City of San Angelo

Neighborhood Revitalization Plan

Neighborhood & Family Services Department

January, 2005

Updated: January 2014

INTRODUCTION

In 2005, the City of San Angelo undertook an effort to identify the most deteriorated neighborhoods and develop a strategy and plan to revitalize those neighborhoods. The goal of the city's Neighborhood Revitalization Program is to make a positive impact on those neighborhoods in terms of crime rate, property values, new home starts, code compliance, elimination of slum and blight and overall homeownership issues.

Indeed, cities across the nation are realizing the benefits of eliminating slum and blight and redeveloping in areas long neglected and allowed to fall into ruin. Cities such as Philadelphia, Richmond, and Baltimore have invested heavily in redevelopment efforts and all three have reported significant economic impact not only in the targeted neighborhoods, but in nearby neighborhoods due to the spillover effect. Although it takes years for a city's revitalization investments to bear fruit, San Angelo has already seen benefits in its efforts to clean up and redevelop aging and neglected neighborhoods. These benefits include:

- *Increased property values*
- *Increased sales of existing homes*
- *More residents improving their homes*
- *Reduced crime rate*
- *Fewer code compliance complaints*

In addition to tangible benefits, there are intangible benefits that are just as important such as pride of homeownership and being part of a neighborhood.

Baseline Neighborhood Survey: To start the process, the city's Community Development Department executed a survey to help identify the most deteriorated neighborhoods in need of revitalization. The survey included the following key factors:

- Condition of the housing stock
- Crime rate and law enforcement
- Infrastructure
- Employment opportunities
- Presence of slum and blight
- Recreational and public facilities
- Outdoor parks
- Neighborhood shopping (food stores, eating establishments, etc)
- Churches and social gathering facilities
- Medical services

Based on citizen input, research, and a windshield survey, staff identified four areas that needed the most attention. These areas are: Blackshear, Reagan, Ft Concho, and Rio Vista.

These four neighborhoods showed signs of slum & blight, high crime, few parks and recreational facilities, non-existing medical facilities, few employment opportunities, and very few stores in the neighborhoods. In addition, streets were in very poor condition, no sidewalks and in some areas, no stop signs or other traffic control signs. The survey found the housing stock in these areas outdated with a high rate of deteriorated homes.

PLANNING PROCESS

The planning process for the development of the NRP began with several public meetings to help identify the problem and get buy in from the citizens. An initial list of stakeholders was created with staff for use in development of a steering committee. The list included representatives from a grass roots citizens group called the West Texas Organizing Strategy (WTOS), city departments including Planning, Police Dept, Community Development, Health, Parks; and non-profit agencies to include Galilee Community Development Corporation, Habitat for Humanity, Keep San Angelo Beautiful, Public Housing Authority, and the United Way. The committee was chaired by the Mayor and attended by several members of City Council. The Steering Committee developed goals & objectives and outlined a strategy to achieve those goals & objectives.

Goals and objectives:

- Select target neighborhoods
    - Conduct appropriate research, including a windshield survey to identify neighborhoods in need, access Census data
- Collaborate with planning information & priorities within participating organizations
- Eliminate slum and blight throughout San Angelo
- Make San Angelo a better place to live
- Increase neighborhood pride

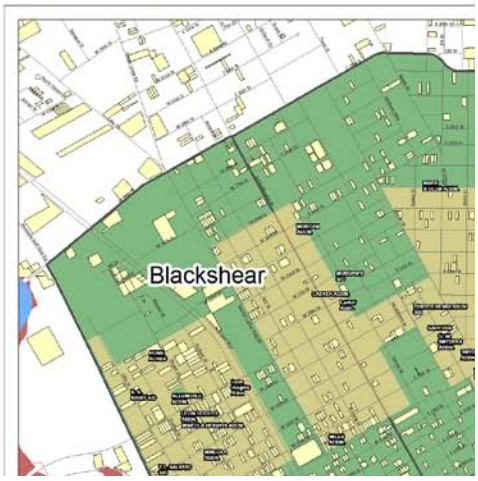
Strategy:

