



U.S. Customs and Border Protection

BUSINESS RESUMPTION

COMMUNICATION AND COORDINATION PLAN OTAY MESA PORT OF ENTRY

DEVELOPED IN CONJUNCTION WITH MEXICAN CUSTOMS AND OTAY MESA TRADE STAKEHOLDERS

2010

TABLE OF CONTENTS

1	BUSINESS RESUMPTION DEFINITION	3
2	BUSINESS RESUMPTION OBJECTIVE	3
3	BACKGROUND	4
4	SCENARIO.....	6
5	INCIDENT NOTIFICATION, RESPONSE AND RECOVERY QUESTIONS	7
6	BUSINESS RESUMPTION PLAN- FIRST 24 HOURS	8
7	BUSINESS RESUMPTION PLAN- DAY 2 & BEYOND.....	13
8	OTHER ISSUES.....	18
9	DISCLOSURE	18
10	APPENDIX A.....	19

1 Business Resumption Definition

Activities required to maintain or return the Otay Mesa Cargo Port to a state of normalcy during and after a significant incident that disrupts the flow of trade.

2 Business Resumption Objective

The objective is to establish a workable operating plan during severe emergency situations. The plan would serve as a guide to U.S. Customs and Border Protection (CBP,) Mexican Customs and the Trade Community for cargo processing during a local crisis situation at the Port of Otay Mesa.

**** For the purposes of this document, CBP refers to the San Diego Field Office and the Port of Otay Mesa.

The objective of the exercise is to identify gaps within current plans and procedures and provide solutions and evaluation. The exercise focused on two main elements:

2.1 Communications

- Develop a joint CBP/MX Customs/Stakeholder communication plan by enacting a communications strategy to jointly facilitate the recovery of trade.
- Identify alternate information delivery capabilities between CBP, MX Customs, other government agencies and stakeholders to proactively disseminate pertinent information needed to expedite the implementation of a joint business resumption plan.
- Validate information delivery capabilities both for CBP and MX Customs and their ability to coordinate message content to all stakeholders.

2.2 Restoring Cargo Processing

- Restoring trade flows following a major disruption of supply chain.
- Identify points of contact between MX Customs, CBP, OGAs and stakeholders to proactively disseminate pertinent information needed to expedite the implementation of joint business resumption plans.
- Validate information receipt capabilities and best practices with respect to contingency planning.

This local workable operation plan will be used in conjunction with the procedures outlined in CBP Directives 3340-042 (Business Resumption Coordination) and 3340-037

(Incident Management Coordination.) The goal of this operating plan is to establish detailed guidance and instruction for the Port of Otay Mesa, local Mexican Customs and the trade stakeholders in the Otay Mesa region. This operational plan is local in scope and is not intended to serve as national guidelines.

3 Background

In December 2008, HQ OFO conducted a joint Business Resumption Tabletop Exercise in San Diego. The exercise was conducted with high level managers from both CBP, Mexican Customs and various other government agencies. The exercise was national in scope and served to open up the lines of communication between the multiple agencies.

As a result of that meeting, the San Diego Field Office determined that a local business resumption exercise was warranted for our largest land border cargo port, Otay Mesa. In an effort to establish a workable business resumption document, the San Diego Field Office developed a Business Resumption Working group to conduct a local exercise.

3.1 The following agencies/groups sent representatives to participate in the exercise:

Local members from the trade:

- Otay Mesa Customs Broker Association
- WMTA – Western Maquiladora Trade Association
- Consejo Agricola de Baja California
- California Trucking Association
- Independent Trucking representatives
- NCBFAA - National Customs Brokers & Forwarder Association of America

Local Government Agencies

- San Diego Field Office
- Port of Otay Mesa
- Mexican Customs- Port of Otay Mesa
- San Diego Police Department
- CALTRANS
- Mexican Consulate
- Food and Drug Administration

- U.S. Department of Agriculture
- County of San Diego
- Mexican Immigration

3.2 The following agencies/groups were invited but did not participate in the exercise:

- Mexican Customs Broker/Agencia Aduana
- AIM – Asociacion de la Industria Maquiladora
- Union Morelos
- CANACAR
- Carrizo Gorge Railway
- Otay Mesa Chamber of Commerce
- Confederacion de Asociaciones de Agentes Aduanales de la Republica Mexicana
- California Highway Patrol
- Office of Border Patrol

3.3 Meetings

- The San Diego Field Office conducted five meetings as part of the exercise. The meetings were conducted on the following days in 2009: June 10, July 15, September 2, October 14, and November 17.
- At our first meeting, a scenario and list of questions (see 5) were presented to the group. The subsequent meetings focused on addressing all the questions related to our “disaster” scenario.

