

# San Angelo Strategic Plan

*2009 update to the San Angelo Comprehensive Plan*



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## ACKNOWLEDGEMENTS

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# *FOUNDATION*

*2009 update to the San Angelo Strategic Plan*

## FOUNDATION

In June 2006, Leland Consulting Group (LCG), Community Strategists, and RTKL, Planners and Designers, (the consultant team) were retained by the City of San Angelo (the City) to assist in preparing an update to the 2003 San Angelo Comprehensive Plan. The purpose of this effort was to ensure that future development in the community be grounded in market and economic reality and representative of stakeholder interests.

Over the past 10 months, the consultant team has conducted primary and secondary research including individual interviews with over 100 stakeholders, multiple workshops dealing with the consequences of planning choices, a detailed analysis of prevailing market conditions, and a review of the framework under which current projects and programs are implemented. From this work, conclusions were drawn regarding San Angelo's potential in the region, investment opportunities available to the market in the short- and long-term, and initiatives necessary for implementing the vision expressed herein. Recommendations, supported by guiding principles, provided the foundation from which the concepts and strategies were prepared. Tools necessary to implement the vision, as well as suggested modifications to existing practices, and finally, select priority projects which could serve as catalysts for a stronger community, are among the work products which resulted from this effort.

### What this report is not ...

This comprehensive plan update, the San Angelo Strategic Plan, is not a future land use plan and as such does not prescribe certain uses for individual parcels within the City. Rather, it is a compilation of strategies and initiatives deemed most important for the City to realize the vision established by the initial comprehensive plan and affirmed herein.

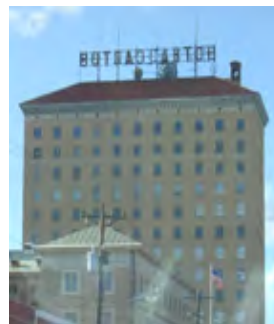
To ensure successful implementation, this document and the process which informed it, builds on an understanding of market realities relative to economic, transportation, and land use challenges, with an eye towards sustainable place-making. As such, it is designed to serve as a guide for public and private investment and policy decisions to best leverage City initiatives. Furthermore, it is intended to promote the interests of citizens at-large and enhance the visible public realm while improving connections and protections for the City's natural resources.

## Patterns of Growth

The City of San Angelo has experienced a type of growth over the past fifty years that could be fiscally unsustainable, with development on the fringe forcing the extension of utilities at densities insufficient to absorb capital expenditures, and a corresponding disinvestment in existing improvements. Indirect impacts associated with this phenomenon include the creation of uses which lack a sense of place or uniqueness or that have quantifiable lasting value. The end result is a community that is constantly forced to reconsider the consequences of existing policies and regulations, encourage infill investment without supporting incentives and limitations, and react to investment overtures.

### How San Angelo will confront these issues ....

Great places nurture their history and reinvest in their core. This strategic plan is intended to re-create Downtown San Angelo as the center of the community physically, socially, and economically. Furthermore, it is designed to guide the City toward reinvestment in parts that have failed or are failing and to achieve a future that is more walkable, more sustainable, and more fiscally stable. Redesigning the City of San Angelo as a more interconnected, more integrated, more distinct, and more culturally significant place is the vision that guides the recommendations presented here.





## Background

In 2003, the City of San Angelo completed the San Angelo Comprehensive Plan. Within a few years, new insight and continued growth pressure dictated the need for updating key sections of that document, particularly the vision and strategy for its implementation. Unlike a typical comprehensive plan which, by design, is fairly general, the San Angelo Strategic Plan, is intended to be targeted and strategic. After working with community representatives and examining past planning efforts, this strategic plan lays out a vision and strategy for the City over the near- and long-term.

The City of San Angelo is at a point of evolutionary change. The perception of San Angelo as a place is shifting from that of a static West Texas town into something more of a new community. With an influx of residents, particularly from the West Coast, relocating to San Angelo to take advantage of its quality of life, there is a renewed community spirit and desire for the identity that was inherent in the original town planning of San Angelo.

This strategic plan update is an addendum to the research and vision established in the comprehensive plan finished and adopted in 2003. However, much has changed, both nationally and locally, in terms of the real estate market and the City's need to realize the vision set forth in the original document. The real estate delivery system functions within the rules established by the public sector. Whereas the current system allows for conventional development, the resultant development pattern is not about community, but rather dictated by convenience, dominated by the car, and typical of patterns found anywhere in the country. This system is formulaic and has led to repetition of product and an overall lack of sustainability. Land use policies no longer encourage a unique identity; instead, they tend to be as generic as their outcomes.



*"The community has (collectively) changed and is now looking for more "authentic" and individualized experiences."*

## Purpose

The purpose of this document is to provide the City of San Angelo with positioning strategies for catalyst projects that deliberately target public initiatives in an effort to attract property investment and reinvestment. Given its scale and historic core, San Angelo is well-positioned to offer the experience of community that residents are lacking.

The initiative for this effort focused on an update to the 2003 Comprehensive Plan that implemented the vision expressed there and reaffirmed here. Rapid land use expansion and recent annexations have affected the identity of the City and established a new development pattern that is fiscally unsustainable.

This effort is intended to guide future development and improvement decisions for the community in such a way that will contribute to the tax base while allowing for development to succeed in the long term. Previous findings and information from the 2003 Comprehensive Plan were not duplicated in this report unless deemed necessary for achieving the goals set forth herein.

## Process

The City's 2003 Comprehensive Plan provided a strong qualitative starting point for the multi-disciplinary visioning process used during this strategic planning effort. The decision to advance this effort was based on the fact that document, similar to others like it, did not offer an enlightened vision combined with strategic analyses. What this effort provided was an opportunity to concentrate on small geographic and issue areas, while refining the vision outlined previously, and formulating specific actions to advance that vision. It involves three key areas: Discovery, Visioning, and Implementation.

The Discovery section discusses the issues that hinder or highlight opportunities. Visioning merges findings from workshops with stakeholders and market realities identified during discovery. Lastly, Implementation advances strategies for select initiatives that will catalyze and organize investment in San Angelo. Supporting information is presented in the Appendix.

## Goal Statements

### San Angelo 2030...

- ...The Talented City: Developing, maximizing, attracting and retaining talent
- ...The Innovative City: Fostering innovation and entrepreneurship
- ...The Connected City: Fostering connections that link people with ideas to talent, capital and markets; and cities to regions
- ...The Distinctive City: Capitalizing on local differences to build local economic opportunity



## Outcomes

- Stronger existing uses (big and small)
- Proactive strategy for investment (public and private)
- Quantifiable leveraged public investment
- Fiscally-responsible capital plans
- Responsive infrastructure improvements
- Appropriate standard for development
- Clear vision – an “address” for community
- Roadmap for a “Healthy City”





# DISCOVERY

*San Angelo Strategic Plan*



## DISCOVERY

### The People

Experience has proven that forming and advancing the development agenda within a mid-sized community such as San Angelo requires a keen understanding of the goals and aspirations of the community, the realities of the marketplace, peculiarities of the political landscape and constraints of local public / private resources. With this understanding, project advocates are then positioned to establish priorities for action that advance their vision.

### Methodology

Work completed for the purpose of this aspect of the strategic plan focused on defining the people of San Angelo today, and in the future, from a demographic and psychographic perspective and analyzing and forecasting economic, financial, and market conditions in the influence area (trade area). This was accomplished through review of primary and secondary data sources, interviews and case study analyses.

Information which follows has several critical components. The first includes an overview of economic and demographic characteristics which will influence the type of development and / or redevelopment that occurs in the San Angelo market. The second presents a review of those market indicators and trends which provide an indication of the health of the market and economy, including quantified demand by land use type. The third offers a discussion about development and / or redevelopment elements which present market opportunities for the San Angelo influence area (trade area).

In addition to providing an understanding of the market to be served by future initiatives, the purpose of this analysis was to provide a reality check for land use planning components; ensure that recommendations are grounded in market and economic reality; set the stage for implementation and policy reform; and, provide an accurate and independent story to tell potential developer / investor audiences.

Planning for development / redevelopment requires an understanding of the built environment and people within it. The analysis of market conditions focused on identifying opportunities resulting from future growth and existing voids, within the region and representative influence or trade area. What the analysis showed was there is market demand and, with strategic public and private investment and continued policy support, San Angelo can be positioned to capitalize on niche and destination opportunities that serve the community and region.

Since the City of San Angelo (the City) represents a sub-market within the overall Concho Valley Region, and, as such, will likely compete with projects from a broader influence (trade) area, indicators and conditions for both the City and the Concho Valley Region (the Region) were analyzed. Although experience has proven that effective place-making (including revitalization of a downtown area) can increase market shares and draw from larger than traditional trade areas, such as the greater Concho Valley Region, this analysis reflects the more conservative area of market support. (State of Texas figures are also presented for comparison purposes.) Maps of the two trade areas are presented herein.

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<sup>1</sup>The trade area is that area from which a project (s) or area will draw the majority of its patrons (retail), residents (housing) and employees (office) – that area which will likely be a source of competition and demand. The boundaries of the trade area are often irregular as they are influenced by the following conditions: physical barriers, location of possible competition, proximity to population / employment concentrations, zoning, market factors, drive times, spending, etc.



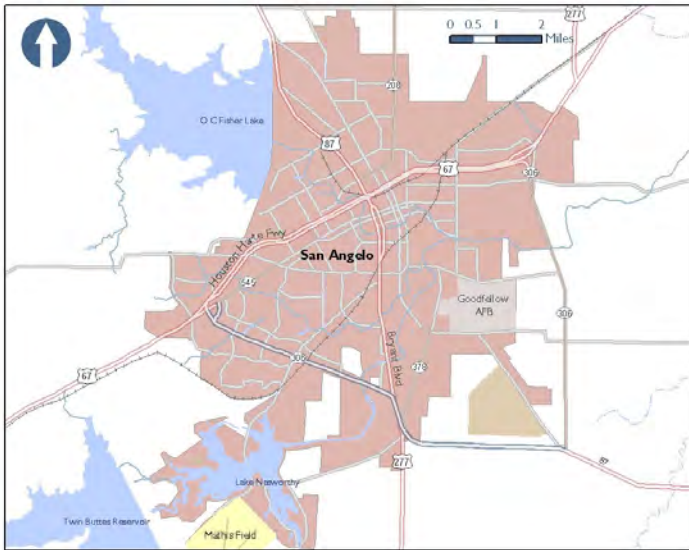
Demographics

Economic and demographic characteristics in the market are indicators of overall trends and economic health which may affect private and public sector development. Modest but steady economic activity, together with quality-of-life advantages, is driving population, household and employment growth in the San Angelo region. ESRI (a census-based demographic data provider) projects 0.65% annual growth in households for San Angelo and 0.30% growth for the Concho Valley Region over the next five years. Comparatively, employment growth is projected at a 0.8% annual rate over the same period.

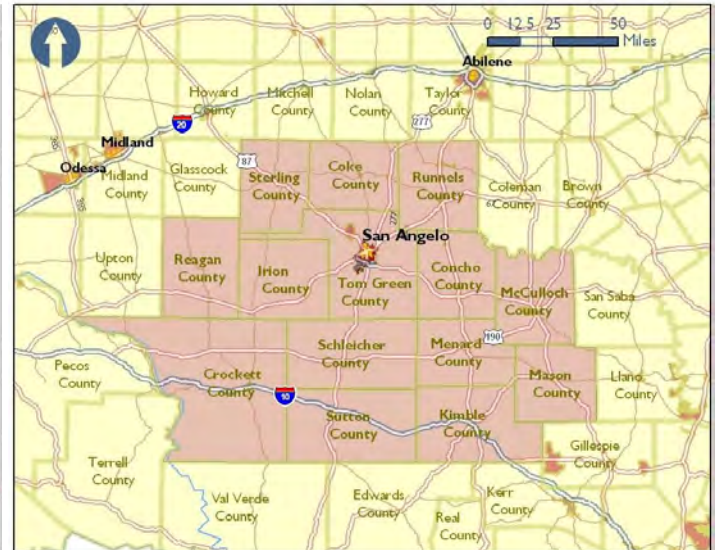
Household Characteristics

Demographic characteristics for San Angelo Trade Area households are summarized in the tables below.

Primary Trade Area Map (City of San Angelo)



Secondary Trade Area Map (Concho Valley Region)



Household Growth

	San Angelo	Concho Valley	State of Texas
2000	34,006	60,741	7,393,354
2006 (est.)	34,298	61,036	8,359,419
2016 (forecast)	36,594	62,892	10,190,085
*CAGR ('06-16)	0.65%	0.30%	2.0%

- Growth in San Angelo is steady, but lags the State as a whole
- Consistent with rural demographic trends nationally, the Concho Valley is expected to grow more slowly than the City of San Angelo

Source:

U.S. Census; ESRI, Inc.; and LCG

\*CAGR = Compound Annual Growth Rate

Household Characteristics

	San Angelo	Concho Valley	State of Texas
% Non-family	34%	31%	29%
HH size (2006)	2.47	2.50	2.78
% Renter (2006)	38%	31%	34%
% 1 & 2 Person HHs (2000)	61%	61%	54%

- In part because of its student and military population, San Angelo has smaller households, more non-family households, and a higher percentage of renters

# DISCOVERY

## Population Characteristics

General population characteristics for the San Angelo Trade Area are summarized in the tables below.

### Population by Age (2006)

	San Angelo	Concho Valley	State of Texas
0 to 24	38%	36%	38%
25 to 34	14%	12%	14%
35 to 44	12%	13%	15%
45 to 54	13%	14%	14%
55 to 64	9%	11%	9%
65+	13%	15%	10%
median age	33.0	36.6	33.3

- San Angelo's median age is on par with the state
- The Concho Valley region as a whole has an older skewing age profile

Source:

U.S. Census; ESRI, Inc.; and LCG

\*CAGR = Compound Annual Growth Rate

### Educational Attainment (2006)

(age 25+)	San Angelo	Concho Valley	State of Texas
Graduate Degree	6%	5%	8%
Bachelor's	15%	13%	16%
Some College	28%	26%	28%
High School Grad.	28%	30%	25%
No H.S. diploma	24%	27%	24%

- Educational attainment in San Angelo is comparable to the State as a whole

Source:

U.S. Census; ESRI, Inc.; and LCG

\*CAGR = Compound Annual Growth Rate

### Ethnicity (2006)

(age 25+)	San Angelo	Concho Valley	State of Texas
White Alone	74%	78%	69%
Black Alone	5%	3%	11%
Asian/Pacific Alone	1%	1%	3%
Other/Multiple	20%	18%	17%
Hispanic Origin*	39%	36%	36%

- San Angelo has a somewhat higher representation of Latinos and lower representation of African-Americans compared with the State overall

\*Note that under Census classification, Hispanic origin is independent of race (White, Black, etc.)

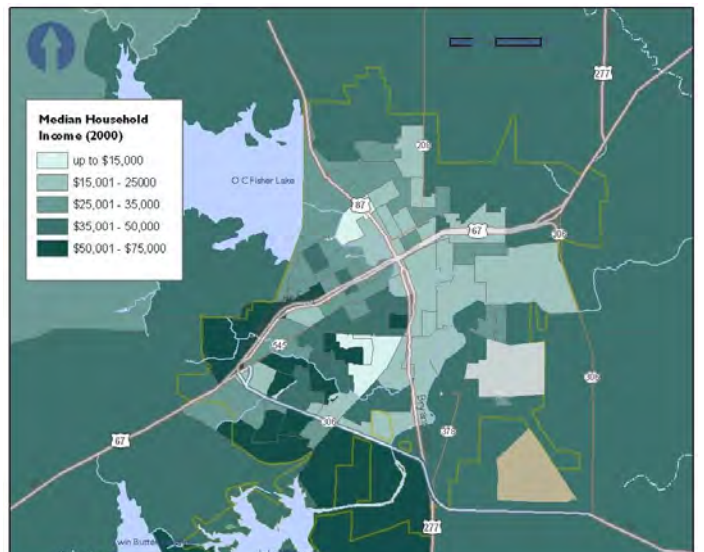
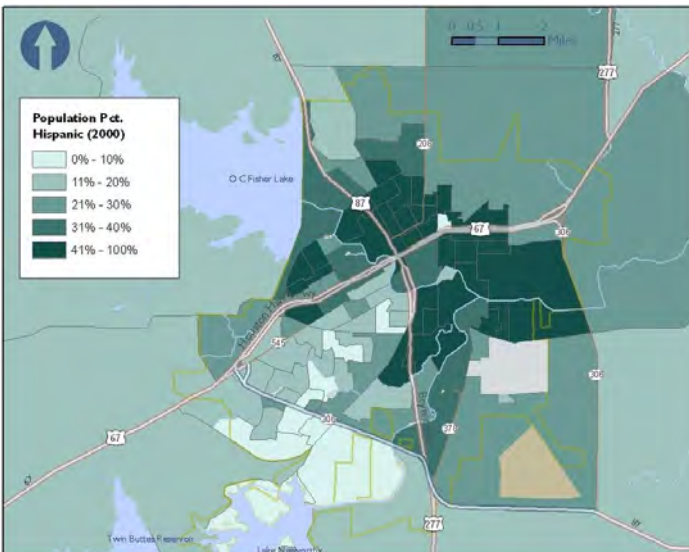
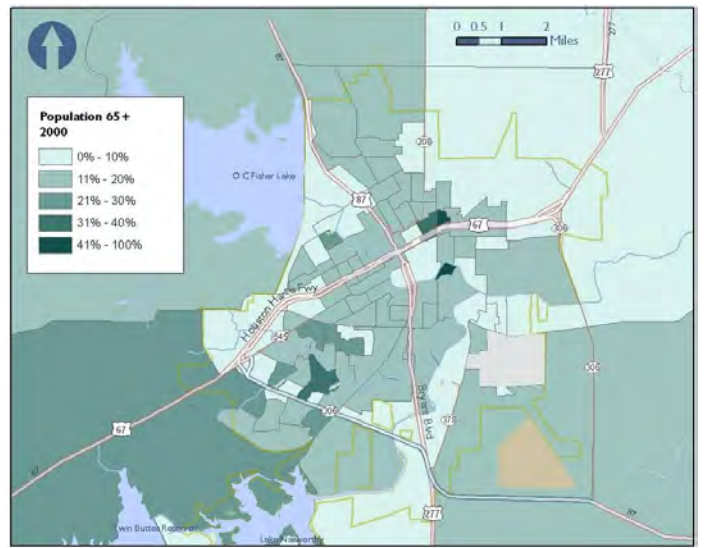
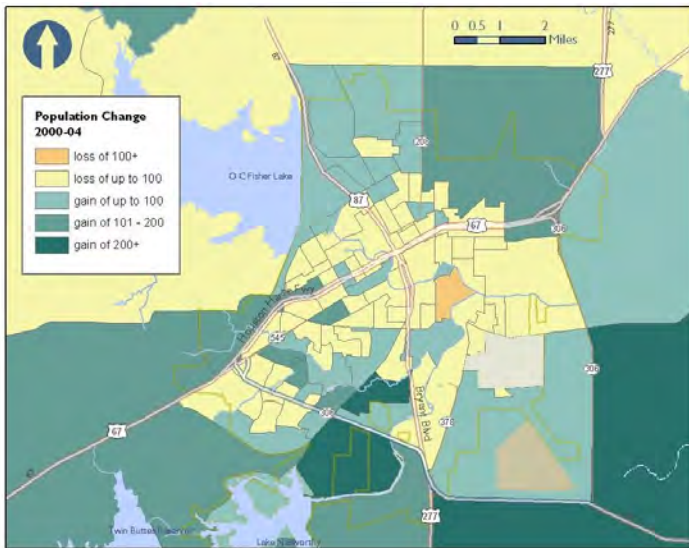
### Household Income (2006 est.)

Ann. Household	San Angelo	Concho Valley	State of Texas
\$0-25K	31%	32%	24%
\$25-35K	14%	14%	11%
\$35-50K	18%	18%	16%
\$50-75K	18%	18%	19%
\$75-100K	9%	9%	12%
\$100-150K	7%	6%	12%
\$150K+	4%	3%	8%
Per Capita	\$21,053	\$20,310	\$24,670
Med. Household	\$39,035	\$37,872	\$49,251

- Household incomes in San Angelo and the Concho Valley lag those for the State



Population Maps





## DISCOVERY

### Psychographics

Psychographics is a term which describes peoples' psychology, as distinct from physical characteristics. Psychographic analyses identify personality characteristics and attitudes that affect a person's lifestyle and purchasing behavior. Commercial retail developers, in particular, are interested in understanding a community's psychographic profile, as this is an indication of its residents propensity to spend across select retail categories.

The top six psychographic clusters present within the San Angelo Trade Area include: Southwestern Families, Home Town, Prosperous Empty Nesters, Great Expectations, Rustbelt Traditions, and Industrious Urban Fringe. A description of each is presented in the discussion which follows.

Segment	Trade Area Households	Index to U.S.
Southwestern Families	4,382	1332
Home Town	3,306	627
Prosperous Empty Nesters	2,474	388
Great Expectations	2,431	389
Rustbelt Traditions	2,248	223
Industrious Urban Fringe	2,182	426

Southwestern Families are the bedrock of the Hispanic culture in the Southwest, more with children than without. Two-thirds of households are occupied by owners, mainly in single-family dwellings. The majority of employed residents work in blue-collar or service occupations. Southwestern Families is an ethnically diverse market, with a median age of 28.2 years.

Recent purchases include baby and children's products. Households generally own or lease a 2-door sedan. The grocery store of choice is H.E. B. When eating fast food, Whataburger is a favorite stop. Residents enjoy fishing, water skiing, playing soccer, and going to the movies. They read gardening and parenthood magazines, and listen to Hispanic and urban radio formats. Typical TV viewing includes comedies, as well as wrestling and boxing.

Home Town residents, who live in low-density, settled neighborhoods, located chiefly in the Midwest and South, rarely change. Home Town residents stay close to their home base. Although they may move from one house to another, they rarely cross the county line. Households are a mix of singles and families. The median age is 33.7 years. Single-family homes predominate in this market. Home ownership is at 61 percent. The manufacturing, retail trade, and service industries are the primary sources of employment.

Residents enjoy fishing and playing baseball, as well as playing bingo, backgammon, and video games. Favorite cable TV stations include CMT, Nick at Nite, Game Show Network, and TV Land. When shopping, Wal-Mart is a favorite stop, but residents also purchase items from Avon sales reps.

Prosperous Empty Nesters are well-established neighborhoods located throughout the U.S., with about a third of the households on the eastern seaboard. The median age is 47.2 years. More than half of these householders are aged 55 years or older. Forty percent of households consist of married couples with no children living at home. Educated and experienced, residents are enjoying the transition from child rearing to retirement.

Residents place a high value on their physical and financial well-being, and take an active interest in their homes and communities. They travel extensively, both at home and abroad. Leisure activities include refinishing furniture, playing golf, attending sports events, and reading mysteries. Civic participation includes being members of civic clubs, engaging in fund raising, and working as volunteers.

Great Expectations are located throughout the country, with higher proportions in the Midwest and South. Young singles and married-couple families dominate. The median age is 33.0 years. Labor force participation is high. Manufacturing, retail, and service industries are the primary employers.





About half of the households are occupied by owners in single-family dwellings, and the other half are occupied by renters, mainly living in apartments in low-rise or mid-rise buildings. Most of the housing units in these older suburban neighborhoods were built before 1960. Residents enjoy a young and active lifestyle. They go out to dinner, to the movies, to bars, and to nightclubs. They enjoy roller skating, roller blading, playing Frisbee, chess, and pool, and attending auto races. They read music magazines and listen to rock music on the radio.

Rustbelt Traditions are the mainstay of older, industrial cities. They are the backbone of the manufacturing and transportation industries that sustain the local economy. Most residents live in modest, owner-occupied single-family houses. The median age of these residents is 36 years. A mix of household types includes not only married couples but a high proportion of single-parent households and singles.

Financially conservative, Rustbelt Traditions residents hold low-value variable life and homeowner's insurance policies. They are attentive to home and garden maintenance. They contract for specialized projects such as roofing, flooring, and carpet installation. Favorite leisure activities include bowling and fishing. Television is important; Rustbelt Traditions residents subscribe to cable and regularly watch sports programming.

Industrious Urban Fringe neighborhoods are found on the fringe of metropolitan cities. Almost half of these households are located in the West, with 40 percent in the South. Employed residents rely mainly on work in the manufacturing, construction, retail trade, and service industries.

Family is central, and children are present in more than half of the households. Many live in multigenerational households. The median age is 28.5 years and the median household income is \$40,200. Two-thirds of households are occupied by owners, mainly single-family dwellings.

Necessities for babies and children are among the main purchases, as well as toys and video games. Big movie fans, residents visit the cinema several times a month and watch movies at home frequently. They prefer to watch syndicated TV and listen to Hispanic radio.

### The Future

Critical to interpreting San Angelo's competitive position within the region, is an understanding of the characteristics of land uses within a defined trade area. In order to identify potential development opportunities among these uses (given the area's competitive position and prevailing market conditions) demand estimates were prepared. According to 2004 surveys conducted by Stribling-Probandt, the San Angelo market reflected the following indicators:

- Retail occupancy was moderate at 89%, down slightly from 91% in 2000
- Office occupancy was weak at 81%, down from 90% in 2000
- Hotel occupancy was 54.5% (versus 59.7% statewide); room rates were \$51/night versus \$74/night statewide
- Apartment occupancy was reasonably strong at 94% (vs. 91% statewide), with average rents below State averages (\$0.59 and \$0.78/s.f., respectively)

Residential -- With steady residential growth over the past five years, the San Angelo Trade Area is permitting an average of 253 units per year since 2000 and saw record construction of 270 units in 2005. As the population base grows, construction should continue to support 200 to 250 units annually over the coming decade. Only one percent of total units have been multi-family – a figure that should increase dramatically.

Demand for new residential units is primarily a factor of the growth in income-qualified households within a trade area. Projected trade area household growth was analyzed along with historical patterns of single- and multi-family development to arrive at an estimated average annual demand for housing in the San Angelo Trade Area of approximately 235 units per year over the next 10 years. Approximately 810 units (or nearly 34%) of the Trade Area's 10-year demand could be in the form of rental units.

## DISCOVERY

Attached ownership housing (condominiums and townhomes) appears to be underrepresented in San Angelo compared to other cities of its size. Of the 1,550 units of ownership demand, up to 25% could be delivered in the form of an attached product (assuming appropriate marketing) based on demographic and consumer preferences.

Retail -- Demand for new retail space is determined by future retail expenditures by new households. This demand was determined by multiplying growth in households with that portion of household income spent on general retail purchases. An additional adjustment was made to allow for demand from space turnover and obsolescence. Adding in demand from excluded categories (such as banks, entertainment, and professional and medical offices), plus growth in regional customers (as San Angelo is a regional service center), indicates demand for approximately 125,000 square feet of new retail space in the San Angelo Trade Area over the next ten years.

Office -- Demand for new office space is derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the Trade Area were used to estimate demand over the next ten years.

The analysis revealed demand for approximately 285,000 square feet of new office space over this period – approximately 178,000 square feet from new job growth and 107,000 square feet from turnover and obsolescence of existing space.

Industrial -- Demand for new industrial space is also derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the Trade Area were used to estimate demand over the next ten years.

The analysis revealed demand for approximately 837,000 square feet of new industrial space over this period – approximately 522,000 square feet from new job growth and 315,000 square feet from turnover and obsolescence of existing space.

### Summary

In summary, based on projected household and employment growth over the next 10 years, the San Angelo Trade Area could support:

- 1,500 to 1,600 new single-family units (detached and attached)
- 800 to 850 new rental units
- 125,000 to 175,000 square feet of new retail space
- 250,000 to 300,000 square feet of new office space
- 800,000 to 850,000 square feet of new industrial space



## The Place

The physical place that is San Angelo includes: neighborhoods, commerce, industry, transportation, infrastructure, parks and open space, institutional campuses, and most importantly, a downtown, which receives a closer examination in a discussion about the community's "heart".

### Neighborhoods

Residential neighborhoods in San Angelo are essentially a tale of two cities. While the City as a whole is relatively diverse, its local neighborhoods are much more homogenous. From a physical standpoint, neighborhoods closest to Downtown follow a gridded pattern similar to many traditional first-tier suburbs. Conversely, neighborhoods outside the core are more irregular in form and consistently disconnected. The experience of other communities with disconnected neighborhoods is an inability to hold value over time, and an accelerated rate of decay in infrastructure and improvements. Healthier neighborhoods with a more constant trend in sustained economic value seem to organize around interesting topographies, including natural and man-made amenities.

While many of San Angelo's neighborhoods are well connected, from a transportation point-of-view, very few are connected in terms of land use, particularly to commercial and / or shopping opportunities. Retail land uses are organized around commercial corridors designed for the car and isolated from neighborhoods. In addition, there are very few residential choices near places of employment, particularly in or near Downtown.

Neighborhood designs are based on a street framework. When examining area neighborhoods they move from a gridded to a more conventional suburban cul-de-sac pattern. The later pattern is socially isolating and creates a greater strain on infrastructure. A return to more gridded patterns such as those which exist in historic neighborhoods is encouraged throughout San Angelo.





# DISCOVERY

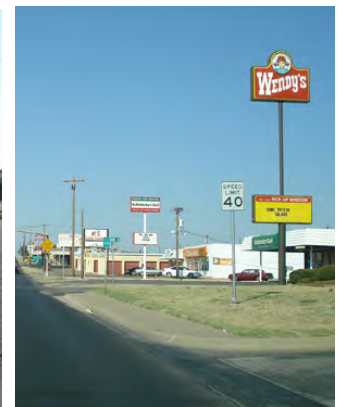
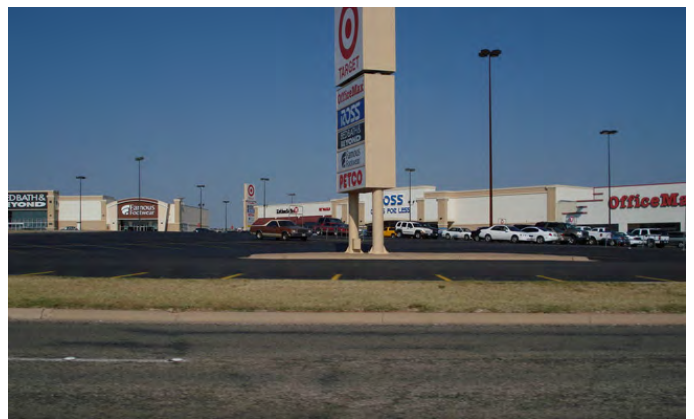
## Commerce

San Angelo's commercial properties tend to be organized in single-use, isolated patterns of development. This form generates little synergy between businesses and land uses and often results in incompatibility. In addition, it has a sizable negative effect on surrounding areas as empty retail boxes, vacant land zoned for office or commercial, and former retail sites remain as blighted reminders of an obsolete real estate market product.

Competition among commercial real estate operators, particularly among tenants, is intense and product offerings change frequently. Industry experts say "retail changes its face very seven years." This has proven true in markets larger than San Angelo, as well as in San Angelo itself. Historically, downtown retail gave way to commercial strips in corridors leaving downtown. Eventually these corridors became largely obsolete as the regional mall was built on the community's edge. The regional mall, while still standing, eventually lost sales to free-standing big box category killers, which gradually clustered into power centers. Today, power centers are being replaced by lifestyle centers and entertainment districts. The common element among all of these commercial products, except for the downtown, is that each one lacks an environment that offers an experience. Lifestyle centers, the newest commercial invention, is wildly successful in large part because it attempts to embrace, in a manufactured environment, the downtown experience with intimacy and diversity of product types. Commercial markets follow residential development and set up business in the most convenient locations. As residential markets sprawl outward, retail markets follow with newer products yet with a similar benign experience leading to a limited lifespan.

These trends can be seen locally as you move southwest from Downtown along Beauregard Avenue and Sherwood Way toward Sunset Mall. The oldest, and in many cases most fragile commercial properties, are closest to downtown. Newer properties are found in and around the mall area.

To counter a trend that is well entrenched, San Angelo, like similar communities, must encourage the positive evolution of their commercial engines through more proactive planning policies. The most effective policies incentivize new retail in infill locations within a defined framework. In addition, the community's Downtown is actively promoted as its commercial and economic core.





## Industry

The introduction of new business and industry in San Angelo is largely guided by the efforts of the San Angelo Chamber of Commerce and City of San Angelo Development Corporation (COSADC). Their charge is to attract, retain and expand the local business base of the community through promotion of a positive business environment. Obviously the recommendations of this strategic plan need to align with their objectives, providing venues and facilities for growth and diversification. The experience of similar cities over the last decade has been that the importance of quality-of-life is rising on the scale of siting criteria, particularly among small and mid-size companies. Cost factors, labor pool, access to institutions of higher education, and other factors continue to be considered critical for success, however, equally important is a community that reflects the values of its business owners. Shared values can be expressed in the City's commitment to providing quality schools, infrastructure, services and products in unique and interesting environments where uses are mixed and ideas exchanged.

The three largest employment sectors in San Angelo include government; trade, transportation and utilities; and, education and health care services. These industry anchors are supported by concentrations in leisure and hospitality and professional and business services. Unemployment over the last decade and a half has remained between 3.0% and 6.0%, with the last year reporting (2005) at 4.4%, a figure roughly comparable to the national rate during the same period. Despite the unemployment rate, total labor force figures have remained fairly stable at approximately 53,000 and total personal income has consistently increased, reaching \$3.6 billion in 2004.

The City's largest employers include Goodfellow Air Force Base, Shannon Health System, San Angelo Independent School District and Angelo State University. Manufacturers either headquartered or having a presence in the community fall within the following industry categories: biotechnology, candles and potpourri, chemicals, computer accessories and software, electronic equipment, food products, jewelry, livestock feed and minerals, medical, metal, plastics, printing and publishing, signs, sporting and athletic goods, stone and concrete products, textiles, transportation and wood products.

