BORDERS COMMITTEE AGENDA

Friday, June 13, 2008
1 to 2:30 p.m.
SANDAG Board Room
401 B Street, 7th Floor
San Diego

THIS MEETING WILL BE HELD JOINTLY WITH THE COMMITTEE ON BINATIONAL REGIONAL OPPORTUNITIES (COBRO) AND THE CITY OF TIJUANA

AGENDA HIGHLIGHTS

• FIRST ANNUAL PROGRESS REPORT ON THE IMPLEMENTATION OF STRATEGIES INCLUDED IN THE OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN

• CITY OF TIJUANA MUNICIPAL DEVELOPMENT PLAN: URBAN AND REGIONAL DEVELOPMENT
(By: Hon. Mayor Jorge Ramos, City of Tijuana)

PLEASE TURN OFF CELL PHONES DURING THE MEETING

YOU CAN LISTEN TO THE BORDERS COMMITTEE MEETING BY VISITING OUR WEB SITE AT WWW.SANDAG.ORG

MISSION STATEMENT

The Borders Committee provides oversight for planning activities that impact the borders of the San Diego region (Orange, Riverside and Imperial Counties, and the Republic of Mexico) as well as government-to-government relations with tribal nations in San Diego County. The preparation and implementation of SANDAG’s Binational, Interregional, and Tribal Liaison Planning programs are included under this purview. It advises the SANDAG Board of Directors on major interregional planning policy-level matters. Recommendations of the Committee are forwarded to the Board of Directors for action.

San Diego Association of Governments · 401 B Street, Suite 800, San Diego, CA 92101-4231
(619) 699-1900 · Fax (619) 699-1905 · www.sandag.org
Welcome to SANDAG. Members of the public may speak to the Borders Committee on any item at the time the Committee is considering the item. Please complete a Speaker's Slip, which is located in the rear of the room, and then present the slip to Committee staff. Also, members of the public are invited to address the Committee on any issue under the agenda item entitled Public Comments/Communications/Member Comments. Speakers are limited to three minutes. The Borders Committee may take action on any item appearing on the agenda.

This agenda and related staff reports can be accessed at www.sandag.org under meetings on SANDAG’s Web site. Public comments regarding the agenda can be forwarded to SANDAG via the e-mail comment form also available on the Web site. E-mail comments should be received no later than noon, two working days prior to the Borders Committee meeting.

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ITEM #                                           RECOMMENDATION

+1. APPROVAL OF THE MAY 23, 2008, MEETING MINUTES  APPROVE

2. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER
   COMMENTS

Members of the public will have the opportunity to address the
Borders Committee on any issue within the jurisdiction of the
Committee. Speakers are limited to three minutes each and shall
reserve time by completing a “Request to Speak” form and giving
it to the Clerk prior to speaking. Committee members also may
provide information and announcements under this agenda item.

CONSENT ITEM (#3)

+3. STATUS REPORT ON INTERNATIONAL BORDER SEWAGE
    ISSUES (Ron Saenz, SANDAG)                      INFORMATION

The Borders Committee has requested periodic updates on
border-related sewage issues. This report provides an update on
these issues.

REPORT ITEMS (#4 through #10)

+4. REPORT ON THE UNITED STATES – MEXICO BORDER
    EFFICIENCY CONFERENCE (James Clark, Mexico Business
    Center of the San Diego Regional Chamber of
    Commerce)                                        INFORMATION

Federal, state, municipal officials, and private sector
representatives from both California and Baja California met on
February 8, 2008, to seek short- and long-term solutions to the
issue of border wait times. This report summarizes the conclusions
from the conference that were presented to the Presidents of the
United States and Mexico in April 2008 in New Orleans.
ITEM # | RECOMMENDATION
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+5. BACKGROUND ON THE DEVELOPMENT OF THE OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN (Bob Leiter, SANDAG; and Luis Alfonso Duarte, IMPlan) | INFORMATION

The Otay Mesa – Mesa de Otay Binational Corridor Strategic Plan is the first strategic plan prepared jointly and approved by both SANDAG and the City of Tijuana. This presentation will describe the development of the Strategic Plan.

+6. FIRST ANNUAL PROGRESS REPORT ON THE IMPLEMENTATION OF STRATEGIES INCLUDED IN THE OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN (Caltrans, Consulate General of Mexico, IMPlan, and SANDAG) | DISCUSSION

The attached report summarizes progress on the implementation of key actions included in the Strategic Plan in the areas of transportation, economic development, housing, and environment. In addition, a presentation will highlight recent actions on the future Otay Mesa East – Otay II Port of Entry and connecting roads.

+7. OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN: PROGRESS REPORT ON THE IMPLEMENTATION OF PUBLIC TRANSPORTATION ACTIONS (Jennifer Williamson, SANDAG) | DISCUSSION

This report presents progress toward the implementation of public transportation actions, including evaluation of opportunities to coordinate transit facilities with the City of Tijuana’s Public Transportation Plan and an analysis of the feasibility of extending transit service to the future Otay Mesa East – Otay II Port of Entry.

+8. CITY OF TIJUANA MUNICIPAL DEVELOPMENT PLAN: URBAN AND REGIONAL DEVELOPMENT (Hon. Mayor Jorge Ramos, City of Tijuana, and Luis Duarte, IMPlan) | INFORMATION

This report will present highlights of the 2008-2010 Municipal Development Plan. The Urban and Regional Development chapter addresses Urban Mobility, Land Use, Environment, Housing and Land Preservation, Infrastructure and Public Facilities, and Urban Administration (Building and Code Enforcement).
9. FUTURE JOINT MEETINGS

The Borders Committee, Committee on Binational Regional Opportunities (COBRO) members, and representatives from the City of Tijuana will be asked to discuss whether joint meetings should be conducted annually to follow up and provide direction on the implementation of the Otay Mesa – Mesa de Otay Binational Corridor Strategic Plan and other topics of mutual interest.

10. UPCOMING MEETINGS

The next meeting of the Borders Committee is scheduled for Friday, July 25, 2008, at 12:30 p.m.

11. ADJOURNMENT

+ next to an item indicates an attachment
BORDERS COMMITTEE MEETING OF MAY 23, 2008

The meeting of the Borders Committee was called to order by Chair Patricia McCoy (South County) at 12:32 p.m. See the attached attendance sheet for Borders Committee member attendance.

1. APPROVAL OF MEETING MINUTES

Action: Upon a motion by Supervisor Pam Slater-Price (County of San Diego) and a second by Councilmember Ed Gallo (North County Inland), the Borders Committee unanimously approved the minutes from the February 22, 2008, meeting.

2. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS

There were no public comments/communications.

CONSENT ITEM (#3)

3. SANDAG’S ANNUAL BINATIONAL EVENT (INFORMATION)

Chair McCoy informed she would be unable to attend the full event and Deputy Mayor Crystal Crawford (North County Coastal) would act as event facilitator.

Action: This item was presented for information only.

CHAIR’S REPORT ITEM (#4)

4. SAN DIEGO–IMPERIAL COUNTY I-8 CORRIDOR STRATEGIC PLAN JOINT POLICY ADVISORY WORKING GROUP (APPROVE)

Chair McCoy briefed the Committee on the San Diego-Imperial County Joint Policy Advisory Group Charter which was approved by the Imperial Valley Association of Governments (IVAG) in April 2008. Chair McCoy then requested three volunteers and an alternate from the Committee to serve on the Joint Policy Advisory Group. Those volunteering their services were: Councilmember Dave Allan (East County), Councilmember John Minto (East County), and Chair McCoy. Supervisor Slater-Price recommended Supervisor Greg Cox (County of
San Diego) to serve as Alternate. Supervisor Cox’s availability would be determined and later reported to the Chair.

Chairman Chris Devers (Pauma), representative of Southern California Tribal Chairmen’s Association (SCTCA) inquired about the process in which tribes would be contacted and informed on the project.

Ron Saenz, Associate Planner (SANDAG), said SCTCA Chairman Robert Smith’s advice was to attend the next SCTCA meeting to present a briefing on the study and ask for participation from interested tribal nations in the corridor.

Councilmember Gallo relayed his support of the I-8 Strategic Plan, saying it is proactive and not reactive.

Action: Upon a motion by Councilmember Minto, and a second by Councilmember Gallo, the Borders Committee unanimously approved the San Diego-Imperial County Interstate 8 (I-8) Corridor Strategic Plan Joint Policy Advisory Group Charter and appointed three members and one alternate to serve on the Joint Policy Advisory Group.

REPORT ITEMS (#5 through #11)

5. REVIEW OF SANDAG-SCTCA COLLABORATIVE PLANNING AGENDA SINCE 2006 TRIBAL SUMMIT (INFORMATION)

Chair McCoy briefed the Committee on efforts to strengthen the government-to-government framework with tribal governments. She highlighted discussions with the Reservation Transportation Authority (RTA) who received a grant from Caltrans to increase tribal involvement in the planning process. Through that dialogue the SCTCA emerged as the appropriate counterpart, as an intertribal council of tribal chairs. The SCTCA agreed to join the Borders Committee as an advisory member and together, the SCTCA and SANDAG co-hosted the 2006 San Diego Regional Tribal Summit.

SCTCA Chairman Robert Smith (Pala) said as a result of the Summit, tribal leaders and SANDAG leadership met and developed a mutually agreed upon formula for representation and signed an MOU in which the SCTCA joined the SANDAG Board and Policy Advisory Committees and formed a Technical Working Group on Tribal Transportation issues.

Councilmember Gallo asked if another tribal summit would be held in the near future.

Chair McCoy recommended planning another summit in order to assess the gains made and develop new strategic actions for collaboration.

Councilmember Phil Monroe (South County) commented on the progress that has been made.
Executive Director Gary Gallegos (SANDAG) asked Chair McCoy if she would like staff to bring back possible dates for the summit.

Chair McCoy responded affirmatively.

Councilmember Monroe suggested the summit include a tour of a reservation.

**Action**: This item was presented for information only.

6. **PUBLIC LAW 280 AND THE NEW INTERTRIBAL COURT OF SOUTHERN CALIFORNIA (INFORMATION)**

Chairman Smith introduced Dorothy Alther, Senior Staff Attorney with California Indian Legal Services. Ms. Alther explained Public Law 280 (P.L. 280) and its affects on tribes in California.

Chairman Smith introduced Chief Judge Brandenburg of the Intertribal Court of Southern California. Judge Brandenburg provided additional insight into the affects of P.L. 280; and a new initiative among tribes in San Diego - the Intertribal Court – and its relation to the State court system. He also described efforts by various tribes to provide peace and security to tribal members through the development of ordinances.

Supervisor Slater-Price asked which court is in charge of auto accidents which take place on tribal lands.

Judge Brandenburg said generally speaking, and depending on case specifics, if the accident took place on a highway going through tribal lands, the Sheriff would handle the case. However, there are cases which are handled only by the Intertribal Court; and, as a dual sovereignty; theoretically, there are cases in which both the tribe and the State could handle. He stated should a non-Indian commit an offense on the reservation, pursuant to the Indian Civil Rights Act, that person is subject to tribal prosecution.

Councilmember Monroe asked if civil jurisdiction, in the case of a divorce, pertained only to individuals on the reservation.

Ms. Alther responded it would depend if the tribe’s code allowed them to avail themselves of the Intertribal Court.

Judge Brandenburg stated that many tribes are still developing their codes, so for the time being most still have to go the State.

Councilmember Monroe asked about the tribal government codes regarding fire protection.

Judge Brandenburg said some of the tribes have included fire protection in their environmental codes.

Councilmember Minto asked if there was equal due process and equal punishment or consequence in a tribal court.
Ms. Alther stated that the tribal court cannot exercise criminal jurisdiction over non-Indians. He affirmed that due process is written into every code. The court functions much like the State court, with the added benefit of having the ability to respect tribal customs and traditions.

Judge Brandenburg added that some tribes have de-criminalized certain offenses that would make a non-Indian subject to prosecution in Intertribal Court. The Intertribal Court has a different way of functioning than the State court. For example, as tribal communities are oral societies, statements made by tribal elders could be relevant to a case and would be considered. In State court that would be considered hearsay and inadmissible.

Councilmember Allan commented on the extraordinary efforts toward public safety.

Chair McCoy inquired about court costs.

Ms. Alther responded that it would depend on the particular tribal code.

Judge Brandenburg added that usually minimum fees are charged; it is up to the tribe to set the fees.

Councilmember Gallo asked about incarceration.

Judge Brandenburg said it would be up to the State to prosecute and conveyed the dilemma posed by P.L. 280 and the gap of lawlessness that it has created on the reservation.

Councilmember Gallo commented on the tribes’ efforts to develop laws according to their different codes and needs.

Chairman Smith mentioned that the tribes hold quarterly meetings with District Attorney Bonnie Dumanis, other County prosecutors, and Sheriffs. Pala is hosting the next meeting in June. He also said invitations will be sent regarding the inauguration of Pala’s state-of-the-art fire department and training facility, which cost the tribal government over $9 million. It is hoped that this will be a valuable resource for the San Luis Rey Valley community.

**Action:** This item was presented for information only.

7. **UPDATE ON TRIBAL TRANSPORTATION WORKING GROUP (INFORMATION)**

Executive Deputy Director Diane Eidam (SANDAG), Co-Chair of the Tribal Transportation Working Group, presented an update on the Working Group’s efforts which included: providing valuable technical guidance and feedback for the Tribal Transit Feasibility Study; receiving a grant in the amount of $425,000 from the FTA Tribal Transit Program (5311c); development of a strategic plan; and, providing input on a business plan for the Tribal Transportation Management Association. The Working Group has also acted as a forum for discussing and resolving issues with public agencies.

**Action:** This item was presented for information only.
8. UPDATE ON TRIBAL ENERGY ISSUES (INFORMATION)

SCTCA representative Chairman Johnny Hernandez (Ipai Nation of Santa Ysabel) presented background information regarding tribal energy issues. He began by providing some background on tribal energy issues including: access, high cost of service; energy intense operations; electric demand growth; and alignment issues.

Chairman Devers continued with information regarding the Council of Energy Resource Tribes (CERT), and their efforts to develop a National Tribal Energy Vision; and, the Energy Policy Act of 2005, which included a tribal component called the “Indian Tribal Energy Development and Self-Determination Act of 2005”. Chairman Devers sits on the CERT Executive Committee. One of the critical components of this Act is that tribes can now develop their own energy plans without getting approval from the Department of the Interior. They can also enter into cooperative agreements with other entities for energy production.

Chairman Hernandez said presently, San Diego tribes have been discussing renewable energy strategies and the possibility of developing a tribal energy cooperative. Tribes are performing their energy audits in order to assess each tribe’s energy potential and determine the best strategy for each tribe. Each tribe has the potential to contribute greatly to the production of renewable energy. He strongly recommended incorporating tribal needs into the Regional Energy Strategy and offered to coordinate communication with the tribes. He added that, with respect to the Sunrise Powerlink that the SCTCA has taken a position and signed a resolution opposing the project. Tribal nations in the region would like to participate in finding alternative sustainable energy solutions for the region.

Chair McCoy agreed with Chairman Hernandez, stating they are ahead of everyone due to their in-basin generation of power. She suggested that this issue be discussed further.

Supervisor Slater-Price said she agreed also, along with Supervisor Jacob, and would welcome the opportunity to discuss alternative energy possibilities with them.

Action: This item was presented for information only.

9. IMPACT ANALYSIS OF TRIBAL GOVERNMENT GAMING IN THE CALIFORNIA ECONOMY (INFORMATION)

Chairman Devers briefed the Committee on a report prepared by the Center for California Native Nations at the University of California at Riverside. This study focused on the social and economic impacts of gaming in California. The study found that in communities in close proximity to gaming poverty levels were significantly reduced. As gaming is limited geographically to the reservation it has a strong impact on the surrounding economy in terms of traded goods and services. The Special Distribution Fund provides funding to local governments for various community programs such as public safety, fire protection, and programs for problem gambling. Gaming revenues were also being distributed to nongaming tribes through the Revenue Sharing Trust Fund, providing funding for government programs including healthcare, education, housing, and social service.
Councilmember Allan reported on the possible development of a resolution between tribes and the League of California Cities to allow a larger percentage of the revenues to remain locally.

Councilmember Stephanie Spencer (Rincon), SCTCA Alternate to the Public Safety Committee said the Rincon Fire Department has a budget of $4 million for a community of 1,600. Three hundred are tribal members, and the remaining 1,300 are non-tribal people living on the Reservation who are not taxed for these services.

Chairman Hernandez pointed out employment as one of the most important contributions casinos bring to the region. Although some of the positions are not ‘high value’, they are stable. Unlike maquiladora plants that move when their bottom line is too low, tribal enterprises will be here forever.

Chairman Devers added it is estimated that gaming facilities provide close to 14,000 positions and there is a significant opportunity for advancement in the gaming facility organizational structure.

Councilmember Gallo commented on the charitable contributions and positive economic impact of tribal enterprises in the North County Transit District and businesses located within the City of Escondido.

Councilmember Allan mentioned a visit the California League of Cities made to the Chumash and reported on the positive economic impacts gaming had on the City of Santa Barbara.

Action: This item was presented for information only.

10. FIRESTORM UPDATE: LONG TERM RECOVERY PLAN FOR TRIBES IN SAN DIEGO (INFORMATION)

Teresa Gregor, Tribal Administrator (Iipay Nation of Santa Ysabel) and facilitator for the Intertribal Long-Term Recovery Foundation, reported on the impacts and long-term recovery efforts from the fires of October 2007 and subsequent flooding. She also informed the Committee that a new intertribal foundation has been created to pool tribal resources for long term recovery efforts. The Intertribal Long-Term Recovery Foundation will be developing plans for preparation and prevention of future disasters, as well as distributing funding to victims from 2007 Firestorm. The Foundation’s goal is to function as a volunteer organization active in disasters. Thus far has developed a mission statement, established an executive board, increased communication with the regional community recovery team and non-tribal entities, and collaborated with the Red Cross and others to create protocols for Indian Country.

Action: This item was presented for information only.
Louis Guassac, Coordinator of the Kumeyaay Border Task Force (KBTF) explained the task force was originally formed to assist the Kumeyaay in Baja California. One of its activities has been the creation of a map to clarify the traditional boundaries of the Kumeyaay people. This map of the Aboriginal Territory of the Kumeyaay/Diegueno Nation was recognized by the SCTCA, BIA, Kumeyaay/Diegueno, National Congress of American Indians, and the State of California. Currently, the KBTF has been dealing with a new challenge to tribal sovereignty. As a result of 9/11, the Real Identification Act was passed in Congress. The Act will require States to have identification cards for all its citizens. This Act was passed without tribal consultation, violating Executive Order 13175. Tribes are now arguing that they should be allowed to have tribal identification cards rather than state-issued identification cards. In an effort to remedy the situation, an MOU is being developed which will ensure recognition of tribal government identifications by the Department of Homeland Security. Related to the recognition of the aboriginal territory of the Kumeyaay/Diegueno people, Mr. Guassac asked SANDAG to provide a letter of support recognizing the map that the KBTF has produced which indicates their aboriginal territory.

Chair McCoy asked if the item could be referred to the next Executive Committee meeting.

Mr. Gallegos said the next Executive Committee meeting is scheduled for June 13.

Mr. Guassac replied June 13 would be fine.

Chair McCoy commented she was sure there were no objections.

Regarding the issue of the Real Identification Act, Councilmember Monroe asked if it could be found within the legislative guidelines to just go do it.

Councilmember Crawford commented this is a serious issue as this Act has serious implication for our right to privacy. She reported Montana has indicated that they will not comply with the Real ID Act due to its impacts and the fact that the Montana IDs are more secure than the ones that DHS is requesting under the Act. She suggested learning more about the privacy impacts of the Real ID Act and investigating what our State’s position is.

Chair McCoy stated the letter of support relates to the map and was not related to Councilmember Crawford’s comments.

Regarding anything related to the Real Identification Act, Mr. Gallegos said it would be wise to get the Board’s approval on the matter.

Councilmember Crawford said there should be a way to support the tribes’ travel within their traditional territories without necessarily taking a position that conflicts with the State of California and urged care when writing the letter of support.

Mr. Gallegos added it would be necessary to educate the Board on exactly what it is that they’re supporting and supply them with all the facts.
Mr. Guassac said the Kumeyaay Bands, along with the support of the SCTCA, are working to make sure that they are not left behind with regard to having their citizens’ tribal identification cards recognized.

For clarification, Councilmember Crawford asked Mr. Guassac if he was asking for SANDAG’s support in working with DHS to recognize the tribal ID program that’s already in place with the understanding that the Kumeyaay tribal members are willing to comply with whatever requirements DHS might impose for the particular identification cards.

Mr. Guassac replied that he was only asking for the map of the Aboriginal Territory of the Kumeyaay/Diegueno Nation to be recognized by SANDAG.

