

**CITY OF EL PASO, TEXAS
AGENDA ITEM
DEPARTMENT HEAD'S SUMMARY FORM**

AGENDA DATE: April 11, 2022

CONTACT(S): Karina Brasgalla, BrasgallaKX@elpasotexas.gov, (915) 212-1570;
Philip Etiwe, EtiwePF@elpasotexas.gov, (915) 212-1553

DISTRICT(S) AFFECTED: ALL

STRATEGIC GOAL: 6 Set the Standard for Sound Governance and Fiscal Management

SUBGOAL: 6.8 Support transparent and inclusive government

SUBJECT:

A Resolution adopting a districting plan which establishes new Council representative district boundaries based on the 2020 U.S. Census data, to become effective immediately, and dissolving the Districting Commission, as they have completed their duties in the redistricting process per City Charter.

BACKGROUND / DISCUSSION:

The Districting Commission held its first meeting on Thursday, September 16, 2021. Regular meetings were moved to Wednesdays in order to avoid conflict with the El Paso County Redistricting Commission. A total of 15 meetings were held using a hybrid format, allowing in-person participation from City Council chambers in addition to virtual attendance via Microsoft Teams or by phone. At these meetings, the Commission received informational presentations, reviewed and debated on proposed districting plans, took public comment, and live-edited plan options. As part of the redistricting process, the Commission worked with City Staff to schedule and host a total of ten community meetings in multiple locations throughout the City, with two meetings conducted completely virtually. Staff was invited to and attended three city representative community meetings to speak on this subject. Staff also presented to various local associations and organizations by request. These community meetings provided a venue for residents to have direct access and communication with Commissioners, facilitated the public comment process, and allowed City Staff to gain insight from a variety of audiences city-wide.

A dedicated website was created and a direct link placed on the main City of El Paso website at www.elpasotexas.gov/shapeep. This website was used to notify the general public throughout the redistricting process. The website featured a variety of resources and on-line tools including the entire schedule for all public and community meetings, electronic files of the agendas and minutes for all meetings, video recordings of all meetings, a GIS viewer that allowed users of the site to navigate and view in detail each proposed redistricting plan, as well as a portal for submitting comments to the Commission.

A total of 18 districting plans were submitted and reviewed, with several plan options edited live at meetings on March 16th and 23rd. On March 23, 2022, the Districting Commission used ranked choice voting to establish their top three proposed districting plans to submit to Council for consideration: 1) CD7 Revised, 2) CD6 Revised, and 3) CD8 Revised. The Commission report, prepared by the Chair and approved at the March 30, 2022 meeting is included as backup to this item.

PRIOR COUNCIL ACTION:

On April 27, 2021, City Council reestablished the Districting Commission in accordance with the requirements of Article II, Section 2.4(B) of City Charter. On October 26, 2021, Council approved a Resolution establishing the redistricting criteria for new proposed district boundaries. As part of the previous redistricting effort following the 2010 Census, City Council adopted new representative district boundaries effective July 23, 2012.

AMOUNT AND SOURCE OF FUNDING:

Revised 04/09/2021

N/A

HAVE ALL AFFECTED DEPARTMENTS BEEN NOTIFIED? ☐ YES ☐ NO

PRIMARY DEPARTMENT: Planning and Inspections
SECONDARY DEPARTMENT: City Attorney's Office

*****REQUIRED AUTHORIZATION*****

DEPARTMENT HEAD: Philip Fiore
(If Department Head Summary Form is initiated by Purchasing, client department should sign also)

RESOLUTION

WHEREAS, after the completion of the 2020 U.S. Census, realignment of representative district boundaries of the City of El Paso is required when the difference in population between the largest and smallest district exceeds ten percent; and

WHEREAS, upon review of the 2020 census data for the City of El Paso there exists an apparent population imbalance requiring adjustment of the representative district boundaries; and

WHEREAS, on April 27, 2021, pursuant to Article II, Section 2.4(B) of the City Charter, the City Council established the Districting Commission (the “Commission”); and

WHEREAS, on October 26, 2021, the City Council adopted redistricting criteria to guide the Council and the Commission in the consideration of districting plans; and

WHEREAS, during the course of the redistricting process the Commission conducted numerous regular Commission meetings and community meetings to develop alternative districting plans and to solicit comment and participation from members of the general public and other interested groups; and

WHEREAS, the Commission has now made its recommendations to the Council concerning adjustments of the boundaries of the representative districts to insure substantial equality of the populations; and

WHEREAS, the City Council has considered various proposed alternative districting plans regarding the adjustment of representative district boundaries of the City and now finds that the attached districting plan is in the best interest of the citizens of the City, complies with the adopted redistricting criteria, and is believed to comply with all constitutional principles and laws governing voting rights of the United States and Texas.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EL PASO:

1. That the City Council hereby adopts as the City’s districting plan the attached map, to become effective immediately;
2. That the Districting Commission, having completed their duties as identified in the City Charter, is hereby dissolved.

ADOPTED this ____ day of _____, 2022.

THE CITY OF EL PASO

Oscar Leeser, Mayor

[Signatures Continue on Following Page]

ATTEST:

Laura Prine
City Clerk

APPROVED AS TO FORM:

Russell Abeln

Russell T. Abeln
Assistant City Attorney

APPROVED AS TO CONTENT:

Philip Etiwe

Philip Etiwe, Director
Planning and Inspections Department

REVIEW OF COMMISSION RECCOMENDED DISTRICT PLANS

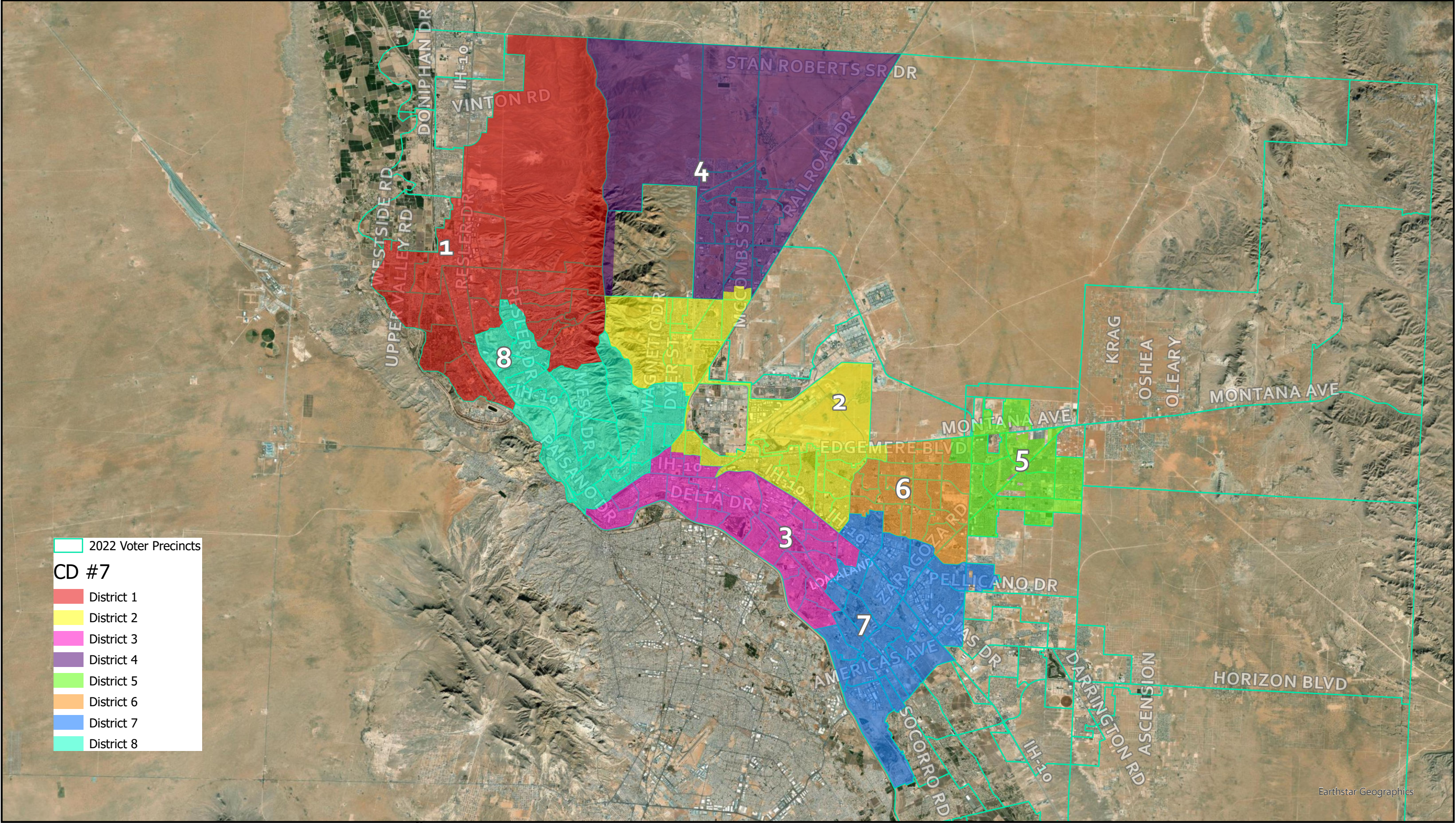
The three district plans recommended by the Districting Commission have been assessed for compliance with the criteria adopted by City Council on October 26, 2021. The language of the Resolution is listed below along with a description of the compliance documentation.

1. Where possible, easily identifiable geographic boundaries should be followed.
A topographic aerial map of the City, including labels for the major geographic elements (Franklin Mountains and Rio Grande).
2. Communities of interest should be maintained in a single district, where possible, and attempts should be made to avoid splitting neighborhoods.
Community of Interest (COI) is a broad term referring to any group of people sharing common interests or policy concerns who would benefit from being maintained in a single representative district. COIs are subjective and have therefore not been assessed.
To provide information on the splitting of neighborhoods, staff has included a map showing the outline of recognized Neighborhood Associations over the proposed district boundaries. Neighborhood Associations split between multiple districts are labeled.
3. To the extent possible, districts should be composed of whole voting precincts.
A list of any precincts split by the proposed district plan. Precincts split by City Limits are not included.
4. Although it is recognized that existing districts will have to be altered to reflect new population distribution, any districting plan should, to the extent possible, be based on existing districts.
A map with the proposed districts, along with an outline and label of the existing Council districts.
5. Districts must be configured so that they are relatively equal to total population according to the 2020 federal census. In no event should the total deviation between the largest and the smallest district exceed ten percent. The City will attempt to achieve a deviation that is less than ten percent under the data released by the Census Bureau.
A table showing the population in each proposed district, along with the deviation calculation. Deviation is calculated as follows:

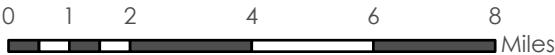
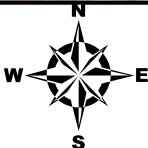
$$\text{Ideal Population} = 2020 \text{ Census Total Population} / \# \text{ of Districts}$$
$$\text{District Deviation} = [(\text{Proposed Pop.} - \text{Ideal Pop.}) / \text{Ideal Pop.}] * 100$$
$$\text{Total Deviation} = |\text{Highest District Deviation}| + |\text{Lowest District Deviation}|$$

6. The districts should be compact and composed of contiguous territory. Compactness may contain a functional, as well as geographical dimension.
List of any proposed districts that are not contiguous. Compactness Score as calculated by Dave's Redistricting. Details on the calculation and interpretation can be found here: <https://medium.com/dra-2020/compactness-8e0ee3851126>
7. Consideration may be given to the preservation of incumbent- constituency relations by recognition of the residence of incumbents and their history in representing certain areas.
List of sitting representatives who have been drawn out of their district, including term expiration and reelection eligibility. Per TLGC Section 81.021(b), sitting representatives may serve out the remainder of their term if removed by redistricting.
8. The plan should not fragment a geographically compact minority community or pack minority voters so as to comply with Section 2 of the Voting Rights Act, 42. U.S.C. Section 1973, and not prejudice minority voters.
Table showing proportion of Race and Ethnicity for each proposed district.

