



REGIONAL POLICY COUNCIL
SAN JOAQUIN Valley Voice
CALIFORNIA

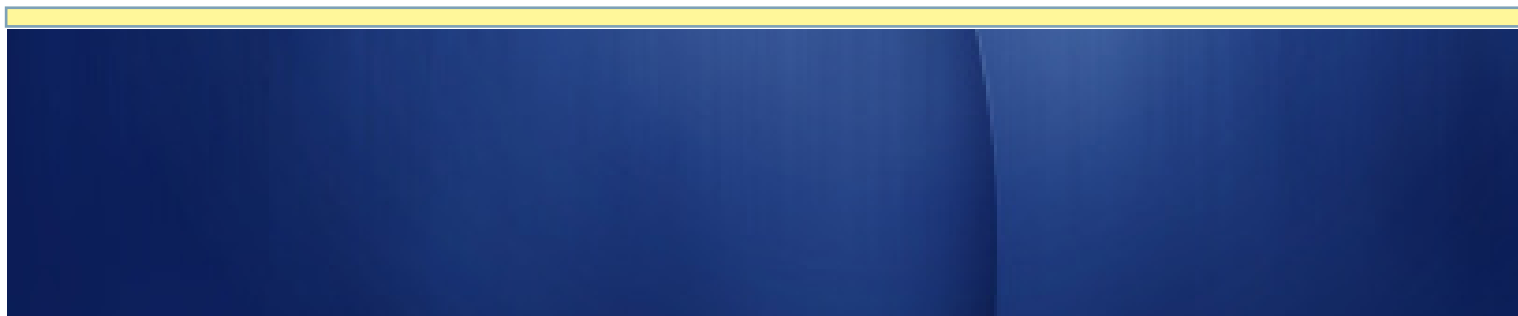
Washington D.C.

Regional Priorities Summary

September 6-9, 2016

Valley Voice
Participating Agencies





2016 Valley Voice Washington D.C. Priorities Summary

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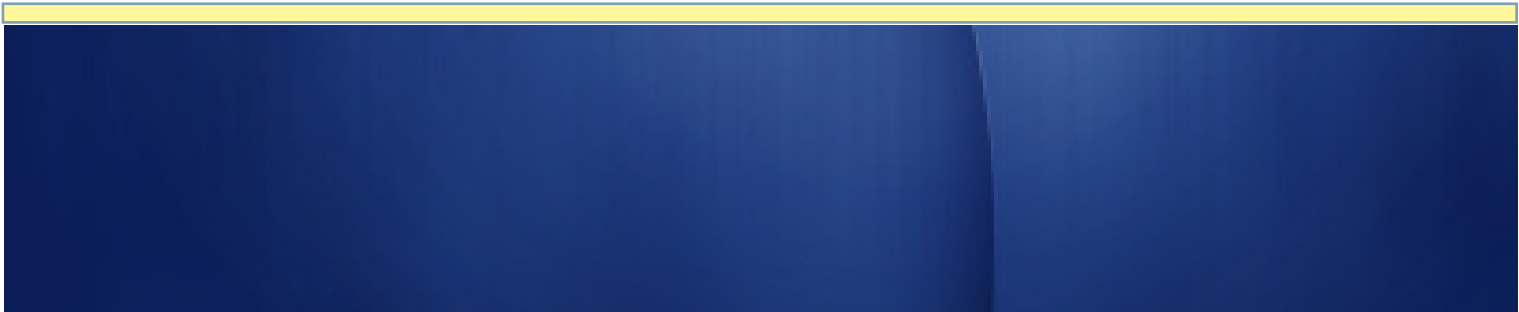
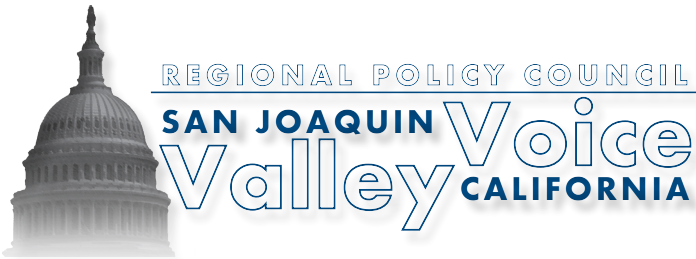
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2016 Washington D.C. Valley Voice Delegates

