Consideration of Possible Annexation Areas Adjacent to Military Bases

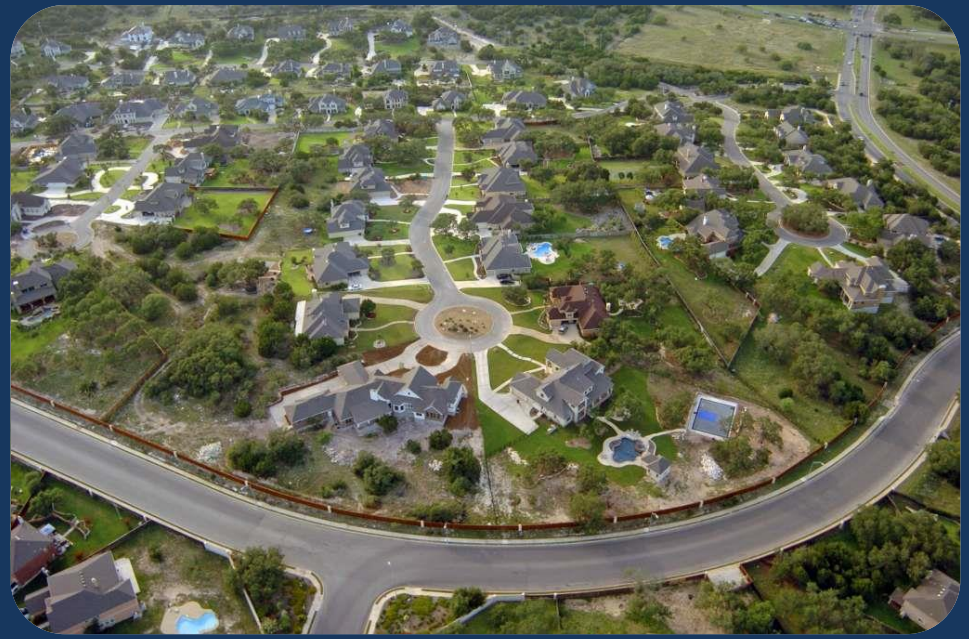
City Council B Session

June 13, 2018

Bridgett White, AICP, Director
Planning Department

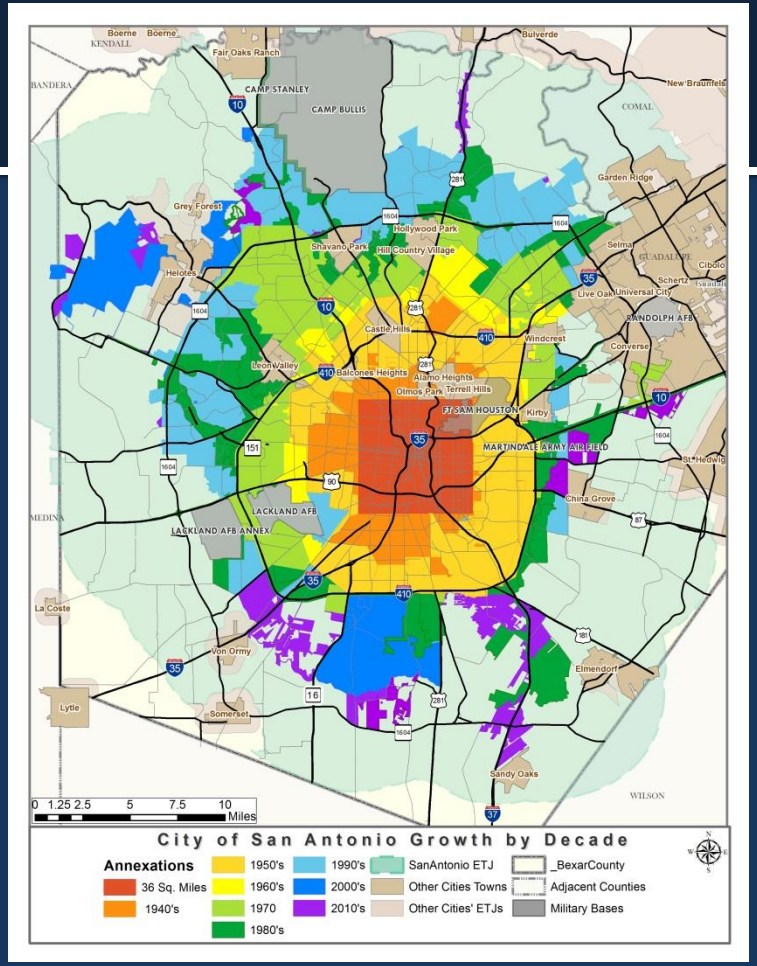
Presentation Overview

- City's Annexation Program
  - History
  - Growth to Date
- 2017 Legislative Change – Impacts of Senate Bill 6
- Moving Forward - Areas for Consideration Adjacent to Military Bases
  - Camp Bullis Area
  - Lackland AFB Annex

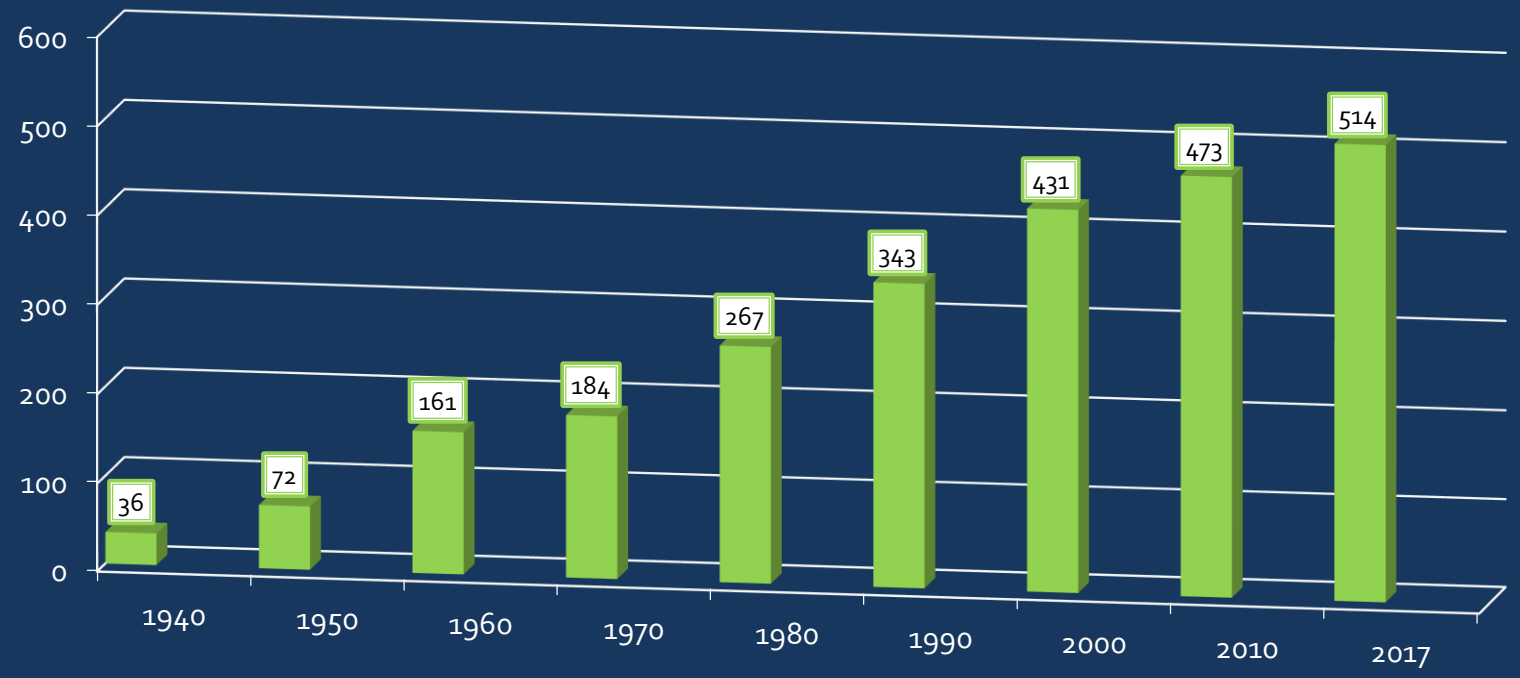


Annexation

- Process by which cities extend their city limits , municipal services, regulations, voting privileges, and taxing authority to new territory
- Types of Annexation
  - Voluntary
  - Full purpose
  - Limited purpose