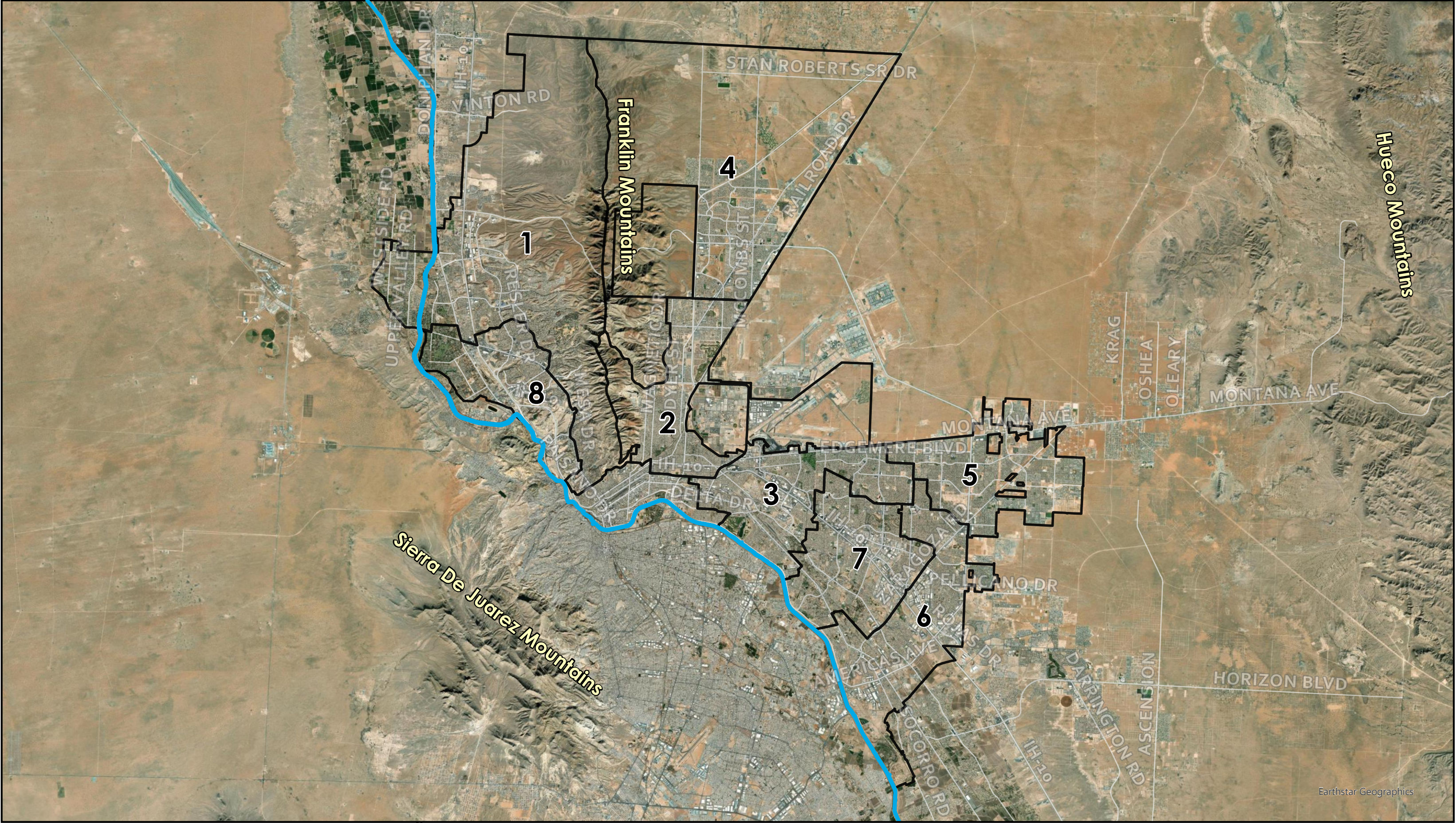
First Choice- Commissioner Draft #7 Revised 3/23/2022



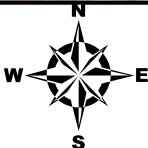
This map is designed for illustrative purposes only. The features depicted here are approximate and more site-specific studies may be required to draw accurate conclusions. Enlargements of this map to scales greater than its original can induce errors and may lead to misinterpretations of the data. The Planning & Inspections Department Planning Division makes no claim to its accuracy or completeness.





Geographic Features - City of El Paso, Texas



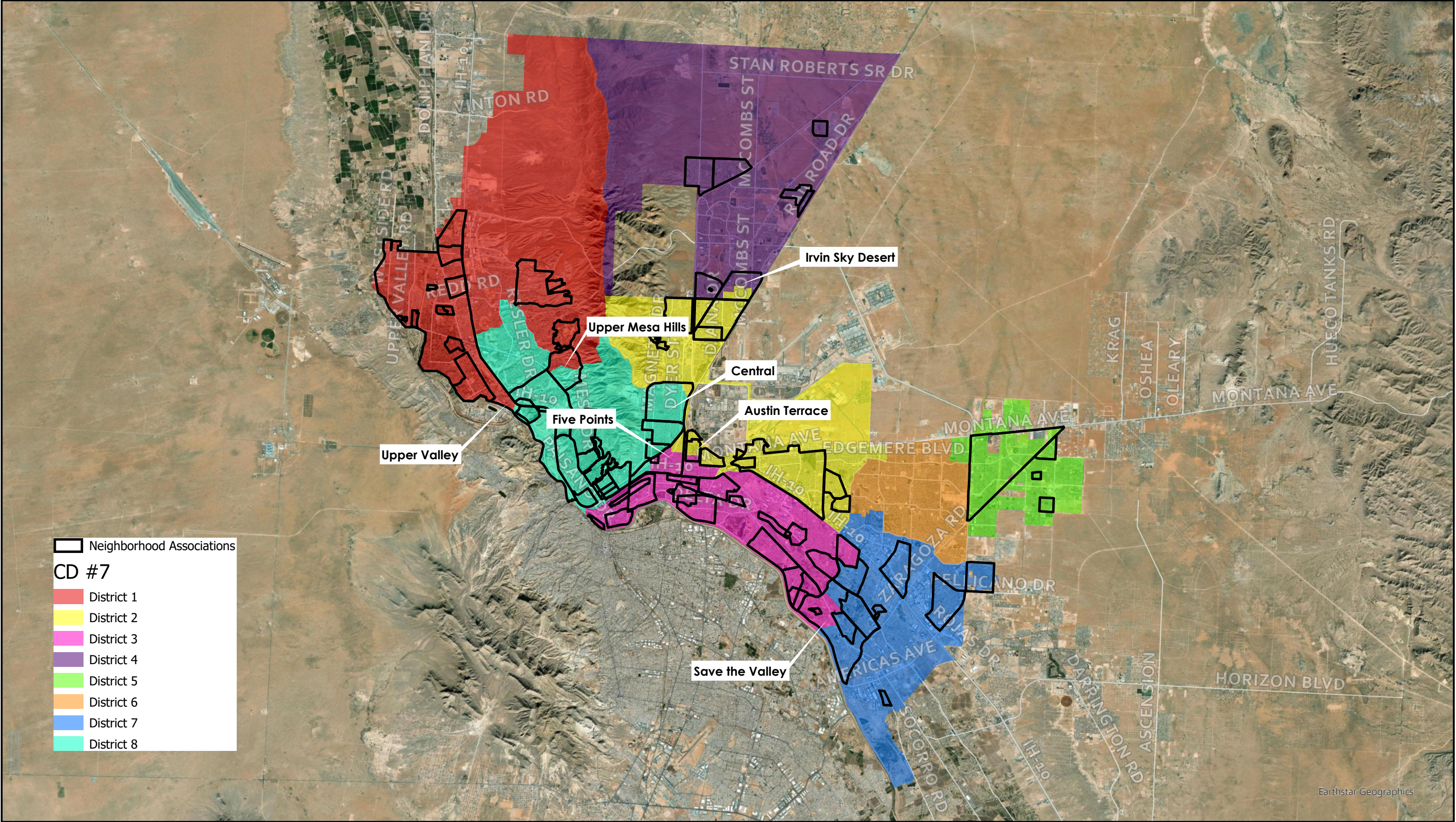
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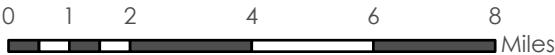
-  Current Districts
-  Rio Grande River