**Action:** This item was presented for information only.

12. **UPCOMING MEETINGS**

The next meeting of the Borders Committee is the Joint Meeting with the Committee on Binational Regional Opportunities (COBRO), and the City of Tijuana, scheduled for Friday, June 13, 2008, at 1:00 p.m.

13. **ADJOURNMENT**

Chair McCoy adjourned the meeting at 2:32 p.m.

Attachment: Attendance Sheet
**CONFIRMED ATTENDANCE**
**BORDERS COMMITTEE MEETING**
**MAY 23, 2008**
**12:30 p.m. to 2:30 p.m.**

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**ADVISORY/ LIAISON MEMBERS**

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 STATUS REPORT ON INTERNATIONAL BORDER SEWAGE ISSUES

Introduction

Following a presentation by the International Boundary Water Commission (IBWC) in July 2005, the Borders Committee requested that SANDAG staff provide periodic updates on border sewage issues. Pursuant to this request, staff has prepared this status report.

Discussion

Since last reported to the Committee on September 28, 2007, a federal judge ordered IBWC to decide between two alternatives which included supporting the construction of the Bajagua, LLC sewage treatment facility or the expansion of the existing South Bay International Wastewater Treatment Plant (SBIWTP). IBWC’s decision was to be based on findings from the recently completed Government Accountability Office (GAO) study, International Boundary and Water Commission: Two Alternatives for Improving Wastewater Treatment at the United States-Mexico Border. The report analyzed the two alternatives for improving wastewater treatment at the U.S.-Mexico Border.

The GAO report concluded that the SBIWTP expansion would cost $331 million over a 20-year period compared to the Bajagua, LLC proposal which would cost $539 million over the same period. In May 2008, a month after this study was released, the IBWC announced its plans to upgrade the existing wastewater treatment plant in San Ysidro instead of partnering with Bajagua, LLC, to develop a new treatment plant in Mexico.

The IBWC plans to finish its design for the retrofit of SBIWTP in June 2008 with a projected completion in January 2011. The current plant treats 25 million gallons of wastewater daily while the upgraded plant is expected to have the capacity to treat approximately 50 million gallons of wastewater a day. This plant could be expanded in the future to handle up to 100 million gallons a day during times of extremely heavy sewage flows.

Expansion of the SBIWTP is expected to cost $100 million. The U.S. Congress has already allocated $66 million and the Bush administration has earmarked $34 million in its 2009 budget proposal.
Next Steps

Staff will continue to provide periodic updates to the Borders Committee on international border sewage issues.

BOB LEITER
Director of Land Use and Transportation Planning

Key Staff Contact: Ron Saenz, (619) 699-1922; rsa@sandag.org
REPORT ON THE UNITED STATES - MEXICO BORDER EFFICIENCY CONFERENCE

Background

On February 8, 2008, the San Diego Regional Chamber of Commerce convened a United States-Mexico Border Efficiency Conference, sponsored by the U.S. Department of Commerce and Mexico’s Secretariat of Economy, with the purpose of developing short- and long-term solutions to the issue of border wait times. This report summarizes the recommendations from the conference that were presented to U.S. Secretary of Commerce Carlos Gutierrez, Mexico’s Secretary of the Economy Eduardo Sojo, Mexico’s Secretariat de Gobernación Juan Camilo Mouriño and U.S. Department of Homeland Security Michael Chertoff during their meeting in Los Cabos on February 26, 2008. The recommendations were also included in briefing materials to U.S. President George W. Bush, Mexican President Felipe Calderón, and Canadian Prime Minister Stephen Harper during their April 2008 summit in New Orleans.

Discussion

The United States-Mexico Border Efficiency Conference was attended by more than 100 border stakeholders. Panelists included federal, state, and municipal authorities from both the United States and Mexico, plus representatives from the private sector. Recognizing that border wait times have adverse economic impacts at the local, state, and federal levels, the panelists developed short- and medium-term recommendations for reducing border wait times without compromising homeland security.

The short-term recommendations include the following operational improvements:

- Additional SENTRI and FAST lanes
- Double-stacked inspection booths
- Additional inspectors during peak hours
- Incorporation of smart border technologies
- Improved pedestrian crossings, including the resurrection of the SENTRI Pedestrian program
The long-term recommendations are major capital improvements, such as the construction of the new Otay Mesa East - Mesa de Otay II Port of Entry (POE), the proposed San Ysidro POE Expansion project, and the Airport Border Crossing terminal linking Otay Mesa and Tijuana’s International Airport.

These recommendations were summarized and presented in a letter (Attachment 1) to Mexico’s Secretary of the Economy and Secretary of Interior, as well as the U. S. Department of Commerce and the U.S. Department of Homeland Security. They also were presented to the Presidents of the United States and Mexico at the North America Summit on April 22-23, 2008, in New Orleans.

BOB LEITER
Director of Land Use and Transportation Planning

Attachments: 1. Letter from the Mexico Business Center of the San Diego Regional Chamber of Commerce regarding Reducing Wait Times at the California – Baja California Border
2. List of Guests and Panelists and Recommendations from the United States-Mexico Border Efficiency Conference

Key Staff Contact: Hector Vanegas, (619) 699-1972; hva@sandag.org
February 25, 2008

Hon. Eduardo Sojo Garza Aldape
Secretario
Secretaría de Economía
Alfonso Reyes No. 30
Col. Hipódromo Condesa
Delegación Cuauhtémoc,
México, D.F. C.P. 06140

Hon. Carlos M. Gutierrez
Secretary
U.S. Department of Commerce
1401 Constitution Ave., NW
Washington, DC 20230

Hon. Juan Camilo Mouriño Terrazo
Secretario
Secretaría de Gobernación
Abraham González No. 48
Col. Juárez, Del Cuauhtémoc
Mexico, D. F. 06600

Hon. Michael Chertoff
Secretary
U.S. Department of Homeland Security
Washington, DC 20528

Re: Reducing Wait Times at the California – Baja California Border

Dear Secretary Sojo, Secretary Gutierrez, Secretary Mouriño and Secretary Chertoff:

California and Baja California share a 200-mile common border, which serves as California’s door to Mexico, the state’s largest trading partner. However, the infrastructure at our common border is inadequate and cannot keep pace with current and future demands to support the cross-border flow of people and goods. Border congestion and wait times ranging anywhere from one and a half to three hours have become common at our California/Baja California border crossings, placing a stranglehold on commerce between California and Mexico, and undermining the competitiveness of the region.

Existing wait times have a huge adverse economic impact, not only on our region but on the national economies of the U.S. and Mexico. A study, commissioned by the California Department of Transportation (Caltrans), on the Economic Impacts of Cross-Border Wait Times in the California-Baja California Border Region, cites the following economic impacts:

**Annual Output Lost for 2007 - US Dollars**

<table>
<thead>
<tr>
<th>Personal Travel and Freight Movements</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>United States</strong></td>
</tr>
<tr>
<td>All U.S. = $5.35 billion</td>
</tr>
<tr>
<td>All California = $4.56 billion</td>
</tr>
<tr>
<td>San Diego County = $3.32 billion</td>
</tr>
<tr>
<td>Imperial County = $0.35 billion</td>
</tr>
<tr>
<td><strong>Mexico</strong></td>
</tr>
<tr>
<td>All Mexico = $3.28 billion</td>
</tr>
<tr>
<td>All Baja California = $2.22 billion</td>
</tr>
<tr>
<td>Tijuana, Tecate, Rosarito and</td>
</tr>
<tr>
<td>Ensenada = $1.77 billion</td>
</tr>
<tr>
<td><strong>US and Mexico (column 1+2)</strong></td>
</tr>
<tr>
<td>$8.63 billion</td>
</tr>
<tr>
<td>$6.78 billion</td>
</tr>
<tr>
<td>$5.09 billion</td>
</tr>
<tr>
<td>Mexicali = $0.45 billion</td>
</tr>
<tr>
<td>$0.80 billion</td>
</tr>
</tbody>
</table>
The corresponding job losses from existing wait times are also substantial. The Caltrans study reports the following:

<table>
<thead>
<tr>
<th></th>
<th>United States</th>
<th>Mexico</th>
<th>US and Mexico (column 1+2)</th>
</tr>
</thead>
<tbody>
<tr>
<td>all U.S.</td>
<td>55,675</td>
<td>18,258</td>
<td>73,932</td>
</tr>
<tr>
<td>All California</td>
<td>49,830</td>
<td>12,572</td>
<td>62,402</td>
</tr>
<tr>
<td>San Diego County</td>
<td>41,678</td>
<td>Tijuana, Tecate, Rosarito and Ensenada</td>
<td>51,660</td>
</tr>
<tr>
<td>Imperial County</td>
<td>3,935</td>
<td>Mexicali</td>
<td>6,625</td>
</tr>
</tbody>
</table>

These problems will get much worse unless there is prompt action to make the border work. According to the Caltrans study, traffic delays and economic losses are expected to double over the next 10 years in light of forecasted population increases. At the national level, this means $10.7 billion in lost output for the US; $6.56 billion in lost output for Mexico; and a combined lost output of $17.26 billion, per year.

To confront these issues, the San Diego Regional Chamber of Commerce’s Mexico Business Center convened a United States-Mexico Border Efficiency Conference for the California/Baja California Region in San Diego on February 8, 2008. The conference was attended by over 100 border stakeholders. Panelists included federal, state and municipal authorities from both sides of the border plus representatives of the private sector (a list of the panelists is attached). The panelists presented a series of recommendations on short-term improvements to operations and medium term capital improvements that will reduce wait times at California/Mexico Ports of Entry without compromising national security.

The recommendations for short-term relief include the following:

- Additional SENTRI and FAST lanes
- Double-stacking regular lanes to speed up the inspection times
- Additional inspectors to keep all lanes open during peak times
- Improvements to bottlenecks at the entry to the San Ysidro crossing on the Mexican side
- Improved access and signage for all crossings on the Mexican side
- The installation of smart border technology capable of reading RFID technology efficiently and without delay

The recommendations for the medium term focused on improvements to existing infrastructure and new Ports of Entry. The two sides agreed that it is critical to accelerate such projects as the proposed Otay Mesa East/Mesa de Otay II Port of Entry, a proposed new Cross-Border U.S.
Terminal for Tijuana’s Rodriguez Field Airport, and the proposed rebuilding of the San Ysidro Port of Entry, including incorporation of a northbound crossing through the old Virginia Ave. (Chaparral) commercial facility.

A detailed list of recommendations for improvements to each of the California/Baja California Ports of Entry is attached. The co-chairs of the United States-Mexico Border Efficiency Conference pledge to work with elected officials, border agencies and stakeholders on the implementation of these recommendations.

More broadly, the panelists agreed that more collaboration between the U.S. and Mexican government and their appropriate agencies is needed to improve border crossings across the entire California-Baja California Border. San Diego Mayor Jerry Sanders and Tijuana Mayor Jorge Ramos already have taken steps to strengthen collaboration by announcing last month that they will establish a bi-national working group that will coordinate advocacy and planning efforts with regard to border infrastructure improvements. We urge you, as the senior officials in the U.S. and Mexico responsible for economic development, to work with state and local officials in California and Baja California, so that together we can make our border work, for the benefit of both the United States and Mexico, while ensuring national security.

Respectfully,

John B. McNeece III      Oscar Escobedo Carignan
Co-Chair                    Co-Chair
United States-Mexico       United States-Mexico
Border Efficiency Conference Border Efficiency Conference
Immediate Past Chair       Secretario
Mexico Business Center/    Secretaría de Turismo
San Diego Regional Chamber of Commerce  Baja California

Attachments:  Border Efficiency Conference - List of Panelists
             Border Efficiency Conference - Recommendations
             Statement of Intent: International Border Crossings / San Diego and Tijuana
UNITED STATES-MEXICO
BORDER EFFICIENCY CONFERENCE
California/ Baja California Region
Friday, February 8, 2008
Joan B. Kroc Institute for Peace & Justice, University of San Diego

Title Sponsor

Sempra Energy

Patron Sponsor

QUALCOMM

Special Guests and Panelists

Conference Co-Chairs
John B. McNeece III, Chairman, Mexico Business Center
Oscar Escobedo Carignan, Secretary of Tourism, Baja California

Master of Ceremonies
James Clark, Director General, Mexico Business Center

SPECIAL GUESTS

FEDERAL
United States
Cameron Cushman, U.S. Department of Commerce, Washington
Daniel Darrach, U.S. Department of State, Washington
Susan Peppler, U.S. General Services Administration, Washington
Gurdit Dhillon, Director, Field Operations, U.S. Customs & Border Protection, DHS
Jorge Garcés, North American Development Bank, San Antonio
Rene Hanna, Office of Senator Dianne Feinstein
Caridad Sanchez, Office of Senator Barbara Boxer
Humberto Peraza, Office of Congressman Bob Filner

Mexico
Jose Luis Paz, Secretariat of Economy, NAFTA Office, Washington
Alejandro Monraz, Secretariat of Economy, Federal Delegate to Baja California
Alberto Villarreal, Senator, Guanajuato/President,
  Commission on Border Issues & Immigration, Mexico City
Remedios Gómez Arnau, Secretariat of Foreign Relations/
  Consulate General of Mexico in San Diego
STATE
California
Cameron Durckel, Office of Governor Arnold Schwarzenegger
Mary Salas, Member, California State Assembly

Baja California
Oscar Escobedo Carignan, Office of Governor Jose Guadalupe Osuna Millan/
Secretary of Tourism

MUNICIPAL/COUNTY
California
Victor Carrillo, Supervisor, Imperial County
Jerry Sanders, Mayor, City of San Diego
Cheryl Cox, Mayor, City of Chula Vista
John Renison, Mayor, City of Calexico
Rudy Ramirez, Councilman, City of Chula Vista
Ben Haddad, Vice Chairman, San Diego Regional Chamber of Commerce
Ruben Barrales, President & CEO, San Diego Regional Chamber of Commerce
Mary Lyons, President, University of San Diego (Host)

Baja California
Donaldo Peñalosa, Mayor, City of Tecate
Jesus Manuel Sandez, Secretary of Economic Development, City of Tijuana
Luis Bustamante, Councilman, City of Tijuana
Monica Palomarez, Council Member, Border Affairs Commission Coordinator, City of Tecate
Alberto Morgen, Planning Director, City of Tecate

PANELISTS

Border Master Plan
Pedro Orso-Delgado, Director, Caltrans District 11
Sergio Pallares, Chief, International Border Studies, Caltrans District 11

San Ysidro-Puerta Mexico Port of Entry
Moderator: John B. McNeece III, Chairman, Mexico Business Center
Oscar Escobedo Carignan, Secretary of Tourism, Baja California
Manuel Guevara Morales, City of Tijuana
Francisco Padres, Chairman, DEITAC
Gary Gallegos, Executive Director, San Diego Association of Governments
Jason Wells, Executive Director, San Ysidro Chamber of Commerce
Rudy M. Camacho, Chairman, SDRCC/MBC International Committee
Ramon Riesgo, General Services Administration
Mark Baza, Caltrans District 11

San Diego-Tijuana Cross Border Airport Terminal
Moderator: John B. McNeece III, Chairman, Mexico Business Center
Oscar Escobedo Carignan, Secretary of Tourism, Baja California
Christian Checa, Chairman, Controladora Mexicana de Aeropuertos
Robert J. Watkins, Commissioner, San Diego County Airport Authority
Cindy Gompper-Graves, CEO, South County Economic Dev. Council
Rudy M. Camacho, Chairman, SDRCC/MBC International Committee
Jorge Gonzalez, IMB Group
Elisa Arias, San Diego Association of Governments
Sergio Pallares, Caltrans District 11
Otay Mesa-Mesa de Otay Ports of Entry
Moderator: John B. McNeece III, Chairman, Mexico Business Center
Alejandro Monraz, Secretariat of Economy, Mexico
Gurdit Dhillon, Director, Customs & Border Protection Field Operations, San Diego
Gary Gallegos, Executive Director, San Diego Association of Governments
Alejandra Mier y Teran, Executive Director, Otay Mesa Chamber of Commerce
Manuel Guevara Morales, City of Tijuana
Pedro Orso-Delgado, District Director, Caltrans District 11
Mark Baza, Caltrans District 11

Tecate-Tecate Port of Entry
Moderator: Oscar Escobedo Carignan, Secretary of Tourism, Baja California
Donaldo Peñalosa, Mayor of Tecate
Rudy Ramirez, Councilman, City of Chula Vista
Monica Palomarez, Councilmember, Border Affairs, Tecate
Alberto Morgen, Planning Director, Tecate, BC
Rudy M. Camacho, Chairman, SDRCC/MBC International Committee
Elisa Arias, San Diego Association of Governments
Sergio Pallares, Caltrans District 11

Calexico-Mexical/Andrade-Algodones Ports of Entry
Moderator: Oscar Escobedo Carignan, Secretary of Tourism, Baja California
Victor Carrillo, Supervisor, Imperial County
John Renison, Mayor, Calexico
Carlos Lopez Rodriguez, Secretary of Infrastructure and Urban Development, Baja California
Francisco Verduzco Ortiz, Department for Business and Foreign Commerce, Baja California
Tim Kelly, President and CEO, Imperial Valley EDC
Rudy M. Camacho, Chairman, SDRCC/MBC International Committee
Mario Orso, Caltrans District 11
Ramon Riesgo, US General Services Administration

Border Infrastructure and Funding:
Comments from Washington, D. C. and Mexico, D. F.
Moderator: Ruben Barrales, San Diego Regional Chamber of Commerce
Albert Bullock, United States Department of Homeland Security
Daniel Darrach, United States Department of State
Cameron Cushman, United States Department of Commerce
Susan Peppler, United States General Services Administration
Jorge García, North American Development Bank
Remedios Gomez Arnau, SRE-Consulate General of Mexico
Jose Luis Paz, Mexico Secretariat of Economy
Alejandro Monraz, Secretariat of Economy

Featured Speakers: San Diego Mayor Jerry Sanders, Chula Vista Mayor Cheryl Cox and Councilman Luis Bustamante for Tijuana Mayor Jorge Ramos
The San Ysidro-Puerta Mexico Port of Entry (POE) is the busiest Border Crossing in the Western Hemisphere. 10% of all travelers visiting the United States enter through the San Ysidro-Puerta Mexico POE.

**EXISTING FACILITIES:**
- 24 northbound lanes into the United States, 4 of those are SENTRI lanes.
- 6 southbound lanes into Mexico.

**2007 Northbound Border Crossings - Source: Customs and Border Protection (CBP)**
- Passenger Vehicles: 15,696,262
- Passenger Arrivals: 28,464,192
- SENTRI Arrivals: 3,183,566
- Buses: 97,726
- Bus Passenger Arrivals: 769,467
- Pedestrian Arrivals: 7,756,569

It is estimated that equivalent numbers crossed the border southbound in 2007.

**San Ysidro-El Chaparral Port of Entry Expansion Project**
- Cost: $577 million
- Available Funding: $256.9 million
  Will complete all design, site acquisition, and Phase I construction of the project.
- Completion: Phase I = 2012; Phase II – 2014
  The Phase III completion depends on Mexico’s upgrading of the El Caparral portion of the Puerta Mexico POE and the pedestrian southbound crossing east of I-5 and south of the current Trolley Terminal.

**REQUIRED ENHANCEMENTS:**
- Build additional SENTRI lanes, with multiple-stacking capability -- consider SENTRI lanes on west side.
- Extend SENTRI hours of operations. Two of these SENTRI lanes need to be open 24 hours/7 days a week.
- Keep all lanes (SENTRI and regular lanes) open, especially during peak times.
- Fund and make permanent the pilot project of stacked booths at regular lanes, with 4 multiple-stacked booths by summer 2008.
- Establish a northbound feeder lane with access to multiple booths to improve traffic conditions during the conversion to the expanded POE.
- Improve pedestrian crossings, including resurrection of the SENTRI pedestrian program. Build a southbound pedestrian lane on the east side of the POE.
- Incorporate in the POE smart border technology capable of reading Radio-Frequency Identification (RFID) technology efficiently and without delay.
- Identify, test and implement innovative ways of customs screening for vehicles in all lanes.
- Extend SENTRI hours of operations and keep all lanes open, especially during peak times. Two of these SENTRI lanes need to be open 24 hours/7 days a week.
- Identify innovative methods to fund border infrastructure and operations needs.
• Collaborate with Mexican officials/agencies regarding traffic management & vehicular approach improvements to the POE, signage on the Mexican side. Mexico needs to share its roadway plans for vehicles exiting El Chaparral.
• Mexico also needs to share its schedule for El Chaparral.
• Long-term staffing must incorporate & provide for workload increases caused by increased Border Patrol staffing/enforcement between the POEs, new entry requirements at POEs, CBP Officer attrition, double-stacked primary booths, increased hours of POE primary lane operations.

