**JOHN F. COOK**
MAYOR

**JOYCE WILSON**
CITY MANAGER

**CITY COUNCIL**
ANN MORGAN LILLY, DISTRICT 1
SUSANNAH M. BYRD, DISTRICT 2
EMMA ACOSTA, DISTRICT 3
CARL ROBINSON, DISTRICT 4
MICHIEL NOE, DISTRICT 5
EDDIE HOLGUIN JR., DISTRICT 6
STEVE ORTEGA, DISTRICT 7
CORTNEY NILAND, DISTRICT 8

SPECIAL WORK SESSION MEETING OF THE CITY COUNCIL MEETING MINUTES
10th Floor Conference Room
December 19, 2011

The City Council met at the above place and date. Meeting was called to order at 1:04 p.m. Mayor John Cook present and presiding and the following Council Members answered roll call: Ann Morgan Lilly, Susie Byrd, Emma Acosta, Carl Robinson, Michiel Noe, Eddie Holguin, Steve Ortega and Cortney Niland.

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**AGENDA**

**1.** Discussion and action on the report given by Dr. Ed Feser regarding his assessment and recommendations related to regional economic development, including strategic plan development, regional cluster growth, stakeholder collaboration and the City's developmental structure.

**2.** Discussion and action regarding City of El Paso comments concerning proposed Loop 375 Border Highway West Extension Project, alignment options and summary of TxDot public scoping meetings. (Deputy City Manager, Jane Shang, (915) 541-4686).

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DUE TO A RECORDING EQUIPMENT MALFUNCTION, NOT ALL OF THIS MEETING WAS RECORDED. EXTENSIVE, DETAILED NOTES WERE TAKEN BY THE CITY CLERK DURING THE MEETING. THE FOLLOWING IS A SYNOPSIS OF THE MEETING WHERE A VERBATIM TRANSCRIPT COULD NOT BE TRANSCRIBED. A VERBATIM TRANSCRIPT OF THE MEETING IS INSERTED WHERE IT IS AVAILABLE. ATTACHED TO THE MINUTES OF THIS MEETING ARE THE POWERPOINTS PRESENTED BY DR. FESER AND TXDOT REPRESENTATIVES. ALSO ATTACHED IS DR. FESER'S FULL WRITTEN REPORT.

Representative. Emma Acosta questioned if the meeting was being video streamed or filmed. City Manager Joyce Wilson answered that it was not. Representative Acosta voiced her objections to the location of the meeting in the 10th floor conference room and the inability to video stream it, citing the importance of the topic to the community and the desire for citizens to witness the discussion. She stated that several people had called her wondering why the meeting had not been scheduled for the City Council Chambers where it could have been video streamed. She stated that these citizens wondered if the City was trying to hide something and her desire to be transparent. She requested that a verbatim transcript of the meeting be taken. Ms. Wilson apologized to her for the absence of video streaming.

Mayor Cook introduced the meeting and Dr. Ed. Feser.

Dr. Feser thanked everyone whom he had interviewed. He explained that in his powerpoint presentation (attached to these minutes of the meeting) he would cover:

1. Interviews with stakeholders and the findings from those interviews.
2. Recommendations.

Fundamentally the study is an assessment of the City's Economic Development, its relationship with City Council and its linkages to external organizations.

Dr. Feser explained that his study is not a performance evaluation of any entity. It is not a repudiation of current economic incentives offered to businesses or of recruiting strategies for economic development. He said he regrets that it has been portrayed as that in the media.

The study talks not about what we should be doing, but about how we should be doing it. He believes it is not his role to tell the City of El Paso and the community what we should be doing.

Dr. Feser said he conducted two rounds of interviews.

Some common themes emerged from the interviews. He learned that the community is doing a lot of good things – Medical Center of the Americas, Innovation Hub, the work by the Chambers of Commerce, the work by REDCO. But what is not happening, that is critical, is there is no joining of resources and efforts among the various economic development organizations. El Paso's assets and attributes are not obvious and apparent, such as how the proximity to Juarez contributes to economic and trade activity. He explained that it is not enough to cite the dollar amount of goods that cross the border at our ports of entry. It is necessary that we better explain and promote how that movement of goods benefits El Paso's economy rather than just passing through our ports.

Dr. Feser said that in her interview Representative Byrd asked him what we should do, not just how we could do it. However, the "What we should do" is a moving target, constantly changing to respond to changing conditions and markets, so he can not specify for Council the "what" in his study.

Dr. Feser explained that "what" is a strategy. He discussed what a strategy is:

1. A valid diagnosis of a challenge or opportunity which reduces complexity, provides an explanation and identifies a domain of action
2. Guiding policies to channel actions
3. Specific actions which are coherent

The implications of a strategy are:

- Continuous adjustment of strategies is the norm
- Internal capacity to strategize is essential
- Strategies may be nested one within the other
- Defined roles, metrics and accountability are essential

The most important thought for this community to do is to get the "How" part of the strategy fixed.

Dr. Feser outlined his finding. He said he did not include something on his findings unless he heard it more than once throughout the interviews conducted.

**1.** There is no working consensus. This is a debilitating problem
**2.** The city and the region have no "joined up" strategy. Not one single person in his interviews said we have a coherent strategy

3. The city's capacity to make and implement strategy is weak. There is no recognizable leader for economic development. There is no Economic Development Director of the City of El Paso. You can not have a leadership organization that the City does not support.
4. REDCO lacks sufficient legitimacy.
5. The City of El Paso is hostile to economic development. City Council does not just operate at a policy level, but "gets into the weeds" on economic development issues.
6. Shift to Council-Manager form of government is incomplete. The legacy of the strong mayor form of government needs to gradually adapt.
7. Current economic incentives for businesses is inadequate.
8. No one is playing a "think tank" role.
9. No organization is an obvious lead for the region.

Dr. Feser grouped into categories the stakeholders' views, recommendations, strategy and private/public partnership.

Recommendations:

1) The City should re-tool and appropriately staff its Economic Development Division as well as implement internal organizational reforms to better align the City's planning, development services and economic development functions.
2) Community leaders in the corporate, educational, non-profit and military sectors must join with the public sector appointed and elected officials to (re)form, appropriately resource and govern an organization charged with coordinating the creation of a broad-based, transparent, and continually updated regional economic development strategy; coordinator of the implementation of that strategy, in cooperation with the City and the many specialized development organizations in the region; and either implementer or oversight agent of the region's business attraction, expansion, retention and marketing programs.

**City Actions: Staffing and Organization**

1. Need to hire a deputy director for Economic Development.
2. Create tripartite City Development Department, Planning, Development Services, Economic Development.
3. Hire Director of City Development Department so that City Economic Development Team is composed of the Director, plus three deputy directors. Economic Development, Planning and Permitting will be realigned.
4. Replenish Economic Development Staff.
5. Reorganize Deputy City Manager Portfolios, so that economic Development, community development and workforce development become better aligned.
7. Marketing and communication.

**City Actions: Policies and Programs**

- Relinquish business retention activities to another entity
- Accelerate one-stop-shop permitting, review
- Undertake systematic code, procedures review
- Adopt strategic, oversight role on Council
- Review incentives for potency, effective use
- Review relationship with the County, including funding

- Review City relationship with REDCO. There is a need to face squarely why REDCO is not supported.

**Regional Actions: Principles**

- Avoid proliferation of organizations
- Embrace inclusiveness
- Build s public/private with strong corporate leadership
- Embrace a division of labor among organizations with 'light touch" coordination.
- Provide constructive forum function
- Lead or oversight of marketing, attraction, expansion, retention
- Lead on state, federal advocacy
- Lead partner to Juarez efforts

**Regional Actions: Actions:**

- Create regional organization with structure, staffing and credibility to serve as lead convener, coordinator.
- Several options involving REDCO, Chamber, Paso Del Norte Group

Economic Development directors often make a wrong turn, when the economy turns downward. They want to get in there and help. But Economic Development is a long term game – slow and steady.

Dr. Feser believes the glass in El Paso is ½ full, not ½ empty. City Council needs to understand that change will create tensions and that they will need to take on difficult issues.The important message is that they need to act now!

Dr. Feser explained there are different models for economic development: Strong City; completely outsourced; partial City/partial regional. The key is that, regardless of the type of model, where a model works well for a community it is well understood and can be articulated by all shareholders.

Representative Noe praised the report as being excellent. He expressed one area of confusion: the shift to the Council/Manager form of government. What does Dr. Feser believe we are doing wrong?

Dr. Feser replied that

1) There is still an accumulation of practices and procedures under that are hold overs from the strong Mayor form of government, such as language in sections of the municipal code. It is going to take more time to revise those.

2) What is the role of the Council? His impression is that the Council is working at a very detailed level on economic development issues issues when they need to be operating at a more strategic and developmental level.

Representative Ortega stated that because a vacuum existed within the City for economic development, with no Economic Development Director, the City Council stepped in to work on getting something done, such as getting vacant buildings to be occupied.

Dr. Feser observed that once an economic development staff is in place Council will be able to operate in a more strategic and developmental role.

Representative Niland agreed that this has been a difficult time. She questioned the recommended mergers of organizations and the verbiage. She asked Dr. Feser to define economic development, city development and workforce development and what their functions are.

Dr. Feser defined city development as focused on housing; workforce development as focused on job training. He said the tricky term is economic development. Marketing and recruitment is one arrow in the quiver as El Paso tends to define economic development.

Representative Niland asked how we define metrics to determine the effectiveness of our economic development strategies and organizations.

Dr. Feser said the number of jobs created is generally recognized as the # 1 metric. The quality of those jobs and the investments made in the community also are generally accepted indicators of economic effectiveness. Dr. Feser elaborated that the # of jobs created needs to be recorder and analyzed, then averaged over several years to get a more complete picture.

Representative Acosta questioned the ports of entry to Juarez and what Dr. Feser and others do not understand about their economic impact. She sees them as crucial to economic development in the community.

Dr. Feser stated that he does not understand the ancillary benefits to the El Paso community of the trade that travels across the border into the U.S., passing on to destinations in other cities in the U.S. The benefits are complex; they are not obvious to observers. This makes it difficult to sell El Paso's ports of entry as economic drivers because the benefits are not clearly stated beyond the recitation of the dollar amount of goods that passes over, in transit. He is not certain which of the economic development organizations should handle the ports of entry issue, drilling down to articulate and quantify the benefits so they can be communicated as promotional points for economic development.

Mayor John Cook commented on the need to get jobs created here on this side of the border, not just increasing the size of the trade money moving through the ports across the border.

Representative Acosta observed that one of Mexico's banks has set up an office here and that shows her there is an economic impact of the port trade that Mexico businesses recognize.

Representative Acosta noted that the other target cities listed in Dr. Feser's report have a secondary organization or sector that the city supports.

Dr. Feser agreed and said that in El Paso REDCO has a narrow focus. That is just a fact. In Denver, Austin, Tucson, they have a clear division of labor as to who does what for economic development.

Representative Acosta questioned who set up the organizations in the other cities? Dr. Feser answered that his belief is that the majority of the organizations came out of the private sector and that the private sector pushed the public sector along to help create them.

Representative Niland stated that in Houston what occurred is that people got tied of crossing paths, coming in and out of meetings and offices, and they brought all the boards related to economic development under one board, with one strategic plan and a clear action plan. They leveraged local leadership to make a bigger impact.

Representative Acosta commented on the shift of bridges and transportation planning to economic development. She suggested reorganizing departments first, before hiring an economic development director.

Dr. Feser disagreed. He said the City should not wait. The City should hire an economic development director now and then give the new director the newly revamped portfolio. Reorganization of the departments is more difficult.

The Mayor commented.

Representative Acosta questioned if the ideal candidate for the director position should have private sector experience.

Dr. Feser said that what is more important is for the director to be able to smooth out issues and lead the City and the community in its economic development efforts. He urged the City to launch a national search for the director to find good people who can work effectively in the public sector and who can draw in the talents of the corporate sector.

Representative Carl Robinson commented that we need to change some of our attitudes. There should be no more, "us against them." Personalities and political likes and dislikes have gotten involved and weakened our efforts.

1) We need to hire a new economic development director who has a mixture of public and private sector experience.
2) He asked Dr. Feser if he examined the economic development model of Oklahoma City? Dr. Feser said he did not. He selected other cities.
3) The expansion and completion of the one-stop shop in Development Services is important.
4) Council's strategic plan is completed, but once it was completed and the decisions regarding direction were made, some members of Council decided to change it;
5) We need to have more inclusive work, with everyone at the same table, at the same time.

Representative Susie Byrd asked:

1) How we can make sure the City is strengthening its efforts commensurate with the efforts of the regional organization? Dr. Feser answered that the City would have a role in the regional organization, an actual place within it, and the feedback would flow regarding effectiveness.
2) How do we create a regional organization?

Mayor Cook invited public comment on the second question.

Public Comment:

Jimmy Rogers, Chair of the Greater El Paso Chamber of Commerce, stated that we need to work together and change our attitudes. He said, "we" is the key word. This report provides a great planning opportunity. The Greater El Paso Chamber of Commerce has taken measures to improve transparency and cooperation with other entities.

Richard Dayoub, Executive Director, Greater El Paso Chamber of Commerce, questioned Dr. Feser. "Don't we want to determine how we are planning to move forward first, before we set up the regional organization? Dr. Feser answered, "No." He explained that the organization needs to be in place first and then the members of that organization will determine the economic development strategy.

Representative Lilly thanked Dr. Feser. She said she agrees with Jimmy Rogers' statement about the need for "we" in the efforts and solutions.

Mayor Cook said he would like to send the retention and expansion functions over to REDCO. He explained we stopped funding REDCO because the metric #s were not there to prove success.

Representative Byrd advocated for a better regional effort. She said organizations need to expand their roles and their willingness to have others participate in their organizations. At this point she stated she does not feel ready to assign that to one particular organization, such as REDCO.

Dr. Feser said a possible outline is two organizations for economic development efforts. One would be composed of the Greater El Paso Chamber of Commerce, REDCO and the Paso del Norte Group and the other would be the City of El Paso. Dr. Feser said that the his recommendation is that the City is not very good at business retention and expansion. But, he does not recommend we assign those duties to just one organization.

Representative Acosta stated that she wants inclusiveness. It is important that the Hispanic Chamber of Commerce be included. She said that right now she is not comfortable designating one particular organization for the business expansion and retention.

Representative Robinson questioned Dr. Feser on how Ft. Bliss playing a role in the economic development of the community.

Dr. Feser noted that the Ft. Bliss base commander is in attendance at this meeting. He believes if Ft. Bliss is willing to be at the table, they should be included.

Representative Robinson commented that Ft. Bliss should be embraced and that embrace needs to include participation.

**Motion:**

**A motion was made by Representative Niland, seconded by Representative Noe and unanimously carried to direct the City Manager to work very closely with local economic development leadership and Dr. Feser to organize an umbrella, merger, economic development organization with inclusive membership and to develop an economic development strategy with a specific time line for deliverables.**

**The motion passed unanimously.**

**Ayes: Representatives Lilly, Byrd, Acosta, Robinson, Noe, Holguin, Ortega and Niland.**
**Nays: None.**

Mayor Cook again called for public comment.

Ms. Lisa Turner, citizen, asked about involvement from the officials of the County of El Paso. She said our region consists of two states and two countries, but we don't look at economic development in this regional context. The City needs to hire an economic development director and it needs to fund the economic development department. Phoenix spends $20 million to fund economic development. El Paso spends a tenth of that. Ms. Turner asked the private sector to step up and help fund economic development. She argued that it should not be funded solely with public monies. She would like to see someone as the

economic development director who will sell El Paso. She stated she has no trust in the external organizations. She offered suggestions for metrics of effectiveness:

1) Unemployment rate
2) Increase in disposable income among population
3) Increase in property values

Mayor Cook explained why the City Manager has not hired an economic development director. She first wanted to work with stakeholders to determine the skill set desired for the position.

Mr. Richard Schecter, citizen, agreed with Ms. Lisa Turner that all the players should be here participating, including the regional entities. He questioned Dr. Feser on his knowledge of El Paso history and how we got where we are today.

Ms. Katherine Brennand, citizen and Public Service Board member, asked Dr. Feser to comment on the role arts and culture plays in economic development. Dr. Feser acknowledged it does play a role.

Ms. Barbara Walker, citizen, stated that we can not stand alone. We need to include Las Cruces and Juarez. We need to focus regionally. She said it takes three years to make significant change. She noted that the violence in Juarez is awful, but that other violent cities manage to promote economic growth.

Mike Rooney, citizen, said he thinks a lot of progress has been made: the Medical Center of the Americas, the Texas Tech Medical School, the 1.2 Mobility Plan, the Children's Hospital. We need to be clear where it is that we want to go.

TRANSCRIPTION RECORDING OF THE MEETING IS AS FOLLOWS:

THE CITY OF EL PASO, TEXAS Excerpt of Special Work Session Meeting (Via Electronic Recording) City Hall, 2 Civic Center Plaza, El Paso, Texas Monday, December 19, 2011

CITY COUNCIL: Mr. John Cook, Mayor Ms. Ann Morgan Lilly, District 1 Ms. Susannah M. Byrd, District 2 Ms. Emma Acosta, District 3 Mr. Carl Robinson, District 4 Mr. Michiel Noe, District 5 Mr. Eddie Holguin, Jr., District 6 Mr. Steve Ortega, District 7 Ms. Cortney Niland, District 8

1 MAYOR COOK: Continue with the meeting. So

2 I think we have everybody here that were short,

3 Ms. Niland and Dr. Noe.

4 UNIDENTIFIED SPEAKER: Right.

01:37:32 5 MAYOR COOK: We're -- let's go ahead and

6 start off. This item has already been read into the

7 record by the city clerk, and if we could start off with

the presentation from TxDOT. Good afternoon.

MS. BROWN: Good afternoon. How are you?

01:37:49 Can you hear me?

MAYOR COOK: Yes. And you do have a microphone sitting right up there.

MS. BROWN: Hold it up. How about that?

MAYOR COOK: That's perfect. Thank you.

01:37:55 MS. BROWN: Good afternoon. My name is Julie Brown, and I'm the interim district engineer for the Department of Texas here in -- Department of Transportation here in El Paso. We're on a search for a new district engineer. As most of you know, Chuck Berry

01:38:12 retired back in August, and, hopefully, we'll have a new district engineer soon, maybe January sometime. But, anyway, I want to, first of all, thank you, Mayor and City Council Members, for inviting us here today. We want to give you a update, an

01:38:32 informative presentation, listen to your comments and

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your feedback on the Border Highway west extension project.

I haven't been in El Paso too long, but as -- as everybody here lives and breathes every day

01:38:47 with the congestion on IH-10, having an alternate route to 10 is -- is very critical for El Paso. It's

7 important for transportation, for the economic vitality
8 of this area.
9 And we're here to present what we call,
01:39:05 10 really, the last-gap section, closing-the-gap section to
11 an alternate to 10 on the southern side or the border
12 side, if you will, of Interstate 10, the Border Highway.
13 The limits of this gap section is from Park Street to
14 Racetrack Drive. And by closing this gap -- this gap,
01:39:24 15 not only will you have an alternate on the border side
16 of Interstate Highway 10, but it also completes the
17 entire loop around El Paso.
18 We have the project manager for this
19 important study, is HNTB, consultant, and they've been
01:39:46 20 working very hard on this study. We're doing an
21 environmental impact study, and this is really the
22 beginning of that study. I say it's the beginning.
23 This project really has started in years past.
24 It was put on hold for a little bit of
01:40:06 25 time, and Darrin, in a few minutes, will kind of go over

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1 what happened at the beginning of the project, why it
2 was put on hold for a while, what's happened since we've
3 got it kicked off again -- and, again, we're in the
4 early stages of it -- and then what's the process from
01:40:27 5 here on out to completing this study.

6 And -- and we -- we are very interested in
7 the City being a partner in this, and we want to hear
8 your comments, and, hopefully, you'll be as proud of
9 this project as -- as we are at the Department of
01:40:38 10 Transportation.
11 And without further adieu, I'd like to
12 introduce Darrin Willer with HNTB, and he's going to
13 continue on with the discussion.
14 MR. WILLER: Thank you.
01:40:48 15 REPRESENTATIVE ACOSTA: Mayor, I have a
16 comment. Mayor, we heard the presentation last week
17 on -- at the transportation initiative review committee,
18 and I think with the exception of two members, everyone
19 here has seen it. But today was the -- the deadline to
01:41:02 20 submit our comments and we -- we didn't want to miss
21 that deadline, which is why we put it on this agenda.
22 And Ms. Niland has very specific concerns,
23 and so I think they've been listed, but we want to make
24 sure that her neighborhoods are not impacted by the
01:41:18 25 construction of this road. And so I think that's what

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1 Ms. Niland -- this is the reason that we're here. We
2 want to make sure we're very clear about that, that we
3 don't miss a deadline, and that we have a resolution in
4 front of you, Mayor, that we -- hopefully, will be

01:41:33 entertained after the presentation.
Thank you.
MAYOR COOK: And I can tell you that
Representative Niland's predecessor was also very
sensitive about especially how this project is going
01:41:44 to -- is going to impact Chihuahuita, so -- and I've sat
in on several meetings with TxDOT to make sure that we
had alternatives for us to have the least negative
impact to that community as possible, so -- but let's
hear the presentation, and we'll look at the resolution
01:42:06 in a minute.
MS. BROWN: Absolutely. And -- and I think
you'll see that there are some alternatives to look at
in those particular areas. I think we're very aware of
the concerns throughout the entire limits of Border
01:42:19 Highway. So, you know, please, if you have any
questions during the -- the presentation or afterwards,
you know, don't hesitate to ask, and we'll try and get
you answers. If we can't answer your question right
away, we'll get back to you as soon as we can.
01:42:34 And we appreciate the fact that, you know,

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every time we have a formal -- we're in a formal
environmental process, and whenever there is a public
meeting -- in this case, it was a public scoping
meeting -- you know, there -- there is a deadline for

01:42:48 comments, so that, you know, folks do provide their comments in time, so that we can complete the public involvement report.

But, you know, we're listening to concerns, and we want to work with the City throughout the

01:43:03 process, so we appreciate the resolution. We thank you for that and know that we will be coordinating and meeting with you throughout the process of this project.

Darrin?

MR. WILLER: Thank you, Julie and Mayor,

01:43:21 City Manager. I guess Joyce stepped out. Council, thank you for the opportunity to come present.

I wanted to make sure we recognize the rest of the team real quick. My counterpart on the TxDOT side, Eduardo Calhoun. You've seen him for many times

01:43:35 at MPO meetings. I also have a deputy project manager down here, Jesus Heredia, who's working with him.

And then we have Debbie Taylor, who's on the team with me, environmental coordinator. I think you saw her last week, I think, at the LRC meeting. And

01:43:49 Don Flores is consultant to us, helping out, as well as

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James Wolf here. So I think I caught everybody on the team, except for my dad who came in to help give the presentation today. Retired colonel with the U.S. Army,

so I wanted to thank him for coming out, so...

01:44:03 So I'll go ahead and start the presentation. I haven't test-driven this -- this little thing here, so I'm going to give it a whirl. I'm actually going to -- a little birdie told me to go a little faster, so I'm going to skip through some of

01:44:15 the -- some of the history slides. I know you want to get to the meat of it, so bear with me as we go through a few of these.

I'm going to file this down to -- you know, cutting out some of the HC coordination and -- and I

01:44:27 think the key here just -- I'll get down to the actual overview and constraints. I think item 4 will be really where you want to -- to get into it, so we'll start with the HC coordination.

Just to reiterate, that TxDOT is the lead

01:44:42 agency in this environmental impact statement. It's part of the NEPA process, and they're responsible for developing and funding of the project and also known as the project sponsor, contract to support that (indiscernible) and others as well, other team members

01:44:56 helping out and, of course, cooperating agencies

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participating, elected officials, and the public. All key elements of the environmental process.

3 So as far as cooperating agencies, I just
4 wanted to make sure we define that again. That was
01:45:10 5 important, as far as the federal agency. And other than
6 the lead agency, in this case, because this is a
7 defederalized project now, TxDOT is the lead agency.
8 And you see that members in green are the
9 ones that have accepted our invitation to be a visit -
01:45:27 10 a cooperating agency, and the red ones are -- declined.
11 And fish -- you know, the match -- the brain fisheries
12 (phonetic) are just overstaffed and don't really expect
13 any -- any issues, so they declined.
14 And participating agencies are all other
01:45:39 15 agencies, governmental or tribal, that have an interest
16 in the project. And you see we have a lot of green
17 there, not to say that the other two remaining don't
18 have any interest, by any means. They just haven't -
19 haven't gotten an official response back yet. But
01:45:53 20 the -- those are the -- all the agencies that are
21 involved, quite a few of them.
22 So the history, very quickly -- I'm sorry
23 the bottom's cut off on this, but when we get to the
24 meat of this, it's really closing the gap to this
01:46:09 25 project. And you can see that, I think, because this

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1 is -- I have PowerPoint 2010. I think 2003 has crunched

2 up some of the text blocks. I apologize for that. But,
3 you know, going around the loop here -- it might be
4 easier to go back to this.
01:46:22 5 But 1966 through 1994 was development of
6 this loop around -- around El Paso, and the last piece
7 of this being the gap area down there. That's been very
8 hard to -- to close because of railroad constraints, the
9 border, lots of other issues down there, all of those
01:46:40 10 that we're dealing with right now on this project.
11 So, really, fast forward into the -- to -
12 from 1994 through 2007, we've been working on the -
13 it's the beginning of the current project we're talking
14 about today and the -- that's the EIS project. It was
01:46:56 15 originally started with -- at the -- in 2007, restarted
16 at the same time that the conference and mobility plan
17 was being developed.
18 In 2007, we showed at a public scoping
19 meeting -- number one, December 8th, the one that we're
01:47:12 20 here to talk about today was -- was the second one to
21 come back -- and I'll come back and tell you quickly why
22 we had to have a second one. But, normally, you just
23 have one of these scoping meetings, but we only had one
24 alignment to go with and that -- this was what was shown
01:47:26 25 down along the border at the time before ASARCO was

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available for -- for property to -

REPRESENTATIVE ORTEGA: Mayor, if I can interrupt him (indiscernible)?

MR. WILLER: Yes, sir.

01:47:35 REPRESENTATIVE ORTEGA: Just a quick question. It's something I've always wondered and never publicly asked. But when we're talking about the scope of the project, the -- the southern relief route reintegrates with I-10 at Sunland Park, is that correct, 01:47:50 about that area?

MR. WILLER: Just -- just south of Sunland Park, where U.S. 85 and I-10 meet, yes.

REPRESENTATIVE ORTEGA: To have a true - to have a true loop, if you're -- if you're coming from 01:47:58 northeast over the mountain, and you're on Trans Mountain and you're going to meet back up with I-10, why not have that southern part meet up at Trans Mountain, instead of Sunland? So there's a good portion of I-10, between Sunland and Trans Mountain, 01:48:11 that serves as I-10 and serves as part of the loop.

MR. WILLER: Yes.

REPRESENTATIVE ORTEGA: Why not have a true alternative to that chunk of 10 as well?

MR. WILLER: Well, that's a good -- good 01:48:20 point, good comment, and that's being worked on as a

separate project. It leads up to Mesa right now. There is -- remember the southern relief route study that was done back in '06? We didn't -- I didn't go over it in detail here today to save time, but that was looked at

01:48:32 all the way up to the -- the New Mexico State line -

REPRESENTATIVE ORTEGA: Right.

MR. WILLER: -- as far as putting managed lanes down the middle of I-10, connecting up with Trans Mountain right in that area. That is a future

01:48:44 project. That's not -

REPRESENTATIVE ORTEGA: Part of -

MR. WILLER: -- part of this one.

REPRESENTATIVE ORTEGA: Okay.

MR. WILLER: And the reason because -- the

01:48:47 reason is, because we're trying to remove Federal Highway Administration from the review of this project to speed up -- you know, take a few years off of the process, to get it on the ground faster. You can't connect to an interstate highway and have that happen.

01:49:00 It's an automatic federal nexus.

So the logical termini for this one was Racetrack. This collector distributor project we can talk about, you know, after this one, is going to take care of the piece up to Mesa, and there's a future

01:49:14 connection from Racetrack and beyond that's going to be

a separate environmental document. It can happen very quickly.

REPRESENTATIVE ORTEGA: Okay. So do we envision, once this is complete, that the loop actually

01:49:24 will bypass Sunland and connect again with -- with Trans Mountain and I-10?

MR. WILLER: It could. There has to be, you know, a study to an environmental -

REPRESENTATIVE ORTEGA: Okay.

01:49:33 MR. WILLER: -- document, but it's -- that document could happen very quickly. I just got into a discussion with TxDOT, I think.

REPRESENTATIVE ORTEGA: Okay. Thank you.

MR. WILLER: Yes, sir.

01:49:40 So, you know, one of the happenings in 2008 was -- that's very important to everybody, you know, in here, was the comprehensibility plan, kind of lock down all the projects that were going to be looked at, including the southern relief route and the Border

01:49:56 Highway that we're talking about today.

Two -- some other projects timeline key events was ASARCO in 2009. That was -- that opened up new alignment alternatives, so that we could, you know, just not be along the border, but above -- you know, up

01:50:11 25 along I-10, and so we looked at all those alternatives.

13

1 2010 was the -- after a period of being
2 on -- on hold -- we were on hold for a couple of years
3 while the RMA and TxDOT were negotiating development of
4 all the projects that were going to be developed through
01:50:27 5 the CMP, and we restarted in 2010. And sorry, again,
6 for the text boxes being messed up. I think it's the
7 version -- the version differences here.
8 But, you know, the key here is really 11
9 here. We've been able to defederalize and break this
01:50:42 10 into three independent -- separate, independent utility
11 projects, Border Highway being one of them, from
12 Racetrack to -- to Park, but the other two are the
13 Schuster extension and the I-10 collector distributor,
14 which, you know, is the one that I was just talking
01:50:57 15 about to Representative Ortega, about the -- that's
16 going to take you up to Mesa.
17 And that -- again, only one option
18 available. ASARCO opened up options for looking at all
19 these different -- different routes and different
01:51:11 20 functional ties here with the -- you know, at-grade or
21 elevated press tunnel and some -- and so we've had a
22 chance to look at all of this for the last year.
23 This just highlights the breakdown of the

24 standalone projects. Now, the blue project there is the
01:51:27 25 I-10 collector distributor project. It's just talking
14 about -- and Racetrack was the termination to that. The
1
2 purple is the Border Highway that we're here to talk
3 about today.
4 And this is just a connection of two
01:51:39 5 remaining exhibit, but the green project is the Schuster
6 Avenue extension through -- through UTEP and connecting
7 to the Border Highway. It does not connect to I-10
8 directly.
9 Skipping over to the study areas, this just
01:51:55 10 highlights the study area again, from Park to Racetrack.
11 Eight-mile project. We were able to reduce it from 16
12 miles to eight miles. That's pretty good. And so we've
13 had a cost savings through doing that, and that's going
14 to make the analysis of this a whole lot -- lot easier
01:52:11 15 and faster.
16 This is the exhibit that was shown at the
17 public meeting, but this is the -- the four recommended
18 reasonable alternatives that I think that you want to
19 talk about today. But there is really the railyard A,
01:55:34 20 which goes up through Chihuahuita and through the BNSF
21 railyard; railyard B, which continues along I-10 and
22 through ASARCO-donated right-of-way.

