

FEASIBILITY OF OPENING AN INTERNATIONAL BORDER CROSSING AT JACUMBA-JACUMÉ

San Diego



**ASSOCIATION OF
GOVERNMENTS**

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June 27, 2000

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ABSTRACT

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ABSTRACT: The feasibility of opening a new international border crossing, linking the communities of Jacumba, California, and Jacumé, Baja California, Mexico is evaluated. The study presents profiles of both communities, preliminary long-range forecasts of vehicle crossings, potential road alignments leading to the future border crossing, possible funding sources, as well as a description of the permit process to open a port of entry.

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SUMMARY OF FINDINGS

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INTRODUCTION

One option to improve traffic conditions across California's border with Mexico could be the opening of new ports of entries. Planning currently is underway for a proposed border crossing two miles east of the Otay Mesa-Mesa de Otay port of entry.

The focus of this study is to evaluate a future border crossing linking Jacumba, in San Diego County, and Jacumé, in the Municipality of Tecate, Mexico, as requested by Caltrans, District 11. SAHOPE, Baja California's state planning agency, has also considered this location for a future port of entry in its long-range planning work.

In the Rural Highway 94 Corridor transportation study, SANDAG also evaluated the potential port of entry at Jacumba-Jacumé as one alternative to alleviate traffic on Highway 94. The rural portion of this highway serves travel to and from Baja California via the Tecate port of entry, in addition to local and regional traffic.

Jacumba-Jacumé: Hidden Frontier?

Jacumba is a small community located about 70 miles east of downtown San Diego. Situated immediately south of Jacumba is the tiny Mexican town of Jacumé with about 300 residents.

One advantage of a port of entry linking those two communities is its proximity to major transportation corridors both in the United States and in Mexico: Interstate 8 and the Tijuana-Tecate-Mexicali free (MX-2) and toll (MX-2D) highways. The distance between Interstate 8 and the new port of entry would be between three and five miles. An eight-mile road would connect the border crossing with the toll road (MX 2D). One mile further south is the junction with the free highway (MX-2).

The potential location of the Jacumba-Jacumé port of entry and its major access routes are illustrated in Figure 1, on page 5.

In December 1998, the toll road between Tecate and La Rumorosa opened to traffic. Currently, only a dirt road provides access between Jacumé and the Tijuana-Mexicali highways. In addition to the inspection facilities needed by federal and state agencies in both countries, the roadways connecting to Interstate 8 in California and MX-2 and MX-2D in Baja California would need to be improved or built.

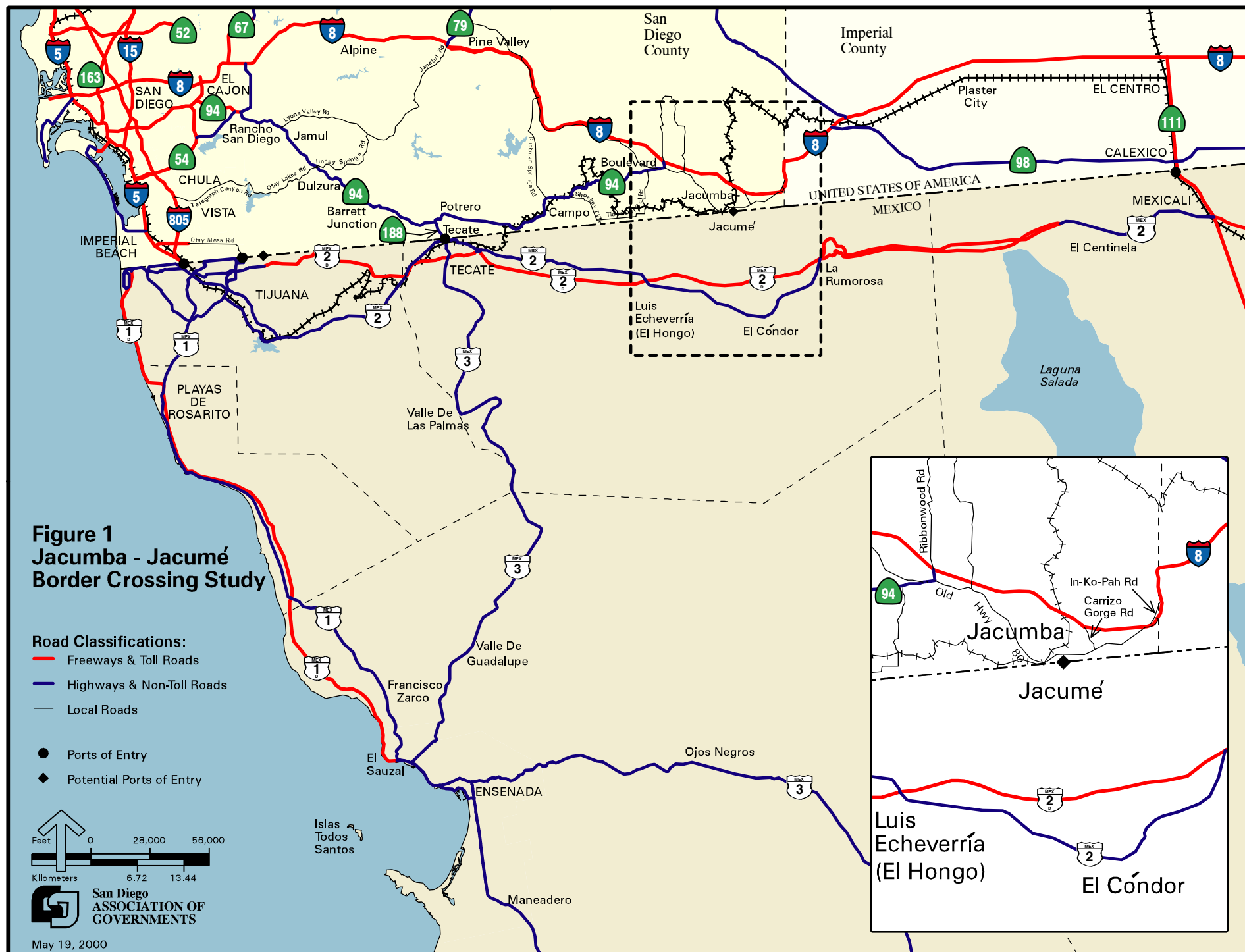
Study Scope

This study evaluated the feasibility of opening a border crossing at Jacumba, where Interstate 8 is closest to the United States-Mexican border. The Technical and Policy Advisory Committees of SANDAG's Rural Highway 94 Corridor study served as the committees for this project. The study's Technical Committee included representatives from the County of San Diego, the Jacumba Sponsor Group, Caltrans, and the U.S. General Services Administration, among others. Representation from the Republic of Mexico included staff from CABIN (Commission on Appraisals and National Valuations), SAHOPE (State of Baja California planning agency), and the Municipality of Tecate, Baja California, among other interests.

The study's work program is outlined below:

- Review related studies and analyses in both California and Baja California.
- Research and evaluate historical pedestrian and vehicle crossing data.
- Evaluate land use plans in the vicinity of the potential Jacumba-Jacumé border station.
- Refine initial traffic forecasts across the potential port of entry, as necessary.
- Delineate potential road alignments to connect the port of entry between Interstate 8 and the Tijuana-Mexicali free and toll highways.
- Prepare preliminary cost estimates for future connecting roads. Examine potential funding sources for those roadways.
- Analyze the economic demand for the future border crossing, considering the sand deposits in the vicinity of Jacumé.
- Coordinate with relevant local, state, and federal agencies in the United States and Mexico.

This report documents the work conducted for this study.



SUMMARY

A border crossing at Jacumba would improve border access for some trucks that use Interstate 8 to transport goods between Baja California and locations east of San Diego. However, traffic to and from these “eastern markets” accounts for a small fraction of cross-border commercial traffic. Just over 4 percent of the trucks that cross the border at Tecate and Otay Mesa travel on Interstate 8.

Forecasts of traffic through Jacumba-Jacumé were prepared for the year 2020 for three scenarios, based on the assumption that this new border crossing would be operational by 2010:

- Tecate’s existing port of entry remains open for all vehicles,
- The Tecate port of entry accommodates the 1999 level of vehicle crossings through 2020, due to capacity constraints, and
- Tecate’s existing port of entry stops handling commercial vehicles by the year 2010.

The projected levels of truck traffic through Jacumba do not reflect expanded trade between California and Mexico, but rather diversion of freight that otherwise would be transported through the ports of entry in Tecate and Otay Mesa. Table 1 summarizes the vehicle forecasts across the Jacumba-Jacumé crossing.

Table 1
Projected Daily Traffic through Jacumba-Jacumé Port of Entry
Year 2020

	Trucks	Passenger Vehicles	Total Vehicles
1. Jacumba with Tecate POE open to all vehicles	464	1,017	1,481
2. Jacumba with Tecate POE maintaining 1999 vehicle crossings	747	3,379	4,126
3. Jacumba with Tecate POE open, except commercial vehicles	934	4,951	5,885

Source: SANDAG

With the Tecate crossing remaining open to commercial traffic, a port of entry in Jacumba-Jacumé would attract over 450 trucks per day in 2020. Passenger vehicle traffic is estimated at slightly over 1,000 daily vehicles for the same year. Two-way daily traffic, therefore, would amount to approximately 1,500 vehicles.

If the Tecate border crossing maintains the 1999 level of vehicle traffic through 2020, the Jacumba-Jacumé port of entry would accommodate approximately 4,100 vehicles per day, both

northbound and southbound. Nearly 750 trucks and almost 3,400 passenger vehicles would use the new port of entry daily.

If the Tecate port of entry were to stop processing commercial vehicles, traffic volumes through a new port of entry at Jacumba would increase substantially. Daily crossings would reach nearly 5,900 vehicles. Trucks would account for 934 two-way crossings while passenger vehicles would make up the remaining 4,900 vehicles.

Under the scenario where the Tecate port stops processing commercial vehicles, new business growth would be expected to take place in the eastern portion of the Municipality of Tecate, and subsequent increases in population, employment, and passenger related traffic would also likely occur.

Two potential alignments to link the future port of entry with Interstate 8 are via the Carrizo Gorge interchange or via the In-Ko-Pah interchange. One potential road is considered between the port of entry and the Tijuana-Mexicali free and toll highways. The estimated costs for two and four lane connecting roads are presented in Table 2.

Table 2
Preliminary Cost Estimates for Jacumba-Jacumé Connecting Roads

Potential Road Alignment	<u>Cost (in U.S. Dollars - millions)</u>			
	<u>2-Lane Facility</u>		<u>4-Lane Facility</u>	
	Low	High	Low	High
U.S.-Mexico Border - I-8 Carrizo Gorge Interchange	\$10.0	\$13.0	\$22.0	\$30.0
U.S.-Mexico Border - I-8 In-Ko-Pah Road Interchange	\$22.0	\$30.0	\$50.0	\$60.0
U.S.-Mexico Border - Highway 2 (MX 2)	\$ 5.3		\$ 9.4	

*Note: Preliminary cost includes construction, support and right of way.
Right of Way costs included only for new alignments.*

*Source: Caltrans District 11, Advanced Planning, May 1999.
SANDAG-SAHOPÉ, May 1999.*

The environmental constraints analysis prepared for the potential corridors linking the Jacumba-Jacumé port of entry with Interstate 8 indicated several constraints, including:

- Sensitive species and habitats are present. Focused surveys for listed species may be required.
- Known archaeological and historic resources exist within the study corridors and complete surveys and evaluations would be required. Archaeological resources are extensive.
- Existing development at towns exists adjacent to the study corridors and includes residential uses (including mobile homes) and community facilities that would require

relocation or mitigation. Some residents may be low-income. The variations of this alternative would have differing effects.

- There are a variety of federal, state and local land owners.
- Visual impacts could occur.

Selection of a potential corridor to link the port of entry with Interstate 8 in California is outside the scope of this study. However, the Jacumba Sponsor Group has expressed its members' preference that the roads between the port of entry and Interstate 8 connect to the In-Ko-Pah Road interchange instead of the Carrizo Gorge Road interchange.

The United States General Services Administration (GSA) is the authoritative body regarding new facilities within border areas. Within the Public Buildings Service component, the Border Stations Center of Expertise assists Border Regions with the management of their border station construction program, including programming, budgeting, benchmarking, and overall project administration.

In the United States, federal discretionary programs could provide funding for new transportation facilities leading to the new port of entry, such as the Corridor Planning and Development and Border Infrastructure, the Transportation and Community and System Preservation Pilot Program, and the Transportation Infrastructure Finance and Innovation Act.

Permitting, construction, and completion of any project on the United States-Mexico border requires close coordination and planning between the United States government and the government of the Republic of Mexico as well as with sponsors and other federal, state and local authorities in both countries. New ports of entry are discussed at meetings of the United States-Mexico Binational Group on Bridges and Border Crossings. After agreement of the need for a port of entry is reached, the actual location and site also must be agreed upon.

Presidential Permits are not required for new land crossings (crossings without a bridge). However, requirements for new land crossings are similar to those for projects requiring Presidential Permits, particularly with regard to environmental documentation and are evaluated through the same interagency process. The key question to be addressed in the application is whether the new crossing would serve the national interest. Permits are signed by the United States Secretary of State and by the Mexican Secretariat of Foreign Relations.

In the United States, applications also should include environmental documentation required under the National Environmental Policy Act (NEPA), whether that is an environmental assessment (EA) or an environmental impact statement (EIS). If an EA is produced, it may be necessary, depending upon the finding of the Department of State, to produce an EIS.

In Mexico, an environmental impact assessment approved by the Department of Environment, Natural Resources, and Fisheries (SEMARNAP) is also required.

Study Findings

Introduction

Future traffic volumes across the Jacumba-Jacumé port of entry will depend in part on the level of cross-border traffic the existing ports of entry along the California-Mexico border are able to accommodate. The future East Otay Mesa-Mesa de Otay II border crossing will increase vehicular capacity in the San Diego-Tijuana area. The upgrades approved at the Tecate, California border station are not intended to increase the vehicle handling capacity of the port but to improve the inspection facilities. Enhancements to the cargo inspection facilities are also planned at Tecate, Baja California, in addition to improvements to commercial vehicle routing and circulation within the City of Tecate.

Cross-border traffic growth will result from development in the San Diego region and the Municipalities of Tijuana and Tecate in Baja California, as well as from growth in international trade. Projections of cross-border traffic through Jacumba-Jacumé were prepared for the years 2010 and 2020 assuming the Jacumba-Jacumé port of entry would open in 2010.

The projected levels of commercial vehicle traffic through Jacumba do not reflect expanded trade between California and Mexico, but rather diversion of cargo that otherwise would be transported through the Tecate and Otay Mesa ports of entry.

Traffic projections indicate that between 1,500 and 5,900 vehicles per day would use the Jacumba-Jacumé port of entry in 2020. Traffic volumes across Jacumba-Jacumé would be at the lower end of the projected range if the Tecate port of entry were able to accommodate the expected cross-border traffic demand through that port. Increased traffic diversion from the Tecate port to the Jacumba border crossing would occur as the Tecate port is affected by capacity constraints over time. The highest projected traffic volumes across Jacumba would take place if the Tecate port of entry were to stop processing commercial vehicles. Under this scenario, business growth would be expected to take place east of the urbanized City of Tecate. As a result, population, jobs, and passenger traffic also would follow.

Recommendations

To allow for the future development of the Jacumba-Jacumé border crossing, it is recommended that government agencies in the United States and the Republic of Mexico continue coordination, promotion, and planning efforts to identify and reserve right-of-way for inspection facilities and connecting roadways at the local, state, and federal levels.

The U.S. General Services Administration requires that the sponsors of a project provide a construction ready site of adequate size to meet the needs of the Federal Inspection Agencies at no cost to the government. For commercial ports of entry, the size could range from 80 acres to 100 acres. Figure 2 illustrates land ownership in the vicinity of the potential port of entry.

The United States-Mexico Binational Group on Bridges and Border Crossings has heard presentations from both California and Baja California agencies related to the potential of Jacumba-Jacumé as a future site for an international border crossing. A brief report on the status of this feasibility study was given to delegates from the United States and the Republic of Mexico governments and the border states who participated in the Binational Border Walk (March 7-9, 2000) in the California-Arizona/Baja California-Sonora border area.

Government agencies in both the United States and the Republic of Mexico would need to include the potential Jacumba-Jacumé border station site and its transportation corridors in planning documents. In California, for example, an action by the Legislature would be required to designate the proposed roadway connecting to the port of entry as a future state route.

