



San Ysidro Port of Entry Expansion Project San Diego, CA

Section 106 Consultation

October 2008





GSA Pacific Rim Region

October 10, 2008

Mr. M. Wayne Donaldson
State Historic Preservation Officer
California Department of Parks & Recreation
Office of Historic Preservation
1416 9th St, Room 1442-7
Sacramento, CA 95814

Attn: Ms. Susan Stratton

Re: San Ysidro Port of Entry Expansion Project, Section 106 Consultation

Dear Mr. Donaldson,

The US General Services Administration (GSA) is planning to expand and reconfigure the existing facilities at the San Ysidro U.S. Port of Entry (POE). This project is considered an undertaking subject to review under Section 106 (36 CFR Part 800) of the National Historic Preservation Act (NHPA).

PROJECT DESCRIPTION

The San Ysidro Port of Entry Border Station, located between San Diego, CA and Tijuana, Mexico, is the busiest port of entry in the United States. The San Ysidro Port of Entry houses the Department of Homeland Security – Bureau of Customs and Border Protection (DHS – CBP) and functions as the inspection point for privately owned vehicles and pedestrians entering and leaving the U.S. As currently configured, the existing POE is insufficient in both space and design to handle the increasing pedestrian and vehicular traffic moving through the facility. The northbound vehicle wait-times at the Port are routinely 45 minutes and can reach up to two hours in length during peak traffic times. Moreover, DHS is implementing programs both to increase security and to improve the flow of traffic at the U.S. borders. These programs require an increase in staff, space, and systems that cannot be accommodated in the current border station configuration (Fig 1).

In order to meet the increased traffic demands and new security programs, GSA is proposing to expand and reconfigure the existing border station, which will include the demolition of some existing buildings and the construction of some new buildings. Most significantly, this project could include the demolition of the old U.S. Customs House, a National Register listed property. GSA has carried out master planning studies of the site and has chosen a preferred master plan for the site (Fig 2).

AREA OF POTENTIAL EFFECT

We have determined that the Area of Potential Effect (APE) for this project encompasses the approximately 30 acres bordered by the U.S./Mexico international border to the south, Virginia Avenue to the west, and Camino de la Plaza to the north. On the east side, the APE is bordered by East San Ysidro Blvd and the railroad tracks (Figs 3-4)

U.S. General Services Administration
450 Golden Gate Avenue
San Francisco, CA 94102-3434
www.gsa.gov

Structures

Within the APE, there are fourteen structures (Figs 5-6):

1. Old U.S. Custom House (GSA owned)
2. Main Building (GSA owned)
3. Greyhound bus station
4. Payless Shoes store
5. Duty Free America
6. Former Border Patrol building
7. Railroad shed
8. International building
9. Mercado Internacional
10. San Diego (McDonald's) Trolley Station
11. San Diego Trolley
12. Baja Duty Free
13. Check cashing booth
14. Commercial building

One building, the old U.S. Custom House, is listed on the National Register of Historic Places (NRHP). The San Ysidro Main Building was constructed in 1972-1973. Five others (Railroad Shed, Greyhound bus station, Payless Shoes store, International building, and Mercado Internacional building) are visible in the 1964 aerial view of the border station and thus likely over 50 years old. The nine remaining structures are likely under 50 years old.

Archaeology

A study completed in 2004 by Mooney & Associates¹ included site records searches at the South Coast Information Center and the Museum of Man and an onsite survey (Appendix A). The site records search indicated that site CA-SDI-5555 was located immediately east of the project site (which at that time extended only to the western side of the old Custom House). However, as Mooney states, CA-SDI-5555 was a site originally recorded in 1978 as part of a survey for the then-proposed trolley station, but in a 1992 survey by Gallegos and Associates determined that the site had been destroyed by landform alteration. Eight other sites and two isolate artifacts were identified in the project vicinity. Onsite surveys by Mooney & Associates in 2000 and 2003 did not identify any further prehistoric resources.

Native American Consultation

The 2004 Mooney & Associates study includes correspondence from Richard L. Carrico of Mooney & Associates to Rob Wood at the Native American Heritage Commission (NAHC) requesting a review of the NAHC Sacred Lands files for the project area. Mr. Carrico also states that in both 1997 and in 2000, when studies were conducted in the immediate area, the local Kumeyaay community did not identify any sensitive or sacred resources. No response from Mr. Wood is included in the study.

ELIGIBILITY FOR THE NATIONAL REGISTER OF HISTORIC PLACES

Structures – Preliminary Analysis

We are currently studying the buildings in the APE further. However, our preliminary analysis of these buildings is that of the nine buildings that are not yet 50 years old, none are potentially

¹ Mooney & Associates, *Historic Properties Survey Report for the San Ysidro Border Station Expansion*, San Diego County, California, 2004.

eligible for the NRHP. Of the five buildings that are likely over 50 years old, we believe that one building (International building) may be potentially eligible for the NRHP at the local level.

Archaeology

Archaeological records searches and onsite surveys have not identified any eligible sites in the project area. Thus, we have determined that this project site has low potential to yield information important to history or prehistory.

The Old U.S. Custom House

The old U.S. Custom House was constructed in 1932-1933 and was listed on the National Register of Historic Places in 1982 at the local level of significance for architecture and politics/government (Appendix B). However, we feel that as it stands today this building has lost a great deal of integrity. This building derives much of its significance from its relationship to the border, but it is questionable whether this building retains any relationship with the U.S. side of the border. With the defensive and commercial buildup around the border station, the building is barely visible from the U.S. side of the border. Persons using the building now primarily approach from the north side via a service driveway, and no view of the front façade is available from this angle (Fig 7). The building is now primarily visible from Mexico.

The San Ysidro border crossing has grown so quickly since the 1930s that construction efforts to alleviate border congestion have reached capacity sometimes as soon as ten years after completion. The current 1933 old Custom House was an upgrade and expansion over a former wood frame building that was formerly on site (Fig 8). After the construction of the 1933 building, which could accommodate three lanes of vehicle traffic and pedestrians (Fig 9), the port was again expanded in 1960 to accommodate 17 lanes of vehicle traffic (Fig 10). The port was expanded again in 1973 to its current configuration, which can accommodate 24 lanes of vehicle traffic.

The 1960 border station expansion project was the first to have a significant impact on the old Custom House. The project included the construction of a new Custom House (presumably demolished in 1973), a large canopy over inspection lanes, and a new secondary inspection building. The porte-cochere of the old Custom House was removed, and an elevated pedestrian bridge from the secondary inspection building was installed, causing significant alterations to the main façade of the building (Fig 11). Considerable alterations were also made on the interior of the old Custom House. The main stair and most interior partitions were removed from the first floor of the central wing, a new stairway was added where the pedestrian bridge entered the buildings, and search and detention rooms were added to the north wing (Fig 12).

The 1973 border station project expanded the footprint of the border station significantly. Minimal work was done on the interior of the old Custom House, but in an effort to integrate the old Custom House in to the larger ensemble of border station buildings and to close a gap in the border station control line, the old Custom House was joined to the San Ysidro main building with a 12 ft high wall (Fig 13). Over time, the wall has been extended on the east side of the old Custom House, making the building effectively part of the border defensive wall, and as such the old Custom House is the "weak link" in the border wall. The building has suffered significant damage from people crossing the border illegally by climbing the border wall and running across the roofline of the building before jumping down onto the U.S. side of the wall. Cracked and shattered roof tiles as well as dented and damaged copper gutters are evidence of this activity (Fig 14).

Given these significant changes in setting and the substantial alterations to the building, we believe that a visitor to the San Ysidro border station would be hard pressed to experience a

connection with the architecture of the building or history of the border crossing as embodied in the old U.S. Custom House. When this building was nominated to the NRHP in 1982, the building was essentially in the same deteriorated condition, and we feel that even at that time it is questionable that the building retained enough integrity to be eligible for the NRHP. Since that time, traffic and security issues at San Ysidro have expanded logarithmically, further changing the context of old U.S. Custom House.

In order to balance the expanding needs of the border crossings with preservation and stewardship goals, GSA has begun a thematic study of all historic border stations. GSA is looking at these historic border stations in the larger context of the entire northern and southern borders, with the goal of prioritizing the preservation and maintenance of those historic border stations that are in the best condition to express the history and context of the international border between the United States and Mexico. The place of the San Ysidro old U.S. Custom House in this larger study is discussed below in "Alternatives."

UNDERTAKING, DETERMINATION OF ADVERSE EFFECT

The goals of the San Ysidro POE expansion project is to incorporate the latest security and antiterrorism enhancements to improve passenger and vehicular processing, increase operational efficiency, provide greater officer and public safety, decrease operations and maintenance costs, and improve the traveler experience. This project will also consolidate many spaces that became redundant when three separate border enforcement agencies were combined into one agency under the Department of Homeland Security.

In addition to fulfilling the mission of the border crossing, the project team has worked closely with local business and community groups to consider the relationship of the POE with the community of San Ysidro. As an outcome of this collaboration, requirements were increased for pedestrian movement through POE and a number of potential commercial development opportunities were identified at the northern end of the project site. Although these commercial developments are not part of the San Ysidro POE project, state and local organizations may carry out these projects, we consider them to have potential indirect effects (Fig 15-16).

The project consists of the demolition and new construction of most of the POE, including the main buildings (primary and secondary vehicle inspection, administration, and pedestrian inspection) and other support structures. In addition, a new southbound roadway with inspection facilities will be constructed to connect with Mexico's El Chaparral facility. Two additional southbound pedestrian access points will also be added. The expanded facility will consist of 225,000 square feet of building space, 29 inbound vehicle lanes, two bus lanes, and six outbound vehicle lanes. The project is currently scheduled to be constructed in three phases, possibly commencing in 2010.

Significant elements of the San Ysidro expansion project:

- The old Main Buildings (1973) would be demolished as part of this project and replaced by new replacement buildings. However, we have determined that the old Main Buildings are not eligible for the NRHP, and thus there is no adverse effect with this portion of the undertaking.
- The Duty Free America (1999) and former City of San Diego property (1970s) would be demolished as part of this project. However, we have determined that the Duty Free America and City of San Diego buildings are not eligible for the NRHP, and thus there is no adverse effect with this portion of the undertaking.

- There would be substantial underground disturbance with construction of subterranean parking and subterranean central detention. However, we have determined that this project site has low potential to yield information important to history or prehistory, and thus there is no adverse effect with this portion of the undertaking. The project will follow procedures outlined in GSA ADM 1020.2 *Procedures for Historic Properties* in the case of post-review discoveries.
- Currently, the planned location of the facility Central Plant is on the east side of the project site. This is considered the best location for efficient delivery of power to the POE buildings with minimal piping and cabling distance. Construction of the Central Plant at this location would require the demolition of the Greyhound station and the Payless Shoes building. Our preliminary determination is that these buildings are not eligible for the NRHP, and thus there would be no adverse effect on these buildings. However, placing the Central Plant adjacent to the potentially eligible International building may cause an adverse effect by changing the setting of the commercial strip. Further study of these buildings is being carried out concurrently as part of the preparation of an Environmental Assessment for this project.
- The San Ysidro Community Relations Committee requested additional southbound pedestrian accommodation at the east side of the POE, and this has been integrated into the project master plan (Fig 17-18). Northbound pedestrian flow is already located at the east side of the project site, and the addition of southbound pedestrian flow at this location causes potential conflict between northbound and southbound pedestrians. The project team has proposed demolition of the old U.S. Custom House in order to accommodate both northbound and southbound pedestrian access. The old U.S. Custom House is listed on the National Register of Historic Places. We have applied the Criteria of Adverse Effect found in 36 CFR §800.5 and determined this undertaking will have an adverse effect to historic properties.

ALTERNATIVES

1. Renovate old U.S. Custom House and leave in place

Renovating and seismically upgrading the old U.S. Custom House would allow the building to retain its historic location and possibly allow for restoration of some of the elements that have been altered or removed over time. However, developing program elements to occupy space in the renovated old U.S. Custom House has been challenging. The building is currently underutilized, with the north wing in use as a maintenance facility and part of the first floor in use as offices. The remainder of the building is used for storage. One of the goals of the port expansion project is to consolidate redundant spaces, bringing program spaces into as tight an envelope as possible and allowing for reduced staffing and operating costs. Moreover, in order to accommodate southbound pedestrian access at this end of the POE while still retaining the old Custom House, a path of travel would have to be carved into the hillside behind the building. The creation of the path would require a great deal of landscape cut and fill, at large expense to the project. Overall, the project team feels that the benefits derived from renovating the historic building in place do not outweigh the additional costs added to the project.

2. Move old U.S. Custom House to new location

In 2008, GSA commissioned a study to consider three options for moving the old Custom House to a different location on the project site. The full text of this study can be found in Appendix C, but in summary:

Option 1 – Move 45 feet east, 6 feet above

This option would move the building slightly uphill and away from the vehicle lanes. It presents the least impact to the building's integrity. However, because the building is not moving very far and the port continues to grow in size, it is likely that the site will become constrained again in the future. Moving the building east also requires significant regrading of hill behind the building.

Option 2 – Move 270 feet northwest

This option would move the building to a site adjacent to the art deco style "International" building, requiring the demolition of the Greyhound station and the Payless Shoes building. This option presents the greatest possibility for reuse of the building, however it presents the greatest impact on the integrity of the old Custom House. Choosing this site for the building would also displace the Central Plant in the master plan. The project team considers this the preferred move option.

Option 3 – Move 168 feet east, 44 feet above

This option would move the building to the top of the hill behind it, to the site currently occupied by the Railroad Shed. This is the most difficult and costly option, essentially requiring the building to be lifted 45 feet in the air and then slid east onto the hilltop. It would also require demolition of the Railroad Shed and additional funds to acquire the site. Reuse of the building would be even more difficult given the remoteness of this site from border station activities.

3. Demolish old U.S. Custom House

Demolition of the old U.S. Custom House would allow for accommodation of southbound pedestrian access on the east side of the port and would allow for potential future expansion of traffic lanes to the east. The project team considers this the preferred alternative. While the possibility of demolishing a historic structure is regretful, we feel that this particular building has lost a great deal of integrity of context and is not likely to regain that context in the future. San Ysidro is an expanding port on a constrained site. Given the consistently growing needs of the border stations, GSA is taking a broad approach to its existing historic border stations. As described above in the "Eligibility" section, GSA is undertaking a thematic study of all historic border stations in the larger context of the entire northern and southern border, with the goal of prioritizing the preservation and maintenance of those historic border stations that are in the best condition to express the history and context of the international border between the United States and Mexico. As such, the San Ysidro old Custom House can be viewed in the context of the other two existing historic border station buildings in California, the old Custom House at Calexico, CA (Fig 19) and the old Inspection Station and Residences at Tecate, CA (Fig 20).

The Calexico old Customs House was built in 1932-33 and is listed on the National Register of Historic Places at the national level of significance. The Tecate Inspection Station, which includes two original border station residences, was built in 1933-34 and is listed on the NRHP also at the national level of significance. The three border stations at San Ysidro, Calexico, and Tecate were all built as part of a large federal building program administered by the Public Buildings Branch of the Department of Treasury. All border station buildings in this program were designed by the Architecture Division in Washington D.C. and deployed along the northern and southern borders. The Architecture Division took a modular approach to these border station buildings, using standard plans for all buildings, with small variations in size and style depending on a

border city's population and importance. Given this method of design, it is not surprising that the San Ysidro old Custom House is strikingly similar to the buildings at Calexico and Tecate in both style and layout.

Taken as a group, these three California historic border stations present a unified set of buildings along the southern border of the United States. Although it is the largest of these three structures, San Ysidro retains the least integrity. The Calexico building is of a very similar style, scale, and urban setting as the San Ysidro building, but it retains a great deal more integrity of layout and historic fabric on the interior. The Tecate complex, with its two associated residences, represents another type of border station, that of one in a more rural and isolated context, where border station staff would require housing onsite. It also retains a great deal more integrity than San Ysidro and has recently been renovated and successfully integrated into an POE expansion project. Given the relatively greater integrity of the Calexico and Tecate historic buildings, GSA proposes that if this alternative is chosen as a potential mitigation option would be that GSA prioritize the Calexico and Tecate historic buildings, agreeing to maintain stewardship of these buildings in the long term.

CONSULTATION

We would like to bring together all parties at a meeting onsite at the San Ysidro POE to tour the facility and discuss project alternatives and potential outcomes. We are planning for a consultation meeting sometime in January or early February. We will be contacting you in the next few weeks to discuss potential dates for this meeting. In the meantime, please review the enclosed materials, and if you have any questions, please contact me at jane.lehman@gsa.gov or (415) 522-3098.

Sincerely,

Betsy Frederick - Rothwell

for Jane Lehman
Regional Historic Preservation Officer

JL: bfr

Enclosures

Identical letters sent to:

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San Ysidro Port of Entry Expansion
Section 106 Consultation

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Figure 1 – Existing San Ysidro Port of Entry, c. 2000



Figure 3 – Area of Potential Effect, aerial view



Figure 4 – Area of Potential Effect, oblique view

	Building photo	Building name	Construction date	NRHP determination
1		San Ysidro Old U.S. Custom House	1932	National Register listed
2		San Ysidro Main Buildings	1973	not eligible
3		Greyhound Bus Station	visible in 1964 aerial photo	requires further study

Figure 5 -  Buildings in Project Area  Buildings Adjacent to Project Area

	Building photo	Building name	Construction date	NRHP determination
4		Payless Shoes Building 795 E San Ysidro Blvd	visible in 1964 aerial photo	requires further study
5		Duty Free America 5775 Camiones Way	1999	not likely eligible
6		Former Border Patrol Building (acquired from City of San Diego)	1970s	not likely eligible

Figure 5 -  Buildings in Project Area  Buildings Adjacent to Project Area

	Building photo	Building name	Construction date	NRHP determination
7		Railroad Shed	visible in 1964 aerial photo	requires further study
8		International Building 751 E San Ysidro Blvd	visible in 1964 aerial photo	potentially eligible
9		Mercado Internacional 88	visible in 1964 aerial photo	requires further study

Figure 5 -  Buildings in Project Area  Buildings Adjacent to Project Area

	Building photo	Building name	Construction date	NRHP determination
10		San Diego (McDonald's) Trolley Station	[2004]	not likely eligible
11		San Diego Trolley (tracks formerly San Diego & Arizona Eastern Railway)	[1980]	not likely eligible
12		Baja Duty Free 723 East San Ysidro Blvd	2002	not likely eligible

Figure 5 -  Buildings in Project Area  Buildings Adjacent to Project Area

	Building photo	Building name	Construction date	NRHP determination
13		Commercial building	not visible in 1964 aerial photo	not likely eligible
14		Check cashing booth	not visible in 1964 aerial photo	not likely eligible

Figure 5 -  Buildings in Project Area  Buildings Adjacent to Project Area

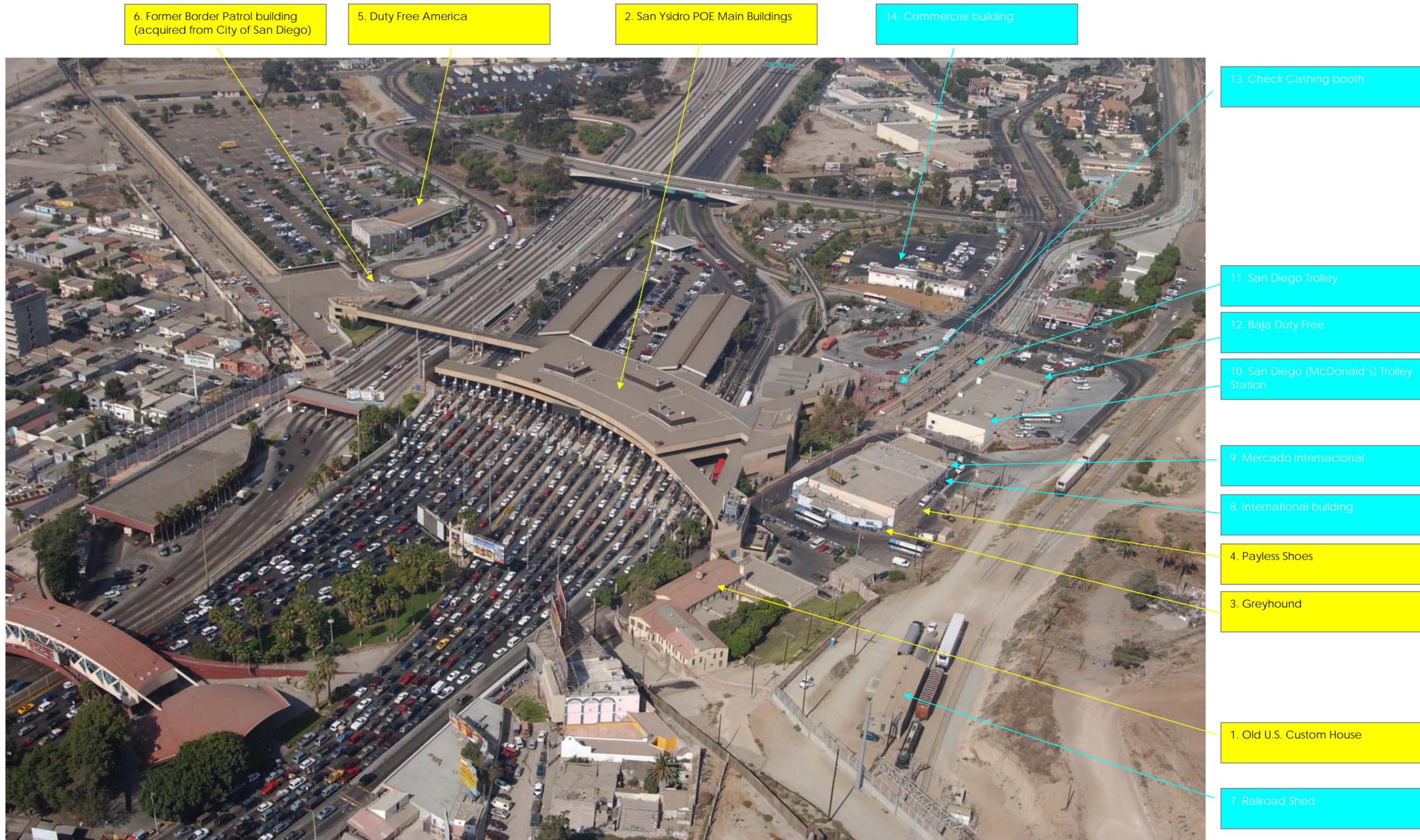


Figure 6 - Building in Project Area Buildings adjacent to Project Area



Figure 7 – North (U.S.) entrance to old U.S. Custom House. Note defensive wall connecting old Custom House to Main Building at right.



