

# CHAPTER 1

## INTRODUCTION

# CHAPTER 1 – INTRODUCTION

This document is a Supplemental Environmental Impact Statement (SEIS) for the San Ysidro Land Port of Entry (LPOE) Improvements Project. The information in this document is intended to supplement the Final Environmental Impact Statement (EIS) that was adopted for the San Ysidro LPOE Improvements Project in August 2009 (2009 Final EIS; *San Ysidro Land Port of Entry Improvements Project Final Environmental Impact Statement*). In September 2009, the United States (U.S.) General Services Administration (GSA) prepared a Record of the Decision (ROD; *Record of Decision San Ysidro Land Port of Entry Improvements Project*) that approved the Preferred Alternative (herein referred to as the Approved Project) that was identified in the 2009 Final EIS. This SEIS documents and evaluates changed circumstances and proposed modifications to the Approved Project since adoption of the 2009 Final EIS; the Approved Project with proposed modifications is herein referred to as the Revised Project. Specifics regarding the decision to prepare this supplemental document are addressed in Section 1.2.

The Approved Project and Revised Project entail the reconfiguration and expansion of the existing San Ysidro LPOE in three independent phases to improve overall capacity and operational efficiency at the LPOE. The San Ysidro LPOE is located along Interstate 5 (I-5) at the U.S.-Mexico border in the San Ysidro community of the City of San Diego (City), California. Figure 1-1, *Regional Location Map*, illustrates the regional location of the LPOE and Figure 1-2, *Revised Project Vicinity Map*, shows the vicinity of the LPOE.

## 1.1 BACKGROUND

### 1.1.1 Approved Project

The 2009 Final EIS identified a Preferred Alternative that was approved by GSA through a ROD in 2009. The Approved Project is currently being implemented as funding is procured. As described in the 2009 Final EIS, the Approved Project would demolish most of the existing facilities, and new facilities would be constructed in three independent phases. Phase I focuses on the reconfiguration of the northbound facilities, but also includes a pedestrian bridge and a new southbound pedestrian crossing facility on the east side of the LPOE. Phase II primarily would involve the construction of new buildings, and Phase III mainly would involve reconfiguration of the southbound facilities as well as a new southbound roadway that would connect with Mexico's El Chaparral LPOE, and a new southbound-only pedestrian crossing and transit facility on the west side of the LPOE at Virginia Avenue. Proposed improvements of the Approved Project are described in detail in Chapter 3 of this SEIS.

Phase I improvements are fully funded and some Phase I improvements of the Approved Project have been, or are currently being, constructed, including the east-west pedestrian bridge over I-5 and the LPOE (completed in April 2011), the new southbound pedestrian crossing facility on the east side of the LPOE (completed in August 2012), the northbound secondary inspection area (completed in August 2012), the northbound primary inspection area (currently under construction), and the northbound operations center (currently under construction).

### 1.1.2 Revised Project

GSA is proposing the following changes to the Approved Project: the inclusion of the proposed Phase III pedestrian crossing facility on the west side of the LPOE at Virginia Avenue into

Phase I; the addition of a northbound pedestrian crossing lane at this proposed pedestrian crossing facility; modifications to the development footprint and design of the proposed Virginia Avenue Transit Center; changes to the number of vehicular lanes in the proposed southbound roadway; installation of southbound inspection booths in the proposed southbound roadway; and minor changes in the design and/or timing of implementation of several project elements (i.e. switching among phases). Chapter 3 of this SEIS describes these proposed changes in detail. In addition to these proposed changes to the Approved Project, the Revised Project also includes the other components of the Approved Project that have not changed.

## 1.2 DECISION TO PREPARE A SUPPLEMENTAL ENVIRONMENTAL DOCUMENT

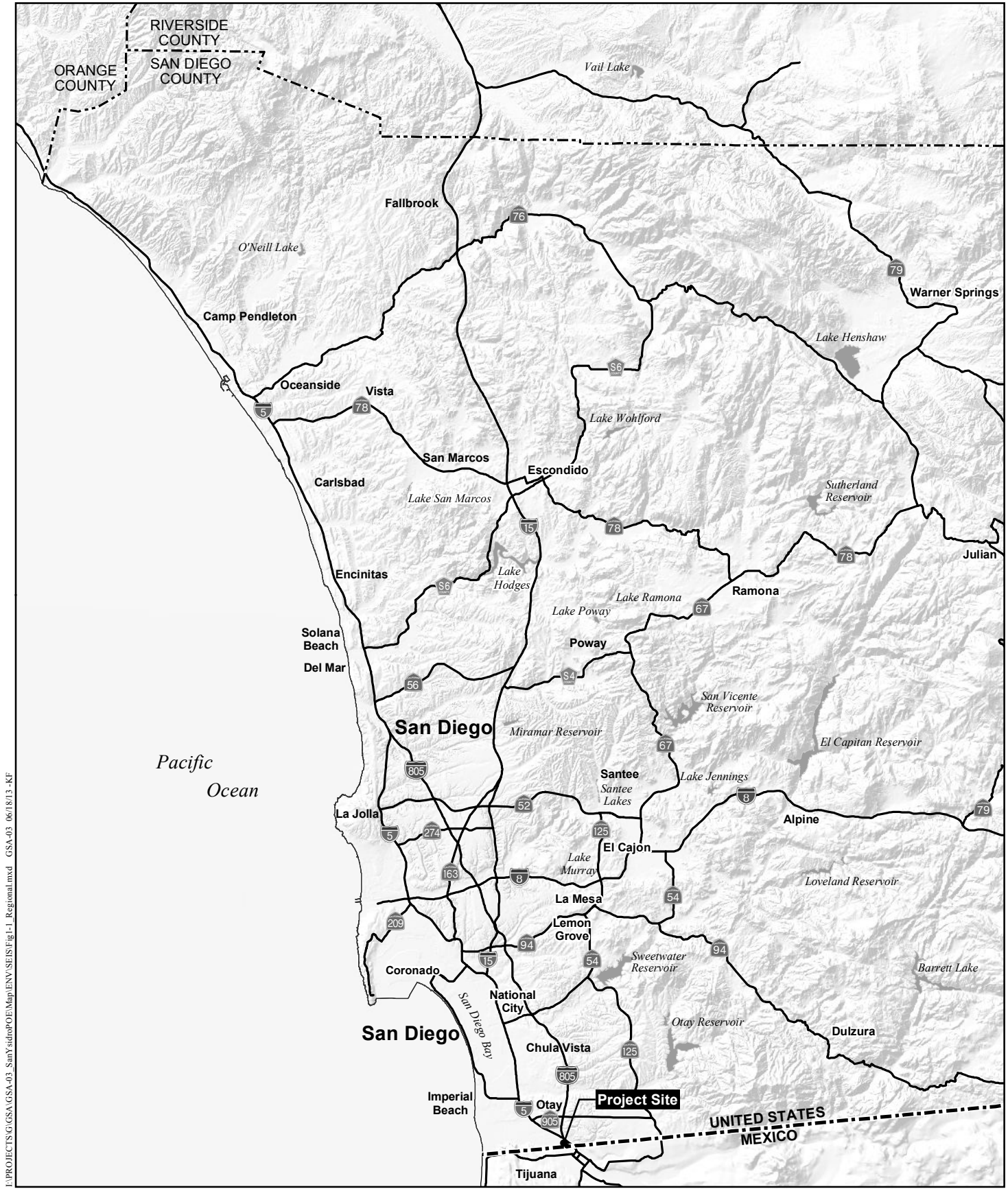
GSA made the decision to prepare a supplemental environmental document for the Revised Project in accordance with regulations and guidance from the National Environmental Policy Act (NEPA) in 40 Code of Federal Regulations (CFR) 1502.9. In accordance with 40 CFR 1502.9(c):

Agencies:

- (1) Shall prepare supplements to either draft or final environmental impact statements if:
  - (i) The agency makes substantial changes in the proposed action that are relevant to environmental concerns; or
  - (ii) There are significant new circumstances or information relevant to environmental concerns and bearing on the proposed action or its impacts.
- (2) May also prepare supplements when the agency determines that the purposes of the Act will be furthered by doing so.
- (3) Shall adopt procedures for introducing a supplement into its formal administrative record, if such a record exists.
- (4) Shall prepare, circulate, and file a supplemental to a statement in the same fashion (exclusive of scoping) as a draft and final statement unless alternative procedures are approved by the Council.

An SEIS adds information and analysis to supplement the information contained in a previous EIS. It may address new alternatives, new areas of likely adverse impact, or provide additional analysis to areas not adequately addressed in the original document. Whenever there are changes, new circumstances, or new information on a project for which a draft or final EIS has been prepared, a determination must be made by the federal lead agency as to whether these would result in adverse environmental effects that were not evaluated in the previous EIS. If the federal lead agency determines that changes to the proposed action or new information or circumstances would result in environmental impacts not evaluated in the previous EIS, an SEIS shall be prepared. Further, federal agencies have the discretion to prepare an SEIS in any circumstance in which they determine would further the purposes of NEPA (40 CFR 1502.9(c)(2)).

Since adoption of the 2009 Final EIS and ROD, circumstances have changed and GSA proposes substantial changes to the Approved Project that are relevant to the environmental concerns associated with the Approved Project. Changed circumstances include changes to



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## Regional Location Map

SAN YSIDRO LPOE IMPROVEMENTS





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# Revised Project Vicinity Map

SAN YSIDRO LPOE IMPROVEMENTS

Figure 1-2



the phasing/timing of proposed improvements and the construction of a temporary southbound roadway that connects I-5 with the El Chaparral LPOE in Mexico. As discussed in Section 1.1.2, proposed changes to the Approved Project include inclusion of the proposed Phase III pedestrian crossing facility on the west side of the LPOE at Virginia Avenue into Phase I; the addition of a northbound pedestrian crossing lane at this proposed pedestrian crossing facility; modifications to the development footprint and design of the proposed Virginia Avenue Transit Center; changes to the number of vehicular lanes in the proposed southbound roadway; installation of southbound inspection booths; and minor changes in the design of several project elements. The changed circumstances and changes to the Approved Project are described in detail in Chapter 3 of this SEIS.

Due to the changed circumstances and substantial changes to the Approved Project, GSA made the decision to prepare an SEIS for the Revised Project, which comprises the changes to the Approved Project as well as the other components of the Approved Project that have not changed. Additional analysis was conducted to determine the potential for such changes to result in environmental effects that were not previously identified in the Final EIS. Additional factors that contributed to GSA's decision included the importance of the San Ysidro LPOE as a major international border crossing, the identification of the reconfiguration/expansion of the LPOE as a high-priority project by the federal government, and the overall high level of community and public agency interest in the Approved Project and Revised Project.

