

California Department of Transportation Transportation Border Congestion Relief Program (TBCR)

A Comprehensive Approach to Transportation Border Congestion Relief

Project Title: Calexico East Port of Entry Expansion

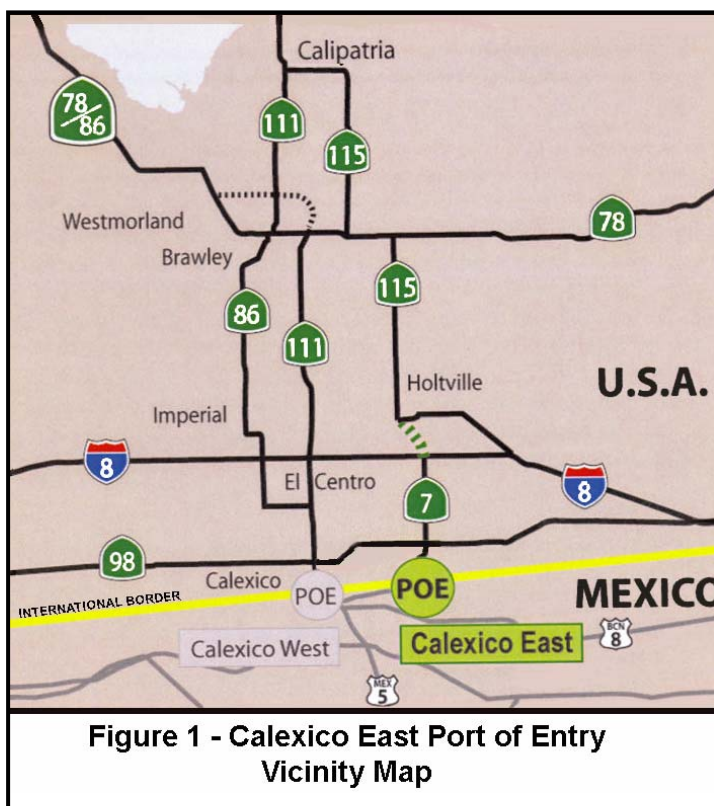
Lead Agency: Caltrans, District 11

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1) Project Description

The State of California Department of Transportation (Caltrans), in partnership with U.S. Customs and Border Patrol (CBP), is proposing to expand the Calexico East Port of Entry (POE). This POE is located approximately seven miles east of the existing Calexico West POE, in the City of Calexico, in Imperial County, California (see Figure 1). The proposed expansion will occur on land owned by Caltrans and the U.S. General Services Administration (GSA).