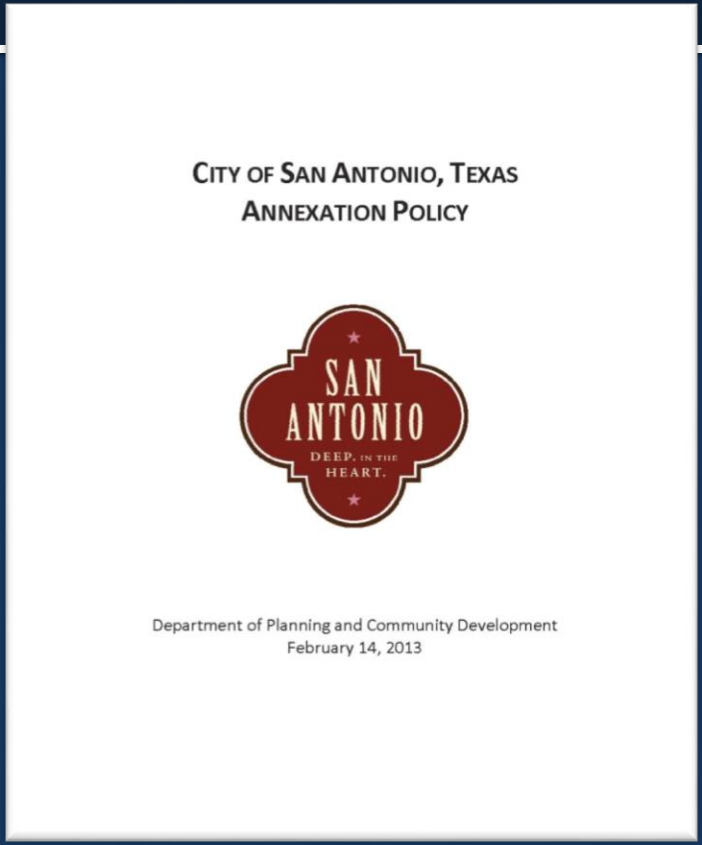


City Limit Sq. Miles by Decade (1940s to Present)



Annexation Program

- 2012: City Council requested update of City's Annexation Policy
- 2013: City Council adopted an updated Annexation Policy
- April 2014: City Council presented with 30 areas for potential annexation consistent with approved Annexation Policy
- March 2016: SA Tomorrow Comprehensive Plan working groups recommended smaller, more strategic annexation areas



CITY OF SAN ANTONIO, TEXAS
ANNEXATION POLICY

SAN ANTONIO
DEEP. IN THE HEART.

Department of Planning and Community Development
February 14, 2013

Annexation Program – 360 Priority Areas

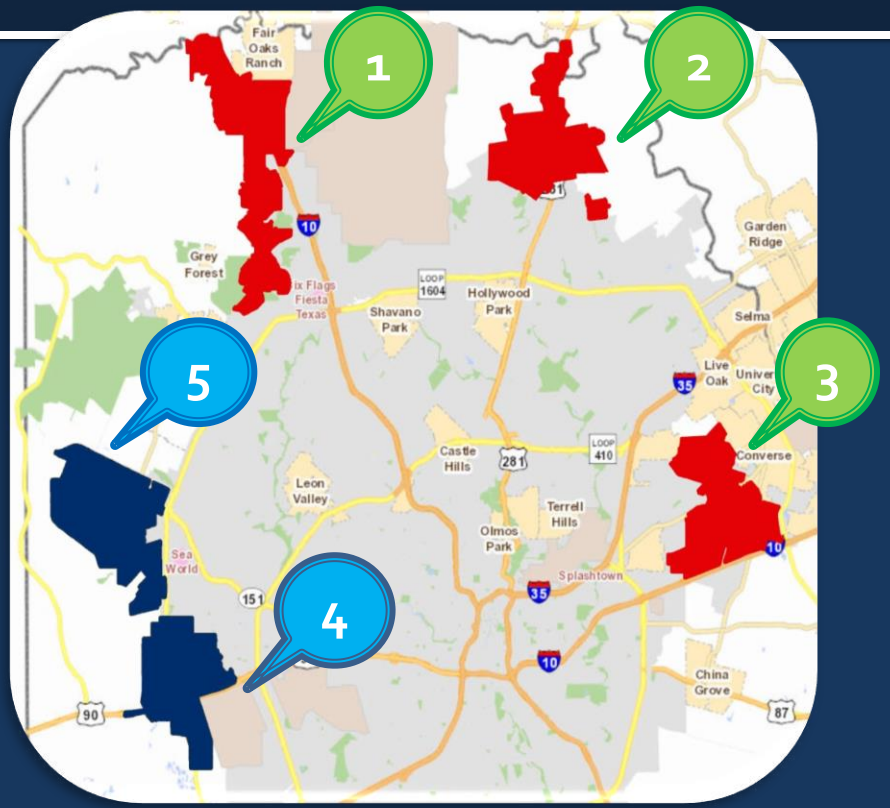
December 2014: Areas of Interest

Phase I

1. IH-10 West
2. 281 North
3. IH-10 East

Phase II

4. US 90/1604
5. HWY 151



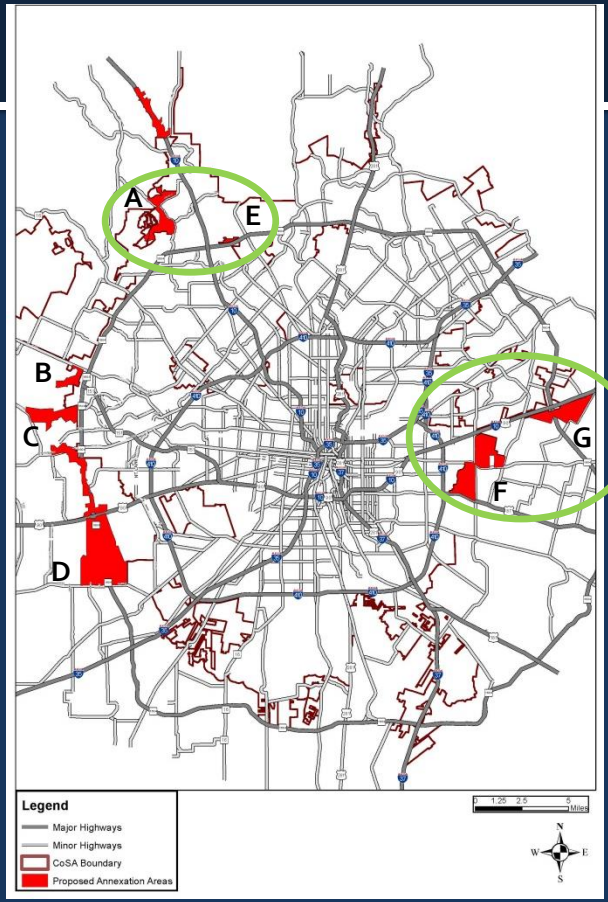
Annexation Areas - 2017

Areas considered (19.05 square miles):

- 4 Commercial Corridors
  - A. Babcock Road Corridor
  - B. Culebra Road-Alamo Ranch Pkwy Corridor
  - C. Wiseman Blvd Corridor
  - D. Potranco Road – West Loop 1604 Corridors
- 3 Enclave Areas
  - E. Vance Jackson – North Loop 1604 West Tracts
  - F. Foster Road Area
  - G. IH10 East – Loop 1604 East Interchange

Areas annexed (8.2 square miles):

- 1 Commercial Corridors
  - A. Babcock Road Corridor
- 3 Enclave Areas
  - E. Vance Jackson – North Loop 1604 West Tracts
  - F. Foster Road Area
  - G. IH10 East – Loop 1604 East Interchange



Legislative Change – 2017

- **Senate Bill (S.B.) 6 became effective December 1, 2017**
  - Requires cities located in counties with more than 500,000 residents (Tier 2 cities) to obtain landowner or voter approval of the proposed annexation through an election process.
- **Section 43.0117 Authority of Municipality to Annex Area Near Military Base**
  - A municipality may annex for full or limited purposes……any part of the area located within five miles of the boundary of a military base in which an active training program is conducted
  - Voters choose between either annexation or providing the municipality with the authority to adopt and enforce an ordinance regulating the land use in the area, as recommended by the most recent joint land use study (JLUS)