First Choice- Commissioner Draft #7 Revised 3/23/2022

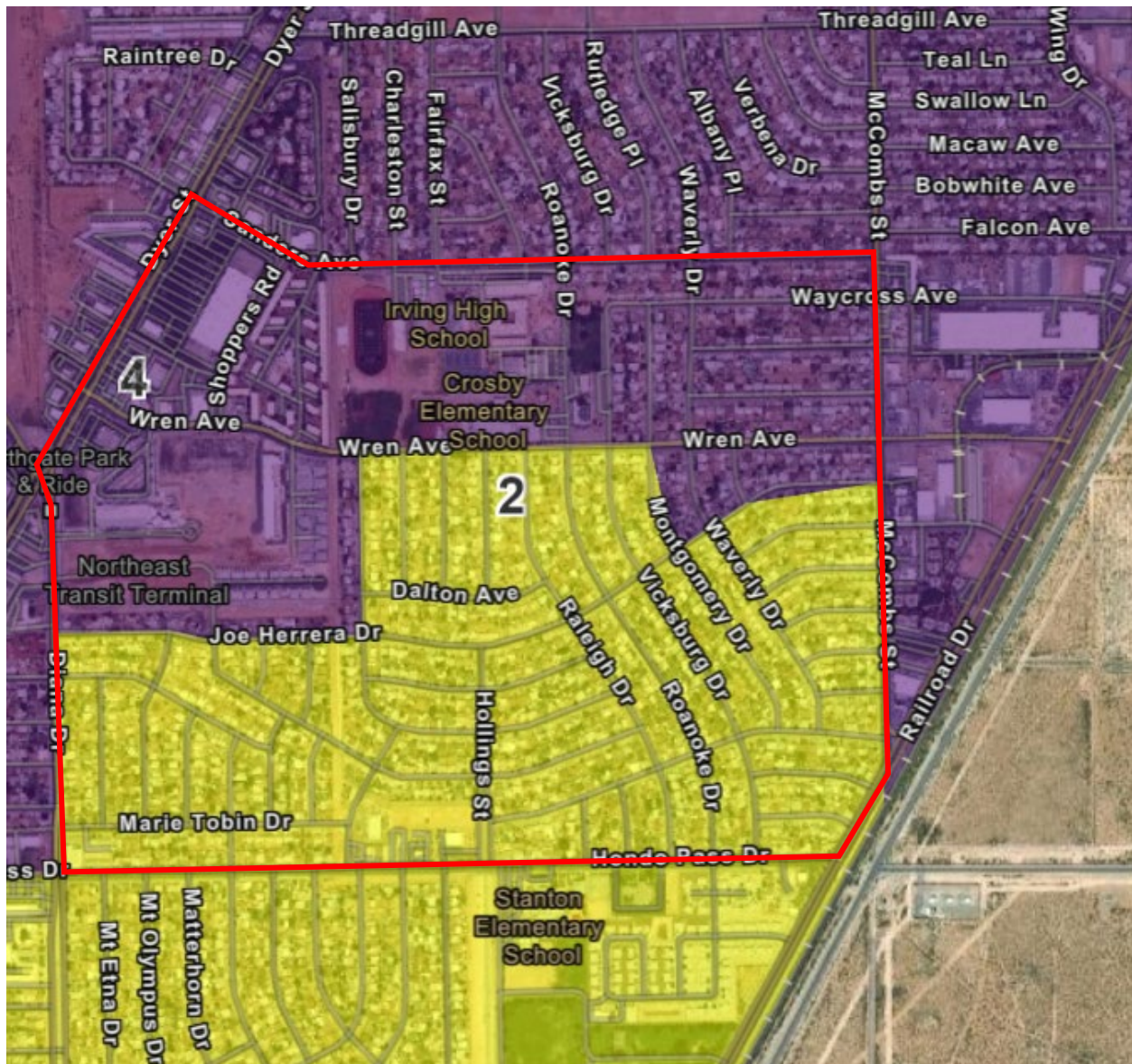


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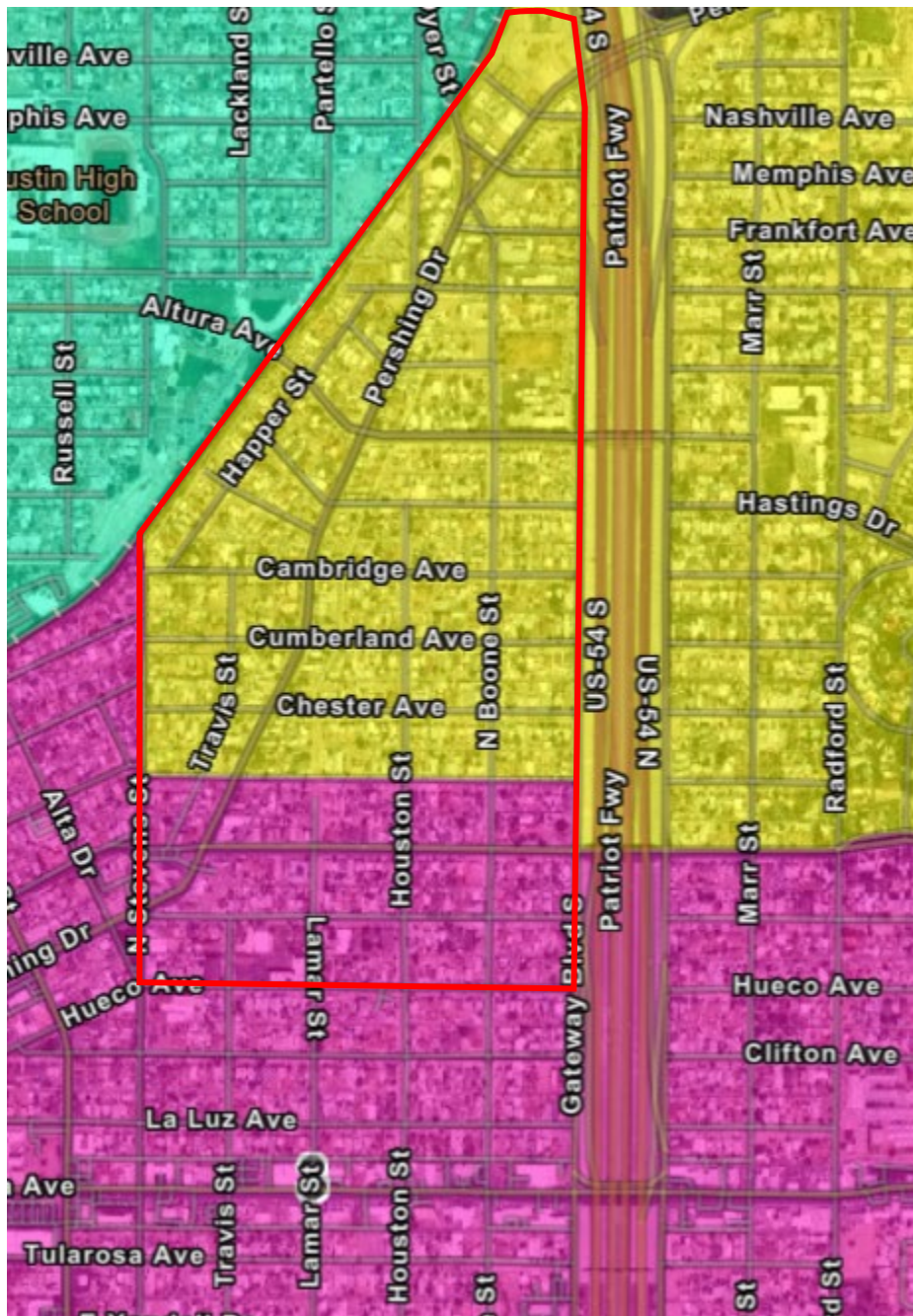


SPLIT VOTING PRECINCTS

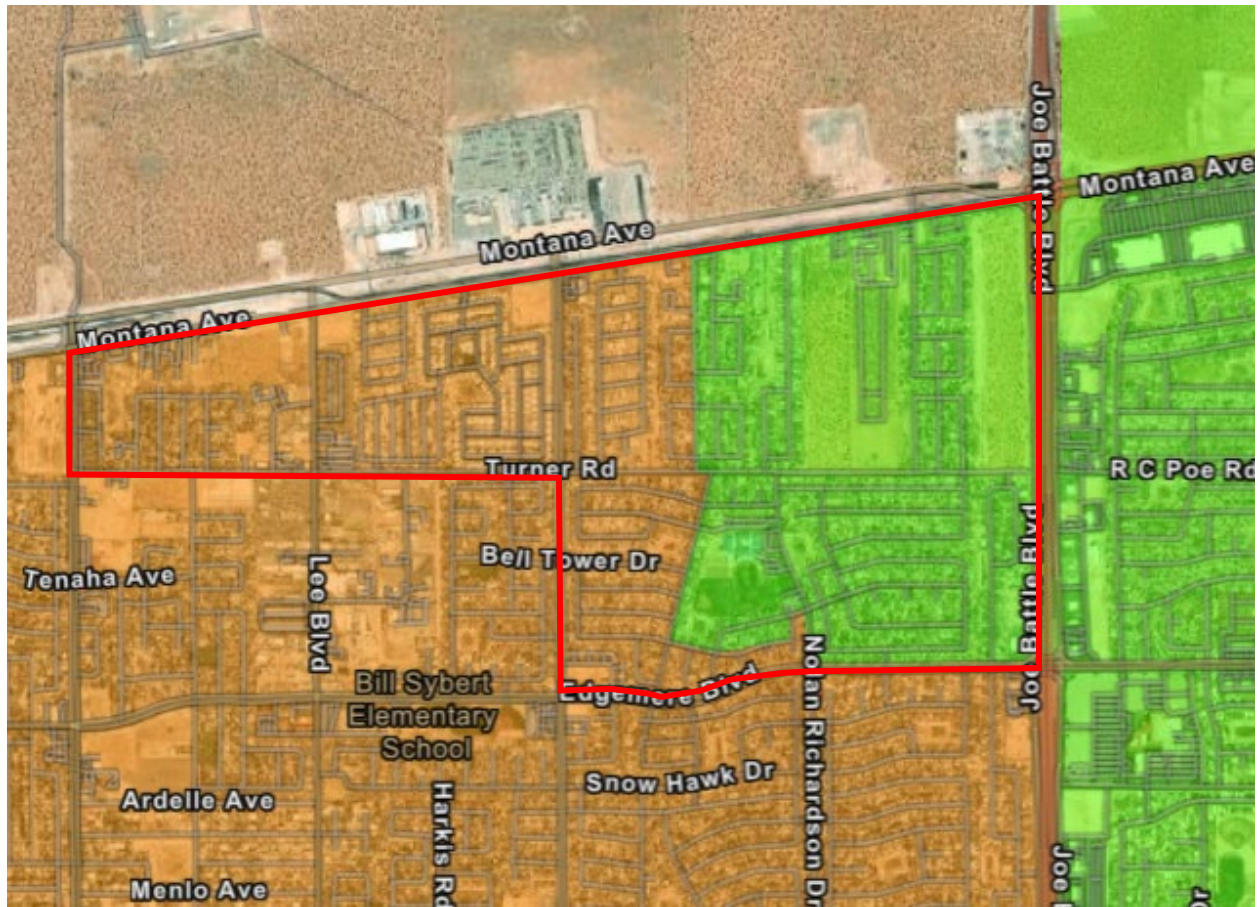
Precinct 59 (D4 and D2)



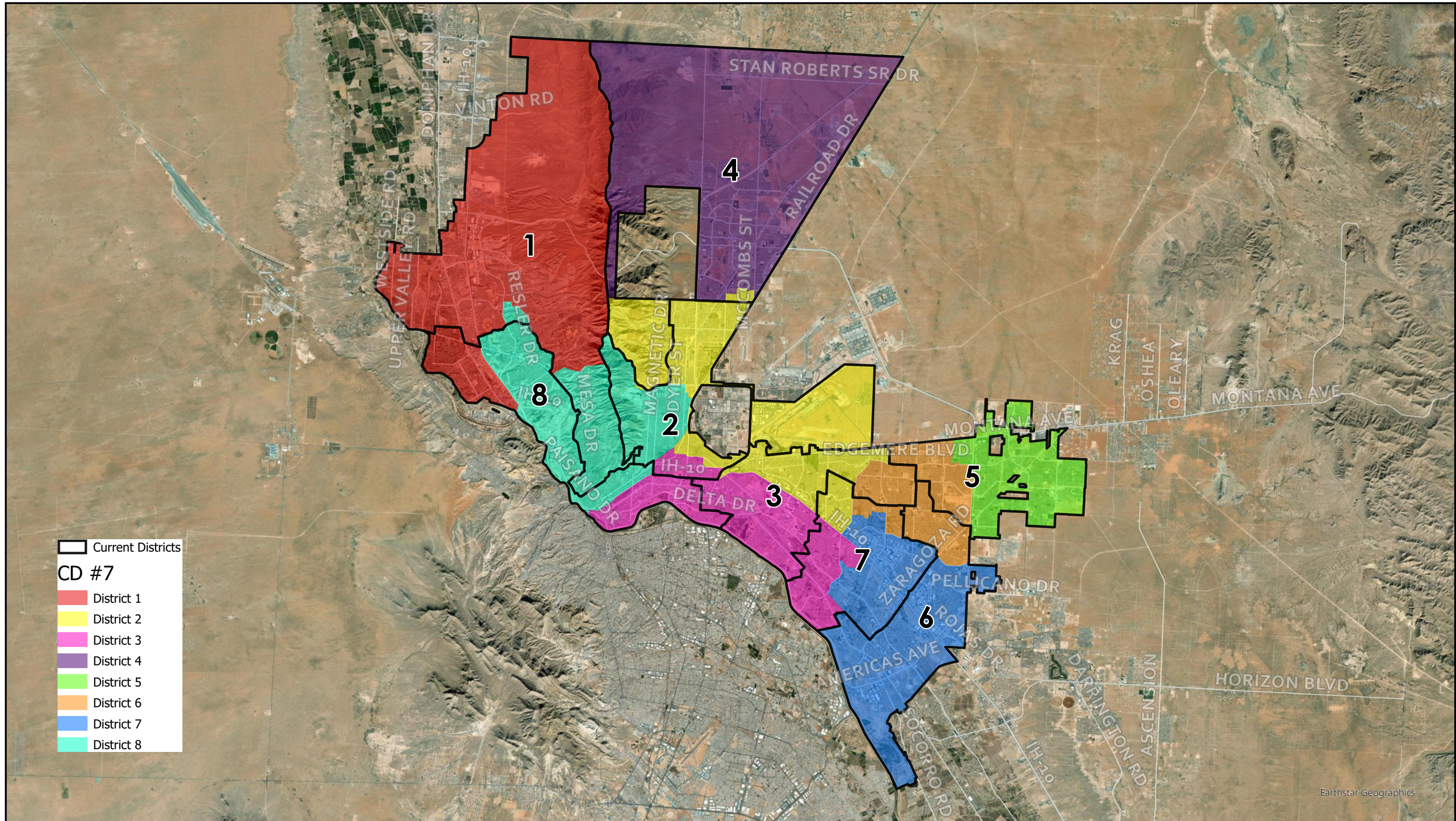
Precinct 73 (D2 and D3)



Precinct 112 (D5 and D6)



First Choice- Commissioner Draft #7 Revised 3/23/2022



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0 1 2 4 6 8 Miles



POPULATION DEVIATION

District	Population	Ideal Pop.	Difference	Deviation
1	85,811	84,851.875	959	1.1%
2	84,564	84,851	(288)	(0.3%)
3	84,719	84,851	(133)	(0.2%)
4	84,854	84,851	2	0.0%
5	85,028	84,851	176	0.2%
6	84,851	84,851	(1)	0.0%
7	85,039	84,851	187	0.2%
8	83,949	84,851	(903)	(1.1%)
Total	678,815		1.1% + (1.1%) =	2.2%

