

## CHAPTER 3.0

### AFFECTED ENVIRONMENT; ENVIRONMENTAL CONSEQUENCES; AND AVOIDANCE, MINIMIZATION, AND/OR MITIGATION MEASURES

## **CHAPTER 3.0 – AFFECTED ENVIRONMENT; ENVIRONMENTAL CONSEQUENCES; AND AVOIDANCE, MINIMIZATION, AND/OR MITIGATION MEASURES**

This chapter discusses existing conditions and addresses the environmental impacts of the Project alternatives, as well as identifies avoidance, minimization, and mitigation measures that could be implemented in conjunction with the Project.

As part of the scoping and environmental analysis conducted for the Project, the following environmental issues were considered, but no impacts were identified. Consequently, there is no further discussion of these issues in this Draft EIS:

*Farmland:* The Project Study Area is not located on land under a Williamson Act contract and no agricultural resources are located in the vicinity. Project implementation would not convert farmland to non-agricultural uses or affect any farmlands.

*Noise:* The Project Study Area is located in a developed urban area predominantly comprised of commercial uses. As documented in the noise analysis prepared for the project, entitled Focused Acoustical Analysis for the San Ysidro LPOE Improvements Project (HELIX 2009a), no noise-sensitive receptors are located within the Project Study Area. The closest such receptors include four hotels/motels to the north along East San Ysidro Boulevard and Border Village Road. The three closest hotels/motels do not contain outdoor areas of frequent human use (i.e., swimming pools, patios), and the fourth contains a swimming pool that is shielded by the motel buildings. The closest school, Willow Elementary School, is located approximately 0.4 mile to the northwest, adjacent to I-5, and the closest park (Cesar Chavez Community Center and Larsen Field) is located approximately 0.5 mile to the west. Given the distance from the Project Study Area, noise generated by routine operations at the improved San Ysidro LPOE would not be highly perceptible at the school or park. As a result, no adverse noise impacts would occur from Project implementation.

With regard to potential cross-border impacts in Mexico, Council on Environmental Quality (CEQ) Guidance on NEPA Analysis for Transboundary Impacts (July 1, 1997) states: "... in the context of international agreements, the parties may set forth a specific process for obtaining information from the affected country which could then be relied upon in most circumstances to satisfy agencies' responsibility to undertake a reasonable search for information." In this case, since Mexico is undertaking a corresponding LPOE project on their side of the border, Mexican agencies are addressing potential environmental impacts of concern to Mexico.

The basis for the referenced CEQ guidance is President Carter's Executive Order (EO) 12114. Subchapter 2.5 of this EO provides exemptions that include Presidential actions. Historically, the Department of State (DOS) has taken the position that transboundary impacts are generally not considered (unless they are outside the exemption created by EO 12114). Therefore, potential project-level and cumulative impacts in Mexico associated with the Project are not addressed in this Draft EIS.

## HUMAN ENVIRONMENT

### 3.1 LAND USE

This subchapter of the Draft EIS assesses the potential for existing land use patterns and development trends within the study area to affect, or be affected by, implementation of the Project. The study area evaluated for land use issues encompasses the *San Ysidro Community Plan* (1974, as amended; SYCP) Area, which is depicted in Figure 3.1-1. A Community Impact Assessment, (CIA; *Community Impact Assessment for the San Ysidro Land Port of Entry Improvements Project*, April 2009), was completed for the Project; relevant portions of this report are summarized in this subchapter of the Draft EIS.

#### 3.1.1 Existing and Future Land Use

##### **Affected Environment**

##### The San Ysidro Community Plan Area

The Project is located on the southern boundary of the SYCP Area, which encompasses approximately 1,800 acres and is located about 14 miles southeast of downtown San Diego. The SYCP Area is surrounded by the Tijuana River Valley to the west, State Route 905 (SR-905) and the Otay Mesa-Nestor community to the north, the Otay Mesa community to the east, and the U.S.-Mexico International Border to the south. The topography of the SYCP Area is mostly level, except for the northeast portion, which is dominated by hilly terrain. The Tijuana River Valley comprises most of the SYCP Area west of I-5. The topography transitions to steeper slopes immediately east of the Project Study Area.

San Ysidro began as a small agricultural community and continued to retain this identity, even as its importance in, and dependence upon, border commerce began to grow. Today the SYCP Area is an international crossroads, a border community hosting the busiest land port of entry in North America. Currently, the SYCP Area is densely populated with primarily residential and commercial uses; only a few agricultural parcels remain near the margins of the SYCP Area and remote from the Project Study Area. Commercial areas are largely associated with international border activities; they are concentrated around the LPOE and continue northward along a strip between the I-5/I-805 interchange and the trolley and railroad tracks. Additional commercial and industrial uses are located along both sides of I-5. The northern part of the SYCP Area (generally bound by SR-905, I-5, and I-805) primarily contains residential uses.

##### Land Use Designations and Zoning

Zoning designations in the Project vicinity are defined in the SYCP and the *City of San Diego General Plan* (General Plan). The City of San Diego (City) updated zoning designations in the Municipal Code (Chapter 14, Land Development Code) in January 2000, superseding the SYCP's 1990 zoning designations. The current zoning designations in the SYCP Area are depicted in Figure 3.1-1 and include the following:

- IL-2-1: Industrial – Light: allows a mix of light industrial and office uses with limited commercial
- CV-1-1: Commercial – Visitor; allows a mix of large-scale, visitor-serving uses, and residential uses
- CO-1-2: Commercial – Office; allows a mix of office and residential uses that serve as an employment center
- OF-1-1: Open Space - Floodplain
- OP-1-1: Open Space - Park
- AR-1-1: Agriculture – Residential; 10-acre minimum lot sizes
- AR-1-2: Agriculture – Residential; one-acre minimum lot sizes
- RS-1-1: Single Family Residential – Urbanized Community – Minimum 5,000-square-foot lots
- RS-1-7: Single Family Residential – Urbanized Community – Minimum 40,000-square-foot lots
- RM-1-1: Residential - Multiple Unit; one unit per 3,000-square-foot lot
- RM-2-5: Residential - Multiple Unit; one unit per 1,500-square-foot lot
- RM-3-7: Residential – Multiple Unit; one unit per 1,000-square-foot lot
- RM-4-10: Residential – Multiple Unit; one unit per 400-square-foot lot
- SYIO-CT-2-3: San Ysidro Implementing Ordinance – commercial center area with independent internal circulation and parking
- SYIO-CSF-2 (also -2-3, -2-4, and -3): San Ysidro Implementing Ordinance – commercial strip development with parking in the front or on the side of the building
- SYIO-CSR-1 (also -2 and -3): San Ysidro Implementing Ordinance – commercial strip development with parking to the rear or side of the building
- SYIO-I-1: San Ysidro Implementing Ordinance – Industrial uses

As illustrated in Figure 3.1-1, within the 52.5-acre Project Study Area, approximately 50.8 acres are zoned commercial (19.2 acres of SYIO-CSR-3 and 31.6 acres of SYIO-CT-2-3), while 1.7 acres on the eastern margin are zoned industrial (SYIO-I-1).

### Existing Land Use Patterns

As illustrated in Figure 3.1-2, the central corridor of the Project Study Area is currently occupied with transportation uses (i.e., roadways and freeways) and border facilities. Much of the remaining land, along the western and eastern sides of this central corridor, is occupied by a number of commercial establishments serving employees of the LPOE and the border-crossing population. Near the eastern edge of the Project Study Area is the terminus of the blue line trolley, which is located adjacent to the San Ysidro Intermodal Transportation Center. Just to the east of the transportation center is a small commercial strip, which includes a privately owned and operated long-haul bus depot, several retail shops, a market, and several fast food restaurants. At the northernmost end of this strip is a small paid parking lot. Across I-5 and along Camiones Way are a duty-free shop and a larger paid parking lot.

Land uses surrounding the Project Study Area are largely transportation-related (I-5, I-805, the freight rail line, the blue line trolley, and other transit facilities) and commercial (refer to Figure 3.1-2). The central and western areas immediately surrounding the LPOE tend to be oriented toward those traveling to and from Mexico. The Plaza de Las Americas shopping center is a regional destination and occupies a large expanse of commercial land east of the LPOE along Camino de la Plaza. In the central commercial

area that extends northward from the border between the I-5/I-805 interchange and the rail line is a more diverse assemblage of commercial spaces. Businesses in this area include paid parking lots, restaurants, motels, and Mexican insurance and currency exchange establishments. North of the I-5/I-805 interchange, along West San Ysidro Boulevard, is a mix of commercial, residential, and civic (i.e., schools and parks) land uses.

A diversity of residential types exists in San Ysidro beyond the LPOE and commercial uses in the immediate vicinity. The neighborhood nearest the LPOE is known, according to the SYCP, as the "Southern Neighborhood." The Southern Neighborhood is located north and northeast of the Plaza de Las Americas shopping center and surrounds a large community park, known as the Cesar Chavez Community Center and Larsen Field. On the north side of the park is a development of older single-family residences, and on the east and west sides are newer multi-family housing developments. A mobile home park is located north of Sipes Lane. On the south side of Sipes Lane and just north of Camino de la Plaza is the Coral Gate subdivision, a newer single-family residential neighborhood with a small community park, Coral Gate Park.

The other neighborhood in the general vicinity of the Project Study Area is known in the SYCP as the "East Beyer and Hill Street Neighborhood." This area is a small strip of mostly single- and some multi-family residences located east of East San Ysidro Boulevard and west of the trolley tracks.

Other residential neighborhoods in the SYCP Area include the historic "El Pueblito Viejo" in the geographic center of San Ysidro, which includes mostly single family homes; the "Sunset Neighborhood" west of the El Pueblito Viejo neighborhood, which includes a mix of single- and multi-family residences; and the northern, western and easternmost portions of the SYCP Area, which are called the "Suburbs," and contain mostly single-family tract homes built in the 1970s and early 1980s, as well as several medium- to large-scale multi-family developments.

Existing land uses in the area are generally consistent with the SYCP, but discrepancies do exist. For instance, in the area surrounding West San Ysidro Boulevard, there is a mix of residential and commercial uses, although the area is zoned commercial and is designated as community-serving commercial in the SYCP. Additionally, where the SYCP specifies commercial uses oriented towards servicing the community in the area south of I-5 and just west of the split with I-805, currently there is a mix of community- and tourist-serving establishments, including gas stations and motels. Further northeast of this area, along I-5, the land is designated as industrial, but is currently developed as primarily residential. Similarly, the SYCP designates the area east of Cesar Chavez Community Center and Larsen Field (which is in the southern part of the SYCP Area, northwest of Plaza de Las Americas) as agricultural; the land is currently occupied by a mobile home park.

Although San Ysidro is a north-south portal and connector between San Diego and Tijuana, it is also divided between east and west. The physical division by the I-5 and I-805 freeways is bridged in few places over or under the freeways. Camino de la Plaza is the roadway nearest the LPOE that crosses the I-5 freeway. There is also a pedestrian bridge over southbound I-5 and the LPOE at the border facility. The physical division of the community results in a social division of the community as well.

According to the SYCP, transportation corridors create a division that limits pedestrian activity, and bars social, visual, and physical connections, all of which contribute to an image of a divided community. The SYCP therefore sets as a goal an image of a more integrated community by reducing barriers and encouraging connectivity.

On the Mexican side of the border, commercial land uses predominate to the west and southwest of the LPOE, although a residential area is located immediately across the border from Camiones Way and the adjacent parking lot. Residential uses predominate to the east and southeast of the LPOE in Tijuana. Housing prices in the Tijuana area that are much lower than prices in San Diego have resulted in live-work commute patterns in which many Tijuana area residents commute daily to work at jobs on the U.S. side of the border.

### Development Trends

The SYCP Area continues to develop with residential, commercial, and industrial/business park uses, as called for in the SYCP. Employment in the SYCP Area is projected to increase by 36 percent (rising from 10,285 to 13,959 jobs) by 2030 compared to 2004 levels<sup>1</sup>, while population is projected to increase by 24 percent (from 27,486 to 34,189) in the same time period (SANDAG 2009). Recent land development proposals include single and multi-family residential, commercial, office, industrial (warehouse), and community/institutional uses.

As a border community, development in San Ysidro has been oriented toward both the community and tourists. Plaza de Las Americas is a dominant commercial presence that serves tourists. A number of new housing developments have been constructed for residents. Redevelopment projects also are planned to address the need for community-oriented services, including a future specific plan in the area of San Ysidro Boulevard west of I-805 to encourage linkages and mixed-use type development in the San Ysidro Boulevard corridor. The SYCP is planned to be updated to encourage market-rate housing; community-oriented commercial development; pedestrian-scale development to encourage connectivity; and improvements in transit and mobility.

A few parcels in San Ysidro are designated for industrial uses, but, as the SYCP notes: "Industrial development in San Ysidro faces formidable competition from Otay Mesa, the developing community to the east, which has a significant amount of land designated for industrial use" (SYCP, as amended 2003).

Figure 3.1-3 and Table 3.1-1 present recent and proposed land development and public projects in the SYCP Area. Projects listed in the table include those within about a two-mile radius of the Project Study Area.

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<sup>1</sup> As of February 2009, the most recent available employment data are for 2004.

<b>Table 3.1-1 LAND DEVELOPMENT AND PUBLIC PROJECTS IN THE SYCP AREA</b>				
<b>No.<sup>1</sup></b>	<b>Project Name</b>	<b>Location</b>	<b>Type</b>	<b>Description</b>
1	Las Palmas	122 Alverson Road	Single and Multi-family Residential	Demolish existing structures and construct 17 rental units - 16 multi-family units and one single family residence. Permits were issued.
2	El Pedregal Apartments	104 Averil Road	Multi-family Residential	Site Development Permit for 44 rental apartments and one manager apartment, and a 1,200-square-foot community center on a 2.26-acre site.
3	Verbena Apartments	3774 Beyer Blvd.	Residential	80-unit affordable housing complex.
4	San Ysidro Health Center	4004, 4050 Beyer Blvd.	Medical	25,000 square-foot medical facility. Under construction.
5	Villas Andalucia	4225 Beyer Blvd	Multi-family Residential	24 dwelling units on a 1.47-acre site.
6	Blackshaw Lane Villas	549 Blackshaw Lane	Residential	11-12 condo units on a 0.94-acre site. Requires Community Plan Amendment.
7	Vista Lane Villas	3481 Vista Lane	Multi-family Residential	Community Plan amendment, Planned Development Permit, Rezone, and Tentative Map to construct 38 units on a 1.92-acre site.
8	Mission Villas	3515 Vista Lane	Residential	14 condominiums on a 1.92-acre site. Requires Community Plan Amendment.
9	7 <sup>th</sup> Day Adventist Church	521 Blackshaw Lane	Community	Conditional Use Permit amendment for a 5,943 square-foot addition to existing church on a 1.88-acre site.
10	Camino de la Plaza	Along Camino de la Plaza	Public Improvement	Current street improvements including sidewalks, curbs and gutters, streetlights, and benches.
11	4191 Camino de la Plaza	4191 Camino de la Plaza	Retail	New 1-story storefront and trash enclosure for future restaurant at existing mall.
12	815 W. San Ysidro Blvd.	815 W. San Ysidro Blvd.	Multi-family Residential	22 multi-family units.
13	Tuscan Villas	517 W. San Ysidro Blvd.	Multi-family Residential	17 multi-family units.
14	1010 W. San Ysidro Blvd.	1010 W. San Ysidro Blvd.	Single Family Residential	125 single family dwelling units.
15	Pilot Village – Mi Pueblo	W. San Ysidro Blvd., between Cottonwood and I-805	Mixed-use	Mixed-use development on a 14-acre site with approximately 1,000 new housing units and 150,000 square feet of retail/commercial space, parking, park land, and civic space.
16	Pilot Village – Living Rooms at the Border	114 West Hall Ave.	Mixed-use	Mixed-use development and rehabilitation of a historic church into a community facility and higher density affordable rental housing.
17	Pilot Village - Willow Road Mixed Use	120 Willow Road	Mixed-use	Approximately 3,100 square feet of retail/commercial and 36 multi-family residences.
18	1975 1/3 Smythe Ave.	1975 1/3 Smythe Ave	Residential	Planned Development Permit to develop a 4.35-acre parcel into 40 residential condominiums.
19	129 W. San Ysidro Blvd.	129 W. San Ysidro Blvd.	Industrial	Approximately 1,800 square feet of warehouse.
20	151 W. San Ysidro Blvd.	151 W. San Ysidro Blvd.	Commercial	Commercial building on vacant lot.
21	198 W. San Ysidro Blvd.	198 W. San Ysidro Blvd.	Community	One-story firehouse.
22	Ponce de Leon Duplex	344 Sunrise Drive	Residential	Two-story duplex.
23	Las Americas	3905 1/3 Camino de la Plaza	Commercial Retail	67-acre mixed use project.
24	– Las Americas West	Southwest corner of Camino de la Plaza and Sipes Lane	Commercial Retail	Approximately 90,000 square feet of retail, a 3,500-square foot fast food restaurant, a 2,000-square foot nursery, and 430 parking spaces.
25	Willow Elementary School	Willow Road	Institutional	Replacing 80,000 square feet, including 43 classrooms, primarily portable buildings.

<sup>1</sup> Number corresponds to location in Figure 3.1-3.

### Land Uses and Growth Trends in Tijuana

On the Mexican side of the border, planned development includes the El Chaparral LPOE to be developed opposite Virginia Avenue, and the 12-acre Puerta Bicentenario project on the eastern side of the current Mexican LPOE, which would include a multi-modal transportation terminal with extensive commercial space, public parking, and a pedestrian plaza.

According to the Municipality of Tijuana's urban development program for the period 2002 to 2025, the growth rate for the northern coastal urban areas of Baja California is predicted to slow in the future, from a five percent growth rate in Tijuana in 2004, to 3.8 percent in 2010 and 2.8 percent in 2025. Nevertheless, Tijuana's population is expected to double its 2004 population of nearly 1.4 million by 2025, reaching 2.9 million people (Secretaría de Desarrollo Urbano 2002).

### **Environmental Consequences**

#### Preferred Alternative

The Preferred Alternative would be consistent with existing and planned land uses in the SYCP Area. The Preferred Alternative entails replacement of existing border facilities at the San Ysidro LPOE. The new facilities would function and integrate with surrounding uses in the same manner as the existing LPOE facility. The improved LPOE would be compatible with surrounding commercial uses and transportation facilities. It would provide direct connections to existing regional freeways (1-5 and 1-805), as well as a planned LPOE in Mexico (i.e., El Chaparral LPOE), and would connect to the local pedestrian and street system (at Camino de la Plaza, East San Ysidro Boulevard, Camiones Way, and Virginia Avenue), providing access to major activity centers and residential uses.

The Preferred Alternative would occur on land primarily designated and zoned for commercial uses, with the eastern edge of this land area designated for industrial uses. Proposed uses at the LPOE would include vehicle and pedestrian processing/inspection areas, office space, parking, roadways, and a central plant, all of which would be compatible uses within the underlying commercial and industrial land use designation/zones.

#### Pedestrian Crossing Alternative

Although the Pedestrian Crossing Alternative would entail a different cross-border pedestrian circulation scheme, it would occur within the same Project Study Area as the Preferred Alternative, and would be equally consistent with existing and planned uses and underlying zoning and land use designations.

#### No Build Alternative

Under the No Build Alternative, the San Ysidro LPOE would not be improved or renovated within the Project Study Area. Because no action is proposed, no impacts to existing or planned land uses would occur.



## **Avoidance, Minimization, and/or Mitigation Measures**

### Preferred Alternative

The Preferred Alternative would be consistent with existing and planned land uses, and therefore, no avoidance, minimization, or mitigation measures would be required.

### Pedestrian Crossing Alternative

Like the Preferred Alternative, the Pedestrian Crossing Alternative would be consistent with existing and planned land uses, and therefore, no avoidance, minimization, or mitigation measures would be required.

### No Build Alternative

The No Build Alternative would not result in impacts to existing or planned land uses. No avoidance, minimization, or mitigation measures would be required.

### **3.1.2 Consistency with State, Regional, and Local Plans**

The Public Buildings Amendments of 1988 (40 U.S. Code [U.S.C.] 3312) requires GSA to comply with, to the extent feasible, national building codes, consider local zoning laws, and consult with State and local government. This law does not subject the U.S. Government to local requirements; rather, it mandates consultation and informed decision making. GSA strives to comply, to the extent possible, with local regulations, including land use plans.

## **Affected Environment**

### Relevant Land Use Plans, Policies, and Ordinances

Plans, policies, and ordinances that pertain to land use and transportation planning within the Project area are contained in elements and policies of SANDAG's Regional Comprehensive Plan (RCP), RTP, and RTIP; the General Plan, the SYCP, the San Ysidro Redevelopment Plan (SYRP), and the Multiple Species Conservation Program (MSCP). These land use plans and ordinances are described below.

The Project is located outside the Coastal Zone, and there are no wild and scenic rivers in the Project Study Area; therefore, policies related to these issues are not discussed. In addition, the source for all construction funding associated with this project is the Federal Building Fund; because no U.S. Department of Transportation (DOT) funds are involved, compliance with Section 4(f) of the DOT Act of 1966, as amended and codified in 49 U.S.C. Section 303, is not required.

### *Regional Comprehensive Plan for the San Diego Region*

The RCP (SANDAG 2004) is the strategic planning framework for the San Diego region. It creates a regional vision and provides a broad context in which local and regional decisions can be made that foster a healthy environment, vibrant economy, and high quality of life for all residents. The RCP balances regional population, housing and

employment growth with habitat preservation, agriculture, open space, and infrastructure needs. A major focus of the RCP is improving connections between land use and transportation using smart growth principles. The RCP addresses the major elements of planning for the San Diego region, including urban form, transportation, housing, healthy environment, economic prosperity, public facilities, and border issues. The RCP recognizes that many of the region's major transportation facilities are operating at or beyond their current capacities. The Transportation and Border Elements of the RCP are discussed below.

Transportation Element. The Transportation Element of the RCP discusses the vision for the San Diego region in 2030 with regard to transportation, and includes a description of existing conditions, key issues, and recommended goals, policy objectives, and actions. Applicable policy objectives include:

- Implement the 2030 MOBILITY Network in an efficient and cost-effective manner.
- Provide a wide range of convenient, efficient, and safe travel choices.
- Create more walkable and bicycle-friendly communities consistent with good urban design concepts.
- Improve the connectivity of different transportation modes where it will result in better overall mobility.
- Provide equitable and accessible transportation services for all residents, regardless of income, age, or ability.
- Ensure that the benefit and potential burdens of transportation projects are equitable.

Since the Project is included in the 2030 Revenue Constrained RTP adopted in 2007, it would constitute an integral part of the realization of the RCP's goals.

The 2030 MOBILITY Network program includes major projects to improve access to international border crossings, expand freight rail service and intermodal connections, and coordinate commercial vehicle crossings, with the goal of modernizing and transforming transportation infrastructure along the U.S./Mexico border in the region.

Border Element. The Border Element of the RCP discusses the vision for the San Diego region in 2030 with regard to the area's borders with other regions, including Mexico. It includes a description of existing conditions, key issues, and recommended goals, policy objectives, and actions. Applicable policy objectives include:

- Increase collaborative economic development, transportation, and housing strategies throughout San Diego County in coordination with our neighbors.
- Encourage better job accessibility in housing-rich areas and housing accessibility in job-rich areas in our greater interregional and binational area.
- Develop and implement transportation strategies and facilities to address international and interregional commute patterns.
- Coordinate regional transportation systems across our borders.

- Ensure an efficient flow of people and goods across the international ports of entry and along key trade and interregional commuting corridors.
- Reduce future long-distance interregional and binational commuting.
- Ensure protection of residents, infrastructure, and resource delivery systems within our greater border region.
- Balance the implementation of homeland security measures with efficient cross-border and interregional travel and economic prosperity.

### *Regional Transportation Plan*

In November 2007, the SANDAG Board of Directors approved the 2030 RTP (SANDAG 2007). The RTP is the adopted long-range transportation planning document for the San Diego region. It is used as the basis for funding decisions made through the RTIP (SANDAG 2008), which is discussed below. The plan covers public policies, strategies, and investments to maintain, manage, and improve the regional transportation system through 2030. The RTP's study area is the San Diego metropolitan area, encompassing approximately the western half of San Diego County.

The core policy goals of the RTP are the following:

- Livability – Promote livable communities
- Mobility – Improve the mobility of people and freight
- Efficiency – Maximize the efficiency of the existing and future transportation system
- Accessibility – Improve accessibility to major employment and other regional activity centers
- Reliability – Improve the reliability and safety of the transportation system
- Sustainability – Minimize effects on the environment
- Equity – Ensure an equitable distribution of the benefits among various demographic and user groups

The RTP includes a Revenue Constrained Scenario of facilities and programs that would best maintain mobility in the region, if the funding levels for transportation do not increase before 2030. The RTP also includes a Reasonably Expected Revenue Scenario (if more funding becomes available) and an Unconstrained Scenario. The Project is included in the Revenue Constrained scenario of the RTP (SANDAG 2007a).