And then you have the border -- two border alignments, border A and border B. Border A goes along

01:55:49 the U.S.-Mexico border. Both of these -

15

(indiscernible) lays around this, but both of them connect up at Schuster. And border -- and border B is the original alignment that we studied back in '07 and, actually, before that in some of the previous studies.

01:56:06 Same alignment.

So those are the four independent segments on each side of Schuster that are being carried forward for -- as recommended reasonable alternatives after the -- the public scoping meeting.

01:56:21 MAYOR COOK: Ms. Niland?

REPRESENTATIVE NILAND: Yes. This is the -- the one slide that I wanted to address and -- and your -- last week, we were talking about this, and that is, that you can take the combinations. In other words,

01:56:36 border A could hook up to border B, or border A could hook up to railyard B -

MR. WILLER: That's correct.

MS. BROWN: -- or railyard A could hook up to border B, and railyard [sic] A could hook up with

01:56:44 railyard B. And so that there was four different -

UNIDENTIFIED SPEAKER: Options.

22 REPRESENTATIVE NILAND: -- options, but I
23 think Representative Acosta was concerned, as my
24 concern, that we just wanted to give our, as a body,
01:56:58 25 full-face support behind border A. I know you

16

1 overwhelmingly heard this at the -- at the -- the -
2 MR. WILLER: Public statement.
3 REPRESENTATIVE NILAND: -- public board
4 meeting that you had, because border A does not serve
01:57:11 5 the neighborhood as bor- -- railyard A does. It goes
6 directly through Chihuahuita.
7 So I appreciate Representative Acosta just
8 allowing us, because I think that's why we're here
9 today. There was some concern that there were public
01:57:24 10 comments and that they were ten days after today, and we
11 just wanted to make sure that you knew that this body
12 wants to support the border A or -- or that was the
13 consensus from the LRC, is that we wanted to support the
14 border A -
01:57:42 15 MR. WILLER: The segment.
16 REPRESENTATIVE NILAND: -- alternative.
17 MR. WILLER: Segment, yes.
18 REPRESENTATIVE NILAND: Because we want to
19 be very sensitive towards the neighborhood.
01:57:49 20 REPRESENTATIVE ACOSTA: Correct.

21 MR. WILLER: Absolutely.

22 REPRESENTATIVE ACOSTA: And on -- on the

23 resolution, for those of you, I would like, on number 3,

24 to specifically say (indiscernible) context-sensitive

01:57:57 25 solutions to prevent neighborhoods; specifically, the

17

1 Chihuahuita neighborhood, from being disconnected from

2 the rest of the city. And then to add a number 6 that

3 we -- our preference is for border A, option border A.

4 If that's okay with you, Ms. Niland.

01:58:12 5 REPRESENTATIVE NILAND: Yes. Thank you.

6 REPRESENTATIVE ACOSTA: Okay.

7 REPRESENTATIVE NILAND: I really appreciate

8 it.

9 UNIDENTIFIED SPEAKER: To do what? I'm

01:58:14 10 sorry?

11 UNIDENTIFIED SPEAKER: To support border A

12 (indiscernible).

13 REPRESENTATIVE ACOSTA: To support border

14 A, and then number 3, to add that we will -

01:58:20 15 specifically, the Chihuahuita neighborhood will not be

16 disconnected from the rest of the city.

17 REPRESENTATIVE NILAND: And I believe you

18 received -- I mean, you -- you know, I was at the public

19 scoping meeting and I -- and I said this last week. You

01:58:32 20 weren't there, but I want to repeat this, is that there
21 was overwhelming participation from my neighborhood
22 association presidents. The Segundo Barrio Neighborhood
23 Association president was there. The Chihuahuita was.
24 Chamizal was, and everyone.
01:58:47 25 You -- TxDOT and HNTB did a top-notch job

18

1 of walking my constituents through the process, letting
2 them give you feedback. I appreciated it so much. And
3 I know that you-all felt yourself their overwhelming
4 support for the border A -
01:59:04 5 MR. WILLER: We did.
6 REPRESENTATIVE NILAND: -- strategy as
7 well. Yeah. Okay.
8 MR. WILLER: We did. The feedback that
9 came back in on the written comments and -- you know,
01:59:10 10 was really favoring border A, I know.
11 REPRESENTATIVE NILAND: And thank you for
12 doing such a great job at that public scoping meeting.
13 MR. WILLER: Well, thank you for the -
14 REPRESENTATIVE NILAND: It was really very
01:59:17 15 well attended -
16 MR. WILLER: Thank you for the kind words.
17 REPRESENTATIVE NILAND: -- as well, so
18 thank you.

MR. WILLER: Thank you. Thank you.

01:59:19 REPRESENTATIVE ORTEGA: Mayor, I have a follow-up on that.

MAYOR COOK: Go ahead.

REPRESENTATIVE ORTEGA: Thank you. One of the discussion points that has come

01:59:23 up on the border A, versus the railyard A, is

19 potentially opening up the land that's behind the Union

Depot for redevelopment. Right now, there is a narrow space. Would border A -- would the alignment actually widen the land that's available for redevelopment

01:59:43 that -- that's behind the depot right now?

MR. WILLER: Would it widen -- widen the land?

REPRESENTATIVE ORTEGA: Yeah.

MR. WILLER: Not in -

01:59:49 REPRESENTATIVE ORTEGA: Will it have a real impact on -

MR. WILLER: Not in itself, but the -- not for -- border A would not require the realignment of Paisano. That is, you know, a separate project from -

01:59:58 REPRESENTATIVE ORTEGA: Would rail- - would railyard A allow for that? It was my understanding that one of those two options would allow

from -- for -- for realignment of Paisano, so that you have a wider footprint behind -

02:00:11 MR. WILLER: Yes.

REPRESENTATIVE ORTEGA: -- the Union Depot.

MR. WILLER: Border A will allow for -

UNIDENTIFIED SPEAKER: Yes.

MR. WILLER: -- Paisano to be widened or

02:00:17 moved.

20

UNIDENTIFIED SPEAKER: Yes.

MR. WILLER: Railyard A would be -

REPRESENTATIVE ORTEGA: Moved south?

MR. WILLER: Yes. Railway A would be in

02:00:23 direct conflict with anything that you would want to do -

UNIDENTIFIED SPEAKER: Yes.

MR. WILLER: -- along -

REPRESENTATIVE ORTEGA: Okay.

02:00:26 MR. WILLER: That's correct.

REPRESENTATIVE ORTEGA: And then -- and I would like for the City to affirmatively put that in, because there are a slew of opportunities for redevelopment behind that -- that Union Depot building.

02:00:37 And to the extent that it is -- the alignment accommodates potential redevelopment, I think we'd want

17 to support that.
18 And then, finally, for Mr. McElroy, where
19 we do not have consensus at the LRC was around the
02:00:51 20 ASARCO land, when you're talking about railyard B,
21 versus border B. We certainly want to make sure that
22 the alignment complements potential future uses, land
23 use for that land, from the planning perspective,
24 because they're a -- is there a preference?
02:01:14 25 MR. MCELROY: I -- ultimately, it depends

21

1 on what the cross-section is, whether it's elevated or
2 not. I think that in the master plan that was adopted,
3 you have the flexibility for both, because they left
4 quite a bit of right-of-way up by I-10 in the plan,
02:01:29 5 anticipating that there might be a high-speed,
6 high-intensity roadway going through there.
7 So I think there are possibilities for
8 both, but I -- but without saying which works better,
9 I'd really need to see elevations and full
02:01:41 10 cross-sections to make the determination.
11 REPRESENTATIVE ORTEGA: And, Darrin, at
12 this point, do we have the cross-sections for the area
13 around ASARCO, the two options, either border B or
14 railyard -- railyard B?
02:01:50 15 MR. WILLER: We have the typical section,

what looks like, as far as cross-section.

REPRESENTATIVE ORTEGA: Is one elevated and the other is not, or are they both -

MR. WILLER: On railyard B, both -- any -

02:01:58 the only piece of the press or, you know, nonelevated is going to be railyard A, under one of the options that was -- that was down there for the press section to go under to -- you know, underneath the railroad. But as far as railyard B, because you're up along -- you're

02:02:16 following the -- hopping over the UP Railroad tracks -

22

you know, they come across -- down in this area, there's railroad tracks that come across.

REPRESENTATIVE ORTEGA: Right.

MR. WILLER: We'd have to jump over those

02:02:27 down in this -- in this area right here where -- and then -- and we get more parallel to I-10, it would be, basically, you know, at grade or as close to at grade as we can get. You're going to be, you know, right next to -- to I-10. You have to maintain drainage through

02:02:42 there. The only place that we would be elevated, I guess, to go back up would be over Executive Center, where we hop up over, because there's going to be an interchange here to allow for access.

REPRESENTATIVE ORTEGA: Okay.

02:02:50 15 MR. WILLER: And then -- then you would go
16 back down and have either -- possibly some cut sections
17 through Cemex, because of the -- you know, you've seen
18 some of the rock formations through there we'd have
19 to -- to cut through to get down to that, but there can
02:03:05 20 be -- you know, mostly -- it's going to be all elevated
21 along the border, because you're sitting on top of
22 existing U.S. 85, and we cannot take away any nontolled
23 lanes as part of this process. So U.S. 85 has to remain
24 four lanes no matter what we do, so we have to build on
02:03:22 25 top of it larger, because you're on -- you're on top of

23

1 it. You have to save the existing lanes underneath.
2 REPRESENTATIVE NILAND: And, additionally,
3 there wasn't enough right-of-way space on either way to
4 expand; is that right?
02:03:33 5 MR. WILLER: There's -- it's tight -
6 REPRESENTATIVE NILAND: Yeah.
7 MR. WILLER: -- through a couple of
8 sections. There's one stretch down in this area it gets
9 down to about 80 feet, where you're, you know, right
02:03:41 10 near UTEP. 80 foot of right-of-way, so it gets to be
11 very expensive structures to make it work. As far as we
12 can tell right now, it would work. There would have to
13 be some possible donation or -- or land from IBWC to

14 make those little tight areas work, but -

02:03:59 15 REPRESENTATIVE ORTEGA: Okay.

16 MR. WILLER: -- in general, it should work

17 through there. It's just going to be very expensive.

18 REPRESENTATIVE ORTEGA: So if we're

19 concerned about minimizing elevations, then the option

02:04:07 20 would be rail- -- railyard B?

21 MR. WILLER: I believe so, and I'll make

22 sure.

23 Jesus, are you in agreement with that?

24 You've been looking at the details.

02:04:14 25 MR. HEREDIA: To a certain degree, but it

24

1 all really depends on the topography of the Cemex

2 property, which is the one that really has a variation

3 of land formations and (indiscernible). So there'll be

4 certain opportunities to be at an at-grade condition.

02:04:26 5 There will be other opportunities where it has to be

6 elevated, simply because of reasons (indiscernible).

7 REPRESENTATIVE ORTEGA: When comparing one

8 to the other, the one that gives you minimal elevation

9 is the B option?

02:04:38 10 MR. WILLER: Yes. It would be less -- it

11 would have a better view shed.

12 REPRESENTATIVE ORTEGA: Railyard B?

13 UNIDENTIFIED SPEAKER: Yeah.

14 UNIDENTIFIED SPEAKER: Railyard B.

02:04:42 15 MR. WILLER: Railyard B will give you -

16 UNIDENTIFIED SPEAKER: (Indiscernible) -

17 okay.

18 MR. WILLER: -- the official term, a better

19 view shed. You're not going to see it as much from the

02:04:48 20 border. It's not going to be as much of, you know -

21 REPRESENTATIVE ORTEGA: A barrier?

22 MR. WILLER: -- a barrier, if you want to

23 call it that. But it's just going to be less visible up

24 along -- along I-10, because it's already elevated up

02:04:57 25 there along -- on the hill.

25

1 MR. MCELROY: So that you know, the ASARCO

2 plan has about 150 feetish [sic] of right-of-way

3 reserved under the rail- -- railyard B option, so you

4 put intense road next to intense road. Plus, if you put

02:05:10 5 it up at railyard B, you have the ability to connect the

6 riverfront area to the old ASARCO site.

7 REPRESENTATIVE ORTEGA: Yes.

8 MR. MCELROY: It really matches with a lot

9 of the illustrations in the plan.

02:05:18 10 REPRESENTATIVE ORTEGA: So from the

11 planning perspective, it seems like railyard B is -- is

the route to endorse?

MR. MCELROY: From what I'm hearing right now.

02:05:25 REPRESENTATIVE ORTEGA: Okay.

MR. WILLER: Yes.

REPRESENTATIVE ORTEGA: Thank you. That's all I have.

MR. WILLER: Ms. Byrd?

02:05:26 REPRESENTATIVE BYRD: Thank you.

I would still like to get a little bit - for planning to look through that a little bit more carefully, because I think -- I think there are some natural assets and community assets up under the

02:05:36 railyard B, which are the smelter cemetery -

26

REPRESENTATIVE ORTEGA: We have to move on the -

REPRESENTATIVE BYRD: -- and the cement lake. No. No. I know, but I just want to make sure

02:05:44 that we look at those before we kind of sign off.

REPRESENTATIVE ORTEGA: We have to give direction today.

REPRESENTATIVE BYRD: No. No. No. We don't need to give -- on the -- do we have to give -

02:05:48 REPRESENTATIVE ORTEGA: Well, we're going

11 to give a resolution today.
12 REPRESENTATIVE BYRD: We're going to give a
13 resolution, but my understanding is that we still have
14 time to give a final assertion on -- on what -- what
02:05:58 15 options -
16 REPRESENTATIVE ORTEGA: (Indiscernible.)
17 REPRESENTATIVE BYRD: -- we want, except
18 that I think that there seems to be unanimity, at least
19 from the LRC, that we don't want -- we definitely don't
02:06:09 20 want railyard A. But I think that there's still some
21 more undercover work that needs to be done to -- to
22 figure out the other ones.
23 So, actually, the -- the only thing that I
24 would ask that we add to the resolution is, if you guys
02:06:22 25 are okay, that it's the least disruptive to natural -- I

27

1 mean, community assets, like cement lake and smelter
2 cemetery, so that those are some guiding things that you
3 would look at when you're developing the -- the final
4 alternative.
02:06:35 5 And then I have just two questions for you.
6 And I asked to see it today, but maybe I didn't
7 understand it all the way. If we did not have -- the
8 guidance that you got from the RMA that we put in -- in
9 place was that no existing lanes would be tolled.

02:06:57 If -- if we didn't have that guidance and
you could just use existing capacity for this project,
is there enough capacity along Paisano now to -- to -
to make -- to accommodate the traffic -- the traffic
that you need to travel through that area, or will
02:07:17 you -- even without that guidance from that document,
would you still have to expand?
MR. WILLER: Let me answer that. Two -
two parts. House Bill 3588 was the -- was the
legislation that required us to look at tolled
02:07:31 facility -- you know, any project that was adding
capacity or which is, you know, widening or a new
location project.
This has pieces of both, you know,
depending on the option that we go with, but you have to
02:07:43 look at them as tolled first before traditional funding

28

is allocated or -- you know, that's -- and the -- and in
the legislation, that was mandated, that no nontolled
lanes will be removed. That's -
REPRESENTATIVE BYRD: Okay.
02:08:01 MR. WILLER: -- a federal mandate.
(Indiscernible.)
REPRESENTATIVE BYRD: Okay. Because I know
we had also locally added that, too, so I...

9 UNIDENTIFIED SPEAKER: It's a state law.

02:08:04 10 MR. WILLER: It -- it is state law.

11 REPRESENTATIVE BYRD: Okay.

12 MR. WILLER: And -- and I believe federal.

13 Make sure I'm not missing anything, misstate, but -- but

14 you can't toll interstates, you know, in most states

02:08:14 15 anyway, so it's generally a, you know, federal mandate

16 as well. Right now, they're all pilot projects.

17 But moving on to the next -- to the second

18 part of your question was, the purpose or needed purpose

19 for this facility is a controlled-access facility and

02:08:30 20 alternative to -- to Interstate 10, for connectivity

21 and, you know, for congestion management.

22 And existing U.S. 85, with the projections

23 of traffic, will not handle that in a -- in a con- -

24 you know, in a noncontrolled-access facility. And

02:08:46 25 funding is the other challenge, undoubtedly, so that's

29

1 why tolling's being looked at.

2 REPRESENTATIVE BYRD: Sure. I guess the -

3 the difficulty I'm -- I had with this sort of

4 constraints on this project, in terms of the design, is

02:08:59 5 that it sometimes seems that the financing is dictating

6 the design, rather than what you'd prefer, which is that

7 the -- the design -

MR. WILLER: No, not at all.

REPRESENTATIVE BYRD: Okay.

02:09:09 MR. WILLER: It's not.

REPRESENTATIVE BYRD: Okay. That's the only question I have on that.

MR. WILLER: No, it's just a funding - funding mechanism, but the process -- and the federal

02:09:17 government doesn't allow it, you know. It's not -

REPRESENTATIVE BYRD: So you would build this this way regardless of the financing, that it's being toll financed?

MR. WILLER: Yes.

02:09:27 REPRESENTATIVE BYRD: Okay. And then the -- the -- the part on Park Street through the downtown area -

MR. WILLER: Yes.

REPRESENTATIVE BYRD: -- one of the

02:09:38 questions that we had the other day -- I know that

30 you've -- I'm not quite sure what the rationale for

1

abandoning the boulevard option through this, except that I know that's not something that you-all would want to build.

02:09:50 But is there any way in that section to put kind of boulevardlike qualities, so that it really slows

7 down the frontage road in that area, makes it really
8 easy to walk, and that the integration into downtown is
9 very -- it's similar -- I think Steve had mentioned
02:10:06 10 Chicago as -- as -- as doing that in a really thoughtful
11 way, where they have a controlled-access freeway that
12 kind of slows down through their downtown, feeds
13 downtown through the grid, and then goes back into
14 controlled-access area. Is that something that you're
02:10:24 15 willing to look at or -
16 MR. WILLER: Yes, we're still looking at
17 that. That hasn't -
18 REPRESENTATIVE BYRD: Okay.
19 MR. WILLER: -- has not been decided
02:10:28 20 entirely. We need to look at -- from a safety
21 standpoint, we need to look at the speeds on both sides,
22 you know. So from 54, as you know, over to this -- to
23 Park, it's -- it's controlled access.
24 REPRESENTATIVE BYRD: Right.
02:10:38 25 MR. WILLER: And then on the other side is

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1 going to be built the same way. You definitely want to
2 have access downtown, so we are looking at that.
3 REPRESENTATIVE BYRD: Okay.
4 MR. WILLER: I mean, and we have to find -
02:10:47 5 you know, still work through, you know, the development

of how to -- the safest way to do that, provide the best, you know, access -

REPRESENTATIVE BYRD: Right.

MR. WILLER: -- and desire to want to use

02:10:54 the facility to get -- to get down there.

REPRESENTATIVE BYRD: Right. And maybe Chicago is a good model for us to look at for how -- how to do that in a safe way that's -- you know, contributes to the downtown development.

02:11:04 MR. WILLER: Yes. And boulevard -- the intention, as it stands right now, would be to try to keep it in that -- you know, the way it looks, it's very pretty through there, and try to maintain it with - looking at how to best maintain the access through

02:11:17 there, but either -- you know, we haven't gone to that detail yet, but we will certainly go to that detail from this point forward. We just need to get out and put the alignments out there first and then -- and what we've come up with, and we'll have to work through -- you

02:11:30 know, the CSS process is going to be to help us get

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through some of these -- these very details.

REPRESENTATIVE BYRD: Okay. Thank you.

MAYOR COOK: Can you -- can you go over the critical timelines and communications that happened

02:11:42 (indiscernible)?

MR. WILLER: Yes. I'll fast forward here to -- pass some of these that we put. But the -- you know, as far as getting through the -- this is somewhat complicated, but I think the -- you know, right now, the

02:12:03 goal is to have a state record of decision, which is the -- an environmental impact statement. That is the -- the decision of, you know - you know, whether there's a impact or not, you know, an adverse impact; that that is required to move forward

02:12:20 to -- to the build status. That is -- we're shooting for late 2012 for that -- that rod. So over the next year -- and we're now in December. Shooting for December of 2012, we have a year to work through the development of these four -

02:12:40 you know, coming down to the rec- -- what we call recommended preferred alternative alignment, which is going to be one of those -- two of those four segments combined, to be either rail A -- you know, rail B, you know, or border A and rail B, that combination that

02:12:56 Representative Niland was talking about. That's going

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to be the key. This will be happening over the next few months, shooting for a public hearing somewhere in, I guess, mid to -- to third quarter of 2012.

MAYOR COOK: The reason I asked the

02:13:13 question is that the resolution says we're requesting additional time to provide comments to proposed and other options, and I thought we still had time up until -- well, for the next couple of months and then the time -

02:13:27 MR. WILLER: You do.

MAYOR COOK: -- begins in December -

MR. WILLER: Absolutely.

CITY MANAGER WILSON: Mayor -

MAYOR COOK: -- of next year.

02:13:30 CITY MANAGER WILSON: -- I think the key is -- the key is that -- and I mentioned this to Ms. Brown today -- is that the city council is really sensitive about us having an adequate opportunity, both at the staff level, to review things before they get so

02:13:45 far along when we've had limited opportunity to influence them or change them, and for the council then to have ample time to -- to see the next round, to review it, hold a meeting, where they cannot rush to put it on the agenda, so that we have an assurance that -

02:14:04 because this is so much in the City, that we could have

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significant input into this before it gets to that point.

3 And so going forward, whenever the next
4 round is, we -- we need more than nine days. I mean, we
02:14:18 5 need, you know, a 30-day period, two full weeks from the
6 time we have it, to schedule a meeting, to review it, so
7 that we're not in a conflict, kind of like we were on
8 the northwest master plan -- and we talked about that -
9 where the design was done, and we couldn't really, like,
02:14:35 10 modify it.
11 REPRESENTATIVE ACOSTA: And we want to make
12 sure -- Mayor, we wanted to make sure that we had these
13 comments in time for the -- the deadline of -- of public
14 comment, so that we can -- you know, in the future, you
02:14:46 15 know, it wouldn't come back and say, "Well, you missed
16 that deadline," and we really didn't have it on record.
17 It's on record.
18 And so what we're asking you is, submit the
19 letter from -- these are our concerns. They're going to
02:14:58 20 be there by today and -- but we want you to consider us,
21 you know, in every future phase that -- that is being
22 developed.
23 MR. WILLER: Let me -- and, hopefully, I
24 can quell the -- the concern here, that that all was -
02:15:11 25 you know, in a -- in the NEPA process, for -- for a

35

1 hearing, there's a ten-day comment period, because as

Julie said earlier, you try to make sure that you get - it sets a time for people to get comments in, or else it'll -- it'll drag on.

02:15:26 As far as -- you know, you, as a participating agency, as a city, have -- you know, you're going to be involved from this point forward, and you're going to be able to comment at any time, and it gets into the -- what's called the administrative record

02:15:38 of -- of the -- for the project. And everything that we get, resolution, every piece of paper, e-mail, all goes in there, and that -- and so you're never -- your - your concerns are going to be documented from this point on.

02:15:52 REPRESENTATIVE ACOSTA: We want them to be there in time.

MR. WILLER: In that ten-day period, I mean, you still have the -- you know, even if you turned around and wanted -- and turned one in tomorrow, it's

02:16:01 still going to get into the administrative record. It's not -

CITY MANAGER WILSON: Yeah, that's what - that -

REPRESENTATIVE ACOSTA: Right.

02:16:03 CITY MANAGER WILSON: And that's why I

36

wasn't as -- as conce- -- I appreciate what Representative Acosta is doing, because it is very important that -- that our comments go on record, but that that is what -- that you-all assured us, is that -

02:16:16 I mean, you know -- you know, I'm relying too much on good faith here, but that -- that you-all would -- would listen and take our comments during this process. Because the way you explained it to me, you'll be working over the course of this next year

02:16:30 taking all those public comments to kind of conceptualize the design. And as you go through that process, you have made a commitment that you would - you would work with us to let us know what direction that that was steering you in.

02:16:41 MR. WILLER: Absolutely. And that the context-sensitive solutions process, that's -- if you look on here, it's really happening all the way through. This is where, I mean, there's going to be two committees formed, a technical advisory committee and an

02:16:57 aesthetic advisory committee, where you're going to be directly involved with your members that are on those committees, you know, working with us day in and day out.

It's going to be a very quick process to -

02:17:08 you know, the faster that this moves, the better.

1 That's in any project, because the longer things drag
2 out, the more things can get, you know -- you know,
3 funding is always the issue, but this -- you're
4 certainly going to be involved from this point forward
02:17:20 5 through the CSS process. It's an important process in
6 this overall -
7 MAYOR COOK: And, also, we need the -- we
8 really need the elevations. I mean, these are okay, but
9 I noted that there are some artist's concepts of what
02:17:33 10 the elevated one, versus the nonelevated were, because I
11 saw them almost five months ago, so I know they're out
12 there.
13 MR. WILLER: Yes.
14 MAYOR COOK: And the council really needs
02:17:46 15 to see those, too, not just -
16 MR. WILLER: That was -- that was actually
17 a preliminary -
18 MAYOR COOK: -- in order to make our
19 decision based upon the lines of a black piece of paper
02:17:51 20 to find out how it's going to impact -
21 MR. WILLER: I understand, and that -
22 MAYOR COOK: -- the entirety.
23 MR. WILLER: And as part of the process, we
24 have to -- we have looked at some of those in detail,
02:18:00 25 but we can. As we go through the screening process, we

38 have to, you know, go from line -- you know, the fat

pencil to the -- you know, the narrower pencil, and then you get down to the details, and we're just getting down into the details now.

02:18:12 We have rendered the railyard A, which is the one I think you saw at a recent meeting back in May, is when they were presented, and those are -- just show -

MAYOR COOK: (Indiscernible) the private

02:18:22 meeting -

MR. WILLER: Okay.

MAYOR COOK: -- with just me and one (indiscernible).

MR. WILLER: And we are going to meet with

02:18:27 staff tomorrow as well to go over more details, so we're -- the process starts tomorrow, I mean, to really go through the details. We want to work with you.

MAYOR COOK: Okay. And, I think, being her district, I know that Ms. Niland is -- would -- would

02:18:42 really appreciate it if she could have access to those sooner, rather than later.

MR. WILLER: Anytime.

REPRESENTATIVE NILAND: And let me -- I mean, I've seen a lot.

02:18:53 25 MAYOR COOK: Yeah.

39

1 REPRESENTATIVE NILAND: And I've told -- I

2 mean, one thing that I'm the most adamant about is just

3 the border A part of it, because as far as my

4 neighborhood associations have said went directly -

5 (Electronic recording concluded.)

BALANCE OF MEETING WHERE RECORDING CONCLUDED IS BELOW..

Representative Acosta wants added a preference not to exclude Chihuahuita from rest of neighborhood. She asked if Border A would require realignment of Paisano? She would like to explore redevelopment behind Union Plaza building and questioned Mathew McElroy. Mr. McElroy explained that there is flexibility in the master plan for high intensity, high speed transportation

Representative Ortega questioned the Railroad B elevation. Mr. Willer explained that the minimal elevation is the “B” option. Railroad “B” gives a better railyard viewpoint.

Mr. McElroy explained that the Asarco Plan has land reserved.

Representative Ortega stated that Railroad B is better from a planning perspective.

Representative Byrd stated she would like to allow Planning more study time to select a option to recommend. She asked that “least destructive to natural assets” by added to the resolution.

Representative Byrd stated that “no existing lanes would be tolled” from the Regional Mobility Authority.

Mr. Willer explained the applicable house bill states that Interstates can not be tolled. Funding is the challenge.

Representative Byrd stated that it appears that funding is dictating the design. Mr. Willer said, “No, not at all. We’d build this in the same manner even if it were toll funded.”

Representative Byrd stated she would like boulevard qualities, like Chicago has, added to the thoroughfare, where it runs through the downtown area.

Mayor Cook asked that Mr. Willer go over the critical timelines and actions that have to take place.

Ms Joyce Wilson, City Manager, explained the need for enough time to have significant input on the project – more than nine days, more like thirty days.

Representative Acosta wants to have public comments ready before the deadline and wants TXDOT to consider constituents’ concerns in each future phase of this project.

Mayor Cook stated that we need the elevations of the different options and so do the residents and neighborhood associations.

Representative Niland stated that she was most adamant about the Border A option.

Representative Holguin asked if there is a computer animated animation mock up. Mr. Willer stated that there was not.

Representative Niland stated that TXDOT took her on a ride along the route and she could see it..

Representative Byrd asked if the Planning Department is part of the technical review team. Jane Shang stated that yes they are, as well as DOT Staff.

Representative Ortega questioned Mathew McElroy concerning the Asarco piece of the project. Mr. Willer explained that the design work has not happened yet.

Representative Holguin asked if all the new construction is going to be tolled? Mayor Cook responded no, only construction of a new aisle.

Representative Ortega asked if you can use Loop 375 without paying a toll? Mr. Willer said no, Loop 375 will be tolled in places, but drivers can drive on US 85 without paying a toll.

PUBLIC COMMENT:

Mr. Mike Rooney, Citizen
Mr. Bill Addington, Sierra Club

City Council was not included.

TXDOT representatives stated there is no eminent domain that will be used and no homes will be taken out. Representative Niland stated we are one of the last in the state to get an alternative route that will create jobs and provide traffic stress relief.

