U.S. Land Port of Entry
Design Guide




Abbreviated

P130

GSA Public Buildings Service
Office of the Chief Architect
Border Station Center of Expertise

August 1, 2000

Updates To the U.S. Land Port of Entry Design Guide

The following list itemizes changes incorporated into this Guide after the published date of August 1, 2000 up to and including revisions made on February 2, 2001. Updated pages include the issued date and the revised date on the page footer. This list of updates will be reissued with every revision, and should be replaced in the front of your Guide.

Pg 8.14-15, Revised February 2, 2001: The following text was inserted on Page 8.14, Paragraph 2 - "Firing ranges may be provided at the request of tenant agencies, though the design and construction cost for the range must be funded by the requesting agencies." This also resulted in repagination of text on page 8.15

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CHAPTER 1: INTRODUCTION TO THE GUIDE

Use of the Guide

The *United States Land Port of Entry Design Guide* (hereinafter referred to as the *Guide)* contains criteria for the planning and design of United States Land Ports of Entry (hereinafter referred to as the *Ports)*. Ports are also known as Border Stations. This Guide is issued by the GSA Public Buildings Service Design Programs Center of Expertise and Border Station Center of Expertise.

When the Mexico icon is showing, criteria specific to Ports along the U.S./Mexico border is displayed, in addition to general criteria applicable to all Ports. *(See* **Switching Versions**.)

When the Canada icon is showing, criteria specific to Ports along the U.S./Canada border is displayed, in addition to general criteria applicable to all Ports.

The overall objective of the *Design Guide* is to establish basic requirements for new Ports that will result in facilities that are efficient, economical and flexible in design. The document will familiarize the user with Port facilities in general and inform the user of the needs of the tenant agencies and provide specific mandatory requirements.

The Guide defines the function of a Port and describes its operations and facilities. The Guide describes the components of Ports, traffic type, traffic volume and the site constraints, all of which result in different physical requirements between Ports. This Guide contains design criteria for typical Ports, as well as for variations that may occur between them.

This document also illustrates the typical division of functions and flow of activities within the Port and describes the organization and work groups within the facilities. It provides typical generic designs for common elements within the Port, and states minimum acceptable performance standards.

While Ports nationwide have certain features in common, there is no prototypical Port and no universally applicable design solution. As with any other building design program, the planning and design professionals must explore and develop a program and design solution that responds to the specific needs and constraints defined for that Port.

The Federal Inspection Services agencies (FIS) who utilize the Port **must be consulted** in the beginning stages of each project as equal partners in the design process to assure the appropriate application of the criteria contained in this *Guide*. The facilities staff within the Federal Inspection Services agencies (FIS) has experience and expertise with the design process for Ports.

This Guide is intended for use by the following audiences:

Architects and Engineers, who — with direction from the GSA — will masterplan and design Land Ports of Entry. Besides the Guide, these professionals will typically receive other design documents listed below and an architectural program.

GSA Public Buildings Service. The Guide will be used within GSA to assist in the preparation of Prospectus Development Studies, Feasibility Studies and architectural programs. It provides guidance on the application of space allocation standards, and outlines the special requirements of Land Ports of Entry above those for standard office structures.

Tenant Agencies. The tenant agencies, including USCS, INS, USDA APHIS, FDA, FWS and the PHS, will use the Guide to communicate their needs to the GSA's contracted architects and engineers and their security requirements to the GSA's Federal Protection Service (FPS). The Guide will facilitate the agencies in establishing consistent design approaches toward Land Ports of Entry.

Other Design Documents.

In addition to this Design Guide, the user must reference the following documents that will impact Port design. Throughout the Guide, if other documents are available over the internet, a hyperlink is provided to the web site. Other publications that the user must reference, such as the Uniform Federal Accessibility Standards (UFAS) , are identified in the following:

- *Facilities Standards for the Public Buildings Service* (FSPBS). This document contains all general references to building codes, federal regulations, NFPA and ASTM standards required for all federal buildings under GSAs purview. It covers general building construction, systems, finish and quality, as well as compliance with documents addressing the following: building codes, accessibility standards, historic buildings, energy conservation, lead based paint, sustainable design, recycled materials, indoor air quality, abatement of asbestos, radon mitigation, environmental policy act, metric standards and life cycle costing. Chapters within the FSPBS provide guidance on the quality of design for site planning and landscape design, architectural and interior design, structural engineering (including seismic design), mechanical engineering, electrical engineering, fire protection engineering and submission requirements for design and construction. (See *http://www.gsa.gov/pbs/pc/tc_files/tech_1.htm*.)
- INS District Office Space Allocation Standards.
- INS Hold Room Standards.
- INS/NFU Firing Range Design Standard.
- INS Armory Design Standards.
- INS Physical Security Standards.
- INS Local Area Network Cabling Standard
- Prospectus Development Study or Facility Program or Feasibility Study. This document defines the specific scope of work approved for individual Port construction projects, including

space requirements, project budgets, time schedules, and specific requirements unique to that individual project.

- GSA PBS Pricing Desk Guide (PDG). This document defines polices for charge-back of GSA expenses for providing tenant space and suite features under the occupancy agreements between the agency and the GSA.
- Standards for Rehabilitation and Guidelines for Rehabilitating Historic Structures (issued by the Secretary of the Interior). This document defines the procedures and requirements of federal agencies when dealing with historic structures.
- Architectural/Engineering Contract, which defines the scope and responsibility for services for individual projects. The A/E Contract will specify documents that must be complied with. The list may include documents in the following categories: Building Code Compliance (3 items); Accessibility Requirements (2 items); Energy Conservation Compliance (3 items); Environmental Policies and Regulations (2 items); GSA Requirements (10 items); Metric Requirements (2 items); Design Excellence (2 items); Computer Aided Design (2 items); AIA Masterspec (1 item); Hazardous Waste Management (2 items); Partnering (1 item); Art in Architecture (1 item). Please refer to individual contracts for the specific documents.
- State Department of Transportation Standards. The roadway designs should be designed in compliance with the local State Department of Transportation requirements. All traffic circulation and routing signage must follow the criteria contained in the Manual on Uniform Traffic Control Devices (MUTCD) adopted by the State Department of Transportation.
- Local codes where applicable. Policies for compliance of federal buildings with building codes are addressed by the FSPBS.
- Uniform Federal Accessibility Standards (UFAS) and Americans with Disabilities Act Accessibility Guidelines (ADAAG) . Ports must be designed for accessibility for disabled individuals as prescribed by UFAS or ADAAG when ADAAG standards provide a higher degree of accessibility. Compliance of federal buildings with accessibility standards is addressed by the FSPBS.

Organization of the Guide

Separate versions of this Guide have been provided because the requirements of Ports along the U.S./Canadian border have different needs than Ports along the U.S./Mexican border. This Guide can be displayed electronically in three alternative versions using the CD:

- Version 1 – All criteria is displayed for all United States Land Ports of Entry, including criteria specific to Ports along the U.S./Mexico and U.S./Canada border.
- Version 2 – Just general criteria and criteria specific to United States Land Ports of Entry along the U.S./Mexico border is displayed.
- Version 3 – Just general criteria and criteria specific to United States Land Ports of Entry along the U.S./Canada border is displayed.

Switching Versions. The user may choose the version by pressing the appropriate button for "General Version", "U.S./Mexico Version" or "U.S./Canada Version" in the Menu bar that should appear above this electronic document. Criteria specific to either the U.S./Mexico or U.S./Canada border are denoted with the icon of Mexico M or Canada C next to the paragraph containing the criteria. Running the switch macros may take several minutes.

The Guide is organized in a progression from general to specific criteria. The following are the individual parts and chapters of the book. A brief abstract of each chapter is provided.

Chapter 1: Introduction to the Guide establishes the purpose of the document, how the information is organized, and how it should be applied. It identifies other documents that pertain to Ports general design objectives and major areas of concern that are consistent from project to project. This chapter also contains a glossary of frequently used key words.

Chapter 2: General Description of Occupants and Users contains a general description of Land Ports of Entry. It identifies the agencies involved in project development and Port operations. It describes special inspection programs operated by Federal Inspection Services (FIS) agencies. Included in the discussion are agencies of the Federal government as well as state and local agencies and private entities that operate at Ports or are involved in the development of the facilities. This chapter explains traffic categories requiring inspection and the inspection sequence for each traffic type and the flow of the traffic through the Port.

Chapter 3: Physical Layout for Land Ports of Entry contains a list itemizing the different component facilities and structures of a Port. It describes the relationships required between Port components. It also contains information on criteria for temporary facilities, historic structures, selection of Port sites, and security planning.

Chapter 4: Main Building provides information on functional configuration and spatial requirements of the facilities that house the administrative offices of the four tenant agencies.

Chapter 5: Non-Commercial Vehicle Inspection Facilities provides information on functional configuration and spatial requirements of the facilities for inspection of non-commercial vehicle traffic entering the U.S. It includes information on the non-commercial primary inspection area, the headhouse, the non-commercial secondary inspection area, enclosed secondary inspection bays, and the secondary building, secondary booths, lifts and other structures that can occur in the secondary inspection area. Also included in this chapter are facilities for outbound inspection of non-commercial traffic.

Chapter 6: Commercial Vehicle Inspection Facilities provides information on functional configuration and spatial requirements of the facilities for inspection of commercial vehicle traffic entering the U.S. It includes information on the commercial primary inspection area, the commercial lot, commercial dock, commercial building, vehicle scale, empty truck inspection, VACIS truck x-ray, hazardous material facility and bulk cargo facilities. It also includes information on the export inspection facilities of commercial vehicle traffic exiting the U.S.

Chapter 7: Agricultural Inspection Facilities provides information on functional configuration and spatial requirements of the facilities for inspection of agricultural products entering the U.S. This includes sterilizers, cookers and incinerators, bird quarantine facilities, APHIS Veterinary Service facilities and APHIS Plant Protection and Quarantine facilities.

Chapter 8: Other Spaces provides information on functional configuration and spatial requirements of the warehouse and maintenance, dog kennel, firing ranges and relief quarters.

Chapter 9: Typical Space Types contains requirements for the design of violator waiting area, hold room, interview room, search room, armories, vaults, data and telecommunications rooms, toilets and breakrooms. Information includes applicable standards, construction, special hardware, furniture and fixtures, mechanical, plumbing, lighting, electronic security and communication requirements.

Chapter 10: Site Technical Criteria contains requirements for the design of site elements and systems common throughout the component facilities of a Port, including landscaping and site development, grading, drainage, utilities, roadways and paving.

Chapter 11: Building Technical Criteria contains requirements for the design of building elements and systems common throughout the component facilities of a Port, including handicapped accessibility, graphic information, space measurement and classification terminology, base building materials and finishes, windows and skylights and building conveyances.

Chapter 12: Engineering Technical Criteria contains requirements for the design of engineering elements and systems common throughout the component facilities of a Port, including energy and HVAC, plumbing, fire protection, electrical, lighting, communication systems, acoustics and security systems.

Index containing page references for key words.

Appendix

Space Lists contain a comprehensive list of the spaces desired at Land Ports of Entry, standard sizes when applicable, a discussion of function and activities performed in each space, a discussion of how the size of the space is calculated, and checkboxes for spaces that typically occur in Ports.

Design Goals And Objectives

The design of each Port must fulfill the needs of the federal agencies in controlling movement across international borders and for processing persons found to be inadmissible. Ports must efficiently process incoming traffic, while maintaining adequate safety for the staff and security of the border. The Ports, financed through federal appropriations, must reflect prudent expenditure and management of resources. Within this framework, each project will have specific goals and mission peculiar to that Port.

Most of the image requirements for Ports are common to all regions. Some differences in the requirements do exist, however, in response to variations in regional styles and materials, surrounding buildings or natural features, and urban versus rural locations.

Appropriate architecture for Port facilities should result from the successful blending of four elements:

- Respect of Image
- Respect of Function
- Respect of Environment
- Respect of Economy

Appropriate architecture does not let one of these elements dominate at the expense of the others, but places proper weight and emphasis on each element.

Appropriate architecture for Port facilities must be economical and cost effective and should also appear to be economical and cost effective. Arbitrary and unexplainable uses of forms and materials may, in fact, not be costly, but can create a perception that they are costly. This is not to say more durable materials should never be used, but when they are, they should be used for the purposes of cost effectiveness, not decoration.

Appropriate architecture respects and projects the image of the United States, honestly reflects the function of the facility, respects and enhances its immediate environment, and achieves its mission in a cost-effective manner.

Welcoming, but Formal. The facility should express a cordial welcome, but should also be distinguished and businesslike reflecting the official status and serious law enforcement functions of the Port.

Art. Projects should incorporate the Art-in-Architecture program that allows up to one-half of one percent of the construction budget for works of art to be integrated with site, building and interior design. The GSA will work closely with tenant agencies in the selection of interior art for Ports.

Regional and Local Compatibility. The Port design should be distinctive, yet have an image appropriate to the local community, relating to and reinforcing the best aspects of the local and regional architecture and environment. Architectural customs and traditions of the region must be

respected. The design can take inspiration from local building forms and materials, or significant natural features, such as landforms or bodies of water. Attention and respect should be paid to neighboring buildings if these have any merit; however, the Port is likely to be the most significant building in the area and should have an appearance that distinguishes it from surrounding buildings.

The facilities' structures should demonstrate appropriate building-to-land form relationship and should minimize the impact of construction on the site and surrounding areas.

In the design of a Port, the architect must unify the building's form, design style, and material selection. Architects should take their clues from the local surroundings when it comes to scale, roof profiles, and orientation. The building needs to reflect the environment of the surrounding area and should be designed as a part of the local community. Expansions and additions to existing ports should respect, complement and enhance the existing design.

The selection of equipment must reflect that in most instances a Port is a seven day, twenty-four hour operation and cannot be shut down. Therefore the equipment has to be capable of meeting the highest industry standards. The selection of equipment should be specifically designed for the Port location for weather and service resources. The building itself should be simple to operate with systems and materials that require little maintenance. Systems that require regular maintenance should have adequate space provided for removal and replacement. Instructional handbooks on building operation and maintenance and facility management procedures should be provided to the tenants at each Port.

Impact of Approach. Although each site is unique, it is important to consider how the building and site will be approached and the angles from which it will be viewed. If the main vehicle approach is from a hill or bridge, particular attention should be paid to the view from above and the design of the roof, including mechanical equipment placement.

Express Security where Appropriate. Public areas should be welcoming and approachable. It is desirable to minimize the "penal" image portrayed by chain link fencing and barbed wire through detailing or integration with buildings, walls, or screening with landscaping without compromising visual surveillance. However, inspectors must be able to monitor traffic and individuals visually as they move through the inspection process, in certain areas, it is important to communicate an image of security. These areas include the Vehicle Secondary Inspection area and all interior offender areas within the facility. Here, materials and finishes may be more severe and other means may be found to communicate that the individual cannot leave without permission and is expected to behave appropriately. The impound lot should give the message to "keep out." Refer to the *FSPBS* for security criteria.

Expansion

The Port must be planned to accommodate critical construction schedule requirements. Phasing of construction at existing ports must allow for ongoing operations. Temporary facilities must be addressed during the planning and design phases to assure adequate budget and area to provide for ongoing operations during project development. Time lag required for organization of skilled labor, and procurement and installation of materials and equipment not commonly used in the area must be scheduled. The building and site plan must accommodate long-term expansion.

Maintain Current Operations. The design and site plan should minimize interruptions to current Port operation. While a degree of short-term inconvenience is acceptable, the design should not sacrifice long-term workability for short-term concerns.