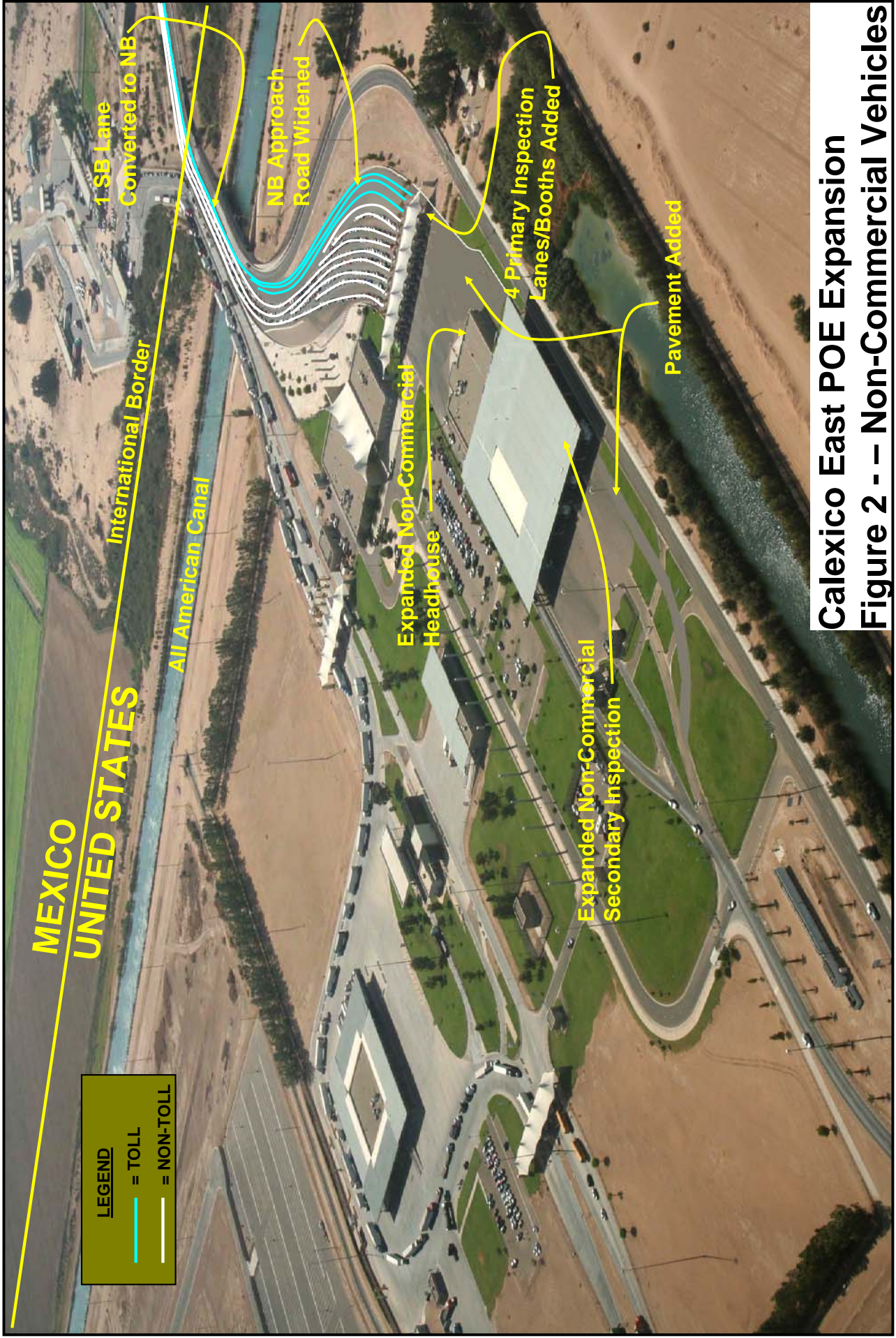
The purpose of the Project is to increase capacity at the U.S./Mexico border crossing, thereby decreasing wait times at this, and the Calexico West, border crossings. The proposed improvements can be accomplished quickly to add capacity to the existing POE and benefit the region by allowing commercial and passenger vehicles to enter and exit the POE more efficiently, reducing wait times, air pollution, and enhancing international trade. The proposed project would provide additional capacity without having to widen the existing bridge over the All American Canal. Toll facilities are planned to fund the Project. Variable pricing systems can be incorporated into the proposed project in order to assess the toll/user fees.



**Figure 1 - Calexico East Port of Entry
Vicinity Map**

The expansion would provide two additional northbound lanes, one for passenger vehicles (non-commercial) (see Figure 2) and one for commercial vehicles (see Figure 3). For passenger vehicles, one of existing passenger vehicle lanes would be converted to a toll lane and one of the two existing southbound travel lanes converted to use as an exclusive northbound toll lane.

The proposed expansion would be configured as follows:



Calexico East POE Expansion
Figure 2 - - Non-Commercial Vehicles



Calexico East POE Expansion
Figure 3 – Commercial Vehicles

CALEXICO EAST POE EXPANSION
Proposed Facility Improvements (Northbound)

Toll/No Toll	Type of Vehicle	Existing Number of Lanes	Proposed Number of Lanes
Non-Toll	Passenger	8	9
	Commercial	2	2
	FAST	1	1
Total Non-Toll Lanes		11	12
Toll	Passenger	0	3
	Commercial	0	2
	FAST	0	1
Total Toll Lanes		0	6
Total Northbound Lanes:		11	18

CALEXICO EAST POE EXPANSION
Proposed Minimum Bridge Improvements

Direction	Type of Vehicle	Existing Number of Lanes	Proposed Number of Lanes
Southbound	Passenger	2	2
	Commercial	2	2
Total Southbound Lanes		4	4
Northbound	Passenger/No Toll	3	2
	Passenger/Toll	0	1
	Commercial /No Toll	2	1
	Commercial/Toll	0	1
Total Northbound Lanes		5	5
Total Lanes		9	9

The proposed project provides for maximum utilization of available lane capacity without having to widen the existing bridge over the All American Canal. It also includes the addition of Primary Inspection booths and toll booths, and expanding existing port facilities including the Headhouse and Secondary Inspection areas.

