



SA TOMORROW SUB-AREA PLANNING: ROLLING OAKS AREA REGIONAL CENTER PLAN

PUBLIC DISCUSSION DRAFT: JANUARY 2025

THIS IS A PROPOSED DRAFT SUBJECT TO COMMUNITY INPUT, LEGAL AND ADMINISTRATIVE REVIEW, AND WILL BE REPLACED BY THE FINAL PLAN ADOPTED BY THE CITY COUNCIL.

Acknowledgments

Mayor

Ron Nirenberg

City Council

Dr. Sukh Kaur, District 1

Jalen McKee-Rodriguez, District 2

Phyllis Viagran, District 3*

Dr. Adriana Rocha Garcia, District 4*

Teri Castillo, District 5*

Melissa Cabello Havrda, District 6

Marina Alderete Gavito, District 7

Manny Pelaez, District 8*

John Courage, District 9*

Marc Whyte, District 10

* Planning and Community Development Committee

City Manager's Office

Erik Walsh, City Manager

John Peterek, Interim Assistant City Manager

Planning Commission

Dr. Samer Dessouky

Stephanie Faulkner

Michael Garcia, Jr.

Bryan Lopez

Dr. Anamari Camis Milam

Dustin Ouellette

George Peck, Chair

Matthew Proffitt

Meredith Siegel

Donald Oroian, Ex-Officio

Robert Sipes, Ex-Officio

Planning Department

Bridgett White, AICP

Rudy Niño, Jr., AICP

Bobbie Hamilton

Chris Ryerson, AICP

Mia Trevino – Rolling Oaks

Area Regional Center Plan

Project Manager

Ann Benavidez

Anna Harkins

Brenda V. Martinez

Channary Gould

Clint Eliason, AICP

David Powell

Debora Gonzalez

Heather Yost

Iris F. González

Jacob Howard, AICP

Kasey Wright

Micah Diaz

Priscilla Rosales-Piña, AICP

Sidra Schimelpfening

Therese Ybarra

Zack Magallanez

Zenón "Zeke" Solis

Ana Villareal – Former Project Manager

Consultant Team

MIG, Inc.

Auxiliary Marketing Services

BowTie, LLC

Cambridge Systematics, Inc.

Economic & Planning Systems, Inc.

MOSAIC Planning and Development Services, Inc.

Worldwide Languages & Communication, LLC

WSP

Special Thanks

City Attorney Office

City Council Office District 10

Development Services Department

Diversity, Equity, Inclusion and Accessibility Department

Economic Development Department

Metropolitan Health District

Neighborhood and Housing Services Department

Office of Equity

Office of Innovation

Office of Sustainability

Parks and Recreation Department

Public Works Department

Transportation Department

Workforce Development Office

Table of Contents

1	INTRODUCTION	3
1.1	BACKGROUND	3
1.2	INTENT OF THE PLAN	3
1.3	PROCESS AND PUBLIC ENGAGEMENT	3
1.4	PREVIOUS NEIGHBORHOOD AND COMMUNITY PLANS	5
1.5	COORDINATION WITH ADOPTED PLANS	5
1.6	STATUTORY REQUIREMENTS	6
2	LOCATION AND HISTORY	7
2.1	LOCATION	7
2.2	HISTORY	7
2.3	EXISTING CONDITIONS AND EQUITY ATLASES	8
3	VISION AND GOALS	9
3.1	WHAT IS A VISION STATEMENT?	9
3.2	ESTABLISHING THE VISION AND GOALS	9
3.3	VISION AND GOALS	10
4	IMPLEMENTATION PRIORITIES	11
4.1	IMPLEMENTATION PRIORITY RECOMMENDATIONS AND STRATEGIES LIST	11
4.2	IMPLEMENTATION PRIORITIES MAP	12
4.3	IMPLEMENTATION PRIORITIES MATRIX	12
4.4	FUNDING SOURCES	13
5	LAND USE	16
5.1	INTRODUCTION	16
5.2	LAND USE SNAPSHOT	17
5.3	LAND USE MAP	19
5.4	LAND USE RECOMMENDATIONS AND STRATEGIES	24
6	FOCUS AREAS	26
6.1	UNDERSTANDING FOCUS AREAS	26
6.2	FOCUS AREA #1: ROLLING OAKS MALL	26
6.3	FOCUS AREA #2: NACOGDOCHES ROAD AND EVANS ROAD	28
6.4	FOCUS AREA #3: RAIN TREE PATH	30
6.5	FOCUS AREA #4: STAHL ROAD GREEN SPACE	31
7	MOBILITY	33
7.1	MOBILITY SNAPSHOT	33
7.2	MOBILITY MAP	37
7.3	MOBILITY AREAS	39
7.4	MOBILITY RECOMMENDATIONS AND STRATEGIES	42
8	AMENITIES AND PUBLIC SPACES	45
8.1	AMENITIES AND PUBLIC SPACES SNAPSHOT	45
8.2	AMENITIES AND PUBLIC SPACES MAP	45
8.3	AMENITIES AND PUBLIC SPACES RECOMMENDATIONS AND STRATEGIES	48
9	HOUSING	53
9.1	HOUSING SNAPSHOT	53
9.2	HOUSING CHALLENGES	54
9.3	HOUSING RECOMMENDATIONS AND STRATEGIES	55
10	ECONOMIC DEVELOPMENT	57
10.1	ECONOMIC DEVELOPMENT SNAPSHOT	57
10.2	ECONOMIC CHALLENGES	57

10.3 ECONOMIC OPPORTUNITIES 58

10.4 ATTRIBUTES OF A VIBRANT ECONOMIC PLACE 59

10.5 ECONOMIC DEVELOPMENT RECOMMENDATIONS AND STRATEGIES..... 61

11 NEIGHBORHOOD PROFILES AND PRIORITIES 63

11.1 WHAT ARE NEIGHBORHOOD PROFILES AND PRIORITIES? 63

11.2 HIGH COUNTRY 64

11.3 FOX RUN 66

11.4 ROLLING MEADOWS 68

APPENDIX A: FIGURES AND EXHIBITS..... 70

LIST OF FIGURES..... 70

LIST OF EXHIBITS 71

DRAFT

1 Introduction

1.1 Background

[See **Figure 1: SA Tomorrow Sub-Area Planning Phases Map**]

A comprehensive plan is the official long-range planning document that cities use to guide decisions on future growth. Comprehensive plans provide policy guidance on a range of topics from land use to city services. The SA Tomorrow Comprehensive Plan was adopted in August 2016 and is intended to guide decision-making through 2040. A key implementation goal of the SA Tomorrow Comprehensive Plan is to create a future land use map for the entire city. This is a large undertaking that requires a methodical approach to ensure thoroughness and consistency. The City's approach is to complete the future land use planning process in a series of 30 smaller geographies, called sub-areas, until the entire city is covered. Sub-areas are categorized as either regional centers or community areas based on a combination of existing conditions and future projections. Generally, regional centers are characterized as major activity or employment centers while community areas are more residential in nature. Of the 30 identified sub-areas within the city, 13 are regional centers and 17 are community areas

1.2 Intent of the Plan

The Rolling Oaks Area Regional Center Plan will be the essential tool to guide future development and City investment in the plan area. The plan contains the community's overall vision for the plan area with recommendations and strategies for achieving the vision across six main topic areas: Land Use, Focus Areas, Mobility, Amenities and Public Spaces, Housing, and Economic Development.

The recommendations and strategies within the regional center plan will be used by City departments, partner agencies, private entities, and community partners to support livable, equitable, and vibrant communities. The plan's recommendations and strategies encompass policy and regulatory matters, partnerships, and investments. They are written to provide actionable specificity while still allowing the flexibility needed to adapt to unforeseen challenges or opportunities.

1.3 Process and Public Engagement

The Rolling Oaks Area Regional Center Plan was developed through a community-based process over the course of approximately two years from project chartering in 2021 to City Council adoption in 2025. Like all SA Tomorrow Sub-Area Plans, the Rolling Oaks Area Regional Center Plan was developed with regular input and participation from residents, business and property owners, institutional representatives, public and non-profit organizations, major employers, and other key partners and stakeholders.

An initial step in the planning process was the creation of a Planning Team to provide more frequent, in-depth, and consistent advice and guidance throughout the planning process. The composition of the Planning Team was drawn from the representatives and stakeholder groups described above, and was meant to reflect the existing uses, assets, challenges, and opportunities associated with the area.

The creation of a plan that is realistic and implementable must be driven by community values, priorities, and support. To this end, the planning process was designed to create a "feedback loop" between the City and community stakeholders. A wide variety of engagement tools, platforms, and techniques were used throughout plan development to ensure that all interested stakeholders were

well-informed about the planning effort, encouraged to participate in a range of events and activities, and engaged in providing constructive input.

A total of 11 Planning Team meetings were held at regular intervals throughout the planning process. Four community meetings were held at strategic points in plan development to gather stakeholder input on area goals and priorities related to the plan's main topics (Land Use, Focus Areas, Mobility, Amenities and Public Spaces, Housing, and Economic Development) as well as feedback on draft plan materials. Planning Department staff also actively participated in neighborhood-and community-sponsored events within the plan area to build relationships and leverage communication opportunities.

In addition to scheduled and in-person meetings and events, a variety of virtual and online platforms were used to disseminate information and facilitate public participation. The plan website was updated regularly and houses all meeting presentations, materials, and summaries related to the planning effort. Draft plan materials were posted to the website for public review and comment. Comments received on the website were sent directly to the plan's project manager. Online questionnaires to gather plan input were posted both to the plan website and SASpeakUp, the City-wide platform for public participation.

The following individuals and organizations were engaged in the Rolling Oaks Area Regional Center Plan development process:

a. City of San Antonio

- City Attorney Office
- City Council Office District 10
- Development Services Department
- Diversity, Equity, Inclusion and Accessibility Department
- Economic Development Department
- Metropolitan Health District
- Neighborhood and Housing Services Department
- Office of Equity
- Office of Innovation
- Office of Sustainability
- Parks and Recreation Department
- Public Works Department
- Transportation Department
- Workforce Development Office

b. Outside Agencies

- San Antonio River Authority (SARA)
- VIA Metropolitan Transit Authority (VIA)

c. The Planning Team

- Gloria Anderson; Friends of Comanche Lookout
- Mike Anderson; Friends of Comanche Lookout
- Bruce Antonio; Comanche Ridge

- David Arciniega; City of San Antonio Parks and Recreation Department
- David Bemporad; Great Springs Project
- Karen Bishop; San Antonio River Authority
- Cristina Castaño; VIA Metropolitan Transit
- Jorge Chavez; Julia Yates Semmes Library
- Justin Cruger; VIA Metropolitan Transit
- Mike Gallager; D10 Neighborhood Alliance
- Daniel Leal; VIA Metropolitan Transit
- Isaac Leavy; City of San Antonio Transportation Department
- Elizabeth C. Kuhlmann; Randolph Federal Credit Union
- Anne Macaulay; High Country Homeowners Association
- Don Macaulay; High Country Homeowners Association
- Vanessa Martinez; Rolling Meadows Homeowners Association
- Dylan McDonald; Alamo Cement Company
- Ruffin Moore; Rolling Oaks Mall
- Jennifer Oates; Vista Neighborhood Association
- Niekos Robbins; San Antonio Youth Commission
- Brandon Ross; City of San Antonio Parks and Recreation Department
- Pauline Rubio; City Council Office District 10
- Kathryne Scott; Fox Run Neighborhood Association
- Jerome Story; Comanche Ridge
- Ken Weber; Fox Run Neighborhood Association
- Jack West; Comanche Ridge
- Samantha Wickshire; City Council Office District 10

1.4 Previous Neighborhood and Community Plans

Many areas throughout the City have City-adopted Neighborhood or Community Plans that reflect local values and priorities. These plans have guided local investments and improvements for many years and helped strengthen the relationship between residents and the City.

The City is currently in the process of creating Sub-Area Plans to implement the SA Tomorrow Comprehensive Plan. These Sub-Area Plans are intended to provide a more coordinated, efficient, and effective structure for planning across the City. Further, Sub-Area Plans are intended to increase equity citywide, by ensuring all of San Antonio’s residents have a base level of policy guidance, as many areas within the City lack an existing plan or a registered neighborhood organization.

In this way, each Sub-Area Plan will integrate key elements of existing Neighborhood and Community Plans for those areas that have a plan, while promoting citywide policy consistency and providing key recommendations and strategies for those neighborhoods currently lacking that direction.

In contrast to other regional centers and community areas, there are no existing adopted Neighborhood or Community Plans to incorporate into the Rolling Oaks Area Regional Center Plan.

1.5 Coordination with Adopted Plans

Sub-Area Plans are intended to provide a coordinated, efficient, and effective approach to planning in

San Antonio. This plan was developed to complement and contribute to the implementation of the following regional and citywide plans:

- [San Antonio's Housing Policy \(SHIP\) Framework](#) (2021)
- [San Antonio Severe Pedestrian Injury Areas Report](#) (2020)
- [SA Climate Ready Plan](#) (2019)
- [SA Corridors Strategic Framework Plan](#) (2018)
- [SA Tomorrow Multimodal Transportation Plan](#) (2016)
- [SA Tomorrow Sustainability Plan](#) (2016)
- [VIA's Vision 2040 Plan](#) (2016)
- [SA Bike Plan & Implementation Strategy](#) (2011)
- [North Sector Plan](#) (2010)
- [Major Thoroughfare Plan](#) (1978)
- San Antonio River Authority Rolling Oaks Area Watershed and Land Use Study (2020)

1.6 Statutory Requirements

Once adopted by City Council, the Rolling Oaks Area Regional Center Plan becomes a component of the City's SA Tomorrow Comprehensive Plan. Where previously adopted Neighborhood or Community land use plan is contained within or partially overlaps the Rolling Oaks Area Regional Center Plan, the latter will be the plan of reference for land use designation. Similarly, where a previous plan and the Rolling Oaks Area Regional Center Plan have conflicting policies or priorities within the adopted boundary of the Rolling Oaks Area Regional Center Plan, the Rolling Oaks Area Regional Center Plan will be City policy. By virtue of the plan adoption process, all proposed projects must be found to be consistent with the SA Tomorrow Comprehensive Plan, and as such, the Rolling Oaks Area Regional Center Plan must be consulted when proposing a public investment or a land use project that requires deviation from current entitlements.

2 Location and History

2.1 Location

[See **Figure 2: Plan Location Map**]

[See **Figure 3: Study Area Map**]

The Rolling Oaks Area Regional Center is located in northeastern San Antonio, bordered by the cities of Live Oak and Selma. It is easily accessible via North Loop 1604, which bisects the plan area, and connects to I-35. The plan area extends from Evans Road in the east, to Toepperwein Road and Judson Road in the west. Its southernmost boundary reaches Lookout Road, while its northern edge extends to Green Mountain Road.

2.2 History

a. Early Days

The land on which the Rolling Oaks Area Regional Center Plan is located has a rich Native American history. Apache and Comanche Indians used this land in the 1700s to hunt along what is better known as the Comanche Hill. Due to its proximity to Cibolo Creek and its high elevation, the Comanche Hill was a key point for warfare and a significant route for travelers heading to East Texas. The route known as the Old Spanish Road was one of the main routes of the Royal Road (Camino Real), leading to Bastrop and Nacogdoches. The remnant of this connector is now called Nacogdoches Road, and just like in the past, it is one of the main travel routes in this area.

Records from the early 1800s show the Rolling Oaks Area was sporadically inhabited and divided into large land grants. One of the larger and most significant tracts in the area is the 1,476-acre land grant surveyed for owner James Conn in 1847 that incorporated the historic Comanche Hill. This land was transferred to many different owners including Mirabeau B. Lamar, who served as second president of the Republic of Texas from 1838 to 1841. Aside from changes of ownership, not much activity was recorded in the area for most of the early 18th century. The fear of Indian attack and its remote location from the established Spanish Missions resulted in most land grants in this area left vacant or used for agricultural purposes.

In the late 1800s and early 1900s, African Americans began to settle this area between Cibolo Creek and what is now Thousand Oaks Drive. Amos Jackson, a Buffalo Soldier defending the western frontier after the Civil War, was one of the first freed people to buy and work his own land. Jackson, along with Antonio Anthony, later donated land for a private burial ground near the intersection of Loop 1604 and Northeast Nacogdoches Road, where some of them and their families are buried. A grave marker located at the Holy Cross Cemetery indicates that the remains of at least 72 people were in this original burial site and later transferred there.

b. 1973-Present

The first sign of urban development within the Rolling Oaks Area occurred in 1973 with the City of San Antonio's annexation of El Chaparral and Ranchland Hills. Other large tracts were gradually annexed and subdivided, but there was no significant development in the area until Rolling Oaks Mall opened its doors in 1988. With anchor stores Sears and Dillard's, and the completed Loop 1604 freeway connection

between US 281 and I-35 in 1990, Rolling Oaks Mall positioned itself as a landmark in the area and has remained a stable retail center since then.

The Regional Center's immediate connection to Loop 1604 and proximity to I-35 have been key to the growth of new industries in this area in recent years. In addition to its prime location, the amount of land currently underdeveloped provides this Regional Center with a unique opportunity to attract and expand investment in housing, services, and emerging industries.

2.3 Existing Conditions and Equity Atlases

[See Exhibit 1: Existing Conditions Atlas]

[See Exhibit 2: Equity Atlas]

As a part of the Sub-Area Planning process, an Existing Conditions Atlas and an Equity Atlas were prepared that contain detailed information about the area. These Atlases contain demographic, economic, and historic information, and a series of maps that provide additional context for understating the area.

3 Vision and Goals

3.1 What is a Vision Statement?

A vision statement describes the desired state of a place in the future. With community support, an effective vision can influence decisions and inspire action to move toward that idealized future. Goals describe the outcomes that support the realization of the vision. These, in turn, support topic-based recommendations and strategies, which include specific, implementable projects, programs, policies, and other actionable ways of achieving the plan's vision, which are listed throughout the sections of this plan.

3.2 Establishing the Vision and Goals

The Rolling Oaks Area Regional Center Plan's Vision and Goals were developed with input from residents, community stakeholders, and Planning Team members through an iterative process of developing and refining concepts. During community engagement efforts including Planning Team meetings and community meetings, participants such as employers, workers, landowners, renters, residents, students, and representatives of major institutions shared their values. More specifically, Planning Department staff and the consultant team asked participants in the first Planning Team meeting to share and discuss answers to the following three questions, "What do you like about the area?" "What would you change about the area?" and "What is missing in the area?" At the following Community Meeting, the same three questions were put to the public, and similarly a link to an online questionnaire was distributed to area residents and property owners via postcard. Information collected from these activities was used to develop a first draft of the Vision and Goals.

During the second Planning Team Meeting, participants were presented with a draft Vision and Goals for the area that was developed by staff and the consultant team. Participants were asked to comment on the first draft and give input on any topics that were missing or needed further refinement. Similarly, the draft Vision and Goals was then presented for feedback at the second Community Meeting and on an online questionnaire distributed to area residents. In total, approximately 250 responses were used to develop the Vision and Goals. A summary of the comments collected from the Planning Team meetings, Community Meetings and questionnaires are posted online at RollingOaks.SACompPlan.com.

The results of the public visioning process are presented on the next page. Throughout the planning process, the Vision and Goals were continually revisited and referenced as a guide for the development of the plan's topic specific recommendations and strategies.

3.3 Vision and Goals

a. Vision

The Rolling Oaks Area Regional Center is built on quiet, safe, and family-friendly neighborhoods stitched together with walkable, bikeable, and transit-friendly mixed-use areas including shops, restaurants, and diverse opportunities for housing and employment. Long-time and new residents are connected to each other and to ample parks, trails, and recreation by beautiful and calm green streets.

b. Goals

Goal 1: *Promote quality development that is compatible with existing neighborhoods and includes additional housing and employment options for existing and new residents.*

Goal 2: *Ensure that existing residents and businesses – and the culture and authenticity they represent – are a part of the Regional Center Area moving forward as public and private improvements are made.*

Goal 3: *Facilitate and guide new development to maintain the existing relationship of safe and quiet neighborhoods tucked between commercial and mixed-use areas.*

Goal 4: *Retrofit auto-oriented commercial development to be more walkable and provide a greater diversity of locally serving restaurant and retail options.*

Goal 5: *Expand the amount and variety of transit services throughout and connect the Regional Center to other area destinations and amenities.*

Goal 6: *Improve existing connections and create new connections that are truly multimodal, aesthetically pleasing, and provide stormwater benefits.*

Goal 7: *Provide more parks, open space, trails, and recreational amenities throughout the Regional Center.*

Goal 8: *Encourage responsible watershed management through sustainable and resilient public investments, private development, and strategic partnerships.*

4 Implementation Priorities

While all recommendations and strategies are important, this section highlights those that are either most critical to achieving the plan’s Vision and Goals, are more likely to be funded and implemented in the short-term, build upon other existing or ongoing initiatives, or are a necessary first step to provide a foundation for other projects and investments.

These Implementation Priorities are presented in two ways. The Priority Recommendations and Strategies List (Section 4.1) represents those strategies that are especially important in the development of the plan area over the next 10-15 years, while the accompanying Implementation Priorities Map (Section 4.2 / Figure 4) and Matrix (Section 4.3) show site specific improvements that need addressing. Together, the Implementation Priority Recommendations and Strategies List and Implementation Priorities Map and Matrix represent the key strategic concepts and physical improvements that will influence future development of the plan area.

4.1 Implementation Priority Recommendations and Strategies List

a. Land Use

Strategy – LU 2.1

Ensure that the Rolling Oaks Mall site is positioned for redevelopment as a mixed-use project, in a way that maximizes the value and opportunity of the site, while responding appropriately to the surrounding context.

Strategy – LU 4.1

Encourage a compatible, medium density mix of uses to ensure market responsiveness of undeveloped properties along Nacogdoches Road, outside of Loop 1604.

b. Mobility

Strategy – M 2.2

Support neighborhood access with traffic signals and crossing opportunities.

Strategy – M 3.3

Support a mobility hub facility near Rolling Oaks Mall to offer multi-modal transportation services and activities where large numbers of people can benefit

c. Amenities and Public Spaces

Strategy – APS 1.2

Work with developers to create new trail and greenway connections that are accessible to the public

Strategy – APS 1.4

Mitigate stormwater impacts by implementing green infrastructure on major roads and near essential services

d. Housing

Strategy – H 2.1

Ensure future land use designations in the area allow for flexibility of uses in underutilized areas. Encourage property owners and developers to integrate housing into existing commercial centers and on vacant pad sites.

e. Economic Development

Strategy – ED 2.1

Reduce barriers to developing building types that support small businesses like live-work spaces and maker spaces.

4.2 Implementation Priorities Map

[See Figure 4: Implementation Priorities Map]

4.3 Implementation Priorities Matrix

PROJECT	KEY STAKEHOLDERS	FUNDING	TIMING
Mobility Hub at Rolling Oaks Mall <i>(See Section 7.4)</i>	VIA Metropolitan Transit, Transportation Department, Private Property Owners, EV Companies	VIA, Bond Program, Grants, Capital Improvements Program, Developer Agreements	Short-Term
Improved lighting at Comanche Lookout Park <i>(See Section 8.3)</i>	Parks and Recreation Department, Private Property Owners, Friends of Comanche Lookout	Bond Program, Grants, Capital Improvements Program, District 10 Discretionary Funds	Short-Term
Pedestrian Crossing upgrade on Judson Road <i>(See Section 7.3.a)</i>	Public Works Department, Transportation Department, Harris Middle School	Bond Program, Grants, Capital Improvements Program, Union Pacific	Short-Term
Green Infrastructure at the intersection of Lookout Road and Toepperwein Road <i>(See Section 8.3)</i>	San Antonio River Authority, Parks and Recreation Department, City of Live Oak, Union Pacific	San Antonio River Authority, Alamo Area Metropolitan Planning Organization, Bond Program, Grants, Capital Improvements Program	Medium-Term
Green Trail in Focus Area 3 <i>(See Section 6.4)</i>	Parks and Recreation Department, Alamo Area Metropolitan Planning Organization, Comanche Ridge, Adjacent Property Owners	Bond Program, Grants, Capital Improvements Program, Developer Agreements, Environmental, Social, and Governance Investors	Medium-Term
Gateway at the intersection of Nacogdoches Road and Toepperwein Road <i>(See Section 8.3)</i>	Parks and Recreation Department, Private Property Owners	Bond Program, Grants, Capital Improvements Program, Developer Agreements	Medium-Term

Street improvements along Stahl Road <i>(See Section 7.3)</i>	Public Works Department, Transportation Department, District 10, Private Property Owners	Bond Program, Grants, Capital Improvements Program Special District, Community Development Plan, Public Private Partnerships	Medium- to Long-Term
Housing Opportunities east of Rolling Oaks Mall <i>(See Section 9.3)</i>	Neighborhood and Housing Services Department, Private Property Owners	Public-Private Partnerships, City of San Antonio Incentives, Bond Program	Medium- to Long-Term
Multiple Pedestrian Crossings Along Nacogdoches Road <i>(See Section 7.3)</i>	Texas Department of Transportation, Public Works Department, Transportation Department, Private Property Owners, Local Businesses	Bond Program, Grants, Capital Improvements Program, District 10 Discretionary Funds, Vision Zero Network	Medium- to Long-Term
Mixed-Use Corridor Along the Proposed Extension of Retama Parkway in Focus Area 2. <i>(See Section 6.3)</i>	Economic Development Department, Development Services Department, Private Property Owners, Local Businesses	Bond Program, Public-Private Partnerships	Long-Term

4.4 Funding Sources

No budget is approved upon the adoption of any sub-area plan. However, projects proposed in this plan may serve as the foundation for applying to grants and utilizing funds from various sources. While all identified improvements would require further study before construction, the concepts developed here can initiate the staffing resources needed for further exploration and serve as a reference point for community discourse. This section outlines potential funding avenues for ideas and projects in the plan.

a. City of San Antonio Bond Program

A bond is a debt obligation that, when issued, provides local government with funds to finance large capital improvements. A Bond Program includes both the authority to issue bonds and a listing of the purposes for which the funds may be used. General Obligation Bond Programs, such as the City of San Antonio’s Bond Program, require voter approval. Every five years, the City establishes a committee of community members to assist in developing a Bond Proposal. The voter approved 2022 – 2027 Bond Program totaled \$1.2 billion and included 183 projects among six bond propositions - Streets, Bridges and Sidewalks; Parks and Recreation; Drainage and Flood Control; Library and Cultural Facilities; Public Safety Facilities; and Affordable Housing.

b. City of San Antonio Annual Budget: General Fund and Capital Improvements Program

The City adopts an annual budget for allocation of resources toward service delivery plans providing quality services, targeted investments, and continued improvements. The City adopts an annual budget for allocation of resources toward service delivery plans providing quality services, targeted

investments, and continued improvements. The City's adopted Fiscal Year 2025 Budget was \$3.9 billion (General Fund – 42%, Capital Program – 22%, and Restricted Funds – 36%). Ideas from this plan may aid in prioritizing projects or influencing the redesign of long-standing ideas for improvements. In addition, the plan may serve to identify where funds may need to be targeted based on input from and the needs of the community.

c. Grants

Federal, state, and other government funding is commonly received through competitive grants. These grants often require matching funds, existing designs, or "shovel-ready" projects, and involve public participation. Projects supporting equity and environmental stewardship stand a better chance of approval. Council approval is necessary to submit proposals committing the City to administer the grants.

d. Incentives and Developer Agreements

Tools such as density bonuses or relaxed parking requirements can be utilized to encourage development types or locations designated as priorities for the City. Development agreements with tax incentives could involve private provision of public goods like parks or environmental restoration.

e. Tax Increment Financing

Tax Increment Financing (TIF) is a public financing mechanism through which the growth in taxes (increment) associated with new development or redevelopment can be captured and used to pay costs associated with economic development for the public good. The area in which TIF is used is known as a Tax Increment Reinvestment Zone (TIRZ). The City has both City-initiated and petition-initiated TIRZs within its boundaries. Existing and future Zones may be able to use this plan to guide investments.

f. Public Private Partnerships

Government agencies may collaborate with private corporations to finance, build, operate, and/or manage large-scale projects. Public private partnerships typically involve private financing and services upfront and then getting revenue from public users. Examples of projects include public transportation networks, parks, convention centers.

g. Community and Volunteer Donations

Residents frequently come together for a common cause and contribute towards improvements beyond the City's resources. Programs facilitating local improvement of public property can engage the community and facilitate enhancements. Such programs could involve public funding alongside volunteer efforts. "Tactical" improvements, including maintenance of monuments, landmarks, signs, holiday decorations, utility box painting, community gardens, murals, public art, and trash removal, can all be addressed.

h. Environmental, Social, and Governance Investors

Private investors seeking firms supporting Environmental, Social, and Governance (ESG) causes may

align with projects in this plan, providing funding or support. Capital and equity funds, private business interests, and corporations may integrate public goods into private projects to attract ESG investors and align with their business model.

DRAFT

5 Land Use

5.1 Introduction

Land Use is the foundation of all sub-area plans. All other sections are intended to respond to and support the patterns of land use described in this section and by the future land use map.

By writing sub-area plans—like the Rolling Oaks Area Regional Center Plan—the Planning Department is creating a detailed future land use map incrementally and equitably for the entire City of San Antonio, with land use categories applied in a contextually appropriate way for each sub-area. This accomplishes one of the key goals of the SA Tomorrow Comprehensive Plan, creating a complete and consistent future land use map for the entire city.

a. Comprehensive Land Use Categories

The Rolling Oaks Area Regional Center Plan applies a range of land use categories that reflect the unique character of the sub-area and preferences of the community while encouraging and supporting development and mobility patterns that reflect the goals of the SA Tomorrow Comprehensive Plan.

In San Antonio, land use categories are defined in the Unified Development Code (see Section 35-A101. Definitions and Rules of Interpretation; Comprehensive land use category) and are used in developing Future Land Use maps for all SA Tomorrow Plans. There are currently 18 unique land use categories, and each category established a broad idea for how the site should be used in the future. Categories describe similar and/or complementary uses (residential, commercial, mixed-use, etc.) and reflect the range of intensity of those uses appropriate for the site they are applied to (low, medium, high, etc.).

Descriptions of all land use categories are included in this plan alongside the Future Land Use Map. The Land Use categories for San Antonio are:

Residential

- Residential Estate
- Low Density Residential
- Urban Low Density Residential
- Medium Density Residential
- High Density Residential

Commercial

- Neighborhood Commercial
- Community Commercial
- Regional Commercial

Mixed-Use

- Neighborhood Mixed-Use
- Urban Mixed-Use
- Regional Mixed-Use
- Employment/Flex Mixed-Use
- Business/Innovation Mixed-Use

Industrial

- Light Industrial
- Heavy Industrial
- Agriculture

Civic

- Parks/Open Space
- City/State/Federal Government

5.2 Land Use Snapshot

[See **Figure 5: Future Land Use Map**]

a. Residential Areas

Most of the developed land within the Rolling Oaks Area Regional Center is located to the west of Loop 1604 and designated for residential use. As reflected on the Future Land Use Map, the residential land use within this area is predominantly single-family and covers approximately 31.7% of the land. Neighborhoods designated Single-Family Residential include Vista Neighborhood Association, Fox Run Neighborhood Association, High Country Homeowners Association, and Rolling Meadows Homeowners Association. This residential designation intends to support those well-established neighborhoods to retain their low density and character over time. The compact, duplex housing in the Toepperwein Bluff Enclave represents the one example of Urban Low Density Residential in the Rolling Oaks area.

Despite the city’s sustained population growth over time, there has not traditionally been a significant presence of medium or high-density developments in this area. In addition to the more established Villages at Lost Creek (near Judson and Stahl roads), more medium density multi-family options have been built or are being considered southeast of Nacogdoches Road and Toepperwein Road, and north of Loop 1604 and Lookout Road. Other medium density residential developments are part of areas between Loop 1604 and Stahl Road designated as mixed-use.

The Rolling Oaks Area Regional Center Plan does not include any parcels designated as Residential Estate, or High Density Residential.

b. Commercial Areas

While this Sub-area accommodates different commercial activities such as business parks, warehousing, dining, and retail, residents have expressed interest in a larger selection of commercial amenities in the area to avoid traveling to other parts of the city to access basic services. Community Commercial land use designations in this regional center are located along Judson Road, Nacogdoches Road, and the Loop 1604 frontage roads. With this land use designation, these roadway corridors should retain their existing uses while encouraging a greater diversity of retail, restaurants, and local service options.

Regional Commercial designations on this regional center have been limited to properties fronting Loop 1604 and major intersections. This land use designation allows for higher-intensity commercial uses that generally attract large-scale businesses and can draw in residents from other parts of the city. Introducing this land use into the Rolling Oaks Area provides the opportunity to diversify the very limited commercial uses that are available in the area

c. Mixed-Use Areas

The Future Land Use Map designates specific areas where both residential and commercial uses can coexist. Within the Rolling Oaks Area, these mixed uses are primarily concentrated along major corridors such as Nacogdoches Road and Loop 1604. The mixed-use designation covering the most area in this regional center is Neighborhood Mixed-Use, followed by Urban Mixed-Use, and Regional Mixed-Use. These mixed-use categories are highly encouraged as they provide a flexible and gradual transition from residential to commercial areas, encourage walkability, and support potential transit connections.

The Rolling Oaks Area lacks neighborhood-scale establishments serving the residential community within walking distance. The Neighborhood Mixed-Use designation promotes diverse and cohesive communities by gradually integrating low-intensity commercial uses and residential uses. A couple of parcels off of Toepperwein Road south of Nacogdoches Road, as well as large parcels located both north and south of Nacogdoches Road, southwest of East Evans Road, are designated Neighborhood Mixed-Use areas to introduce a variety of desired uses near current and future residential neighborhoods. Within the Rolling Oaks Area Regional Center, 16.3% of all parcels are designated as Neighborhood Mixed-Use to support the economic opportunity and vitality of those upcoming areas.

The Urban Mixed-Use land designation in the Rolling Oaks Area provides residents with the opportunity to access a diverse range of housing and commercial options at a medium level of intensity without the need for long commutes. The 5.3% of Urban Mixed-Use designations within this Regional Center are centrally located in areas near Loop 1604, Nacogdoches Road, and centered around established activity centers such as the Rolling Oaks Mall and the Nacogdoches Crossings Plaza. Both Urban Mixed-Use designations permit a wide range of commercial and multiple dwelling types while serving as a buffer to the Regional Mixed-Use designations found at the intersection of Nacogdoches Road and Loop 1604.

While only 1.9% of the land in this regional center has been designated as Regional Mixed-Use, this designation on the Rolling Oaks Mall is intended to play a crucial role in driving future economic growth in the area. With this designation, a wide range of commercial and residential development is allowed, hoping to attract visitors from both inside and outside the plan area. This designation is well-suited for this specific site due to the parcel's size and direct access to major roads in the area.

Over the years, manufacturing has been a driving force behind the growth of the Rolling Oaks Area Regional Center. While its existence has benefitted the local economy, its current placement is not compatible with the neighboring low-density residential neighborhoods. The aim of the Employment/Flex Mixed-Use and Business/Innovation Mixed-Use areas is to provide the necessary infrastructure and supporting workforce for light manufacturing and commercial activity, while also offering compatible residential options. Allowing for less intense designations near low-density residential areas, and more intense designations near major roadways ensures that existing industries can continue to operate and expand, without adversely affecting the nearby residents.

The Future Land Use Map for the Rolling Oaks Area designates 5% of the land for Employment/Flex Mixed-Use purposes. This land is currently undeveloped, zoned "I-1" (General Industrial District), and located primarily between existing low-density residential uses and higher-intensity industrial uses. As a result, these tracts serve as a protective buffer for Vista, High Country, and Comanche Ridge neighborhoods from potential disturbances including noise, traffic, and visual nuisances associated with industrial activities. Employment/Flex Mixed-Use is most appropriate for this area as it facilitates the growth and adaptability of the manufacturing industry, and diverse commercial activities while ensuring compatibility with residential living.

The Business/Innovation Mixed-Use covers approximately 9.3% of the regional center and is spread across different parcels along Loop 1604. This designation provides a great advantage for employers in the area, including Green Mountain Business Park, due to its direct access to Loop 1604, and connection to I-35. Business/Innovation Mixed-Use will continue to attract local and regional businesses seeking to take advantage of the land use flexibility and its very strategic location. One of the allowed uses under this land use category that is most desired and needed within this regional center includes medical facilities. Currently, there are no hospitals or emergency clinics in the plan area, leaving its residents largely underserved by medical providers. Other important uses to consider include learning centers or corporate campuses that could provide the large conference and gathering spaces this area needs.

d. Industrial Areas

The Future Land Use Map for the Rolling Oaks Area Regional Center has 13.4% of the total land designated for Heavy Industrial uses. This Heavy Industrial designation is suitable for the northernmost area of the plan, north of Loop 1604 and the rail tracks and along Green Mountain Road. The whole area with this Heavy Industrial designation is currently vacant and undeveloped, but neighbors an active quarry north of Green Mountain Road. Because of that, this section of the plan area experiences significant freight transportation activity, benefiting from direct access to the rest of the City via Loop 1604, and a regional connection to I-35, less than five miles away. The remote placement of this industrial site away from residential areas mitigates the impact of large vehicles and heavy machinery in the area, resulting in reduced traffic congestion, and enhanced safety for drivers, pedestrians, cyclists, and residents residing in this regional center.

e. Civic Areas

There are two city-owned and operated parks within this regional center: Comanche Lookout Park and Raintree Park. Both parks have been designated as Parks/Open Space in the Future Land Use Map and cover approximately 3.1% of the plan area. These parks are located east of Loop 1604 and can be reached within a half-mile walking distance from only two residential neighborhoods. Additional park opportunities are included in all four Rolling Oaks Focus Areas which are distributed more evenly throughout the regional center. Note that those proposed parks and open spaces within the focus areas may not be labeled as such on the Future Land Use Map if privately owned. Therefore, efforts should be made to acquire the proposed land and convert it for public use.

5.3 Land Use Map

[See **Figure 5: Future Land Use Map**]

a. How is a Future Land Use Map used?

The Future Land Use Map provides guidance for decisions about the development of land by showing preferred types of use and intensity.

The future land use map does not constitute a zoning change or a change in rights for any individual property; such property rights are governed by a property's zoning. However, future land use maps and sub-area plans are referenced when changes are proposed to the zoning of a site. Requests for changes in zoning that are consistent with the vision set by the future land use map are more likely to be

recommended for approval by staff and more likely to be approved by commissions and City Council. Further, requested zoning changes that are not aligned with a property's designated future land use require a Plan Amendment that changes the site's land use designation to one that is aligned with the requested zoning district.

Following are descriptions of the 18 land use designations. For a full and up-to-date list of designations, including implementing zoning districts, refer to Section 35-A101. (Definition and Rules of Interpretation; Comprehensive land use category) of the Unified Development Code or contact the City of San Antonio Development Services Department.

b. Residential Land Use Category Descriptions

Residential Estate

Residential Estate includes large lot single-family detached houses on individual estate-sized lots or in conservation subdivisions. This form of development should be located away from major arterials, and can include certain nonresidential uses such as schools, places of worship, and parks that are centrally located for convenient neighborhood access.

Low Density Residential

Low Density Residential includes single-family detached houses on individual lots, including manufactured and modular homes. This form of development should not typically be located adjacent to major arterials. This land use category can include certain nonresidential uses such as schools, places of worship, and parks that are centrally located for convenient neighborhood access.

Urban Low Density Residential

Urban Low Density Residential includes a range of housing types including single-family attached and detached houses on individual lots, small lot residences, duplexes, triplexes, fourplexes, cottage homes, manufactured homes, low-rise garden-style apartments, and manufactured home parks. This land use category may also accommodate small scale retail and service uses that are intended to support the adjacent residential uses. Other nonresidential uses, including, but not limited to, schools, places of worship and parks are appropriate within these areas and should be centrally located to provide easy accessibility.

Medium Density Residential

Medium Density Residential accommodates a range of housing types including single-family attached and detached houses on individual lots, manufactured and modular homes, duplexes, triplexes, fourplexes, and low-rise, garden-style apartments with more than four (4) dwelling units per building. Cottage homes and very small lot single-family houses are also appropriate within this land use category. Higher density multi-family uses, where practical, should be located in proximity to transit facilities. Certain nonresidential uses, including, but not limited to, schools, places of worship, and parks are appropriate within these areas and should be centrally located to provide easy accessibility.

High Density Residential

High Density Residential includes low-rise to mid-rise buildings with four or more dwelling units in each. *High Density Residential* provides for compact development including apartments, condominiums, and assisted living facilities. This form of development is typically located along or near major arterials or collectors. High density multi-family uses should be located in close proximity to transit facilities. Certain nonresidential uses, including, but not limited to schools, places of worship, and parks are appropriate within these areas and should be centrally located to provide easy accessibility. This classification may

be used as a transitional buffer between lower density residential uses and nonresidential uses. *High Density Residential* uses should be located in a manner that does not route traffic through lower-density residential uses.

c. Commercial Land Use Category Descriptions

Neighborhood Commercial

Neighborhood Commercial includes smaller intensity commercial uses such as small-scale retail or offices, professional services, and convenience retail and services that are intended to support the adjacent residential uses. *Neighborhood Commercial* uses should be located within walking distance of neighborhood residential areas. Special consideration should be given to pedestrian and bicycle facilities that connect neighborhoods to commercial nodes.

Community Commercial

Community Commercial includes offices, professional services, and retail uses that are accessible to bicyclists and pedestrians and linked to transit facilities. This form of development should be located in proximity to major intersections or where an existing commercial area has been established. *Community Commercial* uses are intended to support multiple neighborhoods, have a larger market draw than neighborhood commercial uses, and attract patrons from the neighboring residential areas. All off-street parking and loading areas adjacent to residential uses should include landscape buffers, lighting and signage controls. Examples of *Community Commercial* uses include, but are not limited to, cafes, offices, restaurants, beauty parlors, neighborhood groceries or markets, shoe repair shops and medical clinics.

Regional Commercial

Regional Commercial includes high intensity uses that draw customers from both adjacent communities as well as the larger metropolitan region. *Regional Commercial* uses are typically located in general proximity to nodes along expressways or major arterial roadways and incorporate high-capacity transit facilities. *Regional Commercial* uses should incorporate well-defined entrances, shared internal circulation, limited curb cuts to expressways and arterial streets, sidewalks and shade trees in parking lots, landscaping between the parking lots and roadways, and well- designed monument signage. Examples of *Regional Commercial* uses include, but are not limited to, movie theaters, plant nurseries, automotive repair shops, fitness centers, home improvement centers, hotels and motels, mid- to high-rise office buildings, and automobile dealerships.

d. Mixed-Use Land Use Category Descriptions

Neighborhood Mixed-Use

Neighborhood Mixed-Use contains a mix of residential, commercial, and institutional uses at a neighborhood scale. Within mixed-use buildings, residential units located above first floor are encouraged. Typical first floor uses include, but are not limited to, small office spaces, professional services, and small-scale retail establishments and restaurants. The mix of uses may be vertically or horizontally distributed, and there is no requirement that a single building contain more than one use. Live/work housing options are permissible in *Neighborhood Mixed-Use* area to ensure access to housing options and services within proximity for the local workforce. Where practical, buildings are situated close to the public right-of-way, and parking is located behind buildings. Parking requirements may be minimized using a variety of creative methods, such as shared or cooperative parking agreements, to maximize land available for housing and community services. Pedestrian spaces are encouraged to include lighting and signage, and streetscaping should be scaled for pedestrians, cyclists, and vehicles.

Properties classified as *Neighborhood Mixed-Use* should be in close proximity to transit facilities.

Urban Mixed-Use

Urban Mixed-Use contains a mix of residential, commercial, and institutional uses at a medium level of intensity. *Urban Mixed-Use* development is typically larger-scale than *Neighborhood Mixed-Use* and smaller-scale than *Regional Mixed-Use*, although many of the allowable uses could be the same in all three categories. Building footprints may be block-scale but could be smaller depending on block configuration and overall development density. Typical first floor uses include, but are not limited to, professional services, offices, institutional uses, restaurants, and retail including grocery stores. The mix of uses may be vertically or horizontally distributed, and there is no requirement that a single building contain more than one use. Live/work housing options are permissible in *Urban Mixed-Use* areas to ensure access to housing options and services within proximity for the local workforce. Structured parking is encouraged in *Urban Mixed-Use* category but is not required. Parking requirements may be satisfied through shared or cooperative parking agreements, which could include off-site garages or lots. The *Urban Mixed-Use* category should be in proximity to transit facilities.

Regional Mixed-Use

Regional Mixed-Use contains residential, commercial, and institutional uses at high densities. *Regional Mixed-Use* developments are typically located within regional centers and in close proximity to transit facilities, where midrise to high-rise buildings would be appropriate. Typical lower floor uses include, but are not limited to, offices, professional services, institutional uses, restaurants, and retail including grocery stores. The mix of uses may be vertically or horizontally distributed, and there is no requirement that a single building contain more than one use. Live/work housing options are permissible in *Regional Mixed-Use* areas to ensure access to housing options and services within close proximity for the local workforce. Where feasible, development is ideally built at the block scale, with minimum building setbacks. Parking requirements may be satisfied through shared or cooperative parking agreements, which can include off-site garages or lots. If parking requirements are satisfied on-site, structured parking is encouraged. Pedestrian spaces are encouraged to be generous in width and lighting, with streetscaping and signage scaled to pedestrians. *Regional Mixed-Use* projects encourage incorporation of transit facilities into development.

Employment/Flex Mixed-Use

Employment/Flex Mixed-Use provides a flexible live/work environment with an urban mix of residential and light service industrial uses. Uses include smaller-scale office, retail, art studio warehouses, art-oriented fabrication, creative businesses and workspaces, and cottage industrial and fabrication uses. Adaptive uses of vacant or underutilized structures are encouraged to provide residential urban infill and appropriate employment opportunities within or near neighborhoods. Buildings have a smaller footprint and can closely resemble campus-like development across multiple sites or with several multi-functioning buildings on one site.

