FINAL

San Ysidro Port of Entry
Reconfiguration Mobility Study

Prepared for:

America's Finest City
THE CITY OF SAN DIEGO

Prepared by:

PB PARSONS BRINCKERHOFF

ESTRADA Land Planning

January 2010

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1.0 STUDY PURPOSE

The San Ysidro Port of Entry (POE) is the busiest international land crossing along the United States-Mexico border, and is the busiest port of entry in the world.[1] Each day, over 50,000 vehicles and 54,000 pedestrians cross the border from Mexico to the United States. Border crossers come on foot and in cars, buses, and shuttles. These border crossers are funneled through the U.S. Customs & Border Protection (CBP) border inspection facilities and converge north of the border before dispersing throughout the San Ysidro and South Bay communities, the San Diego region, and the state (**Figure 1**). Transportation facilities and services available to transport border crossers to their destinations include Interstates 5 (I-5) and 805 (I-805), local streets, the San Diego Trolley light rail (Trolley), local public buses, private intercity buses, shuttles, jitneys, and taxis. While there are many transportation options available, the large volumes of people and vehicles, and the configuration of transportation facilities and services at the border, has resulted in conflicts and inefficiencies in circulation, service provision, and mobility.

FIGURE 1: LOCATION MAP

[1] *Economic Impacts of Wait Times at the San Diego-Baja California Border, Final* Report, January 19, 2006, San Diego Association of Governments and Caltrans, District 11, Forward, p. v.

The General Services Administration (GSA) has plans to upgrade and expand both pedestrian and vehicular border inspection facilities at the San Ysidro POE (**Figure 2**). The three-phased plan extends on both the east and west sides of I-5, with the first two phases focused on the east. The GSA plans will accommodate higher volumes of people and vehicles and affect existing circulation and facilities, further exacerbating the transportation and mobility conflicts and deficiencies at the border. Pedestrian border crossings (including those who arrive at or depart from the border via public and private transit) are projected to increase by over 40 percent by 2014 to approximately 78,000 daily north- and southbound crossings.[2]

FIGURE 2: GSA PREFERRED ALTERNATIVE

The San Ysidro community has long been at the heart of border activity, yet has not fully benefited or capitalized on the large volumes of people crossing the border and traveling to and through the community. Community members and business and property owners have identified improved access to the community and economic development as key goals to support community enhancement and revitalization. They understand that better integrating transportation, land use, urban design, and economic opportunities at the border is critical to promoting successful linkages to the community and community-wide economic development.

In response to GSA border facility expansion plans and anticipated growth in border crossings, the City of San Diego applied for and received a Caltrans Community-Based Transportation

[2] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study (*KOA Corporation, April 30, 2009*),* page 55.

Planning Grant to evaluate border expansion issues and conduct a mobility study to develop concepts to address circulation, access, and community integration at the border. This study accomplishes the following:

- Identifies existing and future conflicts and deficiencies in transportation, circulation, and access at the border.
- Establishes transportation facility needs for autos, light rail, public buses, private buses, jitneys, shuttles, taxis, bicycles, and pedestrians.
- Addresses integration of border facilities, circulation, and access with the San Ysidro community.
- Creates a concept for reconfiguring border transportation facilities to address the conflicts, deficiencies, access, and needs.

The study builds on existing transportation infrastructure and services, and past transportation studies of the border area.[3] It also takes into account the relationship of border transportation, circulation, and access to community planning goals in an effort to support a future update of the San Ysidro Community Plan. While the GSA expansion plans span both sides of the freeway, the study focuses primarily on the implications of the first two phases for the transportation facilities and services on the east side of I-5. The study's border reconfiguration mobility concept concentrates on consolidating transportation services and facilities on the east side of I-5 into an Intermodal Transportation Center (ITC) to reduce conflicts; improve efficiencies and access; become a gateway to the community, region, state, and country; and act as a catalyst for community economic development in San Ysidro. The broader study area relative to GSA's three-phased expansion plans, and the east-side study focus area (where GSA Phase 1 and 2 plans will occur) are shown in **Figure 3**.

The study mobility analysis and reconfiguration concept is the first step toward defining a new ITC for the San Ysidro POE, and will set the direction for future phases that will include more detailed site design, environmental analysis, community integration, funding strategies, and project implementation.

[3] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study (*KOA Corporation, April 30, 2009*)* and *San Ysidro Mobility Strategy (*Kimley-Horn and Associates, Inc., January 2009)

FIGURE 3: FULL AND FOCUSED STUDY AREAS

2.0 PROJECT CONTEXT

2.1 EXISTING SETTING

The San Ysidro POE is located at the southern end of the community of San Ysidro in the City of San Diego. According to the City of San Diego:

> More than a century of settlement and development makes San Ysidro a changing, dynamic community with a village atmosphere. The architectural and cultural qualities from its evolving history have been retained and are captured in this village feel. San Ysidro began as an experiment to preserve rural America and has emerged as a multicultural area attempting to maintain its sense of community. Some neighborhoods are characterized by older homes with well-tended gardens where residents know their neighbors while newer, urban neighborhoods and infill development have recently added to the mix of housing stock. Commercial activity occurs along the historic San Ysidro Boulevard and in the new Las Americas Center on Camino de la Plaza. Cohesion of the community is fragmented by the Trolley system, and Interstates 5 and 805. In 1996, 776 acres in the community plan area [43%] were designated as a redevelopment project area. San Ysidro is a community that is both a small town and bustling city; a gateway to San Diego and the United States.[4]

The San Ysidro POE extends east-west along the international border from the freight railroad tracks on the east to the southbound pedestrian crossing adjacent to the west side of I-5 at Camiones Way (**Figure 4**). I-5 terminates at the border with vehicles required to pass through southbound and northbound vehicular crossing inspection facilities.

Currently 24 northbound GSA inspection lanes are provided for vehicles and one inspection lane is provided for buses entering the U.S. About two miles north of the border, I-805 splits from I-5. On the west side of I-5, at the southern end of Camiones Way, there is a southbound-only pedestrian border crossing. Adjacent to this crossing, at the Camiones Way cul-de-sac, there are curbside facilities for public and private bus access, taxis, jitneys, and private auto pick-up/drop-off. On the east side of I-5 immediately north of the POE pedestrian border crossing facilities, a variety of regional and inter-regional transportation facilities and services mix with the local street system and land uses. In this area, which is bounded by the border on the south, I-5 on the west, the freight railroad tracks on the east, and Camino de la Plaza on the north, there is currently a functioning commotion of transportation and commercial activity that accommodates pedestrian border crossers, including:

- CBP passenger border inspection facilities and offices
- San Diego Trolley light rail tracks and station
- A transportation “circle” that provides space for:
  - Metropolitan Transit System (MTS) local public buses
  - Taxis
  - Private jitneys
  - Private cross-border shuttles

[4] San Diego Community Profile: San Ysidro, http://www.sandiego.gov/planning/community/profiles/sanysidro/index.shtml

  - Private intercity bus facilities
  - Informal private vehicle passenger drop-off/pick-up
- East San Ysidro Boulevard, including the Camino de la Plaza intersection and the I-5 northbound freeway ramps/Rail Court intersection
- Pedestrian plaza and sidewalks
- CBP employee and private parking lots
- Retail, restaurant, office, and motel land uses

The I-5 on- and off-ramps penetrate the center of this eastside site, providing the most direct access to and from the community and commercial areas along San Ysidro Boulevard. The following section describes the existing transportation context on both the east and west sides of I-5 in more detail.

FIGURE 4: EXISTING SAN YSIDRO PORT OF ENTRY (POE)

2.1.1 Border Area Transportation Facilities and Services

2.1.1.1 Freeways and Access Ramps

I-5 terminates at the San Ysidro POE. Five southbound lanes take autos, trucks, buses, and other vehicles to the border crossing facilities to enter Mexico. Approximately 500 feet north of the POE, the last southbound freeway on- and off-ramps connect to Camino de la Plaza at Camiones Way, providing access to and from the San Ysidro community. Northbound, all vehicles are funneled into five northbound freeway lanes after exiting one of the 24 border inspection stations. Immediately north of the POE facilities, the first northbound on- and off-ramps provide community access via a connection to the intersection of East San Ysidro Boulevard at Rail Court, which is also the entrance to the existing transportation center. Due to the configuration of the border crossing facilities, the northbound off-ramp is only accessible from the three easternmost lanes exiting the POE inspection facilities (see **Figure 4**).

Approximately one-half mile north of the border, I-805 splits from I-5. I-5 continues north along San Diego Bay toward Chula Vista, National City and downtown San Diego, while I-805 veers inland. I-5 on- and off-ramps provide additional access to the San Ysidro community at Via de San Ysidro and West San Ysidro Boulevard. I-805 provides access ramps to the north end of East San Ysidro Boulevard.

2.1.1.2 Street Network

East San Ysidro Boulevard, on the east side of I-5, is the primary north-south arterial street in the community and study area. It extends from the freeway ramps at Rail Court on the south, northward through the community's commercial core. After crossing under I-805, its name changes to West San Ysidro Boulevard to its terminal at State Route (SR) 905. South of Camino de la Plaza, East San Ysidro Boulevard is one lane in the northbound direction and two lanes in the southbound direction with no on-street parking. North of Camino de la Plaza, East San Ysidro Boulevard widens to two lanes northbound and three lanes southbound to Border Village Road, then narrows again to one lane in each direction, with some segments containing dual-way center left-turn lanes. On-street parking is time restricted on the east side of the street. Development along the street is generally characterized by a mix of smaller-scale, older street frontage, strip commercial, and retail services. Sidewalks on both sides of the street provide pedestrian access to retail and other commercial uses. Between Camino de la Plaza and the freeway on- and off-ramps at Rail Court, the San Diego Trolley light rail parallels the east side of the street. The entire street, including the segment with the Trolley, contains numerous driveway access points across the sidewalks and light rail tracks.

One block north of the I-5 northbound freeway ramps/Rail Court intersection, East San Ysidro Boulevard intersects with Camino de la Plaza. Camino de la Plaza is the primary east/west arterial street in the study area. It spans I-5 about a 1,000 feet north of the POE, connecting the east and west sides of the San Ysidro community. The first intersection west of the freeway is the southbound freeway on- and off-ramps at Camiones Way. Camiones Way leads to a large, private parking lot (that primarily serves border crossers) and ends in a cul-de-sac at a southbound-only pedestrian border crossing. Several curbside facilities for public and private bus access, taxis, jitneys, and private auto pick-up/drop-off are provided adjacent to the crossing on Camiones Way. Further west, Camino de la Plaza intersects with Virginia Avenue and continues westward to provide access to Las Americas shopping center. East of the freeway and East San Ysidro Boulevard, Camino de la Plaza turns into East Beyer Boulevard,

although most traffic on Camino de la Plaza turns to and from East San Ysidro Boulevard to access the community's commercial core. Camino de la Plaza is generally two lanes in each direction with left-turn lanes at intersections. On-street parking is not allowed along the roadways within the study area. It is lined mostly with parking lots and driveway access points with little developed street frontage or pedestrian activity. On the segment spanning the freeway, taxis queue along the curb adjacent to the eastbound lanes to wait for open stalls at the transit center.

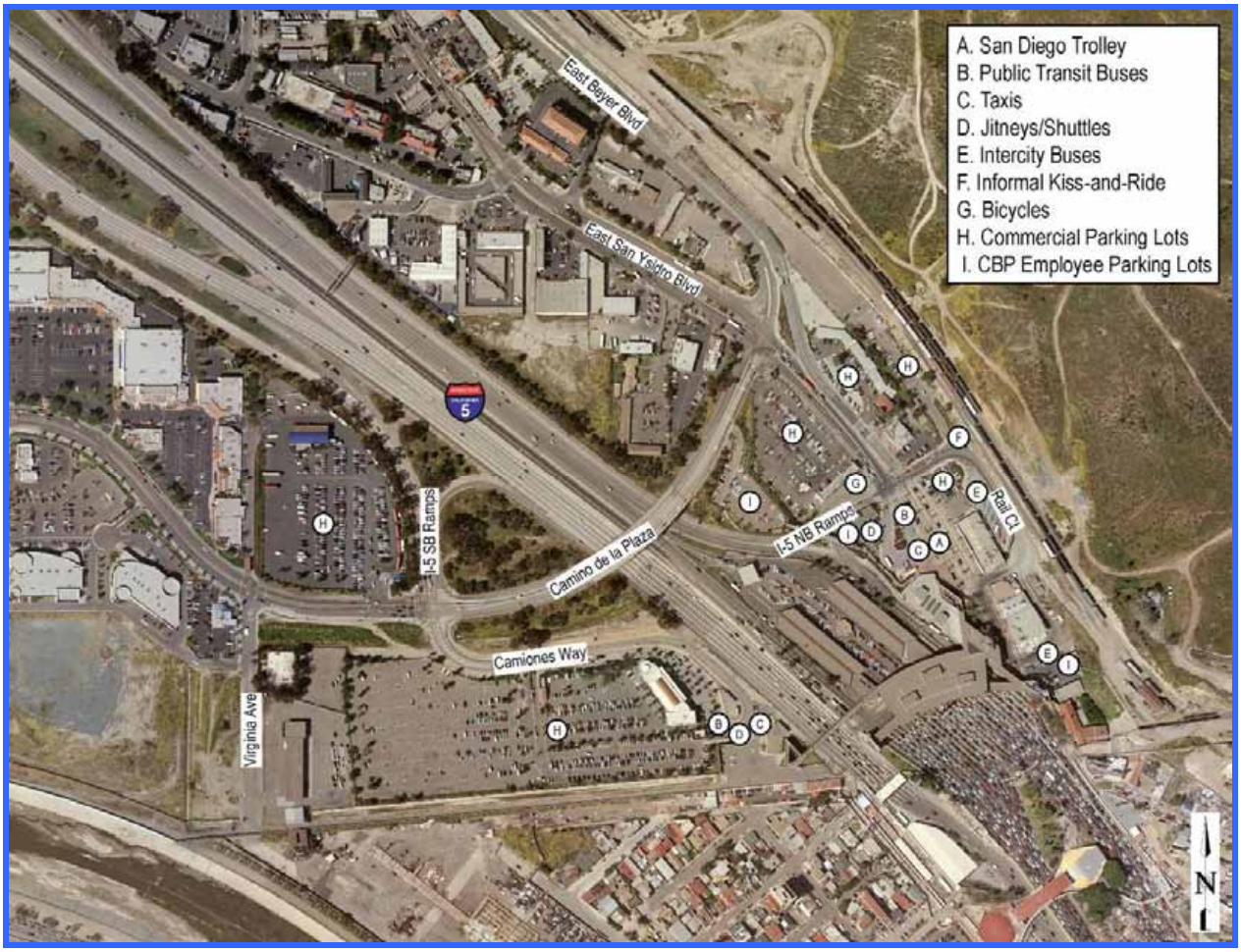
2.1.1.3 Public and Private Transit and Transportation Facilities and Services

East of I-5

The area east of I-5 immediately north of the POE consists of a wide variety of transportation facilities and services aimed at the large volumes of pedestrians crossing the border in both north- and southbound directions. The San Diego Trolley and local buses provide public transit access to and from the POE at the San Ysidro/International Border Station and adjacent bus transit center (Rail Court). In addition to public transit, taxis, private jitneys, and shuttle buses use the transit center. Separate from the Trolley station and transit center but adjacent to these facilities, private intercity bus companies provide facilities and services for pedestrian border crossers. In addition to these transportation services, several private parking lots just north of the Trolley station, transit center, and intercity bus facilities serve those who wish to park near the border and walk across. Finally, informal auto passenger pick-up and drop-off also occurs in the vicinity of these public and private transportation facilities. A more detailed description of the public and private transportation facilities and services is included below (**Figure 5**).