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Supervisor Bill O'Brien, Stanislaus County, District 1
Supervisor Vito Chiesa, Stanislaus County, District 2
Supervisor Daron McDaniel, Merced County, District 3
Supervisor David Rogers, Madera County, District 2
Supervisor Allen Ishida, Tulare County, District 1
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Mayor Robert Poythress, City of Madera
Mayor Amarpreet Dhaliwal, City of San Joaquin -- Regional Policy Council Chair
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Mayor Rudy Mendoza, City of Woodlake
Mayor Cheryl Wegman, City of Wasco
Mayor Pro Tem Gary Yep, City of Kerman
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Tom Jordan, Senior Policy Advisor, San Joaquin Valley Air Pollution Control District
Thomas Reeves, Public Affairs Representative, Pacific Gas and Electric Company
Robert Phipps, Administrative Services Director, Kern Council of Governments
Sandra Ebersole, Grants Analyst, Madera County Transportation Commission
Michael Sigala, San Joaquin Valley Regional Policy Council Coordinator

San Joaquin Valley Federal Transportation Grant Applications

Request Summary:

1. The Federal Highway and Federal Transit administrations should consider a community's "economically disadvantaged" status as a major criterion for grant funding. The definition of "economically disadvantaged" should be determined by factors similar to those used in the California Communities Environmental Health Screening Tool (CalEnviroScreen), including:
 - a. Areas disproportionately affected by environmental pollution and other hazards that can lead to negative public health effects, exposure, or environmental degradation, and
 - b. Areas with concentrations of people that are of low income, high unemployment, low levels of home ownership, high rent burden, sensitive populations, or low levels of educational attainment.
2. Congress should consider amending the FAST Act to provide for "mid-range" applicants under the FASTLANE and TIGER programs specifically for those municipalities or counties between 200,000 and 1 million in population.

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Despite a collective population of more than 4 million people today, which is expected to grow to more than 5.4 million, or 26 percent of state population by 2050, jurisdictions in the San Joaquin Valley routinely have their projects overlooked during the competitive grant process for the TIGER and FASTLANE programs, both by Caltrans and the Federal Highway Administration.

Situated between the Bay Area and Southern California – neither entirely urban nor rural – and with economic and environmental conditions similar to the Appalachian region, the SJV should be provided greater opportunities to compete for available federal grant funding with larger metropolitan areas.



Owing to its status as the premiere agricultural provider in the nation, the SJV routinely faces 15 percent unemployment with 19 percent of the population classified as living under the federal poverty line. At the same time, however, the Valley's housing affordability continues to attract new residents and road miles, which now number 31,400 or 18 percent of California's total.

Logistics comprises one Valley economy's fastest-growing segments and is quickly becoming the lifeblood of farmers, manufacturers, oil providers and others who depend on infrastructure to move their goods to market. For the SJV to accommodate its anticipated growth, it will need to compete effectively for all available federal funding on a level playing field that considers its unique location and circumstances.

Goods Movement

Request Summary:

1. Support FAST Act discretionary freight programming (FASTLANE) for regionally significant projects in the San Joaquin Valley. These priority projects are highlighted in attached letter from the congressional delegation of the San Joaquin Valley.
2. Support FAST Act formula programming that includes a fair and equitable distribution and consultation process between the Valley MPOs and state and federal apportionment agencies.
3. Support policy and funding for priority projects identified in the ongoing San Joaquin Valley Interregional Goods Movement planning processes.



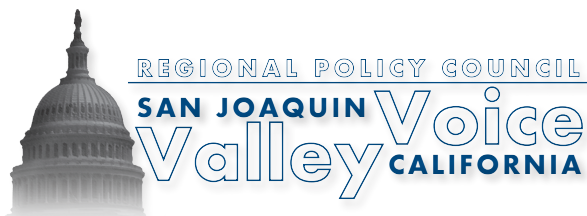
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The San Joaquin Valley is California's fastest growing region and the nation's number one agricultural producer, generating more than \$35 billion in the gross value of agricultural commodities such as milk, nuts, lettuce, tomatoes, wine, grains and other products. The Valley plays a major role in processed foods and energy products nationally and internationally. As a growing and diversified region, the Valley depends on an efficient goods movement system for its long-term economic success and to safely move Valley resources for transport throughout the rest of the nation.

