regional open space plan

alamo area council of governments

march 1973


regional
open space plan

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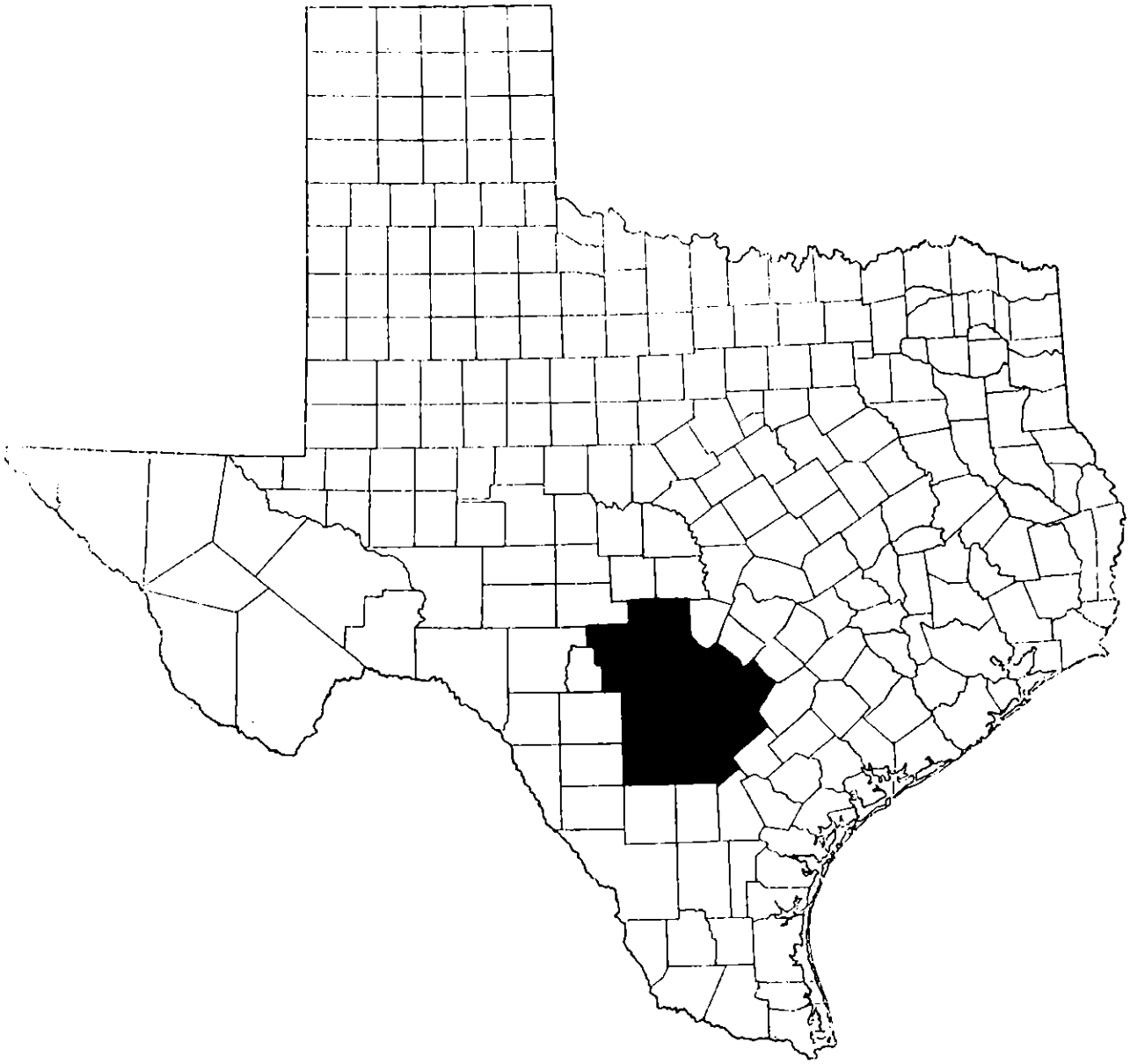

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S U M M A R Y

Open space planning, traditionally has been oriented to providing parks and recreation facilities for use by the general public. In actuality, the term "open space" means much more than merely providing for public recreation. It refers not only to all primarily undeveloped physical land areas, but also to many intangible values of open space to which a dollar value cannot always be attached.

The open space planning approach adopted by AACOG has been designed to study each of three major components of regional open space - Corridor, Green, and Utility Open Spaces - to relate each of these to the total open space system.

This report, the third in a series of regional open space plans, presents and applies the concept of utility open space to the AACOG region, and delineates utility open space needs, priorities, and opportunities. It also refines the regional corridor and green open space plans and updates the existing regional open space inventory.

The main purpose of this plan is to establish the framework and policies necessary to effect wiser use of the open space lands and resources in the region. Regional policies and guidelines for development are included in Chapter V, along with supportive action which can be taken

by various units of government to implement these policies and guidelines. Basically, the policies relate to:

1. Better management and use of the natural and man-made corridors in the region.

2. Methods which can be used to maintain the natural functions of utility open space resources of regional significance.

3. Multiple use or re-use of areas now serving single functions which have potential for additional uses.

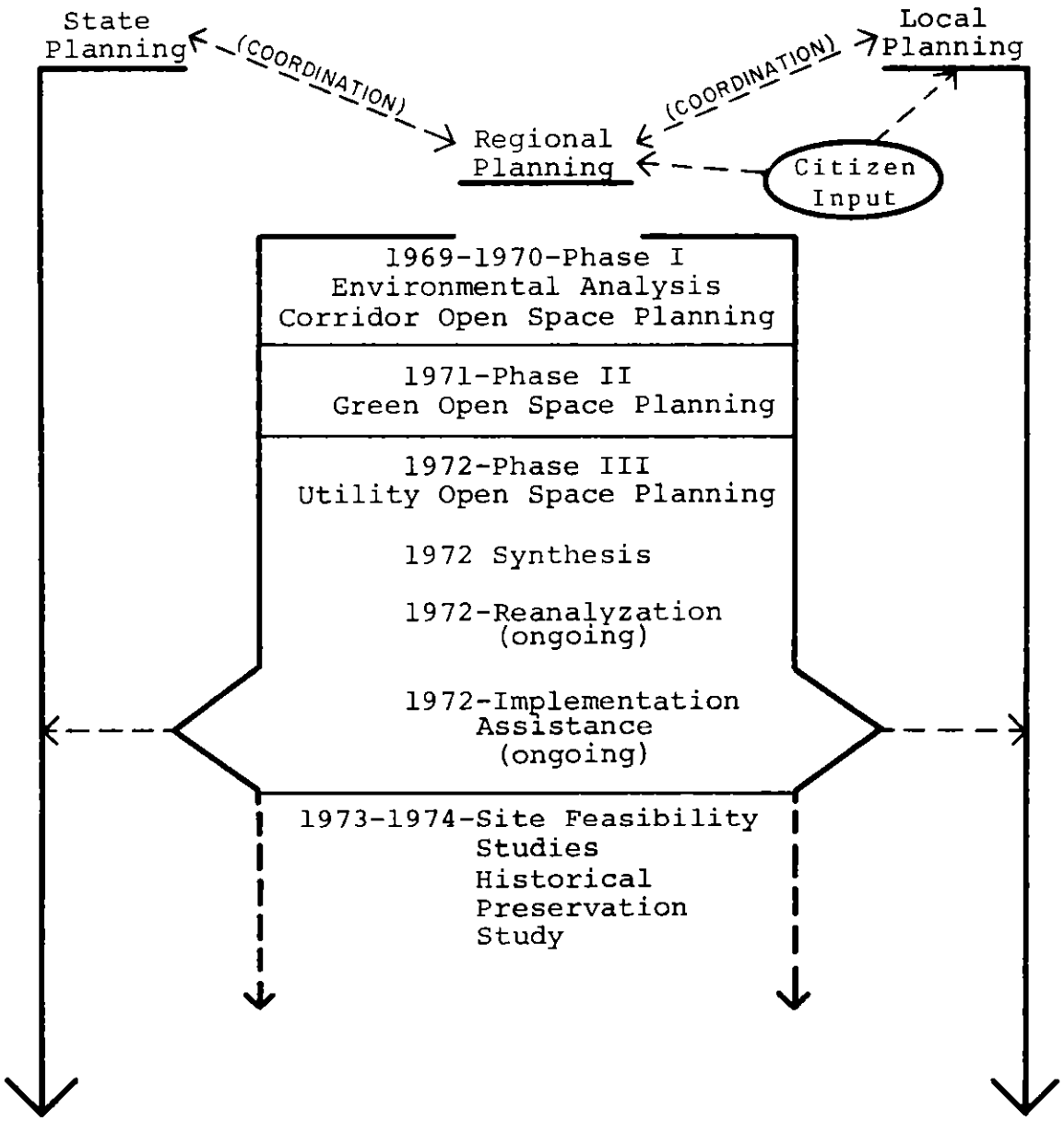
4. The provision of additional public-use open space on a local and regional scale, based on regional standards of 90 acres for every 1000 persons in the region, as presented in Chapter IV.

5. The preservation or protection of unique or significant open space resources in the region.

In addition, this plan identifies those areas of regional significance which are believed to have characteristics that lend readily to open space preservation and/or development. These areas, described as "potentials", are listed in terms of their general locations, acreage or miles involved, potential uses, and preservation or development priority. Future planning efforts at AACOG will include a more detailed study of the feasibility of maintaining or developing these sites for their stated potentials.

The completion of this plan sets the stage for increased technical support and assistance to member governments in the implementation process, in acquiring, developing, or preserving land for open space use, and in developing local programs for the wise use of open space.

THE REGIONAL OPEN SPACE
PLANNING PROCESS



CHAPTER I

INTRODUCTION

In 1970, the Alamo Area Council of Governments Executive Committee adopted as its primary open space goal, "to insure to the people of the region the protection of the natural resources and the opportunity to enjoy open spaces through regional planning."[1]

Specifically, the Committee adopted several objectives which, if accomplished, would significantly contribute to meeting this goal. These objectives were:

1. To protect the Edwards Aquifer,
2. To assure the availability and/or accessibility of land in its natural or semi-natural state to the people of urban areas,
3. To maintain prime agricultural lands for agricultural use,
4. To preserve and/or conserve unique natural, historical, geological and ecological sites, and
5. To provide outdoor recreational opportunities.[2]

The methodology to be used in accomplishing these objectives was one of inventory and evaluation of existing open space and regional open space needs and opportunities, and the presentation of findings in a manner that would provide the opportunity for citizen and governmental agency participation in accomplishing the over-all goal.

In March of 1972, the established goals and planning process were re-assessed and found to be adequate for purposes of this report - the third in a series of open space plans for the region. As such they were incorporated into

the study and assessment of utility open space lands and needs in the region. Two additions were also made to the list of objectives. These were:

6. To manage floodplains within the region in a manner that contributes to the health, welfare, and well-being of the people of the region, and

7. To increase the re-use or multiple use of land areas that contain unrealized multiple use potential.

PURPOSE OF THIS STUDY

The purpose of this study was five-fold:

1. To define, analyze and make recommendations concerning utility open space lands and needs in the region - Phase III of the open space planning process,

2. To update and refine Phase I of the Open Space Plans which dealt with corridor open space,

3. To update and refine Phase II of the Open Space Plans which dealt with green open space.

4. To establish regional open space development policies regarding the use of open space and

5. To chart the course for future open space planning, implementation, and coordination within the region.

METHODOLOGY

The method used to achieve the purposes listed above was essentially as follows:

1. Inventory, analysis, and delineation of existing utility, corridor, and green open space lands of the region.

2. Establish standards, where applicable, for corridor, green, and utility open space use and/or preservation.

3. Define and analyze regional problems related to open space use or misuse.

4. Present alternative solutions to problems.

5. Make recommendations as to the implementation of alternatives which would best solve the regional problems related to the open space system.

It will be noted throughout this report that a more detailed analysis is presented for those types of open spaces of critical and immediate importance which are now being subjected to man's influence. It will also be noted that discussions of historically significant areas are not included in this report. Because of the high incidence of historically significant areas in the AACOG region, it is expected that these areas will be the subject of a special study to be undertaken at a later date.

CHAPTER II

UTILITY OPEN SPACE

PREVIOUS STUDIES

Utility open space was first defined in terms of the AACOG region in the publication entitled Open Space Planning of the Alamo Area Council of Governments, as being those areas valued primarily because of "...their use as a basic land resource."[3] Utility open space includes functional land areas important for resource production, such as agricultural lands, mineral production sites, water recharge zones, and grazing lands, as well as sites which serve utility open space functions related to the urban environment such as liquid and solid waste disposal sites.