Employers in San Angelo are hosted in fairly traditional business centers, on institutional campuses, within its commercial corridors, and to a lesser extent in Downtown. As would be expected in a market this size, there is a predominance of single use, owner-occupied, versus multi-tenant speculative buildings. Additionally, the buildings tend to stand alone, as destinations unto themselves, rather than as anchors within a district or themed "place." Amenities supporting the business environment, if any, are inconsistent in quality and purpose, and rarely connect to surrounding uses.



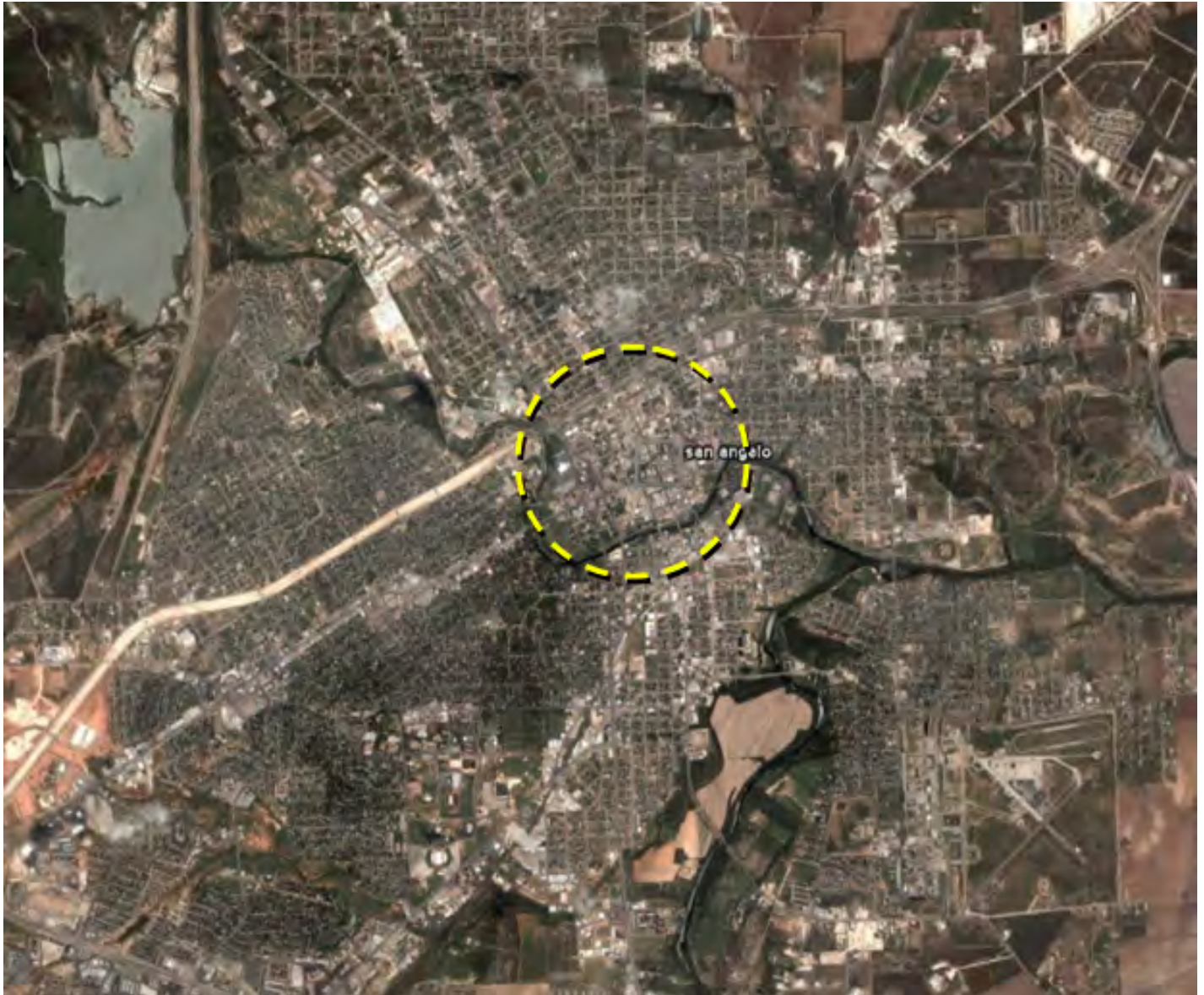


## DISCOVERY

### Infrastructure

As the City annexes more and more land, it takes on more responsibility for building and maintaining basic infrastructure. Sprawling land uses have stretched the capacity of existing infrastructure and created a financial burden on the City that low-density uses cannot afford to maintain.

During the Discovery stage of this process, the City received budgetary estimates pushing upwards of \$300 million for routine maintenance of existing infrastructure and roads. Development on the City's fringe will continue to create budgetary limitations and pressure on the City's ability to participate in public-private partnerships.



*"Commitment to downtown revitalization and reuse of historic buildings may be the most effective single act of fiscal responsibility a local government can take."*

*Economist Donovan Rypkema*

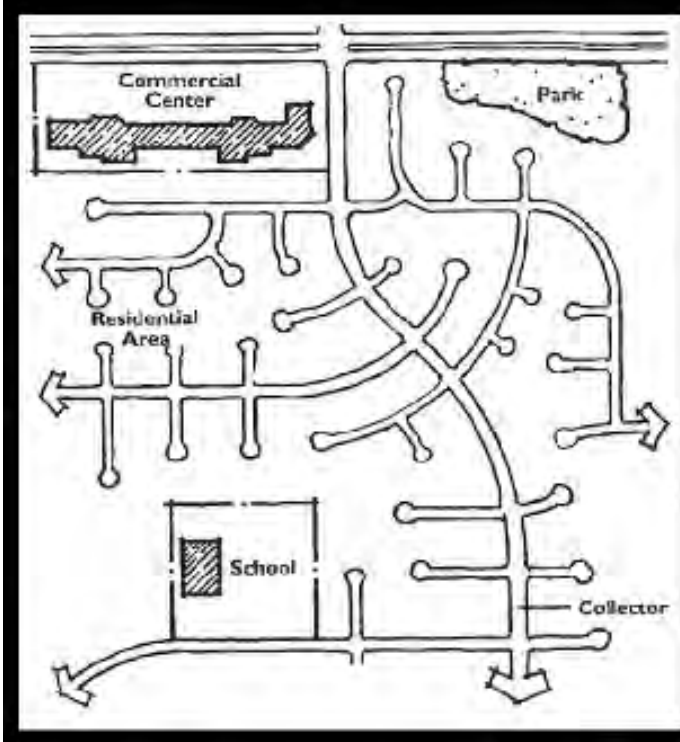


## Transportation

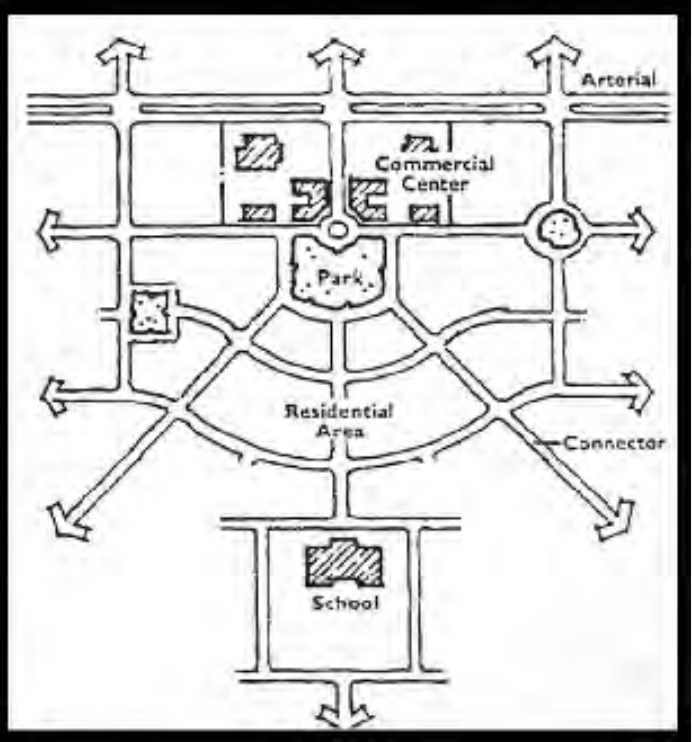
The 2003 Comprehensive Plan thoroughly discusses the existing transportation system along with mobility issues the City is facing. This analysis was informed by that report, yet expands upon it in terms of how the existing transportation system affects land use and the built environment. Transportation and land use are inextricably linked, thus making this discussion essential in understanding the City fabric and its ability to accommodate new investment.

The physical city is defined by its transportation system. Typically, the private sector fills in the blanks (blocks) on roads built and maintained by the public sector. What is most striking about the San Angelo transportation system is the low level of traffic on most streets. Part of the reason for this is the low-density nature of the community. Another reason is rooted in the City's existing framework of gridded streets which create a greater overall capacity on the entire system. Many cities suffer from an overly dependent arterial system that funnels traffic to a few roads creating congestion. This is not the case in San Angelo.

CONVENTIONAL SYSTEM



EFFICIENT SYSTEM



Most roads in San Angelo are designed with overly wide drive lanes or with extra travel lanes for capacity that never appeared. The more paving there is, the less attractive the place, the greater the potential for disconnected land uses and increased air pollution, as well as increased runoff carrying harmful toxins into the environment.

*There is a place where "traffic" and "congestion" are welcome, where there is a need for more traffic, where commuting times rise slightly, and that place is -- downtown. The success of a downtown depends on hustle and bustle. People are attracted to it and businesses thrive in it. Potential exists in the community for roads to be narrowed, sidewalks added, street trees incorporated, on-street parking configured and the experience created.*

The new Houston Harte Expressway has been a great success from the standpoint of expediently moving people around the City. Additionally, it has created a new direct connection into Downtown. However, it has the potential to be a physical barrier between neighborhoods and could isolate Downtown, creating an island between it and the North Concho River. Mitigating these barriers as much as possible is necessary for successful redevelopment of Downtown and re-establishment of it as an economic engine and center for commerce in the region.



# DISCOVERY

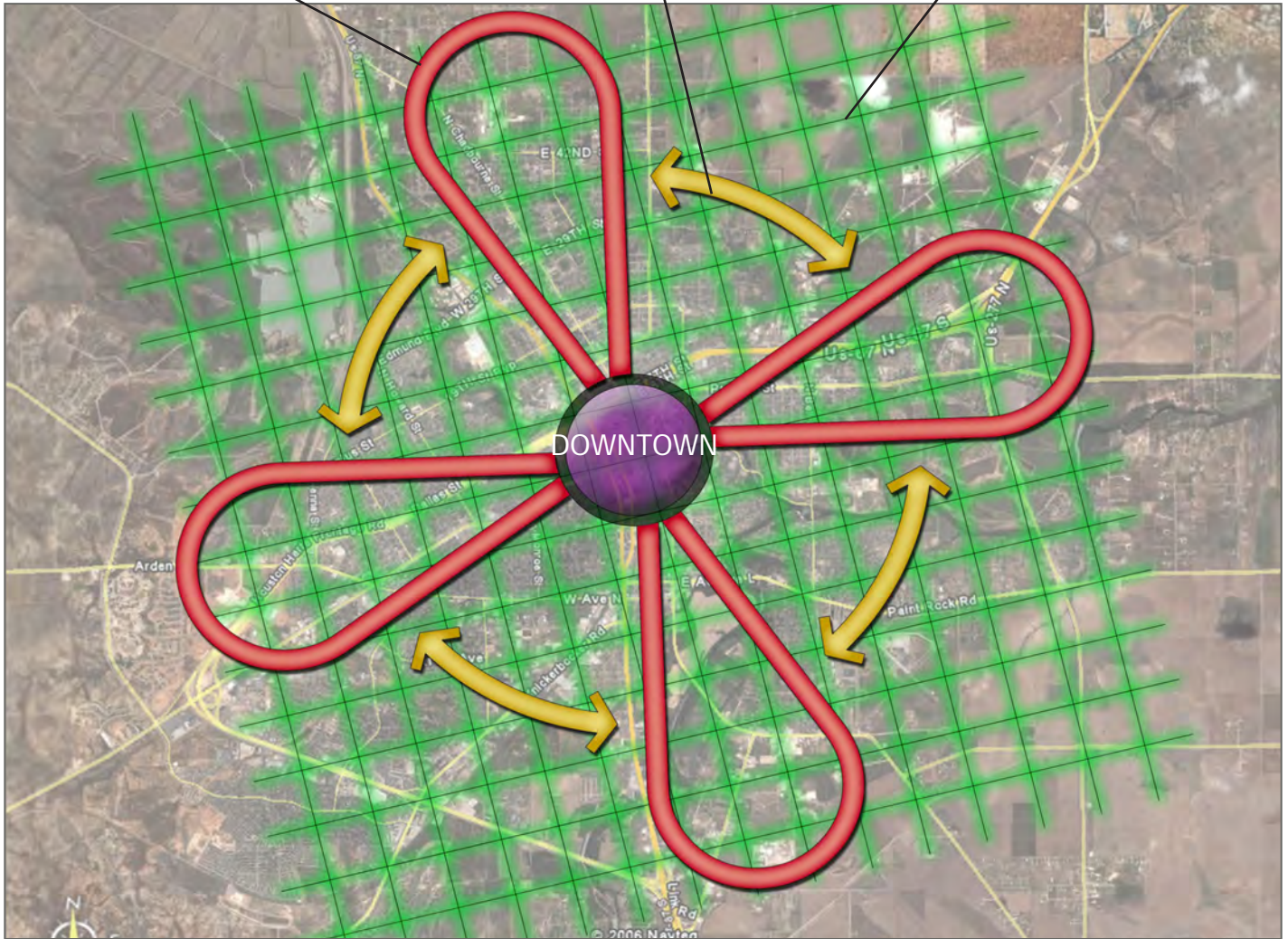
Regional Transportation and Transit -- From a City-wide standpoint, it is important for Downtown to operate as the central hub for transportation systems, whether vehicular, mass transit, or pedestrian. Primary circulators should include full-time transit lanes, highways, and major thoroughfares. Taken in abstract, the second level of transportation links the outer loops where special district areas occur.

Secondary circulation includes intermittent public transportation routes, commercial arterials, and boulevards. At the tertiary level is the overlay of the typical gridded streets. These allow for a variety of choices among the mode of transportation and route to be taken.

Primary Circulation

Secondary Circulation

Tertiary Circulation





## Parks and Open Space

The City of San Angelo has an extensive park system with numerous amenities, all of which are discussed in detail in the 2003 Comprehensive Plan. These amenities, such as the riverfront park system, museums, a visitors' center, natural topographical features, historic downtown, etc. are the essence of what makes San Angelo unique. In aggregate, they give San Angelo a competitive siting advantage in a time when cities are competing against one another for people and jobs, particularly those that value this aspect of community quality-of-life.

A recent study done by "CEOs for Cities" suggests that two-thirds of highly mobile 25 to 34 year-olds with college degrees say that they will decide where they live first, then look for a job. Factors driving their location decision include (in no particular order) the cost of living, range of housing products, cultural venues, active central core, access to recreation, presence of institutions of higher education, and others. New college graduates are the individuals who could be the entrepreneurs of start-up businesses, generating jobs as their businesses grow, and attracting clusters of related industries. While San Angelo fares well in most of these categories, they are particularly strong when it comes to their inventory of natural amenities – those features that make it a unique and highly attractive place to live.

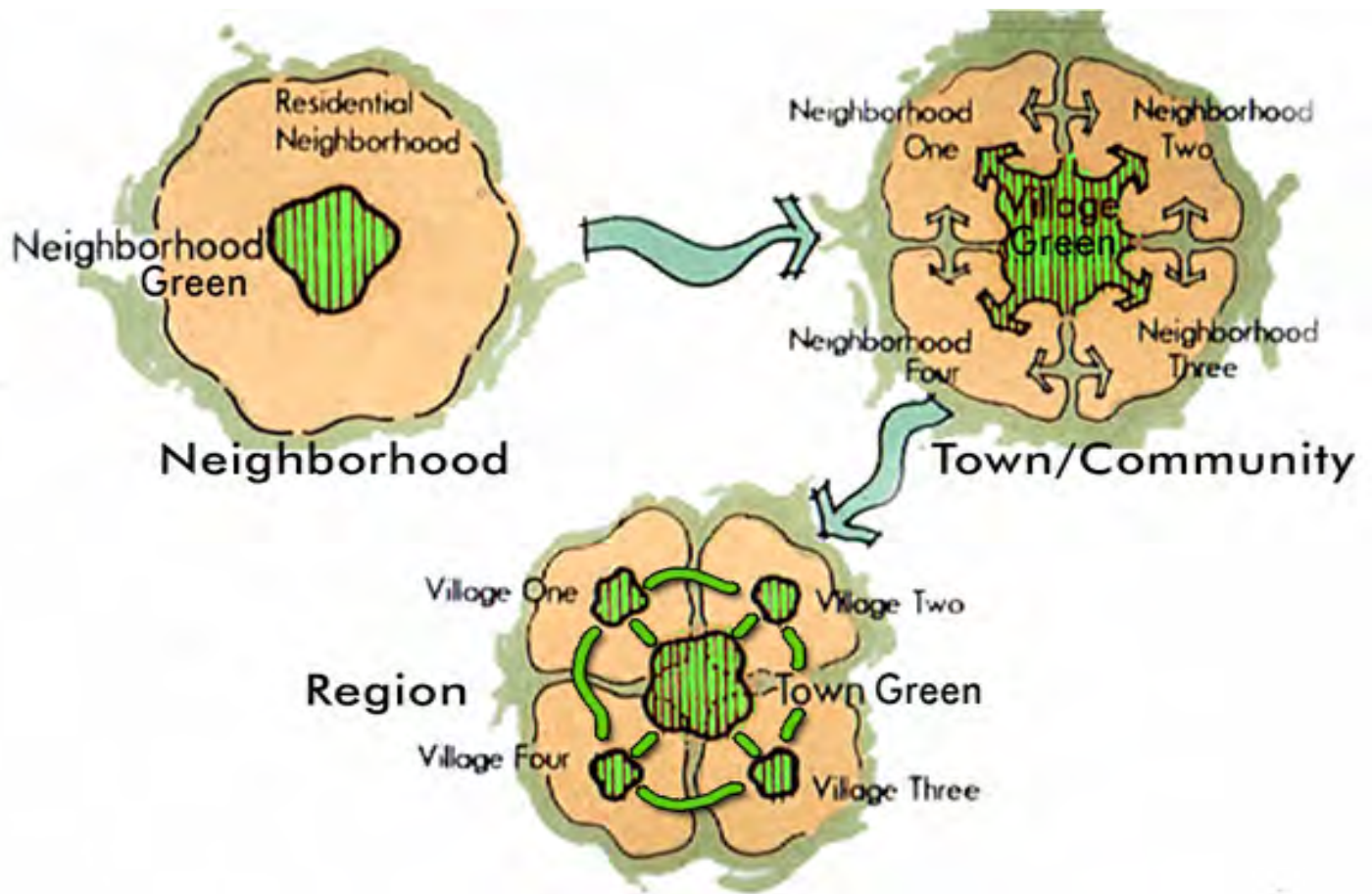
Today, the City's current level of parkland is so significant that some parks are considered underutilized. This is due in part to the fact that some are misplaced and inaccessible, yet others are mismatched to the populace it is serving. In an effort to promote and preserve this community commodity, parkland in key locations may need to be "re-purposed."





## DISCOVERY

Parks should be the focus of the community and scaled appropriately for the proposed program and user groups. A small neighborhood park should be the focal point of the neighborhood design, within reasonable walking distance for everyone in the neighborhood, and programmed for neighborhood gatherings and similar recreational activities. Community parks, which are larger, should be programmed to host a range of offerings, with minimal overlap, thereby attracting people to different parts of the community. Community parks can have athletic fields, music stages, gardens, pet facilities, etc. and should be linked to nearby neighborhood parks wherever possible. The next tier of park space should serve the city and region. In San Angelo, this would include the Concho River, park and trail system and cultural venues similar to those currently located in the community's historic downtown.



Just as community parks should link to neighborhood parks, parks and trails should tie into other regional facilities including riverfront trails, regional parks, recreation facilities, and larger trail systems. Experience has proven that it is critical to link existing and proposed park systems with an extensive and accessible trail system that accentuates the natural characteristics in order to have it be of the most value for the community. A linked system can most effectively capitalize on educational and interpretive opportunities. This strategic plan has its roots in the belief that walkability is a shared value of the community; therefore, its parks and trail systems as well as its neighborhoods, and Downtown must support and advance this component of the vision.

Private sector investment will follow public commitment. Beyond simply creating pedestrian connections to parks and open space, private sector projects should be encouraged to leverage City investments, integrating them into their developments. Typically, cities do not have the amenity package that San Angelo possesses. Therefore, the discussion of sub-districts and catalyst projects outlines ways to capitalize on investments already made by the City, generate integrated development and private investment along the area's regional amenities (the River), and implement them.



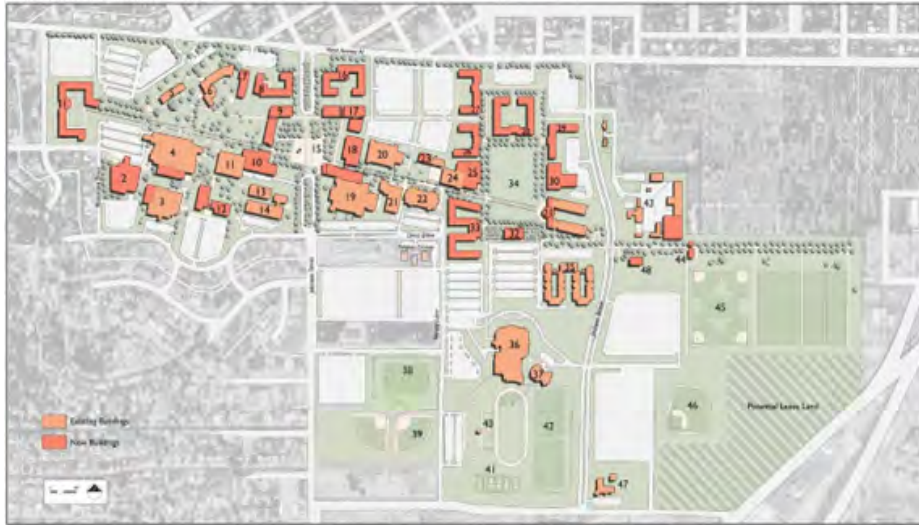


## Institutional Campuses

Institutional campuses refer to land owned and controlled by public and private institutions. In San Angelo, this includes Angelo State University, San Angelo Community Health Center, and Shannon Medical Center. To a lesser extent, these include City Hall, the Tom Green County Courthouse and Central and Lake View High School.

Smaller institutions in cities the size of San Angelo are typically the sole identity driver for the districts and neighborhoods where they are located. As such, the area immediately in and around the anchor assumes that identity as their theme. Conversely, large institutions in these same communities, which have the ability to catalyze a larger sphere, often tend to sit as fortresses with little regard to their environment. In San Angelo, both scales of institutions are largely ignoring the community around them and effectively operating as islands. Significant opportunities exist to reach out and create districts with complementary and auxiliary uses that lend themselves to more attractive, pedestrian-friendly, walkable environments.

### Centennial Master Plan





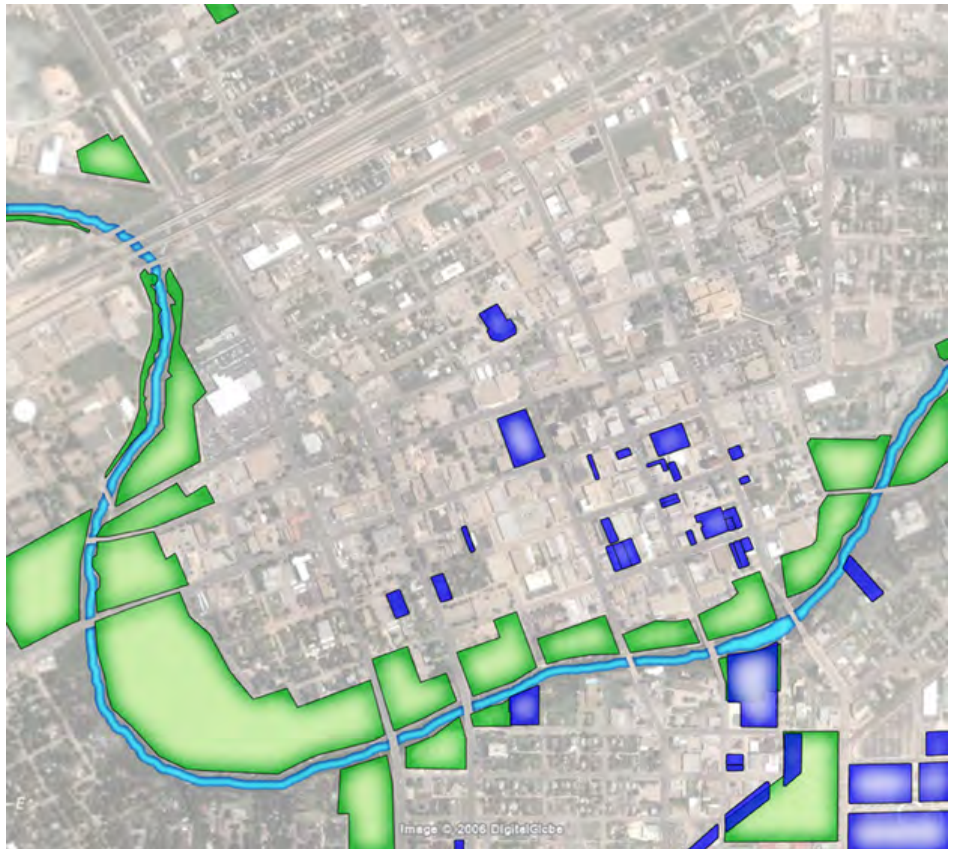
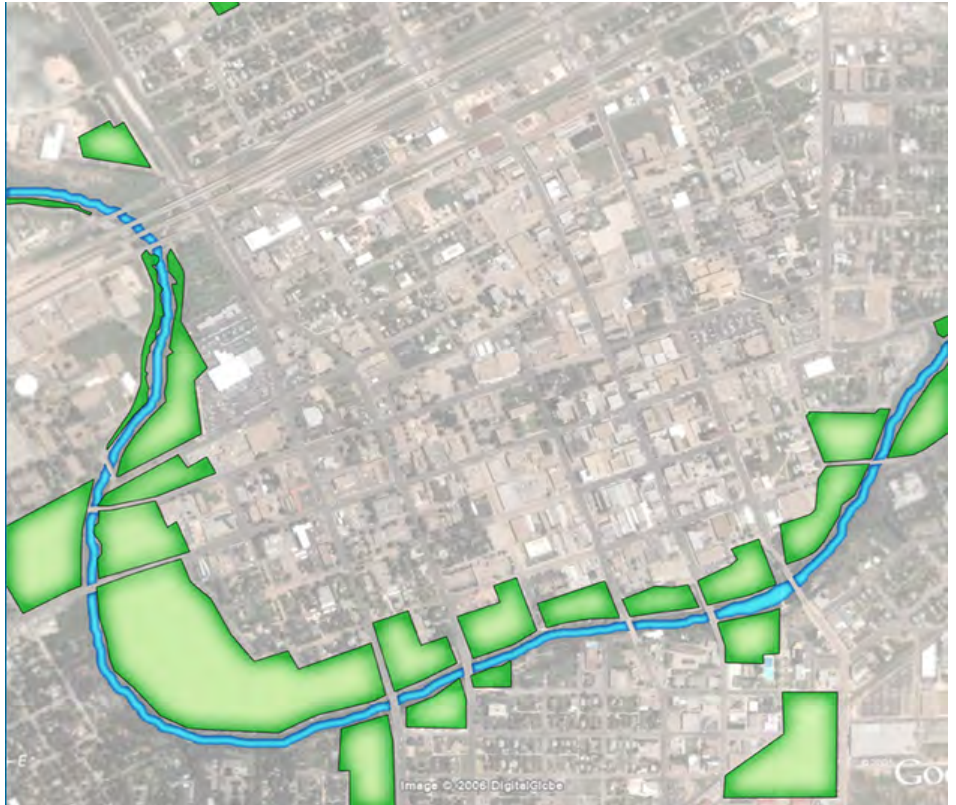
**The Heart**

Downtown is the strongest point of reference for San Angelo. Including the riverfront, it is considered the "heart" of the community. As such, the City appropriately mandated that this strategic plan update include an emphasis on restoring and stabilizing Downtown.

Cities throughout the country who have undertaken similar downtown revitalization initiatives have found that benefits to the community are multi-faceted and multiplicative. Specifically, quality-of-life is enhanced, the number and diversity of job opportunities are increased, and dollars are invested. Key to successful revitalization of Downtown San Angelo will be identification of strategies which build on its strengths and unique character, much of which is evident in its downtown architectural and cultural elements.

While considered valued assets, many historic downtown buildings sit vacant or underutilized. As continued growth on the fringe has diluted the area's role as a regional center for commerce and industry, vacancies in Downtown's building inventory have increased.

Pockets of success remain, yet are dispersed over several blocks, like a disassembled kit of parts. Revitalization strategies for Downtown, presented in the last section of this document, are designed to link them together into one unified, meaningful whole.







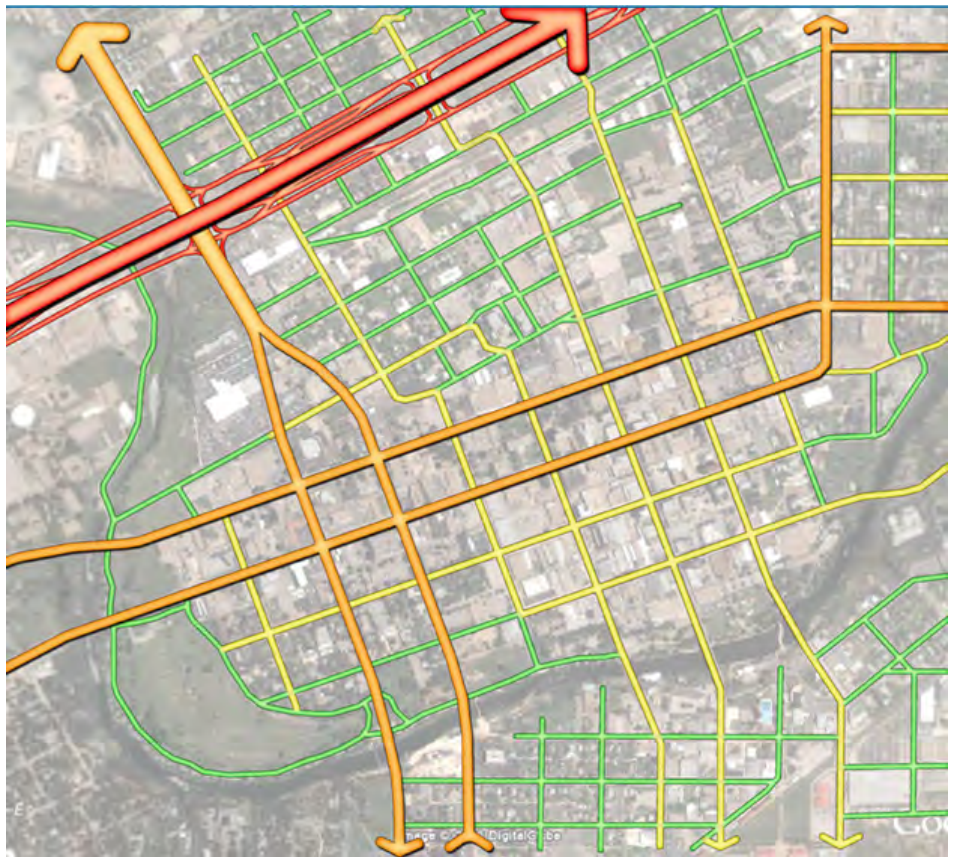


# DISCOVERY

## Public Infrastructure

In addition to natural features, Downtown is supported by a highly efficient street grid that serves to connect it to areas south. Although the grid and urban fabric begin to break down moving north from the historic core, targeted strategies for infill in these areas could balance development and effectively re-establish Downtown as the community's true center.

In addition to Houston Harte Expressway serving as a potential barrier between Downtown and areas north, the Bryant Boulevard couplet has already proven to be a barrier to parts west.



The diagram presented here is a figure-ground. It highlights only building footprints (shown in black) illustrating the built form of the City. The historic core is held together as is much of the Chadbourne Street corridor, meaning there still is a good amount of building frontage on the street.

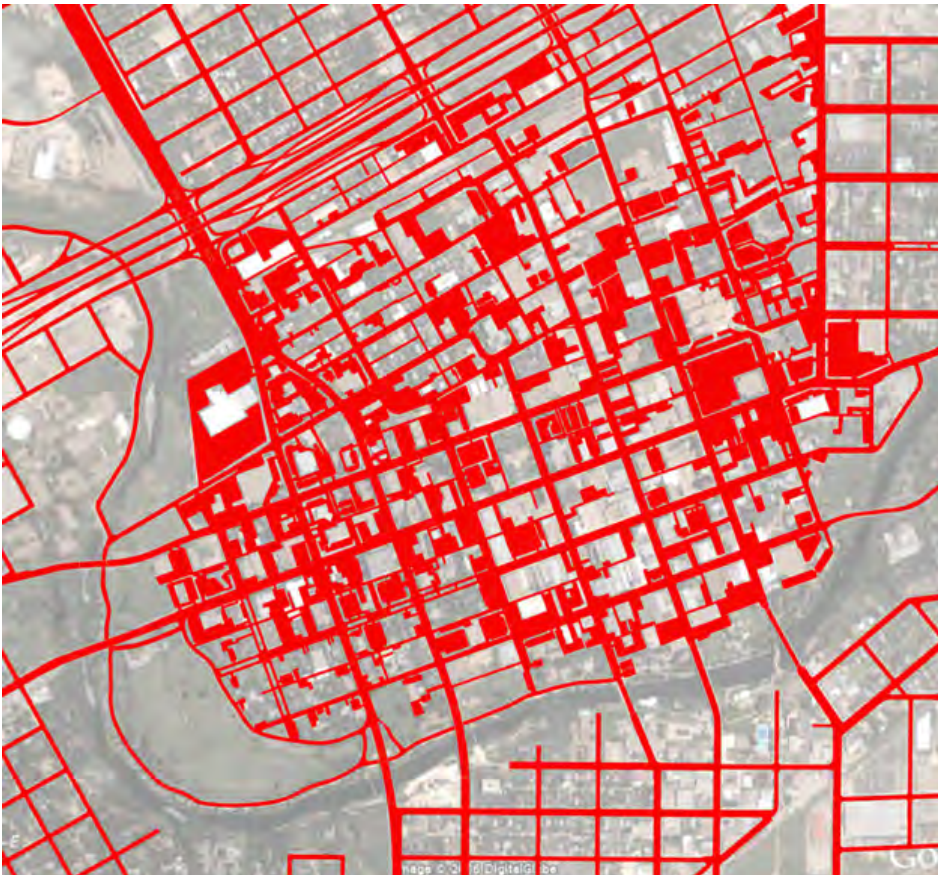
The figure-ground diagram also helps isolate opportunity areas where building forms are the weakest and least connected.







