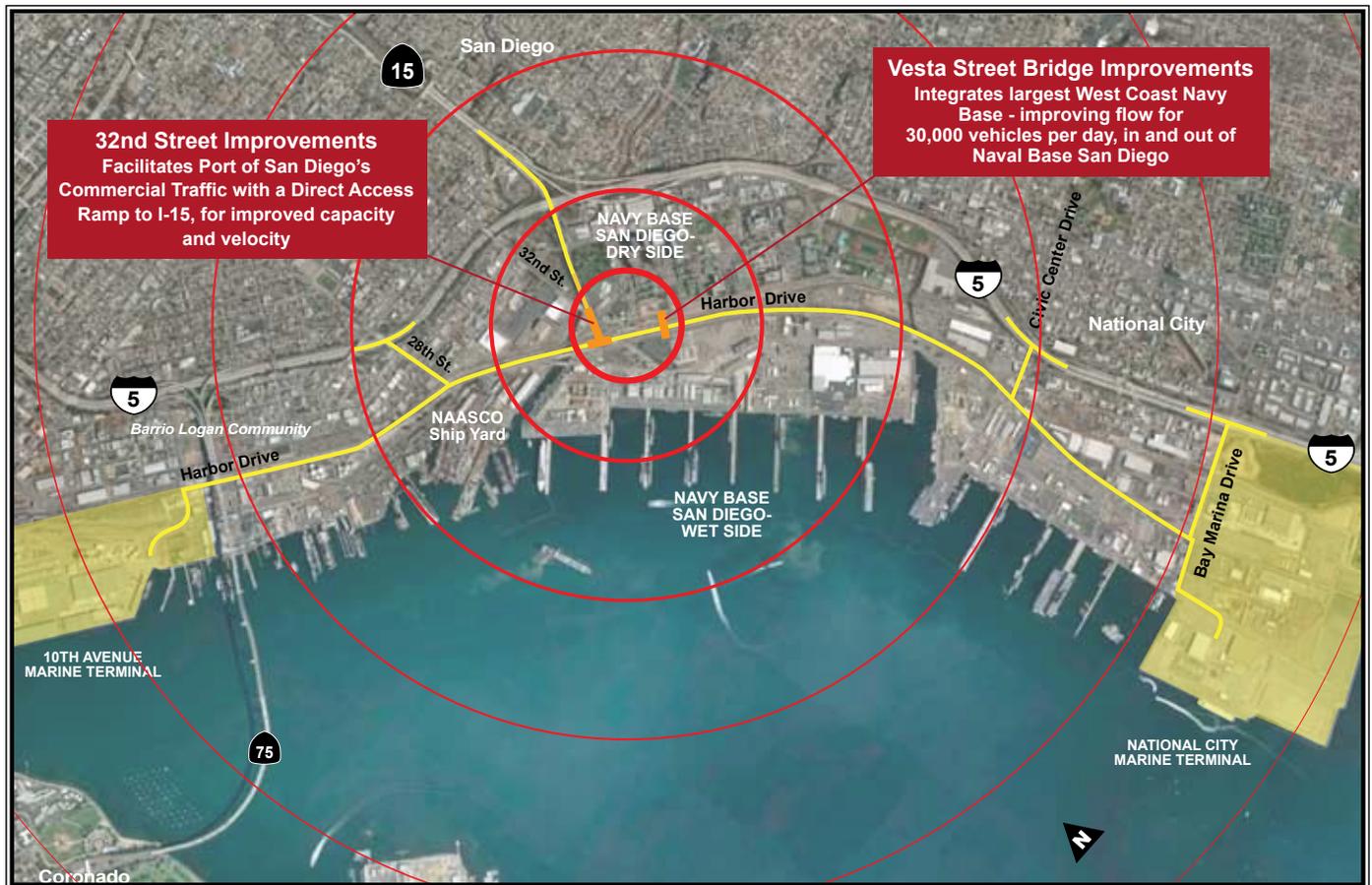




San Diego County, Congressional District 53, Urban Area

## SANDAG TIGER Application for 32nd Street at Harbor Drive and Vesta Street Bridge

\$60 million Port Access Improvements



### Vital Intermodal Connector - Easing Congestion For:

- Port of San Diego's two marine cargo terminals. Port of San Diego, a designated "Strategic Military Port"
- Navy Base San Diego
- Facilitates job commute for 33,500 Working Waterfront employees
- Complements \$83 million investments in larger system of Port access projects
- Promotes livability and sustainability for Navy personnel and community residents



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July 29, 2009

File Number 3100700

Office of the Secretary of Transportation  
 United States Department of Transportation  
 1200 Seventh Street, SW  
 Washington, D.C. 20590

Dear Secretary LaHood:

**SUBJECT: Transportation Investments Generating Economic Recovery (TIGER)  
 Nomination of 32nd Street at Harbor Drive and Vesta Street Bridge-Port  
 Access Improvements**

*MEMBER AGENCIES*

- Cities of*
- Carlsbad*
- Chula Vista*
- Coronado*
- Del Mar*
- El Cajon*
- Encinitas*
- Escondido*
- Imperial Beach*
- La Mesa*
- Lemon Grove*
- National City*
- Oceanside*
- Poway*
- San Diego*
- San Marcos*
- Santee*
- Solana Beach*
- Vista*
- and*
- County of San Diego*

The San Diego Association of Governments (SANDAG) is pleased to nominate 32nd Street at Harbor Drive and Vesta Street Bridge-Port Access Improvements (Vesta Bridge) to the United States Department of Transportation (USDOT) as a worthy project for TIGER Discretionary Grants program. Upon completion, the Vesta Bridge improvements will provide a last-mile traffic relief valve to the Unified Port of San Diego, the San Diego Navy Base, and the North American Shipbuilding Company (NASSCO), providing a critical link in a roadway system which leads to the region's congested multi-use Working Waterfront.

This nomination is the result of extensive collaboration between SANDAG, the California Department of Transportation, city and county governments, the Unified Port of San Diego, Naval Base San Diego, NASSCO, the Barrio Logan Community Association, and goods movement stakeholders as our effort to improve sustainable goods movement along trade corridors in our region. The SANDAG Board of Directors, comprised of mayors, councilmembers, and county supervisors from each of the region's 18 cities and the County, unanimously approved this project based on the stated TIGER criteria, including the stringent project delivery timelines.

This nomination represents a vital intermodal linkage which is one component of a larger set of freight network improvements. As such, the requested TIGER funds will leverage over \$191.3 million in other transportation investments and produce significant returns to our local economy. In addition, the TIGER funds will improve regional and national freight productivity entering San Diego through our international seaport and our international border crossings.

We thank the USDOT for its leadership and vision in the development of TIGER, a program that will foster economic development for California and the nation, and contribute to a more sustainable goods movement system.

Sincerely,

  
 GARY GALLEGOS  
 Executive Director

AHOF/ama

Attachment

*ADVISORY MEMBERS*

- Imperial County*
- California Department of Transportation*
- Metropolitan Transit System*
- North County Transit District*
- United States Department of Defense*
- San Diego Unified Port District*
- San Diego County Water Authority*
- Southern California Tribal Chairmen's Association*
- Mexico*

# **32<sup>nd</sup> Street at Harbor Drive and Vesta Street Bridge Port of San Diego Access Improvements TIGER GRANT APPLICATION**

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Sponsor: San Diego Association of Governments (SANDAG)  
Implementer: Department of Transportation, State of California  
Contact: Christina Casgar, (619) 699-1982, [cca@sandag.org](mailto:cca@sandag.org)

## 1. Project Description

The 32<sup>nd</sup> Street at Harbor Drive and Vesta Street Bridge is one component of a large set of Port Access Working Waterfront Improvements. The system of Port Access Improvements will greatly improve the Port of San Diego's ability to co-exist with recreational, residential, and other industrial operations on San Diego's mixed-use waterfront. The key purpose of the project is to improve the preferred, highway commercial access route for the Port of San Diego's marine terminals as well as access to other Working Waterfront terminals. San Diego's Working Waterfront has national and regional significance for goods movement because it includes Naval Base San Diego, North American Steel and Shipbuilding Company (NASSCO) Shipyard, national security and domestic ship building, and the Port of San Diego. The project also buffers commercial traffic from an economically disadvantaged community, Barrio Logan, and improves traffic operations at Naval Base San Diego (NBSD). NBSD is the largest naval facility on the west coast, with plans to increase force structure in the near future. The construction of the Vesta Street Bridge and operational improvements at several intersections along the preferred freight route will result in the following benefits:

- Provides more efficient connections to State Route 15 / Interstate 15 (SR 15/I-15) by channeling truck traffic away from Barrio Logan.
- Improves Level of Service (LOS) E and F intersections to an acceptable LOS D, for 2030 traffic volumes.
- Eliminates over 500 vehicles during peak hours at 32<sup>nd</sup> Street/Harbor Drive, a congested area important to freight mobility for the Port of San Diego and adjacent waterfront businesses.
- Improves NBSD access and security by directing off-base traffic through a new direct access connection, relieving conflicts with Port-generated and national security private sector business access.
- Improves air quality by reducing congestion and truck idling time, including significant reductions in CO (40 pounds/day) and CO<sub>2</sub> (20 pounds/day) emission levels by 2020.
- Creates or preserves more than 2,500 jobs through project construction and operations.
- Maintains mobility on the Working Waterfront and supports and benefits the 33,559 workers employed by Working Waterfront businesses.