**MOTION**

**Motion made by Representative Acosta, seconded by Representative Byrd and carried to approve the Resolution adding that Border A segment is the preferred alternative; that Chihuahuita should not be separated from the rest of the neighborhood; that elevations should be minimized; that community and cultural assets should be protected around the Asarco area; and that alignment should be made that allows for realignment of Paisano Street.**

**Ayes: Representatives Lilly, Byrd, Acosta, Robinson, Ortega and Niland**
**Nay: Representative Holguin**
**Not Present: Representative Noe**

**Motion passed.**

Motion made by Representative Robinson, seconded by Representative Byrd and unanimously carried to adjourn the City Council meeting at 4:02 p.m.

APPROVED AS TO CONTENT:

_____

Richarda Duffy Momsen, City Clerk

# EL PASO ECONOMIC DEVELOPMENT SYSTEM

## Review & Recommendations

Prepared for the City of El Paso
19 December 2011

Edward Feser
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Manchester Business School (UK), University of Illinois
Center for Regional Economic Competitiveness (Arlington, VA)



## Charge & methods

- What the study is
- What the study is not
- How I approached the work
- Why it matters

# What is strategy?

**1) A valid diagnosis**

- of a challenge or opportunity…
- which reduces complexity and…
- provides an explanation ***and*** Identifies a domain of action

**Guiding policies**

- To channel actions

**Specific actions**

- Which are coherent…
  - and consistent & coordinated

**Implications…**

- Continuous adjustment of strategies is the norm
- Internal capacity to strategize is essential
- Strategies may be nested within one another
- Defined roles, metrics, and accountability essential

***Strategy making***

***Strategy implementation***



# Findings: Stakeholder views

1. There is no working consensus
2. City & region have no joined up ED strategy
3. City's capacity to make & implement strategy is weak
4. REDCo lacks sufficient legitimacy
5. City is hostile to economic development
6. Shift to council-manager form is incomplete
7. Current incentives mix is inadequate
8. No one is playing a "think tank" role
9. No organization is obvious lead for region

## Findings: Stakeholder views

| | | |
|---|---|---|
| 1. There is no working consensus | 4. REDCo lacks sufficient legitimacy | 8. No one is playing a "think tank" role |
| 2. City & region have no joined up ED strategy | 7. Current incentives mix is inadequate | 5. City is hostile to economic development |
| 9. No organization is obvious lead for region | 6. Shift to council-manager form is incomplete | 3. City's capacity to make & implement strategy weak |

*Mainly regional actions*

*Mainly city actions*

## Recommendations

1) The City should re-tool and appropriately staff its Economic Development Division as well as implement internal organizational reforms to better align the City's planning, development services, and economic development functions.

# Recommendations

2) Community leaders in the corporate, education, non-profit, and military sectors must join with public sector appointed and elected officials to (re)form, appropriately resource and govern an organization charged with ***coordinating the creation*** of a broad-based, transparent, and continually updated regional economic development strategy; ***coordinator of the implementation*** of that strategy, in cooperation with the City and the many specialized development organizations in the region; and either ***implementer or oversight agent*** of the region's business attraction, expansion, retention, and marketing programs.



# City actions: Staffing, organization

| Principles: Orient to core activities | Actions |
|---|---|
| ▫ Planning + ED alignment<br>▫ ED as ED+CD+WD<br>▫ Strategic planning, foresight role<br>▫ City incentives programs<br>▫ One-stop-shop business assistance<br>▫ Liaison and lead partner to regional effort<br>▫ Marketing & communications | ▫ Hire deputy director for economic development<br>▫ Create tripartite **City Development** Department<br>  ▫ Planning, Development Services, Economic Development<br>▫ Hire Director of City Development<br>  ▫ **City ED Team** becomes director + three deputy directors<br>  ▫ ED, planning, permitting aligned<br>▫ Replenish ED staff<br>▫ Reorganize DCM portfolios<br>  ▫ ED, CD, and WD become better aligned |

# City actions: Policies, programs

- Relinquish retention activities
- Accelerate one-stop-shop permitting, review
- Undertake systematic code, procedures review
- Adopt strategic, oversight role on Council
- Review incentives for potency, effective use
- Review relationship with County, including funding
- Review City relationship with REDCo



# Regional actions

**Principles**

- Avoid proliferation of organizations
- Embrace inclusiveness
- Build as public/private with strong corporate leadership
- Embrace a division of labor among organizations with "light touch" coordination
- Provide constructive forum function
- Lead or oversight of marketing, attraction, expansion, retention
- Lead on state, federal advocacy
- Lead partner to Juárez efforts

**Actions**

- Create regional organization with structure, staffing and credibility to serve as lead convener, coordinator
  - Several options involving REDCo, Chamber, PDN

## Closing messages

- Economic development is a slow and steady game that rewards collaboration and trust, sustained investment, and coherence in programs and policies
- The glass in El Paso is half full, not half empty
- There is work for all parties and stakeholders to do
- ***Act…now!***

COMMENTS/REACTIONS:

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Manchester Business School (UK), University of Illinois

# El Paso Economic Development System Review & Recommendations

*Edward Feser, PhD*[1]

*9 December 2011*

*Prepared for the City of El Paso, Texas*

[1] Edward Feser is Eddie Davies Professor of Enterprise and Innovation and Head of the Division of Innovation, Management, and Policy at the Manchester Business School, United Kingdom; Professor of Urban and Regional Planning at the University of Illinois at Urbana-Champaign; and Senior Fellow with the Center for Regional Economic Competitiveness, Arlington, Virginia. He formerly served as Assistant Secretary for Policy, Research and Strategic Planning in the North Carolina Department of Commerce and is a regular consultant to local, regional, and state governments in the U.S. and abroad on issues of economic development policy, planning and strategy. The views and recommendations expressed in this report are his alone.

## Executive Summary

Greater El Paso's current economic development effort is compromising the region's prospects for improved levels of prosperity and quality of life. The City's economic development operation has been weakened badly by staff departures and uncertainty over its mission and the economic development organization tasked with marketing and recruiting for the region lacks the full support and cooperation of community stakeholders it needs to be successful. Meanwhile, threats to the long-term prosperity of the region are not being addressed systematically and potential economic development opportunities are being neglected.

Two major actions are needed to rectify the problem:

1. *The City of El Paso should re-tool and appropriately staff its Economic Development Division as well as implement internal organizational reforms to better align the City's planning, development services, and economic development functions.*

   Among the recommendations detailed in the report are: to hire a director to oversee and manage the integration of the City's planning, development services, and economic development functions; to hire a deputy director to rebuild and lead a revived Economic Development Division; to raise the Economic Development Division's level of professional competence through re-orienting its core mission and hiring appropriate staff; to reform the City's agency portfolios to bring development-related departments more closely together; to undertake a comprehensive review and reform of standing regulations to remove needless hurdles in the development process; to commission an assessment of the City and region's economic development incentives and to then make any necessary adjustments to ensure the incentives programs are appropriately competitive; to move aggressively to a more customer-friendly and responsive development review and permitting process; and to build a stronger public information function that communicates City goals and accomplishments, encourages community dialogue around economic development issues and alternatives, and facilitates City Council's strategic leadership and oversight roles.

2. *Community leaders in the corporate, education, non-profit, and military sectors must join with public sector appointed and elected officials to (re)form, appropriately resource and govern an organization charged with coordinating the creation of a broad-based, transparent, and continually updated regional economic development strategy; coordinator of the implementation of that strategy, in cooperation with the City and the many specialized development organizations in the region; and either implementer or oversight agent of the region's business attraction, expansion, retention, and marketing programs.*

This recommendation acknowledges that the region currently stands at a debilitating impasse. El Paso has a lead economic development organization—the El Paso Regional Economic Development Corporation (REDCo)—that is designed and equipped to implement only a narrow range of economic development strategies: marketing and business attraction. In addition, REDCo currently lacks full stakeholder support, undercutting its ability to act effectively and to leverage resources. As noted above, the City's economic development function is presently weakened and therefore not positioned to take a lead role. In any case, as a single jurisdiction the City is not an ideal lead agent for a regional effort.

The impasse must be bridged, whether it is to reform and re-energize REDCo to deliver marketing and recruitment services under the oversight of a wholly new organization, to locate all functions in a new organization and disband REDCo, or to bring about a merger or reconfiguration of existing organizations such as REDCo, the Paso del Norte Group, and the Greater El Paso Chamber of Commerce.

El Paso would benefit significantly if it had a regional economic development organization with the capacity to coordinate the creation and implementation of a broad-based regional economic development strategy, one in which a wide array of strategies are joined up, properly resourced, and tracked for outcome and impact.

This report, commissioned by the City of El Paso, details the rationale for the two core recommendations and provides additional detailed guidance. The recommendations call for actions from three categories of stakeholders:

- City government, to undertake the restructuring and internal reforms necessary to assume greater discretionary authority in the implementation of programs and policies related to economic development;
- City Council, to contribute strategic leadership while empowering City staff to exercise appropriate professional discretion in creating and implementing economic development initiatives for the City itself and as a partner to a regional effort; and
- Private and public community leaders, to champion and lend tangible assistance with the creation of an organizational vehicle for the kind of public-private collaboration that is driving economic development in many other major city-regions in the United States.

The recommendations also call for stronger integration of physical, land use, and economic development planning activities, a trend in international best practice in local

and regional economic development. Today economic development practice extends well beyond traditional marketing, business recruitment, and retention strategies to include efforts in infrastructure development, transit planning, quality of life improvement, workforce development, community development, technology-based economic development and entrepreneurship.

## Global Context

The situation in El Paso is urgent. The United States, Canada and other advanced industrialized countries (AICs) in Europe and Asia are facing unprecedented economic competition from developing countries around the world. Countries like China and Brazil are not just growing rapidly. They are also making substantial investments in infrastructure, research and development (R&D), and education in order to capture higher value, higher technology economic activity *today*, bucking traditional (and now outdated) wisdom that they will remain low-value manufacturing and call center sites for goods, innovations, and services developed and refined in AICs. Evidence of a trend toward increased off-shoring of R&D and advanced business services—not just product assembly—by AIC-based companies, as well as international comparisons of investments, growth trends, and competition policies, suggest those strategies are working and that the prospects for steady erosion in the relative standard of living in AICs are real.

U.S. cities and regions ignore global trends at their peril. Residents and leaders of the City of El Paso, sitting as they are at the center of the largest international metroplex in the world, are highly attuned to global economic dynamics. Yet the City and the region as a whole lack an economic development strategy that fully recognizes, mitigates, and leverages those dynamics.

Although individual organizations—the City's Planning and Economic Development Department, the El Paso Regional Economic Development Corporation, the chambers of commerce, UTEP, and Workforce Solutions, among others—contribute valuable individual programs and initiatives, there is no coherent overall strategy. Even more importantly, there is no recognized and widely endorsed means of arriving at such a strategy. Debates about where to direct economic development resources and energy tend to be ad hoc and highly politicized, and choices over particular initiatives that have a long-run bearing on the region's development trajectory—e.g., REDCo's recruitment targets, plans for downtown redevelopment, the City's SmartCode and related incentives, UTEP's bid to raise its research standing, the development of the Medical Center of the Americas—are viewed in isolation rather than as linked and mutually dependent. The result is a de facto regional economic development effort that collectively "punches well below its weight."

## Study Charge & Approach

This study's specific charge was to investigate whether the government of the City of El Paso is organized to pursue economic development effectively. The answer to that question depends very much on the configuration and characteristics of economic development activity in the region as a whole. Since the City of El Paso is only one player, getting the City's economic development apparatus right is contingent on getting the region's economic development effort right. Consequently, the report's recommendations apply to a broader group of stakeholders than City Hall alone.

The ideas laid out in this document are based on a review of existing reports, inspection of the City's current economic development apparatus and staffing, and the assembly of views gathered through two rounds of interviews with community stakeholders and two presentation and question/answer sessions before City Council. Dozens of interviews were held in September and October 2011, in person and by telephone. The findings were developed from the information assembled and juxtaposed with best practice in U.S. local and regional economic development. The recommendations were then based on those findings.

## Introduction

This report addresses three questions pertinent to the design and functioning of the economic development effort of the City of El Paso:

1. How well organized is the government of the City of El Paso to pursue economic development effectively, given national and global trends and the specific challenges facing the region?

2. What are the views of key stakeholders about the challenges and opportunities facing the region and the region's capacity to address them?

3. Should the City reorganize its economic development division within the Planning and Economic Development Department or consider a larger reorganization, to include possible transfer of some or all functions to an external organization, via partnership or contracting arrangement?

The assessment was commissioned by the City Manager and the Planning and Economic Development Department. Major information inputs include opinions collected through approximately 35 semi-structured interviews of community leaders and economic developers conducted by the author during site visits in August and October (see Appendix Table 1); views and perspectives gathered through two presentations before City Council and subsequent question and answer sessions; a review of existing documents describing the economic development activities of the City and other organizations in the region or analyzing the El Paso and Paso del Norte economies; and assembly of basic data on the organizational approaches to economic development in several comparison cities (Denver, Colorado; Houston and San Antonio, Texas; Tucson, Arizona; Kansas City, Missouri; and Milwaukee, Wisconsin). The comparison cities represent slightly different ways of designing and implementing economic development strategies at the city and metropolitan levels.

## The Local Context

The City of El Paso is the center of a growing metropolitan area, but also a challenged one. At 800,641 residents recorded in the 2010 Census, the El Paso metro is 5th largest among 25 metropolitan areas in Texas. Its population growth between 2000 and 2010 was a reasonably robust 17.8 percent, 85th fastest among 366 metros nationwide, although considerably slower than other major metros in Texas. In comparison, the population of the Austin metropolitan area expanded by 37.3 percent over the decade; McAllen by 36.1 percent; Houston by 26.1 percent; San Antonio by 25.2 percent; and

Dallas-Fort Worth by 23.4 percent.[2] At current trends, McAllen-Edinburg-Mission will overtake El Paso as Texas' 5th largest metropolitan area in 2013.[3] The expansion of troops and their family members at Fort Bliss, along with population added through Bliss-related multiplier-driven services activity, is creating an uptick in El Paso's growth trend in the early part of this decade, but the region's development trajectory will not shift substantially without the development of a broader mix of industries.

Slower population growth relative to other major cities in Texas is not necessarily bad. A more measured pace of expansion is easier for municipal and county governments, school districts, and other public service providers to manage. However, El Paso's challenge is that its growth is being driven principally by lower technology and comparatively lower wage services and government sectors. Per capita gross domestic product in the region, a measure of average income, stood at $33,754 in 2010 (see Figure 1), slightly less than 80 percent of the value for all U.S. metropolitan areas as a group. El Paso's per capita GDP expanded by just 1.0 percent in real terms between 2001 and 2010, compared to 5.7 percent for all U.S. metros. That rate matched San Antonio's 1.0 percent and exceeded Houston's (which fell by 2.2 percent in real terms), but was well below Austin's 13.1 percent increase.[4] El Paso has among the nation's highest overall poverty rates and it experienced the 2nd fastest rate of increase during the 2000s in the number of its poor living in extreme poverty neighborhoods.[5] The growth it has enjoyed in government, health, and social services is a double-edged sword, as it is partly driven by a growing low income population that requires a broad array of services.

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[2] The report uses shorthand names for the metropolitan areas for convenience. Austin refers to Austin-Round Rock-San Marcos; McAllen to McAllen-Edinburg-Mission; Dallas-Fort Worth to Dallas-Fort Worth-Arlington; and San Antonio to San Antonio-New Braunfels.

[3] Based on a simple extrapolation of compound annual growth; all population data are from the U.S. Census.

[4] Gross domestic product figures by metropolitan area are from the U.S. Bureau of Economic Analysis GDP data series, all industry totals.

[5] Kneebone, Elizabeth, Carey Nadeau, and Alan Berube, *The Re-Emergence of Concentrated Poverty: Metropolitan Trends in the 2000s* (Washington, DC: Brookings Institution, November 2011). Concentrated poverty was measured over the period 2000 to 2005-09 using data from the *American Community Survey*. Extreme poverty neighborhoods are defined as those where at least 40 percent of individuals live below the federal poverty line. By 2005-09, 10.5 percent of the poor nationwide live in such neighborhoods. Nearly 35 percent of El Paso's poor live in extreme poverty areas.

Of course, El Paso statistics mask a major part of the El Paso story. The city is part of the largest international metroplex in the world, part of a major cross-border manufacturing, logistics, and distribution hub. With Ciudad Juárez's estimated 1.5 million people, the Paso del Norte region approaches 2.2 million residents, a region comparable in size to San Antonio, Pittsburgh, Portland, Sacramento, Orlando, and Cincinnati. It is a highly unique North American regional economy, heavily dependent on the maquila zone on the Mexican side of the border, which is linked to El Paso directly through transportation and distribution activities and indirectly via services provided to the Mexican population and to American and other U.S.-resident executives and personnel of the maquilas. Links to Mexico are also important via a growing network of expatriate entrepreneurs who are choosing to start businesses in El Paso.

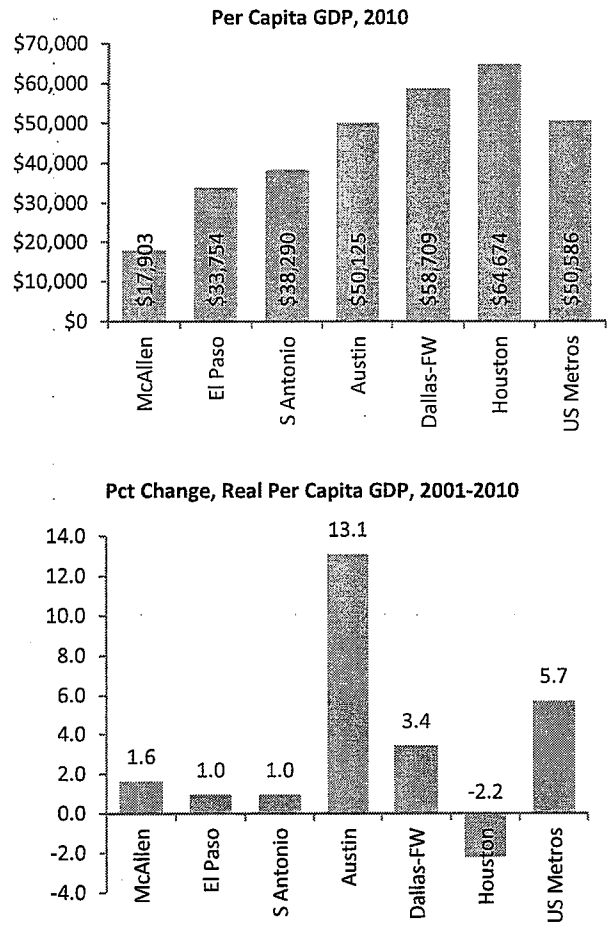


**Figure 1. Income profile, major Texas metros**

From one perspective, El Paso's economy has out-performed many other U.S. metro economies and the U.S. as a whole during the 2000s, after weak performance during the 1990s.[6] Employment growth was driven prior to the 2008 recession by a strong construction sector, which was then buoyed after the downturn by expansion at Fort Bliss. From a portfolio standpoint, El Paso is hurt by its relatively high concentration in manufacturing—a sector that is losing jobs precipitously nationwide and in El Paso as well—but has enjoyed strong relative growth in government (military and non-military),

[6] This claim is based on an analysis of industry mix and growth relative to the U.S. over the forty year 1969-2009 period. Details provided upon request.

health care, and social assistance. Its current unemployment rate is high, standing at 10.6 percent in September 2011, which places it among the highest 20 percent of metro areas, below McAllen (at 12.3 percent) but well above Houston (8.6 percent), Dallas-Fort Worth (8.3 percent), San Antonio (7.9 percent), and Austin (7.4 percent).[7]

What characterizes the El Paso and Paso del Norte economies today is considerable uncertainty. El Paso's future rests strongly on its proximity and links to Mexico but the high level of drug related violence in Juárez, along with enhanced border security, has reduced the ease of economic and social interaction between the two economies. The military and manufacturing sectors have long been twin El Paso growth engines. Fort Bliss looks to remain a source of economic stability but the region has had little success capturing higher value defense-related industries. Likewise, the region's other current manufacturing-related economic development targets—automotive, clean technology, and electronics—have yielded little growth in recent years, even in the period preceding the current recession. Aside from the troop expansion of Fort Bliss, the region's current most significant economic development opportunity is the development of the Medical Center of the Americas, which may eventually anchor an economic advantage in life sciences and medical devices.

## The Global Context

The United States and other advanced industrialized countries (AICs) in Europe and Asia are facing unprecedented economic competition from fast-growing developing countries around the world. Countries like China and Brazil are not just growing rapidly. They are also making substantial investments in infrastructure, research and development (R&D), and education in order to capture higher value, higher technology economic activity today and buck traditional wisdom that they will remain low value manufacturing and call center sites for goods, innovations, and services developed and refined in high income AICs.[8] Evidence of a trend toward increased off-shoring of R&D and advanced business services—not just product assembly—by AIC-based companies, as well as international comparisons of investments, growth trends, and competition policies suggest these strategies are working and that the prospects for steady erosion in the relative standards of living in AICs are real.

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[7] Unemployment rates are from the U.S. Bureau of Labor Statistics, Civilian labor force and unemployment by state and metropolitan area, not seasonally adjusted, released 2 November 2011.

[8] Atkinson, Robert D, and Scott M Andes, *The Atlantic Century II: Benchmarking EU and US Innovation and Competitiveness* (Washington, DC: Information Technology and Innovation Foundation, July 2011).

Economic uncertainty in El Paso has to be viewed in the context of economic uncertainty nationwide. Job growth in the United States was unusually sluggish prior to the financial collapse of 2008 and, while output growth has returned, the employment picture remains very poor. Real average incomes have stagnated and, at some levels, have reversed themselves, accelerating a trend toward income inequality. The problem is not merely cyclical and will not be a matter of simply waiting for a return to the robust employment growth trajectory that characterized the 1990s. The challenge the U.S. faces is what economic role it will assume in an increasingly global economy in which other countries are competing effectively in an increasingly diverse array of industries. Regions must continually assess their competitive positions within national and global trends, identify economic niches that will be resilient to international competition, and marshal and deploy scarce resources to cultivate those niches.

## Economic Development in El Paso: Stakeholder Views

A major component of the project involved interviewing stakeholders from all major organizations involved in some capacity in economic development in El Paso. Each interviewee was asked to identify concerns associated with the City and region's economic development efforts. This section summarizes the key findings from those interviews.

***There is a debilitating lack of consensus about the approach to economic development that would best benefit El Paso and the broader region.*** Some stakeholders understand economic development as marketing and attraction of inward investment, principally via business prospecting or recruiting. This view conditions their impression of whether the City's economic development approach is working or not; they evaluate the City's activities through a narrow lens, namely whether or not REDCo's recruitment activities are successful. Others see economic development as something that should involve a wide range of activities from business attraction, to retention, to entrepreneurship and economic gardening. Those stakeholders are more likely to view the City's wide range of planning and policy initiatives as part of an implicit economic development strategy and are often more positive about what the City is trying to accomplish. On the other hand, they often also view a heavy emphasis on business recruitment, and particularly the use of location incentives, as misguided.

Some of the disagreement about what the City might do, or could do better, can be traced to variation in the level of understanding of best practice in economic development generally. Fewer and fewer U.S. regions view economic development as principally involving industrial recruitment. That is especially the case in those parts of the country—the Midwest and Northeast—that have had little success in recruitment for many years. Business attraction has remained a viable strategy in the Southeast and Southwest for a longer period, but it is an increasingly challenging game even in those regions for two reasons.

First, the competitive bases on which many southern states have sought to compete for site locations—comparatively low labor, land, and energy costs—have eroded with the trend toward off-shoring on the one hand, and a gradual closing of the cost gap between cities in the Southeast, Southwest, West, Midwest, and Northeast, on the other. Second, companies based in the U.S. are increasingly competing on the quality of human capital, the use of advanced infrastructure, and continuous product and service innovation. Fewer and fewer companies are susceptible to attraction activities in the traditional sense and those that are seeking locations are often looking for a diverse mix of regional assets that extend well beyond factor cost concerns. The economic development strategies of southeastern and southwestern cities and regions need to adapt to place greater emphasis on skilled labor, physical and knowledge-based infrastructure, amenities, and quality of life assets. In an era of slower growth, economic development will also be a slower, steadier game that rewards sustained investment in regional assets and overall coherence in policies and programs.

Therefore, part of the challenge for El Paso is to educate stakeholders, including residents and their elected officials, about the range of economic development interventions cities and regions are undertaking around the country and the specific options that will best benefit the region. This educational function, which becomes an important foundation for arriving at a working consensus underpinning a sustained, coherent effort, needs to be undertaken systematically, and preferably on an ongoing basis, by an entity that has appropriate legitimacy among an overwhelming majority of stakeholders. At present, there is no organization—in the public, private, or non-profit sectors—that is positioned well to play this role in El Paso and the broader region.

***The City of El Paso and the Paso del Norte region currently lack an articulated economic development strategy and strategy-making process.*** Strategy is defined in best-practice terms as a valid diagnosis of challenges and opportunities, a set of guiding policies to address those challenges and capture those opportunities, and a set of coherent and coordinated actions implementing the guiding policies.[9] Ideally, the City of El Paso's strategy would be nested within a broader regional strategy, preferably one that includes Ciudad Juárez and southern New Mexico (the Paso del Norte region). Moreover, the strategy would not be viewed as something that is fixed, but rather as a mix of diagnoses, policies, and actions that are continually revisited and revised as economic conditions change and new threats and opportunities arise. The term "articulated" denotes a strategy that is sufficiently documented and disseminated so that a clear message about the City's approach is communicated to a diversity of stakeholders and citizens. More importantly, the strategy becomes a working guide for

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[9] Rumelt, Richard, 2011, *Good Strategy, Bad Strategy* (London: Profile Books).

evaluating development options as they arise, introducing a critical element of continuity in economic development planning.

No stakeholder interviewed for the preparation of this report claimed that the City and region are operating with a coherent overall strategy in place, although selected stakeholders pointed positively to specific initiatives (e.g., Medical Center of the Americas, downtown redevelopment, Mayor John Cook's 2005 Regional Economic Summit, among several mentioned). Agreement that a legitimate process for developing and maintaining a strategy is needed is widely shared. When asked about the City and region's strategy, some stakeholders pointed to REDCo's target clusters. However, identifying sectors or clusters as targets for recruitment does not constitute an economic development strategy, though targeting can be one element of an overall strategy, provided the rationale for the targets is compelling, the means of hitting the targets promises reasonable likelihood of success, outcomes are measured reliably and in a transparent way, and the targets are continually revisited.

That some stakeholders seem to equate REDCo's five recruitment targets as the region's principal economic development strategy is problematic. As noted above, business recruitment is a low impact strategy for most U.S. regions in either good times or bad. The City and region's failure to successfully recruit industry in recent years—albeit a failure which can be partly traced to the U.S. recession—is diverting attention from other issues on the City's economic development agenda and obscuring some positive initiatives and achievements. This underscores the need for a well-articulated and widely communicated overall strategy in which recruitment is situated as just one element, and probably as among the least important elements.

***REDCo's activities lack transparency and its legitimacy among many key corporate stakeholders is low.*** REDCo is principally a marketing and business attraction entity and achieving success in industrial recruitment has been very difficult in recent years. Certainly a dearth of successful projects will challenge the legitimacy of any recruiting organization. However, concerns expressed by stakeholders about REDCo's activities are not simply about near-term results. They include issues related to the limited or incomplete reporting of project activity, expenditures and outcomes; an ongoing high rate of staff turnover (i.e., the absence of a stable recruiting team); the reticence of some major corporate stakeholders and potential partners to view REDCo as the lead agent for industrial recruitment in El Paso; and concerns over a potential conflict of interest associated with REDCo's remit to recruit business to both El Paso and Juárez. This study was not charged with assessing the validity of any of these claims. The key issue for this report is that REDCo currently lacks the kind of broad stakeholder and endorsement it needs be truly effective.

*Many stakeholders view the City as hostile to economic development.* The view appears to derive from two sources. First are growing restrictions on private land

development as the City has sought to implement smart growth policies and new urbanist design concepts. Second is an overly cumbersome process of development review and permitting that produces higher costs and delays.

Some conflict over the form physical developments take is unavoidable. Indeed, this kind of conflict has been increasing in many U.S. cities over the last two decades, particularly in the Southeast, Southwest, and West, which have experienced high rates of population expansion and concomitant rising citizen concerns over the costs of that growth. Escalating fuel costs, a shift toward knowledge-intensive economic activity that is sensitive to the amenity demands of highly skilled workers, recognition of the need for live-work alternatives to diversify and resuscitate distressed downtowns, and evidence of a moderate shift in consumer preferences toward higher density urban forms have spurred the development of smart growth policies introducing a mix of new density and design guidelines.[10] Those guidelines are a significant departure from past development practices in many communities, especially cities like El Paso where planning has traditionally exercised few controls, and a certain level of disagreement and conflict between the development community, city officials, and other stakeholders is the natural result.

The solution from an economic development standpoint is to consider and adopt new development guidelines in the context of an overall economic strategy that reflects the specific conditions and opportunities facing the region and a compelling vision of the region's long-run development trajectory. No region can transition rapidly from the form of low-density, automobile-dependent urban form that characterizes most of the U.S. to the high densities and mix of transit options that the central cores of the nation's largest cities enjoy. In few regions would such a transition make sense and, indeed, very few smart growth supporters advocate a shift from one extreme to another. The fact is that physical development choices and options are inherently contentious issues in most cities, more so during periods of economic distress when the temptation to abandon all restrictions is at its peak. Open debate characterized by a high level of trust among all stakeholders, guided by a long-run vision of what the region can and wishes to become, is essential to managing the conflict.

The fact that El Paso and the Paso del Norte region lacks an overall economic strategy that links physical and economic development exacerbates conflict and perceptions of contradiction in the City's approach to economic development. Some stakeholders believe the City is schizophrenically trying to grow the region on the one hand,

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[10] Lewis, Paul G, and Mark Baldassare, 2010, "The complexity of public attitudes toward compact development," *Journal of the American Planning Association* 76 (2): 219-37.

principally via the activities of REDCo and its own incentives programs, and curtail growth on the other, via its land planning and regulatory initiatives. This view reflects confusion over the linkage between two areas of public intervention—regional economic development broadly and site and neighborhood or district-level land use planning—as well as a fair assessment of the (low) degree of coordination between REDCo and the City. It is essential that policies governing economic and physical development work in concert; good land use planning and urban design will yield amenities that many skilled workers increasingly demand, build quality infrastructure that companies need to be successful, and manage public service costs. However, the connection between the two areas of intervention must be articulated clearly in the context of an overall regional economic development strategy. Failure to do so is undermining El Paso's initiatives and progress in both areas.