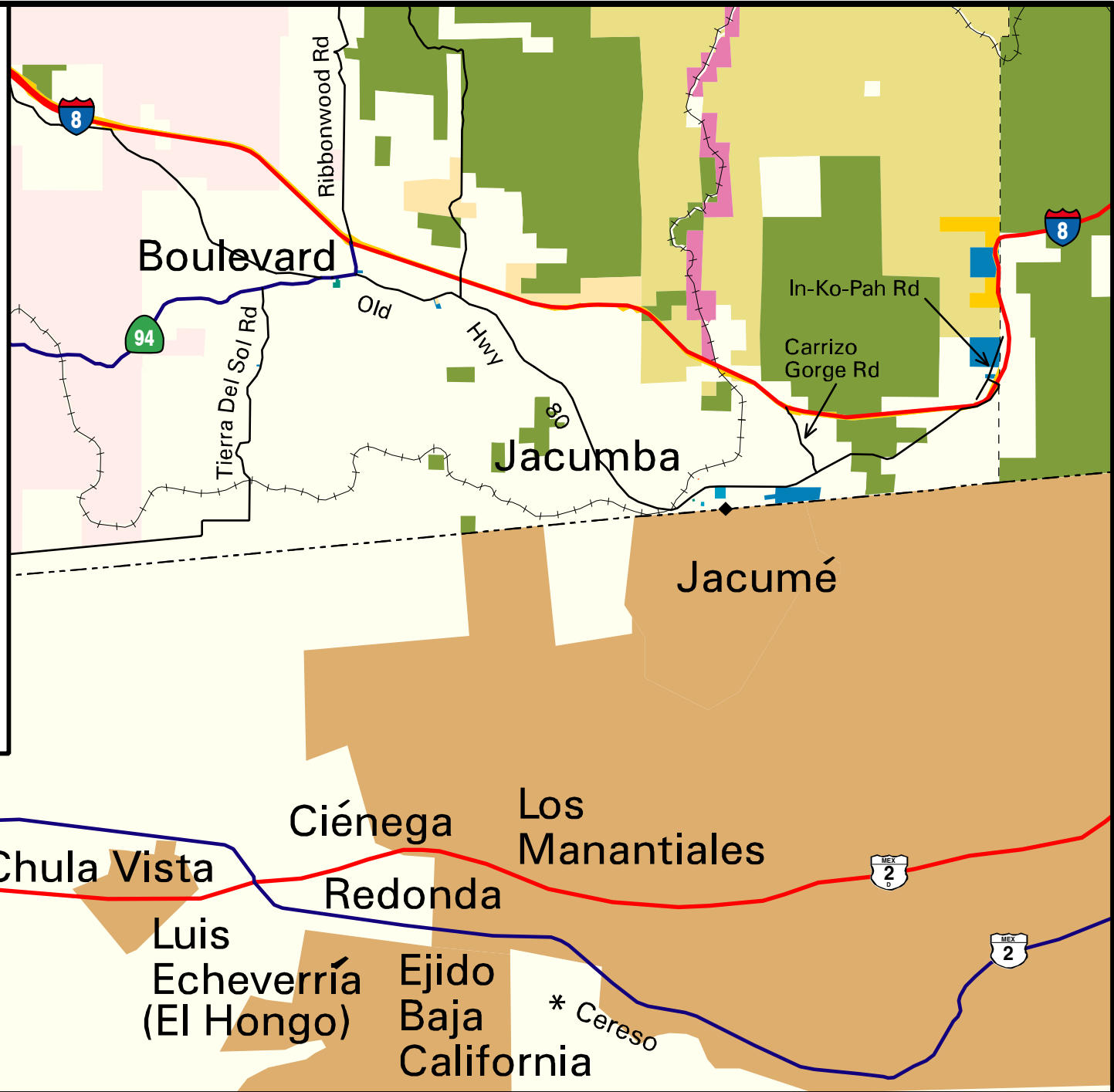
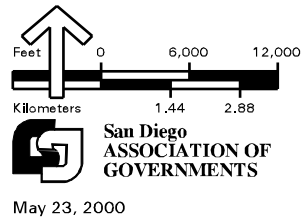
The County of San Diego would need to process a General Plan amendment to add a future transportation corridor to its Circulation Element and designate its limits. No buildings may be located within the corridor once it is designated. The State of Baja California and the Municipality of Tecate would need to develop an Urban Development Plan for the town of Jacumé (Programa de Desarrollo Urbano del Centro de Población de Jacumé) in order to designate the potential port of entry site and connecting roadways.

In addition, it is recommended that the projections of cross-border traffic at the Jacumba-Jacumé port of entry be reviewed periodically. These traffic forecasts are dependent on a host of factors that are subject to much of uncertainty over long periods. The following data are recommended to be monitored:

- Cross-border traffic volumes at the San Ysidro-Puerta México, Otay Mesa-Mesa de Otay, and Tecate ports of entry, both for trucks and passenger vehicles.
- The impact of traffic flow diversion among ports of entry that may result from the opening of the East Otay Mesa-Mesa de Otay II border crossing (anticipated in 2010).
- Growth in population and employment in the San Diego region-Baja California border area, as well as trends in international trade.

Figure 2
Land Ownership
Jacumba - Jacumé Area

- Freeways & Toll Roads
 - Highways & Non-Toll Roads
 - Local Roads
 - ◆ Potential Port of Entry
- Ownership Classifications:**
- County
 - School Districts
 - Water Districts
 - Other Special Districts
 - State (CALTRANS)
 - State Park
 - Other State Land
 - Indian Reservations
 - Bureau of Land Management
 - Private (U.S. and Mexico)
 - Ejido Land (Mexico)



JACUMBA AND JACUMÉ: COMMUNITY PROFILES

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HISTORICAL BACKGROUND

Jacumba

First established in 1852 as a stagecoach station for mail carriers on the route across the desert from Fort Yuma, Jacumba was founded by Bert L. Vaughn in 1919. It is a former spa and resort town that was popular with Hollywood movie stars during the 1920s.

Jacumba is located on Old Highway 80, two miles south of Interstate 8. U.S. 80 was once a transcontinental highway linking San Diego, California to Tybee Island, Georgia. Within California, it connected U.S. 101 in San Diego to the Arizona border at Yuma.

Old Highway 80 is a road of historical note since it includes sections of the first paved road to connect San Diego with points east. It also contains the plank road that took motorists over the Algodones sand dunes east of El Centro, as part of its route in 1926.

U.S. 80 survived longer than most other California U.S. highways, existing until 1974 when the final section of Interstate 8 was completed. The section through Jacumba has the remnants of the original 16-foot wide road built in 1915, left exactly as it was when the newer road replaced it in 1933.

Jacumé¹

In 1885, Col. William Denton purchased 6,175 acres (2,500 hectares) of land in Mexico known as "Jacumbo." Locally called Rancho Jacumé, the ranch was located on the frontier of the Northern District of Lower California, Mexico on the international border.

Col. Denton was an English civil engineer who had come to California during the Gold Rush. He worked for the United States geodesic survey and later pursued an interest in mining exploration and speculation in Mexico.

Col. Denton maintained his residence in San Diego and used Rancho Jacumé for cattle grazing. At the time of his death in 1907, Col. Denton's estate largely was comprised of properties in Baja California, Mexico.

¹ Register of Denton Ranch Collection (Jacumé, Baja California Norte, Mexico) 1864 – 1993 (MSS 0115) Mandeville Special Collections Library, Geisel Library, University of California, San Diego

In 1939, the Denton Ranch was expropriated by the Mexican government and ownership transferred to a newly-formed ejido, or agricultural collective. Over the next several years, the Denton Family pursued a suit with the American Mexican Claims Commission for compensation and, in 1946, a settlement was reached.

Former Informal Border Crossing

United States federal agencies such as the General Services Administration (GSA), the Customs Service, and the Immigration and Naturalization Service were contacted to confirm information regarding a former crossing linking Jacumba and Jacumé. A small, abandoned building just south of the international border bears a painted sign that reads *Aduana* (Customs).

A historical account of the U.S. Customs activities in San Diego² indicates that U.S. Customs has not staffed the border crossing point at Jacumba since the days of the “line riders.” The “line riders” were Customs Mounted Inspectors who patrolled the border on horseback at the turn of the century. This suggests that there may not have been an official fixed U.S. Customs port of entry facility at Jacumba.

Correspondence from GSA indicated there was no official border crossing at Jacumba-Jacumé. According to GSA, however, unofficially, the Jacumba-Jacumé crossing was utilized during the war and inspections took place as a result of the train depot at Jacumba. After the war, day workers from Mexico would enter the United States at this crossing and continued to do so until the summer of 1998. The Jacumba-Jacumé crossing was closed at that time and is monitored by the Border Patrol on a daily basis.

² U.S. Department of the Treasury, U.S. Customs Service, *Riding the Line: The United States Customs Service in San Diego, 1885-1930*, 1991.

POPULATION, EMPLOYMENT, LAND USE AND INFRASTRUCTURE

This section presents a profile of Jacumba, California, Jacumé, Baja California, and surrounding communities.

Jacumba

Jacumba, California is located 70 miles east of San Diego on Old Highway 80, 40 miles west of El Centro and one mile north of the United States-Mexico border. Old Highway 80 in California parallels Interstate 8 from State Route 79 to its terminus at I-8, just East of Carrizo Gorge Road. In eastern San Diego County, it passes through the communities of Pine Valley, Buckman Springs, and Live Oak Springs, intersects SR-94 at Boulevard, and continues on through Jacumba. Figure 3, on page 19, illustrates Jacumba and the surrounding area as well as Old Highway 80's route through the adjacent Mountain Empire communities.

The community of Boulevard is northwest of Jacumba, with Campo to the west and Jacumé, Mexico just south.

Population and Employment

Growth in the Jacumba area has fluctuated since its establishment. Population was estimated at around 400 in 1965. After Interstate 8 bypassed the town in 1967, population dropped to approximately 200. By 1969, Jacumba's population had increased to an estimated 500 residents.

In 1999, approximately 650 people resided in Jacumba, with population in the entire Mountain Empire Community Planning Area estimated at 6,314 residents, as shown in Table 3.

Table 3
Population in Jacumba and Vicinity

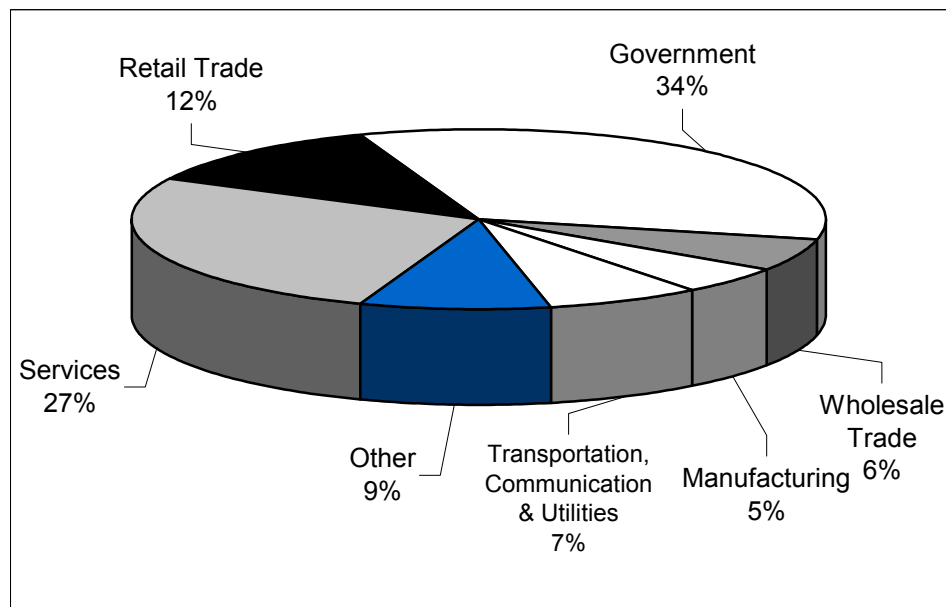
Community	1999 Population
Jacumba	656
Boulevard	1,506
Lake Morena/Campo	3,130
Potrero	695
Tecate, U.S.A.	217
Other	110
Total Mountain Empire	6,314

Source: SANDAG, Current Demographic and Economic Estimates, January 2000

The majority of the employment in the Mountain Empire area today is in services, although livestock agriculture was once the dominant source of employment. The retail and wholesale

trade industries, as well as government employment make up the bulk of the labor force. There are approximately 150 jobs in the Jacumba area. Figure 4 illustrates employment by industry in the area.

Figure 4
Mountain Empire: 1995 Employment by Industry



Source: SANDAG, *Current Demographic and Economic Estimates*, January 2000

Land Use

Jacumba Valley Ranch is a major proposed development in the community of Jacumba. The general location of the ranch is south of Interstate 8, west of Carrizo Gorge Road and east of the San Diego and Arizona Eastern railroad tracks. According to the Specific Plan, approximately 1,000 homes would be built, in addition to a golf course, equestrian center, and a hotel.

Figure 5 depicts planned land uses in the Mountain Empire Community Planning Area. Within the Jacumba Sponsor Group area (also shown in Figure 5), residential uses comprise over 9,000 acres, agricultural uses encompass about 500 acres, and parks and open space represent nearly 3,800 acres. Approximately 145 acres are planned for commercial and industrial uses.

Figure 5
Mountain Empire Planned Land Uses

Highways

Jacumba can be accessed from Interstate 8 at three points: at the Ribbonwood Road/State Route 94 interchange, west of Boulevard; at the Carrizo Gorge interchange; and at the In-Ko-Pah Road junction. I-8 is an east-west interstate highway facility serving San Diego and Imperial Counties. Figure 6, on page 27, shows current traffic volumes.

I-8 begins in San Diego at its junction with Sunset Cliffs Boulevard. It continues into Arizona until it intersects with I-10 near Casa Grande.

In the San Diego area, I-8 interconnects all the major north-south metropolitan freeways including I-5, State Route 163, I-805, I-15, and State Routes 125, 67 and 54. As it continues east, it accesses the southern terminus of State Route 79 and the eastern terminus of State Route 94.

I-8 crosses into Imperial County, connecting with the western terminus of State Route 98, a parallel facility. Within Imperial County, I-8 intersects with State Routes 86, 111 and 115. State Route 111 provides access to the port of entry at Calexico. I-8 then reconnects with SR-98 at its eastern terminus. Finally, it accesses the SR-186 connection to the international border station of Andrade, and terminates at the Arizona State border.

The primary purpose of I-8 in the San Diego area is to provide for east-west movement of commuter and interregional traffic. The eastern portion of I-8 beyond the urban area is primarily an interregional route used for goods movement, and for access to mountain and desert recreational areas. I-8 provides access between San Diego and El Centro, Calexico, Yuma and other desert communities.

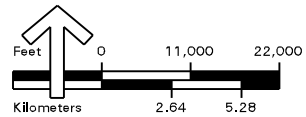
I-8 is the primary route used by Imperial County agricultural producers to ship products into the San Diego area. In turn, I-8 provides access to suppliers of the agricultural support industries. I-8 also connects distribution centers and consumers between the San Diego region and the Calexico-Mexicali region and beyond.

Figure 6
Jacumba - Jacumé
Border Crossing Study
Current
Average Daily Traffic
 (Volumes in Thousands)

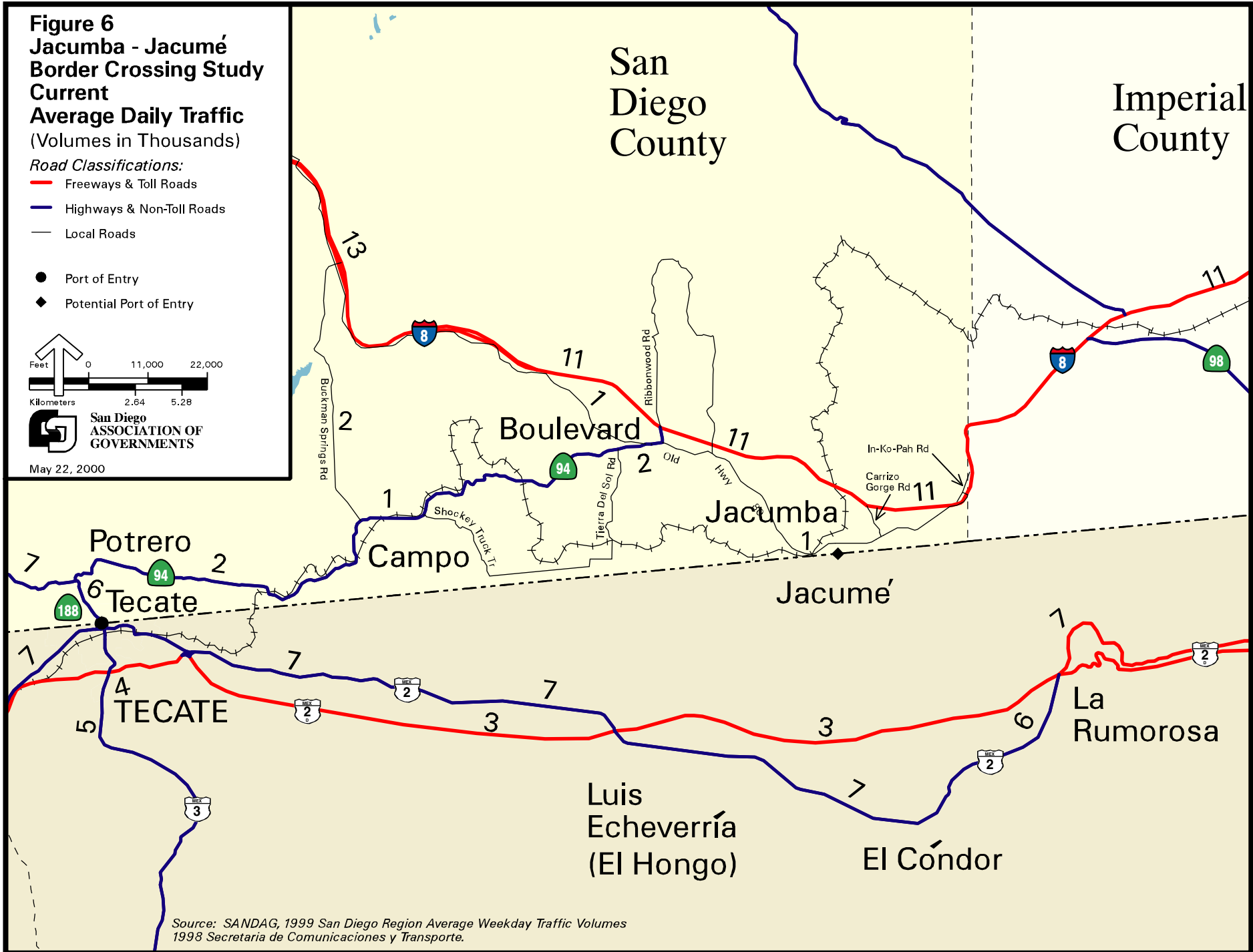
Road Classifications:

- Freeways & Toll Roads
- Highways & Non-Toll Roads
- Local Roads

- Port of Entry
- ◆ Potential Port of Entry



May 22, 2000



Source: SANDAG, 1999 San Diego Region Average Weekday Traffic Volumes
 1998 Secretaría de Comunicaciones y Transporte.