UTILITY OPEN SPACES OF THE REGION

Agricultural Lands

Since 1955, Texas has been experiencing a steady growth of urban centers and populations, and a corresponding decrease in farm labor and acreage harvested for agricultural crops. Even so, more than $7,000,000,000 is added yearly to the Texas economy from the agricultural industry.[4] In the AACOG region, farm earnings were over $50,000,000 in 1969, and are expected to reach $57,000,000 by 1980.

Excluding Bexar County, the 1969 farm earnings comprised 15% of the total county earnings in the region.*

Roughly 870,000 acres of prime agricultural lands exist in the AACOG region (See Map I).** These Class I and II lands, as identified by the Soil Conservation Service, are those which have slope and soil characteristics most suitable for crop production. These lands present few limitations to developments, and therefore are subject to a great deal of competition for development purposes. Construction costs are greatly reduced on land which is relatively level, and which is easily serviced with utilities.

In the AACOG region, the availability of Class I and II agricultural lands for crop production is gradually diminishing as highways, reservoirs, airports and urban expansion continue to make inroads on these fertile lands. It should be noted that a large portion of San Antonio and many other cities in the region now cover what was once prime agricultural land.

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*Calculated from Personal Incomes and Earnings data, supplied by the Bureau of Economic Analysis, Department of Commerce.

**Estimated from data provided by the Soil Conservation Service. Accurate acreage figures are not available, except for Bexar County, where 105,750 acres of Class I and II lands were present as of May 1972.

The need to preserve the remaining prime agricultural lands in the region for crop production has been overshadowed by the controversy regarding the Edwards Aquifer recharge zone. Meanwhile, the availability of prime agricultural land continues to diminish. These lands should be preserved for their prime utility open space value of crop production. Properly managed, these land areas can play important roles in reducing undesirable effects of wind and water erosion. Multiple use of these lands should be encouraged only when the proposed uses will not destroy the value of the land for agricultural production.

A special case exists for the agricultural use of suitable land adjacent or near airport runways. Noise pollution and hazard potential make necessary the protection of both nearby residents and the operational capability of the airport. This is best accomplished through compatible land use of the airport environs. Where suitable soils exist, agricultural use is one of the most compatible land uses, and should be strongly supported and recognized in planning efforts related to airport environs.

Mined Lands

In the AACOG region mineral production centers around sand and gravel, limestone, clay, and oil and gas. The largest portion of land disturbed for mineral production is

for the extraction of sand and gravel, although large areas have also been mined for limestone (See Map I).* The production of sand and gravel in the region is effected by a process known as area or surface strip mining, while limestone is produced by open pit or quarry operations.

Sand and gravel sites, in particular, have a high potential for recreational open space redevelopment. They are well-situated in relation to urban centers, are easily accessible, and often contain abundant water features and varied topography. Unfortunately, "...developers seldom consider a depleted site as arable land, even though the same site can be transformed into a finely graded and pleasantly green site which would be readily acceptable."[5]

The cost of reclaiming these sites for recreational use varies considerably. If the mining operation is conducted in such a way that all phases of the operation are geared toward the final land form (progressive rehabilitation), reclamation usually can be achieved for under $500 per acre.[6] Reclaimed for desirable secondary uses, the site would tend to increase the value of adjacent lands and improve the quality of life as it is enveloped in the city.*[7]

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*Transportation costs necessitate locating gravel mines close to urban areas, where most gravel is used. Eventually the city grows around these sites.

Open pit or quarries also contain a high potential for recreational re-use. The sunken garden in Brackenridge Park, for example, was built in an old limestone quarry. Quarries provide a 'natural' setting for any activity that requires a backdrop, such as for amphitheater development or for a shooting range. The steep walls also act as a barrier to nearby activities, providing a sense of isolation and solitude.

In addition to redevelopment for a wide variety of recreational uses, mined lands often have a high re-use potential for agricultural, residential, commercial, industrial and educational purposes. Special uses such as sanitary landfills, sewage disposal sites, reservoirs, and fish hatcheries also may be feasible on mined lands. Mined lands should be very carefully selected for any given use. For example, sand and gravel mines located near streams or in floodplains would not usually be suitable for waste disposal. The use of quarries for this purpose is also limited, unless the quarry can be properly sealed.

The potential of a given mine site for a particular secondary use is dependent upon several factors, each of which must be assessed in relation to the proposed use and the combination of which will determine the cost of

reclamation. These factors include site location and access, acreage involved, topography, soils, vegetation, adjacent and projected land uses, drainage patterns, geology, hydrology, availability of potable water, electricity, and sewage systems, and land ownership and financing.

Solid Waste Disposal Sites

In the AACOG region, there are at least 46 sites being used for the disposal of solid wastes, ranging in size from less than 10 acres to over 400 acres. Most of these sites are located close to the urban populations, and are easily accessible (See Map I).[8] The potential of these sites for secondary open space use is enhanced by the fact that early re-use of landfill areas is usually limited to those uses which do not require a stable foundation base. Settlement of fill materials may vary from site to site and even within a site, depending on the degree of compaction of the materials during the fill operation. Under certain conditions, uncompacted refuse has been shown to settle as much as 29% from its original height over a period of five years (See Table I).

Development of these sites for a wide variety of open space uses can be achieved at relatively little expense. The major reclamation costs for these sites---covering the

TABLE I

SETTLEMENT RATES OF VARIOUS TYPES OF FILL WITH AND WITHOUT THE ADDED WEIGHT OF BUILDINGS[a]

Type of Fill	State of Fill	Settlement From Original Height	Settlement with Added Weight
Well-graded gravel	Well-compacted	Not available	Negligible
Sand	Well-compacted	0.5% in two years	Very low
Sand	Uncompacted	3.0% in three years	Low
Clay	Lightly-compacted	1.0% in three years	Medium
Clay	Uncompacted	10.0% in four years	Very high
Mixed refuse	Compacted	Not available	Medium
Mixed refuse	Uncompacted	29.0% in five years	Very high

[a]G. G. Meyerhof, "Buildings on Fill with Special References to the settlement of a Large Factory," The Structural Engineer, Vol. 29, No. 2, February, 1951, pps. 46-47.

fill with earth and providing enough topsoil to sustain plant growth - - are part of the required operation of a landfill. Seeding and landscaping the site would complete the basic reclamation. As open space areas, reclaimed solid waste disposal sites would provide positive economic and esthetic values for the site and surrounding area.

Sewage Treatment Facilities

There are over 40 secondary sewage treatment facilities in the AACOG region (See Map I).[9] As larger, regional facilities are installed, replacing many of these smaller units, an additional source of land will be made available for other uses. As was the case with mined lands and solid waste disposal sites, the lands supporting these treatment facilities are well located in relation to the urban population and are easily accessible.

In many cases, these sites would not require a great deal of reclamation expenditure for conversion to open space use. Removal of existing structures and limited fill work, grading, and landscaping is all that would normally be necessary. As public-use open spaces, these areas would contribute to achieving the public-use open space goal of 10 acres for every 1000 persons in the urban areas.

Aquifer Recharge Zones

There is no question that the primary natural open space function of the region's aquifer recharge zones is to provide water to the regions underground water supplies. These aquifers, the Hickory sandstone, the Glen Rose limestone, the Edwards limestone, the Carrizo-Wilcox sands and the Queen City sandstone supply almost all of the total water demands for agricultural, domestic, municipal and industrial purposes for the approximately 1,000,000 people in the region (See Map I).

These recharge zones vary from the fractured, cavernous limestones in the northern portions of the region to the porous sandstones in the southern portions of the region, each with unique capabilities and special requirements for their protection and preservation. Some of these recharge areas are also highly desirable for human habitation, a basic land use conflict which has prompted several recent studies designed to determine whether or not recharge zones should be developed and if so, to what degree and with what enviromental safeguards.

Recharge to the aquifers occurs as either direct infiltration of precipitation on the outcrops of the aquifers and/or by seepage from streams that cross these outcrops. Within the recharge zone of each aquifer are many areas

which should be preserved as open space to insure their continued role as important water recharge sites. A large majority of these areas are located in the river corridors that cross the recharge zones. Hondo Creek, the Frio River, the Medina River and Medina Lake, the San Antonio River, Salado Creek, the Guadalupe River, the Blanco River and the Pedernales River are corridors which contain a vast array of unique geologic, hydrologic and scenic features. In addition, there are other areas in the recharge zones which lie outside the river corridors but which are of particular importance as water intake areas. These areas and the recharge areas in the river corridors should be preserved as open space to protect and maintain the water quality and quantity of the aquifers.

UTILITY OPEN SPACE STANDARDS

Standards for the preservation or development of utility open space have little meaning when applied across-the-board. Each type of utility open space has certain characteristics and physical properties, and therefore individual problems or potentials which are not necessarily common to other utility open spaces and which are not easily defined by the use of standards. Where the development of utility open spaces for public use is desired, then standards

can be applied on a project-by-project basis. On the other hand, where it is desirable to preserve large tracts of land for a specific use, such as agricultural lands for crop production, then standards cease to be applicable. The land is either preserved or it is not, and there are seldom intermediate choices, although there may be many methods of preservation.

UTILITY OPEN SPACE ALTERNATIVES

Preservation of Prime Agricultural Lands

In Texas, few methods are available for preserving large tracts of prime agricultural land for agricultural purposes. Suggested alternatives have been listed below. Every effort whould be made to implement these and other applicable alternatives in Texas and in the AACOG region.

Purchases and Leaseback

Cities in Texas have the authority to purchase land areas outside the limits of city jurisdiction. If agricultural lands were to be purchased and leased back to owners with agricultural use stipulations, the land would be preserved. Expenses involved in this process might be self-liquidating, and a profit might even be realized.

Zoning Powers

The creation of zoning powers at the County level of government would provide an effective tool for preserving agricultural lands, as would the expansion of City zoning powers to include the area of extraterritorial jurisdiction. Zoning has been administered at the State level of government in some cases.[10]

Tax Concessions

Increasing land values, property taxes, equipment costs, etc., combine with stable or decreasing farm produce market prices to force many farm operators out of business. Preferential assessment, tax deferments, or tax concessions are alternatives which could be used for the preservation of agricultural lands for crop production.

Permit Controls

In Vermont, under the Vermont Enviromental Control Law of 1970, a permit is required for all residential lots of less than ten acres, for all commercial and industrial developments, and for all development proposed at altitudes greater than 2500 feet.[11] The permit application is subject to review by committee and to approval by the Regional Planning Commissions. The granting of permits is based on statewide plans for future development. Such a system

might have great application in Texas, especially if it was developed in conjunction with a statewide land use policy.

Any alternative developed and implemented to preserve agricultural lands in Texas will of necessity require some means of providing for adequate or just compensation to the farmer whose land values increase but whose lands are preserved for agricultural use, preventing profitable sale. Enabling legislation at the State level of government will undoubtedly be a necessity.

Mined Land Reclamation and Re-Use

Surface or strip mining is, and will continue to be, an important part of the American industrial economy. It provides a high efficiency in mineral recovery, and is usually less costly than other methods of mining. For the mine workers, it is, by far, the safest method of mining.

Surface mining, however, involves costs which may not appear in the market transaction of the product. These hidden costs arise with the diminishing availability of useful land; with pollution which is hazardous to human life, to property, and to wildlife; with the destruction of the natural and esthetic qualities of the land; and with the degradation of other natural entities to which a dollar value cannot always be assigned.

The increase of enviromental degradation stemming from mining operations has prompted the adoption of mining laws in twenty-two states. Each statute has been tailored to fit the needs of the state involved, and all include provisions for the reclamation of mined lands.

The 166,000 acres of mined lands disturbed by strip and surface operations in Texas as of 1965 represents the sixth largest total of all fifty states.[12] Of this, over 136,000 acres were in need of reclamation.[13] With the introduction of large scale strip mining for lignite in East Texas, public pressure favoring the adoption of reclamation laws for Texas has greatly increased. On March 8, 1971, House Bill No. 945 was introduced in the Texas legislature by Representative Ben Grant. The Bill was read and referred to the Committee on Oil, Gas and Mining. As proposed, the Act would have provided for reclamation on less than 8 percent of the land disturbed by mining operations in the State; sand and gravel operations, which account for about 70 percent of all mined lands in Texas, were not included in the provisions of the Bill.*[14]

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*Texas, H.R. 945, 62d Leg., 1st sess., Sec. 15, (1971). By definition " 'Surface Mining' relates to the mining of coal, iron ore, or lignite by removing the overburden lying above the natural deposits and mining directly from the natural deposits thereby exposed."

