



MISSOURI State Freight & Rail Plan

STAKEHOLDER OUTREACH SUMMARY



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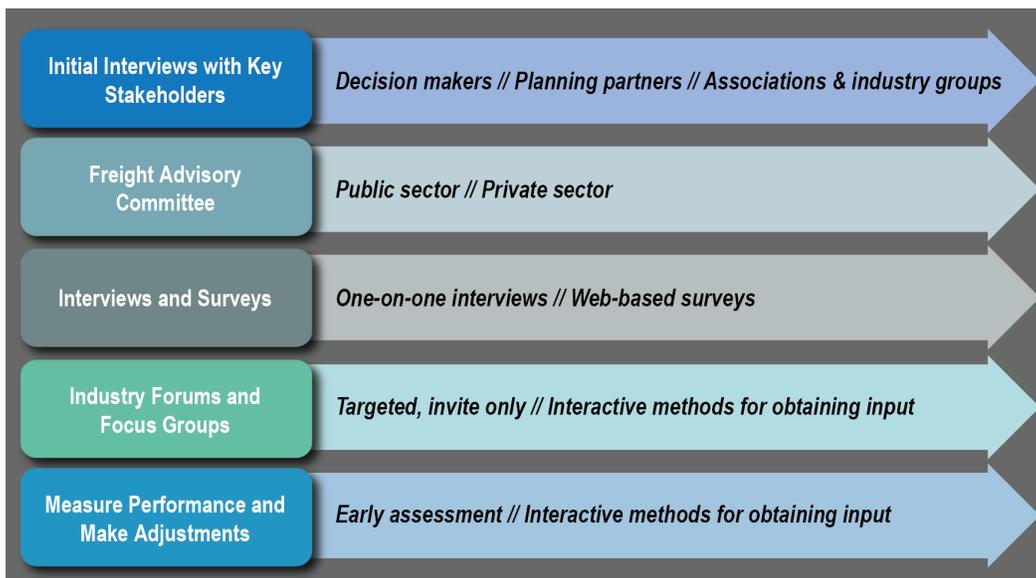
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1.0 Overview of Stakeholder Outreach

Successful development and implementation of the Missouri State Freight and Rail Plan requires continuing the ongoing relationship between the Missouri Department of Transportation and the regional freight community, as well as identifying new local and regional freight stakeholders and developing those relationships. The stakeholder engagement and outreach approach leverages previous State Freight Plan and State Rail Plan development and implementation efforts and builds upon the Long Range Transportation Plan efforts.

The SFRP incorporated an active stakeholder engagement process to ensure appropriate representatives were involved in helping identify challenges and solutions to freight and rail needs in Missouri. It featured a multifaceted approach to ensure diverse perspectives, industries and communities were represented and engaged. The stakeholder outreach approach is shown in Figure 1.1.

FIGURE 1.1 STAKEHOLDER OUTREACH APPROACH



MoDOT planned and organized a robust series of stakeholder engagement opportunities to engage freight and rail stakeholders in an open and meaningful exchange of ideas that supplemented and validated the data collection, modeling and analysis for the SFRP. Each activity built upon data collection and feedback on the real-world experiences of freight stakeholders and how they are planning for future innovations.

1.1 Freight Steering Committee

The Freight Steering Committee represented various industry viewpoints and engaged key public and private stakeholders to gain valuable insight into local, regional and statewide goals and concerns. Participants were asked to provide deeper insights into operations and planning to create a plan that is responsive to their needs. Participants were identified first from MoDOT's previous work with the Freight Steering Committee, then expanded upon based on existing conditions in the industry. MoDOT provided a specific invitation letter asking for

participation in this group. The group met during the study to listen to information about the SFRP and provide industry specific information. Freight Steering Committee participants also attended Industry Forums and Regional Meetings to share input and hear from other stakeholders. Additional information summarizing the Freight Steering Committee meetings can be found in Section 2.0.