### *Regional Transportation Improvement Program*

The RTIP is a key component of the RTP and other planning efforts for the region. The RTIP is consistent with the RTP and incrementally implements the vision presented in the RTP. The RTIP is a five-year capital improvement program for transportation projects that is updated by SANDAG every two years and reflects the region's priorities for short-range transportation system improvements. The currently adopted 2008 RTIP (SANDAG 2008) covers fiscal years 2008/2009 through 2012/2013. Funding for the

transportation projects in the RTIP comes from federal, state, and local revenue sources, including TransNet, the local transportation sales tax program. The 2008 RTIP (SANDAG 2008), includes the Project, and allocates \$12.3 million for project engineering, right-of-way, and initial construction costs.

### *City of San Diego General Plan*

The General Plan (City of San Diego 2008) represents the comprehensive long-term plan for the physical development of the City and provides a foundation for land use decisions within the City. In order to achieve this plan, the General Plan includes a series of elements that address specific aspects of the City's development. The General Plan elements that relate to the Project are the Mobility Element and the Economic Prosperity Element.

Mobility Element. The Mobility Element contains goals and policies intended to attain a balanced, multi-modal transportation network. Specific policies within the Mobility Element of the General Plan that pertain to the Project include the following (lettering/numbering system is that of the General Plan; policies that do not pertain to the Project have been omitted):

ME-A.1 Design and operate sidewalks, streets, and intersections to emphasize pedestrian safety and comfort through a variety of street design and traffic management solutions.

ME-A.2 Design and implement safe pedestrian routes.

- a. Collaborate with appropriate community groups, and other interested private and public sector groups or individuals to design and implement safe pedestrian routes to schools, transit, and other highly frequented destinations. Implement needed improvements and programs such as wider and non-contiguous sidewalks, more visible pedestrian crossings, traffic enforcement, traffic calming, street and pedestrian lighting, pedestrian trails, and educating children on traffic and bicycle safety.
- f. Provide adequate levels of lighting for pedestrian safety and comfort.

ME-A.4 Make sidewalks and street crossings accessible to pedestrians of all abilities.

- a. Meet or exceed all federal and state requirements.
- b. Provide special attention to the needs of children, the elderly, and people with disabilities.
- c. Maintain pedestrian facilities to be free of damage or trip hazards.

ME-A.5 Provide adequate sidewalk widths and clear path of travel as determined by street classification, adjoining land uses, and expected pedestrian usage.

- a. Minimize obstructions and barriers that inhibit pedestrian circulation.

ME-B.1 Work closely with regional agencies and others to increase transit ridership and mode share through increased transit service accessibility, frequency, connectivity, and availability.

ME-B.3 Design and locate transit stops/stations to provide convenient access to high activity/density areas, respect neighborhood and activity center character,

implement community plan recommendations, enhance the users' personal experience of each neighborhood/center, and contain comfortable walk and wait environments for customers.

- ME-C.2 Provide adequate capacity and reduce congestion for all modes of transportation on the street and freeway system.
- ME-C.6 Locate and design new streets and freeways and, to the extent practicable, improve existing facilities to: respect the natural environment, scenic character, and community character of the area traversed, and to meet safety standards.
- ME-C.9 Implement best practices for multi-modal quality/level of service analysis guidelines to evaluate potential transportation improvements from a multi-modal perspective in order to determine optimal improvements that balance the needs of all users of the right of way.
- ME-E.4 Promote the most efficient use of the City's existing transportation network.
- ME-G.1 Provide and manage parking so that it is reasonably available when and where it is needed.
- ME-I.2 Support intermodal stations to facilitate transfer of passengers between modes and expand the convenience, range, and usefulness of transportation systems implemented in the City.

Economic Prosperity Element. The Economic Prosperity Element of the General Plan is intended to increase wealth and the standard of living of all San Diegans with policies that support a diverse, innovative, competitive, entrepreneurial, and sustainable local economy. Specific policies within the Economic Prosperity Element of the General Plan that pertain to the Project include the following:

- EP-J.1 Participate in and support regional and binational efforts that develop strategies for key border issues (such as the alleviation of long border wait times, infrastructure improvements, public safety, economic development, border inspection and national security at the international border and surrounding area).
- EP-J.5 Support measures to encourage frequent border crossers to participate in ports of entry programs. These measures should also facilitate the application process for people and vehicles.
- EP-J.7 Create international connections that improve port-of-entry efficiency, enhance linkages, and improve border appearance to foster a more welcoming environment.

### *San Ysidro Community Plan*

The Project is located within the SYCP Area (see Figure 3.1-1). The SYCP, first adopted in 1974 and most recently revised in 2003, is consistent with the goals of the General Plan, but applies these goals more directly to the community of San Ysidro.

The Project Study Area (52.5 acres) comprises approximately 2.9 percent of the 1,800-acre SYCP Area.

According to the Planned Land Use Map contained in the SYCP, the Project Study Area and surroundings are designated primarily for commercial use. The commercial areas are designated as Border Commercial (serving visitors) nearest the Study Area with Community Commercial (serving local residents) designations farther to the north. The SYCP identifies commercial districts throughout the SYCP Area, with the Project Study Area and surroundings located within Commercial Districts 3 and 6. The SYCP recommends development of these districts with community- and visitor-serving commercial establishments.

Land designated as Industrial in the 1990 SYCP is located just east of the rail line, although the more recent amendments to the City's Official Zoning Map indicate that the Industrial zoning now extends further west, overlapping the Project Study Area on its eastern edge.

The SYCP also contains an International Gateway Element, which focuses on the area extending along East San Ysidro Boulevard north of the existing San Ysidro LPOE, and south of I-805, along Camino de la Plaza and Tia Juana Street, west of I-5. The vision for this area is comprised of three districts: two commercial districts overlapping Commercial Districts 3 and 6, referenced above, and a "Grand Central Station" transportation hub immediately adjacent to the border. These districts are conceptually identified as International Gateway Districts. The "International Commercial Support" district aligns with Commercial District 3 to the north of the international border and would act to transition to more community-oriented commercial uses. The "Future Tourist Commercial" district (Commercial District 6) is described to the west of the border crossing to offer commercial services to visitors. The SYCP's primary goals for the International Gateway are to:

- Develop the border crossing as an international gateway – a grand entrance into the United States, the City of San Diego, and the community of San Ysidro that serves as a center of cultural exchange and commerce serving both the tourist and the resident population.
- Recognize and capitalize on the opportunities provided by the North America's busiest border crossing. Tap this outstanding economic opportunity and invest it back into the community.
- Foster an active working relationship, a cultural exchange and an economic partnership with Mexico.
- Develop an international gateway that is sensitive to the security and safety issues associated with undocumented immigration and crime.
- Reduce dependency on the Mexican consumer and provide incentives for tourists traveling to Tijuana to linger and purchase goods and services in San Ysidro.

An important specific objective of the International Gateway Element of the SYCP is to "improve the transportation system at the border to provide for the smooth flow of traffic and minimize conflicts between vehicles and pedestrians."

The Cultural and Historic Resources Element of the SYCP contains the applicable goal of preserving historic structures on-site and in their historic context whenever possible.

The Transportation and Circulation Element of the SYCP contains the following applicable primary goals:

- Develop a circulation system that provides for the smooth flow of vehicular traffic while allowing for a response to the social and economic needs of the community.
- Provide for smooth traffic flow and good accessibility to and from San Ysidro and outlying communities, including Mexico.
- Develop parking strategies that support planned land uses.
- Eliminate the barriers to pedestrian activity and enhance the pedestrian environment.
- Provide for an increased use of bicycles as a major means of transportation throughout the community.
- Improve the mass transportation system and increase its accessibility for San Ysidro residents, visitors and business people.

Specific applicable objectives of the SYCP's Transportation and Circulation Element include the following:

- Minimize pedestrian/auto conflict on San Ysidro Boulevard, at the border crossing and on Beyer Boulevard.
- Develop pedestrian pathways throughout San Ysidro.
- Locate transit stops (bus and trolley) to maximize access and optimize transit service and pedestrian and bikeway connections.

The SYCP includes the following applicable specific recommendations:

- Explore the feasibility of opening a new pedestrian and bicyclist border crossing at Virginia Avenue (site of the existing commercial gate) to facilitate tourist traffic flow between San Ysidro and Avenida Revolucion, the main shopping district in Tijuana, and to ease pedestrian loading and unloading facilities.
- Identify the major entrances to the community using landscaping and attractive signage, architectural forms, or other markers.
- Improve pedestrian accessibility to tourist-oriented portions of the community by enhancing the design of pedestrian bridges across I-5 and I-805.

- With the assistance of MTDB, develop a multi-modal transit terminal at the border gate to incorporate the existing trolley station, bus stations, taxi stands, jitney stops, bicycle racks and lockers, and passenger drop offs and to safely separate these vehicular uses from pedestrians. Include effective signage to direct traffic to and from the area.

### *San Ysidro Redevelopment Plan*

The Project is located in the southernmost portion of the SYRP Area which encompasses the central portion of the SYCP Area. The SYRP, adopted in 1996, is oriented toward providing economic growth and urban renewal in the plan area. Applicable goals include:

- Eliminate and prevent the spread of blight and deterioration, and conserve, rehabilitate, and redevelop the SYRP Area in accordance with the General Plan, specific plans, and local codes and ordinances.
- Increase parking, enhance the quality of pedestrian and vehicular mobility, and improve transportation facilities, which support the vitality, safety, and viability of San Ysidro.
- Enhance infrastructure facilities which improve the community and support public safety, health, and local vitality.
- Recognize, preserve, and rehabilitate historically and architecturally significant buildings, districts, landscaped areas, archaeological sites and the urban environments.
- Promote San Ysidro's international gateway to attract tourism and border crossing traffic to San Ysidro's commercial districts.

The Project is located within the portion of the SYRP Area designated for border use, in a commercial district. The objectives of the SYRP in this area are to improve the appearance of the international gateway area, and take advantage of all opportunities to promote commerce provided by the border and neighboring communities.

### *Multiple Species Conservation Program*

The City, the County of San Diego, U.S. Fish and Wildlife Service (USFWS), California Department of Fish and Game (CDFG), and other local jurisdictions joined together in the late 1990s to develop the MSCP. The MSCP is a comprehensive, long-term habitat conservation plan that addresses the needs of multiple species by identifying key areas for preservation as open space in order to link core biological areas into a regional wildlife preserve.

The City adopted its MSCP Subarea Plan (Subarea Plan) in March 1997 to meet the requirements of the Natural Community Conservation Program (NCCP) Act of 1991, the federal Endangered Species Act (ESA), and the California ESA. The Subarea Plan regulates effects on natural communities throughout the City and identifies preserve areas within the City as the Multi-Habitat Planning Area (MHPA). The Project is located within the City's Subarea Plan, but not within the MHPA.



## Environmental Consequences

### Preferred Alternative

#### *Consistency with the Transportation Element of the Regional Comprehensive Plan for the San Diego Region*

The Preferred Alternative would contribute to implementation of the goals presented in the RCP and key policy objectives of its Transportation Element. Delay times for vehicles and pedestrians to cross the U.S.-Mexico border would be reduced with implementation of the Preferred Alternative, and safety for both travelers and LPOE employees would be enhanced, thus increasing the range of convenient, efficient, and safe travel choices available, promoting walkable and bicycle-friendly communities, and improving overall mobility in the region. The Preferred Alternative, with its two new southbound pedestrian crossings, pedestrian bridge, walkways, and accommodation of transit needs, is designed to improve the connectivity of different transportation modes, facilitate equitable and accessible transportation services, and distribute the potential benefits and burdens of the Project in an equitable manner. Accordingly, the Preferred Alternative would be consistent with the Transportation Element of the RCP.

By reducing border wait times and improving LPOE safety, the Preferred Alternative would also promote increased collaborative economic development and transportation strategies; encourage better job accessibility; address international commute patterns; ensure an efficient flow of people and goods across the border; reduce binational commuting times; ensure protection of residents and infrastructure, and balance the implementation of homeland security measures with efficient cross-border and interregional travel and economic prosperity. Accordingly, the Preferred Alternative would be consistent with the Border Element of the RCP.

#### *Consistency with the Regional Transportation Plan*

As previously stated, the 2030 RTP (SANDAG 2007) includes the Project in its Revenue Constrained scenario. Consistent with key policy objectives of the RTP, the Project would increase vehicle and pedestrian inspection processing capacities, and reduce queues and wait times at the San Ysidro LPOE, thus improving the mobility of people, and accessibility to major employment and other regional activity centers. Implementation of border security initiatives and other improvements at the LPOE would positively impact the reliability and safety of the overall regional transportation system. At the same time, the Preferred Alternative would help improve the efficiency of the existing and future transportation system by improving the border bottleneck, while minimizing effects on the environment. In summary, the expansion and renovation of the San Ysidro LPOE would improve the efficiency, reliability, and sustainability of the existing LPOE, thus improving mobility and access to regional activity centers.

As discussed in Subchapter 3.14, Biological Resources, the Project has been designed to avoid effects on biological resources. The Project has also been designed to be compatible with the surrounding community of San Ysidro. The LPOE would continue to operate as a non-toll facility, which would promote an equitable distribution of benefits to users. The Project is included in the Revenue Constrained scenario of the RTP (SANDAG 2007a). Therefore, the Preferred Alternative would be consistent with the RTP.

### *Consistency with the Regional Transportation Improvement Program*

The Preferred Alternative would be consistent with the project description provided in the RTIP. The 2008 RTIP, as amended, (SANDAG 2008), includes the “I-5/I-805 Port of Entry Expansion” as MPO ID CAL56. The RTIP description states, “From US/Mexico Border to San Ysidro Blvd – on I-5 from US/Mexico Border to San Ysidro Blvd.; I-5 Modification and Port of Entry Expansion.” In addition to LPOE expansion, the Preferred Alternative would entail modification of I-5 in that it would alter the connection of the freeway with a proposed new southbound roadway within the LPOE that would provide access into Mexico. The Preferred Alternative would therefore be consistent with the RTIP.

### *Consistency with the Mobility and Economic Prosperity Elements of the City of San Diego General Plan*

The Preferred Alternative would be consistent with applicable policies contained in the Mobility and Economic Prosperity Elements of the General Plan (listed above under Affected Environment). As promoted in the Mobility Element, the proposed multi-lane expansion and renovation of the San Ysidro LPOE would help provide adequate capacity and reduce congestion for cross-border transportation; be designed to facilitate safe and accessible pedestrian and bicycle movement and multi-modal transportation through provision of two new southbound pedestrian crossings, walkways and a pedestrian bridge; and promote the efficient use of the City’s existing transportation network. In particular, the Preferred Alternative has been designed to optimize pedestrian safety and connections to transit options to the extent possible.

The Economic Prosperity Element contains a number of policies related to improvements in LPOE efficiency, enhanced linkages, improved border appearance, border security, use of border technology, and international cooperation; the Preferred Alternative would be consistent with these policies since it would add lanes to reduce wait times, redesign the LPOE to current urban design standards, implement programs such as US-VISIT, SBI and WHTI, and coordinate with the Mexican authorities for optimum binational cooperation in LPOE design and operations.

The Preferred Alternative would therefore be consistent with the Mobility and Economic Prosperity Elements of the General Plan.

### *Consistency with the San Ysidro Community Plan*

In the SYCP, the San Ysidro LPOE is part of the “International Gateway,” which is envisioned as a grand entrance to the U.S. that is sensitive to security and safety issues. The Preferred Alternative would renovate, expand, and modernize the existing LPOE to improve its functioning, appearance, security, and safety. The Preferred Alternative would encourage and continue a positive working relationship with the government of Mexico, as recommended in the SYCP. It would also preserve the historic Old Customs House on-site and in its historic context to the extent possible. Although the interior of the Old Customs House would be renovated to accommodate interim pedestrian processing uses during Phase 2, the building itself would be preserved. Pursuant to Section 106 of the NHPA, GSA is currently in consultation with the SHPO, Advisory Council on Historic Preservation, and other parties regarding the potential future use of the Old Customs House. In addition, this alternative would implement several of the applicable specific recommendations of the SYCP, including opening a new pedestrian

and bicyclist border crossing at Virginia Avenue; effectively using landscaping and attractive signage, architectural forms, or other markers to highlight the LPOE as an entrance to the U.S.; and supporting connectivity to the San Ysidro Intermodal Transportation Center, which was developed subsequent to the adoption of the SYCP. This alternative would optimize pedestrian access to transit and minimize pedestrian/vehicle conflicts in the area, as directed in the SYCP. The Preferred Alternative would, therefore, be consistent with the goals and policies of the International Gateway, Cultural and Historic Resources, and Transportation and Circulation Elements of the SYCP.

The Preferred Alternative also would not preclude actions by other entities such as private commercial enterprises to take advantage of the economic opportunity that the LPOE represents (i.e., a conduit for large volumes of potential consumers). In addition, the Preferred Alternative would be consistent with SYCP land use designations. The Project Study Area is designated and zoned for commercial uses, with the exception of its eastern edge, which is designated for industrial uses (refer to Figure 3.1-1). Proposed uses at the LPOE would include vehicle and pedestrian processing/inspection areas, office space, parking, roadways, and a central plant, all of which would be compatible uses within the underlying commercial and industrial land use designation/zones.

#### *Consistency with the San Ysidro Redevelopment Project*

Consistent with the SYRP, proposed improvements to the LPOE would promote increased traffic flow, which could increase the number of visitors to San Ysidro's commercial districts. The Preferred Alternative also would increase vehicular and pedestrian mobility through the community by increasing processing capacity and constructing two new southbound pedestrian crossings and a pedestrian bridge that would provide direct access to the San Ysidro Intermodal Transportation Center. In addition, the Preferred Alternative would renovate, expand, and modernize the existing LPOE, which would enhance public safety in and around LPOE, as well as improve the overall appearance of the international border. Although the Preferred Alternative would remove the existing paid parking lot in the western portion of the Project Study Area (near the Duty Free store), additional parking areas are located in the general area. Additionally, as stated above, the Preferred Alternative would not preclude actions by other private commercial enterprises to take advantage of the economic opportunity that the LPOE represents, including potential parking lots.

The Project would affect the historic Old Customs House in a manner to be determined. Per Section 106 of the NHPA, GSA is currently in consultation with the SHPO, Advisory Council on Historic Preservation, and other parties regarding the potential future use of the Old Customs House.

#### *Consistency with the MSCP*

As discussed in Subchapter 3.14, Biological Resources, implementation of the Preferred Alternative would not impact sensitive biological resources that are protected under the MSCP. Thus, the Preferred Alternative would not conflict with the MSCP.

### Pedestrian Crossing Alternative

The Pedestrian Crossing Alternative would occur within the same Project Study Area as the Preferred Alternative, but would entail a different cross-border pedestrian circulation scheme. Like the Preferred Alternative, this alternative would be consistent with SANDAG's RTP, RTIP and the MSCP, but it would not be consistent with the RCP, the City's General Plan Mobility and Economic Prosperity Elements, the SYCP and the SYRP, as described below.

#### *Consistency with the Transportation Element of the Regional Comprehensive Plan for the San Diego Region*

The RCP Transportation Element includes policy objectives encouraging the creation of more walkable and bicycle-friendly communities consistent with good urban design concepts, and improvement of connectivity among different transportation modes to improve overall mobility. The Pedestrian Crossing Alternative makes some provisions for pedestrians and connectivity among transportation modes, but the fact that this alternative would have only a single southbound pedestrian crossing and an east-west bridge that would provide only indirect access to the San Ysidro Intermodal Transportation Center, would make it potentially inconsistent with certain policies of the RCP Transportation Element.

#### *Consistency with the Mobility and Economic Prosperity Elements of the City of San Diego General Plan*

Policies ME-A.2 and ME-A.5 of the Mobility Element of the City's General Plan address the design and implementation of safe pedestrian routes to schools, transit, and other highly frequented destinations, minimizing obstructions and barriers that inhibit pedestrian circulation. Policy ME-C.9 refers to the implementation of best practices to evaluate potential transportation improvements from a multi-modal perspective in order to determine optimal improvements that balance the needs of all users of the right of way. Policy ME-I.2 refers to the support of intermodal stations to facilitate transfer of passengers between transportation modes. Because the Pedestrian Crossing Alternative would have only a single southbound pedestrian crossing location and its east-west pedestrian bridge would land north of the East San Ysidro Boulevard/I-5 freeway northbound ramp intersection, it would not be optimally safe and convenient for pedestrians exiting from public transit options (buses and the trolley) to enter Mexico on foot, and therefore, would not be consistent with these policies.

Similarly, the Economic Prosperity Element of the General Plan promotes improved efficiency of international connections, and enhanced linkages as part of the improved border crossing. The fact that the Pedestrian Crossing Alternative would have only the single southbound pedestrian crossing and a less-than-optimal east-west bridge landing would make this alternative potentially inconsistent with certain policies of the Economic Prosperity Element of the General Plan.

#### *Consistency with the San Ysidro Community Plan*

Like the Preferred Alternative, the Pedestrian Crossing Alternative would be consistent with SYCP land use designations and would not preclude actions by other entities, such as private commercial enterprises, to take advantage of the economic opportunity that the LPOE represents. It would also improve overall vehicle traffic through the LPOE,

and would use landscaping and architectural elements to highlight the LPOE as an entrance to the U.S. The Pedestrian Crossing Alternative would not, however, optimize pedestrian access to transit or minimize pedestrian/vehicle conflicts in the area. It would not implement certain applicable specific recommendations of the SYCP, including opening a new pedestrian and bicyclist border crossing at Virginia Avenue; and supporting connectivity to the San Ysidro Intermodal Transportation Center. Consequently, this alternative would not be fully consistent with the SYCP.

#### *Consistency with the San Ysidro Redevelopment Project*

SYRP goals include enhancement of the quality of pedestrian and vehicular mobility, and improvement of transportation facilities supporting the vitality, safety, and viability of San Ysidro. As noted above, the Pedestrian Crossing Alternative makes some provisions for pedestrians and connectivity among transportation modes. However, the fact that this alternative would have only a single southbound pedestrian crossing and an east-west bridge that would provide only indirect access to the San Ysidro Intermodal Transportation Center limits the quality of pedestrian and vehicular mobility, and makes the Pedestrian Crossing Alternative potentially inconsistent with certain policies of the SYRP.

The above plans and policies emphasize walkable communities, good urban design, connectivity of transportation modes, public safety, and enhanced pedestrian mobility. While both build alternatives make provisions to comply with these policies, the Pedestrian Crossing Alternative would be less successful in achieving compliance than would the Preferred Alternative. The Pedestrian Crossing Alternative, with a single southbound pedestrian crossing location and an east-west pedestrian bridge landing location that would be north of the East San Ysidro Boulevard/I-5 freeway northbound ramp intersection, would be less safe and less convenient for pedestrians exiting from transit options to enter Mexico on foot. These plan policy inconsistencies would constitute an adverse land use impact.

#### No Build Alternative

The No Build Alternative would not comply with SANDAG's RCP, RTP, and RTIP, since the Project is included in the 2008 RTIP, but would not be implemented under this alternative, and thus would not achieve the goals of the RCP and the RTP. The No Build Alternative also would not be consistent with the City's General Plan, SYCP and SYRP, because it would do nothing to achieve the goals of these plans with respect to improved border efficiency, safety, and mobility.

### **Avoidance, Minimization, and/or Mitigation Measures**

#### Preferred Alternative

Because the Preferred Alternative would be consistent with relevant land use plans, no avoidance, minimization, and/or mitigation measures are required.

#### Pedestrian Crossing Alternative

Implementation of the Pedestrian Crossing Alternative would result in a land use impact related to plan policy consistency. This impact could only be avoided through Project redesign. Specifically, the proposed east-west pedestrian bridge could be redesigned to

land at the San Ysidro Intermodal Transportation Center on the south side of the intersection. In addition, a redesigned larger transit turn-around and drop-off/loading facility could be provided on the west side of the LPOE along Virginia Avenue to accommodate anticipated transit operations. Finally, provision of two southbound pedestrian crossings: one on the west side and one on the east side of the LPOE could be constructed to provide improved mobility. These features have been incorporated into the Preferred Alternative.

No Build Alternative

The No Build Alternative would not comply with SANDAG’s RCP, RTP, and RTIP, and would not be consistent with the General Plan, SYCP, and SYRP. Nonetheless, as no action would occur, no avoidance, minimization, and/or mitigation measures are required.