The proposed Project is a minimum cost-maximum benefit situation, where additional capacity could be attained quickly to help ease current congestion at both of the Calexico POEs. It is also proposed for the toll/primary inspection booth design to be flexible, where booths can easily be converted to function as toll or non-toll, as needed. This design would allow the number of booths or lanes to remain the same, but the function (toll or non-toll) of the booth could easily be changed to accommodate variable pricing in a coordinated way; or to reduce toll collection locations and thus allow for an easier flow of vehicles across the border.

Capital costs associated with the proposed Project are as follows:

Passenger Vehicle Expansion Capital Costs:

Facility	Cost	Total Cost*	Escalated Cost**
Roadway Expansion (Sitework/Road Facilities)	\$4,100,680	\$6,356,054	\$8,044,634
Primary Inspection Lane/Booth Expansion (4 added)	\$1,641,820	\$2,544,821	\$3,220,890
Headhouse Facility Expansion (5,000 SF)	\$1,360,000	\$2,108,000	\$2,668,021
Secondary Inspection Facility Expansion (25,000 SF)	\$3,625,000	\$5,618,750	\$7,111,454
TOTAL	\$10,727,500	\$16,627,625	\$21,044,999

Commercial Vehicle Expansion Capital Costs

Facility	Cost	Total Cost*	Escalated Cost**
Roadway Expansion (Sitework/Road Facilities)	\$5,605,919	\$8,689,174	\$10,997,582
Primary Inspection Lane/Booth Expansion (4 added)	\$611,564	\$947,924	\$1,199,754
Commercial Dock Expansion (64 added)	\$5,996,480	\$9,294,544	\$11,763,777
VACIS, X-Ray Station, and Fast Lane (1 added)	\$429,912	\$666,364	\$843,393
Commercial Exit Lane Expansion (3 added)	\$409,425	\$634,609	\$803,202
TOTAL	\$13,053,300	\$20,232,615	\$25,607,708

Total Calexico East POE Expansion Capital Costs:

Facility	Cost	Total Cost*	Escalated Cost**
Roadway Expansion (Sitework/Road Facilities)	\$9,706,599	\$15,045,228	\$19,042,216
Primary Inspection Lane/Booth Expansion (8 added)	\$2,253,384	\$3,492,745	\$3,220,890
Headhouse Facility Expansion (5,000 SF)	\$1,360,000	\$2,108,000	\$2,668,021
Secondary Inspection Facility Expansion (25,000 SF)	\$3,625,000	\$5,618,750	\$7,111,454
Commercial Dock Expansion (64 added)	\$5,996,480	\$9,294,544	\$11,763,777
VACIS, X-Ray Station, and Fast Lane (1 added)	\$429,912	\$666,364	\$843,393
Commercial Exit Lane Expansion (3 added)	\$409,425	\$634,609	\$803,202
TOTAL	\$23,780,800	\$36,860,240	\$45,452,953

* The cost plus 10% for mobilization, 10% for minor items, and 35% for contingency and supplemental work.

** Total cost accounts for 5.7% escalation per year, starting from 2008 to the mid point of construction in 2012.

The Calexico East POE facility was opened in 1996, in response to increased vehicle and commercial traffic along the region's border crossings since the passage of North American Free Trade Agreement (NAFTA). The facility handles pedestrians and passenger vehicles, and is the primary commercial vehicle crossing in Imperial County. The Calexico East POE is considered the second busiest POE for commercial vehicles along the California/Baja California border. The facility processes the agricultural, commercial and industrial imports/exports for both the Baja California and Imperial Valley regions. The value of goods carried through the Calexico East POE grew from approximately \$3.0 billion to \$8.1 billion from 1994 to 1999, and likely exceeds \$15 billion today. This represents approximately 27 percent of the total trade activity passing through California's POEs. Since 1999, Mexico has become California's top trading partner and the United States' second largest trading partner.

