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Crystal Crawford, Chair
(Representing **North County Coastal**)
Councilmember, Del Mar

Patricia McCoy, Vice Chair
(Representing **South County**)
Councilmember, Imperial Beach

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

Jill Greer
(Representing **East County**)
Councilmember, Lemon Grove

Ralph Inzunza
Councilmember, City of San Diego

Dianne Jacob
Supervisor, County of San Diego

Victor Carrillo
(Representing **Imperial County**)
Supervisor, Imperial County

Alternates

David Powell
(Representing **North County Coastal**)
Councilmember, Solana Beach

Phil Monroe
(Representing **South County**)
Councilmember, Coronado

Judy Ritter
(Representing **North County Inland**)
Councilmember, Vista

Hal Ryan
(Representing **East County**)
Councilmember, Santee

Vacant
City of San Diego

Pam Slater
Supervisor, County of San Diego

Larry Grogan
(Representing **Imperial County**)
Councilmember, City of El Centro

Ex-Officio Members

Thomas Buckley
Councilmember, County of Riverside

Vacant, County of Orange

Rodolfo Figueroa
Consul General, Consulate General of
Mexico in San Diego

James Bond
San Diego County Water Authority

Pedro Orso-Delgado
District Director, Caltrans

Gary L. Gallegos
Executive Director, SANDAG

BORDERS COMMITTEE AGENDA

Friday, November 7, 2003
12:30 p.m. – 3:30 p.m.
SANDAG, 7th Floor Conference Room
401 B Street, Suite 800
San Diego, CA 92101

AGENDA HIGHLIGHTS

- **COBRO'S RECOMMENDATIONS FROM SANDAG'S ANNUAL BINATIONAL SUMMER CONFERENCE**
- **REVIEW OF BORDERS CHAPTER OF THE REGIONAL COMPREHENSIVE PLAN (RCP)**
- **LAS CALIFORNIAS BINATIONAL CONSERVATION INITIATIVE**

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). The preparation and implementation of SANDAG's Binational Planning and Interregional Planning Programs are included under its 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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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. 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 days prior to the Borders Committee meeting.

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BORDERS COMMITTEE

Friday, November 7, 2003

| ITEM # | | ACTION |
|----------------|---|-------------|
| 1. | PUBLIC COMMENTS / COMMUNICATIONS / MEMBERS 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. This is also an opportunity for Borders Committee members to make comments or announcements. CONSENT ITEMS (2 through 3) The Borders Committee will review the consent agenda without further discussion unless an item is pulled by a Committee member or a member of the public for comment. | |
| +2. | DISCUSSIONS AND ACTIONS FROM AUGUST 15, 2003 BORDERS COMMITTEE MEETING (pp 5-7) | APPROVE |
| +3. | COMMITTEE ON BINATIONAL REGIONAL OPPORTUNITIES (COBRO) SUMMARY OF SEPTEMBER 2, 2003 MEETING AND ACTIONS (pp. 8-10) | INFORMATION |
| REPORTS | | |
| +4. | COBRO RECOMMENDATIONS FROM SANDAG'S ANNUAL BINATIONAL SUMMER CONFERENCE (Elsa Saxod, Committee on Binational Regional Opportunities, COBRO) (pp. 11-12) Chair Saxod will present the recommendations from the 2003 Summer Conference for the Committee's review. The Borders Committee is asked to recommend that the Board of Directors approve the COBRO recommendations. | RECOMMEND |
| 5. | BORDER ENERGY ISSUES GROUP (Chair Crystal Crawford) This Group was formed as a result of a recommendation from SANDAG's 2002 Summer Conference. A status report will be presented to the Committee. | INFORMATION |
| +6. | REVISED BORDERS CHAPTER OF THE REGIONAL COMPREHENSIVE PLAN (RCP) (Hector Vanegas) (pp. 13-53) Mr. Vanegas will inform the Committee on the status of the latest draft of the Borders chapter and ask the Committee to accept the revised chapter for inclusion in the draft Regional Comprehensive Plan. | ACCEPT |

- | | | |
|-----|--|----------------------------|
| 7. | EQUITABLE DEVELOPMENT (Thomas Buckley, City of Lake Elsinore; Mike McLaughlin) | INFORMATION/ DISCUSSION |
| | A discussion on the concept of equitable development will be held for the Committee's consideration into future projects. | |
| +8. | LAS CALIFORNIAS BINATIONAL CONSERVATION INITIATIVE (Anne Mcenany, International Community Foundation, ICF) (pp. 54-55) | INFORMATION |
| | Ms. McEnany will present a new study that will identify, design, and develop binational conservation areas to protect flora and fauna along the U.S.-Mexico border. | |
| 9. | NEXT MEETING DATE AND LOCATION | APPROVE |
| | The Committee's next meeting will take place on Friday December 12, 2003 from 12:30 p.m. to 2:30 p.m. at SANDAG's 7 th floor conference room. The I-15 Interregional Partnership will meet on Friday, January 16, 2004, in Temecula, County of Riverside. | |

+ Next to an agenda item indicates an attachment

San Diego Association of Governments
BORDERS COMMITTEE

November 7, 2003

AGENDA ITEM NO.: **1**

Action Requested: APPROVE

BORDERS COMMITTEE DISCUSSION AND ACTIONS

Meeting of August 15, 2003

The regularly scheduled meeting of the San Diego Association of Governments Borders Committee was called to order by Chair Crystal Crawford (North County Coastal). Other members in attendance were Patricia McCoy (South County), Ed Gallo (North County Inland), Jill Greer (East County), Ralph Inzunza (City of San Diego), Victor Carrillo (Imperial County); and alternate Judy Ritter (North County Inland). Ex-Officio members in attendance were Thomas Buckley (Riverside County), James Bond (San Diego County Water Authority), Pedro Orso-Delgado (Caltrans), and Elsa Saxod representing the COBRO.

Chair Crawford welcomed everyone to the meeting. Everyone introduced themselves.

CONSENT ITEMS (1 and 2)

1. **ACTIONS FROM JULY 18, 2003 BORDERS COMMITTEE MEETING (INFORMATION)**
2. **COMMITTEE ON BINATIONAL REGIONAL OPPORTUNITIES MEETING SUMMARY OF AUGUST 5, 2003 (INFORMATION)**

Elsa Saxod, Chair of the Committee on Binational Regional Opportunities (COBRO) reported that the COBRO is still reviewing the recommendations from the COBRO Summer Conference and will share that information with the Borders Committee at its next meeting.

Action: The Borders Committee approved Consent Items 1 and 2.

3. **PUBLIC COMMENTS AND COMMUNICATIONS**

Pedro Orso-Delgado (Caltrans) commented that he attended the Border Governors meeting. He will keep the Committee updated as needed.

REPORTS

4. GOOD NEIGHBOR ENVIRONMENTAL BOARD (INFORMATION)

Vice Chair McCoy introduced and welcomed Mayor Diane Rose (Imperial Beach) to the meeting. Mayor Rose was appointed by President Bush to be a member of his Good Neighbor Environmental Board. The purpose of the Good Neighbor Environmental Board is to advise the President on border and environmental issues and hopefully provide influence on where the federal funding is distributed in the San Diego region. The Board meets three times per year, in communities along different parts of the U.S.-Mexico border to gather information provided in its report to the President. Each meeting deals with different regional issues including some of the most important environmental and infrastructure issues including water resources, power plants, human health, natural resource conservation and homeland security. The Good Neighbor Environmental Board produces a report after each meeting.

Mayor Rose provided the Committee with a PowerPoint presentation of an overview of Good Neighbor Board, its mission and some of its activities. She noted that Paul Ganster of San Diego State University is currently a member of the Good Neighbor Environmental Board and Elsa Saxod, Chair of the COBRO, is a former member. She provided the Committee with the Board's Road Map which focuses primarily on the environmental, public policy and infrastructure practices along the U.S border and Mexico. The membership of the Board consists of representatives of the four border states and senior officials from federal, state, local and tribal governments, as well as representatives from the academic, private, and non-profit sectors. The final meeting of the Board will be held in Imperial Beach October 22-23, 2003. Topics of this meeting will include a joint session with Consejo, an advisory group to the Mexican environmental agency, SEMARNAT. Mayor Rose provided copies of the Board's most recent report to the Committee and encouraged all members of the Committee to attend the next meeting of the Good Neighbor Environmental Board.

Vice Chair McCoy raised the issue of a hospital for children on the Mexico side of the border that has been funded by NAFTA that utilizes specialists from California, Canada and Mexico to provide services to the Mexican residents on a sliding scale. She added that this wonderful facility could be toured by the members of the Good Neighbor Environmental Board during its October meeting in Imperial Beach.

Pedro Orso-Delgado noted that he has a contact at that facility in Mexico and a tour can be arranged if necessary.

Chair Crawford commented that she'd like to figure out a way to coordinate efforts between the Borders Committee and the Good Neighbor Environmental Board on water issues and energy cooperation between the U.S. and Mexico to prevent duplication of efforts.

**5. DRAFT BORDERS CHAPTER OF THE REGIONAL COMPREHENSIVE PLAN (RCP)
(DISCUSS/APPROVE)**

Chair Crawford noted that the final draft Borders Chapter of the Regional Comprehensive Plan (RCP) will be discussed today.

Committee members discussed and reviewed the final draft of the Borders Chapter of the RCP. Committee members requested clarification of the importance of the San Diego and Arizona Eastern (SD&AE) rail line and the relevance of that rail line to the San Diego region and its priority funding. Members also requested that a definition of smart growth be clearly defined in this chapter, that a listing of the tribal governments be included as well, and Vice-Chair Patricia McCoy offered to make available a resolution adopted by the City of Imperial Beach on cross-border Mexican sewage and water quality issues for the water section of the chapter. Staff suggested that the Borders Committee discuss the SD&AE issue at a future meeting take and take a field trip of the rail line. Staff also indicated that for clarity, smart growth will be defined in this chapter.

Chair Crawford noted that eventually the entire RCP will be presented to the SANDAG Board. Individual jurisdictions can receive notification of the issues that will be proposed to be included and that may require additional input. Staff noted that by the end of the year, a draft document will be ready for distribution. In regards to AB 361 passing, a final RCP document will need to be prepared and adopted by the SANDAG Board by July 2004. This document will be similar to the Regional Transportation Plan in that it will be reviewed and updated on a regular basis.

After its discussion, the Committee directed staff to continue with the work plan and timeline and make corrections as noted. The Committee also directed staff to provide the Regional Planning Committee with a presentation regarding its comments and agreed to participate in the second round of the RPC workshops to be held during the month of September 2003.

6. NEXT MEETING DATE AND LOCATION (INFORMATION/APPROVE)

Chair Crawford announced that the next meeting of the Borders Committee will be a Joint I-15 Interregional Partnership Policy Committee and will be held from 1:30 p.m. to 3:30 p.m. on Friday, September 19, 2003, at Escondido City Hall. She also noted that the next Binational Border Tour will tentatively be held from 9:00 a.m. to 3:00 p.m. on Friday, October 31, 2003.

Action: The Borders Committee approved the next meeting date of Friday, September 19, 2003.

7. ADJOURNMENT (INFORMATION)

Chair Crawford adjourned the meeting at 2:27 p.m.

COMMITTEE ON BINATIONAL REGIONAL OPPORTUNITIES

November 7, 2003

AGENDA ITEM NO.: **2**

INFORMATION

COMMITTEE ON BINATIONAL REGIONAL
OPPORTUNITIES SUMMARY OF SEPTEMBER 2, 2003 MEETING.

The September 2, 2003, COBRO meeting was called to order by Dr. Paul Ganster, Institute for Regional Studies of the Californias, San Diego State University (SDSU).

1. WELCOME AND INTRODUCTIONS

Dr. Ganster welcomed the COBRO members and guests to the meeting and thanked everyone for attending. Self-introductions were conducted.

2. MEETING SUMMARY OF AUGUST 5, 2003

The meeting summary for August 5, 2003, was accepted with no changes.

3. PUBLIC COMMENTS AND COMMUNICATION

There were no public comments at this time.

4. CHAIR AND COBRO MEMBERS REPORT

Dr. Ganster informed the Committee about a new graduate certificate program that will be jointly offered by SDSU and the Autonomous University of Baja California (UABC) in Transborder Public Administration. The program is scheduled to start on October 31, 2003 and will last one year.

Dr. Ganster also invited members of the Committee to attend an event that will focus on water, energy, and the environment along the U.S.-Mexico border region. The event will take place November 5-7 in Mexicali and is organized by SDSU, UABC, and the California Environmental Protection Agency.

Sergio Pallares, Caltrans, informed the Committee that a letter of intent has recently been signed by Caltrans, Mexico's Secretariat of Communications and Transportation (SCT), and UABC to help build a technology transfer center in Baja California. He will keep the Committee posted as this project advances.

Joaquin Luken, Otay Mesa Chamber of Commerce, informed the Committee about a recent workshop held by the Chamber to promote the new FAST (Free and Secure Trade) program. The program is intended to give commercial trucks a faster inspection at the Otay Mesa Port of Entry. This program already has been implemented along the U.S.-Canadian border. The El Paso-Ciudad

Juarez program is scheduled to begin operating September 2003 along the U.S.-Mexico border. Another workshop will take place on September 23, 2003, in the Camino Real Hotel in Tijuana. The FAST program is scheduled to begin operating at Otay Mesa in January 2004.

A recap of various meetings was given by members of the Committee. Groups included the Bi-State Technical Transportation Advisory Committee (BTTAC); the Customs and Bureau Protection (CBP) Port Working Group; the San Diego Alliance for Border Efficiency (SDABE); the CBP Cargo Working Group; and the Border Energy Issues Group. During the discussion of these meetings, Sergio Pallares, Caltrans, offered to present a study that will be conducted by Caltrans on the effects of bottlenecks at the Otay Mesa and San Ysidro Ports of Entry.