PROPOSED SAN DIEGO-TIJUANA CROSS-BORDER AIRPORT TERMINAL (CBT)

CONCEPT:
A pedestrian crossing facility located on the U.S. side of the U.S./Mexican border, adjacent to Tijuana’s Abelardo Rodriguez International Airport (ARIA) will allow U.S.-based air passengers to expeditiously cross the border to fly in and out of the region using ARIA’s airfield.

The San Diego County Airport Authority has selected a consultant team and formed an outside advisory group to lead a study to examine the potential market demand for a cross-border terminal. Initial results of the study were discussed at the conference.

BENEFITS:
The CBT would facilitate additional air carrier service for the San Diego region through ARIA, thereby:
• Relieving demand pressures on San Diego’s Lindbergh Field.
• Providing travelers with more non-stop flights and more international flights to more destinations.
• Reducing congestion at nearby airports.

What is needed to move the Project forward?

From the U.S. and Mexican Governments:
• Proper Federal approvals for a new international pedestrian-only crossing.
• Open-minded collaboration with and guidance to the project sponsor.
• Willingness to support San Diego and Northern Baja California as a unified region.
• Identification of a Project Sponsor to apply for the Presidential Permit and construct the needed facilities.

ASSISTANCE:
• Federal Aviation Administration (FAA): With regulations & flight planning.
• NADBank: With funding.
• Caltrans/Local Governments: With transportation/transit support via highways and local streets to and from the Cross Border Terminal.
• DHS/CPB/DOT/FAA: With direction on security measures needed to ensure that this project is both safe and efficient.
• City of San Diego: Inclusion of CBT and supporting highway/off-ramp/road links in Otay Mesa Community Plan Update and improvements to local streets.
The Otay Mesa-Mesa de Otay Commercial Port of Entry is the busiest Commercial Border Crossing on the California-Mexico Border.

**EXISTING FACILITIES:**
- Ranks third in terms of trade value (after Laredo and El Paso)
- 13 passenger lanes
- 1 SENTRI lane
- 7 commercial lanes
- 1 lane for empty trucks;
- 1 FAST lane; 1 bus lane

**2007 Northbound Border Crossings - Source: Customs and Border Protection (CBP)**
- Passenger Vehicles 4,616,308
- Passenger Arrivals 8,524,677
- SENTRI Arrivals 816,562
- Pedestrians 1,410,927
- Buses 47,258
- Bus Passenger Arrivals 260,598

It is estimated that equivalent numbers crossed the border southbound in 2007.

According to SANDAG’s *Economic Impacts on Wait Times in the San Diego-Baja California Border Region* study, the Otay Mesa Commercial POE handled more than 1.4 million trucks and $28.6 billion worth of goods in both directions in 2006. This represents the third highest dollar value of trade among all land border crossings between the United States and Mexico.

**REQUIRED ENHANCEMENTS:**
- Complete SR-905 freeway, which will connect SR-805 to the current Otay Mesa/Mesa de Otay Commercial POE.
- Expand hours of operations for southbound empty trucks: opening at 7:00 a.m. vs. 8 a.m. and closing at 9:00 p.m. vs. 8:00 p.m.
- Expand SENTRI hours on weekdays from 8:00 p.m. to at least 10:00 p.m. or midnight.
- Install 3 additional SENTRI lanes.
- Install additional FAST lanes.
- Complete all of the above POE improvements to improve functionality and capacity until new POE is completed in 2015.
- Incorporate in the POE *smart* border technology capable of reading RFID technology efficiently and without delay.
- Keep all lanes open during peak times.
- Collaborate with Mexican officials/agencies regarding traffic management & vehicular approach improvements to the POE on the Mexican side.
- Long-term staffing must incorporate & provide for workload increases caused by increased Border Patrol staffing/enforcement between the POEs, new entry requirements at POEs, CBP Officer attrition, double-stacked primary booths, increased hours of POE primary lane operations.
STATE ROUTE 11 &
OTAY MESA EAST/MESA DE OTAY II Port of Entry

PROJECT:
The proposed Otay Mesa East/Mesa the Otay II Port of Entry (POE) will be located approximately two miles east of the existing Otay Mesa Commercial POE. It will be connected with a new three-mile, four-lane highway, State Route 11 (SR-11). On the Mexican side, the new POE will be connected to the Tijuana Rosarito Corridor, with links to the Tijuana-Tecate and the Tijuana-Ensenada toll roads.

Considering the limited resources available, one of the unique elements of this project is that both governments are proposing an innovative financing package for both the federal POE and highway. Thus, the project is considered a high priority not only because the project has a proven need, but also for its ability to demonstrate a new model for innovative financing never achieved for federal border crossing facilities.

On the U.S. side, a financial feasibility study has determined the project a viable candidate for toll or fee-based facilities. As proposed, the POE would be built by Caltrans as a “turnkey” operation for U.S. General Services Administration (GSA) and Customs and Border Protection (CBP) at no cost to the federal government, except to provide staffing and project oversight to ensure the project is built and equipped with all required furnishings, electronics, software, etc. to meet or exceed federal standards and protocols for a state-of-the-art land border crossing. The total project cost for highway and POE is estimated at $600 million.

A Presidential Permit application has been submitted to the U.S. Department of State by Caltrans in January 2008 and is currently under review by federal agencies (i.e., members of the White House Counsel on Homeland Security and the White House Council on Environmental Quality), and other interested stakeholders.

OBJECTIVE:
The new POE will help reduce congestion at the San Ysidro-Puerta Mexico and Otay Mesa-Mesa de Otay Commercial Ports of Entry.

REQUIRED ENHANCEMENTS:
There is a need to obtain the necessary Presidential Permit by Spring 2008 and proceed with the following actions:

- Appropriate U.S. and Mexican government agencies need to secure the rights of way for the project on both sides of the border. On the U.S. side, it is critical to move forward since the collection of parcels is one of the last available that is zoned for commercial and industrial purposes, and the development pressures are mounting.
- Mexico needs to share its roadway plans for connecting the new POE with downtown Tijuana with the appropriate U.S. agencies.
- Mexico needs to define a clear approval process for this new Port of Entry.
- 100+ acres are dedicated for the U.S. facility. Only 70+ acres are dedicated for the Mexican facility. There need to be discussions whether this acreage accommodates growth projections for the next 30 years.
- There is a need to assist in the pursuit of public-public or public-private partnerships/funding opportunities, e.g., user fees/tolls at the POE and SR-11.
- Work with U.S. Congressional and State delegations to obtain necessary approvals/legislation for toll/user fees and finance partnerships to expedite development of the new border crossing and SR-11.
- Implement financing strategies and partnerships for public-public investment (i.e., revenue bonds) and/or private sector joint venture partnerships.
- Develop a bi-national coordinated financial strategy on both sides of the border.
- Use advanced technologies to facilitate efficient and secured cross-border movement of people and goods.
TECATE-TECATE Port of Entry

EXISTING FACILITIES:
- 2 Passenger Lanes
- 1 Bus Lane
- 2 Pedestrian Lanes
- 1 Commercial Lane

2007 Northbound Border Crossings - Source: Customs & Border Protection (CBP)
(11 months only/July 07 Statistics not available)
- Passenger Vehicles     797,479
- Passenger Arrivals  1,679,598
- Buses            198
- Bus Passenger Arrivals        4,276

It is estimated that equivalent numbers crossed the border southbound in 2007.

According to SANDAG’s Economic Impacts on Wait Times in the San Diego-Baja California Border Region study, the Tecate POE handled more than 140,000 trucks and $1.2 billion worth of goods in both directions in 2006.

REQUIRED ENHANCEMENTS:
- Extend the hours of operations.
- Mexico needs to share the status of the Mexican new proposed facility in Tecate with the appropriate U.S. agencies.

CALEXICO WEST-MEXICALI I Port of Entry

The Calexico West-Mexicali I Port of Entry (POE) is the third busiest land crossing along the California and Baja California Border. Personal trips and surface freight movements contribute significantly to the growth of the Imperial Valley and Mexicali economy. Long wait times cause adverse impacts on people and truck deliveries, especially during the summer when the temperature often reaches 110 degree Fahrenheit.

EXISTING FACILITIES:
- 10 inbound/6 outbound vehicle lanes
- 1 SENTRI lane
- 1 bus lane
- 4 pedestrian lanes

2007 Northbound Border Crossings - Source: Customs and Border Protection (CBP)
- Passenger Vehicles      5,747,309
- Passenger Arrivals 10,952,879
- SENTRI Arrivals       775,723
- Pedestrians            5,290,971
- Buses                     996
- Bus Passenger Arrivals 22,844

It is estimated that equivalent numbers crossed the border southbound in 2007.
REQUIRED ENHANCEMENTS:
- Re-configure and expand the POE to increase security, alleviate congestion and reduce cross-border wait times.
- Increase seating capacity, shade on the Mexican side, particularly for elderly and disabled people waiting to cross.
- Support Reconfiguration Plan and mitigate for transportation impacts on local and state transportation infrastructure.
- Support community’s quest for access to road and railroad infrastructure funding.
- Install as many stacked booths as infrastructure allows.
- Incorporate in the POE smart border technology capable of reading Radio-Frequency Identification (RFID) technology efficiently and without delay.
- Mexico needs to share its schedule for the project.
- Long-term staffing must incorporate & provide for workload increases caused by current and projected increases on cross-border travel demands and new entry requirements at POEs, CBP Officer attrition, double-stacked primary booths, increased hours of POE primary lane operations.

CALEXICO EAST-MEXICALI II Port of Entry

The Calexico East-Mexicali II Port of Entry (POE) serves all commercial truck traffic crossing between Imperial County and Mexicali. Border delays adversely affect on-time deliveries.

EXISTING FACILITIES:
- 8 passenger lanes
- 4 pedestrian lanes
- 4 commercial lanes
- 1 FAST lane
- 1 bus lane

2007 Northbound Border Crossings - Source: Customs and Border Protection (CBP)
- Passenger Vehicles 3,417,977
- Passenger Arrivals 7,031,172
- Buses 1,170
- Bus Passenger Arrivals 24,971

It is estimated that equivalent numbers crossed the border southbound. In 2006, the Calexico East commercial POE handled more than 600,000 trucks and $11.3 billion worth of goods in both directions.

REQUIRED ENHANCEMENTS
- Implement pedestrian SENTRI lane.
- Implement additional SENTRI and FAST lanes.
- Install as many stacked booths as existing infrastructure allows.
- Incorporate in the POE smart border technology capable of reading Radio-Frequency Identification (RFID) technology efficiently and without delay.
- Increase hours of operations.
- Increase the number of inspection lanes within the existing right of way (low cost project).
- Long-term staffing must incorporate & provide for workload increases caused by increased Border Patrol staffing/enforcement between the POEs, new entry requirements at POEs, CBP Officer attrition, double-stacked primary booths, increased hours of POE primary lane operations.
The Andrade-Algodones Port of Entry (POE) is an important POE for pedestrian tourism and retail between California and Baja California. The majority of travelers park in California and cross by foot.

EXISTING FACILITIES:
- 2 passenger lanes.
- 4 pedestrian lanes
- 1 informal commercial lane.

2007 Northbound Border Crossings - *Source: Customs and Border Protection (CBP)*
- Passenger Vehicles: 547,032
- Passenger Arrivals: 1,234,160
- Pedestrians: 1,599,513

It is estimated that equivalent numbers crossed the border southbound in 2007.

REQUIRED ENHANCEMENTS:
- Expansion of the POE is necessary to accommodate the high volume of cross-border pedestrian traffic.
- Implement pedestrian SENTRI lane.
- Upgrade facilities, including a pedestrian bridge.
- Expand parking for pedestrian pick-up on the U.S. side.
- Increase seating capacity, shade on the Mexican side, particularly for elderly and disabled people waiting to cross.
BACKGROUND ON THE DEVELOPMENT OF THE OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN

Background

In 2004, SANDAG held its eighth annual binational conference, “Cooperation across the California – Baja California Border: Where do we go from here?” with stakeholders from both the U.S. and Mexico. The primary recommendation from this conference was to create a partnership with Mexico to address border planning topics with a focus on transportation and other infrastructure issues. Based on this input, the Regional Comprehensive Plan (RCP), which was adopted by the SANDAG Board of Directors in 2004, called for the creation of a partnership with Mexico to address binational planning issues related to transportation and infrastructure, energy and water, homeland security, and the environment.

In addition, to develop empirical data to support binational planning efforts, SANDAG and the California Department of Transportation (Caltrans) conducted surveys of crossborder travelers at the San Ysidro, Otay Mesa and Tecate Ports of Entry in 2004 and 2005 to assist in the development of a model that estimates the economic impacts of border delays on the regional economy. The Economic Impacts of Wait Times at the San Diego – Baja California Border study revealed that in 2005 border delays cost the San Diego – Baja California region $4.2 billion in lost output, and more than 42,000 jobs. If no steps are taken to improve border crossing and transportation infrastructure, these losses are projected to more than double in the next ten years, thus validating the need for a new border crossing in Otay Mesa East.

Discussion

As a follow up to the RCP recommendations, in 2005, the SANDAG Borders Committee and the Committee on Binational Regional Opportunities (COBRO) identified the Otay Mesa – Mesa de Otay binational corridor as an area of opportunity for binational collaboration that also could be a pilot project for binational planning. Transportation, economic development, housing, and environmental conservation were the key issue areas identified for evaluation at two binational workshops held in October 2005, and became the main issue areas for the Otay Mesa – Mesa de Otay Binational Corridor Strategic Plan.
The Borders Committee provided policy guidance in the development of the Strategic Plan, while COBRO served as the primary stakeholders group. Staff members from Tijuana’s Municipal Planning Institute (IMPlan), Caltrans, the Secretariat of Infrastructure and Urban Development of Baja California (SIDUE), and SANDAG partnered to conduct the technical work.

The Otay Mesa - Mesa de Otay Binational Corridor Early Action Plan focused on initiatives that could be advanced in the first phase of the study. The SANDAG Board of Directors approved this plan in September 2006, based on recommendations from COBRO and the Borders Committee. Subsequently, several new transportation, economic development, housing, and environmental conservation strategies were proposed in the draft Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan. In March 2007, the draft Strategic Plan was presented to COBRO, the Borders Committee, and the City of Tijuana’s Subcommittee on Binational Affairs. The SANDAG Board of Directors approved the Strategic Plan in September 2007, based on recommendations from COBRO and the Borders Committee. The Tijuana City Council also approved the Strategic Plan in October 2007.

The Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan created a process for collaboration and established a framework for binational planning. This partnership will continue to grow through the implementation of several initiatives identified in the Strategic Plan and serve as a guide for future binational planning efforts.

BOB LEITER
Director of Land Use and Transportation Planning

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FIRST ANNUAL PROGRESS REPORT ON THE IMPLEMENTATION OF STRATEGIES INCLUDED IN THE OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN

The attached report summarizes progress on the implementation of key actions included in the Strategic Plan in the areas of transportation, economic development, housing and environment. In addition, a presentation also will highlight recent actions on the future Otay Mesa East – Otay II Port of Entry and connecting roads.

Recommendation
The Borders Committee is asked to discuss this report and provide comments.

BOB LEITER
Director of Land Use and Transportation Planning


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Otay Mesa – Mesa de Otay
Binational Corridor
Strategic Plan

Progress Report

May 2008
INTRODUCTION

The Otay Mesa - Mesa de Otay Binational Corridor Strategic Plan approved by the SANDAG Board of Directors and the City of Tijuana’s City Council in fall 2007, identified several strategies in the areas of transportation, economic development, housing, and the environment. This report is an update of the progress made through May 2008 towards the implementation of these strategies.

TRANSPORTATION ACTIONS

ISSUE IMPLEMENT THE EAST OTAY MESA-OTAY II PORT OF ENTRY (POE) AND CONNECTING ROADS

EARLY ACTION Establish the East Otay Mesa-Otay II POE Technical Commission to advance planning and implementation of the future East Otay Mesa-Otay II POE and connecting roads as a binational project, in collaboration with Caltrans, SIDUE, and IMPlan, and based upon discussions with the U.S. interagency coordination group.

Progress

The Otay Mesa East-Otay II POE Technical Commission, under the umbrella of the U.S.-Mexico Border Liaison Mechanism, was established in 2007. This Technical Commission continues to meet quarterly to coordinate planning activities and to share information among federal, state, and local agencies responsible for POE planning and implementation. The last meeting took place on April 15, 2008.

In the past year, Caltrans, the U.S. General Services Administration (GSA), the County of San Diego, SANDAG, and the Mexican government have made significant progress to advance the implementation of the new Otay Mesa East-Otay II POE and connecting roads on both sides of the border (Figure 1). As the project sponsor for the Otay Mesa East POE and State Route (SR) 11, Caltrans District 11 has taken the lead on several planning tasks to advance this project. In Mexico, the Secretariat of Communications and Transportation (SCT) also has undertaken required studies for the Otay II POE and connecting roads. Key planning activities are described in this section.

PROGRAMMATIC ENVIRONMENTAL IMPACT STATEMENT/ENVIRONMENTAL IMPACT REPORT FOR SR 11 AND THE OTAY MESA EAST POE

Caltrans District 11, in cooperation with the U.S. Federal Highway Administration (FHWA), is evaluating alternative locations to identify a corridor for the future SR 11 and a site for future development of the Otay Mesa East POE. The identification of a preferred corridor and site constitute Phase 1 of the program under analysis in the Program Environmental Impact Report/Environmental Impact Statement (PEIR/PEIS).

The purpose of the Phase 1 document is to identify preferred facility locations and allow for the following decisions/actions: (1) route adoption by the California Transportation Commission (CTC); (2) support Presidential permit acquisition for the POE from the
U.S. Department of State (DOS); (3) designation of right-of-way for the highway and the POE; and (4) support the 1998 Letter of Intent entitled “Binational Corridor Preservation for State Route 11 – Tijuana/Rosarito 2000 and Site Designation for the East Otay Mesa-Mesa de Otay II Port of Entry” signed by SANDAG, City of San Diego, County of San Diego, City of Tijuana, City of Playas de Rosarito, State of Baja California, and Caltrans.

The future Phase 2 NEPA/CEQA environmental document for the project will incorporate the analysis from the Phase 1 program and evaluate specific design and operational characteristics for the proposed facilities. The projects would ultimately be built by different agencies, with Caltrans/FHWA being responsible for SR 11 and GSA being responsible for the POE.

The Draft PEIR/PEIS was released for public review and comment on January 18, 2008. The comment period closed on March 3, 2008. The Final PEIR/PEIS will include responses to comments received and will identify the preferred corridor and POE site alternative. Once the PEIR/PEIS is given environmental approval, Caltrans would begin project-level studies for SR 11 and the POE. Work on the Phase 2 environmental document is scheduled to begin in spring 2008.
PRESIDENTIAL PERMIT APPLICATION

The U.S. federal approval process for a new border crossing begins with the application for a Presidential permit. The law authorizes the President, or the Secretary of State acting on his behalf, to issue permits for the construction of international bridges and land border crossings, and to issue a Presidential permit for the same, if construction is deemed to be in the national interest.

Caltrans District 11 prepared a draft Presidential permit application for the Otay Mesa East POE. This application includes a description of the facility and its relationship to existing border crossings, traffic information and projected demand for the new POE, projected financing and construction plans, status of the counterpart project in Mexico, status on U.S. approvals necessary for construction, historic preservation information, and a description of how the POE would serve the national interest.

On January 14, 2008, Caltrans submitted the draft Presidential permit application to the DOS. DOS consults with other agencies, such as the Department of Homeland Security, the Department of Transportation, GSA, the Environmental Protection Agency, and associated state governments to comment on the permit application and on the environmental and other documentation submitted by the project sponsor. DOS has the responsibility to determine whether the proposed border crossing is in the U.S. national interest, taking into account input from these agencies and other stakeholders. Comments on this application were due to DOS by April 23, 2008, and are currently being reviewed and addressed by Caltrans. Next steps are to formally address the comments with DOS and provide the Final PEIR/PEIS to DOS for its review.

Once the United States and Mexican governments concur on the construction of a border crossing, agreements on how to move forward with project scheduling, construction, and other matters would be reached through an exchange of diplomatic notes.

U.S. GSA FEASIBILITY/FUNCTIONALITY STUDY

GSA initiated a feasibility study in May 2007 to evaluate alternatives to satisfy the projected traffic demand and space requirements at the proposed Otay Mesa East POE as well as to reconfigure the existing Otay Mesa POE. Eight alternatives are being analyzed and they include variations that range from operating the Otay Mesa East POE exclusively as a commercial inspection facility, exclusively as a non-commercial POE, or alternatively having both functions: commercial and non-commercial inspection facility. Alternatives also consider renovation or modernization at the existing Otay Mesa POE cargo inspection and non-commercial facilities.

The draft report prepared in February 2008 identified the preferred alternative for the feasibility study (Alternative H). This alternative calls for the Otay Mesa East POE to function as a commercial and non-commercial facility, includes modernization of the commercial and non-commercial installations at the existing Otay Mesa POE, and takes into account tolls or user fees for the SR 11-Otay Mesa East POE project. Completion of GSA’s feasibility study is anticipated in spring 2008.