- Ensure all available resources are brought to bear in targeted neighborhoods
    - CDBG, HOME, LIHTC, EDI, Economic Development Sales Tax, etc
- Combine individual entities' efforts in Neighborhood Revitalization
- Empower neighborhood participation
- Develop and support programs such as housing and infrastructure programs that target those neighborhoods
    - Neighborhood Blitzes
    - LIHTC
    - Keep San Angelo Beautiful support to the elderly
    - Housing Rehab/Emergency Repairs
    - New construction both homeowner and rental
    - Sale of tax foreclosed lots at reduced price
- Partner with key stakeholders to focus on target neighborhoods
- Encourage private sector investment
- Build neighborhood capacity
- Redesign public services
- Increase inter-governmental and intra-governmental collaboration
- Create a sense of community

After the plan was developed, the steering committee held several public meetings to announce the plan and allow for citizen review. With overwhelming support, the plan was set in motion led by the Community Development Dept (now named Neighborhood & Family Services Dept).

The plan is a living document that is reviewed and updated as necessary.

PLAN AREA The boundaries of the Neighborhood Revitalization Plan area are outlined and shaded in green and tan on the map shown below:



AREA HISTORY

The revitalization of San Angelo's older neighborhoods has been an ongoing effort for the past 20 years. Most of these early revitalization efforts were centered on affordable housing managed by a few organizations whose mission was and still is to increase the affordable housing stock through rehabilitation of existing homes and the construction of new ones.

The city entered the game with the onset of the CDBG in the mid 1970's and later with the HOME grant in the early 1990's. Community Development projects started mostly in the Rio Vista area but slowly expanded across the city with several thousand home rehabs, emergency repairs and dozens of new home construction projects.

In conjunction with the city, several non-profits developed a presence and became part of the city's revitalization effort. One of the first affordable housing non-profits to organize in San Angelo was Christmas in April, now called Rebuilding Together, (RT) which began operating 20 years ago. Since then, RT has repaired/renovated over 1,200 homes across the city for elderly and/or disabled citizens. Although RT has since disbanded, a new non-profit named Helping Hands which is affiliated with Galilee CDC has taken its place.

Another partner in affordable housing is Habitat for Humanity which came to San Angelo in 1994. Since then, they have constructed or renovated 56 homes and are ready to build several more in the upcoming years.

The Public Housing Authority (PHA) has been in existence in San Angelo since 1975. Where Community Development is centered around home-ownership, PHA's mission is rental assistance. They manage 398 rental units and allocate over 700 housing vouchers annually.

The newest affordable housing partner to come onto the scene is Galilee Community Development Corporation. Although relatively new, Galilee CDC has built 18 new homes and continues to press forward on new projects.

Neighborhood revitalization was status quo for much of its history with unfocused and divergent efforts being carried out throughout the city. However, in 2006 a new spirit of cooperation began to spring up among stakeholders and a series of events occurred that changed the dynamics and environment.

There are many other important events that have further accelerated the revitalization program. These include the demolition of over 40 substandard and dilapidated homes in Rio Vista and Blackshear by the National Guard as part of Operation Crackdown, the creation of a first time homebuyers assistance program, the passage of a ½ cent sales tax (part of which earmarks funds for affordable housing), and the city's commitment to infrastructure improvements including: repaving streets, constructing sidewalks, cleaning out washouts like the Red Arroyo, replacing street lights, and improving parks.

Code Compliance took an aggressive posture in these areas, citing over 10,000 violations since 2005. This led to more compliance awareness among the residents of those neighborhoods and less complaints from neighbors. Also, WTOS logged over 9,000 man-hours in political advocacy, community organization activities, and hands on work that included KSAB clean-up events, distributing material for the city, and other in-kind assistance in support of the Revitalization Program.

In the past couple of years, we have seen other special efforts in support of the revitalization program. With Council approval, the city carried out two paint and cleanup blitzes, painting 127 homes and picking up over 600 tons of trash. The San Angelo Health Foundation and SADC also allocated $200,000 each to replace roofs in the target neighborhoods.