Figure 8 – Wood frame U.S. Customs building at San Ysidro border crossing, c. 1918



Figure 9 – Old U.S. Custom House, soon after completion, 1933



Figure 10 – View of expanded port of entry, 1964. Note old U.S. Custom House to the right of the vehicle lanes, with porte cochere removed. A new custom house (constructed in 1960, now demolished) is to the left of the vehicle lanes.



Figure 11 – Old Custom House with pedestrian walkway, c. 1960



Figure 13 – c. 1984 view of old Custom House. Note wall connecting Custom House to Main Building at left.



Figure 14 – Damaged roof tiles

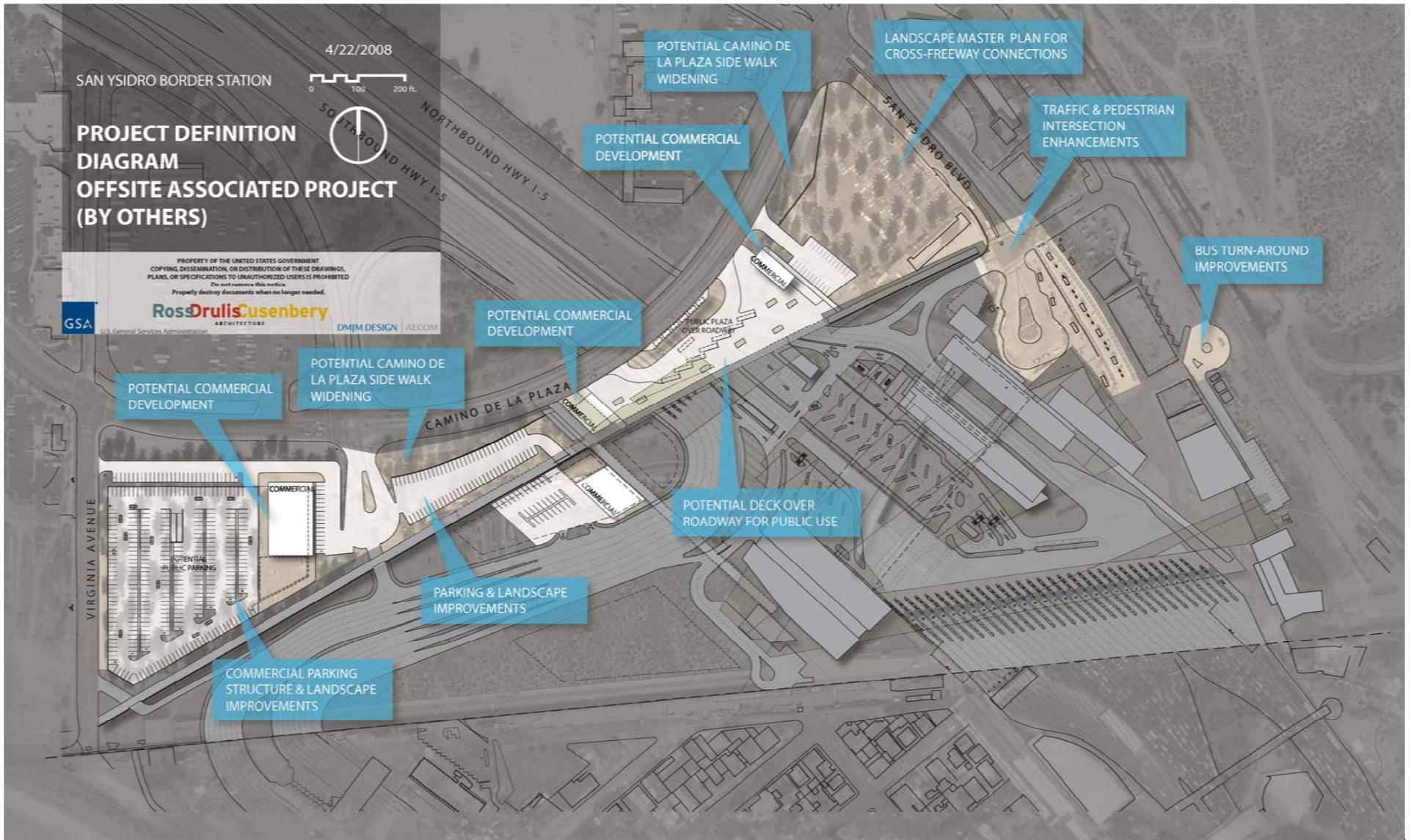


Figure 16 – Potential commercial development, not part of San Ysidro POE expansion project

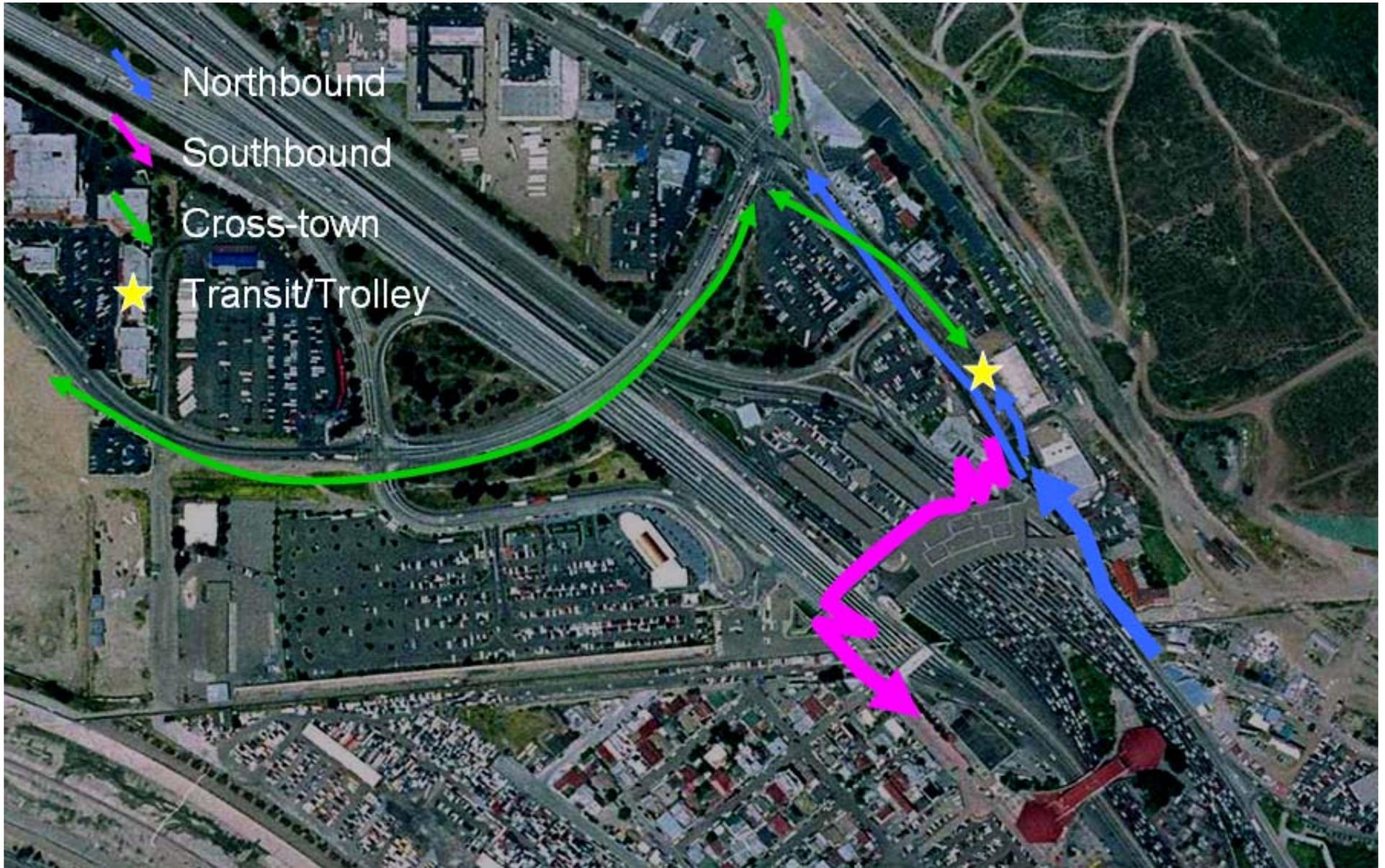


Figure 17 – Existing pedestrian access at the San Ysidro POE

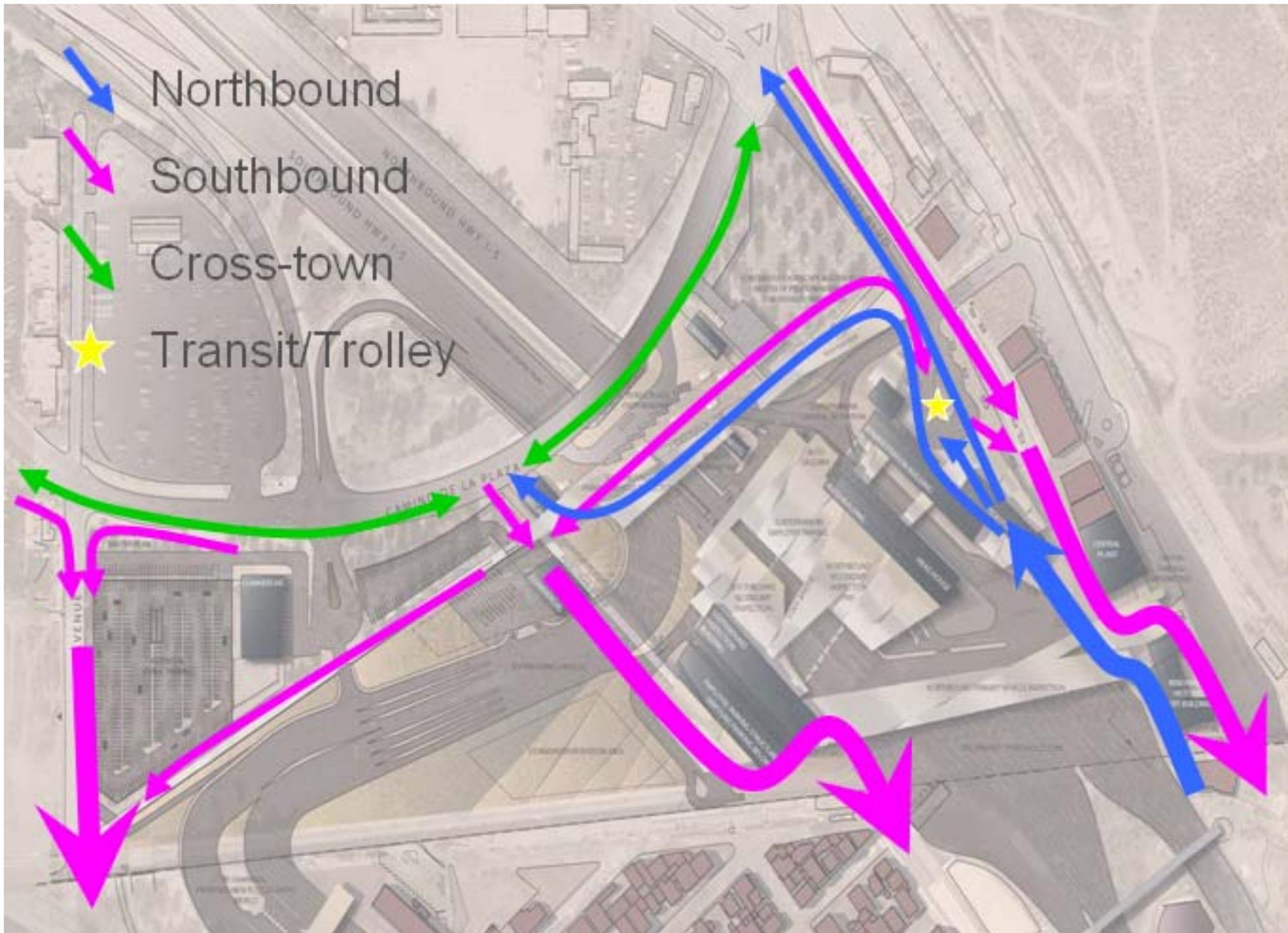


Figure 18 – Proposed pedestrian access at the San Ysidro POE. Note conflict of northbound and southbound pedestrians at right.



Figure 19 – Old Custom House, Calexico, CA



Figure 20 – Old Custom House/Immigration Station, Tecate, CA

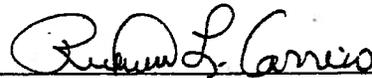
Appendix A - Historic Properties Survey Report, 2004

**HISTORIC PROPERTIES SURVEY REPORT
FOR THE
SAN YSIDRO BORDER STATION EXPANSION
SAN DIEGO COUNTY, CALIFORNIA**

Prepared for:
Government Services Administration
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92101

Submitted to:
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Los Angeles, California 90010

Prepared by:
Mooney & Associates
9903-B Businesspark Avenue
San Diego, California 92131



Richard L. Carrico
Principal Investigator

March 2004

NATIONAL ARCHAEOLOGICAL DATA BASE INFORMATION

Authors: Richard L. Carrico

Consulting Firm: Mooney & Associates, 9903-B Businesspark Avenue, San Diego, California 92131 (858) 578-8964

Report Date: March 2004

Report Title: Cultural Resources Evaluation San Ysidro Border Station Expansion, San Diego County, California

Submitted by: Mooney & Associates, 9903-B Businesspark Avenue, San Diego, California 92131

Submitted to: ESA, 4221 Wilshire Boulevard, Suite 480, Los Angeles, California 90010

Contract No.: BFMA 9503-777

USGS Quadrangle: Imperial Beach 7.5'

Acreage: Approximately 40

Keywords: Negative archaeological survey, San Ysidro, adjacent historic artifacts, adjacent National Register listed historic building (U.S. Inspection Station/Customs House) #83001228.

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MANAGEMENT SUMMARY

The proposed San Ysidro Border Station Expansion (SYBSE) project includes an approximately 40-acre parcel that includes several alternatives for expansion and development.

This document addresses the potential effects of the approximately 40-acre expansion footprint. The proposed alternatives were surveyed at an extensive level using information from previous surveys and in-field surveys conducted by Mooney & Associates (M&A). Results of the surveys and records searches indicated no historic properties (prehistoric or historic sites) within the direct Area of Potential Effect (APE) for any of the alternatives. A National Register listed building, the U.S. Inspection Station/U.S. Customs House (circa 1933-1949) is situated immediately east of the southeastern edge of the APE.

The absence of historic properties (cultural resources) within the direct APE results in a finding that there are no National Register or California Register eligible resources within the project's direct APE. Beyond the direct APE, there is a consideration for the effect of the project on the historic inspection station/customs house. The visual and aesthetic quality of the immediate area is eclectic and reflects a mix of architectural styles and eras of construction. The proposed action will not adversely affect the historic inspection station/customs house by changing its setting or aesthetic quality. The proposed undertaking will not result in the loss, impairment, destruction, or degradation of any NRHP-eligible or listed properties.

I. INTRODUCTION

A. Project Location and Description

The proposed San Ysidro Border Station Expansion (SYBSE) site is located in the southwestern corner of San Diego County adjacent to the international border with Mexico (Figure 1). Specifically, the roughly 40-acre parcel is situated in Section 1 of Township 19 south, Range 2 west and Section 6 of Township 19 south, Range 1 west as shown on the Imperial Beach 7.5' quadrangle (Figure 2). The Area of Potential Effect (APE) is depicted in general on Figure 2 and at a larger scale in Figure 3.

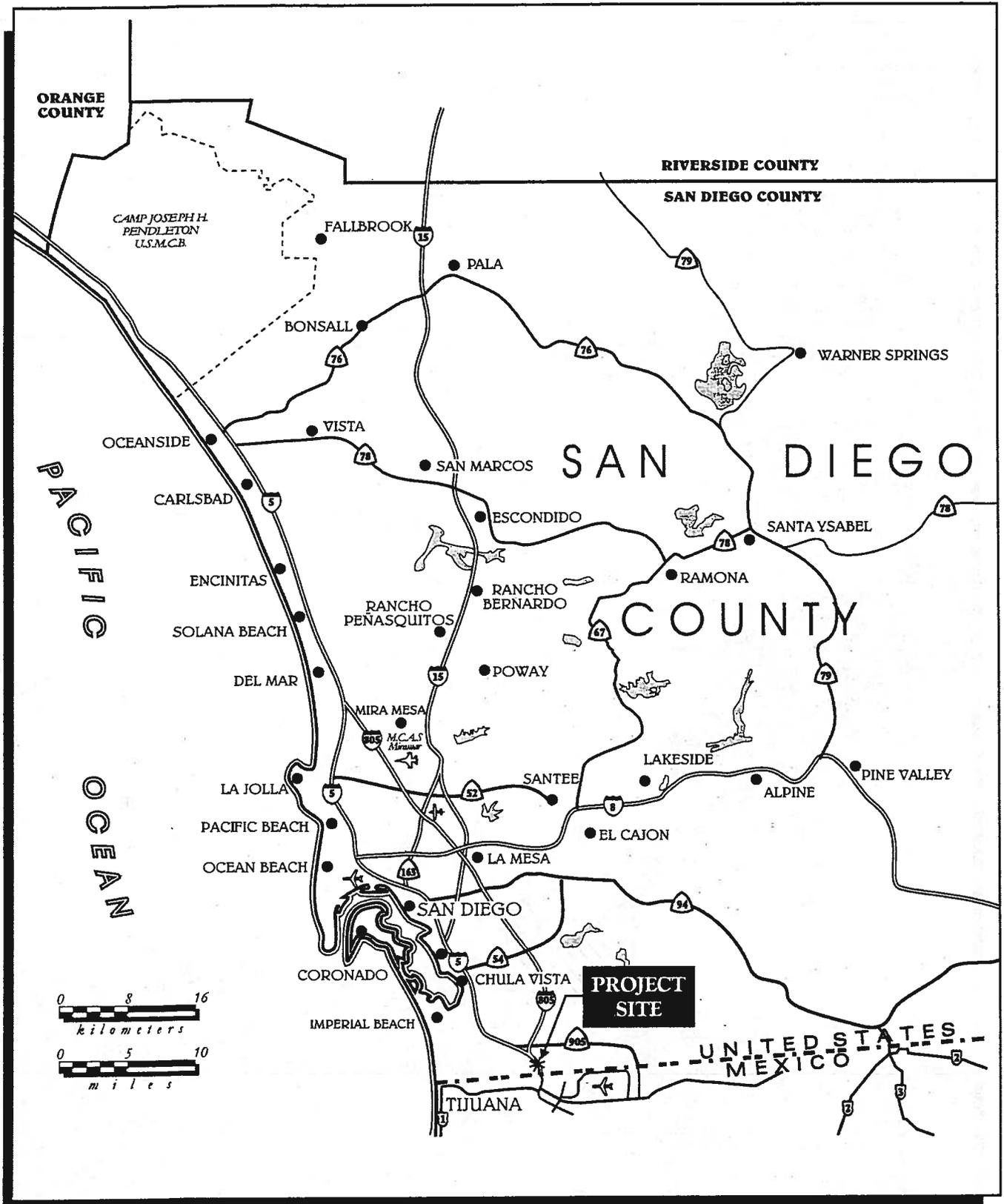
B. Project Background

The SYBSE is a federally funded program to improve and expand the existing border facilities, and as such must take into account the effect this development will have on historic properties (cultural resources) included or eligible for the National Register of Historic Places, and to allow the Advisory Council on Historic Preservation the time to review and comment (Section 106 of the National Historic Preservation Act of 1966 as amended). Regulations that govern the Section 106 review process are stipulated in 36 CFR Part 800 which specify that the Federal agency consult with the State Historic Preservation Officer on determining if a property is eligible for the National Register of Historic Places (36 CFR 800.4). The criteria for determining eligibility revolve around evaluating the "significance" of the property, stated as:

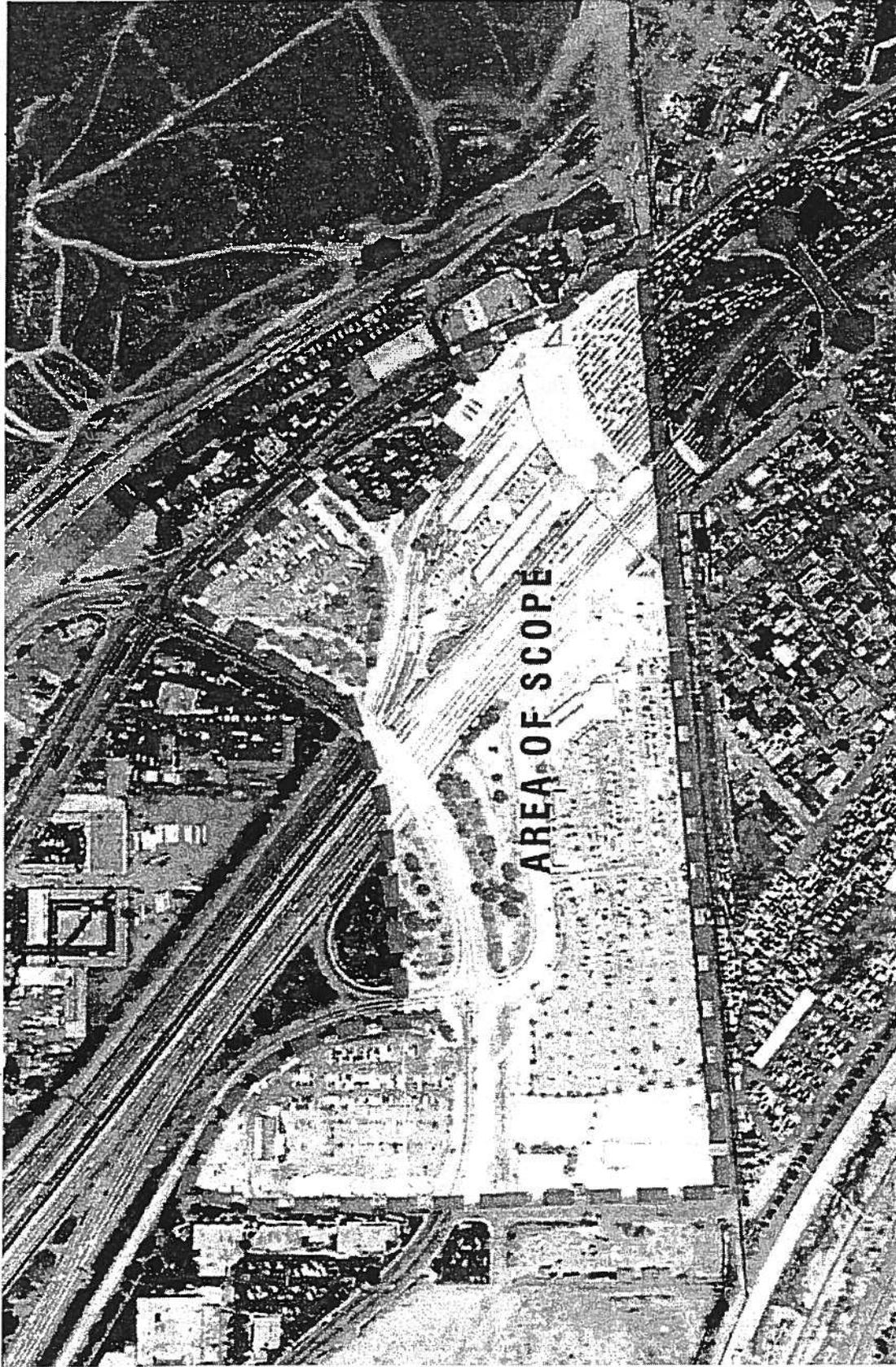
The quality of significance in American history, architecture, archaeology, engineering and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of persons significant in our past; or
- C. That embody the distinctive characteristics or a type, period, method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded, or may be likely to yield, information important in prehistory or history (36 CFR 60.4). of Potential Effects

Additional clarification and guidance is provided by the National Park Service (1991) which stipulates that the property or resource must be at least 50 years old and bear integrity of location, design, setting, materials, workmanship, feeling, and association. Most of these same elements apply to the evaluation of cultural resources under the California Environmental Quality Act (CEQA), with additional consideration of special qualities such as oldest, best, or last surviving example.



