The result will be strong construction growth through 2008, with a sustained level of significant construction activity through 2011. All work is required to be completed by late 2011.



In parallel with BRAC, there are numerous other programs underway in the City. Refer to Table 2-2: Construction Programs in the San Antonio Region for a list of upcoming projects and projected budgets. For example: San Antonio will be pressing to finish an authorized bond improvement program with an estimated total cost of \$735 million; there is a new proposed addition to University Hospital, expected to cost nearly \$900 million; a new Federal Court House is planned; a major water/sewer system expansion is planned; there are plans for a Airport Terminal Expansion and more. The total non-BRAC construction over the next five year BRAC timeframe has been estimated by the Corps of Engineers to be \$23.3 Billion, or some 7 to 10 times the estimated cost of BRAC and closely related military construction activity.

Table 2-2: Construction Programs in the San Antonio Region

Seq. No.	Construction Programs	(\$ Millions)
1	Northside ISD Bond 2010 Program	\$ 700.00
2	Northside ISD Bond Program	\$ 600.00
3	Military and Civil Works Construction Program	\$ 3,850.00
4	ACCD 2010 Program	\$ 600.00
5	ACCD Program	\$ 500.00
6	Northeast ISD Bond 2010 Program	\$ 700.00
7	Northeast ISD Bond Program	\$ 500.00
8	City of San Antonio	\$ 400.00
9	Microsoft Data Center	\$ 400.00
10	PGA Tour Village	\$ 400.00
11	Methodist Stone Oak Hospital	\$ 105.00
12	San Antonio ISD Bond Program	\$ 500.00
13	University Texas Health Center	\$ 900.00
14	University Hospital	\$ 900.00
15	Homeland Security Biomed Research	\$ 500.00
16	County Courthouse	\$ 300.00
17	AT&T Mod	\$ 125.00
18	Performing Arts	\$ 100.00
19	Methodist Hospital Group	\$ 70.00
20	Police Station	\$ 100.00
21	VA Polytrauma	\$ 70.00
22	Louisiana Medical Group (Sonterra at Hardy Oak)	\$ 70.00
23	Texas Center for Infectious Diseases	\$ 75.00
24	Medical Foundation	\$ 330.00
25	Marriott Corp	\$ 90.00
26	Bexar County Juvenile Facility and Office Space	\$ 78.00
27	Texas A&M	\$ 500.00
28	Combined Sciences Facility	\$ 14.00
29	South Texas Facility Renovations	\$ 104.00
30	TXDoT	\$ 1,500.00
31	Associated MILCON Programs	\$ 250.00
32	Other Misc Construction	\$ 500.00
33	Area Housing Starts 5-6yr Trend (Including Land Development)	\$ 10,000.00
		\$ 25,831.00

Source: San Antonio Integration Office, 2008 Estimates

Hospitals represent a significant component of the forecast construction. Along with the SAMMC construction, other medical facility developments include: (1) An ongoing Veterans Administration Hospital expansion; (2) a planned expansion of University Hospital; and, (3) Several new private sector hospitals planned or under construction. Thus the region can also expect a potential shortage in the specialized hospital construction workforce.

2.3 BRAC AND SAN ANTONIO GROWTH

San Antonio is the tenth fastest growing city in the United States. After over a decade of rapid growth the outlook is for acceleration and spill over into the surrounding counties. This means that the growth rate for San Antonio proper will slow somewhat. Census data indicate that the 2005-2006 growth rate for the Standard Metropolitan Statistical Area, the metropolitan area around the city, was 2.869%. If such a high rate were to continue, the increase in population for the period 2004 to 2012 would be about 450,000 (See Figure 2-6). (Source, United States Census at: <http://www.census.gov/population/www/projections>) Using a variety of assumptions, the State provides several less aggressive growth-projection scenarios. The lowest of these is a projected increase of about 110,000 people over the same 2004 to 2012 interval (See Figure 2-8). Figure 2-7 depicts a higher BRAC growth-projection scenario for San Antonio (Source: State Data Center at: <http://txsdc.utsa.edu/tpepp>)

Figure 2-6: ASMSA Projected Population Growth

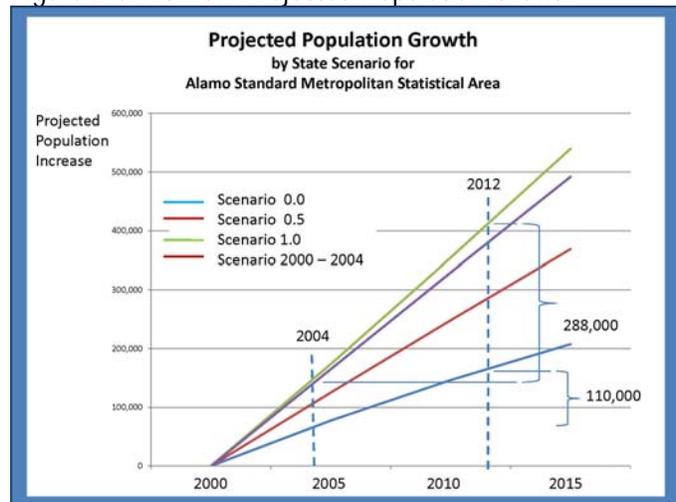


Figure 2-7: BRAC Impacts on Population Growth (Highest)

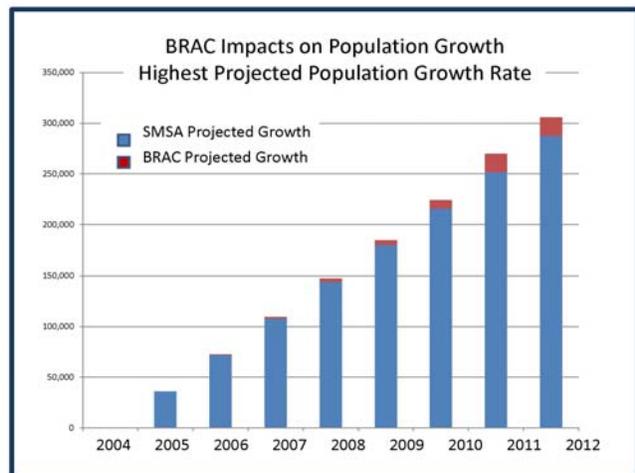
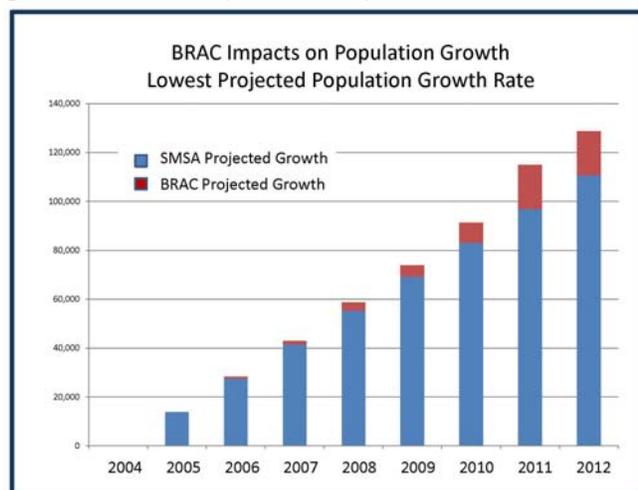


Figure 2-8: BRAC Impacts on Population Growth (Lowest)



In spite of the wide variance in the future population estimates, it is clear that the incoming BRAC force will be small in comparison to the overall growth anticipated in the region (See Figure 2-9). The influx of BRAC personnel together with their families will be about 17% of the lowest growth projection but only something less than 5% of the population expected if recent high growth rates were to continue.

If the incoming BRAC population were to disperse as will to neighborhoods around the city, impacts would be small in comparison to the impacts of overall growth.

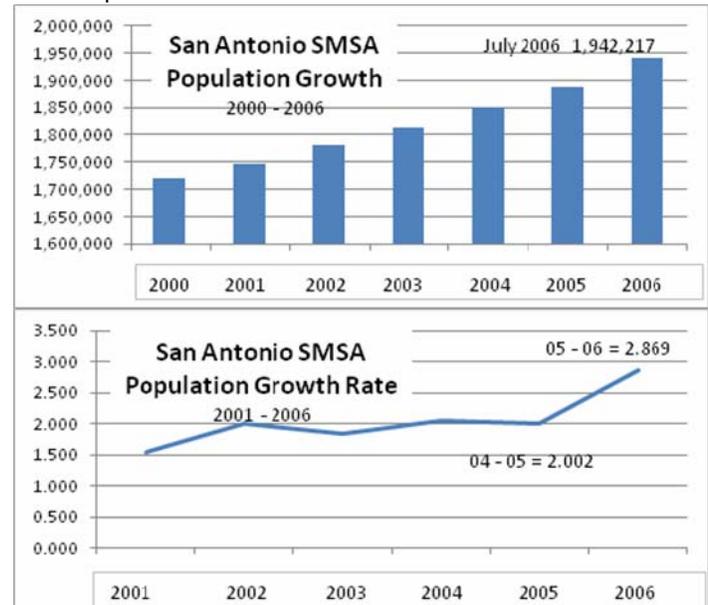
The incoming missions are expected to include many personnel vacancies. Large numbers of vacancies could result in labor shortages in health care, health care education and training and in management support areas such as high-technology and communications.

Some facilities and/or services are already at capacity. Such facilities need to be expanded in order to meet growth in any event, but BRAC growth could significantly impact these situations. An example is Interstate 35 and the surface streets that carry traffic east of Fort Sam Houston. Fort Sam growth will add traffic to this system which is already over capacity. Another example is the shortage of a sustainable water supply sufficient to meet a growing demand. Again, BRAC will only add incrementally to a water demand which is rapidly exceeding the capacity of the firm available yield of the Edwards Aquifer – the region’s predominant water supply.

Intervention is proposed in order to reduce impacts, leverage economic development and revitalize the areas around the post. Goals of the GMP are to:

- Enhance military/community relationships;
- Create a desirable place for the military workforce to live and work;
- Create a modern, attractive, sustainable community outside the post; and,
- Leverage economic growth from BRAC. Success will require significant intervention and the implementation of a comprehensive intervention strategy.

Figure 2-9: San Antonio Standard Metropolitan Statistical Area Population Growth



Source: U. S. Census Bureau

3.0 RESPONDING TO BRAC

3.1 ISSUES AND OPPORTUNITIES

The GMP has identified three issues and two significant opportunities:

Issues:

1. Vacancies
2. Traffic and Parking
3. Housing

Opportunities:

1. Economic Growth
2. Community Revitalization

3.2 RESPONSE STRATEGY

The strategy recommended in the plan, as shown in Figure 3-1:

Response Strategy, is: (1) Give priority to resolution of issues, but resolve issues in a way that builds a basis for capturing opportunities; then, (2) Maintain and expand upon the partnerships, created to address issues and move on into a second phase, which is focused on capturing opportunities.

The second or implementation phase must be paced to proceed at a rate consistent with sound business principles. The plan provides for this phase to be funded principally from revenue and tax anticipation bonds. Pacing means funds should only be committed after economic growth that will

provide the anticipated revenues has been reasonably assured. As a practical matter, that normally means the improvements made with such funds will be closely tied to economic development projects having substantial economic backing. It can be expected that such projects will: (1) Serve well-defined market segments; or (2) Include firm job-growth commitments from one or more reliable business prospects.

Recommendation

The Overarching Recommendation in the GMP is that the community and the military form a working partnership to address immediate issues, and that the partnership should continue beyond BRAC in order to attain common goals and capture opportunities.

- Suggested Lead: San Antonio Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical
- Suggested Funding Source – Federal OMA Planning Grant, City transition budget and creative financing to sustain partnership activities.

For a partnering strategy to be viable:

- 1. The community must stand ready to plan, design and implement initiatives which they agree to undertake**
- 2. Each partner must realize value commensurate with the cost of features and programs executed on behalf of the partnership.**

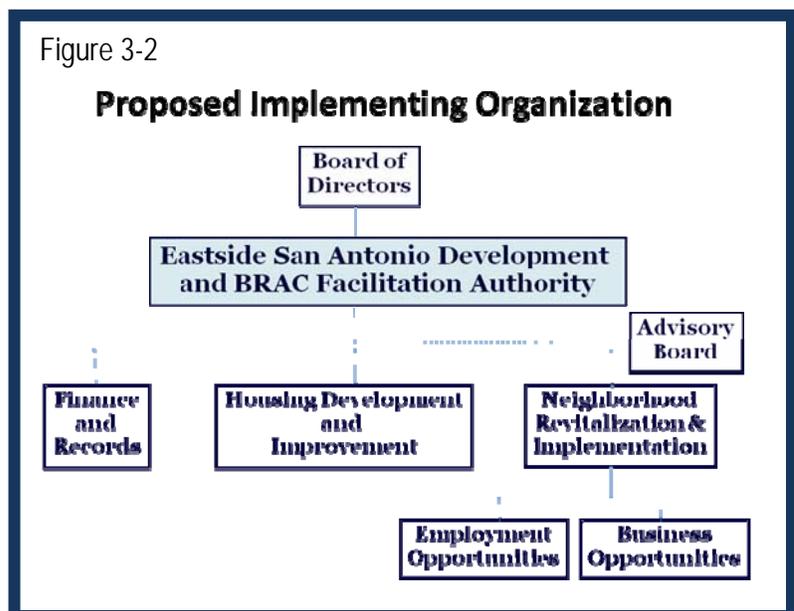
Figure 3-1: Response Strategy



3.2.1 ORGANIZATION

As previously noted, the first step is formation of the organization that will serve as a partner with the military. While the Military Transformation Task Force (MTTF) partnership exists, it is not geared to manage a comprehensive intervention program. The community needs an implementing organization with both the resources and authority to undertake a comprehensive program. The proposed organization is laid out in Figure 3-2: Proposed Implementing Organization, and is explained more fully in Appendix A. Such an organization requires a full-time staff, significant capability and expertise as well as the ability to accept fiduciary responsibility. The suggested approach is to pattern the organization after the one that manages Brooks City-Base.

Figure 3-2



In parallel with the establishment of the organization, the community should:

1. Propose a comprehensive intervention action program to the military and obtain agreement on the program. Such a program is outlined in this section and supported by action plans that are contained in a series of appendices.
2. Enter into partnerships with the County and Chamber, as with the MTTF, in order to share and coordinate both the management and funding of non-military responsibilities
3. Implement the program in order to achieve the mutually beneficial goals outlined in this Growth Management Plan.

3.2.2 MILITARY/CIVILIAN AGREEMENT

3.2.2.1 The Nature of the Agreement

The plan has evaluated three potential mechanisms for partnering with the Military in arrangements which involve coordinated on-post/off-post land uses such as those recommended in this plan. Since any approach is likely to lead to a requirement for Congressional acceptance, the recommended approach is to describe what the partners agree would be a desired arrangement and then seek Congressional approval of arrangement as well as Congressional authorization of its implementation. A similar rationale is proposed for involvement of the Texas Legislature in approval and authorization. The goal should be to have the Texas Congressional Delegation become advocates for the GMP at the Federal Level and have the State Legislative Delegation become advocates for it in Austin.

Where there is significant opportunity, as in the case at Fort Sam Houston, then obtaining specific State and Congressional authority are necessary and appropriate steps in crafting the strategic plan for realizing the opportunity. A positive approach will also encourage the military/community partnership to draw in both the State of Texas and the United States Congress as participants or at least as advocates.

The foregoing approach is consistent with recommendations of the Association of Defense Communities (ADC). The Association has recently issued a paper entitled "Advancing Public-Private Partnerships in Defense Communities: An ADC Policy Paper." Recommendations from that policy paper are reproduced in the text box on the next page. In supporting the recommendations, the paper points to creative initiatives led by communities, specifically mentioning Brooks City-Base in San Antonio, as the types of approaches that need to be available as "tools in the military real estate tool box."

Policy Ideas & Recommendations

The opportunity to use partnerships as a tool for creating sustainable military installations is only beginning to be realized. While the military's real estate sophistication continues to increase, reaching the full potential of defense real estate as a marketable asset will require robust policies and programs that meet the changing requirements and needs of defense installations. In his keynote address at the 2006 ADC Defense Policy Forum, Deputy Undersecretary of Defense Phil Grone declared: "There is an enormous opportunity to change how we do business and the results we expect. Partnerships have to be part of our long-term approach to sustaining installations."

The following recommendations explore several policy ideas that will assist in further bringing together the private market and the military services for entering public-private partnerships at growing installations:

1. No single partnership program or authority is a solution that will meet the diverse needs of the military. There needs to be a real property partnership toolbox that includes a range of programs that matches the dynamic needs of installations. In creating this robust toolbox, Congress should consider new authorities that:
 - a. Build on the best practices and programs of other federal agencies, like GSA's exchange authority; and
 - b. Create pilot authorities and expand existing pilot authorities, like the Army's municipal services program or the Air Force's "city-base" concept. Also in this context, Congress should work with DoD and the White House Office of Management and Budget to identify new programs based on emerging issues, convene field hearings to receive input from the private sector/communities, and examine one-time authorities that could now have a broader reach.
2. Private sector interest in partnership tools can be maximized by creating programs that have (1) strong DoD support that enhances flexible and creative implementation by the military services; (2) clearly defined objectives and roles for the private and public sectors; and (3) robust and responsive deal structures that can be financed in the private markets.
3. The Office of the Secretary of Defense (OSD) should provide broad program-level guidance and executive oversight for partnership programs. While recognizing the need for implementation flexibility among the military services, it is essential for DoD to provide a general policy and legal foundation that not only helps to identify opportunities, but also encourages creative approaches in response to private sector market conditions. Also, congressional leaders must understand the value of partnerships, and OSD leadership and oversight should further demonstrate their significance.
4. Creating and sustaining successful partnerships requires knowledge of how the private sector works, an understanding of how deals come together and an appreciation of the rationale and need for these partnerships by installation personnel. By their own admission, this skill set sometimes is lacking within the military. There needs to be a focus on increasing the real estate and partnership knowledge base of military personnel, especially at the installation level.
5. Communities and states play an important role in encouraging, supporting, participating in and sustaining partnerships. OSD and the military services must continue to embrace and recognize this role.