Today's Discussion

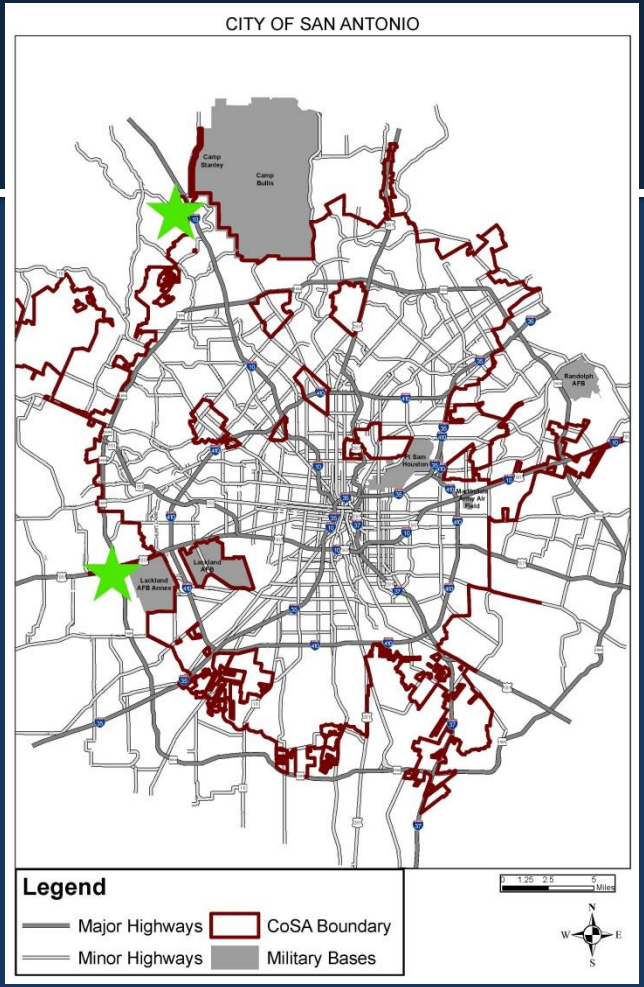
Areas of Potential Impact

- Camp Bullis
  - 1) West of Camp Bullis and Camp Stanley along the IH10 Corridor
- Lackland Air Force Base (AFB) Annex
  - 2) West of the Lackland Air Force Base – Medina Training Annex along the West Loop 1604 Corridor

(Each area split into two smaller areas to provide options related to how much land area to annex and associated costs related to each)

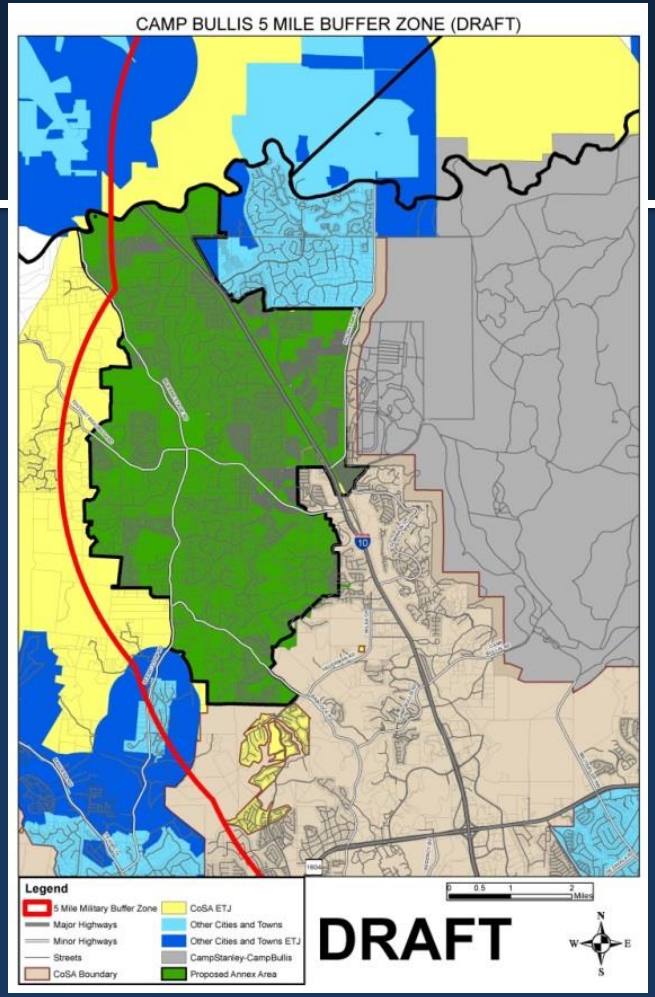
Options moving forward

- ***Option 1***: No Annexation Election.
- ***Option 2***: Call an election for one or more of the areas



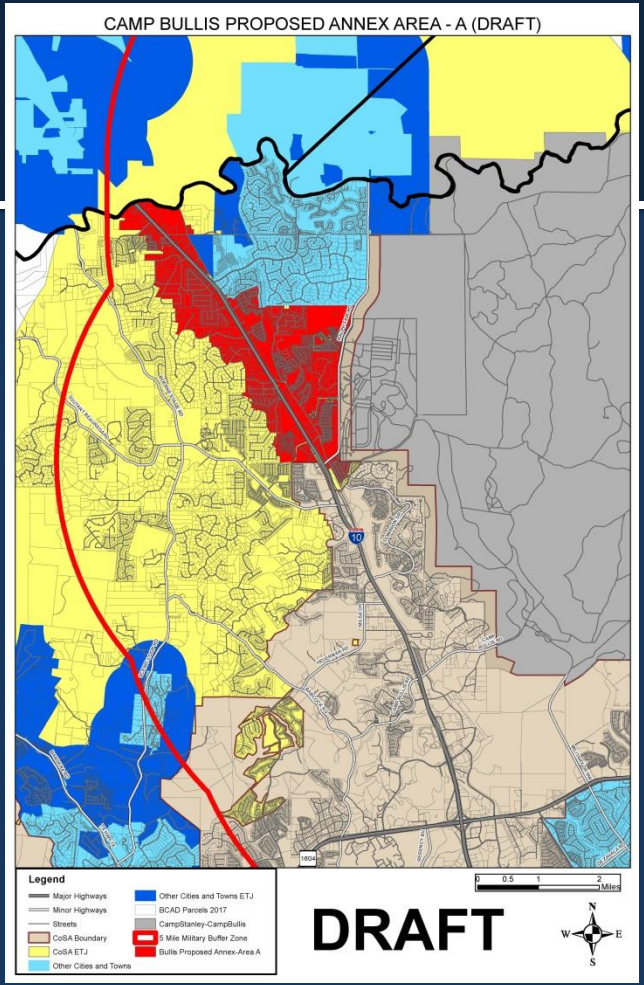
Camp Bullis Option 1

- Size – 22.39 square miles (14,332.46 acres)
- Est. Population – 18,780
- Number of Single-Family Housing Units – 7,223
- Percent vacant – 36%



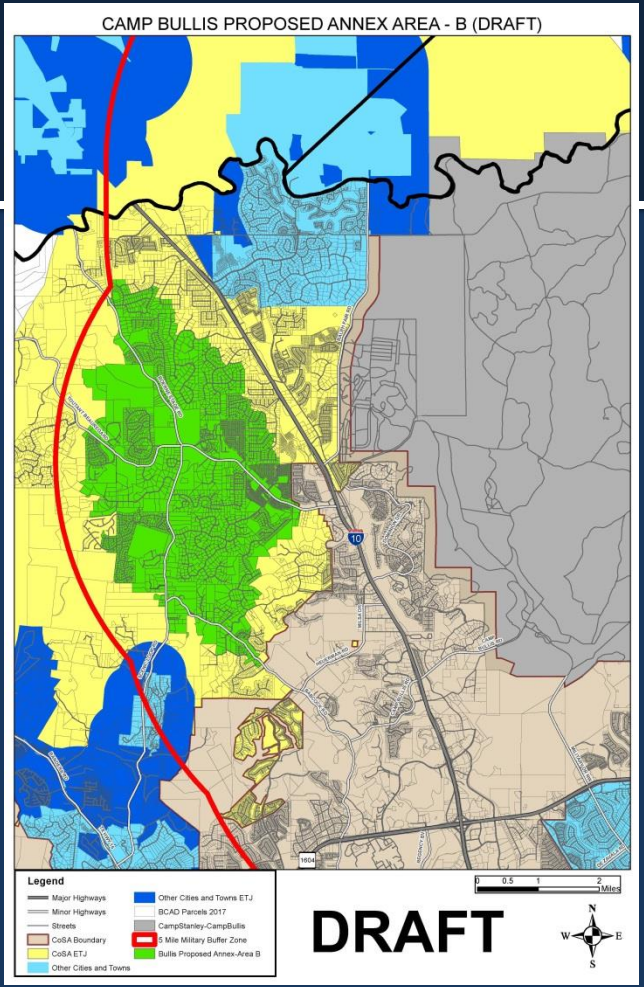
Camp Bullis – Option 2

- Size – 5.29 square miles (3,389.12 acres)
- Est. Population – 9,440
- Number of Single-Family Housing Units – 3,142
- Percent vacant – 33%