San Diego Trolley. The San Diego Trolley San Ysidro/International Border Station is the southern terminal of the Trolley Blue Line. The Blue Line extends north through Chula Vista, National City, and downtown San Diego to its northern terminal at Old Town, and connects with the Orange and Green Lines in downtown San Diego and Old Town, respectively. The San Ysidro Station is the busiest station on the 53-mile Trolley light rail system with over 20,000 trip ends (ons and offs) a day in 2008. The Trolley operates with three- and four-car trains serving San Ysidro approximately every 7.5 minutes during the weekday peak periods and 15 minutes during weekday off-peak and weekends. The station consists of two tracks and three passenger platforms (side and center platforms), which are approximately 100 feet from the northbound pedestrian border crossing bridge exit, providing convenient access to Trolley services.

FIGURE 5: PUBLIC AND PRIVATE TRANSPORTATION FACILITIES AND SERVICES



Public Transit Buses. Two MTS bus routes serve the transit center adjacent to the Trolley station at the San Ysidro POE. Characteristics of these local bus routes are shown in **Table 1**.

Table 1: San Ysidro POE MTS Bus Service

MTS Route	Weekday Vehicle Trips	Weekday Peak Frequency	Weekend Peak Frequency	Weekday Daily Ridership San Ysidro Blvd/Int'l Border		Weekday Daily Ridership Camiones Way/Int'l Border	
				Boardings	Alightings	Boardings	Alightings
929	63	15	30	922	593	11	517
932	66	15	20	784	658	N/A	528

Source: SANDAG 2008 Passenger Counting Program

There are three bus bays designated for these routes in the transit center, including one layover bay. Like the Trolley, the public transit bus bays are approximately 100 feet from the northbound pedestrian border crossing bridge exit, providing convenient access to local bus services.

Taxis. Privately operated taxis deliver and pick up passengers at the transit center. There are three designated spaces for taxis to wait for passengers within the transit center circle. Up to 30 additional taxis queue along the curb adjacent to the eastbound travel lanes of the Camino de la Plaza span over the freeway waiting for one of the three designated spaces in the transit center to become available. The taxi drivers can see the transit center from the bridge span. The first driver in the queue moves into an open space.

Jitneys/Shuttles. There are also three spaces available in the transit center for private, licensed jitneys and shuttle buses. The jitneys operate on quasi-fixed routes, primarily transporting passengers between the border crossing and swap meets located on the west side of the freeway. Shuttle buses include those operating within the community as well as cross-border shuttles that access I-5 via the freeway ramps to get to and from the vehicular border crossing.

Intercity Buses. Up to 15 intercity bus companies provide service to the POE using facilities east of the Trolley station and transit center behind retail storefronts that line the Trolley platform and southbound pedestrian crossing access. Several of these companies have ticketing offices on the site. Passengers wait at minimal facilities where 10 diagonal parking stalls for these buses line the back of the retail buildings. Pedestrian access to the waiting area is via indirect and incomplete pathways that conflict with circulating buses. One intercity company boards passengers at the far southern end of the site adjacent to the southbound pedestrian crossing. The intercity buses access the facilities via Rail Court through the intersection of East San Ysidro Boulevard/Rail Court/northbound freeway ramps. To depart, these buses must make a U-turn at the cul-de-sac adjacent to the bus parking stalls or circulate around the retail buildings and through the pedestrian area at the front of the stores and near the Trolley station and transit center.

Kiss-and-Ride. There is no formal designated area within the POE vicinity for private auto passenger drop-off and pick-up (kiss-and-ride). As a result, kiss-and-ride occurs in a somewhat chaotic manner, but most often along Rail Court and in the Jack in the Box parking lot, both just east of the Trolley tracks. Given the volume of pedestrians crossing the border, there is a high occurrence of kiss-and-ride activity.

Bicycles. Approximately 100 bicycle racks are located at the northwest corner of the East San Ysidro Boulevard/northbound freeway ramps/Rail Court intersection. Field observations indicate that there is very little demand for these bicycle facilities. However, there is a northbound bicycle inspection lane at the border crossing. Bicyclists can cross the border to or from Tijuana using the existing and planned bicycle facilities network in San Ysidro. Currently, no bicycle facilities are provided along East San Ysidro Boulevard, Camino de la Plaza, or East Beyer Boulevard. The City of San Diego Bicycle Master Plan (May 2002) calls for a Class III bikeway for East Beyer Boulevard, which would connect Otay Mesa Road and the San Ysidro Trolley Station. This improvement is considered to be a top priority proposed bikeway project. Several secondary proposed bikeway projects include a Class II or III bikeway along Camino de la Plaza connecting Dairy Mart Road with East San Ysidro Boulevard and a Class II or III bikeway along San Ysidro Boulevard connecting Dairy Mart Road with the San Ysidro Trolley Station. **Figure 6** displays the existing and proposed bike route and lane facilities in the San Ysidro community that connect with the San Ysidro Border Crossing.[5]

Parking Lots. Six parking areas exist between the POE and Camino de la Plaza. Three of these are GSA employee facilities not available to the public. The other three are privately operated fee lots with over 450 spaces, catering to people crossing the border. One is accessible from East San Ysidro Boulevard, and the other two from Rail Court.

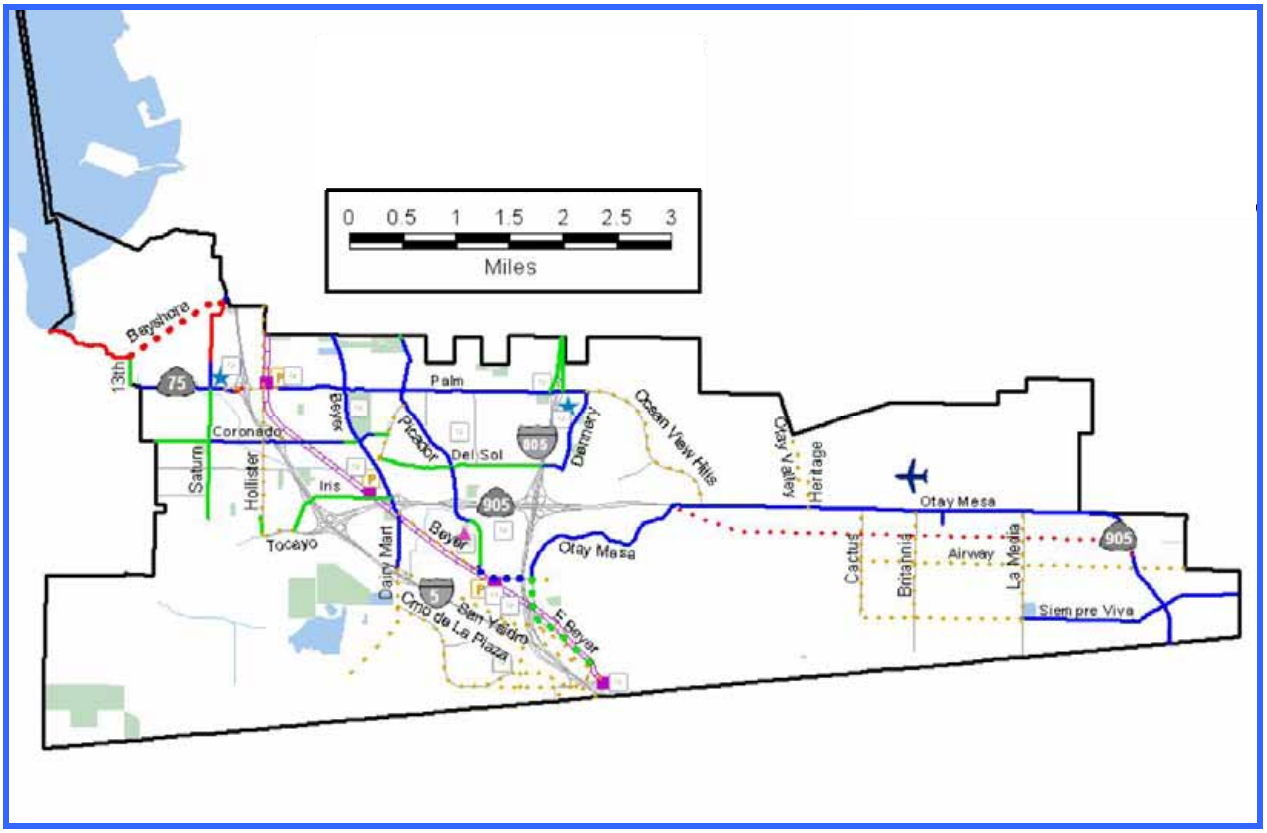
Other Activity. In addition to the public bus, taxi, jitney, and shuttle use of the transit center, the center includes space for emergency vehicles, transit supervisor and maintenance vehicles, and public safety vehicles. Another, somewhat problematic use at and near the POE transportation facilities, is the presence of “wildcat” transportation operators. Wildcatters provide illegal transportation services that compete with legal public and private providers. They often wait for passengers either in spaces designated for legal uses, or in areas that impact traffic circulation and create access conflicts.

All of these transportation services obtain access to their respective transportation facilities through the intersection of East San Ysidro Boulevard/northbound freeway ramps/Rail Court. This access activity, combined with auto access to and from the freeway, internal community circulation in the area, and the large number of pedestrians that continue their trips to San Ysidro on foot through the intersection and along East San Ysidro Boulevard, has resulted in multiple demands on limited space and a variety of conflict points.

Finally, limited commercial and retail uses are scattered throughout the area between the POE and Camino de la Plaza. These uses include retail, restaurant, and service businesses adjacent to and south of the Trolley platforms, and the Jack-in-the-Box and a motel on East San Ysidro Boulevard between the transit center and Camino de la Plaza. The community’s core commercial area is north of Camino de la Plaza, a short distance away from the transient activity adjacent to the border.

[5] City of San Diego Bicycle Master Plan, May 2002, page 67

FIGURE 6: SAN YSIDRO COMMUNITY EXISTING AND PLANNED BICYCLE FACILITIES



LEGEND

- Existing Class 1 Bikeway
- Existing Class 2 Bikeway
- Existing Class 3 Bikeway
- Top Priority Proposed Class 1 Bikeway
- Top Priority Proposed Class 2 Bikeway
- Top Priority Proposed Class 3 Bikeway
- Top Priority Proposed Class 2 or 3 Bikeway
- Other Proposed Class 1 Bikeway
- Other Proposed Class 2 or 3 Bikeway
- Existing Bicycle Parking Facility
- Proposed Bicycle Parking Facility
- Existing Amenity Facility
- San Diego Trolley and Station
- Coaster Commuter Rail and Station
- Proposed Transit Station
- Park-and-Ride
- Colleges/Universities
- Stadiums/Arenas
- Airports
- Activity Centers
- Parks

West of I-5

On the west side of I-5 at the southern end of Camiones Way, there is a southbound-only pedestrian border crossing. Public and private buses, taxis, jitneys, and kiss-and-ride provide access to this crossing. However, the primary access for southbound border crossers in this location is by driving and parking at a large private parking lot near the crossing.

Public Transit Buses. MTS Routes 929 and 932 have a stop at the southbound pedestrian border crossing along the cul-de-sac curb of Camiones Way. Both of these routes also serve the east side POE, travel north along East San Ysidro Boulevard and continue through Chula Vista and National City (Route 929 travels on Third Avenue and Highland Avenue, while Route 932 travels along Broadway and National City Boulevard). Route 932 terminates at the 8th Street Trolley Station in National City. Route 929 terminates in downtown San Diego. Frequencies and ridership are shown in **Table 1**.

Taxis/Jitneys. Taxis and jitneys also provide access to the southbound border crossing along the curb at the terminal of Camiones Way.

Parking Lots. Between the border and Camino de la Plaza, along Camiones Way, there is a privately owned 1,178-space parking lot adjacent to the southbound pedestrian border crossing. This fee lot serves as public parking for border crossers and customers of the Duty Free America store located adjacent to the lot. North of Camino de la Plaza, another 600 space commercial fee lot serves border crossers and adjacent commercial buildings.

