

## Members

John Minto, Chair  
*Vice Mayor*, City of Santee  
(Representing **East County**)

Greg Cox, Vice Chair  
*Supervisor*, **County of San Diego**

Al Ovrom  
*Councilmember*, City of Coronado  
(Representing **South County**)

Teresa Barth  
*Mayor*, City of Encinitas  
(Representing **North County Coastal**)

Ed Gallo  
*Councilmember*, City of Escondido  
(Representing **North County Inland**)

David Alvarez  
*Councilmember*, **City of San Diego**

John Renison  
*Supervisor*  
(Representing **Imperial County**)

## Alternates

Ruth Sterling  
*Councilmember*, City of La Mesa  
(Representing **East County**)

Dave Roberts  
*Supervisor*, **County of San Diego**

Rudy Ramirez  
*Councilmember*, City of Chula Vista  
(Representing **South County**)

Michael Schumacher  
*Councilmember*, City of Carlsbad  
(Representing **North County Coastal**)

Jim Cunningham  
*Councilmember*, City of Poway  
(Representing **North County Inland**)

Mark Kersey  
*Councilmember*, **City of San Diego**

Bill Hodge, *Mayor Pro Tem*  
(Representing **Imperial County**)

## Advisory Members

S.R. "Al" Lopez  
*Board Member*, Western Municipal Water  
District  
(Representing **Riverside County**)

Jim Ferryman  
(Representing **Orange County**)

Remedios Gómez-Arnau  
*Consul General*  
**Consulate General of Mexico**

Elsa Saxod  
**San Diego County Water Authority**

Laurie Berman  
*District 11 Director*, **Caltrans**

Mark Romero (Mesa Grande)  
**Southern California Tribal  
Chairmen's Association**

Richard Macías  
*Director of Planning*  
**Southern California Association of  
Governments**

Gary L. Gallegos  
*Executive Director*, **SANDAG**

# **BORDERS COMMITTEE AGENDA**

**Friday, April 25, 2014  
12:30 to 2:30 p.m.  
SANDAG Board Room  
401 B Street, 7th Floor  
San Diego**

## **AGENDA HIGHLIGHTS**

- **BINATIONAL TRANSPORTATION MODEL FOR THE SAN DIEGO REGION, THE TIJUANA, TECATE, AND PLAYAS DE ROSARITO METROPOLITAN ZONE**
- **SAN YSIDRO INTERMODAL TRANSPORTATION CENTER STUDY - FUNDING AND IMPLEMENTATION STRATEGY**
- **CALIFORNIA-MEXICO TRADE INITIATIVE IX**

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MEETING BY VISITING OUR WEBSITE AT 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.*



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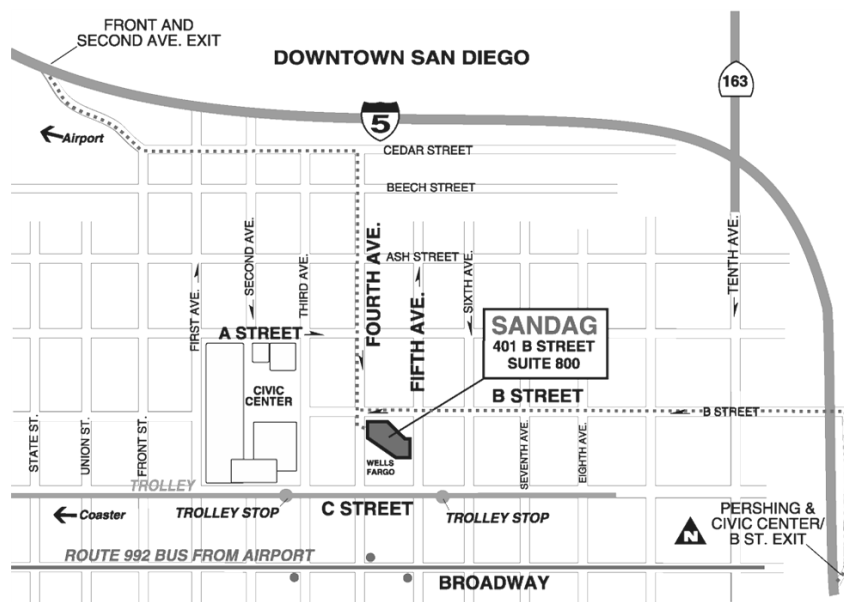
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# BORDERS COMMITTEE

