

**CITY OF SAN ANTONIO**  
**LIMITED PURPOSE ANNEXATION PLANNING STUDY for**  
***THE IH-10 WEST AREA***

**Introduction**

In areas annexed for limited purposes, cities may extend planning, health and safety ordinances, including building and zoning codes. City sales and property taxes are not assessed. The City is not required to provide municipal services in areas annexed for limited purposes. Residents may vote in City Council and Charter elections but may not vote on proposals to issue bonds. Areas annexed for limited purposes must convert to full purpose jurisdiction prior to the end of the third year of limited purpose annexation. Upon full purpose annexation, an area becomes part of the city for all purposes. City property and sales taxes are assessed, all city ordinances are enforced, and the city provides services as required by state law.

The City of San Antonio Department of Planning and Community Development (City) has prepared a “Planning Study” and “Regulatory Plan,” for the limited purpose annexation of the IH-10 West area as required by the Texas Local Government Code, (TX LGC) Section 43-123.

***Area Description***

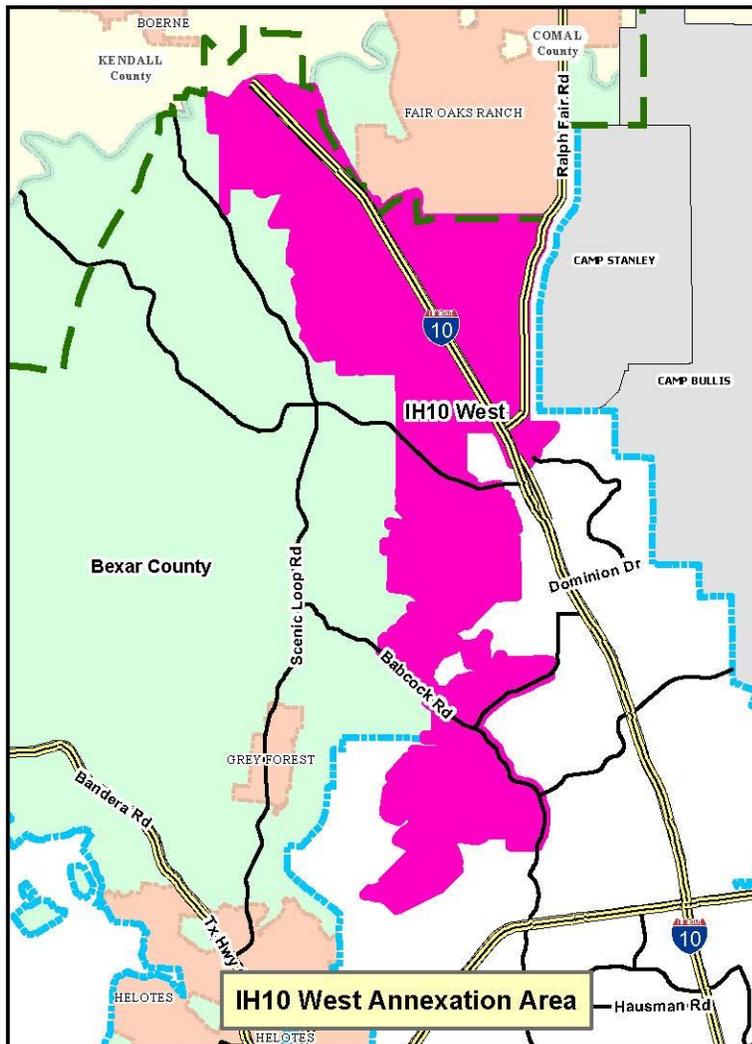
The IH-10 West Area consists of approximately 9,560 acres (14.94 square miles) in Bexar County located along IH-10 West adjacent to Camp Bullis from the San Antonio City limits to Boerne’s extraterritorial jurisdiction line and is located within the City’s Extraterritorial Jurisdiction (ETJ). The IH-10 West study area primarily consists of single family uses, with some multi-family, commercial, and agricultural uses. The boundary for the study area was determined based on the fire travel response time in order to ensure that public safety services would be equivalent to the areas within the corporate boundaries of San Antonio and would not reduce by a negligible amount the level of fire and police protection and emergency medical services provided within the corporate boundaries of the municipality before annexation.

Per the 2010 U.S. Census Bureau, there are approximately 12,871 residents in the proposed annexation area and the twenty-year projected population is 22,928 due to the rapid growth along the IH-10 West corridor. There are currently 26 Master Development Plans (MDPs) within the study area and a median single family residential value of \$287,610.

*Profile of IH-10 West Annexation Area*

IH-10 West Study Area	Existing	Projected 20 Year
Population	12,871 <sup>1</sup>	22,928 <sup>2</sup>
Single Family Units	3,618 <sup>3</sup>	6,692
Commercial Acres	578 <sup>4</sup>	694
Multi-Family Acres	49 <sup>5</sup>	72
Median Home Value (Current)	\$287,610 <sup>6</sup>	

*Map 1: IH-10 West Boundary Location*



**PLANNING STUDY**

As required by State of Texas law, the planning study must:

- Project the ten-year development with or without limited purpose annexation;
- Describe the issues supporting limited purpose annexation and public benefits;
- Analyze economic, environmental, and other impacts of limited purpose annexation; and
- Identify the proposed zoning and inform the public of the opportunity to comment regarding the proposed zoning at the limited-purpose annexation public hearings.

<sup>1</sup> 2010 U.S. Census Bureau.

<sup>2</sup> Projection based on MDPs.

<sup>3</sup> 2014 Bexar Appraisal District Data.

<sup>4</sup> 2014 Bexar Appraisal District Data.

<sup>5</sup> 2014 Bexar Appraisal District Data.

<sup>6</sup> 2014 Bexar Appraisal District Data.

## **Projected Ten-Year Development with and without Limited Purpose Annexation**

### ***Existing Development***

The IH-10 West area is primarily made up of single family residential neighborhoods consisting of 26 Master Development Plans (MDPS). The developed single family residential acreage totals 38% of the study area. Approximately 14% of the area is vacant land, 10% is agricultural land, 6% is commercial, .5% is multi-family, and 5% is dedicated right-of-way. There are not any industrial uses in the study area.

### ***Regional Anchors***

To the immediate south of the IH-10 West study boundary there are several major commercial anchors such as The Rim Shopping Center and The Shops at La Cantera. The University of Texas at San Antonio (UTSA), and the corporate headquarters of NuStar Energy LP and Valero Energy Corporation are immediately adjacent to the study area. The Eilan, a mixed use development that consists of a hotel, shops, offices, and residential units, is located along IH-10 West south of the study area. Six Flags Fiesta Texas, one of San Antonio's major attractions, is located at IH-10 West and Hwy 1604. Oak Hills Church, one of San Antonio's nationally known large scale churches, is located to the south of the study area.

### ***Schools***

The two school districts in the planning area are Boerne Independent School District (BISD) and Northside Independent School District (NISD). Only one school, Julia Newton Aue Elementary School is located within the study area and is within NISD. The 2015-2016 projected enrollments for Aue Elementary are 665 students and the projected student population for the 2019-2020 school year is 705. Aue Elementary School was built with funds from the 2004 NISD School Bond Project. The other NISD elementary schools that serve the remainder of the area are McAndrew Elementary, Leon Springs Elementary, Ellison Elementary, and May Elementary. The middle schools that serve the study area are Garcia Middle School and Rawlinson Middle School. The two high schools that serve the IH-10 West study area are Clark High School and Brandeis High School. Currently there are no plans to build any new schools in the IH-10 West study area.

The northern portion of the planning study area is served by four Boerne Independent School District schools: Fair Oaks Elementary, Kendall Elementary, Boerne Middle School South and Champion High School. In May 2013, voters approved a \$99.5 million bond proposition for improvements, technology updates, security and safety upgrades to all nine campuses in the district. Presently there are no plans to construct a new school in the IH-10 West planning study area. Boerne ISD conducted a demographics study in spring of 2015 and the study predicted the Boerne Independent School District can expect an increase of approximately 1,764 students during the next five years.

In 2006, the Alamo Community Colleges District (ACCD) purchased property and may pursue a possible bond proposal to fund a sixth campus totaling 146 acres located in the northern portion of the IH-10 West study area south of Boerne.

### *Transportation*

The San Antonio Major Thoroughfare Plan (MTP) is a long range plan for the City and Bexar County. It shows the future location, dimensions and right-of way dedication of major roadways. The MTP has designated several arterials such as Boerne Stage Road, Babcock Road, Ralph Fair Road, Camp Bullis Road, Kyle Seale Parkway, Heuermann Road, and Scenic Loop Road (adjacent to the study area) as Secondary Arterial Type A roadways with 86' of right-of-way to serve the area.

The area along IH-10 West stretching to Fair Oaks Ranch and Boerne has experienced high growth resulting in traffic congestion. This growth has caused an increase in commercial properties along IH-10 West and an influx of residential properties due to the high desirability and scenic appeal of the area. In response to this growth and to improve roadway capacity, Texas Department of Transportation (TXDOT) has allocated approximately \$222 million of public investment in the area. TXDOT will expand IH-10 West with four to six lanes and construct two managed lanes beginning 1.4 miles south of the Leon Springs and extending to the 1604/IH-10 West interchange. TXDOT is also constructing a grade separation at Old Fredericksburg Road that will reconfigure ramps and widen the frontage road to convert to a one way. The Fair Oaks Parkway Bridge is also being widened and bike accommodations and intersection improvements are being made. Managed lanes and direct intersection connectors are planned for Loop 1604 and IH-10 West.