The City's system of development review and permitting is another factor contributing to the view that it is hostile to economic development. Three major issues were raised by various stakeholders. First, the physical and organizational process used by the City to manage development applications places a heavy burden on the applicant to navigate a complicated City bureaucracy. There is no case management system in place and applicants who require multiple permits or levels of review are passed from one station, office, or work team to another without a central point of guidance. Second, applications can be stalled or even reach an impasse because of conflicting rulings or interpretations of code requirements within different departments or divisions within them. There is no fixed internal policy for resolving such internal conflicts, short of taking the issue to the City Manager, an inefficient system of resolution. Third, contradictions or archaic regulations in the City code introduce needless bottlenecks which then require resolution, which is then not easy to achieve for the reason noted previously.

***The City's shift to the council-manager form of government remains incomplete, adversely affecting economic development in various ways.*** Several stakeholders noted that the voters' decision in 2004 to adopt a change in charter from a strong mayor to a council-manager form of government is still being implemented, with important implications for economic development. Thus, the challenges facing the City in the area of development review, regulation, and management should be placed in context. Correctives to poorly functioning procedures will take time to rectify and vestiges of El Paso's long tradition of district representatives taking an activist hand in the day-to-day operations of the City, which necessarily politicized City affairs to a high degree, are still in evidence and will take time to fully dissipate. It was widely recognized at the time of the shift that a thorough review of codes, operating procedures, and policies would be

necessary to move fully to the new form of government.[11] The process should be accelerated as much as possible. Likewise, members of Council and City staff must find a working relationship that reinforces rather than undermines coherence in economic development policy. It is worth noting that El Paso's business community supported the shift in government form because of the previous lack of cohesiveness in City management and policy.[12]

One important illustration of the lack of cohesion in policy making was the process by which City Council decided to dedicate 75 percent of a new franchise fee levied on El Paso Electric to the Medical Center of the Americas Foundation to support the development of the 440 acre medical campus, and a portion of the remainder in a contract to support entrepreneurship programs. At issue in the context of this report is not the decision itself, but the fact that significant investments in a highly resource-constrained environment would be determined without reference to a broader regional economic strategy and without the major involvement of all major stakeholders.

Another illustration is the occasionally contentious process of approval of development incentive applications. Projects are sometimes reviewed and recommended by staff but then publicly criticized and even rejected by City Council. The public reputation of the applicant may be damaged as a result and a message that elected officials and City staff are not working in concert is communicated widely. Most applicants view being subjected to such a process as a significant breach of faith and an indication of dysfunctionality on the part of the City. While Council has a critical role to play in leadership and oversight of the City's functions, repeated dissension from staff recommendations implies an absence of coordination, trust, and working professionalism among elected and appointed officials that will undermine economic development significantly over the long-term.

***El Paso's incentives may be insufficient to succeed in industrial recruitment.*** A number of stakeholders believe El Paso's limited success in industrial recruitment stems from a weak package of incentives. It was not in the remit of this project to undertake a review of the City and region's incentives. However, two general statements may be made about location incentives that have a bearing on this assessment. First, location

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[11] Okubo, Derek, 2005, "A time for a change: El Paso adopts the council-manager form," *National Civic Review*, Fall, pp. 3-9.

[12] Ibid, p. 5.

incentives are routinely overestimated as an economic development tool.[13] Research evidence of their decisiveness in business location choices is very limited and even advocates of their use in the economic development profession usually acknowledge that incentives act principally as a "tie breaker" when two or more communities match a business's needs in more fundamental ways (labor force availability, infrastructure, amenities, etc.).[14] Moreover, government incentives programs touch only a small share of the overall number of jobs created in a community. For example, based on data from the Texas Comptroller and the U.S. Bureau of Labor Statistics, in any given year in the State of Texas, the number of jobs promised by companies receiving various job creation incentives together with predicted multiplier jobs constitutes roughly 2.2 percent of all new jobs resulting from business openings or expansions.[15]

Second, controversy about incentives has the potential to distract attention from other important debates that need to occur if a strong economic development strategy is to be created. The debate about the relative importance of incentives as an economic development tool has been long-running and will not be resolved any time soon. The subnational economic development "arms race" in the U.S. has continued apace and few communities are prepared to take the risk of unilaterally "disarming" by eliminating or

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[13] For example, one study of one of North Carolina's major tax incentive programs found that under 4 percent of all new jobs attributed to the location and expansion incentive were actually *induced* by the incentive itself (i.e., they would not have been created in the absence of the incentive). See Luger, Michael I, and Suho Bae, 2005, "The effectiveness of state business tax incentive programs: The case of North Carolina," *Economic Development Quarterly* 19: 327-45. See also Weiner, Jennifer, 2009, "State business tax incentives: Examining evidence of their effectiveness," New England Public Policy Center Discussion Paper 09-3, December, Federal Reserve Bank of Boston.

[14] "Deal or no deal: Why incentives have become more transparent and how their role has increased in the site selection process," *Business Briefing*, June 2007 (Cushman & Wakefield, Inc.).

[15] The figure was estimated by taking an annual estimate of jobs that award recipients have committed to create as reported in the Texas Comptroller of Public Accounts' Texas Incentive Grid database, applying a typical multiplier of 1.7 to forecast the number of induced jobs, and comparing the result to annual Texas job opening and expansion figures from the Business Employment Dynamics series of the U.S. Bureau of Labor Statistics. Note that most studies show that a significant share of businesses receiving awards do not actually go on to create the jobs they initially project and thus never actually claim the incentives they are awarded. Accounting for that fact probably reduces the ratio of total incentives-related jobs to total jobs from openings and expansions to well less than 1.5 percent. At this level, the public sector's ability to "move the economic needle" via targeted job creation incentives is very limited.

scaling back incentives substantially. Moreover, no amount of evidence about the limited effectiveness of incentives will dislodge intense belief in them as a development tool among some stakeholders.

For these reasons, a reasonable course of action for El Paso is to assemble and market an appropriately robust incentives mix, i.e., one that is not exceedingly generous and therefore fiscally unsound nor one that is considerably weaker than competitor cities and regions. A key component of a good incentives mix is flexibility or discretion; the ability to target the incentive to promising (and hopefully transformational) projects at the levels needed to secure the location, expansion, or retention. In turn, maintaining flexibility in incentives use requires a high level of collaboration of regional stakeholders, since a multi-organizational effort is usually needed to provide the resources, contacts, or expertise to identify and close significant deals. In that sense, it is not possible to fully de-couple the incentives mix itself from the City and region's capacity to deploy the mix effectively.

***El Paso lacks a "think tank" independent from government that is charged with developing economic and demographic scenarios and helping to evaluate policy options in support of economic development.*** Such think tanks provide an important support function for long-range economic development planning, helping to sustain a focus on longer-term concerns. In principal, this kind of function could be housed within city government. In practice, such a function often works better as an external organization supported by the private sector, education, or foundation sources. An example is the Center for Houston's Future, an independent not-for-profit that was formed as the research arm of the Greater Houston Partnership, which itself is designated as the lead economic development organization for the Houston region. Independence from government permits greater latitude in considering and evaluating options.

Area universities are often a vital resource for sustained research on the evolution of the regional economy and independent assessments and evaluations of policy and program options. The University of Texas at El Paso's Institute of Policy and Economic Development (IPED) once played this role and could continue to do so if it was appropriately re-energized with the necessary resources and staff. Alternatively, either UTEP's new Institute for Global Competitiveness or the Paso del Norte Group could develop this type of function.

***The City of El Paso's internal economic analysis, policy analysis, and economic development strategic planning capacity is considerably weakened.*** The Economic Development Division with the Planning and Economic Development Department has lost roughly half of its staff in the past 12-18 months. In addition, even before those losses, the Division had not built a significant capacity to do the kinds of applied research and policy analysis needed to guide the City's economic development programs or to effectively liaise with external planning and research organizations.

Even if a non-governmental economic think tank were to be formed in El Paso, the City's economic development operation would still require a certain level of in-house analytical and planning expertise if it is to both inform and absorb the work of outside partners.

***There is no organization in El Paso that is currently viewed as credible and effective enough to develop and coordinate the implementation of a regional economic development strategy.*** Like many regions, El Paso has many organizations contributing in various capacities to the overall economic development of the city and region. The widespread view among stakeholders interviewed for this report is that roles and responsibilities among organizations are unclear, efforts are duplicated in some areas, and that some coordinative function is needed.

Most economic development organizations in El Paso are appropriately focused on what would be specific elements of any regional plan: the Downtown Management District for downtown redevelopment, Workforce Solutions Upper Rio Grande for workforce development, the Hub of Human Innovation for business incubation, etc. Several organizations are more broadly constituted and could potentially assume a lead role, including the City of El Paso, the Regional Economic Development Council (REDCo), the Paso del Norte Group, and the Greater El Paso Chamber of Commerce. However, none of these organizations have taken on regional strategic planning for various reasons.

As noted above, the City's Economic Development Division within its Planning and Economic Development Department has suffered from the departure of staff, limited staff ability and capacity, and uncertainty over its role. Even setting those issues aside, it is not evident the City would be best placed to serve as the lead organization in a regional effort. Not only is the City of El Paso only one stakeholder in the region, albeit a very important one, few purely public sector economic development agencies have proven successful in engaging the private sector as fully as is necessary to build a working consensus and catalyze truly transformative initiatives.

REDCo's mission is currently defined narrowly around marketing and industry recruitment and there are widespread concerns about its effectiveness in those areas. The limited nature of its remit means that it has neither the expertise nor the credibility to take the lead on the development and coordination of an overall strategy. While that remit might be expanded, with appropriate adjustment of internal capabilities and staffing, retaining an organization that is tightly focused on recruitment and associated marketing, so that its charge is clear and straightforward to evaluate, is probably to the City and region's advantage.

As an organization of major business leaders interested in the future of El Paso, the Paso del Norte Group has undertaken some strategic initiatives that could form the basis of a

regional economic plan. However, thus far it has purposely declined to engage in public policy debates in a sustained and systematic way. Membership in PDN is also closely controlled and the organization prefers to exercise its influence privately, practices which preclude it from assuming a legitimate leadership role. Likewise, the Greater El Paso Chamber of Commerce built a model as a narrower business membership organization and general advocate for the private sector after the decision was made to spin out business recruitment to REDCo and assign responsibility for business retention and expansion to the City. The Greater El Paso Chamber has not sought to take the lead in regional strategic planning, nor is it resourced or staffed currently to do so. The result is a kind of organizational and policy vacuum with respect to planning and executing a regional economic development strategy.

## Organizing Economic Development: Comparison Cities

To help inform recommendations as well as interpret the stakeholder views summarized above in the context of economic development practice elsewhere, the planning and economic development functions in six cities were investigated. Those summaries are detailed in Appendix Table 2.

At the municipal level, the economic development, physical development, and planning functions are highly interdependent. Municipalities have considerable power to shape the economic development trajectories of their jurisdictions and, by extension, their broader regions. However, the decisions cities make with regard to planning, review, permitting, and regulation of physical development and land use are at least as important as their initiatives and programs in the economic development arena. Moreover, their activities in the areas of community development and housing must also be components of any comprehensive economic development strategy. Therefore, in studying each case city's economic development operations, an effort was made to summarize both the municipal economic development and planning functions as well as any regional economic development efforts.

Two general findings are evident from the summaries provided in Appendix Table 2, results which are consistent with the findings of other observers of local economic development practice in the U.S.[16] First, although the ways cities and regions structure their economic development efforts organizationally and bureaucratically vary widely, they tend to fall on a continuum characterized by centralization of most economic development activities in city government at one extreme (Milwaukee is the closest example in the comparison mix) and out-sourcing of economic development to a

[16] See Blakely, Edward J, and Nancey Green Leigh, 2010, *Planning Local Economic Development* (Los Angeles, Sage).

private, non-profit or authority at the other extreme (e.g., Kansas City or Tucson). Although there is at least one regional economic development organization in the vast majority of U.S. metropolitan areas, the structure and programmatic focus of the organizations vary significantly.

Second, the organization of economic development in many cities is in flux and there is no model that is widely viewed as "best practice." Kansas City, for example, out-sources the management of city economic development programs to the not-for-profit Economic Development Corporation (KCEDC) of Kansas City, a move intended to improve effectiveness and efficiency. However, KCEDC has faced significant criticism over the last several years over its management of the city's TIF programs, among other things. In 2010, KCEDC was faced with proposals to refold some activities back into city government.[17] The City of San Antonio manages its economic development programs through an International and Economic Development Department, the result of a significant restructuring undertaken in 2010 to cut costs and duplication.[18] The department focuses on center city redevelopment, industrial development, and small business, while delegating primary authority for business attraction to the San Antonio Economic Development Foundation. On paper, the overall effort is organized not unlike El Paso's, with selected economic development functions housed in City Hall and attraction the primary responsibility of an external organization. San Antonio also has a Center City Development Office alongside its Economic Development Department, with both entities reporting independently to the same deputy city manager.

Two cities with approaches that may be particularly instructive for El Paso are Houston and Denver. The City of Houston operates municipal programs through three agencies: the Economic Development Division of the City of Houston Finance Department (development, implementation, and management of incentives programs); a one-stop business center; and an Office of Business Opportunity focused on promoting growth among minority, women-owned and disadvantaged businesses. Core economic development activities associated with creation, attraction, retention, and expansion are delegated to the Greater Houston Partnership, which itself was formed through the merger of three regional organizations (the Houston Chamber of Commerce, the Houston World Trade Association, and the Houston Economic Development Council). Houston thus has a clear delineation of economic development responsibility and a

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[17] Vockrodt, Steve, "Reforming Kansas City's Economic Development Corporation may not be the answer," *Kansas City Business Journal*, 28 March 2010.

[18] Baily, W Scott, "San Antonio leaders say expanding global reach is key to economic growth," *San Antonio Business Journal*, 17 October 2010.

regional organization with a broad scope and credibility. Houston has also avoided to a large degree the proliferation of competing regional organizations or players the economic development arena.

Like Houston, the City of Denver organizes selected economic development activities in-house (in the Denver Office of Economic Development) and delegates some activities to a regional organization, the Metro Denver Economic development Corporation (itself an affiliate of the Denver Metro Chamber of Commerce). There are two key differences with Houston, however. First, the Denver Office of Economic Development seeks to integrate both community and economic development programs and initiatives, which include its own programs as well as those of the Department of Community Planning and Development, describing its mission as one of community economic development. Second, the city's economic development leadership team is comprised of not only the director of the Office of Economic Development, but also the director of Development Services, Denver's one-stop shop for all land development construction projects and assistance with zoning, plan review, building permits, construction, and inspection for commercial and residential projects. Development Services is located in the Department of Community Planning and Development.

## Recommendations

This section outlines specific recommendations intended to address many of the issues identified above and substantially strengthen El Paso's approach to economic development. There are two core recommendations.

- First, the City of El Paso must substantially strengthen its economic development operation within City Hall. Part of that strengthening must be better alignment between the City's planning, development review and permitting (broadly, "development services,"), and economic development activities.

- Second, stakeholders in the broader community of El Paso must embrace a regional collaborative approach to economic development, preferably led by an appropriate regional organization structured as a public-private alliance. Community leaders in the corporate, education, non-profit, and military sectors must join with public sector appointed and elected officials to form, resource and lead an organization charged with developing and guiding the implementation of a bold, broad-based and transparent regional economic development strategy. That organization may also assume a delegated role as the City's lead organization for the core functions of business recruitment, retention, and expansion, or in an oversight capacity for those functions.

## The City's Economic Development Function

There must be an effective and focused internal economic development function within City Hall to assist with the integration of physical and economic development concerns; to develop, implement, manage, and report on City incentives programs; to conduct and commission economic analyses and studies to inform the City's planning efforts; to and to serve as an effective liaison to regional economic development initiatives.

The City's economic development function is not aligned well with its planning and development services activities. Its regeneration should be designed to ensure maximum integration of planning, development services, and economic development.

Specifically, the City should:

1. ***Undertake a hiring program to appropriately staff the City's Economic Development Division.*** This should be done regardless of other *internal* organizational adjustments and shifts proposed below or the initiation of a major *external* regional economic development effort. Specific internal organizational arrangements are secondary to clarifying the City's economic development mission and putting additional talented staff in place. Moreover, even if a much stronger external regional approach to economic development is undertaken, the City needs a properly staffed internal economic development operation to serve as an effective partner to that regional effort.

    1.1. ***Staffing should be guided by a reorientation of the mission of the Economic Development Division to focus on the following core activities:***

        1.1.1. *Ongoing strategic planning* for the City of El Paso's economic development effort, which should inform and align with the City's comprehensive plan and dovetail with any regional strategic planning effort. Inputs into any economic development strategic planning include regional economic trends analysis, industry cluster analyses, and demographic analyses, as well as coordination with non-governmental organizations and stakeholders. Planning and economic analysis efforts should be undertaken on an ongoing basis, preferably regularly disseminated in a series of reports or profiles that can inform other economic development efforts in the region. A key next step is to carefully assess the existing skill set of staff currently in the division and to design position descriptions and undertake recruitment in order to fill gaps.

        1.1.2. Development, implementation, management and evaluation of *City of El Paso incentives programs*, to include impact analysis, performance monitoring, and recommendations and reports to Council. Given departures to the ED staff in recent months, there may no longer be

personnel in place with the skills to conduct necessary impact analyses and other evaluation assessments. This should be rectified as soon as possible.

1.1.3. Operation of a *one-stop-shop assistance center* to provide help primarily for small businesses with permitting, access to incentives, and connections to non-governmental organizations which seek to provide more specialized support and services (in areas of workforce development, entrepreneurship support, financing, etc.).

1.1.4. Serve as the City's liaison and lead partner to any regional organization charged with business attraction, retention, and expansion, as well as other economic development stakeholders.

1.1.5. Development and implementation of a *marketing and communications strategy* to broadly publicize the City's economic development programs, investments, and accomplishments/outcomes. This should include design of a new website which serves both public audiences and businesses seeking assistance.

1.2. ***Undertake a national search to hire a Deputy Director for Economic Development.*** The appropriate candidate will have experience in professional economic development practice; in working at the intersection of economic development, physical development, and city planning; demonstrated ability as a skilled and credible communicator with stakeholders in the public, private, and education sectors; and possessing the advanced education and training necessary to manage a team of applied economic analysts, planners, and communications personnel (e.g., masters degree in policy analysis, applied economics, urban planning, or similar fields).

2. ***Consider creating a tripartite City Development Department comprising the Planning Division, a new Development Services Division, and the Economic Development Division.*** The department would include key development services functions currently managed by the Engineering and Construction Management Department. The City Development Department would fall under the current portfolio of the Deputy City Manager for Community Services. Each division would be led by a deputy director. Implementing this model would require the following actions:

2.1. ***Conduct a national search for a Director of City Development.*** This individual would have the chief responsibility for managing and integrating the planning, development services (including one-stop-shop), and economic development programs and initiatives of the City of El Paso, bringing physical and economic development into closer alignment. The appropriate candidate would have broad planning, commercial and real estate development, and economic development experience. Note that this position would replace the open

position currently designated as Director of Planning and Economic Development.

2.2. *Accelerate current proposed plans to create a one-stop-shop approach and case management system* for permitting and review, to be managed by the Development Services Division in collaboration with the Planning Division. Some progress on the specifications for this operation has already been made.

2.3. *Announce the City's economic development leadership team as part of the reorganization effort.* Under this model, that team would become the Director of City Development and the deputy directors of planning, development services, and economic development.

3. *Investigate the feasibility of a more significant reorganization that re-tools the City's portfolios under its four deputy city managers.* Before the shift of Engineering and Construction Management to Community Services, core development-related departments were split among three deputy city managers. Currently, transportation functions, including transportation planning and the management of the international bridges, both of which are central to the region's economic development, are either under-staffed or divided organizationally from other planning and development programs. While the specific reorganizations depend on factors not considered in this study, including resource and personnel constraints and other interagency management considerations, possibilities are to relocate and expand transportation planning under the proposed City Development Department or to undertake a more significant reorganization that re-aligns development-related and community services departments under different deputy city managers.

   For example, one option would be to place the departments of Community and Human Development, City Development (Planning, Development Services, and Economic Development, as proposed in recommendation 2), Transportation, Mass Transit, International Bridges, and Aviation under the management of one deputy city manager and the remaining units—the Convention and Performing Arts Center, the Library, Museums and Cultural Affairs, Parks and Recreation, and the Zoo—under another deputy city manager. Such a model would make a stronger distinction between community services/program operations and development activities and establish a portfolio with the principle charge of integrating all development-related functions.[19]

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[19] The only development-related unit that would remain outside of a development focused DCM portfolio would be parks planning. The need to integrate parks planning with other planning

4. *Undertake a systematic review of City codes and procedures* to eliminate inconsistencies, unnecessary hurdles, and sources of bottlenecks in development review and permitting.

5. *Commission a review of the City's economic development incentives toolkit.* The study should be conducted by an appropriately knowledgeable and credible source, and should include analysis of how the tools intersect with inducements offered by the states of Texas and New Mexico. An objective and experienced consultant (or team of consultants) with public-sector side experience applying incentives in Texas should conduct the work, rather than strictly academic or site selection experts. The study should include assessment of the City's capacity to make good decisions in the disposition of incentives, including proper economic and fiscal impact assessment, and appropriate strategic targeting.

6. *Review the City's role as chief economic development agent for the County.* Work with the County to revisit and potentially increase its annual financial contribution, which is currently relatively low, so as to provide additional resources to support the City's effort to re-tool and strengthen the City/County economic development effort.

7. *Undertake a systematic review of the City's relationship with REDCo.* The above recommendations are contingent on the assumption that an external organization—currently REDCo—is delegated primary responsibility to act on the City's behalf in the areas of marketing and business attraction. Indeed the City has been operating effectively as if that were the case, even as it ceased providing funding to the organization. The result is an impasse: REDCo is the de facto lead organization rather than an openly endorsed and suitably resourced one. The impasse communicates a state of dysfunctionality in governance in El Paso that can only detract from the City and region's efforts to attract and grow businesses. If a review concludes that the City should not re-engage fully with REDCo, the City will need to make a significant investment to expand its internal capacity even more broadly to assume REDCo's current role, at least for the City itself, or to fund another organization. Clearly, those would be sub-optimal solutions to restructuring and re-tooling REDCo so that can regain the confidence and support of the City or replacing REDCo by a new organization. The ideal would be to initiate a restructuring of REDCo as part of a broader regional economic development effort.

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and development activities could be addressed by locating the parks planning function in the Planning Division.

## A Regional Approach

The Greater El Paso region lags many U.S. regions, and arguably best practice in economic development, with its lack of a comprehensive regional approach to economic development. The solution to this problem is not the City's alone to solve, nor is it within its power to solve. Indeed, little progress can be made without the commitment of major corporate, non-governmental, and education stakeholders. Those stakeholders must commit to help *lead* the region out of this problem. What is known is the following:

- The City's own economic development operation is currently badly weakened and under-staffed and it lacks the capacity to act as a major catalyst and partner for a regional effort. The recommendations in the previous section are intended to address this issue.
- REDCo's current remit, resources, and staffing levels are not constituted such that it could take the lead coordinative role in regional economic development. It is a marketing and recruiting organization, currently operating without financial support of its largest jurisdiction, the City of El Paso. Regardless of cause or fault, the fact is that the widespread lack of confidence in the work of REDCo is a serious problem standing in the way of moving the region's economic development mission forward.
- The level of willing and enthusiastic collaboration of key stakeholders on economic development issues in the region is very weak and trust is low. While the reasons are complex, it is clear that neither the City nor REDCo would be regarded as credible champions of a regional effort at the present time. And organizations like the Paso del Norte Group, which have the potential to play an influential role, have chosen not to do so.

There is a way forward, but it will require the collective exercise of community leadership:

8. ***Create a regional organization with the capability and credibility to serve as leader of greater El Paso's economic development strategy and a select set of programs.*** To achieve this goal, the major economic development stakeholders in El Paso's corporate, government, education, and non-profit sectors should commit to collaboration in a review of the structure, mission, effectiveness, and future potential of REDCo and a re-energized City Economic Development Division, as the area's two primary economic development organizations. Under the City and region's current model, which envisions a private organization as the primary lead for the region in economic development marketing, attraction and expansion, the review should be guided by the following principles:

   8.1. ***Great effort should be made to avoid the proliferation of economic development organizations.*** This is a common problem in many regions. Greater El Paso

does not need more "cooks in the kitchen." It needs *a single regional cook* that a majority of stakeholders are prepared to support strongly. There are a variety of options that could be considered:

8.1.1. REDCo's remit could be expanded and its staffing, leadership, and governance reformed to deliver a broader set of strategic planning functions and economic development programs;

8.1.2. REDCo and the El Paso Chamber of Commerce could be re-merged and the new organization reformed and expanded to assume the strategic planning role;

8.1.3. The governance and operating structure of the Paso del Norte Group could be reformed so that it could properly represent all public, private, and civic stakeholders as the region's lead economic development organization with responsibility for leading a community effort to create a regional strategic economic development plan, continuously updating the plan in partnership with all stakeholders, and serving as a venue for the collaboration and coordination of economic development efforts by various organizations and jurisdictions. Under this scenario, a reformed and re-invigorated REDCo might continue to provide marketing, attraction, expansion and retention programs with the financial support of investing jurisdictions and subject to performance goals in the regional plan.

Note that under any of the options, the charge of the lead regional organization would not be to create, maintain, and attempt to implement an economic strategy in isolation. Putting governance and accountability structures in place so that the organization serves as champion, convener, and coordinator of collaborative, multi-organizational approach is essential.

8.2. ***A reconfigured regional organization should be the delegated lead in marketing, attraction and expansion, or have oversight of those functions.*** To meet this mission, its governance, leadership, and staff must have the credibility in both the corporate and government sectors in greater El Paso.

8.3. ***The regional organization would also undertake a set of business retention programs, or oversee them, a role currently played by the City.*** An organization that is effective in recruitment and expansion will, in the course of its work, be gathering critical information to support retention programs. The separation of these activities between the City and REDCo has not proven to work well and should be abandoned.

8.4. ***The governance of the regional organization would represent all key stakeholders and investors*** (co-funders) and have a majority corporate membership. The many specialized economic development, community

development, and business advocacy organizations in the region are important partners.

8.5. *The organization would have the capability to lead a collaborative regional visioning and strategic planning process that engages citizens, organizations, and other stakeholders.* That process would be continually revisited and updated, with results helping to inform the activities of the City's Economic Development Division; the regional organization's own programs in marketing attraction, expansion, and retention; and the programs of more specialized economic development-related organizations in the region.

8.6. *The organization should be configured and staffed to serve as the region's chief economic advocate in state and federal policy debates and in competitions for state and federal resources.* This is a critical role that many regional economic development alliances have begun to play (see, for example, the Greater Houston Partnership), in recognition that the state and federal governments' policies, infrastructure investment decisions, and other actions have significant impacts on regions' development trajectories. Note that this role is different from—and broader than—a business advocacy role. The latter is typically the appropriate focus of area chambers of commerce.

8.7. *The organization would seek to establish a partnership or alliance with a similarly configured organization in Ciudad Juárez.* A longer run objective should be to build stronger ties and economic and workforce development cooperation across the border.

8.8. *A clear mission and set of delegated responsibilities for the organization should be accompanied by appropriate metrics of success and mandated regular performance review.* While individual industrial development projects must be pursued with discretion and a high level of confidentiality, such protections do not extend to overall organizational performance. Transparency in the organization's activities, regular dissemination of performance metrics, and a high level of communication with all stakeholders about ongoing activities are critical for maintaining the organization's credibility as the lead agent.