3.2.2.2 Steps to the Agreement

The suggested approach for achieving agreement with the military is to begin with an “agreement to agree,” which sets forth a general scope, goals and mechanisms for implementing the agreed scope. Then that agreement must be created and formally adopted. Such an agreement should:

1. Address all elements of the comprehensive program as outlined in this plan
2. Comply with federal guidelines, which require a balancing of Fair Market Values between what the military puts into the agreement and what they get out of it, but also provide net positive value for the Military, so that they have a strong reason to participate
3. Since it will undoubtedly require the approval of

REACHING AGREEMENT WITH THE MILITARY

1. **Establish “Agreement to Agree”**
2. **Craft Scope**
 - Meet Federal Guidelines
 - Frame \$ Amounts/Formulas
 - Seek Pentagon Approval
3. **Seek Approval/Support from**
 - Texas Legislature
 - U. S. Congress

Congress, the agreement should also be crafted with the intention of obtaining approval of both the State Legislature and the United States Congress, as outlined above.

3.3 INTERVENTION PROGRAM SCOPE

This plan includes a comprehensive intervention program with four components. Each of these components must be pursued jointly for the strategy to succeed. If pursued successfully, the program would virtually double the economic impact of BRAC, creating an additional \$3.2 billion in capital construction and nearly \$3 billion in added annual economic impact. These values are in addition to the projected impacts of BRAC.

INTERVENTION PROGRAM

An additional

- \$3.2 billion in capital construction
- Nearly \$3 billion in Added Annual Economic Value

3.4 CORE STRATEGIC ELEMENTS

The core strategy is to develop an attractive business environment for Targeted Development Industry (TDI) sectors and then market the plan concepts aggressively. The sectors are:

1. Health Care
2. Health Care Education
3. Communications
4. Intelligence
5. Security
6. Technology

Business Oriented Climate

- Understand and Address Industry Needs
- Support Continual Improvement
- Facilitate Market Entry/Growth/Expansion

Factors which attract business are:

1. **A Growing Market:** Each of the TDIs is in a growing market, with the Army as a key customer and Fort Sam Houston as a key gateway to that market/customer.
2. **Critical Mass:** Businesses seek to grow in areas where there is a significant presence of similar activity. Critical mass implies many things, such as: (1) Trained and experienced persons available to fill jobs; (2) Banks that understand credit requirements; (3) Services available to install, and maintain key pieces of equipment; and, so on.
3. **Ramp-Up Capability:** In order to attract a new business, it is critical to show that the new business can become established and grow. One critical factor is the region's ability to expand the labor force. The "Academy" system was created in San Antonio to address this need and San Antonio's Academies have been magnets for growth (explained further in Section 5.0). The plan recommends building on that unique San Antonio success factor in each of the 6 BRAC-leveraged TDIs.
4. **Business-Oriented Climate:** The key aspect of such a climate is being sure that the implications of "critical mass" are real. For example, banks do need to understand target industry needs and technology-oriented firms do need to understand technology utilized by the targeted activity. The community needs to sponsor forums that provide appropriate support for development of such symbiotic relationships. This is usually the role of the Chamber of Commerce. Thus, it is appropriate for the Greater San Antonio Chamber of Commerce to have a key role in implementing the military/civilian partnership. Another important aspect of a business-oriented climate is making necessary permits and licenses readily obtainable. A much more important aspect is broad support for continual improvement in value, so that a company located in San Antonio can expect to have a competitive advantage in a global market place. This means understanding the industry structure and creating forums through which local participants can improve their product of service and/or lower their costs in order to maintain a competitive advantage in the market place. As recommended in this plan, such forums should be structured to create a pipeline of research and demonstration funding to support development and implementation of technologies and management practices leading to tangible value improvement.
5. **Packaging:** Finally marketing organizations needs to understand the foregoing relationships and utilize them effectively in: (1) Marketing the program outlined in this plan; and (2) Developing business relationships which take full advantage of the web of relationships outlined; and, (3) Establishing a fair sharing of the benefits among parties involved.

Community Support for Continual Improvement means that a company located in San Antonio can expect to have a competitive advantage in a global market place

The GMP recommends placing emphasis on helping local businesses and institutions grow as opposed to attracting their competitors to the region.

3.4.1 “IF-THEN” DEVELOPMENT

The organization(s) selected by the community to implement this plan must also be able to manage an “IF-THEN” strategy which can be put in place through a credible marketing program. An IF-THEN strategy is a concept whereby the overall goals of the GMP are presented to prospective developers and targeted business organizations. A deal is offered, in which the implementing organization will agree to do certain things if the developer or business will then do certain things. The community role can include assembling land, building infrastructure, waiving or streamlining certain requirements or providing financial incentives. To attract a key business, the community might even offer to build a building or other facility in return for promised future rent and/or other consideration such as creation of a certain number of jobs.

A developer is more often involved where third parties are expected to occupy the proposed facilities. Working with a developer is much like working with any business, except that the developer will accept a role of selling or renting the space after it has been completed. It is unlikely that such a deal would go forward, however, unless the developer was very sure that there will be a market for the product that is to be “developed”. For example, it is unlikely that a developer would build houses in Fort Sam Houston neighborhoods unless that developer is sure that the community was very committed to successfully addressing public safety, education, connectivity and other issues presently found in those neighborhoods. Thus, the community will need to take the lead, and to make measurable progress in addressing such issues before it is realistic to expect that development proposed in the GMP will proceed of its own accord.

3.4.2 INTEGRATED ACTION PROGRAM

The GMP proposes a comprehensive, integrated action program that builds on the significant potential for leveraging BRAC. As noted in the introduction, the BRAC program will add some 8,000 jobs to strong existing sectors of the San Antonio economy. Furthermore, each of the six targeted development industries:

1. Reflects a strong and growing market;
2. Supports, and is supported by military continual improvement goals;

A COMPREHENSIVE, INTEGRATED ACTION PROGRAM

CAPITALIZE ON

- A STRONG MARKET
- MILITARY EXCELLENCE GOALS

BY CREATING

1. EXCELLENT PLACES TO WORK WITH ENVIRONMENTALLY FRIENDLY CONNECTIONS TO A VARIETY OF EXCELLENT LIVING SPACES
2. A WORKFORCE PIPELINE SUPPORTED BY A NATIONAL RECRUITING INITIATIVE
3. A SUSTAINED BUSINESS ADVANTAGE SUPPORTED BY AN R&D FUNDING PIPELINE
4. AN INTENSIVE BUSINESS DEVELOPMENT INITIATIVE WITH A LOCAL FOCUS

3. Is strongly represented in the San Antonio market place, meaning that there is a critical mass of personnel and resources in the area.

These factors provide a strong base upon which to build a business development initiative. By reinforcing that base, San Antonio can position itself to capitalize on significant economic growth.

The four additional building blocks to add are:

1. Neighborhood Revitalization: Create excellent places to work with environmentally friendly connections to a variety of excellent living spaces
2. Workforce Expansion: Establish an Academy Workforce Pipeline supported by a National Recruiting Initiative
3. Sustained Business Advantage: Create a forum focused on continual improvement and supported by an R&D Funding Pipeline
4. Intensive Business Development: An Initiative with a Local Focus

NEIGHBORHOOD INTERVENTION PROGRAM GOALS

1. Create connected living and working spaces that can attract and retain a world class workforce in a very competitive environment
2. Enable participation by existing residents
3. Protect neighbors who cannot participate

These four building blocks are interdependent, and none can be expected to succeed alone. Each of these areas is addressed in order in the next four sections.

4.0 NEIGHBORHOOD INTERVENTION

All of the TDIs are “labor-short” industries. This means that many areas of the country will be striving to attract bright, up-and-coming researchers and staff. San Antonio must offer, not only exciting career opportunities and a “best in class” work place, but also a variety of life style choices that are attractive. First and foremost the community adjacent to the post must present an attractive walkable alternative living area with a variety of housing choices. Potential near-post choices outlined in Section 9.2 include new single-family infill housing, restored historic homes and more densely clustered mixed-use living spaces.

NEIGHBORHOOD INTERVENTION

DELPHI COMMENTS

- Program Must Be Comprehensive
- No Activity will succeed on its own
- Do not ignore obvious problems

PROGRAM ELEMENTS

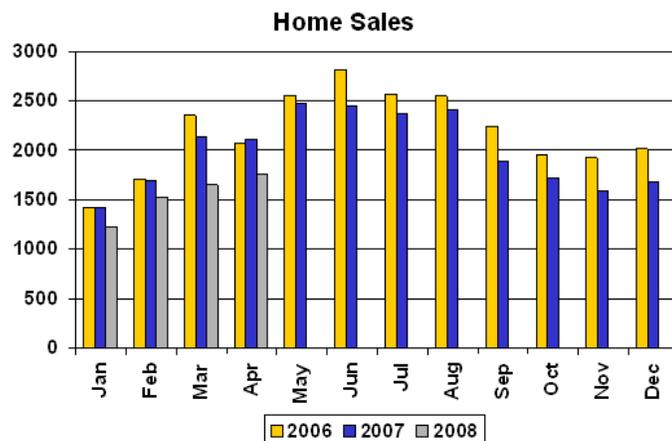
- Housing
- Traffic and Connectivity
- Education
- Public Safety
- Utilities and Basic Services
- Recreation and Quality-of-Life

4.1 HOUSING

4.1.1 HOUSING IN SAN ANTONIO

San Antonio is ranked as the 7th largest and 10th fastest-growing city in the United States. With a rich history and both cultural and economic diversity, San Antonio affords a very diverse housing base. Housing ranges from historic, like the King William District near downtown, to new and ultra-modern suburbs on the fringe areas. There is a price range from affordable to multi-million dollar homes. There is also an emerging supply of compact high density housing, both in the City Center and in a few other locations like the Broadway corridor. However, most of the new housing stock is being developed in the fringe areas. A map of the clusters of “existing and future development activity” is shown in Figure 4-3 on page 28. (Source: *San Antonio Trends, Challenges and Opportunities*, previously cited, at <http://www.sanantonio.gov/planning>)

Figure 4-1: Home Sales in San Antonio (2006-2008)



Source: <http://recenter.tamu.edu/mreports/>

The Real Estate Center at Texas A&M University tracks Texas Home listings and sales through the “Multiple Listing Service.” The Multiple Listing Service is a computer database commonly used by realtors to share information on homes for sale in an area. It only includes homes listed with participating realtors, but this includes most major real estate companies. The data shows that about 1,500 homes are sold in San Antonio each month with some seasonal variation. New homes come on the market as existing ones are sold, constantly refreshing an inventory over six times monthly sales. Sales and inventory or “listings” data for three recent months are shown in Table 4-1: Home Sales in San Antonio.

Table 4-1: Home Sales in San Antonio

2008	Sales	Total Listings	Months Inventory
Feb	1,515	12,631	6.4
Mar	1,646	13,091	6.8
Apr	1,754	13,479	7.1

(Source: <http://recenter.tamu.edu>).

In summary, San Antonio housing supply significantly exceeds the BRAC demand and the military is correct in assuming that incoming personnel can expect to have no problem finding housing. In fact there are many options across a variety of locations and price ranges. However:

- Much of the available housing is outside Interstate Loop 410 and even further out beyond Loop 1604. In fact, many Fort Sam employees already reside in these areas as shown in Figure 4-2: Worker Flow to Ft. Sam Houston.
- Many areas of active home construction closest to the post are to the north and north east and thus connected to the post by the heavily traveled Interstate 35 corridor.

Figure 4-2: Worker Flow to Ft. Sam Houston, 2000

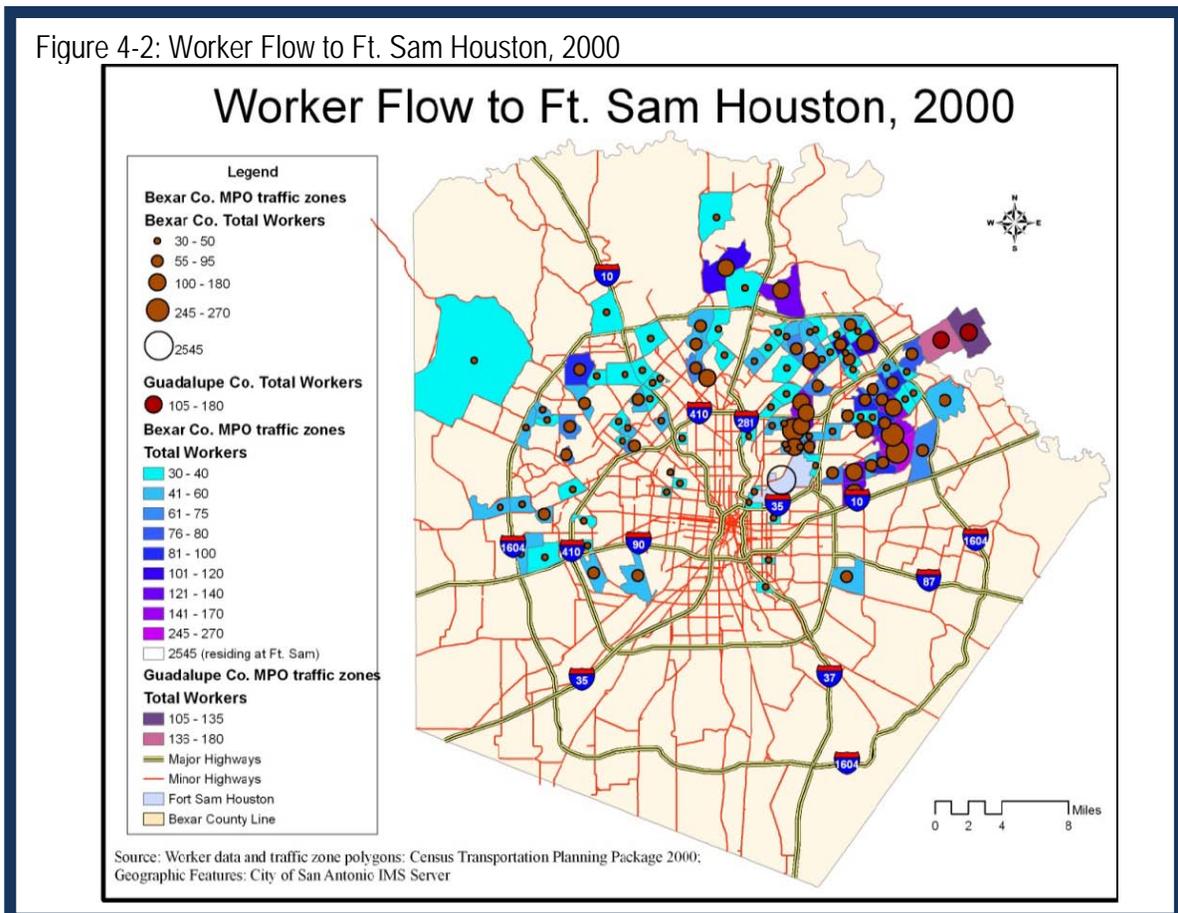
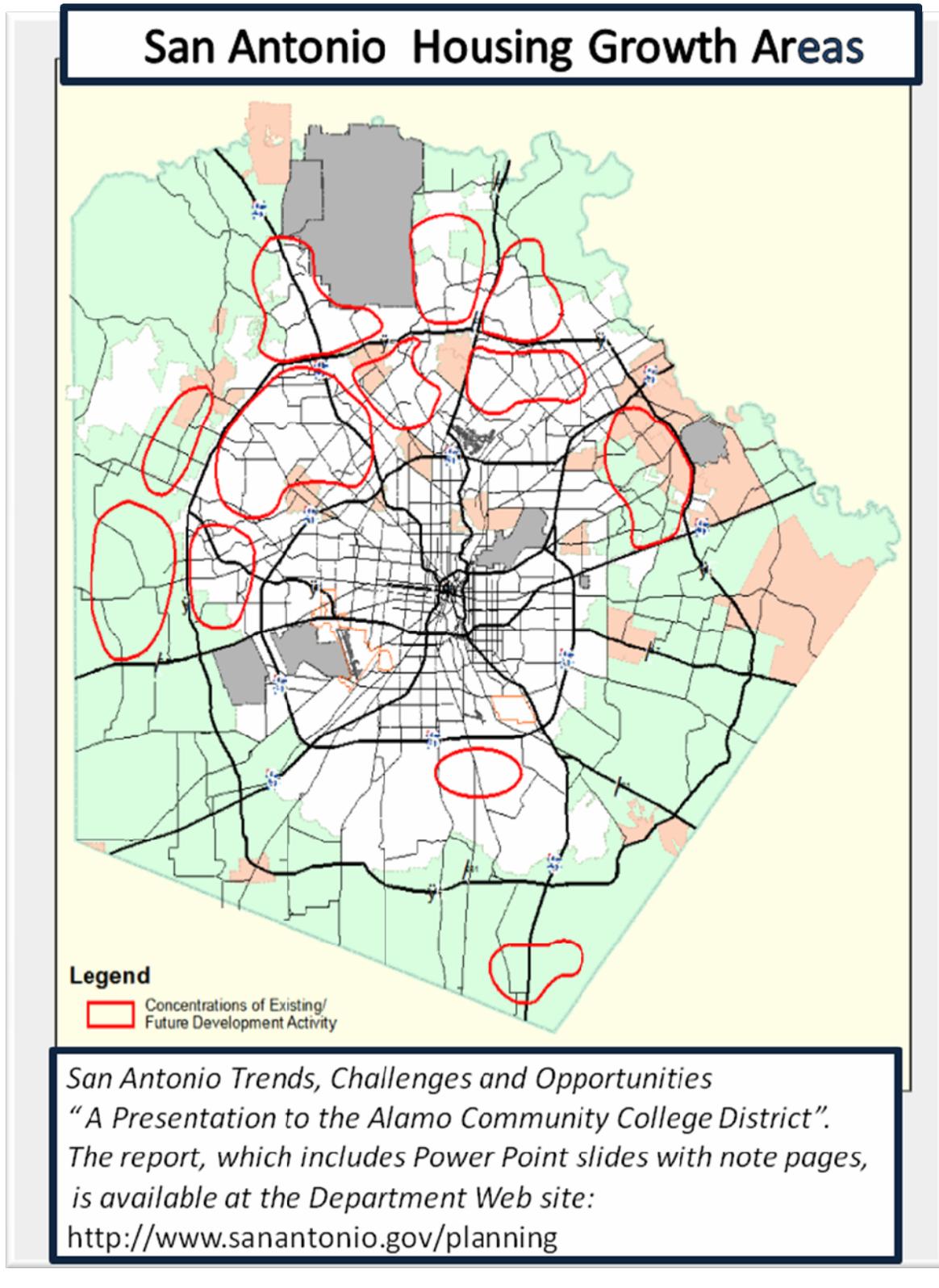


Figure 4-3: San Antonio Housing Growth Areas



4.1.2 NEIGHBORHOOD HOUSING

This report recommends encouraging Fort Sam Houston employees to live in neighborhoods near the post. Housing choices should attract both new and existing workers at Fort Sam Houston as well as the workers associated with new business/commercial jobs in the areas outlined in the GMP to live near their workplace. To succeed, the nearby homes must: (1) Be safe, attractive and reasonably priced; (2) Have access to excellent schools and nearby amenities; and, (3) Have relatively easy access to the wide variety of urban and environmental resources that San Antonio has to offer.