4 Scenario

At 0800 on October 30, 2009, a magnitude 6.5 earthquake hits San Diego County and the City of Tijuana with its epicenter just south of Chula Vista. The quake causes significant damage to Highway 905 and the 125 Toll Road.

The Otay Mesa Cargo and Passenger facilities experience extensive damage to Non-Intrusive Inspection (NII) equipment, VACIS machines, etc. The pavement of the Secondary inspection areas experienced extensive cracking and crumbling and are not usable, subsequently closing down the port of entry.

On the other side of the border municipal streets/roads leading to the Mesa de Otay, BC have been damaged and partially destroyed and are littered with fallen telephone poles, trees and debris. Fallen debris on the decks and cracks on the concrete pavement of the import and export lots of the POE currently impede commercial cargo operations. Passenger operations, both pedestrian and vehicle, are non-operational due to heavy debris.

Computer systems on both sides of the border are severely damaged and phone lines have been severed due to falling debris and the magnitude of the quake.

Computer systems for local companies (e.g., brokers) in both Otay and Mesa de Otay are severely damaged.

Estimates reveal that the CBP Otay Cargo Facility and the Mexican Cargo Facility will be shut down for a minimum of two weeks. Highway 905 and the 125 Toll Road will be closed indefinitely, but estimates show closure for at least 30 days.

5 Incident Notification, Response and Recovery Questions

5.1 First 24 hours

- What immediate actions should be taken?
- What, if any, local resources would be needed immediately?
- What are the priority action items at this point in the response?
- What notifications would have been made, and by whom? How would other agencies or stakeholders be notified of the situation?
- At this point, what information does the public need to have? How should this information be provided to them?
- What mutual-aid agreements (MAAs) or memorandums of understanding (MOUs) are currently in place that could be utilized for this response? Would mutual-aid be requested at this point?
- Do companies and government agencies have Points of Contact?

5.2 Day 2 and Beyond

- What additional actions should be taken? How will trucks still in the compound be released?
- Would additional resources be needed?
- What are the secondary action items at this point in the response?
- What additional notifications need to be made? Would there need to be a change in how notifications are made?
- What information is vital for the trade to have at this point?
- What would need to change if the port/road closure goes beyond two weeks? Beyond four weeks?
- Once the port and roads are re-opened, what would be the next course of action?
- Any other issues?

6 Business Resumption Plan- FIRST 24 HOURS

6.1 Immediate actions

6.1.1 Establish lines of communication:

- Communication should be straight-forward, detailed and fact based. Speculation and unconfirmed reports will be eliminated.
- The first line of communication will occur between the Port of Otay Mesa and Mexican Customs via Nextel/Cell Phones/Land Lines and email notification.
- If Nextel/Cell Phones/Land Lines are non-operational, then other alternate means of communication will be established. This would include face-to-face contact and walkie-talkie contact.
- The second line of communication will occur with the Trade Stakeholders. If Nextel/Cell Phones/Land Lines and email are non-operations the communication will most likely occur via radio, web or TV announcements.
- Mexican Customs already have communication protocols in place and will use such protocols internally during an emergency.
- Mexican Administrator will immediately contact Civil Protection stationed in their compound. Civil Protection will notify their chain of command.
- If at all possible, CBP (Port or Field Office) will attempt to make communication via CHP or Border Patrol dispatch.
- Establish a muster point (internal command post on site) for various US/MX agencies to co-locate.
 - Point A would be US export gates (see attached map 1)
 - Point B would be US import gate (see attached map 1)
- San Ysidro would serve as external Command Center and various agencies representatives should be embedded there.
- San Diego Field Office will contact the San Diego County Office of Emergency Services (OES) (POC: Staff Duty Officer at 858-565-3490 or 858-688-9970)

6.1.2 Assess/ensure safety of CBP/Mexican Customs personnel:

- Designate area for medical triage
- Ensure HAZMAT assessment is initiated

- CALTRANS will determine safety of roads and alternate egresses and post traffic signage. CALTRANS will also provide signage to the port to notify travelers of disruption to services.