Mined lands present a problem of State-wide significance. In Texas, most mined areas do not fall within the jurisdiction of municipal governments, and with the exception of floodplain zoning, only three counties--Val Verde, Cameron, and Willacy--have any legal land use controls. Thus, in Texas, control of mining and reclamation procedures would be best effectuated at the State level of government.

Re-Use of Solid Waste Disposal Sites

The alternative open space secondary uses of solid waste sites are limited primarily by the imagination. In Virginia Beach, Virginia, for example, an entire mountain is being built from "...bottles, cans, and other things...". Mt. Trashmore is the first sanitary landfill destined to be the site of a major recreation area, which will include, among other things, a soapbox derby track, and a 2500-seat ampitheater.[15]

Re-use of solid waste disposal sites should be given a great deal of consideration by public entities in the AACOG region. Investigations of the potential open space re-use of solid waste disposal sites in the region should be included as a part of local planning efforts.

Secondary Use of Sewage Treatment Sites

Sewage treatment facilities in the region which will be made obsolete with the installation of regional facilities, should be considered for their potential redevelopment into public-use open space lands. Some will be too small to warrant expenditure for more than basic reclamation. However, those which have the highest potential and which could be developed with the least expenditure should be identified. Public entities in the AACOG region should strongly consider the re-use of local sites for recreational open space purposes.

Preservation of Unique Open Space Areas in the Aquifer Recharge Zones

A cooperative regional environmental study of the San Antonio, Guadalupe, and Nueces River Basins was begun in 1972. The study includes work being done by the Bureau of Reclamation, the Corps of Engineers, the Soil Conservation Service, the U. S. Geological Survey, and the Texas Water Development Board, and includes a study of the ground water resources of the region. The final report, to be published in 1975, will contain recommendations regarding water resources management in the region including the aquifers supplying ground water, and may include alternative land use plans for the aquifer recharge zones. If urban development on the recharge zones continues at its present

rate many of the prime and critical open spaces will be developed before 1975. Interim measures need to be taken prior to that time, in order to preserve these areas at least until the final study recommendations are made.

These alternative steps include:

1. The participation of AACOG member counties in the National Flood Insurance Program, and the use of flood plain zoning as authorized under the program by participating counties, and

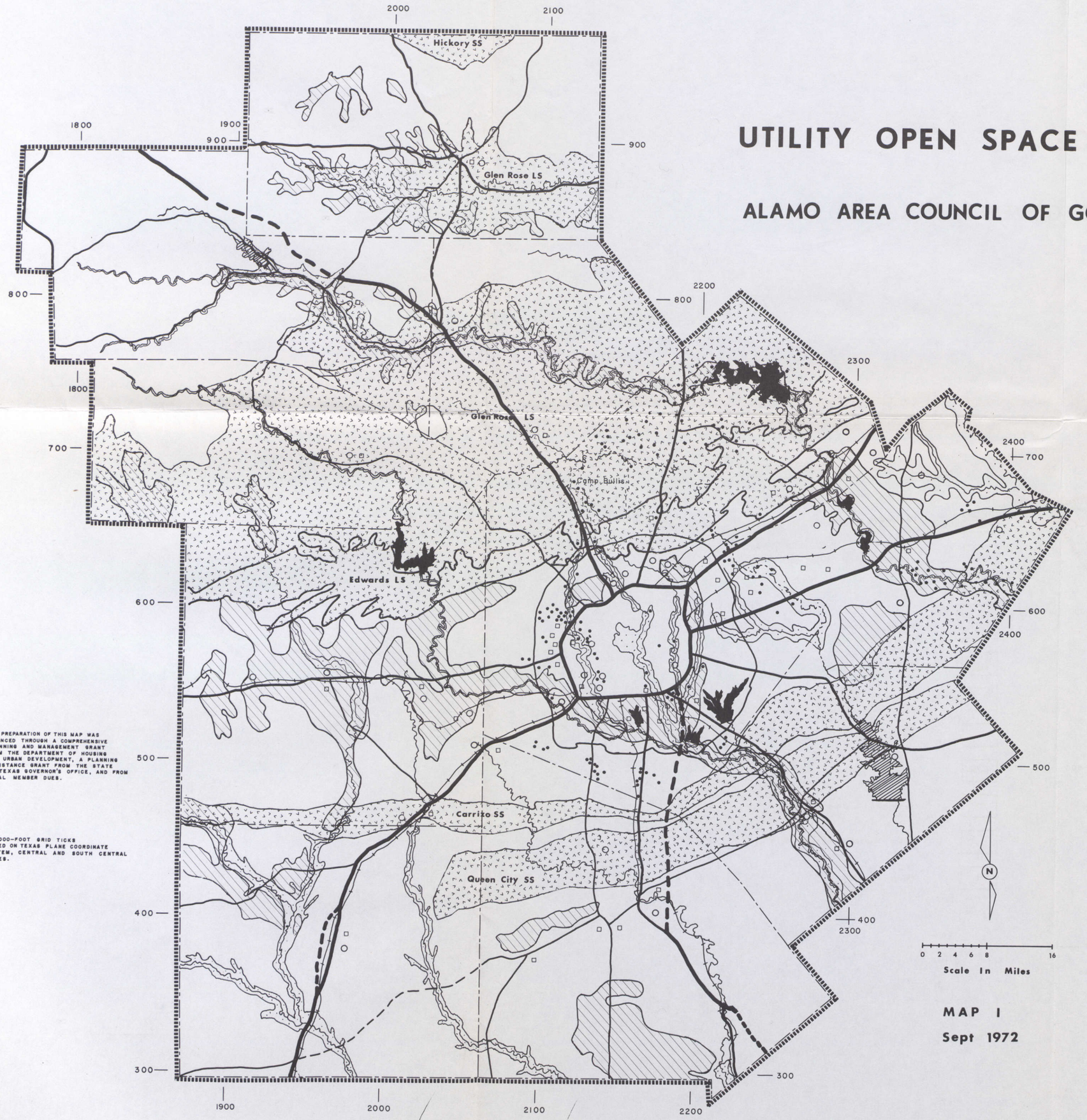
2. The revision of the existing Texas Water Quality Board Order regarding the Edwards Aquifer, to make it a more viable tool for protecting the Edwards Aquifer, and the strict enforcement of that Order, and similar provisions for the Hickory, Glen Rose, Carrizo-Wilcox, and Queen City aquifers, as needed.

3. Encourage the redirection of urban growth away from aquifer recharge zones. Any attempt at redirection should also avoid further urbanization of Class I and II agricultural land.


utility

UTILITY OPEN SPACE

ALAMO AREA COUNCIL OF GOVERNMENTS



THE PREPARATION OF THIS MAP WAS FINANCED THROUGH A COMPREHENSIVE PLANNING AND MANAGEMENT GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, A PLANNING ASSISTANCE GRANT FROM THE STATE OF TEXAS GOVERNOR'S OFFICE, AND FROM LOCAL MEMBER DUES.

100,000-FOOT GRID TICKS BASED ON TEXAS PLANE COORDINATE SYSTEM, CENTRAL AND SOUTH CENTRAL ZONES.

LEGEND

- Highways
- Proposed Highways
- Rivers
- Flood Plains
- Reservoir
- Proposed Reservoir
- Class I & II Soils
- name — Aquifer Recharge Zone
- Sewage Treatment Site
- Solid Waste Disposal Site
- Mine Site

N

0 2 4 6 8 16

Scale In Miles

MAP I

Sept 1972

CHAPTER III

CORRIDOR OPEN SPACE PLAN UPDATED AND REFINED

PREVIOUS STUDIES

The concept of corridor open space, as defined by Phil Lewis, was first examined in terms of the AACOG region by the School of Architecture of the University of Texas at Austin, in cooperation with the AACOG planning staff. Presented in Environmental Analysis, the study defined corridor open spaces as those areas which included elements of the enviroment that separately or in combination tended to form lineal patterns of land areas. The majority of these natural corridors follow the rivers and streams of the region. The study noted that the identification of the corridors did not necessarily preclude development, but that to protect the quality of the environment, developmental plans should be compatible with the character of the environment within those corridors. It was also noted that, by and large, the same areas are likely to have high potential for development, and thus "...are often susceptible to urban misuses."[16] A field study of the individual corridors was highly recommended to evaluate the natural elements within the corridors, and to identify areas suitable (or not suitable) for specific land uses.

Alternative Growth Patterns, published in November of 1969, presented the data from the previous study in conjunction with alternative patterns of growth and development for the region. No refinement of the corridor study was made, but it was recommended that the existing corridors "...be reviewed and refined through field studies and local priorities...".[17]

In April of 1970, Environmental Analysis for the AACOG Region was updated, refined, and reproduced. Corridors were specifically cited as prime areas for the development of additional park and recreation facilities. The need for field studies was again pointed out. The report specified the Sabinal River and Canyon, Medina River and Lake, Guadalupe River, Cibolo Creek, and the San Marcos River corridors as having a high potential for recreational development.[18]

The most recent AACOG open space planning publication, entitled Open Space Planning of the Alamo Area Council of Governments, adopted the open-space classification set forth by the late Sam Zisman, in his work Where Not to Build. Zisman's definition of corridor open space was adapted for the AACOG region as being those land areas associated with highways, railroads, rivers, utility lines, and other lineal patterns of either pristine or developed land areas.[19]

The AACOG publication, while presenting this basic definition, was concerned primarily with green open space (primarily recreational areas). The green open space planning phase is updated and refined in Chapter IV of this report.

The original Zisman classification included floodplains as a utility open space. That classification has been modified to include floodplains as corridor open spaces in this report.

CORRIDOR OPEN SPACES OF THE REGION

Man Made-Corridors

Highways, railroads, and utility lines are the major man-made corridors in the region (see Map II). With over 4,000 miles of associated rights-of-way, this network serves as a basic element in the corridor open space framework, providing linkages between population centers and serving as points of reference and organization.[20]

In the past, the majority of these land areas have been used for specific single purposes. However, increased population pressures and rising land values may soon necessitate the consideration of multiple and compatible uses of these corridors. Existing and abandoned railroad corridors, for example, may eventually play important roles

in future transportation systems. Pipeline easements may have the potential to support additional utilities. In some cases, recreation may prove to be a valuable use of road rights-of-way or other man-made corridors.

Although these and other possible uses of man-made corridors may not be regionally applicable, such uses should be considered in local planning efforts, and supported when additional uses of these corridors are feasible and practical.

Of primary concern in planning for any additional uses of man-made or natural corridors within the region, is the provision for adequate protection of adjacent land areas from corridor uses, and conversely, the protection of corridor users. This is especially true in instances where public development and management is desirable. Normally, the need for public protection is greatest at or near points of auto access, where the majority of users will congregate. The degree of protection needed usually decreases with increased distances from these access points, due to the fact that fewer people are willing to expend the time and energy required to reach the more remote areas, and those who do are less apt to abuse their use privileges.

In no case should public development of corridors for any additional uses be undertaken when adequate public protection cannot be provided.

River Corridors

The over 1000 miles of streams and associated floodplain corridors in the AACOG region offer a great potential for many types of public and private recreational use. (See Map II).[21] Because of their primary functions of providing a channel for the runoff of excessive rainfall, floodplains are not well-suited for extensive development involving permanent structures. Although engineering structures may partially reduce the possibility of flooding, the majority of the floodplains in the region will continue to serve their natural function. Consequently, major development in floodplains will continue to be a risky business.

Extensive recreation use, on the other hand, may be quite suitable on floodplains. Trails, picnicking, camping, and nature study facilities, for example, can be developed without the danger of great financial loss. As an added bonus, the flora and fauna common to floodplains is quite diversified and often unique to the surrounding area. Except for the possibility of flooding and the soils associated with floodplains, no special development problems

exist for the use of floodplains for a wide variety of recreational uses.

Existing and proposed reservoirs should be considered as integral parts of river corridors. Although these bodies of water present a high potential for recreational use, reaching that potential is heavily dependent upon the amount of land area available for public access to the water. Public-use recreational development of land adjacent to proposed reservoirs should be given a high priority in future developments.

CORRIDOR OPEN SPACE STANDARDS

Uniform standards for the preservation or development of corridor open space cannot be applied easily to all corridor open space. Each corridor has specific physical properties which will, in large part, govern its development.