## Appendix Table 1: Individuals Interviewed

Mr. Richard Adauto, Executive Vice President, University of Texas at El Paso
Yolanda Chávez Ahner, Vice President, El Paso Community College
Mr. David Almonte, El Paso Deputy City Manager
Mr. Richard Amstater, RJL Real Estate Consultants
Mr. Robert Ayoub, President, MIMCO, Inc.
Mr. Bob Cook, President, El Paso Regional Economic Development Corporation
Honorable John Cook, Mayor of El Paso
Mr. Richard Dayoub, President & CEO, Greater El Paso Chamber of Commerce
Ms. Myrna Deckert, CEO, Paso del Norte Health Foundation
Jackie Mitchell Edwards, CEO, Paso del Norte Group
José Luis Mauricio Esparza, President, La Red
Tripper Goodman, President & CEO, Goodman Group
County Commissioner Dan Haggerty
Ms. Deborah Hamlyn, Deputy City Manager, City of El Paso
Mr. Woody Hunt, Chairman & CEO, Hunt Companies, Inc.
Mr. Lance Levine, MFI International
Mr. William Lilly, El Paso Director of Community & Human Development
Mr. Mathew McElroy, El Paso Deputy Director of Planning
Dr. Charles Miller, Associate Dean for Research, Texas Tech University Health Science Center
Dr. Diana Natalicio, President, University of Texas at El Paso
Ms. Cortney Niland, El Paso City Representative
Mr. Steve Ortega, El Paso City Representative
Mr. Roman Ortiz, CEO, Project ARRIBA
Ms. Cindy Ramos-Davidson, CEO, El Paso Hispanic Chamber of Commerce
Lorenzo Reyes, Jr., CEO, Workforce Solutions Upper Rio Grande
Ms. Verónica Rosales, Executive Director, El Paso Downtown Management District
Mr. Gerald Rubin, President & CEO, Helen of Troy
Mr. Bill Sanders, Director, Verde Realty
Mr. Douglas Schwartz, Southwest Land Development Services, Inc.
Ms. Emma Schwartz, Medical Center of the Americas Foundation
Ms. Jane Shang, El Paso Deputy City Manager, Mobility Services
Mr. William Studer, Jr., Deputy City Manager
Colonel Joseph Simonelli, Garrison Commander, Fort Bliss
Dr. Gary Williams, Director, Center for Research Entrepreneurship & Innovative Enterprises, UTEP
Ms. Joyce Wilson, El Paso City Manager
Economic Development Division Staff
Planning Division Staff
Mayor's Lyceum Cabinet Members

| ppendix Table 2 | | | |
|---|---|---|---|
| ty | Planning & Economic Development: City | Economic Development: Region | Additional Details |
| enver, CO<br>trong<br>ayor-<br>ouncil) | **City of Denver Department of Community Planning and Development**<br>• The Manager is a member of the Mayor's Cabinet.<br>• Provides planning, zoning, construction permit and inspection services.<br>• Oversees **Development Services**, a one-stop shop for all land development construction projects; assistance with zoning, plan review, building permits, construction, and inspection for commercial and residential projects.<br><br>**City of Denver Office of Economic Development**<br>• Located within the Mayor's Office.<br>• Acts as designated city liaison and partner to the State Office of Economic Development & International Trade and the Metro Denver Economic Development Corporation.<br>• Role is envisioned as community economic development, thus including housing, neighbourhood revitalization, and economic development in its remit.<br>• Programs and initiatives include: small business financing; regulatory assistance; employee recruitment assistance; Enterprise Zone tax credit assistance; connection to city contracting opportunities for small and disadvantaged businesses; finance assistance for residential housing; technical assistance for neighbourhood revitalization; asset management and compliance assistance; finance assistance for developers.<br>• Operates the Denver Workforce Centers.<br>• Operates the Denver Business Assistance | **Metro Denver Economic Development Corporation**<br>• An affiliate of the Denver Metro Chamber of Commerce.<br>• 12 staff, president and CEO is VP of Denver Metro Chamber of Commerce.<br>• Seventy partners: Area cities, counties, and economic development organizations in the seven-county Denver Metropolitan Area and the two-county Northern Colorado region.<br>• Governed by a board of directors comprising all investors in the EDC.<br>• Partners adhere to a code of ethics as underpinning to regional collaboration, as a means of controlling interjurisdictional competition.<br>• Funding derives from private sector partners, cities, counties.<br>• Serves as an advocate for Metro Denver in state and federal government.<br>• Coordinates strategic planning, cluster initiatives, strategic analysis of area economy and economic trends; markets the region; undertakes foreign trade missions; leads business expansion, relocation, and new location efforts; creates and disseminates regional economic profiles. | **Model:** Comprehensive city economic development effort with liaison to regional economic development organization, the Metro Denver Economic Development Corporation.<br><br>The directors of the Office of Economic Development within the Mayor's Office, and Development Services, within the Department of Community Planning and Development, are the City's main economic development leadership team, working in collaboration with the Metro Denver Economic Development Corporation. |

| ppendix Table 2 | | | |
|---|---|---|---|
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| | Center, a one stop shop for assisting business with licensing, permitting, regulations.<br>• Undertakes a business retention and expansion program that surveys Denver businesses to assess needs.<br>• Developed the city's Neighborhood Revitalization Program and Denver Neighborhood Stabilization Program.<br>• Manages Denver Office of Strategic Partnerships, a liaison between City of Denver and non-profit sector.<br>• Acts as city liaison and partner to State Office of Economic Development and International Trade and the Metro Denver Economic Development Corporation. | | |
| ouston, TX<br>trong<br>ayor-<br>ouncil) | **City of Houston Department of Planning & Development**<br>• Organized in the following divisions: Geographic Information Systems, Management Services, Development Services, Community Sustainability, Public Policy Analysis.<br>• Development Services: Site plan review, parking regulation and landscaping regulations, coordination with transportation planning.<br>• Community Sustainability: Long range land use planning and regulation, demographic analysis.<br><br>**City of Houston Finance Department, Economic Development Division**<br>• Develops, implements, and manages city's tax incentives programs, including TIF | **Greater Houston Partnership**<br>• Formed in 1989 from the merger of the Houston Chamber of Commerce, the Houston Economic Development Council, and the Houston World Trade Association.<br>• Represents 10 county Houston region.<br>• 2,100 business members; 85 staff.<br>• Recruitment, expansion support; strategic planning; marketing; state legislative agenda and advocacy for the region at state and federal policy levels.<br><br>**Center for Houston's Future**<br>• Independent 501(c)(3) formed as a research organization of the Greater Houston Partnership<br>• Long-range strategic and scenario planning, for greater Houston region | **Model:** Selective city economic development functions (one-stop support, incentives) with core economic development roles delegated to regional organization with broad remit. |

| ppendix Table 2 | | | |
|---|---|---|---|
| ity | Planning & Economic Development: City | Economic Development: Region | Additional Details |
| | **One Stop Business Center**<br>• Located in the mayor's office.<br>• Assistance with city permitting, business planning, starting a small business.<br>**Office of Business Opportunity**<br>• Promotes growth minority, women-owned and disadvantaged business enterprises through contracting and procurement support (e.g., hire first program). | | |
| ansas City, IO (council-anager) | **City of Kansas City Planning and Development Department**<br>• Focus on planning and land use development and out-sourcing of economic development to the **Economic Development Corporation of Kansas City.**<br>• Staff to the Planning, Zoning and Economic Development Committee of the City Council, the City Plan Commission, the Board of Zoning Adjustment, the Landmarks Commission, the Brownfields Commission, and the Building and Fire Codes Board of Appeals. | **Economic Development Corporation of Kansas City**<br>• Non-profit corporation with approximately 30 staff<br>• Operates as the city's designated economic development organization, in a direct out-sourcing arrangement.<br>• Manages several statutory redevelopment agencies: the Tax Increment Financing Commission, the Downtown Economic Stimulus Authority, the Land Clearance for Redevelopment Authority, the Enhanced Enterprise Zone Boards, the Port Authority and the EDC Loan Corporation.<br>**Kansas City Area Development Council**<br>• Private, non-profit representing economic interests of two state, 18-county region of greater Kansas City.<br>• Board of directors is made up of corporate, higher education, and government officials.<br>• Regional branding, marketing and promotion, relocation assistance. | **Model:** City economic development functions out-sourced to external organization.<br><br>The EDC is now in turmoil, with major changes in the structure of the organization being contemplated. The City may re-take control over economic development functions. |
| ilwaukee, VI (mayor- | **City of Milwaukee Department of City Development**<br>• Commissioner reports to the mayor. | **Metropolitan Milwaukee Association of Commerce**<br>• Business membership organization (chamber) and | **Model:** Strong city economic development function with loose |

| ppendix Table 2 | | | |
|---|---|---|---|
| ity | Planning & Economic Development: City | Economic Development: Region | Additional Details |
| ouncil,<br>rong<br>ayor) | • Oversees business development, real estate development, planning, permitting, and public housing.<br>• Organized as three major services:<br>  o *Economic Development*: "Administer Tax Incremental Financing program, support private development investment, small business loans through MEDC, façade grants, retail investment grants, support to BIDs, develop and market industrial corridors, home improvement and infill housing, development permitting and plan review, upgrade streets in neighborhood commercial districts, prepare and market sites for new development, support development of market rate housing, sell city owned real estate for development and brownfield redevelopment"<br>  o *Federally Assisted Housing*<br>• *Land Use and Policy Planning*: "Prepare citywide Comprehensive Plan elements, prepare neighborhood land use and redevelopment plans to guide investment, administer Milwaukee's zoning ordinance, data analysis and policy development, design guidance for city assisted development and redevelopment, and staff support for the City Plan Commission and Historic Preservation Commission.<br>• Operates the **Milwaukee Development Center**, a one-stop-shop for permitting and | advocate for greater Milwaukee business at local, state, and federal levels.<br><br>**Milwaukee Development Corporation**<br>• Originally the Milwaukee Redevelopment Corporation.<br>• An affiliate of the **Metropolitan Milwaukee Chamber of Commerce**.<br>• Between 1973 and 2003, focused on marshalling private sector resources to revitalize downtown.<br>• After 2003, was renamed and remit expanded to include attraction, retention, and expansion activities for the region.<br><br>**Milwaukee 7 Economic Development Partnership**<br>• A regional visioning and strategic planning platform for the seven counties of southeastern Wisconsin.<br>• Launched in 2005.<br>• Serves a comprehensive regional economic development planning function.<br>• Funded by public and private sector sources, including State of Wisconsin.<br>• Partners governed by a development code of ethics, to enhance interjurisdictional cooperation and trust.<br>• Governed by a council comprised of corporate, government, utility, and education officials.<br>• Operating entity is the **Milwaukee Development Corporation**.<br>• Staffing links to staff in regional partners.<br>• "Economic Positioning Strategy" includes five core elements: Minority and inner city business development; technology transfer and business generation; business expansion, retention, and attraction; regional identity; and talent attraction, | regional (inter-jurisdictional) collaboration and strategic planning. Historic emphasis on revitalization and real estate development. Milwaukee 7 initiative represents a significant shift in Milwaukee toward regional collaborative and comprehensive approach in economic development. |

| ppendix Table 2 | | | |
|---|---|---|---|
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| | plan review, zoning compliance. | retention, and workforce development. | |
| n Antonio, (council-anager) | **City of San Antonio Department of Planning and Community Development**<br>• Reports to Assistant City Manager together with three other departments (Development Services and Code Enforcement, Office of Historic Preservation, and Library).<br>• Organized in two divisions: Planning and Community Development.<br>• Planning comprised of two divisions or organizations: City South Management Authority and Comprehensive Planning. Community Development is organized in three divisions: Community Reinvestment; Policy, Research and Outreach; and Housing Programs.<br><br>**City of San Antonio Economic Development Department**<br>• Reports to Deputy City Manager along with four other departments or offices (Center City Development Office; Convention, Sports and Entertainment Facilities; Downtown Operations; and Office of Cultural Affairs).<br>• Organizes effort into three areas: Community Development (Center City Development Office, Fort Sam Houston Community Development, Procurement Technical Assistance Center, City South Management Authority, Office of Military Affairs, San Antonio for Growth on the East Side, West Side Development Corporation), Industry Development, and Small Business.<br>• Industry Development: Provides grants, fee | **The San Antonio Economic Development Foundation**<br>• Private, non-profit.<br>• Focus on recruitment.<br>• Recruitment, expansion, relocation assistance, industry targeting, economic studies, labor market analysis for relocating/expanding firms, specialized market research. | **Model:** Medium to strong city economic development function with relocation and expansion roles delegated to San Antonio Economic Development Foundation. Large number of city departments or offices with some economic development-related remit and evidence of overlap in community development functions.<br><br>Discussion initiated in 2010 to consider restructuring economic development to create a more unified economic development effort, centered around the San Antonio Economic Development Foundation. This would presumably involve scaling back some current city functions and reducing number of other non-city organizations. |

| ppendix Table 2 | | | |
|---|---|---|---|
| ity | Planning & Economic Development: City | Economic Development: Region | Additional Details |
| | waivers, and tax exemptions to help attract, retain and expand companies in green tech, clean tech, corporate and regional headquarters, strategic target sectors<br>• Small Business programs include procurement vendor assistance, contracting support, and liaison services.<br><br>**City of San Antonio Center City Development Office**<br>• Reports to same Deputy City Manager the **Economic Development Department.**<br>• Facilitates center city revitalization and redevelopment (the Inner City Reinvestment/Infill Policy Area).<br>• Manages 25 active Tax Increment Reinvestments Zones and designates new reinvestment zones. | | |
| **ucson, AZ**<br>ouncil-<br>anager) | **City of Tucson Department of Planning & Development Services**<br>• Permit, site, and development review; land use and building codes, procedures and enforcement.<br><br>**City of Tucson Housing & Community Development Department**<br>• Housing, community development, and social services programs; code complaint investigations; neighbourhood assistance; community profiling and economic demographic analysis. | **Tucson Regional Economic Opportunities, Inc. (TREO)**<br>• Private, non-profit corporation established in 2005 to provide a unified, coordinated economic development approach for region.<br>• Acknowledged lead economic development agency for the greater Tucson area.<br>• Partners include Pima County, City of Tucson, City of South Tucson, Town of Oro Valley, Town of Marana, City of Sierra Vista, City of Benson, and Town of Sahuarita.<br>• Activities include recruitment, retention, expansion, industry targeting, marketing, assembly of site selection data, community profiling, visioning and strategic planning.<br>• Coordination with chambers and other service providers in areas of business services, workforce assistance, training, networking, and educational | *Model:* Limited city economic development function with reliance on regional organization for core economic development functions and strategic planning.<br><br>TREO led the development of a strategic plan in 2007 that includes workforce development, education, city center revitalization, balanced growth, and governance (including the objective of creating a one-stop land use and development permitting function).<br><br>TREO's efforts to ease permitting and building process has met with |

# Presentation to the El Paso City Council

## Loop 375 Border Highway West Extension Project
### From Park Street to Racetrack Drive

**EIS Status Presentation Given to LRC on 12/15/11**

**December 19, 2011**

## PRESENTATION TOPICS

1. Agency Coordination
2. Project History
3. Study Area & Alternatives
4. Project Overview and Constraints
5. Public Scoping Meeting (12/8)
6. Questions & Comments

**WELCOME!**
**¡BIENVENIDOS!**

2

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# PRESENTATION TOPICS

1. Agency Coordination
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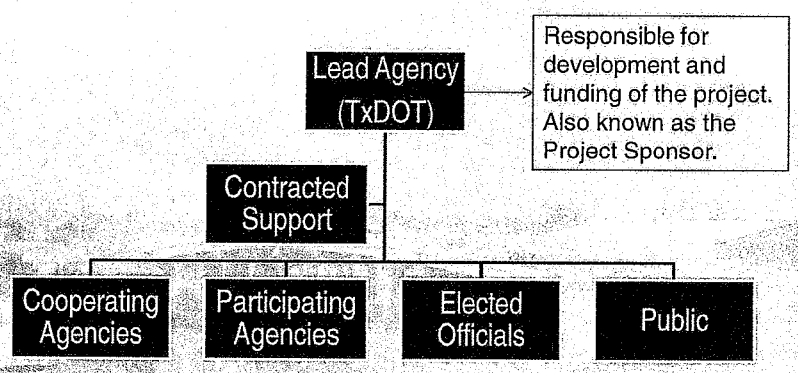
**WELCOME!**
**¡BIENVENIDOS!**

# Agency Coordination
# What is My Role?



## Agency Coordination: Cooperating Agencies

Border Highway WEST Extension Project

- **Definition:** Federal agency (other than the Lead Agency (TxDOT) with special jurisdiction by law or expertise with respect to the project or the alternatives
- **Cooperating Agencies (Invited*):**
  - U.S. Environmental Protection Agency
  - U.S. Fish and Wildlife Service
  - **U.S. Army Corps of Engineers, Albuquerque District**
  - U.S. Coast Guard, Eighth District
  - **International Boundary and Water Commission**
  - **Department of Homeland Security Customs and Border Protection**
  - U.S. Department of the Interior- Bureau of Land Management
  - Federal Emergency Management Agency
  - **U.S.D.A. - Natural Resources Conservation Service**
  - **NOAA-National Marine Fisheries Service (Declined)**
  - Federal Railroad Administration, Region 5
  - U.S. Department of the Interior - National Park Service

** An agency declining invitation automatically becomes a Participating Agency unless they decline to do either*

## Agency Coordination: Participating Agencies

Border Highway WEST Extension Project

- **Definition:** Those agencies (governmental or tribal) with an interest in the project
- **Participating Agencies (Invited):**
  - **Texas Commission on Environmental Quality**
  - **Texas General Land Office**
  - **Texas Historical Commission**
  - **Texas Parks and Wildlife Department**
  - Governor's Division of Emergency Management
  - **El Paso County Historical Commission**
  - **El Paso County Water Improvement District No. 1**
  - **Camino Real Regional Mobility Authority**
  - **El Paso Metropolitan Planning Organization**
  - **City of El Paso**
  - County of El Paso

** An agency declining invitation has no further formal participation in the Project*

# PRESENTATION TOPICS

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2. Project History
3. Study Area & Alternatives
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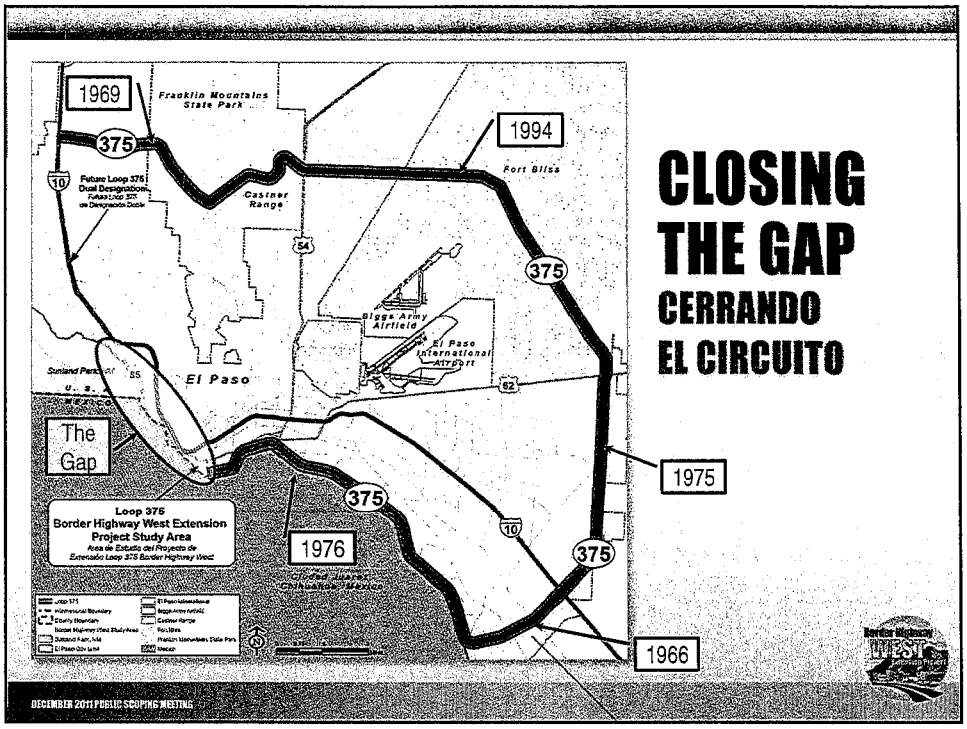
5. Public Scoping Meeting (12/8)
6. Questions & Comments

**WELCOME!**
**¡BIENVENIDOS!**

# Existing Loop 375 Segments

| Segment | Limits | Year of Completion |
|---|---|---|
| Americas Avenue | I-10 to Zaragoza Road | 1966 |
| Woodrow Bean Transmountain Road | US 54 to I-10 | 1969 |
| Joe Battle Boulevard | I-10 to US 62/180 | 1975 |
| Border Highway (now known as César Chávez Highway) | From downtown El Paso to Zaragoza Road | 1976 |
| Purple Heart Memorial Highway | US 62/180 to US 54 | 1994 |




# PROJECT TIMELINE (cont.)

## 2007

**BEGINNING OF CURRENT PROJECT**

- ***Loop 375 César Chávez (Border Highway West Extension) Environmental Impact Statement (EIS)***

  **Study Area:** I-10 from Mesa Street (SH 20) to US 54

  **Description:** Building on the previous studies, this EIS incorporated previously identified alternatives into the environmental process to obtain environmental clearance and advance the project as a tolled or non-tolled facility

  Project study area at this time focused on one corridor along the border

  Universe and Preliminary Alternatives included this corridor

  Held Public Scoping Meetings #1

- **The Camino Real Regional Mobility Authority (CRRMA)** was formed

## 2008

- Project put on hold during negotiations between TxDOT and CRRMA on responsibilities for advancing the project
- ***Comprehensive Mobility Plan (CMP)***

  The El Paso Metropolitan Planning Organization (MPO), City of El Paso, TxDOT, CRRMA, and Sun Metro adopted the CMP

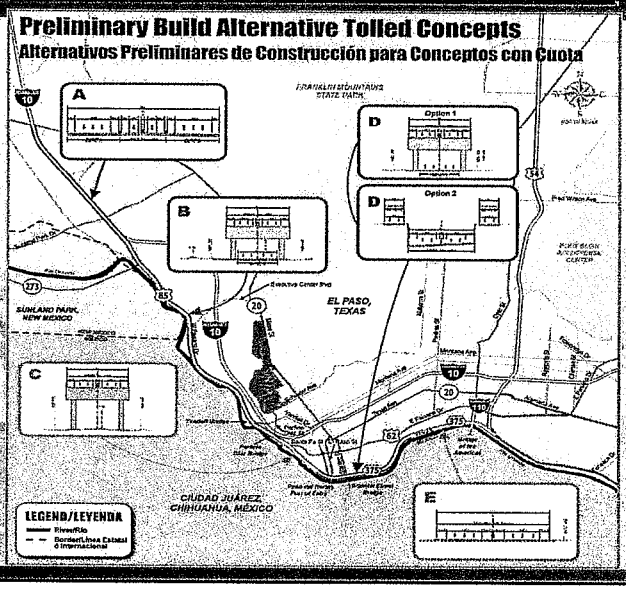
  CMP included the proposed Border Highway West Extension Project as a toll project to be operated and maintained by the CRRMA

Comprehensive Mobility Plan Development

2007 — 2008

# 2007 PUBLIC SCOPING MEETINGS
## TOLLED AND NON-TOLLED CONCEPTS

Border Highway WEST Extension Project




# PROJECT TIMELINE (cont.)

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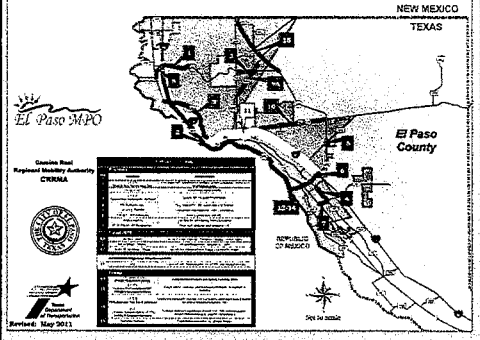
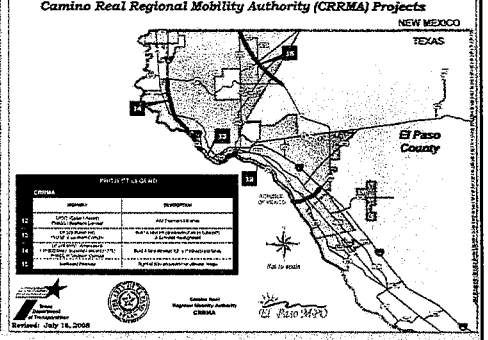
Comprehensive Mobility Plan Development

2007 — 2008

## 2008 COMPREHENSIVE MOBILITY PLAN




## 2008 COMPREHENSIVE MOBILITY PLAN
*Camino Real Regional Mobility Authority (CRRMA) Projects*




### What were the results of this plan?

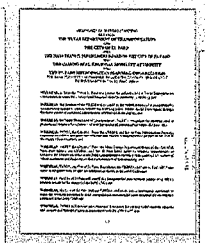
- The CMP included what is now called the Border Highway West project as a toll facility (formerly known as Southern Relief Route (SRR) Phase II)
- Proposed project to be operated and maintained by the CRRMA
- Current project alternatives includes Segments 13 and 14

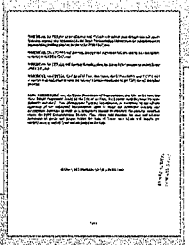
Adopted by the El Paso MPO, City of El Paso, TxDOT, the CRRMA, and Sun Metro in 2008.

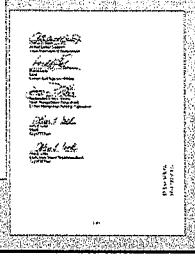
### *¿Cuáles son los resultados de este plan?*

- *El CMP incluye lo que ahora se conoce como el Proyecto Border Highway West, que propone una carretera de cuota (anteriormente conocida como Fase II de la "Southern Relief Route")*
- *La operación y el mantenimiento de la carretera correrá a cargo de CRRMA*
- *Las alternativas en estudio corresponden a los segmentos 13 y 14*

*Aprobado en 2008, por la MPO de El Paso, la Ciudad de El Paso, TxDOT, CRRMA, y Sun Metro.*







## PROJECT TIMELINE (cont.)

### 2009

**ASARCO Trustee allocated $52 million for remediation of smelter facility**

### 2010

- **Mission 2035 Metropolitan Transportation Plan (MTP)**

  The El Paso MPO adopts the Mission 2035 MTP, which includes portions of the proposed project

- ***Loop 375 Border Highway West Extension Project – Environmental Impact Statement (EIS)***

  Current EIS restarted

  Project limits increased to potentially incorporate new alternative routes utilizing the ASARCO and CEMEX properties

### 2011

- ***Loop 375 Border Highway West Extension Project – Environmental Impact Statement (EIS)***

  Shift in funding source from Federal to State funding

  Modified study area and limits to reflect 3 independent projects

  1. Border Highway West
  2. Schuster Ave Extension
  3. I-10/US 85 Collector / Distributor (CD) Lanes

  Preliminary and recommended reasonable alternatives presented at Public Scoping Meeting #2

  Preparation of Draft EIS

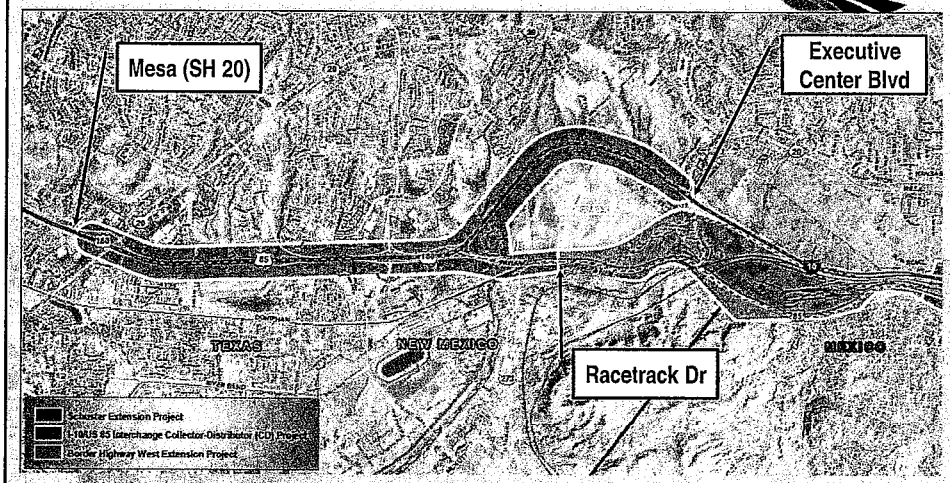
2009 2010 2011

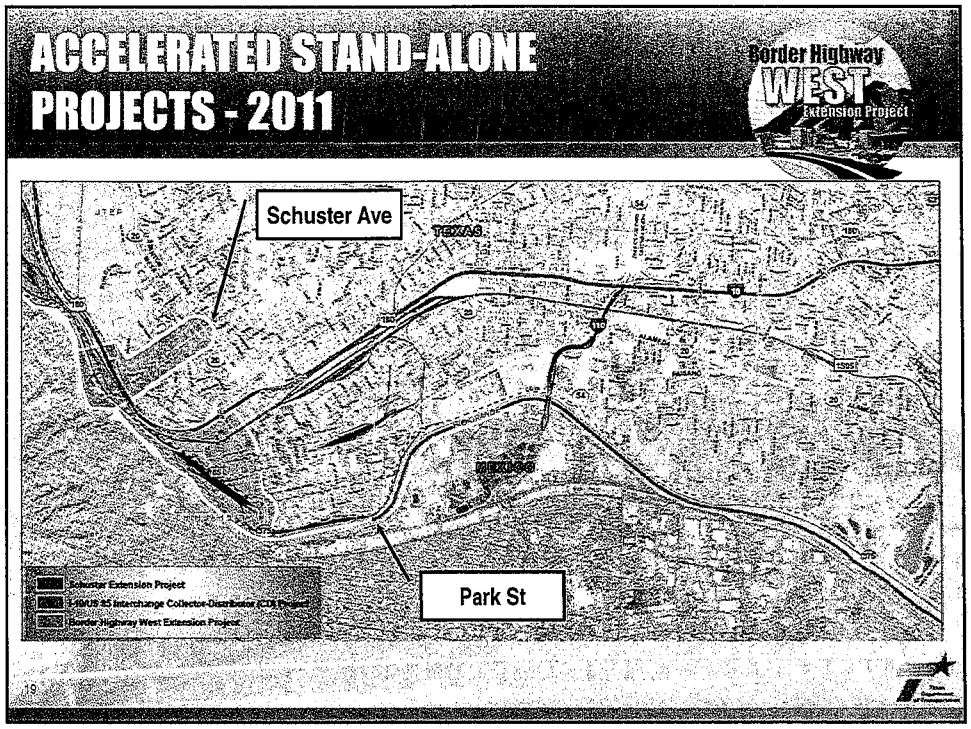
## NEW ALTERNATIVE ALIGNMENT OPTIONS – 2010 / 2011

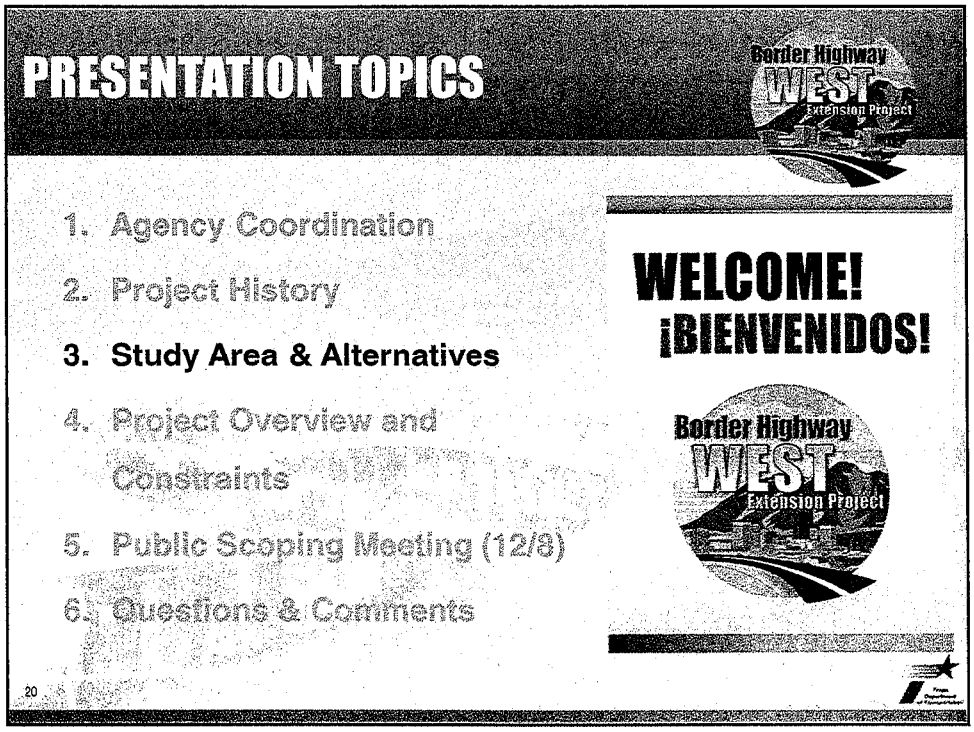
- Until 2009 - only one route option available
- ASARCO Redevelopment provided the opportunity to look at a full-range of engineering alternatives and routes
  - At-grade (boulevard, super-street, etc.)
  - Elevated
  - Depressed
  - Tunnel
  - Interchanges at major cross-streets
  - Maintain access to existing facilities