TOLL ROAD LEGISLATIVE PROPOSAL – SENATE BILL 1486 (DUCHÉNY)

Senate Bill 1486, the Otay Mesa East Toll Facility Authority Act, was introduced on February 21, 2008, by Senator Denise Ducheny (D-San Diego) and last amended on April 23, 2008. The bill would allow SANDAG to
develop a public toll project to move people and goods along the SR 11 corridor and the Otay Mesa East POE. This bill would enable travelers to pay a fee to use the facility and would allow the Otay Mesa East Toll Facility Authority to bond against the user fee revenues to develop, construct, and operate the new SR 11-Otay Mesa East POE. SB 1486 passed off of the Senate Floor on May 29, 2008 by a vote of 33-2. The bill now moves to the Assembly with its first stop at the Assembly Transportation Committee for a hearing in June 2008.

PROPOSITION 1B: TRADE CORRIDORS IMPROVEMENT FUND (TCIF) PROGRAM

Proposition 1B (Prop. 1B), approved by the voters at the November 2006 general election, enacts the Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006, which authorizes the issuance of more than $19.9 billion of general obligation bonds for various transportation programs. One of Prop.1B’s goods movement programs is the Trade Corridors Improvement Fund (TCIF), which will focus infrastructure improvements along trade corridors that accommodate a high volume of freight movements.

On January 17, 2008, SANDAG submitted a nomination to the CTC for the SR 11 and Otay Mesa East POE project. Funding to complete SR 905 as a six-lane facility between the existing Otay Mesa POE and Interstate 805 (I-805) also was requested.

On April 10, 2008, the CTC adopted the TCIF program of projects, which includes $75 million for the SR 11-Otay Mesa East POE and $91.6 million for SR 905.

MEXICO

In March 2008, Mexico’s Secretariat of Communications and Transportation (SCT) released an economic, financial feasibility and functionality study. The objectives of this study are to develop a conceptual master plan of the new POE, and to conduct socio-economic and financial viability studies. Key tasks are outlined below.

- Estimate the Otay II POE potential market demand
- Define the POE conceptual layout
- Develop a Master Plan integrating the urban zone of Mesa de Otay
- Analyze the connectivity of the transportation corridor at the current Mesa de Otay POE
- Estimate the financial and economic feasibility of the project

According to the study, the preferred alternative calls for a POE that would handle both passenger and commercial vehicles with separate access roads connecting to the Mesa de Otay II-Otay Mesa East POE and SR 11. The study contemplates user fees of approximately $1.80 (U.S. dollars) for passenger vehicles and $8.25 for 5-axle commercial vehicles (user fees would be based on the number of axles).

Additionally, the City of Tijuana is in the process of identifying possible locations for access roads in the vicinity of the Otay II POE. Funds have been allocated to do a risk analysis of nearby canyons to determine whether they should be declared as High Risk Zones for housing settlements and could be considered as right-of-way for access roads. Also, the City of Tijuana will start the bid process to initiate construction of the first phase for canalizing the Alamar River and a new expressway, which also will provide access to the new Otay II POE once completed.
ISSUE IMPLEMENT IMPROVEMENTS TO EXISTING OTAY MESA-MESA DE OTAY POE AND CONNECTING ROADS

EARLY ACTION Coordinate with Customs Border Protection (CBP) and Mexican Customs on the process to fund and implement identified short-term capital and operational improvements at the Otay Mesa-Mesa de Otay Commercial POE.

Progress

Caltrans recently completed a project that added approaches for two regular inspection booths and a second FAST\(^1\) lane north of the existing one (item 6b of Figure 2). Other proposed Capital and Operational Improvements at the Otay Mesa-Mesa de Otay Commercial POE also are shown in Figure 2.

Next Steps

The KEEP CLEAR zones and directional signs will be implemented as medium term projects (Item 6a). Caltrans will conduct additional preliminary engineering and environmental tasks in 2008 for widening the truck entrance at the border and adding a lane south of the existing lanes on the United States side (Items 5a and 5b). The project study report, which was scheduled to be completed in December 2007, is now anticipated to be finalized in spring 2008 due to a request to evaluate two new alternatives.

\(^1\)Free and Secure Trade (FAST) offers expedited clearance to carriers and importers who are enrolled in Customs Trade Partnership Against Terrorism (C-TPAT). It is designed to expedite the clearance of transborder shipments of compliant partners by reducing Customs information requirements, dedicating lanes at major crossings to FAST participants, using transponder technology, and physically examining cargo transported by these low-risk clients with minimal frequency.
EARLY ACTION   Explore the feasibility of short-term operational and capital improvements at the Otay Mesa-Mesa de Otay Passenger POE (operations and facilities).

Progress

GSA’s current feasibility study for the proposed Otay Mesa East POE also is evaluating reconfiguration of the existing Otay Mesa POE. The preferred alternative identified in the draft report prepared in February 2008 includes modernization of the non-commercial installations at the Otay Mesa POE, in addition to modernization of the commercial inspection facilities.

Next Steps

Completion of GSA’s feasibility study is anticipated in spring 2008. A Program Development Study is the next milestone in GSA’s project timeline.

EARLY ACTION   Collaborate with the City of San Diego on the Otay Mesa Community Plan update in relation to transportation implications of future land uses changes under consideration.

Progress

The City of San Diego currently is evaluating four draft land use scenarios, which include new Scenarios 4a and 4b that were presented to the City of San Diego Planning Commission at its March 13, 2008, meeting. The presentation included discussion of transportation and truck routes for the community plan. La Media and Britannia Roads are proposed as truck routes and Airway Road as a transit route.

The four land use scenarios are based on input from the Planning Commission and the community, and include variations in land uses and number of housing units. SANDAG staff commented on these draft scenarios, based on policies included in the Regional Comprehensive Plan (RCP) and the Regional Transportation Plan (RTP). The comments emphasize the need for land use and transportation coordination. Comments on draft Scenarios 1, 2, and 3 include the following:

- Encourage the City to increase density ranges in the Village Center category to support transit service and transit-oriented land use patterns.
- Consider Urban Village designations along the proposed east-west Bus Rapid Transit (BRT) corridor and discourage land uses that generate truck traffic along this corridor.
- Provide transit-friendly design.
- Encourage the City to ensure the provision of affordable housing.

SANDAG staff comments on the newly proposed Scenarios 4a and 4b include the following:

- Ensure adequate buffering along the northern boundaries of the proposed Neighborhood Villages abutting SR 905 to protect against noise and air quality impacts from SR 905 traffic.
- Encourage the City to work collaboratively with SANDAG and Caltrans staff to coordinate the development of regional transit, truck, and pedestrian/bicycle routes within the planning area.
- Include the Otay Mesa POE southbound truck route as a goods movement corridor.

Next Steps

Staff will continue to collaborate with the City of San Diego in the Otay Mesa Community Plan update process. The
Planning Commission requested that the City of San Diego Planning staff either develop a fifth scenario or a modified Scenario 3 that focuses residential development in the western area of Otay Mesa.

NEW ACTION

Support the implementation of technologies to measure cross-border wait times of northbound commercial vehicles at the Otay Mesa-Mesa de Otay Commercial POE.

Progress

In March 2007, Caltrans and SANDAG completed a study funded by the U.S. Federal Highway Administration (FHWA) to determine what Intelligent Transportation Systems (ITS) or other commercial technologies are available to monitor, measure, and report on commercial vehicle wait times at the Otay Mesa POE. The study was divided into two stages. The first stage identified high level requirements for the systems, reviewed ten potential technologies, and described the essential features of the selected solutions.

Of the ten technologies reviewed during Stage 1, the following three technologies met the criteria for further exploration in Stage 2:

- **Automated License Plate Recognition (ALPR):** This license plate recognition technology has the capability of reading the license plates of incoming vehicles at select locations to identify, catalog, and track freight movement through the Otay Mesa border crossing system. The information is stored in a central database and would provide aggregated data on border wait times. ALPR can also track information such as registered driver when additional system-to-system links (i.e. state registered vehicle database) are incorporated. ALPR technology is flexible in the sense that individual cameras and supporting infrastructure can be changed, moved, operated, updated and integrated from one lane to another. However, installation costs will be incurred for any removal and reinstallion of equipment.

- **Radio Frequency Identification (RFID):** RFID is already utilized for toll collection on the I-15 express lanes and the South Bay Expressway in San Diego County. RFID can be an inexpensive means of tracking and cataloging freight movement through the Otay Mesa border crossing system. The data transmitted by RFID can track and identify vehicles and provide specific information on items being transported as well as border crossing history. RFID devices can be moved from one lane to another at nominal costs.

- **Global Positioning Systems (GPS):** When combined with cellular networks, GPS could efficiently track the exact vehicle location and catalog truck movement through the Otay Mesa border crossing system. Essentially, the GPS receiver sends data into the cell phone network which forwards the information to e-mail, computer browser or cell phone. GPS technology could potentially minimize the need for additional equipment other than the GPS receiver and Internet browser.

The Stage 2 Report, completed in June 2007, evaluated the viability, cost and high-level requirements of these three technologies for the Otay Mesa Commercial POE. Findings from this report indicated that each of these technologies is customizable and environmentally protected from the elements. The only universal requirement among the technologies is an active high-
speed broadband connection for real time monitoring.

The report concluded with recommendations to field test each of these technologies to further assess the capability of the technology, the quality and consistency of data provided, and the potential impacts on daily operations. However, if field testing were not viable due to budgetary and scheduling restraints, the report recommended deploying the ALPR technology.

In December 2007, FHWA began working on the field test program to measure the time required to cross the international border at the Otay Mesa-Mesa de Otay crossing. Stakeholders from the U.S. and Mexico were invited to participate in the study, including cross-border motor carriers, freight forwarders, logistics companies, Caltrans, SANDAG, State of Baja California, the Instituto Municipal de Investigación y Planeación de Ensenada (IMIP), Mexican Customs, U.S. Customs and Border Protection (CBP), and Mexico’s Secretaría de Comunicaciones y Transportes (SCT).

Stakeholders in the San Diego/Otay Mesa attended sessions to discuss user needs for the cross-border travel time deployment as well as any related impediments to successfully collecting cross-border travel time data. Stakeholders were instrumental in defining the total cross border trip area where travel times will be collected, and identifying the intersection of Calle 12 and Bellas Artes in Tijuana as the beginning of the queue for trucks in peak season.

Both GPS and ALPR were considered for deployment at Otay Mesa and were evaluated against the following user requirements:

- Total cross-border travel times (historic data);
- Total cross-border travel time with FAST, empty, and laden movements differentiated;
- Real-time information on delay; and
- Measures of travel times between multiple points within the U.S. and Mexico Customs compounds.

GPS and ALPR both provide potential value in applying the technologies at Otay Mesa; however, the consultant team recommended that the FHWA choose GPS as the primary means of collecting travel time information. FHWA’s limited budget makes it possible to deploy only one technology and consultant team has concluded that GPS data will yield the most robust data set.

Next Steps

The consultant team proposed to contract with a third-party provider to pursue negotiations with motor carriers in the study’s target population and gain access to GPS data. The team is currently in negotiations with a third-party provider to collect and archive GPS data from motor carriers. Data collection is scheduled to begin in the summer of 2008.

NEW ACTION Collaborate with the County of San Diego on the East Otay Mesa Specific Plan Amendment in relation to regional transportation implications of local circulation element changes under consideration.

Progress

On August 1, 2007, the San Diego County Board of Supervisors approved several amendments to the County’s East Otay Mesa Specific Plan, General Plan Circulation Element, and Bicycle Transportation Plan. Specifically, modifications to existing and planned roads were pursued to accommodate SR 905, SR 125, and proposed SR 11 alignments. Some important changes that
would accommodate the latest Caltrans design for SR 11 and the Otay Mesa East POE are outlined below.

- Delete Michael Faraday Drive from Lone Star Road to Airway Road to avoid potential conflict with SR 11/Enrico Fermi Road ramp.
- Change road classification for Enrico Fermi Road, between Otay Mesa Road and SR 11, from four-lane Major to Enhanced four-lane Major. This modification will add turn lanes to accommodate traffic at the Enrico Fermi Road/SR 11 interchange due to the deletion of Faraday Drive.
- Extend Lone Star Road easterly to intersect with Siempre Viva Road east of SR 11.
- Extend Siempre Viva Road easterly to intersect with the new extension of Lone Star Road.
- Extend Airway Road easterly to intersect with the new extension of Siempre Viva Road.

ISSUE  FACILITATE IMPROVEMENTS TO CROSS-BORDER AND REGIONAL PUBLIC TRANSPORTATION SERVICES

EARLY ACTION  Initiate advanced planning work to extend the South Bay BRT service between Eastern Chula Vista and the Otay Mesa POE.

Progress

Advanced planning work for the South Bay BRT alignment between the Eastern Urban Center in Chula Vista and the Otay Mesa POE was completed in December 2007 (Figure 3). SANDAG evaluated station locations, access to SR 125, land use considerations, and environmental constraints. The outcome of the analysis was to confirm an alignment alternative that would use SR 125 from Hunte Parkway (in the near-term) directly to SR 905 and Siempre Viva Road. The route will exit Siempre Viva Road to a station at Nicola Tesla Court, which is adjacent to the Otay Mesa POE. SANDAG is currently in negotiations with the land owner at Nicola Tesla Court on a long-term lease for that site. Figure 3 illustrates the South Bay BRT alignment.

In the short-term there are no stations planned between Eastern Chula Vista and the Otay Mesa Border Crossing. A future station was identified at the interchange of Otay Mesa Road and SR 125. It was determined that this station would come on line in 2020 as land uses were developed that warranted it. This station is planned as a future park-and-ride.

Next Steps

SANDAG is in the process of launching the environmental document for the full BRT alignment. The South Bay BRT project is on schedule to be implemented in late 2012.

EARLY ACTION  Evaluate the City of Tijuana’s draft Public Transportation Plan, focusing on routes that would serve the Otay Mesa-Mesa de Otay POE and the proposed East Otay Mesa-Otay II POE

Progress

To advance this strategy, SANDAG retained a transit consultant. This study gathered information on ridership and current and planned transit routes serving the Mesa de Otay POE in Tijuana. In addition, current and future gaps in transit services to accommodate cross-border travel via the Otay Mesa-Mesa de Otay POE were identified.
The study developed several recommendations which are based on the assumption that pedestrian crossings will increase at the Mesa de Otay POE in response to the forecasted growth in eastern Tijuana and implementation of the South Bay BRT service in the San Diego region. The findings and recommendations focus on improvements to pedestrian and public transportation infrastructure to facilitate access to both sides of the border.

The following are the recommended next steps, which are shown in Figure 4.

1. Implement a public transportation station in Tijuana, similar to the proposed South Bay BRT at-grade station, at one of two sites on the east side of the Otay Mesa - Mesa de Otay POE (MX) (Alternative 1), or on the west side, with transit only lanes from Avenida de las Bellas Artes (Alternative 2).

2. If public transit facilities in Tijuana are developed on the east side of the access road, build a pedestrian bridge from the west side of the access road, where pedestrians enter Mexico after passing through the POE.

3. Improve pedestrian infrastructure leading to and from the Otay Mesa - Mesa de Otay POE (MX) along Mexico’s auto access route to Avenida de las Bellas Artes. This can be limited
to the east side of the access road if a pedestrian bridge is constructed.

4. Provide shuttle services between IMPlan’s proposed transit network trunk routes on Boulevard Industrial (Highway 2D) and the Otay Mesa – Mesa de Otay POE (MX). The shuttle could also take advantage of its proximity to the Tijuana Airport and provide direct service from the Otay Mesa – Mesa de Otay POE to the airport. This route could serve the tourism market from San Diego by providing an option to use the Tijuana Airport.

5. Provide direct service between the Otay Mesa – Mesa de Otay POE and the Central de Autobuses (Central Camionera) in Tijuana—a large bus station which provides interregional bus services to Baja California and the interior of Mexico. This service could serve the tourism markets between Baja California and United States as well as interregional markets. Such a link would also greatly expand mobility options for residents of San Diego/Tijuana by providing a direct connection to the many destinations in the interior of Mexico accessible from the Central de Autobuses. Because the bus terminal is located in the eastern area of Tijuana, a connection via Otay Mesa is potentially more convenient for travelers from the U.S. than using the San Ysidro crossing to the west.

SANDAG staff shared the study’s findings and recommendations with IMPlan for its review and evaluation. Comments received from IMPlan were incorporated in the final Technical Memorandum.

**Next Steps**

Findings from this evaluation will inform transit planning activities at the Otay Mesa – Mesa de Otay and the future Otay Mesa East – Otay II POEs. In the interim, IMPlan will work towards defining the location of the pick-up and drop-off points for public transportation near the Mesa de Otay POE.

**EARLY ACTION** Evaluate the potential for extension of the South Bay BRT service to the proposed Otay Mesa East border crossing along the future SR 11

**Progress**

A technical memorandum to evaluate the potential extension of BRT (or other alternative transit service) to the Otay Mesa East POE was developed by a transit consultant for this strategy. Two alternatives were evaluated as to how transit from the Otay Mesa East POE would connect to the proposed South Bay BRT serving the Otay Mesa POE and to the San Diego regional transit network. One alternative would connect the Otay Mesa East POE via Siempre Viva Road to the South Bay BRT, and the other would connect to the South Bay BRT via SR 11.

In addition, six types of potential transit service were evaluated to see which would provide the best service. They were as follows:

1. Extension of South Bay BRT
2. Branch of South Bay BRT
3. Extension of MTS Bus Route 905
4. Shuttle Service from Otay Mesa POE Station
5. Shuttle Service from Otay Mesa Road Park and Ride Station
6. Extension of Airway Road Transit Service
Figure 4

South Bay BRT

Source: SANDAG, 2008
Pedestrian and vehicle access to transit at the proposed Otay Mesa East POE also was evaluated. Since this POE is in the planning stages, it provides a unique opportunity to influence how transit vehicles (and private vehicles picking up pedestrian crossers) will access the POE. Several recommendations were made on providing better access for transit, private vehicles, and pedestrian crossers. The following are key elements that will be recommended for incorporating into the POE site plan:

1. The Siempre Viva Road/SR 11 interchange should be at least three-quarters of a mile away from the POE. As such, an access road adjacent to SR 11 from the Siempre Viva Rd. to a designated drop-off area would provide direct, unimpeded access for transit into the interior of the POE. Placing the access road adjacent to SR 11 would allow for minimal impact to potential commercial/industrial development adjacent the POE.

2. Access into the POE should limit the amount of interaction between transit vehicles and commercial traffic. It is assumed that commercial traffic will have an exclusive access road into the Commercial Vehicle Enforcement Facility (CVEF) from the new POE. It will be critically important to ensure that the configuration of the Otay Mesa East POE does not require transit vehicles to wait in or cross queues of vehicles waiting to cross the border. To facilitate this goal, a transit guideway is recommended.

3. The access road with transit-only lanes in the center/median into the POE pedestrian drop-off is recommended; the locations for drop-offs/platforms should be placed in separate areas with the transit station nearest the POE pedestrian processing facilities to ensure transit priority to the POE.

Private vehicles (non-transit vehicles) should not be allowed to enter the transit station.

The following recommendations were made in regards to the intermodal station requirements for the Otay Mesa East POE:

1. The station platforms should be located within an eighth of a mile from the pedestrian crossing for the POE, or less if possible. This will reduce the total crossing time by allowing the pedestrians to reach the transit station—and its amenities—in the fastest manner possible.

2. The station should be located centrally along the pedestrian path to the Otay Mesa East POE pedestrian crossing facilities. If possible, the Otay Mesa East POE should be designed to consolidate pedestrian processing facilities on one side of SR 11 (either east or west), which would allow direct access to transit facilities without building pedestrian bridges across the highway. This should also include an area for private vehicles dropping-off pedestrian crossers. Ideally, both northbound and southbound pedestrian crossing facilities should be located on the same side of the highway, so that transit facilities in both the U.S. and Mexico can be consolidated for maximum user convenience. By comparison, the design of the San Ysidro and Otay Mesa POEs assumes that pedestrians need to be processed in the same direction of travel as vehicular traffic (i.e., to the right of the roadway), so that the facilities in the U.S. and Mexico are consistently on opposite sides of the road, and transit passengers must cross the highway for at least one direction of travel.
3. The station design should remain flexible and have sufficient area/curb to accommodate boarding areas for a shuttle, a conventional 40’ bus, a 60’ BRT vehicle, or all three.

4. If the Otay Mesa East POE station is a terminal station for South Bay BRT or another route (i.e., MTS Route 905), it will need to accommodate additional layover vehicles to maintain operations reliability.

5. The station should accommodate the purchase of fares with either dollars or pesos.

6. The station should accommodate a bus turnaround.

**Next Steps**

Findings from this evaluation will guide transit planning activities at the Otay Mesa - Mesa de Otay and the future Otay Mesa East - Otay II POEs.