Friday, April 25, 2014

ITEM #	RECOMMENDATION
+1. APPROVAL OF MEETING MINUTES	APPROVE
<p>The Borders Committee is asked to review and approve the minutes from its March 28, 2014, meeting.</p>	
2. PUBLIC COMMENTS/COMMUNICATIONS	
<p>Members of the public shall have the opportunity to address the Borders Committee on any issue within the jurisdiction of SANDAG that is not on this agenda. Anyone desiring to speak shall reserve time by completing a "Request to Speak" form and giving it to the Borders Committee coordinator prior to speaking. Public speakers should notify the Borders Committee coordinator if they have a handout for distribution to Borders Committee members. Public speakers are limited to three minutes or less per person. Borders Committee members also may provide information and announcements under this agenda item.</p>	
<p style="text-align: center;"><b>REPORTS (3 through 8)</b></p>	
3. SUBREGIONAL REPORTS FROM COMMITTEE MEMBERS	INFORMATION
<p>Members of the Borders Committee report issues and activities within their subregion that are of interest or under the purview of the Committee.</p>	
4. REPORT FROM THE CONSUL GENERAL OF MEXICO (Hon. Remedios Gómez-Arnau, Consulate General of Mexico in San Diego)	INFORMATION
<p>The Consul General of Mexico in San Diego, Hon. Remedios Gómez-Arnau, contributes to the Borders Committee dialogue by providing periodic reports on binational activities within the purview of the Committee.</p>	
5. UPDATE FROM THE SOUTHERN CALIFORNIA TRIBAL CHAIRMEN'S ASSOCIATION (Chairman Mark Romero, Mesa Grande)	INFORMATION
<p>Chairman Mark Romero, representative of the Southern California Tribal Chairmen's Association on the Borders Committee, will brief the members on issues and activities affecting tribal nations in the region and the state. Chairman Romero will provide a preliminary report of the 2014 San Diego Regional Tribal Summit, held on Friday, April 11, 2014.</p>	

- +6. BINATIONAL TRANSPORTATION MODEL FOR THE SAN DIEGO REGION, THE TIJUANA, TECATE, AND PLAYAS DE ROSARITO METROPOLITAN ZONE (Elias Sanz)** **INFORMATION**

As part of ongoing efforts to strengthen regional collaboration, SANDAG staff will report on opportunities to develop a common binational land use and transportation modeling platform for the border area.

- +7. SAN YSIDRO INTERMODAL TRANSPORTATION CENTER STUDY - FUNDING AND IMPLEMENTATION STRATEGY (Rachel Kennedy, SANDAG; Samir Hajjiri, City of San Diego)** **DISCUSSION**

SANDAG, in partnership with the City of San Diego, Caltrans, the Metropolitan Transit System, and the community, is conducting a study to develop a concept and funding and implementation strategy for an Intermodal Transportation Center (ITC) in the vicinity of the San Ysidro Land Port of Entry. The draft study report, which outlines the ITC concept as well as the funding and implementation strategy, will be released for public comment in late April 2014. Staff will present an update on these recent study efforts.

- 8. CALIFORNIA-MEXICO TRADE INITIATIVE IX (Paola Avila, San Diego Regional Chamber of Commerce - Mexico Business Center)** **INFORMATION**

This report will provide information on the recent trade delegation in Mexico City that was organized by the San Diego Regional Chamber of Commerce - Mexico Business Center.

- 9. UPCOMING MEETING** **INFORMATION**

The next meeting of the Borders Committee is scheduled for Friday, May 23, 2014, at 12:30 p.m.

- 10. ADJOURNMENT**

+ next to an item indicates an attachment



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**JOINT MEETING OF THE SANDAG BORDERS COMMITTEE  
AND THE COMMITTEE ON BINATIONAL REGIONAL OPPORTUNITIES (COBRO)  
WITH THE MUNICIPALITIES OF TIJUANA, TECATE, AND PLAYAS DE  
ROSARITO, AND THE STATE OF BAJA CALIFORNIA DISCUSSION AND ACTIONS**

**MARCH 28, 2014**

The joint meeting of the Borders Committee, Committee on Binational Regional Opportunities (COBRO), and the Municipalities of Tijuana, Tecate, and Playas de Rosarito, and the State of Baja California was called to order by Chair John Minto (East County) at 12:40 p.m. See the attached attendance sheet for Borders Committee member attendance.

Chair John Minto welcomed COBRO and the Municipalities of Tijuana, Tecate, and Playas de Rosarito, and the State of Baja California representatives and introduced Councilmembers, the Borders Committee, and guests, and made housekeeping announcements regarding simultaneous translation service during the meeting. Self-introductions were conducted.

1. APPROVAL OF MEETING MINUTES (APPROVE)

Action: Upon a motion by Supervisor Greg Cox (County of San Diego), and a second by Councilmember Rudy Ramirez (South County), the Borders Committee approved the minutes from the January 24, 2014, meeting. Yes – Vice Mayor John Minto (East County), Supervisor Greg Cox (County of San Diego), Councilmember Ovrom, Councilmember Gallo. No – None. Abstentions – None. Absent – Mayor Teresa Barth (North County Coastal), Councilmember David Alvarez (City of San Diego), Supervisor John Renison (Imperial County).

2. PUBLIC COMMENTS/COMMUNICATIONS

David Strausser, Business Development Director, BorderTraffic.com, spoke about border wait times service of semi-live video camera technology to help determine accurate wait times at land ports of entry.

Elizabeth Mensley Chaney and Daniel Gómez Patiño, Alianza Por El Ciclismo, submitted written comments in support of use of the bicycle as a means of transport in the binational metropolis. They would like to call attention to the potential of the planned Virginia Avenue Pedestrian Port of Entry as an ideal site to develop a crossing that gives preference to cyclists and incentivize use of the bicycle as means of transportation, and they did not wish to speak.

### **CONSENT (3)**

3. 2014 BINATIONAL SEMINAR (INFORMATION)

Every year since 1997, SANDAG has organized an annual binational event. COBRO has recommended that the 2014 binational event be held on Tuesday, June 3, 2014, focusing on border wait times and regional economic competitiveness.

Action: This item was presented for information only.

