DEVELOPMENT of the CENTRAL CITY DISTRICT

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STATE OF THE CITY 72

SAN ANTONIO HISTORIC SURVEY, 1972

URBAN DESIGN MECHANISMS STUDY *

DISTRICT ANALYSIS: FIRST YEAR SUMMARY REPORT

ECONOMIC ANALYSIS

*Due to the untimely death of Councilman Garza, the URBAN DESIGN MECHANISMS STUDY has been dedicated to his memory.

Prepared for the City of San Antonio, City Planning Department, Community Renewal Program, by the Central City Development Team.

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NOVEMBER, 1972

DEVELOPMENT

OF THE

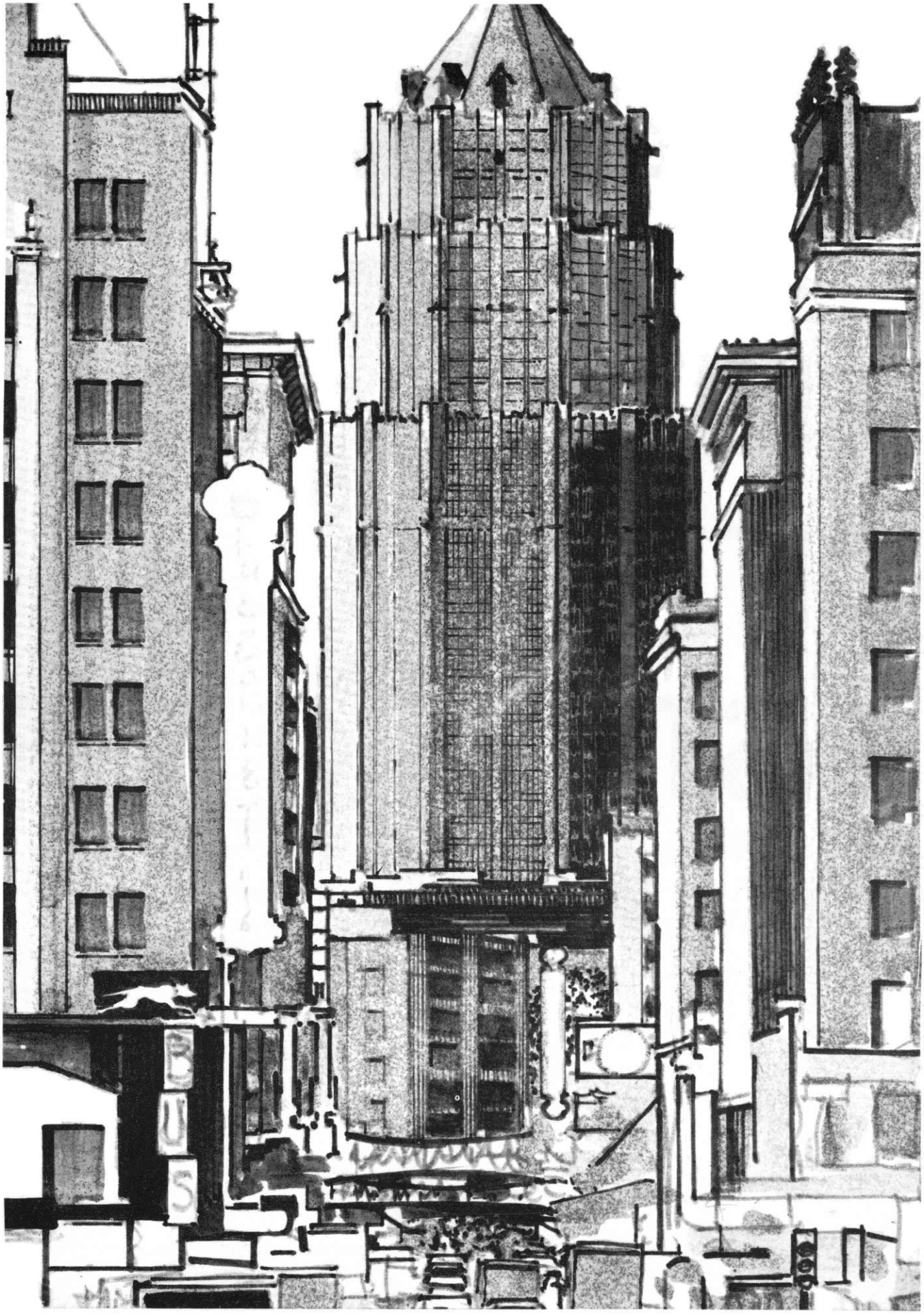
CENTRAL

CITY

DISTRICT

Dedicated to the memory
of Otto S. Krebs, Jr.

An outstanding professional comprehensive planner who passed away on November 11, 1972. He is greatly missed for the warm, understanding manner in which he supervised the Comprehensive Planning Division.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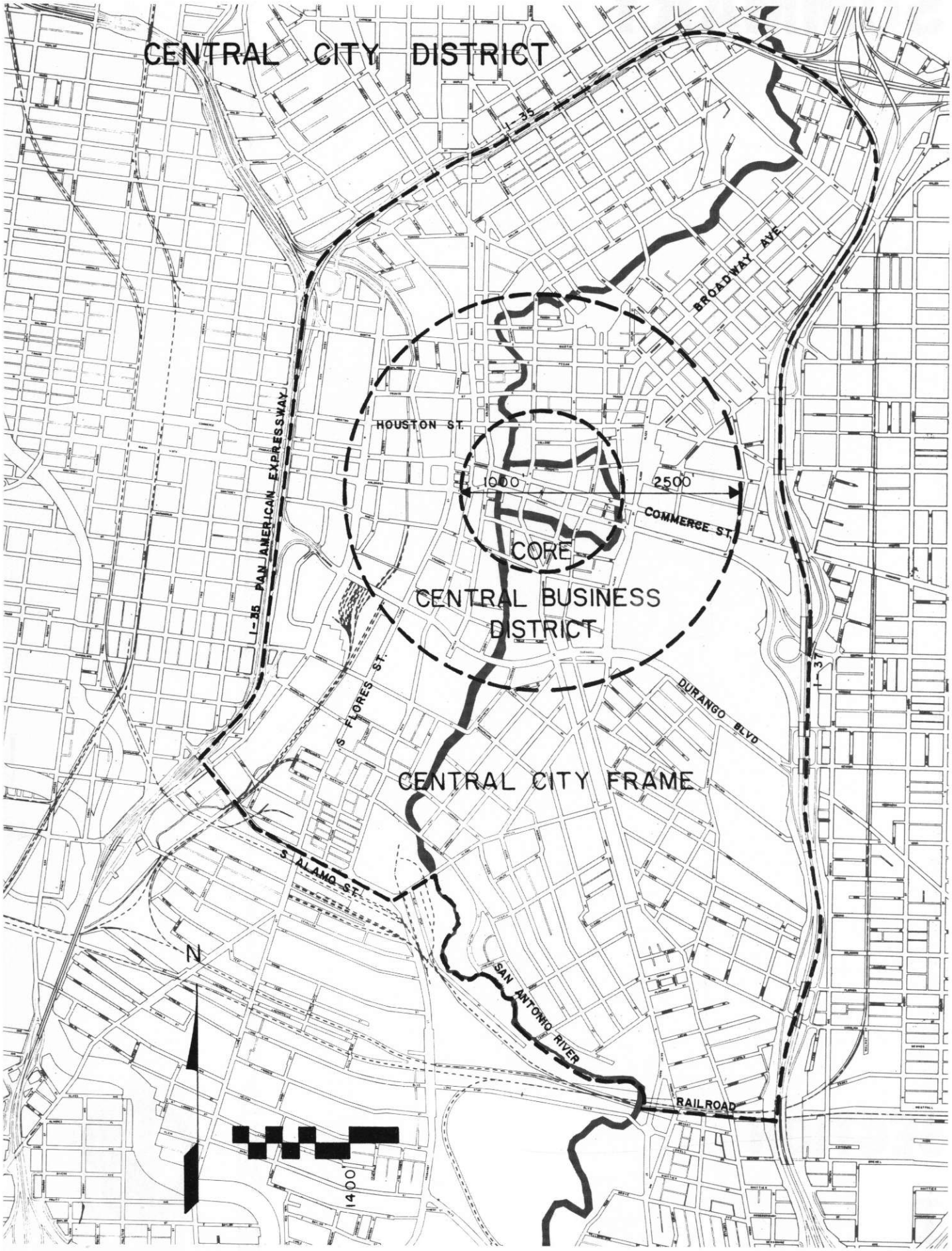

CENTRAL CITY DISTRICT
I-35
BROADWAY AVE.
HOUSTON ST.
I-35 PAN AMERICAN EXPRESSWAY
1000'
2500'
COMMERCE ST.
CORE
CENTRAL BUSINESS DISTRICT
S. FLORES ST.
DURANGO BLVD
CENTRAL CITY FRAME
ALAMO ST.
N
SAN ANTONIO RIVER
RAILROAD
1400'

SECTION I

SUMMARY

The time is right for significant renewal and development in the Central Business District (CBD) and frame of the City of San Antonio. Three major events are creating this favorable climate for development and renewal. They are: (1) the completion of a plan for the CBD called Regional Center—'85, (2) and the forming of a Central City Development Council, and (3) a $405,000 San Antonio River Corridor Feasibility Study bringing together six governmental agencies with major interests in a six mile stretch of the San Antonio River, which includes the CBD and frame.

The purpose of this report is twofold: (1) ***to indicate that a mixed-land-use is the kind of development*** that must take place if the Central City District (see Figure 1) is to make available to people a new and desirable choice in life styles, and (2) ***to set forth a joint development strategy between the public and private sectors*** as the necessary means whereby development and renewal will be achieved.

The focus, or planning orientation, of the Central City Development Team is the Human Activity Systems, reflecting human needs, which led to the Urban Design Systems Approach.

While the core areas of many large cities have apparently declined past the point of no return, San Antonio's Central Business District and frame are still viable. The multicultural charm and scenic beauty coupled with some successful renewal projects have inhibited the process of decay in San Antonio. However, San Antonio's central city has experienced the exodus of large numbers of its population to new suburban areas. This has had the effect of decentralization of business and services. The downtown district is left with scars of physical obsolecense, and under-utilized and under-developed areas. The vast amount of cheap usable land in the urban periphery encourages building a low density, sprawling city. In this dispersion lies the very real dangers affecting the City's future economics and its quality of life.

In the "State of the Central City District" section, the strengths and weaknesses of the Central City District are more specifically described. The mixed-land-use concept for alleviating the liabilities and enhancing the assets is developed in the "Systems Analysis" section. Goals and recommendations follow in the "Development Concept" section that support the mixed-land-use concept. In the last section, a joint development strategy is proposed which relates government as a stimulus to the private activity necessary to accomplish the goals set forth.

STATE OF THE CENTRAL CITY DISTRICT

VISUAL ANALYSIS

A Visual Analysis survey of urban assets and liabilities relating to environmental needs was conducted.

The following visual assets or strengths are found to exist in the Central City District:

1. ***The San Antonio River and walk*** provide downtown's unique character assets, which includes a delicate integration of private and public investment.
2. ***Other evidences of a noble heritage*** are parks, plazas, historical buildings, and landmarks such as Alamo Plaza, Spanish Governor's Palace, and the Tower of the Americas.
3. ***Street configurations*** which provide views, such as the view of the Medical Arts Building looking east on Houston Street are also an asset.
4. ***Values of contrast and diversity***, reflecting variety of culture and ethnicity, add flavor to the city.

Visual liabilities or weaknesses are found as follows:

1. ***An anachronistic market place*** provides non-competitive forms, such as outmoded, inefficient physical plants and merchandizing techniques.
2. ***A lack of maintenance and new investment*** in the market place is illustrated by such things as fractured curbs and sidewalks and poor facilities for delivery and collection of goods and services.
3. ***Difficult and inconvenient access*** to the area creates many problems.
4. ***Insufficient personal security measures*** which are visible to the public are an image liability.

RECENT DEVELOPMENT

Recent developments in San Antonio and other cities compares post-Hemisfair '68 influences on downtown with what is happening in other cities across the country. Cities were generally selected on the basis of similarity of size (350,000-1,000,000).

The many developments cited in these cities illustrate a national trend toward revitalization of the central city. These developments also show that the specific recommendations now being made for San Antonio are already becoming physical realities in other cities throughout the nation.

SYSTEMS ANALYSIS

URBAN DESIGN SYSTEMS APPROACH—MIXED USE CONCEPT

An Urban Design Systems Approach was established as a means of more effectively dealing with the complexities of the city. Figure 2 provides a graphic representation of this concept. Systems are defined into two distinct categories: ***Human Activity Systems*** and ***Functional Systems***. The three Human Activities —Live (domestic), Work (economic), and Play (leisure/recreation) suggest the city's reason for being. Circulation Systems, linking the three Human Activities, define the urban infrastructure and the movement systems emphasizing efficiency of access as well as reducing the need for movement. The Support Systems (Environmental Control, Social Services, Culture, Education-Manpower Development, Economic Base, Public Safety, and Health) are Economic and Social Systems which support the urban process and in turn determine its quality.

EVALUATION

The Systems Approach is evaluated for applicability not only to the Central Business District, but also ***the downtown frame, existing districts*** and ***developing districts***. It is concluded that, as a planning process, there are varying degrees of application for physical development in the various districts. The following classifications are made:

CENTRAL BUSINESS DISTRICT—***The systems approach has its most complete application here***, due to the fact that it is a high density, intense activity area, and also because Urban Renewal allows land clearance under the Neighborhood Development Plan (NDP). The approach has its most significant application when these two characteristics are present in an area. Section IV of the report is devoted to a detailed explanation of this subject.

DOWNTOWN FRAME—***The systems approach is also applicable to this lower-density, fragmented area***, especially due to the potential for major changes made possible by federal programs and land reclamation feasibility (Neighborhood Development Plan and New Town-In Town).

EXISTING DISTRICTS—***The systems approach is least applicable to the planning process for existing districts***, due to their large, low-density "unifunctional" nature, outside of the Central Business District.

DEVELOPING DISTRICTS—***The systems approach is valid and extremely important to developing districts*** as a tool for guiding future growth of the metropolitan area because the patterns of development are yet to be set for the undeveloped land.

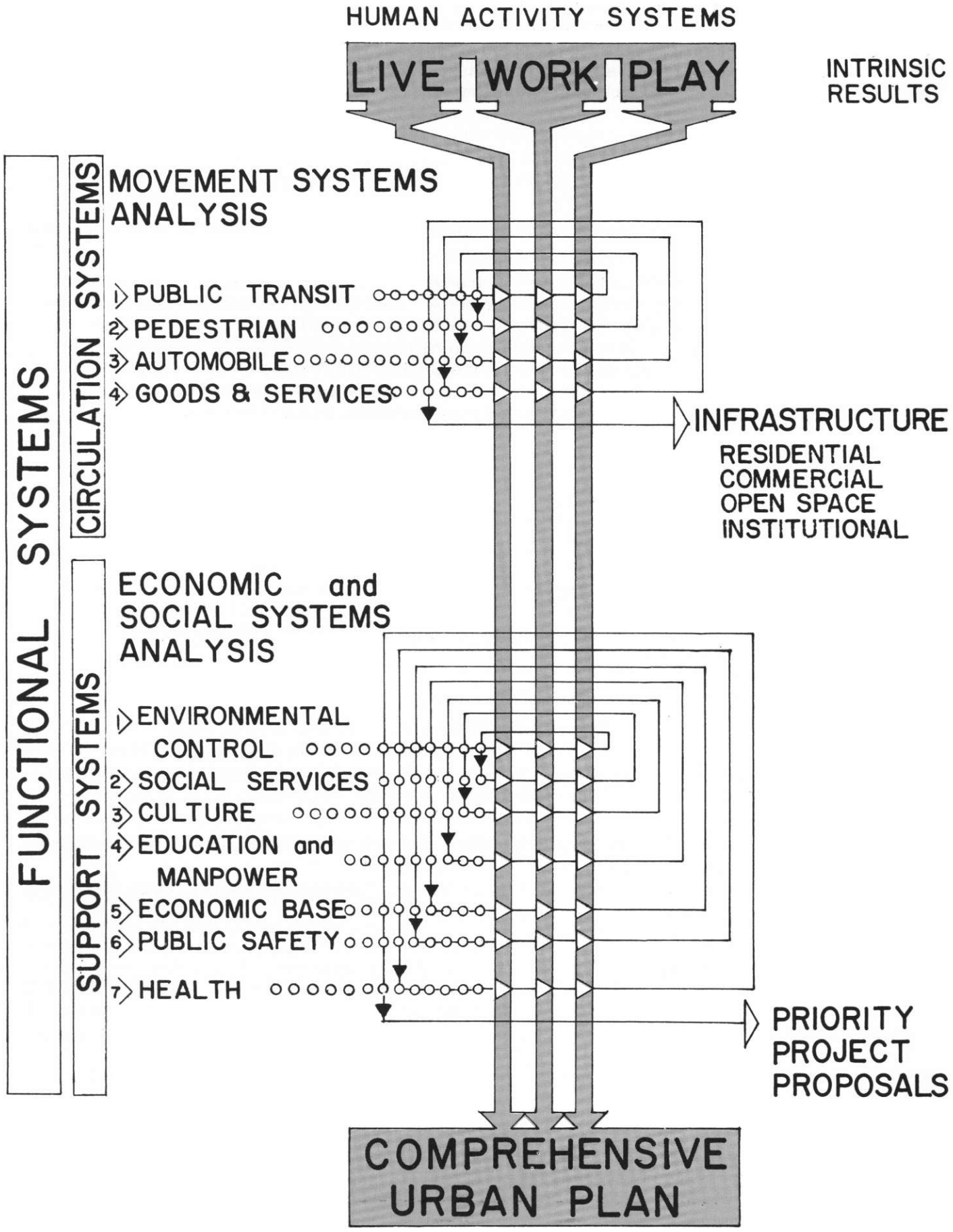
DEVELOPMENT CONCEPT

In the spring of 1969, the Comprehensive Planning Division of the City Planning Department was assigned the task of recommending a comprehensive plan for the Center City to be used as a policy guide for the City Council and city administration. In May, 1971, the Regional Center '85 Plan* was completed including the eight goals that follow. More recently the related recommendations have been developed. The planning orientation was the Human Activity Systems (Live, Work, Play) and led to the Urban Design Systems Approach. Within this approach, circulation systems are the first key focal point and thus the emphasis in the first planning phase of the Central City Development Team. More detailed work remains to be done in the area of Support Systems involving economic and social analysis.

*Regional Center '85 is the starting point for planning by the Central City Development Team. For simplicity purposes the term Central City District will be used for further references to this concept, appearing in the Summary.

Figure 2.

URBAN DESIGN SYSTEMS APPROACH



METHODOLOGY

The Del Alamo, General Neighborhood Renewal Plan, July, 1965, was selected as the basis upon which to build. Statistics were then collected on conditions and metro-area trends. What other cities are doing was explored. Citizen participation via interviews reached about 200 interviewees (the interview data was plotted on display map). Raw data was collected on office space, health units, transient accommodations, retail and parking space, governmental facilities, historical structures, and other subject areas. Applied data, including "rate factors," for determining vehicular capacities and personal needs spaces were also collected.

OPERATING OBJECTIVE OF CCDC

The operating objective of the Central City Development Council (CCDC) as adopted in August, 1972. It is as follows:

> The operating objective of the Central City Development Council is to reverse the trend of deterioration in the Central City by stimulating private development through the strategic use of public resources. The desired result is an improvement in the quality of urban living for the citizens of Greater San Antonio that allows the Central City to assume its proper role as the coordinating, focal point of the various development areas of the Greater San Antonio area. The Central City should play its proper role in developing the area into a ***regional center for South Texas*** and also an ***international trade center for the Americas***, focusing primarily on Latin America.

GOALS AND RECOMMENDATIONS

The following goals and recommendations reflect the emphasis of planning activities to date:

GOAL 1—ACCESSIBILITY—Approach Element—Circulation

Improve accessibility to downtown functions by completing and improving the expressways to downtown, simplifying circulation on major thoroughfares, providing adequate parking at strategic locations, and by implementing other modes of transportation—rapid transit, regional and intercity high speed ground transportation, and new inventive internal people-mover systems.

Recommendations: Related to problems of ***Service and Utility***

1. ***Provide a basement level network of service centers and vehicular tunnel/utility chases*** to improve deficient service/utility facilities in the new construction area.
2. ***Develop dual-usage facilities***, movement of goods into and the movement of waste out of, the central city. This can be accomplished during non-peak or nighttime hours.

Recommendations: Related to problems of ***Streets***

1. ***Provide a "controlled access" street system.*** This facilititates separation of pedestrian and vehicle movements essential to the environmental well-being of the center city today. Moving vehicles at ground level, a simplified hierarchy of streets can be developed at a minimum public investment.
2. ***Provide a system of transitional arterials*** with access from downtown streets to the regional expressway network.
3. ***Provide within the district internal access systems*** of four crisscrossing arterials and four penetrating loops.

Recommendations: Related to problems of ***Parking Facilities***

1. ***Provide multi-level ramps*** bringing the center city's total spaces to over 25,000. These are to be private developments and parking authority projects.
2. ***Plan facilities according to the criteria of optimum walking distances*** (600 feet for short-term primary parking, and 1,500 feet for long-term secondary parking).

Recommendations: Related to problem of ***Pedestrian Movements***

1. ***Observe strict separation of all mechanical functions from human functions.*** The pedestrian systems proposed create an exclusive environment for people, a network of walkways, sheltered malls, promenades, courtyards, and plazas; running from block to block at river level, at ground level, and at a newly constructed third level. In the core and adjacent areas, the three-dimensional configuration, resulting from vertical integration of the pedestrian system into existing and potential development, creates a more human scale and a more desirable, intensely developed, multi-level structure.
2. ***Reshape closed streets and no-longer-needed asphalt parking lots*** to express the priority of man—tying together the existing river, parks, and plazas.
3. ***Create new human expressions adjusted to human scale.*** There can be sidewalk cafes, colorful merchandizing kiosks, and stages for public events such as concert, dance and theatre. There will be space for trees, flowers, fountains, and works of art—creating the stage for community-wide participation and identification.

Recommendation: Related to problems of ***Transit***

1. ***Develop multi-modal transit***, which is essential to making the downtown center more convenient and more competitive. The development of a regional transit system, phased to developing corridors, is paired with localized or district oriented mass-transit or the private automobile. Initial studies indicate six radiating rapid-transit corridors intersecting in the downtown district served by two interchange and six area stations. Bus routes entering downtown are configured to the arterials. Penetrating loops with core area air-conditioned terminals are developed integrally.