Regional Location
Figure 1



Area of Potential Effect
Figure 3



Not To Scale

Furthermore, in cases where a combined EIR/EIS is undertaken due to federal involvement, Appendix K specifies that documents for compliance procedures under NHPA may be used in place of technical reports that would be prepared under CEQA. This report is prepared in accordance with the requirements of the federal agencies, and follows Section 106 of NHPA and therefore also satisfies the documentation of CEQA compliance.

The project area has been subject to earlier cultural resource investigations. Specifically, both archival searches and intensive field examinations were conducted by Mooney & Associates for the proposed San Ysidro Port of Entry project, sponsored by the GSA (Mooney & Associates 2000) and for a proposed Metropolitan Transit District Board trolley expansion (Mooney & Associates 1997). These cultural resource studies noted the presence of one prehistoric site immediately east of the project area (near Beyer Boulevard and the railroad crossing (Appendix A: confidential records search data). The site, CA-SDI-5555, was described in 1978 as having flakes, cores, and possible blade fragments. No testing was ever conducted on the site to determine its importance or significance. A later study conducted by Gallegos (1992) as well as the current study, indicated that the site has been completely destroyed by landform alteration and development.

The current study had two objectives. The first goal was to conduct a review of the National Register listed inspection station/customs house and to determine if the proposed project would adversely affect the building complex. The second objective was to survey the alternative options for cultural resources, and evaluate the significance of any resources that were identified.

III. BACKGROUND

A. Environment

The project property is located approximately 5.3 miles east of the Pacific Ocean immediately east of the Tijuana River Valley in southwestern San Diego County. Elevation is approximately 50' AMSL and is relatively uniform across the project site. The area is classified being in a semi-arid, cool climate with less than 10 inches rainfall annually, daily average maximum temperatures in July of less than 75° F, and January minimum daily temperatures averaging around 44° F. The property is characterized by a combination of Chino fine sandy loam and Olivenhain cobbly loam overlying a varied series of geological formations including Tertiary-age San Diego conglomerates and sandstones, Quaternary-age Lindavista conglomerates, and Holocene-age alluvium and slopewash.

The project site is largely developed with buildings, sidewalks, paved areas, and parking areas dominating the landscape. Current vegetation on the project property is dominated by non-native weeds and grassed in areas. Prior to modern disturbances, the area supported riparian, wetland, and scrub habitats that provided many economically important plants that were exploited by the Native Americans. Furthermore, these diverse floral communities in turn supported an extensive faunal assemblage that provided many species of economic or social importance to the Native Americans.

B. Prehistory

The project area is within a much larger study area for the City of San Diego's Clean Water Program. As one element of the Clean Water Program for Greater San Diego, a comprehensive background study has been prepared for a large area including the project area. Extensive discussions of the prehistoric, contact, and historic periods are provided in that document (BFMA 1993) and are summarized below.

Beginning with Rogers (1939), a variety of regional chronologies have been proposed for southern coastal California. Indeed, a proliferation of named "cultures," "complexes," "traditions," "stages," and "periods" characterize previous research (Meighan 1954; Moriarty 1966; Rogers 1945; True 1958, 1966, 1970; Wallace 1955, 1978; Warren 1968). Despite this apparent terminological confusion, there is general agreement on the major temporal units for the region. The prehistory of San Diego County can be divided into three temporal periods: Paleoindian, Archaic, and Late Prehistoric (Bull 1983; Ezell 1987; Moriarty 1966; Warren 1987).

The antiquity of human occupation in the New World has been the subject of considerable hemisphere-wide debate over the last few decades, and a number of sites have been suggested to represent early occupation of the Americas. The currently accepted model is that humans first entered the western hemisphere between 12,000 and 15,000 before present (B.P.). While there is no firm evidence of human occupation in the southern coastal California prior to 12,000 B.P., the possibility has intrigued a number of investigators, and dates of 48,000 B.P. and 23,000 B.P. have been reported (Bada et al. 1974; Carter 1980; Rogers 1966). The technique employed to date these sites (amino acid racemization), however, has been largely discredited by recent Accelerator Mass Spectrometry (AMS) radiocarbon dating of early human remains along the California coast (Taylor et al. 1985). Despite such intensive interest and a long history of research into the early occupation of North America, no firm, widely accepted evidence dating prior to 15,000 B.P. has emerged. This

state of knowledge stands in stark contrast to Australia where 30 years of less intensive research has yielded an extensive body of evidence for occupation dating back to pre-40,000 B.P. For North America, there is no strong evidence that objects recovered from alleged very early sites were manufactured by humans and that these objects indeed date prior to 15,000 B.P. (or are directly associated with Pleistocene deposits) (e.g., Haynes 1969; Jelinek 1992).

The Paleoindian period, dating from 12,000 to 8,000 B.P., is typified by artifact assemblages termed the San Dieguito complex (Moratto 1984; Warren et al. 1993). Malcolm Rogers (1966), who first described the San Dieguito complex, felt it extended from Oregon to mid-Baja California. The San Dieguito complex is considered to represent generalized hunter-gatherers, and is primarily characterized by flaked lithic tools such as scrapers, scraper planes, choppers, and large projectile points (Davis et al. 1969; Warren 1987). Sites are documented in inland and coastal areas of San Diego County during a climatic period of cooler and moister conditions than presently exist. Pinion-juniper forests and riparian communities along watercourses and lake shores in the deserts were more widespread, and the hunting of deer and smaller game is considered central to the San Dieguito economy, although undoubtedly many plant foods were also gathered. The absence of a milling technology was, until recently, seen as the major differentiation between the San Dieguito and later Archaic period complexes.

The Archaic period (also referred to as the Millingstone horizon or La Jolla complex) persisted at least 7,000 years ago, possibly beginning as early as 9,000 B.P. Archaic shell middens are well documented all along the northern San Diego County coast (Moratto 1984:146-151). Traditionally, the Archaic adaptation is considered to have differed from the previous San Dieguito adaptation by being more focused on gathering activities that emphasized marine mollusks, fish, and plant resources, along with small to large mammals. Occupation was heaviest along the coast and major drainage systems extending inland. The coastal Archaic sites (often termed the La Jolla complex) are characterized by shell middens, cobble tools, basin metates, manos, discoidals, and flexed burials. Early Archaic occupations have burials dispersed within the occupation areas, while later occupations have separate cemetery areas.

In the inland area of northern San Diego County, True identified a number of Archaic period sites with artifact assemblages distinct from coastal Archaic sites (True 1958, 1980; True and Beemer 1982). These sites, termed the Pauma complex, were typically on small saddles and hills overlooking drainages, and were characterized by basin and slab metates, manos, scraper planes, a small number of Pinto and Elko series points, and debitage. Recently, the Pauma complex has been characterized as an inland counterpart of the coastal La Jolla complex (Cárdenas and Van Wormer 1984; Gallegos 1987; True and Beemer 1982). Given the limited distance between these two different environmental contexts (coastal and inland) and possible contemporaneity in occupation, these sites may represent seasonal manifestations of a single Archaic settlement system. Similar exploitation of different environmental zones is documented during the Archaic in the Southwest (Sayles 1983; Sayles and Antevs 1941).

Recently, the definition of the San Dieguito complex (consisting solely of flaked lithic tools and lacking milling technology) has been questioned. San Dieguito and La Jolla sites have been hypothesized as reflecting functional differences within one cultural complex, rather than temporally distinct adaptive strategies (Bull 1983; Gallegos 1987). Gallegos (1987) has proposed that the San Dieguito, La Jolla, and Pauma complexes are manifestations of the same culture. The differing site types can be "explained by site location, resources exploited, influence, innovation and adaptation

to a rich coastal region over a long period of time" (Gallegos 1987:30). This hypothesis, however, has been strongly challenged by Warren et al. (1993).

The subsequent Late Prehistoric period in San Diego County differs from the Archaic period in the occurrence of small, pressure flaked projectile points, the replacement of flexed inhumations with cremations, the introduction of ceramics, and an emphasis on inland plant food collection, processing, and storage, especially of acorns. Around 2,000 B.P., Yuman-speaking people from the eastern Colorado River region may have begun migrating into southern California, although few incipient Late Prehistoric sites dating to this period have been found. An intrusion of Shoshonean-speakers occurred in the northern part of San Diego County after 1,500 B.P. Inland semi-sedentary villages were established along major water courses, and mountain areas were seasonally occupied to exploit acorns and pinon nuts, where settlements are associated with milling stations at bedrock outcrops.

The Late Prehistoric period begins between 1,500 and 1,000 years B.P., in western San Diego County (Moriarty 1966; Warren 1968). Terms used to designate the Late Prehistoric assemblages in this area include the Yuman Complex, the Cuyamaca Complex, the Hakataya Tradition, and the Patayan Tradition (May 1978; Rogers 1945; Schroeder 1979; True 1970; Waters 1982). Late Prehistoric sites are characterized by ceramics; small Cottonwood Triangular, Desert Side-notched, and Dos Cabezas Serrated projectile points; obsidian from the Obsidian Butte source in Imperial County; human cremations; and the mortar and pestle. These sites are often attributed to the ethnographic Kumeyaay.

C. Ethnohistory

Early ethnographers employed the term Diegueño when referring to the Yuman-speaking population inhabiting portions of southern Alta California and northern Baja California during the late prehistoric and early historic eras. The term results from the coerced affiliation of a large part of this cultural group with the Mission San Diego de Alcalá established in 1769. Throughout the twentieth century various anthropologists, using generalized ethnographically documented territories and geographical variations, employed various subdivisions when discussing these people. This situation is complicated by the fact that while the Diegueño recognized their collective similarity in speech and custom as opposed to surrounding societies, they had no all-inclusive name they recognized for themselves as a single people. In this discussion, the term "Kumeyaay" will be used to refer to the groups that existed in the vicinity of the project.

There seems to have been considerable variability in the level of social organization and settlement variability. The Kumeyaay were organized by patrilineal, patrilocal lineages that claimed prescribed territories, but did not own the resources except for some minor plants and eagle aeries (Luomala 1976; Spier 1923). Some of the lineages occupied procurement ranges that required considerable residential mobility, such as those in the deserts (Hicks 1963). In the mountains, some of the larger groups occupied a few large residential bases that would be occupied biannually, such as those occupied in Cuyamaca in the summer and fall, and in Guatay or Descanso during the rest of the year (Almstedt 1982; Rensch 1975). According to Spier (1923) many Eastern Kumeyaay spent the spring to autumn in larger residential bases in the upland procurement ranges, and wintered in mixed groups in residential bases along the eastern foothills on the edge of the desert (i.e., Jacumba and Mountain Springs). This variability in settlement mobility and organization reflects the great range of environments in the territory.

Acorns were the most important single food source used by the Kumeyaay. Their villages were usually located near water necessary for leaching acorn meal. Other storable resources such as mesquite or agave were equally valuable to groups inhabiting desert areas, at least during certain seasons (Hicks 1963; Shackley 1984). Seeds from grasses, manzanita, sage, sunflowers, lemonadeberry, chia, and other plants were also used along with various wild greens and fruits. Deer, small game, and birds were hunted, and fish and marine foods were eaten. Houses were arranged in the village without apparent pattern. The houses in primary villages were conical structures covered with tule bundles, having excavated floors and central hearths. Houses constructed at the mountain camps generally lacked any excavation, probably due to the summer occupation. Other structures included sweathouses, ceremonial enclosures, ramadas, and acorn granaries. The material culture included ceramic cooking and storage vessels, basketry, flaked lithic and ground stone tools, arrow shaft straighteners, and stone, bone, and shell ornaments.

Hunting implements consisted of the bow and arrow, curved throwing sticks, nets, and snares. Shell and bone hooks as well as nets were used for fishing. Lithic resources of quartz and metavolcanics were commonly available throughout much of the Kumeyaay territory. Other materials, such as obsidian, chert, chalcedony, and steatite, occur in more localized areas and were acquired through direct procurement or exchange. Projectile points included the Cottonwood Series points, as well as Desert Side-notched points, both commonly produced.

Kumeyaay culture and society remained stable until the advent of missionization and displacement by Hispanic populations during the eighteenth century. The effects of missionization, along with the introduction of European diseases, greatly reduced the native population of southern California. By the early 1800s California was under Mexican rule. The establishment of ranchos under the Mexican land grant program further disrupted the way of life of the native inhabitants. There are no known or recorded Indian rancherias, settlements, reservations, mineral rights, or specific land claims within the project area.

D. Historic Background

San Diego's historical period technically begins in 1542 when the first Europeans, commanded by Juan Rodriguez Cabrillo, explored what he called San Miguel Bay. Cabrillo's voyage was retraced by Sebastian Vizcaino in 1602. No direct archaeological evidence of either explorer's visit has yet been discovered nor did they have any apparent long-term effect on Native American populations encountered (e.g., oral histories or myths relating to the Europeans, evidence of depopulation due to disease, or changes in the material culture). The major lasting effect of this early explorer period was Vizcaino renaming the bay San Diego de Alcalá because he had entered the bay on that Saints' feast day (Pryde 1992:6).

For practical purposes, the historical period can be considered to begin on July 16, 1769 with the founding of the joint mission and Royal Presidio. Subsequently, the Mission re-established at its current location in 1774. Although the Royal Presidio was a fortified site, its location precluded it from effectively defending the bay from foreign intrusion. Instead, it was designed to protect the settlers from land attacks, principally from Native Americans. For the defense of the bay from maritime intrusions, Fort San Joaquin, better known as Fort Guijarros, was constructed on the eastern side of the Point Loma peninsula at Ballast Point. This cannon battery was operational from 1796 through the 1830s, encompassing most of the Spanish period (1769-1822) as well as most of the Mexican period (1822-1848) of San Diego's history. Fort Guijarros was involved in two battles

with United States trading ships, dueling with the *Leila Bird* in 1803 and the *Franklin* in 1828 (Fort Guijarros Museum Foundation 1993).

During the Mexican period the Native American populations came under increasing pressure as numerous ranchos were established under the land grant system. Much of the South Bay area, but not the project area, fell within the boundaries of the Otay Rancho which, like the other ranchos, was used primarily for cattle and sheep grazing. As a result of the Mexican-American War, California was transferred to the United States and gained statehood in 1850. San Diego in general, and the South Bay in particular, changed very little over the next two decades, continuing the sparsely dispersed agrarian pattern of the Mexican period. Boundary surveys conducted in 1856 formalized the international border at a point immediately south of the current project.

Subsequently, the San Diego region underwent two major land booms. The first began in 1869 and was initiated by the establishment of Alonzo Horton's Addition (New Town), coupled with the founding of National City in the South Bay area by the Kimball brothers. Population increased from 459 Anglo-American inhabitants in 1860 to roughly 2,300 in 1870. The shift of political and economic power from Old Town to New Town was formalized on April 3, 1871 with the transfer of the county courts (Schaefer and Van Wormer 1993:VI 9-10). A second, larger boom was propelled by the completion of the Santa Fe railroad line to National City in November 1885 and lasted until the spring of 1888. During this span numerous townsites were laid out throughout San Diego County including Escondido, Fallbrook, Oceanside, Encinitas, Mission Bay, La Jolla, Ocean Beach, and Pacific Beach (Dumke 1944). In the South Bay, the towns of Chula Vista and especially Coronado exemplified the land boom. These developments were driven by the construction of the National City and Otay Railroad and the Coronado Railroad, around San Diego Bay, as well as the Sweetwater Dam. The ease of transportation in turn inspired agricultural expansion in the South Bay, since produce could reach markets more quickly (Forty 1987).

Following the bust of 1888, development in the South Bay maintained a pattern of slow but steady growth until the Second World War. Following the war, dry truck farming of the South Bay valleys and mesas increased in response to the population boom of the region and continued to be the dominant land use throughout the 1980s.

E. Project-Specific Land Use

1. 1869 Land Use

The 1869 USGS Surveyor's map for the border area clearly shows the project area and surrounding sections (USGS 1869). It is clear that at this point in history Anglo-American settlement focused on areas north of the Tijuana River, particularly in Section 34. With names like McKenna, McCormick, and McClellan, there may have been an Irish settlement in the area. The same map also depicts the Old Fort Yuma Road traversing Sections 24, 27, 34, and 35. This route was later a series of paved roads that ultimately became the route of the Southern Pacific Rail Line and Interstate 5. No structures or evidence of settlement are depicted in what is now the project area.

2. 1907-1920 Land Use

As depicted on the 1907 and 1920 USGS maps, land use in the area focused on the settlements of Nestor and Oneonta north of the Tijuana River or at Tijuana, Baja California and scattered ranches and farms set back from the river. The border check point began to expand and play a larger role in the economics and landscape of the area.

3. 1929-1930 Land Use

A review of the 1928 aerial for the area (Tax Factor 1928) reveals several interesting facts about the project location. Most importantly there was an increase in the structures or buildings on or near the project site. In part this may reflect increased border traffic associated with the implementation of the prohibition of alcohol and the tourist flow into "wet" Baja California. A set of buildings that would serve as the U.S. Inspection Station and Customs House, and still exist directly east of the southeastern corner of the proposed project, replaced a small stand of wooden buildings with different phases of construction continuing between 1925 and 1949.

F. Previous Archaeological Research

Several cultural resource studies have previously been performed which have included the project property. Two constraints and feasibility studies conducted by Mooney & Associates for a trolley expansion (Mooney & Associates 1997) and for the proposed expansion of the border station (Mooney & Associates 2000) indicated a low potential for historic properties within the general area of the border station. A study by Gallegos and Associates (1992) included a portion of the current study area and revealed no known or recorded resources in the immediate area.

A fourth study, performed by BFMA, is a cultural overview document entitled *Historic Properties Background Study for the City of San Diego Clean Water Program* (1993 draft) that reviews the prehistory, ethnohistory, and history for the area of potential effects of possible CWP projects and identifies research issues that can be used as a basis for subsequent evaluation and management of archaeological resources. The research issues discussed in the following section are derived from the Background Study.

Additional archaeological work conducted in the region, but not in the immediate vicinity, of the SYBSE site includes a record search and survey performed by WESTEC Services, Inc. for the International Wastewater Project (Gallegos et al. 1986) and a similar effort conducted for the South Bay Land Outfall project by BFMA (1987). Testing programs were also carried out at two sites located approximately two miles west of the project property in Border Field State Park. One site (CA-SDI-222/SDM-W-157) was found to have deep midden deposits and produced radiocarbon dates ranging from 3,640 to 7,260 years B.P. suggesting an early Archaic period occupation (Bingham 1978). Excavations at the second site (CA-SDI-4281/SDM-W-158A) presented a similar picture (Schwaderer 1986).

III. RESEARCH DESIGN

A. General Issues

The principal objective of this survey program was to gather information necessary to evaluate the presence or absence of historic properties (prehistoric and historic) in accordance with the provisions of the Section 106 process and the California Environmental Quality Act (CEQA). If discovered within the project APE, there would be requirement to determine the significance, or scientific importance, of these archaeological sites with respect to their potential contribution to regional issues pertaining to southwestern California in general, and inland San Diego County in particular. Potential research issues for sites that might be encountered could include establishing site chronology, determining site function and organization, and investigating subsistence orientation.

B. Historic Resources Research Domains

The research design and strategies previously developed specifically for Clean Water Program's actions within the region of the border suggest several areas of important research for historic resources in the post-Civil War pre-1900 era. Two large research questions with definition of a "common" rural culture and definition of rural economic profiles. They suggest that data needs to address these questions include documentary data (maps, photographs, newspapers, land titles), architectural data, and temporally discrete artifacts/refuse. To these research domains one might add: 1) Can a deposit be attributed to a specific economic or social activity about which we have little or no written information?; 2) Can the various boom/bust periods of San Diego County history, circa 1880-1900, be documented?; and 3) Can ethnicity be derived from a deposit thus providing a fuller picture of the ethnic landscape.

In addition, because of the historical and cultural importance of the international border itself and of the border crossing at San Ysidro, historic resources associated with the early development and maintenance of the border could pose important research issues. Because of the modernity of the buildings and structures in the border facility, there is low potential for National Register eligible buildings to be directly affected by the proposed project. The presence of the circa 1925-1949 U.S. Customs House building (A National Register listed resource) immediately adjacent to the project area poses some potential for indirect effects.

IV. METHODS

This section presents the methods used during the pre-field, field, and report preparation for this study.

A. Pre-Field Methods

Prior to entering the field, a self-search was conducted at both the South Coast Information Center at San Diego State University and the San Diego Museum of Man. These searches were performed to augment an extensive records search conducted in 2000 for the San Ysidro facility. Both institutions were requested to search their respective databases for prehistoric or historic sites on or within a one mile radius of the SYBSE project area or within one-half mile of the various access route corridors. Additionally, these repositories provided listings of reports from projects conducted within, and adjacent to, the APE. Results of the records search are provided in Appendix A, a confidential tabulation of site forms and sensitive data that is not for public review and dissemination.