The eight San Joaquin Valley Regional Planning Agencies continue to work in partnership with federal and state agencies, and key private stakeholders to promote freight movement, and the economy, for our region. The San Joaquin Valley Interregional Goods Movement Plan, finalized in 2013, highlighted how freight movement is a vital component of the San Joaquin Valley's diverse economy that significantly plays a major role in the distribution of agricultural materials throughout California, the United States, and the world. The Plan is being updated in 2016-17 with additional analysis for priority rural corridors and first-and-last mile connectors. It is anticipated that many of the priority projects identified through our planning efforts will also be eligible for federal **Fixing America's Surface Transportation (FAST) Act** freight funding.

- 25 percent of all food in the United States comes from the San Joaquin Valley.
- Over 500 million tons of commodities are transported in the San Joaquin Valley annually; projected to increase to 800 million tons by 2040.
- Trucks are the dominant mode and account for 90 percent of all freight movement.
- State Route (SR) 99 and Interstate 5 (I-5) serve as the backbone to our goods movement system and have higher than average truck percentage volumes. SR 99 and I-5 are on the National Primary Freight Network.
- Lack of capacity for both State Route 99 and Interstate 5 results in congestion and poor air quality for the region.
- Over 44 percent of all employment in the San Joaquin Valley is associated with goods movement-de-



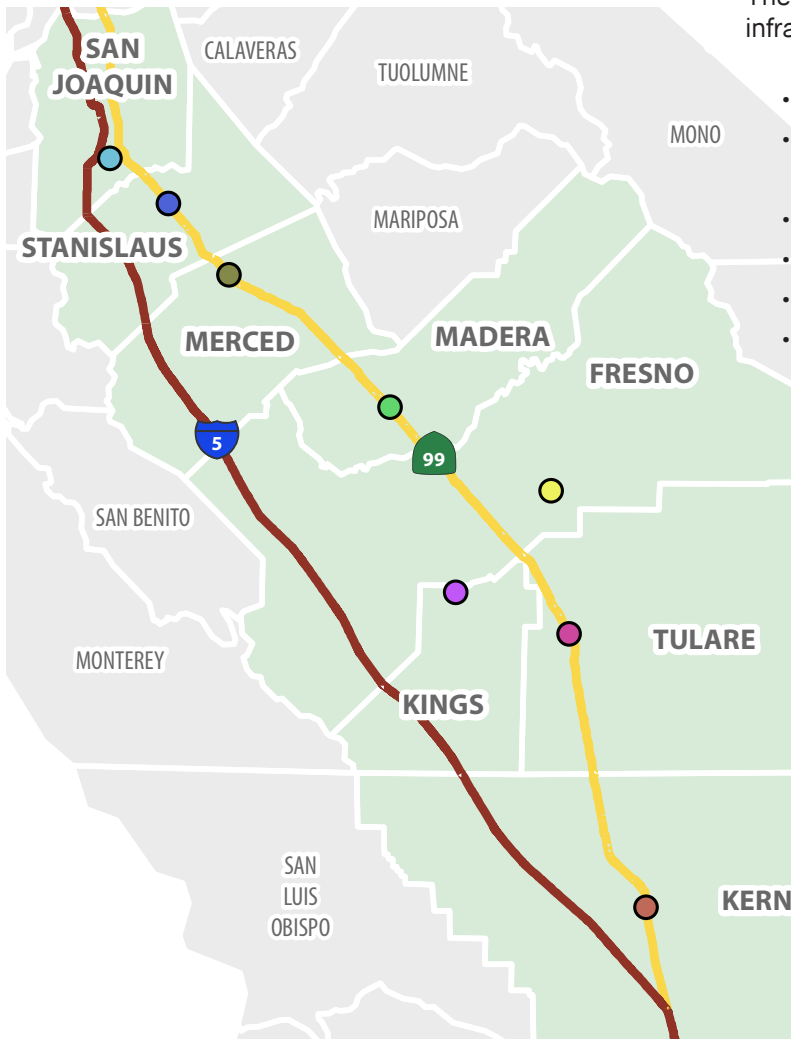
pendent industries. This percentage is higher than goods movement related employment in all other regions of California.

The San Joaquin Valley is fully prepared to compete for new federal freight-related funding through the FAST Act, which includes a new Nationally Significant Freight and Highway Projects Program, at \$4.5 billion over five years, and a freight formula program, the National Highway Freight Program, at \$6.3 billion over five years.