Accommodate Long-Term Development. Anticipated future growth will affect the longer-term development of the Port site and facilities. Expansion space should be included in the current project to accommodate moderate growth of facility and service infrastructure. For longer-term growth, the site and buildings must be planned for the eventual expansion. The facility expansion should be phased and planned within the conceptual framework of the prototype models. Expansion capacity will be determined in the *Prospectus Development Study*. The facility should be designed to accommodate 10 years of expansion, with a master plan to accommodate up to 30 years of growth. The site acquisition can include area for expansion based on the master plan when feasible.

The design of the building must allow for expansion in a logical and organized manner. Building fixed construction, such as concrete, masonry, wet areas, and equipment such as elevators, should be located in fixed "cores" that would be unaffected by building expansion. Building zones and footprints should allow each agency to expand without displacing other agencies.

Glossary

The following are terms used within this guide and in the design and operation of Land Ports of Entry. For additional definitions, also see *http://www.ins.usdoj.gov/graphics/glossary.htm*.

AASHTO— Association of State Highway and Transportation Officials.

ACS—Automated Commercial System. A computer-based information system used by USCS to process commercial entries, fines, penalties and forfeitures, as well as administrative functions.

ADIT—Alien Documentation and Identification Terminal system, also called the "Central Index System." This is a computer and photo information system used by INS.

Adjacency —The location of one component in relation to another.

Area Port. — A Port that provides administrative and logistical support and staff assignments to other normally smaller ports in a geographical area. See also *Services Port.*

AFIS—Automated Fingerprint Identification System. An Inter-agency computer system used to identify individuals from scanned images of their fingerprints.

Agency Occupied Floor Area (OFA)— The building square footage that can be assigned to a tenant agency.

APHIS—Animal and Plant Health Inspection Service. APHIS is a federal agency under the United States Department of Agriculture. The two programs under APHIS at the borders are Plant Protection and Quarantine (PPQ) and Veterinary Services (VS). These programs control the import of plant and animal based agricultural products by determining what is permitted to enter and confiscating or refusal of entry.

Architect-Engineer—The individual or firm responsible for the design of the Port.

ASHRAE—American Society of Heating, Refrigerating, and Air Conditioning Engineers.

AWI – American Woodworking Institute

Bird Quarantine—A space for the holding and observation of all birds brought into the U.S.

Border Patrol—An INS entity concerned with the prevention of persons entering the U.S. illegally. Border Patrol does not participate in inspections; however, may require facilities within the Port.

Border Station—Also known as "Port" or "Land Port of Entry".

BRASS —Border Release Advanced Selectivity System tracks and releases highly repetitive shipments at Land Ports of Entry locations. The system uses electronic transmitted information tied to bar codes to replace forms and key entry to allow expedited passage of cargo through the Port.

Break Room—A room designated for taking breaks or lunch. Normally located in the Main Building, but may also be located in the Headhouse.

BRG—Bullet-Resistant Glazing.

Building Support Space (BS) —Areas not assigned to agencies. The area within the building required to maintain use and operation of the building.

Bus Inspection —Drop off and lobby area for inspection of passengers and luggage transported by commercial bus line**.**

Bus Plaza. The area where buses off-load passengers for inspection.

Bus Lobby. The area where bus passengers go through a primary inspection turnstile and a secondary inspection.

CCTV—Closed Circuit Television Monitoring System.

Christmas Tree—The branch-like arrangement of lanes often used in the secondary inspection area.

CIS—Central Index System. INS computer software database. Also see ADIT.

CMU—Concrete Masonry Unit. Concrete masonry construction.

Codes—Minimum standards of construction adopted by governing agencies to protect life safety.

Commercial—Vehicular traffic carrying merchandise for resale.

Commercial Building—Also known as Cargo Building - A building within the commercial inspection area to house staff and operations.

Commercial Dock—A raised platform, typically enclosed or protected by a canopy depending on the climate, where trucks unload their cargo for physical inspection.

Commercial Inspection –inspection of commercial vehicles for control of material goods, collection of duties and confiscation of contraband.

Commercial Lot –the area in a Port for secondary inspection of commercial vehicles.

Composite Pavement—A pavement structure that has a bituminous concrete surface overlaying a portland cement concrete slab of relatively high bending resistance which serves as the principle load-distributing component.

Commercial Primary Inspection Area. The area that performs the initial screening inspection of Commercial vehicular traffic (primarily trucks) entering the U.S.

Commercial Secondary Inspection Area. Areas including the commercial lot, commercial dock, commercial building, truck scale, empty vehicle inspection, truck radiographic inspection, bulk material inspection, and APHIS PPQ and APHIS VS facilities for more thorough examination of the contents of commercial vehicles.

Cooker—Device used by Plant Protection and Quarantine that boils agricultural products to sterilize them when they are not cleared for entrance into the U.S.

Customs Brokers—Brokers assist importers with the processing of commercial shipments. Acting as agents for the shipper, they coordinate the preparation of documents, make fee payments, and unload goods for inspection.

CVPC—Commercial Vehicle Processing Center

DCL - Dedicated Commuter Lanes —A program providing expedited inspection and clearance through primary inspection for enrollees.

Dog Kennels—Facilities provided for the boarding, veterinary care and training of dogs employed at the Port.

EOIR — Executive Office for Immigration Review, performs hearings and adjudication of immigration exclusion and deportation cases.

Exit Control Booth—A booth at the exit point from the commercial inspection area where inspectors ensure that vehicles leaving the area have passed inspection.

Expedited Removal— A new law effective April 1997 which requires inadmissible aliens under certain categories to be removed by INS under the Expedited Removal process, which requires a private interview and statement be taken along with fingerprints and a photo. Extensive paperwork is required and all cases must be reviewed by a second line supervisor. An Expedited Removal order is equivalent to an order of deportation by an Immigration Judge.

FDA —Food and Drug Administration, responsible for controlling importation of pharmaceutical drugs at the border.

Firing Range—A training facility provided at some Ports for proficiency testing and certification of staff who are required to carry firearms.

FSPBS—Facilities Standards for the Public Buildings Service

FWS—Fish and Wildlife Service (Department of Interior)

Gross Building Floor Area (GBA) —All floor area, measured to the outer surfaces of exterior or enclosing walls.

GSA—General Services Administration; a Federal Agency providing facility management services at most United States Land Ports of Entry.

GWB—Gypsum wallboard construction.

Headhouse—A facility located in the non-commercial vehicle inspection areas that provide administrative services to the areas without requiring individuals to go to the main building across lanes of traffic.

HOV—High Occupancy Vehicle, a program providing special lanes for carpools and other multiple occupancy vehicles.

HVAC—Heating, Ventilation and Air Conditioning.

C  **IBC—**International Boundary Commission. This is the commission regulating issues relating to the international boundary (border) of the U.S. with Canada.

M  **IBWC—**International Boundary and Water Commission. This is the commission regulating issues relating to the international boundary (border) of the U.S. with Mexico.

Impoundment Lot—A fenced lot for storing vehicles and other large items that have been seized by Customs Agents and INS Inspectors.

Incinerator —Device used by Plant Protection and Quarantine for destroying agricultural products not cleared for entrance into the U.S.

Inbound Traffic –Traffic entering the United States from a foreign country.

INS—Immigration and Naturalization Service (U.S. Department of Justice). They are the agency within the executive branch of the U.S. Government responsible for enforcing immigration laws.

C  **Joint Ports.** A facility located on the U.S./Canada international border in which each country's inspection agencies perform their legal authority on their side of the political boundary line. The inspection agencies of both countries may share utilities and services such as heating, sewage, water, air conditioning, janitorial, and building maintenance. They may share areas such as conference/training rooms, lunchrooms, locker rooms, lavatories, and some operational space. These shared areas may be located on either side of the border, although shared areas are usually located on the U.S. side of the border because of firearms issues.

Joint Use Space—Spaces provided to serve the staff of all FIS agencies, i.e. conference room, restrooms, locker rooms, and lunchroom.

Land Port of Entry —A Land Port of Entry is the facility that provides for the controlled entry into or departure from the United States for persons and materials arriving as commercial, non-commercial, pedestrian, or rail traffic. The facility houses the various FIS agencies responsible for the enforcement of federal laws pertaining to the movement of people, commerce, plants and animals at the United States borders. It provides a point of contact for travelers entering or leaving the country for the purposes of collection of revenues; enforcement; prevention of illegal aliens from entering the country; prevention of injurious plants, animal pests, human and animal diseases from entering the country; examination of export documents; registration of valuable articles being

temporarily taken out of the country; and commercial transactions. A Land Port of Entry may be located at land and inland water boundaries with Canada and Mexico. A Land Port of Entry includes a facility that is owned or leased by the General Services Administration or one of the Federal Inspection Services (FIS) agencies. A Land Port of Entry is typically open year-round. However, there are some locations which operate seasonally due to local climate conditions, and some facilities which are not open twenty-four hours each day.

Larboard —the left or Port side of a vehicle looking forward.

Line Release—This program has been replaced by the Border Release Advanced Selectivity System (BRASS). The Line Release is an expired program of pre-inspection of commercial traffic at the origination point with document processing at the crossing point. This program reduces the amount of inspection required at the Port.

LLLTV—Low Light Level Television System. Cameras used to monitor remote border zones.

LPR – License Place Readers

Main Building—The facility that houses the administrative groups for the agencies that operate the Port.

Mechanical Space—Space required for HVAC mechanical equipment.

NAFTA— North American Free Trade Agreement.

NAFTA Adjudication— Admission of up to 5 years for employees of foreign companies conducting business in the U.S.

NAILS—Non-immigrant Alien Information Lookout System. A computer-based information system used by INS.

NCAP— National Customs Automation Program, provides an account based import declaration process for commercial vehicles, allowing remote filing and post import reconciliation of entries, with electronic transfer of commercial data and payment of duties on monthly statement cycles.

NCIC—National Criminal Information Computer database system.

NEC—National Electric Code

NFPA—National Fire Protection Association

Net Floor Area (NFA) —This measurement is the actual open floor space required to conduct the activities assigned to an area.

Non-Commercial—Passenger and bus vehicle traffic not carrying merchandise for resale or use in manufacturing.

Non-Commercial Primary Vehicle Inspection Area—The area that performs the initial screening inspection of Non-Commercial vehicular traffic (primarily automobiles) entering the U.S.

Non-Commercial Secondary Vehicle Inspection Area—The area provided to allow for more detailed and thorough inspection of traffic which did not clear the primary inspection area.

Outbound Inspection. USCS program for inspecting and controlling the export of high-technology goods, firearms, licensable commodities, currency, and stolen vehicles.

PACE—Pre-Access Commuter Entry, a sticker based DCL providing expedited entry and clearance through primary inspection.

PCA—Portland Cement Association

Pedestrians—Individuals walking into the United States. There is significantly more volume of pedestrian traffic on the U.S./Mexico border than on the U.S./Canada border.

Pedestrian Primary Inspection. The turnstile and counter area where the initial screening inspection of pedestrians is performed.

Pedestrian Secondary Inspection. The area where a more thorough inspection of pedestrians and their belongings is performed.

Plant Import Inspection—Facilities for the inspection, testing, and fumigation of plant material imported into the U.S.

Plant Protection and Quarantine—Program within APHIS which has responsibility for eliminating plant pests, diseases and weeds that threaten agricultural crops in the United States.

Port *or* **Port of Entry (POE) —** *(See Land Port of Entry.)* The facility that provides for the controlled entry into or departure from the United States for persons and materials. It provides a point of contact for travelers entering or leaving the country for the purposes of collection of revenues; enforcement; prevention of illegal aliens from entering the country; prevention of injurious plants, animal pests, human and animal diseases from entering the country; examination of export documents; registration of valuable articles being temporarily taken out of the country; and commercial transactions. Port of Entry is a broad term, and may refer to several Ports under the authority of one Port. It also refers to airports, seaports, and rail heads where people enter the country. This Guide uses the term "Port" to refer to the entire facility at a land border crossing.

Pre-Arrival Processing (PAP) —A USCS commercial vehicle pre-inspection program that allows for pre-submittal of manifest and invoices which can be pre-classified and directly recalled by computer systems at the primary inspection.

Primary Inspection—The initial encounter and screening at a Port, either of non-commercial (vehicular primary), pedestrians, commercial, or bus traffic.

Prototype—A pre-defined facility design concept that can be applied to specific projects.

Referral Parking—Parking by the Main Building to accommodate foreign visitors who have business to conduct at the Port, but do not intend to enter the U.S.

RVS — Remote Video Surveillance camera system used by INS to monitor border areas.

RVIS — Remote Video Inspection Service provides remote inspection of individuals who are enrolled in the RVIS program using cameras, license plate reader and intercoms to identify and review the vehicle and occupants for entry into the U.S.

Secondary Building—A small building located in the secondary inspection area that provides office space and separate restroom facilities for staff and visitors.

Secondary Inspection—A more thorough inspection, often including a search of the person and/or vehicle. Determination for the inspection can be based upon suspicion or simply a random sampling of individuals.

Secure Areas— *see Violator Areas*

SENTRI—Secured Electronic Network for Travelers Rapid Inspection. Transponder based DCL program providing expedited inspection and clearance through primary inspection.

Service Port—A Port that provides administrative and logistical support and staff assignments to other, normally smaller ports within a geographical area. *See also Administrative Port or Area Port.*

Staff—Employees of the agencies at the Port.

Staging Parking—Parking within the commercial inspection facilities for vehicles that require only regulatory inspection, document processing, payment of duties and tariffs, or that are waiting for available dock spaces.

Standards—Criteria established as a benchmark for facility design and operation.

Starboard— The right side of vehicle looking forward

State Highway Departments—State agencies that have jurisdiction regarding the design and construction of arterial roadways, streets and transportation infrastructures.

Sterilizer—Pressurized steam autoclave used by Plant Protection and Quarantine for destroying agricultural products not cleared for entrance into the U.S.

Stevedores —Provide devaning services to trucks requested to off-load cargo for inspection at the commercial dock.

Sub Port. A Port that receives administrative or logistical services and staff assignments from another, normally larger Port in its geographical area.

TECS—Treasury Enforcement Communication SystemA computer-based information system used by USCS to check license plates and other identification.

UFAS—Uniform Federal Accessibility Standards

USCS—United States Customs Service (United States Treasury Department). A federal agency performing inspection services at U.S. Land Ports of Entry.

USDA—United States Department of Agriculture

Vault—Used to store weapons and impounded contraband that has either monetary value or value as evidence.

Veterinary Inspection—The inspection and approval of livestock and other live animals brought into the U.S.

Veterinary Services—Program within APHIS responsible for inspection and approval of livestock and other live animals entering into the U.S. Agency facilities are located at designated Ports along the U.S./Mexican border and primarily at the U.S./Canadian border.

Violator Areas—Areas where persons suspected of violating laws are separated from the main flow of border crossers for further questioning and examination, and detention, if necessary. Also called "secure areas."

VACIS—Commercial inspection that employs gamma ray technology to produce x-ray type images of tankers, commercial trucks, sea and air containers, and other vehicles for contraband. Systems are relocatable and can be disassembled and re-assembled in approximately eight hours.