Hector Vanegas, SANDAG, mentioned that the Border Energy Issues Group had met for the fourth time as a result of a COBRO recommendation resulting from the 2002 SANDAG Summer Conference. The Group is in the process of determining a formal structure.

Kristen Aliotti, Governors Office of California-Mexico Affairs, informed the Committee about the recent Border Governors conference held on August 7 and 8 in Chihuahua, Mexico. She stated that: the environmental work table of the Conference decided to form a sub-group that will deal specifically with water issues; the border security work table will focus on law enforcement; the energy worktable developed a set of recommendations for consent and approval; and all work tables will meet regularly throughout the year. The next Conference is scheduled for June 2004 in Santa Fe, New Mexico.

5. GREATER SAN DIEGO-TIJUANA BINATIONAL METROPOLITAN REGION

Irene Stillings, San Diego Regional Energy Office, thanked the Committee for the invitation and proceeded to discuss the region's submission at the International Competition for Sustainable Urban System Design in June, 2003. This competition is held every three years and the focus of this year's event was to develop a vision of what a city or region would look like 100 years from now, considering sustainable energy methods to deal with global warming.

The decision to include the City of Tijuana in the competition was taken as a result of the fact that both metropolitan areas share the same bioregion and urban economic base. The vision consisted of three basic parts: a regional overview, which focused on describing the study area; a projection of the greater San Diego-Tijuana region in 2103, which consisted of a description on how the regional urban centers, services, and governments functioned within this framework; and lastly, the necessary planning stages for this model to be implemented.

Another important aspect of the Plan consisted on what are called Resource Management Centers (RMC), which would be located in different parts of the region to provide several uses: producing energy, managing solid waste disposal, water treatment, and serve as transportation centers for personal mobility among others.

The Plan earned second place in the competition along with the Indian and Japanese entries. Ms. Stillings offered to make a DVD presentation to the COBRO at a later date meeting, as well as one to the Borders Committee. Copies of the entry were passed out at the meeting.

6. SUMMER CONFERENCE RECOMMENDATIONS

The Committee reviewed and approved the Summer Conference recommendations with some minor changes. Staff will make amendments and circulate by e-mail to members before they are presented to the Borders Committee.

7. ADJOURNMENT AND NEXT MEETING DATE, AND LOCATION

The Committee agreed to hold its October 7, 2003 meeting in the City of Tijuana from 3:00 p.m. to 4:30 p.m.

ATTENDANCE LIST:

Members:

Co Chair F. Javier Díaz, Deputy Consul General of Mexico
Vice Chair Alejandra Mier y Terán, Otay Mesa Chamber of Commerce
Kristen Aliotti, Governor's Office for California-Mexico Affairs
Julieta Sánchez, State of Baja California, Office of International Relations
William Yu, City of Tijuana
Paola Navarro, City of Tijuana
Eduardo González, City of Tecate
Luz Ma. Dávila, BajaInterMex – City of Tecate
Haydee Martínez, Intituto Municipal de Planeación de Tijuana, Implan
Cruz González, BTTAC and City of San Diego
Angelika Villagrana, San Diego Regional Chamber of Commerce
Viviana Ibañez, San Diego Regional Chamber of Commerce
Silvia Flores, El Colegio de la Frontera Norte
Virgilio Muñoz, Tijuana Trabaja
Adriana Mendiola, Fundación Internacional de la Comunidad, A.C.
Sergio Pallares, Caltrans

Public:

Raúl Leggs, City Manager of the City of Tijuana
David Shirk, USD Transborder Institute
Alexandra Webber
Mario López, Office of Congressman Bob Filner
Claudia Escobedo, San Diego Regional Chamber of Commerce
Rafael Valdivia
Antonio Quiroga, Project Design and Border Trade Alliance
Irma Nava, BajaInterMex, City of Tecate

SANDAG Staff:

Hector Vanegas

San Diego Association of Governments

BORDERS COMMITTEE

November 7, 2003

AGENDA ITEM NO.: **4**

Action Requested: RECOMMEND

COBRO RECOMMENDATIONS FROM SANDAG'S
ANNUAL BINATIONAL SUMMER CONFERENCE

Introduction

As a consequence of the tragic events on September 11, 2001, the issue of homeland security has taken center stage in regards to the protection and security of our borders. With this in mind, the SANDAG's Committee on Binational Regional Opportunities (COBRO) decided in 2002 that the binational conference should address this issue from a regional perspective.

The 2003 Binational Annual Summer Conference took place on Friday July 11, 2003, at the San Ysidro Middle School in San Ysidro, California. It was entitled, *Homeland Security: Challenges and Opportunities for the San Diego-Northern Baja California Region*. Representatives of business, government, non-profit organizations, military and law enforcement, education, and special interest groups among others were present. The Conference was also attended by members of SANDAG's Board of Directors.

COBRO recommends that SANDAG:

1. Promote the San Diego border region to appropriate authorities such as the Department of Homeland Security, the U.S. Senate, and the House of Representatives among others, as the ideal test-site for new homeland security technology along the U.S. Southwestern border.
2. Request periodic written reports from the Department of Homeland Security (DHS) on technology related implementations and other security issues.

It also recommends that the Consul General of Mexico, in his capacity as advisory liaison to the SANDAG Board of Directors, promote the Summer Conference recommendations with the appropriate authorities in Mexico.

Discussion

Homeland security is an important issue to our region especially given our border with Mexico. There are three land ports of entry in San Diego: the San Ysidro-Puerta Mexico port of entry, which handles over 90,000 passenger vehicles traveling north and south on a daily basis and is the busiest border crossing in the western hemisphere; the Otay Mesa-Mesa de Otay port of entry, which is one of the busiest along the U.S.-Mexico border handling over \$20 billion in freight annually; and the Tecate-Tecate port of entry, which supports the region's population to the east.

SANDAG, in conjunction with a conference task force of members from the COBRO and local academic institutions, prepared a survey that was directed at those most involved in binational activities within our region. The survey's purpose was to receive feedback from stakeholders in the San Diego-Northern Baja California region on what the most relevant aspects and concerns were in regards to Homeland Security.

The results of the survey were presented at the conference by Dr. Jeffrey McIllwain from San Diego State University (SDSU) for the San Diego region and by Dr. Jose Luis Castro from El Colegio de la Frontera Norte (COLEF) for the northern Baja California region. Both presenters concluded that: more cooperation between governments is desired; that homeland security measures have impacted the ports of entry, mostly as a result of increased wait times; and that more information from the Department of Homeland Security (DHS) is needed in order to keep the public well informed. San Diego stakeholders recognize that obstacles such as technological and funding gaps, differing policy priorities, and cultural issues can limit the binational working relationship. While in Tijuana and other regions of Baja California, the concern is focused on the disruption of daily activities due to increased security measures and the economic downfall caused by fewer tourist visits and slow inspections and documentation of goods at commercial ports of entry.

Other support documents like the Ports of Entry fact sheet, Ports of Entry graphs (including historical cross-border vehicle and pedestrian traffic), and a new space view and planned land use binational regional map (which includes the Cities of San Diego, Tijuana, Tecate, and Rosarito) prepared by SANDAG were presented at the conference.

The first panel of speakers provided general background on the region, as well as perspectives from the federal levels of the U.S. and Mexico. The panel included Adele Fasano, Interim San Diego District Director from the Bureau of Customs and Border Protection (CBP); Dr. David Shirk, Director of the USD Transborder Institute; Ernesto Ruffo, Commissioner of Northern Border Affairs from the Republic of Mexico; and Peter Verga, Principal Deputy Assistant Secretary of Defense for Homeland Defense. In addition, breakout session groups were divided into four areas encompassing regional business, binational society, transborder institutional cooperation, and border public security.

BOB LEITER
Director of Land Use and Transportation Planning

Staff Contact: Hector Vanegas, (619)595-5372; hva@sandag.org

BORDERS COMMITTEE

November 7, 2003

AGENDA ITEM NO.: **6**

Action Requested: ACCEPT

REVISED BORDERS CHAPTER OF THE REGIONAL COMPREHENSIVE PLAN (RCP)

Introduction

At the August 15, 2003 Borders Committee meeting, the Committee approved adding a perspective in the Borders Chapter of the Regional Comprehensive Plan (RCP) to reflect Tribal Government issues in addition to the binational and the interregional contexts. Staff was directed to make the proper modifications to the text. During that same meeting, the Committee requested that staff clarify the status of the San Diego and Arizona Eastern (SD&AE) railway within the chapter and review a resolution adopted by the City of Imperial Beach on cross-border Mexican sewage and water quality issues for the water section of the chapter. Below is a description of how these issues were handled. The Borders Committee is requested to

Accept the revised Borders Chapter for inclusion in the Regional Comprehensive Plan, which will be presented to the SANDAG's Board of Directors this December.

Discussion

Tribal Government Perspective

In October 2001, SANDAG's Board of Directors invited the leaders of the region's Tribal governments to meet and learn about SANDAG's responsibilities and how they may relate to the reservations.

There are 18 reservations and 17 Tribal governments in the San Diego region. San Diego County has more reservations than any other county in the U.S. While each reservation has its own government, Barona and Viejas jointly administer one reservation, Capitan Grande. Only about 25% of the American Indian population in the region lives on reservations. Some of San Diego's Native Americans move among the reservations and other communities in the region for work, family, school, and other purposes, as opportunities or preferences arise.

Previous work by the County of San Diego and Caltrans was used to help identify tribal issues in the Borders Chapter. The County of San Diego prepared a report on the impacts of tribal economic development projects, "Update on Impacts of Tribal Economic Development Projects in the San Diego County," and Caltrans prepared a statewide report titled "Transportation Guide for Native Americans."

The tribal government perspective was included in those areas of the Borders Chapter where information was available. More information regarding Tribal issues will be included in future

iterations of the RCP. The overall goal and guiding principles in the revised draft of the Borders Chapter now consider the tribal government perspectives jointly with the binational and interregional perspective, and actions were identified in those areas where information was available.

San Diego & Arizona Eastern Railway (SD&AE)

Reopening the only rail link to the east via the SD&AE Railway is needed to improve the international and interstate movement of goods in, out, and through the San Diego region. The rail runs from San Diego to Tijuana, where it continues in Mexican territory 44 miles to Tecate, re-entering eastern San Diego County to connect with the Union Pacific Railroad in Imperial County. This last segment, known as the Desert Line, has been out of service since 1983.

The existing freight service between San Diego and Tecate can be extended to the Imperial Valley by rehabilitating the Desert Line of the SD&AE. The Coronado Branch, a spur of the SD&AE within the City of Chula Vista, is not in use and that City is currently evaluating options for the land use in that area. Because this spur does not impact the rehabilitation of the Desert Line, it is not addressed in the Borders Chapter.

SANDAG's Mobility 2030 program was used to evaluate the uses of the SD&AE for this chapter and to assure compliance with the agency's transportation goals.

Water Section of the Chapter

The City of Imperial Beach adopted Resolution 2002-5580 (Attachment A) which calls for a number of measures to adopt a policy on cross-border Mexican sewage and water quality issues. These measures are considered in the Environment section, under the binational perspective of Watersheds & Water Quality.

Revised Borders Chapter of the Regional Comprehensive Plan

The Revised Borders Chapter of the Regional comprehensive Plan is included as Attachment B.

BOB LEITER

Director of Land Use and Transportation Planning

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The attachment to this Agenda Item may be obtained by contacting SANDAG's Clerk of the Board at (619) 595-5602.

BORDERS - ***Forging a Better Future with our Neighbors***

INTRODUCTION

The San Diego region has close ties to its neighboring counties, tribal reservations, and the Republic of Mexico. Our abundant natural resources, as well as our location on the U.S. Mexico border, make our region an attractive place to live and work. Continued growth here, as well as in the surrounding regions, is evidence of this desirability. The region's distinct characteristics also present a variety of opportunities and challenges. This chapter addresses those opportunities and challenges as they relate to planning and coordination along our binational and interregional borders.

In 2001 the SANDAG Board of Directors established a Borders Policy Committee to provide oversight for planning activities that impact the borders of the San Diego region – Orange, Riverside, and Imperial counties, and Baja California/Mexico.

The Borders Committee identified the following topics as the most significant:

- Jobs/Housing Balance
- Transportation
- Energy and Water Supply
- Environment
- Economic Development, and
- Homeland Security.

The committee also developed the following overall goal and guiding principles to serve as the framework for the policy objectives and actions included in this document. It is critical that we clearly evolve these principles with our neighbors.

Goal: Borders That Bring Us Together

“Create a regional community where San Diego, our neighboring counties, tribal governments and northern Baja California mutually benefit from our varied resources and international location.”

Guiding Principles

- Our region will pursue fair and equitable planning with consideration of interregional impacts and will maintain active and honest communication with our neighboring counties, tribal governments and the Republic of Mexico.

- Our region will promote shared infrastructure, efficient transportation systems, integrated environmental planning and economic development with our neighboring counties, tribal governments and the Republic of Mexico.
- Our region recognizes that it is a unique and dynamic place to live – one that embraces cultural diversity, promotes interregional understanding, and benefits from our varied history and experience.

This chapter of the Regional Comprehensive Plan is unique in that each section within the chapter provides two perspectives – the binational perspective with relation to our international border with the Republic of Mexico; and the interregional perspective regarding issues with our Riverside and Imperial County neighbors. Additionally, this chapter includes information regarding coordination with the tribal governments within San Diego County. However, this step is an initial one that must be evolved with the tribal governments and will be a major focus of the update to the plan.

This chapter also differs from other chapters of the RCP in that it focuses primarily on current border-related issues and that its proposed policy objectives and actions are strategic rather than comprehensive in nature. Overall, the Borders chapter of the RCP emphasizes strategies for addressing border-related issues as the RCP is implemented by the region, rather than a longer and more comprehensive approach for resolving all border-related issues.