GOAL 2—RESIDENTIAL NEIGHBORHOODS—Approach Element—Live

Preserve and create residential neighborhoods and amenities for the broadest possible spectrum of facilities and individuals.

Recommendations: Related to the problem of ***Flight to the Suburbs***

1. ***Re-introduce the residential function*** as the major physical element and developmental influence for generating a stable "24-hour" community, comprising all ethnic and economic groups in the downtown area.
2. ***Expand transient accommodations*** by 1,500 first-class hotel rooms to meet growing tourist-convention-business needs by 1976.

GOAL 3—JOBS DOWNTOWN—Approach Element—Work

Increase the number and variety of jobs downtown by increasing public as well as private employment opportunities, oriented to inner-city and suburban residents, utilizing both skilled and unskilled resources.

Recommendation: Related to the problem of ***Loss of Market and Employment Base***

1. ***Develop a vital central district community*** by creating jobs for 50,000 employees. This is to be accomplished by re-establishing downtown as a convenient quality, regional shopping center; by expanding and developing business opportunities logically compatible to the district; and by maintaining, while strengthening, the centralized governmental and institutional facilities.

GOAL 4—HISTORIC PRESERVATION—Approach Element—Play

Preserve the heritage of San Antonio by saving and placing in productive use many of downtown's historically and architecturally significant structures and spaces.

Recommendation: Related to problem of ***Fragmented Play Areas***

1. ***Develop a truly human scale and quality in the central district environment*** by tying together existing parks, plazas and other open spaces into a comprehensive network. This is accomplished through phased redevelopment of certain streets and properties as people-oriented connectors, which becomes a major element in the district's pedestrian movement system focussed on the San Antonio River.

GOAL 5—SERVICES FOR REGION—Approach Element—Support Systems

Raise the level and increase the scope of downtown services for the San Antonio metropolitan area by reinforcing the number of governmental, health, educational, cultural, religious, and social institutions downtown.

GOAL 6—INTENSIFY USE—Approach Element—Systems Interface

Intensify the use of downtown land without creating congestion by sensitive zoning and development regulations that encourage higher land utilization, the separation of pedestrians from automobiles, and planned open space.

GOAL 7—FUNCTIONAL ARRANGEMENT—Approach Element—Systems Interface

Promote and insure the best possible functional arrangement of downtown uses with due regard to diversity and compatibility by generating the necessary linkages between these uses and establishing the necessary security force.

Recommendation:

1. ***Begin process with the Parks and Police Departments to expand to the rest of the Central City a visible public safety image*** that is accomplished for the River Bend by the Park Rangers.

GOAL 8—QUALITY DESIGN—Approach Element—Systems Interface

Design downtown as a distinctive, high-quality environment to contribute to the identity of the city and reinforce its unique character by preserving significant views and urban vistas, by recognizing special design characteristics and opportunities, by encouraging architectural-urban design excellence for public and private projects, by promoting a comprehensive sign ordinance, and by citizen participation in the design process.

A JOINT DEVELOPMENT STRATEGY

A joint development strategy is used as a unifying concept for the work program and implementation process to be accomplished by the Central City District. Neither the public nor private sector alone can generate the impact needed to change a major area of the urban environment.* Using the joint development strategy as a starting point in ***the implementation process the Central City District of San Antonio is covered in three layers:*** interagency, public-private, and interdepartmental-City of San Antonio.

Interagency cooperation will focus on the River Corridor Feasibility Study during the next year, where six agencies are exploring the feasibility of developing projects. These agencies are: Alamo Area Council of Governments, Bexar County, the City of San Antonio, the San Antonio Development Agency, the San Antonio Independent School District, and the San Antonio River Authority.

Public-private cooperation will focus on the Central City Development Council, which combines governmental agencies in the same arena with private organizations, all of whom have an interest in developing the Central City District.

Interdepartmental coordination within the City of San Antonio focuses on a recommendation for an organization structure that brings together the policy planning and programming functions of the City. A Municipal Information Center (MIC) is recommended as the focal point for interdepartmental and interagency project coordination. Management tools are recommended to assist independent groups as they cooperate in projects. These tools include program planning and budgeting concepts as well as the critical path method (cpm). It is felt that these techniques should be tested with selected complex, joint projects such as those which will come under River Corridor development, before they are considered for broader applications within the city organizations.

LEVERAGE POINTS

Eight leverage points are identified within the Central City District. These are small geographic areas in which public or a public-private joint development project could stimulate additional private investment for the purpose of reversing the trend of economic decline in the Central City District.

*This strategy is consistent with a paper, "Joint Development Strategy," attached to Memorandum to "Vindors, CASE STUDIES ON JOINT DEVELOPMENT STRATEGY, from Mr. Andrew Euston, Environmental and Land Use Planning Division, U.S. Department of Housing and Urban Development, Washington, D.C., August 4, 1972.

WORK PROGRAM

The planning sequence of the Urban Design Systems Approach used by the Central City Development Team is compared with the work schedule of the River Corridor Feasibility Study to illustrate how they complement each other. Second year Central City District activities gradually shift from an emphasis on goals and objectives to coordination between city departments, government agencies, and private developers to achieve program development and project implementation.

Major work elements involve the stimulation of private development with and without public funds, strategies to assist private developers in line with Central City design concepts, identification of public investments that best facilitate private development, and priority design.

San Antonio's Central City District offers exciting potential for more meaningful life styles providing more choices for tomorrow's citizens. The river in her midst beckons the entire community to explore and develop this potential. Many tools are now available with which to respond, not the least of these being federally funded programs such as the Community Renewal Program of the City of San Antonio and the River Corridor Feasibility Study. An outgrowth of these programs are joint development strategies as proposed in this report. Through such strategies the public and private sectors are beginning to form creative partnerships that are expected to accomplish new developments which will add to the unique qualities of the Central City District.

STATE OF THE CENTRAL CITY DISTRICT

SECTION II

STATE OF THE CENTRAL CITY DISTRICT

Introduction

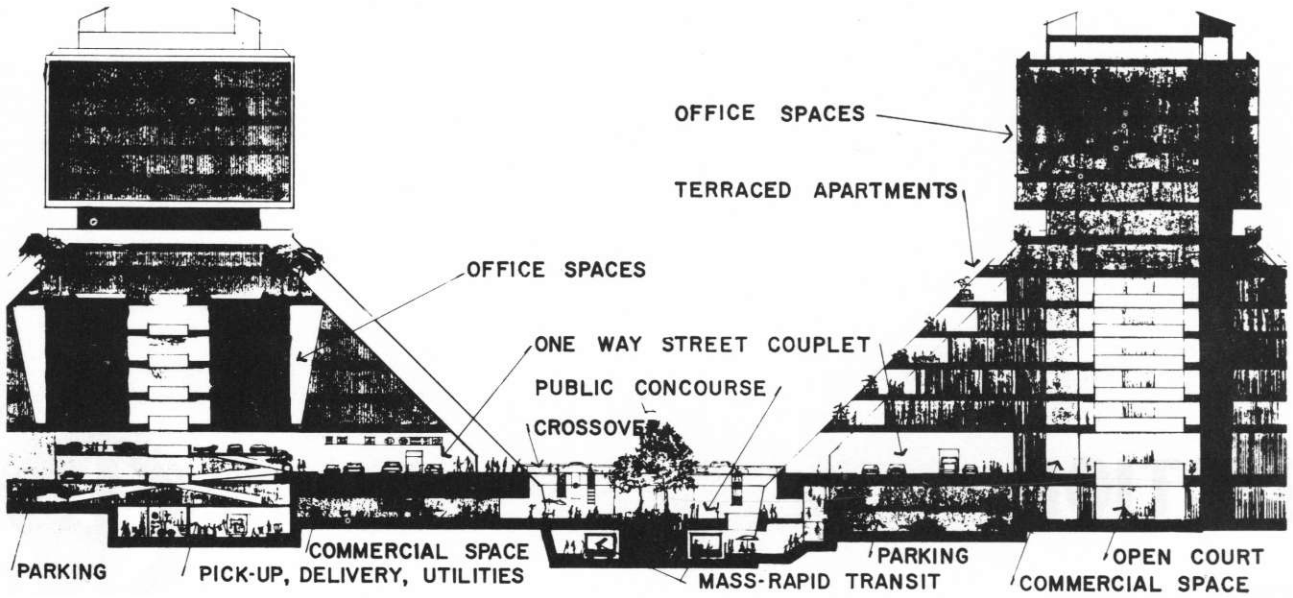
The Central City District of San Antonio is old, rich in over 250 years of color, tradition, and uniqueness. Until the 1950's, the downtown district had historically been the regional focus of government, business, services, culture, entertainment, shopping, and (of a diminishing intensity) living. After World War II, downtown experienced little dynamic development while vast new housing projects were built on the city's edges to satisfy critical shortages accrued during the war years.

Today the Central City District physical plant is antiquated. The last major building "boom" took place during the latter 1920's and early 30's, making the average age of structures and facilities downtown over 50 years old. While industrial technology made mechanization of and mass-participation in the products of society a reality, little change to accommodate this "new society" was made downtown. People left downtown obsolescence for a new contemporary suburban standard of living.

Decentralization of business, services, and shopping gained momentum in the sixties, following the population market base, and thus illustrating the economic viability of convenience and proximity. This exodus left the Central City District not only physically obsolete, but under-utilized and under-developed. The vast source of cheap, useable land in large areas of Bexar County encourages building a low-density, sprawling city. In this dispersion lies the very real dangers effecting the economics of the city and its quality of life.

Urban economics and efficiency are directly proportional to area, density, and distance in terms of monetary and human costs. Therefore, the very principles which made suburban development so lucrative can be utilized to reverse trends and build an ***innovative, mixed-use Central City District*** (see Figure 3, p. **12**). the beginning of a new urban form. The state of the Central City District can advantageously be used to develop community commitment and profitable economic investment comparable to that underway in other cities. Therefore, the focus of Section II is the existing images of the downtown area. These images are discussed in terms of visual assets and liabilities (VISUAL ANALYSIS). Current development activities in San Antonio's downtown area are discussed for the purpose of comparison of San Antonio's current situation to development possibilities as may be suggested by descriptions of ongoing development activities in other national and Texas cities (RECENT DEVELOPMENTS IN SAN ANTONIO AND OTHER CITIES).

Figure 3.



MIXED USE STRUCTURAL CONCEPT

Figure 4. Visual Analysis

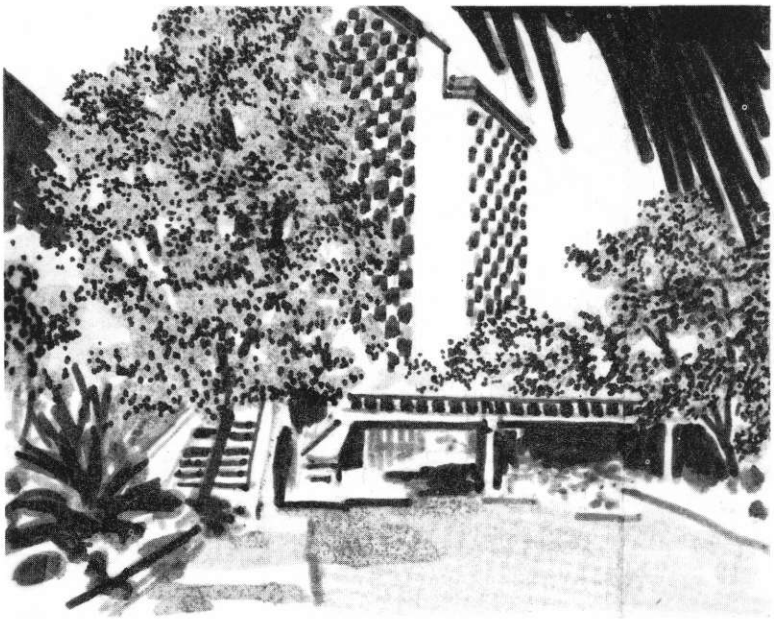
Visual Analysis

Visual Analysis of the Central Business District (see Figure 1, p. **2**) initiated a survey of urban assets and liabilities as they are related to environmental needs. A broad range of environmental concerns are relative to man's psychic and physical needs.

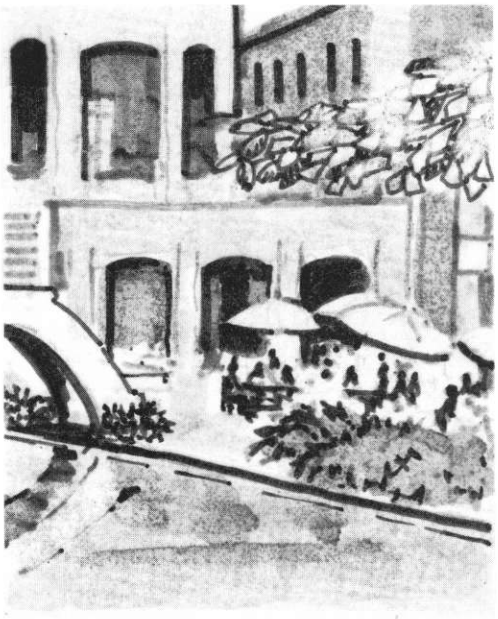
Theoretically perceptions determine knowledge when ordered through logical thinking processes. What people perceive takes on proportions and develops into images. These images often determine people's attitudes and values toward cities. Since the urban design team's main concern is for revitalization of San Antonio's central city, the determination of attitudes and value prompters is essential. Therefore, mental images should be elicited by means of urban design that is compatible with basic human needs. Physical images of orientation and security, social images of culture and community organization are a few of the prompters that create a feeling of economic vitality and general well being.

San Antonio has many urban ***visual assets*** (see Figures 4, 5 & 6, pp. **14 — 17**). It has a character that is distinguished by the relics of a ***notable heritage***, and by ***open space amenities*** which are the envy of many other cities. The River Walk (see Figure 5a) is the premier character asset for San Antonio in quality and richness of landscape... most important though is the image of the delicate integration of private investments with public investments (see Figure 5b). This mix makes it the focal point for a diversification of activities beyond park-type usage. Other spaces with similar qualities of character are Hemisfair Plaza (see Figure 5c) and La Villita (see Figure 5d). More traditional to urban centers are Alamo Plaza (see Figure 5e), Main Plaza (see Figure 5f), and Travis Park (see Figure 5g)... notable for their history as well as character.

Figure 5. Visual Assets

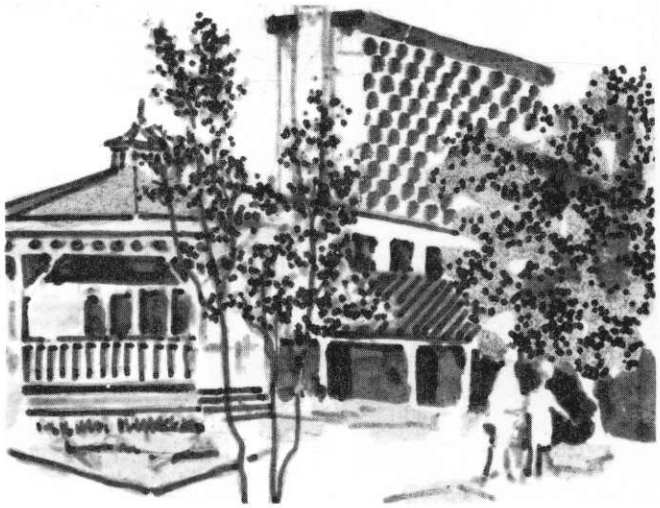


a River Walk Character



b Mix of Public and Private Investment on River

Figure 5. Visual Assets



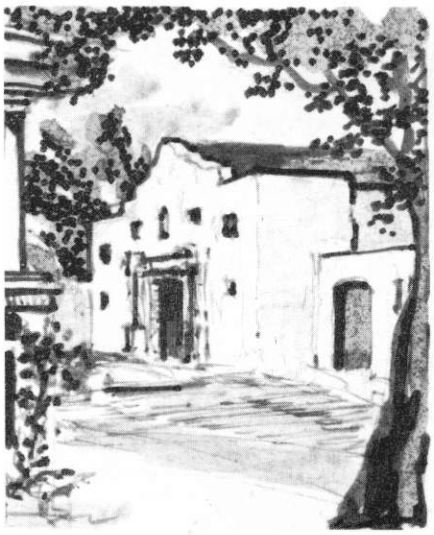
c Character of Hemistair Plaza

d Character of Villita Street

San Antonio is rich in landmarks which signify radical turns in the lives of the people in this region. The Alamo, San Fernando Cathedral, and Tower Life Building are to name a few. Along with these are structures engraved with the markings of ethnic heritage... from the Spanish Governor's Palace (see Figure 6a) and plain Irish residences (see Figure 6c) in 19th century residential areas, the Mercado or Mexican Market (see Figure 6d), and the old French Ursuline Academy (see Figure 6e) are reminders of another time. Materials worked into interesting adornments for the period buildings along Houston and Commerce and other streets enrich the Central Business District. Downtown's middle-age skyline is emerging with contemporary structures such as the Tower of the Americas (see Figure 6f), and Frost Bank Tower (see Figure 6g), with others planned.

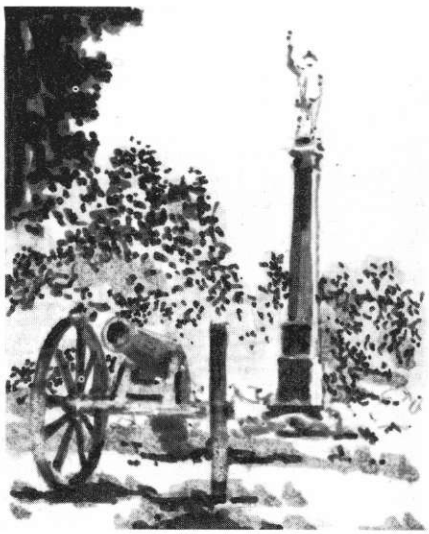
It is the display of these assets which is all too seldom considered in urban design. In this regard the street configuration downtown forms such assets to visibility. The view down streets such as St. Mary's to the Tower Life Building or down Houston to the Medical Arts Building (see Figure 7a) are two of the more

Figure 5. Visual Assets



e Alamo Plaza

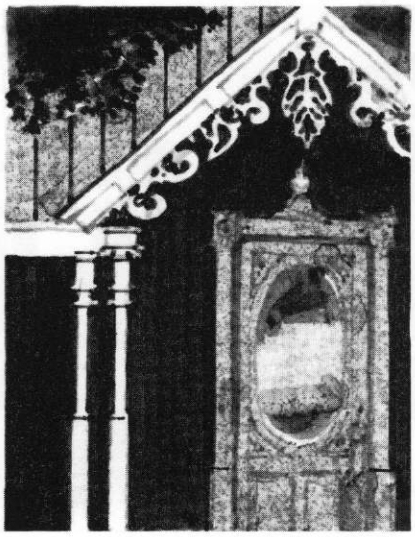
f Main Plaza
San Fernando Cathedral



g Travis Park

Figure 6. Visual Assets

a Spanish Governor's Palace



b Gingerbread Architecture King William Area

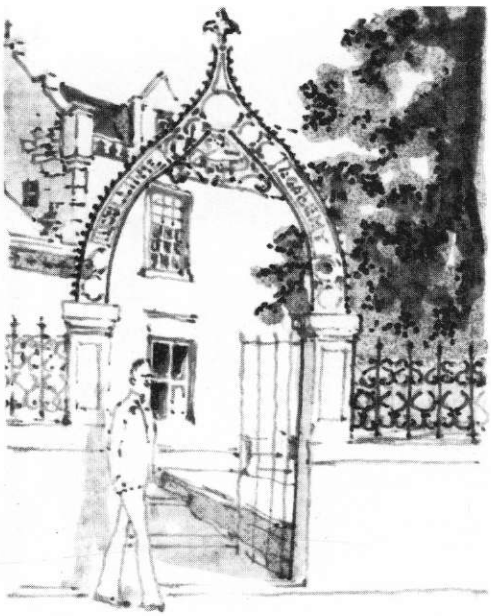
c "Irish" House

notable. There are the curving streets—Soledad and South Alamo—which display their architectural facades at a more visible angle, or the meandering street—i.e. 200 Block of Broadway—which controls visibility and forms space to a scale most comfortable to the person on foot. Other features of scale in the streets configuration are the short and narrow street scapes such as College, Jefferson, Presa; or the broad and long street scape of Commerce and Market with the river extension in between. There are a variety of scales to be considered as assets...Joske's to St. Joseph's Church (see figure 7c), the Hilton Hotel to the River Walk (see Figure 5a, p.**14**), and others. Together these assets, ***the value*** of contrast and diversity, summarize the setting of the urban center image as one of unique character, historical charm, and humanistic quality.

San Antonio has some not-so-unique image liabilities. What downtown lacks as a viable regional center is not the visual setting (to paraphrase Wolf Von Eckhardt on Hemisfair '68) but "the show". The image of quality and variety in shops, stores, restaurants, and entertainment facilities would not have impressed the sophisticated traveler in 1968 according to Von Eckhardt. The lack of these options is only one liability.