COMPACT AND CONTIGUOUS

- Compactness Score of 63
- All districts are contiguous

INCUMBENT SEATS

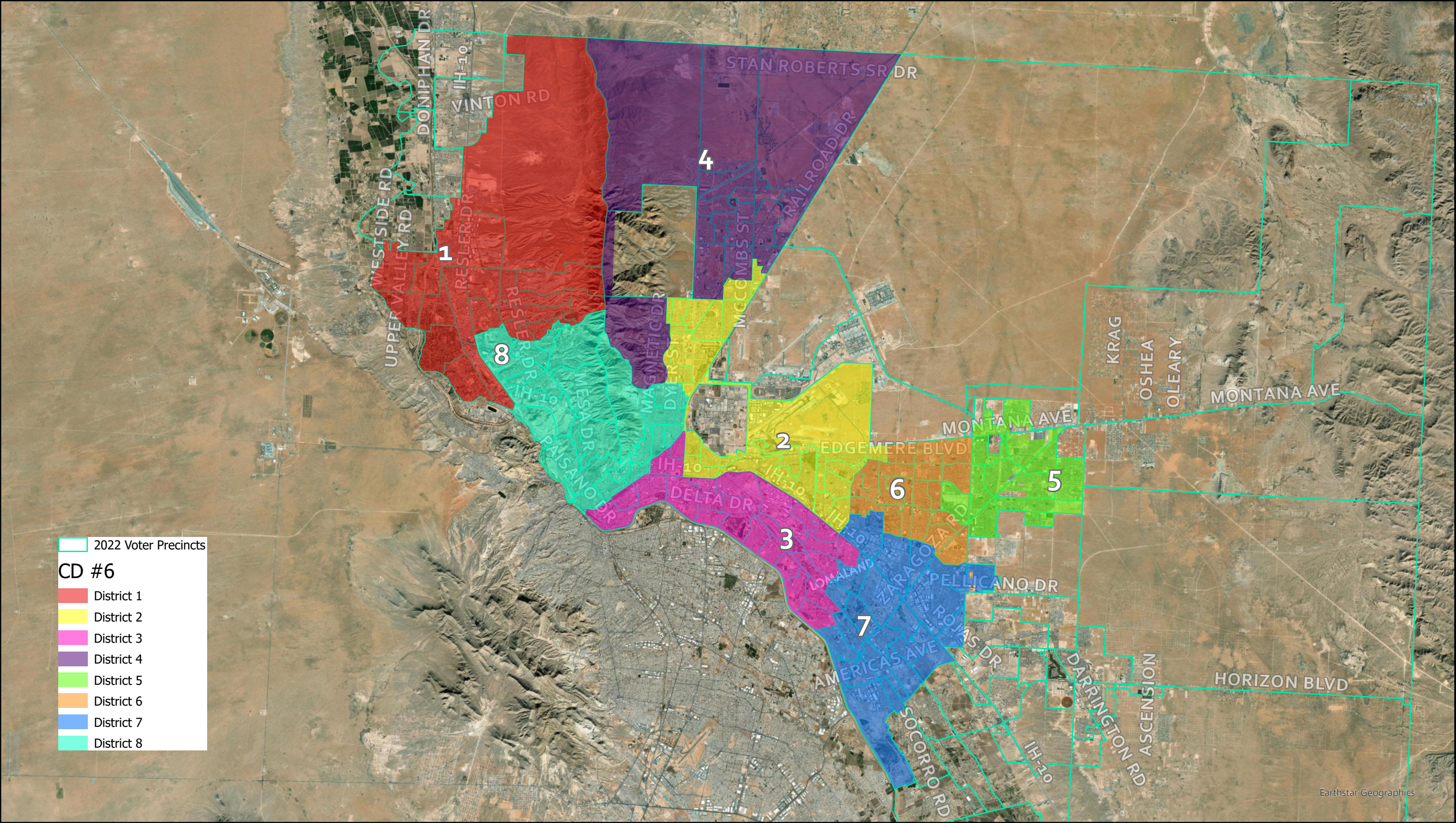
- Representative Svarzbein removed from D1; term ends January 3, 2023; not eligible for reelection
- Representative Annello removed from D2; term ends January 7, 2025; not eligible for reelection

RACE AND ETHNICITY

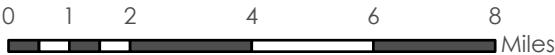
District	White	Black	Native American/ Alaska Native	Hawaiian/ Pacific Islander	Asian	Other	Multirace
1	22.1%	1.9%	0.2%	0.1%	0.3%	1.6%	2.5%
2	14.0%	3.8%	0.3%	0.4%	0.3%	1.5%	1.1%
3	3.7%	0.8%	0.1%	0.1%	0.2%	0.4%	0.2%
4	17.9%	7.4%	0.3%	0.4%	0.4%	2.7%	2.0%
5	10.1%	4.6%	0.3%	0.3%	0.3%	1.6%	1.3%
6	9.1%	2.2%	0.1%	0.1%	0.2%	0.8%	0.8%
7	5.1%	1.5%	0.4%	0.1%	0.2%	0.5%	0.6%
8	15.0%	2.5%	0.2%	0.1%	0.3%	1.3%	2.0%

District	Hispanic	Non-Hispanic
1	71.2%	28.8%
2	77.3%	21.3%
3	93.3%	5.4%
4	67.7%	31.2%
5	80.6%	18.5%
6	85.5%	13.4%
7	90.7%	8.4%
8	76.5%	21.4%

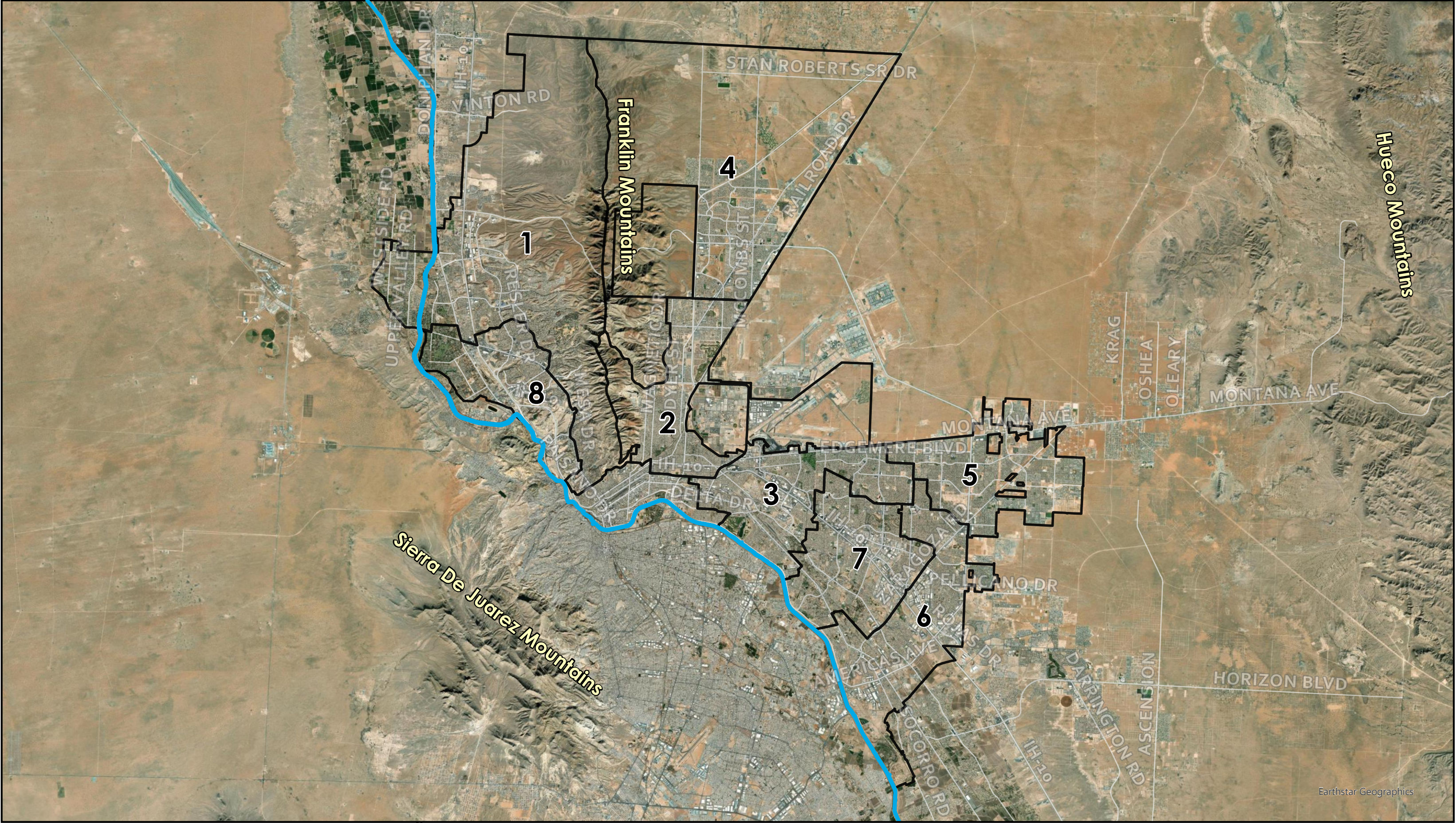
Second Choice - Commissioner Draft #6 Revised 3/23/2022



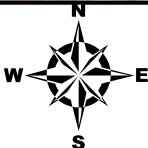
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Geographic Features - City of El Paso, Texas



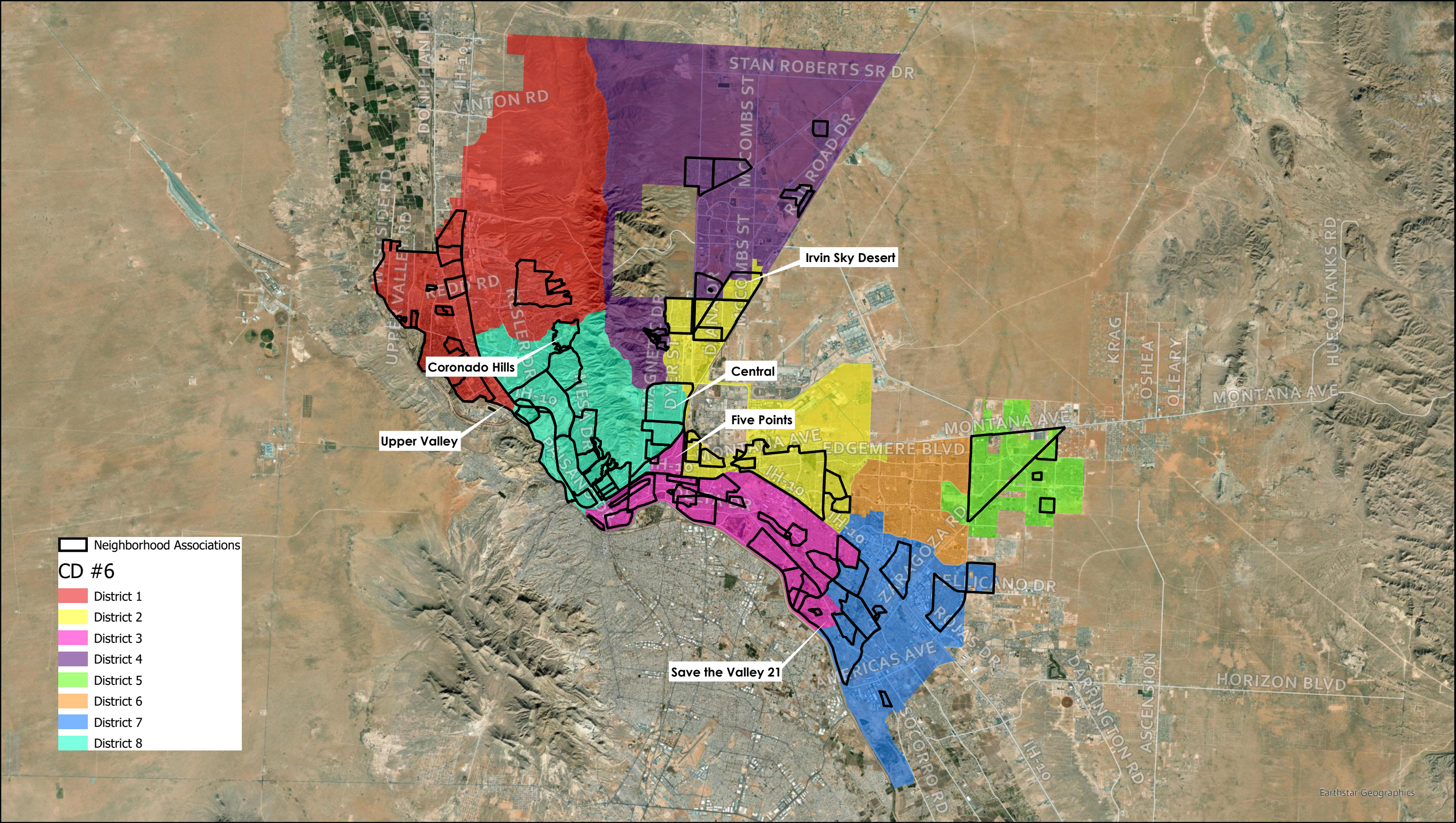
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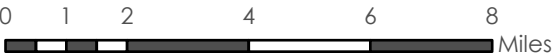
-  Current Districts
-  Rio Grande River