CHAPTER 2: GENERAL DESCRIPTION OF OCCUPANTS AND USERS

Definition of a Land Port of Entry. A Land Port of Entry is the facility that provides for the controlled entry into or departure from the United States for persons and materials arriving as commercial, non-commercial, pedestrian, or rail traffic. It provides a point of contact for travelers entering or leaving the country for the purposes of collection of revenues; enforcement; prevention of illegal aliens from entering the country; prevention of injurious plants, animal pests, human and animal diseases from entering the country; examination of export documents; registration of valuable articles being temporarily taken out of the country; and commercial transactions. A Land Port of Entry may be located at land and inland water boundaries with Canada and Mexico. A Land Port of Entry includes a facility that is owned or leased by the General Services Administration or one of the Federal Inspection Services (FIS) agencies. The facility houses the various FIS agencies responsible for the enforcement of federal laws pertaining to the movement of people, commerce, plants and animals at the United States borders. A Land Port of Entry is typically open year-round, however, there are some locations which operate seasonally due to local climate conditions. For more information on the laws defining Land Ports of Entry please see *http://www.access.gpo.gov/nara/cfr/cfr-table-search.html*.

Code of Federal Regulations defining agency use of Land Ports of Entry include the following:

- 19 CFR 101.1 (U.S. Customs/Treasury)
- 8 CFR 100.4 (INS/Justice)
- 9 CFR 91.14(b) (APHIS/USDA)
- 9 CFR 93.105(a) (APHIS/USDA):

Typically, the Federal Government owns and operates the ports, although they may be leased to the Government by municipalities, other local governments, or private entities. The General Services Administration, through their Public Buildings Service, is responsible for facilities management, such as maintenance and repair, at GSA controlled ports.

Different agreements governing border passage exist between the U.S. and the governments of Canada and Mexico. Those differences, together with political, commercial, and social variations, greatly affect the type and extent of operations and inspection activities that occur at any given Port. A Port could be on a major shipping route and, therefore, process a high volume of commercial traffic and yet have minimal non-commercial or pedestrian traffic. A Port located in the center of a large metropolitan area, on the other hand, can process thousands of passenger vehicles and pedestrians each day and no commercial vehicles. Clearly then, facilities and staffing must be tailored to the characteristic traffic patterns at each Port.

Agencies and Their Services

The primary federal agencies that maintain staff at U.S. ports are:

- **United States Customs Service (**USCS**)**. Treasury Department. USCS enforces regulations that control the flow of material goods, collects duties, and confiscates contraband.
- **Immigration and Naturalization Service (**INS**)**. Justice Department. INS enforces regulations concerning the movement of persons across the border, including checking identities and issuing permits for those who need to make regular crossings. The U.S. Border Patrol is part of the INS but it does not participate in inspections. Space may be provided for it at a Port to allow for sharing of facilities and administrative support.
- **Animal and Plant Health Inspection Service (**APHIS**)**. APHIS is a federal agency under the United States Department of Agriculture. Two program under APHIS are **Plant Protection and Quarantine** (PPQ) and **Veterinary Services** (VS). APHIS conducts inspections to control the import of plant and animal based agricultural products into the U.S. Items determined by APHIS to be diseased or infested are subject to quarantine. After quarantine these items may either be destroyed, released or returned to country of origin.
- **General Services Administration (**GSA**), Public Buildings Service**. The GSA Public Buildings Service builds, renovates and maintains most ports, although INS and USCS do own and maintain some ports. The GSA provides quality facility management services required by other agencies in a timely manner and ensures the best value to the Federal Government and the public, thereby enhancing the tenant agencies' ability to accomplish their mission.

The USCS, INS, and APHIS conduct the primary and secondary inspections of goods and persons seeking entry into the U.S. These agencies are sometimes referred to as the Federal Inspection Services (FIS) agencies. The USCS and INS process the majority of the vehicle and pedestrian traffic at the Port. In addition, each agency has staff members that have been cross-trained to perform the functions of the other agencies.

Other agencies and services at a Port may include the following:

- **Food and Drug Administration (FDA).** This agency inspects foods and pharmaceuticals imported into the U.S. and may require space on the Commercial Dock Area.
- **Fish and Wildlife Service (FWS)**. This agency inspects for the illegal importing of protected endangered species.
- **Public Health Services (PHS).** This agency is part of the U.S. Department of Health and Human Services. Persons attempting to enter the U.S. must meet certain health requirements as determined by PHS, although this is a documentation function only at the POE. Currently, PHS does not require personnel or space at a POE.
- **State and Local Agencies**. Non-federal agencies may be present to control and collect taxes on items such as alcohol and tobacco entering their jurisdiction. They will either provide their own facilities on the site or lease space within the Port.

- **Customs Brokers**. The processing of commercial shipments is assisted by Customs brokers, acting on behalf of the importers. Brokers are normally located in leased facilities near the Port site. For more information on Broker facilities, please see Chapter 6, **Error! Reference source not found.**

Ports may have INS and USCS inspectors on duty 24 hours a day seven days a week based on the size of the Port and traffic volume. APHIS inspectors will be on duty during normal business hours. Ports will not necessarily require the presence of the FDA and F&W, though they may be on site for large commercial operations or if the Port is a designated for their services at that Port. If not on site, cases will be referred to the local Port where the FDA and F&W provide services or inspectors will visit the Port on rotation.

Teams of inspectors may staff the Port operations around the clock. The peak-hour teams may be substantially larger than the graveyard shift. Even a graveyard shift team will include supervisors and teams of inspectors to staff the primary and secondary inspection areas, except at small ports, that may be closed or have limited staff on during slow periods.

Small ports on the U.S./Canadian border may be closed during evening hours and/or during off-season periods.

United States Customs Service (USCS)

Agency Mission

USCS administers the Tariff Act of 1930, as amended, and other customs laws.

The mission statement for the USCS states "USCS is a guardian of the Nation's border – America's Frontline. USCS serve and protect the American Public with integrity, innovation and pride. USCS enforces the laws of the United States, safeguards the revenue, and fosters lawful international trade and travel." USCS responsibilities include the following:

- Assessing and collecting revenues in the form of duties, taxes, and fees on imported merchandise.
- Interdicting and seizing, narcotics and other contraband.
- Enforcing U.S. laws intended to prevent illegal trade practices.
- Protecting the American public and environment from the introduction of prohibited hazardous and noxious products.
- Regulating the movement of persons, carriers, and commodities between the United States and other nations while facilitating the movement of legitimate cargo, carriers, travelers and mail.
- Enforcing certain provisions of the U.S. Export Laws and Regulations of the United States.
- Inspecting and controlling the export of high-technology goods, firearms, licensable commodities currency, and stolen vehicles.

For more information on USCS, please see *http://www.customs.ustreas.gov/*.

Organization

For USCS, ports report to a Customs Management Center (CMC). Each CMC is responsible for overseeing Port Director's Offices, who in turn are responsible for the management of individual ports. In most cases, the Port Director's responsibility is administered through Chief Inspectors who oversee the day-to-day operations of the Port. USCS staff within the Port can include the following groups. Actual groups at ports may vary from the following groups described because of unique functions at the Port, the scale of the operation, or the management philosophy used at that location.

I. Administration. Manages the services and activities performed by USCS at the Port. Positions include:

- Port Director
- Administrative support, clerical, secretarial.

II. Field Operations. They perform routine day-to-day inspection of carriers, cargo/merchandise, and persons entering and departing the U.S. at ports of entry. Field Operations is subdivided into programs that are responsible for various inspection functions. A Chief Inspector or Assistant Port Director directs each of the following processes:

- Passenger Processing

  Passenger Inspection Team. This team processes pedestrians and passengers who are arriving by private and commercial vehicles entering into the U.S.

- Trade Compliance

  Cargo Inspection Team. This team is responsible for the inspection of cargo and mail brought into the United States

  Operational Analysis. This group tracks and analyzes trends in enforcement activity for the other teams.

- Commercial Operations. This group processes duties and revenue. It consists of the following teams:

  Entry. This team receives revenues and provides cashier services for brokers and shippers depositing funds.

  Import Specialist. This is a team that specializes in the review of documents submitted by brokers. Import Specialists do not participate in the physical inspection of the vehicle, though their location at the Port allows them to consult with inspectors.

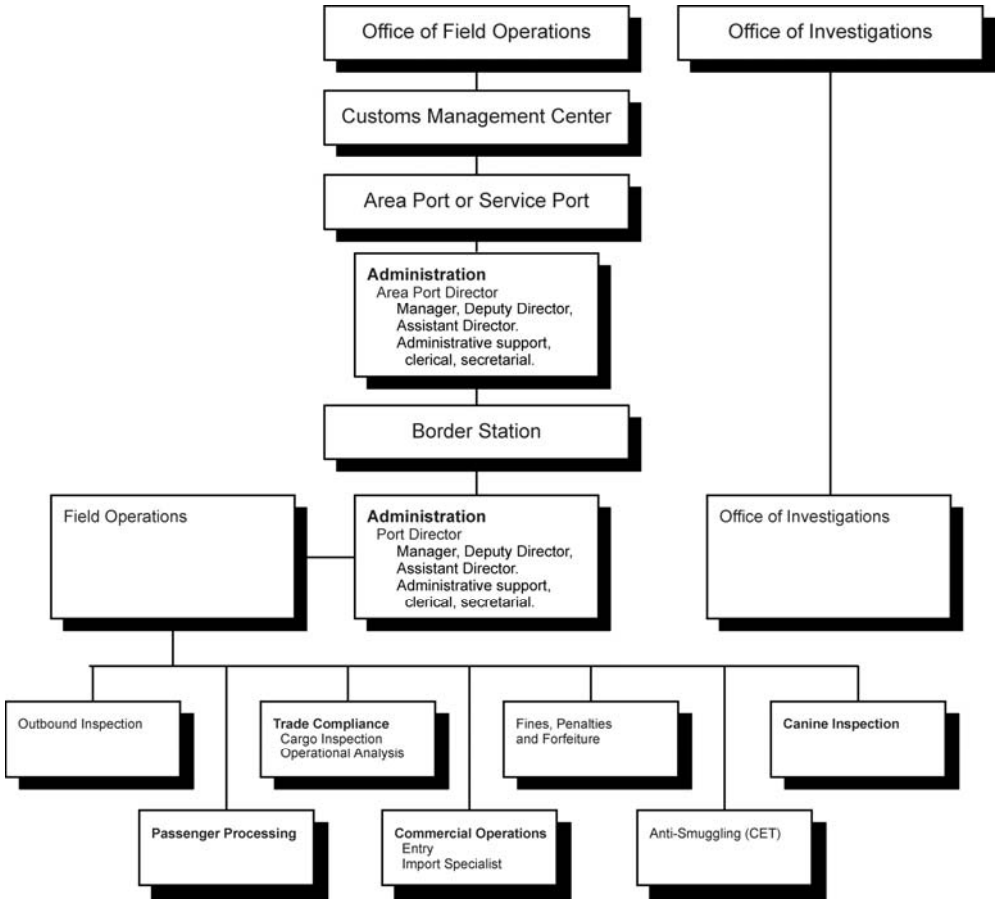
- Outbound. This unit is responsible for processing export items and outbound inspection of people and cargo under the control of *USCS.*
- Anti-Smuggling (CET). This is a specialized team assembled to thwart contraband smuggling.
- Canine Inspection. Teams of dogs and their handlers make up this group. They may provide services at the Land POE as part of Passenger Processing, Trade Compliance or Outbound Inspection.

- Fines, Penalties and Forfeiture (FP&F). This group provides prosecution services for the USCS against importers. FP&F does not provide direct services to importers during physical inspection at entry.

III. Office of Investigation. Responsible for the investigations and intelligence sub-processes, and oversight of the foreign and domestic investigative offices.

The following organization chart illustrates the formal divisions and reporting structures of the USCS with respect to ports:

Figure 2.1 U.S. Customs Service Organization Chart



Activities

The USCS has two main mission activities: assisting the public in making border crossings and enforcing the law. Public assistance and law enforcement activities should be physically separated into distinct inspection areas and security areas.

All vehicles and pedestrians entering the United States must go through a primary inspection point where it is determined whether a secondary inspection is necessary. When further inspection is deemed necessary, the vehicle, pedestrian or bus passenger is directed to the secondary inspection area. Persons who do not pass this secondary inspection may be arrested and detained until their cases are adjudicated or they are transferred to other long-term detention facilities.

Cargo or commercial shipments are also inspected by USCS at the Port. The shipper or the broker representative submits the customs documents at the point of entry. Duties may be paid by the shipper at the point of entry or by the broker after the vehicle leaves.

Immigration and Naturalization Service (INS)

Agency Mission

The overall mission of the Immigration and Naturalization Service is to enforce the Immigration and Nationality Act (8 USC 1103). At a Port of Entry, INS exercises control of foreign nationals seeking to enter, pass through, or remain in the United States or its territories.

Unique to the INS is the dual mission of providing information and services to the general public, while concurrently exercising its enforcement responsibilities. Its mission is divided into four major areas of responsibility:

- Facilitating the entry of persons legally admissible as visitors or as immigrants to the United States;
- Granting benefits under the Immigration and Nationality Act, as amended, including providing assistance to those seeking permanent resident status or naturalization;
- Preventing unlawful entry, employment, or receipt of benefits by those who are not entitled to them; and
- Apprehending or removing those aliens who enter or remain illegally in the U.S. and/or whose stay is not in the public interest.

The INS is divided into regions, which are subdivided into districts. A district may contain one or more ports of entry (POEs). Each POE has an INS Port Director who oversees all INS activities, although some small POEs will have only a supervisor and will operate under the jurisdiction of the Port Director at a master Port. The U.S. Border Patrol, the component of INS responsible for interdicting persons attempting entry to the U.S. between the ports, is divided into Sectors that may

not necessarily correspond to the INS District boundaries. The Border Patrol may be provided space at ports that fall within the Sector's boundaries, but their operations are autonomous from other INS Port operations and are not under the jurisdiction of the INS Port director. At just a few locations, the Executive Office for Immigration Review (EOIR), a quasi-judicial body that conducts removal hearings to determine whether a foreign national is inadmissible or deportable from the U.S. may also have a presence at the Port.

For more information on the INS, please contact *http://www.ins.usdoj.gov/graphics/lawenfor/index.htm*.

The INS Port Director oversees several categories of activities and mission responsibilities at ports-of-entry:

Vehicle and Pedestrian Primary Inspection –Inspectors question all individuals crossing the border to determine citizenship and admissibility. Immigration inspectors provide services at primary inspection areas jointly with the other Federal inspecting agencies. Other INS inspectors in secondary inspection inspect individuals who do not pass primary inspection because of immigration issues, or who require further documentation, further. Inspectors normally rotate through the various inspection processing areas through the daily operating cycle of each Port. Each inspection shift will have a shift supervisor on duty or on call.

Immigration Secondary –Inspectors perform a more thorough inspection of possible violators or others requiring further examination, including thorough examination of documents, conducting detailed interviews and interrogations, record checks, and searches, and taking sworn statements. Part of the inspection may occur in the vehicle secondary area and part in the interior secondary area. Inspectors also issue entry documents and process applications from admissible aliens seeking entry. At larger ports, general document processing may be conducted separately from normal secondary inspection. Some ports have enrollment offices where officers process applications for enrollment in various alternative inspection systems, such as dedicated commuter lanes and remote video inspection systems, as well as monitor the operation of these systems.

Expedited Removal and other adverse actions –Following the initial secondary inspection interview, inspectors may take adverse action against inadmissible aliens, including issuing expedited removal orders, permitting withdrawal of application for admission, and referring to an immigration judge for a removal hearing.

Criminal Prosecutions –Inspectors initiate criminal prosecution for violations of the criminal code, such as false claims to U.S. citizenship, use of fraudulent documents, or attempted entry by misrepresentation.