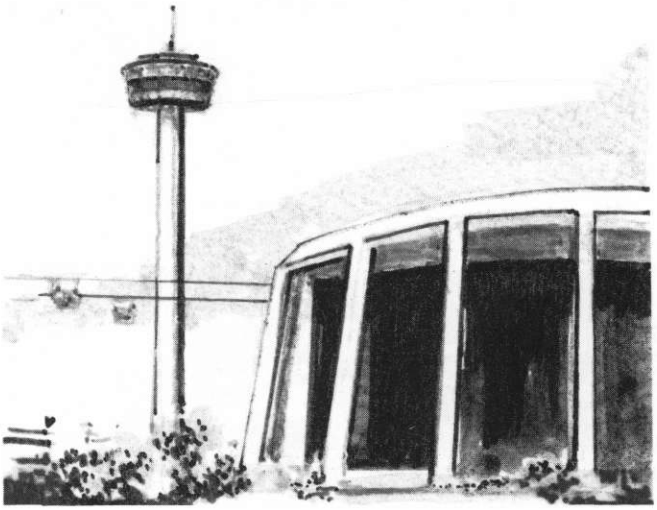
Figure 6. Visual Assets

d Proposed Mexican Market

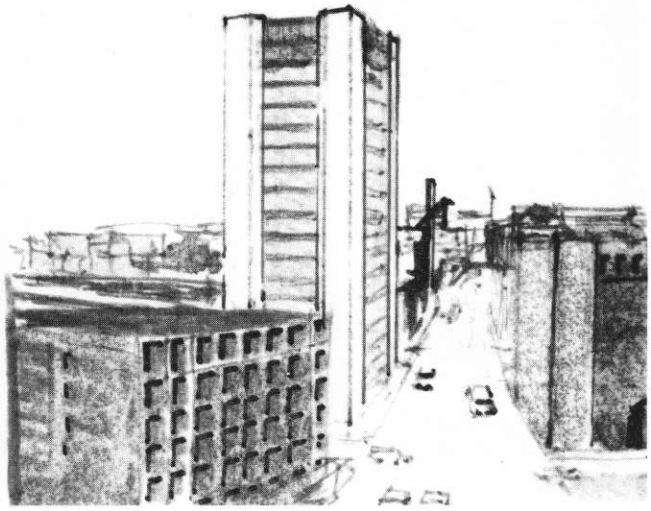


e Old Ursuline Academy

Figure 6. Visual Assets



f Tower of the Americas and Part of Federal Building Complex

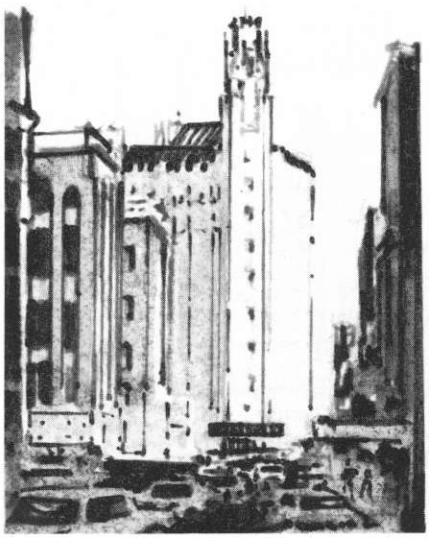


g Frost Bank Tower

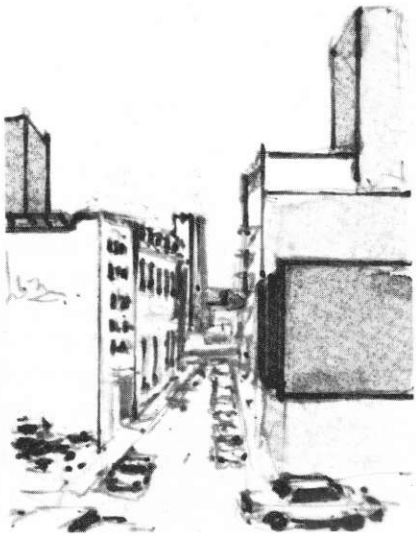
Probably the most inclusive downtown image liability consists of anachronistic physical characteristics in the contemporary market place (see Figure 8a). The obsolence of the downtown market place reflects inability or lack of commitment to adjust to the pace of new market trends. A lack of maintenance and new investment cause blight in the 19th century style shopping district. One fourth of downtown's total properties are obsolete or under-utilized. Fractured curbs and broken sidewalks are commonplace. Deficient or non-existant service facilities for goods delivery and trash collection further blight visual aspects of public acitivity areas.

The image of ***access*** to the downtown center is one of difficulty and inconvenience. Street orientation is confused by sudden name changes. For example, Buena Vista enters downtown as Dolorosa in the market area. Farther along the way, it changes again to Market Street. It is not difficult to become lost in the maze of tiny and meandering streets not easily distinguishable from the arteries. And there is the nemesis of every city in the conflict of pedestrian movements with other modes of transportation—all converging at street level.

Figure 7. Visual Assets

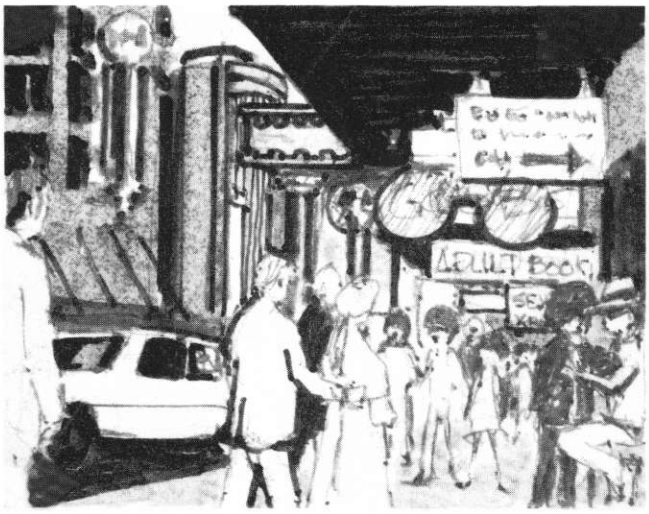


a Houston St. toward the Medical Arts Building

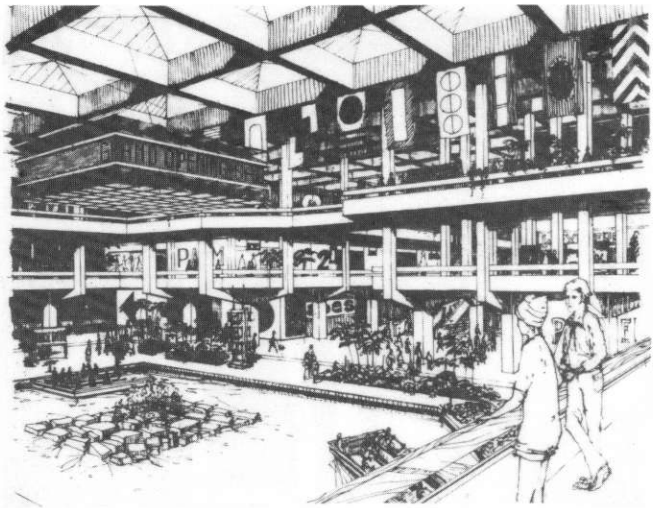


b College St., West

c St. Joseph's and Joske's



a Existing Houston Street Market Place

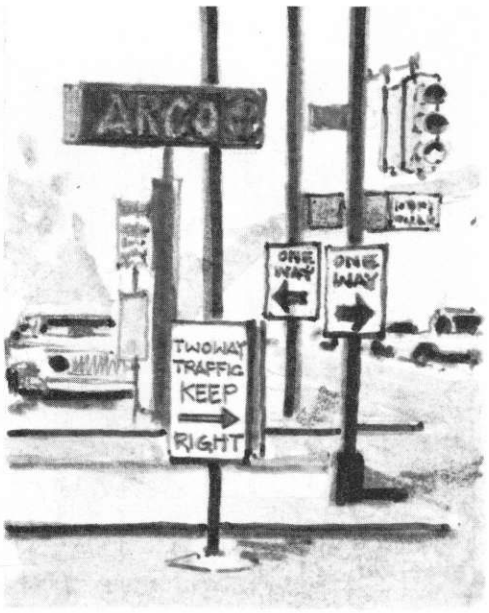


b Modern Concept of a Commercial Center with River Lagoon Entrance

Personal security is an important image problem in the downtown. The security problem needs a visible solution similar to the River Walk Rangers. However, to some extent this problem is one of attitude toward social integration. Yet, one of the downtown's key assets is its ability to be a vehicle for the mixing of many different life styles and cultures coming into contact with one another. Many people together, moving in different directions, crossing paths, and moving on is part of the excitement of downtown and is not undesirable until congestion becomes apparent. Downtown sidewalks become clogged at bus stops between 4:30 and 5:30 P.M. Many people appear to be only "hanging out", hoping for some improvement, looking for something or someone...perhaps an alternative to what is going on now. The image of downtown activity is more than just business and commerce; it must also be one of social interaction. The lack of adequate places to bring about the fruition of social interaction is an image liability in the downtown. Without a proper setting of living, working and playing—"the show" results in an image of insecurity and misdirection. Signs say, "Do this!" "Do that!" The images do not convey any particular order (see Figure 9b).

Figure 9.

a Bus Stop Congestion



b Street Signs at Houston, Travis, Bowie Intersection

Recent Development in San Antonio and Other Cities

SAN ANTONIO (city pop. 654,000; SMSA 864,000):* In San Antonio, there is a renewed interest in its downtown after fifty years of minimal growth with the development of Hemisfair '68, the first world's fair held in the southern United States. Hemisfair left a $100,000,000 legacy in the center of the city, a ninety-one acre urban plaza of old, historic and new, contemporary structures. Main public structures are the $15 million Civic Center (12,500 seat Arena; 2,800 seat Theatre for the Performing Arts; and 200,000 sq. ft. Exhibition Hall), the $6.5 million theme tower—the 750 foot Tower of the Americas and a $3 million new river extension into the fairgrounds.

The Plaza is gradually transitioning into a cultural-convention-government center. Included are five local and professional theatre groups, the San Antonio Symphony and Opera, the Institute of Texan Cultures, the first branch of a foreign University in the United States—the University of Mexico City, and a downtown branch of the Witte Museum. The Convention Center during the first six months of 1972 generated $26 million from 370 conventions with projected increases of 30% per year. Proposed for construction in the Civic Center project are a $12 million Federal Center (using the U.S. Pavilion Site) and a $10 million State office building.

Hemisfair '68 influenced a general "paint-up and fix-up" effort throughout downtown in addition to new construction. A $10 million, 500 room "modular" luxury hotel, new restaurants, night clubs, boutiques, and a 250 room luxury motor-inn, utilizing an existing historic building and parking garage, have been developed along the river. Several additional motor hotels were constructed.

The 1970's have witnessed significant new development trends. A $12.5 million bank-office-building-parking garage complex has been constructed at historic Travis Park. A $20 million bank-office tower (the largest ever constructed downtown) is under construction. Rosa Verde Urban Renewal, a $50 million plus project is generating mixed-use redevelopment of the Mexican Market into a unique, regional shopping center, a triple-tower medical-professional complex, a motor-hotel, and a significant residential-apartment complex. Additionally proposed or under construction are a skyscraper telephone equipment building (a $100 million investment), apartment towers, commercial complexes and a new downtown "academic mall" high school, one of two to be constructed in the central city.

With the exception of the banking industry, virtually all of the above projects have been funded or stimulated by public investments. The private projects center primarily in the convention and tourist arena. These were stimulated primarily by the Hemisfair. The challenge of the future is to stimulate a private revitalization of the retail and office functions in the Central Business District and to link these with convenient housing developments in the surrounding frame.

MAJOR NATIONAL CITIES

BALTIMORE (city pop. 906,000; SMSA 2,071,000): Baltimore is completing ***Charles Center***, a core area urban renewal project of 33 acres generating over $200,000,000 in new construction: 2,000,000 sq. ft. of office space; 430,000 sq. ft. of retail-services; four hundred apartments. Additional downtown redevelopment projects are underway, most notable being Inner Harbor Urban Renewal.

KANSAS CITY (city pop. 507,000; SMSA 1,257,000): In Kansas City, a Hallmark Cards, Inc. subsidiary is developing ***Crown Center***, a $200,000,000 urban community on the fringes of downtown; one project in a total investment of some $3.2 billion in construction planned for the next three years ($2.4 billion private/$88.8 million federal). A "not-for-profit corporation" has been formed and a ***free-trade zone*** proposal is shortly to be filed with the U.S. Department of Commerce for "storage and distribution" of goods.

MINNEAPOLIS (city pop. 434,000; SMSA 1,814,000): Minneapolis expended $3.8 million for 10-block, park-like Nicollet Mall in 1967, transforming the major shopping street into a pedestrian-transit facility. A ***skyway*** system (enclosed walkways that bridge streets at the second-story level) interconnects buildings of various commercial uses over a 12-block area. Proposed are 64 skyways linking 50-60 blocks by 1985, tying-in with convention, entertainment, cultural, education and public facilities, parking garages, and even housing. This has influenced new construction projects such as the 57-story IDS Center and "Crystal Court," designed as the hub of the skyway system.

BOSTON (city pop. 641,000; SMSA 2,754,000): Boston, a "dying city," has made a major revitalization commitment, in the "hub" of a vast urban metropolis. Most notable to development were extensive urban renewal clearance programs which threatened to destroy the invaluable historic fibre of the city. However, redevelopment criteria has generally resulted in a most sensitive integration of outstanding, modern

*All population data in this section is taken from the U.S. Census of Population, 1970.

architecture and planning by the most renowned professionals. Significant projects include: The Boston City Hall (acclaimed the most notable public structure of the 20th century) and Government Center, the mixed-use Prudential Center (utilizing air-rights over the New England Toll Road) acting as a catalyst to Back Bay development (including quality retail) and the John Hancock Tower.

ATLANTA (city pop. 497,000; SMSA 1,390,000): Atlanta has experienced phenonemal growth as the "center of the new south". During the 1960's a$1.5 billion downtown building boom developed a freeway network, several skyscraper bank-office buildings, the six-building Peachtree Center (including the Merchandize Mart and Regency Hyatt House Hotel), a 57,000 seat major league sports stadium, Auditorium-Convention Center, and many other major structures. Under development are a 40 acre downtown college campus, several major mixed-use complexes including a 70-story apartment building. Underground Atlanta has restored a colorful old segment of downtown as a recreation/entertainment center. In 1971, metropolitan Atlanta voted approval of bonding to finance development of a ***rail rapid-transit system.***

SAN FRANCISCO (city pop. 716,000; SMSA 3,110,000): San Francisco has a special flavor and a unique civic pride which is expressed in (often controversial) urban design concerns. This has halted freeway construction, generated community forums on building heights and locations, architectural quality, and innovative reuse of old structures. Noteworthy projects include: the Golden Gateway Center—a high density, mixed-use urban renewal project, headquarters building for the Bank of America and Trans-America Corporation (a 1,000 ft. pyramidal structure), restorations of old industrial buildings—Gheridelli Square and the Cannary and BART (Bay Area Rapid Transit), the first totally new mass transit system to be build in the U.S. in more than 50 years.

LOUISVILLE (city pop. 361,000; SMSA 827,000): In Louisville, a flurry of downtown redevelopment has focused attention on the city's ***waterfront***. A 40-story bank building, a 23-story hotel, a 5-story office building, and sixteen acres of public plaza are already under construction. The city has also approved a $37.5 million multi-use complex for an adjacent site. Called Shippingport Square, the new complex includes a 37-story apartment tower, an 11-story office tower and a 450-room hotel, all built above an 800 car underground garage. Two levels of shops and restaurants are planned, with the hotel, office building, and some of the shops overlooking a landscape plaza serving as a public amphitheatre. Along Main Street (the side opposite the Ohio River), new construction will rise only as high as the cornice of the existing Board of Trade Building (75'-4") which is the common height of most of the 19th century buildings along the street. The upper floors of the hotel and office structures will be set back to planted roof garden. The facade of the Board of Trade Building will be preserved as part of the project.

CINCINATTI (city pop. 453,000; SMSA 1,385,000): In Cincinnati, two urban renewal projects have had catalytic impact. West End redevelopment has generated the first new housing adjacent to downtown and has involved significant citizen participation. In the CBD, urban renewal has focused on Fountain Square, expending public monies on an exciting "people-mixer" plaza which has in turn influenced major new construction in the area. Other important public investments are the Convention Center and Riverside Stadium—a downtown major league sports facility. Proctor and Gamble, a major local corporation, has influenced and supported the redevelopment of a cohesive, workable downtown.

NEW ORLEANS (city pop. 593,000; SMSA 1,046,000): In New Orleans, a building boom is shooting skyscrapers upward. Initiated by the Rivergate Exposition Center with its 40-story tower, new additions include the 51-story One Shell Square and the new 1,000-room 42-story Marriott Hotel standing at the edge of the French Quarter. Two more hotels of equal size are on the drawing boards. Under construction in the middle of the city is the Louisiana Superdome seating 85,000 for football and 103,500 for conventions. River development plans include a passenger terminal building for cruising the southern ports. The French Market is being redecorated, with the wholesale produce market being moved to the suburbs. The market will maintain food shops which will be supplemented with new restaurants, food stalls, fountains, shops, parks, and plazas opening pedestrian views of the river.

TEXAS CITIES

HOUSTON (city pop. 1,233,000; SMSA 1,985,000): Houston has the Texas Eastern Transmission Corporation's downtown 74 acre $1.5 billion development (land cost—$55 million). It is comprised of four levels of parking over the entire 33-block area, 2 circular high-rise office towers, 12 medium-rise office structures up to 10 stories, buildings for major department stores and specialty shops, entertainment and cultural facilities, and apartment and large open landscaped plazas, providing more than 23 million square feet of new buildings. Phase I of a project covering nine blocks including three major office towers and 1,000-room hotel is under construction. One Shell Plaza, Regency Hyatt House Hotel, Jones Hall for the

Performing Arts lead the list of many exceptional recent downtown structures—all supported or developed through private funding.

DALLAS (city pop. 884,000; SMSA 1,556,000): Dallas has had completely private/local financing of major downtown projects influenced by the civic-oriented GOALS FOR DALLAS development program. Noteworthy new projects include: I. M. Pei's City Hall and Square; Convention Center development, Dallas Tower (800 foot tall multi-use building); and several major skyscraper office structures, including the phased Main Place complex; and new open spaces such as Thanksgiving Park.

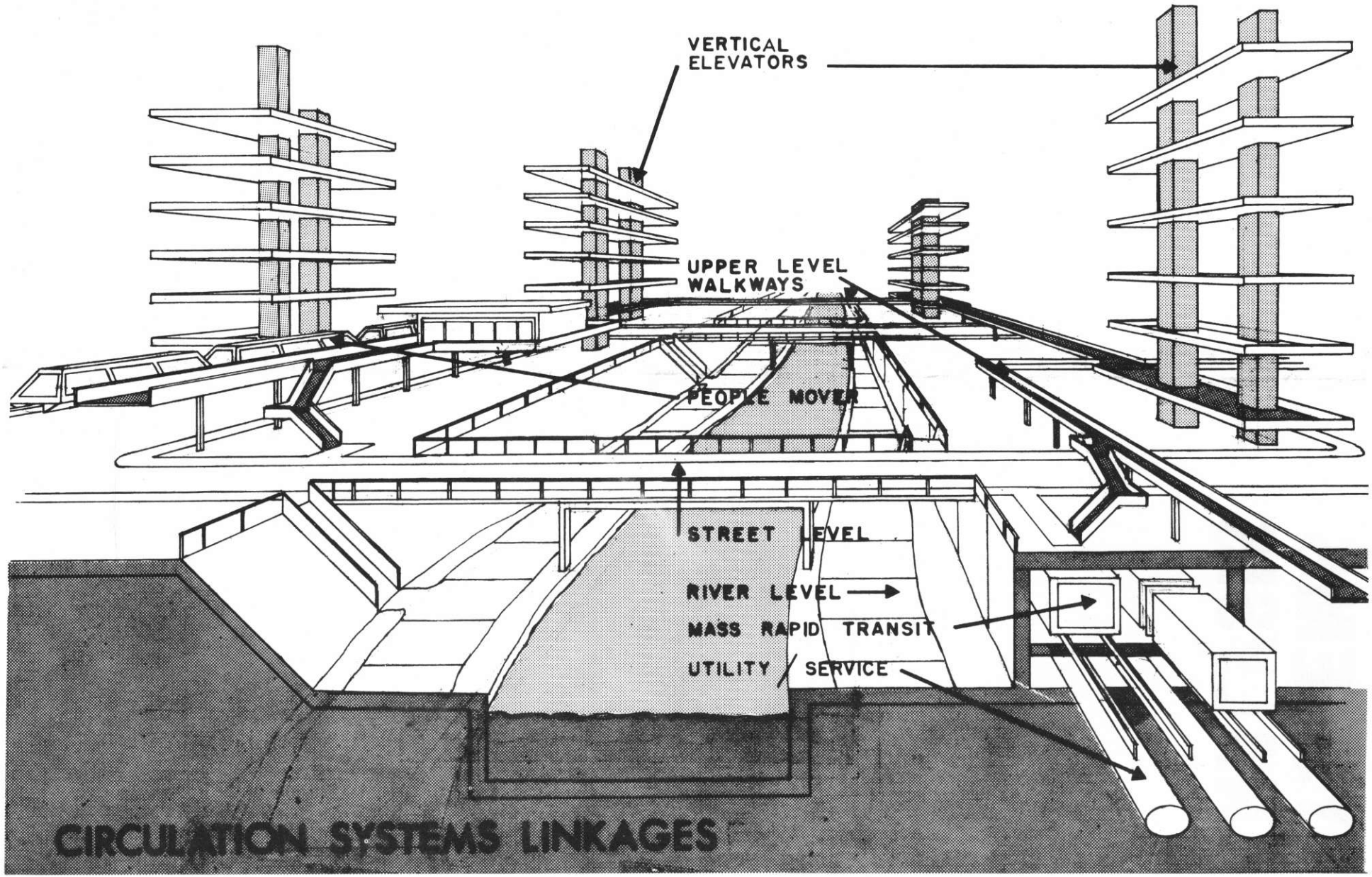
FORT WORTH (city pop. 393,000; SMSA 762,000): Fort Worth has been influenced by the innovative Victor Gruen Downtown Plan of the 1950's. A cohesive CBD has been maintained by several major projects: new bank/office and hotel structures and the Tarrant County Convention Center. An outstanding freeway loop has been constructed around downtown, providing excellent vehicular access to the city center.

AUSTIN (city pop. 252,000; SMSA 289,000): Austin has experienced tremendous Central City development from State government/agencies and the University of Texas. Major projects include: Bank/office structures, hotels, apartment towers, Federal Center—Post Office, and development of Town Lake (Colorado River), an extensive downtown park and recreational facility.

SYSTEMS ANALYSIS

SECTION III

Figure 10.


VERTICAL ELEVATORS
UPPER LEVEL WALKWAYS
PEOPLE MOVER
STREET LEVEL
RIVER LEVEL
MASS RAPID TRANSIT
UTILITY / SERVICE
CIRCULATION SYSTEMS LINKAGES

SECTION III

SYSTEMS ANALYSIS

Urban Design Systems Approach

A MIXED-USE CONCEPT

The city has a complex organic form. As a means to better comprehend and deal with these complexities, an Urban Design Systems Approach was established. Figure 2, page **5** , provides a graphic representation of this concept. Systems are defined into two distinct categories: Human Acitvity Systems (hereafter may be called Activity Systems) and Functional Systems (Circulation Systems and Support Systems). The three ***Human Activities***—live (domestic), work (economic), and play (leisure/recreation)—suggest the city's "reason for being."

Specifically, the Human Activities reflect the ***areas of land*** where people ***live***, where people ***work***, and where people ***play*** and their inter-relationships in a mixed-land-use context. The ***Circulation Systems*** deal with the urban infrastructure and movement. The ***Support Systems***, comprised of the ***Economic and Social Systems***, are: Environmental Control, Social Services, Culture, Education—Manpower Development, Economic Base, Public Safety, and Health. These incorporate the vast range of human/community needs which physically, socially, and economically support the urban process and in turn, determine its quality.