The Bexar County Public Works Department has two ongoing projects in the IH-10 West area. Bexar County has allocated \$8.5 million for the reconstruction of Babcock Rd. from Camp Bullis Rd. to Heuermann Rd. that will include two travel lanes, four foot wide shoulders, and the construction of four bridges in order to prevent this segment of road from future flooding. The project completion date is scheduled for the end of 2015. Bexar County is also improving a section of Boerne Stage Road from IH-10 West to Cross Mountain Trail. The project consists of 1.1 miles of roadway reconstruction to two 12 foot lanes and a 14 foot continuous center turn lane with 6 foot wide shoulders in most sections. This project also consists of improvements to the Leon Creek channel and drainage structure. The total cost of improvements to Boerne Stage Road is \$8.1 million and the expected completion date is late 2015.

With the impending improvements to IH-10 West, significant residential and commercial development is anticipated. Additionally, as infrastructure is extended and population increases, commercial and industrial developments are likely to occur along major arterial and freeway roadways.

Boerne Stage Airfield was founded in 1986 and is located just outside the northwestern portion of the study area and offers flight training, aircraft rentals, hangar rentals, and aircraft storage.

The VIA Metropolitan services currently extends just north of Loop 1604 along IH-10 and primarily serve the University of Texas at San Antonio (UTSA), The Rim Shopping Center, The Shops at La Cantera, and Six Flags Fiesta Texas. Presently there are not any plans to extend services to the IH-10 West study area.

*Profile of IH-10 West Transportation Projects*

<b>Entity</b>	<b>Project Description</b>	<b>Location</b>	<b>Project Cost</b>
Texas Department of Transportation (TXDoT)	Construct managed lanes and direct intersection connectors	Loop 1604 at IH-10 West	\$110,000,000
Texas Department of Transportation (TXDoT)	Expand expressway from 4 to 6 lanes (construct 2 managed lanes)	IH-10 West 1.4 miles south of Leon Springs to Loop 1604	\$40,000,000
Texas Department of Transportation (TXDoT)	Construct grade separation at Old Fredericksburg Rd., reconfigure ramps and widen frontage road to convert to one way	IH-10 West from FM3351 (Ralph Fair Road) to Fair Oaks	\$31,767,040
Texas Department of Transportation (TXDoT)	Expand expressway from 4 to 6 lanes (construct 2 managed lanes)	IH-10 West from FM3351 to 1.4 miles south of Leon Springs	\$30,000,000
Texas Department of Transportation (TXDoT)	Replace existing 2 lane bridge with a 4 lane bridge, bike accommodations and intersection improvements	Fair Oaks Parkway at IH-10 West	\$9,854,400
Bexar County	Reconstruct Babcock Road to include 2 travel lanes and 4 foot shoulders	Babcock Road from Camp Bullis to Heuermann	\$8,566,354
Bexar County	1.1 miles of roadway reconstruction	Boerne Stage Road from Cross Mountain Trail to IH-10 Intersection	\$8,171,894
<b>TOTAL</b>		<b>\$238,359,688</b>	

*Water and Wastewater Utilities*

San Antonio Water System (SAWS) is the primary water and wastewater service provider in area. The area is located in the SAWS certificate of convenience and necessity (CNN) service area. SAWS promotes water quality by enforcing federal permit requirements for treatment of storm water runoff. This process will remain in place if the area were to be annexed for limited purposes.

SAWS has several projects planned for the IH-10 West area totaling \$7,008,452 for water and wastewater improvements. Wastewater improvements are proposed just north of Leon Creek close to Maddie Road and along IH-10 West between the years 2016 and 2020. Additional projects are planned for the year 2021 and beyond and include wastewater improvements

close to the Kendall County line and near the City of Fair Oaks Ranch. There are several SAWS 2017 Capital Improvement Projects planned for the study area. Improvements to the SAWS water delivery flow are scheduled to take place in 2017 to the south of the Springs at Boerne Stage Road and to the north of Woodland Hills. Additional projects are scheduled to take place within the Woodland Hills MDP. SAWS will continue to improve the water delivery system in 2027 with improvements within the Dominion Ridge MDP, La Cantera MDP, Balcones Estates South MDP, Country Bend MDP, and Highland Ranch MDP. Currently, there is one existing Utility Service Agreement (USA) located next to IH-10 and Boerne Stage Road.

Within the IH-10 West study area there are approximately 3,900 permits for septic tanks and the majority of septic permits are located outside of the previously listed MDPs. However, there are several septic permits located within the Country Bend MDP, the Village Green MDP, and the Springs at Boerne Stage MDP. Several properties located within the study area rely on water wells. These water wells are primarily located on the northern portion of the study area. Annexation will not require property owners with permitted wells and septic systems connect to SAWS water and wastewater infrastructure.

### ***New Development***

There are a total of 26 Master Development Plans (MDPs) within the IH-10 West area and several other developed and developing neighborhoods that are not listed as MDPs. The MDPs in the study area are at varying levels of completion. Several of the MDPs were platted in the 1980s and 1990s but the majority of the MDPs were platted after the year 2000 which indicates the rise in residential development in the IH-10 West study area.

It is projected that within the next 10 years similar residential and commercial development with and without annexation will occur. Improvements to IH-10 West will incentivize continued commercial development along the corridor. The close proximity to a regional commercial center, the University of Texas at San Antonio campus, Six Flags Fiesta Texas, Camp Bullis and corporate headquarters, make this area a desirable place to live, work and play.

Subdivision/Master Development Plan (MDP)	Total Acres	Residential Acres	Single Family Residential Units	Commercial Acres	Multi-Family Acres
Arthur Tract	163	115	372	23	0
Babcock Rd 165	125	114	118	0	9.75
Balcones Creek	102	85	112	11	0
Balcones Creek Ranch	146	120	450	0	0
Bloomfield Heights	69	69	107	0	0
Catholic Archdiocese of S.A.	35	0	0	35	0
Cedar Creek South	124	124	338	0	0
Dominion Ridge-166.2 Ac Tract	61	61	177	0	0
Fallbrook	149	104.78	410	0	0
Highlands Ranch	597	557	138	0	0
Hills at Boerne Stage II	264	216	124	0	0
Kyle Seale Ranch (aka Cedar Creek – MDP 272)	39	39	130	0	0
La Cantera	386	0	0	1	0
Limestone Ranch	97	94	137	0	0
Lost Creek I	115	98	406	11.64	0
Lost Creek III	135	128	589	0	0
Lost Creek IV	76	76	377	0	0
Nichols Creek Commercial	28	0	0	10	0
Pfeiffer Tract	145	143	206	2.19	0
Sablechase	176	142	485	0	0
Sonoma Verde	222	180	460	0	0
Stonewall Estates	105	105	46	32	0
The Springs at Boerne Stage	106	106	118	0	0
Two Creeks	399	337	883	26	23
Village Green MDP	150	143	165	0	0
Walnut Pass at Boerne Stage	93	89	344	0	0
<b>TOTALS</b>	<b>4,107</b>	<b>3,246</b>	<b>6,692</b>	<b>152</b>	<b>33</b>

*Note: Assumes a Master Development Plan has a 20 year build out. Approximately 55% of single family units, 9.75 multifamily acres, and 36 commercial acres are built out.*

### **Economic, Environmental, and Other Impacts of Limited Purpose Annexation**

Limited purpose annexation will contribute to the economic growth of the area, while protecting neighborhoods, and environmental and historic resources. It extends zoning and land development regulations and provides for coordinated land use, transportation and infrastructure planning to protect public health and safety. Annexation promotes orderly development patterns and a more efficient provision of physical infrastructure and public services.

Zoning in conformance with the adopted land use plan provides certainty and predictability for businesses and industries wanting to locate, operate or expand operations in the area. Lenders and insurance providers can be assured that higher standards of development are being undertaken for new development projects. Zoning also provides protection from the encroachment of incompatible uses that may negatively affect the property's value or the ability to continue the use on the property. The adopted land use plan identifies areas that are appropriate for neighborhood and community-level commercial uses in proximity to residential uses, and typically relegates more intense regional commercial or industrial uses to the intersections of major roadways or along highways. Traffic impact analysis guides the level of infrastructure improvements required to mitigate the impact of traffic generated by future development. Building codes will ensure a higher standard of development than is otherwise being enforced.

Limited purpose annexation will contribute to the long range planning and protection of environmental and historical resources. The extension of zoning and development codes to the area will prevent uses that could have negative impacts to surface water resources and will prevent unauthorized uses and construction within the floodplain; thereby, improving water quality, public safety, and protecting riparian habitats. Parks and open space uses will be zoned to allow for the continuation of the use as community assets. Historic resources could be protected by historic landmark or historic district designation.