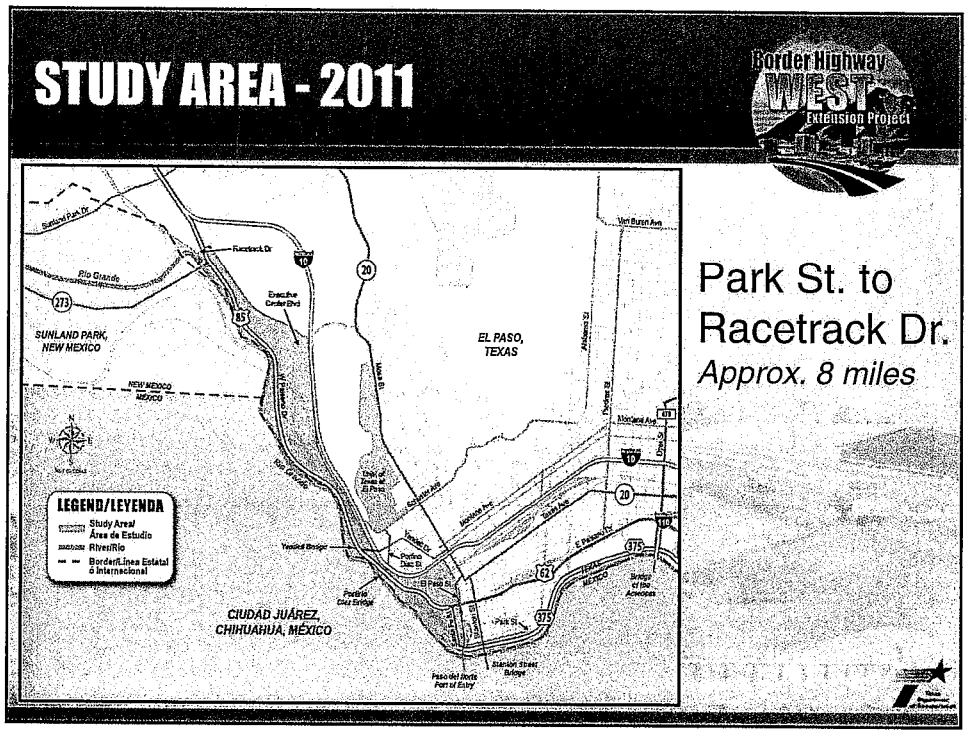


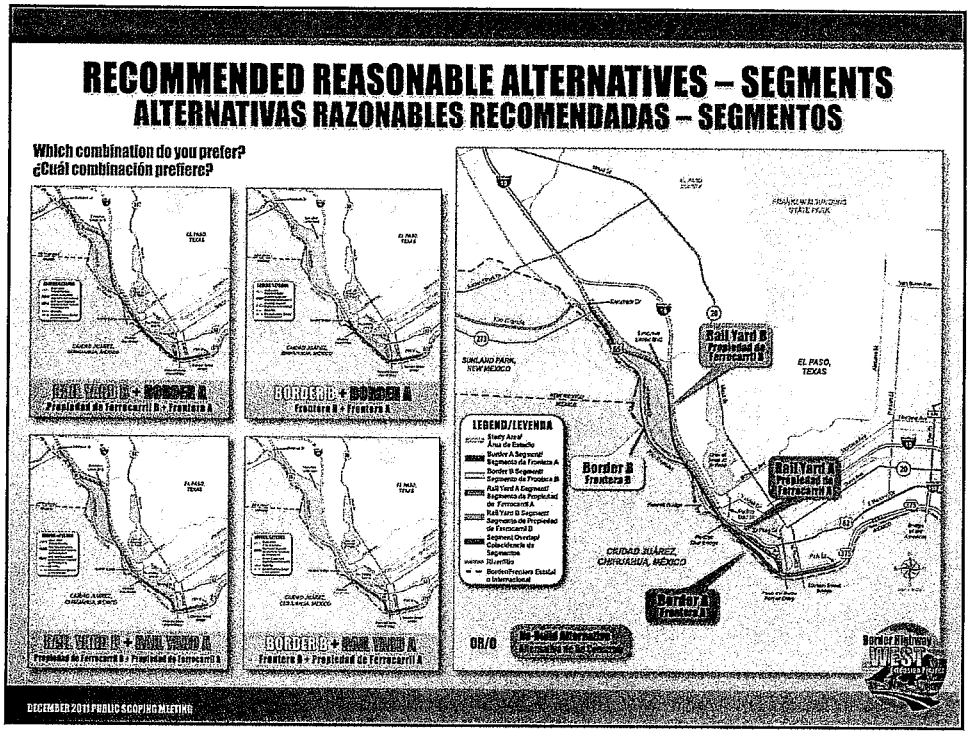
## ACCELERATED STAND-ALONE PROJECTS - 2011




ACCELERATED STAND-ALONE PROJECTS - 2011
Border Highway WEST Extension Project
Schuster Ave
TEXAS
MEXICO
Park St
Schuster Extension Project
I-10/US 85 Interchange Collector-Distributor (CD) Project
Border Highway West Extension Project
19


PRESENTATION TOPICS
Border Highway WEST Extension Project
1. Agency Coordination
2. Project History
3. Study Area & Alternatives
4. Project Overview and Constraints
5. Public Scoping Meeting (12/8)
6. Questions & Comments
WELCOME!
¡BIENVENIDOS!
Border Highway WEST Extension Project
20


STUDY AREA - 2011
Border Highway WEST Extension Project
Park St. to Racetrack Dr.
Approx. 8 miles
SUNLAND PARK, NEW MEXICO
EL PASO, TEXAS
CIUDAD JUÁREZ, CHIHUAHUA, MÉXICO
LEGEND/LEYENDA
Study Area/ Área de Estudio
Rivers/Río
Border/Línea Estatal o Internacional


RECOMMENDED REASONABLE ALTERNATIVES – SEGMENTS
ALTERNATIVAS RAZONABLES RECOMENDADAS – SEGMENTOS
Which combination do you prefer?
¿Cuál combinación prefiere?
RAIL YARD B + BORDER A
BORDER B + BORDER A
RAIL YARD B + RAIL YARD A
BORDER B + RAIL YARD A
Rail Yard B
Propiedad de Ferrocarril B
Border B
Frontera B
Rail Yard A
Propiedad de Ferrocarril A
Border A
Frontera A
SUNLAND PARK, NEW MEXICO
EL PASO, TEXAS
CIUDAD JUÁREZ, CHIHUAHUA, MÉXICO
LEGEND/LEYENDA
OR/O
No Build Alternative
DECEMBER 2011 PUBLIC SCOPING MEETING

## PRESENTATION TOPICS

1. Agency Coordination
2. Project History
3. Study Area & Alternatives
4. **Project Overview and Constraints**
5. Public Scoping Meeting (12/8)
6. Questions & Comments

**WELCOME!**
**¡BIENVENIDOS!**



## PROJECT OVERVIEW

- Park St. to Racetrack Dr.
- **State-funded EIS**
- Four-lane controlled access toll facility to connect Loop 375 to US 85
- New right-of-way required
- Estimated range of cost: $300-$600 million
- All current **non-tolled lanes would remain non-tolled**; only newly-constructed lanes will be tolled

## MAJOR ENVIRONMENTAL CONSTRAINTS

- Historic Properties, Structures & Districts
- American and Franklin Canal Systems
- Hazardous Materials Sites
- Right-of-Way Constraints / U.S. Border Security
- Water Resources
- Noise and Air Quality
- Socio-Economic & Environmental Justice
- Railroads, Rail Yards
- Aesthetics

25

## PRESENTATION TOPICS

1. Agency Coordination
2. Project History
3. Study Area & Alternatives
4. Project Overview and Constraints
5. **Public Scoping Meeting (12/8)**
6. Questions & Comments

**WELCOME!**
**¡BIENVENIDOS!**

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## 12/8 PUBLIC MEETING

Border Highway WEST Extension Project

- Quick overview of boards presented at the Public Meeting
- Flow of Boards at Public Meeting
  - Step 1: Overview
  - Step 2: Yesterday
  - Step 3: Today
  - Step 4: Tomorrow
  - Step 5: Context Sensitive Solutions (CSS)

27

## STEP ONE

# OVERVIEW

## THE TEXAS DEPARTMENT OF TRANSPORTATION MISSION

**The proposed project is part of the Texas Department of Transportation's mission to:**

- provide safe and efficient movement of people and goods,
- enhance economic viability, and
- improve the quality of life for the people that travel in the state of Texas.

## EL DEPARTAMENTO DE TRANSPORTE DE TEXAS MISIÓN

**El proyecto propuesto es parte de la misión del Departamento de Transporte de Texas de:**

- proveer el movimiento eficiente de personas y mercancía,
- mejorar la viabilidad económica y
- mejorar la calidad de vida para el público que viaja en el estado de Texas.

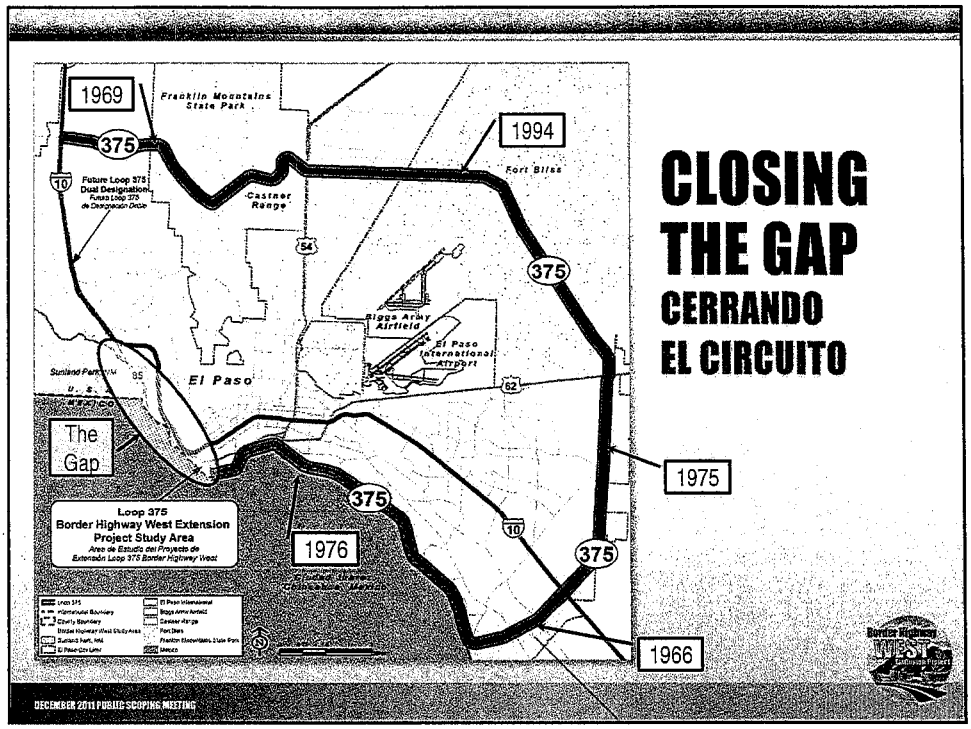


## NEED AND PURPOSE

- **Lack of System Connectivity**
  - Complete Loop 375 around El Paso
- **Declining Mobility in the Region**
  - Accommodate future growth
  - Aid in congestion relief
  - Improve access to downtown, UTEP, and medical facilities
- **Safety Concerns**
  - Lower crash rates
  - Improve incident management

## NECESIDAD Y PROPOSITO

- **Falta de Conectividad del Sistema**
  - Cerrar Loop 375 alrededor de El Paso
- **Disminución de Movilidad en la Región**
  - Acomodar crecimiento en el futuro
  - Aliviar el congestionamiento
  - Mejorar el acceso al centro de la ciudad, a UTEP, y a los centros médicos
- **Inquietudes Sobre la Seguridad**
  - Disminuir la tasa de accidentes
  - Mejorar el manejo de incidentes


1969
Franklin Mountains State Park
375
10
Future Loop 375 Dual Designation
Castner Range
1994
Fort Bliss
54
375
Biggs Army Airfield
El Paso International Airport
62
El Paso
The Gap
1975
Loop 375
Border Highway West Extension
Project Study Area
Area de Estudio del Proyecto de Extensión Loop 375 Border Highway West
375
1976
10
375
1966
CLOSING THE GAP
CERRANDO EL CIRCUITO
DECEMBER 2011 PUBLIC SCOPING MEETING

STUDY AREA | AREA DE ESTUDIO
2007
Loop 375 Cesar Chavez Highway
Border Highway West Extension
Environmental Impact Statement (EIS)
Estudio de Impacto Ambiental
As shown at the October 2007 Public Scoping Meetings
Como se presentó en las Reuniones Públicas de Sondeo en octubre de 2007
SUNLAND PARK, NEW MEXICO
EL PASO, TEXAS
CIUDAD JUÁREZ, CHIHUAHUA, MÉXICO
LEGEND/LEYENDA
Study Area/ Área de Estudio
River/Río
Border/Frontera Estatal ó Internacional
2011
DECEMBER 2011 PUBLIC SCOPING MEETING

## PROJECT BENEFITS

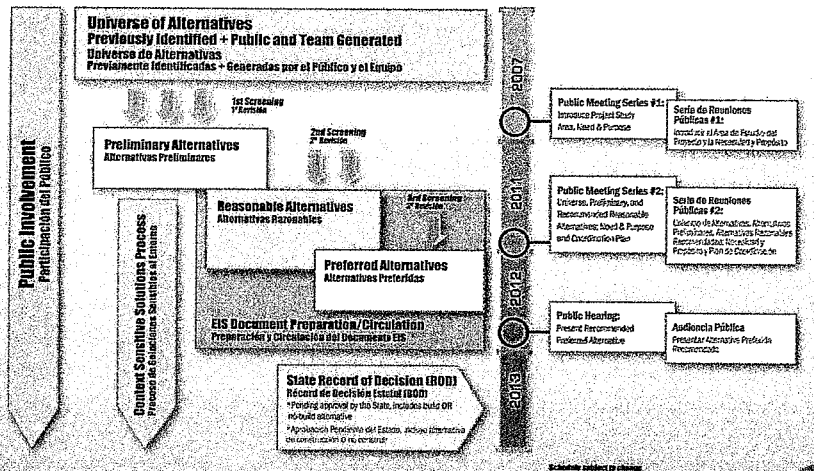
- Faster, reliable travel times
- Better access to downtown, UTEP, and medical facilities
- Provide alternate route to I-10 during incidents
- Improve safety on area roadways
- Congestion relief for I-10
- Close downtown gap between US 85 and Loop 375

## BENEFICIOS DEL PROYECTO

- Tiempo de desplazamiento más rápido y confiable
- Mejor acceso al centro de la ciudad, a UTEP, y a los centros médicos
- Proveer una ruta alterna a la I-10 durante incidentes
- Mejorar la seguridad en calles locales
- Desahogo a la congestión vehicular en la I-10
- Cerrar brecha en el centro de la ciudad entre US 85 y Loop 375



## ENVIRONMENTAL IMPACT STATEMENT (EIS) PROCESS AND SCHEDULE
## PROCESO Y PROGRAMA DEL INFORME DE IMPACTO AMBIENTAL (EIS)



# STEP TWO

# YESTERDAY

## PROJECT TIMELINE | PROGRAMA DEL PROYECTO

**1994**

Value Engineering Study

Study Area:
US 85 to Loop 375

Description:
Evaluate improvements to extend Loop 375 as an alternative route for I-10

Result:
Recommended four-lane elevated facility

**1999**

I-10 West Corridor Major Investment Study (MIS)

Study Area:
I-10 from the New Mexico state line to US 54

Description:
Study of multi-modal solutions as alternatives for I-10 congestion

Result:
Recommended a 4 lane alternative to complete Loop 375 as most viable alternate route for I-10

**2003**

House Bill (HB) 3588/ TxDOT Minute Order 109519

Signed into law in 2003

Required all controlled access and new location facilities at any stage of development or construction to be evaluated for toll viability before traditional tax-based funding is considered or allocated

**2005**

Loop 375 César Chávez (Border Highway West) Extension Route Study

Study Area:
US 85 near NM 273 to Park Street

Description:
Developed and evaluated alternatives to extend Loop 375 to US 85

Result:
Recommendations that included an elevated roadway with the option of depressed sections at intersections/ bridges

I-10 Southern Relief Route (SRR) Conceptual Toll Feasibility Study

Study Area:
I-10 from New Mexico state line to US 85, along US 85 to Loop 375; along Loop 375 to I-10 East

Description:
Building on the 2000 SRR study, this next study enhanced conceptual plans to obtain more accurate cost estimates and traffic projections

Result:
SRR showed improved toll viability but still a gap in funding

**2006**

I-10 Southern Relief Route (SRR) Mobility & Funding Study

Study Area:

Description:
Building on the 2000 SRR study, this next study enhanced conceptual plans to obtain more accurate cost estimates and traffic projections

Result:
SRR showed improved toll viability but still a gap in funding

COMPREHENSIVE MOBILITY PLAN DEVELOPMENT

1994 | 1999 | 2003 | 2005 | 2006

**1994**

Estudio de Optimización de Ingeniería

Área de Estudio:
US 85 a Loop 375

Descripción:
Evaluar la mejora para extender Loop 375 como una ruta alterna a I-10

Resultado:
Recomendado una carretera elevada de cuatro carriles

**1999**

Estudio de Alta Principal de Inversión (MIS) del Corredor I-10 Oeste

Área de Estudio:
Desde la NM, desde el límite estatal con Nuevo México hasta US 54

Descripción:
Estudio de soluciones multimodales de transportes para aliviar la congestión en la I-10

Resultado:
Recomendó una alternativa de 4 carriles para completar Loop 375 como una ruta alterna para la I-10.

**2003**

Proyecto de Ley (HB) 3588/ Orden Administrativa de TxDOT 109519

Aprobada como ley en 2003

Requirió que cualquier carretera nueva y de acceso controlado en cualquier fase de desarrollo o construcción sea evaluada como de cuota para determinar la viabilidad antes de los fondos basados en los impuestos sean asignados o asignados

**2005**

Estudio para extender Loop 375 César Chávez (Border Highway West)

Área de Estudio:
US 85 cerca de NM 273 hasta la calle Park

Descripción:
Se desarrollaron y se evaluaron las alternativas para extender Loop 375 con US 85

Resultado:
Las recomendaciones incluyeron carretera elevada con la opción de secciones deprimidas en las intersecciones/ puentes

Estudio de Viabilidad de la Ruta Alterna Sur como carretera de Cuota

Área de Estudio:
Desde la I-10 oeste de la línea estatal con Nuevo México hasta US 85, a lo largo de US 85 hasta Loop 375; luego hasta Loop 375 hacia la I-10 este

Descripción:
Basado en el estudio SRR del 2000, a partir de este se hizo más desarrollo para obtener un costo más exacto y proyecciones de tráfico más exactas

Resultado:
El estudio mostró una viabilidad mejorada pero aún existe la brecha con los fondos

**2006**

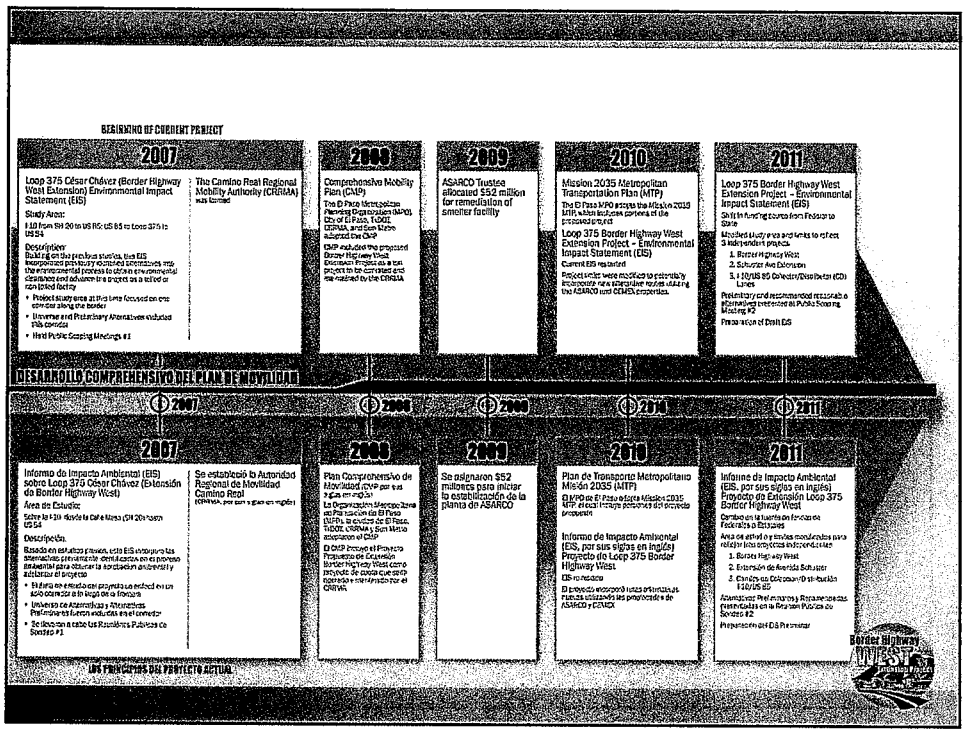
Estudio de Movilidad y Financiamiento de la Ruta Alterna del Sur

Área de Estudio:
Desde la I-10 oeste de la línea estatal con Nuevo México hasta US 85, a lo largo de US 85 hasta Loop 375; luego hasta Loop 375 hacia la I-10 este

Descripción:
Basado en el estudio SRR del 2000, a partir de este se hizo más desarrollo para obtener un costo más exacto y proyecciones de tráfico más exactas

Resultado:
El estudio mostró una viabilidad mejorada pero aún existe la brecha con los fondos

DECEMBER 2011 PUBLIC SCOPING MEETING




# PUBLIC SCOPING MEETINGS #1 - OCTOBER 2007

## REUNIONES PÚBLICAS DE SONDEO #1 - OCTUBRE 2007

**October 23, 2007: Hilos de Plata Senior Center | October 30, 2007: Westside Regional Command Center**

### WHAT WE HEARD

Public comment centered around the following issues:

- Truck traffic impacts on congestion and safety
- Access to neighborhoods and businesses
- Improve access along I-10
- Funding, tolling
- Mass transit options
- Impacts to the Chihuahuita Community
- Railroad safety and impacts
- Impacts to schools
- Right-of-way/relocations
- Flooding and drainage
- Aesthetic design

### LO QUE OIMOS

Los comentarios del público fueron referentes a los siguientes temas:

- El impacto de los camiones de carga sobre la congestión y la seguridad
- Acceso a las zonas residenciales y a los negocios
- Mejorar el acceso a lo largo de la carretera I-10
- Financiamiento, el cobro de peaje
- Opciones de transporte público
- Impactos a la Comunidad Chihuahuita
- Seguridad del ferrocarril
- Impactos a las escuelas
- Derecho-de-vía/Reubicaciones
- Inundaciones y drenaje
- Diseño estético

DECEMBER 2011 PUBLIC SCOPING MEETING

# ALTERNATIVES EVALUATION PROCESS
## PROCESO DE EVALUACION DE LAS ALTERNATIVAS

**Public Involvement**
Participación del Público

**Context Sensitive Solutions Process**
Proceso de Soluciones Sensibles al Entorno

**Universe of Alternatives**
**Previously Identified + Public and Team Generated**
Universo de Alternativas
Previamente Identificadas + Generadas por el Equipo y el Público

★ You are here / Esta aquí

**1st Screening**
1ª Revisión

**Preliminary Alternatives**
Alternativas Preliminares

**2nd Screening**
2ª Revisión

**Reasonable Alternatives**
Alternativas Razonables

**3rd Screening**
3ª Revisión

**Preferred Alternative**
Alternativa Preferida

Border Highway WEST Loop 375

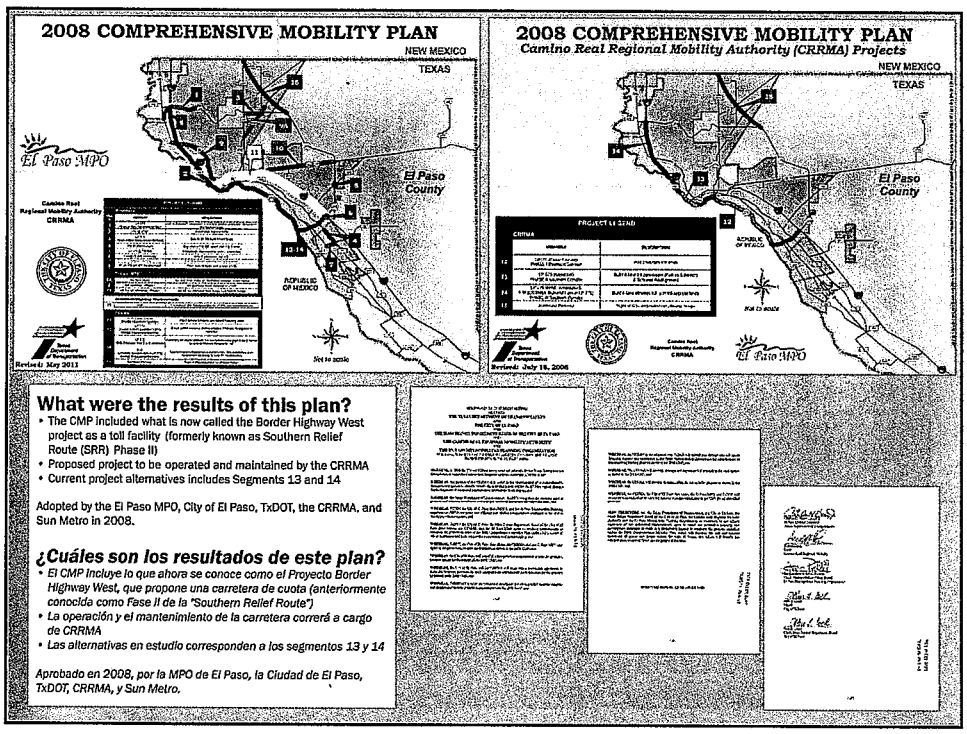
DECEMBER 2001 PUBLIC SCOPING MEETING

# UNIVERSE OF ALTERNATIVES
## UNIVERSO DE ALTERNATIVAS

| PREVIOUS STUDY NAME / Nombre del Estudio Previo | | 1999 I-10 Major Investment Study (MIS) | | | | | | | | | 2005 Loop 375 Border Highway West Extension Route Study | | | 2006 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ALTERNATIVE NAME / Nombre Alternativa | | No-Build | Transportation System Management (TSM) | Localized Improvements | I-10 Express Lanes | Designated Freeway with Direct Highway Connection | Arterial + Tunnel | Modified I-10 Express Lanes | Modified Sensible Transportation Plan (STP) | Mass Transit | Combined Alternative A+C+E+G | Combined Alternative A+C+E+H | Combined Alternative A+D+E+G | Combined Alternative 1A-2B-3A Preferred as a full loop |
| EVALUATION CRITERIA / Criterios de Evaluación | Meets Need and Purpose / Satisface la Necesidad y el Propósito | X | X | X | X | X | X | X | ✓ | X | X | X | X | ✓ |
| | Provides Partial Alternate to I-10 / Provee Alternativa Parcial a la I-10 | X | X | X | X | ✓ | X | X | ✓ | X | ✓ | ✓ | ✓ | ✓ |
| | Minimizes Environmental Impacts / Minimiza los Impactos al Medio Ambiente | ✓ | ✓ | X | X | X | X | X | X | ✓ | X | X | X | X |
| Results / Resultados | | The previously studied alternatives shown above do not satisfy all of the Evaluation Criteria established for this study. However, portions of these alternatives will be carried forward to be studied as Preliminary Alternatives for this Project. *Las alternativas previamente estudiadas mostradas arriba no satisfacen los Criterios de Evaluación establecidos para este estudio. Sin embargo, porciones de estas alternativas pasarán a la siguiente fase para ser estudiadas como Alternativas Preliminares para este Proyecto.* | | | | | | | | | | | | |

Border Highway WEST Loop 375

DECEMBER 2001 PUBLIC SCOPING MEETING




STEP THREE

# TODAY

# ALTERNATIVES EVALUATION PROCESS
## PROCESO DE EVALUACION DE LAS ALTERNATIVAS

**Public Involvement**
Participación del Público

**Context Sensitive Solutions Process**
Proceso de Soluciones Sensibles al Entorno

**Universe of Alternatives**
Previously Identified + Public and Team Generated
Universo de Alternativas
Previamente Identificadas + Generadas por el Equipo y el Público