1.2 Interviews and Surveys

The project team conducted approximately 40 individual or small group interviews with specific private sector freight stakeholders and organization in all modes. These meetings allowed for a more detailed and candid conversation on freight issues and trends facing Missouri. Information was gathered on logistics patterns, needs and challenges, strategies and key trends impacting the various freight areas, like warehousing, distribution, trucking, energy, manufacturing and goods movement in the region. Some participants were invited to participate in the Freight Steering Committee, and everyone was kept on the mailing list for future events, including the Industry Forums and Regional Workshops.

1.3 Meetings and Industry Forums

The goal of each meeting was to gather stakeholder feedback to help inform the SFRP and how the project team would move forward in developing the plan. Due to the COVID-19 restrictions that were in place at the time of engagement, all meetings were held virtually. For each virtual meeting, participants were able to type questions or comments into the chat or unmute themselves to discuss with the project team. Menti, an interactive online polling platform, was used during each meeting to gauge inputs and ideas from meeting participants. Below are brief summaries of the various engagement events that took place. The full meeting summaries can be found in the Meeting Materials and Documentation Appendix and labeled by the name of the corresponding meeting.

- The **Freight Steering Committee** met twice individually, then once as a part of all freight stakeholders.
- **Industry Forums** were held during the study with four specific topic areas: freight carriers, warehouse and distribution, agricultural and shippers. Individuals were invited to participate in the area most relevant to their business or area of expertise.
- **Regional Stakeholder Meetings** were comprised of four meetings based on region: 1) northwest, 2) southwest, 3) central and Kansas City, and 4) southeast and St. Louis. Discussion focused on regional freight issues based on conditions in the area and trends impacting each of the regions. The invited audiences for these meetings included city and county officials, metropolitan planning organizations and rural planning commissions, chamber and economic development representatives, as well as public and private industry organizations.

The Industry Forums are summarized in Section 3.0 and the Regional Meetings in Section 4.0.

1.4 Website Information

Information regarding the Statewide Freight and Rail Plan was made available via MoDOT's website. The webpage summarized the goals and objectives of the plan and was used as a location for summaries of meetings and link for the Virtual Passenger Rail Public Meeting. Summaries of the Industry Forums and Regional Meeting information were also found here. For more information, please visit <https://www.modot.org/missouri-state-freight-and-rail-plan>.

2.0 Freight Steering Committee

The Freight Steering Committee was made up of a diverse range of stakeholders that included both private and public sectors as well as industry association representatives, businesses who are heavily reliant on freight, operators of freight logistics related services, Missouri municipal and county officials, economic development agencies and chambers of commerce, MPOs, RPCs, inland ports, cargo airports, advocacy groups and other interested parties. Passenger rail advocacy representatives were invited to attend Steering Committee meetings and were engaged at key milestones to specifically discuss passenger rail issues and initiatives in separate meetings.

2.1 Freight Steering Committee Meeting #1 Summary

The first Freight Steering Committee meeting was held virtually on Monday, August 17, 2020, from 9 a.m. to 12 p.m. After an overview of the SFRP, impacts of COVID-19 were discussed. Next, initial findings from the Missouri Freight & Rail Profile, including infrastructure inventory and commodity flows, were presented to the group. The team then discussed freight system designation, highway designation process (analysis criteria), non-highway designation process, economic impact of the *Missouri River Runner*, passenger rail service and next steps. To review the meeting meetings, see the Meeting Materials and Documentation Appendix, “Steering Committee Meeting 1 Meeting Minutes”.

2.2 Freight Steering Committee Meeting #2 Summary

The second Freight Steering Committee meeting was held virtually on Tuesday, November 17, 2020, from 1 p.m. to 3 p.m. After an overview of the findings of the Missouri Freight & Rail Profile, the project team discussed highway and truck priority needs in the state. Overviews of truck parking, rail, air, waterways and the pipelines in Missouri were provided. The Missouri freight network designation and next steps were also discussed. Understanding this content and incorporating stakeholder input on these sections of the plan helped the project team develop a draft of the Missouri Priority Freight Network based on the quantitative analysis and Freight Steering Committee feedback. This was then distributed to the Steering Committee for review and further input. To review the meeting meetings, see the Meeting Materials and Documentation Appendix, “Steering Committee Meeting 2 Meeting Minutes”.