Business/Innovation Mixed-Use

Business/Innovation Mixed-Use accommodates industrial uses with office, commercial, and residential uses, all within a cohesive setting, on a larger scale and within larger footprints than the *Employment/Flex Mixed-Use* category. Industrial arts workshops, high tech fabrication, processing and assembly, and other industrial uses are permitted, in addition to commercial uses. Vocational training, technological learning centers, medical campuses, and research/development institutions are also appropriate for these spaces. Additional environmental performance standards should be employed for properties designated as *Business/Innovation Mixed-Use*, such as hours of activity, loading, noise levels and lighting, to ensure that the intensity of the industrially oriented uses is comparable to that of the

other non-residential uses. The mix of uses may be either vertically or horizontally distributed. Live/work housing options are permissible in *Business/Innovation Mixed-Use* areas to ensure access to housing options and services within close proximity of business innovation areas for the local workforce. *Business/Innovation Mixed-Use* should incorporate transit and bicycle facilities to serve the training and employment base.

e. Industrial Land Use Category Descriptions

Light Industrial

Light Industrial includes a mix of manufacturing uses, business park, and limited retail/service uses that serve the industrial uses. Industrial uses should be screened and buffered from adjoining non-industrial uses. Any outside storage should be under a roof and screened from public view. Examples of *Light Industrial* uses include drug laboratories, furniture wholesalers, lumberyards, food production, and warehousing.

Heavy Industrial

Heavy Industrial includes heavy manufacturing, processing, and fabricating businesses. *Heavy Industrial* uses shall be concentrated at arterials, expressways, and railroad lines. This category is not compatible with neighborhood scaled categories or those that permit residential zoning. *Heavy Industrial* should be separated from non-industrial uses by an allowable land use or a significant buffer. Examples of *Heavy Industrial* uses include auto manufacturing, battery manufacturing, and petrochemical bulk storage.

Agricultural

Agricultural includes crop agriculture, ranching, and related agribusiness practices. Single-family detached houses and detached accessory dwelling units are permitted on agricultural and ranch lands at very low densities or in conservation subdivisions that will not interfere with agricultural operations. Limited commercial uses directly serving agricultural and ranching uses, such as farmers markets, nurseries, stables, bed and breakfasts are permitted. To maintain scenic qualities, natural vegetative buffers, deeper setbacks, increased signage control, earthen drainage channels, and more restrictive access management standards are desired along major scenic corridors. Floodplain protection and buffer zones along creeks and rivers are instrumental in retaining rural character.

f. Civic Land Use Category Descriptions

Parks/Open Space

Parks/Open Space may include, but is not limited to, large, linear, or unimproved land where conservation is promoted, and development is not encouraged due to the presence of topographic constraints or institutional uses on the site. *Parks/Open Space* may include utility corridors and public or private land uses that encourage outdoor passive or active recreation. Examples include city owned and/or operated pocket, regional, or linear parks, as well as private parks associated with subdivisions and neighborhood associations.

City/State/Federal Government

City/State/Federal Government includes areas owned and operated by a federal, state, or city agency. Examples may include government offices, public service facilities such as libraries and police stations, military bases, state colleges, and federal courts. This category does not apply to properties owned by a public agency but leased to and operated by another party.

5.4 Land Use Recommendations and Strategies

The topography, extent of undeveloped land, and designation of this area as part of the Edwards Aquifer Recharge Zone all highlight the importance of preserving the integrity of our water resources as this plan area continues to develop. Green infrastructure is the use of vegetative spaces and natural solutions to aid in stormwater management. Limiting impervious cover and protecting our riparian areas, steep slopes, and floodplains helps natural systems retain, detain, and absorb water. Parklands, greenbelts, cluster development, and use of Low Impact Development (LID) design solutions are common methods of strengthening green infrastructure.

Land Use Recommendation – LU 1

Encourage the development of mixed-use destinations that include housing with access to walkable amenities and green space.

Strategy – LU 1.1

Encourage cluster development projects that promote landscape preservation and more compact building footprints.

Strategy – LU 1.2

Increase the range of park and open space options to continue serving the growing population of the Rolling Oaks Area.

Strategy – LU 1.3

Explore the acquisition of riparian corridors for the creation of greenbelts and public parks/open spaces and to restrict development activity in these sensitive areas.

The Rolling Oaks Area Regional Center contains a significant amount of established retail and commercial development, particularly along Loop 1604 and Nacogdoches Road. As the area grows, it will be important to encourage continued performance of existing areas, while also attracting new commercial projects that benefit the region. The Rolling Oaks Mall site is one of the areas that has a possibility of redevelopment.

Land Use Recommendation – LU 2

Encourage creation of vibrant commercial areas, including mixed-use redevelopment or adaptive reuse, particularly of the Rolling Oaks Mall site

Strategy – LU 2.1

Ensure that the Rolling Oaks Mall site is positioned for redevelopment as a mixed-use project in a way that maximizes the value and opportunity of the site, while responding appropriately to the surrounding context.

Strategy – LU 2.2

Revisit parking requirements for large-lot, low Floor Area Ratio (FAR) commercial properties with surplus parking. Support decreased parking minimums on these existing sites to encourage infill and pad type development. This is especially applicable for regional commercial properties fronting Loop 1604.

Strategy – LU 2.3

Where the Future Land Use Map allows for arts and entertainment, consider rezoning properties in higher density areas to allow for more arts and entertainment-related development.

Of all the sectors of development, the industrial sector continues to be the strongest performer in this area, demonstrating very low vacancy rates and consistent new projects. The challenge for the Rolling Oaks Area Regional Center is to attract industrial development that provides jobs for people who live in the area today, and which will attract future residents to the area.

Land Use Recommendation – LU 3

Ensure continued productivity of industrial areas, while minimizing negative impact on nearby neighborhoods.

Strategy – LU 3.1

Aggregate industrial uses and restrict new residential development near industrial uses to minimize conflict.

Strategy – LU 3.2

Evaluate constrained parcels with limited access, limited visibility, or an unconventional shape for possible rezoning. Mixed-use land use designations and flexible zoning are particularly helpful for constrained properties, such as the parcel that sits between the railroad and the Holy Cross Cemetery.

Strategy – LU 3.3

Utilize the areas designated as Business/Innovation Mixed-Use to attract campus-scale development of specialized industries that provide desirable employment opportunities that can, in turn, attract new residents to the area

Strategy – LU 3.4

Preserve areas for industrial use that have rail and freeway access in this regional center.

The Future Land Use Map establishes patterns in density distribution where the highest density or intensity of development is aggregated in areas with highest level of transportation access. In areas where it would be a challenge to accommodate significant trip generation, properties should be developed at a lower density or intensity of use. The exception to this would be pedestrian- and transit-oriented projects positioned to generate a higher level of multimodal trips and impose less impact on the roadway system.

Land Use Recommendation – LU 4

Foster future development patterns that concentrate density and intensity near major highways and transportation corridors, decreasing development impacts for properties farther away.

Strategy – LU 4.1

Encourage a compatible, medium density mix of uses to ensure market responsiveness of undeveloped properties along Nacogdoches Road, outside of Loop 1604.

Strategy – LU 4.2

Review the zoning of properties that front Loop 1604 to ensure that they are aligned with the Future Land Use Map.

6 Focus Areas

6.1 Understanding Focus Areas

[See Figure 6: Focus Areas Map]

Focus areas identify key locations where future investments or other improvements are desired. While many recommendations in this plan are long-term and somewhat conceptual, the focus areas section offers more detailed visions for desirable ways in which these areas could be developed or evolve over time to help meet a variety of community goals.

While this section has detailed renderings, any specific style choices are for illustrative purposes only to show potential, rather than to prescribe development design.

6.2 Focus Area #1: Rolling Oaks Mall

a. Vision

A regional destination with large multi-functioning buildings that allow for a wide variety of commercial units, office spaces, community centers, dining and entertainment options, ample open spaces, and a range of medium to high-density residential options for the local workforce.

[See Figure 7: Focus Area #1 Map – Rolling Oaks Mall]

b. Location and Existing Conditions

One of the regional center's main employers, and the largest developed focus area, the Rolling Oaks Mall sits at the northeast intersection of Nacogdoches Road and Loop 1604. The mall and surrounding property comprise a large site which can be easily accessed from major roads and nearby neighborhoods. Despite its prime location and importance over time, foot traffic has significantly declined in the past decade possibly due to an increase of e-commerce sales, and the departure of major anchors from the mall. The availability of vacant stores and underutilized surface parking lots throughout the site provide an opportunity to transform this traditional mall into a vibrant social and economic hub, offering tailored interactions and experiences desired by the community.

c. Challenges

It is anticipated that the amenities and services envisioned on the site will attract a high volume of visitors to this area, which would create a demand for public transit. Further coordination with VIA Metropolitan Transit will be required to reevaluate a bus route that would connect this focus area to residents of the plan area and those who wish to visit from other parts of the city.

Figures 9 and 11 show proposed internal roads for circulation that include wide sidewalks with multi-use paths, improved streetscapes, native trees, and vegetation throughout the site. All those features will provide safety and comfort for all visitors. The graphics also illustrate higher-density development with a broad mix of uses near Loop 1604 to serve local and regional interests.

Uses facing Nacogdoches Road include a mix of smaller-scale commercial sites with lower-intensity residential areas. Trails and open spaces are also featured prominently, particularly towards the rear of the property touching the floodplain.

d. Opportunities

This Focus Area is envisioned to follow SA Tomorrow’s Adaptive Reuse Place Type which details design parameters for areas needing to evolve to remain relevant either with their current use or with a change to a new use. Part of this evolution includes turning underutilized tenants and parking lots into economic development opportunities.

Central to the vision for this site is to integrate a diverse range of uses for multiple generations to allow for the community to remain active and connected while supporting the local economy. The appropriate development will prioritize green infrastructure practices such as rain gardens, permeable pavement, green roofs, and solar energy. This network of green spaces will not only provide environmental benefits but will also increase the spaces for gathering and recreation throughout the site.

Additionally, this focus area intends to address the need for better connectivity within the regional center by incorporating a mobility hub that will bring people together through public transportation, a bike share system, e-scooters, and a complete street design.

e. Key Investments and Improvements

The following are key investments and improvements to address the Rolling Oaks Mall Focus Area challenges and opportunities.

- Support the development of a mix of uses including older adult housing, townhomes, multifamily residential, hotel, and medical office.
- Establish an Older Adult Center close to older adult housing.
- Acquire land to establish a regional park with a pool and other recreation amenities identified by the community
- Encourage and incentivize green infrastructure improvements, green roofs, and increased tree canopy in each phase of redevelopment of the Rolling Oaks Mall site.
- Integrate a multimodal mobility hub, cycle tracks, and multi-use paths throughout the development to encourage active recreation and multimodal connectivity to other destinations in the area
- Create amenity-rich outdoor spaces and plazas to encourage community gatherings and events.

f. Transformative Project: Rolling Oaks Mall

[See **Figure 8: Transformative Project: Rolling Oaks Mall – Existing**]

[See **Figure 9: Transformative Project: Rolling Oaks Mall – Concept**]

[See **Figure 10: Transformative Project: Rolling Oaks Mall Looking North – Existing**]

[See **Figure 11: Transformative Project: Rolling Oaks Mall Looking North – Concept**]

The Rolling Oaks Mall Transformative Project concept was developed with Planning Team input during a Digital Design Charette, where staff and consultants developed the illustrations shown in Figures 8 – 11.

These illustrations depict a concept for how the site could be developed—including proposed uses and desired design features—to fulfill community needs and aspirations. The conceptual development pays special attention to design, building heights, public spaces, and multimodal connectivity. The concept shows how a mix of community-serving uses could be integrated into the current site while still maintaining adequate parking. The rendering also represents a vision that provides greater opportunities for gathering and using outdoor spaces as places for recreation and safe mobility within the site. Another important concept is integrating green infrastructure and development designs that mitigate the urban heat-island effect and support stormwater management throughout the site.

6.3 Focus Area #2: Nacogdoches Road and Evans Road

a. Vision

A flexible live/work environment that provides neighborhood-scale amenities. Leveraging the focus area's proximity to the Rolling Oaks Mall, the City of Live Oak, and the City of Selma, this site can support many residents with a range of neighborhood-serving commercial sites, such as small office spaces, professional services, retail establishments, and housing opportunities.

[See **Figure 12: Focus Area #2 Map – Nacogdoches Road and Evans Road**]

b. Location and Existing Conditions

At the easternmost edge of the plan lies the largest vacant land area in this regional center. This area is bordered by Evans Road to the east and Nacogdoches Road, one of the oldest roads in San Antonio, to the north. Nacogdoches Road has served as a direct connection between Mexico City in the south and Northern Louisiana in the north, following the historic path known as El Camino Real de los Tejas.

Although Nacogdoches Road has been an important connector historically, there is currently no VIA route today connecting the residents of the area to this site. As a result, this area may appear somewhat remote from the center of activities within the regional center, and the rest of the City. However, while most of the land along this stretch of Nacogdoches remains undeveloped, there are significant landmarks situated on this street, including Rolling Oaks Mall, Rolling Meadows Elementary School, and two cemeteries—Holy Cross Cemetery and Davenport Cemetery.

c. Challenges

One key design constraint of the property is the large, Cibolo Creek floodplain areas along the southern and southwestern portions of the site. Development plans should utilize the floodplain areas to incorporate green spaces and green infrastructure whenever possible. The conceptual illustration (Figure 14) shows desirable uses for the land within the floodplain, including a combination of passive recreational activities, such as community gardens and trails, and active recreational activities such as sports courts. Additionally, green trail connections to Evans Road have been recognized on the site plan to enhance accessibility and mobility of visitors to the site in a safe and convenient manner.

Another critical design element of the SA Tomorrow Comprehensive Plan Green Neighborhood Place Type this concept is based on, is the integration of sustainable materials and technology into the site.

Thus, this focus area incorporates flooding mitigation elements, solar panels, and a strong network of connected pedestrian and bicycle trails.

d. Opportunities

Despite the rural feel of the site and its immediate surroundings, there are different factors that make this focus area a prime location for future development. Its proximity to the City of Live Oak, and the City of Selma, the planned expansion of Retama Parkway as a major thoroughfare, and the planned University Health acute care, full service hospital and medical office building at the corner of Retama Parkway and Lookout Road all support a range of uses and users on this site in the future.

The section of land facing Nacogdoches Road and the proposed extension of Retama Parkway should prioritize commercial offerings for both residents of the area and those passing through those corridors. Additionally, housing options should be located within walking distance of the commercial activities, starting at a moderate level of intensity, and gradually decreasing as the land approaches the floodplain at the rear of the property.

Lastly, the community wishes to honor the history and spirit of this area which could be done by highlighting the importance of Cibolo Creek, the Spanish Trail called El Camino Real de los Tejas, and the historic Davenport Cemetery. To achieve this, a display of historic narratives, art, and green amenities should be strategically placed to celebrate the history of the site.

e. Key Investments and Improvements

The following are key investments and improvements to address the Nacogdoches Road and Evans Road Focus Area challenges and opportunities:

- Multi-jurisdictional collaboration to implement the extension of Retama Parkway north from its current terminus at Oakmont Bend, including a crossing of the Union Pacific rail line. This will connect the Rolling Oaks Mall area, future development of Focus Area #2, and the City of Selma.
- Well designed and safe intersection improvements and pedestrian crossings at: Retama Parkway and the Union Pacific rail tracks, at Retama Parkway and Nacogdoches Road, and at Nacogdoches Road and Evans Road.
- Design gateway elements for the intersection of Evans Road and Nacogdoches Road to reflect community history and values and the style of new development which occurs in Focus Area #2.
- Encourage the development of diverse housing types including dispersed duplex garden homes, townhomes, and low- to medium-density multi-family.
- Invest in a regional park accessible to the mixed-use areas and tied into the trails and open space of the flood plain area.
- Incorporate green infrastructure best practices into the design of mixed-use areas, Nacogdoches Road, and a future Retama Parkway extension.

f. Transformative Project: Nacogdoches Road and Evans Road

[See **Figure 13: Transformative Project: Nacogdoches Road and Evans Road – Existing**]

[See **Figure 14: Transformative Project: Nacogdoches Road and Evans Road – Concept**]

[See **Figure 15: Transformative Project: Nacogdoches Road and Evans Road Looking Southwest – Concept**]

[See **Figure 16: Transformative Project: Nacogdoches Road – Existing Streetscape**]
[See **Figure 17: Transformative Project: Nacogdoches Road – Streetscape Concept**]

The Nacogdoches Road and Evans Road Transformative Project concept was developed with Planning Team input during a Digital Design Charette, where staff and consultants developed the illustrations shown in Figures 13 – 17.

These illustrations depict a concept for how the site could be developed—including proposed uses and desired design features—to fulfill community needs and aspirations. The conceptual development pays special attention to a community-serving mix of uses, floodplain constraints, opportunities for regional connection, public gathering and recreation spaces, and multimodal connectivity, especially along a re-envisioned Nacogdoches Road. One view of the conceptual design is shown in Figure 15 with the view oriented southeast from the perspective of Nacogdoches Road. This image displays the desired mixed-use design that allows walkability within the development. It also highlights the density envisioned for the development, which includes a variety of housing types, blended with mixed-use buildings, where the first floor is activated commercial and retail spaces. The main goal of the community is to create a walkable node where one could park and visit on foot the different destinations available within this site.

To mitigate potential flooding issues, the development within this focus area is to be situated outside of the floodplain. The Planning Team imagines the floodplain as a recreational asset and as an opportunity to provide potential community green spaces such as trails and sports courts. This provides an area that supports the future residents in the mixed-use development and encourages visitors and workers to extend their stay and explore the site.

Figure 17 depicts a streetscape concept for Nacogdoches Road that incorporates a multi-use path, street trees, green infrastructure improvements, and integration with public and mixed-use spaces within the future development including plazas, seating options, and activated ground floor uses.

6.4 Focus Area #3: Rain Tree Path

a. Vision

A walkable green trail that safely connects area residents to public parks and the two major streets in the plan area: Toepperwein Road and Nacogdoches Road.

[See **Figure 18: Focus Area #3 Map – Rain Tree Path**]

b. Location and Existing Conditions

An informal path currently extends from Lookout Road at the southernmost portion of the plan area, to Nacogdoches Road on the north, traversing different city-owned and privately-owned properties. Along Toepperwein Road, there are established residential neighborhoods, but the area is also seeing growth on remaining vacant land. Similarly, Nacogdoches Road is an established commercial corridor, with new businesses continuing to emerge as well. Despite the significant residential and commercial growth in

this part of the regional center, sidewalks, and road improvements are lacking. As a result, residents mainly rely on cars to access and navigate the path

c. Challenges

As areas within this regional center continue to develop rapidly, the opportunities for creating quality spaces for public recreation decrease. This focus area intends to provide residents with alternative and safe modes of traveling to the various amenities sprouting nearby. The strategic location of this proposed green trail which bisects a portion of the plan area north to south, will improve mobility for nearby residents while creating a new recreational experience for them to enjoy.

d. Opportunities

Unlike most areas within this regional center that are car-oriented, this trail will prioritize pedestrian comfort and safety. A critical component behind the design was to encourage an active pedestrian amenity that integrates landscaping and connectivity into planned public and private common spaces.

The conceptual illustration for this green trail shows significant streetscape improvements that include a wide trail, improved lighting, clear signage and wayfinding elements, art, and natural vegetation with a prominent tree canopy for shade. These features provide opportunities to add recreation while introducing new ways of navigating through this part of the plan.

Safety priorities are reinforced throughout the site by integrating defined connections. Visitors should be allowed to access the trail from the intersection of Toepperwein Road and Lookout Road on the south end, the intersection of Nacogdoches Road and Toepperwein Road on the north, and midway, where Raintree Park is located. Crosswalks and trailheads should be prominent and provide clear signalization for those walking or driving through the area.

e. Key Investments and Improvements

The following are key investments and improvements to address the Rain Tree Path Focus Area challenges and opportunities:

- Provide safe and comfortable intersection crossing improvements at the intersections of Toepperwein and Lookout roads and at Toepperwein and Nacogdoches roads. See also **Mobility Area C: Nacogdoches Road from Toepperwein Road to Fox Knoll Street** in **Section 7.3.c** and **Figures 33 and 34**).
- Install clear, welcoming signage along the new trail, especially at key trailheads along Toepperwein Road and at Raintree Park.
- Work with the community to on concept for public art to complement Raintree Park and its trailhead.
- Install pedestrian scale and wildlife-friendly lighting in key locations along the proposed trail.

6.5 Focus Area #4: Stahl Road Green Space

a. Vision

Create a safe and walkable connection from Stahl Road to Comanche Lookout Park, support conservation efforts, and offer passive recreational activities

[See **Figure 19: Focus Area #4 Map – Stahl Road Green Space**]

b. Location and Existing Conditions

Adjacent to Comanche Lookout Park, a beloved public landmark in this area, lies a large undeveloped site with the potential to extend the current boundaries of the park. This proposed extension aims to establish a direct connection to the park for those residential areas located along Stahl Road, which are currently located more than a half-mile distance from any public park.

c. Challenges

The parcel is privately owned and is currently designated on the Future Land Use Map as Low Density Residential. Cooperation and willingness of the current property owner would be needed to convert the area into park space or to provide more easements allowing walking or cycling access through the property to the north end of Comanche Lookout Park.

d. Opportunities

The community envisions this new connection as an opportunity to preserve more of the area’s natural habitat, while also offering green trails and enhancing mobility options for those residents seeking safe pedestrian and cyclist-friendly routes to access the park.

The development is encouraged to provide some parking, but efforts should be focused on supporting a safe and comfortable environment for visitors accessing the site by foot or bike. Proposed amenities wanted by the community include improved lighting throughout the site, public art, and wayfinding features.

Recommendations for streetscape improvements along Stahl Road include reducing the current width of the street using chicanes that will act as traffic calming devices. Additional recommended features to add street safety include connecting missing sidewalks, widening those sidewalks, adding clear street pavement markings, and introducing protected bike lanes with native planters throughout the street.

e. Key Investments and Improvements

The following are key investments and improvements to address the Stahl Road Green Space Focus Area challenges and opportunities:

- As part of proposed improvements along Stahl Road, ensure that walking and cycling access to and through Focus Area 4 is improved.
- Incorporate green infrastructure improvements along Stahl Road and Rocky Creek to reduce stormwater flooding in the area.
- Formalize trail connections through the property from Stahl Road to the trails at the north end of Comanche Lookout Park.
- Improve pedestrian-scaled lighting at key entry points to the area.

7 Mobility

7.1 Mobility Snapshot

Our ability to safely and affordably move around in the City and easily access daily needs is a key concern for future growth. This section suggests strategies and future improvements to help the plan area thrive in the future, instead of becoming more and more congested.

SA Tomorrow Multimodal Transportation Plan

In 2016, the City of San Antonio adopted the SA Tomorrow Multimodal Transportation Plan to make the city’s transportation system “sustainable, safe, convenient, efficient, and inclusive of all modes.” The plan adopted by City Council established “a shift in focus from moving vehicles to moving people,” to manage traffic congestion and improve transportation choices. The plan identified two primary and interdependent methods for managing future mobility needs: Develop a land use pattern and policy to promote and facilitate the ease of and improved access to local trips; and encourage more transportation options beyond driving alone for people traveling to and from the area.

The SA Tomorrow Multimodal Transportation Plan acknowledged that we cannot build our way out of congestion by continuously adding lanes and that the Comprehensive Plan, and associated land use plans, are a primary opportunity to improve mobility in San Antonio. The City of San Antonio SA Climate Ready Climate Action and Adaptation Plan recognized that transportation contributes to 38% of all greenhouse gas emissions in San Antonio (Source: TxDOT Roadway Inventory, 2023). By welcoming more people to urban centers, regional centers, and transit corridors, trip lengths are shortened, more transportation choices are made viable, emissions reduced, and quality of life improved.

Vision Zero Action Plan, Complete Streets Policy, and Bike Network Plan

The City of San Antonio Transportation Department oversees three important initiatives that can influence and guide the prioritization and implementation of Mobility recommendations and strategies included in all SA Tomorrow sub-area plans: the Vision Zero Action Plan, the Complete Streets Policy, and the Bike Network Plan.

The Vision Zero Action Plan focuses on eliminating traffic fatalities by identifying key priorities & actions to enhance safety for the City’s transportation system and our growing community.

The Complete Streets Policy promotes a safe, connected, resilient, and equitable transportation network through a shift in street and road design that ensures equitable access to community resources for all people.

The Bike Network Plan guides how we build infrastructure like trails, bike lanes, and crossings to create a network of safe and comfortable bike facilities that connect us to the places we want to go. (The Bike Network Plan is being developed while this sub-area plan goes through the adoption process but is anticipated for City Council adoption in approximately 2025).

Proposed projects and studies in this Mobility section are based on analysis conducted and community input received during the two-year development of the sub-area plan. However, each is subject to further evaluation and refinement to ensure alignment with these important adopted mobility-related policies and plans.

Neighborhood and Regional Services Uses

This Regional Center is served by multiple major arterials and Loop 1604, a limited-access highway that encircles the outer suburbs of the San Antonio metropolitan area. Loop 1604 bisects the area into eastern and western halves and has major exits at Green Mountain Road, Judson Road, Lookout Road, and Nacogdoches Road, the last of which serves as the primary link to Downtown.

All these roads are considered important arterials in the San Antonio Major Thoroughfare Plan. Neighborhoods in the Rolling Oaks Area Regional Center are generally clustered along arterials and tend to have limited access points. As the Rolling Oaks Area Regional Center is mainly residential and undeveloped land, connectivity of the transportation network is sparse. There are significantly more major east-west roadways (heading to and away from Downtown) than there are north-south roadways. Key destinations for the community include the Rolling Oaks Mall, Comanche Lookout Park, and various schools.

H+T (Housing Plus Transportation) Costs

The combined costs of housing and transportation (commonly referred to as H+T) are often a large portion of a household's budget. Experts recommend the combined total not be more than 45% of household income, with no more than 30% of household income devoted to housing costs and no more than 15% devoted to transportation costs. In the Greater San Antonio Region, that total on average is 46% (based on 2019 American Community Survey (ACS) data) according to the H+T Affordability Index developed by the Center for Neighborhood Technology (CNT). While the current combined H+T cost is close to the overall recommended total, it is important to note that the San Antonio area has traditionally had lower than average housing costs and higher than average transportation costs. Using the most recent 2019 data, San Antonio has average housing costs of 24% of household income (compared to the 30% recommendation). In contrast, average annual transportation costs as a percentage of household income are 22%, almost 47% higher than the recommended level of 15%. With traditionally below-average housing costs rising in the San Antonio area in recent years, providing transportation alternatives and affordable mobility options is an important goal of each SA Tomorrow sub-area plan.

Walkable and bike friendly communities that provide great transit options can reduce average household transportation costs. Eliminating annual ownership and maintenance costs for one or more vehicles can save over \$10,000 per vehicle from a household budget. In addition, from a resiliency perspective, if people have an alternative to driving alone, transportation costs can be stable even when gas prices rise. As more people choose to go to their destination on foot, bicycle, or public transit, the number of cars on the road will be minimized and can potentially reduce traffic congestion and delays for people who choose to drive.

The plan area is served by multiple high-capacity roadways, but lacks both VIA Metropolitan Transit routes, as well as complete, connected networks of sidewalks and bike trails. Once connected, these transportation networks work together to give residents access to services in a more efficient, affordable, and sustainable manner.

a. Cars

Due to the dominance of highways and automobile infrastructure, it is difficult for community members in the Rolling Oaks Area Regional Center to access points of interest using multimodal transportation options. Neighborhoods in the Regional Center are clustered off arterial roads, with limited points of access in and out of subdivisions. As a result, drivers must take alternative routes to avoid traffic which

can increase speeds on residential streets. Community members highlighted neighborhoods prone to connectivity issues such as Fox Run, Rolling Meadows, and Comanche Ridge.

Loop 1604 and its frontage roads carry most of the area’s traffic, and Nacogdoches Road is the busiest corridor to traverse Loop 1604, carrying around 21,000 vehicles per day (Source: TxDOT Roadway Inventory, 2023). Freight traffic primarily uses Loop 1604, with over 6,800 in estimated daily truck volume, as well as light freight traffic on Nacogdoches Road outside Loop 1604 (Source: TxDOT Roadway Inventory, 2023).

While Loop 1604 is below the regionwide average for vehicular crashes, Nacogdoches Road and Stahl Road are above. Additionally, the City of San Antonio’s Major Thoroughfare Plan aims to extend Evans Road and Nacogdoches Road, providing more connections to the west and south.

Crashes

It is often assumed that drivers are following the established speed, pedestrians have the infrastructure to walk and cross at designated intersections, and cyclists have the necessary bike lanes or protections to seamlessly share the road. However, inadequate road conditions coupled with driving violations, often results in a high number of traffic-related injuries and fatalities in San Antonio every year. To address this challenge, the City has identified Severe Pedestrian Injury Areas (SPIAs) in the 2020 Severe Pedestrian Injury Areas Report. This study highlights the urgency of implementing street improvements to ensure the safety of all road users.

The number of vehicular crashes in this regional center is below the average for the entire San Antonio region. The highest frequency of crashes is observed on Nacogdoches Road, particularly at the intersection of Toepperwein Road. The segment along Nacogdoches Road between Toepperwein Road and Fox Knoll Street has been identified as an area where vehicular collisions occur frequently and requires additional traffic safety measures. In 2020 alone, this ¼ mile stretch witnessed three pedestrian crashes and two severe pedestrian injuries.

Parking

The presence of parking significantly influences urban design and character. Transforming land into parking spaces results in economic and environmental drawbacks. Large areas of parking near buildings increase the separation between buildings and the street, which consequently leads to longer distances for pedestrians to travel. Where walking is challenging, driving becomes the predominant mode of transportation. This pattern is commonly observed in suburban areas, including the Rolling Oaks Area Regional Center. Additionally, large, underutilized parking areas raise significant environmental concerns.

The San Antonio River Authority (SARA) conducted a Watershed and Land Use Study for the Rolling Oaks Area Regional Center which demonstrated that the expansion of impervious surfaces is likely to decrease green spaces, promote the formation of heat islands, contribute to frequent flooding, reduce groundwater recharge, and degrade water quality through the dispersion of various pollutants in the air and water.

In order to minimize potential economic and environmental losses, future development needs to consider adequate green spaces and incorporate green infrastructure, trees, and other shade canopies and solar energy opportunities when possible - especially in parking facilities.

[See **Figure 20: Example Parking Lot Enhancements – Before**]

[See **Figure 21: Example Parking Lot Enhancements – After**]

[See **Figure 22: Example Parking Lot Enhancements – After**]

[See **Figure 23: Example Parking Lot Enhancements – After**]

b. Transit

Bus Service

There is currently no fixed-route transit service to the Rolling Oaks Area. Until the summer of 2019, three bus routes connected the plan area. These routes have been replaced with VIA Link, a new rideshare mobility service from VIA Metropolitan Transit, which is an innovative program designed to provide on-demand transit service in several specific zones in different parts of the San Antonio area.

VIA Link

VIA Link is a ride-sharing program where people may share a ride with as many as four other people. Like Uber or Lyft service, customers can request a trip through a convenient app and can begin and end a trip anywhere within the zone or connect with the regular VIA bus service to continue their trip.

The Rolling Oaks Area Regional Center is served by the Naco Pass VIA Link Service Zone which encompasses the area from the Rolling Oaks Mall to Thousand Oaks Drive about four miles to the southeast. To travel within this zone, residents can call VIA dispatch or use a VIA Link mobile application to book a ride. VIA Link riders can travel anywhere within the zone or drop off at the Naco Pass transfer point for connections to the rest of the transit system. The VIA Link service is averaging between 8,800 and 10,200 passengers per month. In the future, a potential VIA Rapid Transit corridor is planned to connect the Rolling Oaks Area to Downtown along Nacogdoches Road. The line is anticipated to terminate near the intersection of Nacogdoches Road and Loop 1604, connecting the mall area to Downtown.

c. Bikes

In general, there is little infrastructure dedicated to cyclists in the Rolling Oaks Area Regional Center. There is one shoulder bike lane along Nacogdoches Road in front of the Rolling Oaks Mall, but the wide automobile lanes, divided highway, and 45 miles per hour speed limit mean this road is very stressful for potential cyclists. Several trails within Comanche Lookout Park connect the surrounding neighborhoods, school, and library, but these are best suited to recreation rather than transportation.

d. Pedestrian

For pedestrians, sidewalk infrastructure is inconsistent and missing in many areas along the major roadways. For example, there are no sidewalks along Green Mountain Road and Nacogdoches Road, and if there are sidewalks, most are less than six feet wide. This forces people to walk either on the shoulder or the grass along these roads, which results in an uncomfortable and inaccessible experience for people walking. Nacogdoches Road at Toepperwein Road was identified by the City of San Antonio as a Severe Pedestrian Injury Area (SPIA) in their 2020 Severe Pedestrian Injury Areas Report. This quarter mile of roadway sees the highest frequency of pedestrian fatalities and severe injuries in the plan area. There have also been pedestrian crashes along the Loop 1604 frontage road and Stahl Road.

7.2 Mobility Map

[See Figure 24: Mobility Map]

a. How is the Mobility Map used?

The Mobility Map was developed by Planning Department staff and the consultant team with input from Planning Team members and the community. The intent of this map is to provide information and context to decision makers about needed plan area improvements and potential impacts of new developments.

Potential Improvements

This map highlights many of the plan area’s mobility related needs, and some potential improvements that could be funded with public investment. These improvements are meant to support a well-functioning, equitable, and connected transportation system that accommodates all community member’s needs, now and in the future. Furthermore, this map highlights some of the areas within the plan area that need improvements to help the City meet its Complete Streets and Vision Zero goals.

All potential improvements require further study prior to implementation to confirm consistency with design standards and impacts on the transportation system.

This map may be used to help understand how transportation and mobility investments and programs can support existing communities as well as future development.

b. Mobility Map Legend

Proposed Elements

Proposed Elements show improvements that could address site specific needs. Proposed Elements include:

- Road Extension
- Walk/Bike Trail Extension
- Sidewalk Gap
- Crossing Improvements
- Proposed New Traffic Signal
- Additional Bus Stop

Recent Public Investment

Bond-funded projects related to mobility are shown to provide information about recent, ongoing, and upcoming investments in the area. Projects shown are from the following Bond Programs:

- 2022-2027 Bond Program
- 2017-2022 Bond Program

Mobility Areas

Mobility Areas are locations that have a demonstrated need for improvement or provide a unique opportunity to improve the plan area’s transportation system. Mobility Areas identified on Figure 24 include:

- A. Judson Road from Kissing Oaks Street to Chestnut View Drive
- B. Stahl Road Corridor
- C. Nacogdoches Road from Toepperwein to Fox Knoll Street
- D. Nacogdoches Road from Loop 1604 to Dolente Road
- E. Future Extension of Retama Parkway
- F. Nacogdoches and Evans Road Intersection

Full details on each of the six Mobility Areas are in Section 7.3

c. Proposed Elements

Proposed Elements show improvements that could address site specific needs. Proposed Elements include:

Roadway Extension

Opportunity to extend a roadway to improve connectivity, provide easier access to important community areas and amenities, or better serve a newly developed area.

Walk/Bike Trail Extension

Opportunity to extend a walk or bike trail to improve connectivity, provide easier access to important community areas and amenities, or better serve a newly developed area.

Sidewalk Gap

Signage and wayfinding direct you from point to point and confirm your progress along a route. This type of signage is especially helpful for areas with numerous landmarks to highlight.

Crossing Improvements

Entrances or locations that mark the arrival to an area (neighborhood, district, etc.) or specific destination (park, recreational area, or activity hub) serve as gateway features. These gateways help create a sense of place and overall civic identity. They can take many physical forms, but typically include one or more of the following: distinctive landscaping, unique lighting, iconic architectural elements, monuments, public art and/or signage.

[See **Figure 25: Example Mid-block Crossing Improvements – Existing**]

[See **Figure 26: Example Mid-block Crossing Improvements – Concept**]

Proposed New Traffic Signal

A new traffic signal can help alleviate increased traffic congestion and back-ups created from new development and activity in an area at intersections that severely limit traffic flow.

Additional Bus Stop

Potential future bus stop locations are noted on the map to show how expansion of fixed route service could increase the mobility options of area residents, employees, and visitors.

d. Bond-Funded Projects

2022-2027 Bond Program

Streets, Bridges, & Sidewalks

Proposition A included funds for “Streets, Bridges, and Sidewalks.” Seven Mobility-related projects

funded through this proposition in the Rolling Oaks Area include:

- Toepperwein Road (Nacogdoches Road to Raintree Forest)

2017-2022 Bond Program

Streets, Bridges, & Sidewalks Improvements

Proposition 1 included funds for “Streets, Bridges, and Sidewalks.” No Mobility-related projects funded through this proposition are in the Rolling Oaks Area.

7.3 Mobility Areas

Mobility Areas are locations that have a demonstrated need for improvement or provide a unique opportunity to improve the plan area’s transportation system. The six Mobility Areas (A-F) on Figure 24: Mobility Map are described in detail below.

a. Judson Road and Knollcreek Drive

Judson Road, located at the western edge of the plan area, is a primary roadway that connects the community to multiple parks, schools, and residential neighborhoods. While this road is generally suitable for cars, there are significant mobility challenges between Kissing Oaks Street and Knollcreek Drive for pedestrians and cyclists residing in High Country Homeowners Association and Vista Neighborhood Association. These challenges prevent them from safely utilizing alternative means of transportation. The hazardous street conditions in this area include a railroad crossing, inadequate street lighting, lack of sidewalks, or narrow sidewalks where they are present. This is particularly concerning because Judson Road, north of Nacogdoches Road, is a high-speed road that simultaneously serves students attending Harris Middle School and Steubing Ranch Elementary School.

To address the current street conditions, it is recommended to enhance this section of the road with several safety features. A top priority is improving sidewalk coverage and width for pedestrians. Currently, pedestrians are forced to use sidewalks that are typically four feet wide, offering no protection from fast-moving cars. Additionally, there are no crosswalk opportunities along this half-mile stretch to connect pedestrians to the aforementioned schools. Important improvements illustrated on Figures 29 and 31 are midblock crosswalks that serve as refuge for people walking, shortening the distance to cross at one time. Other suggested improvements include a raised median and crosswalk for traffic calming, raised bike lanes for higher visibility, clearly delineated crosswalk markings near the railroad tracks, and improved street lighting and landscaping.

[See **Figure 27: Judson Road and Knollcreek Drive – Existing (Mobility Area A)**]

[See **Figure 28: Judson Road and Knollcreek Drive – Concept (Mobility Area A)**]

[See **Figure 29: Judson Road Rail Crossing – Existing (Mobility Area A)**]

[See **Figure 30: Judson Road Rail Crossing – Concept (Mobility Area A)**]

b. Stahl Road Corridor

Stahl Road connects two residential neighborhoods to Nacogdoches Road, which is a major roadway in this regional center. West of where it intersects with Green Mountain Road, Stahl Road is a long straight road that lacks safe and connected sidewalks and bike lanes, limiting transportation options for residents and visitors of the area. East of where it intersects with Green Mountain Road, there is a sharp

turn, and the road lacks adequate sidewalks and bike lanes for people walking and cycling who commute along Stahl Road and Green Mountain Road frequently due to the distribution warehouses off Green Mountain Road, the Walmart Shopping Center off 1604 and Nacogdoches Road, and commercial uses along Nacogdoches Road. Major challenges experienced by residents of the High Country Homeowners Association and Fox Run Neighborhood Association include drivers speeding on Stahl Road, which gets worsened by the fact that there are no adequate sidewalks or lighting for those who decide to walk or cycle to the nearby commercial sites.

Throughout the Rolling Oaks Area Regional Center planning process, the community regularly expressed the urgency of redesigning this road with safe and convenient multimodal options. Special attention must be paid to providing pedestrians with complete and comfortable sidewalks and crossing points along the stretch. One of the main safety features proposed to prevent vehicles from reaching high speeds is the incorporation of chicanes. Chicanes are curb extensions placed on alternating sides of the street forming an S-shape. The idea behind a chicane is that by forcing drivers to weave throughout the street, it creates a driving condition that encourages attention and forces slower speeds. In addition to this traffic calming objective, another benefit of chicanes is an increase of planter and green space for landscaping, street trees, and improved stormwater retention.

Other street design concepts illustrated in Figure 32 include pedestrian-scale lighting, wide sidewalks and separated, protected bike lanes on both sides of the street. Lastly, it's also recommended that the sharp turn just east of Green Mountain Road be further studied to determine whether property acquisition is necessary to design an intersection that forces safe speeds, reduces crashes, and improves safety. Residents expressed that a lack of visibility while driving through this turn increases the likelihood of traffic injuries and fatalities

[See **Figure 31: Stahl Road – Existing (Mobility Area B)**]

[See **Figure 32: Stahl Road– Concept (Mobility Area B)**]

c. Nacogdoches Road from Toepperwein Road to Fox Knoll Street

Nacogdoches Road is an important arterial, and the only one to traverse this regional center entirely from east to west. In the 2020 Severe Pedestrian Injury Areas (SPIA) Report, the City of San Antonio identified a specific section of this roadway as a SPIA. These areas are defined as locations within a half-mile radius where two or more crashes have resulted in fatal or serious injuries. Navigating through this segment of Nacogdoches presents multiple hazards for drivers, cyclists, and pedestrians alike. Those conditions include incomplete and unsafe sidewalks, inadequate crossings, and a short turning cycle at the Nacogdoches Road and Toepperwein Road stoplight intersection, which often results in fast and careless turns by drivers.

Given these conditions, walking and cycling becomes much less practical and significantly more dangerous. The key design features illustrated in Figure 34, aim to minimize the risk of injuries and fatalities for all modes of transportation along this segment of the road. These strategies involve reducing lane widths in both directions, implementing raised and illuminated medians to lower speeds, establishing protected sidewalks, clearly marking street crossings, installing illuminated bollards, and incorporating native vegetation. These improvements correspond to the northwest end of Focus Area #3 – Rain Tree Path (see **Section 6.4** and **Figure 18**).

[See **Figure 33: Nacogdoches Road and Toepperwein Road – Existing (Mobility Area C)**]

[See **Figure 34: Nacogdoches Road and Toepperwein Road – Concept (Mobility Area C)**]

d. Nacogdoches Road from Loop 1604 to Dolente Road

Nacogdoches Road from the Loop 1604 interchange to Dolente Road, is a busy street segment situated east of Loop 1604. When traveling through this roadway, users are faced with very long blocks, wide streets and intersections, two lanes of traffic in each direction, and very high speeds. Residents of the area need improved connectivity to key places of interest, such as Rolling Oaks Mall, and other destinations located west of Loop 1604. Enhancing this stretch of Nacogdoches Road, including a pedestrian improvement to the interchange, will create a safe, and comfortable walking environment, and thus support economic and pedestrian activity in the area.

To tackle those challenges, proposed street improvements at the Nacogdoches Road and Loop 1604 intersection include wide and buffered sidewalks, improved intersections with raised medians, landscaping with an abundant canopy, improved lighting, shaded structures to protect pedestrians from the elements, and a raised crosswalk for traffic calming and higher visibility of all road users. From the interchange to Dolente Road, suggested street improvements include widening sidewalks, adding better lighting, and introducing protected bike lanes that will allow residents of the Rolling Meadows neighborhood to safely reach the amenities provided at Rolling Oaks Mall without driving to the site.

[See **Figure 35: Nacogdoches Road and Loop 1604 – Existing (Mobility Area D)**]

[See **Figure 36: Nacogdoches Road and Loop 1604 – Concept (Mobility Area D)**]

e. Future Extension of Retama Parkway

This mobility area encourages the extension of Retama Parkway from Oakmont Bend in Selma north through Focus Area #2 to Nacogdoches Road, as shown in the Major Thoroughfare Plan. Focus Area #2 (Section 6.3) is a large, undeveloped area between Rolling Meadows neighborhood and Evans Road, north of the Union Pacific Rail Line and south of Nacogdoches Road. Community stakeholders identified this area as a good location to accommodate anticipated growth, which could start to occur over the next 5-15 years. The Future Land Use Map for this area designates it as Neighborhood Mixed-Use to support a vibrant mix of housing types, commercial and retail opportunities, and community amenities and open spaces. It is projected that creating new live, work, and play opportunities will attract people to relocate or visit this regional center, ultimately leading to increased economic activity and overall economic growth.

This extension of Retama Parkway will provide important connectivity for future residents and employees of development that occurs in Focus Area #2. It will also serve as an important north-south regional connection between the City of Selma and the I-35 corridor with the Nacogdoches Road corridor and attractions like the Rolling Oaks Mall. The extension will have to overcome several challenges, including a safe crossing of the Union Pacific rail line and navigating a safe and environmentally responsible way through the FEMA 100-year Floodplain which encompasses much of the southern portion of Focus Area #2.

The proposed Retama Parkway extension is designated as a Secondary Arterial Type A in the Major Thoroughfare Plan. When the project receives funding, that designation should be reconsidered to ensure a balance between needed vehicle throughput and creating a safe, comfortable road that serves the needs of the community. Well-designed street infrastructure that is convenient, comfortable, and

safe for all modes will be needed to accommodate the dynamic and thriving community that is envisioned for Focus Area #2. Key design features should include wide sidewalks and bike paths, convenient and attractive crosswalks, raised medians for pedestrian protection, clear visibility to vehicular traffic, green infrastructure, and a generous tree canopy.

f. Nacogdoches Road and Evans Road Intersection

The eastern edge of the sub-area plan includes the intersection of Nacogdoches Road and Evans Road, which is also the dividing line between the City of San Antonio and Comal County to the east. These roads primarily serve workers and commuters who rely on private vehicles for their daily transportation needs – some of whom commute along Evans and/or Nacogdoches roads as an alternative route to avoid heavy traffic along Loop 1604, particularly around the Loop 1604 and I-35 interchange. Freight and industrial equipment vehicles also commute along these roadways, heading north towards the industrial uses on Green Mountain Road or toward the industrial campuses in the cities of Selma and Schertz. A very small fraction of users also includes cyclists enjoying the bike trails available on Evans Road. However, due to the abundance of vacant land, and lack of activity surrounding this site, drivers are not accustomed to encountering pedestrians or cyclists, making their journey through this intersection particularly risky.

To improve safety for all road users in this area, traffic measures such as clear crosswalk markings, improved signalization, and stricter enforcement are necessary. Residents should have access to comprehensive multimodal transportation options that decrease car dependency as this section of the plan area is developed in an efficient and sustainable pattern. And it is important to implement these proposed improvements without waiting for growth in the area. Doing so will significantly optimize the safety and traffic flow as well as lay the groundwork for the anticipated development.

