

Appendix D. FIS Facility Siting Alternatives

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Feasibility Study for a Federal Inspection Service Facility at Long Beach Airport

Federal Inspection Service Facility Siting Alternatives

W9Y17400-1

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Introduction

Building upon the findings contained in the Market Analysis¹ and validation of the demand for international service at Long Beach Airport (LGB) and within the Southern California market, defining the Federal Inspection Service (FIS) Facility is the next step in evaluating feasibility. Definition of the FIS Facility is based in large part on the requirements contained in the U.S. Customs and Border Protection (CBP) Airport Technical Design Standard (ATDS)². This Study evaluates the requirements for a FIS Facility to process up to 400 passengers per hour.

Each FIS Facility is a single processing complex that evolved from the consolidation and integration of US customs, immigration, and agriculture operations, offices, and support functions. The FIS Facility unifies both passenger processing and baggage/cargo processing for safe and efficient flow of passengers and goods into and out of the United States. The FIS Facility would also have a CBP security area to accommodate international air commerce designated for processing passengers, crew, baggage and effects arriving from, or departing to, foreign countries, as well as aircraft deplaning, ramp areas, and other restricted areas designated by the port director.

The FIS Facility functions similarly to the passenger security screening and baggage security screening areas within the existing terminal area. The existing security screening areas focus on departing passengers and baggage while the security screening areas within the FIS Facility would focus on arriving passengers and baggage. The FIS Facility would contain a sterile corridor, primary processing, secondary processing, international baggage claim, administrative, and storage areas. It would also include support functions such as mechanical, electrical, janitorial, and maintenance areas.

¹ LaCosta Consulting Group. *Market Analysis For Long Beach Airport*. August 2016.

² U.S. Customs and Border Protection. *Airport Technical Design Standard. Signature Version*. June 2012.

1. CBP Requirements

Should the City of Long Beach (City) decide to proceed with the development of a FIS Facility at LGB, the ATDS must be followed. CBP approval is required at each stage of the development process.

There are multiple types of CBP passenger processing facilities at airports. Two of the main designations of CBP passenger processing facilities are Ports of Entry (POE) and User Fee Airport (UFA).

A POE is a place where one may lawfully enter a country. It is typically staffed with agents who review passports and visas and inspect luggage to ensure that contraband is not imported. International airports, as well as road and rail crossings on a land border, are usually POE.

According to the U.S. Department of Homeland Security and CBP, the following are considered the minimum criteria for establishing a POE³. The requesting community must:

- Prepare a report that shows how the benefits to be derived justify the Federal Government expense,
- Be serviced by at least one major mode of transportation,
- Have a minimum population of 300,000 within the immediate service area (approximately a 70 mile radius).

Also, the actual workload in the area must be one or a combination of the following:

- 15,000 international air passengers (airport) and 2,000 scheduled international arrivals (airport),
- 2,500 consumption entries (each valued over \$2,000), with not more than half being attributed to any one party (airport, seaport, land border port),
- 350 vessels (seaport),
- 150,000 vehicles (land border port).

A POE is the processing point for various agencies for enforcement of U.S. laws and regulations. POE processing services, however, are normally furnished by the government at no cost to the airport.

On the other hand, a UFA is a facility that reimburses CBP for all costs associated with providing customs services at the airport. The major differences between a UFA and a POE are the workload criteria and financial responsibility for services. Airports may request UFA designation when they do not meet the criteria for becoming a POE or they do not receive POE designation by CBP.

A community that desires CBP services at its airport but does not meet the workload requirements for a POE may still receive the services with a UFA designation by meeting the following three criteria:

- The volume or value of business at the airport is insufficient to justify the availability of CBP service at such airport on a non-reimbursable basis,
- The Governor of the State in which such airport is located approved such designation in writing to the Commissioner of CBP,
- The community (or airport authority) agrees to reimburse CBP for all costs associated with the services, including all expenses of staffing a minimum of one full-time officer.

UFAs do not receive CBP services until they 1) establish and equip a FIS Facility and appropriate office space that meet the ATDS, and 2) have entered into a memorandum of agreement with CBP.