3.0 Industry Forums Summary

MoDOT conducted four industry forums between February 23 and March 2, 2021 via Zoom, covering the topics pertaining to agriculture/agribusiness, freight carriers, warehousing and distribution and shippers and manufacturers. Each industry forum started with a presentation about the SFRP, including freight profiles and system needs. Meeting participants were then split into breakout rooms to have focused discussions about the information presented and discuss any questions or concerns they had. Input was used to identify freight assets, refine the freight transportation needs assessment and finalize the Missouri Priority Freight Network. The “Industry Forum Meetings Presentation” and “Industry Forum Meetings Summary” are included in the Meeting Materials and Documentation Appendix.

3.1 Agriculture/Agribusiness Industry Forum

The Agriculture/Agribusiness Industry Forum took place on Tuesday, February 23, 2021 from 9 to 11 a.m. via Zoom. Thirteen participants attended the forum. Themes and topics discussed in the main session and breakout rooms included:

- Deficient structures on and along the Missouri River;
- Agriculture imports and exports via ports; and
- Airports in relation to agriculture.

3.2 Freight Carriers Industry Forum

The Freight Carriers Industry Forum took place on Wednesday, February 24, 2021 from 9 to 11 a.m. via Zoom. Sixteen participants attended the forum. Themes and topics discussed in the breakout rooms included:

- Improved freight and rail lines between Kansas City and St. Louis;
- Engaging railroads early in the planning process;
- More at-grade separations of roads and railroad lines;
- The need to work with the state on river crossings and adding ports;
- Truck parking is a major challenge; and
- How future funding relates to the SFRP.

After the breakout sessions, the group convened and discussed:

- Additional improvements to ports to help move agriculture cargo;

- The need to modernize ports;
- The importance of truck parking;
- Airports needing to focus more on air-cargo;
- E-commerce being an issue at airports; and
- The importance of e-commerce to shippers and customers.

3.3 Warehousing and Distribution Industry Forum

The Warehousing and Distribution Industry Forum took place on Thursday, February 25, 2021 from 9 to 11 a.m. via Zoom. Twenty-eight participants attended the meeting. Themes and topics discussed in the main session and breakout rooms included:

- Connectivity between rural and urban ports seems better from the urban perspective than from the rural perspective;
- Growing and expanding ports in rural areas;
- Exploring technology in more detail in the recommendations and strategies; and
- Improving crash clearance zones and predetermined detour routes.

3.4 Shippers and Manufacturers Industry Forum

The Shippers and Manufacturers Industry Forum took place on Tuesday, March 2, 2021 from 9 to 11 a.m. via Zoom. The meeting had 22 attendees. Themes and topics discussed in the main session and breakout rooms included:

- Access between urban and rural areas;
- Safety, technology, mobility and reliability, asset preservation and rural highways;
- Increased access to truck parking;
- The need for improvements at Highway 6, east of Kirksville and U.S. 63;
- Peak-hour travel reliability; and
- A focus on economic development.

4.0 Regional Stakeholder Meetings Summary

MoDOT hosted SFRP Regional Stakeholder Meetings on May 4, 5, 11 and 13 from 9 a.m. to 11 a.m. via Zoom. The objective of the meetings was to gather insight and feedback from Missouri planners and policymakers on regional economic and industry trends, as well as important freight transportation needs. A PowerPoint presentation was provided to review all the trends. Regional meetings were held for all MoDOT districts - Northwest and Northeast districts, St. Louis and Southeast districts, Kansas City and Central districts and the Southwest district. Meetings averaged about 40 people per meeting. All Regional Stakeholder Meeting presentations and the “Regional Stakeholder Meetings Summary” is included in the Meeting Materials and Documentation Appendix.

Many of the same topics were brought up across all meetings by stakeholders. The main themes that spanned all meetings included:

- The need for multimodal connections in all districts (including increased access to ports);
- The future of electric vehicles, charging stations and how that could affect the gas tax; and
- Partnerships with nearby states – as most of the freight traveling in Missouri goes through the state rather than serving as an origin/destination.