**3.1.3 Parks and Recreational Facilities**

**Regulatory Setting and Affected Environment**

Five neighborhood parks and two community parks are located within the SYCP Area. The nearest to the Project Study Area, at approximately 0.5 mile distance, is the Cesar Chavez Community Center and Larsen Field, followed by the Coral Gate Park, a community park approximately one mile to the west. Other parks in the area are located northeast of I-5 and include the Col. Irving J. Salomon Community Center located on Diza Road, the Vista Terrace Park on Athey Avenue, and Howard Lane Park on Plantel Way. The San Ysidro Recreation Center is a linear park between East and West Park Avenues. This park and community center include recreational facilities, a senior center, and the public library. A 6.78-acre lot east of I-805 is designated as Beyer Neighborhood Park, but is currently undeveloped. Table 3.1-2 below summarizes the existing parks in the SYCP Area.

<b>Table 3.1-2 PARKS WITHIN THE SYCP AREA</b>			
<b>Parks</b>	<b>Size (Acres)</b>	<b>Park Type</b>	<b>Major Facilities</b>
San Ysidro Recreation Center	3.6	Community	Tennis and Basketball, Tot Lot, Picnic Area, Library, Senior Center, Gymnasium, Mexican American Activity Center
Vista Terrace Park	6.7	Neighborhood	Swimming Pool, Soccer/Baseball Fields
Howard Lane Park	6.6	Neighborhood	Playing Field, Basketball, Tot Lot, Picnic Area
San Ysidro Community Activity Center (aka Col. Irving J. Salomon Community Center)	1.5	Neighborhood	Gymnasium, Game Area, Meeting Rooms
San Ysidro Athletic Center (Larsen Field) (aka Cesar Chavez Community Center)	16.0	Neighborhood	Lighted Playing Fields, Soccer Field, Baseball Diamond, Recreation Building
Beyer Neighborhood Park	20 (undeveloped)	Neighborhood	Unimproved
Coral Gate Park	3	Community	Playground, Picnic Areas
<b>Total</b>	<b>57.4</b>		

In addition to these parks, another recreational facility, the San Ysidro Community Service Center, is located on East Beyer Boulevard to the northeast of the Project Study Area. Existing bicycle facilities in the SYCP Area are described in Subchapter 3.4, Traffic and Transportation/Pedestrian and Bicycle Facilities, of this Draft EIS.

## **Environmental Consequences**

### Preferred Alternative

The Preferred Alternative would not impact any public parks or recreational facilities in the Project vicinity (refer to Figure 3.1-2).

### Pedestrian Crossing Alternative

The Pedestrian Crossing Alternative would occur within the same Project Study Area as the Preferred Alternative, and as indicated above, would not impact any public parks or recreational facilities in the Project vicinity.

### No Build Alternative

Under the No Build Alternative, no action is proposed. Accordingly, public parks and recreational facilities would not be affected. No impacts would occur.

## **Avoidance, Minimization, and/or Mitigation Measures**

### Preferred Alternative

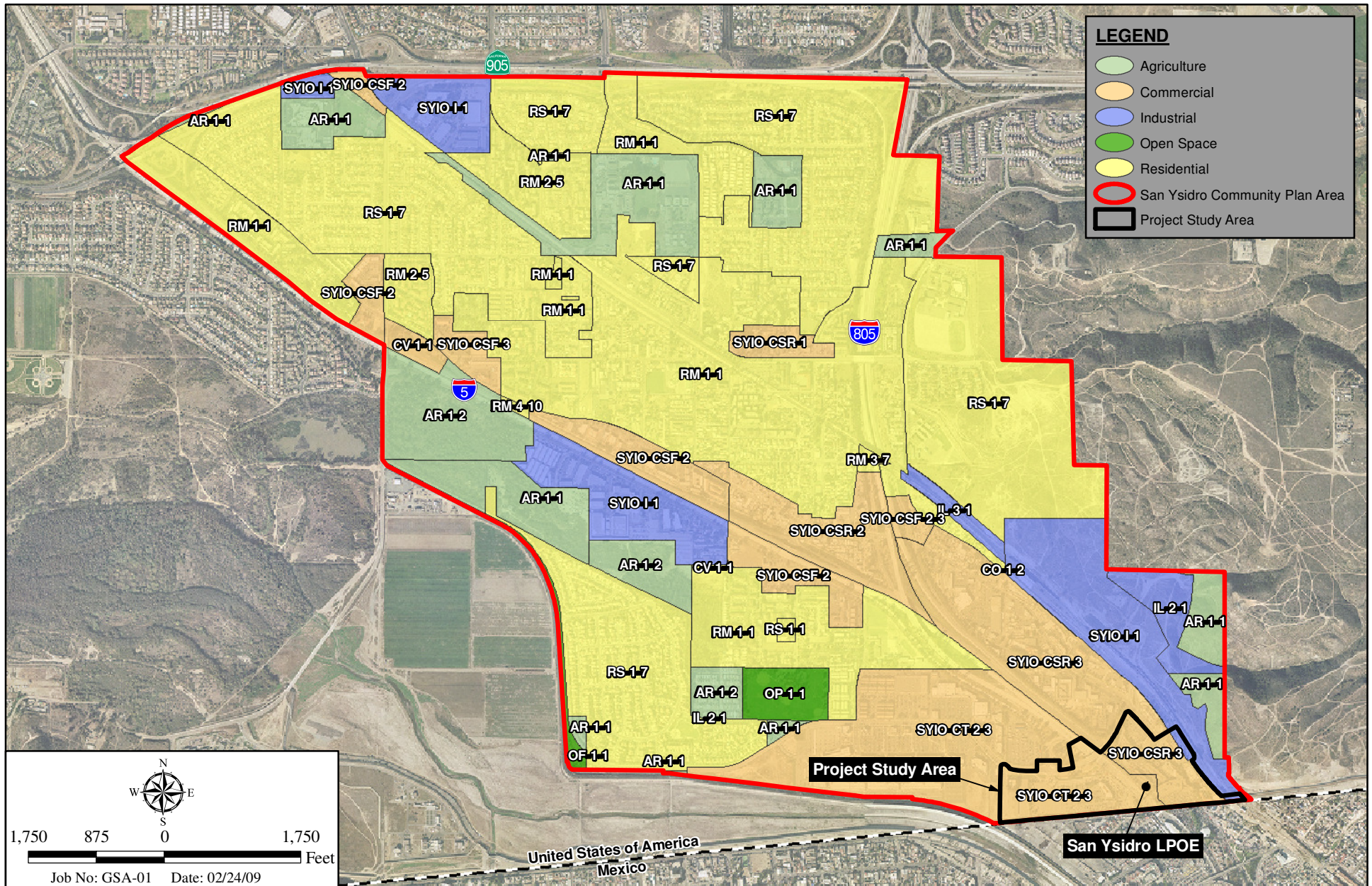
Because the Preferred Alternative would not result in impacts to parks or recreational facilities, no avoidance, minimization, and/or mitigation measures would be required.

### Pedestrian Crossing Alternative

Because the Pedestrian Crossing would not result in impacts to parks or recreational facilities, no avoidance, minimization, and/or mitigation measures would be required.

### No Build Alternative

Because the No Build Alternative would not result in impacts to parks or recreational facilities, no avoidance, minimization, and/or mitigation measures would be required.



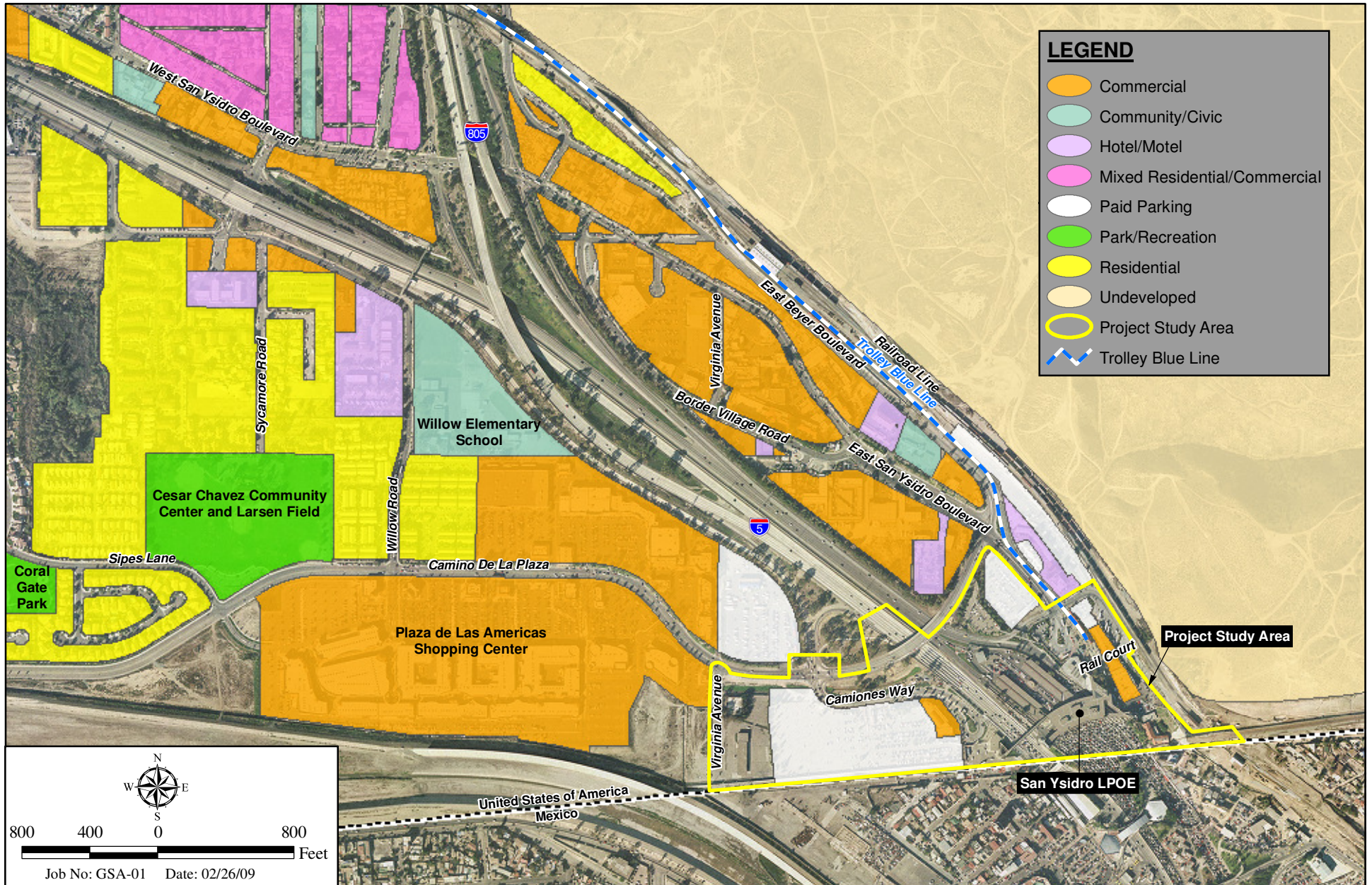
# San Ysidro Community Plan Area Zoning Designations

SAN YSIDRO LAND PORT OF ENTRY IMPROVEMENTS

Figure 3.1-1

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**LEGEND**

- Commercial
- Community/Civic
- Hotel/Motel
- Mixed Residential/Commercial
- Paid Parking
- Park/Recreation
- Residential
- Undeveloped
- Project Study Area
- Trolley Blue Line

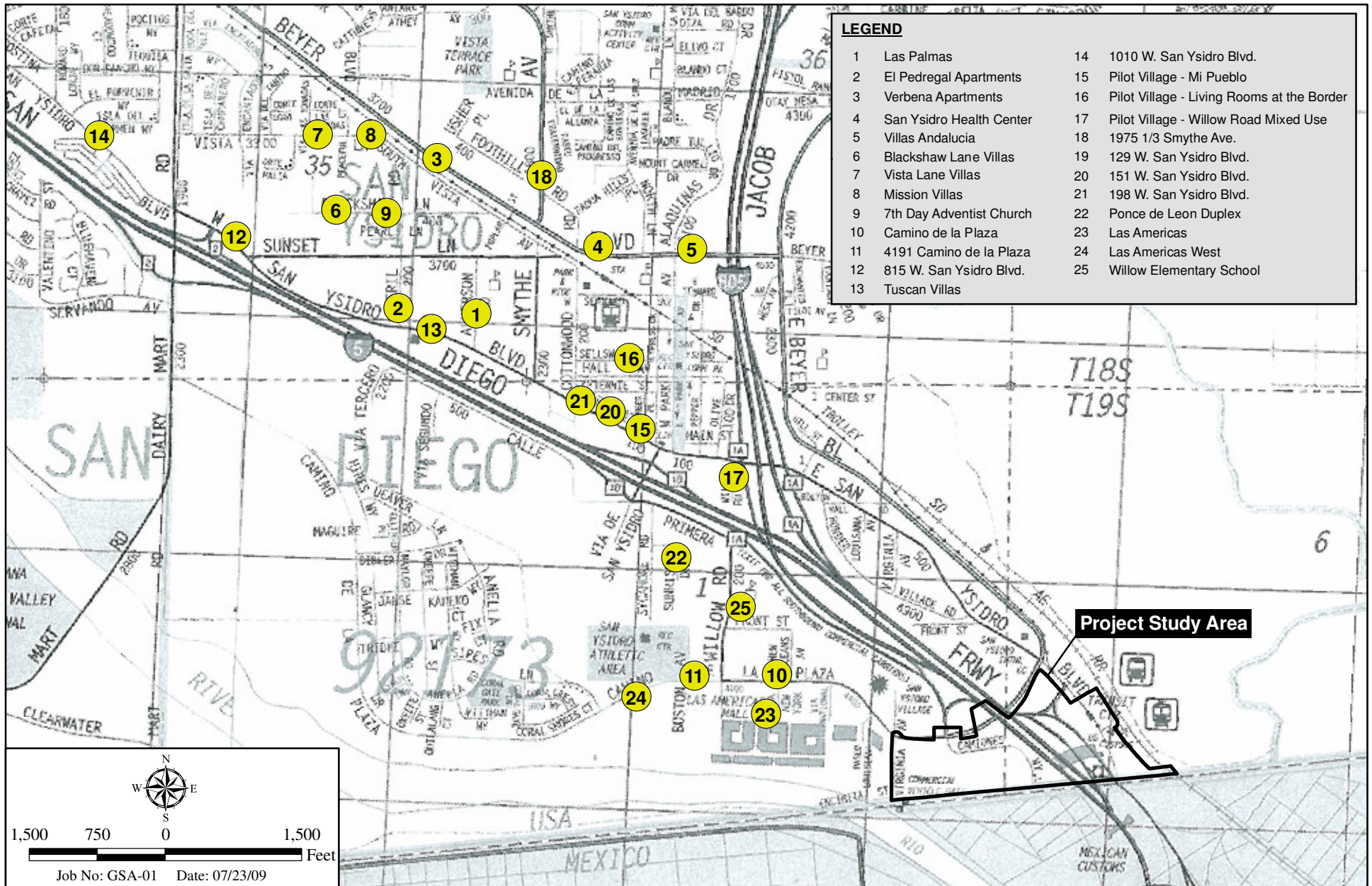
Job No: GSA-01 Date: 02/26/09

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## Existing Land Uses in the Project Vicinity

SAN YSIDRO LAND PORT OF ENTRY IMPROVEMENTS

Figure 3.1-2



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## Land Development and Public Projects in the SYCP Area

SAN YSIDRO LAND PORT OF ENTRY IMPROVEMENTS

Figure 3.1-3 (Revised)

## 3.2 COMMUNITY IMPACTS

### 3.2.1 Community Character and Cohesion

#### Regulatory Setting

NEPA established that the U.S. Government use all practicable means to ensure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings [42 U.S.C. 4331(b)(2)]. In its implementation of NEPA, GSA directs that final decisions regarding projects are to be made in the best overall public interest. This requires taking into account adverse environmental impacts, such as destruction or disruption of human-made resources, community cohesion, and the availability of public facilities and services.

#### Affected Environment

A CIA was prepared for the Project (*Community Impact Analysis for the San Ysidro Land Port of Entry Improvements Project*, July 2009) evaluating the current land use, community facilities, and social and economic conditions for the Project Study Area (defined earlier in this EIS as the anticipated maximum extent of disturbance, including improvements, staging areas, and temporary impacts resulting from Project construction) and the larger socioeconomic study area (defined below as the SYCP Area). The analysis presented in this subchapter is based on the CIA, along with other applicable data.

While the San Ysidro LPOE would serve the larger binational region, the community of San Ysidro would experience the most direct and immediate effects of the Project. To analyze the affected environment and potential impacts, the CIA relies, in many cases, on statistics prepared by SANDAG. As the regional growth management agency for the San Diego area, SANDAG is responsible for compiling demographic and economic statistics and regional growth forecasts. SANDAG's demographic statistics are based on the 2000 U.S. Census, augmented by annual population and housing estimates that are developed in cooperation with local agencies and the California Department of Finance. SANDAG data are available at the regional, subregional, community, and census-tract levels. The Project is located in the SYCP Area, and data in the CIA and in this analysis are taken from the community level demographic profile provided by SANDAG. The study area analyzed for community impacts is the SYCP Area. For comparative purposes, data are also provided for San Diego County as a whole, and for the South Bay Subregional Area (SRA), which includes the City of Imperial Beach, the City (communities of Otay Mesa-Nestor, San Ysidro, Otay Mesa, and Tijuana River Valley), and the unincorporated community of Otay Mesa.

In addition to the SANDAG demographic data, the CIA includes a comprehensive analysis of on-line property records, San Diego County Assessor's maps, the SYCP, the SYRP, and numerous other sources of published information. The Project was discussed with community groups, public agency staff, and City community planners representing the affected area. Field investigations took place on December 10, 2008, and March 12, 2009.

#### Community Setting

The Project Study Area is located in the southern portion of the U.S.-Mexico border community of San Ysidro in the City of San Diego, California. San Ysidro is located approximately 14 miles southeast of downtown San Diego and lies directly across the Mexican border from Tijuana,

Baja California. The shape of the community generally follows the I-5 freeway from the San Ysidro LPOE past its merge with I-805 to encompass both freeways as they continue northward to their interchanges with SR-905. The LPOE, I-5 and I-805 are defining features of the San Ysidro community.

San Ysidro is an international crossroads that hosts North America's busiest border crossing. As a result, this community exhibits strong ties to Mexico and many of the community's commercial uses are oriented toward tourists and other cross-border travelers. Just as important to both border transport and community dynamics is the configuration of the transportation corridors. I-5 traverses northwest-southeast and I-805 traverses north-south through San Ysidro; and the two freeways merge in the central portion of the community, north of the LPOE. South of the junction, I-5 directs freeway traffic straight to the LPOE. The freeways, together with the northwest-southeast trolley corridor, expedite travel to and from the border crossing, but in doing so, create a physical partition of the SYCP Area. These physical divisions have translated into a social division of the community, since few bridges over or under the freeways and trolley line connect the distinct portions of the community. As noted in the SYCP, the transportation corridors create divisions that limit pedestrian activity, and bar social, visual, and physical connections, all of which contribute to a divided community.

### Demographic Characteristics

San Ysidro's demographic characteristics reveal that San Ysidro differs in many respects from the South Bay SRA and the greater San Diego region. In general, the SYCP Area includes a relatively large population of residents who are very young (under 20 years of age). Residents in the SYCP Area are more likely to be Hispanic, less educated, have substantially lower median household incomes, and be below the poverty level, compared to residents of San Diego County overall. Table 3.2-1 presents a demographic profile of the SYCP Area, with data from the South Bay SRA and the San Diego County region provided for comparative purposes.

<b>Table 3.2-1 SYCP AREA, SOUTH BAY SRA, AND SAN DIEGO COUNTY POPULATION AND HOUSING CHARACTERISTICS</b>			
<b>Characteristic</b>	<b>SYCP Area</b>	<b>South Bay SRA</b>	<b>San Diego County</b>
<b>2000 Population (U.S. Census)</b>	26,953	124,020	2,813,833
<b>2008 Population (SANDAG)</b>	27,824	139,403	3,146,274
<b>2010 Population Forecast (SANDAG)</b>	28,270	144,319	3,245,279
Population % change (2000-2010)	4.9%	16.4%	15.3%
<b>2030 Population Forecast (SANDAG)</b>	34,189	193,430	3,984,753
Population % change (2000-2030)	26.8%	56.0%	41.6%
<b>Gender (2000 Census)</b>			
Male	47.2%	51.6%	50.3%
Female	52.8%	48.4%	49.7%

<b>Table 3.2-1 (cont.) SYCP AREA, SOUTH BAY SRA, AND SAN DIEGO COUNTY POPULATION AND HOUSING CHARACTERISTICS</b>			
<b>Characteristic</b>	<b>SYCP Area</b>	<b>South Bay SRA</b>	<b>San Diego County</b>
<b>Age Distribution (2000 Census)</b>			
Under 5 years	9.2%	7.6%	7.1%
5 to 19	31.7%	26.4%	21.8%
20 to 34	22.0%	24.5%	24.0%
35 to 54	23.3%	27.1%	28.8%
55 to 64	5.8%	6.6%	7.3%
65+	7.9%	7.9%	11.2%
<b>Median Age (2000 Census)</b>			
	26.0	29.6	33.2
<b>Median Household Income (2000 Census)</b>			
	\$26,772	\$37,398	\$47,067
<b>Median Household Income (2008 SANDAG)</b>			
	\$35,735	\$52,975	\$68,470
<b>Families Below Poverty Level (2000 Census)</b>			
	26.2%	14.8%	8.4%
<b>Population 25+ yrs. College Graduates (2000 Census)</b>			
	6.0%	10.2%	29.6%
<b>Population by Race &amp; Ethnicity (2000 Census)</b>			
Non-Hispanic	11.0%	40.4%	73.3%
American Indian and Alaska Native	0.1%	0.3%	0.5%
Asian & Pacific Islander	3.2%	10.8%	9.1%
Black or African American	2.0%	5.3%	5.5%
White	4.7%	21.4%	55.0%
Other or Multiple Race	1.0%	2.6%	3.1%
Hispanic	89.0%	59.6%	26.7%
<b>Language Spoken at Home (2000 Census)</b>			
English only	12.7%	38.0%	67.0%
Spanish	84.9%	52.9%	21.9%
Asian Pacific Language	2.2%	8.3%	7.1%
Other Languages	0.2%	0.8%	4.0%
<b>2000 Total Housing Units (2000 Census)</b>			
	7,187	34,439	1,040,149
<b>Total Occupied Units</b>			
Owner-Occupied Housing	66.2%	47.5%	55.4%
Renter-Occupied	33.8%	52.5%	44.6%
<b>2010 Housing Unit Forecast (SANDAG)</b>			
	7,293	39,089	1,174,180
Housing units % change (2000-2010)	1.5%	13.5%	12.9%
<b>2030 Housing Unit Forecast (SANDAG)</b>			
	8,504	50,978	1,383,803
Housing units % change (2000-2030)	18.3%	48.0%	33.0%

<b>Table 3.2-1 (cont.) SYCP AREA, SOUTH BAY SRA, AND SAN DIEGO COUNTY POPULATION AND HOUSING CHARACTERISTICS</b>			
<b>Characteristic</b>	<b>SYCP Area</b>	<b>South Bay SRA</b>	<b>San Diego County</b>
<b>Housing Unit Type</b>			
Single Family Residence (detached)	31.8%	46.2%	51.0%
Attached Units	60.7%	45.9%	44.5%
Mobile Homes and Other	7.5%	7.8%	4.5%
<b>Persons per Dwelling Unit</b>			
	3.9	3.5	2.7
<b>Average Rent</b>			
	\$549	\$634	\$711
<b>Median Housing Value</b>			
	\$167,692	\$167,120	\$223,363
<b>Housing Vacancy Rate</b>			
	3.7%	3.4%	4.4%
<b>Year Built</b>			
1990 to 2000	13.3%	8.6%	13.9%
1980 to 1989	31.3%	24.7%	21.9%
1960 to 1979	45.4%	51.9%	41.3%
1940 to 1959	7.1%	13.0%	17.8%
1939 or earlier	2.9%	1.9%	5.1%
<b>Unemployment Rate (16 years or older)</b>			
	11.8%	9.7%	5.8%
<b>Total Employment</b>			
<b>2000 Census</b>	8,307	42,907	1,232,739
<b>2010 Employment Forecast (SANDAG)</b>	11,309	43,356	1,573,742
Employment % Change (2000-2010)	36.1%	1.0%	27.7%
<b>2030 Employment Forecast (SANDAG)</b>	13,959	78,701	1,913,682
Employment % Chnage (2000-2030)	68.0%	83.4%	55.2%
<b>Occupation (2000 Census)</b>			
Management, professional, and related occupations	16.6%	20.7%	37.5%
Service occupations	25.4%	21.1%	16.0%
Sales and office occupations	28.3%	30.1%	27.3%
Farming, forestry, and fishing	0.3%	0.5%	0.5%
Construction, extraction, and maintenance	12.9%	12.0%	8.7%
Production, transportation, and material	16.6%	15.6%	9.9%

Source: CIC Research 2009.