Thus, intervention must address not only housing, but also transportation, education, public safety, utilities and public services as well as recreation and quality-of-life. The community redevelopment goal must be nothing short of creating a living and working environment that can attract and retain a quality workforce in a very competitive environment. Community development goals are an addition to other elements of intervention outlined above, which include creation of job and business opportunities. Finally, the overall program should protect those residents of the neighborhoods who cannot participate because of age or circumstance.

The challenge is to:

1. Significantly increase the availability of housing in Fort Sam neighborhoods
2. Make both the housing and the neighborhoods attractive to the Fort Sam and TDI workforce
3. Preserve the character of the neighborhoods and
4. Protect the interests of families who live in the neighborhoods now.

The community redevelopment goal must be nothing short of creating a living and working environment that can attract and retain a quality workforce in a very competitive environment.

A three-part housing program has been proposed to meet the challenge outlined above:

- Improve existing homes
 - Provide an opportunity for homeowners to participate on a voluntary basis
 - Provide grants or contract assistance for property improvements
 - Provide access to experts such as architects, plumbers, etc.
 - Help with meeting building permit and code requirements
- Infill housing to replace dilapidated homes and take advantage of vacant properties
 - Provide an opportunity for prospective homeowners to participate on a voluntary basis
 - Work through pre-qualified small business homebuilders
 - Provide access to experts such as architects, plumbers, etc.
 - Help with meeting building permit and code requirements
- Encourage multi-use properties to meet needs and provide amenities
 - Locate such developments in areas that are compatible with the community character
 - Competitively select a "Developer of Record" (DOR)
 - Partner with the DOR to design the development
 - Provide incentives to ensure that the development achieves public goals

This program is described more fully in **APPENDIX A – NEIGHBORHOOD REVITALIZATION ACTION PROGRAM**

4.1.3 HOMEOWNER PARTICIPATION

A pilot demonstration program has been proposed to provide support for homeowners wishing to participate in the three-phased housing program outlined in the preceding section. This program would be funded by a federal Transferable Investment Tax Credit (TITC). Tax credits are available now, but they have value only to persons with taxable income. Many of the homeowners in depressed areas do not have taxable income; others do not have sufficient discretionary income to improve houses and thus earn the available credits. The proposed change would simply make the federal tax credit become the property of the homeowner. A homeowner could then “transfer” the credit to any person who might be better able to use it to offset a tax liability. One limitation would be that the credit would then need to be used in home construction or improvement, and the investment would also need to conform to existing Tax Code requirements. The transfer would, in effect, be a discounted sale. For example, a \$100 credit might be sold to an investor for \$95. The investor could then immediately claim a \$100 reduction in federal tax liability on their next tax return, while the homeowner would realize \$95 (money that the investor would have used to pay his or her federal taxes) to invest in building or remodeling his or her home.

The plan proposes further that an agent of the City would manage the transaction and the resulting funds on behalf of the homeowner, to insure that all relevant conditions on use of the funds were met. Thus, the homeowner would simply see the result as being similar to a grant toward a portion of the cost of building or improving his or her home. In cases where a builder or developer were involved, the city could make the payment up front, and require that the developer then treat such up-front money as if it were a cash advance from the ultimate home buyer. The role of the City agent would be to: (1) Arrange marketing of transferable credits; (2) Manage funds on behalf of homeowners; (3) Work with small businesses and both professional and trade specialist to respond to individual homeowner requests/needs; (4) Work with small home builders and remodeling companies as well as large developers to create housing paced to redevelopment progress; and (5) Satisfy fiduciary, records and reporting responsibilities and protect the investments made in revitalization of the Fort Sam Houston Neighborhoods. The pilot program would be limited to San Antonio’s East Side, and it would have a five-year sunset clause, after which its future would depend upon the demonstrated value in achieving a benefit for existing homeowners within the designated region.

This program is described more fully in **APPENDIX A** which has a section on the **CREATIVE FINANCING INITIATIVE**.

4.2 CONNECTIVITY

Roadways that connect Fort Sam to the regional freeway system do not have the capacity to carry existing traffic. Collector streets need to be upgraded to avoid flow of traffic into neighborhood streets. Improvements have been proposed to address such deficiencies, but a system solution had not been developed. See Figure 4-4: Draft Transportation Network Plan for recommended improvements. The GMP recommends creating or improving corridors and redirecting traffic to those corridors. Corridors would:

1. Significantly improve flow
2. Reduce neighborhood cut-through traffic
3. Reduce the load on overcrowded freeways by permitting many shorter trips to flow along the grid corridors
4. Provide commercial development opportunities for the myriad of small businesses which rely on traffic flow as one of their primary sources of customers.

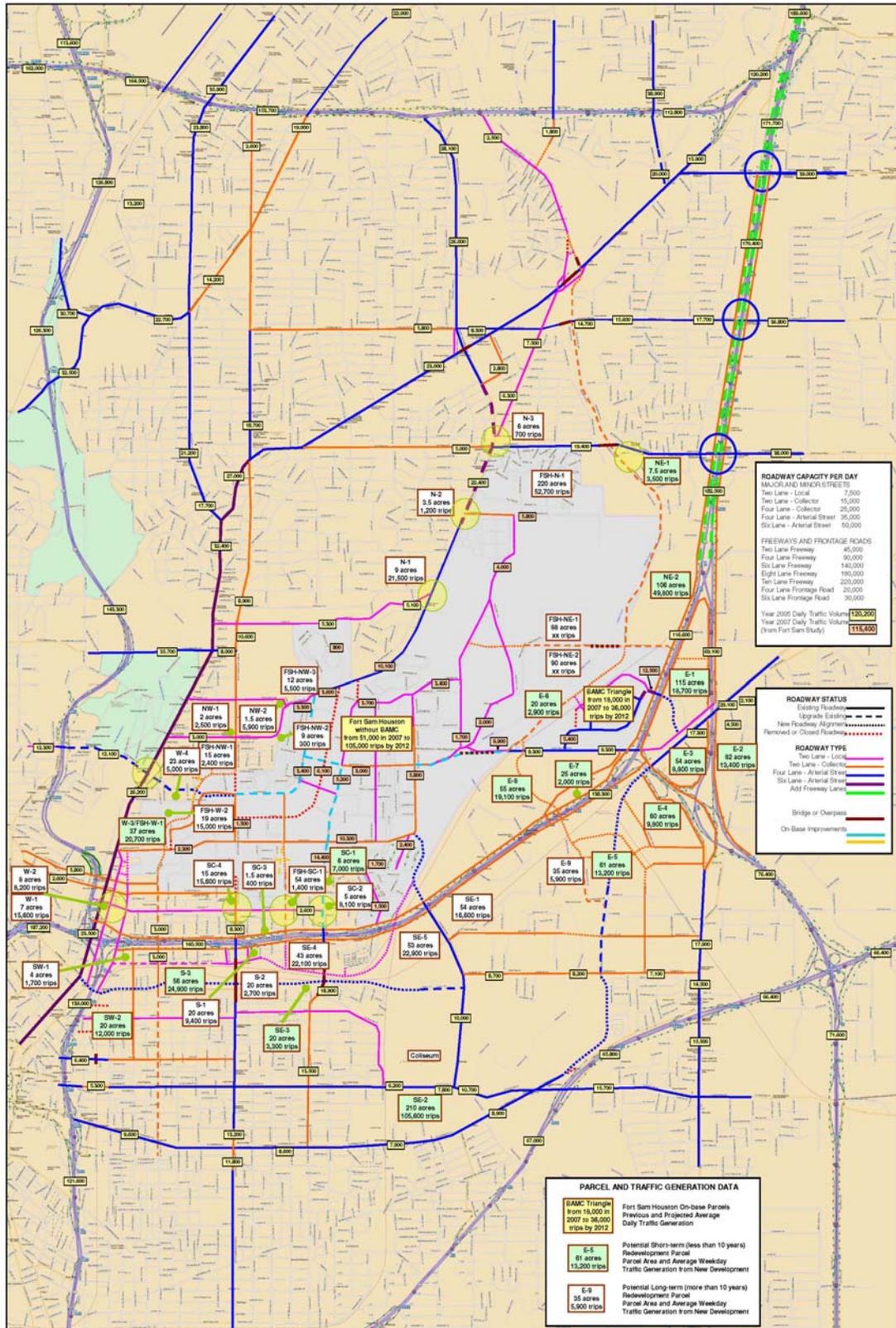
Two additional traffic studies are recommended. The first would be a study to examine and recommend the correct blend of: (1) Close-in living space with walk-to-work connectivity; (2) Express busses and other mass transit such as commuter rail; (3) Park and ride, car and van pools; (4) Staggered work hours, work at home allowances and other similar initiatives.

The second study would be a network analysis to refine GMP recommendations in order to propose a systems solution improving the street grid. Most of the previously proposed projects increase off-base connection to access IH-35. However, use of the improved IH-35 connections assumes that IH-35 will be able to accommodate added traffic. However, IH-35 is at capacity and expansion has not been funded. Therefore, it is recommended that Fort Sam Houston connector streets should be examined in greater detail in order to:

1. Address Neighborhood Impacts and Citizen Concerns;
2. Accommodate near term traffic from both BRAC/Military expansion and related economic development;
3. Preserve rights-of-way to allow future expansion as needed to accommodate capacity needs for expected future economic expansion and population growth;
4. Creating a Sense of Place through attention to details of design, landscaping and architectural detail appropriate to the character of the surrounding community.

This recommended program is described more fully in **Appendix A** which includes a **MOBILITY/CONNECTIVITY ACTION PLAN**

Figure 4-4: GMP Transportation Network Plan



Details in this map can be examined more closely in the electronic version by visiting the Office of Military Affairs website at <http://www.sanantonio.gov/oma>

4.3 EDUCATION

A general review of education in San Antonio is beyond the scope of the San Antonio BRAC 2005 Growth Management Plan (GMP). However, the GMP recommends that the City of San Antonio should partner with the military to develop, attract and retain a world-class workforce for each TDI. Success requires that workers and their families must have access to schools which meet very high standards and expectations. The GMP proposes a five-element, framework-level Action Program to address this challenge. Elements of the San Antonio East Side Education Action Program are:

Excellence in Education

- K-12 Education – Teaching/Learning Improvement Projects or Strategies
- A Collaborative Initiative to Leverage Technology and Resources in order to Continually Improve College Level Health Care Education

Career Ladders in Health Care and Health Care Education

- Utilizing a “2+2+2” Program for the Biosciences and Health Care Academy. This program allows students who take certain classes in high schools and/or community colleges to obtain credit hours at participating colleges and universities in the area
- A Health Care Magnet School

“University Without Walls” Concept

- Linking San Antonio based colleges and universities in a collaborative agreement to jointly support the Army *University Access Online Program*

Continual Improvement in Health Care Education

- An annual Health Care Education Planning, Reporting and Deployment (PRD) Conference

Community Revitalization

- A Campus-Centered Community Revitalization Initiative

The five-element Action Program is presented in **APPENDIX A** in the section on the **SAN ANTONIO EAST SIDE EDUCATION ACTION PROGRAM**. At present (08/30/08) St. Philips College and the District 2 City councilwoman are establishing a BRAC Education Task Force to consider implementation of the actions recommended in the plan. Their expectation is that the task force will become a subcommittee of the MTF.

4.4 PUBLIC SAFETY

The San Antonio Police Department (SAPD) has embraced the modern ideals of community policing, and the region has shared in country-wide benefits of a trend in crime reduction realized through this CBP initiative over the last decade. The definition on the SAPD web page is: Community Policing is founded on close, mutually beneficial ties between police and community members. At the center are three essential and complementary core components:

- Increased community involvement
- Solving problems of concern to the community
- Partnership with the community.

(<http://www.sanantonio.gov/sapd>)

Community Policing is a collaborative effort between a police department and a community that identifies problems of crime and disorder and involves all elements of the community in the search for solutions to these problems.

An Internet review points to a threatened reversal of the early 2000 trends. Issues cited were:

1. Some 4.4 million more crime-prone 15-to-24-year olds by 2010.
2. New drugs such as ecstasy which could reinvigorate the narcotics trade
3. A perception of racial profiling and of unequal law enforcement threatening community based policing strategies.

The recommended response is to pursue:

1. Increased use of technology
2. Targeting of hot spots and repeat offenders
3. Targeting criminals with increased sensitivity to potential racial profiling issues.

Again, review and discussion with the SAPD reveals that the Department has pursued recommended changes. The Department has an extensive public policing venue. Statistics show that incidence of crime has not risen as anticipated (see Figures 4-6 and 4-7), but instead has been relatively steady over the past several years, both in the City of San Antonio and in the precinct south of Fort Sam Houston. Data also show that incidence of crime is relatively high in the areas south of the post (See Figure 4-8: SAPD Crime Data for GMP Study Area).

Figure 4-5: San Antonio Police Department Substations

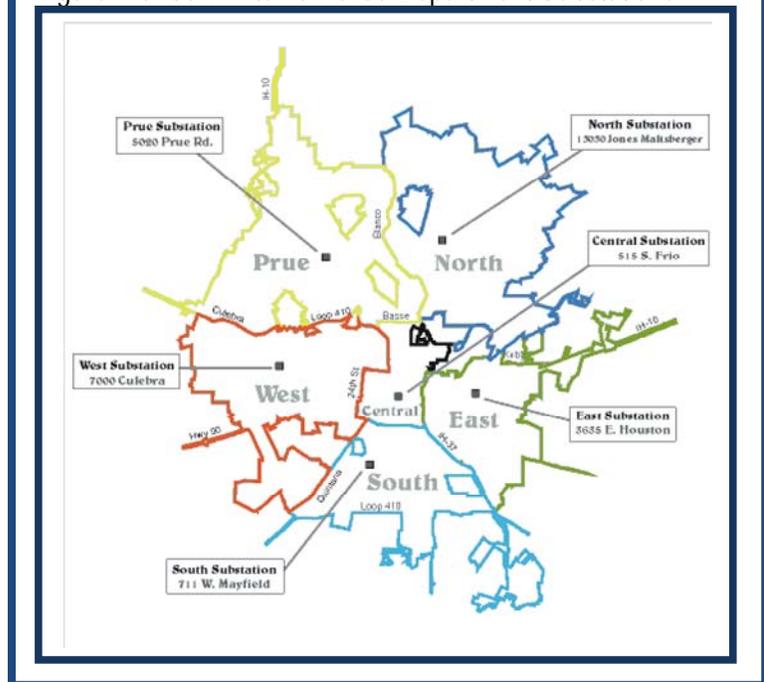
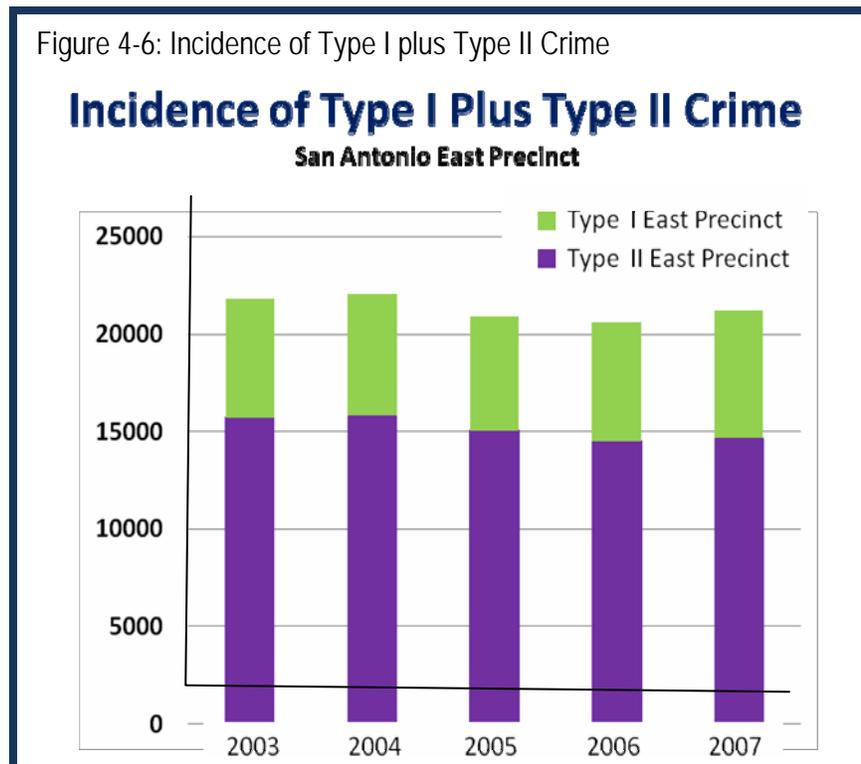


Figure 4-6: Incidence of Type I plus Type II Crime



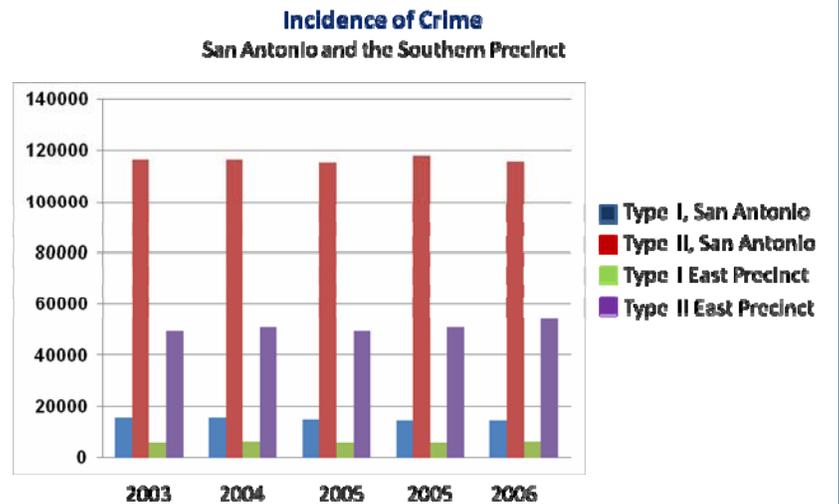
A central thesis of this GMP is a need for intervention in order to create an “Excellence Environment” in the neighborhoods around Fort Sam Houston. One aspect of such an intervention program must be to improve both the perception and the reality of public safety. The recommended framework for achieving a dramatic improvement in public safety is an Action Plan with the following elements:

1. Immediate action to address traffic and speeding in neighborhoods;
2. Increased Police Presence in Fort Sam neighborhoods;
3. Increased cooperation and a more intensive police interface
 - Among police and military security forces
 - With business and commercial enterprise
 - With the community
 - With others involved in the Significant Comprehensive Intervention Program;
4. Increased Youth Intervention;
5. Officers living in Fort Sam neighborhoods.