THE HUMAN ACTIVITY SYSTEMS

LIVE—WORK—PLAY

The live-work-play systems provide for the basic needs of society, yet usually are the most segregated in urban form—work from home, home from play, and play from work. Unifunctional city organization requires excessive circulation, which generates costly metropolitan congestion.

Our industrial-technological society has the capability of mixed-use integration, vertically as well as horizontally. Linking the human functions into a three-dimensional urban form is desirable for the future (see Figure 3, p. **12**).

CIRCULATION SYSTEMS

MOVEMENT SYSTEMS ANALYSIS

A complex, innovative approach will effectively meet the requirements of the contemporary urban circulation system. By developing an essential multi-modal and multi-functional approach to movement systems, the movement of people, goods, and services can be accomplished safely, economically, and with a generally improved quality of life (see Figure 10, p. **24**).

PEOPLE

Public conveyance represents the most efficient means facilitating the mass movement of people. The mobility factor for major urban centers necessitates a balanced transportation system, which includes the following transportation modes:

Rapid Transit—medium to high speed transit serving primary movement corridors at a regional inter-regional scale—This mode utilizes public right-of-way (ROW) and requires physical separation of facilities.

Mass (Bus) Transit—localized transit serving arterial streets in the district and region—Special bus lanes are also envisioned in this mode.

Short Haul Movement—small shuttle vehicles from terminals (air, rail, auto parking) located adjacent to central city district—Emphasis on this mode serves a critical access need for the central city.

Specialized Movers—escalators, conveyors, and conduits—These modes utilize public and/or private ROW and integrate vertical as well as horizontal movements.

Pedestrian—a mode needed to complete the system that provides maximum urban mobility—Immediate, convenient, individual access is provided all points within an area of human scale: an optimum distance for short-term trips of 600 feet; a maximum distance for long-term trips of 1500 feet.*

In intense activity centers, physical separation of people movements from mechanical movements is essential. Facilities utilizing public and/or private ROW in the form of elevated walkways, malls, tunnels, and existing or new parks and plazas are incorporated into the concept of movement systems.

Privately Owned Vehicles—automobiles, motorcycles and bicycles—the most flexible and convenient mode for the movement of individuals—Public ROW facilities used by private vehicles form a functional hierarchy: expressway, highway, thoroughfare, and street. Within the urban structure these will be developed with varying degrees of physical separation based on type and usage.

Automobiles and Facilities—Studies of mode utilizing demographic and other data that project trends are made. Analyses of requirements can then be utilized to develop specific recommendations and proposals.

Motorcycles/Bicycles and Facilities—Studies of this rapidly developing mode are made to determine projected needs and analyze means of incorporating specialized facilities into system development.

Terminal Facilities—Studies of vehicular parking facilities for the district are made by type and location based on analyses of projected needs and development opportunities.**

GOODS

Facilities for the movement of goods and waste by public and private conveyances are:

Rapid Transit—non-peak, nighttime dual-usage capability accomplished through facility design,

Specialized Movers—separate and dual usage of horizontal and vertical modes, and

Truck—dual usage of public ROW and facilities by public and private conveyances. In highly developed, intense activity centers, studies of potential physical separation are made. Proposals and recommendations integrating public and private goods and waste distribution, utilizing service roads and tunnels, can then be made.

SERVICES

Public services, essential to the health, information, and welfare of urban society that are moved through public and private conveyances are:

Utilities—analyses of water, gas, electricity, sanitary sewer, storm drainage, and other systems to determine status of existing inventories, to project needs, and to recommend proposals for future more effective correlation with other systems, and

Communications—analyses of telephone, telegraph, radio-television, and computer technology systems to determine status of existing facilities, to project needs and to recommend potential development.

Separation requirements based on characteristics of various public service systems are defined. Recommendations can then be proposed for integrating compatible services into underground utility chases in conjunction with goods distribution and service tunnels in the intense activity areas.

THE SUPPORT SYSTEMS

Data systems must reflect the vast range of demographic and other social data supportive of physical planning. Data systems store information on the resources, needs, gaps, and projections of society. Information retrieved from data systems provides a base from which comprehensive plans are formulated. Comprehensive plans thus become the general guidelines for detailed planning, policy making, and implementing of specific development opportunities.

ECONOMIC AND SOCIAL SYSTEMS ANALYSIS

Environment Control—analyses and recommendations concerning control and protection of the natural and man-made environments.

Social Services—analysis of human needs and human resources within the community and the implication of urbanization on society.

*Constance Perin, WITH MAN IN MIND: AN INTERDISCIPLINARY PROSPECTUS FOR ENVIRONMENTAL DESIGN.

**1969 San Antonio-Bexar County Urban Transportation Survey (SABCUTS) and on-going studies.

Culture—analyses of the influence and importance of heritage and the arts on community.

Education-Manpower Development—analyses of needs based on deficiencies of individual and community to accomplish greater participation and development opportunities.

Economic Base—analyses of public and private community wealth and resources to interpret community growth and development capabilities.

Public Safety—analyses and recommendations pertaining to individual and community standards for adequate police, fire and emergency programs.

Health—analyses of medical/health care programs and facilities with coordinated recommendations for more effective interrelation of services and facilities.

SYSTEMS INTERFACE/COMPREHENSIVE LINKAGE OF SYSTEMS

The Urban Design Systems Approach develops a mechanism through which informational sources are categorized into systems that are understandable and usable. The interface of systems takes place "analytically" during the planning process and again "physically" through implementation or actual development of systems.

A long-range objective of the systems approach can be the establishment of a computer model storing the vast sources of information (demographic, program status, and physical structure), systematically organized for access and convenient usage. This will include inter-agency exchange of information for proposed projects.

PRIORITY PROJECT PROPOSALS

The comprehensive linkage of the functional systems is one of the most challenging steps in the Urban Design Systems Approach. After the support systems have been used to modify the structure of the Human Activity Systems, comprehensive linkages will require focusing on development units and economic generators as the final filter before projects are proposed. Development units are communities or geographic areas that have potential and unity when development is considered, such as the Old Ursuline District, Houston Street Retail Area, and the King William Historical District. Economic generators are smaller areas and activities that provide the economic leverage around which development is possible. Examples of generators are the Convention Center, the new Federal Building, and the proposed international trade center.

Priorities between project proposals should be based on the importance of the goals that are accomplished by the project, the amount of economic return generated for the public and private sectors, and the amount of stimulus it provides for the projects that are to follow.

Evaluation of the Systems Approach

CENTRAL BUSINESS DISTRICT

Because of the intense level of development of the Central Business District (CBD), the Urban Design Systems Concept has its most complete application in this area. Section IV includes a detailed description of the use of circulation systems during the Regional Center '85 planning. The next steps for analysis in the Central Business District will be to complete the live, work, and play activity systems by relating them to the support systems which are scheduled for the immediate future and are described in Section V. The downtown frame is the next topic for application of the Design Systems Approach. It is the area surrounding the core city (CBD). Both areas (CBD and frame) are shown on a map (Fig. 1, p. **2**).

DOWNTOWN FRAME

The Urban Design Systems Approach is applicable to the planning process and product for the downtown frame, an area much larger and less intensely developed than the CBD. The Systems Approach provides a comprehensive method for analysis of the existing conditions as well as development opportunities. The potential for major changes through federal programs such as Neighborhood Development Plan (NDP) and New Town-In Town requires a systems approach. This approach is being used in the River Corridor Study.

The systems principle is applied to the low-density, fragmented characteristics of the existing frame. Through the cyclic nature of the city, systems can evolve into an interrelated, better-balanced, higher density community.

LIVE—WORK—PLAY

Live Domestic activities are "deficient" in the frame area, yet most essential to revitalization of the Central City District. Residential development of a wider variety and a greater density can be evaluated and projected through mixed-use development opportunities, restoration of older or historic neighborhoods, and spot renewal development.

Work Economic activities can be evaluated and projected through planned growth and expansion of existing business—industry as well as recommended development of new business types. Creation of employment opportunities for a wider range of skills to obtain a socially and economically balanced community is a significant need. Mixed-use concepts can be utilized in new development opportunities to provide transition for the existing uses that remain viable.

Play Leisure/recreational activities can be evaluated and projected to meet the human requirements for a more intense mixed-use development. Utilizing existing space with projections for related new developments, planned open space networks can provide a focal point for cohesive community organization, particularly emphasizing the separation potential of people movements from mechanical movements. Greater percentages of open-space and recreational areas can be incorporated into higher density, intense activity developments.

CIRCULATION SYSTEMS

Whether existing or proposed, circulation defines developable land areas and generally dictates best use. In the frame, infrastructure of various movement systems evolves through redefinition of needs and introduction of new modes. Through evaluation and projection, a new metro or regional scale "multimodal" system can be recommended, in turn influencing higher density, mixed-use development.

Movement of People. Coordination of potential rapid-transit corridors with localized mass-transit lines serving frame area activity generators becomes feasible. Controlled access vehicular movements separated from pedestrian needs can be analyzed—deemphasizing the automobile and returning prime land usage to people and open space.

Movement of Goods and Services. Development opportunities offer the feasibility for segregation of goods and services movement. Coordinated design and dual usage of facilities in applicable areas can be analyzed and projected.

EXISTING DISTRICTS

The Urban Design Systems Approach is least applicable to the planning process for existing districts. These are the large, low-density, "unifunctional" areas (primarily residential) comprising the greatest percentage of undeveloped land and aging facilities in the city.

However, the Systems Concept is applicable in terms of regional infrastructure and specific areas of opportunity relating to the centers concept of development for metropolitan San Antonio.

LIVE—WORK—PLAY

Live Domestic activities in the older inner-city neighborhoods are influenced by the cyclic nature of cities—changing physical, social, and economic conditions. These conditions offer varying degrees of immediate and long range application of systems planning as a means of revitalizing and stabilizing residential areas.

Work Economic activities in the older, inner-city neighborhoods deteriorate proportionately with growth trends in developing areas—tending to isolate those socio-economic groups most needing to participate in the "mainstream" of society. Immediate and long range application of systems planning can be utilized to integrate and revitalize economic activities in the districts.

Play Leisure recreational activities are generally deficient or outmoded in existing districts. Application of systems planning can be incorporated to upgrade facilities and develop cohesive community movement networks tying together various neighborhood activities.

CIRCULATION SYSTEMS

The existing districts formulate the vast area between the existing downtown center and the city's developing periphery. Changing needs of circulation systems or infrastructure of the region have a continuing implication on the stability of existing districts. Application of systems approach planning is extremely valuable in analyzing "cost-benefit" impact of infrastructure changes on any particular area or district.

SYSTEMS INTERFACE/COMPREHENSIVE LINKAGES OF SYSTEMS

The Urban Design Systems Approach is most applicable to the emerging or potential intense-activity, higher density, mixed-use centers in the city. Systems planning can be utilized into interface domestic, economic, and leisure/recreational activities into the new three-dimensional urban form essential to a balanced, viable urban structure.

Centers are the "focal points of daily activity" for the surrounding low-density districts or neighborhoods (sub-region intersections, terminals or control points for the regional infrastructure). From such focal points, a hierarchy for movement, activity, and facility usage is developed.

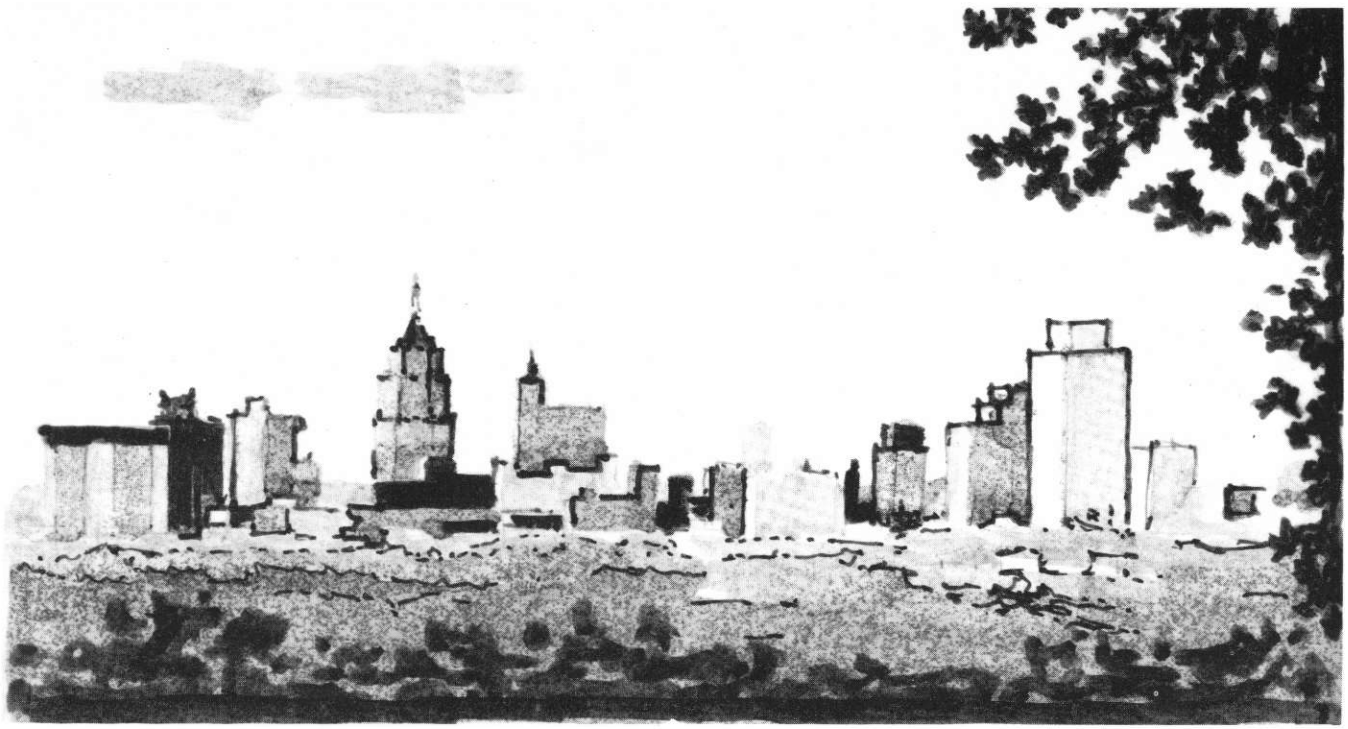
DEVELOPING DISTRICTS

Application of the Urban Design Systems Approach to developing districts is totally valid and extremely important, for systems planning offers opportunity to ***implement*** a new urban philosophy guiding future growth and development of the metropolitan area. Two primary considerations are involved: the ***economics*** of urban sprawl and the ***ecology*** of urban environemtn.

Existing trends reflect the availability of large quantities of cheap, usable land, influencing low-density, urban development characteristics, and statistically favoring "short term" investment benefits for private enterprise. ***The real danger in these trends is the "long term" costs to the public sector in the form of tax revenues needed to build, operate, and maintain the vast systems required to support this sprawl.*** There is a "death point" at which future municipal operating costs exceed the economic resources of the community, killing the viability of the city for business and citizenry.

Continued disruption of area environmental amenities and resources at the expense of urbanization is both ecologically and economically unsound. It destroys the assets most significant to future ***balanced*** development opportunities in the metropolitan area and its desirability as a place to be.

The systems approach is a means to promote the direction of new development into a more functional, more economically viable, less land-consuming three-dimensional urban form. Through systems interfacing at ranging scales of sub-regional and regional organization, the infrastructure will revitalize urban mobility by ***reducing the need for movement.***



DEVELOPMENT CONCEPT

SECTION

IV

Figure 11. Methodology of Planning Process Investigation

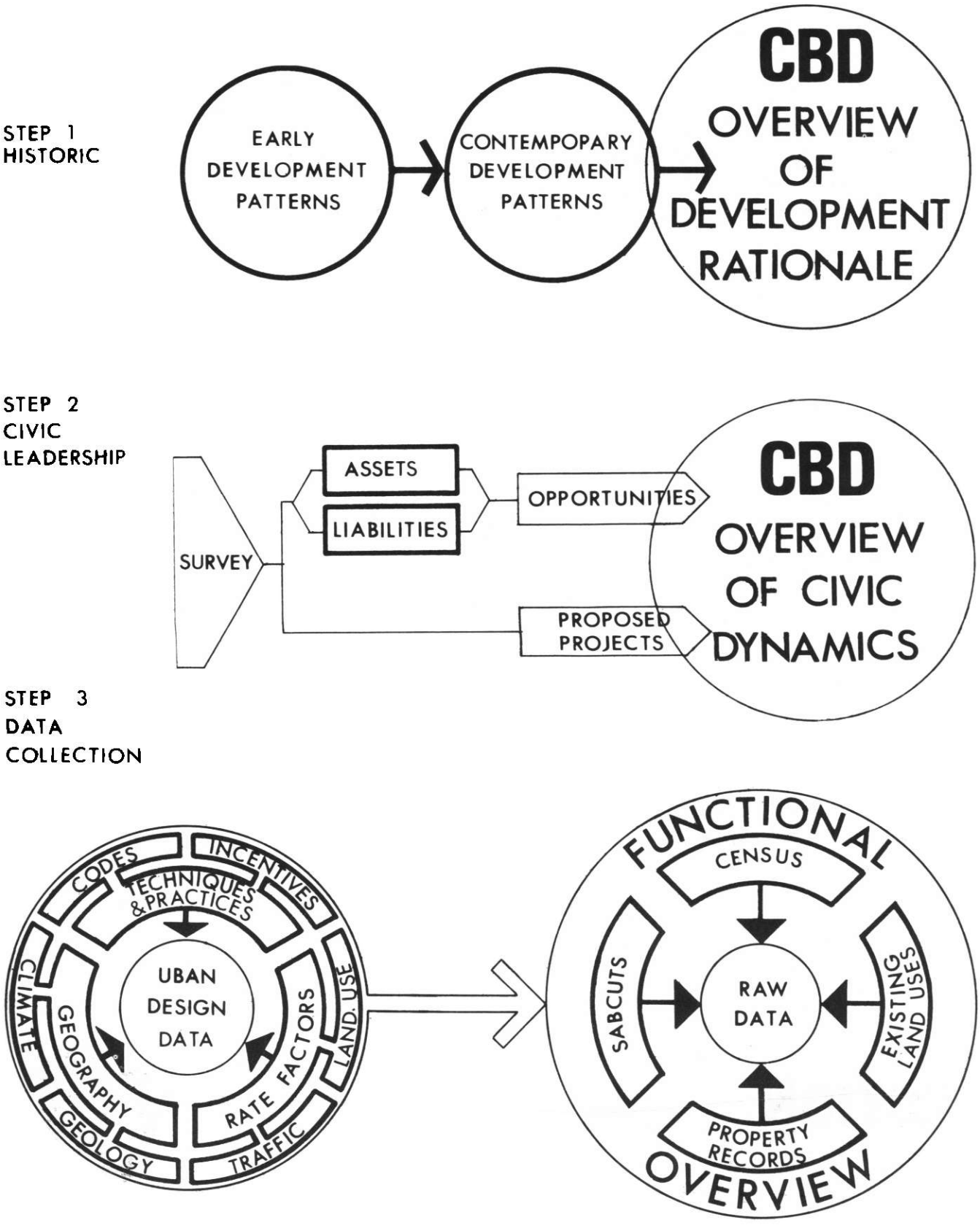
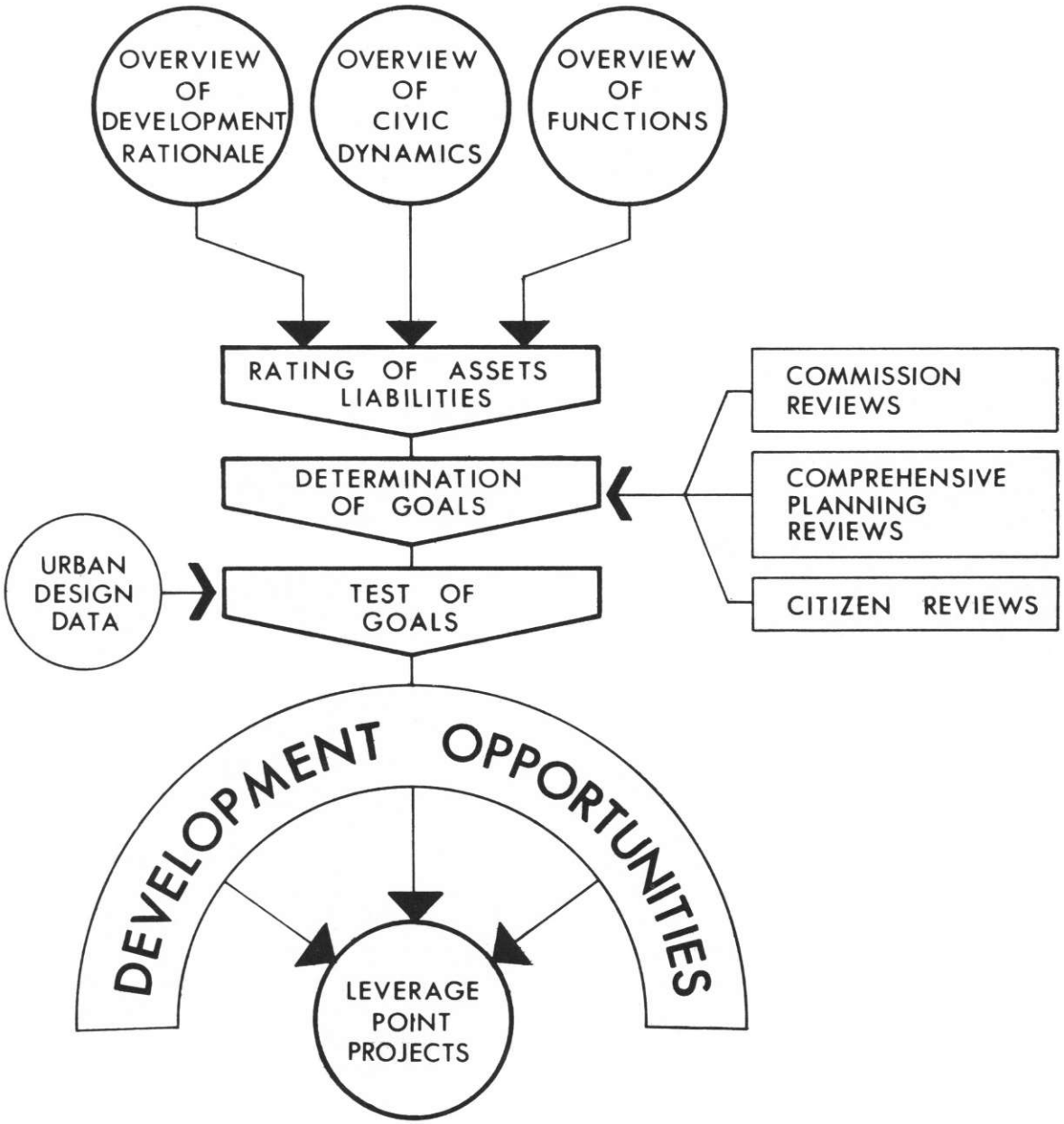


Figure 12. Methodology of Planning Process Investigation

STEP 4
ANALYSIS



SECTION IV

DEVELOPMENT CONCEPT

Planning Methodogy

A comprehensive plan for the Central Business District (CBD) was ordered by the City Manager in the spring of 1969. The Planning Department was asked to define the scope of the project, develop the planning process, design the plan, and formulate the implementation program. The ultimate use for the plan was to be as a policy guide for the City Council and the city administration. A planning team was formed for this purpose in the Comprehensive Planning Division of the City Planning Department.