6.1.3 Ensure security of facilities and its occupants:

- Ensure security for both MX Customs and Port of Otay Mesa
- Shutdown compound
- Use existing protocols (US-COOP procedures/Incident Management Coordination and MX-Civil Protection procedures)

6.1.4 Assess damage to facilities:

- Port of Otay Mesa and MX Customs will make individual assessments of their compounds

6.2 Immediate local resources required

6.2.1 The following other government agencies will be needed to assist with the emergency response: MX/US fire, SDPD, CHP, CALTRANS, Border Patrol, Mexican Consulate, and other pertinent MX/US local/state agencies.

- These OGAs would maintain presence at our command center or muster point.
- These OGAs would also be used to assess safety.
- Fire Agencies (MX and US) already have protocols in place.
- Border Patrol may need to provide vehicles to transport personnel to meeting locations for musters/meetings.

6.3 Priority action items

6.3.1 At all times, CBP's primary mission is to secure the Port of Otay Mesa by preventing terrorists and terrorist weapons, illegal aliens, narcotics and other contraband from entering the United States while facilitating legitimate trade and travel.

6.3.2 Priority action items in order of importance

- Safety
 - Work Force in compounds
 - Stakeholders in compounds
- Security of facilities

- Communication
- Damage Assessment
- Traffic Detour for exiting the compounds
- Need for water, food and portable generator for electricity
- Resumption of business
 - When will ports re-open
 - When will business resume

6.4 Establish plan for communicating information to drivers

- Various entities (broker/carrier associations, etc.) will be responsible for communicating with drivers once truck movement plan is in place.
- Drivers should be instructed to remain at rally points until an update is provided.
- At the minimum an initial muster will be conducted by CBP and Mexican Customs informing drivers of the current status of the situation. Periodic musters may be necessary if the situation warrants.
- After one-two hours, drivers may be allowed to return to Mexico.
- Ask drivers to leave keys in trucks.
- Drivers will need to call their supervisor/carrier on a repeated basis to find out when they can return to get their truck.

6.5 Establish muster zones for drivers

- Mexican Customs has established rally points for drivers in Mexico
- Drivers in the shoot between US and MX should report to Otay Cargo exit gate located in the extreme southeast area of the compound. (see attached map 2)
- Drivers in CBP compound should rally at CRT in the extreme northwest corner of the compound. (see attached map 2)

6.6 Notifications

6.6.1 Stakeholders/Other Agencies

- Agencies/Stakeholders to be notified by CBP/MX Customs: Brokers, Mexican Consulate, CHP, SDPD, Mexican Immigration, Carriers, San Diego County Office of Emergency Services (OES), specifically the Emergency Operation Center (EOC).
 - Initial message will address the immediate issue with as many facts as possible.

- Subsequent messages should be uniform and will contain updates as they become available.
- MX has manual contingency mode for first two hours of emergency. Mexican Consulate will contact Mexican Immigration (emergency management) as well as other government agencies

6.6.2 Notification Process

- Front gate of CBP compound (Otay Mesa) can be used to post updated information about the emergency. Posting may be as simple as writing the information on a Flip Chart within view.
- CBP to notify San Ysidro Command Center through traditional lines of communication. If those are not functioning BMARS and radios will be used.
- Notifications to Stakeholders (US/Mexican Brokers Association/Carriers and Maquiladoras) made through email if possible. Otherwise, face-to-face communication with representatives at the front gate of CBP compound may be necessary.
- Communication should continue through the Public Affairs Office.
- CBP will notify CHP communications hub through San Ysidro Command Center.
 - Watch Commanders Office – Phone: 619-531-2205
 - Traffic Office 858-495-7900
- CBP will notify CHP/CALTRANS Dispatch through San Ysidro Command Center
 - Phone: 858-467-3097.
- San Diego Field Office PAOs notified via Port Management or through San Ysidro Command Center
- SD OES Emergency Operations Center notified through San Ysidro Command Center
- San Diego County EOC will post messages via the public website with updates.
- San Diego Field Office personnel will access SD EOC website

6.7 Information

6.7.1 Information to be provided

- Port is closed indefinitely

- Do not try to travel to area
- Road Closures

6.7.2 Where to check for further information:

- CBP.gov
- MX Consulate website (info@consulmexsd.org)
- SD County EOC website <http://www.sdcountyemergency.com/>
- Mexican Customs
- Emails from the San Diego Field Office
- Media outreach
- Representative from the local TRADE can go to the front gate and CBP will provide information which will be posted on easel/flip chart.