The facility is located on 87 acres of land and houses the CBP, Immigration and Naturalization Service (INS), and the U.S. Department of Agriculture. It provides 8 passenger vehicle primary lanes and 24 secondary inspection lanes. Commercial facilities consist of three primary import inspection booths; two export booths; 60 import docks, with expansion capabilities to 200; 25 export docks, expandable to 50; and ten bulk import bins. A Commercial Vehicle Enforcement Facility (CVEF) is

located north of the POE and is operated by the California Highway Patrol (CHP). This facility ensures that all trucks entering California undergo safety and regulatory inspections. Trucks must comply with various laws and regulations including weight, vehicle maintenance, licensing, and air quality. Truck (commercial vehicle) traffic through the Calexico East POE serves interregional, interstate, and international trade and goods movement.

For informational purposes, provided below is the maximum expansion potential of this POE that could be achieved by widening the bridge.

CALEXICO EAST POE EXPANSION (MAXIMUM)

Proposed Facility Improvements (Northbound)

Toll/Non-Toll	Type of Lane	Existing Number of NB Lanes	Proposed Number of NB Lanes
Non-Toll	Passenger	8	12
	Commercial	2	3
	FAST	1	0
Total Non-Toll Lanes:		11	15
Toll	Passenger	0	4
	Commercial	0	1
	FAST	0	2
Total Toll Lanes:		0	7
TOTAL LANES:		11	22

CALEXICO EAST POE EXPANSION (MAXIMUM)

Proposed Bridge Improvements

Direction	Type of Lane	Existing Number of Lanes	Proposed Number of Lanes
Southbound	Passenger	2	2
	Commercial	2	2
Total Southbound Lanes		4	4
Northbound	Passenger/Non-Toll	3	4
	PassengerToll	0	2
	Commercial/Non-Toll	2	2
	Commercial/Toll	0	2
Total Northbound Lanes		5	10
TOTAL LANES:		9	14

To achieve maximum utilization of this POE, it could be reconfigured and expanded to provide a total increase of from 11 lanes to 22 northbound lanes. This would include a total of 15 non-tolled lanes and 7 toll lanes. This configuration would be best served by widening the bridge over the All-American Canal from 9 lanes to 14 lanes to provide the necessary capacity, queuing storage, and dedicated access to the toll lanes.

The proposed Project (minimum expansion) delivery schedule is as follows:

1. Project Approval and Environmental Document: 7/1/09 thru 8/30/10
2. Design: 9/1/10 thru 10/1/11
3. Construction: 3/30/12 thru 2/29/13

The current plan for funding involves the collection of a toll or user fee for exclusive entry into the U.S. While it is unlikely that this toll could pay for the entire border crossing improvement, it is expected that bonding based on future toll revenues (over say 30 years) could support the entire capital cost of the toll facilities and a significant portion of the remaining capital costs.

Discussions held with the Imperial Valley Association of Governments (IVAG) and other stakeholders indicate support for the Project.

2) Congestion Reduction and Reduction in Land Border Travel Times

Since the opening of the Calexico East POE in December 1996, the Calexico West POE no longer processes commercial vehicles and trains. Calexico East has become the second busiest POE (after Otay Mesa) for commercial traffic along the California-Baja California border. The tables below show the volume of exports and imports by truck to the Imperial County regional POEs, as well as the number of in-coming truck crossings at each. As shown, nearly all cargo has been processed at the Calexico East POE since 1998 and nearly all in-coming trucks cross at the Calexico East POE.