The TIGER funds will help to offset the challenge of improving systemic traffic operations all along San Diego's Working Waterfront including the Tenth Avenue Marine Terminal (TAMT), National City Marine Terminal (NCMT), General Dynamics National Steel and Shipbuilding Company (NASSCO), BAE Systems San Diego Ship Repair (BAE), Northrop Grumman Continental Maritime, and the Navy. Access to I-5 and SR 15 is critical for the flow of goods and workers to/from the area; the main artery to I-15 and I-5 is Harbor Drive, which handles significant truck traffic. Several of the current routes are impeded by at-grade rail crossings and intersections that operate at LOS D or worse (4 of 21 signalized intersections in the area).

The San Diego Working Waterfront must have efficient freight movement access to the Interstate freeway system. By 2030, projections indicate 11 of 21 Harbor Drive intersections will operate at a LOS below D, with several intersections being at-capacity during peak hours (San Diego Unified Port District 2007). Energy consumption, air

quality, community development and well being, along with economic sustainability of the area, will all be impacted by this degradation in operations.



**Figure 1: Project Location Map – Port Access Improvements**

*The system-wide improvements the applicant is pursuing on the San Diego Waterfront represent a way to balance community needs with Working Waterfront needs; thereby sustaining quality of life and preserving important high wage blue collar jobs.*

Naval Base San Diego, a Major Traffic Generator

The naval operations at NBSD have significant influence on traffic operations; 30,000 vehicles enter NBSD daily. Multiple gates on both the wet and dry sides of the base require ingress and egress, compounding congestion generated by local traffic, as well as freight movements to the Port of San Diego.

In 2030, without project improvements, the 32<sup>nd</sup> Street/Wabash Boulevard (SR 15)/Norman Scott Road (NBSD Gate 43) intersection will be at capacity in the morning and evening peak hours. This condition is unacceptable for freight traffic and NBSD. Given this chronic congestion, freight traffic will often detour to local streets and truck drivers attempt to access I-5 to make their way to SR 15.

The busy terminals (Navy, commercial shipyard, and two working Port of San Diego marine terminals) on the Working Waterfront and the associated cargo travel patterns have developed adjacent to the Barrio Logan community. Barrio Logan includes several schools, health and education centers, neighborhood retail, and Metropolitan Transit System (MTS) transit stations. This predominantly low-income Hispanic community has continually been impacted by the roadway construction of I-5 and SR 75 (San Diego Coronado Bay Bridge), as well as from Working Waterfront traffic over the last four decades. Neighborhood stakeholders have engaged public and private entities to emphasize their concerns with pedestrian safety, air quality, and noise, all of which impact their quality of life and “place making” in the community. The system-wide improvements address the livability needs of this environmental justice community.

The TIGER grant funding will augment and complement the financing package for the approved system of Port Access improvements financed by California bonds (Trade Corridors Improvement Fund, TCIF) as well as local funds.

The proposed TIGER funded improvements will provide the relief valve that is critical for the success of four other interrelated TCIF intersection improvements (Figure 1). Collectively, all the Harbor Drive improvements will allow for the implementation of the truck routing concept developed in the Port of San Diego’s Freeway Access Study (SDUPD 2007), which will improve the flow and velocity of 7,240 trucks per day to 11,960 trucks per day if the full set of system improvements is realized. The TCIF project for the Port of San Diego includes access improvements at 10<sup>th</sup> Avenue, grade separated improvements at 32<sup>nd</sup> Street, and reconstruction of freeway access at I-5/Bay Marina Drive and I-5/Civic Center Drive. The specific TIGER funded improvements include the following:

- New Vesta Street Bridge over Harbor Drive
- Pavement rehabilitation of Harbor Drive
- Proposed Operational Improvements, including
  - Off-ramp widening at SR 15/Main Street
  - Main Street/Vesta Street intersection (Gate 29)
  - 32<sup>nd</sup> Street/Harbor Drive intersection
  - 32<sup>nd</sup> Street/Wabash Boulevard (SR 15)/Norman Scott Road (Gate 43) intersection
- Removal of the signalized Vesta Street/Harbor Drive intersection and reassessment of NBSD gate flows.

## **2. Project Parties**

### SANDAG, Project Sponsor (DUNS: 094016941)

San Diego Association of Governments (SANDAG) is the sponsoring Agency. SANDAG is the designated Metropolitan Planning Organization (MPO) and Regional Transportation Planning Agency (RTPA), which adopts the long term Regional Transportation Plan (RTP) as well as the Regional Transportation Improvement Plan (RTIP). Eighteen cities and county government comprise the SANDAG Board, which serves as the forum for regional decision-making. SANDAG builds consensus, makes strategic plans, obtains and allocates resources, plans, engineers, and builds public transportation, and provides information on a broad range of topics pertinent to the region’s quality of life.

As the regional planning agency for transportation, SANDAG allocates millions of dollars each year in local, state, and federal funds for the region’s transportation network. SANDAG develops the Regional Transportation Plan to implement a long-range vision

for buses, the Trolley, rail, highways, major streets, bicycle travel, walking, goods movement, and airport services.

Caltrans, Project Implementer (DUNS: 782007157)

The California Department of Transportation (Caltrans) will be the implementing agency. Caltrans manages more than 50,000 miles of California's highway and freeway lanes, provides inter-city rail services, permits more than 400 public-use airports and special-use hospital heliports, and works with local agencies. Caltrans carries out its mission of improving mobility across California with six primary programs: Aeronautics, Highway Transportation, Mass Transportation, Transportation Planning, Administration and the Equipment Service Center.

Port of San Diego, Project Partner

San Diego Unified Port District (SDUPD) is a funding partner for this project. The Port was created by the State Legislature in 1962, and is governed by a seven-member Board of Port Commissioners representing the City Councils of Chula Vista, Coronado, Imperial Beach, National City and the City of San Diego (3 appointees). The SDUPD funded and led the 2007 Freeway Access Study.

Naval Base San Diego, Project Partner

Naval Base San Diego (NBSD) is also an active partner in this project. NBSD is a workplace for approximately 40,000 military, civilian and contract personnel. The base has rooms to house more than 4,000 men and women in modern apartment-like barracks, including newer state-of-the-art residential towers currently under construction. It is the largest naval facility on the West Coast. The Navy supports SANDAG's proposal to improve freeway access, ensuring its ability to execute its mission. Through an MOU, the Navy has committed to maintain NBSD security, decrease gate congestion, establish direct access across Harbor Drive to join the "Wet" & "Dry" sides of NBSD

Additionally, recommendations will be provided to Naval Facilities Command (NAVFAC) Southwest Asset Management Group for implementation and programming budgets for NBSD. NAVFAC will address transportation support, engineering services and shore facilities planning of bridge asset management for the proposed Vesta Street Bridge

Barrio Logan Community, Project Partner

City of San Diego, Barrio Logan Community includes a non-profit government sponsored agency that seeks to develop a 133-acre Redevelopment Project Area by diversifying employment opportunities, preventing blight and deterioration, and developing light industrial and office opportunities. The project managers will communicate with Barrio Logan community-based groups concerned with air quality, truck traffic, and light industrial development.