### **1.3 INTENDED USES OF THE SEIS**

This section provides summary information regarding the purpose, scope, and structure of this Draft SEIS.

#### **1.3.1 Purpose of the SEIS**

The primary purpose of this SEIS is to document and evaluate the potential environmental effects of the Revised Project and the ability of the alternatives of the Revised Project that were developed and analyzed in this SEIS to meet the purpose and need, as identified in Chapter 2.

In accordance with 40 CFR 1502.1, the SEIS is intended to provide GSA, the public, and decision makers a full and fair discussion of significant environmental impacts from the proposed action and inform decision makers and the public of reasonable alternatives that would avoid or minimize adverse impacts or enhance the quality of the human environment. In addition to providing disclosure, the objective of the SEIS is to identify an alternative that furthers the Revised Project's purpose, satisfies the needs of the Revised Project, and minimizes adverse environmental effects.

#### **1.3.2 Scope of the SEIS**

This SEIS contains an analysis of the alternatives under consideration for the Revised Project, as described in Chapter 3. The SEIS only addresses changes, new circumstances, and/or new information that are the basis for preparing this supplemental document and were not addressed in the 2009 Final EIS. Therefore, information and conclusions in the 2009 Final EIS that do not change and remain valid and applicable for the Revised Project are briefly summarized and/or referenced. New environmental requirements since adoption of the 2009 Final EIS are addressed in the SEIS to the extent that they apply to the Revised Project.

The 2009 Final EIS is hereby incorporated by reference pursuant to 40 CFR 1502.21. The Final EIS and supporting technical studies are available for review at the office of GSA, located at 450 Golden Gate Avenue, San Francisco, CA 94102. The Final EIS can also be accessed from the GSA NEPA Library at: [www.gsa.gov/nepalibrary](http://www.gsa.gov/nepalibrary).

GSA published a Notice of Intent (NOI) to prepare an SEIS in the *Federal Register* on May 1, 2013. The NOI invited agencies and the public to submit comments regarding the scope of the SEIS. A public scoping meeting was held on May 9, 2013 in San Ysidro, which was an open house format with various topical stations and display boards and gave attendees the opportunity to ask questions and provide written comments on the scope of the SEIS. Approximately 35 people attended the scoping meeting. The comment period on the NOI ended on June 9, 2013 and 15 comments were received. GSA considered the comments received in defining the scope of analysis for the SEIS.

Based on the proposed components of the Revised Project and comments received on the scope of the SEIS, the SEIS evaluates in detail the potential environmental effects of the Revised Project with respect to the following environmental issue areas:

- Land Use and Community Issues
- Traffic and Transportation/Pedestrian and Bicycle Facilities
- Visual/Aesthetics
- Cultural Resources
- Hazardous Waste/Materials
- Air Quality and Greenhouse Gas Emissions
- Biological Resources

Other environmental issue areas are not analyzed in detail in the SEIS because either (1) the analysis and conclusions of the Approved Project (contained in the 2009 Final EIS) remain applicable to the Revised Project, or (2) there is no potential for the Revised Project to result in environmental effects associated with that particular issue. The beginning of Chapter 4 of this SEIS identifies these environmental issues and discusses the reasons why the SEIS does not evaluate potential effects of the Revised Project related to them in detail.

### **1.3.3 Content and Structure of the SEIS**

The SEIS has been prepared in accordance with NEPA, as amended (42 U.S. Code [U.S.C.] 4321 et seq.), as well as Council on Environmental Quality (CEQ) Regulations (40 CFR Parts 1500-1508) and GSA NEPA procedures (GSA Public Buildings Service NEPA Desk Guide). Technical studies prepared for the Revised Project are summarized within individual environmental issue sections, and the full technical studies are included in the SEIS Appendices.

This SEIS is organized in the following manner:

- **Summary:** Provides a synopsis of the Revised Project, the purpose and need for the Revised Project, the Revised Project alternatives, and analysis of the SEIS. Impacts and avoidance, minimization, and mitigation measures are provided in a tabular format.
- **Chapter 1, Introduction:** Provides a brief description of the Approved Project and Revised Project; documents GSA's decision to prepare an SEIS; discusses the intended uses of the SEIS, including the purpose, scope, and structure of the SEIS; summarizes

coordination with public agencies and community stakeholders; and discusses the environmental review process for the Revised Project.

- **Chapter 2, Purpose and Need for the Revised Project:** Describes the overall purpose and objectives for the Revised Project, as well as the needs for the Revised Project that justify the purpose.
- **Chapter 3, Revised Project Alternatives:** Describes the Approved Project and the proposed alternatives of the Revised Project, as well as the anticipated permits and approvals required for the Revised Project.
- **Chapter 4, Affected Environment; Environmental Consequences; and Avoidance, Minimization, and Mitigation Measures:** Constitutes the main body of the SEIS and contains environmental analysis of the Revised Project alternatives. For each environmental issue analyzed in detail, this Chapter includes a discussion of the regulatory setting, the affected environment, environmental consequences, and if applicable, avoidance, minimization, and mitigation measures. This chapter also identifies the environmental issues that are not analyzed in detail and documents the reasons why they are not analyzed in detail. Additionally, Chapter 4 addresses cumulative effects, the relationship between short-term uses of the human environment and the maintenance and enhancement of long-term productivity, and any irreversible or irretrievable commitments of resources that would be involved in the Revised Project.
- **Chapter 5, Comments and Coordination:** Documents the coordination and consultation that GSA has completed with public agencies and the public regarding the Revised Project.
- **Chapter 6, List of Preparers:** Identifies the individuals who contributed to the preparation of the SEIS and associated technical studies.
- **Chapter 7, Distribution List:** Lists the recipients of the SEIS.
- **Chapter 8, References:** Presents the references used in preparation of the SEIS.

#### 1.4 COORDINATION WITH PUBLIC AGENCIES AND COMMUNITY GROUPS

GSA formed a Community Representative Committee (CRC) in 2004, which is comprised of key community representatives and stakeholders. CRC meetings were held regularly by GSA during the environmental and design phases of the Approved Project. GSA has continued to periodically host CRC meetings to provide updates on the design and construction of the Approved Project, and to discuss and solicit input on the proposed modifications of the Revised Project.

GSA has also coordinated with local public agencies, including the San Diego Association of Governments (SANDAG), Metropolitan Transit System (MTS), and the City regarding the proposed Virginia Avenue Transit Facility. GSA initiated a collaborative effort with local stakeholders and public agencies to develop a concept for the proposed transit facility. GSA continues to have ongoing coordination with the U.S. Department of Homeland Security (DHS) and several of its agencies and other units, including Customs and Border Protection (CBP), Immigration and Customs Enforcement (ICE), Federal Protective Service (FPS), and the Border Patrol, regarding the design of the Revised Project alternatives. The California Department of

Transportation (Caltrans), the Federal Highway Administration (FHWA), SANDAG, and the City have also been consulted with regard to Revised Project alternatives and their interface with transportation facilities.

Coordination with other public agencies includes the U.S. Fish and Wildlife Service (USFWS), the State Historic Preservation Officer (SHPO), Advisory Council on Historic Preservation, and the Native American Heritage Commission (NAHC).

## 1.5 ENVIRONMENTAL REVIEW PROCESS

Once the decision was made to prepare an SEIS for the Revised Project, GSA initiated the NEPA process by publishing a NOI in the *Federal Register* on May 1, 2013. The NOI marks the first formal step in the SEIS preparation, as it serves as the official legal notice that the federal agency is commencing preparation of an SEIS.

The next step in the NEPA process is to conduct the scoping process for the SEIS. Scoping refers to the process by which federal lead agencies solicit input from the public and interested agencies on the nature and extent of environmental issues and potential impacts to be addressed in the SEIS, and the methods by which they will be evaluated. NEPA specifically requires the federal lead agency to consult with other federal agencies that have jurisdiction by law or special expertise on the proposed action (40 CFR 1501.7). Although no formal scoping is required for an SEIS (pursuant to 40 CFR 1502.9(c)(4)), GSA held a public scoping meeting on May 9, 2013.

Following the scoping process, GSA prepared technical studies addressing the Revised Project and then prepared the Draft SEIS. Pursuant to 40 CFR 1506.6, lead agencies must provide public notice of the availability of the Draft SEIS to interested persons and agencies. Proposed actions of national concern (such as the Revised Project, since it is an international port of entry) must publish the notice in the *Federal Register*. The public and reviewing agencies are provided a 45-day review period for the Draft SEIS, beginning the day the U.S. Environmental Protection Agency (USEPA) publishes a Notice of Availability (NOA) in the *Federal Register*. A public meeting will be held during the public review period to provide the public with an additional opportunity to provide comments on the Draft SEIS. Notice of the public meeting will be published in local newspapers of general circulation. Comments on the Draft SEIS may be submitted in writing or by electronic mail to GSA through the end of the review period at the address or email address below.

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NEPA Project Manager  
U.S. General Services Administration  
450 Golden Gate Avenue  
San Francisco, CA 94102  
[osmahn.kadri@gsa.gov](mailto:osmahn.kadri@gsa.gov)

Please submit all comments by November 12, 2013.

After comments are received from the public and reviewing agencies, GSA will respond to comments and prepare a Final SEIS. The Final SEIS will include and respond to all substantive comments received on the Draft SEIS (40 CFR 1503.4(b)). The USEPA will publish a NOA of the Final SEIS in the *Federal Register*. Consistent with NEPA, a 30-day review of the Final EIS will occur at that time.

After completion of the 30-day Final EIS review period, GSA will consider all available information on the environmental effects of the Revised Project identified in the Final SEIS (including comments received and responses to them) and render its decision. At that time, GSA will, in accordance with 40 CFR 1502.2 and 23 CFR 771.127, prepare a ROD. The ROD is a written public record explaining the rationale for choosing the selected alternative, and generally includes the following:

- An explanation of the decision
- Factors considered in making the decision
- Alternatives considered and the environmentally preferred alternative
- Adopted avoidance, minimization, and mitigation measures or reasons why measures were not adopted
- A monitoring and enforcement program for the measures that were adopted

The signing of the ROD completes the NEPA process. If the Revised Project is given environmental approval and funding is appropriated, GSA could design and construct all or part of the Revised Project. The steps in the NEPA process that are described in this section are illustrated in Figure 1-3, *NEPA Environmental Review Process*.