### *Population*

Based on the 2008 population estimates from SANDAG, there were 27,824 residents in the SYCP Area and 139,403 residents in the South Bay SRA. The SYCP Area represents about one percent of the countywide population of 3,146,274, while the South Bay subregional area represents about four percent of the total county population.

### *Race and Ethnicity*

A minority population dominates the SYCP Area. Based on the 2000 Census, almost nine out of ten residents (89 percent) in the SYCP Area were Hispanic, while only three out of ten residents (27 percent) countywide were Hispanic. Compared to the County overall, the SYCP Area also reported a low proportion of White Non-Hispanic residents (five percent versus 55 percent) and fewer Asian/Pacific Islanders (three percent versus nine percent). The SYCP Area also reported a smaller proportion of Black or African-American residents (two percent), compared to the South Bay SRA (five percent) and the County (six percent). The American Indian/Alaskan Native population represented a very small percentage of residents in the SYCP Area (0.1 percent), the South Bay SRA (0.3 percent) and the County (0.5 percent).

### *Median Age*

The populations of the SYCP Area and the South Bay SRA are generally younger than the residents of the County overall. The median age for SYCP Area residents was 26 years compared to 29.6 for the South Bay SRA and 33.2 years for the County. The percentage of youth under age 20 in the SYCP Area is significantly higher than the County average (41 percent compared 29 percent), indicating a greater presence of large families.

### *Education*

A lower percentage of the population over 25 years of age in the SYCP Area and the South Bay SRA had completed a college degree (six percent and 10 percent), compared to 30 percent of the countywide population.

### *Employment*

At the time of the 2000 Census, the percentage of unemployed residents (over age 16) was much higher in the SYCP Area (12 percent) and the South Bay (10 percent) than the County (6 percent). Overall, the data indicated that fewer of the residents in the SYCP Area are employed in management and professional-related occupations (17 percent), and more are employed in the service occupations (25 percent) and in sales and office occupations (28 percent).

### *Household Income and Poverty*

The 2008 estimated median household income for the SYCP Area residents was \$35,735, which constitutes about half the countywide median income of \$68,470, and two-thirds of the median income in the South Bay SRA (\$52,975). The lower median income for residents in the SYCP Area was consistent with the lower education level reported for area residents and also was consistent with the higher proportion of attached rental housing for residents of the SYCP Area compared to the County (61 percent versus 45 percent).

In the 2000 Census, a substantial percentage of families in the SYCP Area were reported as having incomes below the poverty level (26 percent). This was almost twice the percentage in poverty in the South Bay SRA (15 percent) and over three times higher than the countywide proportion (eight percent).

In 2008, about one-third of families in the SYCP Area reported incomes below the poverty guideline levels set by the U.S. Department of Health. The U.S. Department of Health and Human Services poverty guideline for 2009 was \$22,050 for a family of four and in 2000 was \$17,050 for a family of four. Nearly 31 percent of families with children in the SYCP Area were below the poverty level, compared with only 13 percent of families with children in San Diego County.

### Housing

The 2000 Census reported a total housing inventory of 7,187 dwelling units in the SYCP Area, which represents about 0.7 percent of the 1,040,149 dwelling units in the County. About one-third of the residences in the SYCP Area were single family detached homes (32 percent), compared to 51 percent of the dwelling units in the County. In contrast, nearly 61 percent of the dwellings in the SYCP Area are attached units, compared with 45 percent of the dwelling units in the County overall. Most homes in the SYCP Area (76 percent) were built in the 1960s through 1980s, which is similar to the South Bay SRA (77 percent), but more than the County overall (63 percent).

There are five mobile home parks in the SYCP Area, which represented about eight percent of the housing inventory (compared to five percent for the County overall). These mobile home parks are generally located adjacent to or near freeways, where they are exposed to traffic noise.

The number of people per dwelling unit was 3.9 in the SYCP Area. This was higher than the number of people per dwelling unit in the South Bay SRA (3.5 people) and the County (2.8 people). The housing vacancy rate was 3.7 percent for the SYCP Area and 3.4 percent for the South Bay SRA. The countywide vacancy rate was 4.4 percent.

According to data reported by the Dataquick Information Service, the median sales price for a home (new and existing) in San Ysidro during 2008 was \$222,000, while nearby Nestor reported \$258,500, and Imperial Beach reported \$253,000. The median price of a home in San Ysidro was about 38 percent lower than the median price reported for the County (\$360,000). The number of units sold decreased in most areas of San Diego County during 2008 compared with 2007, and the inventory of for-sale housing units has continued to increase.

Data available from the San Diego Apartment Association indicates that the average monthly rent for a two-bedroom apartment in San Ysidro was \$1,091 in 2008, which was lower than the San Diego citywide average of \$1,586, and the countywide average of \$1,403, but higher than average rents in National City (\$880) and Imperial Beach (\$1,003). Monthly rental cost was a slightly higher in Otay Mesa (\$1,235) due to the newer, larger complexes. Vacancy rates for apartment units were lower in San Ysidro (1.6 percent) than in Imperial Beach (3.1 percent), National City (2.8 percent), and Otay Mesa (2.6 percent).



### Growth Dynamics

Population, housing units, and employment are forecasted by SANDAG to the year 2030. The SYCP Area is expected to experience relatively slow growth during the forecast period relative to the South Bay SRA and San Diego County, because the SYCP Area is largely built out. The total number of residents in the SYCP Area was forecast by SANDAG to grow 27 percent from 26,953 in 2000 to 34,189 in 2030. This is significantly slower than the expected growth for the South Bay SRA (56 percent) and for the County (42 percent).

The total number of housing units in the SYCP Area was forecast by SANDAG to grow 18 percent from 7,187 units in 2000 to 8,504 units in 2030. This is about half the growth rate for the housing inventory for the County (33 percent) and only one-third the growth rate for the South Bay SRA (48 percent).

The total employment in the SYCP Area was forecast by SANDAG to grow 68 percent from 8,307 in 2000 to 13,959 employees in 2030. This is a higher rate of employment growth than that projected for the County (54 percent), but less than the growth in employment expected for the South Bay SRA (83 percent).

### Local Schools and Parks

Three school districts serve the San Ysidro community: the South Bay Union Elementary School District, the San Ysidro Elementary School District, and the Southwestern Community College District. Figure 3.2-1 identifies the locations of schools in the SYCP Area. There are six public elementary schools and one public middle school in the SYCP Area as well as one private K-8 school and one private K-12 school. Willow Elementary School (which is public) is the only school located south of I-5, and is closest to the Project at a distance of approximately 0.5 miles; it is currently undergoing reconstruction. The community college district has a higher education center located on West San Ysidro Boulevard. The high schools serving the San Ysidro community are located to the east and west of the SYCP Area, in Nestor and Otay Mesa. Several other elementary schools within the two elementary school districts are located just outside the boundaries of the SYCP Area.

As discussed in Section 3.1.3, Parks and Recreational Facilities, five designated neighborhood parks and two community parks are located within the SYCP Area. The nearest park to the Project Study Area, the Cesar Chavez Community Center and Larsen Field, is approximately 0.5 mile to the northwest, followed by the Coral Gate Park, a community park approximately one mile away to the northwest. Figure 3.2-1 shows the location of parks in the SYCP Area.

### Community Cohesion

Community cohesion is a measure of the connection residents experience in regard to their community, usually over longer periods of time. This measure may be associated with organizations, institutions, networks, and individual-level connections of friends and neighbors. While trends will vary from one place to another, some indicators of community cohesion can include age, ethnicity, household size, housing tenure, and community interaction. A large elderly population, a high percentage of single-family home ownership, long residential tenure, ethnic homogeneity, and the availability and centrality of nearby activity centers are all generally indicative of a higher degree of community cohesion.

San Ysidro is not a community that conforms in many ways to the typical indicators of community cohesion listed above. While the prevalence (in the 2000 Census) of individuals who identify themselves as Hispanic and speakers of the Spanish language indicates a possibility for strong social cohesion, the SYCP suggests that it may have the simultaneous effect of creating a connection to Mexico that is stronger than a connection to the community. More residents in San Ysidro rent their homes than own their homes, which in some cases is also an indicator of greater mobility and less community cohesion. The relatively young age of the population is another indicator of lower community cohesion. While an older population may be more likely to have settled and be invested in their community, a younger population tends to be more mobile and less connected to a single neighborhood or community. On the other hand, the younger populations in San Ysidro are primarily children and youth under age 20, indicating the presence of large families who may be relatively less mobile. In this case, community cohesion may be higher due to residents' interactions through the schools. Thus, demographic data give a mixed picture of the cohesiveness of the SYCP community.

In addition, as previously mentioned, the physical divisions of the community created by the I-5/I-805/trolley transportation corridors limit pedestrian activity, and impede social, visual, and physical connections across these barriers. These physical divisions represent another barrier to community cohesiveness.

Despite demographic and physical characteristics that would typically suggest a lower level of cohesiveness, San Ysidro is a dynamic and active community. Efforts on the part of community groups and partnerships with the City have contributed to a series of projects and programs intended to enhance community cohesion. These include the establishment and upgrading of community centers and parks, street improvements to improve walkability and interaction, newer housing and mixed-use developments, some of which offer home ownership opportunities to a variety of income levels, and the development of a community-serving central business district. These projects are designed to provide linkages and centers to encourage interaction and opportunities to extend a sense of place instill a sense of place and ownership among residents. As a consequence, despite the presence of physical division, the San Ysidro community has achieved a moderate level of cohesiveness, and continues to work toward increasing this level.

### Economic Character and Fiscal Setting

#### *Regional Economy*

The San Diego region today includes about three million residents and 1.8 million jobs (HR & A 2006). Its Gross Regional Product (GRP) estimated in 2006 was \$149.9 billion and was forecast to increase 2.4 percent in 2007 to \$153.5 billion (San Diego Workforce Partnership 2007). Based on its current GRP, the San Diego region ranks among the 50 largest economies in the world. San Diego's regional economic significance is even greater when the economy in neighboring northern Baja California, Mexico is taken into consideration (HR & A 2006).

The median household income in the San Diego region in 2004 was \$47,268, similar to the California median of \$47,493 and about \$5,000 higher than the U.S. median income of \$41,994. The median household income for the region in 2007 was estimated at \$51,808, representing a 9.6 percent increase since 2004 (SANDAG 2008a).

The region suffered a serious recession between 1990 and 1994 that stemmed from national defense restructuring that devastated the economy's defense-related sectors. Between 1994 and 2008, the San Diego region maintained a steady economic recovery, aside from two brief slowdowns due to the "dot.com" bust in 2000 and the consequences of the September 11, 2001 terrorist attacks (HR & A 2006). The region's economic recovery during this time was guided by diversification into the high technology, foreign trade, tourism, and entertainment sectors. The region sustained significant economic benefits in the foreign sector following the enactment of the North American Free Trade Agreement (NAFTA), as well as from the stability in the Mexican economy in the past decade. The high technology sector in the region is predominantly supported by the presence of large institutions such as universities and research institutes, which have resulted in a strong, concentrated cluster of new firms that specialize in advanced development and testing. (HR & A 2006). The region's standard of living did not keep pace with the national average during this economic recovery period. The imbalance was created by two trends: first, more jobs were added at the low end of the pay scale than jobs at the high end. Second, a widening gap developed between wages received at the high and low ends of the pay scale (REPS 2007).

The compound annual population growth rate for the San Diego region was 1.6 percent for the period from 2000 to 2008, compared to the 3.1 percent annual real (inflation-adjusted) economic growth rate. The annual rate of economic growth (as measured by the change in the inflation-adjusted Gross Metropolitan Product or GMP) has ranged from as high as seven percent per year in 2000 to a low of -0.4 percent in 2008.

The San Diego economy recorded a decline that started in early 2008, about six to nine months ahead of the national economy. This was the first year of negative real growth for the local economy since the early 1990s. The economic problems for the San Diego region started in the housing market in 2007, when a significant slowdown in housing sales and median home prices was experienced. Construction employment declined in response to a drop in housing starts and then additional factors, such as high gasoline prices in the spring of 2008 and the financial crisis in the fall of 2008, compounded the weakness in the region. In the recent economic downturn, home prices in San Diego have declined more than 34 percent from their peak, and housing inventories are high, correlating with declining consumer spending, falling wealth, rising unemployment, and tight credit (Cox 2009). Economists indicate that recovery in the local economy is not expected to start until 2010, and employment growth is unlikely to demonstrate strong growth until 2011 (CIC Research 2009).

#### *Local Retail Business Community*

The four shopping centers/retail outlets closest to the Project site include the Plaza de Las Americas, the San Diego Factory Outlet Center, the Border Village Shopping Center, and the McDonald's Trolley Station shopping center (refer to Figure 3.1-1). These are briefly described below.

Located just west of the San Ysidro LPOE, adjacent to the U.S.-Mexico border, the 67-acre mixed-used Las Americas project is the largest redevelopment project in San Ysidro to date. At project buildout there will be over one million square feet of retail, residential, office, public space, and hotel uses, plus a parking structure. More than 559,000 square feet of retail space have been developed at the Las Americas site. The proposed Sixth Implementation Agreement between the Redevelopment Agency of the City of San Diego and International Gateway Associates West, LLC calls for the development of Las Americas West at the southwest corner of Camino de la Plaza and Sipes Lane. The proposal includes the development of

approximately 90,000 square feet of retail uses, a 3,500-square foot fast food restaurant, and 430 parking spaces.

The San Diego Factory Outlet Center consists of a 268,000-square-foot mall located across from Plaza de Las Americas. The Border Village Shopping Center is located on Border Village Road, east of I-805 and west of East San Ysidro Boulevard, and is comprised of 34,128-square feet of retail space. The McDonald's Trolley Station retail outlet encompasses 23,000 square feet and is located adjacent to the San Ysidro Intermodal Transportation Center.

In addition to these four shopping centers, numerous individual stores are located along Camino de la Plaza, East San Ysidro Boulevard, East Beyer Boulevard, and West San Ysidro Boulevard. Businesses along these streets include paid parking lots, restaurants, motels, and Mexican insurance and currency exchange establishments.

### *Market for Retail Space*

In 2008, the San Ysidro retail market had about 995,000 square feet of retail space and recorded lower retail vacancy rates (1.7 percent) than the San Diego region as a whole (3.2 percent). Low vacancy rates are one indicator of a healthy retail market.

Countywide, the lowest vacancy rate was reported for the regional shopping center category (e.g., Plaza de Las Americas), which reported a 0.2 percent vacancy rate for 2008. The sharpest increase in available retail space was recorded for the larger community centers and power center categories, which rose to 5.0 percent and 4.3 percent of total space available, respectively. The highest rates of space available were reported for the neighborhood shopping center category and strip retail centers.

Leasing activity experienced a dramatic slowdown in the second half of 2008, primarily in the last quarter of the year. Specifically, new tenant leasing has slowed severely, and is focused in discount-related centers and strong grocery stores. With this lack of activity, rental rates are weakening and will continue to fall as more anticipated vacant space comes on the market. Additionally the retail leasing market is offering more concessions from landlords in the form of free rent and tenant improvements, particularly for those properties located in less desirable areas and those greatly affected by the housing crisis. The limited new tenant activity is coming from a wide range of uses including specialty grocery, cell phone distributors, certain fast-food restaurants, discount stores, banks and credit unions (CIC Research 2009).

### *Taxable Retail Sales*

Retail sales within San Diego County were about \$47.5 billion in 2007, including about \$20.1 billion in the City. Retail sales within the City increased about 31 percent in the period of 2000 to 2007, and retail sales for the County also grew about 31 percent during the same period. Regional retail sales growth slowed in 2001 and 2002 along with the national economy. Retail sales recorded strong increases for 2003 through 2005, but slowed substantially in 2006, and sales within the region were essentially flat for 2007. When the data become available, it is expected that taxable sales will decline for 2008 and 2009, reflecting substantial weakness in the current local economy. Growth in retail sales is not expected for San Diego County until 2010 (CIC Research 2009).

## Environmental Consequences

Impacts to community character and cohesion, under federal guidelines, are expected to occur when any of the following result:

- A disruption or division of the physical arrangement of an established community
- A conflict with established recreational, educational, religious, or scientific uses of the area

Impacts are based on the Project's effect on local residents' sense of belonging in relation to their neighborhood or the community at large, as well as anticipated changes in the physical character of the community. The Project would represent impacts to a community if it presents either a physical or psychological barrier to activity or recreational areas of the community.

### Preferred Alternative

As discussed above, the area surrounding the San Ysidro LPOE currently experiences a moderate level of community cohesion due to existing community divisions caused by the presence of the I-5 and I-805 freeways, the trolley line, and the existing border facilities. A higher level of cohesion could not be assessed. There are no residents in the immediate vicinity of the Project Study Area, and the Project would not create a new facility, but rather would renovate and expand the existing LPOE. Therefore, it is unlikely that the Preferred Alternative would impair or destroy SYCP Area residents' feelings of social or cultural affiliation with the community. The Preferred Alternative would be consistent with the existing SYCP (refer to Subchapter 3.1, Land Use), and would not further divide the established community beyond the existing condition. On the contrary, the proposed east-west pedestrian bridge could restore some connectivity between the divided eastern and western sides of the community near its southern boundary, because it would provide an additional linkage over the freeway to improve connections within the community.

### Access

Although the Preferred Alternative would result in impacts on local circulation (refer to Subchapter 3.4, Traffic and Transportation/Pedestrian and Bicycle Facilities), it is not expected to have an adverse impact on public access to educational or religious institutions, or recreation. The Preferred Alternative would improve pedestrian access to public transit serving the San Ysidro community, the border area, the San Diego region and beyond.

Access to businesses would be maintained throughout the construction period. Impacts to traffic flow and business access within the Project vicinity would be avoided or minimized during the construction period. Limited hours of construction activity along with best management practices would be followed to reduce the likelihood that commercial customers, residents, and recreational and other users would be discouraged by construction activities and related traffic congestion. Best management practices would include a Traffic Management Plan (TMP) to minimize interruptions to traffic patterns, and to avoid related safety hazards during construction. The residents and businesses of the local community could experience some temporary noise and accessibility restrictions during construction, but the Preferred Alternative would not adversely impact community cohesion and character in this regard.

### *Property Value Impacts*

Property value impacts are not easily quantified without a thorough real estate appraisal for each individual property and therefore are discussed in the CIA in a general manner. Negative marginal impacts on property values due to construction activities would be temporary and would not be substantial. Potential negative effects could include traffic congestion, dust, noise, or visual effects expected to occur during the construction period. These temporary effects would be minimized by implementation of construction best management practices and the TMP.

The Preferred Alternative would generate positive marginal economic benefits derived from improved regional transportation in conformance with adopted regional land use plans. Improved regional transportation performance, better accessibility, and safer, more efficient border crossing operations would result in increased demand for residential and commercial properties within the local community and the greater San Diego region.

The marginal economic value to the region generated by the Preferred Alternative and the resulting decrease in border wait times (compared to the No Build Alternative) would be substantial and could be as large as \$13 to \$17 billion.<sup>1</sup>

The CIA concludes that economic benefits from the Preferred Alternative would be equal to about five to seven percent of the San Diego regional economy today. Employment benefits would range from 90,000 to 130,000 new jobs created within the regional economy. The demand for real property within the region would be expected to increase with the growth of the local economy. The resulting countywide property values would likely increase at least proportionately with economic growth and could exceed the marginal economic growth, because of the finite supply of developable land within the region. As in the rest of the County, property values in the SYCP Area would be expected to increase at least proportionately with economic growth (CIC Research 2009).

### *Employment*

The local community might also be expected to benefit to some degree from the employment opportunities that the Preferred Alternative would generate. Modeling presented in the CIA indicates that the average labor demand for construction of the Preferred Alternative would be about 400 jobs per year during the approximately four-year phased construction period. Operationally, the Project would be expected to provide work for approximately 100 to 150 more employees than it currently employs. As mentioned above, the Preferred Alternative would also be expected to indirectly generate 90,000 to 130,000 new jobs within the region.

### *Conclusions*

Overall, the Preferred Alternative would not be expected to result in adverse impacts to community character or community cohesion.

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<sup>1</sup> SANDAG, *Economic Impacts of Wait Times at the San Diego-Baja California Border*, January 2006. The study estimated a \$2.8 billion impact from a marginal 40 minute increased wait time. This study was never intended to measure the impacts of an 8.5 hour increase in border wait time. Yet, this is the most definitive study available for evaluating the potential benefits to the San Diego economy from the Project. A more conservative, five-hour maximum wait time was used for the economic impact analysis in the Project CIA.

### Pedestrian Crossing Alternative

Although the Pedestrian Crossing Alternative would entail a different cross-border pedestrian circulation scheme, it would occur within the same Project Study Area as the Preferred Alternative, and would be expected to result in similar effects on property values, employment and community character and cohesion. The pedestrian circulation plan under the Pedestrian Crossing Alternative would, however, be less desirable from the point of view of access to transit facilities.

Under the Pedestrian Crossing Alternative, the east-west pedestrian bridge would land on the north side of the East San Ysidro Boulevard/I-5 freeway ramp intersection, resulting in increased pedestrian/vehicle conflicts at this intersection. This intersection carries large volumes of pedestrians crossing East San Ysidro Boulevard and vehicles accessing the freeway and thus, currently operates at a dangerous level for pedestrians during the morning and evening peak periods due to congestion and interactions with vehicles (KOA 2009). Vehicles traveling through the intersection compete with pedestrian movement across the roadway, creating potential conflicts between pedestrians and vehicles. The configuration of the east-west pedestrian bridge under the Pedestrian Crossing Alternative would not resolve this problem, but rather would contribute additional pedestrian traffic to this intersection, increasing congestion and pedestrian/vehicle conflicts.

The Pedestrian Crossing Alternative would not provide direct connections between transit and pedestrian facilities. Because the east-west pedestrian bridge would land on the north side of the East San Ysidro Boulevard/I-5 freeway ramp intersection (instead of at the San Ysidro Intermodal Transportation Center as described for the Preferred Alternative), pedestrians would have to cross the busy intersection to and from the San Ysidro Intermodal Transportation Center located across the street. Furthermore, transit users at the relocated and shortened Camiones Way turn-around would have longer walking distances to and from the border crossing compared to the Preferred Alternative. Southbound travelers dropped off at this turn-around would be required to walk along the east-west pedestrian bridge, and then connect to the north-south pedestrian bridge before crossing the border. Northbound pedestrian access to the Camiones Way turn-around would require crossing the East San Ysidro Boulevard/I-5 freeway ramp intersection and walking the full length of the east-west pedestrian bridge to the turn-around. As a result, the Pedestrian Crossing Alternative would not provide the improved mobility for pedestrians that the Preferred Alternative would create.

Additionally, the Pedestrian Crossing Alternative would maintain a single southbound pedestrian crossing at its existing location. The two new southbound pedestrian crossings proposed under the Preferred Alternative would not be constructed, which would result in a less desirable pedestrian circulation pattern. Provision of only one southbound pedestrian crossing would result in greater walking distances to the southbound border crossing, which would not provide the improved mobility for pedestrians that the Preferred Alternative would create.

For these reasons, the Pedestrian Crossing Alternative would result in a potentially adverse impact to community character and cohesion.

### No Build Alternative

The No Build Alternative would have no permanent or temporary impacts to community cohesion, but would result in further degradation of traffic, circulation, and access for the

community and the region. These worsening conditions over time are expected with growth in cross-border travel at the San Ysidro LPOE. Furthermore, the east-west pedestrian bridge proposed as part of the Project would not be built and therefore, the lack of connectivity between the divided eastern and western sides of the community would continue at the same level. In addition, the regional economy would not benefit from the proposed improvements, the reduced border wait times, and regional transportation efficiencies. These inefficiencies in cross-border travel would have a cumulative negative effect on property values. These negative economic impacts to the region would be adverse, based on the forecasted border wait times of up to 10 hours for the 2030 planning horizon.

### **Avoidance, Minimization, and/or Mitigation Measures**

#### **Preferred Alternative**

No avoidance, minimization or mitigation measures are required for the Preferred Alternative. As noted above, best management practices would include a TMP. Specific elements of this plan could include the use of flaggers and temporary lane realignments to maintain through traffic, concrete barriers, signage to direct traffic movements, and possible reduction of speed limits in construction zones. Access to existing businesses within the Project vicinity would be maintained during construction by creating temporary driveways, and/or providing alternate access points.

