



# MISSOURI SUPPLY CHAIN TASK FORCE

Final Report

June 30, 2022



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# 1.0 Introduction

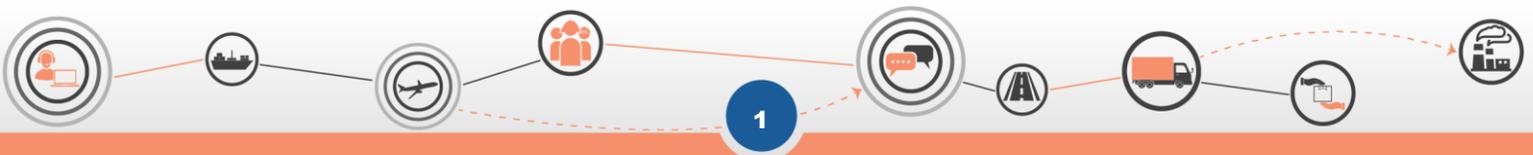
Over the last several years, the global pandemic recovery, increased consumer demand and workforce shortages have placed increasing pressure on supply chains, creating historic shortages nationally and globally. Governor Mike Parson recognizes the importance of expanding, maintaining and protecting a safe and reliable supply chain system, and in November 2021 established the Missouri Supply Chain Task Force to identify the issues facing Missouri businesses and citizens and develop potential solutions to address these challenges.

This report recommends implementable solutions for Missouri's public and private sectors to minimize and mitigate current and potential future supply chain challenges. It is informed by the experience and expertise of Supply Chain Task Force members, relevant information provided by stakeholders, citizens, and employers gained from regional town hall events held across Missouri between January and May 2022, and supported by the 2022 Missouri State Freight Plan and the 2021 Missouri Workforce Development Strategic Plan.

## 1.1 Background and Motivation

Missouri's multimodal freight network plays a pivotal role in national supply chains, as the state's central location, major interstates, and proximity to the Mississippi and Missouri Rivers connects businesses and consumers to domestic and global markets. In 2018, more than 985 million tons of freight moved throughout Missouri across railways, highways, pipelines, air cargo facilities, and ports and waterways. Freight transportation and freight-generating industries in Missouri generate \$26 billion in income annually across 482,000 jobs. These industries contribute \$42 million to Missouri's Gross State Product and \$7 million in Federal, state, and local taxes. The freight network in Missouri delivers the raw materials, machinery, fuels, and foods that allow industry and people to thrive.

Missouri's role in supply chains supports the economic vitality and quality of life of its residents, businesses, and visitors, but many factors that impact freight flows in the state originate far beyond its borders. The onset of the COVID-19 pandemic in early 2020 triggered an economic slowdown resulting from pandemic-related layoffs, shipping reductions, and production slowdowns. At the same time, surging demand for e-commerce and Federal recovery measures led Americans to purchase more durable goods such as furniture, electronics, and kitchen appliances in lieu of dining in restaurants or attending live events. Once manufacturers were able to catch up to this unexpected demand, U.S. coastal ports were swiftly overwhelmed by too many container ships, leading to long wait times, limited container availability and rising shipping prices. Once containers were unloaded, many sat at ports for weeks unclaimed because of shortages of both equipment and drivers needed to transport containerized cargo to warehouses; in many instances, containers and chassis were stalled at warehouses because there were insufficient workers to unload them, further compounding the delays and chokepoints across the supply chain network. At the same time, businesses in nearly every industry struggled to hire workers, including at warehouses and retailers, resulting in empty shelves and worsening the scarcity of goods. One example of a shortage that has dramatically impacted some Missouri-based manufacturing companies is the shortage of semiconductor chips, which are used in smartphones, computers, consumer electronics, and cars, among other modern technologies. With three-quarters of all semiconductors manufactured in China and East Asia, the shortage has demonstrated



significant vulnerabilities in the global chip industry and has hampered production for manufacturers across the globe, resulting in calls for diversification of where these chips are manufactured.<sup>1</sup>

In response to this increasingly urgent situation, Governor Parson issued [Executive Order 21-13](#) to define the issues, investigate the causes, and develop solutions to mitigate and minimize these systemic supply chain issues to limit the impact to Missouri's businesses and consumers now and in the future. In addition, the Executive Order seeks to evaluate the impact of policy proposals to position Missouri ahead of accelerating dynamics of global and national supply chains.

## 1.2 Task Force Goals and Objectives

The goal of the Missouri Supply Chain Task Force is to identify specific supply chain issues facing Missouri businesses and citizens and develop recommended solutions for implementation by public and private sectors within Missouri to minimize and mitigate those challenges. The Executive Order defines a supply chain as a system of many modes of transportation, businesses, and industries collaborating to provide efficient transportation and delivery of goods and services. Missouri is uniquely positioned to meet the needs of communities by serving as a major logistics hub for the country.

To enable a full understanding of the state's supply chain components and processes, the Task Force convened stakeholders with experience and expertise across various industries and modes of transportation to share market intelligence, operational practices, and other relevant supply chain-related information. The complete list of companies and organizations that presented to the Task Force between January and May 2022 is as follows:

American Patriot Holdings	Missouri Department of Transportation
AmerisourceBergen	Missouri Department of Higher Education and Workforce Development
AMTRAK	Missouri Eastern Railroad, Jaguar Transport
Association of American Railroads	Missouri Partnership
BMS Logistics	Missouri Trucking Association
BNSF Railway	Nestle Purina
Cambridge Systematics, Inc.	New Madrid County Port Authority
Central Transport	Port KC
Do-It-Best	Southeast Missouri Port Authority
General Mills	St. Louis Lambert International Airport
Global Gateway Logistics	Terminal Railroad Association of St. Louis
Hillyard Inc.	Transport 360
Jacobs International	Triumph Foods
MFA, Inc.	Union Pacific Railroad

<sup>1</sup> "The chips are down: four graphics explaining the global semiconductor shortage." Missouri Business Alert, 12/23/2021. Accessed June 2, 2022. [https://www.missouribusinessalert.com/news/business/the-chips-are-down-four-graphics-explaining-the-global-semiconductor-shortage/article\\_db8dc2b0-a999-5649-bdd0-455f9e49c9ad.html](https://www.missouribusinessalert.com/news/business/the-chips-are-down-four-graphics-explaining-the-global-semiconductor-shortage/article_db8dc2b0-a999-5649-bdd0-455f9e49c9ad.html)



Mid-America Regional Counsel

U.S. Department of Transportation

A total of seven in-person meetings were held in MoDOT District offices throughout the state. Meetings were open to the public and available to view in real-time and on demand through livestream video:<sup>2</sup>

- January 20, 2022—Jefferson City
- February 10, 2022—Jefferson City
- March 10, 2022—Chesterfield
- March 24, 2022—Sikeston
- April 7, 2022—Lee's Summit
- April 21, 2022—St. Joseph
- May 5, 2022—Hannibal

## 1.3 Task Force Members

The Missouri Supply Chain Task Force is co-chaired by Missouri Department of Transportation Director Patrick McKenna and Director of the Office of Workforce Development Dr. Mardy Leathers from the Missouri Department of Higher Education and Workforce Development.

The full list of appointed members who served on the Task Force includes:

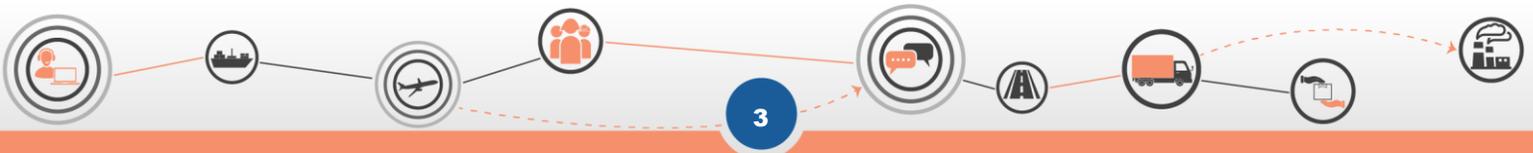
- Patrick McKenna (Co-Chair), Director, Missouri Department of Transportation.
- Dr. Mardy Leathers (Co-Chair), Director, Office of Workforce Development, Missouri Department of Higher Education and Workforce Development.
- Chris Gutierrez, President, Kansas City SmartPort, Inc.
- Mary Lamie, Executive Vice President, Multimodal Enterprises, Bi-State Development.
- Caitlin Murphy, Founder and Chief Executive Officer, Global Gateway Logistics.
- Dustin Quesenberry, Vice President of Operations, Contract Freighters, Inc.
- Todd Spencer, President, Owner-Operator Independent Drivers Association.

## 1.4 Report Organization

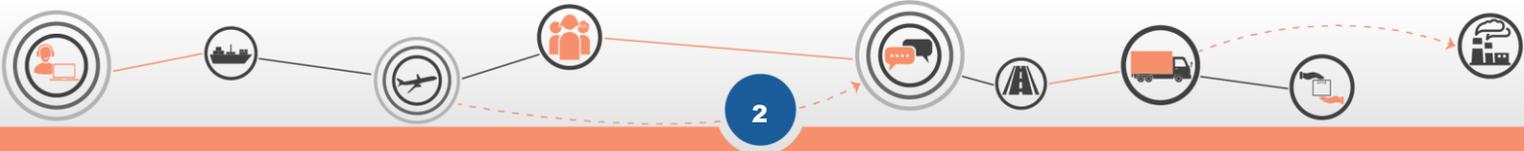
The remainder of this report is organized as follows:

- Section 2.0 presents the state's supply chain regulatory response during emergencies.
- Section 3.0 describes supply chain workforce needs and shortages in Missouri, as well as barriers to employment in supply chain sectors, including workforce readiness, childcare, housing and transportation.

<sup>2</sup> <https://www.modot.org/meeting-dates-agendas>.



- Section 4.0 describes Missouri’s freight assets, demand and system performance for freight highway, rail, air cargo, pipeline and ports and waterways modes.
- Section 5.0 describes future freight demand in Missouri and potential implications for the state’s key freight-intensive industries, as well as recommendations for solutions to various aspects of supply chain workforce and transportation-related issues in Missouri.



## 2.0 Supply Chain Regulatory Response During Crisis

The existing supply chains issues have an impact on Missouri's economy from the small agriculture or businesses in the state's largest cities to the largest industries in the state. Therefore, it is critical that state leaders understand the supply chain crisis and develop a responses to address supply chain disruptions.

### 2.1 State Emergency Response Regulatory Construct for Freight Network

Missouri has had regulatory measures in place to address supply chain efficiencies for many years. The following section summarizes the truck size and weight regulations on Missouri roadways and traffic incident management & open roads agreement.

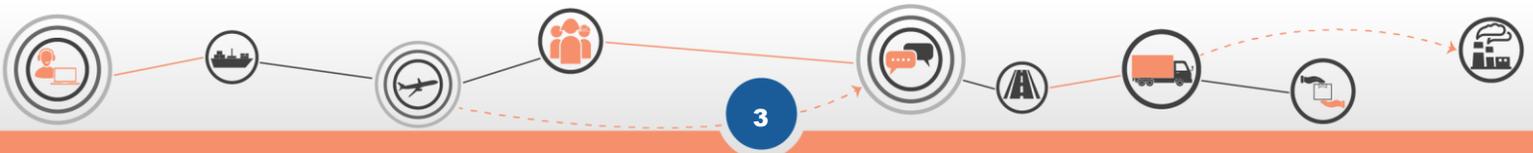
#### Truck Size and Weight Regulations on Missouri Roadways

Missouri's current crisis response tactics span load types, load permits, special permits and impacts of heavy vehicles on infrastructure. These regulations are in the RsMo Chapter 304, 7CSR 10-25 and apply to state roads. Regulations relating specifically to weight can be found in 7CSR 10-25.020. MoDOT Motor Carrier Services issues permits for all **non-divisible** loads more than the legal limit of 80,000 pounds. Past exceptions for weight under special permits for 10% overweight (88,000 pounds) are propane shortages in the winter and hauling rock/sand for levee repair during flooding.

Presidential declared emergencies are another exception. This exception is for **divisible** load weight and is found in the Stafford Act (MAP 21<sup>3</sup>, Section 1511). This allows states to issue permits for divisible loads more than 80,000 pounds on interstates for 120 days following the declaration. States can choose the weight limit, but carriers must still abide by load postings. During the onset of COVID-19, Missouri issued permits for 100,000 pounds for both interstate and state routes. The permit was available to print on MoDOT's website since the request for these permits was in high demand due to Missouri's key role in supplying the nation's food products. This helped expedite goods and services during the beginning of the COVID-19 pandemic. During the Presidential declared emergency, the issue neighboring states ran into was trucks hauling freight from one state to another traveled through states with different weight limits. Trucks would then haul at the lowest weight in the states they were traveling in to be under the weight limit for all states.

As a response to the Presidentially declared emergency and states permitting different weight limits, the Mid America Association of State Transportation Officials region worked together to aim for weight harmonization. This means that during future Presidential declared emergencies, states that are members of the 10 Midwest state MAASTO region set their weight limit to the agreed upon weight limit by all MAASTO states—88,000 pounds. Each

<sup>3</sup> Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) was a long-term highway authorization bill signed into law in June 2012.



state can still exceed the weight by the agreement, but trucks traveling through the states know that these states will allow at least 88,000 pounds. This will allow freight that crosses state lines via trucks to drive through all MAASTO states, which includes Minnesota, Wisconsin, Michigan, Iowa, Illinois, Indiana, Ohio, Kansas Missouri and Kentucky.

The Federal Highway Administration requires each state to write and implement a State Enforcement Plan each year. The legislation corresponding with SEP's is 23 CFR Part 657—Certification of Size and Weight Enforcement. These plans set Federal weight standards to preserve the Nation's infrastructure. Excess vehicle weight damages roadways and decreases the life span of infrastructure. This leads to spending more money on infrastructure for repairs and spending the money sooner than if the weight limits were followed.

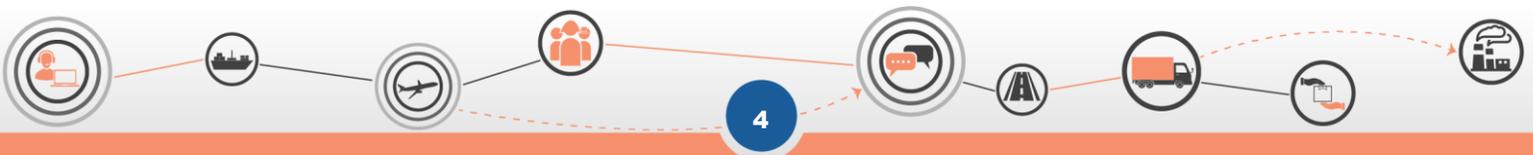
If Missouri considered increasing weight limits on roadways, future infrastructure conditions would have to be considered. The impact of increasing weight limits for longer periods of time would only change on state routes, more load postings would have to be posted on bridges that are under an increased weight limit and pavement would deteriorate quicker with increase weight. Additional load postings would require a statewide study of current posted bridges and how the increased weight limit would affect bridge infrastructure in the state.

Other exemptions Missouri implements in times of crisis are hours of service exemptions and trip/fuel permit waiver (72-hour permit). An HOS permit waives time restrictions on how long a driver can be behind the wheel. Currently, a shift is 14 hours on duty with 11 of those hours behind the wheel. The HOS permit is issued to a specific commodity or service and lasts for an average period of 30 days. The 72-hour permit helps expedite goods and services during emergencies. During emergencies, some goods are moved through Missouri (due to its central location) to reach other states to aid in emergency events. An example is when there was a hurricane in Louisiana and electric co-ops in Iowa were provided permits (issued by the Missouri Governor and posted to the MoDOT website) to travel through the state without requesting a permit for each individual truck to aid in disaster relief. Both HOS and 72-Hour permits are issued by the governor who then coordinates with MoDOT and are specific to a certain commodity or truck type for a limited amount of time.

## Traffic Incident Management and Open Roads Agreement

Congestion is a growing problem in Missouri. 60% of all congestion on Missouri's roadways is related to incidents and 20% of all collisions are "secondary" collisions from earlier incidents. In these conditions, responders are at risk on high-speed, high-volume roadways.

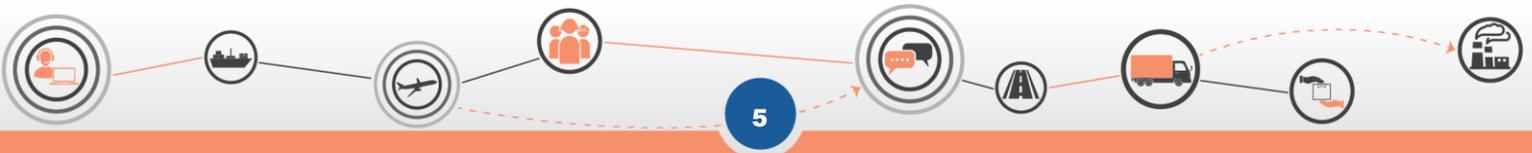
Traffic Incident Management is a MoDOT program that focuses on clearing the roadway within 90 minutes after a crash has occurred. TIM aims to resolve issues associated with congestion and incidents; focus on controlled-access roadways; and emphasize urgent and safe clearance of highway incidents. MoDOT partners with emergency services and police departments to accomplish this goal. Many secondary incidents are more severe than the first incident. Therefore, it is important to get on location as quickly as possible and help divert traffic from the incident and clear the road as quickly as possible.



The Missouri Open Roads Agreement<sup>4</sup> focuses on restoring roadways to full capacity following an incident. The highest priority is to get traffic moving to avoid the secondary crashes that are often worse than the first event. This agreement focuses on the safety of emergency responders and the public; restoring roadways to full capacity as soon as possible following an incident; using clear communication between responding parties; and utilizing strategies and tactics that support the National Unified Goal for safety. The NUG, developed by the National Traffic Incident Management Coalition, works for improved safety, clearance and communication. Shared responsibilities of the agreement include multi-agency coordination; 90-minute clearance goal; quick clearance of damaged vehicles, spilled cargo and debris; minimize traffic impacts; promote responder safety; special incident coordination; after-action reviews; traffic diversion planning; TIM planning; and communication.

Industry has expressed concerns that not all incidents can be cleared in 90-minutes, there is a lack of trust between towing and trucking industries, substantial or unreasonable tow/cleanup costs, preferred tow may not be allowed due to circumstances, and recovery times may be delayed/restricted due to traffic volumes.

<sup>4</sup> “Missouri Open Roads Agreement: Quick Clearance for Safety and Mobility”.  
[https://www.modot.org/sites/default/files/documents/Missouri%20Open%20Roads%20Agreement%20FINAL%202021%20SIG%20NED%20MSHP\\_MoDOT.pdf](https://www.modot.org/sites/default/files/documents/Missouri%20Open%20Roads%20Agreement%20FINAL%202021%20SIG%20NED%20MSHP_MoDOT.pdf)



## 3.0 Workforce Challenges and Barriers

Challenges facing Missouri's supply chain before, during, and after the pandemic, include significant constraints on the availability of a skilled workforce. Increased demand for labor in sectors from manufacturing, to warehousing, to shipping, to delivery has placed pressure of ensuring Missouri has the necessary talent to efficiently move goods throughout the state. Improving the resiliency and responsiveness of the supply chain requires understanding the workforce issues that Missouri faces and designing solutions to address the challenges of building and maintaining the supply of labor in the warehousing and manufacturing sectors.

### 3.1 Supply Chain Workforce Needs and Shortages

The supply chain sectors represent more than 12% of Missouri's workforce in 2020, with manufacturing representing the largest share. Table 3.1 shows the size of Missouri's workforce in the manufacturing, truck transportation and warehousing sectors and the share of Missouri's total employment that each sector represents:

**TABLE 3.1 SIZE AND SHARE OF MISSOURI WORKFORCE IN SUPPLY CHAIN SECTORS**

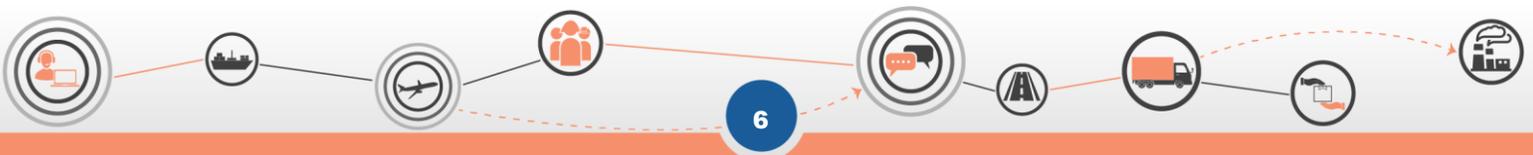
Sector	Employment	Share of Total Workforce
Manufacturing	266,452	10.0%
Truck Transportation	38,305	1.4%
Warehousing and Storage	20,652	0.8%

Source: Bureau of Labor Statistics.

Figure 3.1, Figure 3.2, and Figure 3.3 show the concentration of employment in truck transportation, warehousing, and manufacturing, respectively, throughout the state. These maps indicate the locations of employment, not the locations of residence for employees.

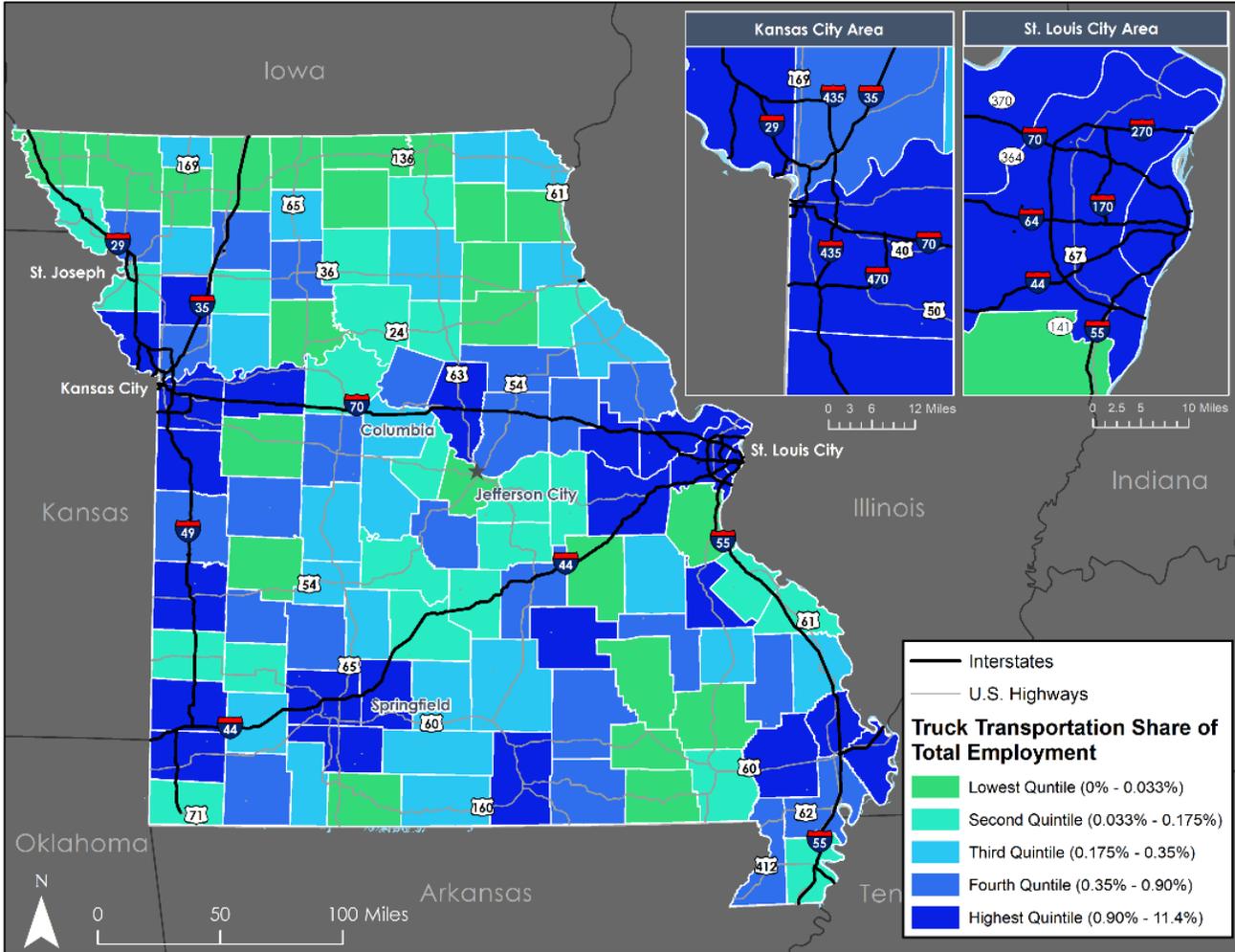
These sectors have demonstrated strong growth since the Great Recession. Manufacturing employment and truck transportation employment increased by 8.3% and 7.8% between 2010 and 2020, respectively, while warehousing and storage employment increased by 67.4% over the same decade, driven by a significant increase in e-commerce activity.

Despite this growth, industry analysts and trade associations have identified current and projected job shortages in these sectors. Nationally, estimates of job openings in March 2022 were 484,000 jobs for manufacturing, 200,000 job for warehousing and 80,000 jobs for truck transportation. In Missouri, these figures were 5,900 jobs for manufacturing, 500 jobs for warehousing, and 2,500 jobs for truck transportation. The manufacturing sector is projected to have a workforce shortage of up to 2.1 million by 2030. However, for truck driving jobs in particular, the Federal Motor Carrier Safety Administration and American Association of Motor Vehicle Administrators report that



states issue more than 450,000 new commercial driver’s licenses each year<sup>5</sup>, indicating that the workforce challenges for this sector are related to retention and driver efficiency, as discussed in the next section.

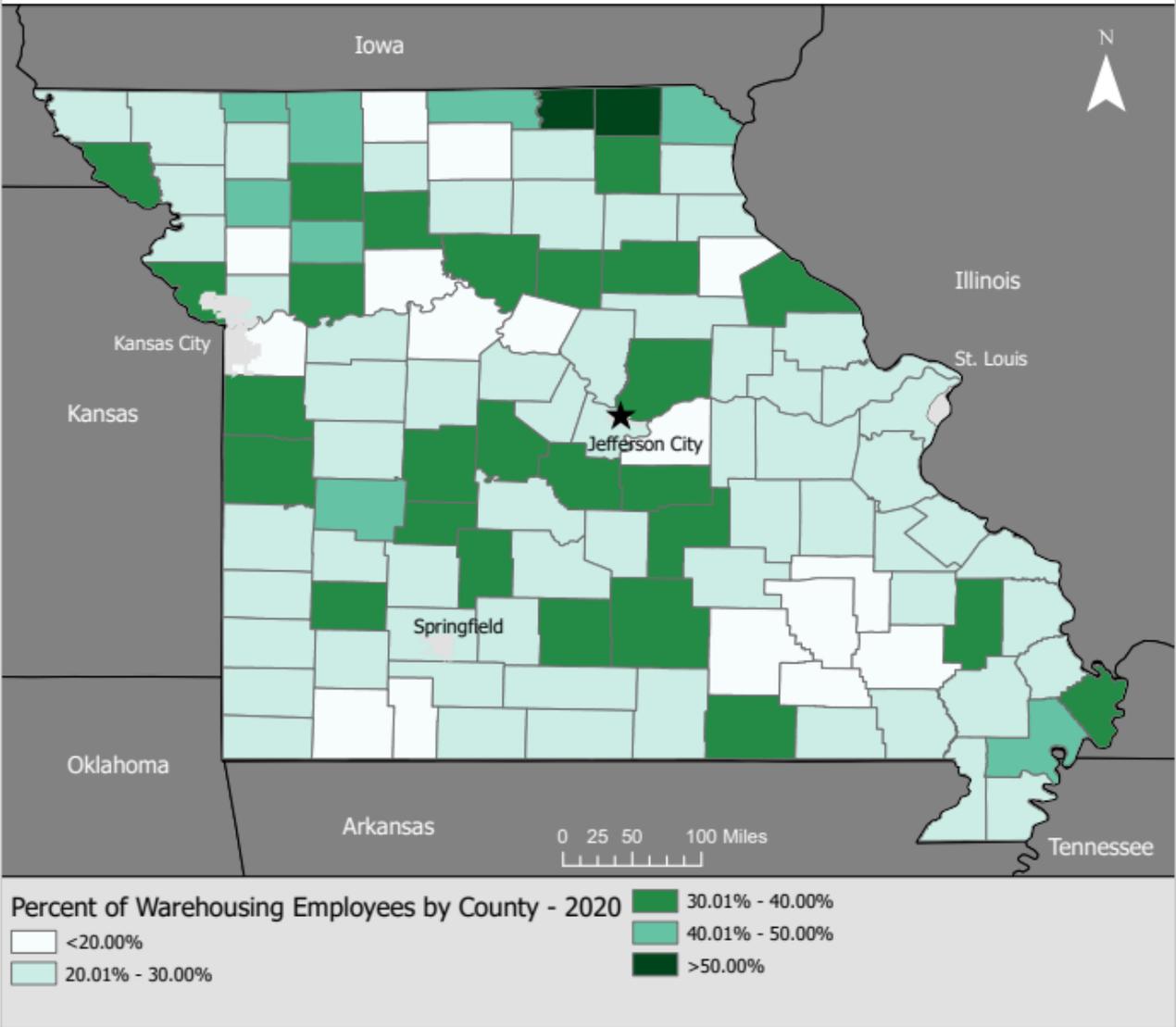
**FIGURE 3.1 TRUCK TRANSPORTATION AS SHARE OF TOTAL EMPLOYMENT BY COUNTY, 2020**



Source: Bureau of Labor Statistics.

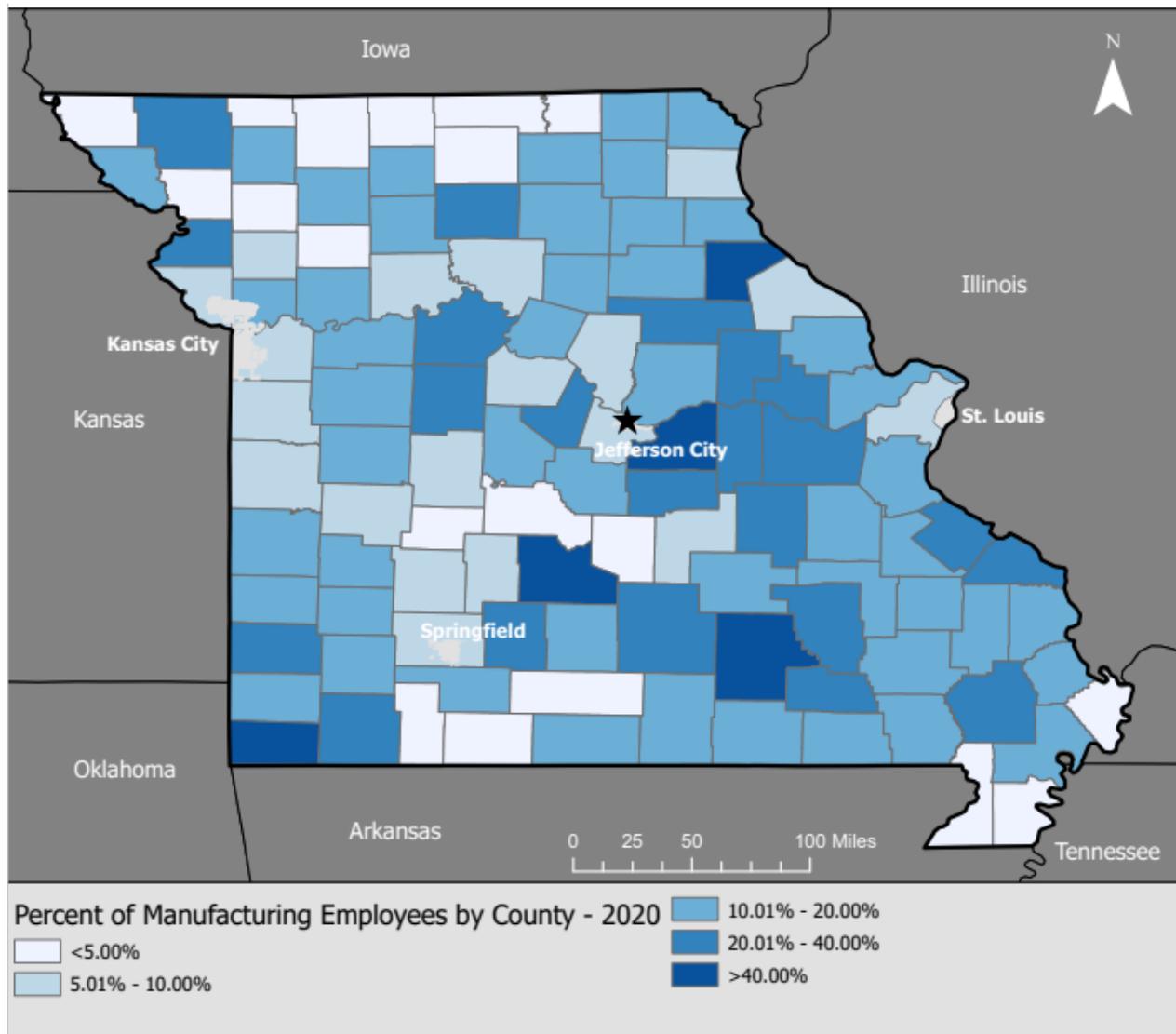
<sup>5</sup> <https://www.ooida.com/wp-content/uploads/2021/11/OOIDA-Foundation-Statement-on-Flaws-in-Driver-Shortage-Narrative.pdf>

FIGURE 3.2 WAREHOUSING AS SHARE OF TOTAL EMPLOYMENT BY COUNTY, 2020



Source: Bureau of Labor Statistics.

FIGURE 3.3 MANUFACTURING AS A SHARE OF TOTAL EMPLOYMENT BY COUNTY, 2020



Source: Bureau of Labor Statistics.

### Worker Retention in Trucking and Warehousing

Workforce retention in the trucking and warehousing sectors has gained national attention due to high levels of turnover in these industries. The Bureau of Labor Statistics estimated annual warehouse turnover rates at 43% in 2021, while the American Trucking Association estimated an 89% turnover rate among truck drivers in March 2021, compared to an average rate of 12 to 15% across all industries. The turnover rate captures churn within the industry (i.e., workers switching companies) in addition to workers leaving the industry, but both factors significantly impact costs and productivity throughout the supply chain.

Finding new employees requires a company to spend additional money on recruitment and training and creates a slowdown in operations while the position remains unfilled. In an increasingly time-sensitive supply chain

environment, where next-day delivery is expected by a wide array of consumers, this slowdown can generate disruptions throughout the supply chain.

Both sectors are known for their challenging and demanding work environments that require workers to meet very high standards for performance, ranging from the number of orders filled and shipped to the number of parcels delivered to the distance traveled in a single day. News stories about the high pace of work and the impact that it has on workers' quality of life behind the wheel of a truck and in the rows of warehouses are common. Although a tightening job market following the COVID-19 pandemic has led to an increase in wages, wages in warehousing and trucking had seen little increase in the years preceding the pandemic.

Additionally, long-haul truck drivers face challenges with meeting regulatory requirements for vehicle operations and safety. These issues include limitations on total trailer weight, driving time and vehicle parking. Many DOT Safety Offices have called attention to the increasing frequency of reports of trucks parking on highway on-ramps and off-ramps or along the shoulder of roads. These areas are not designated for parking and can contribute to accelerated wear-and-tear of these areas or create safety hazards for the truck drivers and other vehicle operators. However, hours of service regulations limit drivers to a maximum of 11 hours of driving in a 24-hour period, and a lack of available truck parking will often force drivers to stop in non-designated areas in order to avoid violating these regulations.

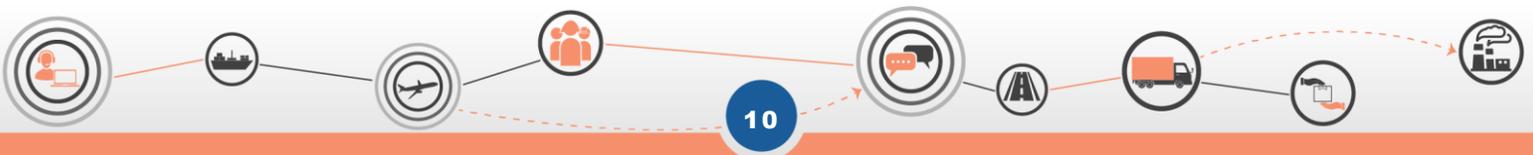
The required interstate travel for long-haul truckers has also given rise to an increase in drug compliance issues. A May 2022 article in Politico Magazine pointed out that truckers who use marijuana recreationally or for medical purposes in states where it is legal may fail drug tests in states where it is illegal, and Federal regulations still prohibit marijuana usage. In addition, it is often the case that drivers can test positive even weeks after using marijuana, long after the effects have worn off. If a driver loses his or her license, they are required to have a company sponsor to be able to get their license back even after completing rehabilitation.

The complexity of the regulatory environment for truck driving may result in drivers violating one rule in order to adhere to another, incurring penalties and causing stress that pressure them to leave the industry.

## 3.2 Barriers to Employment in Supply Chain Sectors

In addressing the workforce challenges embedded in the supply chain, it is critical to understand the factors that influence the availability and stability of the labor pool for these sectors. During Task Force meetings, multiple employers described ongoing workforce challenges throughout the pandemic recovery period. For example, Hillyard, a St. Joseph-based manufacturer of cleaning products, has increased wages for drivers by 13.5% since the start of the pandemic and has added additional pay bonuses for safety, retention and recruitment, but the company has still struggled to maintain the workforce necessary to meet the increased demand for cleaning products. Underlying workforce challenges may explain why increased wages have not been sufficient for growing and maintaining the labor pool.

Many workers, particularly those in low-income and/or entry-level positions, experience **barriers to employment** that hinder their ability to access and maintain employment. These barriers to employment represent a wide array of socioeconomic and geographic factors that incur costs or present logistical challenges for job seekers. Barriers to employment often fall upon two planes: economic and behavior. Humans are not rational actors and this requires



us to not simply subscribe a rational theory to barriers to employment. Thus, barriers represent both lack of a good or service that a worker needs in order to participate in the workforce as well as human factors such as self-efficacy, ability to manage home budgets, and understanding how to leverage public resources to gain access to training and employment. Principals of supply and demand must be coupled with understanding human behavior to ensure policy recommendations address the full spectrum of barriers to employment.

Many barriers to employment can be analyzed through a common economic framework: the principles of supply and demand. A barrier to employment may represent a **“supply” challenge** for a worker: the good or service that they need is not available in a sufficient quantity. A barrier to employment may also represent a “demand challenge” for the worker: the worker is unable to afford the good or service at its current cost. In this context, costs can be analyzed as a direct monetary cost (i.e., the purchase price of the good or service) and/or an opportunity cost (i.e., the time required to use that good or service). The supply and demand framework, in addition to considerations of the human element related to barriers to employment, must be considered when designing policy solutions to workforce-related supply chain challenges, as discussed in Section 5.0.

### Workforce Readiness

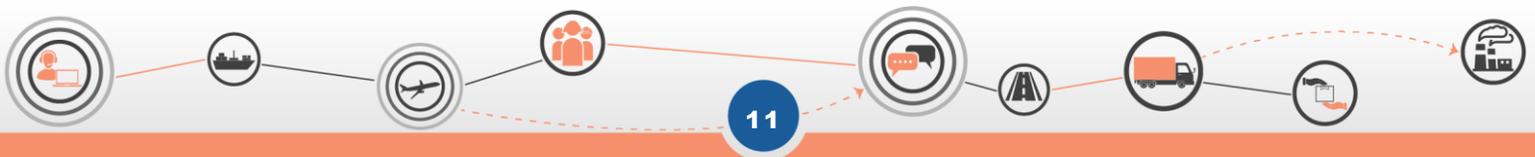
The transportation and warehousing and manufacturing sectors offer many career pathways that do not require degrees from four-year colleges or universities. This can make these sectors attractive from a workforce development perspective, since workers can be connected with entry-level positions with few financial hurdles. However, many of these careers still require training or certification for employees to be workforce-ready, even at the entry level. Training and certification for these positions often focus on helping workers to develop technical skillsets and proficiency with tools, technologies, processes and regulations involved in warehousing operations, freight movement, or industrial production. Common certifications for these sectors are presented in Table 3.2:

**TABLE 3.2 COMMON CERTIFICATIONS FOR ENTRY-LEVEL JOBS IN THE MANUFACTURING AND TRANSPORTATION AND WAREHOUSING SECTORS**

Transportation and Warehousing Sector	Manufacturing Sector
<ul style="list-style-type: none"> <li>• Certified in Production and Inventory Management</li> <li>• Certified Supply Chain Professionals</li> <li>• Forklift operator</li> <li>• Commercial Driver’s License (CDL)</li> </ul>	<ul style="list-style-type: none"> <li>• National Career Readiness Certificate (NCRC)</li> <li>• Certified Welder</li> <li>• Certified Production Technician (CPT)</li> <li>• Precision Sheet Metal Operator (PSMO)</li> </ul>

Source: Missouri Office of Workforce Development.

Workers can obtain these certifications in a relatively short amount of time, ranging from six weeks to one year. Again, these shorter timeframes are advantageous for workforce development programs and workers alike since these workers can reach a level of workforce readiness in a shorter amount of time, expediting the workforce pipeline and allowing workers to start work more quickly (and often at a more competitive wage). However, since the skillsets that these workers are developing are designed to be applied in a work environment, many of the certification programs require people to demonstrate their skills and pass an assessment in a simulated or actual work environment. For example, the Missouri commercial driver’s license certification program includes a drivers assessment component. These assessments are administered by the Missouri State Highway Patrol, and workers must complete the assessment at a designated State Highway Patrol CDL Test Site.



Certification and workforce readiness can create a “chicken-and-egg” challenge for addressing the supply chain’s workforce needs: an employer in the supply chain must be confident that labor is available when the employer opens or expands its operations in the area, but workers want to ensure that the skillsets they develop will be in demand to employers in the area when they obtain that certification. This challenge demonstrates the need for a workforce development pipeline, where employers and employees can access the resources needed to align necessary skillsets and employment opportunities on a realistic timeframe. Public sector and non-profit entities can play a critical role in building the resource network for workforce investments, signaling to employers and employees that a pipeline exists to attract potential workers and connect them with careers upon completion.