Asset Forfeiture –Inspectors often seize vehicles used in illegally transporting aliens into the United States. Inspectors are responsible for completing all paperwork related to the seizure, searching and inventorying the vehicle, conducting record checks and notifications relating to the vehicle, and arranging for storage either at the Port or at another location.

Intelligence and Enforcement Coordination –Inspectors coordinate intelligence information and enforcement actions with Border Patrol, Investigations, Detention and Removal, and other Federal/State law enforcement agencies.

NAFTA adjudications and other remote adjudications – Inspectors process special cases of applications for business visitors and other aliens who meet certain requirements under the North American Free Trade Agreement. There are some designated positions specifically for NAFTA processing, but any inspector may process most NAFTA cases. Inspectors at some ports may also assist the district in adjudicating waiver of inadmissibility applications or other applications for benefits.

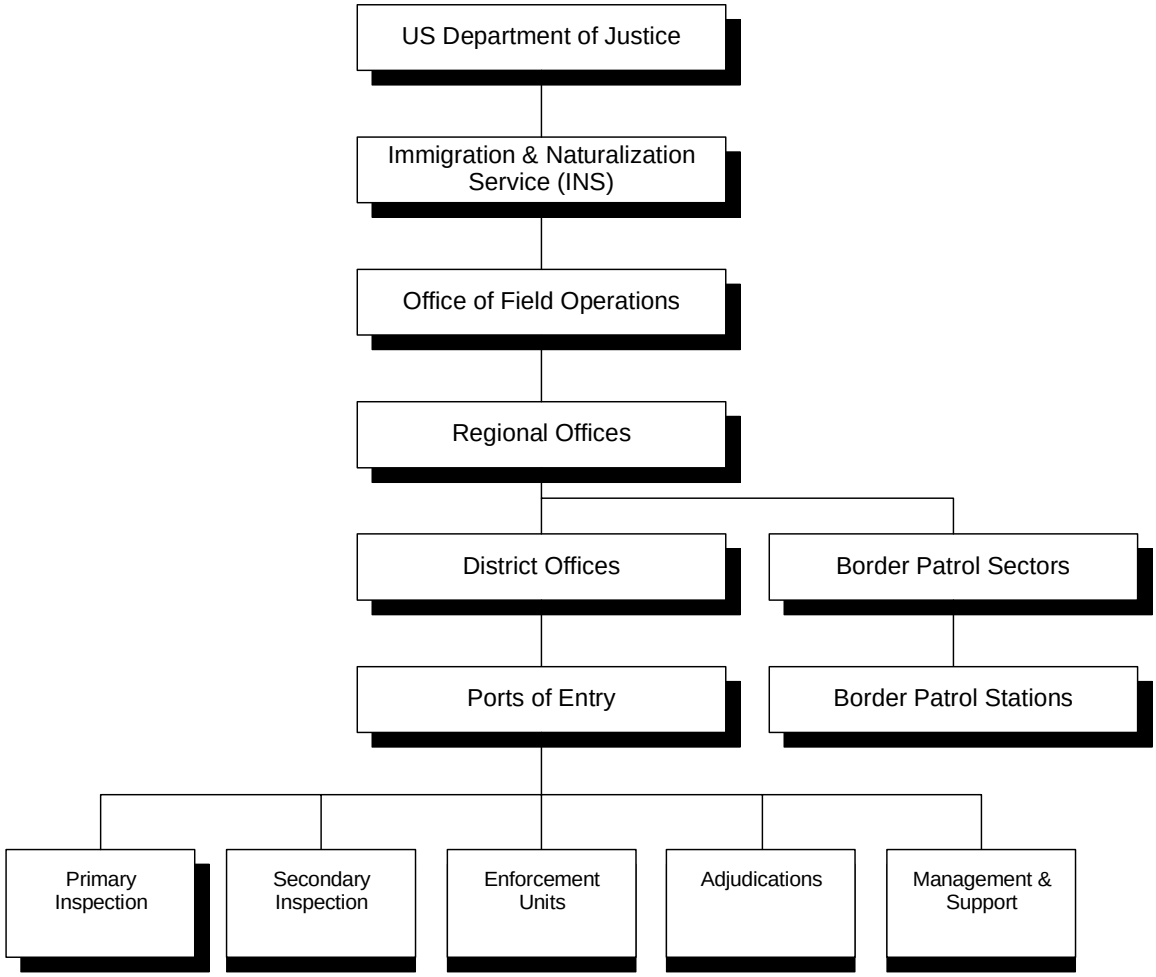
Administrative Support –Provides administrative support, including training, human resources, clerical, and accounting and analytical services to the Port Director and staff located at the Port.

Port Management and Administrative Support –Managers and supervisors exercise budgetary control of overtime and general expenses, undertake personnel assignments and actions. Support staff provides administrative support, including training, human resources, clerical, and accounting and analytical services to the Port Director and staff located at the Port.

Organization

The following illustrates the formal divisions and chain of command within the INS with respect to ports:

Figure 2.2 Immigration and Naturalization Service Organization Chart



Activities

The INS evaluates the qualifications of foreign nationals and others that wish to enter the United States. During primary inspection, immigration inspectors question individuals and perform queries of law enforcement databases as well as document checks. This initial inspection performed at either the primary vehicle or pedestrian areas determines quickly whether the applicant can be admitted without further processing, or if a secondary inspection is necessary.

The secondary inspection is a more thorough evaluation, including questioning on an individual basis, often in a private interview room. Inspectors may need to complete extensive paperwork and other administrative and enforcement processing. When appropriate, foreign nationals may be arrested and detained temporarily until they can be relocated to longer-term detention facilities to await further hearings or other action. Fingerprints and photographs are taken following arrest.

A second activity performed by INS is the processing of persons seeking immigration documentation, including collection of fees. The following are types of documents that may be issued at a Port:

- Arrival/Departure Record, Form I-94
- Temporary employment authorization cards
- Temporary evidence of lawful admission for permanent residence
- Evidence of enrollment in automated inspection systems

Border Patrol activities at a Port include:

- **Escort.** The Border Patrol escorts individuals being deported to the borderline at crossing points.
- **Detention Holding.** The Border Patrol will temporarily hold foreign nationals apprehended outside the Port for immediate deportation.
- **Administrative.** Agents on patrol may use the Port to perform paperwork, obtain supplies, and perform other administrative duties directly related to patrol.
- **Surveillance.** The Border Patrol can monitor remote television surveillance of border areas from the Port utilizing remote video surveillance (RVS).
- **Processing.** The Border Patrol processes apprehended individuals. Processing includes fingerprinting as well as completing documentation and making inquiries, as required.
- **Computer Access.** The Border Patrol may utilize terminals at the Port for NCIC inquiries, CIS inquiries, and AFIS inquiries.

U.S. Department of Agriculture (USDA) Animal and Plant Health Inspection Service (APHIS)

Agency Mission

The Animal and Plant Health Inspection Service (APHIS) exists to protect and maintain the health and well being of plants and animals in the United States. The primary responsibilities of the agency include the following:

- Enforcing quarantines and carrying out inspection responsibilities designed to prevent entry of foreign animal and plant pests and diseases.

- Eradicating outbreaks of animal and plant pests and diseases of economic and/or human health significance.
- Certifying that all biologics licensed for use on animals are safe and effective.
- Enforcing federal laws requiring humane treatment of animals involved in research, exhibitions and the wholesale pet trade.

For more information on USDA APHIS, please contact *http://www.aphis.usda.gov/*.

Organization

APHIS has two programs at the border - Plant Protection and Quarantine and Veterinary Services. Each may report to an on-site supervisor, state or a regional office.

Plant Protection and Quarantine has responsibility for eliminating plant pests, diseases and weeds that threaten agricultural crops in the United States. Its mission is to prevent the entry, establishment and spread of foreign plant diseases and animal pests into the United States and to suppress periodic outbreaks of certain native pests.

Veterinary Services is committed to controlling and eradicating animal diseases, establishing safe and effective veterinary biologics and ensuring animal protection. It is their responsibility to prevent the introduction of animal diseases or disease vectors (disease-carrying organisms) of foreign origin into the United States.

Activities

APHIS inspects produce, animals, animal by-products and forest products to prevent prohibited host materials from carrying pests and diseases into the United States. Once inspected, these products are either released or seized. Confiscated products may be examined and then destroyed through a sink disposal, incinerator, sterilization, or other means of destruction. Live animals, such as pet birds, are detained until their health is determined to be suitable for entry into the country.

General Services Administration (GSA), Public Buildings Service

Agency Mission

The Public Buildings Service's objective is to provide an attractive, well-maintained, functional, and safe work place for federal employees. Management includes the maintenance, repair, and alteration of structures as well as the maintenance of grounds and landscaping.

Organization

The GSA is divided nationally into 11 Regions, which provide direct support to individual facilities. Normally, divisions within each Region involved in projects include Public Building

Service Divisions of Property Management, Property Development, Real Estate and Portfolio Management. These Regional divisions provide planning, design coordination, construction management and budgeting for major construction, repair and alteration projects, as well as leasing of space for tenant agencies when needed. There are also GSA Field Offices in each region that serve demographic areas and provide facility management services for building maintenance and minor repair and alteration work. The Federal Protective Service (FPS) is the program office within the General Services Administration (GSA) charged with responsibility for providing a comprehensive physical security and law enforcement program in all GSA owned or leased facilities.

Activities

The GSA staff provides janitorial services and maintains the Port buildings and equipment. However, GSA usually contracts for janitorial/maintenance at ports due to remoteness of locations.

The GSA offers the customer agency turn key delivery of services utilizing a project integrator/coordinator to facilitate the agency's complete project requirements through Federal Technology Service (FTS), Federal Supply Service (FSS), and Public Buildings Service (PBS).

While the individual tenant agencies are responsible for providing their own telephone systems, the GSA is responsible for providing a main telephone room. Telephone switchgear and associated space requirements for individual agency telecommunication needs are the responsibility of the individual agencies. In some ports, the tenants may join together and utilize one telephone system, though this is at the tenants' discretion.

Federal Technology Services provides tenants information technology solutions and network solutions though in-place contracts. FTS and vendor partners can deliver a full range of solutions including telecommunications, information technology systems, hardware and software, consulting services, information security services and products, and integrated technology solutions. (See *http://www.gsa.gov/ftsintro.htm*.)

The Federal Supply Service assists agencies with acquiring supplies, furniture, computers, tools, and equipment. (See *http://www.gsa.gov/fssintro.htm*.)

The Public Buildings Service provides the customer agency all their real estate, office space, property management needs. The following is a menu of services that GSA offers to customer agencies. (See *http://www.gsa.gov/pbsintro.htm*.) Specific services they can coordinate include:

- Real Estate Planning
- Space Development
- Furniture, Supplies & Equipment
- Telecommunications/Network Services
- Information Technology
- Physical Security

- Relocating
- Special Consulting for art programs, audio-visual systems, acoustics, lighting, energy efficiency, records management, copy and mail services and retail tenant services.

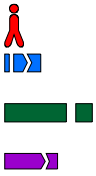
GSA maintains the records of the facilities including all construction documents, operating manuals, warranties, service contracts, and utility records. Records are archived according to GSA policy.

The Federal Protective Service (FPS) provides security surveys, security systems and installation, and guard services when requested on a reimbursable basis.

In addition, the GSA has established a U.S. Border Station Center of Expertise. Contact the Center of Expertise of GSA Region 7 (Fort Worth) for overall Port development issues and issues related to ports on the U.S./Mexico border, or GSA Region 8 (Denver) for issues related to ports on the U.S./Canada border. The Border Station Center of Expertise can be reached at (817) 978-2560.

Traffic Types Inspected

There are four basic types of traffic that typically enter and exit the United States through ports:



- Pedestrian
- Non-Commercial Vehicle
- Commercial Vehicle
- Bus

Ports will process Trains that cross within the Port limits. Ports may also provide call-in services for small watercrafts or private aircraft entering the United States in the vicinity of the Port.

The following table, excerpted from the document *A Policy on Geometric Design of Highways and Streets* issued by the American Association of State Highway and Transportation Officials (AASHTO), provides dimensions for different vehicles, and AASHTO vehicle class designations. These designations are used by highway engineers in determining the design dimensions of roadways. The user should verify vehicle designations with the current edition of the AASHTO standards.

Table 2.1 AASHTO Table II-1 Design Vehicle Dimensions

Design Vehicle Type	**Symbol**	**Height m (ft)**	**Width m (ft)**	**Length m (ft)**
Passenger Car	P	1.3 (4.25)	2.1 (7)	5.8 (19)
Single Unit Truck	SU	4.1 (13.5)	2.6 (8.5)	9.1 (30)
Single Unit Bus	BUS	4.1 (13.5)	2.6 (8.5)	12.1 (40)
Articulated Bus	A-BUS	3.2 (10.5)	2.6 (8.5)	18.3 (60)
Combination Trucks				
Intermediate semitrailer	WB-12 (WB-40)	4.1 (13.5)	2.6 (8.5)	15.2 (50)
Large semitrailer	WB-15 (WB-50)	4.1 (13.5)	2.6 (8.5)	16.7 (55)
Double bottom semitrailer	WB-18 (WB-60)	4.1 (13.5)	2.6 (8.5)	19.9 (65)
Interstate semitrailer	WB-19 (WB-62)	4.1 (13.5)	2.6 (8.5)	21.0 (69)
Triple semi trailer	WB-29 (WB-96)	4.1 (13.5)	2.6 (8.5)	31.0 (102)
Turnpike double semitrailer	WB-35 (WB-114)	4.1 (13.5)	2.6 (8.5)	35.9 (118)
Recreational Vehicles				
Motor home	MH	maximum	2.4 (8)	9.1 (30)
Car and camper trailer	P/T	maximum	2.4 (8)	14.9 (49)
Car and boat trailer	P/B	maximum	2.4 (8)	12.8 (42)
Motorhome and boat trailer	MH/B	maximum	2.4 (8)	16.1 (53)

Determining Traffic Volume. Traffic types, including pedestrians, non-commercial vehicles, commercial vehicles and buses will vary due to demographics and Port policy. Sometimes, a Port does not process certain types of traffic. A nearby Port will be designated to perform that activity. Variations related to traffic flow include the following:

- Land POEs on the U.S./Mexico border typically have significant pedestrian traffic.
- Rural ports normally have low pedestrian traffic volume.
- Urban ports may process commercial or bus traffic at a second remote Port.
- Livestock inspection is restricted to designated crossings.

Traffic volume and the presence or absence of commercial traffic influences Port design. The volume of vehicle traffic determines the number of vehicle inspection lanes. The size of the Main

Building and Secondary Inspection facilities is proportional to the number of lanes, except where there is considerable pedestrian traffic. The size of the commercial area depends on the volume and kind of commercial traffic.

Projections of traffic volume used in planning facilities may be provided from the following sources:

- Bridge Sponsors
- State Highway Administration
- Government Contracted Studies
- Independent Studies (e.g. local Chamber of Commerce)
- Tenant Agencies

All traffic flows must be controlled to prevent unauthorized entry into the U.S. It is essential that all traffic progresses safely, smoothly, and efficiently. Flows of different categories should be separated and "channelized," allowing turn-backs for drivers making mistakes, changing their minds, or being returned by inspectors.

On complex sites where traffic may be a problem, a traffic study should be conducted to analyze the volume of traffic expected on and off site. Potential traffic or safety problems should be identified and recommendations made for cost-effective solutions. Those solutions may involve agencies other than GSA, such as state or local government, in which case all contacts must be approved by GSA. If required, the study should be prepared by a traffic engineer during concept design before site selection or final budget approval.