Private investments have also aided the revitalization program. Some of these projects are the 120-unit River Place apartments for elderly in the Ft Concho area, and the renovation of the Nueva Vista apartments and the potential Blackshear Homes development in the Blackshear target area.

Housing Coalition Accomplishments since 2006:

- *682 homes repaired/remodeled*
- *98 new homes constructed*
- *108 minor repairs for elderly/disabled citizens*
- *169 substandard structures demolished*
- *46 new homebuyers assisted*
- *64 roof replacements*
- *26,780 square yards of sidewalks built*
- *155,724 square yards of street paving*

PROGRAMS

The City's Community & Housing Support Division, manages the HUD funded Community Development Block Grant (CDBG) and the Home Investment Partnership Program (HOME) grant. These two grants have historically been the funding foundation of the City's neighborhood revitalization efforts. However, over the past four years, cooperation among the non-profit housing organizations including Rebuilding Together, Galilee Community Development Corporation and Habitat for Humanity have forged housing partnerships which have allowed the City to leverage resources and expertise from these partners for the betterment of the community. Moreover, non-housing agencies such as City of San Angelo Code Compliance, Police Department, Fire Prevention, Engineering Services, Keep San Angelo Beautiful, San Angelo Development Corporation (SADC), San Angelo Health Foundation, the West Texas Organizing Strategy (WTOS), and private companies have played an important role in the City's revitalization efforts. This ad hoc coalition of vested stakeholders has supported each other and pushed up the level of activity in all the targeted neighborhoods.

Several housing and non-housing programs and projects make up the bulk of the neighborhood revitalization plan and strategy. These programs/projects include:

- *COSA infrastructure improvements*
- *CDBG Housing Rehabilitation & Emergency Repair programs*
- *HOME Neighborhood Revitalization Program*
- *HOME Homebuyers Assistance Program*
- *SADC Affordable Housing Assistance Program*
- *Roof Replacement Program (San Angelo Health Foundation funded)*
- *Helping Hands elderly housing assistance and annual rebuilding day*
- *Community Housing Development Organization (Galilee CDC) new home constrution*

- *Habitat for Humanity new home construction*
- *COSA Neighborhood Blitzes*
- *Increased police presence*
- *COSA Code Compliance*
- *Fire Prevention, dangerous buildings inspections*

Indeed, these focused and concerted efforts among all the stakeholders have made a great impact in the targeted neighborhoods in terms of new and remodeled homes and infrastructure improvements in the past several years, and this collaboration continues to date.

REVITALIZATION FUNDING

Although the city and its partners have expended approximately $2.3M since 2006 for the construction of new homes, housing remodels, repairs and infrastructure improvements, these investments have yielded over $1.1M in mortgages generated by local banks and the city expects to receive over $245K in program income which will generate additional loans. Private companies have invested over $20M in the construction of new housing units and renovation of existing complexes. These private efforts, along with the introduction of economic improvement zones adjacent to the targeted areas will not only increase economic vitality and provide economic opportunities in the future, but also help expand development and growth across the city.