CORRIDOR OPEN SPACE ALTERNATIVES

Floodplain Management

One of the most practical alternatives to the corridor open space needs of the region is floodplain management. Prior to 1968, only incorporated cities had the authority to direct the type and quality of development on floodplains, and that authority was often severly restricted. Consequently, a great deal of floodplain development occurred

which included no provisions for flood protection. This practice is still occuring in the region, and if allowed to continue in the future, will greatly increase the occurrence and severity of loss of life and property due to flooding.

The Flood Insurance Act of 1968 was signed into law to provide low-cost insurance for structures presently located in floodplains, and to provide participating cities and counties with the tools and authority needed to prevent undesirable development in floodplain areas.[22]

To participate in the program, units of government make application by resolution, and by the adoption of management and enforcement provisions for floodplain development. The Texas Water Development Board assists local governments in doing this. Eligibility for subsidized insurance rates is based on surveys which delineate floodplains, and which can be financed by either the Federal government or by local governments. Units of government are encouraged to participate in the program, and should contact the Texas Water Development Board, in Austin.

Water Quality Board Orders

Management of sewage disposal which affects water quality can be partially achieved through the use of Orders from the Texas Water Quality Board. Requests for such

Orders can be quite restrictive by establishing minimal standards for the disposal of sewage effluent which affects the quality of waters. Density requirements can be included which, in effect, can serve to restrict development.

City Zoning

The authority to zone lands within the limits of incorporated areas is a tool which can be effectively used to manage floodplain development. It is imperative that incorporated cities use this authority advantageously to prevent undesirable development in floodplains.

Federal Funding Procedures

There are several Federal grant-in-aid programs available which can be used in part to finance certain developments in corridor open spaces. Grants are normally made based on the availability of local matching funds. This poses a special problem to economically depressed areas in the region, in that they are unable to compete for grants on the same scale as areas with a high tax base. There is an urgent need for innovative Federal funding procedures which would enable those areas with a high need but low financial capability to qualify for a higher proportion of Federal funds.

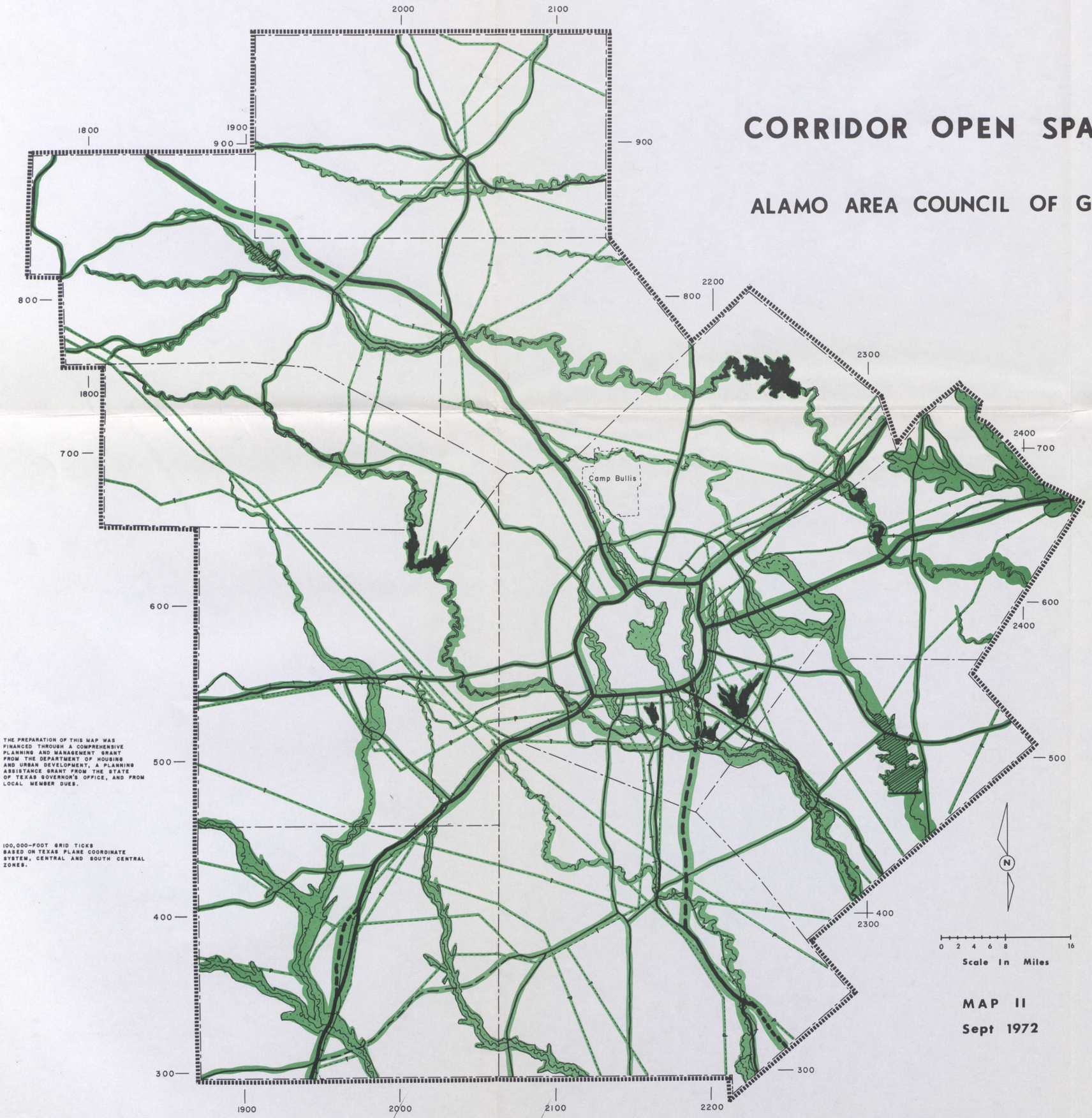
CORRIDOR AS RELATED TO GREEN OPEN SPACE

Although recreational development is not the only dual use to which corridor open space in adaptable, it is certainly among the most feasible in terms of land characteristics and limitations as well as the cost of development. It will be noted that the majority of open space potentials listed in Chapter V fall within the natural corridors of the region.


Corridor

CORRIDOR OPEN SPACE

ALAMO AREA COUNCIL OF GOVERNMENTS



THE PREPARATION OF THIS MAP WAS FINANCED THROUGH A COMPREHENSIVE PLANNING AND MANAGEMENT GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, A PLANNING ASSISTANCE GRANT FROM THE STATE OF TEXAS GOVERNOR'S OFFICE, AND FROM LOCAL MEMBER DUES.

100,000-FOOT GRID TICKS BASED ON TEXAS PLANE COORDINATE SYSTEM, CENTRAL AND SOUTH CENTRAL ZONES.

LEGEND

- Highways
- Proposed Highways
- Rivers
- Flood Plains
- Reservoir
- Proposed Reservoir
- Utilities
- Corridors

N

0 2 4 6 8 16

Scale In Miles

MAP II

Sept 1972

CHAPTER IV

GREEN OPEN SPACE PLAN UPDATED AND REFINED

PREVIOUS STUDY

In the AACOG Open Space Planning publication of September of 1971, "Green Open Space" was defined as being "...areas such as parks, greenbelts, scenic areas, and natural areas (which) are significant in their use as natural sites in relation to the urban environment."[23]

Although some green open space can also be classified as corridor or utility open space, green open space is classified as such primarily because of its value in providing areas in which people may engage in passive and active recreational pursuits.

GREEN OPEN SPACES OF THE AACOG REGION

In the AACOG region, the total land area devoted to green open space use, as of May 1972, was 39,030 acres.* Of this, 19424 acres were in private ownerships, 5,580 acres were devoted to quasi-public use, and 14,026 acres were publicly owned and operated (See Maps III, IV).

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*Calculated from data provided by the Texas Parks and Wildlife Department, member governments, and the Texas Highway Department.

The AACOG Executive Committee has adopted a position geared toward the development of no-fee or nominal-fee public-use recreation areas, based on the fact that yearly earnings of approximately 40% of the households in the AACOG region do not exceed $5,000.00.[24] Although quasi-public and private-use recreational areas are and will continue to be an important and encouraged part of the total recreational land area, they are not included in calculating standards, deficits, or future green open space needs of the region.

GROSS ACREAGE STANDARDS FOR GREEN (PUBLIC-USE) OPEN SPACE

The Value of Standards

One of the most important reasons for adopting standards for any given purpose is that of identifying a goal; something to shoot for. Once a standard is established, it can be used to provide incentive for reaching that goal. It can be used to inspire involvement of the general public, and to act as a guide or checkpoint for action taken to reach that goal. It can also be used to establish justifiable functions and carrying capacities of areas for different types of developments.

Public-Use Open Space Standards Elsewhere

Gross acreage standards established across the country for public-use open space on a regional basis vary from as

low as 20 acres/1000 population to over 120 acres/1000 population.[25] These standards have been established to fit individual regional needs and concerns, and no two standards are exactly alike. Generally speaking, where standards have been set high, public support has allowed for the acquisition and development of a great deal of public-use open space lands.

Gross Acreage Standards for the AACOG Region

Recognizing the need for regional public-use open space standards, and the value of establishing high goals for the acquisition and/or development of land for public recreational use, the AACOG Executive Committee has adopted 90 acres for every 1000 people in the region as the regional public-use open space gross acreage standard. This standard was developed by a special subcommittee of the Open Space Committee assigned to analyze existing standards in use throughout the nation and to formulate standards which should reflect the needs of the region. The 90 acres/1000 population was further broken down as explained in Table 2.

Standards Adopted Prior To This Report

Definitive standards for regional parks, recreation areas and natural areas were adopted by the AACOG Executive Committee in the fall of 1971.[26] These standards were

TABLE 2

GROSS PUBLIC USE OPEN SPACE STANDARDS
FOR THE AACOG REGION*

Acres/1000 Population	Description
10 acres	Primarily in-city service area. Includes city parks and special purpose areas. Does not include public-school grounds, private, quasi-public, voluntary agency lands, or land not under public ownership or control.
15 acres	Primarily regional service area.** Includes parks, recreational and natural areas of regional significance, except city parks of regional significance.
65 acres	All other public-use recreational lands. May be of local, regional, or state significance. Need not meet regional criteria.
TOTAL: 90 acres per 1000 population	

*Water acreages not included in standards, nor in the following deficit analysis.

**Regional as defined by characteristics listed in the AACOG Green Open Space Document and on pages 39-41 of this report.

stated in terms of point values for given characteristics, and serve to define those areas of which a minimum of 15 acres per 1000 persons is called for in the regional gross acreage standards. An area qualifies as being regional when a minimum total value is reached.

Regional Recreation Areas are a blend of urban and state recreation sites, including areas and activities at one location that have been forecasted to be the most popular in the coming years. A regional Recreation Area must possess a minimum of 17 points on a 25-point scale--including all 3 point characteristics and one 2 point characteristic.

Characteristics	Point Value
Convenience facilities	3
Water oriented	3
All weather roads	3
Camping areas	2
Picnicking areas	2
Park supervision	2
Boat launches	1
Marina	1
Outdoor sports area	1
Golf course	1
Nature trail	1
Bridle trail	1
Cycling trail	1
Cabins and shelters	1
Group pavilions	1
Little water fluctuation	1

Regional Natural Areas are those which must be protected, and have a minimum of development on the site. The size of the area has no minimum designation. The regional natural area must possess a minimum of 15 points on a 20 point scale, including all of the 3 point characteristics.

Characteristics	Point Value
Geological, ecological, esthetic, or unique natural area	3
Controlled ingress and egress	3
Limited development (10% or less)	3
All weather roads (major circulation)	2
Convenience facilities	2
Sense of isolation	2
Nature trails	1
Interpretive service	1
Camping (confined-small scale)	1
Picnicking (confined-small scale)	1
Water Body	1

Regional Recreational Areas and Regional Parks have three basic requirements:

1. 100-acre minimum site size.

2. Driving distance of not more than one hour to one and one-half hours, and not more than 70 miles from the City Hall of San Antonio.

3. Using a service radius of thirty miles from the community of major population within the member county, the area must lie within this radius and serve more than two member counties.

Regional Park Areas contain characteristics of both recreational areas and natural areas. The Regional Park Area provides more activities, and it must possess a minimum of 21 points of a 33-point scale--including four of six 3 point characteristics, two of three 2 point characteristics and five of nine 1 point characteristics.