**Figure 1-3**  
**NEPA ENVIRONMENTAL REVIEW PROCESS**

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## CHAPTER 2

### PURPOSE AND NEED FOR THE REVISED PROJECT



## CHAPTER 2 – PURPOSE AND NEED FOR THE REVISED PROJECT

### 2.1 INTRODUCTION

As discussed in Chapter 1, *Introduction*, GSA proposes to modify plans to implement the San Ysidro LPOE Improvements project, which entails the phased reconfiguration and expansion of the existing LPOE. The Preferred Alternative addressed in the 2009 Final EIS and approved in the 2009 ROD as the Approved Project proposed improvements at the LPOE in three independent construction phases. The first phase (herein referred to as Phase I) focused on the reconfiguration of the northbound facilities and included construction of additional northbound vehicle lanes and inspection facilities, an east-west pedestrian bridge, a new southbound pedestrian crossing facility on the east side of the LPOE, and an employee parking structure. Phase I is fully funded and some of the Phase I improvements identified in the Final EIS have been constructed. Specifically, the east-west pedestrian bridge over I-5 and the LPOE was completed in April 2011; this pedestrian bridge connects the San Ysidro Intermodal Transportation Center (SYITC) to Camino de la Plaza and Camiones Way. The new southbound pedestrian crossing facility on the east side of the LPOE and the northbound secondary inspection area were completed in August 2012. Most other Phase I improvements (with the exception of the employee parking structure, which is now proposed as part of the third phase of the project) are currently under construction, including the northbound primary inspection area (consisting of vehicular lanes and stacked inspection booths) and the northbound operations center (consisting of a new head house and auto breakdown facility). It is anticipated that these Phase I improvements will be completed in 2014.

The second phase (herein referred to as Phase II) primarily would involve the construction of new buildings, particularly the proposed new Administration and Pedestrian building on the east side of the LPOE. The third phase (herein referred to as Phase III), as analyzed in the Final EIS, mainly involved reconfiguration of southbound facilities, and would include a new southbound-only pedestrian crossing on the west side of the LPOE and construction of a southbound roadway and associated inspection equipment that would connect to the El Chaparral LPOE in Mexico.

GSA is proposing modifications to the Approved Project, including (1) the incorporation of northbound pedestrian inspections at the proposed southbound-only pedestrian crossing facility on the west side of the LPOE and modification of the phasing/timing of the construction of the pedestrian crossing facility; (2) changes to the development footprint on the west side of the LPOE and design refinements to the proposed Virginia Avenue transit facility; (3) a change in the number of vehicle lanes and the installation of southbound inspection booths and overhead canopies on the proposed southbound roadway; and (4) minor changes in the design and/or timing of implementation of several project elements. These proposed modifications along with the other components of the Approved Project that have not changed comprise the Revised Project.

Reconfiguration and expansion of the San Ysidro LPOE is identified in the SANDAG 2050 Regional Transportation Plan (2050 RTP; SANDAG 2011) and was previously identified in the SANDAG 2030 RTP, as amended (SANDAG 2007) as a major border infrastructure project to improve bi-national transportation in the San Diego and Tijuana region.

## 2.2 PURPOSE AND NEED

### 2.2.1 Purpose of the Revised Project

The purpose of the Revised Project is the same as the Approved Project that was identified in the Final EIS. The purpose of the Revised Project is to improve operational efficiency, security, and safety for cross-border travelers and federal agencies at the San Ysidro LPOE. The original goals of the Approved Project that were identified in the Final EIS remain applicable to Revised Project, and are restated below:

- Increase vehicle and pedestrian inspection processing capacities at the San Ysidro LPOE;
- Reduce northbound vehicle and pedestrian queues and wait times to cross the border;
- Improve the safety of the San Ysidro LPOE for vehicles and pedestrians crossing the border and for employees at the LPOE; and
- Modernize facilities to accommodate current and future demands and implementation of border security initiatives, such as the Western Hemisphere Travel Initiative (WHTI), the United States Visitor and Immigrant Status Indicator Technology program (US-VISIT), and the Secure Border Initiative (SBI)

In addition, the original goals are supplemented by the following goals that reflect the Revised Project:

- Provide facilities to enhance mobility and multi-modal connections in San Ysidro; and
- Reduce southbound vehicle queues and wait times to cross the border during “pulse and surge”<sup>1</sup> southbound inspections.

### 2.2.2 Need for the Revised Project

The need for the Revised Project is driven by capacity constraints associated with the LPOE in its existing configuration and projected increases in regional population and cross-border travel. Additionally and as discussed in the Final EIS, the Approved Project addressed public and employee safety and border security concerns. The Revised Project is also necessary based on capacity/transportation demand and safety/border security, as well as a need to maintain and improve cross-border mobility. The topics of capacity/transportation demand and safety/border security, which are discussed in the Final EIS, are summarized below. Some specifics cited below were provided in the Final EIS and do not comprise new information, but are provided for the reader’s reference. Other data and information, such as the growth forecast and LPOE border crossing statistics, have been updated to reflect changed conditions since adoption of the Final EIS.

#### Capacity and Transportation Demand

The border area of San Diego county and Tijuana, Mexico currently has a combined population of more than 4.8 million people (SANDAG 2011). The San Diego region is forecasted to increase to 4.4 million people by the year 2050, and the City of Tijuana is estimated to experience a population increase to approximately 5 million by the year 2050 (SANDAG 2011),

<sup>1</sup> CBP periodically conducts southbound vehicle inspections for a maximum duration of 30 minutes per inspection event.

resulting in a combined 2050 border area population of approximately 9.4 million people, nearly double the current population. This makes the San Diego and Tijuana region the largest urban border area along the entire U.S.-Mexico border.

Land border crossing infrastructure includes LPOEs<sup>2</sup> and roadways and facilities that provide access to LPOEs. Two international LPOEs, San Ysidro and Otay Mesa, currently link San Diego and Tijuana, while a third LPOE is located east of the San Diego metropolitan area at Tecate. Collectively, these LPOEs serve as the gateway for all pedestrian traffic and vehicular movement of people and goods between the San Diego region and Baja California, Mexico. To accommodate the dynamic border transportation system and projected population growth and associated movement of people and goods, major new projects to improve land border crossing infrastructure are planned; these include a fourth LPOE, known as Otay Mesa East, and a proposed cross border facility that would connect the Otay Mesa community with Tijuana International Airport. Improvements at the existing LPOEs are also planned, including the San Ysidro LPOE, where the major reconfiguration and improvements that were identified in the Final EIS have begun.

The San Ysidro LPOE is the busiest land port in the Western Hemisphere and is the region's primary gateway for cross-border automobile and pedestrian traffic. It is open 24 hours per day, 7 days per week, and processes passenger vehicle, pedestrian, bicycle, bus, and limited use rail traffic. Commercial vehicle inspections are conducted at the nearby Otay Mesa LPOE. The San Ysidro LPOE processes an average of approximately 50,000 northbound vehicles and 25,000 northbound pedestrians per day (GSA 2013a). In 2011, the San Ysidro LPOE processed northbound inspections of approximately 12.3 million passenger vehicles, 61,000 buses, and 8.4 million pedestrians, resulting in more than 30 million individual crossings from Tijuana to San Diego (U.S. Department of Transportation [DOT] 2012). It is estimated that a similar number of southbound crossings occur from San Diego to Tijuana, which equates to more than 60 million individual crossings in 2011 at the San Ysidro LPOE (SANDAG 2011).

The existing San Ysidro LPOE has become a bottleneck in the system of interchange between the two countries, increasingly restricting the movement of passenger vehicles and pedestrians during peak times. Existing wait times at the San Ysidro LPOE during the commuter peak period (weekdays between 7:00 AM and 9:00 AM) average 1.5 to 2 hours for vehicles and 1 hour for pedestrians (CBP 2013).

Improvements to the San Ysidro LPOE are needed because the capacities of the existing LPOEs in the region and the San Ysidro LPOE specifically are currently being exceeded, causing excessive border wait times. Cross-border travel is forecasted to continue to grow, due to projected local and regional growth and economic activity, and border delays are expected to increase correspondingly, placing a strain on existing border facilities including the infrastructure at the San Ysidro LPOE. As noted in the Final EIS, it is estimated that maximum wait times would exceed 3 hours during the commuter peak period by the year 2014, and 10 hours by the year 2030 if no improvements are constructed (KOA Corporation 2009). Pedestrian and passenger vehicle border crossings between the U.S. and Mexico have substantially risen in the past decade, reaching over 60 million people in 2011 in the San Diego County/Baja California border area alone, as discussed above, and it is estimated that cross-border traffic will increase by more than 40 percent by the year 2050 (SANDAG 2011). This increase in cross-border

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<sup>2</sup> LPOE is a facility that provides controlled entry into or departure from the U.S. for persons and materials. It houses offices of CBP and other federal agencies responsible for the enforcement of federal laws regulating inspections of persons, vehicles, and materials. A LPOE consists of the land, the buildings, and internal roadways and parking lots.

travel, in combination with increases in U.S. security requirements has resulted in operational and infrastructure-related challenges. The existing facilities were not designed to accommodate the current and projected traffic volumes processed at the San Ysidro LPOE. Given the current and projected travel demand at the San Ysidro LPOE, improving the capacity and operations of the current infrastructure is critical to decrease traffic congestion and cross-border wait times.

### **Safety and Border Security**

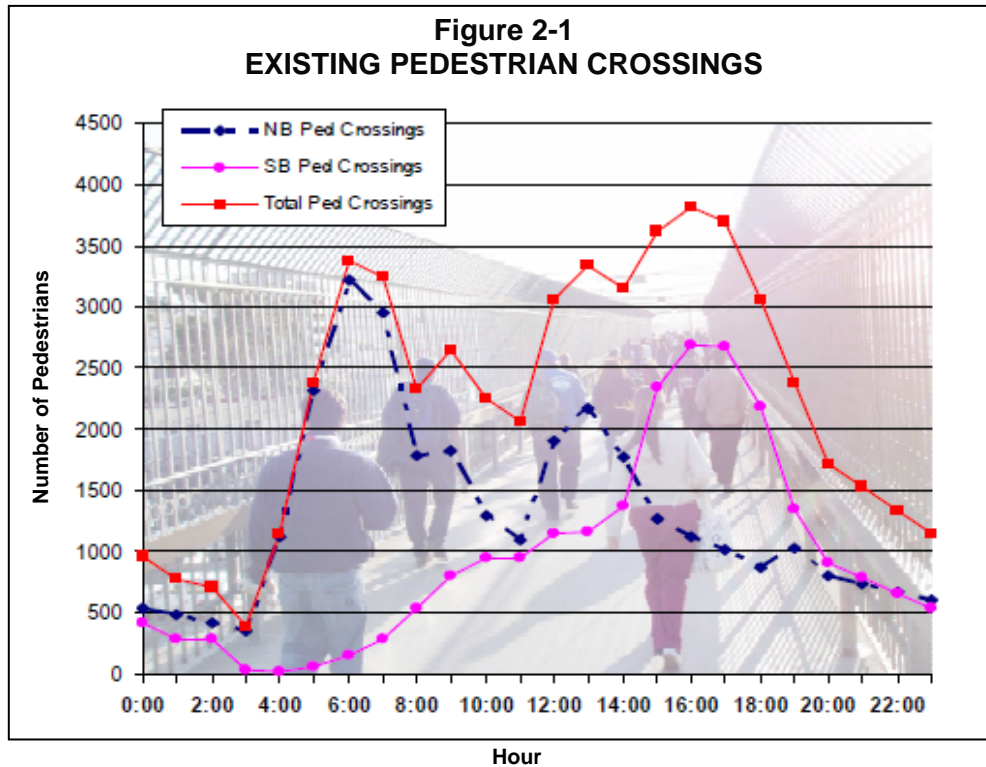
In addition to the need to expand the San Ysidro LPOE to improve operational efficiencies, the Revised Project would address public and employee safety and border security concerns. Buildings within the LPOE are approximately 40 years old and cannot effectively support DHS enforcement operations. Due to the age and condition of the existing buildings, a retrofit and remodel of the existing LPOE is required to accommodate operational needs.