The ***scope*** of the project was determined to be primarily the Central Business District as defined by the proposed Inner Loop Boulevard; and secondarily, the adjacent downtown frame (see Figure 1, p. **2**). The ***planning process*** began with a philosophical look into the history of San Antonio's CBD, particularly the development patterns which are influencing the physical, social, and economic conditions today. Growth trends apparent in the metropolitan area were compared and analyzed. Although the decade 1960-1970 resulted in phenomenal northward growth, enormous public and private investments that have and will be made in downtown San Antonio validate fostering vitality and pride in the central city.

It became apparent as the mixed-use concept developed, that the traditional term, Central Business District, was no longer appropriate, therefore, the term, Central City District, was substituted. The new term is used throughout this section.

The methodology used (see Figures 11 & 12, pp.**32-33**)resulted in a conceptual plan for downtown development—REGIONAL CENTER '85. This concept has been widely disseminated to government entities and general public through slide presentations and printed booklets. This has resulted in a general public awareness of downtown's problems and potentials, as well as having influenced an "action-oriented" attitude. The process has been lengthy and involved. All past planning for the area was thoroughly reviewed and analyzed. The widely accepted DEL ALAMO, General Neighborhood Renewal Plan (GNRP) of 1965 was selected as a basic foundation upon which to build innovative planning. A data base was initiated through collection of statistics on conditions and metro-area trends, past and present. Comparative analyses with other Texas and national cities were added. Ongoing planning in these cities was reviewed in the context of "what, why, and how" for solutions to specific problem areas and degree of effectiveness in implementation. An overview of early patterns of development and contemporary trends set the stage for appropriate planning rationale and goals.

Citizen participation in the planning process was introduced through formal interviews with downtown's private interests (business, professional, and civic leaders) and general public. There were interviews with approximately 20 groups reaching 200 individuals. This generated additional data based on open discussion and answers to specific questions. An "interview data display map" of downtown was plotted and updated throughout the process illustrating specifics of each interview. The interview survey and map provided insight into the CBD's assets, liabilities, opportunities, and current development proposals.

Figure 13.

CENTRAL CITY DISTRICT
ARCHITECTURALLY & HISTORICALLY SIGNIFICANT STRUCTURES

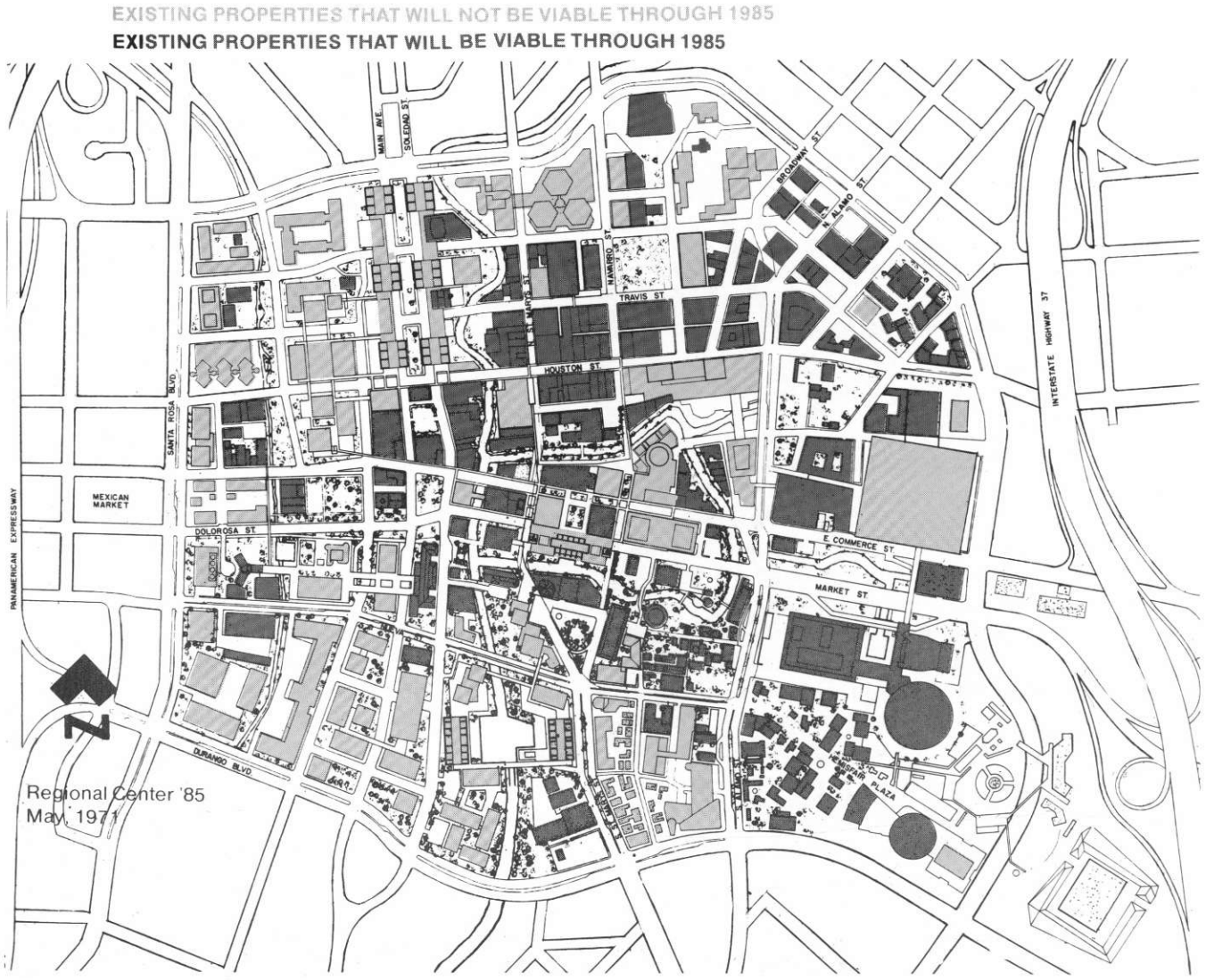
A collection of ***raw data*** sources was made, including Census reports, San Antonio Bexar County Urban Transportation Survey, property records and various land-use elements. These elements include surveys of office space (4,500,000 sq. ft.), medical-professional-health care facilities (approximately 80% located centrally), educational facilities, residential units (almost non-existent), transient accommodations and occupancy rates, retail space (2,000,000 sq. ft.), parking space and location, governmental office space (over 1,000,000 sq. ft.), historically and architecturally significant structures (see Figure 13, p. **35**), hard-soft analysis (see Figure **14**, p. **36**), and other subject areas.

A collection of ***applied data*** was also assembled. This included "rate factors" for determining vehicular capacities and personal space needs, climatological data (macro-micro environment), visual analysis, and urban design techniques.

Digestion of information from all sources proceeded with the ***categorizing and ranking of goals*** as indicated by community inputs (see Figure 12, p. **33**). A cursory test of the "liabilities and assets" to "specific facts" derived from data sources verified direction and priority of the goals. The ***gap between the goals and the existing conditions*** could then be understood, moving the process into the next phase.

Alternative planning solutions were developed and tested, generating additional data requirements and sources. Through expertise developed within the process, a single method for dealing with the complex issues was chosen—an ***Urban Design Systems Approach.*** A single recommended development concept evolved. By conceiving a development plan on a "systems" basis, the interrelationship of the whole urban structure (LIVE, WORK, PLAY, CIRCULATE) was more effectively and more comprehensively handled. Specific "catalytic" urban developments could be pinpointed along with urban design innovations, yet remained flexible to "real world" opportunities negotiated through community objectives and policies.

Figure 14. Hard-Soft Property Analysis



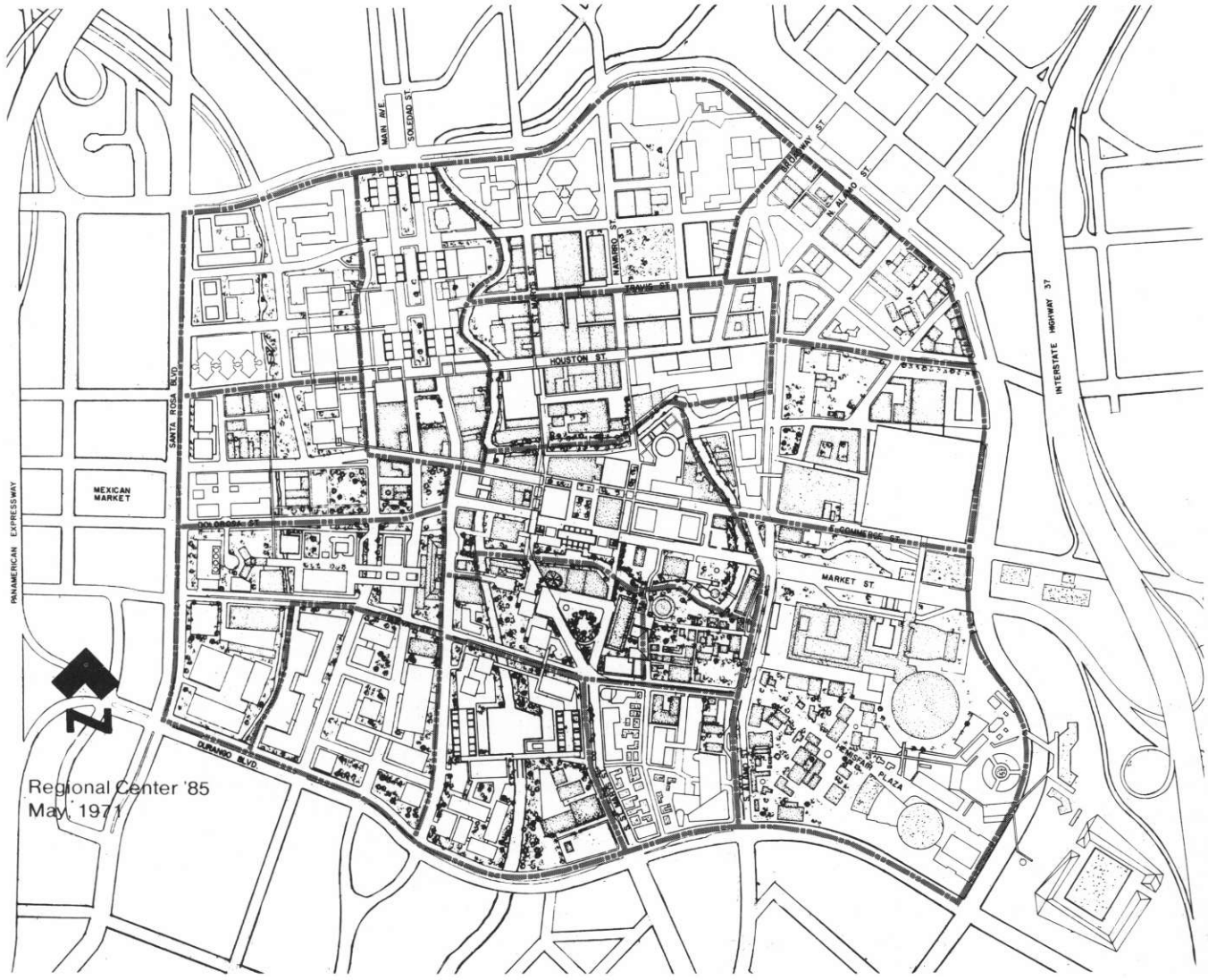
The task of taking the recommended Regional Center '85 development concept through the hierarchy of public/private review was begun. A preliminary critique session within the Planning Department determined the format. Presentations were then made to the Planning Commission, Urban Renewal Agency (SADA), City Council, other city departments, and agencies. Sessions with civic and business organizations including the Greater San Antonio Chamber of Commerce and Downtown, Inc. followed. Enthusiastic reactions, including criticisms and suggestions, were recorded. These are to be analyzed in second year activities for review and refinement of the concept in the detailed "development unit" planning phase.

The development concept recognizes the need for detailed planning which relates to "real" opportunities originating from public and private sectors. The Central City District is tentatively divided into "development units" for this purpose. These units provide a means by which business and civic leadership can focus on specific development opportunities toward a cohesively balanced community, as well as achieve maximum visual and functional quality through the urban design approach. The development concept thus provides direction, guidelines, and controls for planning specifics in individual development units at different stages and points in time (see Figure 15. p. **37**).

Definition of development unit areas was based on development potential, common physical or functional characteristics, natural or man-made boundaries, and private organizations and communities within an area. In some cases, the scope of development opportunity may transcend unit boundary lines. In the "10-Block Mall" proposal, three development units merge in the sphere of priority public investment that are required to stabilize the retail center. They also collectively reinforce the tourist-convention function and generate physical impact on the underdeveloped core area.

Organized forces for the implementation of project development are recognizable. By approaching objectives through a public-private partnership to achieve the best interests of both, the ways and means of accomplishing the development proposals can be formulated.

Figure 15. Development Units



Central City Development Council

The focus of a development for the central city of San Antonio is a collection of organizations and agencies that have responsibilities and interests in downtown called the Central City Development Council. The Development Council member agencies and official positions of representatives are specified by ordinance of the City Council of the City of San Antonio:

PUBLIC AGENCIES

Alamo Area Council of Governments; chairman of the Executive Committee
Bexar County; County Judge
City of San Antonio; Mayor, two members of City Council, City Manager, one member of the Market Advisory Board, one member of the Planning Commission, one citizen-at-large.
Economic Opportunity Development Corporation
San Antonio Development Agency (Urban Renewal)
San Antonio Housing Authority
San Antonio River Authority

PRIVATE AGENCIES

Downtown Inc.
Paseo del Rio Association
The Greater San Antonio Chamber of Commerce; President

The following operating objective was adopted by the Development Council, in August, 1972:

> The operating objective of the Central Development Council is to reverse the trend of deterioration in the Central City by stimulating private development through the strategic use of public resources. The desired result is an improvement in the quality of urban living for the citizens of Greater San Antonio that allows the Central City to assume its proper role as the coordinating focal point of the various development areas of the Greater San Antonio area. The Central City should play its proper role in developing the area into a ***regional center for South Texas*** and also as an ***international trade center for the Americas***, focusing primarily on Latin America.

Regional Center '85 Plan-May 1971

OVERVIEW

The Urban Design Systems Approach forms the basis for downtown San Antonio planning (see Figure 2, p. 5). The result of the CIRCULATION element evaluation is titled REGIONAL CENTER '85. The first step recognizes CIRCULATION as the system most significant to organizing urban form, because movement systems define land areas and the logical development of those areas in a catalytic "action-oriented" context. The importance of simultaneous movement systems to the structure of urban form is multifaceted. The systems concept integrates the central district with the city and metropolitan urban fibre as well as updates its obsolete internal facilities. It generates a coordinated "building-unit" with plug-in capability which encourages participation from private enterprise. This results in a unified product obtainable without planning every square foot.

Utilizing the circulation infrastructure to develop the multi-level separation of "people movements" from "mechanical movements" essential to contemporary city centers, the underdeveloped core area is projected as a functionally balanced, controlled-access, and people-oriented environment. Four vertically separated, yet totally integrated, movement systems are proposed. They are SERVICE AND UTILITY, VEHICULAR, PEDESTRIAN, and TRANSIT.

In line with the operating objective of the Central City Development Council, the goals are presented. Specific recommendations for next steps are made within the framework of the Urban Design Systems Approach elements. The following goals are described in detail below:

Goals	*Urban Design Systems Approach Elements*
1. Accessibility	Circulation
2. Residential Neighborhoods	Live
3. Jobs Downtown	Work
4. Historical Preservation	Play
5. Services for Region	Support Systems
6. Intensify Use	Systems Interface
7. Functional Arrangement	Systems Interface
8. Quality Design	Systems Interface

GOALS AND RECOMMENDATIONS

These goals and recommendations are put forward as concepts in sufficient detail for full understanding, with the belief that the details of the concepts should be modified to facilitate current developments. The recommendations reflect first year planning activity emphasis on physical design. The recommendations emerging from the second year planning process will reflect a greater emphasis on the economic and social analysis.

GOAL 1—ACCESSIBILITY

IMPROVE ACCESSIBILITY TO DOWNTOWN FUNCTIONS BY COMPLETING AND IMPROVING THE EXPRESSWAYS TO DOWNTOWN, SIMPLIFYING CIRCULATION ON MAJOR THOROUGHFARES, BY PROVIDING ADEQUATE PARKING AT STRATEGIC LOCATIONS, AND BY IMPLEMENTING OTHER MODES OF TRANSPORTATION—RAPID TRANSIT, REGIONAL AND INTER-CITY HIGH SPEED GROUND TRANSPORTATION, AND NEW INVENTIVE INTERNAL PEOPLE-MOVER SYSTEMS.

To improve access in the central city, planners must look at volumes of traffic and at the inefficiencies of the narrow irregular streets, and inadequate pick-up and delivery stations. Planners have found that 30%-40% of the total traffic volume on the downtown streets in a twenty-four hour period is through traffic. Additional data can help planners to locate opportunities to improve access. Such data should determine the desirability and feasibility of creating substreet utility corridors for service vehicles and utility lines, locate parking garages, mass transit stations, and to establish priorities in the capital improvement program.

Approach Element—Circulation

Problem: Service and Utility

These facilities represent several of downtown's greatest deficiencies. There exists only a limited, outmoded alley network for movement of goods and collection of waste. Goods are unloaded and refuse picked up from the sidewalks of main streets, the primary pedestrian ways. Utilities are scattered in relatively unknown locations below grade in undesirable soil conditions. This requires costly, continuous ground penetration for maintenance and replacement. Most of these operations take place during prime activity hours, creating additional inconvenience and inefficiency, further handicapping the central district.

Recommendations: Service and Utility (see Figure 16, p. **40**)

1. ***Provide a basement level network of service centers and vehicular utility chases*** to improve deficient service-utility facilities. Based on climatological and environmental factors, it is most desirable to lower this operation from the people activity and visual environment level, utilizing the extensive network of existing basements and public rights-of-way. A flexible, expanding underground system evolves through natural growth and development needs. It covers at least twenty-four prime downtown blocks of the core and adjacent, intensely developed areas as a co-operative public and private venture.

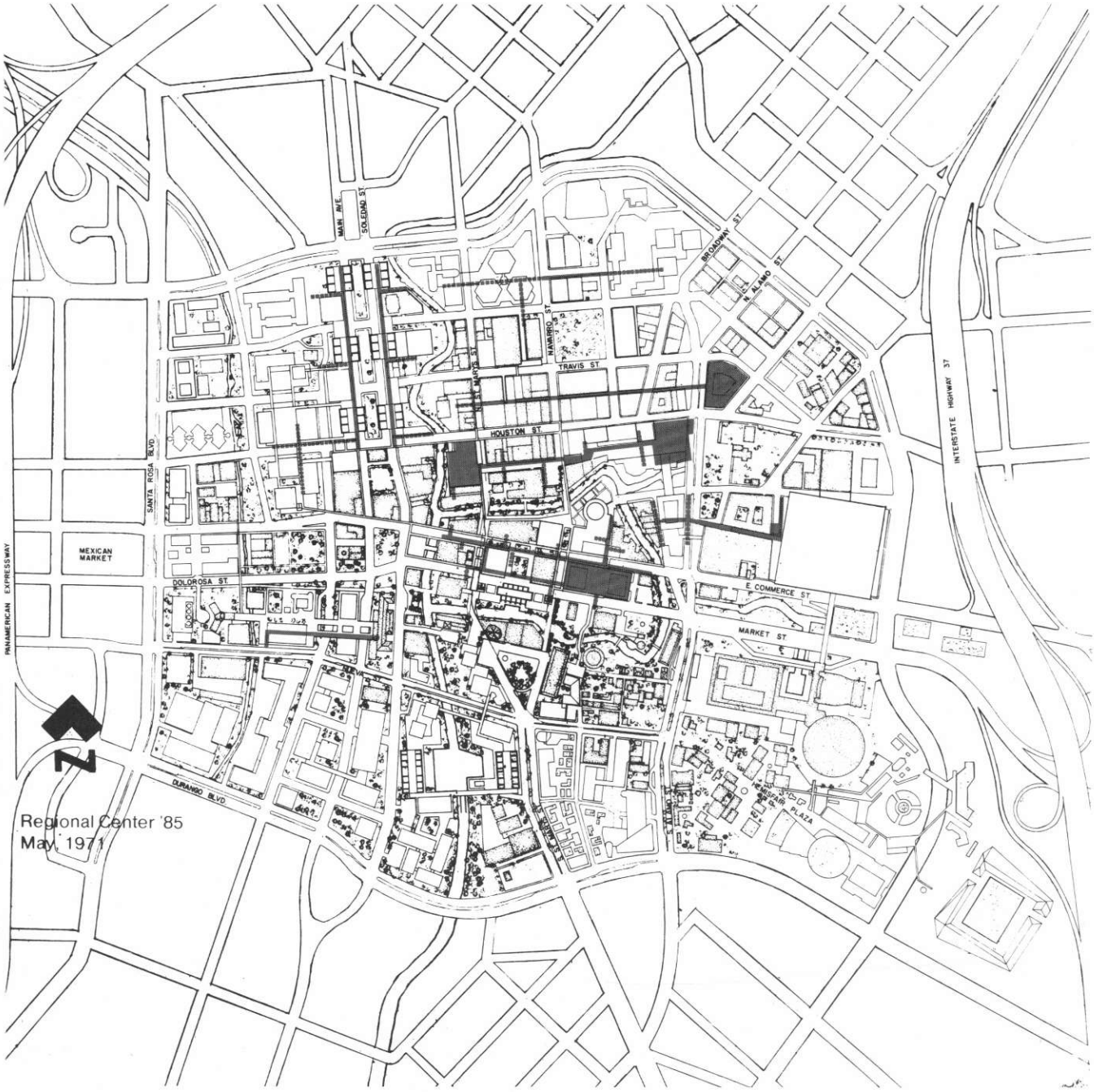
   Locational and design criteria for service centers incorporate long-range, rapid-transit planning objectives.