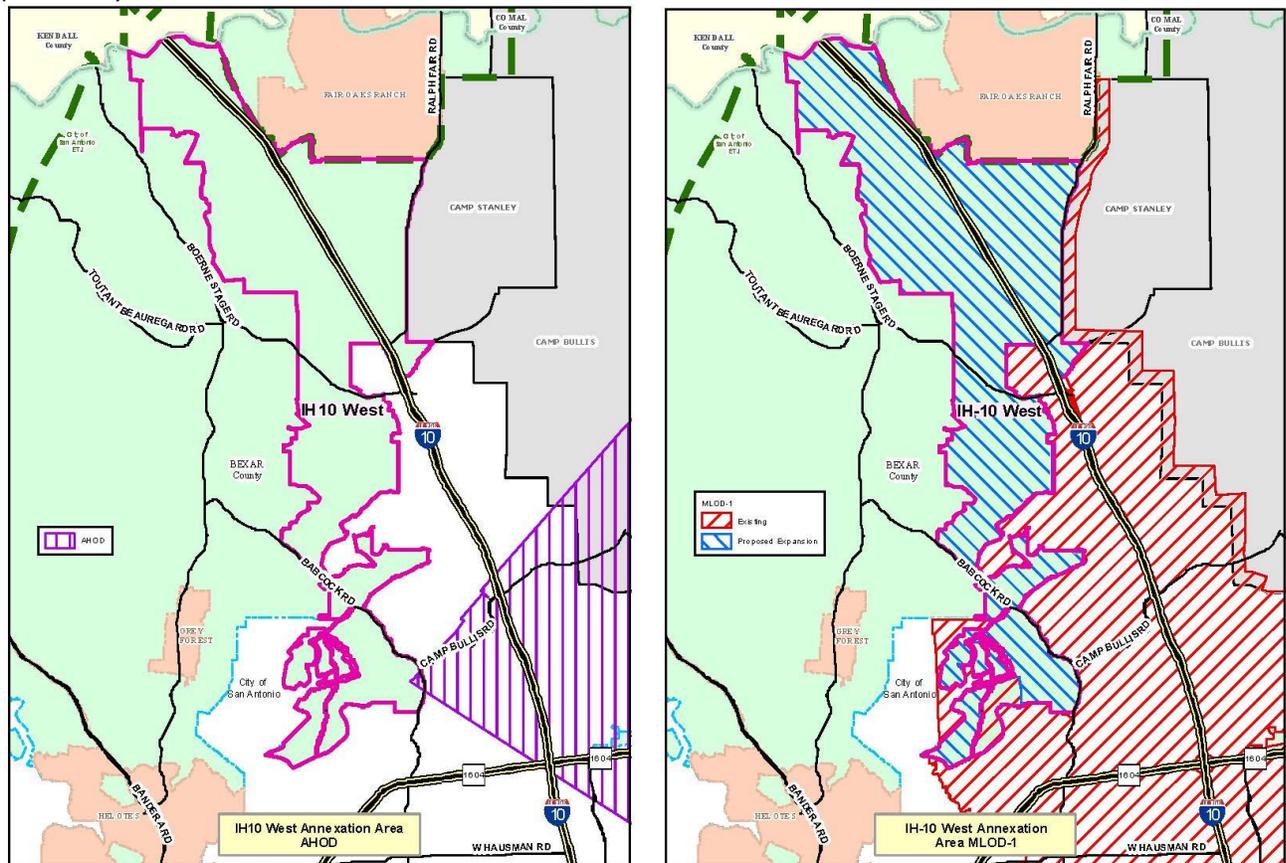
Thus, limited purpose annexation will extend zoning regulations and building codes to this established area that is experiencing growth within the unincorporated county to improve the overall quality of development while protecting environmental and historic resources. Furthermore, limited purpose annexation will provide a voice to area residents in future development through the zoning public hearing process and public hearing notice procedures.

Should the areas be annexed for full purposes, property owners and residents will benefit from suburban and urban levels of public services. Limited purpose annexation will provide a three year period to prepare the area to receive full city services, and provide time to identify needed public projects in the capital improvements plan. The City will not impose ad valorem taxes during the limited purpose annexation period.

### **Economic Impacts**

Camp Bullis and Camp Stanley are located adjacent to the IH-10 West Limited Purpose Annexation Area. Camp Bullis has served as the training site for soldiers stationed at Fort Sam Houston since 1917. Camp Bullis is approximately 28,000 acres and is the home of the Department of Defense medic training and officer medical specialties. It is the only large field training area for 85,000 personnel stationed at Joint Base San Antonio (JBSA) which consists of Lackland and Randolph Air Force Bases and Fort Sam Houston. Camp Stanley is a separate facility on the west side of Camp Bullis, operated by Army Material Command with the mission of military small arms and ammunition storage. In fiscal year 2015, approximately 170,000 personnel were trained at Camp Bullis. Fort Sam Houston is the parent command to Camp Bullis and provides overall leadership, management and oversight.

### **Maps 2 & 3: Airport Hazard Overlay District (AHOD) and Military Lighting Overlay District (MLOD-1)**



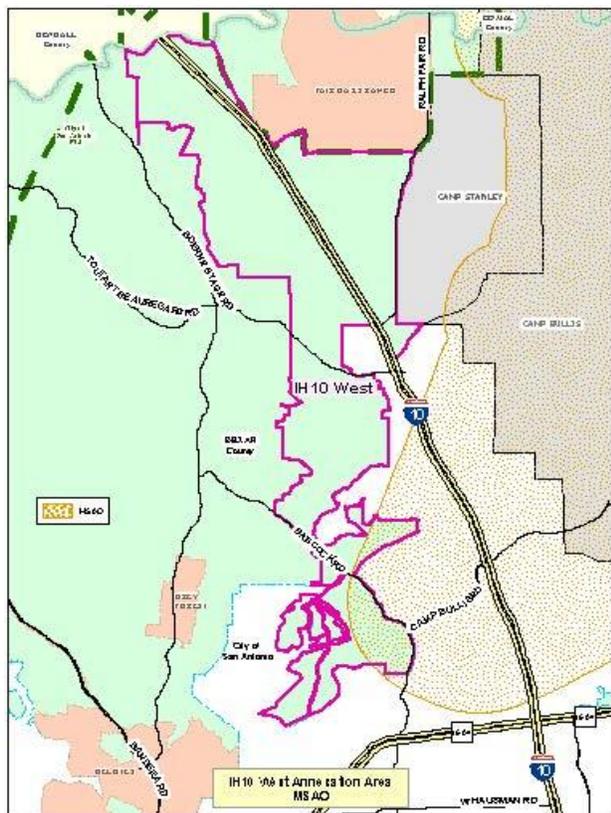
In 2005 the Department of Defense (DoD) recommended the creation of Joint Base San Antonio (JBSA) which combined Fort Sam Houston Army Base, Randolph Air Force Base, and Lackland Air Force Base thus creating the largest joint base in the DoD. JBSA services more DoD students than any other installation and has the largest hospital and a level one trauma center. The total economic impact of Joint Base San Antonio is estimated at \$12.789 billion. When determining

the total economic impact of Joint Base San Antonio Camp Bullis is included with Fort Sam Houston.

Limited Purpose Annexation will enable the City of San Antonio through zoning to manage uses adjacent to Camp Bullis and Camp Stanley. A Joint Land Use Study was finalized in 2009 for Camp Bullis that included many initiatives such as the Airport Hazard Overlay District (AHOD) and the Military Lighting Overlay District (MLOD-1). The AHOD is specified in (Section 35-331 of the UCD) and includes height and use restrictions for development near airports and military airfields. The AHOD also regulates uses that may create potential bird air strike hazards (BASH) which may adversely affect military operation. The Military Lighting Overlay District (MLOD-1) promotes compatibility around the training facility and minimize encroachment so that it will remain operational for future military students. The Camp Bullis JLUS Study recommends a Military Lighting Overlay District for the entirety of the study area and extends 5 miles from the Camp Bullis boundary line.

The Military Lighting Overlay District was adopted by City Council in order to limit the impact of outdoor lighting on nighttime military training operations. The MLOD-1 is an overlay zoning district applied to all properties within five miles of the Camp Bullis Military Installation. This overlay district affects both commercial and residential properties as well as parking lots, signs, and street lighting. The MLOD-1 regulates the type, intensity, and positioning of outdoor lighting for all affected properties.