SR 99 and I-5 are critical arteries for goods movement in the State of California and the San Joaquin Valley. Deferred maintenance and the lack of capacity are major issues for SR 99 and I-5. Capacity upgrades for SR 99 to a minimum of six lanes throughout the Valley total approximately 110 miles are estimated to cost \$1.6 billion. Additionally, east-west connectors and first-and-last-mile connectors play a critical role in supporting the Valley's goods movement network.

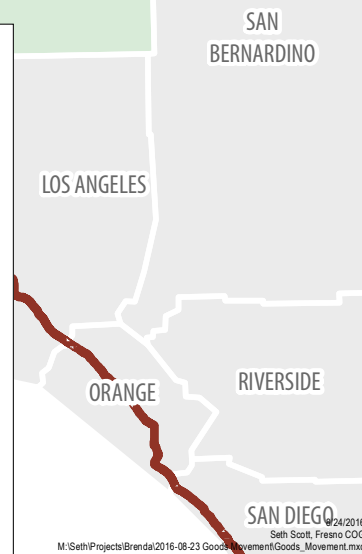
The San Joaquin Valley goods movement interregional infrastructure system includes:

- 31,420 roadway miles
- Two major Class 1 railroads (BNSF Railway & Union Pacific)
- Short line and regional railroads
- The Port of Stockton
- Seven air cargo airports
- Several existing and planned multimodal transfer facilities



Priority Goods Movement Projects

- **San Joaquin County, SR 120** - Widen freeway from I-5 to SR 99. Construct connector ramps and bridges, total cost \$116M
- **Stanislaus County, SR 99/SR 132** - Construct SR 99/SR 132 freeway to freeway interchange and SR 132/Carpenter Road interchange, total cost \$260M
- **Merced County, SR 99** - Widen freeway to 6 lanes from Stanislaus/Merced County line to Hammatt Ave, total cost \$29.1M
- **Madera County, SR 99** - Widen freeway to 6 lanes from Ave 12 to Ave 17, total cost \$62.5M
- **Fresno County, SR 180** - Extend expressway to 4 lanes east of Frankwood Ave towards Kings Canyon/Sequoia National Parks, total cost \$100.2M
- **Kings County, SR 41** - Widen freeway to 4 lanes from Kings/Fresno County line to Elkhorn Ave, total cost \$40.6M
- **Tulare County, SR 99** - Widen freeway to 6 lanes from Caldwell to Prosperity, total cost \$80M
- **Kern County, SR 58/SR 99** - Construct connector ramps and bridges, total cost \$150M



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Seth Scott, Fresno COG
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Reduction in Emissions Sources Under Federal Control

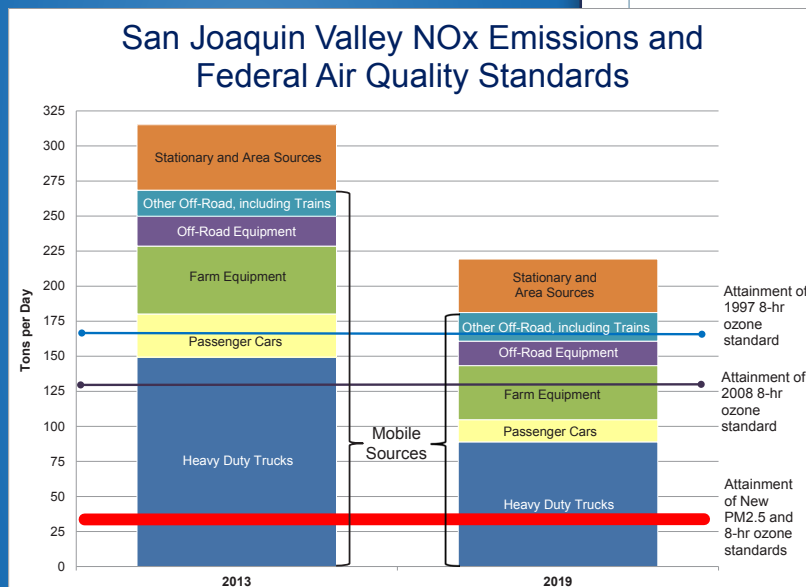
Request Summary:

1. Support the San Joaquin Valley Air Pollution Control District petition requesting that EPA adopt new national standards for on-road heavy-duty trucks and locomotives under federal jurisdiction.
2. Establish a National Clean Air Investment Fund to accelerate the deployment of low-emission vehicles in a timeframe that will allow the Valley to meet National Ambient Air Quality Standards, protect public health, and avoid federal sanctions that will have a devastating impact upon the region.