2. ***Develop dual-usage facilities***, movement of goods into, and the movement of waste out of, the city center. This can be accomplished during non-peak or nighttime periods (see Figure 16, p. **40**).

Problem: Vehicular (Streets and Parking)

Downtown street capacities can only be increased to the limit of the existing arterial roads and expressway network, in turn, restricting the amount of parking spaces that can logically be provided. To meet projected volumes (over one million metro-vehicle registrations by 1985) would require major disruptive construction, further cutting apart and deteriorating the urban structure. Parking demands would demolish nearly every building in the central district. Currently over 235,000 vehicular movements are made in and out of the district each weekday—30% to 40% of this volume being through traffic traversing the center. This creates unnecessary congestion, undesirable conflict with pedestrian activities, and unhealthy air-pollution levels.

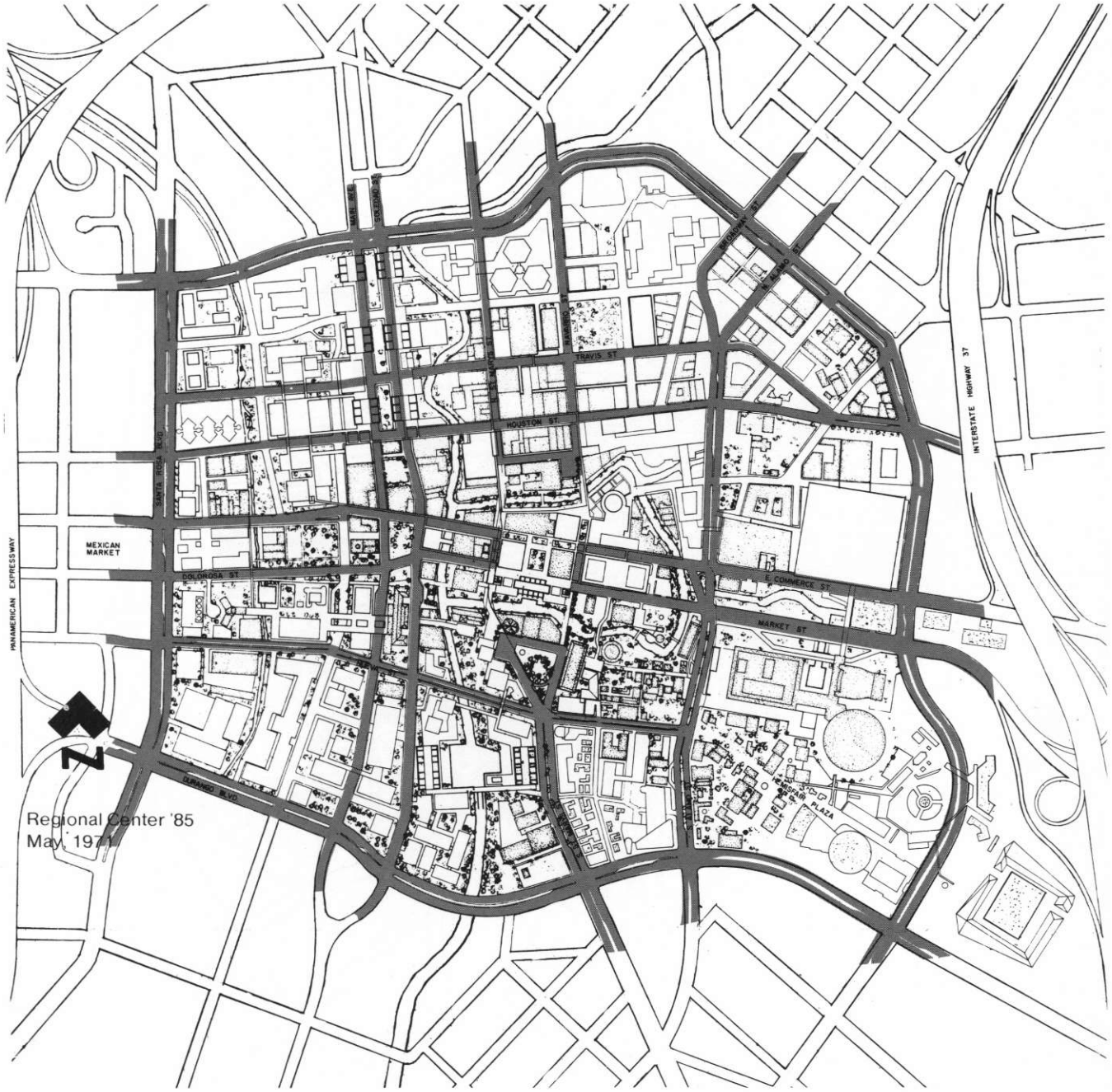
Figure 16. Service and Utility System



Recommendations: Streets (see Figure 17, p. **41**)

1. ***Provide a "controlled access" street system.*** This facilitates separation of pedestrian and vehicle movements essential to the environmental well-being of the city center today. Moving vehicles at ground level, a simplified hierarchy of streets can be developed at a minimal public investment.
2. ***Provide a system of transitional arterials*** with access from downtown streets to the regional expressway network. This will be designed to encourage peripheral movement outside of rather than through the district. The system also functions as a defining edge along which "primary access" land-use opportunities develop.
3. ***Provide within the district, internal access systems*** of four crisscrossing arterials and four penetrating loops. This produces north-south, east-west connectors to the transitional arterials and central city thoroughfares. These systems are generally molded from existing streets. They utilize existing directional movements, define and provide circulation around the core, as well as penetrating access to within 600 feet of any destination within the core. (1) Phase out major and minor streets to control undesirable or unnecessary existing movement patterns. (2) Maintain certain secondary streets or lanes to provide localized access to areas and properties where existing land usages require such, or emergency vehicle access is needed (for example, to the Nix Hospital).

Figure 17. Street System



Recommendations: Parking Facilities (see Figure 18, p. **42**)

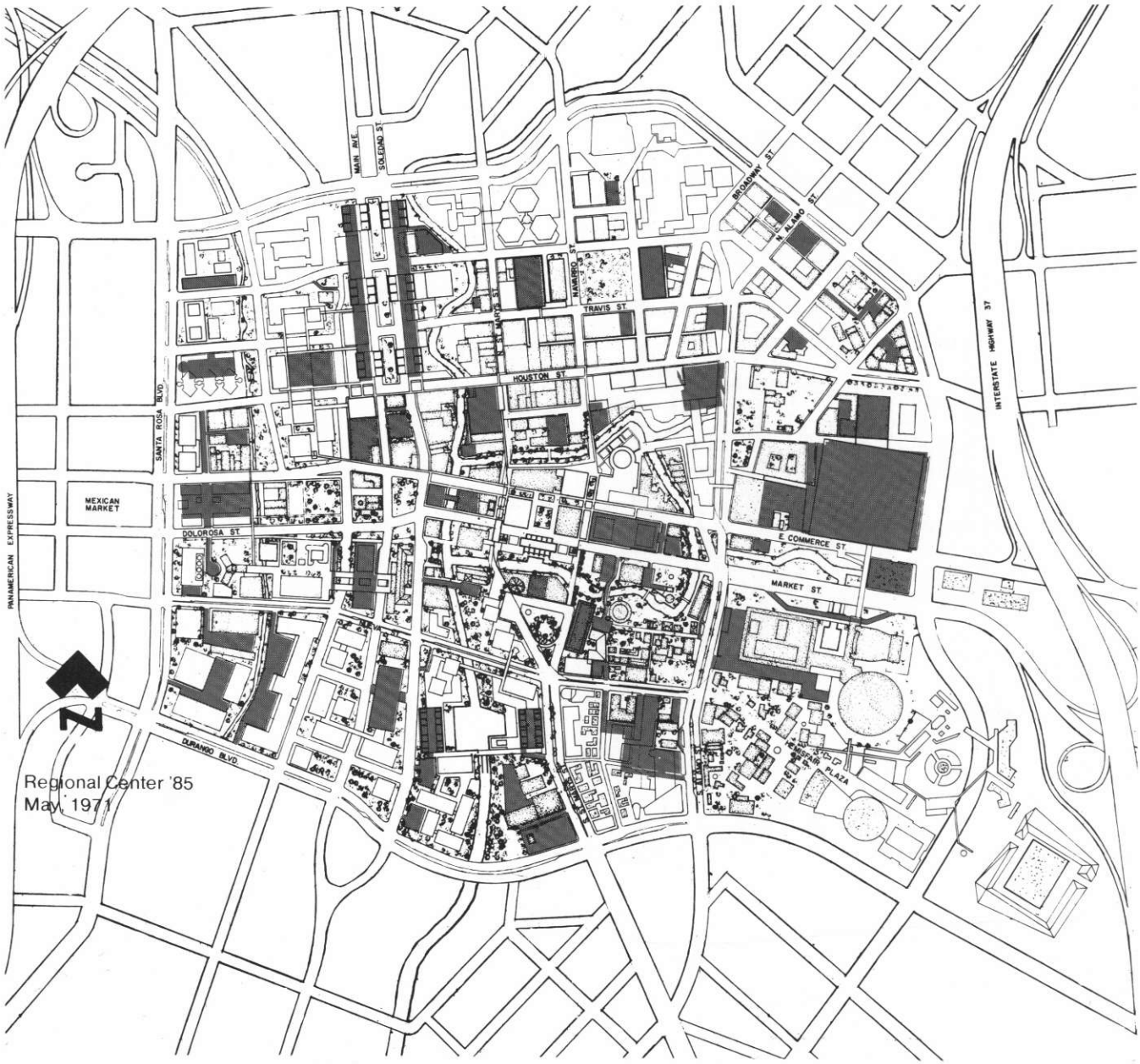
1. ***Provide multi-level ramps with over 25,000 spaces.*** These are to be private developments and public parking authority projects.
2. ***Plan facilities according to the criteria of optimum walking distances.*** (600 feet for short-term/primary parking and 1,500 feet for long-term/secondary parking.)
3. ***Site primary terminals in relation to penetrating loops*** and core circulation and locate secondary facilities along the periphery of the district. This avoids concentration and reduces rush-hour congestion.

The space liberated from moving and parked vehicles can be put to more productive or enjoyable uses, primarily reoriented to a quality urban environment supporting people participation activities.

Problem: Pedestrian Movements

Pedestrian movements conflict with both vehicular and transit circulation through common ground level usage. In many areas sidewalks are deteriorated and, in some cases, are dangerous facilities. Noise and fumes present a negative effect on pedestrian movements. Pedestrians move through the area (adjacent to, or crossing, these mechanized systems) with little regard to signals or pedestrian crossings. This configuration is no longer physically, economically, or environmentally competitive. There are over 225,000 persons subjected to these undesirable conditions on an average weekday.

Figure 18. Parking Elements



Recommendations: Pedestrian Movements (see Figure 19. p. **43**)

1. ***Observe strict separation of all mechanical functions from human functions.*** The pedestrian system proposed creates an exclusive environment for people, a network of walkways, sheltered malls, promenades, courtyards, and plazas; running from block to block at river level, at ground level, and at a newly constructed third level. In the core and adjacent areas, the three-dimensional configuration, resulting from vertical integration of the pedestrian system into existing and potential development, creates a more human scale and a more desirable, intensely developed, multi-level structure.
2. ***Reshape closed streets and no-longer-needed asphalt parking lots*** to express the priority of man—tying together the existing river, parks, and plazas.
3. ***Create new human expressions adjusted to human scale.*** There can be sidewalk cafes, colorful merchandizing kiosks, and stages for public events such as concert, dance, and theatre. There will be space for trees, flowers, fountains, and works of art creating the stage for community-wide participation and identification.

Figure 19. Upper Level Walkways Pedestrian

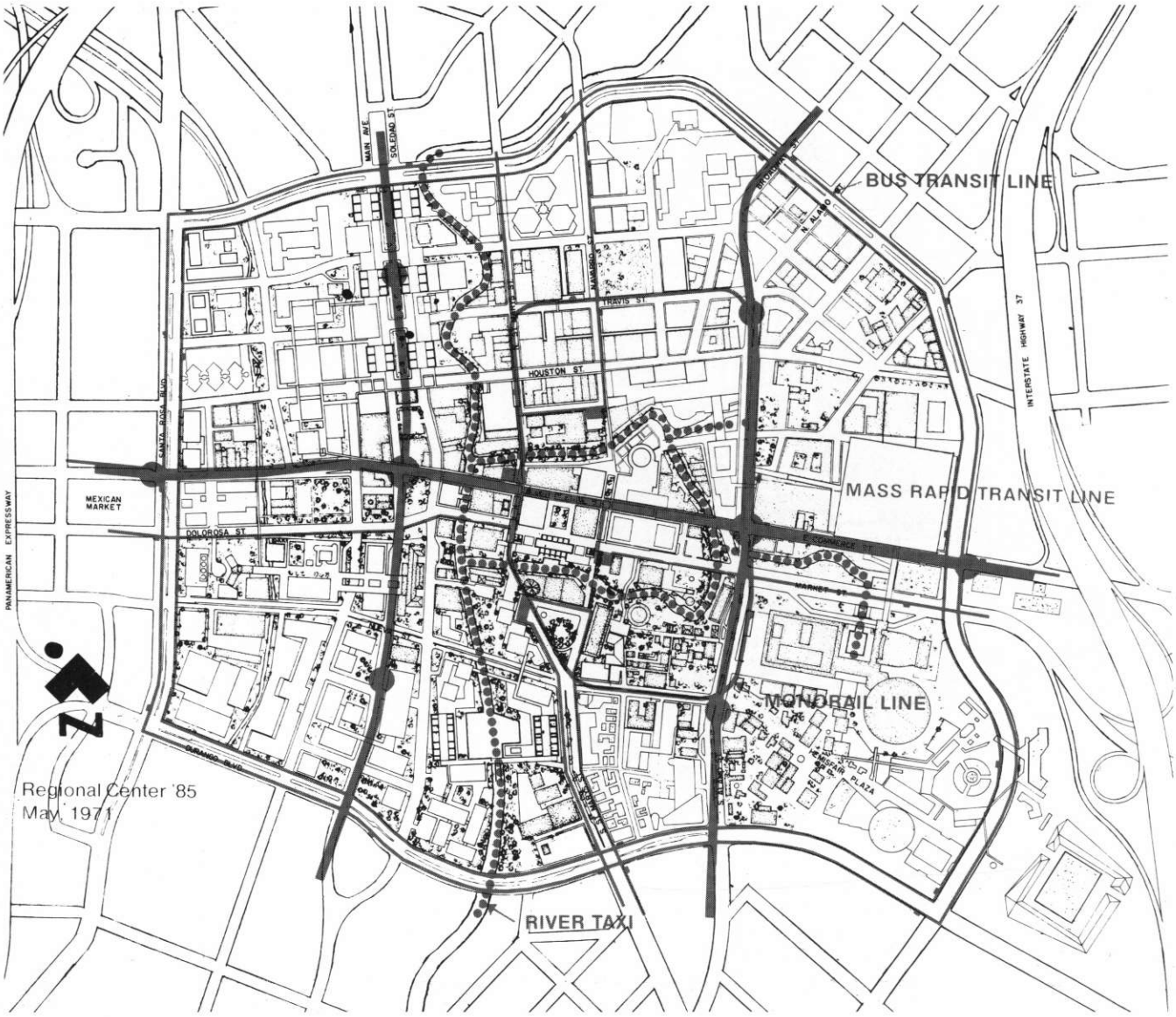
Problem: Transit

Mass transit yearly decreases in the number of riders and percentage of person trips carried, operating on increasing yearly subsidies. Although one of the more outstanding bus systems in the country, it is not competitive in a basically affluent society. The projected doubling of vehicles clearly indicates the need to start long-range planning for a balanced transportation system. Over 430,000 personal trips are made in and out of the central district each weekday. Only 64,000 are made by mass (bus) transit. The "love affair" with the automobile must be carefully and effectively reviewed in context of resources and economics. It is the most highly subsidized and costly mode of transportation.

Recommendation: Transit (see Figure 20, p. **44**)

1. ***Develop multi-modal transit,*** which is essential to making the downtown center more convenient and more competitive. The development of a regional transit system must incorporate the dual mode concept of coverage. A regional rapid-transit system (phased to developing corridors) is paired with localized or district oriented mass-transit or the private automobile. Initial studies indicate six radiating rapid-transit corridors intersecting in the downtown district served by two interchange and six area stations. Bus routes entering downtown are configured to the arterials. Penetrating loops with core area air-conditioned terminals are developed integrally with rapid-transit and pedestrian facilities. Internal movement is provided through various interrelated horizontal and vertical "people-movers." This includes an expanded river taxi service and a reconfiguration of the Minimonorail loop or system on the Hemisfair grounds.

Figure 20. Multi-modal Transit



GOAL 2—RESIDENTIAL NEIGHBORHOODS

PRESERVE AND CREATE RESIDENTIAL NEIGHBORHOODS AND AMENITIES FOR THE BROADEST POSSIBLE SPECTRUM OF FAMILIES AND INDIVIDUALS.

To preserve and create residential markets in the central city, the analysis of the decline in housing must be expanded to consider the available housing options, the privacy and security afforded, and the convenience and quality of services provided. Data is needed to determine the best market prospects and services for the various age and income groups. This information should reveal the range of, and chances for, speculative developments when compared to rent and construction trends, to the most suitable properties, and to their value. Impacts on the other urban systems must also be considered; such as convenience retail, security, open space, privacy, and home-to-work relationships.

Approach Element—Live

Problem: Flight to Suburbs

The vast outward exodus of middle and upper income groups from the central city in the last decade has diminished the residential function, while fastening an ***ad hoc*** social and economic segregation. Today there are approximately 2,400 residential units in the central district. Most are old and many are sub-standard.

Recommendations: Residential Neighborhoods (see Figure 21, p. **46**)

1. ***Reintroduce the residential function*** as the major physical element and developmental influence for generating a stable "24-hour" community comprising all ethnic and economic groups in the downtown area. A wide variety of residential units, oriented to downtown's waterways and open spaces, will provide choice of type and price of unit based on individual needs. The residential function will develop a "market base" for downtown businesses and services, strengthen general security, and reduce circulation requirements.
2. ***Expand transient accommodations*** by 1500 first-class hotel rooms to meet growing tourist-convention-business needs by 1975* (see Figure 22, p. **47**). This amounts to two major hotel facilities. Without these structures, downtown convention activities will reach a stagnation point restricted by available facilities.

GOAL 3—JOBS DOWNTOWN

INCREASE THE NUMBER AND VARIETY OF JOBS DOWNTOWN BY INCREASING PUBLIC AS WELL AS PRIVATE EMPLOYMENT OPPORTUNITIES, ORIENTED TO INNER-CITY AND SUBURBAN RESIDENTS, UTILIZING BOTH SKILLED AND UNSKILLED RESOURCES.

To increase the economic base of San Antonio by establishing the central city as the regional focal point for Southcentral Texas is highly desirable. This goal is not impossible even though some data readings indicate declining trends.**There has been a 31% decline of retail establishments in the last decade. The central city function of finance and banking is doing well on a city and state percentage-of-increase basis. On a volume basis, San Antonio (1.7 billion dollars in deposits) is far behind its larger regional competitors, Dallas and Houston (6 billion dollars in deposits) and thus affects local lending abilities. The convention and visitor programs are by far the strongest inputs to the central city. So much so that projections point to the need for large expansion in tourist accommodations. Finally, the health care industries are projected to make a significant increase in the economic vitality of the central city and the region.

Approach Element—Work

Problem: Loss of Market and Employment Base

The most significant barriers to the growth of the central city work function are continued urban decentralization and loss of a viable market and employment base. However, the downtown district provides employment for approximately 36,000 San Antonians. Data indicates continued short-range growth for existing businesses—particularly the service industries—and a limited, but significant, potential locational opportunity for new businesses. Regional or national corporate headquarters, expanded quality retail establishments, tourist-convention-leisure facilities, and government-institutional development can be aggressively pursued.

*Based on San Antonio Convention and Visitor's Bureau Projections, 1972.

**City Planning Department, 1972.

Recommendations: Work (see Figure 23, 24, 25, pp. **48-50**)

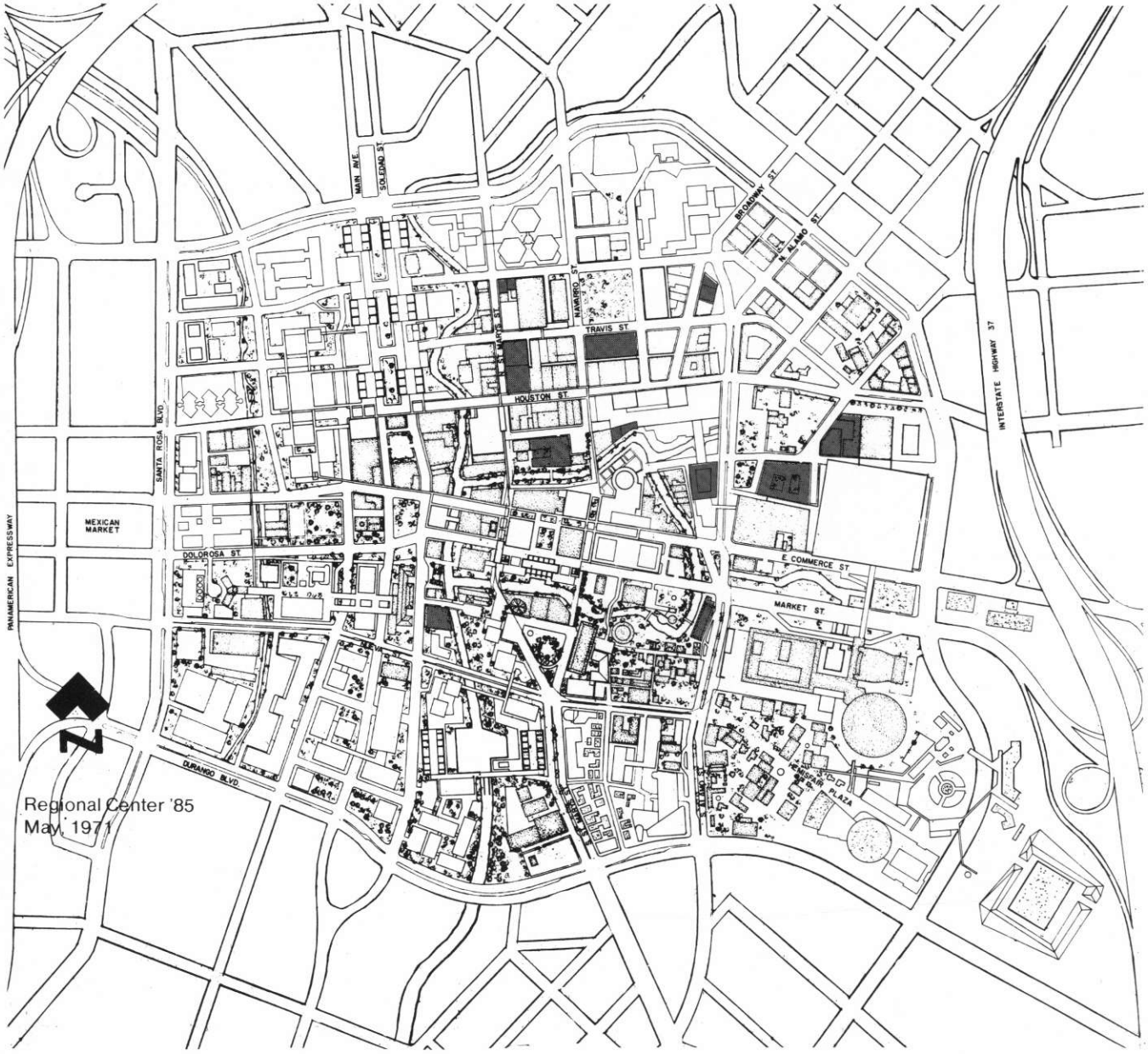
1. ***Develop a vital central district community*** by expanding the work function to 50,000 employees, by re-establishing downtown as a convenient quality, regional shopping center, by expanding and developing business opportunities logically compatible to the district, and by maintaining while strengthening the centralized governmental and institutional facilities.
2. ***Investigate the feasibility of an international trade center*** for the wholesale transactions between the businesses and countries of the world with a particular emphasis on access to the Latin American market. This study should cover the activities of the annual international trade fair (sponsored by the Chamber of Commerce), the University of Mexico branch, the Convention Center, the Municipal Auditorium, the businesses serving visitors to the central city district, and the Bicentennial Celebration preparations.