4.1 Northwest and Northeast Districts: Tuesday, May 4

The Northwest and Northeast districts meeting was held on Tuesday, May 4, 2021. The overarching themes expressed by stakeholders were:

- The impacts of climate change and flooding along the Mississippi River;
- The future of electric vehicles and charging stations; and
- The need for additional truck parking near Cameron, Mo., at U.S. 36 and I-35.

4.2 St. Louis and Southeast Districts: Wednesday, May 5

The St. Louis and Southeast districts meeting was held on Wednesday, May 5, 2021. Overarching themes expressed by stakeholders were:

- The importance of multimodal connections; and
- Safety on roadways.

4.3 Kansas City and Central Districts: Tuesday, May 11

The Kansas City and Central districts meeting was held on Tuesday, May 11, 2021. The overarching themes expressed by stakeholders were:

- Changes in the workforce;
- Partnerships with surrounding states; and
- Increased port access.

4.4 Southwest District: Thursday, May 13

The Southwest district meeting was held on Thursday, May 13, 2021. The overarching themes expressed by stakeholders were:

- Electric vehicles and the implementation of charging stations; and
- The importance of multimodal connectivity.

5.0 Open House Public Meeting Passenger Rail Summary

MoDOT hosted a Virtual Passenger Rail Public Open House from May 3 to June 11, 2021, via MoDOT's website. Two hundred thirty-two (232) members of the public attended the virtual open house. The purpose of the meeting was to engage stakeholders on passenger rail in Missouri and collect their input for the SFRP. The content included:

- The purpose and schedule of the SFRP;
- Goals and objectives of the SFRP;
- MoDOT's role in passenger rail;
- Existing passenger rail conditions throughout the state;
- On-time performance and funding for the passenger rail; and
- The economic impact of the passenger rail line.

Participants were able to submit questions and comments to MoDOT and the project team to share their thoughts on how passenger rail service can better serve the citizens of Missouri. One-hundred nineteen (119) comments were submitted to the project team.

To promote the open house, MoDOT posted the virtual open house link on their website, promoted it at all industry forums (held in early May 2021), sent a newsletter to the SFRP project mailing list, asked MPOs and RPCs to help promote the open house, posted to the Department's Twitter and Facebook accounts and sent out a media release which was also included in the Express Lane electronic newsletter. Flyers were also left at the Kirkwood station on the Missouri River Runner Amtrak line to encourage participation.

5.1 Summary of Questions and Comments

Participants were able to submit questions and comments to MoDOT and the project team and share their thoughts on how passenger rail service can better serve the citizens of Missouri. One-hundred nineteen (119) comments were received. Understanding participants' concerns and questions helped the project team make decisions. Participants were able to submit and identify if their comment was about a specific location. Response locations are found in Figure 5.1.

FIGURE 5.1 PASSENGER RAIL COMMENT DISTRIBUTION MAP



Note: comments from Virtual Passenger Rail Public Open House from May 3 to June 11, 2021

The summary below captures common themes noted by the public during the virtual open house:

- **Accessibility.** Many participants submitted comments regarding the mobility and reliability of proposed passenger rail routes and connections. Participants also commented about how transporting more bikes should be incorporated into existing and future routes.
- **Convenience.** Participants asked questions about which major cities would be connected via passenger rail and if the *Missouri River Runner* would be expanded.
- **Service Times.** Many of the participant's questions and comments centered on enhancing the Kansas City and St. Louis connection and adding in more service time options. Participants commented on how a connection from Kansas City to Omaha would be helpful for travel.
- **Routes.** Questions and comments regarding routes focused on constructing a passenger rail route along the western border of the state and additionally connecting St. Louis to Springfield. Other comments discussed how