EXISTING SETTING

The San Diego region occupies a unique geographic position. Our boundaries are defined by mountains, deserts, and the Pacific Ocean; the growing counties of Orange, Riverside and Imperial; Marine Corps Base Camp Pendleton; and the U.S.-Mexico border. Within our boundaries we also have seventeen sovereign Indian nations.

FIGURE XX.—TITLE

The region features diverse landscapes, politics, economics, languages, and culture. Therefore, it behooves us to make every effort to understand and consider not just our own future but that of our geographic neighbors. Our regions are linked socially and economically, as demonstrated by the quantity of goods and people that flow across our borders on a regular basis. Otay Mesa, our region's main commercial port of entry, is the third-busiest commercial crossing in trade value and second in the number of truck crossings along the U.S.-Mexico border. The passenger port of entry at San Ysidro is the busiest international land port of entry in the world.

The San Diego region imports up to 90% of its energy and up to 95% of its potable water, and shares delivery systems for these resources with our neighbors to the north, east, and south. Infrastructure that crosses our boundaries, such as roadways, ports of entry, energy, transmission lines and water delivery systems are a major concern.

Binational Growth

San Diego's location on the U.S.-Mexico border offers many distinct opportunities. Capitalizing on these will require a positive and productive relationship with the federal government of Mexico, as well as with Mexican state and municipal governments.

With a current combined border population of 4.5 million and a projected population of 7 million by 2030, our binational border region also faces a number of challenges. One of these challenges is national security. The tragic terrorist events of September 11th, 2001, and the circumstances that have followed, have forced us to address cross-border issues with a heightened sensitivity to homeland security. Today, agencies on both sides of the border are collaborating to address the challenges of maintaining heightened security at our international border.

Interregional Growth

How we grow inevitably impacts those around us, just as growth around us impacts our region. During the 1990s, the San Diego region's average annual population growth rate paralleled the national average. However, the rates in Orange, Riverside, Imperial, and Baja California were substantially higher.

FIGURE XX.—SOUTHERN CALIFORNIA/NORTHERN BAJA CALIFORNIA ANNUAL GROWTH RATES

This growth increases the demand for local and imported resources such as water and energy, a need for more infrastructure such as housing and roadways, and places increasing pressure upon the natural environment. How we plan to meet these demands will affect those around us and vice-versa. Coordinated interregional and intergovernmental planning is needed to alleviate potential conflicts, promote collaborative solutions, and protect the overall quality of life in our interregional and binational area.

Tribal Reservations

Significant growth also occurs among many of the region's tribal reservations. The region is home to 18 reservations represented by 17 tribal governments,¹ the most in any county in the United States. The U.S. Constitution recognizes Native American communities as separate and independent political communities within the territorial boundaries of the United States. Tribes operate under their own constitutions and administer their own laws. Reservations currently cover more than 116,000 acres, or approximately 4 percent of the region's land.

A number of planning issues surround these reservations. San Diego County has the greatest number of Indian gaming facilities in California. Gaming-related development has led to rapid economic growth for tribes, as well as increases in traffic, jobs-housing balance issues, and the need for additional resources such as water and energy. Those tribes that do not have gaming facilities also have transportation and infrastructure needs. To address these issues, local governments and SANDAG are working to increase communications with tribal governments.

EXISTING PLANS AND PROGRAMS

SANDAG's Binational Planning and Interregional Planning programs address important binational, intergovernmental, and interregional issues such as transportation infrastructure, economic development, and environmental planning and preservation.

¹ While each Reservation has its own government, Barona and Viejas also jointly administer one Reservation, Capitan Grande.

These planning programs are overseen by the Borders Policy Committee of the SANDAG Board of Directors. The Borders Committee supervises planning activities that impact all the borders of the San Diego region (Orange, Riverside, and Imperial counties, and Baja California/Mexico). It advises the SANDAG Board of Directors on major interregional planning and policy matters and oversees both SANDAG's Committee on Binational Regional Opportunities (COBRO) and the I-15 Interregional Partnership (I-15 IRP).

Binational Planning

SANDAG's binational planning program calls on a wide array of experts in this region to advise on important binational topics. The Committee for Binational Regional Opportunities (COBRO) serves as a working group to the SANDAG Borders Committee and makes recommendations for actions by appropriate agencies. COBRO brings together representatives from cities, government agencies, businesses, academia, and other organizations located on both sides of the U.S.-Mexico border and is the region's only government-sponsored public advisory committee addressing the binational community.

SANDAG works with many other public agencies, private organizations, and institutions beyond the COBRO to address cross-border issues in a comprehensive manner. They include:

- Business organizations such as local chambers of commerce and economic development corporations;
- Academic institutions such as the Center for U.S.-Mexican Studies (UCSD), the Institute for Regional Studies of the Californias (San Diego State University-SDSU), Institute of the Americas (University of California, San Diego-UCSD), the San Diego Dialogue, and the Transborder Institute (University of San Diego-USD); and,
- Local Consuls General offices of Mexico and the United States, which have played an important role in facilitating federal participation in important cross border initiatives.

Many other community-based, environmental, and issue-specific entities are also engaged in cross-border collaboration and problem-solving.

Transportation infrastructure in the border region is critical to both Mexico and the United States. SANDAG coordinates a number of comprehensive planning efforts to improve border transportation and infrastructure along the U.S.-Mexico border. These plans are included in the SANDAG Regional Transportation Plan (RTP), which determines how regional highway and transit projects are funded and implemented.

Other cross-border efforts include plans and policies to improve water quality and supply, develop and expand energy resources, and protect marine and natural habitats.

Innovative leadership among governments, agencies, and other stakeholders in Northern Baja California and Southern California has helped improve transportation infrastructure, enhance economic competitiveness, and work toward a more sustainable environment for the region.

Interregional Planning

One of SANDAG's most active interregional programs is the I-15 Interregional Partnership (IRP), funded by the California Department of Housing and Community Development (HCD). The IRP is a voluntary partnership between elected officials representing communities along Interstate 15. Three regional government agencies, including SANDAG, the Southern California Association of Governments (SCAG), and the Western Riverside Council of Governments (WRCOG), meet to address the imbalance of jobs and housing that has caused increasing traffic conditions between San Diego and Riverside counties. It has been a successful, ongoing collaborative effort.

Tribal Government Planning

SANDAG's intergovernmental planning efforts include efforts to improve communication with tribal governments. In October 2002, SANDAG's Board of Directors and the leaders of the region's 17 tribal governments met to help promote cooperation and coordination. The summit highlighted the need for closer coordination, especially on transportation projects. SANDAG plans additional summits for the near future, and is exploring other avenues to improve communication with tribal governments.

KEY ISSUES

JOBS/HOUSING BALANCE

The growth projected for San Diego County over the next 30 years is a function of economic expansion and job creation, a continued influx of people moving to the area, and natural population growth within the area. This growth will result in demand for new housing. However, since 1995, only one new home has been built for every five new residents in the San Diego region. Given that the average household in the region houses 2.73 people, only about half the homes needed to meet current demand have been built.

Subsequently, housing prices have risen, making home ownership more difficult for much of the population. As of the first quarter of 2002, only 21.6 percent of homes sold in San Diego County were affordable to a family of four earning the median yearly income of \$60,100². As a result, many people who are employed in the region have started moving to neighboring regions in search of homeownership.

SANDAG forecasts that more than 407,000 additional homes are needed in San Diego by the year 2030. Currently, local plans and policies provide capacity for about 315,000 new homes, creating a shortfall of almost 100,000 housing units. Under current plans and policies, this shortfall will likely be met by homes in southwest Riverside County and Tijuana/northern Baja California, Mexico.

In order to curb this trend and meet future housing demands in the region, local plans and policies must be changed. A significant portion of these additional homes should be affordable to low to middle-income segments of our community in order to accommodate all sectors of our economy and provide a decent quality of life. While some of the region's workforce will chose to live outside

² Median income for a family of four according to the California Department of Housing and Community Development

of the San Diego region, we need to plan for a variety of housing options for all income levels to meet the needs of those who would prefer to live here.

Binational Perspective

While it is well known that many Mexican residents cross the border on a daily basis to work, recreate, and attend U.S. schools, it is less well known that many Americans also reside in Mexico and cross the border daily for these same purposes.

An estimated 40,000 people cross our international border each day, the equivalent of the population of the cities of Imperial Beach and Coronado combined. The daily pressure upon the border ports of entry and its related infrastructure is enormous. Commute times can be long and unpredictable.

The growth rate for the northern coastal urban areas of Baja California is predicted to slow in the future, from a 5% growth rate in Tijuana today, to 3.8% in 2010 and 2.8% in 2025. Still, Tijuana's population is expected to reach 2.9 million by the year 2025 – double its current population of nearly 1.4 million people.

The current housing demand in that city is already overwhelming existing capacity and this situation will likely worsen, causing an overflow of unregulated, shanty-style housing to crop up along the eastern edges of the city. This type of growth can be very harmful to human health and affect open space preservation, public safety, and myriad other issues.

Housing costs have a significant impact on daily migration. The cost of a low- to medium-level home in Tijuana in 2001 was \$263,000 pesos or roughly \$26,000 U.S. dollars.³ Compare this to the median priced home in San Diego in 2001 of \$312,000, and it becomes obvious why many would choose to live south of the border and commute to their jobs in the United States. This disparity is a factor of the overall national economy of each country and will not likely be resolved in the near future.

Current trends indicate that San Diego's housing needs will, in part, be met outside this region. Although it is struggling to meet its own demand for housing units, Tijuana could represent an opportunity to accommodate the growing number of people that live and work on both sides of the border.

We must address both the issues of San Diegans migrating southward for affordable housing and the northward migration of Mexicans coming in search of work along the border.

Similar to the partnership created with Western Riverside County, a partnership should be developed with authorities in Tijuana and Tecate, Mexico, to address the issues surrounding the jobs/housing balance in the binational region.

³ Information was obtained from the Instituto Municipal de Planeacion (IMPLAN) de Tijuana and was based on a 710 sq ft 2 bedroom, 1 bath, living room, and kitchen home.

Interregional Perspective

The jobs/housing imbalance is also occurring between San Diego and Riverside counties. This pattern is also prevalent between Orange and Riverside counties and to a lesser extent between San Diego and Imperial counties.

As people move further away from their places of employment, increased pressure is placed upon our interregional transportation systems, affecting not only the long-distance commuter but also causing congestion for residents in communities along the transportation route.

As stated in a study conducted by the I-15 Partnership,

“Increasing numbers of long distance commuters – generated by land use decisions – will have serious impacts on transportation, our environment, and general quality of life. Increased air pollution, increased stress in commuting and decreased leisure time reduce the quality of life in an area where many residents must commute long distances by automobile. For many, a jobs-housing imbalance means they cannot choose to live near where they work.”⁴

Other related impacts include increased emissions of air pollutants and greenhouse gases, which in turn can adversely affect water quality and habitat, further diminishing the overall quality of life in the region.

Southwestern Riverside County. Over the last decade, Southwestern Riverside County has attracted many homebuyers from areas throughout Southern California, including San Diego and Orange Counties, and Los Angeles. Almost 35 percent of all commuters from communities in Western Riverside, such as Temecula, Murrieta, and Lake Elsinore, commute to San Diego County. Southwestern Riverside County is expected to continue to attract residents from the San Diego region, as well as from the coastal areas of Orange County and Los Angeles because of comparatively less expensive housing. Substantial amounts of available land exist there for development. Plans in that region show that 140,000 new houses are slated to be built in the next few years.

[include graph showing difference in median priced homes in two areas]

As a result, transportation systems in the San Diego region are showing increased traffic volumes, mainly in the northern region of San Diego County along the I-15 corridor. According to Caltrans, the average daily highway vehicle trips along the stretch of I-15 connecting the two regions was 114,000 in 2002. The number of users of this segment is estimated to double by 2020.

In order to address the increasing traffic volumes, planning agencies in San Diego and southwestern Riverside County created the I-15 Interregional Partnership (IRP). The IRP has developed a number of short- and long-term strategies in the areas of transportation, economic development, and housing designed to increase housing opportunities in job-rich areas, promote job creation in housing-rich areas, and reduce traffic congestion.

⁴ I-15 Interregional Partnership. “Existing Conditions Report.” San Diego, CA. March 2003.

Tribal Government Perspective

Those tribes that have Indian gaming facilities have seen a dramatic increase in the number of jobs available on tribal reservations. Some 12,000 new jobs have been created, both in gaming-related business such as casinos, hotels, and golf-courses, and in non-gaming related businesses started with gaming revenue, such as outlet shopping centers and banks. While this economic growth is beneficial to the tribes and the region as a whole, it has led to a jobs-housing imbalance in that casino employees do not live on the reservation where they work. Workers commute to their jobs from San Diego, Riverside, Imperial, and Ventura Counties, as well as from Mexico. As reservations tend to be located in remote areas – most are relatively far from urban and suburban communities – this adds to traffic congestion both on freeways and on rural roadways. Some tribes have begun to address this issue by providing shuttle transportation for their employees, while others have considered providing employee housing on the reservation.

For those tribes that do not have gaming facilities, on-reservation employment is often scarce, leading to a situation that is the opposite of that discussed above. These Tribal members often need better transit to and from their communities to take advantage of job opportunities elsewhere.

GOALS, POLICY OBJECTIVES, AND ACTIONS

Goal

1. Achieve a better balance between the location of jobs and housing across our international and interregional borders, and with the tribal governments.

Policy Objectives

1. Increase collaborative economic development, transportation, and housing strategies throughout the border region in coordination with our neighbors.
2. Encourage job creation in housing-rich areas and housing creation in job-rich areas in our greater binational and interregional area.
3. Develop and implement infrastructure strategies to address international and interregional commute patterns.