³ U.S. Customs and Border Protection. *Ports of Entry and User Fee Airports*. March 2016.

2. Port Of Entry / User Fee Airport Designation

Based on the flight activity forecast in the *Traffic Analysis* section in the Market Analysis¹, LGB's market demand for international passengers has been identified as sufficient in workload and volume of business to justify UFA designation for startup. When service and passenger volumes meet qualifying levels of POE designation, then LGB may apply for POE designation.

For the purpose of assessing probability for designations, this Study has identified two California airports currently applying for POE status⁴. Fresno Yosemite International Airport and John Wayne Airport have international service and passenger levels that are above the minimum requirement for POE designation. To date, neither airport has been successful in receiving POE designation; both operate as UFAs. John Wayne Airport is the most recent California airport to apply for POE status. Although it received UFA designation in 2012, it has yet to be successful in receiving POE designation after satisfying all requirements as outlined above. John Wayne Airport has had the political support at the state, congressional, and local levels of government and still has been unsuccessful at receiving POE designation.

Therefore the probability for LGB receiving the UFA designation is high. POE designation cannot be assessed until specific levels workload and volumes are met; however, based on current findings as outlined above, it would be unlikely in the near term.

Airports that request UFA designation must begin the application process by contacting the nearest POE or the servicing Field Office and request an initial site visit to review existing infrastructure, if any, and to discuss projected workload and required services.

Port of Entry:

Scott Jackson
Assistant Port Director, Tactical & Trade
U.S. Customs and Border Protection
Los Angeles International Airport
11099 S La Cienega Blvd
Los Angeles, CA 90045
(310) 215-2618

The airport sponsor must then arrange for the current governor to submit a letter to the CBP Commissioner which supports the airport sponsor request to be designated a UFA. If CBP determines that it can support the request, the Commissioner will provide provisional approval in the response to the governor contingent upon the airport providing ATDS-compliant facilities.

⁴ U.S. Customs and Border Protection. *List of Airports Where CBP Inspection Services are Normally Available*. <https://www.cbp.gov/>. March 2014.

3. FIS Development Process

Project approval, including all design work approval and notice to proceed on any work within the scope of the project, must be obtained from an assigned Project Manager (PM). No other CBP entity has the authority to approve work requested by the airport operator. The development of a CBP airport passenger processing facility project includes the following seven steps in the design process and is coordinated between the airport operator and/or their agent(s) and CBP.

- CBP Project Approval and Airport Designation – airport operator/carrier submits request to construct/renovate a CBP Passenger Processing Facility to CBP
- Pre-Design and Programming - CBP provides the airport operator with oversight review to ensure the design provides all of the spaces and build-out required to support CBP processing operations
- Schematic Design Phase Design Development Phase – architect/engineer provides designs incorporating floor plans/sections, elevations, reflected ceiling plans, site plan, outline specifications, finish schedule, single-line diagrams for all building systems, layout, security systems, building sections, walls sections, and special construction requirements
- Construction Document Phase – architect/engineer provides complete construction document submission
- Construction Phase – upon receiving a Notice To Proceed and having a kick-off meeting, construction team can begin construction with close coordination between CBP and representatives
- Acceptance, Occupancy, and Commissioning – CBP will move-in with specific furniture and equipment to set up the facility while airport operator provides as-built documents

4. Description of FIS Facility at LGB

The FIS Facility will be developed in accordance with CBP design standards and security requirements as well as have processing areas that are designed for and sized for the number of arriving international passengers. In addition to meeting CBP standards the FIS Facility should have a suitable location, comply with environmental requirements, provide the least disruption to existing operations, and fit within overall future terminal development plan.

The FIS Facility should include the following components:

- Aircraft Arrival Area
- Sterile Corridor System (SCS)
- CBP Primary Processing Area (PPA)
- CBP Secondary Processing Area
- CBP Administrative Area and Support Functions
- International Baggage Claim

A typical sterile corridor, as defined by the ATDS, consists of a walkway with walls to establish a sterile environment that leads passengers and crew members to the CBP Primary Processing Area and assure that no one has physical contact with other types of passengers, the general public, or transportation line and port employees not authorized by CBP.