U.S. Exports to Mexico by Truck (1995 – 2006)

Year	Calexico West		Calexico East		Andrade		TOTAL	
	\$ Thousand	% Change	\$ Thousand	% Change	\$ Thousand	% Change	\$ Thousand	% Change
1995	\$1,535,650	N/A	\$27	N/A	\$869	N/A	\$1,536,545	N/A
1996	\$2,052,496	33.7%	\$109	309.3%	\$1,262	45.2%	\$2,053,867	33.7%
1997	\$562,686	-72.6%	\$2,110,774	1933127%	\$1,252	-0.8%	\$2,674,712	30.2%
1998	\$0	N/A	\$2,727,824	29.2%	\$9,048	622.8%	\$2,736,872	2.3%
1999	\$0	N/A	\$3,396,207	24.5%	\$8,212	-9.2%	\$3,404,418	24.4%
2000	\$0	N/A	\$3,438,230	1.2%	\$2,069	-74.8%	\$3,440,299	1.1%
2001	\$0	N/A	\$3,072,153	-10.6%	\$1,133	-45.2%	\$3,073,286	-10.7%
2002	\$2,570	N/A	\$3,523,136	14.7%	\$1,288	13.7%	\$3,526,994	14.8%
2003	\$7,967	210.0%	\$3,695,371	4.9%	\$1,225	-4.9%	\$3,704,563	5.0%
2004	\$9,374	17.7%	\$4,040,027	9.3%	\$2,785	127.3%	\$4,052,186	9.4%
2005	\$10,674	13.9%	\$4,413,887	9.3%	\$2,813	1.0%	\$4,427,374	9.3%
2006	\$14,567	36.5%	\$4,666,100	5.7%	\$1,796	-36.2%	\$4,682,462	5.8%

Source: U.S. Department of Transportation, Bureau of Transportation Statistics, Transborder Surface Freight Data, based on data from the Census Foreign Trade Statistics Program.

U.S. Imports from Mexico by Truck (1995 – 2006)

Year	Calexico West		Calexico East		Andrade		TOTAL	
	\$ Thousand	% Change	\$ Thousand	% Change	\$ Thousand	% Change	\$ Thousand	% Change
1995	\$1,785,082	N/A	\$0	N/A	\$62	N/A	\$1,785,144	N/A
1996	\$2,288,375	28.2%	\$0	N/A	\$44	-28.5%	\$2,288,419	28.2%
1997	\$416,188	-81.8%	\$2,443,850	N/A	\$76	72.2%	\$2,860,114	25.0%
1998	\$0	N/A	\$3,381,333	38.4%	\$47	-38.1%	\$3,381,380	18.2%
1999	\$46	N/A	\$4,280,087	26.6%	\$0	N/A	\$4,280,133	26.6%
2000	\$3	-94.6%	\$4,799,673	12.1%	\$0	N/A	\$4,799,675	12.1%
2001	\$112	4,385.4%	\$4,135,207	-13.8%	\$0	N/A	\$4,135,319	-13.8%
2002	\$0	N/A	\$4,755,293	15.0%	\$27	N/A	\$4,755,320	15.0%
2003	\$0	N/A	\$5,104,351	7.3%	\$0	N/A	\$5,104,351	7.3%
2004	\$0	N/A	\$5,605,885	9.8%	\$0	N/A	\$5,605,885	9.8%
2005	\$0	N/A	\$6,010,117	7.2%	\$0	N/A	\$6,010,117	7.2%
2006	\$0	N/A	\$6,625,674	10.2%	\$0	N/A	\$6,625,674	10.2%

Source: U.S. Department of Transportation, Bureau of Transportation Statistics, Transborder Surface Freight Data, based on data from the Census Foreign Trade Statistics Program.

Incoming Truck Crossings by POE (1994 – 2005)