GOAL 4-HISTORIC PRESERVATION

PRESERVE THE HERITAGE OF SAN ANTONIO BY SAVING AND PLACING IN PRODUCTIVE USE MANY OF DOWNTOWN'S HISTORICALLY AND ARCHITECTURALLY SIGNIFICANT STRUCTURES AND SPACES (see Figure 13, p. **35**).

To preserve the heritage of San Antonio will not only further the second largest industry (tourism), but also a life style and culture. Presently, data is being gathered to locate and document historically and

Figure 21. Residential Properties



architecturally significant structures and places.* Funding for preservation, rehabilitation, and restoration has been documented by sources. Several development programs are now being planned for historic sites and districts. The development of incentives is needed to attract and help private development and preservation of significant structures and spaces. Development of data resources can locate market and user programs.

Approach Element—Play

Problem: Fragmented Play Areas

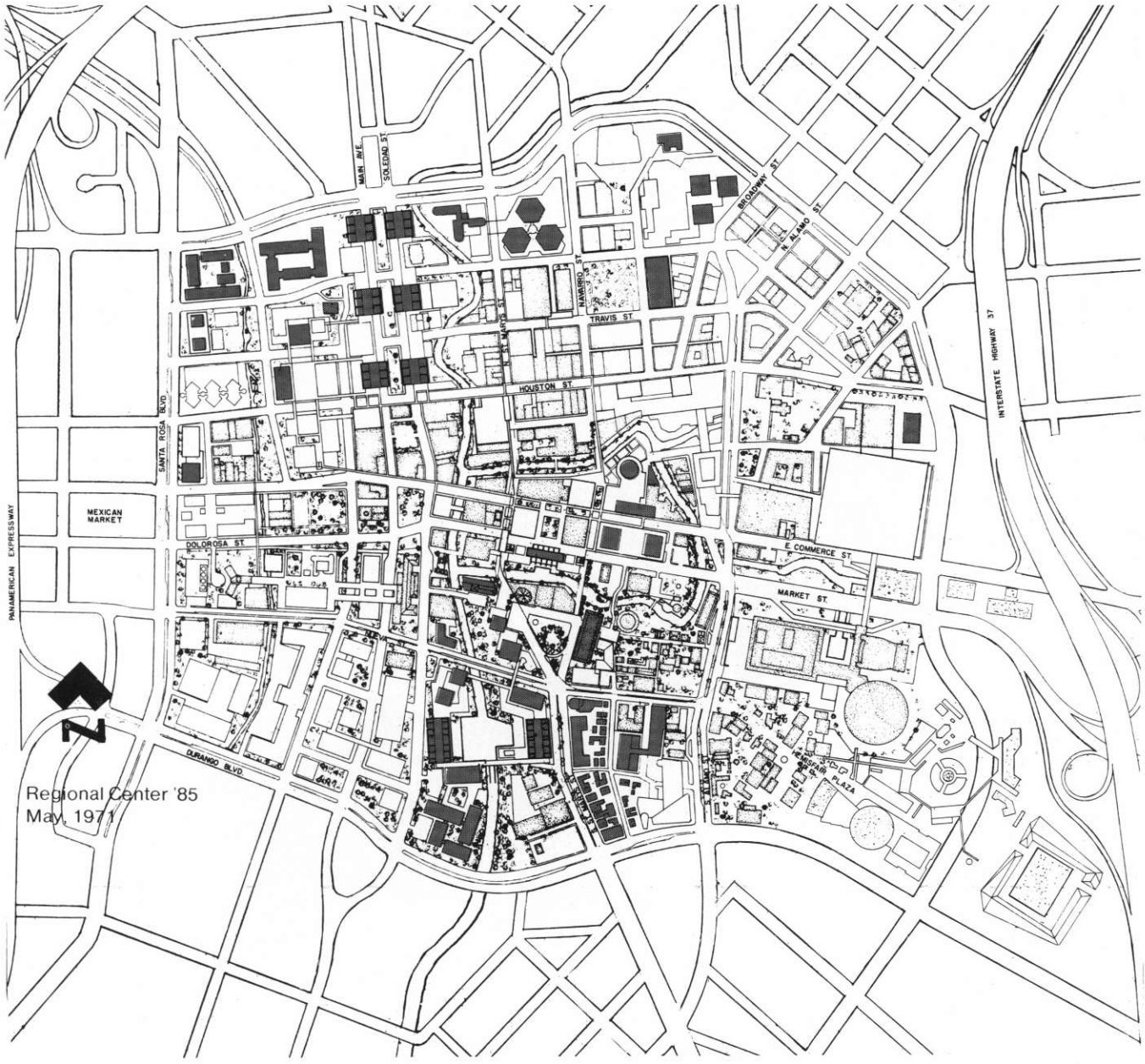
Downtown San Antonio has a legacy of parks and plazas, generally fragmented and under-utilized, that should be a meaningful part of central city life.

Recommendations: Play Areas (see Figure 26, p. **51**)

1. ***Develop a truly human-scaled and quality central district environment*** by tying together existing parks, plazas, and other open spaces into a comprehensive network. This is accomplished through phased redevelopment of certain streets and properties as people-oriented connectors. This becomes a major element in the district's pedestrian movement system focused on the San Antonio River. Areas of passive-active leisure activity are thus incorporated into the mainstream of city life.

*See SAN ANTONIO HISTORIC SURVEY, 1972, of the C.R.P. report

Figure 22. Hotels



GOAL 5—SERVICES FOR REGION

RAISE THE LEVEL AND INCREASE THE SCOPE OF DOWNTOWN SERVICES FOR THE SAN ANTONIO METROPOLITAN AREA BY REINFORCING THE NUMBER OF GOVERNMENTAL, HEALTH, EDUCATIONAL, CULTURAL, RELIGIOUS, AND SOCIAL INSTITUTIONS DOWNTOWN.

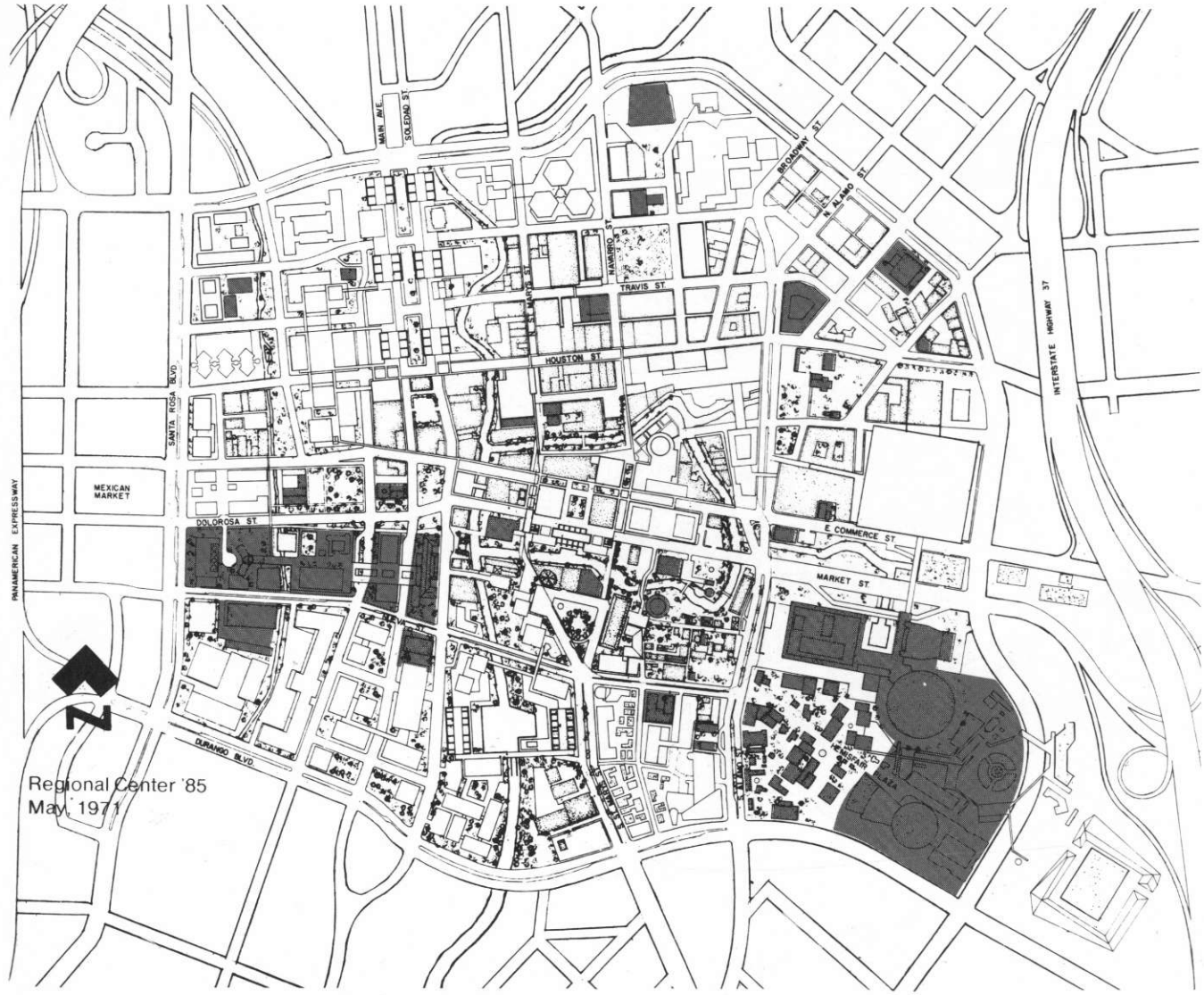
Approach Element—Support

Problem: Level and Scope of Services

To raise the level and scope of regional services, data shows that there are seven general services which are strengthened when centralized. They are:

1. ***Financial institutions:*** These have the power and influence for the whole region by the dynamics of their ventures.
2. ***Governmental services:*** These are normally found in the central city.
3. ***Educational services:*** Certain very specialized educational services should be centralized for the convenience of the regional population.
4. ***Health services:*** Certain specialized health services should be centralized for the convenience of the regional population.
5. ***Convention services:*** These are located to accommodate other centralized attractions.
6. ***Visitor services:*** These are naturally located to accommodate many centralized attractions.
7. ***Retail services:*** These are seen first as a regional shopping center to serve the central and southern parts of the San Antonio area, secondly as serving the tourists in the central city, especially from Latin America.

Figure 23. Government/Institutional Facilities



GOAL 6—INTENSIFY USE

INTENSIFY THE USE OF DOWNTOWN LAND WITHOUT CREATING CONGESTION BY SENSITIVE ZONING AND DEVELOPMENT REGULATIONS THAT ENCOURAGE HIGHER LAND UTILIZATION, THE SEPARATION OF PEDESTRIANS FROM AUTOMOBILES, AND PLANNED OPEN SPACE.

To intensify the use of land without creating congestion, a program should be outlined by the Planning Department to locate property with development capability. Peak automobile traffic loads should be determined as to their effects upon development sites and adjacent sites. From this data, needs can be determined for vehicular parking spaces, for the capacity to handle the volume of people on or going by the site, and for service vehicles. Inferences can be drawn as to the critical capacity of streets and expressway ramps. The effects of mass-transit modes can be summarized. The resulting analysis will provide developers with a comprehensive overview of their site's development capabilities. The City Council will also have an overview of needed capital improvements to accommodate the developer and maintain adjacent property values.

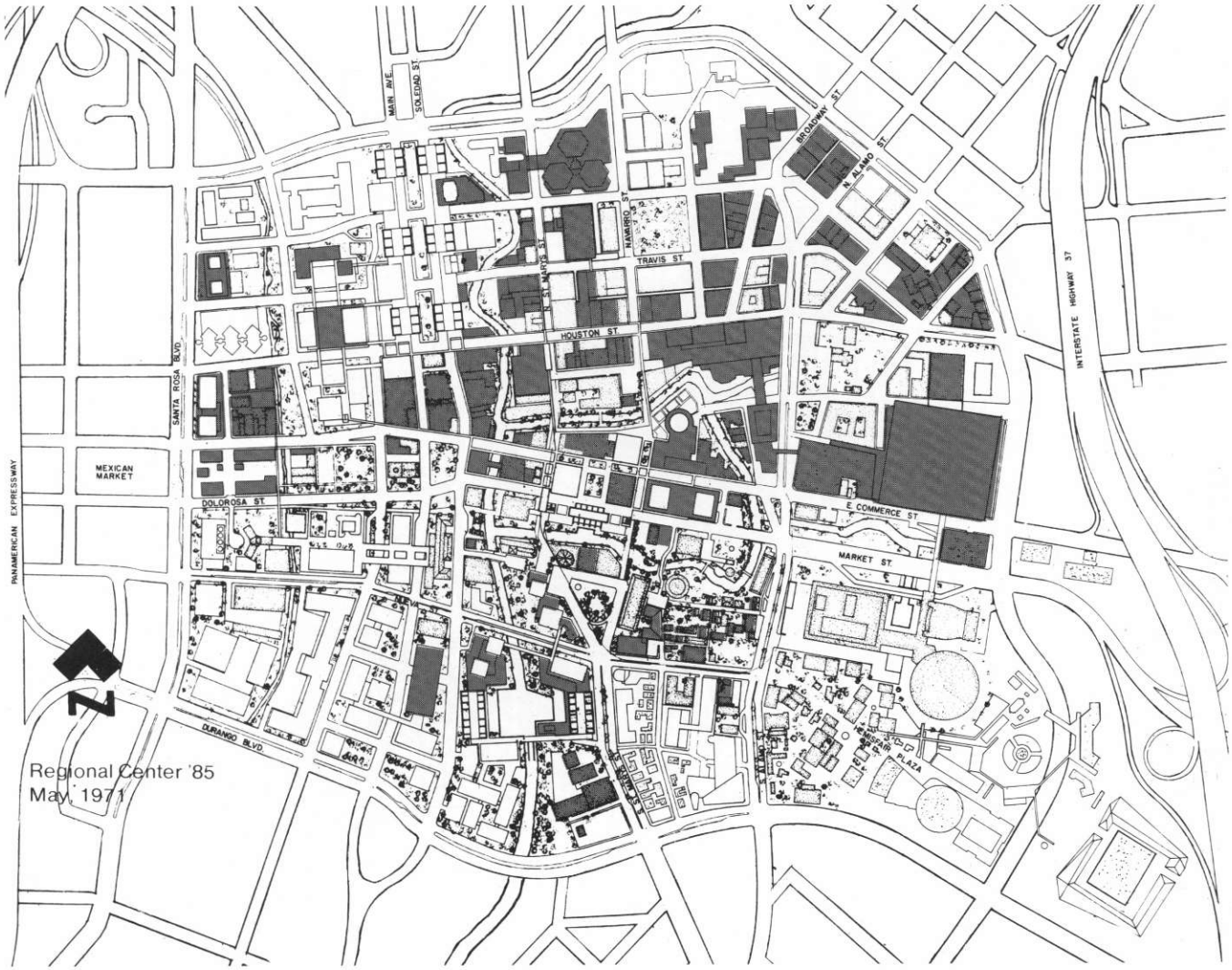
Approach Element—Systems Interface

Problem: Complexity of Urban Center

Through the systems interfacing approach, the vast complexities of urbanity unfold; effecting, actually charting the psychological, cultural, social, and economic well-being of the various communities.

The infrastructure of the urban center of the future will be the product of successful interfacing of the basic functional systems. Although the systems are categorized and treated separately for organizational purposes, the Urban Design Systems approach becomes the instrument for translating information into real urban structure and form.

Figure 24. Retail Space



GOAL 7—FUNCTIONAL ARRANGEMENT

PROMOTE AND INSURE THE BEST POSSIBLE FUNCTIONAL ARRANGEMENT OF DOWNTOWN USES WITH DUE REGARD TO DIVERSITY AND COMPATIBILITY BY GENERATING THE NECESSARY LINKAGES BETWEEN THESE USES AND BY ESTABLISHING THE NECESSARY SECURITY FORCES.

To ensure the best possible arrangement of land uses, movements must be designed to perform efficiently. The location of a development must be designed to complement the whole regional center. Of primary importance is the development of a pedestrian origin and destination study. This study would be used in conjunction with the traffic and land-use studies to determine the best locations for parking garages, mass transit stations, open space requirements, and walkway systems above street level. Other data analysis should indicate the desirability and feasibility of developing mall-type pedestrian links between the properties in the central core, the best locations for expanding government facilities, high-rise housing sites, and other urban design considerations.

Approach Element—Systems Interface

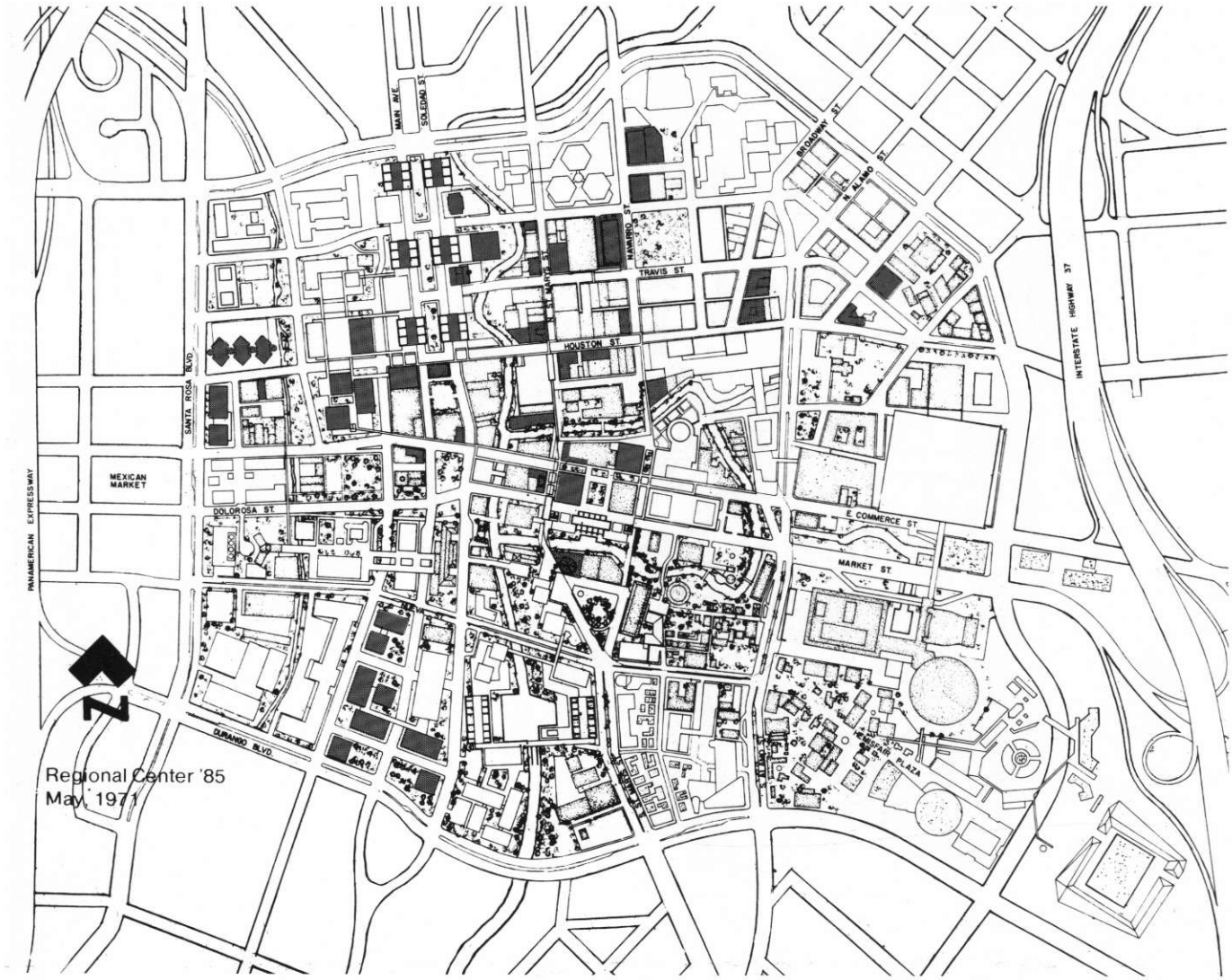
Problem: Viability and Balance of Central City

It was previously noted that circulation systems structure urban form, that is, define land areas (blocks of land) that can be developed for the basic functions of a city—LIVE, WORK, and PLAY. Arrangement of these basic functions into a viable balanced central city community is essential to the future welfare of the San Antonio region and survival of the downtown district.

Recommendation:

1. ***Begin the process with the Parks and Police Departments to expand to the rest of the Central City a visible public safety image*** that is accomplished for the River Bend by the Park Rangers.