## Childcare

Workers with children are frequently confronted with a challenge: earn the money necessary to care for their children while securing the childcare necessary to allow them to leave home and be away from their children for several hours per day. Addressing this challenge requires workers having access to childcare facilities that are affordable, that are proximate to their home and their workplace, and that offer services at times of day that align with the workers’ workday. This challenge can have a significant impact on workforce participation; a 2021 survey conducted by the Harvard Business Review found that 20% of working parents had to reduce their hours or leave the workforce due to a lack of childcare options.

While securing childcare is an issue faced by all workers, this issue is more significant for low-income, entry-level workers, single parents or caretakers, and women, since childcare costs can represent a larger share of income in lower income quintiles. While the U.S. Department of Health and Human Services sets an affordability standard of 10% of household income for childcare, low-income households spend up to 35% of their income on these costs.

In Missouri, the average childcare cost is \$10,041 per year—comparable to annual housing expenditures for many families. These high costs can make a job untenable for a family; a worker who was previously responsible for childcare may be unable to take a new job if the incurred costs of childcare consume too high a share of the new income. Figure 3.4 shows a County-level analysis of infant childcare costs as a percentage of median income. Several counties throughout rural and urban Missouri exceed the 10% affordability standard.

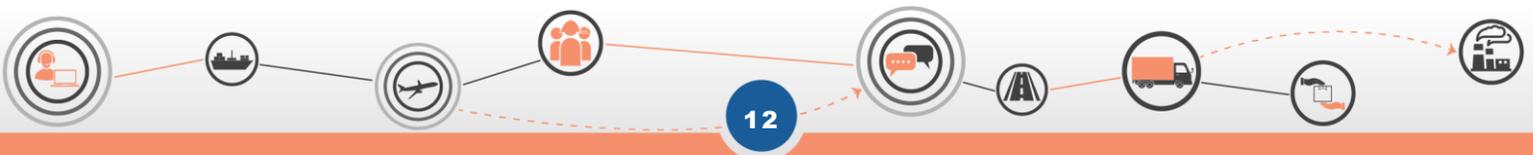
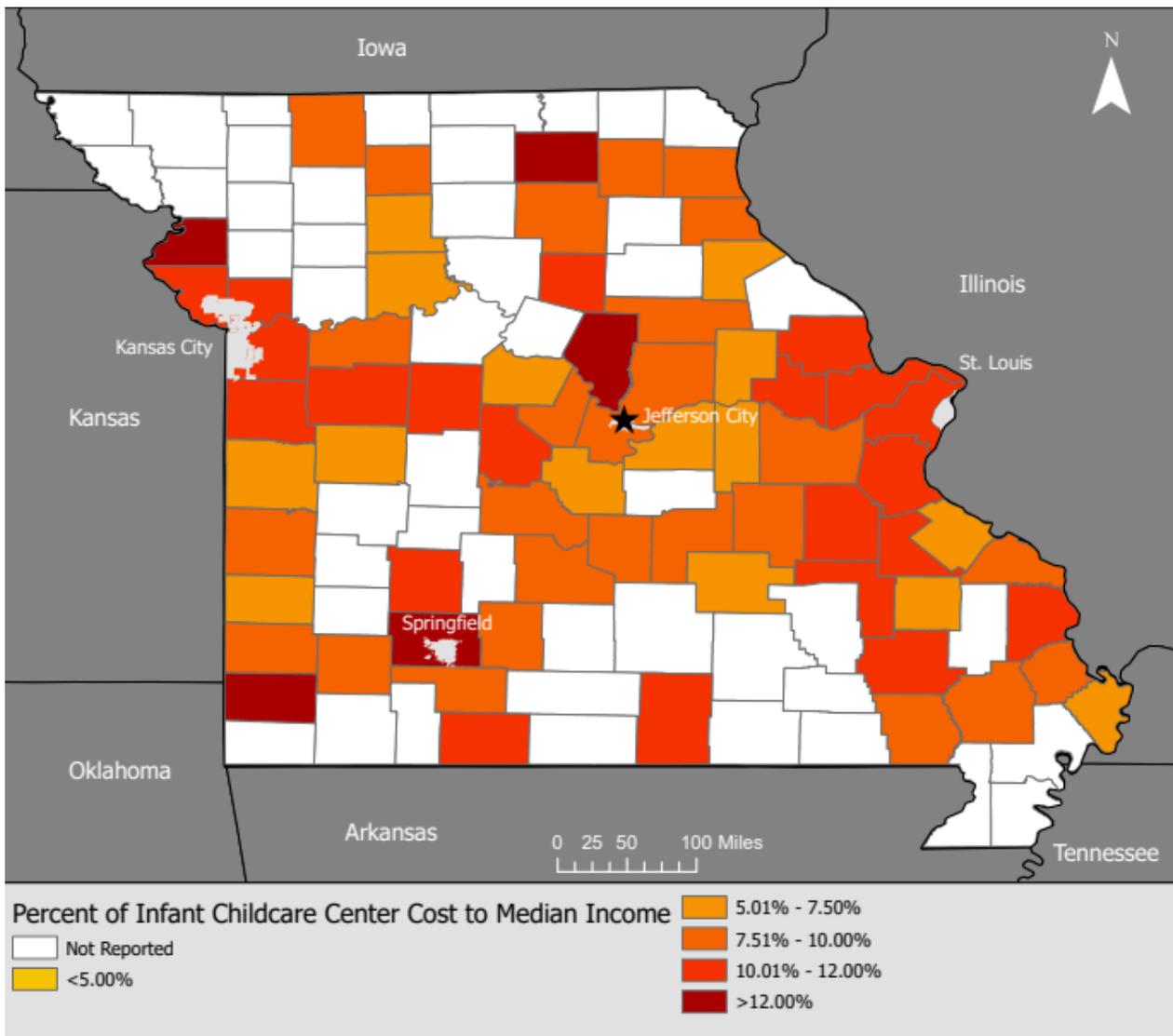


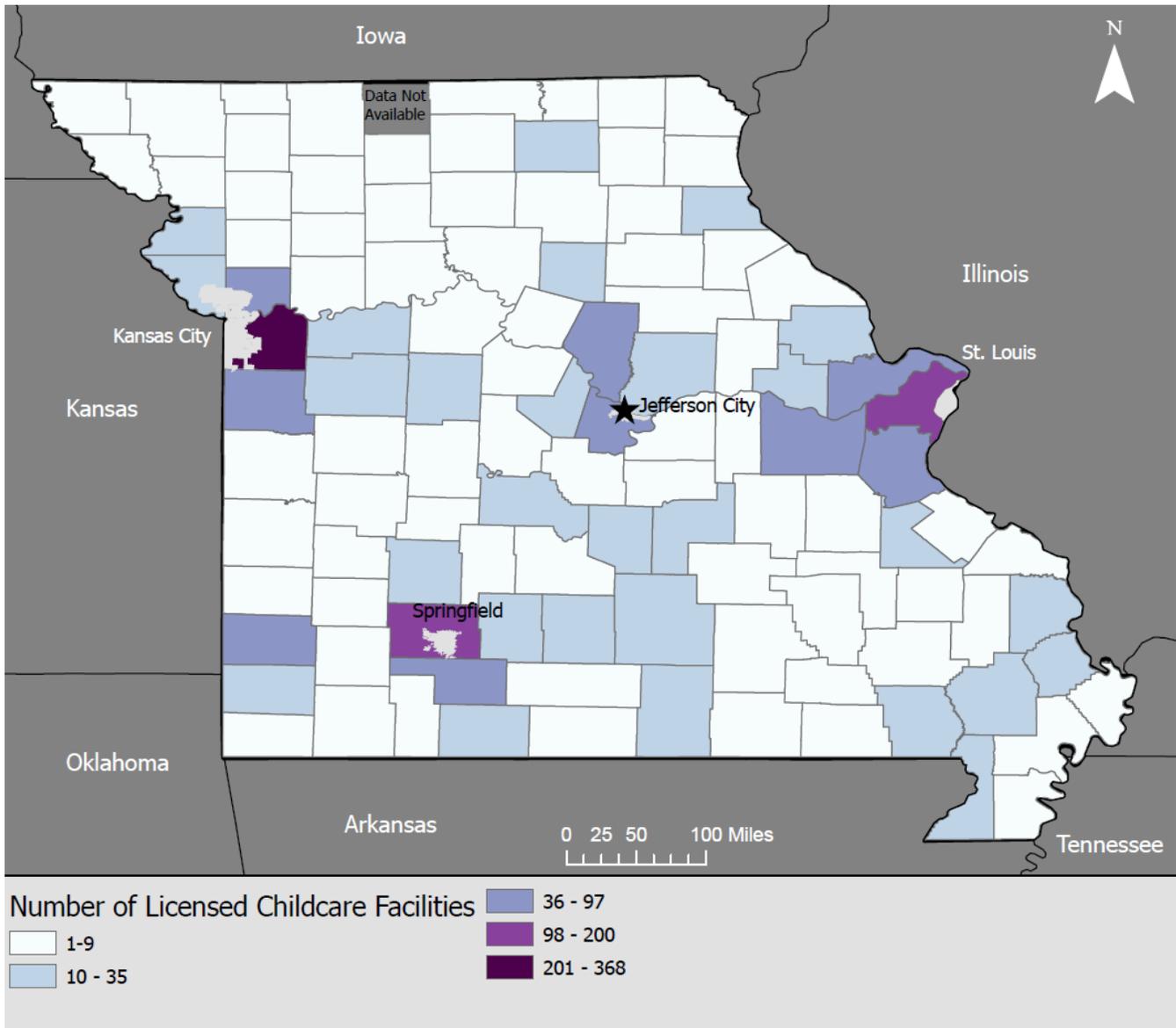
FIGURE 3.4 INFANT CHILDCARE COSTS AS SHARE OF MEDIAN INCOME, 2019



Source: *Economic Policy Institute.*

However, childcare is not just a matter of cost for working families. A worker must be able to access childcare services, which can be determined by the number of facilities in the area and the capacity of these facilities. A 2020 study from the Center for American Progress found that 54% of Missourians live in “childcare deserts,” which is defined as a Census tract with more than 50 children under the age of 5 that either contains no licensed childcare providers or has three times as many children as licensed childcare slots. This percentage rises to 70% of residents in rural areas, posing a significant threat to the viability of a steady workforce in the rural areas where many manufacturing and warehousing facilities are located. Figure 3.5 demonstrates how rapidly the availability of licensed childcare providers decreases outside of Missouri’s large population centers.

FIGURE 3.5 NUMBER OF LICENSED CHILDCARE CENTERS PER COUNTY, 2020



Source: *ChildcareCenter.us, 2020; ChildCare Aware of America, 2020.*

While many working families may rely on family or friends for childcare support, these networks can be inconsistent and sensitive to disruption due to their informal structure. Finding alternatives in response to disruptions in childcare can create sudden increases in childcare costs or force working parents to rearrange their work schedules. In the shift work that is common in the warehousing and manufacturing sectors, employers cannot readily accommodate changes in their employees' work schedules, creating a productivity risk. A 2019 analysis of childcare costs by the Council for a Strong Nation estimated that employers lose \$12.7 billion annually due to challenges with access to childcare among employees.

The reality of employment in the warehousing and manufacturing sectors further complicates childcare access. Many warehouses and manufacturing facilities operate with multiple shifts that do not align with traditional "work

hours” of 9 a.m. to 5 p.m. Night shift and graveyard shifts that start in the evening or late at night are essential to meeting demand, yet licensed childcare facilities often operate on standard work hours, further limiting working families’ options to maintain employment in these fields.

## Housing

Housing affordability has gained increased attention as a result of significant increases in housing costs across the country in recent years. Data from the U.S. Census bureau shows that in 2020, 46% of renters spent 30% or more of their income on housing, which the U.S. Department of Housing and Urban Development defines as being cost-burdened. This trend has worsened even as the economy has recovered from the COVID-19 pandemic; average rents across the U.S. have risen 18% between 2017 and 2022, outpacing inflation.

Missouri has not experienced the housing affordability crisis to the same extent as other states, with many studies ranking the state as one of the more affordable states in the country. The median gross rent for a two-bedroom unit in Missouri was \$833.00, compared to \$1,080 for the United States, according to the 2016-2020 American Community Survey five-year estimates.

However, housing costs are not evenly distributed across the state. Figure 3.6 shows the distribution of median housing costs as a share of median income by County. While some rural counties in northern and southeastern Missouri have low housing costs as a share of median income, many counties in urban areas are approaching the affordability threshold for housing costs. As this figure reflects median costs, it is likely that many lower-income households in these counties are cost-burdened by housing prices.

While the housing affordability crisis has many causes, a significant factor is the shortage of affordable housing across the country. The National Low-Income Housing Coalition estimates that as of 2022, the U.S. has a shortage of 7 million rental homes available to extremely low-income renters, defined as households with income at or below 30% of area median income. In Missouri, this shortage is estimated at nearly 120,000 housing units, compared to more than 207,000 extremely low-income renters.

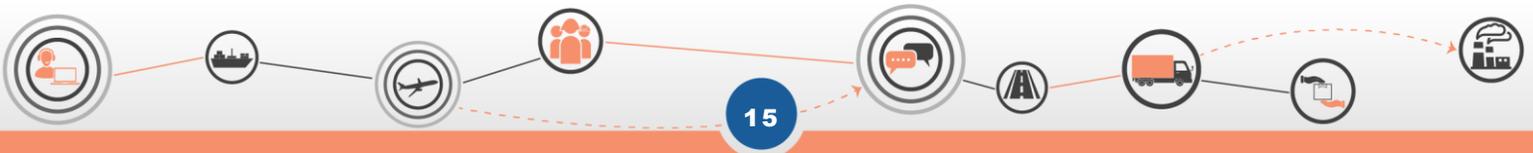
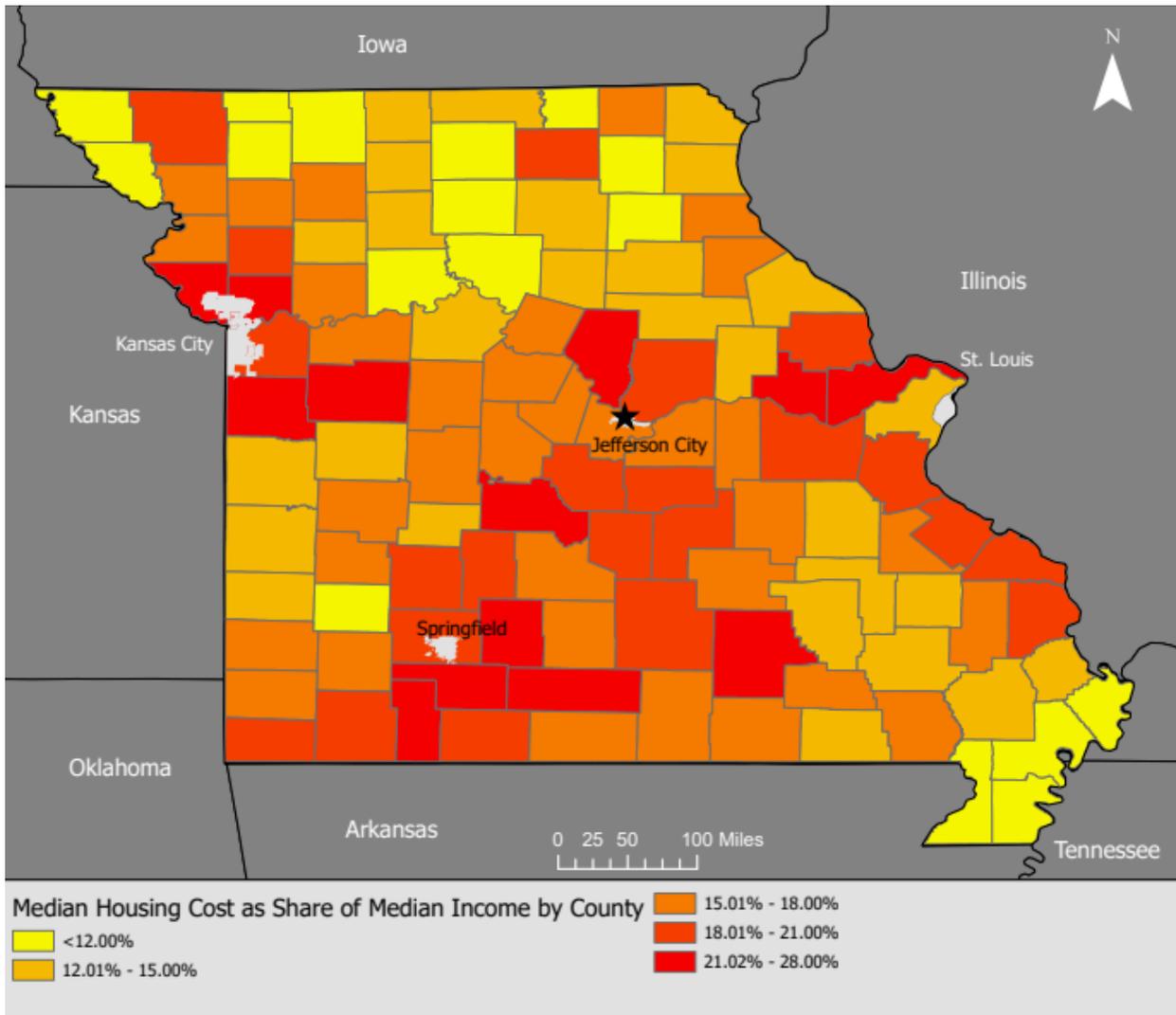


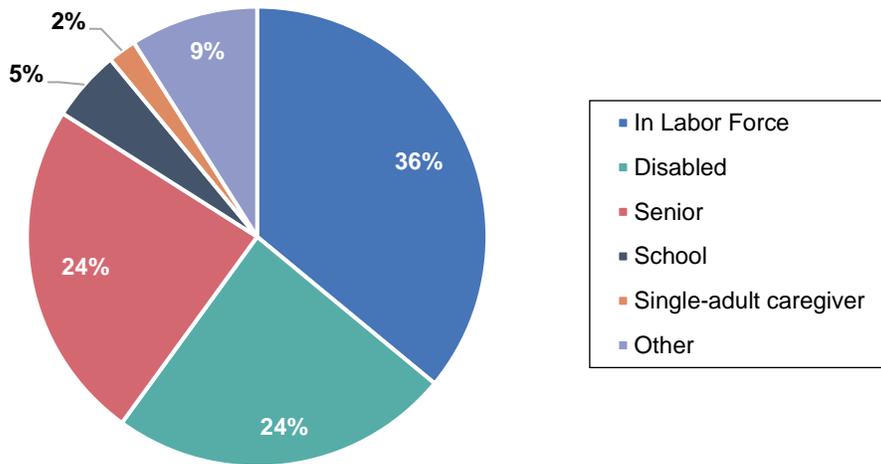
FIGURE 3.6 MEDIAN HOUSING COSTS AS SHARE OF MEDIAN INCOME BY COUNTY, 2020



Source: National Association of Realtors and Missouri Economic Research and Information Center, 2020.

The affordable housing crisis is also a workforce housing crisis. Within Missouri, 36% of extremely low-income renter households are currently employed, as shown in Figure 3.7. A workforce housing shortage means that workers have limited options to find homes that are proximate to work, childcare facilities, and other essential services, which can hinder employers efforts to attract and retain employees.

FIGURE 3.7 EXTREMELY LOW INCOME RENTER HOUSEHOLDS IN MISSOURI, 2022



Source: National Low Income Housing Coalition, 2022.

The shortage of workforce housing can be partially attributed to supply constraints in housing development. Since warehouses and manufacturing facilities have large physical footprints and rely on access to highways in order to access markets, they are often located in areas with lower land costs where facilities are spread out over a distance. Hence, rural areas have a high concentration of these facilities due to their favorable economic and geographic conditions for industrial development.

While the locations in which the facilities are located may have low housing costs due to low land costs, the large industrial footprints may limit the amount of housing that can be built, either due to land use regulations or unattractive markets for developers. The noise, emissions and other impacts associated with industrial production and freight movement also result in these facilities being situated far away from residential areas, through a combination of zoning regulations and market preference.

The limited supply of affordable housing for low-income workers is also a factor of a lack of investment in this housing supply. With increasing construction costs in the housing industry and stagnating incomes for low-income workers, it is increasingly unprofitable for developers to build more affordable housing. The limited production of affordable housing means that the affordable housing stock that does exist is more likely to be older and in poorer condition. Poorly-maintained housing can expose residents to health risks from mold, poor ventilation and lead. These health risks range from chronic health conditions, like asthma and high blood pressure, to acute health events, like carbon monoxide poisoning. The result is a home environment that can have a significant impact on worker health and well-being, which in turn can impact the productivity and stability of the workforce.

Many low-income workers struggle to afford housing and to find secure housing. With the significant housing shortage, low-income workers are vulnerable to disruption; if housing is hard to locate, a change in the condition of the housing or in the location of other essential services can result in a loss of employment.

## Transportation

An underlying dimension of many barriers to employment is geographic access: the physical distance between a worker and the essential services that they need to find and maintain employment. In addressing geographic distance, it is critical to evaluate how transportation systems allow workers to traverse that distance or, more significantly, how they hinder workers' travel.

The previous sections discussed how warehousing and manufacturing jobs are often located in areas far away from other land uses. This geographic dispersal means that workers have to travel long distances to get to work, resulting in commute times that are high in travel time and in cost. Low-income households, who fill many of the entry-level roles at warehouses and manufacturing plants, are less likely to have access to a vehicle and spend more of their income on transportation than higher-income households. Table 3.3 shows transportation expenditures as a share of income, vehicles per household, and zero-vehicle households across national income quintiles:

**TABLE 3.3 U.S. TRANSPORTATION COSTS AND VEHICLE OWNERSHIP BY QUINTILE, 2020**

Quintile	Income Range	Transportation Spending as Share of After Tax Income	Vehicles Per Household	Households with No Vehicles (Percent)
All Quintiles	N/A	13.1%	1.9	10.0%
First Quintile	\$0 to \$24,009	28.8%	1.0	28.0%
Second Quintile	\$24,010 to \$45,264	17.1%	1.6	11.0%
Third Quintile	\$45,265 to \$75,889	15.8%	1.9	5.0%
Fourth Quintile	\$75,890 to \$124,431	14.0%	2.3	4.0%
Fifth Quintile	\$124,432+	9.5%	2.7	3.0%

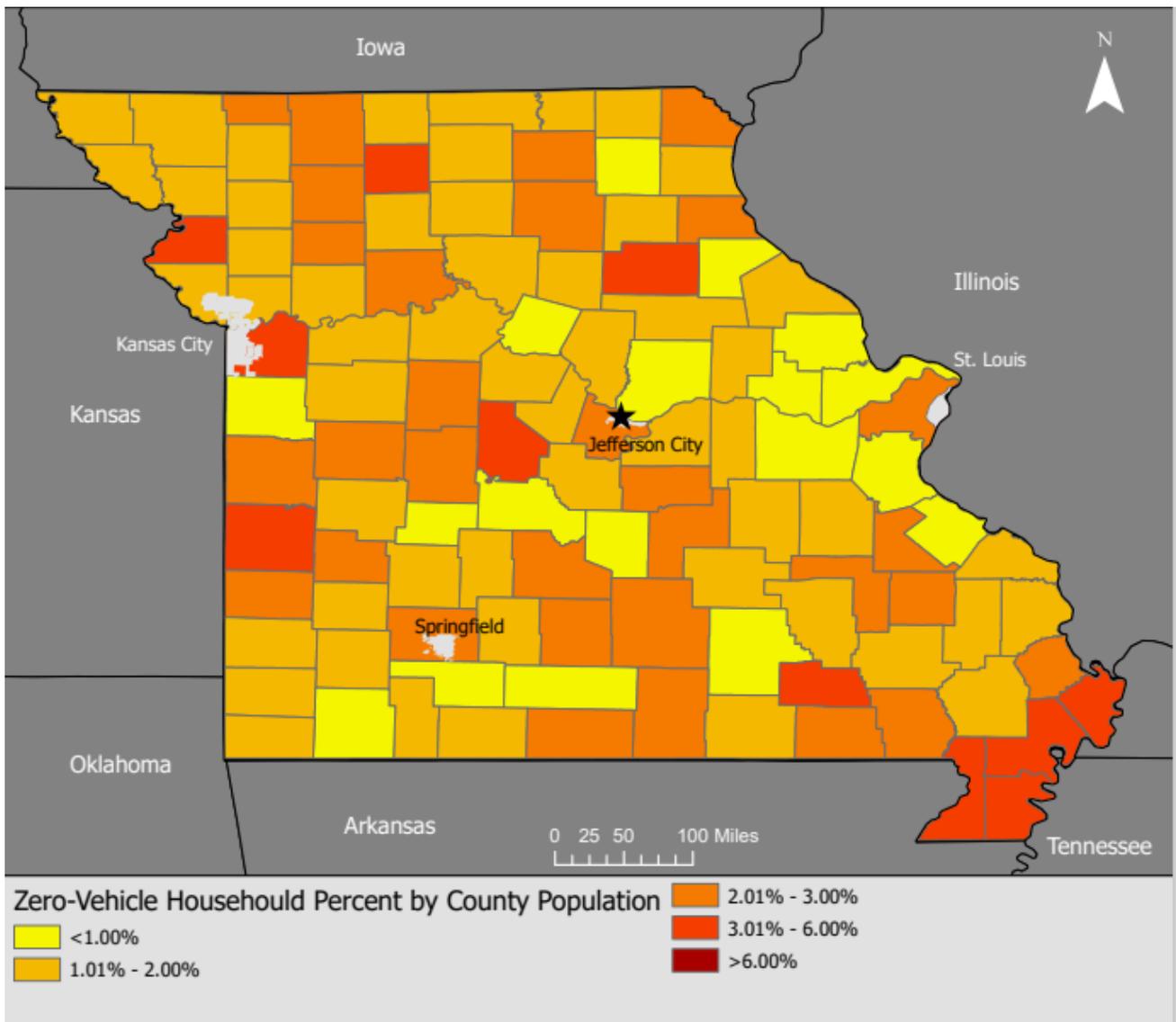
Source: Bureau of Labor Statistics.

Lengthy commutes in private vehicles can exacerbate household costs, reducing the economic value of the job.

It is important to note that there is a lower share of zero-vehicle households in Missouri than the rest of the country, based on data from the American Community Survey (ACS): 6.6% compared to 8.5%.<sup>6</sup> Figure 3.8 shows the percentage of zero-vehicle households by county population throughout Missouri; the share of zero-vehicle households is 3.0% or below in a majority of counties.

<sup>6</sup> The difference in zero-vehicle household percentages between the ACS and the BLS is due to differences in statistical modeling used by each agency. Both figures are preserved here in order to facilitate comparison between Missouri and the national average and to demonstrate variation in car ownership by national income quintiles.

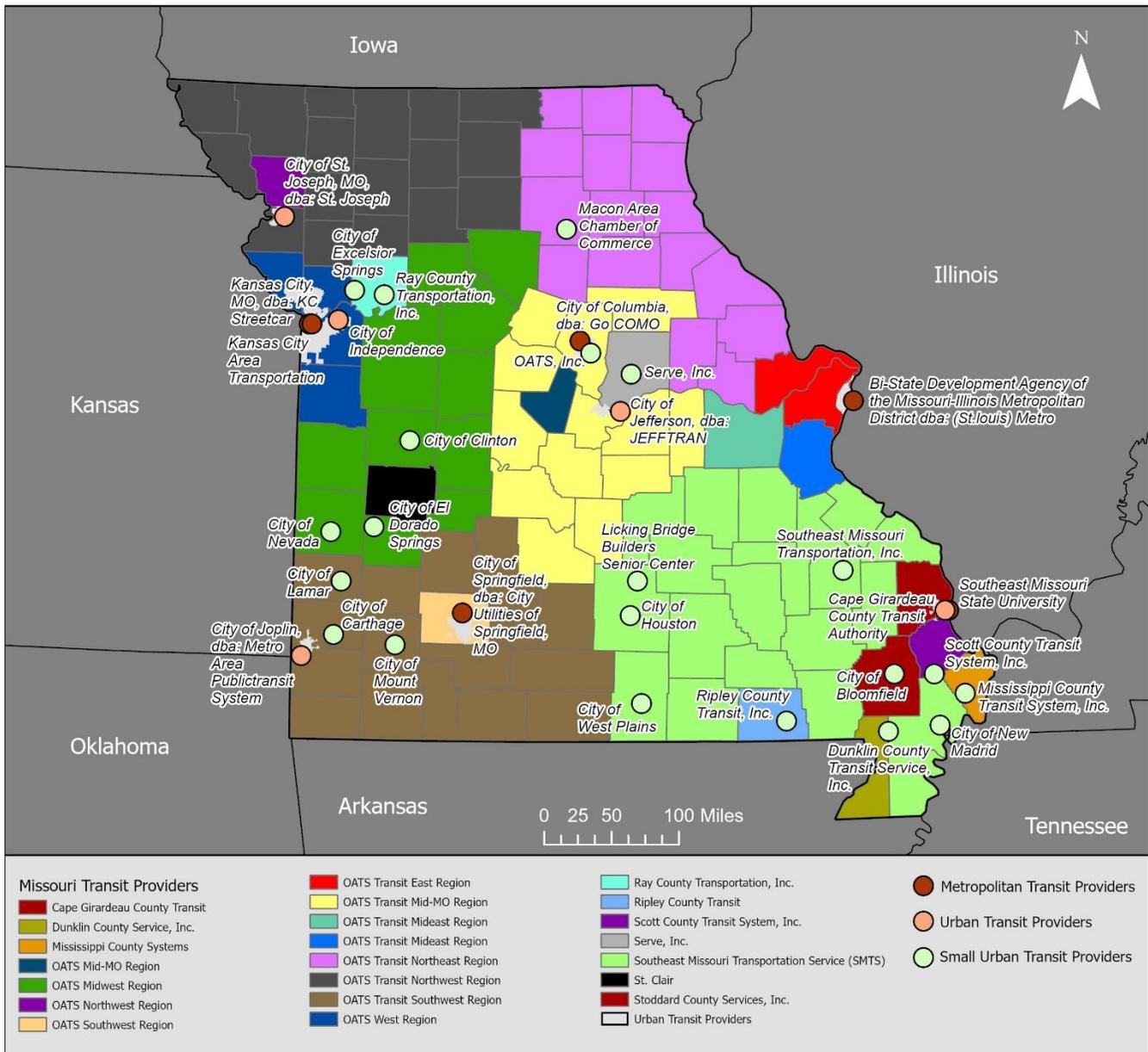
FIGURE 3.8 PERCENT OF ZERO-VEHICLE HOUSEHOLDS BY COUNTY, 2020



Source: U.S. Census Bureau American Community Survey Five-Year Data, 2016-2020.

Historically, public transit service has played an important role providing alternative transportation for people who do not have access to a private vehicle. In Missouri, OATS Transit and the Southeast Missouri Transportation Service provide public transit services in rural counties throughout the state. Figure 3.9 shows the map of transit providers throughout the state:

FIGURE 3.9 MISSOURI TRANSIT PROVIDERS, 2022



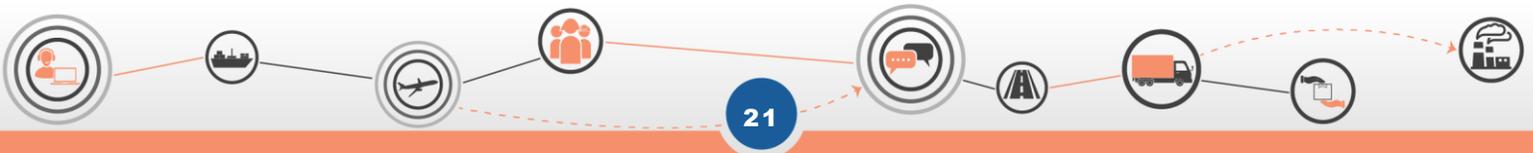
Source: Missouri Department of Transportation.

While public transit fulfills a critical role for low-income workers throughout the state, it can be difficult for transit to meet the needs of the supply chain workforce. The geographic separation between housing and employment in these rural areas reduces the density of activity that supports effective public transit service. At lower densities, public transit services must travel farther distances to connect origins and destinations. To manage travel times, the services reduce the number of pick-up and drop-off locations, limiting the number of access points for workers.

Additionally, the long travel times limit service frequency, since the vehicles require a long period of time to complete a route and return to service. Adding additional vehicles to the fleet in order to increase frequency is

difficult for rural transit providers to justify due to the lower ridership and lower productivity of these services. Low frequencies result in long wait times for passengers, and a missed trip for a low-frequency service may create significant economic risk for workers in the industrial sectors. As discussed previously, many workers in these sectors are employed on shift work; showing up late for a shift can result in loss of income or loss of employment.

Transit agencies also struggle to provide service spans that meet the needs of the industrial workforce. As with childcare facilities, many transit agencies in rural and smaller urban communities operate along standard business hours. While some agencies try to arrange schedules that allow for pick-ups and drop-offs on either end of the standard 9 a.m. to 5 p.m. business day, these agencies are often unable to provide second-shift or third-shift services. In addition, taxi and ride-sharing companies (such as Uber and Lyft) are generally less available in rural areas of the state. This misalignment limits the ability of standard transit service to serve as workforce transportation for many workers in the warehousing and manufacturing sectors.



## 4.0 Missouri Freight Assets, Demand, and Performance

To better prepare Missouri for future supply chain issues, trends and opportunities, it is important to understand the current operations and conditions of the state's multimodal freight network. This section describes freight demand and network level of service in Missouri today, including infrastructure conditions, commodity flows, connectivity, safety and opportunities for improvement. Much of the technical information on current conditions and future trends was sourced from the 2022 Missouri State Freight and Rail Plan, and augmented by the numerous freight transportation industry experts and representatives that presented to the Supply Chain Task Force between January and May 2022.

### 4.1 Multimodal Freight in Missouri Today

Missouri's multimodal freight network includes highways, railroads, air, ports and pipelines, as shown in Figure 4.1. In 2018, 985 million tons valued at \$1.14 trillion moved into, within, out of and through the state.<sup>7</sup> Missouri is unique among U.S. states for the high amount of freight transported by rail, the top mode by value and volume. Highway freight followed closely behind rail, with waterways, pipeline and air cargo modes comprising a relatively small share. Table 4.1 summarizes the key infrastructure and compares commodity flows by modal split in Missouri.

<sup>7</sup> The 2022 Missouri State Freight and Rail Plan analyzes commodity flow data from IHS Transearch (now known as S&P Global). Although Transearch is a comprehensive database that provides a greater level of commodity flow detail along individual trade lanes and corridors than publicly available sources, data limitations exist for certain types of shipments. There is limited information about agricultural movements within a state or region. Detailed commodity flows are not available below the county level, and these data do not show how products move from farms to elevators, intermodal connections with railroads or waterways or processing locations. As a result agricultural movements are underreported and likely understated in this analysis.

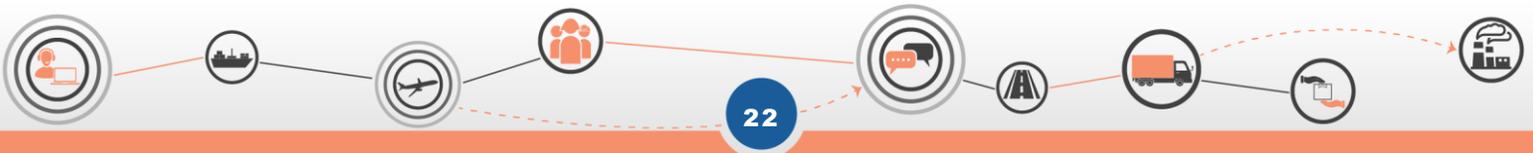


TABLE 4.1 SNAPSHOT OF MULTIMODAL FREIGHT NETWORK IN MISSOURI

Mode	Key Infrastructure	Tons	% of Total	Value	% of Total
Highway	<ul style="list-style-type: none"> <li>33,832 miles of state highways, including 1,380 miles interstate</li> <li>10,600 public and private truck parking spaces</li> </ul>	406.6M	41%	\$495.6B	43%
Rail	<ul style="list-style-type: none"> <li>20 private railroad owners</li> <li>5,300 miles of railroad, including 4,670 of Class I Railroads</li> <li>5,550 at-grade highway-rail crossings</li> <li>141 intermodal facilities</li> </ul>	414M	45%	\$590.4B	51%
Air	<ul style="list-style-type: none"> <li>3 primary air cargo facilities</li> <li>All 3 airports located within Foreign-Trade Zones</li> </ul>	0.2M	< 1%	\$22.0B	2%
Ports and Waterways	<ul style="list-style-type: none"> <li>1,050 miles of inland waterways along 4 federally-designated marine highways</li> <li>16 public port authorities</li> <li>8 locks and dams</li> <li>Over 120 river transload terminals</li> </ul>	39.9M	4%	\$7.6B	2%
Pipeline	<ul style="list-style-type: none"> <li>Over 25 major pipelines and 20 operators</li> </ul>	89M	9%	\$27.0B	2%

Source: 2022 Missouri State Freight and Rail Plan.

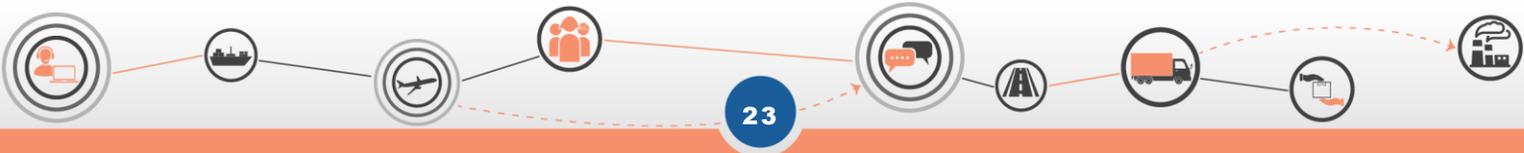
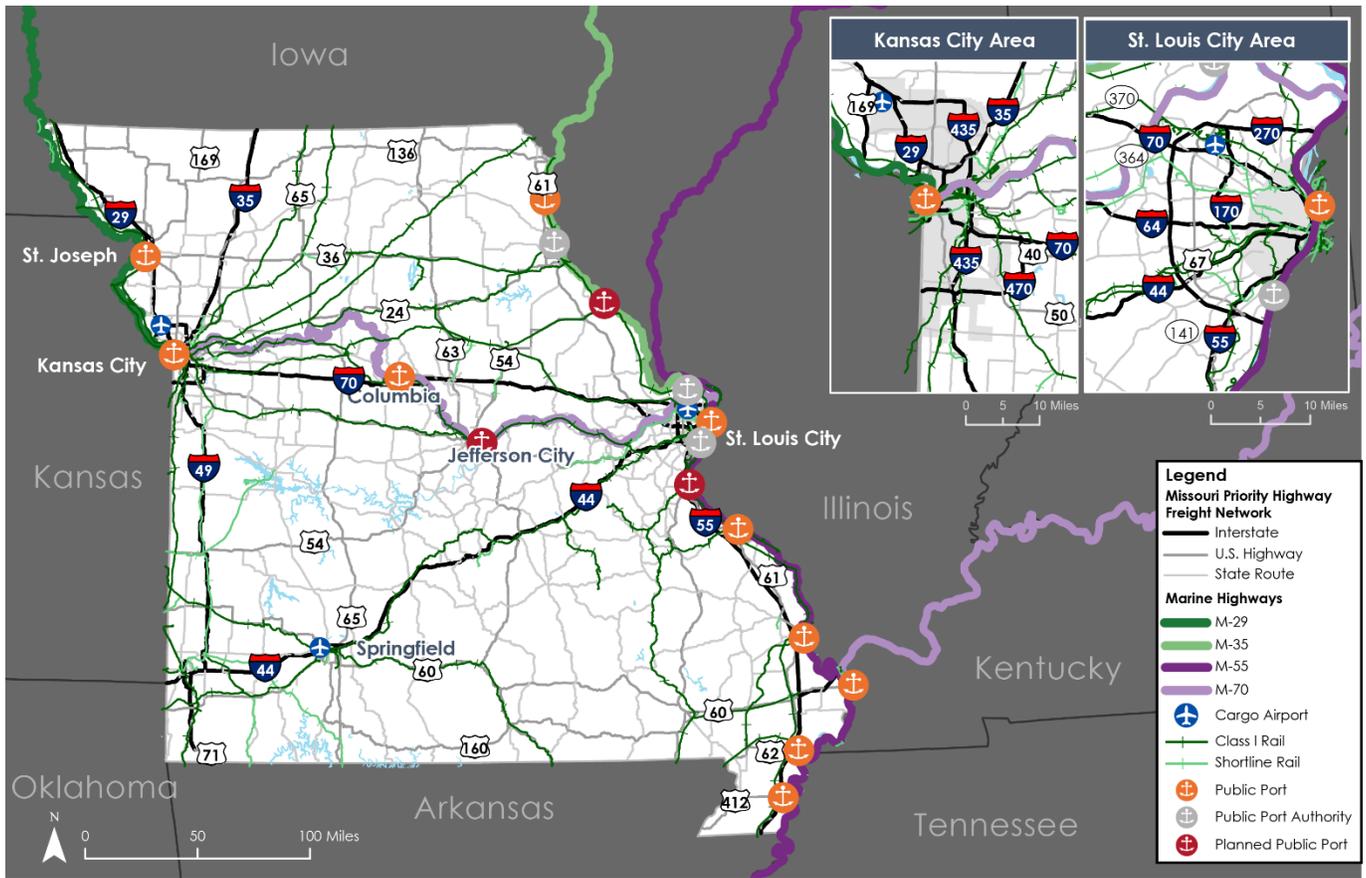


FIGURE 4.1 MISSOURI'S MULTIMODAL FREIGHT NETWORK

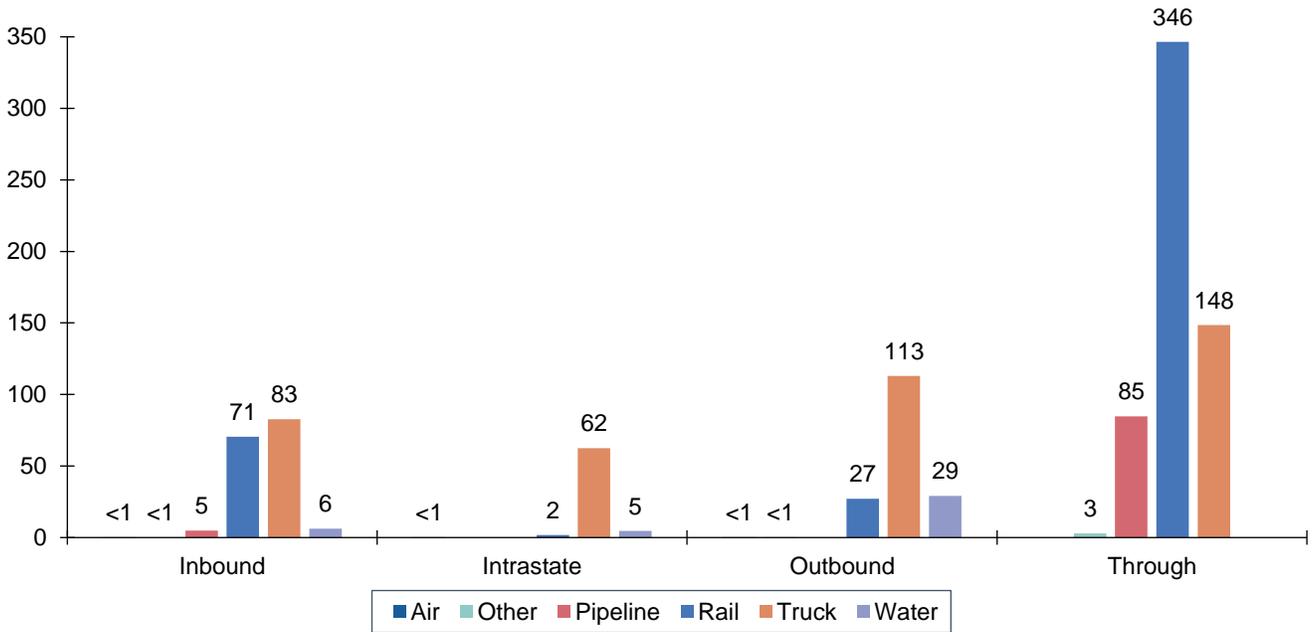


Source: 2022 Missouri State Freight and Rail Plan.