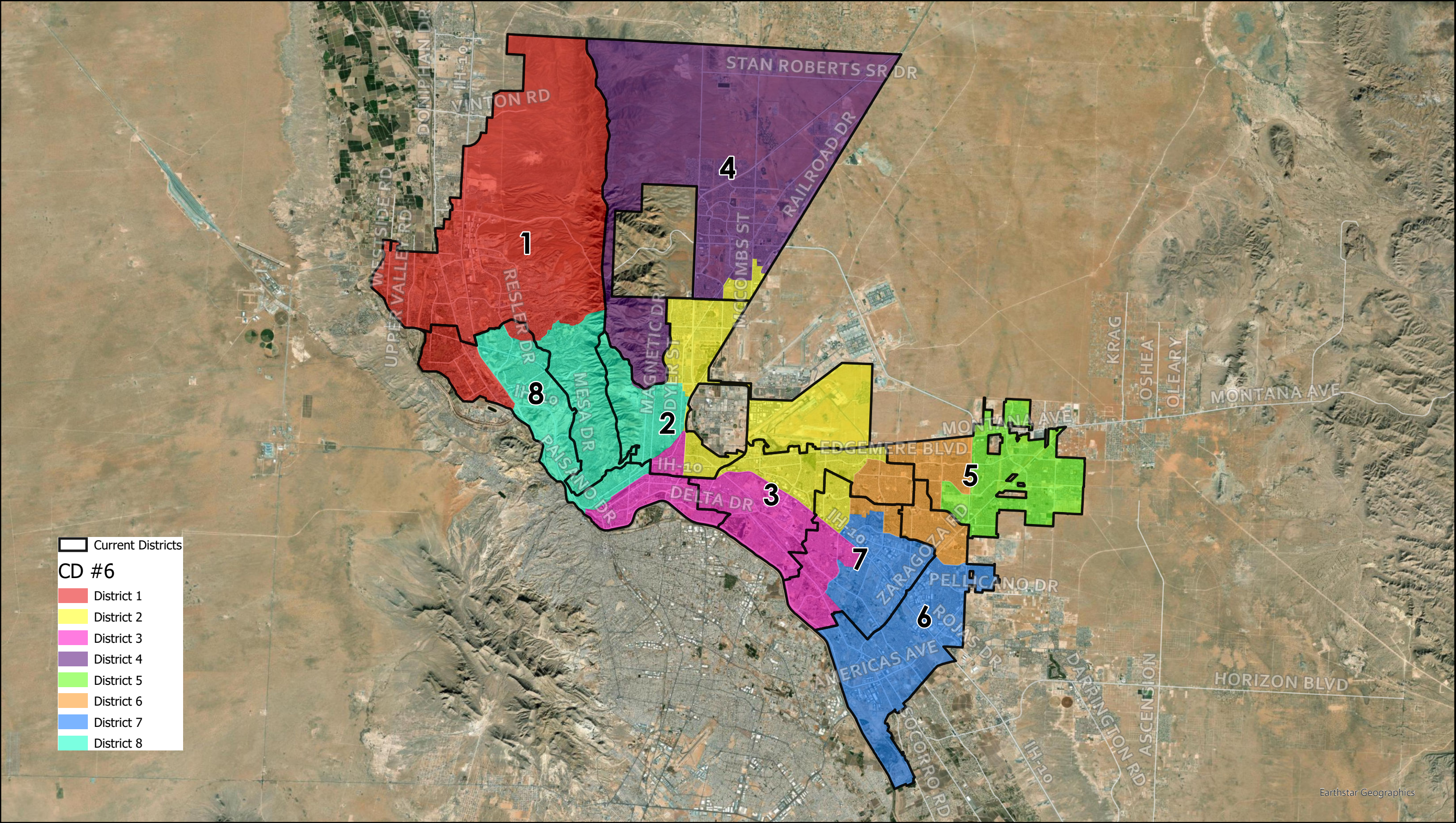
Second Choice - Commissioner Draft #6 Revised 3/23/2022



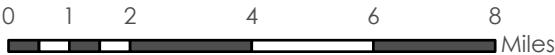
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Second Choice - Commissioner Draft #6 Revised 3/23/2022



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SPLIT VOTING PRECINCTS

No split precincts

POPULATION DEVIATION

District	Population	Ideal Pop.	Difference	Deviation
1	85,003	84,851.875	151	0.2%
2	86,917	84,851	2065	2.4%
3	82,340	84,851	(2512)	(3.0%)
4	84,880	84,851	28	0.0%
5	84,357	84,851	(495)	(0.6%)
6	85,522	84,851	670	0.8%
7	85,039	84,851	187	0.2%
8	84,757	84,851	(95)	(0.1%)
Total	678,815		2.4% + (3.0%) =	5.4%

COMPACT AND CONTIGUOUS

- Compactness Score of 57
- All districts are contiguous

INCUMBENT SEATS

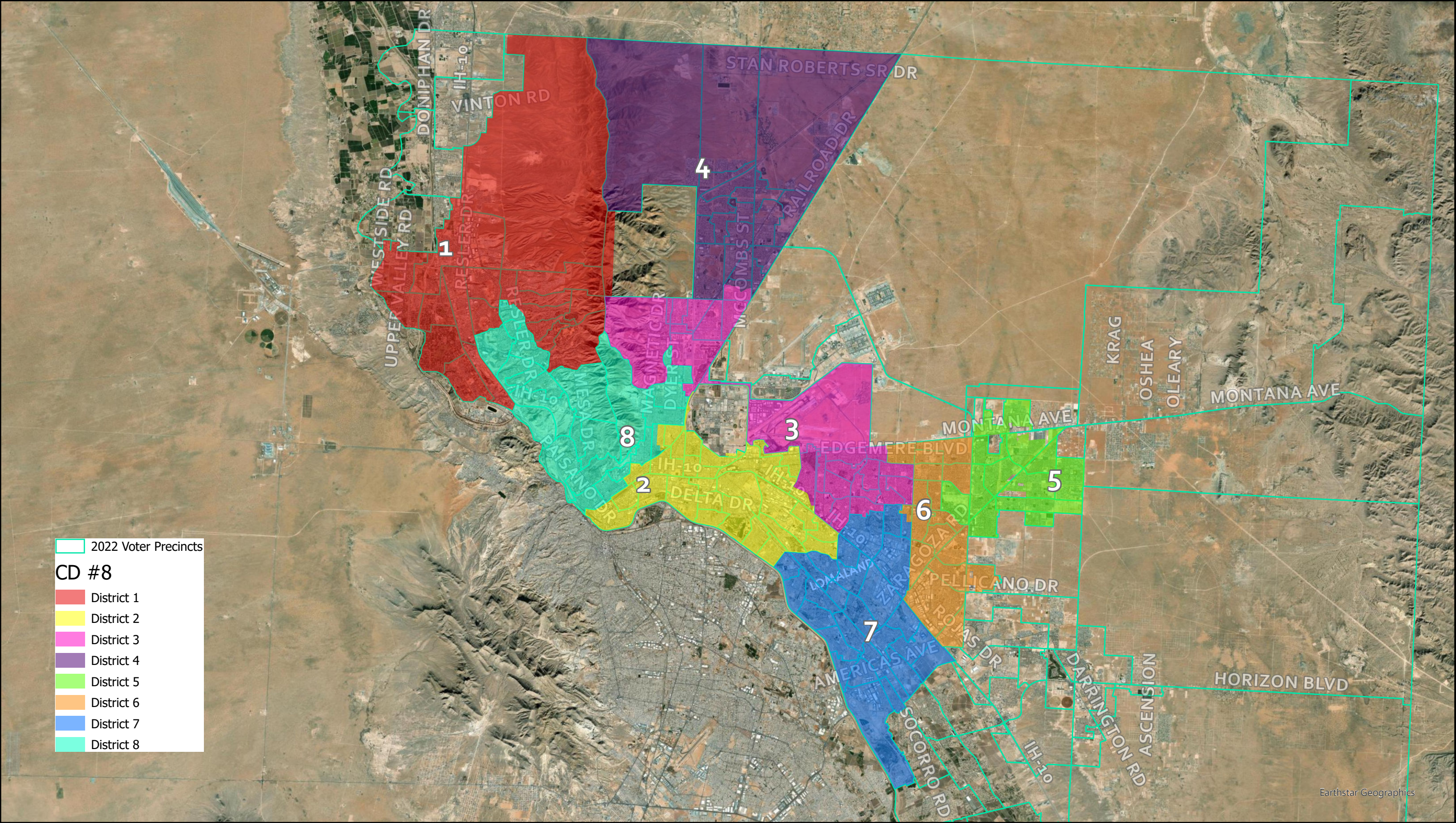
- Representative Svarzbein removed from D1; term ends January 3, 2023; not eligible for reelection
- Representative Annello removed from D2; term ends January 7, 2025; not eligible for reelection

RACE AND ETHNICITY

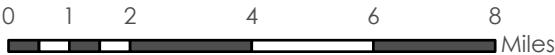
District	White	Black	Native American/ Alaska Native	Hawaiian/ Pacific Islander	Asian	Other	Multirace
1	21.5%	1.9%	0.2%	0.1%	0.3%	1.6%	2.6%
2	13.7%	3.7%	0.3%	0.4%	0.4%	1.4%	1.0%
3	3.5%	0.7%	0.1%	0.1%	0.2%	0.4%	0.2%
4	18.8%	7.6%	0.3%	0.4%	0.4%	2.8%	2.1%
5	10.5%	4.7%	0.3%	0.3%	0.3%	1.6%	1.4%
6	8.9%	2.1%	0.2%	0.1%	0.2%	0.8%	0.8%
7	5.2%	1.5%	0.4%	0.1%	0.2%	0.5%	0.6%
8	16.0%	2.6%	0.2%	0.1%	0.3%	1.4%	2.0%

District	Hispanic	Non-Hispanic
1	71.8%	28.2%
2	81.4%	20.8%
3	91.6%	5.2%
4	67.5%	32.4%
5	80.2%	19.1%
6	87.5%	13.1%
7	91.6%	8.5%
8	77.2%	22.5%

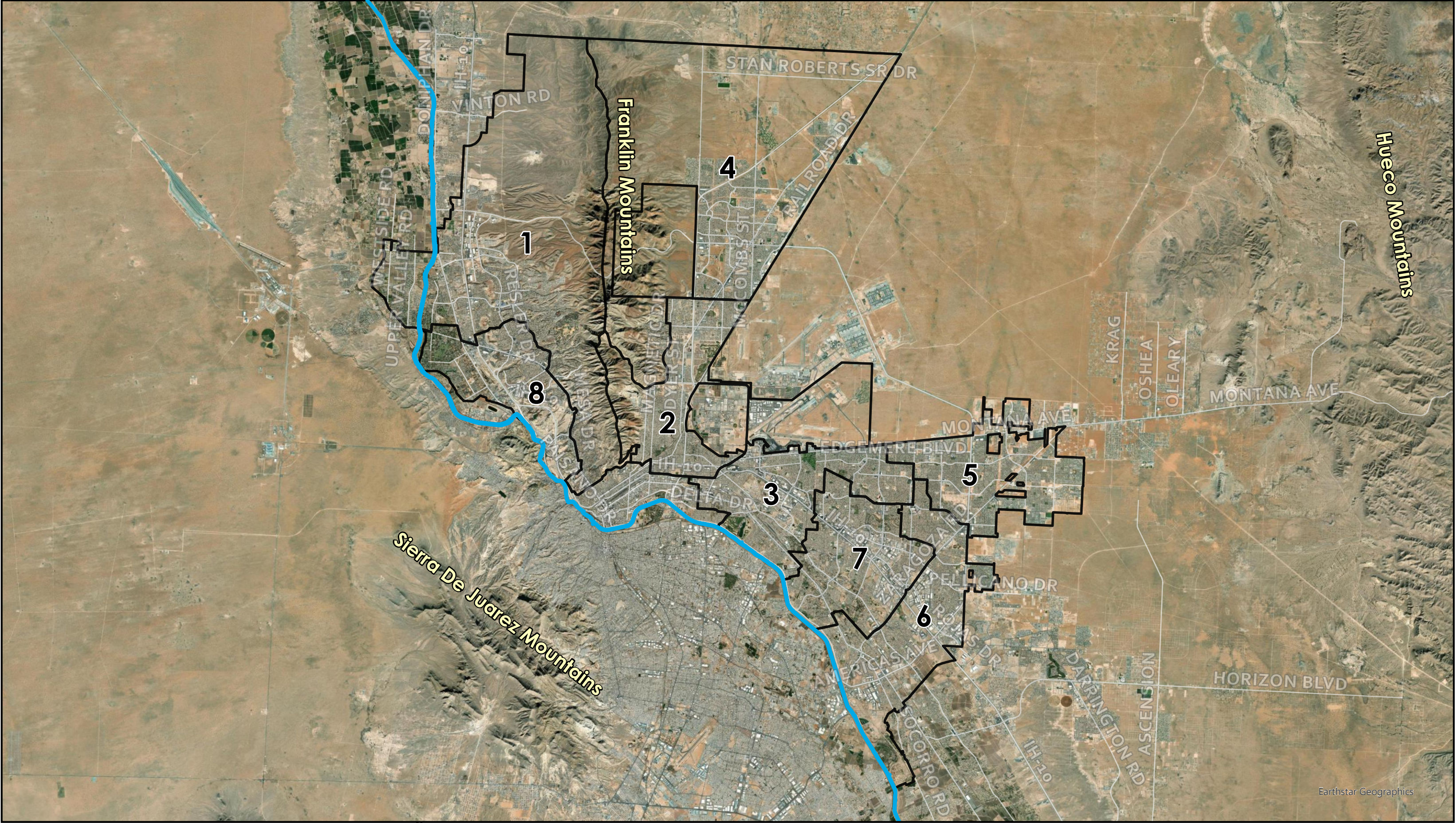
Third Choice - Commissioner Draft #8 Revised 3/23/2022