#### *Map 4: Military Sound Attenuation Overlay (MSAO-1)*



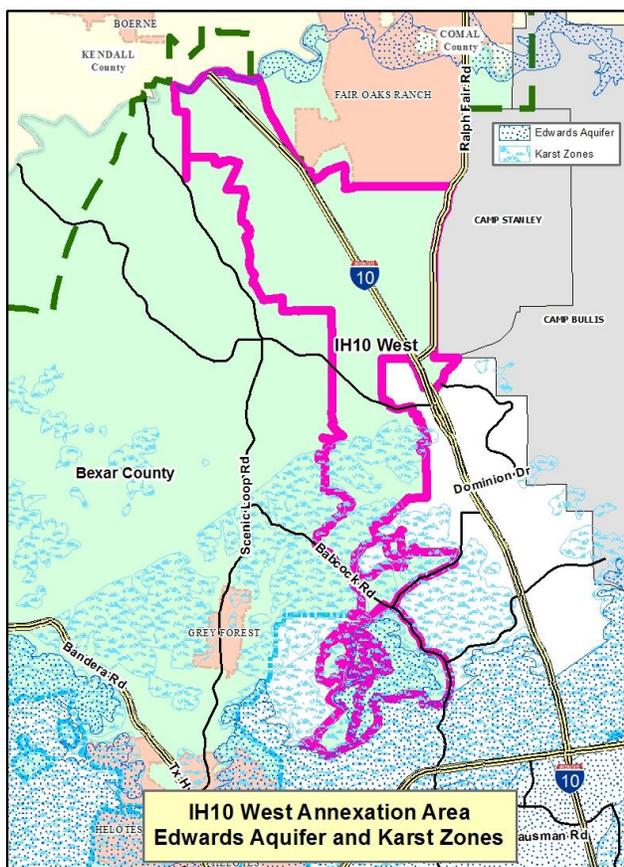
Approximately 7.33% (700 acres) of the study area is within the recommended Military Sound Attenuation Overlay (MSAO-1) based on the JLUS Study. The purpose of the MSAO is to reduce the intensity of sound that is surrounding Camp Bullis. The MSAO-1 was created as a way to address the public concern over noise created by military training activities at Camp Bullis by establishing sound insulation standards for land uses sensitive to elevated noise levels. The intent is to improve the sound insulation of buildings and to lessen the noise audible within new construction. All habitable portions of new structures occupied by noise sensitive land uses must be designed and constructed to achieve an outside to inside noise level reduction of at least 25 decibels or must be built to the noise attenuation standards.

Within the IH-10 West Study area there are 50 properties (10.4% of study area) valued for agriculture. These properties are located primarily in the northeastern section of the study area. In accordance with state code, owners of properties that are appraised for agricultural or wildlife management use or as timber land may postpone annexation through a development agreement until such time that a development plat or other document is filed. (Local Government Code 43.035).

### **Environmental Impacts**

IH-10 West is the gateway to the Texas Hill Country and the area exhibits a range of steep slopes. The landscape of the IH-10 West is rocky and rugged and is dominated by Ashe juniper (cedar) and various oaks. The IH-10 West area contains several federally listed threatened and endangered species. Endangered species known to exist in the study area include two small song birds, the Golden-cheeked Warbler and the Black-capped Vireo, six endangered plant species, and nine karst invertebrates often referred to as “cave bugs.” Potential habitat for these species is generally located in northern Bexar County due to the geology and vegetation of the Edwards Plateau.<sup>7</sup>

*Map 5: Edwards Aquifer and Karst Zones*



Golden-cheeked Warblers utilize heavily wooded areas along steep slopes, drainages, and upland areas with a thick tree canopy typically comprised of both mature Ashe junipers and hardwoods and were placed on the endangered species list in 1990. Black-capped Vireos were placed on endangered species list in the United States in 1987. Black-capped Vireos tend to occupy recently disturbed areas that are relatively open and contain a shrubby component. The main threat to both of these birds is loss of habitat and, for Vireos, nest-site parasitism from cowbirds who lay their eggs in Vireo nests.<sup>8</sup>

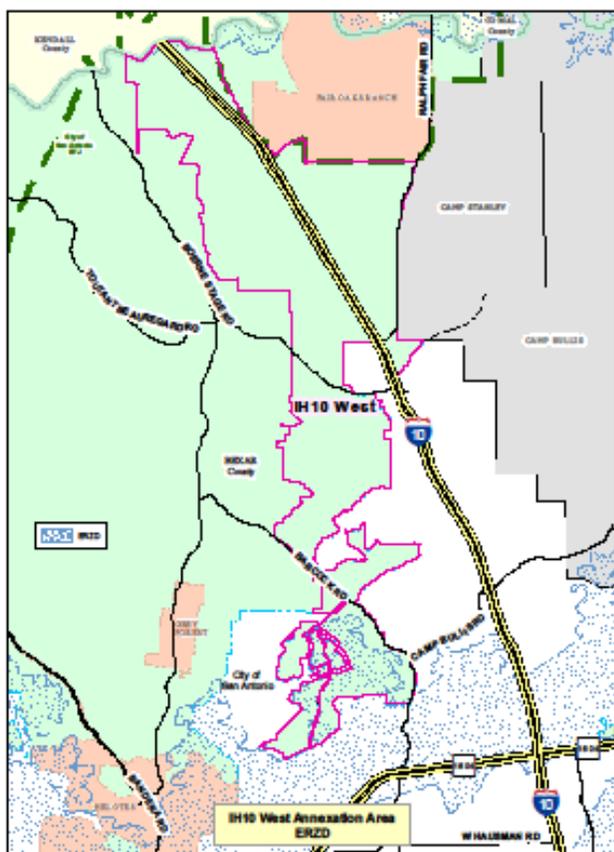
Karstic limestone outcroppings on the Edwards Plateau provide habitat for karst invertebrate species. Frequently, karst invertebrates in the study area are single-cave endemics, which means they are only located in that single feature. The invertebrates cannot relocate or be relocated to other karst features. If the karst feature is disturbed by

<sup>7</sup> Source: San Antonio North Sector Plan

<sup>8</sup> Source: San Antonio North Sector Plan

development, direct/indirect contamination, or changes to water flow/water availability, the species may be lost at that location. Additionally, karst invertebrates are an indicator of water quality and quantity. Several measures are currently in place and being evaluated to protect sensitive habitats and endangered species within the IH-10 West area.<sup>9</sup> Federal regulations currently require site evaluations to be submitted when a developer is proposing to build on an area that could potentially support endangered species. Currently, property over two acres being platted, a new Planned Unit Development (PUD), Master Development Plan (MDP), or tree removal require the requestor to fill out a Habitat Compliance Form and submit to the US Fish and Wildlife Services Department. Upon annexation through limited purposes, this practice will continue.

Approximately 9.13% (889 acres) of the IH 10 -West area is within the Edwards Aquifer Recharge Zone. The Edwards Aquifer, runs underneath 12 Texas counties and is the primary source of drinking water for the City of San Antonio. This aquifer is an immense underground reservoir that stores and transports water. Rainfall and streams seep into cracks, fissures, fractures, sink holes, caves, and other karst features, eventually reaching the aquifer. The Edwards Aquifer produces many springs that feed creeks, streams, waterfalls, and rivers



throughout Bexar County and Central Texas. In addition, the Edwards Aquifer is able to supply most of Central Texas with drinking water. The importance of preserving and protecting the Edwards Aquifer Recharge and Contributing Zones is a fundamental step in ensuring there is an adequate and healthy supply of water for the current and future residents of San Antonio and Central Texas.

Applying zoning through limited purpose annexation will prohibit uses that could cause contamination to the Aquifer. The Edwards Recharge Zone District is designed to not allow land uses which could adversely affect the water supply and thereby minimize the risk of potential occurrences where substances could enter the water reservoir. Land uses permitted are those not having operations, production, or storage of hazardous materials which could contribute contaminants to the water supply.

Map 6: Edwards Aquifer Recharge Zoning District (ERZD)

<sup>9</sup> Source: San Antonio North Sector Plan

All land use allowed must also conform to the development standards in Chapter 34, Article VI, division 6 of the City Code.

Leon Creek along with several intermittent streams run through the IH-10 West area. Leon Creek originates from far northwestern Bexar County and runs southeast for approximately 57 miles until it meets with the Medina River which then flows into the San Antonio River in south Bexar County. The Leon Creek watershed contributes to both the Edwards Aquifer and the Trinity Aquifer. Leon Creek also has a linear hike and bike greenway project that begins at IH-10 West and Loop 1604 and continues south along the creek for 13.5 miles. Approximately 400 feet of the Salado Creek flows through the most western portion of the IH-10 West study area.

Approximately 6.3% (598 acres) of land is located in the Federal Emergency Management Agency (FEMA) 100 year floodplain and 76% (7,263 acres) of the area is located in mandatory detention areas. There are significant drainage ways that affect the area therefore requiring an area wide drainage strategy and mandatory detention areas. Detention areas are a conventional method for managing stormwater and mitigating downstream impact. The City of San Antonio requires any negative impacts to downstream drainage systems be mitigated to prevent damage to downstream properties and prevent any dangers that may cause harm to people.

The extension of zoning and development codes to the area will prevent uses that could have negative impacts to surface water resources and prevent unauthorized uses and construction within the floodplain; thereby, improving water quality, riparian habitat, and public safety.

The parks near the IH-10 West area are for the most part preserved natural areas. Some of the parks adjacent to the study area are the Woodland Hills Park, Crown Ridge Canyon Natural Area, Friedrich Wilderness Park, Rancho Diana Park, Medallion Park, La Cantera Golf Club, and Cedar Creek Golf Course. Palmer Golf Course at La Cantera is partially located within the study area. Parks, natural areas and golf courses that are annexed will be zoned so they can continue operations as open space or recreational amenities.

In 2000, the San Antonio voters approved Proposition 3 which allowed for a 1/8 of a cent addition to the local sales tax in order to collect \$45 million to purchase sensitive properties located over the Edwards Aquifer through fee-simple transactions. In 2005 and 2010 voters approved Proposition 1 which allowed for 1/8 of a cent addition to the local sales tax in order to collect up to \$90 million for Edwards Aquifer Protection through conservation easements and \$45 million to be used for linear creek parks. In May 2015, voters approved Propositions 1 and 2 which continues the 1/8 cent sales tax previously approved by voters and will continue to provide funds to support aquifer protection and creation of linear creekway parks.