Refer to “Citizen Participation Programs” already established by SAPD on page 37.

A detailed action plan is presented in **APPENDIX A** in the section on the **PUBLIC SAFETY ACTION PLAN**

Figure 4-7: Incidence of Crime in San Antonio

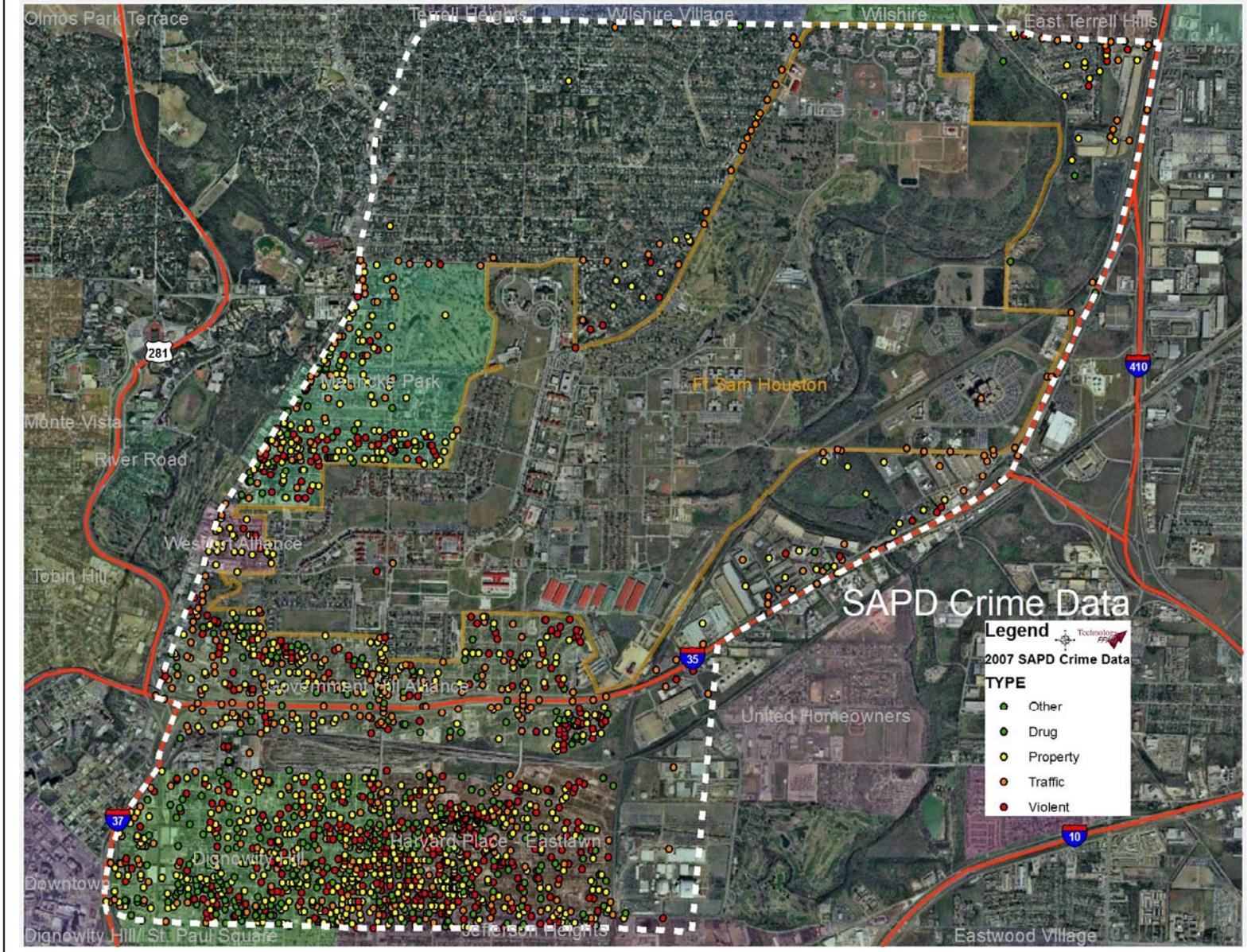


TYPE I CRIMES: Homicide, Forcible Rape, Robbery, Assault (Aggravated, plus Simple), Burglary, Larceny (and Burglary Vehicle), and Vehicle Theft.

TYPE II CRIMES: Stalking, Forgery, Fraud, Criminal Mischief (and Graffiti), Weapons Offenses, Prostitution, Sexual Assaults (not included in Part 1 Forcible Rape), Lewdness, Narcotics, Gambling, Family Offenses, Liquor Violations, Drunk, Disorderly Conduct, Kidnapping, Criminal Trespass, and Unauthorized Use of Motor Vehicle.

One aspect of intervention must be to improve both the perception and the reality of public safety.

Figure 4-8: SAPD Crime Data for GMP Study Area



San Antonio Police Department Community Policing CITIZEN PARTICIPATION PROGRAMS

Source: Web Page at <http://www.sanantonio.gov/sapd/citizenpgms.asp>

SAPD offers a variety of ways for community members to work closely with the police through organized programs and individual activities. Listed below are descriptions of the ways San Antonio residents can form partnerships with the police to make their neighborhoods safer places to live.

ACTIVE CITIZEN PARTICIPATION PROGRAMS

Cellular on Patrol (COP) - Neighborhood residents patrol their streets, using cell phones to report
Citizen Police Academy (CPA) - 11-week class to inform and educate citizens about police work in SA

Held at SAPD Academy. Includes ride-along. Active CPA Alumni Association.

Volunteers in Policing (VIP) - Assist SAPD with duties ranging from clerical to roof-top surveillance

Family Assistance Crisis Teams (FACT) Trained volunteers assist victims of family violence.

PROGRAMS FOR STUDENTS & YOUTH:

Police Explorers: For those age 14-20 interested in police work.

School Services: Community Police Officers visit schools.

Police Athletic League (PAL): PAL sports programs for youth.

CRIME PREVENTION

Special Crime Prevention Web Page: Tips to safeguard person and property.

Scheduled crime prevention surveys: Residential or business.

Neighborhood Watch: Neighbors watch for criminals and safeguard property and residents.

HEAT (Auto Theft): Registering cars to help end auto theft (HEAT).

McGruff (Crime Fighting Dog): Substations schedule Crime Prevention presentations for children.

National Night Out: Annual "Night Out Against Crime," the first Tuesday in August each year.

PROGRAMS TO ASSIST CRIME VICTIMS:

Victim Advocacy Program: Counselors work with victims of violent crimes.

Family Assistance Crisis Teams (FACT) Civilian volunteers counsel victims of family violence.

SAFE Family Program: On-line directory of services and resources for victims of violent crimes.

Crisis Response Teams (CRT) Teams work with victims and perpetrators to diffuse family violence. .

VINE Program: Notifies victims of domestic violence when assailant is released from custody.

HELP THE POLICE SOLVE CRIMES:

SAPD Most Wanted: Most Wanted felons with current warrants.

Crime Stoppers: Anonymous reporting of criminals or wanted persons. Rewards available up to \$5000.

Missing Persons: Printable posters of missing children and adults.

SAPD Cold Cases: Web page with details of unsolved homicides and other major cases.

SCAM-NET: Information on current scams; photos of wanted con artists.

Business Against Crime: BATNET: Information on current crimes against businesses; photos of wanted forgers, robbers, and other criminals.

4.5 UTILITIES AND SERVICES

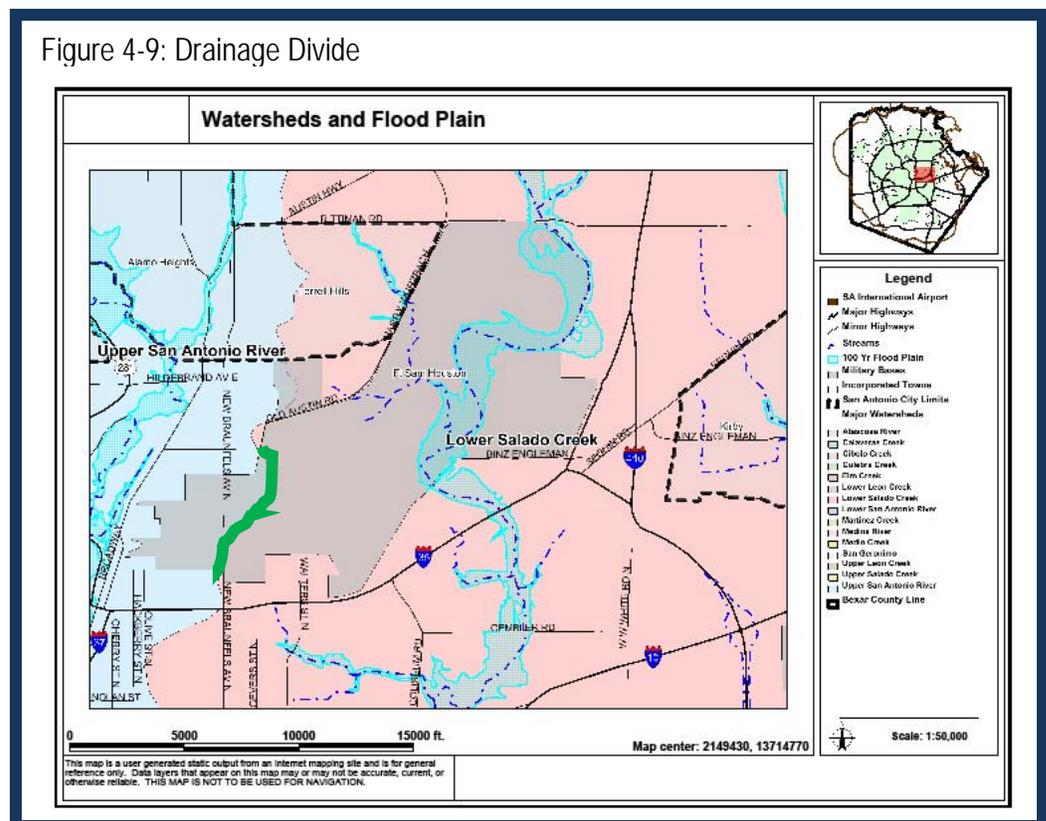
A comprehensive analysis of utility systems is beyond the scope of this GMP. This section is limited to a discussion of water, drainage and communications.

The San Antonio region is principally served by two large regional water suppliers: (1) The San Antonio Water System (SAWS); and, (2) Bexar Metropolitan Water District (Bexar Met); however, there are also smaller water districts that serve outlying areas. With minor exceptions, the Edwards Aquifer is the source of water for virtually all water systems in the metropolitan area. However, there are a few surface water sources used in the area, for example Bexar Metropolitan Water District has a large modern water treatment plant that provides treated water from the Medina River on the far South Side of the Metropolitan area.

At present, the Edwards Aquifer is at risk of being over-subscribed, and pumping limitations are imposed by the Edwards Aquifer Authority when water levels fall.

The recharge area for the aquifer lies generally north of the metropolitan area. This is an area where significant development is occurring, and there is a growing recognition of the need to place limitations on development over the recharge zone in order to protect the Edwards water supply. There are also pressures to limit growth in water consumption from the Edwards Aquifer. SAWS has several initiatives, such as creative use of reclaimed wastewater, directed at possible ways to augment the supply in order to meet growing future water needs. The reality is that smaller systems within the region would have a

difficult time undertaking arrangements necessary to deal with the complex and expensive issues of expanding the region's water supply. Since SAWS is the large regional supplier that serves the area surrounding the post, the logical alternative is for Fort Sam Houston to look to SAWS for water to meet growing needs.



Discussions between SAWS and the post are ongoing. These discussions address provision of water, disposition of wastewater and maintenance and operation of on-post water and sewer systems.

Fort Sam Houston is situated on a drainage divide with a small western portion of the post in the San Antonio River watershed and the main portion of the post in the Salado Creek watershed as shown in Figure 4-9. Salado Creek has a significant flood plain where it flows through the post, thus restricting development. In addition, drainage is one of the issues raised in the public meetings held to consider potential impacts of BRAC on nearby neighborhoods.

The general strategy recommended in this GMP is to manage floodways on and in the vicinity of Fort Sam as an open linear greenway which can be inundated during a flood. The principal use of the floodway would be for open space, park and recreational use most of the time.

Incorporation of floodways into a linear green space is one of the goals suggested for the military/civilian partnership recommended in this plan. The other recommendation is completion of a drainage study that would identify collateral drainage issues impacting the neighborhoods around the post with subsequent resolution of those issues.

Communications includes telephones, Internet and broadband connections which are becoming increasingly important in education, health care and communications. The General Dynamics Corporation has been engaged to accomplish upgrading of the communications system on Fort Sam Houston. The community should consider expanding the communications network to link the post to the proposed Health Care Business zone, Lackland AFB, the Medical Center, downtown hospitals and Brooks City-Base in order to establish a coordinated health care and health care education network in the City.

4.6 RECREATION AND QUALITY-OF-LIFE

Recreation and Quality-of-Life (QOL) generally focus on neighborhoods adjacent to Fort Sam Houston. At present, QOL in some Fort Sam Houston neighborhoods is excellent while the neighborhoods south of the post QOL can be far from ideal. The post, which dominates the area, is fenced off with restricted access. This creates both interruption of view corridors and limits access to neighborhood amenities which do exist. Neighborhoods south of the post on San Antonio's East Side are bisected east-to-west both by the Interstate Highway and the Southern Pacific Railroad mainline railroad tracks, yards and shops. San Antonio's East Side is also separated from downtown by the both a freeway and busy Southern Pacific railroad tracks.

A drainage study should be completed to identify and resolve drainage issues impacting the various neighborhoods around the post.

A State of the Art Communications Network should be established to link both SAMMC campuses with Health Care and Health Care Education Facilities in San Antonio

While there are beautiful historic homes in this southern region, there are also abandoned derelict homes, yards filled with junk, dead end streets and vacant lots. The area is has a high crime rate and the schools are struggling. There are few places to shop, few possibilities for entertainment and limited opportunities for constructive youth activities and few parks.



Nevertheless, the Fort Sam Houston Study area is one of the most diverse, areas of San Antonio and it is rich in cultural, historic and environmental resources (See Figure 4-4: Fort Sam Houston Study Area). The area contains many of San Antonio's first suburbs and countless reminders of the city's history from its original inception as a land grant from Spain to the diverse, multicultural city



of today. Although much of the area has declined over the years, the potential is evident, and an emerging interest is also apparent in the scattering of restored homes beginning to dot the area.

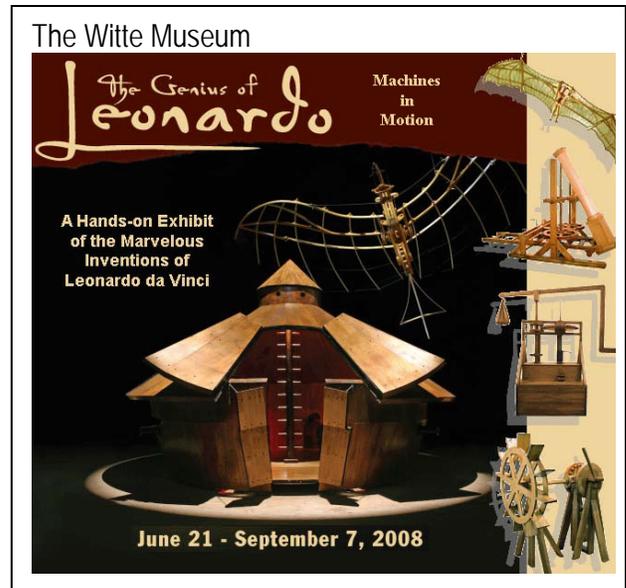
Figure 4-10: Fort Sam Houston Study Area Details

Population	27,824
Households	9,355
Families	5,677
Median Household Income	\$30,011
High school degree	16.4%
Below the poverty level (2000)	26.9%
Crime rate	high

Fort Sam Houston and the adjacent neighborhoods provide a visible guideline for development. These neighborhoods contain three city-designated Historic Districts and one Conservation District. Fort Sam Houston boasts the largest collection of historic structures of any army facility. The post has a National Historic Landmark District and a Conservation District containing over 900 historically significant structures, 723 of which are eligible to be

on the National Register of Historic Properties, and five are on the National Register of Historic Properties including the Quadrangle, Clock Tower, Pershing House, Gift Chapel, and the Old BAMC. The post also has 13 historic landscapes which include the five historic posts and other features. Fort Sam Houston is quite literally a sequential architectural history on display spanning styles and motifs since its founding in 1845.

The area is physically located near the commercial and tourist district of the downtown River Walk as well as San Antonio's premier Brackenridge Park Complex, the Salado Creek Greenway, and the San Antonio Zoo. Nearby cultural amenities include the San Antonio Botanical Gardens, Witte Museum, McNay Art Museum, San Antonio Museum of Art, Institute of Texan Cultures, the Japanese Tea Garden, and the historic resources of the East Side Cemeteries and the East Side historic districts. Figure 4-11: Parks and Cultural Features depicts some of the amenities in the GMP study area.