Jacumé

Jacumé is located about 35 miles east of the City of Tecate and 65 miles west of the City of Mexicali. The town is located approximately 8 miles north of the free and toll highways connecting Tijuana and Mexicali.

Population and Employment

Several small towns are located between Tecate and Mexicali. Nearly 300 people reside in the Ejido Jacumé. Considering the surrounding communities, the total population in the area is estimated at 4,725 residents, as shown in Table 4.

Table 4
Population in Jacumé and Vicinity

Community	1995 Population
Jacumé	282
Chula Vista	388
La Rumorosa	1,246
Luis Echeverría /El Hongo	1,471
Others (22 small settlements)	1,620
Total Population	4,725

Source: SAHOPE

The rural communities of Chula Vista, Ciénega Redonda and Los Manantiales lie to the west of Jacumé and north of the Tijuana-Mexicali free road. The communities of El Hongo, Colonia Luis Echeverría, and Ejido Baja California also are located to the west of Jacumé but south of the highway. East of the Ejido Jacumé lies the town of La Rumorosa. These localities are shown in Figure 3, on page 19.

Farming and tending to livestock are the primary occupations in Jacumé. Livestock agriculture once prospered in this town. Small poultry and egg producers have since been displaced as agri-businesses have set up plants in the states of Sinaloa and Sonora.

The communities of El Hongo, Luis Echeverría, and Ejido Baja California are located on the free highway between Km. 96 and Km. 101. To the north of the free road are the rural areas of Ciénega Redonda and Los Manantiales.

Construction, retail trade, services, and government make up the occupations in this area. Poultry farms are also located in El Hongo.

A state correctional facility (CERESO) is under construction in the Ejido Baja California. It would house 1,500 inmates and it will be located 1.5 miles south of MX 2 (free road), as shown in Figure 3. The state penitentiary is expected to generate 500 jobs working in three shifts.

Mining in Baja California

Mining of sand and other non-metallic minerals is an active industry in Baja California. Deposits of non-metallic minerals are located in the Municipalities of Tijuana, Tecate, Mexicali, and Ensenada. In Tijuana, gravel and aggregates are prevalent. In Tecate, there are granite deposits in the vicinity of Jacumé, talc at the El Cóndor deposits, west of La Rumorosa, as well as sand and gravel. There are limestone deposits in Mexicali and sand and gravel in Ensenada. Figure 1 on page 5 depicts these localities.³

Recently, sand from Valle de las Palmas in the Municipality of Ensenada has been imported to the United States for construction projects in the San Diego region and Southern California. The sand is transported by truck to Tijuana and then transferred to the SD&AE Railway. The cargo is unloaded and inspected by U.S. Customs at the San Ysidro yard and loaded onto trucks for deliveries in Southern California.

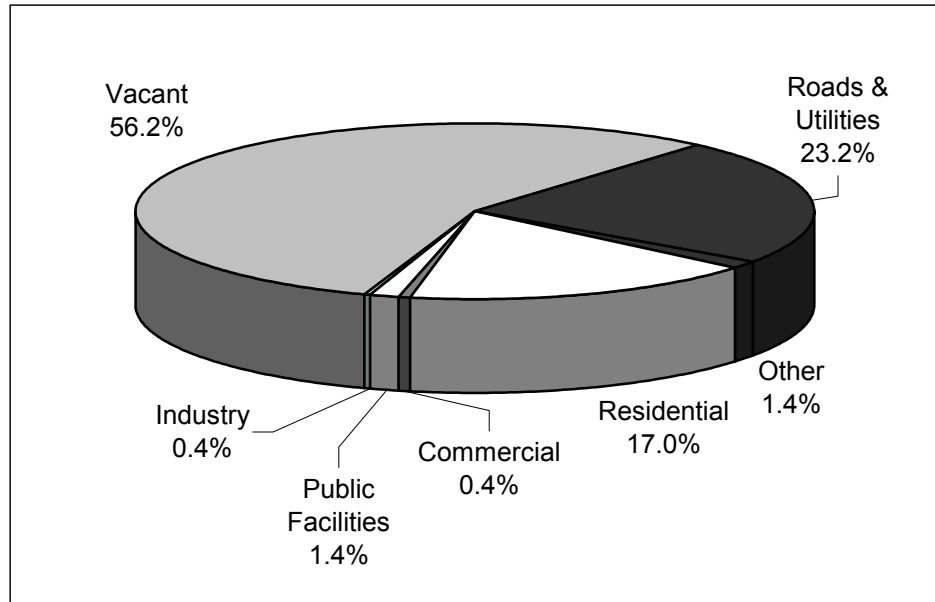
Because of its proximity to the mineral deposits in Baja California, the Jacumba-Jacumé port of entry would likely attract exports of mining products to the United States either by truck or rail.

³ Baja California Secretaría de Comercio y Fomento Industrial, Coordinación General de Minería, *Monografía Geológico-Minera del Estado de Baja California*, 1999

Land Use

Existing land uses in Luis Echeverría - Ejido Baja California are shown in Figure 7.

Figure 7
Luis Echeverría -Ejido Baja California: Current Land Uses



Source: SAHOPE, *Esquema de Desarrollo Urbano de los Poblados Luis Echeverría y Ejido Baja California*, 1998

The Municipality of Tecate and SAHOPE are preparing an urban development plan for the communities of Luis Echeverría/El Hongo. Housing, industrial, and commercial uses would be planned on 460 acres (186 hectares) of land.

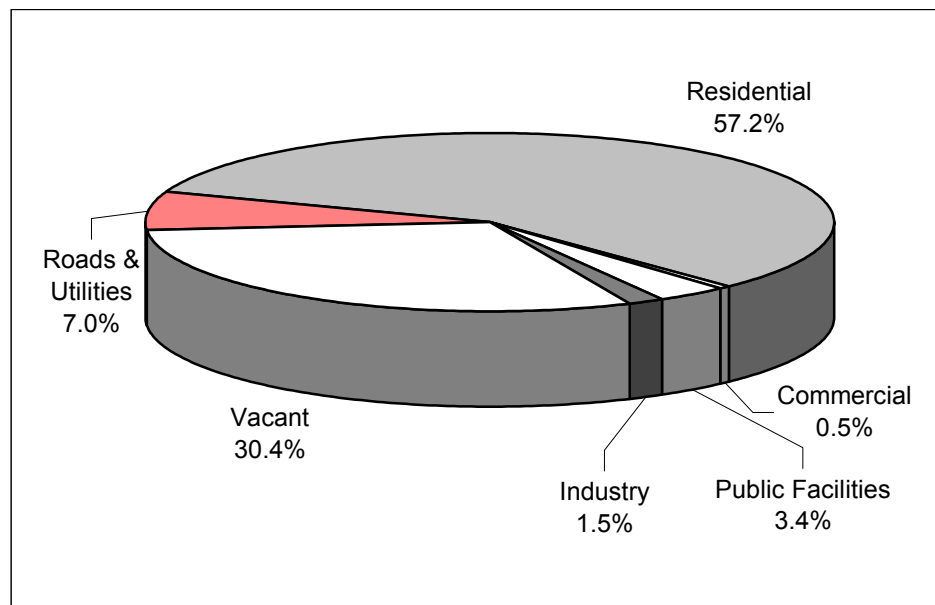
La Rumorosa is located on the free Tijuana-Mexicali highway between Km. 60 and Km. 70. Employment in La Rumorosa is mostly in tourism and mining industries. In addition to providing services for travelers who use the Tijuana-Mexicali highway on the way to and from Mexico's interior, La Rumorosa is located in the vicinity of several tourist attractions. The principal ones are El Vallecito archeological site, which contains Kumeyaay pictographs; the historic "Camp Alaska" which was established in the early 1920's as the state government's summer site; and the Picachos and El Chaparral recreation areas.

Mining of limestone is the main industrial activity in La Rumorosa. Production is presently used for construction projects within Baja California.

Figure 8 illustrates the existing land uses in the community of La Rumorosa.

Key transportation, energy, water, and communications infrastructure traverses these small communities east of Tecate, such as the free and toll highways connecting Tijuana and Mexicali, the PEMEX pipeline, the National Energy Commission (CFE) power lines, the Rio Colorado-Tijuana aqueduct, and TELNOR's fiber optic network. The PEMEX pipeline carries premium and regular unleaded fuel, as well as aircraft fuel, from storage deposits in Playas de Rosarito to the City of Mexicali.

Figure 8
La Rumorosa: Current Land Uses



Source: SAHOPE, *Esquema de Desarrollo Urbano del Poblado La Rumorosa*, 1998

Highways

Mexico Federal Highway 2 (MX-2) - MX-2 is a two-lane facility that connects Tijuana and Mexicali in Baja California. From Mexicali, the highway continues easterly into the State of Sonora. The Tijuana-Mexicali segment runs parallel to the international border for 183 kilometers (113 miles). Nearly 51 kilometers (32 miles) separate Tijuana and Tecate. At Tecate, Highway 2 connects with Highway 3 to Ensenada. The Tecate to La Rumorosa segment runs for 64 kilometers (38 miles). From La Rumorosa to El Centinela, 22 kilometers (14 miles) west of Mexicali, the highway becomes a toll road (MX-2D) with no free road alternative.

In 1998, traffic volumes⁴ on MX-2 west of the Rodríguez Dam, near Tijuana, reached 8,000 daily vehicles. Daily volumes averaged 6,900 vehicles at Tecate, dropping to 6,500 vehicles at La Rumorosa. Approaching the City of Mexicali, traffic averaged 13,000 daily vehicles. Traffic volumes are shown in Figure 6, on page 27.

⁴ Secretaría de Comunicaciones y Transporte, 1998.

MX-2 carries a relatively high volume of heavy vehicles. In 1998, at the Rodríguez Dam, trucks and buses represented 18 percent of the overall traffic. At the City of Tecate, trucks and buses accounted for 23 percent of all vehicles. The proportion of heavy vehicles was even higher east of Tecate. Trucks and buses comprised between 25 and 30 percent of the total traffic.

Toll Roads: Mexico Federal Highway 2D (MX-2D) - Since December 1998, Tijuana and Mexicali – the two largest cities in Baja California – are linked by a toll road that extends for approximately 140 kilometers (88 miles).

MX-2D has three main segments. The eastern segment between La Rumorosa and El Centinela, 14 miles west of Mexicali, opened in 1993 and has a length of 50 kilometers (31 miles). The west section between Tijuana and Tecate was inaugurated in 1992 and extends for 35 kilometers (22 miles). The road linking eastern Tecate to La Rumorosa opened to traffic in December 1998 and has closed the gap in the toll facility between Tijuana and Mexicali. This new highway runs for 55 kilometers (34.5 miles).

Between Tijuana and La Rumorosa, MX-2D is a four-lane, controlled-access highway. At the south entrance to Tecate, MX-2D connects with Mexico Highway 3 (MX-3) to Ensenada. East of La Rumorosa, the toll road extends for 30 miles as a four-lane, controlled access highway. Between El Centinela and the City of Mexicali, it is a two-lane, toll-free road.

The Tijuana-Tecate segment carried an average flow of nearly 4,000 daily vehicles in 1998. Since opening in December 1998, daily traffic on the Tecate-La Rumorosa toll highway has averaged between 3,000 vehicles and 3,800 vehicles. About 20 percent of the traffic is comprised of buses and trucks. Table 5 presents average daily traffic and vehicle classification data since the opening of the road in December 1998 until November 1999.

Table 5
Tecate-La Rumorosa Toll Road
Traffic Counts by Vehicle Type

Date	Passenger Vehicles		Buses		Trucks		Monthly Total	Average Daily Traffic
December 98	44,235	84.9%	4,265	8.2%	3,628	7.0%	52,128	3,475
January 99	81,657	81.1%	9,448	9.4%	9,586	9.5%	100,691	3,248
February 99	69,470	80.7%	7,902	9.2%	8,721	10.1%	86,093	3,075
March 99	83,526	81.0%	9,638	9.3%	9,920	9.6%	103,084	3,325
April 99	83,897	81.5%	9,265	9.0%	9,777	9.5%	102,939	3,431
May-99	83,999	81.4%	9,268	9.0%	9,868	9.6%	103,135	3,327
June 99	77,147	80.3%	8,624	9.0%	10,287	10.7%	96,058	3,202
July 99	96,850	81.9%	10,224	8.6%	11,136	9.4%	118,210	3,813
August 99	92,895	82.5%	9,618	8.5%	10,076	8.9%	112,589	3,632
September 99	77,425	80.3%	8,865	9.2%	10,139	10.5%	96,429	3,214
October 99	83,368	80.1%	9,509	9.1%	11,149	10.7%	104,026	3,356
November 99	80,250	79.1%	9,369	9.2%	11,887	11.7%	101,506	3,384

*Notes: Toll road opened to traffic on 12/17/98. Counts taken at the toll booth in El Hongo.
Source: CAPUFE, December 1999.*

Each of the three toll road segments between Tijuana and Mexicali is administered by a different agency and each road segment has its own toll rate structure, as shown in Table 6.

Table 6
Mexico's Route 2 D: Tijuana-Mexicali Toll Road
Toll Charges by Vehicle Type

Toll Road Segment	Segment Length	Passenger Vehicles	Buses & 2-axle Trucks	3-axle Trucks	4-axle Trucks	5-axle Trucks	6-axle Trucks	7 to 9-axle Trucks	Administered by
Tijuana-Tecate	14.1 mi.	\$ 5.25	\$ 7.70	\$ 10.10	\$ 10.10	\$ 14.40	\$ 14.40	\$ 18.40	Autopista Tijuana-Mexicali
Tecate-La Rumorosa	34.5 mi.	\$ 4.00	\$ 8.10	\$ 8.10	\$ 13.15	\$ 13.15	\$ 19.70	\$ 19.70	CAPUFE
La Rumorosa-El Centinela (Mexicali)	29.6 mi.	\$ 0.95	\$ 3.90	\$ 3.90	\$ 5.05	\$ 6.30	\$ 6.30	\$ 6.30	FIARUM

Note: Cost in U.S. Dollars calculated at 9.50 Pesos to the dollar.

Sources: Secretaria de Comunicaciones y Transporte, January 2000

Caminos y Puentes Federales (CAPUFE), January 2000

Autopista Tijuana-Mexicali, SA CV, January 2000

Fideicomiso Autopista Centinela-Rumorosa (FIARUM), State of Baja California, April 2000

Toll charges are lower on a per mile basis on the La Rumorosa-Mexicali segment because there is no alternative free road available.

The junction of the Tijuana-Mexicali free and toll roads is located in the community of El Hongo. The western end of the Tecate-La Rumorosa toll highway is at the Sandoval junction (Km. 117.3), east of the City of Tecate. At this junction, there is access to the free Tijuana-Mexicali highway and to the toll road between Tijuana and Tecate.

There are 32 bridges that connect communities and properties north and south of the highway between Tecate and La Rumorosa. The community of Jacumé is served by two over-passes located approximately four kilometers (2.5 miles) from each other. The easternmost structure provides the most direct access to Jacumé and a potential border crossing.

STATE OF BAJA CALIFORNIA: REASONS TO CONSIDER JACUMBA-JACUMÉ AS A FUTURE PORT OF ENTRY

In Baja California, SAHOPE introduced the idea of reserving land for a new border crossing connecting the towns of Jacumé and Jacumba.⁵ The main reason for this proposal focuses on the rapid growth that Baja California towns along the Tecate-Mexicali highway have experienced in the last decade.

In coordination with the Municipality of Tecate, SAHOPE prepared development plans for the towns of La Rumorosa and Luis Echeverría-El Hongo in 1998. These plans define areas for residential uses, maquiladora and other industries, and agriculture.

According to SAHOPE's analysis, population growth in the towns located along the Tecate-Mexicali road results from several factors: availability of relatively inexpensive land, access to transportation facilities, mineral resources apt for extractive industries (limestone), and availability of farming land and recreational facilities. In addition, the Tecate-Mexicali corridor is favored with vital infrastructure such as the Tijuana-Río Colorado aqueduct, the PEMEX (Mexican Petroleum) pipeline, high-voltage lines, and fiber optic's network. El Hongo is currently served by the power lines and fiber optics.

The Cities of Tecate and Mexicali are located 144 kilometers (89 miles) apart. This distance has spawned the establishment of towns that provide local services and facilities that formerly only were offered in the large urban centers.

These growing towns are strategically located on an important international and domestic freight corridor. A border crossing at Jacumba-Jacumé would provide an additional link to and from Ensenada and/or San Felipe, as well as access to the Laguna Hanson recreation area in the Constitución National Park.

With regards to transportation infrastructure, another reason for this proposal is the proximity of this potential border crossing with Interstate 8, in California, and the toll road between Tecate and La Rumorosa, in Baja California.

⁵ SAHOPE, Draft Jacumba-Jacumé White Paper, 1997.

**VEHICLE FORECAST ACROSS THE
PROPOSED JACUMBA-JACUMÉ
PORT OF ENTRY**

VEHICLE FORECAST ACROSS THE PROPOSED JACUMBA-JACUMÉ PORT OF ENTRY

BASELINE FORECAST OF TRUCK CROSSINGS

Background

A border crossing at Jacumba would improve border access for some trucks that use Interstate 8 to transport goods between Baja California and locations east of San Diego. However, traffic to and from these “eastern markets” accounts for a small fraction of cross-border commercial traffic. Slightly over 4 percent of the trucks that cross the border at Tecate and Otay Mesa travel on Interstate 8, as shown in Table 7. Most of the truck traffic to and from the border moves on Interstate 5, Interstate 805, and Interstate 15, and these freeways are more accessible to Otay Mesa and Tecate than Jacumba.