2.1.2 Border Crossings

Vehicular. In 2008, 13.7 million northbound vehicles crossed the border at the San Ysidro POE to enter the U.S., including almost 88,000 buses. These vehicles carried over 26.0 million people. Most likely as a result of the global economic crisis and security concerns in Mexico, the 2008 number is down from a high of 17.7 million vehicles carrying 34.4 million people in 2004.[6] While southbound vehicular border crossing data for 2008 are not available, the general assumption can be made that a balanced travel demand exists and a similar number of vehicles cross southbound from the U.S. into Mexico on an annual basis. Vehicles crossing the border at the San Ysidro POE primarily use I-5 and I-805 to and from the region. Those with origins in the San Ysidro community access the border via the southbound ramps off Camino de la Plaza. Those with destinations in San Ysidro access the community via northbound ramps to East San Ysidro Boulevard.

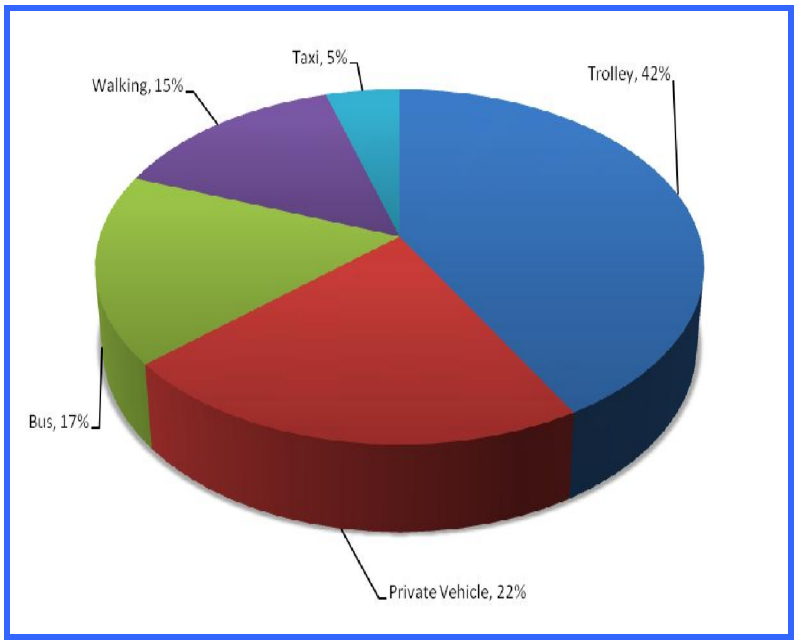
Pedestrian. In addition to people crossing into the U.S. by car or bus, approximately 7.3 million northbound pedestrians walked across the border at the San Ysidro POE in 2008 (also down from the 9.4 million northbound pedestrian crossings in 2004), according to the U.S. Department of

[6] www.sandag.org: U.S. Department of Transportation, Research and innovation Technology Administration, Bureau of Transportation Statistics, Border Crossing/Entry Data, based on the U.S. Department of Homeland Security, Customs and Border Protection.

Transportation.[7] In January 2009, KOA Corporation (KOA) conducted on-site directional pedestrian counts over an 18-hour period (3:00 AM–9:00 PM) and extrapolated the data to a 24-hour daily pedestrian count. According to the KOA data, 54,000 daily pedestrians (31,400 northbound and 22,700 southbound) cross the border each day, with 3,400 crossing during the morning peak hour and 3,900 crossing during the evening peak hour.[8] Work and shopping are the primary trip purposes for pedestrians crossing the border, comprising almost two-thirds of all pedestrian trips. Other trip purposes include tourism, school, business/social, and medical trips.[9]

Pedestrian Mode of Access. The San Diego Trolley is, by far, the primary mode of access to and from the San Ysidro POE for pedestrians crossing the border on foot, with almost 42 percent of border pedestrians using the Trolley (**Figure 7**).[10] Other access modes to and from the San Ysidro pedestrian POE include private vehicles (pick-up/drop-off) (22 percent), public and private buses (17 percent), and taxis (5 percent). Over 14 percent remain pedestrians walking to and from the San Ysidro community.[11] Extrapolating data from the numbers of northbound pedestrian border crossings in 2008, these pedestrians generate over 2.0 million walking trips, or an average of almost 6,000 pedestrian trips a day radiating from the border.[12]

FIGURE 7: SAN YSIDRO POE EXISTING PEDESTRIAN MODE OF ACCESS



Source: *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009)

[7] www.sandag.org: U.S. Department of Transportation, Research and innovation Technology Administration, Bureau of Transportation Statistics, Border Crossing/Entry Data, based on the U.S. Department of Homeland Security, Customs and Border Protection.

[8] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009), page 11.

[9] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009), page 12.

[10] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009), page 13.

[11] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009), page 13.

[12] Assuming 7.3 million northbound pedestrian crossings X 2 (for return trips) X 14.5% pedestrian mode of access to border = 2.1 million walk access/365 days/year = 5,800 walking trips to and from the San Ysidro POE.

Public Transit Ridership: As a result of high volumes of pedestrian border crossers accessing the POE via Trolley, Trolley trip ends (ons and offs) at the San Ysidro/International Border Station exceeded 20,000 each weekday (or over 6.4 million annually[13]) in 2008, making this station, by far, the highest volume station in the light rail system (serving over five times more passengers than the second highest volume station).[14] As shown in **Table 1**, ridership on MTS buses average approximately 3,000 passenger ons and offs each weekday at the two border crossing bus stops.

2.1.3 Area Traffic Analysis

The following section summarizes the existing mobility elements and primarily focuses on the area closest to the existing POE.

2.1.3.1 Traffic Volumes

Traffic volumes at the study intersections during the weekday AM peak period (7:00 AM to 9:00 AM) and PM peak period (4:00 PM to 6:00 PM) were obtained in May 2008. These traffic volumes are shown in Figures 3-3 and 3-4 contained in the *San Ysidro Land Port of Entry (LPOE) Station Expansion Traffic Study* (KOA Corporation, April 30, 2009). In addition, the daily traffic volumes were obtained from the KOA report (Table 3-1).

Table 2 summarizes the total number of vehicles passing through each respective intersection during the peak hour as well as the daily traffic volumes along some of the roadway segments in the study area. As shown in the table, the intersection of Camino de la Plaza and the I-5 southbound ramps has the highest peak-hour volume going through the intersection in both peak periods. It should also be noted that the majority of vehicles traveling during the peak periods pass through the study intersections during the PM peak hour.

2.1.3.2 Traffic Operations

Intersections and Roadway Segments

The 2000 *Highway Capacity Manual (HCM)* published by the Transportation Research Board (TRB) establishes a system whereby highway facilities are rated for their ability to process traffic volumes. The terminology “level of service” is used to provide a “qualitative” evaluation based on certain “quantitative” calculations, which are related to empirical values.

[13] Based on a 320 day annualization factor
[14] SANDAG Passenger Counting Program, www.SANDAG.org

Table 2: Existing Traffic Volume Summary

		Peak Hour/Daily [a]	Existing
INTERSECTIONS [b]			
1	Camino de la Plaza & Virginia Ave	AM	454
		PM	1,457
2	Camino de la Plaza & I-5 Southbound Ramps	AM	979
		PM	2,701
3	East San Ysidro Blvd & Camino de la Plaza/East Beyer Blvd	AM	950
		PM	1,952
4	East San Ysidro Blvd & I-5 Northbound Ramps	AM	817
		PM	1,083
ROADWAY SEGMENTS [c]			
Camino de la Plaza between Virginia Ave and I-5 Southbound Ramps		ADT	17,205
Camino de la Plaza between I-5 Southbound Ramps and East San Ysidro Blvd		ADT	17,300
Camiones Way south of Camino de la Plaza		ADT	11,599

Note:
a) Peak-Hour traffic volumes represent the conditions at the intersections and daily traffic volumes represent the conditions along the roadway segments
b) Traffic volumes represent the total number of vehicles passing through an intersection during the peak hour.
c) Traffic volumes represent the daily (24-hour) volumes along each respective roadway segment.

Level of service (LOS) for signalized intersections is defined in terms of delay, which is a measure of driver discomfort, frustration, fuel consumption, and loss of travel time. Specifically, LOS criteria are stated in terms of the average control delay per vehicle for the peak 15-minute period within the hour analyzed. The average control delay includes initial deceleration delay, queue move-up time, and final acceleration time in addition to the stop delay. The LOS for unsignalized intersections is determined by the computed or measured control delay and is defined for each minor movement. At a one-way or two-way stop control intersection, the delay reported represents the worst movement, which is typically the left turns from the minor street approach. The criteria for the various LOS designations are provided in **Table 3**.

Table 3: LOS Criteria for Intersections

LOS	Signalized Control Delay (sec/veh) [a]	Unsignalized Average Control Delay (sec/veh) [b]	Description
A	≤10.0	≤10.0	Operations with very low delay and most vehicles do not stop.
B	>10.0 and ≤20.0	>10.0 and ≤15.0	Operations with good progression but with some restricted movement.
C	>20.0 and ≤35.0	>15.0 and ≤25.0	Operations where a significant number of vehicles are stopping with some backup and light congestion.
D	>35.0 and ≤55.0	>25.0 and ≤35.0	Operations where congestion is noticeable, longer delays occur, and many vehicles stop. The proportion of vehicles not stopping declines
E	>55.0 and ≤80.0	>35.0 and ≤50.0	Operations where there is significant delay, extensive queuing, and poor progression.
F	>80.0	>50.0	Operations that are unacceptable to most drivers, when the arrival rates exceed the capacity of the intersection.

Notes:
(a) 2000 *Highway Capacity Manual*, Chapter 16, Page 2, Exhibit 16-2
(b) 2000 *Highway Capacity Manual*, Chapter 17, Page 2, Exhibit 17-2

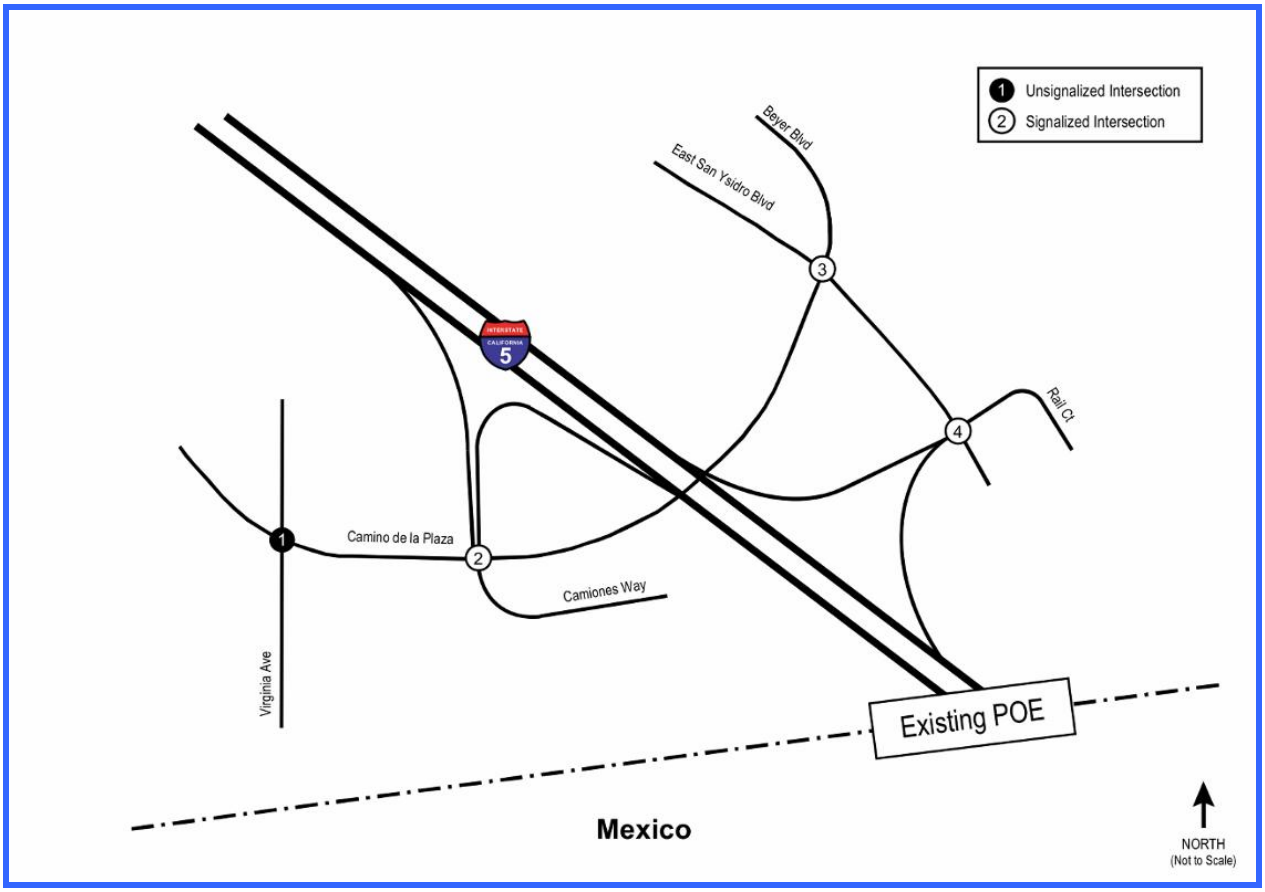
The LOS for roadway segments are based on comparing the average daily traffic (ADT) volumes along a roadway segment to the capacity assigned to that roadway segment depending on the classification of the roadway. The acceptable thresholds for roadway segments vary from a low of 6,500 ADT for a collector to a high of 70,000 ADT for an expressway. Additional LOS thresholds for other roadway facilities can be found in Table 2 of the *City of San Diego Traffic Impact Study Manual, July 1998*.

As discussed earlier, the focused study area is located near the existing POE. The following four key intersections were identified in the focused study area:

1. Camino de la Plaza & Virginia Avenue
2. Camino de la Plaza & I-5 southbound ramps
3. East San Ysidro Boulevard & Camino de la Plaza/East Beyer Boulevard
4. East San Ysidro Boulevard & I-5 northbound ramps/Rail Court

All of these intersections are signalized except for the Virginia Avenue/Camino de la Plaza intersection, which is stop-controlled on Virginia Avenue. **Figure 8** illustrates the key intersections within the focused study area.