This graphic is a close-up of the figure-ground diagram showing the Downtown block bounded by Beauregard to the north, Twohig to the south, and Irving and Chadbourne to the east and west, respectively. It is the original "Main and Main" block in San Angelo. It is presented to illustrate the "ideal" urban form, with building frontages and active ground floor uses at the perimeter of the block, with parking and service needs handled internally and shielded from public view.



A negative reflected in the figure-ground diagram is the reverse figure-ground. It highlights all areas devoted to the automobile including roads, surface parking lots and service areas. These areas are not designed for people, but rather at a scale for the automobile.

The resulting urban form is one of a fractured and disconnected urban environment, thereby discouraging visitors and pedestrian activity which are critical ingredients for social and economic vitality.

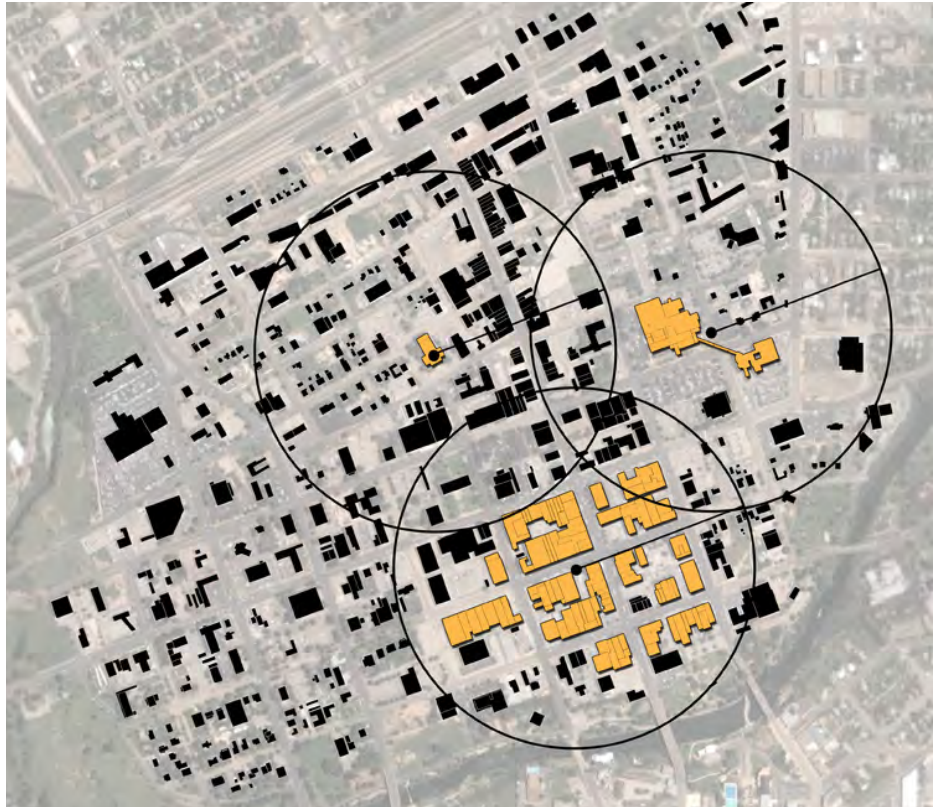


# DISCOVERY

## Downtown Identity Drivers

There are three strong identity drivers in Downtown: City Hall, Shannon Medical Center, and the Historic Core.

The circles represent a short walking distance at a comfortable rate, or a reasonable size for a legible single urban district. The overlap is where the unique characteristics of each blend together to create a true urban experience.



Each one has the potential to be a partner in redevelopment and the creation of special districts, taking their lead from the identity driver's particular character or function, i.e. Civic/Cultural District, Medical District and Historic District.







Within the “Historic District,” the urban fabric is largely intact. Opportunities here are more fine-grained, such as adaptive reuse of existing buildings and urban acupuncture (small-scaled urban infill). These actions would effectively create strengthened corridors that begin to link the districts together into a cohesive downtown.

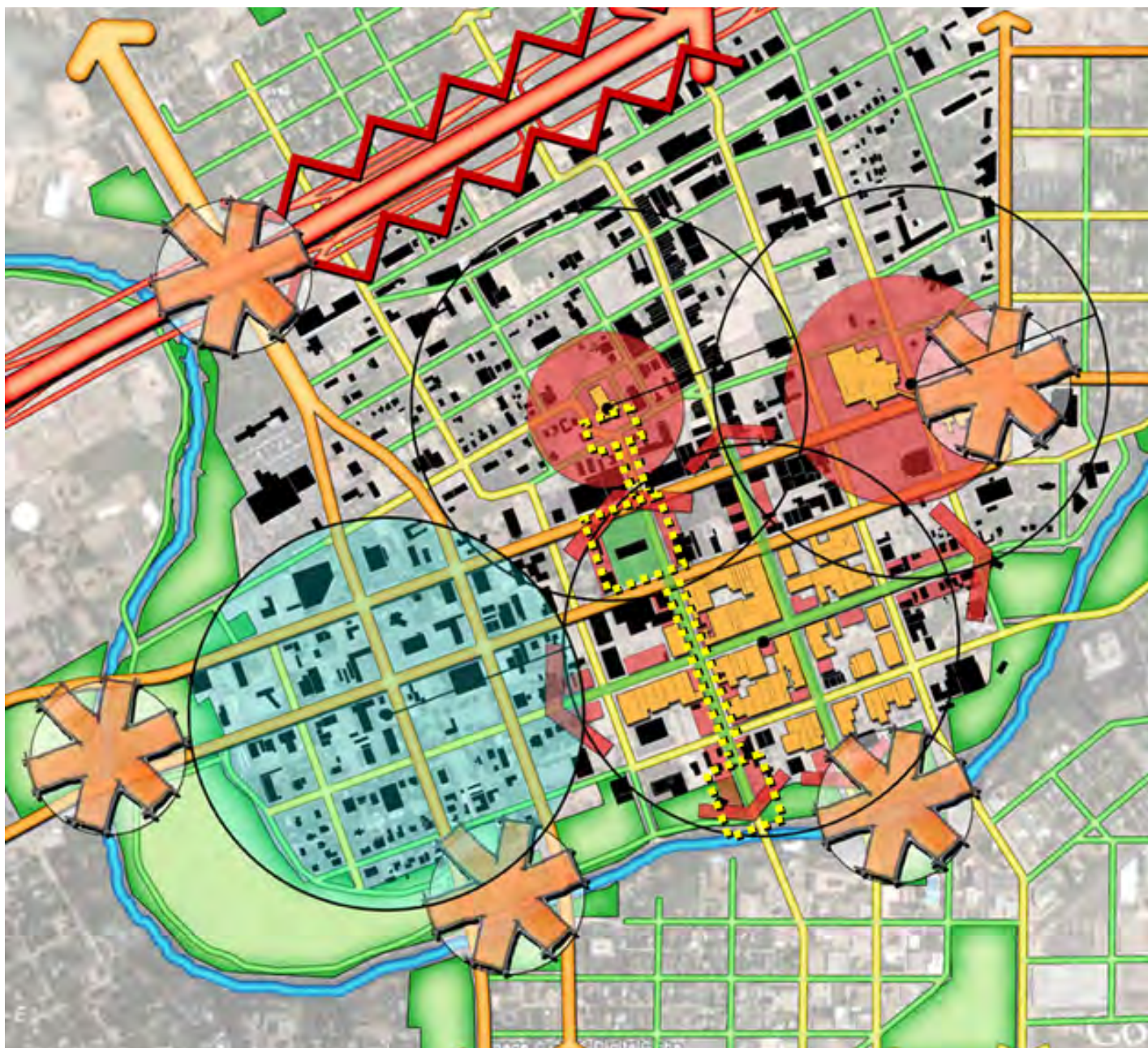
Conversely, Shannon Medical Center and the historic City Hall exist essentially as islands with little cohesive urban fabric or complementary uses holding them together. Here opportunities exist for larger, strategic infill projects around City Hall and a new Medical District.



Within the neighborhoods that surround Downtown, there are a number of attractive homes and office conversions that are reminiscent of the historic State Thomas District in Dallas. Key to successful reinvestment in these areas will be reconnection with the Downtown core.

The urban form which currently is fractured and disconnected, primarily by the Bryant Boulevard couplet, parking and other anonymous spaces, needs to be re-established as a continuation of Downtown.

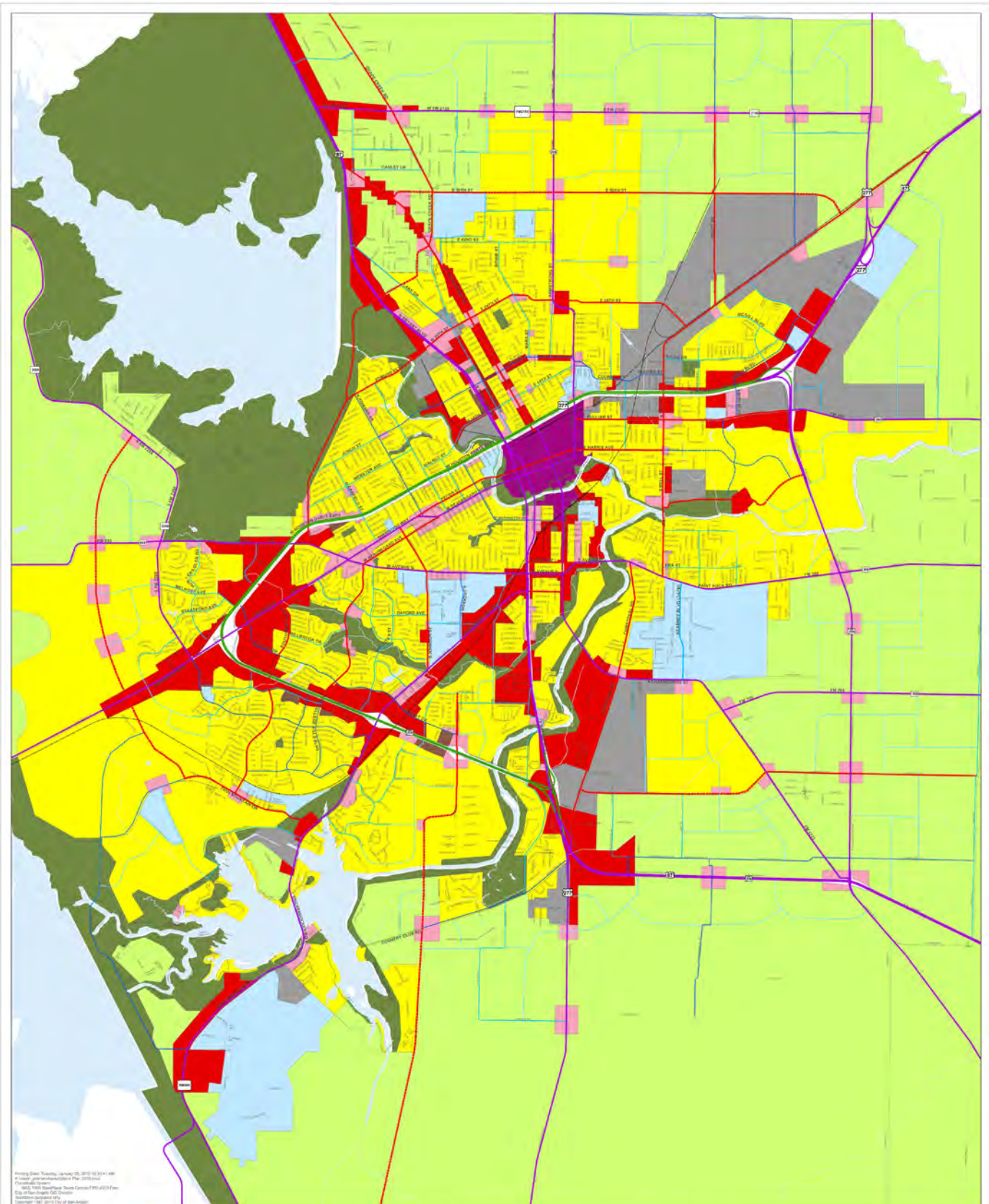




District identification could happen in large part through the introduction of gateway elements, particularly located in areas that today may be barriers. Gateways will be important in establishing an “address” for these areas, and as such should be themed appropriately. Beyond the gateways, uses should be linked by public spaces – hard and soft.

Despite these barriers, Downtown is well-positioned for success. All of the essential elements are in place. Therefore, the strategies presented here are focused on connecting and linking the parts in a manner that makes them larger than the whole.



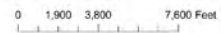


Planning Data Technology, Inc. 10/10/09  
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 San Angelo, Texas 76901  
 City of San Angelo, Texas  
 10/10/09

- Local Street
- Freeway
- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Planway
- Future Freeway
- Future Major Arterial
- Future Minor Arterial
- Future Major Collector
- Future Minor Collector
- Future Planway
- Commercial
- Downtown
- Industrial
- Neighborhood
- Neighborhood Center
- Open Space
- Rural
- Transition

**Vision Plan for San Angelo, Texas (2009)**

1 inch = 2,000 feet



## VISION PLAN SUMMARY

This section details the fundamental intent, goals, and policies for the individual categories of use detailed in the map on the previous page. As shown, this plan map is an illustration and does not constitute zoning regulations, establish zoning district boundaries, or indicate official City policy relating to specific sites. The categories and colors must be interpreted based on the goals and policies detailed within this document. The Vision Plan map should be used as a general guide to shape zoning and land use, while also considering site-specific and area-specific issues.

\*\*\*Note: For more general (non-location-specific) strategies and policy recommendations, please refer to the IMPLEMENTATION Chapter.



### DOWNTOWN

**INTENT:** To reinforce downtown San Angelo's position as the principal commercial, service, and cultural center within the region, while restoring its potentialities for residential development, neighborhood services, and amenities, while promoting and enhancing its existing and historic character.

\*\* Note - A detailed downtown plan is illustrated on page 83 with specific catalyst projects and recommendations. This list suggests general policies, strategies, and vision for downtown San Angelo.

#### **Goal 1: Increase the permanent residential population of downtown San Angelo.**

**Purpose:** The primary missing ingredient in the current mix of use in downtown is lack of residential. High-quality housing and diversity of housing choices are necessary for stable population providing a basis for commercial success, sustainability, and vibrancy.

**Action Steps:** Incentivize residential development and opportunities within downtown.

- Consider expanding the extent of CBD zoning district to encompass more (if not all) of the downtown area designated on the Vision Plan map, in order to allow for greater variety of residential types in the area.
- Adopt Design Guidelines for new residential development and catalyst projects to ensure design quality.
- Create and adopt form-based code for all of downtown, to create predictability for private development.
- Encourage, participate in, and streamline the process for renovating historic structures into unique residential opportunities.
- Eliminate CG/CH zoning inappropriate and incompatible within downtown, encouraging many of the more intensive business-to-business uses allowed therein to relocate into commercial and industrial areas as designated on the Vision Plan map.

#### **Goal 2: Improve the pedestrian experience throughout downtown.**

**Purpose:** For downtown to succeed once again as a populated and energetic place, it must be designed for a pleasurable pedestrian experience and amenitized appropriately through beautification projects.

**Action Steps:** Create a master streetscape and sidewalk plan.

- Distinguish individual streets within downtown San Angelo, through unique design to create a visual and physical hierarchy.
- When renovating or improving existing streets downtown, they should be upgraded with enhanced streetscaping, crosswalks, and street furniture.
- Coordinate with a landscape ordinance with provisions for street trees and trail connections into and through downtown.
- Bury all utilities as part of catalyst or streetscape renovation projects.
- Encourage the use of xeriscaping methods in the landscaping for purposes of water conservation.



**Goal 3: Promote the Arts throughout downtown, particularly from local artists.**

Purpose: Punctuate the revitalization of downtown San Angelo as a canvas for public art.

Action Steps: Create opportunities for public art installations, both permanent and temporary, in downtown as focal points for the community, including murals, sculpture, and unique street furniture.

**Goal 4: Enhance San Angelo's cultural identity throughout the region.**

Purpose: A sense of history can be a source of civic pride, but it can also provide economic and branding opportunities on which a community may capitalize during its revitalization.

Action Steps: Promote the historic character of downtown San Angelo

- Upgrade downtown infrastructure (from Goal 2) in a manner that is compatible with the historic character of San Angelo.
- Provide regulatory and financial incentives for renovating historic structures into mixed-use buildings.
- Seek creative solutions for the best practices in asbestos mitigation and remediation.

**Goal 5: Increase accessibility of public open space in downtown and its role within the city.**

Purpose: Open space is a necessary amenity for a high-quality downtown environment. Furthermore, open space improvements are often critical components of public-private partnerships and redevelopments.

Action Steps: Strengthen connections between Downtown and the North Concho Riverfront including

- Extend trails into downtown via improved streetscapes and sidewalks.
- Create a riverfront promenade and front buildings onto the river.

**Goal 6: Eliminate the negative effects of surface parking in the downtown core.**

Purpose: Expansive areas of surface parking interrupt the historic continuity of building mass in the downtown core, detracting from its traditional aesthetic of enclosed urban spaces.

Action Steps: Create a master parking strategy for downtown.

- Promote "Park Once" principles to be efficient, with limited public parking spaces.
- Limit surface parking lots in downtown; encourage parking garage building with limited visual exposure to street.
- Encourage shared parking strategies where possible, including shared parking garages as potential catalyst projects for redevelopment.
- Allow for on-street parking where feasible and safe.
- Screen surface parking lots with landscaping or concealed within building envelopes.

**Goal 7: Increase the role of alternative modes of transportation.**

Purpose: In light of rising transportation costs and the burden on city infrastructure, reduce average vehicle miles traveled.

Action Steps: Promote choice and availability of alternative modes of transportation.

- Focus redevelopment activities around transit hubs.
- Provide incentives for increased development within walking distance of trails and transit.

**Goal 8: Increase connectivity between downtown and surrounding neighborhoods.**

Purpose: To break down the barriers that isolate neighborhoods and limit vitality of areas, particularly at the seams between downtown and the adjacent neighborhoods to stimulate improvement within both areas.

Action Steps: Break down the "castle and moat" effect of downtown.

- Encourage growth and infill along and across the North Concho Riverfront and Houston Harte Expressway.
- Establish gateways into downtown defined by distinctive architectural showcase projects, signage, and streetscaping.





**NEIGHBORHOODS**

**INTENT:** The quality of life within a community is reflected by the quality of its neighborhoods. This section is intended to preserve and reinforce the stability and diversity of San Angelo neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses, and ensure the City's residential quality and economic vitality.

**Goal 1: Promote vibrant and viable neighborhoods.**

**Purpose:** Neighborhoods, in order to be sustainable, should have a diversity of residential products and affordability levels.

**Action Steps:** Define individual neighborhoods through the creation of individual neighborhood plans for all neighborhoods in San Angelo.

- Define each neighborhood individually within the city, with a neighborhood plan.
- Each neighborhood should have distinct boundaries and centers. Optimally, a park, school, or neighborhood commercial center within walking distance of all homes within the defined neighborhood boundary.
- Promote an appropriate balance of use within each neighborhood.
- Because a single derelict structure can cause blight to spread throughout a neighborhood, provide and coordinate programs to prevent the deterioration of existing structures and public facilities, while preserving and restoring quality structures throughout the city.
- Promote neighborhood diversity and security by encouraging a mix of age, income, and housing choices within San Angelo's neighborhoods.
- Revise regulation and review process to ensure infill and redevelopment projects are compatible with existing neighborhood scale.

**Goal 2: Improve neighborhood connectivity with and between neighborhoods.**

**Purpose:** All residents within each neighborhood boundary should be able to meet their daily needs within a reasonable and accessible distance from their home.

**Action Steps:** Improve the overall pedestrian experience within each neighborhood.

- Provide access to natural areas and recreational opportunities within walking distance.
- Link all neighborhoods within the city, through an interconnected regional trail network.
- Improve street, bicycle, and pedestrian connectivity between neighborhoods and their associate neighborhood centers, public spaces, schools, and parks.
- Coordinate with San Angelo Independent School District (SAISD) to improve walkability and connections between neighborhoods and nearby schools.

**Goal 3: Improve relationship between adjacent commercial and residential land use adjacencies.**

**Purpose:** Failing commercial corridors and limited coordination across property ownership has lead to a situation where one property can negatively affect adjacent properties. The purpose of this goal and the transitional use category is to reverse this trend to create better relationship between different land uses.

**Action Steps:** Promote better transition between nearby commercial and residential use of land and buildings.

- Eliminate uncomplimentary and incompatible zoning classifications from neighborhood plans
- Require a buffer separating commercial, industrial, or agricultural zoned lands from neighborhoods. This buffer may be an intermediate "mixed-use" zone, a landscape buffer, or public right-of-way.
- Rezone or remove any CG/CH zoning from adjacent to existing neighborhoods.
- Screen parking and service areas of commercial properties adjacent to residential areas.



**Goal 4: Grow new neighborhoods in San Angelo in a reliably sustainable manner.**

Purpose: A sustainable urban community is characterized by neighborhoods physically and functionally tied to one another, in contrast to a loose collection of isolated residential enclaves.

Action Steps: Maintain and improve design standards for all new neighborhood development.

- New neighborhoods should be masterplanned for an appropriate, balanced mix of land uses within or nearby the neighborhood.
- The City of San Angelo should maintain open communications with SAISD to incorporate future plans for school facilities into neighborhood plans and development.
- New neighborhoods should integrate with the existing street framework
- Continue using the major street (thoroughfare) plan to promote arterial and collector street connections among new residential subdivisions.

**Goal 5: Promote neighborhood organization and outreach**

Purpose: The following measures are designed to establish a process to garner consistent, broad representative public participation.

Action Steps: Facilitate and support the creation and maintenance of neighborhood groups, in cooperation with other existing neighborhood-based organizations.

- Encourage the inclusion of, or liaison with, adjacent businesses, religious institutions, school representatives and other similar types of stakeholder groups. Particular emphasis should be placed on reaching out to non-English speakers and other people who may not normally participate.
- Maintain a neighborhood association database along with a city-wide map of neighborhood boundaries that is available to the public through the City's website. Neighborhood boundaries may be established by individual associations for notification purposes only.
- Provide education to residents on how to become involved in planning and zoning activities.
- Strongly encourage representatives of land use applications to contact and inform registered neighborhood organizations about their proposals, early in the process.
- Foster community participation in city planning by developing strategies to encourage participation by underrepresented residents and stakeholders.

**Goal 6: Improved access to open space for all residents**

Purpose: Public open spaces are the centerpieces of healthy neighborhoods. They act as neighborhood hubs of activity, providing opportunity for event spaces, exercise, relaxation, and recreation. Open space improvements are also often critical components of public-private partnerships and redevelopments.

Action Steps: Seek ways to make existing open spaces more accessible and target potential new park spaces as key, centralized neighborhood revitalization efforts.

- Parks should be appropriately scaled and a central organizing feature of the surrounding neighborhood.
- Identify potential vacant or underutilized properties within distressed neighborhoods, to be converted to public open space as an incentive for infill redevelopment.



**NEIGHBORHOOD CENTERS**

**INTENT:** Establish Neighborhood Centers that take on a more pedestrian-friendly character, are more integrated with and connected to their surroundings, and cluster buildings to generate synergies between complementary uses. These neighborhood centers should individually have a primary use, but should allow for a mix of uses allowing for increased activity, interest, and long-term viability.

**Goal 1: Contract retail commercial corridors into series of identifiable nodes or centers at key intersections.**

**Purpose:** By contracting the amount of commercially zoned land, San Angelo can slowly reorganize commercial corridors into clusters benefitting from better siting (at or near strategic intersections of major streets) synergies between uses that enable cross-shopping and day-night activity, thereby making for more interesting, safe, and sustainable character.

**Action Steps:** Amend codes and regulations to be more appropriate to market conditions, increased flexibility to changing market realities, and improved built form.

- Explore a variety of regulatory and financial incentives to encourage appropriate and supportive infill development at Neighborhood Centers.
- Promote a mix of various uses at key intersections to encourage the necessary infill, densification, and walkability necessary for Neighborhood Centers.
- Develop architectural design standards to ensure design quality, predictability and compatibility with adjacent neighborhood areas as these areas redevelop.
- Improve pedestrian experience by promoting storefront character of buildings oriented to the street through the use of form-based zoning.
- Replace all CG/CH zoning on commercial corridors with better-specified zoning classifications that prohibit incompatible uses and focus on built form.

**Goal 2: Reorganize parking strategies.**

**Purpose:** Parking has typically been defined strictly by convenience. New strategies are needed to minimize the negative visual impact that surface parking lots can have on the community.

**Action Steps:** Create a landscape ordinance for new buildings and off-street parking, for beautification of streetscape as well as to buffer and obscure service areas.

- Encourage new streets that link the corridors between Neighborhood Centers, through adjacent neighborhoods.
- Allow on-street parking for convenience and to buffer traffic from pedestrians.
- Screen and conceal surface parking behind buildings, relegating it to the interior of the block.

**Goal 3: Improve pedestrian access to commercial Neighborhood Centers.**

**Purpose:** Residents of neighborhoods should be able to meet many of their daily shopping needs within approximately 1/2-mile of their home. As noted above, this is best achieved through clustered commercial centers, but also through increased access and connectivity between the neighborhoods and their associated Neighborhood Centers.

**Action Steps:** Improve relationship between buildings and the public realm, for improved visitor experience.

- Organize infill and redevelopment around centralized public spaces.
- Establish transition areas to better "scale-down" intensity of use from commercial centers to neighborhoods.
- Coordinate the location of public transit stops within walkable mixed-use nodes, in order to provide predictability for both transit planning and commercial development areas while increasing ridership and accessibility.
- Create new pedestrian linkages between neighborhoods and their associated Neighborhood Centers.



## TRANSITION AREAS

**INTENT:** These areas shown in brown define two types of transitional situations. The first is the conversion of commercial corridor frontage from CG/CH zoning and related strip-style development, and the second addresses how Neighborhood Centers, Downtown or other Commercial areas may be bridged to neighborhoods. In both cases, Transition Areas provide for a scaling back of activity from more intense areas to neighborhoods which should be more passive in character. In general, Transition Areas imply increased density and greater mix of uses than neighborhoods, but not as much as in Neighborhood Centers, Downtown or other Commercial areas.

### Goal 1: Revitalize aged commercial corridors.

**Purpose:** Give the primary arterials in San Angelo a new life through enhanced design and appropriate land uses, while allowing for improved connections to Neighborhoods.

**Action Steps:** Amend codes and regulations to increase flexibility with changing market realities, and to improve the built environment.

- Explore a variety of regulatory and financial incentives to encourage appropriate and supportive infill development and redevelopment along commercial corridors
- Replace all CG/CH zoning on commercial corridors with better-specified zoning classifications that prohibit incompatible uses and focus on built form.
- Develop architectural design standards that ensure design quality, predictability and compatibility with adjacent neighborhood areas, as these areas redevelop.
- Improve pedestrian experience by promoting storefront character of buildings oriented to the street through the use of form-based zoning codes.
- Improve and enhance streetscapes along important corridors for greater mobility, flexibility and choice of transportation options. See Multi-modal Corridors section.
- Allow for more appropriate uses such as office, live-work, mixed-use, and residential activity along these corridors. Note: Design and format of buildings along corridors are directly affected by the quality of design and pedestrian-friendliness of the streetscape.

### Goal 2: Blend intensive commercial areas into neighborhoods seamlessly.

**Purpose:** Commercial areas often do not make for compatible neighbors for residential uses, but rather than completely turning their back on neighborhoods, Transition Areas should be used to graduate density and intensity of activity to maintain connectivity, improve pedestrian experience, and provide areas for increased housing and nonresidential options not currently being met.

**Action Steps:** Incentivize the transformation of Neighborhood Centers through development of transition areas that provide the density of development and residents necessary to populate Neighborhood Centers and nearby neighborhoods.

- Target priority infill areas within Transition Areas.
- Engage property owners and work to assemble property within a shared vision.





### INSTITUTIONAL/PUBLIC

**INTENT:** Shown in blue on the Vision Plan map are public and institutional properties. This category includes a military base (Goodfellow Air Force Base) and community centers.

#### **Goal 1: Improve the physical relationship between the public institution and the adjacent context .**

**Purpose:** To improve the standing of community centers and public facilities as pillars of their local neighborhoods and central features of the community as a whole.

**Action Steps:** Appropriately locate facilities within existing and growing areas as the centerpiece of new Neighborhood Areas and Neighborhood Centers.

- Coordinate planning efforts with SAISD and the Tom Green Country Library System in the future planning and development of public facilities to ensure centrally located and accessible facilities for their users.
- Increase the value of these facilities to their respective neighborhoods through public investment in street improvements, sidewalk construction, and similar infrastructure.



### COLLEGE/UNIVERSITY CAMPUS

**INTENT:** Shown in blue on the Vision Plan map are public and institutional properties, as well as college/university campuses. This included a large public university (Angelo State) and a local college (Howard College) as well as all related facilities.

#### **Goal 1: Improve the physical relationship between the public institution and the adjacent context .**

**Purpose:** To improve the standing of community centers and public facilities as pillars of their local neighborhoods and central features of the community as a whole.

**Action Steps:** Appropriately locate facilities within existing and growing areas as the centerpiece of new Neighborhood Areas and Neighborhood Centers.

- Increase the value of these facilities to their respective neighborhoods through public investment in street improvements, sidewalk construction, and similar infrastructure.
- Look at the viability of relocating or removing city-owned structures which are unattractive and no longer necessary.

**Action Steps:** Cultivate uses that better connect to the surrounding neighborhoods.

- Focus redevelopment efforts on multi-purpose, mixed-use facilities that provide a wide variety of businesses, housing and office space.
- Create clearly-defined gateways. These opportunities exist along the southern entrance of Angelo State University along Knickerbocker Road and the northern entrance along West Avenue N.
- Examine and further study areas along main corridors leading into the campus; these could include, but are not limited to Jackson, Johnson, and Vanderventer Streets.
- Place new walkways and trails in locations that join the planned university network.

**Goal 2: Develop "Town & Gown" streets**

Purpose: To create a mixed-use "seam" between the institutions on larger campuses and nearby neighborhoods, offering live/work/play environments for the employment populations as well as the temporary and permanent residents of these areas. Opportunities exist at Angelo State University along West Avenue N and Knickerbocker Road, at the intersections of University Drive.

Action Steps: Develop new off-campus housing in an urban, "live above the shop" format with neighborhood and campus-support retail in the ground floor.

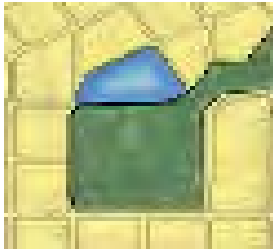
- Actively seek out development partnerships with Angelo State University and Howard College.
- Improve the overall public realm along the "town & gown" streets with improved amenities which better connect areas and influence pedestrian travel. These should be given priority in the following order: landscaping/streetscaping, sidewalks, lighting, pedestrian amenities such as benches or trash receptacles, and banners.

**Goal 3: Increase redevelopment opportunities**

Purpose: To better utilize existing parcels and provide increased services and amenities as growth occurs.

Action Steps: Maximize capabilities using a variety of approaches to acquire or influence orderly and logical redevelopment of areas adjacent to the campus.

- Work with Angelo State University and Howard College to create and encourage public-private partnerships to drive appropriate development types.
- Increase communication and combine efforts to support redevelopment of university-purchased parcels to ensure compatibility with surrounding neighborhoods and the City's plans for the area.
- Encourage private enterprises targeted at serving the university/college workforce and populations in a variety of low-intensity businesses.
- Examine and research the potential use of eminent domain to acquire underutilized properties and create more of a connection with the campus itself.
- Incorporate modern design and planning approaches in new developments, such as parking hidden from the street, buildings that maximize the use of space, exteriors that are interesting and pleasing to the eye, and placement that works seamlessly as part of the larger environment around it.



## OPEN SPACE

**INTENT:** San Angelo is well-known for its abundance of open space, especially along the Concho River system. This section is intended to offer guidance on how to protect what are already considered assets for the City of San Angelo - its air and water quality, open spaces and natural resources, while enhancing the image of and access to open spaces citywide. The open space network in San Angelo should be an interconnected series of parks, trails, enhanced multi-modal streetscapes, and natural areas that provide recreation, improved air and water quality, and natural habitat.

### **Goal 1: Provide a balanced system of parks, open space, and recreational facilities in terms of function and location.**

**Purpose:** While San Angelo has a large amount of land dedicated for park space, some of it does not have the usership that it should because of issues of improper location, programming, or scale.

**Action Steps:** Review and update the City's Parks Masterplan to ensure that parks, open space, and recreational facilities are equitably distributed throughout the community, to meet the needs of current and future residents.

- Locate new parks and open space for optimal ease of access for users as well as visual prominence, to increase usership.
- Create a system of classification that details the service area and make-up of each existing and proposed park, open space, or recreational facility, based on its size, scale, and intended usership.
- Ensure that all neighborhoods have, at minimum, a small neighborhood-scaled park and access to the regional trail and open space system, within reasonable walking distance.
- Coordinate strategic efforts of the Parks, Planning, and Economic Development groups in municipal government.
- Identifies targeted areas for underserved neighborhoods and disconnected parks, open space, and natural areas, for new interconnected trail opportunities offering improved access.