Year	Calexico West		Calexico East		Andrade		TOTAL	
	Count	% Change	Count	% Change	Count	% Change	Count	% Change
1994	178,428	N/A	0	N/A	3,678	-	182,106	N/A
1995	175,983	-1.4%	0	N/A	3,732	1.5%	179,715	-1.3%
1996	170,526	-3.1%	0	N/A	3,983	6.7%	174,509	-2.9%
1997	33,611	-80.3%	166,198	N/A	2,647	-33.5%	202,456	16.0%
1998	2	-100.0%	206,218	24.1%	2,160	-18.4%	208,380	2.9%
1999	0	-100.0%	261,545	26.8%	1,959	-9.3%	263,504	26.5%
2000	0	N/A	278,811	6.6%	1,517	-22.6%	280,328	6.4%
2001	0	N/A	256,715	-7.9%	1,767	16.5%	258,482	-7.8%
2002	0	N/A	276,390	7.7%	2,075	17.4%	278,465	7.7%
2003	0	N/A	261,140	-5.5%	2,253	8.6%	263,393	-5.4%
2004	0	N/A	312,227	19.6%	2,697	19.7%	314,924	19.6%
2005	0	N/A	320,212	2.6%	2,733	1.3%	322,945	2.5%

Source: U.S. Department of Transportation, Bureau of Transportation Statistics, Border Crossing Data based on data from U.S. Department of Homeland Security - Customs and Border Protection

Notes: ⁽¹⁾ Data include both loaded and unloaded trucks.

⁽²⁾ Data are not available in May 2003 for Andrade and in July 2003 for Calexico West and Calexico East.

⁽³⁾ US-VISIT was implemented for all three ports of entry in December 2004.

As shown in the tables above, between 2002 and 2006, U.S. imports from Mexico by truck through the Calexico East POE grew by an average of ten percent per year. This growth rate, if continued, would represent a doubling of demand for imports through this POE approximately every seven years. The proposed Project will increase capacity at the U.S./Mexico Calexico border crossings (West and East), thereby improving efficiency, decreasing wait times, reducing air pollution, and accommodating the significant growth in demand expected in the foreseeable future.

Incoming Passenger Crossings, U.S.-Mexico Border (1995 – 2005)

Year	Calexico West		Calexico East		Andrade		TOTAL	
	Count	% Change	Count	% Change	Count	% Change	Count	% Change
1995	27,853,164	N/A	0	N/A	2,754,439	N/A	30,607,603	N/A
1996	25,701,966	-7.7%	0	N/A	2,986,551	8.4%	28,688,517	-6.3%
1997	27,430,303	6.7%	5,368,448	N/A	3,014,010	0.9%	35,812,761	24.8%
1998	29,262,831	6.7%	5,371,519	0.1%	3,188,412	5.8%	37,822,762	5.6%
1999	28,500,828	-2.6%	6,589,345	22.7%	3,461,041	8.6%	38,551,214	1.9%
2000	28,466,160	-0.1%	7,611,724	15.5%	3,574,533	3.3%	39,652,417	2.9%
2001	22,155,003	-22.2%	7,432,010	-2.4%	3,194,688	-10.6%	32,781,701	-17.3%
2002	19,050,007	-14.0%	6,902,000	-7.1%	3,250,865	1.8%	29,202,872	-10.9%
2003	16,387,808	-14.0%	6,164,374	-10.7%	3,227,053	-0.7%	25,779,235	-11.7%
2004	15,482,051	-5.5%	6,375,913	3.4%	3,600,973	11.6%	25,458,937	-1.2%
2005	16,357,673	5.7%	6,500,466	2.0%	3,331,017	-7.5%	26,189,156	2.9%

Source: U.S. Department of Transportation, Bureau of Transportation Statistics, based on data from U.S. Department of Homeland Security - Customs and Border Protection.

As shown in the table above, of the three POEs, Calexico West is the busiest, accounting for 62 percent of all passenger crossings in 2005. However, its share has been steadily decreasing since the opening of Calexico East in December of 1996.

Port of Entry Annual Crossings

Port of Entry	Truck Crossings	Passenger Vehicles	Pedestrians
Andrade	1,279	1,367,222	1,709,446
Calexico (West)	NA	11,664,850	4,048,629
Calexico East	307,291	7,771,283	12,893
Total	308,570	20,803,355	5,770,968

Source: U.S. Department of Transportation, Research and Innovative Technology Administration, Bureau of Transportation Statistics, Border Crossing/Entry Data, December 2006; based on data from U.S. Department of Homeland Security, Customs and Border Protection OMR database.