B. Field Methods

The field phase of the project included a full pedestrian survey. These methods are discussed in the following paragraphs.

1. Survey

Project and project Alternatives. The entire footprint of the project and its alternatives were surveyed in by Andrea Craft, Richard Carrico, and Stacey Wilson of Mooney & Associates on September 2, 2003. This survey for the SYBSE virtually duplicated a survey conducted previously in August 2000 for an opportunities and constraints study for the redesign and development of the San Ysidro Port of Entry. Visibility conditions were highly variable and ranged from 80% visibility in a small segment of the northern eastern portion of the project to completely obscured visibility in the paved and developed portions of the project.

V. RESULTS

A. Site Record and Literature Search

The site record searches performed by the South Coast Information Center (SCIC), at San Diego State University, and the Museum of Man provided documentation of nine sites and 2 isolate artifacts (Confidential Appendix A). Copies of the study area on an 1872 County map and pre-1945 USGS maps was also provided as part of the record search. The records search indicated that site CA-SDI-5555 was located immediately east of the project site. Originally recorded by McCoy in 1978 as part of a survey for the then-proposed trolley station, this site was recorded as a lithic scatter, possible quarry site with flakes and possible "blades." In 1992 a resurvey of the area by Gallegos and Associates determined that the site had been destroyed by landform alteration that included scaping and cutting

B. Survey

No historic properties (prehistoric or historic cultural resources) were identified within the project's direct APE by this survey. A National Register listed building circa 1925-1949 was identified immediately east of the southeastern corner of the APE (Figure 4). This building complex, known as the U.S. Inspection Station/Custom House, is still in use as federal offices (Figure 5).

Previously Recorded Archaeological Resources in Proximity of the APE

Site No.		Resource Description	Recorder(s) / Date
CA-SDI-	SDM-W-		
Sites			
5555		Small lithic scatter, possible quarry, blade fragments	McCoy 1978; Gallegos 1992
10,206		Small lithic scatter consisting of only flakes	Joines et al 1984
10,512	—	Lithic scatter including cores, scrapers, and one modified flake	Peter 1985
10,513		Small lithic scatter including flakes, a core, and a scraper	Peter 1985
10,514		Camp site including scrapers, modified flakes, a chopper and a hammerstone	Peter 1985
10,613		Lithic scatter including a unifacially flaked and utilized tool	Hector 1986
10,614	—	Quarry site including a flake scatter and cores	Van Wormer 1986
10,806		Lithic scatter including modified flakes	Cheever 1986; Buysse 1998
10,807		Lithic scatter including modified flakes, cores, and a scraper	Cheever 1986
Isolates			
I-293	4530-C	Ironstone ceramic (Fiesta Ware)	Affinis 1990
I-294	4530-D	Metavolcanic utilized flake	Affinis 1990



U. S. Inspection Station/Customs House in Relation to APE
Figure 4

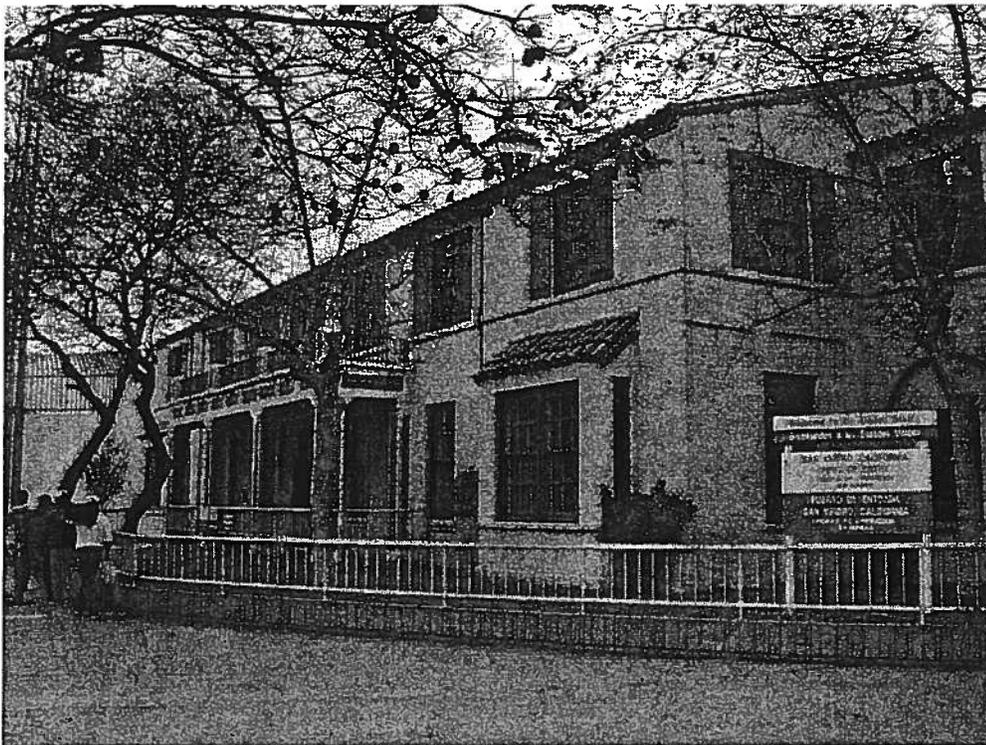


Not to Scale





View of Building Looking Northeast



View of Building Looking East

VI. MANAGEMENT

A. Introduction/Process

The current project falls under both federal and state legislative jurisdiction.

1. Federal Compliance

Under federal law, the Antiquities Act of 1906 (Public Law 59-209) and the Archaeological Resource Protection Act (Public Law 96-9) set forth the basic principle that the federal government, acting for all the people, should work toward the protection, preservation, and public availability of the nation's historic and prehistoric resources.

Additional federal legislation, embodied in the National Historic Preservation Act (NHPA) of 1966 (Public Law 91-190), and Executive Order No. 11593, has increased the responsibilities of the federal government regarding preservation of important and significant cultural properties within the context of federal, federally-assisted, or federally licensed actions or undertakings. This mandate to preserve these resources is consistent with other essential considerations of national policy, and applies to both public and private lands

The NHPA is the basic federal legislation that establishes the responsibilities of federal agencies and set forth the procedures that must be followed to meet the requirements of the law. Under Section 110 of the NHPA, a federal agency (in this case U. S. General Services Administration) is responsible to ensure that any undertakings it conducts, permits, or licenses meet the requirements of the law. This qualifies as an undertaking under 36 CFR § 800.2(o) and the federal agency is required to consider the effects of the undertaking on historic properties (National Register eligible resources). This includes the identification of an APE for the undertaking (Attachments A-1 and A-2).

Under Section 106 of the NHPA, once an undertaking and APE have been identified, the process begins with a resources identification/evaluation phase. Although the legislation considers this as a single part of the process, this effort is usually separated into two parts (identification and evaluation) based on practical budgetary and planning considerations. The efforts to date for the SYBSE project include the identification and evaluation phase within the proposed APE.

The identification process, for most of the project was conducted by previous researchers in support of other proposed projects and facilities. The current document incorporates additional survey and identification information and addresses federal legislation. The second step in the process is the determination of effect. This step includes an evaluation of the importance or significance of a resource through application of National Register of Historic Places (NRHP) eligibility criteria and a determination of the potential of the undertaking to affect NRHP-eligible or NRHP-listed properties. The final step in the Section 106 process is the resolution of any adverse effects that may occur. This may include avoidance of the eligible resource, data recovery for the resource, or a combination of the two strategies for resolution of adverse effects.

2. California State Law and County of San Diego

California state law regarding cultural resources is primarily embodied in the California Environmental Quality Act (CEQA), as amended. According to Appendix K, Section III of CEQA, if:

...a project may affect an archaeological resource, the agency shall determine whether the effect may be a significant effect on the environment. If the project may cause damage to an important archaeological resource, the project may have a significant effect on the environment.

CEQA sets down principles for cultural resource preservation and criteria for the identification of important resources. Although the terminology within the law and criteria for importance determination are somewhat different from those within the NHPA, the process is generally similar to that described above under the discussion of Section 106. The NHPA is usually considered the more stringent of the two laws and in most cases, including the current undertaking, completion of the Section 106 process fulfills the requirements of CEQA.

B. Significance Criteria

1. Federal Criteria-National Register Eligibility

Under NHPA, site significance is measured by a site's ability to meet the criteria for nomination to the NRHP. Several levels of potential significance that reflect different (although not necessarily mutually exclusive) values must be considered. As provided in 36 CFR 60.6 four criteria are used:

The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects of state and local importance that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and

- (a) That are associated with events that have made a significant contribution to the broad patterns of our history; or
- (b) That are associated with the lives of persons significant in our past; or
- (c) That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- (d) That have yielded, or may be likely to yield, information important in prehistory or history.

Under criterion (d), virtually all archaeological sites may potentially be eligible for inclusion on the NRHP. However, site significance under criterion (d) should infer that substantive research potential is present as evidenced by the data sets present, or assumed to be present at a site. The research

questions to be addressed through collection and interpretation of the data sets must be important and truly contribute to our understanding of the past.

2. California Environmental Quality Act (CEQA) Criteria

According to CEQA and as interpreted by the County of San Diego,

...an important archaeological resource is one which:

- A. Is associated with an event or person of:
 - 1. Recognized significance in California or American history,
or
 - 2. Recognized scientific importance in prehistory.
- B. Can provide information which is both of demonstrable public interest and useful in addressing scientific consequential and reasonable archaeological questions,
- C. Has a special or particular quality such as oldest, best example, largest, or last surviving example of its kind,
- D. Is at least 100 years old and possesses substantial stratigraphic integrity, or
- E. Involves important research questions that historical research has shown can be answered only with archaeological methods.

C. Project Specific Significance Evaluation

1. Archaeological Resources

No archaeological resources have been identified within the project APE. The survey program has resulted in a finding that there are no resources that are eligible for nomination to the NRHP or are important as defined by CEQA. This finding is based on the results of the records search and the field surveys..

2. Historical Resources

No eligible or listed buildings or historic resources were noted within the direct APE for the project. However, the U. S. Inspection Station/Customs House, a National Register listed property, is located immediately east of the southeastern edge of the project site. The building was listed because of its architectural style (a modified Spanish Revival), its association with the international border, and because it reflects the U.S. governments efforts to build facilities on the border and to maintain a presence for inspection, customs, and immigration.

D. Determination of Effects/Impacts

Because there are no recorded, known, or listed resources within the project APE, the proposed project will not constitute an adverse effect or impact. However, the U.S. Inspection Station/Customs House, a National Register listed building is located immediately east of the southeastern corner of the APE. Constructed in phases between 1933 and 1949, this building was listed on the Register based on its architecture (the architect was James A. Wetmore), its association with international politics as reflected by the importance of the border crossing, and its association with government, immigration, and control of the border.

E. Conclusion

Because of the lack of resources (properties) within the APE, the proposed undertaking will not result in the loss, impairment, destruction, or degradation of any NRHP-eligible or listed properties.

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APPENDIX A
RECORD SEARCH RESULTS
Provided As a Separate Confidential Appendix

ATTACHMENT A
NATIVE AMERICAN CONSULTATION



Rob Wood
Native American Heritage Commission
915 Capitol Mall
Room 364
Sacramento, California
95814

Re: Native American Sacred Lands Within the San Ysidro Border Station Expansion Project,
South San Diego County, California (#777)

Dear Mr. Wood:

The purpose of this letter is to request a review of your Sacred Lands files for the area described below. I am serving as the consulting archaeologist and historian for this project. The project entails the expansion of border facilities at the location provided below. As always, any information that you can provide regarding Native American sensitivities and contacts will be appreciated. This is a follow up to two previous studies conducted in the immediate area in 1997 and 2000. At that time, the local Kumeyaay community did not identify any sensitive or sacred resources.

It is my assumption that the projects are within the traditional Kumeyaay (Ipai/Tipai) territory.

**Area of Concern: Imperial Beach, 7.5 Quadrangle, Township 19 South, Range 2 West,
Section 1 and Township 19 South Range 1 West, Section 6.**

Best regards,


Richard L. Carrico

Appendix B - National Register Nomination Form

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

**NATIONAL REGISTER OF HISTORIC PLACES
INVENTORY -- NOMINATION FORM**

FOR FEDERAL PROPERTIES

FOR NPS USE ONLY	
RECEIVED	JAN 13 1983
DATE ENTERED	

SEE INSTRUCTIONS IN *HOW TO COMPLETE NATIONAL REGISTER FORMS*
TYPE ALL ENTRIES -- COMPLETE APPLICABLE SECTIONS

1 NAME

HISTORIC

~~United States~~ Inspection Station / U.S. Custom House

AND/OR COMMON

U.S. Custom House

RECEIVED
APR 12 1982
OHP

2 LOCATION

STREET & NUMBER

Virginia and Tijuana Streets.

___ NOT FOR PUBLICATION

CITY, TOWN

San Ysidro

CONGRESSIONAL DISTRICT

na 42nd

STATE

California 92073

___ VICINITY OF

CODE
06

COUNTY

San Diego

CODE

073

3 CLASSIFICATION

CATEGORY

- ___ DISTRICT
- BUILDING(S)
- ___ STRUCTURE
- ___ SITE
- ___ OBJECT

OWNERSHIP

- PUBLIC
- ___ PRIVATE
- ___ BOTH
- PUBLIC ACQUISITION**
- ___ IN PROCESS
- ___ BEING CONSIDERED
- NA

STATUS

- OCCUPIED
- ___ UNOCCUPIED
- ___ WORK IN PROGRESS
- ACCESSIBLE**
- YES: RESTRICTED
- ___ YES: UNRESTRICTED
- ___ NO

PRESENT USE

- ___ AGRICULTURE
- ___ MUSEUM
- ___ COMMERCIAL
- ___ PARK
- ___ EDUCATIONAL
- ___ PRIVATE RESIDENCE
- ___ ENTERTAINMENT
- ___ RELIGIOUS
- GOVERNMENT
- ___ SCIENTIFIC
- ___ INDUSTRIAL
- ___ TRANSPORTATION
- ___ MILITARY
- ___ OTHER:

4 AGENCY

REGIONAL HEADQUARTERS: (If applicable)

General Services Administration Region IX

STREET & NUMBER

525 Market Street

CITY, TOWN

San Francisco

___ VICINITY OF

STATE

California 94105

5 LOCATION OF LEGAL DESCRIPTION

COURTHOUSE,

REGISTRY OF DEEDS, ETC. San Diego County Courthouse

STREET & NUMBER

220 West Broadway

CITY, TOWN

San Diego

STATE

California 92188

6 REPRESENTATION IN EXISTING SURVEYS

TITLE

none

DATE

___ FEDERAL ___ STATE ___ COUNTY ___ LOCAL

DEPOSITORY FOR
SURVEY RECORDS

CITY, TOWN

STATE

7 DESCRIPTION

CONDITION

EXCELLENT
 GOOD
 FAIR

DETERIORATED
 RUINS
 UNEXPOSED

CHECK ONE

UNALTERED
 ALTERED

CHECK ONE

ORIGINAL SITE
 MOVED DATE _____

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

The old U.S. Custom House at San Ysidro is situated approximately fifty feet from the border between the United States and Mexico, at the southeast corner of a vast border station complex - the busiest between the two countries. The small town of San Ysidro is not itself incorporated, but rather a noncontiguous part of the city of San Diego, about fifteen miles north. It consists primarily of low-rise commercial, institutional and residential structures displaying a wide variety of architectural styles from both countries, from Spanish Colonial to Dunkin' Donuts. Immediately north of the border complex is a group of attached single-story commercial buildings, the southernmost structures of the town. South of the complex, beyond the steel fences and the U.S. "no man's zone," are the commercial buildings of Tijuana, in Mexico. Immediately east of the Custom House is a steeply sloped, scrub-covered hill and beyond that is a railroad line with a depot facility.

The 1933 Custom House is today dwarfed by its replacement, indicating the increase in traffic which passes through the facility. The new building, completed in 1974, is a massive concrete structure which sits astride the highway north of the Custom House; it serves as the inspection station for incoming vehicular and pedestrian traffic and houses the offices of the various government agencies at the border. The 1933 Custom House is virtually surrounded by several steel rod and chain-link/barbed wire fences, which tend to create a harsh atmosphere for the residentially scaled building. Landscaping around the Custom House has been kept to a minimum, designed to eliminate potential hiding places for illegal immigrants. The building sits within a small grass lawn, the only one in the complex, behind a three-foot fence; within this lawn is planted a row of Sycamore trees and a few foundation shrubs. Behind the Custom House is another small grassed area with evergreen trees. Site furniture consists of the fences and a trio of flagpoles at the northwest corner of the building.

The Custom House itself depends on a picturesque massing and roof profile for its stylistic distinction. A one- to two-story structure shaped as an irregular E, it exemplifies the informal grace and movement of the Spanish Colonial Revival style. The building is further placed within the Spanish Colonial idiom by its use of materials: stucco with terra cotta trim for the exterior walls, dark-painted wood windows and doors and ceramic tile roofs. Coming from an architectural office (the Supervising Architect's office of the Treasury Department) in which eclectic revivalism had become a hallmark, the Custom House displays a notable faithfulness to its Spanish antecedents. The roofline is the building's most dominant element; its multi-planed surfaces are covered with red clay mission tiles and are punctuated at intervals by decorative stucco-covered cupolas, chimneys and a sizeable spired tower which is centered on the ridge over the main public entrance. The roofs are either shallowly pitched gables or flat roofs with copper or composition covering, and the eaves are made up of the curved tiles themselves wrapped over the outer wall edges. The Custom House is designed as a two-story central main section which

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CONTINUATION SHEET U.S. Custom House ITEM NUMBER 7 PAGE 2

faces west, with a two-story rear wing extending at an angle from the southeast corner of the main section and a one-story end wing attached on the north side. A one-story addition at the rear of the main section completes the E shape.

Fenestration consists generally of 6/6 double-hung windows aligned along the first and second stories. The first floor windows are in most cases more elongated than the second and feature plain terra cotta lugsills; the second floor windows feature continuous terra cotta sills. Windows on both floors are simply enframed with stucco heads and jambs. The first floor windows on the south section of the front facade are situated within an arcade of sorts, which is lined by a row of decoratively patterned ceramic tiles, and the second floor windows on the west and front sections of the north and south facades are framed by rustic wood shutters. Many of the first floor windows are today covered with plywood sheets to prevent entry into the building by people crossing the border along the sidewalk in front. Door configurations vary with their uses, ranging from the boarded-up main entrance (originally a double-leaf doorway with multi-pane transom over) and simple single-leaf entries to large sectional garage doors on the north side of the end wing. Some of the entries feature mission-tiled canopies overhead.

The focal point for the front facade - and one of the few areas of ornamentation below the line of the eaves - is the small porch over the main entrance. Centered on the main section, it was originally part of a large canopy over a drive-through area in front of the building; it has since been cut back to the present abbreviated configuration. The porch today is supported by a row of freestanding square, stuccoed columns at the front with two engaged columns at the building wall; each of these columns has inset ceramic tiles in the shaft, with a plain base and simply moulded capital. Atop the columns rests the spandrels, also inlaid with decoratively patterned tiles, and above these spandrels is a second floor balcony, comprised of tile-inlaid posts over the columns, with wrought iron railings inbetween. This balcony is nonfunctional, however, not accessed through any second floor doors, and its use today is essentially ornamental.

The interior spaces of the building have undergone extensive alterations of configuration and finishes, made over the years as the needs and traffic volume have changed. Originally the main section first floor consisted of a series of office spaces joined by a central corridor from the main entrance. These spaces included: the Customs workroom, Customs lobby, office spaces for the Deputy Collector and two others, vault, Immigration clerks' office, Immigration Inspector's office, waiting rooms and an examination room. The central corridor

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CONTINUATION SHEET U.S. Custom House ITEM NUMBER 7 PAGE 3

has since been removed, as have most of the other walls between the offices, and today the main section first floor is one large space lined with two rows of columns, unused other than for minor storage capability. Beyond the main section to the south is the angled rear wing, originally subdivided into a warren of small spaces housing offices, vaccination rooms, physical examination chambers, assembly room, laboratory, dressing and undressing rooms for both sexes, disinfecting room, toilets, storage rooms and a cyanide chamber attached at the rear. Today many of the spaces remain in original configuration - the laboratory has been changed into an X-ray room, the disinfecting room has been changed into a small cell block for the Shore Patrol and a few other minor changes have been made. This wing, like the main section, is now unoccupied, unfurnished and boarded up. The end wing on the north side of the main section is the only part of the first floor currently in use. Today it houses the garages and maintenance and storage rooms of GSA the building's administrator.

The first floor interior finishes have undergone changes as the rooms were changed, but many original elements remain in place. In the main section and the rear wing the 6" square quarry tile floors remain, as do the plaster walls and ceilings and some of the mouldings. Most of the original toilet fixtures are in place, as are the cells used by the Shore Patrol. The second floor originally housed the Customs general workroom, offices for the Chief Customs Patrol Inspector and Immigration and Agriculture agents in the main section, with more Immigration offices, search rooms, toilets and day and night detention chambers for both sexes in the rear wing. This level is occupied today by the U.S. Customs Service offices and has been extensively altered with the addition of wall paneling, carpeting and suspended ceilings.

Summary

The U.S. Custom House is situated just north of the border between the United States and Mexico, within the massive border station complex at the crossing in San Ysidro. The building is picturesquely massed as an irregular E-shape, with the roofline as the most dominant element. Featuring red clay mission tile roof surfaces, stucco walls with terra cotta trim, dark painted wood windows and doors and a somewhat rambling floorplan, the Custom House exemplifies the informal grace and movement of the Spanish Colonial Revival style. As the photographs indicate, it has been unevenly maintained in recent years. With many of the windows and doors boarded over, the first floor unoccupied and the upkeep inadequate to maintain the

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CONTINUATION SHEET U.S. Custom House ITEM NUMBER 7 PAGE 4

exterior in original condition, it is in need of attention. Despite this, however, the building remains a substantial structure with its exterior integrity largely intact. A well-executed example of vernacular architecture designed on a national level, the Custom House remains a regionally significant and prominent architectural resource.