### **Goal 2: Base decision making on a "Triple Bottom Line" set of criteria.**

**Purpose:** The Triple Bottom line is a standard for community accounting that appropriates an expanded spectrum of values and criteria for measuring success; assigning values for potential economic, environmental and social improvements. Economic value can include private profits and increased tax base. Environmental value equates to protected and improved natural resources; air and water quality. Social value can be found in places that are pleasant to be in, suitable for gathering and socialization that enhance the image of the community.

**Action Steps:** Leverage all existing and proposed new parks and open space into high quality private investment that creates a return on investment in the way of social, environmental, and economic capital.

- Assemble a database accounting for all City owned land including parks and open space.
- Determine underserved areas of the city for certain types of open space and amenities.
- Determine where potential opportunities lie for public/private partnerships in redevelopment around new, existing, or reconfigured open space.

### **Goal 3: Make efficient and valuable use of regional drainageways.**

**Purpose:** Natural drainageways and landforms make for the best framework for regional amenities, open space, and preserved natural resources while maintaining a standard for the region's water quality.

**Action Steps:** Preserve and enhance non-developable drainageways for utmost community value.

- Generate a City-wide strategy to retain and infiltrate runoff before reaching the point of its outfall, to maintain water quality as well as to diminish flood damages, and erosion.
- Enhance and stabilize drainageways with riparian vegetation.
- Locate regional recreational facilities to serve a dual-purpose of recreation and retention.
- Develop programs to encourage reusing gray water for irrigation purposes
- Implement a regional trail network that follows the regional watershed and incorporates all parts of the city, ensuring no Neighborhood Area is without direct access to the comprehensive trails network.





**COMMERCIAL**

INTENT: Shown in red zones throughout the city are Commercial areas, which often are single-use centers consisting of large retail and office clusters that seek visibility and convenient access offered by frontage on the major street network. The uses within this area often draw from the larger regional area, thus necessitating this siting.

**Goal 1: Establish transition areas between commercial areas and nearby neighborhoods.**

Purpose: Improve the relationship and connectivity between neighborhoods and Commercial areas.

- Action Steps: Create new physical connections to neighborhoods lined with transitional and intermediate uses.
- Where possible, plan for new pedestrian and/or vehicular connections through Commercial areas to integrate them with the city-wide grid network of streets.
  - Internalize service areas for commercial properties internal to blocks lined with transitional uses screening them from view.

**Goal 2: Ensure long-term viability of commercial sites.**

Purpose: Given the ephemeral nature of these types of single-use developments, it is critical to have plans for their future redevelopment

- Action Steps: Create or mandate phasing plans for future infill of new and existing Commercial areas, to maximize development and ensure quality of experience and commercial success.
- Create and adopt a new landscape ordinance for commercial buildings and parking, for beautification and to obscure the view of service areas.
  - Coordinate between property owners and existing businesses to ensure consistent streetscapes, signage, landscaping, and shared parking strategies.
  - Design for a campus-like environment organized around a central feature or public space, to instill a pedestrian-friendly element and establish synergies between compatible businesses.
  - Improve pedestrian and visitor experience and accessibility, by promoting storefront character of commercial buildings oriented to the street.

**RURAL**

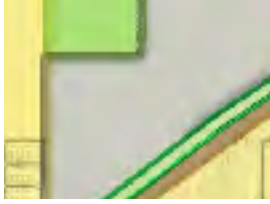


INTENT: Rural areas are those which are shown on the accompanying Vision Plan map in light green as. These areas are important in maintaining some of the rural qualities and characteristics of San Angelo; however, these areas will nonetheless come under the largest pressure to develop more intensively.

**Goal 1: Preserve rural character in certain places.**

Purpose: Ensure suitability of development in Rural areas, promoting overall compatibility and avoiding overload of rural infrastructure, especially the street.

- Action Steps: Establish a "carrot and stick" approach to new development on rural and greenfield sites, allowing for ease of permitting and development while demonstrating quality development.
- Develop Quality Neighborhood Development Standards based on the possibility that many rural areas now outside of city limits will someday be incorporated within City limits.
  - Quality Neighborhood Development Standards for rural areas should also reflect the principles in this document for great neighborhoods, and which recall the best aspects of historic San Angelo neighborhoods, all the while maintaining flexibility for future needs.



## INDUSTRIAL

**INTENT:** The color in grey on the Vision Plan map represents areas where industry and agricultural are suitable. These areas are dedicated to aspects of supporting the local economy while mitigating some of their potentially undesirable secondary effects on nearby residences.

### **Goal 1: Organize LULUs (Locally Undesirable Land Uses) into clusters.**

**Purpose:** Clustering potentially hazardous industries into a limited number (given the size of San Angelo) of larger, isolated areas will minimize negative effects on residential areas, while balancing access to these businesses within the region, rather than putting all of them into one location.

**Action Steps:** Cluster industrial and intensive agricultural businesses into several large areas by specifying boundaries within which such uses may be incentivized to locate, remain and thrive, while establishing increased business diversity.

- Where possible, use major natural or man-made features as boundaries and buffers for these Industrial/Ag areas.
- Where the boundaries of these Industrial Areas abut Neighborhood Areas, and there are no natural boundaries, apply special buffer provisions to ensure that adjacent development is compatible.
- Within Industrial Areas, allow some land to be designated for other compatible uses of commercial employment, to encourage stable employment base.
- Prevent land use conflicts within the mixed employment areas, through the use of development standards and by limiting conflicting types of development.
- For activities which tend to have substantial off-site impacts or demands on public services, limit the areas where they are permitted outright, and require additional reviews where they may be appropriate.



## ANNEXATION (Next Page)

**INTENT:** Areas for potential annexation have been highlighted on the map in three categories: Immediate opportunities for annexation within the next five years, Intermediate being five to twenty years out, and Long-Term being more than twenty years. These time frames are merely estimations and every consideration should be given to the cost/benefits of annexing of each area at any given time. This section is intended to provide clarity to that decision-making process.

**Goal 1: Use annexation to ensure that new housing and business activity is incorporated within City limits of San Angelo, in a way which minimizes up-front municipal expenditures (for capital improvements in newly annexed areas) but maximizes suitability of such development within the urban context of San Angelo.**

**Purpose:** Annex areas before extensive development of home sites and business properties occurs, guiding any such development within a framework of municipal regulations on zoning, subdivision, signs, fire prevention and building construction.

- Action Steps:** Integrate annexation decisions with policies and practices for extending municipal water service.
- Adhere to subdivision ordinance standards which generally prohibit extending water service outside City limits, except to encourage development of base economic generators by industrial district agreement.
  - Focus immediate or short-term annexation efforts (initiated by City) on areas already served by City water system but which remain outside City limits.
  - Focus intermediate and long-term annexation efforts (initiated by City) on areas that can be served by extending the existing water distribution system; avoiding annexation of areas where development would necessitate extensive improvements to water tanks and transmission lines.
  - Avoid annexing land within "service areas" of private water utility providers, unless emergency situations warrant and/or a contract is negotiated for integrating the affected portion of the private provider's system with the municipal water system.
  - Consider amending subdivision ordinance to require that lots in new subdivisions must provide water system improvements for potable use and firefighting capacity, in or out of City limits.

**Goal 2: Balance short-term costs of making measured capital improvements in possible annexation areas, with long-term costs of continuously not annexing these same areas.**

**Purpose:** Recognize that determining best areas for annexation involves anticipating realistic potential for development of new home sites and new business activity all around the urban fringe, annexing the most promising such areas where timely application of urban development standards can have an effective impact.

- Action Steps:** Identify specific areas where municipally-initiated annexation may be useful for incorporating expected new development (as well as some existing urban uses) within City limits, especially, where an infrastructure of water utilities already exists.
- Prioritize most urgent area(s) for potential annexation and initiate a municipally-sponsored annexation plan for such area(s).
  - Recognize possibilities for required new capital improvements stemming directly from such annexation, especially, for new fire hydrants and/or for responding to emergency service calls.
  - Identify where "infill" annexation of now-unincorporated areas may contribute to more efficient delivery of public services.



ANNEXATION INSERT



# VISIONING

*San Angelo Strategic Plan*

## VISIONING

### Vision Statement (amended 2/1/11):

By the year 2027, San Angelo will measurably be the most desirable mid-sized city in Texas.

### Mission:

Our mission is to maintain small-town character and community spirit, and take advantage of ample social, cultural and recreational opportunities. This includes using our quality of life to attract new businesses and allow existing businesses to grow. Furthermore, we will uphold a community commitment to the past, ensuring that downtown will always remain the heart and soul of San Angelo. We will embrace principles which help future development occur in a way that is socially, environmentally, and fiscally responsible.

### Public Outreach

The planning process which provided the foundation for the Discovery, Visioning and Implementation elements of this strategic plan began with extensive interviews of local and civic leaders, stakeholders, business owners, church groups, neighborhood representatives, and those involved in the local real estate market. Afterwards a representative steering committee was established to guide the remainder of the process.

The Steering Committee, comprised of 21 individuals from the community, offered insight, communicated with stakeholders beyond the process and participated in a visual preference survey. During this exercise, each individual was asked to indicate their preference for the type and intensity of development of parks and plazas, commercial and employment uses and neighborhoods. Results from the Visual Preference Survey were tabulated by counting positive and negative votes. Feedback received offered quantifiable insight into preferences for the community.

*"If I wanted to see more strip malls, I would go to a big city."*

*~ Strategic Plan Steering Committee Member*

Imagery on the boards was carefully chosen to be relevant for San Angelo and focused on issues of land use, form, and density, while illustrating a range of product types. In every case, preferences leaned toward a more intimately-scaled, pedestrian-friendly environment with special attention to detail and an improved public realm – a variation on current practices. A summary of the Visual Preference Survey results is presented in the Appendix.

### Sub-District Concepts

Upon completion of the Discovery phase, armed with an understanding of physical and market disconnects, deficiencies and opportunities, the consultant team engaged the Steering Committee in the identification of sub-districts and issues within them that, if addressed, could begin to connect the various parts of the community.

Like many communities of comparable size, San Angelo contains several distinct sub-areas, or districts, that are influenced by their geography and relationship to the entire community framework. Within each district there exists a unique set of challenges and opportunities which could benefit from targeted strategies taking the form of projects, programs and policies. For the purpose of this effort, each of the sub-district concepts was identified relative to barriers (physical, market, financial, regulatory, political and organizational), market opportunities, design elements, and required investment. The graphic presented here illustrates the location of the various sub-districts.

Note: Certain public-private strategies are relevant in more than one sub-district and therefore may appear repeatedly.



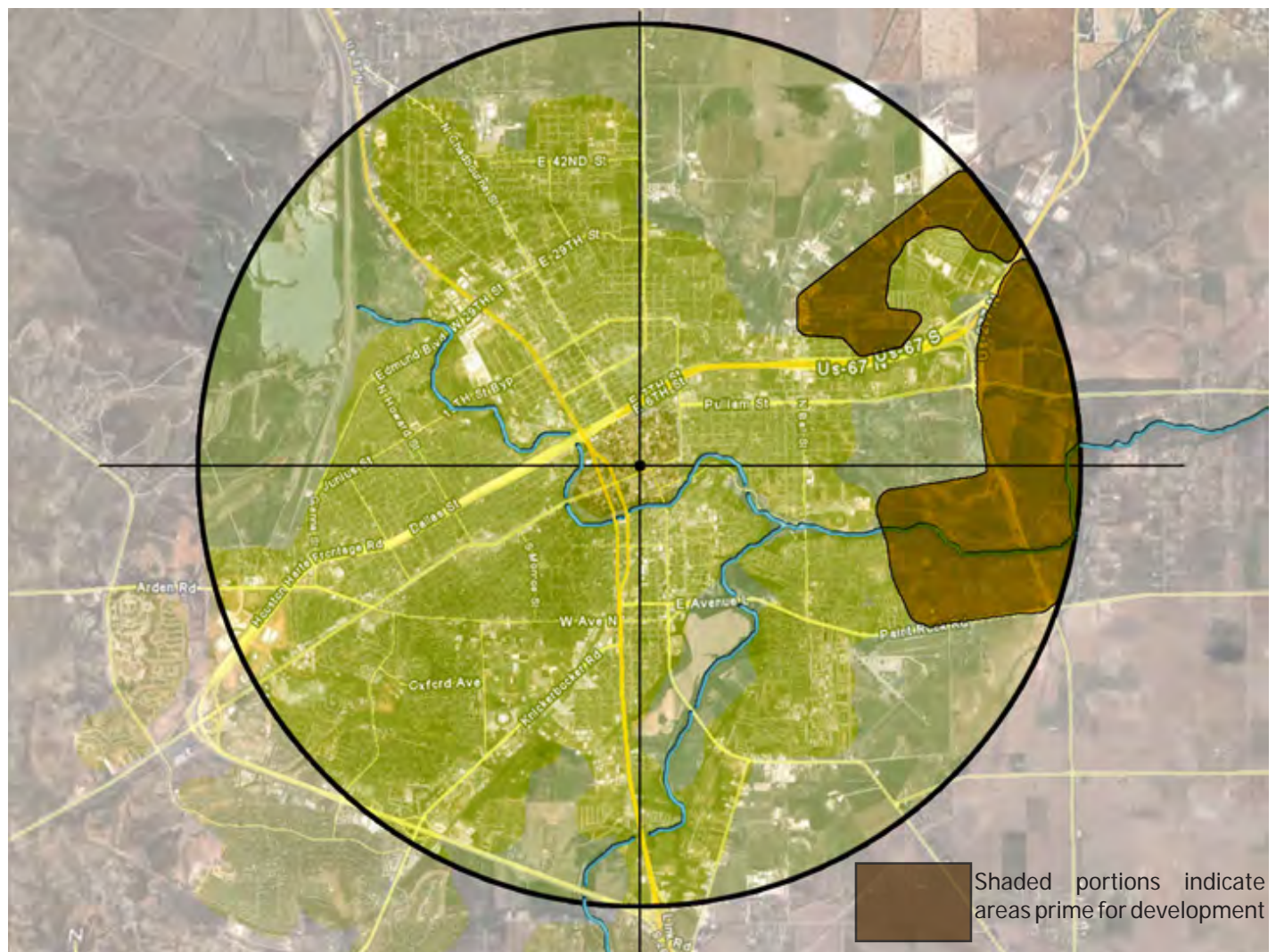


Concept #1  
 Challenge: Sprawling Growth in One Direction  
 Solution: Balance the Urban Geography

Concept Description

The map presented here shows the existing growth of the City with the center of the “crosshairs” over the center of Downtown. The brown areas indicate locations where new development should be encouraged, primarily east of Downtown, in an effort to reorganize the city so that Downtown is the geographic epicenter. The purpose of this initiative is two fold: encouraging infill development and correspondingly a more efficient use of infrastructure; and achieving greater balance among all of the parts of the community with an appropriate emphasis on Downtown.

Illustration



# VISIONING

## Barriers

- Weak businesses in older areas
- Too much "red tape" involved in entitlements
- Lack of pride in core neighborhoods
- Few attractions
- High property taxes
- Deferred maintenance in infrastructure
- Inefficient "green space" inventory

## Market Opportunities

	short-term 1-5 years	long-term 5-10 years
<b>Housing</b>		
Ownership		<input type="checkbox"/>
Rental		
Senior	<input type="checkbox"/>	
Other		<input type="checkbox"/>
<b>Retail</b>		
Neighborhood-Serving	<input type="checkbox"/>	
Destination - Entertainment		<input type="checkbox"/>
Specialty		<input type="checkbox"/>
<b>Employment</b>		
Office		
Service / Boutique	<input type="checkbox"/>	
Industrial		
Incubator		<input type="checkbox"/>
<b>Other</b>		
Lodging		
Institutional		
Civic	<input type="checkbox"/>	
Parking		

TYPICAL MIXED-USE NEIGHBORHOOD WITH VARIETY OF RESIDENTIAL PRODUCTS AND WALKABLE NEIGHBORHOOD CENTERS



Interconnected green system as focus of neighborhood, with flexibility for larger "community parks" as necessary.







### Urban Design Elements

- Commercial frontage resulting from Houston Harte Expressway
- Smith Boulevard "pinwheeling" around new town center
- Blended density, declining on the edge near existing single family homes
- Reformatted greenfield development
- Neighborhood network of greenspaces, pocket parks, etc.
- Interconnected system of parks and streetscapes
- Residential fronting public spaces
- Walkable neighborhood commercial centers
- Flexible streets and blocks
- Variety of residential product types – multi-family, townhomes, courtyard homes, patio homes, etc.

### VARIETY OF RESIDENTIAL PRODUCT TYPES AND EXPERIENCE OF PLACES



### Public-Private Strategies

- Database of available property inventories (expand that maintained by City of San Angelo Development Corporation)
- Business incubator space development partnerships in strategic locations
- Streamline entitlement process with appointed shepherd for infill projects
- Neighborhood-themed festivals
- Downtown venue promotion
- Tax abatement in urban neighborhoods (10 years)
- Public commitment to capital project in core - % of revenue generated on fringe reinvested in the core
- Require impact studies for new development examining traffic and environmental impacts
- Green Space Master Plan (parks and trails) – including strategies to re-purpose existing spaces
- Act according to the "triple bottom line" assigning appropriate values to economics, ecology and equity
- Neighborhood signage and wayfinding program
- Neighborhood and business associations promoted
- Open space provision that new neighborhoods must be within walking distance of parks and trails
- Elsewhere, this same report advocates more aggressive annexation in this same Northeast quadrant of San Angelo, to reinforce downtown as geographic epicenter of San Angelo.
- Transfer of Development Rights (TDRs)
- Medium and long-term annexation and expansion strategies focused new development
- Promote development that reduces trips and vehicle miles traveled
- Open space ordinance that all neighborhoods are within walking distance (1/4 mile) of park or trail
- Approved sidewalk ordinance – sidewalks within the public right-of-way
- Design standards – overlays



# VISIONING

Concept #2

Challenge: Isolated Sporting Venues

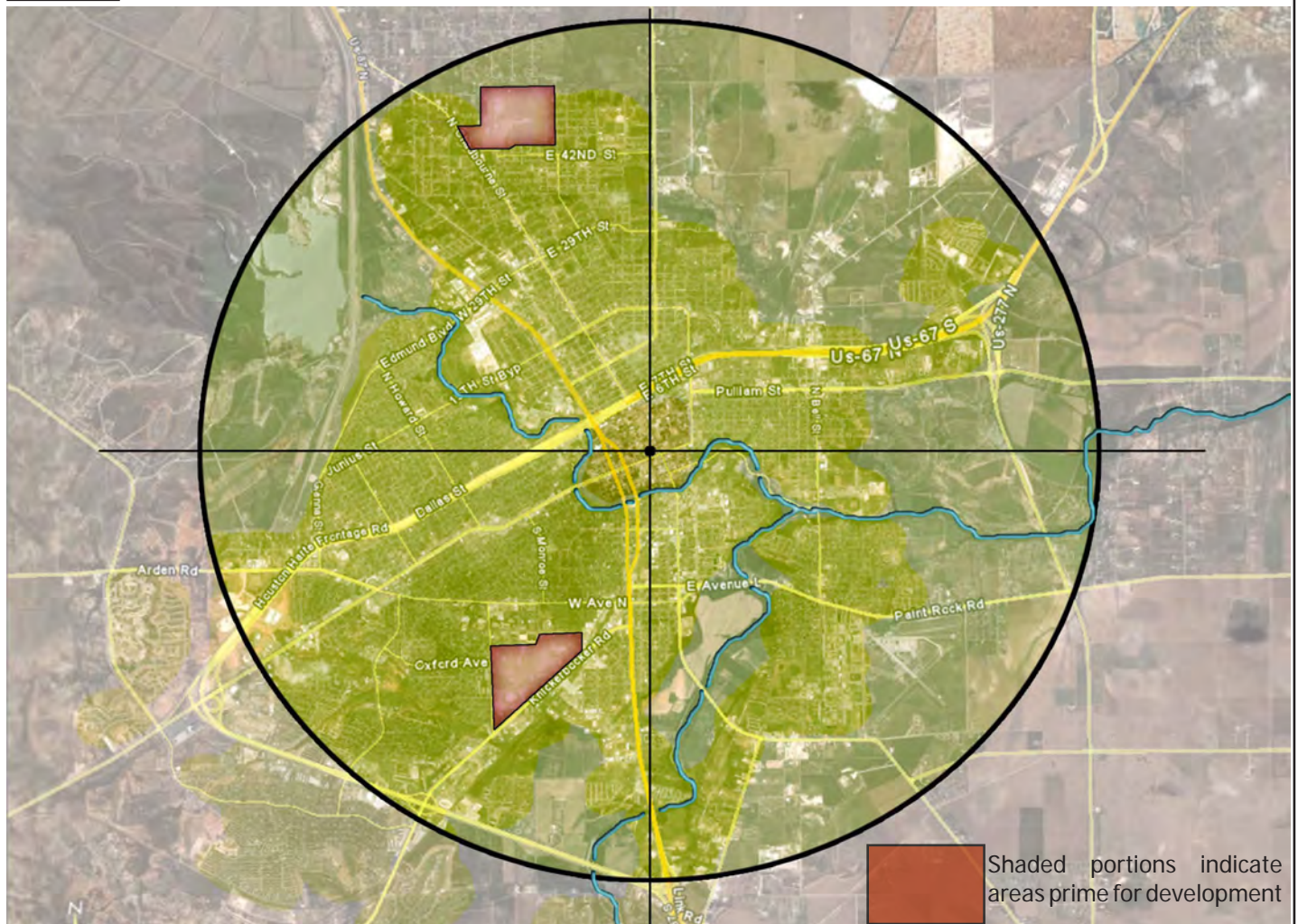
Solution: Create Entertainment District

## Concept Description

San Angelo maintains two distinct sporting venues -- the coliseum on San Angelo's north side, and two stadia adjacent to Angelo State University. The San Angelo Coliseum is a 5,260-seat multi-purpose arena owned by the City of San Angelo. It is home to the San Angelo Stampede Express, and arena football team, as well as one of the top four stock shows and rodeos in the world. Foster Field, a 4,200-seat baseball stadium, was built in 2000 for the independent San Angelo Colts. The Colts now play in the United League, but are still the primary tenants. Angelo State University's Ram baseball team is another group which uses the facility. The stadium is located on land owned by the University. Also located nearby Foster Field is the San Angelo Stadium, primarily a football venue with track-and-field facilities owned and operated by the San Angelo Independent School District. The location of these facilities are highlighted in red on the map.

Currently, the Coliseum, Foster Field, and San Angelo Stadium all exist within surface parking lots located adjacent to minimal levels of development. Few of the uses which are currently located adjacent to these facilities chose their location because of these venues. Creation of identifiable entertainment districts anchored by these facilities could serve to attract development to leverage these destination uses. The purpose of this initiative would be to use these sporting draws as anchors for a mixed-use retail entertainment district that capitalizes on their presence while increasing their draw.

## Illustration





Barriers

- Fractured property ownership
- Surface parking
- Inconsistent building edge
- Disconnected roadway system
- Limited diversity in housing products
- Few retail / restaurant options

Coliseum



Foster Field (Exterior)



Market Opportunities

	<b>short-term 1-5 years</b>	<b>long-term 5-10 years</b>
<b>Housing</b>		
Ownership		
Rental	<input type="checkbox"/>	<input type="checkbox"/>
Senior		
Other		<input type="checkbox"/>
<b>Retail</b>		
Neighborhood-Serving		
Destination - Entertainment	<input type="checkbox"/>	
Specialty		<input type="checkbox"/>
<b>Employment</b>		
Office		
Service / Boutique		<input type="checkbox"/>
Industrial		
Incubator		
<b>Other</b>		
Lodging		<input type="checkbox"/>
Institutional		<input type="checkbox"/>
Civic	<input type="checkbox"/>	
Parking	<input type="checkbox"/>	<input type="checkbox"/>

Urban Design Elements

To show how such an Entertainment District could look, the area around Foster Field was chosen as a case study.

- Student housing above cafes
- University and entertainment commercial - coffee shops, bookstores, etc.
- Street grid that integrates with the larger street system
- Blocks large enough to accommodate several smaller lots internalized within blocks
- Residential buildings that hold the street edge and conceal parking
- Large multi-sport field for intramural sports or free-form recreation
- On-street parking throughout



## VISIONING

The illustration presented here shows (in red) retail space with the option of a flexible loft level above for small offices or residential uses. Residential uses are shown in brown. The diagram further demonstrates how parking can be broken up and accommodated within several blocks.



### Public-Private Strategies

- University partnership for non-institutional development
- Shared parking strategies – density bonuses
- Variety of funding mechanisms to incentivize investment
- Entity (CDC for example) to assemble, hold and position property for redevelopment
- Parking escrow accounts for future parking structures – partner with institutions (supplement with Tax Increment Financing dollars if district established)
- Design standards overlay to control building edge
- Completed street grid in key locations
- Marketing and promotion program for sub-districts
- Master streetscape and sidewalk plan
- Landscape ordinance
- Buried utilities (where possible) during streetscaping projects
- Signage and wayfinding program for sub-districts
- “Town and gown” streets
- “Live above the shop” housing
- Public Improvement District (PID)





CURRENT PARKING SCHEME



PROPOSED DISSEMINATION OF PARKING



Bird's Eye View from above Knickerbocker looking at Foster Field within new mixed-use entertainment district.



# VISIONING

Concept #3

Challenge: Isolated Institutional Campuses

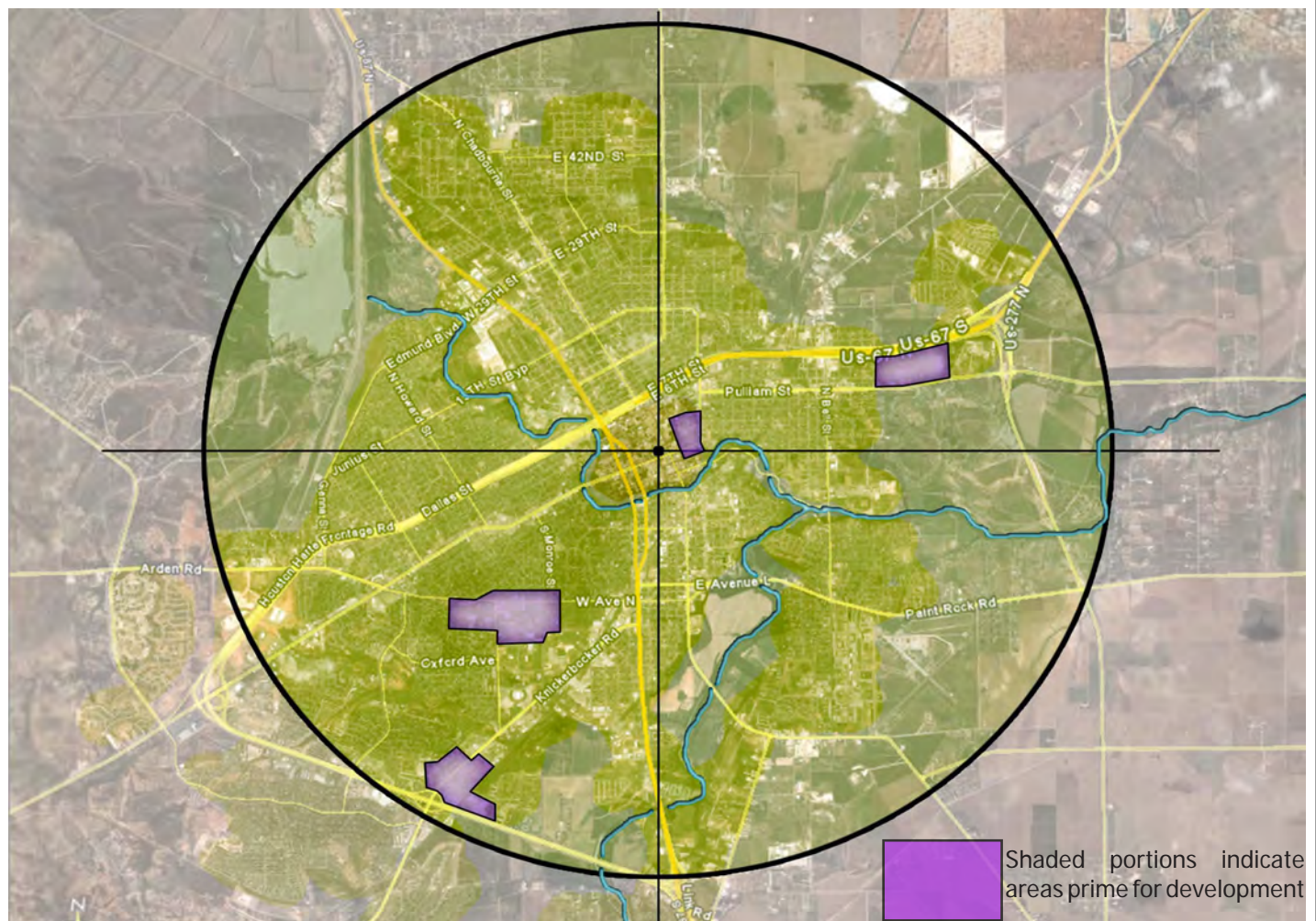
Solution: Establish Mixed-Use Medical Districts

## Concept Description

As discussed in the Discovery section of this document, institutions, both academic and health care, have historically focused on, and master planned, entirely within their own boundaries. Recently, a select few cutting-edge institutions have re-oriented their consciousness, seeking out opportunities to be a “good neighbor,” to plan beyond their walls, and facilitate development of mixed-use environments within and adjacent to their boundaries. The City of San Angelo, together with Angelo State University and medical providers (key institutions), could plan a series of campus environments beyond the “institutional walls,” allowing for a seamless and essential transition to adjacent neighborhoods.

## Illustration

Purple on the map presented here signifies primary medical or institutional campuses and Angelo State University. The hospital is shown in orange in the graphic below. It is illustrated with room for expansion of clinical and/or medical office space along Pulliam Street.





Barriers

- Neighborhood fear (perception) of negative impacts
- Safety and security (perception)
- Limited funding sources
- Lower densities – minimizing support for infill commercial
- Physical disconnects – pedestrian, vehicular
- Few attractions
- Limited (local) examples of creative partnerships

Market Opportunities

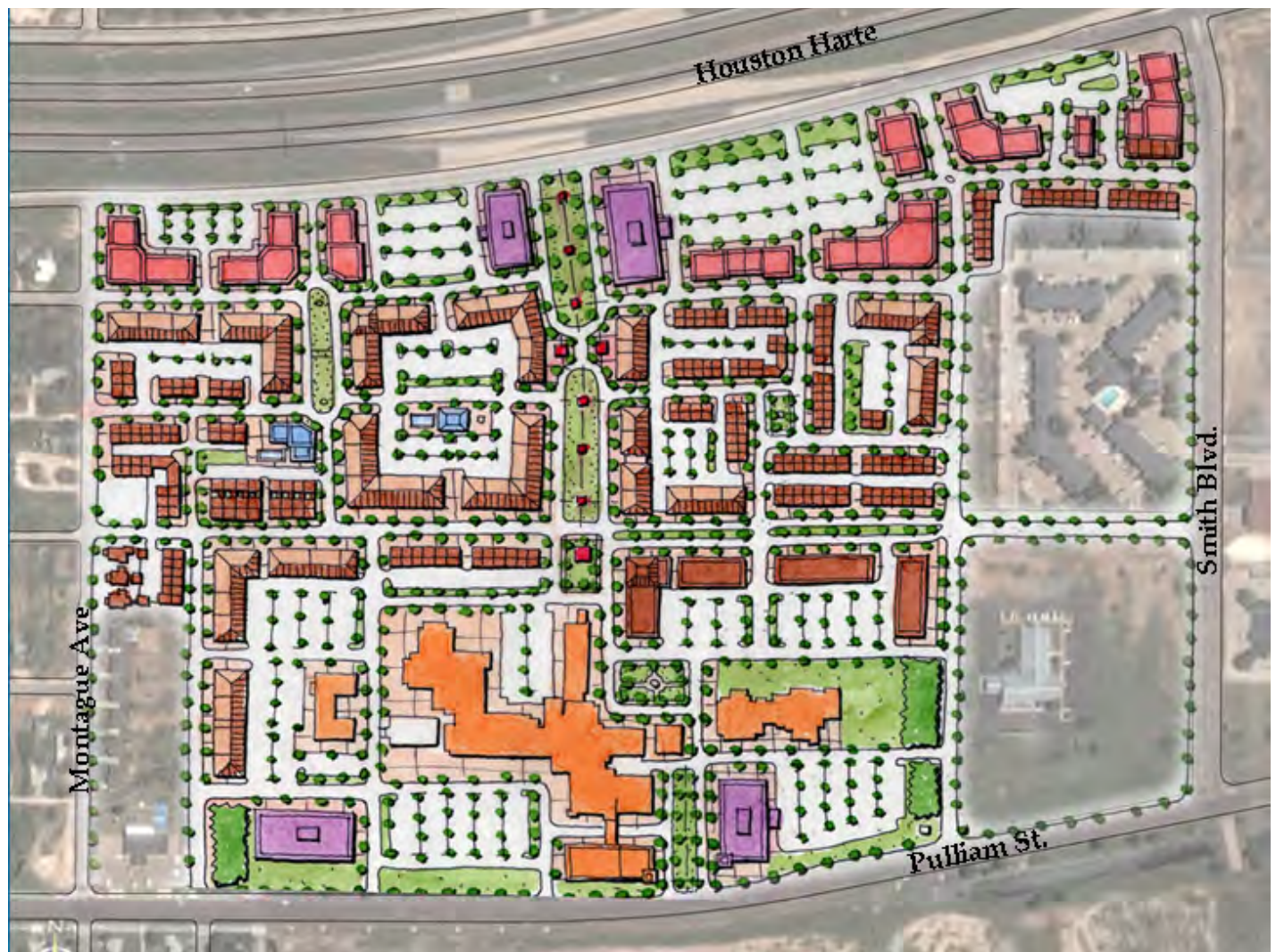
	<u>short-term</u> <u>1-5 years</u>	<u>long-term</u> <u>5-10 years</u>
<b>Housing</b>		
Ownership	<input type="checkbox"/>	
Rental	<input type="checkbox"/>	
Senior	<input type="checkbox"/>	
Other	<input type="checkbox"/>	
<b>Retail</b>		
Neighborhood-Serving	<input type="checkbox"/>	
Destination - Entertainment	<input type="checkbox"/>	
Specialty		<input type="checkbox"/>
<b>Employment</b>		
Office	<input type="checkbox"/>	
Service / Boutique	<input type="checkbox"/>	
Industrial		
Incubator	<input type="checkbox"/>	
<b>Other</b>		
Lodging		<input type="checkbox"/>
Institutional	<input type="checkbox"/>	
Civic	<input type="checkbox"/>	
Parking		<input type="checkbox"/>

Urban Design Elements

The medical industry has been and will continue to be an important part of San Angelo's economy. The quality of health care and ease of access to it is mentioned repeatedly as a factor of quality-of-life in San Angelo. There are three options for medical districts in San Angelo, encompassing land adjacent to St. John's Campus of Shannon Medical Center, the main or Memorial Campus of Shannon Medical Center, and San Angelo Community Medical Center. To show how such a medical district development could look, the area around St. John's Campus was chosen as a case study.