7.4 Mobility Recommendations and Strategies

The Rolling Oaks region generally remains an unwelcoming environment of fast speeds and limited amenities, restricting travel options for those walking or cycling. Major roadways have insufficient accommodations and less-than-ideal conditions for pedestrians and bicycles to travel on and cross safely. The prevalence of high-speed roadways, limited transit service, and unsafe and inconsistent pedestrian and bicycle amenities limit options for people who walk, bike, or take the bus. Safer transportation options for all will help reduce active transportation traffic fatalities that disproportionately impact vulnerable communities. Whether traveling by car, truck, bus, bike, or on foot, all road users must be able to move safely throughout the Rolling Oaks area.

Mobility Recommendation – M 1 ***Prioritize safe mobility for all.***

Strategy – M 1.1

Continue implementation of Vision Zero strategies (reduced speeds, narrow lanes, safer crossings, etc.) for key areas of conflicts between people driving, people walking and people bicycling.

Strategy – M 1.2

Incorporate separate zones for emerging mobility options, like scooters, electric bicycles, and other future mobility devices.

Strategy – M 1.3

Improve lighting at parks and trails.

The Rolling Oaks Area Regional Center is home to many families and individuals who would benefit from the opportunity to walk to their destinations rather than drive. To foster a safe, comfortable, and aesthetically pleasing environment, the City must widen sidewalks, reduce sidewalk gaps, create safe crossings, and invest in amenities such as lighting, shade, and green infrastructure. Street-scale aesthetics like pedestrian-scale lighting, sidewalk greenery, and shade trees can make walking to a destination an enjoyable choice rather than simply an alternative to driving.

Mobility Recommendation – M 2

Improve walkability and neighborhood access.

Strategy – M 2.1

Prioritize projects that complete a safe and comfortable pedestrian network, including adding sidewalks or filling sidewalk gaps. Priority areas include:

- *Stahl Road between Judson Road and North Green Mountain Road (Mobility Area B)*
- *Judson Road between Kissing Oaks Street Chestnut Drive (Mobility Area A)*

Strategy – M 2.2

Support neighborhood access with traffic signals and improved crossing opportunities. Priority locations include:

- *Judson Road at the Union Pacific rail tracks south of Chestnut View Drive*
- *Nacogdoches Road and Toepperwein Road*
- *Nacogdoches Road and Dolente Road*
- *Nacogdoches Road and the future extension of Retama Parkway*
- *Nacogdoches Road and Evans Road*

Strategy – M 2.3

Integrate street trees and green stormwater infrastructure into street design and traffic calming projects to improve walkability and comfort.

As San Antonio and the Rolling Oaks Area Regional Center continue to grow, the transportation network must also grow to meet the needs of a larger community. A complete, connected, multimodal network moves people and goods efficiently, safely, and sustainably and can withstand continued growth without significant travel.

Mobility Recommendation – M 3

Support future growth with a complete and connected transportation network.

Strategy – M 3.1

Reconnect neighborhoods through pedestrian-scale improvements at intersections of highways and arterials.

Strategy – M 3.2

Evaluate fixed-route transit service as the density of destinations and housing increase in the area.

Strategy – M 3.3

Support the extension of Retama Parkway to help activate future development in Focus Area #2.

Strategy – M 3.4

Support a mobility hub facility near Rolling Oaks Mall to offer multi-modal transportation services and activities where large numbers of people can benefit.

Strategy – M 3.5

Support the build-out of the Major Thoroughfare Plan and update the Unified Development Code to reflect the Major Thoroughfare Plan, green infrastructure opportunities, and the Complete Streets Policy.

DRAFT

8 Amenities and Public Spaces

8.1 Amenities and Public Spaces Snapshot

As the City grows, we need to ensure all communities have things that make them not only nice places to live or work, but also places where people enjoy time outdoors, cultural assets, and basic infrastructure. This section describes desired future projects or policies to make that future a reality.

Amenities and public spaces are essential for a healthy and vibrant community and help shape the community's identity and character. In the Rolling Oaks Area Regional Center, amenities and public spaces serve as places of connection, recreation, and community gathering. The Rolling Oaks Area residents and stakeholders highlighted several priorities for parks, open space, trails, and amenities. These include promoting development of underutilized parking lots, increasing walkability within neighborhoods, connecting neighborhoods to community destinations, integrating green infrastructure elements, creating more community gathering spaces, and prioritizing public investments.

Existing and proposed destinations within the Rolling Oaks Area Regional Center include Comanche Lookout Park, Raintree Park, Fox Run Elementary School, Rolling Meadows Elementary School, Julia Yates Semmes Library, and Rolling Oaks Mall. Incorporating amenities and infrastructure improvements, such as public art, priority connections, improved streetscape, improved lighting, pedestrian crossings, green infrastructure, and mobility hubs into the regional center will enhance these places to their full potential and give Rolling Oaks Area residents access to more amenities and public spaces.

8.2 Amenities and Public Spaces Map

[See **Figure 37: Amenities and Public Spaces Map**]

a. How is the Amenities and Public Spaces Map used?

The Amenities and Public Spaces Map was developed by Planning Department staff and the consultant team with input from Planning Team members and the community. The intent of this map is to provide information and context to decision makers about needed plan area improvements and potential impacts of new developments.

Potential Improvements

This map highlights many of the plan area's amenities and public spaces-related needs, and some potential improvements that could be funded with public investment. These improvements are meant to support well-functioning, equitable, and accessible systems of physical and social infrastructure that accommodate all community members needs now and in the future.

All potential improvements require further study prior to implementation to confirm consistency with design standards and impacts on the transportation system.

This map may be used to help understand how amenities and public spaces investments and programs can support existing communities as well as future development.

b. Amenities and Public Spaces Map Legend

Recent Public Investment

Bond-funded projects related to community amenities and public spaces are shown to provide information about recent, ongoing, and upcoming investments in the area. Bond projects shown are from the following Bond Programs:

- 2022-2027 Bond Program
- 2017-2022 Bond Program

Proposed Elements

Proposed Elements show improvements that could address site specific needs.

- Gateway
- Public Art
- Improved Streetscape
- Crossing Improvements
- Lighting
- Green Infrastructure
- Mobility Hub
- Trailhead
- Signage and Wayfinding

c. Bond-Funded Projects

2022-2027 Bond Program

Drainage & Flood Control

Proposition B included funds for “Drainage and Flood Control” and one Amenities and Public Spaces-related project funded through this proposition is in the plan area.

- Fox Run Area Drainage

Parks & Recreation

Proposition C included funds for “Parks, Recreation, and Open Space.” Two Amenities and Public Spaces-related projects were funded through this proposition in the plan area.

- Comanche Lookout Park

Library & Cultural Facilities

Proposition D included funds for “Library and Cultural Facilities.” No Amenities and Public Spaces-related projects were funded through this proposition in the plan area.

Public Safety Facilities

Proposition E included funds for “Public Safety Facilities.” No Amenities and Public Spaces-related projects were funded through this proposition in the plan area.

2017-2022 Bond Program

Drainage & Flood Control Improvements

Proposition 2 included funds for “Drainage and Flood Control Improvements”. No Amenities and Public Spaces- related projects were funded through this proposition in the plan area.

Parks, Recreation, & Open Space Improvements

Proposition 3 included funds for “Parks, Recreation, and Open Space Improvements”. Two Amenities and Public Space-related projects were funded through this proposition in the plan area.

- Comanche Lookout Park
- Rain Tree Park

Library & Cultural Facilities Improvements

Proposition 4 included funds for “Library and Cultural Facilities Improvements.” No Amenities and Public Space related projects funded through this proposition were in the plan area.

Public Safety Facilities Improvements

Proposition 5 included funds for “Public Safety Facilities Improvements.” No Amenities and Public Space related projects funded through this proposition is in the plan area.

d. Proposed Elements

Gateway

Entrances or locations that mark the arrival to an area (neighborhood, district, etc.) or specific destination (park, recreational area, or activity hub) serve as gateway features. These gateways help create a sense of place and overall civic identity. They can take many physical forms, but typically include one or more of the following: distinctive landscaping, unique lighting, iconic architectural elements, monuments, public art and/or signage.

[See **Figure 38: Example Gateway Improvements Concept 1: Monument Signage Over the Road**]

[See **Figure 39: Example Gateway Improvements Concept 2: Monument Signage Along Side of the Road**]

[See **Figure 40: Example Gateway Improvements Concept 3: Monument Signage in Median**]

[See **Figure 41: Example Gateway Improvements Concept 4: Improvements in Intersection Roundabout**]

Public Art

A display on any medium whose form, function and meaning are created for public viewing purposes.

[See **Figure 42: Example Art and Design in the Public Right-of-Way – Existing**]

[See **Figure 43: Example Art and Design in the Public Right of Way – Concept**]

Improved Streetscape

Improved Streetscapes can include a variety of features including wider sidewalks, more prominent and defined crossing opportunities, pedestrian-scaled lighting, street trees and landscaping, benches and other street furniture, and art or other beautification elements. Whichever combination of features makes sense on a particular street, the goal is to create a safe and comfortable environment that welcomes people walking and socializing in the area.

Lighting

The use of light is an important element in a public space to help people get oriented and enhance safety. Improved lighting is particularly significant to emphasize walkways, gathering places and building entrances. In certain areas of the City, lighting fixtures compliant with the Dark Sky initiative are preferred.

[See **Figure 44: Non-Compliant Dark Sky Initiative Lighting Fixtures**]

[See **Figure 45: Preferred Dark Sky Initiative Lighting Fixtures**]

Crossing Improvements

Improvements along a road that accommodate people crossing the street are particularly important. These crossings indicate areas with high pedestrian activity and can integrate desirable colors and designs to increase awareness and safety. They may be at street level, either at intersections or between intersections (mid-block crossings), or above or below the street in the form of a bridge, tunnel, or trail passing below a bridge.

Green Infrastructure

Green Infrastructure improvements help protect, restore, or mimic the natural water cycle to manage stormwater runoff. Some techniques can include permeable pavement, bioswales, green roofs, downspout planters, and rainwater harvesting.

Mobility Hub

Specific geographic locations that are missing segments of roadway, sidewalks, or trails that will help improve mobility within the plan area and increase access to trail amenities.

Trailhead

An unpaved lane or small road used for walking, hiking, and biking, usually passing through a natural area, or residential. Trailheads refer to the point at which a trail begins, where the trail is often intended for hiking or biking. Trailheads can include a celebrated entrance, site maps, seating, and shading devices.

Signage and Wayfinding

Signage and wayfinding direct you from point to point and confirm your progress along a route. This type of signage is especially helpful for areas with numerous landmarks to highlight.

[See **Figure 46: Example Signage and Wayfinding**]

8.3 Amenities and Public Spaces Recommendations and Strategies

One often overlooked strategy to expand amenities and public spaces is to use existing floodplains, creek ways, and underutilized open spaces. By transforming these areas into vibrant trails, greenways, and parks, communities can address environmental concerns while creating additional recreational opportunities.

Strategic opportunities include performing a detailed inventory of underutilized and undeveloped lands in the Rolling Oaks Area Regional Center. This inventory can help create a phasing plan to transform these underutilized spaces into future recreational opportunities. Another strategic opportunity is to work with developers to create new trail and greenway connections that are accessible to the public.

Many private properties are bisected by floodplains and creeks, which can be transformed through private-public partnerships. Whenever possible, it is important to mitigate stormwater and flooding impacts by implementing green infrastructure on major roads and near essential services. This can also include integrating green infrastructure best practices wherever possible at new greenways and park spaces. Green infrastructure elements are recommended along Lookout Road, Stahl Road, Nacogdoches Road, and the Rolling Oaks Mall parking lot.

Incorporating recreational opportunities such as trails, greenways, and parks within floodplains, creeks, and underutilized open spaces is a multifaceted strategy that can yield numerous benefits for the Rolling Oaks Area Regional Center. Beyond enhancing physical and mental well-being, these spaces foster a sense of place, encourage sustainable living, and promote environmental stewardship. By valuing and creatively harnessing the potential of these natural features, communities can create vibrant, inclusive, and sustainable spaces for current and future generations to enjoy.

Amenities and Public Spaces Recommendation – APS 1

Utilize floodplains, creeks, and underutilized open space to provide recreational opportunities, such as trails, greenways, and park space.

Strategy – APS 1.1

Perform a detailed inventory of underutilized and undeveloped lands in the study area.

Strategy – APS 1.2

Work with developers to create new trail and greenway connections that are accessible to the public.

Strategy – APS 1.3

Integrate Green Infrastructure best practices to ensure new greenways and park space provide multiple benefits.

Strategy – APS 1.4

Mitigate stormwater impacts by implementing green infrastructure - such as street trees, native vegetation, and bioswales - on major roads and near essential services. Priority sites include:

- *Stahl Road between Judson Road and Green Mountain Road*
- *Nacogdoches Road between Judson Road and East Evans Road*
- *Near the intersection of Toepperwein Road and Lookout Road*
- *Rolling Oaks Mall site*

Strategy – APS 1.5

Incentivize green stormwater infrastructure management practices in the Rolling Oaks Area focus areas through incentives, density bonuses, or parking reductions.

The design and functionality of urban spaces within the Rolling Oaks Area Regional Center will play a pivotal role in shaping the quality of life for residents. By increasing walkability at key destinations and creating inviting streetscapes, the Rolling Oaks Area community can foster a connected, healthy, and sustainable living environment.

One of the cornerstones of improving walkability is ensuring safe and accessible crossings. High visibility pedestrian crossings not only enhance safety but also encourage pedestrian activity. These crossings send a clear message to drivers about the presence of pedestrians, resulting in a safer coexistence

between vehicles and pedestrians. Potential priority locations for pedestrian crossings expressed by the Rolling Oaks Area Planning Team include Nacogdoches Road and Judson Road.

Well-lit streetscapes are essential for both safety and comfort. Adequate lighting along sidewalks and pedestrian crossings enhances visibility during the night, reducing the risk of crashes and creating a greater sense of safety. Improving lighting in the Rolling Oaks Area Regional Center will encourage more people to walk to key destinations during all times of the day. Potential priority location for lighting improvements expressed by the Rolling Oaks Area Planning Team includes the area around the Comanche Lookout Park and the Rolling Oaks Mall, mainly in the parking lots.

Amenities and Public Spaces Recommendation – APS 2

Increase walkability to key destinations with high visibility pedestrian crossings, improved lighting, enhanced sidewalks, green infrastructure, and overall streetscape improvements.

Strategy – APS 2.1

Perform a walking audit of the area to identify places with insufficient lighting, poor or missing sidewalks, and low-quality crossings.

Strategy – APS 2.2

Add people-scaled lighting along major roads and within neighborhoods.

Strategy – APS 2.3

Add people-scaled and wildlife-friendly lighting to increase safety and comfort at Comanche Lookout Park.

Strategy – APS 2.4

Prioritize access to existing schools, parks, and open spaces with pedestrian crossing improvements, sidewalk enhancements, and trail connections.

By prioritizing safe and efficient connections along and between key corridors, the Rolling Oaks Area community can embrace a future where active transportation and public transit play a pivotal role. Developing wide, well-maintained sidewalks with ample seating, shade, and public art can transform key corridors into enjoyable spaces for walking. Ensuring that crossings are frequent, well-marked, and safe can enhance the overall experience for pedestrians and encourages walking as a primary mode of transportation. Streetscape improvements to enhance connectivity between neighborhoods and destinations were recommended by Planning Team members on Nacogdoches Road from Judson Road to Evans Road, and Stahl Road from Judson Road to Front Royal Street. Cycling offers a sustainable and efficient alternative to traditional modes of transportation. By establishing dedicated bike lanes, protected intersections, and secure bike storage facilities, the Rolling Oaks Area community can encourage cycling and address any preconceived safety concerns. Providing amenities like repair stations, bike-sharing programs, and protected facilities can enhance the overall experience for existing and future cyclists in the regional center. Efficient and accessible public transportation is essential for reducing congestion and vehicle emissions. Designing transit stops with amenities like shelters, seating, real-time arrival information, and accessibility features, public transportation in the Rolling Oaks Area can be seen as an attractive option. Combined with pedestrian and cyclist infrastructure, seamless connections between key corridors can make journeys more convenient and time-efficient.

Strategic opportunities to enhance connectivity and overall experience for pedestrians, cyclists, and transit riders include adding street trees, transit shelters, awnings, and other elements to provide shade

during warmer months. To make navigating connections between key corridors efficient, wayfinding signage should be incorporated. Amenities that can make the experience of active transportation users more convenient can include benches to rest, trash cans, and bike racks. These amenities reduce the chances of inconvenience while traveling to community destinations. Experiences can also be enhanced by public and interpretive elements that can potentially tell the history of the Rolling Oaks Area. Incorporating these public art elements into streetscape enhancements and improvements creates a sense of place and makes traveling much more enjoyable.

Amenities and Public Spaces Recommendation – APS 3

Enhance the overall experience for people walking, cycling, and riding transit in the Regional Center area by providing amenities and safe connections along and between key corridors.

Strategy – APS 3.1

Add street trees, transit shelters, awnings, and other elements to provide shade along sidewalks.

Strategy – APS 3.2

Incorporate wayfinding signage for pedestrians and cyclists, especially leading to schools, parks, and other community destinations.

Strategy – APS 3.3

Incorporate street furnishings (e.g., benches, trash cans, bike racks) throughout the plan area.

Strategy – APS 3.4

Incorporate public art and interpretive elements that tell the history of the area into streetscape enhancements and improvements along parks and trails.

Strategy – APS 3.5

Create welcoming gateways that reflect the character and amenities of the area. Priority locations include:

- *Nacogdoches Road and Toepperwein Road*
- *Nacogdoches Road and Evans Road*

Creating indoor and outdoor community gathering spaces can foster connections among Rolling Oaks Area residents. By providing spaces that encourage social interaction, reflection, and shared experiences, the Rolling Oaks Area can develop a stronger sense of identity and belonging. By integrating indoor and outdoor gathering spaces near key destinations, communities create hubs where people can naturally come together before or after engaging in various activities.

Outdoor spaces hold immense potential for promoting social cohesion. Parks, plazas, courtyards, and green spaces offer versatile places for community activities. These outdoor spaces can include elements such as seating, public art, event space, performances, markets, and festivals. The adaptability of outdoor spaces ensures that they can be used year-round. Indoor community spaces are important assets for areas with challenging weather conditions, like extreme heat. Establishing indoor gathering areas within public buildings, such as community centers can provide Rolling Oaks Area residents with comfortable spots for conversations, workshops, and events.

Unused or underutilized land parcels within the Rolling Oaks Area present an opportunity to reimagine future gathering spaces. Transforming these spaces can breathe new life into areas of the Rolling Oaks Area that are vacant. Underutilized land can become vibrant pocket parks, vacant buildings repurposed

into creative hubs, and empty plazas activated as outdoor performance venues. There is a strategic opportunity to work with developers and these property owners to identify opportunities for new gathering spaces that can become accessible to the public.

Amenities and Public Spaces Recommendation – APS 4

Create indoor and outdoor community gathering spaces at key destinations and at locations with underutilized land to cultivate community connections and enhance community character.

Strategy – APS 4.1

Work with developers and owners of larger properties to identify opportunities for new gathering spaces that are accessible to the public.

Strategy – APS 4.2

Engage the community in designing new or improved public spaces to ensure they reflect the people and culture of the area.

Strategy – APS 4.3

Explore the creation of development incentives and expanded park dedication requirements to encourage projects that increase publicly accessible open space (parks, plazas, trails, etc.) within the regional center, especially in areas designated for Regional Mixed-Use, and Business/Innovation Mixed-Use.

Strategy – APS 4.4

Work with the Parks and Recreation Department to find land opportunities and funding for acquiring land for parks and recreational areas.

9 Housing

9.1 Housing Snapshot

Anticipation of future growth throughout the city necessitates a discussion of housing in each SA Tomorrow sub-area plan. This section outlines recommendations for housing in the Rolling Oaks Area Regional Center that align with and support the broad development concepts in the future land use section.

The Rolling Oaks Area Regional Center has a population of approximately 12,700 people and 4,200 households. The area’s growth has slightly trailed the city at large over the last decade. Population and households both grew by 0.7% annually since 2010, whereas San Antonio added 0.9% in population and 1.0% in households on average each year.

The characteristics of households in the Rolling Oaks Area Regional Center slightly differ from the city overall. Seventy-nine percent of the households in the Rolling Oaks area are considered family households, in which the people within the households are related by birth, marriage, or adoption. The City of San Antonio has a lower share of family households (65%). The Regional Center has an average household size of 2.99 persons, which is larger than the overall city’s average of 2.69. The Rolling Oaks Area Regional Center’s population has a similar age profile compared to the City’s population overall; the median age in the area is 36.1 years, compared to 34.5 in the city. The average household income in the Rolling Oaks Area Regional Center (\$77,365) is nine percent higher than the City average (\$70,801).

The average household income in the Rolling Oaks Area Regional Center (\$74,104) is five percent higher than the City average (\$70,801). The education attainment levels of residents in the Regional Center are also higher than those of the rest of San Antonio. Of the area population aged 25 and older, 4% have less than a high school diploma (compared to 17% in the city), and 43% have an Associate’s, Bachelor’s, or Graduate/Professional degree (compared to 32% in the city).

The housing stock in the Rolling Oaks Area Regional Center differs from the city overall. There are 5,074 total housing units in the regional center of which 87% are single-family detached homes, higher than the City’s share (62%). Tenure is far more heavily owner-occupied in the Rolling Oaks area than in the city overall: 79% of housing units are owner-occupied, compared to 54% across the city. Most housing units were built after 1970, with the largest addition to the housing stock (34%) added during the 1980s.

HOUSING SNAPSHOT	ROLLING OAKS AREA	CITY OF SAN ANTONIO
Total Population	12,700	1,463,625
Total Households	4,200	533,534
Annual Household Growth (2010-2021)	0.7%	1.0%
Average Household Size (Persons)	2.99	2.69

Non-Family Households	21%	35%
Average Household Income	\$77,365	\$70,801

Source: ESRI Business Analyst (2021)

The housing stock in the Rolling Oaks Area Regional Center has grown in the past decade but not at rates experienced in previous decades. Since 2010, approximately 1,085 new housing units have been built in the regional center. Most of these new units (932 units) have been multifamily apartment homes. The regional center was forecast by the Alamo Area Metropolitan Planning Organization (AAMPO) to grow by 7,200 housing units from 2010 to 2040, which is an annual rate of 240 new units per year. The development activity over the past 10 years has been less than this forecasted rate of growth.

Housing costs in Rolling Oaks Area Regional Center are similar to the rest of San Antonio. The average single-family home price is \$304,600 in the 78247 zip code and \$251,000 in 78233, while the citywide average is approximately \$301,000. Some homeowners are cost-burdened, with 28% paying more than 30% of their income towards housing. Apartment rental rates are on average 15% higher than the citywide average. However, there is a diversity of affordable options as 38% of rentals are affordable to a household earning the Citywide median income of \$52,361. Rent in Rolling Oaks has increased over 20% more than the County overall since 2010, with average monthly rents increasing by \$430 during this period.

9.2 Housing Challenges

The Rolling Oaks Area Planning Team completed an assessment of the regional center’s housing challenges as part of two Planning Team meetings devoted to housing and economic development during the planning process. This analysis helped identify housing challenges that need to be addressed in the plan area and missing housing types the plan can help capture. There are three main housing challenges that were identified for the Rolling Oaks Area Regional Center.

a. Housing Diversity

The Rolling Oaks Regional Area Center housing stock is predominantly single-family detached homes. Recently new multi-family housing options have been developed, but here are still housing types that are missing. Two areas of greater diversity of housing were identified. First, there is a lack of housing options affordable to portions of the workforce employed in the Regional Center. More multi-family and smaller attached housing products can help create more options that may be affordable to workers. Second, there is a desire, expressed by the Planning Team, for more, smaller-format housing options that can allow more residents to remain in the Regional Center as they age and their housing needs change. A greater presence of smaller attached homes with small or no yards, multi-family options oriented to seniors, and continuum of care housing options (e.g., assisted living) can allow these existing residents to remain in the area as their housing needs change.

b. Neighborhood Context

The Rolling Oaks Area Regional Center has many desirable neighborhoods. Desirable aspects of these

neighborhoods include connections to natural areas and the established tree canopy. These attributes make these neighborhoods attractive for new residents and help maintain their attractiveness over time. New housing projects built in the Regional Center should strive to include these same aspects to create a cohesive quality to the neighborhoods in the area, even for neighborhoods with a greater diversity of housing densities and types.

c. Mobility Barriers

The Rolling Oaks area is divided by Loop 1604 and has other challenges to mobility caused by topography, creeks, floodways, and railroad tracks. The limitations on access to neighborhoods place greater stress on roads that connect to Loop 1604, specifically Nacogdoches Road, and ease of circulation could limit the potential for growth in the plan area if these challenges are not addressed.

9.3 Housing Recommendations and Strategies

The lack of connections to major transportation routes in the Regional Center places a greater stress on existing connections. Denser development is best suited for areas that have existing or potential connectivity directly to major routes such as Loop 1604 and Nacogdoches Road.

Housing Recommendation – H 1

Focus higher density housing options near major transportation routes and the Loop 1604 and Nacogdoches Road Interchange.

Strategy – H 1.1

Invest in transportation infrastructure that facilitates a greater density of uses around the Loop 1604 and Nacogdoches Road interchange. Fund improvements that address existing capacity issues, improve circulation, and provide multimodal (walking, biking) paths and improved transit opportunities in the Regional Center.

The Regional Center has a collection of vacant commercial pad sites and blocks near the Rolling Oaks Mall that have not been able to attract development and businesses. Also, there are aging commercial centers along Nacogdoches Road that can benefit from reinvestment that can be attracted by allowing for a greater diversity of uses.

Housing Recommendation – H 2

Support the transition of vacant and underutilized commercial areas to mixed-use areas to accommodate greater housing diversity and to create greater demand and vitality for existing retail areas.

Strategy – H 2.1

Ensure future land use designations in the area allow for flexibility of uses in underutilized areas. Encourage property owners and developers to integrate housing into existing commercial centers and on vacant pad sites.

The housing stock in the Rolling Oaks Area Regional Center is either single-family detached homes or medium- to high-density apartments. There is a demand and desire for a greater mixture of housing types and older adult housing

Housing Recommendation – H 3

Encourage a greater diversity of housing options to be built in the regional center.

Strategy – H 3.1

Work with vacant property owners and developers to integrate a greater diversity of housing types in the regional center with a focus on attracting attached and small lot for-sale housing options.

Strategy – H 3.2

Work with housing developers and non-profit service providers to identify potential locations for housing projects that support older adults’ needs, like age-restricted affordable units, and accessible sites.

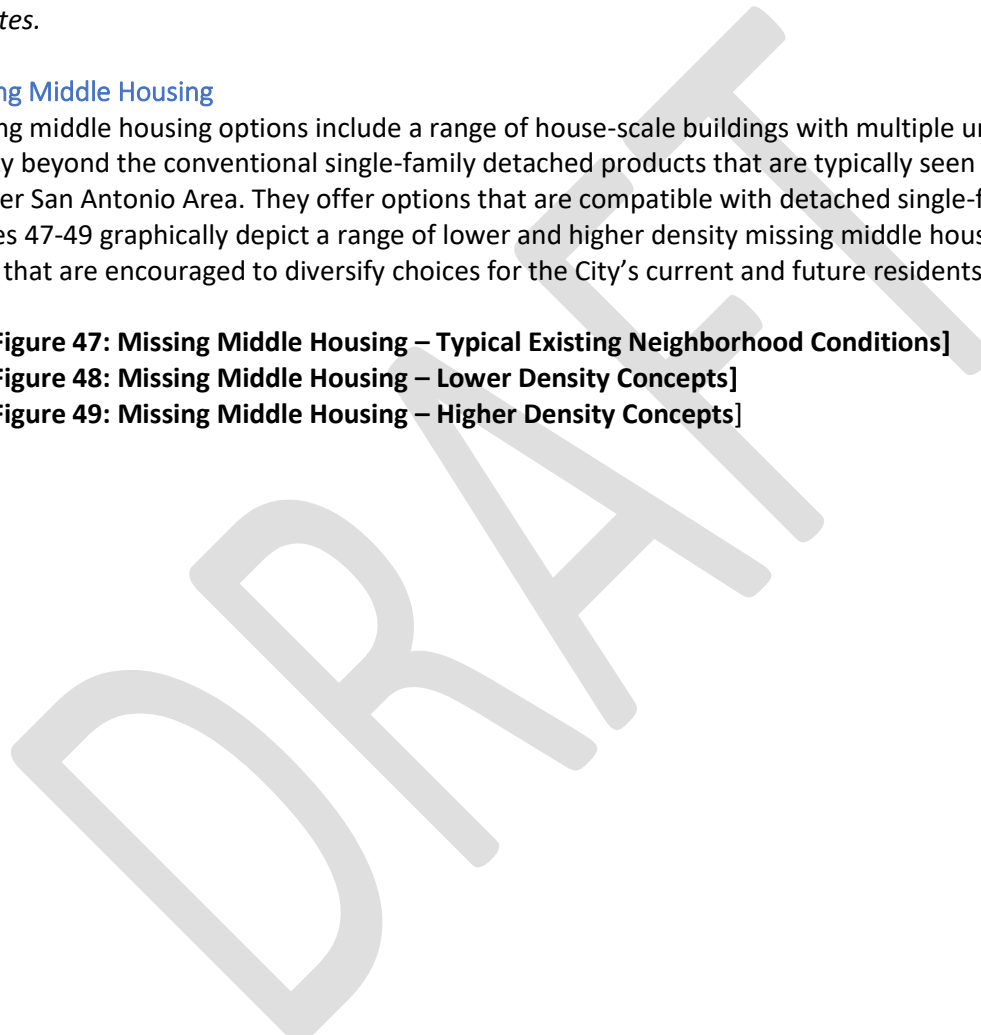
Missing Middle Housing

Missing middle housing options include a range of house-scale buildings with multiple units that provide variety beyond the conventional single-family detached products that are typically seen throughout the Greater San Antonio Area. They offer options that are compatible with detached single-family homes. Figures 47-49 graphically depict a range of lower and higher density missing middle housing product types that are encouraged to diversify choices for the City’s current and future residents and workforce.

[See **Figure 47: Missing Middle Housing – Typical Existing Neighborhood Conditions**]

[See **Figure 48: Missing Middle Housing – Lower Density Concepts**]

[See **Figure 49: Missing Middle Housing – Higher Density Concepts**]



10 Economic Development

10.1 Economic Development Snapshot

Future economic growth depends on economic opportunities within an area. This section describes specific recommendations to help create an area with a thriving economy.

The Rolling Oaks Area Regional Center is in northeastern San Antonio along the edge of the City adjacent to the cities of Live Oak and Selma. North Loop 1604 travels through the regional center and I-35 is to the south. The Rolling Oaks area is comprised of residential subdivisions, Comanche Lookout Park, Rolling Oaks Mall, and Green Mountain Business Park.

The Rolling Oaks Area Regional Center is the location of 4,450 jobs (2021). Retail Trade is the Center's largest employment sector, accounting for 28% of total jobs. The next largest employment sectors are Arts/Entertainment/Recreation with 10% of jobs and Accommodation and Food Services with 9% of total jobs. The major employment centers include Green Mountain Business Park and Rolling Oaks Mall. The largest employers in the Regional Center are located within the Rolling Oaks Mall area and include Walmart and Dillard's. Employment in Rolling Oaks consists of lower-paying jobs as over 70% of the workers earn less than \$40,000 annually. This is reflective of the employment by industry which is primarily in service-oriented industries. Most people employed in the Rolling Oaks Area Regional Center do not live in the area – 97% of workers commute in from other places, while 3% live within the regional center.

Retail and industrial development are the dominant non-residential development type in the Rolling Oaks Area Regional Center. Anchored by the mall, there is 1.35 million square feet of retail space in the area. Only 80,500 square feet have been added since 2010. The regional center has a high vacancy rate (23%) due to the loss of major retail anchors, including Macy's, at the mall. The regional center has a small office inventory of 92,500 square feet; over half has been built in the past decade. There is a small inventory of hotel properties in the regional center, but the area has added over 300 rooms in the past 10 years.

There is a total of 1.2 million square feet of industrial development in the regional center. There has been over 400,000 square feet of new industrial development since 2010. Growing demand for industrial space in the area has resulted in a low vacancy rate. There are additional industrial centers proposed and under construction in the regional center as well, which will continue to grow the inventory.

The Rolling Oaks Area Regional Center was forecast by the Alamo Area Metropolitan Planning Organization (AAMPO) to grow by 8,900 jobs between 2010 and 2040, which is an average of 297 jobs per year. Recent trends indicate that employment in the area is growing at a slower rate than forecasted despite recent industrial development. These job gains have been offset by job losses due to the loss of retailers in the area. As a result, the Regional Center increased by 719 jobs from 2010 to 2019, which is an average of 80 jobs per year.

10.2 Economic Challenges

During the planning process, the Rolling Oaks Area Regional Center Planning Team members were asked

to assess the area’s economic challenges during discussions at the two Planning Team meetings devoted to economic development and housing. Planning Team members were presented with relevant existing conditions data and asked to qualitatively describe the plan area’s strengths and challenges. These conversations helped identify specific economic challenges that need to be addressed in the plan area as well as the economic opportunities the plan can help encourage.

The Rolling Oaks Area Regional Center has challenges that need to be addressed for it to remain and grow as a major employment center in the city. The following economic challenges were identified:

a. Lack of Economic Vision

The Rolling Oaks Area Regional Center is currently lacking a role as a major employment center. Previous visions for the area were focused on the growth and strength of the area as a retail destination. The area was also identified as a potential station location for the Lone Star high-speed rail that would connect Austin with San Antonio, which would make this a major destination for office employers. Competing retail locations have been developed along I-35 (outside of San Antonio) and have drawn shoppers away from Rolling Oaks Mall. The rail plans have stalled, and the future viability of a line is unknown. Consequently, the regional center now lacks a defining vision for its future economic development and what role it might play in the overall city and regional economy. Recent growth in industrial-oriented sectors (distribution and manufacturing) has bolstered employment but land available for these uses is limited. The revision of the mall and areas around it is needed to provide direction to the market.

b. Employment Diversity

Employment in the Rolling Oaks Area Regional Center is mostly in lower paying retail, food, and service jobs. The emerging industrial businesses provide jobs with higher wages, but the future growth of these uses is somewhat limited due to suitable land availability. The area around Rolling Oaks Mall and the Loop 1604/Nacogdoches Road interchange has the potential for employment growth in other sectors. Recently, the area has begun to attract education and healthcare jobs that are adding to the diversity.

c. Commercial Area Reinvestment

Most of the commercial areas in the Rolling Oaks Area Regional Center are beginning to reach the age where reinvestment is needed. The prospects for attracting new tenants that can support reinvestment are low given the diminishing appeal of the area as a major retail destination. New development and investment in other uses are needed to renew the appeal of the retail centers and support business attraction. Outmoded or less appealing retail spaces could potentially be used for more office and service-oriented uses (e.g., health care services, back office uses, and education services) or these spaces can be redeveloped into higher-density residential uses that can grow the consumer base in the area to support existing retailers.

10.3 Economic Opportunities

Target industries and economic opportunities were identified for the Rolling Oaks Area Regional Center. The target industries and economic opportunities are meant to help organize the city’s economic geography and provide guidance on the role the Rolling Oaks area can play in the city’s overall economic development efforts. These identified industries can also give direction to the city and its economic

partners as to what areas are best suited for certain opportunities when they arise.

a. Live, Work, Play Nodes

The Rolling Oaks Area has historically been a destination for retail uses but its appeal is diminishing. The area around the Rolling Oaks Mall has the potential to evolve into a multi-use/purpose area that can revive the area. The attraction of multi-family housing, entertainment uses, employment uses, and potential civic/community spaces can help turn the area into a gathering place for residents.

b. Corporate Campus Destination

The Rolling Oaks Area does have available land for development that may be attractive for large employer campus sites due to the location in the region, access/visibility to Loop 1604, and surrounding workforce. Employers wanting their own campus due to security and operations reasons could be accommodated. Potential candidates may likely desire a mixture of office, flex, and/or industrial space.

10.4 Attributes of a Vibrant Economic Place

Successful economic places have common attributes that help create their success. These attributes help to build upon the traditional attributes of attractive employment locations to create a cohesive strategy for managing these places. Each SA Tomorrow regional center is evaluated based on the presence of the following attributes.

The Rolling Oaks Area Regional Center has many of the attributes that help create successful, vibrant economic places. The findings of the assessment for these attributes are detailed in this section, and identified shortcomings are addressed in the recommendations at the end of this section.

a. Anchor Institutions

Anchor institutions, such as universities and hospitals, need to be connected and integrated into the fabric and strategy of the place.

The regional center houses important anchor institutions for San Antonio including Rolling Oaks Mall, Comanche Lookout Park, and Julia Yates Semmes Library.

b. Brand

Brands are important to establish an identity, create cohesion, and to market employment places. This is especially important for newer or less well-established places.

While San Antonio residents can easily identify the Rolling Oaks Mall, the surrounding Rolling Oaks Area Regional Center lacks a clear brand to differentiate it from the rest of the City.

Beyond the extent of the mall, stakeholders of this regional center can capitalize on the rich Indigenous heritage of the area and highlight iconic landmarks such as the Old Spanish Trail and Comanche Lookout Park. Leveraging the distinctive historical and natural attributes of this area could cultivate a sense of identity, attract investment, stimulate tourism, support job creation, and contribute to local

economic prosperity.

c. Finance/Incentives

Economic development tools like improvement districts and tax increment financing (TIF) can help to finance capital projects as well as fund the operation and maintenance of the place.

The city's transformation and business opportunities in the area are hindered due to the lack of public financing tools available. The absence of economic development incentives discourages property owners from developing vacant land or retrofitting underutilized commercial sites.

Currently, interested developers are required to have sufficient funding to fully undertake these projects. Thus, the establishment of improvement districts, or development incentives (such as density bonuses and other regulatory benefits) in this area is an essential tool for economic development that will enable developers to collaborate with the City to gradually fund the desired improvements.

d. Investments

Investments in parks and other amenities are important catalysts to help create identity and a sense of place.

Residents in the Rolling Oaks area credit the strong sense of community and safety to the public amenities available in this area. In addition to the privately-owned Rolling Oaks Mall, amenities such as parks, schools, and the Semmes Library are owned by the public. Although these places could benefit from better street connectivity for the residents, they still provide opportunities for socializing, playing, and exercising.

By fostering public-private partnerships, desired amenities like additional parks, walking trails, and sports courts can be developed, benefiting both residents and increasing the value of neighboring properties.

e. Organizations/Partnerships

Non-profit and public-private agencies support the creation and continued operation of employment places. These agencies include Business Improvement Districts (BIDs) and Economic Development Corporations.

Successful office employment areas in the US often benefit from a collective effort between businesses, property owners, workers, and municipalities to manage and promote these areas. There are a variety of organizational structures that could be implemented. Typically, these entities focus on economic development, transportation management, area promotion/branding, and/or public space/amenity management to support the economic growth of the area while addressing major issues.

Key organizations in this general area, including the North San Antonio Chamber of Commerce, greater: SATX, and the Northeast Neighborhood Alliance, play a crucial role in increasing awareness, fostering community and political support, and establishing new partnerships among key players in the neighborhood.

Although these entities are valuable partners for the city’s collective vision, the Rolling Oaks area could benefit from an organization that focuses equally on supporting small business owners, as well as positioning the area as a local and regional powerhouse.

f. Transportation

Transit has been identified as one of the most important factors in the location decisions of firms and start-ups and is critical to the success of employment places.

The plan area is conveniently connected to local and regional areas through Nacogdoches Road and Loop 1604. However, residents who don’t have a personal vehicle face difficulty when it comes to moving around within the area. Although VIA Link has been providing the transportation service after VIA discontinued the bus transit route, the numerous restrictions on the service make it a less convenient alternative compared to the traditional bus route.

g. Urban Design/Planning

Rezoning and design efforts allow for a more vibrant mix of land uses. Parks and transportation also help catalyze these places.

Most of the development in this region is concentrated in residential neighborhoods located west of Loop 1604, with the eastern part of the loop consisting mostly of undeveloped greenfields. One important strategy for economic growth in the area is to promote the establishment of mixed-use centers along Nacogdoches Road and Loop 1604. These corridors could offer a balanced combination of retail and entertainment options that is conveniently accessible to residents in nearby residential areas through various modes of transportation.

10.5 Economic Development Recommendations and Strategies

The Rolling Oaks Mall and surrounding retailers need investment and new activity in the regional center to help bolster sales and to maintain viability. The undeveloped parcels around the mall, unused parking lots, and vacant mall anchor stores are opportunity sites to attract new users to the area. The area is designated as Regional Mixed-Use to allow for a diversity of higher density uses that can infill around the mall. The attraction of multi-family housing and new anchor uses (e.g., health care providers, education institutions, larger office employers) should be the priority to revitalize the area.

Economic Development Recommendation – ED 1

Support the revitalization of the Rolling Oaks Mall area into a mixed-use destination.

Strategy – ED 1.1

Support the use of public financing tools (e.g., public improvement districts (PIDs), Chapter 380 incentives, tax increment reinvestment zones (TIRZ)) to facilitate the transition of the mall area into a mixed-use destination.

Strategy – ED 1.2

Partner with the Rolling Oaks Mall owner and surrounding property owners/businesses to create a revitalization plan for the area. Explore public-private agreement structures that can allow the mall owners and other partners to fund and construct new buildings and infrastructure using the City’s support tools.

The area has a growing presence of industrial-oriented employers, which is helping to add diversity. These uses should be encouraged to continue in designated areas in the Future Land Use Plan. The area has the potential to capture health care and education service providers to diversify employment. Lastly, large undeveloped areas along Loop 1604 may be attractive to large-format employers looking for a stand-alone campus location.

Economic Development Recommendation – ED 2

Attract a greater diversity of employment uses to the Rolling Oaks Area Regional Center.

Strategy – ED 2.1

Encourage a greater diversity of uses and employers to locate in existing and planned commercial areas in the regional center.

Strategy – ED 2.2

Attract large anchor uses to the regional center by focusing on health care, education services, and/or business administration services employers to diversify the employment base and to add economic activity.

Business owners and employees create a base of activity that supports commerce and civil society that is unique in San Antonio. Providing resources for small businesses and pursuing policies that support local small business owners, who are invested in the success of the area, means building a stronger and more dynamic jobs market for all San Antonians.

Economic Development Recommendation – ED 3

Support the Rolling Oaks area’s small businesses and local employers.

Strategy – ED 3.1

Develop a small business roundtable to help organize local business and identify ways the City can support area jobs providers.

Strategy – ED 3.2

Raise awareness of the City’s SA Ready-to-Work resources available to local employers for assisting in filling vacant positions.

Strategy – ED 3.3

Review development standards to identify ways to reduce barriers to the development of building types that support small businesses like live-work spaces and maker spaces.

11 Neighborhood Profiles and Priorities

11.1 What Are Neighborhood Profiles and Priorities?

San Antonio is a city of neighborhoods, each with its own unique history, qualities, and character. Some neighborhoods throughout the City have developed neighborhood or community plans that reflect local values and priorities. These plans, adopted by the City, have guided local investments and improvements for many years and helped strengthen the relationship between residents and the City.

The City is currently in the process of creating Sub-Area Plans to implement the SA Tomorrow Comprehensive Plan. These Sub-Area Plans are intended to provide a more coordinated, efficient, and effective structure for neighborhood planning. The Sub-Area Plans are intended to increase equity citywide, by ensuring that all of San Antonio’s neighborhoods have a base level of policy guidance, as many neighborhoods within the City lack an existing neighborhood plan or a registered neighborhood organization. In this way, each Sub-Area Plan will integrate key elements of existing neighborhood plans for those neighborhoods that have a plan, while promoting citywide policy consistency and providing key recommendations and strategies for those neighborhoods currently lacking that direction.

The Neighborhood Profile and Priorities section summarizes strengths, weaknesses, opportunities, challenges, and priorities for each participating neighborhood to more efficiently direct public and private investment to help these neighborhoods achieve their short-term goals and long-term vision.

a. Development of Neighborhood Profiles and Priorities

At the beginning of the sub-area planning process, all registered neighborhood associations were invited to participate in the planning process by assigning a representative to the Planning Team. The Planning Team provided input that was used to develop the recommendations, strategies, and broader content of the entire sub-area plan. Additionally, neighborhood associations that participated by assigning a Planning Team member, were also invited to work with staff on developing a Neighborhood Profile and Priorities section for their association.

To develop the Neighborhood Profile and Priorities sections, neighborhood association members were asked to think about their neighborhood over the next 10-15 years and provide input relating to strengths, weaknesses, opportunities, and challenges, which were used to develop a profile and set of priorities.

Profile: Strengths, Weaknesses, Opportunities, and Challenges

The Strengths and Weaknesses listed below represent current conditions in the neighborhood that residents reported valuing or that their area may be struggling with. Opportunities and Challenges are ideas about what could be done in the future to both enhance what is working and to address ongoing needs.

Priorities

Priorities identify common themes expressed by association members that deserve more attention and focus on in the future.

b. Acknowledgements

Staff subsequently worked with each of these neighborhoods to set a time and location for developing a Neighborhood Profile and Priorities document.

Special thanks to all High Country, Fox Run, and Rolling Meadows residents and stakeholders who spent time and energy speaking with Planning Department staff throughout the planning process, and to the numerous area residents and stakeholders who contributed to this document by meeting with the Planning Department.

c. Previous Plans

There were no Community / Neighborhood Plans in-place prior to the beginning of this planning process. However, the following neighborhoods were engaged in a community conversation and their input included in this plan.

11.2 High Country

[See **Figure 50: High Country Homeowners Association Map**]

a. Neighborhood Snapshot

The High Country Neighborhood Association is situated at the westernmost edge of the plan, north of Comanche Lookout Park and mostly east of Judson Road. It was established as a residential area for single-family homes in the 1980s, and with a total of 1,296 homes, it continues to serve this sole purpose today. The presence of low-density uses all around this neighborhood, including Comanche Lookout Park to the south, Vista Neighborhood Association to the north, Fox Run Neighborhood Association to the east, and Spring Creek to the west, all contribute to the stable and peaceful character of High Country.

b. Strengths

Strengths are unique things that make the area a good place to live or visit.