C 

At smaller ports on the U.S./Canada border traffic originates from two sources: local traffic, which is primarily agricultural vehicles and local residents going about their business; and tourist, which come in seasonal peaks and holiday periods. Holiday and vacation traffic has a significant impact on these ports, generating peak traffic loads, with many recreational vehicles. These vehicles are large and require additional clearances and turning radius. These ports can also process minor amounts of commercial traffic primarily stemming from local farming activity and local industries, which also may have peak traffic periods such as harvest seasons. Economic conditions and currency exchange rates can also impact traffic volumes.

Inspection Sequence

Facilities must be arranged to accommodate the sequence of inspection for each traffic type. Inspection progresses from primary to secondary, to investigation, impoundment and holding, and hearing of individual cases.

Primary Inspection. This is an initial screening of individuals and vehicles consisting of a few questions to determine citizenship, purpose of entering, a request for display of proper documents, items to be declared for duty payment; a query of law enforcement databases; and a visual scan of the vehicle. Commercial vehicle primary inspection involves an initial screening of vehicles to

ascertain if they require additional processing. The truck is given a visual inspection. The driver is asked a few basic questions and documents for the vehicle is submitted to USCS for processing.

Secondary Inspection. This may include an inspection of the entire vehicle and all containers within it, an interview with the individual to determine status and the appropriate actions required to allow entrance into the U.S. and a verification of identity and validity of documents. Individuals with items to declare pay duties and tariffs during secondary inspection. Individuals violating laws are detained for processing. Those attempting illegal entrance into the U.S. are either referred for a hearing, processed as an Expedited Removal or refused entry and returned to the foreign country, or detained temporarily until they can be transported to a long term detention facility pending their hearing for prosecution or removal.

Violator Processing. Individuals attempting to violate laws may be arrested and detained. Additional activities include verifying identity, searches, interviews and detention, testing of contraband, impoundment of goods and vehicles, and prosecution of violators. Individuals charged with INS administrative violations are removed under Expedited Removal, allowed to withdraw, or heard and adjudicated before the EOIR at a later time.

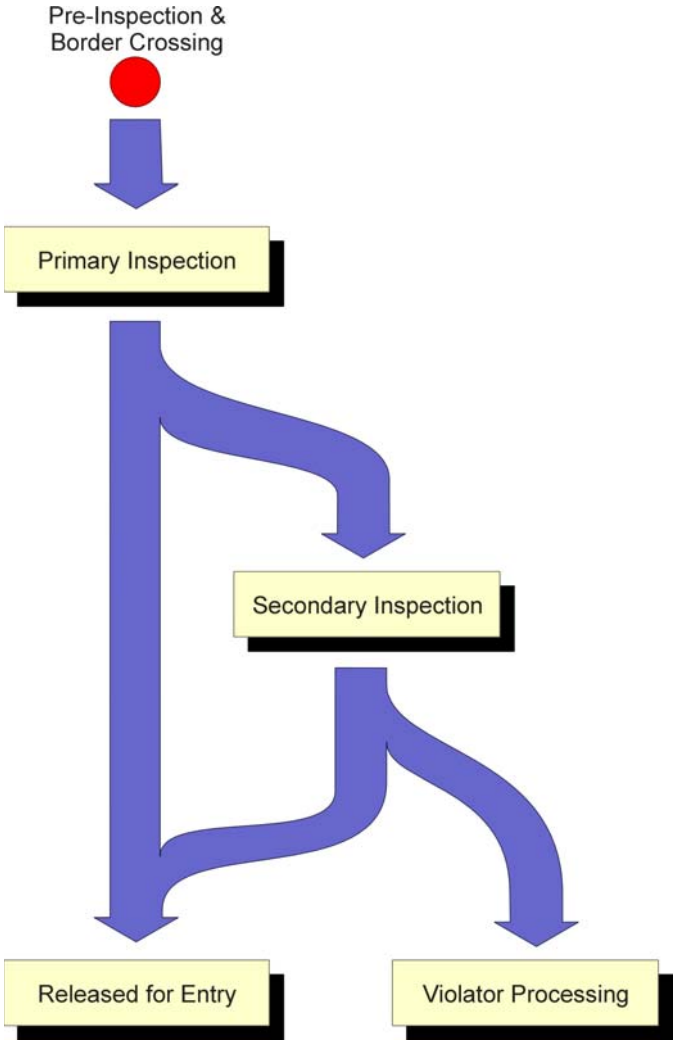


Figure 2.3 Inspection Sequence

Detailed Description of Traffic Types and Flows.

The following is a description of each traffic type covered and its effect on design:

Pedestrian

A Port receives pedestrians intending to immigrate, to shop or conduct other business, to work legally in the United States, those with business at the Port who do not intend to cross the border, and tourists.

Most pedestrian traffic typically occurs at ports located in municipal areas. Some ports located in rural areas may have light pedestrian loads from bicycle tours that are processed as pedestrians.

Few of the smaller ports along the U.S./Canada border experience significant pedestrian traffic. The dominant portion of the population relies on the automobile for transportation. Most of these smaller ports process pedestrians from the public counter or by an inspector at their booth.

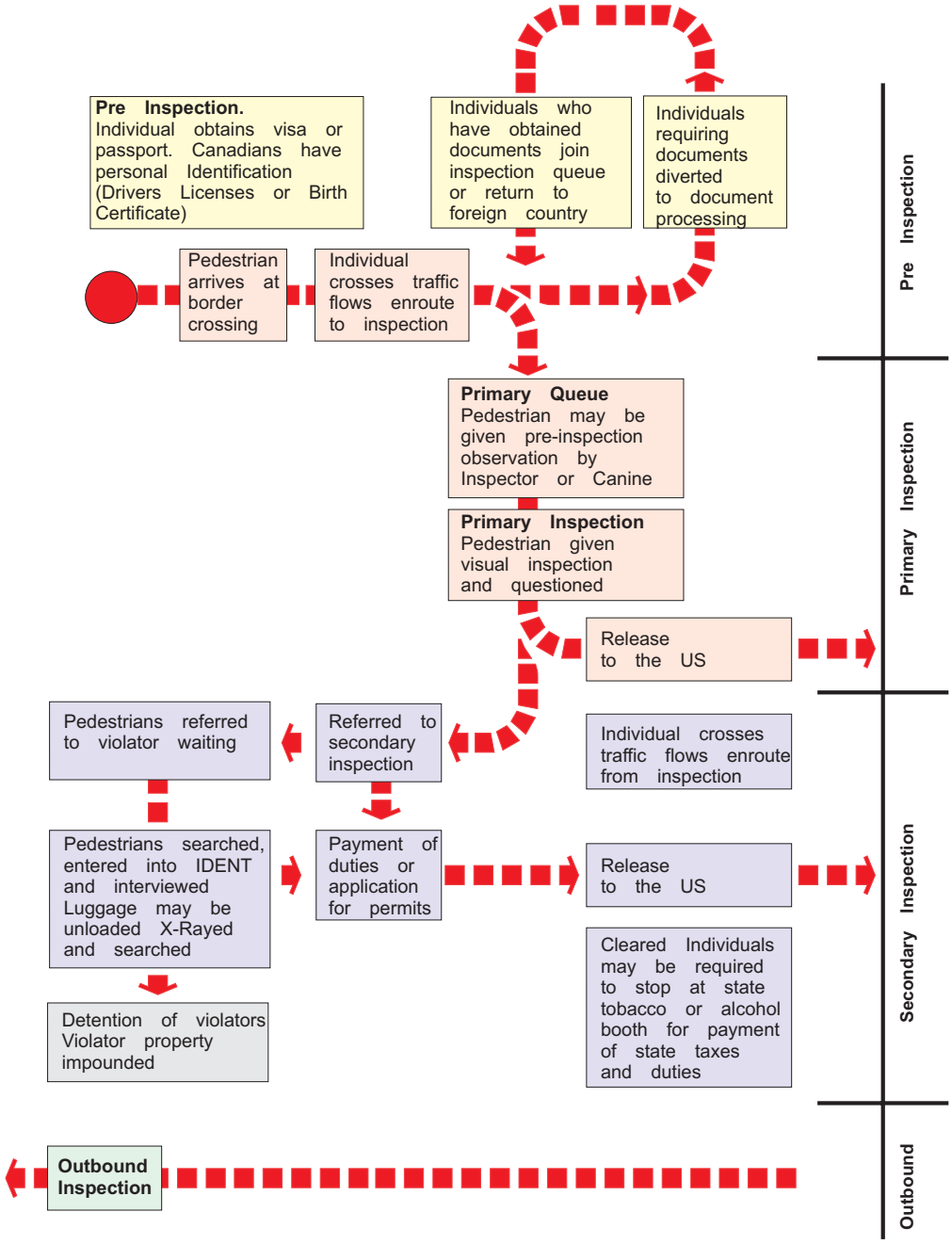
All inbound pedestrian traffic flow will be routed to the Main Building. Pedestrian inspection, as well as referral permit business, will be performed in the Main Building. Those entering the U.S. will pass through the pedestrian primary and secondary inspection areas contained within the Main Building and exit to the U.S. Pedestrians who are seeking permits will separate from the inbound flow into the INS waiting areas within the Main Building.

Pedestrian traffic should be controlled for both entry and exit from the U.S. The Port must be able to be secured from all access, including pedestrian, during off hours or emergency. Because the U.S. is responsible for pedestrian safety, the Port design should minimize safety hazards. Pedestrian routes and entrances must be clear and, wherever possible, avoid crossing vehicle traffic. Unavoidable pedestrian crossings should be visible and well marked for both pedestrians and drivers, and well lit. Pedestrian crossing must occur as early as possible after the border. Do not route pedestrian crossings directly at the non-commercial vehicle inspection line and booths. All pedestrian walkways, ramps and/or tunnels, parking, restrooms and public telephones must be accessible to disabled individuals.

Design concepts should consider overhead walkways and traffic lights, though each design solution has drawbacks. Drawbacks for overhead walkways include the ability of pedestrians to monitor inspection activities, the tendency for pedestrians to avoid the walkway and cut across traffic lanes, and the blocked sight lines of the inspectors. If the design includes overpasses, there must be controlled access that prevents pedestrians from crossing directly through the traffic lanes. Views from overpasses to operational areas should be limited. Drawbacks for tunnels include the higher crime rates for pedestrians in the tunnels and difficulty in maintaining and cleaning the tunnel area. Drawbacks for at grade crossing include conflicts between pedestrians and traffic, the need for extensive traffic control systems, resulting congestion from traffic slow downs, and safety hazards from conflicts between vehicles and pedestrians.

Pedestrians leaving the United States do not need to pass through the Port at the present time, though outbound inspection may be periodically performed. Pedestrians should be able to leave the country without crossing vehicular traffic. Foreign-bound sidewalks (sidewalks to the right of foreign-bound lanes) should not allow reverse flows of pedestrians into the U.S.