In terms of direction, the largest share of commodities traveled through Missouri without stopping, amounting to 59% of tonnage and 70% of value in 2018. By weight, outbound and inbound shipments each accounted for 17% and intrastate (beginning and ending within Missouri) accounted for 7% of total tonnage transported in 2018. By value, in 2018 outbound shipments accounted for 14% of total freight, inbound shipments for 13% and intrastate shipments only 2%. Figure 4.2 shows the total tonnage by mode and direction and Figure 4.3 shows mode and directional breakdown in terms of total value.

FIGURE 4.2 TOTAL TONNAGE BY MODE AND DIRECTION, 2018

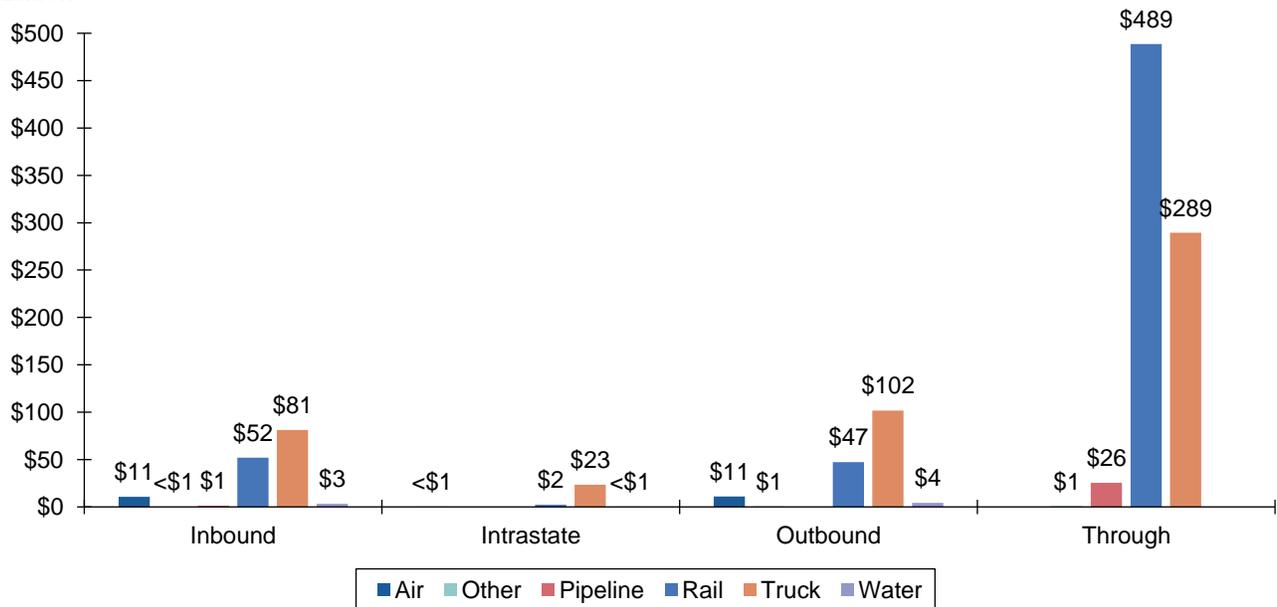
Millions of Tons



Source: 2022 Missouri State Freight and Rail Plan.

FIGURE 4.3 TOTAL VALUE BY MODE AND DIRECTION, 2018

Billions



Source: 2022 Missouri State Freight and Rail Plan.



Table 4.2 lists the top five commodities by weight and value in Missouri in 2018. Table 4.3 summarizes the top trade partners and top commodities by volume and value for each freight transportation mode.

**TABLE 4.2 TOP FIVE COMMODITIES BY TONNAGE AND VALUE IN 2018**

Rank	Commodity	Tons (millions)	Share of Total	Commodity	Value (\$B)	Share of Total
1	Non-metallic minerals	143	15%	Transportation equipment	\$260	23%
2	Coal	140	14%	Mixed freight	\$201	18%
3	Farm products	132	13%	Chemical & allied products	\$104	9%
4	Crude petroleum and natural gas	109	11%	Food & kindred products	\$99	9%
5	Food & kindred products	101	10%	Machinery	\$71	6%

Source: 2022 Missouri State Freight and Rail Plan.

Overall, Illinois is Missouri’s top trading partner, accounting for 17% of total combined inbound and outbound tonnage in 2018 (56.6 million tons). Wyoming, Kansas, Iowa, Arkansas, Louisiana and Texas are also significant trade partners. Some of Missouri’s highest volume exports include broken stone/riprap, oil kernels, nuts and seeds and grain. For imports, bituminous coal from Wyoming is by far Missouri’s largest import by volume with 46.5 million tons.

**TABLE 4.3 TOP TRADE PARTNERS AND COMMODITIES BY VOLUME AND VALUE BY MODE**

Transportation Mode	Top Trade Partners	Top Commodities by Volume	Top Commodities by Value
Highway	Illinois, Kansas, Iowa	Non-metallic materials Farm goods	Secondary moves Food and kindred goods Transportation equipment Farm goods
Rail	Wyoming, Texas, Illinois	Coal	Transportation equipment
Air	California, Texas, Tennessee	Small packaged freight shipments	Miscellaneous manufacturing Transportation equipment Electrical machinery, equipment, and supplies
Port and Waterway	Louisiana, Illinois, Tennessee	Non-metallic materials Farm goods Clay, concrete, glass, stone	Farm goods Chemicals and allied products Clay, concrete, glass, stone
Pipeline	Alberta, Canada	Crude oil	Crude oil

Source: 2022 Missouri State Freight and Rail Plan.

Missouri’s two largest cities, Kansas City and St. Louis, serve as major attractors of multimodal and intermodal freight traffic. There are high concentrations of intermodal facilities in and surrounding Kansas City and St. Louis, serving as multimodal nodes for key freight generators within Missouri. As a byproduct, these urban areas experience more congestion and unreliability.



The metropolitan areas and counties surrounding Kansas City and St. Louis represent almost 50% of all freight activity originating and terminating in Missouri. Jackson County, home to Kansas City, is the top freight-generating county by weight, with 15% of all freight movement. St. Louis City and St. Louis County follow close behind, representing 10% and 9% of the state's total goods movement respectively. Five of the top ten counties for overall goods movement are located in the St. Louis area, including Jefferson, Franklin and St. Charles counties.

Outside of the two major metropolitan districts, the Southeast District generated the most freight activity, with nearly 70 million tons of imports and exports in 2018. The Northwest District saw the least amount of freight activity in 2018, with just under 30 million tons. Counties outside of the major metro areas with high levels of freight movement include Cape Girardeau County, Greene County (Springfield), Buchanan County (St. Joseph) and Sainte Genevieve County.

## 4.2 Freight Context by Mode

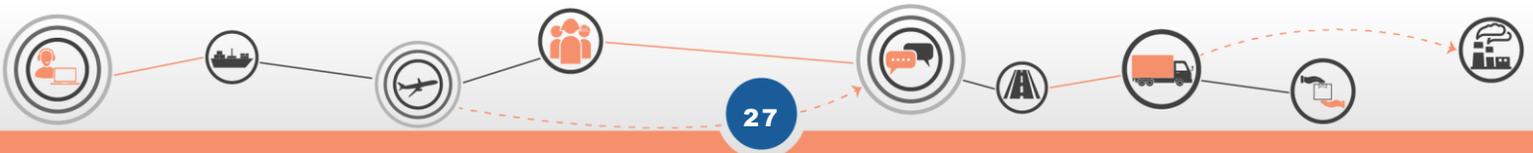
Freight flows in Missouri are the product of network design and management, infrastructure conditions and maintenance, multimodal connectivity, industry location and composition, and demand for commodities that flow to, from, within and through the state. This section describes freight assets and demand in Missouri today, including infrastructure network existing conditions by transportation mode, intermodal connections, and commodity flows by mode, direction and trading partners. The condition, capacity and location of the multimodal freight network directly contribute to the efficiency, reliability and competitiveness of supply chains in Missouri.

### Freight Rail

Freight trains transported over half of all freight by value to, from and through Missouri in 2018. Missouri contains 3,421 route miles of Rail Freight Network Routes, within the federally designated National Multimodal Freight Network. There are 5,550 at-grade highway-rail crossings in Missouri, of which 60% are public crossings.

More than 20 private company owners control 5,300 miles of major railroads within Missouri. Five Class I Railroads own over 85% of all tracks in Missouri, including Burlington Northern Santa Fe Railway Company, Canadian Pacific, Kansas City Southern Railway Co., Norfolk Southern Corporation and Union Pacific.<sup>8</sup> Additionally, there are six local railroads and 10 switching/terminal railroads that operate as Class III within Missouri. Switching and terminal railroads in Missouri provide support functions and connectivity between industry and the national rail network. One example of this type of carrier is Terminal Railroad Association of St. Louis, which operates over 50 miles and two Mississippi River bridges, connecting with six Class I railroads to move significant volumes of freight in the St. Louis region. TRRA also facilitates multimodal connections to multiple river terminals, providing shippers with year-round access to rail and river modes. TRRA is in the process of making investments to modernize its infrastructure, including at-grade and grade separated crossings as well as rehabilitation of MacArthur Bridge and the complete replacement of Merchants Bridge, both of which received Federal grant funds in recent years. Despite the critical role short line railroads play in Missouri's multimodal freight network, it can be difficult for carriers to

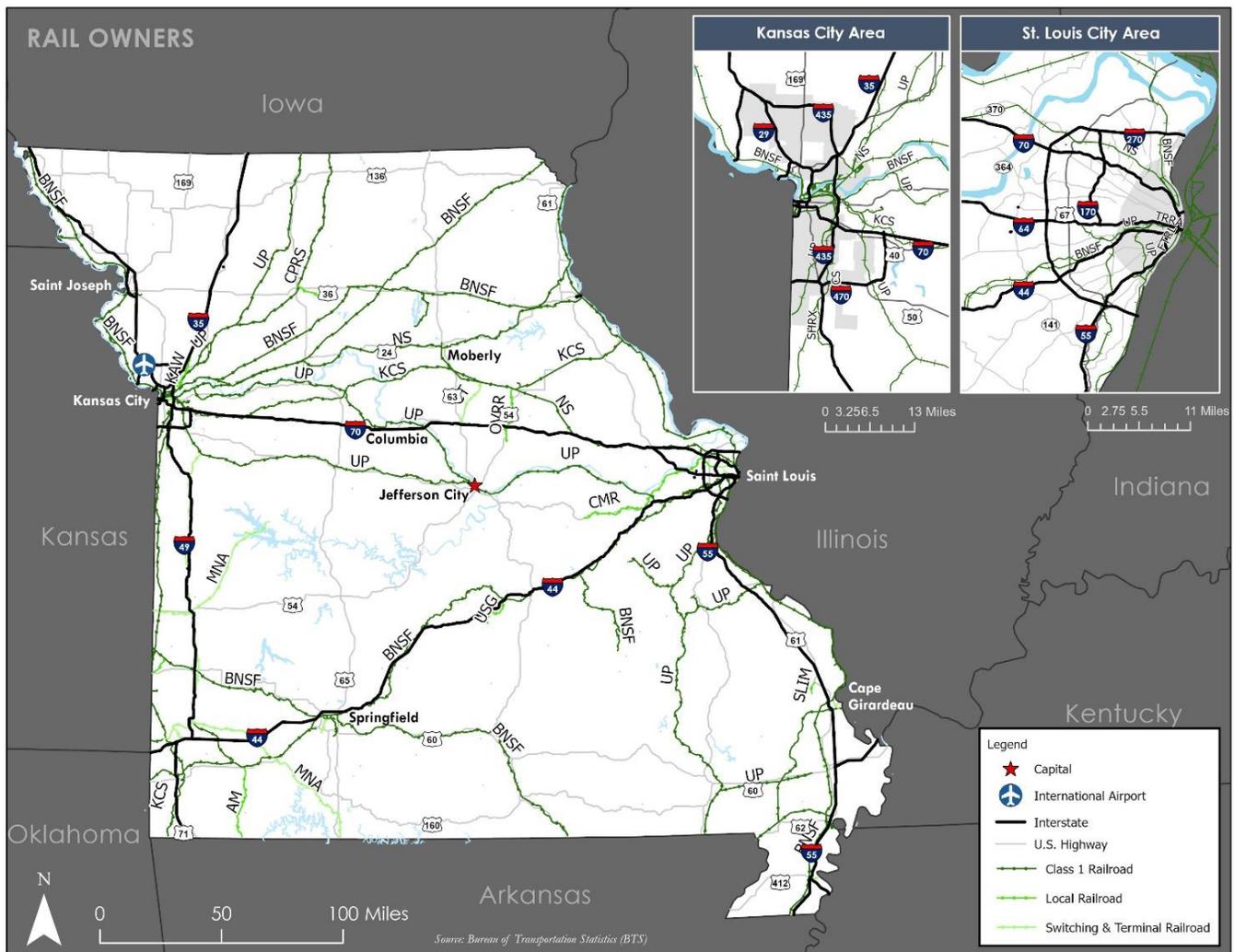
<sup>8</sup> In December 2021, Canadian Pacific completed its acquisition of Kansas City Southern, forming Canadian Pacific Kansas City. CPKC would provide the first single-line connection between the U.S., Canada and Mexico. Once the Surface Transportation Board formally approves the transaction (expected Q4 2022), the railroads expect to achieve full integration over the course of three years.



secure funds to make necessary investments, and would benefit from additional access to state-administered funds.

While the majority of capital improvements and investments are funded by railroad owners, in recent years Missouri has increased public investment to alleviate operating constraints. Figure 4.4 shows the statewide railroad owners and infrastructure. Missouri also has over 140 intermodal facilities integrating rail with other freight transportation modes, concentrated in the St. Louis and Kansas City regions. The majority of intermodal facilities connect rail to highway trucking.

**FIGURE 4.4 STATEWIDE RAILROAD OWNERS**



Source: Missouri 2022 State Freight and Rail Plan.

About 414 million tons of rail freight moved to, from, within or through the Missouri in 2018. Through freight dominates the state’s freight flow due to Missouri’s central location within the country, accounting for more than 75% of freight tonnage. While there is almost three times as much inbound freight as outbound freight by volume, inbound and outbound rail freight represent similar value of commodities. This indicates that Missouri is importing

more lower value, higher weight freight than it is exporting (such as coal). Almost 85% of rail freight were classified as carload shipments, typically for raw materials such as coal or grain moved in large quantities. The remaining 16% were intermodal shipments, which are products that rely on trucks to connect freight shipments with rail facilities or final destinations. However, intermodal shipments represent over half of rail freight value. Wyoming is by far Missouri's top trading partner by rail, representing almost half of all freight rail trade due to the import of bituminous coal. Coal is by far the state's top commodity for freight rail by tonnage yet represents less than 1% of freight value.

On freight rail corridors, level of service and congestion compare corridor volumes to overall capacity. Railroad networks are limited by the fixed capacity of rail lines, demand for freight shipment and aging infrastructure. The aging infrastructure conditions in neighboring states, including Kansas and Illinois, also affect freight operations in Missouri. Figure 4.5 shows the existing level of service on railroads in Missouri.

Similar to highways, rail network bottlenecks occur where underperforming components affect capacity or performance at a systemwide level. Factors that create bottlenecks include congestion caused by having a single track only, a stalled train, broken traffic signals, or a lack of proper equipment at intermodal facilities. The surrounding built environment in urban areas can also limit expansion of rail corridor capacity.

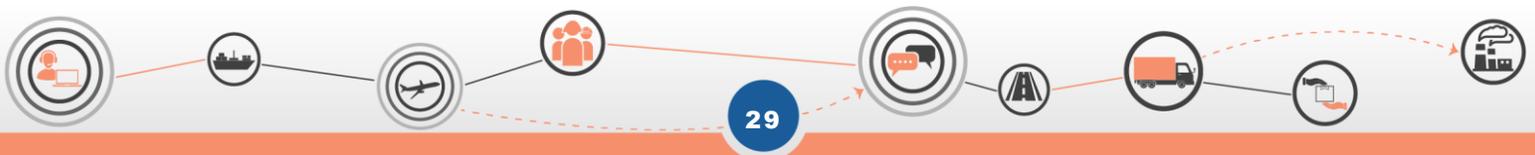
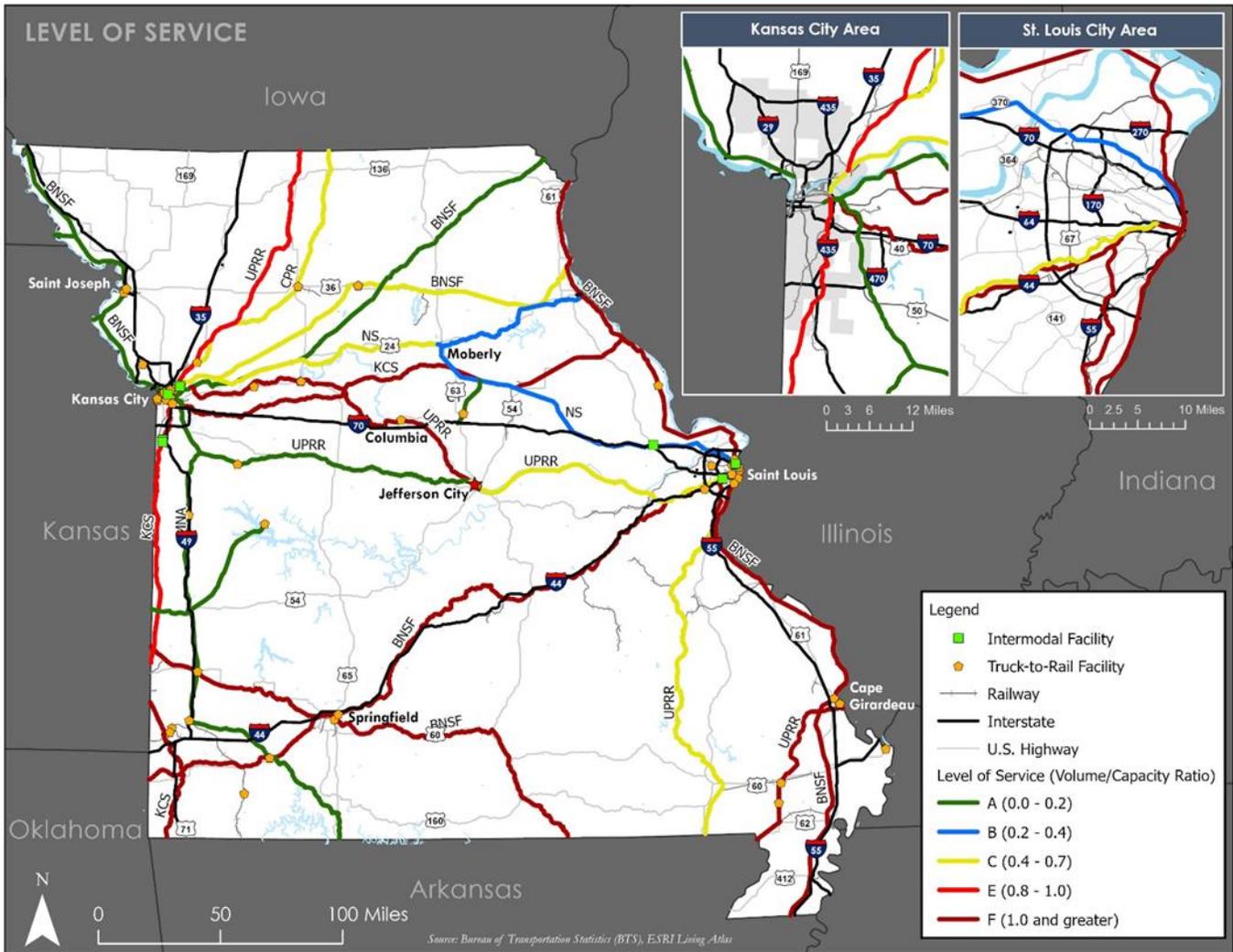


FIGURE 4.5 RAILROAD EXISTING LEVEL OF SERVICE (CORRIDOR VOLUME TO CAPACITY)

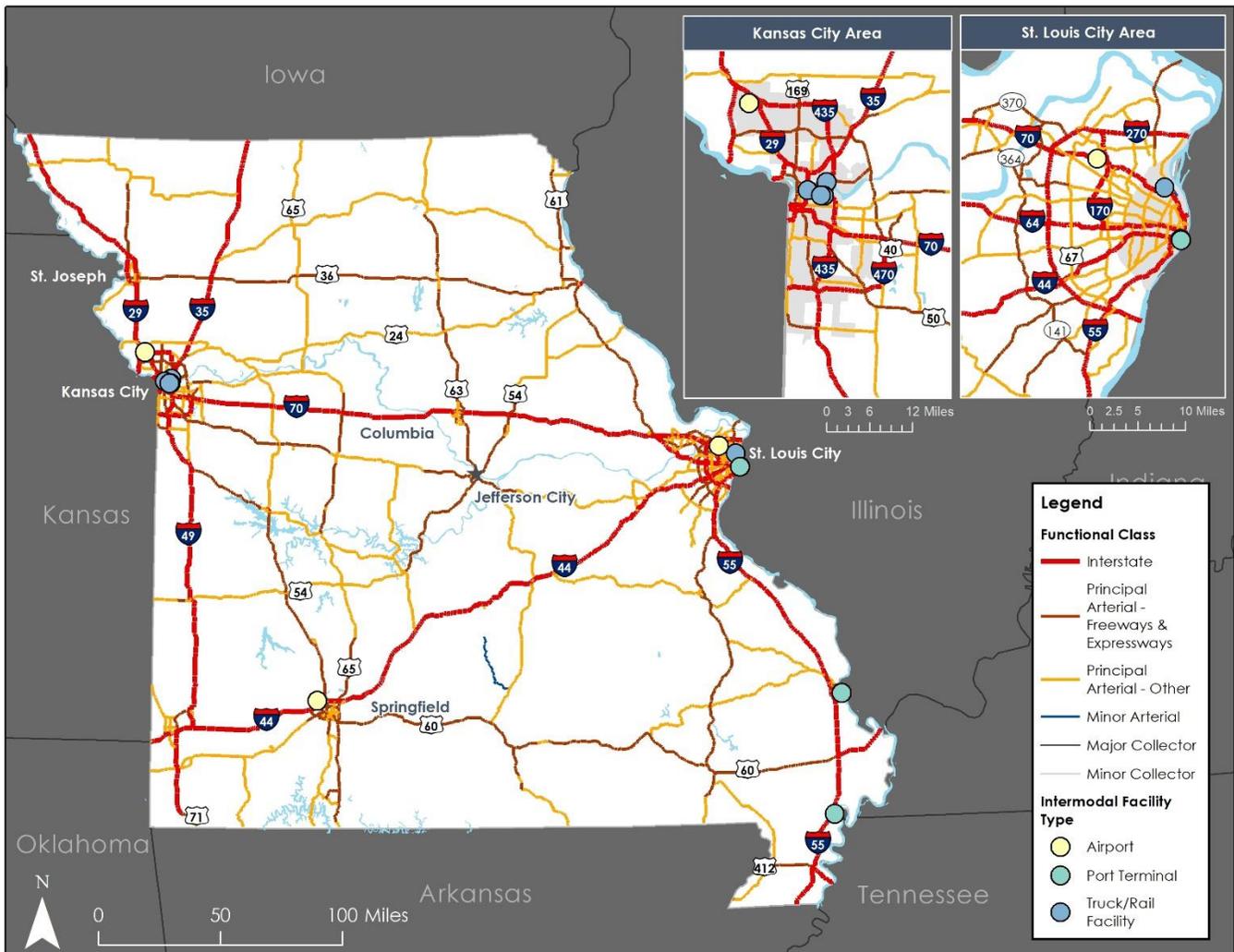


Source: Missouri 2022 State Freight and Rail Plan.

### Freight Highways

Over one-third of all freight travels along Missouri’s highway system. MoDOT manages 33,832 miles of state highways, including 1,380 miles of interstates. Over 1,000 miles of interstates and intermodal connectors (roads leading to major intermodal freight facilities) are part of the Primary Highway Freight System, within the federally designated National Highway Freight Network (shown in Figure 4.6). Interstates are essential infrastructure for highway freight and long-haul trucking. Although interstates compose only 4% of Missouri’s total highway network, they are by far the highest volume highways for truck traffic.

FIGURE 4.6. MISSOURI'S NATIONAL HIGHWAY SYSTEM AND FREIGHT INTERMODAL FACILITIES



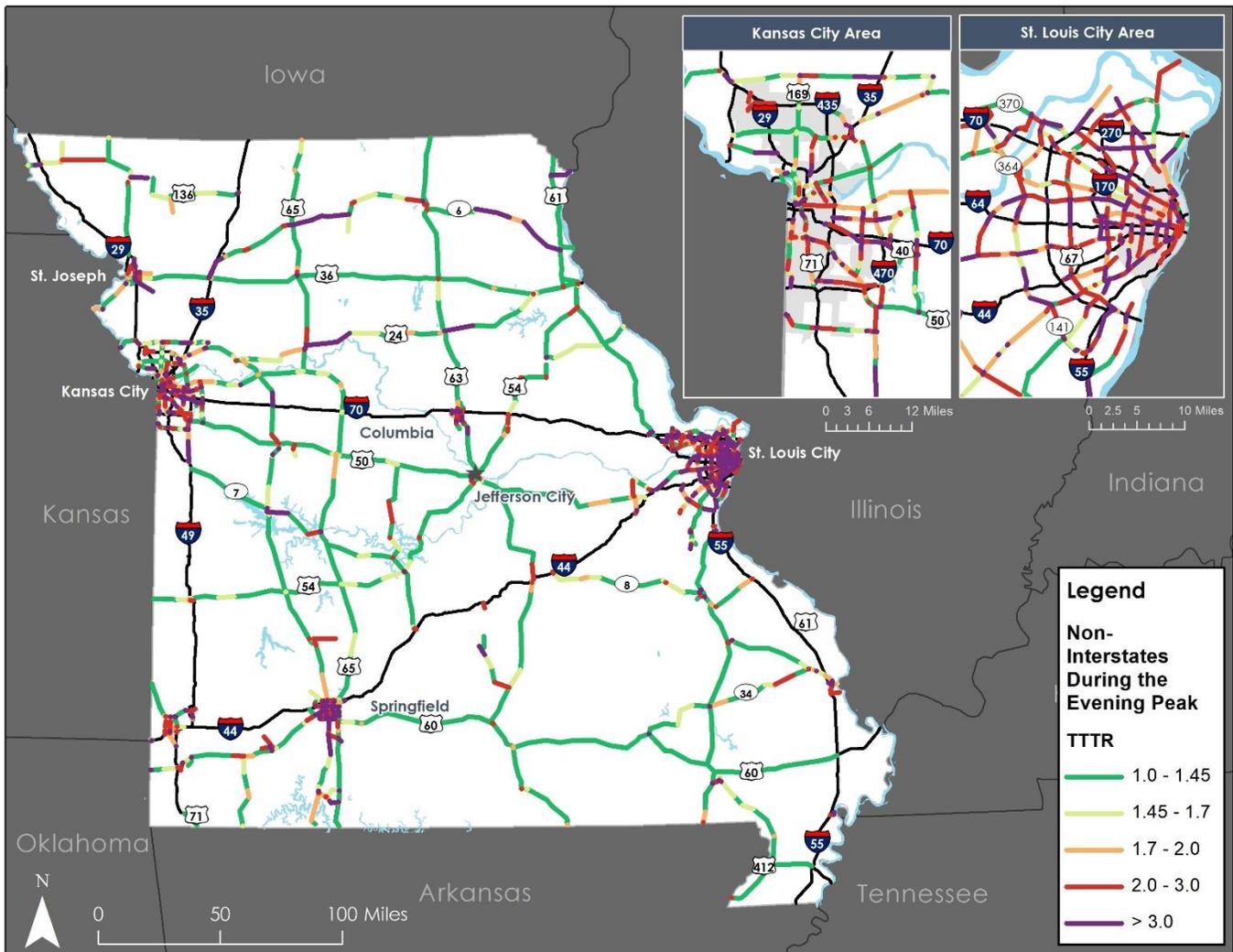
Source: Highway Performance Monitoring System, 2018; analysis by Cambridge Systematics, 2020.

In 2018, 32.5 million trucks transported more than 400 million tons of freight worth more than \$495 billion on Missouri’s highways. I-44 is Missouri’s top freight highway corridor, carrying a more than 1.3 billion tons of freight valued at \$3.7 billion in 2018. Other major corridors carrying between 100 and 150 million tons include I-29, U.S. 54, U.S. 60, U.S. 7 and I-70. By value, key corridors carrying over \$200 million include U.S. 54, MO-744 and I-270.

I-70 is one of the main east-west highways nationally and connects Missouri’s two largest cities, Kansas City and St. Louis. I-44 connects St. Louis to Springfield, the third largest city in Missouri. I-49 and I-55 are key north-south highways connecting the Great Lakes and Gulf states. I-70, I-44, I-49 and I-55 all experience high truck traffic volumes. Truck traffic volumes are highest on the interstates that are in and surround St. Louis and Kansas City, including I-270, I-255, I-64, I-635 and I-670. Although non-interstate routes accommodate fewer trucks than interstates, these crucial routes serve as first-mile/last-mile connections statewide, in both urban and rural settings.



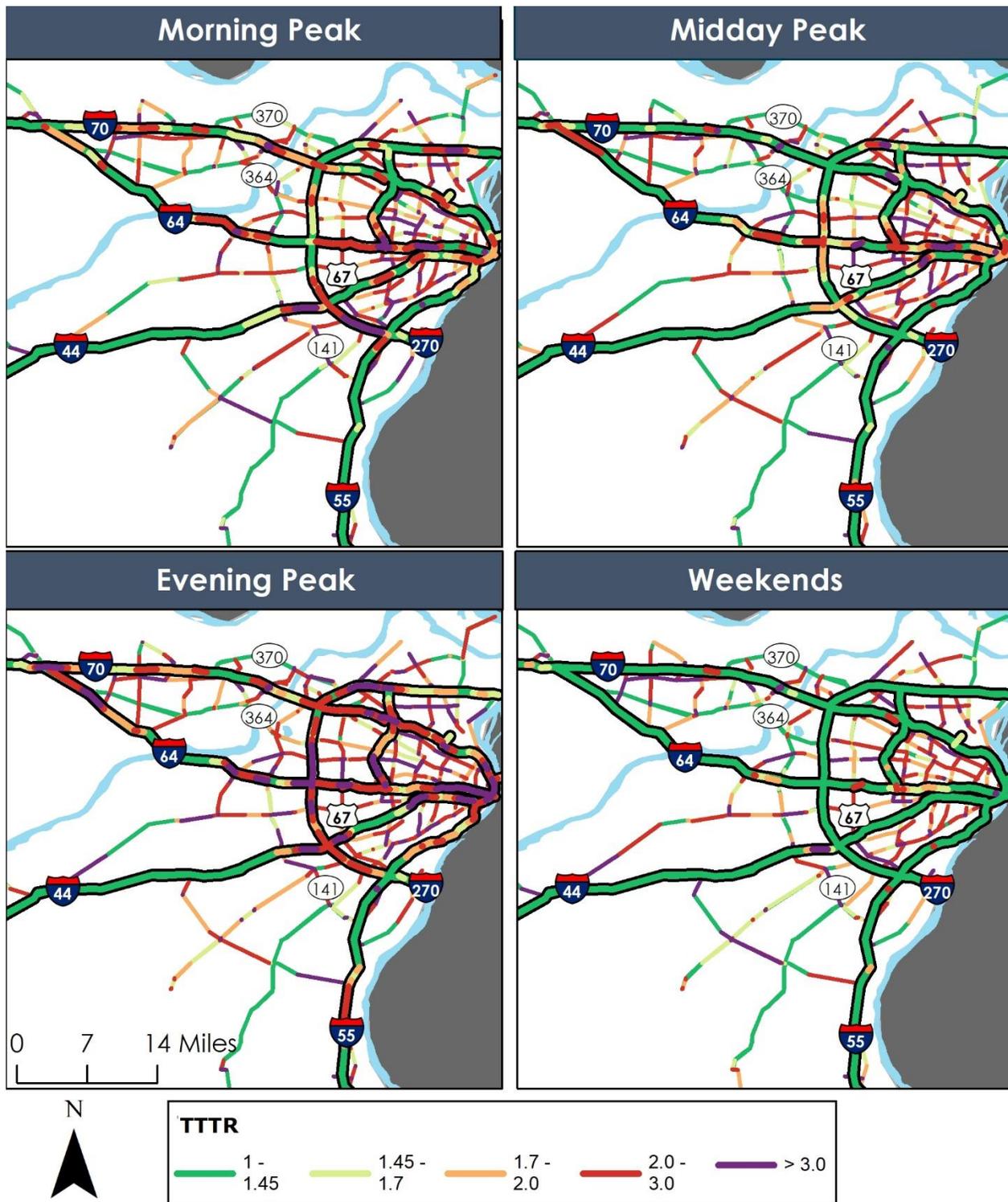
FIGURE 4.8. EVENING PEAK TRUCK TRAVEL TIME RELIABILITY ON NON-INTERSTATES



Source: National Performance Management Research Data Set, 2019; analysis by Cambridge Systematics, 2020.

Reliability of roads varies greatly in urban areas. For example, in St. Louis the unreliable segments along the interstates differ during the morning and evening peaks, and are generally non-existent during the weekend. However, unreliability on the non-interstate network is generally consistent and persists even during the weekends (Figure 4.9).

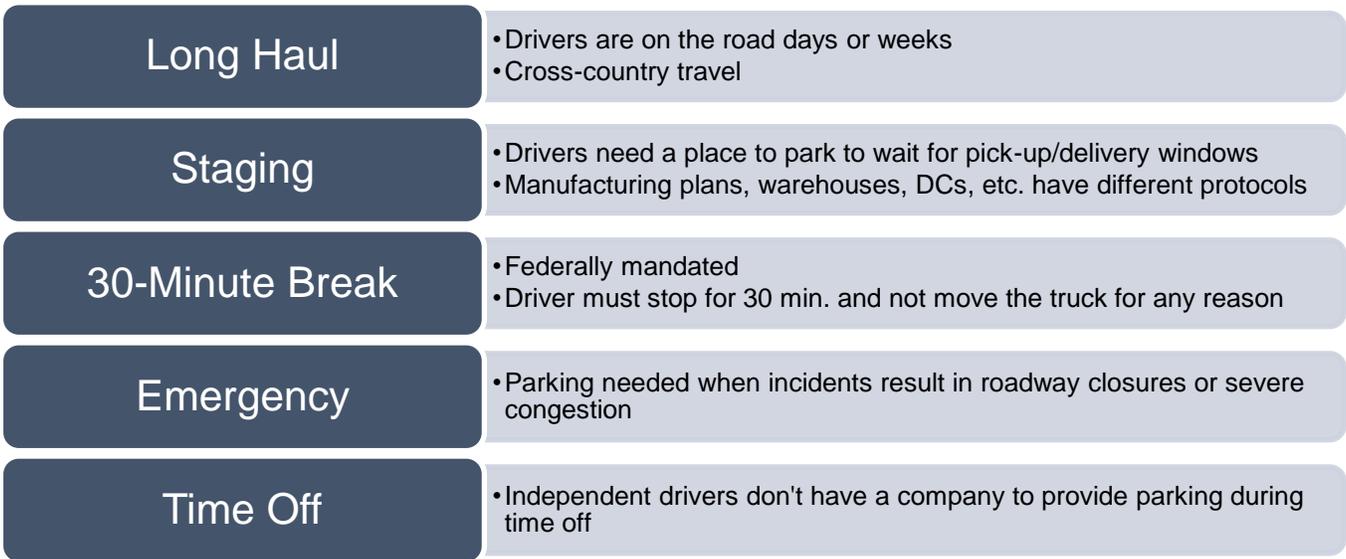
FIGURE 4.9 TRUCK TRAVEL TIME RELIABILITY FOR THE ST. LOUIS AREA



## Truck Parking

In 2019, there were approximately 166,000 trucking industry jobs in Missouri, comprising 1 in 14 jobs in the state. There are 13,430 trucking companies located in Missouri, which are primarily small, locally-owned businesses. However, truck drivers in Missouri come from all across the country to move freight to, from, and through the state. Truck drivers need designated parking for staging, breaks, emergencies, rest and time off, as regulated by the Federal Motor Carrier Safety Administration. There are five primary types of truck parking needs, each with a specific set of circumstances and challenges:

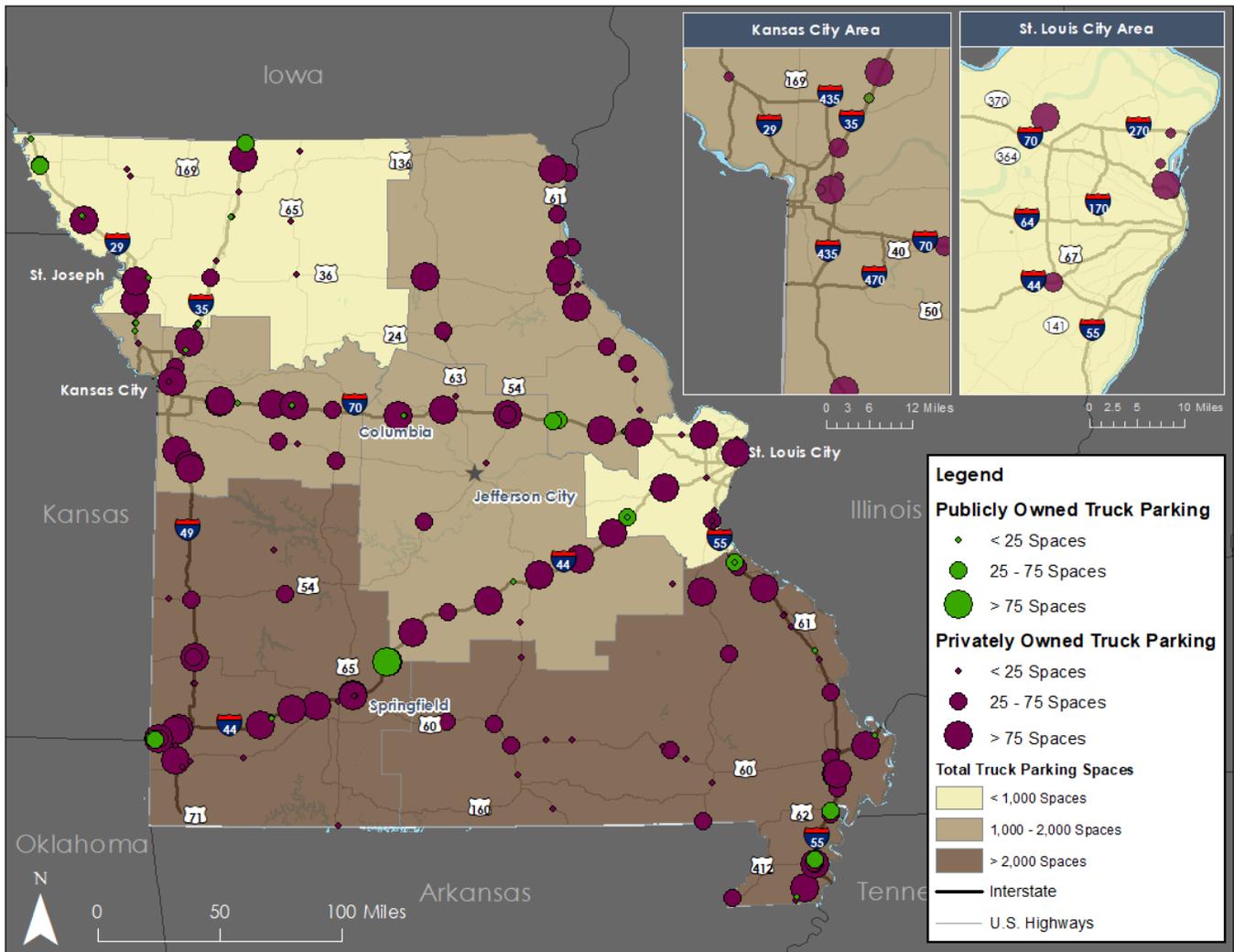
FIGURE 4.10 TYPES OF TRUCK PARKING NEEDS



In Missouri, there are an estimated 10,600 public and private truck parking spaces, of which 1,140 spaces (11%) are publicly owned (Figure 4.11). There are 141 truck parking sites within a half mile of an interstate. All publicly owned facilities except one are located on an interstate corridor. The Southeast and Southwest Districts have the highest number of truck parking spaces, while the Northwest and St. Louis Districts have the lowest. I-44, I-70 and I-55 have the greatest concentrations of truck parking spaces on a per-mile basis. There are notable gaps in truck parking availability along U.S. 60 east of Springfield and sections of U.S. 36, two of the highest traveled non-interstate corridors within Missouri.