3) Use of Intelligent Transportation Systems

The proposed Project is on an existing alignment. Transportation technologies are proposed to benefit users by enhancing the mobility and efficiency of the POE. As part of the process of facilitating traffic across the border, lanes may be established as Secure Electronic Network for Travelers Rapid Inspection (SENTRI) lanes. These lanes provide for a more rapid security check, inspection and entry into the United States, and when operating at their peak, can process significantly more cars through the security gates than adjacent standard lanes.

Other technologies that may be employed include FasTrak™. This is an electronic toll collection (ETC) system that allows users to prepay tolls, eliminating the need to stop at a toll plaza.

Changeable message signs should be placed at strategic location in Mexicali to indicate current border crossing wait times at downtown Calexico and East Calexico and a changeable message sign in Mexico near the border crossing to indicate current wait times and toll charges. Wherever possible, the system will be built in a flexible configuration so that, for example, regular lanes can be converted to SENTRI lanes (or vice versa) with ease as demand for each changes over time.

4) Economic Benefit and Support of Commerce

Border delays result in increased transportation costs and interruptions in the manufacture and delivery of goods. The proposed project will improve the capacity and performance of Imperial County's port-to-border goods movement corridors. At a minimum, it will generate jobs, increase mobility, relieve traffic congestion, improve air quality, protect public health, and enhance public and port safety. By increasing cross-border capacity and velocity at the U.S.-Mexico border, the project will decrease wait times at the border. By accommodating growth and alleviating the delays with proper infrastructure, the same amounts of gross output and job loss would be recovered, thereby increasing the economic viability of freight movement through the U.S.-Mexico border in Imperial County. The border crossing improvements would provide opportunities for increased goods movement, while at the same time avoiding losses due to unpredictable delays.



The United States Department of Transportation Bureau of Transportation Statistics reported that surface merchandise trade between California and Mexico in 2005 was valued at \$15.6 billion in exports to Mexico and \$25.8 billion in imports from Mexico, for a total value of \$41.4 billion. Truck transportation accounted for 90% of the surface merchandise imports, with rail transportation accounting for the remaining 10%. From 2000 to 2005, incoming truck crossings from Mexico into California have averaged 1,063,000 crossings per year. Over that same period, there was an average of 32,416,000 incoming passenger vehicle crossings from Mexico into California. The Calexico East POE processed \$10.8 billion dollars in shipments in 2005, and was the 14th largest foreign trade freight gateway operating by land mode.

Average commercial wait times at Calexico East (northbound traffic) are typically longer in the afternoon than in the morning. The estimates are based on a sample of data collected by the CBP between September 15, 2001 and June 12, 2002. CBP reports daily estimates of vehicle wait times at primary inspection at land border ports of entry. Wait times are measured once in the morning, generally between 8 a.m. and 8:30 a.m., and once in the afternoon, generally between 4 p.m. and 4:30 p.m.

Border delays have a negative impact on the competitiveness of local firms that have significant business passing through the border. These firms are typically unable to change location in response to increasing border delays. The economic impact for personal trips is much stronger in the United States than in Mexico, in part because a majority of border-crossers reside in Mexico. For instance, the total output loss is estimated at \$436 million in California and \$161 million only in Mexico. If border delays keep growing, economic losses on both sides of the border are estimated to double by the year 2016. While the economic impact for personal trips affects primarily Imperial County and Baja California, the economic impact for freight movements is greater at the national level. Border delays and their associated economic losses could be reduced with improved infrastructure and border management.

5) Value to the Users of the Project

Benefits of the proposed Project to its users include reduced border travel times, faster and more convenient access to terminals for commercial vehicles, environmental benefits, increased travel speeds and economic stimulus throughout the region. By allowing more traffic to move through the widened POE, wait times and traffic flows will inevitably improve for both commercial and non-commercial traffic. Reducing border wait times and enabling traffic to move through the region faster will have a direct effect on reducing pollutant emissions created by idling traffic.

6) Innovations in Project Delivery and Finance

The proposed Project is an innovative, early delivery project. With the project being built on existing disturbed property owned by either Caltrans or the GSA, Caltrans believes the project can be approved quickly and there would be few restrictions environmentally, if any. The Project can be tailored for minimal involvement by the Mexican government agencies, although in the long run it would be beneficial to add lanes on the Mexican side of the border in order to efficiently feed the complete array of proposed northbound lanes (toll and non-toll).