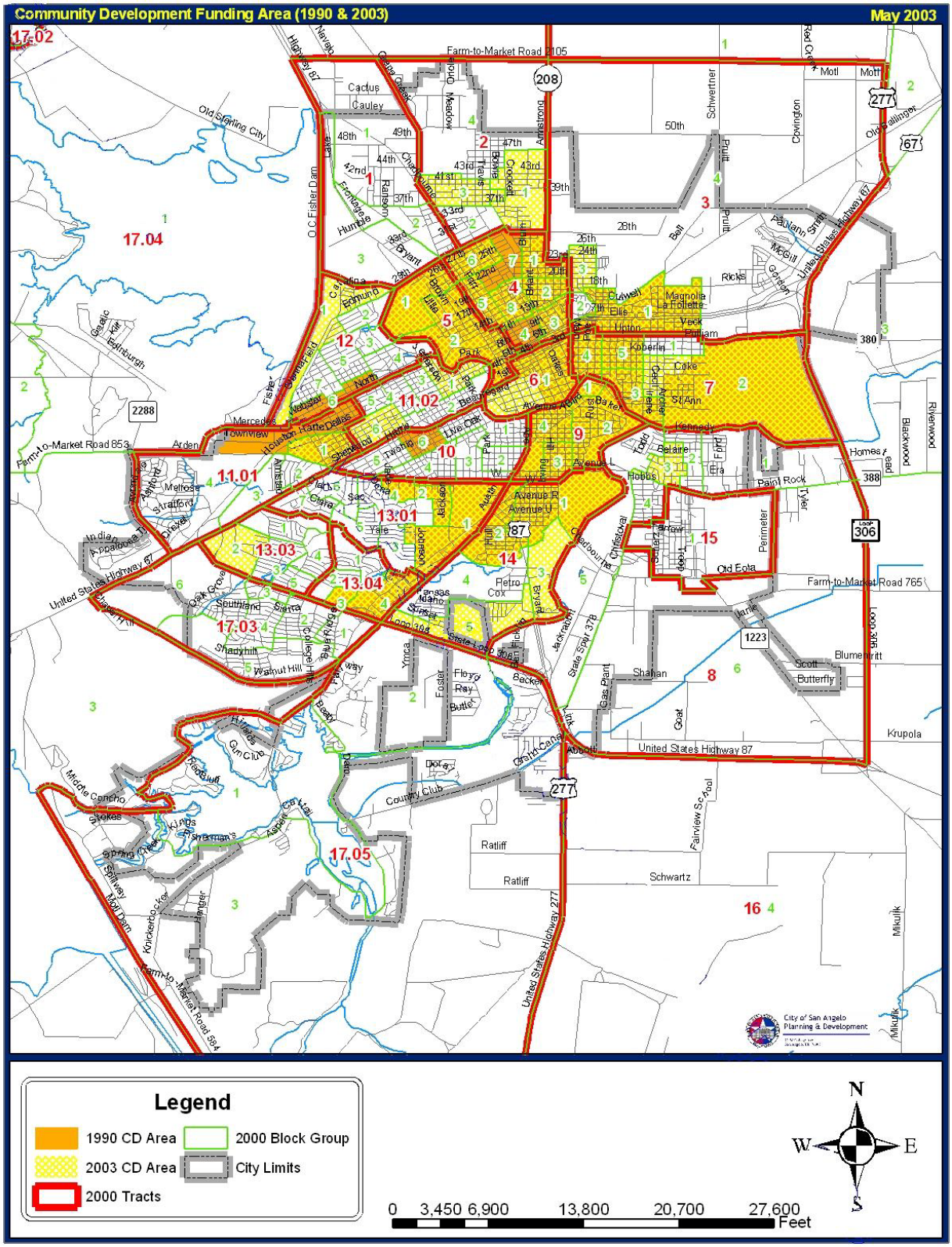
In 2005, the city began earmarking **$335K annually** from Economic Development Sales Tax for affordable housing in the target neighborhoods, accumulating over $4M to date. This trend will continue until at least 2025 providing an additional $4M for future revitalizations programs and projects strictly in the areas targeted for revitalization. In addition, over $100K from the city's Home Investment Partnership Program (HOME) grant funds are earmarked annually for projects in the revitalization neighborhoods.

DEMOGRAPHICS

The City of San Angelo covers 58.61 square miles in Tom Green County, Texas. The 2010 U.S. Census reports a total population for San Angelo of 93,232. Additionally, the Census reports there are 39,548 housing units in San Angelo, with over 60% owned. Areas with high concentrations of low income households are defined as block groups with 51% or more of the population falling below 80% of the area median family income.

According to 2010 Census information, the City of San Angelo has significant areas with concentrations of low income households in all quadrants of the City, with the heaviest concentrations in the neighborhoods targeted for revitalization. New areas of high concentrations of low income households include Census Tract/Block Groups as follows: 12/1 in the northwest; 2/1 and 2/3 in the north, 3/3, 7/2, and 8/3 in the northwest; 11.02/1, 11.02/6 and increased area in 6/1 in the central region of the city; 14/3 and 14/5 in the south; and 13.03/2 in the southwest. Census Tract/Block Groups 4/7 in the north; 4/4 and 10/6 in the central region; and 12/6 in the west no longer qualify as having 51% or more of the population falling below 80% of the area median income.