Table 7
"Eastern Markets"
Truck Border Crossings with Destinations/Origins
East of San Diego County (via Interstate 8)

Port of Entry	1995 Trucks/Day	Percent of Total Trucks
Tecate	15	5.0%
Otay Mesa	112	4.0%
Total	127	4.1%

*Sources: Caltrans survey data, U.S. Customs Service,
and SANDAG.*

A border crossing at Jacumba-Jacumé likely would have little, if any, impact on traffic moving through the Calexico-Mexicali port of entry. For goods being transported between California and Mexicali, the superior route would be via Interstate 8, bypassing a border crossing in Jacumba. An alternative route through Jacumba would require trucks to travel on Baja California’s Highway 2 between El Hongo and Mexicali, which would result in a slower and longer trip than travel on Interstate 8.

A baseline forecast of truck traffic through ports of entry in Otay Mesa and Tecate is shown in Table 8. This forecast makes no allowance for a new port of entry. The baseline forecast for Tecate is predicated on projections of United States-Mexico trade, as explained in SANDAG's *Tecate Port of Entry: Trade & Truck Traffic* study (July 1997). The same methodology was used to prepare the baseline forecast for Otay Mesa as shown in this report.

Table 8
Projected Daily Truck Traffic Through Ports of Entry (POE)

Port of Entry	Average Trucks/Day	<u>Baseline Forecast</u>		<u>Forecast with New Jacumba POE</u>					
		<u>No Jacumba POE</u>		<u>Tecate Open to All Vehicles</u>		<u>Tecate Maintains 1999 Traffic Level</u>		<u>Tecate Open, Except Commercial Vehicles</u>	
		1995	2010	2020	2010	2020	2010	2020	2010
Tecate	293	761	1,223	742	1,193	460	460	-	-
Otay Mesa	2,789	6,779	10,845	6,508	10,411	6,790	10,861	7,231	11,134
Jacumba	-	-	-	290	464	290	747	309	934
Total	3,082	7,540	12,068	7,540	12,068	7,540	12,068	7,540	12,068

Source: SANDAG

Forecast of Truck Crossings through Jacumba-Jacumé

Forecasts of truck traffic through Jacumba are explained below in the context of three scenarios:

- Tecate's existing port of entry remains open for all vehicles,
- Tecate's existing port of entry maintains the 1999 level of truck crossings through 2020, and
- Tecate's existing port of entry stops handling commercial vehicles by the year 2010.

In all cases, the forecasts are based on the assumption that a new commercial crossing in Jacumba would be operational by the year 2010.

The projected levels of truck traffic through Jacumba do not reflect expanded trade between California and Mexico, but rather diversion of freight that otherwise would be transported through the ports of entry in Tecate and Otay Mesa. The potential impact of the new port of entry proposed at East Otay Mesa-Mesa de Otay II has not been evaluated as part of this study.

The Tecate Port Remains Open to All Traffic

With the Tecate crossing remaining open to commercial traffic, a port of entry in Jacumba-Jacumé would attract over 450 trucks per day in 2020. (See previous Table 8.)

Truck Traffic Diversion from Tecate to Jacumba - The diversion of trucks from Tecate to Jacumba would be small, at least based on existing traffic patterns, as shown in Table 9. About 50 percent of the trucks moving between Tecate and locations east of San Diego via SR 94 and Interstate 8 probably would use the Jacumba crossing as an alternative route. In the year 2020, one-half of Tecate's projected traffic to/from eastern markets represents 30 trucks per day, or about 6.5 percent of the projected truck traffic through a new Jacumba port.

Table 9
Tecate Port of Entry
Projected Truck Traffic and
Diversion due to New Jacumba Port of Entry

Baseline Forecast - No Jacumba POE	<u>Average Trucks Per Day</u>		
	1995	2010	2020
Eastern Markets (5%)	15	38	61
Western Markets (95%)	278	723	1,162
Total Trucks Per Day	293	761	1,223

Traffic Diversion From Tecate Due to New Jacumba POE	<u>Average Trucks Per Day</u>		
	1995	2010	2020
To New Jacumba POE			
1. With Tecate Open to all Vehicles	-	19	30
2. Tecate Maintains 1999 Traffic Levels through 2020	-	19	313
3. With Tecate Open, except Commercial Vehicles	-	38	500
To Otay Mesa POE			
1. With Tecate Open to all Vehicles	-	-	-
2. Tecate Maintains 1999 Traffic Levels through 2020	-	282	451
3. With Tecate Open, except Commercial Vehicles	-	723	723

Source: U.S. Customs Service and Caltrans (1995 data), SANDAG (all forecasts)

For these eastern markets, a trip between the Tecate port and Interstate 8 at the San Diego-Imperial County line (via SR 94) would take approximately 40 miles and 51 minutes. That compares to 47 miles and 51 minutes for a trip through Jacumba via Mexican Route 2. While the trip through Jacumba would be 7 miles longer for the same travel time, truck inspections at Jacumba could encounter less delay due to less traffic. Over time, however, delays at Jacumba and Tecate likely would equilibrate as the trucking industry took advantage of the more efficient route. The two routes eventually could become equally accessible to and from eastern markets.

In the western direction, the volume of truck traffic moving between Tecate and San Diego County would be unaffected by a new commercial crossing at Jacumba. For these trips, which account for over 90 percent of total truck crossings at Tecate, an alternate route through Jacumba would be much longer and time consuming.

Truck Traffic Diversion from Otay Mesa to Jacumba - Most of the truck traffic projected for Jacumba likely would be diverted from the Otay Mesa crossing. In the year 2020, 434 trucks per day are projected to travel on Interstate 8 before or after crossing the border at Otay Mesa. (This is the difference between 10,845 trucks without the Jacumba POE and 10,411 trucks with the Jacumba POE, as shown in Table 8.) For these eastern trips, an alternate route through Jacumba would save time and reduce travel distance.

A typical trip on U.S. highways between Interstate 8 (San Diego-Imperial County line) and the border at Otay Mesa would take about 91 minutes and cover 83 miles. That same trip through Jacumba and Baja California would entail 68 minutes and 59 miles on toll roads, and 85 minutes and 68 miles on free roads. Both the free roads and toll roads in Mexico would save time and distance relative to the U.S. route. Furthermore, a route through Jacumba would avoid relatively long wait/inspection times at the Otay Mesa port of entry.

If anything, the projection of 434 trucks per day should be viewed as the *maximum* potential diversion from Otay Mesa to Jacumba. Some U.S. trucking companies may be reluctant to send rigs on Mexican roads when the destination (Tijuana) also is accessible via U.S. highways. Further, the type and speed of inspection services that would become available at Jacumba are unknown. With no agricultural inspection, for example, Jacumba would not attract agricultural shipments that are currently processed at the Otay Mesa crossing.

The Tecate Port Maintains the 1999 Level of Truck Crossings through 2020

In 1999, the Tecate port of entry handled about 460 trucks per day. If due to capacity constraints the Tecate port of entry maintains that level of truck crossings, commercial vehicles volumes through a new Jacumba-Jacumé port of entry would experience a considerable increase. Under this situation, the traffic forecast through Jacumba is 747 trucks per day in 2020, compared to the projected 464 daily trucks with the Tecate port without capacity restrictions. (See Table 8.) Diversion of truck traffic to Otay Mesa from Tecate would also occur.

Truck Traffic Diversion from Tecate to Jacumba - If the Tecate port of entry continues to handle approximately 460 trucks per day through 2020, the Jacumba-Jacumé border crossing could attract some of the trucks moving freight to and from western markets. In 2020, a total of 313 trucks could use the future port of entry on a daily basis (for both eastern and western markets).

Truck Traffic Diversion from Otay Mesa to Jacumba - The same projection of 434 daily trucks through the Jacumba crossing in 2020 (described in the previous section) is applicable to this scenario.

No Commercial Vehicles Allowed through the Tecate Port

If for some reason the Tecate port of entry were to stop processing commercial vehicles, truck volumes through a new port of entry at Jacumba would increase substantially. Under this scenario, the traffic forecast through Jacumba is 934 trucks/day in the year 2020, compared to 464 trucks/day with the Tecate port open to all vehicles. (See Table 8.)

Truck Traffic Diversion from Tecate to Jacumba - Jacumba could attract all of Tecate's truck shipments to and from eastern markets, or 61 trucks per day in 2020.

In addition, Jacumba could capture most, if not all, of Tecate's projected 2010-2020 *increase* in truck traffic to and from western markets, assuming a port of entry became operational in Jacumba by 2010. Jacumba's Mexican neighbor, Jacumé, and nearby communities could attract all of the business growth that otherwise would have taken place in Tecate. Along with the businesses would go the truck traffic. For the period 2010-2020, the projected *growth* in this "western" truck traffic is 439 trucks per day. Overall truck traffic diversion from Tecate to Jacumba is projected at 500 daily trucks, as reflected in previous Table 9.

Without its current commercial port of entry, Tecate, Baja California would become a much less desirable location for business expansion. Existing maquiladora plants and other businesses in Tecate tend to be smaller and less productive than those located in Tijuana. According to business representatives from Tecate, businesses are attracted to Tecate's less congested port of entry, as well as lower land prices and small-town business climate. Again, Jacumé could become the recipient of the business growth currently forecast for Tecate, if the Tecate port stops processing commercial vehicles.

Firms already located in Tecate, however, likely would ship freight to/from western markets via the Otay Mesa port of entry. An alternative route through Jacumba would consume about the same amount of travel and wait time, assuming a 70-minute delay at the Otay Mesa crossing. However, the route through Jacumba would be 123 miles longer to a common access point in San Diego. The wait time at the Otay Mesa crossing would have to exceed 4 hours on a consistent basis before the transportation economics would begin to favor the Jacumba route for western shipments to and from Tecate.⁶

Truck Traffic Diversion from Otay Mesa to Jacumba - Traffic diversion from Otay Mesa to Jacumba is projected to be a maximum of 434 daily trucks in 2020, as shown in Table 10. This is the same amount of diversion anticipated in the event the Tecate port remains open to commercial vehicles. For the reasons cited previously, a route through a new port of entry at Jacumba-Jacumé probably would be more cost-efficient than one through Otay Mesa, at least for goods shipped between Tijuana and U.S. eastern markets.

Additionally, if Tecate were to stop processing commercial vehicles, western market truck traffic - previously projected to cross at Tecate in 2010 - is anticipated to use the Otay Mesa crossing, as shown in Table 9. This diversion would represent 723 daily trucks both in 2010 and 2020.

⁶ A trip through Jacumba would result in higher vehicle operating costs of about \$62 (\$0.50 per mile for 123 miles) and lower tolls of \$10.00. The net additional cost would be \$52, which approximately equals three hours of labor cost for the average U.S. truck driver. Sources: U.S. General Services Administration, Federal Supply Service (cost/mile for diesel tractor trucks greater than 24,000 GVWR) and U.S. Department of Labor, *Occupational Pay in the United States*, Nov. 1995, average wage rate for drivers of tractor trailers (\$14.07/hour, plus an allowance for benefits of 25 percent).

Table 10
Otay Mesa Port of Entry
Projected Truck Traffic and
Diversion due to New Jacumba Port of Entry

Baseline Forecast - No Jacumba POE	<u>Average Trucks Per Day</u>		
	1995	2010	2020
Eastern Markets (4%)	112	271	434
Western Markets (96%)	278	6,508	10,411
Total Trucks Per Day	2,789	6,779	10,845

Traffic Diversion From Otay Mesa Due to New Jacumba POE	<u>Average Trucks Per Day</u>		
	1995	2010	2020
To New Jacumba POE			
1. With Tecate Open to all Vehicles	-	271	434
2. Tecate Maintains 1999 Traffic Levels through 2020	-	271	434
3. With Tecate Open, except Commercial Vehicles	-	271	434

Source: U.S. Customs Service and Caltrans (1995 data), SANDAG (all forecasts)

BASELINE FORECAST OF PASSENGER VEHICLE CROSSINGS

Background

A small proportion of cross-border passenger vehicle traffic between Baja California and the San Diego region travel on Highway 94 or Interstate 8 to access locations in eastern San Diego County or points further east, as shown in Table 11.

However, as described in the following sections, passenger vehicle diversion from San Ysidro, Otay Mesa, and Tecate is expected if a new port of entry were to open at Jacumba-Jacumé.

Table 11
"Eastern Locations"
Passenger Vehicle Border Crossings with Destinations/Origins
East of San Diego County

Port of Entry	Percent of Passenger Vehicles
San Ysidro	0.5%
Otay Mesa	2.0%
Tecate	3.3%

Source: Caltrans survey data.

Forecast of Passenger Vehicle Crossings through Jacumba-Jacumé

Similar to the projections of truck traffic through Jacumba, forecasts of passenger vehicles are presented for three scenarios:

- The Tecate port of entry remains open for all vehicles,
- Tecate's existing port of entry maintains the 1999 level of passenger vehicle crossings through 2020, and
- The Tecate port of entry stops handling commercial vehicles by the year 2010.

In all cases, the forecasts are based on the assumption that a new border crossing in Jacumba would be operational by the year 2010.

Traffic flows across the Jacumba-Jacumé port of entry represent diversion of passenger vehicles to and from the ports of entry at San Ysidro-Puerta México, Otay Mesa-Mesa de Otay, and Tecate, as shown in Table 12. The potential impact of the new port of entry proposed at East Otay Mesa-Mesa de Otay II has not been evaluated as part of this study.

Table 12
Jacumba-Jacumé Port of Entry
Projected Passenger Vehicle Traffic

Scenarios	2020 Average Passenger Vehicles per Day
1. With Tecate Open to All Vehicles	
To/From San Ysidro	345
To/From Otay Mesa	460
To/From Tecate	212
Projected Passenger Vehicles across Jacumba-Jacumé	1,017
2. Tecate Maintains 1999 Traffic Level through 2020	
To/From San Ysidro	345
To/From Otay Mesa	460
To/From Tecate	2,574
Projected Passenger Vehicles across Jacumba-Jacumé	3,379
3. With Tecate Open, except Commercial Vehicles	
To/From San Ysidro	345
To/From Otay Mesa	460
To/From Tecate	4,146
Projected Passenger Vehicles across Jacumba-Jacumé	4,951

Source: SANDAG forecasts.

The Tecate Port Remains Open to All Traffic

A port of entry in Jacumba-Jacumé would attract slightly over 1,000 passenger vehicles daily in 2020. (See previous Table 12.)

Passenger Traffic Diversion from San Ysidro/Otay Mesa to Jacumba - Most diversion to Jacumba-Jacumé would be related to Tijuana traffic. In the year 2020, slightly over 800 passenger vehicles per day are estimated to travel on Interstate 8 before or after crossing the border at San Ysidro or Otay Mesa. (See Table 12.) For these eastern trips, an alternate route through Jacumba would save time and reduce travel distance.

Passenger Traffic Diversion from Tecate to Jacumba - The diversion of passenger vehicles from Tecate to Jacumba would be relatively small, at least based on existing traffic patterns, as shown in Table 12. About 50 percent of the vehicles travelling between Tecate and locations east of San Diego via Highway 94 and Interstate 8 probably would use the Jacumba crossing as an alternative route. In the year 2020, one-half of Tecate's projected passenger vehicle traffic to and from eastern locations would represent 212 vehicles daily.

For eastern locations, a trip between the Tecate port and Interstate 8 at the San Diego-Imperial County line (via Highway 94) would take approximately 40 miles and 51 minutes. That compares to 47 miles and 51 minutes for a trip through Jacumba via Mexican Route 2. While the trip through Jacumba would be 7 miles longer for the same travel time, inspections at Jacumba could take less time due to less traffic.

In the western direction, no traffic diversion from Tecate to Jacumba is anticipated, since an alternative route across the Jacumba-Jacumé port of entry would take longer time and distance.

The Tecate Port Maintains the 1999 Level of Vehicle Crossings through 2020

As shown in Table 12, the Jacumba-Jacumé port of entry could capture nearly 3,400 vehicles per day, both northbound and southbound.

Passenger Vehicle Diversion from San Ysidro/Otay Mesa to Jacumba - Traffic diversion from both ports of entry in Tijuana to the Jacumba crossing is projected at slightly more than 800 vehicles per day in 2020, as shown in Table 12. This is the same amount of traffic diversion expected under the situation where the Tecate port remains open to commercial vehicles.

Passenger Vehicle Diversion from Tecate to Jacumba -If the Tecate border station continues to process approximately 6,600 passenger vehicles per day through 2020, traffic diversion to Jacumba would rise considerably. Almost 2,600 passenger vehicles would use the Jacumba-Jacumé crossing under this scenario. As the Tecate port faces capacity constraints, population and employment growth is anticipated to occur east of the currently urbanized area of the City of Tecate, with its resulting increase in traffic crossing the border through Jacumba.

No Commercial Vehicles Allowed through the Tecate Port

Significantly higher traffic volumes would be expected across the Jacumba-Jacumé if the Tecate port of entry stopped handling commercial vehicles. Under this scenario, nearly 5,000 passenger vehicles would travel through Jacumba on a daily basis.

Passenger Vehicle Diversion from San Ysidro/Otay Mesa to Jacumba - Traffic diversion from Tijuana to Jacumba is projected to be approximately 800 daily vehicles in 2020, as shown in Table 12. This is the same amount of traffic diversion expected under the scenario in which the Tecate port remains open to commercial vehicles.

Passenger Vehicle Diversion from Tecate to Jacumba - As explained under the truck traffic forecast, Jacumba-Jacumé could capture Tecate's projected 2010-2020 *increase* in truck traffic to and from western markets, assuming a port of entry became operational in Jacumba by 2010. Since new business growth would be expected to take place in the eastern portion of the Municipality of Tecate, population, jobs, and passenger traffic also would go along.

Under that scenario, in 2020, passenger vehicle crossings through the Tecate port of entry would remain at the same level as in 2010. Therefore, passenger vehicle diversion from Tecate to the Jacumba-Jacumé crossing is estimated at approximately 4,100 daily vehicles, as presented in previous Table 12.

PROPOSED CONNECTING ROADS

PROPOSED CONNECTING ROADS

ROAD ALIGNMENTS AND PRELIMINARY COST ESTIMATES

Advanced Planning staff from Caltrans District 11 prepared preliminary, planning-level cost estimates for roadways connecting Interstate 8 with a potential location at the United States-Mexico international border, in the vicinity of Jacumba.