FIGURE 8: FOCUSED AREA STUDY INTERSECTIONS



The LOS results for the study intersections and roadway segments are taken from the *San Ysidro Land Port of Entry (LPOE) Station Expansion Traffic Study* (KOA Corporation, April 30, 2009). As shown in **Table 4**, all intersections currently operate at an acceptable LOS C or better during both peak periods. However, field observations during the peak periods indicate much worse operations with queues occasionally extending back into adjacent intersections. The results shown in the table do not take into account the effects of queuing, and the actual delay and operations are slightly worse than what is reported.

As shown in **Table 5**, both segments of Camino de la Plaza function at an acceptable LOS. However, Camiones Way functions at LOS F since the ADT obtained along the roadway is greater than its capacity.

Table 4: Existing Intersection LOS Summary

Intersection		Peak Hour	Existing Conditions	
			Delay [a]	LOS [b]
1	Camino de la Plaza & Virginia Ave	AM	11.7	B
		PM	23.6	C
2	Camino de la Plaza & I-5 Southbound Ramps	AM	23.6	C
		PM	30.2	C
3	East San Ysidro Blvd & Camino de la Plaza/East Beyer Blvd	AM	16.4	B
		PM	8.4	A
4	East San Ysidro Blvd & I-5 Northbound Ramps	AM	21.3	C
		PM	19.5	B

Source: *San Ysidro Land Port of Entry (LPOE) Station Expansion Traffic Impact Study* (KOA Corporation, April 30, 2009), Table 3-3.

Notes:
(a) Delay refers to the average control delay for the entire intersection, measured in seconds per vehicle.
(b) LOS calculations are based on the methodology outlined in the *2000 Highway Capacity Manual* and performed using Traffix 7.9/8.0

Table 5: Existing Roadway Segment LOS Summary

Roadway Segment	Classification	LOS E Capacity	ADT	LOS
Camino de la Plaza				
Virginia Ave to I-5 Southbound Ramps	3-lane Collector	22,500	17,205	D
I-5 Southbound Ramps to East San Ysidro Blvd	3-lane Major	30,000	17,300	B
Camiones Way				
South of Camino de la Plaza	2-lane Collector (commercial/industrial fronting property)	8,000	11,599	F

Source: *San Ysidro Land Port of Entry (LPOE) Station Expansion Traffic Impact Study* (KOA Corporation, April 30, 2009), Table 3-1.

Queuing

Queuing at intersections was not specifically addressed as part of the traffic analysis contained in the *San Ysidro Land Port of Entry (LPOE) Station Expansion Traffic Study* (KOA Corporation, April 30, 2009). The traffic analysis analyzed each intersection as an isolated intersection and did not take into account queues that spilled back into adjacent intersections. As a result, queues could impact the operations of adjacent intersections and the results could be worse than what was previously reported.

2.1.4 Existing Conflicts and Deficiencies

The general mobility context of the area adjacent to the San Ysidro POE can be characterized by:

- Large volumes of pedestrian and vehicular border crossings.
- A high demand for transportation services.
- A wide variety of transportation modes and services converging on the area.

This unique situation at the San Ysidro POE strains and challenges the circulation system, infrastructure, and community. It both creates and results in conflicts, inefficiencies, and deficiencies for transportation access and community enhancement. Specific conflicts and deficiencies that exist at the San Ysidro POE are discussed below and shown in **Figure 9**.

2.1.4.1 Circulation and Traffic

Traffic and circulation conflicts and deficiencies in the study area include:

A. **Competing Modes at Northbound I-5 Freeway Ramps/East San Ysidro Boulevard/Rail Court Intersection.** The northbound I-5 on- and off-ramps connect directly to East San Ysidro Boulevard at Rail Court and the entrance to the transit center. This requires auto and truck traffic traveling between the freeway and the San Ysidro community to travel through this multimodal intersection where buses, taxis, jitneys, shuttles, and the Trolley access the POE. While the traffic analysis indicates an acceptable LOS at this intersection, the variety of modes competing for access, combined with the large volumes of pedestrians crossing the intersection, and the Trolley crossing gates which lower 16 times an hour during peak periods to allow Trolley passage to the border station, result in ongoing conflicts throughout the day.

B. **Limited Access to Northbound I-5 Off-Ramp.** The exit from northbound I-5 to East San Ysidro Boulevard is located within a few hundred feet of the northbound vehicular POE. Due to the configuration of the POE inspection facilities, only the four easternmost crossing lanes (out of 24 lanes) can access the off-ramp, limiting the value of the off-ramp for northbound border crossers desiring to access the San Ysidro community.

C. **Indirect Freeway Access to Community Commercial Core.** The San Ysidro community and commercial core (and future pilot village) are primarily north of Camino de la Plaza. Camino de la Plaza provides the most direct arterial street access to the northern community. Funneling all northbound freeway traffic through the on- and off-ramps at East San Ysidro Boulevard and Rail Court creates an indirect route for traffic to and from the heart of the community and commercial core and compounds the vehicular conflicts at the ramp ingress/egress.

FIGURE 9: EXISTING CONFLICTS AND DEFICIENCIES IN STUDY AREA

A. Competing Modes at Northbound I-5 Freeway Ramps/East San Ysidro Boulevard/Rail Court Intersection
B. Limited Access to Northbound Off-Ramp
C. Indirect Freeway Access to Community Commercial Core
D. Limited Capacity along East San Ysidro Boulevard South of Camino de la Plaza
E. Frequent Trolley Crossing Gate Closures that Impact Access
F. Lack of Kiss-and-Ride Facilities that Contribute to Circulation Conflicts
G. Illegal Wildcatters that Contribute to Confusion and Disorder
H. Camiones Way South of Camino de la Plaza Operates at LOS F
I. Competition with Multiple Users at Entrance to Transit Center
J. Inadequate Facilities for Public Buses
K. At-Grade Crossings that Impede Trolley Operations
L. Inability to Increase Trolley Frequency
M. Substandard Intercity Bus Circulation and Constrained Operating Space
N. Inadequate Intercity Bus Facilities
O. Lack of Staging Areas for Taxis
P. Limited Pedestrian Plaza Area
Q. Inadequate Pedestrian Walkways to Intercity Bus Waiting Facilities
R. Undesirable Southbound Pedestrian Border Crossing Facilities
S. Pedestrian Volumes that Exceed Crosswalk Capacity
T. Pedestrian Conflicts at At-Grade Trolley Crossings
U. Lack of Pedestrian-Friendly Sidewalks and Routes
V. GSA Parking Access is through the Transit Center
W. Encumbered Access to and from Private Parking Lots
X. Weak Connections/Linkage between Border Area Businesses and Community
Y. Minimal Investment in Property and Businesses
Z. Border Lacks Image as Gateway

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D. Limited Capacity Along East San Ysidro Boulevard South of Camino de la Plaza. East San Ysidro Boulevard north of Camino de la Plaza is three lanes southbound and two lanes northbound with additional left-turn lanes at the Camino de la Plaza intersection. South of Camino de la Plaza, East San Ysidro Boulevard narrows to two lanes southbound and one lane northbound (with additional capacity at intersections). Given that this southern segment provides the only access to the transit center, freeway ramps, parking lots, and businesses, and accommodates many large buses, the narrower street segment imposes limits on efficient circulation and access.

E. Frequent Trolley Crossing Gate Closures that Impact Access. The San Diego Trolley light rail tracks parallel the east side of East San Ysidro Boulevard from Camino de la Plaza to the transit center at the POE. The tracks cross Rail Court at-grade on the eastern leg of East San Ysidro Boulevard/Rail Court. They also cross two driveways to a motel and a Jack-in-the-Box restaurant. At 7.5-minute peak-period frequency in each direction, the grade crossing gates lower 16 times an hour, impeding access to Rail Court for intercity buses, businesses, and a commercial parking lot. These at-grade rail crossings aggravate the competing demands for access in the area.

F. Lack of Kiss-and-Ride Facilities that Contribute to Circulation Conflicts. There are no formal facilities at the transit center or in the vicinity of the POE for private auto pick-up and drop-off (kiss-and-ride) for pedestrians crossing the border. As a result, kiss-and-ride informally occurs in several locations, primarily in the Jack-in-the-Box parking lot on the northeast corner of East San Ysidro Boulevard and Rail Court and along Rail Court itself. Autos traveling through the area while drivers look for an available place to stop, and autos waiting in areas that impede traffic, result in circulation conflicts for other traffic in the area.

G. Illegal Wildcatters that Contribute to Confusion and Disorder. Licensed taxis, jitneys, and shuttles have legal access and designated passenger loading zones in the transit center. However, there are a number of illegal operators ("wildcatters") that wait and load passengers throughout the area, including along Rail Court. Like kiss-and-ride activity, these wildcatters exacerbate the confusion and disorder associated with passenger pick-up and drop-off outside the formal transit center and intercity bus facilities.

H. Camiones Way South of Camino de la Plaza Operates at LOS F. Because Camiones Way, south of Camino de la Plaza is a two-lane street that provides access to

both an 1,100-space parking lot and the southbound pedestrian crossing on the west side of I-5, it experiences high traffic volumes on a daily basis and functions at LOS F.[15]

2.1.4.2 Transit (Bus and Rail), Taxis, Jitneys, Shuttles

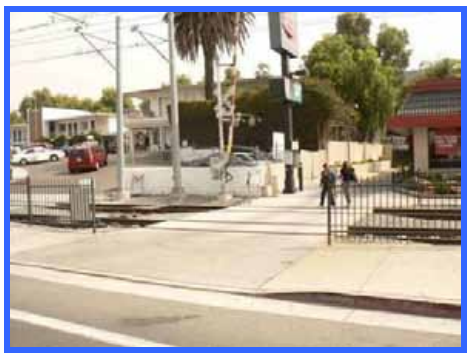
Conflicts and deficiencies that affect transit, taxis, jitneys, and shuttles include:

I. Competition with Multiple Users at the Entrance to Transit Center. As discussed in "A" above, the entrance and access to the transit center is located on the southern leg of the intersection of East San Ysidro Boulevard/Northbound freeway ramps/ Rail Court. Buses, taxis, jitneys, shuttles, transit supervisor and maintenance vehicles, and public safety and emergency vehicles use the transit center facilities. In addition, GSA employees must travel through the transit center to access an approximate 20-space employee parking lot adjacent to the center. There is no transition for this volume and variety of trips between the transit center and the public intersection where these transit center vehicles compete for access through the intersection with freeway ramp traffic, intercity buses turning to/from Rail Court, private autos accessing parking and businesses or loading/unloading passengers, and pedestrians crossing the intersection. The entrance layout and multiple demands on the intersection create a challenging environment for transit center access.

J. Inadequate Facilities for Public Buses. In addition to facilities for taxis, jitneys, and shuttles, there are two standard bus stops along the outside curb of the POE transit center, one bus layover zone in the median, and median curb space for two transit supervisor or maintenance vehicles. MTS would prefer to have three bus stops along the curb, including one for an articulated bus.

K. At-Grade Crossings that Impede Trolley Operations. As noted in "E" above, the Trolley has an at-grade crossing at Rail Court, two at-grade driveway crossings along East San Ysidro Boulevard and a third driveway crossing just east of East San Ysidro Boulevard on East Beyer Boulevard. These four at-grade crossings within a relatively short distance in this highly active area result in the potential for both vehicular and pedestrian conflicts. This operating environment requires slower Trolley speeds and can impede efficient operations as the Trolley approaches its terminal station.

[15] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study*, Table 3-1 (KOA Corporation, April 30, 2009).



L. **Inability to Increase Trolley Frequency.** The San Diego Trolley Blue Line between the international border and downtown San Diego is the heaviest traveled segment on the system, often reaching and exceeding passenger capacity at peak load points during peak periods. More frequent service (additional trips) would help accommodate passenger demand either now or in the future. However, increasing frequency would require a third track at the San Ysidro/International Border Station to accommodate end of line layovers and operations. There are currently only two tracks at the border station.

M. **Substandard Intercity Bus Circulation and Constrained Operating Space.** Intercity buses access passenger loading areas via Rail Court. Because they enter and exit at the same location, these large buses must either make a U-turn just south of the ten diagonal intercity bus bays, or circulate around the retail facilities through a poorly defined access alley behind the businesses and continue along a substandard width roadway in front of the businesses. Inadequate roadway space inhibits general operations and turning movements for these large buses, and is compounded by the fact that pedestrians share the narrow roadway to access waiting areas and businesses.

N. **Inadequate Intercity Bus Facilities.** Passenger waiting facilities for the intercity bus carriers lack standard passenger amenities for transit stations or stops such as sufficient waiting space off the parking and travel ways, benches, shelters, and signage. In particular, passenger loading for southernmost carriers occurs in the parking lot and driveway. Ticketing offices are not centralized for passenger convenience.

O. **Lack of Staging Areas for Taxis.** The existing transit center has three stalls for taxis to wait for passengers. Up to 30 taxis queue on the Camino de la Plaza bridge to wait their turns to move into an available taxi stall in the transit center. This improvised staging area currently works because the taxi drivers have a line of sight

from the bridge to the transit center, and there is sufficient curb lane space on the bridge for the queue. There is no dispatching or other communication to manage and control taxi access to the transit center. Should this informal approach break down (i.e., line-of-sight blocked or parking restrictions imposed on the bridge), the staging area would be lost.

2.1.4.3 Pedestrian

Pedestrian conflicts and deficiencies in the study area include:

P. **Limited Pedestrian Plaza Areas.** The northbound POE pedestrian bridge delivers pedestrians onto a relatively small plaza area between the GSA facilities, transit center, and Trolley station given the pedestrian volumes exiting the bridge. That plaza area also houses an intercity bus ticketing building, from which waiting lines often extend into the plaza area, and accommodates southbound pedestrian cross traffic. The limited space, high pedestrian volumes, and competing uses result in an often crowded plaza area.