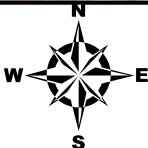
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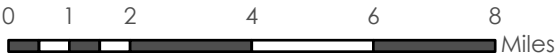
Geographic Features - City of El Paso, Texas



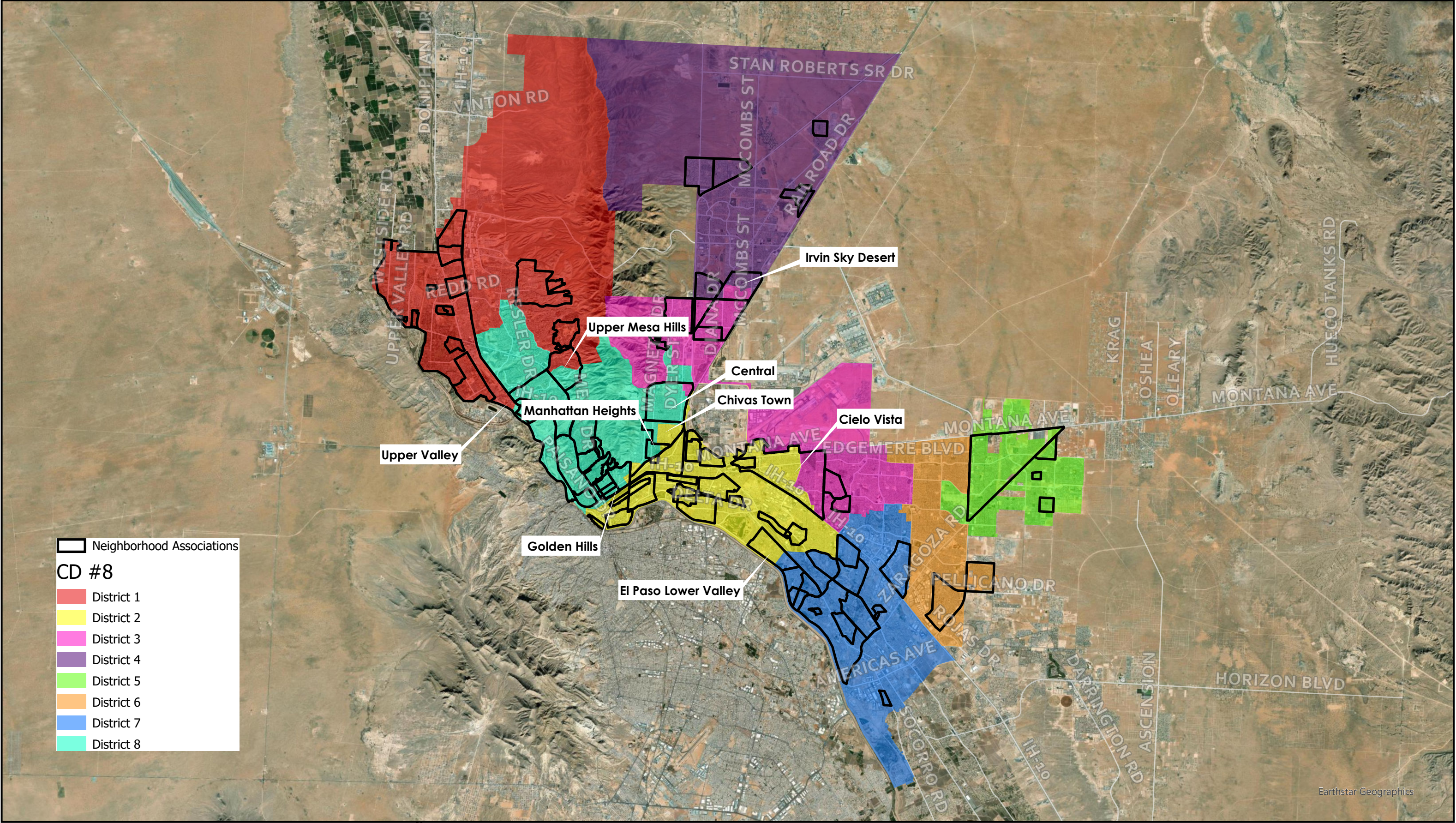
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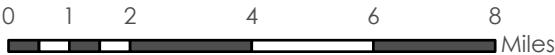
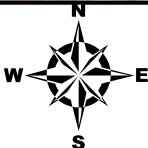
- Current Districts
- Rio Grande River



Third Choice - Commissioner Draft #8 Revised 3/23/2022

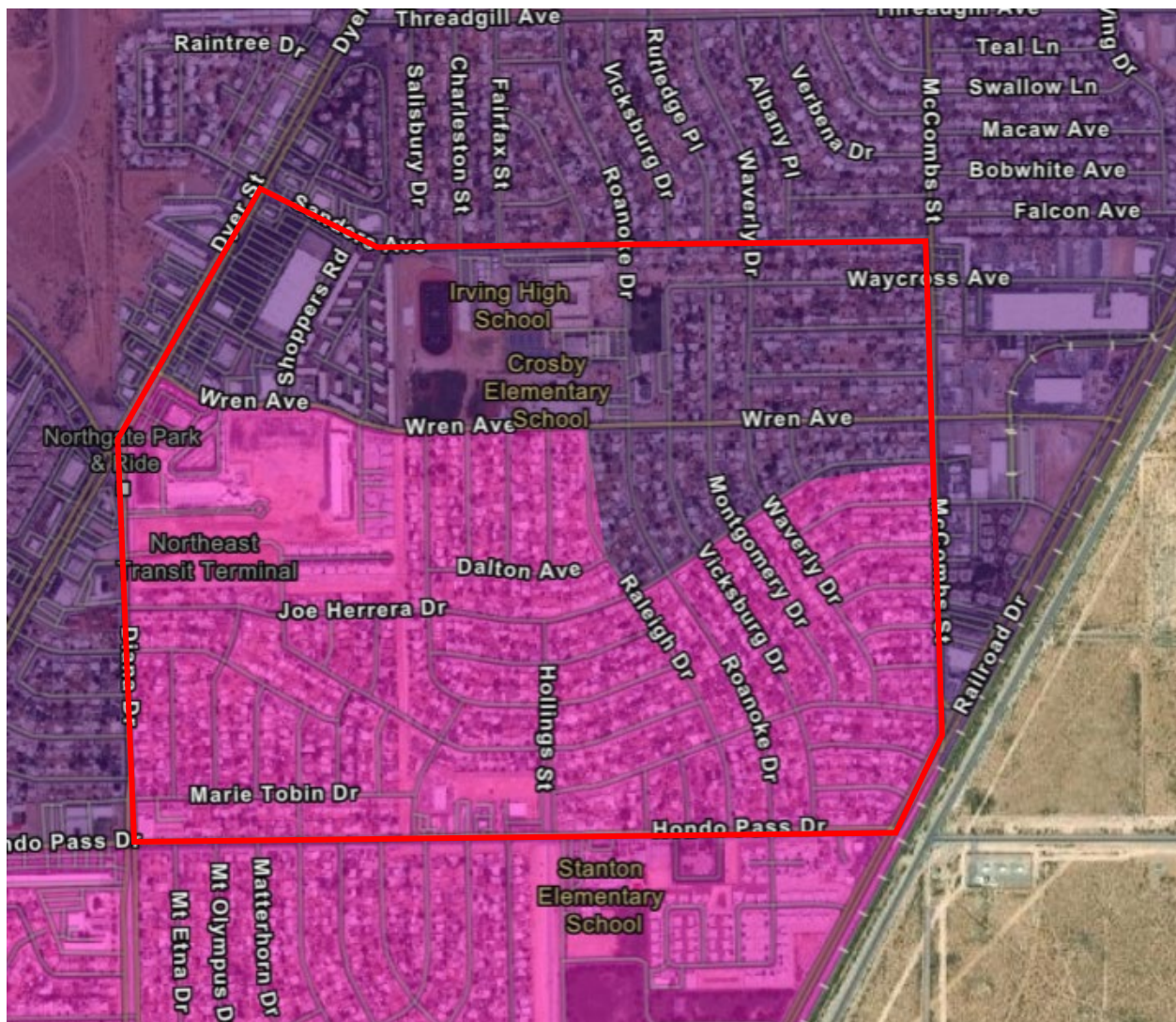


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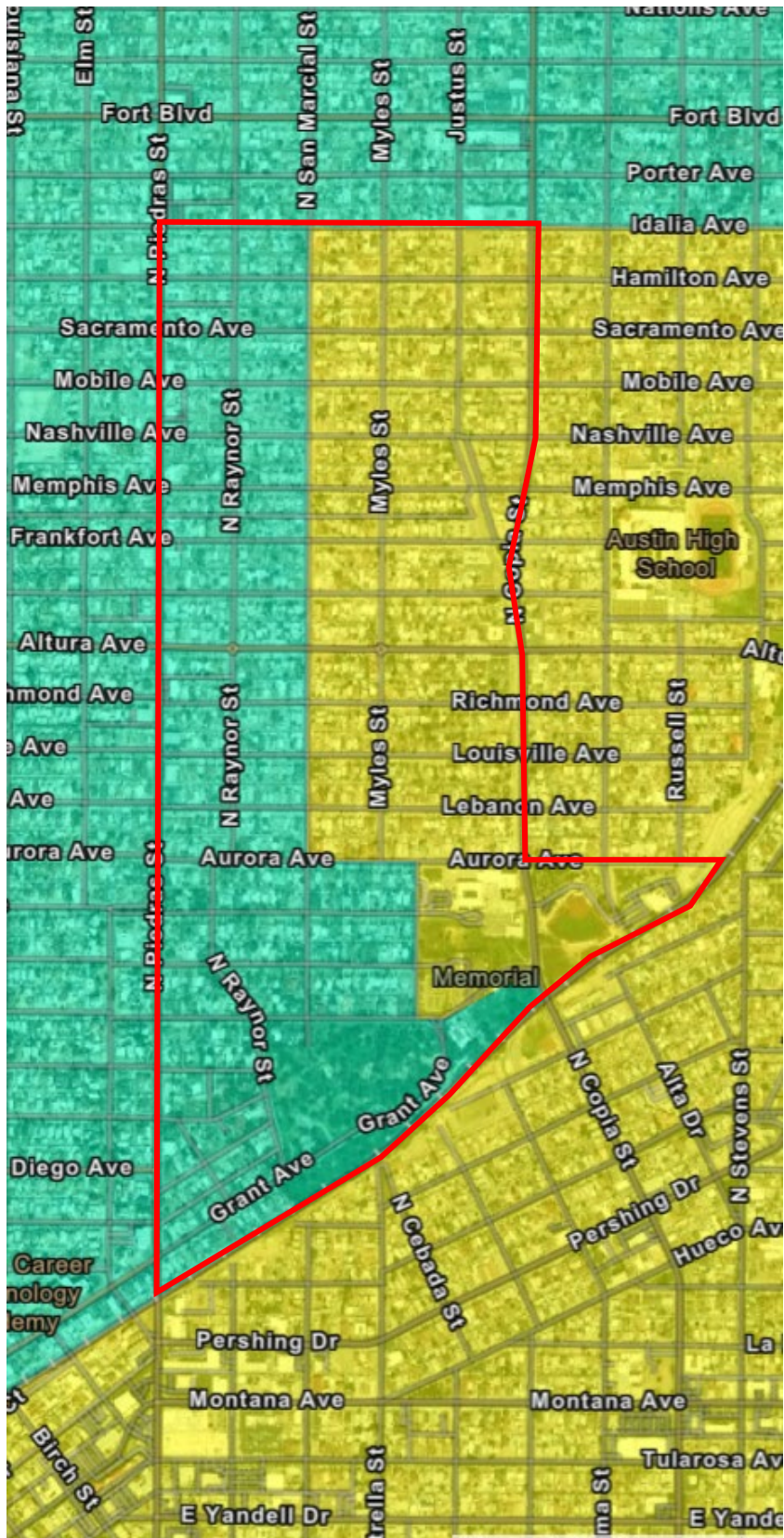


SPLIT VOTING PRECINCTS

Precinct 59 (D4 and D3)