- Strong sense of community
- Well-established single-family neighborhoods in the area that have fostered safety and stability
- Well-maintained homes
- Adjacent to key public landmarks including Comanche Lookout Park, Julia Yates Semmes Library, and McClain Park, which is just outside of the Rolling Oaks plan area
- Proximity to various schools including Fox Run Elementary School, as well as Steubing Ranch Elementary School, and Harris Middle School, which is just outside of the plan area
- Convenient access to major roadways in the plan area including Judson Road, Stahl Road, Nacogdoches Road, and Loop 1604

c. Weaknesses

Weaknesses refer to issues that locals encounter and could be improved upon.

- Limited direct connections to public parks and amenities

- Unsafe conditions for pedestrians along Stahl Road

d. Challenges

Challenges are things that need to be overcome to address issues facing the area.

- Streets need sidewalks, clearly defined crosswalks, and better lighting
- Increased traffic due to a large volume of multi-family development along Stahl Rd
- There is no regular public transportation route that connects residents to parks and landmarks
- No true multi-modal transportation options
- There are no medical facilities to serve the residents of this plan area
- Significant decrease of tree canopy and natural habitat due to development in the area; need to focus on habitat preservation

e. Opportunities

Opportunities are things that could be done to improve what is good about the area.

- Address safety concerns along Stahl Road including speeding and missing sidewalks and crosswalks
- Enhance streetscapes with green infrastructure and lighting
- Increase the economic activity in the area by offering entertainment, shopping, and dining attractions for its residents
- Need to prioritize commercial investment and neighborhood maintenance in this area
- Expand learning centers for education and better employment options (to provide a strong economy for the area)
- Expand public facilities and community programming for residents of all ages
- Propose VIA Metropolitan Transit bus route along Judson Road

f. Priorities

The residents of High Country neighborhood have identified key priorities to be acknowledged in the future for their neighborhood. The listed priorities include the following:

- Prioritize multi-modal connections for residents to major landmarks in the area
- Prioritize pedestrian and cyclist safety
- Increase access to community amenities and attractions

By prioritizing these issues, community members hope to keep what is special and what they like about their neighborhoods but also make sure that future developments add to the quality of life in the area more broadly. Especially important are how large new developments may affect traffic on neighborhood serving streets or other public services like schools or parks.

11.3 Fox Run

[See Figure 51: Fox Run Neighborhood Association Map]

a. Neighborhood Snapshot

Nestled in the heart of this regional center, west of Loop 1604, and north of Nacogdoches Road, is Fox Run Neighborhood Association. This neighborhood, which is comprised solely of single-family residential dwellings, was established in the 1980s and has maintained the same low-density and character over the years. Thanks to its convenient access to Nacogdoches Road, residents can enjoy various commercial sites within a short drive, including the Walmart Supercenter and Rolling Oaks Mall. Moreover, neighboring amenities such as Julia Yates Semmes Library and Comanche Lookout Park offer expansive green trails and recreational opportunities for the residents.

Residents of this Neighborhood Association take immense pride in their area and actively participate in civic processes, including the development of this sub-area plan. In a community conversation with Fox Run residents, we gathered insights on their community's strengths, improvement opportunities, and major challenges, which are summarized below.

b. Strengths

Strengths are unique things that make the area a good place to live or visit.

- Safe and stable neighborhood
- Active neighborhood association
- Proximity to major roadways including Toepperwein Road, Nacogdoches Road, and Loop 1604
- Access to major amenities such as Comanche Lookout Park, Julia Yates Semmes Library, Fox Run Elementary School, Walmart Supercenter, and Rolling Oaks Mall
- Many commercial offerings within reach include a VA clinic, family dentistry, banks, churches, and restaurants

c. Weaknesses

Weaknesses refer to issues that locals encounter and could be improved upon.

- Lack of local commercial and entertainment amenities within walking distance
- Sidewalk gaps throughout the neighborhood, particularly along Stahl Road

d. Challenges

Challenges are things that need to be overcome to address issues facing the area.

- Growing congestion near entrances to the subdivision
- Sidewalks in the area are not connected, creating a lack of pedestrian accessibility and walkability in the area
- The lack of educational and job opportunities in the area
- Speeding on minor and major streets within and along the neighborhood
- The lack of stop lights at Fox Run Neighborhood entrances makes it very difficult to exit Fox Run

- due to the influx of traffic on Stahl and Nacogdoches roads
- The traffic flow on Front Royal Street is particularly problematic
- There have been issues with flooding in the Escalera development area, between Escalera and Fox Run
- There is a significant amount of noise, visual disturbance, and wildlife displacement due to the new development in the surrounding area
- There is a need to strengthen code enforcement, particularly regarding yard and fence maintenance
- Distressed local businesses and new entrepreneurs who need support
- Insufficient parking in the new residential developments in the area

e. Opportunities

Opportunities are things that could be done to improve what is good about the area.

- Revitalize the Rolling Oaks Mall and support neighborhood businesses to bring new life to the community
- Offer a greater diversity of shopping and dining options for different preferences and age groups
- Meet the demand for entertainment venues like movie theaters, breweries, art galleries, convention centers, and community centers
- Add programming options to Comanche Lookout Park, such as pickleball, to attract more visitors
- Integrate outdoor walking trails and indoor sports courts in the area to promote a healthier lifestyle
- Support the development of assisted living options in the area
- Assess the need for power upgrades in this regional center
- Partner with University of the Incarnate Word (UIW) to enhance education programs and increase educational attainment
- Establish more police substations to enhance safety and security in the area
- Revise the Unified Development Code (UDC) to have more flexible building and parking requirements and incentives for new development
- Address the issue of speeding through major streets by implementing traffic calming improvements
- Improve the sharp turn on Stahl Road for safer driving conditions
- Increase the number of green spaces and trees to enhance the overall aesthetics of the area

f. Priorities

The neighborhood wants to maintain and build on those strengths. However, notable issues the neighborhood wants to address include animal control (raccoons, stray cats, and loose dogs), traffic enforcement, drainage, and fear of rising crime rates.

Some priorities identified by area residents to continue improving the area are:

- Incorporate and preserve existing greenspace in the area, increasing connectivity for added walkability
- Support development that will provide shopping and entertainment options for residents in the area, creating a live, work, play environment
- Redesign roads and add features such as stop lights to increase safety and improve traffic flow

11.4 Rolling Meadows

[See Figure 52: Rolling Meadows Homeowners Association Map]

a. Neighborhood Snapshot

The Rolling Meadows Homeowners Association was developed starting in in 2004 east of Loop 1604 and south of Nacogdoches Road and Rolling Oaks Mall. This was then followed by the establishment of Rolling Meadows Elementary School. It is currently the only residential development within this regional center located east of Loop 1604. Other nearby landmarks such as Holy Cross Cemetery and the historic Davenport Cemetery are located along this stretch of Nacogdoches Road, but it took more than 15 years for this section of the regional center to see signs of life after Rolling Oaks Mall – the primary anchor for growth in the area – was built.

However, the growth in this area has come to a halt, influenced by a significant decline in foot traffic at the mall. As a result, the area surrounding Rolling Meadows remains largely undeveloped, has retained a rural feel, and mainly functions as a pass-through connection for those traveling to the City of Selma or Bracken, an unincorporated community in Comal County.

b. Strengths

Strengths are unique things that make the area a good place to live or visit.

- Area with great historical significance
- Extensive vacant land available for development
- Proximity to Rolling Oaks Mall and Rolling Meadows Elementary School
- Adjacent to the City of Selma and Bracken
- Connected regionally through Loop 1604 and Evans Road

c. Weaknesses

Weaknesses refer to issues that locals encounter and could be improved upon.

- Neighborhood streets need maintenance
- Connectivity limited by Loop 1604, the Union Pacific rail tracks, and flood plain areas to the east
- No nearby neighborhood-scale uses

d. Challenges

Challenges are things that need to be overcome to address issues facing the area.

- Rolling Oaks Mall, the only area of economic activity within proximity, currently has a substantial amount of underutilized retail space. Without significant improvements, the lack of maintenance and deterioration will be a burden to the community
- The area lacks community spaces for gathering. Rolling Meadows HOA events are limited to an open pavilion, which proves to be uncomfortable for year-round use
- Streets are only maintained in a patchwork order and need to be resurfaced more frequently as

directed by City policy

- The entrance to the community is not clearly marked. The only designated area for signage is located on the corner of the elementary school property, which reflects poorly on the community
- The Rolling Meadows community has only one entrance/exit located at the intersection of Nacogdoches Road and Dolente Road. Due to a lack of available land, constructing a second entrance is not possible. This poses a challenge, especially during the school year when students are being dismissed from Rolling Meadows Elementary School. Cars idling on Nacogdoches Road, blocking the right lane of traffic, and prohibiting a safe entrance to Dolente Road, create a safety concern. Any increase in traffic without a plan to improve traffic flow at this intersection would further compromise the safety of both students and the community.
- Fiber optic infrastructure is still not widely available in this area

e. Opportunities

Opportunities are things that could be done to improve what is good about the area.

- Allocate and develop a dedicated space for community gathering
- Renovate Rolling Oaks Mall into a multifunctional center. This center should include meeting spaces, an older adult center, a library, and sports courts
- Allocate resources to repair or replace the streets in this community
- Improve the flow of traffic leading into Rolling Meadows Elementary School. A suggested change includes a dedicated turn lane onto Dolente Road
- Fulfill the strong demand for high-speed (fiber) internet in the neighborhood
- Improve code enforcement to ensure commercial signs around the community are repaired or maintained

f. Priorities

The residents of Rolling Meadows neighborhood have identified key priorities to be acknowledged in the future for their neighborhood. The listed priorities include the following:

- Improve street network and traffic flow in the Rolling Meadows neighborhood vicinity
- Repair and maintain street infrastructure regularly to prevent deterioration of neighborhood roads
- Activate the economic potential of Rolling Oaks Mall by redeveloping the site into a vibrant space that includes meeting spaces and amenities for all ages

Appendix A: Figures and Exhibits

List of Figures

- Figure 1: Sub-Area Phases Map
- Figure 2: Plan Location Map
- Figure 3: Study Area Map
- Figure 4: Implementation Priorities Map
- Figure 5: Future Land Use Map
- Figure 6: Focus Areas Map
- Figure 7: Focus Area #1 Map – Rolling Oaks Mall
- Figure 8: Transformative Project: Rolling Oaks Mall – Existing
- Figure 9: Transformative Project: Rolling Oaks Mall – Concept
- Figure 10: Transformative Project: Rolling Oaks Mall Looking North – Existing
- Figure 11: Transformative Project: Rolling Oaks Mall Looking North – Concept
- Figure 12: Focus Area #2 Map – Nacogdoches Road and Evans Road
- Figure 13: Transformative Project: Nacogdoches Road and Evans Road – Existing
- Figure 14: Transformative Project: Nacogdoches Road and Evans Road – Concept
- Figure 15: Transformative Project: Nacogdoches Road and Evans Road Looking Southwest – Concept
- Figure 16: Transformative Project: Nacogdoches Road – Existing Streetscape
- Figure 17: Transformative Project: Nacogdoches Road – Streetscape Concept
- Figure 18: Focus Area #3 Map – Rain Tree Path
- Figure 19: Focus Area #4 Map – Stahl Road Green Space
- Figure 20: Example Parking Lot Enhancements – Before
- Figure 21: Example Parking Lot Enhancements – After
- Figure 22: Example Parking Lot Enhancements – After
- Figure 23: Example Parking Lot Enhancements – After
- Figure 24: Mobility Map
- Figure 25: Example Mid-block Crossing Improvements – Existing
- Figure 26: Example Midblock Crossing Improvements – Concept
- Figure 27: Judson Road and Knollcreek Drive – Existing (Mobility Area A)
- Figure 28: Judson Road and Knollcreek Drive – Concept (Mobility Area A)
- Figure 29: Judson Road Rail Crossing – Existing (Mobility Area A)
- Figure 30: Judson Road Rail Crossing – Concept (Mobility Area A)
- Figure 31: Stahl Road – Existing (Mobility Area B)
- Figure 32: Stahl Road – Existing (Mobility Area B)
- Figure 33: Nacogdoches Road and Toepperwein Road - Existing (Mobility Area C)
- Figure 34: Nacogdoches Road and Toepperwein Road - Concept (Mobility Area C)
- Figure 35: Nacogdoches Road and Loop 1604 – Existing (Mobility Area D)
- Figure 36: Nacogdoches Road and Loop 1604 – Concept (Mobility Area D)
- Figure 37: Amenities and Public Spaces Map
- Figure 38: Example Gateway Improvements Concept 1: Monument Signage Over the Road
- Figure 39: Example Gateway Improvements Concept 2: Monument Signage Along Side of the Road
- Figure 40: Example Gateway Improvements Concept 3: Monument Signage in Median
- Figure 41: Example Gateway Improvements Concept 4: Improvements in Intersection Roundabout
- Figure 42: Example Art and Design in the Public Right-of-Way – Existing
- Figure 43: Example Art and Design in the Public Right-of-Way – Concept
- Figure 44: Non-Compliant Dark Sky Initiative Lighting Fixtures
- Figure 45: Preferred Dark Sky Initiative Lighting Fixtures

Figure 46: Example Signage and Wayfinding

Figure 47: Missing Middle Housing – Typical Existing Neighborhood Conditions

Figure 48: Missing Middle Housing – Lower Density Concepts

Figure 49: Missing Middle Housing – Higher Density Concepts

Figure 50: High Country Homeowners Association Map

Figure 51: Fox Run Neighborhood Association Map

Figure 52: Rolling Meadows Homeowners Association Map

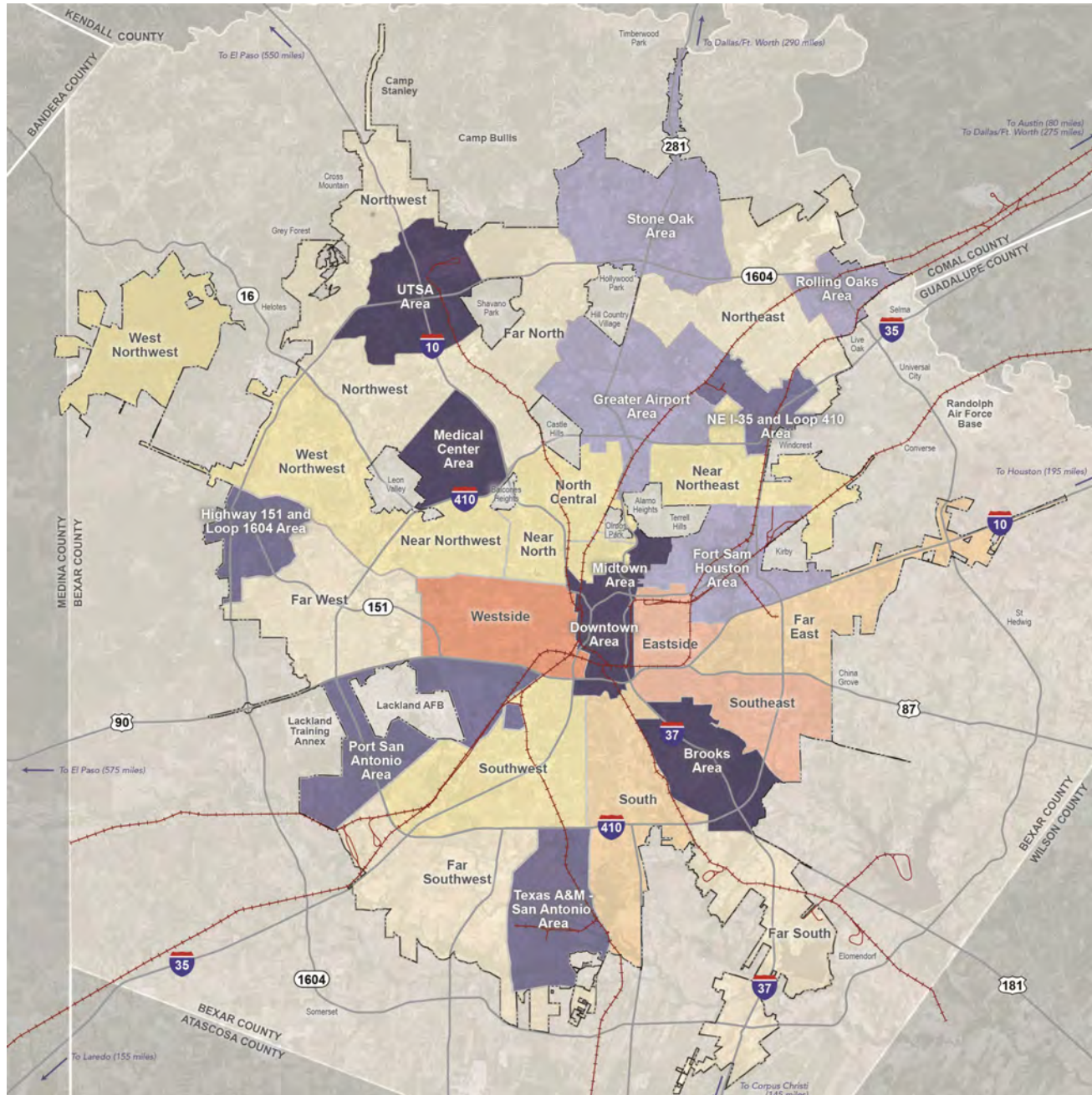
List of Exhibits

Exhibit 1: Existing Conditions Atlas

Exhibit 2: Equity Atlas

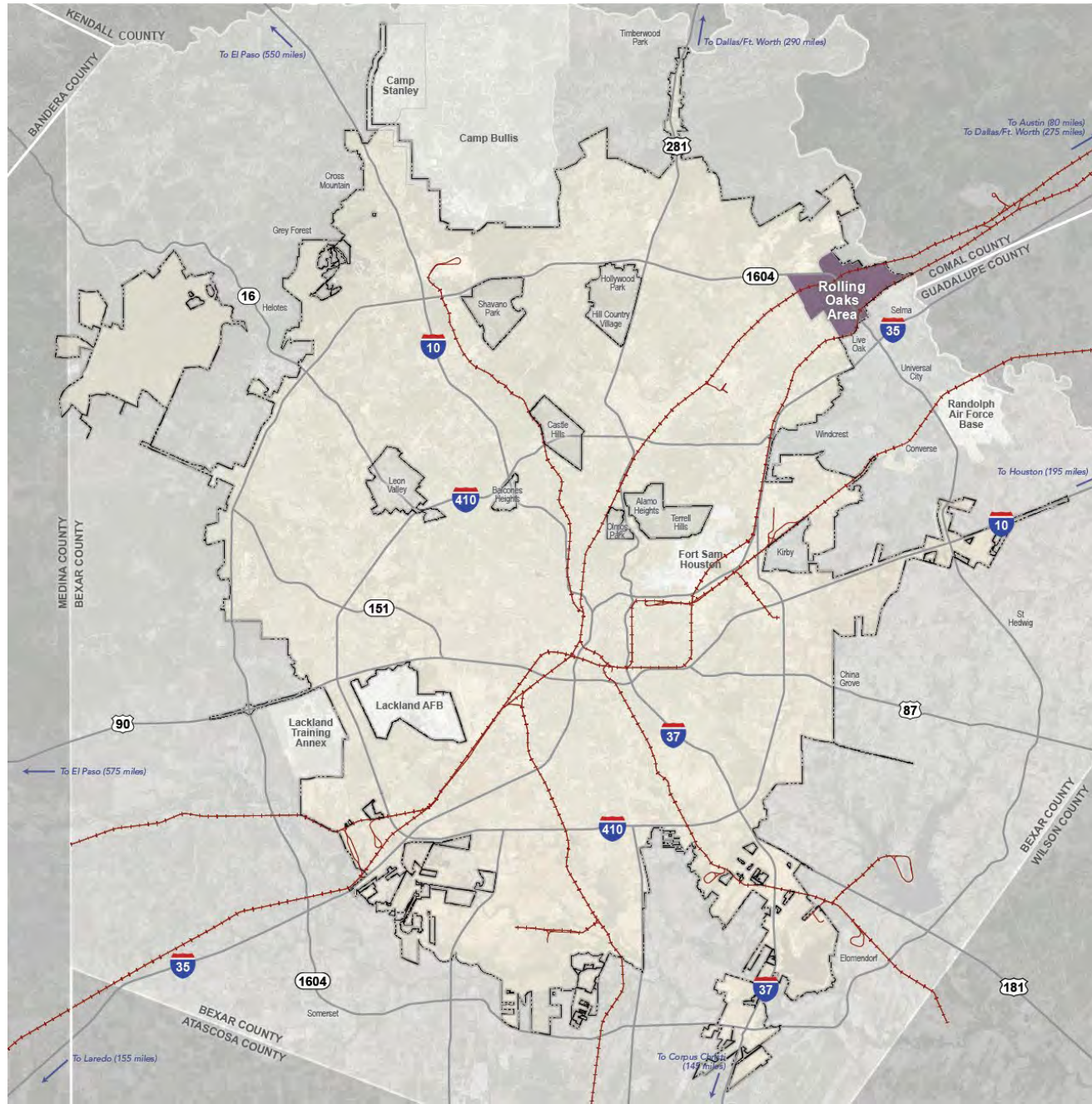
DRAFT

Figure 1: Sub-Area Planning Phases Map



- LEGEND**
- City Boundary
 - Major Highway
 - Rail Line
 - Regional Center Plan Areas**
 - Phase 1
 - Phase 2
 - Phase 3
 - Community Plan Areas**
 - Phase 1
 - Phase 2
 - Phase 3
 - Phase 4
 - Phase 5

Figure 2: Plan Location Map



PLAN LOCATION

LEGEND

- City Boundary
- Major Highway
- Rail Line
- Regional Center Boundary

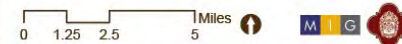


Figure 3: Study Area Map

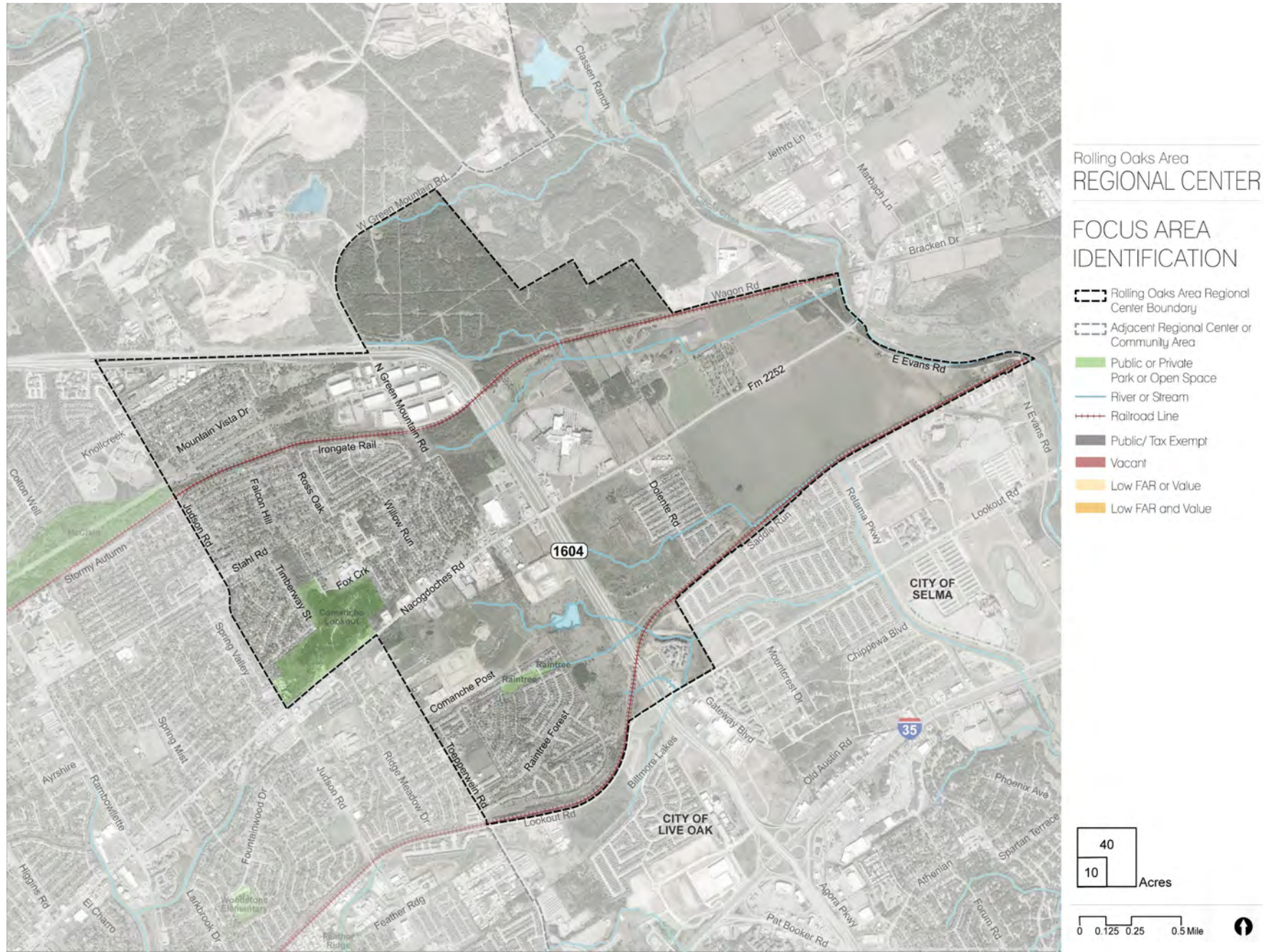


Figure 4: Implementation Priorities Map

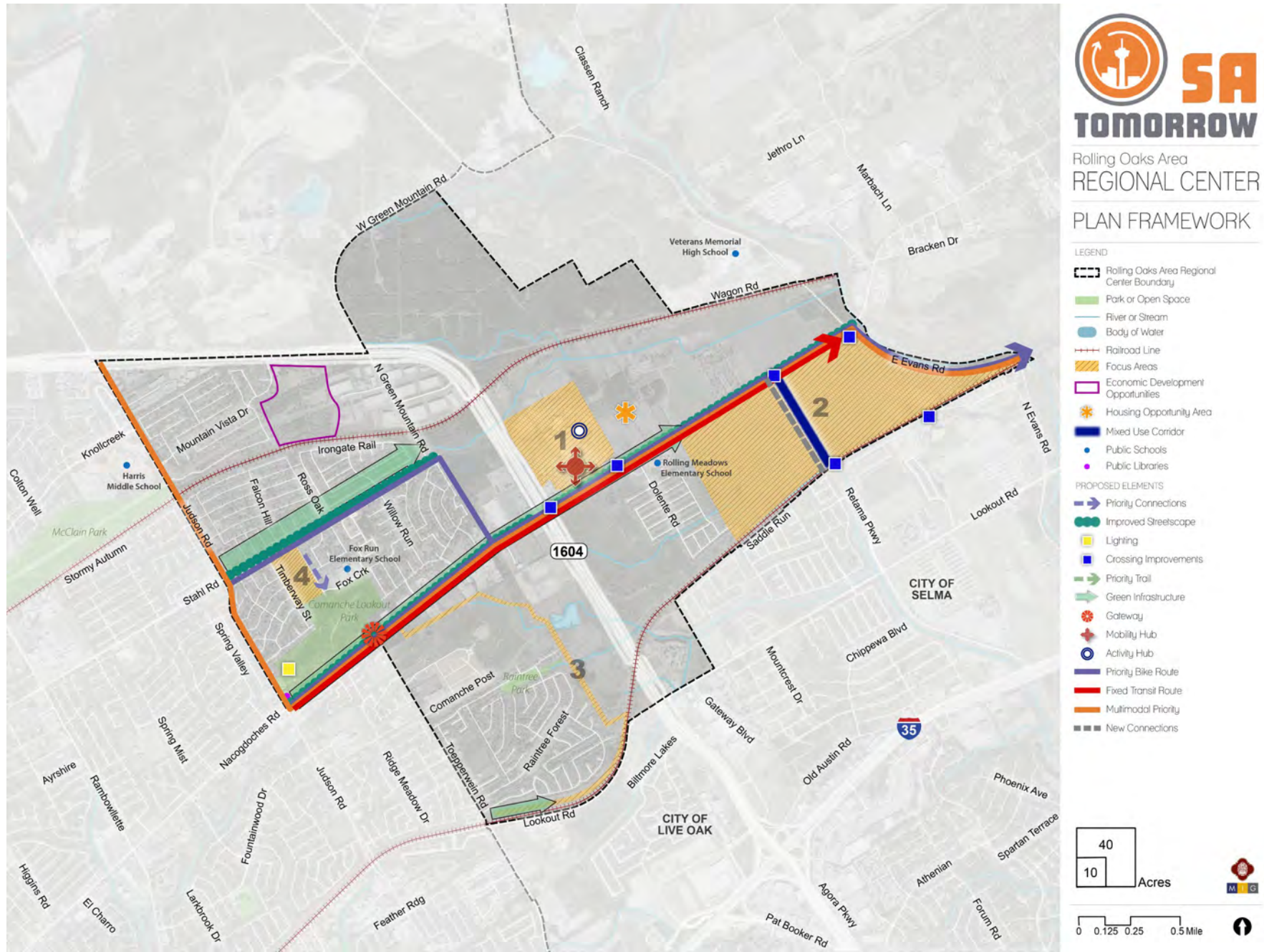


Figure 5: Future Land Use Map

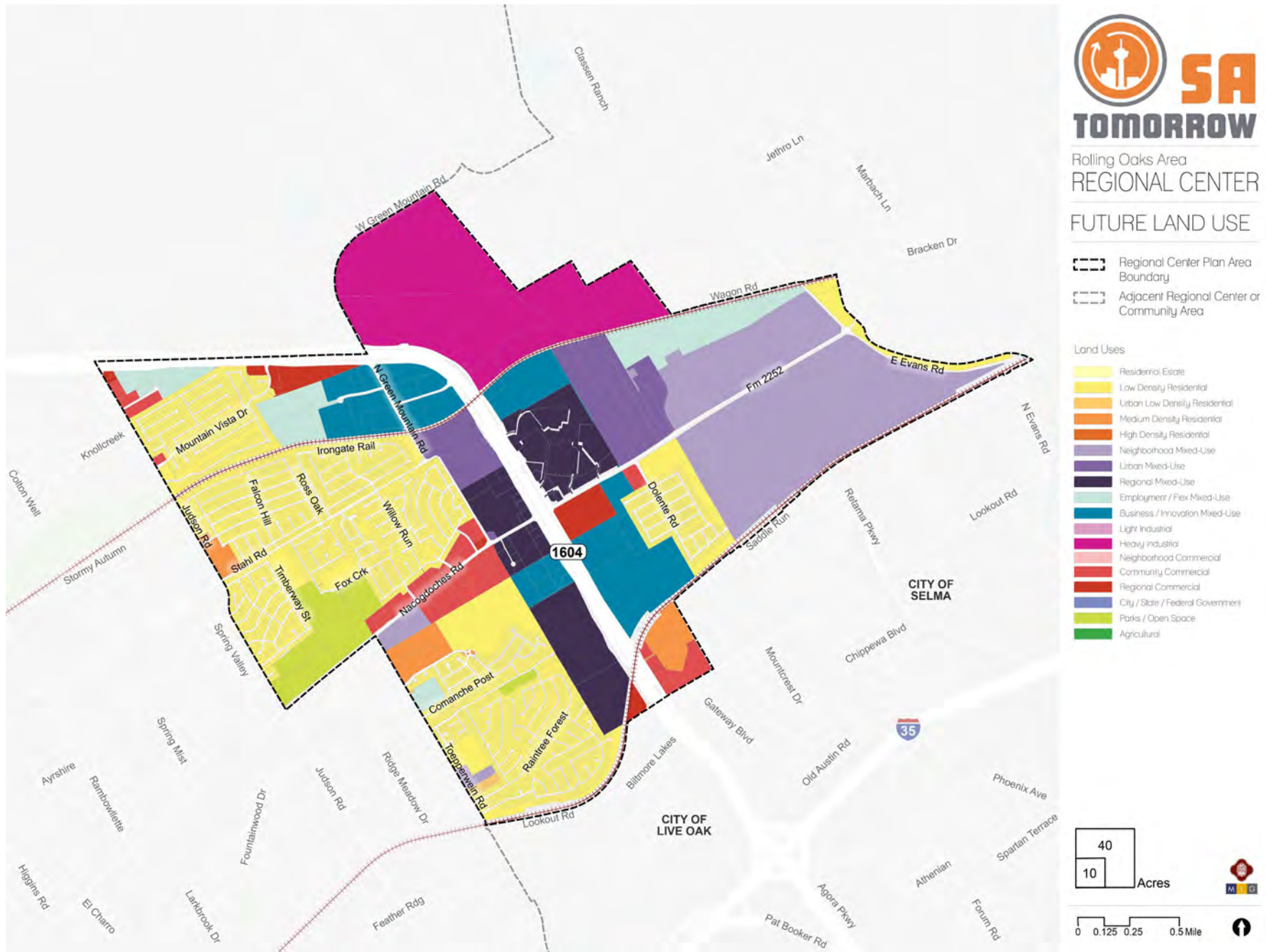


Figure 6: Focus Areas Map

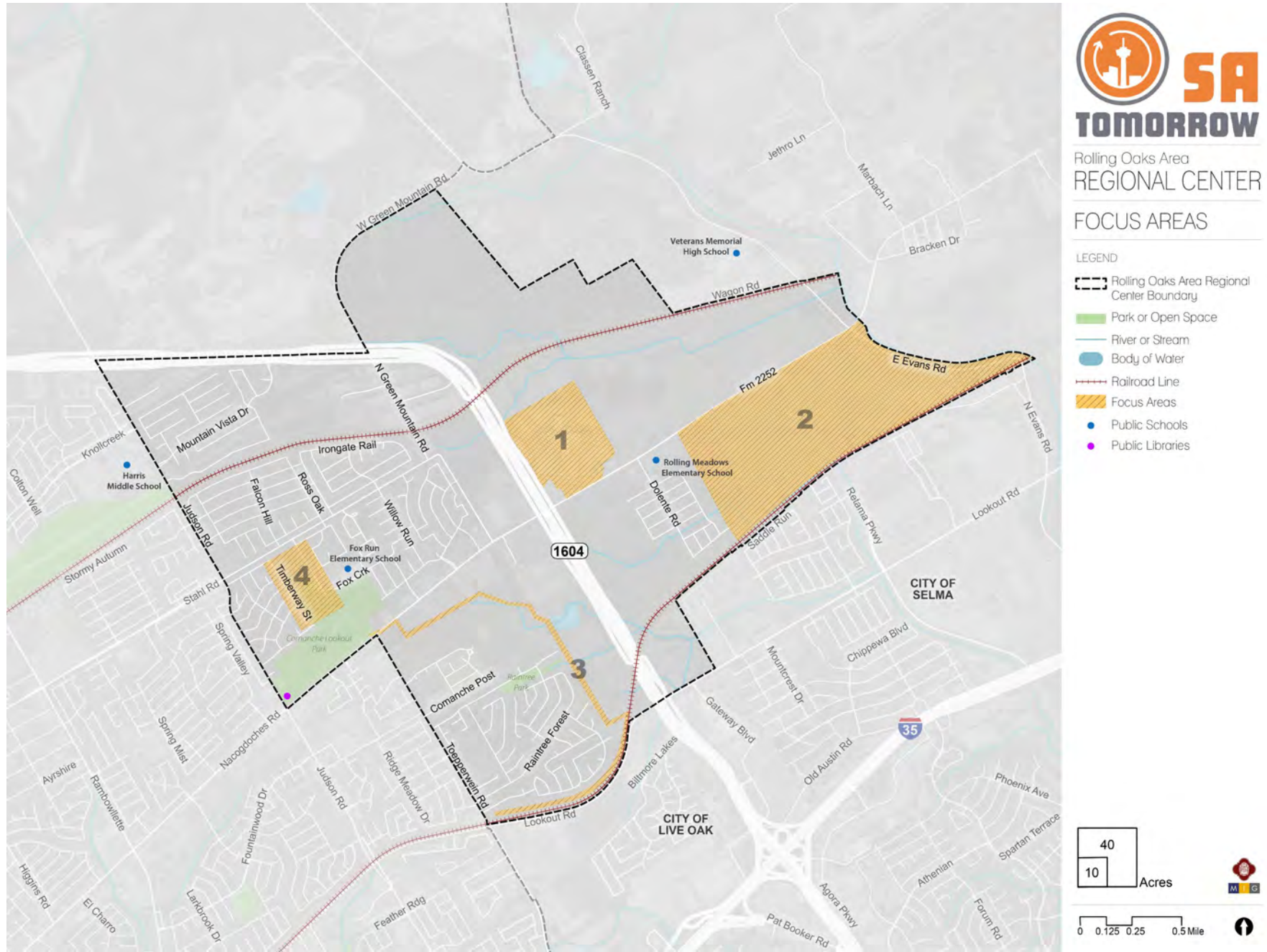


Figure 7: Focus Area #1 Map – Rolling Oaks Mall



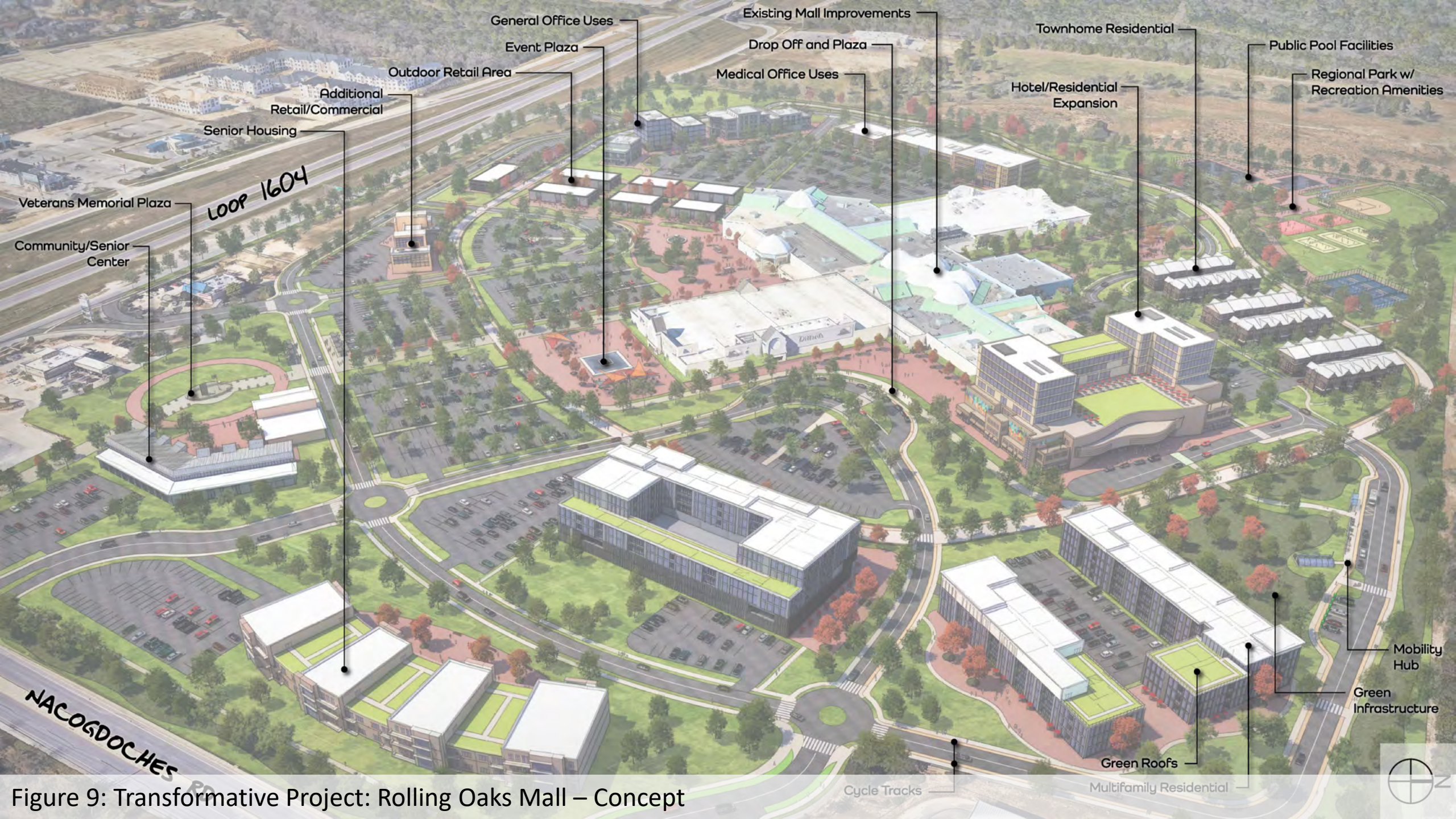


LOOP 1604

NACOGDOCHES RD

Figure 8: Transformative Project: Rolling Oaks Mall – Existing





- Veterans Memorial Plaza
- Community/Senior Center
- Senior Housing
- Additional Retail/Commercial
- Outdoor Retail Area
- Event Plaza
- General Office Uses
- Medical Office Uses
- Existing Mall Improvements
- Drop Off and Plaza
- Hotel/Residential Expansion
- Townhome Residential
- Public Pool Facilities
- Regional Park w/ Recreation Amenities
- Mobility Hub
- Green Infrastructure
- Multifamily Residential
- Green Roofs
- Cycle Tracks
- LOOP 1604
- NACOGDOCHES RD

Figure 9: Transformative Project: Rolling Oaks Mall – Concept





Figure 10: Transformative Project: Rolling Oaks Mall Looking North – Existing



Figure 11: Transformative Project: Rolling Oaks Mall Looking North – Concept

Figure 12: Focus Area #2 Map – Nacogdoches Road and Evans Road

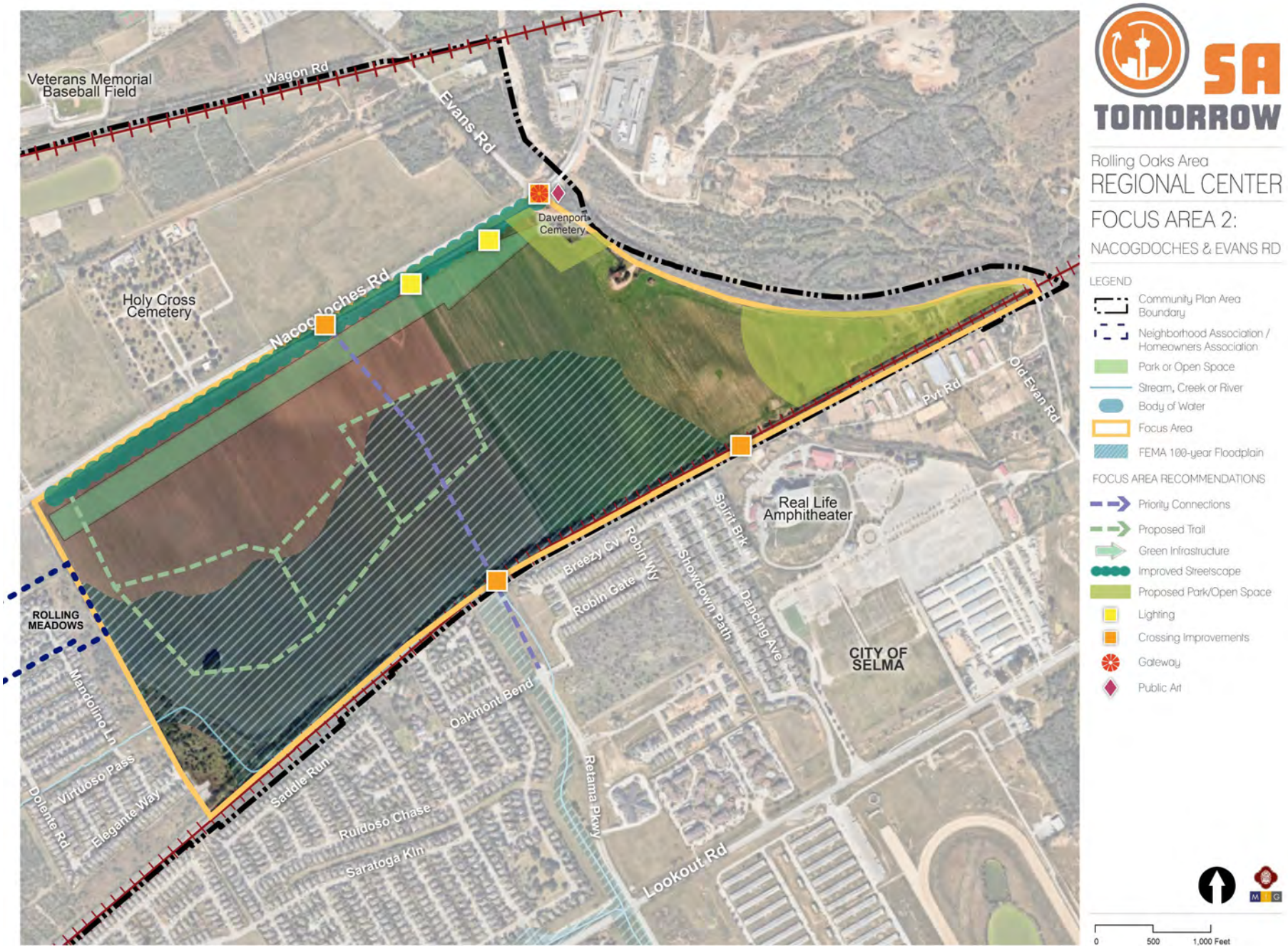




Figure 13: Transformative Project: Nacogdoches Road and Evans Road – Existing



Figure 14: Transformative Project: Nacogdoches Road and Evans Road – Concept



RETAMA PKWY

NACOGDOCHES RD

E EVANS RD

Figure 15: Transformative Project: Nacogdoches Road and Evans Road Looking Southwest – Concept