The estimates include costs for roadway, excavation and fill, bridge structures, and drainage crossings. Right-of-way costs, engineering support, environmental considerations, mobilization and minor items are included as a percent of the construction costs. A contingency factor is also added to the presented cost estimates.

The improvements included in the two-lane road estimates for existing roads are the addition of 2.4 meter (8 feet) paved shoulders on each side, and curve realignment and climbing lanes where needed.

Figure 9 shows the potential roads that would connect the future port of entry and Interstate 8.

In California, two possible alignments were considered, as follows:

One alignment would link the future border crossing with Interstate 8 at the Carrizo Gorge interchange. A new road would connect the port of entry with Old Highway 80 and Carrizo Gorge Road. This potential alignment would use both new and existing roads, traversing relatively flat terrain. Costs were estimated for two and four-lane facilities, as shown in Table 13.

The other potential alignment would connect the future border crossing with Interstate 8 further east, at the In-Ko-Pah interchange. From the international boundary, a new road would connect to Old Highway 80 and to In-Ko-Pah Road. The existing roads would be widened and a curve on Old Highway 80 east of Carrizo Gorge Road would be straightened. This possible alignment traverses easy to moderate terrain.

SANDAG, in cooperation with SAHOPE, also prepared preliminary, planning-level cost estimates for the road connection in Baja California. The alignment would follow the existing dirt road that links the town of Jacumé with the free highway between Tijuana and Mexicali.

Table 13
Preliminary Cost Estimates for Jacumba-Jacumé Connecting Roadways

Road Alignment	Length (in miles)	Cost (in U.S. Dollars - millions)	
		Low	High
Two-Lane Roads			
U.S.-Mexico Border – I-8 Carrizo Gorge Interchange	3.0	\$10.0	\$13.0
U.S.-Mexico Border – I-8 In-Ko-Pah Road Interchange	5.0	\$22.0	\$30.0
U.S.-Mexico Border – Highway 2	13.3	\$5.3	-
Four-Lane Roads			
U.S.-Mexico Border – I-8 Carrizo Gorge Interchange	3.0	\$22.0	\$30.0
U.S.-Mexico Border – I-8 In-Ko-Pah Road Interchange	5.0	\$50.0	\$60.0
U.S.-Mexico Border – Highway 2	13.3	\$9.4	-

Source: Caltrans, Advanced Planning, May 1999
SAHOPE-SANDAG, May 1999

Although the selection of a potential corridor to link the port of entry with Interstate 8 in California is outside the scope of this study, the Jacumba Sponsor Group has expressed its members' preference that the roads between the port of entry and Interstate 8 connect to the In-Ko-Pah Road interchange instead of the Carrizo Gorge Road interchange.

ENVIRONMENTAL ANALYSIS

Environmental Constraints Analysis for Potential Road Alignments in the United States

The environmental evaluation presented in this section was excerpted from the Environmental Constraints Analysis report prepared by Myra L. Frank & Associates, Inc. for the Rural Highway 94 Corridor Study.⁷ In addition to the Jacumba border crossing, this report addresses four other corridors or components under evaluation for the Rural Highway 94 Corridor study. These corridors are Highway 94, Buckman Springs Road, Pine Valley Road, and the Border Road.

Variations of the alternative to widen Old Highway 80 between Jacumba and I-8 to the east of Jacumba, associated with opening a Port of Entry at Jacumba are: (1) improvement of the Carrizo Gorge/I-8 interchange and widening of Carrizo Gorge Road, and (2) improvement of the In-Ko-Pah Road/I-8 interchange and widening of In-Ko-Pah Road. Figure 9, on page 55, shows the potential alignments.

This is not an environmental clearance document pursuant to the California Environmental Quality Act or the National Environmental Policy Act. It is, however, a precursor to such a document that is intended to identify further studies and areas of controversy. Because of the conceptual nature of the project description, the level of analysis is general and should be used accordingly. Further detail on impacts, as would be expected in an environmental clearance document, would require conceptual design of each alternative, including revised centerlines, overall roadway width, possible right-of-way acquisition on either side, etc.

Constraints to natural and socioeconomic resources were analyzed for the potential roads that would connect the future border crossing and Interstate 8, as follows:

- Land Use and Sensitive Uses
- Consistency with County of San Diego General Plan
- Community Character
- Growth Inducement
- Socioeconomic Issues
- Cultural Resources
- Biology: Sensitive Species and Habitats
- Floodplains and Water Resources
- Visual Resources

⁷ SANDAG, *Rural Highway 94 Corridor Study, Environmental Constraints Analysis* prepared by Myra L. Frank & Associates, Inc., December 1999.

- Paleontology

Summary of Environmental Constraints

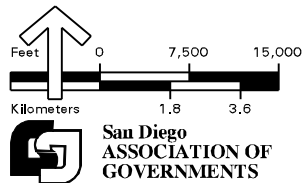
The Jacumba-Jacumé Port of Entry component would have several constraints, including:

- Sensitive species and habitats are present. Focused surveys for listed species may be required.
- Known archaeological and historic resources about the highway and complete surveys and evaluations would be required. Archaeological resources are extensive.
- Existing development at towns abuts the highway and includes residential uses (including mobile homes) and community facilities that would require relocation or mitigation. Some residents may be low-income. The variations of this alternative would have differing effects.
- There are a variety of federal, state and local land owners.
- Visual impacts could occur.

Figure 9
Jacumba - Jacumé
Border Crossing Study
Potential Connecting
Roadways

Road Classifications:

- Freeways & Toll Roads
- Highways & Non-Toll Roads
- Local Roads
- ◆ Potential Port of Entry



May 18, 2000



Constraints Analysis by Topic

Land Use and Sensitive Uses

General Land Use

Land use throughout the Jacumba study area is predominately undeveloped. There is a concentration of agricultural land uses around and east of Jacumba. In addition, mobile homes, single family residences, and commercial/office uses can be found in/near Jacumba, including some abutting the roadway.

Jacumba was once known for its mineral springs and mud baths and some resorts remain. The Jacumba Airport (gravel runway) lies immediately south of Old Highway 80 east of Jacumba and is used for gliders. North of Old Highway 80 and between the railroad tracks and Carrizo Gorge Road is the proposed site of the Jacumba Valley Ranch development: a mixed use project with 1,048 dwelling units, golf course, hotel, senior care center, and other uses. Further east, Old Highway 80 crosses the Jacumba National Cooperative Land and Wildlife Management Area (owned by the US Bureau of Land Management (BLM) and cooperatively managed with California Department of Fish and Game). The southern end of Anza Borrego State Park is nearby. A fiber optic cable runs in the shoulder of old Highway 80.

Land uses along Carrizo Gorge Road include the proposed Jacumba Valley Ranch as described above and primarily undeveloped land. Highway oriented uses are located at the I-8 interchange. North of the interchange, Carrizo Gorge Road is unpaved. Along In-Ko-Pah Road are commercial/auto related uses at the I-8 off ramp and a few residences. The Desert Tower State Landmark lies in what was once In-Ko-Pah County Park.

Constraints to widening Old Highway 80 would include the possible acquisition and necessary relocation of low-income residents. Coordination with plans for the Jacumba Valley Ranch project would be necessary. Improvement of Carrizo Gorge Road would similarly require coordination with the Jacumba Valley Ranch project. Use of the In-Ko-Pah interchange variation would potentially affect the State Landmark and the few developed parcels in this area.

Agricultural Preserves

The California Land Conservation Act of 1965 (Williamson Act) enables local government agencies to contract with landowners to keep land in agricultural, open space, and recreational or other compatible uses by establishing agricultural preserves. However, there are no known agricultural preserves or contract lands within the Jacumba study area.

Community Facilities

Adjacent community facilities (within 1.6 km corridor) were noted using a variety of data sources. They are listed below in Table 14.

Table 14
Community Facilities
Jacumba-Jacumé Port of Entry

Sensitive Use	General Location	Approx. Dist. From Highway	General Description of Potential Constraints
Jacumba Airport	Jacumba	0.16 km	Access issue
Fire Station	Jacumba	0.32 km	Access issue
Library	Jacumba	0.32 km	Noise impact
Senior Center	Jacumba	Adjacent	Noise, construction impacts
Elementary School	Jacumba	0.32 km	Noise, and construction impacts
Park	Jacumba	Adjacent	Section 4(f) issue

Source: Myra L. Frank & Associates, Inc., 1999

Consistency with the County of San Diego General Plan

The Mountain Empire Subregional Plan contains five main communities, each with its own character: Tecate, Potrero, Campo, Boulevard, and Jacumba. In all cases, there is little urbanization pressure and maintaining the rural character of the area has been identified as an important concern. These communities are dependent on ground water and have no sewer system. The recreational and scenic features of the plan area are emphasized, particularly the oak trees, dark night sky, and regional parks (Lake Morena and Potrero).

The constraints of any of the alternatives will include the need to address growth issues and maintenance of community character. A roadway improvement does not inherently conflict with the Subregional Plans. However, roadway design would need to address potential visual impacts and effects on sensitive resources in order to meet the goals of these plans.

Community Character

Jacumba is a small, rural community, dependent on ground water, with no sewer system. There are single family homes and mobile homes along Old Highway 80 and a large mixed-use development is proposed north of Old Highway 80 and west of Carrizo Gorge Road.

Jacumba was known in the past for mineral springs and spas and some resorts remain today. However, since the completion of I-8 in 1967, there has been a decline in tourist traffic through Jacumba. The San Diego and Arizona Eastern railroad tracks skirt the town.

Approximately 3 km. south of the Mexican border is the town of Jacumé (population 280). In the recent past, informal pedestrian crossings were allowed between the two towns but then "Operation Gatekeeper" and the construction of the border fence near San Diego led to the increase of illegal immigrant traffic through Jacumba-Jacumé. A border fence has been constructed here as well, requiring a 2.5 hour drive to Tecate to cross legally and return to Jacumba.

The potential road connections to I-8 would change the character of the community by increasing the width of the highway, but this change would be minor compared to the effects of the Jacumba Valley Ranch development. Opening a Port of Entry to vehicles would have a major effect on community character. Increased traffic may economically reinvigorate this former resort town and encourage urban development.

Growth Inducement

Growth inducement is the relationship between a proposed project and growth within the project area. It is often difficult to establish this relationship with a high degree of precision, especially in rural areas when growth trends have not been established. The relationship is either of facilitating planned growth or inducing unplanned growth.

Growth would include economic or population growth, or the construction of additional housing, either directly or indirectly in the project area. Growth requires demand, adequate public services and utilities, and appropriate zoning and approval of the planning agencies. Highway improvement projects are often implemented to respond to foreseeable development and growth, and are therefore included in project-related growth forecasts. Generally, highway improvements remove one possible obstacle to growth, by providing improved transportation facilities. On a practical level, growth often occurs in proximity to highways and unplanned growth may occur once highway improvements are realized.

The proposed project is located along the United States-Mexican border, where the enactment of the North American Free Trade Agreement (NAFTA) would continue to foster foreseeable growth. The projected growth associated with the project area has been included in forecasts by local and regional planning agencies.

The San Diego Association of Governments (SANDAG) generates projected growth forecasts for population, housing, and employment through the year 2020. The growth forecasts are conducted for the San Diego region and the subregional planning areas within the region. The SANDAG growth forecast is developed through the guidance, expertise, and insights of the committees, local staff, policy-makers, and other groups that review and forecast for the San Diego region. The methodology of the regional growth forecast model is based on allocating region-wide employment based on the existing and previously forecasted location of employment, land available for new employment opportunities, and the transportation system. The spatial distribution of employment would be the key factor in determining the location of new housing stock and population characteristics. The SANDAG growth forecasts take into account future road improvements.

Mountain Empire Subregion

The Mountain Empire subregion is located near the southeasternmost limits of San Diego County, along the United States-Mexican border. The subregion is comprised of the following sponsor group areas: Boulevard, Lake Morena/Campo, Jacumba, Potrero, Tecate, and a portion not belonging to any sponsor group.

The Mountain Empire Subregion is characterized as being generally rural and largely undeveloped. The Jacumba-Jacumé Port of Entry connecting roadways are within this subregion.

The population forecast for the Mountain Empire subregion is expected to grow by 138 percent by the year 2020, or over three times the region's growth rate. In 1995 the population was estimated at 5,926, and in the year 2020, that number would grow to 14,132, taking into account the County of San Diego population targets. Although the percentage is rather high, the numerical figure is relatively low, or 8,206 persons. The number of housing units is expected to expand from 2,699 in 1995 to 6,477 in 2020, or a 140 percent increase.

Employment would grow at a slower rate, as compared to population and housing. Employment is anticipated to grow from 1,830 in 1995 to 3,506 in 2020, or 92 percent.

The Mountain Empire subregion is estimated to utilize 11,238 acres for development, or 11 percent of vacant developable acres within the subregion. Vacant developable acres would decrease by approximately 16 percent. Employment density would increase by 78 percent, from 4.3 in 1995 to 7.3 in 2020. Residential density would decrease from a 1995 value of 0.6 to 0.4 in the year 2020, or -33 percent.

The eastern-most area of the subregion contains two significant facilities, which provide the rationale for the high growth projections. The Jacumba Airport and Interstate 8 provide direct access to the eastern portion of the Mountain Empire Subregion.

North of the Jacumba Airport, the Specific Plan for Jacumba Valley Ranch proposes residential, commercial, and recreational development. The project includes current and future applications for the development of a 1,250 acre site with 1,048 dwelling units; a golf course and clubhouse; a hotel; commercial area; a housing facility; sand mining and mineral extraction; a water reclamation facility; and a water treatment facility. The project would also include areas for natural and recreational open space, an elementary school, and approximately 268 acres designated for future planning. The proposed project has been in the planning stages for several years and is fully known to the local planning agencies.

Socioeconomic Issues

Socioeconomic analysis focuses on potential significant impacts on population, housing, and employment. Displacement of business and residences can be expected where they are located immediately adjacent to the highway for the alternatives following an existing roadway. Implementation of the project would have a beneficial effect on the road construction industry and subindustries. However, the effects that would be generated would be spread throughout the region and would not necessarily accrue to the project area.

There are two main geographic areas for the social impact analyses: the "Corridor Area" for direct impacts and the broader "Socioeconomic Area" for the analysis of the indirect population and housing impacts.

Corridor Characteristics

The Corridor Area (a 1.6 km. wide band along the Jacumba-Jacumé, Border Road, Pine Valley Road, SR 94, and Buckman Springs Road corridors) contains portions of the following eight census tracts: 100.07, 210.00, 211.00, 213.01, 213.02, 135.05, 136.01, and 136.03. (Please see Figure 10 on page 65.) The Jacumba-Jacumé Port of Entry and Buckman Springs Road components of the project are contained within census tract 211.00. Table 15 provides the area characteristics.

- According to the US Census in 1990 the Corridor Area had a total population of approximately 43,484 persons and 14,591 households. The following general observations can be made regarding the Corridor Area.
- The Corridor Study Area population is primarily constituted of Whites (36,536 or 70.9 percent), including Hispanic (8,080 or 15.7 percent).
- The total number of housing units is 16,024 with approximately 3,637 units renter-occupied, while 10,106 units are owner-occupied (the remainder are vacant).
- The average per capita income is \$15,629, while median household income is \$39,785.
- Approximately 3,170 persons are below the poverty level or 6.1 percent of the population.

Due to the rural nature of the region as the highway progresses eastward, the Buckman Springs Road and Jacumba-Jacumé Port of Entry components of the project are located in only one census tract (211.00). According to the 1990 Census, this census tract contains the greatest number of American Indians, approximately 296 persons (5.5 percent).

The Per Capita Income and Median Household Income, within census tract 211.00, are the lowest of the seven census tracts of the Corridor Area. The average Per Capita Income is \$10,585 and the Median Household Income is \$25,815. In addition, the Persons Below Poverty and Percentage Persons Below Poverty are the greatest in this census tract, 857 and 16.8 percent respectively. Particular sensitivity to impacts on this community would be required in the analysis of the Jacumba-Jacumé and the Buckman Springs Rd. project components.

Table 15
Corridor Area Characteristics

Census Tract	Population	Households	Median Household Income	Persons Below Poverty	White	Hispanic	Black	American Indian	Asian/ Islander	Other	Number of Housing Units	Renter-Occupied	Owner-Occupied
100.07	5,173	1,123	25,466	307	2,873	3,086	1,438	35	44	783	294	172	103
135.05	4,992	1,848	41,226	86	4,216	599	284	28	242	222	1,922	618	1,230
136.01	5,265	1,866	43,079	547	4,740	550	157	25	151	192	1,927	608	1,258
136.03	10,277	3,668	51,900	401	9,084	946	296	45	548	304	3,802	901	2,767
210.00	2,989	1,303	27,793	451	2,517	652	3	21	12	436	2,445	324	979
211.00	5,390	1,855	25,815	857	4,584	1088	153	296	60	297	2,534	567	1,288
213.01	5,848	1,749	61,407	288	5,206	758	75	84	205	278	1,829	231	1,518
213.02	3,550	1,179	41,434	233	3,316	401	14	17	37	166	1,271	216	963
Total	43,484	14,591	39,765	3,170	36,536	8,080	2,420	551	1,299	2,678	16,024	3,465 3,637	10,106
Percent					70.9	15.7*	4.7	1.07	2.5	5.2			

Notes:

* "Hispanic" overlaps with other categories.

** The definition of Poverty is based on the Department of Health and Human Services: \$12,674 for a family of 4 in 1989, adjusted in 1996 to \$16,036 if current data is available.

Census Tract 211.00, shown in bold font, contains the potential Jacumba alignments.

Sources: 1990 Census; Myra L. Frank & Associates, Inc., 1999.