In addition to the many attainment plans that have already been developed and implemented, the San Joaquin Valley is mandated under the Clean Air Act to develop and adopt a number of new ozone and particulate matter plans in the coming years. The degree of difficulty faced by the Valley in meeting the new federal ambient air quality standards are unmatched by any other region in the nation. Attainment of the latest standards will require transformative changes and development of innovative control strategies to significantly reduce emissions from mobile sources, which now make up over 85% of the Valley's NO_x emissions.

Over the next few years, the Valley must adopt a number of attainment plans to address the following standards:

- 2006 PM_{2.5} Standard (35 µg/m³ 24-hr and 15 µg/m³ annual)
- 2012 PM_{2.5} Standard (12 µg/m³ annual)
- 2008 Ozone standard (75 ppb 8-hr)
- 2015 Ozone Standard (70 ppb 8-hr)



Despite achieving significant emissions reductions through decades of implementing the most stringent stationary and mobile regulatory control program in the nation, NO_x emissions (primary precursor for both ozone and PM_{2.5}) in the San Joaquin Valley must be reduced by an additional 90% in order to attain the latest federal ozone and PM_{2.5} standards that now encroach on natural background levels. This air quality challenge is unmatched by any other region in the nation.

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The District has jurisdiction over stationary and area sources, which make up less than 15% of the total NO_x emissions inventory (Figure 1). The remainder of emissions are associated with mobile sources, the majority of which fall under federal control. The Valley will leave no stone unturned in seeking additional reductions from stationary sources of emissions.

Clean Air Act Modernization

Request Summary:

Support HR 4775-Ozone Standards Implementation Act of 2016 and S 2882-Ozone Standards Implementation Act of 2016 that contain elements of the Valley's Clean Air Act Modernization proposal.

The Clean Air Act was last amended in 1990. Over the last 25 years, local, state, and federal agencies and affected stakeholders have learned important lessons from implementing the law and it is clear now that a number of well-intentioned provisions in the Act are leading to unintended consequences. This experience can inform efforts to enhance the Clean Air Act with much needed modernization.

The Clean Air Act needs to be strategically amended to address the following five issues. We urge action on this matter as we believe that inaction will set many regions up for failure and economic devastation as the new federal standards encroach on background pollution concentrations.

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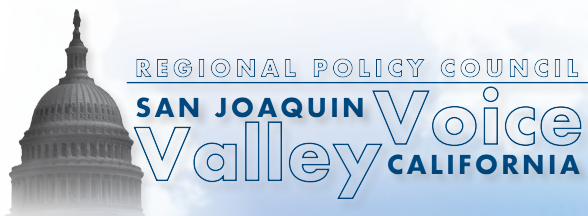
Problem 1: Every five years the Clean Air Act requires that EPA review and update air quality standards. The transition between standards is chaotic and leads to a number of overlapping plans with different milestones and attainment dates. In the Valley, there are six active air plans (one for a revoked standard). Over the next two years, four new plans must be developed. **Solution 1:** When a new standard is published, the old standard for that pollutant should be subsumed. States should be allowed to develop a single attainment plan that harmonizes increments of progress and other milestones without allowing for any rollback or backsliding.

Problem 2: Mobile and stationary sources throughout the nation have now been subject to multiple generations of technology forcing regulations that have achieved significant air quality benefits. Meeting the new standards that approach background concentrations call for transformative measures that require time to develop and implement. These transformative measures require new technologies that in many cases are not yet commercially available or even conceived. The formula-based deadlines and milestones that were prescribed in the Act 25 years ago now lead to mandates that are impossible to meet. **Solution 2:** In establishing deadlines and milestones, the Act should be amended to require control measures that lead to the most expeditious attainment of health based standards while taking into account technological and economic feasibility.

Problem 3: The Act as it relates to the demonstration of Reasonable Further Progress or Rate of Progress treats all precursors the same, regardless of their potency in harming public health or achieving attainment. **Solution 3:** The Act should be amended to allow states to focus efforts on meeting new standards in the most expeditious fashion through deployment of scarce resources in a manner that provides the utmost benefit to public health.

Problem 4: Requiring contingency measures in extreme nonattainment areas is irrational and unnecessary. These areas, by definition, have already implemented all available and foreseeable measures and still need a "black box" of future measures to define and employ. **Solution 4:** We recommend that the Act be amended to eliminate the requirement for contingency measures in areas classified as "extreme" non-attainment by EPA.