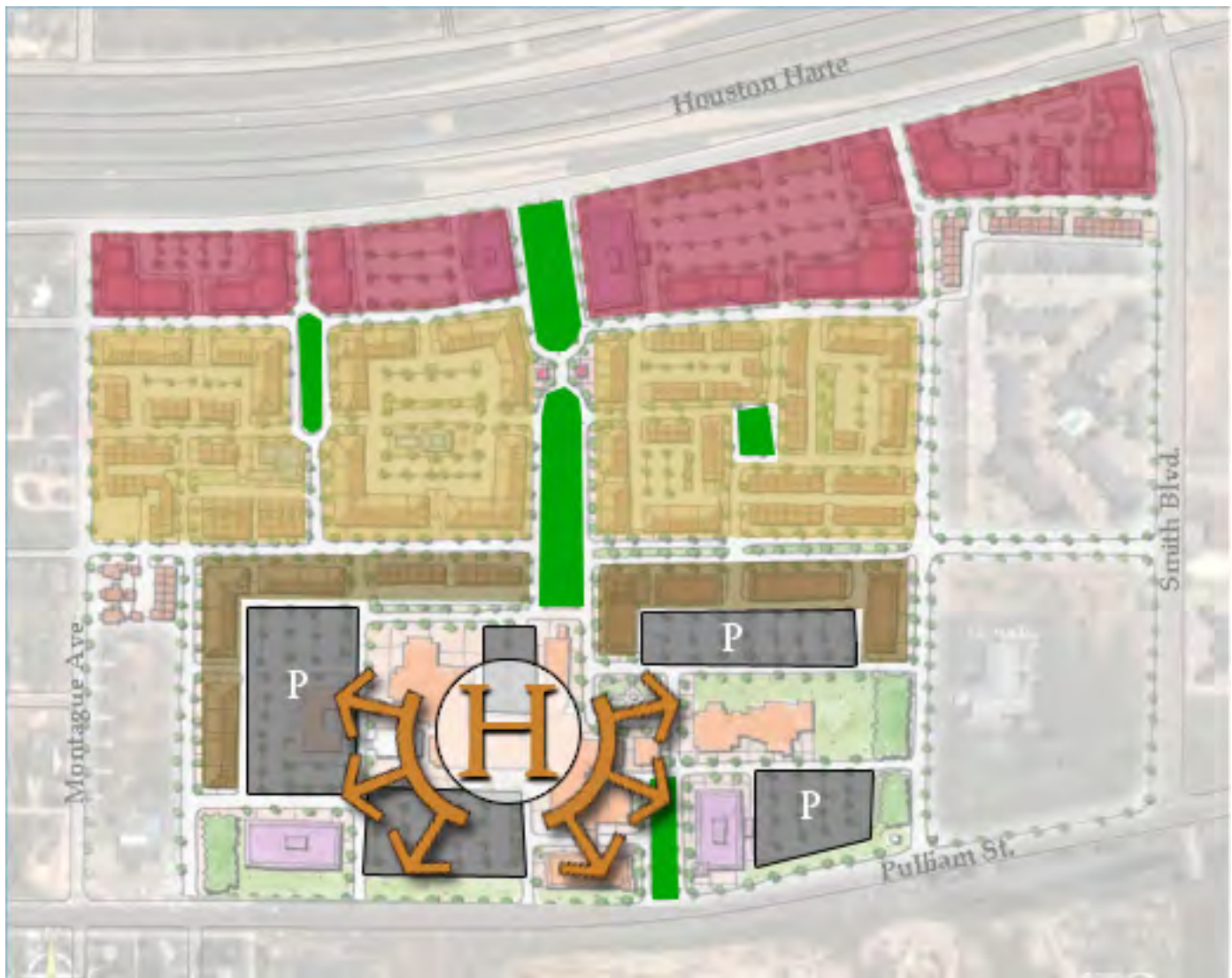
- New uses balanced with complementary auxiliary uses that employees and guests of hospitals look for such as -- assisted living, age-restricted housing, medical office, small-practice office in live-work townhomes, etc.
- North edge of hospital buffered by assisted-care residential, senior living, and live-work townhomes
- Residential products including townhomes, multi-family, etc.
- Shared parking
- Overlay of green space connecting commercial, residential and medical uses
- Primary green spaces in campus-like environments
- Smaller green spaces allowing for usable, active neighborhood parks
- Hospital expansion areas
- Residential connecting medical and commercial districts
- Constant public realm
- Pedestrian-friendly streetscape and public places





Public-Private Strategies

- Community education programs – led by City and supported by a marketing and promotion organization
- District mechanisms to fund improvements and manage shared parking
- Green Space Master Plan – including section on neighborhood connections and gateways
- Institutional partnership demonstration project which advance the vision for a mixed-use district
- Streamline entitlement process with appointed shepherd for infill projects
- Master streetscape and sidewalk plan
- Landscape ordinance
- Buried utilities (where possible)
- Signage and wayfinding program for sub-districts
- Public Improvement District (PID)



This diagram abstracts the plan into a strategic diagram. It clearly shows the general land use diagram, illustrating how the hospital has room for expansion, while residential (YELLOW) serves as the glue between the medical and commercial districts (RED).



# VISIONING

Concept #4

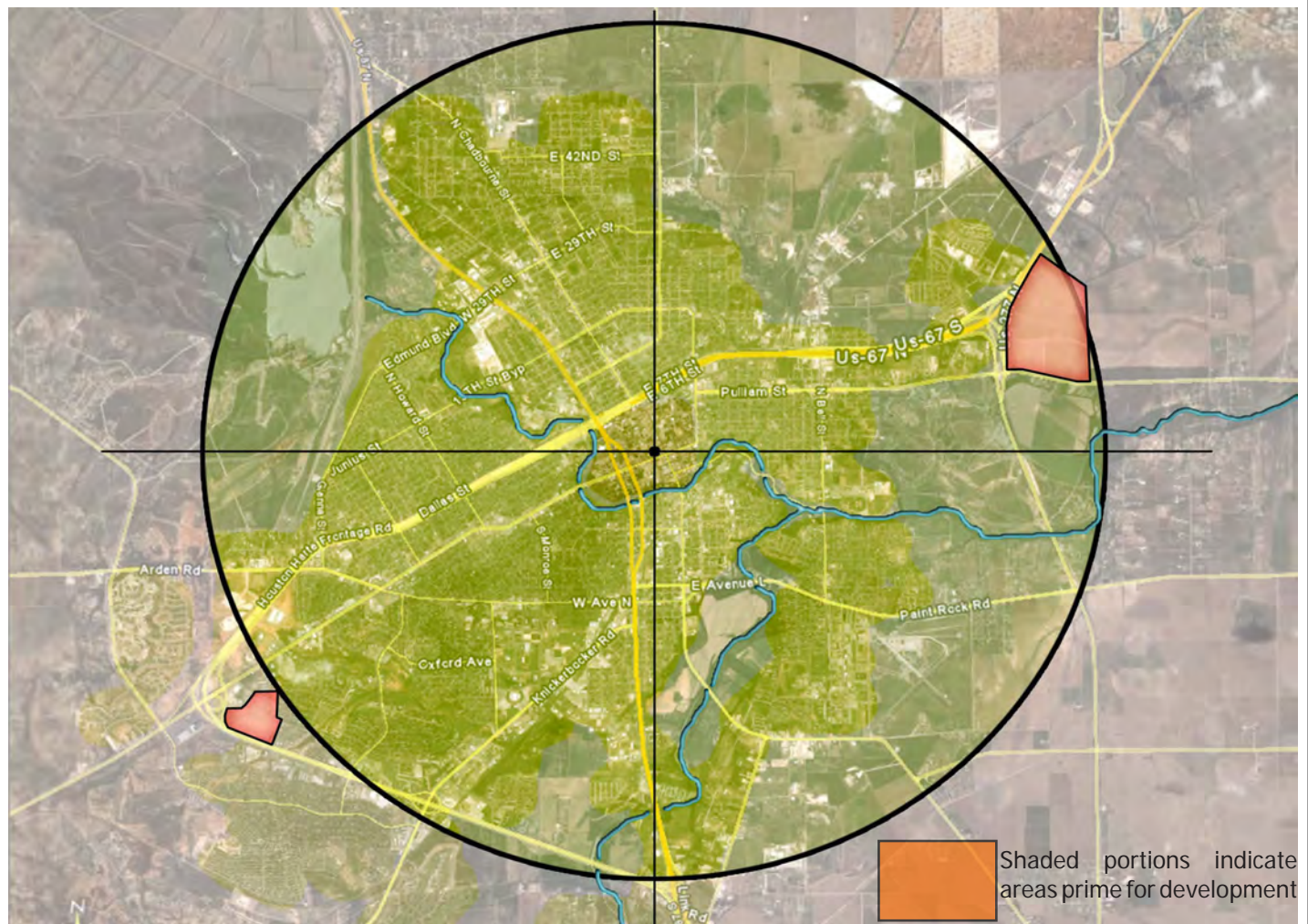
Challenge: Underutilized Single-Use Commercial Centers

Solution: Encourage Repurposing Obsolete Assemblages

## Concept Description

The real estate industry is a rapidly changing target – both commercial and industrial. Within commercial markets, retailers tend to lead with new formats, ideally tied to changes in demographic, psychographic and lifestyle preferences among consumers. Within industry markets, there is less emphasis on their business environment and more on the building form and function. Enhancements to the environment tend to be community-driven, with the exception of institutions that elect to promote stronger connections to existing uses.

## Illustration







San Angelo Business & Industrial Center Brochure



Sunset Mall Entrance

Barriers

- Traditional development response to major uses – linear and un-integrated
- Multiple surface parking lots
- Dated architecture
- Limited, if any identity
- Few civic spaces
- Undefined streets
- Segregation among uses

Market Opportunities

	<b>short-term 1-5 years</b>	<b>long-term 5-10 years</b>
Housing		
Ownership		<input type="checkbox"/>
Rental	<input type="checkbox"/>	<input type="checkbox"/>
Senior	<input type="checkbox"/>	<input type="checkbox"/>
Other		
Retail		
Neighborhood-Serving		<input type="checkbox"/>
Destination - Entertainment		<input type="checkbox"/>
Specialty		<input type="checkbox"/>
Employment		
Office		<input type="checkbox"/>
Service / Boutique		<input type="checkbox"/>
Industrial		<input type="checkbox"/>
Incubator		<input type="checkbox"/>
Other		
Lodging		<input type="checkbox"/>
Institutional		<input type="checkbox"/>
Civic	<input type="checkbox"/>	
Parking		

# VISIONING

## Urban Design Elements

Throughout the country, large single-use commercial centers (retail and employment) are seeing a renaissance as they are re-envisioned as new “places” to accommodate a mix of products with lasting value rather than an assemblage of obsolete land uses. For instance, the Sunset Mall, like most regional malls around the country, is losing value as new retailers open up and cannibalize existing businesses. This phenomenon is not exclusive to the retail industry. Major employment centers like the San Angelo Business & Industrial Center have struggled to attract businesses, as companies and employees in today’s market are seeking out, and willing to pay premiums for, less traditional environments. Sites with existing obsolete uses should be master planned to reflect current thinking, market opportunities and goals for sustainability.

- Softer edge between residential and commercial areas
- Improved entry experience to the mall site
- Neighborhood integration -- blending residential and commercial areas
- Infill development arranged in a “city block” format
- Consolidated parking in a shared garage wrapped with ground floor retail and loft office or residential
- System of public streets with on-street parking
- New construction laminating the outside of the mall
- Plaza and entry experiences creating a new “main street”
- Public square created with retail lining a park



This diagram shows the Sunset Mall property if it broken into a series of city blocks by land use. Dark blue shows the existing indoor public space within the mall. Light blue shows the new outdoor public shopping areas configured in a “main street” format with plazas and public squares.

Plan for Sunset Mall Revitalization





### Public-Private Strategies

- Districts with stronger building standards, yet flexibility in use (form-based zoning)
- District overlays which address redesigned infrastructure and connected uses
- Design / ownership strategy for consolidating parking and replacement of vacated areas with green spaces and trail connections (Green Space Master Plan)
- Economic Development Administration dollars - work with owners of existing business parks to enhance and improve physical environments
- Financing districts to fund improvements building and infrastructure – partner with owners
- Industry monitoring program to mitigate their impact on air quality
- Citywide wastewater strategies
- Protected, enhanced and extended drainage way
- Programs for reuse of “grayfield” sites
- Conservation of domestic groundwater and surface water
- Coordinated land use planning and infrastructure program for sanitary and storm water run-off facilities
- Master trails plan (Green Space Master Plan)
- Urban Service Boundary (annexation plan)
- Clustered agricultural and industrial uses together to prevent adjacencies
- Economic incentives - offered to businesses based on level of benefit



Bird's Eye View from above Sunset Mall looking northward along proposed outdoor mixed-use “main street.”



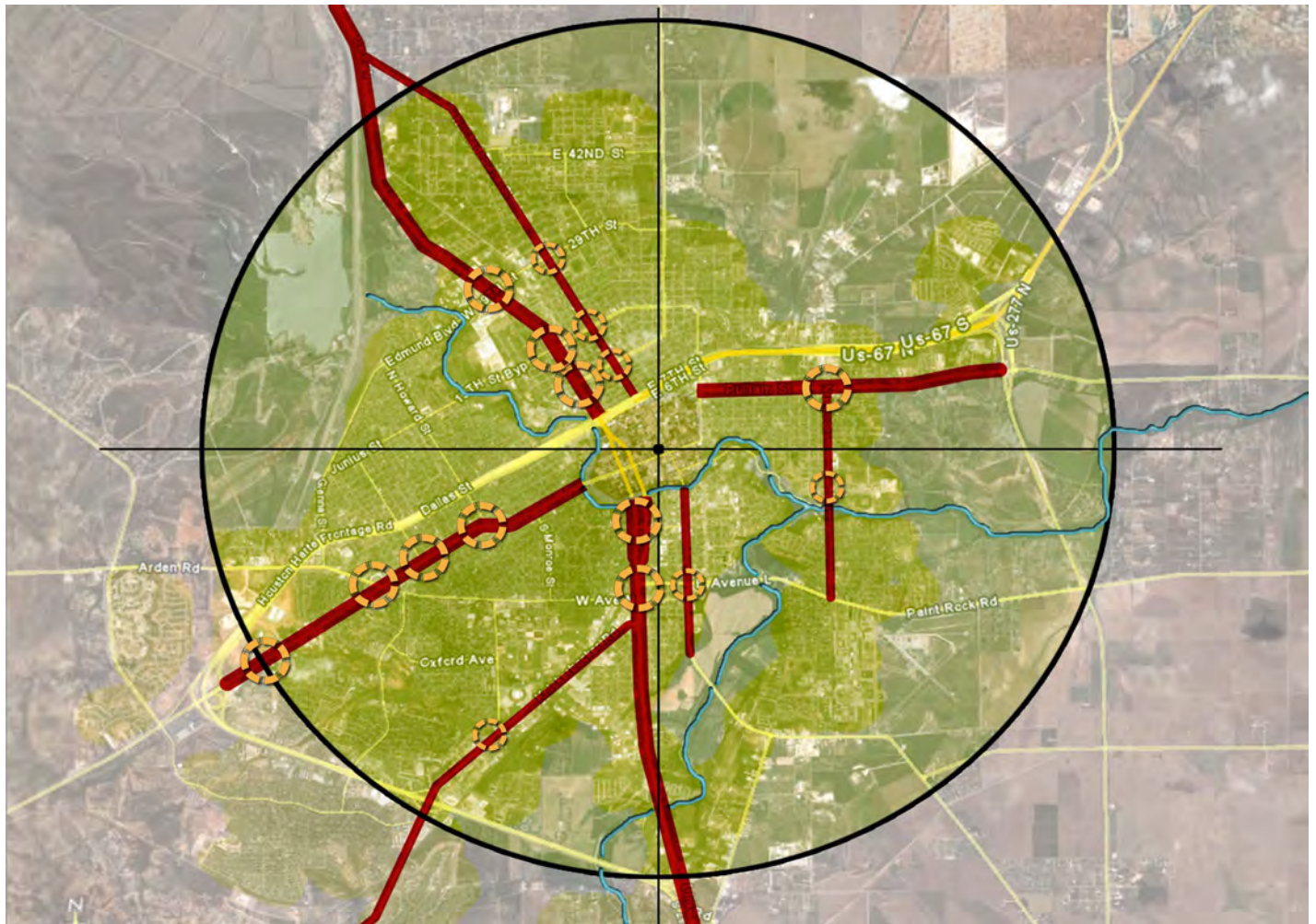
# VISIONING

Concept #5  
Challenge: Deteriorating Commercial Corridors  
Solution: Organize Commercial Uses In Nodes at Intersections

## Concept Description

Development in San Angelo's commercial corridors reflects a fairly traditional building form with residential uses behind commercial uses, disconnected and experiencing limited new investment or reinvestment. New retail markets continue to be isolated from residential uses, yet located in the vicinity of new residential concentrations on the fringe. Deterioration in existing corridors is most prevalent along Bryant Boulevard, Knickerbocker Road, Beauregard Avenue, and Chadbourne Street, illustrated in red in the diagram. Initiatives to revitalize these corridors and stop the continued dilution of commercial use Downtown and in other infill locations, are a critical component in this strategic roadmap to a healthy City.

## Illustration



The resulting physical appearance of continued growth on the fringe is shown highlighting the affected corridors.



Barriers

- Shallow lot depths
- Inconsistent presence of alleys (for future vacation and lot expansion)
- Over-supply of retail-zoned land
- Traffic speeds less conducive to pedestrians
- Blighting conditions including vacant buildings
- Disconnects to adjacent neighborhoods



FRONT



BACK

Market Opportunities

	<b>short-term 1-5 years</b>	<b>long-term 5-10 years</b>
Housing		
Ownership	<input type="checkbox"/>	
Rental	<input type="checkbox"/>	
Senior		<input type="checkbox"/>
Other	<input type="checkbox"/>	
Retail		
Neighborhood-Serving	<input type="checkbox"/>	
Destination - Entertainment		
Specialty		<input type="checkbox"/>
Employment		
Office	<input type="checkbox"/>	
Service / Boutique	<input type="checkbox"/>	
Industrial		
Incubator		
Other		
Lodging		
Institutional		
Civic	<input type="checkbox"/>	
Parking		<input type="checkbox"/>



## VISIONING

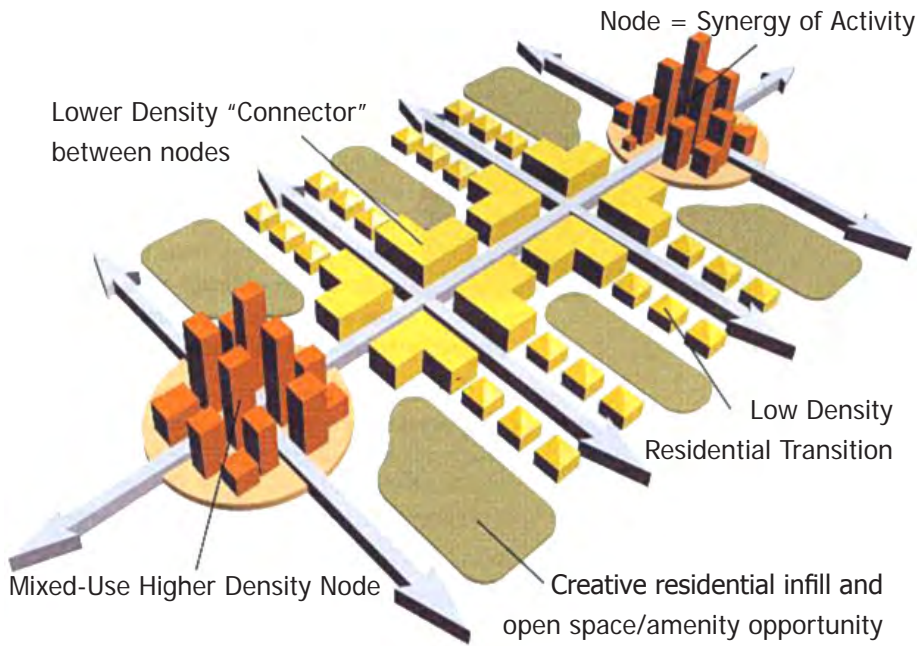
### Urban Design Elements

- Retail activity consolidated at key intersections
- Redevelopment where Beauregard shifts to Sherwood serving as a seam between north and south
- Residential focus on secondary streets
- "Main street shift"
- Community theater redevelopment scenario
- Reorganize and incentivize retail at primary intersections
- Improved connections into neighborhoods
- Improved public realm, pedestrian access, and intermediate uses between retail and residential, such as live-work
- Civic/cultural functions
- Punctuation points such as roundabouts with plantings and a fountain
- Denser housing forms
- Landscaped medians, street trees, contiguous sidewalks, on-street parking, public art and monumentation

This aerial view of west central San Angelo was taken as the Houston Harte Expressway was under construction. The aerial here highlights in pink blighted areas that can negatively affect the adjacent neighborhoods.







Retail condensation and synergy principle applied to Sherwood Way's intersection with Beauregard Avenue

Public-Private Strategies

- Corridor plans (adopted as amendments to comprehensive plan)
- Pedestrian and green space connections to neighborhoods (Green Space Master Plan)
- Design standards particularly sensitive to expanses of blank walls
- Themed districts applied to roadway, signage and entry way improvements
- Overlay districts – with transition zones for uses other than commercial and low-density residential; new street designs
- Density bonuses
- Improved relationship between commercial and residential land use adjacencies
- Uncomplementary zoning classifications from residential areas eliminated



# VISIONING

Concept #6

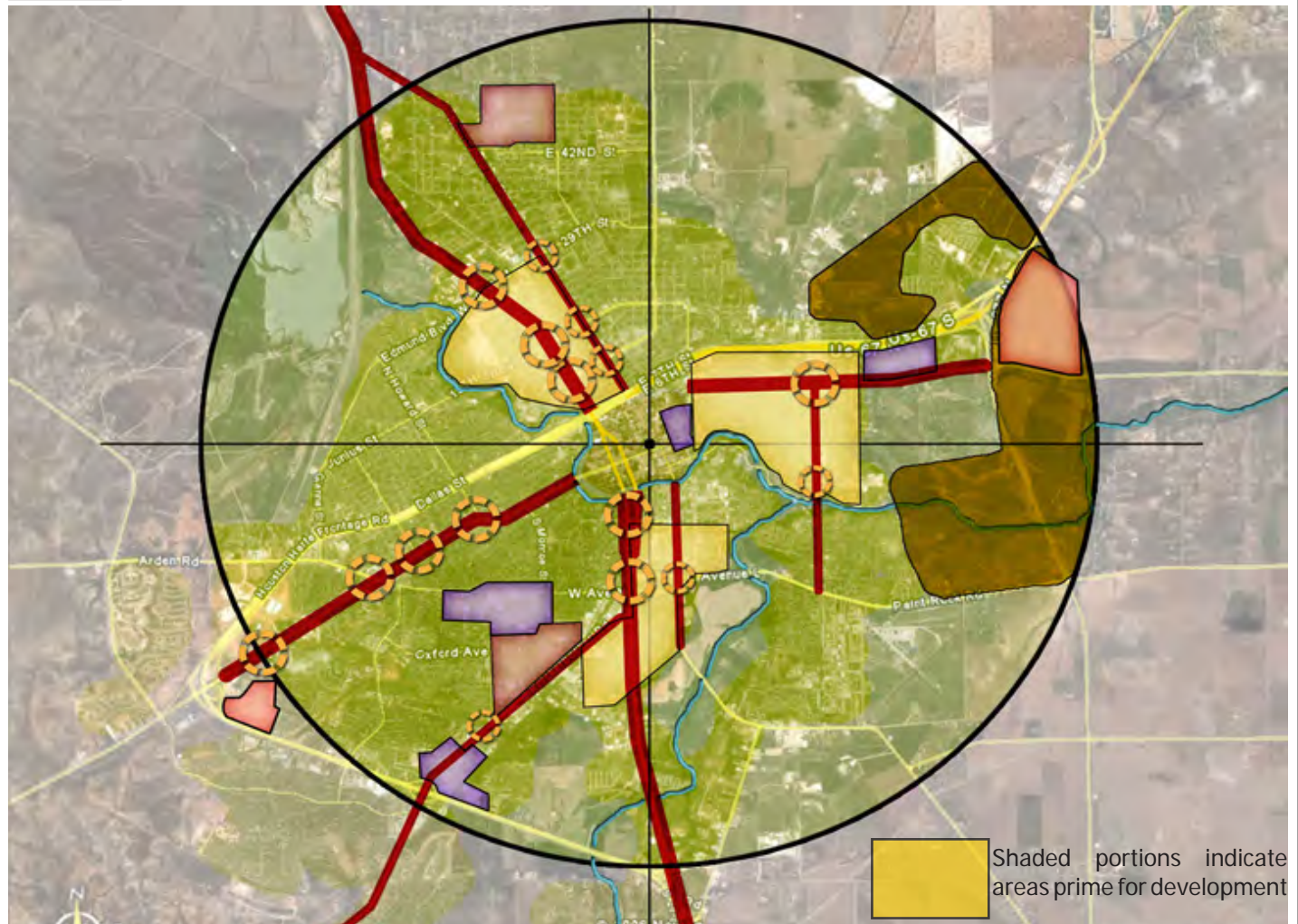
Challenge: Declining Inner-Ring Neighborhoods

Solution: Creation of Strategic Neighborhood Empowerment Zones

## Concept Description

Neighborhood Empowerment Zones (NEZ) are special areas delineated by the city in an effort to arrest poverty and blight that exists within its boundaries. In San Angelo, these conditions exist in some of the oldest neighborhoods from which the real estate market moved on, and a cycle of disinvestment and decay has permeated. Once in place, NEZs can qualify for federal grant dollars, tax credits, and development / investment incentives.

## Illustration





Barriers

- Limited, dispersed neighborhood investment
- Low-density product
- Limited diversity in product types
- Few green spaces or inappropriately located
- Visible deferred maintenance
- Lack of consistency in quality



Market Opportunities

	<b>short-term 1-5 years</b>	<b>long-term 5-10 years</b>
Housing		
Ownership	<input type="checkbox"/>	
Rental	<input type="checkbox"/>	
Senior	<input type="checkbox"/>	
Other	<input type="checkbox"/>	
Retail		
Neighborhood-Serving	<input type="checkbox"/>	
Destination - Entertainment		
Specialty	<input type="checkbox"/>	
Employment		
Office		
Service / Boutique	<input type="checkbox"/>	
Industrial		
Incubator		
Other		
Lodging		
Institutional		
Civic	<input type="checkbox"/>	
Parking		



# VISIONING

## Urban Design Elements

- Increased density, particularly at high-value locations – commercial nodes, intersections, and near parks and natural areas
- Diversity in architectural character and affordability levels
- Uniformity in improved quality of structures, neighborhood fabric, streetscaping and infrastructure



Unique courtyard homes organized around central green space



Cottages picked up and relocated into clusters around bricked parking court



New parkfront housing opportunities to stimulate investment



Infill of mixed-income, mixed-density housing

## Public-Private Strategies

- Focused revitalization grants in neighborhood
- Improved physical environment and infrastructure
- Tax abatement in urban neighborhoods (10 years)
- Demolition program to remove "slum and blight" under stronger building standards and code revisions (use "go-dark" and/or escrow provisions during City entitlement process)
- Acquired and positioned properties for infill and new / diverse housing choices
- Dispersment policy to decrease concentrations of subsidized rental housing
- Reverse mortgage programs
- Code enforcement
- Open space ordinance that all neighborhoods are within walking distance (1/4 mile) of park or trail
- Approved sidewalk ordinance – sidewalks within the public right-of-way
- Ordinance / policy requiring master planned neighborhoods for promotion of a balanced mix of uses
- Partnership with San Angelo Independent School district (SAISD) to improve connections between school and neighborhoods
- Empowerment zone to focus grants and incentives to encourage infill and home ownership



# *IMPLEMENTATION*

*San Angelo Strategic Plan*

### IMPLEMENTATION

Following identification of the sub-districts and concepts comes the challenge of outlining an implementable strategy for promoting investment and reinvestment, both public and private. Webster's Dictionary defines implementation as "a means for accomplishing an end" or "an action to put into effect." The information which follows includes a description of guiding principles for the strategy and identification of actions for change. The strategy begins with a discussion of the context in which implementation takes place and ends with an outline of roles and responsibilities.

The most significant barrier to implementation of community plans is lack of money to advance initiatives. There have been few times in the past 25 years when government – and particularly local government – has had such financial constraints as today. Comprehensive and specific planning for San Angelo comes at a time when demands on local governments are high and resources are low. Implementation is therefore challenging, necessitating innovative strategies and tactics.

Implementation in the broader context refers to how the various stakeholder entities can build a process resulting in the successful development of an on-going and continuous stream of projects that contribute to the shared goals and objectives of the community. Most implementation tends to be transaction-based – tied to a single project either public, private or public-private. An implementation investment strategy, as recommended here, recognizes the need for both transaction-based implementation, and an on-going structure which assures that the strategy is moving continually forward. Implementation should never become dependent on, or vulnerable to, any specific project. Rather, the emphasis should continue to be oriented towards designing an environment where multiple projects are encouraged.

This said, a major component of this strategy is the design of a process that always keeps multiple initiatives moving forward simultaneously. The definition of "initiative" is broad – it includes public, private or public-private projects, programs and policies (the 3 p's). This strategy builds community goodwill; enhances quality-of-life; provides opportunities for public participation; allows special-interest groups to have a role in the community; sends a message to the outside world that San Angelo is successful and is making positive strides; and, creates an increasingly attractive environment for investment and development. Investors, developers and lenders seek out environments with market opportunity and areas with prospects for success, devoid of obstacles and sound in sustainability.

Ultimate implementation of the *San Angelo Strategic Plan* will require not only a unified vision among the City's leaders and community at-large, but commitment to advancing it over an extended period of time. The overall intent, then, is to advance fiscally prudent strategies in an effort to strategically leverage public initiatives and attract private investment and reinvestment. In order to do so, the following objectives were identified:

- Identify niche opportunities which offer immediate potential
- Balance vision with market reality
- Identify and overcome barriers to investment
- Require a sustainable plan
- Recommend fiscally prudent public investment

Before moving forward, the City must accept that its competitive position for future growth will depend on a significant repositioning of its role in the region, restructuring of its physical layout, recognition of the economic challenges inherent in infill development and redevelopment, and aggressive recruitment of niche opportunities. Together, the public and private sectors face the challenge of implementing the *San Angelo Strategic Plan*.





## Guiding Principles

The range of actions presented and identified to move the vision forward were selected based on a foundation of guiding principles. These principles, while general in nature, are responsive to market opportunities, physical challenges, barriers to investment, and stakeholder input. Each is described in greater detail as follows.

They include:

- Public/Private Partnerships
- Stakeholder Education & Participation
- Holistic Approach to Development (Physical, Financial, Social, Etc.)
- Programs, Policies, and Projects (Action Plan)
- Economic Diversification and Sustainability
- Higher Standards w/ Off-Setting Incentives
- Prioritized and Phased Improvements (Infrastructure)
- Active Marketing and Promotion
- Acquisition, Positioning, and Disposition of Properties
- Public and Community Space Planning
- Regulatory Flexibility
- Financial Creativity

### Public-Private Partnerships

As the entity with the largest and longest-term interest and responsibility, the public sector must have strong involvement and a visible presence, as well as offer continuing leadership, incentives and capital to future projects. The private sector will bring experience, access to private funding, and a willingness to balance risk and return. The roadmap for moving the strategic plan vision towards reality is based on the assumption that the City will move forward in partnership with the private sector. Through this approach, the City is in a much stronger position to ensure that development is accomplished in a way that balances private investment objectives with community sustainability.

### Stakeholder Education and Participation

The range of actions identified to ready the investment climate for the catalyst concepts is broad and assumes participation by multiple entities or advocacy organizations. While the City is the obvious group to lead development and redevelopment initiatives, their perspective and resources limit their capacity to implement all of the actions presented herein. Groups including Downtown San Angelo Inc., the City of San Angelo Development Corporation (COSADC), area employment and neighborhood groups, and others will need to share in the responsibility of implementing the actions and strategies presented here.

### Holistic Approach to Economic Development

Economic development "infrastructure" includes physical features (parks, open space, public improvements), service organizations (churches, schools, government offices), mix of employers (retail, service government – large and small users), community perceptions and attitudes. These are the assets which provide the impetus for investment, therefore, the City needs to direct equal levels of resources to attraction, expansion, retention, preservation and enhancement initiatives.

