GROWTH POLICY AND ANNEXATION STUDY

Community Advisory Working Group Meeting #1
July 23, 2019
MEETING PURPOSE/AGENDA

1. Introductions
2. Study Background and Purpose
3. Project Overview
4. Challenges and Opportunities Discussion
5. Issue(s) Definition
6. Next Steps
INTRODUCTIONS
ABOUT EPS AND AUXILIARY MARKETING SERVICES

EXPERTISE

- REAL ESTATE ECONOMICS
- PUBLIC FINANCE
- LAND USE & TRANSPORTATION
- ECONOMIC DEVELOPMENT & REVITALIZATION
- FISCAL & ECONOMIC IMPACT ANALYSIS
- HOUSING POLICY
- PUBLIC-PRIVATE PARTNERSHIP (P3)
- PARKS & OPEN SPACE ECONOMICS
ABOUT EPS AND AUXILIARY MARKETING SERVICES

SAN ANTONIO PROJECTS

- Sustainable Urban Economic Impact Model, CoSA
- Comprehensive Plan Initial Studies, CoSA
- SA Tomorrow Comp Plan, CoSA
- SA Tomorrow Subarea Planning, CoSA
- SAT Airport Master Plan, CoSA
- Housing Policy Framework, CoSA
- Inclusive Tax Abatement Strategy, CoSA
- Regional High Speed Transit Corridor Analysis, VIA
- Real Estate Inventory and TOD Strategy, VIA
- P3 Policy and Procedures, VIA
- Artisan Park Disposition Strategy, SAHA
ABOUT EPS AND AUXILIARY MARKETING SERVICES

KEY STAFF

MATT PROSSER
VICE PRESIDENT

BRIAN DUFFANY
EXECUTIVE V.P.

WALTER KIESER
SENIOR PRINCIPAL

RACHEL SHINDMAN
SENIOR ASSOCIATE

GRETCHE ROUFS
Auxiliary Marketing Services
GROWTH PATTERNS AND TRENDS
ITS ABOUT GROWTH ON THE EDGE

- Bexar County is a major partner
- Multiple jurisdictions
  - Military bases and buffers
  - ETJ’s
- Service provider boundaries
  - SAWS
  - CPS
  - Others
POPOPULATION GROWTH

- Unincorporated Bexar County capturing greater share of growth since 2000
- The population in the unincorporated portion of the County is larger than all other jurisdictions combined
  - The Metro Area’s second largest “City”

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<th>Description</th>
<th>2000</th>
<th>2017</th>
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<td>City of San Antonio</td>
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<td>1,511,913</td>
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<td>Other Jurisdictions[1]</td>
<td>101,895</td>
<td>157,628</td>
<td>55,733</td>
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<td>Unincorp. Bexar County</td>
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<td>289,037</td>
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<td>Total</td>
<td>1,392,931</td>
<td>1,958,578</td>
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Source: U.S. Census; Economic & Planning Systems
HOUSING UNIT CHANGE, 2010 TO 2017

- Growth on the edge has historically been to the north
- Growth has shifted to west in recent years
MANY LAYERS OF GOVERNANCE

- The areas outside of CoSA and other cities/towns in Bexar County are regulated and served by a wide variety of entities.
- Conditions from one area of the county to another can vary greatly.
NON-ANNEXATION AGREEMENTS

- Multiple purposes and types of agreements
  - Residential areas on edge
  - Agricultural
  - Economic Development

- Multiple end years for agreements
SAWS CCN BOUNDARIES

SAWS Water CCN #10640
ESDS AND CPS ENERGY SERVICE BOUNDARIES
ANNEXATION BACKGROUND

ANNEXATION HISTORY

- **1837/38 to 1940** – The City of San Antonio was organized and City limits were established to encompass 36 square miles.
- **1940–1959** – The City expanded on all sides, filling in Loop 410.
- **1980–1999** – Growth continued north and west, filling in the portions of Loop 1604.
- **2000–2013** – San Antonio annexed approximately 77 square miles primarily for Toyota plant and for Government Canyon State Natural Area.
- **2014–2016** – South San Antonio Limited Purpose Annexation totaling 12,450 acres.
- **2017** – Expanded by 14.1 sq. miles (Neal Road Area)
CoSA ANNEXATION POLICY

BASIS FOR ANNEXATION

- The City uses annexation as a tool to implement the Comprehensive Plan.
- The City annexes territory to:
  - Ensure orderly development through zoning and development standards.
  - Create efficiency in service delivery and provides services not available in rural areas.
  - Maximize San Antonio’s economic opportunities and return on the City’s investments.
  - Protect and preserve natural, cultural, historic, military and economic assets.
ANNEXATION BACKGROUND