### **REPORTS (4 through 8)**

4. SUBREGIONAL REPORTS FROM BORDERS COMMITTEE MEMBERS AND REPRESENTATIVES FROM BAJA CALIFORNIA, MEXICO (INFORMATION)

Members of the Borders Committee, COBRO, and representatives attending the joint meeting from Baja California, Mexico provided information and announcements on issues and activities within their subregion that are of joint interest.

Action: This item was presented for information only.

5. REPORT FROM THE CONSUL GENERAL OF MEXICO (INFORMATION)

The Consul General of México in San Diego, Hon. Remedios Gómez-Arnau, contributes to the Borders Committee dialogue by providing periodic reports on binational activities within the purview of the Borders Committee. This report highlighted outcomes from the North America Summit held on February 19, 2014.

Honorable Remedios Gómez-Arnau, Consulate General of México in San Diego, introduced the item, and responded to questions on this item.

Action: This item was presented for information only.

6. SAN DIEGO FORWARD: THE REGIONAL PLAN: DRAFT TRIBAL POLICY DISCUSSION PAPER (DISCUSSION)

This item provided a draft Tribal Policy Discussion Paper that will be presented at the San Diego Regional Tribal Summit on April 11, 2014. The Borders Committee and other participants were invited to discuss and comment on this draft document, which provided an overview of tribal-related regional planning and policy issues for consideration in the development of San Diego Forward: The Regional Plan.

Chairman Mark Romero and Claudine Montes, Southern California Tribal Chairmen's Association or SCTCA, and Jane Clough, SANDAG, presented the item.

Action: This item was presented for discussion only.

7. STATE OF BAJA CALIFORNIA INFRASTRUCTURE PROJECTS UPDATE (INFORMATION)

This presentation focused on border projects in the Tijuana, Tecate, and Playas de Rosarito Metropolitan Zone, which facilitate better connectivity in the border region.

Manuel Guevara, State of Baja California, presented the item.

Action: This item was presented for information only.

8. UPDATE ON THE OTAY MESA EAST – MESA DE OTAY II PORT OF ENTRY PROJECT (INFORMATION)

This report provided a summary of project milestones and efforts under way, including the Intelligent Transportation System Technology Pre-Deployment Study, the Investment Grade Traffic and Revenue Study, and the future border crossing.

Samuel Johnson and Christina Casgar, SANDAG; Mario Orso, Caltrans; and Manuel Guevara, State of Baja California, presented the item.

Action: This item was presented for information only.

9. UPCOMING MEETINGS (INFORMATION)

The next meeting of the Borders Committee is scheduled for Friday, April 25, 2014, at 12:30 p.m.

10. ADJOURNMENT

Chair Minto adjourned the meeting at 2:50 p.m.

Meeting Start Time: 12:40 p.m.  
 Meeting Adjourned Time: 2:50 p.m.

**CONFIRMED ATTENDANCE  
 BORDERS COMMITTEE MEETING  
 MARCH 28, 2014  
 12:30 to 2:30 p.m.**

GEOGRAPHICAL AREA/ ORGANIZATION	JURISDICTION	NAME	MEMBER/ ALTERNATE	ATTENDING
South County	City of Coronado	Al Ovrom	Member	Yes
	City of Chula Vista	Rudy Ramirez	Alternate	Yes
North County Coastal	City of Encinitas	Teresa Barth	Member	No
	City of Carlsbad	Lorraine Wood	Alternate	No
North County Inland	City of Escondido	Ed Gallo	Member	Yes
	City of Poway	Jim Cunningham	Alternate	No
East County	City of Santee	John Minto (Chair)	Member	Yes
	City of La Mesa	Ruth Sterling	Alternate	Yes
City of San Diego	----	David Alvarez	Member	Yes
	----	Mark Kersey	Alternate	No
County of San Diego	----	Greg Cox (Vice Chair)	Member	Yes
	----	Dave Roberts	Alternate	Yes
Imperial County	Imperial County	John Renison	Member	No
	City of Calexico	Bill Hodge	Alternate	No
COBRO	-----	Dr. Paul Ganster	Member	No
	-----	<i>Vacant</i>	Alternate	---
	-----	<i>Vacant</i>	Alternate	---
County of Riverside	WRCOG – Western Water Board	S.R. Al Lopez	Member	No
	City of Lake Elsinore	Brian Tisdale	Alternate	No
Republic of Mexico	Consul General of México	Remedios Gómez-Arnau	Member	Yes
	Deputy Consul General of Mexico	Francisco Javier Olavarria	Alternate	No
Southern California Tribal Chairmen's Association	Mesa Grande	Mark Romero	Member	Yes
	Jamul	Raymond Hunter Sr.	Alternate	No



Caltrans		Laurie Berman	Member	Yes
		Bill Figge	Alternate	Yes
San Diego County Water Authority		Elsa Saxod	Member	Yes
		Dennis A. Sanford	Alternate	Yes
SCAG		Rich Macias	Member	No
		Mathew Gleason	Alternate	No
		Tomás Oliva	Alternate	Yes
County of Orange	Coast Mesa Sanitary District	Jim Ferryman	Member	Yes
	County of Orange	Jim Dahl	Alternate	Yes



**BORDERS COMMITTEE  
APRIL 25, 2014**

**ACTION REQUESTED - INFORMATION**

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**BINATIONAL TRANSPORTATION MODEL  
FOR THE SAN DIEGO REGION, THE TIJUANA,  
TECATE, AND PLAYAS DE ROSARITO METROPOLITAN ZONE**

File Number 2300400

**Introduction**

As part of ongoing efforts to strengthen regional collaboration, SANDAG is exploring opportunities to develop a common binational land use and transportation modeling platform by expanding its existing tools to include the Tijuana, Tecate, and Playas de Rosarito Metropolitan Zone.