## IMPLEMENTATION

### Projects, Programs, and Policies (Action Plan)

Accept that no one effort will sustain a community or create a paradigm shift in the minds of its leaders. Rather a series of projects, programs and policies that occur simultaneously and serve to attract the interest of potential economic development partners, thereby proving up the market for investment, will serve to reinforce a long-term commitment. Many of these efforts have been identified and are presented in the action plan. Ultimately, its elected and appointed officials will determine the method by which the City chooses to address these actions. Regardless, the approach must be comprehensive, fluid and continually updated.

### Economic Diversification

The primary purpose behind economic development is to achieve new gains in the economic growth of the community. Any community dependent on a single industry or source of revenue for its sustainability will experience highly volatile economic cycles. Therefore, economic development initiatives must include the attraction of primary industries, expansion of revenue-generating industries and public support of the "economic development infrastructure."

### Higher Standards with Offsetting Incentives

Higher standards as a component of place-making come with a price. Development costs are consistently higher in infill mixed-use projects, while project revenues (in early years) are often lower. Placing additional financial burdens associated with design standards on these pioneering initiatives can create a scenario whereby development economics render the project financially infeasible and prevent it from moving forward. Conversely, a declining investment area without minimum standards for development is a highly risky environment where new investment is largely unprotected. The City must establish standards, but also recognize the financial challenges of the private sector and make available offsetting financial solutions.

### Prioritized and Phased Improvements (Infrastructure)

Given proposed levels of development among the catalyst concepts, the City will need to better understand the capacity of the existing infrastructure in strategic locations. To the extent that improvements are required (including water, waste water, electric, gas, cable, sidewalks and public spaces), a phasing plan should be developed and funding strategies researched. Additionally, the City's capital plan should reflect these phased improvements.

### Active Marketing and Promotion

A carefully designed and administered marketing program for the community and catalyst investment areas should be developed and promoted. Material preparation should incorporate the skills of the project management team and local officials, advocacy and marketing partners, brokers, businesses and property owners. These partner groups need to form cooperative consortiums and maintain autonomy in their objectives.

### Acquisition and Disposition

Site control is the single greatest advantage a community can have when initiating infill development and redevelopment. Through site control, a community can exercise options related to assemblage, consolidation and disposition in order to position properties for private investment. Once acquired, disposition can be implemented by several methods. The City needs to reflect on community interests, long-term goals, limitations and mandates when considering these methods and their application.



### Open and Community Space Planning

The recommended development concepts for the catalyst concepts include combinations of multi-use commercial, office, residential and civic spaces, supported by formal and informal open and community spaces. As evidenced by other successful redevelopment initiatives, amenities and open spaces are critical as they communicate the identity of the place and enhance property values. The challenge is successfully encouraging private property owners to set aside otherwise income-producing land for non-income generating uses.

### Regulatory Flexibility

The vision and objectives identified for the community were developed from a market-based strategy. As markets change, new land uses and products, consistent with the desired outcome, yet inconsistent with prevailing regulations, must be accommodated without time-intensive reform. The safety net for quality and character within projects will be standards.

### Financial Creativity

Financial gaps that may result from proposed higher development standards and new products introduced in catalyst investment areas will require multiple tools used in various combinations.

The experience of redevelopment projects in other markets suggests project gaps of 20 to 40 percent can be the norm, and that the best strategy to address these deficiencies is through the application of multiple resources, thereby spreading risk and return among the partner entities. Ultimately, each solution and implementation strategy will be as unique as the project being implemented. The most important quality among these projects will be a willingness on the part of both the public and private sectors to be creative and flexible in their approach.

As explained earlier, the City has the largest and longest-term interest in the community. To this end, it must be involved in advancing the vision for the community and where appropriate, participate in new investment and reinvestment. The method by which a city participates can be multi-faceted, ranging from marketing and promotion to financing and development. Regardless of the specific actions or range of actions, City leadership should always use these guiding principles as a tool for decision-making.

### **Actions for Change**

As long as the guiding principles for moving forward with implementation are adhered to, new initiatives can be introduced. With assistance and input from the Steering Committee, overall community initiatives were identified for implementation (in order of priority), as well as potential tools and strategies that support each one. These are presented as follows:

#### 1. Fiscal Prudence

- Identify opportunities for private sector participation
- Earmark economic development dollars for infill projects
- Grow existing dollars
- Leverage local funds for capital improvements to attract matching sources (FTA, Federal Highway, TXDOT)
- Identify boundaries and establish special district areas
- Analyze feasibility of Tax Increment Reinvestment Zones (TIRZ), Public Improvement District (PID), Enterprise Zone(s), Neighborhood Empowerment Zones (NEZ), Historic Tax Credits

#### 2. "No Place Left Behind"

- Update policies and regulations
- Update comprehensive / strategic plan regularly
- Prepare land use development standards
- Identify sub-areas/"areas of change" – apply standards and incentives
- Prepare benchmarking / monitoring program – bi-annual "report card"



## IMPLEMENTATION

### 3. Active Marketing and Promotion

- Develop marketing and promotional materials
- Prepare targeted city profile
- Prepare catalyst concept sheets
- Web-site update (comprehensive plan)
- Participate in regional economic development organizations
- Advertise in statewide professional periodicals
- Host planning conferences

### 4. Community Outreach

- Package for city outreach to community (education)
- Share city programs with other communities
- Outreach for catalyst concepts and new initiatives
- Prepare package for developer outreach
- Host monthly / quarterly luncheons with "delivery system"

### 5. Connections at Every Level

- Prepare economic incentive policy
- Define "defensible" process for granting incentives
- Adopt and advance criteria for catalyst projects
- Develop formal policy and guidelines for qualifying projects to include: guiding principles, city participation, targeted investment areas, benchmarking indicators, incentives
- Adopt catalyst project criteria (require physical connections / soft buffers)
- Require catalyst project fiscal impact assessment (measure of city participation)
- Align comprehensive plan update, council goals, city budget, CIP
- Prepare city-wide development handbook
- Complete green space master plan
- Analyze impact of completing gaps in street grid

### 6. Public Policies

- Act according to the "Triple-bottom line," assigning appropriate values to economics, ecology, and equity
- Promote use of alternative modes of transportation -- also, development that reduces trips and Vehicle Miles Traveled (VMT)
- Generate citywide storm water management strategies to slow runoff -- integrate with regionwide parks and public space system
- Protect, enhance, and extend drainageways with riparian vegetation
- Encourage programs for reuse of gray water for irrigation purposes
- Conserve domestic groundwater and surface water resources from potential pollution
- Coordinate land use planning and capital improvements
- Create and approve a master trails plan (Green Space Master Plan)
- Create an open space provision that new neighborhoods be within walking distance of a neighborhood park or the regional trail system
- Adopt sidewalk ordinance
- Adopt landscape ordinance
- Complete form-based zoning code revisions including elimination of designations which allow for conflicts (i.e., existing CG / CH zoning classification)



**RECOMMENDED ACTION ITEMS**

Initiative	Strategy	Action / Tool	City Role	Implementation Lead	Resources Needed	Time Frame	
						Short-Term	Long-Term
<b>Fiscal Prudence</b>							
	Multiple partners (public, private, non-profit)						
		(1) identify opportunities for private sector participation; (2) earmark economic development dollars (matching, revolving, etc.) for infill development	Facilitator, Financier	City Council	Staff Resources	X	
	Leveraged return on public investment (no standard return expectation)						
		Grow Existing Dollars - (1) leverage local funds for capital improvements to attract matching sources (FTA, Federal Highway, TXDOT)	Financier	City Staff - Grant Writing	Bond Issue Money, Staff Resources		<b>On-Going</b>
	Focus resources for economic development						
		Identify boundaries and establish special district areas - (1) analyze feasibility of tax increment financing for target investment areas (TIRZ); (2) evaluate potential for a public improvement district (PID) in Downtown; (3) monitor conditions that warrant support for creation of redevelopment zones in target investment areas	Facilitator, Financier	City Staff, Consultant Support	Staff Resources, Grants, General Fund \$s	X	
<b>"No Place Left Behind"</b>							
	City "portfolio" managed and maintained						
		Update policies and regulations - (1) comprehensive plan update; (2) land use development standards; and (3) capital improvements plan	Policy Maker, Regulator	City Staff, Consultant Support	Staff Resources, Grants, General Fund \$s	X	
	Identify "Areas of Change" within the community						
		Identify sub-districts for reinvestment and new investment	Promoter	City Staff, Consultant Support	Staff Resources, Grants, General Fund \$s	X	
	Monitor success and understand returns by area						
		Prepare Benchmarking / Monitoring Program - Bi-Annual "Report Card"	Policy Maker	Consultant, City Staff	General Fund \$s, Staff Resources		X
<b>Active Marketing and Promotion</b>							
	Proactive vs. reactive - preemptive strategy						
		Develop marketing and promotional materials - (1) City profile; (2) catalyst investment area sheets; (3) web-site update (comp plan, downtown plan)	Promoter	City Staff, Consultant Support	Staff Resources, Grants, General Fund \$s	X	
	Participate in regional, state, and national promotion efforts						
		Participate in area economic development and real estate organizations - (1) advertise in statewide professional periodicals; (2) host planning conferences	Promoter	City Staff	Staff Resources		X
<b>Community Education</b>							
	Periodic outreach to community at large						
		Prepare package for City outreach to community - (1) sharing City programs with other communities; (2) public outreach for catalyst investment areas and new initiatives	Educator	City Staff, Consultant Support, Private Sector	Staff Resources, Grants, General Fund \$s		X
		Prepare package for developer outreach to community - (1) custom package for developer education of stakeholders	Educator	City Staff, Private Sector	Staff Resources, Grants, General Fund \$s		X
	Periodic outreach to property owners, businesses, citizens, investment community						
		Host monthly / quarterly luncheons with "delivery systems"	Educator	City Staff	Grants, General Fund \$s		X
<b>Connections at Every Level</b>							
	Protocol for developer/investor interest						

# IMPLEMENTATION

## RECOMMENDED ACTION ITEMS CONTINUED

Initiative	Strategy	Action / Tool	City Role	Implementation Lead	Resources Needed	Time Frame	
						Short-Term	Long-Term
		Prepare Economic Incentive Policy - (1) "defensible" process for granting incentives; (2) criteria for catalyst investment areas; (3) formal policy and guidelines for qualifying projects to include: guiding principles, City participation, targeted investment areas, benchmarking indicators, incentives	Policy Maker, Financier	City Council		X	
	Vehicular and pedestrian connections						
	Neighborhood connections - physical and psychological						
		Adopt catalyst project criteria (require physical connections / soft buffers)	Policy Maker	City Council		X	
	Financial connections - tying incentives to projects and fiscal impacts						
		Require catalyst project fiscal impact assessment (measure of City participation)	Policy Maker	City Council			X
	Policy connections - aligning policies to economic development (comprehensive plan)						
		Align Comp Plan Update, Downtown Plan, Council Goals, City Budget, Capital Improvements Plan	Policy Maker	City Council	Staff Resources	X	
		Prepare City-Wide Development Handbook	Policy Maker, Regulator, Financier	City Staff, Consultant Support	Staff Resources, Grants, General Fund \$s		X
<b>Public Policy "Gaps" Filled</b>							
	Policies, regulations and tools to advance the vision						
		Complete form-based zoning code revisions including elimination of designations which allow for conflicts	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
		Adopt sidewalk ordinance; adopt landscape ordinance	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
	Sustainability and natural sensitivity in infrastructure and development forms						
		Act according to the "triple-bottom line" assigning appropriate values to economics, ecology and equity	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
		Coordinate land use planning and capital improvements	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
		Encourage programs for reuse of "gray" water for irrigation purposes	Policy Maker, Regulator, Educator	City Staff, City Council	Staff Resources	X	
		Conserve domestic groundwater and surface water resources from potential pollution	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
		Protect, enhance, and extend drainage ways with riparian vegetation	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
	Open space as an amenity and a connector						
		Create an open space provision that new neighborhoods be within walking distance of a neighborhood park or the regional trail system	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
		Create and approve a master trails plan as part of a Green / Public Space Master Plan	Policy Maker, Regulator	City Staff, City Council	Staff Resources	X	
	Multiple modes of transportation that evolve over time						
		Promote use of alternative modes of transportation -- development that reduces trips and Vehicle Miles Traveled (VMT)	Policy Maker, Regulator, Educator	City Staff, City Council	Staff Resources	X	

Source: Leland Consulting Group and RTKL Associates.





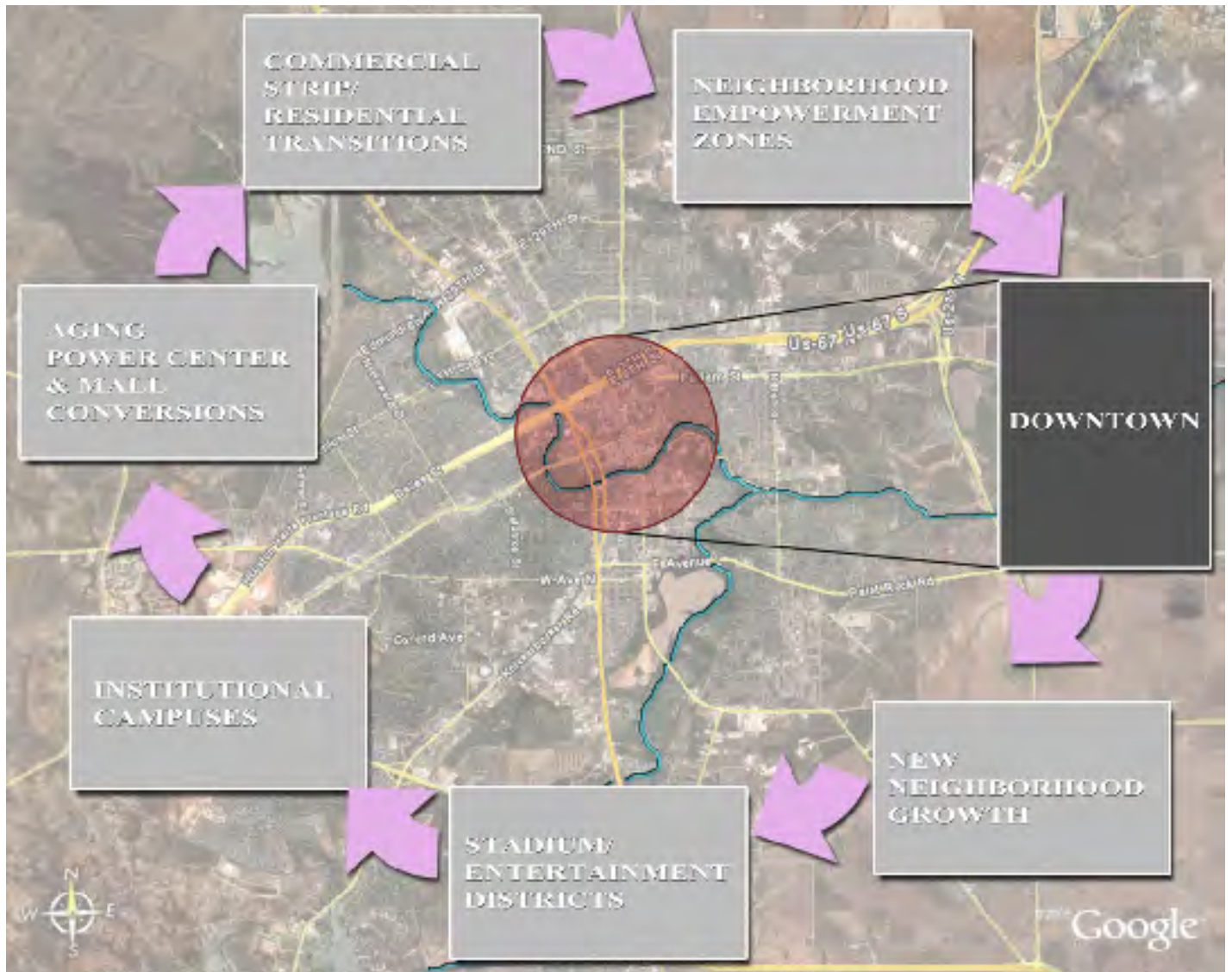
# *DOWNTOWN*

*San Angelo Strategic Plan*

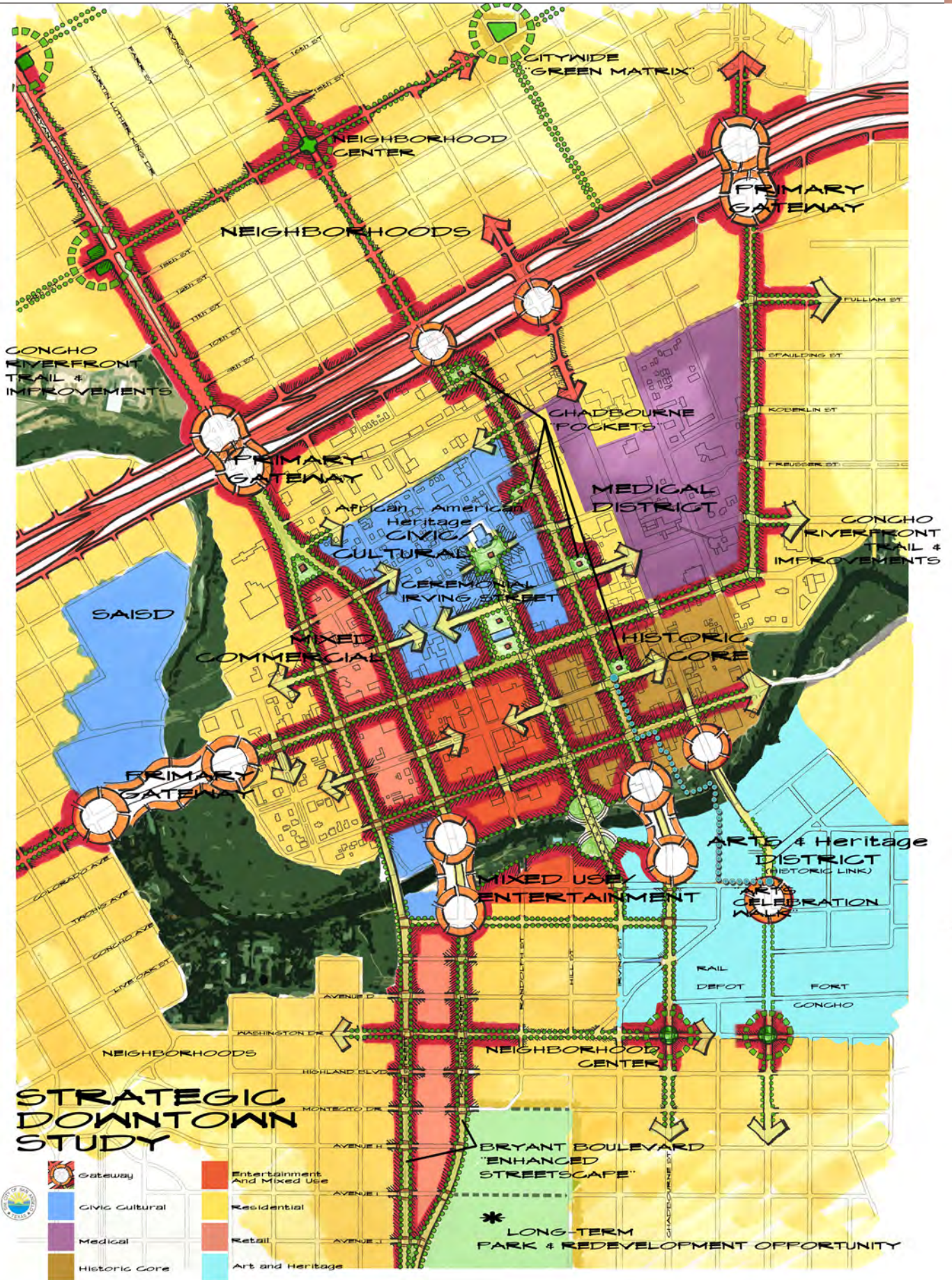
**DOWNTOWN REVITALIZATION STRATEGY**

It is an undisputed truth that a community's downtown is the barometer of its overall quality-of-life. Area-wide and local chamber of commerce executives, economic development specialists, and industrial recruiters have found time and again that projects are often won or lost based on one single criterion - the condition and economic health of a community's downtown. Employers have found that a vibrant downtown significantly increases their ability to attract and retain high quality employees - whether or not the business is located in downtown - thereby minimizing turnover and associated personnel costs. City officials have found that bond rating companies often include the economic prosperity of downtown as one criterion they consider when determining a city's bond rating.

Throughout the country, public and private entities are participating in the revitalization of their downtown core. In a recent report prepared for the American Public Power Association, several utility companies surveyed explained the basis for their participation in downtown enhancement efforts, citing the following: a thriving downtown is a good recruitment tool for industry; downtown's enhancement stimulates the economy and adds jobs; economically, everyone benefits from a healthy downtown; a viable downtown infrastructure is essential to economic development in the whole area; a better downtown increases tourism in the area; and, downtown is a good investment. Cities throughout the country who have undertaken similar efforts have found that benefits to the community are multi-faceted and multiplicative. Specifically, quality of life is enhanced, the number and diversity of job opportunities are increased, and dollars are invested. According to the National Trust for Historic Preservation, every dollar a community spends on downtown revitalization brings in \$30 in new investment.







# STRATEGIC DOWNTOWN STUDY

-  Gateway
-  Civic Cultural
-  Medical
-  Historic Core
-  Entertainment and Mixed Use
-  Residential
-  Retail
-  Art and Heritage

\* LONG-TERM PARK & REDEVELOPMENT OPPORTUNITY



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Given that Downtown San Angelo (the area between Houston Harte Expressway on the north, North Concho River on the south, Santa Fe Park on the west and Main Street on the east) is roughly one square mile and host to a variety of anchors, including the Concho Riverfront, Visitors' Center, Museum of Fine Arts, City Hall and others, several sub-districts were identified. For each sub-district, opportunities and barriers were discovered and ultimately a theme identified based on its existing character and future potential.

### Downtown Sub-Districts

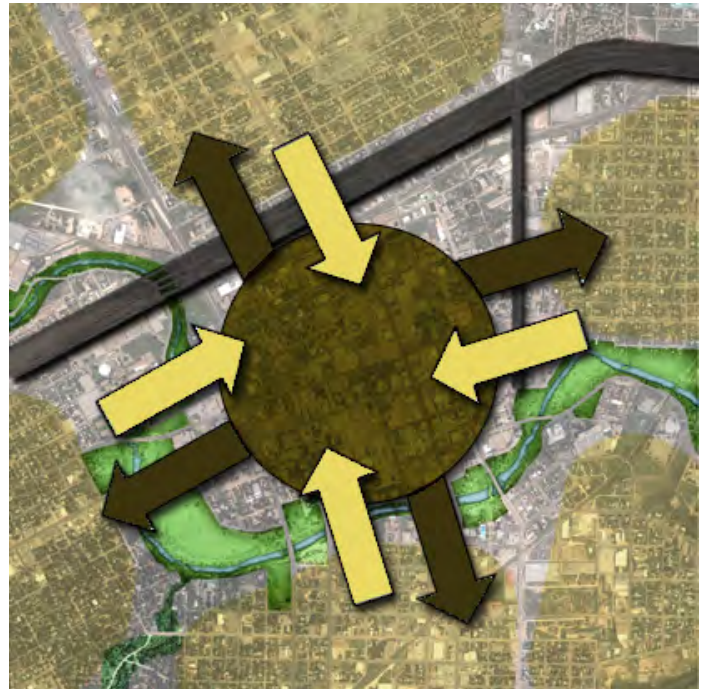
Many communities have designed their downtown revitalization strategies around a single theme such as entertainment, housing, sports, or meetings and conventions. Although successful in select markets, few developed their theme around existing community assets. Rather, the same themes were replicated hundreds of times in hundreds of markets, and frequently with little or no impact.

The most prevalent lesson learned by these downtowns was that successful revitalization themes must be a reflection of the unique and historical character of the local market and sub-markets (sub-districts) within them. While downtowns can never be the way they were 40 or 50 years ago, they can evolve into something new which embodies traditional values. As one observer put it, "Downtowns represent the old home town in our consciousness and therefore, exert an emotional pull." People are coming back to downtown because of the ambience and the experience. They want efficiency, but they also want to feel part of a community.

The diagram presented here shows downtown activity and development types in brown, residential neighborhoods in yellow with commercial activity reaching out to residential neighborhoods, blurring the lines of "commercial core" and neighborhood. It is important to note that this diagram illustrates a long-term vision. Short-term efforts should focus on specific initiatives with emphasis on creating synergy amongst multiple projects and connecting Downtown's assets.



Existing Condition



Proposed Solution



## Downtown Sub-District #1

### Theme: Concho Riverfront Entertainment District

#### Description

To address issues raised in the San Angelo Strategic Plan, a mixed-use environment, typical of downtown development, should be created on both sides of the North Concho River, i.e., a mixed-use entertainment district on the water's edge with restaurants, cafes, and residential uses. Development on the River will serve to physically link the "string of pearls" of cultural amenities already established. The River represents the natural environment interacting with an urban setting.

#### Urban Design Elements

- Natural and hardscaped Riverfront edges
- Mix of uses, including residential infill and restaurants / entertainment
- "Downtown bridge" over the River
- Urbanized Concho Riverfront with non-residential and residential uses
- Cafes, restaurants and other storefront retail opportunities (on north-south streets)
- Lofts above commercial
- Townhomes and other residential
- Outdoor seating
- Public park and trails system

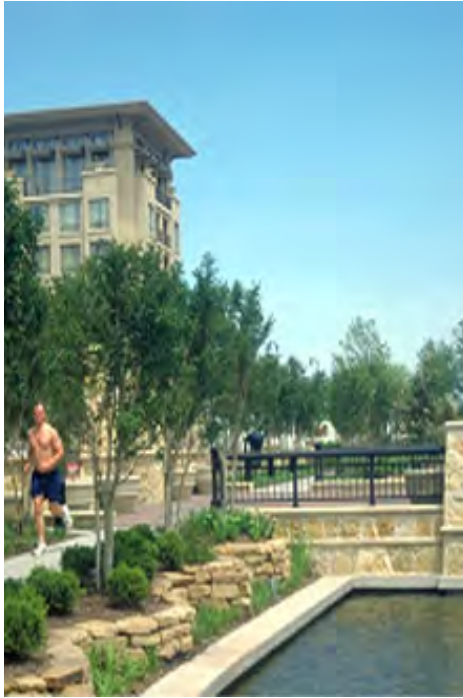
#### Illustration







The images shown here reflect the urban waterfront edge visualized for this specific section of the Concho Riverfront through Downtown San Angelo.



## Downtown Sub-District #2

### Theme: Commercial Core Improvement Area

#### Description

The area highlighted in burgundy illustrates the Commercial Core Improvement Area.

The scale of the Bryant Boulevard couplet has had a limiting impact on several properties located contiguous to it, particularly in Downtown. Therefore, to address these impacts and create a more urban experience, it is proposed that Bryant Boulevard be narrowed and redesigned as an urban boulevard.

The narrowing of the road combined with its redesign as a more pedestrian-friendly streetscape could reposition properties along it to achieve their highest and best use, which, in some locations, could include a mixed-use environment of predominantly office and retail uses.

#### Urban Design Elements

- Redesign Bryant Boulevard to be more pedestrian-friendly, and in turn, retail-supportive
- Narrowed right-of-way to create potential land for assembly
- Mix of uses including loft office, live-work, and ground floor retail

#### Illustration







The imagery shown here illustrates the typical pedestrian-friendly, mixed-use commercial character of the Commercial Core Improvement Area.

- Two- and three-story buildings
- Ground floor storefronts with loft office space above
- Street trees
- Narrowed right-of-way
- Parcel assemblage





## DOWNTOWN

### Downtown Sub-District #3

#### Theme: Civic Activity District w/ Ceremonial Irving Street

##### Description

The purpose of the Civic Activity District and Ceremonial Street (shown in blue) is to tie together civic functions in Downtown, in a manner similar to other historic Texas towns. Many towns throughout Texas were established around a courthouse square, typically with other public functions celebrated around the square, such as the city hall, a cathedral, etc.

Whereas Chadbourne is the community's historic street, Irving should be the civic promenade as one climbs the slope from the Concho River terminating at City Hall. Irving Street could be the thread linking the Concho Riverfront to Courthouse Square and City Hall Plaza. Each of these areas could be focal point for infill development opportunities.

##### Urban Design Elements

- Distinguished design for Irving Street celebrating City Hall as the terminus
- Series of improved public spaces including Concho Riverfront terraces, County Courthouse Square, and City Hall Plaza
- Consolidated surface parking -- shared facilities -- designed to increase development parcels
- Increased commercial activity on Irving Street
- Several distinct street-level experiences
- Streetscaping and lighting elements
- Infill development focused around Courthouse Square ("outdoor room")
- Public realm elements similar to building inventory
- Specialty paving and bollards to guide traffic through public spaces
- Public plaza terracing to River's edge

##### Illustration







The imagery shown here is indicative of similar Ceremonial Boulevards celebrating the Civic Art and Architecture of Historic San Angelo.





## Downtown Sub-District #4

Theme: Historic Chadbourne Corridor and Arts Walk

### Description

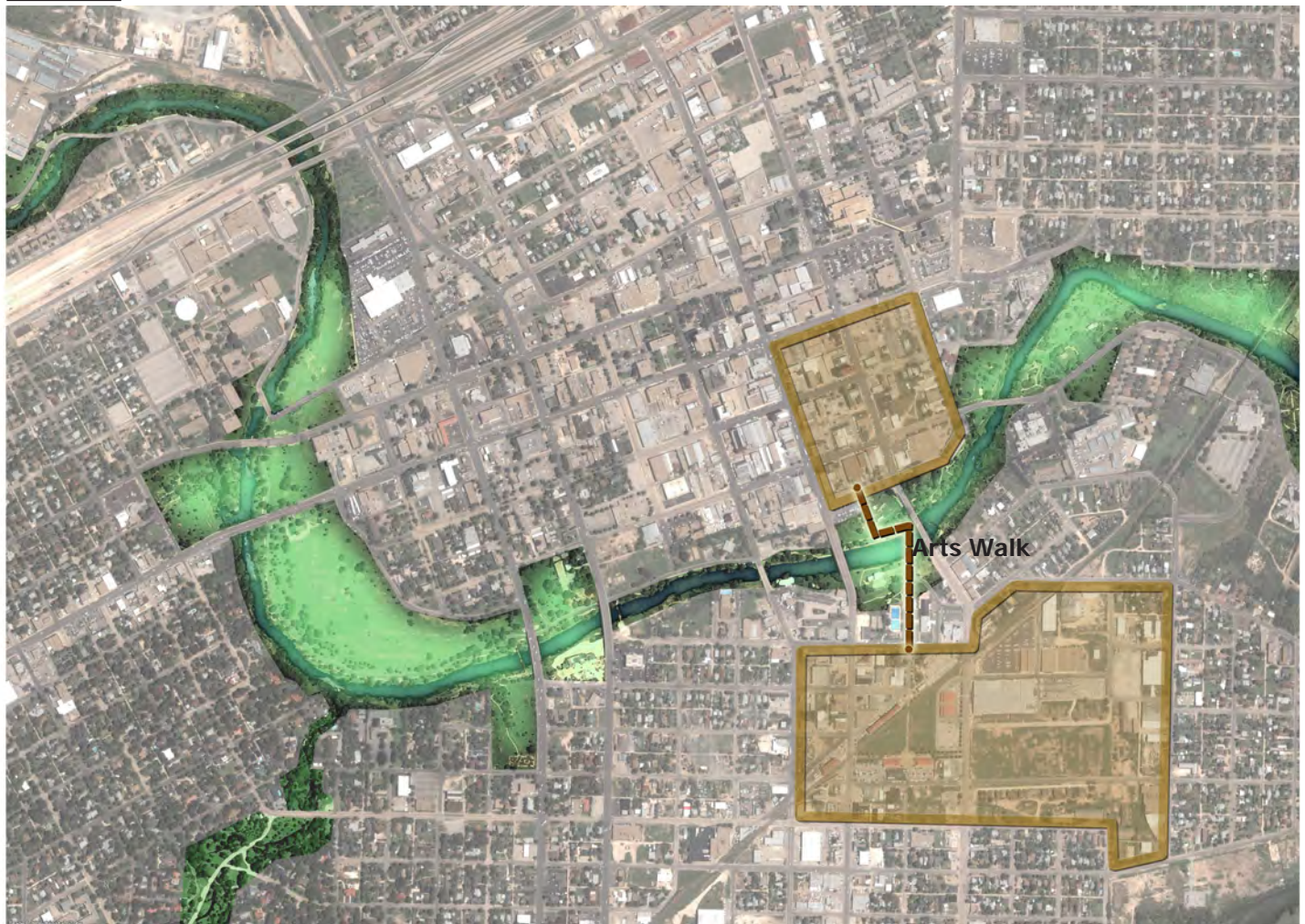
The sub-district shown in brown on the graphic is the Historic Chadbourne Corridor where adaptive reuse and historic preservation of existing buildings is encouraged.

The two most historically significant portions of Downtown San Angelo include the historic core on Chadbourne Street between Concho Avenue and Beauregard Avenue, and the area between and including the rail depot and Fort Concho. These historic assets could be connected through the use of consistent signage and monumentation for wayfinding, as well as historical and cultural interpretation. A trail would link and extend from the art walls in the historic core, south along Chadbourne to the Riverfront Park. From there, it would cross Celebration Bridge, past the Museum of Fine Arts to the rail depot and end at Fort Concho.

### Urban Design Elements

- An arts / history walk linking the City's two historic districts
- Public art installations, as well as historic learning and interpretive elements

### Illustration







The imagery presented here includes culturally and historically significant elements of the area including Celebration Bridge, the rail depot, and Cactus Hotel. Also shown are examples of signage and monumentation that could link the districts.



The last image is of a restored downtown street in McKinney, Texas, offering a glimpse into the future of how existing buildings on Chadbourne could look.



## Downtown Sub-District #5

Theme: Medical / Educational Campus and East-West Linkage

### Description

The purple area in the image presented here is the medical / educational campus including Shannon Hospital and Central High School's freshman campus on North Oakes Street. It also reflects improved east-west streetscape connections on Harris and Beauregard Avenues.