Not all truck parking sites are created equal. Truck drivers value sites that are safe and secure. They also appreciate sites that offer amenities such as restrooms with flushing toilets, lighting, enhanced vending machines, Wi-Fi, and paved and striped lots.

FIGURE 4.11 MISSOURI TOTAL TRUCK PARKING INVENTORY

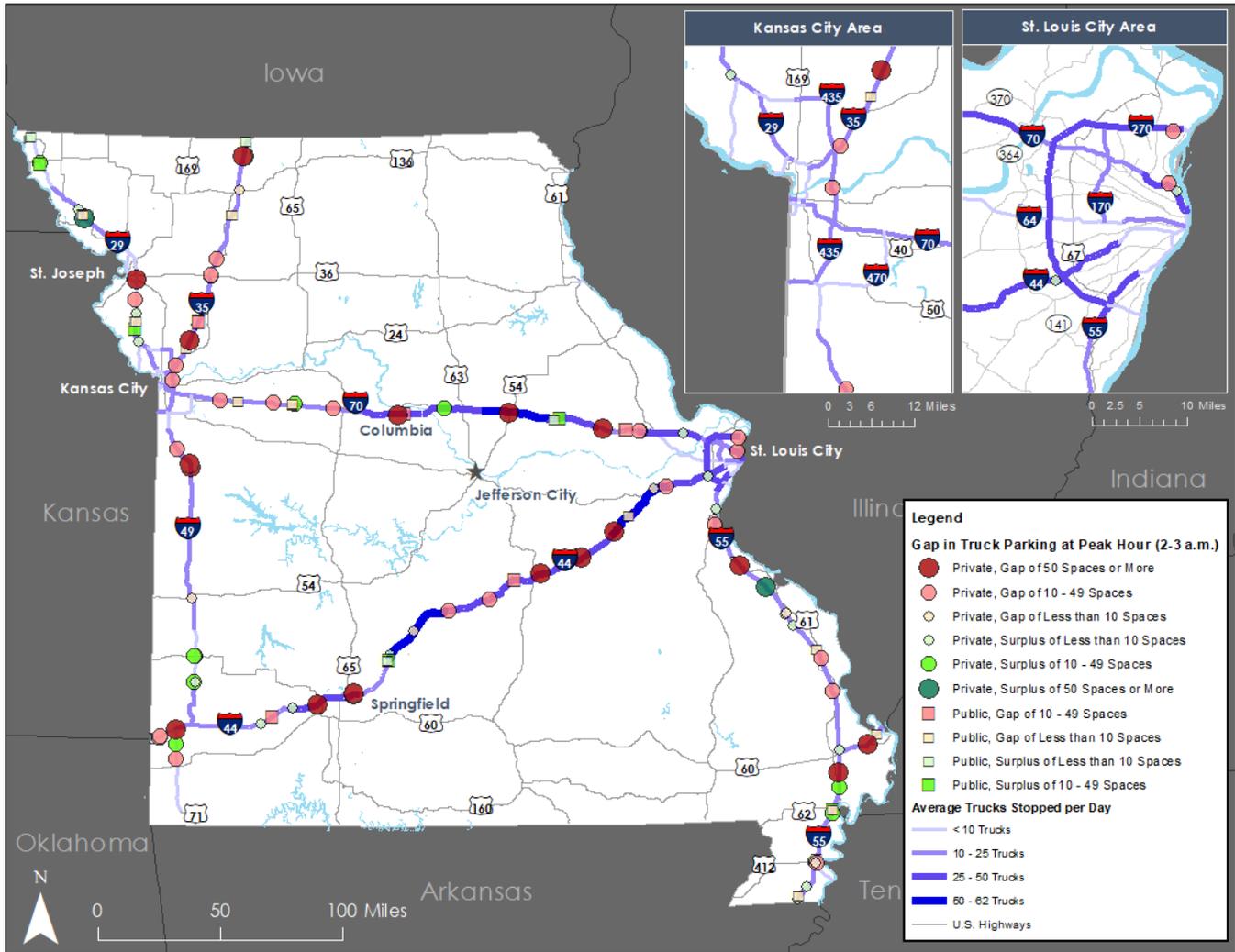


Source: MoDOT. Truck parking websites and applications. Analysis by Cambridge Systematics (2020).

Overall, parking supply does not meet demand during the peak nighttime hours. Areas where parking demand consistently exceed supply may have higher rates of unauthorized parking. At- or over-capacity truck parking sites may lead commercial vehicles to park on ramps, shoulders or other undesigned locations, creating safety concerns.

Demand for truck parking during nighttime peak periods exceeds overall capacity by more than 2,300 spaces. Out of 141 designated truck parking sites within a half-mile of the interstate system, 87 sites (62%) are at or over capacity from 2-3 a.m. Another 23 sites (16%) are at 80% capacity or above. Figure 4.12 shows the gap at publicly owned and privately owned designated truck parking sites the peak hour. A cluster of over-capacity sites exist on I-35 northeast of Kansas City, most of I-44, I-70 west of I-270 and near the I-55/I-57 interchange. These locations also experience a high number of trucks parked on interstate right-of-way. The greatest parking shortages occur in the Central District, followed by Kansas City, St. Louis and Southwest Districts.

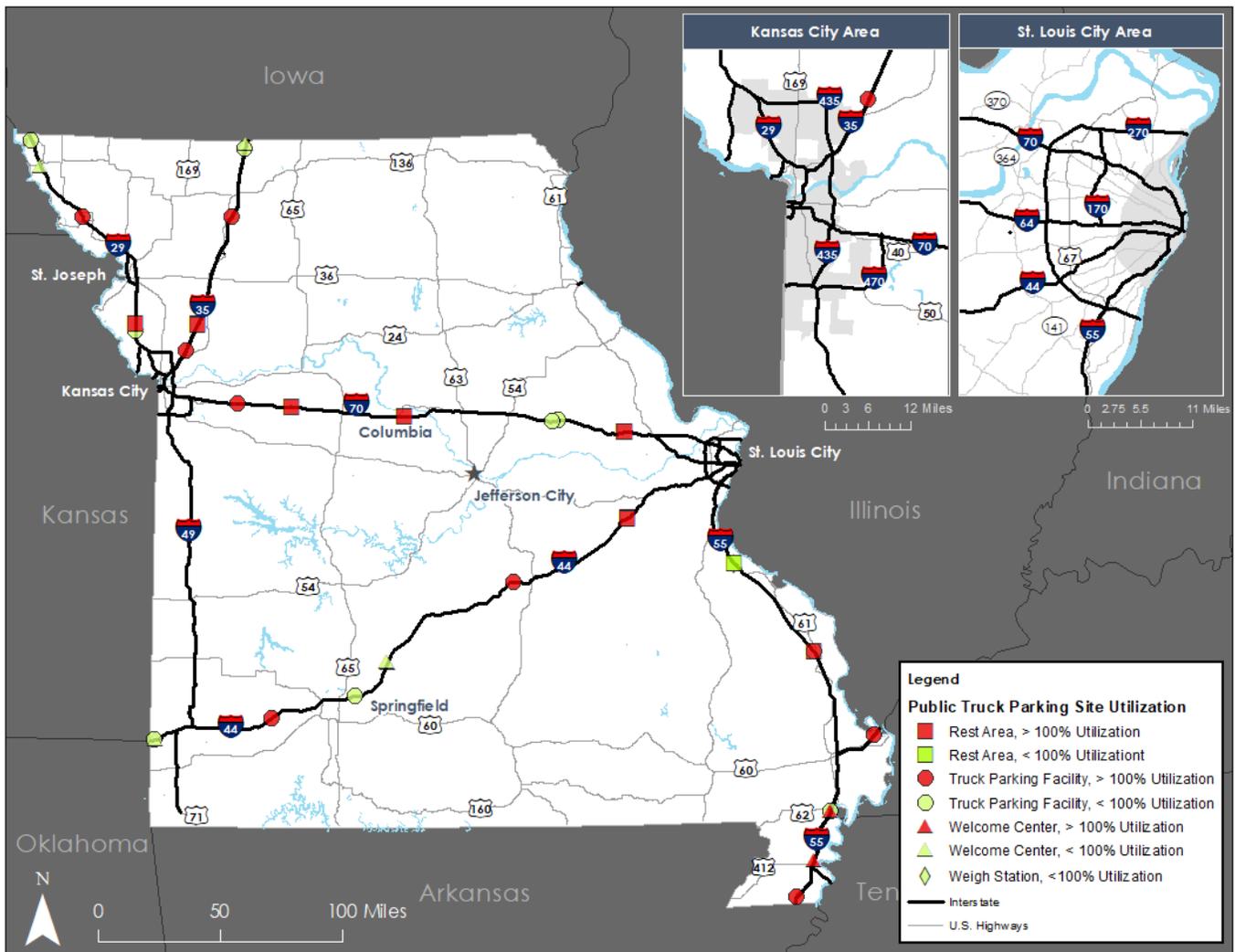
**FIGURE 4.12 MISSOURI TRUCK PARKING GAP AT DESIGNATED PARKING SITES WITHIN ½ MILE OF THE INTERSTATES**



Source: Missouri 2022 State Freight and Rail Plan.

Utilization at publicly-owned truck parking sites—which includes welcome centers, rest areas, truck parking-only facilities and weigh stations—is high during the peak hour (2–3 a.m.), as shown in Figure 4.13. In total, the rest areas had a gap of approximately 104 spaces and an average utilization rate of 147%, the truck parking facilities had a gap of 7 spaces and an average utilization rate of 111%, the weigh station had a surplus of five spaces and a utilization rate of 67% and the welcome centers had a surplus of 30 spaces and an average utilization rate of 91%. However, there was a great deal of variation within specific sites. The sites with the highest utilization rate include Lathrop Rest Area I-35 NB (239% utilization), Wright City Rest Area I-70 WB (213% utilization) and Doolittle Truck Parking Facility I-44 EB (209% utilization) and I-44 WB (196% utilization).

FIGURE 4.13 MISSOURI TRUCK PARKING UTILIZATION AT PUBLICLY-OWNED SITES



Source: Missouri 2022 State Freight and Rail Plan.

Hours of service rules are designed to eliminate the type of drowsiness that can lead to crashes. HOS regulations are strongly enforced by state agencies and fines for non-compliance can be high. To avoid the steep fines and negative impact to their safety rating, drivers are under pressure to find parking as quickly and efficiently as possible to avoid violating HOS regulations while trying to meet stringent delivery schedules. In addition, the mandatory use of electronic logging devices in most commercial vehicles as of April 2018 has sharpened the focus on truck parking issues.

Beyond HOS, many other factors influence when and where a driver decides to park. For example, the driver could be carrying a load for a facility with a very strict delivery window (time when the driver can arrive on-site), and drivers can face fines or potentially lose future business if they are not there on-time. In a heavily congested area or corridor, this requirement may influence a driver to park as close to the facility as possible to not risk missing their appointment. If parking is not available in a designated location, they may seek to park in an undesignated spot

instead.<sup>9</sup> Similarly, a driver may be forced to wait longer than planned for a facility to load their truck, impacting their ability to reach a planned stopping place later in their trip. Table 4.4 shows some of the factors that influence where trucks park based on the various companies involved in a supply chain.

**TABLE 4.4 HOW FIRMS CAN INFLUENCE THE TRUCK PARKING DECISION**

Principal Agent	Truck Company/Driver	Origin/Receiver	Infrastructure/ Parking Provider	Regulator or Enforcement <sup>10</sup>	Other Public Entities
<b>Key Objective</b>	Manage operational costs and reduce under-utilized miles (empty or nonrevenue producing trips)	Manage inventories with logistical solutions	Provide parking for safety reasons (public) or for profit (private)	Improve traffic safety	Community safety
<b>Potential Areas of Control</b>	The truck route, equipment, in-transit parking decisions	Time of pick-up/delivery	Build and maintain parking, signage, driver notifications concerning parking slots	Safety inspections, citation authority, operational allowances, time	Land use, truck routes, restricting truck operations
<b>What They Do Not Control</b>	The truck destination, last mile parking, zoning issues, truck operational bans	Smaller sites -near site parking (larger sites may provide some parking areas or could provide space)	Demand for parking by location or time	Hours of pick-up/delivery	Shippers need to receive cargo

Source: *Institute for Trade and Transportation Studies, Thoughts on the Challenges Associated with Public-Sector Planning for Truck Parking Facilities, 2016.*

## Ports and Waterways

Missouri’s location on the Mississippi and Missouri Rivers makes waterway freight an essential part of Missouri’s freight economy and connection to domestic and global markets. There are 1,050 miles of inland navigable waterways in Missouri that may be used to transport interstate or foreign commerce. Transporting freight by barge or ship is an attractive alternative for many commodities, due to dedicated throughway, low emission levels and comparatively low costs.

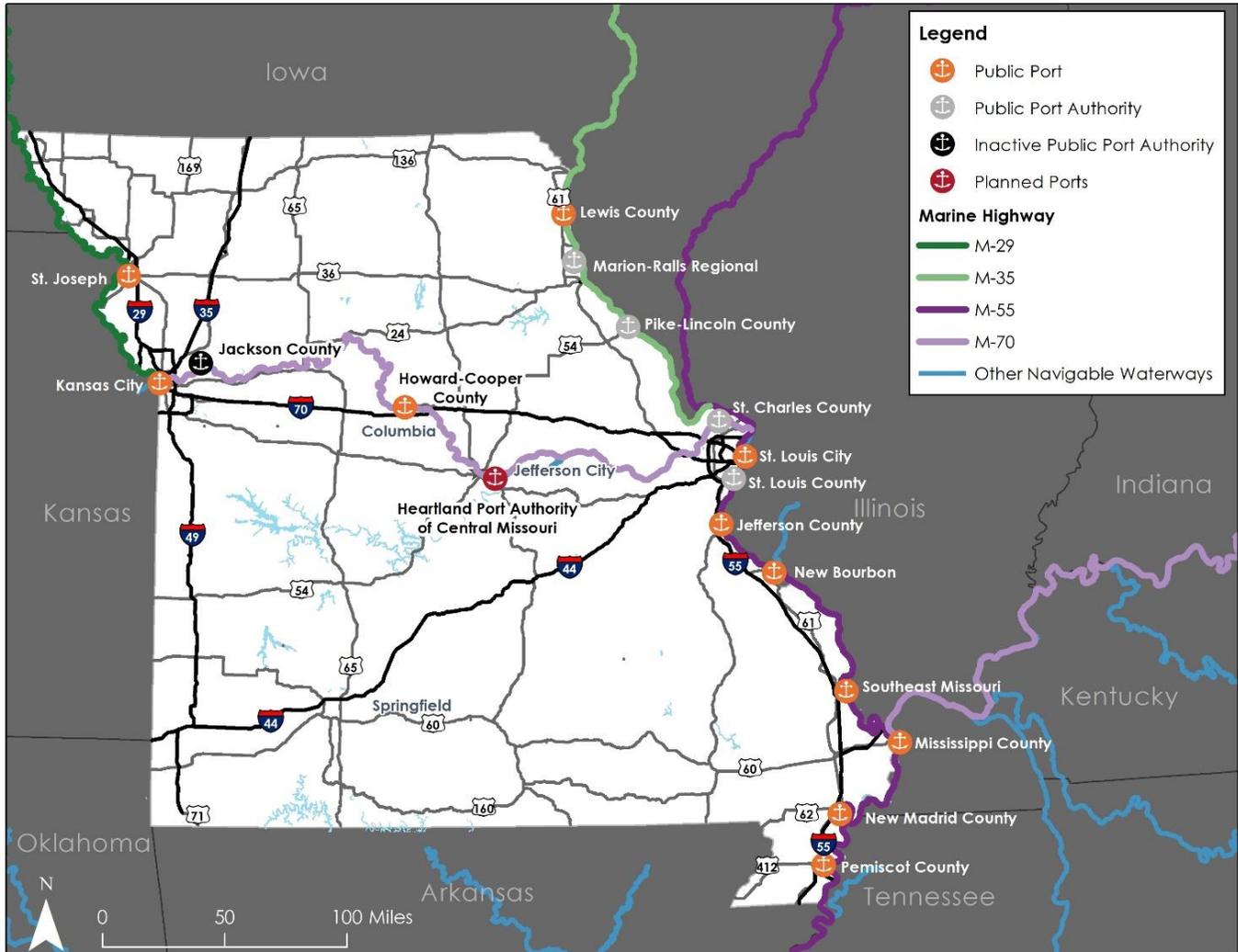
From a national perspective, the most significant routes of waterway freight movement happen on the marine highways designated by the U.S. Department of Transportation. Marine highways add another layer of redundancy to America’s freight network by providing alternatives to the highway and rail networks. Missouri occupies a central location in the inland waterways of the marine highway system. The major rivers that are involved include the Mississippi River, Missouri River, Illinois River and Ohio River, with four marine highway routes, including M-29, M-35, M-55 and M-70. In particular, M-55 composes most of the eastern border of Missouri and is one of the busiest inland waterways in the country. Figure 4.14 shows the ports and marine highways in Missouri; there are 16 active public port authorities along the marine highways. In addition, there are hundreds of private facilities along

<sup>9</sup> Note that in many cases, businesses will not allow a driver to park on property prior to or after a delivery.

<sup>10</sup> Note that in Missouri, the regulator and enforcement are shared between MoDOT, Missouri State Highway Patrol, St. Louis and Kansas City metropolitan police departments, and St. Louis County police department.

these waterways that move a substantial amount of waterborne freight, including facilities like grain elevators, storage centers and pipeline infrastructure.

**FIGURE 4.14 PORTS AND MARINE HIGHWAYS IN MISSOURI**



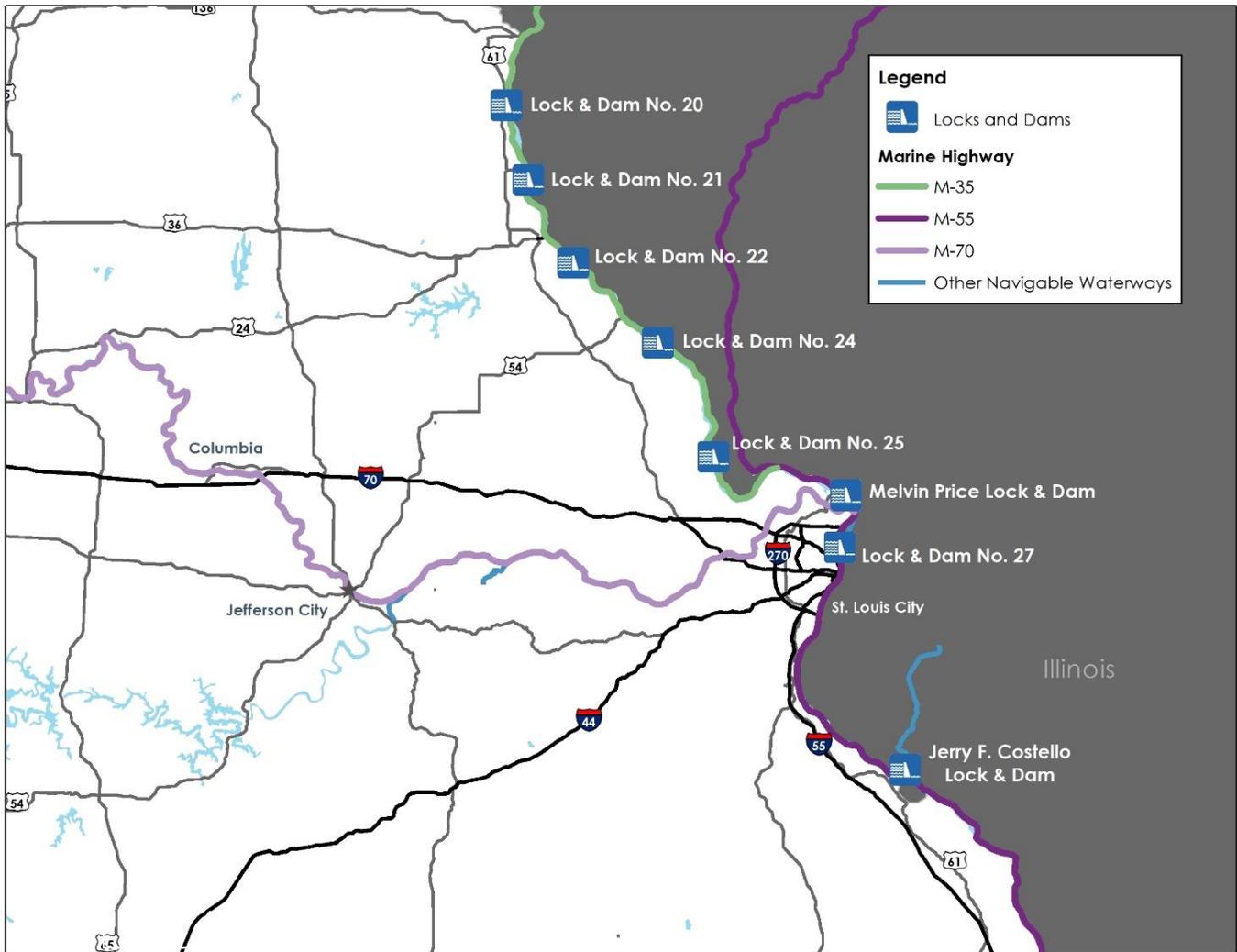
Source: Missouri 2022 State Freight and Rail Plan.

The state of Missouri is a member of the Mid-America Port Commission, a partnership of 26 counties from Illinois, Iowa and Missouri with the goal to coordinate freight logistics and link waterways with other freight modes. In October 2020, the USACE announced that the Mid-America Port Commission was approved as a Port Statistical Area, comprising 59 public and private terminals moving 14 million tons of commodities annually. In Missouri, it will encompass the Pike-Lincoln County Port Authority, the Marion-Ralls Regional Port Authority and the Port of Lewis County.

In the northern half of the state, the Upper Mississippi River is maintained using locks and dams to control the depth of water and allow barge traffic through. The U.S. Army Corps of Engineers maintains seven locks along the Mississippi River in Missouri, including Lock & Dam 20, 21, 22, 24, 25, 26 (also called the Melvin Price Lock &

Dam) and 27 (Figure 4.15). There is also one lock (the Jerry F. Costello Lock and Dam) that is located where the Kaskaskia River intersects with the Mississippi River. Many of these locks are approaching 100 years old.

**FIGURE 4.15 LOCKS AND DAMS ON THE MISSISSIPPI RIVER**



Source: Missouri 2022 State Freight and Rail Plan.

About 40 million tons of commodities valued at \$7.6 billion were transported into, out of and within Missouri’s ports and waterways in 2018. Outbound trade made up the majority of trade both in terms of tonnage (73%) and value (54%). The Port of St. Louis, which includes both public and private facilities on both sides of the Mississippi River, handled the highest volume of commodities at over 37 million tons. The next highest volumes pass through the Port of New Madrid (2.3 million tons), Port of Kansas City (1.4 million tons) and the Southeast Missouri Regional Port (1 million tons). Louisiana is Missouri’s top trading partner by water, which captures shipments that are transferred to and from container ships to and from international markets. Illinois and Tennessee are also top trade partners by water. Non-metallic materials comprised the highest share of tonnage (35%), while farm goods represent the highest share by value (28%). The high tonnage and value of agriculture commodities, including oil kernels, grain and fertilizer, reflect the significant role that agriculture plays in Missouri’s economy.

In addition to the bulk commodities currently moving through Missouri's ports, some facilities see opportunity in supporting container-on-barge or container-on-vessel movements. At New Madrid Port, \$27.5 million in infrastructure investments have been identified to prepare its North Harbor for container activities, including dredging, sheet piling, road and rail improvements, land acquisition, utilities expansion and other infrastructural needs. Southeast Missouri Regional Port currently supports container on vessel and containerized rail freight, which has the potential to increase once the SEMO Port loop track project, which will allow the port to handle larger unit trains and increasing loading/unloading capacity, is complete. Another opportunity with great potential is the expansion of container on vessel and container on barge capabilities along the U.S. inland waterways system. This service could connect inland port terminals across the Mississippi River System, including St. Louis, Mo., Jefferson City, Mo., and Kansas City, Mo.

Another example of promising port opportunities in Missouri is at the Port of Kansas City, which has significantly invested in its infrastructure since re-starting operations in 2007. Currently, it is working on developing the Missouri River Terminal through a public-private partnership after acquiring a riverfront site formerly owned by AK Steel. Since land acquisition, Port KC has formed a short line railroad to serve the site, applied for and received nearly \$10 million in U.S. DOT Port Infrastructure Development Program grant funds, and is currently working through the preconstruction process. The MRT is expected to begin construction in late 2023 and commence operations in 2024.

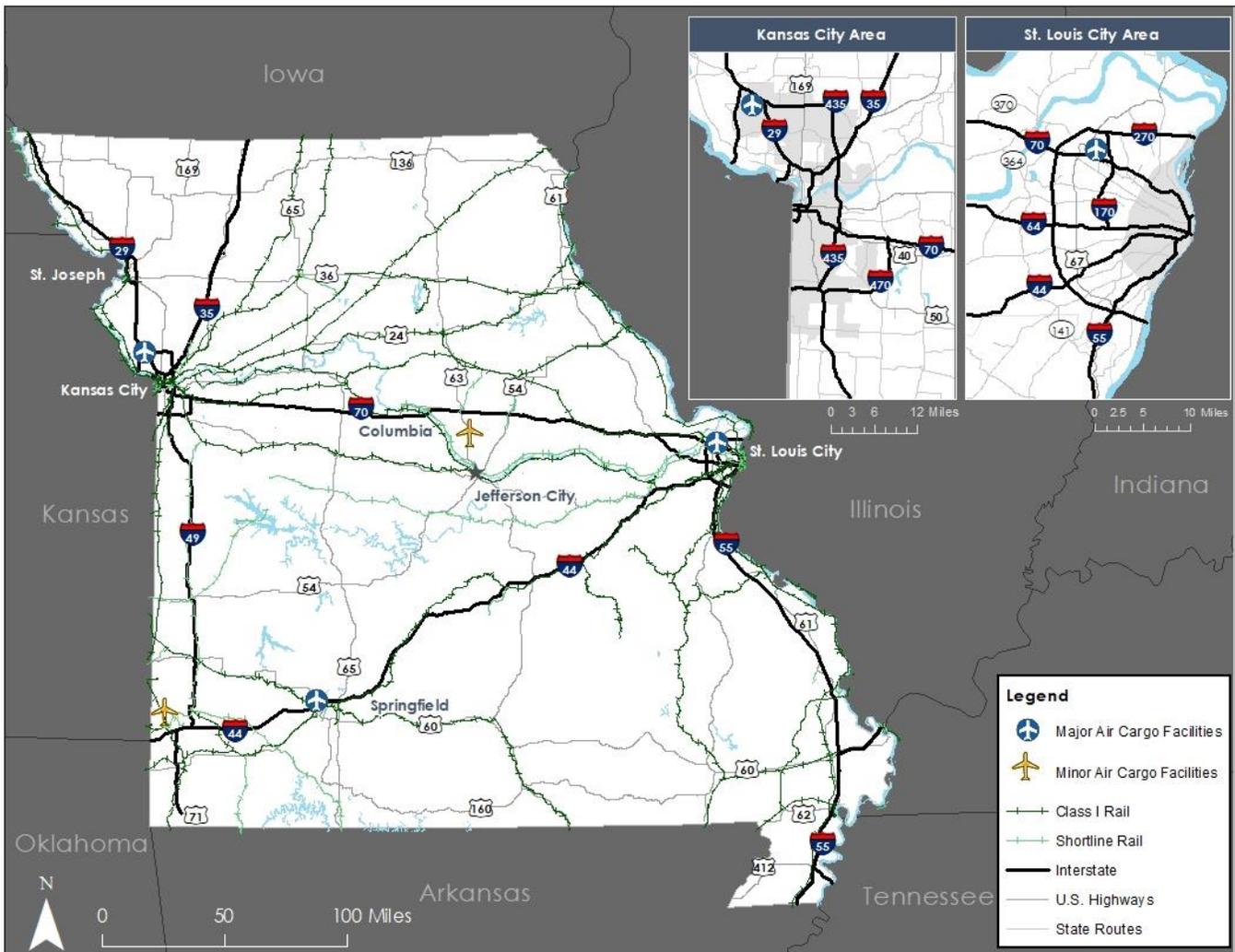
Similar to air cargo, condition and performance of ports in Missouri is largely context-dependent at the individual port or facility level. It can be influenced by a combination of the port's scope of services, user base and weather conditions. There are three primary factors that affect port and waterway level of service:

1. **Aging infrastructure.** Many of the locks and dams in Missouri are 100+ years old. Additionally, maintenance practices focus on reactive fixes as lock components fail, rather than preventative maintenance. There is an estimated backlog in maintenance along the entire Mississippi and Illinois Rivers of over \$1 billion as of FY2019. In addition, the Missouri River has experienced substantial variation in channel depth since 2019 due to flood-damaged river structures and unrepaired levees. This impacts navigability and reliability along the Missouri River, requiring additional investment in dredging to provide a consistently navigable channel for shippers.
2. **Flooding and hazardous weather.** Repeated severe flooding events in 2019 caused an estimated total economic cost of over \$383 million in delays, closures and damage along highway, rail, air and water transportation routes. The Governor-appointed Flood Recovery Advisory Working Group recommended more investment in flood control and navigation infrastructure and to conduct a study to develop modern flood control infrastructure. The working group also recommended that the USACE have more control over the repairs and maintenance of river infrastructure, along with authorization to fund repairs at 100% Federal expense. Furthermore, it recommended that Congress funds the USACE to dredge the Upper Mississippi River and modernize the Mississippi River lock and dam system.
3. **Emerging port development.** Many ports are in the early stages of development or revitalization. As of the 2020-2024 planned Capital Improvement Plan, Missouri's ports have identified more than \$100 million in current port capital improvement needs, such as dock construction, mooring, site development, access improvements and facility upgrades.

## Air Cargo

Air cargo is best suited to move high-value, low-weight commodities and time-sensitive goods. Missouri is an air cargo origin and destination point of freight shipments for national and international locations. Kansas City International (MCI), St. Louis Lambert International (STL) and Springfield-Branson National (SGF) are the three primary air cargo facilities and distributors in Missouri, carrying over 99% of all air cargo (Figure 4.16). These key hubs are located within Foreign-Trade Zones, approved by the U.S. Customs and Border Protection and designed to provide security and tax benefits on foreign and domestic merchandise moved within the zone.

**FIGURE 4.16 AIRPORTS SERVICING AIR CARGO IN MISSOURI**



Source: Missouri 2022 State Freight and Rail Plan.

Despite the small proportion of Missouri’s freight tonnage transported by air, overall tonnage has increased over the past decade. In 2018, 201,000 tons valued at \$22 billion moved to and from Missouri airports, which equates to a value of nearly \$109,000 per ton. California is Missouri’s top trading partner for air freight (32 million tons), followed by Texas (16 million tons) and Tennessee (14 million tons). Small packaged freight shipments were the top

commodity shipped by air in terms of tonnage for both imported and exported air cargo. In terms of value, miscellaneous manufacturing, transportation equipment, and electrical machinery, equipment and supplies were top air cargo commodities. FedEx imports and exports more than half of total cargo tonnage in Missouri, with UPS handling another quarter. The United States Postal Service partners with both express carriers and several major airlines to transport its letters and parcels at all three Missouri cargo-handling airports.

Missouri's airports have capacity to handle additional air cargo volumes, and there currently exist opportunities to transport more tonnage by air at STL in particular. STL is home to a Livestock Export Center, which is a 36,000 square-foot facility that is approved by the U.S. Department of Agriculture as a Temporary Export Inspection Facility and Port of Embarkation. It was designed for off-loading tractor trailers, penning, crating and loading livestock such as hogs, cattle, goats, sheep and horses onto aircraft for transport. However, investment in improvements and specialized equipment are needed to make this facility more competitive and to better meet the needs of Missouri's agribusinesses, including epoxy flooring, 100 AMP electrical feeder, emergency generator, roof ventilators and other upgrades to the building. These upgrades will improve the safety and efficiency; however, there are no revenue sources to support the improvement.

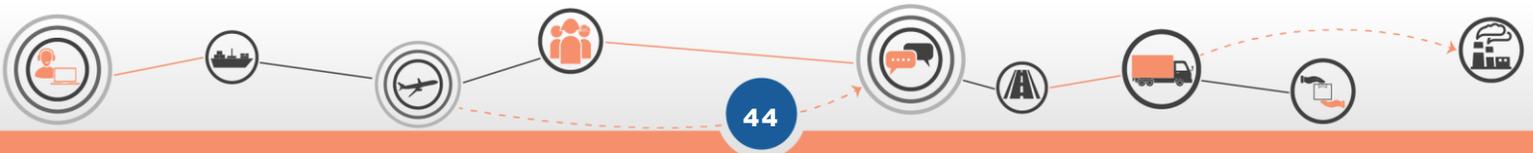
Air cargo performance is largely context-dependent at the facility level, and also includes access roads to Missouri's airports. At MCI, STL and SGF, air cargo operators complete all operations at night and outside of regularly scheduled passenger airport hours. STL experiences significant truck traffic and congestion due to nighttime operations unloading air cargo onto trucks. Additionally, congestion on nearby highway corridors impacts truck access to STL, including I-44 toward Springfield/Joplin and on the I-55 and I-70 bridges in St. Louis can cause delays for trucks as well.

## Pipelines

Pipelines efficiently transport liquid and gas commodities—including crude oil, natural gas, petroleum products and hydrocarbon gas liquids—used in the energy industry across vast distances, including both raw materials and refined products. Because these materials are typically flammable, toxic and heavier than other types of goods, dedicated pipeline infrastructure can help to mitigate potential harm, such as accidental hazardous releases. Many pipelines move these products across Missouri, from raw material sources to plants and refineries and then to destinations for use. There are pipeline destinations in industrial areas of Kansas City (in both Missouri and Kansas) and in East St. Louis, Illinois, where several pipelines converge. There are also many destinations for natural gas pipelines within the state, including producing and processing areas and storage and distribution centers.

In addition to the pipelines themselves, terminals are locations where the liquids are loaded into the pipeline or unloaded for storage or use, such as outlet terminals, refineries, chemical plants, gas plants or power plants. The port of St. Louis contains several petroleum product terminals used to transfer between pipelines and barges. Additionally, Phillips 66 operates the Wood River petroleum refinery in Roxana, IL to the northwest of St. Louis. Limited information about location and purpose of terminals is available for security reasons.

In Missouri, pipeline infrastructure is 100% owned and operated by the private sector. Therefore, level of service for pipelines is managed by individual firms. In Missouri, the Missouri Pipeline Safety Authority, Missouri Propane Safety Commission and Missouri Emergency Response Commission work with pipeline operators to ensure the



safe operation of pipelines and create plans to respond to any incidents that cause damage to or breaches of pipelines in Missouri.

## Intermodal and Multimodal Connectivity

Freight often has to travel by more than one mode of transportation throughout the supply chain, from its origin as raw material to its destination as final product. Supply chain design and the location of key facilities in relation to multimodal transportation networks often play an integral role in the competitive nature of a state's businesses. Properly designing and maintaining Missouri's local first and last mile routes, highways, interstates, rail, air cargo and river network access points is necessary to maintain a competitive advantage for the state's advanced manufacturing companies, energy solution providers and agricultural operations. Therefore, a well-connected multimodal transportation network improves Missouri shippers and manufacturers' efficiency and cost competitiveness.

All of Missouri's freight modes have the potential to interface with other modes, and Missouri has a robust multimodal freight network with connections between rail, ships and barges, trucks, air and pipelines (Figure 4.17). Multimodal nodes are locations where freight can be transferred from one transportation mode to another. This allows shippers to take advantage of each mode's strengths: rail and river networks' economies of scale; air cargo speed and security; and trucking's ability to cover the first and last miles. Dedicated intermodal facilities reduce cargo handling time, leading to a well-connected multimodal transportation network that improves Missouri shippers' efficiency and cost competitiveness.

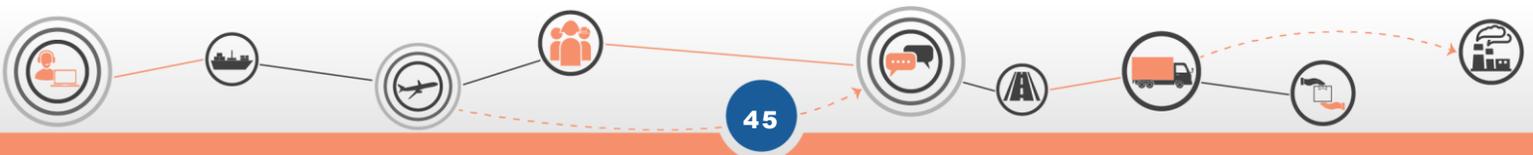
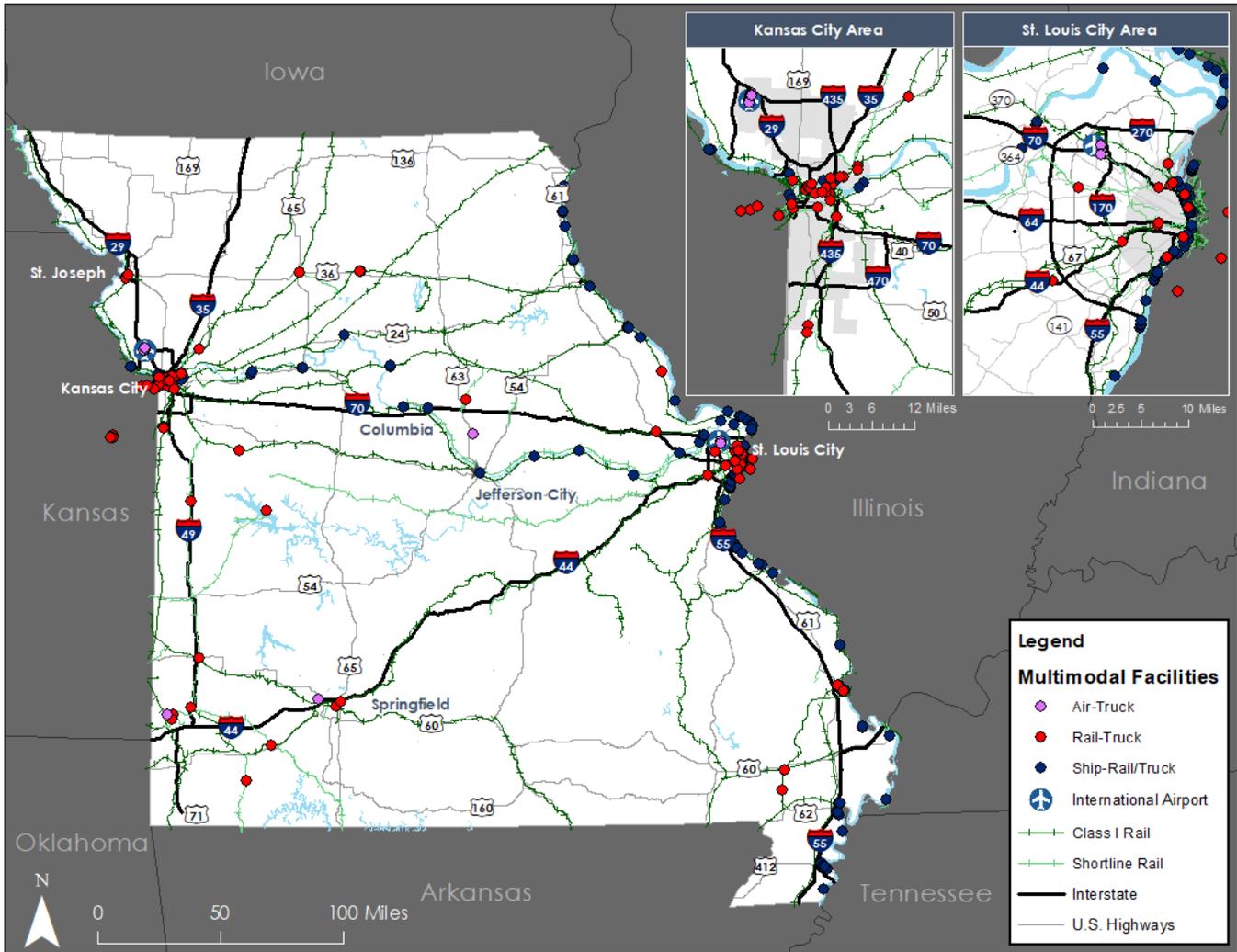


FIGURE 4.17 MAJOR MULTIMODAL NODES IN MISSOURI



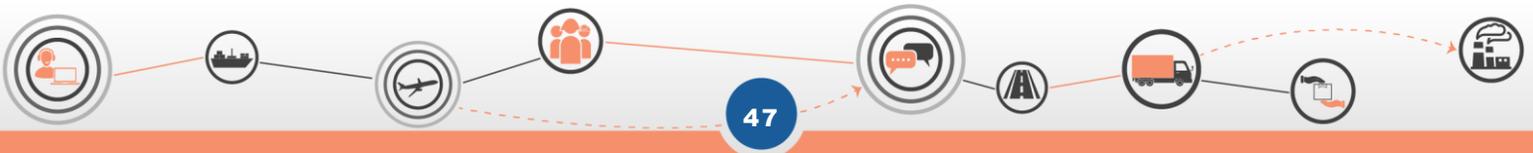
Source: Missouri 2022 State Freight and Rail Plan.