The properties purchased with Proposition 3 in close proximity to the IH-10 West area are the 240 acre Crown Ridge Natural Area, the 1,153 acre Rancho Diana, the 327 acre Woodland Hills, and the 161 acres Medallion Park. Additional locations within the study area could be acquired

either through public or private funds, where available, in order to preserve the Edwards Aquifer Recharge area as native habitat.

### ***Scenic, Cultural, and Historic Resource Impacts***

Leon Springs is partially located within the IH-10 West study area and was settled in the mid-nineteenth century primarily by German immigrants. Several sites within the Leon Springs unincorporated area are registered on the National Registry of Historic Places.

The Aue Stagecoach Inn is just outside the study area and became the first stop on the stagecoach route between San Antonio and San Diego, California and was added to the national registry in 1979. The Von Plehwe Complex is also right outside the IH-10 study area boundary and was added to the registry in 1983 and consists of a set of historic saltbox houses and is located on 100 acres along Boerne Stage Road west of Leon Springs.

The First Officers Training Camp also called Camp Funston is registered with the Texas Historical Commission and was originally founded in 1917 to train officers for World War I. This camp was in use for one year until the inception of Camp Bullis and Camp Stanley. The First Officers Training Camp is also just outside the study area and within the City of San Antonio.

The IH-10 West area is rich in history and has been involved in important events that have shaped the City of San Antonio. Some of the important historic cattle trails and corridors within the IH-10 West area include the Old Spanish Trail auto highway, El Camino Real, the Pinta Trail, the Great Western Cattle Trail, and Boerne Stage Scenic Loop Road.

The Pinta Trail was an early Native American trail used as a route to the interior of the Texas Hill Country traversed by foot and by horse. Evolving from this once-narrow pathway was a wagon trail for immigrants. The trail originated in central San Antonio, followed today's Blanco Road and Salado Creek, traversed what is now Camp Bullis, and crossed the Puerta Pinta (or Paint Mountain Pass) in northern Bexar County. This trail became one of the wagon trails from San Antonio to Boerne, eventually leading to Fredericksburg.

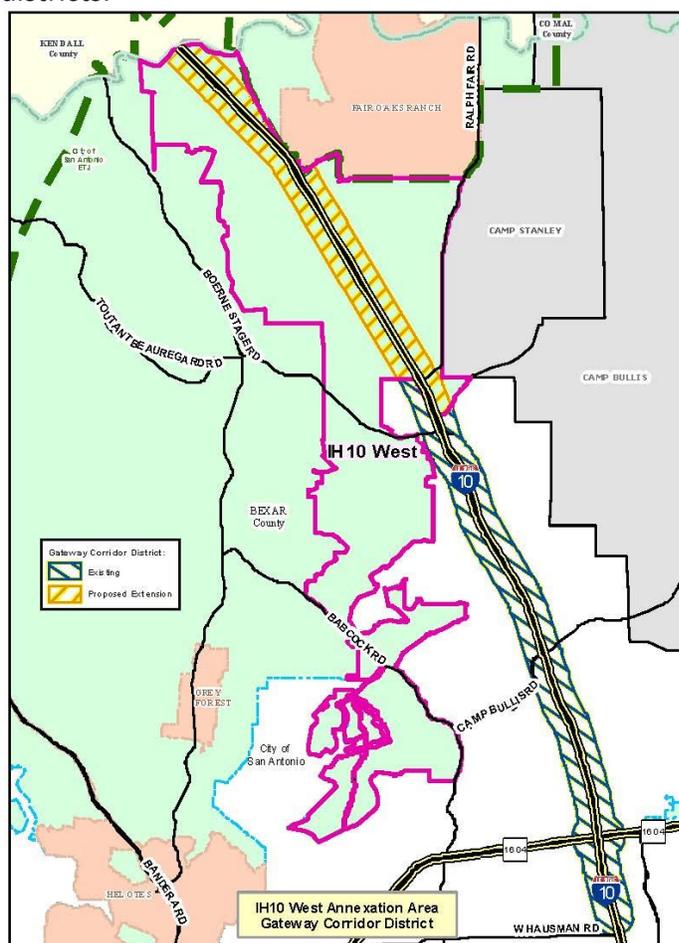
The Great Western Cattle Trail was used in the 19th century for movement of cattle to markets in the East. The trail was also known as the Western Trail, the Dodge City Trail, or the Old Texas Trail. The Great Western Trail began at Bandera west of San Antonio and passed near Buffalo Gap and Abilene, in western Texas, and continued on north of Dodge City, Kansas to Ogallala, Nebraska and Belle Fourche, South Dakota. It ran west of and roughly parallel to the Chisholm Trail.

Boerne Stage Road is a scenic route that lies within the planning study area. A drive along this stretch of road shows evidence of prehistoric sites, nineteenth-century rock structures, historic ranches and farms, abundant wildlife, and the Old Spanish Trail that are an important aspect of the study area.

The Old Spanish Trail auto highway runs through the IH-10 West study area. The Old Spanish Trail movement began organizing in 1915 to promote a paved automobile highway across the southern United States connecting six centers of historical interest such as St. Augustine, New Orleans, San Antonio, El Paso, Tucson, and San Diego. The Old Spanish Trail organization is planning for a decade long Centennial Celebration with a 2029 motorcade grand finale from St. Augustine, Florida to San Diego, California.

Within the study area there are also several historic cemeteries such as the Fromme Cemetery and the Heidemann-Moreau Cemetery which date back to 1923.

The application of historic landmark and district designations through zoning offers protections that require development projects meet standards for the exterior rehabilitation of historic properties and appropriate site design by review of a Historic Design Review Commission. Presently, counties are unable to offer these protections related to local landmarks and districts.



Map 7: Proposed Gateway Corridor District (GC-1)

The City of San Antonio adopted the Gateway Corridor District from UTSA Boulevard to the San Antonio city limits and extends 1,000 feet on either side of the right-of-way of IH-10 West. The Gateway Corridor District was designed to preserve the scenic hill country feel of the area and protect the area by preventing the erosion of the hill country views. This corridor overlay district is proposed to be extended along IH-10 West upon annexation. The application of development standards such as overlay districts, building codes, and zoning will help ensure quality development or redevelopment and protect property values in that all new development and redevelopment will meet higher standards.

### **Issues supporting and Public Benefits of Limited Purpose Annexation**

The proposed Limited Purpose Annexation would address the rapidly growing areas in the unincorporated county to protect public health and safety and ensure higher minimum residential and commercial development standards through the extension of zoning and city codes, expand the city's economic vitality as a regional center by providing certainty and predictability, protect the Edwards Aquifer, preserve the U.S. military missions through land use controls, facilitate long range planning in environmentally sensitive areas and growth centers, and enhance the City's overall regional economic position in bringing new jobs, population, and investment to the region.

Limited purpose annexation will establish a regulatory framework for the area to protect public health and safety. Limited purpose annexation provides the tools to regulate the type and character of development and redevelopment through the application of zoning, site development standards, building codes, and other regulatory tools not currently available in unincorporated areas. Annexation will allow the extension of more stringent International Building Codes to all construction projects.

In Texas, county building permits may be issued only for an establishment or a multifamily dwelling. The State does not enable a county to require an approval prior to the beginning of new residential construction (Local Government Code, Sec. 233.0615). Permits are not required for single family or duplex residential construction by Bexar County. For commercial and multifamily projects, Bexar County utilizes and references the International Building Code Series and amendments found in the Bexar County Rules for the Enforcement of the 2015 International Fire Code and 2015 International Building Codes. In addition, references are made to the National Fire Protection Association standards and other pertinent state laws.

The application of Building Codes regulating minimum construction standards and inspections referenced in Chapter 6 and 10 of the City of San Antonio Municipal Code will ensure that new residential and non-residential buildings are safe for habitation, meet minimum standards to secure financing from lenders, and hold value over the long term. This includes application of the 2015 International Building Code, 2015 International Existing Building Code, 2015 International Residential Code, 2015 International Mechanical Code, 2014 National Electric Code of the National Fire Protection Association, the 2015 International Plumbing Code, the 2015 International Fuel Gas Code, and the 2015 International Energy Conservation Code. The 2015 International Fire Code with local amendments referenced in Chapter 11 of the Municipal Code will be extended through Limited Purpose Annexation.

San Antonio proposes the extension of zoning to the limited purpose annexation area. Zoning allows for the segregation of uses that are incompatible, and can provide transitional uses between more intense and less intense uses. Zoning regulates use intensity and density. With

zoning legal nonconforming uses may continue; however, as these non-conforming uses are vacated, incompatible uses are gradually eliminated through the zoning of future development.

On the other hand, counties are prohibited from regulating: the use of any building or property for business, industrial, residential, or other purposes; the bulk, height, or number of buildings constructed on a particular tract of land; the size of a building that can be constructed on a particular tract of land, including without limitation and restriction on the ratio of building floor space to the land square footage; and the number of residential units that can be built per acre of land; (Local Government Code 232.101(b)).

The extension of zoning is important in preserving the military missions of Camp Bullis. Zoning can be extended to undeveloped land before development occurs ensuring compatible uses adjacent to the military installation, and can prohibit changes in use on developed land that would be incompatible. The Military Lighting Overlay and the Military Sound Attenuation Overlay can be extended to further protect Camp Bullis and adjacent property owners related to the mitigation of light pollution and noise. Although Bexar County issued an order regarding outdoor lighting within the unincorporated area within 5 miles of Camp Bullis on August 18, 2009, the enforcement of the lighting provisions is primarily complaint based, and relies largely on voluntary compliance. Permits for residential lighting are not required by Bexar County.