7) Exceptional Environmental Stewardship

The project will reduce environmental impacts in and around the project area. Through a reduction of queuing, air quality will improve. Since there is room for expansion on land that has already been environmentally cleared, it is believed that there will be minimal environmental documentation required.

The existing Calexico East POE received a Presidential Award for Design Excellence. The canopied booths where passenger vehicles are processed were noted because they were sited so that the prevailing winds carry away exhaust fumes. Any expansion of this facility and the canopies would incorporate the existing design features to preserve the benefits and original design intent.



Calexico East POE Canopies
SOURCE: GSA Presidential Award

8) Finance Plan and Potential Private Sector Participation

The current plan for funding involves the collection of a toll or user fees for the use of the POE. To provide the incentive to pay the toll, non-congested conditions must be preserved at this facility and wait times must be reliably low, or potential users will choose to use the other existing free cross-border alternatives in the region or not cross the border at all. Variable pricing systems will be incorporated into the proposed project in order to assess the toll/user fees. Through variable “congestion” pricing, demand and efficiency of the corridor can be managed and preserved. Another advantage of a public toll or fee-based system, is that there will be an ongoing source of revenue. Thus, funding will be available to make necessary modifications to preserve corridor mobility.

It is anticipated that Caltrans and IVAG would pursue legislation to allow IVAG to become the tolling authority for the POE. IVAG would issue bonds against the future revenue stream from toll collection over, say, 30 years. The money raised through issuing bonds would pay for the capital improvements of all the toll facilities and a significant portion of the other proposed capital improvements.

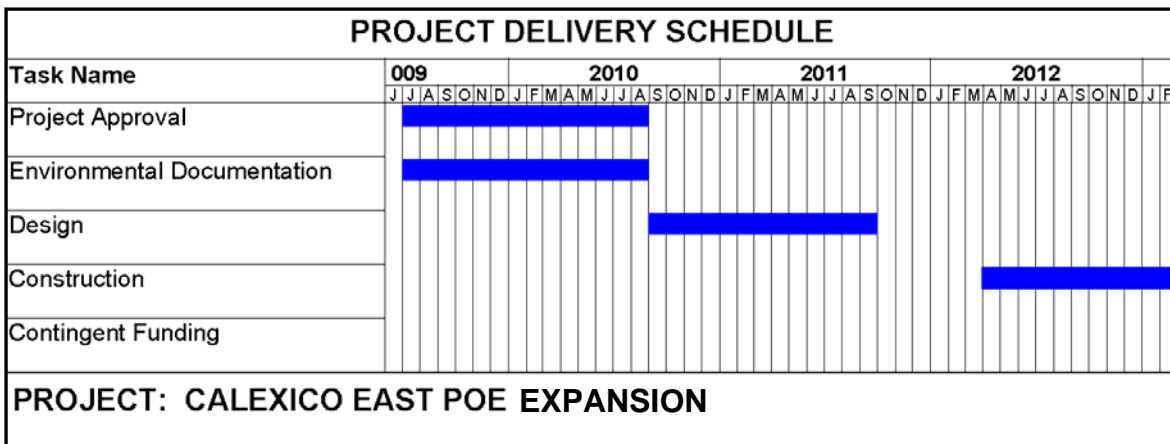
For Caltrans and IVAG, the next steps also include the pursuit of public fund sources or grants, such as the Transportation Infrastructure Financing and Innovation Act (TIFIA).

9) Planning and Coordination Status

The Calexico East POE expansion was first presented in February 2008, at the Bi-national Meeting on Border Crossings Efficiencies in San Diego, California. This concept has also been discussed at several meetings with CBP, as well as at the local level with the city of Calexico, County of Imperial and the IVAG. Stakeholders are showing support for the Project.

10) Proposed Project Time-line

The schedule for construction of the proposed project is as follows:



A Presidential Permit is not required for the proposed widening of the existing POE and real property acquisition is also not required.