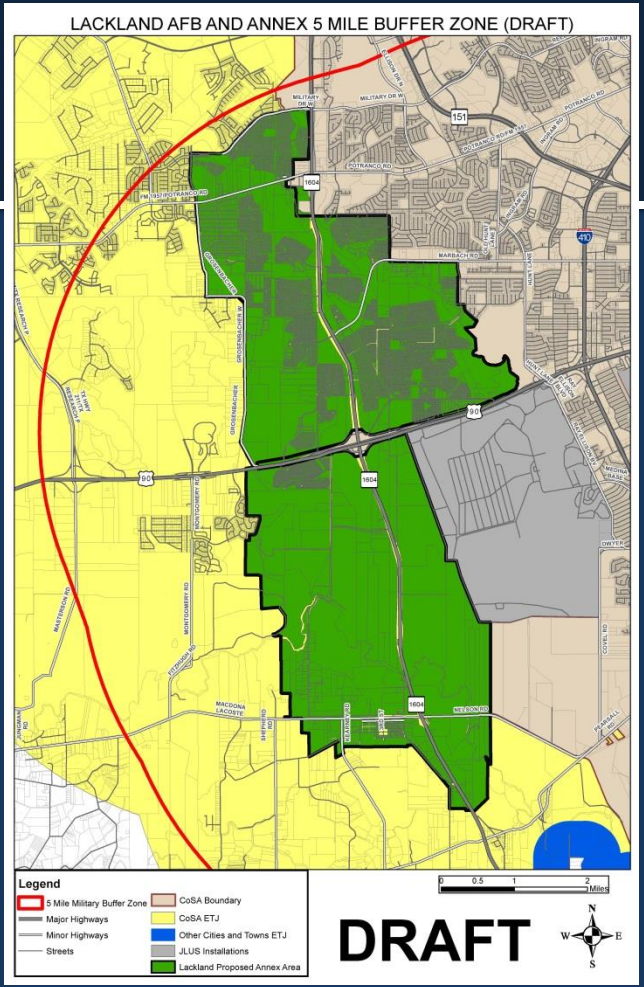
Camp Bullis – Option 3

- Size – 8.51 square miles (5,447.5 acres)
- Est. Population – 8,956
- Number of Single-Family Housing Units – 3,400
- Percent vacant – 34%



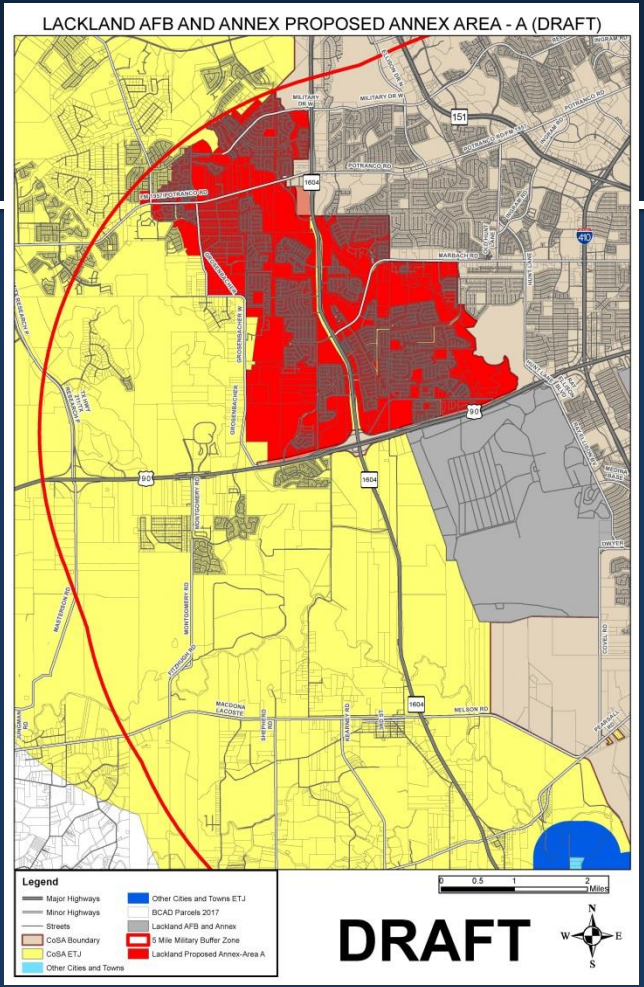
Lackland AFB – Option 1

- Size – 20.27 square miles (12,973.96 acres)
- Est. Population – 40,205
- Number of Single-Family Housing Units – 15,048
- Percent vacant – 59%



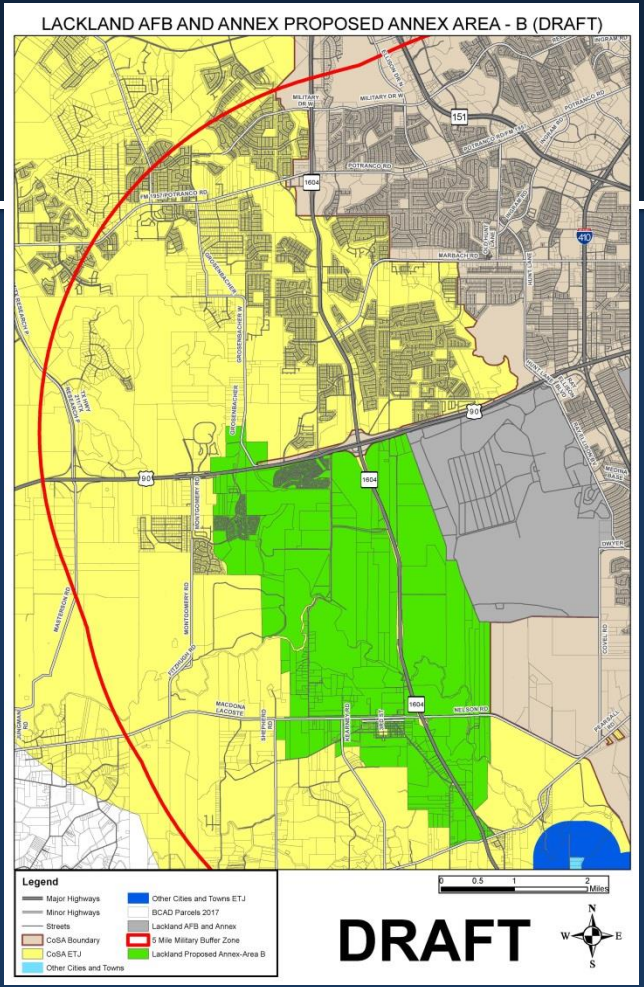
Lackland AFB – Option 2

- Size – 10.35 square miles (6,621.69 acres)
- Est. Population – 42,012
- Number of Single-Family Housing Units – 15,770
- Percent vacant – 45%