**Discussion**

Last year SANDAG transitioned to activity-based modeling platform to improve sensitivity to household characteristics like age, gender, and income. As part of that effort, SANDAG added a more explicit representation of Mexican residents traveling inside the San Diego region. The cross-border enhancements reflect a 2011 survey of Mexican residents travelling within the county. SANDAG staff presented the results of the survey to the Borders Committee on November 18, 2011.

This was the first step toward the development of a binational model for the San Diego-Tijuana Metropolitan Zone, which includes the municipalities of Tijuana, Tecate, and Playas de Rosarito. Building on the new features of the SANDAG transportation model, the California-Baja California Border Master Plan (BMP) Policy Advisory Committee approved a framework – a set of 20 performance measures, gap analyses, cost estimates, and recommendations – for future transportation model enhancements for prioritizing capital improvements at ports of entry in the Metropolitan Zone.

SANDAG requested grant funding from the Federal Highway Administration (FHWA) earlier this year to begin implementing the BMP modeling framework. A comprehensive, binational land use database will form the foundation of future travel models in the San Diego-Tijuana Metropolitan Zone. With grant funding, SANDAG will enhance its Land Inventory System (LIS), a parcel level repository of land use, structures, and economic activities, over the next two years to include parcel level information from the Tijuana Metropolitan Zone. This task will also include resources to train planning staff in Baja California, so local officials can maintain the system in coordination with SANDAG staff.

## **Next Steps**

SANDAG was notified in March 2014 that FHWA will provide \$50,000 to begin implementing the expanded land inventory system. This will provide funding to work with staff in Mexico to inventory existing land use, demographic and economic data sources for inclusion in the LIS (see Attachment 1). This funding will also provide a detailed roadmap (written in English and Spanish) to implement the remaining components of a binational transportation and land use model. SANDAG and its partners will be able to use this roadmap as a guide for soliciting future funding in the United States and Mexico bring the complete model system to fruition.

SANDAG expects work to commence on the initial FHWA grant award before the end of the current federal fiscal year in September, with a completion date in mid-2015.

Finally, SANDAG will be inviting IMPLAN, City of Tijuana, and State of Baja California Secretariat of Infrastructure and Urban Development (Secretaría de Infraestructura y Desarrollo Urbano del Estado, SIDUE) to participate in a technical peer exchange program at SANDAG to learn best practices in modeling and data development using these new tools.

**KURT KRONINGER**

Director of Technical Services

Attachment: 1. Proposal to Expand the SANDAG Land Inventory System and Estimate Program Coverage into Northwestern Baja California

Key Staff Contact: Elias Sanz, (619) 595-5340, [elias.sanz@sandag.org](mailto:elias.sanz@sandag.org).

## **Proposal to Expand the SANDAG Land Inventory System and Estimate Program Coverage into Northwestern Baja California**

The California-Baja California Border Master Plan (BMP) is a binational comprehensive approach to coordinate planning and delivery of projects at land ports of entry (POEs) and transportation infrastructure serving those POEs. The 2014 BMP Update researched and evaluated the level of analysis, data, tools, and funding needed to move toward the development of a transportation demand model that could help assess the impact and sensitivity of POE and transportation infrastructure investments serving those POEs. In November 2012, the California-Baja California BMP Policy Advisory Committee approved the framework, a set of 20 performance measures, gap analysis, cost estimates, and recommendations for a future transportation demand model that could be used to conduct sensitivity analyses for capital improvements in a system of POEs in a metropolitan area. This proposal describes the first step toward the development of a binational model for the San Diego-Tijuana Metropolitan Area, which includes the municipalities of Tijuana, Tecate and Playas de Rosarito.

As a result of on-going coordination developed through the BMP process, SANDAG and IMPLAN (Tijuana Metropolitan Planning Institute) have reached consensus on the next steps in developing a common transportation and land use modeling platform. To help start this effort, SANDAG is seeking funding to initiate the development of a binational model for the San Diego-Tijuana Metropolitan Area, as identified in the California-Baja California 2014 BMP Update. The primary outcomes of this proposal are:

1. SANDAG would develop a common land inventory system to maintain parcel level data in a common location for San Diego and Northwestern Baja California.
2. IMPLAN, City of Tijuana, and Secretariat of Infrastructure and Urban Development (SIDUE) would participate in a technical peer exchange program at SANDAG to learn best practices in modeling and data development using the new tools.
3. SANDAG will develop a small area estimates program for Northwestern Baja California.

The tasks described in this proposal coincide with update of the SANDAG Land Inventory System (LIS). The SANDAG LIS catalogs parcel level information about land use, housing, and employment. In order to better support its new modeling frameworks, SANDAG has committed \$300,000 to enhance its Land Inventory System over the next two years. The enhancements include modernizing the land inventory database and adding additional attributes needed for the Activity Based Model (ABM) and land use model (PECAS). SANDAG proposes that costs associated with SANDAG's LIS upgrade project, including database schema enhancements and development of the web based editing environment, along with staff costs, be applied to fulfill the matching funds requirement.