Figure 25. Office Space



GOAL 8—QUALITY DESIGN

DESIGN DOWNTOWN AS A DISTINCTIVE, HIGH-QUALITY ENVIRONMENT FROM WHICH THE CITY RECEIVES ITS MAJOR IDENTITY. REINFORCE ITS UNIQUE CHARACTER BY PRESERVING SIGNIFICANT VIEWS AND URBAN VISTAS, BY RECOGNIZING SPECIAL DESIGN CHARACTERISTICS AND OPPORTUNITIES, BY ENCOURAGING ARCHITECTURAL-URBAN DESIGN EXCELLENCE FOR PUBLIC AND PRIVATE PROJECTS, BY PROMOTING A COMPREHENSIVE SIGN ORDINANCE, AND BY CITIZEN PARTICIPATION IN THE DESIGN PROCESS.

To design the best quality into the environment in many ways summarizes the aspirations of the other goals. This gains special significance in that data has already revealed ***downtown to have a record of more hydrocarbon emissions than the minimum set forth in the Federal Environmental Protection Act of 1970.*** Other data dealing with security problems has been and can be further analyzed to pinpoint needs and opportunities. Analysis of adverse atmospheric conditions should be instituted for shelter locations along with pedestrian movement studies. Finally, a collection from the experiences of other cities should be made on the design of street furnishings, paving, and landscape design.

Figure 26. Open Space

IMPLEMENTATION PROCESS & WORK PROGRAM

SECTION V

SECTION V

IMPLEMENTATION PROCESS AND WORK PROGRAM

A Joint Development Strategy

The development philosophies of the Central City Development Team of the Planning Department and the management projects of the Intergovernmental Services Department are compatible with and include all of the elements of the proposed Joint Development Strategy being tested by Mr. Andrew Euston of HUD.* Mr. Euston has commissioned 39 case studies to be prepared for the whole United States. There are three subject areas and San Antonio has a case study in each of these areas:

Subject Area	***San Antonio Case Study***
Design/Development Processes	San Antonio Corridor Feasibility Study
Agency Roles	San Antonio Design Center
Project Strategies	San Antonio Market District

The *Joint Development Strategy* proposed by Mr. Euston follows:

"A city, county, or state can attract and control major development through the joint development process. It is apparent that neither the public sector nor the private sector alone can generate the development change of a major area of the urban environment. To ***optimize*** the advantage of public capital expenditures to facilitate development by private capital and to upgrade the built environment through the urban design process, a city or state creates a joint development strategy which:

1. ***establishes the legal basis and limits under which the public sector can acquire land*** in conjunction with private land owners;
2. ***develops a community project oriented urban development plan*** based on population and economic growth factors, potential development opportunities and the investment in public improvement;
3. ***establishes within government the authorities and responsibility to create joint development opportunities***, obtain community and public approval and convene related public agencies to avoid jurisdictional problems and single purpose expenditures of public apital funds;
4. ***establishes a joint development policy for entering into contracts with private partners*** (creating the client), assigning public priorities for the participation of related agencies, establishing the social, environmental and urban design design standards required of a joint development project and establishing the operation of the joint development process;
5. ***delegates adequate administrative authority to the joint development agency*** along with budgetary resources, contracting authority and a clear priority and process of obtaining public capital funds;

*"Joint Development Strategy," attached to Memorandum to "Vendors," CASE STUDIES ON JOINT DEVELOPMENT STRATEGY, from Mr. Andrew Euston, Environmental and Land Use Planning Division, U.S. Department of Housing and Urban Development, Washington, D.C., August 4, 1972.

6. ***develops a strategy of using planned public improvements*** particularly in transportation to channel logical joint development growth into designed urban built environment areas. By consciously stimulating concentrated growth around adequate public facilities:
   a. the use of the public investment is more efficient,
   b. the market growth is channeled into locations so a higher degree of public investment effectiveness can be accomplished with the same dollars,
   c. a higher quality built environment can be achieved through concentrating the urban design dollars and manpower in fewer places that do get built,
   d. through the work of multi-disciplinary urban design teams and the concentration of program efforts by public agencies, major projects including new jobs and housing can be made effective which reduces the total load on the cities' community service resources while the tax base is significantly increased. This reinforcing effect, project by project over a period of years, can begin to solve the problems of living in the city;
7. ***stimulates by public action major concentrated private investment in the built environment.*** These capital improvements create a base and an opportunity to realistically add to and reinforce the joint development project with subsidized housing and job development programs. The result is a viable urban built environment of major activity centers where all income and skill levels can find reasonable and realistic housing and job opportunities; and
8. ***establishes a public policy and educational program so that investors, businessmen, public officials, community leaders and citizens can clearly understand that a joint development process creates greater economic and community values for all***—public, private and community sectors."

Implementation Process

In line with the above Joint Development Strategy the following relationships are evolving to accomplish development in the Central City District of San Antonio.

INTERAGENCY

The River Corridor Feasibility Study funded by the Department of Housing and Urban Development through the San Antonio Development Agency (SADA) provides the focal point for the planning process in which the Central City District is considered in the framework of a six mile stretch of the San Antonio River, from Brackenridge Park on the north to Interstate 10 on the south. A Liaison Staff has been formed with a representative from each of the six agencies participating in the River Corridor Feasibility Study: Alamo Area Council of Governments (AACOG), Bexar County, the City of San Antonio, the San Antonio Development Agency, the San Antonio Independent School District, and the San Antonio River Authority. These professional level staff people are developing new types of operating relationships between the agencies and with the consultants to the River Corridor Study. The first set of alternative strategies and proposed projects are scheduled to be completed by November 30, 1972 and finalized by January 31, 1973. A management and project planning phase is scheduled to be completed by May 31, 1972.

The six agencies of the Study are starting a new phase of multi-agency cooperation. During this study as projects develop, it is obvious that other governmental agencies and private developers will be brought into this arena. Citizen participation elements are also anticipated, especially through the Neighborhood Development Plan (NDP) that is being requested for the full river corridor area.

PUBLIC-PRIVATE

The Central City Development Council, described more fully in Section IV, is the focal point for public-private cooperative planning for the Central City District. In this arena the River Corridor Feasibility Study consultants and a number of private developers have already made presentations about projects in which they are interested. The format of the Central City Development Council meetings is that of a working session, designed to encourage discussion between the various public and private organizations represented on the Council.

INTERDEPARTMENTAL—CITY OF SAN ANTONIO

In the two above arenas many new complicated projects are emerging where two or more working units need to come together to join resources: City departments, governmental agencies and private organizations. Additionally, there are projects which require more than one City of San Antonio department to cooperate on a common project. The City is being looked to for an enlarged coordinating role for federal funding. A framework needs to be established within the City that can greatly improve the ability to accomplish joint projects.

In the area of ***organizational structure***, it is recommended that the policy planning and programming functions of the City be placed under a single associate city manager. This would place in a single location the responsibility to develop comprehensive policy and to coordinate complicated programs between separate organizations. There are three primary functions that should be brought together in this arena (1) the long range, middle range, and short range planning functions, (2) the program development and coordination/functions, (3) and the program planning and budgeting assistance functions.

The Municipal Information Center currently being developed under the Community Renewal Program and Comprehensive Planning and Management programs of HUD should be designed as ***a focal point for interdepartmental and interagency project coordination.*** The River Corridor Feasibility Study should be used as a testing ground for coordination on projects and programs between agencies and private organizations, because it is such an important focal point at this time and because management procedures are to be developed as a part of the Study. The experience gained from starting these activities with the River Corridor Feasibility Study could then be used to improve the methods and procedures of the Municipal Information Center as additional projects are undertaken.

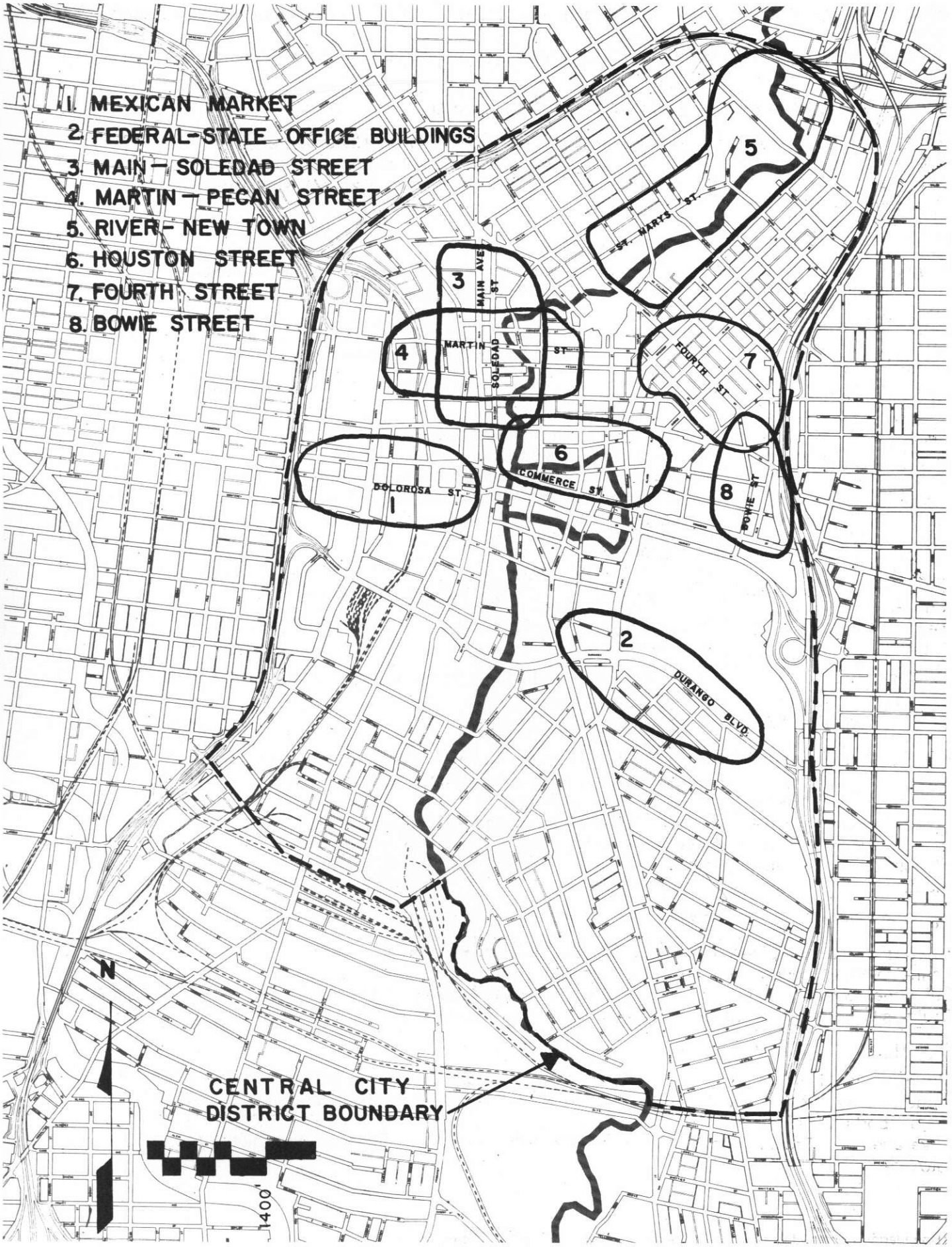
Management tools are needed to assist independent groups as they cooperate in projects. It is recommended that ***program planning and budgeting concepts*** be used to assist in the formulation of complex projects, the assignment of roles to be played by the various organizations, the management of the project during the action phases, and the evaluation. Techniques such as the ***critical path method*** (CPM) should be quite helpful to each of the organizations participating in joint projects. It is felt that these techniques are best tested on joint projects before they be considered for other types of applications within the city organization.

Leverage Points

A changing community consciousness that a revitalized Central City District is essential to the future welfare of San Antonio and a national recognition that certain ecological and resource constraints are of increasing public concern places downtown planning in a time-frame of optimum opportunity. These opportunities must be carefully pin-pointed and thoroughly analyzed to assure maximum public-private coordination. There are critically ***minimal public resources*** available for developing the Central City District into a viable, quality community. These resources must therefore be expended in a manner to generate maximum private enterprise participation.

These opportunity areas and leverage points are defined as geographical areas where private investment can be influenced by public development projects, if adequate public-private coordination and cooperation is achieved.

Figure 27. Leverage Points



MEXICAN MARKET DISTRICT—AREA 1

Opportunity: Development of a unique "regional shopping center" district as a balancing downtown (west side) activity generator.
Leverage point: City and Federal redevelopment of the colorful, but declining, public market as the focal point and catalyst for the district.

FEDERAL-STATE OFFICE COMPLEXES—AREA 2

Opportunity: To further enhance previous public investment in the Civic Center urban renewal project and bolster adjacent "historical areas" restoration of significant residential central city neighborhoods.
Leverage point: Construction of State/Federal office facilities at proposed sites, generating projected employment of approximately 3,000 persons.

MAIN-SOLEDAD CORRIDOR—AREA 3

Opportunity: Long-range public-private partnership development of a mixed-use urban center incorporating innovative urban construction techniques utilizing the systems approach, tying together existing major activity generators.
Leverage point: City/Federal development of Main-Soledad parkway incorporating underground right-of-way into a multi-modal infrastructure accommodating potential rapid-transit and providing access to the corridor's private development.

MARTIN-PECAN STREETS—AREA 4

Opportunity: Development of better East-West access to expressway system in the northern Central City District encouraging private investment to adjacent areas.
Leverage point: City/State construction of an East-West transitional arterial and/or construction of six-lane divided connectors to improved expressway access ramps for the Martin-Pecan couplet, west of Cameron and east of Broadway.

RIVER CORRIDOR NEW TOWN—AREA 5

Opportunity: Long-range private enterprise development of a large central city area with primary emphasis on re-establishing a major residential district and market base.
Leverage point: City/Federal participation in "required sites" spot acquisition and clearance; federal New Town loan guarantees on private capital investments.

Parts or all of areas numbered 3, 4, 5, 6, 7, and 8 are included within the proposed boundaries of the New Town-In Town by its developers.*

HOUSTON STREET—ALAMO PLAZA—AREA 6

Opportunity: Private enterprise proposal for a major multi-function "regional" urban complex revitalizing a prime section of the underdeveloped and deteriorating core area as the other balancing (east side) activity generator (See Area 1 for the west side market).
Leverage point: City and Federal participation in site acquisition and clearance, establishment of a physical "open space" connection between Alamo Plaza and the San Antonio riverwalk and incorporation of infrastructure improvements (including major street and multi-modal transit proposals) in project development.

FOURTH STREET—AREA 7

Opportunity: Development of an International Trade Mart oriented to the display and wholesaling of Latin-American products in the American market.
Leverage point: City and Federal participation in site acquisition and clearance, city development of facilities through establishment of a Market Authority issuing revenue bonds.

BOWIE STREET—AREA 8

Opportunity: Private enterprise development of a mixed-use complex or an alternate site for International Trade Mart/Convention Center expansion. Another alternative is use of the site for development of a major sports center.
Leverage point: Proximity to Convention Center/Hemisfair Plaza activities; feasibility of river extension into site.

*Boundaries presented to the San Antonio Development Agency on October 10, 1972.

FIRST YEAR ACTIVITIES (review)

First year activities have culminated two and one-half years of the Comprehensive Planning Division's Central City District planning activities. This resulted in a ***development concept*** utilizing the Urban Design Systems Approach built upon a foundation of previous planning efforts (i.e. Del Alamo, GNRP). This concept emphasizes the ***physical*** aspects of the planning process, defining primary urban activities and land uses as FUNCTION SYSTEMS—Live, Work, Play, and Circulate.

Demographic and other data gathered and developed during past planning activities as an information base is held in planning files. Graphic displays of this information were utilized both in the planning process which developed the concept, as well as to illustrate it.

SECOND AND THIRD YEAR ACTIVITIES

Second year activities continue the plan development process which will gradually shift to increasing emphasis on a coordinating role among city departments, agencies and private developers.

The ***development concept*** is to formulate a flexible guideline for integrating Central City District development within the broader scale of the River Corridor Study area. The infrastructure developed provides essential linkages for the basic urban human activities—***live, work,*** and ***play***. This enables interrelated and coordinated planning of specific development opportunities without planning every square foot of the area.

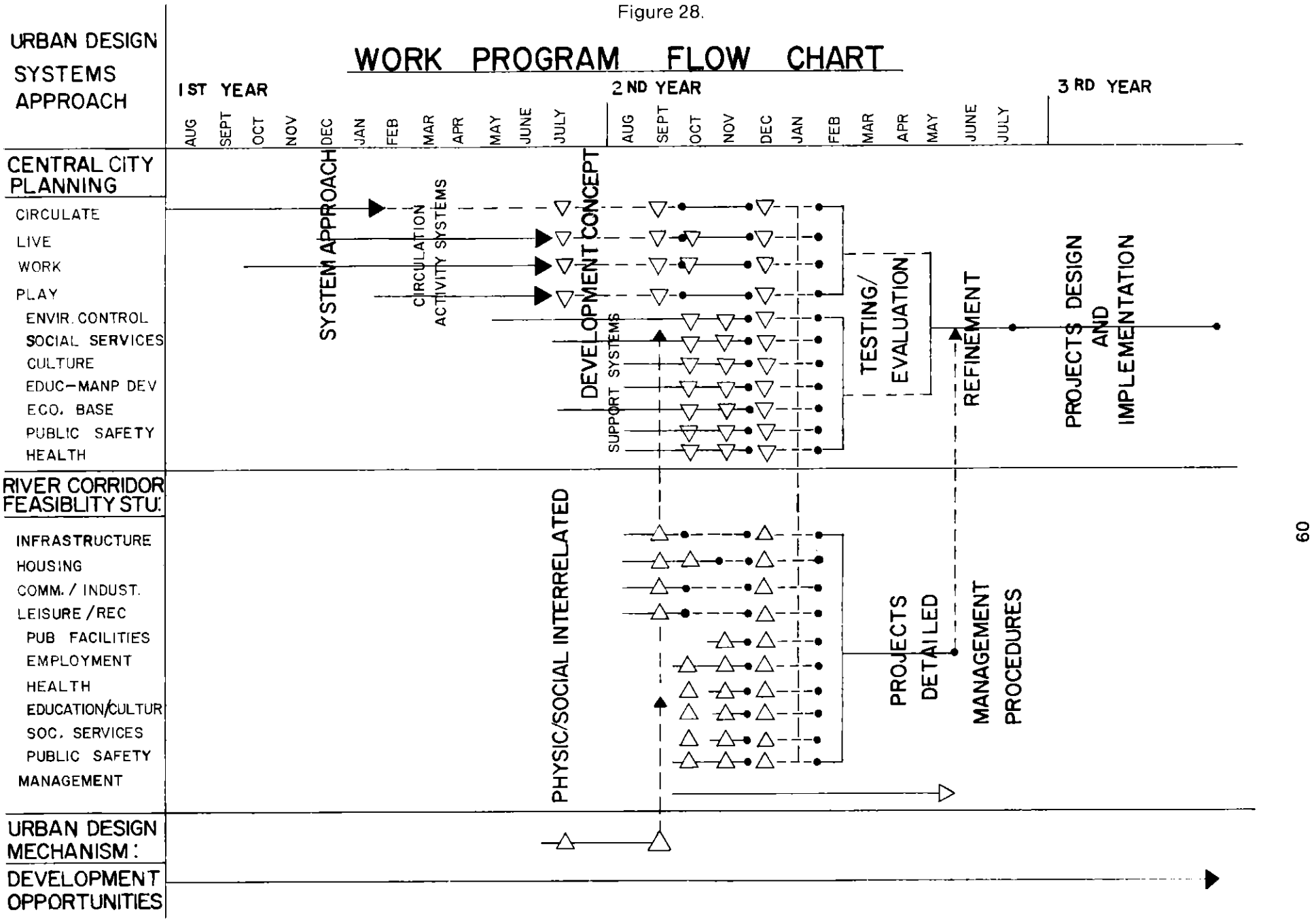
As graphically shown in the Work Program Flow Chart (see Figure 28, p. **60**), the Central City Development Team's second year activities will investigate the ***social and economic influences*** in the planning process—defined as ***Support Systems*** in the Urban Design Systems Approach—as developed by other concurrent projects: River Corridor Feasibility Study, Urban Design Mechanism, and Management Procedures in the context of specific ***development opportunities.***

Major work elements include the further refinement of goals, making additional proposals for Central City District development, and more specific identification of high potential development areas. The tools to be developed are: the stimulation of private development with and without public funds, strategies to assist private developers in line with Central City design priorities, and identification of public investments that will establish a climate which best facilitates private development.

In the future, more complex development interactions will require additional participation bringing into the cooperative arena such public and private entities as: City Public Service Board, City Water Board, Southwestern Bell Telephone, Metropolitan Health District, San Antonio Housing Authority, and San Antonio Conservation Society.

It is hoped that the publication of this report will lead to an increased awareness among citizens of San Antonio of the Central City District and its development potential. Exciting possibilities exist for offering more choices of meaningful life styles to tomorrow's citizens. The river remains the unifying concept that brings together the past, present, and future into a harmonious and colorful multi-cultural setting and enhances all of the possibilities for new development. Creative partnerships are evolving between public and private sectors of the City through mechanisms such as the Community Renewal Program of San Antonio and the River Corridor Feasibility Study. From these partnerships, new developments are anticipated that will preserve and add to the Central City District's unique qualities.

Figure 28.


WORK PROGRAM FLOW CHART
URBAN DESIGN SYSTEMS APPROACH
1 ST YEAR
2 ND YEAR
3 RD YEAR
AUG SEPT OCT NOV DEC JAN FEB MAR APR MAY JUNE JULY
AUG SEPT OCT NOV DEC JAN FEB MAR APR MAY JUNE JULY
CENTRAL CITY PLANNING
CIRCULATE
LIVE
WORK
PLAY
ENVIR. CONTROL
SOCIAL SERVICES
CULTURE
EDUC–MANP DEV
ECO. BASE
PUBLIC SAFETY
HEALTH
SYSTEM APPROACH
CIRCULATION
ACTIVITY SYSTEMS
DEVELOPMENT CONCEPT
SUPPORT SYSTEMS
TESTING/ EVALUATION
REFINEMENT
PROJECTS DESIGN AND IMPLEMENTATION
RIVER CORRIDOR FEASIBLITY STU:
INFRASTRUCTURE
HOUSING
COMM. / INDUST.
LEISURE / REC
PUB FACILITIES
EMPLOYMENT
HEALTH
EDUCATION/CULTUR
SOC. SERVICES
PUBLIC SAFETY
MANAGEMENT
PHYSIC/SOCIAL INTERRELATED
PROJECTS DETAILED
MANAGEMENT PROCEDURES
URBAN DESIGN MECHANISM:
DEVELOPMENT OPPORTUNITIES

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