Socioeconomic Study Area Characteristics

The broader Socioeconomic Study Area (see Figure 10) encompasses a greater region than the Corridor Area and contains the following forty-seven census tracts: 10007, 13305, 13405, 13406, 13407, 13408, 13409, 13503, 13504, 13505, 13506, 13601, 13603, 13604, 13700, 13800, 13901, 13903, 13904, 13905, 15200, 15301, 15302, 15402, 15403, 15404, 15501, 15502, 15601, 15602, 15701, 15702, 15800, 15900, 21100, 21301, 21302, 32040, 32070, 14400*, 16000*, 16202*, 16300*, 16402*, 16809*, 21201*, and 21202* (* denotes Socioeconomic Study Area portion only)

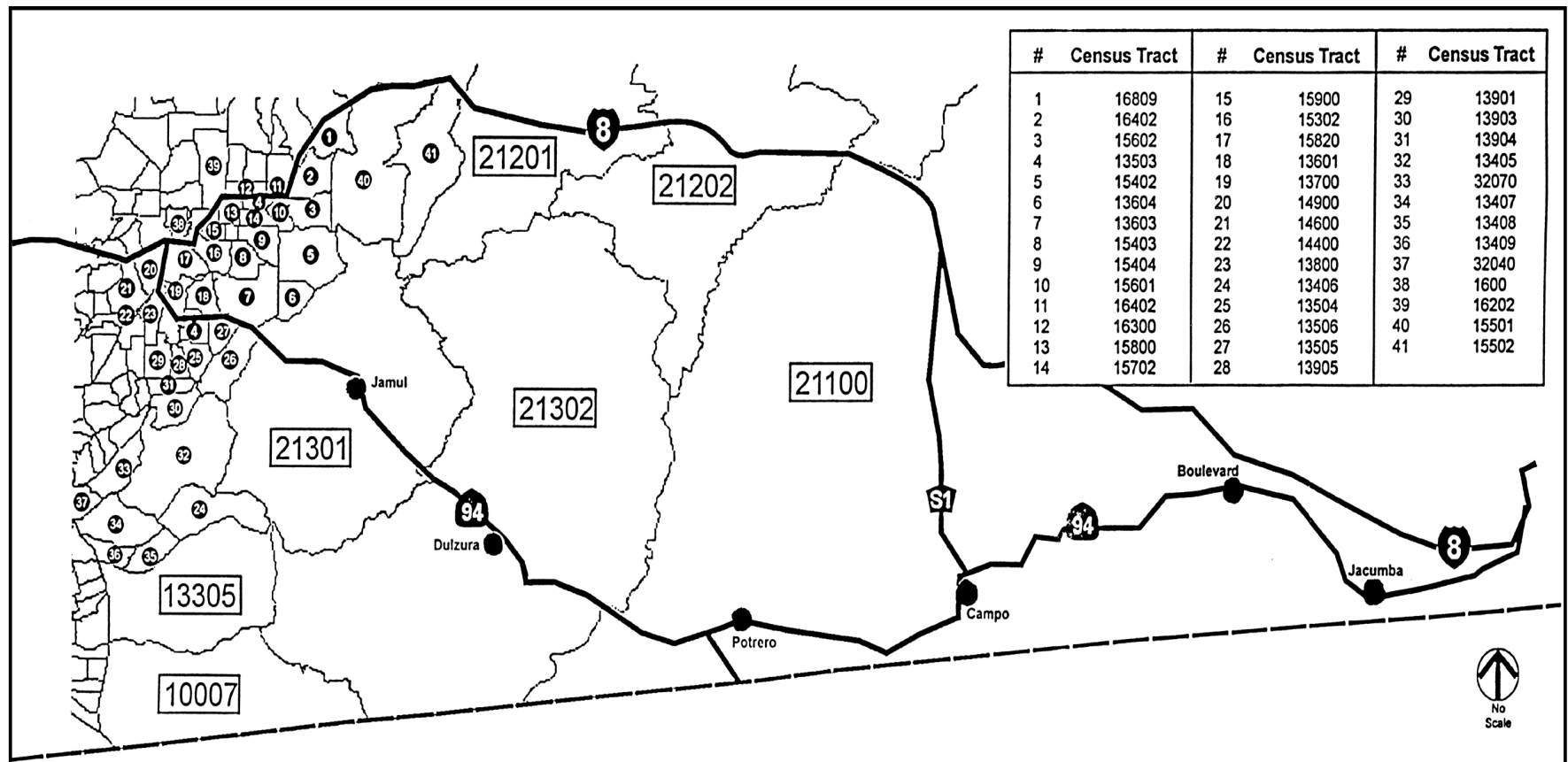
The two main sources of existing condition data for the broader Socioeconomic Study Area and the San Diego region are the 1990 U.S. Census and SANDAG Demographic and Economic Data. These two sources of data provide detailed information concerning population, housing, and labor force characteristics and an economic profile of the region.

In 1998, the San Diego Region as a whole had a total population of approximately 2.8 million and 887,403 households. In 1995 the total number of jobs in the region was approximately 1,186,837. The median household income for the San Diego Region was \$41,445; Persons Below Poverty was 271,390; and the Percent Below Poverty was 11 percent.

The following observations can be made regarding the broader Socioeconomic Study Area.

- The total population in 1998 was 282,366, increasing 19.1 percent since 1990 (the population in the San Diego region increased 11.9 percent in the same period);
- The total number of households in 1998 was 273,501, increasing 19.5 percent since 1990 (regionwide households increased 7.3 percent from 1990 to 1998);
- The total number of jobs in 1995 was 61,346.
- The vacancy rate has decreased to 4.6 percent since 1998, representing a 6.1 percent decrease in vacancies;
- The mode income for the Socioeconomic Study Area is between \$50,000-\$74,000 in 1998, representing 20,272 households or a 22 percent share;
- Persons per Household in 1998 was 3.06, increasing 6.3 percent since 1990;
- This Socioeconomic Study Area is constituted by Whites (186,880 or 66 percent), Hispanic (61,983 or 22 percent), Asian/Other (21,126 or 7 percent), and Black (12,377 or 4 percent);
- The greatest numeric change in ethnicity from 1990 to 1998 has resulted from the Hispanic population at 47.18 percent, Asian/Other at 43.74 percent, Black at 28.31 percent, and White at 9.58 percent;

- Wage and Salary Employment is the predominant form of employment. In 1995, there were approximately 54,998 jobs, a 1.5 percent increase since 1990. Other employment includes Self-Employed at 6,348 jobs in 1995, a 19.0 percent decrease since 1990. There are no military jobs in the Socioeconomic Study Area;
- The greatest share of employment by industry is from the services sector, constituting 2,392 sites and 15,757 jobs in 1995. The services industry represents 29 percent of the industry share;
- Within the Socioeconomic Study Area the majority of employment sites contain fewer than 10 employees, representing 36 percent of the total number of employees by site.



Sources: Thomas Brothers Maps, 1994; Myra L. Frank & Associates, Inc., 1999.

Figure 10
Socioeconomic Study Area

Potential Effects

Roads connecting to the Jacumba-Jacumé border crossing could potentially have a significant effect, unless mitigated, on population, housing, and employment if displacement of residents or loss of housing units were to occur, or if business closures or relocations were to occur that would cause an economic hardship to the community

It is anticipated that some permanent or temporary direct employment impacts and the direct residential and business displacement impacts would occur. There is development adjacent to the roadway and there would be limited design choices in some areas due to topography.

Direct effects of the alternative would likely include acquisitions of residences in Jacumba along Old Highway 80. A senior center is also adjacent to the highway. Although there may be opportunities to use a new alignment, some acquisitions along the existing highway would likely occur. Along Carrizo Gorge Road, acquisitions could occur near I-8 but the area is generally undeveloped. Along In-Ko-Pah Road, a commercial auto-related concern is present near I-8 and a few houses lie along the road. These eastern variations of this alternative may avoid more extensive acquisitions in Jacumba.

It has been anticipated in the Jacumba Valley Ranch Specific Plan that development would likely occur between the Airport, Jacumba-Jacumé Port of Entry, and Interstate 8 (see Growth Inducement above). The implementation of this project alternative could possibly yield indirect impacts to the Corridor Area and the broader Socioeconomic Study Area. It is possible, depending on various development scenarios and future demand for additional air cargo, that ancillary facilities (i.e. airline administration, maintenance, and general aviation) could be developed in response to lower ground transportation cost and speculation. Such growth would likely be in response to the success of nearer term development proposals and not a result of development of this transportation corridor, however. Census tract 211.00, which encompasses this component may be especially sensitive to population, housing, and employment impacts due to the economic and social characteristics of the area. This tract is very large and has a high percentage of minority and low income compared to the region.

Economic Benefits

The development of the Jacumba-Jacumé Port of Entry may yield beneficial economic impacts to the area.

The Jacumba-Jacumé Port of Entry may have the long term propensity to induce indirect impacts due to proximity to the Jacumba Airport. However, it can not be known whether the extent or degree of the indirect impacts would significantly affect the region's growth projection estimates without detailed econometric modeling and an analysis and prediction of the county's and subregional land use controls.

Environmental Justice

Federal involvement (including funding) in the proposed project requires an analysis of potential environmental justice impacts. Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, requires federal agencies to identify and address, as appropriate, programs, policies, or activities resulting in disproportionately high and adverse human health or environmental effects on minority and low-income populations. The U.S. Environmental Protection Agency (EPA) *Interim Final Guidance for Incorporating Environmental Justice Concerns* provides the methodology for U.S. EPA's NEPA Compliance Analyses.

According to the EPA guidance, a minority population exists if the minority population in the affected area exceeds 50 percent or is meaningfully greater than the minority population percentage in the general population or community of comparison. The EPA Guidance suggests the use of the next larger geographic area or political jurisdiction for purposes of establishing a Community of Comparison.

Potential environmental justice impacts could include the acquisition of properties within low-income and/or minority communities and of non-residential properties used by or employing low-income or minority populations, direct and indirect impacts associated with resource impact footprints (e.g. noise contours, air quality etc.), and effects on recreational lands and waters.

Without further research and analysis of the proposed project, it would be difficult to predict if any disproportionately high and adverse human health or environmental effects would occur. In addition to adverse impacts, project-related beneficial impacts would also have to be taken into consideration in the more detailed NEPA analysis. For example, the proposed action may increase roadside business operations and provide greater access to transportation, health care, educational and other social services compared to the Community of Comparison. In general, potential environmental justice issues are not anticipated to be significant. As previously discussed, proposed developments would likely have more effect than the proposed project.

Cultural Resources

Cultural resources were identified through literature searches of the South Coastal Information Center, San Diego State University, Gallegos and Associates library, San Diego County Planning and Land Use Department, and the State Office of Historic Preservation Database that includes properties listed in the National Register of Historic Places, the California Register of Historical Resources, California Landmarks, California Points of Historical Interest, and properties evaluated through historic resources surveys and specific project reviews. No field work was conducted to verify site locations, present site status, or the presence/absence of recorded cultural resources. A partial windshield survey was conducted for historic architectural resources.

Preservation and conservation of cultural resources is encouraged in the subregional plans for the study area for all components. A brief summary of the constraints findings is presented

here. All the corridors would require additional surveys for both archaeological and architectural resources to identify those not previously recorded.

After the Area of Potential Effect ("APE") is determined, a survey of the APE must be undertaken to identify resources that are listed or may be eligible for listing in the California Register of Historical Resources ("California Register") and the National Register of Historic Places ("National Register"), and to reassess the historical status of properties previously identified. These surveys will be required to comply with state and federal environmental statutes.

The new Advisory Council on Historic Properties guidelines (36 CFR 800, dated June 17, 1999) establishes special requirements for dealing with cultural resources on and off Indian tribal lands.

Archaeological Resources (Historic and Prehistoric)

The Jacumba-Jacumé Port of Entry Component has 24 sites within 30 meters and an additional 155 sites within 0.8 km. of the roadway. The potentially significant sites closest to the roadway include village, quarry, and habitation sites.

Historic Architectural Resources

In the Jacumba area, there are no listed National Register sites but the Table Mountain Historic District is listed on the National Register. There are two State Landmarks. Potential sites include historic trails, Old Highway 80, at least two structures (spas), and three bridges.

Biology: Sensitive Species and Habitats

Vegetation/Habitat

In general, for the Jacumba alignments, vegetation varies across the component and no one habitat dominates throughout. The western section is a combination of northern mixed chaparral and redshank chaparral with small strips of oak woodlands. Two wetland areas (montane meadow/seep and a marsh/swamp) were identified adjacent to the road and just east of Boulevard. There is a large region of semi-desert chaparral west of Jacumba. The area surrounding the town includes urban/disturbed and agricultural land uses. The eastern section (from Jacumba to I-8) is mostly Sonoran desert mixed scrub and Peninsular Pinyon Juniper Woodlands.

Species

Many of the sensitive species along the Jacumba-Jacumé potential connecting roads are associated with the scrub and chaparral communities. This includes the San Diego horned lizard (*Phrynosoma coronatum blainvillei*), the Tecate tarplant (*Hemizonia floribunda*), and Parry's Tetracoccus (*Tetracoccus dioicus*). Other sensitive species include the Mountain Springs brush lupine (*Lupinus escubitus* var. *medius*) and the Barefoot banded gecko (*Coleonyx switaki*). These

two species are found in Sonoran brush scrub and rocky areas, respectively. Habitat for the Quino checkerspot butterfly (*Euphydryas editha quino*) may be present as well.

Floodplains and Water Resources

The Jacumba area lies within the Colorado River Region (Region 7) of the State of California Regional Water Quality Control Boards.

Construction of any of the components would require cut and fill slopes that would be subject to wind and water erosion. Resultant siltation would affect any receiving drainages. Once constructed, runoff from road surfaces would wash small amounts of pollutants into drainages, including oil, particulates, and lead. Accidental toxic spills would add to pollutant loadings. The increase in road runoff would depend on the anticipated increases in traffic using the roadway. No inconsistencies with water quality standards would be anticipated assuming Best Management Practices are employed during construction. Road operation would not affect the Several water crossings have been identified along Old Highway 80. In addition, the highway crosses Boundary Creek immediately west of Jacumba and a fork of Carrizo Creek east of Jacumba. According to the SANDAG Water Resources map, no floodplain issues exist for these crossings.

Several water crossings have been identified along Old Highway 80. In addition, the highway crosses Boundary Creek immediately west of Jacumba and a fork of Carrizo Creek east of Jacumba. According to the SANDAG Water Resources map, no floodplain issues exist for these crossings.

Table 16
Definition of Beneficial Uses

Use	Definition
Municipal and Domestic Supply (MUN)	Community, military, or individual water supply including drinking water
Agricultural Supply (AGR)	Farming, horticulture, or ranching including irrigation, stock watering, or support of vegetation for range grazing
Industrial Process Supply (PROC)	Industrial activities that depend primarily on water quality
Industrial Service Supply (IND)	Industrial activities that do not depend primarily on water quality
Ground Water Recharge (GWR)	Natural or artificial recharge of ground water for purposes of future extraction, maintenance, or prevention of saltwater intrusion
Freshwater Replenishment (FRSH)	Natural or artificial maintenance of surface water quantity or quality
Navigation (NAV)	Shipping, travel, or other transportation
Hydro power Generation (POW)	Hydro power generation
Contact Water Recreation (REC-1)	Recreational activities involving body contact, where ingestion is reasonable possible
Non-contact Water Recreation (REC-2)	Recreational activities involving proximity to water, but not normally involving contact
Commercial and Sport Fishing (COMM)	Commercial or recreational collection of fish, shellfish, or other organisms
Aquaculture (AQUA)	Aquaculture or mariculture operations
Warm Freshwater Habitat (WARM)	Support of warm water ecosystems
Cold Freshwater Habitat (COLD)	Support of cold water ecosystems
Inland Saline Water Habitat (SAL)	Support of inland saline water ecosystems
Estuarine Habitat (EST)	Support of estuarine ecosystems
Marine Habitat (MAR)	Support of marine ecosystems
Wildlife Habitat (WIL)	Support of terrestrial ecosystems
Preservation of Biological Habitats of Special Significance (BIOL)	Support of designated areas or habitats where the preservation or enhancement of natural resources requires special protection
Rare, Threatened, or Endangered Species (RARE)	Support of habitats necessary for the survival and maintenance of listed species
Migration of Aquatic Organisms (MIGR)	Supports habitats necessary for migration and acclimatization between fresh and salt water
Spawning, Reproduction, and/or Early Development (SPWN)	Supports high quality aquatic habitats suitable for reproduction and early development of fish.
Shellfish Harvesting (SHELL)	Supports habitats suitable for the collection of filter-feeder shellfish for human consumption, commercial, or sport purposes

Source: Water Quality Control Plan for the San Diego Basin (9), 1994; Myra L. Frank & Associates, Inc., 1999.

Visual Resources

Old Highway 80 is not a designated scenic route in the County Scenic Highways Element of the *San Diego County General Plan*. However, the Plan identifies the dark night sky as a scenic resource throughout the area.

Paleontology

The Jacumba-Jacumé area along Old Highway 80 contains Mesozoic granite and transitions to pre-Cenozoic granitic and metamorphic rock just west of Jacumba. The region from Jacumba to the eastern end of the component is dominated by alluvium and Miocene volcanic rock. All of these rock units/formations have a low paleontological sensitivity.

The San Diego County General Plan Conservation Element identifies an area west of Jacumba as a unique geological feature due to the stratigraphic relationship between Jacumba volcanic rock (Alverson andesite) and “Table Mountain gravels” and well exposed, reworked younger gravels.

Soils

Soils are considered to be largely an engineering issue and are not a constraint to any component.

The area immediately surrounding Jacumba consists of the Mecca-Indio association. This well drained sandy and silty loam soil is used for desert range but may also include limited agricultural production. East of Jacumba, the soil turns to exposed bedrock and boulders.