This task order is the first step in developing a binational transportation model capable of forecasting the travel behavior of residents, visitors, and businesses for Northwestern Baja California and the San Diego region. SANDAG will continue to identify funding for future work to complete a binational transportation model. The list below identifies the development phases for a fully functional binational transportation model after the work described in this proposal is complete.

1. Small Area Forecast Program for Northwestern Baja California
2. Travel Behavior Survey for Northwestern Baja California
3. Transportation Network Development for Northwestern Baja California
4. Estimation and Calibration of the San Diego ABM for Northwestern Baja California



## Scope of Work

### Task 1: Data Discovery, Review and Acquisition (\$37,000)

Item 1.1: Data Discovery: This task will produce a comprehensive listing of available data and sources for use in the development of the expanded LIS. This task will identify spatial (geographies) and non-spatial (tabular) data sources, formats, availability and suitability for use in the development of data at the Parcel, Fraccionamiento, Colonia, Áreas Geográfico Estadísticas Básicas (AGEB) and/or other level of detail needed to support SANDAG modeling requirements.

Item 1.2: Data Acquisition: This task will focus on the acquisition of the spatial and tabular data identified in Task 1.1 to support expanding the LIS and demographic data inventory into Northern Baja, California. Data acquisition in Task 1.2 will be limited to publicly available datasets, and does not include the purchase of proprietary or licensed data. All data acquired will include metadata and schema information for all data types.

Item 1.3: Aerial Imagery Acquisition: Through a regional partnership, SANDAG will acquire 1-foot, four band aerial imagery for the Tijuana urban area (173 square miles). The Tijuana aerial imagery is a key dataset necessary for the validation, coding and future enhancement of the expanded LIS. The imagery data will also be made available in the public domain published by SANDAG as an image service, or for download via the USGS national map viewer.

#### ***Deliverable(s):***

- Technical Memorandum 1, which will summarize the data discovery, review and acquisition process, along with a gap analysis of unavailable data
- Data repository consisting of all acquired spatial and tabular data, including metadata
- Aerial imagery at 1 foot resolution for the Tijuana urban area.

### Task 2: Comprehensive Roadmap for Binational Model Development (\$25,000)

Item 2.1: Road Map: This task will provide a comprehensive and detailed roadmap and budget for SANDAG and its partner organizations to plan, build, and implement a binational transportation and land use model. This road map will detail discrete tasks totally less than \$50,000 each that can be undertaken by SANDAG or its partner agencies to bring a binational model to fruition. This roadmap will be completed in English and Spanish, so it can be presented to potential funding sources in the United States and Mexico.