2016 ANNEXATION EVALUATION CATEGORIES (WHAT IS IMPORTANT)

1. Protect natural, cultural, historic, military and economic assets
2. Provide municipal services
3. Protect public health, safety, and welfare
4. Support intergovernmental coordination and relations
5. Maintain economic and fiscal health of City
ANNEXATION BACKGROUND

2016 ANNEXATION POLICY UPDATE LESSONS LEARNED

- The City should find multiple reasons to annex that should be based on the SA Tomorrow goals, however the reasons can be conflicting.
- Bexar County has limited ability to support urban development.
- Utility service plays a big role in growth management but perspectives on growth can be conflicting.
- The City and Bexar County should meet to develop a coordinated approach and policy regarding development in the unincorporated portion of Bexar County.
SA TOMORROW ANNEXATION POLICIES

- Work with AACOG, AAMPO, and other regional partners to determine a consistent approach for forecasting growth in the region and develop a strategic, proactive approach to annexation that is consistent with the adopted growth forecast.

- Ensure the City’s annexation policy supports desired city form through the application of the Unified Development Code.

- Ensure that newly annexed residents of the City receive a comparable level of service as current residents.

- Ensure that annexation decisions do not create an undue fiscal burden on the City or utility providers (SAWS and CPS Energy).

- Ensure that the City's growth and annexation plan provides direction for decisions made by the major utility providers, SAWS and CPS, so they can aid in reinforcing the Comprehensive Plan.
CoSA ANNEXATION POLICY

SENATE BILL 6

- Prior to 2017, CoSA could pro-actively or unilaterally annex property to manage development on its edges

- SB-6 (2017) limits this power of cities in large counties
  - Annexation is now driven by property owners
  - Cities are required to obtain property owners consent or voters approval
  - Other variations allowed: limited purposed, regulate land use near military bases

- HB 347 (2019) ends most unilateral annexations by any city, regardless of population or location.
Military bases areas provide opportunity to influence and regulate growth
PROCESS

Phase I

Issue Analysis
- Working Group
- Criteria for annexation
- Fiscal/ Cost of Services
- Special districts
- Incorporation requests
- ETJ/Boundaries
- White Paper/Phase I Report

External Engagement
- Community Advisory Group
- Other Cities
- Elected Officials
- Report back to Working Group

Draft Policies
- Community Advisory Group
- Working Group
- Elected Officials
- Input on Draft Policies/Recommendations

Recommendations
- Working Group
- Elected Officials
- Presentations
- Draft/Final Reports

Phase II
PROJECT APPROACH

OUTREACH GROUPS

Purpose: Obtain input to help shape annexation policy and to identify middle ground on issues of conflict

- Working Group – CoSA department representatives and governmental partners (Bexar County, AAMPO, SAWS, CPS)

- Community Advisory Group – Major stakeholders (neighborhood groups, government agencies, advocacy groups, real estate community, JBSA, community leaders)

- CoSA leadership, elected, and appointed officials

- County elected officials, appointed officials, and staff

- Neighboring cities elected officials, appointed officials, and staff

- General public and area specific populations
## PROJECT APPROACH

### SCHEDULE

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<thead>
<tr>
<th>Tasks</th>
<th>February</th>
<th>March</th>
<th>April</th>
<th>May</th>
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<td>Task 2: Issue Analysis White Paper</td>
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**Meeting Window Abreviations**
- PC - Project Chartering
- WG - Working Group
- CAG - Community Advisory Group

**Legend**
- Deliverable Milestones
PROJECT APPROACH

DELIVERABLES

- Technical Report Executive Summary Report and Presentation
- Documentation of Engagement Process Results
- Draft(s) and Final Annexation Policy Document
PROJECT APPROACH

PRELIMINARY OBJECTIVES LIST

- Provide understanding and education of positive and negatives impacts of potential actions the City can take regarding annexation and growth policy
- Create a coordinated approach to growth with stakeholders
- Refine the City’s growth management toolbox for how to achieve the objectives identified in SA Tomorrow
- Create a broad strategy or policy to address the impacts of growth on services, infrastructure, and quality of life.
PROJECT APPROACH

DESIRED OUTCOMES

- Standard set of policies and procedures for the City to follow for partnerships and application of growth tools

- Align the City’s edge growth policy and annexation policy with SA Tomorrow

- Strategy for application of tools and partnerships

- Tools and policies
  - Infrastructure plans, phasing, sequencing
  - Adequate public facilities requirements
  - Extraterritorial jurisdictions
  - Land use plans and zoning
  - Development agreements
  - Intergovernmental agreements
  - Annexation
CHALLENGES AND OPPORTUNITIES
CHALLENGES AND OPPORTUNITIES