San Diego Port Tenants Association

Working Waterfront Member Organizations and Business groups are represented by the San Diego Port Tenants Association in cooperation with the SDUPD and the AFL-CIO. The Working Waterfront Group is committed to working collaboratively with the community to develop win-win solutions for the waterfront and the region. The role of the Working Waterfront will be to support employment opportunity outreach to the Barrio Logan Community.

National Steel and Shipbuilding Company (NASSCO), Project Partner

National Steel and Shipbuilding Company (NASSCO) is a major ship design, construction, and repair company located in San Diego, California. NASSCO is among the largest shipyards in the U.S. with a modern industrial facility encompassing 147 acres, and employing approximately 5,000 people.

Since 1945, NASSCO has built or converted a variety of ships for commercial customers and the U.S. Navy. It is the primary contractor for the full range of



Navy auxiliary ships, including hospital ships, oil tankers, combat supply ships, tank landing ships, roll-on/roll-off ships, and oceanographic research ships. NASSCO is currently building and converting roll-on/roll-off ships for the U.S. Navy's Sealift Program, in addition to finishing construction of a rapid replenishment ship for the Navy. In all nearly 300 ships evenly divided between Navy and commercial have been constructed or converted at the facility on San Diego Bay. About 25 percent of the company's business is devoted to the repair and overhaul of the Navy's Pacific Fleet

### **3. Grant Funds**

The TIGER grant funding will complete the financing package for the approved Trade Corridor Improvement Fund (TCIF) project. Table 1 provides a summary of the different funding sources for this project.

#### **Table 1 – Sources and Uses of Project Funds**

	TIGER funds (requested)	TIGER Local Match Funds (source)	TCIF State Funds (source)	TCIF Local Match Funds (source)	TCIF Federal Match Funds (source)	TCIF Federal Match Funds (source)	Total TCIF Program Funds
Project Approval/ Environmental Document		\$ 2,000,000 (SDUPD)		\$ 5,330,000 (SDUPD)	\$ 1,300,000 (SAFETEA-LU)	\$ 100,000 (NBSD)	\$ 6,730,000
Plans, Specifications & Estimate	\$ 4,000,000			\$ 11,690,000 (SDUPD)	\$ 130,000 (SAFETEA-LU)		\$ 11,820,000
Right of Way (capital and support)	\$ 11,000,000			\$ 22,780,000 (SDUPD)	\$ 350,000 (SAFETEA-LU)		\$ 23,130,000
Construction (capital and support)	\$ 45,000,000		\$ 88,030,000	\$ 59,770,000 (SDUPD)	\$1,820,000 (SAFETEA-LU)		\$ 149,620,000
<b>TOTALS:</b>	<b>\$ 60,000,000</b>	<b>\$ 2,000,000</b>	<b>\$ 88,030,000</b>	<b>\$ 99,570,000</b>	<b>\$ 3,600,000</b>	<b>\$ 100,000</b>	<b>\$ 191,300,000</b>

#### 4. Primary Selection Criteria: Long Term Outcomes

##### State of Good Repair: How

Channeling and optimizing flows to a more efficient and dedicated route from two Port of San Diego terminals to the state highway system will lower both state and local maintenance budgets. By removing heavy truck traffic from local streets, wear and tear will be diminished and service life extended. The ultimate result will be a reduction in life cycle maintenance expenses for the City of San Diego, as well as for Caltrans-maintained ramp access points to the state highway system. This is consistent with relevant state, local, and regional practices to maintain transportation systems in a state of good repair.

By improving turn radii, relocating traffic signals, extending turn lanes, and rehabilitating pavement along Harbor Drive, truck movements will be safer, faster, and overall traffic operations will improve at the 32nd Street intersections. As common to so many intermodal connectors to ports across the U.S., the roadway is not designed for the Heavy Duty Vehicles (i.e., trucks greater than 33,000 pounds gross vehicle weight that are powered by diesel engines) using the routes. The proposed TIGER project will address this chronic "last mile" challenge. This project will also improve LOS E and F intersections at 32nd Street to an acceptable LOS D, for projected 2030 traffic volumes.

##### Pavement Management System

The primary tool for managing pavement conditions in the City of San Diego is computerized Pavement Management Systems. Caltrans requires local agencies to have these management systems to obtain Statewide Transportation Improvement Program (STIP) funds for rehabilitation and ongoing maintenance on system routes that are eligible to receive these funds. Caltrans will insure that Pavement Management System will be used to maintain a state of good repair (Harbor Drive and 32nd Street are routes that require maintenance for handling freight movement.)

##### Bridge Management

The Vesta Street Bridge will be managed under the Caltrans bridge maintenance program, and assessed using standard bridge inspection procedures by Caltrans maintenance staff. A maintenance agreement will be developed between Caltrans, the City of San Diego, and NBSD with general maintenance to be the responsibility of NBSD.

The Caltrans Structure Maintenance and Investigations department is responsible for managing and performing bridge inspections in accordance with federal regulations on over 12,200 bridges owned by others, making structure work repair recommendations, and determining the safe load capacity of all bridges. Caltrans currently performs bi-annual inspections of the Harbor Drive bridges over Chollas Creek, the pedestrian bridges at the intersection of 32nd Street/Harbor Drive, as well as the Navy's pedestrian bridge over Harbor Drive south of 32nd Street. These bridges have sufficiency ratings over 80, indicating they are in very good condition (City of San Diego 2008).

Recommendations will be provided to Naval Facilities Command (NAVFAC) Southwest Asset Management Group for implementation and programming budgets for NBSD. NAVFAC will address transportation support, engineering services, and shore facilities planning of bridge asset management for the proposed Vesta Street Bridge. The material condition and safety of the shore infrastructure is essential to the Navy's ability to meet its operational mission requirements.

NAVFAC Southwest Asset Management Group, a project partner, will identify the best-value facilities solutions and services to NBSD. NAVFAC will utilize the GAO Cost Estimating and Assessment Guide dated March 2009 for asset management of the Vesta Street Bridge, based on biannual inspections by Caltrans staff to optimize long term maintenance budgeting by NAVFAC.

#### State of Good Repair: Why

A goal of the project is to rehabilitate, reconstruct, or upgrade surface transportation projects that threaten future economic growth and stability due to poor condition. Harbor Drive and the San Diego Working Waterfront is an area of multiple uses. Roadways that are not maintained create significant wear and tear on trucks and other vehicular users of the roadway, and discourage efficient travel movements by lowering travel speeds. Harbor Drive is the main roadway from the Working Waterfront to the freeway system. Pavement conditions south of Cesar E. Chavez Parkway on Harbor Drive are poor, which impacts vehicular movements. Harbor Drive also hosts the Bayshore Bikeway, a 24-mile bicycle facility around the San Diego Bay, which is relatively unusable in its current condition along Harbor Drive.

A failure to repair these conditions will threaten the SDUPD Maritime Cargo operations that are so critical to the national, state, and regional economy. Over 4,855 jobs and more than \$1.6 billion per year are generated from Port business. The potential loss of \$1.4 billion to the State from the loss of cargo moving via the SDUPD Marine Terminals (SDUPD 2007) threatens overall economic growth and stability.

#### State of Good Repair: Financing

Operations and maintenance of improvements will be budgeted in the City of San Diego budget, and costs shared by Caltrans to maintain operations for the service life of the improvements, including subsequent rehabilitation and replacement. Replacement or rehabilitation, as management systems and inspections suggest, will be addressed in the STIP. The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System (which may include City of San Diego projects, funded

with revenues from the Transportation Investment Fund and other funding sources.) STIP programming generally occurs every two years.

The Navy will budget maintenance and rehabilitation funding to preserve and maintain the material condition and safety of its shore infrastructure that is essential to the Navy's ability to meet its operational mission requirements. There is a clear history of funds to preserve infrastructure for operations at NBSD

#### Economic Competitiveness: Port Jobs

The project promotes the economic competitiveness of the U.S. because of the private sector and public sector businesses dependent on waterborne commerce access at the Port of San Diego to bring in products for local consumption and in support of major industries. The SDUPD maritime cargo operations play a critical role in the regional economy as the Port's maritime trade drives over 4,855 jobs and produces over \$1.6 billion of economic impact per year. NBSD is also a major employer and the project will enhance linking housing and training centers with employment and operations centers.