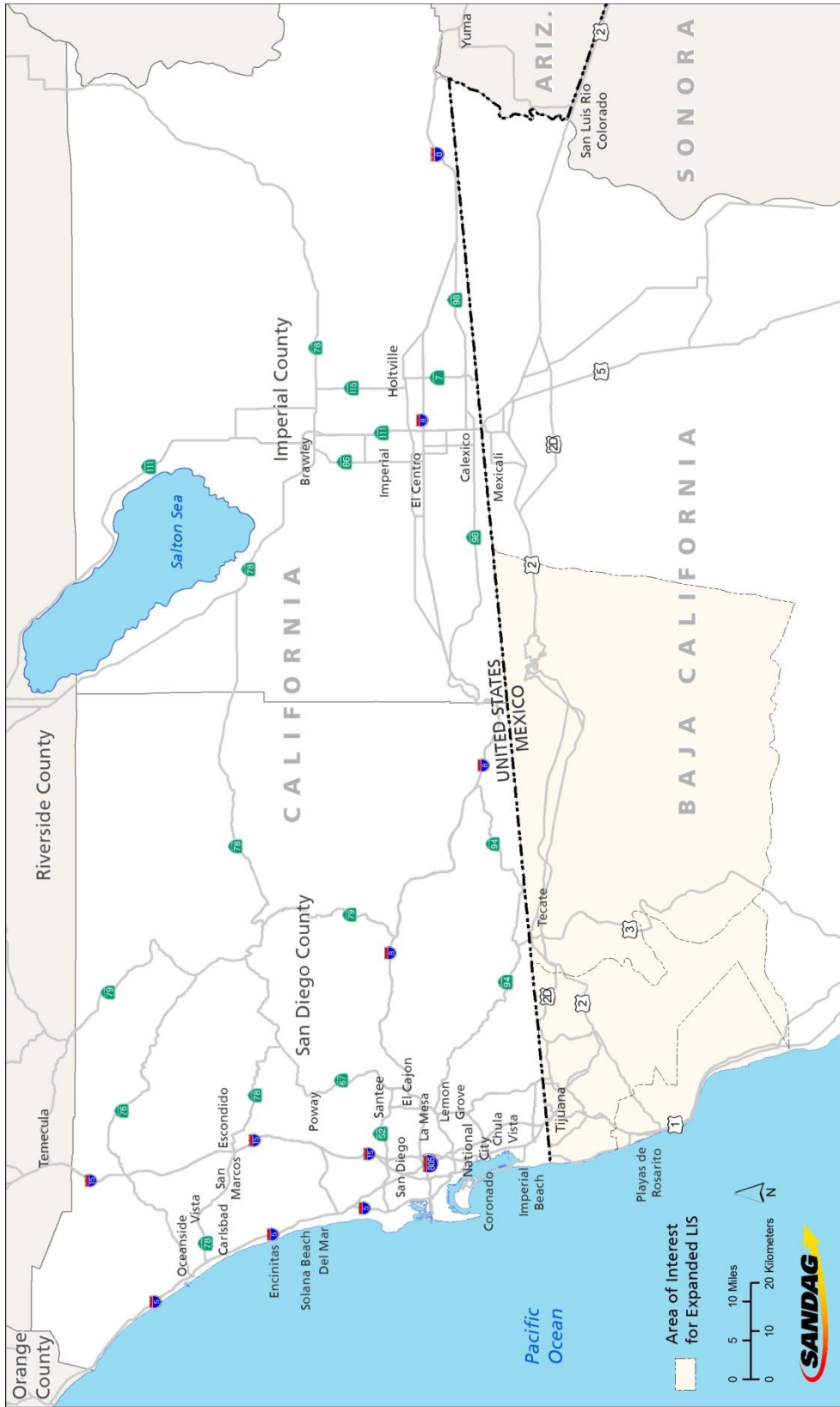
#### ***Deliverable(s):***

- Spanish and English Binational Modeling Roadmap and Budget with Discrete Tasks (<\$50,000)

### Contacts at SANDAG for Additional Information:

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619.595.5340 | elias.sanz@sandag.org

Pat Landrum, Senior Research Analyst  
619.699.5602 | pat.landrum@sandag.org





**BORDERS COMMITTEE**

**APRIL 25, 2014**

**ACTION REQUESTED - DISCUSSION**

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**SAN YSIDRO INTERMODAL TRANSPORTATION CENTER  
STUDY - FUNDING AND IMPLEMENTATION STRATEGY**

File Number 3330500

**Introduction**

In October 2012, SANDAG and the City of San Diego in collaboration with Caltrans, the Metropolitan Transit System (MTS), and the community, initiated a study to identify a multimodal concept for an Intermodal Transportation Center (ITC) in the vicinity of the San Ysidro Port of Entry (POE). The study also includes a financial feasibility analysis to identify strategies for creation of the San Ysidro Intermodal Transportation Center (SYITC).

The purpose of the study is to produce a mobility and economic/fiscal feasibility analysis for an SYITC concept for evaluation and consideration as part of the comprehensive San Ysidro Community Plan update process. The study developed a demand and supply analysis for off-street parking facilities associated with the ITC concept, and an analysis of complementary on-site retail, commercial, and institutional uses that could enhance the SYITC as a community amenity and generate revenue toward its construction. A team of consultants has been providing assistance on this study to help envision and provide the technical tools needed to develop an SYITC concept that will serve as a gateway to the world's busiest POE.

The Borders Committee and Transportation Committee reviewed and provided input on the initial two design concepts at their respective July 28, 2013, and September 20, 2013, meetings. On December 13, 2013, the SANDAG Transportation Committee recommended that Option 3 be the one concept analyzed in the study implementation plan and funding strategy, in accordance with the scope of work for the study. This report presents a funding analysis and conceptual implementation strategy for development of a future SYITC. The draft final report will be released for public comment in late April 2014. The study will conclude with a final study report in June 2014.

**Discussion**

***San Ysidro Intermodal Transportation Center Concept***

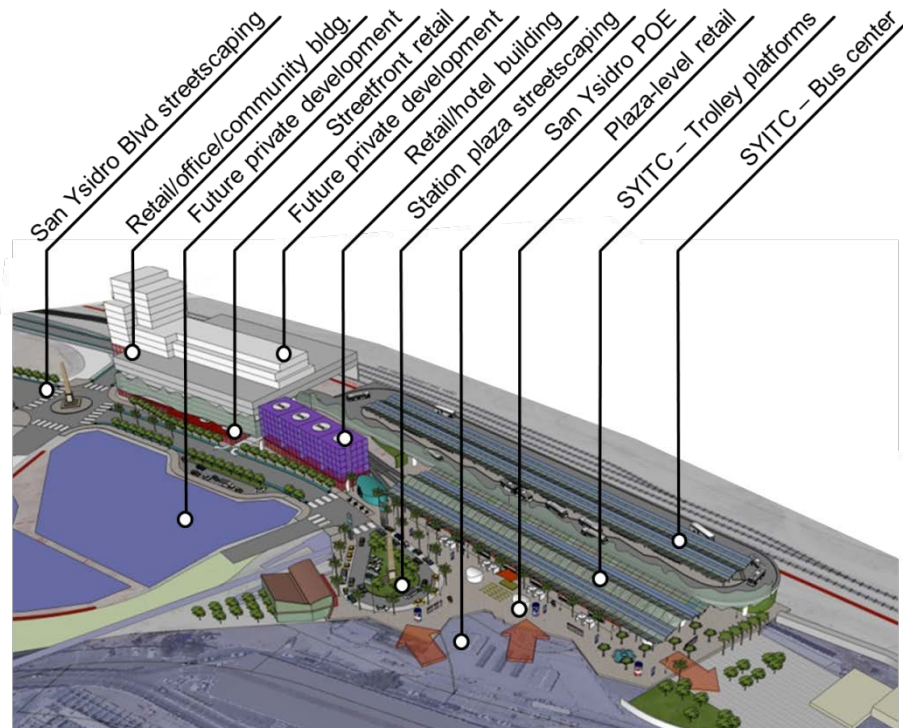
The initial phases of the study developed and assessed two design options for the SYITC. The technical analysis and evaluation of the two options was reviewed with Caltrans, the City of San Diego, MTS, SANDAG, and the community. Based on input from stakeholders, and the San Ysidro community, as well as a technical analysis of Options 1 and 2, the consultant team designed a third option with the objective of including the strengths of Options 1 and 2 and