Figure 16: Transformative Project: Nacogdoches Road – Existing Streetscape



Figure 17: Transformative Project: Nacogdoches Road – Streetscape Concept

Figure 18: Focus Area #3 Map – Rain Tree Path

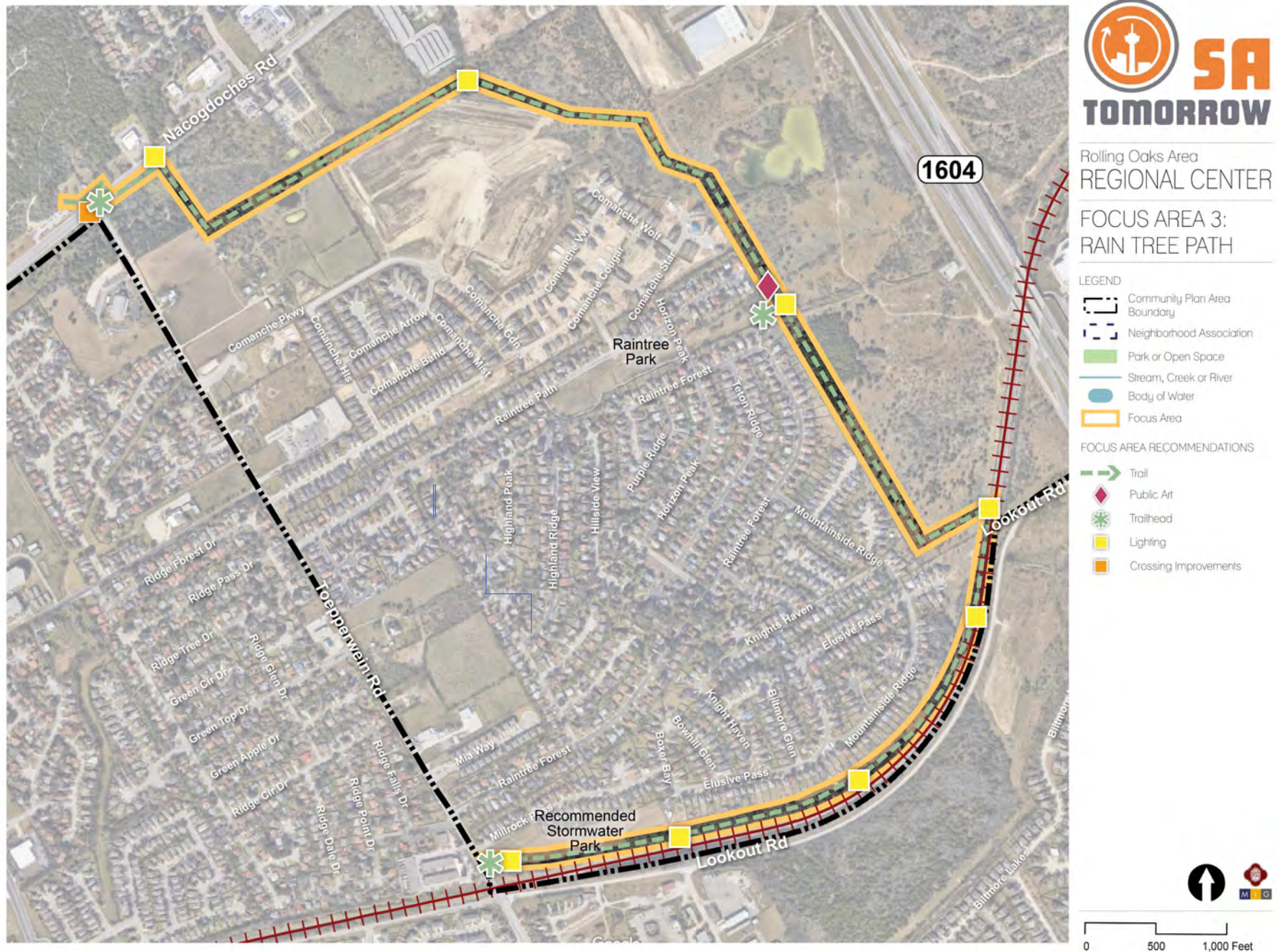


Figure 19: Focus Area #4 Map – Stahl Road Green Space



Figure 20: Example Parking Lot Enhancements – Before

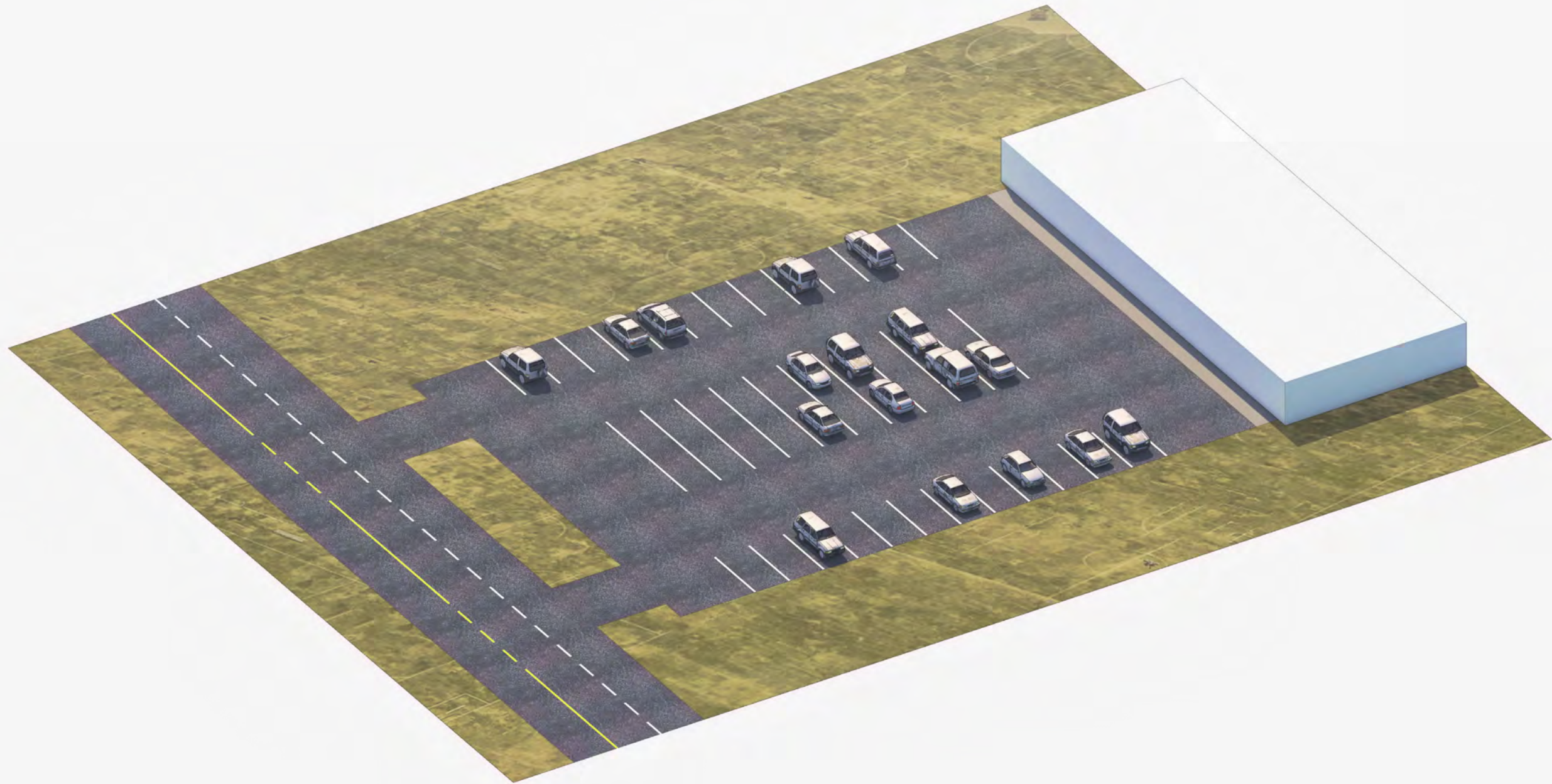


Figure 21: Example Parking Lot Enhancements – After

STORMWATER CAPTURE AREAS

PERMEABLE PAVING



Figure 22: Example Parking Lot Enhancements – After



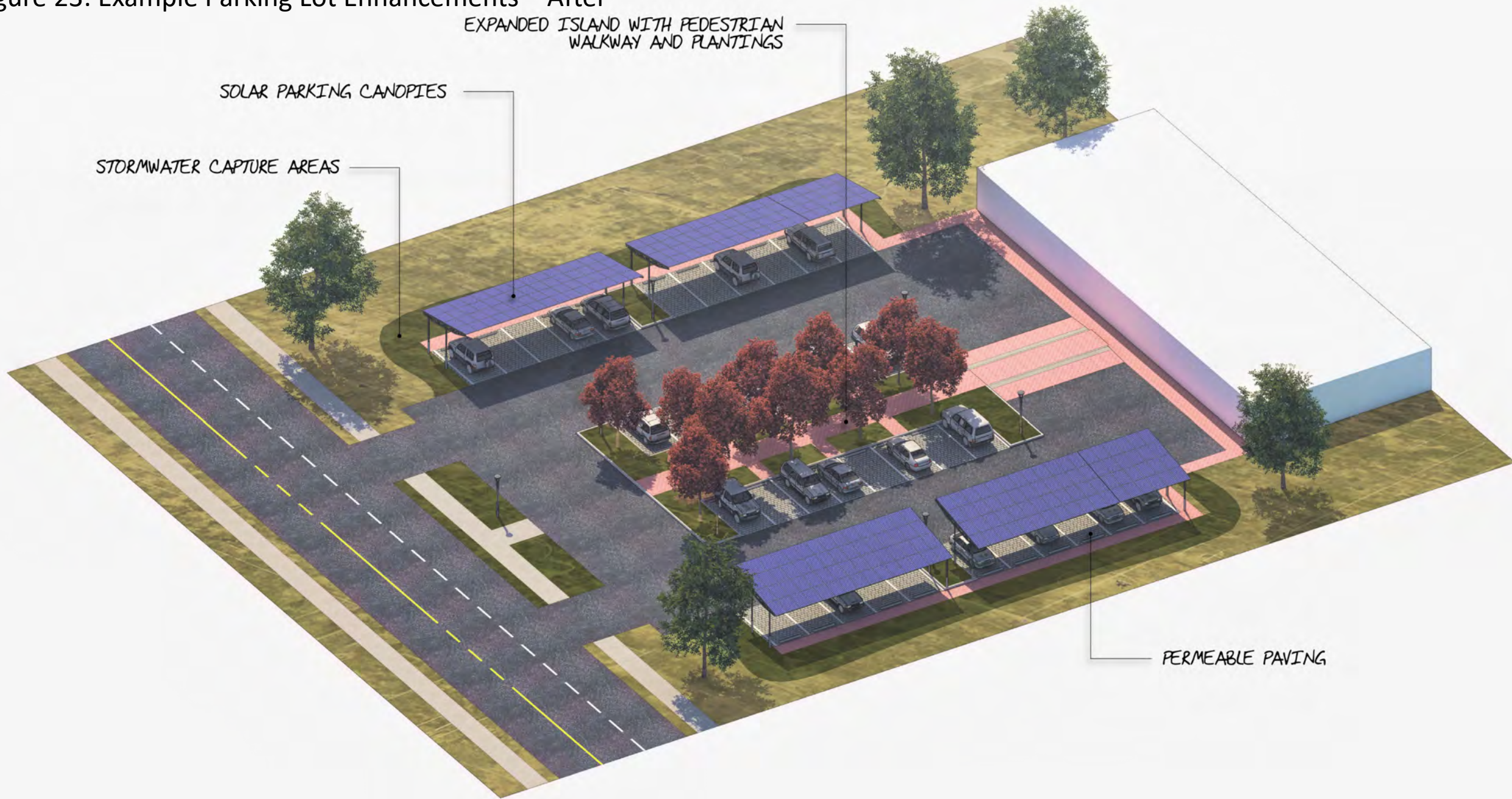
EXPANDED ISLAND WITH PEDESTRIAN WALKWAY AND PLANTINGS

RAISED CROSSING

PEDESTRIAN PATHS TO DESTINATION

PERMEABLE PAVING

Figure 23: Example Parking Lot Enhancements – After



EXPANDED ISLAND WITH PEDESTRIAN WALKWAY AND PLANTINGS

SOLAR PARKING CANOPIES

STORMWATER CAPTURE AREAS

PERMEABLE PAVING

Figure 24: Mobility Map

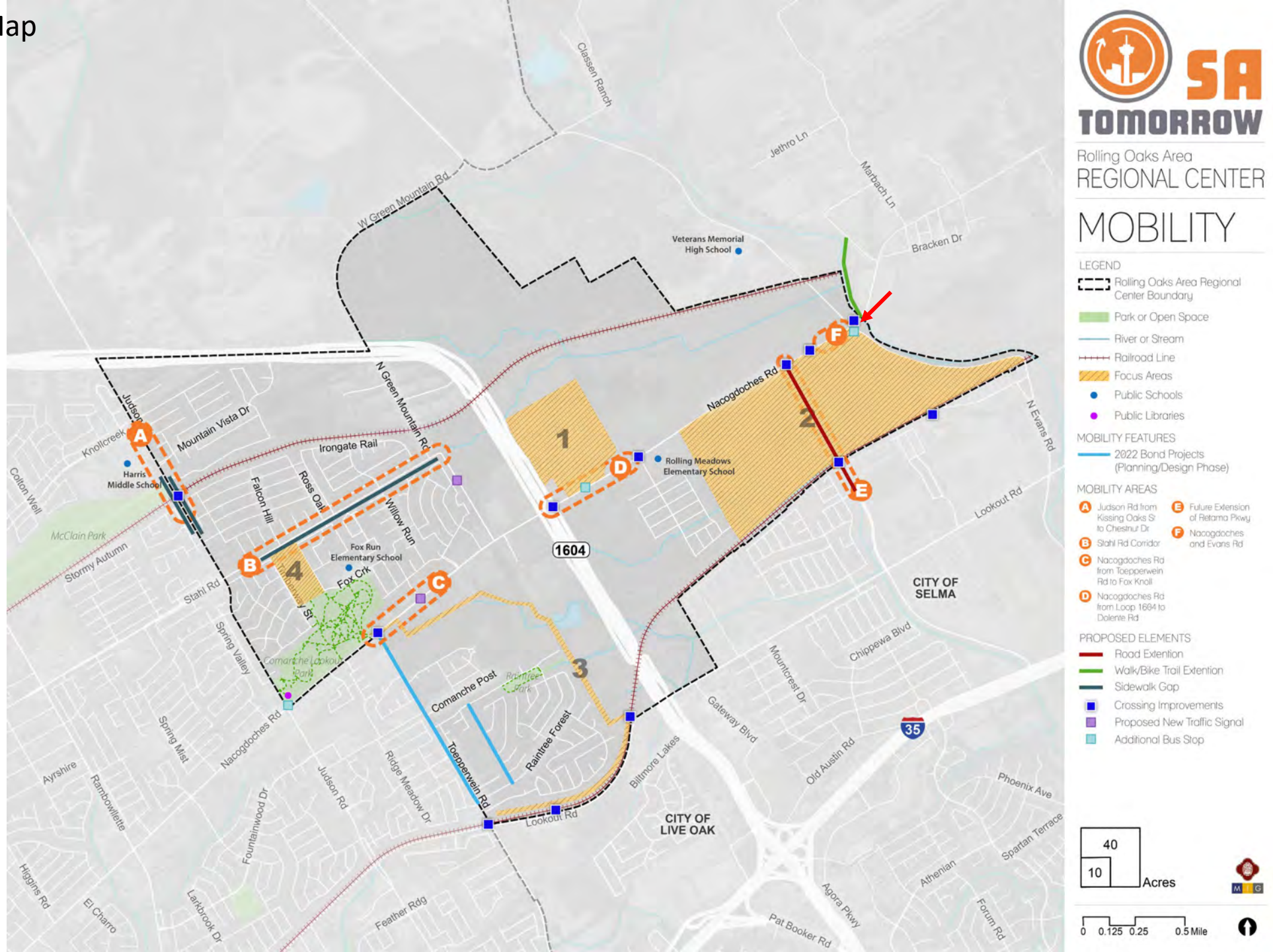


Figure 25: Example Mid-block Crossing Improvements – Existing

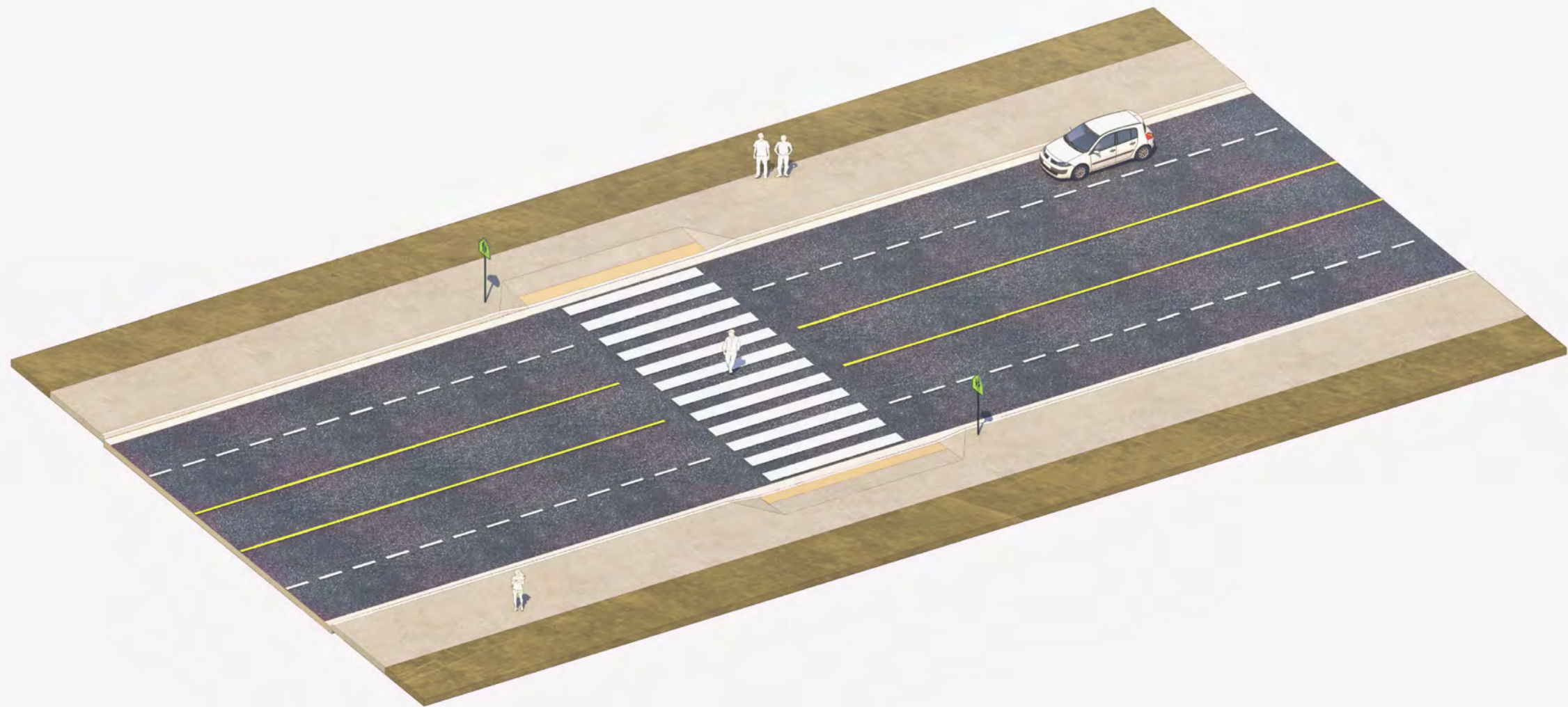


Figure 26: Example Mid-block Crossing Improvements – Concept

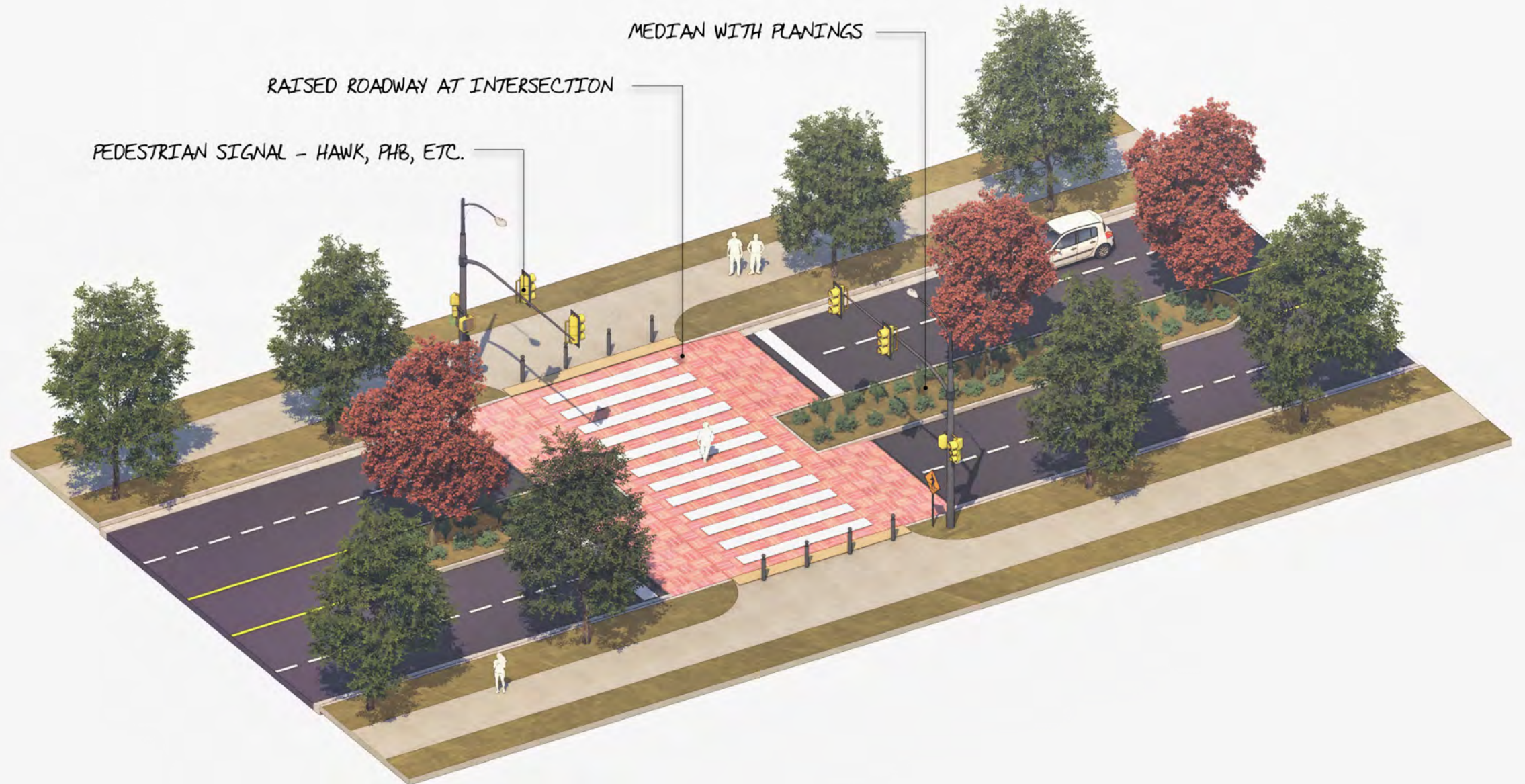


Figure 27: Judson Road and Knollcreek Drive – Existing (Mobility Area A)



Figure 28: Judson Road and Knollcreek Drive – Concept (Mobility Area A)



Figure 29: Judson Road Rail Crossing – Existing (Mobility Area A)



Figure 30: Judson Road Rail Crossing – Concept (Mobility Area A)

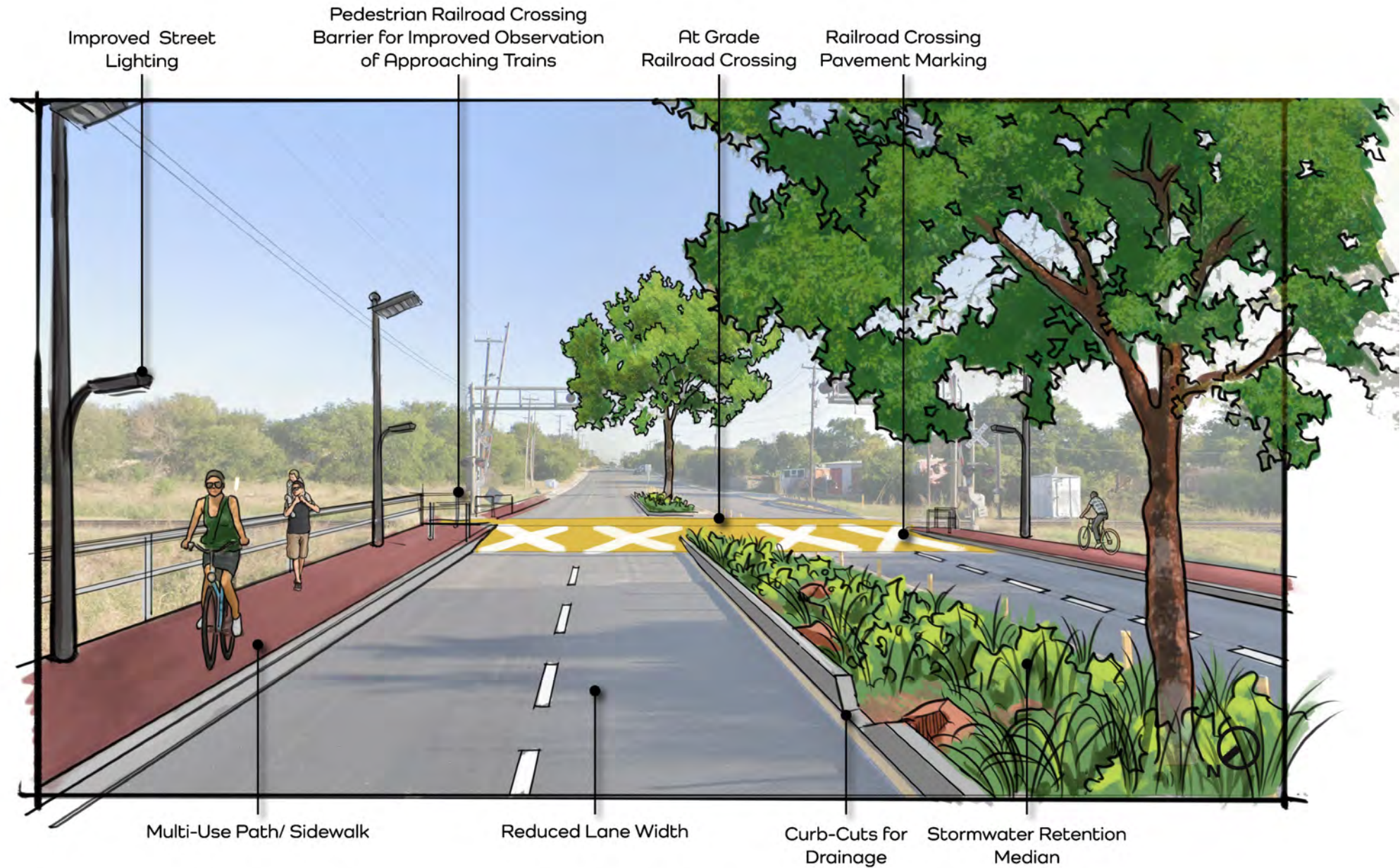


Figure 31: Stahl Road – Existing (Mobility Area B)



Figure 32: Stahl Road– Concept (Mobility Area B)

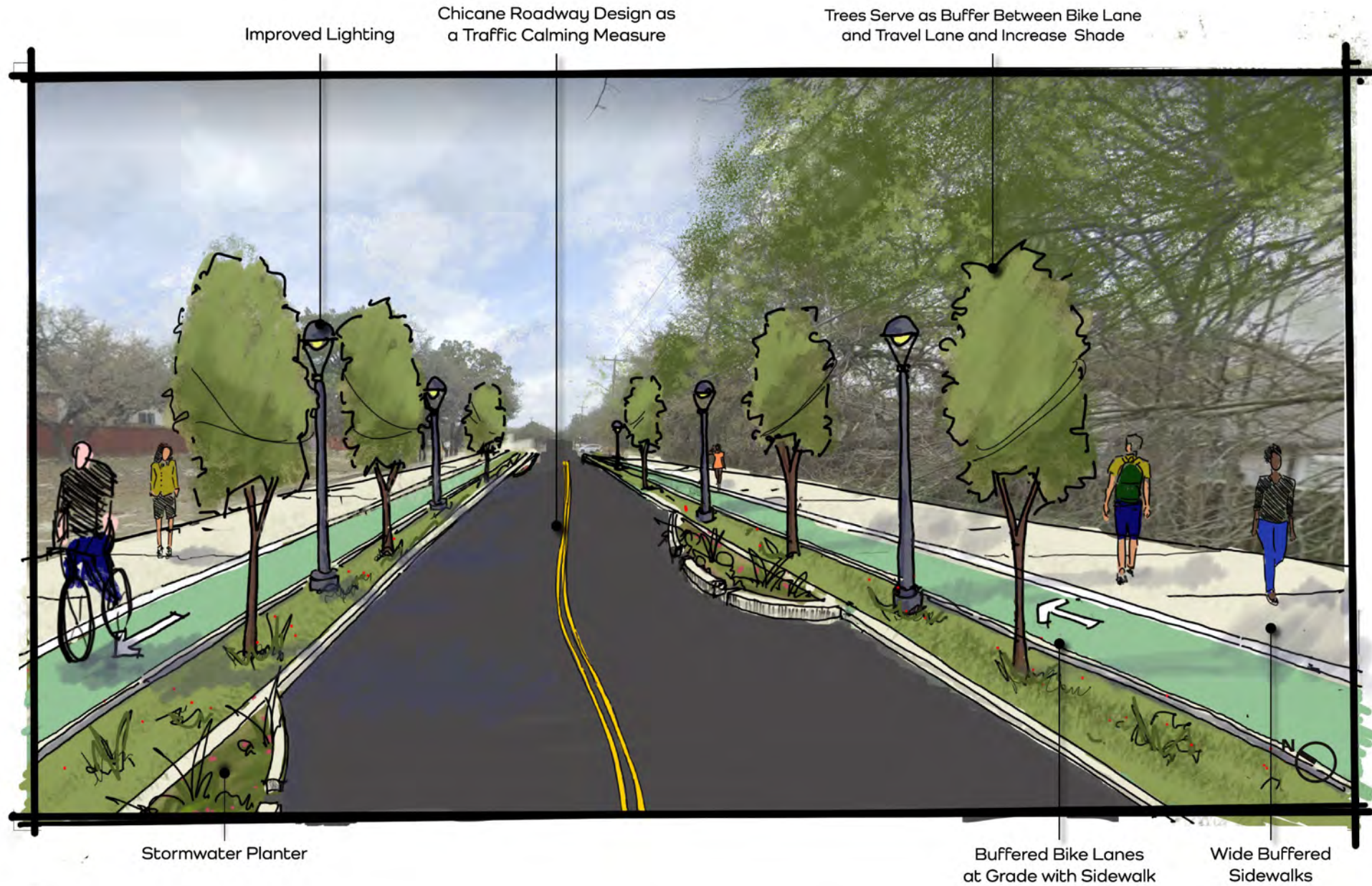


Figure 33: Nacogdoches Road and Toepperwein Road– Existing (Mobility Area C)



Figure 34: Nacogdoches Road and Toepperwein Road– Concept (Mobility Area C)

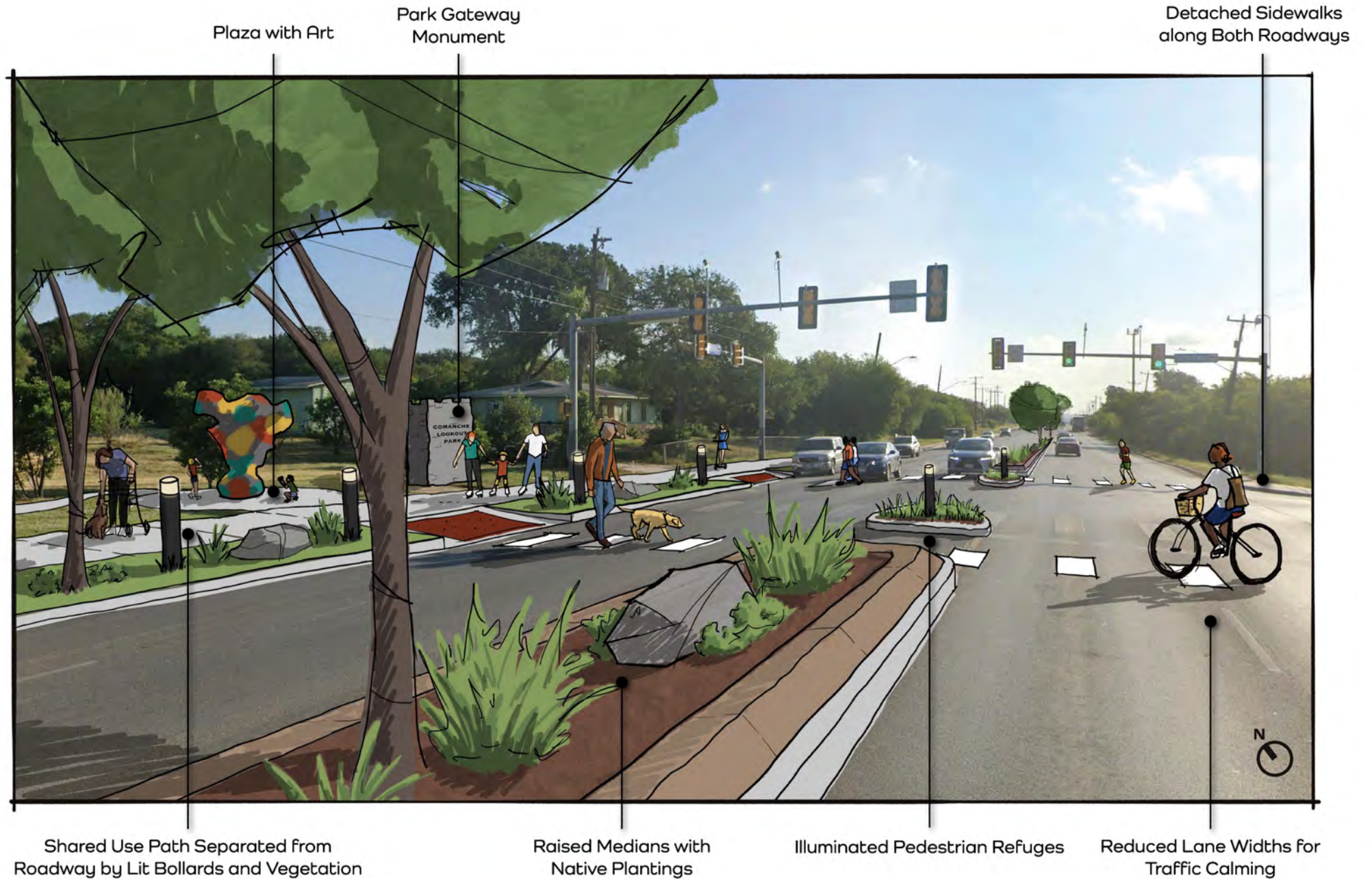


Figure 35: Nacogdoches Road and Loop 1604 – Existing (Mobility Area D)



Figure 36: Nacogdoches Road and Loop 1604 – Concept (Mobility Area D)

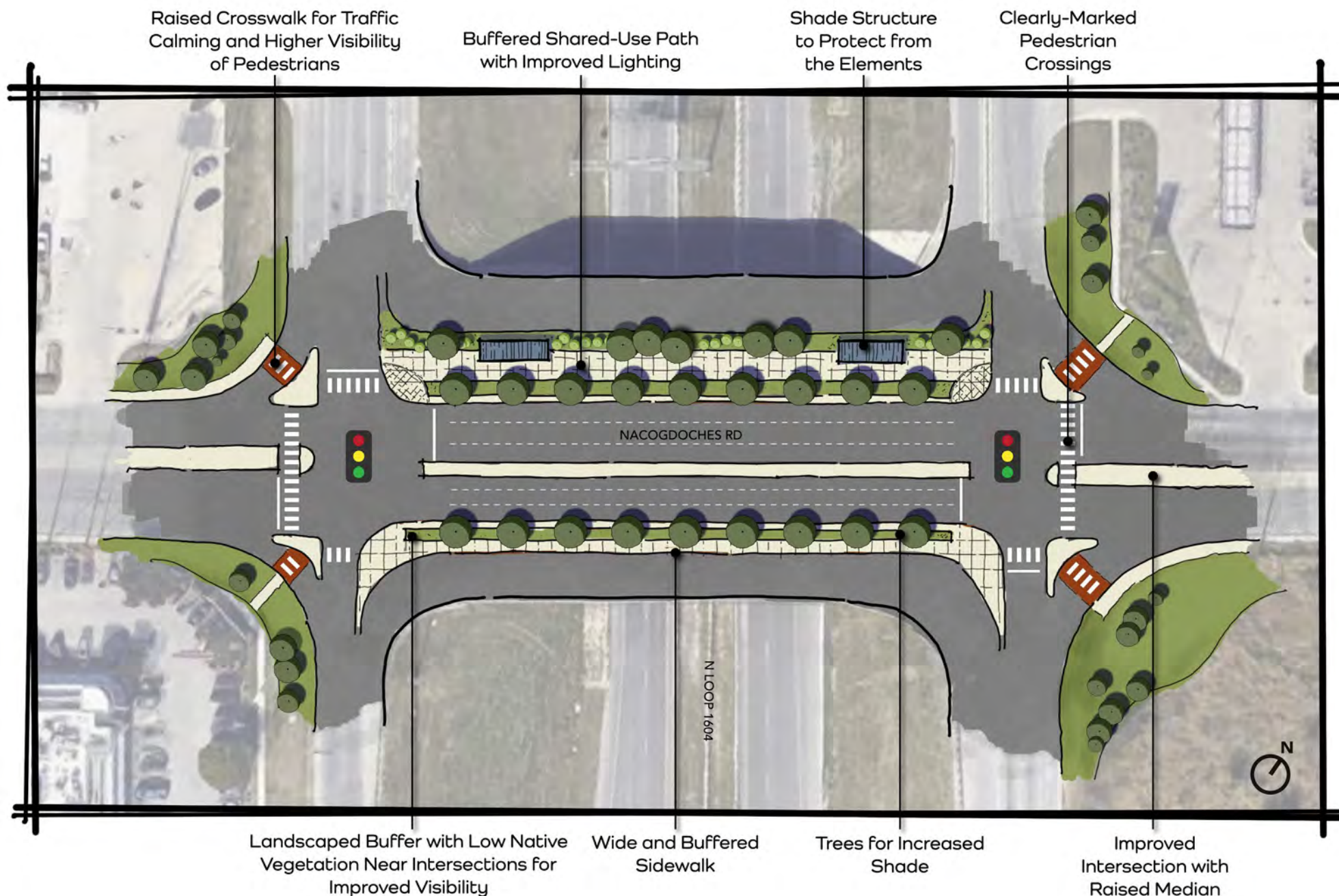
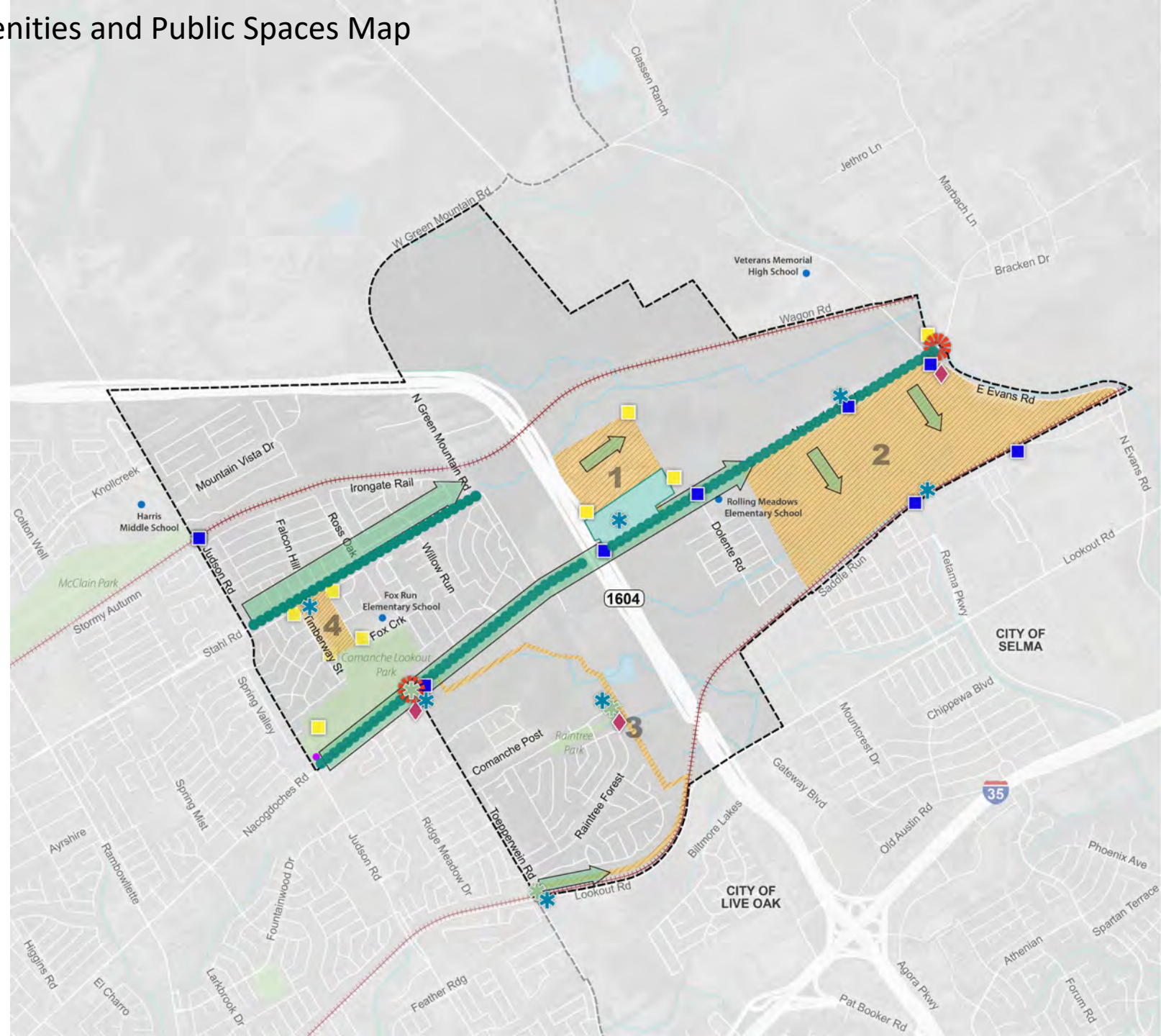



Figure 37: Amenities and Public Spaces Map




Rolling Oaks Area
REGIONAL CENTER

AMENITIES AND
PUBLIC SPACES

- LEGEND
- Rolling Oaks Area Regional Center Boundary
 - Park or Open Space
 - River or Stream
 - Body of Water
 - Railroad Line
 - Focus Areas
 - Public Schools
 - Public Libraries
- PROPOSED ELEMENTS
- Gateway
 - Public Art
 - Improved Streetscape
 - Lighting
 - Crossing Improvements
 - Green Infrastructure
 - Mobility Hub
 - Trailhead
 - Signage and Wayfinding



40
10
Acres

0 0.125 0.25 0.5 Mile






Figure 38: Example Gateway Improvements Concept 1: Monument Signage Over the Road



Figure 39: Example Gateway Improvements Concept 2: Monument Signage Along Side of the Road



Figure 40: Example Gateway Improvements Concept 3: Monument Signage in Median



Figure 41: Example Gateway Improvements Concept 4: Improvements in Intersection Roundabout



Figure 42: Example Art and Design in the Public Right-of-Way – Existing

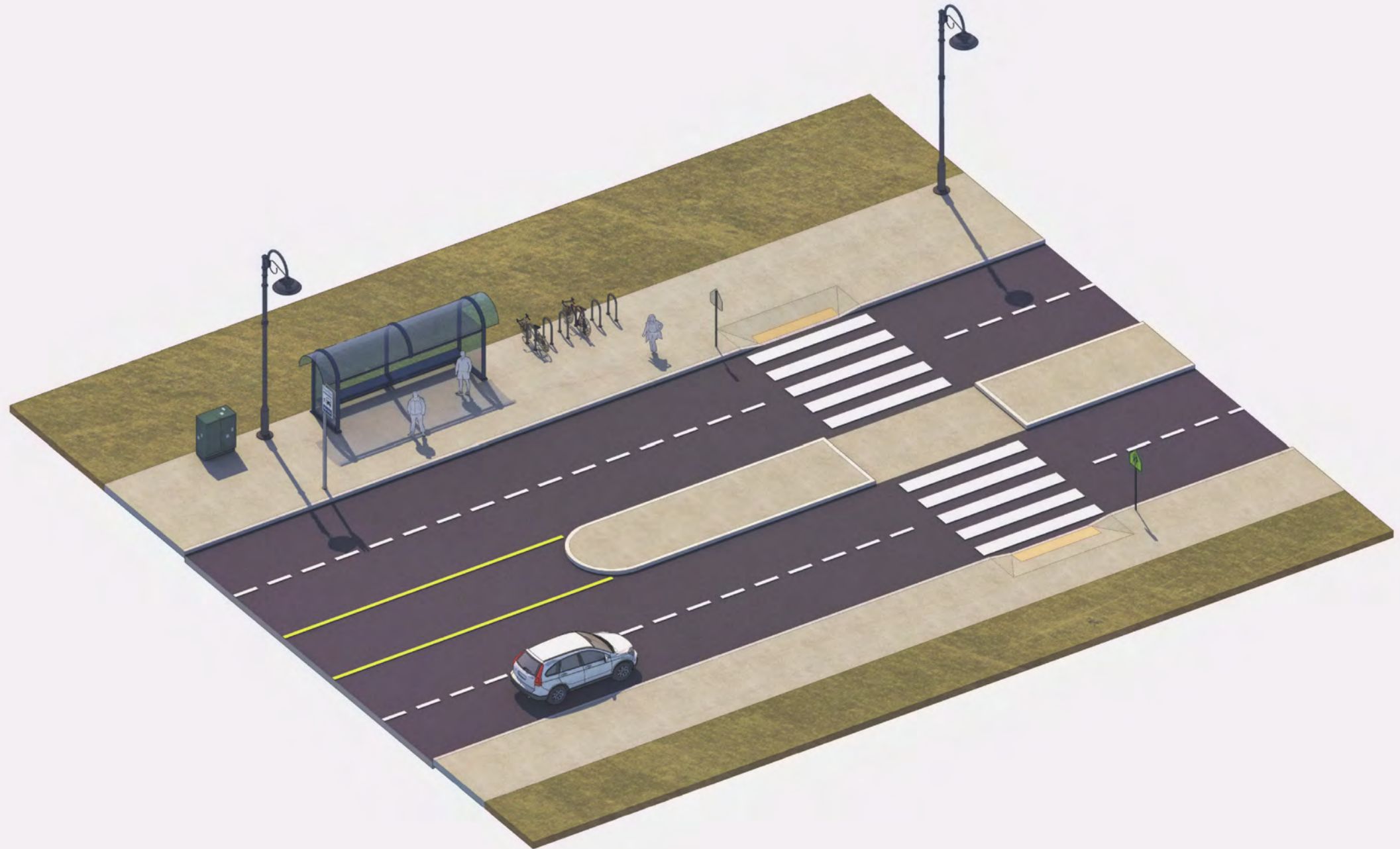
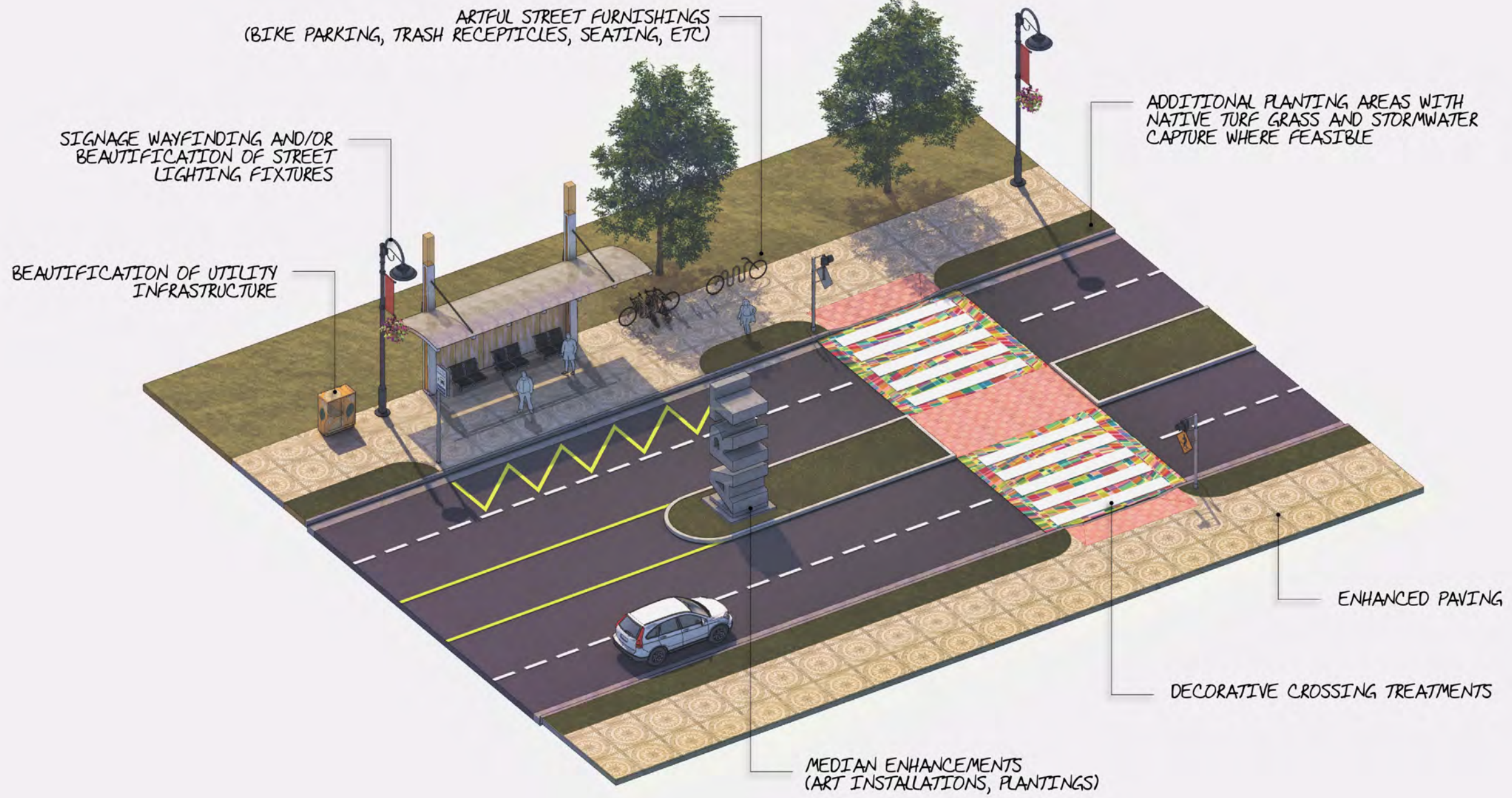


Figure 43: Example Art and Design in the Public Right-of-Way – Concept



ARTFUL STREET FURNISHINGS
(BIKE PARKING, TRASH RECEPTICLES, SEATING, ETC.)