Actions

1. Implement IRP short-range transportation strategies:
 - Coordinate interregional vanpool and carpool programs,
 - Expand park-and-ride lots and improve rideshare information signage,
 - Conduct joint outreach and marketing for transit, vanpool, and ridesharing programs,
 - Implement interregional public transit commuter services,
 - Collaborate with transit providers,
 - Advocate employer-based rideshare incentives,
 - Encourage adoption of alternative work schedules, and
 - Encourage telecommuting.

2. Implement IRP long-range transportation strategies:
 - Support high-speed rail service in the I-15 corridor,
 - Implement transit shuttle services for interregional transit,
 - Preserve transportation rights-of-way and implement priority measures through the development process,
 - Reduce parking requirements in transit nodes and mixed-use centers, and
 - Implement the I-15 high-occupancy vehicle system.

3. Implement IRP economic development strategies:
 - Facilitate greater collaboration between regional economic development entities,
 - Create a Web site to link I-15 commuters with local jobs and promote businesses in housing-rich areas, and
 - Map the broadband service coverage area in southwest Riverside County.

4. Implement IRP jobs/housing balance strategies:
 - Support/sponsor legislation that provides incentives for jobs/housing balance programs,
 - Actively engage in community outreach, and
 - Establish a “Coordinated Funding Group” to support the strategy implementation efforts of the interregional partnerships.

5. Develop additional interregional partnerships with neighboring counties, tribal governments, and Mexico to address land use and transportation needs:
 - Meet with transportation and planning authorities from Orange and Imperial Counties, tribal governments, and the municipalities of Tijuana and Tecate to discuss potential partnerships in those areas,
 - Identify and pursue funding to develop new partnerships, and
 - Harmonize policies with the Republic of Mexico to address binational commuting patterns.

TRANSPORTATION

Regional transportation facilities and services connect to larger transportation systems beyond the San Diego region’s boundaries, including freeways and rail networks in other parts of the state and nation, and in Baja California, Mexico. These connections have become more important as both interregional and international commuting and goods movement have increased in the last several years. These trends are recognized in SANDAG’s 2030 Regional Growth Forecast.

San Diego and the rest of Southern California is home to major U.S.-Mexico trade corridors where goods pass through the region on their way to markets throughout the country and the world. Our transportation systems are also greatly affected by interregional commuting patterns and general travel.

As growth continues in this region and the surrounding areas, maintaining major transportation systems will be an even greater challenge. To address these issues, SANDAG developed the Regional Transportation Plan (RTP), also known as MOBILITY 2030, which outlines a strategy for addressing the San Diego region's travel needs through the year 2030, including funding, building and maintaining interregional and international roadways and railways.

Binational Perspective

More than 40,000 passenger vehicles pass northward through our border ports of entry on a daily basis. Projections indicate that cross-border vehicle traffic will more than double between 2000 and 2020. To accommodate the dynamic border transportation system, MOBILITY 2030 includes projects to improve access to border crossings, expand freight rail service, coordinate commercial vehicle crossings, and programs such as the Secure Electronic Network for Travelers Rapid Inspection (SENTRI) and Free and Secure Trade (FAST), to expedite border crossings for pre-screened participants.

Ports of Entry and Related Infrastructure. In 2002, 56.5 million individuals crossed the border in our region from Mexico to the United States: 42.2 million crossed the border at San Ysidro, 11.3 million crossed at Otay Mesa, and 2.7 million crossed at Tecate.

Our existing border ports of entry are already strained. Anticipated increases in population growth and international trade will place even greater pressures on the existing infrastructure. Planning is underway with the federal General Services Administration (GSA) to improve the San Ysidro port of entry through reorganization strategies, including the re-use of the Virginia Avenue-El Chaparral gate. Similarly, plans are underway to modernize the Tecate port of entry and its related transportation infrastructure. New technologies and long-term strategies are also being evaluated to improve northbound and southbound truck access at the Otay Mesa-Mesa de Otay commercial port.

FIGURE XX.— 2002 INDIVIDUAL CROSSINGS AT PORTS OF ENTRY

Similar to the pressures on the San Ysidro port of entry, the number of commercial crossings at the Otay Mesa port of entry is staggering. In 2002, an estimated 725,710 trucks passed northbound through the port (it is assumed approximately the same number passed southbound). Between 1995 and 2001, the number of commercial trucks crossing the border at the region's commercial gate at Otay Mesa increased 58%, from 477,390 to 700,453 and this number is expected to significantly increase by 2030. Likewise, volumes have increased at Tecate and Calexico in Imperial County.

The increase in commercial truck traffic since 1995 is due in large part to the implementation of the North American Free Trade Agreement (NAFTA), which spurred a 192% growth in trade between California and Mexico, leading Mexico to surpass Japan as California's major trading partner.

FIGURE XX.—U.S.-MEXICO TRUCK TRADE THROUGH CALIFORNIA-BAJA CALIFORNIA PORTS OF ENTRY

Local governments and authorities responsible for transportation infrastructure have also begun to plan or construct new projects to link the ports of entry infrastructure with local transportation systems and trade corridors. [\[include map/graphic\]](#)

The completion of State Route 905 will connect Interstates 5 and 805 to the Otay Mesa port of entry. The completion of State Route 125 (South Tollway) will improve regional mobility in the South Bay and access for residents and businesses to the employment centers on both sides of the U.S.-Mexico border.

The development of a new port of entry at East Otay Mesa East (Mesa de Otay II) is also underway and will provide an alternate entry for vehicles and commercial traffic east of the existing commercial crossing. This port will be linked to State Routes 905 and 125 through the construction of State Route 11. This port will also connect to the Tijuana–Rosarito corridor, a new highway under construction in Baja California from the coastal area of Rosarito to the U.S.-Mexico border.

As growth continues in this region and the surrounding areas, maintaining major transportation systems around our ports of entry will be an even greater challenge.

Trade Corridors. Improvements to our regional transportation infrastructure will strengthen trade corridors in the region. In 2002, more than 725,000 trucks crossed northbound at the San Diego region-Baja California border, carrying approximately \$20 billion in freight. Almost 60 percent of these trucks were destined for other California counties, while 20 percent were headed outside the State.

Given the importance of maintaining these key market entry routes, we need support from our northern and eastern neighbors regarding funding acquisition for trade corridor infrastructure in the international border zone. These corridors include I-5 and I-15 as the primary north-south corridors, and State Route 94/125, I-8, and SR 905/Otay Mesa Road as the region's east-west corridors.

The southbound truck route through these corridors is just as significant, since trucks crossing into Mexico through the San Diego region supply many of the components or raw materials needed for the thriving maquiladora industry along the border.

Maintaining efficient transportation systems to facilitate this movement of goods throughout the region is critical, given our location on the California-Baja California border. Today, more than 1,000 maquiladoras depend on local transportation systems to move supplies quickly and efficiently.

[include graphic of intermodal facilities]

FIGURE XX.—TITLE

Multi-modal Issues: Rail Freight, Maritime and Airports. Significant opportunities for binational collaboration exist in the area of freight rail transportation along the California-Baja California border. The existing binational railroad, the San Diego & Arizona Eastern (SD&AE), runs southeast from San Diego into Tijuana and Tecate, and then into Imperial Valley. However, the Desert Line of the SD&AE between Tecate and the Imperial Valley, has been out of service since 1983. This is the San Diego region's only rail link to the east and is operated by two operators, the San Diego and Imperial Valley Railway (SDIV) between San Diego and Tijuana, and Carrizo Gorge Railway between Tijuana and Imperial County (crossing through Tecate). The SD&AE once linked Tijuana and San Diego with the rest of the railroad networks in the eastern part of both countries.

Additionally, the Mexican Federal Government ceded the administration of the Tijuana-Tecate segment to the State of Baja California, and now it is operated by the Carrizo Gorge Railway.

Rehabilitating and upgrading the eastern section (Desert Line) of the SD&AE could substantially improve the international and interstate movement of goods from this region, as well as provide greater access to agricultural products from the Imperial County. Additionally, Mexican officials are discussing the potential to develop an intermodal transportation center that could link this line with a proposed rail line between Ensenada and Tecate. This would allow for improved goods movement from the Port of Ensenada to the border and into the United States.

Maritime transportation at our local ports plays an important role in the region's transportation system as well. The Ports of San Diego and Ensenada continue to jointly develop strategies to expand their port facilities and accommodate a growing number of trade movements through ports in the Pacific Rim. Part of their ability to attract new cargo depends on the region's ability to move those goods to destinations both within and outside of the region. Therefore, efficient transportation systems in the form of roadways, land ports of entry, railways, and air cargo facilities are a key element for their successful growth.

Our region possesses an extensive system of private, commercial, and military airports; however, the regional passenger and cargo facilities are reaching their maximum capacity. In Baja California, the Tijuana and Mexicali airports were recently partially privatized to improve operations, and there is evidence that these airports do serve a segment of the population from north of the border. In San Diego, the San Diego County Regional Airport Authority is discussing a long-range solution to meet projected passenger and air cargo needs.

The first phase of the Airport Authority's study included two options at the border: (1) a new airport on the U.S. side immediately north of the international border; and (2) a proposed passenger terminal in the United States to serve the International Airport in Tijuana. The first option was problematic due to conflicting air space issues. The latter was also dropped as an option that could meet all the needs of the San Diego region, but a cross-border terminal is still considered among business groups in the binational area as a potential collaborative solution for additional airport capacity.

[include map of multi-modal facilities]

Interregional Perspective

The I-15 Interregional Partnership is developing strategies to address the transportation issues caused by the increasing numbers of commuters traveling from southwestern Riverside County to San Diego County for work.

In addition to the jobs/housing balance strategies previously outlined, the region must work to complete transportation systems and major capital improvements along key interregional corridors. Major capital improvements are being considered for Interstates 5, 8, 15 and 805.

These improvements include widening projects to accommodate Managed/HOV lanes and general purpose lanes. The I-15 Managed Lanes program currently under development will create a 20-mile

managed lane facility between SR 163 and 78. It will feature movable barriers, multiple access points to regular highway lanes, and direct access ramps for buses and other high occupancy vehicles.

Only under the most optimistic funding scenario do SANDAG plans show expanding I-15 north of State Route (SR) 78, to add one HOV lane in each direction. By contrast, Riverside County's plans could expand the eight-lane freeway to as many as 12 lanes.

The expansion of I-15 to the San Diego border is included in the program of projects for the Riverside County sales tax measure, which was approved by its voters in November 2002. While SANDAG does acknowledge the likelihood of future congestion along the segment of I-15 connecting the two regions, expanding this portion of I-15 is not considered a top priority due to funding constraints and other more urgent needs elsewhere in the San Diego region. The two regions need to work together to better coordinate plans and resolve this conflict.

In Imperial County, a number of improvements are planned and underway to address passenger and commercial vehicle transportation. Improvements and expansions are planned for SR 98 and SR 111. Freeway extensions are planned for SR 7 and SR 115, and a new Brawley Bypass will be constructed at SR 78 in Brawley. Imperial County officials emphasize that these efforts are part of a comprehensive approach for improving intra-county agricultural and recreational travel, as well as interregional, interstate, and international travel.

Key Trade Corridor Connections. In the San Diego region, Interstates 5 and 15 are two major north-south corridors that accommodate significant volumes of commercial trucks, while State Routes 94, 125, SR 905/Otay Mesa Road, and I-8 are the region's primary east-west corridors. These north-south and east-west trade corridors serve both domestic cargo as well as international trade routes. Commercial traffic flows and trade corridors are discussed in the *Binational Perspective* section above.

Passenger Rail Corridors. This region is connected to the north and east through both passenger and cargo related rail services. Amtrak's intercity passenger rail network connects the region to the rest of the nation, and its Pacific Surfliner Corridor, Amtrak's second busiest corridor, connects San Diego specifically to Los Angeles and San Luis Obispo. Planning and programming for this coastal rail line is coordinated by the Los Angeles-San Diego-San Luis Obispo Rail Corridor Agency (LOSSAN). LOSSAN sets priorities for improvements in the corridor that will increase the capacity of the rail line and the reliability of service.

High-Speed Rail. This region may one day be connected to a high-speed rail system now being planned at the state level. This line would run through one of two potential corridors – the Inland Corridor, stretching from Los Angeles through the Riverside and Temecula areas to downtown San Diego via Interstate 15, or the Coastal Corridor, stretching from Los Angeles through Orange County to San Diego, with stops tentatively identified at Oceanside, University Towne Centre and downtown San Diego. The environmental and engineering feasibility of these two routes is now being studied. The San Diego Regional High-Speed Rail Task Force, appointed by the SANDAG Board of Directors, is monitoring this work and will continue to advise the Board on the high-speed rail plans as they develop.

Rail Freight. Rail freight in the San Diego region is transported via the Burlington Northern Santa Fe (BNSF) and the San Diego and Imperial Valley (SDIV) railroads. The BNSF maintains the northern

coastal mainline and a branch line between Escondido and Oceanside. The SDIV moves freight on the San Diego & Arizona Eastern (SD&AE) Railway between San Diego and Tijuana. Another operator, the Carrizo Gorge Railway, will move freight between Tijuana to the Imperial Valley, once the Desert line is reopened in eastern San Diego County. (see *Binational Perspective* above)

Airport. The San Diego Regional Airport Authority is evaluating potential options for expanding our passenger and air cargo capacity. These options include a number of collaborative approaches involving air facilities in the surrounding regions. These options include building new passenger facilities at March Air Force Base in southern Riverside County or building facilities on a new site in the Imperial Valley. The Authority is evaluating these two options in terms of access, given their distance from population and employment centers in San Diego County. If pursued, these options would most likely be linked to the San Diego region by a high-speed rail system.