Upon deplaning, passengers move from the aircraft to the sterile corridor that leads to the CBP Primary Processing Area. A Primary Processing Area is the first point of examination of passengers by a CBP Officer.

At the conclusion of processing, admissible passengers enter the international baggage claim area, retrieve baggage and proceed to an exit control officer at the head of the main facility exit lanes to surrender their CBP declarations. Most passengers are instructed by exit control officers to exit the facility. If a passenger has been identified for additional processing at primary, or by any CBP Officer while in the CBP sterile area, the passenger will be directed to proceed to the CBP Secondary Area for further processing.

A Secondary Processing Area is the secondary point of inspection for those passengers referred after Primary Processing. This process includes a more thorough inspection of passengers and baggage.

The passenger processing area must be separated physically and visually from the domestic “meeter-greeter” area, domestic passenger operations, and other outside areas. This separation includes a wall structure that establishes a sterile environment. Any deviation must be submitted for approval by the Office of Administration (OA) and Program Management (PM). The FIS Area must be designed so that arriving passengers or crewmembers cannot bypass the processing area or interact with the public prior to CBP processing.

The CBP administrative offices and administration support spaces are located within the sterile perimeter adjacent to and readily accessible from the Primary Processing Area and the Secondary Processing Area. All of the CBP staffed facilities may include a public reception room and an adjacent Entrance and Clearance office. The office is required to be accessible to the CBP officers from within the secured facility and include a public reception area, which shall be accessible to the general public from the domestic side of the terminal.

5. North FIS Alternative

A potential location for the FIS Facility is north of the terminal area, as shown in Figure 1. The north FIS alternative is referred to as Option 1. This location would be accessible for inbound international flights from Taxiway K to aircraft parking positions 11 and 12. These parking positions do not exist and would need to be constructed. Passengers would exit the aircraft, transit the sterile corridor to the CBP Primary Processing Area and retrieve their baggage from the international baggage claim. As passengers exit the FIS Facility, they would proceed through an exit corridor to the curbside north of the terminal for pickup or continue to other modes of ground transportation.

Option 1 would require approximately 35,051 square feet of new construction with corridors to both enter and exit the FIS Facility. The sterile entry corridor would be approximately 6,353 square feet and the exit corridor would be approximately 3,144 square feet. Option 1 preserves area for terminal operations and future development. The exit corridor is necessary to safely lead passengers to the curbside, but may be viewed as a passenger inconvenience. Approximately 5,772 square feet would be dedicated to international baggage claim area with approximately 70 linear feet of claim unit frontage on the airline loading side and approximately 140 linear feet on the passenger side.