The extension of development regulations will protect the environmentally sensitive lands within the IH-10 West area. Future residential development should consider the limiting effects of slope, vegetation, floodplain as growth pressure is expected to extend north in the future. As such, care should be expanded to master plan these lands with the intent to focus housing density in areas where limitations of development are minimal or can be reasonably mitigated. Through zoning, the Edwards Aquifer Recharge Zone can be protected by prohibiting uses that could cause contamination to the Aquifer.

Expanding development regulations and zoning will allow for protection of the Hill Country corridor and historic sites. Extending the City of San Antonio planning practices, zoning, and development standards along the IH-10 West Corridor will ensure appropriate design standards are applied to regulate the appearance of the corridor, will protect public investments being made to IH-10 West, and will preserve and enhance property values. Through zoning the Office of Historic Preservation will be able to review and make proper recommendations for the preservation of historically significant sites and areas prior to the issuance of approval of new Master Development Plans.

After the study area is annexed for limited purposes, the City will begin planning for the delivery of full City services in anticipation of full purpose annexation. The study area is rapidly urbanizing, and would benefit from an urban level of services. Upon full purpose annexation, the City would extend a comprehensive set of codes, including animal control, nuisance, health, and business regulations, in addition to zoning and development codes. Public streets and parks would be maintained by the City. The City would provide police protection, fire and emergency response, and solid waste collection services such as recycling, dead animal pick up,

brush and bulky item collection, and illegal dump clean ups. The boundary for the study area is based on fire travel response time to ensure an equivalent level of service as received in the corporate city limits.

During the three-year period of limited purpose annexation, the City will plan for needed capital improvements. The City is proposing to build one fire station to cover the study area. After annexation, the City would be able to partner with other agencies with capital improvements and bond projects in the study area. Property owners in the area will have three years to plan for the financial impact of full purpose annexation.

**Proposed Zoning for the Area**

The zoning plan will be developed based on the future land use plan for the area, and current land uses identified through Bexar County Appraisal District data, aerial maps, and field surveys. The area will be zoned in accordance with the procedures required by state law and the Unified Development Code (UDC), Chapter 35 of the City Code.

Notice to property owners and by publication, public hearing or hearings and recommendation by the zoning commission shall be followed, and further, notice shall be mailed to adjacent property owners, both inside and outside the corporate limits of the city, whose property is within two hundred (200) feet of the subject property. Comments regarding the proposed zoning will be considered at the public hearings held by the Zoning Commission and City Council.

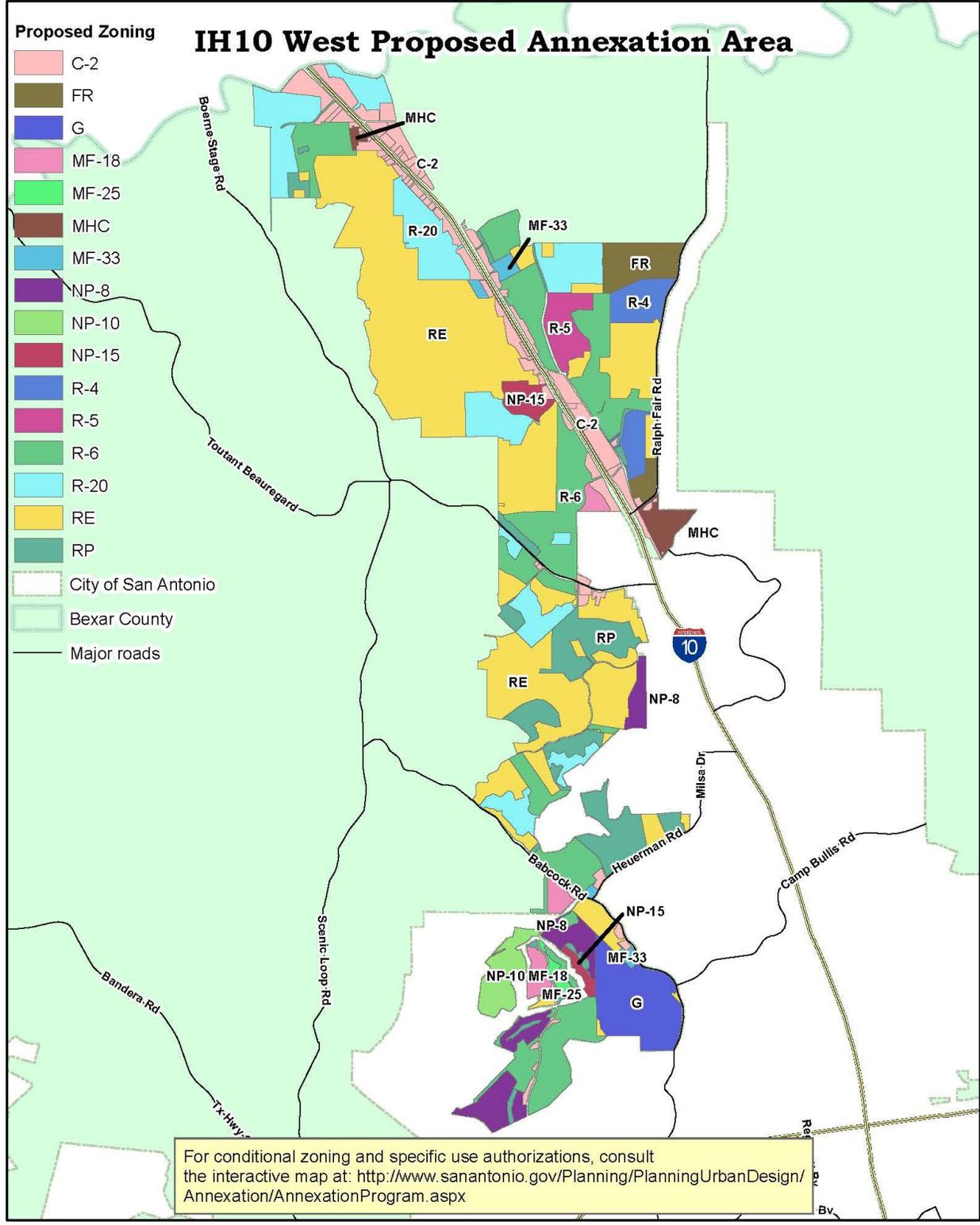
In addition to the base zoning, additional zoning overlays are being recommended. Please see the following pages in this report for maps and overlay district explanations.

**Overlay Districts Maps:**

- Map 2: Airport Hazard Overlay District (AHOD) – page 9
- Map 3: Military Lighting Overlay District (MLOD-1) – page 9
- Map 4: Military Sound Attenuation Overlay (MSAO-1) – page 10
- Map 6: Edwards Aquifer Recharge Zoning District (ERZD) – page 12
- Map 7: Gateway Corridor District 1 (GC-1) – page 15

The proposed zoning for the annexation area is detailed on Map 8. To determine the proposed zoning for a parcel, consult the Proposed Annexation interactive map program at:  
<http://www.sanantonio.gov/Planning/PlanningUrbanDesign/Annexation/AnnexationProgram.aspx>

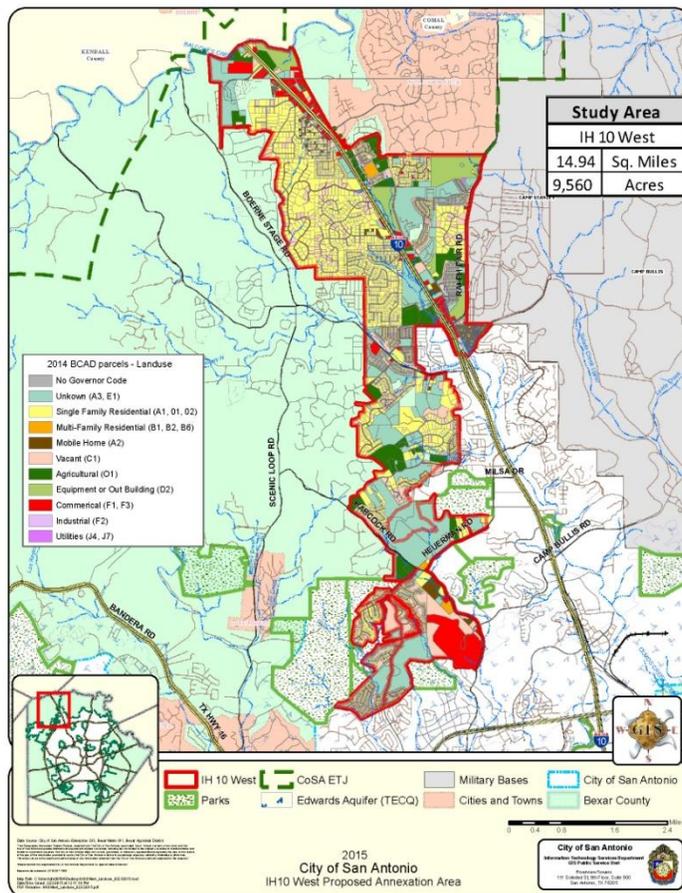
Map 8: Proposed Zoning



**CITY OF SAN ANTONIO**  
**LIMITED PURPOSE ANNEXATION REGULATORY PLAN for**  
**THE IH-10 WEST AREA**

This section constitutes the regulatory plan, prepared in accordance with §43.123 (d) of the Local Government Code. The regulatory plan identifies:

- Land Use and Development Regulations
- Future Full Purpose Annexation.