SIGNAGE WAYFINDING AND/OR
BEAUTIFICATION OF STREET
LIGHTING FIXTURES

BEAUTIFICATION OF UTILITY
INFRASTRUCTURE

ADDITIONAL PLANTING AREAS WITH
NATIVE TURF GRASS AND STORMWATER
CAPTURE WHERE FEASIBLE

ENHANCED PAVING

DECORATIVE CROSSING TREATMENTS

MEDIAN ENHANCEMENTS
(ART INSTALLATIONS, PLANTINGS)

Figure 44: Non-Compliant Dark Sky Initiative Lighting Fixtures



Figure 45: Preferred Dark Sky Initiative Lighting Fixtures

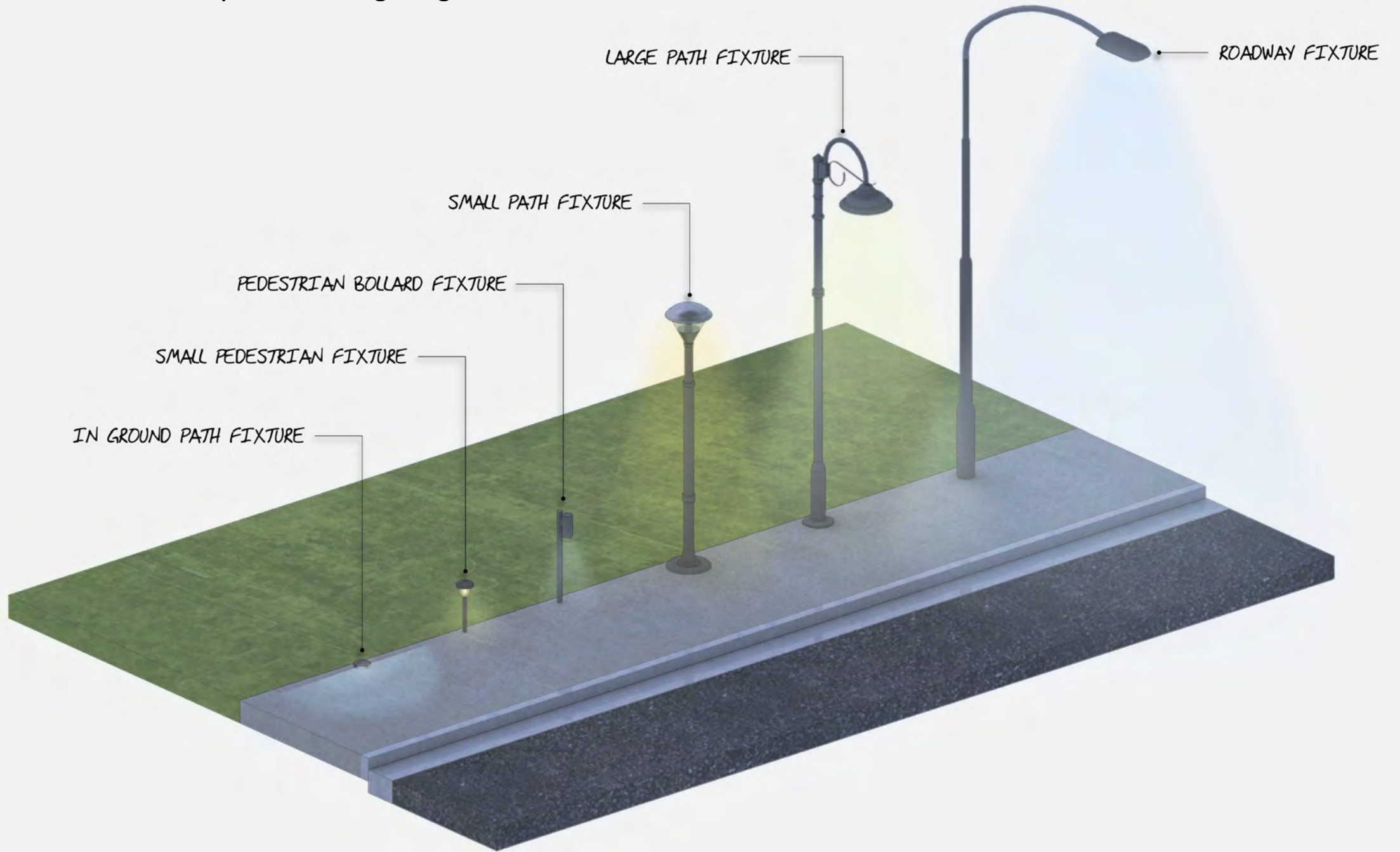


Figure 46: Example Signage and Wayfinding

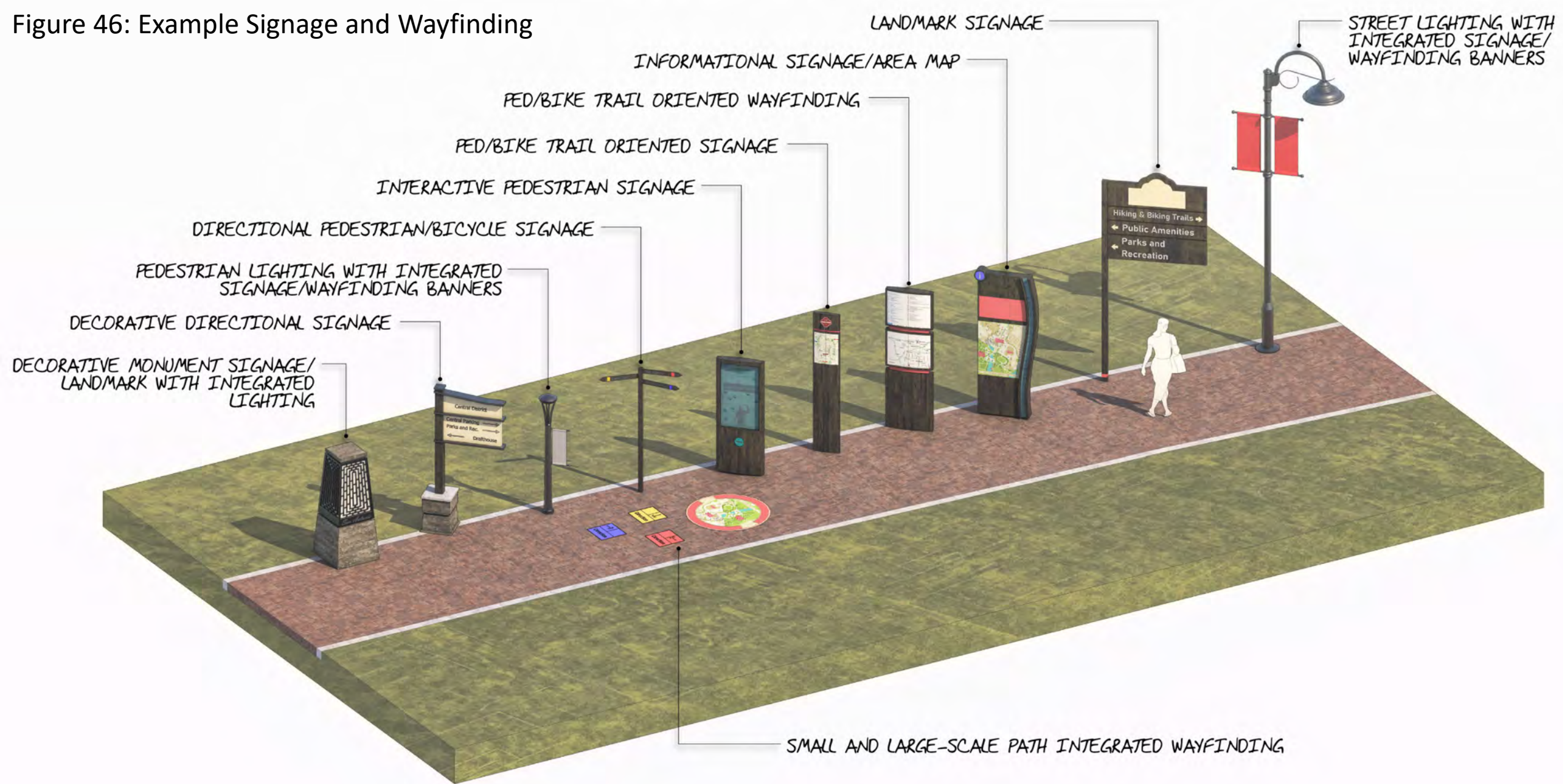


Figure 47: Missing Middle Housing – Typical Existing Neighborhood Conditions



Figure 48: Missing Middle Housing – Lower Density Concepts



ADDITIONAL DWELLING UNIT

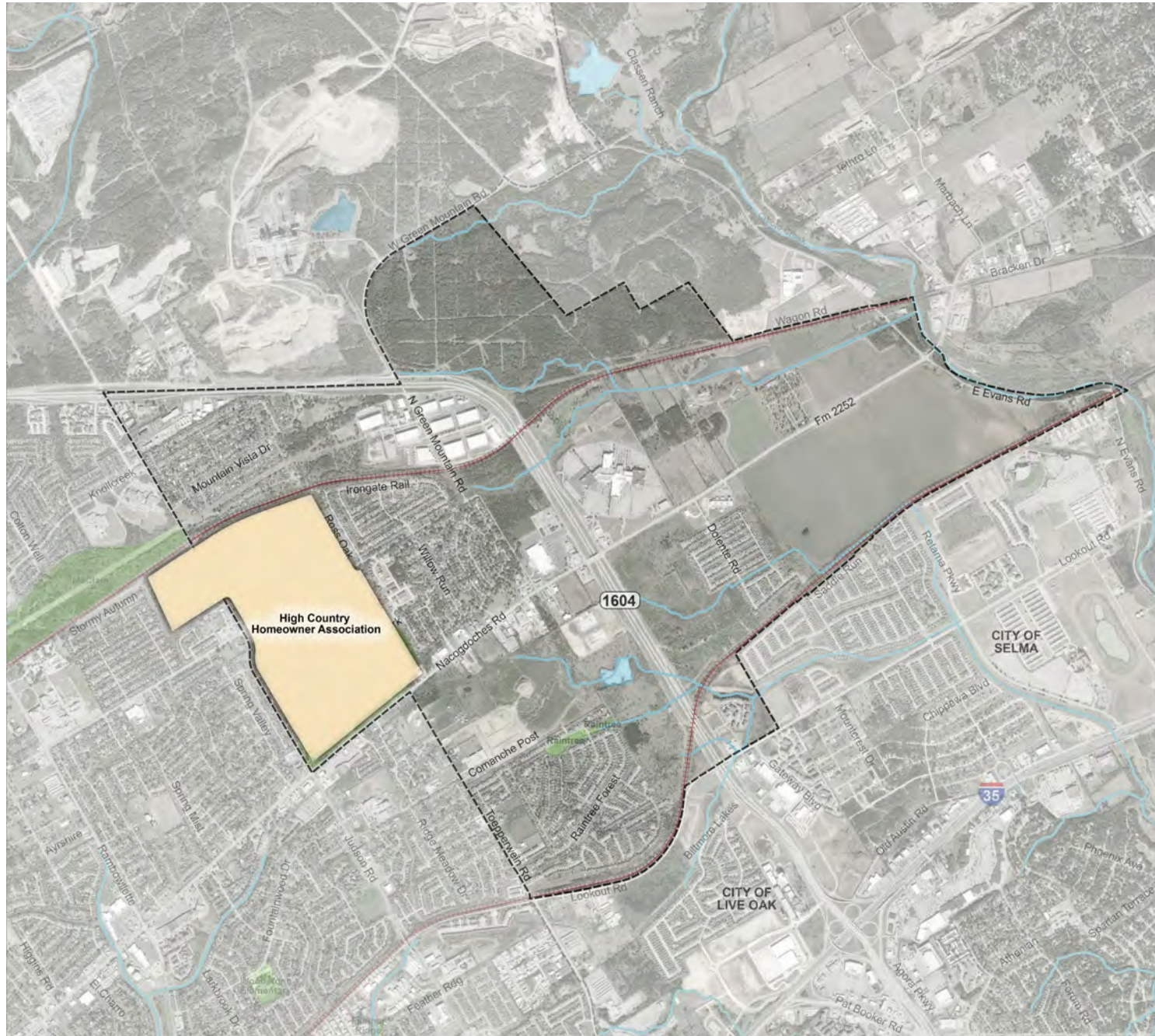
COTTAGE COURT HOUSING

DUPLEX

Figure 49: Missing Middle Housing – Higher Density Concepts



Figure 50: High Country Homeowners Association Map



Rolling Oaks Area
REGIONAL CENTER

NEIGHBORHOODS

- Rolling Oaks Area Regional Center Boundary
- Adjacent Regional Center or Community Area
- Public or Private Park or Open Space
- River or Stream
- Railroad Line
- Neighborhood Association

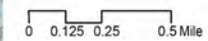
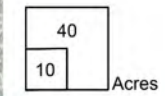
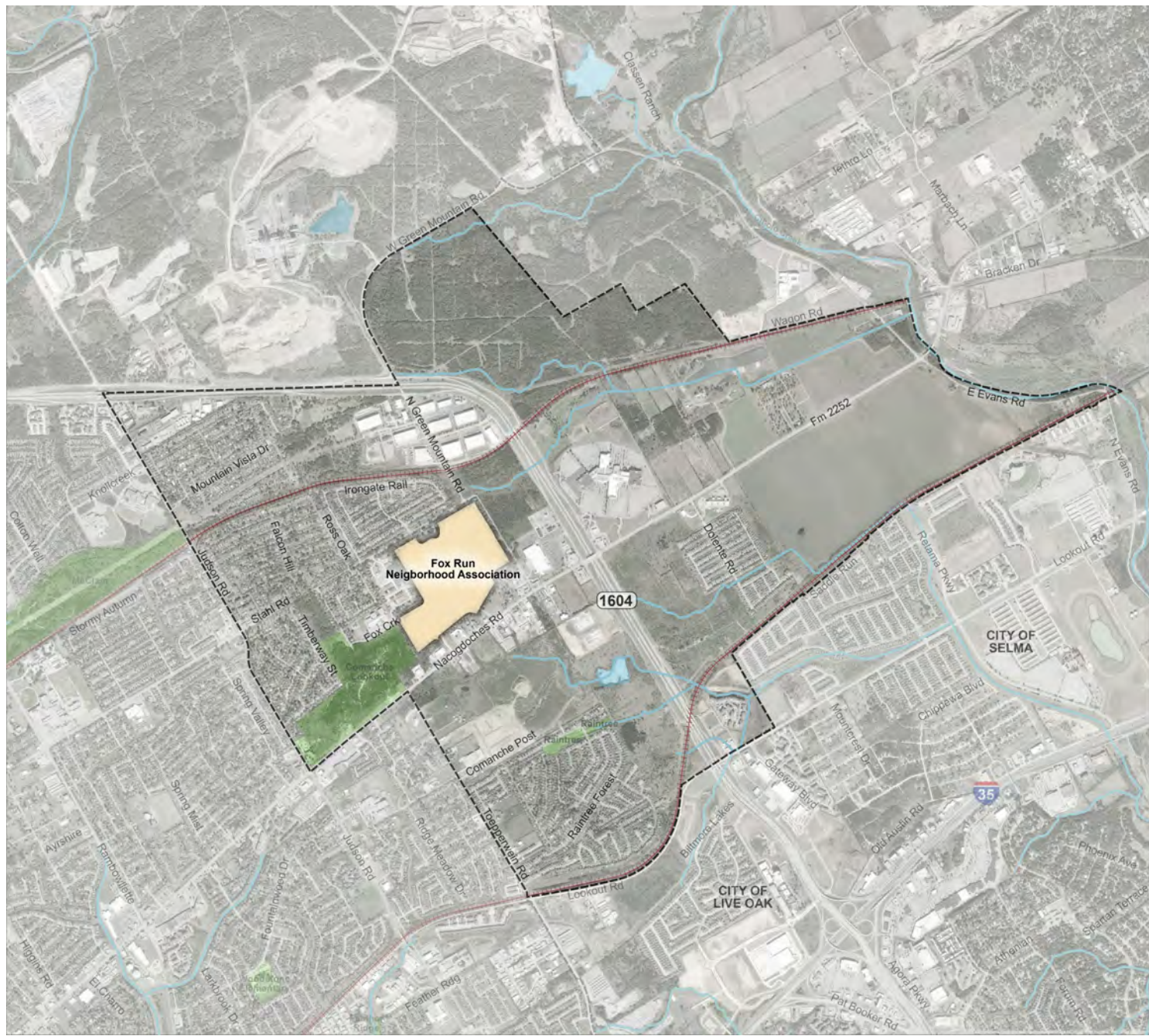


Figure 51: Fox Run Neighborhood Association Map



Rolling Oaks Area
REGIONAL CENTER

NEIGHBORHOODS

- Rolling Oaks Area Regional Center Boundary
- Adjacent Regional Center or Community Area
- Public or Private Park or Open Space
- River or Stream
- Railroad Line
- Neighborhood Association

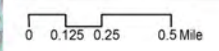
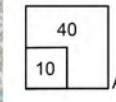
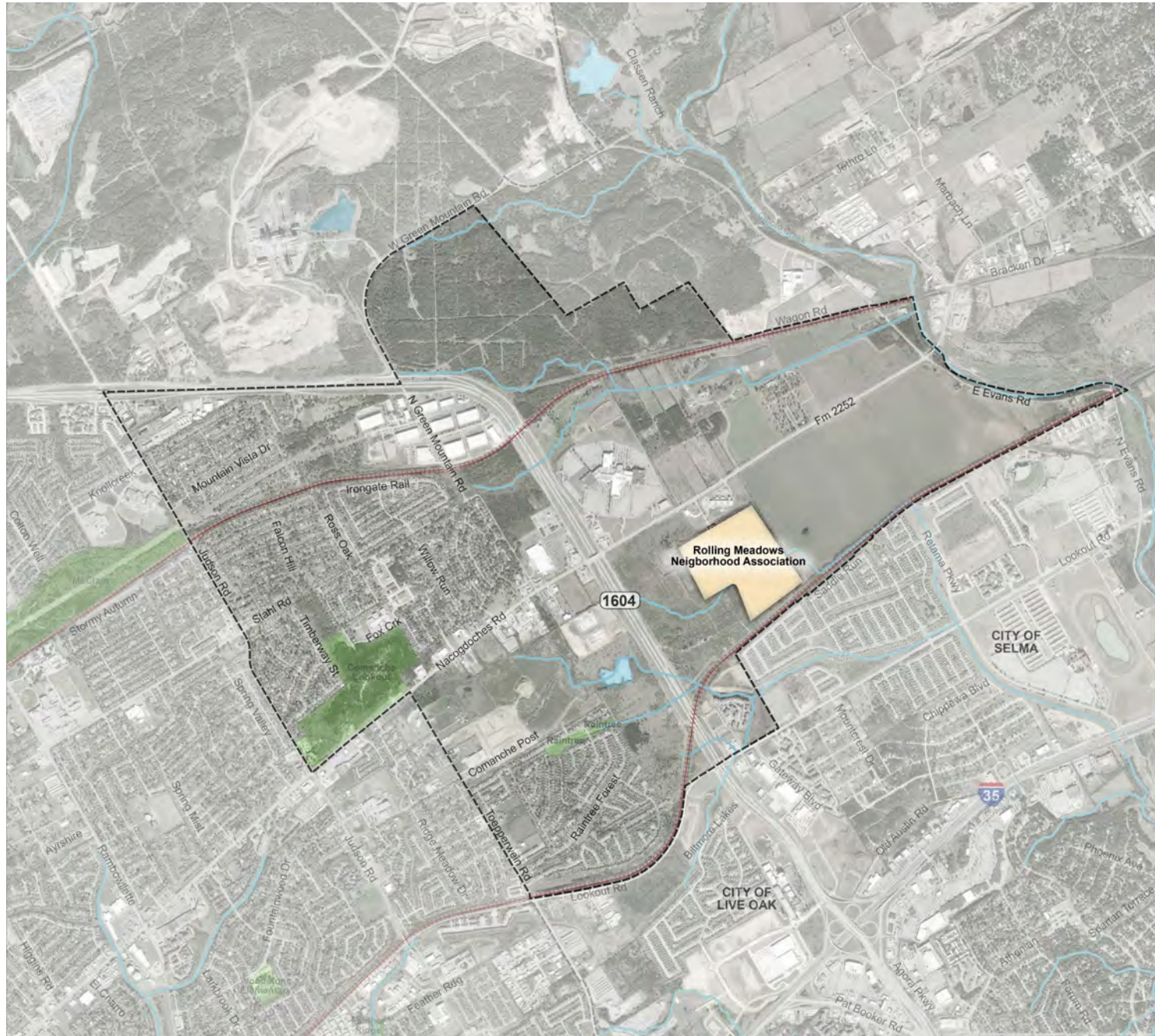


Figure 52: Rolling Meadows Homeowners Association Map



Rolling Oaks Area
REGIONAL CENTER

NEIGHBORHOODS

- Rolling Oaks Area Regional Center Boundary
- Adjacent Regional Center or Community Area
- Public or Private Park or Open Space
- River or Stream
- Railroad Line
- Neighborhood Association

40
10

Acres

0 0.125 0.25 0.5 Mile

The background features a large, light-colored circular graphic. Inside the circle, there is a stylized white outline of a city skyline with several buildings of varying heights. A white arrow curves around the left side of the circle, pointing upwards and to the right. The overall color palette is soft, with light pinks and greys.

attas

Existing Conditions

ROLLING OAKS REGIONAL CENTER PLAN



SA Tomorrow Project Overview

By 2040, Bexar County's population is expected to increase by approximately 1 million people, 500,000 new jobs, and 500,000 new housing units. Planning for this growth and the next 25 years is a complex task and can be uncertain. However, San Antonio is planning boldly. We're tackling the tough issues and making the hard choices because "business as usual" isn't good enough. We're planning now to ensure that our great city captures the type of growth and economic development that is compatible with our community's vision of the future, and provides benefits to all our current and future residents. SA Tomorrow was established to implement the SA2020 vision, and includes three complementary plans: the updated Comprehensive Plan, the Sustainability Plan, and the Multimodal Transportation Plan. These plans all work in concert to guide the city toward smart, sustainable growth.

The SA Tomorrow plans prepare our community for the anticipated population and employment growth, and help us to understand what that growth will look like and how it will affect our daily lives. With a relatively fixed area available for future development, the anticipated population and employment growth will have an impact on our community's overall quality of life and livability. We also have to ask ourselves if it's now time to expand our boundaries or focus on development within the city's existing footprint. To be successful and truly address the long-term issues facing San Antonio, we as a community, need to tackle the difficult questions that arise from an honest assessment of our community's challenges and clearly state the hard choices we must make to achieve the community's vision for the future. Many of these hard choices are rooted in the fact that current trends have resulted in systems and development patterns that are unsustainable or that produce results counter to our community's stated vision and goals.

Reversing decades-old habits and changing entrenched systems is difficult. The three citywide SA Tomorrow Plans started the process for San Antonio. Now, we are working in more focused geographies across the city to implement the policy recommendations and growth patterns called for by SA Tomorrow. These Sub-Area plans — including Regional Centers, Community Areas, and Corridors — will address a range of issues such as land use; transportation and mobility; parks, trails, and open space; housing and economic development strategies; infrastructure; and urban design. This Atlas helps catalogue the most important existing conditions relevant to the Brooks Area Regional Center Plan. Along with extensive community input, best practices research, and expert technical analysis and advice, these findings will serve as important input to plan recommendations and implementation and investment priorities.



Table of Contents

Project Overview

City-Wide Vision and Plans	6
SA Tomorrow Sub-Area Planning	7

Project Area Overview

Plan Area Location	10
Plan Area History	11
Major Landmarks, Neighborhoods and Institutions	12

Demographic and Economic Profile

Population and Housing.....	14
Employment	16
Commercial and Industrial Development	16

Previously Adopted Plans

18

Existing Conditions Mapping and Analysis

Natural Systems	20
Land Use and Development Patterns	22
Transportation and Mobility	26
Amenities and Access	28
Public Investments	30

City-Wide Vision and Plans

SA2020

The SA2020 vision originated with a series of public forums in 2010 to develop goals for improving San Antonio by the year 2020. The process was a community-wide visioning effort guided by a steering committee of community leaders and representatives. In addition, thousands of San Antonians participated in the visioning process, which culminated in a detailed report, released in 2011, that outlined a bold strategic vision for San Antonio's future. The SA2020 vision provided a significant foundation for the three SA Tomorrow plans, reflecting the community's desire to support economic development and new jobs while fostering community arts, education, health and culture.



VIA's Vision 2040

Vision 2040 was a community-driven process to update VIA Metropolitan Transit's Long Range Comprehensive Transportation Plan through the year 2040 and develop our region's vision for the future of public transportation. The Vision 2040 planning process occurred alongside SA Tomorrow and identifies a range of transit solutions to serve our region's busiest and most vibrant areas of activity, employment and housing. The plan presents various modes of transportation, and develops system alternatives to understand how transit could affect our region. By engaging the community, Vision 2040 will work to evaluate all alternatives and identify a preferred system plan that meets the transit needs of today and tomorrow.



SA Tomorrow Comprehensive Plan

The SA Tomorrow Comprehensive Plan addresses wide-ranging and interconnected citywide issues. As a long-range vision for San Antonio, the Plan provides strategic direction for decision making and community investment. Perhaps the most important task tackled by our community when crafting this Comprehensive Plan was determining where growth should be directed and encouraged, and doing so in a way that protects vital historic, cultural, social and natural resources.

If guided properly, the expected influx of new residents and jobs will enhance our city and all our residents. Planning now allows us to direct growth in a manner consistent with the community's vision and our goals for the future. The Comprehensive Plan provides an overarching framework for the physical form of San Antonio. It outlines how regional centers, corridors and neighborhoods work in concert to create the San Antonio we envision over the coming decades. In addition, 12 prototype place types offer examples of development models that can build upon and protect existing and future community assets while also creating places that are livable, inclusive and sustainable.

Policy guidance in the Comprehensive Plan is based on nine topical Plan Elements that address topics including: city growth patterns, transportation, housing, economic competitiveness, natural resources and the environment, the military, and historic preservation and cultural heritage, among others. Each Plan Element chapter includes an overview of key issues and challenges specific to the element and provides a set of goals and policies that set the direction for how our community will respond to or address the challenges before us.



SA Tomorrow Sustainability Plan

The Sustainability Plan focuses on the three pillars of sustainability (economic, environmental, and social) and is the roadmap for both the community and the municipal government to achieve the overall vision of a sustainable San Antonio as an inclusive and fair community with a thriving economy and a healthy environment. The Sustainability Plan highlights seven focus areas and five cross-cutting themes. Each focus area has its own vision, outcomes, strategies and measures of success. The cross-cutting themes identify and highlight key priorities. Additionally, these cross-cutting themes were considered and integrated into each of the major components and elements of the SA Tomorrow Comprehensive Plan and the Multimodal Transportation Plan.



SA Tomorrow Multi-Modal Transportation Plan

The Multimodal Transportation plan is a dynamic, balanced, and forward-thinking plan for all modes of transportation, including cars, transit, bicycles, and pedestrians. It communicates the City's transportation strategy and serves as a tool to analyze transportation priorities to best meet community goals. The City worked with stakeholders, partner agencies and the larger community to develop a plan that builds upon and operationalizes SA Tomorrow Comprehensive Plan goals and policies, incorporates all modes of transportation and recommends a sustainable, safe and efficient transportation system that can support the new residents, housing and jobs anticipated for our community over the coming decades.

SA Tomorrow Sub-Area Planning

Comprehensive Planning Program

The Comprehensive Planning Program (CPP) is the city's coordinated approach and process for city planning. It provides the rationale and goals for the city's long-range development efforts and contains three main service components: Building Capacity, Comprehensive Planning, and Implementation. The SA Tomorrow process identified several changes to be incorporated in the CPP, including new planning approaches and geographies. The intent of the revised hierarchy is to ensure that planning at all levels in San Antonio is completed in an efficient and effective manner with meaningful participation and buy-in from neighborhoods, property owners, business owners, partner agencies, major institutions and other key stakeholders.

While the Comprehensive Plan is the overarching planning and policy document for the City, there are four other planning levels including: Regional Plans (developed in collaboration with partner agencies to guide regional and multi-jurisdictional services and/or infrastructure investments); Citywide Functional Plans (directing specialized components of city planning such as transportation, economic development, housing, natural resources and sustainability); Sub-Area Plans (providing detailed strategies for specific geographies, such as regional centers, corridors, and neighborhood groupings, aligning them with higher level plan); and Specific Plans (addressing smaller scale geographies and focused on implementation).

The Brooks Area Regional Center Plan that this Atlas addresses is part of the Sub-Area planning program described in more detail in the following section.

San Antonio Sub-Area Planning

Following adoption of the Comprehensive Plan in August 2016, the Planning Department is working with communities to create Sub-Area plans for the 13 Regional Centers and 17 Community Areas that collectively cover the entire City of San Antonio.

Regional Centers are one of the major building blocks of San Antonio's city form and a focus of the overall SA Tomorrow effort. While most cities have one or two larger employment centers, we have 13. This provides challenges and opportunities. A major organizing principle of the City's Comprehensive Plan is to focus growth in these Regional Centers, building on the existing pattern of development. They are envisioned as new "places" where we live, work, and play. Each center is different and its development will be influenced by its existing uses. However, many of the centers are also well-positioned to develop as vibrant mixed-use places. They offer a variety of housing options and price ranges, allow higher-density and incorporate carefully designed and located amenities that will benefit both residents and employees of the center. San Antonio must focus its investment and infrastructure strategies on supporting and leveraging the unique identity and assets of each center.

Community Areas form the rest of San Antonio outside of the Regional Centers. These areas comprise many of our existing neighborhoods, grouped by geography and common history, challenges, and opportunities. By proactively directing a higher proportion of growth to our Regional Centers, we aim to limit the impacts of that growth on existing, stable neighborhoods. However, cities and neighborhoods are always evolving.

We must plan to adapt to and leverage change for all our existing and future residents by creating complete neighborhoods and communities that provide a full range of amenities and services, a variety of housing and transportation choices, and opportunities for employment, shopping, education, and recreation.

The Regional Center and Community Area Plans will address the following topics based, in part, on the existing conditions identified in this Atlas: Land Use; Parks and Open Space; Economic Development; Housing; Mobility and Infrastructure; Placemaking and Urban Design; and Policy and Investment Priorities.

SA Tomorrow SA Corridors

SA Corridors is a collaborative effort to help lay out the future of our city in the most equitable, sustainable, and efficient way possible. It is one of the first steps in implementing SA Tomorrow as well as VIA's Vision 2040 plan, which both identified corridors as areas where future growth should be concentrated where appropriate. SA Corridors objectives overlap with and support the ongoing Sub-Area planning efforts. The plan develops a recommended future land use map and plan for 12 corridor areas, respecting existing small area and neighborhood plans while helping to implement SA Tomorrow. In addition, SA Corridors recommends proper regulations and incentives are in place to realize SA Tomorrow's vision for growth and economic development around VIA's transit investments, and to help bring about new and more transit-supportive types of development that meet a range of desires and incomes.

Three Types of Regional Centers

The 13 regional centers are grouped in three categories based on analysis of their existing conditions, unique traits and potential growth capabilities. It is important to note that they are not homogeneous places. Although they cover large areas, each one includes multiple place types, urban forms and land uses.



Activity Centers

These areas have high concentrations of people and jobs in a mixed-use environment. They should be highly walkable and well connected by multiple types of transportation and transit. They should have an even mixture of jobs and housing and contain amenities that support residents, workers and employers within the centers and also throughout the city. Many are home to our educational, entertainment and cultural institutions.



Logistics/Services Centers

These areas have superior connectivity for the movement of goods and people including air, freight/rail and roadway transportation. This positions them as launching points for the city's exports and imports. These centers have large, coordinated areas of single uses, and concentrated nodes of mixed-use, with more jobs than residents. They provide goods and service to support businesses and residents adjacent to the center.



Special Purpose Centers

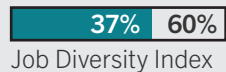
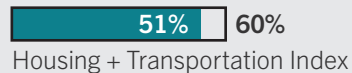
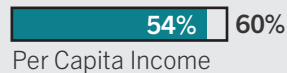
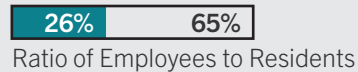
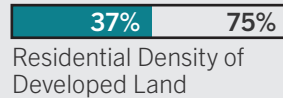
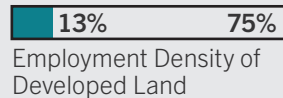
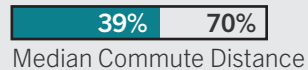
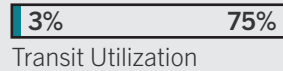
These areas have large employers, institutions and/or concentrations of similar types of employment. These centers typically require a barrier or buffer to separate their specialized activities from surrounding areas. They mostly contain primary employers and supportive services and amenities.

Regional Centers are one of the key building blocks of our city's future. In order to leverage their potential to help absorb San Antonio's projected growth we need a clear vision and strategic plan for each. These regional center plans need to refine each center's boundaries, identify areas of change and stability, and develop a detailed land use plan that prioritizes infrastructure, policy and program improvements. While these centers should promote higher-density, mixed-use development, not all areas within a regional center are recommended for this type of growth. For example, existing historic districts and neighborhood conservation districts are not recommended for higher-density development and should receive enhanced protection to prevent this. Our historic and conservation districts are some of our city's greatest assets and our development policies should protect them. Regional center plans must be respectful of these special areas when defining development opportunities.

Regional Center Area Profile

ROLLING OAKS AREA REGIONAL CENTER PROFILE

Existing & Aspirational Scores



Strengths: The Rolling Oaks Regional Center has superior connectivity to regional highways. This area is in the process of rapid expansion attracting new residents and businesses.

Population (2015 estimate): 23,987

Households (2015 estimate): 8,979

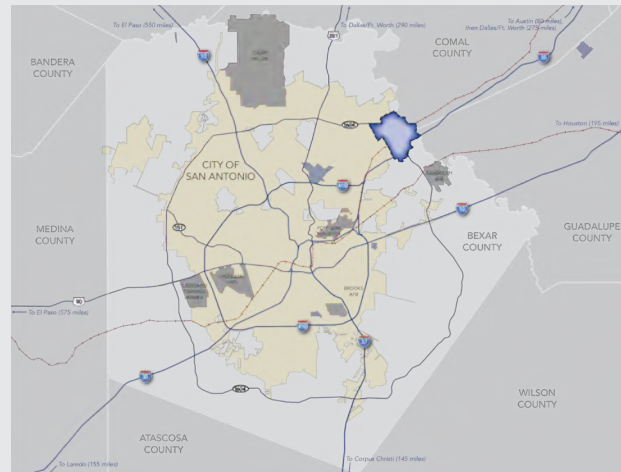
Single-family to Multifamily Housing Units Ratio: 3.86

Employment (2013 estimate): 8,400

Largest Industries (by employment): Retail Trade, Accommodations and Food Service, Wholesale Trade

Acres: 6,638

Developed Acres: 4,624

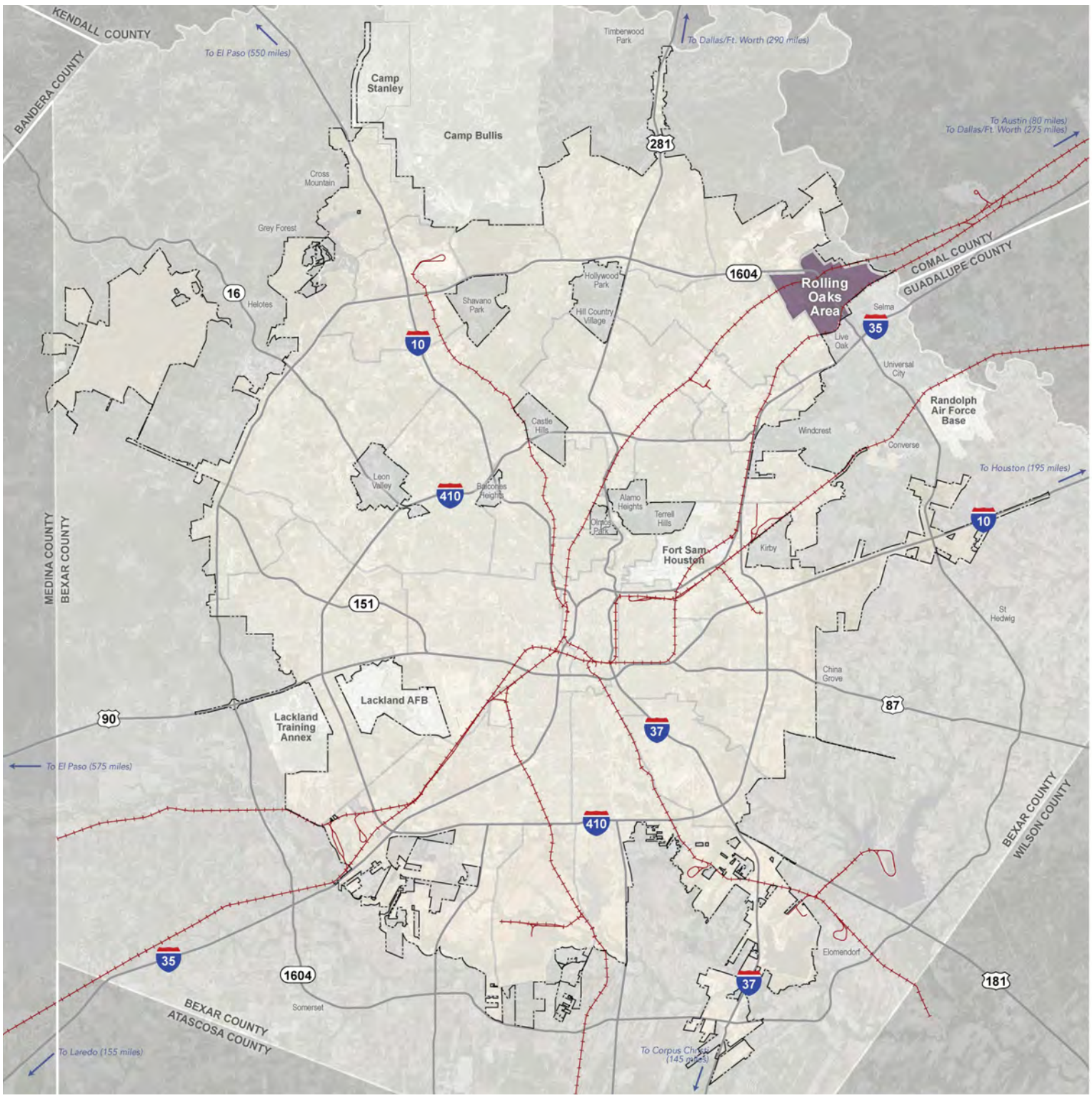


The Rolling Oaks Regional Center, at I-35 and Loop 1604, is poised to expand rapidly over the next 25 years. Already a major retail location with assets such as Rolling Oaks Mall and The Forum at Olympia Parkway (in Selma, Texas), Rolling Oaks is expected to add a significant number of new residents and jobs by 2040. This growth will be supported by this regional center's ideal location on the I-35 corridor leading to Austin.

Tasks Ahead: This emerging center should prioritize attracting major employers and greater job diversity.



Ecospace business park in Newtown, Rajarhat is multi-use, mixed-use development that integrates offices with ample open space, trails and housing nearby.



PLAN LOCATION

- LEGEND
-  City Boundary
 -  Major Highway
 -  Rail Line
 -  Regional Center Boundary

History of the Rolling Oaks Regional Center

The land on which the Rolling Oaks Area Regional Center Plan is located has a rich Native American history. Apache and Comanche Indians used this land in the 1700s to hunt along what is better known as the Comanche Hill. Due to its proximity to Cibolo Creek and its high elevation, the Comanche Hill was a key point for warfare and a significant route for travelers heading to East Texas. The route known as the Old Spanish Road was one of the main routes of the Royal Road (Camino Real), leading Native Americans to Bastrop and Nacogdoches. The remnant of this connector is now called Nacogdoches Road, and just like in the past, it is one of the main travel routes in this area.

Records from the early 1800s show the Rolling Oaks Area was sporadically inhabited and divided into large land grants. One of the larger and most significant tracts in the area is the 1,476-acre land grant surveyed for owner James Conn in 1847 that incorporated the historic Comanche Hill. This land was transferred to many different owners including Mirabeau B. Lamar, who served as second president of the Republic of Texas from 1838 to 1841. Aside from changes of ownership, not much activity was recorded in the area for most of the early 18th Century. The fear of Indian attack and its remote location from the established Spanish Missions resulted in most land grants in this area left vacant or used for agricultural purposes.

In the late 1800s and early 1900s, African Americans began to settle this area between Cibolo Creek and what is now Thousand Oaks Drive. Amos Jackson, a Buffalo Soldier defending the western frontier after the Civil War, was one of the first freed people to buy and work his own land. Jackson, along with Antonio Anthony, later donated land for a private burial ground near the intersection of Loop 1604 and Northeast Nacogdoches Road, where some of them and their families are buried. A grave marker at the Holy Cross Cemetery indicates that the original burial site housed and later transferred to its site the remains of at least 72 people.