**NEW ACTION** Collaborate with the San Diego County Regional Airport Authority in the upcoming market demand study of a cross-border terminal connection between Otay Mesa and Tijuana International Airport toward its possible implementation.

**Progress**

In January 2007, the San Diego County Regional Airport Authority evaluated feasibility issues related to a cross-border terminal between the United States and Tijuana International Airport. In addition, the Airport Authority completed a market demand study of the cross-border terminal in May 2008 to evaluate existing demand and capacity at Tijuana International Airport, review data on existing U.S. passengers that travel from the Tijuana Airport, conduct a survey of San Diego residents that may use the Tijuana Airport if a convenient cross-border connection existed, and develop projections of expected passenger growth at the Tijuana Airport.

The following are the primary study results:

- The number of passengers using Tijuana International Airport (TIJ) from the U.S. will continue to grow significantly over the next 20 years regardless of whether a cross border terminal is developed.
- With an easy cross border terminal, a total of 3.2 million annual passengers (MAP) would use TIJ to/from the United States in 2020; in 2030 that number could rise to 6.4 MAP. This includes both passengers that would be induced to use TIJ by the cross border connection and passengers that would use TIJ even without a connection.
- The passenger demand that would be induced to use TIJ to/from the United States solely because an easy cross border connection exists is estimated at 1.1 MAP in 2020 and 2.7 MAP in 2030.
- If an easy cross border connection does not exist, it is still estimated that 2.1 MAP will use TIJ to/from the United States in 2020 and 3.7 MAP in 2030.

The Airport Authority’s Board will be asked to accept the market demand study report in June 2008.
ECONOMIC DEVELOPMENT ACTIONS

ISSUE PROMOTE CREATION OR EXPANSION OF COMMON EMPLOYMENT CLUSTERS ON BOTH SIDES OF THE BORDER AND ADDRESS FUTURE INDUSTRIAL LAND USE SUPPLY AND DEMAND


Progress

The 2007 San Diego Regional Economic Evaluation and Prosperity Strategy (REPS) identifies demographic and economic challenges facing the San Diego region and promotes a region-wide strategy to meet these challenges and improve the competitiveness of our local economy. The strategic goals identified in the 2007 REPS include: housing affordability; labor force preparation; investment in goods movement, energy, and water infrastructure; economic monitoring; and financial competitiveness. In addition to the reservation of prime employment land for industrial purposes, these regional issues mirror the issues identified in the Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan, including housing supply and affordability; transportation infrastructure, such as State Route 905 and the proposed Otay Mesa East POE and connecting roads; availability of land for non-retail employment; and protection of existing industrial sites.

On March 28, 2008, the SANDAG Board of Directors accepted the REPS as an element of the Regional Comprehensive Plan.

EARLY ACTION Within the framework of San Diego Dialogue’s Crossborder Innovation and Competitiveness Initiative, begin the implementation of selected recommendations from the Borderless Innovation study outlined below:

Initiate a crossborder program to foster scientific and technology relationships, awareness of research, and commercialization of discoveries in the life sciences between the San Diego-Baja California region and other regions in Mexico.

Progress

In December 2006, San Diego Dialogue launched an 18-month binational project, the Life Sciences Gateway Initiative, which seeks to forge binational relationships among researchers, scientists and investors for the purpose of establishing crossborder programs in the life sciences. Partners include Mexican academic institutes with advanced life science facilities from the regions of Guanajuato, Jalisco, Morelos, Nuevo León and Baja California. The initiative involves a series of roundtables and seminars among leaders from Mexico and California focused on establishing strategic partnerships in clinical research, manufacturing and venture investing in biomedicine and biotechnology.

In June 2007, the San Diego Dialogue produced the first briefing paper titled Borderless Biotech & Mexico’s Emerging Life Sciences Industry, which outlines progress on this collaborative effort. The report describes the San Diego border region as a portal for borderless biotech due to its strategic location along the U.S.-Mexico border and the unique opportunity to work with Mexico’s emerging life science industry. Based upon the progress made during the first year of the Initiative in fostering collaborative relationships among the participating
regions, Merck has extended the effort through June 2009.

San Diego Dialogue and Global CONNECT are also assessing the development of a Cleantech Industry Cluster in the San Diego Region. Cleantech industries produce a wide range of products and services that optimize the use of natural resources, offering a cleaner or less wasteful alternative to traditional products and services.

In June 2007, Global CONNECT completed a study titled Cleantech Industry in San Diego – An Assessment of Assets and Capabilities for the City of San Diego and the San Diego Regional Economic Development Corporation. With several leading cleantech companies having a presence on both sides of the border, the study acknowledges that the San Diego – Baja California border region offers an ideal location that no other emerging cleantech hub can offer: close proximity of high technology R & D and competitively priced advanced manufacturing capabilities. Baja California also offers an option for firms that may find the amount of land available for large scale manufacturing limited in San Diego or prohibitively priced.

The study recommends that the San Diego region be benchmarked against several other leading clean-tech hubs in terms of industry characteristics and policies relevant to cleantech cluster development. Global CONNECT is currently in discussions with potential funders and have proposed the benchmark study be completed by mid-summer 2008.

NEW ACTION   Explore the consolidation of employment clusters through the establishment of business service centers such as science and technology parks.

Progress

IMPlan is exploring consolidating employment sectors through the establishment of commercial services such as research and development parks.

HOUSING ACTIONS

ISSUE   ADDRESS FUTURE HOUSING SUPPLY AND DEMAND, HOUSING AFFORDABILITY ISSUES AND OPPORTUNITIES, AND INFRASTRUCTURE NEEDS OF EXISTING AND FUTURE RESIDENTIAL LAND USE

NEW ACTION   Promote comprehensive housing developments within Tijuana portion of the study area, which would include providing space for recreational activities, sports, green areas, and public facilities and services to improve the quality of life.

Progress

The City of Tijuana via IMPlan formally requested Mexico’s National Water Commission (CONAGUA) to dedicate surrounding federally zoned lands along portions of the Alamar River, located within the Strategic Plan study area, for the exclusive development of recreation infrastructure and rehabilitation of green spaces. In addition, IMPlan is proposing sustainable development strategies in the 2008-2030 Municipal Urban Development Plan.
IMPlan also has requested funds from Secretariat of Social Development (SEDESOL) to evaluate the social and environmental conditions of the Nido de las Aguillas canyon.

**NEW ACTION** Collaborate with IMPlan and the Urban Land Institute (ULI) on sharing resources, planning techniques, and strategies as they relate to Smart Growth planning.

**Progress**

The 2008 SANDAG Annual Event will begin to address this strategy. SANDAG, IMPlan and ULI are cosponsoring this event. The theme of the event proposes to discuss Smart Growth and sustainable development in the border region and opportunities for regional collaboration. This binational seminar is scheduled on June 3, 2008, in the San Diego region.

**ENVIRONMENTAL ACTIONS**

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>ADDRESS CONSERVATION OF SENSITIVE HABITAT AND URBAN RIVER CORRIDORS (E.G., ALAMAR RIVER AND OTAY RIVER WATERSHED) AND WATER QUALITY</th>
</tr>
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<tbody>
<tr>
<td>EARLY ACTION</td>
<td>Support plans for habitat restoration and rehabilitation along the Alamar River riparian corridor.</td>
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</table>

**Progress**

In March 2008, the City of Tijuana allocated funds to IMPlan for the Phase I planning and construction of the Alamar River Expressway. A portion of these funds will be used to canalize a section of the Alamar River with cement. Previous plans called for canalizing the Alamar River with impervious materials that would allow filtration and recharging of the aquifer, as well as increasing the supply of potable water. However, this modification is proposed to safely channel water to the Tijuana River, which also would protect homes, infrastructure, and property.

The canalizing of the Alamar River would be approximately three kilometers which is the same length as the first phase of construction of the Alamar River Expressway. The new canal would begin at the area known as the “Bocina,” where the existing cement channel linking the Alamar River to the Tijuana River channel ends, and extend toward the intersection of Manuel Clouthier Boulevard. The Alamar River Expressway will eventually extend east, linking to roads connecting to the future Mesa de Otay II POE. Future channeling work extending east along the Alamar River would be more consistent with the original plans to use impervious materials.

Also in support of habitat restoration goals for this area IMPlan is currently seeking funds to implement a Species Recovery Plan.

**Next Steps**

In order to fully complete the construction of planned infrastructure for the Alamar River, it will first be necessary for the City of Tijuana to secure jurisdictional authority over the project footprint area and have all prior concessions on this land removed. As an initial step, IMPlan recently sent a letter to Mexico’s National Water Commission (CONAGUA) making this request. If this request is approved, it would expedite the City’s efforts to construct this road and related projects. In addition, IMPlan has drafted a Moratorium affecting the entire Alamar River project zone. The Moratorium calls for suspending issuances of any building and land use permits in order to ensure appropriate development of projects and infrastructure for this area. The City of Tijuana’s City Council approved a one year Moratorium in May 2008.
Also, as part of the first phase of this project approximately 300 families will be relocated to clear the way to construct the Alamar River Expressway, the cement channel, and complete habitat restoration plans. Construction of the channel is scheduled to begin in June 2008 and be completed in December 2008, while construction of the Alamar River Expressway will begin in late 2008 and is anticipated to be completed in late 2009.

Also as an ancillary approach, IMPlan will be monitoring the State of Baja California’s Commission for Public Services in Tijuana (CESPT) progress on delivering treated sewage water to the study area in order to foresee opportunities for irrigation and use by industry. In addition, the City of Tijuana’s Urban Administration Department (DAU), CESPT, and IMPlan are coordinating detailed plans to reuse treated sewage water for maintaining green spaces and landscaping located in public right-of-way. In support of this, the City’s urban development regulations will address the reuse of water.

ISSUE COLLABORATE WITH THE U.S. EPA IN THE BORDER 2012 PROGRAM, THE BINATIONAL AIR QUALITY TASK FORCE, AND THE SAN DIEGO COUNTY APCD IN BINATIONAL CLEAN AIR EFFORTS

EARLY ACTION Support the San Diego APCD cross-border clean air demonstration projects.

Progress

In 2005, the Air Pollution Control District (APCD) received a grant from the U.S. Environmental Protection Agency (EPA) to fund the San Diego/Tijuana Clean Diesel Demonstration Project, with the objective of mitigating the air quality impact of increased cross-border, heavy-duty diesel truck traffic. This project was completed in early 2008 and retrofitted 50 cross-border trucks with Diesel Oxidation Catalysts (DOCs) plus a Spiracle crankcase filtration system.

EARLY ACTION Link the creation of conservation areas to the objectives and goals established in “A Binational Vision for the Tijuana River Watershed” and the Border 2012 programs.

Progress

The California Biodiversity Council (CBC) is a statewide council established to design a strategy to preserve biological diversity and coordinate implementation of this strategy through regional and local institutions. The Council holds tri-annual meetings around the state to improve coordination among state and federal land management agencies and local interests.

In 2006, the CBC’s “Biodiversity along the Border” Committee created two working groups: the Tijuana Estuary Issues Working Group and the Las Californias Working Group. The Tijuana Estuary Issues Working Group focused on conservation easements and issues related to the Tijuana River Valley management, while the Las Californias Working Group focus was on exploring the implementation of actions outlined in the Las Californias Binational Conservation Initiative report.

At the CBC’s October 2007 meeting, the Las Californias Working Group presented the following recommendations: (1) create a Las Californias Binational Working Group to continue to collaborate on binational conservation between Mexico and the U.S. through the leadership of Mexico’s SEMARNAT (Secretariat for the Environment and Natural Resources) and the California Resources Agency; (2) seek funding sources for a community sewer system, sedimentation basins, and trash management to enhance the water quality of the Tijuana Estuary and
its watershed; and (3) explore developing a tire recycling plant in the San Diego region. The CBC accepted the report, and directed the Group to follow up on these recommendations and continue meeting through the Las Californias Binational Working Group, as the Tijuana River Estuary Issues Working Group’s activities were scheduled to sunset after the October 2007 CBC meeting.

In November 2007, the Las Californias Binational Working Group met in Tijuana to discuss next steps. The following summarizes key meeting highlights:

1. Mexican federal, state, and local agencies are exploring the possibility of entering into a formal Memorandum of Understanding (MOU) to establish a sister-like California Biodiversity Council entity to formally work with the CBC and partners from Non-Governmental Organizations (NGOs). If this entity were established, a future MOU between the CBC and Baja California’s biodiversity council would be explored. As a first step in this effort, representatives from the newly elected local and state governments in Mexico will be invited to the next Las Californias Working Group meeting, where they will be updated on the ongoing efforts and proposals.

2. The Las Californias Working Group agreed to meet three times annually, while the Mexican delegation has committed to meet monthly.

3. The Las Californias Working Group agreed to incorporate activities managed by the Tijuana River Estuary Issues Working Group to promote water quality and habitat conservation in the portion of the Tijuana River Watershed surrounding the Tijuana Estuary. This area also would include the Alamar River located within the study area of the Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan. This proposal was accepted by the group and will be evaluated along with other proposals to determine priorities.

4. The Nature Conservancy (TNC) reported on efforts to conserve cross-border biological habitat linkages on the Mexican side of the border between Tecate and Tijuana and areas east of Tecate on both sides of the border adjacent to the southern portion of Borrego Springs State Park extending south to Parque Nacional Constitución de 1857 in Baja California (see Figure 5). This is part of the Park to Parque initiative, which would link parks from north and south of the border. In 2008, as an initial effort to connect these linkages, TNC purchased 1,100 acres of land between Anza-Borrego State Park and the U.S.-Mexico border. This land is critical habitat for the Quino Checkerspot Butterfly and links to lands south of the border. TNC also reported that the San Diego Natural History Museum is planning a binational Las Californias expedition within the Park to Parque linkage in 2009.

Next Steps

The Las Californias Working Group met in San Diego on May 9, 2008 and identified the following next steps for follow up:

- The Baja California delegation will continue to explore the possibility of entering into a formal Memorandum of Understanding (MOU) to establish a sister-like California Biodiversity Council entity to formally work with the CBC and partners from Non-Governmental Organizations (NGOs). In the interim, they are seeking a letter of support from the CBC that
would be submitted to key Mexican decision makers to secure their support. They also committed to work on consolidating work efforts and sharing resources by developing a work plan that would serve to define their roles and activities that they could jointly pursue.

- The City of Tijuana’s Environmental Protection Department (DMPA) is exploring a public private partnership with Casas Geo Foundation, a Mexican homebuilder, who has offered to donate and rehabilitate approximately 19 acres of land as permanent open space. This collaborative effort is set to initiate in summer of 2008.

- IMPlan has identified the following three priority locations in the City of Tijuana for environmental conservation and/or rehabilitation: Vaso de la Presa; Cerro San Ysidro; and Canyon Laureles. As an initial step, IMPlan will be meeting with Cerro San Ysidro landowners that own properties designated for conservation. Discussions at these meetings are expected to focus on the negotiation of the exchange of development rights for setting aside conservation lands. These discussions are expected to begin in late spring 2008.

- TNC and Pronatura recently received approximately $30,000 (U.S. dollars) from a private donor, that will be use to advance planning efforts in Baja California to support the Park to Parque initiative.

- Work will continue in the Los Laureles Canyon to collect pavers for erosion protection. So far 68 percent of the pavers have been collected out of a total of the original 75,000 pavers necessary to pave one of the roads.

- With the new paving project, the goal is to collect two hundred and fifty thousand pavers by next year.

**NEW ACTION Support APCD efforts to implement the SmartWay Transport project in the San Diego region.**

**Progress**

To advance SmartWay Transport goals, EPA is conducting a Truck Stop Electrification (TSE) study. The study is evaluating TSE services to the international POEs. TSE focuses on services to reduce idling by freight trucks waiting to cross the border. It will be shared with stakeholders, including SANDAG, to refine the concept and understand opportunities and barriers to implementation.

The focus of the study is primarily for the Mexico side of the existing Otay Mesa border crossing. At this POE, trucks face significant waits to pass through Mexican control export facilities, U.S. Customs and Border Protection security inspections, and California safety inspections before being released into the United States. Many of the concept ideas are likely to be applicable to other border crossings for facilities on both sides of the border.

The initial effort will help address these and other considerations through research and discussions with stakeholders and to develop a more fully detailed concept for border crossing TSE. The study is analyzing the following key considerations and challenges to providing TSE services at POEs:

- The need to link border crossing TSE to a notification/appointment system and the willingness of customs, security, and other stakeholders to consider such a system;
• The availability of land for a staging area that will accommodate the anticipated levels of use near the Otay Mesa POE and its cost;
• The availability of grants and other funds for land and infrastructure on the Mexico side of the border;
• The conditions under which a border crossing TSE would make commercial sense to TSE service companies;
• A financial and pricing structure that is feasible for trucking companies, particularly smaller drayage operations;
• Ownership (governmental or private) of the staging area; and
• Buy in from the trucking community and potential incentives for cross-border truckers to use the staging area rather than staying in the queue.
To build upon EPA’s TSE study and advance SmartWay Transport goals, SANDAG recently applied for a 2008-2009 Partnership Planning Grant from Caltrans to study the feasibility of implementing truck stop electrification at San Diego - Tijuana Ports of Entry. If this grant is awarded, a feasibility study would be conducted to assess the viability of implementing TSE facilities serving the existing Otay Mesa POE and the future Otay Mesa East POE.

**Next Steps**

Caltrans’ awards of Partnership Planning grants is expected in the summer 2008.

In addition, the U.S. EPA and APCD also will be evaluating an alternate strategy to retrofit additional trucks. These trucks would be retrofitted with Diesel Particulate Filters (DPF) approved by ARB and EPA as Level 3 technology. The DPFs would reduce PM emissions by at least 85 percent (DOCs are Level 1 with 25 percent in PM emission reductions). Due to significant cost differences compared with retrofitting with DOCs, there would probably be only 15 to 25 trucks retrofitted in this program.
OTAY MESA – MESA DE OTAY BINATIONAL CORRIDOR STRATEGIC PLAN: PROGRESS REPORT ON THE IMPLEMENTATION OF PUBLIC TRANSPORTATION ACTIONS

File Number 3006300

Introduction

The Otay Mesa – Mesa de Otay Binational Corridor Strategic Plan identified two strategies that when implemented would provide baseline data and recommendations for planning future public transportation serving the Otay Mesa – Mesa de Otay Port of Entry (POE). The first strategy was to evaluate the City of Tijuana’s draft Public Transportation Plan, focusing on routes that would serve the Otay Mesa – Mesa de Otay POE. The second strategy focused on evaluating the potential for extension of the South Bay Bus Rapid Transit (BRT) service to the proposed Otay Mesa East border crossing along the future State Route 11 (SR 11). The following provides an update on progress made on these strategies.

Discussion

To advance these actions, a transit planning consultant was recently retained by SANDAG to evaluate the City of Tijuana’s draft Public Transportation Plan. The consultant’s work included completing a study to gather information on ridership and current and planned transit routes serving the Mesa de Otay POE. In addition, current and future gaps in transit services to accommodate crossborder travel via the Otay Mesa – Mesa de Otay POE were identified.

The study developed several recommendations which are based on the assumption that pedestrian crossings will increase at the Mesa de Otay POE in response to the forecasted growth in eastern Tijuana and implementation of the South Bay BRT service in the San Diego region. The findings and recommendations focus on improvements to pedestrian and public transportation infrastructure to facilitate access to both sides of the border.

SANDAG staff shared the study’s findings and recommendations with Tijuana’s Municipal Planning Institute (IMPlan) for its review and evaluation. Comments received from IMPlan were incorporated in the final Technical Memorandum (Attachment 1).
A Technical Memorandum also was developed by the transit consultant for the second strategy. It evaluates the potential extension of BRT (or other alternative transit service) to the Otay Mesa East POE. Two alternatives were evaluated as to how transit from the Otay Mesa East POE would connect to the proposed South Bay BRT serving the Otay Mesa POE and to the San Diego regional transit network. One alternative would connect SR 11 from the Otay Mesa East POE to Siempre Viva Road to the South Bay BRT, and the other would connect to the South Bay BRT through SR 11 and SR 905. In addition, six types of transit service were evaluated to see which would provide the best service.

Pedestrian and vehicle access to transit at the proposed Otay Mesa East POE also was evaluated. Since this POE is in the planning stages, it provides a unique opportunity to influence how transit vehicles (and private vehicles picking up pedestrian crossers) will access the POE. Several recommendations were made on providing better access for transit, private vehicles, and pedestrian crossers.

**Next Steps**

Findings from these two evaluations will inform transit planning activities at the Otay Mesa – Mesa de Otay and the future Otay Mesa East – Otay II POEs.