Problem 5: The Act requirements for severe and extreme ozone nonattainment areas to address vehicle-related emissions growth must be clarified. **Solution 5:** The Act should be amended to allow states to take credit for all transportation control measures and strategies and not punish areas that have implemented transportation control measures and strategies that have achieved early reductions in emissions.



Regional Transportation Plans

Change Adoption From 4- to 8-Year Cycles

Request Summary:

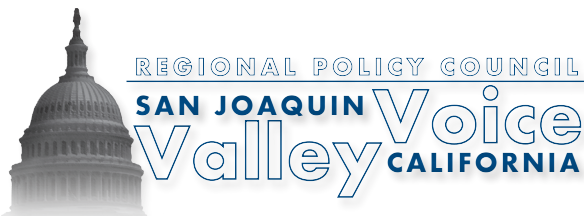
Allow Regional Transportation Plans to be updated every 8 years instead of every 4 years.

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The Regional Transportation Plan (RTP) is a 25-year blueprint for transportation projects and funding in a region. They are prepared by Metropolitan Planning Organizations (MPOs) in order to develop our regional goal and priority list of projects and to qualify these projects for Federal and State Programming and Funding. They involve years of modeling, planning, public outreach extensive environmental review and are required to be updated every four (4) years at considerable cost.

By the time the RTP is completed, there is little or no time to implement it or to assess performance before it is time to start developing the next one. The RTP would be more useful if it was not required to be updated so often, which would also save significant time and expense, make the process of planning and programming much more efficient.



Farm to Market Routes

Long-Term Funding For Important Agricultural Routes

Request Summary:

Provide Special Funding for Rural Roads that are used by dairies for daily farm to market shipping through a set aside in the next Transportation or Farm Bill.

The dairy industry is California's leading commodity in cash receipts, generating a record \$9.4 billion for milk production in 2014, up 23% from 2013 and 22% above the record year of 2011. The dairy industry represents a significant industry in the economy of the San Joaquin Valley (SJV) Counties. According to a survey of the recent county crop reports, milk is ranked in the top 3 commodities for 7 of the 8 SJV counties with an estimated value at \$7.7 billion or 82% of California's total market. There are at least 775 dairies in the Valley transporting millions of pounds of milk and milk products per day, which travel on local county and city roads in order to connect to the State Highway system.

Unlike other agricultural goods with a short, defined harvest season, dairies must transport their products off site every day, causing significant strain on frequently traveled roadways and accelerating the pavement's

lifespan. According to Caltrans, a fully loaded dairy truck can weigh up to 80,000 pounds. A roadway carrying 500 trucks per day is comparable to 5 million vehicle passenger cars trips per day. Also for consideration, the SJV is home to many milk processing facilities. California Dairies, Inc. with headquarters located in Visalia, CA is the second largest dairy processing cooperative in the United States

shipping 17 billion pounds of milk annually. Many of the San Joaquin Valley counties are concerned about the localized impacts to our roads while the milk products, along with many other Valley produced commodities, are transported for global consumption.



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Metropolitan Planning Organizations (MPOs) Increase MPO Role, Flexibility and Funding

Request Summary:

Support the role of MPO's in the decision making process, find ways to improve flexibility in how they conduct business, and avoid any legislation that would transfer their powers to the state or federal government. Specifically oppose the MPO Coordination and Planning Area Reform proposed rulemaking (Docket No. FHWA-2016-0016) and provide incentives to MPO's that contribute local revenues to help pay for federal or state highway systems.



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Regional planning and programming is the cornerstone of an innovative and successful national transportation system and a critical in succeeding in project delivery. A Metropolitan Planning Organization (MPO) is a federal designation for a policy-making body made up of local and transportation agencies. The MPO's are uniquely situated to deliver transportation projects in an efficient and effective manner and have a strong track record of success in getting projects constructed and saving time and money.

Part of the reason that they are so successful is that they have the ability to raise local and regional sales tax and other revenues that they can leverage with other funding to bring more funding to state and federal highways beyond what is normally available. To be successful at this, there needs to be a high level of cooperation among agencies, a willingness to partner together on projects and a lot of creativity. The Valley has been especially successful at getting projects delivered along Highway 99 and in the arenas of transit and air quality. However, there is much yet to be done.