Although located in close proximity to some of San Antonio's most valuable resources, access is restricted by the freeways, railroad tracks and the army post, all of which tend to establish a stagnant sense of place that fosters crime and neglect. Breaking down barriers and restoring connectivity will not only open the path to neighborhood restoration, but invite all of San Antonio and the region's many visitors to experience the region's rich cultural, historical and environmental resources.

GMP FINDINGS

- **Pedestrian facilities are incomplete, inadequate and inaccessible**
- **Neighborhood Mobility Links are inadequate or nonexistent**
- **Public transportation is inadequate**
- **Activity centers are lacking**
- **Degraded housing and infrastructure, poor streetscapes and poor lighting create an unsafe environment**
- **No Public Libraries exist within the Study Area.**

This plan encourages capitalizing on the variety of opportunities for revitalizing the existing residential and commercial neighborhoods and reconnecting them with the fabric of the City. All of the neighborhoods are in need of infrastructure improvements and revitalization. The quality-of-life assessment has identified existing and potential resources of each neighborhood and goals of study-area neighborhoods. These provide a

fundamental starting point for improvements to make these communities better places to live. Key elements for improving the quality-of-life in Fort Sam neighborhoods include:

- Address needs outlined in Neighborhood Plans
- Establish a Black History Museum
- Develop the Salado Creek greenway to include driving, walking, bicycle and equestrian ways
- Open corridors to the Post and to River North and Downtown
- Support development and implementation of a “sense of place” for each neighborhood

Needs Identified in Community Plans

Parks

- Improve existing park facilities and create safe, well-lit areas for the community
- Acquire additional park acreage to meet neighborhood and park department goals
- Develop the Salado Creek corridor and other natural creek ways into greenways

Community Facilities

- Fund additional community facilities including school additions, community centers, libraries, health care providers and child and elderly care providers.
- Increase recreational amenities such as baseball diamonds, skating rinks, bowling centers, and playgrounds
- Improve Public Safety and expand police facilities/presence

Programming

- Expand early childhood, urban youth and senior programming

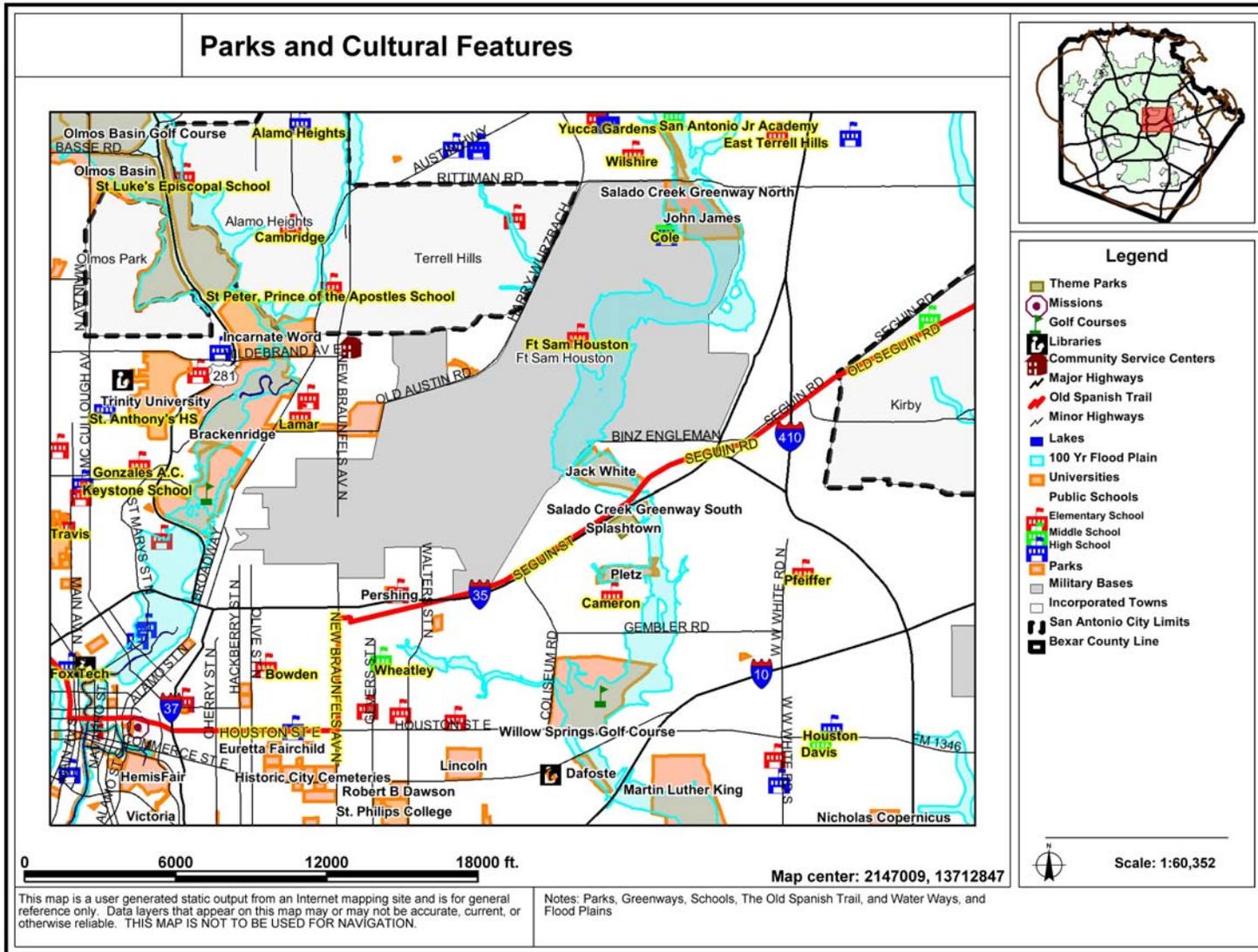
Transportation

- Improve pedestrian networks with safe, well lit pedestrian trails and sidewalks
- Increase bicycle networks
- Improve and rehabilitate streetscapes to provide safety and access
- Provide improved bus-stops and other forms of public transportation

Cultural Resources

- Include Master Plan - Historic East Side Cemeteries in revitalization efforts
- Develop incentives to rehabilitate/restore existing housing stock
- Support education and marketing to highlight the rich cultural history of the area.
- Establish a Black History Museum and map historic sites.

Figure 4-11: Parks and Cultural Features



5.0 WORKFORCE PIPELINE

The first component of a successful comprehensive business development initiative is a substantial labor pool skilled in the area of business that one is seeking to develop. The second component of such an initiative is assuring the availability of a workforce to support expansion. With a goal of excellence, one requirement is an ability to compete on a national or international level for the best and brightest industry super-stars. The other need is to provide the numbers of trained individuals that will fill the myriad of jobs within rapidly growing employment sectors. Key employment sectors for supporting the BRAC mission at fort Sam Houston are:

1. Health Care
2. Health Care Education
3. Communications
4. Application of Technology related to other TDIs
5. Intelligence, and
6. Security

The GMP recommends a national recruiting initiative to attract key personnel. It also recommends strengthening the San Antonio “Academy” program as a key means of addressing continual workforce expansion. The Academy program is a unique San Antonio system for attracting jobs in targeted growth areas. It links high schools, colleges and universities with employers to create career pathways which begin at the high school level and extend to senior management, technical, professional or scientific positions within the associated industry. The GMP strongly recommends accelerating establishment Academies that support TDIs identified in the GMP.

Appendix A contains a **WORKFORCE ACTION PLAN**.

6.0 R&D PIPELINE

The third component of a successful initiative is a pipeline of research and development to support investment in continual improvement in the six TDIs outlined above. One definition of a Center of Excellence is “a capability to continually improve value” by improving a product or service or by lowering its cost. The GMP strategy is for the community to support activity that provides a competitive advantage for each TDI.

The strategy is modeled on a successful Planning, Reporting and Deployment (PRD) approach used by the Department of Energy at the Oak Ridge National Laboratory. The PRD begins with a national conference that

R&D FUNDING PIPELINE

Create a Forum = Recognized Leaders in Science, Practice or Research within the Field

Host Annual PRD Conference to

- 1. Plan the R&D Agenda***
- 2. Report on R&D Efforts**
- 3. Deploy Emerging Practices or Technologies**

Participants

- **Federal Funding Agencies**
- **R&D Organizations**
- **Practicing Institutions**
- **Sector Business**

* The goal of the conference is for the agenda to become part of the R&D budget of one or more participating agencies

is a working session with four goals: (1) Identify needs or opportunities; (2) Propose projects for addressing those needs and translate those into budget items for an established Federal R&D budget; (3) Report on results of previous-year conferences, including actions funded through previous year budgets; and (3) Deploy beneficial results emerging from R&D efforts by matchmaking to link the R&D agency with a business organization willing to put those results into practice.

This strategy is recommended for each TDI outlined in the GMP. The suggestion is that this effort be initiated with an annual Health Care PRD Conference, and followed quickly by a Health Care Education PRD Conference. Other conferences should follow within a year to eighteen months. The Health Care PRD Conference should attract participation of, for example: (1) Federal agencies including the Department of Defense, Veterans Administration and the Department of Health and Human Services; (2) SAMMC and University Hospital, teaching Hospitals with associated research missions and continual improvement goals, with eventual outreach to other such teaching and research hospitals such as Baylor University; and, (3) the wide mix of other hospitals, health care institutions/businesses, educational institutions, industries and other organizations such as the Southwest Research Institute. The latter mix of participants may: (1) Suggest important needs; (2) Include researchers who can address important niches; or, (3) Represent potential users who can deploy results.

Oak Ridge National Laboratory used a Historically Black College to manage the Oak Ridge PRD Conferences even though several large Universities participated. This tended to present a more level playing field among advocates for particular areas of research. The GMP recommends that St. Philip's College be used by the military/civilian partnership to manage of this initiative in San Antonio. St. Philip's College is a Historically Black College located San Antonio's East Side, which provides health care education, and which has been nominated for a significant role in implementing the GMP.

7.0 INTENSIVE BUSINESS DEVELOPMENT FOCUS

Both Target Industries and areas of potential business opportunity are identified in this plan. Business opportunities are outlined in Section 1.4.1 which follows. The plan identifies locations for businesses, places for their employees to live and places for commerce to serve their needs in Section 1.4 2. However, this plan does not recommend a "build it and see if they come" approach. Rather, the

**AVOID A
"BUILD AND SEE IF THEY WILL COME"
STRATEGY**

Economic development requires an agreement with:

1. A developer who will build to supply a known market demand, or
2. An organization that will occupy a proposed site under a firm, acceptable business arrangement

expectation is that most economic development will occur only as a developer chooses to build or a real rent-paying organization enters into an acceptable business agreement leading to the construction and occupancy of a proposed facility. This means that GMP implementation must be accomplished by an organization that is adept at searching out potential employers and also adept at creating win-win, IF-THEN relationships with property owners, developers and employers.

7.1 BUSINESS OPPORTUNITIES

This assessment has identified five ways, in addition to the TDIs, in which business can be leveraged from BRAC. These additional business opportunity categories are associated with:

1. Leveraging
2. Construction
3. Support for incoming missions
4. Development
5. Jobs from Neighborhood Revitalization.

Preceding discussions in Sections 3 through 6 have laid out a six element action plan for leveraging economic development and neighborhood revitalization from BRAC. Elements of the proposed program include:

1. Target industry serving a strong and growing markets;
2. Target industry that supports and is supported by military continual improvement goals;
3. Target industry with a critical mass of resources in the region;
4. Create excellent places to work with environmentally friendly connections to a variety of excellent living spaces;
5. Establish a pipeline of personnel to support expansion of each TDI;
6. Create a sustained business advantage for TDIs located in the region;
7. Support intensive business development with a focus on helping local TDI sector businesses grow.

This section discusses other areas of business opportunity: Construction; Supporting Incoming Missions; Development; and, Revitalization.

BUSINESS OPPORTUNITIES

1. Leveraging “Targeted” Development Industries
 - a. Health Care
 - b. Health Care Education
 - c. Communications
 - d. Technology
 - e. Intelligence/Security
2. Construction
3. Supporting Incoming Missions
4. Development
5. Revitalization

7.2 CONSTRUCTION

As indicated previously, the Corps of Engineers is implementing a \$2 to 3 billion dollar construction effort to implement BRAC and related programs, with the majority of the construction at Fort Sam Houston. The Economic Committee of the MTTF has worked with the Corps of Engineers to introduce local firms with the potential to serve as prime contractors, and also introduce local subcontractors to the large organizations that were planning to bid on, or had won prime contracts. In addition, the City Economic Development Office maintains a database which allows potential contractors to search out local small business, make qualifications and bonding capacity information on those small businesses available to the primes, and even help the small businesses fill out information packets provided by prime contractors. The City also works with the Small Business Assistance Office of the University of Texas at San Antonio (UTSA) to help small business develop business plans and achieve status within small, disadvantaged, HUB Zone or other categories for which they may be qualified. Because Federal Contracts encourage use of small and disadvantaged business as subcontractors, these efforts are expected to be very helpful in allowing small local construction contractors obtain subcontract work up to the limits of their bonding capabilities. In addition, the Alamo Community College District has recently participated in focus group meetings, and has offered to arrange classes for small business employees. Availability of training will allow small businesses to gain specific credentials needed to compete for some federal construction jobs. A specific example is MIG welders who work on high-rise steel buildings and require certification in MIG welding. (MIG welding is welding that occurs in an inert-gas environment). Such welders are needed to help erect the hospital tower at SAMMC North, as well as at other hospitals which are planned or under construction in the area. Such a significant need can provide sufficient justification for ACCD to establish a specific program to address the need. The Work Force Solutions Alamo team will help to identify categories of workers for which such credentials are an important factor.

The Committee has held three matchmaking sessions for small local businesses. The table on the preceding page shows information about these sessions. These have been supported by the Army Corps of Engineers, and they have been popular with the both the large prime contractors and small local businesses. The Army projects that the results, as measured by jobs going to San Antonio contractors, will improve as the existing contracts move into implementation and future contracts are awarded. (Source: Data provided by Bexar County). See the BRAC Contracting/Matchmaking Fair table on the next page for details about each fair.

BRAC Contracting/Matchmaking Fairs		
Event Summary 8 AM to 5 PM Wednesday, November 7, 2008	Event Summary 8 AM to 5 PM Wednesday, March 12, 2008	Event Summary 7 AM to 1 PM Wednesday, August 27, 2008
<p><u>ATTENDANCE:</u> 19 prime contractors</p> <p>AMEC Earth & Environmental, Bartlett Cocke, CDM/Cape Joint Venture, Earth Tech, ECC, Gilbane Building Company, Hensel Phelps, Innovative Technical Solutions, Jacobs, Laguna Construction Company, Perini Corporation/Stanley, Skanska USA, SpawGlass, Tetra Tech, ToITest, Inc., URS, US Army Medical Command (MEDCOM), Weston Solutions, Zachry Construction Company</p> <p>5 resource/ service providers COSA PTAC, UTSA SBDC, MEDCOM Small Business Office, CPS Energy, Cherokee Medical Solutions</p> <p>Military Representation USACE</p> <p>350 attendees (approx.) 200 advance registration 150 walk-ins</p> <p><u>MEDIA COVERAGE:</u></p> <ul style="list-style-type: none"> • San Antonio Business Journal (9/28) • Express News (11/8) • WOAI-TV (11/7 & 11/8) • KTSA Radio (11/7) • WOAI Radio (11/8) • Prime Time Newspapers (11/15 edition) 	<p><u>ATTENDANCE:</u> 12 prime contractors <i>Includes all firms awarded contracts to date and 3 bidding on \$500M SAMMC-N project.</i></p> <p>Clark Construction, ECC, Gilbane/Walbridge Aldinger/Bartlett Cocke, Joint Venture, Hensel Phelps, ITSI, Satterfield and Pontikes, Shaw Environmental and Infrastructure, Skanska USA, SpawGlass, ToITest, Inc. URS and Weston Solutions</p> <p>5 resource/ service providers COSA PTAC, UTSA SBDC, SBA, AGC, Surety Association of South Texas</p> <p>Military Representation JPMO, Fort Sam Houston (MEDCOM Small Business Office), Lackland AFB Small Business Office, Randolph AFB Small Business Office</p> <p>250 attendees (approx.)</p> <p><u>NOTES:</u> Although there were more attendees at the November fair, the primes reported that more of the subs attending this time were adequately prepared and ready to actually work on projects.</p>	<p><u>ATTENDANCE:</u> 7 prime contractors <i>Includes all firms awarded contracts to date and the firm awarded the \$500M SAMMC-N project.</i></p> <p>Clark/Hunt Joint Venture, Satterfield and Pontikes, SpawGlass, Tapa EC, Warrior Group, Inc., Weston Solutions, and Zachry Construction.</p> <p>3 resource/ service providers COSA PTAC, UTSA SBDC, BDI</p> <p>Military Representation JPMO, Fort Sam Houston</p> <p>400 attendees (approx.)</p> <p><u>MEDIA COVERAGE:</u></p> <ul style="list-style-type: none"> • Day of : KABB-TV (Fox); KSAT-TV (ABC); KTSA radio; WOAI radio • Next day : KTSA morning drive time; WOAI morning drive time (live discussion and taped sound bites) • Pre-event coverage: Texas Construction magazine (August issue); Express-News (Aug. 6); San Antonio Business Journal (Aug. 22)

7.3 SUPPORTING BRAC MISSIONS

The incoming missions utilize a wide variety of goods and services. These range from individuals who are “contract employees” to suppliers of pharmaceuticals, laboratory chemicals, instruments and glassware. They also include those who service the instruments, clean and maintain the buildings and keep the grounds as well as those who provide food, paperwork and other such services. There are two prospective means for BRAC growth in support and service business to be realized by San Antonio. The first is that some of the suppliers and service providers may follow their customers to San Antonio. The community is well organized to attract and welcome such newcomers to the community. The City and County each have economic development departments which work closely with the Economic Development Foundation. All three of these organizations focus on attracting and then helping businesses relocate to San Antonio. The community has arranged a series of trips to the communities of origin for the incoming missions. Marketing to such potential businesses is an element of such outreach trips.

The other approach would be for businesses in San Antonio that presently service the military establishment to expand. There are many local businesses that provide supplies and services to the military. Such San Antonio businesses could expand to serve needs of incoming missions. It should be expected that these existing local businesses will be adept at competing for such business.