Areas with Concentrations of Low Income Households



Areas with Concentrations of Minority Populations

People of Hispanic origin comprise the largest minority population in San Angelo. The growth of the City's minority population over the past two decades is reflected in chart below.

Ethnic Groups as a Percent of Total Population

Ethnicity	1980	1990	2000	2010
White, Non-Hispanic	71.5%	66.4%	59.9%	54.4%
Hispanic (All Races)	23.1%	27.8%	33.2%	38.5%
Black, Non-Hispanic	4.4%	4.5%	4.5%	4.6%
Other Races, Non-Hispanic	1.0%	1.4%	2.5%	2.5%

Areas with high concentrations of minority population are defined as block groups consisting of 51% or more minority population. Areas of the City with higher concentrations of low-to-moderate income households typically tend to be the areas with the greatest concentrations of minority populations. The largest concentrations of minority population are found in Census Tracts 3, 4, 5, 7, 8, 9, and 14. Certain of the Block Groups within these Census Tracts contain high concentrations of **Hispanic population**. Further, these are also the Census Tracts with the largest numbers and greatest percentages of low-to moderate income residents.

Minority Concentrations

Census Tract	Hispanic Percentage
3	45.1
4	68.5
5	53.6
7	64.1
8	47.8
9	66.2
14	46.7

Indeed, the four neighborhoods targeted for revitalization are located in areas with lower income households and older housing units. The demographics and zoning for each specific neighborhood are listed below:

Blackshear

Blackshear is located in the northwest section of the city bounded by 29th St on the north, N. Chadbourne to the east, Houston Hart to the south, and the railroad tracks to the west.

The area is identified as census tract 5, blocks 1, 2 and census tract 4 block 5 with a population of approximately 1579 with 71% of households considered low income. The annual median income for households in the area is slightly over $27K with 20% of families earning less than $10K per year. 43% of all families are considered to be below the poverty level. Unemployment runs at over 15% and over 53% of families are single parent households. It is an area with the largest population of African Americans with African Americans making up 35% of Blackshear with Hispanics making up 53% and Whites making up 11%.

The zoning in the area is mostly RS-1 residential, but with commercially zoned areas (general, heavy, manufacturing) along Bryant Blvd, N. Chadbourne and 29th St. There are also pockets of lots that are zoned for manufactured homes. Housing in the area is dated with over 78% of the housing units built prior to 1970 and 38% built prior to 1950. There is one trailer park in the area with approximately 20 trailers. Rentals make up 40% of the total units.

Reagan

The Reagan area is located on the northeast section of the city bounded by 29th St on the north, N. Chadbourne on the west, Houston Hart on the south, and Armstrong and N. Main St on the east. The area consists of census tract 4 blocks 1,2,3,4,6,7,8.

It has a population of approximately 5,100 with an annual median household income of $27K. Hispanics make up 64% of the population, Whites making up 31% of the population and African Americans make up 4%. The median income for families in the Reagan area is $27K per year with 7% making less than $10K per year. The unemployment rate in the area is at 6.7% with 31% of all families whose income is below poverty. 35% of households are families with a single parent.

The area is mostly residentially zoned with commercial zoning along the main thoroughfare of N. Chandbourne. There are several grandfathered mobile homes owned by individuals on lots located on the far north end of the neighborhood with a few other individually owned mobile homes located intermittently throughout the area. There is one mobile home park zoned area located off of N. Chadbourne on the north end of the neighborhood.

The housing stock is the oldest in the city with 91% of structures built prior to 1970 and 69% build prior to 1950. Most units are homeowner occupied with only 24% of units considered rental.

Ft Concho

The Ft Concho area is located in central San Angelo bounded by Houston Hart on the north, Bell St and Lowrie Ave on the east, Main St and Hill on the west, and Rio Concho River on the south. Ft Concho consists of census tract 3 block 1, and census tract 7 blocks 1-5.