Furthermore, the mandated implementation of border security programs such as WHTI, US-VISIT, and SBI, requires modernization and facility upgrades. These programs require DHS to implement new inspection technologies to track cross-border traffic at the San Ysidro LPOE. The WHTI plan, as directed by the Intelligence Reform and Terrorism Prevention Act of 2004, is designed to enhance U.S. border security while facilitating legitimate travel and trade. Under WHTI, travelers entering the U.S. must present specified documentation that proves both identity and citizenship. US-VISIT is a program that uses biometric data (digital finger scans and photographs) to verify travelers' identity and to check against a database of known criminals and suspected terrorists. The SBI is a multi-year plan to add more border patrol agents; expand illegal immigrant detention and removal capabilities; upgrade border control technology, including manned/unmanned aerial assets, and detection technology; increase investment in border infrastructure improvements; and increase interior enforcement of U.S. immigration laws. To implement these security programs, an increase in staff, space, and systems is needed, which cannot be accommodated within the existing configuration of the LPOE.

### **Cross-border Mobility**

As previously discussed, the San Ysidro LPOE is the busiest land port in the Western Hemisphere and processes an average of approximately 50,000 northbound vehicles and 25,000 northbound pedestrians per day, with an estimated equivalent number of daily southbound crossings. Thus, a total of approximately 100,000 vehicles and 50,000 pedestrians cross through the LPOE every day. Pedestrian counts taken in both the northbound and southbound directions are consistent with these estimated total existing pedestrian volumes. Based on the pedestrian counts, the total daily number of pedestrians crossing the border is approximately 54,100 (LLG 2013). Figure 2-1, *Existing Pedestrian Crossings*, shows the results of the pedestrian counts.

Many of the pedestrians crossing the border connect to other transportation modes to reach their ultimate destination. According to a recent pedestrian origin and destination survey, 41.6 percent of pedestrians use the trolley, 17.2 percent use buses, 4.6 percent use taxis, 21.7 percent use privately-owned vehicles, and 14.5 percent continue as pedestrians (LLG 2013).



Source: LLG 2013  
 NB Ped = Northbound Pedestrian  
 SB Ped = Southbound Pedestrian

Existing multi-modal facilities near the LPOE include the SYITC located on the east side of I-5 along East San Ysidro Boulevard and directly adjacent to the LPOE. This transit center accommodates public access to the trolley and local bus routes, as well as taxis, private jitneys (e.g., vans or shuttle buses), and intercity and shuttle buses. The San Ysidro Trolley Station, located along the MTS Blue Line that carries customers between the border and downtown San Diego, is the busiest trolley station in San Diego County. In 2011, there were approximately 11,500 boardings per day and a total of 20,000 trips that ended at this trolley station (SANDAG 2013a). Other multi-modal facilities and connections near the LPOE include a passenger loading area at the Camiones Way cul-de-sac on the west side of I-5, a taxi staging area along Camino de la Plaza, MTS bus stops along local roadways, private bus operator facilities, sidewalks, and bike lanes along some local roadways. Given the location and use of these multi-modal facilities to access the LPOE, pedestrian linkages to multi-modal facilities at and near the LPOE are vital to the movement of people crossing the border.

Long-term forecasts estimate that cross-border pedestrian traffic will increase by more than 85 percent by 2030 and vehicular traffic will increase by more than 40 percent by the year 2050 (LLG 2013 and SANDAG 2011). Additionally, over 750 federal employees currently work at the LPOE, and it is estimated that this number will increase to over 900 with the forecasted increase in cross-border travel at the LPOE. Because of the large number of people with the common destination of the LPOE, there is a need to increase the efficiency of the border transportation system. To do so, all modes of transportation must be accommodated, and an integrated system of vehicular, transit, pedestrian, and bicycle facilities is needed, beyond what provided under the existing configuration of the LPOE.

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## CHAPTER 3

# PROJECT ALTERNATIVES

## CHAPTER 3 – PROJECT ALTERNATIVES

This chapter summarizes the Approved Project that was approved by GSA in 2009 and identifies changes in circumstances and design of the Approved Project that have occurred since adoption of the Final EIS and ROD that are referred to as the Revised Project. It also describes the project alternatives of the Revised Project, which are being considered by GSA and are the subject of this SEIS.

### 3.1 APPROVED PROJECT

The Final EIS identified a Preferred Alternative that was approved by GSA in 2009 with the ROD as the Approved Project, which is currently being implemented as funding is procured. As described in the Final EIS, the Approved Project will demolish most of the existing facilities and new facilities will be constructed, including new northbound primary and secondary inspection areas, an administration building, a pedestrian building, a central plant, an east-west pedestrian bridge, a parking structure, other support structures, two new southbound pedestrian crossings, and a new southbound roadway connecting with Mexico's El Chaparral LPOE. As detailed in the Final EIS and ROD and summarized below, the reconfiguration and expansion of the San Ysidro LPOE is occurring in three independent phases.

#### 3.1.1 Phase I

The Approved Project anticipated that Phase I would primarily entail reconfiguration of the northbound facilities, specifically new primary and secondary inspection areas, a vehicle seizure and impound facility, and an operations center. Other approved Phase I improvements include an east-west pedestrian bridge over I-5 and the LPOE, an employee parking structure, a staff pedestrian bridge, a new southbound pedestrian crossing facility on the east side of the LPOE, a central plant, internal connector roads, and other support facilities. Figure 3-1, *Phase I Improvements – Approved Project*, shows the Phase I improvements of the Approved Project.

#### 3.1.2 Phase II

Approved Phase II improvements involve the reconfiguration of the eastern operational area and construction of new buildings. Specifically, the existing Pedestrian Building would be demolished and a new Administration and Pedestrian Building would be constructed. Pedestrian connections to the northbound pedestrian crossing on the east side of the LPOE would also be constructed, as well as internal connector roads. Figure 3-2, *Phase II Improvements- Approved Project*, shows the Phase II improvements of the Approved Project.

#### 3.1.3 Phase III

Approved Phase III improvements would primarily entail the reconfiguration of the southbound facilities. A new southbound roadway would be constructed at the terminus of southbound I-5, just south of the Camino de la Plaza overcrossing, and would curve southwestward to connect with Mexico's El Chaparral LPOE. In addition to the roadway, a new southbound-only pedestrian crossing facility would be constructed in the western portion of the LPOE at Virginia Avenue. Other approved Phase III improvements include a transit turn-around and loading facility along Virginia Avenue, a new U.S. Border Patrol station, an employee parking surface lot, an expansion of the northbound primary inspection area, and a northbound secondary



inspection overflow/southbound inspection area. Figure 3-3, *Phase III Improvements – Approved Project*, shows the Phase III improvements of the Approved Project.

Table 3-1, *Summary of Capacity Changes by Phase – Approved Project*, summarizes the capacity-changing improvements by phase under the Approved Project.

<b>Table 3-1 SUMMARY OF LPOE CAPACITY CHANGES BY PHASE – APPROVED PROJECT</b>			
<b>Facilities</b>	<b>Phase I</b>	<b>Phase II</b>	<b>Phase III</b>
<b><i>Northbound</i></b>			
Primary Inspection Lanes			
Vehicular lanes	23	23	30
Bus lanes	1	1	1
Total lanes	24	24	31
Primary Inspection Booths	47	47	61
Secondary Inspection Spaces	36	36	53
Secondary Inspection Booths	5	5	14
Pedestrian Crossings	1 expanded facility on eastern side	1 expanded facility on east side	1 expanded facility on east side
<b><i>Southbound</i></b>			
Vehicular Lanes	6	6	14
Pedestrian Crossings	2 (existing one in central area remains open and new one on east side)	2 (existing one in central area remains open and one on east side)	2 (one new on west side and one on east side; existing one in central area is removed)