According to the Port's 2007 Maritime Business Plan Update, an estimated 19,298 jobs are in some way impacted by the cargo activity at the TAMT and NCMT. Of these, 14,443 jobs are with firms that ship and receive cargo via the marine terminals. Of critical importance is the steel received at the marine terminals, used by NASSCO and other firms supporting the national defense and security mission of the NBSD. According to the Working Waterfront organization, their industries support 42,000 jobs in the region. Average compensation for a working waterfront industry and trade worker is more than \$62,000 a year. The SDUPD Business Plan highlights that \$100 million in state and local taxes are generated from maritime activity at the Port and forecasts annual cargo growth of 15 percent through 2030.

#### Regional Jobs and Working Waterfront Jobs

In addition to Port jobs, the Working Waterfront hosts San Diego's invaluable blue collar jobs base. The total number of Working Waterfront employees is 33,500. The project sponsors are committed to working with the Working Waterfront members including the AFL-CIO, the Barrio Logan neighborhood, the Barrio Logan Redevelopment Agency, Caltrans, and others to use this project as a means of preserving and promoting job opportunities for local workers to train for jobs along the Working Waterfront. Caltrans and these project partners are committed to conducting efforts for job opportunity outreach with the Barrio Logan community.

The "last mile" of proposed Tiger improvements to and from the Port's terminals will address the most congested points linking the SDUPD and the Working Waterfront (adjacent to downtown San Diego) to major regional and interstate corridors. The Port is a critical niche maritime facility for non-containerized and break bulk goods such as vehicles, lumber, bulk and other cargoes that require adequate intermodal connector roads to handle oversized and bulk cargo. Additionally, the Port of San Diego handles containers, steel for the NASSCO shipyards, and windmill components for alternative energy development. Adequate port highway access roads are critical to both the local and regional economies. Moving cargo of various sizes onto interstate highways as a result of these project improvements will help the Port retain its specialized customer base with on-time, reliable, and resilient "last-mile" and long-distance delivery services.

Adequate Port access roads (intermodal connectors) are also critical to shippers and carriers who must rely on efficient supply chain operators that "deliver as promised" –

on-time, safe, and secure. The unique capabilities of the Port of San Diego as a specialized port will support cost-competitive services that will attract an ever-increasing amount of cargo and jobs to the region.

The Port of San Diego's 2007 Maritime Business Plan Update reports that in FY 05/06, 2.9 million tons of cargo moved via the TAMT and the NCMT terminals. This cargo was produced and consumed by exporters and importers located within the metropolitan San Diego region, the broader Southern California region, across the U.S., and into Northern Mexico. The broader goal of maintaining the economic vitality and viability of the Working Waterfront, by accommodating continued growth at the marine terminals and providing for mobility needs of major industrial users will be enhanced by this project.

This project will also provide job opportunities for the Barrio Logan community located at the end of the Working Waterfront, a predominantly low-income Hispanic community of 3,996 residents with 41 percent living below the poverty level and an average household income of just over \$21,000. Additionally, jobs will be created for the City of National City, located at the southern end of the Working Waterfront and home to the Port's automobile and other breakbulk operations, which is an economically distressed area. According to the U.S. Census Bureau's 2005-2007 American Community Survey, National City per capita incomes were 80% or less than the national average, i.e., \$20,942 or less. In addition, for the 24 months between March 2007 and February 2009, National City had unemployment rates at least one percent greater than rates in the U.S.. In May 2009, the National City unemployment rate was 18%. Outreach programs will also be geared toward the unemployed in National City.

#### Livability: Improving Local Livability in Barrio Logan

The TIGER project will deliver operational and infrastructure improvements along Harbor Drive to SR 15/I-15 resulting in a preferred and more efficient route for trucks. Ultimately, the TCIF funded project will provide the direct connections to SR 15. This will improve the work and living environment for the Barrio Logan community, NBSD, and for Working Waterfront businesses. Less congestion, directed freight movement, a grade separation for Vesta Street, and improved infrastructure condition will contribute to this element of livability.

The economically distressed Barrio Logan community has been impacted by inadequate port access roadways to SR 15/I-15, and I-5. Schools, health and education centers, and neighborhood retail operators are all impacted by pedestrian safety and air quality issues, due to ambient truck traffic noise levels. Over the last several decades the community has experienced significant negative effects from the construction of I-5 and SR 75. Community stakeholders have consistently implored the SDUPD, City of San Diego, SANDAG and Caltrans to remediate ever-growing concern with freight movements and traffic abatement through the community generated by the port operations and the Working Waterfront.

Mobility of residents in the Barrio Logan community will be greatly improved through the reduction of truck traffic in their environmental justice community. In the specific case of Barrio Logan, as well as the general community of San Diego, enhancement and economic redevelopment along Cesar E. Chavez Parkway and Harbor Drive can enhance travel for multiple modes of travel. Pedestrians, bicycles, on-street parking, and aesthetic travel way improvements that are integrated with land-use changes and initiatives that will provide a functional system and modal choice to the community. It will facilitate a

vibrant place and enhance the overall quality of life in the area for residents, visitors and local businesses.

Improving Local Livability for Naval Base San Diego

In the case of NBSD, the project will facilitate operational improvements for internal and external traffic. Access to the base will be better distributed through multiple gates, including Gate 29 at the Main Street/Vesta Street intersection, and the Vesta Street Bridge will connect the dry side to the wet side by way of the Vesta Street Bridge, without the need for Navy traffic to utilize the congested local roadway system, used by freight traffic. The NBSD estimates that 1,950 vehicles per day can be removed from local roads by building the Vesta Street Bridge improvements. It also serves to allow more secure base entry and a secure perimeter for NBSD. The bridge will accommodate multiple modes of travel including bicycles, pedestrians, and motor vehicles.

Improving Local and Regional Livability by Balancing Commercial and Community Benefits

A primary intent of this project is to facilitate movements through points of modal connectivity and reduce congestion. The Vesta Street Bridge, along with operational improvements at primary intersections along 32nd Street, will result in significant congestion reductions at the Norman Scott/32nd Street/Wabash Blvd. intersection from being “at capacity” (LOS E/F) in 2030 peak hours, to being at an acceptable LOS D in the AM and PM. This is significant for not only freight movements, but also for general traffic movements that will utilize the roadways.

From a system perspective, this project will enable truck capacity throughput of approximately 7,240 trucks to 11,960 trucks when all projects are completed. The proposed improvements are part of the roadway system that include, or are directly affected by, a network of 21 intersections, from the Barrio Logan community to the City of National City. The table below shows how roadway levels of service will improve with the project in the year 2030. The overall plan for freight improvements in the project vicinity will improve all study area intersections to LOS D or better.

21 Intersections on Harbor Drive	<b>Without Project Today:</b> Four Intersections at Level D or less <b>Without Project 2030:</b> 11 intersections at Level D or less	<b>With Project 2030:</b> All at Level D or Better
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Another measure that is directly related to LOS is delay and travel time. Delays for goods movement and for general traffic in the area will be reduced by over 55 seconds for all vehicles in 2030 with project improvements. This will enable improved accessibility to the freeways, improve local traffic circulation, and accommodate future traffic volumes from growth at the port facilities. This will also positively impact the 30,000 vehicles per day that enter NBSD.

Improving bicycle and pedestrian safety through the reduction of through trucks on local streets, and improvements to Cesar E. Chavez Parkway to support redevelopment opportunities will enhance connections to the trolley and bikeway along Harbor Drive for connectivity to jobs in downtown San Diego. This improvement to modal choice will provide the basis for improving the quality of life of the Barrio Logan community. Additionally, the system of road improvements also includes improved signage, park access, and a package of community enhancements.

Improving pedestrian safety is critical to the quality of life for those who choose not to drive, children, seniors, the disabled, and the economically disadvantaged. This project promotes access to transit facilities at the MTS Trolley station at Harbor Drive/Cesar E. Chavez Parkway. The transit station in this area is a significant asset to the community for mobility to and from the area. The trolley station is also a catalyst for transit-oriented development along Cesar E. Chavez Parkway in areas that are planned for redevelopment, such as the area immediately east of the transit station.

The planning process for these freight mobility improvements has been in progress since 2003 for addressing issues of ground access to I-5 and SR 15 from the NCMT and TAMT. In the Central I-5 Corridor Study and the 2007 Freeway Access Study prepared by the SDUPD in partnership with Caltrans, SANDAG and the Navy, there was significant engagement of stakeholders. Since the project area is composed of highly diverse types of land uses, including maritime, business, residential, and government, all parties were engaged. These various uses have a direct transportation effect on the reliability of freight traffic movement in the area. In addition, the project area includes portions of the jurisdictions of several local, regional, and federal government entities.