Characteristics	Point Value
Special interest area	3
Convenience facilities	3
Water oriented	3
All weather roads	3
Unique natural, geological, ecological or esthetic area	3
Controlled access	3
Camping area	2
Picnic grounds	2
Park supervision	2
Water-oriented activities	1
Outdoor sports area	1
Golf course	1
Nature trail	1
Bridle path	1
Cycling trails	1
Cabins or shelters	1
Group pavilions	1
Interpretive service	1

DEFICIT ANALYSIS
BASED ON ADOPTED STANDARDS

By classifying city parks of regional significance as part of the desired 10 acres per 1000 persons in the city, and analyzing the existing regional acreages in terms of the desired 90 acres per 1000 persons, existing regional acreage deficits appear as follows:

For 10 acres per 1000 persons, in city service area

desired acres	-	existing acres*	=	deficit
9,930	-	5,534		4,396 acres**

For 15 acres per 1000 persons, regional service area

desired acres	-	existing acres*	=	deficit
14,896	-	7,981		6,915 acres**

For 65 acres per 1000 persons, all other acreage

desired acres	-	existing acres*	=	deficit
64,548	-	511		64,037 acres**

	desired acres	-	existing acres*	=	deficit
TOTALS:	89,374	-	14,026		75,348 acres***

*Sources listed on page 43.
**To the nearest whole acre, no adjustments made for population change from 1970-1972.
***Approximately 1% of the total land area of the region.

Projections of total acreage needs for the future are obtained from the same basic formula, as:

Year	Projected Population*	x	90 acres/100 pop.	=	desired acres
1980	1,110,764	x	.09	=	99,969 acres
1990	1,260,587	x	.09	=	113,453 acres
2000	1,395,765	x	.09	=	125,619 acres

THE DEVELOPMENT GAP

The preceding deficit analysis points out an obvious void in the total public recreational land development of the AACOG region. Of the total deficit of 75,348 acres, only 4,396 or 6% falls in the 10 acres per 1000 persons desired acreage for primarily in-city service, and only 6,915 acres or 9% can be contributed to a deficiency in areas of regional significance. Approximately 85% of the total deficit is revealed in the category of 65 acres per 1000 persons: all other public-use recreational lands.**

Thus, there exists a gap in recreational development between City and State levels of government. City and State agencies develop land of local and Statewide

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*Preliminary census projections for the AACOG region from AACOG Social and Economic Planning Program.

**Calculations based on existing areas data supplied by the Texas Parks and Wildlife Department, the Texas Highway Department and member governments.

significance. Between these two units of government lies the great majority of recreational land resources, the development of which is normally outside the capabilities or responsibilities of City or State governments. This land provides the greatest potential for filling the public-use open space acreage deficit of the region.

BRIDGING THE DEVELOPMENT GAP

The logical solution to the void in recreational land development between City and State governments would be to pool the existing resources of the region in providing more recreational areas. The funds and expertise which exist in the cities could be used for the benefit of both urban and rural population. Existing public agency personnel and equipment outside the cities could be applied towards the maintainance of those areas.

Use of intergovernmental contracts between the City, County, and State levels of government to achieve more recreational land development is one alternative to the problem. Another alternative is the formation of county park departments with accompanying yearly budgeting for recreational development and maintenance. Still another alternative is the establishment of a regional park development function of the State government.

Where Will The Land Come From?

Land for public-use open space primarily will come from existing corridor, utility, and other open space lands outside of urban areas. The corridors of the region need to be more thoroughly assessed by local planning entities for their potential in filling some of the deficit. Consideration should be given to the feasibility of establishing a regional trail or parkway system. Mined lands in the region should be considered by local governments for their recreational open space potential. Greater emphasis should be given to the re-use of abandoned solid waste disposal sites, sewage treatment facilities, and various other specific types of utility open space which have secondary or dual recreational use potential. Water recharge zones, grazing lands, and forested lands within the region contain many specific sites which are well suited for recreational development.

How Will This Land Be Acquired and Developed?

Methods or techniques of acquiring and developing land for recreational use are numerous and often complicated. Fee simple acquisition is usually desired over the purchase of easements for areas to be developed for a wide variety of recreational uses. However, when only a limited and

specific use is desired for an area, such as for trial development, it is not always necessary or beneficial to purchase more than the right to use the land in a specific manner. Easements, which essentially involve purchasing the right to allow or prohibit certain uses of land areas, can be written for nearly any specific purpose.

Where fee simple purchase or use of easements is not feasible, a public body may exercise its power of eminent domain and condemn the land. Condemnation of land may result in bitter conflicts between public and private entities, and should be used only as a last resort to acquire land for any public purposes.

Tax concessions, deferments, or preferential assessments have not been used to a large extent in Texas as a method of influencing the use of land areas. Donations of land to public bodies for public use usually qualify as tax-deductible.

Zoning powers of many cities could be used to preserve land for a number of open space uses, including recreational, conservational, agricultural, historical, or non-developmental use of floodplains, as well as for density control and open space requirements of residential developments.

Funding Programs Available

To assist local units of government in providing recreation areas, Federal and State Governments have established several funds which are made available on the basis of matching local funds for acquisition and development purposes. The large majority of funds for recreational developments are administered through the Bureau of Outdoor Recreation (Land and Water Conservation Fund). Other Federal assistance which can sometimes be applied toward recreational developments include that from the Economic Development Administration, from the Corps of Engineers, from the Department of Agriculture's Resource, Conservation and Development Program, and through the transfer of Federal Surplus Property.

Qualifying for Federal Funds

For a local unit of government to qualify for Federal funds for the acquisition and/or development of recreational lands, it is necessary to have:

1. The local matching funds, and
2. The land area (whether owned or projected for ownership).

Applications may include requests for acquisition, development, or both. If a request includes funds for development, then it also is necessary to have the plan of

development and cost estimates before funds will be released.

Raising the Local Match

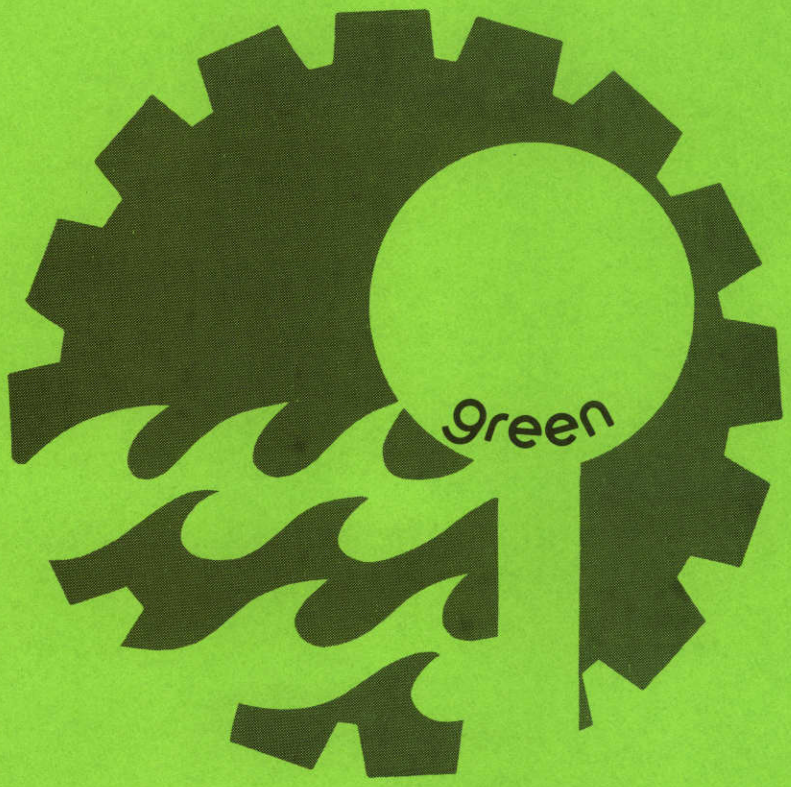
Often, a large proportion of the local matching funds can be in the form of force account work--using the existing resources of the applicant--which can considerably lower the amount of cash needed. The value of land which is to be donated to the applicant can often be applied as part of the local match. Donations of land to be developed with Federal funds should not be accepted until after a notification to proceed with the project has been secured from the funding agency. The value of land donated prior to that time cannot always be counted as part of the local contribution.

Raising the cash remainder of the local share involves the cooperation and work of the local citizens. Fund raising drives, sponsored by service organizations, are one effective means of raising the local share. Any fund raising drive initiated by private citizens should be accompanied by an active publicity campaign.

Site Plans

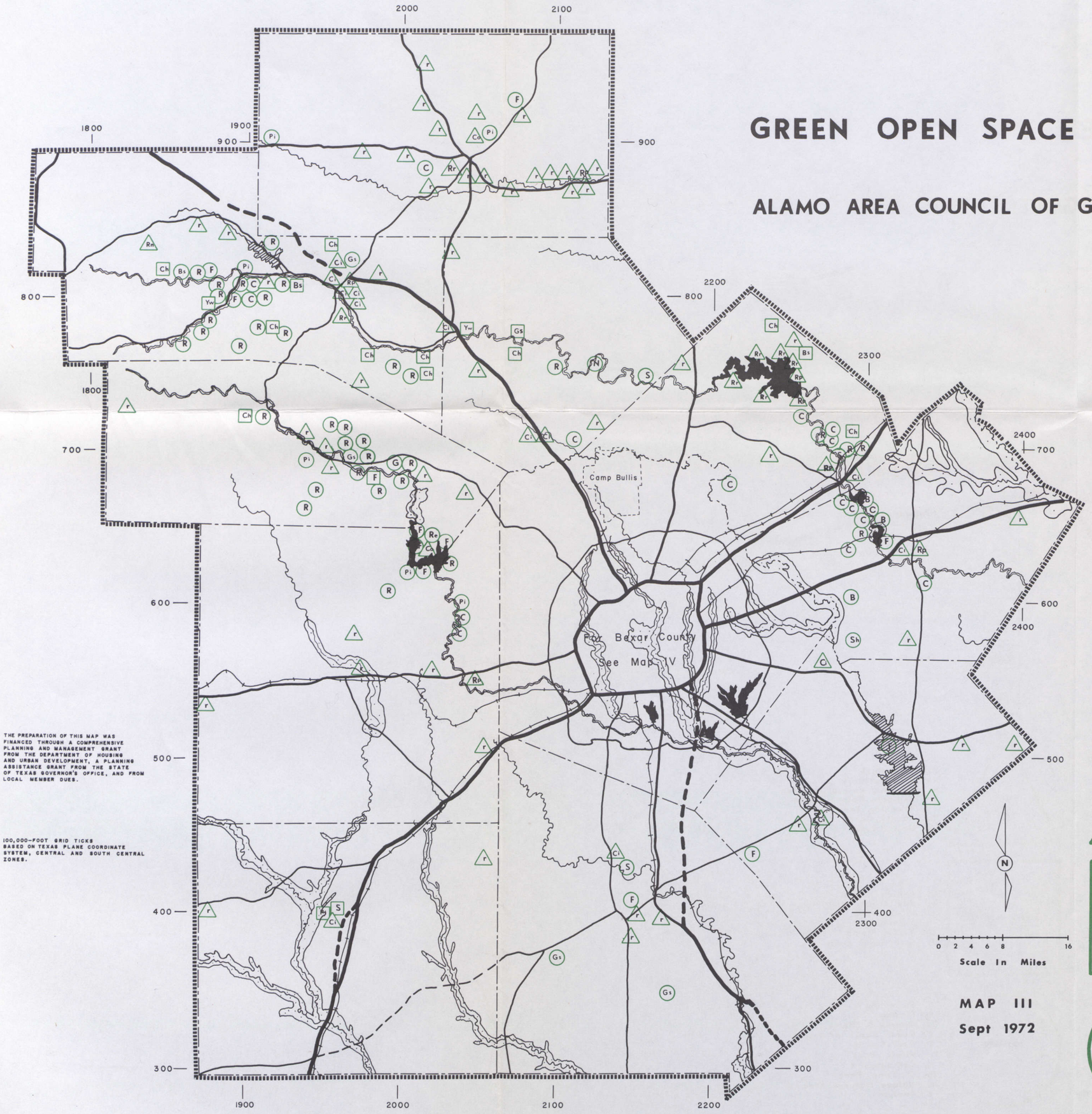
Site plans and cost estimates are necessary before Federal funds are released for development projects. In many cases, site plans can be produced by the applicant's

planning department or consultant. The Texas Parks and Wildlife Department provides a comprehensive site planning service to units of government which meet certain conditions of need.


green

GREEN OPEN SPACE

ALAMO AREA COUNCIL OF GOVERNMENTS



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100,000-FOOT GRID TICKS BASED ON TEXAS PLANE COORDINATE SYSTEM, CENTRAL AND SOUTH CENTRAL ZONES.