Tribal Government Perspective

A recent report by the County of San Diego discusses the traffic implications of tribal gaming. In particular the study points out that:

“Due to their location in the backcountry, the Reservations take access from rural two-lane County arterials and/or State highways. Previous land use and transportation planning for the rural backcountry did not assume large scale development on the Indian Reservations. The development and expanded operation of gaming-related and resort projects, has significantly increased, and will continue to significantly increase, traffic on almost all existing two-lane access roads. A complicating factor is that the location of tribal projects is inflexible in that Tribes do not realistically or politically have the option of locating their projects in places other than the Reservations. The County has identified traffic to and from the tribal projects as one of the major adverse impacts of these projects.”⁵

The California Department of Transportation (Caltrans) has also addressed this issue:

“Tribal communities need proper roads, bridges and highways to adequately connect their communities to other communities, thereby enhancing the opportunity for economic, social, cultural and community developments. They also need better transit to and from their communities to take advantage of job opportunities in surrounding communities. As new economic and community development ventures expand in Tribal communities, transportation becomes a major planning component for land use and traffic operations.”⁶

Currently, SANDAG works with the tribal governments to assist in meeting their transportation needs in the following ways:

Regional Transportation Improvement Program (RTIP). The federal government serves the transportation needs of the region’s 17 reservations through the Bureau of Indian Affairs’ Indian Reservation Roads (IRR) program. This program provides funds available only to tribal governments for building or maintaining roads within reservation territory. San Diego’s tribes must compete nationally for these funds.

⁵ County of San Diego. *Update on Economic Impacts of Tribal Economic Development Projects in San Diego County*. Report. San Diego, Ca. 2002.

⁶ CALTRANS. *Transportation Guide for Native Americans*. 2002.

To allow local governments to be informed of the IRR allocation in the region, the allocation of these funds is required to be included in SANDAG's Regional Transportation Improvement Program (RTIP). For fiscal years 1999-2004, nine of the region's reservations received allocations for reservation road improvements, totaling nearly \$7.2 million. SANDAG is required to list all federal, state, and local funds allocated for transportation improvements in this region in its RTIP.

Vehicle Grant Awards. SANDAG is the agency responsible for approving the region's applications for federal transportation funds under the TEA-21 "Section 5310" grant program. This federal program helps non-profit agencies acquire vehicles to transport seniors and persons with disabilities to health and human-service programs. The Indian Health Centers in Alpine and Pala will receive three vehicles through the last two year's programs, as supported by SANDAG. These vehicles will be used to transport tribal elders to health services and tribal functions. These awards will help address reservation residents' critical need for improved access to health care.

Enhanced Communications. Communication between SANDAG and the tribal governments needs to continue to be improved to better serve the tribes' needs. Caltrans states:

- *"Cooperation among the various Tribal, Federal, State and local governments is the key to fully involving Tribes in transportation project planning and programming. U.S.C. 23 requires that states, as a minimum, 'consider the concerns of Indian Tribal governments and Federal land management agencies that have jurisdiction over land within the boundaries of the State.' In addressing the Long Range Transportation Plan in particular, U.S.C. 23, Sec 135 (e)(2)(C) states, 'With respect to each area of the State under the jurisdiction of an Indian Tribal government, the long-range transportation plan shall be developed in consultation with the Tribal government and the Secretary of the Interior.' In addressing the State Transportation Improvement Program, U.S.C. 23, Sec. 135 (f)(1)(B)(iii) states, 'With respect to each area of the State under the jurisdiction of an Indian Tribal government, the program shall be developed in consultation with the Tribal government and the Secretary of the Interior.'"*⁷
- *"A number of factors contribute to the resulting limited participation by Tribes: Tribes are accustomed to working with the Federal government and the Bureau of Indian Affairs (BIA) process, which differs greatly from the State process; regional agencies are not aware of the need (or definition) of consultation, or they are reluctant to include the Tribes transportation needs in their plans (local agencies have historically regarded Tribes' as the BIA's "responsibility"); some Tribal Governments lack the resources (staff, finances, experience) to participate in regional transportation planning processes; and, sometimes, relationships between Tribes and local governments have been adversarial. Progress is being made by some of the tribes and regional transportation planning agencies with regard to consultation and participation; however, communication and coordination must be improved in order to fully involve Tribal Governments in transportation planning. Tribal members pay State, Federal, and local transportation taxes the same as all citizens, and they believe that they should be included in policy bodies that determine the use of those tax revenues. The lack of Tribal participation in the transportation planning process has been a problem nationwide."*⁸

⁷ Ibid

⁸ Ibid

SANDAG, in collaboration with the region's tribal offices, developed a publicly available map of the reservations using computer mapping software of its Regional Information System. The Regional Information System contains information that could provide additional benefits to tribal governments. In addition to these activities, SANDAG has participated with Caltrans at several training programs for tribal governments on transportation planning for reservations.

GOALS, POLICY OBJECTIVES, AND ACTIONS

Goal

1. Provide reliable and efficient transportation systems along key trade corridors, interregional commuting corridors, tribal reservations, and ports of entry.

Policy Objectives

1. Complete trade corridors included in MOBILITY 2030.
2. Coordinate regional transportation systems across our borders.
3. Ensure an efficient flow of people and goods across the international ports of entry and along key trade and interregional commuting corridors.
4. Reduce binational and interregional commute times.
5. Improve communication regarding transportation issues with tribal governments.

Actions

1. Implement I-15 short and long-term transportation strategies listed in the Jobs/Housing Balance section.
2. Support binational freight opportunities by reopening and upgrading the Desert Line of the SD&AE Railway (between Tecate and the Imperial Valley) and upgrading existing freight service between San Diego and Tecate.
3. Support high-speed rail transit service in the I-15 corridor.
4. Prioritize regional transportation funding for key trade corridors in the border regions.
5. Secure funding for needed transportation infrastructure in the region's border areas and coordinate the implementation of border-related capital and operating improvements with the federal General Services Administration (GSA).
6. Support the use of technology at the ports of entry and the expansion of the SENTRI⁹-like programs for passengers and cargo.

⁹ SENTRI is an example of the effective use of technology at our ports. SENTRI started operations in 1995 in Otay Mesa Port of Entry and currently operates also in San Ysidro, having over 42 thousand registered users by August of 2003.

7. Secure funding for improvements to transportation infrastructure serving the commercial border crossing at Otay Mesa.
8. Encourage off-peak use of rail capacity for rail freight movement, and evaluate using managed/HOV facilities for goods movement during off-peak periods.
9. Ensure compatibility of transportation lanes at county lines.
10. Review the potential for consolidating intermodal rail, truck, and air cargo freight terminals at specific staging areas.
11. Support the use of transit centers and transportation facilities by agencies from outside of the county.
12. Form a working group between SANDAG, Caltrans, the County of San Diego and tribal governments to assess rural/reservation transit and transportation needs, and develop strategies to meet these needs.

ENERGY AND WATER SUPPLY

The San Diego region and its neighbors are highly dependent upon both energy and water resources from outside the region. This makes the region vulnerable to shortages, price fluctuations, and manipulation from outside sources. Therefore, diversifying our energy and water resources is of major concern to San Diego, our neighboring counties, and the municipalities in northern Baja California.

Energy Supply

More than 90% of the energy used in the San Diego region is imported. Likewise, much of the public policy and regulatory decisions regarding energy that affect San Diego County are made outside of the region, in Sacramento and Washington D.C. This dependency makes energy a cross-border issue. Transmission lines are shared throughout southern California and the implementation of new energy-related infrastructure, such as generation facilities, transmission lines, or natural gas pipelines, will inevitably impact neighboring jurisdictions.

Binational Perspective

The energy sectors of California and Baja California are becoming increasingly integrated. Baja California, geographically cut off from the mainland of Mexico, is actually connected to the energy grid system of the western United States through transmission lines across the California and Arizona borders. Therefore, Baja California's energy future is more closely tied to that of the U.S. than to that of Mexico. Subsequently, both opportunities and challenges exist for cross-border energy generation, transmission, and coordination in the binational region. The anticipated growth in the population and economy of the border region will require exceptional efforts to plan and implement coordinated energy solutions.

Traditionally, the California-Baja California border region has relied on imported energy from outside sources to meet its energy demand (which is delivered via gas pipelines, oil trucks, and

power transmission lines). However, both California and Baja California have recently experienced challenges in meeting the growing energy demands. As a result, an important binational energy market is starting to develop, as numerous power plants are planned or under construction along the California-Baja California border.

Mexico is currently siting new plants on its side of the border and plans to produce energy from natural gas for both the Mexican and American markets. However, there are constraints upon the existing transmission infrastructure which delivers energy from Baja California, and significant upgrades will be required if the U.S. is to benefit from energy generated south of the border.¹⁰ The question of transmission also brings with it challenges of siting and building new infrastructure. Most of the new plants are located in or near Mexicali, which means that any new transmission lines would pass through Imperial County and potentially north to Riverside County.

Another area of concern is the reliability of U.S. natural gas supplies provided to Mexico. As pointed out in a study conducted for the San Diego Regional Energy Office:

“If San Diego and California come to rely heavily on power from Mexico, and most of that power is fueled by natural gas, then a secure gas supply to Mexico is critical to assure a secure power supply to California. Similarly, as Baja California becomes more dependent on natural gas from the U.S., it needs to have adequate assurances regarding the reliability of that supply.”¹¹

This increase in regional energy generation provides more opportunities for regional self-reliance, represents significant investment in the regional infrastructure, and encourages the use of cleaner-burning fuels than some existing plants in the binational region.¹² However, there are also a number of environmental concerns related to locating new power plants along the border. For a discussion regarding environmental issues and energy, please see *Environment: Binational Perspectives* section.

Border Energy Issues Group. To address the many complicated issues related to creating a binational energy market, local academics and energy experts from both sides of the California-Baja California border called for the creation of a neutral forum in which to discuss energy related issues affecting the larger region. The Border Energy Issues Group (BEIG), supported by the SANDAG Board of Directors through the Borders Committee, has been created and will serve as a regional forum to promote open dialogue between sector leaders from the U.S. and Mexico with the goal of recommending strategies to address energy infrastructure and supply needs as well as the efficient and environmentally-sound production and use of energy resources in the region.

FIGURE XX.—TITLE

Interregional Perspective

The RCP incorporates the recently-adopted Regional Energy Strategy (RES), a strategy to address our regional energy needs through 2030. This strategy contains a number of goals: ensuring adequate supplies and infrastructure; promoting energy efficiency and conservation; developing indigenous renewable sources; and promoting efficient energy-related technologies to potentially transition from a fossil fuel-based economy to new supply sources and technologies.

¹⁰ Sweedler, Alan; Van Schoik, Rick; and Sach, Steve. “Energy Issues in the California-Baja California Binational Region.” Report prepared for the San Diego Regional Energy Office. San Diego: California, 2002.

¹¹ Ibid.

¹² Ibid.

The first specific goal identified in the RES is “[to] achieve and represent regional consensus on energy issues at the state and federal levels.”¹³ Consensus among the jurisdictions in the region is necessary to develop energy infrastructure within the region and reduce dependency on imported sources. Similarly, this consensus should be sought with our neighboring regions as well, to establish a cogent energy plan that examines and addresses potential impacts on our neighboring counties.

One example of a significant interregional issue is the unsuccessful Valley-Rainbow Transmission Interconnect project. This project, which would have provided the San Diego region additional access to a reliable supply of energy to the north, would have passed through Riverside County. While San Diego would benefit from a more reliable energy supply, Riverside would be impacted by having a transmission line pass through its jurisdiction, thereby affecting its land use and development of the adjacent areas. This project has been seen as an example of the disconnect between the land use planning and urban development of one region and the infrastructure planning of another. Riverside County residents ultimately opposed this project, and the state Public Utilities Commission denied it.

The conflicts that can arise in siting major energy-related infrastructure projects can be alleviated by developing more indigenous energy sources. While the San Diego region does not possess large amounts of fossil fuels or natural gas, there is potential for the development of renewable sources such as solar, photovoltaic, wind, and geothermal in various parts of Southern California. Likewise, reducing demand by making gains in energy efficiency reduces environmental impacts and battles over generation and transmission.

Water Supply

The San Diego region relies heavily on imported water to meet its demand. In fact, most of the water used in all of Southern California and northern Baja California is imported from outside sources. This dependence on outside sources is cause for both conflict and cooperation. Whether used predominantly for agricultural purposes, as in the Imperial and Mexicali valleys, or needed to meet urban demand, increasing pressure is being placed upon these supplies as the population and economy continue to expand. Because water (like energy) is an integral component for a healthy economy, we should consider water reliability not just for ourselves, but for our neighbors as well. A failing neighboring economy can negatively impact our own region.

Water authorities in the San Diego region, as well as its neighboring regions, are addressing water reliability issues for the future through a number of strategies. In order to reduce conflict, a cooperative approach will be necessary to assure water reliability for the entire region.

Binational Perspective

San Diego and Imperial Counties and the municipalities in northern Baja California all rely heavily upon water delivered from the Colorado River. Colorado River water is brought to the western portion of the border region through two aqueducts, one on each side of the border. Water systems in San Diego and Tijuana-Tecate are united through an emergency connection, which can deliver water to Mexico in case of a failure of the delivery system on the south side of the border.

¹³ San Diego Regional Energy Office. “The San Diego Regional Energy Strategy.” San Diego, Ca. May 2003.

The Colorado River Water Treaty, signed by both countries in 1944, assures water allocation to California and Mexico. Based upon the treaty, California's allotment is 4.4 million acre feet, while Mexico's is 1.5 million acre feet. Of the allotted amount, the lion's share of the water on both sides of the border is dedicated to agricultural production, while the urban areas make up their water supply with a mix of Colorado River water, other imported supplies (on the U.S. side), and local supplies such as groundwater, surface water captured in local reservoirs, and recycling. However, because of rapid economic and population growth along the border, both regions are facing increases in demand and therefore are exploring new ways to secure increased water resources for the future. Likely options for assuring long term water reliability in this arid region include a mix of increased conservation, maximization of local supplies, and water recycling and desalination (for more information regarding long term water planning in the San Diego region, please refer to the *Public Facilities* chapter).