8 SIGNIFICANCE

PERIOD	AREAS OF SIGNIFICANCE -- CHECK AND JUSTIFY BELOW			
<input type="checkbox"/> PREHISTORIC	<input type="checkbox"/> ARCHEOLOGY-PREHISTORIC	<input type="checkbox"/> COMMUNITY PLANNING	<input type="checkbox"/> LANDSCAPE ARCHITECTURE	<input type="checkbox"/> RELIGION
<input type="checkbox"/> 1400-1499	<input type="checkbox"/> ARCHEOLOGY-HISTORIC	<input type="checkbox"/> CONSERVATION	<input type="checkbox"/> LAW	<input type="checkbox"/> SCIENCE
<input type="checkbox"/> 1500-1599	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> ECONOMICS	<input type="checkbox"/> LITERATURE	<input type="checkbox"/> SCULPTURE
<input type="checkbox"/> 1600-1699	<input checked="" type="checkbox"/> ARCHITECTURE	<input type="checkbox"/> EDUCATION	<input type="checkbox"/> MILITARY	<input type="checkbox"/> SOCIAL/HUMANITARIAN
<input type="checkbox"/> 1700-1799	<input type="checkbox"/> ART	<input type="checkbox"/> ENGINEERING	<input type="checkbox"/> MUSIC	<input type="checkbox"/> THEATER
<input type="checkbox"/> 1800-1899	<input type="checkbox"/> COMMERCE	<input type="checkbox"/> EXPLORATION/SETTLEMENT	<input type="checkbox"/> PHILOSOPHY	<input type="checkbox"/> TRANSPORTATION
<input checked="" type="checkbox"/> 1900-	<input type="checkbox"/> COMMUNICATIONS	<input type="checkbox"/> INDUSTRY	<input checked="" type="checkbox"/> POLITICS/GOVERNMENT	<input type="checkbox"/> OTHER (SPECIFY)
		<input type="checkbox"/> INVENTION		

SPECIFIC DATES	Designed: 1931-32 Built: 1932-33	BUILDER/ARCHITECT	James A. Wetmore Acting Supervising Architect
----------------	-------------------------------------	-------------------	--

STATEMENT OF SIGNIFICANCE

The significance of the United States Custom House at San Ysidro rests upon its intrinsic and representational values on a local level to the city. These values lie in two areas: architecture and politics/government. Architecturally the building displays the features of the Spanish Colonial Revival style, typical of the kind of eclectic borrowing which distinguished the many public buildings designed in the 1920s and 1930s by the Supervising Architect's office of the Treasury Department. It is a locally prominent example of its genre - a small public building of the early thirties. More important than its architectural significance, however, is the building's symbolic role in international relations between the United States and Mexico. Erected as a Custom House and Inspection Station on the border between the two countries, it served for over twenty years as the only U.S. building at the San Ysidro crossing. Today this crossing is the most heavily trafficked along the border, and although superceded in function by the immense new inspection structure, the 1933 Station still represents the importance of international commerce and governmental relations.

Addendum

On 12 June 1931 the U.S. Treasury Department took title to the last of five small parcels of land on the border between California and Mexico in the small town of San Ysidro. This ended the first phase for the proposed new Custom House and Inspection Station at the border crossing. There was little question of the need for a new structure: the existing single-story frame inspection station had proved inadequate to accommodate the growing volume of traffic between the two countries. The stations at Tecate and Calixico, although not as heavily used, were in similar shape. Commented Collector of Customs William H. Ellison:

We need the buildings very much, as our present quarters at those places are crowded, and I am urging both the treasury and the customs and immigration bureaus that actual construction be speeded as much as possible.

The general location for the San Ysidro building was predetermined: it would

9 MAJOR BIBLIOGRAPHICAL REFERENCES

See Addendum, Item 9

10 GEOGRAPHICAL DATA

ACREAGE OF NOMINATED PROPERTY less than one

UTM REFERENCES

A	1, 1	49, 74, 2, 0	3, 60, 04, 2, 0	B			
	ZONE	EASTING	NORTHING		ZONE	EASTING	NORTHING
C				D			

VERBAL BOUNDARY DESCRIPTION

The 1933 Inspection Station is part of the federally owned complex at the border crossing at San Ysidro. The grounds around the building have been extensively altered by contemporary development; this nomination includes only the Station building itself, with no surrounding land.

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE	CODE	COUNTY	CODE
STATE	CODE	COUNTY	CODE

11 FORM PREPARED BY

NAME / TITLE

Clayton B. Fraser, Principal

ORGANIZATION

Fraserdesign

DATE

7 March 1982

STREET & NUMBER

1259 Cleveland Avenue Suite Two

TELEPHONE

303-669-7969

CITY OR TOWN

Loveland

STATE

Colorado 80537

12 CERTIFICATION OF NOMINATION

STATE HISTORIC PRESERVATION OFFICER RECOMMENDATION

YES

NO

NONE

4/20/82

STATE HISTORIC PRESERVATION OFFICER SIGNATURE

In compliance with Executive Order 11593, I hereby nominate this property to the National Register, certifying that the State Historic Preservation Officer has been allowed 90 days in which to present the nomination to the State Review Board and to evaluate its significance. The evaluated level of significance is ___ National ___ State Local.

FEDERAL REPRESENTATIVE SIGNATURE J. Walter Roth J. WALTER ROTH

TITLE DIRECTOR, HISTORIC PRESERVATION
GENERAL SERVICES ADMINISTRATION

DATE 12 JAN 83

FOR NPS USE ONLY

I HEREBY CERTIFY THAT THIS PROPERTY IS INCLUDED IN THE NATIONAL REGISTER

DATE

DIRECTOR, OFFICE OF ARCHEOLOGY AND HISTORIC PRESERVATION

ATTEST: Melrose Byers

DATE 2/10/83

KEEPER OF THE NATIONAL REGISTER

Entered in the
National Register

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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CONTINUATION SHEET U.S. Custom House ITEM NUMBER 8 PAGE 2

be situated alongside the main thoroughfare between San Diego and Tijuana beneath the hill east of the highway at the international border. Congress had appropriated funds for land acquisition and building construction the year before, along with the other two border stations and a great many other public buildings across the country. Boosters for the new station in San Diego would finally get the new building they had hoped for.

In reality the Custom House was part of an enormous federal building program undertaken by Congress and the Hoover administration in the late 1920s and early 1930s. During this period some 1300 new civil federal buildings were erected across the country, nearly doubling the number under the aegis of the Treasury Department. The program was initiated in 1926 - the first such federal initiative for public building construction since 1913 - with a Congressional authorization of \$165 million over a period of eleven years. The authorization was increased by \$125 million in 1928 and, with the Depression worsening, by \$330 million in 1930 and 1931. The total appropriation, including revenues from the sale of so-called obsolete structures which added \$69 million, hovered at \$700 million. According to Lois Craig in The Federal Presence: "In terms of establishing the image of the United States government, this program was the most important undertaken since the first few decades under the Constitution."

The massive construction effort was designed to serve three functions. First, it represented fiscal pragmatism and was calculated to reduce the rising rental costs incurred by the growing number of federal agencies in leased space. The program also afforded Congress an opportunity to distribute political presents in the form of post offices and courthouses (and border stations), a type of logrolling it historically has found hard to resist. Finally, under the deepening shadow of the Depression, the building project was in the later years a make-work project, intended to provide jobs for the local unemployed. A predecessor to the myriad New Deal programs (Roosevelt took office two months before completion of the Custom House), Hoover's building program was later absorbed within the Public Works Administration.

This renewed activity rekindled long dormant animosities between the Supervising Architect's (SA) office in the Treasury Department and private architects, represented by the American Institute of Architects. The AIA, protective of a membership beleaguered by the Depression, objected vociferously to in-house design of federal buildings by the SA's office, which had increased its staff from 432 in 1929 to 750 in 1932. A 1931 Resolution of the AIA Board of Directors proclaimed:

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We believe that the country is entitled to the services of the best architectural talent available, and that the concentration of so large a volume of work as the present appropriations provide, into the hands of a single Government bureau, must inevitably tend to produce stereotyped, mediocre and uninspiring results.

Architects railed against the SA repeatedly in the trade periodicals; American Architect was particularly fervent in its criticism, regularly publishing articles like "Government Architects Cannot Create Beauty" and "The Time Has Come for Government to Get Out of the Architecture Business." A counterattack was printed in the April 1931 Federal Architect, a magazine sympathetic to the SA:

The ethics of the profession has certainly taken a jolt when the architects of the country on letterheads of their A.I.A. Chapters blacken without investigation the work of other architects' offices with the naive and frank admission that it is for the purpose of getting architectural commissions for themselves.

The Federal Architectural offices are weaned and reared on criticism. If they use material A, delegations appear to lambaste them for not using material B. Or vice versa. If they face the building north, a newspaper crusade develops because it was not faced south. The bitter attacks of private architects are, therefore, merely the regular order. . . . But - one could have wished that architects would have stood by architects.

Although the Public Buildings Acts of 1926 and 1930 granted the Treasury Department the option to commission private architects for federal projects for the first time since the repeal of the Tarnsey Act in 1911, the Hoover administration used their services sparingly, and the fusillades continued throughout the early 1930s.

There were stylistic differences as well. At one extreme was the SA's office, which continued to advocate classicism as the appropriate symbolic expression for public buildings. The SA executed hundreds of buildings of varying scales with classical facades and detailing during the twenties and thirties. James A. Wetmore was the Acting Supervising Architect from 1915 to 1933. A graduate of the Georgetown University Law School, Wetmore was not himself an architect, the reason for the "Acting" before his title; stylistic direction for the office was given by the Superintendent of the Architectural Division Louis A. Simon, a stylistic traditionalist who later succeeded Wetmore as Supervising Architect - the Treasury's last. At the other end of the spectrum were a number of

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architects in the avant garde of the private sector. Embracing the tenets of the emerging Art Deco and Moderne styles (and a decade later the International style), these architects designed public buildings relatively unembellished by ornamentation and austere when compared with their classical predecessors. Between the two extremes, architects designed with a wide range of stylistic expression, combining new forms with borrowed revivalist or vernacular forms or motifs or somehow compromising between the classical and modern trends to create what is today termed "starved classicism."

The San Ysidro Custom House was one of many in California designed by the Supervising Architect's office. It borrows heavily from the Spanish vernacular for its stylistic distinction. The Spanish antecedent is an appropriate one for the building, because it was the 1915 Panama-California Exposition held in San Diego that the style began to receive attention outside of the region. By the time this building was designed, Spanish Colonial Revival was a nationally accepted style. Although the red tile roof, stuccoed walls with inset tiles and picturesque roof profile with decorative cupolas tied the building with mainstream Mexican and Southern Californian architecture, the SA did not limit its use of the style to areas in which it was a vernacular form; post offices and courthouses throughout the country displayed variations of the style through the thirties.

Construction drawings for the building were completed in early 1932, and bidding for the construction was let that spring, with the bid opening on 29 April. Ten contracting firms bid for the project. Among these were five San Diego companies: M.H. Golden, B.O. Larsen, W.E. Kier and the Jarboa Construction Company and G.F. Campbell Building Company; but despite the fact that the federal building program was to provide work for local laborers, the contract was awarded to a Texas contractor, Robert E. McKee of El Paso. The Texas firm had submitted the lowest bid - \$93,800.

The following month some sixty federal and county officials met in the San Ysidro civic center to plan the formal ground breaking ceremony. Also at the meeting were several businessmen and government officials from Tijuana, an indication of the importance of the building to both countries. The ground was broken in early summer 1932, and the construction was commenced. It continued without report of incident through the remainder of the year and into the following spring. On 13 May 1933 the San Diego Evening Tribune reported:

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The new United States customs building at the border was completed today, and although not officially accepted by the bureau at Washington, the immigration department, bureau of animal industry and the bureau of sanitation have moved into the spacious quarters provided in the large building.

An innovation in the inspection of autos crossing the border is the installation of a system of lights so designed to light up the under part of the cars, which are reflected in mirrors imbedded in the three concrete drives under the arcade in front of the building. Another innovation is the living quarters in the lockup on the second floor, with accomodations for both women and men with shower baths.

Although formal dedication ceremonies had been planned the year before, no mention of such an event was reported in the San Diego newspapers, as the building was put quietly to use. Two weeks after the opening, Customs officials announced, over the objections of San Diego businessmen, that the border crossing would be opened 24 hours a day (it had been closed at 6 pm each night before). A year later a 12'x 15' shelter was erected in the road in front of the Custom House. Traffic at San Ysidro continued to increase and by 1955 the crossing was the second busiest along the border between the two countries; only the crossing at El Paso, Texas handled a greater volume. By that time U.S. Commissioner of Customs Ralph Kelly characterized the border crossing as "terrible," urging the General Services Administration to implement a planned expansion of the facility. A new building was erected just north of the 1933 Custom House; in 1974 the present massive structure over the crossing was completed, dwarfing the earlier building. Today the border crossing at San Ysidro is the busiest between the United States and Mexico. The second floor of the 1933 Custom House is occupied by the U.S. Customs Service; the first floor stands empty, ill-maintained with its windows boarded up. Although superceded in its function by the new facility, the 1933 Custom House still represents the immigration and customs history of the region. Just short of fifty years old, the building possesses the exceptional historical and arhcitectural significance to qualify it for enrollment on the Register.

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Appendix C - Relocation Study



Relocation Study

Final Report

United States Custom House

San Ysidro, California

July 29, 2008

Prepared for
U.S. General Services Administration
San Francisco, CA

Prepared by
PAGE & TURNBULL, INC.
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I. INTRODUCTION

A. PURPOSE

This Relocation Study was prepared at the request of the General Services Administration (GSA) for the old U.S. Custom House at the San Ysidro Border Station located in San Ysidro, California. The study examines the feasibility and estimated costs of relocating the old Custom House (also referred to as the Historic Border Station) from its existing location to three potential sites. The sites were selected during a site walk by representatives of GSA, with consultation from the design team, in September 2007. The need for this study stems from pressure to expand the capabilities of the existing border facility while still providing viable alternatives for the continued use of the Historic Border Station within the context of a substantially enlarged and improved border-crossing facility.

B. SCOPE OF WORK

The following is a technical case study examining the feasibility of moving the existing building to three potential locations to accommodate the over-arching programmatic requirements of the entire border-crossing. The report analyzes technical feasibility, impact on the historic resource, and cost to relocate the building to each of the three locations. Rehabilitation of historic materials, structural upgrades, new utilities, and site work are only considered as they relate to the relocation the Historic Border Station. Furthermore, as requested by the GSA, the proposed relocation project is limited to “core and shell.” The exterior rehabilitation recommendations have been limited to work necessary to create a water-tight building shell.

Evolving master-planning information for the border crossing site has been provided by Ross Drulis Cusenbery (RDC, prime architect of the proposed border station) for conceptual reference only, and is evaluated as a contributing element of the overall viability of each relocation option. While programming and building-use options were considered during the analysis, recommendations for re-use of the Historic Building are not part of the scope of this study. Full demolition of the building has not been evaluated as part of this assessment.

C. TEAM MEMBERS

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D. METHODOLOGY

A multi-disciplinary team, led by preservation architect Page & Turnbull, was engaged to address broad ranging issues arising from the relocation of a relatively large masonry, steel, and concrete building. The team performed the following tasks in evaluating the relocation of the Historic Border Station:

- In September 2007, members of the team visited the site and selected three potential move locations as indicated in the following diagram.
- The design team reviewed existing drawings and reports provided by GSA. Analysis of historic drawings, provided by the GSA Region 9 Preservation Officer, Jane Lehman, has provided invaluable information regarding construction techniques and historic topography. Additional documents reviewed by the team include:
 - *Historic Structures Report*, Page & Turnbull, May 1986
 - *Seismic Strengthening Analysis*, Forell/Elsesser, 1992
 - *Preliminary Geotechnical Evaluation*, Ninyo & Moore, September 2005
 - *National Register of Historic Places Inventory – Nomination Form: U.S. Custom House, San Ysidro, California*, Clayton B. Fraser, Fraserdesign, 7 March 1982
 - *Review of archive drawings of San Diego Gas & Electric*

- *Review of Topographic Drawing for 1972 Proposed Freeway Expansion*
- Investigation of the proposed relocation sites, as well as a preliminary assessment of the building integrity and structural condition, was conducted on-site by architects, conservators, architectural historians, building movers, and engineers on March 6th, 2008.
- The Civil Engineer contacted San Diego Gas & Electric to obtain information regarding the existing electrical lines and easements.
- Page & Turnbull completed a site report summarizing the pros, cons, and constraints of each relocation site, as outlined in Figure 1.
- The project team participated in a series of conference calls to update the owners' representatives and project team regarding the feasibility of each proposed relocation site.
- Page & Turnbull issued two draft versions of the relocation study to allow input from the relocation contractor, the GSA, and the project team.

For the purposes of this report, the project and all possible relocation scenarios (excluding building programming) will be guided by the Secretary of the Interior's *Standards for the Treatment of Historic Properties*. This report provides an evaluation of the potential impacts upon the National Register-listed building and assesses the impacts of the relocation upon the seven aspects of integrity of the historic resource. Specifically, this report addresses the proposed relocation scenarios and their ability to meet National Register Criteria Consideration B - Moved Properties.

II. BACKGROUND

A. PROJECT BACKGROUND

The San Ysidro Border Station, located between San Diego, California and Tijuana, Mexico, is known as the United States' busiest port-of-entry. The border complex is situated on I-5, which features approximately twenty-four northbound lanes and six southbound lanes. The freeway follows the path of the historic road originally established in the 1930s. Consequently, the old U.S. Custom House, built from 1932-33, now fronts onto the heavy traffic of the freeway and the current Border Station constructed in the 1960s. The Brutalist complex is comprised of a semi-circular awning that terminates adjacent to the north-western corner of the historic 1933 station. A curving concrete wall connects the disparate structures and forms part of the border fence. The historic building, and original vehicular and pedestrian border entry path, now functions as the northbound pedestrian entry from Mexico. Significant fencing has been added to supplement the additional security needs.



Figure 2: Aerial view of border station. For further analysis of site area see Foldout Illustration titled, *Site Constraints*.

In 2002, a Feasibility Study was begun to develop project options and establish the initial budget for the expansion and reconstruction of the 1960s border station. Architectural design of the new border station began in Spring 2007, with construction of phase one of three expected to be completed in Fall 2012. Design solutions for this new border station complex revolve around the possible

relocation of the National Register-listed Old Custom House to allow for the expansion of the freeway or supplemental pedestrian access.

B. THE BUILDING AND SETTING

The historic San Ysidro Border Station is an approximately 20,500 square foot building that occupies a U-shaped footprint (as shown in Appendix A, Sheet 1 - Original Building Plan). The Spanish Colonial Revival style building can be broken into five distinct components: Central Wing, South Wing, North Wing, Canopy, and Eastern Additions. The components are described as follows:

Central Wing The central wing is two and one-half-stories and is flanked by adjoining wings to the north and south. The central portion of the building is rectangular in plan (approximately 95 feet by 43 feet) and runs nearly north-south (refer to Figures 3-4). A crawlspace is present below the central wing. The flanking wings are also rectangular in plan (84 feet by 43 feet north wing, 101 feet by 43 feet south wing). The building's exterior walls are sheathed in sand-finished stucco with yellow-buff color that is troweled to a smooth surface.

Architectural terra cotta with a mottled, yellow-buff glaze is used at the window sills, copula, and decorative ornament on the building. Small amounts of painted wood trim are present at the windows, eave trim, and window surrounds. The primary window type is 6-over-6 double hung wood sash. The building is topped with a cap and pan clay tile roof in a Mission red color.



Figure 3: Photo exhibiting east (rear) façade of the Central Wing, fronting the proposed Option 1 site.

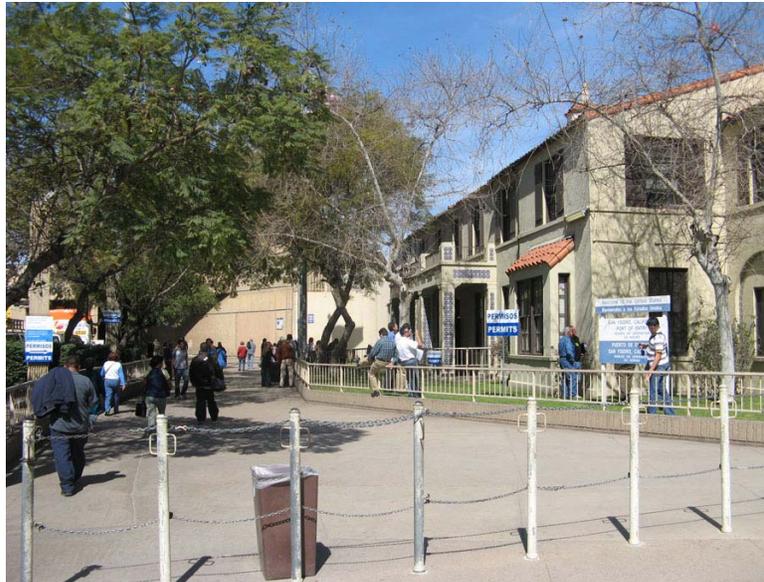


Figure 4: Northbound pedestrian traffic adjacent to west façade of the central wing.

South Wing

The southern wing (Figure 5) is two-stories tall and contains office space and extends from the central wing at a 110 degree angle (in plan). As with the central wing, this wing has a crawlspace below providing access to utility lines and services. The architectural detail of the south wing matches that of the central wing, with subtle variations in the form and massing. The roof matches the central wing in material quality, with red clay tile featuring copper gutters and downspouts being the dominant technique. In an effort to create a hierarchical massing, the “ridge” of the south wing was lowered by having a central, low-sloped (flat) roof, giving a slight “mansard” affect. Flat-seamed copper roofing is present at the low sloped portion of the roof. The south wing also exhibits a slight half-story elevation change, with differing finish floor elevations connected by a series of internal and external steps accommodating this variation.



Figure 5: South façade, restricted view due to proximity of border fence.

North Wing

The northern or garage wing (Figure 6) contains the utility area, is only one-story high, and extends at a more traditional 90 degree angle from the central wing. This utility space varies in construction technique from the adjoining central and south wings, as the unreinforced brick masonry walls bear on a slab poured on-grade. A flat roof is supported by dimensional lumber joists. This area appears to have had numerous interior and exterior alterations, reflecting the utilitarian nature of this wing.



Figure 6: North façade, fronting parking lot.