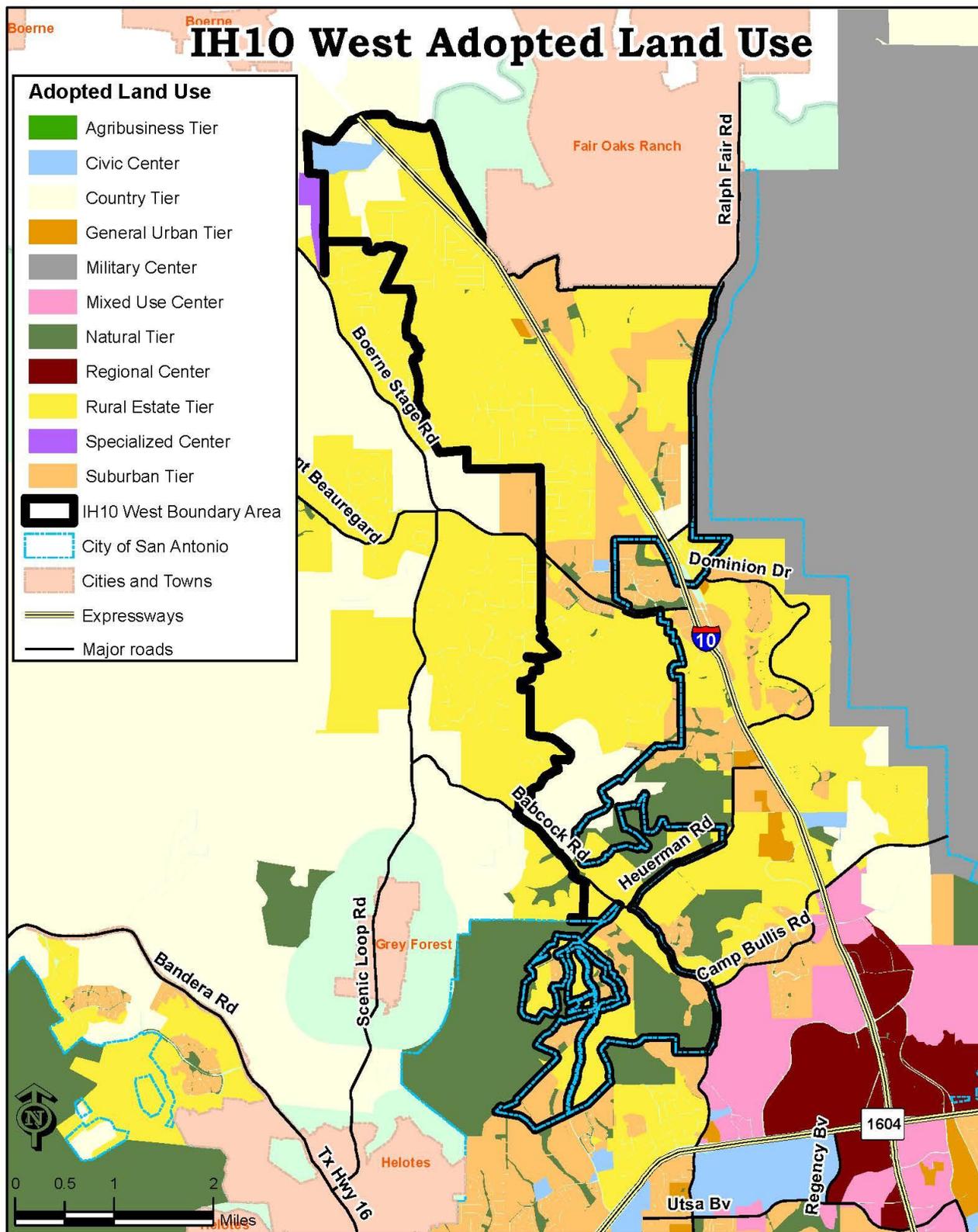
### Land Use

#### *Existing Land Use*

The IH-10 West annexation study area consists of approximately 9,560 acres (14.94 square miles) in Bexar County located along IH-10 West adjacent to Camp Bullis from the San Antonio City limits to Boerne's extraterritorial jurisdiction line and is located within the City's Extraterritorial Jurisdiction (ETJ). Per the 2010 U.S. Census Bureau, there are approximately 12,871 residents in the proposed annexation area and the twenty year projected population is 22,928 based on 26 Master Development Plans (MDPs). The current median single family residential value is \$287,610. The table and map below detail the existing land use based on 2014 Bexar Appraisal District data.

*Map 9: Existing Land Use*

Map 10: Adopted Land Use Plan



Land Use (LU) Category	No. of Acres	Acres/ LU Category	Parcels
Single-family Residential	3,588	38%	5,116
Multi-family Residential	49	.5%	3
Commercial	578	6%	105
Agriculture/ Open Space	998	10%	51
Vacant Lots	1,358	14%	632
Utility	4	.04%	5
Exempt	17	.1%	13
Mobile Home	123	1.2%	293
Unknown	2,340	25%	118
Right-of-way	505	5%	NA
<b>TOTAL</b>	<b>9,560</b>	<b>100%</b>	<b>6,336</b>
Floodplain	598	6.3%	NA

#### *Comprehensive Plan and Future Land Use*

The IH-10 West study area is subject to the North Sector Plan, which is a component of the Comprehensive Master Plan of the City. The North Sector Plan was adopted in 2010 and currently satisfies the requirements of §43.127 (b) of the Local Government Code as a land use and intensity plan and will continue to serve as a basis for services and capital improvement project planning. Thereafter, suitable zoning districts will be recommended for the area based on the amended plan. (See the Planning Study for information regarding the proposed zoning.)

The North Sector Plan in the IH-10 West area has designated the highest density residential and commercial intensity in the General Urban Tier, Moderate residential density and commercial intensity uses are designated as Suburban Tier, primarily for planned and exiting residential neighborhoods and community commercial uses. Country Tier is designed for large tract, detached single family housing served by well and septic, generally greater than 10 acres, while the Rural Estate Tier can accommodate lots that are half an acre or greater. Natural Tier designations include parks, recreational areas, golf courses, and floodplain areas.

If a future land use amendment is required, the proposed amendment from the adopted future land use category to the proposed future land use category must be consistent with the City's Comprehensive Plan. The proposed future land use categories are complimentary to the existing land uses and future land use classifications throughout the annexation area.

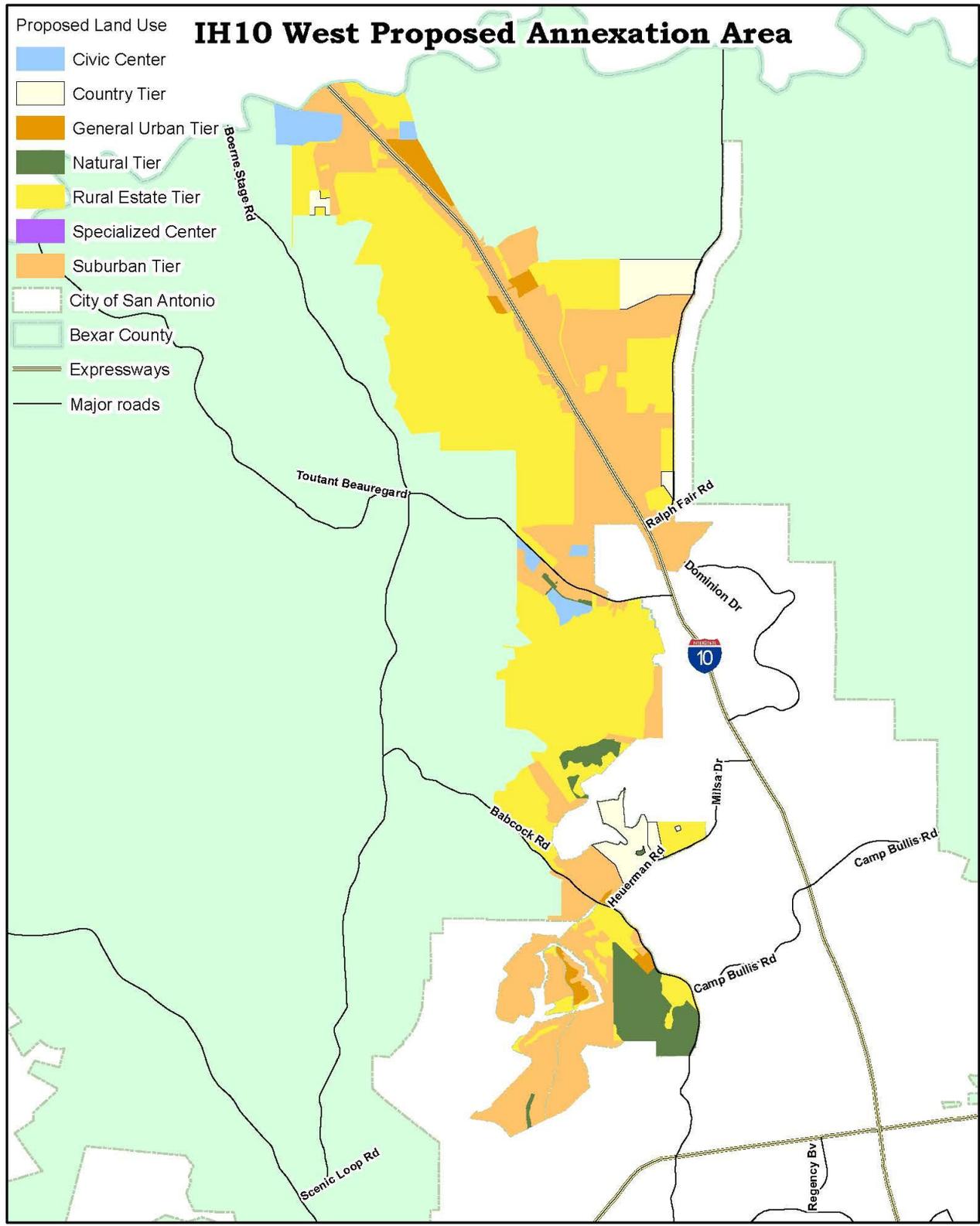
The proposed future land use plan considers the following planning principals based on the 1997 Master Plan and the North Sector Plan policies:

- Distribute land uses to meet the physical, social, cultural, economic, and energy needs of present and future populations
- Ensure that the proposed land uses and development are compatible in their use, character and size to the site and surrounding area
- Develop and maintain parks, open space, and recreational opportunities in all parts of the community.

- Encourage patterns of urban development that provide a full range of housing choices and promote a sense of community, urban vitality and the efficient provision of infrastructure
  - Integrate environmental quality protection into all phases of local planning and policy implementation
  - Develop and implement a management plan for land use activities which includes the best management practices, based on scientific study, that will protect the recharge and drainage zones of the Edwards Aquifer from pollution
  - Continue to implement standards and guidelines of existing scenic corridors, gateway corridors and overlay districts to maintain and enhance a consistent design theme
- Future land uses should be compatible

Several amendments to the North Sector Plan are proposed for the annexation area. Among these proposed changes are the expansion of the Suburban Tier uses along IH-10 West, the reduction of Country Tier land use, and the addition of Rural Estate Tier and Suburban Tier land use in the area west of IH-10 West and north of Boerne Stage Road. South of Ralph Fair Road and east of IH-10 West, Suburban Tier land use was expanded and Rural Tier land use was reduced to reflect current development trends. The areas near Heuermann and Babcock Roads as well as the Kyle Seale Parkway also saw an increase to Suburban Tier land use. A General Urban Tier is proposed for the intersection of IH-10 W and Old Fredericksburg Road. The future land use plan amendments for the annexation area are detailed on the following map. To determine the proposed land use for a parcel, consult the City of San Antonio's Department of Planning and Community Development Proposed Annexation interactive map program at: <http://www.sanantonio.gov/Planning/PlanningUrbanDesign/Annexation/AnnexationProgram.aspx>

Map 11: Proposed Future Land Use Plan



### **Development Regulations**

The following planning, zoning, health and safety ordinances in the San Antonio, Texas, Code of Ordinances will be enforced in the areas upon completion of annexation for limited purposes:

- Chapter 6 – Buildings
- Chapter 10 – Building Related Codes
- Articles II, III and IV of Chapter 11- Fire Prevention including references to Chapter 16 (Licenses and Business Regulations) pertaining to Hazardous Materials Permits
- Article VII-Used Automotive Parts Recyclers and Metal Recycling Entities of Chapter 16- Licenses and Business Regulations
- Chapter 28-Signs
- Chapter 34-Water and Sewers
- Chapter 35 – Unified Development Code, including, but not limited to, zoning regulations and all subsequent amendments, replacement ordinances, and related technical and illustrative manuals to these ordinances.

Notwithstanding the Municipal Code references above, the following exceptions shall be established if this area is annexed for limited purposes:

- Fees will be waived for a 180 day period for property owners seeking to register existing uses as non-conforming rights, to rezone a property, or to apply for a plan amendment associated with a proposed rezoning of a property.
- Excluding services and fees for Drainage Utility Services authorized by the Texas Local Government Code, Section 552.044(4)(A) and adopted in Chapter 34 – Water and Sewers
- Both the City of San Antonio and Bexar County will have dual review and will assess fees for subdivision plats in the Limited Purpose Annexation area in accordance with the procedures within the ETJ as outlined in the most recently executed Inter Local Agreement (ILA) between the City of San Antonio and Bexar County.
- Bexar County will continue its procedures for streetlights (35-506.i), continue the maintenance and acceptance of streets and drains and continue to use its own requirements and procedures for pavement design in the Limited Purpose Annexation area as outlined in the most recent ILA. Right-of-way permits and flood development permits will continue to be the responsibility of Bexar County during Limited Purpose Annexation.
- Property owners will be allowed to erect, maintain, and repair traditional barbed wire or electric fences used in conjunction with agricultural, farming or ranching operations.
- Property owners within the limited purpose annexation area will be allowed 180 days to bring their property into compliance with City Codes.

### **Future Full Purpose Annexation**

The areas subject to this Limited Purpose Annexation will be included within the City's full purpose jurisdiction within three (3) years of the effective date of the limited purpose annexation ordinance unless the date for full purpose annexation is postponed by written agreement between the City and a majority of the affected landowners of a tract of land.

#### *Planning Milestones*

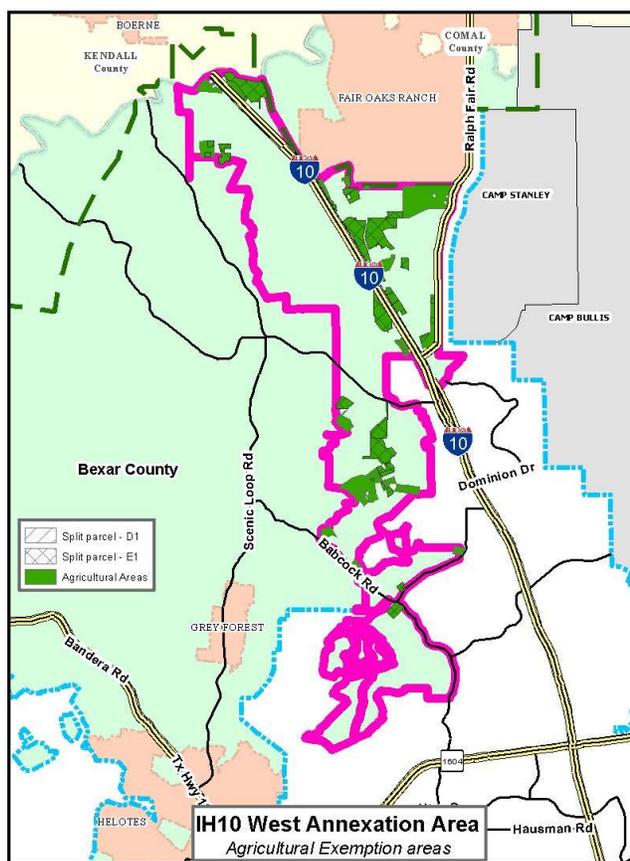
State law requires specific steps be completed by the City for each of the three years after an area is annexed for limited purposes leading toward the full-purpose annexation of the areas.

- By the end of the first year, the City must prepare a land use and intensity plan to be a basis for services and capital improvement project (CIP) planning.
- By the end of the second year, the City must include the area in the long-range financial forecast and in the City's program to identify future CIP projects.
- By the end of the third year, the City must include CIP projects intended to serve the area in the adopted CIP program and identify potential sources of funding.

#### *Development Agreement*

Pursuant to Section 43.035 of the Local Government Code, the City of San Antonio is obligated to offer a Non-annexation Agreement to owners of properties appraised for ad valorem tax purposes as agricultural, wildlife management, or timber management. If the offer is accepted by the property owner and a signed and notarized copy of the agreement is returned to the

City, the agreement will be presented to City Council for consideration. Upon acceptance by City Council, the property will be excepted from the proposed annexation.



#### ***Disclaimer***

The City has made a good-faith effort to provide accurate references to the Municipal Code sections in which the ordinances described above are codified. In the event that a portion of the Municipal Code listed above contains a reference to a portion of the Municipal Code or another City Ordinance that is not listed above then, to the extent necessary to either provide meaning to or to carry out the meaning of the listed portions, the referenced portions of the Local Government Code, Municipal Code or other City Ordinances shall also apply. Any failure to list all relevant Municipal Code references is inadvertent and will not affect

Map 12: IH-10 West Annexation Area Agricultural Valuation

enforcement of the ordinances by the City. Further, any and all exhibits contained herein are intended for reference purposes only and shall not be construed to be final. All exhibits shall be deemed “final” upon adoption of this draft Limited Purpose Annexation proposal. The adopted regulatory plan must be the same as the proposed regulatory plan unless the San Antonio City Council finds and states in the ordinance the reasons for adoption of a different regulatory plan. The City of San Antonio City Council, by ordinance, may change an adopted regulatory plan if, in the ordinance making the change, the City Council finds and states the reasons for the adoption of the change.