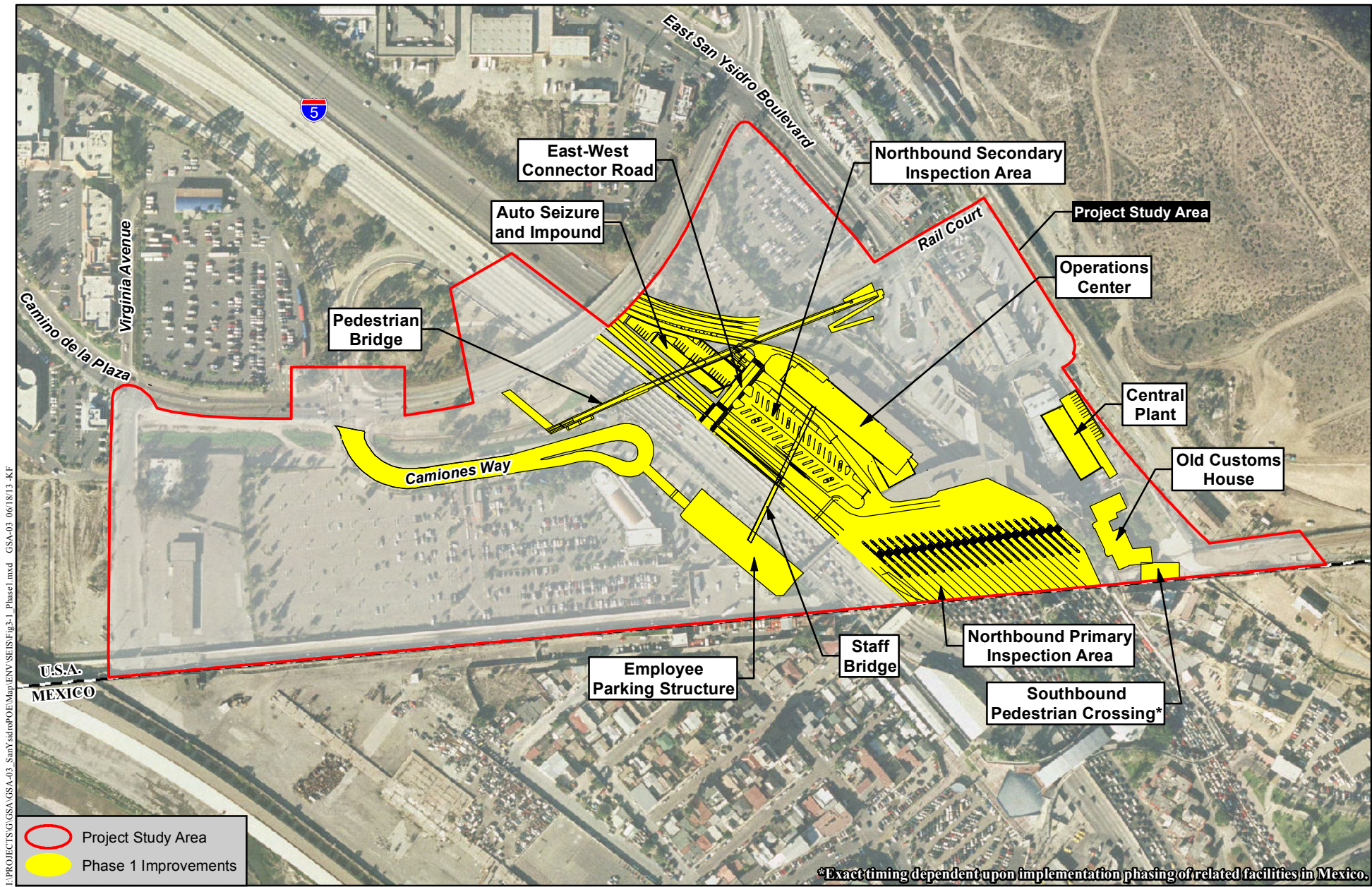
### 3.1.4 Approved Project Elements that have been Constructed

As discussed in Section 1.1.1 of this Draft SEIS, because Phase I improvements are fully funded, some Phase I improvements of the Approved Project have been, or are currently being, constructed. The east-west pedestrian bridge over I-5 and the LPOE that connects the San Ysidro Intermodal Transportation Center to Camino de la Plaza and Camiones Way was completed in April 2011. The new southbound pedestrian crossing facility on the east side of the LPOE was completed in August 2012. The northbound secondary vehicle inspection area, consisting of inspection spaces, inspection booths, and an overhead canopy, was also completed in August 2012. Improvements currently under construction include the northbound primary inspection area (consisting of vehicular lanes and stacked inspection booths) and the northbound operations center (consisting of a new head house and automobile breakdown facility). The new vehicular lanes and inspection booths associated with the northbound primary inspection area are anticipated to be complete in September 2013, with overhead canopies installed by September 2014. Construction of the new northbound operations center is anticipated to be complete in March 2014.

### 3.2 CHANGED CIRCUMSTANCES

Pursuant to 40 CFR 1502.9(c)(1)(ii), public agencies are to prepare supplements to a draft or final EIS if there are significant new circumstances or information relevant to environmental concerns and bearing on the proposed action or its impacts. Since adoption of the Final EIS



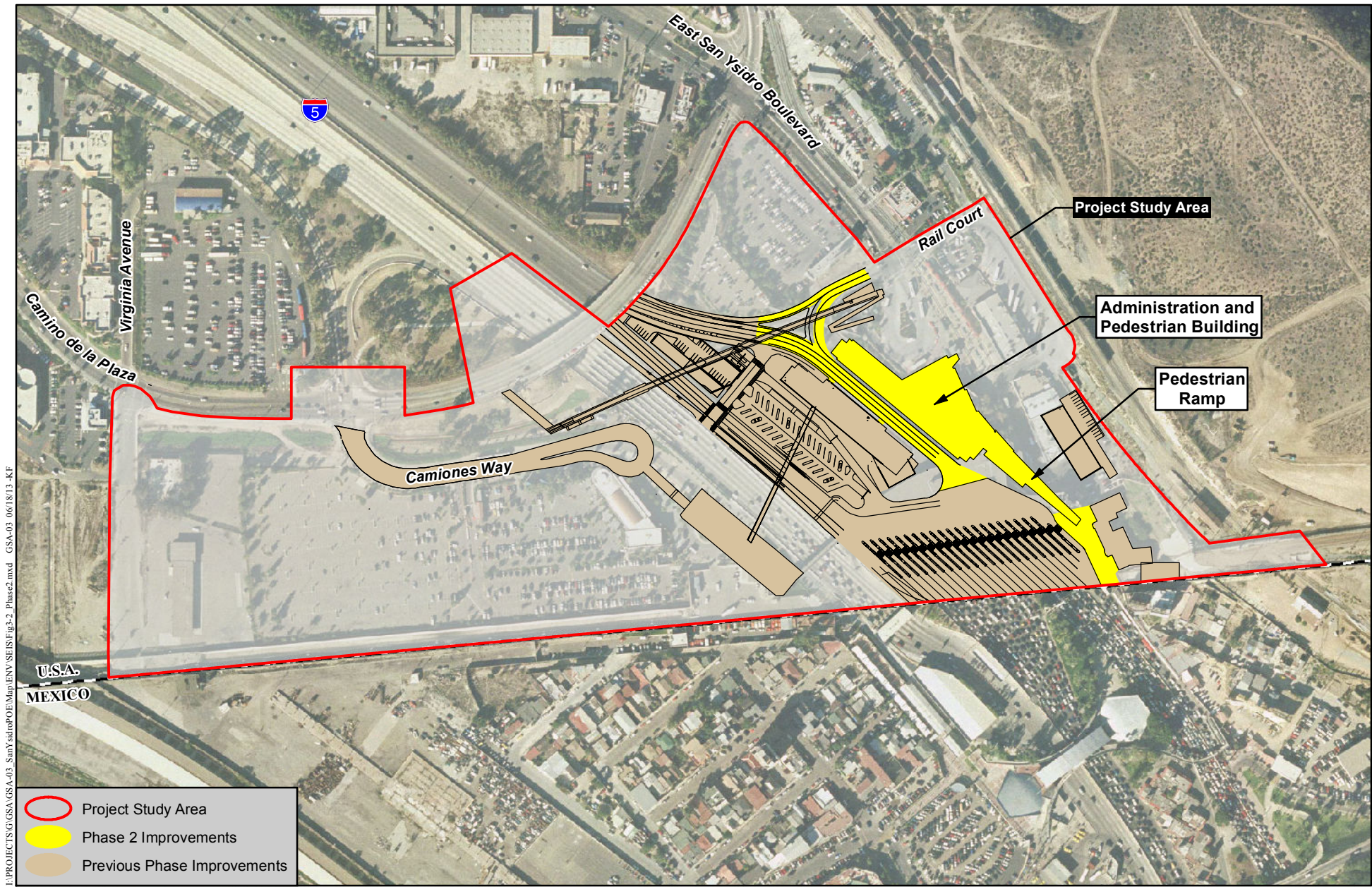


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## Phase I Improvements - Approved Project

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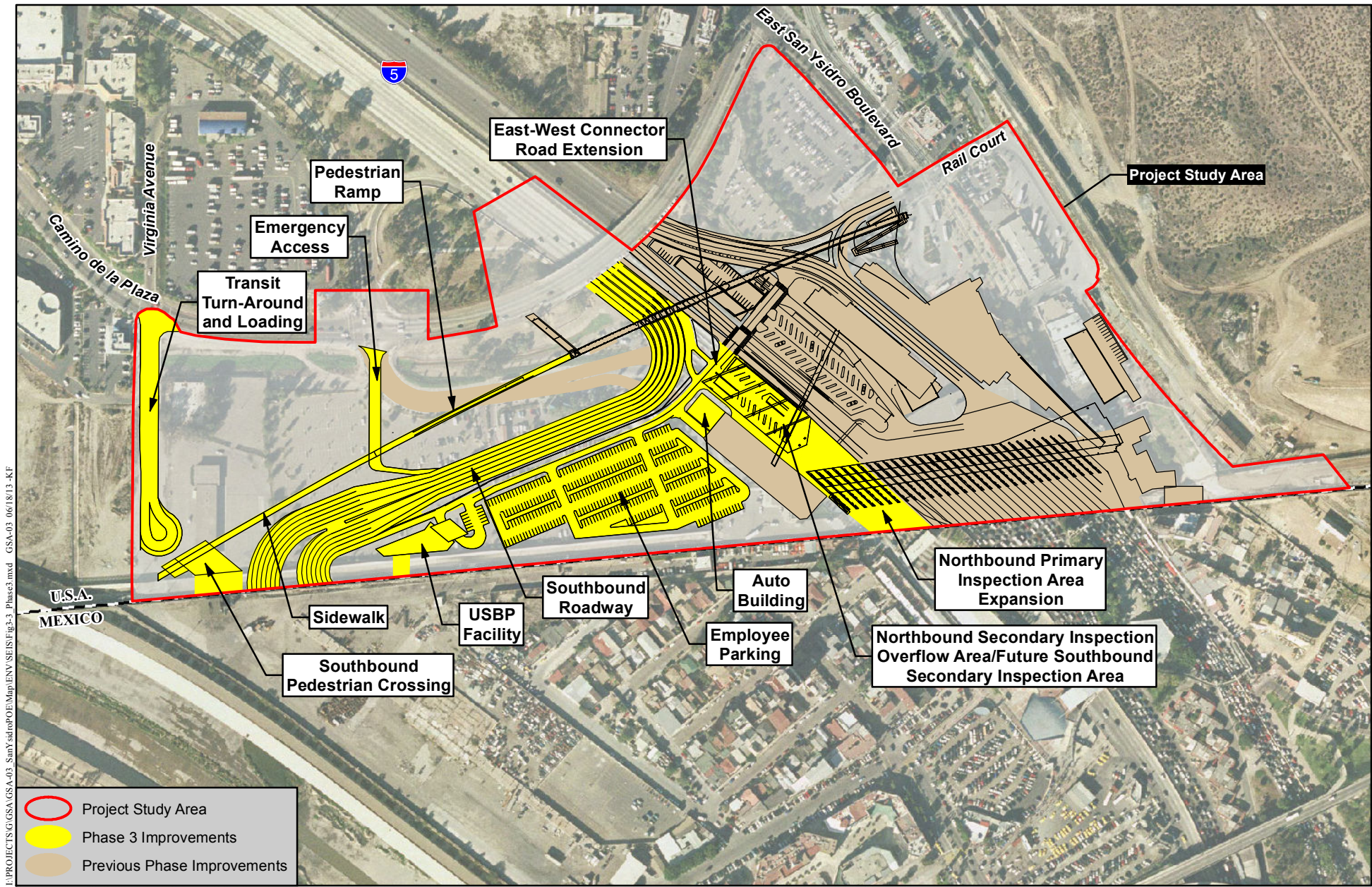
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## Phase II Improvements - Approved Project

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Figure 3-2





## Phase III Improvements - Approved Project

SAN YSIDRO LPOE IMPROVEMENTS

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and ROD in 2009, circumstances have changed that are relevant to the environmental concerns associated with the Approved Project. The changed circumstances associated with the Approved Project include changes to the phasing/timing of funding for proposed improvements and the construction of a temporary southbound roadway that connects I-5 and the El Chaparral LPOE in Mexico, as discussed below.