additional requested elements. On December 13, 2013, the SANDAG Transportation Committee approved Option 3 as the concept to be analyzed further in the implementation plan and funding strategy task.

Key attributes of the preferred option are shown in Figure 1 include:

- Expanded Trolley platform at-grade in approximately the current location.
- Location of the combined MTS/Intercity Bus Center in an extended elevated platform to the east of the Trolley tracks, taking advantage of the existing natural grade difference.
- Station retail opportunities situated between the Trolley tracks and the Bus Station.
- Passenger pick-up and drop-off (PPUDO) situated on the former MTS bus loop in front of the Station Plaza between the Trolley tracks and the POE, plus additional area for PPUDO further north along San Ysidro Boulevard.
- A Bike Center situated in the pedestrian plaza with direct access to and from dedicated bike lanes on San Ysidro Boulevard.
- Opportunities for street-front retail along San Ysidro Boulevard with improved streetscaping.
- Relocation of the Trolley tracks to the north of the ITC that allows eliminating conflicts between vehicles/buses and the Trolley, and the private development of the north parcel including a paid-parking structure.

**Figure 1**  
**San Ysidro Intermodal Transportation Center Concept**





## ***Phasing***

An initial phasing strategy was devised based on a logical construction sequencing process, the need to maintain transportation operations for the existing Trolley and buses, and minimizing, as much as possible, the required investment in the first phase so as to begin implementation as early as possible.

### *Phase I – Initial Public Facility*

Phase I lays the groundwork for the ITC and begins to provide tangible operational, customer, and community benefits. Beyond site acquisition, the key component of this phase is the relocation and expansion of the Trolley tracks eastward, which allows for the use of the north parcel – in this phase for an interim Bus Center – and eliminates crossing conflicts between the Trolley and other vehicles. A significant street and landscaping effort extending from San Ysidro Boulevard to the Station Plaza improves walkability and the quality of the public realm, and connects the SYITC to the surrounding community to the north.

Phase I would entail land acquisition, earthwork and a retaining wall, expanded Light Rail Transit (LRT) platforms, relocated LRT tracks, prefabricated retail pods at LRT platforms, interim at-grade bus bays, prefabricated retail pods at bus bays, a Bike Center, a streetscape of San Ysidro Boulevard, a streetscape of plaza and private-vehicle pick-up/drop-off, and plaza-level retail (for the non-GSA land).

Phase I has an estimated cost of \$95 million, of which about \$20 million (including contingency) corresponds to the acquisition of land.

### *Phase II – Ultimate Public Facility*

In Phase II, the SYITC transit facility elements would be completed. The major element of this phase would include the construction of the final Bus Center to the east of the Trolley tracks. Land on the north parcel could then be available for potential for private development, including a parking structure serving the area as well as border-crossers.

Phase II also would entail a bus center and access to the plaza level, bus access and flyover, at-grade car parking, station canopy, and plaza-level retail (on GSA land) and has an estimated cost of \$43 million.

### *Phase III – Private Sector Development*

Once the north parcel is available after the transfer of the Bus Center to the SYITC, it could be developed by the private sector, most likely around a central structured parking facility. The timing and elements included in Phase III will be determined by private market interests and demands. Phase III is envisioned to include a parking structure, street-level retail, and additional commercial space potentially in the form of a hotel and office space. If enough market demand is available, the private developer could increase the size of the private portion of the project, potentially building on top of the parking structure and/or the Trolley tracks or by increasing the height of the initial commercial/retail buildings. Additional private development in the SYITC area may occur in the adjacent parcels outside of the project boundaries.

Building costs for Phase III were not developed as they would be borne by the private sector. Land leased or sold to the private developer as part of Phase III would become one of the sources of funds for the transportation elements of the project.

### ***Potential Funding Sources***

#### *Traditional Sources of Funds*

A number of traditional federal, state, and local funding sources could potentially be used to fund portions of a future SYITC facility. While the project is eligible for these traditional funding sources, it should be noted that many of these funds have been programmed for other San Diego regional projects in the near-term. Much of the funds for work on Phase I would need to come from non-committed sources, chiefly grant-based programs.

#### *Project-Generated Revenues*

Revenues that could be produced by the project itself, mainly through the sale or lease of land to private developers or operators, were also examined. The potential receipts were estimated using residual land value analysis, a typical method for what land costs development projects can support based on market rents and private sector development costs. This involves first calculating the value of a development project at stabilization (fully leased or typical operations), and then deducting the total cost of development (hard construction costs, plus all soft costs including financing costs, as well as typical developer profit). The amount that is left represents what a developer can afford to pay for a site and still earn a reasonable profit (if the figure is negative, the project is considered infeasible, since that means after construction the value of the project is worth less than what it cost to build it).