However, the planning team notes that there has been no organized effort on the part of the community to help local businesses expand. The community could support local business expansion through an effort comparable to the one extended to local contractors. A Delphi Group review in San Antonio for a previous engagement surfaced that issue as one significant result of “local stakeholder review.” In that instance, managers of local businesses expressed a strong sentiment that the community should expend as least as much effort helping local businesses to grow as it spends trying to attract their competitors.

Recommendation

The community should expend at least as much effort helping local businesses to grow as it spends trying to attract their competitors.

7.4 DEVELOPMENT

Development refers to the process of Neighborhood Revitalization. In order to achieve the “highest and best use of available on-post and nearby off-post resources” it will be necessary to build streets, buildings and a variety of other capital improvements. The process will result in an additional expenditure of some \$3.2 billion in construction of built improvements such as mixed-use developments, health care facilities and related business operations, office complexes and retail space. This will create jobs in construction and related activity comparable to the BRAC effort, but spread over a slightly longer time period. The time period will depend upon success of the marketing efforts. As outlined in Section 8, full build-out could take from ten to thirty years. Key development features are outlined in Section 9.

7.5 JOBS FROM NEIGHBORHOOD REVITALIZATION

There are two aspects of the formula for creating business from the recommended neighborhood revitalization activity. First is the need to link streets, connect the community with the outside and improve quality-of-life amenities. Second is the opportunity to improve the existing housing stock, restore historic properties, replace derelict properties and fill in vacant lots and other small spaces.

7.5.1 CONNECTIVITY/SMALL BUSINESS

Opening up the neighborhood thoroughfares will support a variety of small businesses from gasoline service stations to corner groceries, small bistros and specialty shops.

Such businesses serve the neighborhoods, but they also depend to a significant degree upon traffic from the post and other traffic flowing through the neighborhoods. Fort Sam Houston physically cuts off through streets and security measures restrict base workforce interaction with local businesses. Together, physical blockage of streets and security restrictions create a double negative which is strangling existing small businesses and discouraging the creation of new ones to serve expected growth in the area.

New Braunfels Avenue outside the Southern Gate



Whether or not the overall goals of neighborhood revitalization are adopted, the City of San Antonio needs to alleviate flow problems in order to facilitate growth of healthy small businesses along the major corridors that connect the community to the post and to the greater San Antonio region.

7.5.2 HOUSING/SMALL BUSINESS

In Section 3.2.1 the GMP recommends creation of an “Authority” capable of assisting in implementing a comprehensive program of community revitalization within a designated area on San Antonio’s East Side. If implemented as recommended, this authority would create a number of business opportunities by providing: (1) Pre-qualified organizations; and, (2) Financial assistance for home restoration, infill housing development and infrastructure improvements. Examples of potential business opportunities attainable through implementation of that recommendation would include:

1. Architects
2. Engineers
3. Historic Property Research and Documentation Experts
4. Plumbing Contractors
5. Electricians and Electrical Contractors

6. Home Improvement Contractors and Builders of “Infill” Housing
7. Contractors for Street, Sidewalk, Drainage and Greenway Improvements
8. Paving Contractors
9. Project Managers
10. Education Support Contractors (Curriculum Design, Video Support, Broadband)
11. Business Association Managers (Information Exchange, Video Archive)
12. A variety of special services providers for store front improvements, signage, etc.

8.0 FUNDING COMPREHENSIVE INTERVENTION

This section considers sources of funds potentially available to the City of San Antonio to support the Significant Comprehensive Intervention Program (SCIP) and otherwise address BRAC issues, capture opportunities and leverage revitalization. Funds potentially available to support the City in a partnership effort include:

1. General Revenues
2. Property Tax Anticipation Revenues
3. Energy Anticipation Revenues
4. Transferable Tax Credit Revenues.

It is anticipated that general revenues will be used only for bridge funding, to help get an organization established, and get programs organized and started. The expectation is that economic growth will provide the revenue for both capital construction and program operation. Further, expectations are that property tax and energy revenue anticipation funds will be earmarked for investment in programs and in infrastructure improvements needed to enable economic growth. Finally, it is anticipated that transferable federal tax credits will be used to subsidize infill housing and housing renovation within developed areas.

Within the general framework outlined above, it is also noted that the management agency for the overall program will tap the various fund sources to obtain operating revenues. Finally, it may also be necessary to make some investments that cross over categories outlined above, provided there is an official finding, on the record, that such action is necessary to success of the overall mission. Within this framework, the sources and amounts of potentially available funding are outlined in the following sections.

8.1 GENERAL REVENUES

The Growth Management Planning Process has been supported by a grant from the Department of Defense, Office of Economic Adjustment (OEA). While some additional planning funds may be available from OEA, that agency cannot be expected to fund continuing operations. If the City creates an organization to pursue a comprehensive intervention program, then that organization must be capable of generating revenues to support its own operations. However, any new organization will need time to get established and begin providing services and collecting revenues for those services. In the meantime it will be dependent upon financing from the City. The action plan developed for the Growth Management Plan anticipates a need for \$1.15 million in bridge funding for the city, spread over the first two years of operation.

8.2 PROPERTY TAX ANTICIPATION REVENUES

The growth management plan has identified each property considered to be developable, outlined the appropriate type of development and further identified the carrying capacity at full development. Purposes of such an analysis are to: (1) Determine the potential for leveraging BRAC activity; (2) Predict the load that both BRAC and the leveraged development will put on the area roads and infrastructure; and, (3) Forecast the value and thus the potential tax revenue that the leveraged build-out might generate. The outlined, estimated future value was established by aggregating types of uses and assigning an estimated value to each use type, as shown in Table 8-1. Next, a decision was made as to

the probable tax status. For example, it was presumed that rehabilitated and infill housing dispersed through the community would produce no incremental increase in property tax. The reason for such an assumption is that a Growth Management Planning goal is to ensure that revitalization does not work to squeeze existing residents out of their homes, and that provision will require some form of amnesty from rising property taxes. While the GMP does not recommend a

Table 8-1: Taxable Property Value Associated with GMP- Plan Build-Out

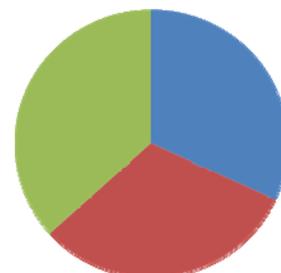
Property	Unit	Number of Units	Unit Value	Total Value
				Millions
Residential				
Residence*	Dwelling	0	250,000	\$0
Apartment	Dwelling	6925	80,000	\$554
Condominium	Dwelling	300	250,000	\$75
Commercial				
Hotel	Room	1350	50,000	\$67.5
Movie	Screens	24	100,000	\$2.4
Shopping				
Center	Square Feet	3388000	\$150	\$508.2
Super Market	square feet	179000	\$150	\$26.85
Wholesale				
Market	Square Feet	430000	150	\$64.5
Quality				
Restaurant	Square Feet	20000	150	\$3
Restaurant	Square Feet	50000	250	\$12.5
Business				
Clinic	Square Feet	0	100	0
General Office	Square Feet	910000	150	\$136.5
R&D	Square Feet	0	150	0
Business Park	Square Feet	4800000	150	\$720
Total				\$2,170.45

* Infill housing and remodeling not considered in the calculations

Figure 8-1: Estimated Value of Taxable Property Improvements

Estimated Value Taxable Property Improvements at Full Build Out

Total	\$3.29
Dwellings	\$1.05
Commercial	\$1.03
Business	\$1.21



With Property on Federal Land Included

general amnesty, nevertheless a conservative assumption would be that no tax increase will be realized by the city from increased property taxes on individual homes. Similarly, no increase can be expected from parks, or from public or faith-based facilities.

It should be pointed out that all data is for new construction, which reflects a net increase in value of taxable real property. The resulting calculations provide a total estimated value of \$2.17 billion in improvements on non-federal land. The increase in value would be approximately equally divided between commercial/business and residential development (See Figure 8-1).

Also note that property on the federal lands has been excluded from this calculation. Including the value of improvements on the post, which may or may not generate any future property tax, the estimated value would increase to \$3.29 Billion. If the City could collect “an-equivalent-of-property-tax” for the new construction on military property, then the basis for tax-anticipation value would also increase by about 30%.

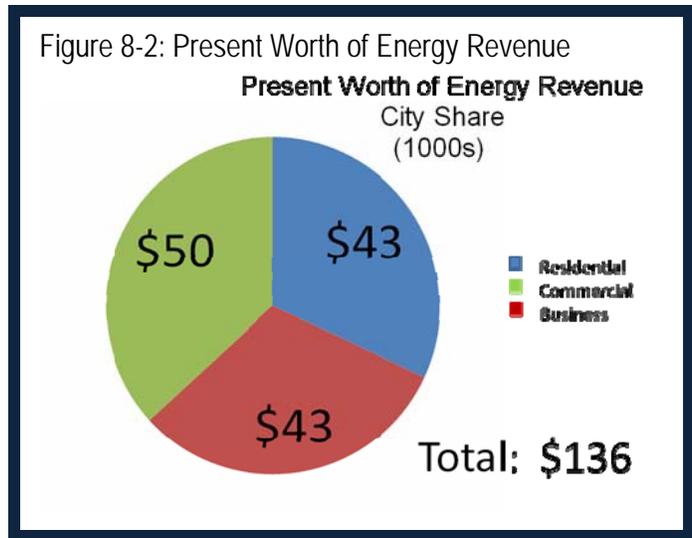
The next step is to estimate the amount of tax anticipation funding that the stream of expected future taxes might support. A conservative value of .05% was used to translate the increased property value into an estimated \$108 million in new annual tax revenue at full build-out. Of course, no tax revenue will be realized in the first two or three years. If revenue were to grow at a linear rate after that, with a discount rate of 5%, and a recovery period of 30 years, then the stream of future tax revenue would amortize a bond of about \$565 million.

The suggested strategy is to establish one or more Tax Increment Reinvestment Zones (TIRZ) covering areas where the improvements are anticipated. The City could then issue bonds for each TIRZ, with bonds being repayable using funds from the future increase in property tax revenues. The advantage of this strategy is that it will make funds equal to two or three times the amount of the annual revenues available in advance of the actual receipt of property tax. The amount of any bonds that could be issued will be determined by many factors, but that amount will be significantly less than the present value estimate above. A more reasonable ballpark figure would be something in the range of \$200 to \$300 million. However, such funding would allow the City to create infrastructure essential to future economic development.

8.3 ENERGY REVENUE ANTICIPATION

As the owner of City Public Service (CPS) Energy, San Antonio has access to a funding source that is relatively unique. A percentage of the revenue earned by CPS is available to the City. Because occupants of the newly constructed buildings will use electricity, the approach outlined in the previous section could also be used to leverage future increases in energy revenues. The approach to forecasting potential future energy revenue is the same as that for forecasting future tax revenue: (1) Aggregate activity by type. In this case development located on Fort Sam Houston can be included; (2) Estimate energy consumption for each type of development, using conservative or “green building” formulas; (3) Use the current CPS rate to convert energy consumption into expected future incremental energy sales; and, (4) Estimate the percentage of the gross revenue which will become available to the City using the present City/CPS revenue-sharing percentage. The

present share is about 14% of the gross energy revenue, and the forecast of annual revenue coming to the City would be \$26 million at full development. This value is based on the incremental growth in energy sales from economic development that is “leveraged” from BRAC. It does not include any energy that will be used by BRAC facilities, related facilities that the military is building at Fort Sam Houston, or by normal growth the community might experience from people moving to San Antonio. Of course, as with the tax increment, no energy revenue will be realized in the first two or three years. If revenue were to grow at a linear rate after that, with a discount rate of 5%, and a recovery period of 30 years the stream of future tax revenue would amortize a bond of about \$136 million (see Figure 8-2). A more realistic estimate for a bond issue might be in the range of \$70 to \$100 million.



Again, the suggested strategy is: (1) Earmark the City share of increases in CPS revenue to assist with the realization of growth that will lead to such increases, and use a portion to defray the operational costs of GMP implementation; (2) The earmarked energy revenues can support issuance of revenue bonds to provide operating capital in advance of the availability of revenue; and, (3) Bond money can be used to support goals of intervention such as park improvements or an increased budget for police or education.

8.4 TRANSFERABLE TAX CREDIT REVENUES

This plan recommends a unique strategy for supporting rehabilitation of housing and development of infill housing on the East Side. This strategy is to re-define the way federal investment tax credits can be used. The federal tax code presently allows such credits, but the credit goes to investors. The plan proposes working with Congress on a pilot project which would allow an Authority created by the City to use credits for the benefit of targeted “eligible homeowners” living in a “designated improvement zone”. The zone is San Antonio’s East Side and the targeted beneficiaries would include: (1) Employees of Fort Sam Houston and of supporting industries located in the proposed Health Care Development Zone near SAMMC-N; (2) Veterans and families of veterans; (3) Law enforcement officers; and, (4) Teachers.

The plan is to seek authorization for this initiative as a limited-duration pilot program. It is expected that this program would fund from ten to twenty percent of the cost of rebuilding existing homes and ten percent of the cost of infill housing. The program goal is to create about 2,000 new homes and rehabilitate 3,000 homes on San Antonio’s East Side.

Assuming a rate of home construction and rehabilitation shown in Table 8-2 at the right, this program would result in about \$80 million in funding becoming available for home building and rehabilitation on San Antonio's East Side. With the formulas for leveraging these funds, the result would be to leverage over \$1 billion in home remodeling or renovation.

Table 8-2: Categories of Home Construction and Rehabilitation

	Constructing New Homes	Remodeling Not Historic	Remodeling Historic	Value
Unit value	\$250,000	\$20,000	\$40,000	
	-----	-- Number --	-----	-----
Year				
1	50	50	50	\$3,000,000
2	100	100	100	\$6,000,000
3	150	150	150	\$9,000,000
4	200	200	200	\$12,000,000
5	250	250	250	\$15,000,000
6	250	250		\$5,000,000
7	250	250		\$5,000,000
8	250	250		\$5,000,000
9	250	250		\$5,000,000
10	250	250		\$5,000,000
Total	2000	2000	1000	\$80,000,000
Total Homes	5000			\$80,000,000

As noted in the preceding section, this value has not been included in the property tax increment. The pilot program outlined in Appendix A is a five year initiative. The table presumes that the five year demonstration would be extended beyond the initial five year authorization. An Action Plan for the authorization and implementation of the transferable tax credit program is included in Appendix A. The Appendix also includes draft federal enabling legislation and draft legislation authorizing creation of the proposed authority.

8.5 SUMMARY

In total, redevelopment is expected to lead to over \$3 billion in new real property, of which more than \$2 billion will be outside the post. The new property will be taxable, and occupants of the new property will use energy. Those two factors could translate into \$400 to \$500 million in tax anticipation bonds and more than \$100 million in new energy revenue bonds. Those sources of funds could be used to fund the host of capital improvements as well as the program improvements outlined in the Neighborhood Revitalization Action Program. As an added factor, the creative financing initiative could stimulate as much as a \$1 billion in infill housing and home improvements, with the pace of housing redevelopment dependent upon public interest and participation. These calculations should be understood to be order-of-magnitude approximations, but they support a conclusion that it is possible to launch a self-funded comprehensive intervention program.

9.0 CONCEPTUAL DEVELOPMENT PLAN

9.1 OVERVIEW

The following pages outline a general development program and present program highlights. Planners were asked to survey “potentially developable sites” both on the post and in neighborhoods around the post, and to recommend “High-Level Development Plans” for such sites.

The initial step was to divide the study area into smaller parcels. These were selected based on a number of factors including existing land uses, neighborhood goals, availability or potential availability of services, natural or constructed barriers like highways and rail lines, and the potential uses of the site. In some cases the small parcels that were selected extend beyond the study area boundary.

Each small parcel was given a location code and data for the parcel were gathered and assembled for analysis. In addition, a series of development “success stories” was assembled and screened for common factors or ideas that would permit or support rehabilitation or development. Previous studies of the area, particularly a fairly recent Urban Land Institute study, were reviewed. Parties engaged in development and other stakeholders were also asked to provide comments or suggestions for use in planning potential development scenarios. Public input was also sought through two visioning sessions and three public meetings. Information from such sources has been considered and integrated into the analysis presented in this plan.

COMMUNITY ROLE IN DEVELOPMENT

- **Create a Favorable Environment**
- **Partner with The Military to Enable Joint Development**
- **Work with Land Owners and other Stakeholders to Achieve Agreement on a Development Plan for Particular Sites**
- **Attract Developers for Complex Sites**
- **Provide Incentives to Support Development Meeting Public Goals**
- **Provide Infrastructure to Support Site Development**

Each small area was evaluated based on a proposed “highest and best use” as well as the mix of activity needed to support that use, the site carrying capacity and compatibility with neighborhood planning goals. The result is a “land use concept” for each parcel. An index plat illustrating the planning parcels is shown in Figure 9-1: Conceptual Land Use Plan Map on page 58. A matrix of land use descriptions for each such parcel is provided with Task 4 and Task 5 reports which support this plan. Note that a proposed addition to Salado Creek Park, which is discussed in the next section, appears in light green on the plat.