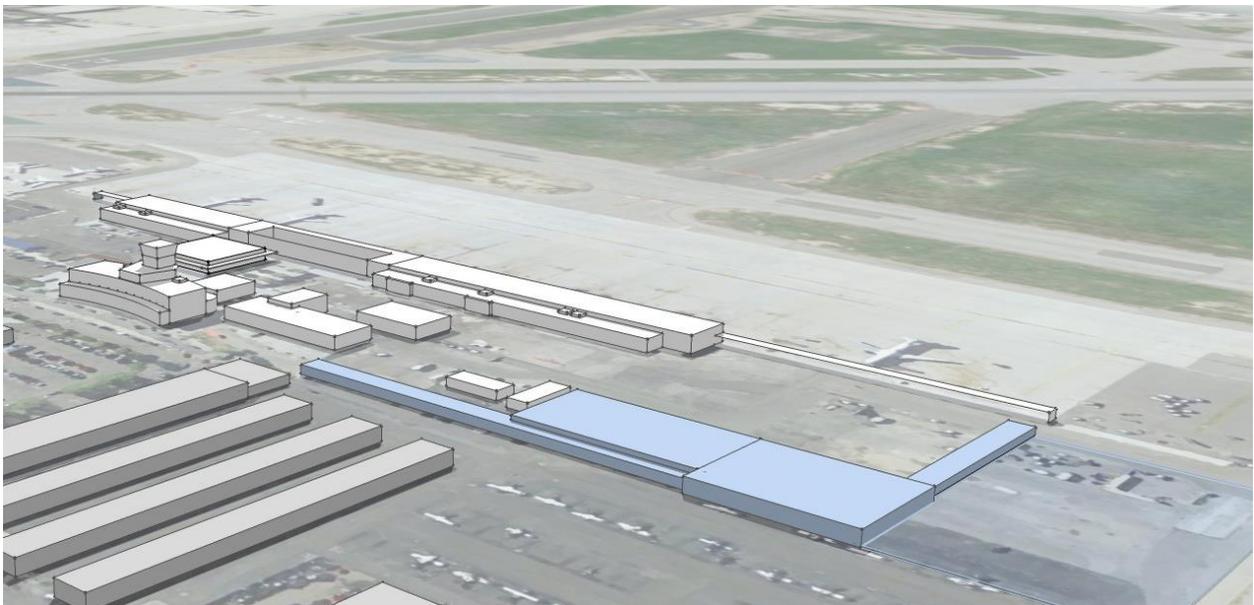


Figure 1 Option 1 NE View

New aircraft parking positions 11 and 12 will be the primary parking positions for international flights arriving to LGB if the FIS Facility were to be located on the north side. These parking positions do not exist and would need to be constructed north of the FIS Facility requiring 91,500 square feet of new aircraft pavement. Due to airport vehicles using the area between the potential north FIS Facility and the north concourse to conduct terminal operations, traffic control measures (i.e. flagger, traffic signal, grade separation, etc.) would be necessary if flight schedules require three simultaneous international arrivals. Terminal operations between the potential north FIS Facility and the north concourse would prohibit boarding at aircraft parking positions 11 and 12 without traffic control measures. This restriction would require aircraft to be repositioned between deplaning and boarding. Repositioning aircraft creates additional work for airline personnel and would require towing operations prior to each departure.