The project team and primary stakeholders formed a Technical Advisory Committee (TAC) for the 2007 SDUPD Freeway Access Study. The City of San Diego set the highest priority on decreasing traffic and other environmental impacts from the improvements. The LOS on surface streets and increasing public safety were also concerns. Truck traffic on residential streets raised a long-term issue of additional unforeseen maintenance and increased danger to local residents. The SDUPD had broad interests in addition to just improving freeway access. Optimizing the goods movement by improving existing facilities with the lowest impacts to the area and stakeholders (including Port tenants) was the main interest from the Port's perspective. SANDAG expressed several crucial interests served by this project. One of SANDAG's main areas of focus was consideration of the infrastructure needed to ensure adequate goods movement within the region. They emphasized throughout the study process the need to address the broad goal of accommodating the needs of the SDUPD, NBSD, Burlington Northern Santa Fe (BNSF) Railway, the Trolley, and Working Waterfront businesses and industries while minimizing or eliminating transportation impacts on communities and residents. Caltrans stressed ensuring sensitivity to existing vehicular and rail transportation facilities and avoiding negative environment and LOS impacts. The Navy's primary interests include security concerns, operational issues at the gates, and ease of access between the "wet" and "dry" sides of the base. In addition to the TAC meetings, a series of separate meetings were held with BNSF and various Port tenants including NASSCO, BAE Systems, and Continental Maritime.

Four public meetings were also held in 2007 in community centers and neighborhood schools to gather community input for the study. The input from these public meetings was used in the development and ranking of alternatives. Traffic delays, pedestrian and vehicular safety, movement of goods, and other issues were among the top interests of the stakeholders from which projects were developed, one of which is the subject of this project application.

The benefit-cost analysis performed for improvements at 32nd Street also point to improvements in livability among users of the project. The analysis indicates that completion of the project could result in an average of 566,769 person-hours of times savings annually, with a present value of \$3.3 million (average over 20 years).

### Sustainability: Balancing Commercial and Residential Needs

The proposed Port freeway access improvements would contribute to corridor and air basin emission reduction efforts of particulates and other pollutants by helping to reduce idling time through decreased intersection delays at the improved intersections and by diverting truck traffic serving the Port away from the adjacent community.

The speed of traffic moving through the distribution system can be measured by the average delays at intersections when accessing the freeway. The proposed improvements result in an average delay reduction of 55 seconds per vehicle (all vehicles) in 2030. The cumulative delay from either of the marine terminals would be approximately 166.8 seconds, since each would have to pass through at least three intersections. Using an average route length of two miles from the marine terminals to the freeway and an average segment speed of 25 mph (45 mph with one-mile segments), this would result in an increase of 10 mph for trucks accessing the freeways from the marine terminals and surrounding industrial areas.

By shifting NBSD main entrance traffic to the new Vesta Street Bridge and off of 32nd Street, and ultimately providing direct access from Harbor Drive to SR 15, LOS will be improved and truck idling time reduced. This will result in reduced fuel consumption and reduced environmental impacts from air pollutants on an economically distressed community, Barrio Logan.

In March 2008, SDUPD published its "Port of San Diego 2006 Emissions Inventory" that had been used as the baseline report for the SDUPD 2007 Clear Air Program Draft Report. The Port of San Diego is developing a Sustainability Program in parallel with its Clean Air Program and this project is a critical component designed to reduce Greenhouse Gas (GHG) emissions and improve overall air quality.

The San Diego air basin has been designated as a non-attainment area for the federal 8-hour Ozone Standard and as a federal maintenance area for the Carbon Monoxide (CO) standard. The grade separated improvements at 32<sup>nd</sup> Street are included in the *2030 San Diego Regional Transportation Plan (RTP): Pathways for the Future*, as part of the Revenue Constrained scenario. The Vesta Street Bridge and operational improvements are the initial steps to the ultimate configuration at 32<sup>nd</sup> Street. SANDAG and the U.S. DOT have made a finding that the 2030 Revenue Constrained RTP conforms to the applicable State Implementation Plan (SIP) for Air Quality for the 8-hour Ozone and CO standards. Conformity to the SIP means that transportation activities will not create new air quality violations, make worse existing violations, nor delay the attainment of the national ambient air quality standards.

In addition, regional emissions projections for the 2030 RTP Reasonably Expected financial scenario were prepared for 2020 with and without the project for the following pollutants: ROG, NO<sub>x</sub>, CO, Carbon Dioxide (CO<sub>2</sub>), Particulate Matter (PM<sub>10</sub> and PM<sub>2.5</sub>). The Reasonably Expected financial scenario encompasses more projects than the Revenue Constrained scenario. Results of the regional analysis indicate de minimis differences in regional pollution. CO and CO<sub>2</sub> emissions levels are reduced in 2020 with the inclusion of the Port access projects in the evaluation (40 pounds/day and 20 pounds/day, respectively). However, it should be noted that a regional emissions analysis dilutes the change in emission over the entire County of San Diego and lacks the sensitivity to focus on neighborhood impacts.

The health benefits to be derived from the reduction in air pollutants and greenhouse gases in the area will positively impact those individuals and populations experiencing short-term impacts such as eye or lung irritation and long-term impacts such as lung disease or cancer. The San Diego Air Pollution Control District (SDAPCD) currently collects air toxics monitoring data at five locations in the San Diego metropolitan area as part of the San Diego County Air Toxics "Hot Spots" program including at Barrio Logan. The Air Resources Board (ARB) Community Health Study has characterized health risks due to Toxic Air Contaminants (TACs) at the Barrio Logan testing site as similar to other areas in the San Diego region. In response, the SDUPD has taken additional steps to complete an air emissions inventory resulting in a proactive program to retrofit or replace seven trucks serving the auto terminal and applications are being processed for an additional 19 replacements and one retrofit.

This project along with the truck replacement program and the cold ironing of ships collectively will contribute to the overall enhancement of the environment not only through air pollution and GHG emission reductions, but also through allowing the streetscape projects within the Barrio Logan community to proceed as planned to minimize truck traffic from the Port of San Diego.

The benefit-cost analysis performed for improvements at 32nd Street suggests that completion of the project could result in average annual emission<sup>1</sup> cost savings of \$108,000, which includes \$72,000 in CO<sub>2</sub> emission savings (present value, average over 20 years). The project is expected to reduce CO<sub>2</sub> emissions by 3,330 tons annually (average over 20 years).

#### Safety

The Port Access projects, of which this project is a critical component, will improve safety in the neighboring community by reducing truck traffic on local streets. With LOS D or better for all intersections in the network, the public would receive a general safety benefit, since less congested intersections operate more safely. With the construction of the Vesta Street Bridge, half of all NBSD traffic accessing the main gate at 32nd Street/Harbor Drive would reach the wet side of the base through a grade separated crossing. Less traffic would then use the existing at-grade rail crossing, reducing vehicle/rail conflicts. The TCIF project improvements will ultimately provide for a direct connection from Harbor Drive to SR 15. This would eliminate an at-grade rail crossing for trucks using the access route to SR 15 and other traffic from Harbor Drive.

Accident data from the City of San Diego indicates a significant crash history along 32nd Street and Wabash Boulevard from Harbor Drive to I-5. There were numerous pedestrian/vehicle crashes and crashes related to the at-grade rail crossings, high volume of traffic, and operational components of the intersections. From 2004 to 2008, there were 89 injury related crashes at the intersections along this significant Port access route.

In addition, the benefit-cost analysis performed for improvements at 32nd Street indicates that completion of the project could result in average annual accident cost savings of \$1.1 million (present value, average over 20 years). Further details regarding the evaluation of project costs and benefits are provided in the next section.

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<sup>1</sup> This total includes CO, CO<sub>2</sub>, NO<sub>x</sub>, PM<sub>10</sub>, SO<sub>x</sub>, and VOC.

## 5. Evaluation of Expected Project Costs and Benefits

The primary benefit will be to improve freeway access to and from the two marine terminals while diverting truck traffic away from impacted residential neighborhoods, including Barrio Logan, Navy housing, and National City. The project improvements will accommodate future truck traffic by including continued cargo growth at the marine terminals and providing for the mobility needs of major industrial areas including NBSD, the shipyard industrial areas, and supporting marine industries. By providing viable alternative routes to the residential streets, the project will provide air quality, noise reduction, safety, and overall quality of life benefits to existing communities adjacent to the port terminals and the Working Waterfront. The NBSD security requirements will also be enhanced by providing the Vesta Street Bridge, eliminating an at-grade rail crossing for over half of all Navy traffic and improving base gate access.