The federal government needs to support regions in their role to deliver transportation projects and continue to work together with them as partners. Any legislation that would transfer decision-making authority over to the state or federal government should be avoided. Conversely, any legislation that strengthens the role of MPO's in the process and creates added flexibility for MPO's to be able to find innovative solutions to complex project implementation issues.

Recently the Merced County Association of Governments prepared a letter to the Federal Highway Administration strongly opposing the MPO Coordination and Planning Area Reform proposed rulemaking (Docket No. FHWA-2016-0016). This effort seeks to have regional governments coordinate their efforts, but in practice, will significantly change the relationship between neighboring regional governments, but does not take into consideration the highly successful existing efforts in the Central Valley. This type of one-size –fits-all approach eliminates creative solutions that have been proven to be effective over a long period of time.

In addition, the federal government should offer financial incentives to MPO's that contribute local revenues (sales tax) to help pay for federal or state highway systems. This would bring more money into the federal system as well as help generate more funding for MPO's to use on projects.

Water Quality, Supply and Reliability

Request Summary:

We urge bipartisan cooperation between Congress and the Administration to resolve our water crisis.

We encourage support for new storage capacity projects including Temperance Flat Dam and Sites Reservoir in California.



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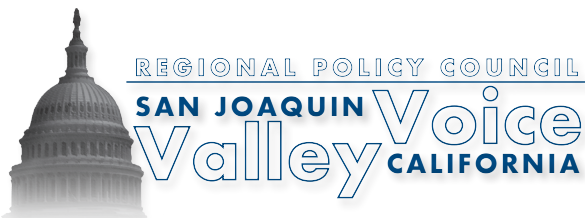
The SJV's growing population and expanding economy require an adequate, quality water supply that is reliable for all sectors and the environment. Our supply is inadequate for the future: The San Joaquin, Merced, Kings, Kaweah, Tulare and Kern Rivers are valuable natural resources that need to be restored and protected while additional water supplies are developed. Water and energy are interdependent resources, with one-fifth of the state's energy being used to pump, transport and treat water. Strategies must be addressed to maximize both resources.

Water is a pressing issue for all Californians, but as one of the fastest-growing regions in the state, water quality, supply and reliability concerns increase for Valley residents. Through 2030, the Valley's growth rate is projected to be 65 percent higher than the state average. How effectively the region accommodates growth will be an important determination of California's future. It is imperative that the region -- from San Joaquin County in the north to Kern County in the south -- work together with state and federal agencies to ensure adequate water needed to:

- Support regional economic growth
- Retain a world-class agricultural economy
- Maintain a reliable, high-quality urban water supply
- Protect and enhance our local environment.

The San Joaquin Valley has been severely impacted by reductions to its water supplies used for both municipal and agricultural farming operations. As a result, there is less work for county residents, resulting in double-digit unemployment in some areas exceeding 20 percent. Water is the lifeblood of the San Joaquin Valley and water supplies are vulnerable to sudden disruption and reoccurring droughts. Groundwater supplies have been drawn down faster than they have been replenished; and today's infrastructures are insufficient to address water storage and conveyance needs anticipated under current and future.

We urge Federal legislators and the Administration to immediately take action to improve California's water supplies, while also respecting California's long-standing principles of water rights priorities. We also call on Administration officials to work with their legislative colleagues to develop and implement comprehensive plans that address water supply, reliability and affordability today and for future generations. A successful water plan must include additional storage such as the Temperance Flat Dam and the Sites Reservoir projects. Failure to increase water supplies in California will jeopardize America's breadbasket and our state's trillion-dollar economy.



California's San Joaquin Valley Regional and Transportation Infrastructure Profile

THE REGION:

The San Joaquin Valley of California lies between the Sierra Nevada Mountains to the east, the Tehachapi Mountains to the south, the Coastal Ranges to the west and the Sacramento Valley to the north. Although most of the Valley is rural and economically driven by agriculture, there is a significant segment of the population that resides in urban cities, most of which are along the major transportation corridors.

Interstate 5 connects the entire state north to south in the western part of the San Joaquin Valley, bypassing the major population centers. State Route 99, a major goods movement state highway connecting southern California to Northern California through the major cities of the San Joaquin Valley's counties, is also known as the backbone of California.