6.8 Mutual-aid agreements (MAAs) or Memorandums of Understanding (MOUs) – Still to be determined

6.9 Points of Contacts (See Appendix A)

7 BUSINESS RESUMPTION PLAN- DAY 2 & BEYOND

7.1 Additional actions to be taken

7.1.1 Assessment of situation

- Make determination as to whether the trucks can continue through the U.S. compound into the Otay Mesa area.
- If yes, all trucks processed will be allowed to exit.
- Trucks that can not be processed electronically will need to be processed manually via paper documentation.
- If the egress is not feasible, then trucks and drivers must remain in place.
- Drivers will be instructed by CBP and Mexican Customs where to go for the muster.

7.1.2 First, an assessment of truck locations (i.e., what stage in the process they are) needs to be made and a plan for movement of the trucks.

- Trucks that have not reached Mexican Customs – pushed back into Mexico.
- Trucks that are in MX compound but not green lighted – pushed back into Mexico
- Trucks in Mexican compound that have been green lighted- push into the US. Exception: If egress from U.S. compound is not feasible, then green lighted trucks still in Mexican Compound should to returned to Mexico or remain in the Mexican Customs compound.
- Trucks in the shoot between MX and US- push into the US
- Trucks remaining in the US compound still need to be processed and released.
- Trucks out of compound will continue into the Otay Mesa district.
- Per FDA trucks can be moved to warehouse even if FDA processing has not occurred.

7.2 Additional resources

7.2.1 Emergency Medical Equipment

- Utilize equipment currently on hand at the port
- Use Otay Fire Department as a resource

- Outside equipment may need to be delivered via air if roads are closed

7.2.2. Heavy Equipment

- Fork Lifts (use lifts currently on compound)
- Option to rent equipment if needed
- Local warehouses may have equipment for use
- Tow Trucks may be required

7.2.3. Lighting

- Assess situation to determine if portable lighting is needed
- CHP has a large generator that CBP may be able to use

7.2.4. Basic Supplies

- Food
- Water
- First Aid kits

7.2.5. Resource needs and requests

- Port will identify a POC to coordinate resource needs and requests
- POC will coordinate with the Port Director and San Diego Field Office to secure needed resources

7.2.6. Military

- No military required at this point unless directed by HQ

7.3 Secondary action items

7.3.1 Establish plan of action to move forward

- Coordination between CBP and Mexican Customs
 - Port Directors will discuss Plan of Action
 - Action Plans will be forwarded to San Diego Field Office

- Clean up damage at and around the port
 - Assess water damage
- Prepare port re-opening

7.3.2 Duration of port closure

- CBP and Mexican Customs will make determination as to length of port closure
- Notifications will be made to Stakeholders regarding duration

7.3.3 During closure MX Customs and CBP will make determination where to route traffic

- Evaluation of roads will be key in making determination

7.3.4 If roads okay, then cargo will be redirected to either Calexico or Tecate (San Ysidro is not an option.)

- Tecate: Bobtail and small trucks only
 - HWY 94 is an issue with large trucks. The only way large trucks could be processed at Tecate is if CHP granted a temporary waiver to the truck length requirement for HWY 94.
 - Tecate would be used strictly as a temporary measure.
- Calexico: All trucks
 - Agriculture products need to go through Calexico/Mexicali because Mexican Customs does not have Agriculture processing at Tecate.
 - HAZMAT would need to go through Calexico

7.3.5 C-TPAT and Perishable processing will be top priority

- C-TPAT will get front of line privileges
- May need to establish specific time for perishables crossing

7.3.6 Brokers Processing

- Broker processing will not be an issue because Calexico is in the same district as Otay Mesa.
- Brokers will need to work with one another as it relates to re-locating temporarily to Calexico.