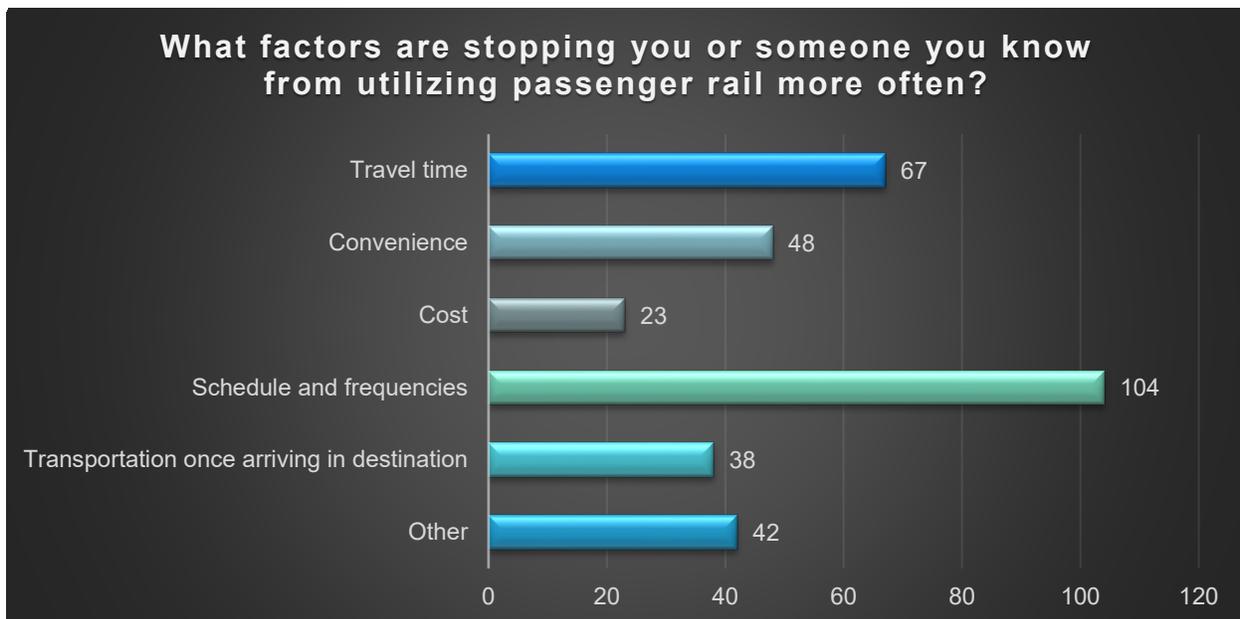
having plans to connect to rail lines in other states would help connect Missouri to other communities who could in turn use the rail line to travel to Missouri.

- **Right-of-Way.** Questions came up about how existing rail lines could be used to minimize right-of-way impacts. Participants also mentioned enforcing passenger rail priority laws and building a high-speed rail line between major rail stations.

5.2 Survey

A survey link was developed for the Virtual Open House to ask participants more about their input on passenger rail service in Missouri. A total of 155 people responded to the survey. Eight questions asked about people's concerns and interests regarding passenger rail, and questions were formatted through multiple choice or force rankings and one open-ended question to allow for additional detail. Topics included frequency of use, station improvement and common and suggested destinations. Figure 5.2 shows responses to what factors hinder using passenger rail. The survey summary with all responses can be found in the Meeting Materials and Documentation Appendix and labeled "Passenger Rail Survey Results Summary".

FIGURE 5.2 FACTORS HINDERING PASSENGER RAIL UTILIZATION



The most common response by participants who marked "Other" was their lack of proximity to a station, with many mentioning Springfield or southwest Missouri specifically. Also mentioned was limited bicycle capacity on trains, the potential for delays and the need for routes to more destinations.

The survey responses and comments collected as part of the MoDOT's Virtual Passenger Rail Study Open House provide insight into public opinion on frequencies, quality of stations, routes and destinations related to the present discourse on passenger rail in Missouri. A major theme noted in both the survey feedback and the comments was access to existing passenger rail infrastructure. Residents of the southwest part of the state were the most vocal

about this, including calls for future connections to Springfield and Branson. Overall, continued support of the *Missouri River Runner* was prioritized, with high speed and new intercity state services also supported. For those in suburbs of Kansas City and St. Louis, the need for improved long-term parking at each station, schedules and frequencies were the largest preventers of utilizing passenger rail as opposed to transportation upon destination arrival.