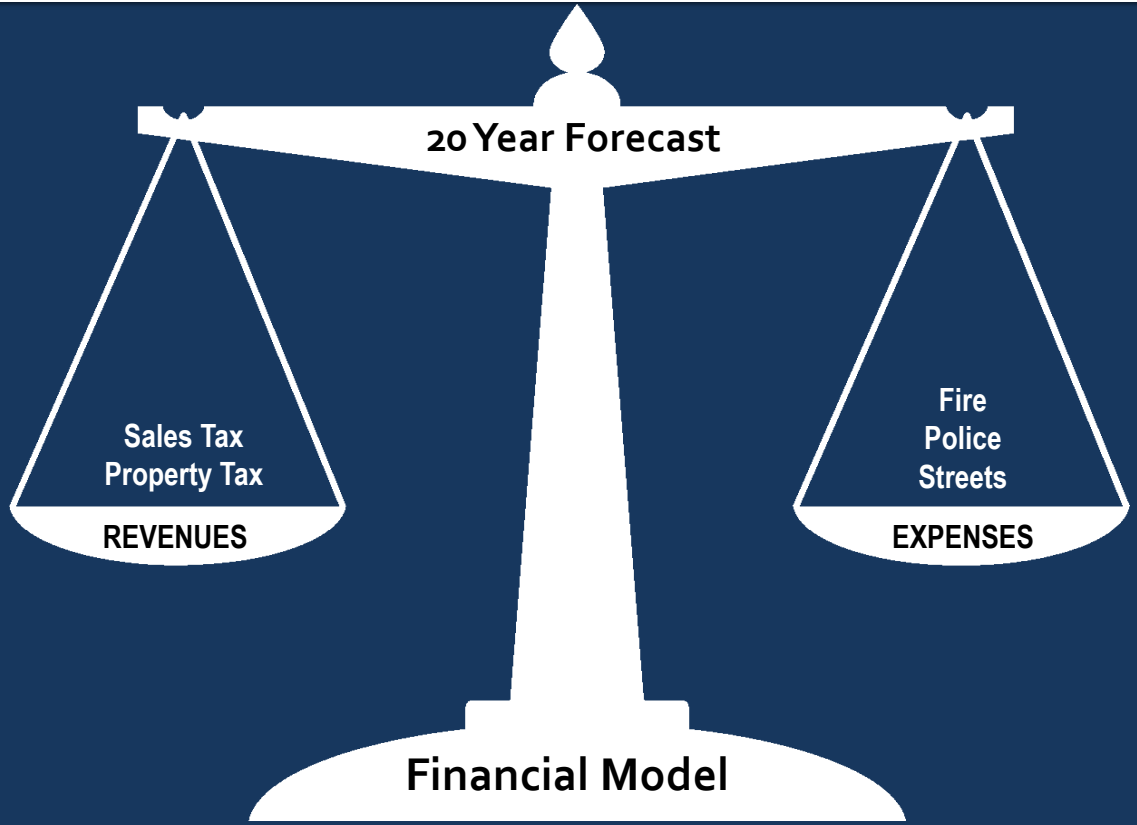


Lackland AFB – Option 3

- Size – 12.46 square miles (7,973.01 acres)
- Est. Population – 4,708
- Number of Single-Family Housing Units – 1,783
- Percent vacant – 55%



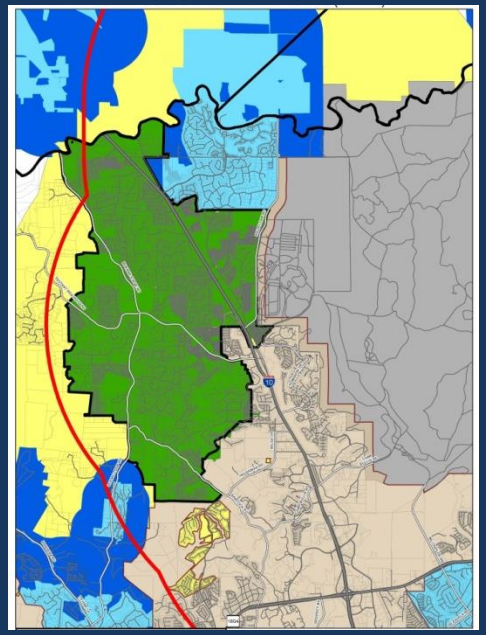
Financial Model Review



Financial Model Review – Camp Bullis

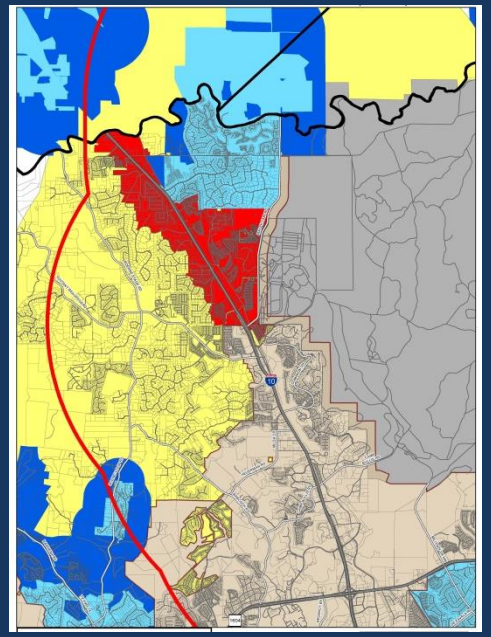
20 year net ending balance

Option 1



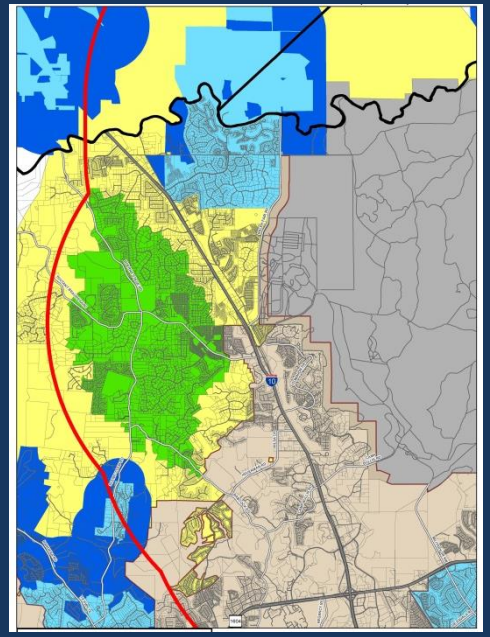
$ 8.4 Mil

Option 2



($121.7 Mil)

Option 3

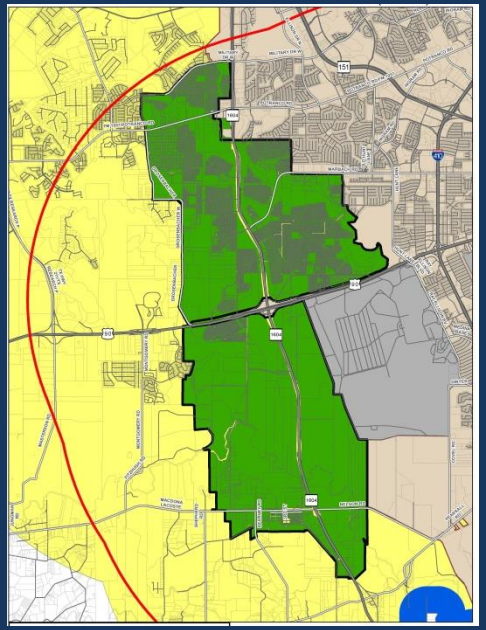


($67.8 Mil)

Financial Model Review – Lackland AFB Annex

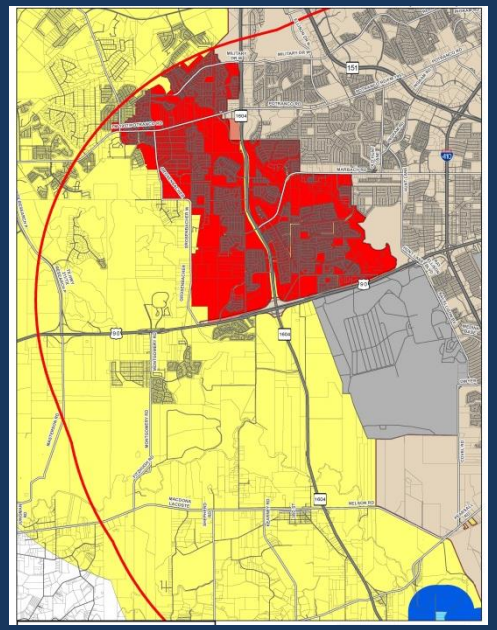
20 year net ending balance

Option 1



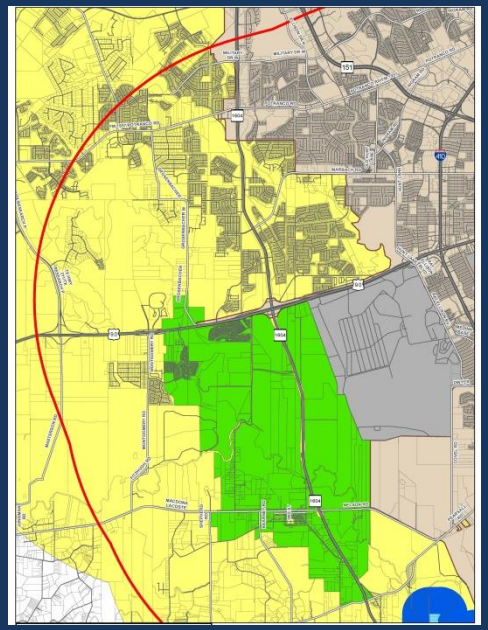
($196.6 Mil)