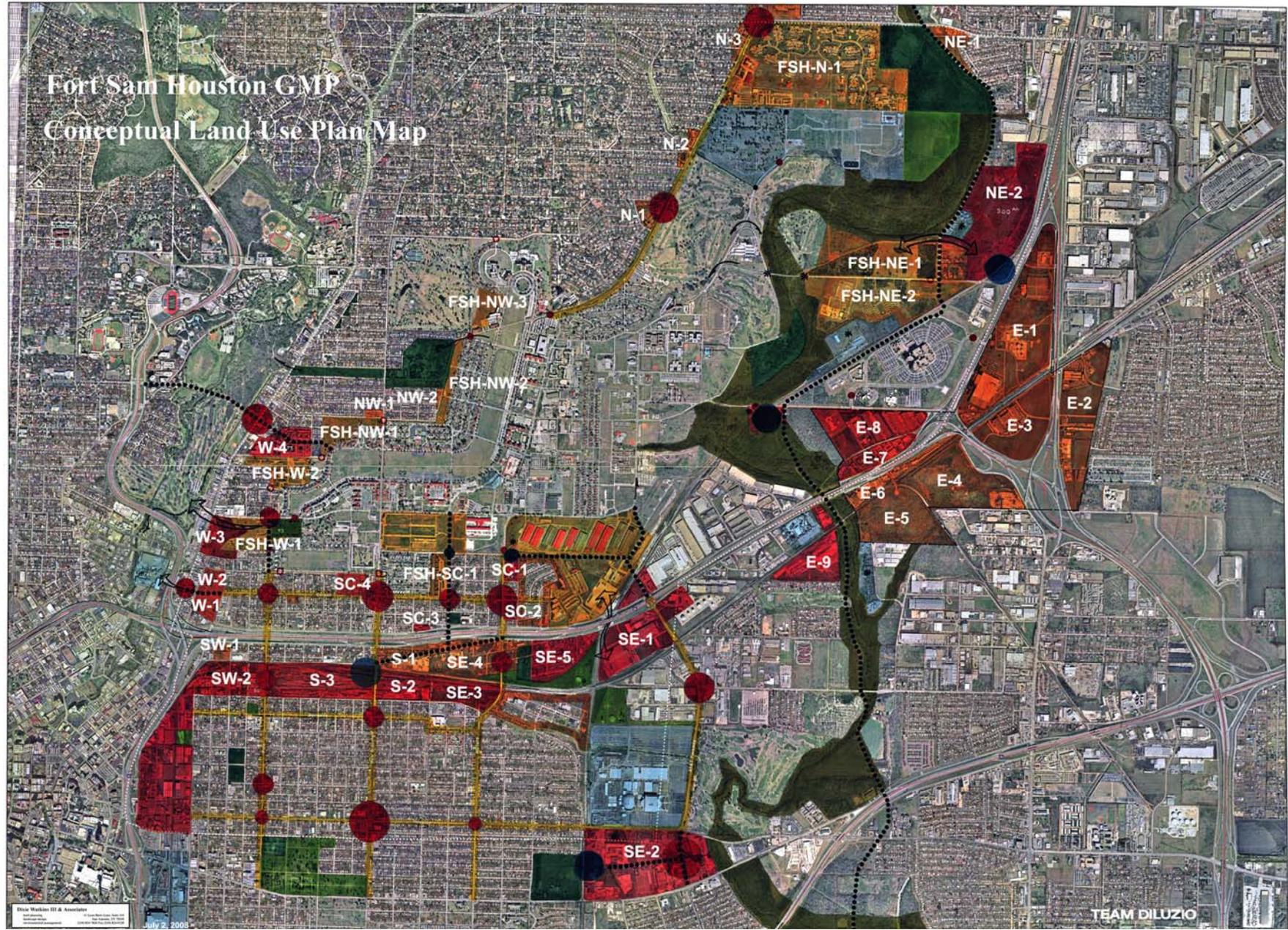
The survey identified numerous opportunities. For example, several small parcels are across the fence from similar parcels of land on Fort Sam Houston. It is possible that the two on-post and off-post parcels could be developed together under an enhanced use concept. Joint development would allow a higher and better land use. There is no

expectation that the community will become extensively involved in property development. Rather the community role involves:

- (1) Partnering with the Military to create joint-use opportunities;
- (2) Creating a favorable business environment and attracting economic growth;
- (3) Working with land owners to facilitate arrangements that can enable such enhanced property value;
- (4) Developing infrastructure and supporting programs that will further enhance land value; and,
- (5) Attracting employers and/or developers who can capture available opportunities, create jobs and transform potential value into reality.

For a discussion of the development concept for each parcel, please refer to the appropriate Task Report (Task 4 for On-Post and Task 5 for Off-Post). This report discusses only a few selected priority sites. Each site discussion starts on a new page. This greatly facilitates the inclusion of maps and sketches in this report.

Figure 9-1: Growth Management Plan: Conceptual Land Use Plan Map



9.2 SELECTED KEY SITES

This section includes a brief description of sites that: (1) could jump-start the revitalization process; (2) are important to business development; or (3) address key community needs. These include:

1. Portions of a proposed Salado Creek Greenway
2. A proposed economic development zone centered around SAMMC North
3. A proposed zone in which housing rehabilitation and infill development would be encouraged and supported, and where small business growth would be fostered
4. A series of site descriptions which illustrate the potential for synergistic economic growth and development in close proximity to Fort Sam Houston reinforcing and supporting the post mission.

These clusters are discussed briefly, but for more detail the reader is referred to the Task 4 and 5 reports.

9.2.1 SALADO CREEK GREENWAY

This section includes Salado Creek Parkway, an invaluable traffic corridor anchored in a highly desirable linear Salado Creek Park (See Figure 9-2: Proposed Salado Creek Greenway).

9.2.1.1 Salado Creek Parkway

The parkway would follow Salado Creek along the northern portion of Fort Sam Houston, to cut through the post along the railroad alignment west of SAMMC-N.

This would provide improved access to SAMMC-N and access to the proposed health care and technology overlay

district described in Section 9.2.2. It would also provide connectivity for homes and other elements of Holbrook Woods, the proposed multipurpose development described in Section 9.4.1. The parkway would also connect SAMMC-N, the proposed Hospital District and Holbrook Woods to: (1) I35 on the south; and, (2) through an improved corridor grid south of I35, to I10 further to the south¹. Such connectivity would relieve pressure on both I37 and I410 east of the post.

The parkway would: (1) Significantly enhance traffic flow and connectivity along the eastern edge of the post; (2) Provide significantly improved connectivity for SAMMC-N, the proposed district and the proposed multipurpose development. Together with the linear park, it would provide a significant sense of place and an attractive buffer for the post.

SALADO CREEK GREENWAY PROVIDES

- A sense of place
- An attractive buffer for the Post
- A corridor linking neighborhoods
- Alleviation of the park deficit
- A world class equestrian amenity
- An attractive setting framing a desirable connection to proposed living space which supports SAMMC-N and the Health Care Business Zone

1. Note: There are some inconsistencies between the land use plat and the roadway improvement map in this report. Valid reasoning supports each alternative. Resolution of exact corridor placement is left to the detailed implementation planning that will follow this Growth Management Planning effort.

9.2.1.2 Salado Creek Park

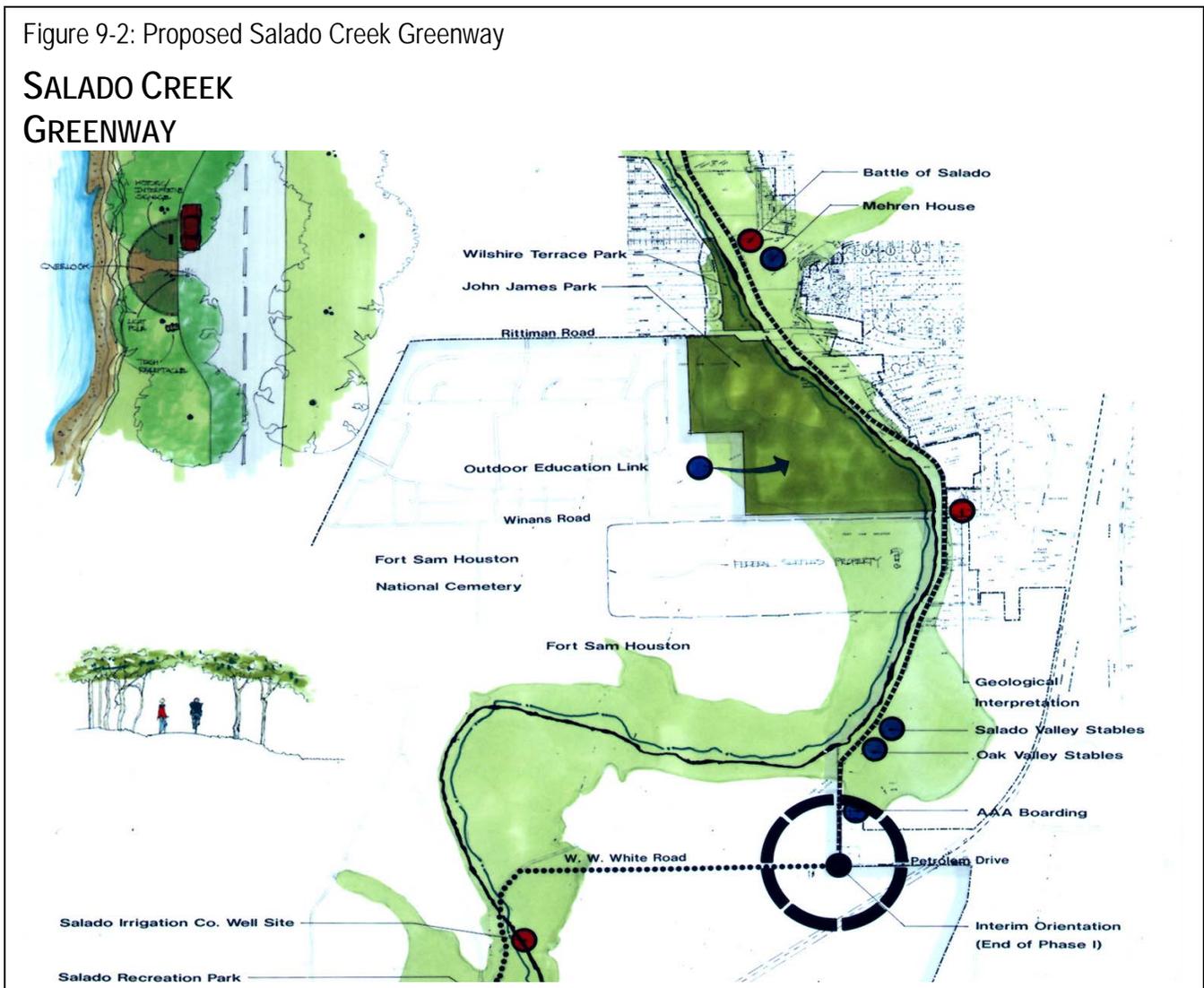
There is a significant deficit of park and open space in the area around Fort Sam Houston. This shortage is mitigated somewhat by the area's proximity to Brackenridge Park and other park and recreation amenities along the San Antonio River. However, Salado Creek provides an opportunity to create an unsurpassed space that is relatively unique. The area would be anchored by John James Park and Wilshire Terrace Park on the North.

The linear park would include the parkway for much of its length along with a river walk, undisturbed open space and significant bicycle and equestrian resources with linkage to the post as well as to the Rodeo and Fair Grounds.

A recommendation of this plan is to include a small parcel of post property east of the Veterans Memorial Facility into the park. This is the parcel shown in light green on the index plat.

Figure 9-2: Proposed Salado Creek Greenway

SALADO CREEK GREENWAY



9.2.2 HEALTH CARE BUSINESS ZONE

A health care business zone should be created near SAMMC North, partly on and partly off of the post. Such a zone would attract health care and biosciences business, training, research and support facilities as well as supporting activities. The critical mass of health care activity and the environmentally pleasing setting support the GMP “health care excellence” concept. As previously noted, areas with such intensive redevelopment will require detailed studies to finalize a host of details, such as the size and placement of facilities and feeder roads, regional transportation system impacts, post security and connectivity.

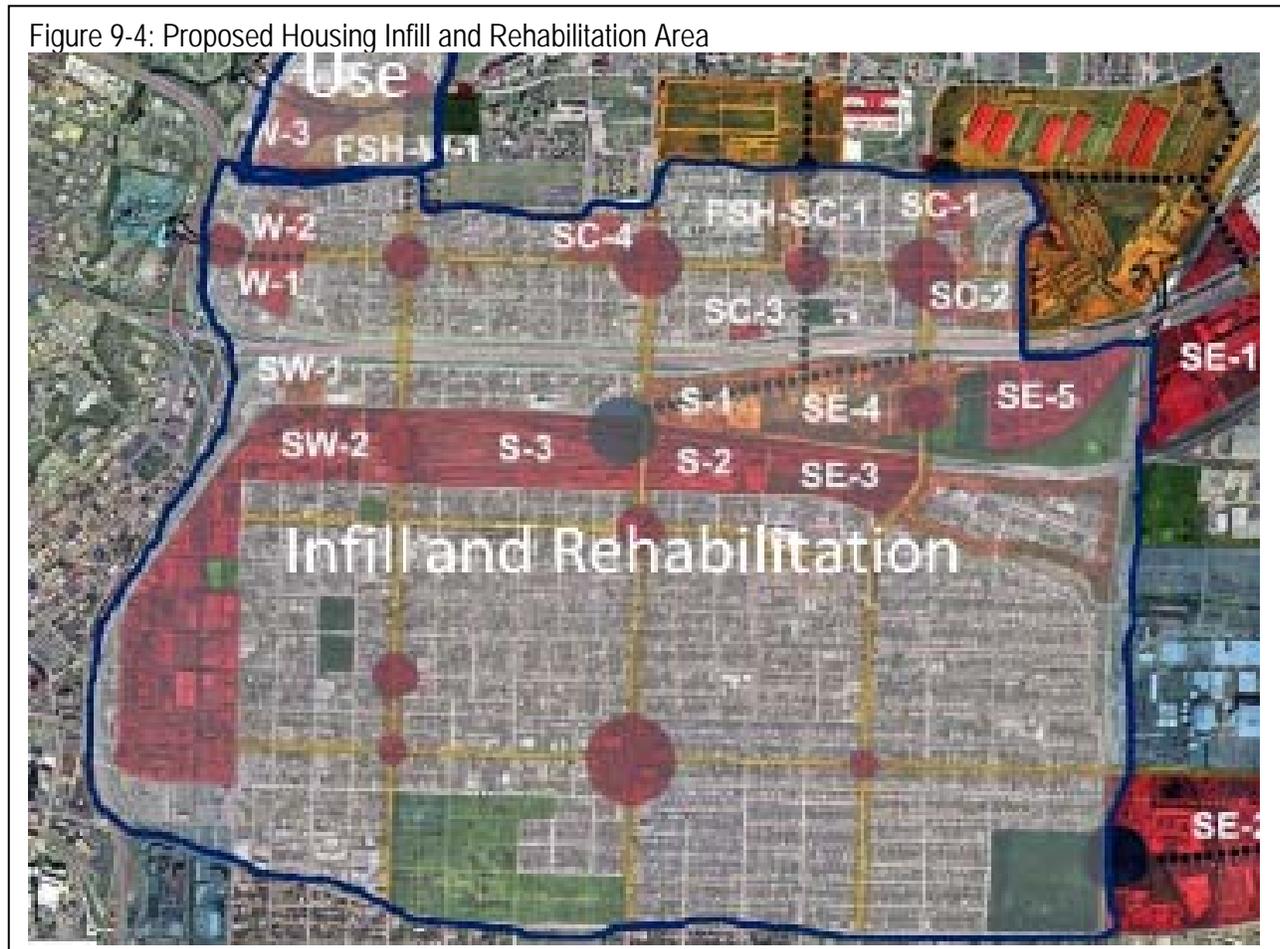
Figure 9-3: Proposed Health Care Business Zone



9.2.3 INFILL HOUSING

There is a significant opportunity to refurbish East Side homes and create new homes on vacant lots or other small vacant areas. Such activity will create business opportunities for small home builders and remodeling contractors as well as business for materials suppliers and others. In addition, the infill housing and street improvements are expected to stimulate a rebirth of small businesses along main thoroughfares and at the intersections of such thoroughfares. This plan proposes not only an action plan to accomplish the revitalization, but also a creative financing initiative that will make it possible for homeowners to participate. The plans are described in Appendix A.

Figure 9-4: Proposed Housing Infill and Rehabilitation Area



9.2.4 EARLY START DEVELOPMENT AREAS

There are several locations where parcels of property are ideally suited to meeting a particular aspect of the development strategy, which is to create an ideal, connected working-living arrangement. There are also sites on the post where small under-developed parcels of land are just across the perimeter fence from small under-developed off-post parcels. Such areas provide an opportunity for joint development.

This plan refers to the two types of property outlined in the preceding paragraph as “under-utilized property,” which must be distinguished from surplus property. The term “surplus property” has a precise legal meaning in federal property rules, which preempts the use of that term in this plan.

The military will consider allowing the development of under-utilized property. The principal requirement for approval of such development is that the military must receive something in value that is equal to the value of the property use-right which it brings to the partnership. An example is that the post might allow a facility to be built, expecting to occupy and use a portion of it.

A “fair market value for fair market value” formula is used, which means that the ground rent (rent for land on which a building is located) the post might have received for the land must be subtracted from rent they are expected to pay for the space they occupy within the new facility. Of course, cash or other considerations can be used to balance the equation, creating endless variations on possible arrangements. In any scenario, the military would enter into an

arrangement that: (1) meets the fair market value formula; and, (2) also somehow enhances the post mission or otherwise provides something of value to the military. This is another way of saying that any military/civilian partnership needs to benefit both partners. Mutual benefit can be most easily realized where a development supports the post mission, or where consolidation of on-post and off-post parcels creates an opportunity for a more valuable land use. In addition to the health care business zone outlined above, several property parcels have been identified as potentially meeting the foregoing test. Selected examples are briefly outlined in the following pages.

Each parcel of property has been given both a locator-designation on the index map and a proposed name. The name is for convenience in describing the site. The site designations correspond to locations on the planning index presented at the beginning of this section.