It has a population of 4,630 consisting of 61% Hispanic, 5% African American, and 34% White. The annual median income for families in the Ft Concho area is $25K with 19% of families making less than $10K per year. The unemployment rate is at 9.6% with 35% of all families whose income is below the poverty level. 69% of households are single parent households.

Although the majority of the neighborhood is zoned for residential, there are areas toward downtown that are zoned commercial and significant section located in the north end of the area that is zoned for heavy and light industrial use. There are two mobile home parks and several grandfathered individually owned mobile homes dotting the neighborhood and one area designated for high density apartments along the river.

Ft Concho's housing stock is older with 87% built prior to 1970 and 64% built prior to 1950. Rentals make up 48% of the total number of units.

Rio Vista

The Rio Vista neighborhood is located in the south end of the city bounded by S. Chadbourne and Metcalf St on the east; Ave I and Ave L on the north; Hill St, the railroad tracks, and Foster on the east; and Arroyo Drive, W Ave X on the south. The area consists of census tract 9 blocks 2-3 and census tract 14 blocks 1-2.

The area is called the "Barrio" by locals due to its large number of Hispanics who have lived in the area for several generations. The population in the area is 3,812 consisting of over 90% Hispanic, 4% African American, and 5% White. Although the census data shows only a 2% unemployment rate, over 38% of the population are not in the work force. The median annual income is $31K with the poverty rate for families in the area at 11%. 26% of families are single parent households.

The majority of the area is zoned residential with commercial zoned areas located along Bryant Blvd and Chandbourne. There are no mobile home parks but there are a few individually owned mobile homes on lots scattered throughout the neighborhood. There are no areas zoned for industrial uses.

Rio Vista's housing stock is not as old as the other target neighborhoods with 65% of housing units built prior to 1970 and 29% built prior to 1950. Rentals make up 49% of the units.

UTILITIES AND COMMUNITY INFRASTRUCTURE

Water and sewer service is presently extended to all four target neighborhoods. Presently the water lines are owned by the City of San Angelo and all maintenance and improvements are scheduled through the City. Sewer treatment is through the city as well. Sewer service billing is included with the water bill and the monies collected for sewer usage is sent to the Water Fund.

Street and infrastructure improvements have increased over the past six years with 26,780 square yards of sidewalks built and 155,724 square yards of street paving. Street lights and stop lights have also been installed providing the neighborhoods a safer environment.

FINAL THOUGHTS

When people organize, collect and analyze information, and become more knowledgeable about their community they can be significant contributors to the revitalization of their neighborhood. A diverse group of residents working together can generate creative approaches to change, mobilize new assets and generate positive results. The people who live and work in a neighborhood are excellent judges of their neighborhood's priorities, opportunities and needs. The NRP provides a safe forum for all neighborhood voices to be heard. It also creates a potentially beneficial opportunity for public officials and government staff to interact with the people for whom they are working. This can lead to the reexamination of budget priorities and new methods of delivering public services.

Neighborhood revitalization ultimately depends on a sense of neighborhood identity and a commitment by residents to make their neighborhood a better place to live, work, learn and play. The NRP gives neighborhood residents a framework for, and reasons to, come together to create that commitment.

The impact of this comprehensive and coordinated effort by city staff, non-profits, citizen groups, and private developers in the four target neighborhoods is substantial with steady growth in several key areas

to include new homes, major remodels, increase in property values, higher home sales, and a decrease in the crime rate. Although the city's revitalization program has enjoyed success in the past few years, much work remains to be done. There are still sections in these target neighborhoods that require increased investment to get them to a sustainable level. It will take political will and resources to maintain the effort.

The city is fortunate to have a progressive City Council and City management that have embraced neighborhood revitalization. It is this commitment from the city's leadership that has helped make the revitalization effort successful. City management at the highest levels has encouraged city staff to work across departmental disciplines to streamline processes, coordinate resources, and to develop partnerships with outside organizations unheard of in other cities across the nation. These unique partnerships allow the city to benefit greatly from this collaboration.

The City of San Angelo and its many partners can be proud of the accomplishments achieved in recent years. The revitalization effort and its implementation provide an extraordinary example of how collaborative partnerships - coalesced around a sound concept - can yield significant economic benefit.