The first sign of urban development within the Rolling Oaks Area occurred in 1973 with the City of San Antonio's annexation of El Chaparral and Ranchland Hills. Other large tracts were gradually annexed and subdivided, but there was no significant development in the area until Rolling Oaks Mall opened its doors in 1988. With anchor stores Sears and Dillard's, and the completed Loop 1604 freeway connection between US 281 and I-35 in 1990, Rolling Oaks Mall positioned itself as a landmark in the area and has remained a stable retail center since then.

The Regional Center's immediate connection to Loop 1604 and proximity to I-35 has been key to the growth of new industries in this area in recent years. In addition to its prime location, the amount of land currently underdeveloped provides this Regional Center with a unique opportunity to locate and expand investment in housing, services, and emerging industries.



Comanche Lookout Head Sculpture, 1940

Rolling Oaks Infrastructure and Institutions

Major Landmarks and Infrastructure

Loop 1604 bisects the Rolling Oaks Area Regional Center southeast to northwest. Development patterns and the amount of growth experienced varies significantly on each side of the highway. Aside from Rolling Oaks Mall and Rolling Meadows Subdivision, the development east of Loop 1604 is predominantly rural. Many of the large tracts of land are vacant or have been used for farming and ranching for generations.

The land south and west of Loop 1604 is a much more active area that is home to numerous residential and commercial developments, as well as key landmarks of the plan area. Due to its location, history and size, Comanche Lookout Park is perhaps the most notable landmark of the Regional Center, and provides a range of amenities for neighboring residents including extensive walking trails, an outdoor classroom, and panoramic views from the Comanche Tower.

Adjacent to Comanche Lookout Park, at the intersection of Nacogdoches Road and Judson Road, is the Julia Yates Semmes Library, which opened in 2005. The 15,975 square foot facility is the only public library serving plan area residents and schools in the Northeast Independent School District (NEISD).

Most of the services and amenities within this plan area have developed along Nacogdoches Road. Among these smaller activity nodes, those most visited by residents of the area include:

- Nacogdoches Crossings Commercial Plaza
- My Viet Commercial Plaza
- Walmart

Other defining features of this plan area are Cibolo Creek which runs along the northern boundary of the plan area, and the presence of railroad tracks that have buffered residential uses from more intense activities.

Neighborhoods and Institutions

The land within the Rolling Oaks Area Regional Center was annexed between 1970 and 2000. Most of the residential neighborhoods consist of low-density single-family homes. It was not until 2005 that the first multi-family development, Villages at Lost Creek, was built on Judson Road. The two other multi-family projects that followed were the Toepperwein Bluffs on Toepperwein Road, and Loretto at Creekside along the Loop 1604 West Access Road.


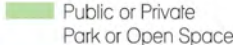


There are four active neighborhood and homeowners associations within the plan area, the Vista Neighborhood Association, Fox Run Neighborhood Association, Rolling Meadows Homeowners Association and Hill Country Homeowners Association. The later one is the only current association representing a high-density residential development. Another organization that represents all northeast side neighborhoods within this plan is the Northeast Neighborhood Alliance.

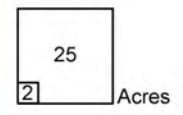
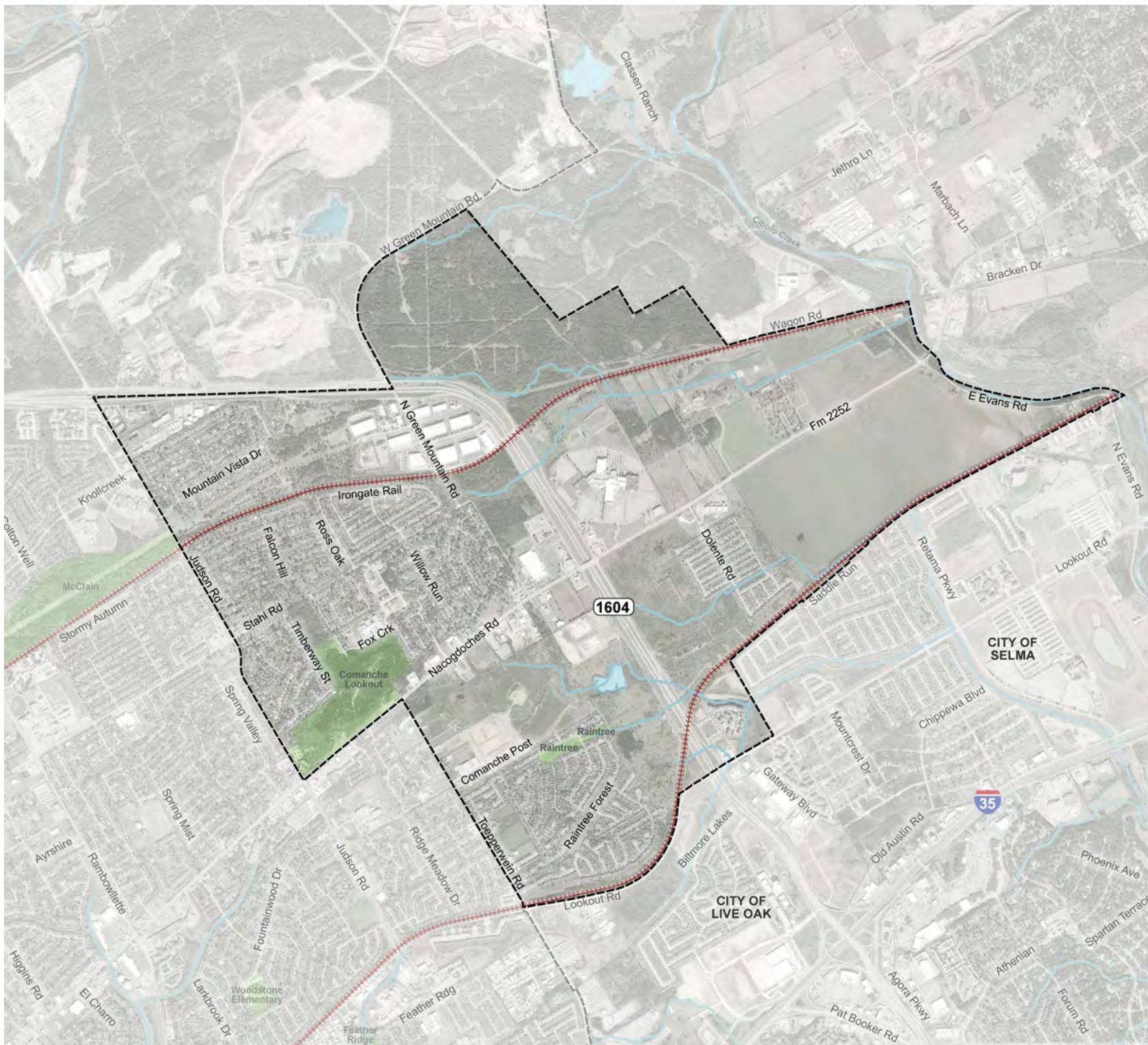
Most of the area located south of Loop 1604 East is served by the Northeast Independent School District (NEISD), and includes Fox Run Elementary School. North of Loop 1604 West are two schools being operated by Judson Independent School District (JISD), Rolling Meadows Elementary School and Judson Learning Academy, which operates inside of the Rolling Oaks Mall.

Areas that have experienced significant growth and development within this plan area include the Green Mountain Business Park, the Northpoint Business Park and the Nacogdoches Crossings Commercial Center. Other key institutions within this Regional Center that provide civic, religious or recreational opportunities to the residents of this plan area include:

- Holy Trinity Presbyterian Church
- World Mission Society Church of God
- High Country Community Garden
- San Antonio Youth Commission (SAYC)

STUDY AREA

-  Rolling Oaks Area Regional Center Boundary
-  Adjacent Regional Center or Community Area
-  Public or Private Park or Open Space
-  River or Stream
-  Railroad Line



Demographics and Economic Profile

The Rolling Oaks Area Regional Center is located in northeastern San Antonio adjacent to the cities of Live Oak and Selma. North Loop 1604 travels through the Regional Center and with I-35 to the south. Important features of the Rolling Oaks Area are residential subdivisions, Comanche Lookout Park, Rolling Oaks Mall, and Green Mountain Business Park.

Overall, the Rolling Oaks Area Regional Center has:

- A high proportion of family households with 79% of all households.
- A larger average household size than the region with three persons per household.
- A majority single family detached units representing 90% of the housing inventory.
- A higher than average rate of homeownership with 77% of all occupied units.
- A large amount of retail and industrial development.

Population

In 2019, the population of the Rolling Oaks Area Regional Center was approximately 12,700 residents with 4,200 households. The area has grown by a total of 5,400 residents since 2000. Nearly all of this growth occurred during the 2000 to 2010 period, with 4,400 residents or an average of 450 residents each year. From 2010 to 2019, the area grew more slowly (with an average annual growth rate of 0.9%) than both the City of San Antonio and the Metropolitan Statistical Area (MSA) with 1.1% and 1.9%, respectively. The Rolling Oaks

Area has more households defined as “family” with 79% of all households. The City of San Antonio has 65% family households and the MSA has 70% family households. The average household size in the Regional Center is 3.01 persons per household.

Most residents in the Regional Center do not work in the area – 2% of residents are employed in the area, while 98% commute out to other locations. The industries that employ most plan area residents are similar to the composition of jobs within the City, although the Rolling Oaks Area has a larger proportion of residents working in Retail and Wholesale Trade and Construction industries.

Age

The Rolling Oaks Area population is similar to the regional population; the median age is 35.7 years, compared to 34.2 in the City and 35.6 in the MSA. Millennials (born between about 1980 and 1995) make up 22% of the population, compared to 24% in the City and 22% in the MSA. Seniors (over age 65) make up 11% of the population, while seniors in the City and MSA are 13% 14%, respectively.

Race and Ethnicity

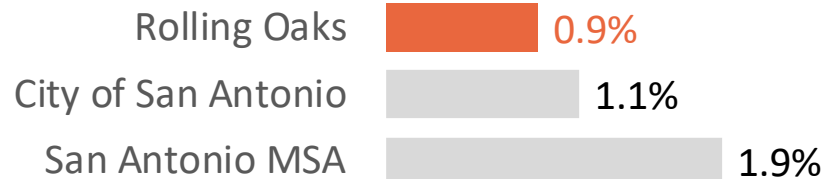
The population of the Rolling Oaks Area Regional Center is 47% Hispanic, lower than the 66% in the City and 56% in the MSA. The White population is 72%, which is similar to the City and MSA with 71% and 7%, respectively. The Regional Center has a Diversity Index score of 74 – measured from 0 to 100, this number represents the likelihood that two random persons in the same area belong to different race or ethnic groups. The City and MSA both have a Diversity Index of 72. This indicates that the Rolling Oaks Area Regional Center has a similar amount of diversity as the region.

Income

Household income in the Rolling Oaks Area is similar to the region overall. The average household income in the plan area is \$77,700, compared to \$70,000 in the City of San Antonio and \$80,200 for the MSA. The median household income of \$63,600 and per capita income of \$26,200 are also similar to the surrounding areas.

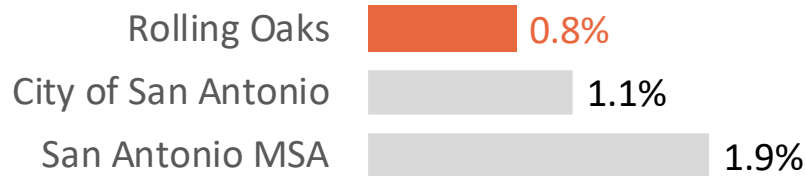


Annual Population Growth | 2010-2019



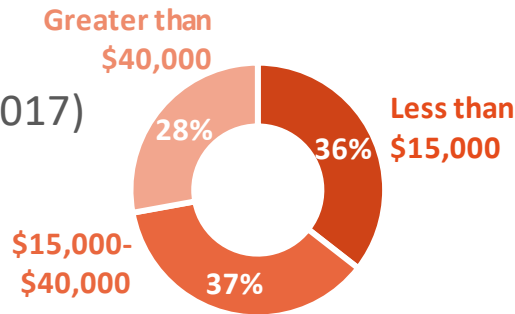


Annual Household Growth | 2010-2019



Wage Distribution (2017)

28% earn more than \$40,000 annually



Education

Rolling Oak Area residents have similar educational attainment levels than the region overall. Of the area population aged 25 and older, 33 percent have an Associate's, Bachelor's, or Graduate/Professional degree, which is slightly lower than the City with 35% and the MSA with 37%. There are 30% with a high school diploma or equivalent and only 6% with less than a high school diploma.

Housing

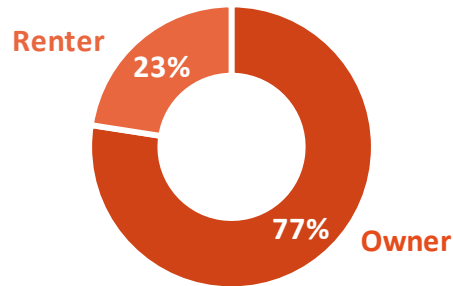
The average home sale price in the Rolling Oaks Area from 2016 to 2018 was \$177,800 or \$90 per square foot. Home sale prices over this period ranged from \$92,000 to \$250,000. Subdivisions within the Regional Center include Fox Run, Rolling Meadows, Vista, High Country, and Raintree/Antonio Highlands.

The average rental rate for an apartment unit is \$1,060 per month or \$1.28 per square foot, which is higher than Bexar County which has an average of \$988 per month or \$1.16 per square foot. Since 2015, there has been one new apartment development, Loretto at Creekside, built in 2017 with 320 units.

The Rolling Oaks Area has a higher proportion of single-family home dwellers than the region. Single-family detached units represent 90% of the housing inventory in the Regional Center, compared to 66% in the City and 70% in the MSA. The other 10% of the housing inventory consists of multi-family



Housing Tenure



units with two or more units, compared to 33% in the City and 24% in the MSA.

The Regional Center also has a higher rate of homeownership and lower proportion of renters than the region – 77% of units are owner-occupied (compared to 53% in the City and 63% in the MSA) and 23% are renter-occupied (compared to 47% in the City and 37% in the MSA).

Housing Targets: The Regional Center is forecast to grow by 7,200 households between 2010 and 2040, or 240 households annually, representing 1% of Bexar County housing growth.

Employment

The Rolling Oaks Area Regional Center had over 4,200 jobs in 2019. Retail Trade was the Center’s largest employment sector, accounting for 33% of total jobs. The next largest employment sectors are Accommodation and Food Services and Arts, Entertainment, and Recreation, each with 10% of total jobs. The major employment centers include Green Mountain Business Park and Rolling Oaks Mall.

The largest employers in the Regional Center are Walmart, and Macy’s, which is located within the Rolling Oaks Mall.

Employment in Rolling Oaks consists mainly of medium and low wage jobs with 37% of workers earning between \$15,000 and \$40,000 annually and 36% earning less than \$15,000 per year. Jobs with earnings more than \$40,000 per year account for 28% of all jobs.

Most people employed in the Rolling Oaks Area Regional Center do not live in the area – 97% of workers commute in from other places. Most workers come from relatively close by, with 38% commuting less than 10 miles, and another 36% commuting between 10 and 24 miles.

Commercial and Industrial Development

Office

There is 72,000 square feet of office development in the Rolling Oaks Area Regional Center with 44,000 square feet built since 2010. The plan area has no office vacancies and a similar rental rate of \$21.04 per square foot compared to Bexar County with \$21.16 per square foot. Currently, in 2020, there is a 4,000 square foot medical office under construction.

Retail

The Rolling Oaks Area Regional Center has 1.2 million square feet of retail space, with 47,000 square feet built since 2010. The area has an average vacancy rate of 2.1%, which is lower than the County which has an average vacancy rate of 4.9%. The average rental rate in the Rolling Oaks Area is \$18.58 per square foot, which is higher than the County average rental rate of \$16.23 per square foot. The proposed Northpoint Business Park includes about 58,000 square feet of retail space. There is also a 12,000 square foot retail development proposed at Creekside at Lookout.

Industrial

There is a total of 1.2 million square feet of industrial development in the Regional Center. There has been about 300,000 square feet of new industrial development since 2010. The Rolling Oaks Area has a vacancy rate of 4.0%, which is lower than Bexar County's vacancy rate of 6.8%. The average rental rate in Rolling Oaks of \$12.59 per square foot, nearly double the County's average industrial rental rate of \$6.35 per square foot. Northpoint Business Park is a proposed 385,000 square foot industrial/flex development located near the intersection of Nacogdoches Road and North Loop 1604. Additionally, Green Mountain Business Park has three new buildings proposed that would add 500,000 square feet to the business park.

Hotel

There are no existing or planned hotels/motels within the Rolling Oaks Area Regional Center.

Employment Targets: The Rolling Oaks Area Regional Center is forecast to grow by 8,900 jobs between 2010 and 2040, or nearly 300 jobs annually, representing 1% of Bexar County's employment growth.



Largest Employers

Walmart

Macy's

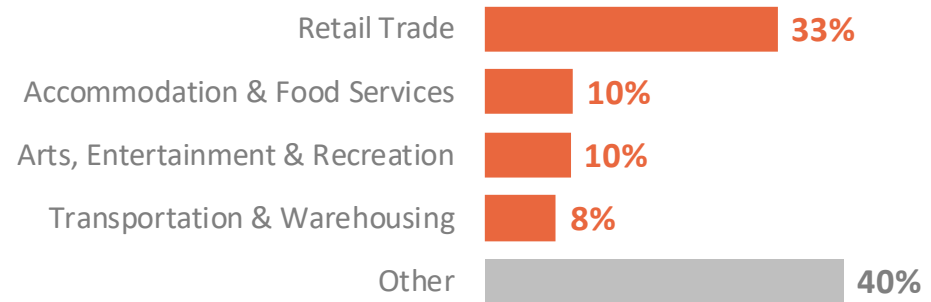
Roger Ward North American Inc.

Rooster Group

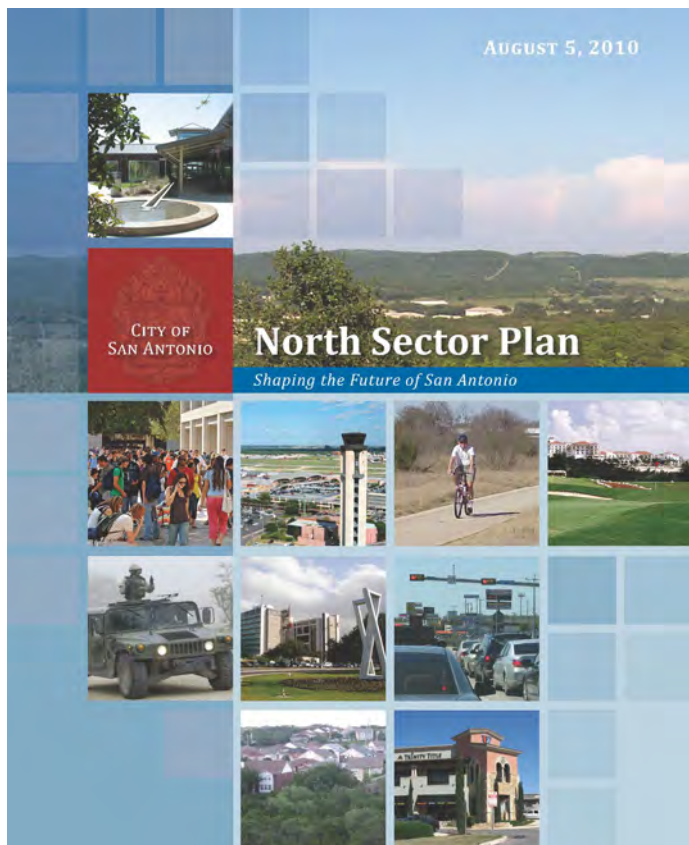


Largest Employment Sectors

Retail Trade & Accom./Food Service



Previously Adopted Plans



The North Sector Plan, which was adopted by the City of San Antonio in 2010, covers almost 400 square miles and is comprised of four quadrants. The entire Rolling Oaks Area Regional Center is included in two of the quadrants of this plan. Loop 1604, which goes north to south, divides the Regional Center into the Northeast and Southeast Quadrants. Each quadrant identified priorities and collective goals, and contributed to the creation of a comprehensive land use plan. Key elements covered in the Sector Plan include:

- Transportation, Infrastructure, and Utilities
- Housing
- Economic Development
- Parks, Natural Environment, and Historic Resources
- Community Facilities and Education
- Land Use and Urban Design
- Military Compatibility

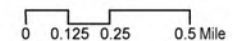
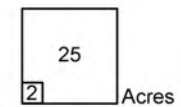
The North Sector Plan Future Land Use Map designated most areas within the Rolling Oaks Area Regional Center Plan as Suburban Tier, reflecting low-density neighborhoods and commercial markets. Only a portion of Judson Road was designated for the medium and higher density uses of the General Urban Tier. Major intersections along Loop 1604, including Nacogdoches Road and Green Mountain Road, were suggested to function as Regional Centers to accommodate the future demand for higher density, residential and commercial uses.



Rolling Oaks Area REGIONAL CENTER

PRIOR PLANS

- Rolling Oaks Area Regional Center Boundary
- Adjacent Regional Center or Community Area
- Parcels
- Community Plan





Natural Systems

The Rolling Oaks Area Regional Center Plan is part of a diverse ecosystem that includes the Edwards Aquifer, two creek watersheds that stem from the San Antonio River Basin, and a unique topography with very pronounced elevation changes.

The Edwards Aquifer Artesian Zone is a groundwater system that allows storm water runoff to drain directly into the Edwards Aquifer. Water reaches the Aquifer when rainfall permeates through natural landscape fractures. The water supply generated is the main contributor to the drinking water for residents of the area and a critical resource for the agricultural and industrial uses found within this plan.

The San Antonio River Basin contains several rivers and waterways that extend about 240 miles southeast towards the Gulf of Mexico. The river traverses through the counties of Kerr, Medina, Bexar, Wilson, and Karnes into the Guadalupe River, and later the San Antonio Bay. Of the five different watersheds that spring from this basin, two are located within the Rolling Oaks Area Regional Center Plan: the Salado Creek and Cibolo Creek.

The Salado Creek Watershed and its many tributaries flow through most of the eastern region of San Antonio, but it only touches a portion of this plan area along Judson Road. Most of the land that surrounds this watershed is fully developed,

and only a small amount of vegetation has been preserved. Its limited permeable surface area has created drainage and floodplain management control challenges.

Cibolo Creek Watershed originates northwest of the City of Boerne in Kendall County. The creek travels downstream through the cities of Fair Oaks Ranch and Bulverde. The flow of this stream fluctuates throughout its course but begins to significantly decrease in volume as it heads east, right by the plan area boundary between Bexar and Comal Counties. The development covering this watershed is mostly low density. However, the steady increase in development and projected growth within the plan area has presented concerns over pollutant loadings into the watershed, increase of water runoff, and habitat loss.

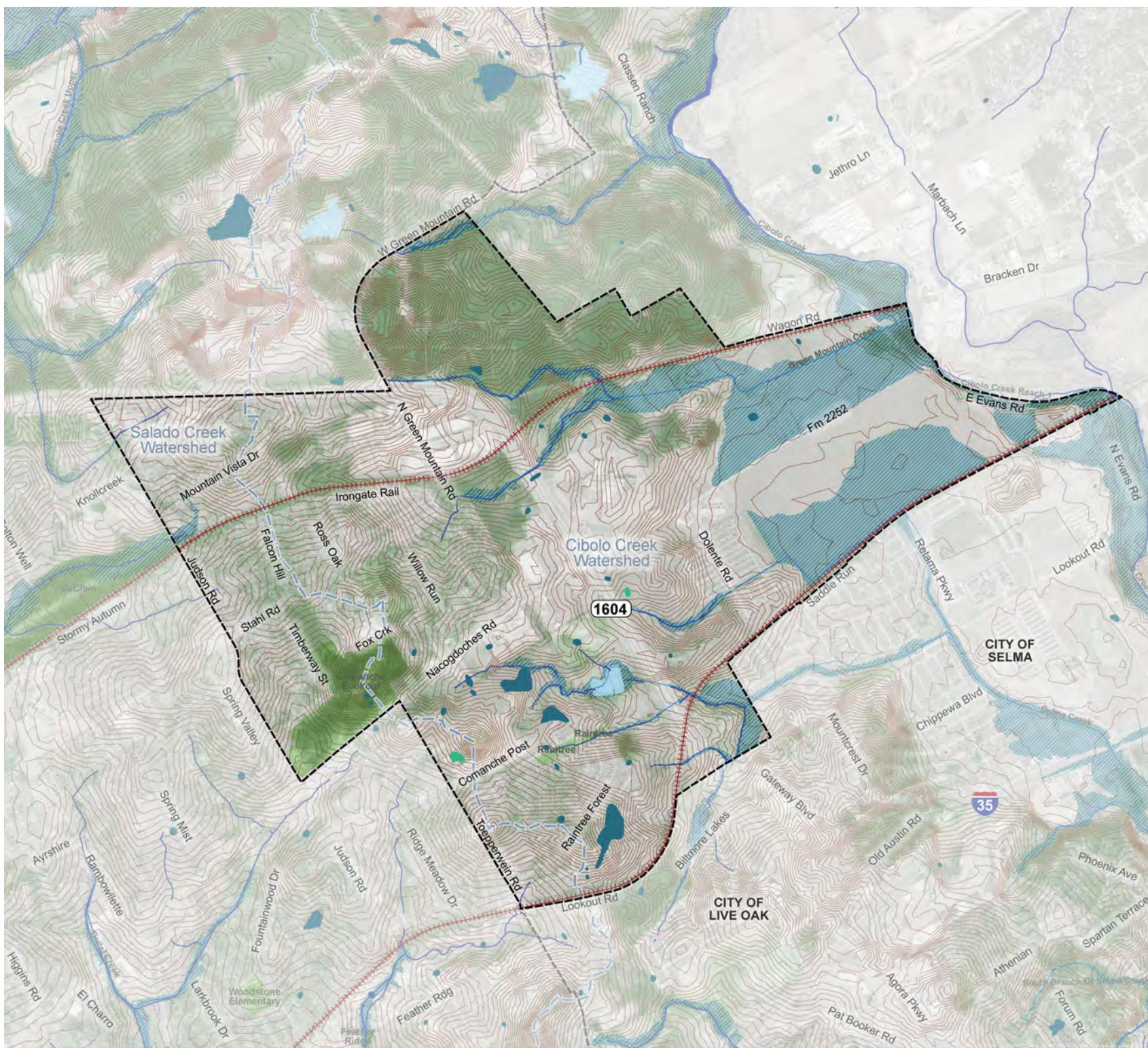
To mitigate current flood concerns, the City of San Antonio Public Works Department (formerly the Transportation and Capital Improvements Department) has designated a number of mandatory detention areas throughout Bexar County. By using drainage and development models, the City is attempting to control the down stream runoff and lessen its impact on development. The two mandatory detention areas managing a portion of the water runoff collected within the plan area are Stahl Road Detention Area and Beitel Creek Detention Area.



Cibolo Creek

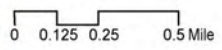
NATURAL SYSTEMS


-  Rolling Oaks Area Regional Center Boundary
 -  Adjacent Regional Center or Community Area
 -  Watershed Boundary
 -  5-foot Contour Lines
 -  FEMA 100-year Floodplain
 -  Tree Canopy
 -  Limited Water Quality Streams
- WETLANDS
-  Riverline
 -  Freshwater Wetland
 -  Lake/Freshwater Pond




25

2 Acres









Land Use and Development Patterns

General Development Pattern

The Rolling Oaks Area Regional Center Plan has three predominant land uses: residential, agricultural and vacant land. Other land uses that exist within the plan area include commercial, institutional and industrial, but they are limited and not proportionately distributed throughout the Regional Center.

The first wave of residential development followed the launching and expansion of Rolling Oaks Mall. About one-fourth of the total land area of the plan area is used for single-family residential uses, and only a small percentage consists of multi-family units. A typical residential neighborhood features very large blocks with lot sizes of 6,000 square feet.

The Rolling Oaks Area does not currently offer a diverse range of natural amenities or recreational spaces for the community. Most of the services as well as religious and civic institutions in the plan are concentrated along one major arterial, Nacogdoches Road. This commercial strip offers a range of services but they require residents to travel long distances to access them. The lack of a grid pattern combined with inadequate pedestrian infrastructure, presents major mobility challenges for this plan area.

Loop 1604 serves as a transition from suburban to rural patterns of development in the Rolling Oaks Area. The land south of Loop 1604 has experienced the most development and contains the most intense land uses in the plan area. A major industrial node is the Green Mountain Business Park located off the intersection of Loop 1604 and Green Mountain Road. This industrial park houses large companies such as Xerox, ATD, American Tire Distributors and Amazon. Conversely, the

areas north of Loop 1604 are primarily used as agricultural and open space. While Rolling Oaks Mall, Holy Cross Cemetery and Rolling Meadows Elementary are located on this section of the plan, the overall development pattern remains rural in nature.

Distribution of Uses








Land in the Rolling Oaks Area Regional Center is used for a variety of purposes, including businesses and neighborhoods. The majority of retail land is found along Nacogdoches Road, with Rolling Oaks Mall being the largest retail area. About 20% of the land in this plan area is vacant, indicating that there is room for future growth. Most of the development activity in this Regional Center did not begin until the 1970s, and the most active decades for development were the 1980s and the 2000s.

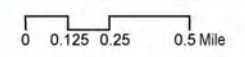
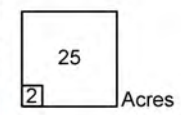
Residential Uses

About one-fourth of the land in the Rolling Oaks Area Regional Center is residential, and most of those residences have been developed as neighborhood subdivisions. Most of the neighborhoods in this plan area are less than 50 years old, with the oldest subdivisions (built in the 1970s) found near Judson Road and Stahl Road. The development of neighborhood subdivisions has continued ever since, with some decades showing more activity than others. Most neighborhoods are found south and west of 1604, with the only exception being Rolling Meadows just south of the Rolling Oaks Mall off of Nacogdoches Road, which was built fairly recently. There are very few apartments or other multi-family properties in this Regional Center.

Rolling Oaks Area
REGIONAL CENTER

DEVELOPMENT
PATTERNS

-  Rolling Oaks Area Regional Center Boundary
-  Adjacent Regional Center or Community Area
-  Block
-  Park or Open Space
-  Existing Building Footprint
-  River or Stream
-  Railroad Line





Commercial Uses

Rolling Oaks Mall was developed in the 1980s and 1990s, stimulating one of the active development periods of the past fifty years. The mall contains several national department store anchors and has seen little change since it was originally developed. Walmart and the associated pad sites were built in the 1990s, and other intersections along Loop 1604 have seen occasional and incremental commercial development.

Most of the commercial uses in this plan area are found along Nacogdoches Road and consist of retail services. Commercial development is of a lower density, with most offices and professional service establishments being single- or two-story buildings. Commercial uses account for about 7% of the land area in the Rolling Oaks Area Regional Center.

Vacant Property

About 25% of all land in the Rolling Oaks Area Regional Center is still vacant. This presents a considerable opportunity for further growth and future development. Although there are constraints to development in some areas, much of the developable land is located near Rolling Oaks Mall and directly south of Nacogdoches Road.

Agricultural Uses

Nearly 30% of the land in the plan area is still used for agricultural purposes, and most of this is located east of Loop 1604. This creates a significant differentiation in land use patterns east and west of Loop 1604. Drainage patterns, railroad right of way, and road alignments make development of some of this land a challenge.

Institutional and Public Uses

Institutional and public uses include publicly held land, as well as hospitals, schools and churches. Elementary schools and government property account for most of the land designated for institutional use. The largest property designated as an institutional use in this plan area is the Holy Cross Catholic Cemetery, which is located east of Rolling Oaks Mall on Nacogdoches Road. Rolling Meadows and Fox Run Elementary Schools are also institutional uses in the plan area.

Industrial Uses

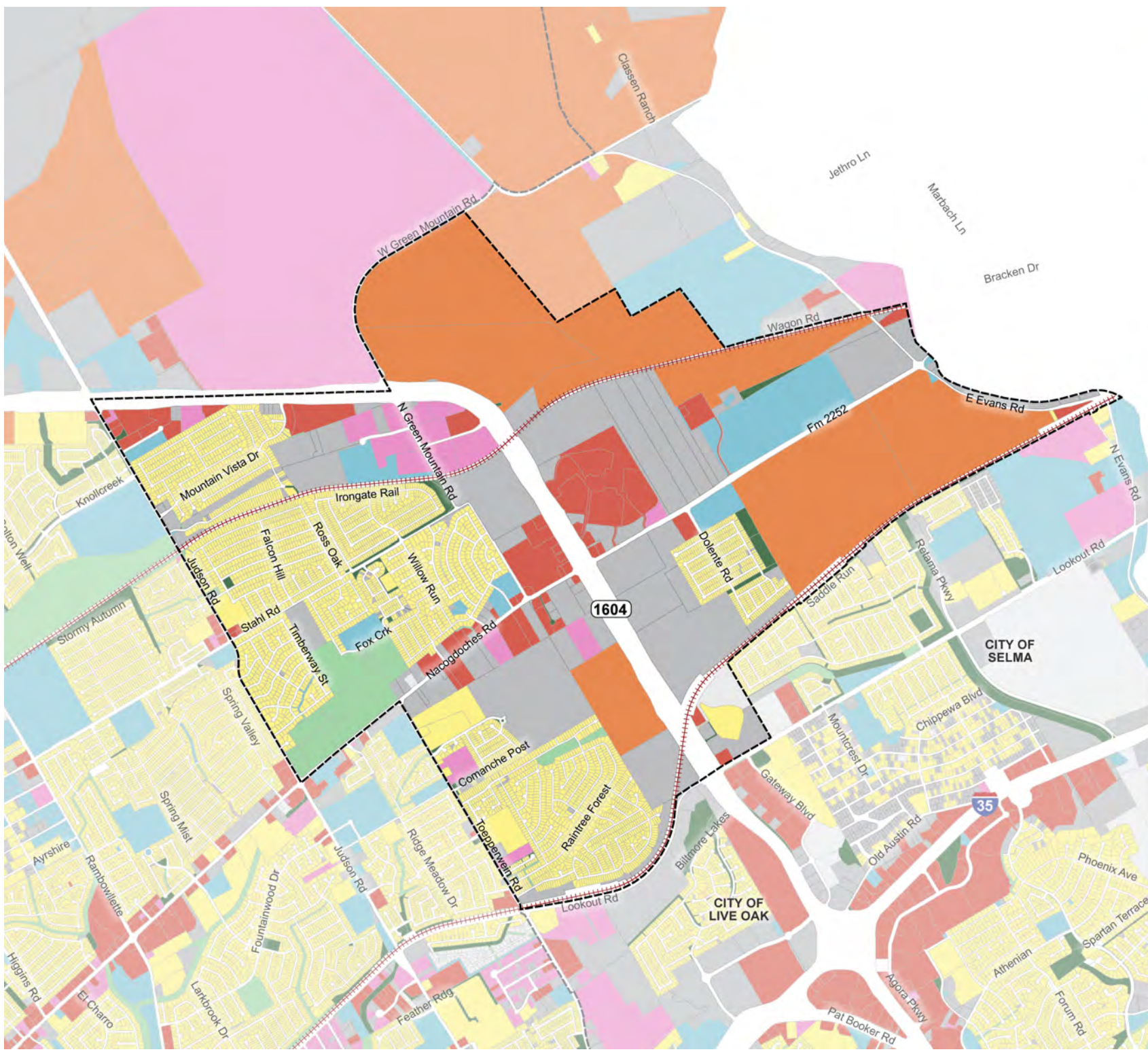
Less than 4% of the land in the Rolling Oaks Area Regional Center is used for industrial purposes. Most of the industrial property in the plan area is located along Green Mountain Road south and west of Loop 1604. The railroad south of the site serves as a buffer between this industrial area and the residences to the south. There are other industrial properties in the plan area as well but they are scattered rather than grouped in a single area.

Open Spaces and Parks

About 4% of the land is designated for park or open space use. Parks and open spaces include public parks and greenways, as well as private open space areas like golf courses. In this plan area, the largest park is the Comanche Lookout Park on Nacogdoches Road. The park is nearly 100 acres and is publicly accessible. The privately held open space in this plan area consists primarily of easement, rather than accessible recreational space.

EXISTING LAND USE

-  Rolling Oaks Area Regional Center Boundary
-  Adjacent Regional Center or Community Area
-  Institutional and/or Total Tax Exempt
-  Industrial
-  Commercial
-  Agriculture
-  Residential
-  Open Space / Park
-  Private Open Space
-  Vacant
-  Other / Not Specified




25

2 Acres

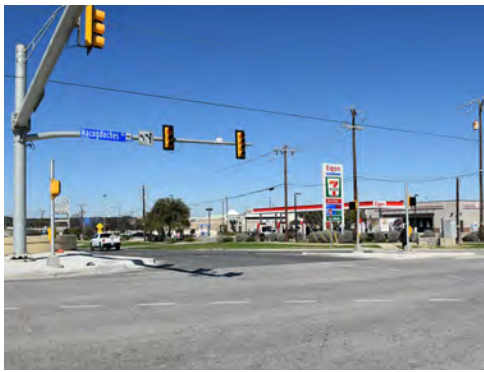








Transportation and Mobility



Intersection of Nacogdoches Road and N Loop 1604 East



Railroad grade crossing at the intersection of E Evans Road and Wagon Road



Judson Road



Via Link Service

The Rolling Oaks Area Regional Center is best accessed by car and served by a hierarchical road network of highways, arterials, collectors and cul-de-sacs. Neighborhoods in this plan area are generally clustered along arterials, have limited points of access and do not adequately provide safe pedestrian connections with the rest of the plan area. Due to current land use patterns and street and sidewalk conditions, there are no areas of high pedestrian activity. A major challenge of navigating around this Regional Center is pedestrian safety. Common safety hazards for travelers include narrow, disconnected, missing, or obstructed sidewalks; limited crosswalks; scarce street lighting; and a lack of protected bike lanes.

Roadways

Loop 1604 is a limited access highway that encircles the outer suburbs of the San Antonio metropolitan area. It bisects the plan area into eastern and western halves. Loop 1604 has major exits at Green Mountain Road, Judson Road, Lookout Road, and Nacogdoches Road, the last of which serves as the primary link to Downtown. All of these roads, along with the following Secondary Arterial Type A roads, are considered important arterials on the San Antonio Major Thoroughfare Plan: Judson Road, Stahl Road, Green Mountain Road, Nacogdoches Road, Toepperwein Road, Lookout Road, Retama Pkwy, and Evans Road.

As the Rolling Oaks Area is mainly residential and undeveloped, connectivity to the transportation network is sparse. There are significantly more major east-west roadways (heading to and away from Downtown) than there are north-south roadways.

Transit

There is currently no fixed-route transit service to the Rolling Oaks Area. The three bus routes previously connected the plan area were replaced with VIA Link in the summer of 2019. VIA Link is a new rideshare mobility service operated by VIA Metropolitan Transit. The VIA Link service area encompasses the zone from the Rolling Oaks Mall to Thousand Oaks Drive about four miles to the southeast. To travel within this zone, residents use a VIA Link mobile application to book a ride. When traveling outside this zone, VIA Link is available to connect to the Naco Pass Transfer Point Center and from there passengers can transfer to the VIA Metropolitan Transit bus system.

In the future, a VIA Rapid Transit corridor is planned to connect the Rolling Oaks Area to Downtown along Nacogdoches Road. The line will potentially terminate near the intersection of Nacogdoches Road and Loop 1604.

Bicycle and Pedestrian Facilities

In general, there is little infrastructure dedicated to pedestrians and bicyclists in the Rolling Oaks Area. There is one shoulder bike lane along Nacogdoches Road in front of the Rolling Oaks Mall, but the wide automobile lanes, divided highway, and 45 mile-per-hour speed limits create a stressful environment for potential bicyclists. There are a few trails in Comanche Lookout Park that connect the surrounding neighborhoods, school, and library, but these are best suited for recreation rather than transportation.

For pedestrians, sidewalk infrastructure is inconsistent and missing in many areas along the major roadways. This forces people to walk either on the shoulder or in grass areas along these roads, which results in an uncomfortable and inaccessible experience for those walking. One area in particular need of attention is the intersection of Nacogdoches Road and Toepperwein Road. The 2017 Severe Pedestrian Injury Areas (SPIAs) Report indicates this intersection has one of the highest numbers of pedestrian fatalities in District 10 and the highest frequency of pedestrian injuries in the plan area. The poor pedestrian infrastructure and a lack of traditional mass transit network highly discourages pedestrian activity around this plan.

Connectivity

The dominance of highways and automobile infrastructure in the Rolling Oaks Area, as well as a lack of sidewalk networks and bicycle lanes currently presents a challenge to multi-modal connectivity. The planning process for this plan area will need to examine options and opportunities for overcoming specific challenges. Areas of particular focus may include:

- Ensuring future roadway and bicycle network connectivity for undeveloped areas within the Regional Center.
- Supporting usage of Comanche Lookout Park trails to the surrounding neighborhoods and Fox Run Elementary School for transportation and not just recreation.

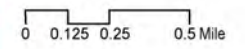
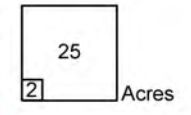
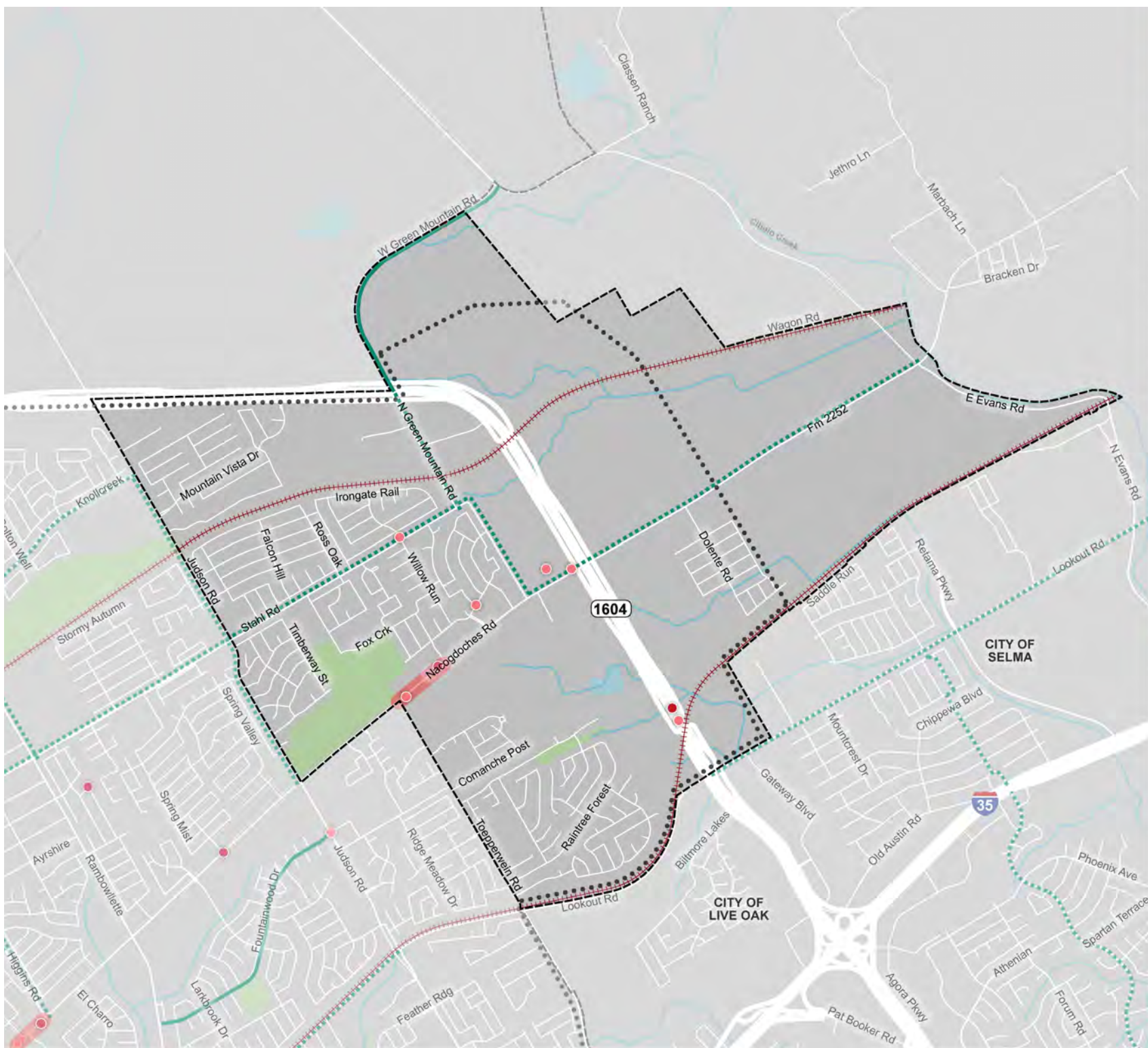
MOBILITY MAP

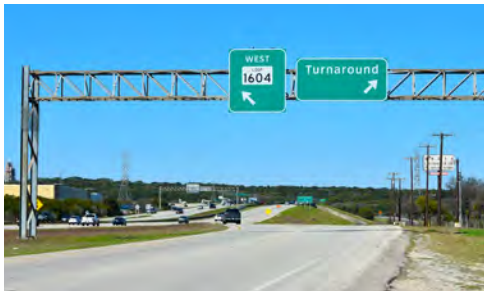
-  Rolling Oaks Area Regional Center Boundary
-  Adjacent Regional Center or Community Area
-  Block
-  Rail Line
-  Park or Open Space
-  Stream
-  VIA Link Service Area
-  Existing Bicycle Trail, Lane or Route
-  Proposed Bicycle Trail, Lane or Route*

* Acquired from the 2011 Bicycle Master Plan

SEVERE PEDESTRIAN INJURY INCIDENTS

-  Fatal
-  Incapacitating
-  Severe Pedestrian Injury Area





Comanche Lookout Outdoor Classroom



Rolling Oaks Mall



World Mission Society Church of God

Amenities and Access

Major access points to the Rolling Oaks Area Regional Center include Green Mountain Road, Judson Road, Lookout Road, and Nacogdoches Road. The infrastructure throughout the plan area is automobile-oriented and lacks an effective bicycle, pedestrian and mass transportation network. A large portion of the development in Rolling Oaks Area is residential and has very limited commercial, recreational and natural amenities for the community.