As explained in the strategic plan, medical and institutional campuses in San Angelo suggest a history of isolation. In an effort to connect neighborhoods and commercial areas to these community anchors, institutions like Shannon Hospital should transition into more campus-like environments. Transition scenarios could include: intense medical services moving from medical office and affiliated assisted living to urban infill residential development and a more mixed-use environment.

### Urban Design Elements

- Internalized parking within blocks
- On-street parking
- Improved streetscaping and sidewalk
- Transitions of uses from hospital to office to assisted living to traditional mixed-use and residential
- Improve overall public realm around the medical campus
- Auxiliary hospital uses that promote a safer, more pedestrian-friendly environment – retail, restaurants, small medical practices (tenants)
- Pedestrian-friendly buildings that hold the street edge
- Active ground floor uses

### Illustration







The imagery presented here shows a variety of new uses as part of a medical district including a shared parking facility wrapped with ground floor retail and loft office space.





## Downtown Sub-District #6

### Theme: Highway Commercial - Downtown Gateway

#### Description

For ease of access and visibility, many businesses prefer to be located along highways and major commercial corridors for access. While some teaser parking should be provided in front of the building for convenience, the remainder of necessary parking should be screened within the block and building forms. Design in this manner allows for highway visibility, in a pedestrian friendly manner that does not negatively affect the adjacent parcels further into downtown.

When designed to fit within their context, commercial office and / or retail uses can serve as effective gateway elements. Even though the completed Houston Harte Expressway has negatively repositioned several properties located adjacent to or within Downtown, it presents an opportunity to host various gateway features.

#### Urban Design Elements

- Gateway elements along Houston Harte Expressway north of Downtown
- Majority of parking screened internal within the block
- Architectural elements, monumentation, special wayfinding and signage, and streetscaping
- Targeted businesses for physical environment
- Transitional uses that create a smooth gradation in intensity from highway commercial to the greater mix of uses in downtown
- Building standards and consistency in character

#### Illustration





The imagery on this page highlights examples of gateway features including monumentation, signage, and pronounced architectural corner elements.





## Downtown Sub-District #7

### Theme: Neighborhood & Commercial Localization

#### Description

The Yellow in the diagram presented here highlights existing residential neighborhoods adjacent to Downtown. Many of these highlighted neighborhoods fall within proposed Neighborhood Empowerment Zones (NEZ) as discussed in the strategic plan.

Inner-city infill neighborhoods should be improved with a variety of new housing product types, integrating with the existing inventory and creating more choices for residential living near Downtown. A variety of product types along with targeted public investment could encourage increased home ownership and maintenance of existing properties. Corresponding commercial development should be clustered in nodes, accessible to pedestrians in adjacent neighborhoods.

#### Urban Design Elements

- Consolidated retail uses in organized clusters at key intersections (RED ASTERISKS)
- Transitional uses, from more intense development in adjacent neighborhoods to public pocket parks, or intermediate uses like live-work townhomes
- Increased density and a mix of uses at commercial nodes
- Appropriately-scaled one- and two-story buildings to the context
- Parking and service areas screened and / or internal to building clusters

#### Illustration







The imagery presented here suggests a series of new product types that could be infused at specific locations such as small retail centers transitioning into the existing neighborhoods with townhomes and other new residential product types.

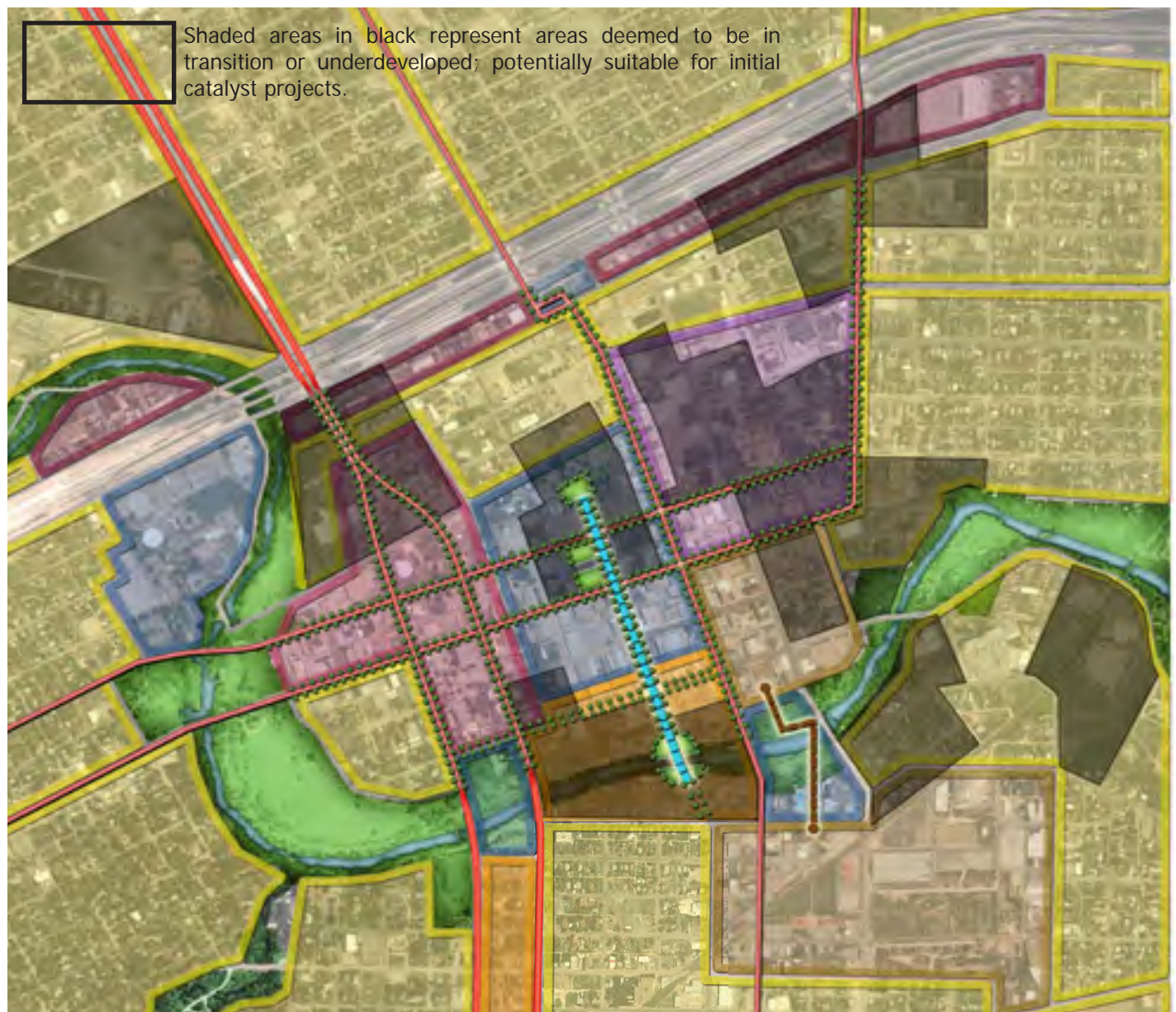




## Catalyst Concepts

The central approach for the renaissance of Downtown is to encourage strategic investment in a compact environment (catalyst investment areas) which contains an appropriate mix of land uses, gives greater emphasis to multiple forms of access, and creates a unique sense of place. The premise behind the selection of catalyst investment areas and projects assumes concentrating resources in select areas that will have a positive economic “ripple effect” throughout Downtown and in surrounding neighborhoods. In this way, the City of San Angelo (as a public partner) can effectively “leverage” investment efforts to overcome barriers and achieve desired outcomes.

Catalysts were generally identified and evaluated based on screening criteria, with guidance from stakeholders and community leaders. While an expressed interest in an immediate development or redevelopment project influenced the selection of certain project areas, most were selected because they presented a compelling location or market advantage for future investment. However, experience has proven that implementable plans must maintain a high degree of flexibility. As markets change, the physical realm must change with them. Therefore, while these catalyst projects have been identified today as offering potential for leveraged investment, the criteria used to identify them will provide the City with the tools to evaluate future projects which are still consistent with the vision.





For the purposes of this effort, a catalyst concept is defined as: a highly urbanized place (comparatively) that has some combination of jobs, housing units, commercial uses, public spaces, public transportation, pedestrian activity and a sense of place. Predominant land uses include residential, commercial and public. Within relatively compact geographic areas, different land uses are found side-by-side or within the same structure. A mix of uses is often located in developments with minimal setbacks, reduced parking requirements and taller structures, all in an effort to achieve higher densities necessary to support transit and pedestrian activity (where relevant), private investment and a sense of place. These areas are catalysts for public and private investment and economic activity, effectively building off the strengths of the surrounding area and connecting to surrounding uses.

Implementation and management of catalyst areas is generally the responsibility of a combination of entities including business organizations, special districts, neighborhood and other interest groups, and individual property owners. Criteria used to select the catalyst concepts for detailed analysis included the following:

1. Presence of a market opportunity in the near- and long-term
2. Opportunities to strengthen and link existing districts or activity centers
3. Ability to leverage existing or planned public investment
4. Conducive physical environment including parks and open space, public improvements, etc.
5. Potential for creating entryways or gateways
6. Favorable ownership pattern -- publicly-held properties, assemblages, and manageable number of private interests
7. Presence of unified, energetic stakeholders
8. Upward trend in local investment
9. Compatibility with the Strategic Plan (Update)
10. Ability to create mixed-use activity centers with multi-modal access
11. Presence of support organizations – service groups, churches, schools, neighborhood associations
12. Demonstrated community need, both perceived and quantified
13. Compatibility with the character of area and ability to build on prevailing strengths

Using the above criteria, this strategy identified eight key catalyst investment concepts in Downtown:

- Convention Center Riverfront
- Old Hotel Concho Waterfront
- Shannon Medical District Infill Strategy
- City Hall Civic Campus & Mixed Use Infill
- Downtown Riverfront Entertainment District
- Bryant Boulevard Gateway District
- Central High School Site – Future
- Downtown Pedestrian Transit System

The concepts on the following pages identify catalyst projects (inclusive of several projects in several phases), organized together in order to build a collective mass in targeted locations, focusing energy rather than scattering investment and resources in a disconnected approach.



**Catalyst #1**

**Concept: Convention Center Riverfront**

Description

The current location of the hotel and convention center is one of great debate. In its current configuration, there is limited spin-off business and/or activity generated by the convention center. The Convention Center should be the focal point of a multi-purpose area of mixed-use, maximizing the amount of activity in and around it.

Urban Design Elements

With the assumption that a better location may eventually be found for a hotel and convention facility, sale of the City-owned convention center land for a traditional-style residential development could help pay for the relocation. This scenario assumes improved access and connectivity through a fine-grained grid of streets linking existing infrastructure and neighborhoods to Rio Concho Drive. Furthermore, it proposes a series of interconnected neighborhood-scaled parks providing for a series of events at the scale of the pedestrian, as well as a variety of lot sizes and residential product types that increase affordability and diversity -- two critical elements in neighborhood stability.

Illustration





The imagery presented here is intended to highlight the connection between the residents' front step to a series of pocket parks and Riverfront improvements.



Both the concept plan and imagery show an allowance for a variety of product types including a more dense loft product blended with townhomes, small-lot single-family, and larger-lot single-family. This multi-phased project would consist of:

- 178 Condo/Loft Units
- 26 Townhomes
- 37 Small Lot Single Family
- 39 Medium Lot Single Family
- 49 Large lot Single Family

Other elements include:

- Enhanced public realm and streetscape with street trees and sidewalks
- Small-scaled neighborhood parks serving as centerpieces of the neighborhoods
- Neighborhood parks linked to a larger park system

Public-Private Strategies

- Complete convention center expansion feasibility study
- Address need for a multi-purpose facility (meetings, events, etc.) in context of feasibility study
- Improve linkages with Downtown and Downtown businesses through streetscape and gateway improvements
- Improve connections with adjacent neighborhoods through streetscape, public spaces and themed signage
- Prepare wayfinding program Downtown and Riverfront



## Catalyst #2

### Concept: Old Hotel Concho Waterfront

#### Description

The Rio Concho Riverfront is a key amenity for the City of San Angelo, and as such, it is imperative that the River is at the “front door” of the community, particularly in and around Downtown. This in mind, buildings and uses should face the River with a public right-of-way separation.

#### Urban Design Elements

- Integration with existing neighborhoods and traffic patterns while addressing the Riverfront
- Connection between Rio Concho Drive and Allen Street
- Neighborhood central green space extending from the Riverfront
- Pedestrian connection and green spaces connecting neighborhoods to the regional trail network and Concho River
- Townhomes and courtyard patio homes blending with the existing neighborhood context
- Pedestrian pathways leading down to trailheads and waterfront break-up blocks
- Trails and sidewalks
- Pedestrian-scaled street furniture such as benches and lighting
- Detailed design features including stoops or porches that soften the divide between public and private space
- Pocket parks with WiFi service for Internet usage

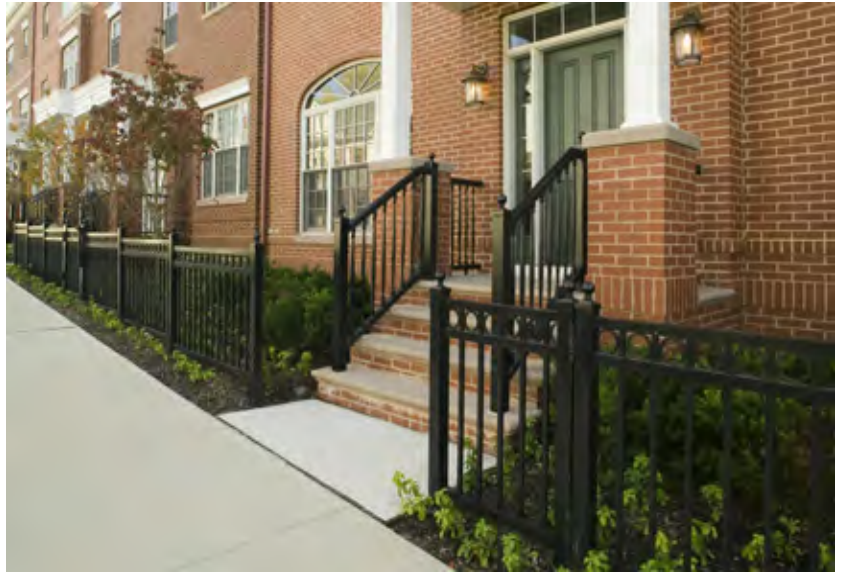
#### Illustration







The site illustrated here consists of the triangular sliver of land between South Oakes Street, Allen Street, Rio Concho Drive, and the Concho River. It was chosen first and foremost because of its adjacency to the Concho River, and secondly, because of existing underutilized structures including the now-defunct hotel property.



#### Public-Private Strategies

- Evaluate potential for land assemblages
- Prepare a range of development programs for different projects
- Quantify economic "gap" between project costs / revenues
- Determine feasibility of Riverfront residential and mixed-use development
- Work through different entities to acquire and position strategic parcels (assemblages)
- Identify a range of strategies to fill "gaps" -- consider land write-down and / or TIRZ funding
- Incorporate streetscaping and trail connections

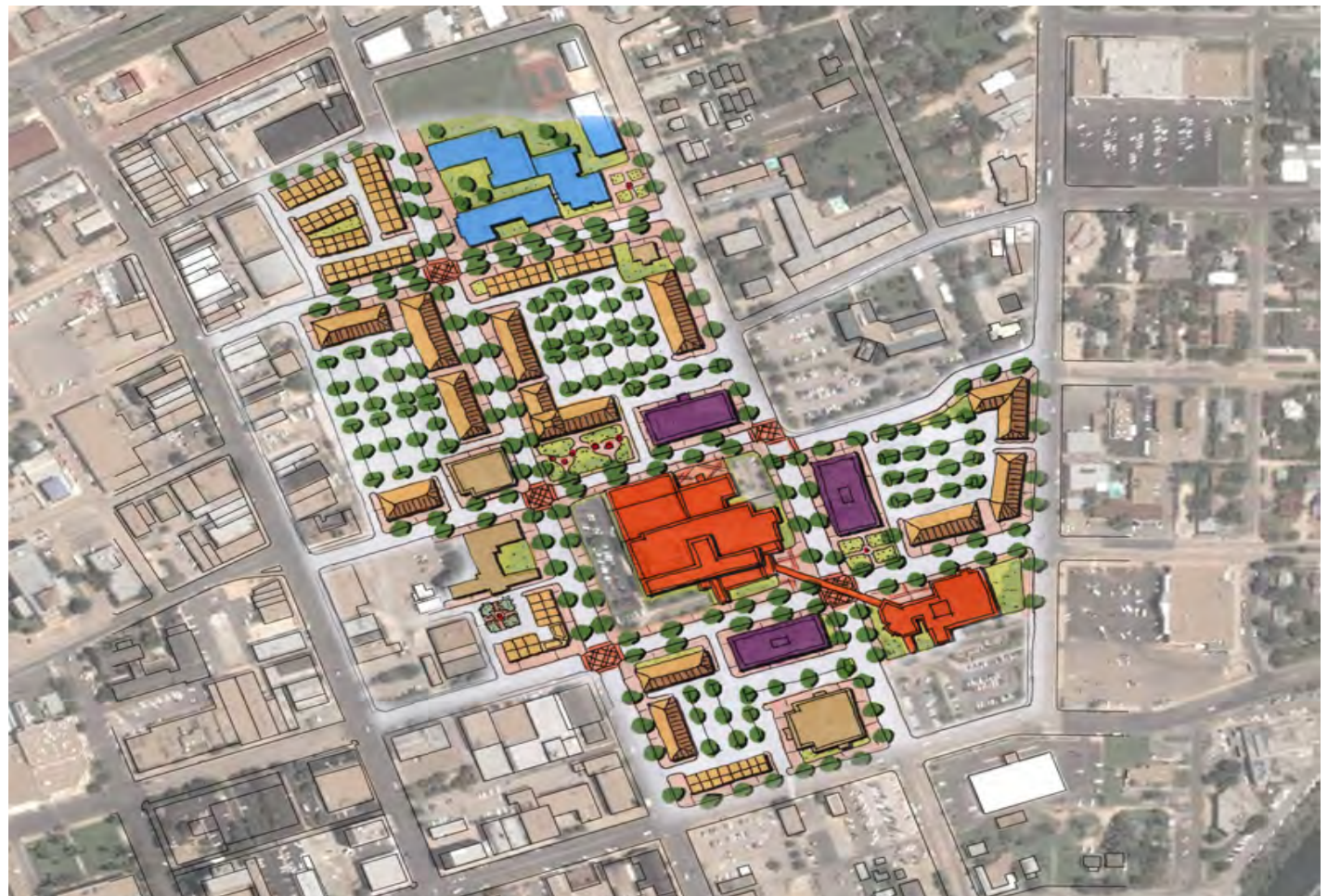


**Catalyst #3****Concept: Shannon Medical District Infill Strategy**Description

The full strategic plan discussed at length the consequences of “castle-and-moat” development disconnects. This concept promotes growth and infill strategies to address these built form challenges. Using Shannon Medical Center as a demonstration project – this institutional assemblage is the primary identity driver in this portion of Downtown and, as such, is potentially the primary catalyst for change in an area largely dominated by parking lots, excessive paving, and dilapidated structures. With expansion of their facilities highly likely, and given the sensitive nature of Shannon’s location in Downtown and adjacency to fragile interior neighborhoods, growth should be planned carefully and deliberately.

Urban Design Elements

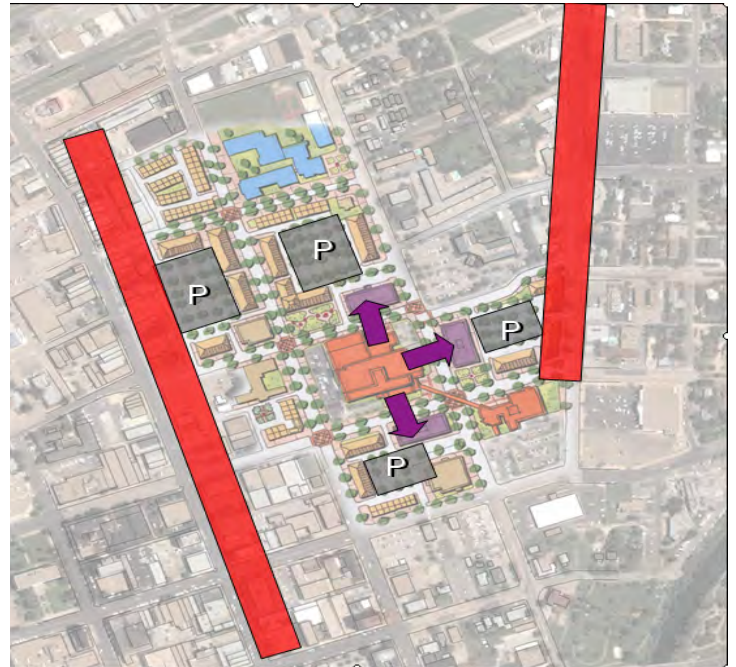
- Buildings used to scatter parking in multiple directions of the hospital, minimizing distances
- Internalized parking within the block and shared with complementary uses
- Auxiliary uses including assisted-living, senior care, or more traditional mixed-use residential
- Improved “campus” environment
- Improved streetscapes, continuous sidewalks, and pocket parks
- Range of housing opportunities for both patients and employees near the hospital, including lofts, townhomes, and live-work/home-office units
- Loft buildings and townhomes, office space for medical practices and supporting commercial

Illustrations





These images show a diagram of the planning strategy for Shannon Medical Center and related medical district. Areas for immediate medical care growth outward from the main hospital building are also identified.



The remaining imagery shows a series of lower-scaled buildings that form an attractive public realm along with an improved medical district, including a diversity of housing opportunities and ground floor retail.



#### Public-Private Strategies

- Complete case study research of similar medical district environments – understanding the mix of uses, partners, City role, etc. – share with hospital representatives and City leadership
- Work with the hospital to determine growth opportunities (assisted-care, workforce housing, educational facilities, etc.) and identify urban design issues (pedestrian friendliness, concealment of parking, safety, etc.)
- Establish district boundaries
- Evaluate potential for land assemblages – encourage demonstration projects
- Explore potential for public-private partnership between City and Hospital
- Consider creation of a range of special districts to fund physical improvements and manage the public realm and businesses within it



**Catalyst #4****Concept: City Hall Civic Campus & Mixed-Use Infill**Description

The termination of Irving Street with City Hall illustrates classic city planning with prominence given to civic structures such as the County Courthouse. Improvements on Irving Street were discussed in the full strategic plan. This catalyst area discussion is focused more on private investment that leverages -- civic parking, wrapped with commercial uses on the ground floor, and residential loft units on the upper floors. Additional elements of this concept would cluster smaller cottages around civic, non-profit, and other organizational uses.

Urban Design Elements

- Parking garage wrapped with a courtyard residential building – first floor free with public access, upper levels gated and secured for residents
- Courtyard building holding the street edge, but allowing an interior private courtyard for residents
- Relocated and restored cottages
- Clustered development parcels leaving larger infill assemblages
- Brick parking court and clock tower
- Street in front of San Angelo City Hall includes a gathering plaza, occasionally closed from traffic
- Plantings to offer refuge from the sun, a destination for pedestrians, or a makeshift stage for outdoor theater, an extension of the theater within City Hall

Illustrations





The image shown on the preceding pages shows two potential options for shared parking locations. The first is behind the Wells Fargo Building and would require parking within the office building, filling an empty gap in the urban fabric, adding residential density and helping form a square around the County Courthouse. The second option would be on the existing surface parking lot behind City Hall.

The image presented below shows how a “wrapped” parking garage looks. In this case, the garage is given a facade with actual building uses -- retail on the ground floor and residential above.



#### Public-Private Strategies

- Evaluate potential for land assemblages in strategic locations
- Dedicate Capital Improvement funds to streetscape and plaza improvements
- Consolidate / refurbish cottages into clusters of small office / non-profits / institutional uses and allow for land assembly / redevelopment of vacated parcels
- Quantify economic “gap” between project costs and revenues
- Identify a range of strategies to fill “gaps” -- consider land write-down and / or TIRZ funding
- Incorporate streetscaping and trail connections



## Catalyst #5

### Concept: Downtown Riverfront Entertainment District

#### Description

Opportunities for more dense clusters of residential and mixed-use developments are encouraged in and around Downtown to more efficiently share the burden of infrastructure costs. Areas adjacent to the River have been specifically identified for infill development in an effort to bridge the Concho River -- anchored by existing civic amenities, the San Angelo Visitors Center and the Museum of Fine Arts.

This concept would extend Downtown with new residential and mixed-use development that takes advantage of the Riverfront and provides views back towards the balance of Downtown.

#### Urban Design Elements

- Urban character through three-block section with restaurants, cafes, architectural terraces to the water's edge, and pocket parks with WiFi hotspots
- Development around the low water crossing, organized around a public plaza that terraces down to the River's edge
- Density focused along the water, Irving Street, and other infill parcels in Downtown
- Lofts and townhomes that begin to blend new development with existing neighborhoods
- Extended Hill and Randolph Streets with pedestrian pathways to the Concho Riverfront Trail
- New development blended with existing improvements to form one cohesive neighborhood
- Infill development including a variety of housing products -- quality design and construction, urban in nature, and appropriate street edge
- Ground floor retail focused on the busiest streets
- Improved streetscaping, on-street parking, strategic points of accessibility
- New development coordinated with the Concho Riverfront Trail including pocket parks, plazas, and terraces
- Benches with WiFi hotspots along the Riverfront

#### Illustration





The imagery presented here suggests the type of development envisioned for the downtown connection across the Concho River including mixed-use residential, corner cafes and coffee shops, as well as an urbanized river edge.



#### Public-Private Strategies

- Evaluate potential for land assemblages in strategic locations
- Determine feasibility of mixed-use waterfront development (range / mix of product types)
- Quantify economic "gap" between project costs and revenues
- Identify a range of strategies to fill "gaps" -- consider land write-down and / or TIRZ funding
- Incorporate streetscaping and trail connections
- Coordinate telecommunications infrastructure investment with providers
- Complete Downtown tenancing strategy – programming clusters



## Catalyst #6

### Concept: Roadway Reconfiguration - Gateway District

#### Description

Various areas adjacent to Downtown present opportunities for “gateway districts” including land located near the Houston Harte Expressway. Under this concept, existing development should be considered under-utilized and temporary. Conversely, long-term development should address the street, create a pedestrian-friendly environment and be a welcoming advertisement for Downtown. Strategies to accomplish this objective include targeted roadway reconfiguration, streetscaping and narrowing where appropriate.

#### Urban Design Elements

- Gateway elements along streets including Bryant Boulevard’s split into Abe and Koenigham Streets
- Narrowed couplets through Downtown
- Pocket park with entry feature or fountain, marking the arrival into Downtown and a new mixed-use building as the backdrop
- Series of residential product types including: live-work, townhomes, mansion homes, courtyard homes, and patio homes
- New neighborhoods in Downtown
- Buildings with ground floor retail and loft office or loft residential above
- Public realm experience supporting retail success

#### Illustration







The pictures presented here illustrate how a narrowed roadway streetscape could look with added on-street parking, new areas for landscaping from recaptured rights-of-way, and new mixed-use buildings.

The buildings are of a smaller scale (two levels) appropriate to Downtown and both images show a permeability of the ground floor, both visually and physically, that creates the necessary visual interest and activity for commercial streets to succeed.



#### Public-Private Strategies

- Dedicate Capital Improvement funds for streetscape improvements
- Leverage local funds for capital improvements to attract matching funding sources
- Position land along Houston Harte Expressway as prime gateway opportunities into Downtown through architecture, signage, and streetscaping standards and consistency in character
- Prepare design standards for key corridors into Downtown
- Develop corridor overlay plans which encourage commercial concentrations at nodes and allow for residential at the street



**Catalyst #7**

**Concept: Central High School Site – Future**

Description

For the purpose of this analysis, it is assumed that an educational component will remain as part of the site in some form. It is also assumed that some renovation and new construction would occur along with maintenance of the original design character.

The original design and layout has a strong campus environment that many schools from a similar era lack. This is a strength that should be maintained as the site evolves. It is assumed that any future San Angelo Independent School District (SAISD) uses will require some renovation and reuse. It is also assumed that any future facility will likely require a smaller overall footprint.

Urban Design Elements

- School designed as a focal point of the plan
- Integrated mix of uses and blend of densities
- Uses organized around open spaces that directly tie into the Concho Riverfront
- Residential infill that can capitalize on Riverfront amenities
- School placed in a prominent, integrated position with surrounding neighborhoods
- New retail / office buildings transition into neighborhoods through live-work townhomes
- Parking is internalized and hidden within the block
- Range of density / housing types -- a mix of affordability levels, neighborhood vibrancy, and stability
- Two buildings at Cottonwood and Pecos Streets as adaptive reuse examples

Illustration





The blue on the diagram appearing on the preceding page highlights SAISD / educational uses including both existing and potential future structures. Red and red / purple striped areas illustrate retail and retail / loft office facing the Houston Harte Expressway frontage road. Brown illustrates residential including new townhomes, live-work units, loft apartments, and adaptive reuse lofts.

The conceptual imagery on this page shows both institutional and mixed-use neighborhoods. They are intended to illustrate the quality of the place and experience of being there that is the focus of the design.



Existing SAISD buildings that would make excellent unique loft units



Create individual entries/stoops for each unit that address the street



#### Public-Private Strategies

- Work with SAISD to determine their needs / desires for the facility
- In the interim, maintain / improve the campus appearance and utility
- Explore redevelopment / adaptive re-use opportunities to infuse a mix of uses and capitalize on Riverfront, Highway / and Downtown adjacencies
- Maintain a pedestrian-friendly transition into the residential neighborhoods
- Coordinate identification of a new site
- Explore the potential for a public-public partnership with the District and City



## Catalyst #8

### Concept: Pedestrian Transit System

#### Description

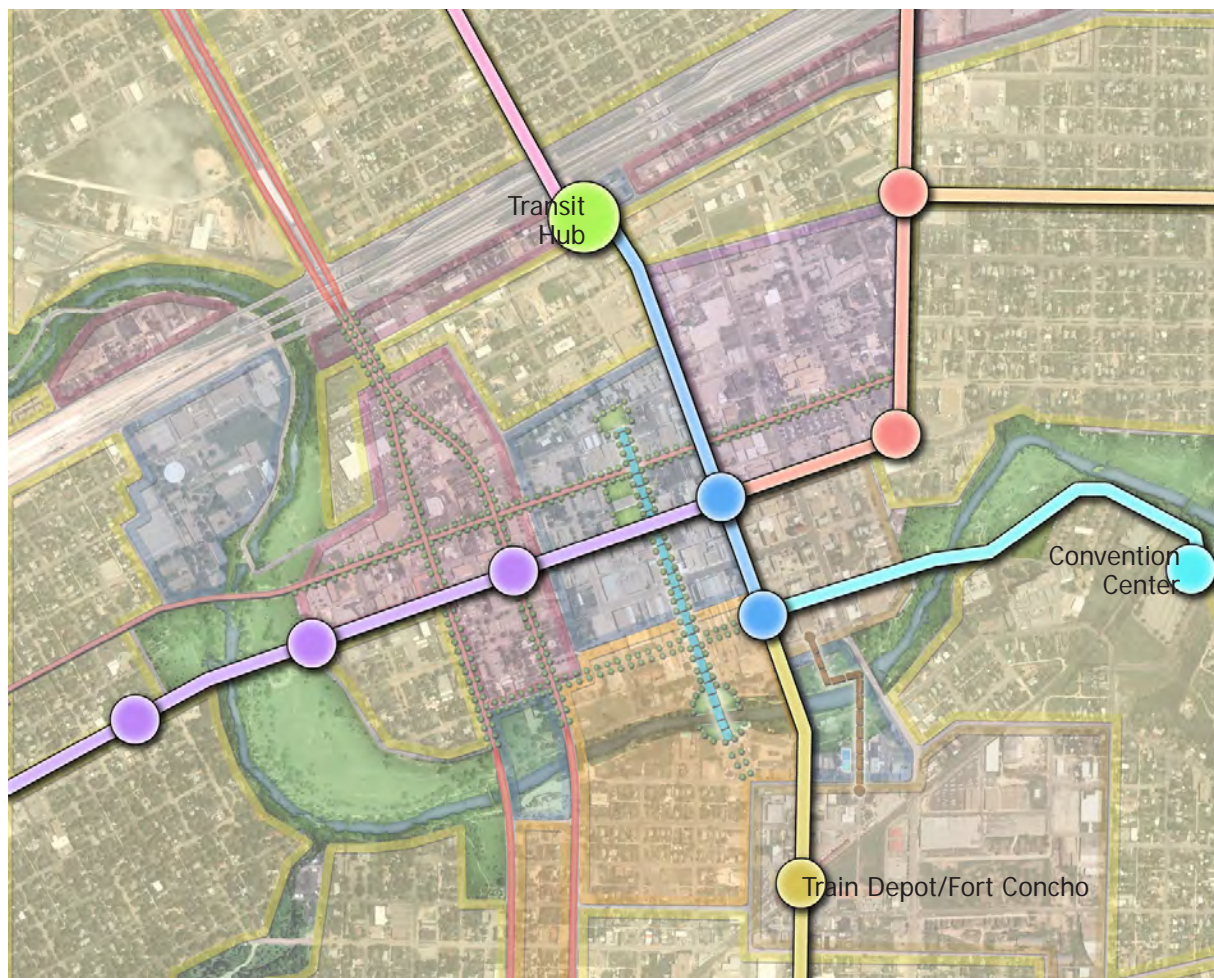
Empirical evidence nationwide suggests that well-conceived transit lines generate significant returns on investment from the private sector. Recognizing that costs vary widely, and to that end, near-term infrastructure needs often supercede downtown pedestrian transit needs, all options should be explored relative to cost, return on investment and timing. Among the options proposed for consideration in San Angelo are enhanced pedestrian and trail connections, improved public realm elements, a bus / trolley system, and historic streetcar (long-term).