- Challenges with supporting the growth of the region
- Challenges with development in unincorporated Bexar County
- Opportunities for addressing challenges
ISSUE(S) DEFINITION – WHAT WE HEARD
ISSUE DEFINITION: RESPONSIBLE GROWTH

- SA Tomorrow Guiding Principles
  1. Focus growth in regional centers and along multimodal corridors
  2. Ensure safe and convenient access to jobs, housing, and amenities
  3. Connect neighborhoods with a system of walkable and bike-able streets and trails
  4. Provide affordable housing and transportation choices
  5. Encourage a variety of amenity-rich places throughout the City
  6. Conserve, protect, and manage San Antonio’s natural, cultural, and historic resources
  7. Encourage innovative and sustainable development
  8. Provide a planning framework for timely planning of the community
  9. Provided enhanced levels of authentic engagement
CHALLENGES FOR MUNICIPALITIES

- **Zoning/Land Use**
  - Inability to ensure compatible development on City’s edges and near assets
  - Some ETJ regulations (Subdivision Regulations, Tree Ordinance, EARZ, etc.)
  - Development ordinances around Military bases
  - Some special district review and approval

- **Protection of Assets**
  - Environmentally sensitive areas, and cultural and historic assets
  - Economic assets: encroachment/incompatible uses
  - Sites for business attraction/economic development

- **Fiscal Impacts**
  - Growing reliance on City’s infrastructure and services from non-residents and businesses
  - Potentially more costlier to provide services to annexed areas due to pattern of growth
UNINCORPORATED BEXAR COUNTY

- **Zoning/Land Use**
  - Texas counties do not have zoning powers
  - Can create an irregular development pattern and adjacency conflicts
    - Risk to property values
    - Threatens assets: military, economic, natural resources, quality of life
  - Limited in ability to support regional growth strategy

- **Building Code/Development Standards**
  - County does not inspect or enforce building code on single family homes
  - Equity: lower priced housing more susceptible to construction shortcuts
  - County FM roads not built to handle suburban/urban traffic
  - Project impacts (access, signals, turn lanes, etc.) addressed along project frontage

- **Fiscal Impacts**
  - Lack of revenue options to provide services
  - Lack of revenue options to proactively support new development
### BEXAR COUNTY

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<th>CoSA</th>
<th>Bexar County</th>
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<td><strong>Objective</strong></td>
<td>• Promote responsible growth</td>
<td>• Support continued regional growth</td>
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<td>• Support continued regional growth</td>
<td>• Allow for urban development</td>
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<td></td>
<td>• Economic development</td>
<td>• Economic development</td>
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<td><strong>Issues / Constraints</strong></td>
<td>• Reliance on City’s infrastructure and services</td>
<td>• Infrastructure may not support growth</td>
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<td>• Inability to ensure compatible development on City’s edges and near assets</td>
<td>• Potential for substandard development</td>
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<td>• Limited land use controls</td>
<td>• Increased need to provide urban services</td>
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<td>• Some ETJ regulations (Subdivision Regulations, Tree Ordinance, EARZ, etc.)</td>
<td>• Lack zoning authority</td>
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<td></td>
<td>• Military bases</td>
<td>• Does not inspect residential development</td>
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<td>• Some special district review</td>
<td>• Lack of revenue tools needed to provide services</td>
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<td><strong>Mutual Benefits</strong></td>
<td>• Economic growth</td>
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<td>• Protection of assets</td>
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<td>• Limiting fiscal impacts</td>
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PARTNERSHIP FRAMEWORK

- Each issue area is influenced by an entity or stakeholder group
- How we work together defines the outcomes
- Focus on policies and procedures for partnerships
REGIONAL GROWTH FRAMEWORK

Bilateral Agreements / Transactional Framework

1. Agreement on issue to address
2. Define objectives on each side
3. Define areas of mutual benefit or common interest
5. Provide procedures and policies
6. Utilize toolbox to address issues (IGAs, regulations, revenue sharing, etc.)
7. Implement strategies based on reality
ISSUES TO ADDRESS

- Based on our conversation and presentation.....

- What are the most pressing issues that need to be addressed in terms of growth policy for the City and areas in its ETJ?

- What issues are the most challenging to address?
COMMON OBJECTIVES/MUTUAL BENEFITS

- What are some common objectives you see between your organization and the county and municipalities?

- What are the opportunities for partnerships?

- What are some mutual benefits from partnerships that can be created?
NEXT STEPS

- Confirm issues/constraints and common objectives/benefits
- Draft of White Paper
  - Identification of issues
  - Best practices
  - Toolbox
- Initial partnership strategies
- Initial policies and procedures for partnerships
- Community Advisory Group #2 – Late August (Tentative)