The timing of when the above could be realized would be tied to market conditions and developer interest in pursuing these projects. In the near term, there is good potential for the retail uses. The other uses are more likely to be developed in conjunction with or after Phase II of the project. The parking structure cannot be built until after the Phase II improvements free the site for that use.

#### *Alternative Funding Mechanisms*

In addition to traditional and project-specific funding streams, non-traditional sources of transportation funding were also examined. These could consist of three potential sources, two public (Infrastructure Finance District and Passenger Facility Charges), and the other private (Sponsorship/Naming Rights).

## ***Conceptual Implementation Timeline***

### *Scenario 1: Traditional Publicly-Financed*

In this scenario, the project is carried out in the two phases described previously.

The timeline for Phase I is built on the following parameters and assumptions:

- Given the scale of the project and the need to acquire significant property, a six-year project-development cycle is assumed:
  - Two years for preliminary engineering (PE)/design development and environmental clearance
  - Two years for land acquisition, final design/construction drawings and bidding
  - Two-and-a-half years for construction and commissioning

It should be noted that the above schedule is conservative. It is possible that the development schedule and possibly the total cost of the facility could be reduced by using alternative project delivery methods such as design-build.

Subject to funding availability, project development for Phase II can overlap with Phase I. It is assumed that the Phase I environmental clearance document would cover both Phases I and II, and that the design effort will be shorter due to the smaller scope of work of Phase II. However, it is also assumed that several years will be required to amass the necessary funds to commit to the construction of Phase II. As discussed in the phasing section, the private development of Phase III can occur after or in parallel with Phase II, subject to market demand.

### *Scenario 2: Public-Private Partnership with Single-Phase Construction*

In this scenario, the project is carried out in a single phase, as a public-private partnership (P3) consortium would carry the financing of the project. It is assumed that the entire project carried out in a single phase using the design-build method would take four years to design and construct, which is consistent with P3 industry feedback.

One advantage of the P3 approach relative to the traditional approach is that the major cash-flow requirements are deferred into the future for the implementing agency, allowing the entire facility to open at approximately the same date as only the Phase I facility in the traditional approach. A value-for-money analysis, done as part of the due diligence in any P3 process, would determine if the premium paid to the P3 consortia (in terms of a higher cost-of-money versus public financing) is warranted by the accelerated schedule and cost-certainty of the P3 approach. There may be potential benefits to a P3 procurement approach for the SYITC project, and the strategy should be further studied as the project moves forward.

### ***Opportunities for Innovative Project Delivery, Financing, and Operations***

Over the past three decades, practices incorporating the private sector in public projects have evolved. Government agencies have shifted to more complex and participatory arrangements, where both sectors have a stake in the outcome. Reasons for this include:

- Pooling of resources (land, capital, labor, management);
- Pooling of the unique skillsets of the public and the private sectors;
- Increased flexibility and efficiency in the provision of a project or a service;
- Risk reduction through responsibility sharing;
- Leverage of public assets, usually land;
- Increased control of private development to ensure public benefits; and
- Generation of tangible public benefits, often sooner than conventional mechanisms would allow.

While P3 financing schemes do not provide in and of themselves a new source of funds (these are usually covered by the government agency through so-call “availability payments” or by the facility’s users), they can serve as a vehicle to leverage funds from the capital markets to fund the initial phases of the project. For the SYITC it would mean that, once the traditional funding sources and the sale of land proceeds come in, these would serve as repayment flows for the “bridge” financing by the private partner of the P3.

Moving forward, the legal ability to transfer delivery, financing, and/or operation activities of the new transportation terminal to the private sector could be examined. Once this is established, the most advantageous P3 alternative to make the SYITC viable from the financing and timing perspective could be explored in detail.

### ***Implementation Steps***

The single biggest challenge in constructing the new SYITC is identifying and securing a local/regional source of funding that will leverage other public and private revenue streams. To further advance the project in the development process a multi-pronged strategy could include: developing a project prospectus to highlight the key features and benefits of the project, engaging key transportation committees and advocacy groups, pursuing public private partnerships, and locating short-term funding to continue conceptual design of the project in concert with the community, including the possibility of an international design competition to develop a design aesthetic in keeping with the unique cultural, socioeconomic and transportation attributes of this critical Gateway to San Ysidro, San Diego, California, and the United States of America.

Additionally, low-cost “pilot projects” could provide more immediate improvements to the SYITC area, ahead of the larger project. While the need to purchase significant right-of-way and relocate the Trolley tracks limits the amount of hard infrastructure work that can be undertaken in the near term, projects can be undertaken that will improve the area without investing in significant permanent infrastructure. Some ideas include improved signage and wayfinding to better guide pedestrians, a “facelift” to the overall look and feel of the area, including treatments to enhance pedestrian safety by designating walking paths, a short-term lease on nearby available land for a “cell-phone waiting lot”, and low-cost traffic engineering and/or Intelligent Transportation Systems solutions to help manage traffic accessing the area.

## **Next Steps**

Information from this report will also be shared with the Transportation Committee at its May 2, 2014, meeting. The draft final report will be released for public comment in late April 2014. The study will conclude with a final study report in June 2014.

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