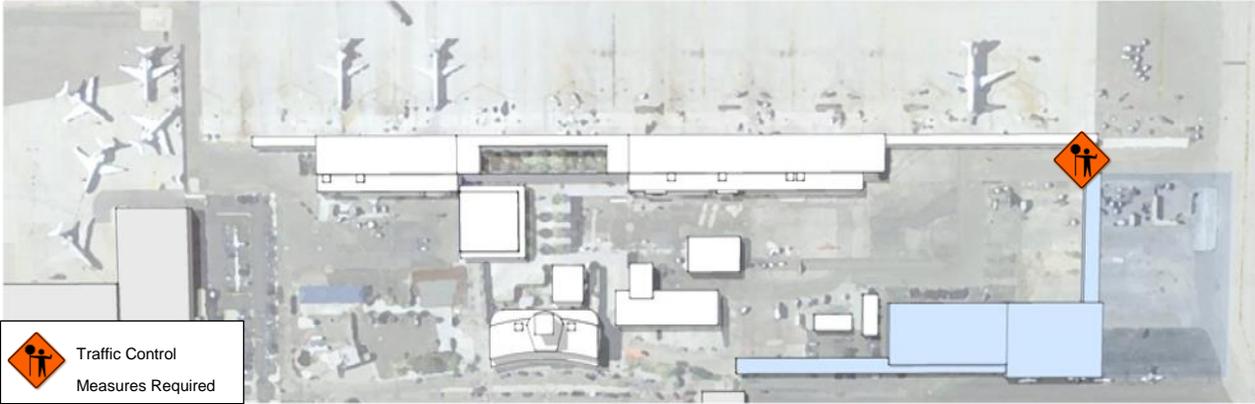


Figure 2 Option 1 Plan View

6. South FIS Alternatives

Another potential location for the FIS Facility is south of the terminal area, as shown in Figures 3 –6. Compared to the north site, the site south of the terminal is more constrained with less available space to construct the FIS Facility. In reviewing potential options for constructability of the facility, two south options were evaluated and are referred to as Options 2 and 3. Options 2 and 3 are similar, with Option 3 taking advantage of repurposing the existing Security Screening Checkpoint (SSCP) to reduce the impact of new construction south of the terminal area. The south FIS location would be accessible for inbound international flights from Taxiway C to existing aircraft parking positions 1 and 2. Similar to the north FIS, passengers would exit the aircraft, transit the sterile corridor to the CBP Primary Processing Area and retrieve their baggage from the international baggage claim. As passengers exit the FIS Facility, they would proceed to a courtyard adjacent to the curbside south of the terminal for pickup or continue to other modes of ground transportation. Positioning arriving passengers south of the terminal in a single level roadway configuration would reduce traffic congestion on the north side for vehicles coming into the terminal area.