### **3.2.1 Phasing/Timing of Project Elements**

The Approved Project included a proposed southbound pedestrian crossing facility on the west side of the LPOE that would be constructed as part of Phase III. However, due to the phased availability of funding, GSA is now proposing to advance the construction of this pedestrian crossing facility as part of Phase I improvements. As such, the pedestrian crossing facility would be constructed on the west side of the LPOE near the terminus of Virginia Avenue.

In addition, under the Revised Project, the employee parking structure planned for Phase I of the Approved Project would instead be constructed during Phase III. Similarly, the staff pedestrian bridge originally planned for Phase I has been changed to a tunnel, a portion of which is currently being constructed as part of Phase I (between the northbound operations center under construction and the western edge of the east side of the LPOE). The remaining portion that would extend the tunnel to the proposed employee parking structure would be deferred to Phase III. The U.S. Border Patrol facility planned for Phase III of the Approved Project would be constructed as part of Phase I improvements of the Revised Project.

The potential environmental effects of these phasing/timing changes are analyzed in this SEIS.

### **3.2.2 Temporary Southbound Roadway**

The Approved Project included a new southbound roadway connecting I-5, just south of the Camino de la Plaza overcrossing, to the planned El Chaparral LPOE in Mexico as part of Phase III. At the time of preparation of the Final EIS, it was not known when Mexico planned to construct their El Chaparral facility. Following adoption of the Final EIR and ROD in 2009, Mexico moved forward with their LPOE project and coordinated with American government agencies to develop a plan for a temporary connection between I-5 and the new El Chaparral LPOE, since the Mexican LPOE would be constructed and operational prior to construction of the southbound roadway on the U.S. side proposed as part of Phase III of the Approved Project. This coordination and planning resulted in the design and construction of a temporary roadway at the terminus of I-5 (at the Camino de la Plaza overcrossing). The temporary roadway transitions from six freeway lanes to five lanes (four privately owned vehicles [POV] lanes plus a dedicated lane for buses and other large vehicles) and then curves westward immediately south of the U.S.-Mexico border on Avenida Internacional in Tijuana, Mexico. The number of lanes increases from 5 to 22 as the temporary roadway approaches the El Chaparral LPOE. On the U.S. side, signage is posted to notify motorists to reduce speeds because of the temporary roadway alignment. All southbound operations at Mexico's Puerta Mexico inspection station were permanently relocated to the El Chaparral LPOE on November 1, 2012.

While this roadway is a temporary condition until the proposed southbound roadway is funded and constructed as part of Phase III, this current configuration and resulting southbound traffic flows represent the baseline condition for the environmental analysis contained in this SEIS.

Additionally, the temporary southbound roadway resulted in the closure of the southbound pedestrian crossing in the central portion of the LPOE. Under the Approved Project, this southbound pedestrian crossing was planned to close during Phase III.

### **3.3 PROPOSED MODIFICATIONS**

Pursuant to 40 CFR 1502.9(c)(1)(i), public agencies are to prepare supplements to a draft or final EIS if they make substantial changes in the proposed action that are relevant to environmental concerns. Subsequent to adoption of the Final EIS and ROD, GSA proposes to modify plans to implement the Approved Project, as described below. The proposed modifications (Revised Project) and their potential environmental effects are analyzed in this SEIS.

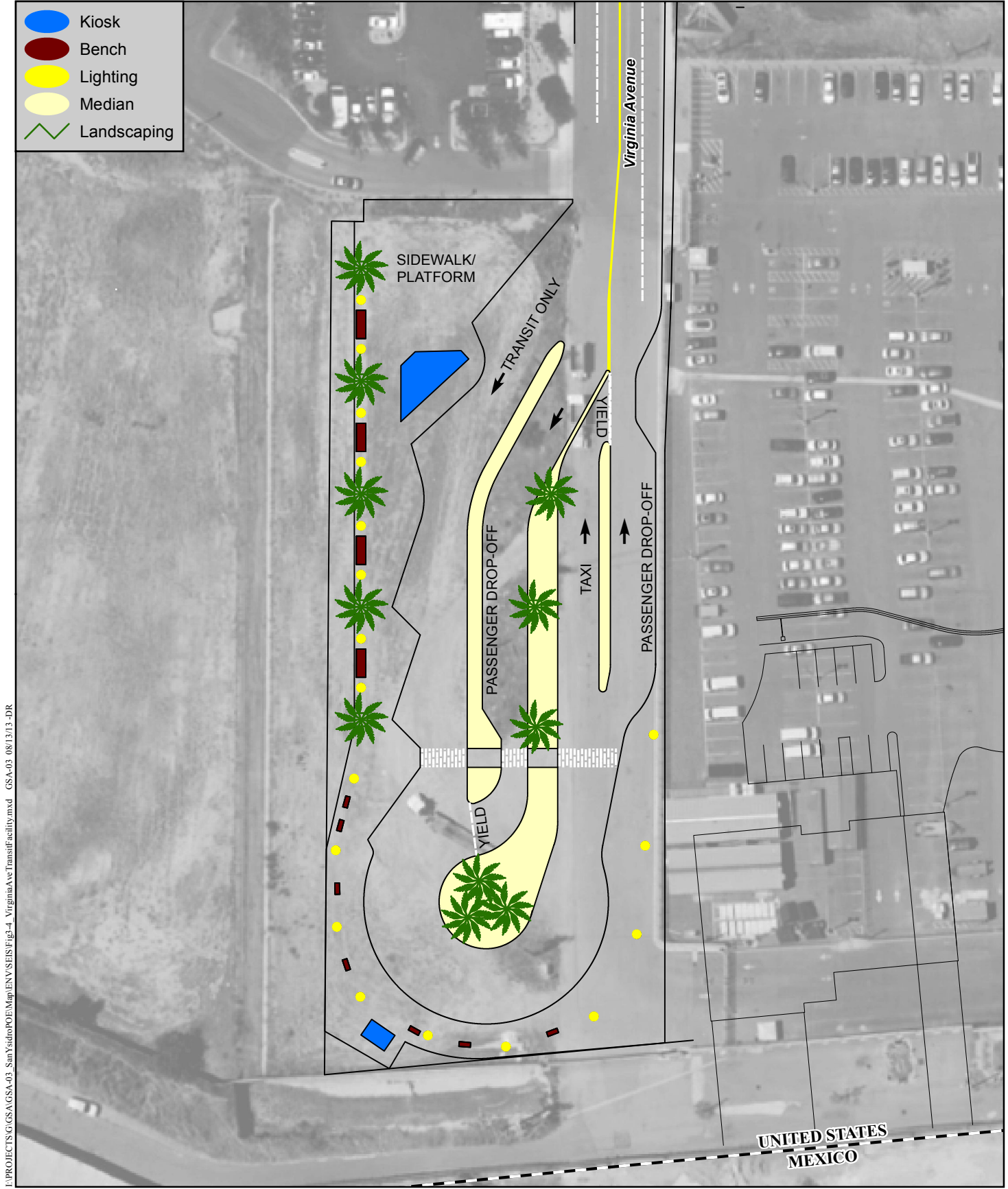
#### **3.3.1 Bi-directional Pedestrian Crossing Facility**

The Approved Project included a new southbound-only pedestrian crossing and southbound pedestrian processing building on the west side of the LPOE at Virginia Avenue, which would connect to Mexico's El Chaparral LPOE and would be constructed as part of Phase III improvements. Based on stakeholder input and design revisions to enhance overall cross-border mobility within and near the LPOE, GSA proposes to modify the approved pedestrian crossing facility on the west side of the LPOE to incorporate northbound pedestrians crossing into the U.S. and southbound pedestrians crossing into Mexico. The expanded/modified facility would be located just south of the Virginia Avenue terminus and would include ten northbound pedestrian processing booths, two bi-directional pedestrian inspection booths, and a pedestrian processing building. Additionally, as discussed above in Section 3.2.1, this proposed facility is now proposed to be constructed in Phase I instead of Phase III. It is anticipated that the new bi-directional pedestrian crossing facility will be constructed by summer 2015.

#### **3.3.2 Virginia Avenue Transit Facility**

The Approved Project included a proposed transit facility at the terminus of Virginia Avenue to accommodate buses, taxis, jitneys, and POV, as part of Phase III improvements. The transit facility, as analyzed in the Final EIS, consisted of a loop turn-around at the end of Virginia Avenue within the western portion of the existing LPOE (refer to Figure 3-3). Based on stakeholder input and additional design refinements, GSA proposes to modify the development footprint and design of the proposed transit facility to better accommodate multi-modal transportation options and mobility at the border. GSA initiated a collaborative effort with local stakeholders and public agencies to develop a preliminary concept for the transit facility, which is shown in Figure 3-4, *Virginia Avenue Transit Facility Preliminary Concept*. The proposed transit facility would include passenger drop-off and loading areas, bus bays, sidewalks, and a connection to the bi-directional pedestrian crossing facility. Additionally, information kiosks, seating, lighting, and landscaping would be provided. It is anticipated that Virginia Avenue transit facility would be constructed by summer 2015.