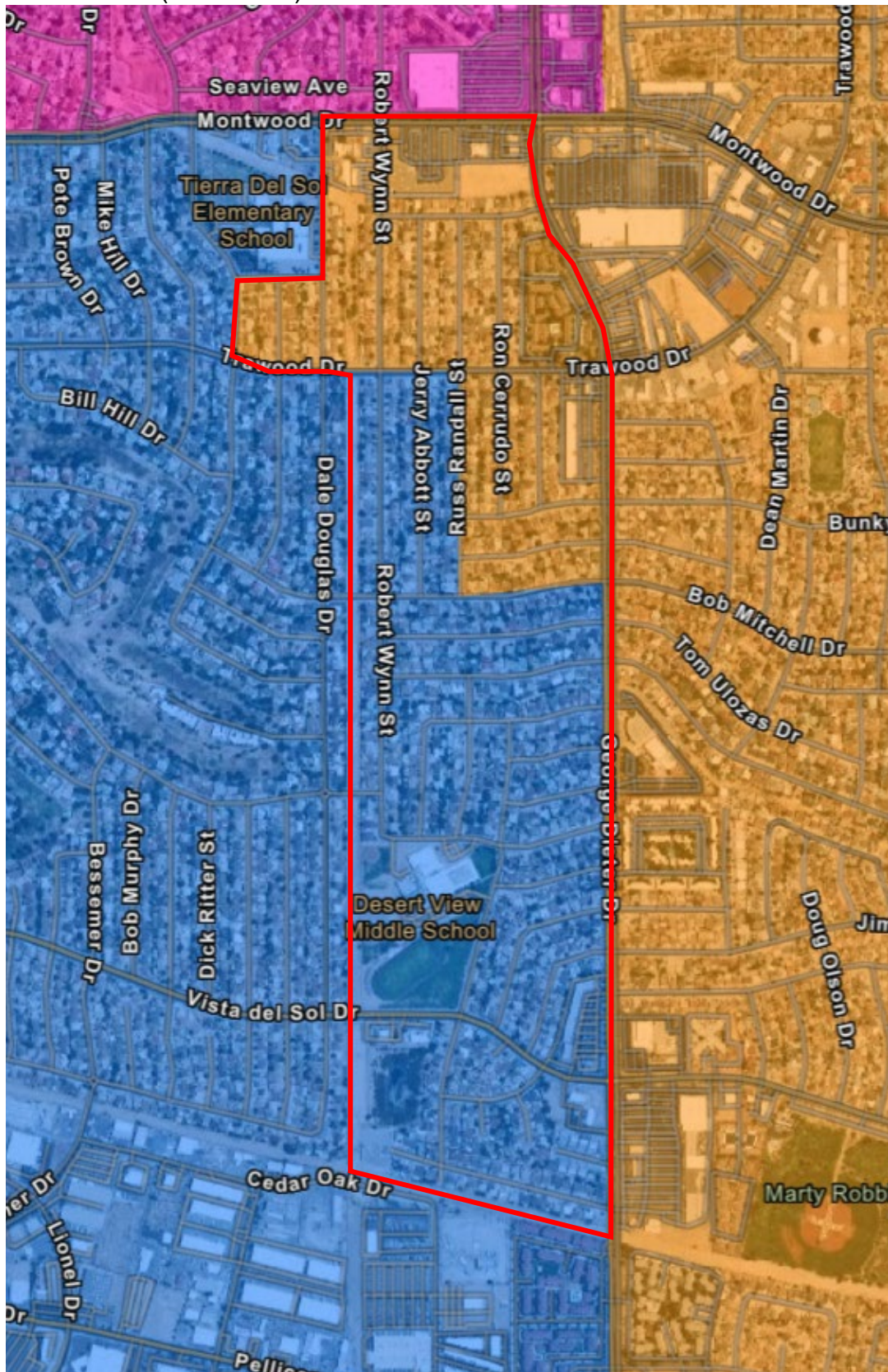
Precinct 71 (D2 and D8)



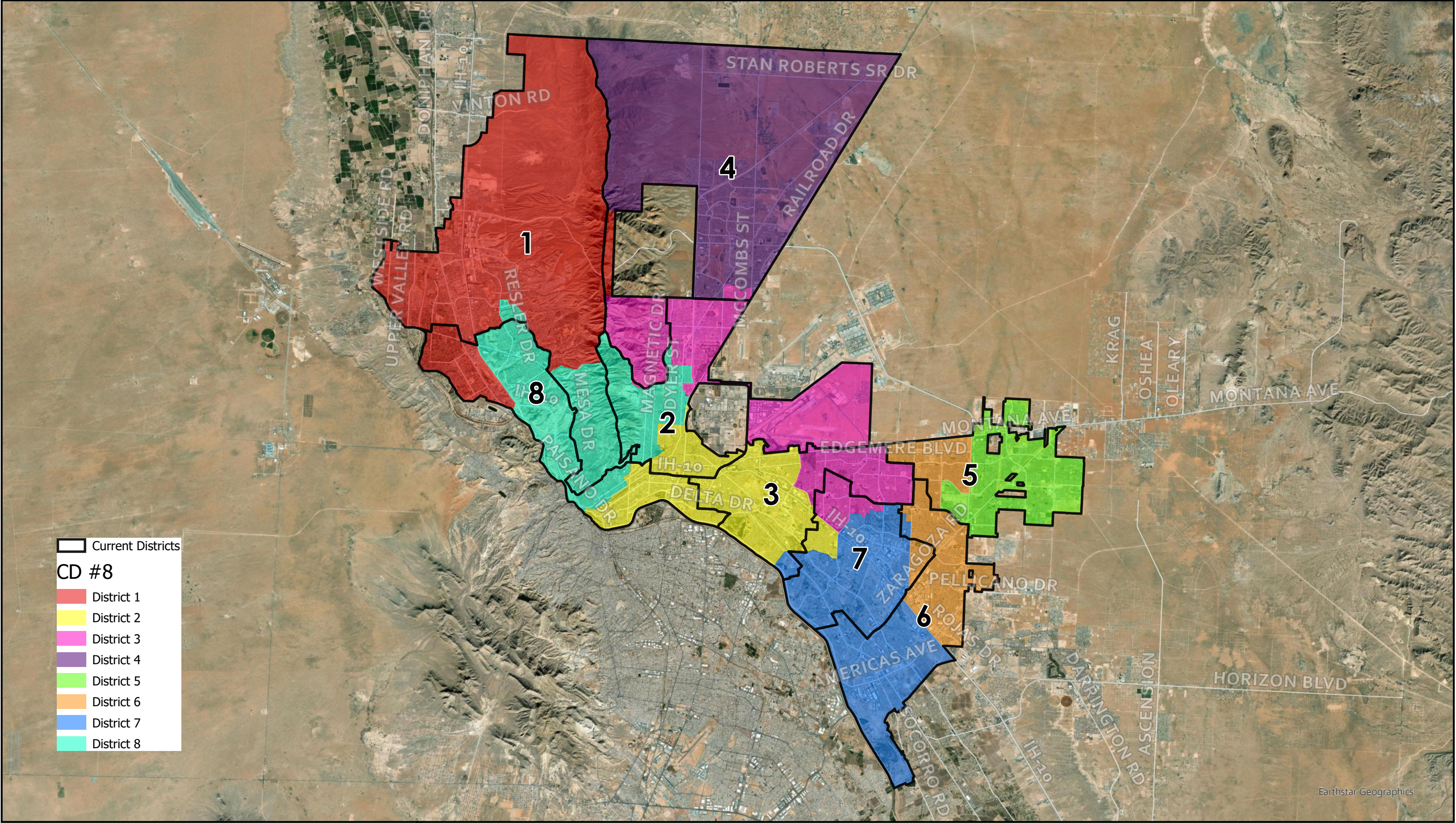
Precinct 92 (D2 and D3)



Precinct 109 (D6 and D7)



Third Choice - Commissioner Draft #8 Revised 3/23/2022



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POPULATION DEVIATION

District	Population	Ideal Pop.	Difference	Deviation
1	85,811	84,851.875	959	1.1%
2	86,077	84,851	1,225	1.4%
3	84,816	84,851	(36)	(0.0%)
4	84,803	84,851	(49)	(0.1%)
5	84,357	84,851	(495)	(0.6%)
6	85,701	84,851	849	1.0%
7	84,875	84,851	23	0.0%
8	82,375	84,851	(2,477)	(2.9%)
Total	678,815		1.4% + (2.9%) =	4.4%

COMPACT AND CONTIGUOUS

- Compactness Score of 49
- All districts are contiguous

INCUMBENT SEATS

- Representative Svarzbein removed from D1; term ends January 3, 2023; not eligible for reelection
- Representative Hernandez removed from D3; term ends January 7, 2025; not eligible for reelection

RACE AND ETHNICITY

District	White	Black	Native American/ Alaska Native	Hawaiian/ Pacific Islander	Asian	Other	Multirace
1	22.1%	1.9%	0.2%	0.1%	0.3%	1.6%	2.5%
2	5.4%	1.4%	0.1%	0.1%	0.2%	0.5%	0.4%
3	14.4%	3.6%	0.3%	0.4%	0.3%	1.5%	1.0%
4	18.0%	7.4%	0.3%	0.4%	0.4%	2.7%	2.1%
5	10.4%	4.6%	0.3%	0.3%	0.3%	1.6%	1.4%
6	7.1%	2.2%	0.2%	0.1%	0.3%	0.7%	0.9%
7	4.7%	0.9%	0.4%	0.0%	0.2%	0.5%	0.3%
8	15.0%	2.6%	0.2%	0.1%	0.3%	1.3%	2.0%

District	Hispanic	Non-Hispanic
1	71.2%	28.8%
2	92.2%	8.1%
3	77.4%	21.4%
4	67.6%	31.2%
5	79.4%	18.9%
6	88.4%	11.5%
7	92.0%	6.9%
8	74.5%	21.5%

30 March 2022

To the Honorable Mayor and City Council:

It is my privilege to provide the following update from the decennial City Council Districting Commission upon the conclusion of its work. The commission is pleased to unanimously recommend three city council districting map options which we believe comport with the direction of council, the demands of federal law, and the spirit of creating fair maps which can give El Pasoans the best opportunity to elect representatives of their choice over the next decade.

Background

Before providing information on each of the three maps, it is important to understand the process which led the commission to these three maps. On September 16th, 2021, the commission began meeting once every two weeks. To better accommodate the public's desire to participate in the process, meetings were moved from 3 pm to 4 pm and public comment was set for 5 pm during each regularly scheduled meeting.

Community Feedback

While the standing 5 pm public comment period at each of the commission's 15 regular meetings served as the cornerstone of the public engagement approach, with the support of city staff, the following opportunities were also afforded to members of the public to provide their vital input in this important process:

- *"Engage with Us"* Website feedback portal
- In-person community meetings in each of the eight existing city council districts
- Virtual community meeting hosted in coordination with the El Paso Neighborhood Coalition

These approaches yielded 50 comments submitted electronically. Commissioners and/or staff directly engaged with at least 80 members of the community at 13 face-to-face meetings, most of which were hosted independently by the commission. Staff hosted auxiliary meetings in conjunction with the offices of city representatives by request.

While a diversity of opinions was represented, the following emerged as four key themes which guided the commission toward these three map options:

- **Disentangle** the current configuration of District 1 and District 8 in which one district stretches from the Chamizal National Memorial to the Upper Valley connected by a narrow strip of land near UTEP along Paisano Drive.
- **Create** a Central or South-Central District which is focused on the pre-World War II urban core of the city.
- **Create** a district which focuses on communities south of Interstate 10 in the Lower Valley.
- If a district includes neighborhoods **on both sides of the Franklin Mountains**, ensure that it is as compact as possible and meaningfully contiguous.

This is by no means an exhaustive list of the feedback heard by the commission. Commissioners sometimes heard public feedback that was contradictory to one or more of these points. However, these points proved especially compelling for commissioners given the consistency and/or vigor with which they were expressed.

Why These Map Options?

To be clear, the perfect map does not exist nor is it among those being advanced to the city council. Indeed, among the map options which are being advanced, there are strengths and weaknesses of each, but the greatest strength of all of them is the collaborative attitude taken by all commissioners and members of the public as these maps were being drawn.

The public and commissioners have been invited to submit draft maps throughout the process. In all, 17 were submitted. However, once the commission completed its in-person community meetings and countywide voting precincts were finalized in January, work began in earnest to whittle down the maps to options which considered all community feedback, and which met the districting criteria set out by city council.