7.4 Additional notifications

7.4.1 Notifications should be made via electronic transmissions

- San Diego Field Office
- Mexican Consulate
- Mexican Customs
- Public Affairs Officers
- County of San Diego Office of Emergency Services (County EOC)

7.5 Vital information for the trade

- Where new traffic will be routed
- Status update on the condition of Otay Mesa port
- When Otay Mesa will be re-opened
- How the port will be re-opened- one lane at a time or all at once

7.6 Extended port/road closure

7.6.1 Relocate Port Staff

- Initiate TELEWORK procedures (CBP, FDA, USDA)
 - CBP currently implementing (Nov 09)
 - FDA already has TELEWORK in place
 - USDA may be able to acquire TELEWORK if necessary

7.6.2 Redeploy personnel to other ports (Calexico and possibly San Luis)

- Operations transferred to Calexico
- Calexico opens 24/7
- Allow brokers to transmit in other districts (e.g., San Luis)

- FDA prepared to inspect at other ports with more surveillance up-front
- Continue same procedures for exports at Calexico

7.6.3 Broad concept of operations

- Set specific times for various importations, e.g., National Priority Goods, Perishables, C-TPAT, FAST shipments enter 0600-2000 while all other shipments enter 2000-0600
 - National Priority Goods are specifically designated by the appropriate authority to receive the greatest degree of facilitation at the border. Types of goods designated will be critical for response and recovery, including goods related to public health and safety, national security and severe economic impact.
- Empties cross at all times
- Expand hours for exports (CBP, MX)
- Continue communications protocol used at onset of event, i.e., notifications made to PD, CALTRANS, City, CHP, etc.
- Coordinate with PAO to post on CBP.gov

7.6.4 Processing at San Luis

- Brokers would need approval to transmit outside their permitted area

7.7 Re-opening of ports and roads

7.7.1 Bring port operations to full capacity on an incremental basis

- Determine what importations would begin to enter at Otay Mesa (e.g., perishables, C-TPAT shipments, etc.)
- Determine what importations would stay at Calexico
- Provide 48-hour notice when OM will return to full operations

7.7.2 Partial opening (i.e., a few lanes at a time) vs. full open (all lanes)

- If partial opening, then C-TPAT, Perishables and Emergency Cargo would get priority
- Need to notify Trade regarding incremental opening

8 Other Issues

8.1 Port to consider purchasing walkie-talkies, and then provide specifications to brokers as a low-tech approach to communications.

8.1.1 Inquire with HQ about purchasing a Walkie-Talkie system (point- to-point) for CBP and Mexican Customs.

9 Disclosure

9.1 This Business Resumption Plan is strictly local in scope and designed for the Port of Otay Mesa (US/MX) and the Otay Mesa Trade Stakeholders to provide guidance in the event of a port shutdown for an extended period.

9.2 This Business Resumption Plan does not supersede any national policy or directives nor does it modify the standard CBP operational chains of command.

APPENDIX A

BUSINESS RESUMPTION POINTS OF CONTACT

NAME	COMPANY	E-MAIL	PHONE
James Snider	CBP- San Diego FO	james.snider@dhs.gov	619-744-5217
Larry Fanning	CBP- Port of Otay Mesa	lawrence.fanning@dhs.gov	619-671-8132
Jeff Savage	CBP- Port of San Ysidro	jeff.savage@dhs.gov	619-690-8967
Omar Franco	Mexican Customs	omar.franco@sat.gob.mx	52-664-6242254
Jose Luis Landeros	Mexican Customs	luis.landeros@sat.gob.mx	52-664-6242209
Tom Loftin	SD Police Department	tloftin@pd.sandiego.gov	619-804-1460
Everett Townsend	CALTRANS	everett.townsend@dot.ca.gov	858-518-3752
Remedios Gomez Arnau	Mexican Consulate	cgeneralsd@sre.gob.mx	619-308-9926
Fernando Vargas Briones	Mexican Consulate	fvargas@sre.gob.mx	619-308-9928
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Peter Marez	FDA	peter.marez@fda.hhs.gov	619-661-3250 x100
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Leslie Luke	SD County- OES	leslie.luke@sdcounty.ca.gov	858-715-2340
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Gerardo Chavez	Otay Brokers Association	gchavez@itcmx.net	619-478-9100
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Rich Caldwell	WMTA	rcaldwell4@cox.net	619-822-3488
Daniel Paz	Consejo Agricola de BC	consejoagricola@prodigy.net.mx	646-947-8078
Jeff Sturch	CA Trucking Association	jsturch@caltrux.org	619-279-7986
Joe Vega	Independent Carrier	joe.vega@na.nyklogistics.com	619-261-6099
Rene Romero	NCBFAA	romero@am-mex.com	619-661-6677