0 2 4 6 8 16

Scale In Miles

MAP III

Sept 1972

LEGEND

- Highways
- Proposed Highways
- Rivers
- Flood Plains
- Reservoir
- Proposed Reservoir

PUBLIC

- Ci City Park
- Rp Regional Park
- Rr Regional Recreation Area
- Rn Regional Natural Area
- r Roadside Rest Area
- Co County Park
- G Golf Course

QUASI-PUBLIC

- Ch Church Camp
- Bs Boy Scout Camp
- Pi Picnic Area
- S Swimming
- Yw YWCA Camp
- Gs Girl Scout Camp

PRIVATE

- S Swimming
- F Fishing
- Gs Games & Sports
- R Guest Ranch or Resort
- G Golf Course
- Pi Picnic Area
- C Campground
- Sh Shooting Range
- N Unique Natural Area
- B Boating

GREEN OPEN SPACE

BEXAR COUNTY

Camp Bullis

Legend

- Highways
- Proposed Highways
- Railroad
- Rivers
- Lakes

PUBLIC

- Ci City Park
- Co County Park
- G Golf Course
- r Roadside
- Rn Regional Natural Area
- Rp Regional Park
- Rr Regional Recreation Area

QUASI-PUBLIC

- Bs Boys Scout Camp
- Ch Church Camp
- Gs Girl Scout Camp
- Pi Picnic Area
- S Swimming
- Yw YWCA Camp

PRIVATE

- B Boating
- C Campground
- F Fishing
- G Golf Course
- Gs Games & Sports
- N Unique Natural Area
- Pi Picnic Area
- R Guest Ranch
- S Swimming
- Sh Shooting Range

Scale In Miles: 0 1 2 3

MAP IV

Sept 1972

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100,000-FOOT GRID TICKS BASED ON TEXAS PLANE COORDINATE SYSTEM, CENTRAL AND SOUTH CENTRAL ZONES.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

THE OPEN SPACE SYSTEM

The AACOG open space plans thus far have dealt with the three major types of open space in the region--corridor, green, and utility open space. Within each of these classifications are many different types of land areas, which together comprise the total open space system of the region. Open Space is a valuable asset to the region. As such, the lands comprising the open space system are subject to a variety of land uses, some complementary, and others conflicting with the natural values of open space.

Certain types of open spaces are more subject to damage from conflicting use than are others. These include areas such as floodplains, aquifer recharge zones, and agricultural lands. If the open space value of such areas is to be maintained for the benefit of the people of the region, then the open space alternatives are not a question of preservation versus development, but of how and to what extent preservation should be accomplished.

The demand for more public recreation lands can be expected to increase in the future. The availability of land for recreational purposes in or near the urban centers

of the region will decrease in direct proportion to the amount of land used for residential, institutional, commercial or industrial purposes. The secondary use of lands not now thought of as containing a high recreational potential will become increasingly important in or near urban centers. Intergovernmental cooperative efforts to develop land outside the cities for the use of both the urban and rural residents of the region will play an important role in the future.

REGIONAL OPEN SPACE POLICIES AND GUIDELINES FOR DEVELOPMENT

In order to implement the goals of regional open space development, and to convert plans into physical realities, policies and guidelines must be established for use in evaluating the merits of proposals affecting the use of open space.

Policies and guidelines may also serve to inspire citizen involvement in implementation of plans, and often serve to discourage development which is not in harmony with regional plans.

Policies and guidelines for open space development in the AACOG region are listed below. These were developed over a two year study of open space problems and needs within the region, and include many suggestions from elected

officials and citizens throughout the region. Commitment to the policies by public and private developers of open space will greatly aid in accomplishing goals and meeting open space needs in the AACOG region. In addition, the policies can be used as a basis for regional clearinghouse review and comment on applications for State and Federal assistance for open space management, perservation and/or development.

It shall be regional policy to encourage those projects which are in conformance with the regional open space plan, which are not in conflict with other projects, proposed projects, or plans, and which:

1. *Assist in the management of floodplains to prevent the loss of life and property due to flooding, and to enhance the quality of water in the region,* through the use of zoning ordinances, development codes, Texas Water Quality Board Orders, outright purchase, easements, participation in the National Flood Insurance Program, and other available means.

2. *Assist in protecting the underground aquifer and recharge zones of the region* through the use and strict enforcement of Texas Water Quality Board Orders, zoning and code enforcement, floodplain management, water well permit and inspection procedures, projects designed for open space perservation, and other available means.

3. *Help to preserve the Class 1 and 11 soils in the region for agricultural use,* by encouraging project locations which do not permanently remove Class I and II soils from agricultural production.

4. Seek to perserve or protect the unique or significant scenic, historic, scientific, and environmental assets within the region.

5. Assist in providing:

   a. Urban areas with 10 acres of public use open space for every 1000 persons, and

   b. The region with 15 acres of public use open space which meet regional criteria for every 1000 persons in the region, and

   c. The region with 65 acres of public use open space which need not be limited to in-city service area or meet regional criteria for every 1000 persons in the region.

6. Promote the use of intergovernmental contracts and agreements for the joint funding of open space developments.

7. Provide additional neighborhood parks, parkways, plazas, malls and similar areas for use by the citizens of and visitors to the region, especially in those areas where need is significant and a shortage of such areas is obvious.

8. Promote the linkage of established permanent open spaces, by the use of natural or man-made corridors, and which recognize the multi-use potential of public and private easements and right-of-ways, where such use is desirable and feasible.

9. Help to prevent or correct urban blight, either through beautification, urban shaping, or other projects designed to improve esthetics.

10. Provide opportunities for private investment in recreation and open space developments which would help meet open space goals and fulfill needs.

11. Include the development of mined sites and liquid and solid waste disposal sites for public-use open space, where such development is feasible and would contribute toward reaching the regional open space goals.

These policies will form the basis for the review of all project applications affecting the use of open space which request State or Federal assistance. Undoubtedly, projects will arise which do not fall within the guidelines. These will be reviewed on a project-by-project basis, based on individual project need and merit. It is also possible that a few worthwhile projects will arise which are in direct conflict with one or more of the policies, but which are greatly needed. Exceptions to the policies should be permitted only when there are no feasible alternatives, and the merits of the project can be shown to far outweigh any negative environmental effects.

Action to support these policies which should be taken at the local level of government include:

1. Adoption of resolutions of support for the regional open space concept, planning process, and policies.

2. Adoption and enforcement of local codes and ordinances that enhance the wise use of existing open space lands.

3. Inclusion of a higher percentage of funds in City and County budgets to facilitate the development and maintenance of public-use open space.

4. Encourage and support the inclusion of adequate open space as an essential part of all publicly and privately planned residential, institutional, commercial, and industrial developments.

5. Promote and encourage the development of educational materials designed to inform local citizens and visitors of open space and recreational opportunities, and the physical and psychological values of open space.

Support for the guidelines from AACOG should include:

1. Continual updating and refinement of the regional open space plans.

2. Assistance in the preparation of applications for State or Federal financial assistance for local and regional open space developments.

3. Expanded efforts directed toward public information and education related to the values of open space.

4. Pre-feasibility studies on each of the land areas in the region now considered as public-use open space potentials.

5. Expanded technical assistance input into local, regional and state comprehensive open space planning efforts.

Action which should be taken at the State level of government, and is therefore recommended, includes:

1. The conduction of a land use inventory, and the formulation and adoption of land use policies and legislation which could be applied to insure:

    a. The reclamation of mined lands,
    b. The preservation of Class I and II soils for agricultural use,
    c. The ability of Counties and Cities to more adequately direct the use or development of lands within their jurisdiction, and,
    d. The protection of other environmentally sensitive areas.

2. The revision and strengthening of the Water Quality Board Order now in effect for the Edwards aquifer recharge zone and buffer zone, to make it a more

viable tool for the protection of the Edwards aquifer, and the strict enforcement of that Order, and similar provisions for the Hickory, Trinity, Carrizo-Wilcox, and Queen City aquifers, as needed.

3. Feasibility studies should be conducted by the Texas Parks and Wildlife Department on sites within the region of possible State Significance, to determine the desirability of including such sites in the Texas State Park system.

Action which now should be taken at the Federal level of government, and is therefore recommended, includes:

1. The development and adoption of a national land use policy, along with the appropriate necessary provisions for implementing such a program.

2. The development of Federal funding techniques that would allow those areas with the greatest need but least financial capabilities to qualify for a higher proportion of Federal funds.

3. Clarification as to which project proposals require environmental assessment statements and review procedures.

4. The establishment of a nominal recreational equipment fee or tax which could be returned to local governments for use in acquiring, developing, and maintaining park and recreational areas and facilities.

In addition, the following recommendations are provided for consideration by the citizens of the region:

1. The establishment of recreational programs for persons of all ages, especially in the smaller urban areas in the region.

2. Increased use of school playground and recreational facilities during the summer months.

3. The development of a formal nature center, where the citizens of the region, especially children and students, could learn more about the natural environment of which they are a part.

OPEN SPACE POTENTIALS

The natural progression of the regional open space planning process is the continuation of planning activities of a more specific nature. Within the AACOG region are many areas which, by their very nature, are areas which seem to have a high potential for preservation and/or development as permanent elements of the regional open space system whether by public or private entities. These general locations, shown on Map V, are described in the following pages in terms of their potential use, acreage or miles desired, and priority for preservation or development. Policy numbers listed for each area are those which would be reinforced if the potential use were achieved.

These areas should be studied in greater detail to determine the feasibility of preserving or developing them as permanent open spaces. If development or preservation is deemed feasible, it is suggested that all necessary acquisition, development, and/or preservation proceedings be accomplished within the priority time frames referred to in the map and site information sheets. Total land area represented by these areas is approximately 16,000 acres.

Open Space Potentials

Map and Site Information

Atascosa County

Site #1

General Location:	Accessible to Poteet, Pleasanton, and Jourdanton.
Potential Use:	Regional Park, County Park.
Acreage Desired:	100-acre minimum.
Priority:	10 years to develop.
Policies Reinforced:	1,2,5,6,9

Site #2

General Location:	Lineal access to Site #1 from Poteet, Pleasanton and Jourdanton.
Potential Use:	Hike, bike and horseback trails.
Miles Desired:	Approx, 13 lineal miles for all three access routes.
Priority:	10 years to develop.
Policies Reinforced:	2,5,6,8,10

Bandera County

Site #1

General Location:	Medina Lake Vicinity.
Potential Use:	State Park, Regional Park, County Park.
Acreage Desired	100-acre minimum.
Priority:	5 years to acquire and develop.
Policies Reinforced:	1,2,5,6,9,10

Site #2

General Location:	Northwest Sabinal Canyon.
Potential Use:	State Scenic Park, Regional Park, County Park.
Acreage Desired:	500-acre minimum.
Priority:	5 years to acquire and develop.
Policies Reinforced:	2,4,5,6,9,10

Bandera County (Cont.)

Site #3

General Location:	Sabinal Canyon.
Potential Use:	Scenic Drive.
Miles Desired:	Approximately 10 lineal miles.
Priority:	10 years to institute management practices.
Policies Reinforced:	1,2,4,5,9

Site #4

General Location:	Medina River Corridor from Medina north, including North Prong, Rocky Creek, Robertson Creek and West Prong watersheds.
Potential Use:	Scenic drives, trail developments, protection of river bottom habitat.
Miles Desired:	Approximately 22 river miles.
Priority:	10 years to institute scenic or conservation management practices.
Policies Reinforced:	1,2,4,5,9,10

Site #5

General Location:	Medina River Corridor from Medina to Medina Lake.
Potential Use:	Scenic drive, trail development, protection of river bottom habitat.
Miles Desired:	Approximately 36 river miles.
Priority:	20 years to institute scenic or conservation management practices.
Policies Reinforced:	1,2,4,5,8,9,10

Bexar County

Site #1

Existing Northeast Preserve

Site #2

Existing Olmos Basin Park

Bexar County (Cont.)

Site #3

Existing Brackenridge Park

Site #4

Existing Nebraska Park

Site #5

Existing Southside and Lions Park

Site #6

Existing Pablos Grove Park

Site #7

Existing Bandera Park

Site #8

Projected Apache Creek Parkway

Site #9

Existing Pearsall Park

Site #10

Projected River Corridor Parkway

Site #11

General Location:	San Antonio River Corridor from downtown riverwalk south to Loop 410.
Potential Use:	Linkage of downtown riverwalk with mission system. Trail development, protection of riverbottom habitat.
Miles Desired:	Approximately 12 river miles
Priority:	5 years to develop.
Policies Reinforced:	1,3,4,5,6,8,9,10

Bexar County (Cont.)