On March 16th, 2022, the commission narrowed the field of maps in consideration from 17 to 4. This was a critical step in the progress of the commission. While each of the four maps advanced was a Districting Commissioner-drawn map, each was based on a map submitted by a member of the public, bore similarities to other maps, and/or considered community feedback while balancing the criteria mentioned above.

At its regular meetings on March 16th and 23rd, 2022, the commission made live edits to the advancing maps. This approach ensured as much collaboration on these maps took place in full public view as possible for the sake of transparency.

On March 23rd, 2022, the commission agreed unanimously to rank each of the four edited maps via ranked choice voting. Each commissioner's first choice received three points, each second

choice was awarded two points, and each third choice was awarded one point. The top three point-getters would advance.

With all suggested edits included and reflected, the commission undertook the process of ranked choice voting which yielded the following results:

Ranked Choice Voting by City Districting Commission				
Commissioner's Vote Tally - March 23, 2022				
Population Deviation	5.4%	5.4%	2.2%	4.4%
Map #	CD#2 (revised)	CD#6 (revised)	CD#7 (revised2)	CD#8 (revised)
Burns		Second	First	Third
Villa		Third	First	Second
Bartlett	Third	Second		First
Carrillo	First		Third	Second
Esparza		First	Second	Third
Noe	Third	Second	First	
Fematt		First	Second	Third
Anchondo		First	Second	Third
Renteria	Second		Third	First
Total	7	16	17	14

Notably, each of the three maps advancing to city council is separated by at most three ranking points. The commission believes in each of the three maps and strongly urges the city council to make its selection from among the map options which we are advancing with minimal edits.

Comparing the Map Options

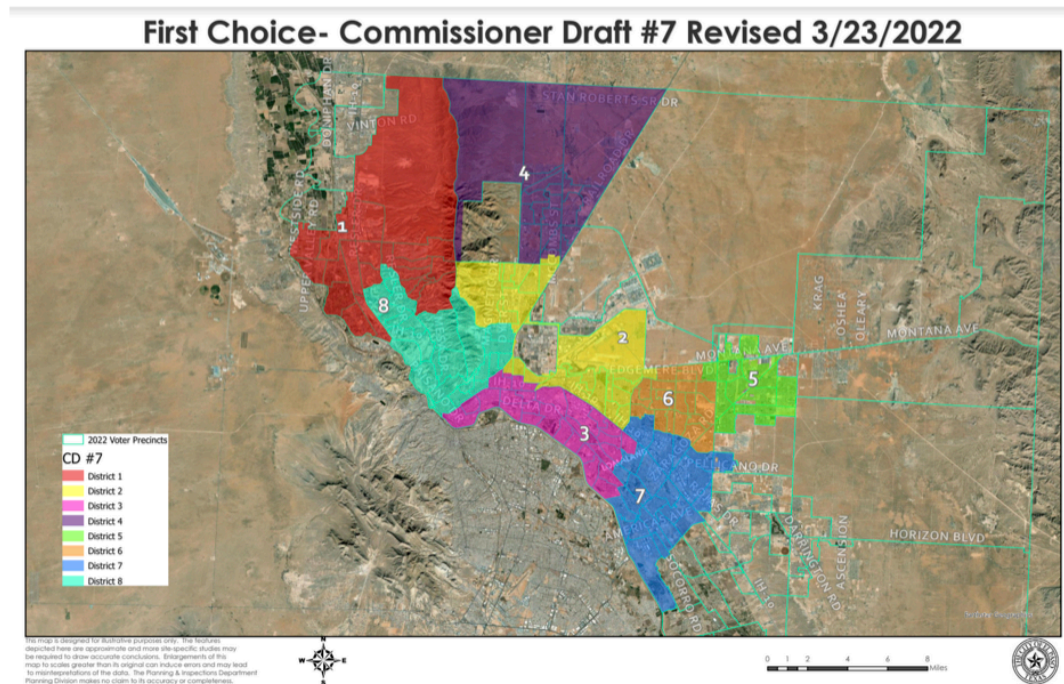
In addition to being guided by the public feedback themes noted on Pages 1 and 2, the commission believes each of the map options advanced for consideration by council achieves the following nine criteria provided by City Council:

1. Where possible, easily identifiable geographic boundaries should be followed.
2. Communities of interest should be maintained in a single district, where possible, and attempts should be made to avoid splitting neighborhoods.
3. To the extent possible, districts should be composed of whole voting precincts.
4. Although it is recognized that existing districts will have to be altered to reflect new population distribution, any districting plan should, to the extent possible, be based on existing districts.
5. Districts must be configured so that they are relatively equal to total population according to the 2020 Federal Census. In no event should the total deviation between the largest and

the smallest district exceed ten percent. The City will attempt to achieve a deviation that is less than ten percent under the data released by the Census Bureau.

6. The districts should be compact and composed of contiguous territory. Compactness may contain a functional, as well as geographical dimension.
7. Consideration may be given to the preservation of incumbent-constituency relations by recognition of the residence of incumbents and their history in representing certain areas.
8. The plan should not fragment a geographically compact minority community or pack minority voters to comply with Section 2 of the Voting Rights Act, 42. U.S.C. Section 1973, and not prejudice minority voters.

Criteria 5 and 8 were drawn from federal law and were understood as absolute requirements. All other criteria were considered for each map and weighed on a case by case basis.

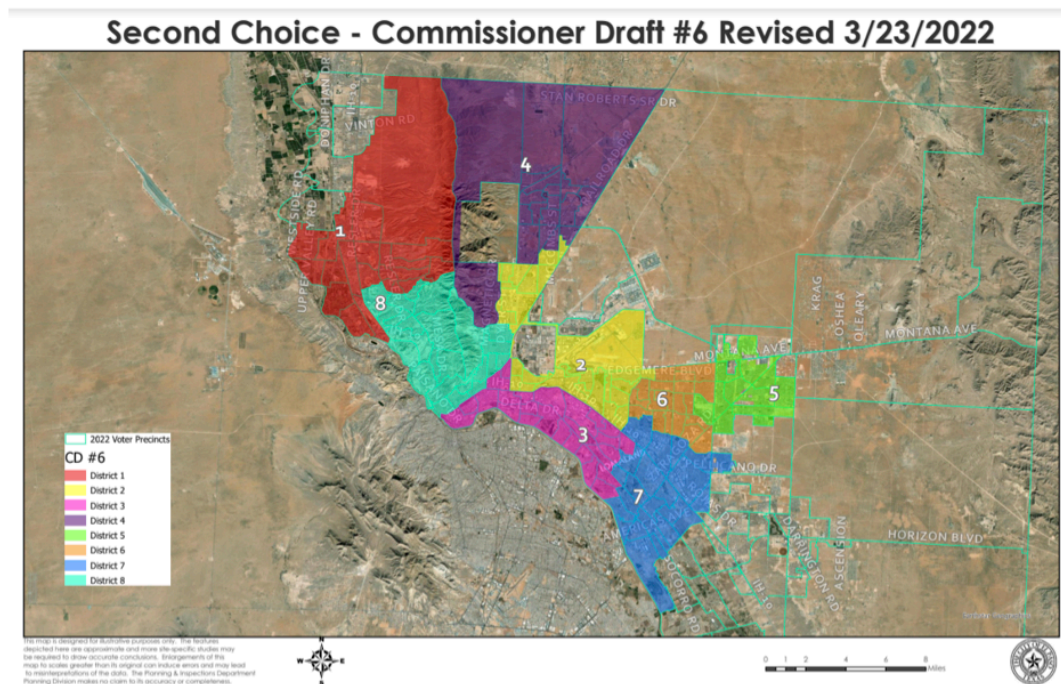


Revised Commissioner Draft #7

This map had the **highest** approval from the commission and the **lowest deviation** – only 2.2% – from the ideal per-district population of 84,851. By creating populations as nearly even as possible across all eight districts, of those presented, this map most ideally serves the “*one person, one vote*” principle. It includes three precinct splits – Precinct 59 in Northeast El Paso, Precinct 73 in Central El Paso, and Precinct 112 in Far East El Paso.

Notes from the author of the map include:

- *This map provides a suitable and acceptable compromise position to competing demands/desires expressed in other well-intended maps submitted by the public or other commissioners.*
- *Ensures impacts of geographic and man-made boundaries were fully considered in a manner that prevented or decreased the potential for unfair representation.*
- *Though not a requirement, secondary consideration was given to impact of future population growth.*



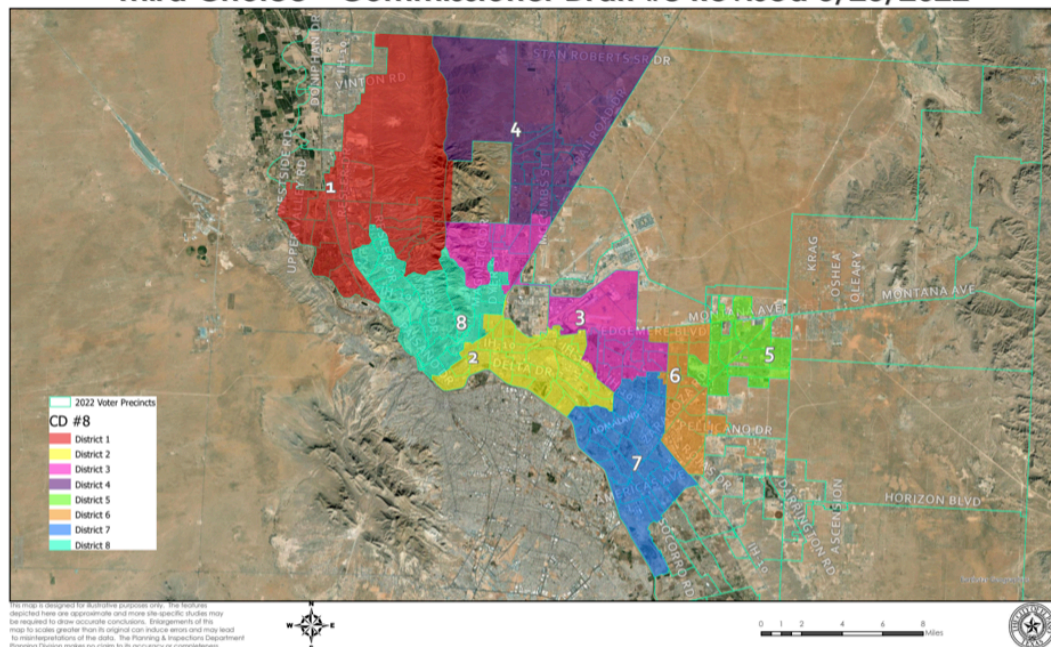
Revised Commissioner Draft #6

This map had the **second-highest** approval from the commission and the **highest** deviation of 5.4% – still well-below the widely accepted 10% deviation threshold. It includes no precinct splits within the city limits.

Notes from the author of the map include:

- *District boundaries follow the geographical attributes of the area, especially with regards to east and west sides of the Franklin Mountain Range.*
- *Communities of interest are maintained in a single district where possible and the splitting of neighborhoods is minimized while improving compactness over the current map.*
- *Gives special attention to the mountain communities by precinct 60 in District 4 to have all mountain COIs in the same district.*

Third Choice - Commissioner Draft #8 Revised 3/23/2022



Revised Commissioner Draft #8

This map has the **third-highest** approval from the commission and the **middle** of the three population deviations – 4.4%. This map also includes splits in precincts 59, 71, 92 and, 109.

Notes from the author of the map include:

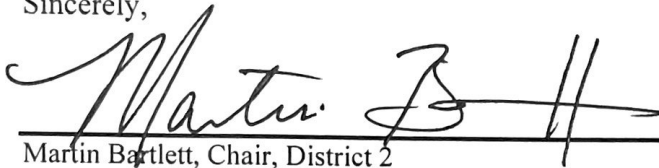
- *This map incorporates the community feedback given during public comment at commission meetings and during the road show.*
- *No longer combines Segundo Barrio and Upper Valley neighborhoods in a single district*
- *Maintaining South-Central and Central neighborhoods together in one district and recognizing that the needs of this area are unique to the rest of the city.*
- *Keeps Precinct 60 and nearby areas east of the Mountain together.*

- *Creates a majority Lower Valley district south of I-10.*
- *Keeps District 5 primarily outside of Loop 375.*

Conclusion

On behalf of all commissioners, thank you for appointing us and trusting us with this important work. Commissioners spent many hours outside of regular commission meetings drafting maps, speaking with the members of the community, and attending public meetings in each of the existing city council districts. After months of meetings and volunteering our time to arrive at these three options, we are hopeful that the council will adopt one of our recommended maps with minimal edits.

Sincerely,

A handwritten signature in black ink, appearing to read "Martin Bartlett", followed by a stylized flourish or second signature.

Martin Bartlett, Chair, District 2