An estimation of the benefits and costs associated with the 32nd Street improvements at Harbor Drive and Vesta Street Bridge was performed using the California Life-Cycle Benefit/Cost Analysis Model (Cal-B/C, version 4.0) obtained from the California Department of Transportation, Office of Transportation Economics. This model was recently modified by Caltrans for use in preparing TIGER grant applications and includes input data values required by the Federal Register (74 FR 28759-28760).

Results of the Cal-B/C Model indicate the project would have a positive economic value. A comparison of the expected life-cycle benefits<sup>2</sup> (\$102 million) with expected life-cycle costs<sup>3</sup> (\$62 million) yields a net present value of \$40 million (using a 7% discount rate) (see Table 2.) The benefit/cost ratio, which shows the benefits relative to the costs of a project, is 1.6. The model also estimates a 14% rate of return<sup>4</sup> on project investment, and an eight-year payback period<sup>5</sup>.

**Table 2 32<sup>nd</sup> Street at Harbor Drive and Vesta Street Bridge  
Investment Analysis Summary Results**

<b>Life-Cycle Costs (mil. \$)</b>	\$62.1	<b>ITEMIZED BENEFITS (mil. \$)</b>	<b>Average Annual</b>	<b>Total Over 20 Years</b>
<b>Life-Cycle Benefits (mil. \$)</b>	\$101.9	<b>Travel Time Savings</b>	\$3.3	\$65.2
<b>Net Present Value (mil. \$)</b>	\$39.8	<b>Veh. Op. Cost Savings</b>	\$0.6	\$12.5
<b>Benefit / Cost Ratio:</b>	1.6	<b>Accident Cost Savings</b>	\$1.1	\$22.0
<b>Rate of Return on investment:</b>	13.9%	<b>Emission Cost Savings</b>	\$0.1	\$2.2
<b>Payback Period:</b>	8 years	<b>TOTAL BENEFITS</b>	\$5.1	\$101.9
		<b>Person-Hours of Time Saved</b>	566,769	11,335,383
		<b>Additional CO<sub>2</sub> Emissions (tons)</b>	-3,330	-66,592
		<b>Additional CO<sub>2</sub> Emissions (mil. \$)</b>	-0.072	-\$1.4

<sup>2</sup> Life-cycle benefits are the sum of the present value benefits for the project over the life of the project, which is assumed (by Cal-B/C) to be twenty years.

<sup>3</sup> Life-cycle costs are the present values of all net project costs, including initial and subsequent costs, in real current dollars.

<sup>4</sup> The rate of return on investment is the discount rate at which benefits and costs are equal. It allows the user to compare projects with different costs, different benefit flows, and different times.

<sup>5</sup> The payback period is the number of years it takes for the net benefits (benefits minus costs) to equal, or payback, the initial construction costs.

The benefit-cost analysis also estimates the following average annual benefits associated with completion of the 32nd Street improvements, assuming a 20 year project life:

- Travel time savings of \$3.3 million, and 566,769 person-hours
- Vehicle operating cost savings of \$624,000
- Accident cost savings of \$1.1 million
- Emission cost savings of \$108,000, including a 3,330 ton<sup>6</sup> reduction in CO2 valued at \$72,000.

## 6. Evaluation of Project Performance

The project will be evaluated by:

### Deliverability

<b><i>Milestone Name</i></b>	<b><i>Completion Date</i></b>
Project Approval & Environmental Document (PA/ED)	May 2010
Plans, Specs, and Estimate (PS&E)	Oct 2010
Right-Of-Way	Oct 2010
Bid & Award (Begin Construction)	Feb 2011
Construction Complete	Feb 2012

### Economic Recovery Impacts: Jobs

The plan for evaluating the success of the project in terms of short and long-term performance involves monitoring the number of jobs directly funded by the TIGER grant through the construction period. This will be reported as required by the terms and conditions of the grant. It is expected that the construction contractors will be required to report types of jobs and number of person days generated for each phase of the project.

### Improved LOS

Existing measurement tools used in the region will assess project performance, including traffic analysis to determine LOS after the project is built and traffic modeling that will be developed as an input to the update of the 2050 Regional Transportation Plan. Below are benchmarks the project is anticipated to achieve.

21 Intersections on Harbor Drive	<b>Without Project Today:</b> Four Intersections at Level D or less <b>Without Project 2030:</b> 11 intersections at Level D or less	<b>With Project 2030:</b> All at Level D or Better
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## 7. Job Creation & Economic Stimulus

The SDUPD maritime cargo operations are a critical element of the regional economy, being connected to over 4,885 jobs and more than \$1.6 billion of economic impact per year of which \$1.4 billion represents the value of the output to the State that is created due to the cargo moving via the SDUPD Marine Terminals. Improving and ensuring adequate truck traffic capacity for the connections between the marine terminals and the regional freeway system is a vital regional economic need. The project will deliver a

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<sup>6</sup> This CO2 reduction is far more significant than the projected CO2 reduction calculated for the California State TCIF funding application. For the TIGER application the applicant applied the Cal-B/C model, which is more sensitive to capturing local air quality impacts and captured the impacts of a 10mph speed improvement resulting from the proposed project.

comprehensive ground freight transportation system for access that is necessary to keep up with the increasing demands from surrounding industrial uses including those within the Barrio Logan neighborhood, the NBSD, at shipyards within the Working Waterfront, and at the marine terminals.

The overall system of Port Access projects, including the proposed TIGER project, would cost \$169.9 million, supporting 1,267 full-time equivalent jobs that receive more than \$83 million in payroll. These direct impacts, in turn, create the indirect and induced effects. In total, the construction of the series of Port Access projects would create 2,203 jobs that receive nearly \$126 million in labor income and pay \$43 million in local, state, and federal taxes. Overall, the construction of these projects would raise the San Diego Region's Gross Metropolitan Product (GMP), the value of all goods and services produced in the local economy during the year, by nearly \$289 million.

The direct effects of using the new facilities were based on the relationship between the change in the amount of goods that can be moved because of the new facility and the revenue generated from each additional truck trip required to move the units of cargo. To process the increase in cargo, the Port would require an additional 219 full-time equivalent jobs that receive more than \$14 million in payroll. These annual direct impacts, in turn, create the indirect and induced effects. In total, the annual use of the improved facilities would support 340 full time equivalent jobs that receive \$20 million in labor income and pay \$8.5 million in local, state, and federal taxes. Overall, use of the new facilities would raise the San Diego region's GMP by \$36 million. Thus, the impact on manufacturers and suppliers will provide an on-going impact, as jobs will be preserved through indirect and induced benefits. Table 3 provides a summary of economic impacts of the system of Port Access Projects, including jobs, labor income, output, and tax revenue impacts from construction and operations.

**TABLE 3 – System of Port of San Diego Access Projects, Summary of Economic Impacts** (Thousands of \$ 2006)

	<b>Employment</b>	<b>Labor Income</b>	<b>Output</b>	<b>Taxes</b>
<b>Construction</b>				
Direct	1,267	\$83,543	\$169,870	
Indirect	338	\$17,772	\$44,454	
Induced	598	\$24,542	\$74,576	
<b>TOTAL</b>	<b>2,203</b>	<b>\$125,857</b>	<b>\$288,900</b>	<b>\$43,497</b>
<b>Operations</b>				
Direct	219	\$14,746	\$20,988	
Indirect	25	\$1,416	\$3,256	
Induced	96	\$3,964	\$12,047	
<b>TOTAL</b>	<b>340</b>	<b>\$20,126</b>	<b>\$36,291</b>	<b>\$8,495</b>

The majority of the jobs created immediately by this project will be from the construction sector. This sector of the work force has been hit hard due to the sharp downturn in housing construction in southern California. The project will include contracting specifications, as done in the previous contracts, to encourage utilization of Disadvantaged Business Enterprises (DBEs) and Underutilized Disadvantaged Business Enterprises (UDBEs) and goals. A small business outreach would be conducted to encourage participation and provide assistance to potential sub-contractors. Specifications requiring a pre-bid meeting to provide an opportunity for small businesses

to meet and interact with prospective bidders and increase their participation would be included in the contract.