Figure 2.4 Pedestrian Traffic Flow Sequence



M Figure 2.5 Pedestrian Traffic Flow Through a Typical Port

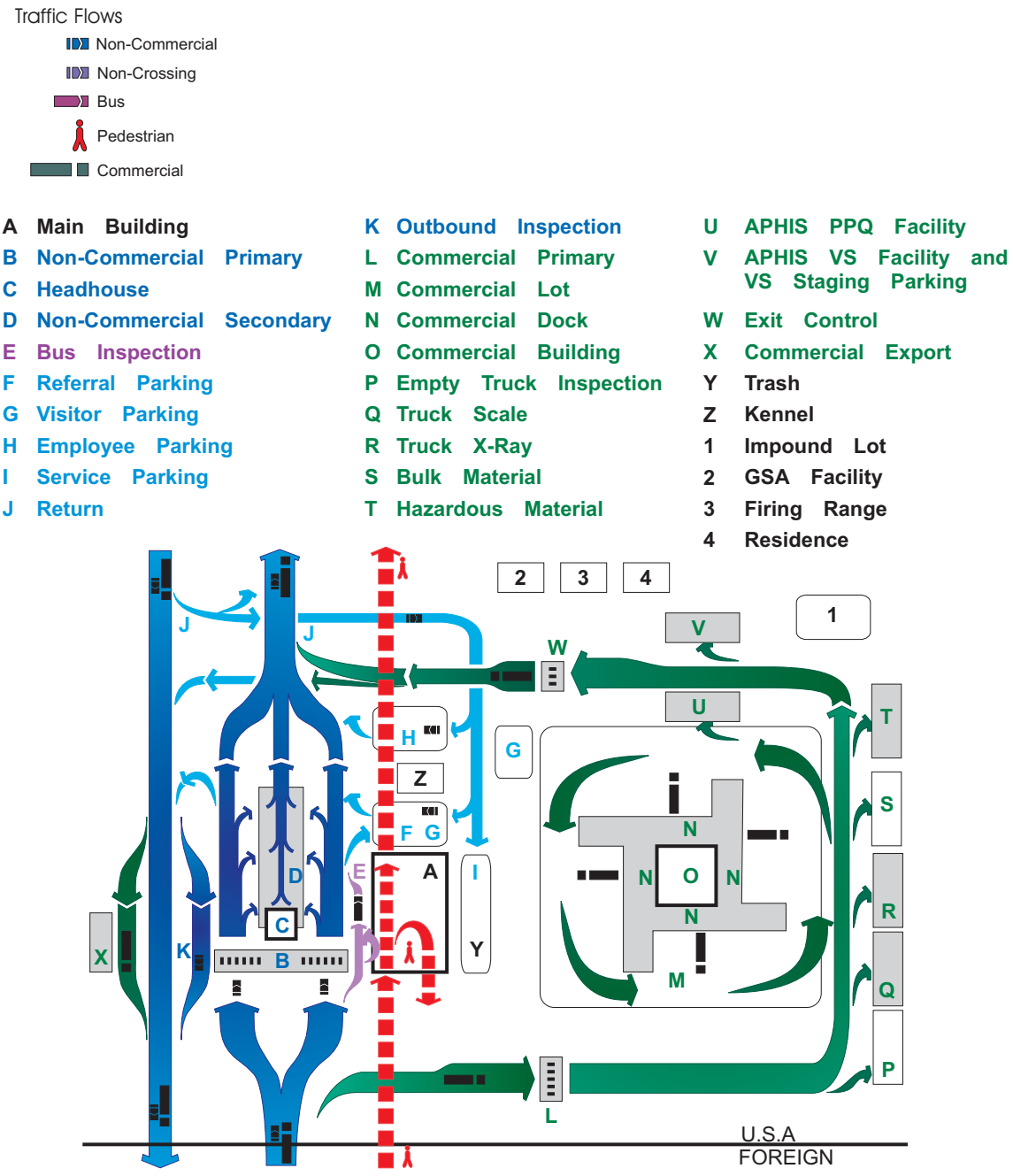


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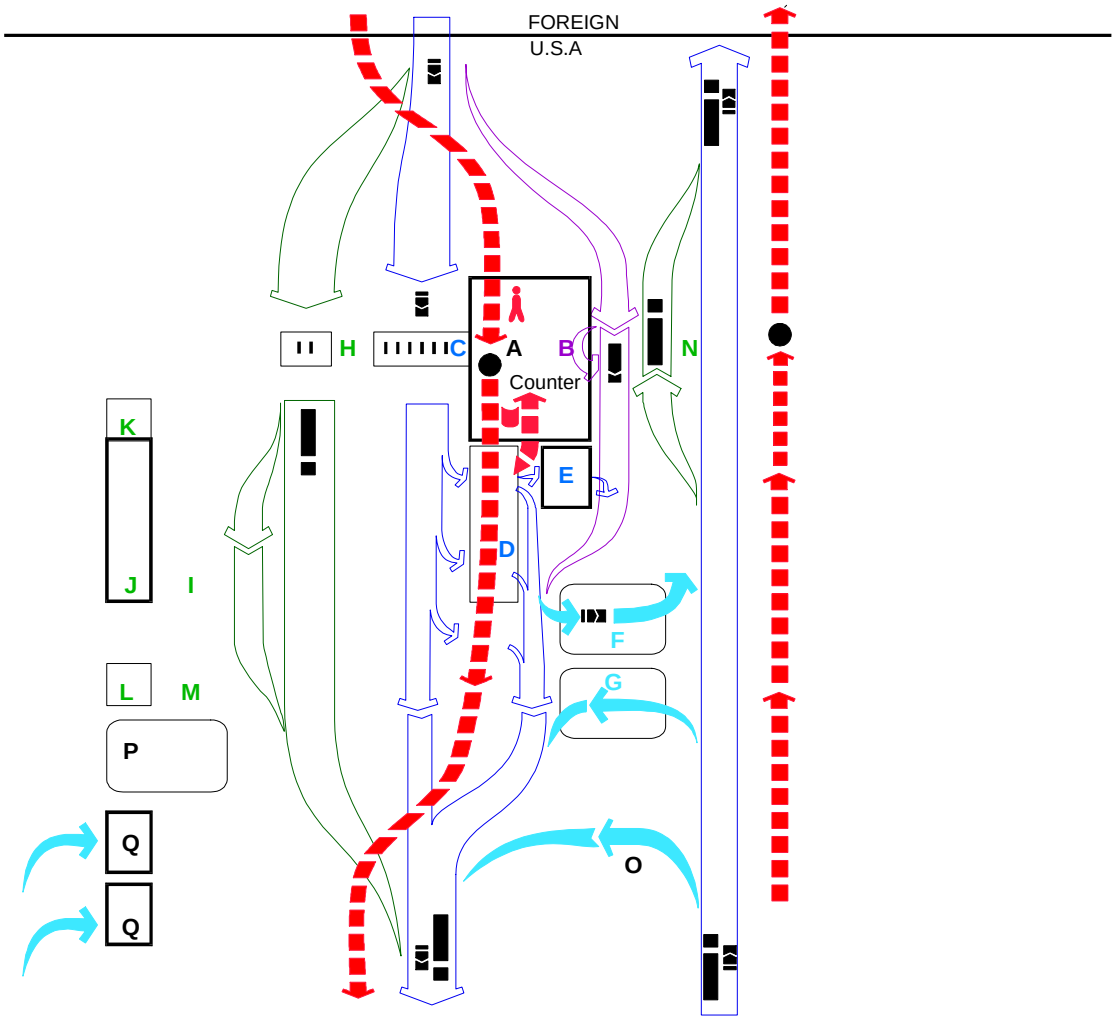
Figure 2.6 Pedestrian Traffic Flow Through a Port with Main Building in Roadway Median

Pedestrian
Non-Commercial
Commercial
Bus

O Return
P Impound Lot
Q Residence

A Main Building
B Bus Inspection
C NonCommercial Primary
D NonCommercial Secondary
E Secondary Garage
F Visitor
G Staff

H Commercial Primary
I Commercial Stagging Parking
J Commercial Dock
K Commercial Building
L Veterinary Facility
M Livestock Transport Parking
N Export Inspection



Non-Commercial Vehicle. Non-commercial refers to vehicle traffic not carrying materials for resale or use in manufacturing. This includes passenger cars, motorcycles, vans, recreational vehicles, vehicles towing trailers, boats, and any other vehicles not carrying cargo for resale. Buses that provide commercial transport services are treated as a separate traffic category because they require a different inspection sequence.

Non-commercial vehicles include the AASHTO vehicle classes passenger car (P), motor home (MH), car and camper trailer (P/T), car and boat trailer (P/B) and motor home and boat trailer (MH/B).

Non-commercial inspection includes shared inspection by INS and USCS, with each agency providing approximately half of the primary inspection personnel. Inspectors ascertain whether the individual is a citizen of the U.S or has the appropriate travel documents to enter the U.S., whether the individual has goods to declare, whether the individual is carrying goods not permitted in the U.S., or whether the goods are subject to inspection. The inspectors also query law enforcement databases. In addition APHIS provides inspection services as necessary for plant and animal items on individuals referred to secondary.

All non-commercial traffic entering the U.S. must pass through the non-commercial inspection area. The route must be unmistakable and unavoidable. The traffic must first pass through the primary inspection facilities. The Secondary Inspection area is located following the Primary Inspection area, along the flow of traffic. Traffic admitted directly from the Primary Inspection area must be able to bypass the Secondary Inspection area and enter the U.S. Any traffic not admitted after Primary Inspection will be directed to Secondary Inspection for further inspection or will be turned back to the foreign country. Non-commercial vehicles that turn back must have a return lane that joins traffic leaving the U.S. The return route must be visible from the primary inspection booths and must not join a route where normal traffic enters the United States.

Figure 2.7 Non-Commercial Traffic Flow Sequence

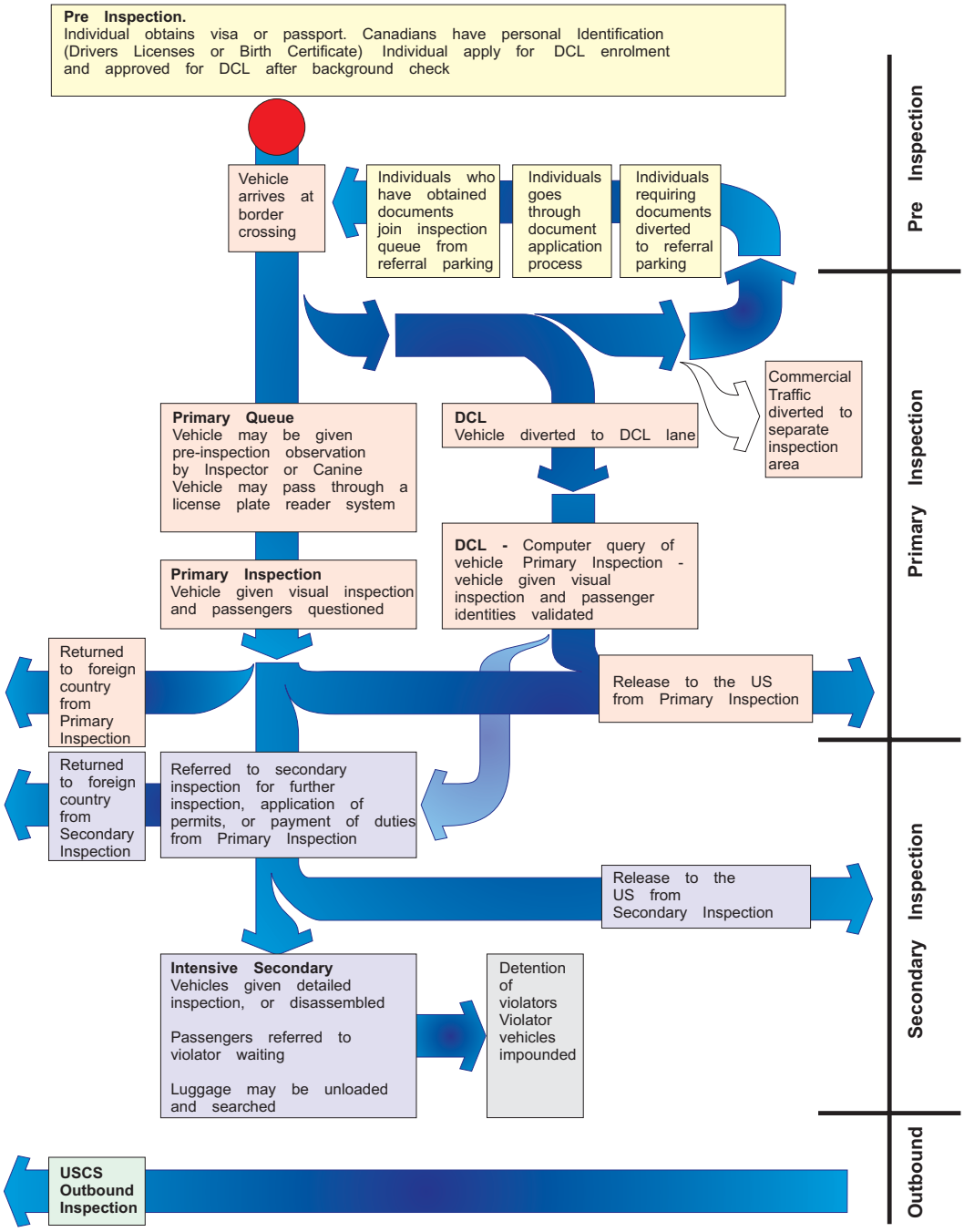


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Figure 2.8 Non-Commercial Traffic Flow Through a Typical Port

Traffic Flows

- Non-Commercial
- Non-Crossing
- Bus
- Pedestrian
- Commercial

A Main Building	K Outbound Inspection	U APHIS PPQ Facility
B Non-Commercial Primary	L Commercial Primary	V APHIS VS Facility
C Headhouse	M Commercial Lot	W Exit Control
D Non-Commercial Secondary	N Commercial Dock	X Commercial Export
E Bus Inspection	O Commercial Building	Y Trash
F Referral Parking	P Empty Truck Inspection	Z Kennel
G Visitor Parking	Q Truck Scale	1 Impound Lot
H Employee Parking	R Truck X-Ray	2 GSA Facility
I Service Parking	S Bulk Material	3 Firing Range
J Return	T Hazardous Material	4 Residence

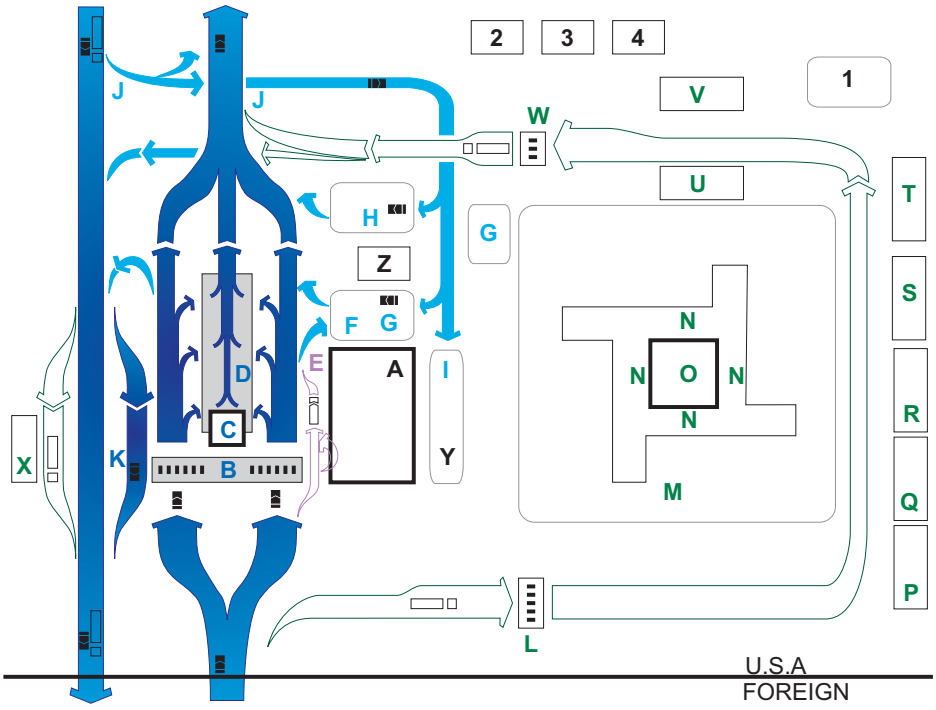

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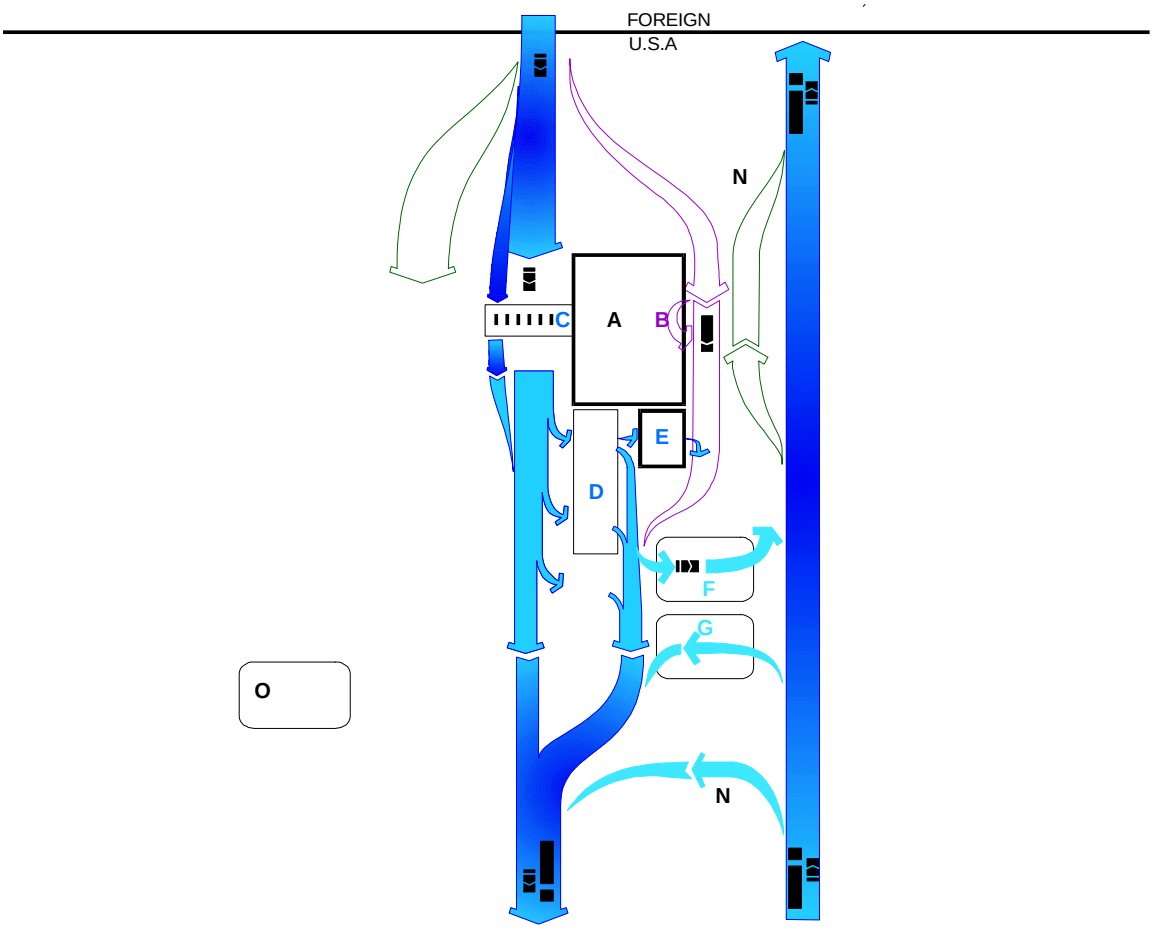
Figure 2.9 Non-Commercial Traffic Flow Through a Port with Main Building in Roadway Median

Pedestrian
Non-Commercial
Commercial
Bus

O Return
P Impound Lot
Q Residence

A Main Building
B Bus Inspection
C NonCommercial Primary
D NonCommercial Secondary
E Secondary Garage
F Visitor
G Staff



Dedicated Commuter Lanes. At some ports, dedicated commuter lanes are operated to expedite the inspection of vehicles that frequently pass through the Port. The vehicle or driver must register with the Port under the special dedicated commuter lane program, and a background clearance is conducted on the applicant. Depending on the program used at the Port, the applicant may be issued a decal for their window, a coded card, or a transponder for their vehicle (a transponder is a device that transmits a coded messages to the Port as the vehicle approaches the Port). When the vehicle arrives at the Port, the vehicle and occupants must match the registered description, and the car is cleared for entry to the United States. The dedicated commuter lane program may have other names such as PACE or SENTRI. PACE (Pre-access Commuter Entry) uses stickers affixed to pre-approved vehicles. SENTRI (Secured Electronic Network for Travelers Rapid Inspection) uses a transponder.