Most of the commercial development in this plan area is concentrated along major intersections of Nacogdoches Road, and is characterized by low-density buildings separated from the street by oversized parking lots. The largest and oldest shopping center within the Regional Center is Rolling Oaks Mall, which continues to be the major economic driver of the plan area since the 1980s. Many other commercial centers have opened along Nacogdoches Road since then and include services such as banks, medical offices, restaurants, and multiple gas stations.

The Rolling Oaks Area has no community or recreation centers but provides alternative gathering spaces for the community. Two places of worship within the boundaries of the Rolling Oaks Area are the Holy Trinity Presbyterian Church and the World Mission Society Church of God. Another popular destination for the residents of this area is the Julia Yates Semmes Branch Library. The Semmes Library not only provides library services, but also engages the community in a range of recreational activities such as story time, family games, and fitness activities.

One of the most visited natural amenities in the Rolling Oaks Area Regional Center is the Comanche Lookout Park. This public park at nearly 100 acres, offers an extensive hiking and biking trail system, as well as the iconic Comanche Tower that provides panoramic city views. The main access to

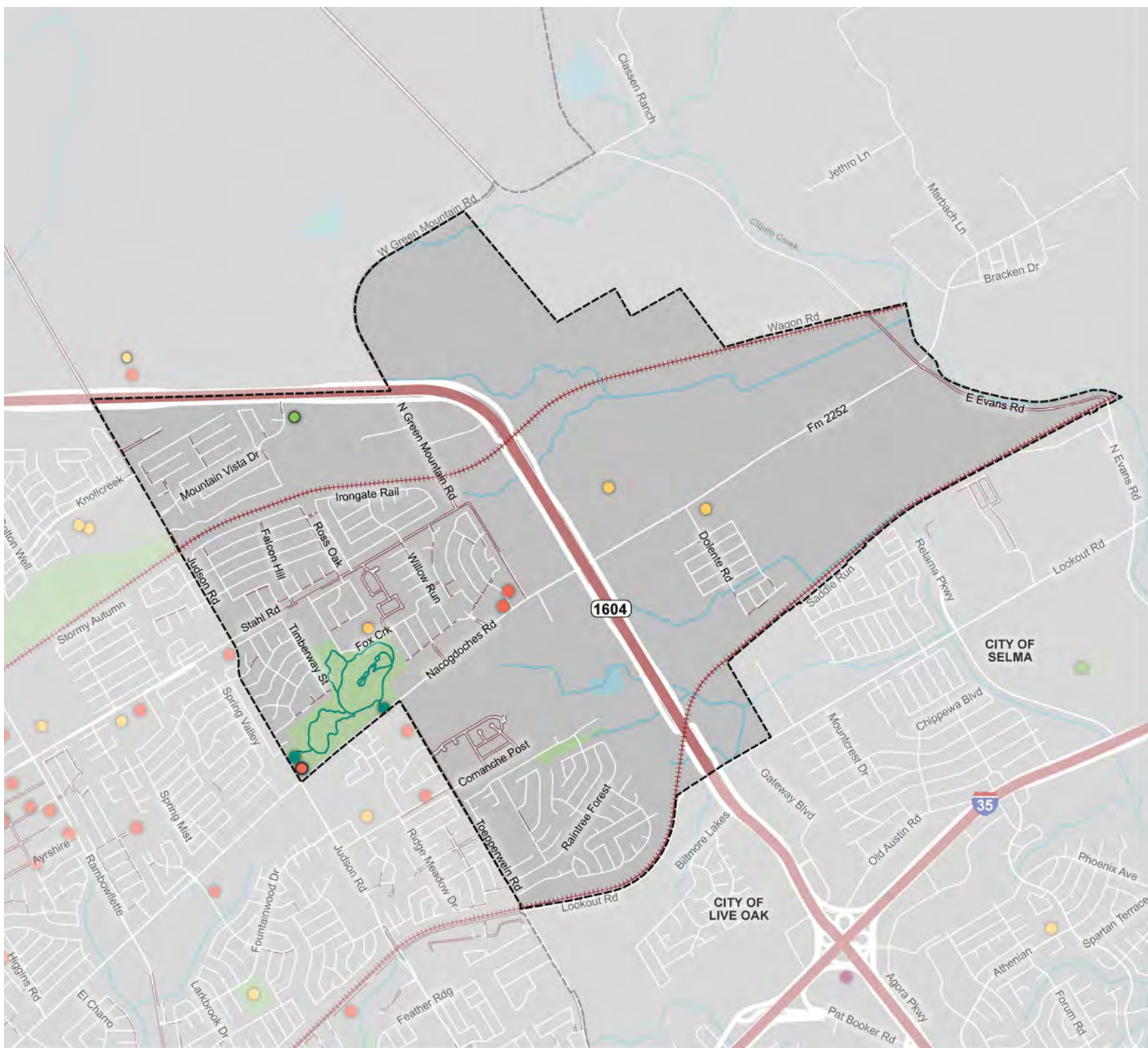
the Comanche Lookout is through Nacogdoches Road, a high-capacity, high-speed road that is not directly connected to the residential community. Similarly, Raintree Park which is also located within the plan area, is only accessible to the neighborhood immediately adjacent to it. Raintree Park's only attraction is a playground, but additional recreation equipment will be installed utilizing funds from the 2017 Bond Program. Another natural amenity located within the boundaries of the plan area is the Rolling Oaks Golf and Grill. This private course is conveniently accessed off Loop 1604 and is one of the largest family-oriented venues within the Rolling Oaks Area.

This Regional Center is served by two school districts - North East Independent School District (NEISD) and Judson Independent School District (JISD). Most of the area located south of Loop 1604 is by and large served by NEISD, and includes Fox Run Elementary School. JISD covers the area north of Loop 1604 and includes Rolling Meadows Elementary School and Judson Learning Academy, a non-traditional high school inside of the Rolling Oaks Mall. Another important educational institution that has extended its services inside of Rolling Oaks Mall is the University of the Incarnate Ward (UIW). Since 2016, the UIW Northeast Center has offered evening undergraduate and graduate degrees courses at an accelerated rate that costs almost 50% less than the traditional undergraduate course tuition rate. Some of the academic programs offered in this campus include the Bachelor of Science in Business Administration with concentrations in General Business and Management, Bachelors of Arts in Administration, Bachelors of Art in Human Resources, and Master of Science in Organizational Development and Leadership. These important business programs will be key in preparing residents of the Rolling Oaks Area for the growing demand of working professionals within this plan.


Rolling Oaks Area REGIONAL CENTER


AMENITIES AND ACCESS

-  Rolling Oaks Area Regional Center Boundary
 -  Adjacent Regional Center or Community Area
 -  Block
 -  Park or Open Space
 -  Stream
 -  Greenway
 -  Public School
 -  Private School
 -  Place of Worship
 -  Library
 -  Horse Track
 -  Golf Course
 -  Trailhead
 -  Movie Theater or Planetarium
- Physical Barriers
-  Major Road
 -  Rail Line
 -  Incomplete Sidewalks



25
Acres





0 0.125 0.25 0.5 Mile



Comanche Lookout Park Playground



Raintree Park

Public Investments






The City of San Antonio's 2017 Bond Program will finance \$850 million towards projects that were determined to be the most urgent needs throughout the city. The issuance of this bond secured the construction and maintenance of 180 projects that included neighborhood streets, sidewalks, drainage and flood control infrastructure, parks, and green spaces.

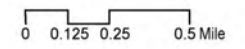
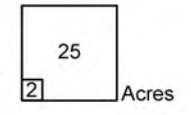
Two locations within the boundaries of Rolling Oaks Area Regional Center were awarded funds in the the 2017 Bond Program: Comanche Lookout Park and Raintree Park. Comanche Lookout Park received \$400,000 for the construction of a shade canopy over the park playground and improvements to the park's trail. As of the writing of this Plan document, the canopy has been installed and all remaining improvements are scheduled to be completed by June 2020. Raintree Park, which is nestled in

the heart of a residential neighborhood along Toepperwein Road, will receive a basketball court and picnic facilities. This project was also awarded \$400,000 and is scheduled to begin in April 2020 with completion anticipated by November of 2020.

Another significant City project located just outside of the Rolling Oaks Area is the Northeast Corridor Revitalization Plan. This corridor project is a four-mile stretch that runs from Perrin Beitel Road to Nacogdoches Road and focuses on improving the infrastructure of vacant and underutilized commercial land. The proximity of this project to the Rolling Oaks Area Regional Center could considerably strengthen the business community and encourage investment inside of the Regional Center.

PUBLIC INVESTMENTS

-  Rolling Oaks Area Regional Center Boundary
-  Adjacent Regional Center or Community Area
-  Parcels
- Proposed 2017 Bond Program**
-  Park
-  City Initiated Tax Increment Reinvestment Zone (TIRZ)





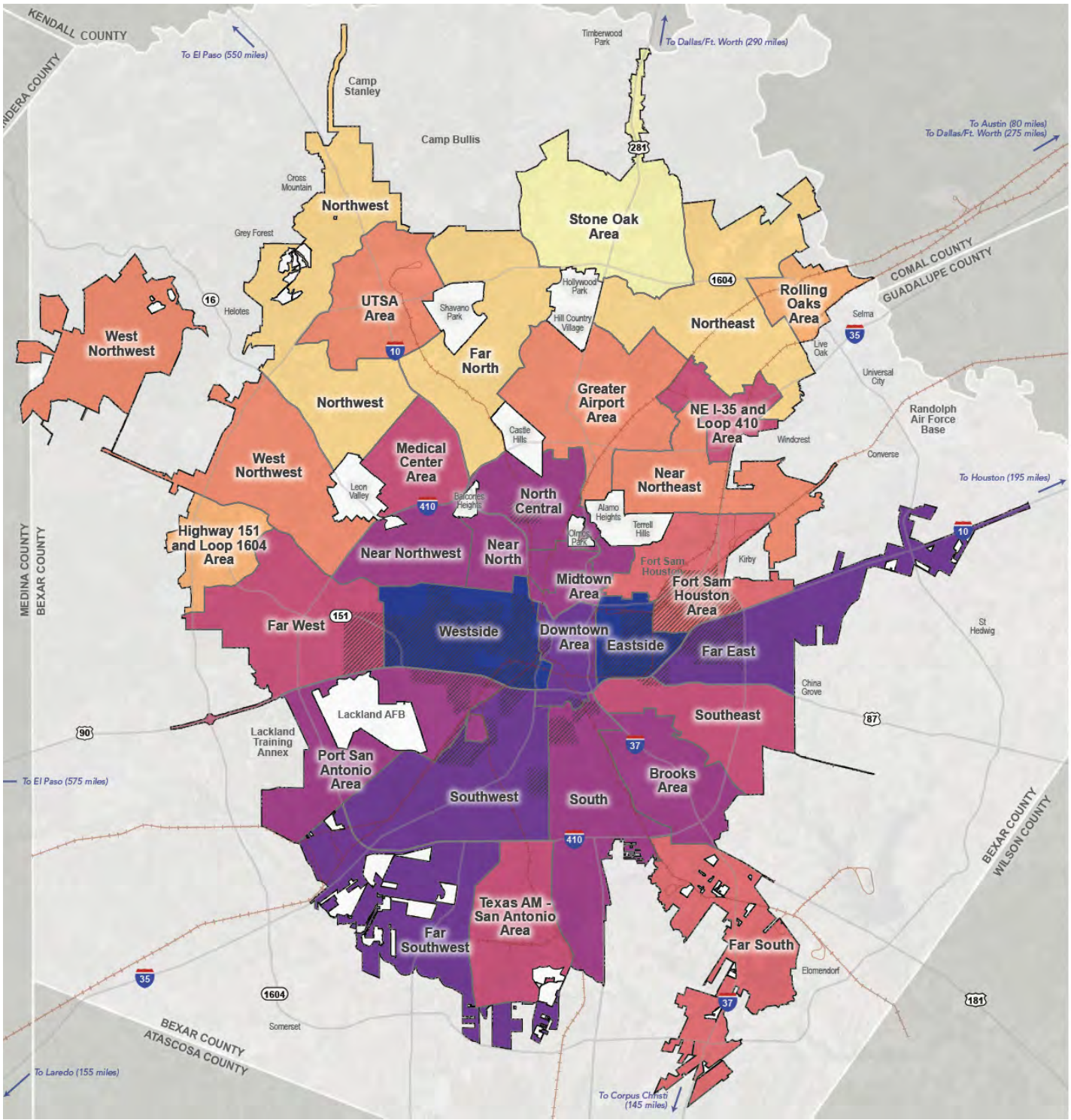
M I G



equity atlas

Existing Conditions

ROLLING OAKS AREA REGIONAL CENTER PLAN



LEGEND

- City Boundary
- Planning Sub-Area Boundary
- Major Highway
- Rail Line

Equity Score

- 10
- 9
- 8
- 7
- 6
- 5
- 4
- 3
- 2

* Lowest 20% Median Household Income and Highest 20% People of Color

Equity Score is determined by an assessment of Median Household Income and Percent of People of Color* in each Planning Sub-Area.

*Includes all population that does not self-identify as "White, Non-Hispanic" and includes all Hispanic/Latinx population regardless of race.



Figure 1: City Equity Score Map

SA Tomorrow Equity Overview

The SA Tomorrow Regional Center and Community Area Plans (collectively called SA Tomorrow Sub-Area Plans) aim to guide built environment investments in a manner that promotes equity and fosters upward economic mobility in San Antonio. Successful integration of equity into the planning process begins with data-driven analysis and an honest assessment of the challenges within San Antonio's communities. Equity within the City of San Antonio means enabling opportunity regardless of one's identity.

To inform equity approaches within the SA Tomorrow Sub-Area Plans and other implementation efforts within the City of San Antonio, the Office of Equity has collected a substantial amount of equity-based data. Maps included in the subsequent pages of this Rolling Oaks Area Regional Center Equity Atlas compare aspects of the built environment to the distinctive spatial patterns of income, race, and lack of access. They help to illustrate spatial and historical patterns that emerge from the data analysis. The maps within the Rolling Oaks Area Regional Center Equity Atlas are intended to directly inform recommendations and strategies that will be generated during the SA Tomorrow sub-area planning process.

It's important to note that this Rolling Oaks Area Regional Center Equity Atlas is limited to analysis of existing conditions only and is non-comprehensive. It does not examine all of the datasets that will need to be used in developing all SA Tomorrow Plans; additional data and information will be examined to develop growth scenarios and plan elements. The maps in the section that follows, paired with analysis developed as a part of the City of San Antonio's Equity Atlas (<https://www.sanantonio.gov/Equity/Initiatives/Atlas>) are tools that city staff, community members, partners, and other decision makers can use to help ensure that they are making data-informed decisions that address disparities across a variety of indicators and improve access to opportunity for all San Antonio residents. In addition, these tools should be used to help government and community partners make San Antonio a more inclusive and equitable city to live, learn, work and play.

The maps contained in this Rolling Oaks Area Regional Center Equity Atlas focuses on access to healthy food from grocery stores, parks, and employment opportunities. Walking to and from home to grocery stores, to parks and open spaces, and to employment opportunities identify possible recommendations and strategies that could be included in the Rolling Oaks Area Regional Center Plan to help increase access to all three amenities for residents and visitors to the Rolling Oaks Area. Throughout this Rolling Oaks Area Equity Atlas, the term people of color (POC) is used. The [National Institutes of Health](#) defines people of color as any person who is not white. It does not solely refer to African Americans; rather, it encompasses all non-white groups and emphasizes the common experiences of systemic racism.

Embedded within each the Park Access, Food Access, and Employment Access maps include an overlay analysis showing areas of the lowest 20% median household income and the highest 20% non-Ca. Areas showing a black and transparent hashing are based on U.S. Census Tracts and represent each of the following parameters:

1. U.S. Census Tracts that are less than the 20th percentile of median household income in comparison to the city and;
2. U.S. Census Tracts that are more than the 80th percentile of people of color populations in comparison to the city.

The purpose of this analysis is to show overlap with pertinent demographic data and access to parks, food, and employment across the city.



Food Access - Citywide

Most San Antonio residents do not have access to walkable supermarkets - defined here as within a 1-mile walking distance from one's home, and the residents that do, tend to be living in urban areas. As seen in Figure 2, these supermarkets are set in a pattern where they are concentrated near and north of the Downtown Area Regional Center. The center of San Antonio has several supermarket walksheds that overlap, leaving residents of this area with multiple choices of walkable supermarkets. Rural areas do not have as many walkable supermarkets as the Downtown Area Regional Center does.

The areas representing the lowest 20% median household income and highest 20% people of color within the City are largely deprived of walkable supermarkets, as well. This deprivation can be associated with a higher risk for obesity and other diet-related diseases. Easily accessible healthy food retail makes communities more livable and helps local economies thrive (thefoodtrust.org).

Having areas along the perimeter of the City that do not have equal walking access to supermarkets creates a need for residents in those areas to commute inward to have access to daily goods and services. This can put a strain on the residents, especially those that may be less inclined to have vehicle access. It may also create greater demand for roadways and transit services.

Datasets used for this analysis includes open street data that includes supermarket classifications and a network dataset based on the City of San Antonio's street centerline network. Analysis measures a 1-mile distance to supermarkets based on the city's street centerline network in any given direction from the address point. Further analysis was conducted to analyze 1-mile walksheds for residential homes within a 1-mile walking distance to a supermarket (in purple), and those who are outside a 1-mile (in yellow). See equity analysis for Lowest 20% Median Household Income and Highest 20% People of Color overlay.

Please note that smaller markets may not be captured within this analysis due to its national classification within the Open Street Mapping data.



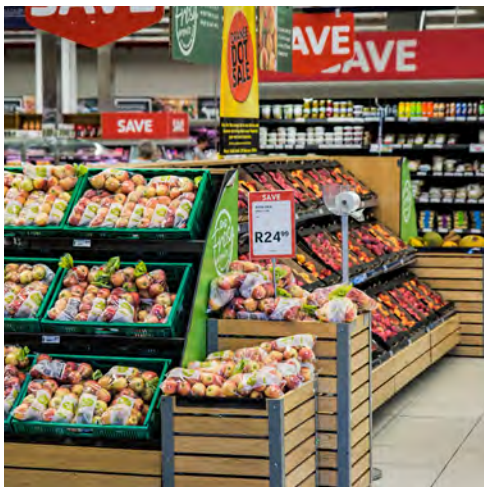
Food Access - Rolling Oaks Area Regional Center

Sitting on the northeast edge of San Antonio, the Rolling Oaks area only has one grocery store – a Walmart located near the center of the area, across from the Rolling Oaks Mall on the west side of 1604. In addition to significant open space, agricultural, and commercial areas, the Walmart serves residents who live in the nestled residential neighborhoods, located primarily to the west.

Compared to other areas within the City, Rolling Oaks is predominantly White, educated, and higher income. Paired with the presence of the existing Walmart, this area is not necessarily in high demand for concerted effort to improve food access. As development occurs at the periphery of the City's boundaries, however, additional grocery options may be necessary to meet demand.



Like many Walmart Supercenters, it is designed for vehicular access, with a large surface parking lot. While direct pedestrian access is feasible from abutting residential communities, much of the land within the 1-mile walkshed is not residential, leaving many residents in the area outside this range of walkable access.



Rolling Oaks Area
REGIONAL CENTER

FOOD ACCESS

-  Rolling Oaks Area Boundary
-  Adjacent Regional Center or Community Area
-  Public or Private Park or Open Space
-  River or Stream
-  Railroad Line
-  Focus Area

- Food Access
-  Supermarket
 -  1-Mile Walking Distance to a Supermarket
 -  Residential Area Beyond 1-Mile Walking Distance to a Supermarket

Note: No areas within the Regional Center include a population that does not self-identify as "White, Non-Hispanic" including all Hispanic/Latinx population regardless of race.

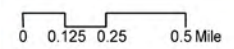
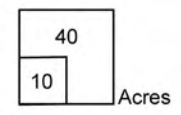
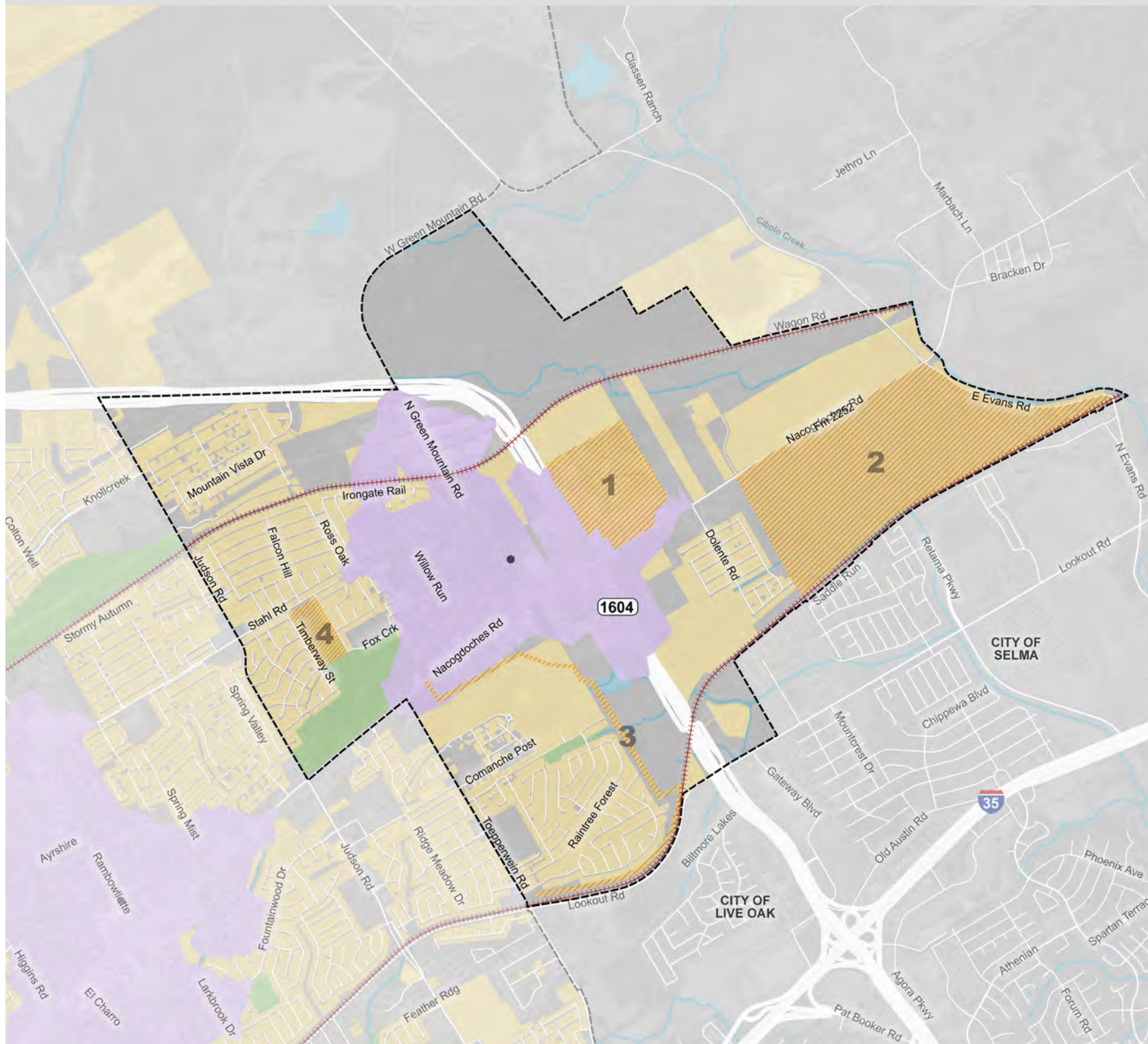


Figure 3: Rolling Oaks Area Regional Center Food Access Map

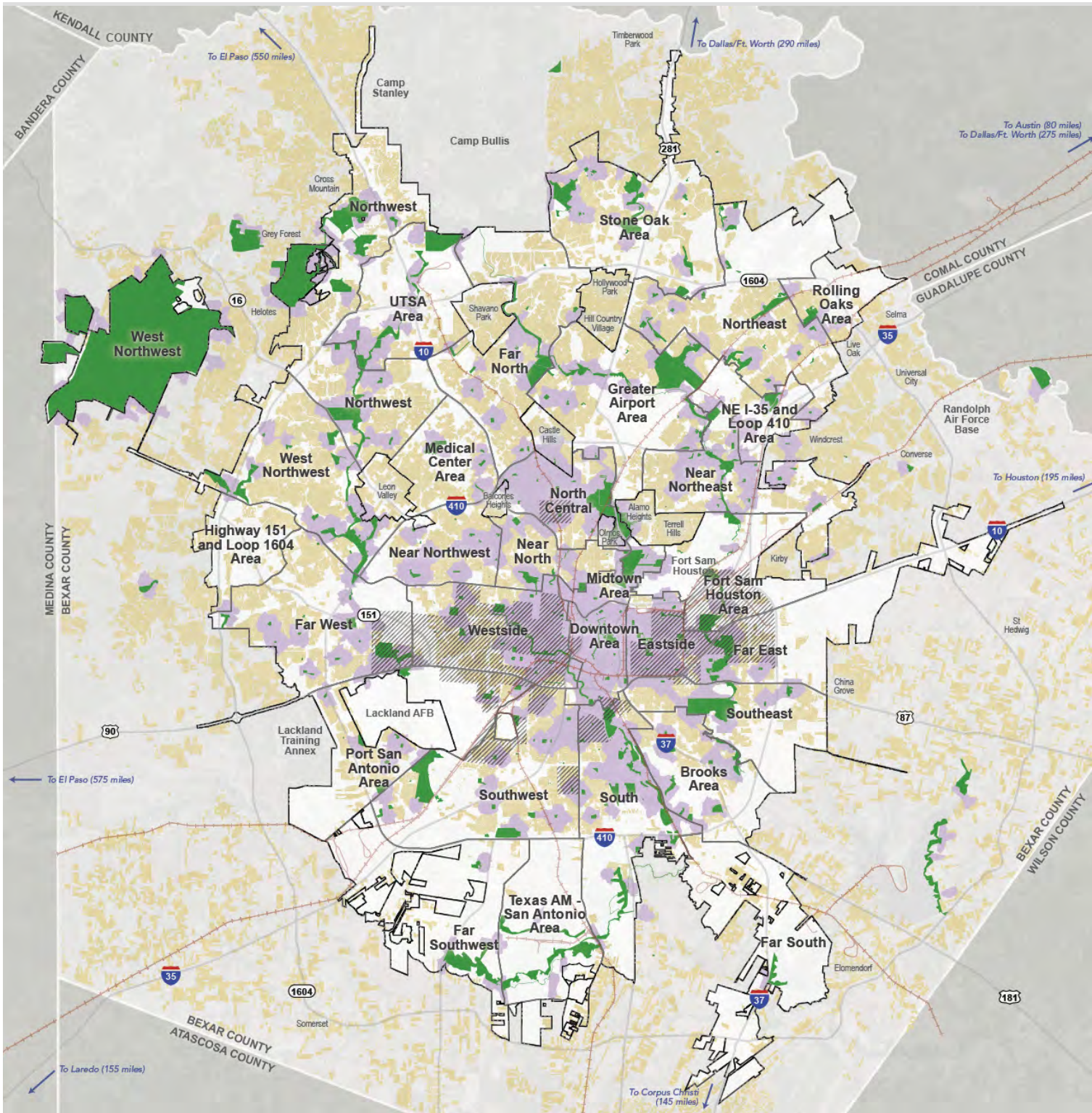


Park Access - Citywide

The majority of San Antonio residents do not have walkable access to a park - defined here as within a half-mile of one's home. The areas within the City that have the most consistent access to a park within a half-mile tend to be concentrated within the Downtown Area Regional Center. Parks that are outside of downtown and are within a 0.5-mile walking distance to neighborhoods primarily exist along the San Antonio River and its tributary creeks. This is credited to the City's efforts to create green belts and natural spaces along its waterfront areas. The edges of San Antonio, especially in the North, have the fewest parks within a 0.5-mile walking distance. The areas representing the lowest 20% median household income and highest 20% people of color within the City have several parks but only about half of these areas have walkable access to the parks.

Most of the parks within San Antonio are in or around residential areas. However, there are several residential areas that have no walkable access to parks. This is often due to incomplete or non-existent sidewalk infrastructure or physical barriers - both natural and constructed (i.e. highway corridors). As seen in Figure 4, there are several parks along the perimeter of the City, but access to them is significantly less than those of the Downtown Area Regional Center and immediately adjacent areas. The walkable network of park space extends about 5 miles in each direction from the Downtown Area Regional Center and, within neighborhoods immediately adjacent to the Downtown Area Regional Center, walkability extends into some of the areas representing the lowest 20% median household income and highest 20% people of color within the City.

Datasets used for this analysis includes City of San Antonio park area boundaries and a network dataset based on the City of San Antonio's street centerline network. Analysis measures a 1/2 mile distance to parks based on the city's street centerline network in any given direction from the outer edge of park boundaries. Further analysis was conducted to analyze 1/2 mile walksheds for residential homes within a 1/2 mile walking distance to a park (in purple), and those who are outside a 1/2 mile (in yellow). See equity analysis for Lowest 20% Median Household Income and Highest 20% People of Color overlay.



LEGEND

- City Boundary
- Planning Sub-Area Boundary
- Major Highway
- Rail Line
- Park Access**
- Park Boundaries
- 0.5-Mile Walking Distance to a Park
- Residential Area Beyond 0.5-Mile Walking Distance to a Park
- * Lowest 20% Median Household Income and Highest 20% People of Color

*Includes all population that does not self-identify as "White, Non-Hispanic" and includes all Hispanic/Latinx population regardless of race.

Figure 4: City Park Access Map



Park Access - Rolling Oaks Area Regional Center

There is only one formal park within the Rolling Oaks area – Comanche Lookout which offers significant acreage with recreational trails. This park serves the western central residential communities within the area. While formal access points are on the southwestern and southern edges, more informal pedestrian access points provide access off residential streets to the north. There is also a very small green space in the southern portion of the area that runs along a drainage swale, however this area is not very large nor is it developed in a way that makes it particularly useful or enjoyable.









Mclain Park, which lies in the neighboring study area to the northwest of Rolling Oaks also serves residents who live in the northwest corner of Rolling Oaks. The half-mile walkshed for Mclain Park bleeds into Rolling Oaks, giving nearby residences reasonable walking access under the power line across Judson Road.

There are other pockets of undeveloped open space within the Rolling Oaks area that seem to have informal trails that residents may use for recreation. Overall, this area would greatly benefit from investment in more formalized recreational open space and improved multimodal access to the parks that do currently exist.



Rolling Oaks Area REGIONAL CENTER

PARK ACCESS

-  Rolling Oaks Area Boundary
 -  Adjacent Regional Center or Community Area
 -  River or Stream
 -  Railroad Line
 -  Focus Area
- Park Access
-  Park Boundaries
 -  0.5-Mile Walking Distance to a Park
 -  Residential Area Beyond 0.5-Mile Walking Distance to a Park

Note: No areas within the Regional Center include a population that does not self-identify as "White, Non-Hispanic" including all Hispanic/Latinx population regardless of race.

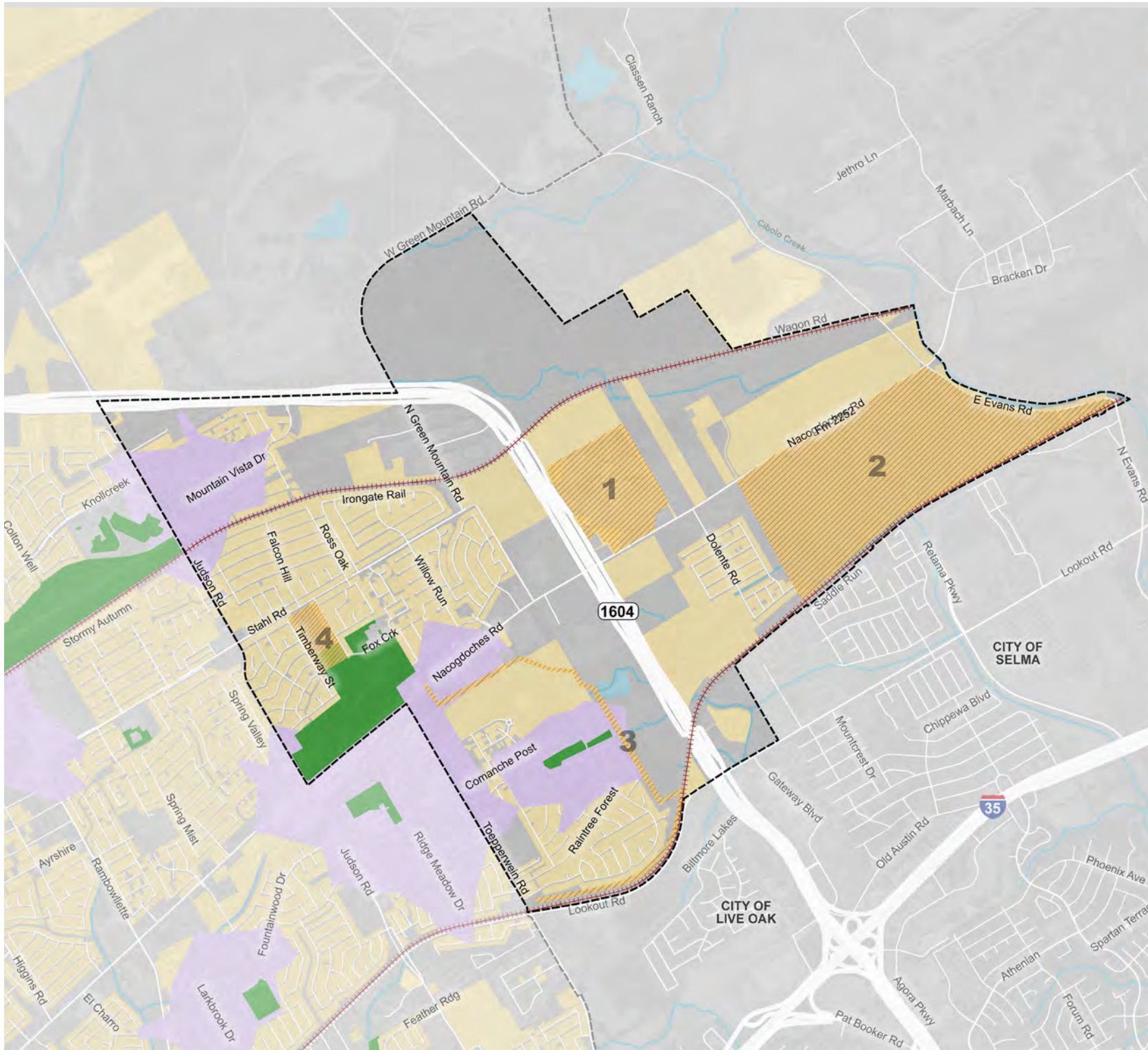


Figure 5: Rolling Oaks Area Regional Center Park Access Map



Employment Access - Citywide

Figure 6 shows how the proportion of jobs and households compares in different parts of the City. A relative balance of jobs and housing is one way to measure whether people have job opportunities close to where they live, or housing opportunities close to where they work. An area with a jobs-housing balance may reduce the distance and time required for work commutes. However, another factor to consider is whether the available range of housing choices corresponds to the wage/salary ranges provided by jobs in the area.

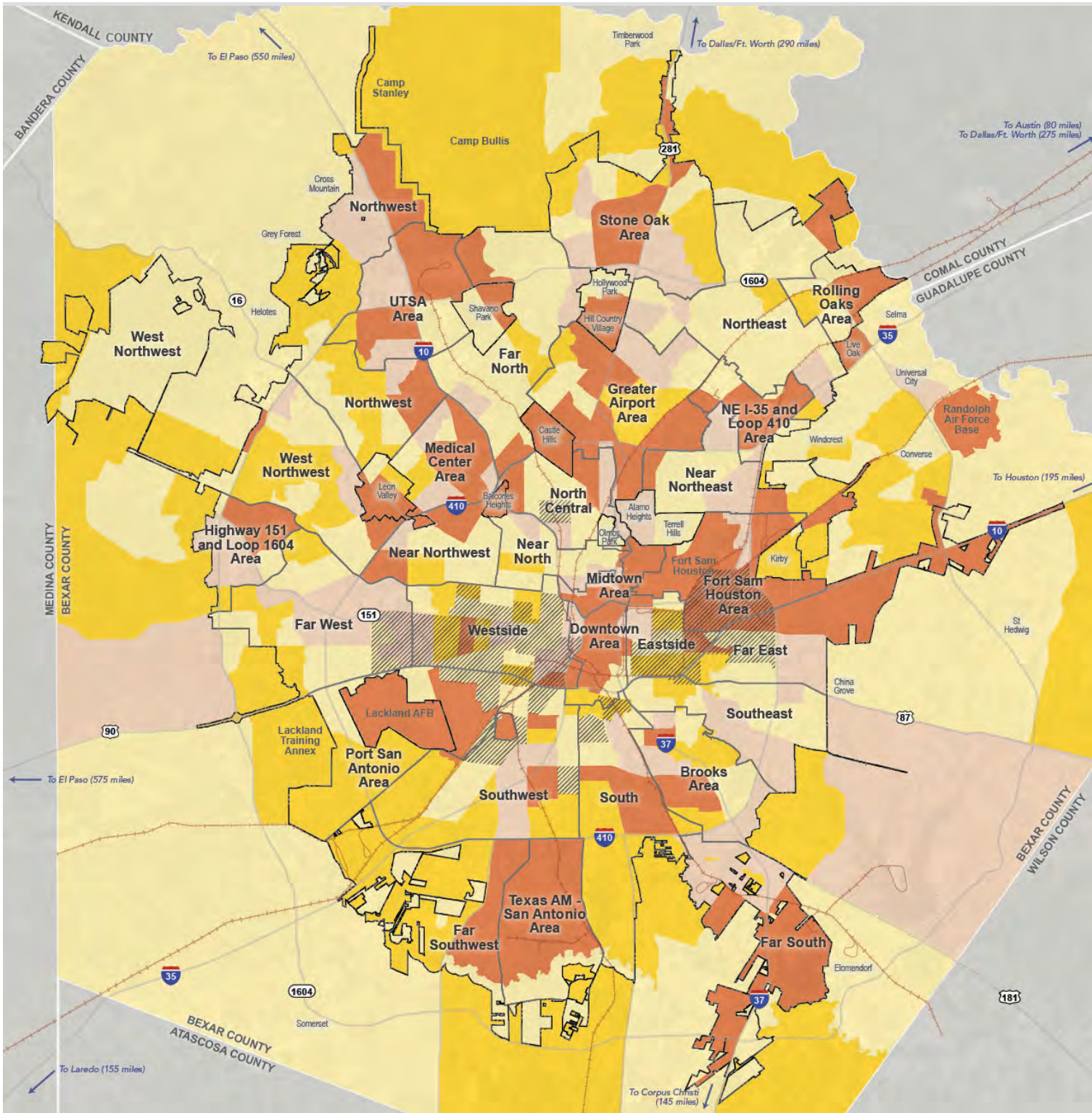
The distribution of Employment Access is somewhat irregular throughout the City, but there are a few discernible patterns. The areas with the highest proportion of jobs to households (shown in the dark orange) are predominantly (although not exclusively) located within the SA Tomorrow Regional Centers, identified during the Comprehensive Plan process as having at least 15,000 jobs. Not surprisingly, the largest and most prevalent areas with the lowest jobs to housing ratio are generally located near the periphery of the City where residential areas and smaller business predominate.

Within the areas that represent both the lowest 20% Median Household Income and the highest 20% people of color, there is not a consistent pattern of Employment Access. With few exceptions, the densely populated Westside generally has a low jobs-housing ratio.

Datasets used for this analysis includes U.S. Census data and U.S. Census Tracts to help measure access to employment in areas across the city. Analysis measures a ratio of jobs to households broken into four separate categories:

- *More than 2 Jobs for every 1 Household (>2:1)*
- *Between 2 Jobs for every 1 Household and 1 Job for every 1 Household (2:1 – 1:1)*
- *Between 1 Job for every 1 Household and 1 Job for every 2 Households (1:1 – 1:2)*
- *Less than 1 Job for every 2 Households (<1:2)*

The ratio takes the number of jobs and divides the number of households within U.S. Census Tracts across the city. See equity analysis for Lowest 20% Median Household Income and Highest 20% People of Color Population overlay.



LEGEND

- City Boundary
- Planning Sub-Area Boundary
- Major Highway
- Rail Line

Employment Access

- More than 2 Jobs for every 1 Household (>2:1)
- Between 2 Jobs for every 1 Household and 1 Job for every 1 Household (2:1-1:1)
- Between 1 Job for every 1 Household and 1 Job for every 2 Households (1:1-1:2)
- Less than 1 Job for every 2 Households (<1:2)
- * Lowest 20% Median Household Income and Highest 20% People of Color

*Includes all population that does not self-identify as "White, Non-Hispanic" and includes all Hispanic/Latinx population regardless of race.

Figure 6: City Employment Access Map



Employment Access Rolling Oaks Area Regional Center

Overall, the Rolling Oaks area has a balanced job-to-household ratio, especially for an area at the periphery of the City's boundaries. This is largely driven by the commercial development in the central and eastern portion of the area along 1604, including the Rolling Oaks Mall, religious institutions and service organizations, schools, Walmart and other businesses, and some agricultural land.

While access to jobs is relatively strong in Rolling Oaks currently, as development occurs it will be important to keep this balance in mind, particularly considering the relative cost of available housing compared with wages offered by available jobs nearby, such as retail.





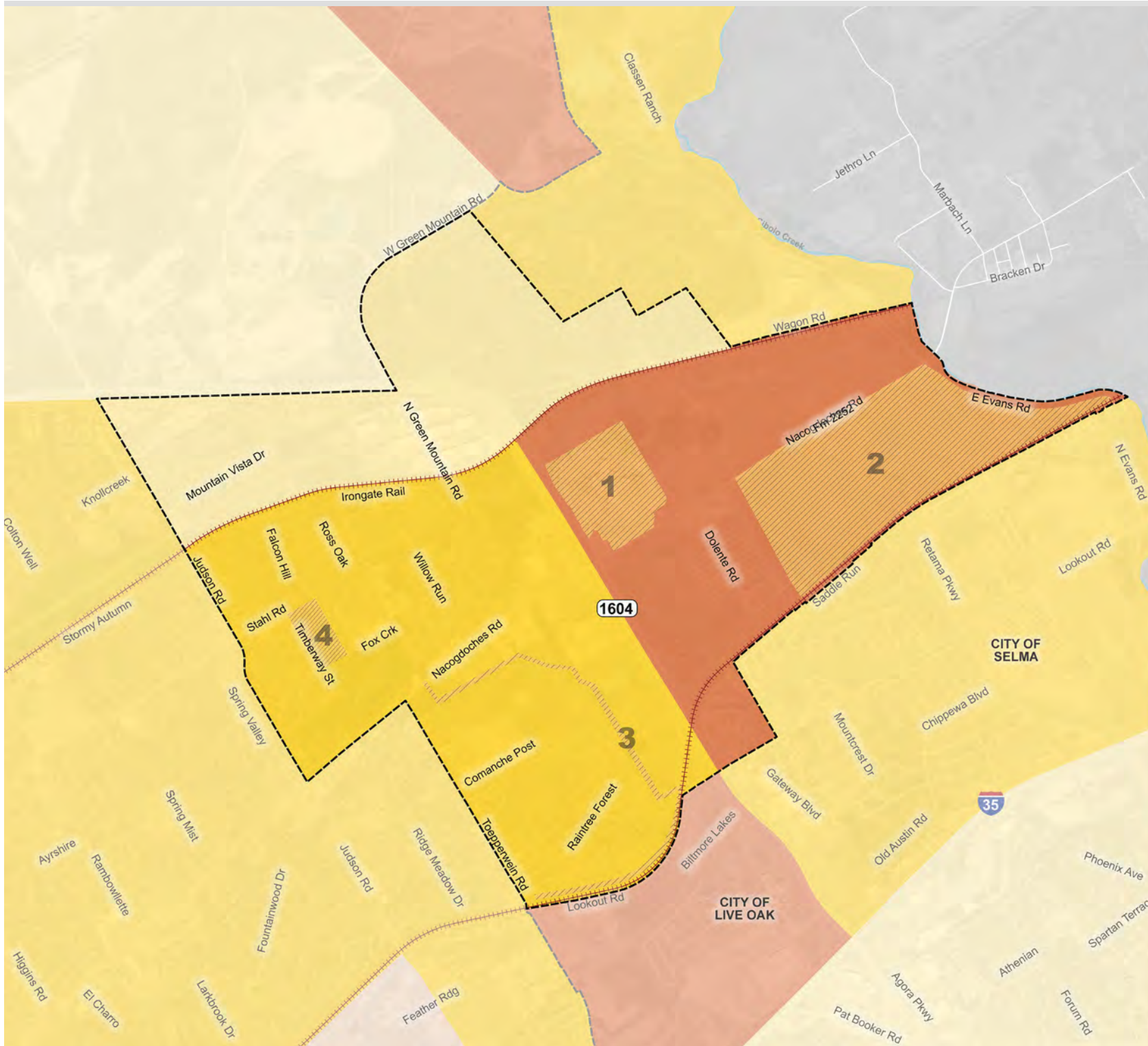
Rolling Oaks Area REGIONAL CENTER

EMPLOYMENT ACCESS

- Rolling Oaks Area Boundary
- Adjacent Regional Center or Community Area
- Railroad Line
- Focus Area

- Employment Access
- More than 2 Jobs for every 1 Household (>2:1)
 - Between 2 Jobs for every 1 Household and 1 Job for every 1 Household (2:1-1:1)
 - Between 1 Job for every 1 Household and 1 Job for every 2 Households (1:1-1:2)
 - Less than 1 Job for every 2 Households (<1:2)

Note: No areas within the Regional Center include a population that does not self-identify as "White, Non-Hispanic" including all Hispanic/Latinx population regardless of race.



40
10

Acres

0 0.125 0.25 0.5 Mile

Figure 7: Rolling Oaks Area Regional Center Employment Access Map



M I G