Site #12

General Location:	San Antonio River Corridor from Olmos Basin Park south to Brackenridge Park.
Potential Use:	Linkage between existing major facilities.
Miles Desired:	Approximately 1 river mile
Priority:	5 years to develop.
Policies Reinforced:	1,5,6,7,8,9,10

Site #13

General Location:	Olmos Creek Corridor north from Olmos Basin Park following S.P.R.R. corridor north to Bexar County line.
Potential Use:	Linkage of Olmos Basin Park with out-of-city trail system and future possible open space development. Protection of in-city corridor for public benefit.
Miles Desired:	Approximately 21 lineal miles.
Priority:	5 years to develop.
Policies Reinforced:	1,2,4,5,6,7,8,9,10

Site #14

General Location:	Headwaters of Salado Creek Corridor, north of FM 1604 connecting with Site #13.
Potential Use:	Regional natural area, Regional Park.
Acreage Desired:	100-acre minimum.
Priority:	5 years to develop.
Policies Reinforced:	1,2,4,5,9

Bexar County (Cont.)

Site #15 (In Cooperation with Guadalupe County)

General Location:	Cibolo Creek Corridor from IH 35 south to FM 78.
Potential Use:	Lineal recreation area. Trail development. Limited facilities.
Miles Desired:	Approximately 6 river miles.
Priority:	5 years to develop.
Policies Reinforced:	1,4,5,6,8,10,11

Site #16 (In Cooperation with Guadalupe County

General Location:	Cibolo Creek Corridor from FM 78 to IH 10.
Potential Use:	Extension of Site #15. Lineal recreation area. Limited recreation and trail facilities.
Miles Desired:	Approximately 9 river miles.
Priority:	10 years to develop.
Policies Reinforced:	1,4,5,6,8,10,11

Site #17

General Location:	Six-Mile Creek.
Potential Use:	Lineal recreation area. Trail facilities. Limited recreation facilities.
Miles Desired:	Approximately 6 river miles.
Priority:	10 years to develop.
Policies Reinforced:	1,5,9,10

Bexar County (Cont.)

Site #18, 19 and #20

General Location:	Salado Creek Corridor from Northeast Preserve to South Loop 410.
Potential Use:	Corridor linkage between Northeast preserve, Nebraska, Southside Lions Parks and southernmost Salado Creek Corridor. Lineal open space development. Hike, bike, and horseback trails. Preservation of river bottom habitat. Limited facilities.
Miles Desired:	Approximately 23 river miles.
Priority:	10 years to develop.
Policies Reinforced:	1,4,5,8,9,10

Site #21

General Location:	Leon Creek Corridor from Bandera Park north to FM 1604.
Potential Use:	Lineal corridor development. Linkage between existing facility and projected out-of-city trail system. Preservation of river bottom habitat. Trail development. Limited to moderate recreational facilities.
Miles Desired:	Approximately 7 river miles.
Priority:	10 years to develop.
Policies Reinforced:	1,5,6,8,9,10

Bexar County (Cont.)

Site #22

General Location:	Expansion of Leon Creek lineal corridor development between Bandera and Pablos Grove Park.
Potential Use:	Regional Park, County Park, City Park.
Acreage Desired:	100-acre minimum.
Priority:	10 years to develop.
Policies Reinforced:	1,5,6,7,8,9,10

Site #23

General Location:	Leon Creek corridor from Bandera to Pablos Grove Parks.
Potential Use:	Major corridor development linking existing major facilities. Trail development. Limited facilities. Preservation of river bottom habitat.
Miles Desired:	Approximately 10 river miles.
Priority:	10 years to develop.
Policies Reinforced:	1,5,8,9,10,11

Site #24

General Location:	Salado Creek headwaters, from Northeast Preserve to Site #14.
Potential Use:	To FM 1604, link on inner-city open space network. To Site #14, secondary route to outer-city trail system. Joins existing and projected major facilities.
Miles Desired	Approximately 15 river miles.
Priority:	15 years to develop.
Policies Reinforced:	1,2,5,6,8,9

Bexar County (Cont.)

Site #25

General Location:	FM 1604 right-of-way from Salado Creek to Leon Creek.
Potential Use:	Closing link on inner-city trail system. Lineal open space, trail access only.
Miles Desired:	Approximately 3 lineal miles.
Priority:	15 years to obtain trail easements.
Policies Reinforced:	5,6,8

Site #26

General Location:	Extension of Apache Creek Open Space Development.
Potential Use:	General open space. Limited permanent development. Trails and preservation of inner-city corridor environment.
Miles Desired:	Approximately 4 river miles.
Priority:	15 years to develop.
Policies Reinforced:	1,5,6,9,10

Site # 27 and 28

General Location:	Leon Creek Corridor from Pablos Grove Park south to Medina River, passing through pearsall Park.
Potential Use:	Major corridor development for Southwestern side of San Antonio. Linkage from existing major facilities to remainder of inner-city open space network. General open space, trail development.
Miles Desired:	Approximately 18 river miles.
Priority:	15 years to develop.
Policies Reinforced:	1,3,5,6,8,10,11

Bexar County (Cont.)

Site #29

General Location:	San Antonio River Corridor from Loop 410 south to Medina River confluence.
Potential Use:	Connection of Mission Road and inner-city trail system with the south. Trails, limited recreation facilities, preservation of river bottom habitat.
Miles Desired:	Approximately 7 river miles.
Priority:	15 years to develop.
Policies Reinforced:	1,3,5,6,8,9,10,11

Site #30

General Location:	Salado Creek from Loop 410 South to San Antonio River.
Potential Use:	Final link between in-city and out-of-city corridor systems. Trails, general open space, limited recreational facilities.
Miles Desired:	Approximately 5 river miles.
Priority:	15 years to develop.
Policies Reinforced:	1,3,5,6,8,9,10,11

Site #31

General Location:	Cibolo Creek Corridor from IH 10 south to Bexar County line.
Potential Use:	Extension of Cibolo Creek Recreation Area. Trails, limited recreational development. See Site #16.
Miles Desired:	Approximately 6 river miles.
Priority:	15 years to develop.
Policies reinforced:	1,4,5,6,8,10,11

Bexar County (Cont.)

Site #32

General Location:	Medina River Corridor from Leon Creek west to Bexar County line.
Potential Use:	Continuation of regional corridor. Trail and general recreational developments.
Miles Desired:	Approximately 40 river miles.
Priority:	20 years to develop.
Policies Reinforced:	1,3,4,5,6,8

Site #33 (In Cooperation with Guadalupe, Comal, and Kendall Counties)

General Location:	Cibolo Creek Corridor, north from IH 35 to northernmost extension of Site #13.
Potential Use:	Extension of Cibolo Creek Recreation Area. Linkage of inner-city and regional corridor systems. Trail development. Preservation of river bottom habitat.
Miles Desired:	Approximately 40 river miles.
Priority:	20 years to develop.
Policies Reinforced:	1,2,4,5,6,8,10,11

Site #34

General Location:	San Antonio River from junction with Medina River south to Bexar County line.
Potential Use:	Extension of regional corridor system. Limited to moderate recreational facility development.
Miles Desired:	Approximately 9 river miles.
Priority:	20 years to develop.
Policies Reinforced:	1,3,5,6,8,10,11

Bexar County (Cont.)

Site #35

General Location:	Calaveras Lake.
Potential Use:	Regional Park, County Park.
Acres Desired:	Approximately 300 acres.
Priority:	10 years to develop.
Policies Reinforced:	4,5,6,10

Site #36

General Location	Medina River Corridor from Leon Creek to San Antonio River.
Potential Use:	Connecting link in regional corridor system. Limited to moderate recreational development.
Miles Desired:	Approximately 8 river miles.
Priority:	20 years to develop.
Policies Reinforced:	1,4,5,6,8,10,12

Comal County

Site #1

Existing Corps. of Engineers Parks around Canyon Reservoir

Site #2

Existing Landa Park

Site #3

General Location:	Guadalupe River Floodplain area above and through New Braunfels.
Potential Use:	Floodplain management to reduce flood losses. Inclusion of riverwalk development.
Miles Desired:	Approximately 5 river miles.
Priority:	5 years to institute management practices.
Policies Reinforced:	1,4,5,6,8,9,10

Comal County (Cont.)

Site #4

General Location:	Guadalupe River Corridor from New Braunfels to Canyon Reservoir.
Potential Use:	Floodplain management. Preservation of scenic corridor. Management for maintenance of water quality. Limited to moderate recreational facilities.
Miles Desired:	Approximately 16 river miles.
Priority:	10 years to institute management practices.
Policies Reinforced:	1,2,4,5,6,8,9,10

Frio County

Site #1

General Location:	Frio River between Pearsall and Dilley.
Potential Use:	Regional Park, County Park.
Acreage Desired:	100-acre minimum.
Priority:	10 years to develop.
Policies Reinforced:	1,5,6,10

Site #2 and #3

General Location:	Lineal trail access to Site #1 from Pearsall and Dilley.
Potential Use:	Hike, bike, and horseback trails.
Miles Desired:	Approximately 15 lineal miles.
Priority:	10 years to develop.
Policies Reinforced:	5,6,8,10

Site #4

General Location:	Pilot Knob
Potential Use:	Regional or State Park.
Acreage Desired:	100-acre minimum.
Priority:	15 years to develop.
Policies Reinforced:	4,5,6,10

Frio County (Cont.)

Site #5

General Location:	Marshall Hills.
Potential Use:	Regional or State Park.
Acreage Desired:	500-acre minimum
Priority:	20 years to develop
Policies Reinforced:	4,5,6,10

Gillespie County

Site #1

Existing Lyndon B. Johnson State Park

Site #2

Existing Ladybird Johnson Municipal Park

Site #3

General Location:	Pedernales River from Site #1 to Site #2.
Potential Use:	Scenic waterway. Protection of scenic river bottom habitat. Linkage between existing regional facilities. Trails and moderate recreational facilities.
Miles Desired:	Approximately 22 miles total.
Priority:	10 years to obtain easements or institute management practices.
Policies Reinforced:	1,3,4,5,6,8,10

Guadalupe County

Site #1

Existing Max Starke Regional Park

Guadalupe County (Cont.)

Site #2 (In Cooperation with Comal County)

General Location:	Guadalupe River Corridor from Site #1 north to New Braunfels.
Potential Use:	Limited to moderate recreational facilities. Floodplain management.
Miles Desired:	Approximately 18 river miles.
Priority:	5 years to institute management practices.
Policies Reinforced:	1,3,5,8,10

Site #3

General Location:	Walnut Branch Corridor through Seguin.
Potential Use:	Floodplain management, trails, moderate recreational use.
Miles Desired:	Approximately 2 river miles.
Priority:	5 years to develop.
Policies Reinforced:	1,4,5,9,10

Site #4

General Location:	Capote Hills.
Potential Use:	Regional or State Park.
Acreage Desired:	100-acre minimum.
Priority:	20 years to develop.
Policies Reinforced:	4,5,6,10

Kendall County

Site #1

General Location:	Boerne vicinity.
Potential Use:	Regional Park, County Park.
Acreage Desired:	100-acre minimum.
Priority:	5 years to develop.
Policies Reinforced:	1,2,3,4,5,6,10

Kendall County (Cont.)

Site #2

General Location:	Guadalupe River, accessible to Comfort and Boerne.
Potential Use:	Regional Park.
Acreage Desired:	100-acre minimum.
Priority:	20 years to develop.
Policies Reinforced	1,2,3,4,5,6,10

Site #3

General Location:	Upper Cibolo watershed, flood prevention project.
Potential Use:	Flood prevention, moderate recreational facilities, Regional Park, County Park.
Acreage Desired:	100-acre shoreline minimum.
Priority:	5 years to develop.
Policies Reinforced:	1,2,5,6,10

Kerr County

Site #1

Existing Kerrville State Park

Site #2

Existing Kerr Wildlife Management Area

Site #3

General Location:	Kerrville, Guadalupe River.
Potential Use:	Riverwalk development.
Miles Desired:	Approximately 3/4 river miles.
Priority:	5 years to develop.
Policies Reinforced:	1,4,5,9,10

Kerr County (Cont.)