Option 2



($74.7 Mil)

Option 3



($166.6 Mil)

If an Election is Called and the Vote is "Yes"…

- Areas would be under a limited purpose annexation
  - New residents to vote in city elections; however, they would pay no taxes and receive no services for three years except for those outlined in the adopted regulatory plan.
- Service provided three years after the Annexation Election (i.e., November 2021).

However, if an Election is Called and the Vote is "No"…

- The City would need to adopt ordinances regulating land use in the areas in the manner recommended by the most recent Joint Land Use Study.

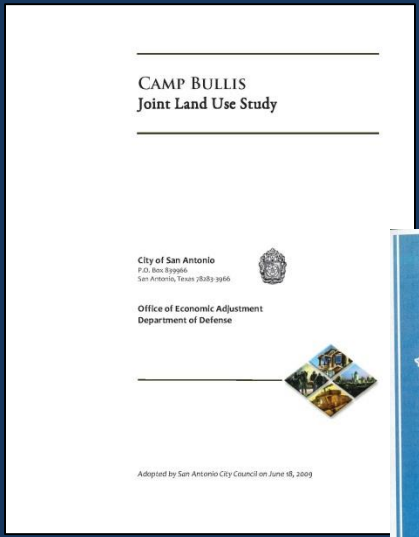
Section 43.0117 Authority of Municipality to Annex Area Near Military Base

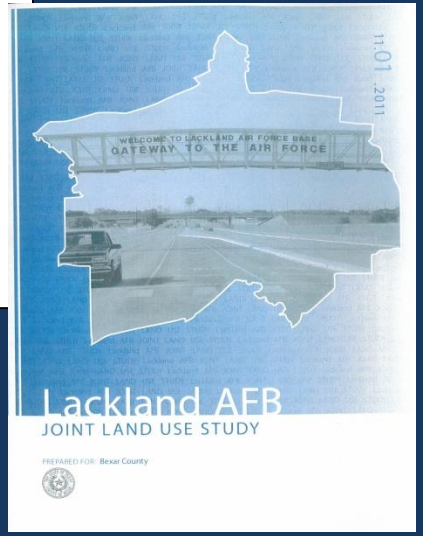
Voters choose between either annexation or ***providing the municipality with the authority to adopt and enforce an ordinance regulating the land use in the area, as recommended by the most recent joint land use study (JLUS).***

What is a Joint Land Use Study (JLUS)?

Foster cooperative land use planning discussions between Military AFB and local units of government within the Study Area.

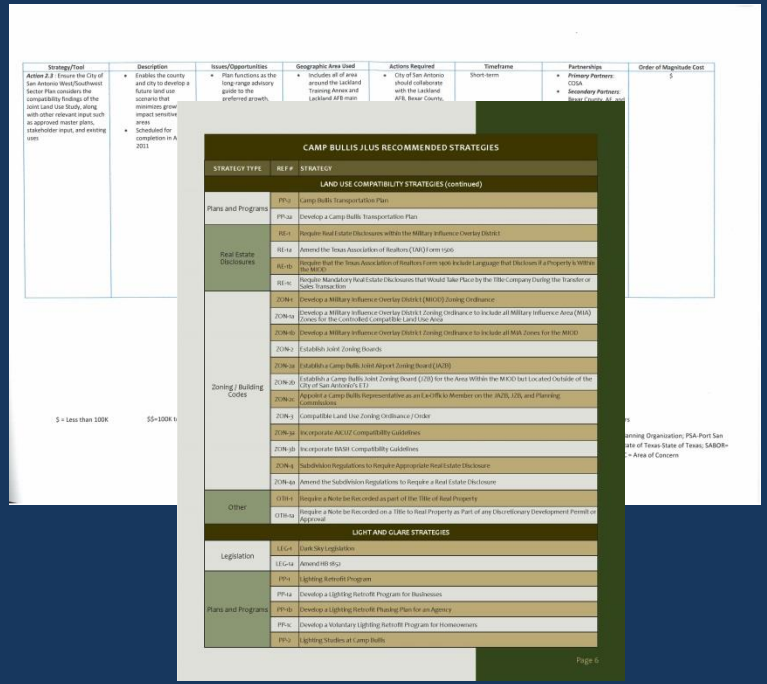
- June 18, 2009 - Camp Bullis JLUS – adopted by City Council
- November 3, 2011 – Lackland JLUS adopted by City Council





What is a Joint Land Use Study (JLUS)? (cont'd)

Each JLUS has recommended strategies that focus on specific compatible land use policies, programs, regulations, and legislation.



Strategy/Tool	Description	Issues/Opportunities	Geographic Area Used	Actions Required	Timeframe	Partnerships	Order of Magnitude Cost
Action 2.3 : Ensure the City of San Antonio West/Southwest Sector Plan considers the compatibility findings of the Joint Land Use Study, along with other relevant input such as approved master plans, stakeholder input, and existing uses	• Enables the county and city to develop a future land use scenario that minimizes grow impact sensitive areas • Scheduled for completion in A 2011	• Plan functions as the long-range advisory guide to the preferred growth.	• Includes all of area around the Lackland Training Annex and Lackland AFB main	• City of San Antonio should collaborate with the Lackland AFB, Bexar County,	Short-term	• ***Primary Partners:*** COSA • ***Secondary Partners:*** Bexar County, M and	$

$ = Less than 100K $$=100K t

ening Organization; PSA-Port San
ate of Texas-State of Texas; SABOR=
= Area of Concern

CAMP BULLIS JLUS RECOMMENDED STRATEGIES

STRATEGY TYPE	REF #	STRATEGY
LAND USE COMPATIBILITY STRATEGIES (continued)		
Plans and Programs	PP-1	Camp Bullis Transportation Plan
	PP-2a	Develop a Camp Bullis Transportation Plan
Real Estate Disclosures	RE-1	Require Real Estate Disclosures within the Military Influence Overlay District
	RE-2a	Amend the Texas Association of Realtors (TAR) Form 1506
	RE-2b	Require that the Texas Association of Realtors Form 1506 Include Language that Discloses if a Property is Within the MIOD
	RE-3c	Require Mandatory Real Estate Disclosures that Would Take Place by the Title Company During the Transfer or Sales Transaction
Zoning / Building Codes	ZON-1	Develop a Military Influence Overlay District (MIOD) Zoning Ordinance
	ZON-1a	Develop a Military Influence Overlay District Zoning Ordinance to Include all Military Influence Area (MIA) Zones for the Controlled Compatible Land Use Area
	ZON-1b	Develop a Military Influence Overlay District Zoning Ordinance to Include all MIA Zones for the MIOD
	ZON-2	Establish Joint Zoning Boards
	ZON-2a	Establish a Camp Bullis Joint Airport Zoning Board (JAZB)
	ZON-2b	Establish a Camp Bullis Joint Zoning Board (JZB) for the Area Within the MIOD but Located Outside of the City of San Antonio's ETJ
	ZON-2c	Appoint a Camp Bullis Representative as an Ex-Officio Member on the JAZB, JZB, and Planning Commissions
	ZON-3	Compatible Land Use Zoning Ordinance / Order
	ZON-3a	Incorporate AICUZ Compatibility Guidelines
	ZON-3b	Incorporate BASH Compatibility Guidelines
	ZON-4	Subdivision Regulations to Require Appropriate Real Estate Disclosure
	ZON-4a	Amend the Subdivision Regulations to Require a Real Estate Disclosure
Other	OTH-1	Require a Note be Recorded as part of the Title of Real Property
	OTH-1a	Require a Note be Recorded on a Title to Real Property as Part of any Discretionary Development Permit or Approval
LIGHT AND GLARE STRATEGIES		
Legislation	LEG-1	Dark Sky Legislation
	LEG-1a	Amend HB 1852
Plans and Programs	PP-1	Lighting Retrofit Program
	PP-1a	Develop a Lighting Retrofit Program for Businesses
	PP-1b	Develop a Lighting Retrofit Phasing Plan for an Agency
	PP-1c	Develop a Voluntary Lighting Retrofit Program for Homeowners
	PP-2	Lighting Studies at Camp Bullis