Whereas the Virginia Avenue transit facility footprint was within the existing LPOE boundary under the Approved Project, the proposed bi-directional pedestrian crossing facility (as described above) would require the footprint of the transit facility to be shifted to the west and extended outside of the LPOE boundary that was evaluated in the Final EIS. Consequently, the footprint of the proposed Virginia Avenue transit facility would encompass part of the existing roadway and a portion of the adjoining property to the west, as shown in Figure 3-4. This



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# Virginia Avenue Transit Facility Preliminary Concept

SAN YSIDRO LPOE IMPROVEMENTS

adjacent parcel is privately owned, but the portion required for the proposed transit center (approximately 31,360 square feet or 0.7 acre) has been granted to the City by the property owner. The City has agreed to provide GSA with construction and permanent easements; no parcel acquisitions would be required for the Virginia Avenue transit facility. This SEIS evaluates potential environment effects associated with this additional area that was added to the LPOE boundary since the adoption of the Final EIS and approval of the ROD.

### **3.3.3 Southbound Roadway and Inspection Booths**

The Approved Project included a new southbound roadway that would be constructed as part of Phase III at the terminus of I-5, just south of the Camino de la Plaza overcrossing, and would curve to the southwest within the LPOE to connect with the planned El Chaparral LPOE in Mexico (which, as previously described, has since been constructed by Mexico). The southbound roadway evaluated in the Final EIS included 7 lanes (6 vehicle lanes and 1 bus lane) for the first 1,000 feet and at that point, the roadway would divide into 14 lanes just prior to the international border. Based on additional design refinements, GSA proposes to modify the number of southbound vehicular lanes on the proposed southbound roadway to either 6 or 10 lanes with the corresponding number of inspection booths covered with overhead canopies. Similar to the proposed roadway of the Approved Project, the roadway under both alternatives of the Revised Project would also divide into additional lanes right before the border, to align with the facilities at Mexico's El Chaparral LPOE. Under the Approved Project, it is anticipated that the southbound roadway would be constructed by 2017, provided funding is received in Fiscal Year 2014.

The proposed modified southbound roadway (whether six-lane or ten-lane) would also include inspection booths and overhead canopies. The Approved Project analyzed in the Final EIS did not include southbound inspection booths as part of the new southbound roadway, because implementation of southbound inspections is an operational issue that is dependent on the U.S. CBP protocols. At the time of preparation of the Final EIS, it was undetermined if CBP would continue their existing "pulse and surge" inspections or implement new southbound inspection protocols. Under this current protocol, CBP periodically conducts southbound vehicle inspections for a maximum duration of 30 minutes per inspection event. These operations are short in duration and involve periodic outbound inspections followed by periods without inspections, which allows CBP to prevent operations from being predictable, control the flow of outbound traffic, and manage staff. CBP has not established any new protocols for southbound inspections since adoption of the Final EIS and approval of the ROD in 2009 and therefore, the analysis contained in this SEIS is based on the continuation of the existing "pulse and surge" inspections conducted by CBP.

### **3.3.4 Other Design Modifications**

The Revised Project includes several other design modifications to the Approved Project, which are described below.

#### **East-West Pedestrian Bridge**

The Approved Project included, as part of Phase III, construction of a pedestrian ramp that extended westward from the east-west pedestrian bridge (that was constructed as part of Phase I) and a proposed sidewalk (also as part of Phase III) that connected to Virginia Avenue (refer to Figure 3-3). Due to the proposed bi-directional pedestrian crossing facility at Virginia Avenue, these pedestrian improvements are no longer proposed. With the Revised Project,



pedestrians would have northbound and southbound access on both the east and west sides of the LPOE.

### **Employee Parking Structure**

In addition to changing the proposed phase/timing of the employee parking structure from Phase I to Phase III (as described above in Section 3.2.1), GSA also proposes to modify the design of the employee parking structure. The Approved Project included a 300-space structure oriented parallel to the southbound lanes (refer to Figure 3-1). The Revised Project proposes to increase the number of parking spaces within the parking structure to 400, and the orientation of the structure would be modified to be parallel to the international border.

### **Employee Parking Lot**

The Approved Project included a 300-space employee parking surface lot between the southbound roadway and international border as part of Phase III (refer to Figure 3-3). The Revised Project no longer proposes this surface parking lot; employee parking would be provided at the employee parking structure (as revised) and approximately 200 surface spaces throughout the LPOE.

### **Staff Pedestrian Bridge**

The Approved Project included a staff pedestrian bridge connecting the employee parking structure and the operations center as part of Phase I improvements (refer to Figure 3-1). As discussed in Section 3.2.1, this staff bridge is now proposed as a tunnel. A portion of the tunnel is currently being constructed as part of Phase I improvements, and the remaining portion would be constructed in Phase III.

### **Communications Tower**

The Approved Project included a 120-foot-tall communications tower near the employee parking structure as part of Phase I improvements. This tower is no longer proposed because the overhead canopy structure that would be constructed as part of Phase I of the Revised Project would include four iconic 100-foot-tall masts on the northbound primary inspection area. These masts would serve as a gateway design element of the LPOE and also would contain communications and security equipment that would have been provided by the communications tower.

### **Central Plant**

The Approved Project included a free-standing central plant building on the east side of the LPOE as part of Phase I improvements (refer to Figure 3-1). Due to design refinements, the Revised Project proposes to incorporate the central plant into the northbound headhouse as part of the Phase I improvements.

### **Northbound Primary Inspection Area**

The Approved Project included 24 northbound primary vehicle inspection lanes as part of Phase I and an additional seven lanes as part of Phase III, for a total of 31 lanes. The Revised Project proposes to increase the number of northbound lanes to 25 in Phase I and an additional nine lanes in Phase III, for a total of 34 lanes. While GSA proposes to increase the number of

northbound lanes, the number of inspection booths within the northbound primary inspection area would not change.

### **Northbound Secondary Inspection Area**

The Approved Project included 36 inspection spaces and five inspection booths within the northbound secondary inspection area as part of Phase I. Due to design refinements, GSA proposes to increase the number of spaces to 47 and the booths to six as part of Phase I improvements.

### **Southbound Secondary Inspection Area**

The Approved Project included 17 inspection spaces and nine inspection booths within the southbound secondary inspection area as part of Phase III. Due to design refinements, GSA proposes to modify the number of spaces to 12 or 20 (depending on the alternative) and the booths to three as part of Phase I improvements.

### **U.S. Border Patrol Facility**

The Approved Project included a free-standing building in the western portion of the LPOE, between the southbound roadway and the international border to house the U.S. Border Patrol as part of Phase III (refer to Figure 3-3). Due to design refinements, the Revised Project proposes to incorporate the U.S. Border Patrol facility into the bi-directional pedestrian crossing facility as part of the Phase I improvements.

## **3.4 PROJECT ALTERNATIVES**

This SEIS analyzes two alternatives of the proposed modifications to the Approved Project, as well as the No Action Alternative (which would implement the Approved Project with no changes). Both of the SEIS alternatives to the Approved Project include the proposed modifications described above in Section 3.3, as well as the other improvements originally proposed as part of the Approved Project analyzed in the Final EIS. The only difference between the two SEIS alternatives to the Approved Project is the number of lanes in the southbound roadway and the corresponding number of southbound inspection booths in the primary vehicular inspection area and vehicular spaces in the secondary inspection area. Each of the alternatives is briefly described below.

### **3.4.1 Six-lane Alternative**

The Six-lane Alternative would include the bi-directional pedestrian crossing facility, the modified Virginia Avenue transit center, six southbound vehicular lanes with six southbound inspection booths with an overhead canopy in the southbound roadway, six vehicular inspection spaces with an overhead canopy in the southbound secondary inspection area, and the other design modifications described above in Section 3.3.4. As the six southbound lanes approach the border, they would divide into 19 lanes, which would be compatible with the configuration of the El Chaparral LPOE on the Mexican side of the border. All other proposed improvements of the Approved Project would also be constructed under this alternative. The Six-lane Alternative is illustrated in Figure 3-5, *Six-lane Alternative*.

### **3.4.2 Ten-lane Alternative**

The Ten-lane Alternative would include the bi-directional pedestrian crossing facility, the modified Virginia Avenue transit center, ten southbound vehicular lanes with ten southbound inspection booths with an overhead canopy in the southbound roadway, ten vehicular inspection spaces with an overhead canopy in the southbound secondary inspection area, and the other design modifications described above in Section 3.3.4. As the ten southbound lanes approach the border, they would divide into 19 lanes, which would be compatible with the configuration of the El Chaparral LPOE on the Mexican side of the border. All other proposed improvements of the Approved Project would also be constructed under this alternative. The Ten-lane Alternative is illustrated in Figure 3-6, *Ten-lane Alternative*.