DEVELOPMENT PARTNERSHIPS

MUST

- 1. Meet a Fair Market Value Test
“What the military gets must equal what they give”**
- 2. Offer some net benefit to both partners**

One ideal solution is a development which creates a higher and better land use that strongly supports the post mission and is conveniently placed on adjacent, merged on-post and off-post land parcels

As noted previously, each site description starts on a new page. This greatly facilitates the inclusion of maps and sketches in this report. The sites described are:

NE-2: Holbrook Woods

SC-1: South Central

W-3 with FSH-1: Cunningham Park

SE-3: Municipal Facility

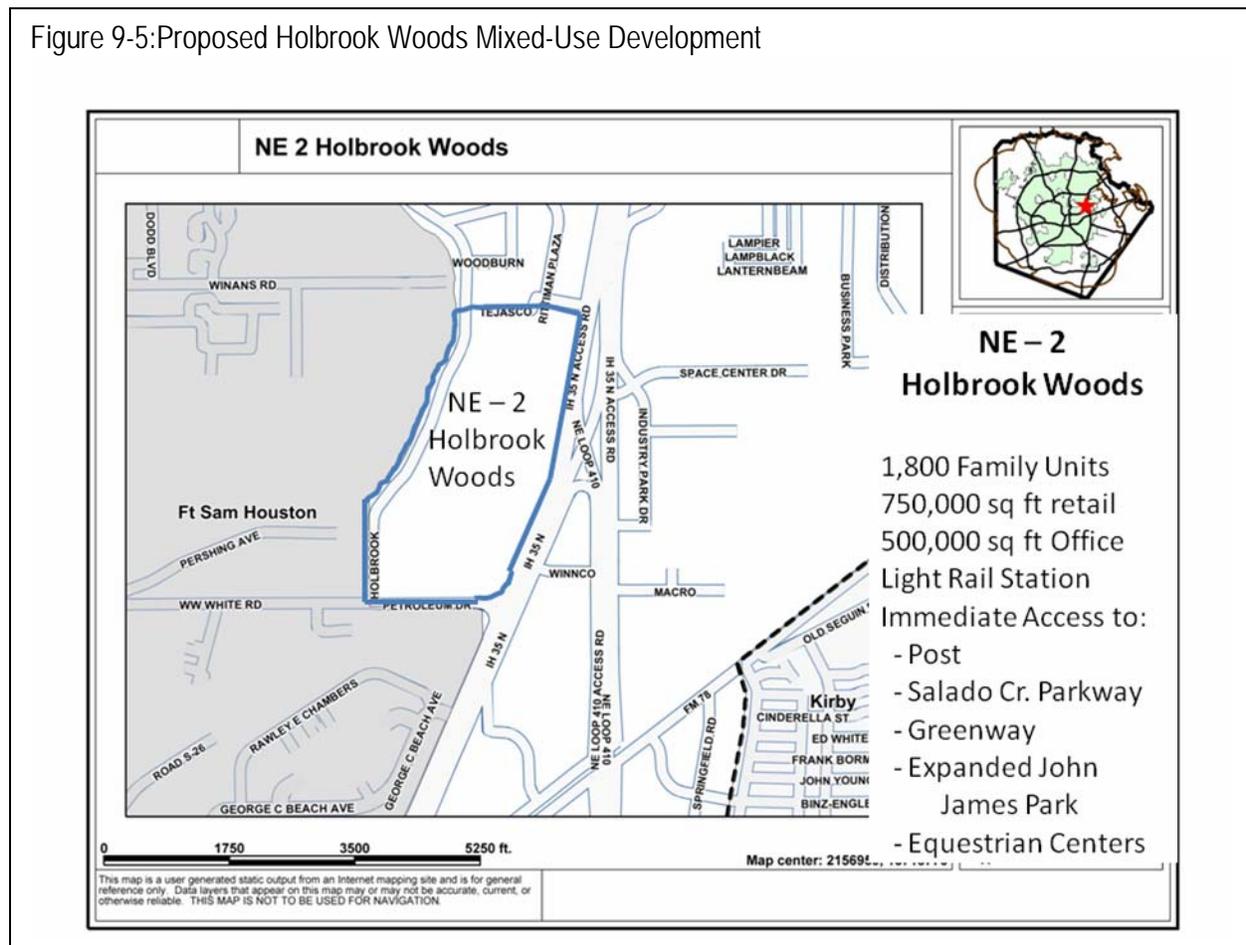
This plan recommends a comprehensive approach in which all the partnering proposals would be included in a comprehensive military/civilian agreement, with the “fair-market-value equation” being met for the overall package. This would allow the greatest flexibility as well as the greatest opportunity for public benefit. However, it should be noted that many features of the program could stand on their own if designed to meet the tests of a balanced fair market value (FMV) relationship for military and non-military participants.

The first site description begins on the next page.

9.2.4.1 NE-2 Holbrook Woods

This is a 106-acre site located very close to SAMMC-N and the proposed medical overlay district. It would have immediate access to the proposed Salado Creek Greenway, providing both connectivity via the parkway and access to the park and equestrian facilities and the river walk. However, because it is remote from other living space, the development would need to include retail space. This site represents a particularly good example of the potential for blending excellent living space, convenient connectivity and an excellent work space at either SAMMC-N or the proposed health care business zone.

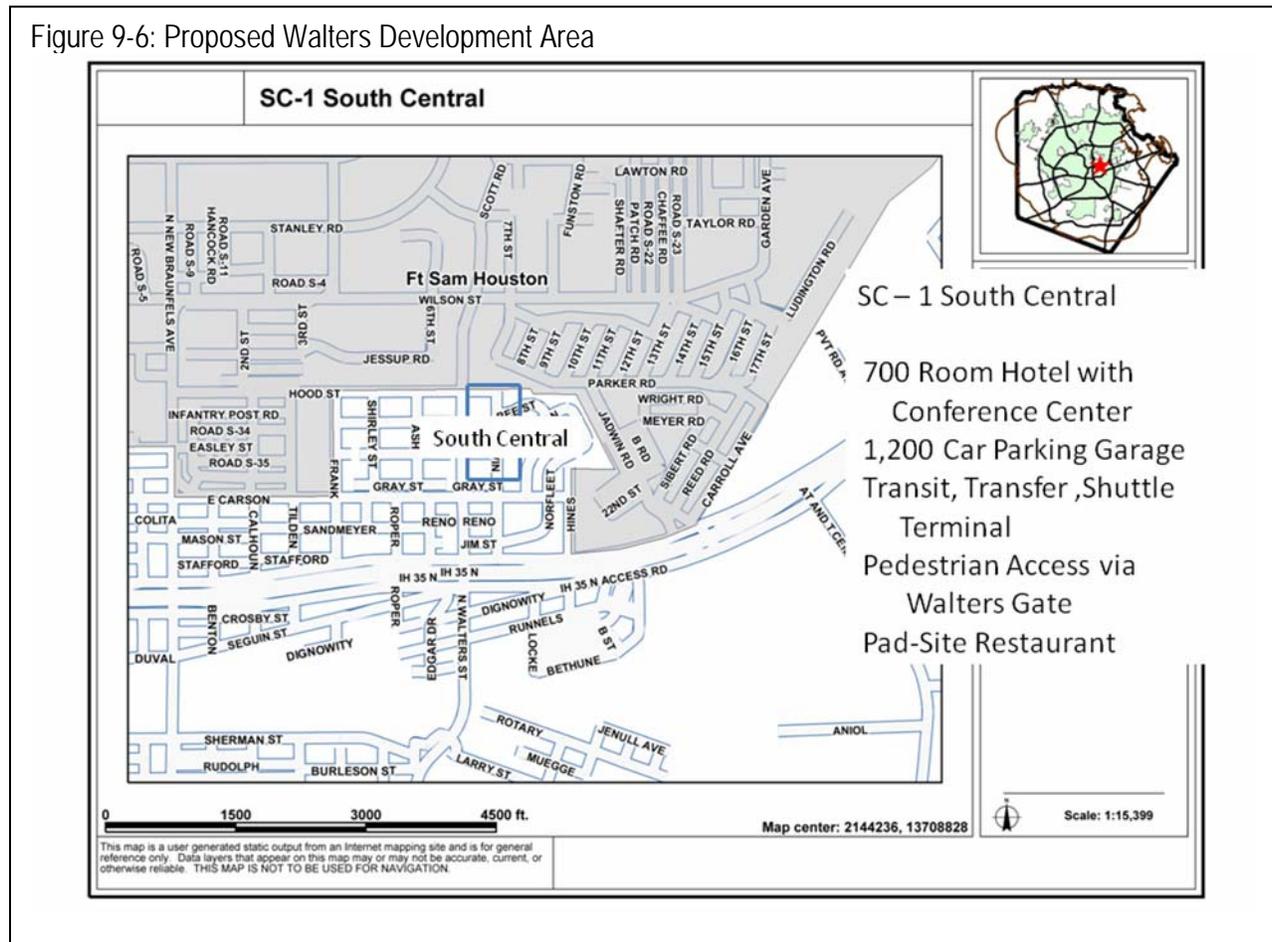
Figure 9-5: Proposed Holbrook Woods Mixed-Use Development



9.2.4.2 SC-1 South Central

This site provides an excellent example of the possibility of moving things to a more suitable off-post location while still serving post needs. Because of proximity to the Walters Street Gate, the site would be suited to a hotel and conference center as well as a large parking garage. It would also be an ideal site for a light rail stop if the commuter rail were to follow the existing Union Pacific Track alignment as recommended in this plan. In addition, the site could accommodate convenient off-post office space for businesses serving Fort Sam Missions, and it could provide a restaurant and other retail services to support site workforce as well as the post workforce via convenient Walters Street access.

Figure 9-6: Proposed Walters Development Area



9.2.4.3 W-3 with FSH W-1 Cunningham Park

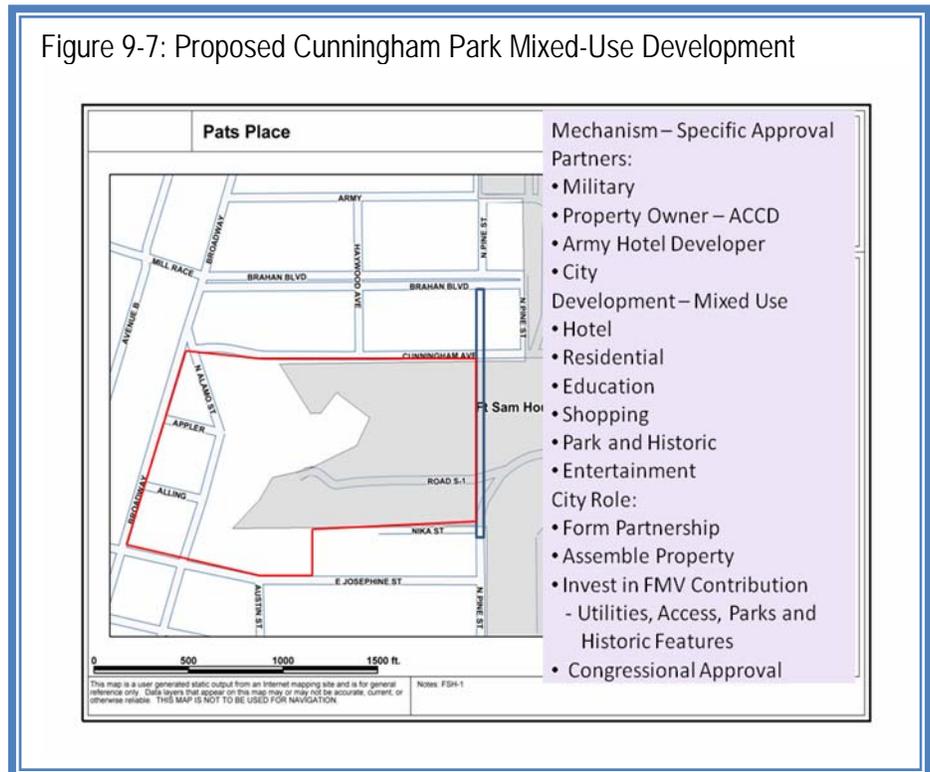
The conceptual plan for Cunningham Park is a mixed-use development centered on the Southeast boundary of a westerly extension of the Post near the old Playland Park. The suggestion is to relocate the post security fence to the west of an alignment of Pine Street. Pine Street could then be extended to become a portion of a peripheral arterial that would run along the eastern boundary of Fort Sam Houston. If extended along the entire southwestern edge of the post as proposed, such a corridor would re-establish some of the connectivity lost with closure of New Braunfels Avenue.

Expanding the Playland Park parcel to include an adjacent, under-utilized peninsula on Fort Sam Houston and then incorporating several small properties fronting on Broadway would significantly enhance the potential of the site. This would also permit the extension of Pine Street. Extension of Pine Street and subsequent completion of the East-Fort Sam Beltway would also materially benefit both the post and the surrounding neighborhoods.

The second team recommendation is to relocate the post hotel planned for the on-post community center. This would provide the core for a “community center” connected to the Broadway Corridor, Brackenridge and the emerging River North area. In addition the development plan should include a mixed housing component to provide a significant number of urban style condominiums suited to the lifestyle of an “excellence workforce” which Fort Sam Houston is seeking to attract. The development could accommodate a planned Alamo Community College District Headquarters presently planned for the off-post parcel.

There are also historic features on the site which must be preserved and made accessible to persons interested in the history of San Antonio or the history of the Army. These include remnants of the Acequia Madre (a water conveyance that served early San Antonio Missions) as well as the resting place of “Pat,” the Army’s last Cavalry Horse. Such features should be preserved, enhanced and used to anchor park and open space within the development. If

Figure 9-7: Proposed Cunningham Park Mixed-Use Development



linked to museum proposed in the GMP, these features could also become a significant attraction for both the neighborhood and the region.

In addition, the increased area population would attract grocery, clothing and other stores which provide basic supplies and services for a stable, attractive neighborhood.

Finally, the team notes that the City of San Antonio has recently made a major investment in drainage improvements for this immediate area. It is logical that such an investment should be included in the FMV to FMV equation that is needed enable Army participation.

Figure 9-8: Conceptual Land Use Map Zoom of the Proposed Cunningham Park



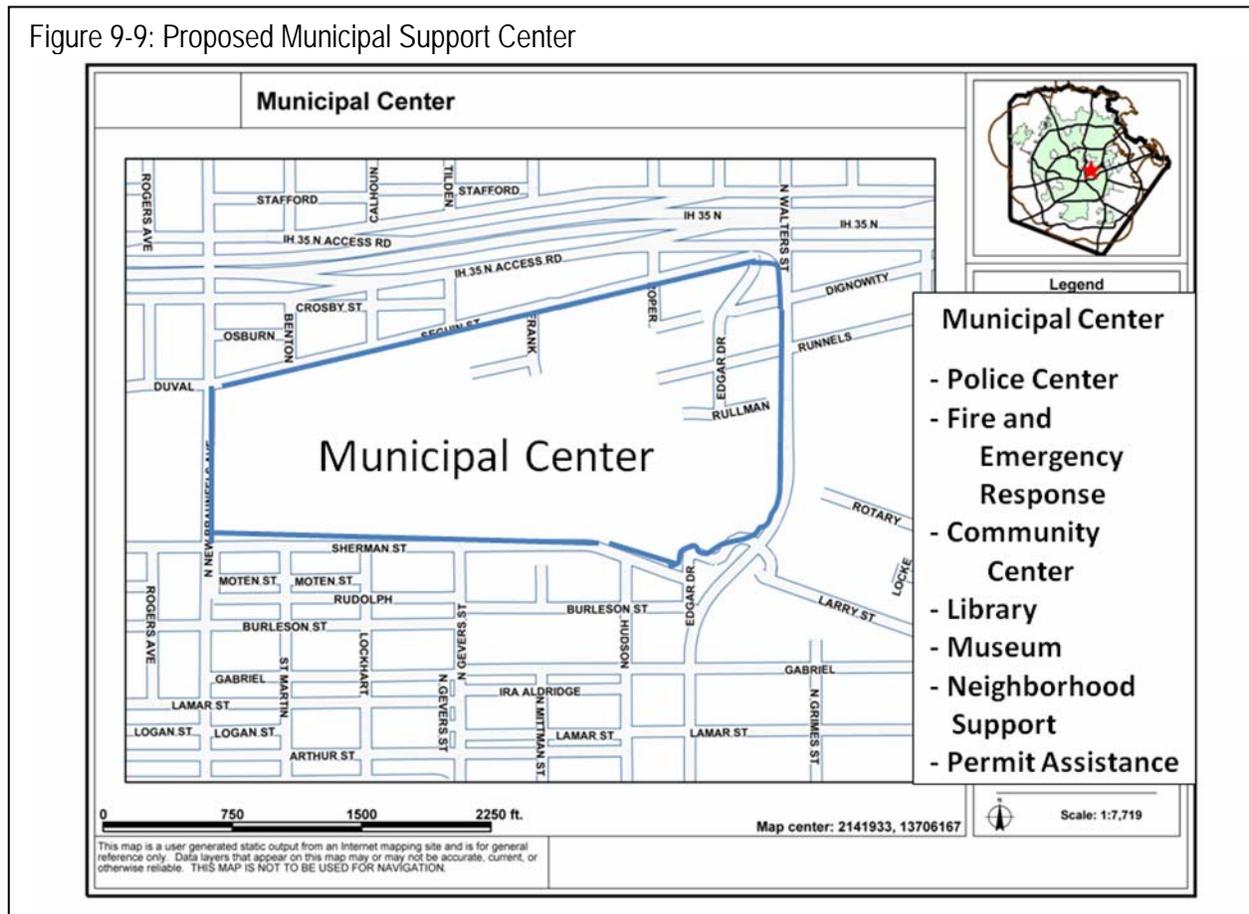
9.2.4.4 SE-3 Municipal Center

This is the site of a proposed municipal support center. Functions proposed for the Center include a cooperative police station which includes space for the San Antonio Police District, Park Police, the Sheriff's Office and a facility to accommodate a cooperative policing initiative involving police of other jurisdictions, as well as the Military Police and the Fort Sam Security Contractor. In addition it would include space to accommodate the Community Policing programs of the Department.

In addition to policing, the facility should accommodate other organizations including Planning Department support for neighborhoods in the area and an ombudsman's office to assist with obtaining permits and development approvals as well as compliance with code and zoning requirements.

Two additional facilities are recommended for inclusion. One would be a library. The other would be a Black History Museum.

Figure 9-9: Proposed Municipal Support Center



10.0 CONCLUSION

This Growth Management Plan has included eight (8) tasks as outlined in Paragraph 1.2. One of these tasks involved health care and is not addressed in this document. The reader is referred to Task 6 reports for information on Redistribution of Health Care as a Result of Realignment of Wilford Hall Medical Center and Military Clinical Training.

The growth management planning process involved completion of draft reports in a format that addressed specific work elements, subtask elements and questions provided as contractual requirements in the project Scope of Services. These individual task reports were then reformatted to obtain versions in which the text flowed in a more readable fashion.

Information from the various non-health care tasks was consolidated into the Task 1 report. This report was then edited to provide the Growth Management Plan. Data that supports GMP conclusions and recommendations may be found in both the individual task reports and summarized in the Task 1 document.

Finally, in order to lay the groundwork for implementation of the Growth Management Plan, the action items were compiled into Appendix A: Growth Management Action Program. This Appendix lays the foundation for implementation of a comprehensive action program.

At this point, it is recommended that community leaders use this Growth Management Plan document and Action Program to bring tangible items to the table when discussing partnering ideas with the military.