Multimodal freight facilities include the state’s intermodal ramps, air cargo facilities, river port terminals with rail access, truck-to-rail transload facilities, as well as grain elevators, distribution and fulfillment centers and rail-served warehouses. There are over 140 rail intermodal facilities in Missouri integrating rail with other modes, including 122 facilities connecting primarily rail and truck. These rail intermodal facilities are heavily concentrated in the Kansas City and St. Louis regions, along with a number of facilities in the southwest and southeast portions of the state.

Missouri has more than 50 truck-to-rail transload terminals, which allow for the transfer of dry or liquid bulk goods between modes. Transloading is a popular supply chain solution for shippers who lack direct access to rail and waterway networks. Transload terminals tend to be commodity specific and require specialized equipment. Additionally, there are more than 120 river transload terminals in the state and more than 150 when including nearby terminals in Illinois and Kansas. Roughly 120 of these marine transload terminals are located on the Mississippi River and 35 are on the Missouri River.

Intermodal connectors are corridors of public roads which link rail terminals, river ports and air cargo facilities to the federally designated National Highway System. Primary criteria for an NHS intermodal facility include handling the equivalent of more than 100 trucks per day in each direction on the principal connecting route. Missouri has nine multimodal facilities currently linked to the NHS by a designated intermodal connector:

- Kansas City International Airport;
- Springfield-Branson National Airport;
- Southeast Missouri Regional Port Authority;
- Port of St. Louis;
- New Madrid County Port Authority;
- Three railroad owner facilities within the Kansas City Intermodal Yard: Kansas City Southern, Union Pacific and Norfolk Southern; and
- Norfolk Southern within the St. Louis Intermodal Yard.



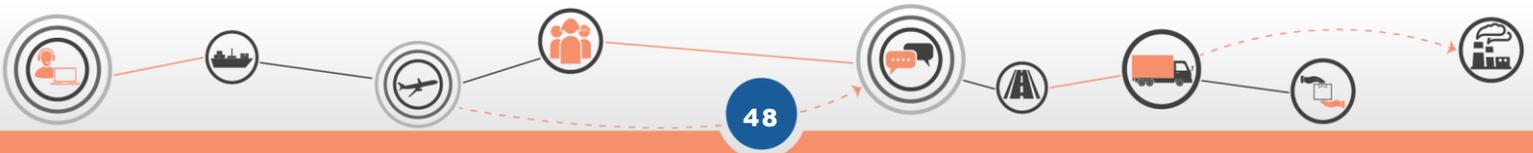
## 5.0 Preparing Missouri for Future Trends and Opportunities

Today's freight and supply chain issues are impacting every state in the nation, including Missouri. There is national acknowledgment that reliable and resilient supply chains are central to the economy of the United States. President Biden signed Executive Order 14017 ordering "a comprehensive review of critical U.S. supply chains to identify risks, address vulnerabilities and develop a strategy to promote resilience." The resulting report "[Building Resilient Supply Chains, Revitalizing American Manufacturing, and Fostering Broad-based Growth](#)" is a review of national supply chains for four critical products. The review identifies the following challenges contributing to supply chain vulnerabilities, many of which align with the critical issues brought forward to the Missouri Supply Chain Task Force for consideration:

- Insufficient U.S. manufacturing capacity and loss of innovation capacity.
- Focus on short-term investment strategies and capital returns in the private sector, instead of quality, sustainability, and long-term productivity.
- Adoption of competitive industrial policies and programs by allied, partner, and competitor nations, while at the same time U.S. industrial investment has declined.
- Geographic concentration of key supply chains in few nations, increasing vulnerability to disruptions.
- Limited international coordination to supply chain security.

Freight demand and activity is only expected to increase in the future. While the 2022 Missouri State Freight and Rail Plan details current and projected freight flows through 2045, forecasts are derived from socioeconomic, macroeconomic and societal trends and assumptions based on our current understanding of the future of freight. However—as we know from unforeseen current events, such as the COVID-19 global pandemic—there are infinite possibilities for the future that may be influenced by changes in technology, geopolitics and other innovations, among many other influences. It is important to consider a range of possibilities for the future of freight. The state also recognizes that the state's economic vitality and quality of life are inexplicably linked to the state's freight transportation system, and as such established a robust set of freight-specific goals, performance measures and strategies as part of the 2022 SFRP.

This section will build on the current supply chain challenges discussed in previous sections by expanding on the state's freight-related goals and strategies, future freight trends and projections, and technology and intelligent transportation system needs that will be necessary to support the future of freight in Missouri. The final subsection presents the Missouri Supply Chain Task Force's recommendations to address the critical supply chain issues discussed throughout this report, including freight investments for both transportation infrastructure and expanded access to critical equipment and shipping services, workforce retention and development for Missouri-based industries, and opportunities to mitigate the impacts of national truck driver industry challenges in Missouri.



## 5.1 MoDOT’s Freight Goals and Strategies

As part of the 2022 State Freight and Rail Plan, MoDOT developed a freight vision, goals and objectives to meet the state’s growing need to compete globally for quality jobs and to provide safe and efficient mobility of people and goods. The goals and objectives are consistent with MoDOT’s pillars—safety, service and stability—and were informed by stakeholder outreach and national best practices. They build on previous MoDOT planning efforts, including the 2018 Long-Range Transportation Plan. The goals and objectives provide the foundation for multimodal freight and passenger rail investment decision-making.

The goals established as part of the 2022 SFRP will direct MoDOT’s vision and direction for the future of the freight system as well as its passenger rail system (Table 5.1).

**TABLE 5.1 SFRP GOALS ALIGN WITH MODOT’S 3 PRIMARY PILLARS**

Safety	Service	Stability
<ul style="list-style-type: none"> <li>Improve the <b>SAFETY &amp; SECURITY</b> of the multimodal freight and passenger rail system.</li> </ul>	<ul style="list-style-type: none"> <li>Improve the <b>CONNECTIVITY &amp; MOBILITY</b> of the multimodal freight and passenger rail system.</li> <li>Support <b>EQUITY &amp; ENVIRONMENTAL RESILIENCY</b> of the multimodal freight and passenger rail system.</li> <li>Improve <b>COORDINATION &amp; COLLABORATION</b> with freight and passenger rail stakeholders and regional planning partners.</li> </ul>	<ul style="list-style-type: none"> <li><b>MAINTAIN</b> the multimodal freight and passenger rail system in good condition.</li> <li>Support <b>ECONOMIC GROWTH &amp; COMPETITIVENESS</b> through strategic investments in the multimodal freight and passenger rail network.</li> <li>Institute policies and practices that encourage <b>INNOVATION</b> and efficient use of resources.</li> </ul>

The 2022 SFRP identifies a number of challenges and needs across the state’s multimodal freight and passenger rail transportation network, including aging infrastructure, congestion and bottlenecks, safety concerns, system capacity constraints, rural and multimodal connectivity challenges and funding challenges. In addition to establishing the seven aforementioned goals, the SFRP established four multimodal, multifaceted and comprehensive strategies to meet these challenges. The four strategies are designed to change the course of multimodal freight and passenger rail in Missouri based on current and projected opportunities:

- Expand the “Ag Coast of America”.** The “Ag Coast of America” is a region that covers a 15-mile stretch of the Mississippi River that features some of the highest levels of capacity anywhere along this crucial waterway. The purpose of this strategy is to expand the Ag Coast of America to support increased shipments of agriculture products – including grain, fertilizer and processed food products – on Mississippi and Missouri rivers, continuing the success of the Ag Coast of America and providing additional opportunities for agribusinesses to leverage Missouri’s efficient and robust inland waterways network. This strategy will not only lead to increased job and business opportunities, but it will also benefit other industries by lowering freight costs across the state and providing additional capacity and access to marine shipping modes.
- Missouri Manufactures.** Missouri has a long history of supporting some of the nation’s most important manufacturing sectors, including motor vehicles, chemicals and e-commerce, warehousing and distribution. While the foothold of these industries remains strong in Missouri, certain macroeconomic and global trends –

such as the near-shoring of manufacturing and the global impact of the COVID-19 pandemic – may lead to changes in sourcing, shipping and employment for Missouri’s freight-intensive companies in some impacted industries. Shifting to increased domestic sourcing may result in increased inbound and outbound freight movements, advanced manufacturing employment, and demand for industrial space. While MoDOT does not have control over these macroeconomic trends, it is in a unique position to expand access and connectivity for potential new and existing businesses, educate the public and improve partnerships and coordination between private and public sector organizations throughout the state. The purpose of the “Missouri Manufactures” strategy is to enable the state to support the evolving freight transportation needs for goods movement and its supporting workforce.

- **Efficient and Intelligent Multimodal Freight Corridors.** There are various levels of transportation technology – from dynamic signage to connected and autonomous vehicles – that have the potential to improve mobility and safety across the multimodal network. Some of these technologies are used by shippers while others can be implemented by state and local public works agencies. In addition to technology solutions, other operational, program and policy actions can result in mobility and safety outcomes through improved coordination, communication and education. The goal of this strategy is to leverage technology solutions and operational changes to improve the efficiency of freight movement across all modes.
- **Expand Freight and Passenger Rail Market Opportunities.** Missouri is in a position to significantly grow rail freight in the state by capitalizing on recent developments within the state as well as global shifts in trade patterns. Through implementable actions, Missouri can expand its rail freight market, making the state more competitive for shippers and easing the pressures on the highway system. Missouri’s passenger rail network has also struggled with funding shortfalls, limited support for unserved and underserved communities, station and track infrastructure maintenance and issues related to service, operations and coordination. The purpose of this strategy is to expand the rail freight market to make Missouri more competitive for shippers and to improve and expand passenger rail service and access to improve passenger mobility options.

To support these strategies, the SFRP also includes implementable actions under the context of four multimodal and broad-based categories designed for addressing multimodal freight and passenger rail transportation challenges in Missouri:

- **Operations & Technology.** Specific planning, engineering and public works improvements to support improved multimodal freight and passenger rail mobility and safety.
- **Programs.** A collection of programs and initiatives that can be undertaken to achieve policy goals.
- **Policy, Outreach & Coordination.** Broad policy recommendations to help change the way Missouri approaches multimodal freight and passenger rail planning, including expanding communication and interaction with critical stakeholders.
- **Projects.** Specific infrastructure projects that support policy goals and improve multimodal freight and passenger rail movement throughout Missouri.

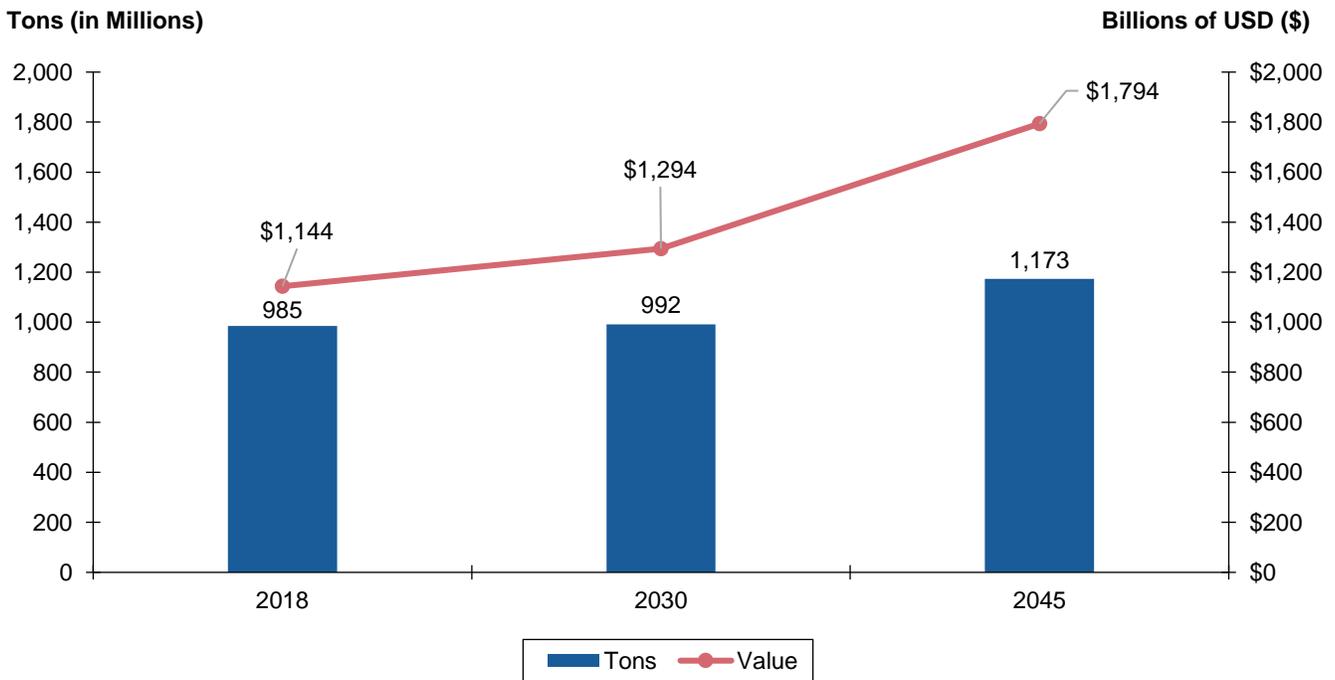


## 5.2 Future Freight Trends and Projections

In 2018, more than 985 million tons of freight valued at \$1.1 trillion moved on Missouri’s freight transportation system. By 2045, the state’s transportation system is projected to carry more than 1.1 billion tons of freight, valued at \$1.8 trillion annually, an increase of 19% by tonnage and 57% by value (Figure 5.1).

These projected increases in freight volume and tonnage will be felt in both Missouri’s urban and rural communities. Today, goods movement activity is heavily concentrated in the state’s most populous areas, particularly in the Kansas City and St. Louis metropolitan areas, which comprise almost 50% of freight activity. Jackson County, home to Kansas City, saw the highest county-level share of freight movement, with more than 50 million tons of goods moving through the county in 2018, accounting for 15% of the state’s total. Counties outside of the major metro areas with high levels of freight movement include Cape Girardeau County, Greene County (Springfield), Buchanan County (St. Joseph) and Sainte Genevieve County. Freight movement in both the Kansas City and St. Louis metropolitan areas is expected to grow significantly by 2045, with tonnage exceeding 55 million tons and 37 million tons, respectively. Clay County (north of Kansas City) is expected to see freight traffic more than double in that time period, explaining the growth in the Kansas City metropolitan area.

**FIGURE 5.1 CURRENT AND FUTURE COMMODITY FLOWS IN MISSOURI, 2018-2045**



Source: Missouri 2022 State Freight and Rail Plan.

The top commodities by weight moved in Missouri is expected to change significantly by 2045, with food & kindred products and farm products emerging as top goods, reflecting the growing importance of agricultural freight movement and activity in the state (Table 5.2).

TABLE 5.2 TOP COMMODITIES BY TONNAGE AND VALUE, 2018-2045

Rank	Commodity	2018 Tons (millions)	Share of Total	Commodity	2045 Tons (millions)	Share of Total
1	Non-metallic minerals	143	15%	Farm products	171	15%
2	Coal	140	14%	Food & kindred products	158	13%
3	Farm products	132	13%	Non-metallic minerals	157	13%

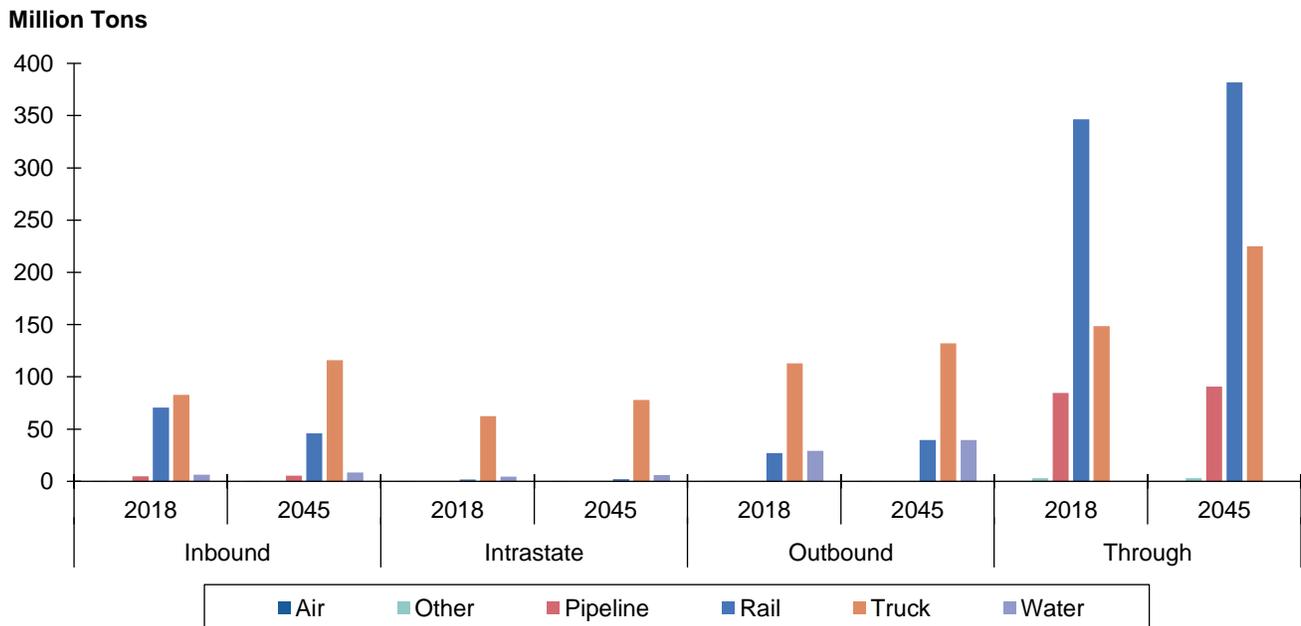
  

Rank	Commodity	2018 Value (\$B)	Share of Total	Commodity	2045 Value (\$B)	Share of Total
1	Transportation equipment	\$260	23%	Transportation equipment	\$404	23%
2	Mixed freight	\$201	18%	Mixed freight	\$295	16%
3	Chemical & allied products	\$104	9%	Chemicals & allied products	\$167	9%

Source: 2022 Missouri State Freight and Rail Plan.

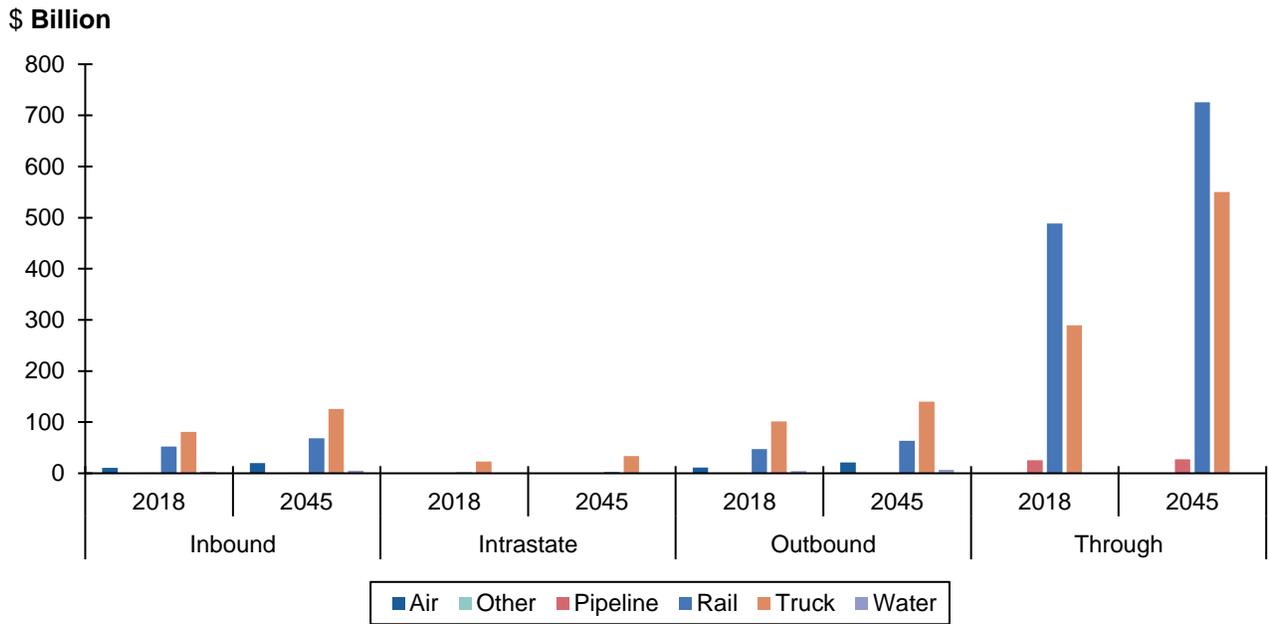
Freight traffic by both value and weight is projected to grow in all directions between 2018 and 2045 (Figure 5.2 and Figure 5.3). By tonnage, increases between 20% and 25% are expected in all directions except for inbound traffic, which is only projected to grow by 7%. By value, through traffic is projected to grow by more than 60%, while the value of freight moved in other directions is projected to grow between 40% and 50%. Due to Missouri’s extensive transportation network and central location in the national transportation system, through traffic will continue to account for the largest share of freight movement in the state.

FIGURE 5.2 TONNAGE BY MODE AND DIRECTION, 2018-2045



Source: Missouri 2022 State Freight and Rail Plan.

FIGURE 5.3 VALUE BY MODE AND DIRECTION, 2018-2045



Source: Missouri 2022 State Freight and Rail Plan.

### Trends and Disruptors

Beyond the freight projections discussed in the previous section, there are a number of trends that have the potential to change the future of freight in Missouri. These trends, which were evaluated as part of the 2022 State Freight and Rail Plan, are shown in Table 5.3. Missouri’s growing population and evolving industries, coupled with external factors such as government policies, regulations and technologies, can all potentially impact freight activities in differing ways.

TABLE 5.3 TRENDS AND DISRUPTERS WITH POTENTIAL TO IMPACT FREIGHT IN MISSOURI

Theme	Representative Trends
<b>Business and Consumer Practices</b>	<ul style="list-style-type: none"> <li>• Near-shoring</li> <li>• Growing e-commerce demand</li> <li>• Growing demand for warehouse and distribution space</li> <li>• Challenges with securing transportation/logistics equipment</li> <li>• Ocean service challenges impacting freight options for Missouri-based firms</li> </ul>
<b>Demographics</b>	<ul style="list-style-type: none"> <li>• Continued population growth</li> <li>• Aging population</li> <li>• Increasing urbanization and concentration of population</li> </ul>
<b>Workforce and Employment</b>	<ul style="list-style-type: none"> <li>• Diversifying and growing employment</li> <li>• Training in advanced manufacturing technologies</li> <li>• Evolving automobile manufacturing practices and electric vehicle production</li> </ul>
<b>Energy and Environment</b>	<ul style="list-style-type: none"> <li>• Instability due to extreme weather</li> <li>• Evolving battery technology</li> <li>• Reduced coal consumption and expanding renewable energy</li> <li>• Increasing use of alternative fuels</li> </ul>
<b>Policies and Regulations</b>	<ul style="list-style-type: none"> <li>• Changing Federal, state and local policies and regulations</li> <li>• Evolving trade, carrier and freight industry regulations</li> <li>• Shifting environmental policies and regulations</li> </ul>
<b>Technology</b>	<ul style="list-style-type: none"> <li>• Expanding use of Intelligent Transportation Systems</li> <li>• Emerging autonomous vehicles</li> <li>• Advanced manufacturing technologies, particularly in biotechnology, agriculture (“agtech”), aerospace and defense.</li> </ul>

These trends and disrupters have the potential to have significant implications for Missouri’s key industry sectors. Two trends that were reviewed in detail in the 2022 SFRP and modeled using the Missouri Freight Analysis System tool, known as MoFAS, are: 1) a growing renewable energy sector and 2) a national shift towards near-shoring of manufacturing activities.

- The **renewable energy scenario** assumes a shift away from fossil fuel commodities and toward renewable energy commodities. Market shifts from fossil fuels to renewable energy sources and fuel types, such as battery electric vehicles, will impact Missouri’s industries, freight flows and supporting infrastructure. In Missouri, it is expected that there would be reduced volumes of coal, crude oil, petroleum, natural gas and other fossil fuels and increased volumes of metallic ores transported on Missouri’s freight network. In St. Genevieve County in particular, which has a robust mining sector, volumes of metallic ore shipments could grow by nearly 26,000 tons annually, equivalent to an additional 650 fully-loaded trucks on local roads.

There are a number of key considerations for adapting to this shift to renewable energy in Missouri, such as establishing a robust network of alternative fueling infrastructure, securing alternative state revenue streams due to declining motor fuel tax collection, and achieving strong supply chains for metal and parts for zero-

emission vehicle manufacturing. There are also opportunities for public-private partnerships between states and automobile manufacturers to capitalize on global demand, as well as a strong potential for manufacturing sector job growth.

- The **near-shoring scenario** assumes a shift away from imported goods and toward domestic production of commodities related to apparel, machinery, electrical equipment, transportation equipment and instruments and optical goods. The commodities do not change, just where they are produced – what changes is where the freight flows begin and end, and how they get there. In Missouri, it is expected that there would be reduced volumes of through-state flows, and increased volumes of inbound, outbound and intrastate flows. It's also expected that the value and volume of freight flows in Missouri's urban areas, including Kansas City and St. Louis, would increase by 4.9% and 2.5%, respectively.

There are a number of key considerations for adapting to near-shoring in Missouri, including expanding the network and capacity of intermodal connectors to support increased inbound and outbound flows vs. through traffic, modernized facilities, and workforce training and development. There are also opportunities for increased investment in domestic sourcing, advanced manufacturing sector job growth, and new and repurposed industrial facilities.

## 5.3 Technology and ITS Needs and Opportunities

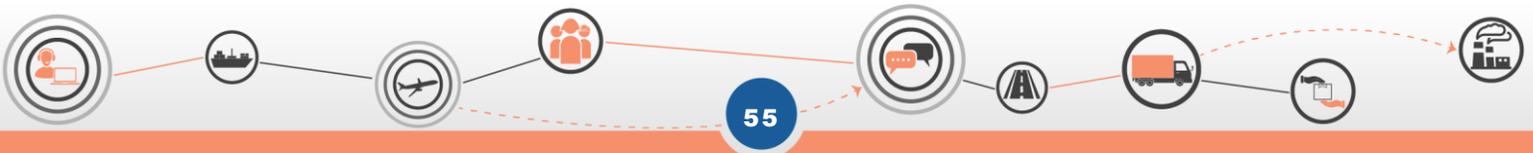
This section discusses the capabilities of key connected and automated vehicle and electric vehicle technologies, needs and opportunities as they pertain to freight movement in Missouri.

### Connected and Automated Vehicle Infrastructure Needs and Impacts

Connected and Automated Vehicle technologies encompass a wide range of systems that have been rapidly evolving in both passenger cars and heavy vehicles for road use, as well as inside ports and at multimodal facilities. From vehicle-based safety systems to cooperative cruise control and pilots of automated trucks, many systems rely on basic infrastructure such as pavement markings and road signs for safe operations. For last-mile solutions like Personal Delivery Devices, sidewalk and pedestrian networks are critical. Missouri can proactively prepare for these technological opportunities to the supply chain by understanding the impacts to infrastructure owners and operators, workforce needs, and where smart policies can be implemented to encourage their use.

#### *Current and Emerging CAV Technologies within Supply Chains*

Truck Parking Information Management Systems and Truck Parking Availability Systems collect and share truck parking availability information in real-time. Truck parking spaces are monitored in public rest areas and in some jurisdictions at privately owned truck stops, with availability shared on electronic roadside signs, mobile apps, and to third parties via an open data exchange. These systems help truckers make informed parking decisions, thus making their trip safer and more efficient. The Mid America Association of State Transportation Officials went live with a regional TPIMS at over 130 truck parking areas across 8 states in 2019. Although Missouri is not currently a part of this system, MoDOT has been participating in quarterly meetings with the coalition and is considering future inclusion in the TPIMS system.



Dedicated truck lanes are a concept being explored in several key freight corridors across the country. Similar to express lanes, dedicated truck lanes can help increase overall system efficiency by separating long-haul heavy vehicles in the traffic stream that do not need access to every point of ingress/egress that passenger vehicles do. Typically barrier-separated and tolled to repay capital costs and help with operational expenses, truck-only infrastructure can improve safety by having less merging and weaving in a mixed traffic stream. This concept is now integrating with the idea of dedicated lanes for CAV as they can provide a more controlled environment for automated vehicles and platoons. MoDOT participated in a four state, 800-mile corridor study of dedicated truck lanes on I-70 through Missouri, Illinois, Indiana and Ohio in 2009.<sup>11</sup>

Additional Intelligent Transportation System technologies can be added to any these facilities, along with traditional roadways, such as sensors that can evaluate tire inflation, over-height vehicles, and weigh vehicles while in motion.

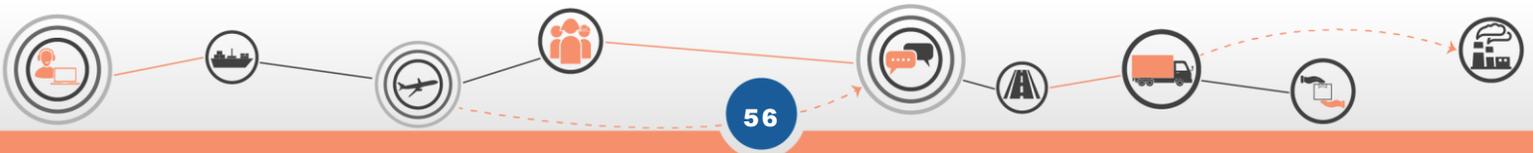
Freight Signal Priority is a technology that can be implemented at signalized intersections, commonly used to extend a green light to allow an approaching truck to make it through an intersection without stopping. This can increase safety by reducing the potential for the truck to run a red light, and also reduce the delays and congestion that are caused by the longer time it takes trucks to accelerate to the posted speed limit. Priority is typically given to a heavy truck that may be close to the traffic signal and have a hard time stopping when the light turns yellow. This is especially important when the approach to the traffic signal is on a high-speed roadway or on a downhill approach. Priority may also be provided to a truck on an uphill approach, so that they can clear the intersection with a little extra green time in order to reduce delay and congestion. MoDOT can work with MPOs like Mid-America Regional Council to deploy this on high priority corridors and team up with efforts like [Operation Green Light](#) in Kansas City.

Freight Automation is a fast moving industry, with new initiatives and pilots being announced weekly. Automation includes truck platooning on public roads, driverless vehicles on public roads and within ports and intermodal facilities, personal delivery devices, and advanced air mobility. While much of this innovation is occurring within private industry, infrastructure owners and operators have a role to play in helping the industry get off the ground. The first step starts with AV-enabling policies and legislation for use of these technologies on public roads and sidewalks. Kansas recently passed SB 313 which would permit operation of driverless-capable vehicles without a human driver with the automated driving system engaged under certain circumstances. The legislation is for a middle-mile automated truck to operate. The Bill is pending signature by the Governor as of May 2022.

Advanced Driver Assistance Systems are included on many late model vehicles and include adaptive/cooperative cruise control, lane departure warning/correction, pedestrian detection/avoidance, traffic sign recognition, automatic emergency braking and blind spot detection. These ADAS and emerging fully automated vehicles rely on cameras and sensors that recognize pavement markings, traffic signs and objects along their path. Therefore, pavement markings need to be in good condition and some agencies have updated their standards from 4-inch to 6-inch wide markings to help these systems operate. Impacts to infrastructure also include:

- Less wheel wander—pavement wear patterns can accelerate rutting and need for maintenance.

<sup>11</sup> [https://www.tribstar.com/news/local\\_news/indiana-other-states-to-study-truck-only-lanes-on-i-70/article\\_275246d7-5a41-53ea-9fea-eb5e799c428e.html](https://www.tribstar.com/news/local_news/indiana-other-states-to-study-truck-only-lanes-on-i-70/article_275246d7-5a41-53ea-9fea-eb5e799c428e.html)



- Less time for pavement slabs to recover—requiring alternate pavement design and materials for increased life, especially on bridge spans.
- Personal Delivery Devices for food, small supplies and last-mile goods rely on pedestrian facilities for door-to-door service—these assets are not inventoried and maintained by the same units of Government as roadways in a lot of cases.

## Automation Impacts

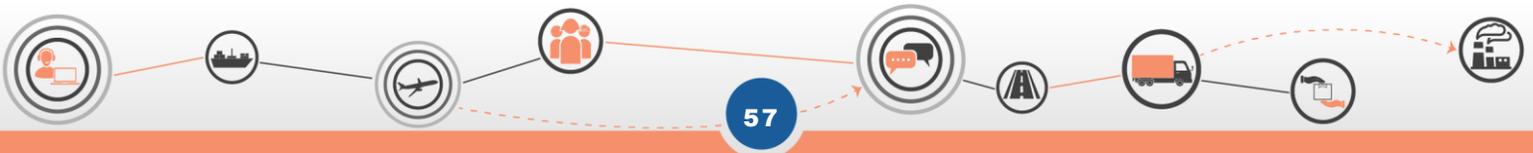
The supply chain industry has been plagued with a driver shortage for many years. The American Trucking Associations estimates the driver shortage is over 80,000 operators now and will increase to 160,000 by 2028. Automation and self-driving trucks will be able to help cover some of these shortfalls. These numbers also do not include increases in last mile services and PDDs or the exponential growth of e-commerce trends that accelerated during the COVID-19 pandemic and are projected to increase over the next decade. Yet, fear remains that in some markets the introduction of automation will eliminate jobs.

To accommodate the shift in workforce needs and adapt to these trends, the state of Missouri should look at an aggressive approach to retain and retrain both long-haul and last-mile operators. Job displacement caused by the need for fewer vehicle operators and staff within ports and logistics centers will create other more desirable jobs such as systems operators, computer programming technicians and robot/machine repair staff.

## Electric Vehicle Infrastructure Needs and Impacts

Electric power is expected to transform everything we as a society do. This will have a transformative impact on freight and supply chain efficiency, and the infrastructure needs for electric vehicles are far reaching, including grid modernization and charging stations. With heavy-duty, electric trucks having the potential for zero emissions, lower operating and fuel costs, and increased life spans, fleet operators are very interested in transitioning from internal combustion engines. However, supply chain industry experts believe that electric vehicles are most likely to be seen at ports, intermodal yards and first/last mile connections rather than long-haul truck trips. Long haul truck trips are expected to first transition to fuel sources such as Hydrogen rather than electricity or batteries due to the economics.

The Bipartisan Infrastructure Law, passed in late 2021, establishes a National Electric Vehicle Infrastructure Formula Program (“NEVI Formula”) to provide funding to states to deploy electric vehicle charging infrastructure and to establish an interconnected network to facilitate data collection, access and reliability focused on primarily on passenger vehicles in the next five years. The freight industry will see impacts related to battery manufacturing and other EV related needs but at this point, medium-heavy-duty long-distance trucking is not expected to significantly electrify until after 2040. The U.S. DOT released its guidance for the NEVI Formula Program on February 10, 2022. Under the Program, a total of \$7.5 billion has been allocated to developing and constructing a national network of 500,000 EV charging stations by 2030. The first \$5 billion of the \$7.5 billion has been dedicated to funding state programs over the next five years, and each state is required to submit an EV Infrastructure Deployment Plan no later than August 1, 2022 to the Joint Office Of Energy and Transportation. 10% of the \$5 billion will be set aside to provide discretionary grants to fill gaps in the national network. The remaining \$2.5 billion will be allocated for a discretionary grant program for EV charging infrastructure in rural and underserved communities.



## Transition to Freight EVs

Commercial freight consumers have a different set of constraints than passenger vehicle consumers when deciding which type of vehicle to purchase. Performance and range requirements are more critical factors, especially given that the typical semi averages 63,000 miles per year compared with 13,476 for a passenger vehicle.

Based on projections, it is likely that battery electric vehicles will supplant internal combustion engine vehicles in short-range, regional, and fixed-route applications as EVs will have an increasing advantage in Total Cost of Ownership. However, even freight use cases with TCO parity today will likely not be fully electrified before 2030 without aggressively addressing barriers on a national scale. Availability of reliable charging infrastructure, for example, is key to the success of EV deployments. Freight operations with daily returns to a home base with charging infrastructure under their control will have the greatest success. As demand for home delivery rises and electric van production ramps up, Last Mile Delivery vehicles are expected to be the first to electrify, beginning in 2022. Midrange battery electric trucks are expected to find cost parity with diesel powered medium duty freight vehicles by 2025. In anticipation of this, manufacturers are racing to provide best of kind technology to scale production. Heavy duty trucks (Class 7 and 8 freight vehicles) will likely experience a delayed transition due to high costs for EV chargers and lack of long-range vehicle options. With current cost projections, heavy duty EVs are not expected to capture significant market share before 2025 and are anticipated to achieve near cost parity around 2030.

Passenger vehicle registrations are tracked at the Federal level and are a good measure of electric vehicle adoption. Some states have begun tracking electric vehicle registrations. To be proactive Missouri should consider tracking this at the state level.

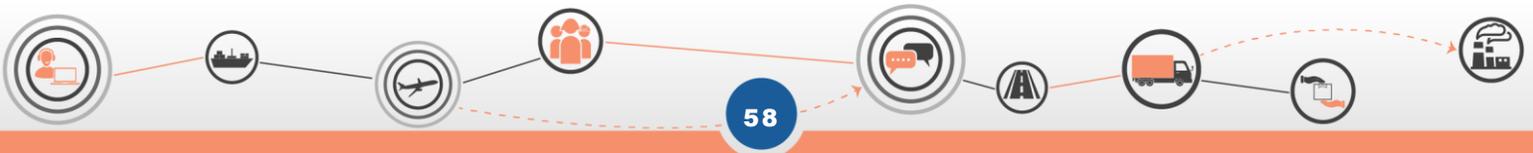
There are many levers in play that are accelerating the market. In June 2020, California enacted the Advanced Clean Truck Rule, which over 12 years from 2024 through 2035, increases the percentage of zero emission trucks that manufacturers must sell in the state. As of July 2020, fourteen states plus Washington, D.C., signed an MOU to join California to ban the sale of diesel trucks by 2050. This pledge includes an intermediate target requiring 30% zero emission vehicles sales for the medium- and heavy-duty segments by 2030.

The viability, pace and ultimate success of transitioning the freight sector to EVs will require collaboration across all levels of Government, the utility sector, the freight/logistics industry, OEMs, equipment providers, and the financial sector.

## State and Regional Initiatives

Missouri will submit its NEVI plan to the Federal Highway Administration by August 1, 2022 that recommends how Missouri will organize the placement of charging stations along interstate and other alternative fuel corridors in the state. MoDOT has established a NEVI project [website](#). Missouri has an EV Task Force that was legislatively enacted in 2021 (HB661). The EV Task Force Report is due December 31, 2022.

In 2021 a Regional Electric Vehicle Midwest Coalition was formed between Illinois, Indiana, Michigan, Minnesota and Wisconsin. The Regional Electric Vehicle Midwest Coalition (“REV Midwest”) creates a regional framework to accelerate vehicle electrification in the Midwest. REV Midwest provides the foundation for cooperation on fleet electrification along key commercial corridors to safeguard economic security, reduce harmful emissions, improve



public health and advance innovation. Participating States will develop a coordinated approach to advance electrification that is informed by industry, academic and community engagement. Participating States will work together to enable an equitable transition to electric vehicles for all with specific consideration for communities that are historically disadvantaged. REV Midwest will position states in the Midwest region to leverage and collectively increase public and private investment in electric vehicles and electric vehicle infrastructure.

### ***Impacts to the State of Missouri and its Workforce***

Missouri, as with other states, will experience tax implications as fleet operators begin replacing ICE vehicles with newer EVs. To estimate tax implications, market maturity and model availability can be examined for Last Mile Delivery (Class 2 commercial), Medium Duty (Classes 3-6) and Heavy Duty (Classes 7-8) vehicle class categories.

One option is to apply a fuel consumption tax on electricity. This would present new challenges. Pennsylvania is the first International Fuel Tax Association jurisdiction to implement a motor fuel tax for electricity to power vehicles. The current Pennsylvania tax is set at 1.72 cents per kWh. This rate was determined by normalizing the tax rate for alternative fuels to reflect a taxation based on energy content of gasoline.

Freight electrification comes with several tax concerns that need to be addressed including unfamiliarity of vehicle owners with the new taxes (compliance), the need to determine equitable tax rates and vehicle registration fees, and IFTA ramifications among others. Vehicle electrification also has implications on the Federal fuel tax revenues and MoDOT revenues from Federal taxation that will also need to be addressed.

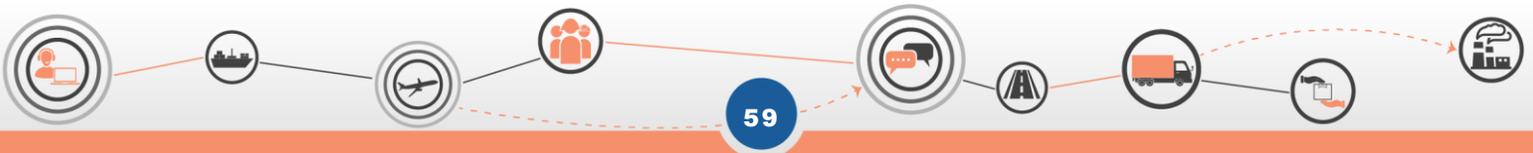
To offset diesel manufacturing unemployment during this transition, the United States is looking to on-shore more of the semiconductor chip, lithium-ion battery and other emerging automotive technology supply chains. Currently, there are notable shortages with the semiconductor supply, causing several automakers to cut back on vehicle production. These supply chains are absolutely critical for current and future EV production and the competitiveness of Missouri and the United States in the automotive industry moving forward.

The freight and logistics and the automotive sectors together support nearly 140,000 jobs in Missouri. The state could leverage support for electrification transition to attract more manufacturing investments and spur parallel investments in automation that are rapidly transforming the freight industry.

EVs have about 40% fewer parts and are generally easier to assemble than ICE vehicles, therefore there will likely be fewer automotive manufacturing jobs in the future. However, EV and other advanced automotive technologies have the potential to replace many lost ICE vehicle manufacturing jobs.