Q. **Inadequate Pedestrian Walkways to Intercity Bus Waiting Facilities.** As discussed in "M" above, to access the intercity bus passenger waiting area off Rail Court, pedestrians must walk in the narrow roadway shared with buses and autos or along a substandard sidewalk past dumpsters and other obstructions, then follow a narrow pathway up a hill to the intercity bus loading area. For those passengers needing to walk between the northern and southern intercity bus loading areas, there are no pedestrian facilities along the alley access connecting the two.

R. **Undesirable Southbound Pedestrian Border Crossing Facilities.** Pedestrians crossing into Mexico from the east side of I-5 must access the southbound pedestrian crossing facilities located on the west side of I-5 via a pedestrian bridge over the freeway lanes. To access the bridge, pedestrians must walk up steep 8 percent grade ramps, which are not ADA (Americans with Disabilities Act) compliant. Approaches are also missing curb cuts and adequate lighting inside the passageways. On the bridge section over I-5, border crossers are exposed to sun and rain due to the lack of cover. In general, the bridge crossing lacks amenities and inhibits pedestrians.

S. **Pedestrian Volumes that Exceed Crosswalk Capacity.** The *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009) identified insufficient sidewalk landing capacity for pedestrians at the East San Ysidro Boulevard/I-5 Northbound Freeway Ramps/Rail Court intersection. The high pedestrian volumes at this intersection currently result in pedestrian LOS D at the northwest and southeast

intersection crosswalk landings and pedestrian LOS F at the northeast crosswalk landing, causing pedestrians to spill into the street at the corners and in the crosswalk.[16]

T. **Pedestrian Conflicts at At-Grade Trolley Crossings.** As identified in "K" above, the San Diego Trolley at-grade street and driveway crossings create conflicts with both vehicles and pedestrians. At the Rail Court at-grade crossing, pedestrians waiting at the intersection can get caught between the tracks and the down crossing gate. Pedestrians use the driveway at-grade crossings at access points between the sidewalk and the businesses.

U. **Lack of Pedestrian-Friendly Sidewalks and Routes.** The pedestrian pathway along East San Ysidro Boulevard, south of Camino de la Plaza leading from the border crossing to the San Ysidro commercial core, is generally not pedestrian friendly. It is lined with parking, driveways, rail tracks, and street traffic. Few businesses front the street to create a pleasant pedestrian environment. As a result, there is no physical draw or visual connection from the border to the community and commercial core. For pedestrians crossing between the east and west sides of I-5, the Camino de la Plaza bridge is also an isolated and unfriendly pedestrian pathway.

2.1.4.4 Parking

Parking conflicts and deficiencies in the study area include:

V. **GSA Parking Access is Through the Transit Center.** The GSA has a small, approximately 20-space employee parking lot that is only accessible through the transit center. The introduction of autos and other GSA vehicles into the transit center circulation and loading activities creates an undesirable mixture of these vehicles with border transportation services.

W. **Encumbered Access to and from Private Parking Lots.** There are two private commercial parking lots that obtain access from Rail Court east of East San Ysidro Boulevard, and one that is accessed from southbound East San Ysidro Boulevard. These parking lots create a "destination" point for autos in a confined area that primarily serves as a connection point and pass-through for most other vehicles. These "destination" autos exacerbate the access and circulation conflicts with other transportation modes and pedestrians in the area. In addition, there are no left turns from the commercial lot and several business lots on East San Ysidro Boulevard

[16] San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study, KOA Corporation, April 30, 2009, Table 2-5.

requiring drivers accessing these lots to travel circular routes and make U-turns in the key intersection at the entrance to the transit center to access and exit these lots. Finally, the four points of access to all parking lots on the east side of East San Ysidro Boulevard (including the one on East Beyer Boulevard) requires vehicles to cross the Trolley tracks.

2.1.4.5 Land Use and Economic Development

A few land use and development-related deficiencies can be identified in the study area, including:

X. **Weak Connections/Linkages Between Border Area Businesses and Community.** There is weak connection between the border area businesses and the community due to the traffic, circulation, access, and pedestrian conflicts and barriers from the border facilities along East San Ysidro Boulevard to Camino de la Plaza.

Y. **Minimal Investment in Property and Businesses.** Many properties and businesses between Camino de la Plaza and the border are either underdeveloped or candidates for reinvestment. Given the volume of people that pass through the border area on a daily basis, it appears that existing development at and near the border has yet to take full advantage of the market opportunities in the area.

Z. **Border Lacks Image as Gateway.** Given that the San Ysidro border is one of the busiest border crossings in the world, it lacks an image as a gateway to the community, region, and country. The facilities and businesses lack a unique architecture or iconic design that would announce to border crossers that they are entering or leaving the country. As a result, the community and region are not able to take advantage of the gateway to create a sense of place that would help support economic activity.

2.2 PROJECTED 2030 SETTING

Over the next 20 years, vehicular and pedestrian border crossings are projected to grow by almost two-thirds. The GSA has a three-phase plan to expand the existing San Ysidro POE to improve capacity, operational efficiency, security, and safety for cross-border travelers and federal agencies. And, there are several planned private developments that may also alter travel patterns in the border area, including the Las Americas – East Parcel Site Plan project on the west side of I-5, which proposes a 100,000–300,000 square-foot community shopping center.

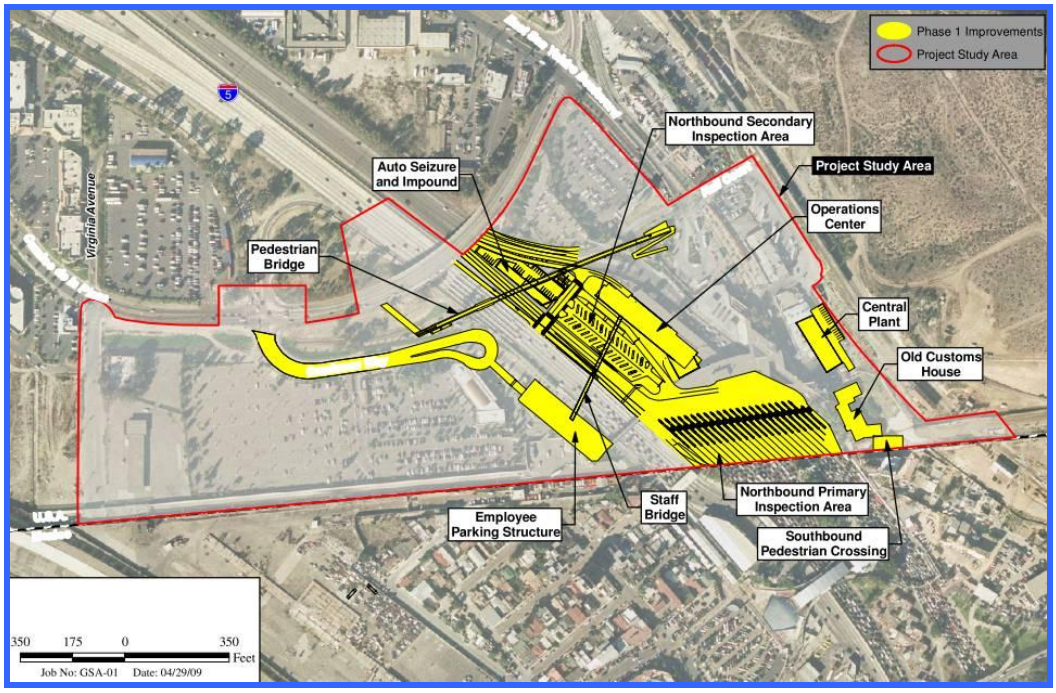
2.2.1 General Services Administration (GSA) Plans

The GSA expansion project would demolish most of the existing border inspection and support facilities and construct new facilities. The new facilities would include new primary and secondary inspection areas, an administration building, a pedestrian building, a central plant, one pedestrian bridge, a parking structure, and other support structures. The expansion would consist of approximately 210,000 gross square feet (gsf) of building space, 31 northbound inspection lanes, 6 southbound inspection lanes, 2 new southbound pedestrian crossings, and a new southbound roadway connecting with Mexico's planned El Chaparral POE facility.

Phases 1 and 2. The first two phases of the GSA expansion project primarily consist of improvements on the east side of I-5 (**Figure 10** and **Figure 11**). These east-side improvements include reconfiguration of the northbound vehicle facilities to increase inspection processing, operational efficiency, expansion of pedestrian facilities, reconfiguration of the eastern operational area, and construction of new support buildings. On the west side of I-5, Camiones Way would be truncated north of its existing terminal and a new GSA employee parking lot would be built between the new Camiones Way cul-de-sac and the border. A new pedestrian bridge would span the freeway lanes to provide connections between the southbound pedestrian crossing on the west and the northbound pedestrian crossing on the east. A second employee-only pedestrian bridge would connect the west-side employee parking lot to east-side GSA facilities.

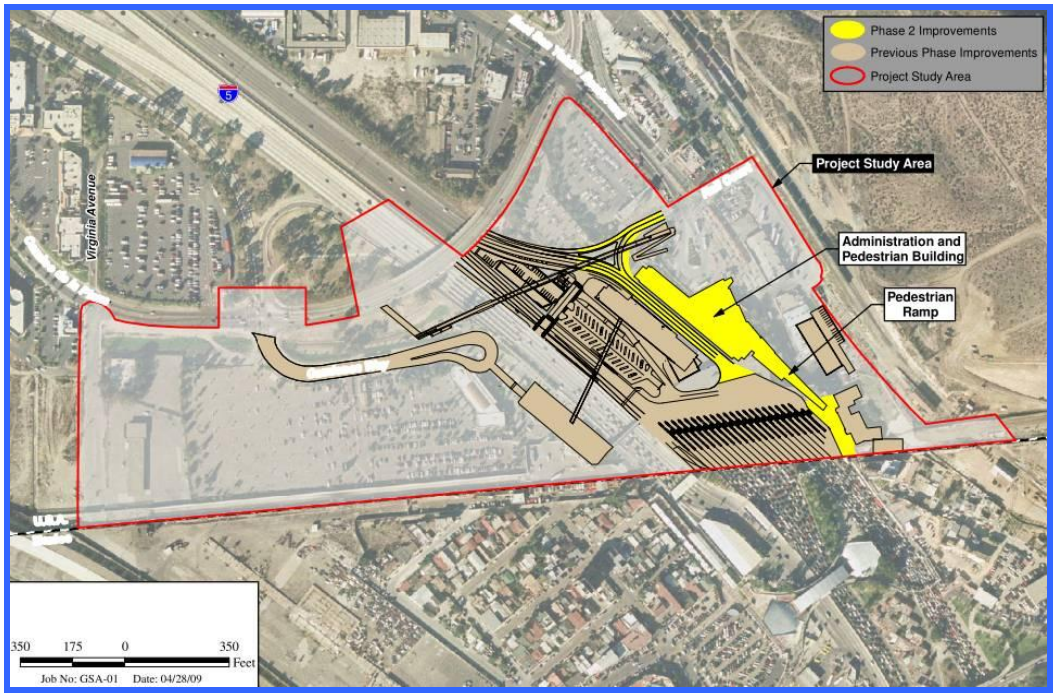
Phase 3. GSA Phase 3 would occur entirely on the west side of I-5. Phase 3 consists of the removal of Camiones Way and the large commercial border parking lot to accommodate a significant realignment of the southbound I-5 freeway lanes to the west. The realigned freeway lanes would connect with Mexico's planned El Chaparral POE facility just east of Virginia Avenue (**Figure 12**). Additional northbound vehicle inspection lanes would be constructed in the void left by the realigned southbound lanes. A new GSA employee parking lot would be located between the realigned freeway lanes and the border. Virginia Avenue would be enhanced and would include transit turn-around and loading areas near a new pedestrian crossing at its connection with the border. The pedestrian bridge over the freeway would be extended to Virginia Avenue. Phase 3 is a longer-term plan that is dependent on coordination with Mexico's new POE facilities and connecting roadways.

FIGURE 10: GSA PREFERRED ALTERNATIVE – PHASE 1 IMPROVEMENTS



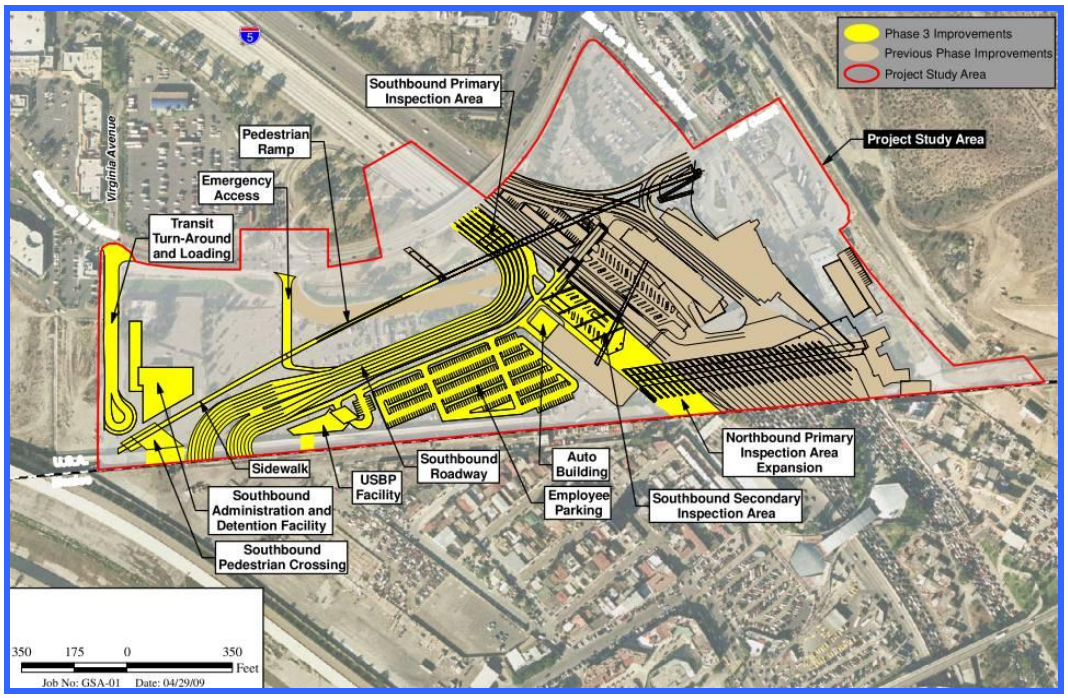
Source: *San Ysidro Land Port of Entry Improvements Project Draft Environmental Impact Statement* (GSA, May 2009)

FIGURE 11: GSA PREFERRED ALTERNATIVE – PHASE 2 IMPROVEMENTS



Source: *San Ysidro Land Port of Entry Improvements Project Draft Environmental Impact Statement* (GSA, May 2009)

FIGURE 12: GSA PREFERRED ALTERNATIVE – PHASE 3 IMPROVEMENTS



Source: *San Ysidro Land Port of Entry Improvements Project Draft Environmental Impact Statement* (GSA, May 2009)

2.2.2 Traffic and Circulation

2.2.2.1 Traffic Volumes

Table 6 summarizes the total number of vehicles passing through each respective intersection during the peak hour and along the roadway segments for the Year 2030 scenario and compares these traffic volumes with Existing Conditions. Year 2030 traffic volumes have been adjusted up by a 62.7 percent growth factor[17] as determined from a comparison of future year and existing San Diego Association of Governments (SANDAG) travel forecasts.