Caltrans, the implementing agency is a recipient of Federal-aid and has established Title VI Program goals and measures for nondiscrimination in all of its operations. Labor compliance is closely monitored to ensure that all labor practices are safe and fall within the guidelines of Title VI of the Civil Rights Act and related statutes.

The Caltrans Civil Rights Title VI Coordinator is responsible for providing leadership, direction, and policy accountability to ensure compliance with Title VI of the 1964 Civil Rights Act and environmental justice principles. Federal-aid recipients, sub-recipients, and contractors are required to prevent discrimination and ensure nondiscrimination in all of their programs, activities and services, whether these programs, activities and services are federally funded or not. Caltrans, SANDAG, SDUPD, and other stakeholders, are also committed to using existing outreach programs working with the Barrio Logan Redevelopment Agency. The Barrio Logan community encompasses areas adjacent to I-5 and SR 15, as well as the 133-acre Redevelopment Project Area – an area targeted for tax-increment financing and incentives for development. The Working Waterfront businesses and the AFL-CIO will be approached to assist with these outreach efforts.

In accordance with the Recovery Act requirements, prevailing wage rates will be paid to those working on the project as specified under the Davis-Bacon Act. In addition, construction and operation jobs will focus on those companies that fabricate and supply building materials that are made in America. Through the “Buy America” provisions, good paying jobs in businesses that may be experiencing economic hardship under the current recession will be encouraged and enhanced.

The procurement competition and contract provisions require conformance with Federal, State, and local laws related to civil rights and equal opportunity. SANDAG contracting procedures prohibit discrimination on the basis of race, color, religion, sex, age, national origin, or disability. In this way, those who live and work along the Working Waterfront, in the City and County of San Diego, and the State of California will benefit from fair treatment and economic stimulus under the Recovery Act.

## 8. Quick Start Activities

### Project Schedule

Significant development of the project concepts and vetting through the various stakeholders has already been conducted as part of the SDUPD Freeway Access Study (SDUPD 2007). During the study process, the concepts of the proposed improvements have already received political support from Port tenants, local political representatives, local businesses, planning groups from surrounding communities, the Navy and other project stakeholders. The project will be under construction by February 2011, with construction to be completed by February 2012. An outline of the major project milestones is shown below:

<b><u>Milestone Name</u></b>	<b><u>Completion Date</u></b>
Project Approval & Environmental Document (PA/ED)	May 2010
Plans, Specs, and Estimate (PS&E)	Oct 2010
Right-Of-Way	Oct 2010
Bid & Award (Begin Construction)	Feb 2011
Construction Complete	Feb 2012

### Environmental Approvals

Preliminary engineering of the project improvements, developed in concert with project stakeholders and local community groups commenced in 2007. A Preliminary Environmental Analysis Report (PEAR) was completed by Caltrans in 2007, outlining the environmental constraints that may affect project design, alternatives, cost, schedule, and delivery. Environmental studies are ongoing with completion of the environmental document expected in May 2010. Caltrans is serving as the Lead Agency under both the California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA).

### Legislative Approvals

The SANDAG Board of Directors approved and adopted the 2030 Regional Transportation Plan in 2007, which includes the Port Access Projects as part of the Goods Movement Action Plan (GMAP). The Port Access project at 32nd Street is on the California Transportation Commission (CTC) list of approved projects (2008). The project is listed in the 2008 RTIP/FTIP under CAL107.

### State and Local Planning

This TIGER funded project is part of a total package of projects that were a result of the 2007 Freeway Access Study prepared by the SDUPD in cooperation with Caltrans, SANDAG and the Navy (SDUPD 2007). The overarching program of improvements to improve freeway access from the Port was subsequently included in the Interstate 5 Port Access Improvements Project Study Report-Project Development Support (PSR-PDS) (Caltrans 2007). The PSR-PDS was used to request programming for capital support in the 2008 STIP. The project was then included in the 2008 Regional Transportation Improvement Plan (RTIP). It is listed as part of a "Ground Access and Terminal Capacity" improvement project under the Reasonably Expected Funding scenario. It also ranked as a high priority in the Goods Movement Action Plan (GMAP).

This project has also received funding from the Trade Corridors Improvement Fund (TCIF) in the State of California. The TCIF is one of 14 separate accounts that comprise the Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006 which was passed by California voters in November of 2006 as Proposition 1B. The TCIF has been allocated an amount of \$2 billion for statewide improvements, of which \$88 million was received for the series of Port Access projects. This project also includes Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) funding as a High Priority Projects Program project

The Port Access improvements for moving freight in and out of the Port of San Diego are also key components of the SANDAG Goods Movement Action Plan included in the *2030 Regional Transportation Plan: Pathways for the Future* (SANDAG 2007).

### Technical Feasibility

Preliminary engineering and environmental studies are ongoing for the package of Port of San Diego Freeway Access Improvements projects. Caltrans has developed plans for the operational improvements at 32<sup>nd</sup> Street along with layouts and profiles of future direct connectors from Harbor Drive to SR 15. Plans have also been developed for the Vesta Street Bridge and meetings have been conducted with BNSF, Public Utilities Commission (PUC), and NBSD to discuss the proposed rail grade separation. The bridge will begin at the Cummings Road intersection on NBSD and touch down 250 feet south

of Norman Scott Road. Access to driveways along the existing Vesta Street alignment, both wet and dry sides of the base, will be maintained through one-way drives adjacent to the bridge and abutment structures. Intersection improvements at the SR 15/Main Street on-/off-ramp have been developed which will allow for the development of a base entry at NBSD Gate 29 (Vesta Street).

#### Financial Feasibility

Funds will be obligated through the Local Assistance Office within the Caltrans Program and Project Management Division. The process typically takes from two weeks to a month to be approved by FHWA once the information is submitted to Local Assistance. Preliminary engineering and environmental studies are ongoing. With the TIGER funds, this project could be ready to list for advertisement by December 2010 and would be obligated by January 2011.

### **9. Secondary Selection Criteria**

#### Innovation

Traffic systems at the intersection of SR 15/Main Street and at NBSD Gate 29 (Vesta Street) will include fiber optic interconnection to improve signal coordination for travel flow to and from the freeway ramps for NBSD traffic. Controller replacement, detection and interconnection will also be included in signal reconstruction to allow identification and response to incidents along the freight route to and from Harbor Drive that can impede traffic flow. Changeable message signs will also be included to route traffic because of incidents that will facilitate not only effective routes for truck traffic, but also for vehicular traffic.

Design-build contracts are being considered and may be used to implement these improvements to expedite the construction such that construction jobs will be created as soon as possible. Caltrans will identify the most effective Design-Build method to facilitate efficiency

#### Partnership

SANDAG, the applicant Agency, is governed by a Board of Directors composed of mayors, council members, and county supervisors from each of the region's 19 local governments. Supplementing these voting members are advisory representatives from Imperial County, the U.S. Department of Defense, Caltrans, SDUPD, MTS, North County Transit District, San Diego County Water Authority, Southern California Tribal Chairmen's Association, and Mexico.

At SANDAG's July 12, 2009 Transportation Committee meeting, the Board was advised of the TIGER selection criteria and guidelines; the Board considered all regional projects recently approved for the House SAFETEA-LU Reauthorization process, projects previously approved as part of the FY 2010 federal appropriations process and SANDAG's *TransNet* Early Action Program (local self help funding). Based on the stated TIGER criteria, including the stated stringent project delivery timelines, the SANDAG Transportation Committee voted to recommend submitting three TIGER proposals to USDOT, including this TIGER proposal.

Non-federal entities have been key partners in developing the Port of San Diego Freeway Access Improvement projects over the past several years. As a gateway community for Southern California and for commerce with Mexico and inland states, groups of businesses, local governments, neighborhood organizations, environmental

organizations, labor, and military families that make up greater San Diego are all united in supporting these needed project improvements. The attached letters express the support and commitment of the Port of San Diego, Naval Base San Diego, NASSCO Shipyard, and the community of Barrio Logan.

In a letter dated January 14, 2008, the Commander of the Naval Region Southwest, Rear Admiral L.R. Hering, stated that "Since much of the Working Waterfront surrounds Navy property, and whatever alterations are made will directly affect Naval Base San Diego, the Navy has taken an active partnership with the Port of San Diego, Caltrans, and SANDAG to ensure we contribute to a solution that meets the common goal of providing improved freeway access, while ensuring that the Navy's ability to execute its mission is enhanced."