## **5.4 Supply Chain Task Force Recommendations**

Every element of a supply chain – in both Missouri and throughout the nation and world – is linked and highly interconnected, beginning with raw materials production, processing, packaging, transportation, warehousing, distribution, and everything in between. As evidenced by the persistent delays and shortages experienced since the onset of the COVID-19 pandemic, when any element of the supply chain is broken or not functioning well, the entire system suffers. Future freight projections, trends and potential disrupters to supply chain activities have the potential to put further pressure on Missouri's freight transportation network and associated workforce in the state's



supply chain sectors. These realities make it imperative that the Missouri Supply Chain Task Force develop broad-reaching, comprehensive, and targeted strategies to improve all of the most critical and vulnerable aspects of supply chain activities in the state.

This section presents the Task Force's recommendations for meeting the challenges of today and delivering Missouri's businesses and consumers a secure, efficient and cost-effective supply chain network for the future. The Task Force has identified **32 recommendations** under three main categories: targeted freight investments, opportunities to support workforce needs and regulatory and programming opportunities, which are described in the following sections.

## Targeted Freight Investments

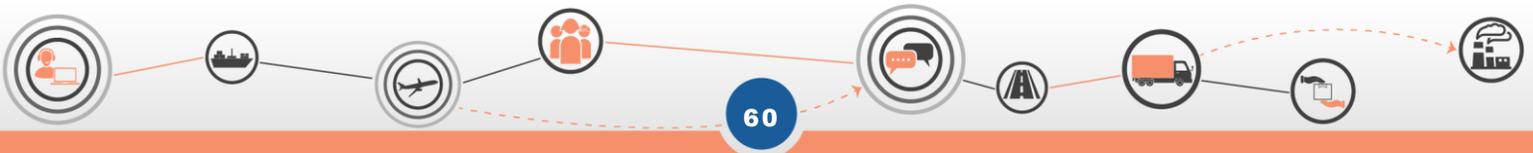
The 2022 Missouri State Freight Plan identifies capital improvement projects on Missouri's multimodal freight system that could be funded by National Highway Freight Program funds distributed to Missouri. The Missouri Freight Investment Plan consists of nearly 600 fully-funded projects totaling \$2.5 billion in project costs. In addition, the SFRP identifies unmet freight needs, which capture longer range investment in Missouri's multimodal freight network, including private sector rail and port projects identified by MoDOT's partners and projects proposed by stakeholders that are not yet in any MoDOT plans.

In addition to the specific capital improvements identified in the SFRP, there are a number of other targeted freight investments that the Task Force recommends Missouri consider implementing. A total of 7 recommendations that fall into four categories – first and last mile rail investment, container and chassis manufacturing, investment in container shipping services on the inland waterway system, and economic development grant opportunities – are detailed in the following subsections.

### First and Last Mile Rail Investment

Class I railroads comprise an extensive share of the U.S. freight rail network and move large quantities of freight throughout the country. Rail spurs, intermodal facilities and short line railroads provide pickup and drop off point for rail cargo. Many freight businesses require rail access as part of the site selection process; however, it is a significant challenge, particularly in rural Missouri, to pay for the first and last mile of rail connectivity to these businesses. While many of neighboring states provide multi-million dollar grant programs for constructing and maintaining these rail facilities, Missouri is limited to the \$1 million annually for the Freight Enhancement Program. This places Missouri at a disadvantage in attracting and retaining advanced manufacturing facilities, since \$1 million is not sufficient to cover the cost of just one such project.

**Task Force Recommendation 1: Establish state general revenue funds for railroads and rail access.** The Task Force recommends that state general revenue investment in Class I and short line (Class II/III) railroads be similar to neighboring states. For example, Nebraska provided \$10 million in funding as part of the Rural Project Act in 2021, and has proposed funding \$50 million in 2022 (LB788). Kansas allocates \$10 million annually for transportation investments, \$5 million annually for loans and grants to short line railroads, and \$100 million for economic development grants. It is recommended that Missouri align its funding for railroads and rail access to industrial sites with similar levels to its peer states to encourage broader access to freight rail services throughout the state.



**Task Force Recommendation 2: Implement a short line infrastructure tax credit in Missouri to support reinvestment in rail.** Providing programs to assist railroads in increasing or accelerating infrastructure investment increases the efficiency of goods movement, including increased speeds, passing sidings and transload opportunities. Similar programs can also lead to reduced congestion on interstate highways and transload bottlenecks, creating critical jobs and improving connectivity to rural communities and economies. Nationally, six states offer this tax credit and seven states are considering offering it. One example of a successful program is the Alabama Short Line Railroad Tax Credit Program, which was passed into law in 2019. The program has been widely used, and each year the Alabama Department of Commerce receives numerous applications exceeding the \$3.7 million available. The program has resulted in accelerated track reinvestment from short line railroads, with reinvestment expenditures growing by over \$13 million since 2019—a 38% increase in spending. The program currently sunsets in 2022 and the railroad industry and their shippers would like to extend the tax credit given the success of the program. The Task Force recommends that the state implement a similar program to help with reinvestment in the state’s freight rail infrastructure.

### *Container and Chassis Manufacturing*

**Task Force Recommendation 3: Support the manufacturing of container and chassis equipment in Missouri.** One of the many impacts of the COVID-19 pandemic was the slowdown in production and shipment of newly manufactured shipping containers, which led to further congestion and trade imbalances throughout the globe. The rate of production was already down in 2019 relative to previous years, and production dropped even further in 2020 after the onset of the pandemic and beginning of national and local lock-downs. Because inventories were low, prices increased significantly, from \$1,600 per container in 2019 to \$2,500 per container in 2021, which has continued to rise due to ongoing scarcity.<sup>12</sup> However, shippers and carriers had little choice in sourcing containers because the industry is extremely consolidated. Currently, there are three major companies based in China that manufacture almost all (95%) intermodal cargo containers used globally. These companies are state-owned enterprises as they are subsidized by the Chinese Government. In addition, approximately 85% of all intermodal truck chassis used globally is also manufactured in China by state-owned enterprises. There is some chassis production in Mexico and Texas, but this industry has also faced challenges in ramping up production due to supply chain challenges that have inhibited production capacity.

While the coverage of impacts of this crisis have been focused on the coastal deep water ports, the shortage is even more pronounced in Missouri where turnaround time is critical to get the containers (empty or full) back to the coast for the ship. The shortage of containers will be a challenge for the state as it pursues container-on-barge and container-on-vessel opportunities in the near future. However, it is difficult for emerging manufacturers to compete with dominant international producers that receive and benefit from government subsidies. There is an opportunity for Missouri to incentivize the production of container and chassis manufacturing in the state by providing financial/tax incentives, developing workforce training programs specific to the industry, and guidance in selection of optimal sites that can leverage the state’s access to multimodal transportation modes.

<sup>12</sup> <https://www.fmc.gov/wp-content/uploads/2022/03/ContainerandChassisManufacturingFinalReport.pdf>.

## *Invest in Container on Vessel/Container on Barge Services*

Missouri strongly supports the expansion of container on vessel and container on barge services at the state's public ports. This new shipping option would transport containerized freight on vessels and barges along the inland waterway system and to Gulf Coast ports. This type of service could transform the underutilized waterways and maximize the utility of Missouri's public river ports by expanding the types of cargo suitable for transport on the inland waterways, providing services along the Missouri and Mississippi Rivers. Primary Missouri COV hubs will be Kansas City and St. Louis with potential for secondary facilities at other locations.

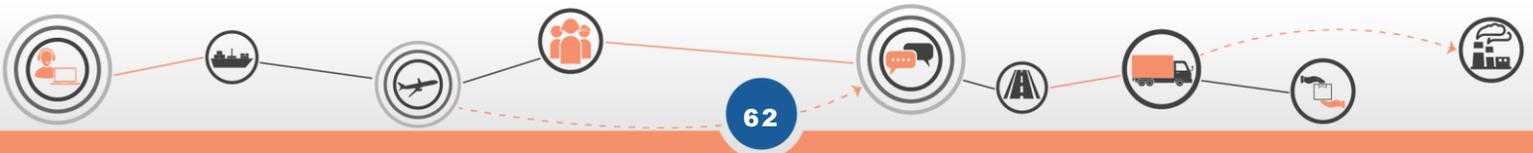
**Task Force Recommendation 4: State investment in and marketing of COV/COB infrastructure.** COV/COB must provide a reliable service to attract customers to the inland waterway. This will require facilities capable of handling the containers with easy intermodal access to highways and rail for further handling. The Task Force recommends that the state partner with inland and coastal ports to launch new COV/COB options to transport containerized cargo. This may include developing intermodal connectors, railroad track connection, and other critical infrastructure to augment any public or private investment being made for this service in Missouri and in other parts of the U.S.

In addition, one of the challenges with growing COV/COB in Missouri is adequate marketing of the service; there is a relatively small number of Missouri-based companies that actively support COV/COB as a viable mode of transportation that they would use if it were available. Many companies want to see demonstrated success of these services before committing to using it. To help promote the potential viability of COV/COB in Missouri, the Task Force also recommends that the state provide public support through short-term tax incentives, partnerships with other state entities (such as the Missouri Department of Economic Development or Missouri Chamber of Commerce and Industry), or other methods to promote and market the service.

**Task Force Recommendation 5: Federal and state investment in inland waterways to provide consistent navigable channel.** Reliable navigability of the Missouri River represents a significant obstacle for COV/COB service reaching Jefferson City and Kansas City. One of the longstanding issues for condition and performance on Missouri's waterways is the aging lock and dam infrastructure. Missouri's location along the Mississippi River is at a particularly critical part of the river. In the northern half of the state, the Upper Mississippi River is maintained using locks and dams to control the depth of water and allow barge traffic through. Most of these locks and dams are close to 100 years old and have gradually outlived their useful life. One of the notable issues with their design is that many of them are undersized cannot accommodate a standard 15-barge tow configuration, which requires barge operators to run smaller configurations or break down the barges transport them through the locks. This can lengthen delays that accumulate along the Upper Mississippi River.

In addition, the Missouri River has experienced substantial variation in channel depth since 2019 due to flood-damaged river structures and unrepaired levees. The Bipartisan Infrastructure Law authorized over \$17 billion in funding to the U.S. Army Corps of Engineering to address current and future water resources infrastructure needs. The USACE Kansas City District is set to receive approximately \$278 million, and almost \$249 million of that is to repair damages caused by the 2019 flood to the Bank Stabilization and Navigation Project along the Missouri River from Rulo, Neb. to St. Louis, Mo.<sup>13</sup> Although these funds will help address some of these navigational issues, it will

<sup>13</sup> <https://www.nwk.usace.army.mil/Media/News-Releases/Article/2908069/us-army-corps-of-engineers-receiving-infrastructure-funds-for-the-missouri-rive/>



not address all the Missouri River's navigability needs, and the Task Force recommends that the state also invest in dredging and critical lock and dam infrastructure to provide a consistently navigable channel for COV/COB service, as well as other barges and vessels.

**Task Force Recommendation 6: Consider developing secondary distribution sites with direct access by truck or rail to reduce congestion at port site.** Many East and West Coast ports have established secondary distribution sites to reduce backlog at ports. Increased container traffic from COV/COB service at the ports will require sufficient chassis for trucks and efficient ingress/egress from the congested port facilities. The Task Force recommends further study into potentially developing secondary distribution sites near key Missouri ports to better accommodate the influx of containerized freight volumes while also continuing to support legacy bulk, breakbulk, and liquid cargoes.

### *Economic Development Grant Opportunities*

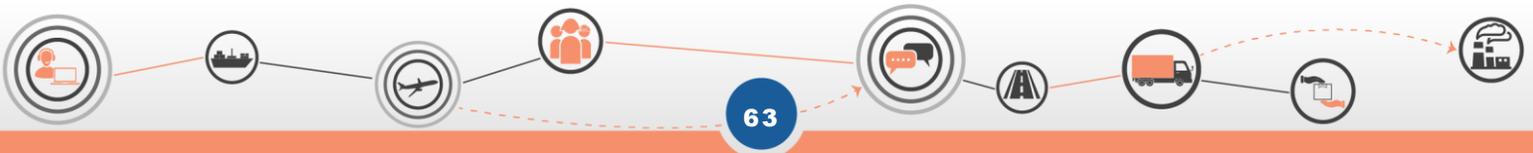
**Task Force Recommendation 7: Establish an economic development infrastructure grant program for multimodal projects.** There is a clear link between transportation and economic development, and it is in the best interest of the state to invest in targeted freight-intensive facilities, especially those that facilitate multimodal freight. One example of such an investment is at St. Louis Lambert International Airport, which developed a live animal export business to support Missouri agribusinesses. Before this constructing this facility, livestock were typically trucked to Chicago for export. The Livestock Export Center has received provisional approval from USDA to export the animals; however, it needs additional investment to improve the safety and efficiency of the holding facilities. There are no revenue sources to support the improvement. Beyond the Livestock Export Center, there are other examples of similar facilities throughout the state that would benefit from additional state investment to maximize projected economic benefits. The Task Force recommends the state establish a multimodal transportation-focused, economic development infrastructure grant program to support efforts that expand multimodal connectivity and better facilitate freight mobility for Missouri-based businesses.

## Opportunities to Support Workforce Needs

This category of recommendations focuses on workforce development needs. Site selector decisions are primarily based on available workforce, workforce with existing knowledge of the industry, and real estate availability. Availability of housing (purchase or rental) was cited as a challenge for industries recruiting workers to relocate. For the logistics and manufacturing industries availability in evenings and overnight is often required. Reliable workers also need childcare and transportation options during those times as well. A total of 15 recommendations that fall into four categories – workforce readiness, childcare, housing and transportation – are detailed in the following subsections.

### *Workforce Readiness*

**Task Force Recommendation 8: Increase awareness and promote access to work-based learning, industry-specific training, and apprenticeship programs.** The transportation and warehousing and manufacturing sectors offer many career pathways that do not require degrees from four-year colleges or universities, which can be expensive and difficult to access. This can make these sectors attractive since workers can be connected with entry-level positions that require less upfront investment. The Task Force recommends that the state encourage and promote increased awareness of and access to training and employment pathways in the transportation,



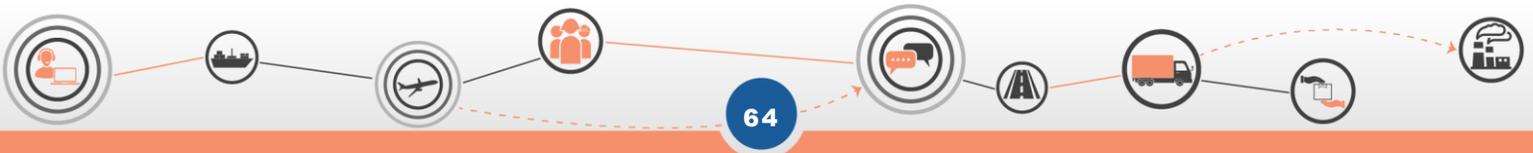
warehousing, and manufacturing sectors to high school students. Many of these careers require training or certification for employees to be workforce-ready, even at the entry level, and with the right support and guidance, students can quickly launch their careers in skilled trades after graduating from high school.

**Task Force Recommendation 9: Establish and expand virtual credentialing programs.** Technical schools, community colleges, training providers and workforce development organizations should coordinate to establish online programs for workforce training and certification. Workforce development organizations should then partner with trade associations, chambers of commerce and other business associations to promote these programs to employers and workers. Although an on-site component will be necessary for testing and assessment, making resources available online will increase access and reduce travel requirements for workers, giving them greater flexibility to complete the programs.

**Task Force Recommendation 10: Establish accelerated credential-to-employment programs and pipelines.** Trade associations and workforce development organizations should establish programs that enable job seekers to reduce the time needed for certification or credentialing under specific conditions and standards. Such a program may allow current employment, apprenticeship hours, or prior military service to count towards training hours necessary for a credential. For example, the Federal Motor Carrier Safety Administration maintains a Military Skills Test Waiver Program, which allows veterans with two years of experience in operating heavy military vehicles to obtain a commercial driver's license without taking the CDL driving skills test. Additionally, the Missouri Department of Social Services offers a SkillUP program to Supplemental Nutrition Assistance Program recipients that allows them to take classes and participate in training programs needed for a Class-A CDL license at no cost. Promoting these programs to businesses and veterans in Missouri could expedite the influx of veterans into the truck transportation and warehousing sectors.

**Task Force Recommendation 11: Promote statewide standards for credentials.** The Task Force recommends that the Missouri Office of Workforce Development convene a working group with representatives from private, non-profit and public sector entities to promote its Missouri Industry Recognized Credentials program. The OWD maintains a centralized database of MIRC's, which are credentials that are valued or preferred by an industry for employment. The Office maintains MIRC's for 11 industries, including manufacturing and transportation and logistics. This program is designed to help local and regional agencies identify credentialing programs to direct job seekers towards in order to train them for development. Promoting the program through a network of public and private sector partners would help local and regional agencies strengthen their pipeline and help job seekers determine what skills they should pursue for employment in a field.

**Task Force Recommendation 12: Establish a tax credit for apprenticeship and job training programs for high-demand positions.** In order to build the pipeline for skilled labor, Missouri should encourage businesses to play a more active role in workforce development. A tax credit for on-the-job training programs targeted to high-demand positions, such as truck drivers or warehouse operators, would incentivize businesses to undertake these new programs by reducing their cost to the businesses. Illinois currently maintains an Apprenticeship Education Expense Tax Credit Program that allows employers to receive state tax credits of up to \$3,500 per apprentice, if that apprentice is enrolled in a U.S. Department of Labor-registered apprenticeship program. The Program provides additional tax credits if the apprentice resides in or the employer's place of business is in an underserved area. This model could be adopted in Missouri and tailored to high-priority positions that can contribute to supply chain resiliency.



## Childcare

**Task Force Recommendation 13: Expand childcare subsidies for employees.** Missouri currently offers a Child Care Subsidy Program to reduce the costs of childcare for families and provides additional resources for finding childcare. Families who participate in the Program are permitted to receive childcare from licensed providers, in-home care providers, and licensed-exempt providers, such as schools, businesses, and in-compliance religious facilities. Families that earn up to 138% of the Federal poverty level are eligible for this program, but Missouri expanded the income-eligibility cap to 215% through 2020 using funding from the CARES Act for COVID-19 recovery. Permanent extension of this income-eligibility cap could increase childcare access for families. The state could also increase the maximum subsidy amount for families to reduce the cost burden of childcare. For parents who work on second- or third-shifts, Missouri could expand child care subsidies to cover work shifts as well as day shifts to allow the parents time to sleep while their child is cared for.

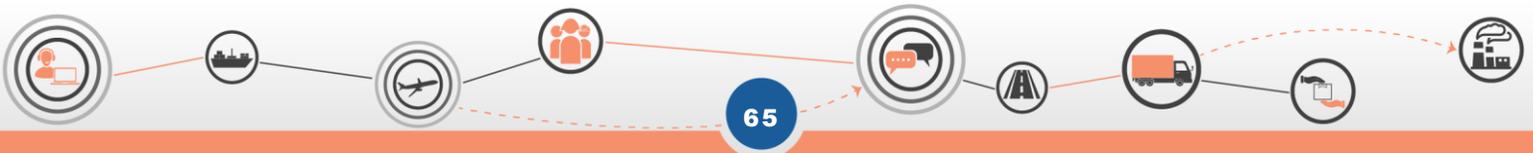
**Task Force Recommendation 14: Expand childcare subsidies for employers.** The Federal Employer-Provided Child Care Credit offers employers a tax credit of up to 25% of qualified childcare expenditures, which include direct operation of childcare facilities as well as childcare support for workers. Missouri could establish a similar tax credit for state corporate income taxes to incentivize businesses to assist their employees with childcare costs or operate their own childcare facilities.

**Task Force Recommendation 15: Offer incentives for on-site childcare provision.** Some businesses have established on-site childcare facilities for their employees to use. For example, Daimler Trucks partnered with KinderCare Education, a childcare provider, to build an on-site childcare center at its headquarters. This arrangement reduces the number of trips that a working parent has to complete in order to meet their family's needs and simplifies the scheduling process for families. The Task Force recommends that the Missouri Department of Social Services and Missouri Department of Economic Development establish standards and guidance for on-site childcare provision and assist businesses with identifying resources to support these programs.

## Housing

**Task Force Recommendation 16: Expand housing subsidies.** During the COVID-19 recovery process, Missouri used funding from Congress to establish a rental assistance program, the State Assistance for Housing Relief for Renters, for renters financially impacted by COVID-19. This program was limited to Missouri renters with income at or below 80% of Area Median Income, and its purpose was to help people who had lost income due to COVID-19 maintain their housing.

While this program was intended to address the extreme economic disruptions caused by COVID-19, the program nevertheless serves as a model that could be adapted to provide rental assistance for low-income employees struggling to find affordable housing in areas with housing shortages. The State could structure the program to be time-limited or use phase-out subsidies to encourage workers to find alternative housing or support systems after settling into their new jobs. Alternatively, the program could be structured to align with existing work incentive programs, providing rental or mortgage assistance for a worker's initial months of employment in the transportation, warehousing, or truck driving industries. The program could require a contribution from the employer in order to reduce program costs and encourage the company to support the worker during their transition period.



**Task Force Recommendation 17: Establish affordable housing incentives for new developments.** The Missouri Housing Development Commission is a state entity that administers Federal and state programs for affordable housing construction and housing assistance, in addition to providing affordable housing financing.

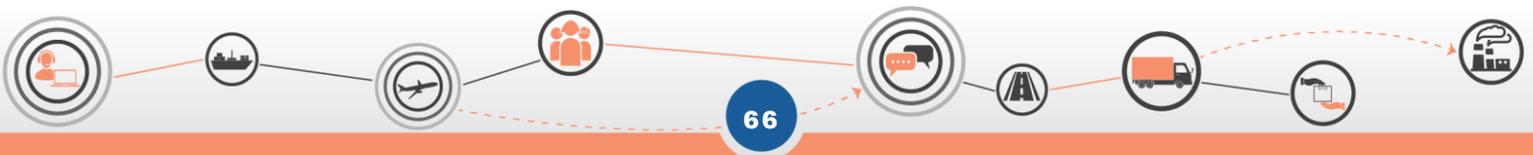
These programs include the Affordable Housing Assistance Program, which provides an incentive for businesses and individuals to provide funding, equity, services, or property to a non-profit community-based organization for affordable housing in the form of one-time tax credits. For the past three years, total tax credit issuances have been below the annual program funding, meaning the program is underutilized. These credits could be expanded in value or duration, or the State could fund the program at a higher level and promote its availability to potential donors in order to encourage greater participation in the program. An example of a company currently addressing this issue is Triumph, which works with local developers to guarantee affordable rentals for employees.

The MHDC also administers the Low-Income Housing Tax Credit program, which issues federal and state tax credits to developers. Developers in turn sell the credit to investors to obtain funding for construction. In 2020, MHDC adjusted the application process for the tax credits to increase the ranking of projects that provide workforce housing or connect to other economic development projects, such as providing housing near a new employment center. As with the AHAP, the State could adjust its tax credits to be higher in value or duration and could promote the program more aggressively. Since MHDC has increased the value of projects that tie to other economic development projects, the State should partner with economic development agencies and chambers of commerce to incorporate the LIHTAC program into economic development programming and marketing materials for the transportation, logistics, and manufacturing sectors.

**Task Force Recommendation 18: Provide incentives to municipalities to enact zoning reform.** Zoning regulations determine how land can be developed, for what purpose, and to what level of intensity or density. These regulations can significantly impact the quantity of housing in an area, which in turn affects housing costs. Zoning regulations are generally set at the municipal level by city or county governments. However, Missouri can offer incentives for municipalities to adopt zoning regulations that support housing development, such as establishing eligibility requirements for state grant programs that require municipalities to expand zoning for multifamily housing or increase residential density. Missouri can also offer technical assistance for comprehensive land use planning to help municipalities accommodate growth and expand their housing supply as part of economic development planning efforts.

## *Transportation*

**Task Force Recommendation 19: Establish dedicated microtransit programs for employment centers.** Microtransit services represent an advancement in traditional demand-response transit services, making these services more accessible, flexible and responsive. Demand-response transit services operate flexible routes that are based on riders' specific trip requests. Historically, their routes had to be built several days in advance due to limited service capacity. Microtransit systems use smartphone applications and tech-enabled call centers to schedule trips and build routes in "real-time," giving customers greater flexibility for travel and reduced wait times for pick-up. This type of service can be coordinated with shift changes to central locations and can potentially be accessed at any time of day or night.



Microtransit services have been deployed throughout the country to provide workforce transportation. In early 2022, the University of Wisconsin-Milwaukee and the Southeastern Wisconsin Regional Planning Commission established FlexRide Milwaukee, a microtransit service designed to connect Milwaukee residents to employment centers in the neighboring cities of Menomonee Falls and Butler. This program allows current and prospective employees to request trips from the Milwaukee County Transit System's service area to an area of concentrated jobs. Business organizations and the Waukesha-Ozaukee-Washington Workforce Development Board are working with the FlexRide program to recruit employers and build the number of eligible workplace destinations. The program is funded to run through Fall 2022, at which point the program will be evaluated to determine its success.

The Task Force recommends that MoDOT work with the Missouri Public Transit Association to provide technical assistance and planning support to transit providers for microtransit service planning. Federal funding is also available for planning and implementing microtransit projects through multiple grant programs, including the Federal Transit Administration's Accelerating Innovative Mobility program and the Helping Obtain Prosperity for Everyone program. Additionally, the Missouri Legislation added \$7 million to the Transit Operating Assistance fund, in the FY2023 budget—a significant increase from its \$1.7 million funding level in FY2022 that could provide resources to fund these new programs.

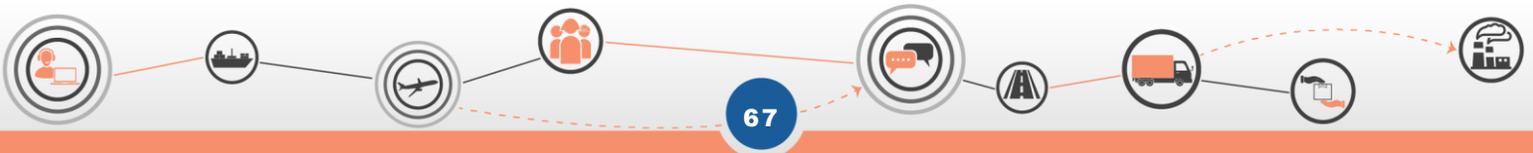
**Task Force Recommendation 20: Establish funding agreements with employers.** A funding agreement with employers represents a public-private partnership between the employer, the transit service provider, and/or the public agency to fund the costs for providing workforce transportation to the employer's workers. Many transit providers have established standard procedures for arranging such agreements with employers. The Dallas Area Rapid Transit Authority maintains an Interlocal Agreement program for standing up transit service within specific geographic areas. The agreements have been used to provide service in municipalities and for private companies, including warehouse operators. These agreements establish cost-sharing commitments from partners, define service routes and schedules, establish service quality standards and a methodology for the service provider or contractor to meet those standards, and a statement demonstrating how accessibility for people with disabilities and other mobility challenges will be provided under the service.

The Task Force recommends that MoDOT work with the Missouri Public Transit Association to create guidance and recommended standards for transit agencies to establish funding agreements with employers in areas not served or underserved by transit. These agencies can also coordinate on outreach to transit agencies around the state to encourage them to study and evaluate these partnerships as workforce transportation solutions in their communities.

**Task Force Recommendation 21: Establish partnerships with rideshare companies to subsidize rides.**

Rideshare partnerships are agreements established between a transit provider or a public agency and a Transportation Network Company, like Uber, Lyft, or taxi companies. A TNC uses a network of independent operators to provide on-demand transportation service to customers, who use the TNC's common platform to arrange trips with the independent operators and pay for the trip. Under a rideshare partnership, the transit provider or public agency establishes a program to subsidize trips for customers on rideshare vehicles.

Many transit agencies have established these rideshare partnership programs as a "first-mile/last-mile" solution to allow customers to travel to or from a fixed-route transit stop or as replacement services for customers when transit service is no longer running, i.e., as a late-night service or emergency ride home. In 2019, the Valley Regional



Transit Authority, which serves the Boise, ID metropolitan area, established VRT Late Night to subsidize trips for low-income workers traveling between the hours of 9pm and 6am, recognizing that fixed-route transit did not operate at the hours when these workers needed to travel.

The Task Force recommends that MoDOT work with the Missouri Public Transit Association to create guidance and recommended standards for transit agencies to establish TNC partnerships. These agencies can also coordinate on outreach to transit agencies around the state to encourage them to study and evaluate these partnerships as workforce transportation solutions in their communities.

**Task Force Recommendation 22: Expand transit service brokerage and coordination services.** Transit service brokerage and coordination services consist of a centralized agent who coordinates trips for customers across multiple transit providers. This model is often established for specific transit programs, such as Human Services Transportation or Non-Emergency Medical Transportation programs that connect customers with specialized transportation services under certain eligibility conditions. In Missouri, NEMT is administered through the state Medicaid program, MO HealthNet. MO HealthNet operates a trip booking system via a centralized phone-based system for all statewide NEMT trips.

A brokerage model reduces the administrative costs for providers by eliminating the need for each provider to maintain its own trip booking and scheduling system and expands the geographic coverage of transit service by connecting several smaller providers into a more comprehensive network. Additionally, the model streamlines the customer experience by establishing a single point of contact in an environment where a customer has multiple options available to them but may not be able to use a given transit provider in all circumstances due to the provider's capacity or eligibility requirements for travel.

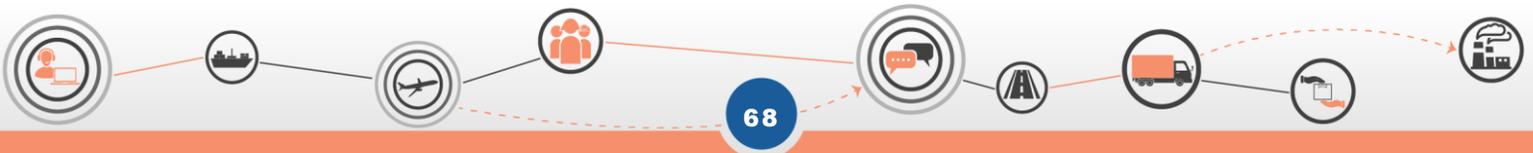
The Task Force recommends that MoDOT coordinate with the Missouri Department of Social Services, Area Agencies on Aging, MO Rides, and the Missouri Independent Living Council to identify specialized transit programs and providers. These organizations could conduct a joint study to identify opportunities for establishing transit brokerage models or expanding existing brokers to incorporate additional transportation programs into their portfolios.

## Regulatory & Programming Opportunities

Some of the issues impacting supply chain issues in Missouri have the potential to be addressed by new or modified regulations and government-sponsored programs. The recommendations fall under four categories: truck driver attraction and retention, truck driver work environment, emergency response, and reduced costs for port investment. A total of 10 recommendations are described in the following subsections.

### *Truck Driver Attraction and Retention*

Truck driver attraction and retention has been an issue for the industry for many years. In 2021, the American Trucking Association estimated that the industry will be short 80,000 drivers, a historic high. This shortage is anticipated to continue increasing beyond the current 80,000 drivers. The industry has struggled with early retirement of seasoned drivers as well as retention of new drivers. While this issue is often referred to as a truck driver "shortage", it is more related to the challenges with attraction and retaining drivers in the field, as there are



many aspects of truck driver training, licensing, and other resources that could be improved to help increase driver attraction and retention, as described in the following recommendations.

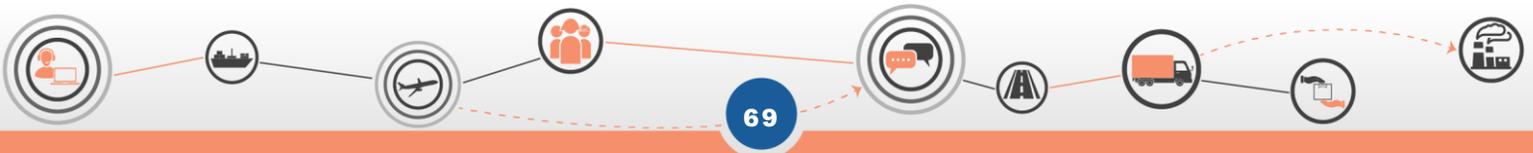
**Task Force Recommendation 23: Leverage and expand access to commercial driver training programs in rural areas of the state.** The Task Force heard from several presenters concerning new federal regulations requiring additional training for drivers. Many of the larger trucking firms are providing the training in-house; however, independent drivers or people considering entering the field are having difficulties accessing training opportunities due to both cost and geographic location. Leveraging and expanding commercial driver training programs, particularly in rural areas of the state, would be benefit for new drivers as well as incumbent drivers who need to renew or upgrade licensee requirements. By leveraging and expanding both public and private resources for commercial driver training, a pipeline of skilled workforce can be better cultivated.

**Task Force Recommendation 24: Promote standard for companies to hire dockworkers and pay while training to become driver.** Apprenticeships and on-the-job training programs for dockworkers seeking to become truck drivers are an effective way to train on-the-job. The Task Force heard from presenters that while an effective training and recruitment strategy, it is uncommon for commercial driver trainees to be compensated during their training programs. It is often not feasible for potential drivers to forego pay during this training period, and the Task Force recommends that the state promote standards for companies to provide payment to help encourage more potential drivers in Missouri.

**Task Force Recommendation 25: Promote stackable credentials for commercial driver's license and dockworker certifications that follow employees throughout their career.** Allowing workers to build credentials that are transferrable to different companies and industries enables employee flexibility in taking advantage of better job opportunities without jeopardizing their career progression.

**Task Force Recommendation 26: Provide resources for drug rehabilitation facilities to reduce number of drivers leaving the field.** The Task Force heard from several presenters that discussed the challenges with retaining drivers due to positive random drug testing. It is recommended that the state provide information on existing resources and additional resources for drug rehabilitation facilities where gaps exist to support drivers in their recovery rather than risk them leaving the industry all together. In addition to helping to address the driver shortage issue, it also provides public health benefits by reducing drug use in the state. The Task Force also recommends that the state encourage trucking companies to provide support for drivers that wish to return to their driving jobs after completing rehabilitation, as it currently requires corporate sponsorship and represents an additional hurdle in retaining drivers.

**Task Force Recommendation 27: Align Missouri's commercial driver's license requirements with other states.** Expanding access to CDLs in Missouri will make it easier for potential drivers to acquire a CDL and operate within the state. Due to existing federal laws, the drivers that are not U.S. residents face additional obstacles to be CDL-licensed in any state, including providing proof of residency. However, states have flexibility in determining what documentation demonstrates proof of residence, and some states have relaxed these requirements to encourage more truck drivers. In Nevada, an acceptable form of documentation establishing residency includes a motel, hotel, campground, or recreational vehicle park receipt showing that the applicant has been residing in Nevada for at least 30 consecutive days. In Alabama and California, applicants may provide school enrollment documentation, which could cover a driver training school program. In Connecticut, a variety of documents,



including school records and other statements, do not need to include a postmarked envelope and may have been sent to a P.O. Box or by email to the applicant. By contrast, in Missouri residence is defined as “person’s true, fixed, principal, and permanent home, to which a person intends to return and remain, even though currently residing elsewhere. A post office box is not allowed as a residential address.”

The Task Force recommends that Missouri do a thorough review of CDL requirements of other states, and align its CDL requirements with other states’ best practices – including modifying the documentation establishing residency in Missouri to support additional training and hiring of truck drivers in the state – to see if any modifications should be made. Doing so would help support programs such as the Crowder College Driver Training program, which has had multiple participants from Puerto Rico who are not permitted to apply for a Missouri CDL. While the program has successfully increased national drivers, it is not helping businesses located in Missouri in addressing the shortage.

### ***Truck Driver Work Environment***

The Task Force heard from presenters that drivers are using their available hours of service waiting at customer facilities to drop off or pick up loads, looking for available truck parking, trying to find customer facility, and in roadway congestion. At shipper facilities, truck drivers are often forced to wait several hours a day to load/unload freight and struggle to maximize their available time spent driving. Research conducted by the Massachusetts Institute of Technology Freight Lab estimates that truck drivers only spend on average about 6.5 hours per day driving out of 11 available hours. If shippers were able to expedite the process by utilizing appointment windows and other methods to reduce the time to load/unload a trailer, the MIT Freight Lab estimates that an additional 12 minutes per day spent on the road per driver would end the driver shortage.<sup>14</sup> Securing available truck parking is also a significant challenge. In Missouri, 87 out of 141 truck parking locations exceeded 100% utilization for the peak time of 2 am to 3 am. Beyond designated truck parking facilities, many drivers do not have access to basic amenities like bathrooms or food vending at customer facilities. Addressing these issues may help reduce the driver shortage and improve retention by improving the quality of the work environment for drivers.

**Task Force Recommendation 28: Develop a uniform rating system for preferred facilities.** The Task Force heard from presenters that truck drivers often struggle with long wait times and lack of access to critical amenities such as bathrooms or food/drink vending while at customer facilities. Long wait times take up valuable hours of service time, and drivers are often not compensated for the time they spend waiting to pick up/drop off cargo. It is also uncomfortable and dehumanizing to not be provided access to basic needs at these sites, similar to what would be provided to any visitor of a public building.. The Task Force recommends that the Missouri Trucking Association, and Owner-Operator Independent Drivers Association and other trucking advocacy groups collectively develop a uniform rating system to identify and promote preferred facilities for truck drivers. Companies that provide key amenities would receive a Preferred Facility Certification in one of three levels – platinum (highest), gold, or silver. Companies and drivers could use the system to determine costs and whether to serve that facility, encouraging more facilities to increase efficiency for trucks. Amenities to be considered in the certification evaluation include, but are not limited to:

<sup>14</sup> <https://ctl.mit.edu/news/latest-us-driver-shortage-requires-long-term-solutions>

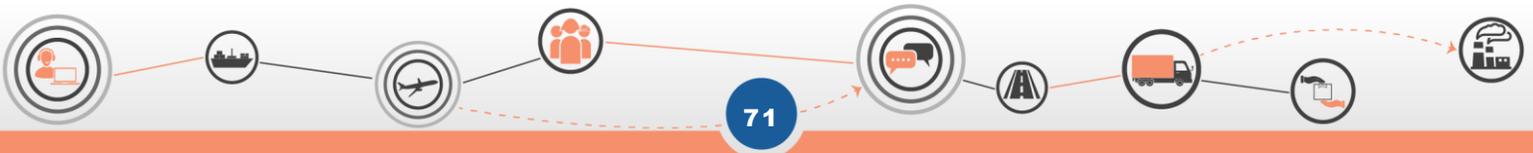
- Access to bathroom;
- Access to breakroom/vending for food and drink;
- Access to on-site overnight parking;
- Appointment system for drop-off and pick-up;
- Guaranteed two-hour turnaround for loading or unloading;
- Clear signage and wayfinding to/from freight facilities and on-site; and
- Clear and comprehensive safety standards to protect drivers accessing the site.

**Task Force Recommendation 29: Safe technology communication method for inside the truck and on changeable message boards to alert drivers to hazards and available truck parking.** It is challenging to communicate important information to truck drivers that are on the road, such as roadway hazards or available truck parking. Because of concerns with distracted driving, it is important to develop communication methods that can relay critical information inside the truck without posing any safety risk to the driver. The Task Force recommends that the state and MoDOT develop a communication method accessible by any driver that can safely and effectively deliver key information to drivers in Missouri.

**Task Force Recommendation 30: Increase truck parking availability at public and private sites.** Demand for truck parking in Missouri during nighttime peak periods exceeds overall capacity by more than 2,300 spaces. Out of 141 designated truck parking sites within a half-mile of the interstate system, 87 sites (62%) are at or over capacity from 2-3 a.m. A cluster of over-capacity sites exist on I-35 northeast of Kansas City, most of I-44, I-70 west of I-270 and near the I-55/I-57 interchange. These locations also experience a high number of trucks parked on interstate right-of-way, which poses a significant safety concern for both truck drivers and other motor vehicles. The Task Force recommends that MoDOT and private operators of truck parking sites invest in increasing availability in areas that are known to have high demand and insufficient capacity, on both interstate and non-interstate roads. Local communities that experience frequent unauthorized truck parking can encourage the development of safe and secure truck parking by modifying zoning and permitting rules to require on-site staging parking at large freight-centric businesses, an approach that the Task Force also recommends to mitigate this important safety issue in the trucking community.

## *Emergency Response*

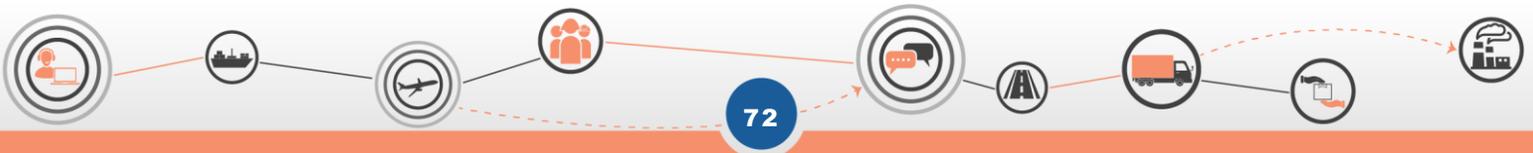
**Task Force Recommendation 31: Encourage the development of a forum for determining fair market rates for truck towing emergency response situations.** There is an issue in the trucking industry in Missouri where many trucking firms do not have standing agreements with tow companies called to scene by emergency responders, which are needed to clear the roads quickly, reduce risk to responders, and reduce secondary crashes and delays. Although many trucking firms have negotiated towing rates with some tow companies in the state, it is not always those same companies that are called to scene by an emergency responder. As a result, trucking firms have noted receipt of unexpectedly large bills from tow companies, which increases the cost of doing business in Missouri. However, it is important for tow companies to be compensated fairly in these situations to ensure that



roads can be cleared quickly. The Task Force recommends that the Missouri Trucking Association and Owner-Operator Independent Drivers Association take the lead on developing a mutually agreeable forum for trucking companies and tow companies in Missouri to discuss and negotiate fair market rates for when tow companies are called to the scene by emergency responders and that can serve as an alternative dispute resolution forum when billing disputes arise. This will provide a quicker, lower cost, informed dispute resolution forum than the court system. This action will help ensure the safety of Missouri roadways during emergency situations while recognizing that unexpected costs can put additional burden on carriers operating in Missouri.