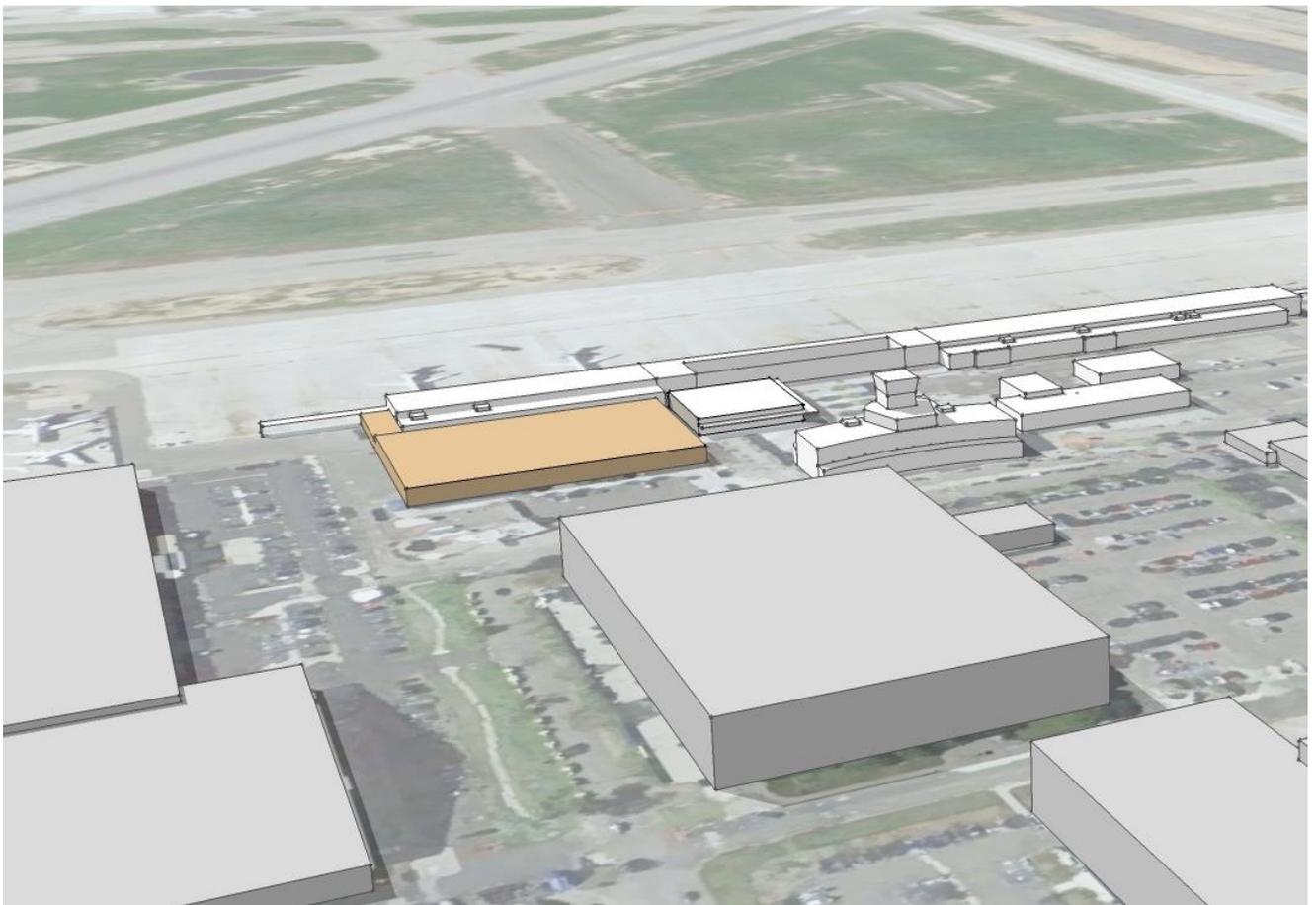


Figure 3 Option 2 SE View

Option 2 would require approximately 30,672 square feet of new construction immediately to the east of the south concourse and immediately south of the existing SSCP with a shorter entry corridor than the entry corridor of Option 1 and will not require an exit corridor. The sterile entry corridor would be approximately 1,815 square feet. The footprint of Option 2 would impact storage of ground service equipment but would eliminate the need for an exit corridor due to the close proximity to the curbside south of the terminal. Approximately 9,075 square feet would be dedicated to baggage claim area with approximately 210 linear feet of claim unit frontage on the airline loading side and 420 linear feet on the passenger side split amongst three baggage claim units. Two of the baggage claim units would be for domestic arrivals with the third unit configured to operate as a “swing” baggage claim that can be used for either domestic or international arriving passengers. Option 2 will require demolition of 312 linear feet of existing claim unit frontage on the airline loading side and 346 linear feet on the passenger side.



Figure 4 Option 2 Plan View

Option 3 would integrate and repurpose the existing SSCP into the FIS Facility. Option 3 would require approximately 21,656 square feet of new construction immediately to the east of the south concourse and immediately south of the existing SSCP with a shorter entry corridor than the entry corridor of Option 1 and will not require an exit corridor. The sterile entry corridor would be approximately 1,815 square feet. Approximately 6,750 square feet of the existing SSCP would be repurposed for the FIS Facility. Repurposing the existing SSCP would require construction of a new SSCP, shown in green in Figures 5 and 6, located north of the “meeter-greeter” plaza. The new SSCP would be approximately 8,100 square feet and would be a direct replacement for the existing SSCP. The reduced size of new construction south of the terminal would preserve area for storage of ground service equipment. Approximately 5,772 square feet within the new construction would be dedicated to international baggage claim area with approximately 70 linear feet of baggage claim unit frontage on the airline loading side and approximately 140 linear feet on the passenger side configured as a “swing” baggage claim unit. Option 3 would require demolition of 312 linear feet of existing claim unit frontage on the airline loading side and demolition of 346 linear feet on the passenger side. Option 3 would replace baggage claim units 1 and 2 with two new baggage claim units with a total of 140 linear feet of claim unit frontage on the airline loading side and 280 linear feet on the passenger side.



Figure 5 Option 3 SE View



Figure 6 Option 3 Plan View

Aircraft parking positions 1 and 2 will be the primary parking positions should the FIS Facility be located on the south. Boarding operations at aircraft parking position 1 would not be allowed to commence until deplaning operations at aircraft parking position 2 are complete. Utilization of aircraft parking positions 1 and 2 does not require new pavement construction. Options 2 and 3 allow for three simultaneous operations without the need for traffic control measures, as the entrance to the sterile corridor would be accessible from existing aircraft parking positions 1, 2, or 3.

7. LGB FIS Facility Program

The size of the FIS Facility is determined by the number of arriving aircraft and passengers processed during the peak hour of operation. Based on the simulated international flight activity in the Market Analysis, the potential frequency of arriving international passengers is 255 passengers during the peak hour. LGB would be categorized as a small airport by ATDS definition.

Providing a FIS Facility that meets CBP guidelines would require approximately 35,051 square feet for Option 1; 30,672 square feet for Option 2; and 28,406 square feet for Option 3.