#### **Pedestrian Crossing Alternative**

Implementation of the best management practices described above for the Preferred Alternative would avoid short-term impacts during construction of the Pedestrian Crossing Alternative. Adverse community character and cohesion impacts could be avoided only through redesign of the Pedestrian Crossing Alternative. Such redesign could include: (1) landing the proposed east-west pedestrian bridge at the San Ysidro Intermodal Transportation Center; (2) providing a redesigned larger transit turn-around and drop-off/loading facility on the west side of the LPOE along Virginia Avenue; and (3) constructing two southbound pedestrian crossings, including one on the west side and one of the east side of the LPOE. These features have been incorporated into the Preferred Alternative.

#### **No Build Alternative**

Adverse community character and cohesion impacts would occur under the No Build Alternative. However, because no action would occur, no avoidance, minimization, or mitigation measures would be required.

### **3.2.2 Relocations**

#### **Regulatory Setting**

GSA's relocation assistance program is based on the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (as amended) and Title 49 CFR, Part 24. The purpose of GSA's relocation assistance program is to ensure that persons displaced as a result of a GSA project are treated fairly, consistently, and equitably so that such persons will not suffer disproportionate negative effects as a result of projects designed for the benefit of the public as a whole. All relocation services and benefits are administered without regard to race,



color, national origin, or sex in compliance with Title VI of the Civil Rights Act (42 U.S.C. 2000d, et seq.).

## **Affected Environment**

A total of 20 parcels listed on the San Diego County Assessor's database are located within the Project Study Area. This includes eleven privately owned parcels (which consist of several paid parking lots, a duty-free store, a Payless Shoe Source store, and a private long-haul bus station), and nine publicly owned parcels. Two of the nine public parcels are owned by the San Diego Metropolitan Transit Development Board (MTDB); GSA owns the remainder. In addition, roadway and railroad rights-of-way (ROW) occur in the Project Study Area.

## **Environmental Consequences**

### Preferred Alternative

GSA is in the process of acquiring all the land parcels within the planned limits of Project construction, and expects the entire Project site to be federally owned before publication of the Project's Record of Decision (ROD). During this process, all requirements of the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (as amended) are being followed. The analysis below identifies the anticipated impacts of this acquisition process.

No residential relocations would occur as a result of the Preferred Alternative. Therefore, no associated community impacts due to relocation of residents would occur.

The Preferred Alternative would require acquisition of land or ROW from six parcels that are currently privately owned and in the process of being acquired by GSA, and would directly impact an additional nine publicly owned parcels (see Figure 3.2-2 and Table 3.2-2). Transfers of property ownership between the City, Caltrans, and GSA could also occur with street closures, freeway ramp reconstruction, and to allow development of local streets and public parking.

The total acquisition area for the six privately owned parcels is 9.95 acres and would include relocation of three business operations involving six parcels. The three business operations would include one retail store and three associated fee-based parking lots under one business ownership, another retail store, and a private bus charter service (see Table 3.2-2). An estimated 60 employees would be displaced by the business relocations. The acquisition and relocation activities required for the Preferred Alternative by GSA are currently in process, and are following all guidelines and regulations in accordance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (as amended).

The total impact area for the nine public parcels would be 10.6 acres. The public parcels contain the existing San Ysidro LPOE facilities, portions of I-5, and some adjacent land uses such as surface parking and roadways (see Table 3.2-3).

The six privately owned parcel acquisitions and nine public parcels comprise a total of 20.6 acres.

<b>Table 3.2-2 ACQUISITION OF PRIVATELY OWNED PARCELS – PREFERRED ALTERNATIVE</b>							
<b>ID<sup>1</sup></b>	<b>APNs</b>	<b>Owner</b>	<b>Address</b>	<b>Acquisition Size/ Parcel Size (Acres)</b>	<b>Use</b>	<b>Annual Property Tax FY2009</b>	<b>Assessed Valuation<sup>2</sup></b>
1	666-342-07	S Y G Venture	5705 Camino Camiones Way	2.18/4.23	Parking Lot	\$ 31,491	\$ 2,683,554
2	666-342-08	S Y G Venture	5715 Camino Camiones Way	2.47/2.63	Parking Lot	\$ 36,121	\$ 3,077,040
3	666-342-09	S Y G Venture	5765 Camino Camiones Way	2.90/2.90	Parking Lot	\$ 41,818	\$ 3,568,896
4	666-342-10	S Y G Venture	5775 Camino Camiones Way	1.97/1.97	Duty Free Store and Parking Lot	\$ 63,040	\$ 5,382,600
5	667-030-09	Lois P. Mitchell Tr., V. Peck; Scott Peck Jr., Union Bank of CA Trustees each holding 1/4 Interest	799 E. San Ysidro Blvd.	0.21/0.21	Greyhound Lines Inc./ Crucero	\$ 2,595	\$ 219,247
6	667-030-10	Milo Express Inc.	795 E. San Ysidro Blvd.	0.22/0.22	Payless Shoe Source	\$ 26,870	\$ 2,294,370
<b>TOTAL</b>				<b>9.95</b>		<b>\$ 201,935</b>	<b>\$ 17,225,707</b>

<sup>1</sup> Number corresponds to location identified in Figure 3.2-2.

<sup>2</sup> By County Tax Assessor

Source: GSA, Public Buildings Service, Property Development Division, Existing Properties with Development Overlay, (undated).  
San Diego County Assessors' Data, March 2009.

### *Property Tax Impacts*

As noted above, the Preferred Alternative site overlays three privately owned parcels which are in the process of being acquired by GSA, and which are currently used as parking lots with no permanent structures, as well as three additional parcels, also being acquired by GSA, that are currently occupied with businesses, including the private, long-haul bus station, a Payless Shoe store, and the UTEA Duty Free Store. Property tax revenue would be reduced by the full or partial acquisition by GSA of the six privately owned parcels; they would become government-owned parcels and would not be subject to property tax. The total estimated annual property tax loss resulting from the acquisition of these six privately owned parcels is estimated at \$204,935 in fiscal year 2009 (see Table 3.2-3). The resulting loss of property tax revenues would represent less than 0.01 percent of total property tax revenue and would not be a substantial fiscal impact for the City or the County. The six impacted parcels are located within the SYRA, which was established in FY 1995-96, and receives revenues in the form of 100 percent of the property tax increment above the base year (FY 1995-96) for parcels within its boundaries. As reported by the San Diego County Auditor and Controller's Office, the tax increment portion of the \$204,935 in total property taxes generated by these specific six parcels

is \$95,882 for FY 2008-09. The total tax increment for the SYRA is \$3,936,853. The potential loss of \$95,882 in tax increment revenues for the SYRA would represent approximately 2.4 percent of the redevelopment area total revenue.

Although the tax increment paid to the SYRA would be reduced by the proposed parcel acquisitions, it is likely that there would not be a long-term net decrease in SYRA tax increment revenues. The land uses that would be displaced currently service a local demand and would need to be relocated to provide a similar land use elsewhere within the SYRA Area. Relocated businesses to replace those that would be affected by the Preferred Alternative (e.g., a parking garage, new bus terminal, or new retail establishments) would be likely to generate higher property tax revenues based on current or newer assessed market values, than older properties with lower (Proposition 13-controlled) assessed market values. Overall, the 2.4 percent loss in tax increment revenue would not be substantial and would not generate a socioeconomic impact for the community.

<b>Table 3.2-3 ESTIMATED PROPERTY TAX IMPACTS FOR TAXABLE PARCELS ACQUIRED UNDER THE PREFERRED ALTERNATIVE</b>				
<b>ID</b>	<b>Areas of Acquired Parcels</b>		<b>Use</b>	<b>Estimated Annual Property Tax FY2009</b>
	<b>Acres</b>	<b>Percent of Total</b>		
1	2.18	21.9%	Parking Lot	\$ 31,491
2	2.47	24.8%	Parking Lot	\$ 36,121
3	2.90	29.1%	Parking Lot	\$ 41,818
4	1.97	19.8%	UETA Duty Free Store	\$ 63,040
5	0.21	2.1%	Greyhound Bus Terminal	\$ 5,595
6	0.22	2.2%	Payless Shoe Source Store	\$ 26,870
	<b>9.95</b>	<b>100.0%</b>		<b>\$ 204,935</b>

Source: San Diego County Tax Assessor.

In addition, although the parcel acquisitions would result in the temporary regional loss of annual property tax revenues, the Preferred Alternative is expected to increase economic activity throughout the region over the longer term. Increased property values would be expected to offset a temporary loss in property tax revenue from the parcel acquisitions.

### *Sales Tax Impacts*

City sales tax revenues are primarily attributed to retail land uses. Two of the three displaced businesses currently generate retail sales tax: a Payless Shoe store and the UTEA Duty Free Store. Total annual taxable sales for these businesses are estimated to range from \$7.5 million to \$10 million. The resulting potential loss of taxable revenues would represent less than 0.01 percent of total taxable sales in the County and the City. No permanent access or sales tax impacts would occur for the remaining retail businesses in the community. The loss of taxable sales from the two displaced retail businesses would not be a substantial fiscal impact, and it is also likely that these sales would be redistributed to a new location for the same business or to other businesses within the community.

## Conclusions

In conclusion, three business relocations (two retail stores, one private bus transportation service, and three commercial parking lots with no structures associated with one of the retail stores) and the loss of about 60 jobs would result from the parcel acquisitions GSA is undertaking in advance of implementation of the Preferred Alternative. There is a high likelihood that these businesses would relocate within the community, near the border, given their business types. The parcel acquisitions, land use changes, and displacement of these businesses would not represent a substantial social or economic impact to the community. Sufficient resources exist within the local community for relocation. Acquisition of businesses and properties in progress are following the guidelines of the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (as amended). Following implementation of the Preferred Alternative, businesses relocated within the Project vicinity would be expected to benefit from the increased efficiency of cross-border travel, and the associated increased business demand and labor pool.

### Pedestrian Crossing Alternative

The Pedestrian Crossing Alternative would occur within the same Project Study Area as the Preferred Alternative, and would require same parcel acquisitions currently in process by GSA. Land use changes, business relocations, and property tax and sales tax implications also would be the same as the Preferred Alternative. As in the case of the Preferred Alternative, acquisition of businesses and properties in progress are following the guidelines of the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (as amended). No adverse relocation impacts would be anticipated.

### No Build Alternative

Since GSA is in the process of acquiring the parcels described above, the business relocations and associated economic impacts described above for the Preferred Alternative would also occur under the No Build Alternative. The improvements to the existing LPOE facilities and the associated benefits, however, would not occur.

## **Avoidance, Minimization, and/or Mitigation Measures**

### Preferred Alternative

With implementation of the property acquisition requirements of the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (as amended), no substantial, adverse, social or economic impacts to the community or the region are anticipated to result from the business relocations in progress. No construction activities would commence on the property being acquired until the Record of Decision is adopted. In addition, to the extent feasible, GSA will work with the affected businesses to minimize impacts by considering arrangements for continued occupancy until the subject property is needed for construction activities. No further avoidance, minimization, or mitigation measures would be required.

### Pedestrian Crossing Alternative

As in the case of the Preferred Alternative, no adverse social or economic impacts to the community or the region are anticipated to result from the business relocations in progress, so no avoidance, minimization, or mitigation measures would be required under the Pedestrian Crossing Alternative.

## No Build Alternative

The No Build Alternative would not result in any residential or business relocations. No avoidance, minimization, or mitigation measures would be required.

### **3.2.3 Environmental Justice and Environmental Health and Safety Risks to Children**

#### **Regulatory Setting**

All projects involving a federal action (funding, permit, or land) must comply with EO 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, signed by President Clinton on February 11, 1994. This EO directs federal agencies to take the appropriate and necessary steps to identify and address disproportionately high and adverse effects of federal projects on the health or environment of minority and low-income populations to the greatest extent practicable and permitted by law. It should be noted that, according to the CEQ: "under NEPA, the identification of a disproportionately high and adverse human health or environmental effect on a low-income population, minority population, or Indian tribe does not preclude a proposed agency action from going forward, nor does it necessarily compel a conclusion that a proposed action is environmentally unsatisfactory. Rather, the identification of such an effect should heighten agency attention to alternatives (including alternative sites), mitigation strategies, monitoring needs, and preferences expressed by the affected community or population."

All considerations under Title VI of the Civil Rights Act of 1964 and related statutes have also been included in the project.

Pursuant to EO 13045, *Protection of Children from Environmental Health Risks and Safety Risks*, federal agencies are directed, as appropriate and consistent with the agency's mission, to make it a high priority to identify and assess environmental health risks and safety risks that may disproportionately affect children. Agencies are encouraged to participate in implementation of the EO by ensuring that their policies, programs, activities, and standards address disproportionate risks to children that result from environmental health risks or safety risks.

#### **Affected Environment**

As discussed above in the demographics section, the SYCP Area has a high minority population (95 percent, compared to 45 percent in the San Diego region overall). The population is also considered low-income, since 28 percent of the SYCP Area population has a household income below the poverty level. As noted above, the median household income in the SYCP Area reported in the 2000 Census was \$26,772, only 56 percent of the regional level. SANDAG estimates for 2008 indicate the SYCP Area median household income had risen to \$35,735, but was only 52 percent of the regional average. Consequently, any substantial, adverse, unmitigated impacts of the Project would be considered to fall disproportionately on a minority and low-income population.

For purposes of evaluating potential impacts related environmental health and safety risks to children per EO 13045, it should be noted that the closest school to the Project is Willow Creek School at approximately 0.5 mile distance, bordering the intersection of I-5 and I-805 on its western side. Similarly, the nearest residential areas are located approximately 0.5 mile away near the corner of Camino de la Plaza and Willow Road.

## Environmental Consequences

### Environmental Justice Impacts

#### *Preferred Alternative*

The Preferred Alternative would result in as improved public safety in the LPOE vicinity, as well as economic benefits to the SYCP Area population (which is a minority and low-income population) in the form of employment opportunities, increased property values and resultant SYRP tax revenues, and improved pedestrian access for cross-border visitors attracted to San Ysidro's retail establishments. However, this Final EIS also identifies the following adverse Preferred Alternative impacts to the SYCP Area population:

- Economic losses experienced by businesses due to relocation, reduced access, and/or reduced parking during construction;
- Temporary construction impacts such as noise, air quality, and mobility delays or detours;
- Temporary visual impacts from construction activities;
- Brief interruptions in utility service where relocation or connections would be required;
- Traffic impacts on local roadways and freeways;
- Interruptions in border crossings where temporary lane obstructions would be required during construction; and
- Possible loss of the NRHP-listed Old Customs House.

Because these impacts would fall primarily on a minority and low-income population, EO 12898 requires that extensive outreach efforts be made to the affected community, to educate the community regarding the Preferred Alternative and its potential impacts, and receive public input into the development of the Preferred Alternative.

Accordingly, a public scoping meeting was advertised and held on July 23, 2003, as described in Chapter 4.0, Comments and Coordination, of this Final EIS. Additional community outreach efforts associated with the Project have included frequent meetings of the Community Representative Committee (several times per year since 2005), as well as participation in community meetings and workshops.

The Project has been redesigned in response to public input, addressing many of the concerns expressed in comments on the NOI, during the scoping meeting, and in subsequent meetings. Revisions to Project design include the opening of a southbound pedestrian crossing on the eastern side, the relocation of the pedestrian bridge to connect with the transit center, shade canopies and benches for the pedestrian walkway between Camiones Way and the border, the replacement of the Camiones Way turnaround with the Virginia Avenue facility and the reduction of the Project footprint to minimize the "taking" of non-federal land and to minimize the creation of pockets or islands of inaccessible land take the least amount of land possible from the community. Other concerns are addressed in this Final EIS. In this way, the Project has been developed in compliance with EO 12898. Because of the public outreach efforts, the design changes in response to community concerns, and implementation of other avoidance, minimization and mitigation measures discussed throughout this Final EIS, no adverse environmental justice impacts are anticipated.

### *Pedestrian Crossing Alternative*

Although the Pedestrian Crossing Alternative would entail a different cross-border pedestrian circulation scheme, it would occur within the same Project Study Area as the Preferred Alternative, and would be expected to subject the minority and low-income population of the SYCP Area to the same impacts as those listed above, as well as additional impacts related to pedestrian mobility, pedestrian safety, and access to transit facilities (as described in Section 3.2.1). The same design revisions in response to community concerns would be included in the Pedestrian Crossing Alternative. The Project would be in compliance with EO 12898. Because of the public outreach efforts, the resulting design changes in response to community concerns, and implementation of other measures, no adverse environmental justice impacts would be anticipated.

### *No Build Alternative*

Under the No Build Alternative, the Project would not be constructed. Operations would continue at the existing San Ysidro LPOE, without the benefit of expansion and renovation. There would be continued and increasing impacts to the surrounding communities (on both sides of the border) due to bottlenecked traffic, queues, and long wait times, and resultant higher emissions. Anticipated economic benefits to the SYCP Area population, in the form of employment opportunities, increased property values and resultant SYRP tax revenues, and improved pedestrian access for cross-border visitors attracted to San Ysidro's retail establishments, would not be realized. These effects would constitute an adverse impact on minority and low-income populations in the SYCP Area.

In addition, the No Build Alternative would fail to improve the safety of the San Ysidro LPOE for vehicles and pedestrians crossing the border, and for employees at the LPOE. This also would represent an adverse environmental justice impact.

### Environmental Health Risks and Safety Risks to Children

#### *Preferred Alternative*

As noted above in the discussion of the affected environment, the closest school and residential areas to the Project are located at a distance of approximately 0.5 mile. This is considered too far away for there to be substantial environmental health and safety risks to children from localized construction impacts. Furthermore, the San Ysidro LPOE would be fenced and under heavy security due to its Homeland Security mission, so that the likelihood of children entering the LPOE and encountering safety risks is low. Overall, conditions related to children's health would be likely to improve with implementation of the Preferred Alternative, since increased air pollution emissions associated with greater congestion and reduced speeds on I-5 and I-805 near the border is expected to be offset by reduced air pollution emissions associated with vehicles idling in long LPOE queues. Similarly, higher Mobile Source Air Toxics (MSAT) emissions associated with additional vehicle miles traveled due to increased capacity at the LPOE would be offset by a reduction in idling emissions. No adverse impacts related to environmental health and safety risks to children are anticipated.

#### *Pedestrian Crossing Alternative*

Because the Pedestrian Crossing Alternative would occur within the same Project Study Area as the Preferred Alternative, would be similarly fenced and under heavy security, and would be

expected to reduce air pollution emissions associated with vehicle idling at the border, no adverse impacts related to environmental health and safety risks to children would be anticipated.

#### *No Build Alternative*

Under the No Build Alternative, no action is proposed at the Project site. Air pollution emissions associated with vehicles idling in long LPOE queues would be expected to worsen without expansion and renovation of the existing LPOE, so health risks to children in the vicinity would be expected to increase, which could represent an adverse impact.

### **Avoidance, Minimization, and/or Mitigation Measures**

#### Preferred Alternative

Because no adverse impacts related to environmental justice or environmental health and safety risks to children would result from implementation of the Preferred Alternative, no avoidance, minimization, or mitigation measures are required.

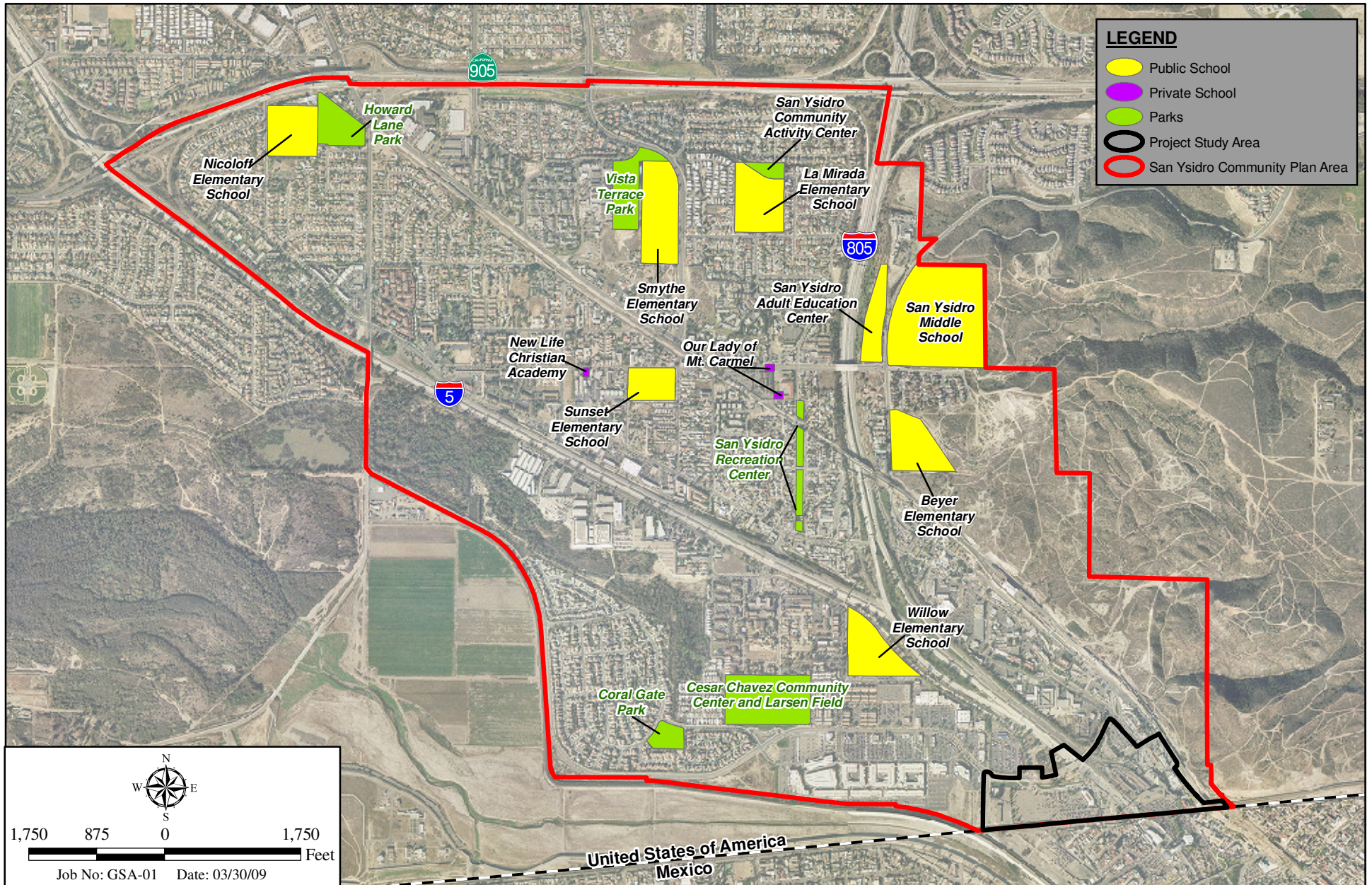
#### Pedestrian Crossing Alternative

As in the case of the Preferred Alternative, no adverse impacts related to environmental justice or environmental health and safety risks to children would result from implementation of the Pedestrian Crossing Alternative, so no avoidance, minimization, or mitigation measures are required.

#### No Build Alternative

Adverse impacts related to environmental justice and environmental health and safety risks to children would be expected to result from the No Build Alternative. Nevertheless, because no action is proposed, no avoidance, minimization, or mitigation measures are required.