*Porte Cochere/
Canopy*

The original canopy or porte-cochre was constructed out of reinforced concrete and was significantly larger than the extant canopy. The new porch, constructed in 1975, reflects the same general design of the original with slight variations in materials craftsmanship. The existing canopy is a concrete frame, with rough sand finished stucco and decorative glazed ceramic tile inlays (see Figure 7).



Figure 7: Existing porte-cochere constructed in the early 1970s.

Eastern additions A number of utilitarian additions have been added to the east elevation, within the courtyard. These additions support the HVAC systems for the building and are built of traditional concrete masonry units.

The building's surroundings and landscape have been significantly altered since 1930, with only the topography remaining consistent. The building originally occupied an open landscape, providing a "pastoral" feel to the building. Yet, the area of San Ysidro has become more urbanized with the increasing amount of traffic. Due to this need to increase flow across the border, as well as added security measures, the building has been increasingly restricted in its extant setting.



Figure 8: Historic view ca. 1954. Note original canopy and openness of the site.

C. NATIONAL REGISTER OF HISTORIC PLACES

This section examines the current historic status of the old Custom House, which is currently listed in the National Register of Historic Places¹.

The U.S. Inspection Station/Custom House in San Ysidro, California is listed in the National Register of Historic Places under Criterion A (Events) and Criterion C (Architecture) within the areas of significance of “architecture” and “politics/government” for the period of significance from 1931 to 1933.

According to the National Register nomination forms:

The significance of the United States Custom House at San Ysidro rests upon its intrinsic and representational values on a local level to the city. These values lie in two areas: architecture and politics/government. Architecturally the building displays the features of the Spanish Colonial Revival style, typical of the kind of eclectic borrowing which distinguished the many public building designed in the 1920s and 1930s by the Supervising Architect's office of the Treasury Department. It is a locally prominent example of its genre – a small public building of the early thirties. More important than its architectural significance, however, is the building's symbolic role in the international relations between the United States and Mexico. Erected as a Custom House and Inspection Station on the border between the two countries, it served for over twenty years as the only U.S. Building at the San Ysidro crossing. Today this crossing is the most heavily trafficked along

¹ The National Register of Historic Places (National Register) is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level.

the border, and although superceded in function by the immense new inspection structure, the 1933 Station still represents the importance of international commerce and governmental relations.²

As noted within the nomination forms, the 1933 Inspection Station/Custom House “depends on a picturesque massing and roof profile for its stylistic distinction.”³ The building’s U-Shaped massing and roof profile have been identified as key architectural features. Other features of historic significance include the building’s Spanish Colonial Revival architectural style, which is embodied in its use of materials (including stucco with terra cotta trim), dark-painted wood windows, red clay tile roofs, multi-planed roofline, and stucco-covered cupolas. Ultimately, the building remains a well-preserved example of an adaptation of a regional architectural style for government uses.

INTEGRITY

In addition to qualifying for listing under at least one of the National Register criteria, a property must be shown to have sufficient historic integrity. The concept of integrity is essential to identifying the important physical characteristics of historical resources and hence, in evaluating adverse changes to them. Integrity is defined as “the authenticity of an historical resource’s physical identity evidenced by the survival of characteristics that existed during the resource’s period of significance.”⁴ The same seven variables or aspects that define integrity—location, design, setting, materials, workmanship, feeling and association—are used to evaluate a resource’s eligibility for listing in the National Register. According to the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, these seven characteristics are defined as follows:

- Location is the place where the historic property was constructed.
- Design is the combination of elements that create the form, plans, space, structure and style of the property.
- Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s).
- Materials refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property.
- Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history.
- Feeling is the property’s expression of the aesthetic or historic sense of a particular period of time.

² Clayton B. Fraser, *National Register of Historic Places Inventory - Nomination Form: Inspection Station/U.S. Custom House, San Ysidro, California* (7 March 1982) Section 8.

³ *Ibid.*, Section 7.

⁴ California Office of Historic Preservation, *Technical Assistant Series No. 7, How to Nominate a Resource to the California Register of Historic Resources* (Sacramento, CA: California Office of State Publishing, 4 September 2001) .11

- Association is the direct link between an important historic event or person and a historic property.

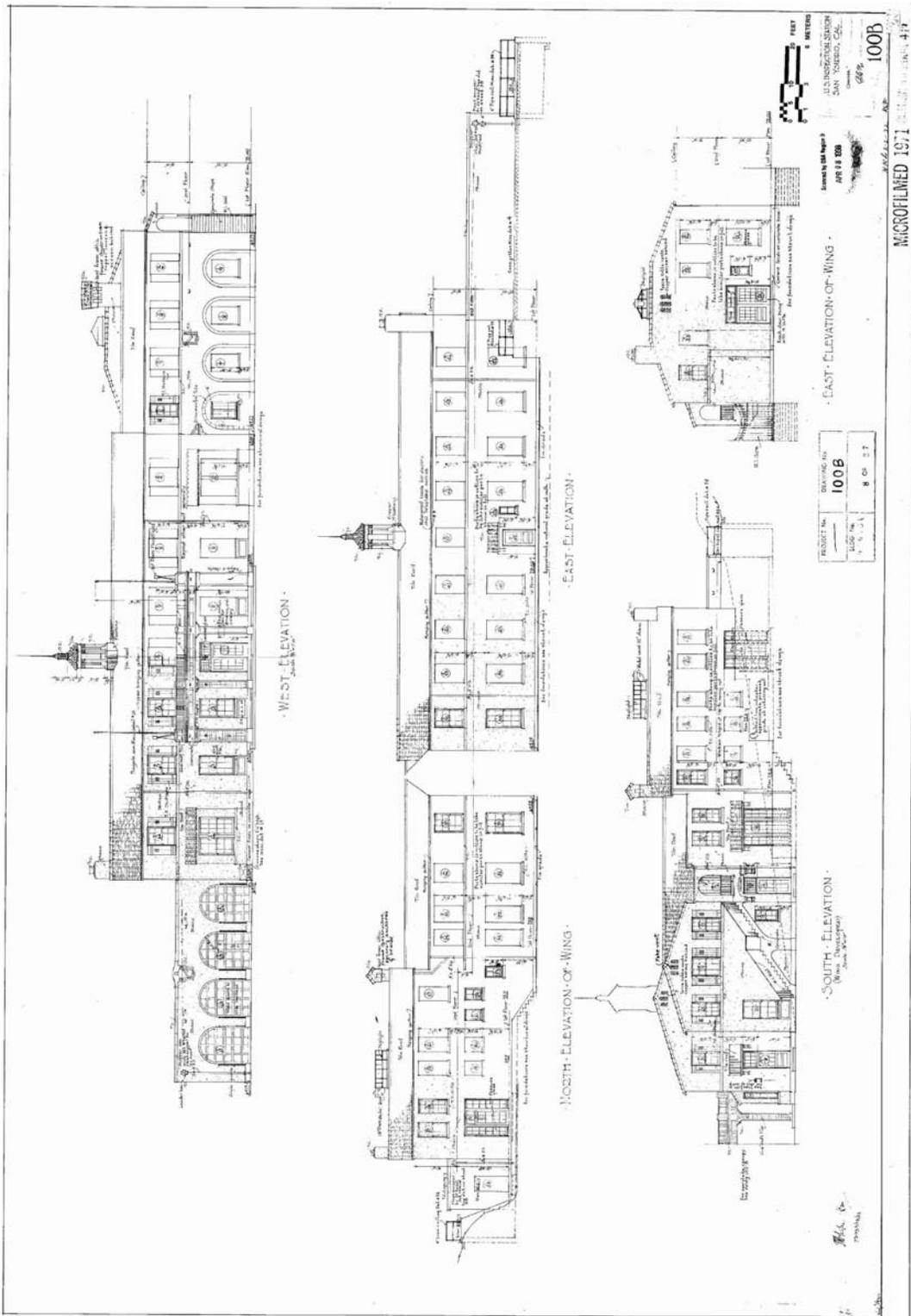
At the time of its nomination in 1982, the 1933 Inspection Station/Custom House possessed sufficient historic integrity to qualify it for National Register listing. The Inspection Station/Custom House was the only resource to be listed in the National Register; the surrounding site was not included in the nomination, since much of the historic setting had been previously compromised by the construction of the adjacent 1960s border station and new security features, including fences, gates, and walkways. Noted alterations to the building included in the nomination consisted of a one-story addition at the rear, the porch on the primary façade, and numerous interior alterations to accommodate increased traffic. Despite these alterations, the building still possessed exterior historic integrity to ultimately qualify it for listing in the National Register of Historic Places.

Today, the building still exemplifies its historic significance as a Spanish Colonial Revival Border Station. Other alterations not previously identified have included:

- Alterations of one arch on the one-story maintenance/garage wing;
- Removal of four windows on the north façade of the one-story maintenance/garage wing;
- Removal of two door openings and one window on the south façade of the one-story maintenance/garage wing;
- Construction of a one-story shed addition near the one-story maintenance/garage wing, and a one-story mechanical room addition to the rear of the two-story mass;
- Construction of a two-story wall off of the northwest corner of the two-story mass (facing the adjacent border stations);
- Infill of the four arches on the west façade of the one-story maintenance/garage wing; and
- Removal of a one-story corner from the east elevation of the two-story wing;

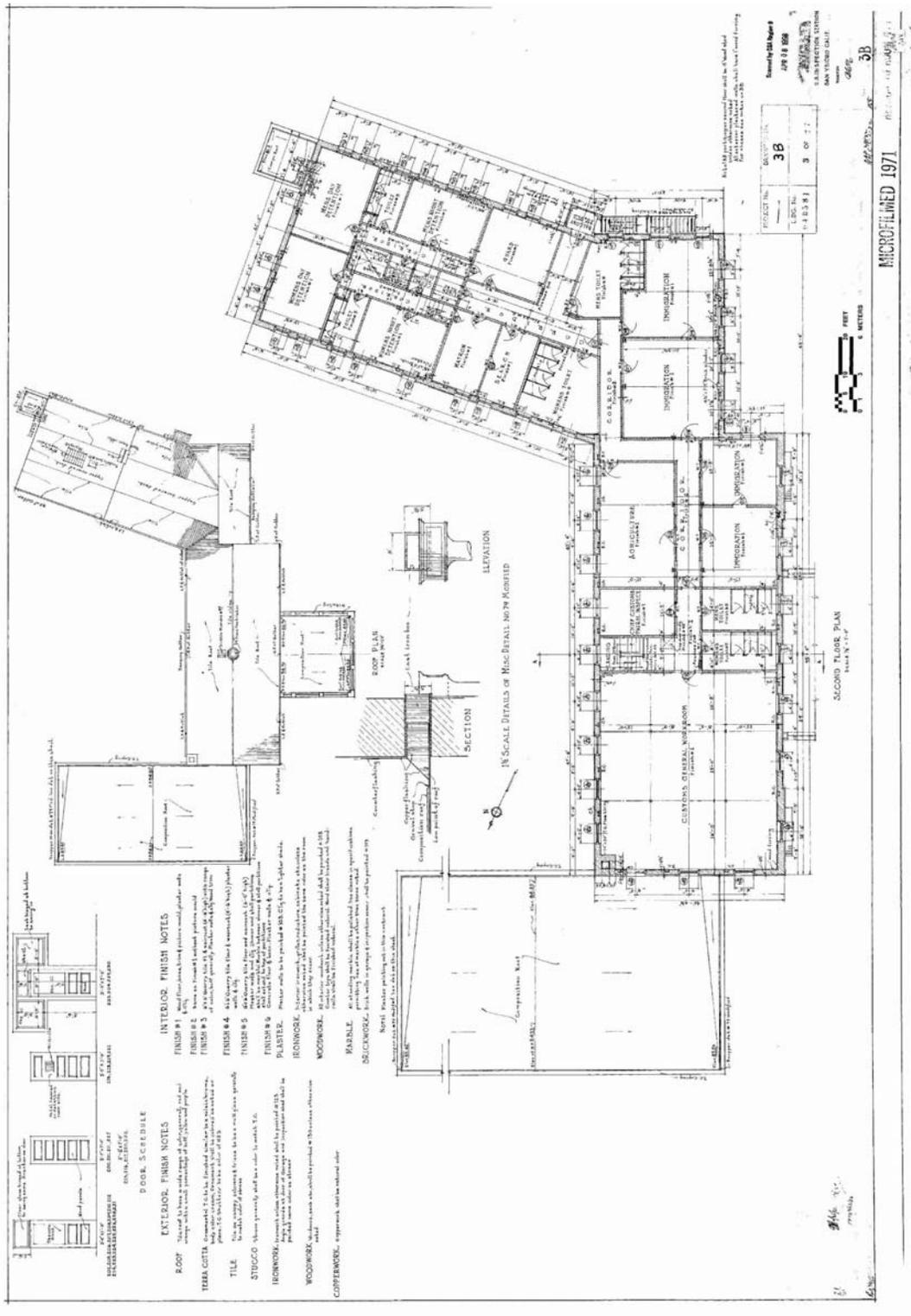
Despite these alterations, the building still possesses integrity of design, materials, and workmanship, since the majority of its original Spanish Colonial Revival elements have been retained and preserved.

The surrounding site and setting has consistently been renovated and no longer contributes to the significance of the building. Notable changes have occurred to the rear slope, the four trees in the rear of the property, and the original site furniture, which has been removed.



⁵ Historic Elevations, original construction drawings.

⁵ Historic drawings provided by GSA Region 9 Preservation Officer



⁶ Historic Plans, original construction drawings of second floor.

⁶ Historic images provided by GSA Region 9 Preservation Officer

III. PRELIMINARY BUILDING CONDITIONS ASSESSMENT

A. ARCHITECTURAL

Given the building's relative lack of use (the second floor of the central and south wings are unoccupied) and exposure to vandalism, it appears to be generally well-maintained. A few focus areas of deterioration were observed. These include the following (see Figures 9-10):

- Clay roof tiles are broken, cracked and loose in a number of locations. Site representatives reported that this was due to illegal aliens climbing the border fence and running across the building's roof(s).



Figure 9: Existing damage to cap and pan roof.

- Similarly, the building's copper gutters and downspouts are dented, displaced, warped, or missing.
- Improper drainage from the damaged gutters and downspouts has led to some deterioration of the exterior cement plaster stucco.
- The terra cotta at the cupola is cracked and spalled. The patterns of deterioration are consistent with corrosion-related expansion of embedded steel elements in the terra cotta assembly.

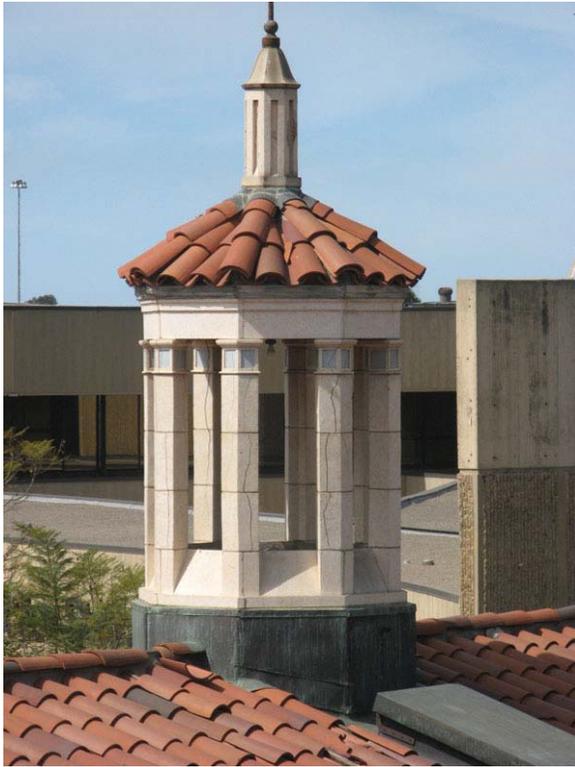


Figure 10: Existing cracking in terra cotta assemblies.

- Terra cotta support brackets at the south elevation stair balcony are also cracked.
- A textured coating has been applied to the building exterior stucco (and other elements, such as conduit). The coating has failed in a number of areas and appears to be holding moisture within the cement plaster stucco.
- Wood window sills and sashes appear to suffer from ultraviolet light degradation.

B. STRUCTURAL

The following is excerpted from the Forell/Elsesser Structural Evaluation (included as Appendix A):

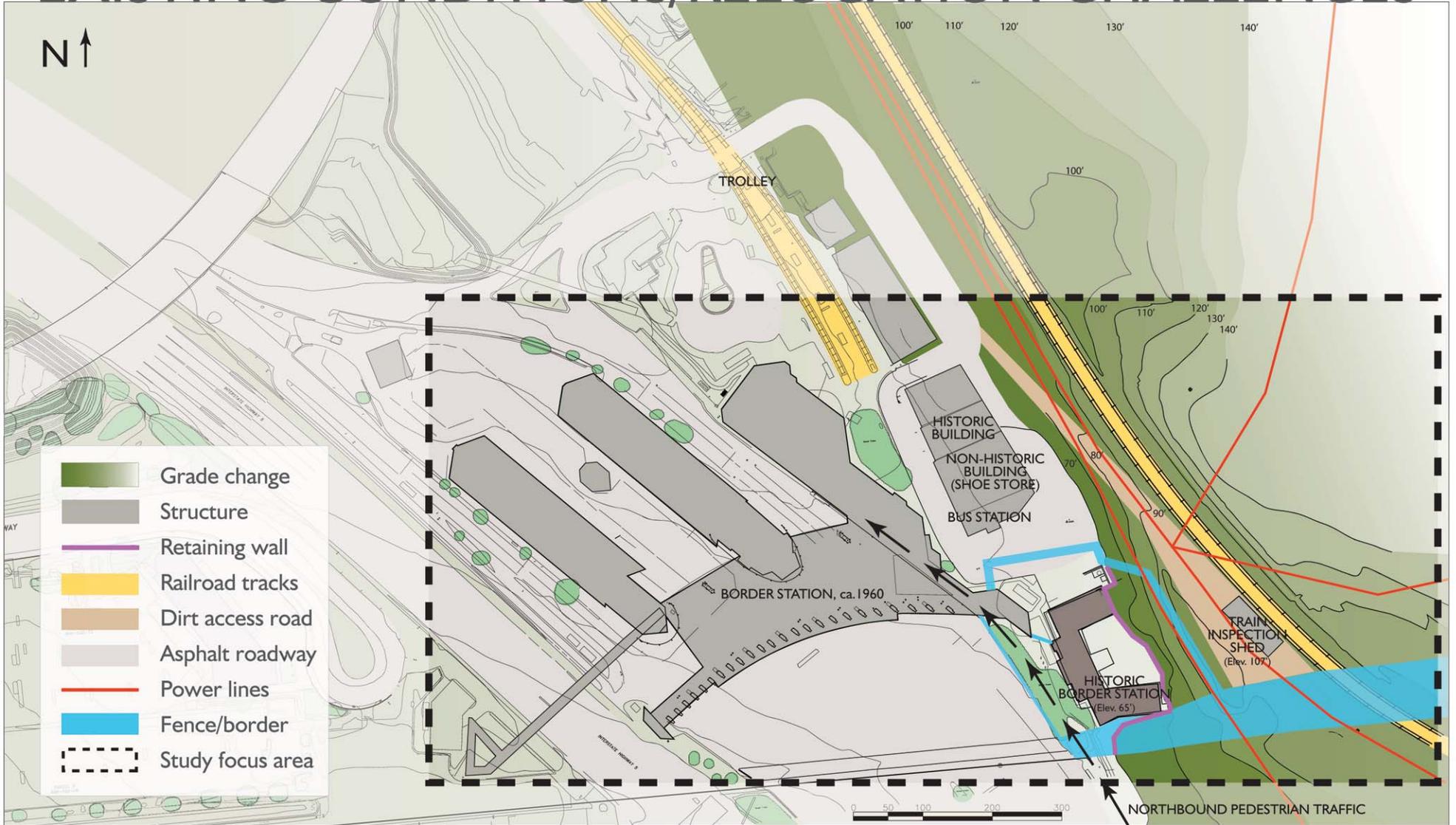
The structure of the central and south wings are well-engineered for the time of their construction, and appear to be in generally good condition, with a few exceptions. These include some spalling of the pile caps at their interface with the ground, and some spalling of the plaster on the south face of the south wing. The source of spalling, in both cases, is not known but seems to be related to moisture intrusion. The structure of the south wing is more distressed, due to its use as a utility space, and to the apparent modifications over time.

C. CIVIL

Existing utilities appear to be in well maintained and operable condition. All utilities are accessed through the northeast corner, and are easily serviced via the building's crawlspace. Water and sewer service is provided through lines maintained by the City of San Diego that run along San Ysidro

Boulevard. Gas and electric services are provided by San Diego Gas & Electric, and follow lines along San Ysidro Boulevard. (See Civil Engineer's Report, Included as Appendix C)

EXISTING CONDITIONS/RELOCATION CHALLENGES



SAN YSIDRO BORDER STATION RELOCATION STUDY

IV. RELOCATION CRITERIA UNDER THE NATIONAL REGISTER

In order for a resource to be listed in the National Register, it must maintain historical significance within a specified context and possess integrity. The proposed project will affect the resource's integrity of location and setting, since it will move it from its original location. Currently, the old Custom House maintains no historic relationship to any of the surrounding properties, and the building's integrity of setting has been compromised by the various alterations to the surrounding site.

The subject property would have to meet National Register Criteria Consideration B: Moved Properties, in order to maintain its eligibility for listing in the National Register. Criteria Consideration B: Moved Properties is defined as:

“A property removed from its original or historically significant location can be eligible if it is significant primarily for architectural value or it is the surviving property most importantly associated with a historic person or event.”⁷

As a resource significant under Criteria A and C, the old Custom House at the San Ysidro Border Station must “...retain enough historic features to convey its architectural values and retain integrity of design, materials, workmanship, feeling, and association,” and “...be demonstrated to be the surviving property *most importantly* associated with a particular historic event or an important aspect of a historic person's life.”⁸ The phrase “most importantly associated” means that it must be the single surviving property that is most closely associated with the event.

Generally, a moved property must retain its orientation, setting, and general environment, as comparable to those of its historic location; this environment must also be compatible with the property's historic significance. The question of compatibility is evaluated on a case-by-case basis, and should examine the property's current level of integrity and character-defining features.

For moved properties, it is not appropriate to move a portion of a building, structure, or object, since it becomes a fragment of a larger resource, and loses integrity of design, setting, materials, workmanship, and location.

⁷ National Park Service, *National Register Bulletin: How to Apply the National Register Criteria for Evaluation* (Washington D.C.: National Park Service, 1997) 29.