BOB LEITER
Director of Land Use and Transportation Planning

Attachments: 1. Evaluation of Tijuana’s Public Transportation Facilities at the Otay Mesa – Mesa de Otay Port of Entry; South Bay BRT, December 2007
2. Service Alternatives for Otay Mesa East Port of Entry, South Bay Bus Rapid Transit Project, April 2008

Key Staff Contact: Jennifer Williamson, (619) 699-1959; jwil@sandag.org
Memorandum

To: Elisa Arias  
Cc: Jennifer Williamson  
From: John Morris  
Date: April 14, 2008  
Subject: Evaluation of Tijuana's Public Transportation Facilities at the Otay Mesa-Mesa de Otay Port of Entry; South Bay BRT, KHA Project No. 095596000

Introduction

SANDAG requested that Kimley-Horn and Associates provide an evaluation of the existing and proposed public transportation services to the Otay Mesa-Mesa de Otay Port of Entry (OMPOE)—see Figure 1: Vicinity Map. This evaluation was initiated in response to the Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan's early action item recommending the evaluation of the City of Tijuana’s transit routes proposed to serve the OMPOE.

Figure 1: Vicinity Map
The results of Kimley-Horn’s evaluation are presented in this memo. Our findings are organized in the following sections:

A) Overview of proposed South Bay Bus Rapid Transit (BRT) service to OMPOE.

B) Evaluation of the existing pedestrian and transit access to the OMPOE (MX) on the Tijuana side.

C) Calculation of the anticipated increase in pedestrian crossings at the OMPOE in response to the implementation of BRT service. This section will take into consideration shifts in border crossing activity between the San Ysidro and Otay Mesa POEs.

D) Review of the public transportation network proposed by Tijuana’s Instituto Municipal de Planeación (IMPlan). This section will look at how IMPlan’s proposed network will serve both the OMPOE and its surrounding area.

E) Qualitative recommendations for development of potential access improvements to pedestrian and public transportation infrastructure to facilitate access to both sides of the border. Based on the evaluation of the previous sections, a set of options were developed and compiled.

F) Recommended next steps.

Based on the evaluation of the factors described above, Kimley-Horn and Associates can make the following recommendations for improved pedestrian and public transportation facilities; see Figure 2 – Otay Mesa-Mesa de Otay POE Proposed Access Improvements. These options are not mutually exclusive and may be combined:

1. Implement a public transportation station in Tijuana, similar to the proposed South Bay BRT at-grade station, at one of two sites on the east side of the OMPOE (MX), or on the west side, with transit only lanes from Blvd. de las Bellas Artes.

2. If public transit facilities in Tijuana are developed on the east side of the access road, build a pedestrian bridge from the west side of the access road, where pedestrians enter Mexico after passing through the POE.

3. Improve pedestrian infrastructure leading to and from the OMPOE (MX) along Mexico’s auto access route to Blvd. de las Bellas Artes. This can be limited to the east side of the access road if a pedestrian bridge is constructed—as shown in Figure 8.

4. Provide shuttle services between IMPlan’s proposed transit network trunk routes on Boulevard Industrial (Highway 2D) and the OMPOE (MX). The shuttle could also take advantage of its proximity to the Tijuana Airport and provide direct
service from the OMPOE to the airport. This route could serve the tourism market from San Diego by providing an option to use the Tijuana Airport.

5. Provide direct service between the OMPOE and the Central de Autobuses (Central Camionera) in Tijuana—a large bus station which provides interregional bus services to Baja California and the interior of Mexico. This service could serve the tourism markets between Baja California and United States as well as interregional markets. Such a link would also greatly expand mobility options for residents of San Diego/Tijuana by providing a direct connection to the many destinations in the interior of Mexico accessible from the Central de Autobuses. Because the bus terminal is located in the eastern area of Tijuana, a connection via Otay Mesa is potentially more convenient for travelers from the US than using the San Ysidro crossing to the west.
Figure 2
Otay Mesa-Mesa de Otay POE
Proposed Access Improvements
A. Overview of proposed South Bay BRT service to OMPOE

The proposed South Bay Bus Rapid Transit line is anticipated to provide service from the OMPOE through developing communities in Chula Vista and into downtown San Diego in less than an hour. This transit service is currently in the planning phase with implementation expected in approximately 2013.

South Bay BRT will provide a level of service and access to the San Diego region that exceeds current public transportation services at the OMPOE. Currently, Route 905 operates between the OMPOE and Iris Trolley Station on the Blue Line Trolley with 15 to 30 minutes frequency. The South Bay BRT service, however, will have a high frequency service (10 to 15 minutes headways) to destinations in Chula Vista, National City, and downtown San Diego—see Figure 3: South Bay BRT Route Map.

Figure 3: South Bay BRT Route Map
Because of the high level of service planned, South Bay BRT will likely increase the pedestrian demand to the OMPOE which in turn may require improved/additional public transportation and pedestrian services on the Tijuana side of the OMPOE. It may also pose an opportunity to mitigate the current pedestrian lines in San Ysidro by attracting more pedestrian crossings to the OMPOE through improved accessibility.

The following sections evaluate elements at the OMPOE which may be affected by the introduction of South Bay BRT service to the OMPOE—specifically pedestrian and transit access, the demand for pedestrian crossings, and the proposed transit network by IMPlan. These elements will be evaluated with respect to the introduction of the South Bay BRT to determine if any infrastructure or service improvements should be suggested due to the proposed South Bay BRT service.

B. Existing Pedestrian and Transit Access to Otay Mesa POE

The choice to be a pedestrian crosser at OMPOE (versus San Ysidro POE) can be dependent on the minimum level of both pedestrian and transit access on either side to and from the OMPOE. In other words, the least common denominator in pedestrian and transit facilities between the U.S. and Mexico sides may influence how and where a person crosses the border. The assessment of the existing facilities takes into consideration:

1) The ability to cross auto access/inspection facilities if transit or pedestrian access is limited to one side or the other of these auto-oriented facilities at the OMPOE.

2) The distance walked by a pedestrian between the bus stop/station and the pedestrian processing facilities at the OMPOE is preferred to be within 200’ but not more than a quarter of a mile from the pedestrian processing facilities.

3) The quality of pedestrian facilities with regards to finding their way toward and away from the POE to their destination and overall ease of using the existing facilities.
The following is an assessment of the existing conditions encountered by pedestrians crossing the border. The northbound and southbound conditions are described separately.

MEXICO to UNITED STATES –
The pedestrian crossing at the OMPOE into the United States is along the east side of the OMPOE. Consequently, pedestrians must approach the OMPOE facilities on the east side of the automobile access road to the OMPOE. The following are locations in Tijuana where pedestrians may be dropped off or begin their walk towards the OMPOE.

1. Blvd. de las Bellas Artes: Currently, passengers using public transportation alight at Blvd. de las Bellas Artes and must walk to the OMPOE from this arterial road. The walk is approximately 0.5 miles using an un-paved median between the SENTRI access road and the local road. Facilities provided at the bus stop are minimal without a path clearly defined to and from the OMPOE facilities.

2. SENTRI/Drop-Off Road: The OMPOE does allow for SENTRI processing through a separate road that is also used for dropping off pedestrians. The road is on the east side of the OMPOE and the general traffic lanes and provides a sidewalk on the right side of the road for pedestrian drop-offs. The road also provides a right lane u-turn back towards Blvd. de las Bellas Artes for vehicles dropping off pedestrian crossers. While this area may not be a designated drop-off zone, it has been utilized by both private and public vehicles to drop-off pedestrian crossers.

Once across the border, pedestrians using the future South Bay BRT would cross SR-905 and the automobile inspection facilities using the existing pedestrian bridge to reach the proposed South Bay BRT station on the west side of the OMPOE—see Figure 4 Otay Mesa U.S. POE – Proposed South Bay BRT Station. Private vehicle pick-ups can occur along Via de la Amistad (0.1 mile walk) on the east side of the OMPOE or along Nicola Tesla Ct. and Otay Center Dr. (0.33 mile walk) on the west side of the OMPOE. Both locations also provide access to MTS Route 905 which travels along Otay Mesa Rd. and terminates at the Iris Trolley Station (2 trolley stops north of the San Ysidro POE).
The distance and ability to access these transit services at OMPOE are in direct contrast to the San Ysidro Intermodal Transportation Center which is directly adjacent to the San Ysidro POE and visible upon exiting the pedestrian processing facilities.

UNITED STATES to MEXICO –
The pedestrian crossing towards Mexico is located on the west side of the OMPOE. It can be accessed by two paths:

1. **Via de la Amistad**: Since vehicles are currently not allowed to drop off pedestrian crossers on the east side near the OMPOE (US), pedestrians must walk across the existing pedestrian bridge adjacent to the OMPOE (US).
2. Nicola Tesla Ct: On the west side of the OMPOE (US), pedestrian trips are generated from Nicola Tesla Ct. via a bicycle/pedestrian path adjacent to the border access road (SR-905). The cul de sac is a convenient location for people to be dropped off or picked up when crossing the border.

Once across the border on the west side of the OMPOE (MX), pedestrians are somewhat isolated from public transportation facilities and services in Tijuana. There are taxis available near the vehicle inspection facilities. For pedestrians to reach the nearest bus routes, they would need to walk 0.5 miles to Blvd. de las Bellas Artes. Buses are color coded, using gold/white vehicles or blue/white vehicles depending on the destination of the passenger; however, while vehicles are easily identifiable, first time passengers are not provided with the facilities or information as to destinations of those bus routes. Furthermore, a potential passenger does not have an identifiable location where he or she is insured that the bus will stop to pick them up. Also, in order for pedestrian to reach the east side of the OMPOE (MX), to an area where private cars are allowed to enter and exit the immediate vicinity of the POE, the pedestrian needs to cross the auto access road using an at-grade pedestrian crosswalk through the lanes of cars.
POTENTIAL IMPROVEMENTS
The existing infrastructure could be improved upon with the addition of a pedestrian bridge connecting the east and west sides of the OMPOE within Mexico—see Figure 5 Border Access from Tijuana Transit System. This improvement in the infrastructure would allow for consolidated resources serving the OMPOE (MX) to one side of the access road—similar to the consolidation of transit services on the west side of the OMPOE (US) proposed with the South Bay BRT as shown in Figure 4.

Figure 5: Border Access from Tijuana Transit System
In Figure 5, transit only lanes and station alternatives are shown on both the east and west sides of the OMPOE (MX). However, there are several reasons for recommending the east side as opposed to the west side. First, through the redesign of current SENTRI/Drop-Off access roads and local streets, OMPOE access and circulation can be improved for SENTRI participants, drop-off vehicles, taxis, public transportation buses, and pedestrians. The redesign would allow the station to be within an eighth of a mile from the OMPOE and could include transit only lanes on the east side of a pedestrian median maintaining private vehicle and taxi drop-offs on the west side of the median adjacent to the SENTRI access lanes¹.

Second, while the west side of the OMPOE (MX) is potentially convenient for pedestrians entering Mexico, a facility to the west would be located at best a quarter mile away from either the Mexico or U.S. pedestrian processing facilities—as opposed to an eighth of a mile on the east side. The west side also lacks access for buses to the OMPOE (MX) from Blvd. de las Bellas Artes. To provide access on the west side, the truck processing facility exit and adjacent intersection may need to be reconfigured to accommodate a left turn for public transportation vehicles. Table 1 compares the advantages and disadvantages for having a station on the eastside or westside of the OMPOE (MX).

¹ There was additional conceptual routing of buses considered along local roads east of the OMPOE. These routes would allow for minimal impact to the SENTRI access—assuming only one contra-flow transit lane from the OMPOE to Blvd. de las Bellas Artes; however, these routing alternatives would take passengers out of direction to the OMPOE (at least three-quarters of a mile), with the bus traveling through residential neighborhoods, and could be substantially slower.
<table>
<thead>
<tr>
<th>ADVANTAGES</th>
<th>Westside of OMPOE (MX)</th>
<th>Eastside of OMPOE (MX)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Location provides easier egress from the station via the Otay Mesa auto access road—which has small amounts of traffic from automobiles leaving the OMPOE (MX) auto inspection facility. Public transportation vehicles would exit the station towards the Otay Mesa auto access road. All directions of travel (except north) are possible from this access road via the interchange at Bellas Artes.</td>
<td>1. Provides close proximity (1/8th of a mile) to the pedestrian facilities of the OMPOE (US).</td>
<td>2. Station would clearly visible to pedestrians coming from Bellas Artes on the eastside and by pedestrians crossing the bridge from the westside of the OMPOE (MX).</td>
</tr>
<tr>
<td>2. Location proposed for station is currently vacant while the northeast corner of the lot is used as parking for taxis waiting to enter the queue to pick-up passengers.</td>
<td>3. Station location, with the construction of the pedestrian bridge, would allow both transit and taxi access to be in the same location for ease of use for pedestrian crossers.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>DISADVANTAGES</th>
<th>Westside of OMPOE (MX)</th>
<th>Eastside of OMPOE (MX)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Station would be located, at-best, a quarter of a mile from the OMPOE (MX) and would require pedestrians crossing into the US to cross the auto access road either at-grade or through a pedestrian bridge.</td>
<td>1. Buses would need use the SENTRI access road even when the border inspection queue blocks the entrance causing delay for passengers.</td>
<td>2. When demand is significant, left turns into the SENTRI lanes from Bellas Artes are not allowed and buses would need to detour to the next intersection to make a u-turn.</td>
</tr>
<tr>
<td>2. Access to the parcel is difficult. The adjacent intersection will require a protected left turn signal and turning lane for public transportation vehicles entering the station.</td>
<td>3. The adjacent intersection will require a protected left turn signal and turning lane for public transportation vehicles entering the station.</td>
<td>4. The parcel of land needed for the proposed station appears to be used as a private parking facility. Parcel would need to be acquired.</td>
</tr>
<tr>
<td>3. Proposed modified intersection is adjacent to the truck inspection facility. Trucks leaving the facility may create delays for buses entering the station.</td>
<td>4. Location is not easy to reach by pedestrians coming from Bellas Artes.</td>
<td>5. May require transit only lanes and contra-flow lanes adjacent to the SENTRI access lanes.</td>
</tr>
<tr>
<td>4. Location is not easy to reach by pedestrians coming from Bellas Artes.</td>
<td>5. Any changes to queuing locations or access for taxis may need to be coordinated with operators.</td>
<td>6. Access to the south and Blvd. Industrial would not be able to use the Otay Mesa auto access road. Instead a significantly out of direction route via Lazero Cardenas would be necessary.</td>
</tr>
<tr>
<td>5. Any changes to queuing locations or access for taxis may need to be coordinated with operators.</td>
<td>6. Access to the south and Blvd. Industrial would not be able to use the Otay Mesa auto access road. Instead a significantly out of direction route via Lazero Cardenas would be necessary.</td>
<td>7. Any changes to queuing locations or access for taxis may need to be coordinated with operators.</td>
</tr>
</tbody>
</table>
C. Anticipated Increase in Pedestrian Crossings at the Otay Mesa POE

The level of service that is expected from South Bay BRT will be comparable to trolley service with a travel time of approximately 50-55 minutes to downtown San Diego. The introduction of the South Bay BRT service would allow for greater overall efficiency in travel from an origin in Tijuana via OMPOE to a destination in San Diego, Chula Vista, or National City. Due to this travel improvement from the OMPOE via the South Bay BRT service, it is expected that more pedestrian crossings would be attracted at the OMPOE, just as the level of trolley service at San Ysidro attracts a large number of transit riders today.

Additionally, the South Bay BRT alignment will have significant trip generators such as major employment centers (i.e., the proposed university in Chula Vista, the proposed Eastern Urban Center, medical centers near East Palomar Street, and Downtown San Diego) and shopping destinations (Otay Ranch Town Center). According to the “Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan” published by SANDAG July 2007, shopping/errands and work/business accounted for 56.5% and 22.3%, respectively, as the primary purpose for border crossings at OMPOE among those who live in Mexico—see Figure 6 – Percent of Otay Mesa POE Border Crossings Among Those Who Live in Mexico. These two purposes account for approximately 79% of the crossings at the OMPOE and the trip generators along SBBRT will likely attract additional crossings at the OMPOE.

![Figure 6: Percent of Otay Mesa POE Border Crossings Among Those Who Live in Mexico](source: SANDAG - Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan)
Also, a second major generator of crossings (and SBBRT ridership), is the growing communities on the eastern side of Tijuana, as well as increased tourism generated by the new Tijuana-Rosarito corridor to the east of the OMPOE. According to the “Program for the Urban Development of Tijuana, BC 2002-2005”, Tijuana is expected to grow from 1.4 million in 2002 to approximately 2.8 million in 2025—with a significant portion of the growth occurring on the eastern side of Tijuana and along the Tijuana-Rosarito corridor.

In order to develop an assessment of the additional transportation services and facilities needed on the Tijuana side of the OMPOE, it is first necessary to estimate the future level of border crossing activity among transit users at Otay Mesa.

**Estimate of Future Otay Mesa Border Crossings**

Estimates of future transit demand at OMPOE were based on existing travel patterns at both San Ysidro and Otay Mesa, using two underlying assumptions: First, it was assumed that the current volume of transit travelers is skewed toward San Ysidro due to the far superior existing service at that location, and that the availability of similar high-quality transit at Otay Mesa would encourage some fraction of those travelers (particularly those from eastern Tijuana) to shift to the Otay crossing. Second, it was assumed that overall trends in population and travel growth would result in proportional increases in demand at both border crossings. The following describes the method that was used to first estimate the current latent demand at OMPOE, and then scale that estimate upward to account for long-term growth trends for the years 2015 and 2030.

The present-day latent demand for transit travel at OMPOE was calculated based on four segments of the existing border-crossing population: San Ysidro pedestrian, San Ysidro auto passenger, Otay Mesa pedestrian, and Otay Mesa auto passenger.

The first step involves redistributing the existing volume of pedestrians between Otay Mesa and San Ysidro based on the existing ratio of automobile passengers. It is presumed that the current pedestrian split between Otay Mesa and San Ysidro may not accurately represent the latent demand distribution due to the relative lack of transit options at the OMPOE compared to the extremely high level of transit service at San Ysidro. In order to estimate the latent demand at Otay Mesa, Kimley-Horn used the auto
distribution. Between 2004 and 2006, 28% of auto passengers entered the U.S. through Otay Mesa, with 73% going to San Ysidro. Because auto drivers are not constrained by the availability of transit and can choose to cross the border at the location most convenient to them, this percentage split provides a better indicator of the regional demand between the two crossings. The existing pedestrian/transit traffic at San Ysidro presumably includes some residents of eastern Tijuana who currently travel cross-town to San Ysidro because of the relative lack of transit options on the U.S. side at Otay Mesa. With the introduction of South Bay BRT service, IMPlan’s proposed public transportation can incorporate improved access to the OMPOE. Therefore, it can be inferred that although Otay Mesa currently only accounts for 16% of the total pedestrian crossings at both POE locations, the underlying demand is likely closer to 28%—similar to the unconstrained auto access. Table 2 below shows the average monthly border crossings between 2004 and 2006\(^2\). These numbers were used in the calculation.

### Table 2: Existing Monthly Border Crossings

<table>
<thead>
<tr>
<th>2004-2006 Monthly Average Crossings</th>
<th>Pedestrian</th>
<th>Automobile Pax</th>
<th>Total</th>
<th>Pedestrian Share</th>
<th>Automobile Pax</th>
</tr>
</thead>
<tbody>
<tr>
<td>Otay Mesa</td>
<td>124,680</td>
<td>1,032,970</td>
<td>1,157,350</td>
<td>10.8%</td>
<td>89.3%</td>
</tr>
<tr>
<td>San Ysidro</td>
<td>679,700</td>
<td>2,688,790</td>
<td>3,368,490</td>
<td>20.2%</td>
<td>79.8%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>804,380</td>
<td>3,721,760</td>
<td>4,525,840</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Otay Mesa Share</td>
<td>15.5%</td>
<td>27.8%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>San Ysidro Share</td>
<td>84.5%</td>
<td>72.3%</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

To estimate the latent demand for current pedestrian crossers multiply the total pedestrian crossings for the month by 28% (the share of automobile passengers crossing at Otay Mesa).

Adjusted monthly pedestrian demand for Otay Mesa POE:

\[
804,380 \times 0.28 = 225,000
\]

Change in pedestrian demand = 100,000 increase from existing

The second step involves projecting the redistributed pedestrians at the OMPOE to the years 2015 and 2030. The projection can be based on the growth of the average total monthly average crossings seen from 2000 to 2005. The overall growth over those six years was 17% which is approximately 2.7% annual growth. It is assumed that this growth will continue at a similar rate into the future given expanding population in eastern Tijuana along with increasing employment and shopping opportunities in Otay Mesa and eastern Chula Vista. This estimate may be considered conservative since the majority of new development in the border zone is concentrated in eastern areas closer to (or east of) the Otay crossing.

In order to estimate the average monthly demand in 2015 and 2030, the annual growth rate calculated above will be applied to the 2005 estimated demand of 225,000.