Outbound Inspection. The USCS inspects outbound traffic passing from the U.S. for contraband and products that have export restrictions. Outbound inspection involves bringing all outbound traffic to a halt and referring certain vehicles to a secondary inspection

Remote Video Inspection Systems (RVIS). At some small ports, non-commercial traffic may be remotely inspected during night hours or slow seasons. These are also referred to as "automated ports." At these ports, individuals would apply for permits, similar to dedicated commuter lanes. A background check will be performed on the applicant, and a permit issued for use of the RVIS automated Port. When entering the United States, the inspection agencies use cameras and license plate readers to identify and review the vehicle from a remote location at another Port. The inspector would ask any questions through an intercom connection with the RVIS lane, and clear the vehicle for entry. Any vehicle not cleared would be requested to return for further inspection when the Port is open and staffed, or referred to an open Port for further processing. If the vehicle proceeds without authorization, the Border Patrol or a local law enforcement agency is contacted to apprehend the illegal entry.

Non-Crossing Traffic. All foreign traffic must pass through primary inspection for security reasons. Foreign visitors to the Port may then be directed to referral parking. A clear return route to the foreign country must be provided that does not interfere with other inspection areas.

U.S. visitors that do not intend to leave the country should have access to the Port from the U.S. side without going through the inspection areas. Visitor traffic should be separated from employee traffic. For ports with separate commercial crossing points, foreign visitors may return via the commercial outbound crossing point, eliminating conflicts in traffic flows.

Staff and Service Vehicles. There should be a clear and separate route for employees coming from the United States into parking areas. Service vehicles from the U.S. should use the same entrance and route as employees.

Fire and emergency vehicles must have clear and easy access to the site. They may require a special access point during emergencies.

Bus. Bus inspection varies by the level of commercial bus traffic passing through the Port. Bus traffic tends to be either tour charter buses that come periodically to the Port, or scheduled bus routes that arrive at regular intervals to the Port. Buses and vans require separate processing from

normal non-commercial traffic. Ports will typically have bus inspection unless the service is designated to be performed at another Port in the vicinity to reduce congestion.

Normally, bus passengers disembark for inspection, and then the bus is inspected before the passengers board again. Bus inspection is normally combined with pedestrian inspection, though it can be in it's own independent facility. The bus should be diverted from other traffic flows and pulled over to a bus inspection area. There, passengers disembark and claim their luggage. They will then wait in a queue for inspection. The inspector performs a primary inspection interview, and may ask to search the passengers luggage. Passengers cleared for entry then recheck their luggage and board the bus. Passengers not cleared for entry may be referred to the INS, USCS or APHIS main building areas for further processing

Not all ports require bus inspection facilities. Inspectors may perform bus inspections by walking through the bus and questioning passengers in their seats. Only those passengers requiring further inspections or who need to apply for permits or pay duties will be requested to disembark.

Bus traffic includes the AASHTO vehicle classes single unit bus (BUS) and articulated bus (A-BUS).

Passengers go through the pedestrian processing facilities or bus lobby in the Main Building. Therefore, bus inspection lanes should be located directly next to the Main Building, preferably with the building on the right-hand side so passengers do not have to cross the bus lane for access to the Main Building. The bus lane does not require a canopy, though it is desirable. There may be a system for unloading and inspection of luggage. The bus inspection must be laid out to provide the orderly processing of pedestrians, controlling the path of pedestrians and assuring that pedestrians pass through the inspection point before accessing other areas of the main building.

Sometimes, buses drop passengers off for inspection. After processing, the passengers then board another bus to proceed into the U.S. The foreign bus and driver are then free to return to the foreign country, requiring a return lane that does not go through the primary inspection facilities.

Figure 2.10 Bus Traffic Flow Sequence

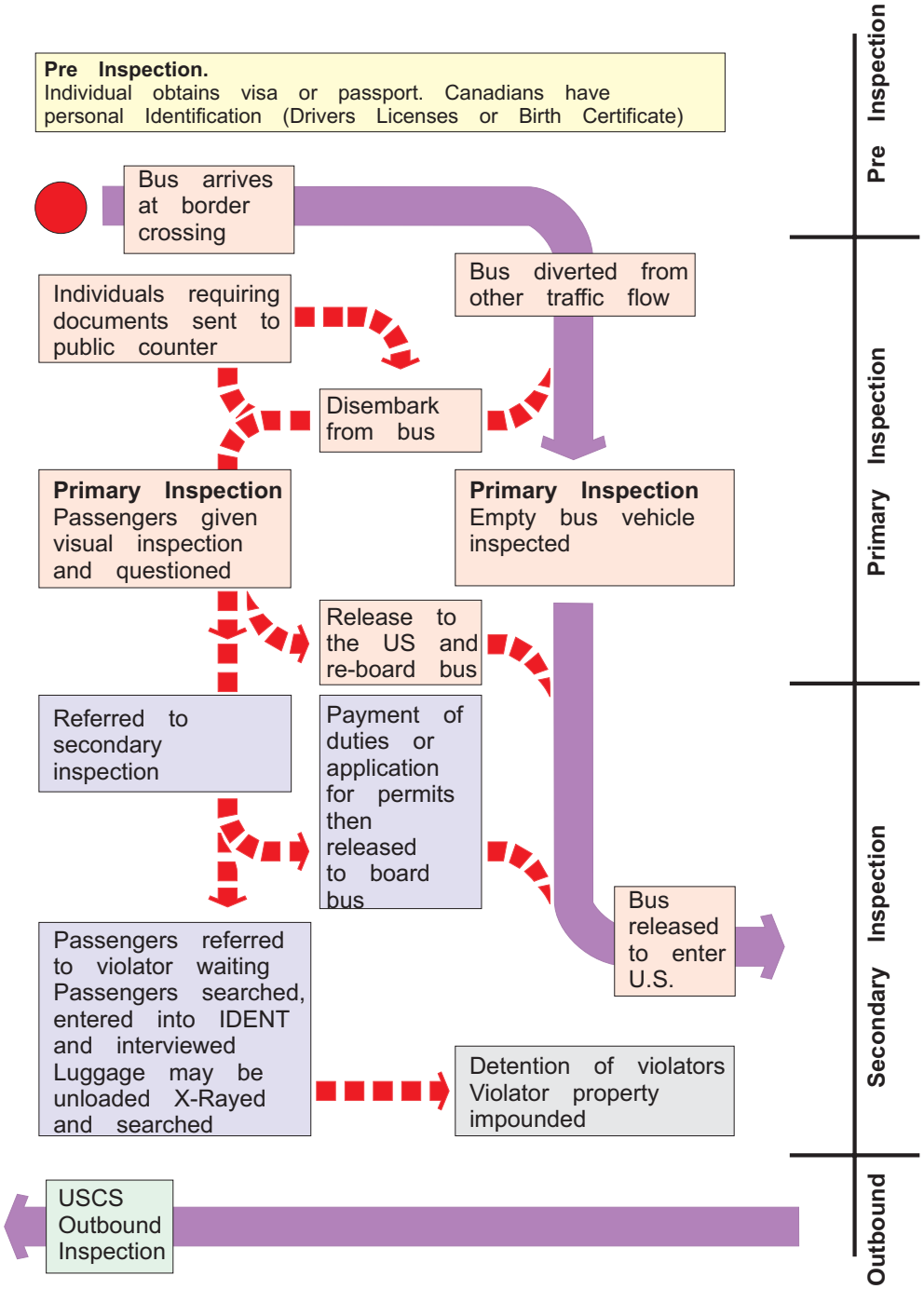


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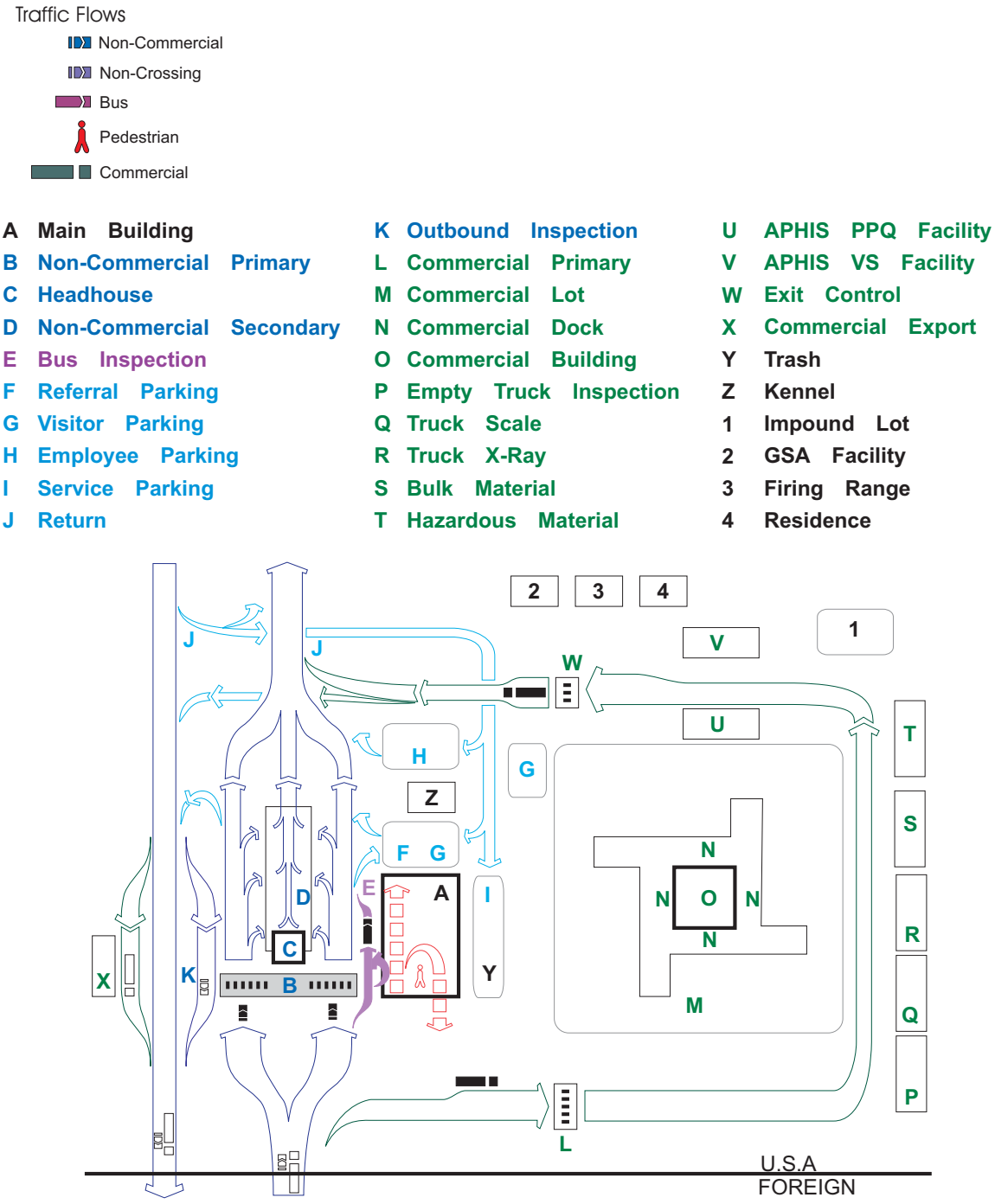
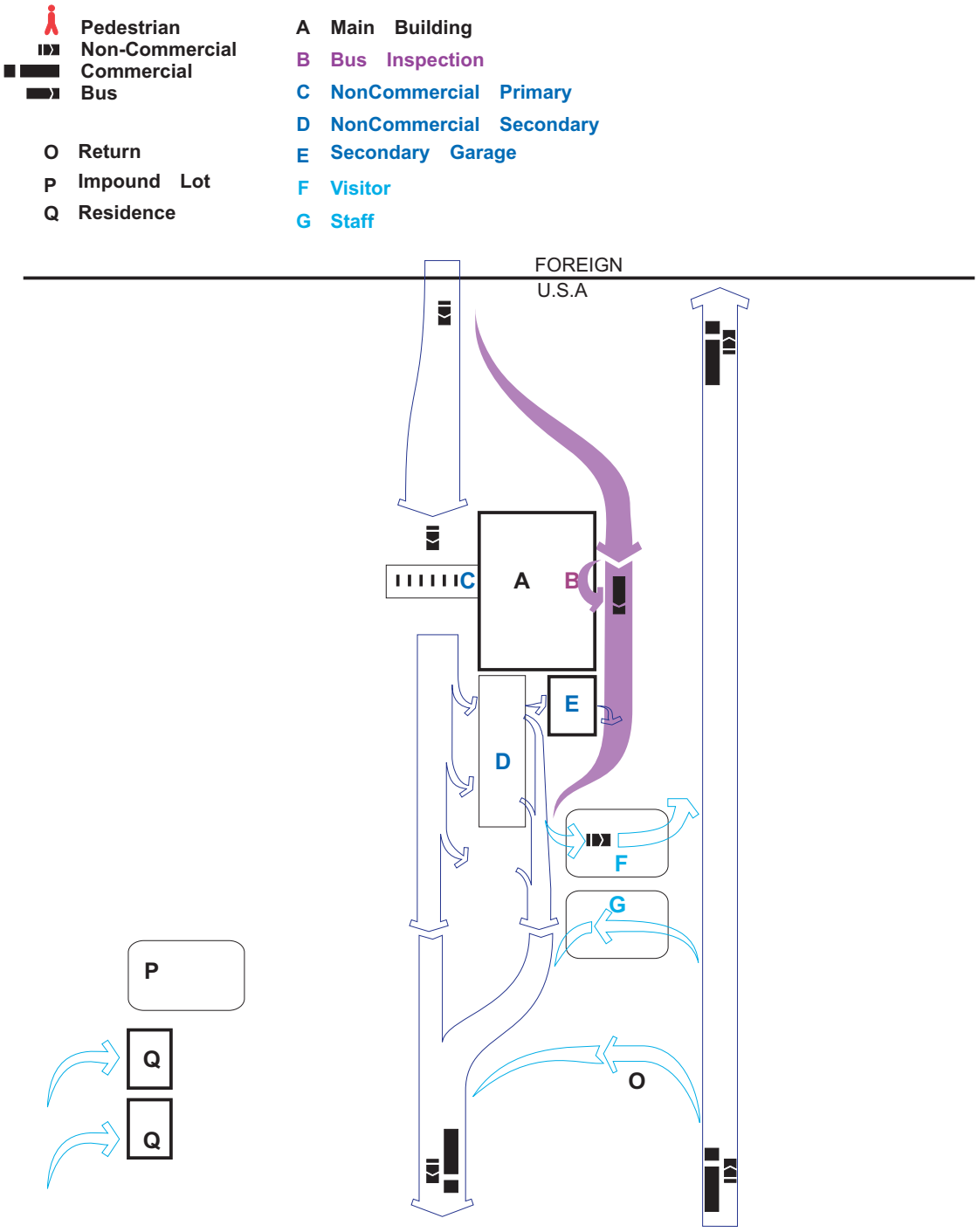
Figure 2.11 Bus Traffic Flow through a Typical Port



C Figure 2.12 Bus Traffic Flow through a Port with Main Building in Roadway Median



Commercial Vehicle. Commercial traffic is vehicle traffic carrying goods and cargo for resale or use in manufacturing. This is normally large trucks but can be automobiles and other small vehicles carrying goods for resale. Commercial vehicles also include large transport vehicles returning empty across the border. USCS performs all primary and a majority of the secondary inspection activities, including collection of duties and searching for contraband or restricted commercial goods. APHIS PPQ performs secondary inspection for any agricultural products. APHIS VS may have an inspection facility located at or near the main Port for inspection of livestock. FDA and USFW may provide secondary inspection at some locations, typically at larger commercial operations.