6.0 Stakeholder Forum Summary

MoDOT hosted a Virtual Freight Stakeholder Meeting on Sept. 15, 2021, from 9 a.m. to 11 a.m. Meeting participants included Steering Committee members and stakeholders previously invited to the regional workshops or industry forums. The objective of the meeting was to gather insight and feedback from Missouri industry planners, policy makers and stakeholders on regional economic and industry trends, as well as important freight transportation needs. The team presented a project overview and the plan's progress to that point. The results of the needs assessment were discussed, including the Missouri freight rail needs and air cargo needs. Strategies and recommendations were presented to the group, including preliminary operations and technology strategies, preliminary program strategies, and preliminary policy, outreach and coordination strategies. The team also outlined the process of developing the infrastructure strategies for the plan. Stakeholders were able to provide valuable feedback by rating the policy strategies using Menti and did so at various stages of the presentation. Highlights are discussed in the following sections.

6.1 Missouri Freight Highway Needs

The project team identified freight highway needs using a scoring process across several categories to determine the level of freight needs across the system. These categories include safety, truck parking, technology, mobility and reliability, asset preservation and freight design. The team used a variety of metrics and assigned scores to segments of the roadway network to identify freight highway system needs statewide. In the Missouri Freight Analysis Systems (MoFAS) tool, developed as part of the SFRP, users can filter to view regions of the state and urban versus rural areas.

Several key metrics were identified to address highway safety needs, which included truck-involved crash rate, truck-involved severe injuries or fatalities and at-grade highway-rail crossings. Technology, mobility, reliability and design were also key metrics identified.

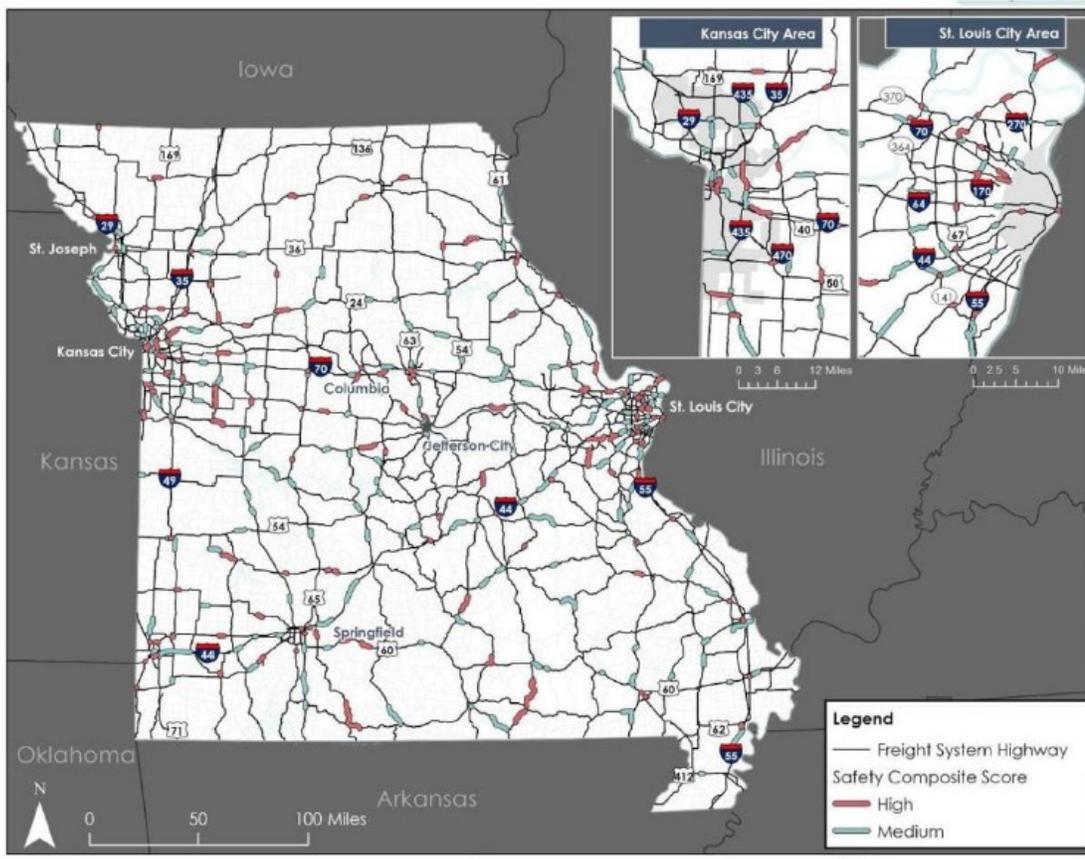
Truck parking needs key metrics included crashes involving parked trucks and interstate truck parking deficit. The highest truck parking needs are on interstates approaching cities. There was some discussion around truck parking throughout the meeting. As part of a truck parking profile, the team did look at Missouri facilities and private facilities. Sometimes the general public doesn't understand the need or value for truck parking, so there will need to be future creative solutions, to help educate people about the problem and solve it.