Imported Water Quality. A significant issue related to allocation of Colorado River water is that of water quality, or salinity. While the 1944 Treaty mentioned above specifies how much water should be delivered to Mexico, it does not stipulate the quality of that water. Water from the river is used many times over. It is drawn out, used, treated and discharged back into the river by many users before it has reached its southernmost destination. This results in a deterioration of the water quality, specifically high levels of salinity in the water once it is delivered to Mexico.

Water Infrastructure. While both sides of the border face increasing water demand, existing water conditions differ on each side of the border. For example, per capita water use in Baja California is much lower than that of the San Diego region. The per capita rate in Tijuana is 180 liters/day or 46.8 gallons/day, while the rate in San Diego County is 180 gallons/day. In 2000, San Diego's overall use was approximately nine times greater than that of the Tijuana-Rosarito area (695,000 acre feet versus 77,048 acre feet). San Diego's geographic service area is nine times greater, representing 1,420 square miles (3,678 square kilometers) as opposed to a service area of 152 square miles (392 square kilometers) in the Tijuana-Rosarito area.

Another major difference is in the existing infrastructure of each area. The San Diego region has very well-developed water delivery systems (100% of the population has access to potable water). Tijuana's infrastructure has been unable to keep up with the massive immigration to that city. As a result, it is estimated that not all of the city's population has water delivery infrastructure. Subsequently, the poorest segment of the population must purchase water gallon by gallon, spending a much greater percentage of their per-capita income on this basic human necessity.

Similar to its water delivery system, San Diego's wastewater collection system is capable of handling 100% of the wastewater generated. However, Tijuana's wastewater infrastructure only serves approximately 76% of the population. This has significant implications on the city's ability to collect, recycle, and reuse existing resources and leads to negative water quality and human health, especially in times of rainy weather.

Tijuana's Master Plan for Water and Wastewater Infrastructure. To address its infrastructure issues, the City of Tijuana, in collaboration with the state Public Services Commission (Comisión Estatal de Servicios Públicos de Tijuana, CESPT), developed the Tijuana Master Plan for Water and Wastewater Infrastructure. The Master Plan is a long-term planning project that will investigate alternatives for meeting Tijuana's water and wastewater infrastructure needs over the next 20 years. The project is funded by the U.S. Environmental Protection Agency with funds being administered

by the North American Development Bank and coordinated with other Mexican agencies such as Mexico's National Water Commission (Comisión Nacional de Agua, CNA), and the State Water Commission for Baja California (Comisión Estatal de Agua, CEA). The Master Plan will consider the following: potable water resources, including water reuse alternatives; potable water infrastructure; wastewater collection and conveyance; and wastewater treatment infrastructure, including pretreatment of industrial wastewater.

The Master Plan is an important step in averting a water disaster in the northern Baja California region. By 2010, approximately 3.3 million people will live in the San Diego region and 2.15 million are expected to live in the Tijuana region. This estimated population of about 5.5 million people will demand approximately 848,000 acre-feet of water annually. Given the proximity of our populations, the integration of significant sectors of our economies, and the social and cultural ties that we share, it is important for San Diego to support efforts in Tijuana and the entire northern Baja California region to upgrade the water supply and collection system.

Binational Conveyance Study. One example of a potential approach to ensure water reliability in the binational region is the development of a united conveyance system to deliver Colorado River water to the region. The water authorities for San Diego County and Baja California concluded a binational study in 2002 to analyze the alternatives of transporting water from the Colorado River through a joint aqueduct. This study includes technical information from both sides to evaluate the possibilities of a binational aqueduct and proposes alternative routes. It appears that implementation of the proposed aqueduct is unlikely, however, because Baja California's impending water needs appear more immediate than those of San Diego. Therefore, Mexican authorities indicate that they will begin construction of a Mexican aqueduct but will continue to be open to discuss opportunities to work together in the future.

Interregional Perspective

Since 1990, the San Diego County Water Authority (CWA) has imported 75 to 95 percent of the region's water supply exclusively through the Metropolitan Water District (MWD) in Los Angeles. MWD imports its supply from two main sources, the Colorado River and the State Water Project (which is pumped from the San Francisco Bay/Sacramento-San Joaquin River Delta through the California Aqueduct). The reliability of these two supplies directly affects the reliability of San Diego's overall water supply mix. A key element in CWA planning includes strategies to diversify the water supply and thereby reduce our dependency on outside sources.

The CWA-IID Water Transfer Agreement. A key element in CWA's diversification strategy is the recently approved Imperial Irrigation District (IID) Transfer Agreement, which will allow the CWA to purchase conserved Colorado River agricultural water from the Imperial Valley.

The transfer agreement is a key element of California's plan to live within its current Colorado River water allocation of 4.4 million acre feet (AF). The aptly named "California 4.4 Plan" promises six other Western states that California will stop using more than its allotted portion of the Colorado River. California has routinely taken surplus water from the Colorado River amounting to approximately 5.2 million AF annually (for more information regarding regional water use, see the *Public Facilities* chapter of the RCP). The transfer will allow the San Diego region to receive more water from the IID and therefore less water from the MWD, making it possible to reduce MWD's withdrawals from the Colorado River.

The transfer agreement was approved in October 2003 after many years of complex negotiations among four water agencies and the state and federal governments. Major points of the agreement include:

- The yearly transfer of up to 200,000 AF of conserved agricultural water from the Imperial Valley Water District to the San Diego County Water Authority;
- The sale of an additional 1.6 million AF of additional conserved agricultural water from the Imperial Valley Water District to the State over the next 15 years (representing the creation of a market-based trading system), which would then be sold to urban users, with the money made by the State to be used for restoration of the Salton Sea;
- Responsibility of the San Diego County Water Authority to line the All American Canal (which will generate an additional 77,000 AF of water a year for San Diego);
- Installation of the “beneficiary pays” concept which obligates those who benefit from water programs to help pay the cost, rather than the general taxpayers; and
- Agreement over additional funds to be paid as mitigation by the participating water agencies.

This agriculture to urban transfer of Colorado River Water will not only help the State stay within its 4.4 million AF allotment but will also reduce southern California’s dependency on water supplies from the State Water Project, which will greatly benefit other users of that water supply.

Tribal Government Perspective

The majority of tribal reservations in San Diego County are outside of the County Water Authority’s boundaries, causing them to be reliant on groundwater for their water needs. This groundwater dependency has led to some conflict between some tribes with gaming facilities and nearby rural residents who claim that their groundwater supply is being depleted by on-reservation developments. Several tribes are investigating alternative water supply options such as receiving water from the Otay and Padre Dam Water Districts¹⁴.

GOALS, POLICY OBJECTIVES, AND ACTIONS

Goal

1. Meet binational, Tribal reservation, and interregional long-term energy and water needs in a fiscally and environmentally-sound manner.

Policy Objectives

1. Improve coordination of energy and water planning with Orange, Riverside, and Imperial Counties, tribal governments and Baja California.
2. Collaboratively promote conservation and efficient use of energy and water within the binational and interregional region.

¹⁴ County of San Diego “Update on Impacts of Tribal Economic Development Projects in San Diego County, April 2003

3. Increase use of renewables and clean-energy technologies throughout the binational and interregional region.
4. Enhance the reliability of the region's water supplies through water recycling, seawater desalination, groundwater resources, water transfers, and other appropriate diversification strategies to maximize available water resources.

Energy Actions

1. Support the goals and implementation strategies identified in the Regional Energy Strategy.
2. Seek consensus on energy issues at the interregional level.
3. Continue to support the Border Energy Issues Group as a forum for discussion and development of strategies regarding binational energy issues.
4. Harmonize policies with the Republic of Mexico to address binational energy issues.

Water Actions

1. Continue to pursue funding through existing and future federal, state, and regional programs for development of local water projects.
2. Work with regulatory agencies to pursue regulatory changes more conducive to water recycling.
3. Support the ability of the borders' communities to transfer water supplies that mutually meet their needs.
4. Pursue a Capital Improvement Program to increase reliability of the interregional and binational aqueduct systems, provide adequate emergency storage and carryover storage needs, add treatment capacity to satisfy treated water needs, and develop seawater desalination facilities.
5. Support Mexican water agencies in their efforts to assure water reliability for the Northern Baja California region.
6. Coordinate long term water planning with tribal governments.

ENVIRONMENT

Ecosystems know no political boundaries. Flora and fauna, air, water, and the pollution that plagues them are governed by and circulate through a system not restricted by political lines or jurisdictions.

Environmental issues are best addressed on an ecosystem basis. To protect habitat, we must consider open space corridors. To address water quality, we must use a watershed perspective. To understand

air quality, we must understand air basins. Habitat corridors, watersheds and air basins define a respective geographical area in which a particular ecological system functions. Our borders do not follow these lines, but our responses to environmental issues must.

The San Diego region has made great strides in habitat management through the Multiple Species Conservation Program (MSCP) and the Multiple Habitat Conservation Program (MHCP). The region must now work to link these efforts with similar efforts in the surrounding regions, and encourage similar consideration of open space planning where needed. Likewise, this region is responding to challenges in water quality through a mixture of responses within jurisdictional boundaries and by collaborating across jurisdictional lines within larger watershed areas.

Regarding clean air, within the State of California, air quality is governed by a system that considers the basin level. However, this approach has not been applied to the international boundary where environmental issues may cross the border, but regulation and enforcement clearly do not.

Habitat

Binational Perspective

With the rapid economic and social development in the binational region, finding the balance between new development and the conservation of the environment is an important challenge.

The border region is home to habitat areas significant for the conservation of species of flora and fauna, including coastal sage scrub and chaparral vegetation. Because of the varied climate, topography, and vegetation, the region is one of the most ecologically-diverse in the world.

The ecological area that encompasses much of southern California and northern Baja California is known by conservation biologists as the "California Floristic Province." In its entirety, the Province runs from northern Baja California north to the California-Oregon border. The Province is considered one of the world's 25 hotspots for biodiversity conservation, with a large number of threatened and endangered species and habitats, including 24 species of flora and fauna currently identified under threat of extinction on the Mexican side of the border. Places considered as "hotspots" are areas that harbor the highest concentrations of species (especially those species that do not exist in any other part of the planet, which are referred to as endemic species).

FIGURE XX.—CALIFORNIA FLORISTIC PROVINCE

Las Californias Binational Conservation Initiative. Significant opportunities exist for collaborative approaches to conserving portions of the Province along the California-Baja California border. Currently, organizations from both sides of the border are working together in the Las Californias Binational Conservation Initiative. The specific aim is to promote coordinated efforts to establish binational habitat corridors and protect biodiversity in this region. Efforts are underway to garner binational support for protecting the area between Tijuana and Tecate, where a habitat corridor is threatened due to eastward urban growth from Tijuana as well as major proposed infrastructure projects. Efforts to link protected planning areas in northern Baja California with existing habitat corridors in San Diego County should be promoted and supported.

Interregional Perspective

In 1991, the California Legislature enacted the Natural Community Conservation Planning (NCCP) Act. This act created a NCCP Program to provide counties in Southern California with long-term regional protection of natural vegetation and wildlife diversity while allowing compatible land uses and appropriate development and growth. Five counties take part in this program including San Diego, Orange, Riverside, San Bernardino, and part of Los Angeles. While each county is undertaking its own habitat planning efforts, the NCCP Program provides the criteria for ecosystem planning by focusing on preservation of an entire ecosystem versus preservation on a species-by-species basis. The U.S. Fish and Wildlife Service and U.S. Fish and Game are mandated to assure that these corridor planning efforts are implemented. Therefore, the planning oversight for interregional habitat protection lies at the state and federal levels.

The local Multiple Species Conservation Program (MSCP) and the Multiple Habitat Conservation Program (MHCP) are consistent with the NCCP guidelines and meet the requirements of the NCCP Act (for more information regarding habitat planning in San Diego County, please refer to the *Healthy Environment* chapter). Similar planning efforts in the counties of Riverside, Orange, and Los Angeles will also apply the same standards and criteria.

As part of the program, the counties take part in the NCCP Five County Funding Group, which seeks and obtains funds on a collaborative basis. This effort focuses on obtaining planning grants and funding for key habitat acquisition areas that have been identified throughout the five-county area.

Along our eastern border with Imperial, most of the land is public land, including the Anza Borrego State Park, the Cleveland National Forest and other areas owned and managed by the Bureau of Land Management (BLM). Therefore, there is less concern that this habitat will be lost to development or other land disturbance. Nonetheless, as development pressures press eastward, San Diego and Imperial Counties, and the state and federal land management agencies, should coordinate habitat planning in the eastern corridors.

Watersheds & Water Quality

Binational Perspective

Besides sharing an important ecological region, San Diego, Tijuana, and Tecate share the Tijuana River Watershed, which encompasses approximately 1,750 square miles, one-third of which lies in the United States and two-thirds in Mexico. The watershed runs 50 miles north-south and 70 miles east-west before draining into the Tijuana Estuary and the Pacific Ocean on the U.S. side of the border.

Significant binational efforts are currently underway to address myriad issues throughout the watershed. The Tijuana River Watershed Binational Vision Project was established to provide a framework for the many activities, projects, and research being conducted about the health of the watershed. It represents a consortium of organizations and individuals including scientists, urban planners, academics, GIS specialists, and others working to address the root causes of degradation in the system. Projects currently underway are addressing topics related to water quality, air quality, infrastructure, mapping, and other environmental pressures affecting the watershed.

One of the most visible issues affecting the westernmost portion of the watershed (which lies in the urbanized areas of Tijuana and San Diego) is that of sewage and other toxic pollutants entering the Tijuana River on the Mexican side of the border. These flows eventually cross the border and pass through the Tijuana Estuary before entering the Pacific Ocean. Unmitigated, the pollutants cause numerous beach closures and pose serious human health threats on both sides of the border.