Permitting and Documentation Requirements in the United States

Several permits and agency coordination will be required for all the components evaluated. These could include:

- Corps of Engineers Section 404 permit for dredge or fill in Waters of the US or adjacent wetlands. This could also entail processing through the NEPA/404 Memorandum of Understanding if an individual permit is required.
- Regional Water Quality Control Board (RWQCB) Section 401 Water Quality Certification.
- RWQCB National Pollutant Discharge Elimination System (NPDES) permit for construction and runoff.
- State Lands Commission Land Use Lease if any components use sovereign lands.
- California Department of Fish and Game 1601 Agreement for Stream Bed Alteration or other agreements for lands under their control.
- Multiple Species Conservation Program processing.

- Federal findings under Executive Orders for Floodplain Encroachment, Wetlands, Environmental Justice, Protection of Children, etc.
- Coordination with the State Historic Preservation Office for federal projects affecting cultural resources.
- Section 4(f) evaluation for a federal transportation project affecting publicly owned recreation lands, wildlife refuge, or significant cultural resources.
- Coordination and processing for federal land agencies, including the US Forest Service and Bureau of Land Management, and the Department of Interior as a Trustee land owner for the Campo Indian Reservation.
- County of San Diego and California Department of Transportation for roads connecting to the port of entry facilities.

Both state CEQA and federal NEPA environmental documentation would be required. Given the number of agencies involved, an Environmental Impact Report/Environmental Impact Statement would likely be the environmental clearance vehicle. Caltrans requirements would include preparation of a variety of technical reports and a public participation process.

Key issues requiring discussion include:

- the likelihood of cumulative impacts,
- segmentation of projects,
- biological impacts,
- community impacts,
- visual impacts, and
- growth inducement.

After the alternatives are determined for each project, the historic resources within the project areas must be surveyed and documented on California Historic Resource Inventory Forms (DPR 523 forms), and the following reports must be prepared: an Historic Architectural Survey Report ("HASR"), an Archaeological Survey Report ("ASR"), an Historic Property Survey Report ("HPSR"), and a Finding of Effect report for all National Register-listed or -eligible properties.

These reports are required in order to obtain concurrence with survey findings from the State Office of Historic Preservation ("SOHP"), the Tribal Historic Preservation Officer, and from the Advisory Council on Historic Preservation ("ACHP") (36 CFR 800) for implementing Section 106 of the National Historic Preservation Act ("NHPA"). Additionally, these reports will be useful for developing the appropriate sections of the environmental documents that may be required under the National Environmental Policy Act ("NEPA") and the California Environmental Quality Act ("CEQA").

Environmental Analysis Requirements for Potential Alignments in Mexico

No environmental analyses were conducted as part of this study for the potential road alignments linking the Tijuana-Mexicali highways and the future port of entry. This section describes the Mexican federal environmental impact assessment process.

*Mexico's Federal Environmental Impact Assessment*⁸

Screening or Determining when an Environmental Impact Assessment (EIA) is Required

The legal framework for the Mexican federal environmental impact assessment (EIA) legislation is provided for under the General Law of Ecological Balance and Environmental Protection (Ley General del Equilibrio Ecológico y Protección al Ambiente) (hereinafter Ecology Law), and the Regulation under the Ecology Law Regarding Environmental Impact Assessment (Reglamento de Impacto Ambiental de la Ley de Ecología) (hereinafter EIA Regulation). The General Directorate of Ecological Zoning and Environmental Impact (Dirección General de Ordenamiento de Zonas Ecológicas e Impacto Ambiental) of the National Ecology Institute (Instituto Nacional de Ecología (INE)), which is part of the Secretariat of the Environment, Natural Resources and Fisheries (Secretaría de Medio Ambiente, Recursos Naturales y Pesca (SEMARNAP)) is responsible for carrying out the federal EIAs.

Whenever it is intended to carry out works or undertakings that may cause ecological imbalances or exceed the limits and conditions set forth under the applicable environmental laws and Official Mexican Standards (Normas Oficiales Mexicanas (NOM)), such works and undertakings shall be subjected to the conditions established by SEMARNAP through the Environmental Impact Assessment process, with the aim at minimizing the adverse effects on the environment. Thus, an environmental impact authorization must be obtained before any work or undertaking spelled out in the Ecology Law may commence, as well as in those instances provided for under the Regulation.

In addition, Article 28 of the Ecology Law spells out those works and undertakings that require prior Environmental Impact Authorization from SEMARNAP, with the exceptions and in the instances contemplated under the EIA Regulation.

1. Hydraulic works, public roads and other ways, oil and gas pipelines, hydrocarbon pipelines and multi-purpose pipelines;
2. Oil, petrochemical and chemical industries, steelworks, paper mills, sugar refineries, cement works and electrical power generation;
3. The exploration, exploitation and benefaction of minerals and substances that pertain to nuclear matters reserved to the Federation;
4. Hazardous and radioactive waste treatment, confinement or disposal facilities;

⁸ North American Commission for Environmental Cooperation, Summary of Environmental Law in North America, www.cec.org (site accessed in April, 2000)

5. Exploitation of forest in tropical jungles and that of species which regenerate with difficulty;
6. Forestry plantations;
7. Changes in soil uses of forestry areas, as well as of jungles and arid zones;
8. Industrial parks where the undertaking of hazardous activities is anticipated;
9. Real estate developments that affect coastal ecosystems;
10. Works and undertakings in swamplands, marshes, lagoons, rivers, lakes and estuaries connected to the sea, as well as along the littorals in federal zones;
11. Works in natural protected areas under federal jurisdiction;
12. Fishing, aquaculture and farming activities that may endanger the preservation of one or more species or harm the ecosystems;
13. Works or undertakings under federal jurisdiction which may cause severe and irreparable ecological imbalances or exceed the limits and conditions set forth under the provisions of environmental laws.

Determining the Scope of the EIA Process

The EIA process is aimed at protecting the environment, as well as preserving and restoring the ecosystems for the purpose of avoiding or minimizing the adverse effects on the environment of works and activities undertaken by humankind. In carrying out the EIA process, SEMARNAP shall take into account the whole of the ecosystems, not only those resources which are exploited or affected. To this end, depending upon the impact that an undertaking may produce on the ecosystems, the ecological balance and public health and depending also on the likelihood that the limits and conditions set forth under the Ecology Law be exceeded, three types of environmental assessments are contemplated under the Environmental Impact Assessment process:

- A Preventive Report;
- An Environmental Impact Statement; and
- A Risk Study, where highly hazardous undertakings are intended.

Upon assessing the Environmental Impact Statements SEMARNAP may:

- Authorize the work or undertaking;
- Authorize the work or undertaking under certain conditions;
- Establish additional preventive and mitigation measures;
- Modify the project;
- Deny the requested authorization

Likewise, when the works or undertakings might seriously damage the ecosystems, SEMARNAP may request that the compliance of the conditions imposed under the authorization be supported by an insurance policy or other guarantees.

Contents of EIA Document

The Ecology Law (Ley de Ecología) and the EIA Regulation provide for three different kinds of environmental studies: (1) the preventive report; (2) the different types of EIA (general, intermediate and specific, and a special EIA for the commercial exploitation of Federal Natural Protected Areas); and (3) a risk study where highly hazardous activities are at issue.

In the cases contemplated under Article 31 of the Ecology Law, the EIA process starts with the presentation to SEMARNAP of a Preventive Report. Such Preventive Report must include, at least:

- The particulars of the party intending to carry out the work or undertaking;
- The description of the projected work or undertaking;
- The description of the substances or products which are going to be used in the carrying out of the works, as well as the emissions, wastes and discharges arising therefrom.

Upon a Preventive Report being submitted and analyzed, SEMARNAP shall determine, within twenty days, whether an Environmental Impact Statement is to be submitted or whether the Preventive Report is sufficient. SEMARNAP shall publish all submitted Preventive Reports in the Ecological Gazette (Gaceta Ecológica) and make them available to the public.

When SEMARNAP so rules, and pursuant to Article 30 of the Ecology Law (Ley de Ecología), interested parties shall submit to SEMARNAP an Environmental Impact Statement (EIS) which shall contain, at least, a description of the effects that the intended work or undertaking might bring upon the ecosystems. The Environmental Impact Statement shall take into account all the elements that make up such ecosystems. In addition, the EIS shall include the preventive, mitigation and other measures which are necessary for the purpose of avoiding and minimizing the adverse effects on the environment. Where highly hazardous activities are involved, the EIS shall include a Risk Study.

SEMARNAP shall issue the corresponding ruling within sixty days following the receipt of the EIS. Exceptionally, the period may be extended for up to sixty additional days.

Decision Making and Post-Decision Monitoring

Whenever SEMARNAP issues an authorization pertaining to an environmental impact statement, there are several mechanisms dealing with the oversight of compliance with the conditions under which the contemplated work or undertaking must be carried out. The PROFEPA is the body in charge of overseeing compliance with the terms set forth in environmental impact statements and may, where warranted, impose the sanctions provided for under Article 47 of the EIA Regulation, which include fines, shutdowns, the suspension or

revocation of authorizations and even administrative arrest. Should there be any recurrent offenses, the fines imposed could amount to double the initial fine.

There are three ways in which PROFEPA oversees compliance with the environmental impact statements: through citizen complaints during public consultation processes, through notification from INE of possible infringements to the environmental impact statement and through its own audits and inspections. SEMARNAP may undertake inspection and oversight actions for the purpose of ensuring that the resolutions and technical opinions issued in connection with the environmental impact are complied with. As far as forestry exploitation is concerned, whenever the limitations imposed by SEMARNAP are not abided by, the sanctions contemplated under the Forestry Law (Ley Forestal) shall be imposed.

Public Participation

Both the Ecology Law (Ley de Ecología) and the EIA Regulation provide for public participation in the environmental impact assessment process. Preventive reports shall be published in the Ecological Gazette (Gaceta Ecológica) upon their being submitted to SEMARNAP. On the other hand, public participation is part of the assessment process pertaining to any Environmental Impact Statement. Once SEMARNAP has received and filed the statement, the latter must be made available to any person who wishes to consult it. A single request made by any person is deemed sufficient for the purpose of initiating a public consultation regarding the environmental impact assessment of any work or undertaking; in this connection:

- SEMARNAP shall publish the authorization application;
- The promoter shall publish in a newspaper of wide local circulation an extract of the intended work or undertaking;
- Any citizen may request that the Environmental Impact Statement be made available to the local public;
- A public information meeting dealing with the technical environmental aspects of the work or undertaking under scrutiny may be set up;
- Any citizen may propose in writing additional prevention and mitigation measures, as well as make other remarks;
- SEMARNAP shall file any proposals and remarks made by the public, as well as any developments arising from them.

Not all information, however, is automatically available to the public. The Ecology Law and the EIA Regulation allow work promoters to withhold that information which, if it were made public, could jeopardize industrial property rights and confidential commercial information. SEMARNAP may require that interested parties justify such an allegation and prove their legal right to withhold the information.

POTENTIAL FUNDING SOURCES

POTENTIAL FUNDING SOURCES

The purpose of this section is to identify potential resources that could be considered to fund the construction of new port of entry facilities and roadway connections leading to the border crossing. The information presented pertains to U.S. facilities only.

GENERAL SERVICES ADMINISTRATION FUNDING PROCESS FOR BORDER STATIONS

The United States General Services Administration (GSA) is the authoritative body regarding new facilities within border areas. Within the Public Buildings Service component, the Border Stations Center of Expertise assists Border Regions with the management of their border station construction program, including programming, budgeting, benchmarking, and overall project administration.⁹

GSA and the Federal Inspection Service (FIS) agencies work together to plan projects that meet the agencies' requirements. The result of this planning process is the "top-ten" project list. GSA annually requests the FIS agencies to provide their agreed upon and consolidated "top-ten" priorities for the next budget and planning cycle. The list consists of new construction, expansion, and major alteration work related to GSA-controlled border stations on both the Northern and Southern borders.

Border station projects are complex due to the need to coordinate with Canadian or Mexican plans and to the degree of transportation infrastructure development that is associated with the project. Therefore, as soon as a project appears on the "top-ten" priority list, GSA goes forward to obtain Congressional Authorization and the necessary funding for the project. The average time frame from placing a project on the "top-ten" list through obtaining the necessary approvals and funding is three to four years.

The Port of Entry Permit Process chapter in this report discusses in detail the procedures for opening a new international border crossing. The following is a brief description of the planning process that takes place before a project is included in the "Top Ten Project" list.

- The new port of entry is discussed at a regular meeting of the United States-Mexico Binational Group on Bridges and Border Crossings. Created in 1985, this mechanism seeks to ensure ample communication and harmony at border crossings. It allows the countries to coordinate construction and maintenance projects and the operations of bridges and international crossings. The Conference convenes twice yearly and holds annual inspections

⁹ General Services Administration, Border Stations, www.gsa.gov/pbs/centers/border/border1.htm (April 2000)

of crossing points. U.S. federal inspection agencies (FIS), GSA, and the counterpart agencies in the Republic of Mexico are present and participate in the discussion.

- Agreement must be reached with Mexico for a new port of entry.
- The actual location and site are agreed upon.
- The request for the Presidential Permit is prepared.
- When the Permit is received for the port of entry, GSA surveys the FIS to determine their facility needs.
- The project is placed in the “Top Ten Project” list within a four-year planning horizon. For example, the current lists encompass fiscal years 1999 through 2002.

TRANSPORTATION FUNDS

The 1998 Transportation Equity Act for the 21st Century (TEA-21) authorizes highway, highway safety, transit, and other surface transportation programs for the next six years.¹⁰ TEA-21 builds on the initiatives established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was the last major authorizing legislation for surface transportation.

Federal Highway Administration (FHWA) Discretionary Programs

Through TEA-21 authorizations, FHWA administers the following discretionary programs through its various offices. These discretionary programs represent special funding categories where FHWA solicits for candidates and selects projects for funding based on applications received. Each program has its own eligibility and selection criteria.

- Bridge
- Corridor Planning and Development and Border Infrastructure (Corridors & Borders)
- Ferry Boats
- Innovative Bridge Research and Construction
- Intelligent Transportation System (ITS) Integration Program
- Commercial Vehicle ITS Infrastructure Deployment
- Interstate Maintenance
- Public Lands Highways
- Scenic Byways

¹⁰ U.S. Department of Transportation, TEA-21, A Summary, Publication No. FHWA-PL-98-038

- Transportation and Community and System Preservation Pilot Program
- Transportation Infrastructure Finance and Innovation Act (TIFIA)
- Value Pricing Pilot Program

Only the Corridor Planning and Development and Border Infrastructure (Corridors & Borders), the Transportation and Community and System Preservation Pilot Program (TCSP), and the Transportation Infrastructure Finance and Innovation Act (TIFIA) programs are discussed in detail due to their feasibility as potential funding sources for new facilities at Jacumba-Jacumé.

National Corridor Planning and Development Program and Coordinated Border Infrastructure Program

National Corridor Planning and Development Program funds are available to States and metropolitan planning organizations (MPOs) for coordinated planning, design, and construction of corridors of national significance, economic growth, and international or interregional trade.

Coordinated Border Infrastructure Program funds are available to border States and MPOs for projects to improve the safe movement of people and goods at or across the border between the United States and Canada and the border between the United States and Mexico. In addition, the Secretary may transfer up to a total of \$10 million of combined program funds, over the life of the TEA-21, to the Administrator of General Services for the construction of transportation infrastructure necessary for law enforcement in border States.

These programs respond to substantial interest in both subjects dating from at least as early as 1991. A number of studies have identified infrastructure and operational deficiencies near the United States borders with Canada and Mexico.

Both programs are funded by a single funding source. The combined authorized funding for these two programs is \$140 million in each year from FY 1999 to FY 2003 (a total of \$700 million). The federal share for projects funded through these programs is 80 percent.

Credit Assistance for Surface Transportation Projects

The Transportation Infrastructure Finance and Innovation Act (TIFIA) is a program which provides federal credit assistance (e.g., direct loans, loan guarantees, and lines of credit) to large-scale transportation projects of national significance. TIFIA was created to leverage substantial private co-investment to complete such projects.

The program is intended to stimulate additional investment in large-scale transportation infrastructure projects by encouraging private sector participation, advancing construction schedules, and sharing risks between public and private sectors more efficiently and equitably.

A total of \$530 million of contract authority is provided to pay the "subsidy cost" of supporting federal credit under TIFIA, that is, to cover the risk of losses. Annual caps totaling \$10.6 billion limit the nominal amount of credit instruments issued. The amount of federal credit assistance may not exceed 33 percent of total project costs.

Transportation and Community and System Preservation Pilot Program

The Transportation and Community and System Preservation Pilot program is a comprehensive initiative of research and grants to investigate the relationships between transportation and community and system preservation and private sector-based initiatives.

States, local governments, and metropolitan planning organizations are eligible for discretionary grants to plan and implement strategies that improve the efficiency of the transportation system; reduce environmental impacts of transportation; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services, and centers of trade; and examine private sector development patterns and investments that support these goals.

A total of \$120 million is authorized for this program for Fiscal Years 1999-2003. The TCSP is a FHWA program being jointly developed with the Federal Transit Administration, the Federal Rail Administration, the Office of the Secretary, and the Research and Special Programs/Volpe Center within the US Department of Transportation, and the US Environmental Protection Agency.

Funding for the TCSP is \$20 million in FY 1999 and \$25 million per year for Fiscal Years 2000 through 2003. Activities are eligible for full federal funding.

Core Highway Infrastructure Programs

TEA-21 continues the core highway infrastructure programs, which include Interstate Maintenance, National Highway System, Surface Transportation Program and Bridge Replacement and Rehabilitation. Authorizations for these programs were increased 40 percent over ISTEA levels. In addition to increasing investment in these areas, TEA-21 modified program features, many of which enhance flexibility.

Innovative Financing

TEA-21 builds on the innovative financing initiatives begun under the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) to leverage federal resources by encouraging private participation in the delivery of surface transportation infrastructure. These initiatives are intended to supplement the traditional grant assistance by increasing funding flexibility and program effectiveness.