Commercial vehicles include the AASHTO vehicle classes single unit truck (SU), combination truck intermediate semitrailer [WB-12 (WB-40)], combination truck large semitrailer [WB-15 (WB-50)], combination truck double bottom semitrailer full trailer [WB-18 (WB-60)], combination truck interstate semitrailer [WB-19 (WB-62)], combination truck triple semitrailer [WB-29 (WB-96)], and combination truck turnpike double semitrailer [WB-35 (WB-114)]. In addition to the length and turning radius, the designer must also take into consideration the undercarriage clearances that can vary from standard to low-boy configurations.

Customs brokers, who prepare the proper documents and submit them to the USCS on behalf of the shipper, are an integral part of the commercial inspection process. The broker arranges, through private contractors, to have the commercial vehicles unloaded at the dock, making the goods available for inspection. Commercial vehicles enrolled in National Customs Automation Program (NCAP) may use remote filing and post import reconciliation of entries, with electronic transfer of commercial data and payment of duties on monthly statement cycles. USCS uses a computer based information system called Automated Commercial System (ACS) to process commercial entries, fines, penalties and forfeitures, as well as administrative functions.

Generally, commercial traffic will be diverted from the non-commercial traffic flow into separate commercial inspection facilities. These vehicles should be separated promptly from other traffic and routed through controlled lanes to the Commercial Inspection area. Commercial vehicles will pass through a Primary Inspection facility. Vehicles may be released for entry into the U.S. directly from primary inspection as part of the Border Release Advanced Selectivity System. These vehicles should be able proceed directly to the U.S. via a separate roadway which by-passes the dock area. Vehicles not released directly from primary inspection will be inspected at the dock or at one of the specialized inspection facilities. Upon completion of inspection, the trucks must have a clear path rejoining other traffic entering the U.S. Trucks not cleared for entry into the United States must be diverted back to the foreign country.

Types of inspection performed by USCS can include any of the following:

- Initial screening and processing of paperwork. This is normally performed at the primary inspection booth.
- Devanning and inspection of goods. This involves unloading goods for inspection, visual inspection of the inside of the cargo bays, and thorough visual inspection of goods on the dock.

- X-ray or Gamma ray inspection, including VACIS radiographic scans of cargo vehicles through a vehicle x-ray machine and radiographic scans of goods through a pallet x-ray machine.
- Bulk cargo inspection, including off-loading of bulk cargo into bins.

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- Empty truck inspection includes overhead walkways.
- Hazardous material containment.
- Intensive inspection, with inspection activity for devanning and searches conducted behind screened fenced areas.
- Canine inspection, utilizing dogs to identify concealed contraband.
- Export Inspection, for the transport of controlled goods. There must be a provision for stopping commercial vehicles leaving the United States for inspection or collection of documentation on certain goods that are controlled or goods shipped through the United States. An export inspection facility can serve this purpose, though at smaller ports, export inspection may be performed in the Import Commercial Inspection area.

Inspection activities performed by APHIS can include any of the following activities:

- Devanning and inspection of goods. APHIS PPQ may require vehicles to unload for thorough visual inspection of goods on the dock. Some items may be taken to the lab for more thorough testing and examinations
- Destruction or sterilization of contaminated goods. APHIS PPQ utilizes sterilizers, cookers or incinerators to process or destroy contaminated items that are rejected from entering the U.S.

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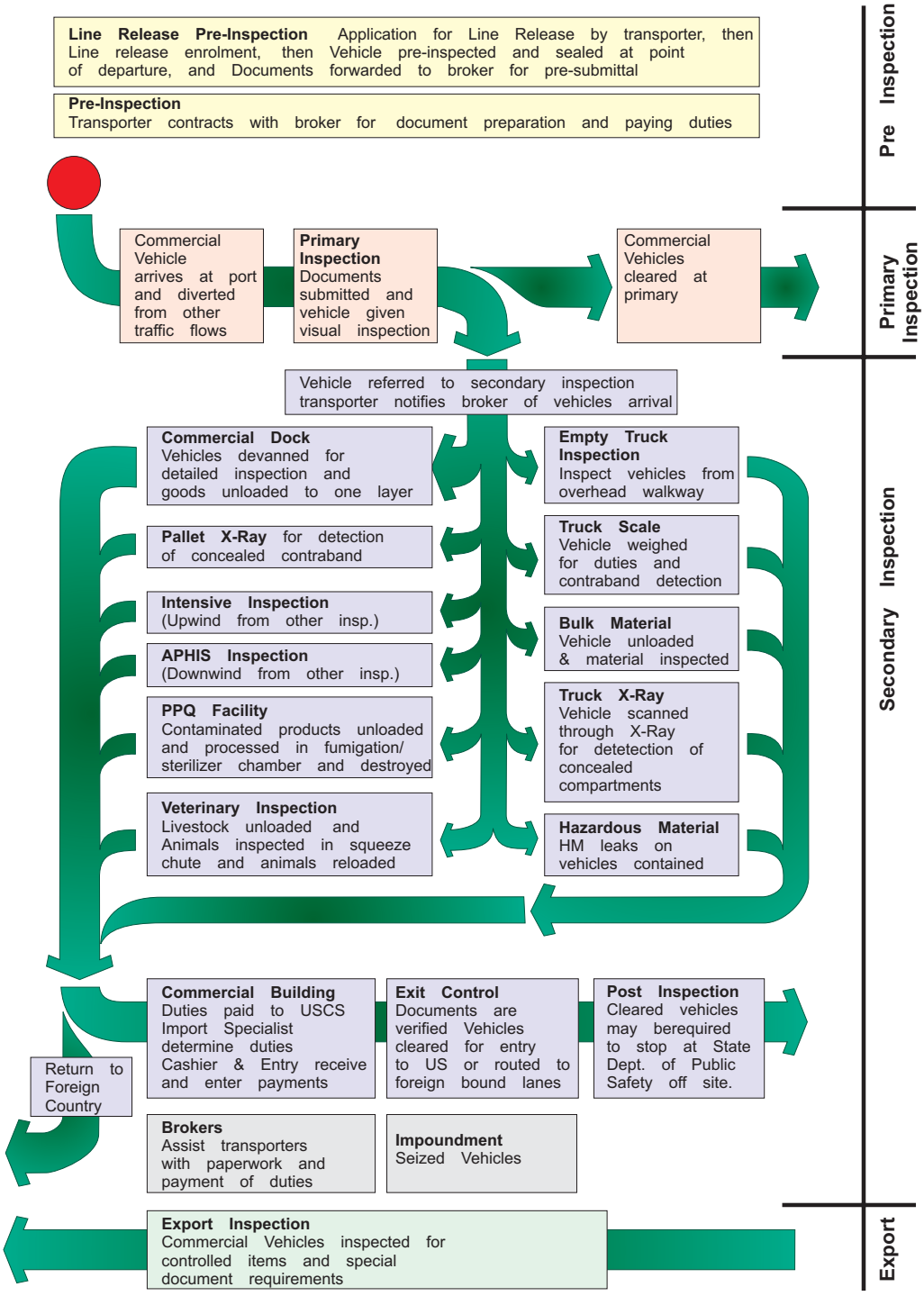
- Devanning of livestock. APHIS VS may unload livestock from vehicles for close inspection in livestock chutes.

Figure 2.13 Commercial Traffic Flow Sequence for a Large Facility



M Figure 2.14 Commercial Traffic Flow through a Typical Port

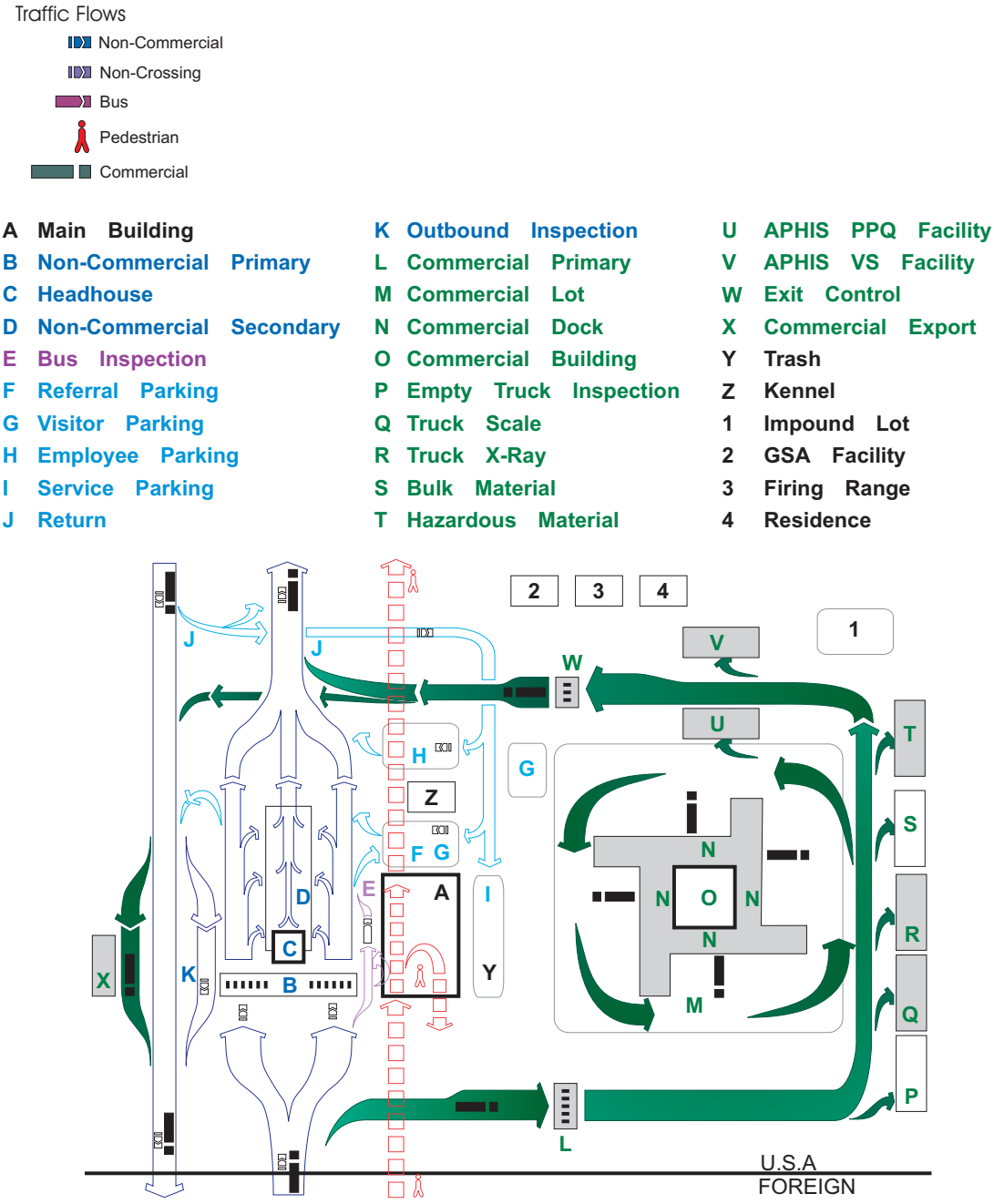


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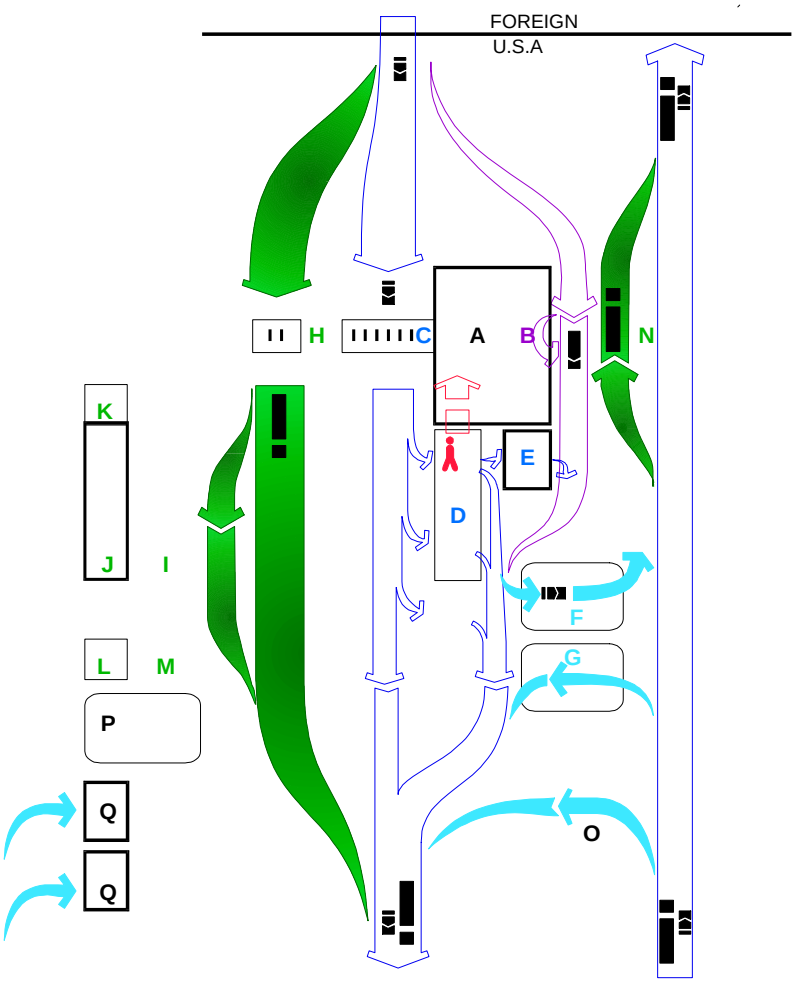
Figure 2.15 Commercial Traffic Flow through a Port with Main Building in Roadway Median

Pedestrian
Non-Commercial
Commercial
Bus

O Return
P Impound Lot
Q Residence

A Main Building
B Bus Inspection
C NonCommercial Primary
D NonCommercial Secondary
E Secondary Garage
F Visitor
G Staff

H Commercial Primary
I Commercial Stagging Parking
J Commercial Dock
K Commercial Building
L Veterinary Facility
M Livestock Transport Parking
N Export Inspection



Trains. Railcar traffic requires separate processing from normal commercial vehicles. Trains are inspected immediately upon crossing the border. This inspection is similar to primary vehicle check. The second inspection is performed at the rail yard. This inspection is performed by opening cars to check contents and inspect for illegal aliens. Where possible, rail companies are requested to off-load contents of some cars.