#### Urban Design Elements

Fixed transit lines can significantly increase property values along them, but are also costly improvements for communities the size of San Angelo to make. The streetcar concept, while intended to invigorate the historic character of Chadbourne Street, increase investment Downtown, and restore the neighborhoods near Downtown, will come at a high price (\$10-15 million per mile). These systems are typically operated by a transit authority with an operations and funding budget coming from a consortium of private donors, non-profits, local businesses, historic grants, and local government.

Any type of transit is an amenity that helps revive neighborhoods. It is more than just a form of transportation, but a package of urban renaissance tools as well.

#### Illustration





The image here is from a postcard showing historic Chadbourne Street.



#### Public-Private Strategies

- Estimate costs of construction / phasing for a range of system types relative to use (cost-benefit analysis)
- Coordinate discussions with the community at-large and City leadership regarding phased improvements – near- and long-term
- Leverage local funds for capital improvements to attract matching sources (Federal Transit Administration (FTA), Federal Highway Administration (FHA), TXDOT, etc.) for transit improvements



**Incentives Projects and Programs**

Downtown development is never easy, but always exciting. It is challenging, and as such requires higher levels of analysis, planning and assistance, in order to attract the right type of investment and developer interest. Downtown, while the heart of the community, is but one subset of a larger market, and as such, has strengths, which can be capitalized on, and limitations which should be overcome. These limitations, commonly referred to in this report as barriers, pose unique obstacles which require unique solutions. Downtown has a tremendous influence on the economic well-being of the entire region. Regions with stronger downtowns have stronger regional economies. Therefore, it is widely accepted that early projects in any revitalization effort should be assisted, at least until market conditions reach levels where new construction can more than support itself.

Incentives used for downtown revitalization fall into several broad categories including:

- assistance with site acquisition and building and facade improvements
- start-up capital
- operating assistance
- business counseling

Downtown stakeholders will need to explore a variety of incentives and resources that can be packaged together with the intent of implementing a targeted investment and marketing strategy. Some of these include:

- matching funds to challenge the Downtown business community and establish a sustainable source of management funds
- City funds leveraged with other sources to form a San Angelo revolving loan fund for facade and building renovation
- matching grants for repairs to buildings; grants to merchants for new signs and awnings
- special code processes for older buildings, design assistance through the City planning office, or zoning codes with provisions for a mix of uses

The table below summarizes potential economic tools which could leverage private investment in Downtown San Angelo. The tools have been sorted based on their likely timing for application -- short- and long-term.

**Economic Tools to Leverage Private Investment**

Mechanism	short-term 1 to 5 yrs	long-term 5 to 10 yrs
-----------	--------------------------	--------------------------

**Public Financing**

Local

Tax Increment Financing	X	
Land Donation/Write-Down	X	
Industrial Development Program (NIFA)		X
Development Fee Rebates	X	
Infrastructure Cost Participation		X
Sales Tax Sharing	X	
Low Interest Loans / Subordination		X
Property Tax Abatement	X	
Tax Exempt Financing		X
Leverage Infrastructure Funding to Support Private \$	X	
Façade Maintenance Loan Program		X
Predevelopment Funding Grants		X
Encourage and Support Nonprofit Developers	X	



### Economic Tools to Leverage Private Investment (cont'd)

	short-term 1 to 5 yrs	long-term 5 to 10 yrs
<u>State</u>		
Low Income Housing Tax Credits	X	
Historic Rehabilitation Tax Credits	X	
Community Development Tax		X
Community Development Assistance (CDA)		X
<u>Federal</u>		
Fed. Historic Pres. Invest. Tax Credits		X
Community Development Block Grant	X	
Job Training Partnership Act (JTPA)		X
Economic Development Administration (EDA)	X	
<b>Private Financing</b>		
Lending Pools - Shared Risk		X
Community Reinvestment Act	X	
Land Donation (Quasi)	X	
Public Improvement District (PID) (Quasi)	X	
<b>Development</b>		
Affordable Housing Demonstration Project		X
Signature Project – Brand Image	X	
Pedestrian Enhancements – Linkages	X	
<b>Programs</b>		
Government Liaison – City, County, State	X	
Developer Educational Program (share nos.)	X	
Education Program RE: Fed Funding Programs	X	
Developer/Lender Education Seminars	X	
Cultural Art Activities	X	
On-Going Communication Strategy	X	
School Programs – Engage Students	X	
Strategic Partners – Encourage Business To Provide Services	X	
Engage Elected Officials	X	
Environmental Stewardship Programs	X	
Business Relocation Program		X
Business Recruitment/Retention		X
<b>Policies/Regulations</b>		
Enterprise Zone		X
Parking District/Overlay Zone	X	
Regulatory Reform	X	
Streamlined Entitlements	X	
Design Guidelines	X	

Source: Leland Consulting Group



## DOWNTOWN

The City and its leadership must accept that infill areas are at a distinct economic, social and market disadvantage compared to vacant "greenfield" sites. To that end, it is their responsibility to "level the investment and regulatory playing fields." Private investment alone will not fill the financial "gap," rather, it will move elsewhere.

### Actions for Change

The range of actions presented and identified to move the downtown revitalization strategy forward were selected based on a foundation of general strategy elements presented in the full strategic plan. The following elements, or initiatives, were considered responsive to the discovery analyses, stakeholder input, catalyst concepts and inherent challenges in downtown revitalization. The initiatives include:

#### 1. Private Investment Follows Public Commitment

- Extend the Concho Riverfront "park feel" into Downtown through enhanced streetscaping
- Explore options related to opportunities for narrowing select roadways where feasible
- Enhance Irving Street to match its geographic and historic significance
- Allocate dollars (set-aside) for streetscape and trail connections in City's CIP
- Seek mixed-use infill opportunities around the County Courthouse Square to enhance as a public place – promote demonstration projects
- Create a new plaza in front of City Hall
- Create a system of pocket parks along Chadbourne
- Theme and establish gateways into Downtown
- Encourage public art installations – consider offering public art in lieu of landscaping requirements in code

#### 2. Downtown – the Center of Commerce and Industry

- Encourage increased mass transit usage – i.e., Chadbourne streetcar line (long-term)
- Evaluate the potential for a business "incubator" for entrepreneurs
- Focus redevelopment activities around transit centers – reflect in codes and policies
- Encourage local entrepreneurship through coordination and expansion of training programs
- Explore coordination and expansion opportunities for the West Texas Training Center Downtown
- Retain an economic development specialist specifically for Downtown
- Promote Downtown spaces for lease and/or development – on-line data source
- Prepare an incentive policy which provides tools to overcome financial "gaps" associated with development and redevelopment

#### 3. Financial and Regulatory Gap Strategy

- Promote renovation of architecturally relevant structures through codes and incentives
- Seek funding sources for asbestos mitigation and remediation in historic buildings – Environmental Protection Agency program dollars; City complete Phase I environmental assessments
- Design a mixed-use overlay zone for Downtown (see Strategic Plan)
- Inventory and prepare parking strategy for Downtown
- Use tools that allow for modified tax structure – split tax zone
- Update development code to reflect appropriate standards for Downtown and infill buildings
- Appoint / hire infill development specialist to shepherd projects in targeted locations
- Encourage greater coordination among City and County offices relative to growth management and annexation policies and practices



In summary, the critical components of the strategy are: success is dependent on committed leadership from the public and private sectors; success cannot be vulnerable to the failure of one project -- many projects have to be underway at any given time; success is dependent on engaging a wide variety of stakeholders -- get people excited about individual projects that make up the whole process; success is dependent on removing barriers to development, therefore, regulations should allow and encourage what the City wants and prohibit what the City does not want; and, success, even minor victories, must be continually broadcast through an on-going communications strategy.

### **Conclusion**

The San Angelo Strategic Plan and Downtown Revitalization Strategy is the roadmap to move the City's and stakeholders' vision towards reality and to ensure that development and redevelopment of areas of the community be accomplished in a way that balances private investment objectives with community sustainability. Ultimately, the City of San Angelo, its Council, Planning Commission, staff and citizenry will have to select a final course of action for growth. The information presented here is designed to provide a range of actions for consideration and sound decision-making.







# APPENDIX

*San Angelo Strategic Plan*



**PUBLIC VISIONING**

Typically for a visioning exercise a range of one land use is shown to determine a favorite. However, for Parks and Public Spaces, there rarely is one area that is seen as “negative.” Therefore, a series of different public realm improvements relevant to San Angelo, particularly in Downtown were shown to help prioritize the community’s open space needs.

The categories chosen include: Pocket Parks and Plazas (mostly small, urban public spaces), Special Event Spaces (amphitheaters, closed streets, larger parks that can accommodate festivals, etc.), Streetscape Improvements (improved sidewalks, paving, street trees, and landscape treatments), and Waterfront Connections.

**Parks and Public Spaces**

Voting for this category was somewhat predictably across the board. However, Special Event spaces received the most negative votes and Improved Streetscaping received the most positive votes with only one negative vote. Furthermore, the one negative vote was placed on a particular picture rather than the category.

From this voting pattern, one can interpolate that the citizens of San Angelo are aware of the great amenities they already have in the river stage amphitheater and waterfront park and are not in need of new places for festivals and events. Those already exist.



What the public does ask for is an overall improved public realm. This begins with improved continuity of streetscaping and sidewalks, a downtown that echoes the greenery of the riverfront with new street trees, linked with pocket parks and the riverfront.



**Retail**

Retail is also an important component of the community. It is a sign of business activity, but when designed appropriately can be the social glue for a neighborhood.

Once again, the Steering Committee was shown four categories of images: Conventional Strip, Big Box, Main Street or Lifestyle Center, and an Urban ground floor product with Loft uses above.

In this case, the conventional development did very poorly in the voting. Combined the two conventional products (strip retail and big box) received only 6% favorable rating whereas the more urban retail environments received 94% favorable rating with only one negative vote.

Once again, the community is suggesting that they do not want to see more of the same that is being built today. As discussed earlier, conventional product is about *convenience*, an urban product is about *experience*.





# APPENDIX

## Office

The next category to be discussed is potential new office product in San Angelo, which is important if downtown is to once again become the center of commerce and human activity.

The voting here was a bit less straightforward than the previous categories. The obvious favorite, receiving nearly half of the positive votes and almost twice the amount of any other category, was office conversion. This includes examples of live-work townhomes and a flex/loft product that is flexible in terms of the future uses.

The other products shown were Garden Office, Corporate Campus, and Urban Infill.

With greater numbers of people able to telecommute in the modern business day, the live-work unit offers a unique opportunity for an attractive product, diversifying the office supply, and the opportunity for small-scaled urban infill.

However, this product does not satisfy the needs of all business types that may choose to locate downtown. A variety of products with a range of floor plates is necessary to attract businesses to a newly vibrant downtown. This is important in a time when businesses have been shown to locate primarily based on "place."





**Multi-Family**

Multi-Family typically has a negative connotation in many communities. This sentiment usually is a by-product of a negative attitude towards the existing supply of Multi-Family buildings within a community.

Therefore, it is important to show how good Multi-Family is being constructed today and integrated within neighborhoods as a contributive element not one that detracts from the overall neighborhood perception.

This can be accomplished simply through this exercise, showing typical garden-style Multi-Family buildings, a more specialized, unique product such as the second category of mansion-home conversions into duplexes or four-plexes, 3-to-4 story village-scaled buildings, and Multi-Family buildings over 4 stories.

The typical garden-style apartments and the large-scaled buildings fared the poorest as predicted.

Most garden-style apartments turn their back on community and are poorly constructed. It is what is seen everyday. The larger buildings are a bit over-scaled for San Angelo.

The categories attracting the most positive votes focused on a more pleasing, pedestrian-friendly environment.





**Single Family**

The last voting category to discuss is Single-Family. Single-Family dwellings are often the most common residence and therefore have become the backbone of the community, as is the case in San Angelo.

There is a place for such uses in Downtown San Angelo, and this exercise was interested in finding out the community's preference.

The four categories shown include Large Lot, Patio Homes, Zero-Lot Line/Courtyard Homes, and Townhomes.

The overwhelming favorite within this category was for a zero-lot Courtyard Homes.

Townhomes are often included within Multi-Family, but for this exercise were included here, where it was the lowest rated of all categories. When included with Multi-Family, townhomes often skew the voting as people inherently prefer something closer to Single-Family.

Despite the results, Townhomes are an underserved market currently in San Angelo, and could be an important asset in redeveloping in an around downtown in a revitalized urban manner. They allow for "single-family" homes while at a greater, more urban, density.

Based on market research, this report concludes that there is an underserved market for this housing type.





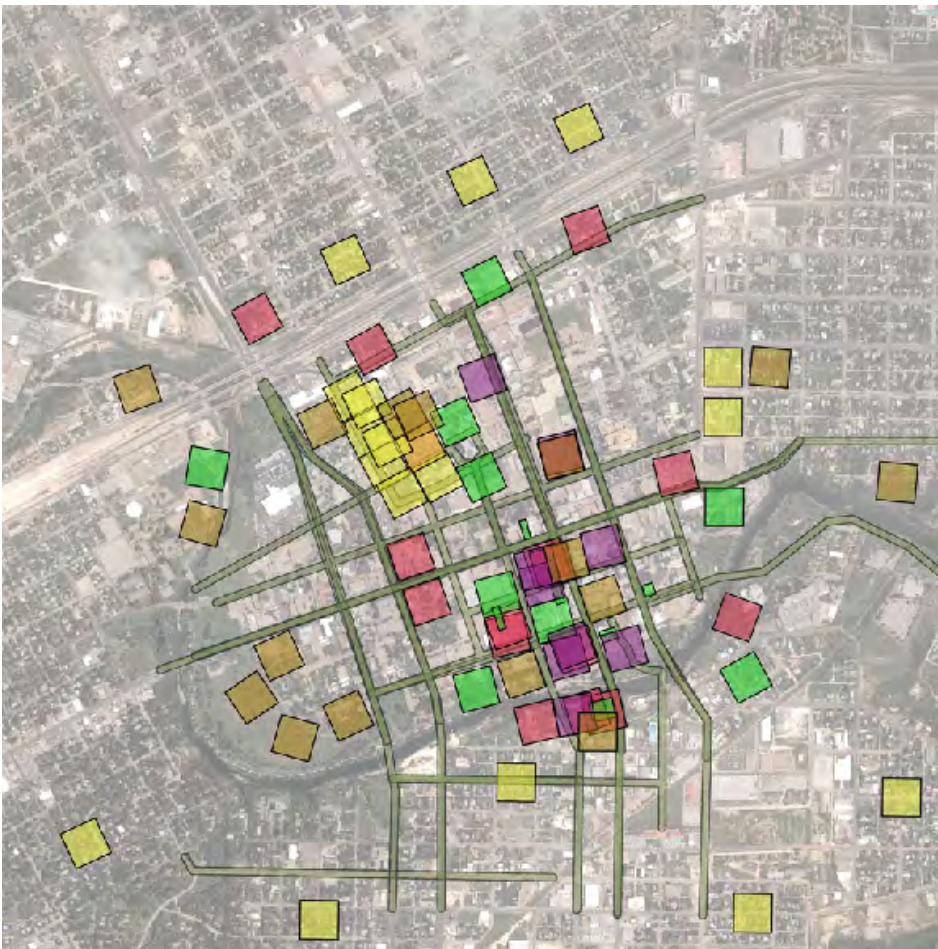
### Downtown Visioning

After completing the voting exercise, the Steering Committee then began the second step of the visioning workshop. The Committee was separated into four groups of approximately 4-6 members.

Each table was given a number of land use game pieces correlating to the previous exercise: Parks, Retail, Office, Multi-Family, and Single-Family. Also, they were given a green market to show streetscape improvements. The groups were asked to imagine that game piece was the image or land use category they envisioned in the previous exercise and then place each land use piece or pieces in the places they felt were most appropriate in an around downtown.

One purpose for this is to find potential opportunity areas that the community may know of better than anybody else. The other was based on the number of game pieces each team was given. The proportions of land use pieces was intentionally varied between groups to help determine some potential priority areas.

The image to the left shows the compilation map of all groups. Yellow is Single-Family, Tan is Multi-Family, Red is Retail, Purple is Office, and Green areas are Parks.





## APPENDIX

The retail pattern was fairly scattered. However, a few patterns emerge. With the new Houston Harte Expressway completed, clearly there is a potential need for commercial activity that will be attracted to highway frontage.

This was secondary however, to the amount of retail pieces placed near the water. This is a manifestation of the need for commercial activity integrated and designed to interact with the waterfront, dovetailing with one of the missions of this project.



Workshop Results - Proposed Retail Locations

All of the office pieces organized along Chadbourne Street, around the historic downtown Core. Since there are a number of vacant, quality, attractive older buildings here, there is an opportunity for adaptive reuse as loft office space.

Also, near Shannon Hospital there is opportunity for larger Medical Office or Research Office as infill on vacant parcels and surface parking lots.

Opportunities for Commercial Office space are also believed to be located along Houston Harte Expressway and Bryant Boulevard.



Workshop Results - Proposed Office Locations



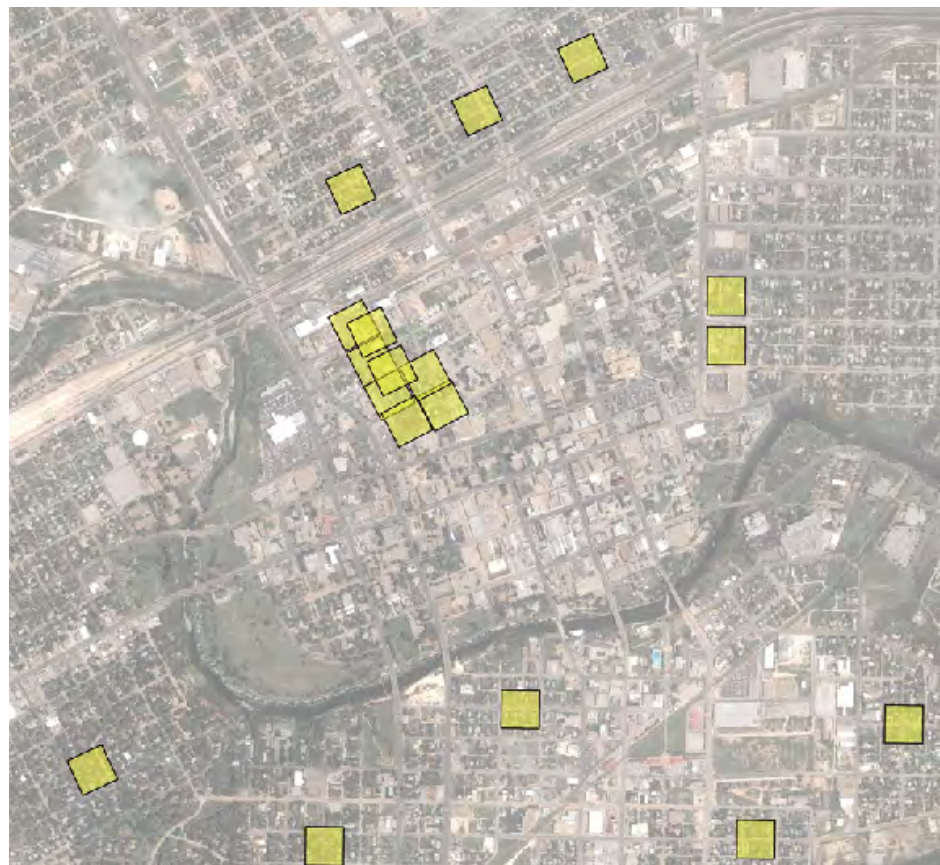


Workshop Results - Proposed Multi-Family Locations

The Multi-Family was pretty scattered but not without reason. First, dense urban housing is important for a downtown to thrive on day and night activity.

Also, many of the opportunities shown here capitalize on the demand for housing near to or along the waterfront or embedded within existing residential neighborhoods.

The other opportunity shown is for loft residential conversion of some of the historic buildings downtown. There appears to be a lot of pent up demand for such housing product.



Workshop Results - Proposed Single Family Locations

As Multi-Family appeared disorganized at first blush, the Single-Family map follows very distinct patterns. All of the pieces were placed within existing predominantly Single-Family neighborhoods.

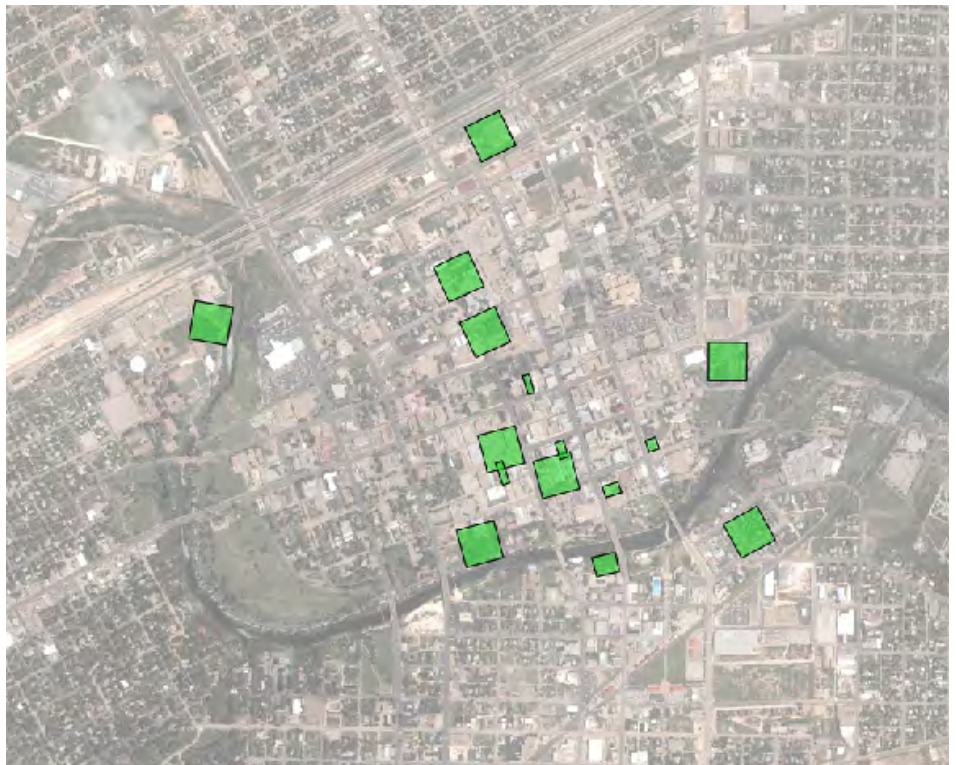
Most are scattered suggesting that Single-Family infill is necessary in many of the neighborhoods adjacent to downtown. However, the greatest concentration organizes near City Hall where there are existing Single-Family structures even if they are not Single-Family uses. A certain character exists within this area that can be strengthened with infill housing.



## APPENDIX

Consistent with the Park and Public Space voting in the visioning exercise, the committee pasted the park pieces in various locations in and around downtown, suggesting an overall improvement of downtown environs and walkability.

One group had the misfortune of being the one with only one park piece, and rather cleverly cut their piece up into several smaller pocket parks. These were placed on the few vacant "gaps in the smile" in the historic core.



Workshop Results - New Parks

The most commonly "improved" streetscapes in this exercise were the busiest roads in downtown. Bryant Boulevard, Chadbourne Street, and Beaugard Avenue each received overlapping "improvements" by each team.

This can be interpreted, one, that the most used roads should be the nicest looking as to present the best face to the community and visitors. The other way to interpret these results are because these roads are the busiest they are the most car travelled and look as such. They need to be softened to accommodate more pedestrian use.



Workshop Results - Streetscaping Projects



**Market Demand Estimates**

Critical to interpreting San Angelo's competitive position within the region, is an understanding of the characteristics of land uses within a defined trade area.

In order to identify potential development opportunities among these uses (given the area's competitive position and prevailing market conditions) demand estimates were prepared.

According to 2004 surveys conducted by Stribling-Probandt, the San Angelo market reflected the following indicators:

- Retail occupancy was moderate at 89%, down slightly from 91% in 2000
- Office occupancy was weak at 81%, down from 90% in 2000
- Hotel occupancy was 54.5% (versus 59.7% statewide); room rates were \$51/night versus \$74/night statewide
- Apartment occupancy was reasonably strong at 94% (vs. 91% statewide), with average rents below State averages (\$0.59 and \$0.78/s.f., respectively)

What follows is a discussion of recent and projected demand conditions for residential, retail, office and industrial uses within the San Angelo Trade Area.

**Residential**

With steady residential growth over the past five years, the San Angelo Trade Area is permitting an average of 253 units per year since 2000 and saw record construction of 270 units in 2005. As the population base grows,

construction should continue to support 200 to 250 units annually over the coming decade. Only 1 percent of total units have been multi-family – a figure that should increase dramatically. Demand for new residential units is primarily a factor of the growth in income-qualified households within a trade area.

Projected trade area household growth was analyzed along with historical patterns of single- and multi-family development to arrive at an estimated average annual demand for housing in the San Angelo Trade Area of approximately 235 units per year over the next 10 years. Approximately 810 units (or nearly 34%) of the Trade Area's 10-year demand could be in the form of rental units.

Attached ownership housing (condominiums and townhomes) appears to be underrepresented in San Angelo compared to other cities of its size. Of the 1,550 units of ownership demand, up to 25% could be delivered in the form of an attached product (assuming appropriate marketing) based on demographic and consumer preferences.

**Building Permit Trends  
Tom Green County**

Year	Single-Family	Multi-Family	Total
2000	239	8	247
2001	247	2	249
2002	251	0	251
2003	265	0	265
2004	231	4	235
2005	270	0	270



# APPENDIX

## Residential Demand Analysis

Residential Trade Area  
Ten Year Demand Estimates

Households	2006	34,298		
	2011	35,427	CAGR	0.65%
	2016	36,594		
Household Growth (06-16)		2,296	Demolition Rate/yr.	0.01%
			Annual Pct. "2nd Home"	1.0%
Total Unit Requirement		2,353	Pct. Renters	38%

Annual Income Range (2005 dollars)	Approx. Rent Range	Approx. Home Price Range	Current HHs in Income Bracket (2006)	New HHs by Income Bracket	Trade Area Demand from New Households (10-yr)			
					Total Units	Est. Pct. Renters	Total Rental Units	Total Ownership Units
up to \$15K	up to \$375	up to \$50K	17%	10%	235	80%	188	47
\$15-25K	\$375 - \$625	\$50 to \$85K	14%	14%	336	70%	236	101
\$25-35K	\$625 - \$875	\$85 to \$120K	14%	15%	353	50%	176	176
\$35-50K	\$875 - \$1,000	\$120 to \$175K	18%	19%	447	30%	134	313
\$50-75K	\$1,000+	\$175 to \$250K	18%	19%	447	10%	45	402
\$75-100K	\$1,000+	\$250 to \$350K	9%	10%	235	8%	19	216
\$100-150K	\$1,000+	\$350 to \$500K	7%	8%	188	5%	9	179
\$150K and up	\$1,000+	\$500K and up	4%	5%	118	2%	2	115
<b>Totals</b>			<b>100%</b>	<b>100%</b>	<b>2,353</b>	<b>34%</b>	<b>810</b>	<b>1,550</b>

Source: ESRI-BIS, San Angelo MPO, U.S. Census, and Leland Consulting Group

Note: Growth rate is based on population forecasts used by the San Angelo Metropolitan Planning Organization

## Retail

### Retail Demand Analysis

Retail Trade Area (Concho Valley Region)  
Ten Year Demand Estimates

Category	Demand (retail potential)	Est. Sales / s.f.	Locally Supportable s.f.	Demand from Household Growth (10-yr)
Auto Parts, Accessories, and Tire Stores	\$56,064,205	\$200	280,321	8,524
Furniture & Home Furnishings Stores	\$29,971,572	\$175	171,266	5,208
Electronics & Appliance Stores	\$14,086,040	\$175	80,492	2,448
Bldg Mater., Garden Equip. & Supply	\$53,509,029	\$250	214,036	6,508
Food & Beverage Stores				
Grocery Stores	\$252,859,193	\$375	674,291	20,504
Specialty Food Stores	\$2,955,183	\$300	9,851	300
Beer, Wine, and Liquor Stores	\$14,928,882	\$275	54,287	1,651
Health & Personal Care Stores	\$36,801,153	\$225	163,561	4,974
Clothing and Clothing Accessories Stores	\$26,423,302	\$175	150,990	4,591
Sporting Goods, Hobby, Book, & Music	\$23,497,481	\$200	117,487	3,573
General Merchandise Stores	\$159,181,359	\$275	578,841	17,602
Miscellaneous Store Retailers	\$40,400,062	\$175	230,857	7,020
Food Services & Drinking Places				
Full-Service Restaurants	\$64,052,731	\$350	183,008	5,565
Limited-Service Eating Places	\$106,318,308	\$350	303,767	9,237
Special Food Services	\$3,313,508	\$225	14,727	448
Drinking Places (Alcoholic Beverages)	\$14,119,936	\$325	43,446	1,321
	<b>New Demand in Selected Categories</b>			<b>99,472</b>
	<b>Demand From Excluded Categories* (25%)</b>			<b>24,868</b>
	<b>Total New Locally Supported Demand</b>			<b>124,340</b>

Demand for new retail space is determined by future retail expenditures by new households. This demand was determined by multiplying growth in households with that portion of household income spent on general retail purchases. An additional adjustment was made to allow for demand from space turnover and obsolescence.

Adding in demand from excluded categories (such as banks, entertainment, and professional and medical offices), plus growth in regional customers (as San Angelo is a regional service center), indicates demand for approximately 125,000 square feet of new retail space in the San Angelo Trade Area over the next ten years.



## Office Demand Analysis

## San Angelo Trade Area

## Ten Year Demand

	Est. 2005 Jobs	Annual Job Growth Rate	10-yr. Job Growth	Est. Pct. Office	10-yr. Office Demand from Job Growth (s.f.)	Est. Office Demand From Turnover (10- year)
Agriculture & Mining	753	0.80%	62	15%	2,341	1,411
Construction	2,188	0.80%	181	5%	2,268	1,367
Manufacturing	5,164	0.80%	428	5%	5,354	3,227
Transportation	524	0.80%	43	10%	1,086	655
Communication	412	0.80%	34	15%	1,282	773
Electric, Gas, Water, Sanitary	182	0.80%	15	15%	566	341
Wholesale Trade	1,902	0.80%	158	5%	1,972	1,189
Retail Trade	12,449	0.80%	1,033	5%	12,907	7,781
Finance, Insurance, Real Estate Services (Non-Retail)	2,895	0.80%	240	90%	54,028	32,570
Hotels & Lodging	560	0.80%	46	5%	581	350
Automotive Services	945	0.80%	78	5%	980	591
Entertainment & Recreation	594	0.80%	49	5%	616	371
Health Services	6,410	0.80%	532	20%	26,584	16,026
Legal Services	374	0.80%	31	90%	6,987	4,212
Educ. Institutions	4,345	0.80%	360	5%	4,504	2,715
Other Services	7,635	0.80%	633	25%	39,579	23,859
Government	3,943	0.80%	327	20%	16,352	9,857
Other	64	0.80%	5	20%	264	159
<b>Totals</b>	<b>51,338</b>		<b>4,258</b>		<b>178,251</b>	<b>107,455</b>

Source: ESRIBIS, Leland Consulting Group

Note: Assumes 250 s.f. of office space per office employee

### Office

Demand for new office space is derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the Trade Area were used to estimate demand over the next ten years.

The analysis revealed demand for approximately 285,000 square feet of new office space over this period – approximately 178,000 square feet from new job growth and 107,000 square feet from turnover and obsolescence of existing space.



# APPENDIX

## Industrial Demand Analysis

### San Angelo Trade Area

#### Ten Year Demand

	Est. 2005 Jobs	Annual Job Growth Rate	10-yr. Job Growth	Est. Pct. Industrial	10-yr. Industrial Demand from Job Growth (s.f.)	Est. Industrial Demand From Turnover (10-year)
Agriculture & Mining	753	0.80%	62	50%	15,500	9,409
Construction	2,188	0.80%	181	50%	45,250	27,349
Manufacturing	5,164	0.80%	428	95%	203,300	122,636
Transportation	524	0.80%	43	50%	10,750	6,549
Communication	412	0.80%	34	50%	8,500	5,151
Electric, Gas, Water, Sanitary	182	0.80%	15	50%	3,750	2,275
Wholesale Trade	1,902	0.80%	158	95%	75,050	45,170
Retail Trade	12,449	0.80%	1,033	5%	25,825	15,561
Finance, Insurance, Real Estate Services (Non-Retail)	2,895	0.80%	240	0%	0	0
Hotels & Lodging	560	0.80%	46	0%	0	0
Automotive Services	945	0.80%	78	40%	15,600	9,451
Entertainment & Recreation	594	0.80%	49	0%	0	0
Health Services	6,410	0.80%	532	5%	13,300	8,013
Legal Services	374	0.80%	31	0%	0	0
Educ. Institutions	4,345	0.80%	360	5%	9,000	5,431
Other Services	7,635	0.80%	633	20%	63,300	38,175
Government	3,943	0.80%	327	20%	32,700	19,715
Other	64	0.80%	5	25%	625	398
<b>Totals</b>	<b>51,338</b>		<b>4,258</b>		<b>522,450</b>	<b>315,281</b>

Source: ESRIBIS, Leland Consulting Group

Note: Assumes 500 s.f. of industrial space per industrial employee

### Industrial

Demand for new industrial space is also derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the Trade Area were used to estimate demand over the next ten years. The analysis revealed demand for approximately 837,000 square feet of new industrial space over this period – approximately 522,000 square feet from new job growth and 315,000 square feet from turnover and obsolescence of existing space.

### Absorption Summary

In summary, based on projected household and employment growth over the next 10 years, the San Angelo Trade Area could support:

- 1,500 to 1,600 new single-family units (detached and attached)
- 800 to 850 new rental units
- 125,000 to 175,000 square feet of new retail space
- 250,000 to 300,000 square feet of new office space
- 800,000 to 850,000 square feet of new industrial space