Page 6

Strategy Areas:

- *Land Use Compatibility**
- Lighting
- Noise
- Vertical Obstruction
- Safety

** does not specify zoning*

JBSA-Medina Annex Noise Study currently underway

"No" Vote – Camp Bullis Land Use Controls

1. Land Use Planning: The City of San Antonio would need to collaborate with Bexar County to consider possible amendments, if any, to the Interlocal Agreement related to Subdivision Regulations
2. Lighting: Dark Skies Lighting Ordinance approved by the City of San Antonio in February 2018; Zoning (MLOD) applied June 2018; Bexar County Court Order approval in progress

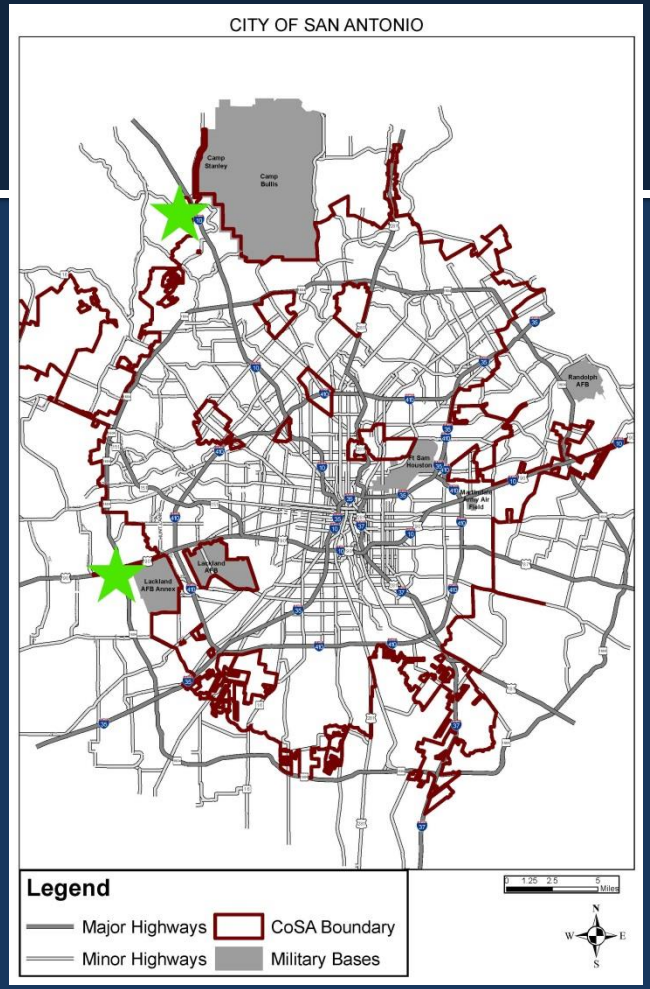
"No" Vote – Lackland AFB Land Use Controls

1. Land Use Planning: The City of San Antonio would need to collaborate with Bexar County to consider possible amendments, if any, to the Interlocal Agreement related to Subdivision Regulations
2. Lighting: Dark Skies Lighting Ordinance approved by the City of San Antonio in February 2018; Zoning (MLOD) applied June 2018; Bexar County Court Order approval in progress
3. Noise: The City of San Antonio could adopt an Ordinance creating a zone with sound standards equivalent to the City's existing Military Sound Attenuation Overlay (MSAO)
4. Height: The City of San Antonio could adopt an Ordinance creating a zone with height standards equivalent to the City's existing Airport Hazard Overlay District (AHOD)

Today's Direction

1) ***Does Council want to move forward with an election?***

2) ***If so, which Area(s) of Potential Impact should be pursued?***
   - Camp Bullis – Option 1, Option 2, Option 3
   - Lackland Air Force Base (AFB) Annex – Option 1, Option 2, Option 3



If Council Opts to Move Forward with an Election…

Proposed Annexation Election Schedule			
Council Direction on Proposed Areas	Council Approves Resolution to Call Vote	Prepare Election Material and Notifications	Election/Annex Vote
June 11, 2018	August 2, 2018	September/October 2018	November 6, 2018

Priority Area for Consideration

If City Council opts to move forward with an election…

staff recommends that an area of focus be west of Lackland AFB – Medina Training Annex given the amount of vacant land surrounding the Annex and the greater ability to impose land use controls.

Consideration of Possible Annexation Areas Adjacent to Military Bases

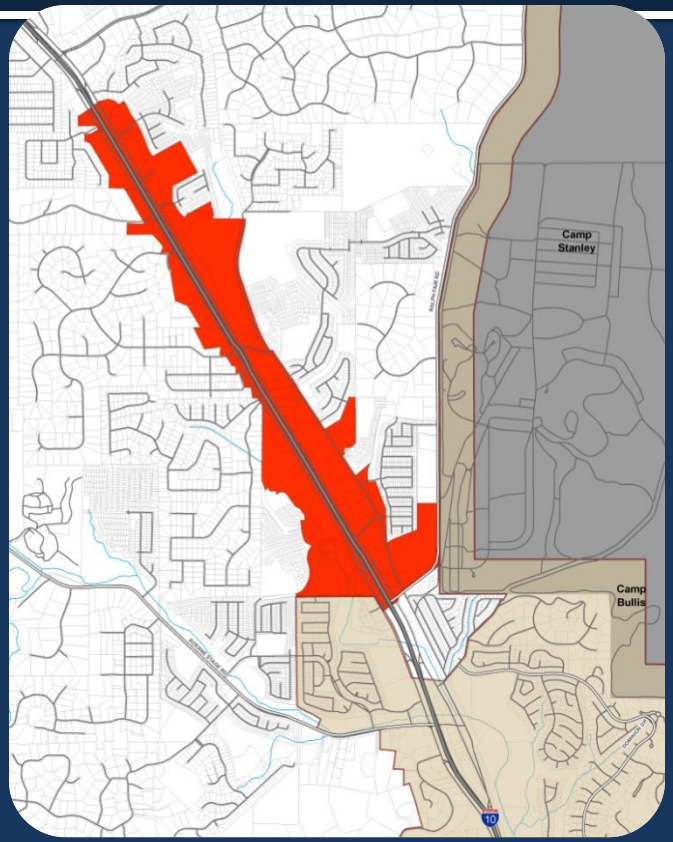
City Council B Session

June 13, 2018

Bridgett White, AICP, Director
Planning Department

Backup Slides

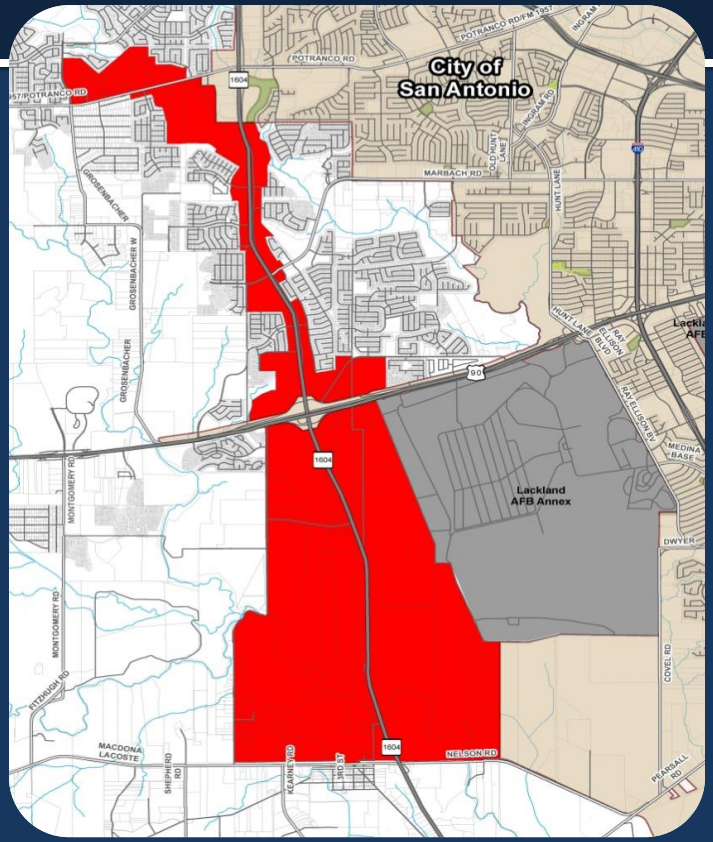
(A) IH 10 West Commercial Corridor - 2017