This trend will lead to 70,000 additional pedestrian crossings per month by 2015 and 180,000 by 2030. Table 2 shows the projected average monthly border crossings based on the 2.7% annual growth rate.

<table>
<thead>
<tr>
<th>Year</th>
<th>Pedestrian Crossings</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>225,000</td>
</tr>
<tr>
<td>2015</td>
<td>~295,000</td>
</tr>
<tr>
<td>2030</td>
<td>~405,000</td>
</tr>
</tbody>
</table>

It is important to acknowledge that this estimate does not take into consideration changes in the regional economy, the possibility for an increase or decrease in border security requirements or restrictions (including the effect of passport requirements), or the possible mode shift from automobile to pedestrian crossing in response to the introduction of rapid transit service on either side of the OMPOE.

---

3 This growth rate is higher than San Diego’s annual population growth rate of 1.8% between 2000-2004 while much lower than Tijuana’s annual population growth rate of approximately 3-4% published in the “Program for the Urban Development of Tijuana, BC 2002-2005”.
D. Review of the IMPlan Proposed Public Transportation Network and its Access to the Otay Mesa-Mesa de Otay POE

This section reviews and evaluates the proposed transit network by the City of Tijuana’s Municipal Planning Institute, or IMPlan, and how it can serve the potential demand that could be induced by the introduction of the South Bay BRT service at the OMPOE. IMPlan has proposed a new public transportation network that closely emulates systems such as the Integrated Transport Network in Curitiba, Brazil, TransMilenio in Bogota, Colombia, and MetroBus in Mexico City—see Figure 7 Red de Transporte Propuesta (Proposed Transit Network).

![Diagram of proposed transit network](source)

The proposed network introduces three types of public transportation routes:

1. Rutas Troncales (Trunk Routes): These types of routes will operate in high demand corridors (5-12 miles in length) with high frequency service and well defined stations. These routes would likely be operated with high capacity vehicles such as articulated buses. Also, the trunk routes are anticipated to carry the bulk of trips in the network.

2. Rutas Alimentadoras (Feeder Routes): These routes fill in the network between the high demand trunk routes feeding into stations along the trunk routes. These
routes can vary greatly and can be operated by calafias (i.e. jitney or shared taxi), microbuses, or regular buses depending on the demand and expected frequency of the service. These routes are relatively shorter (0.5 to 7 miles) than trunk routes and are complementary (not competitive) to the trunk routes.

3. Rutas Suburbanas (Suburban Routes): These routes are oriented towards suburban areas of the city. Type of vehicles operated on these routes is dependent on demand and frequency of service.

Currently, there are four proposed trunk lines (out of twelve) that are planned to operate within 1.25 miles of the OMPOE. None of the four routes were considered for immediate or short-term implementation which is presumed to be a time period of 0-3 years. Two trunk lines are “medium-term” routes while the other two are “long-term” routes. The “medium” and “long-term” planning horizons were not defined in the Public Transportation Restructuring Report. Routes are to be implemented at the discretion of the City of Tijuana based on demand, and some routes may be in service before the introduction of South Bay BRT service in 2013.

Portions of the latter two routes (the “long-term” routes) are proposed to operate on Blvd. de las Bellas Artes—an arterial street that runs parallel to the border and is within half a mile of the OMPOE. These routes show the greatest promise for access to the OMPOE due to their proximity and their direct access to three areas of Tijuana: eastern Tijuana (Mesa de Otay), southern Tijuana/Boulevard Insurgentes, and the center of Tijuana. Both lines will serve unique markets while providing connections to the rest of the proposed network which will make the OMPOE attractive to various communities to the south and east.

The former two routes (the “medium-term” routes) provide access from the eastern-most areas of metropolitan Tijuana to the western areas. These routes utilize Boulevard Industrial (Highway 2D) as the east-west spine of the proposed public transportation network.
The “medium-term” routes are anticipated to serve the higher demand origin-destinations in Otay Mesa—see Figure 8 Origin-Destination GIS Map.

The routes proposed by IMPlan, while a mile away from the OMPOE at the closest point on the route, provide an opportunity for a complementary/feeder route providing direct access to the OMPOE and/or the airport from the trunk route. This feeder route could be similar to MTS Airport shuttle service between downtown San Diego, Santa Fe Depot, and San Diego Airport.

These suggested new feeder routes would best serve pedestrian border crossers by dropping them as close as possible to the OMPOE rather than along Blvd. de las Bellas Artes and providing direct access between the OMPOE and the Tijuana Airport—see Figure 9 Otay Mesa POE – Airport Feeder Route.

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4 Figure 5 shows the areas around the ports of entry as major destinations; however, the figure does not show San Ysidro POE or Otay Mesa POE as an origin-destination node. The additional information from including the POEs as a node would be greatly beneficial for accessing the infrastructure and service levels need to serve the destinations.
Based on the previous section’s estimate of 225,000 monthly pedestrian crossings (approximately 7,400 daily pedestrian crossings with the assumption that 4,900 are carried by public transportation\(^5\)) and a comparable Tijuana feeder route\(^6\), the feeder route should be operated at 10-15 minute frequency with either microbuses or regular sized buses. Because the volume of border crossings can vary dramatically from day to day, having additional capacity through larger vehicles may be prudent for any unanticipated surges in demand.

Currently there is no dedicated bus service from the OMPOE to Tijuana’s International Airport. Pedestrian crossers can take a taxi from the OMPOE to the airport or other destinations in eastern Tijuana; however, the addition of direct feeder service between the Airport and OMPOE to the trunk routes on Hwy 2D - Boulevard Industrial would expand access and facilitate mobility from Otay Mesa to major destinations on the east side of Tijuana—International Airport, Central Camionera and the Universidad Autonoma de Baja California.

Without a complete reconfiguration of the OMPOE access roads and adjacent land uses, the east side of the OMPOE is currently the best location for access to the OMPOE. The east side of the OMPOE (MX) has sufficient space to provide transit only lanes while minimizing the impact to future expansion of the SENTRI program. Also, consolidation of services to one location at the OMPOE would help define the path for pedestrian access to and from the OMPOE and Blvd. de las Bellas Artes.

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\(^5\) This number is based on the assumption that two thirds of pedestrian crossers will arrive by public transportation. This amount can be modified based on IMPlan’s estimates at the San Ysidro POE.

\(^6\) Based on feeder route #35 which is 12km in length and is anticipated to carry 6370 passengers per day with a peak period fleet 8 microbuses. The peak period frequency is every 12 minutes.
E. Potential Improvements to Pedestrian/Public Transportation Facilities

As mentioned in Section C, the anticipated increase in pedestrian crossings at the OMPOE is based on the assumption that comparable transit service will be provided on the Mexican side of the border within walking distance of the OMPOE as at San Ysidro POE. For the purposes of this evaluation a reasonable walking distance will be assumed to be 0.25 miles.

Consequently the two areas of improvement can be categorized as improved transit access to the OMPOE and improved pedestrian access within and around the OMPOE. Ideally, a well balanced plan integrating both options will provide a significant improvement over existing conditions. The following are potential improvements for discussion with IMPlan:

1. Implement a public transportation station similar to South Bay BRT at-grade station at one of two sites with transit only lanes on the east side of the OMPOE as shown in Figure 5. The transit lanes from Blvd. de las Bellas Artes to the OMPOE would allow transit routes direct access to and from the OMPOE.

2. Build a pedestrian bridge from pedestrian facilities on the west side of Mexico’s auto access road to the existing pick-up areas and suggested public transportation station on the east side (Figure 5).

3. Improve pedestrian infrastructure leading to and from the OMPOE on both sides of Mexico’s auto access road to Blvd. de las Bellas Artes. This can be limited to the east side of the access road if a pedestrian bridge is constructed.

4. Provide shuttle services between the trunk routes on Boulevard Industrial (Highway 2D) and the OMPOE. The shuttle can also take advantage of its proximity to the Tijuana Airport and provide direct service from the OMPOE to the airport. This route could serve the tourism market from San Diego by providing an option to use the Tijuana Airport (Figure 8).

5. Provide direct service between the OMPOE and the Central de Autobuses (Central Camionera) in Tijuana—a large bus station which provides interregional bus services to Baja California and the interior of Mexico.
F. Recommended Next Steps

There were several elements of planning and analysis that were not part of the current task; however, these items can be included in future studies by IMPlan and/or SANDAG for further analysis:

1. The proposed improvements should be further evaluated and compared based on the potential travel time savings, increase in demand, improved access toward and from the OMPOE, and/or the cost of implementing the improvement. This evaluation should also include a benefit/cost analysis for each of the improvements.

2. Market analysis, such as a survey, should be performed to refine the estimate of the potential increase in pedestrian crossings at the OMPOE due to the introduction of South Bay BRT service and/or a complementary service on the Tijuana side of the OMPOE.

3. Modifications to the taxi plazas should be evaluated in the next steps—especially if impacted by future planning/design of a pedestrian bridge. Taxi services will need to be taken into consideration with regards to any changes in access to the OMPOE.

4. The introduction of public transportation services from Otay Mesa-Mesa de Otay POE to destinations in Tijuana may impact where and how people choose to cross the border. An evaluation of the impact may be beneficial for future expansion of transit services at the POEs.
Service Alternatives for
Otay Mesa East Port of Entry

South Bay Bus Rapid Transit Project

April 7, 2008

Task Order No. 4
KHA No.095596004

Prepared for:
SANDAG

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Table of Contents

Introduction ---------------------------------------------------------------1

Alignment and Service Alternatives ----------------------------------------4

Service Alternatives Comparison and Matrix-------------------------------14

Transit Access at Proposed POE-------------------------------------------18

Station Requirements at Proposed POE------------------------------------21
Introduction

SANDAG is currently preparing advance planning studies for the proposed South Bay Bus Rapid Transit (SBBRT)—a trolley-like service proposed in SANDAG’s 2030 Regional Transportation Plan. Concurrently, the federal General Services Administration (GSA) has proposed to construct the Otay Mesa East Port of Entry, which would be a third crossing point between San Diego and Tijuana. The proposed SBBRT service is anticipated to provide transit service from the existing Otay Mesa Port of Entry (OM POE) to Downtown San Diego. With the anticipated trolley-like service, SBBRT may provide opportunities to better serve destinations in the South Bay. This report evaluates the potential extension of BRT (or other alternative transit service) to the Otay Mesa East Port of Entry (OME POE).

South Bay Bus Rapid Transit

The planned SBBRT alignment begins in downtown San Diego and runs to Chula Vista via SR 94 and Interstate 805. Leaving I-805, the route continues eastward along Palomar Street. In the eastern portion of Palomar Street, a strip of right-of-way has been set aside in the median for a dedicated transit guideway. After reaching the end of Palomar Street, the SBBRT alignment will continue in a dedicated guideway across the SR 125 freeway to a planned transit center at Otay Ranch Town Center. The alignment will then continue to the south, still in a dedicated guideway, through the Eastern Urban Center, a planned mixed-use development. Continuing southerly, the SBBRT will serve the planned university community currently referred to as Village 9. At this point the alignment would enter mixed flow on the SR 125 tollway and travel to Otay Mesa, with a station at Otay Mesa Rd.—a planned park and ride when justified by future residential development in Otay Mesa—and a terminal station at the Otay Mesa border crossing. The project alignment is shown on Fig 1 – Project Alignment.

The planned SBBRT is expected to become the main corridor for transit service to the Otay Mesa community, and therefore is likely to provide the best opportunity for service to and from the Otay Mesa East POE. The recent opening of the SR 125 tollway provides a fast route for SBBRT to travel between Chula Vista and Otay Mesa. However, the tollway currently terminates at Otay Mesa Road. It is expected that a full interchange between SR 125, SR 905 and the proposed SR 11—described below—will be constructed and opened by the time transit service would be implemented at the Otay Mesa East POE.
FIGURE 1
SOUTH BAY
BUS RAPID TRANSIT ROUTE

LEGEND
- Proposed Station
- Station Under Study
- On-Line Freeway Station
- Freeway Station with Direct Access Ramp (DAR)
- Freeway
- Bus Rapid Transit Freeway Running Route
- Bus Rapid Transit Street Running Route
- Future Service Route
- Pending New Development
The SBBRT project will be implemented in phases in response to several major independent projects that impact the alignment, such as the widening of I-805 to provide managed lanes and the construction of a new interchange in Otay Mesa. The total running time from the border to downtown San Diego will vary over time as these phases are implemented. Current estimates range between 71 and 87 minutes for the full alignment, including service across downtown San Diego to an assumed terminus near the Santa Fe Depot.

The implementation of the SBBRT is anticipated to increase the pedestrian crossing demand at OM POE. The proposed SBBRT project has prompted coordination between Municipal Planning Institute (Instituto Municipal de Planeación or IMPlan) in the City of Tijuana and SANDAG as to how the transit/pedestrian services at OM POE can be coordinated between the border communities. Similar coordination is recommended at the OME POE to promote a synergy between the transit systems that may promote ridership to the port of entries. Drawing from current coordination experience with IMPlan, coordination for the OME POE should begin during the facilities planning for both sides of the POE for infrastructure; however, service coordination can begin closer to the opening of service at the OME POE.

**SR 11 and the Otay Mesa East Port of Entry**

State Route 11 (SR 11) is a four lane tolled highway proposed in SANDAG’s 2030 Regional Transportation Plan that would connect the proposed SR 905 and SR 125 interchange with the proposed Otay Mesa East Port of Entry. As the financial plan for SR 11 is developed, it will be important to permit public transit vehicles to use the facilities without payment of a toll, especially if a public-private partnership is used as the project delivery method.

The Otay Mesa East POE is proposed to be the San Diego-Tijuana region’s third port of entry. It is currently in the preliminary environmental and planning phase, leading to development of an Program Environmental Impact Report/Phase 1 Environmental Impact Statement (PEIR/PEIS). Otay Mesa East POE and its major connecting road, SR 11, are planned to alleviate the existing—and growing—cross-border congestion at the San Ysidro and Otay Mesa POEs and to accommodate future traffic that will be generated from growth in eastern Tijuana and along the Tijuana-Rosarito Corridor.

Currently it has not been determined whether Otay Mesa East POE will be open to general traffic and pedestrian crossers, or whether it will be limited to freight traffic only. GSA’s draft preferred alternative, however, calls for OMEPOE to function as a commercial and non-commercial facility and includes modernization of the commercial installation at the OM POE. Completion of GSA’s feasibility study is anticipated in Spring 2008. For the purposes of this preliminary report, it
assumed that the POE will be open to all traffic including pedestrians. This will provide some insight as to how transit may be able to serve the POE in the future if it becomes a point of entry for pedestrians. See Fig. 2 – Otay Mesa East, SR 11, and the Proposed Port of Entry.

![Fig. 2: Otay Mesa Port of Entry, SR 11, and the Proposed Otay Mesa East Port of Entry](image)

**Alignment and Service Alternatives**

Multiple alternatives exist for providing transit service to the Otay Mesa East Port of Entry. This section of the report will describe the various alternatives for connecting the OME POE to the regional transit network and the possibility of infrastructure improvements to facilitate transit operations along the corridor. A subsequent section of this report will address the separate topic of how the terminal transit station at OME POE should be configured.

As mentioned in the previous section, the OME POE will be treated as the addition of one destination. That is to say whichever path or alternative is chosen, this report assumes that no additional stops or stations will be served beyond the current stations proposed for the SBBRT and the OME POE. Consequently, the OME POE would be served by a non-stop segment between the Otay Mesa East POE Station and SBBRT. The following are various service alternatives for connecting the OME POE to SBBRT and to the San Diego regional transit network.
The frequency of service for SBBRT will be established by the project’s operating plan, which is currently being developed. It will be further refined as the project moves through the planning and design process and will be “equilibrated,” which means that the frequency of service will be adjusted to ensure adequate capacity to serve the projected number of riders. However, it is currently assumed that the service frequency will at least meet the minimum standard for BRT service, which is defined as 10 minute headways during the peak period and 15 minute off-peak headways.

**Alignment and Transit Priority Measures**

The service alternatives that are described below have two general alignments or paths from the Otay Mesa POE Station to the Otay Mesa East POE Station: 1) running on arterial streets via Siempre Viva Road, and 2) highway running via SR 905/SR 11.

There are a variety of transit priority measures that could be used along this corridor, ranging from infrastructure priority, such as transit only lanes, to technological priority, such as transit signal priority. Each of these measures needs to be considered with regards to its overall improvement to levels of service for transit customers and whether the improvement is able to provide reliable transit.

**Siempre Viva Rd.**

Siempre Viva Road, see Fig. 3 – Alignment via Siempre Viva Rd., is a logical and feasible alignment for transit service between the Otay Mesa POE and the Otay Mesa East POE. The arterial corridor is planned as a 6-lane prime arterial between Otay Mesa POE and Enrico Fermi Dr., and a 4-lane major road between Enrico Fermi Dr. and SR 11/Otay Mesa East POE. According to planning documents provided by SANDAG and Caltrans, Siempre Viva Rd. would generally operate in non-congested conditions (level of service A/B) even with the introduction of a tolled facility such as SR 11.

However, with surface street operation of transit there are several characteristics which cause delays, with the largest—and most controllable—delays resulting from traffic signals. For this reason, the alignment would be well served by the use of transit signal priority (TSP) along the corridor to minimize waiting times at intersections and localized transit only queue jumper lanes where higher volumes of commercial/industrial traffic may be present. These transit measures would minimize the impact of traffic signal queues and waiting times leading to more reliable operations/service along the corridor. It should be noted that in the long term there may be traffic diverted from SR 11 onto Siempre Viva Rd due to

\[\text{1 State Route 11 Phase 1 Traffic Technical Report, February 2008.}\]
increase in traffic on SR 11 and/or increases in tolls. This may require longer queue jumper lanes or a dedicated transit lane along the corridor to ensure reliable transit services between Otay Mesa East POE and South Bay BRT.

Fig. 3 – Alignment via Siempre Viva Rd

SR 11
As mentioned in the previous section, SR 11 is planned as a 4-lane toll road from SR 125/SR 905 to the Otay Mesa East POE, see Fig. 4 – Alignment via SR 11. Transit service on a newly opened SR 11 would likely have limited or insignificant delays due to congestion since the toll road could be priced to optimize travel conditions. Thus an immediate or short-term need for transit lanes or transit use of shoulders would be unlikely to occur. Also, SR 11 should be designed to accommodate a transit lane separate from the shoulder if transit service is to be operated within the facility—the use of shoulders has been proposed elsewhere for expanding transit use of existing facilities with limited right-of-way for an additional transit lane, but should not be necessary in a newly constructed facility.

Long term transit service on SR 11 (2030-2035) may be impacted by additional traffic congestion on the highway particularly at the Siempre Viva Rd. interchange (the last interchange prior to the international border) and approaching the POE/international border. Dedicated transit-only exit lanes or slip-ramps would minimize queuing delays as the transit vehicles approach the POE.
Because Siempre Viva Rd. will be the last interchange prior to the international border, transit vehicles would need to be routed back to Siempre Viva Rd. (either from the west or the east, depending on the location of the Otay Mesa East POE station) in order to enter northbound/westbound SR 11.

**Service Type Alternatives**

As previously noted, service between the POEs will likely be on one of two paths: SR 11 or Siempre Viva Rd. The following are several options for transit service that can be provided:

1. Extension of SBBRT
2. Branch of SBBRT
3. Extension of MTS Bus Route 905
4. Shuttle Service from OM POE Station
5. Shuttle Service from Otay Mesa Rd. Park and Ride Station
6. Extension of Airway Rd Transit Service

Below are the descriptions and maps of how these services can be provided. Relative to the proposed SBBRT, the alternatives will have travel times to destinations along the route that are three to ten minutes longer. A general comparison and matrix of these alternatives is in the following section.
1. Extension of SBBRT

The first alternative for serving the OME POE is by extending SBBRT service east from the OM POE. Under this scenario, some or all of the SBBRT vehicles would continue on to serve the OME POE after first stopping at the existing border station.

This type of service would be similar to BRT with the same types of amenities and vehicles used to provide the SBBRT service. The frequency of service provided to OME POE as an extension would be based on the anticipated ridership. This alternative would have only a slight impact on the quality of service experienced by riders at the Otay Mesa border station, which would result from the fact that northbound buses would originate at OME POE and make a stop at the Otay Mesa border station, resulting in potential schedule slippage compared to a route originating at the Otay Mesa border station. Travel times for passengers boarding at OME POE would be impacted by the necessity of always stopping at OM POE prior to proceeding north.

The extension would include the additional three miles via Siempre Viva Rd.—see Fig. 5 – SBBRT Extension via Siempre Viva Rd.—or four miles via SR 11—see Fig. 6 – SBBRT Extension via SR 11. Because of higher operating speeds, the freeway alignment could save approximately two minutes of running time in the eastbound/southbound direction compared to operating on Siempre Viva Road, however, the fastest route to SR 11 for BRT vehicles would be going back north on SR 905 to the interchange creating the appearance of a circuitous and substandard service to the passengers.
2. Branch of SBBRT

An alternative to an extension of SBBRT is branching the service with one terminus being OM POE and the other being OME POE—see Fig. 7 – SBBRT Branching Service. The difference between branching and extension is that each vehicle going south will only serve either the OM POE or the OME POE—not both.