Technology needs key metrics included weigh-in-motion needs, transportation management center needs, traveler information needs (e.g., dynamic message signs) and traffic incident management needs (e.g., CCTVs).

Mobility and reliability key metrics included level of service, truck travel time reliability, connectivity to strategic industry supply chains, connectivity to intermodal terminals and gateways and at-grade highway-railroad crossings. Mobility and reliability needs are highest in rural areas. When factoring in at-grade crossings many of those needs are concentrated in and around Kansas City and St. Louis. Asset preservation needs key metrics included bridge weight restrictions, bridge condition issues and pavement condition. Concentrated areas for these metrics include Route 370, I-55 and other areas distributed around the state. Freight design key metrics include freight critical two-lane highways and vertical clearance limitations. Design needs were found to be typically in rural areas.

High need highway segments were analyzed from the categories above. These areas were found to be spread evenly across the state. Segments with four or more high to medium categories were then analyzed. Segments in this range were concentrated on I-435 in Kansas City and along I-55 south of St. Louis. There are also routes in central and southern Missouri in this category. Figure 6.1 below shows an example of Missouri's highway needs map from the presentation.

FIGURE 6.1 MISSOURI HIGHWAY NEEDS MAP



6.2 Missouri Freight Rail Needs

The Missouri freight rail needs identified intermodal connectivity as an industry trend. The Team reviewed opportunities for improving the network for moving freight from one mode to another. A key component in Missouri is supporting expansion of local and bigger railroads to get products to market faster. A handful of aging structures were identified that have clearance issues. The analysis also looked at passenger rail. The plan investigated how to support the River Runner from Kansas City to St. Louis and communities that could benefit from intercity passenger rail services. Improvements would need to be made to the stations and rail network for these rail lines to attract new riders to the services provided. Tables 6.1 and 6.2 identify freight rail and passenger rail needs.

TABLE 6.1 FREIGHT RAIL NEEDS

Freight Rail Need/Opportunity	Example Project, Program or Policy
Track Capacity	Increase rail gauge to accommodate heavier loads
Safety and Crossings	Rail/road crossings improvements
Funding for Spurs Serving Local Businesses	Construction of new rail spurs; funding program
Intermodal Network, Facilities and Connectivity	New or expanded multimodal facility, e.g. river port, rail yard, etc.
Bottlenecks and Constraints	Infrastructure improvements
Maintaining and Expanding Short Line & Local Railroads	Increased connectivity between Class Is and short lines
Aging Structures and Clearance	Capacity improvements or rehabilitation

TABLE 6.2 PASSENGER RAIL NEEDS

Passenger Rail Need/Opportunity	Example Project, Program or Policy
Funding Shortfall for <i>Missouri River Runner</i>	Operational support and dedicated state funding
Unserved and Underserved Communities	Improved, increased or new <i>Missouri River Runner</i> or intercity rail service
Infrastructure	Track upgrades (passing, siding track)
Stations	New and upgraded stations

6.3 Missouri Air Cargo Needs

COVID-19 reduced passenger travel but resulted in increased air cargo activity. Kansas City, St. Louis and Springfield airports carry 99 percent of air cargo. A list of needs was identified during interviews with the three major airports in St. Louis, Kansas City and Springfield. Currently, St. Louis and Kansas City are getting the larger planes, but Springfield is starting to see additional expansion based on its central location for distribution centers. Infrastructure to support moving freight off planes to trucks was identified as important as well as warehouse and distribution facilities either on-site or nearby. Table 6.3 shows Missouri's identified air cargo needs.