### ***Reduced Costs for Port Investment***

**Task Force Recommendation 32: Develop a waterways trust fund to allow multi-fiscal year construction with appropriated revenue.** For the last eight years, Missouri’s budget has included an annual General Revenue appropriation for capital improvements at public port authorities. However, there exists an issue with the timing of the allocation of annual state funds as compared to a typical construction season of Missouri River ports. Construction generally occurs during April to October while Missouri’s annual funds expire annually in July, since the state allocated funds are valid from July 1–June 30 each year. Because the state’s timeline and construction timelines are not aligned, it leads to challenges with completing construction projects as planned. Factoring in inflation, this adds fiscal constraint in the budget process. Contractors often include a premium on the bid prices to account for the split construction season due to the fiscal year appropriation and weather variability. In addition, other factors such as flooding/high water levels may result in partially or completely missing an entire construction season, increasing the cost of the needed capital improvement. The Task Force recommends that the state establish a waterways trust fund, which could be leveraged at any time and over a multi-year period, to acknowledge the realities behind financing port-related projects.



# Appendix A. Supply Chain Legislative Actions in Peer States

## February 10, 2022

The legislatures of states surrounding Missouri currently are considering a variety of measures designed to strengthen the supply chains of important private-sector manufacturing, logistics and distribution industries and firms.

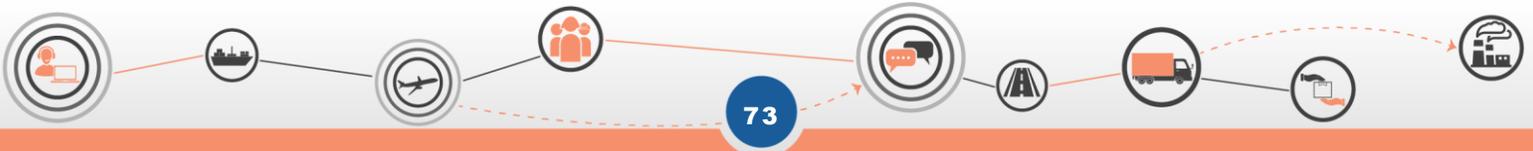
Below is a high-level overview of representative measures currently being considered to improve the safety, efficiency or other attributes of the individual state's overall supply chain. This overview was compiled based on publicly available sources accessed on Feb. 3, 2022. The overview does not include:

- Transportation-related appropriation legislation;
- General tax provisions or revisions benefitting a broad range of private-sector industries; or
- Resolutions stating the sense of the legislature on a topic but that have no force in law.

Whether these bills become law will be unknown for some weeks. Complex or costly legislation often are not approved or rejected until late in legislative sessions, a tendency likely to be exacerbated by election-year dynamics. Bills - whether actual measures or subject-matter placeholders - also may change through committee or floor amendment or substitution.

## A.1 State Legislation

- Arkansas** No current supply chain legislation is contemplated by the state legislature, which meets biennially in odd-numbered years to address appropriations only. The deadline for filing non-appropriation legislation, which can only be considered by a vote of 2/3 of both chambers, is Feb. 14.
- Illinois** The Illinois General Assembly is considering a wide range of supply chain legislation. Examples of bills under consideration include:
- [Awards additional economic development assistance to private-sector developments that, in addition to other factors, are location efficient](#) (maximizes the use of existing investments in infrastructure).
  - [Pay cash awards for developing innovative products or services that Illinois companies or industries, including transportation and logistics, can market.](#)
- Iowa** There are currently no bills filed that are identified as related to the supply chain, logistics or distribution.
- Kansas** The Kansas legislature is considering a variety of bills that would directly or indirectly affect the state's supply chain. Examples of proposed legislation include bills that would:
- [Establishing maximum length for trains to operate in Kansas.](#)
  - [Providing for the use and regulation of autonomous motor vehicles.](#)
  - [Prohibiting the Kansas highway patrol from conducting commercial motor vehicle](#)



[spot inspections on certain highways unless certain conditions exist.](#)

**Nebraska** There are currently no bills filed that are identified as related to the supply chain, logistics or distribution.

**Oklahoma** The Oklahoma legislature is considering a variety of bills that would directly or indirectly affect the state's supply chain. Examples of proposed legislation include bills that would:

- [Increase the legal weight limits for vehicles powered by non-diesel fuel sources.](#)
- [Establish a weigh-station preclearance program and weigh-in-motion.](#)
- [Expand advanced mobility technologies usage.](#)

**Tennessee** There are currently no bills filed that are identified as related to the supply chain, logistics or distribution.

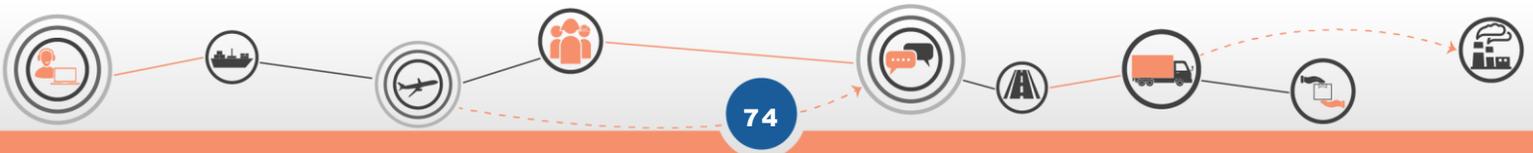
## A.2 Federal Legislation

Additionally, the 117th session of Congress has considered a broad range of legislation with potential supply chain impacts. Representative examples of legislation that have been introduced, assigned to committee and received action in at least one chamber include:

- [HR 6478](#) - Establishes the Office of Supply Chain Resiliency within the Department of Commerce to provide expansion support to companies and supply chains in the United States that are vulnerable to shortages and price increases. See similar: [HR 5505](#); [HR5495](#); [HR 5479](#); [HR 5124](#)
- [HR 3848](#) - Creates a national commission to study and make recommendations regarding how to strengthen the nation's supply chain network. See similar: [HR 2279](#); [HR 171](#).
- [HR 5846](#) - Directs the Secretary of Transportation to establish a program to provide grants to motor carriers and motor private carriers to transport goods during a national emergency or a period of time in which there is a certain percentage of port congestion.
- [HR 3523](#) - Directs the National Highway Traffic Safety Administration (NHTSA) to implement regulations to require speed-limiting technology on all new commercial motor vehicles.
- [HR 2187](#) - Authorizes appropriations through FY2026 to the Department of Transportation (DOT) to provide parking for commercial motor vehicles on the federal-aid highway system.

With the passing of the Bipartisan Infrastructure Law, known as the Infrastructure Investment and Jobs Act, states will receive a large influx of federal funding for roadway and bridge projects that can lead to economic prosperity. Missouri and surrounding states will receive funds over the next five years for roadway, bridge and multimodal projects:

Arkansas	\$3.8B
Illinois	\$11.2B
Iowa	\$3.8B
Kansas	\$2.8B
Kentucky	\$5.1B
<b>Missouri</b>	<b>\$7.0B</b>
Nebraska	\$2.2B
Oklahoma	\$4.6B
Tennessee	\$6.2B



They will also be eligible to compete for [Federal grant awards](#) for freight projects of national and regional significance on a recurring yearly basis.

## A.3 Economic Development and CAV Activities Affecting Supply Chain

It is common in all states to propose multiple bills focused on economic development incentives for businesses to relocate or continue to thrive in their state. Connected and Autonomous Vehicles (CAV) will also soon play a major role in supply chain movements. Below are a few recent examples of economic development incentives and CAV legislation that can have an impact on supply chain:

**Illinois** The Senate introduced a bill allocating American Rescue Plan Funds (ARPA) in the amount of [\\$50 million to fund start-up costs for businesses](#) during the COVID-19 public health emergency and fund businesses or organizations engaging in the recovery effort to reactivate vacant spaces in high traffic areas like downtowns - this funding is associated with the Back to Business Grant Program. ARPA funds can be used for economic opportunity grants, contracts and operational costs associated with development and job training and workforce recovery programs.

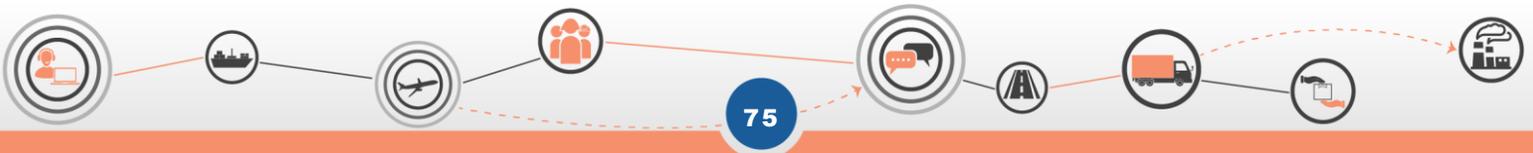
**Kansas** Governor Laura Kelly announced the launch of the [Building a Stronger Economy \(BASE\) program](#). BASE is a new grant opportunity to help support infrastructure development and advance economic development opportunities across Kansas.

Additionally in 2021, Kansas sought a ATCMTD grant for the Great Plains Rural Freight Technology Corridor Project which will improve safety and economic productivity on U.S. 83, a two-lane Kansas Critical Rural Freight Corridor. It installs 100 miles of fiber-optic cable and advanced technologies to deliver traffic, weather and other operational information to commercial trucking to optimize freight routing. Benefits also include safety and congestion relief for highway users and improved economic opportunities for low-income communities of color.

**Nebraska** Nebraska is seeking to fully fund the [Rural Projects Act](#) which would be used to aid businesses seeking to relocate to Nebraska with infrastructure needs such as rail and land to build.

**Oklahoma** Oklahoma currently has three legislative bills dealing with autonomous and connected vehicles and their operation on public roads, licensing and operator requirements. Here is the [most recent version](#) of one of the bills.

[Under federal rules](#), “transportation infrastructure projects are generally ineligible as a response to the public health and negative economic impacts of the pandemic; however, a recipient could fund these projects as a government service up to its amount of revenue loss, provided that other restrictions on use do not apply” (p. 4340). This provision currently is being used by only Colorado of the states surrounding Missouri in [replacing revenue in their Multimodal Transportation, Highway Users Tax and State Highway Funds](#). Additionally, federal regulations allow ARPA funds to be spent on transportation infrastructure elements that are incidental to water and sewer projects.



# Appendix B. Workforce Transportation Solutions for the Warehousing & Manufacturing Sectors

TO: Missouri Supply Chain Task Force  
 FROM: Katie Kirk and Baird Bream, Cambridge Systematics  
 DATE: April 18, 2022  
 RE: Workforce Transportation Solutions for the Warehousing & Manufacturing Sectors

This memo provides an overview of workforce challenges in the warehousing and manufacturing sector and identifies best practices for workforce transportation service provision. This memo is intended to provide the Missouri Supply Chain Task Force (SCTF) with a range of potential solutions that can address barriers to workforce participation for employees in the warehousing and manufacturing sectors. These solutions include dedicated microtransit programs serving employment centers, rideshare partnerships, transit service and coordination brokerage services, and funding agreements between public agencies and employment centers.

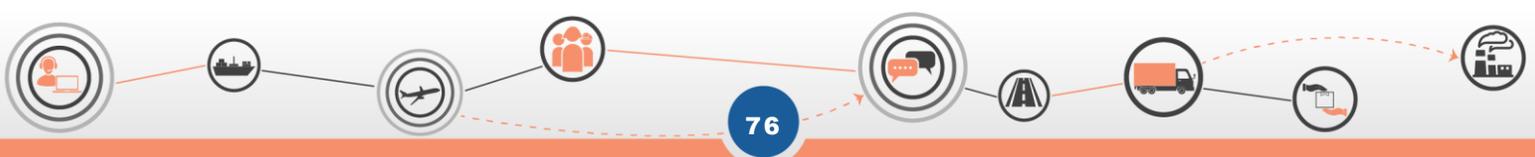
## B.1 Workforce Challenges in the Warehousing and Manufacturing Sector

### Workforce Readiness

The warehousing and manufacturing sectors offer many career pathways that do not rely on degrees from four-year colleges or universities. However, many careers in these sectors, even at the entry-level, require training and/or certification for employees to be workforce-ready. These certification programs are often linked to technical skillsets that are involved in the work environment and allow workers to demonstrate their proficiency with tools, technologies, processes, and regulations involved in warehousing operations or industrial production. Common certifications for these sectors are presented in Table A1.

TABLE A1. COMMON CERTIFICATIONS FOR ENTRY-LEVEL JOBS IN THE WAREHOUSING AND MANUFACTURING SECTORS

Warehousing Sector	Manufacturing Sector
<ul style="list-style-type: none"> <li>• Certified in Production and Inventory Management</li> <li>• Certified Supply Chain Professionals</li> <li>• Forklift operator</li> </ul>	<ul style="list-style-type: none"> <li>• National Career Readiness Certificate (NCRC)</li> <li>• Certified Welder</li> <li>• Certified Production Technician (CPT)</li> </ul>



- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Commercial Driver's License (CDL)</li> </ul> | <ul style="list-style-type: none"> <li>• Precision Sheet Metal Operator (PSMO)</li> </ul> |
|---|---|

While these requirements can be obtained in a relatively short amount of time, with certification programs taking as little as six weeks or as long as a year to complete, many of these programs require people to demonstrate their skills and pass an assessment in a simulated or actual work environment. For example, the Missouri CDL certification program includes a skill testing component that must be completed at a defined Missouri State Highway Patrol CDL Test Site.<sup>15</sup>

Although these certification programs ensure that workers are able to perform their tasks safely and efficiently, their existence necessitates the establishment of a pipeline to prepare workers for employment in these fields. When a manufacturing plant or logistics center opens or expands its operations within an area, the business must be confident that the workforce in the area will be available to meet the increased demand for labor.

## Barriers to Workforce Participation

The availability of the workforce, however, is not only shaped by a worker's individual skillset. The on-site requirement of training programs raises an additional component of workforce readiness that can greatly influence the supply of labor: geographic access. A worker may be constrained in their ability to access job training facilities and employment centers based on where they live and what options they have to travel. Accessible transportation, affordable housing, and reliable and affordable childcare can all create barriers to workforce participation for workers in the warehousing and manufacturing sectors.

Since warehouses and manufacturing facilities have large physical footprints and rely on access to highways in order to access markets, they are often located in areas with lower land costs where facilities are spread out over a distance.

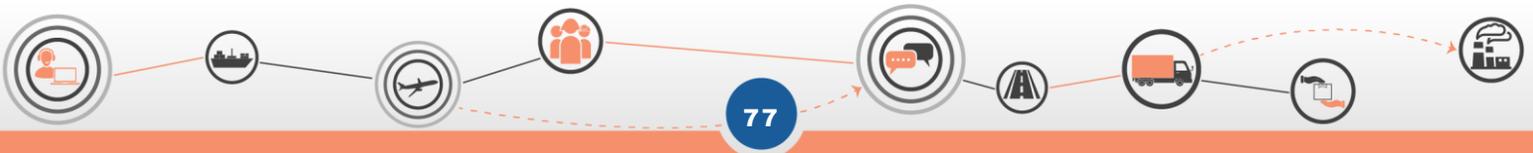
While the locations in which the facilities are located may have low housing costs due to low land costs, the large industrial footprints may limit the amount of housing that can be built, either due to land use regulations or unattractive markets for developers. The noise, emissions, and other impacts associated with industrial production and freight movement also means these facilities are situated far away from residential areas. Affordable housing in residential areas may therefore be located far away from the job sites, requiring long and costly commute times.

Low-income households, who fill many of the entry-level roles at warehouses and manufacturing plants, are less likely to have access to a vehicle and spend more of their income on transportation than higher-income households.<sup>16</sup> Lengthy commutes in private vehicles can exacerbate these household costs, reducing the economic value of the job.

However, transit access to these employment centers can be difficult to provide for a similar reason: the geographic separation between housing and employment reduces the density of activity that is favorable to effective public transit service. When transit can connect these origins and destinations, it often does so with limited pick-up locations in order to keep travel times low, limiting the number of access points for workers. These transit services also often operate at a low frequency since it can take too long for the

<sup>15</sup> Missouri Department of Revenue. Commercial Drivers License Issuance. <<https://dor.mo.gov/driver-license/issuance/commercial/>>

<sup>16</sup> U.S. Department of Labor Bureau of Labor Statistics. Consumer Expenditure Survey.



vehicle to complete its route and return to service. If a worker misses their trip, they may have to wait upwards of an hour for the next trip, which can cause them to miss their shift.

Another risk raised by a missed transit trip highlights another barrier to workforce transportation: accessible childcare. If a worker misses their transit trip and has to wait an hour, they may miss their pick-up window at a childcare facility and lose access to that service. However, the number of childcare facilities is similarly constrained in lower-density areas where these employment centers are located, raising costs and limiting options for working families.

## B.2 Transportation Solutions for Workforce Challenges

The geographic barriers to workforce participation can be addressed with more cost-effective alternative transportation solutions. These solutions include dedicated microtransit service for employment centers, rideshare partnerships, transit service coordination and brokerage services, and funding agreements between employment centers and public agencies. Table A2 provides brief descriptions of each solution and highlights the solution’s benefits:

TABLE A2 SUMMARY OF WORKFORCE TRANSPORTATION SOLUTIONS

Solution	Description	Benefits
<b>Dedicated microtransit service for employment centers</b>	Flexible transit systems designed to connect workers with specific employment centers	<ul style="list-style-type: none"> <li>Improves responsiveness of transit in low-density areas</li> <li>Leverages technology for more flexible scheduling and routing</li> </ul>
<b>Rideshare partnerships</b>	Subsidized trips for flexible workforce transportation provided by Transportation Network Companies (TNCs) like Uber, Lyft, or taxi cabs	<ul style="list-style-type: none"> <li>Allows supply of service to scale with demand</li> <li>Leverages TNC platforms for scheduling, booking, and payment</li> </ul>
<b>Transit service coordination and brokerage services</b>	Centralized system for booking and scheduling trips across several smaller service providers	<ul style="list-style-type: none"> <li>Increases geographic scope and coverage of services</li> <li>Reduces administrative costs for service providers</li> </ul>
<b>Funding agreements with employment centers</b>	Partnership agreements with employers to cover transportation costs for dedicated service	<ul style="list-style-type: none"> <li>Reduces operating costs for service providers</li> <li>Can establish greater consistency in funding sources</li> </ul>

These solutions focus on expanding the accessibility, availability, and reliability of transportation services. Many solutions leverage available technologies in trip planning, scheduling, and delivery. Since these solutions are often designed to meet non-traditional transit commutes or address the needs of specific populations or geographies, they represent effective strategies to reduce barriers to work for low-income workers who need to travel to and from large warehousing or manufacturing employment centers. An overview of best practices and case studies for these service offerings follow.

## Dedicated Microtransit for Employment Centers

Microtransit services apply technology solutions to traditional demand-response transit services to make them more accessible, flexible, and responsive. Demand-response transit services schedule flexible routes based on the patterns of origins and destinations requested by riders. Demand-response services often operate in areas with population densities that are too low to support the higher capacity of a fixed-route system and instead rely on smaller vehicles; these environments include urban areas as well as rural areas. These programs use call centers for trip booking and scheduling software to build routes. Because of the multiple systems involved and the limited service capacity, customers have to arrange their trips several days in advance and receive a dedicated timeframe for pick-up and drop-off.

Microtransit systems leverage advancements in scheduling and routing software, providing customers with smartphone applications and tech-enabled call centers to request trips in “real-time.” These services give customers greater flexibility for travel and reduce wait times for pick-up compared to traditional demand-response services. Microtransit has been implemented under a variety of models, from turnkey contracting operations with companies that provide the software, vehicles, and operators to more targeted deployments that incorporate new software into a transit provider’s existing service network.

### Best Practices

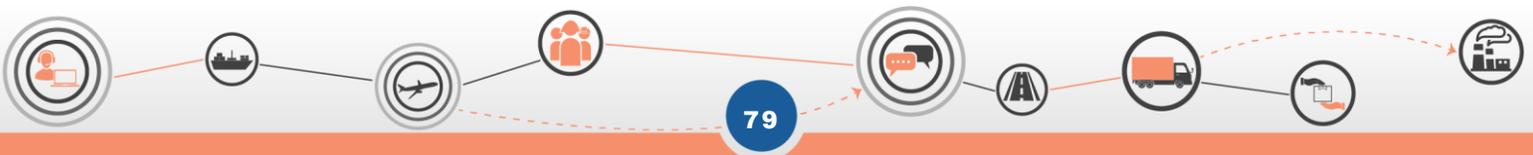
Microtransit is most effective when it is implemented to serve a well-defined purpose. This practice may involve defining a specific rider population to serve (e.g., the elderly), establishing a geographic area (e.g., a downtown district) in which the service operates, or meeting demand for a particular travel pattern (e.g., nonstandard work commutes for third-shift workers).

Microtransit services often struggle to accommodate a higher level of demand than predicted since the small vehicles and low wait times that customers expect limit the available capacity to absorb a large number of riders. As a result, microtransit services should prioritize providing a high level of service quality to a well-defined base of ridership. This prioritization may require setting limits on the number of trips a customer may take, the locations to which a customer may travel, and the span of service in which the service operates.

Since microtransit programs often leverage new service models and tools and are deployed for specific use cases, riders may be unsure of how to access the service and where they can travel on the vehicles. Persistent engagement campaigns are essential to build familiarity with the new system. Engagement efforts should work with community advocates and institutional partners from the private, public, and non-profit sectors to establish community trust and widen reach.

### Case Studies

In early 2022, the University of Wisconsin-Milwaukee and the Southeastern Wisconsin Regional Planning Commission established FlexRide Milwaukee, a microtransit service designed to connect Milwaukee residents to an “employment zone,” consisting of employment centers in the neighboring cities of Menomonee Falls and Butler. The purpose of the program is to close the first-mile/last-mile gap between the existing transit service area and suburban employment centers. This program allows current and prospective employees to request trips from zones within the Milwaukee County Transit System (MCTS)’s service area to an area of concentrated jobs. Participants must apply to the program, and if they are approved, they receive a dedicated access code to make trips requests. Trips can be requested in real-time through a smartphone application or a call center. Customers are able to request wheelchair-accessible vehicles.



Business organizations and the Waukesha-Ozaukee-Washington Workforce Development Board are working with the FlexRide program to recruit employers to participate and build the number of eligible workplace destinations within the program zone. The program is funded to run through Fall 2022, at which point the program will be evaluated to determine its success.

## Rideshare Partnerships

Rideshare partnerships are agreements established between a transit provider or a public agency and a Transportation Network Company (TNC), like Uber, Lyft, or taxi companies. A TNC uses a network of independent operators (who often drive their own vehicles) to provide on-demand transportation service to customers. These customers use the TNC's common platform, such as a smartphone application, website, or call-in number, to arrange trips with the independent operators and pay for the trip. Under a rideshare partnership, the transit provider or public agency establishes a program to subsidize trips for customers on rideshare vehicles. Since the rideshare company uses a common platform for trip booking,

Many transit agencies have established these rideshare partnership programs as a way to fill in gaps in their transit network, using rideshare vehicles as a “first-mile/last-mile” solution to allow customers to travel to or from fixed-route transit stop that is more than a quarter-mile from their origin or destination.<sup>17</sup> These services have also been used as replacement services for customers when transit service is no longer running, i.e. as a late-night service or emergency ride home.

### Best Practices

Best practices for rideshare partnerships establish parameters in the subsidy structure to manage costs and set clear standards for accessibility to ensure that rider needs are met.

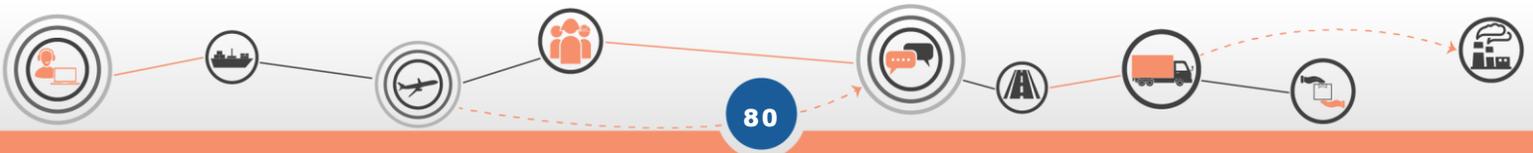
Parameters for the subsidy structure should include a maximum value that the transit agency will cover for each customer. The value may be structured as a per-trip maximum or a cap on the number of trips for which a customer may receive subsidies. The subsidy structure may also be limited to certain riders, such as the elderly, people with disabilities, or other members of a specified program (e.g., Medicaid recipients), depending on the intended purpose of the subsidy program. Since rideshare providers use a common platform for trip booking, it is possible for an agency to adjust the program requirements. These parameters enable the sponsor agency to estimate and contain program costs.

A risk associated with rideshare partnerships is the fact that independent contractors may not drive vehicles that are accessible to people who use wheelchairs or have mobility challenges. To mitigate this risk, many transit providers have established rigorous standards for rideshare companies to provide access to Wheelchair Accessible Vehicles (WAVs). This access is often maintained by the rideshare company entering into an agreement with a dedicated WAV fleet provider. The partnership agreement should either estimate the number of WAVs needed to meet demand or set performance standards that ensure people with mobility challenges receive service equitable to the rest of the users, i.e., comparable wait times for pick-up.

### Case Studies

In 2019, the Valley Regional Transit (VRT) Authority, which serves the Boise, ID metropolitan area, established VRT Late Night as a pilot subsidy program for low-income workers traveling between the hours of 9pm and 6am. Under the program, riders receive a subsidy of up to \$20 per trip for trips taken

<sup>17</sup> A quarter-mile is the distance many transit agencies use as a benchmark for a reasonable distance that customers may be expected to travel on their own in order to access transit service.



on Lyft. The program establishes eligibility requirements for participants, including proof of employment and documentation of low-income benefits received; each eligible participant receives a specific promotional code in order to access the program.

After its initial pilot phase, VRT expanded the program's service area to cover the city of Nampa due to early successes with service delivery and sustained demand.<sup>18</sup>

## Transit Service Brokerage and Coordination Services

Transit service brokerage and coordination services consist of a centralized agent who coordinates trips for customers across multiple transit providers. This model is often established for specific transit programs, such as Human Services Transportation (HST) or Non-Emergency Medical Transportation (NEMT) programs that connect customers with specialized transportation services under certain eligibility conditions. A brokerage model may be maintained by a state agency, a regional agency, or a transit service provider.

Under a brokerage model, eligible customers contact the coordinating agency to request a trip. The coordinating agency then assigns the trip to a contracted provider based on several criteria, including the provider's available capacity during the requested trip time, the provider's proximity to the customer's requested origin and destination, and the cost of completing the trip.

A brokerage model reduces the administrative costs for providers by eliminating the need for each provider to maintain its own trip booking and scheduling system and expands the geographic coverage of transit service by connecting several smaller providers into a more comprehensive network. Additionally, the model streamlines the customer experience by establishing a single point of contact in an environment where a customer has multiple options available to them, but may not be able to use a given transit provider in all circumstances due to the provider's capacity or eligibility requirements for travel.

### Best Practices

Brokerage models rely on a clear understanding of all available transit services and community needs, recognizing the full spectrum of travel needs and the specialized services needed to deliver them. To execute this vision, a brokerage should have clear standards for how service providers can become eligible to provide different services and what data the providers must report on to measure performance. For customers, the brokerage should provide guidance, education, and training to help them understand the transit services for which they are eligible. The standards should also use multiple modes of communication for customers to schedule trips and for service providers to bid on trips and confirm the schedule.

Additionally, brokerage models should be designed as iterative services that can expand to include new operators and new service models. To achieve this, brokers should establish multiple communication channels and registration processes so that service providers can provide updates to the broker about their available capacity, their safety records, and the types of specialized services they are able to provide, which may be determined by the funding they receive (e.g., Veterans transportation, NEMT, etc.). Brokers should also maintain relationships with social service agencies and community organizations to identify additional operators that can join the network of service providers.

<sup>18</sup> Idaho News 6. "Valley Regional Transit expanding VRT Late Night Program to Nampa." 31 July 2019. <<https://www.kivitv.com/news/valley-regional-transit-expanding-vrt-late-night-program-to-nampa>>

## Case Studies

The Montachusett Regional Transit Authority (MART) in Massachusetts serves as the regional broker for HST in nine counties. MART's brokerage was initially established for the transit authority's two-county service area, but its ability to manage costs while adding service providers led state agencies to expand its coverage, and it now serves over 80% of all communities in Massachusetts. MART's brokerage covers transportation services funded by a wide array of state agencies, from the Department of Mental Health to the Commission for the Blind. MART uses a web-based, real-time competitive bidding system for trips to reduce prices and to minimize the delay between receiving trip requests and building schedules for travel.

MART operates under a set of performance standards that define responsibilities for the broker and for providers. Defined roles and responsibilities for the broker include the maintenance of customer eligibility conditions and the review, approval, and administration of qualified transit providers. Defined roles and responsibilities for the transportation providers include the minimum requirements that operators must meet for training and that vehicles must meet for safety. Performance metrics across all regions are reported out for each program to the Massachusetts Human Service Transportation Office.<sup>19</sup>

## Funding Agreements with Employers

A funding agreement with employers represents a public-private partnership between the employer, the transit service provider, and/or the public agency to fund the costs for providing workforce transportation to the employer's workers. This agreement acknowledges that the employer is receiving a service that benefits them by reducing workforce costs (i.e., dealing with turnover caused by loss of transportation options among employees).

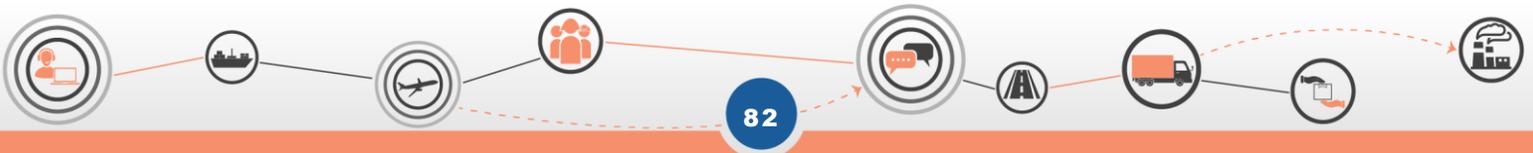
## Best Practices

Best practices for a funding agreement establish clear terms for cost-sharing and service provision, as well as roles and responsibilities for each party engaged. The terms for service provision should include the hours and days during which service will operate and the level of service that will be provided to the employer(s), in terms of frequency, wait time, travel time, and other relevant metrics. The agreement should affirm the service area, including its geographic bounds for origins and destinations, and identify whether the service is exclusive to employees of the employers or if other eligibility conditions are in place.

Additionally, the funding agreement should establish performance metrics that the service provider(s) will adhere to. These metrics should include ridership, safety, maintenance, accessibility, missed trips, and on-time performance. The agreement should indicate what penalties are assessed if performance is not met by the provider.

Critically, the agreement must establish the breakdown of costs between the employer(s), the service provider(s), and/or the public agencies entering into the agreement, the duration of this cost-sharing agreement, and conditions under which costs can be reevaluated or renegotiated. A Not-To-Exceed (NTE) total cost amount may be established to prevent cost overruns.

<sup>19</sup> Transportation Research Board. "Examining the Effects of NEMT Brokerages on Transportation Coordination." Presentation. 25 Oct 2018. <<https://onlinepubs.trb.org/onlinepubs/webinars/181025.pdf>>



## Case Studies

The Dallas Area Rapid Transit Authority (DART) maintains an Interlocal Agreement (ILA) program for establishing transit service within specific geographic areas. DART has used these ILAs with municipalities that are not currently served by transit as well as private sector entities. The agreements have been used to establish service at a wide array of trip generators, including warehouses, to provide fixed-route and demand-response service under specific conditions.

These agreements leverage a DART policy known as the Site-Specific Shuttle Service policy that establishes a 50% service cost commitment from partner agencies.<sup>20</sup> The policy also establishes minimum requirements for a funding agreement, including the service route and schedule, the proposed service quality standards and a methodology for the service provider or contractor to meet those standards, and a statement demonstrating how accessibility for people with disabilities and other mobility challenges will be provided under the service.

The policy and the agreement establish transparency in service provision and administration and build more stable and predictable frameworks for operating services. The agreements also enable more flexible and modular service extensions while controlling service costs and maintaining compliance with Federal and State regulations.

<sup>20</sup> Dickerson, Dan. "Medical City Dallas Site-Specific Shuttle Agreement." Presentation to DART Board. 6 July 2021. <[https://www.dart.org/about/board/boardagendas/planningitem3\\_06jul21.pdf](https://www.dart.org/about/board/boardagendas/planningitem3_06jul21.pdf)>



# Appendix C. Record of Public Comments

## C.1 Meeting on January 20, 2022

No public comments received.

## C.2 Meeting on February 10, 2022

No public comments received.

## C.3 Meeting on March 10, 2022

*A comment was brought to the Task Force. Due to audio connection, the comment was not heard on the live stream.*

**Response from Caitlin Murphy:** From my view of it, a lot pertains to the freight equipment matching and working together. Kansas has a lot more export rail bookings. When equipment comes to the Kansas City terminal, the equipment will go right back out. Kansas City does more exports out of their terminal than St. Louis.

## C.4 Meeting on March 24, 2022

No public comments received.

## C.5 Meeting on April 7, 2022

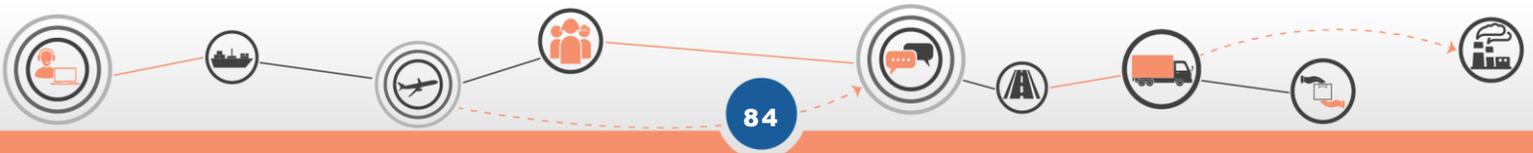
No public comments received.

## C.6 Meeting on April 21, 2022

**Comment from Michael Castle with AiTech:** The challenges we heard today are very similar to the challenges we're facing. My role is in engineering, but I deal with the manufacturing side as well. Almost everything AiTech builds goes on a truck. We need technicians that know how to keep trucks on the road. Some of the things we're considering doing in AiTech to help work force development is being done by others and has had success. We need to have infrastructure improvements to keep trucks going. We appreciate the time today. We believe a change is coming with electric work trucks in the coming years. We expect 5% of our trucks in 2026 to be electric.

**Response/Question from Mardy Leathers:** That is great to hear in the state. Is anyone in other states working on using EVs?

**Response from Michael Castle:** Some people ahead of us are on the coasts—such as California.



## C.7 Meeting on May 5, 2022

Received 05/04/2022 from Scott Meyer [scottmeyerpe@gmail.com](mailto:scottmeyerpe@gmail.com).

Please accept this email and attachments as my submission to the Supply Chain task force.

I represent the MAGNET group of the Cape Girardeau Area Economic Development group made up of Cape Girardeau, Jackson, Scott City and Cape Girardeau County in the matter of the TransAmerica Corridor. I have attached a white paper about the history and current status of the project for your information.

I am sorry we were unable to attend the open meeting in Hannibal. The work you are doing is work that should have been done many years ago to address issues that are now causing supply chain pinch points that impact the entire Nation and our economy.

In fact, more than 30 years ago, a proposal was made to address the East West freight issue that was initially called I-66 and was written into Federal transportation law as a high priority corridor. (the TransAmerica Corridor—TAC). If the Corridor had started to be studied and built at that time, there would be an all weather highway, freight rail and pipeline corridor to address many of the issues we have today. It is like the old story... The best time to plant a tree was 50 years ago, the second best time is today !

In recent years, the concept of the TransAmerica Corridor has been refined to include the Power Grid Connection of the 3 power grids and has looked at connecting the sustainable power production of the west to the coal dependent east using a Tennessee Valley Authority model or partnership. The idea has been endorsed in the Missouri Vision of the Department of Economic Development and has now embraced new efficiencies of Intelligent Highway Systems, Driverless and platooning of trucks and a vision for Container on Barge operations along the Mississippi river at the ports from Cairo, IL, SEMO (Cape) and the new Jefferson County Port.

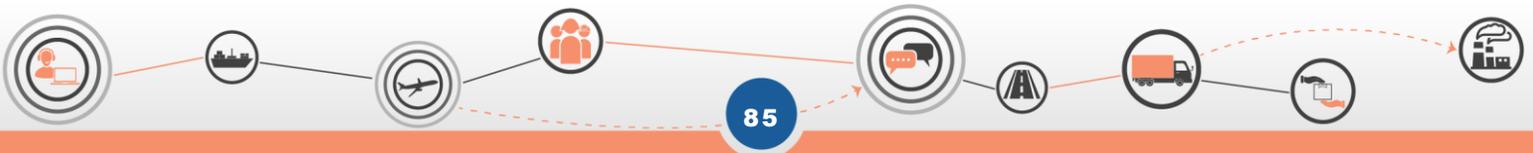
The Freight rail opportunity is enhanced with the Canadian Line acquisition that will connect Mexico to Canada (going through Wichita and Kansas City). I believe there is tremendous opportunity to impact the freight rail bottleneck in Chicago by providing a new connection to the east via the TAC.

We also believe the MoDOT freight study points to a need to enhance freight options in Southern Missouri to handle the growth projected in the freight study. It also seems that the continued Agricultural commodity growth of the bootheel will replace the movement of coal from the west to the east.

We have envisioned a build segment from Wichita, KS to Bowling Green, KY that could fully test these concepts. We propose building this segment primarily with Bipartisan Infrastructure Bill funds, (through various categories) and believe step one would be to build a model to test the concepts using real time data of a GIS twin. WE also propose maintaining the TAC using the operating fees of rail, Smart trucks, pipeline use, and electricity grid use.

I have attached a white paper and several maps that describe what we have proposed. You may also visit the website via this link: [trans America Corridor](#).

I would be happy to meet and answer any questions you might have about this innovative solution to an extremely challenging problem. The thinking of yesterday is unlikely to solve tomorrow's problems!



## C.8 Comments Received During Public Comment Period

Received 06/05/2022 from Todd Spencer [Todd\\_Spencer@ooida.com](mailto:Todd_Spencer@ooida.com)

Hi Cheryl; pursuant to our phone conversation of Tuesday attached are materials related to the towing issue along with a copy of the bill the Missouri legislature has passed on two occasions. Gov Parson has vetoed this legislation as you may already know and I noticed on our call that Director McKenna seemed frustrated that this issue is even under consideration. It should be considered quite simply because of the broad support for a resolution to this problem in the trucking portion of the supply chain.

I suspect every recommendation offered will require some activity on the part of someone. That shouldn't be a deterrent. This legislation was designed to focus on predatory practices engaged in by a few. The state shouldn't simply choose to look the other way when (knowingly or not) they are complicit in.

The bill; <https://house.mo.gov/Bill.aspx?bill=HB661&year=2021&code=R>

The summary of provisions is;

SS#2 HB 661 -- TRANSPORTATION

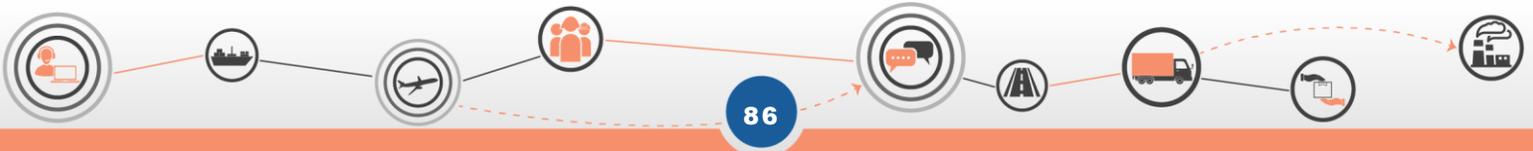
(Vetoed by Governor)

COMMERCIAL VEHICLE TOWING COMMITTEE (Section 21.795, RSMo)

This bill requires the Joint Committee on Transportation Oversight to promulgate rules regarding the towing of commercial motor vehicles. The Committee must ensure towing companies charge fair, equitable, and reasonable rates for services rendered in connection with the towing of commercial motor vehicles, and shall promulgate rules that:

- (1) Establish a process for complaints against a towing company regarding the towing of a commercial vehicle;
- (2) Establish factors used in determining whether a rate charged in connection with the towing of a commercial motor vehicle is fair, equitable, and reasonable;
- (3) Establish a process for suspending or removing a towing company from a tow list with regard to the towing of commercial motor vehicles; and
- (4) Establish information required to be included on invoices or notices associated with the towing of a commercial motor vehicle.

The Committee will meet as necessary for the implementation of these provisions, and the meetings may be held concurrently with existing meetings required of the Committee. If the Committee determines a violation may have occurred, the complaint must be referred to the "Commercial Motor Vehicle Towing Adjudicative Board", established in the bill. If the Board determines a violation has occurred, the towing company that committed the violation will be removed from the Highway Patrol's tow list for six months for a first violation, 12 months for a



second violation, and permanently for a third violation. The Committee may make recommendations to the Governor and General Assembly regarding statutes governing the nonconsensual towing of commercial motor vehicles

### Received from Todd Spencer on June 22, 2022

Missouri Supply Chain Task Force  
Comments by Todd Spencer on Draft Final Report Draft 3: June 17, 2022

**Page 6:** Once containers were unloaded, many sat at ports for weeks unclaimed because of a national shortage of truck drivers and equipment needed to transport containerized cargo to warehouses; in many instances, containers and chassis were stalled at warehouses because there were insufficient workers to unload them, further compounding the delays and chokepoints across the supply chain network.

**Comment:** There was no shortage of drivers at the ports. There was a shortage of loading areas as empty cargo containers were not being removed.

**Page 11:** TIM and the Open Roads Agreement both focus on clearing roadways of damaged vehicles, spilled cargo and debris when it is safe to do so. Noted concerns are that not all incidents can be cleared in 90-minutes; lack of trust between towing and trucking industries; substantial or unreasonable tow/cleanup costs; preferred tow may not be allowed due to circumstances; and recovery times may be delayed/restricted due to traffic volumes.