The overall FIS Facility area square footage would be allocated among the various uses and is described below in more detail in the Table below:

FLOOR AREA SUMMARY	NET SF AREA	OPTION 1 (NORTH)	OPTION 2 (SOUTH)	OPTION 3 (SOUTH-ALT)	
		GROSSED UP AREA	GROSSED UP AREA	GROSSED UP AREA	REMODELED AREA
ENTRY CORRIDOR		6,353	1,815	1,815	0
GENERAL AREAS	Net SF	Gross SF	Gross SF	Gross SF	Gross SF
BAGGAGE CLAIM	4,770	5,772	9,075	5,772	
CIRCULATION	2,640	3,196	3,196	1,888	
COUNTER TERRORISM RESPONSE	475	575	575	575	
RESTROOM	696	842	842	842	
QUEUING	2,732	3,308	3,308	3,308	
PASSENGER PROCESSING	1,476	1,786	1,786	1,786	
COMMAND & CONTROL CENTER	225	272	272		272
WIRING/IDF	116	140	140		140
LAN/TELCO	180	218	218		218
RADIO/TEL ROOM	60	73	73		73
LACTATION ROOM	80	97	97		97
STAFF BREAK ROOM	200	242	242		242
GYM	200	242	242		242
LOCKERS	164	199	199		199
MALE HOLD ROOM	115	139	139		139
FEMALE HOLD ROOM	115	139	139		139
JUVENILE HOLD ROOM	115	139	139		139
INTERVIEW ROOM	80	97	97		97
SEARCH ROOM	80	97	97		97
DETAINEE BAGGAGE STORAGE	50	61	61	61	
AGRI LAB	150	182	182	182	
AGRI DISPOSAL	150	182	182	182	
ICE OFFICE	150	182	182	182	
MEN'S TOILET	63	76	76	76	
WOMEN'S TOILET	63	76	76	76	
WAITING	250	303	303	303	
GENERAL STORAGE	150	182	182		182

FLOOR AREA SUMMARY		OPTION 1 (NORTH)	OPTION 2 (SOUTH)	OPTION 3 (SOUTH-ALT)	
		GROSSED UP AREA	GROSSED UP AREA	GROSSED UP AREA	REMODELED AREA
NET SF AREA					
SUPERVISOR'S OFFICE	150	182	182		182
PORT DIRECTOR'S OFFICE	225	272	272	272	
CHIEF OFFICER'S OFFICE	200	242	242	242	
ADIT	150	182	182	182	
GENERAL OFFICES	256	310	310	310	
WASHER/DRYER	60	73	73		73
DRY FOOD STORAGE	75	91	91		91
K9 KENNEL	123	149	149		149
K9 PROCESSING	150	182	182		182
K9 FOOD PREP	150	182	182		182
K9 GENERAL STORAGE	50	61	61		61
K9 TRAINING AID STORAGE	64	77	77		77
K9 TRAINING AID STORAGE	64	77	77		77
K9 WORK AREA	64	77	77		77
TEMP SEIZED PROPERTY	60	73	73		73
SECURE STORAGE	100	121	121		121
PPE STORAGE	65	79	79		79
WEAPONS CLEANING	80	97	97		97
WEAPONS STORAGE	100	121	121		121
SHIPS OFFICE	402	487	487		487
TRIAGE PODIUM	180	218	218	218	
EXIT PODIUM	180	218	218	218	
SUBTOTAL GENERAL AREAS	18,493	22,388	25,691	16,675	6,750
CORRIDOR BET. ENTRY/EXIT		3,144	0	0	0
INTERNAL CORRIDOR		1,008	1,008	1,008	0
SECONDARY AREA		2,158	2,158	2,158	0
SUBTOTAL ADDITIONAL AREAS		6,310	3,166	3,166	0
TOTAL FLOOR AREA		35,051	30,672	21,656	6,750
BAGGAGE CLAIM – AIRLINE LOADING SIDE (LF)		70	210	210	0
BAGGAGE CLAIM – PASSENGER SIDE (LF)		140	420	420	0
BAGGAGE CLAIM–AIRLINE LOADING SIDE DEMO (LF)		0	312	312	0
BAGGAGE CLAIM–PASSENGER SIDE DEMO (LF)		0	346	346	0
AIRCRAFT PAVEMENT–15" PCC / 6" CTB / 8" CTS (SF)		91,500	0	0	0

Table 1 FIS Facility Program Summary

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