There are two ways branching service can be provided on SBBRT:

a) Split the existing service frequency between the two termini. The most common form of branching is 50/50 where half of the vehicles go to one destination and half go to the other; however, the split can be divided in many different ways depending on the service level to be provided to the OME POE. This type of branching service would reduce the level of service provided to OM POE in order to serve the OME POE, assuming that the overall frequency of service along the corridor is driven by system-wide passenger loads.

b) Overlay service is another form of providing branching service on SBBRT. The overlay would provide the service to the trunk of SBBRT and the OME POE without reducing the level of service to OM POE. This type of branching would effectively increase the frequency along the trunk of SBBRT. This alternative would be effective if the trunk demand of SBBRT is growing faster than the demand at OM POE at the time service is introduced to the OME POE. This would effectively increase the service...
along the trunk and serve the OME POE without reducing the level of service at the OM POE.

![Fig. 7 - SBBRT Branching Service](image)

3. **Extension of MTS Bus Route 905**

Currently, MTS Bus Route 905 provides an east-to-west service in the Otay Mesa region between the Otay Mesa POE and the Iris Avenue Trolley Station. This service is currently the sole connection for the Otay Mesa POE into the regional transit network. The current operating hours for MTS Route 905 is 4:30am to 7:00pm with a week-day peak-period frequency of 15 minutes.

Route 905 could be extended for an additional stop at the Otay Mesa East POE—see **Fig. 8 – Extension of MTS Bus Route 905**. This would give pedestrian crossers at Otay Mesa East POE direct connection to both SBBRT at Otay Mesa POE and the Blue Line Trolley. This service scenario would provide a peak-hour frequency of four buses per hour versus six buses per hour via a full extension of SBBRT or three buses per hour with a branch service of SBBRT with half the frequency.

With the introduction of SBBRT service, the Otay Mesa POE would have a substantial increase in transit service and connectivity which may impact the role of MTS Route 905. How MTS will choose to change service on Route 905, if at all, is unknown. However, for the purposes of this report MTS Route 905 will be assumed to remain at 15 minute peak-period frequency when Otay Mesa East POE is opened to pedestrian crossers in 2015/2016. Note that this alternative forces passengers from OME POE to transfer between routes to reach destinations in Chula Vista or downtown San Diego, which is
free for monthly or day pass holders but not free for cash fares in the MTS fare structure introduced in January 2008—making this alternative, and the following three alternatives that require transfers, less attractive alternatives for the customer unless the majority of passengers are pass holders or have access to purchasing a pass at the OME POE.

![Fig. 8 - Extension of MTS Bus Route 905](image)

4. Shuttle Service from OM POE Station
Another form of serving the OME POE and the Otay Mesa East areas is a circulating shuttle service from the Otay Mesa POE. The shuttle would provide a circulator service in the Otay Mesa East area for any future business and residential development and serve the two POEs. If possible, this type of service should not be limited to shuttling between the two POEs.

If a shuttle were to be implemented, the service ideally should be part of a larger circulation system in the Otay Mesa East area.

A shuttle service may be better suited for the amount of demand for the new POE—which is presumed to be small for the first 3-5 years—by providing flexibility with the type of vehicles used—see Fig. 9 – Shuttle from Otay Mesa POE. As in the previous alternative, this service would force passengers from OME POE to transfer between routes to reach destinations on Route 905, SBBRT, and the Blue Line Trolley.

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2 A shuttle solely between the two POEs may not be cost effective if it only carries passengers in one direction. In other words, if pedestrians cross northbound at OME POE but southbound at OM POE then the shuttle would remain empty from OM POE to OME POE. When pedestrian crossing data is developed, it will be important to estimate the percentage of crossers completing their round trip via OME POE as opposed to OM POE.
An issue to be addressed with the shuttle option is whether it would require payment of an additional fare, since transfers are currently not provided in the MTS system.

5. Shuttle Service from Otay Mesa Rd Station.
This alternative is very similar to the previous alternative in that the shuttle could provide flexibility in service; however, instead of the direct service from the OME POE to OM POE, the service would be direct from OME POE to the Otay Mesa Road Station—see Fig. 10 – Shuttle Service from Otay Mesa Rd Station. However, it is unknown at this time when the Otay Mesa Park and Ride Station will be introduced into service.

This alternative would marginally decrease the travel time for passengers boarding at OME POE (compared to a shuttle to the other border crossing) but would make the service dependent on implementation of SBBRT service at Otay Mesa Rd Station—making this alternative the least flexible prior to the opening of the OME POE.

As in the previous two alternatives, this service would force passengers from OME POE to transfer between routes to reach destinations on Route 905, SBBRT, and Blue Line Trolley. As noted above, a policy would need to be developed regarding payment of additional fares for the transfer.
6. Extension of Airway Rd Transit Service

The final alternative is based on the City of San Diego’s proposal for smart growth development in the Otay Mesa Community Plan Area that would include BRT service along Airway Rd. Instead of the BRT terminating at one of the SBBRT stations, the alignment could be extended to the OM POE and allow a transfer to SBBRT—see Fig. 11 – Extension of Airway Rd BRT.

This alternative in concept is similar to alternative #3 (Extension of MTS Route 905) except the level of service will be much higher and will only be introduced when warranted by development intensity. It should be noted that the City’s desire to institute BRT service along Airway Road is reflected at this time in SANDAG’s Regional Transportation Plan—in the unconstrained plan—as a service between the OM POE and Imperial Beach via Airway Rd and Palm Ave; however, no funding has been identified for this service.
Service Alternatives Comparison & Matrix

This section will compare the various alternatives and the general operating conditions in which one may be favored over another. This section will also address the conditions in which Siempre Viva Rd is a better option compared to SR 11. The overall goal is to provide a service that minimizes the number of transfers and to offer an easier system to use from either of the POEs. The following are the service options described above and a list of conditions in which to favor them:

1. **Extension of SBBRT**
   
   This type of service is designed to accommodate steady ridership on the trunk of the route (defined as between Otay Mesa POE and downtown San Diego) along with a demand for higher quality service to the OME POE. The following circumstances would favor this option:
   
   a. Steady trunk ridership – additional service not required to meet downstream demands
   b. Demand for high-quality service from OME POE
   c. OME POE crossers have destinations mainly on SBBRT corridor
   d. OME POE crossers have destinations on Route 905 or Blue Line Trolley thus providing a transfer opportunity at OM POE station
   e. The share of passengers from OME POE is smaller than the OM POE
2. **Branch of SBBRT**

Branching service would acknowledge that a substantial amount of OME POE passengers are traveling to destinations along the SBBRT corridor. It might be recommended if the projected ridership from the OME POE is comparable to that of the OM POE—or at least high enough to warrant one less stop for passengers from OME POE. Conditions are very similar to an extension of SBBRT.

- Steady trunk ridership – additional service not required to meet downstream demands
- Demand for high-quality service from OME POE
- OME POE crossers have destinations mainly on SBBRT corridor
- OME POE crossers typically do not have destinations on Route 905 or Blue Line Trolley thus not requiring a transfer opportunity at OM POE station
- The share of passengers from OME POE is comparable to that of OM POE

As noted above, branching can be achieved in one of two ways: splitting service (which would reduce the amount of service at OM POE) or adding service with an overlay in which direct service is introduced to OME POE without reducing service to the OM POE.

Splitting service would be favored when:

- OM POE demand has been reduced due to the introduction of OME POE
- OME POE has high enough demand to SBBRT destinations to warrant a one-seat ride
- Additional service along the trunk of SBBRT is not needed or cannot be accommodated

Adding a service overlay (no impact to OM POE service) would be favored if:

- OM POE demand has not declined due to OME POE
- OME POE has high-enough demand to SBBRT destinations to warrant a one-seat ride
- Trunk of SBBRT needs and/or can accommodate an increase in service along the trunk

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3 One-seat ride: The ability for a passenger to reach their ultimate destination without a transfer between transit services (e.g. a passenger only needs to use one bus route (or seat) instead of two or more).
3. **Extension of MTS Bus Route 905**
   This alternative would be favored in conditions where the majority of pedestrian crossers at OME POE have destinations along MTS Route 905 and the Blue Line Trolley. A transfer opportunity would be provided at the OM POE to ensure access to the SBBRT service. Conditions favoring this option include:
   a. OME POE crossers have relatively few destinations on SBBRT corridor and more destinations on Route 905 or Blue Line Trolley, or
   b. OME POE crossers are split evenly between destinations on SBBRT and Route 905/Blue Line Trolley
   c. Operating cost considerations allow for extending Route 905 but not to extend or branch SBBRT
   d. Small demand from OME POE would be better served by the lower capacity extension of Route 905

4. **Shuttle Service from OM POE Station**
   A shuttle service would only be recommended as part of a larger shuttle network to serve the eastern portion of the Otay Mesa community where transit service is currently not provided, or in response to a strong community need for a shuttle system. The cost of operating a shuttle is anticipated to be greater (per seat-mile) than standard local or BRT service.

5. **Shuttle Service from Otay Mesa Rd. Park and Ride Station**
   This option would be favored by the same conditions as noted above. A shuttle connecting at Otay Mesa Road may better connect future residential communities in East Otay Mesa to the SBBRT service. Again, the cost of operating a shuttle is anticipated to be greater (per seat-mile) than standard local bus or BRT.

6. **Extension of Airway Rd. Transit Service**
   This alternative would be an option only if and when a separate BRT line is implemented in Airway Road. Other conditions favoring this alternative include:
   a. Steady trunk ridership on SBBRT—additional service not required
   b. OME POE crossers have destinations mainly on the MTS Route 905 / Blue Line Trolley corridor
   c. Demand along Route 905 for high-quality BRT service
Table 1: Comparison of Alternatives

<table>
<thead>
<tr>
<th>Alt.</th>
<th>Description</th>
<th>Service Type</th>
<th>Frequency*</th>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
</thead>
</table>
| 1a   | Extend SBBRT via Siempre Viva Road | BRT          | 10         | - Highest-quality service to OME POE  
- Direct service to all SBBRT destinations | - Potential delays due to traffic on local street  
- Slight reduction in service quality at OM POE since bus does not lay over there.  
- Minor added cost to construct TSP on Siempre Viva Road |
| 1b   | Extend SBBRT via SR 11             | BRT          | 10         | Similar to Alt. 1                                                           | - Slight reduction in service quality at OM POE since bus does not lay over there. |
| 2a   | Branch service on SBBRT – Split frequency | BRT/Express  | 20         | - Direct service to all SBBRT destinations                                  | - Lower frequency at both POEs  
- Doesn’t provide a link between the POEs |
| 2b   | Branch service on SBBRT – Overlay Service | BRT/Express  | 30         | - Direct service to all SBBRT destinations                                  | - Presumably much lower frequency at OME POE |
| 3    | Extend MTS Route 905               | Local        | 15         | - Lower cost  
- No impact to SBBRT service quality  
- Potential to serve intermediate destinations between the POEs         | - Requires a connection to access SBBRT  
- Perceived lower-quality service at OME POE |
| 4    | Shuttle from OM POE                | Shuttle      | 20         | - Flexibility to serve other destinations/employers  
- Easily implemented as an interim service until demand develops | - Potentially higher cost  
- Does not provide one-seat service to either SBBRT or Route 905 corridors |
| 5    | Shuttle from Otay Mesa Road Station | Shuttle      | 20         | - Similar to previous option  
- Eliminates one stop for passengers heading to SBBRT corridor | - Similar to previous alternative, and  
- Does not provide a link between POEs |
| 6    | Extend Potential Airway Road BRT   | BRT          | 10         | - Direct, rapid service to Airway Road (Route 905) corridor                 | - Dependent on projects by others (City)  
- Airway Road BRT line is not funded |

* Assumed peak period frequency of service at OME POE, in minutes. Frequency of SBBRT service is currently under study. For purposes of comparison, this matrix assumes that basic BRT service will operate at 10 minute headways during peak periods.


Ridership Analysis

An analysis of ridership potential will not be provided in this document. An assessment of passenger demand will depend upon pedestrian crossing estimates from Caltrans and SANDAG in the project specific environmental documents for the Otay Mesa East POE and SR 11. The environmental document currently in process for SR 11 and the OME POE is limited to a programmatic EIR/EIS for selection of the highway routing only, and does not provide detailed information on pedestrian crossings.

The estimated pedestrian crossing data will provide the necessary information to evaluate the impacts of pedestrian tolls at the OME POE. This data will also facilitate the ability to discern the level of service needed at the OME POE.

Transit Access at Proposed POE

The Otay Mesa East POE is planned for an undeveloped area in the County of San Diego and as such there no access roads currently built—SR 11, Airway Rd., and Siempre Viva Rd. will all eventually be constructed near the POE. While the main focus for a POE usually is vehicular traffic crossing the border, the OME POE provides a unique opportunity to influence the planning for how transit vehicles (and private vehicles that pick up pedestrian crossers) will access the POE.

Access into the OME POE transit station should be designed to mitigate the amount of transit delay from potential congestion in and out of the POE. The POE site is currently under a feasibility study being performed by the General Services Administration (GSA); conceptual service alternatives are being developed and specific layouts and circulation elements are not available. Nonetheless, there are several access elements which can be included in the initial design.

The current POEs in San Ysidro and Otay Mesa have limited facilities for transit and private vehicles wanting to drop-off pedestrians near the POE. This has led to private vehicle idling on city streets near the POE to wait for their pedestrian crosser. The OME POE can incorporate both transit and private vehicles by providing direct access to a location adjacent to the POE that will allow for pedestrian drop-offs. The following are key elements that should be incorporated in the POE site plan:

1. The Siempre Viva Rd. / SR 11 interchange will be at least three-quarters of a mile away from the POE. As such, an access road, adjacent to SR 11, from the Siempre Viva Rd. to a designated drop-off area would provide direct, unimpeded access for transit into the interior of the POE. Placing the access road adjacent to SR 11 would allow for minimal impact to potential commercial/industrial development adjacent the POE.
2. Access into the POE should limit the amount of interaction between transit vehicles and commercial traffic. It assumed that commercial traffic will have an exclusive access road into the Commercial Vehicle Enforcement Facility (CVEF) from the new POE. It will be critically important to ensure that the configuration of the OME POE does not require transit vehicles to wait in or cross queues of vehicles waiting to cross the border. To facilitate this goal of transit priority, a transit guideway is recommended.

3. The access road with transit-only lanes in the center/median into the POE pedestrian drop-off is recommended; the locations for drop-offs/platforms will be placed in separate areas with the transit station nearest the POE pedestrian processing facilities to ensure transit priority to the POE. Private vehicles (non-MTS vehicles) should not be allowed to enter the POE.

Fig. 12 – Transit Access into the Otay Mesa East Port of Entry displays in concept the above key elements, especially the access road adjacent to SR 11 on the west side into a designated area for pedestrian drop-offs.
Station Requirements at Proposed POE

Both the Otay Mesa POE and the Otay Mesa East POE are unique locations for transit facilities because of the type of passenger (the pedestrian border crosser) that would be riding and the distinct characteristics of operating mass transit vehicles in close proximity to a federal facility that handles multiple modes of transportation.

Based on experience with the San Ysidro Intermodal Transportation Center, Kimley-Horn has compiled the following factors that will influence the location and design of a transit station within the OME POE:

1. The station platforms should be located within an eighth of a mile from the pedestrian crossing for the POE – or less if possible. This will reduce the total crossing time by allowing the pedestrians to reach the transit station—and its amenities—in the fastest manner possible.

2. Station should be located centrally along the pedestrian path to the OME POE pedestrian crossing facilities. If possible, the OME POE should be designed to consolidate pedestrian processing facilities on one side of SR 11 (either east or west), which would allow direct access to transit facilities without building pedestrian bridges across the highway. This should also include an area for private vehicles dropping-off pedestrian crossers. Ideally, both northbound and southbound pedestrian crossing facilities should be located on the same side of the highway, so that transit facilities in both the U.S. and Mexico can be consolidated for maximum user convenience. By comparison, the design of the San Ysidro and Otay Mesa POEs assumes that pedestrians need to be processed in the same direction of travel as vehicular traffic (i.e., to the right of the roadway), so that the facilities in the U.S. and Mexico are consistently on opposite sides of the road, and transit passengers must cross the highway for at least one direction of travel.

3. The station design should remain flexible and have sufficient area/curb to accommodate boarding areas for a shuttle, a conventional 40' bus, a 60' BRT vehicle, or all three.

4. If the OME POE station is a terminal station for SBBRT or another route (i.e., Route 905), it will need to accommodate additional layover vehicles to maintain operations reliability.

5. The station should accommodate the purchase of fares with either dollars or pesos.

6. The station will need to accommodate a bus turnaround.
CITY OF TIJUANA MUNICIPAL DEVELOPMENT PLAN: URBAN AND REGIONAL DEVELOPMENT

Background

The City of Tijuana’s Municipal Development Plan (MDP) is a three-year planning vision document prepared by COPLADEM (Municipal Planning Development Council) that guides the Administration’s policies and programs. The update of the 2008-2010 MDP was recently concluded. The MDP focuses on seven thematic areas: 1) Public Safety and Justice; 2) Urban and Regional Development; 3) Human Development; 4) Social Welfare and Quality of Life; 5) Economic Development and Equal Opportunities; 6) Municipal Modernization; and 7) Border Culture and Municipal Identity. The City of Tijuana’s priority in developing the MDP is to create a sense of City as well as region that includes collaboration with Tijuana’s neighbors to the north, south, and east.

Discussion

Tijuana’s Municipal Planning Institute (IMPlan), is the lead agency in the preparation of the thematic area of Urban and Regional Development that addresses Urban Mobility, Land Use, Environment, Housing and Land Preservation, Infrastructure and Public Facilities, and Urban Administration (Building and Code Enforcement).

Urban Mobility

This section addresses public transportation, circulation, transportation infrastructure (road networks), and goods movement.

Land Use

This section identifies opportunities for coordination, assessment, review, and implementation of existing urban development plans. It also examines opportunities for collaboration between municipal entities and between the public and private sectors. Additionally, the Land Use section encourages public participation in the planning process by establishing a Citizens Advisory Board within IMPlan.
Environment

This section addresses critical environmental conservation issues such as the management of hazardous materials and waste, environmental regulations for mobile and stationary sources, prevention of air and land pollution, control of vehicular smog emissions, open space conservation, and water recycling and reuse.

Housing and Land Preservation

This section recommends revisions to current regulations in order to discourage speculation and improper or irregular use of land. This includes mechanisms to promote public-private investment, infill development and densification, and the preservation of public space.

Infrastructure and Public Facilities

This section addresses the deficit in public facilities and infrastructure such as lighting, parks, recreational and sports facilities and street signage.

Urban Administration

This section refers to the City's administrative processes to include property registration, issuance of building and development permits and technical support and services. This chapter seeks to improve the urban environment through the enforcement of land use, building, and transportation regulations.

The MDP was approved by the Tijuana City Council on May 14, 2008, and presented to the community on May 26, 2008. The Urban and Regional Development section includes as Strategy 1.2 to “Promote and Support Binational Planning in the Tijuana-San Diego region,” with a specific action to “[f]ollow up on the actions from the Otay Mesa - Mesa de Otay Binational Corridor Strategic Plan.” In addition, for the first time an independent organization, El Colegio de la Frontera Norte (COLEF), was invited to develop and follow up on a performance monitoring and evaluation process.

In addition to the development of the MDP, IMPlan is in the process of updating other planning documents with the purpose of developing a new long-term planning strategy. That is the case of the Urban Development Municipal Plan, which was last updated in 1985, and the Urban Development Program (Programa de Desarrollo Urbano del Centro de Población de Tijuana, PDUCPT). The PDUCPT is a long-range planning document that outlines policies for urban and regional development and grants the City the authority to regulate land use. The current PDUCPT covers the years 2002-2025 and will be updated through the year 2030.

The City of Tijuana incorporated an extensive public process into the development of the MDP, the Urban Development Municipal Plan, and the PDUCPT. Multiple interactive public workshops took place to elicit opinions on regional planning issues. The workshops have drawn stakeholders from throughout northern Baja California representing government, academia, business, and nongovernmental organizations. SANDAG staff members were invited by the City of Tijuana to participate and were able to encourage a binational planning perspective.
**Next Steps**

Outcomes from the binational seminar on Smart Growth and Sustainability: Opportunities for Collaboration with Strategic Partners, jointly organized on June 3, 2008, by SANDAG, IMPlan, the Consulate General of Mexico, and the Urban Land Institute, will be evaluated for incorporation in future updates of planning documents of the City of Tijuana.

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Director of Land Use and Transportation Planning

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