Table 6: Year 2030 Projected Traffic Volume Summary

		Peak Hour/ Daily [a]	Existing	Year 2030
INTERSECTIONS [b]				
1	Camino de la Plaza & Virginia Ave	AM	454	1,079
		PM	1,457	3,263
2	Camino de la Plaza & I-5 Southbound Ramps	AM	979	1,498
		PM	2,701	4,144
3	East San Ysidro Blvd & Camino de la Plaza/East Beyer Blvd	AM	950	1,701
		PM	1,952	3,656
4	East San Ysidro Blvd & I-5 Northbound Ramps	AM	817	1,460
		PM	1,083	2,049
ROADWAY SEGMENTS [c]				
Camino de la Plaza between Virginia Ave and I-5 Southbound Ramps		ADT	17,205	28,638
Camino de la Plaza between I-5 Southbound Ramps and East San Ysidro Blvd		ADT	17,300	27,248
Camiones Way south of Camino de la Plaza		ADT	11,599	6,624

Note:
a) Peak-Hour traffic volumes represent the conditions at the intersections and daily traffic volumes represent the conditions along the roadway segments
b) Traffic volumes represent the total number of vehicles passing through an intersection during the peak hour.
c) Traffic volumes represent the daily (24-hour) volumes along each respective roadway segment.

In addition, traffic volumes associated with a planned expansion of Las Americas (Las Americas – East Parcel Site Plan) were added to the intersections in the study area. This project is located south of Camino de la Plaza and west of Virginia Avenue. At the time of this study, the current project consists of approximately 147,000 square feet of gross leasable area, which corresponds to an estimated trip generation of 308 AM peak-hour trips (185 in, 123 out) and 1,027 PM peak-hour trips (514 in, 513 out). These project trips were distributed through the study intersections based on existing travel patterns in the area, which generally consisted of 60 percent of the trips traveling to/from the east and 40 percent of the trips traveling to/from the west.

[17] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009).

As shown in **Table 6**, the number of vehicles passing through each respective intersection and along the roadway segments is expected to increase between the Existing and Year 2030 scenarios. As is true in Existing Conditions, the majority of peak-hour trips would occur in the PM peak hour. Also, the intersection of Camino de la Plaza and the I-5 southbound ramps/Camiones Way would continue to be the most heavily used intersection.

2.2.2.2 Traffic Operations

Intersections and Roadway Segments

Table 7 summarizes the LOS for the study intersections under the Year 2030 scenario, which includes the project trips related to the GSA expansion project and the proposed Las Americas – East Parcel Site Plan project. In addition, the analysis included the improvements associated with several intersections as a result of impacts related to the GSA project. At the Camino de la Plaza and Virginia Avenue intersection, the identified improvements consisted of constructing a traffic signal at this location and widening Camino de la Plaza to include a second westbound through lane. At the Camino de la Plaza & I-5 southbound ramps intersection, the identified improvement consisted of restriping the I-5 southbound ramps to an exclusive left, shared-through-right, and exclusive right lanes.

Table 7: Year 2030 Study Area Projected Intersection LOS Summary

Intersection		Peak-Hour	Year 2030 Conditions	
			Delay [a]	LOS [b]
1	Camino de la Plaza & Virginia Ave[c]	AM	17.8	B
		PM	26.5	C
2	Camino de la Plaza & I-5 Southbound Ramps[c]	AM	18.0	B
		PM	**94.5**	**F**
3	East San Ysidro Blvd & Camino de la Plaza/East Beyer Blvd	AM	38.0	D
		PM	**91.8**	**F**
4	East San Ysidro Blvd/Northbound Freeway Ramps/Rail Ct	AM	25.3	C
		PM	**65.0**	**E**

Notes:
Bold and Shaded values indicate intersections operating at LOS E or F.
(a) Delay refers to the average control delay for the entire intersection, measured in seconds per vehicle.
(b) LOS calculations are based on the methodology outlined in the 2000 *Highway Capacity Manual* and performed using Synchro 7.
(c) Improvements associated with the GSA's impacts have been assumed to be constructed and in operation.

As shown in the table, all intersections would operate at an acceptable LOS D or better except at the following locations:

- Camino de la Plaza & I-5 southbound ramps/Camiones Way (LOS F – PM Peak)
- East San Ysidro Boulevard & Camino de la Plaza/East Beyer Boulevard (LOS F – PM Peak)
- East San Ysidro Boulevard/I-5 northbound ramps/Rail Court (LOS E – PM Peak)

Although the analysis already assumes improvements at the Camino de la Plaza & I-5 southbound ramps intersection, the additional traffic volumes from the Las Americas – East Parcel Site Plan project worsens the traffic conditions during the PM peak-hour at most of the study intersections.

Table 8 summarizes the LOS for the roadway segments under the Year 2030 scenario. As shown in the table, the segment of Camino de la Plaza between Virginia Avenue and the I-5 southbound ramps worsens to a LOS F condition. With the reconfiguration of the I-5 southbound lanes in Phase 3, Camiones Way is removed along with the large commercial border parking lot.

Table 8: Year 2030 Roadway Segment LOS Summary

Roadway Segment	Classification	LOS E Capacity	ADT	LOS
Camino de la Plaza				
Virginia Ave to I-5 Southbound Ramps	3-lane Collector	22,500	28,638	F
I-5 Southbound Ramps to East San Ysidro Blvd	4-lane Major	40,000	27,248	C

Source: *San Ysidro Land Port of Entry (LPOE) Station Expansion Traffic Impact Study* (KOA Corporation, April 30, 2009), Table 5-1.

Queuing

As noted in the queuing discussion in Section 2.1.3.2, the analysis shown in the table does not take into account the effects of queues that would spill back into adjacent intersections. As a result, the delays could actually be worse than what is reported.

2.2.3 Border Crossing Projected Growth

The same 62.7 percent growth rate determined for vehicular border crossings (see Section 2.2.2) was applied to existing pedestrian border crossing data to estimate the Year 2030 pedestrian crossings at the POE facility.[18] This growth rate reflects growth used by GSA and SANDAG Series 10 forecast models developed specifically for the San Ysidro POE Expansion project.

Table9 summarizes the expected pedestrian crossings at the POE facility in the Year 2030. As shown in the table, there would be 88,000 daily projected pedestrian crossings and 5,500 and 6,000 projected pedestrian crossings during the AM and PM peaks, respectively.

Table 9: Year 2030 Projected Pedestrian Border Crossings at San Ysidro POE

	Existing Pedestrian Crossings	Growth Factor	Year 2030 Pedestrian Crossings[(a)]
AM Peak	3,400[(a)]	62.7%	5,500
PM Peak	3,900[(a)]		6,000
Daily Total	54,100[(a)]		88,000
Daily Northbound	31,400		51,100
Daily Southbound	22,700		36,900

Source: *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009)

Note:
(a) Includes the total pedestrians processed in both directions at the POE facility.

[18] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009).

2.2.4 2030 Setting Implications for Conflicts and Deficiencies

The GSA border inspection facility expansion plans and projected growth in border crossings by 2030 have implications for the existing circulation and mobility in the border area. In general, the projected 2030 condition will exacerbate the existing condition conflicts and deficiencies discussed in Section 2.1.4. More specifically:

- Projected growth in vehicular and pedestrian border crossings will contribute to the circulation and mobility conflicts and deficiencies discussed in Section 2.1.4 and shown in **Figure 9**.
- Projected growth in pedestrian border crossings will increase the demand for transportation services at the border, requiring more capacity for Trolley, bus and taxi/jitney/shuttle/kiss-and-ride facilities, and increases in transit and intercity bus service frequencies.
- Projected growth in pedestrian border crossings will result in pedestrian LOS E and F during the morning and afternoon peak periods at the northeast, northwest and southeast sidewalk landings at the intersection of East San Ysidro Boulevard/I-5 Northbound Ramps/Rail Court.[19]
- The GSA Phase 1 expansion plan (the central plant) encroaches onto the southernmost intercity bus ticketing, waiting, and loading areas, eliminating (without proposing replacement) of these facilities. This expansion also impacts existing retail and commercial businesses in this southern location on the site.
- The GSA Phase 1 expansion plan includes a new pedestrian bridge over I-5 to connect pedestrians to the southbound border crossing. The new bridge landings on both the west and east sides of the freeway lengthen the walking distance to the southbound crossing.
- The GSA Phase 1 expansion plan will add a southbound pedestrian crossing on the east side of I-5 (currently the only southbound pedestrian crossing is on the west side of I-5). This will create a new pedestrian circulation pattern on the east side of I-5 through an area that is currently somewhat isolated, constrained, and not pedestrian-friendly.
- The GSA Phase 1 expansion plan will truncate Camiones Way further from the southbound border crossing, removing bus, taxi, jitney, shuttle, and kiss-and-ride access further from the border and increasing walking distance for travelers from transportation connections on Camiones Way to the border crossing.
- The GSA Phase 2 expansion plan extends the Administration and Pedestrian Building into the existing pedestrian plaza area, shrinking the space available for pedestrian circulation on the site even while increases in pedestrian border crossings are projected.
- The GSA Phase 3 expansion plan calls for realigning the southbound I-5 lanes to the west, eliminating the 1,178-space commercial parking lot and Camiones Way. Vehicular access to the new southbound crossing would be from Virginia Avenue, which will alter travel patterns and traffic volumes on the west side of the freeway, particularly at the Virginia Avenue/ Camino de la Plaza intersection.
- Elimination of the large parking lot on the west side of I-5 as part of GSA Phase 3 expansion plans could push demand for border parking into the community.

[19] *San Ysidro Land Port of Entry (LPOE) Expansion Mobility Study* (KOA Corporation, April 30, 2009), Table 10-3.

- The elimination of Camiones Way as part of GSA Phase 3 expansion plans shifts transit connections to the southbound border crossing to Virginia Avenue, which will require new passenger loading areas and result in a change in transit operations. Loading areas for taxis, jitneys, shuttles, and kiss-and-ride vehicles will also be required on Virginia Avenue.

3.0 PUBLIC INVOLEMENT AND OUTREACH

The San Ysidro community has a unique and somewhat conflicting relationship with the border as a result of it's proximity to the San Ysidro POE. The community bears the brunt of the impacts from transportation, crossing volumes and other activity at the border. Conversely, it is also in a position to reap the economic and cultural benefits from the tens of thousands of people who cross the border daily and travel to and through the San Ysidro community.

Several community groups are actively engaged in promoting the well being and enhancement of the San Ysidro community and have a keen interest in the *San Ysidro Port of Entry Reconfiguration Mobility Study*. In addition, there are a number of public agencies that have various responsibilities for providing coordinated and efficient transportation and pedestrian access and circulation at and near the border to ensure that border crossers move efficiently to and from their destinations in the community, region, state, and beyond. To address the multiple community and agency interests in the area, the *San Ysidro Port of Entry Reconfiguration Mobility Study* included a comprehensive public involvement and outreach program that incorporated project stakeholders and engaged community members and the public.

The public involvement and outreach program was structured around three primary components:

- Project Working Group (PWG)
- Community and General Public Outreach
- Technical Working Group (TWG)

These groups and activities allowed for input, review, and comment on the study goals, evaluation criteria, reconfiguration alternatives, alternatives analyses and evaluation, and a preferred alternative concept. Details of the composition and activities of each public involvement and outreach program component are discussed below.

3.1 PROJECT WORKING GROUP (PWG)

The PWG included representatives from both community organizations and public agencies with stakeholder interest in the project. These stakeholder groups and agencies were invited by the City of San Diego to participate on the PWG to ensure that a cross-section of interests was involved in the study process. Each community group and agency selected a representative who could commit to ongoing, active participation on the PWG, represent the interests of his or her respective group or agency, and act as the communication liaison between the PWG and his/her group or agency. The PWG met four times over the six month study period to help guide the study by:

- Establishing study and project concept objectives and priorities
- Identifying and defining individual stakeholder and common project goals
- Providing community, technical, and policy perspective to study activities and analyses
- Providing input on over 20 mobility and reconfiguration alternatives and variations
- Evaluating reconfiguration concept alternatives
- Identifying a preferred reconfiguration and mobility concept
- Providing review and input on the final study report.

Table 10 identifies each PWG meeting, the meeting purpose and the activities undertaken at the meeting. PWG members represented the following community groups and public agencies.

3.1.1 San Ysidro Community Planning Group

The City of San Diego has recognized community planning groups as formal mechanisms for community input in decision-making processes. Community planning groups provide citizens with an opportunity for involvement in advising the City Council, the Planning Commission, and other decision-makers on development projects, general or community plan amendments, rezonings, and public facilities. The recommendations of the planning groups are integral components of the planning process. The San Ysidro Community Planning Group represents the San Ysidro community, which includes the border area. The planning group is particularly interested in the role the border area can play in promoting economic development and revitalization throughout the community, and in using the results of this study as input to the future update of the San Ysidro Community Plan.