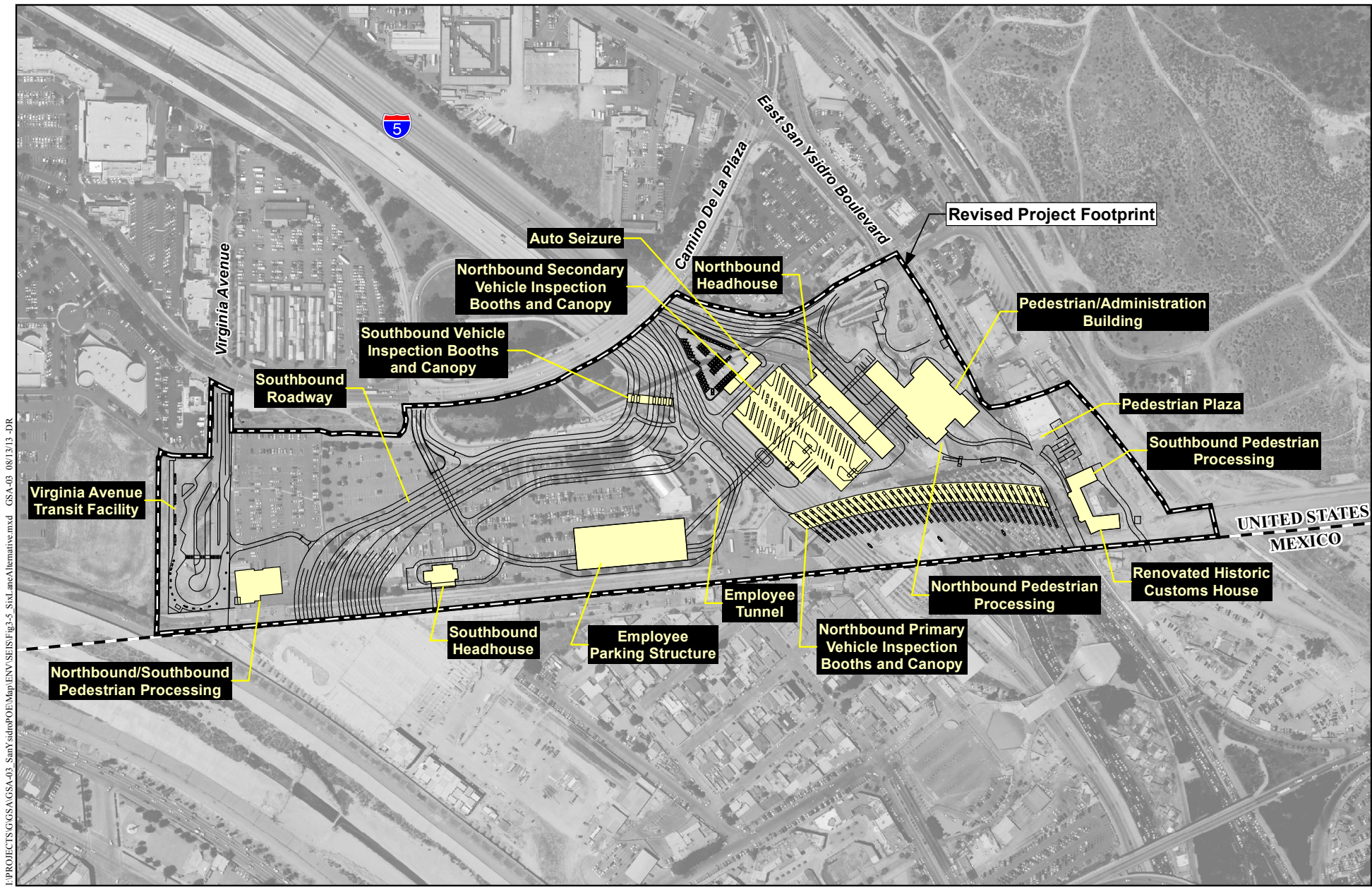
### **3.4.3 No Action Alternative**

The No Action Alternative is included and analyzed to provide a baseline for comparison with impacts from the Project build alternatives, and also to satisfy federal requirements for analyzing “no action” under NEPA (40 CFR 1502.14(d)). Under the No Action Alternative, GSA would continue to implement the Approved Project that was analyzed as the Preferred Alternative in the Final EIS and approved in the ROD. None of the proposed modifications discussed in Section 3.3 would be constructed, including the incorporation of northbound pedestrian crossings at the pedestrian crossing facility at Virginia Avenue, the changes to the development footprint of the Virginia Avenue Transit Facility, the changes to the number of vehicular lanes and installation of inspection booths on the southbound roadway, and the other proposed design modifications identified in Section 3.3.4.

Table 3-2, *Summary of Capacity Changes by Phase – Revised Project*, summarizes the capacity-changing improvements by phase that would occur under the alternatives of the Revised Project.

## **3.5 PERMITS AND APPROVALS NEEDED**

Permits and approvals that would be required for the Revised Project would be the same as those identified in the Final EIS for the Approved Project, which are listed below in Table 3-3, *Anticipated Permits and Approvals Required for the Revised Project*. Those required for the proposed modifications that comprise the Revised Project (in addition to the other elements of the Approved Project that have not changed) are indicated by an asterisk.



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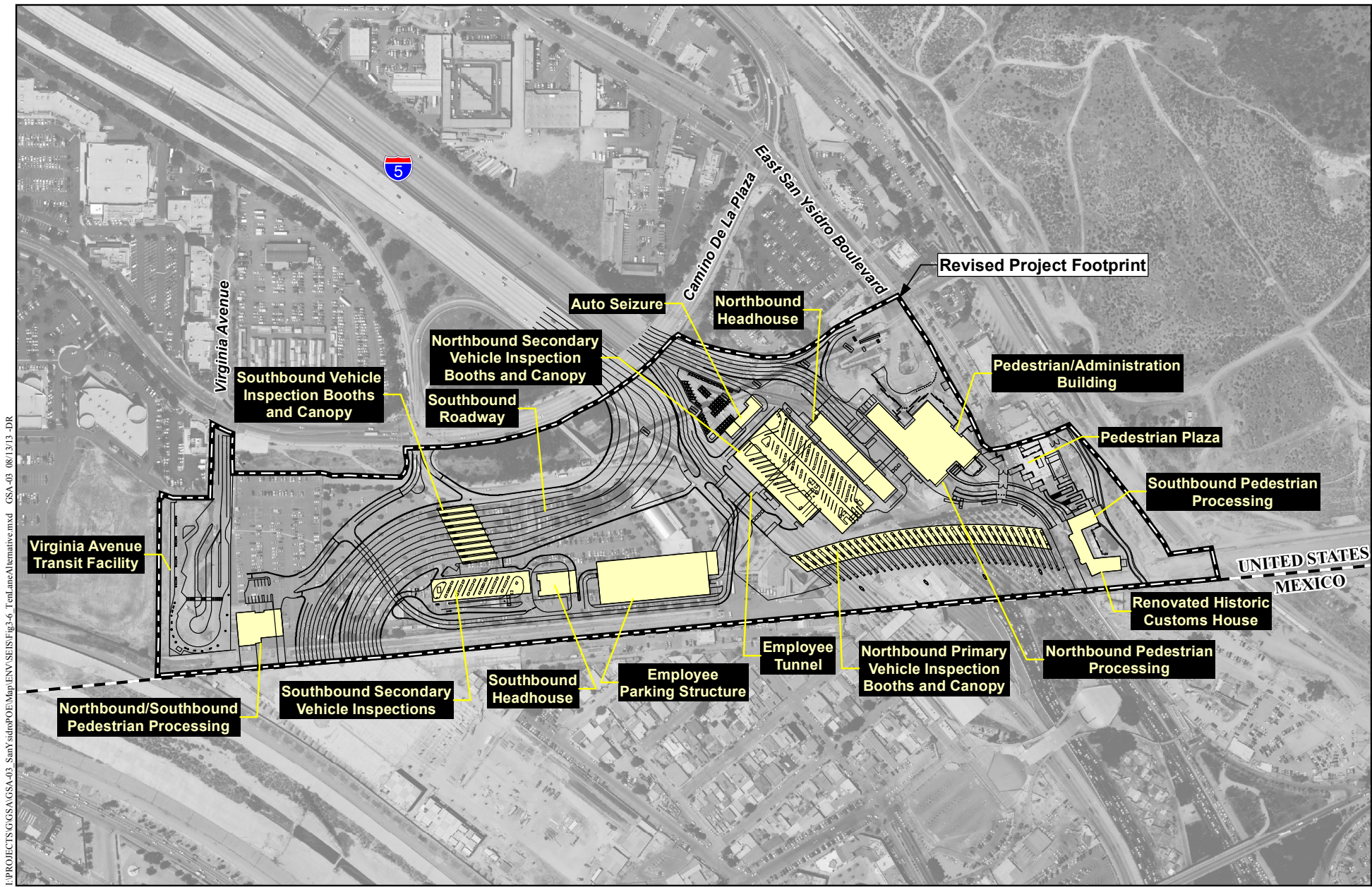
## Six-lane Alternative Concept

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Figure 3-5





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## Ten-lane Alternative Concept

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Figure 3-6

**Table 3-2  
SUMMARY OF LPOE CAPACITY CHANGES BY PHASE – REVISED PROJECT**

Facilities	Six-lane Alternative			Ten-lane Alternative			No Action Alternative		
	Phase I	Phase II	Phase III	Phase I	Phase II	Phase III	Phase I	Phase II	Phase III
<b>Northbound</b>									
Primary Inspection Lanes									
Vehicular lanes	24	24	33	24	24	33	23	23	30
Bus lanes	1	1	1	1	1	1	1	1	1
Total lanes	25	25	34	25	25	34	24	25	31
Primary Inspection Booths	46	46	63	46	46	63	47	47	61
Secondary Inspection Spaces	47	47	60	47	47	60	36	36	53
Secondary Inspection Booths	5	5	14	5	5	14	5	5	14
Pedestrian Crossings	2 (1 on east side and 1 on west side)	2 (1 on east side and 1 on west side)	2 (1 on east side and 1 on west side)	2 (1 on east side and 1 on west side)	2 (1 on east side and 1 on west side)	2 (1 on east side and 1 on west side)	1 expanded facility on east side	1 expanded facility on east side	1 expanded facility on east side
<b>Southbound</b>									
Vehicular Lanes	5	5	6 opening up to 19	5	5	10 opening up to 19	5 <sup>1</sup>	5 <sup>1</sup>	6 opening up to 19 <sup>1</sup>
Primary Inspection Booths	0	0	6	0	0	10	0	0	0
Secondary Inspection Spaces	0	0	12	0	0	20	0	0	17
Secondary Inspection Booths	0	0	3	0	0	3	0	0	9
Pedestrian Crossings	2 (1 on east side and 1 on west side; central crossing removed)	2 (1 on east side and 1 on west side; central crossing removed)	2 (1 on east side and 1 on west side; central crossing removed)	2 (1 on east side and 1 on west side; central crossing removed)	2 (1 on east side and 1 on west side; central crossing removed)	2 (1 on east side and 1 on west side; central crossing removed)	1 on east side; central crossing removed <sup>2</sup>	1 on east side; central crossing removed <sup>2</sup>	2 (1 on east side and 1 on west side; central crossing removed)

<sup>1</sup> Reflects changed circumstances due to changes implemented by Mexico (construction and operation of El Chaparral LPOE and construction of a temporary southbound roadway in Mexico).

<sup>2</sup> Reflects changed circumstances due to the temporary southbound roadway in Mexico and the resulting closure of the southbound pedestrian crossing in the central area of the LPOE.

**Table 3-3  
ANTICIPATED PERMITS AND APPROVALS  
REQUIRED FOR THE REVISED PROJECT**

<b>Permit or Approval</b>	<b>Agency</b>
Presidential Permit	U.S. Department of State (DOS)
Clean Water Act Section 404 Nationwide Permit*	U.S. Army Corps of Engineers (Corps)
Section 401 Water Quality Certification*	Regional Water Quality Control Board (RWQCB)
National Pollutant Discharge Elimination System (NPDES)*	State Water Resources Control Board
General Groundwater Extraction Waste Discharge Permit	RWQCB
Permits to Operate emergency generators	San Diego Air Pollution Control District (SDAPCD)
Section 106 consultation	State Historic Preservation Officer (SHPO), pursuant to the National Historic Properties Act (NHPA)
GSA Public Buildings Service Commissioner approval of project design*	GSA
Temporary Construction Easement*	Caltrans
Temporary Construction Easement and Permanent Easement*	City

Asterisk denotes those required for the proposed modifications that comprise the Revised Project (in addition to the other elements of the Approved Project that have not changed).