1st Screening
1ª Revisión

**Preliminary Alternatives**
Alternativas Preliminares

You are here
Está aquí

2nd Screening
2ª Revisión

**Reasonable Alternatives**
Alternativas Razonables

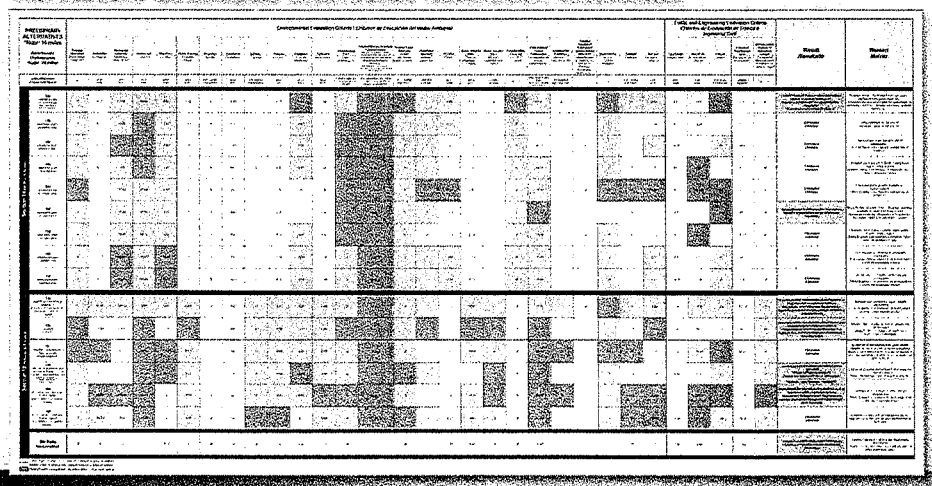
3rd Screening
3ª Revisión

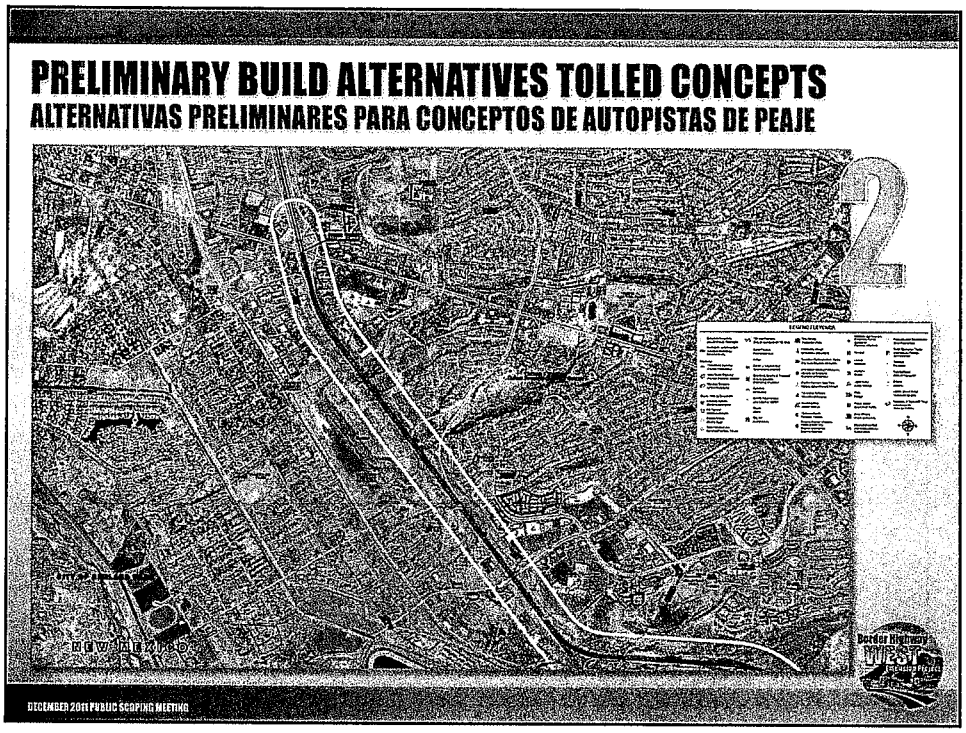
**Preferred Alternative**
Alternativa Preferida

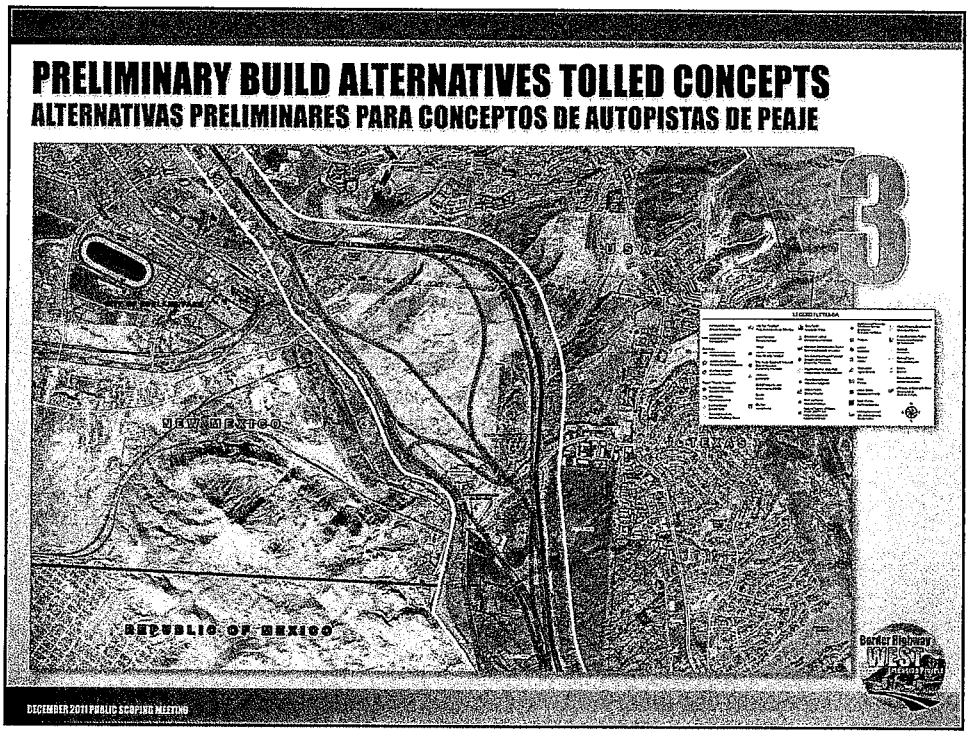
Border Highway West



# PRELIMINARY BUILD ALTERNATIVES TOLLED CONCEPTS
## ALTERNATIVAS PRELIMINARES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE

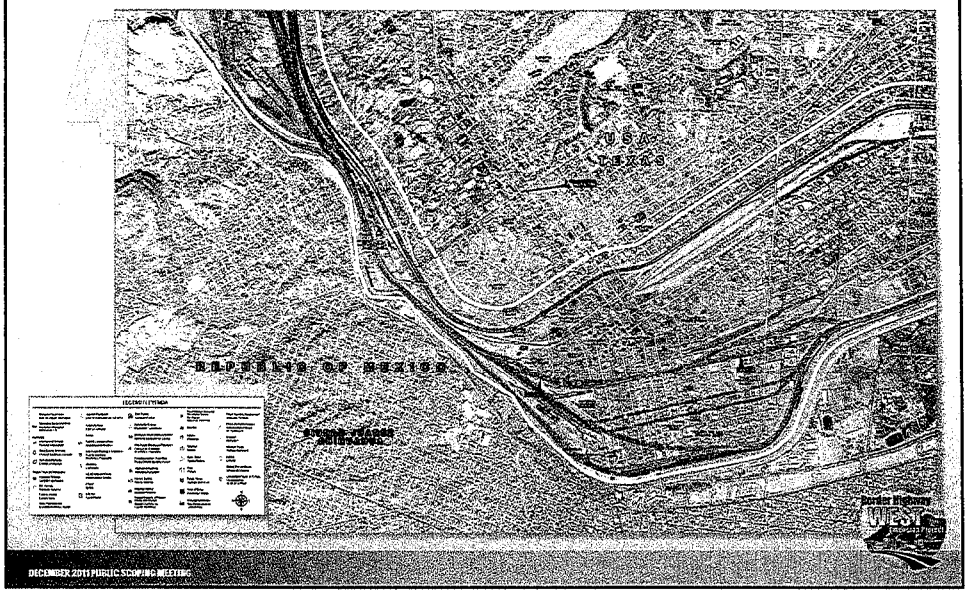



PRELIMINARY BUILD ALTERNATIVES TOLLED CONCEPTS
ALTERNATIVAS PRELIMINARES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE
2
NEW MEXICO
Border Highway
WEST
DECEMBER 2011 PUBLIC SCOPING MEETING


PRELIMINARY BUILD ALTERNATIVES TOLLED CONCEPTS
ALTERNATIVAS PRELIMINARES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE
3
NEW MEXICO
REPUBLIC OF MEXICO
Border Highway
WEST
DECEMBER 2011 PUBLIC SCOPING MEETING

# PRELIMINARY BUILD ALTERNATIVES TOLLED CONCEPTS

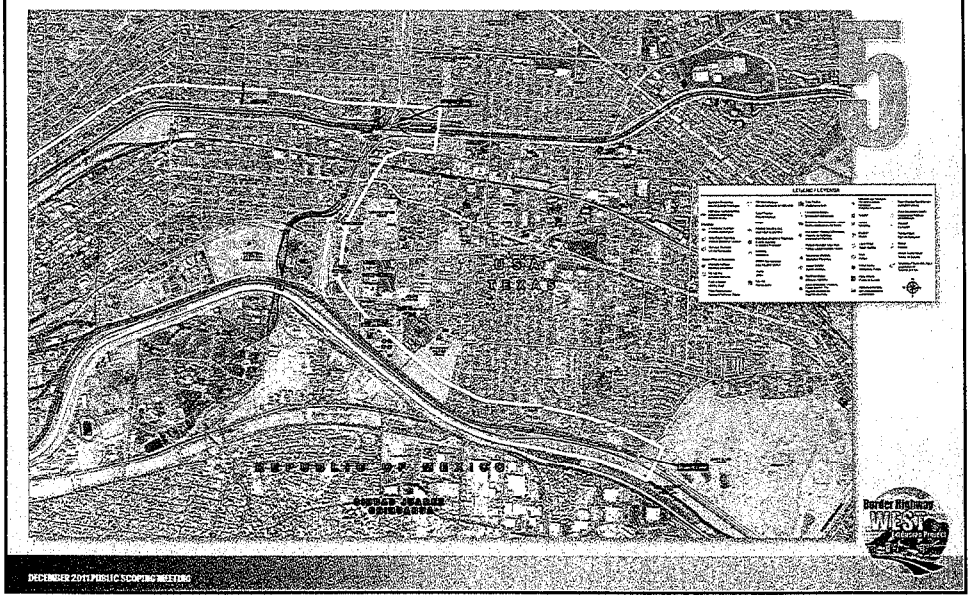
## ALTERNATIVAS PRELIMINARES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE



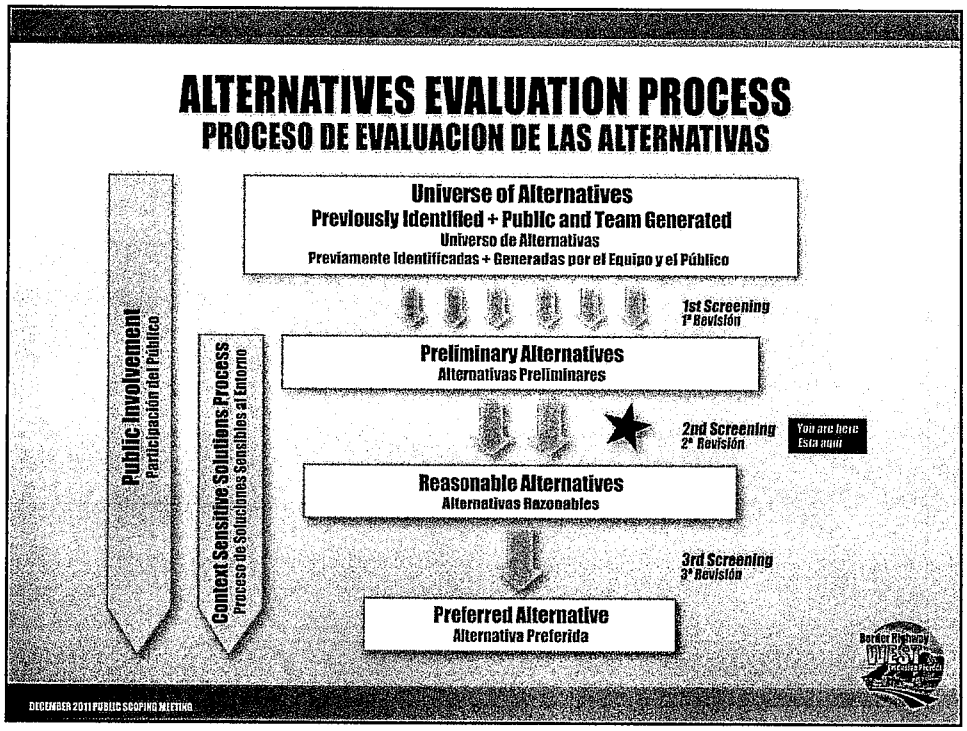

DECEMBER 2011 PUBLIC SCOPING MEETING

# PRELIMINARY BUILD ALTERNATIVES TOLLED CONCEPTS

## ALTERNATIVAS PRELIMINARES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE




DECEMBER 2011 PUBLIC SCOPING MEETING


ALTERNATIVES EVALUATION PROCESS
PROCESO DE EVALUACION DE LAS ALTERNATIVAS
Public Involvement
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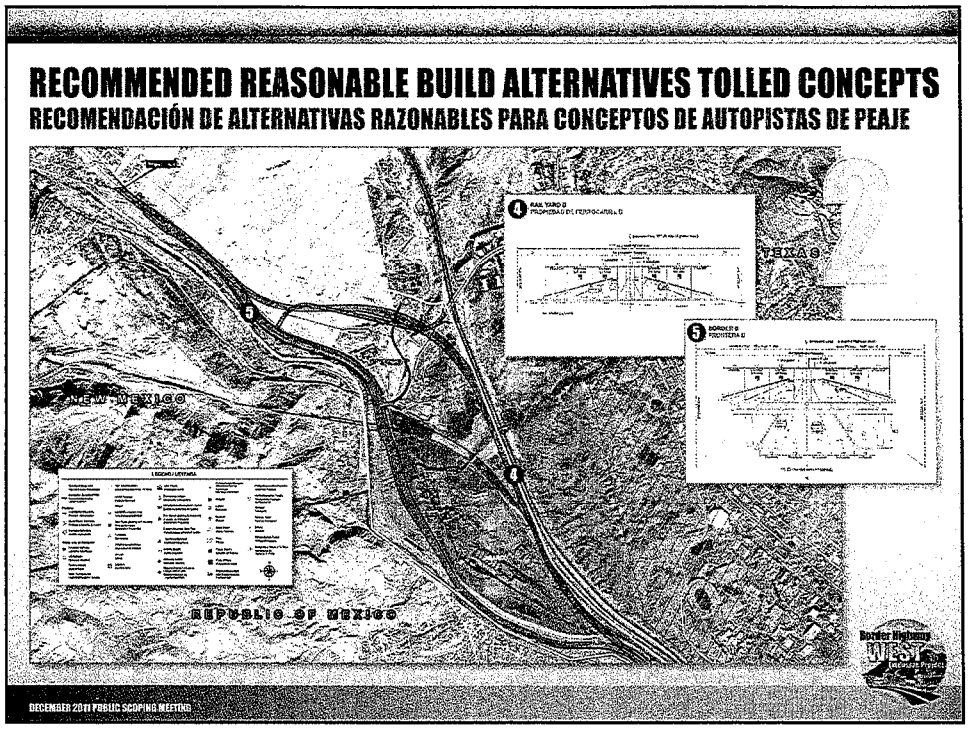
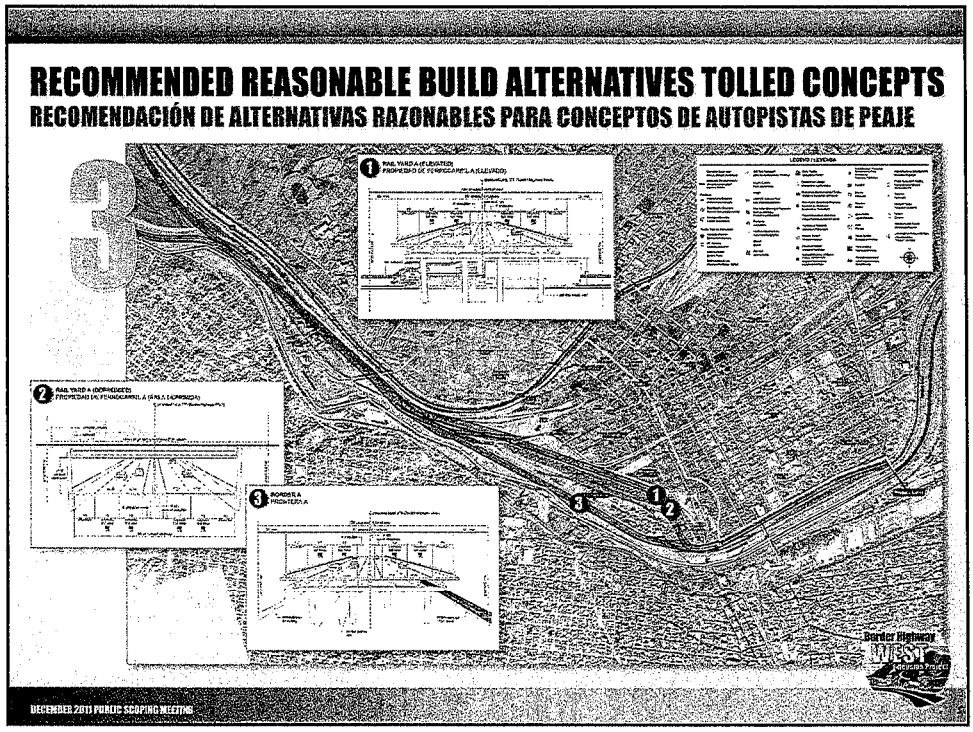
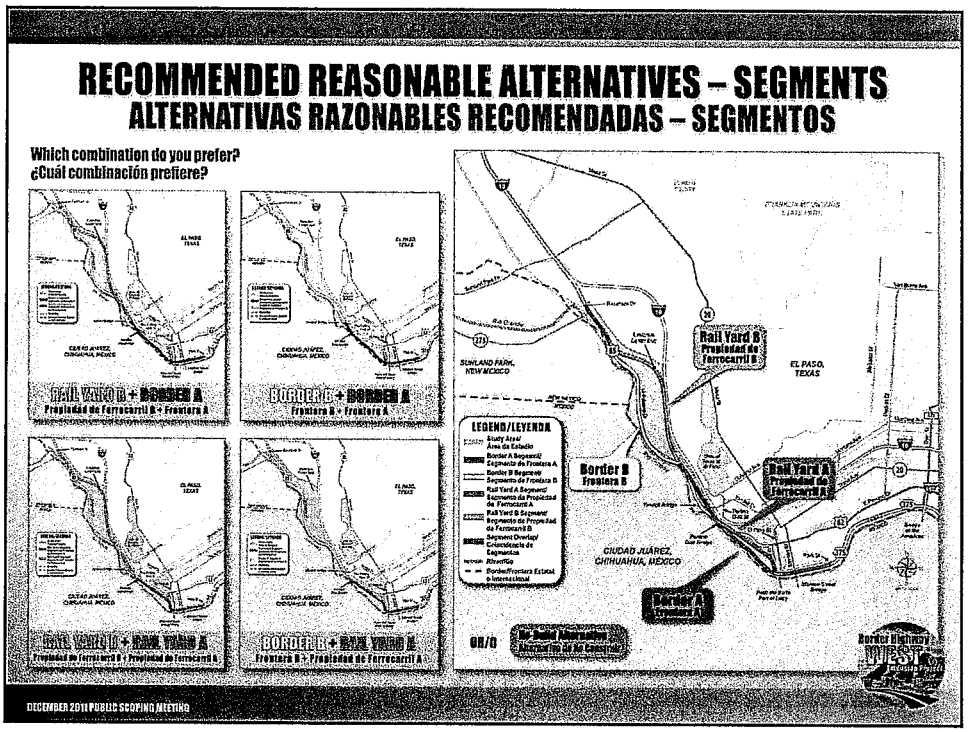
2ª Revisión
You are here
Esta aquí
Reasonable Alternatives
Alternativas Razonables
3rd Screening
3ª Revisión
Preferred Alternative
Alternativa Preferida
DECEMBER 2011 PUBLIC SCOPING MEETING

RECOMMENDED REASONABLE BUILD ALTERNATIVES TOLLED CONCEPTS
RECOMENDACIÓN DE ALTERNATIVAS RAZONABLES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE
DECEMBER 2011 PUBLIC SCOPING MEETING


RECOMMENDED REASONABLE BUILD ALTERNATIVES TOLLED CONCEPTS
RECOMENDACIÓN DE ALTERNATIVAS RAZONABLES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE
NEW MEXICO
TEXAS
REPUBLIC OF MEXICO
Border Highway
WEST
DECEMBER 2011 PUBLIC SCOPING MEETING


RECOMMENDED REASONABLE BUILD ALTERNATIVES TOLLED CONCEPTS
RECOMENDACIÓN DE ALTERNATIVAS RAZONABLES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE
Border Highway
WEST
DECEMBER 2011 PUBLIC SCOPING MEETING




STEP FOUR

# TOMORROW

## NEXT STEPS

- Analyze all received public & agency comments
- Evaluate alternatives in Draft EIS & recommend preferred alternative
- Conduct public hearing on Draft EIS
- Prepare Final EIS to evaluate preferred alternative
- TxDOT Review and approval of Final EIS

## SIGUIENTES PASOS

- Analizar todos los comentarios recibidos del público y de agencias
- Evaluar alternativas en el EIS Preliminar y recomendar una alternativa preferida
- Llevar a cabo una audiencia pública sobre el EIS Preliminar
- Preparar EIS Final para evaluar alternativa preferida
- Revisión y aprobación por TxDOT del EIS Final



## HOW TO COMMENT

- Complete a comment form today
- Mail to:

  HNTB
  Attn: Loop 375 Border Highway West
  Extension Project Coordinator
  7500 Viscount Boulevard, Suite 100
  El Paso, TX 79925-5665

- Email to:

  info@borderhighwaywest.com

To be included in the official public record, please submit your comments by **Monday, December 19, 2011**

## COMO ENTREGAR UN COMENTARIO

- Llenar un formulario hoy
- Envíelo por correo a:

  HNTB
  Attn: Loop 375 Border Highway West
  Extension Project Coordinator
  7500 Viscount Boulevard, Suite 100
  El Paso, TX 79925-5665

- Mánde un correo electrónico a:

  info@borderhighwaywest.com

Para ser incluídos en el registro público, favor de entregar sus comentarios a más tardar **el lunes 19 de diciembre de 2011**

**For further information,** please call 915-790-4200
**Para mayor información,** por favor llame al 915-790-4200

# STEP FIVE

## CONTEXT SENSITIVE SOLUTIONS PROCESS

## What is CSS? / ¿Que es CSS?

### Context Sensitive Solutions (CSS)

A collaborative, interdisciplinary approach that involves all stakeholders in providing a transportation facility that fits its setting. It leads to preserving and enhancing scenic, aesthetic, historic, community, and environmental resources, while improving or maintaining safety, mobility, and infrastructure conditions. To find out more: www.contextsensitivesolutions.org

### Why Context Sensitive Solutions for El Paso?

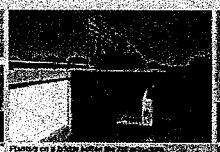
- Results in roadways that protect and reflect the environmental, scenic, aesthetic, historic, and cultural values of an area.
- Establishes an interdisciplinary team that works together to balance the needs and desires of all interest groups, and encourages agency and stakeholder participation.
- Resulting projects add lasting value to the community, the environment, and the transportation system.
- Improves multi-modal transportation options (walking, bicycling, and transit).

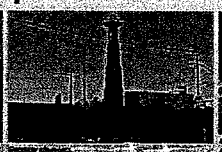
### Soluciones Sensibles al Entorno (CSS)

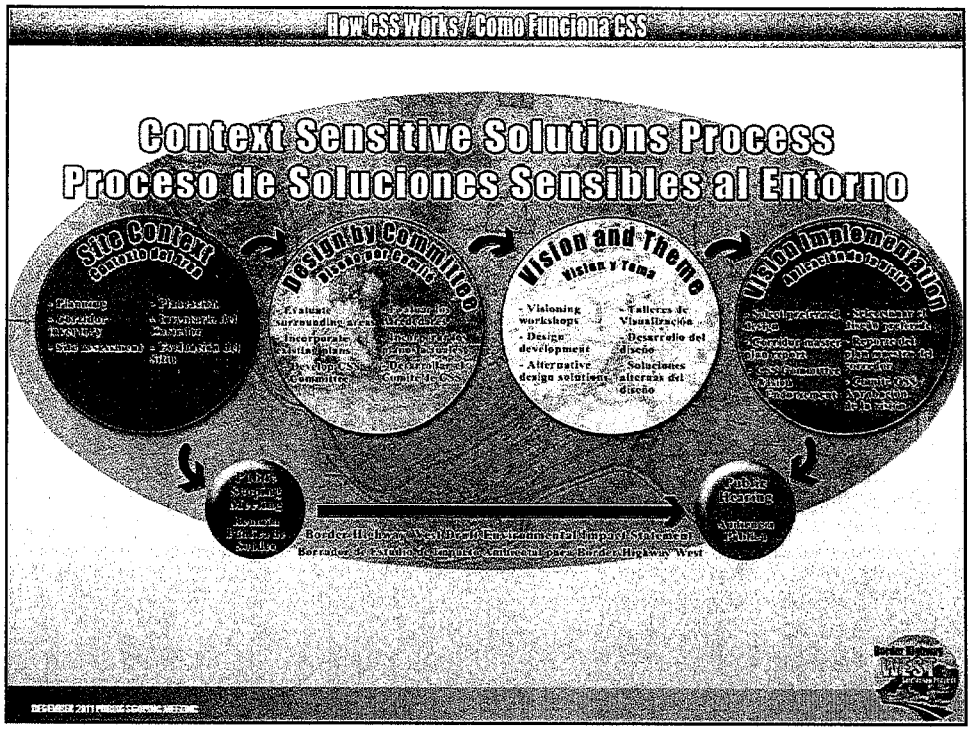
Un planteamiento interdisciplinario de colaboración que involucra a todos los interesados en proveer instalaciones de transporte que se adapten a sus alrededores. Esto lleva a la preservación y realce escénico, estético, histórico, comunitario, y los recursos ambientales, al mismo tiempo que mantiene o mejora las condiciones de seguridad, movilidad y condiciones de la infraestructura. Para mayor información: www.contextsensitivesolutions.org

### ¿Por que Soluciones Sensibles al Entorno para El Paso?

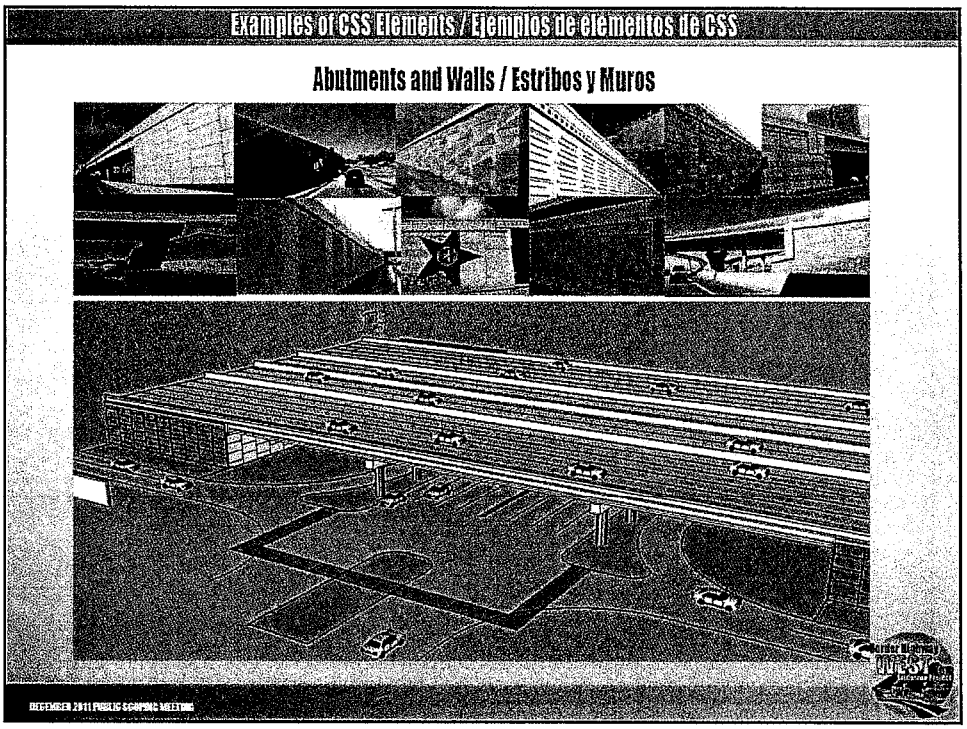
- Tiene como resultado carreteras que protegen y reflejan los valores ambientales, escénicos, estéticos, históricos y culturales de la zona.
- Establece un equipo interdisciplinario que trabaja en conjunto para equilibrar las necesidades y deseos de todos los grupos de interés, y fomenta participación de las agencias y todos los interesados.
- Los proyectos resultantes añaden un valor duradero a la comunidad, el medio ambiente, y el sistema de transporte.
- Aumenta el número de opciones multimodales de transporte (caminar, en bicicleta y transporte publico).