A major contributor to this problem is insufficient sewage collection infrastructure in Tijuana. To address this, the Tijuana Sewer Rehabilitation Project, known locally as "Tijuana Sana" (Healthy Tijuana), is currently underway. Tijuana Sana is a four-year project to rehabilitate or replace deteriorated sewer pipes in Tijuana. The project was certified by the Border Environment Cooperation Commission (BECC) and work commenced in early 2002.

Work on the Tijuana Sewer Rehabilitation Project is taking place concurrently with the development of the Tijuana Master Plan, a long term strategy to address both the water supply and collection systems in Tijuana. Improving the wastewater collection infrastructure in the urban areas of the watershed is imperative to reducing and ultimately eliminating the presence of untreated sewage in the Tijuana River, the estuary, and nearby beaches.

Another effort to minimize the amount of raw sewage that flows across the border was the construction of the International Wastewater Treatment Plant (IWTP), operated by the International Boundary and Water Commission (IBWC) on the U.S. side of the border.¹⁵

The IWTP treats up to 25 million gallons a day (mgd) of Tijuana's sewage. The IWTP operates a dry weather diverter in the Tijuana River to collect up to 13 mgd of flow directly from the river and takes overflow sewage from the treatment system in Tijuana that would otherwise get discharged untreated directly into nearshore waters from the San Antonio de Los Buenos treatment facility in southern Tijuana. The plant does not divert any flows from the river during wet weather. The IWTP treats the sewage from Mexico to an advanced primary level, which does not technically meet standards set by the Clean Water Act in the United States. The plant was planned to treat at a secondary level (which meets U.S. requirements) but implementing the second phase of development has been challenging. The IBWC, in coordination with the U.S. Environmental Protection Agency, is currently working on plans for secondary treatment, but it is unclear when this will occur.

In addition to completing the IWTP, the region should pursue continued collaborative efforts in ocean water quality monitoring along the border as well as programs for point source pollution control in Mexico. While effluents from point sources such as treatment plants have been well addressed in the U.S., progress can still be made south of the border.

Interregional Perspective

The San Juan and Santa Margarita Watersheds lie along our northern border with Orange and Riverside counties.

The Santa Margarita Watershed encompasses approximately 750 square miles, most of which lies in southwestern Riverside County, but drains into the area of Camp Pendleton and ultimately

¹⁵ The IBWC is an agency established by the governments of the United States and Mexico to resolve those differences that arise from the application of their boundary and water treaties.

discharges to the Pacific Ocean in San Diego County. Due to the massive growth in the eastern areas of the watershed, the lower area of the watershed (Marine Corps Base Camp Pendleton) has experienced flood problems, increased erosion, and high levels of pollutants. Development in the valleys of the Santa Margarita Watershed, which includes the areas of Temecula, Lake Elsinore, and Hemet, will continue to negatively impact the lower reaches of the watershed where development has not occurred.

FIGURE XX.—TITLE

The San Juan Watershed covers 496 square miles in San Diego, Orange, and Riverside counties. Approximately 150 square miles (30%) of this area is located in northwest San Diego County, almost entirely within Camp Pendleton. There are five hydrologic areas in the San Juan Watershed, two of which, the San Onofre and San Mateo hydrologic areas, are within San Diego County. Due to the nature of the hydrological areas, development within the watershed in the areas of Orange County has not adversely affected San Diego County such as has occurred in the Santa Margarita Watershed.

Tribal Government Perspective

While tribal sovereignty has led many to believe that tribes do not have to adhere to environmental regulations in their developments, in truth, tribal governments' relationship to the federal government in environmental matters is similar to that of states. They act as the authority delegated to implement federal environmental laws within their respective jurisdictions. They may enact regulations more stringent than the federal government's rules, as California has done in many areas, or default to federal regulation. Tribes must prepare environmental impact statements in accordance with NEPA, and these reports must include the consideration and potential mitigation of off-reservation impacts.

Air Quality

Binational Perspective

Air quality along the U.S.-Mexico border has traditionally been dealt with separately in each nation; however, there is evidence that the designated regulatory air basins of California do commingle with air on the Mexican side of the border. There is growing concern that as development continues along the border, air pollution from one side of the border may have negative effects on the other side.

This issue has become significant along the California-Baja California border, specifically in the Mexicali-Calexico area, as a number of new power plants are planned or have come on-line in the border region. As pointed out in a study completed for the San Diego Regional Energy Office, these new energy generation facilities are being developed in response to the growing energy needs of the region and are designed to produce energy from natural gas (as opposed to fossil fuels which are still predominantly used in some parts of Mexico and the U.S.). However, because many of these facilities are being located along the border in Mexico, there is concern that companies are choosing

to site new plants south of the border "because of perceived lower environmental standards than in the U.S." ¹⁶

Subsequently, a number of laws have been introduced in the California and U.S. legislatures to prohibit companies generating power in Mexico that do not meet California's environmental standards from participating in the U.S. market. However, some consider this an unfair practice on the part of the U.S. since much of the energy currently used throughout California (and the U.S.) is purchased from areas of the country where fossil fuel generation (which is much more polluting than natural gas) is the norm. Therefore, this action would place greater restrictions on Mexican generators than on U.S. generators. These legislative proposals do, however, exemplify the concern in the region that the significant increase in power plants along the border will result in poorer air quality for populations living on both the Mexican and U.S. sides of the political line.

To address this issue, various entities are discussing changes in U.S. environmental laws to recognize binational air basins. By doing so, air quality mitigation efforts that are required in the U.S. to offset new pollution generation could occur on either side of the border. While these efforts are still in the nascent stages in the California-Baja California area, a similar pilot program in the El Paso-Ciudad Juarez area has been very successful.¹⁷

Interregional Perspective

Smog from San Diego's neighbors to the north can affect our air quality. Ozone precursor emissions are transported to San Diego from the South Coast air basin during Santa Ana weather conditions. The South Coast basin comprises the metropolitan areas of Orange, Riverside, Los Angeles, and San Bernardino counties. Winds blowing toward the southwest, transport the South Coast's polluted air out over the ocean, and the sea breeze brings it onshore into San Diego County.

In 1998, transport pollution prevented the San Diego air basin from attaining the federal one-hour ozone standard in 1999. However, San Diego was able to achieve clean air in 1999, 2000, and 2001 and attained that federal standard in 2001.

GOALS, POLICY OBJECTIVES, AND ACTIONS

Goal

1. Create and maintain a healthy binational and interregional environment.

Policy Objectives

1. Preserve and enhance ecosystem biodiversity throughout the borders region.
2. Protect habitat corridors, watersheds, and air basins that cross our binational and interregional boundaries.

¹⁶ Sweedler, Alan; Van Schoik, Rick; and Sach, Steve. "Energy Issues in the California-Baja California Binational Region." Report prepared for the San Diego Regional Energy Office. San Diego: California, 2002.

¹⁷ The Joint Advisory Committee on Air Quality for the Paso del Norte Region is the entity working to develop and implement binational strategies to improve air quality along the border.

Actions

1. Coordinate habitat corridor planning with surrounding counties, state and federal agencies, tribal governments, and the Republic of Mexico.
2. Provide a cooperative, coordinated, and long-range conservation and management program for the region's habitat preserve system that is tied to preserve systems in our surrounding regions.
3. Identify regional funding sources for watershed planning, habitat land acquisitions, and ongoing land management and biological monitoring functions and coordinate funding opportunities with our surrounding regions.
4. Work together to assure coordination and cooperation of environmental managers across multiple regions, subregions, and subareas.
5. Support actions to better understand the dynamics of local air basins and support coordinated, cross-border approaches to improving air quality in shared basins.
6. Support collaborative watershed planning with Baja California to improve the health of the Tijuana Watershed.
7. Support the establishment of a transborder environmental impact assessment process to protect border communities from potentially harmful transborder environmental impacts of projects on either side of the U.S.-Mexico border.
8. Support comprehensive solutions to U.S.-Mexico border sewage problems to protect human health and the overall health of our local ecosystems.

ECONOMIC DEVELOPMENT

San Diego, combined with neighboring counties and Northern Baja California, has the necessary scale and diversity to compete in the global marketplace. Likewise, this region, while separate in many ways from the Los Angeles area, does recognize our ties to our neighbor to the north as a way to access both domestic and international marketplaces.

Binational and Interregional Perspective

Benefiting from our Geographic Location. From a geographical perspective, San Diego occupies an incredibly advantageous position. Its vicinity to Mexico is a prime example, but its access to other world markets, such as the Pacific Rim and Central and South American markets, make it one of the country's best places to do business.

In order to benefit from our geographic position, however, the region needs to ensure access to reliable trade corridors, whether in concert with port infrastructure along the international border and in northern Mexico, or in collaboration with our neighbors to the east and north, including the greater Los Angeles area.

For many years, San Diego's economic development was largely based upon the defense industry and related manufacturing. However, in the last 15 years, San Diego has diversified its economy to include significant telecommunications and biotechnology industries while maintaining a thriving tourist industry. San Diego's location has allowed it to rely heavily on the large labor force available in Mexico while Tijuana's economy has benefited from employment opportunities in San Diego. The close economic ties between the two areas are easily demonstrated through the large amount of people and goods that move across the international border and by economic activity along the border.

Northern Baja California has also benefited from its geographical position next to the United States. Mexico has implemented various strategies to bolster economic development along its northern border, the most recent and well-known being the *Maquiladora* program (or In-Bond Industry).

The maquiladora industry was established in Mexico in the late 1960s to create jobs demanded by the increasing border population and to bring the Mexican national production system to the international market. With this program, Tijuana has developed its commercial and manufacturing industries.

The maquiladora industry plays a very important role in the region in that it not only generates employment opportunities in Baja California but also in San Diego, as is demonstrated by the number of transnational corporations with sister facilities north of the border. As a demonstration of the strength of the regional economy, San Diego's Gross Regional Product (GRP) of \$126.1 billion, combined with Tijuana's \$25 billion GRP, would rank this border economy 36th among the economies of the world, ahead of Singapore, Malaysia, or Venezuela.

FIGURE XX.—NUMBER OF PEOPLE EMPLOYED IN TIJUANA AREA MAQUILADORAS

Our regional economy is affected by the global economy. The North American Free Trade Agreement (NAFTA), implemented in 1994, has allowed California's trade with Mexico to exceed \$20 billion yearly and has overcome obstacles such as fluctuations in the peso-dollar relationship as well as differences in economic indicators which, in the past, posed major obstacles for a more stable economic relationship.

FIGURE XX.—CALIFORNIA EXPORTS TO MEXICO

If we take advantage of our geographic location and our shared resources, this region has great potential to succeed in highly competitive global markets. In this context, the maquiladora industry has been an important factor for development of the binational market. The maquiladora industry, however, is under competitive pressure from other production centers such as China, where the cost of labor is comparatively cheaper. Therefore, this binational region must rely on its other competitive advantages, such as geographic location, and assure that our regional trade-related infrastructure provides improved access to both domestic and international markets.

The region should also focus its attention on other types of infrastructure needed to support a growing economy. This includes ensuring that adequate educational opportunities exist to develop a highly qualified workforce for high-tech and biotech industries, and that sufficient infrastructure is in place to provide the natural resources (water, energy, etc.) needed to support large-scale industry. Furthermore, the region needs to concentrate its efforts towards building a strong base of small- to

medium-sized firms that support the larger industries in the region. Developing a strong base of feeder or supplier industries will help strengthen the region's core industries and provide more cross-border business opportunities.

The binational aspect of our region has been embraced by the business sector. However, cross-border business could be hindered as crossing the border becomes more time consuming and less efficient for goods movement. The use of better technology at the ports of entry is the region's best option for safeguarding the border while allowing the efficient and safe flow of people and goods.

Expanding International Trade Capabilities. As identified in SANDAG's Regional Economic Prosperity Strategy, improving collaboration between the private sector and government agencies responsible for improving the region's access to domestic and international markets is key to our economic success. In order to be competitive in the global marketplace, San Diego and its neighboring counties and the Republic of Mexico will need to approach access issues as a region. Recommendations in this area include improving the greater region's water port facilities to accommodate larger classes of cargo ships, developing stronger ties between the regional ports from Ensenada to Los Angeles, working to re-open and improve capacity of the SD&AE eastward rail line, expanding air passenger and air cargo capacity in the region, and continuing to make improvements to our transportation infrastructure, especially along designated trade corridors (for more information on regional economic development, see the *Economic Prosperity* chapter).

Tribal Government Perspective

San Diego's Tribal communities greatly impact this region's economic development. According to a county of San Diego report¹⁸, the San Diego tribes who have developed gaming facilities have:

- Eliminated unemployment on certain reservations, thereby eliminating need for taxpayers to support some tribal members;
- Made it possible for the Barona, Sycuan and Viejas Bands to allocate to other Bands and Indian programs the annual federal funds they are entitled to;
- Contributed to reducing unemployment of non-Indians, thereby reducing the need for taxpayers to support those in need of government programs;
- Created approximately 12,000 jobs, primarily for non-Indian residents of the San Diego region;
- Generated approximately \$270 million total annual payroll;
- Resulted in approximately \$263 million in goods and services purchases in 2001;
- Contact with hundreds of vendors, some with 2000 vendors, most of whom are from San Diego County;
- Made it possible (in 2000) for Sycuan and Viejas bands to spend over \$7 million on community organizations, charitable contributions, sponsorships, etc.; and
- Made it possible for non-gaming Tribes (with no slot machines or less than 350 slot machines) to each receive up to \$1.1 million annually from gaming tribes.

These accomplishments are especially significant when considering that before gaming, no local Indian tribe had found the means to generate sufficient steady income to support itself. Economic development on tribal reservations is limited for several reasons:

¹⁸ Update on Impacts of Tribal Economic Development Projects in San Diego County. April 2002

- Reservation land is owned by the tribes, but held in trust by the federal government. Because of this trust status, tribes could not use their land as collateral to secure financing for economic development without waiving their sovereign immunity.
- Reservation lands tend to be remote – most are relatively far from urban or suburban communities – and may only be accessed by rural roads.
- The terrain of most reservations is very constrained.
- The complexity of Indian law and politics, and a historic dependency on federal programs and services.