NEW LEGISLATION

Senate Bill 207 Infrastructure Financing Districts: Border Zone

Approved by the Governor in October 1999 and sponsored by Senator Peace, this bill authorizes counties and cities to create infrastructure-financing districts in the border development zone to finance public works in the Mexican border region. The border development zone is defined as a strip of land three miles wide with the international border with Mexico on the south, the Pacific Ocean on the west, and Arizona on the east.

The district would finance only public capital facilities that provide significant benefits to the area of the border development zone, such as highways, interchanges, ramps and bridges, major and minor arterial and collector streets, parking and transit facilities, and phased road widening projects. In addition to transportation projects, sewage and water treatment plants, childcare facilities, libraries, parks and open space, and solid waste transfer stations could be funded.

To form an infrastructure financing district within the border development zone, the city or county must develop a financing plan, consult with affected taxing entities, notify affected landowners, and hold a public hearing. An election must be held to set the appropriations limit, requiring a majority vote of the landowners in the district. Also, before bonds can be issued, majority voter approval of the governing body is needed. Other laws that allow local governments to establish infrastructure financing districts require approval of two-thirds of the voters in the district for the formation of the district and issuance of bonds.

Senate Concurrent Resolution (SCR) No. 45 - Interagency Task Force on the Economic Development of the California-Mexico Border

This measure was chaptered in September 1999 and requests the Governor to establish an interagency Task Force on the Economic Development of the California-Mexico Border comprised of specified heads of state agencies. It requests the task force to make reports to the Governor and the Legislature with respect to coordinating and promoting the federal administration's efforts for sustainable development along the California-Mexico border.

SCR 45 implements President Clinton's Southwest Border Economic Development Initiative which addresses the unique shared challenges facing the communities along the Mexican border by strengthening community efforts to generate sustained development and lasting prosperity. President Clinton established a National task force whose purpose is to coordinate and better leverage existing administration efforts for the Southwest Border Region, in concert with locally led efforts, in order to increase the living standards and overall economic profile of the Southwest Border.

Assembly Bill 1464 – Rural Development

This bill, sponsored by Assembly member Florez and approved in October 1999, establishes the authority and duties of the Rural Development Council, within the Trade and Commerce agency for the purpose of advocating and recommending programs that foster community sustainability and community and economic development initiatives in rural, non urban, and non-metropolitan areas of California. The bill creates the Rural Development Fund within the State Treasury to promote and assist in rural development efforts across the state.

The intent of this bill is for California to have a statewide entity working in conjunction with the national Rural Development Partnership, which was initially established under the Bush administration and expanded under the Clinton administration.

PORT OF ENTRY PERMIT PROCESS

PORT OF ENTRY PERMIT PROCESS

Traditionally, the impetus to establish a new border crossing has come from local initiative. Sponsors for new ports of entry have included municipalities, counties, bridge boards, the private sector, or a coalition of forces.

This chapter describes the processes for obtaining approvals for the construction, operation, and maintenance of a facility on the United States-Mexico border. Permitting, construction, and completion of any project on the United States-Mexico border requires close coordination and planning between the United States government and the government of the Republic of Mexico as well as with sponsors and other federal, state and local authorities in both countries.

Obtaining approval for a new border crossing involves a series of clearly defined steps. Although the process differs somewhat in Mexico and the United States, there are more similarities than differences. The process is designed to require minimal financial commitment in the initial stages, which involves developing the concept and building consensus at the State and local levels in both Mexico and the United States. Once there is a clear commitment by the sponsors to move ahead, each next step would require a commitment for additional funding.

Presidential Permits are not required for land crossings (crossings without a bridge). However, requirements for new land crossings are similar to those for projects requiring Presidential Permits, particularly with regard to environmental documentation and are evaluated through the same interagency process.

Although all other requirements pertain, Presidential approval and signature are not necessary. Permits are signed by the United States Secretary of State and by the Mexican Secretariat of Foreign Relations.

All border crossing projects are binational – the United States will not approve a new or greatly expanded crossing unless the Mexican Government (through the Ministry of Foreign Relations) states its support. The final step in the approval process is an exchange of diplomatic notes between the two governments authorizing construction to begin on both sides of the border.

United States sponsors and interested parties in Mexico must work closely to develop project consensus and a similar application timetable. In order to prosper, all applications prepared at the municipal level will require full support from state government authorities.

THE PROCESS IN THE UNITED STATES

The Presidential Permit ¹¹

Executive Order 11423 states that "...the proper conduct of the foreign relations of the United States requires that executive permission be obtained for the construction and maintenance at the borders of the United States of facilities connecting the United States with a foreign country." Such permission is conveyed via a Presidential Permit. Permits are required for "the full range of facilities" on the border, including bridges, pipelines, tunnels, conveyor belts, and tramways.

Permit applications for most facilities at the border are processed by the Department of State. The Department is responsible for coordinating compliance with the National Environmental Policy Act (NEPA), the National Historic Preservation Act (NHPA), and Executive Order 12898 concerning environmental justice. To issue a Permit, the Department must find that the proposed facility would serve the national interest. The Department consults extensively with concerned federal and State agencies, and invites public comment in arriving at this determination.

The key question to be addressed in the application is whether the new crossing would serve the national interest.

Applicants should consult as early as possible with all federal and state agencies likely to be impacted by the proposed facility. Such consultations will allow the applicant to learn of possible questions or concerns at an early date.

At the federal level, applicants will need to consult with the General Services Administration, the Federal Inspection Service (the Immigration and Naturalization Service, the Customs Service, and the Animal and Plant Health Inspection Service, Department of Agriculture), the Environmental Protection Agency, the Department of the Interior (Fish and Wildlife Service), the Coast Guard (if the project is an international bridge), and the United States Section of the International Boundary and Water Commission, as well as the Department of State. At the State level, the applicant should consult with appropriate agencies, including those responsible for the environment, parks, wildlife, highways, and historic and cultural preservation.

The Application

Applicants should develop the data necessary and draft an application for submission to the Department of State. The application should contain a draft Environmental Assessment and the following key elements:

- Identifying Information. Information precisely identifying the person or entity applying for the permit. If the applicant is a county, municipality or other public body, the applicant

¹¹ Department of State, Office of Mexican Affairs, Bureau of Western Hemisphere Affairs, *Applying for a Presidential Permit from the Department of State*, January 2000.

should state its legal authority to make the application. The application should specify any intention on the part of the applicant at any time to transfer, sell or assign to any other entity the facility for which approval is sought.

- **Description of Facility.** A detailed description of the proposed facility, including its location, design, the safety standards to be applied, access routes and details of the proposed construction methods. The application should also include photographs of the construction site; maps that identify the parcel of land intended to be provided by the sponsor as a site for the border crossing, if applicable; engineering drawings including the anticipated cross-section, technical specifications and other explanatory materials as available.
- **National Interest.** An explanation of how, in the view of the applicant, the proposed facility would serve the national interest. This explanation may be supported by any reports, correspondence, and other material indicating the desirability and feasibility of the proposed facility.
- **Similar Facilities.** A list of similar facilities in the area, including the names and addresses of their owners. Such facilities should be identified on a map.
- **Traffic Information.** If applicable, information about existing and projected levels of international road traffic and a description of the road system that would serve the facility on each side of the border. Maps showing United States and Mexican roads with traffic counts, weight or other use restricted routes, and any roads that would be built along with the facility are helpful. These maps and other application materials should show from where the projected traffic is expected to come and the likely impact of any traffic diversion caused by the bridge on other border crossings. This information will help establish the required size of any inspection facility at the proposed bridge site.
- **Construction Plan.** An action plan for construction of the facility, including an expected schedule for securing other necessary permits and approvals, financing, and construction. The applicant should identify any specific problems anticipated in the development and construction of the facility along with an indication of how they might be resolved.
- **Financing.** An explanation of how the applicant will finance the facility, including estimated costs, and, if applicable, the proposed toll structure. If the facilities, including any access roads, will involve approval or funding from state or federal sources, the application should so specify and should indicate the steps that have been or will be taken to secure such approval and/or funding.
- **Mexican Approvals.** A description of all steps that have been or will be taken to secure the approval of local, state, and federal officials in Mexico. The Government of Mexico has expressed its desire that applications for permits to construct cross-border facilities be made at more or less the same time in the two countries. The Permit applicant should indicate any known views of Mexican officials regarding the facility and describe general arrangements for financing, construction, and ownership of the Mexican portion of the facility. The applicant should attach copies of any agreements or understandings about these matters. According to the 1972 International Bridge Act, all required authorizations of the Government of Mexico must be obtained before an international facility may be constructed. It is not necessary to satisfy all Mexican requirements before applying for a Presidential Permit. However, to avoid the unnecessary expenditure of resources by both the United

States Government and the applicant, the applicant should present evidence that Mexican authorities do not object to the construction of the proposed facility.

- **Other United States Approvals.** A list of all permits or approvals from U.S. federal, state, and local agencies that the applicant believes are required in connection with the proposed facility, and a description of what steps have been or will be taken to secure them.
- **Historic Preservation.** A list of all properties in the project area that are included in or potentially eligible for inclusion in the National Register of Historic Properties. Pursuant to the National Historic Preservation Act, the Department must consider the effects of the proposed facility on such properties and seek comment from the Advisory Council on Historic Preservation, an independent federal agency established under the NHPA. The Department also seeks comment from the appropriate State Historic Preservation Office.
- **Environmental Justice.** Information on minority and low-income populations likely to be affected by construction of the proposed facility. This information will assist the Department in fulfilling its obligations pursuant to Executive Order 12898 on environmental justice.
- **Compatibility with National Economic Council (NEC) Recommendations.** If applicable, information that shows that, consistent with the recommendations contained in the August 8, 1994 NEC White Paper, "Staff Recommendations of the Task Force on Border Infrastructure and Facilitation for Improved U.S. Border Operations," (A) there are the commitments necessary to ensure an adequate support infrastructure, including access roads, consistent with state and regional plans; (B) Mexican development plans and priorities have been taken into account; and (C) a viable financing plan for inspection facilities and inspection agency staffing, as well as for the crossing itself, is in place.
- **Environmental Review.** In addition to the above, the applicant should include information about foreseeable environmental impacts of the proposed facility. Pursuant NEPA, in considering an application for a Presidential Permit, the Department of State must take into account environmental impacts of the proposed facility and directly related construction. Prior to deciding whether to issue the Presidential Permit, the Department of State may be required to prepare, circulate for comment and file environmental documentation.

Applications should include any environmental documentation applicants believe is required under NEPA and the regulations found in 40 CFR Parts 1500-1508, whether that is an environmental assessment (EA) or an environmental impact statement (EIS). If an EA is produced, it may be necessary, depending upon the finding of the Department of State, to produce an EIS.

Agency Review and Public Comment

Once the application is completed, the Department of State will instruct the applicant to provide copies -- including all environmental and other documentation -- to other federal and state agencies, as appropriate, for their comment. The Department will also publish a notice in the Federal Register inviting public comment. If the proposed facility is located within or near an area declared to be a non-attainment area under the Clean Air Act, the Department must engage in additional consultation with the Environmental Protection Agency and appropriate state agencies concerning the level of environmental documentation required. If questions from the agencies arise during the review, they will be referred to the applicant. The Department of

State, participating agencies and the applicant will work together to resolve such questions, as appropriate.

The applicant may be required to prepare an amended application reflecting any agreements made in the course of mitigation and/or addressing agency concerns. The Department of State would then circulate the amended application for final agency review. If the Department of State determines that the project would have no significant environmental impact, the Department will issue a Finding of No Significant Impact (FONSI). The Department will publish the FONSI in the Federal Register. If a significant impact is found, a full environmental impact statement must be prepared before the Permit application may be considered further.

National Interest Criteria

The Department is required to request the views of the federal officials specified in the Executive Orders, and may also seek to consult with such other federal, state, and local government officials as is appropriate. The Department takes all views expressed, including public comment, into account before making a decision on a permit.

Once the consultations and findings referred to above have been made, the Secretary of State will make a determination whether or not issuance of a permit to applicant would be in the national interest. If a positive determination is made, federal agencies are informed of the Department's intention to issue a Presidential Permit and, barring objections from any of the officials specified in the Executive Orders, the Presidential Permit is issued 15 days thereafter. If such an objection is expressed, and cannot be resolved, the matter is referred back to the Secretary for referral of the application directly to the President for the President's consideration and a final decision.

Other Necessary Approvals Prior to Authorizing Construction

Plans for construction of the proposed facility must be submitted to the International Boundary and Water Commission (IBWC), the United States section of which is located in El Paso, Texas, and the Mexican section in Ciudad Juarez, Mexico, for its approval. The IBWC will assess whether the effects of the facility will be consistent with existing bilateral arrangements between the United States and Mexico; will obscure or otherwise affect the boundary between the United States and Mexico; and, if applicable, will change the course of the Rio Grande or increase the risk of flooding.

Receipt of a Presidential Permit does not guarantee the availability of sufficient United States personnel to provide essential inspection services. If applicable, applicants should periodically consult with the Federal Inspection Services to keep abreast of staffing decisions that could affect the opening of the proposed facility.

Bilateral Coordination with the Government of Mexico

The Department of State coordinates closely with the Government of Mexico through the Secretariat of Foreign Relations (SRE) and the Embassy of Mexico on issues affecting the United States-Mexico border. The Department communicates with the Government of Mexico via diplomatic notes at various stages in the Permit process. For example, the Department generally informs the Government of Mexico via diplomatic note when Permit applications are received and when Permits are issued.

Construction generally cannot begin until the United States and Mexican Governments exchange diplomatic notes specifically authorizing construction. The Department must approve any contractual arrangement between state or local authorities and Mexican federal, state, or municipal authorities concerning construction of the facility prior to the exchange of notes authorizing construction. After notes are exchanged, permittees must keep the Department informed of all significant developments related to construction so that the Department may conduct the necessary bilateral coordination with the Government of Mexico.

THE PROCESS IN THE REPUBLIC OF MEXICO

The Presidential Permit

In Mexico, the lead agency from the standpoint of policy and coordination is the Mexican Secretariat of Foreign Relations (SRE). The Secretariat of Foreign Relations has issued written guidance on establishing new border crossings.

The Application

This guidance contains the basic criteria, procedures and requirements established for the submission, analysis and evaluation of proposals. It provides a basic tool for enabling viable proposals. The following is an outline of the basic requirements from the Guide ¹²:

- Consistency with Regional Urban Development and Land Availability Policies
 - > Analysis of consistency with Urban Development Plan
 - > Analysis of compatibility with local land-use zoning regulations
 - > Guarantee of sufficient land to ensure the development of the port and contiguous areas
 - > Feasibility of acquiring right of way for access routes and roadways
- Transportation Study
 - > A pedestrian and vehicular traffic assessment with 20-year projections
 - > Analysis of commercial routes associated with estimated vehicular traffic volumes

¹² Mexico, Inter-Departmental Group on Border Ports and Services, *Guide for Submitting and Evaluating Proposals on Border Ports*, September 1998

- > Analysis of local and long distance movements
- > Analysis of infrastructure and operational capacity
- > Analysis of competition from rail and intermodal traffic

- Infrastructure Analysis
 - > Analysis of the feasibility of supplying drinking water, sewage system, electricity, phone, natural gas, and other services vital to ensure the operation of the facilities at the new port
 - > Analysis of the access-road infrastructure and links with the principal cities of origin and destination
 - > Analysis of urban roadways and local road conditions
 - > Size determination of all the components of the border port facilities
 - > Size determination of the international bridge or border crossing

- Economic Feasibility
 - > Potential socio-economic benefits to be derived from the operation of the new border port
 - > Demonstrate the transportation savings gained by using the new infrastructure

- Financial Feasibility
 - > The promoter shall submit his financing proposal with an indication of his sources of financing and bank funding to cover the entire detailed design engineering and construction project
 - > Preliminary analysis of the project's potential financial implications for the public sector

- Opinion of the International Boundary and Water Commission (IBWC)
 - > Should the border port require a bridge, the opinion of the International Boundary and Water Commission shall be obtained.

- Opinion of Department of Environment, Natural Resources, and Fisheries (SEMARNAP)
 - > An environmental impact assessment approved by SEMARNAP shall be required.

BINATIONAL PLANNING AND COORDINATION

BINATIONAL PLANNING AND COORDINATION

ONGOING EFFORTS

This feasibility study was prepared with input from staff from planning agencies in both California and Baja California. Preliminary information related to the potential Jacumba-Jacumé international border crossing has been presented to some binational committees.

The United States-Mexico Binational Group on Bridges and Border Crossings has heard presentations from both California and Baja California agencies. Both Caltrans and SAHOPE, representing the state governments, have made reports on a possible port of entry at Jacumba-Jacumé since 1997.

The Bridges and Border Crossings committee meets twice a year to discuss proposed bridges and border crossings and their related infrastructure, and to exchange views on policy and technical information. Related issues such as toll roads and other infrastructure projects are discussed, as are operational matters involving existing and future crossings and general facilitation of travel between the two countries.

United States delegates include representatives of the Departments of State and Transportation as well as the General Services Administration, Customs Service, Immigration and Naturalization Service, Food and Drug Administration and International Boundary and Water Commission, and the States of Arizona, California and Texas. Mexican delegates include representatives of the Secretariats of Foreign Relations, Government, National Defense, Finance and Public Credit, Social Development, Agriculture, Communications and Transportation, Administrative Development, and Tourism, as well as the Mexican Section of the International Boundary and Water Commission, Commission on Appraisal and National Valuations, Commission on Federal Toll Highways and the States of Baja California, Sonora, Chihuahua, Nuevo Leon and Tamaulipas.

A brief report on the status of this feasibility study was given to delegates from the United States and the Republic of Mexico governments and the border states who participated in the Binational Border Walk (March 7 to 9, 2000) in the California-Arizona/Baja California-Sonora border area. The presentation was made at the Tecate port of entry.

The Binational Border Walk is held at different locations along the United States-Mexican border annually. It provides United States and Mexican officials the opportunity to visit the border crossings and evaluate current operations and existing infrastructure.