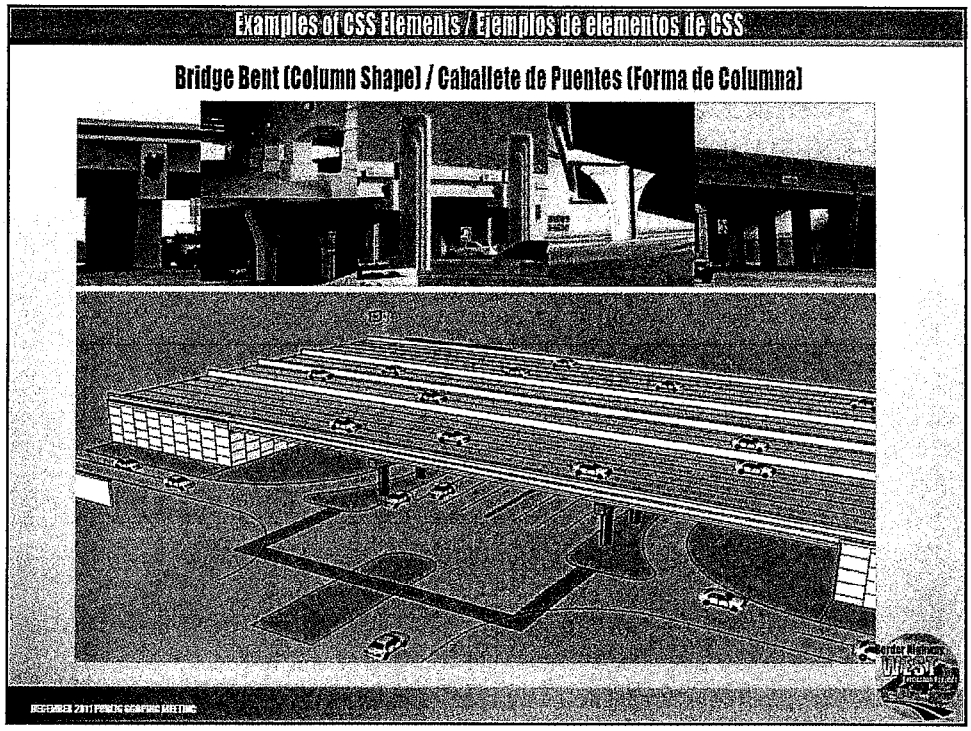




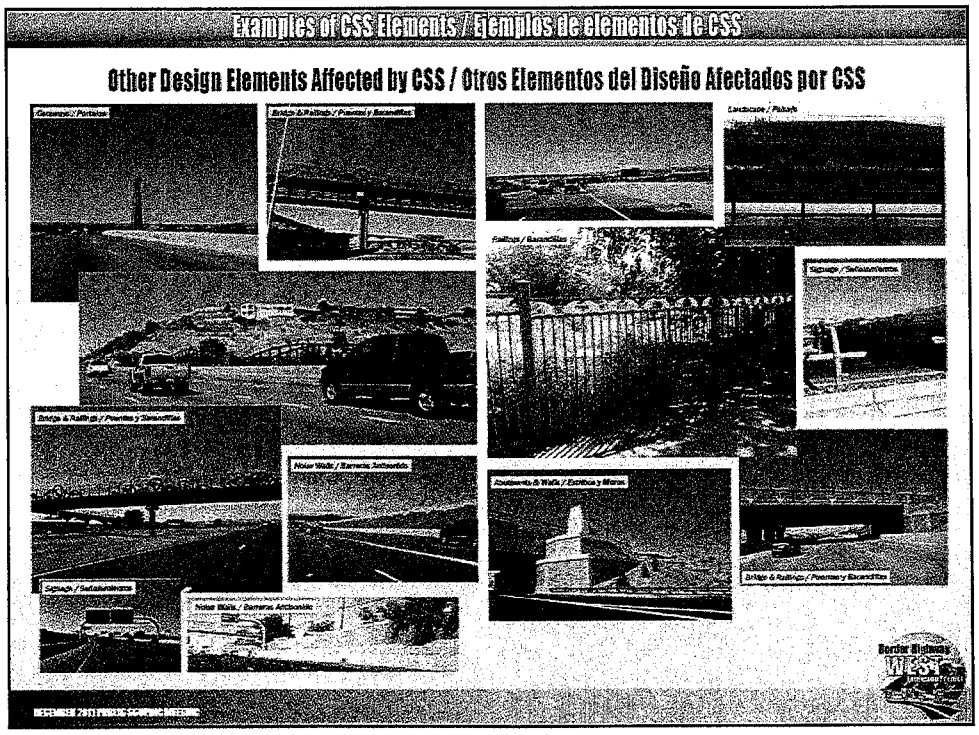

How CSS Works / Como Funciona CSS
Context Sensitive Solutions Process
Proceso de Soluciones Sensibles al Entorno
Site Context
Design by Committee
Vision and Theme
Visión y Tema
Public Hearing

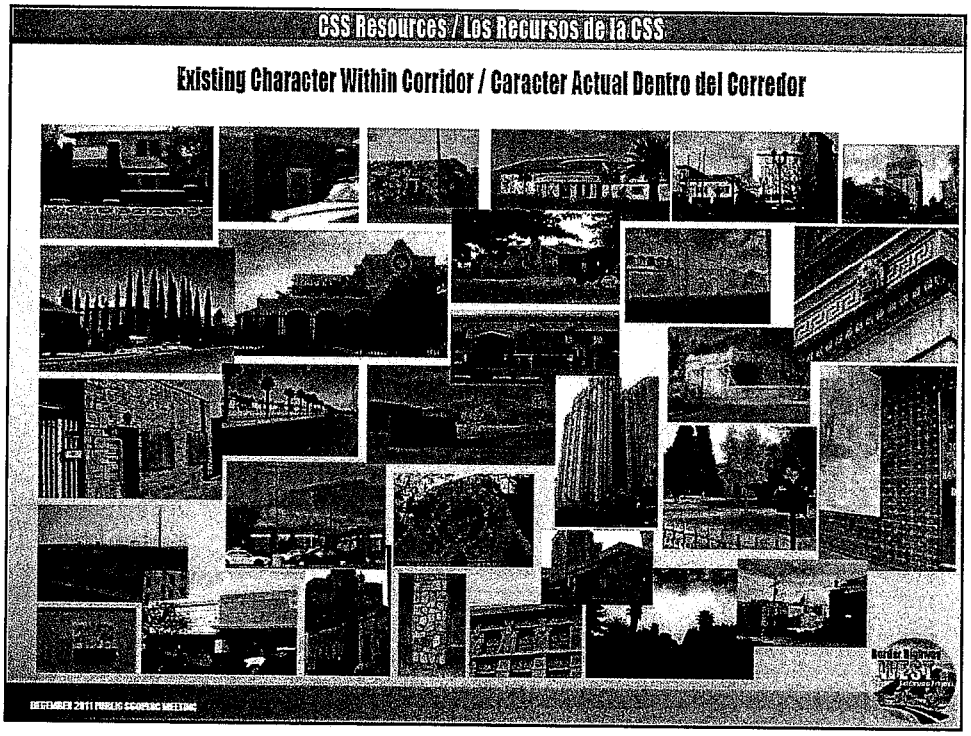
Local CSS Examples / Ejemplos Locales de CSS
An Example of Context Sensitive Solution Design along Schuster Road
Un ejemplo de diseño de la Solución Sensible al Entorno a lo largo de Schuster Road
LANDSCAPE AND AESTHETICS MASTER PLAN

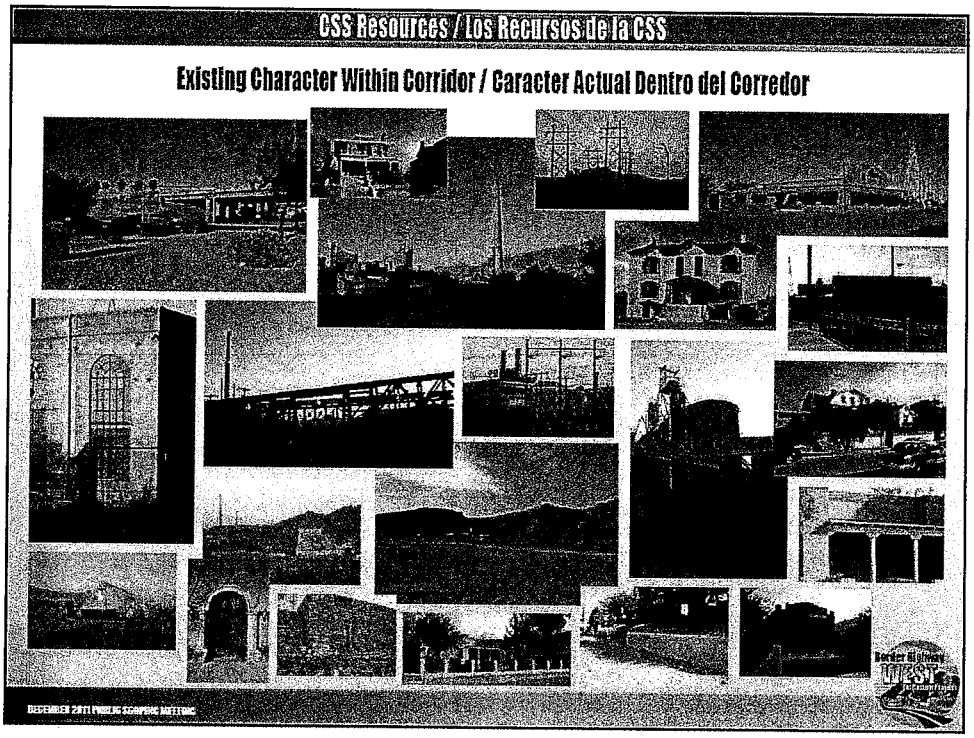

Examples of CSS Elements / Ejemplos de elementos de CSS
Abutments and Walls / Estribos y Muros


Examples of CSS Elements / Ejemplos de elementos de CSS
Bridge Bent (Column Shape) / Caballete de Puentes (Forma de Columna)

Examples of CSS Elements / Ejemplos de elementos de CSS
Landscape / Paisaje
Specialty Paving / Pavimento Especial
Border Highway
West


Examples of CSS Elements / Ejemplos de elementos de CSS
Other Design Elements Affected by CSS / Otros Elementos del Diseño Afectados por CSS
Landscape / Paisaje
Signage / Señalamiento
Bridge & Railings / Puentes y Barandillas
Noise Walls / Barreras Antisonidos
Pavements & Walls / Estilitos y Muros
Signage / Señalamiento
Noise Walls / Barreras Antisonidos
Bridge & Railings / Puentes y Barandillas
Border Highway
West


CSS Resources / Los Recursos de la CSS
Existing Character Within Corridor / Caracter Actual Dentro del Corredor
DECEMBER 2011 PUBLIC SCOPING MEETING


CSS Resources / Los Recursos de la CSS
Existing Character Within Corridor / Caracter Actual Dentro del Corredor
DECEMBER 2011 PUBLIC SCOPING MEETING

## PRESENTATION TOPICS

1. Agency Coordination
2. Project History
3. Study Area & Alternatives
4. Project Overview and Constraints
5. Public Scoping Meeting (12/8)
6. **Questions & Comments**

**WELCOME!**
**¡BIENVENIDOS!**

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## NEXT STEPS

- Prepare public meeting summary report – post to project website
- Hold regular meetings with agencies and stakeholders
- Lead agency prepare Draft EIS and recommended preferred alternative alignment
- Circulate Draft EIS for review by agencies and public

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## NEXT STEPS (cont'd)

Border Highway WEST Extension Project

- Public hearing on Draft EIS (early 2013)
- Lead agency prepares Final EIS after public hearing
- Circulate for review by agencies and public
- State Record of Decision (ROD) issued

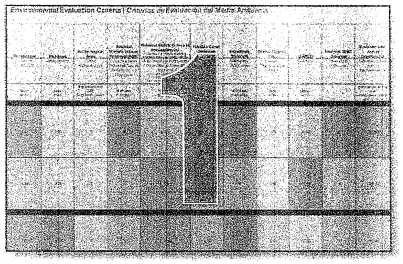


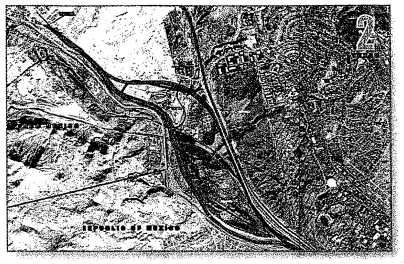
Border Highway WEST Extension Project

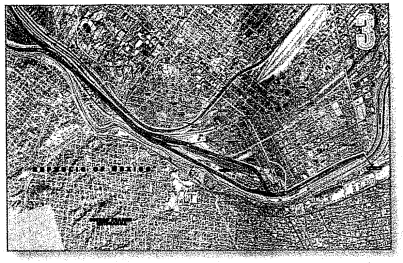
# Thank you!

# RECOMMENDED REASONABLE BUILD ALTERNATIVES TOLLED CONCEPTS

## RECOMENDACIÓN DE ALTERNATIVAS RAZONABLES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE






| RECOMMENDED REASONABLE ALTERNATIVES *Note: Reduced Study Area Length Approx. 8 miles *Alternativas Razonables Recomendadas *Nota: Longitud del Area de Estudio Reducida Aprox. 8 millas | Environmental Evaluation Criteria \| *Criterios de Evaluación del Medio Ambiente* | | | | | | | | | | | | | | | | | | | | | | | | | | Traffic and Engineering Evaluation Criteria *Criterios de Evaluación de Tráfico e Ingeniería Civil* | | | | | Result *Resultado* |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Potential Relocations *Reubicaciones Potenciales* | Residential *Residencial* | Residential within 500' *Residencial dentro de 500'* | Commercial *Comercial* | Mixed Use *Uso Mixto* | Public Housing *Vivienda Pública* | Churches *Iglesias* | Cemeteries *Cementerios* | Schools *Escuelas* | Floodplains *Llanuras de inundación* | Floodways *Vías de inundación* | Archeological Sites *Arqueológicos* | Potential Historic Sites in Project Area (PHS) *Propiedades Históricas en el Área de Proyecto* | Potential Historic in Area of Project Impact *Propiedades Históricas en el Área de Impacto del Proyecto* | Fuelin Canal/ American Canal *Fuelin Canal/ Canal Americano* | Hazardous Materials *Materiales Peligrosos* | Border Security Sites *Sitios de Seguridad de Fronteras* | ALARCO *ALARCO* | Potential RWC Crossing *Cruce de RWC Potencial* | Environmental Justice Communities *Comunidades de Justicia Medioambiental* | Sensitive Receptors *Receptores Sensibles* | Potential Threatened/ Endangered Species (Habitat within 500') *Especies Amenazadas/ Peligro de Extinción (Habitat dentro de 500')* | Major Utilities *Servicios Públicos Principales* | Rail road *Ferrocarril* | Dirt road *Terracería* | Total Length *Longitud Total* | New ROW *Derecho de Vía Adicional* | Permits *Permisos* | Estimated Construction *Estimación de Construcción* | Mandatory Items (Required by Texas Department of Transportation) *Artículos Obligatorios (Requeridos por el Departamento de Transportes de Texas)* | |
| Units of Measure *Unidades de Medida* | # | acres *acres* | acres *acres* | acres *acres* | acres *acres* | acres *acres* | # of schools *# de escuelas* | acres *acres* | acres *acres* | acres *acres* | # of sites *# de sitios* | # of sites *# de sitios* | # of sites *# de sitios* | # of sites *# de sitios* | # of crossings *# de cruces* | # of sites *# de sitios* | acres *acres* | acres *acres* | ✓ / ✗ | acres (total primary land) *acres (total de terreno principal)* | # of receptors *# de receptores* | ✓ / ✗ | # | # of crossings *# de cruces* | # of miles *# de millas* | miles *millas* | miles *millas* | # of permits *# de permisos* | $ Million *$ Millones* | ✓ / ✗ | |
| **Section 14** (Schuster to Park Street) — **14a BORDER B** (elevated and at-grade) FRONTERA B (*elevado y a nivel*) | [illegible] | 0.00 | 2.76 | 0.00 | 0.00 | 0.00 | 0 | 0.00 | 0 | [illegible] | 0.00 | 0 | [illegible] | 4.45 | [illegible] | [illegible] | 0.00 | 6.39 | [illegible] | [illegible] | 0 | ✓ | [illegible] | 4 | 1.13 | [illegible] | 10.85 | [illegible] | [illegible] | ✓ | Carried forward to Recommended Reasonable Alternative *Pasado a la Siguiente Fase Como Alternativa Razonable Recomendada* |
| **14b RAIL YARD B** (elevated and at-grade) PROPIEDAD DE FERROCARRIL B (*elevado y a nivel*) | [illegible] | 0.00 | [illegible] | 0.00 | 0.00 | 0.00 | 0 | 0.00 | 0 | 0.00 | 0.00 | 0 | 1 | [illegible] | 0.00 | 0 | 0.00 | [illegible] | 8 | 13.13 | 0 | ✓ | 3 | 8 | [illegible] | 2.83 | [illegible] | 33 | 34.91 | ✓ | Carried forward to Recommended Reasonable Alternative *Pasado a la Siguiente Fase Como Alternativa Razonable Recomendada* |
| **Section 13** (Schuster to Park Street) — **13a BORDER A** (elevated and at-grade) FRONTERA A (*elevado y a nivel*) | 1 | 0.00 | 0.55 | 4.68 | 8.70 | 0.61 | 0 | 0.00 | 0 | [illegible] | [illegible] | 0 | 1 | [illegible] | 0.86 | [illegible] | 0.00 | 0.00 | 8 | 41.51 | 0 | ✓ | 5 | 13 | 14.77 | 2.33 | 21.62 | 21 | 34.66 | ✓ | Carried forward to Recommended Reasonable Alternative *Pasado a la Siguiente Fase Como Alternativa Razonable Recomendada* |
| **13b RAIL YARD A** (elevated OR depressed) PROPIEDAD DE FERROCARRIL A (*elevado O área deprimida*) | [illegible] | 0.00 | 0.18 | [illegible] | [illegible] | 0.00 | 0 | 0.00 | 0 | 0.00 | 0.00 | 0 | [illegible] | 5.15 | [illegible] | 0 | [illegible] | 0.00 | 8 | [illegible] | 5 | ✓ | [illegible] | [illegible] | [illegible] | 2.12 | [illegible] | [illegible] | [illegible] | ✓ | Carried forward to Recommended Reasonable Alternative *Pasado a la Siguiente Fase Como Alternativa Razonable Recomendada* |
| **No-Build** *No Construir* | 1 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0 | 0.00 | 0 | 0.00 | 0.00 | 0 | 1 | 0 | 0.00 | 0 | 0.00 | 0.00 | X | 0.00 | 0 | 0 | 0 | 0 | 0.00 | 0.00 | 0.00 | 0 | 0.00 | ✓ | Carried forward to Compare with Recommended Reasonable Alternative *Pasado a la Siguiente Fase Para Comparar con las Alternativas Razonables Recomendadas* |

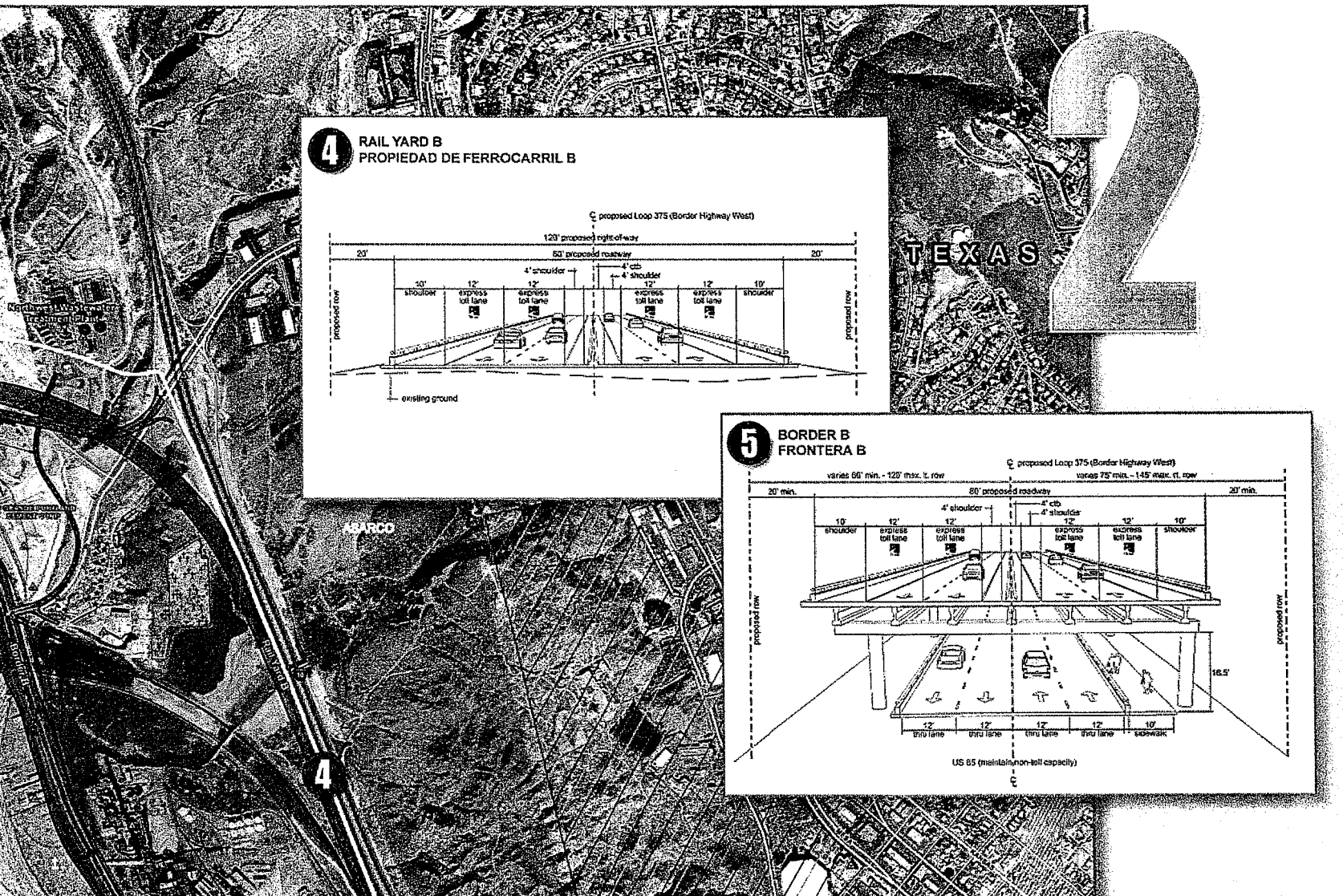
[illegible]

Border Highway WEST Extension Project

DECEMBER 2011 PUBLIC SCOPING MEETING

# BLE BUILD ALTERNATIVES TOLLED CONCEPTS

## RAZONABLES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE



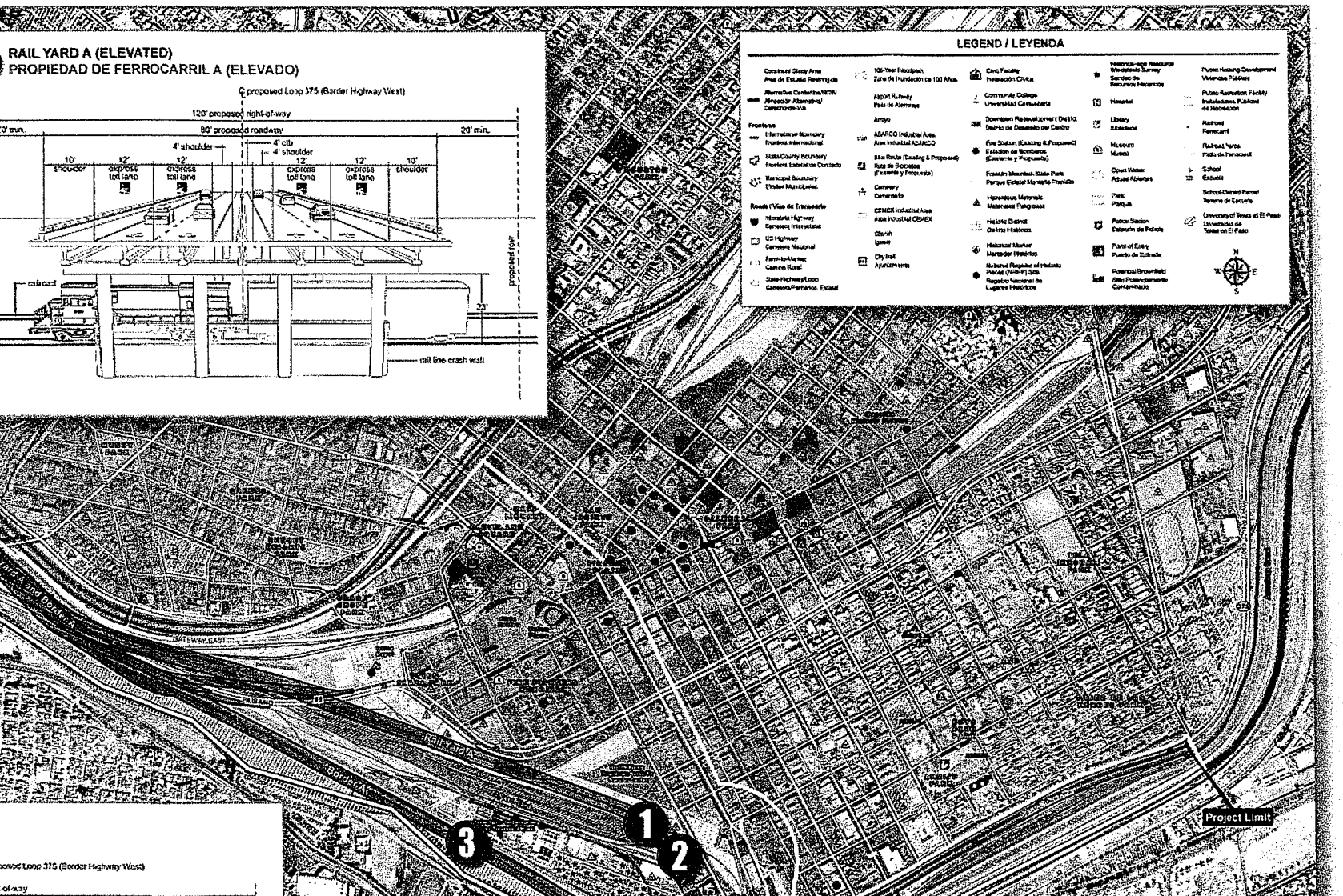
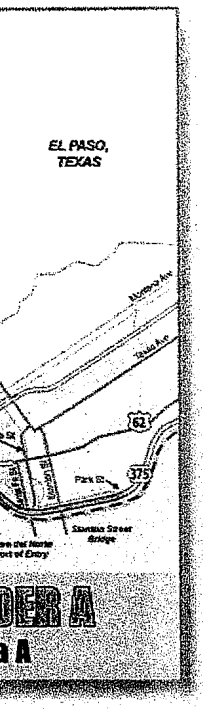
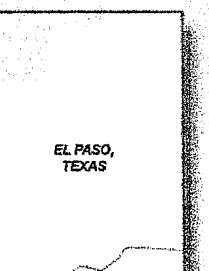
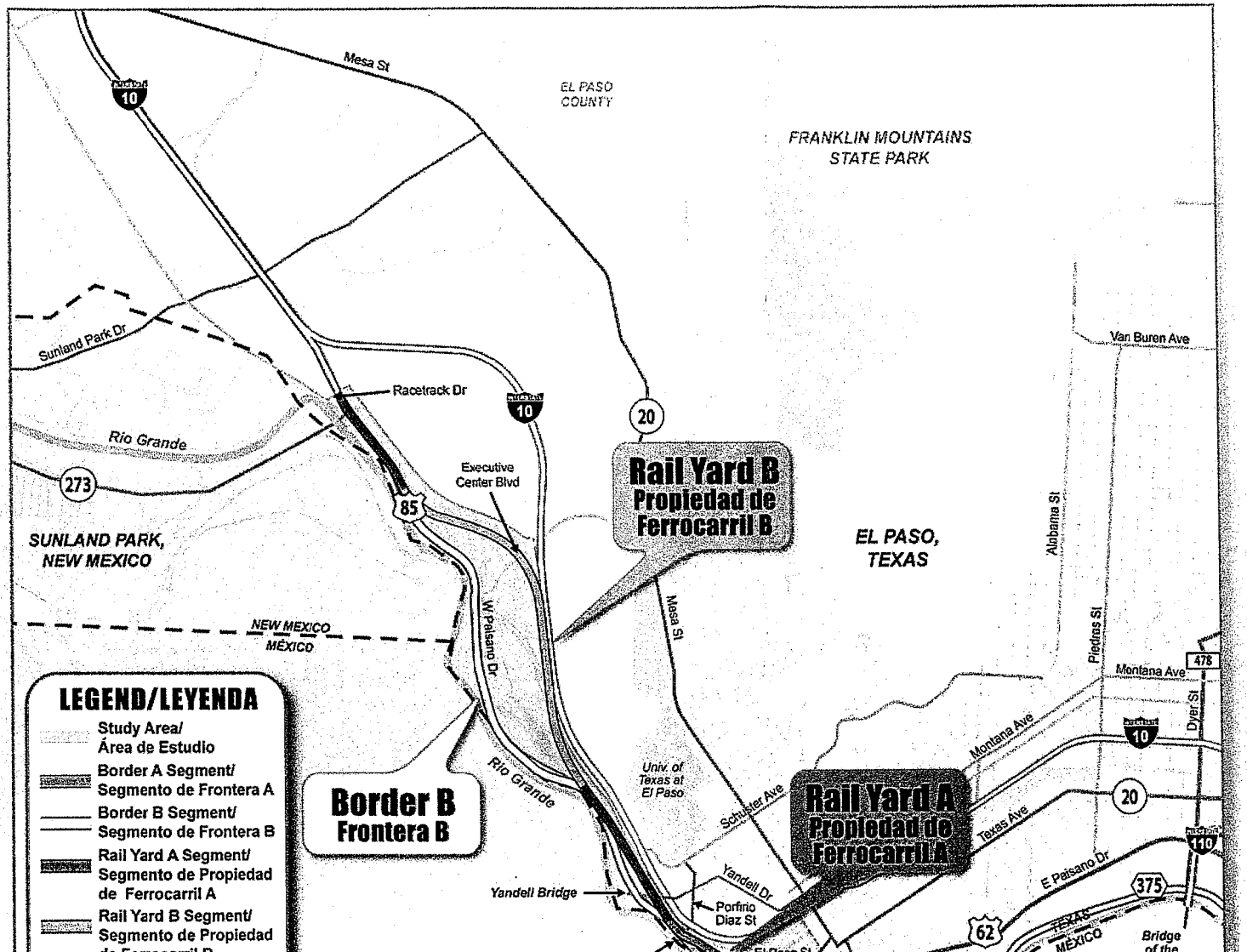

**4** RAIL YARD B
PROPIEDAD DE FERROCARRIL B




**5** BORDER B
FRONTERA B

# BLE BUILD ALTERNATIVES TOLLED CONCEPTS

## RAZONABLES PARA CONCEPTOS DE AUTOPISTAS DE PEAJE



# ONABLE ALTERNATIVES – SEGMENTS
# NABLES RECOMENDADAS – SEGMENTOS