The SDUPD governed by City Council representatives from five cities fronting San Diego Bay is committed to matching the State of California's TCIF award of \$88 million and has committed \$2 million to support the TIGER Grant funded project. The San Diego Port Tenants Association in a letter dated January 15, 2008, stated that "a well-defined truck route between the marine terminals, Working Waterfront, and regional freeway network that will enhance the attractiveness of the Port for cargo as well as industrial operations while greatly reducing impacts on the surrounding community, will have an enormous and positive impact on our region."

It is with this hope in mind and these commitments that SANDAG plans to unite various stakeholders and jurisdictions to accomplish the goals of the American Recovery and Reinvestment Act in San Diego.

#### Disciplinary Integration

Multiple stakeholders have been cooperatively planning this set of projects to improve air quality and livability in the Barrio Logan Community. This project is geared to reducing air pollution resulting from traffic congestion and diesel fuel emissions in the project region. The Barrio Logan community and the City's Barrio Logan Redevelopment Agency have long worked to keep trucks off of their neighborhood streets so as to reduce air pollution at schools, public parks, housing areas, transit centers and other public spaces. This project has integrated input from the Barrio Logan Redevelopment agency in terms of project monitoring, the Port of San Diego through its funding for access roads, its retrofit program, and truck replacement program. The California Air Resources Board (CARB) provided match funding for diesel retrofits, replacements, and cold ironing.

### **10. Program Specific Criteria: Port Infrastructure**

#### Current State of Operations

The Port's maritime cargo activity is split between two separate and distinct marine cargo terminals: the Tenth Avenue Marine Terminal (TAMT) to the north end of the Working Waterfront and the National City Marine Terminal (NCMT) to the south end of the Working Waterfront. TAMT is a 96-acre cargo complex that handles containerized and break bulk fruit, dry bulk cargos including sand and cement, petroleum products and various break bulk and project cargos. NCMT, located three miles south of the TAMT, at the end of Bay Marina Drive, primarily handles lumber and automobiles. Other services at NCMT include a point-of-sale location for Dixieline lumber, the National Distribution Center (NDC) and San Diego Cold Storage.

According to the April 2007, Final Draft SDUPD Maritime Business Plan Update (SDUPD 2007), current throughput for the Port is 3 million tons per year. “The theoretical maximum annual cargo capacity of TAMT is presently 4.9 million tons per year and NCMT is roughly 1.2 million tons per year.” The project will also enable a throughput enhancement of approximately 7,240 vpd (trucks) to 11,960 vpd (trucks) if all of the roadway capacity is used. The proposed set of Port Access Improvements have been designed to accommodate projected growth at the Port while addressing livability and sustainability issues in the community.

#### Efficiency

The speed of traffic moving through the distribution system can be measured by the average delays at intersections they must use when accessing the freeway. The proposed access improvements result in an average delay reduction of 55 seconds per vehicle (all vehicles) in 2030. The cumulative delay from either of the marine terminals would be approximately 166.8 seconds, since each would have to pass through at least three intersections. Using an average route length of two miles from marine terminals to the freeway and an average segment speed of 25 mph (45 mph with one-mile segments), this would result in an increase of 10 mph for trucks accessing the freeways from the marine terminals and surrounding industrial areas.

#### Reliability and/or resiliency

Automobiles and containerized fruit are key business lines for SPUPD terminals, and these types of cargo depend upon reliable and predictable distribution channels. Under the forecasted 2030 conditions of cargo demand and freight mobility requirements, it is estimated that eleven of the 21 intersections in the freeway access network would operate at unacceptable levels of service (less than D), assuming that no project improvements are made. The resulting unpredictability and unreliability of service will seriously impair the ability of the Port to attract and keep customers who ship and handle time-sensitive and highly perishable cargo. Thus, the project not only lessens the variability and unpredictability of travel time, but also supports a reliable supply chain transportation link critical to time-sensitive cargos.

#### National security or National Interest

Of more than 600 U.S. ports, the Port of San Diego has been designated as one of only 15 “Strategic Ports” by the Department of Defense and the U.S. Maritime Administration. Cargo moving through the Port of San Diego for national security purposes includes parts needed in support of shipyard operations so essential to supporting the Navy’s San Diego presence. General Dynamics NASSCO shipyard is the only full-service shipyard on the West Coast capable of performing major structural repairs or modification to Navy ships. The NASSCO yard, located between the Port of San Diego marine terminals, employs more than 4,900 people. Nearby, BAE Systems San Diego Ship Repair performs work on virtually all types of government vessels, including cruisers, Navy destroyers as well as all types of commercial vessels, including cruise ships, tankers, barges, research vessels, reefer and container ships and kelp cutters. Northrop Grumman Continental Marine, also located between the Port of San Diego marine terminals, works with the U.S. Coast Guard on developing national security training and is a Master Ship Repair Contractor with the Navy.

#### External Factors

The SDUPD has adopted a Maritime Business Plan that sets forth a strategic development plan for the Port’s investment in needed infrastructure improvements to maintain and

increase the Port's capacity to handle future cargo demand, including those demands by the Navy and the Department of Defense. A major constraint to accommodating this demand will be inadequate road access to local and highway connectors for the waterfront dependent Navy facilities, shipyards, and cargo terminals. The Port and other stakeholders have set out together to act now, within the next two years, to invest in avoiding such immeasurable harm as would result from failure to provide improved access and highway connections to facilitate travel and goods movement to/from the Naval facilities, the shipyards, the cargo terminals while minimizing detrimental impacts on neighboring communities. With community support, the external factors will generate positive support for completion of the entire improvement project.

## **11. Additional Information**

### Federal Wage Rate Certification

Minimum wage rates for this project have been predetermined by the Secretary of Labor and are set forth in the Decision of the Secretary and bound into the specifications book. In the event there is a difference between the wages, including health and welfare funds, and similar contributions, as determined by the Secretary of Labor and those rates published by the State of California, Business and Transportation Agency, Department of Transportation, pursuant to Section 1773 of the Labor Code, the Contractor and subcontractors shall pay not less than the rate which is the higher of the two. SANDAG will not accept minimum wage determinations. This includes "helper" (or other classifications based on hours of experience) or any other classification not appearing in the federal wage determinations. Where federal wage determinations do not contain the state wage rate determination otherwise available for use by the Contractor and subcontractors, the Contractor and subcontractors shall pay not less than the federal minimum wage rate, which most closely approximates the duties of the employees in question. Federal wage rates can be found online at: <http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=Davis-Bacon&docid=CA20080001>

### NEPA Requirement

Preliminary engineering and environmental studies of the project improvements, developed in concert with project stakeholders and local community groups, commenced in 2007. The project will begin with completion of environmental documentation and final design upon grant award and construction would begin in February 2011, after award of a contract through a competitive bid process. A Section 6004 Categorical Exclusion (CE) will be prepared and approved by Caltrans by May 2010 in accordance with NEPA.

### Environmentally Related Federal, State and Local Actions

Caltrans is serving as the Lead Agency under both the California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA). Caltrans environmental staff is coordinating with the cities of San Diego and National City, the SDUPD, Navy, California Coastal Commission, and CPUC regarding any environmental documentation needed by these agencies for their future actions on the Project. Per CEQA Guidelines Section 15051, Caltrans will be the lead agency under CEQA, and the first agency taking an action on the project and the agency responsible for project implementation. Caltrans will provide the responsible agencies with the necessary environmental documentation and analysis for their future approval action(s) with respect to the project

### Confidential Information

There is no confidential information related to this TIGER Discretionary Grant proposal.

## Index of References and Websites for Supporting Information

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City of San Diego, 2009. *Barrio Logan Redevelopment Project Area Fact Sheet*. <http://www.sandiego.gov/redevelopment-agency/barriolo.shtml>. Accessed on July 11, 2009.

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San Diego Unified Port District (SDUPD), 2007. *Freeway Access Study*.

San Diego Unified Port District (SDUPD), 2007. *San Diego Unified Port District Maritime Business Plan Update*.

United States Government Accountability Office, 2009. *Cost Estimating and Assessment Guide GAO-09-3SP*. <http://www.gao.gov/new.items/d093sp.pdf>