- 0.89 sq. miles
- 8 Single Family Residential Dwellings
- Population 700 Residents
- Requires 1 ladder company & 1 EMS Unit
- 14 police officers by year 20

(D) Potranco Road – West Loop 1604 Commercial Corridors - 2017

- 8.27 sq. miles
- 39 Single Family Residential Dwellings
- Population 100 residents
- Requires 1 fire station, 1 fire pumper company and 1 EMS Unit
- 12 police officers by year 20



Camp Bullis Land Use Controls Table :

JLUS Recommendations and Citations (Related only to Camp Bullis, p. 2-9)

Land Use Plans and Subdivision regulations
Develop a Comprehensive Land Use Plan - Plans and Programs (P-1)
Develop a Comprehensive Land Use map for the unincorporated Area of the MIOD that lies within an incorporated city's Extraterritorial Jurisdiction (ETJ) - Plans and Programs (PP-1b)
Subdivision Regulations to Require Appropriate Real Estate Disclosure - ZONING-4
Amend the Subdivision Regulations to Require a Real Estate Disclosure - ZONING-4a

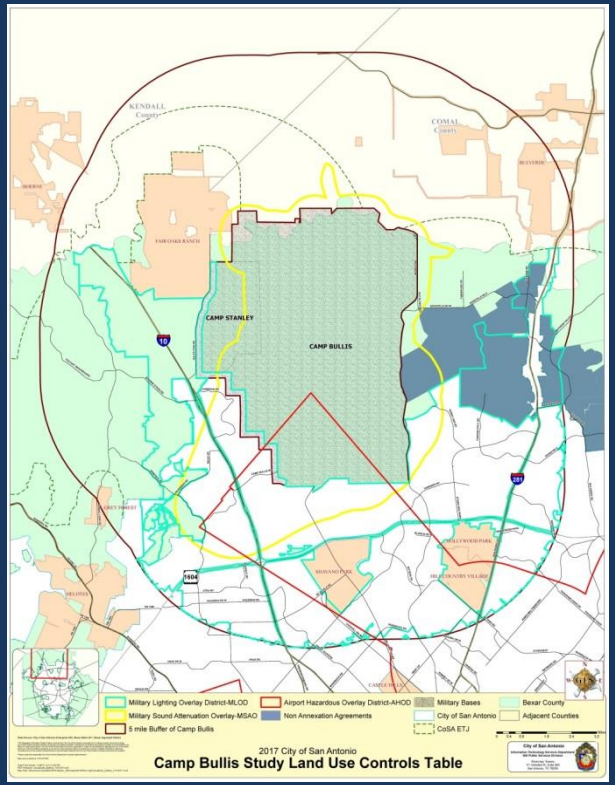
Land Use Compatibility Strategies
Develop a Military Influence Overlay District (MIOD) Zoning Ordinance - ZONING-1
Develop a Military Influence Overlay District Zoning Ordinance to include all Military Influence Area (MIA) Zones for the Controlled Compatible Land Use Area - ZONING-1a
Develop a Military Influence Overlay District Zoning Ordinance to include all MIA Zones for the MIOD - ZONING-1b
Establish Joint Zoning Boards - ZONING-2
Establish a Camp Bullis Joint Airport Zoning Board (JAZB) - ZONING-2a
Establish a Camp Bullis Joint Zoning Board (JZB) for the Area Within the MIOD but Located Outside of the City of San Antonio's ETJ - ZONING-2b
Develop Compatible Land Use Zoning Ordinance / Order - ZONING-3
Subdivision Regulations to Require Appropriate Real Estate Disclosure - ZONING-4
Amend the Subdivision Regulations to Require a Real Estate Disclosure - ZONING-4a

Light and Glare Strategies
Exterior Lighting - ZONING-1
Outdoor Lighting Standards - ZONING-1a
Dark Sky Ordinance / Order - ZONING-2
Develop a Dark Sky Ordinance / Order - ZONING-2a
Amend a Dark Sky Ordinance / Order - ZONING-2b

Noise Strategies
Sound Attenuation Building Standards - ZONING-1
Develop Sound Attenuation Building Standards - ZONING-1a
Develop Sound Attenuation for Noise Sensitive Land Uses - ZONING-1b

Vertical Obstruction Strategies
Develop a Height Restrictions Zoning Ordinance / Order - ZONING-1

Safety Strategies
Compatible Land Use Zoning Ordinance / Order - ZONING-1



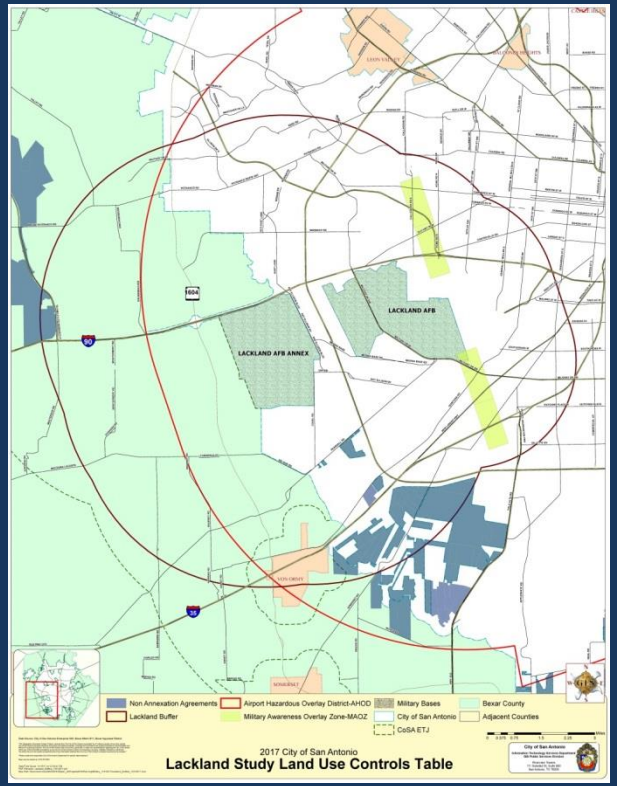
Lackland AFB Annex Land Use Controls Table:

JLUS Recommendations and Citations

Land Use Plans and Subdivision regulations
Action 2.2: CoSA (and Bexar County) to explore use of capital improvement and infrastructure systems planning to guide growth.
Action 2.3: Ensure the City of San Antonio West/Southwest Sector Plan considers the compatibility findings of the Joint Land Use Study, along with other relevant input such as approved master plans stakeholder input, and existing uses.
Action 3.6: Pursue real estate disclosure
Action 4.3: CoSA to explore expanded use of land use authority in the ETJ.

Outdoor Lighting
Action 6.1: CoSA to apply outdoor lighting standards to light sensitive areas in proximity to the airfield.
Action 6.3: CoSA (and Bexar County) to develop an outreach program to educate on sensitive lighting applications.

Sound Attenuation
Action 7.1: CoSA to apply Military Sound Attenuation Overlay Zoning District regulations within Lackland AFB noise contours.
Action 7.2: CoSA (and Bexar County) to require the dedication of avigation/noise easements for discretionary development permit or approval.
Action 7.4: CoSA (and Bexar County) to develop a voluntary sound attenuation retrofit program for noise sensitive uses.

Safety
Action 8.1: CoSA (and Bexar County) to incorporate Bird Aircraft Strike Hazard (BASH) standards.

Height Restrictions
Action 9.1: CoSA to provide controlled airspace information and associated height restrictions.