TABLE 6.3 AIR CARGO NEEDS

Airport	Air Cargo Needs
St. Louis Lambert	<ul style="list-style-type: none"> • Improvements to the I-70 corridor from U.S. 67 to I-170 in front of STL • STL Access Improvements and North Cargo Improvements • Improvements to I-270 from I-70 to Route 157 • Demolition and site readiness of northern track of airfield for new cargo facility
Springfield – Branson National	<ul style="list-style-type: none"> • Expand cargo apron for aircraft movement and GSE storage • Major cargo ramp expansion • Expansion to existing air cargo facility
Kansas City International	<ul style="list-style-type: none"> • Maintenance and new construction of hangers for air cargo • KCI Intermodal Logistics Center infrastructure needs • KCI website infrastructure needs to open ground for development • Future improvements to I-435 Interchange at 120th Street (D Highway) to handle increased truck traffic from new industrial development on Airport Westside

6.4 Missouri Port Needs

Port needs are specific to each facility. Several ports are eager to expand to attract more tenants and expand how much freight is coming and going through their system. Many ports can better connect to other modes of transportation and are already identifying rail connection projects. MoDOT recently received approval status to establish port services for agricultural goods by using container on barge services to ship to international markets across the globe (expected to start in 2022). Port needs and opportunities identified included new or developing ports, port expansion, upgraded and resilient infrastructure, multimodal connectivity and cargo diversification. Table 6.4 shows the Missouri Port needs.

TABLE 6.4 PORT NEEDS

Port Need/ Opportunity	Example Project, Program or Policy
New or Developing Ports	Support establishment of a new or developing proposed port
Port Expansion	Land acquisition or development of new facilities
Upgraded and Resilient Infrastructure	Rehabilitation of dock facilities and other needed infrastructure.
Multimodal Connectivity	Construction of transload facility, rail track, access roads, etc.
Cargo Diversification	Container-on-barge service, new cargo-handling infrastructure

6.5 Strategies and Recommendations

The team developed a list of strategies and recommendations and discussed them with stakeholders and MoDOT. Next, the strategies were screened and classified as high, medium or low. Four categories of strategies were identified:

- **Preliminary Operations and Technology Strategies.** Operations and technology strategies are important for safety and reliability and help prepare infrastructure for automated vehicles and other emerging technologies. Some components of this strategy included increasing signage, deploying advanced warning systems and increasing wayfinding.
- **Preliminary Program Strategies.** Developing program strategies in collaboration with MoDOT, regional officials and private stakeholders is a critical component to moving any freight strategies forward. Preliminary strategies included continuation of the Freight Steering Committee with public and private sector stakeholders and integrating multimodal freight into regional planning programs, among others.
- **Preliminary Policy & Coordination Strategies.** Setting policy and continuing outreach and coordination with stakeholders is a critical component to moving any freight strategies forward. Preliminary strategies included exploring Public-Private Partnership opportunities for freight investments and convening a biennial freight and industry transportation summit, among others.
- **Preliminary Infrastructure Strategies.** Identifying and developing infrastructure strategies included mapping planned projects to the identified freight needs to help assess what needs the projects are addressing. The next step is to prioritize recommendations and develop a 5-year Freight Investment Plan to identify unmet freight needs. Steps in that process included:
 - » Evaluate extent to which STIP projects address freight needs
 - » Develop 5-year STIP
 - » Compile stakeholder identified projects
 - » Identify strategic projects
 - » Incorporate multimodal projects
 - » Develop unconstrained multimodal FIP

7.0 Conclusion

MoDOT and the project team engaged a variety of stakeholders to understand existing issues and concerns with freight movement in Missouri. Through a series of planned activities and engagement opportunities freight and rail stakeholders were able to share meaningful ideas that supplemented and validated the data collection, modeling and analysis for the SFRP. MoDOT also coordinated with surrounding states to create continuity and consistency with recommendations. Each activity built upon data collection and feedback on the real-world experiences of freight stakeholders and how they are planning for future innovations. Their input is woven through the SFRP.