The San Joaquin Valley is divided into eight (8) counties that include a total of 62 cities that work together on regional issues of mutual importance and share 31,420 publicly maintained road miles, 18.32% of the total 174,991 publicly maintained road miles in California. This public road system accommodates 98,748 average daily vehicle miles traveled, 10.95% of California's 901,847 total daily vehicle miles traveled (source: Caltrans 2013 California Public Road Data Report). Due to its location in the center of the state, the valley is a major transportation corridor between large California cities and for goods going to and from western sea ports.

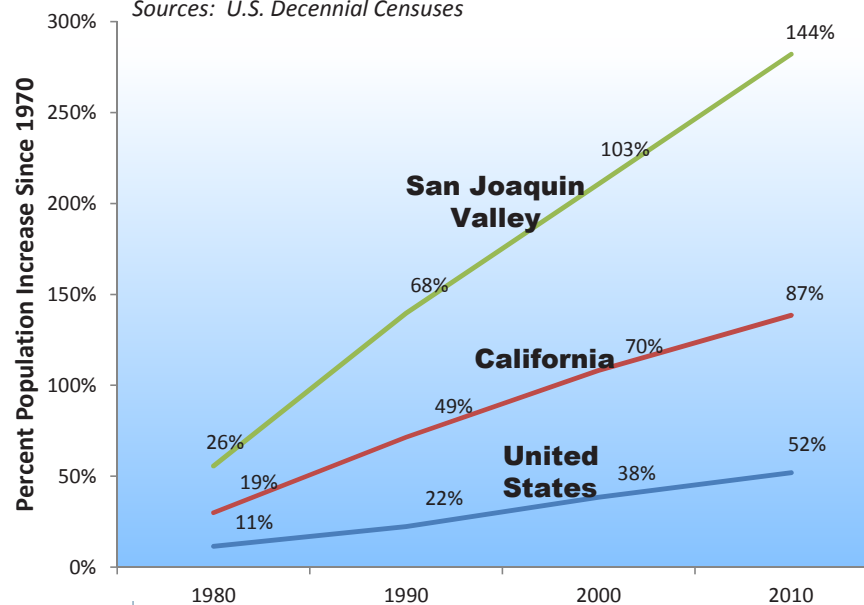
The San Joaquin Valley is home to a very diverse population of over 4 million people and is the third largest region in California, with a growing population projected to double in the next 45 years. Some key facts about the Valley include:

- The Valley is the most productive agricultural region in the world and supports significant exports of agricultural goods all over the world. Crop values last year (2013) was \$35 billion.
- Millions of tourists visit the Valley on their way to the three national parks and three national monuments each year.

- Five universities and dozens of community colleges are located in the San Joaquin Valley.
- Five important military bases call the eight-county region home.
- The Valley is a major producer of energy, including a fast growing solar energy sector.

SJV Population Increase Since 1970

Sources: U.S. Decennial Censuses



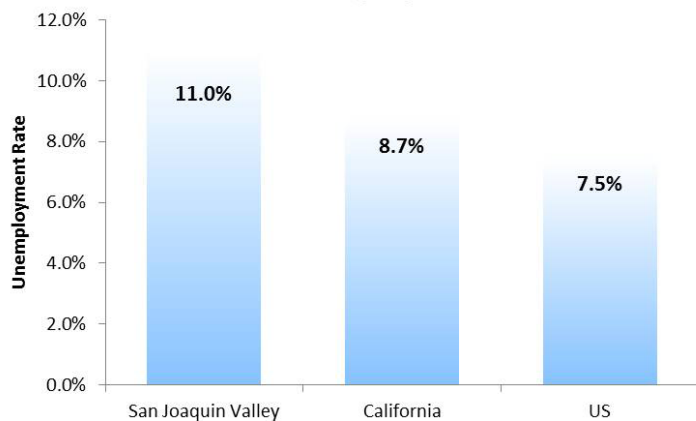
THE CHALLENGES:

Even though the San Joaquin Valley plays a major economic role in the state and nation, especially when it comes to agriculture and transportation, it continues to suffer from significant economic and environmental challenges. Some key challenges include:

- Demographics reflecting a low income, and low educational attainment that contribute to the worst rate of unemployment in the nation
- Weather and topography create an ideal setting for retention of pollutants, causing extreme levels of air pollution, and are compounded by significant levels of water and ground water pollution
- Transportation deterioration and decay caused by a lack of sufficient transportation investment to keep up with surging population and economic development potential



SJV Unemployment Rate



Source: 2014 American Community Survey

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