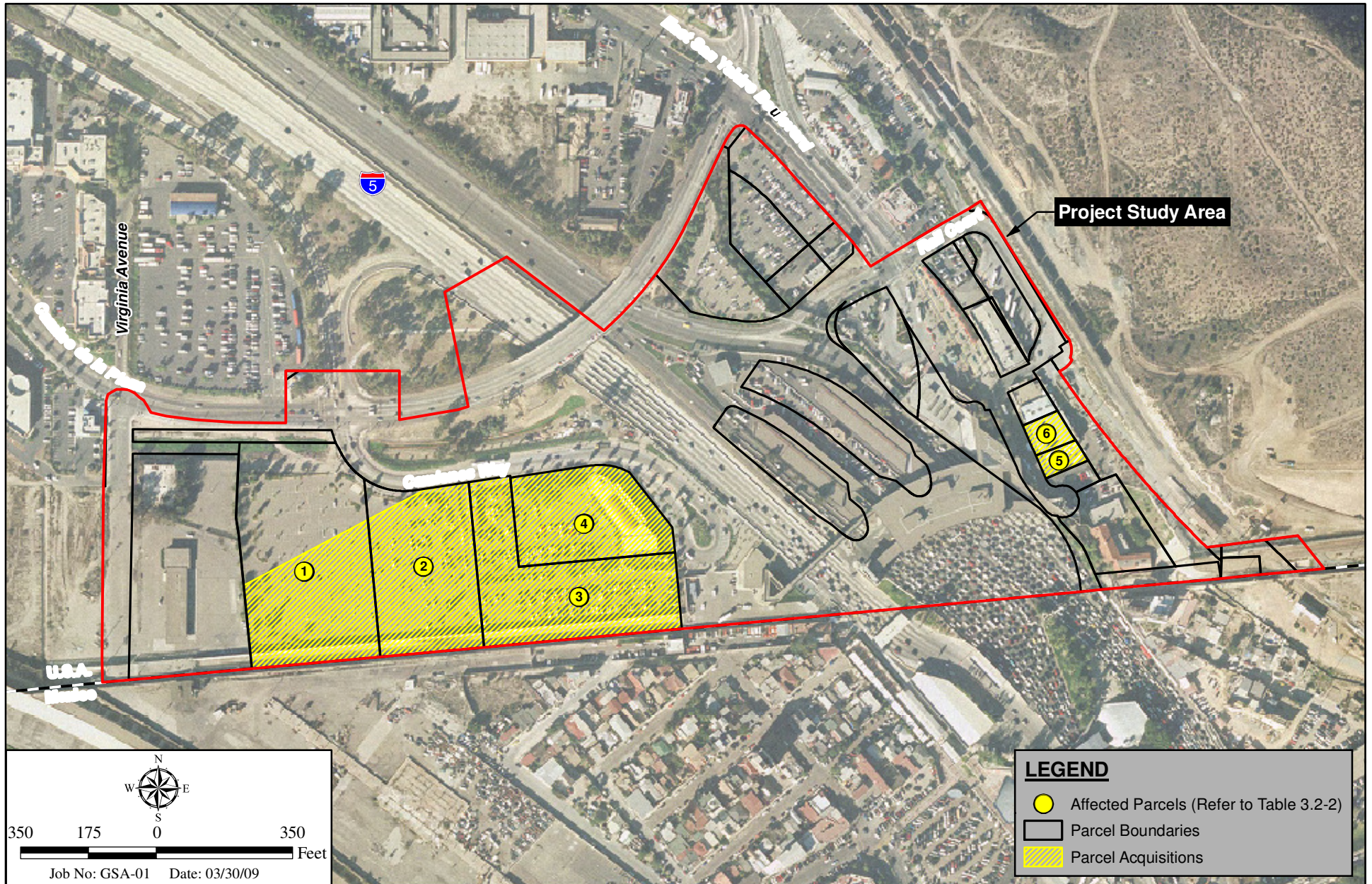




## Schools and Parks in the SYCP Area

SAN YSIDRO LAND PORT OF ENTRY IMPROVEMENTS

Figure 3.2-1



E:\ArcGIS\GSA-01 SanYsidroLandPOE\Map\ENV\EIS\Fig3-2-2\_Parcel.mxd -NM

## Acquisition of Privately-Owned Parcels

SAN YSIDRO LAND PORT OF ENTRY IMPROVEMENTS

Figure 3.2-2

### **3.3 UTILITIES/EMERGENCY SERVICES/LIFE SAFETY**

#### **3.3.1 Affected Environment**

##### **Utilities**

Numerous existing utility facilities are located in the Project Study Area, primarily within local roadways and the existing LPOE. Mapped utilities are identified below.

##### Water and Sewer

Existing water and sewer lines extend underground into the LPOE from Camino de la Plaza, Camiones Way, and East San Ysidro Boulevard, providing water and sewer service to the LPOE.

##### Natural Gas

Existing underground natural gas lines extend from East San Ysidro Boulevard into the LPOE. Additional natural gas lines are located within segments of Camino de la Plaza and Virginia Avenue at the eastern edge of the Project Study Area.

##### Storm Drains

Existing storm drains are located throughout the LPOE and connect to two open drainage channels within the Project Study Area. An earthen channel is located between Camino de la Plaza and Camiones Way, and a concrete-lined channel runs parallel to the north side of the border, west of I-5. These drainage channels convey flows off site to the west.

##### Electrical/Communications

Electrical/communications lines are located within Camino de la Plaza, Camiones Way, East San Ysidro Boulevard, and Virginia Avenue. Several underground lines extend from these locations to serve the LPOE.

#### **Emergency Services/Life Safety**

##### Police Protection Services

The Southern Division of the City of San Diego Police Department provides police protection services in the neighborhoods of Border, Egger Highlands, Nestor, Ocean Crest, Otay Mesa, Otay Mesa West, Palm City, and San Ysidro, serving a population of 92,168 people spread over a 31.3-square-mile area. The Southern Division station is located at 1120 27th Street, approximately 4.5 miles (driving distance) northwest of the Project Study Area. In addition, the Border Storefront Station is located at 663 East San Ysidro Boulevard, approximately 0.4 miles (driving distance) north of the Project Study Area.

The California Highway Patrol (CHP) is responsible for the administration and enforcement of the laws, and the investigation of traffic accidents on all toll highways, state highways, and interstate freeways in California. Law enforcement activities on I-5 and I-805 are provided by the CHP.

The DHS works to anticipate, preempt, detect, and deter threats to the homeland and to safeguard U.S. citizens and their freedoms, critical infrastructure, property, and the economy of the nation from acts of terrorism, natural disasters, and other emergencies. The USBP along with other divisions and departments were merged into a new agency called the CBP, which is one of the DHS's largest and most complex components, with a priority mission of keeping terrorists and their weapons out of the U.S. It also has a responsibility for securing and facilitating trade and travel while enforcing hundreds of U.S. regulations, including immigration and drug laws. The DHS, through its member agencies CBP, USBP, and the Federal Protective Service (FPS), provides law enforcement and security services at the San Ysidro LPOE.

### Fire Protection and Emergency Medical Services

The City of San Diego Fire-Rescue Department provides fire and paramedic services to the Project Study Area. Station 29 is the closest fire station to the LPOE within the San Ysidro. Station 29 is located at 198 West San Ysidro Boulevard, approximately 1.2 miles (driving distance) northwest of the LPOE. This station is equipped with an engine, truck, utility vehicle, brush vehicle, and medic vehicle.

## **3.3.2 Environmental Consequences**

### **Preferred Alternative**

#### Utilities

As of the time of this Final EIS, the precise location of proposed utilities has not been finalized; however, several options have been identified. All proposed utilities that would cross under I-5 or the proposed southbound roadway would be encased in steel pipe.

Because the Preferred Alternative would expand the LPOE, increases in demand for water, wastewater, solid waste, and electric services would be expected. The Preferred Alternative, however, proposes to achieve Leadership in Energy and Environmental Design (LEED) certification, which aims to reduce the use of such utilities<sup>1</sup>. Therefore, the Preferred Alternative is anticipated to minimize its impacts upon water, wastewater, solid waste, and electric services, and may actually reduce the usage of such services.

As discussed in Subchapter 3.7, Hydrology and Floodplain, the International Boundary and Water Commission (IBWC) mandates that new development in border regions does not increase, concentrate, or relocate overland drainage flows into either country. Implementation of the Preferred Alternative (as currently designed) would result in a slight increase of impervious surface area, with a corresponding increase in post-development runoff volumes and velocities (AECOM 2008a). Because the Preferred Alternative will ultimately be designed to meet applicable LEED requirements, however, post-development flows would be reduced through the use of one or more retention/infiltration basins. Additionally, the Preferred Alternative would include constructing a number of new storm drain facilities and upgrading existing structures, such that post-construction flows would be accommodated within the on-site storm drain system. Implementation of the Preferred Alternative, therefore, would not result in adverse impacts related to storm drain capacity.

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<sup>1</sup> LEED is an internationally recognized green building certification system, certifying that a building or project was designed and built using strategies aimed at improving energy savings, water efficiency, carbon dioxide emissions reduction, and indoor environmental quality.

Temporary construction-related impacts to utilities would potentially occur during construction of the Preferred Alternative. Adverse impacts would be avoided by consultation with responsible utility providers to protect systems in place or arrange for the temporary or permanent relocation of existing utility lines.

### Emergency Services/Life Safety

During construction of the Preferred Alternative, temporary detours within the LPOE may be required, resulting in some diversion of through traffic. Emergency access to, and within, the San Ysidro LPOE would be maintained throughout the construction period. Identification and provision for emergency access routes during Project construction would be addressed through implementation of a TMP.

DHS would continue to provide law enforcement and security services at the San Ysidro LPOE during and following construction of the Preferred Alternative. Additionally, the Preferred Alternative would be designed in compliance with the requirements of applicable fire protection codes.

The Preferred Alternative would improve safety of the San Ysidro LPOE for vehicles and pedestrians crossing the border, and for employees at the LPOE. As stated in Section 1.2.2, Need for the Project (in Chapter 1.0 of this Final EIS), buildings within the northbound inspection facility are several decades old and cannot effectively support DHS facilitation and enforcement operations. The existing physical layout of the LPOE creates public and employee safety concerns. The overcrossing is located directly above the primary inspection area, creating a potential risk in the event of a criminal incident within the inspection area below. The overcrossing also serves as the pedestrian route from East San Ysidro Boulevard into Mexico. No inspection of the southbound pedestrian traffic occurs on this overcrossing, creating similar potential safety and security issues in the event of criminal incidents. In addition, the LPOE Administration Building is not sufficiently remote from the inspection area.

The Preferred Alternative would resolve these emergency/life safety concerns through the proposed modernization and facility upgrades. Protective design features would be incorporated into the proposed LPOE facilities to provide enhanced safety. These features would address anti-ram resistance, progressive structural collapse, and ballistics and forced entry resistance, and are detailed in Section 3.3.3.

In summary, emergency services would not be compromised during construction and operation of the LPOE, and the safety of people utilizing and employed at the San Ysidro LPOE would be improved through implementation of applicable design measures identified in Section 3.3.3.

### Pedestrian Crossing Alternative

As described in Chapter 2.0, the Pedestrian Crossing Alternative would occur within the same Project Study Area as the Preferred Alternative, but would entail a different cross-border pedestrian circulation scheme. Like the Preferred Alternative, this alternative would seek to achieve LEED certification, which would be anticipated to minimize its impacts on water, wastewater, solid waste, electric services, and post-development drainage flows. Temporary construction-related impacts to utilities and emergency access similar to those identified for the Preferred Alternative would also be anticipated, and would be addressed through consultation with responsible utility providers and implementation of a TMP, as described above.

Like the Preferred Alternative, the Pedestrian Crossing Alternative would resolve existing emergency/life safety concerns within the LPOE as described above, through proposed modernization features and facility upgrades, including the same protective design features to enhance public and employee safety. However, because the east-west pedestrian bridge to be constructed over I-5 and the LPOE would land on the north side of the East San Ysidro Boulevard/I-5 freeway ramp intersection under this alternative (instead of at the San Ysidro Intermodal Transportation Center as described for the Preferred Alternative), the Pedestrian Crossing Alternative would subject pedestrians traveling through this intersection to increased life safety concerns. Pedestrian movement at the East San Ysidro Boulevard/I-5 freeway ramp intersection was evaluated in a mobility study prepared for the Project (*San Ysidro Land Port of Entry Expansion Mobility Study*, April 2009). Under existing conditions, this intersection operates at a dangerous level for pedestrians during the morning and evening peak periods due to congestion and interactions with vehicles. This intersection carries large volumes of pedestrians crossing East San Ysidro Boulevard, and vehicles accessing the freeway. Vehicles traveling through the intersection compete with pedestrian movement across the roadway, creating potential conflicts and life safety issues. The configuration of the east-west pedestrian bridge under the Pedestrian Crossing Alternative would not resolve this problem, but rather would contribute additional pedestrian traffic to this intersection, increasing pedestrian risks and resulting in an adverse life safety impact.

### **No Build Alternative**

Under the No Build Alternative, no action is proposed, and therefore, no impacts to emergency services would occur. Although existing life safety deficiencies at the LPOE would not be corrected, no life safety impacts would result from the No Build Alternative because no action is proposed.

### **3.3.3 Avoidance, Minimization, and/or Mitigation Measures**

#### **Preferred Alternative**

##### **Utilities**

Implementation of the following avoidance and minimization measure would avoid or reduce utility impacts of the Preferred Alternative:

- The construction contractor should coordinate with responsible utility providers to protect systems in place or arrange for the temporary or permanent relocation of existing utility lines.

##### **Emergency Services**

Implementation of the following avoidance and minimization measures would avoid or reduce impacts related to emergency services during construction of the Preferred Alternative:

- A TMP should be implemented to provide for emergency access on roadways that would be temporarily affected during the construction period.

- The construction contractor should contact local emergency service providers prior to the start of construction to ensure construction activities would not impede provision of emergency services within the Project area during the construction period.

### Life Safety

The Preferred Alternative would incorporate the following protective design measures to ensure the safety of people at the San Ysidro LPOE:

- Bollards and barriers should be used to protect structural elements from vehicle damage. Anti-ram barriers must be provided wherever moving vehicles approach booths or buildings.
- Exterior walls and interior walls in high-risk areas, such as lobbies and public screening spaces, should be reinforced with cast-in-place or precast reinforced concrete.
- Exterior windows and interior windows between high-risk areas and occupied space should be thermally tempered or laminated glass.
- Bullet resistant glazing should be provided on windows that face inspection areas, on-coming traffic, or the border.
- Building perimeters and doors between inspection areas should be designed to resist forced entry.
- Utilities critical to LPOE operations should be located within the Central Plant building, which would be structurally reinforced.
- Where utilities are located within occupied buildings they should be separated from inspection and public lobby areas by at least 25 feet or by reinforced walls and floors.
- Air intakes should be secured.
- Mechanical equipment should not be placed at grade and directly adjacent to vehicle movement pathways.
- Utilities and feeders should not be located adjacent to vehicle pathways, or on the Mexican side of the primary inspection lanes.

### Pedestrian Crossing Alternative

Implementation of the avoidance and minimization measures described above for the Preferred Alternative would avoid or reduce utilities, emergency services, and life safety impacts of the Pedestrian Crossing Alternative. The exception would be the adverse life safety impact identified for pedestrians at the East San Ysidro Boulevard/I-5 freeway northbound ramp intersection. This impact could be avoided through redesign of the proposed east-west pedestrian bridge to land at the San Ysidro Intermodal Transportation Center on the south side of the intersection, as described under the Preferred Alternative.

### **No Build Alternative**

No impacts to utilities, emergency services, or life safety would occur under the No Build Alternative; therefore no avoidance, minimization, or mitigation measures are required.



## 3.4 TRAFFIC AND TRANSPORTATION/PEDESTRIAN AND BICYCLE FACILITIES

### 3.4.1 Regulatory Setting

The Architectural Barriers Act (ABA) was enacted in 1968 and applies to all federal government buildings. The ABA requires that facilities designed, built, altered, or leased with certain federal funds be accessible to the public. The ABA Accessibility Standards (ABAAS) constitute strict standards that require federal facilities to be accessible to all users. While the Americans with Disabilities Act (ADA) applies to private projects, the ABAAS are applicable for federal projects. GSA has enacted policies for the implementation of the ABA, including a requirement to design and build federal facilities in compliance with the Uniform Federal Accessibility Standards (UFAS). Compliance with these accessibility standards reinforces GSA's commitment to build facilities that provide equal access for all persons.

### 3.4.2 Affected Environment

The analysis and findings presented in this subchapter are based on a traffic report prepared for the Project (*San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study*, April 2009) that analyzed traffic conditions on local roadways, freeways, and intersections in the Project area under existing and future conditions. A mobility study was also prepared for the Project (*San Ysidro Land Port of Entry Border Station Expansion Mobility Study*, April 2009) that evaluated Project effects on transit, pedestrians, and bicycle mobility.

#### **Traffic Study Area**

The traffic study area for the Project includes roadway segments, freeway segments, and intersections that are likely to be affected by the Project. The study area, shown in Figure 3.4-1, includes the following 11 roadway segments, eight freeway segments, and nine intersections:

##### *Roadway Segments*

- East Beyer Boulevard, north of East San Ysidro Boulevard
- Camino de la Plaza, from Virginia Avenue to the I-5 southbound ramps
- Camino de la Plaza, from the I-5 southbound ramps to East San Ysidro Boulevard
- Camiones Way, south of Camino de la Plaza
- East San Ysidro Boulevard, from Olive Drive to the I-805 southbound ramps
- East San Ysidro Boulevard, from the I-805 southbound ramps to the I-805 northbound ramps
- East San Ysidro Boulevard, from the I-805 northbound ramps to Border Village Road (north)
- East San Ysidro Boulevard, from Border Village Road (south) to Camino de la Plaza
- Via de San Ysidro, from East San Ysidro Boulevard to the I-5 northbound ramps
- Via de San Ysidro, from the I-5 northbound ramps to I-5 the southbound off-ramp
- Via de San Ysidro, from the I-5 southbound off-ramp to Calle Primera

##### *Freeway Segments*

- I-5, from Dairy Mart Road to Via de San Ysidro (northbound and southbound)
- I-5, from Via de San Ysidro to the I-805 interchange (northbound and southbound)
- I-5, from the I-805 interchange to East San Ysidro Boulevard (northbound)
- I-5, from the I-805 interchange to the Camino de la Plaza on-ramp (southbound)
- I-5, from East San Ysidro Boulevard to the international border (northbound)
- I-5, from Camino de la Plaza on-ramp to the international border (southbound)

- I-805, from the SR-905 interchange to East San Ysidro Boulevard (northbound and southbound)
- I-805, from East San Ysidro Boulevard to the I-5 interchange (northbound and southbound)

#### *Intersections*

- Via de San Ysidro/Calle Primera
- Via de San Ysidro/I-5 southbound off-ramp
- Via de San Ysidro/I-5 northbound ramps
- East San Ysidro Boulevard/I-805 southbound ramps
- East San Ysidro Boulevard/I-805 northbound ramps
- East San Ysidro Boulevard/East Beyer Boulevard
- East San Ysidro Boulevard/I-5 northbound ramps
- Camino de la Plaza/I-5 southbound ramps
- Camino de la Plaza/Virginia Avenue

### **Roadway Network**

Existing roadways and freeways analyzed in the traffic study area for the Project are briefly described below.

#### Interstate 5

I-5 is a north-south interstate highway on the west coast of the U.S. that extends approximately 1,400 miles from the San Ysidro LPOE at the U.S. – Mexico border, through San Diego and continues north through California to the U.S. – Canada border. In the SYCP Area, I-5 contains eight lanes. The I-5 interchanges that provide access to the SYCP Area include Dairy Mart Road, Via de San Ysidro (excluding a southbound on-ramp), Camino de la Plaza (southbound only), and East San Ysidro Boulevard (northbound only).

#### Interstate 805

I-805 runs north-south and connects with I-5 approximately one mile north of the San Ysidro LPOE, and extends approximately 30 miles north to rejoin I-5 in northern San Diego. In the SYCP Area, I-805 contains eight lanes. The I-805 interchanges that provide access to the SYCP Area include East San Ysidro Boulevard and Camino de la Plaza (southbound only).

#### Camino de la Plaza

Camino de la Plaza extends east-west from East Beyer Boulevard, crosses over I-5, and then turns northwestward to Dairy Mart Road. Camino de la Plaza is currently constructed as a three-lane collector road, while its recommended classification in the SYCP is a four-lane collector road. The east-west segment is lined with commercial uses, most notably the Plaza de Las Americas shopping center. West of the shopping center, the roadway fronts a single family residential neighborhood, the Tijuana River, and agricultural fields. Sidewalks occur on portions of both sides of the roadway. On-street parking is permitted on the northern side of the roadway, between the block just west of Willow Road and Virginia Avenue. Parking for taxis and jitneys is permitted along the south side of the Camino de la Plaza overcrossing. A Class II bicycle lane (i.e., striped and stenciled lane for one-way bicycle travel on the roadway) occurs on both sides of the street between Dairy Mart Road and the block just west of Willow Road, and on the south side between the block just west of Willow Road and Camiones Way.

### East San Ysidro Boulevard

East San Ysidro Boulevard generally runs parallel to the north side of I-5 between the San Ysidro Intermodal Transportation Center and Via de San Ysidro. It is constructed as a four-lane major street between Via de San Ysidro and Camino de la Plaza. The SYCP classifies the segment between Olive Drive and Border Village Road (north) as a four-lane major street, and a five-lane collector between Border Village Road (south) and Camino de la Plaza. East San Ysidro Boulevard provides access to the San Ysidro Transportation Center and is lined with commercial and retail development. Time-restricted parking is permitted generally between its northern and southern intersections with Border Village Road. Sidewalks occur on both sides of the roadway. The posted speed limit is 25 miles per hour (mph).

### East Beyer Boulevard

East Beyer Boulevard extends north-south from Beyer Boulevard, and then curves southeastward and generally parallels East San Ysidro Boulevard until it intersects with East San Ysidro Boulevard. It is constructed as a two-lane collector, which is consistent with its designated classification in the SYCP. The roadway is lined with commercial and industrial uses, the trolley and railroad corridors to the east, an elementary school, and some residences. On-street parking and sidewalks are provided on portions along both sides of the roadway. Bike lanes occur along both sides in the southern extent of the roadway.

### Via de San Ysidro

Via de San Ysidro extends generally north-south from East San Ysidro Boulevard, under the I-5, and terminates as a dead-end street just south of Calle Primera. Between East San Ysidro Boulevard and the I-5 northbound ramps, as well as between the I-5 southbound ramps and Calle Primera, the road is classified in the SYCP as a four-lane collector. Between the I-5 northbound and southbound ramps, the road is classified as a four-lane major road. Sidewalks occur on both sides of the road along the segment north of the I-5 northbound ramps and the segment south of Calle Primera. No bikeways are provided, and on-street parking is limited to the segment south of Calle Primera. The posted speed limit is 25 mph.

### Camiones Way

Camiones Way extends southeastward from Camino de la Plaza and terminates as a loop road. It is constructed and classified as a two-lane collector street. Camiones Way is utilized by buses, taxis, and jitneys. On-street parking is not permitted. The posted speed limit is 25 mph.

## **Methodologies and Thresholds**

Level of service (LOS) is a professional industry standard by which the operating conditions of a given roadway segment are measured. LOS is defined on a scale of A to F, where LOS A represents the best operating conditions, and LOS F represents the worst operating conditions. LOS A facilities are characterized as having free-flowing traffic conditions with no restrictions on maneuvering and little or no delays. LOS F facilities are characterized as having highly unstable, congested conditions with long delays. The LOS at intersections is determined by intersection delays, which are measured in seconds.

The volume-to-capacity ratio (V/C) is another important parameter that determines LOS for roadway and freeway segments. V/C is a measure of traffic demand on a roadway segment (expressed as volume) compared to its traffic-carrying capacity.

In general, LOS D or better is considered acceptable for roadway, freeway, and intersection operations. The San Diego Traffic Engineers' Council and Institute of Transportation Engineers (SANTEC/ITE) *Guidelines for Traffic Impact Studies [TIS] in the San Diego Region* further define regional standards for traffic conditions in the San Diego area. These widely accepted industry standards are based on acceptable increases in the V/C for roadways and freeways, and delays for intersections. Generally unacceptable traffic increases occur to roadways and freeways when the LOS is degraded to E or F and the V/C increases by 0.02 or greater. Unacceptable increases occur to intersections when the LOS degrades to E or F and the delay increases by two or more seconds.

### Existing Conditions of Roadway Segments

Table 3.4-1 shows the existing average daily traffic (ADT) for roadway segments within the traffic study area. Under existing conditions, the following roadway segments operate at LOS E or F:

- Camiones Way, south of Camino de la Plaza (LOS F)
- East San Ysidro Boulevard, between the I-805 northbound ramps and Border Village Road (LOS E)
- Via de San Ysidro, between East San Ysidro Boulevard and the I-5 northbound ramps (LOS F)

<b>Table 3.4-1 EXISTING ROADWAY SEGMENT CONDITIONS</b>				
Roadway Segment	Lanes/Classification	ADT	V/C	LOS
<b>East Beyer Boulevard</b>				
North of East San Ysidro Boulevard	2/Collector	2,734	0.342	B
<b>Camino de la Plaza</b>				
Virginia Avenue to I-5 SB ramps	3/Collector	17,205	0.765	D
I-5 SB ramps to East San Ysidro Boulevard	3/Collector	17,300	0.433	B
<b>Camiones Way</b>				
South of Camino de la Plaza	2/Collector	11,599	1.450	F
<b>East San Ysidro Boulevard</b>				
Olive Drive to I-805 SB ramps	4/Major Arterial	22,399	0.560	C
I-805 SB ramps to I-805 NB ramps	4/Major Arterial	21,770	0.544	C
I-805 NB ramps to Border Village Road	4/Collector	28,394	0.946	E
Border Village Road to Camino de la Plaza	5/Major Arterial	13,947	0.372	A
<b>Via de San Ysidro</b>				
East San Ysidro Boulevard to I-5 NB ramps	4/Collector	18,556	1.237	F
I-5 NB ramps to I-5 SB off-ramp	3/Major Arterial	18,809	0.627	C
I-5 SB off-ramp to Calle Primera	4/Collector	21,990	0.733	D

NB = northbound; SB = southbound

Source: *San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study*, April 2009.