3.1.2 San Ysidro Chamber of Commerce

The San Ysidro Chamber of Commerce supports business owners and operators in the San Ysidro community, particularly small and micro-businesses, through events, programs, marketing, and networks that help businesses succeed. The Chamber of Commerce views the "reconfiguration of the San Ysidro Port of Entry [as] an unparalleled opportunity to create a showcase of the integration of commerce, community and security", and states that "San Ysidro must have a 'Port of the Future' – one that creates Americas Finest Front Door."[20]

3.1.3 San Ysidro Transportation Collaborative

The San Ysidro Transportation Collaborative was founded by the San Ysidro Business Association to create a way for a broad cross-section of San Ysidro community organizations, public transportation agencies, businesses, and individuals to discuss and provide input to the design of transportation solutions that will enhance and revitalize the business and residential community of San Ysidro.[21]

3.1.4 City of San Diego

The City of San Diego is the lead agency for this study. The city is responsible for planning, implementing and maintaining public streets and roads in the community; ensuring and improving circulation and mobility; planning and regulating land use; and promoting community development, redevelopment, and revitalization. The city initiated this study to assess the mobility and community impacts of the GSA border facility expansion plans on existing infrastructure and circulation, and to evaluate opportunities to reconfigure the border area to improve access, mobility, and community development. The city plans to use the results of this study to support a future update of the San Ysidro Community Plan.

[20] http://www.sanysidrochamber.org/
[21] http://sanysidrobid.org/content/view/18/31/

Table 10: San Ysidro POE Reconfiguration Mobility Study – Project Stakeholder Meetings

Mtg.	Date	Group	Location	Purpose
1	June 2, 2009	Project Working Group	City of San Diego Office	• Introduce consultant team & PWG • Provide overview of scope of work • Establish project milestones & schedules • Identify initial project concept objectives and priorities
1	June 10, 2009	General Services Administration	The Front / San Ysidro	• Clarify GSA expansion plan parameters
2	July 7, 2009	Project Working Group	City of San Diego Office	• Provide overview of ProjectSolve • Review initial draft concept alternatives (A, A2, B, & C)
3	July 21, 2009	Project Working Group	City of San Diego Office	• Review priorities developed by PWG • Review refined concept alternatives and variations (D)
1	August 4, 2009	Technical Working Group	Consultant Team Office / Downtown San Diego	• Refine goals and principles • Provide initial facility and capacity needs • Identify best elements of refined concept alternatives
2	August 10, 2009	Caltrans	Caltrans Office	• Assess the viability of relocating the I-5 freeway northbound on- and off-ramps
2	August 13, 2009	Technical Working Group	Consultant Team Office / Downtown San Diego	• Review refined project goals & principles • Discuss examples of intermodal transportation centers • Review four further refined concept alternatives • Review initial concept alternatives evaluation
3	August 18, 2009	Technical Working Group	Golden Hall / Downtown San Diego	• Clarify refined project goals and principles • Review 7 refined concepts plans and comparative evaluation results • Review traffic simulation (I-5 NB ramp relocation) • Review facilities needs table
1	August 20, 2009	Community	Consultant Team Office / Downtown San Diego	• Review study purpose • Review and discuss the project goals and principles • Provide input on the 3 highest ranking project concepts • Advise and establish format for upcoming San Ysidro Community Planning Group/general public meeting
2	August 24, 2009	Community / Public	The Front / San Ysidro	• Present project overview to San Ysidro Community Planning Group/general public • Obtain input & preferences from Planning Group and community on the 3 highest ranking project concepts
4	November 17, 2009	Project Working Group	Consultant Team Office / Downtown San Diego	• Summarize draft study report, conclusions and recommendations • Share preferred concept site plan and cross-section • Obtain input for final study report
3	December 14, 2009	Community / Public	The Front / San Ysidro	• Provide study overview • Summarize draft study report, conclusions and recommendations • Obtain input for final study report from Planning Group/general public

3.1.5 San Diego Association of Governments (SANDAG)

SANDAG is the regional planning agency comprised of representatives from the 18 cities and county government in San Diego County. As the forum for regional decision-making, SANDAG builds consensus; makes strategic plans; obtains and allocates resources; plans, engineers, and builds public transportation; and provides information on a broad range of topics pertinent to the region's quality of life, including the social, community, economic, and infrastructure issues at the border. The foundation of SANDAG's 2030 Regional Transportation Plan (RTP) "lies in better connecting our freeways, transit, and road networks to our homes, schools, work, shopping and other activities." SANDAG's 2004 Regional Comprehensive Plan (RCP) "serves as a foundation for integrating land uses, transportation systems, infrastructure needs, and public investment strategies within a regional smart growth framework."[22] As a result, SANDAG is interested in ensuring that transportation and land use in the border area supports regional goals for mobility, smart growth, and economic development.

3.1.6 San Diego Metropolitan Transit System (MTS)

MTS operates and maintains the public transit system, including the local buses and San Diego Trolley that serve the border. MTS' primary objective is to deliver safe, convenient, efficient, and cost-effective transit access and service to residents and visitors in a manner that supports the mobility and sustainability goals of the region. Public transit services and facilities at the San Ysidro border crossing provide access and mobility to the high volumes of border crossers. MTS is interested in improving transit service, facilities, and operations at the border.

3.1.7 California Department of Transportation (Caltrans)

Caltrans is the agency responsible for building, operating, and maintaining the state's freeway network. In the border area, Caltrans is charged with ensuring adequate traffic operations on I-5 and I-805, and at ramp junctions to the freeways. Because I-5 terminates at the border with north- and southbound vehicle inspection facilities, there are unique coordination issues with border infrastructure and circulation. In addition, a Caltrans planning grant funded the study.

3.1.8 Federal General Services Administration (GSA)

The GSA is responsible for the border inspection and operations infrastructure and activities. It has an extensive three-phased plan to expand the vehicular and pedestrian border inspection and support facilities that will reconfigure the freeway inspection facilities and pedestrian access on both the west and east sides of I-5 at the border. The GSA wants to ensure that any other proposed public or private infrastructure reconfiguration does not impact its expansion plans, and that safety and security at the border is maintained.

3.2 COMMUNITY AND GENERAL PUBLIC OUTREACH

In addition to the formal PWG, the public involvement and outreach program included public meetings and workshops with the San Ysidro Community Planning Group and general public. These meetings and workshops provided an opportunity for a broad cross-section of the community to obtain information about the study and offered a forum to receive general public input. Three community/general public meetings and workshops were help as follows:

[22] 2030 San Diego Regional Transportation Plan (November 2007), page 1-1.

- **August 20, 2009** – This meeting, held at project team offices in downtown San Diego, included the community leaders represented on the PWG. These leaders were provided an opportunity apart from the agency stakeholders to provide input and perspective on the study. They reviewed and commented on the study purpose and the project goals and principles as identified by the PWG. In addition, they addressed the reconfiguration concept alternatives evaluation and provide input on the three alternatives that performed best in the evaluation. Finally, this group of community leaders was asked for advice on the best methods for presenting the study, concepts and evaluation to the general community and public.
- **August 24, 2009** – Based on the advice received at the August 20, 2009 meeting with community leaders, a presentation and workshop on the study and project was held for the general public. The study purpose, evaluation process, and highest ranking reconfiguration concept alternatives were presented to the community and general public for review and input at a meeting of the San Ysidro Community Planning Group. The meeting was held at "The Front" meeting hall at 147 West San Ysidro Boulevard in the San Ysidro community. Approximately 35 people attended. The workshop format that allowed people in attendance to ask questions and provide verbal input. In addition, attendees were encouraged to provide written comments on the concept alternatives at a workshop "station" in which comment cards, pencils and Spanish translation was available. Finally, the attendees were provided voting "stickers" and asked to indicate their concept alternative preference. Results of these workshop exercises in included in Section 5.2.2.
- **December 14, 2009** – A second general public meeting was held as part of the San Ysidro Community Planning Group meeting to update the community and general public on the draft study analyses, reconfiguration concept, remaining issues and next steps. Again, the meeting was held at "The Front" meeting hall at 147 West San Ysidro Boulevard in the San Ysidro community. Approximately 20 people attended. Community members and the general public were asked for comment and input on the draft study report prior to completion of the final study report. As appropriate, comments and input have been incorporated into the final study report.

Table 10 includes the dates, purpose, and location of each community meeting and/or workshops.

3.3 TECHNICAL WORKING GROUP (TWG)

In addition to the PWG and community meetings/workshops, the study included a Technical Working Group (TWG) comprised of the agency stakeholder representatives identified above (City of San Diego, SANDAG, MTS, Caltrans, and GSA). The TWG provided technical support and input to the study, including data and information on agency plans and policies, infrastructure and capacity requirements for transportation and border crossing services and facilities, and identification of operating, maintenance, safety and security issues and requirements for their respective areas of responsibility. The TWG met three times during the reconfiguration concept alternatives development study phase (August 4, 13 and 18) to support the study technical evaluation. **Table 10** includes the TWG meetings.

3.4 OTHER STUDY MEETINGS

Several other meetings were held with project stakeholders during the course of the study:

- **June 10, 2009** – A meeting among the City of San Diego, project consultant team and GSA staff occurred to gather information GSA's expansion plans and clarify implications for the study mobility and reconfiguration analysis.
- **August 10, 2009** – A meeting with Caltrans staff was held to evaluate the viability of relocating the I-5 freeway northbound on- and off-ramps that connect with East San Ysidro Boulevard and Rail Court at the entrance to the existing transit center. Based on the meeting, Caltrans concluded that, while approval of design exceptions may be required, there are no apparent fatal flaws associated with a proposal to relocate the northbound ramps to Camino de la Plaza and that project reconfiguration concepts that include ramp relocation could move forward for further consideration and analysis.

4.0 COMMUNITY AND PROJECT GOALS

The San Ysidro border area has long been the focus of regional, community and site specific plans. These plans are based on both wide-ranging community goals and specific border area goals, many of which are mutually supportive. The San Ysidro POE reconfiguration concept project goals, developed through the Project Working Group, incorporate the community plans and goals, as well as individual stakeholder goals for the border area, to move toward a project concept that addresses a broad range of mobility, access, economic, and urban design objectives.

4.1 SAN YSIDRO COMMUNITY PLAN GOALS

A clear and consistent theme in the San Ysidro Community Plan (adopted by the City of San Diego in 1990 and amended through 2003), focuses on creating an international gateway at the border – "a grand entrance into the United States, the City of San Diego, and the community of San Ysidro".[23] The Community Plan recognizes that the existing border area lacks a coordinated, efficient, and iconic sense of place and currently:

> is congested with many different types of vehicular traffic including the trolley, jitneys, buses, taxis, passenger cars and service vehicles. These vehicles conflict with one another and threaten the safety of the many pedestrians that use this area (page 73)

Throughout the Plan, additional references are made to mobility and circulation conflicts at the border, including:

> The area is congested with both pedestrian and vehicular traffic. (page 54)
>
> Traffic congestion … detract[s] from its potential. (page 71)
>
> Pedestrians and autos conflict on San Ysidro Boulevard and at the border crossing. (page 139)

The Community Plan also recognizes that "despite the community's proximity to the border, San Ysidro businesses have not been able to benefit from this potential market". (page 72) The plan states that

> the entrances into the community, especially at the border crossing are ill-defined. (page 72)
>
> [the border area] lacks unifying design elements and is an uninviting entrance into the community and the country. (page 54)
>
> [the border area] could be enhanced by quality building and urban design, the rehabilitation of existing structures and improved traffic circulation. (page 73)

As a result, the Community Plan establishes a number of goals and objectives for the community and border area that relate specifically to creating an international gateway, promoting economic development, and enhancing urban design. Key goals and objectives are

[23] San Ysidro Community Plan, City of San Diego, adopted 1990, amendment through December 2, 2003, page 71.

highlighted below, along with the page number from the Community Plan where they can be found:

- **International Gateway/Economic Development/Urban Design**
  - Develop the areas immediately adjacent to the border as an International Gateway, a richer, symbolic image of entry into San Ysidro, San Diego and the United States (page 74)
  - Facilitate the development of an International Gateway, a regional retail/visitor center (page 51)
  - Redevelop the International Gateway area with regional commercial development and infill projects to provide jobs for San Ysidro residents and improve the physical appearance of the area (page 58)
  - Create an area of "International Commercial Support" which would serve as a transition from the International Border to the neighborhood-serving commercial area north of the border crossing. This area would allow some auto-oriented commercial uses and include some tourist parking, yet also enhance the existing pedestrian use of the area. (page 82)
  - Transform the border area into an aesthetically appealing International Gateway (page 54)
  - Create a sense of entry into the community (page 75)
  - Increase commercial retail development at the border (page 75)
  - Develop parking strategies that support land use (page 131)

The Community Plan recognizes the importance of mobility and access to the success of the international gateway, economic development and overall plan, and includes, as an overarching theme, a variety of mobility, circulation and access goals and objectives, as highlighted below:

- **Mobility, Circulation and Access**
  - Improve the transportation system at the border to provide for the smooth flow of traffic and minimize conflicts between vehicles and pedestrians (page 75)
  - Discourage through traffic on San Ysidro Boulevard at the Border Trolley Station (page 77)
  - Minimize pedestrian/auto conflict on San Ysidro Boulevard and at the border crossing (page 141)
  - Locate transit stops/stations (trolley and bus) to maximize access and optimize transit service and pedestrian connections (page 141)
  - 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 (page 131)
  - Provide for smooth traffic flow and good accessibility to and from San Ysidro and outlying communities (page 131)
  - Eliminate barriers to pedestrian activity and enhance the pedestrian environment (page 131)
  - Improve the mass transportation system (page 131)
  - Develop pedestrian pathways throughout San Ysidro (page 141)

4.1.1 Intermodal Transportation Center

In concluding the discussion of the international gateway proposal, and to address the transportation and mobility conflicts at the border, the Community Plan proposes development of a "Grand Central Station" immediately adjacent to the border crossing." It defines the Grand Central Station as a bold and dramatic architectural statement that would include a terminal complex for the trolley, buses, taxis and jitneys, as well as commercial development. The Plan continues by stating that the Grand Central Station would be designed to discourage automobile traffic, and that vehicular traffic on San Ysidro Boulevard at the end of East Beyer Boulevard would be limited to emergency vehicles and freeway access.[24]

4.2 PROJECT GOALS

At PWG and TWG meetings conducted during the course of the study, project stakeholders were asked to identify and refine their goals and objectives for border area mobility, transportation facilities and services, and community development. Key project goals for individual stakeholders can be summarized as follows:

- **City of San Diego**
  - Resolve existing vehicular and pedestrian circulation conflicts and deficiencies
  - Consolidate transportation facilities and services at the border to focus activity and minimize community impacts
  - Promote economic development, community integration, and a sense of place
  - Seek opportunities for public-private partnerships
  - Accommodate intercity bus operations and facility needs
- **SANDAG**
  - Provide transportation services and facilities that accommodate existing and future border crossing demand
  - Give transit priority access to increase transit ridership
  - Consolidate transportation facilities and services at the border to simplify understanding of transportation choices
  - Improve walkability, connectivity, access, and circulation in the border area
  - Promote economic development, community integration, and a sense of place
  - Accommodate intercity bus operations and facility needs
  - Provide border crossers with fast easy access to transportation and other services
- **MTS**
  - Ensure close, easy, priority access to transit at the border
  - Provide services and facilities that increase transit ridership
  - Minimize vehicular and pedestrian conflicts with transit to improve operational efficiency and minimize operating costs
  - Support access improvements to the community and region

[24] San Ysidro Community Plan, City of San Diego, adopted 1990, amendment through December 2, 2003, page 81.