⁸ Ibid.

V. ANALYSIS OF SITE – OPTION I

A. SITE DESCRIPTION

Option 1 represents the relocation of the old Custom House to a new site approximately 45 ft. to the east (behind) and 6 ft. above the existing site (See Figures 11-12). As presented by RDC, the primary goal of relocation to this site is maximization of available land in front of the historic building for potential use as a pre-security public plaza. This plaza, forming the eastern edge of the adjacent vehicular entry, would serve as a gathering node for both the northbound and southbound pedestrian traffic. Relocation to this site represents a focused benefit intended to maximize the available space for this plaza.



Figure 11: Option 1 site.

It was the determination of the project team that, although a greater move of up to 50 ft. is potentially viable, the 45 ft. mark represents the maximum feasible acquisition of usable square footage from the existing slope east of the site. The potential site bounds are thus defined by the retaining and topographic needs of the steeply sloping hillside to the east, the easement of the electrical transmission lines approximately halfway up the eastern hillside, an existing incinerator north of the proposed site, and the existing border fence fronting the south facade. (See Board 2, Relocation Option 1, for further analysis of the site boundary and potential constraints.)



Figure 12: Existing landscape and topography impacted by relocation to Option 1.

In Option 1, two alternatives are possible for treatment of the north wing. The first alternative would be full retention of all exterior load-bearing walls only. The exterior walls would be saw-cut from the foundation, moved as a homogeneous unit, and relocated on a new foundation. The second alternative involves the full deconstruction of the north wing, with reconstruction of the wing to match the original, utilizing salvaged material to the greatest degree possible. The remaining two-story structure would be moved as a solitary unit.

B. SITE ANALYSIS

For the purposes of this analysis, a 45-foot eastward move is assumed. Site restraints, including sub-surface conditions, the power line easement, and retention of the hillside, have dictated the assumed 45-foot limitation. Additionally, for code consideration, continuing the existing occupancy is assumed.

i. Site Preparation

The primary constraint of Option 1 is the significant alteration of the topography necessary to establish a level site. This includes:

- Regrading of the site, see attached Foldout titled “Relocation Option 1”.
- Creation of a level site, 6 ft. above the current elevation, intended to lessen the necessary regrading of the existing slope by raising the finish floor level.

Additionally, raising the building creates a “plinth” on which the building would be lifted above the proposed pedestrian plaza.

- Creation of a foundation that would accommodate the existing finish floor level change in the south wing of the existing building.
- Establishing a series of keystone retaining walls to retain the eastern hillside following the guidelines established by the soils report.

ii. Grading & Retaining Walls

The soils report, produced by Ninyo & Moore in September 2005, defines a maximum of 1:2 (vertical to horizontal) for the regrading of topography within zones defined as alluvian soil. Due to this constraint, the retraining walls have been designed in a manner that will garner the most usable square footage to the project while allowing for the greatest retention of the existing slope.

iii. Drainage & Utilities

Utility connections for the existing building are located at the northwest corner. Due to this, no significant issues regarding extension of existing building utilities to the new site are identified. The primary drainage and utility concerns are:

- The extant electrical transmission lines approximately halfway up the existing slope.
- The easement of the transmission lines currently owned and operated by S.D. G&E. The easement will not be impacted by the relocation as it forms the eastern edge of the relocation site.
- Establishing positive drainage from the proposed terraced slope will likely involve the installation of sub-grade drainage systems channeling runoff to the catchment basin located south of the existing building.



Figure 13: Drainage culvert, forming border crossing buffer zone between United States and Mexican border fences.

iv. Accessibility & Parking

Parking, including accessible, visitor, and service vehicle parking, will move east of its current location. A future lot requires reorganization and regarding to provide for an 80 ft. fire truck turn-around. Additionally, further design of a new stair and accessible ramp from the newly created pedestrian plaza is required to accommodate the proposed elevation change (see *Code Implications* section below). Further analysis of fire accessibility is required as part of the planning for the full facility.

v. Landscaping

Landscaping adjacent to the building will be at the discretion of the project architect as it relates to the newly established pedestrian plaza. Landscaping behind the existing building will be limited to planting areas created by the terraced hillside. Low impact, native vegetation should be used at this location to limit irrigation needs.

vi. Security Fence

In essence, the building would continue to function as it currently does, as a segment of the security fence. As designed, the security fences turns into the south west corner of the building and continues from the northwest via a concrete wall connecting it to the adjacent 1960s Border Station, thus allowing pedestrian access to the main façade from Mexico. This relationship and programming would continue

to exist if moved back 45 ft. A new security fence, complimentary with the new plaza, would be constructed to connect the existing Brutalist building and the historic border station. The west elevation of the garage wing would no longer be obstructed.

C. ANALYSIS OF MOVE ROUTE

A key benefit of Option 1 is the straightforward move of the building. Each wing would be moved separately approximately 45 feet back, and 6 feet up, and be reassembled once in location. Issues of note include:

- Significant site preparation is required prior to relocation to create a level site. This entails retaining the existing slope. Options for the new retaining wall system include a series of stepped terraces to achieve the maximum allowable 2:1 (horizontal to vertical) slope as defined by Ninyo & Moore or a single, prefabricated retaining wall system.
- The relocated building footprint would overlap the current location. Excavation and new foundation construction would be required under the north and south wings. This will demand either shoring the wings in place and working under them, or temporarily relocating the wings while new footings are excavated and placed.
- Site preparation may involve the temporary relocation of the existing electrical transmission lines.
- The incinerator would likely be removed as part of this relocation.
- The creation of a new foundation incorporating the finish floor elevation changes of the existing building.

D. CODE IMPLICATION OF RELOCATION

As a relocated federal property, the building will be reviewed under the guidelines of the International Building Code. The individual features of the proposed project will qualify for consideration under the State Historic Building Code if extenuating circumstances exist. Preliminary code concerns regarding relocation to Option 1 include:

- Installation of a new ramp to access the elevated building. Further study should be completed regarding the design and orientation of the ramp. To avoid installation of a handrail, the ramp must be qualified as a “walk” with a rise to run of 1:20.

- Installation of grand stairs accessing the existing canopy and main entrance. These stairs should be designed with a 6:12 rise to run. An intermediate landing of 4-6 ft. would be recommended to divide the entry stairs.
- Installation of intermediate railing for the new stairs at a 6-7 ft. interval.
- The requirements for installation of an internal fire suppression system have not been covered within this study. Necessary fire suppression systems will be contingent upon determination of the type of construction for fire code analysis.
- Installation of a Fire Department Connection at the north end of the building.
- Installation of a fire hydrant within 75 ft. of the existing building. Existing hydrants are unknown at this time.
- The parking lot on the north side of the building will likely necessitate reorganization to achieve the minimum 80 ft. turning radius for a fire engine.
- Typically, the Fire Marshal for a Federal Property enters into cooperative agreements with the local fire officials. The agreements are based on the understanding that the designs conform to NFPA and NEC. In emergency conditions, the fire department would be granted access through secure areas when needed. All inspections would be accessed through the north wing.

E. COST SUMMARY

The preliminary cost estimate for the Option 1 relocation is \$6,986,958 (approximately \$340.83 per square foot). Highlights include (for a detailed analysis, see *Appendix F, Cost Estimates*):

- \$2,442,435 allocated for demolition, site work, and building relocation. This includes the necessary regrading of the rear hillside and build-up of the land to establish a plinth.
- \$1,421,880 allocated for seismic upgrades. This number is a direct escalation of the number provided by Forell/Elsesser in their 1991 study.
- General Conditions at 12%
- Overhead and Profit at 10%
- Insurance and Bonds at 2.25%
- Estimation contingency at 15%.

F. ASSESSMENT OF RELOCATION

This option represents the least impact to the historic location and setting of the building. Although significant earthwork will occur to accommodate the move, the overall context would change little

from its current state. Little alteration would occur to existing lines of site, as well as the building's strong presence on the U.S./Mexican border. However, due to the steep slope, utility/transmission lines, and alterations to the pedestrian right-of-way, a 45 ft. move has been determined to be the maximum available gain from the hillside.

The proposed relocation project has the potential to impact the historic character and eligibility of the National Register-listed subject property, the 1933 U.S. Inspection Station/Custom House.

Generally, the relocation options should strive to retain the building's visual prominence, relationship to the border crossing, orientation, building massing, and Spanish Colonial character-defining features; these features are essential in maintaining the property's eligibility for listing in the National Register.

The proposed project will affect the integrity of materials and workmanship, since the buildings will require a new foundation. The building's existing foundation consists of a concrete bond beam with poured-in-place piles and end-caps. However, the foundation is not considered character-defining. Therefore, the integrity of materials and workmanship would not be adversely affected.

Under Criteria Consideration B: Moved Properties, the subject property would maintain its eligibility for listing in the National Register for its architectural value (Criterion C: Design/Construction), since the property's character-defining Spanish Colonial Revival features would not be affected. The Immigration Station/Custom House would be considered "a resource moved from one location on its original site to another location on the property, during or after its period of significance."⁹

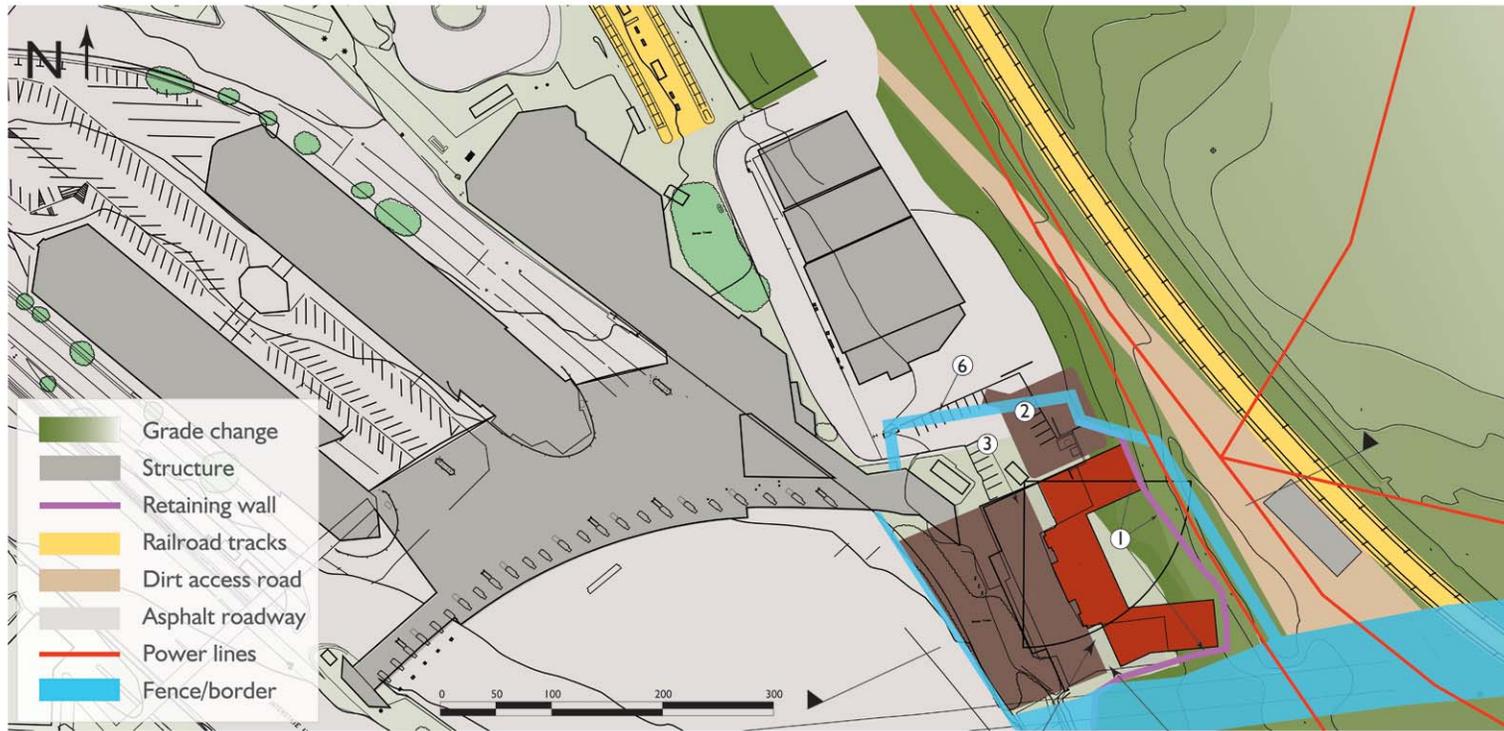
Although the subject property would lose its integrity of location, the other aspects of integrity would be retained. The integrity of setting would not be affected, since the property's integrity of setting has been previously compromised. Furthermore, this relocation option keeps the 1933 Inspection Station/Custom House in close vicinity to the original site; therefore, the property would still maintain a strong visual relationship to the border crossing.

Under Criteria Consideration B: Moved Properties, the subject property would maintain its eligibility for listing in the National Register for its historical association (Criterion A: Events), since the subject property would retain its symbolic importance as a regional example of the international relations between the United States and Mexico. Currently, the building's historical significance characterizes it

⁹ Ibid.

as a free-standing building oriented towards the main thoroughfare of the border crossing. The subject property would still be part of the larger San Ysidro Border Station, and would be prominently featured on its new site.

RELOCATION OPTION #1



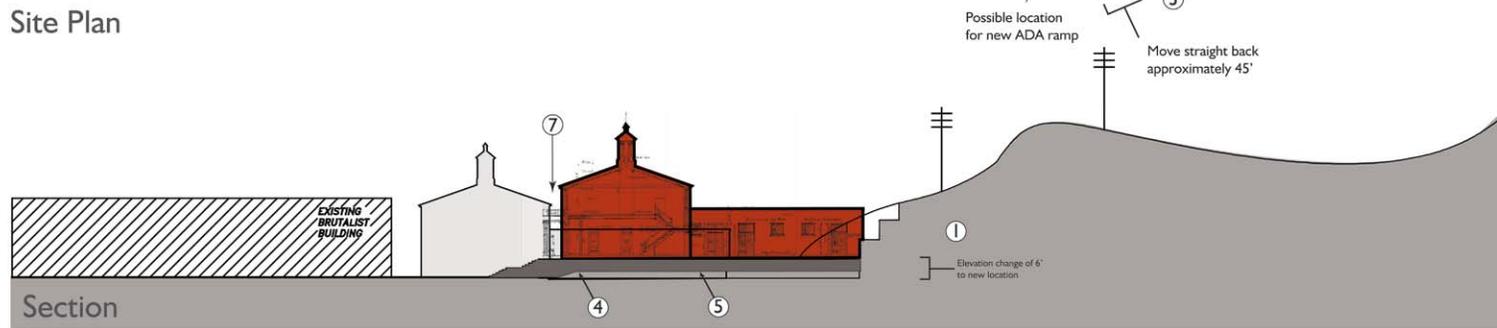
PROS

- The location and move represent least impact to the building's integrity.
- Location likely represents the easiest physical move.
- No concerns regarding acquisition of land.
- Least disruptive to the building.
- Represents a small impact to parking, loading, fire access, and pedestrian accessibility concerns.
- Location will be able to retain north wing.
- No impact to power lines.
- Provides necessary area for plaza adjacent to historic building.

CONS

- Site represents a focused benefit.
- The site will likely become constrained again by future facility expansion requirements.
- The move will have significant impact on the topography and landscaping of the surrounding site. To move the structure back approximately 40', significant re-grading will be necessary due to additional needs for retaining the existing slope.
- Courtyard may feel "compressed" by adjacent steep slope.

Site Plan



Section

KEY NOTES

- 1 Proposed retaining walls.
- 2 Parking moved east. If possible, retain existing incinerator.
- 3 New fire hydrant.
- 4 New stairs and accessible ramp.
- 5 New foundation.
- 6 Security perimeter fence location to be determined.
- 7 Existing and new building location overlap, foundation to be built under raised building

SAN YSIDRO BORDER STATION RELOCATION STUDY

VI. ANALYSIS OF SITE – OPTION 2

A. SITE DESCRIPTION

Option 2 entails relocation of the old Custom House to a site approximately 270 ft. northwest of the existing location (See Figures 14-16). The potential site is bounded to the north by an art deco building potentially eligible for local historic significance and to the west by the existing 1960s border station. An extant building, approximately 13,000 sq. ft. supporting both a retail function as well as a Greyhound Bus facility, is currently located on the proposed site. This building would be demolished as part of this relocation option.



Figure 14: Existing structures at Option 2. The potentially historic Art Deco building is third from the left of the group (white rear façade).

With the notable exception of acquisition of the land (not covered as part of this study), Option 2 represents the least challenge to earthwork, utilities, and relocation. A negligible change in elevation and open path of travel allows for little difficulty in relocating the existing building to this site. Additionally, the site would require little regrading and earthwork, and could easily be accessed with existing utility lines from San Ysidro Boulevard.



Figure 15: Art Deco façade of potentially historic extant building.

This potential site provides the greatest flexibility for programming and reuse. Due to the sites proximity to both the pedestrian access and the San Diego Trolley, the building would regain its public identity and accessibility lost at its current location. Additionally, the extension of the trolley line would provide the additional track length necessary to increase the size of the trains accommodated at the current station, providing a strong public connection. This available access would provide significant flexibility in reuse and programming.

Three alternatives exist for the treatment of the garage (north wing) within the Option 2 move scenarios. As a character-defining element of the historic building, retention of the garage has been deemed necessary. The options for treatment are as follows:

1. Demolish the non-structural interior partitions and relocate the shell of the north-wing.
2. Demolish the eastern half of the wing (and non-structural partitions) and relocate the shell of the western half.
3. Demolish the north wing and reconstruct new to match original.

B. SITE ANALYSIS

For the purposes of this analysis, the acquisition of the land is assumed to be feasible. The following summary assumes GSA ownership of the potential site (see Board 2, Relocation Option 2).

i. Site Preparation

The Option 2 site represents the easiest site preparation. Site preparation involves:

- The removal of the existing building.
- Removal and capping of existing utilities.
- Installation of a new foundation system that incorporates the elevation changes of the extant building.
- Minimal regrading to establish a flat, viable site.

ii. Grading & Retaining Walls

No grading or retaining walls will be necessary for this site.

iii. Drainage & Utilities

The site will easily be connected to existing utility services currently available by means of San Ysidro Boulevard. No significant alterations or installation of utility lines will be necessary.

iv. Accessibility & Parking

The Option 2 site will be accessible from all sides via a proposed fire access road encircling the building. Parking will be available near its current location, south of the proposed site. Further analysis of fire coverage will be required pending completion of the master planning for the full facility.

v. Landscaping

As the building will become the eastern edge of a proposed new pedestrian plaza, landscaping will be designed by the prime architect, incorporating the needs of the new Trolley stop.

vi. Security Fence

Site security will be determined with the final programmatic design for the border station.

C. ANALYSIS OF MOVE ROUTE

With a negligible elevation change of approximately 2-4 ft. and little risk of impacting the brutalist building, no significant obstacles appear to impede the proposed move route. Due to this, there appears to be minimal challenge to relocating the port building to the Option 2 site. The challenges observed include:

- Relocation or removal of the existing incinerator.
- Security concerns regarding removal of the existing building from its current location (and potential needs for temporary fencing).
- Negotiating the building around the existing border station.
- Relocation of the existing bus station to a location off-site.

Note: The subsurface soil condition is unknown for this relocation. Although no significant challenges are present above grade, the soil may not be capable of bearing the weight of the building during the move. Additional study must be preformed to analyze the potential needs for surface compaction of the move route.



Figure 16: Potential move route of Option 2.

D. CODE IMPLICATION OF RELOCATION

The building will be reviewed as under the guidelines of the International Building Code, with a change in occupancy code for greater public access assumed. All new building construction will be subject to the requirements of the IBC, with individual features qualifying for consideration under

the State Historic Building Code if extenuating circumstances exist. Preliminary code concerns regarding relocation to Option 2 include:

- Fire access will be provided via a road encircling the new Option 2 site. Parking will be provided in the location of the extant lot.
- The building will be set at grade replicating the extant condition. Minimal ramping will be necessary.
- The requirements for installation of an internal fire suppression system have not been covered within this study. Necessary fire suppression systems will be contingent upon determination of the type of construction for fire code analysis.
- Installation of a new Fire Department Connection, location to-be-determined.
- Installation of a fire hydrant within 75 ft. of the existing building. Existing hydrants are unknown at this time.

E. COST SUMMARY

The preliminary cost estimate for the Option 2 relocation is \$6,173,201 (approximately \$301.13 per square foot). Highlights include (for a detailed analysis, see *Appendix F, Cost Estimates*):

- \$1,942,458 allocated for demolition, site work, and building relocation. This includes the necessary demolition of the extant building on the proposed site as well as minimal regrading.
- \$1,421,880 allocated for seismic upgrades. This number is a direct escalation of the number provided by Forell/Elsesser in their 1991 study.
- General Conditions at 12%.
- Overhead and Profit at 10%.
- Insurance and Bonds at 2.25%
- Estimation contingency at 15%.

E. ASSESSMENT OF RELOCATION

This option represents the simplest, most straight forward relocation option. No significant challenges regarding the installation of a foundation, utilities access, or overall accessibility are apparent. This option also presents the greatest flexibility to programming and reuse. However, this option represents an impact to the historic location and setting of the building, and is not recommended in terms of maintaining the property's National Register listing.

The proposed relocation project has the potential to impact the historic character and eligibility of the National Register-listed subject property, the 1933 U.S. Inspection Station/Custom House.

Generally, the relocation options should strive to retain the building's visual prominence, relationship to the border crossing, orientation, building massing, and Spanish Colonial character-defining features; these features are essential in maintaining the property's eligibility for listing in the National Register.

The proposed project will affect the integrity of materials and workmanship, since the buildings will require a new foundation. The building's existing foundation consists of a concrete bond beam with poured-in-place piles and end-caps. However, the foundation is not considered character-defining. Therefore, the integrity of materials and workmanship would not be adversely affected.

Under Criteria Consideration B: Moved Properties, the subject property would maintain its eligibility for listing in the National Register for its architectural value (Criterion C: Design/Construction), since the property's character-defining Spanish Colonial Revival features would not be affected. The Immigration Station/Custom House would be considered "a resource moved from one location on its original site to another location on the property, during or after its period of significance."¹⁰ Although the subject property would lose its integrity of location, the other aspects of integrity would be retained. The integrity of setting would not be affected, since the property's integrity of setting has been previously compromised. However, this relocation option does not maintain the close relationship between border crossing and the 1933 Inspection Station/Custom House.