### Existing Conditions of Freeway Segments

Existing conditions for freeway segments within the traffic study area are summarized in Table 3.4-2. As seen in the table, all analyzed freeway segments currently operate at LOS B or better.

Table 3.4-2 EXISTING FREEWAY CONDITIONS							
Segment	Lanes	AM Peak			PM Peak		
		Peak Volume	V/C	LOS	Peak Volume	V/C	LOS
<i>Northbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	4	2,400	0.261	A	1,374	0.149	A
I-5, from I-805 interchange to Via de San Ysidro	4	2,055	0.223	A	808	0.088	A
I-5, from I-805 interchange to East San Ysidro Boulevard	4	4,334	0.471	B	3,350	0.364	A
I-5, from East San Ysidro Boulevard to the international border	4	4,270	0.464	B	2,235	0.243	A
I-805, from SR-905 interchange to East San Ysidro Boulevard	4	1,890	0.205	A	2,914	0.317	A
I-805, from East San Ysidro Boulevard to I-5 interchange	2	1,689	0.367	A	2,392	0.520	B
<i>Southbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	4	761	0.083	A	2,717	0.295	A
I-5, from I-805 interchange to Via de San Ysidro	4	432	0.047	A	2,313	0.251	A
I-5, from I-805 interchange to Camino de la Plaza off-ramp	4	318	0.035	A	2,252	0.245	A
I-5, from Camino de la Plaza on-ramp to the international border	6	1,736	0.126	A	4,576	0.332	A
I-805, from SR-905 interchange to East San Ysidro Boulevard	4	2,472	0.269	A	3,039	0.330	A
I-805, from East San Ysidro Boulevard to I-5 interchange	3	1,961	0.284	A	2,655	0.385	A

Source: San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study, April 2009.

### Existing Conditions of Intersections

Delays at intersections are measured in seconds and determine the LOS for that intersection. Table 3.4-3 provides the LOS definitions for intersections.

<b>Table 3.4-3 INTERSECTION LOS DEFINITIONS</b>			
<b>LOS</b>	<b>Signalized</b>	<b>Unsignalized</b>	<b>Traffic Description</b>
	<b>Delay (sec)</b>	<b>Delay (sec)</b>	
A	<10	<11	Operations with very low delay. Progression is extremely favorable, and most vehicles do not stop at all. Short cycle lengths may also contribute to low delay
B	10 – 20	11 – 15	Operations with generally good progression and/or short cycle lengths
C	21 – 35	16 – 25	Operations with higher delays, which may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear at this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.
D	36 – 55	26 – 35	Operations with high delay, resulting from some combination of unfavorable progression, long cycle lengths, or high volumes. The influence of congestion becomes more noticeable, and individual cycle failures are noticeable.
E	56 – 80	36 – 50	Individual cycle failures are frequent occurrences.
F	>80	>50	Operations with excessively high delay. This condition often occurs when arrival flow rates exceed the capacity of the intersection. Poor progression and long cycle lengths may also be major contributing causes to such delay.

Source: San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study, April 2009.

Table 3.4-4 shows the existing conditions for intersections within the traffic study area. As seen in the table, all intersections in the traffic study area operate at LOS D or better, except for the intersection of Via de San Ysidro/I-5 northbound ramps, which operates at LOS E during the PM peak period.

<b>Table 3.4-4 EXISTING INTERSECTION CONDITIONS</b>					
<b>Number<sup>1</sup></b>	<b>Intersection</b>	<b>AM Peak</b>		<b>PM Peak</b>	
		<b>Delay (sec)</b>	<b>LOS</b>	<b>Delay (sec)</b>	<b>LOS</b>
1	Via de San Ysidro/Calle Primera	26.5	C	46.2	D
2	Via de San Ysidro/I-5 SB off-ramp	23.0	C	26.6	C
3	Via de San Ysidro/I-5 NB ramps <sup>2</sup>	14.9	B	35.5	E
4	East San Ysidro Boulevard/I-805 SB ramps	20.6	C	25.5	C
5	East San Ysidro Boulevard/I-805 NB ramps	22.5	C	21.8	C
6	East San Ysidro Boulevard/East Beyer Boulevard	16.4	B	8.4	A
7	East San Ysidro Boulevard/I-5 NB ramps	21.3	C	19.5	B
8	Camino de la Plaza/I-5 SB ramps	23.6	C	30.2	C
9	Camino de la Plaza/Virginia Avenue <sup>2</sup>	11.7	B	23.6	C

<sup>1</sup> Number corresponds to intersection location in Figure 3.4-1.

<sup>2</sup> Unsignalized intersection.

NB = northbound; SB = southbound

Source: San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study, April 2009.

## **Existing Queuing and Wait Times at the San Ysidro LPOE**

Northbound traffic currently experiences maximum wait times of three hours several times during the day at the San Ysidro LPOE. This results in long queues of vehicles waiting to cross the border.

Although only occasional inspections are performed on southbound traffic into Mexico, a speed reduction at the entry to Mexico causes some congestion. The maximum wait time at the southbound crossing is approximately 30 minutes several times during the day.

## **Pedestrian and Bicycle Facilities**

Pedestrian facilities in the Project vicinity primarily consist of sidewalks along local roadways. The pedestrian bridge at the existing LPOE provides pedestrian access over I-5 and between the east and west sides of the San Ysidro community. In addition, a staircase on the Camino de la Plaza overcrossing provides pedestrian access from Camino de la Plaza to a sidewalk along Camiones Way that connects to Friendship Plaza and the southbound pedestrian entry into Mexico.

Bicycle facilities within the Project vicinity include Class II bike lanes (i.e., striped and stenciled lane for one-way bicycle travel on the roadway), bicycle racks, and a bicycle parking lot. A bike lane occurs on the south side of Camino de la Plaza, between the block just west of Willow Road and Camiones Way. At Willow Road, the bike lane continues along both sides of Camino de la Plaza to Dairy Mart Road. Another bike lane occurs along portions of East Beyer Boulevard to the northeast. Additional bike lanes are located in the northern part of the SYCP Area, approximately one to two miles away; these include Class II bikeways on sections of Otay Mesa Road, Smythe Avenue, and Dairy Mart Road. A 12-foot-wide, shared-use bike path extends northwestward from Camiones Way, under the Camino de la Plaza overcrossing, and connects to the street system near the Camino de la Plaza/I-5 southbound on-ramp intersection. Bicycle racks are provided near the path's connection with Camiones Way. Additionally, a bicycle parking lot is located at the northwest corner of the East San Ysidro Boulevard/I-5 northbound on-ramp intersection that accommodates 300 bicycles.

## **Transit Facilities**

Transit service and facilities are provided in the Project vicinity. The San Ysidro Intermodal Transportation Center, located on the east side of I-5 at the southern end of East San Ysidro Boulevard, supports light rail (trolley blue line) and local, intercity, and regional bus services. Additionally, Metropolitan Transit System (MTS) bus routes 929 and 932 use the San Ysidro Intermodal Transportation Center and an existing drop-off area at the Camiones Way cul-de-sac.

In addition to public transit, private transit operators, including taxis, jitneys (e.g., vans or shuttle buses), and long-haul buses, operate in the immediate area and utilize these transit facilities. Taxi service is provided to northbound travelers, with boarding areas at the San Ysidro Intermodal Transportation Center (three stalls) and along the south side of the Camino de la Plaza overcrossing. Taxis also utilize the Camiones Way cul-de-sac as a drop-off point for southbound travelers. Jitney services are frequently used by northbound patrons to access nearby shopping centers. Jitney vehicles have designated areas for pick up at the San Ysidro Intermodal Transportation Center (two shared stalls) and at Camiones Way, and queue along the east side of East San Ysidro Boulevard, north of Camino de la Plaza. Long-haul bus operations consist of private bus services that pick up and drop off travelers from outside the

region. Several ticket counters, passenger loading, unloading, and staging areas are located in the Project vicinity, primarily along Rail Court.

### Parking

Public parking is provided in the Project vicinity along select portions of local roadways. While there is limited on-street parking in the immediate vicinity of the San Ysidro LPOE, there are several pay parking lots surrounding the LPOE that are available for public use. Refer to Figure 3.1-2 for the locations of these parking lots.

### 3.4.3 Environmental Consequences

The transportation network was analyzed under near-term (2014) and horizon year (2030) conditions with and without the Project based on traffic models provided by SANDAG. The near-term (2014) represents traffic conditions for opening day of the Project (completion of Phase 3), and horizon year denotes future buildout traffic conditions.

#### Preferred Alternative

##### Near-term Conditions

Under near-term (2014) conditions, no changes to the existing circulation network were assumed, with the exception of Camiones Way. The Preferred Alternative would remove Camiones Way to accommodate the proposed LPOE improvements.

##### *Roadway Segments*

Table 3.4-5 shows the analyzed roadway segments under near-term conditions without (No Build Alternative) and with the Preferred Alternative. Figure 3.4-2 shows the near-term ADT with the Preferred Alternative for each analyzed roadway segment.

Table 3.4-5 NEAR-TERM (2014) ROADWAY SEGMENT CONDITIONS							
Roadway Segment	No Build Alternative			Preferred Alternative			Δ V/C
	ADT	V/C	LOS	ADT	V/C	LOS	
<b>East Beyer Boulevard</b>							
North of East San Ysidro Boulevard	3,300	0.413	B	3,479	0.435	B	0.022
<b>Camino de la Plaza</b>							
Virginia Avenue to I-5 SB ramps	20,650	0.918	E	24,267	1.079	F	0.161
I-5 SB ramps to East San Ysidro Boulevard	20,825	0.521	B	21,381	0.535	C	0.014
<b>East San Ysidro Boulevard</b>							
Olive Drive to I-805 SB ramps	29,500	0.738	C	29,927	0.748	C	0.011
I-805 SB ramps to I-805 NB ramps	27,250	0.681	C	27,609	0.690	C	0.009
I-805 NB ramps to Border Village Road	34,375	1.146	F	34,929	1.164	F	0.018
Border Village Road to Camino de la Plaza	16,925	0.451	C	17,479	0.466	C	0.015



Table 3.4-5 (cont.) NEAR-TERM (2014) ROADWAY SEGMENT CONDITIONS							
Roadway Segment	No Build Alternative			Preferred Alternative			Δ V/C
	ADT	V/C	LOS	ADT	V/C	LOS	
<b>Via de San Ysidro</b>							
East San Ysidro Boulevard to I-5 NB ramps	23,775	1.585	F	23,955	1.597	F	0.012
I-5 NB Ramps to I-5 SB off-ramp	22,600	0.753	D	22,600	0.753	D	0
I-5 SB off-ramp to Calle Primera	25,525	0.851	E	25,525	0.851	E	0

NB = northbound; SB = southbound; Δ = change/difference

Shaded results denote adverse traffic impacts.

Source: *San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study*, April 2009.

As shown in Table 3.4-5, the following roadway segments would operate at LOS E or F under near-term conditions without the Project:

- Camino de la Plaza, between Virginia Avenue and the I-5 southbound ramps
- East San Ysidro Boulevard, between the I-805 northbound ramps and Border Village Road
- Via de San Ysidro, between East San Ysidro Boulevard and the I-5 northbound ramps
- Via de San Ysidro, between the I-5 southbound ramps and Calle Primera

With the Preferred Alternative, all of these roadway segments would continue to operate at LOS E or F. Traffic volumes on the segment of East San Ysidro Boulevard, between I-805 northbound ramps and Border Village Road, would increase with the Preferred Alternative, but only marginally by 554 daily trips. Similarly, the Preferred Alternative would not considerably increase daily traffic volumes on the segment of Via de San Ysidro, between East San Ysidro Boulevard and the I-5 northbound ramps, as the increase would only be approximately 180 trips. Implementation of the Preferred Alternative would not increase traffic volumes on the segment of Via de San Ysidro, between the I-5 southbound ramps and Calle Primera. Accordingly, the Preferred Alternative would not result in adverse traffic impacts to these study area roadway segments under near-term conditions.

Traffic volumes on the segment of Camino de la Plaza, between Virginia Avenue and the I-5 southbound ramps would increase with the Preferred Alternative, causing the LOS to degrade from E to F. The higher volumes and reduction in LOS would result in an adverse traffic impact to this roadway segment.

#### *Freeway Segments*

As shown in Table 3.4-6, all analyzed freeway segments would operate at LOS B or better without the Project under near-term conditions. With the Preferred Alternative, no freeway segments would degrade to LOS E or F. Therefore, no adverse traffic impacts to study area freeway segments would result following implementation of the Preferred Alternative.

Table 3.4-6 NEAR-TERM (2014) FREEWAY CONDITIONS							
Segment	No Build Alternative			Preferred Alternative			Δ V/C
	Peak Volume	V/C	LOS	Peak Volume	V/C	LOS	
<b>AM Peak Period</b>							
<i>Northbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	2,580	0.280	A	3,311	0.360	A	0.079
I-5, from I-805 interchange to Via de San Ysidro	2,244	0.244	A	2,998	0.326	A	0.082
I-5, from I-805 interchange to East San Ysidro Boulevard	5,091	0.553	B	7,306	0.794	C	0.241
I-5, from East San Ysidro Boulevard to the international border	4,924	0.535	B	7,189	0.781	C	0.246
I-805, from SR-905 interchange to East San Ysidro Boulevard	2,361	0.257	A	3,798	0.413	A	0.156
I-805, from East San Ysidro Boulevard to I-5 interchange	2,131	0.463	B	3,594	0.781	C	0.318
<i>Southbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	839	0.091	A	1,008	0.110	A	0.018
I-5, from I-805 interchange to Via de San Ysidro	487	0.053	A	656	0.071	A	0.018
I-5, from I-805 interchange to Camino de la Plaza off-ramp	362	0.039	A	1,053	0.114	A	0.075
I-5, from Camino de la Plaza on-ramp to the international border	2,018	0.146	A	2,779	0.201	A	0.055
I-805, from SR-905 interchange to East San Ysidro Boulevard	2,584	0.281	A	3,067	0.333	A	0.053
I-805, from East San Ysidro Boulevard to I-5 interchange	2,083	0.302	A	2,605	0.378	A	0.076
<b>PM Peak Period</b>							
<i>Northbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	1,462	0.159	A	2,058	0.224	A	0.065
I-5, from I-805 interchange to Via de San Ysidro	889	0.097	A	1,503	0.163	A	0.067
I-5, from I-805 interchange to East San Ysidro Boulevard	3,621	0.394	A	5,427	0.590	B	0.196
I-5, from East San Ysidro Boulevard to the international border	2,543	0.276	A	4,391	0.477	B	0.201
I-805, from SR-905 interchange to East San Ysidro Boulevard	3,155	0.343	A	4,327	0.470	B	0.127
I-805, from East San Ysidro Boulevard to I-5 interchange	2,554	0.555	B	3,748	0.815	D	0.260
<i>Southbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	2,864	0.311	A	3,276	0.356	A	0.045
I-5, from I-805 interchange to Via de San Ysidro	2,507	0.272	A	2,918	0.317	A	0.045
I-5, from I-805 interchange to Camino de la Plaza off-ramp	2,393	0.260	A	4,076	0.443	B	0.183
I-5, from Camino de la Plaza on-ramp to the international border	5,171	0.375	A	7,026	0.509	B	0.134
I-805, from SR-905 interchange to East San Ysidro Boulevard	3,634	0.395	A	4,811	0.523	B	0.128
I-805, from East San Ysidro Boulevard to I-5 interchange	3,208	0.465	B	4,482	0.650	C	0.185

Δ = change/difference

Source: San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study, April 2009.

**Intersections**

Table 3.4-7 shows the anticipated intersection delays and LOS under near-term conditions without and with the Preferred Alternative. Figure 3.4-3 shows the vehicle trips for each analyzed intersection during the AM and PM peak period.

As shown in the table, the intersections of Via de San Ysidro/Calle Primera and Via de San Ysidro/I-5 northbound ramps would operate at LOS E or F under near-term conditions without the Project during the PM peak period.

With the Preferred Alternative, both of these intersections would continue to operate at LOS E and F during the PM peak period. The Preferred Alternative, however, would not increase delays at the Via San Ysidro/Calle Primera intersection, and delays at the Via de San Ysidro/I-5 northbound ramps intersection would decrease with the Preferred Alternative. Consequently, no adverse traffic impacts to these intersections would result from the Preferred Alternative.

Implementation of the Preferred Alternative would cause the intersection of Camino de la Plaza/Virginia Avenue to degrade from LOS D to LOS F during the PM peak period, resulting in an adverse traffic impact. All other study area intersections would operate at LOS D or better with the Preferred Alternative.

<b>Table 3.4-7 NEAR-TERM (2014) INTERSECTION CONDITIONS</b>						
<b>Number<sup>1</sup></b>	<b>Intersection</b>	<b>No Build Alternative</b>		<b>Preferred Alternative</b>		<b>Δ Delay (sec)</b>
		<b>Delay (sec)</b>	<b>LOS</b>	<b>Delay (sec)</b>	<b>LOS</b>	
<b>AM Peak Period</b>						
1	Via de San Ysidro/Calle Primera	32.3	C	32.3	C	0.0
2	Via de San Ysidro/I-5 SB off-ramp	24.1	C	24.1	C	0.0
3	Via de San Ysidro/I-5 NB ramps <sup>2</sup>	17.3	C	17.8	C	0.5
4	East San Ysidro Blvd/I-805 SB ramps	20.7	C	20.7	C	0.0
5	East San Ysidro Blvd/I-805 NB ramps	23.9	C	24.8	C	0.9
6	East San Ysidro Blvd/East Beyer Blvd	17.6	B	19.0	B	1.4
7	East San Ysidro Blvd/I-5 NB ramps	22.9	C	24.8	C	1.9
8	Camino de la Plaza/I-5 SB ramps	24.8	C	23.1	C	-1.7
9	Camino de la Plaza/Virginia Ave <sup>2</sup>	12.9	B	16.3	C	3.4
<b>PM Peak Period</b>						
1	Via de San Ysidro/Calle Primera	69.5	E	69.5	E	0.0
2	Via de San Ysidro/I-5 SB off-ramp	29.0	C	29.0	C	0.0
3	Via de San Ysidro/I-5 NB ramps <sup>2</sup>	64.1	F	63.7	F	-0.4
4	West San Ysidro Blvd/I-805 SB ramps	36.5	D	39.1	D	2.6
5	East San Ysidro Blvd/I-805 NB ramps	27.7	C	29.2	C	1.5
6	East San Ysidro Blvd/East Beyer Blvd	9.1	A	10.4	B	1.3
7	East San Ysidro Blvd/I-5 NB ramps	23.4	C	24.3	C	0.9
8	Camino de la Plaza/I-5 SB ramps	36.3	D	51.7	D	15.4
9	Camino de la Plaza/Virginia Ave <sup>2</sup>	33.1	D	89.4	F	56.3

<sup>1</sup> Number corresponds to intersection location in Figure 3.4-1.

<sup>2</sup> Unsignalized intersection.

NB = northbound; SB = southbound; Δ = change/difference

Shaded results denote adverse traffic impacts.

Source: San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study, April 2009.

### Queuing and Wait Times

Under near-term conditions, wait times for northbound traffic without the Project are forecast to reach three to four hours several times during the day, which would result in long queues of vehicles waiting to cross the border. With the Preferred Alternative, northbound wait times would be reduced to approximately one hour throughout the day. Wait times for southbound traffic would approach one hour several times during the day both without and with the Preferred Alternative. No reduction in southbound wait times would occur with the Preferred Alternative because currently, only periodic inspections occur for southbound vehicles. No additional southbound inspections are proposed.

### Horizon Year Conditions

Under horizon year (2030) conditions, assumed changes to the circulation network include the removal of Camiones Way (as described above under the near-term analysis), as well as the extension of Siempre Viva Road from its current terminus in Otay Mesa to connect with East Beyer Boulevard.

### Roadway Segments

Table 3.4-8 shows the roadway segments under horizon year conditions without and with the Preferred Alternative. Figure 3.4-4 shows the horizon year ADT with the Preferred Alternative for each analyzed roadway segment.

Table 3.4-8 HORIZON YEAR (2030) ROADWAY SEGMENT CONDITIONS							
Roadway Segment	No Build Alternative			Preferred Alternative			Δ V/C
	ADT	V/C	LOS	ADT	V/C	LOS	
<b>East Beyer Boulevard</b>							
North of East San Ysidro Boulevard	4,450	0.556	C	4,664	0.585	C	0.027
<b>Camino de la Plaza</b>							
Virginia Avenue to I-5 SB ramps	24,950	1.109	F	28,638	1.273	F	0.164
I-5 SB ramps to East San Ysidro Boulevard	26,600	0.665	C	27,248	0.681	C	0.016
<b>East San Ysidro Boulevard</b>							
Olive Drive to I-805 SB ramps	25,500	0.638	C	26,000	0.650	C	0.013
I-805 SB ramps to I-805 NB ramps	30,075	0.752	D	30,498	0.762	D	0.011
I-805 NB ramps to Border Village Road	46,100	1.537	F	46,663	1.555	F	0.019
Border Village Road to Camino de la Plaza	22,650	0.604	D	23,310	0.622	D	0.018
<b>Via de San Ysidro</b>							
East San Ysidro Boulevard to I-5 NB ramps	21,125	1.408	F	21,353	1.424	F	0.015
I-5 NB Ramps to I-5 SB off-ramp	24,350	0.812	D	24,350	0.812	D	0.000
I-5 SB off-ramp to Calle Primera	31,875	1.063	F	31,875	1.063	F	0.000

NB = northbound; SB = southbound; Δ = change/difference

Shaded results denote adverse traffic impacts.

Source: *San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study*, April 2009.

As shown in the table, the following roadway segments would operate at LOS F under horizon year conditions without the Project:

- Camino de la Plaza, between Virginia Avenue and the I-5 southbound ramps
- East San Ysidro Boulevard, between the I-805 northbound ramps and Border Village Road
- Via de San Ysidro, between East San Ysidro Boulevard and the I-5 northbound ramps
- Via de San Ysidro, between the I-5 southbound off-ramp and Calle Primera

With the Preferred Alternative, these same roadway segments would continue to operate at LOS F. Implementation of the Preferred Alternative would not increase traffic volumes on the segment of Via de San Ysidro, between the I-5 southbound off-ramp and Calle Primera.

The Preferred Alternative would increase volumes on the other segment of Via de San Ysidro (between East San Ysidro Boulevard and the I-5 northbound ramps), as well as the segment of East San Ysidro Boulevard (between the I-805 northbound ramps and Border Village Road). However, assuming these roadways would be improved to their ultimate recommended street classifications (as identified in the SYCP) by the horizon year (which is by definition, buildout of the Project area, including roadways), the additional volumes resulting from the Preferred Alternative would not further degrade traffic conditions on these roadways. Specifically, the segment of East San Ysidro Boulevard would continue to operate at LOS F, but the V/C ratio (i.e., volume compared to the roadway's traffic-carrying capacity) would not increase, and the segment of Via de San Ysidro would operate at LOS C.

The segment of Camino de la Plaza, between Virginia Avenue and the I-5 southbound ramps, would continue to operate at LOS F, but with much higher volumes. Impacts to this roadway segment resulting from the Preferred Alternative would be adverse.

#### *Freeway Segments*

As shown in Table 3.4-9, all analyzed freeway segments would operate at LOS C or better without the Project under horizon year conditions. With the Preferred Alternative, northbound I-5, between the international border and the I-805 interchange would degrade from LOS C to E and F during the AM peak period, and northbound I-805, between the I-5 interchange and East San Ysidro Boulevard would degrade from LOS C to F during the AM peak period. Volumes along this stretch of northbound I-5 and northbound I-805 would increase due to the proposed LPOE improvements, which would increase the processing capacity of northbound traffic crossing the border and merging onto northbound I-5 and I-805. While the Preferred Alternative would result in adverse traffic impacts to these freeway segments under horizon year conditions, the benefits of greatly reducing congestion (wait times and vehicle queues) for northbound vehicles crossing the border would offset these impacts.