Site #4

General Location:	Proposed Reservoir on Johnson Creek.
Potential Use:	Regional recreation area.
Acreage Desired:	200-acre minimum.
Priority:	10 years to develop.
Policies Reinforced:	1,2,5,6,10

Site #5

General Location:	Guadalupe River, County property across from Kerrville State Park.
Potential Use:	Access to Flatrock Lake, municipal park, riverwalk, moderate recreation development.
Acreage Desired:	Approximately 10 acres.
Priority:	5 years to develop.
Policies Reinforced:	1,5,6,7

Medina County

Site #1

Projected Castroville Regional Park

Site #2

General Location:	Medina Lake vicinity.
Potential Use:	Regional Park.
Acreage Desired:	100-acre minimum.
Priority:	5 years to develop.
Policies Reinforced:	2,4,5,6,9,10

Site #3

General Location	Lineal development from Hondo to D'Hanis.
Potential Use:	Hike, bike and horseback trail.
Miles Desired:	Approximately 7 lineal miles.
Priority:	10 years to develop.
Policies Reinforced:	3,5,6,8,10

Medina County (Cont.)

Site #4 and #5

General Location:	Medina Lake vicinity, lineal connections between lake-side developments.
Potential Use:	Trails, scenic drive.
Miles Desired	Approximately 8 lineal miles.
Priority:	10 years to develop.
Policies Reinforced:	5,6,8,10

Site #6

General location:	Medina River Corridor from Medina Lake to Castroville Regional Park.
Potential Use:	Floodplain management, preservation of river bottom habitat, management for water quality. Trails and limited recreational facilities.
Miles Desired:	Approximately 20 river miles.
Priority:	15 years to develop and/or institute management practices.
Policies Reinforced:	1,2,3,5,6,8,9,10

Site #7

General location:	Medina River Corridor from Castroville Regional Park to Bexar County line.
Potential Use:	Same as for Site #6.
Miles Desired:	Approximately 7 river miles.
Priority:	20 years to develop, and/or institute management practices.
Policies Reinforced:	1,3,5,6,8,9,10

Medina County (Cont.)

Site #8 and #9

General Location:	Lineal corridor from Devine to Lytle.
Potential Use:	Hike, bike and horseback trail.
Miles Desired:	Approximately 9 lineal miles.
Priority:	10 years to develop.
Policies Reinforced:	5,6,8,10

Site #10

General Location:	Hondo, expansion of existing park.
Potential Use:	Regional Park, County Park.
Acreage Desired:	100-acres minimum.
Priority:	5 years to develop.
Policies Reinforced:	5,6,10,11

Wilson County

Site #1

General Location:	Proposed Cibolo Reservoir
Potential Use:	Regional Recreation Area
Acreage Desired:	2,000 acre minimum
Priority:	10 years to develop.
Policies Reinforced:	1,2,5,6,9,10

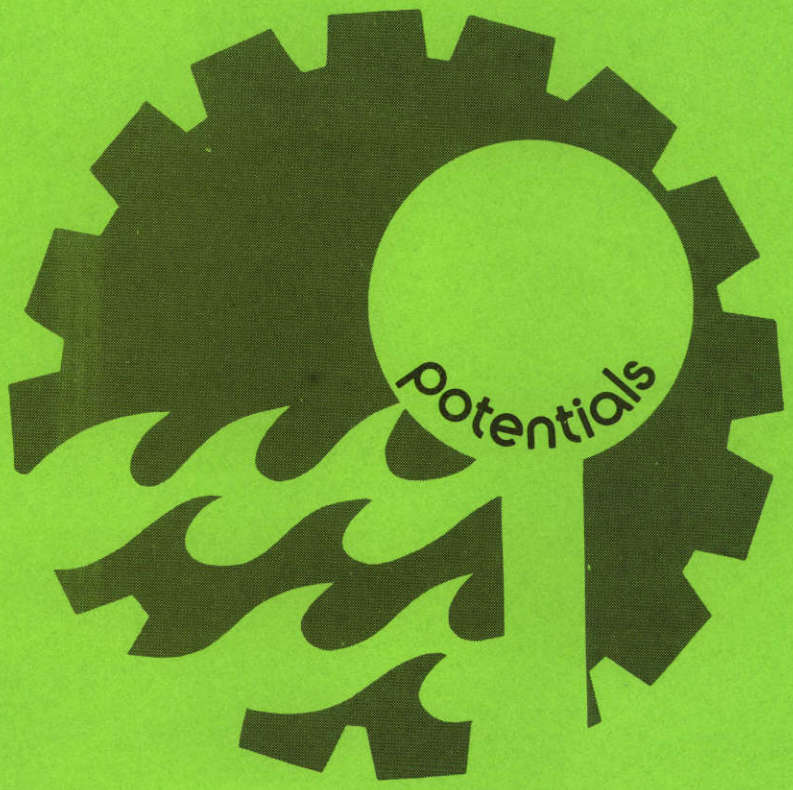
Site #2

General Location:	Cibolo Creek Corridor, from Cibolo Reservoir north to Bexar County line.
Potential Use:	Extension of Cibolo Creek Recreation Area. Trails, floodplain management, limited to moderate recreation facilities.
Miles Desired:	Approximately 20 river miles.
Priority:	15 years to develop.
Policies Reinforced:	1,4,5,6,8,9,10

Wilson County (Cont.)

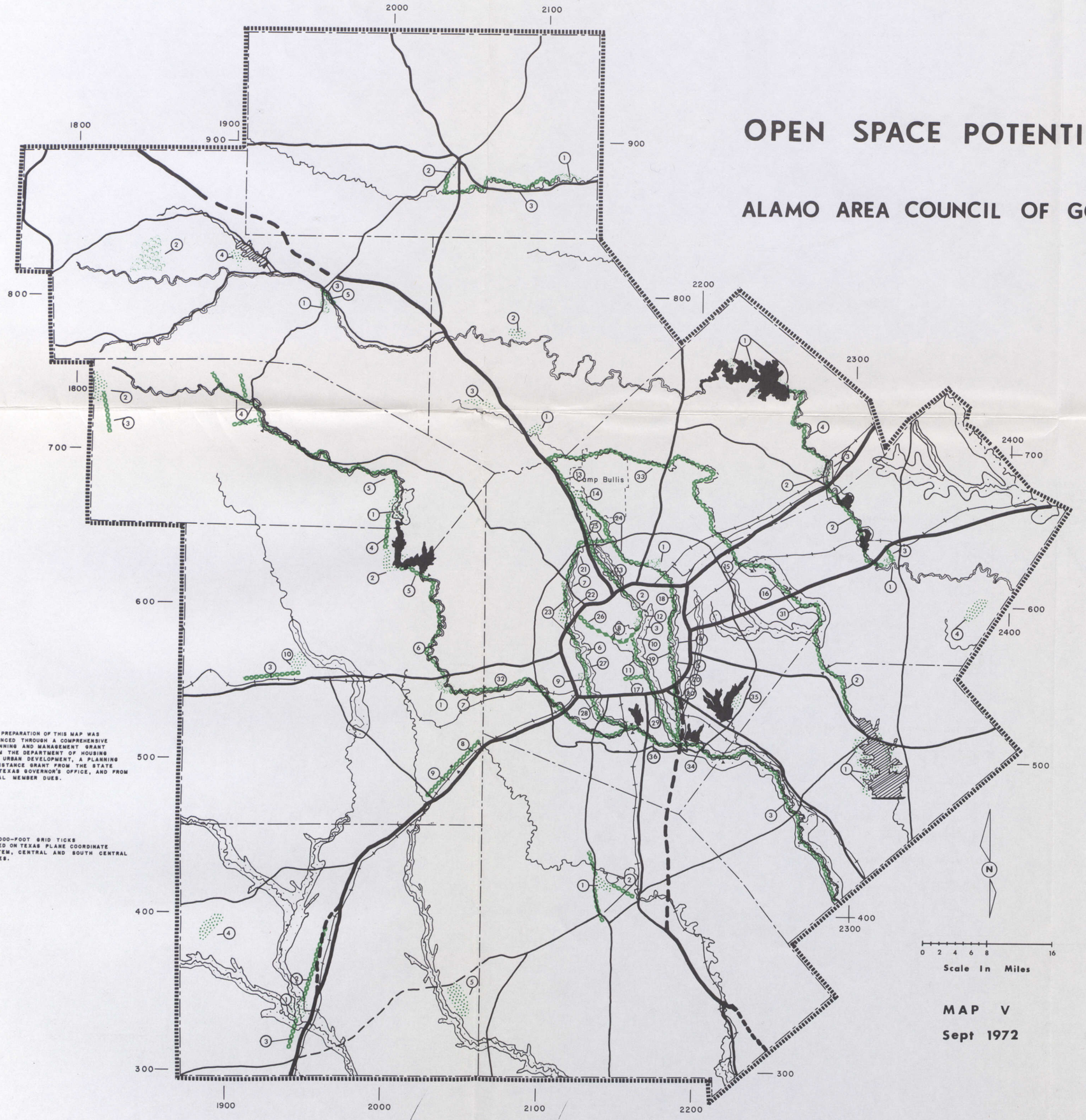
Site #3

General Location:	San Antonio River Corridor from Bexar to Karnes County lines.
Potential Use:	Floodplain management, extension of Bexar County San Antonio River Corridor development. Trails, limited to moderate recreation facilities.
Miles Desired:	Approximately 35 river miles.
Priority:	20 years to develop.
Policies Reinforced:	1,2,3,4,5,6,10


Potentials

OPEN SPACE POTENTIALS

ALAMO AREA COUNCIL OF GOVERNMENTS



LEGEND

- Highways
- Proposed Highways
- Rivers
- Flood Plains
- Reservoir
- Proposed Reservoir

EXISTING OR PROJECTED DEVELOPMENTS

- Lineal
- Block Area

POTENTIAL DEVELOPMENTS

- Lineal
- Block Area

THE PREPARATION OF THIS MAP WAS FINANCED THROUGH A COMPREHENSIVE PLANNING AND MANAGEMENT GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, A PLANNING ASSISTANCE GRANT FROM THE STATE OF TEXAS GOVERNOR'S OFFICE, AND FROM LOCAL MEMBER DUES.

100,000-FOOT GRID TICKS BASED ON TEXAS PLANE COORDINATE SYSTEM, CENTRAL AND SOUTH CENTRAL ZONES.

MAP V

Sept 1972

The regional open space planning process is highly complex and broad in scope. The support and cooperation of member governments is essential to reaching the overall goal of insuring to the people of the region the protection of natural resources and the opportunity to enjoy open spaces through regional planning. Without this support, the overall goal in all likelihood, will never be achieved. The final page of this report, entitled simply RESOLUTION, exemplifies the type of formal support needed by the Alamo Area Council of Governments regarding the open space planning activities of the agency. Such support is encouraged, not only for its effect on the planning activities at AACOG, but also because of its beneficial effect of justifying increased technical support and assistance to member governments, and thus to the citizens of the region. Member governments, public, quasi-public, and private entities and organizations within the region are asked to carefully consider the implications of the regional open space planning efforts and, if in basic

agreement with the open space plans to date and the direction of future planning efforts, to submit either the prototype resolution or a similar version to:

Alamo Area Council of Governments
118 Broadway, Suite 400
San Antonio, Texas 78205

Your comment, criticism, support and assistance is essential to the proper development and wise use of the open space lands of the region.

RESOLUTION

WHEREAS, THE_____
recognizes the need to assure its proper and orderly growth and to prevent development of undesirable human and physical conditions, and,

thus, make modern and effective planning services available on a continuous basis to the community and the region, and,

thus, establish better methods of coordinating programs aimed at the wise use and development of open spaces, and,

thus, improve implementation of locally and regionally developed policies and plans, and,

WHEREAS, Open Space Planning is recognized to be of primary importance for the future growth, development and well-being of the_____
and the Alamo Area Council of Governments Region,

NOW, THEREFORE, BE IT RESOLVED that the_____
_____adopts the principles, policies and recommendations of the Regional Open Space Plans of the Alamo Area Council of Governments for use in planning areas of Open Spaces.

Attest:

_____
Chief Elected Official

_____
Chief Executive

_____ _____
Secretary Date

FOOTNOTES AND SELECTED BIBLIOGRAPHY

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[19]Open Space Planning, p. 13.

[20]Highway miles estimated from Texas Highway Department, District 15 Control-Section Map, 1970, as updated; Railroad miles estimated from Alamo Area Council of Governments Regional Base Map, 1972, as updated.

[21]River miles estimated from Texas Highway Department County Highway maps, 1964, as updated.

[22]42 U.S.C. 4001-4127, 82 Stat. 572, 1968, as amended.

[23]Open Space Planning, p. 14.

[24]Bill Publishing Company, "Sales Management, The Management Magazine," June 10, 1970, pp. D-149,150.

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