Those tribes without gaming still face these challenges, and should be supported in their economic development efforts.

GOALS, POLICY OBJECTIVES, AND ACTIONS

Goal

1. Strengthen the position of the greater binational and interregional area as a strong competitor in the global marketplace.

Policy Objectives

1. Mutually support cooperative economic development and diversify the economies of the greater borders region.
2. Mutually capitalize upon each region's competitive advantages to maximize the greater region's economic prosperity.
3. Enhance cultural, educational, and job training opportunities throughout the greater region.
4. Increase communications and coordination with tribal governments regarding activities and opportunities on economic development.

Actions

1. Support the I-15 Interregional Partnership economic development strategies, as listed in the Jobs/Housing Balance section of this chapter.
2. Support policies and measures that promote economic development along the border in Mexico, such as the Maquiladora Program.
3. Encourage continued U.S. federal and state government financial support of the North American Development Bank (NADBank) and the California Infrastructure and Development Bank (I-Bank). (See Glossary of Terms for more description of these institutions)
4. Increase communication and coordination with tribal governments regarding activities and opportunities on economic development

HOMELAND SECURITY

The tragic terrorist events of September 11, 2001, have led our nation to re-examine national security both within and along our borders. The resulting decisions made in Washington D.C. directly impact the people living in communities throughout the southern California-northern Baja California region. While we support our nation's efforts to safeguard our borders, we must also ensure that in implementing such measures, the quality of life in the region is not significantly diminished.

San Diego's position as home to the busiest binational land port of entry in the world places us on the frontline of national security efforts. Likewise, our significant local defense industry places great responsibility upon this community for implementing those policies instrumental to safeguarding America.

The International Border

The three land ports of entry that connect the San Diego region with the state of Baja California allow our communities to interact, our economies to thrive, and our cultures to meld. Over 40,000 daily commuters and \$20 billion yearly in trade goods cross these ports. Therefore, our region needs a border management system that expands trade opportunities while protecting the U.S. from potential terrorist threats and attempts to move people or contraband across the border illegally. A seamless information-sharing system that allows for coordinated communication among border authorities and the broader law enforcement and intelligence gathering communities is also necessary.

The efficient use of technology for pre-screening and information collection is critical in light of limited resources at our border. According to the White House, "...extensive pre-screening of low-risk traffic [allows] limited assets to focus attention on high-risk traffic. The use of advanced technology to track the movement of cargo and the entry and exit of individuals is essential to the task of managing the movement of hundreds of millions of individuals, conveyances, and vehicles."¹⁹

In this region, a number of programs are already in place to facilitate this movement. Programs such as SENTRI (Secure Electronic Network for Travelers Rapid Inspection) for individual crossers and BRASS (Border Release Advanced Screening and Selectivity) and FAST (Free and Secure Trade) for commercial activity, have been very successful and should continue to be supported, promoted, and expanded (see Glossary of Terms for more description of these programs).

The Department of Homeland Security

To better protect the United States from a potential threat and to better secure our borders, Congress authorized the creation of the Department of Homeland Security (DHS). This new department's mission is to prevent terrorist attacks, reduce America's vulnerability to terrorism, and minimize the damage from potential attacks. The DHS oversees 22 existing agencies to provide a more coordinated effort toward homeland security. The department is organized under the following four directorates: Border and Transportation Security Directorate (BTSD); Science and Technology Directorate (STD); Information Analysis and Infrastructure Protection (IAIP); and

¹⁹ White House. *Securing America's Borders Fact Sheet: Border Security*. www.whitehouse.gov/homeland/01.html

Emergency Preparedness and Response Directorate (EPRD). Of these, the Border and Transportation Security Directorate plays the most active role in managing our local ports of entry (land, air, and sea), and contains a number of the agencies transferred from the Department of Justice, including the Bureau of Customs and Border Protection (CBP) and the Bureau of Immigration and Customs Enforcement (BICE), among others.

As this new super-agency begins to implement strategies and actions to protect our borders, it is important that the region has meaningful input into the decision-making process. We must support strategies that use new technologies to streamline our ports of entry while ensuring international public safety.

The DHS responds to potential threats along the U.S.-Mexico border through the policy prescribed in the *Twenty Two-Point Smart Border Agreement* between the U.S. and Mexico. This agreement calls for specific actions to ensure secure infrastructure, secure flows of people, and secure flows of goods. Many organizations in the region have supported implementation of the agreement, which calls for cross-border cooperation, harmonized port of entry operations, increased use of technology to allow legal crossers and commercial entities more streamlined access, and technology sharing, to name a few.

A Snapshot of the Defense Posture in the San Diego Region

The San Diego region is one of the most significant defense areas in the country in terms of uniformed military personnel, installations, and equipment, and the number of cluster industries which directly support the nation's defense needs. These include companies engaged in manufacturing or assembling aircraft, ships, and products such as cruise missiles. In fact, San Diego County ranks first in the nation in Defense Department wages and salaries (\$4.3 billion), and third in defense procurement contract awards (\$4.7 billion).²⁰

U.S. Navy. The Navy has an amazingly wide complex of commands and operations in the region. As of 2002, the Navy employed 54,975 active duty military personnel and 19,070 civilians.

The principal Navy bases in the San Diego region are the Naval Base Coronado (Naval Air Station North Island/ Naval Amphibious Base Coronado), the Naval Station San Diego, the Naval Regional Medical Center, the Naval Submarine Base, the Space and Naval Warfare Systems Command, and the Naval Weapons Station Fallbrook.

Locally-based nuclear aircraft carriers include the USS John C. Stennis, USS Nimitz, and by 2004, the USS Ronald Reagan – all homeported at North Island Naval Air Station.

In addition, Navy Region Southwest is the major command that provides the highest level of base operating support and quality of life services for all operating forces and shore activities in the Southwest Region. Naval Region Southwest is based in the downtown San Diego at the Broadway Complex. The Shore Group supports command groups, including military recruit centers, the Fleet and Industrial Supply Center, Navy Antisubmarine Training Center, U.S. Coast Guard activities, the

²⁰ According to information compiled by the Economic Research Bureau of the San Diego Regional Chamber of Commerce and published in Volume 51, Number 7, 2003 edition of the San Diego Economic Bulletin.

Naval Facilities Engineering Command, Navy Public Works, and all other Navy bases in the Naval Region Southwest.

U.S. Marine Corps. The United States Marine Corps has 121 command groups based in the San Diego region, employing 53,330 active duty military personnel and 4,487 civilians as of 2002. This was an increase of 2,271 personnel over 2001. The major Marine bases are Marine Corps Base Camp Pendleton, Marine Corps Air Station Miramar and the Marine Corps Recruit Depot.

The Marine Corps Base Camp Pendleton covers more than 250,000 acres and approximately 200 square miles of terrain north of Oceanside. The stretch of shoreline along the base (17.5 miles) is the largest undeveloped portion of coastal area left in Southern California. Camp Pendleton provides training facilities for many active-duty and reserve Marines, Army, and Navy units, as well as national, state, and local agencies. More than 60,000 military and civilian personnel work daily on the base, which is the home of the 1st Marine Expeditionary Force, 1st Marine Division, 1st Force Service Support Group, and many tenant units. Camp Pendleton has 67 command groups with 30,906 active duty military personnel and 4,887 civilian employees in 2002.

The Marine Corps Air Station Miramar (MCAS Miramar) is a 24,000-acre installation located in the northern part of the city of San Diego. The mission of MCAS Miramar is to provide facilities, services and materials to support operations of the 3d Marine Aircraft Wing, Marine Aircraft Group 46, and other Naval aviation units. MCAS Miramar had 48 command groups with approximately 13,000 active duty military personnel and 1,213 civilian employees as of 2002.

The Marine Corps Recruit Depot Group (MCRD) is one of the two Marine recruit training bases in the United States. The base has 388 acres north of downtown San Diego. The MCRD had six command groups with 9,424 active duty military personnel and 605 civilian employees in 2002.

The military is tightly woven into the social and economic fabric of the San Diego region. The Navy/Marine Corps team, coupled with the local defense industry, affords this region continuing opportunities to enhance our quality of life. While the country is engaged in the global war on terrorism, and during this time of heightened homeland security, this region is fully aware that it may be at greater risk than other areas of the country.

Protecting Regional Infrastructure

Just as our economies and societies are linked throughout the region, many of our public facilities and environmental assets are connected and would be adversely affected by disruptions on either side of the border. Joint response capabilities will be important if a disaster of international significance occurs along our border, and our binational border region needs to be prepared to collaborate to address any potential regional terrorist threat.

Efforts are now being made among regional agencies to prepare for a potential attack on our people or resources. In San Diego County, overall county response to disasters is coordinated through the Unified San Diego County Emergency Services Organization, Office of Emergency Services (OES). The organization is comprised of the 18 cities within the county and the County of San Diego and provides for a single operational area for coordination of disaster activities. This office coordinated with the Environmental Protection Agency to develop a cross-border contingency

plan for the sister cities of San Diego and Tijuana. This plan addresses such issues as hazardous materials management, bioterrorism, and joint preparedness activities.

While efforts are being made among agencies on both sides of the border, a recent survey conducted regarding perceptions of homeland security efforts in the region indicated a need to improve information dissemination about regional emergency preparedness.²¹ Efforts need to be made to increase awareness among the general public regarding existing preparations and provide public information regarding what to do in the event of a terrorist attack along our border.

POLICY GOALS, OBJECTIVES, AND ACTIONS

Goal

1. Keep the region secure while protecting the binational and interregional quality of life.

Policy Objectives

1. Ensure protection of local population, regional infrastructure, and resource delivery systems across our binational and interregional borders.
2. Ensure the legal flow of goods and people across our binational and interregional borders.
3. Balance the implementation of homeland security measures with efficient cross-border and interregional travel.
4. Implement strategies to coordinate homeland security measures with our binational and interregional neighbors.
5. Encourage the implementation of security measures that will not negatively impact the economy of the border region and develop adaptive strategies to address potential impacts from security measures.

Actions

1. Provide a meaningful mechanism for local input regarding homeland security measures affecting this region.
2. Increase the use of technology at the ports of entry.
3. Support measures to encourage users of border crossings to register and participate in ports of entry programs that facilitate identification of people and efficient movement of goods to ensure national security at the borders and beyond.

²¹ Gallagher, Nathan. *San Diego Perspectives on Homeland Security: Report* (prepared for the 2003 SANDAG Annual Binational Summer Conference). Institute for Regional Studies. San Diego, Ca. July 2003.

4. Work with the Department of Homeland Security (DHS) to make data and other resources available to enhance security at the U.S.-Mexico border and ensure the integrity and safety of pertinent interregional infrastructure.
5. Advocate making our ports of entry the model for other regions in the processing of people and goods.



Las Californias Binational Conservation Initiative



The California-Baja California border lies within the California Floristic Province, which has been identified as one of 25 global biodiversity hotspots. Pronatura A.C. and its partners are working to identify conservation priorities on the Mexican side of the border that:

- preserve the best and most intact examples of coastal sage scrub and chapparal;
- link to existing protected areas on the U.S. side, including archaeological and cultural sites that currently have no legal status; and
- promote federal, state, and local collaboration on land use, endangered species, and watershed conservation issues.

For example, the area between Tijuana and Tecate is becoming rapidly urbanized, with booming population growth and little zoning and land use planning at the municipal level. If it continues at its current pace, there will be a 78-kilometer urban barrier between public lands that are under conservation management on the U.S. side (the 18,500-acre Otay Mountain Wilderness Area, the 7,547-acre Hauser Wilderness Area, and 13,480-acre Pine Creek Wilderness Area) and intact ecosystems on the Mexican side. According to the 2002 "Missing Linkages" report, there are five wildlife corridors that cross the U.S.-Mexico border and will be disrupted by this urban barrier.

On the Mexican side, this area is also characterized by agricultural and industrial lands, which can be quickly transformed into urban areas. One example of this is the Toyota Plant/El Gandul area, which was previously an agricultural ranch, and is now being converted into a Toyota factory and warehouse. An adjacent property has already been identified for solid/toxic waste disposal (also a former agricultural ranch), and possibly other automobile factories. We anticipate that nearby residential growth from Toyota employees will follow when the plant opens in 2004. Neither Tijuana's nor Tecate's land use plan has a designation for open space zoning, leaving intact wildlife habitat available for other industrial, residential, and agricultural uses.

Growing industrialization will also impact the binational Tijuana River Watershed. Three-fourths of the watershed lies in Mexico, but it drains into the Tijuana Estuary, which is a nationally-recognized wetland that is currently being proposed as a RAMSAR site (wetland of international importance).

Due to its threatened status and its proximity to already protected areas on the U.S. side, Pronatura, the International Community Foundation, and other partners have identified the Otay-Tijuana-Tecate area as a conservation priority for the border region. Furthermore, because the municipalities of Tijuana and Tecate are both updating their land use plans, Pronatura and its partners are working to elevate these priority issues in those documents. There are several concrete steps that SANDAG's Borders Committee can take to assist with this effort:

Proposed Action Items:

- 1) Request a formal collaboration at the federal level in the California Floristic Province that mirrors those in the Sonoran Desert and Upper Gulf of California, as well as Big Bend-El Carmen in Texas.
- 2) Propose a study area (that would be mandated by the U.S. Congress), specifically looking at the five border corridors in terms of endangered species, watershed planning, land use, and innovative cross-border tools.
- 3) Engage municipal and state governments in Mexico in binational land-use planning as they update the municipal general plans.
- 4) Extend SANDAG's map beyond Tecate to begin binational conservation and planning discussions in the region surrounding the proposed Jacumbé border crossing.
- 5) Continue data sharing between U.S. and Mexican government agencies, and include non-profit organizations that can contribute data sources and primary research to these collaborative efforts.