Table 3.4-9 HORIZON YEAR (2030) FREEWAY CONDITIONS							
Segment	No Build Alternative			Preferred Alternative			Δ V/C
	Peak Volume	V/C	LOS	Peak Volume	V/C	LOS	
<b>AM Peak Period</b>							
<i>Northbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	2,963	0.322	A	3,782	0.411	A	0.089
I-5, from I-805 interchange to Via de San Ysidro	2,616	0.284	A	3,460	0.376	A	0.092
I-5, from I-805 interchange to East San Ysidro Boulevard	6,817	0.741	C	9,296	1.010	F	0.269
I-5, from East San Ysidro Boulevard to the international border	6,552	0.712	C	9,088	0.988	E	0.276
I-805, from SR-905 interchange to East San Ysidro Boulevard	3,424	0.372	A	5,033	0.547	B	0.175
I-805, from East San Ysidro Boulevard to I-5 interchange	3,144	0.684	C	4,782	1.040	F	0.356
<i>Southbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	1,135	0.123	A	1,326	0.144	A	0.021
I-5, from I-805 interchange to Via de San Ysidro	652	0.071	A	843	0.092	A	0.021
I-5, from I-805 interchange to Camino de la Plaza off-ramp	496	0.054	A	1,275	0.139	A	0.085
I-5, from Camino de la Plaza on-ramp to the international border	2,781	0.202	A	3,640	0.264	A	0.062
I-805, from SR-905 interchange to East San Ysidro Boulevard	2,872	0.312	A	3,416	0.371	A	0.059
I-805, from East San Ysidro Boulevard to I-5 interchange	2,386	0.346	A	2,386	0.431	B	0.085
<b>PM Peak Period</b>							
<i>Northbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	1,826	0.198	A	2,422	0.263	A	0.065
I-5, from I-805 interchange to Via de San Ysidro	1,172	0.127	A	1,786	0.194	A	0.067
I-5, from I-805 interchange to East San Ysidro Boulevard	4,314	0.469	B	6,121	0.665	C	0.196
I-5, from East San Ysidro Boulevard to the international border	3,379	0.367	A	5,227	0.568	B	0.201
I-805, from SR-905 interchange to East San Ysidro Boulevard	3,604	0.392	A	4,776	0.519	B	0.127
I-805, from East San Ysidro Boulevard to I-5 interchange	2,893	0.629	B	4,087	0.889	D	0.260
<i>Southbound</i>							
I-5, from Dairy Mart Road to Via de San Ysidro	3,256	0.354	A	3,719	0.404	A	0.050
I-5, from I-805 interchange to Via de San Ysidro	2,841	0.309	A	3,305	0.359	A	0.050
I-5, from I-805 interchange to Camino de la Plaza off-ramp	2,667	0.290	A	4,563	0.496	B	0.206
I-5, from Camino de la Plaza on-ramp to the international border	6,650	0.482	B	8,741	0.633	C	0.152
I-805, from SR-905 interchange to East San Ysidro Boulevard	5,001	0.544	B	6,327	0.688	C	0.144
I-805, from East San Ysidro Boulevard to I-5 interchange	4,542	0.658	C	5,977	0.866	D	0.208

Δ = change/difference

Shaded results denote adverse traffic impacts.

Source: San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study, April 2009.

*Intersections*

Table 3.4-10 shows the intersections under horizon year conditions without and with the Preferred Alternative. Figure 3.4-5 shows the vehicle trips for each analyzed intersection during AM and PM peak periods.

Table 3.4-10 HORIZON YEAR (2030) INTERSECTION CONDITIONS						
Number <sup>1</sup>	Intersection	No Build Alternative		Preferred Alternative		Δ Delay (sec)
		Delay (sec)	LOS	Delay (sec)	LOS	
<b>AM Peak Period</b>						
1	Via de San Ysidro/Calle Primera	48.7	D	48.7	D	0.0
2	Via de San Ysidro/I-5 SB off-ramp	24.1	C	24.1	C	0
3	Via de San Ysidro/I-5 NB ramps <sup>2</sup>	17.1	C	17.5	C	0.4
4	East San Ysidro Blvd/I-805 SB ramps	20.8	C	30.9	C	10.1
5	East San Ysidro Blvd/I-805 NB ramps	24.2	C	25.3	C	1.1
6	East San Ysidro Blvd/East Beyer Blvd	22.1	C	24.6	C	2.5
7	East San Ysidro Blvd/I-5 NB ramps	32.9	C	38.6	D	5.7
8	Camino de la Plaza/I-5 SB ramps	26.1	C	22.9	C	-3.2
9	Camino de la Plaza/Virginia Ave <sup>2</sup>	13.9	B	19.0	C	5.1
<b>PM Peak Period</b>						
1	Via de San Ysidro/Calle Primera	133.6	F	133.6	F	0
2	Via de San Ysidro/I-5 SB off-ramp	31.0	C	31.0	C	0
3	Via de San Ysidro/I-5 NB ramps <sup>2</sup>	67.4	F	61.9	F	-5.5
4	West San Ysidro Blvd/I-805 SB ramps	28.7	C	29.8	C	1.1
5	East San Ysidro Blvd/I-805 NB ramps	43.9	D	49.2	D	5.3
6	East San Ysidro Blvd/East Beyer Blvd	12.7	B	15.0	B	2.3
7	East San Ysidro Blvd/I-5 NB ramps	44.9	D	47.2	D	2.3
8	Camino de la Plaza/I-5 SB ramps	60.2	E	87.0	F	26.8
9	Camino de la Plaza/Virginia Ave <sup>2</sup>	51.8	F	319.5	F	267.7

<sup>1</sup> Number corresponds to intersection location in Figure 3.4-1.

<sup>2</sup> Unsignalized intersection.

NB = northbound; SB = southbound; Δ = change/difference

Shaded results denote adverse traffic impacts.

Source: *San Ysidro Land Port of Entry Border Station Expansion Traffic Impact Study*, April 2009.

As shown in the table, the following intersections would operate at LOS E or F under horizon year conditions without the Project:

- Via de San Ysidro/Calle Primera (LOS F during PM peak period)
- Via de San Ysidro/I-5 northbound ramps (LOS F during PM peak period)
- Camino de la Plaza/I-5 southbound ramps (LOS E during PM peak period)
- Camino de la Plaza/Virginia Avenue (LOS F during PM peak period)

With the Preferred Alternative, these intersections would continue to operate at LOS E or F. Although the Via de San Ysidro/Calle Primera intersection would operate at LOS F during the

PM peak period, implementation of the Preferred Alternative would not increase delays at this intersection. Delays at the intersection of Via de San Ysidro/I-5 northbound ramps would decrease with the Preferred Alternative. Accordingly, the Preferred Alternative would not result in adverse traffic impacts to these intersections under horizon year conditions.

Delays at Camino de la Plaza's intersections with the I-5 southbound ramps and Virginia Avenue, however, would increase considerably, resulting in adverse traffic impacts.

### *Queuing and Wait Times*

Under horizon year conditions, wait times for northbound traffic without the Project are forecast to exceed 10 hours several times during the day, which would result in extremely long queues of vehicles waiting to cross the border, or vehicles abandoning their trips. With the Preferred Alternative, northbound wait times would be reduced to a maximum of 1.5 hours throughout the day. Wait times for southbound traffic would approach one hour several times during the day both without and with the Preferred Alternative. As stated earlier, no reduction in southbound wait times would occur with the Preferred Alternative because currently, only periodic inspections occur for southbound vehicles. No additional southbound inspections are proposed.

### Construction Impacts

While the Preferred Alternative would generally result in beneficial impacts to traffic and transportation, temporary impacts would occur during Project construction. Throughout Project construction, northbound and southbound vehicular and pedestrian access through the LPOE would be maintained and no road closures are anticipated. Temporary detours within the LPOE may be required, resulting in some diversion of through traffic. Any associated impacts would be minimized through implementation of a TMP, which would provide additional measures to reduce construction related traffic impacts. Given the temporary nature of the detours and diversions, and the implementation of a TMP, traffic impacts during Project construction would not be adverse.

### Pedestrian and Bicycle Facilities

The Preferred Alternative would remove existing pedestrian and bicycle facilities within the Project Study Area, including:

- The elevated LPOE Administration Building and pedestrian overcrossing that spans the I-5;
- The staff bridge that spans the East San Ysidro Boulevard freeway ramps and connects an employee parking lot with a walkway to the existing Pedestrian Inspection Building;
- The existing southbound pedestrian plaza and crossing;
- Sidewalks along Camiones Way;
- A portion of the shared-use bike path extending northward from Camiones Way;
- Existing bicycle racks at the shared-use bike path's connection with Camiones Way.



Loss of these facilities, however, would not adversely affect pedestrian and bicycle circulation in the Project Study Area because the Preferred Alternative would provide additional pedestrian and bicycle facilities that would improve mobility within the Project Study Area. Proposed pedestrian and bicycle facilities include:

- Two new southbound pedestrian crossings: one in the eastern portion of the LPOE near the Old Customs House, and one at Virginia Avenue;
- Expanded northbound crossing in the eastern portion of the LPOE;
- An east – west pedestrian bridge over the I-5 and LPOE, between the San Ysidro Intermodal Transportation Center and Virginia Avenue;
- A bridge landing that would connect Camino de la Plaza to the new east-west pedestrian bridge, and also would include a pedestrian ramp to the reconfigured Camiones Way turn-around (during Phases 1 and 2);
- A staff pedestrian bridge between the employee parking structure and the operations center;

The Preferred Alternative would not affect other existing bike lanes, sidewalks, or bicycle facilities within the Project vicinity. Pedestrian and bicycle access into Mexico would be provided at the two new southbound pedestrian crossings, and northbound access into the U.S. would be provided at the expanded pedestrian processing facility. No associated adverse pedestrian/bicycle circulation impacts resulting from the Preferred Alternative would occur.

### Transit Facilities

Implementation of the Preferred Alternative would remove Camiones Way, which includes a turn-around at its terminus and loading areas for buses, taxis, and jitneys. During Phase 3 of the Preferred Alternative, a new turn-around facility would be constructed in the western portion of the LPOE along Virginia Avenue to accommodate buses, taxis, jitneys, and privately owned vehicles. This location would be convenient for transit users, as it would provide a link to the proposed new southbound pedestrian crossing at Virginia Avenue. No associated adverse impacts to transit operations resulting from the Preferred Alternative would occur.

The Preferred Alternative also would remove an existing privately owned and operated long-haul bus depot in the eastern portion of the Project Study Area. This facility contains ticket counters and accommodates staging, loading, and unloading operations for three private long-haul bus operators, including Greyhound, Crucero, and Americanos. While the Project would not provide facilities to directly replace these services, approximately ten other private transit operators are located in the vicinity that provide ticketing, staging, loading, and unloading operations (including four listings in the 600 or 700 blocks of San Ysidro Boulevard, and one listing in the 4500 block of Camino De La Plaza. Several of these facilities have additional capacity and could handle some or all of the long-haul bus operations currently at the depot proposed to be removed.

The Preferred Alternative would not affect other existing transit facilities within the Project vicinity. Bus access into Mexico would occur via a dedicated bus-inspection lane and the new southbound roadway. Northbound bus access into the U.S. would be provided at a dedicated bus-inspection lane. No associated adverse transit impacts resulting from the Preferred Alternative would occur.

## Parking

Implementation of the Preferred Alternative would remove a portion of the existing surface parking lots between Virginia Avenue and I-5. The parking lot fronting the east side of Virginia Avenue is currently used exclusively for LPOE employees. Loss of this employee parking would be offset by the construction of a new parking structure and surface parking on the west side of southbound I-5 during Phases 1 and 3, respectively, of the Preferred Alternative. The Preferred Alternative also would remove a surface parking lot off Camiones Way, between the Virginia Avenue LPOE employee lot and a commercial retail building (UETA Duty Free Shop). This lot currently provides 1,178 parking spaces and is available for public parking at a fee. The Preferred Alternative would displace this lot during Phase 3. However, there are several other fee-based parking lots in the vicinity of the LPOE that are also available for public use. Loss of this parking would be accommodated at these other parking facilities. Additionally, the Preferred Alternative would not preclude private commercial enterprises from taking advantage of the economic opportunity that the LPOE represents, including provision of additional fee-based parking lots, if the demand for such facilities arises. Those wishing to park their cars and cross the border on foot may also park in more distant public lots, including designated park and ride lots and utilize transit or taxi service to reach the border.

## **Pedestrian Crossing Alternative**

### Near-term and Horizon Year Conditions

Although the Pedestrian Crossing Alternative would entail a different cross-border pedestrian circulation scheme, it would occur within the same Project Study Area as the Preferred Alternative, and would be expected to result in the same vehicle traffic volumes, peak hour flows, and distribution. Therefore, traffic impacts resulting from the Pedestrian Crossing Alternative to roadway segments, freeway segments, and intersections under near-term (2014) and horizon year (2030) conditions would be the same as those identified for the Preferred Alternative. Adverse impacts resulting from the Pedestrian Crossing Alternative would include the following:

#### *Roadway Segments*

- Camino de la Plaza, between Virginia Avenue and I-5 southbound ramps (near-term and horizon year)

#### *Freeway Segments*

- Northbound I-5, between the I-805 interchange and East San Ysidro Boulevard (horizon year)
- Northbound I-5, between East San Ysidro Boulevard and the international border (horizon year)

While the Pedestrian Crossing Alternative would result in adverse traffic impacts to these freeway segments under horizon year conditions, the benefits of greatly reducing congestion (wait times and vehicle queues) for northbound vehicles crossing the border would offset these impacts.

### *Intersections*

- Camino de la Plaza/Virginia Avenue (PM peak; near-term and horizon year)
- Camino de la Plaza/I-5 southbound ramps (PM peak; horizon year)

### Queuing and Wait Times

Like the Preferred Alternative, the Pedestrian Crossing Alternative would be expected to reduce northbound border queues and wait times significantly under both the near-term (2014) and horizon-year (2030) scenarios analyzed in the Project traffic study. As with the Preferred Alternative, northbound wait times under this alternative would be reduced to approximately one hour in the near-term, and 1.5 hours in the horizon year. No adverse impacts would occur.

### Construction Impacts

Construction impacts would be the same as identified above for the Preferred Alternative. No adverse impacts would occur with implementation of a TMP.

### Pedestrian and Bicycle Facilities

Because the east-west pedestrian bridge to be constructed over I-5 and the LPOE would land on the north side of the East San Ysidro Boulevard/I-5 freeway ramp intersection under this alternative (instead of at the San Ysidro Intermodal Transportation Center as described for the Preferred Alternative), the Pedestrian Crossing Alternative would result in increased congestion and more pedestrian/vehicle conflicts at this intersection. Pedestrian movement at the East San Ysidro Boulevard/I-5 freeway northbound ramp intersection was evaluated in the Project mobility study. Under existing conditions, this intersection operates at a dangerous level for pedestrians during the morning and evening peak periods due to congestion and interactions with vehicles. This intersection carries large volumes of pedestrians crossing East San Ysidro Boulevard, and vehicles accessing the freeway. Vehicles traveling through the intersection compete with pedestrian movement across the roadway, creating potential conflicts between pedestrians and vehicles. The configuration of the east-west pedestrian bridge under the Pedestrian Crossing Alternative would not resolve this problem, but rather would contribute additional pedestrian traffic to this intersection, increasing congestion and pedestrian/vehicle conflicts, and resulting in a potentially adverse impact.

Under the Pedestrian Crossing Alternative, a single southbound pedestrian crossing would be provided at its existing location. The two new southbound pedestrian crossings proposed under the Preferred Alternative would not be constructed, which would result in a less desirable pedestrian circulation pattern. Provision of only one southbound pedestrian crossing would result in greater walking distances to the southbound border crossing, which would not provide the improved mobility for pedestrians that the Preferred Alternative would create.

### Transit Facilities

Like the Preferred Alternative, the Pedestrian Crossing Alternative would remove Camiones Way, which contains a bus turn-around at its cul-de-sac and loading areas for buses, taxis, jitneys, and privately owned vehicles. During Phase 1, Camiones Way would be reconfigured to accommodate the new LPOE facilities, but would include a similar turn-around and loading area. In Phase 3, however, Camiones Way would be removed as a result of the new

southbound roadway. A small turn-around would be constructed at the south leg of the Camino de la Plaza/I-5 off-ramp intersection, where Camiones Way currently extends from Camino de la Plaza. The new turn-around would function as a transit and privately owned vehicle drop-off area; however, it would be a smaller facility than the proposed facility along Virginia Avenue under the Preferred Alternative and would not include any loading areas.

The Pedestrian Crossing Alternative would not provide direct connections between transit and pedestrian facilities. The east-west pedestrian bridge within the LPOE would land on the north side of the East San Ysidro Boulevard/I-5 freeway ramp intersection (instead of at the San Ysidro Intermodal Transportation Center as described for the Preferred Alternative), requiring pedestrians to cross the busy intersection to and from the San Ysidro Intermodal Transportation Center located across the street. Furthermore, those utilizing transit at the shortened Camiones Way turn-around would have longer walking distances to and from the border crossing compared to the Preferred Alternative. Southbound travelers dropped off at this turn-around would be required to walk along the east-west pedestrian bridge, and then connect to the north-south pedestrian bridge before crossing the border. Northbound travelers to be picked up at the Camiones Way turn-around would have to cross the East San Ysidro Boulevard/I-5 freeway ramp intersection and walk the full length of the east-west pedestrian bridge to the turn-around. As a result, the Pedestrian Crossing Alternative would not provide the improved mobility for pedestrians that the Preferred Alternative would create.

### Parking

As with the Preferred Alternative, The Pedestrian Crossing Alternative would remove the surface parking lots between Virginia Avenue and I-5, resulting in the loss of 1,178 parking spaces in a fee-based lot. Several other fee-based parking lots are located in the vicinity of the LPOE that are available for public use. The loss of parking under this alternative would be accommodated via the combination of existing parking facilities, new fee-based parking facilities implemented by private commercial enterprises in response to any additional emerging demand for parking, and increased use of alternative modes of transportation such as transit.

## **No Build Alternative**

### Near-term Conditions

Under near-term (2014) conditions, the No Build Alternative assumes no roadway improvements would occur with regard to the Project (i.e., the LPOE would not be improved). Traffic volumes, however, would continue to increase on roadways and freeways. Tables 3.4-5 through 3.4-7 show projected impacts for the No Build Alternative under near-term conditions.

### *Roadway Segments*

Table 3.4-5 presents the roadway segments under the No Build Alternative. As shown in the table, the following segments would operate at LOS E or F under the No Build Alternative:

- Camino de la Plaza, between Virginia Avenue and the I-5 southbound ramps
- East San Ysidro Boulevard, between the I-805 southbound ramps and Border Village Road
- Via de San Ysidro, between East San Ysidro Boulevard and the I-5 northbound ramps
- Via de San Ysidro, between the I-5 southbound ramps and Calle Primera

The No Build Alternative would result in adverse traffic impacts to these traffic study area roadway segments.

#### *Freeway Segments*

As shown in Table 3.4-6, all analyzed freeway segments would operate at LOS A or B in the near-term under the No Build Alternative. No adverse traffic impacts to study area freeway segments would result from the No Build Alternative.

#### *Intersections*

Table 3.4-7 presents the analyzed intersections under the No Build Alternative. As shown in the table, the intersection of Via de San Ysidro/Calle Primera would operate at LOS E during the PM peak period, and Via de San Ysidro/I-5 northbound ramps would operate at LOS F during the PM peak period. Adverse traffic impacts to these study area intersection would result from the No Build Alternative.

#### Horizon Year Conditions

Under horizon year (2030) conditions, the No Build Alternative assumes no Project improvements would occur. It is assumed that the planned extension of Siempre Viva Road from its current terminus in Otay Mesa to connect with East Beyer Boulevard would be completed by 2030. Traffic volumes would continue to increase on roadways and freeways in the Project area. Tables 3.4-8 through 3.4-10 show projected impacts for the No Build Alternative under horizon year conditions, with impacts summarized below.

#### *Roadway Segments*

As shown in Table 3.4-8, the following roadway segments would operate at LOS F under the No Build Alternative:

- Camino de la Plaza, between Virginia Avenue to the I-5 southbound ramps
- East San Ysidro Boulevard, between the I-805 northbound ramps and Border Village Road
- Via de San Ysidro, between East San Ysidro Boulevard and the I-5 northbound ramps
- Via de San Ysidro, between the I-5 southbound off-ramp and Calle Primera

The No Build Alternative would result in adverse traffic impacts to these study area roadway segments.

#### *Freeway Segments*

As shown in Table 3.4-9, all analyzed freeway segments would operate at LOS C or better under the No Build Alternative. No adverse traffic impacts to study area freeway segments would result from the No Build Alternative.

#### *Intersections*

As shown in Table 3.4-10, the following intersections would operate at LOS E or F under the No Build Alternative, resulting in adverse traffic impacts:

- Via de San Ysidro/Calle Primera (LOS F during PM peak period)
- Via de San Ysidro/I-5 northbound ramps (LOS F during PM peak period)
- Camino de la Plaza/I-5 southbound ramps (LOS E during PM peak period)
- Camino de la Plaza/Virginia Avenue (LOS F during PM peak period)

#### **3.4.4 Avoidance, Minimization, and/or Mitigation Measures**

##### **Preferred Alternative**

As described in Chapter 1.0, a primary Project goal in support of the Project purpose is to increase the processing capacity and efficiency of the LPOE in response to the need that is created by the current and projected demand for vehicles and persons to cross the border. Thus, the Preferred Alternative does not directly generate a substantial volume of traffic, but would accommodate existing and projected border crossing demand. It would also modify the patterns of traffic flow in the Project area. The purpose and need for the Project does not include local roadway improvements; however, the EIS considers all traffic impacts and identifies measures that would help avoid, minimize or mitigate such impacts, as outlined below. NEPA requires the decision-maker to consider the impacts of the proposed action, but does not require the agency to adopt such measures. GSA will consider adopting and implementing measures that are determined to be feasible and consistent with existing laws, regulations and authorities applicable to GSA, particularly with regard to the availability of, and authority to expend, funds. Authorized funds may not be available to implement all of the proposed mitigation measures. Any mitigation measures adopted by the agency will be identified in the Project Record of Decision.

##### **Near-term Conditions**

Implementation of the following avoidance, minimization, and mitigation measures would avoid or reduce traffic impacts to roadway segments and intersections resulting from the Preferred Alternative for near-term (2014) conditions:

- Widening the segment of Camino de la Plaza, between Virginia Avenue and the I-5 southbound ramps, to four-lane major standards.
- Installation of a traffic signal at the Camino de la Plaza/Virginia Avenue intersection.

Widening this roadway segment of Camino de la Plaza would increase the roadway capacity and improve the LOS to D in near-term conditions. Installation of a traffic signal at the Camino de la Plaza/Virginia Avenue intersection would improve the LOS to B in near-term conditions.

##### **Horizon Year Conditions**

In addition to the measures listed above under near-term conditions, implementation of the following avoidance, minimization, and mitigation measures would avoid or reduce traffic impacts to roadway segments and intersections resulting from the Preferred Alternative for horizon year (2030) conditions:

- Re-striping of the I-5 southbound ramps at Camino de la Plaza to one southbound left-turn lane, one southbound right-turn lane, one southbound shared through/right-turn lane, and one westbound through lane.

Widening the roadway segment of Camino de la Plaza would increase the roadway capacity and improve the LOS to C in horizon year conditions. Installation of the traffic signal at the Camino de la Plaza/Virginia Avenue intersection would improve the LOS to C in horizon year conditions. Re-striping the I-5 southbound ramps at Camino de la Plaza would improve the LOS to D in horizon year conditions.

As discussed above in Section 3.4.3, the Preferred Alternative would result in adverse traffic impacts to three freeway segments under horizon year conditions. No avoidance, minimization, or mitigation measures are identified to lessen these impacts; however, the benefits of greatly reducing congestion (wait times and vehicle queues) for northbound vehicles crossing the border would offset these impacts.

### **Pedestrian Crossing Alternative**

Implementation (by others) of the avoidance, minimization, and mitigation measures identified above for the Preferred Alternative would avoid or reduce traffic impacts to roadway segments and intersections resulting from the Pedestrian Crossing Alternative. As with the Preferred Alternative, no avoidance, minimization, or mitigation measures are identified to lessen impacts to freeway segments, but the large reduction in congestion for northbound traffic crossing through the LPOE would offset these freeway impacts.

Impacts related to pedestrian circulation and transit connectivity (i.e., mobility) could only be avoided through Project redesign. Specifically, the proposed east-west pedestrian bridge could be redesigned to land at the San Ysidro Intermodal Transportation Center on the south side of the intersection, as described under the Preferred Alternative. In addition, a redesigned larger transit turn-around and drop-off/loading facility could be provided on the west side of the LPOE along Virginia Avenue to accommodate anticipated transit operations. Finally, provision of two southbound pedestrian crossings: one on the west side and one on the east side of the LPOE could be constructed to provide improved mobility.

### **No Build Alternative**

Traffic impacts would occur under the No Build Alternative, as discussed above. However, because no action is proposed, no avoidance, minimization, or mitigation measures are required.

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