**Comment:** Time to look at towing companies as 2 of the three concerns were with towing.

**Page 18:** A barrier to employment may also represent a “demand challenge” for the worker: the worker is unable to afford the good or service at its current cost. In this context, costs can be analyzed as a direct monetary cost (i.e., the purchase price of the good or service) and/or an opportunity cost (i.e., the time required to use that good or service).

**Comment:** This is the time to look at some tax incentives such as many excise taxes that truckers are required to pay and pose a challenge in the present industry.

**Page 20:** This percentage rises to 70% of residents in rural areas, posing a significant threat to the viability of a steady workforce in the rural areas where many manufacturing and warehousing facilities are located.

**Comment:** A majority of truck drivers live in rural areas and while there are programs that are trying to attract women into trucking the ability to have childcare while being gone up to 14 hours a day makes it extremely difficult. Those would be the local deliveries not the over-the-road drivers.

**Page 24:** Many low-income workers struggle to afford housing and to find housing. With the significant housing shortage, low-income workers are vulnerable to disruption; if housing is hard to locate, a change in the condition of the housing or in the location of other essential services can result in a loss of employment.

**Comment:** Need to add “secure low-income housing”.

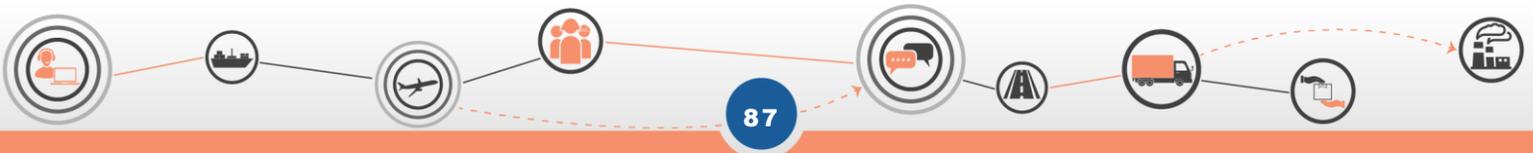
**Page 41:** Not all truck parking sites are created equal. Truck drivers value sites that offer amenities such as restrooms with flushing toilets, lighting, enhanced vending machines, Wi-Fi, and paved and striped lots

**Comment:** They also want some security

**Page 61:** Truck Parking Information Management Systems and Truck Parking Availability Systems collect and share truck parking availability information in real-time.

**Comment:** While this information is nice it doesn't create a single new parking space. If there is a shortage as we all know exists then more actual spaces are needed. Drivers already know there are a limited number of spaces.

**Page 62:** The American Trucking Associations estimates the driver shortage is over 80,000 operators now and will increase to 160,000 by 2028. Automation and self-driving trucks will be able to help cover some of these shortfalls.



**Page 63:** Job displacement caused by the need for fewer vehicle operators and staff within ports and logistics centers will create other more desirable jobs such as systems operators, computer programming technicians and robot/machine repair staff.

**Comment:** I doubt that a truck driver after spending years learning their skill set and operations will see these new jobs as more desirable!

**Page 63:** Based on projections, it is likely that battery electric vehicles will supplant internal combustion engine vehicles in short-range, regional, and fixed-route applications as EVs will have an increasing advantage in Total Cost of Ownership.

**Comment:** There is little evidence that the TCO for battery electric trucks is more cost efficient. Argonne National Labs. latest study rejects that assumption.

**Page 75:** It is also recommended that the state encourage trucking companies to provide support for drivers that wish to return their driving jobs after completing rehabilitation, as it currently requires corporate sponsorship and represents an additional hurdle in retaining drivers.

**Comment:** Carriers will not re-employ drivers who have had a drug conviction due to insurance and possible lawsuits if an accident occurs with a rehabbed driver.

### Recommendations:

**Recommendation 6:** The backlog at the ports had a number of causes that can be addressed and the president of the U.S. has developed a panel and group to offer suggestions. Much of the problem at the ports were started after the last administration threatened to place tariffs on imports from China and there was a surge of imports to beat that deadline. Then there is the problems with port logistics as the longshoremen's union and port operators had conflicts. Next came the fact that containers were not being picked up and there was a traffic bottleneck where trucks could not maneuver easily. Couple that with the ports operating at times way understaffed because of covid and the supply chain was in disarray. If there is a development of secondary distribution sites for ports then there needs to be planning that includes trucks and carrier that have accessible and room for maneuvering cargo without the bottlenecks.

**Recommendation 8:** While approaching high school students about careers in transportation it is also important to be transparent in that these careers may be in less demand in the years to come. It would be improper to support careers that are being phased out or reduced. It might be better to incentivize these students to look at trade schools that look at robotics or software programming.

**Recommendation 10:** While these programs such as SNAP and JAG offer some great programs the reality must also be that these participants be hireable. There must be programs that teach basic social skills and values along with accelerated-to-employment programs.

**Recommendation 12:** In the transportation industry the FMCSA has already identified the need for an apprenticeship program for those wishing to be CDL drivers. If tax-credit for on-the-job training is to be instituted then there needs to be some accountability by the participant and by the sponsoring or training facility. Participants that don't commit to finishing the training or never enter the career for which they received tax-credit should have to pay back the credited funds. The training facility needs to keep records of performance and if they received any tax-credit they too would need to be held accountable for refunds to the tax payers of Missouri.

**Recommendation 18:** The recommendation that there be incentives for municipalities to enact zoning reform could also be applied to allow more parking for trucks.

**Recommendation 27:** While Missouri has some fairly strict documentation requirements for immigrants there are states with stricter documentation so an alignment with other states would be difficult. Perhaps there should be some criteria such as social security verification and/or IRS documentation.

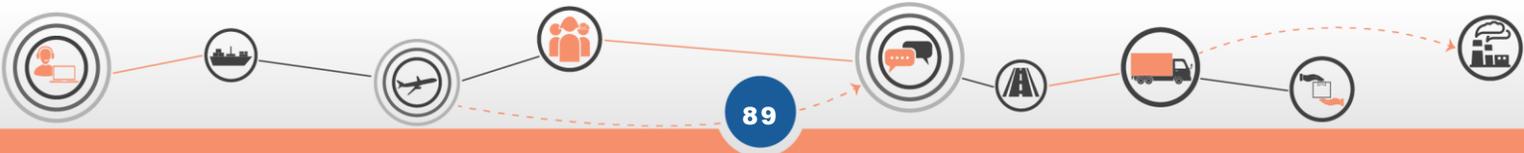
### 5.3 Technology and ITS Needs and Opportunities





We definitely support the idea of Freight Signal Priority. It is a simple and economically friendly, and efficient idea that will help reduce delays and congestion. This should be prioritized at those areas with heavy truck traffic where ports and warehouses are located. It could even be important in rail centers.

Automation impacts: The move toward automation is inevitable and there is no need to base its need and progression on the false idea that it will help relieve the driver shortage. One last time there are over 450,000 new CDL issued every year with over 90% being Class A.





May 26, 2021

The Honorable Mike Parson  
Governor  
State of Missouri

Dear Governor Parson:

We strongly urge you to support HB 661, which would establish basic consumer protections for our nation’s truck drivers and motor carriers that are involved in a nonconsensual tow in Missouri. By targeting tow companies engaged in unscrupulous business practices, you protect the honest tow companies and correct the current system whereby bad actors get rewarded and good actors operate at a competitive disadvantage.

When a big truck is involved in an accident, law enforcement generally dispatches a towing company to handle the tow and recovery. Unfortunately, there are far too many examples of towing companies charging an exorbitant rate, in some cases inflating their invoices by tens of thousands of dollars. In short, they can charge whatever they want because there is nothing that says they can’t, nor does a driver, owner or carrier have any meaningful or practical recourse.

We have been working with the Missouri legislature to address this issue while mitigating any impact new rules might have on legitimate and honest towing companies. The language in HB 661 accomplishes our shared goals. In other words, it targets the bad actors. Those who do things the right way probably won’t even notice.

We realize some in the towing industry may oppose this. Despite efforts over four years, to address the need for these protections our efforts continue to fail. The need for this legislation, however, to protect drivers, owners, carriers, shippers, insurers, the state’s supply chain, and even consumers, from fraud and abuse mandates action be taken now.

Our coalition represents thousands of drivers, business owners and voters in the state of Missouri. We hope you will sign HB 661 into law so we can begin what is still a relatively long and thoughtful process to implement the nonconsensual towing provisions. Should you have any questions or concerns, please contact Tom Crawford at (573) 634-3388 or Mike Matousek (816) 229-5791 ext. 1603.

Thank you for your time and consideration.

Respectfully,

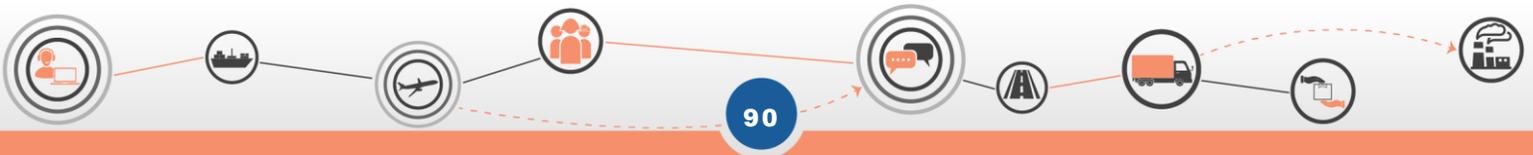
Tom Crawford  
Missouri Trucking Association

Mike Matousek  
Owner-Operator Independent Drivers Association

Matthew Smith, Esq.  
Coalition Against Insurance Fraud

John Lynch  
American Trucking Associations

Hilary E. Segura  
American Property Casualty Insurance Association



# Missouri Railroad Association

June 17, 2022



Governor's Supply Chain Task Force  
c/o Missouri Department of Transportation  
105 W. Capitol Avenue  
Jefferson City, MO 65102

**RE: Comments in Response to Supply Chain Task Force Draft Report**

Chairman McKenna & Members of the Missouri Supply Chain Task Force:

The Missouri Railroad Association appreciates the opportunity to provide comments in response to the Supply Chain Task Force Draft Report released on June 3, 2022. Railroads are proud of the role we played in America's supply chain for well over a century. Kansas City and St. Louis are, respectively, the 2<sup>nd</sup> and 3<sup>rd</sup> busiest rail hubs in the United States. Members of the Missouri Railroad Association moved more than one billion tons of freight through Missouri in 2021 alone and the following comments are rooted in the collective experience of several industry professionals with decades of experience in the rail and freight transportation industry:

**MRRR RECOMMENDATION #1: Remove Task Force Recommendation 31 that would allow 100,000-pound trucks.**

MRRR has seen at least two subsequent draft proposals to revise Task Force Recommendation 31 as it was published on or about June 3. Neither the original proposal, nor any of the proposed revisions, address the following inescapable facts:

- Even with increased gas tax revenue and federal funding, Missouri's transportation funding needs greatly outweigh funding available;
- Other than forces of nature, trucks are responsible for nearly all damages to highway and highway bridge infrastructures (in terms of roadway or bridge damage and wear, passenger vehicles are largely irrelevant);
- The fuel taxes (both federal and state) paid by motor carriers in Missouri are woefully insufficient to offset the damages heavy trucks impose on Missouri roads and bridges.
- Heavier axle loads amplify highway and bridge damages (and corresponding underpayment of taxes) exponentially.

**One 80,000-pound five-axle truck does the same amount of road and bridge damage as approximately 9,600 automobiles.**

If Missouri trucks paid a commensurate amount of gas tax for the damage they currently cause, they'd be paying approximately \$1.00/gallon more for every gallon of diesel fuel they buy to fairly compensate the state and its political subdivisions for the damage they cause to roads and bridges.

Not only does this proposal fail to account for the increased wear and tear to state roads and bridges, the 100,000-pound divisible load proposal fails to account for the fiscal impact this proposal will have on city and county governments throughout the state. Many of those divisible loads will either originate or terminate on city and county roads all over this state. Those same cities and counties are maintaining more than 14,000 bridges and countless miles of road at a time when they have more serious funding shortfalls than MODOT. 100,000-pound permits would only exacerbate these problems further.

Task Force Recommendation 31 would take a limited exception in the case of Presidential declared emergencies and attempts to make it the everyday rule without studying whether the increased 100,000 limits in Presidential declared emergencies are even effective. Further, the 100,000 divisible load proposal ignores the substantial damage those trucks would cause to Missouri's transportation system, who would pay the costs associated with the increased damage as well as the environmental harm and congestion caused by shifting more freight traffic from rail to highways.

In conclusion, the Missouri Railroad Association respectfully requests Task Force Recommendation 31 be removed from the report in its entirety. If the task force wishes to adopt Recommendation 31, we respectfully request that our objection and any other objections be noted in the report.

**MRRA RECOMMENDATION #2: Amend Task Force Recommendation to add dedicated funding for shippers & communities wanting rail service into either Task Force Recommendation #1 or #2.**

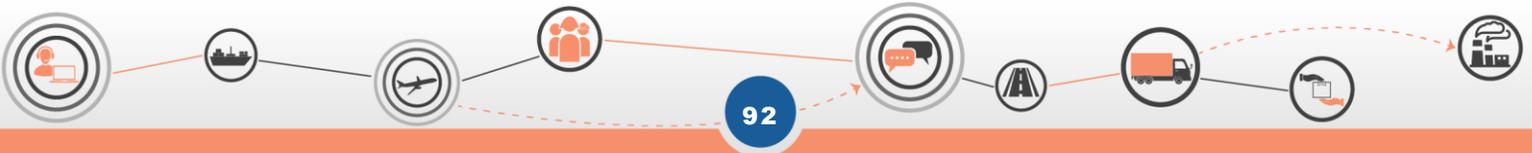
The Missouri Railroad Association supports Task Force Recommendations #1 and #2 but would appreciate augmenting these recommendations to include funding for shippers and communities seeking rail service or seeking to enhance rail service. This is a real problem that has existed for a long time. Rail spurs, signal devices, and associated infrastructure can be prohibitively expensive. State assistance could be in the form of a 50-50 matching grant and could be tied to increased employment or carloads.

One example of such a program is Michigan's Freight Economic Development Program which assists new or expanding rail customers with up to 50 percent of the costs associated with rail infrastructure on their property. See the following:

<https://www.michigan.gov/mdot/travel/mobility/rail/freight-economic-development>

**MRRA RECOMMENDATION #3: Amend Task Force Recommendation #1 or #2 to include a grade separation/crossing closure fund to improve safety, velocity and shipping capacity.**

Section 1, page 6, of the recently released Missouri State Freight Rail Plan states one of the goals is to "Improve grade crossing surfaces, utilize warning devices and pursue road closures and grade separations where appropriate."



Recently, Indiana established a Railroad Grade Crossing Fund (RRGCF) (I.C. 8-6-7.7-6.1) to provide funding for railroad-highway crossing improvement projects throughout Indiana. Cities, counties, Class II and III railroads as well as port authorities are eligible to apply for the funds.

The RRGCF includes a Crossing Closure Program for one-time incentive grants to local governments. See <https://www.in.gov/indot/multimodal/railroad/> for more information. Such funds could be used to leverage the \$1.5 billion in federal funding available through the Railroad Crossing Elimination Program over the next five years.

A grade separation/crossing closure fund would not only improve safety, it would help the Task Force accomplish the stated goal of enhancing the movement of freight throughout this state. Crossing elimination in railroad sidings, in rail yards as well as approaches to yards, terminals and crew change locations would be a win for both the public and railroads by improving public safety, expanding rail capacity and increasing rail velocity.

**MRRA RECOMMENDATION #4: Remove Figure 4.5 from the report.**

Figure 4.5 found on page 29 of the Supply Chain Task Force Report was taken from MODOT's 2022 Freight Plan. This is the first time anyone of the representatives on the board of the Missouri Railroad Association has seen this figure that seems to imply several rail lines are at or already above capacity in Missouri. We disagree with this notion. The volume/capacity discussion requires a different set of experts not readily available to comment on Figure 4-5. Most importantly, Figure 4-5 could hurt Missouri business expansion – if site locators see this graph and incorrectly conclude rail lines are operating at or above rail capacity, that could be disastrous for the railroads and communities trying to attract shippers to communities along those routes.

In conclusion, the Missouri Railroad Association is appreciative of the opportunity to provide comments and would strongly recommend that any future task forces include a representative from the rail industry.

Respectfully Submitted,



BNSF Railway Public Affairs  
Mobile: (913)-626-2545  
Email: [Jeffrey.Davis@BNSF.com](mailto:Jeffrey.Davis@BNSF.com)

Submitted on Wed, 06/15/2022 - 13:44

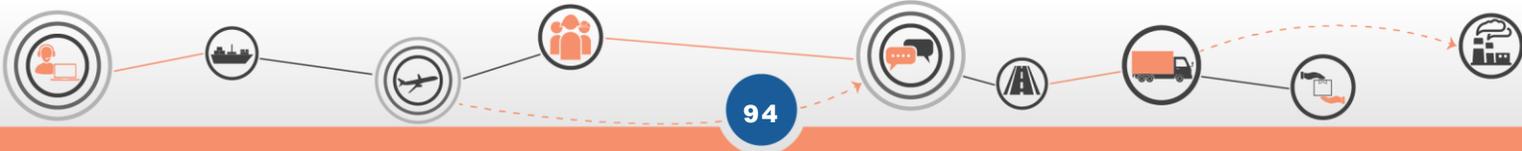
Submitted by: Visitor

Submitted values are:

**Name:**  
Amber Edmondson

**Email:**  
[ambere@trailer.com](mailto:ambere@trailer.com)

**Comments:**  
The draft report contains many good suggestions for supply chain improvements. Based on anticipated infrastructure funds, I want to make sure some focus stays on truck parking. It is mentioned in the draft, but I want to make sure it makes its way into any final report. The same goes for tow company rates called during an emergency response. This is an issue transportation companies have made known for years, but for some reason have been unable to make meaningful change.



Submitted on Wed, 06/15/2022 - 18:07

Submitted by: Visitor

Submitted values are:

**Name:**

JOYCELYN PUGH-WALKER

**Address:**

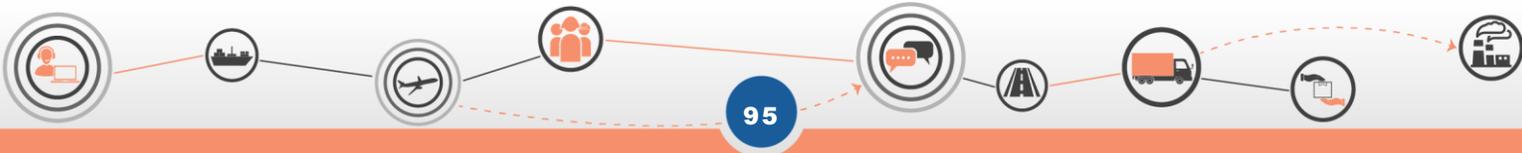
3610 BRADSTONE DRIVE  
FLORISSANT , Missouri. 63033

**Email:**

[pugh322@yahoo.com](mailto:pugh322@yahoo.com)

**Comments:**

I am pleased that the state of Missouri is taking a proactive stance on determining the root causes of our supply chain issues. Identifying the "human" barriers to increased training and employment ie. housing, childcare, and paid training is a step in the right direction to solving the problem. As a 25 year veteran Educator, I'm hopeful that time and funding will be spent creating a curriculum to bring truck driver training to Missouri high schools as an apprenticeship program. We have many eager students seeking alternative postsecondary opportunities that lead to more employment and less student loans. Programming in high school would alleviate shortages in our economy and assist Missouri families. I would be happy to assist in getting this started in St Louis County and scaling it out to both rural and other suburban areas.



Submitted on Thu, 06/16/2022 - 17:43

Submitted by: Visitor

Submitted values are:

**Name:**

Tom Crawford

**Business:**

Missouri Trucking Association

**Address:**

102 E High Street  
PO Box 1247  
Jefferson City, Missouri. 65102

**Email:**

[tom@motrucking.org](mailto:tom@motrucking.org)

**Comments:**

Important topic for discussion.

It was a little unfortunate the Springfield meeting could not have been made up, as the balance of the report is heavy toward the modes making up the minority of the supply chain load.

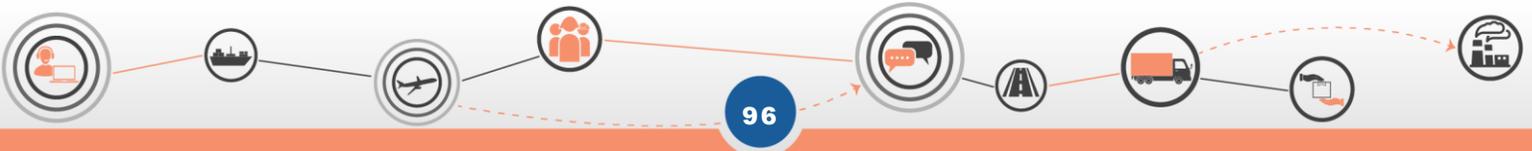
In the report - section 1.1 "These industries contribute \$42 million to Missouri's Gross State Product and \$7 million in Federal, state and local taxes." Are those amounts correct? Our research shows the trucking industry pays over \$697 million in federal and state roadway taxes alone!

On page 10 - the paragraph about drug compliance and marijuana seems misplaced and not helpful for the overall report. Not sure the point trying to be made here.

Under 4.1 Multimodal - the charts are a little misleading when rail is the top mode only if you count freight that never stops/starts in Missouri! See Figure 4.2 and 4.3.

Same applies for the discussion in 4.2 Freight Context by mode - rail is only bumped up if you include "through" - not sure the point of the through discussion as it applies to rail investments, highways it does somewhat as a publicly maintained asset, that the industry pays for through taxes.

On page 37 and the reasons for drivers needing to find parking, the "steep fines and negative impact to their safety rating" - those are some of the reasons, but there are literally nearly an endless supply of reasons, not the least of which is to find rest and avoid fatigue. The reasoning given in the narrative,



immediately after the reason for the HOS rules to "eliminate the type of drowsiness that can lead to crashes" makes it appear that the drivers have a different motive for parking and are just doing it to "avoid steep fines and negative impact to their safety rating."

Page 54 - Freight Automation - KS statute - who cares? This is an area/topic that the Springfield area meeting would have covered. 2 of the first 3 contracts for the Locomotion technology are with MO based carriers, we have had a "platooning" bill around for years, vetoed by one Governor already. Lots of info we could discuss in MO without having to refer to our neighbors to the west.

Page 56 - when we do a quick assessment of drivers mileage for safety purposes we use the 125,000 miles/year.

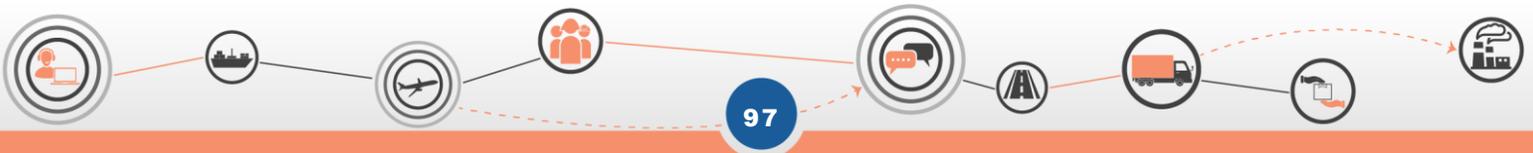
Task force recommendation 24 - not sure that comment from presenters is universal.

Recommendation 27 - we are hearing more and more from folks on renewals - good start to align with other states, but we need to be better than just average to support our strong trucking industry. Just in the past few months we have seen time after time where our rules are not modern in how to handle mistakes made on the Government side of the equation in the licensing process. For example, TWiC card holders, hazmat endorsement holders, CCW holders, passport holders, etc - why the two forms with an address needed for renewal, with all of those government issued, fingerprint required identifications already online??

Recommendation 28 - Shipper of choice designation - love it. Would be something Missouri could be proud to support - and costs little to no state money.

Recommendation 31 - these have always been a cluster and the process has changed dramatically since I've been involved. The Presidential declared emergencies are different/unique and very infrequent. Usage of the interstates should be allowed during those no question. We need to develop better usage of the interstate system for the regional emergencies as well. These are usually responses to regional disaster and recovery efforts. Interstate system much better designed to handle these loads and traffic.

Thank you for Recommendation 32 - this is maybe the first time Government is recognizing their role in these issues. These are the NONCONSENSUAL towing issues - we handle the problems with towing we call out for ourselves. Government problem keeps pushing back because they don't want too much sunshine on these arrangements, but we absolutely need better systems in place to deal with the problems when they arise. Fortunately, the problems have been few in MO, but trust us they are absolutely happening in Missouri as well as all across this country. If government entities can agree to parameters such as those described in the Open Roads Agreement, they can absolutely agree to not calling out companies in response that don't agree to prenegotiated ranges of rates.



Submitted on Fri, 06/17/2022 - 15:00

Submitted by: Visitor

Submitted values are:

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**Comments:**

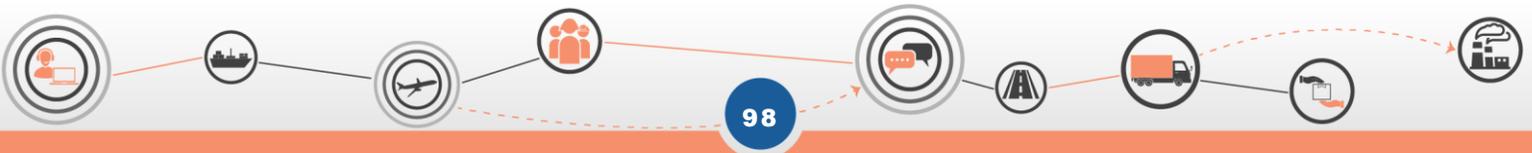
These comments are submitted jointly by the Missouri Peace Officers Association, the Missouri Municipal League and the Missouri Emergency Medical Services Association.

We request that Task Force Recommendation #31 not be included in the final report of the Missouri Supply Chain Task Force. Not only would waivers for divisible load restrictions increase dangers for motorists and accelerate the deterioration of our infrastructure, it would worsen the working conditions of truck drivers and harm efforts to address supply chain issues.

This proposal to dramatically increase truck weights by up to ten tons lacks any form of cost recovery for the additional damage, does not compensate local governments for the wear and tear on their infrastructure and contains no measures to offset the additional dangers.

There are significant safety concerns when truck weight is increased. A heavier truck is not only more likely to be involved in a crash, but with more mass, the severity is likely to increase. In 2016 the U.S. Department of Transportation released their Comprehensive Truck Size and Weight Limits Study Report, finding serious safety problems with heavier trucks. In limited state testing, heavier truck configurations had crash rates ranging from 47-400% higher than 80,000-pound trucks. They also identified higher overall out-of-service violation rates and an 18% higher rate of brake violations. This is particularly concerning given the findings of the Institute for Highway Safety in 2016 which found trucks with any out-of-service violation are 362% more likely to be involved in a crash.

While all heavier trucks pose serious safety concerns, these issues are accentuated when no additional axles are required. Without added brake capacity, stopping distance increases and even more force is applied to braking equipment.



Heavier trucks pose a serious threat to the integrity of infrastructure as well. As pointed out in the draft Missouri Supply Chain Task Force Report, “excess vehicle weight damages roadways and decreases the life span of infrastructure.” This mirrors the findings of the USDOT 2016 report which identified significant concerns with infrastructure damage, including significant costs associated with bridge damage. Raising weights without additional axles also dramatically increases pavement degradation.

Missouri is already in the midst of an infrastructure crisis, with more than 40% of bridges rated in fair or poor condition. There are over 2,200 bridges with the worst rating of “poor”. Having recently increased the state fuel tax to address the more than \$8 billion funding gap for infrastructure, it makes no sense to add heavier trucks that would increase funding needs for Missouri roadways.

Importantly, these heavier trucks would not be allowed to operate on the Interstate System, placing the entire burden on the state, counties and local communities, with taxpayers ultimately footing the bill for additional repairs.

The recommendation to provide a waiver for truck weights is listed in the category titled “Truck Driver Work Environment”. We agree that improvements to working conditions are critically important for retention and recruitment of drivers. A recent survey of truck drivers conducted by the Owner-Operator Independent Drivers Association Foundation makes clear that raising truck weights would be counterproductive to that goal. (“Survey refutes claims that bigger trucks would help driver recruitment, retention”, Land Line, March 29, 2022)

Conducted in March 2022, the survey of over 400 professional drivers found 68% believed that increases in truck size or weight would make recruitment and retention of drivers MORE difficult. Only 1% believed it would have a positive effect. A total of 84% found that raising truck weight would increase safety concerns.

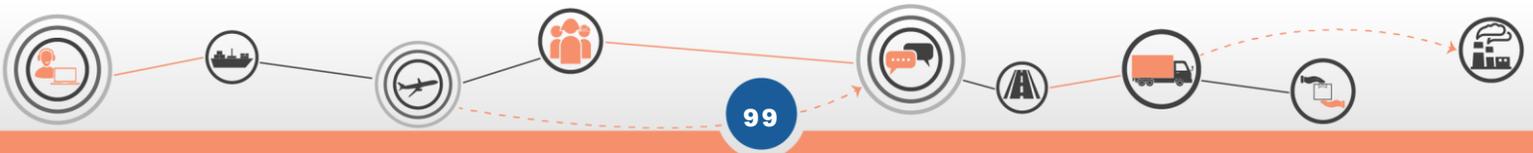
Less safe driving conditions make an already dangerous job even more dangerous. Making the job more difficult runs counter to attempts to improve working conditions, a key focus of several other recommendations by the task force.

Finally, the recommendation as written claims that increased weights would allow for “fewer trucks to move the same volume of freight”. This ignores the diversion of freight from other modes of transportation. As the economics of shipping change when truck weight is raised, freight is diverted from other modes of transportation, such as rail, onto our roads. This not only fills the expected gap, but in some cases could lead to even more trucks operating.

As the Supply Chain Task Force finalizes its report and recommendations, we strongly urge you to remove Task Force Recommendation #31, which would endanger Missouri motorists and damage our infrastructure.

Thank you,

Rob Ronkoski



Executive Director  
Missouri Peace Officers Association

Richard Sheets  
Executive Director  
Missouri Municipal League

Justin P. Duncan  
President  
Missouri Emergency Medical Services Association.



Submitted on Fri, 06/17/2022 - 15:44

Submitted by: Visitor

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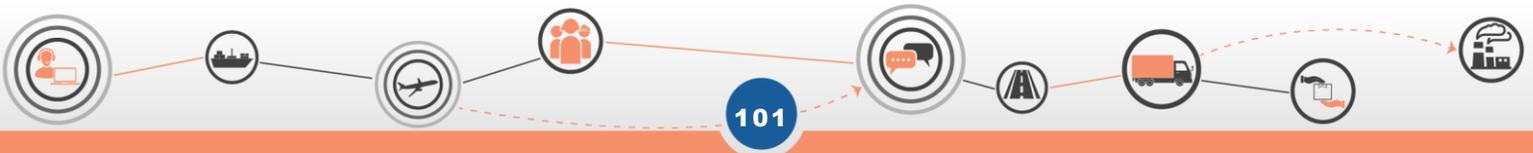
Missouri Department of Transportation  
C/O Cheryl R. Ball, IMPM  
Waterways and Freight Administrator

**Public Comments on the Missouri Supply Chain Task Force Draft:**

The Owner-Operator Independent Drivers Association Foundation Inc. (OFFI), a 501 C3 non-profit association registered in the state of Missouri appreciates the opportunity to make comments on the Final Draft of the Missouri Supply Task Force. OFFI Has reviewed the various iterations of the task force and wants to compliment them for actively listening to the comments and concerns of the diverse members of the supply chain. This is clearly evident as the Final Draft reflects several changes leading to an overall quality product. OFFI recognizes that this is not an easy task with such a broad spectrum of transportation modes and each mode with their own diversity of operations. OFFI is most interested in the truck transportation modeling as it is an affiliate of the Owner-Operator Independent Drivers Association (OOIDA) and its 155,000+ members. OFFI is fortunate that it has had access to OOIDA's data base of drivers since 1998 and has continued to utilize a number of methods to capture the variance of drivers and small carriers that operate with registration in Missouri.

The Task Force has recognized on page 11 of the final draft the importance of clearing crash incidences in 90 minutes and that there is often a lack of trust between towing and trucking industries. This is often based on substantial or unreasonable tow/cleanup costs and preferred tow may not be allowed due to circumstances. We appreciate that the Task Force on page 65 recommends that the state limit rates for tow companies called to the scene by emergency responders, or establish state-negotiated rate for this service. This will preserve the safety goals of the Open Roads Agreement while recognizing that unexpected costs can put additional burden on carriers operating in Missouri.

The Task Force also recognizes on page 16 that designated truck parking is in short supply and this



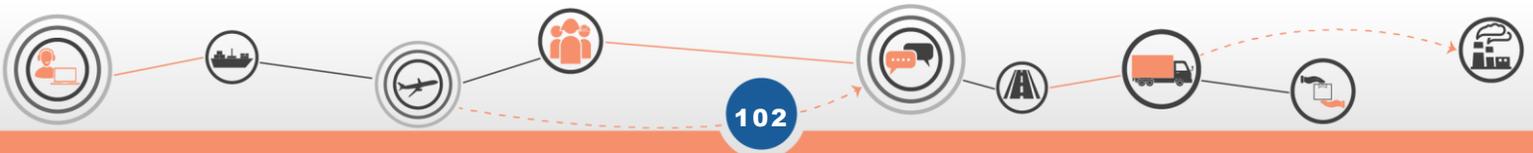
accelerates wear-and-tear of these areas or create safety hazards for the truck drivers and other vehicle operators. For many years the lack of truck parking has been a growing problem and now it is routinely listed as one of the top priorities for all truck drivers. I can assure you that you are correct. There is a shortage and drivers do not want to park in unsafe areas or create unnecessary wear-and-tear of these limited areas. The Federal Highway Administration has recognized this crisis and through Jason's Law has encouraged action to alleviate the problem.

While there is no easy answer to the parking shortage OOFI would like the Task Force to consider: Looking at the economics of truck parking—in most situations if you have a large consumer base looking for something and somewhere to spend their income but there is no adequate space many entrepreneurs jump in to provide services, it's the American capitalistic dream. Why hasn't that happened? In 1956 a federal law mandated that "the state will not permit automotive service stations or other commercial establishments for serving motor vehicle users to be constructed or located on the rights-of-way of the interstate system". Those already there were grandfathered in. These private-sector concessionaires pay rent to the state for the privilege of leasing the space. In Pennsylvania food concessionaires pay to construct their facilities and then transfer ownership of the buildings to the state in return for lower rent, Pennsylvania earns \$60 million a year from fuel sales alone. So if there is an answer to the parking shortage then the 1956 law must be changed or amended to allow for private enterprise to develop and be allowed to make a profit from their investments. Money being allocated for signage which is the only money being allocated could be used as an incentive to build actual parking spaces and the investors would lease back the land and business to the state or municipality for a profit. This of course would mean overcoming the barriers of the established businesses that at the present time have a monopoly on the sites and any profits.

OOFI focuses on accurate data and is concerned that part of section 1.1 Background and Motivation, mentions that at the ports, "Once containers were unloaded, many sat at ports for weeks unclaimed because of a national shortage of truck drivers and equipment needed to transport containerized cargo to warehouses..." Again in section 3.1 Supply Chain Workforce and Shortages: " And while the truck transportation industry is estimated to have a shortage of 160,000 drivers in 2030, the industry will need to attract 1 million new drivers by this year in order to replace drivers who will retire over the next few years.." This misinformation has been and is challenged by the Federal agencies and by the data within the states.

- Bureau of Labor Statistics confirms that there is not, and has never been, a serious shortage of people willing to work as truck drivers.
- DOT published a press release in July 2021 explaining that the states were issuing an average of 50,000 CDLs per month during the first half of 2021.
- According to figures released by FMCSA and the American Association of Motor Vehicle Administrators (AAMVA), states issue more than 450,000 new commercial driver's licenses every year. (By 2030 that would be 3,600,000 by 2030-- shortage?)

There is undoubtedly a retention problem but there is no shortage. According to J.B. Hunt Senior Vice President Corporate Safety, Security and Driver Personnel Greer Woodruff, when asked how the trucking industry could improve its efficiency, Woodruff explained that carriers could add capacity without adding drivers or trucks by simply expediting loading and unloading times, allowing drop-and-hook, adding flexible appointment times and appointment times that allow for efficient transit and rest time; working with shippers to accommodate onsite parking; and providing consistency in loads and lanes.



While it becomes necessary from time to time to allow exceptions for increased size and weight on highways and roads those should only be exceptions. It is counterintuitive to put added stress on these infrastructure that is already considered inadequate or in poor condition. This would even be true for trucks that add an additional axle. Bridges especially would be adversely effected. A study on the effects of vibration on pavement found that Impact forces of trucks at highway speeds on a typical 5-axle heavy-duty vehicle has the fundamental frequency of the suspended mass of about 1 or 2 Hz. This means that the truck's suspension system heaves up and down 1 or 2 times per second, and when the truck goes down the static weight on the pavement increases because of the dynamic motion. (Now add another axle and added weight and the static weight on the pavement increases.) UMTRI in previous research assessed the significance of truck, tire, pavement, and environmental factors as determinants of pavement damage. Maximum axle load and pavement thickness have the primary influences on fatigue damage. Truck properties, such as number and location of axles, suspension type, and tire type, are important but less significant.

In addition our members are the veterans of the road who are the most trained and most capable, yet when surveyed, our membership discloses they do not want to drive heavier vehicles. All conventional research indicates that heavier trucks are harder to stop, harder to maneuver, and place tremendous strain on our infrastructure.

In section 3.2 Barriers to Employment in Supply Chain Sectors:

The present economic conditions and predictions of an even greater inflationary trend and potential recession greatly impacts those present drivers who may want to become owner-operators but the reality of increased pricing of used trucks and the additional costs of diesel fuel makes this nearly impossible. OOFI through its affiliation with OOIDA knows that the number of those seeking to become owner-operators has almost doubled in the first quarter of 2022. Many Missouri drivers and new authority registrants will be struggling within the next few months. This will undoubtedly create a supply problem within the state. There needs to be some accounting for this very real contingency. OOFI is wondering if there is any impetus for alleviating state sales tax on diesel fuel at this time. Has there been any recommendations and discussion from the panel on this issue?

In the section discussing the fact that the availability of child care for those in rural areas, poses a significant threat to the viability of a steady workforce in the rural areas where many manufacturing and warehousing facilities are located, we would add that most independent owner operators live in rural areas for a variety of reasons and this lack of child care impacts, especially women, from considering such occupations. In fact OOFI knows from its survey of members that a high percentage of drivers have come from rural farm areas where they grew up working with heavy equipment and often operating heavy machinery. OOFI suggest this group of people often make for better drivers as they are more comfortable with such equipment.

Lastly OOFI would suggest that Missouri withdraw from the Unified Carrier Registration. This plan is costly to maintain and with the number of exemptions that are allowed creates more concerns than revenue. UCR has outlived its usefulness as FMCSA now maintains the records and documentation for insurance. UCR needs to go the way of the Bingo stamps of years gone by. Several states have decided to opt out of the antiquated UCR system and Missouri should follow suit. It has long been a sore point for small trucking companies as it is inequitable in its fee structure. Small carriers pay a higher percentage per truck than larger carriers.

Thank you for your time and diligent work:



Tom Weakley  
Director of Operations  
Owner-Operator Independent Drivers Association Foundation, Inc.



Submitted on Fri, 06/17/2022 - 17:31

Submitted by: Visitor

Submitted values are:

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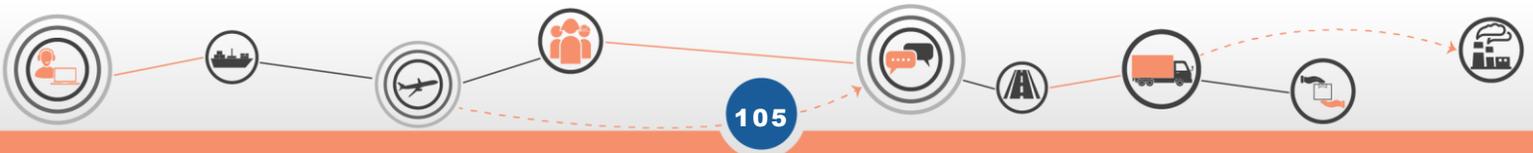
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**Comments:**

Thank you for this opportunity. This report is so well defined and very transparent to our weaknesses & strengths. The report offers realistic and strategic solutions for Missouri to assist its current and future corporations/businesses to run more efficient and effectively as we build out this plan. This plan will benefit everyone, not just the citizens, corporations of this state but the entire United States as we sit in the center of this power house. I want to add one more thought to your well thought out draft. I sit in a rural community of Cooper County. We have Interstate 70 that runs from the east to the west through our county, we have a newly upgraded port on the Missouri River and we have Union Pacific Rails who reported this area of line has room to grow as it is one of the least used lines on their system. We have the 6 keys to success for our supply chain woes. 1. Interstate, 2. Port on Missouri, 3. Underserved rails all 3 miles or less from each other, 4. between 2 major cities of KC & St. Louis, 5. We have vacant ground to expand, 6. We are 20 minutes from a major research facility Univ. of MO, Columbia. I ask that you think outside the immediate box of metropolitan areas and consider a smaller version of an intermodal opportunity that can "take up some of the slack" and consider rural Central Missouri in Boonville, MO for a part of this solution. Kind regards, Gigi Quinlan McAreavy. I applaud on a job well done. Thank you for your hard work!



Dear Sir or ma'am:

I was reading Missouri's supply chain report. A quick note that I believe sums it all up. A MIT professor conducted a study approximately a year ago. He stated that if drivers sat 10 minutes less per day, there would be no issues. As a driver I track my time. Over the past year I sit and wait at shippers or receivers on average 8 hours per week. We have to put pressure on them in order to expedite the loading and unloading process. These times are from when I arrive until they BEGIN loading or unloading.

<https://ctl.mit.edu/news/latest-us-driver-shortage-requires-long-term-solutions>

Thank you Steve Lant

417-317-6376

Sent from my iPhone