Under Criteria Consideration B: Moved Properties, the subject property would not maintain its eligibility for listing in the National Register for its historical association (Criterion A: Events), since the subject property's symbolic importance (as a regional example of the international relations between the United States and Mexico) would not be clear because of the long distance to the actual border. Furthermore, the new border station would interfere with the clear visual connection to the border crossing. Currently, the building's historical significance characterizes it as a free-standing building oriented towards the main thoroughfare of the border crossing. As part of Option 2, the subject property would be located adjacent to an Art Deco building, and would be used as part of a public plaza, rather

¹⁰ Ibid.

than for border crossing functions. The property' orientation and massing may be affected, and the new location would not match the property's original location and setting.

RELOCATION OPTION #2



Site Plan



Elevation

PROS

- Possible extension of the trolley line and creation of a public plaza.
- Likely represents the best reuse programming opportunity.
- Involves the least amount of earthwork.
- The least expensive due to minimal site work.
- Utility connections are relatively simple on San Ysidro Blvd.
- Greater public access from the U.S.
- Retention of North Wing feasible.
- Unconstrained move route.
- No impact to power lines.

CONS

- Non-compatible design adjacent to the likely locally significant Art Deco façade.
- Site represents the greatest impact to the historic integrity of the building. Will likely require a Section 110 review.
- Least visibility -- high visibility called out as character defining element of the building. This has previously been altered in its extant position.
- Creates false street frontage with varying architectural styles.
- Potential Difficulty and added costs in acquiring site and demolishing existing buildings.
- The relocated building is tight to the existing Brutalist-style border station at the southwest corner.

KEY NOTES

- ① Proposed new parking location. Existing incinerator to remain if possible
- ② Remove existing retail and bus station.
- ③ Retain existing historic Art Deco building.
- ④ Possible extension of San Diego trolley to accommodate larger trains
- ⑤ Reconstruct canopy, size is to be determined.
- ⑥ Retain north wing.
- ⑦ Security perimeter fence location to be determined
- ⑧ Fire truck access.
- ⑨ Restore historic window configuration.

SAN YSIDRO BORDER STATION RELOCATION STUDY

VII. ANALYSIS OF SITE – OPTION 3

A. SITE DESCRIPTION

Option 3 represents the relocation of the old Custom House to a site approximately 168 ft. behind, and 43.9 ft. above, the current location (See Figures 17-18). The proposed site consists of a plateau established for the extant railroad tracks and freight inspection building. This location would be the most visible, iconic location proposed; however it is also the most difficult for relocation and reprogramming. This site occupies an area bounded by Union Pacific Rail Road tracks to the east, border fence to the south, and the existing slope to the west (see Board 3, Relocation Option 3).



Figure 17: Option 3 site. Note significant infrastructure including power lines and railroad tracks.

The proposed Option 3 site includes challenges posed by the extant transmission lines, a significant elevation change, and incompatible building orientation for the proposed programming. The prime entry of the existing building faces nearly due west. After relocation, this orientation would create a strong visual connection to the Brutalist border station and vehicular border crossing at the base of the slope. However, perched at the edge of the slope, this would create a difficult primary entrance for any new programmed use. Significant landscaping and regrading may be necessary to create a terrace in front of the main entrance.

This relocation represents the most difficult and costly option. Temporary steel framing would need to be constructed to support the building during the vertical lifting and the move (approximately 170

ft) to the east. It is assumed that the building would be moved in two major phases, a vertical lift and a horizontal slide. Although feasible, this appears to be very difficult. This is further discussed in the *Analysis of Move Route* section of Option 3.

It would be assumed that, because of the difficulty of this relocation, the north garage would be demolished for the purposes of this move, and reconstructed utilizing salvaged material to the greatest extent possible. Additionally, a preliminary analysis of a potential relocation site east of the railroad tracks was studied, and determined to be inadequate for use due to constraints of the topography and significant visual and physical impact on the historic building.

B. SITE ANALYSIS

For the purpose of this study, the Option 3 site is assumed to be under full control and ownership of the GSA. Although land acquisition is not covered under the scope of this study, significant easement rights controlled by both SDG&E and the Union Pacific Railroad may impede further development of this option. Additionally, for code consideration, continuing the existing occupancy is assumed.



Figure 18: Note elevation change between current location and Option 3 site.

i. Site Preparation

Significant site preparation must occur to create a viable Option 3 site. This includes:

- Regrading of the site to establish a level plateau at the 103 ft. elevation mark, or equal to the extant railroad tracks. (Existing site consists of a earthen berm approximately 7 ft. in height.)
- Removal and relocation of existing transmission lines.
- Removal and relocation of existing security fencing.
- Removal of the existing railroad shed and concrete platform.
- Installation of friction piles and new foundation.

ii. Grading & Retaining Walls

Significant stabilization and regrading would be necessary for the relocation. The existing hillside would require significant stabilization prior to relocation. In addition, the existing 7 ft. berm, extending to +110 ft. elevation, would need to be graded flat to match the 103 ft. elevation of the rail lines. The subsurface condition of the soil is not known at this time. Surface compaction or consolidation may also be necessary to complete the relocation. To supplement the extant road, substantial grading and road construction will be required to provide sufficient access to the proposed site.

iii. Drainage & Utilities

No utilities currently exist at the proposed site. All utilities would be fed via new lines connecting to the existing utility services located at the base of the existing slope, under San Ysidro Boulevard. This would involve approximately 510 ft. of trenching for the installation of water, sewer, and gas lines (three lines at 170 ft. each). Electrical service could be provided by existing transmission lines already located at the site.

iv. Accessibility & Parking

Accessibility and parking would be provided by the addition of a new parking lot at the north edge of the building. This parking lot would form the terminus and turn-around for a road currently accessing the extant rail shed and tracks. Substantial grading and road excavation would be necessary to supplement the existing roadway.

v. Landscaping

Due to the awkward placement of the front canopy and primary entrance adjacent to the existing steep hillside, landscaping and paving would be required to establish and enticing front “porch.” This area would project slightly from the existing hillside and would be created by compacting the soil removed from the existing berm. A retaining wall would be necessary to support the additional landscaping.

vi. Security Fence

No information regarding the security fence is available at this time.

C. ANALYSIS OF MOVE ROUTE

The Option 3 move route is extremely difficult, necessitating significant amounts of temporary shoring, regrading, and seismic stabilization.

The building would likely be moved as a single unit in two major steps: first vertically, then horizontally. The first phase would involve lifting the building to the necessary height of approximately 110 ft. (or approximately 45 ft. above its current location). Next the building would be slid approximately 170 ft. along a temporary “bridge” spanning across the existing slope. Both lifting the building as well as creating the necessary “bridge” would involve intensive steel fabrication in addition to the necessary structural stabilization of the building.

Additional challenges presented by the move route include:

- Removal/relocation of the existing electrical transmission lines.
- Removal of the security fence at the top of the existing slope.
- Removal of the existing rail shed.
- Removal of the existing incinerator.
- Temporary stabilization of the existing slope.

D. CODE IMPLICATION OF RELOCATION

As a relocated federal property, the building will be reviewed as under the guidelines of the International Building Code. The individual features of the proposed project will qualify for consideration under the State Historic Building Code if extenuating circumstances exist. Preliminary code concerns regarding relocation to Option 3 include:

- The structural system necessary for temporary shoring.

- Fire access will be provided via an existing road accessing the Option 3 site. This road will terminate with either a parking lot with an 80 ft. clearance or a hammer-head turn around.
- New ADA accessible parking will be provided in a lot adjacent to the north façade.
- Requirements for installation of an internal fire suppression system have not been covered within this study. Necessary fire suppression systems will be contingent upon determination of the type of construction for fire code analysis.
- Installation of a new Fire Department Connection located at the northwest corner of the building.
- Installation of a fire hydrant within 75 ft. of the existing building. No existing hydrants are located at the Option 3 site. A trench and main will have to be provided for the site.
- To replicate the historic topographic relation, the building will be placed at grade. No significant work will be necessary for disabled access. Access from the existing brutalist border station would be provided via the required handicap parking spaces.

E. COST SUMMARY

The preliminary cost estimate for the Option 3 relocation is \$12,408,737 (approximately \$605.30 per square foot). Highlights include (for a detailed analysis, see *Appendix F, Cost Estimates*):

- \$5,773,606 allocated for the preparation of the new site and existing building, the lift and relocation of the building to the proposed site, and demolition of the foundation at the original location.
- \$1,421,880 allocated for seismic upgrades. This number is a direct escalation of the number provided by Forell/Elsesser in their 1991 study.
- General Conditions at 12%.
- Overhead and Profit at 10%.
- Insurance and Bonds at 2.25%.
- Estimation contingency at 15%.

F. ASSESSMENT OF RELOCATION

Although Option 3 represents the most visible and iconic proposed relocation site, this site is the least viable option of the three scenarios. Significant challenges involved in the building relocation, proposed programming, significant regrading, and difficulty in access will invariably lead to a complicated and expensive move. In addition, the impact of the move on the existing railroad tracks, electrical transmission lines, and site fencing is unknown at this time. In terms of its eligibility for

listing in the National Register, this relocation option would maintain the appropriate relationships to the border crossing.

The proposed relocation project has the potential to impact the historic character and eligibility of the National Register-listed subject property, the 1933 U.S. Inspection Station/Custom House.

Generally, the relocation options should strive to retain the building's visual prominence, relationship to the border crossing, orientation, building massing, and Spanish Colonial character-defining features; these features are essential in maintaining the property's eligibility for listing in the National Register.

The proposed project will affect the integrity of materials and workmanship, since the buildings will require a new foundation. The building's existing foundation consists of a concrete bond beam with poured-in-place piles and end-caps. However, the foundation is not considered character-defining. Therefore, the integrity of materials and workmanship would not be adversely affected.

Under Criteria Consideration B: Moved Properties, the subject property would maintain its eligibility for listing in the National Register for its architectural value (Criterion C: Design/Construction), since the property's character-defining Spanish Colonial Revival features would not be affected. The Immigration Station/Custom House would be considered "a resource moved from one location on its original site to another location on the property, during or after its period of significance."¹¹ Although the subject property would lose its integrity of location, the other aspects of integrity would be retained. The integrity of setting would not be affected, since the property's integrity of setting has been previously compromised. Furthermore, this relocation option keeps the 1933 Inspection Station/Custom House in close vicinity to the original site; therefore, the property would still maintain a strong visual relationship to the border crossing.

Under Criteria Consideration B: Moved Properties, the subject property would maintain its eligibility for listing in the National Register for its historical association (Criterion A: Events), since the subject property would retain its symbolic importance as a regional example of the international relations between the United States and Mexico. Since it will be perched high on a hillside, the old Custom House would retain a clear line of sight to the original border crossing. Currently, the building's historical significance characterizes it as a free-standing building oriented towards the main

¹¹ Ibid.

thoroughfare of the border crossing. The subject property would still be part of the larger San Ysidro Border Station, and would be in a prominent location on its new site.

RELOCATION OPTION #3



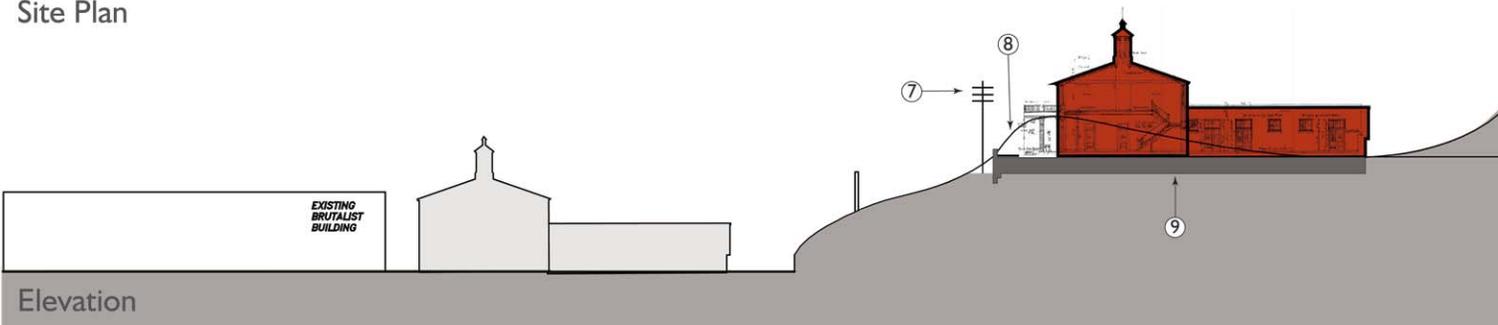
Site Plan

PROS

- Best site to replicate the original (pastoral) setting of the Historic Border Station.
- Most visible and "iconic" location.
- Least potential constraint from expanding facility needs.

CONS

- Significant amounts of earth-work necessary.
- Significant earthwork involved in lifting and sliding the building into the site.
- Difficulty in moving the power lines, railroad tracks, and fencing.
- Complicated and expensive move.
- It may be necessary to shut the power lines down for a significant amount of time. DMJM believes these lines to be a power source for the trolley.
- Significant code concerns involving fire truck access, ADA access and parking, and site parking/regrading.
- Potential difficulty in fronting the rail tracks.
- Demolition of North Wing may be necessary.



Elevation

KEY NOTES

- 1 Proposed new retaining wall to create front porch for building.
- 2 New fire-truck turn around.
- 3 New fire hydrant.
- 4 Reconstructed canopy.
- 5 Existing rail shed to be removed.
- 6 Security perimeter fence location to be determined.
- 7 Electrical lines will be altered.
- 8 Berm to be removed.
- 9 New foundations.

SAN YSIDRO BORDER STATION RELOCATION STUDY

VIII. MOVE NARRATIVE

The following outline describes the work required to relocate the historic San Ysidro Border Station Custom House to each of the three proposed sites:

A. EXISTING SITE PREPARATION

- Disconnect and cap existing utilities (electrical, water, telephone/data, and sewer).
- Remove and salvage existing copper gutters.
- Remove existing cap-and-pan roof tiles.
- Install temporary roads and temporary site shoring as necessary.
- Install necessary temporary security fencing.
- Remove existing courtyard utility buildings

B. MOVE ROUTE PREPARATION

- Option 1
 - Remove or protect extant incinerator
 - Remove extant trees
 - Establish temporary site security fencing
- Option 2
 - Remove existing incinerator
 - Remove extant curbs, install temporary asphalt to for move route
 - Remove fencing at parking lot
 - Remove existing garbage collection area
 - Install temporary fencing as needed
- Option 3
 - Remove existing incinerator
 - Install temporary fencing as needed
 - Remove extant tress
 - Install temporary framing and steel bridge, see Structural Engineering Report

C. NEW SITE PREPARATION

- Option 1
 - Regrade landscape establishing a stepped retaining wall system
 - Cut trenches/install new utilities (domestic water, sanitary sewer, and electric)

- Install new retaining walls
- Install new foundation, matching historic grade changes
- Allow for the installation of 2 fire hydrants, and associated water mains
- Option 2
 - Install new spread footing foundation, matching historic grade changes
 - Cut trenches/install new utilities (domestic water, sanitary sewer, and electric)
- Option 3
 - Regrade topography to create flat site at 103 ft. elevation
 - Cut trenches/install new utilities (domestic water, sanitary sewer, and electric)
 - Remove existing rail shed
 - Remove existing transmission lines
 - Install new foundation, matching historic grade changes
 - Cut trenches/install new utilities (domestic water, sanitary sewer, and electric)
 - Allow for the installation of 2 fire hydrants, and associated water mains

D. NEW FOUNDATION (See also step F, seismic stabilization)

- Install new foundations:
 - Install drilled or micropiles (see Structural Engineer's Report, Appendices B & G).
 - Install new footings/pilecaps.
 - Recreate existing foundation walls, footings, and slab.
 - Waterproofing
 - *Assume self-adhering waterproofing (Bituthene) and drainage board at walls.*
 - *Assume French drain to the east.*
 - *Assume vapor barrier below slab for reconstructed north wing.*
 - Provide new footing for front canopy

E. EXISTING BUILDING PREPARATION

- Remove and dispose of plumbing and ductwork from underside of first floor.
- Install Seismic shoring. This work will be left in situ and will act as both temporary bracing and structural stabilization technique.
 - See Seismic recommendation.
 - Install plywood protection at all windows.

- Three options exist for the treatment of the garage within all move scenarios:
 1. Demolish the non-structural interior partitions and relocate the shell of the north-wing.
 2. Demolish the eastern half of the wing (and non-structural partitions) and relocate the shell of the western half.
 3. Demolish the north wing and reconstruct with new to match original.
- Cut bond beam/sills free from piles.
- Lift buildings using hydraulic jacks. Provide cribbing as required.
- Position steel carrier beams accordingly. Shim tight to existing building.
- Lift building and position on carrier trucks/dolleys.

F. MOVE BUILDING

- Relocation to Option 1 Site
 - Lift building on carrier trucks, move building onto site using temporary path of travel established for trucks. (Lift of Approximately 45 ft.)
 - Position buildings over new foundations.
 - Install cribbing and building jacks.
 - Remove carrier beams.
 - Lower buildings into place.
- Relocation to Option 2 Site
 - See procedures for Option 1 Site
 - Compact or consolidate soil along move route. System to-be-determined by structural engineer
- Relocation to Option 3 Site
 - Lift building incrementally, installing temporary bracing under building until new site elevation is attained.
 - Move building along temporary bridge.
 - Position buildings over new foundations.
 - Install cribbing and building jacks.
 - Remove carrier beams.
 - Lower buildings into place.

G. SEISMIC STABILIZATION (See requirements of Seismic Reports, Appendices B & G)

Two Options Exist for seismic stabilization:

Option 1: Traditional Braced Frame

- Install new concrete perimeter beam
- Install new braced frame in the plane of the original stair partitions.
- Install new concrete shear walls replacing existing walls (for location, see Appendix B, Figure E3)
- Install concrete shear wall replacing two wythes of brick at southwest return corner

Option 2: Base Isolation

- Install new concrete perimeter beam
- Install new permanent needle beams (installed for moving operation). Tie to new perimeter concrete beam
- Install new retaining wall at perimeter, allowing adequate space for building movement (approximately 14’)
- Utilizing existing pile cap layout, install new 4’ base isolators at central and south wing
- Install floor anchors (1st Floor) to existing brick walls 72” on-center
- Install wall anchors (2nd Floor) to existing brick walls 72” on-center
- Allow for 14” seismic gap between north garage and central wing
- Install new 4” slab on grade between new piles

H. ENVELOPE STABILIZATION (ALL OPTIONS)

- “Stitch” walls of individually moved segments together with stainless steel rods and grout.
- Install new cap-and-pan roof to match historic.
- If damaged, repair walls.
 - Install lath and 3-coat cement plaster stucco and paint to match original if significant damage has occurred to a surface.
- Prepare and paint exterior walls to match existing.
- Remove shoring.
- Remove plywood from windows.
- Restore and stabilize windows

I. SITE RESTORATION/STABILIZATION

- Remove temporary road, if applicable.
- Saw-cut existing foundation walls and spread footing to 2-feet below existing grade at original site.
- Extend existing drip irrigation system to cover new planting area.

IX. CONCLUSION

The Old U.S. Custom House at the San Ysidro Border Station is an excellent example of a small public building designed in Spanish Colonial Revival Style. Its architectural style and history are significant enough to place the building on the National Register of Historic Places. Unfortunately, the programmatic requirements of U.S. Border Crossing facilities have increased greatly over time rendering the Old U.S. Custom House functionally obsolete as a Border Station. Additionally, the setting of the border station has been greatly impacted by construction of a significantly larger, Brutalist-style border crossing built in the 1960's, as well as significant urbanization on both the U.S. and Mexico sides of the border. What once a grand building set in a rolling pastoral setting has been relegated to "back lot" status by a hulking border station and 30-plus lanes of traffic.

Redesign and further expansion of the Border Crossing is currently underway. During the design studies, GSA and their architect recognized that they had a valued historic resource that was in an awkward location. Page & Turnbull and a team of consultants evaluated relocating the buildings to three distinct sites. While future building use and program were discussed amongst the project team during the evaluation; they were not included as part of this feasibility study, which focused upon the technical feasibility of relocating the historic building. Our evaluation effectively treated the move as a "core and shell" project. Seismic upgrade and utility hook-ups were included; interior rehabilitation was not.

Our findings for relocating the building to each of these sites are summarized as follows:

- Option 1* Site Option 1 would relocate the building east 45 feet, slightly up into the hillside. Option 1 represents the shortest move and the least impact to the historic location and setting of the structure. The prime challenge (fiscally and technically) of this Option is retaining the eastern hillside. The estimated cost to relocate the building to the Option 1 site is approximately \$6,987,000 (\$340 per square foot).
- Option 2* Option 2 relocates the building to a commercial block to the north of the building's existing location and east of the 1960's border station. The relocation would require purchase and demolition of an existing shoe store and bus station. This location would have an impact on the buildings historical association as it would no longer be directly adjacent to the U.S. Mexican border. Additionally, the close proximity of an existing Art Deco building to the northern edge of the Border

Station would create a false historic street frontage on San Ysidro Boulevard. However, because of this new street frontage and ease of access, Option 2 provides the greatest flexibility of re-use (either governmental or commercial), which is its prime advantage. The estimated cost to relocate the building to the Option 2 site, not including purchase of the existing commercial properties, is approximately \$6,173,000 (\$300 per square foot).

Option 3 Option 3 relocates the building up to the top of the hill to the east. The move is fraught with challenges including, but not limited to, shoring to lift the building; temporary relocation of power lines; creating foundations on a hillside with poor soils conditions; retaining of the hillside; truncating the north wing of the building to avoid existing train tracks; and programmatically connecting a greatly elevated building to the rest of the border-crossing facility. These challenges can be seen in the estimated cost to relocate the building to the Option 3 site, which is approximately \$12,410,000 (\$605 per square foot).

The findings of our study indicate that Option 3 is an undesirable solution from both an economic and engineering perspective. Options 1 and 2 are relatively equal from both a financial and technical standpoint. If the building is to be relocated, the final site would need to be selected based upon the following factors:

1. Global programmatic issues related to the planning of the border-crossing site. Option 2 provides more programmatic opportunities, including connection with the trolley system.
2. Ease in obtaining the commercial properties related to Option 2.
3. Desire of the GSA to maintain the historic association between the building and the border crossing. Option 2 will likely require additional environmental assessment, including a more complete evaluation of the Art Deco style commercial building to remain.