- **Caltrans**
  - Improve traffic flow and operations of freeways and access ramps at the border
  - Minimize vehicular conflicts
- **GSA**
  - Minimize interference and impacts on GSA border facilities expansion plans
  - Ensure border security
  - Provide pedestrian access to and from border crossing facilities
- **Community**
  - Transform the border into a transit-oriented activity center with a sense of place
  - Promote revitalization and economic development
  - Energize pedestrian areas
  - Consolidate transportation at the border to minimize community impacts
  - Integrate the border facilities into the community
  - Create a gateway to San Ysidro and the region

Incorporated into key stakeholder goals was an understanding that the project concept would strive to create an international gateway and Intermodal Transportation Center (ITC) consistent with the San Ysidro Community Plan goals and objectives (see Section 4.4).

Table 11 displays the specific study goals identified by each stakeholder at PWG and TWG meetings. When reviewing the specific stakeholder goals, it became evident that there are several key themes that are common among many of the stakeholders.

Therefore, the table also identifies, by color code, goals that have a common objective or theme. These themes were considered to be the guiding “principles” for developing the border area reconfiguration concept.

4.3 GUIDING PRINCIPLES

The reconfiguration concept guiding principles, derived from common themes among stakeholder study goals, are identified in **Table 12**. These principles were used to guide the development of concept alternatives for reconfiguring transportation facilities and services to improve border area mobility. The principles were also used as the criteria to evaluate the reconfiguration project concept alternatives.

The principles were grouped into two categories. The “Essential Principles” are considered those principles or criteria that are essential for mobility and transportation at the border. The “Complementary Principles” are those principles or criteria that either support broader Community Plan goals or are desired goals of a mobility and transportation reconfiguration concept.

Table 11: San Ysidro POE Reconfiguration Mobility Study – Specific Study Goals

Goals/Objectives

City of San Diego	SANDAG	MTS	Caltrans	Private Operators*	GSA	Business	Community	Border Crossers (Commuters)*
Resolve existing / projected conflicts & deficiencies	Minimize conflicts with transit	Minimize conflict with transit operations	Minimize vehicular conflicts	Minimize vehicular conflicts	Minimize interference with GSA plans	Increase public transit use	Increase public transit use	Minimize pedestrian conflicts
Minimize pedestrian conflicts	Minimize pedestrian conflicts	Eliminate track crossings	Improve vehicular and pedestrian safety	Provide efficient & convenient vehicular access	Provide safe employee access to GSA facilities (parking + walking)	Maximize access to businesses	Create walkable / TOD area	Provide Fast and easy access to transit and other transportation services
Improve traffic circulation	Increase public transit use	Resolve existing deficiencies	Balance multi-modal movements	Maximize customers / Customer access	Provide continous pedestrian flow north of the border crossing	Maximize visibility	Improve connectivity between border & commercial businesses	Provide pedestrian linkages to community
Improve pedestrian connectivity and access	Maintain / provide access to transit	Increase public transit use	Avoid impacts to freeway operations (I-5, I-805, SR-905)	Provide flexibility for expansion	Maintain existing GSA facilities concept	Promote redevelopment and business opportunities	Create *destination* place that is iconic	Accommodate border crossing demands
Improve pedestrian circulation	Provide walkability / connectivity / access	Make public transit the first priority	Provide convenient freeway access to / from the community	Eliminate wildcatters	Ensure border security	Provide sufficient & convenient parking	Create a gateway / landmark ITC	Provide amenities and services
Create a gateway / landmark ITC	Accommodate border crossing demands	Maintain / provide direct pedestrian access to transit (minimize distances)	Reduce traffic congestion			Minimize disruption during construction	Create a public plaza	
Provide transportation choices in one location	Incorporate future expansion possibilities for all elements	Create functional circulation (including vertical circulation)	Provide adquate pick-up / drop-off sites			Minimize private property acquisition	Promote revitalization & economic development	
Create new transportation and land use strategy to include in CPU	Maintain transit operational efficiency	Provide facilities to meet existing and future demand	Improve pedestrian circulation			Provide opportunities for public / private partnerships	Reconnect east and west sides of community	
Community revitalization / economic development	Minimize operating costs	Accommodate future LRT frequency increases	Support economic development in surrounding community				Energize pedestrian areas	
Integrate private investment into ITC	Create a gateway / landmark ITC	Maintain / improve transit operational efficiencies (including maintenance vehicle access)	Provide adequate private vehicle parking (GSA Phase 3)				Integrate GSA facilities & ITC into community	
Create a phasable/constructable plan	Provide transportation choices in one location	Minimize capital & operating costs					Eliminate wildcatters	
Create a feasible (cost) plan	Enhance commercial economic development	Avoid service disruption / Create a phasable plan					Provide opportunities for public / private partnerships	
Provide opportunities for public / private partnerships	Create TOD							
	Create a phasable plan / Avoid service disruption							
	Minimize capital costs							
	Provide opportunities for public / private partnerships							

*Not Represented as Study Stakeholder on Project Working Group or Technical Working Group

Guiding Principles

Essential Principles

1. Pink	**Resolve / Eliminate Deficiencies and Conflicts**
2. Lime	**Increase Public Transit Use / Give Transit Priority**
3. Butter	**Improve Traffic Circulation**
4. Gold	**Enhance Pedestrian Walkability, Connectivity and Access**
5. Lavendar	**Accommodate Demand and Future Expansion**
6. Green	**Maximize Operating Efficiencies / Minimize Operating Costs**

Complementary Principles

7. Sky	**Create Gateway / Landmark**
8. Seafoam	**Promote Revitalization / Economic Development**
9. Salmon	**Create Concept that can be Phased to Minimizes Disruption**
10. Rosé	**Minimize Relative Capital Cost**
11. Gray	**Eliminate Illegal Use of Facility**
12. Teal	**Provide Opportunities for Public / Private Partnerships**
13. Turquoise	**Independent Goals**

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Table 12: San Ysidro POE Reconfiguration Mobility Study – Guiding Principles

Essential Principles
1. Resolve/Eliminate Deficiencies and Conflicts
2. Increase Public Transit Use/Give Transit Priority
3. Improve Traffic Circulation
4. Enhance Pedestrian Walkability, Connectivity, and Access
5. Accommodate Border Crossing Demand and Future GSA Facilities Expansion
6. Maximize Operating Efficiencies/Minimize Operating Costs
Complementary Principles
7. Create a Gateway/Landmark at the Border
8. Promote Community Revitalization and Economic Development
9. Create a Concept that can be Phased to Minimize Disruption
10. Minimize Relative Capital Cost
11. Eliminate Illegal Use of Transportation Facilities
12. Provide Opportunity for Public/Private Partnerships

4.4 Overarching Goal

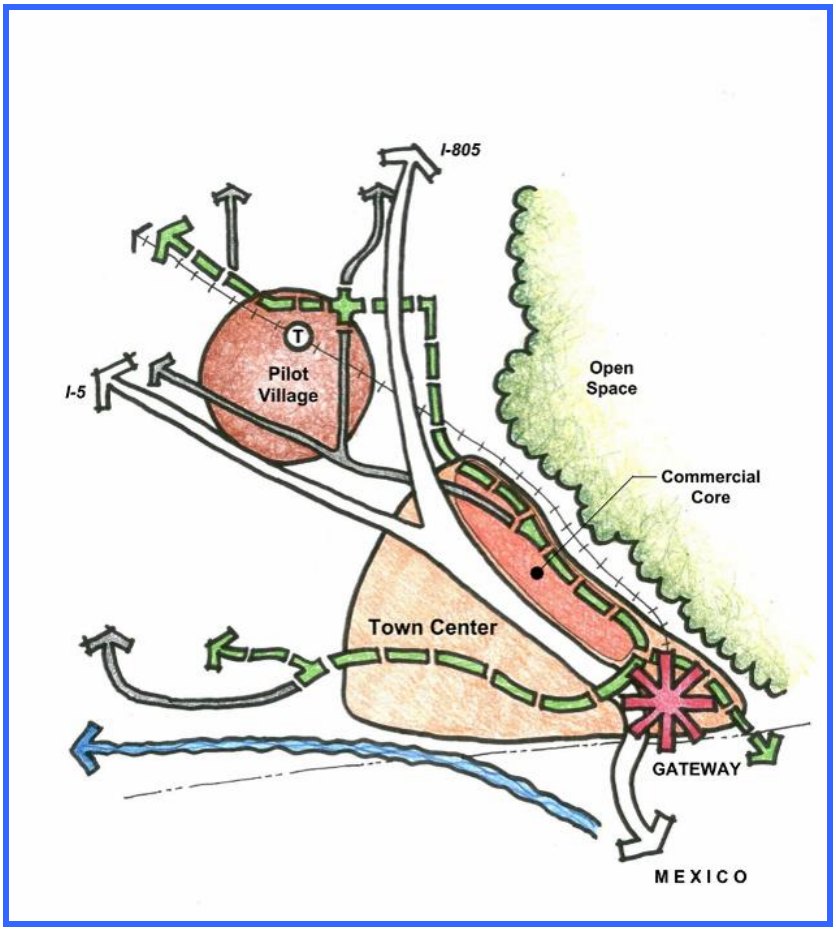
Community and stakeholder goals and guiding principles coalesced into an overarching goal for the reconfiguration study to consolidate transportation facilities and services at the border into an Intermodal Transportation Center (ITC) that combines elements of the Grand Central Station and international gateway goals from the San Ysidro Community Plan. Reconfiguring the area into an ITC that provides sufficient physical facilities, efficient operations, and proximity to both the border and community for all modes of transportation serving the border was seen as a solution to resolving existing and future conflicts and deficiencies, and supporting community goals for an iconic gateway and economic catalyst. Since the majority of border transportation access (most significantly the San Diego Trolley), the first two phases of the GSA expansion plans, and the heaviest volume of pedestrian border crossings occur on the east side of I-5, development of POE reconfiguration concepts concentrated on the "focused study area" on the east side of I-5 between the border and Camino de la Plaza.

The guiding principles, particularly the Complementary Principles, highlight a strong objective among stakeholders to integrate the border area reconfiguration concept with the broader San Ysidro community. On a community-wide scale, goals and guiding principles indicate that stakeholders desire to create a border area that:

- Improves pedestrian and vehicular connections and mobility to, from, and within the community;
- Integrates border facilities and services into the larger community; and
- Creates a gateway to the community (and region) that provides a catalyst for community revitalization and economic development.

Reconfiguration of the border area to address existing conflicts and deficiencies would support the overarching goal to create an international gateway and ITC. As discussed in Section 2.1.4 and shown in Figure 8, many of the existing conflicts and deficiencies at the border inhibit access to, and integration with, the community. As a result, it is difficult for the community to take full advantage of the economic potential generated by the high volumes of border crossings that could help achieve community development and revitalization goals. As illustrated in **Figure 13**, the existing San Ysidro commercial core is located north of Camino de la Plaza, and a planned City of San Diego Smart Growth Pilot Village area is located approximately two miles to the northwest of the San Ysidro POE. The community's current plans include development of a "green spine" concept that would provide a pedestrian-friendly link between the Pilot Village area and the San Ysidro POE, continuing across I-5 to the west. This green spine is intended to enhance connections among existing and planned activity centers in the community, and facilitate access between the community and the border. Reconfiguration of the border area to improve mobility, circulation, and access can support this community vision by providing an opportunity to enhance direct vehicular and pedestrian-friendly connections to the green spine, commercial core, and Pilot Village. In addition, transforming border transportation facilities into an efficient and welcoming gateway to the broader community (and region) can strengthen the synergistic relationship between the border and community and support broader community goals

FIGURE 13: SAN YSIDRO COMMUNITY VISION



Finally, reconfiguration of transportation facilities at the border would provide opportunities to create an architectural landmark that would further promote community revitalization and economic development goals. By incorporating bold or unique architectural features and designs, a San Ysidro POE ITC could be an internationally recognized symbol for the "bridge" to the San Ysidro community, San Diego region, California, and the United States. Examples of intermodal transportation centers that have incorporated landmark architectural treatments are shown in **Figure 14**.

FIGURE 14: LANDMARK INTERMODAL TRANSPORTATION CENTERS

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