Chapter Seven:

Financing

**7.1 Federal Funding Sources**

Federal revenue sources include the 18.4 cents per gallon tax on gasoline and 24.4 cents per gallon tax on diesel fuel. Other sources include various taxes on tires, heavy truck and trailer sales, and heavy vehicle use tax and general revenue. These revenues are made available to the states based on formulas prescribed by federal law through transportation funding acts. The previous transportation funding act, Fixing America’s Surface Transportation (FAST) Act, authorized federal programs for the five-year period from 2016-2020. It expired Sept. 30, 2020, but was extended for another year by continuing resolution. In Nov. 2021, the federal transportation bill, called the Infrastructure Investment and Jobs Act (IIJA), was reauthorized. The new bill is estimated to increase federal funding to Missouri approximately 25% for five years. As stated in the Citizen’s Guide to Transportation Funding, in FY 2022, Missouri received:

* $806 million in federal reimbursements on state highways,
* $102 million for cities and counties and
* $87million for federal safety programs and multimodal grants.

**Federal Funding – IIJA/BIL**

According to the US Department of Transportation, the IIJA also known as the “Bipartisan Infrastructure Law” is the largest long-term investment in our infrastructure and economy in our nation’s history. It provides $550 billion over fiscal years 2022-2026 in new federal investment in roads, bridges, and mass transit, water infrastructure, resilience, and broadband.. The bill was signed by President Biden on Nov. 15, 2021. Many of the programs authorized under the FAST Act were included in IIJA, along with several new programs. The following information, according to The White House, , provides a summary of the bill:**Repair and rebuild our roads and bridges with a focus on climate change mitigation, resilience, equity, and safety for all users, including cyclists and pedestrians.** In Missouri there are 2,190 bridges and over 7,576 miles of highway in poor condition. Since 2011, commute times have increased by 5.9% in Missouri, and on average, each driver pays $743 per year in costs due to driving on roads in need of repair. The Bipartisan Infrastructure Law is the single largest dedicated bridge investment since the construction of the interstate highway system. Based on formula funding alone, Missouri would expect to receive approximately $7 billion over five years in Federal highway formula funding for highways and bridges. On an average annual basis, this is about 29.6% more than the State’s Federal-aid highway formula funding under current law (1). Missouri can also compete for the $15.77 billion Bridge Investment Program for economically significant bridges and $15 billion of national funding in the law dedicated to megaprojects that will deliver substantial economic benefits to communities. Missouri can also expect to receive approximately $159 million over five years in formula funding to reduce transportation-related emissions, in addition to about $180 million over five years to increase the resilience of its transportation system (2). States may also apply federal aid dollars towards climate resilience and safety projects.

**Improve the safety of our transportation system. The Bipartisan Infrastructure Law invests $13 billion over the Fixing America’s Surface Transportation (FAST) Act levels directly into improving roadway safety.** Over five years, Missouri will receive approximately $40 million in 402 formula funding for highway safety traffic programs, which help states to improve driver behavior and reduce deaths and injuries from motor vehicle-related crashes. On an average annual basis, this represents about a 29% increase over FAST Act levels (3). Local and tribal governments in Missouri will also be eligible to compete for $6 billion in U.S. Department of Transportation Office of Public Affairs 1200 New Jersey Avenue, SE Washington, DC 20590 www.transportation.gov/newsroom News funding for a new **Safe Streets** **for All program** which will provide funding directly to these entities to support their efforts to advance “vision zero” plans and other improvements to reduce crashes and fatalities, especially for cyclists and pedestrians. In addition, Missouri can expect to receive approximately $53.4 million over five years in funding to augment their commercial motor vehicle (CMV) safety efforts to reduce CMV crashes through the Federal Motor Carrier Safety Administration’s Motor Carrier Safety Assistance Program (MCSAP) formula grant. This represents about a 55% increase in funding compared to FAST Act levels (4). Missouri will be able to apply for funds to modernize data collection systems to collect near real time data on all reported crashes, including fatal ones, to enhance safety and to allow the Department to understand and address trends as they are identified.

**Improve healthy, sustainable transportation options for millions of Americans.** Missourians who take public transportation spend an extra 79.6% of their time commuting and non-White households are 10 times more likely to commute via public transportation. 32.2% of transit vehicles in the state are past useful life. **Based on formula funding alone, Missouri would expect to receive about $732 million over five years under the Bipartisan Infrastructure Law to improve public transportation options across the state (5). In the first year, this represents about a 36% increase over 2021 FAST Act formula transit funding levels.**

**Build a network of EV chargers to facilitate long-distance travel and provide convenient charging options.** The U.S. market share of plug-in electric vehicle (EV) sales is only one-third the size of the Chinese EV market – in 2020, plug-in electric vehicles made up only 2.3% of new car sales in the U.S., compared to 6.2% in China. The President believes that must change. The law invests $7.5 billion to build out the first-ever national network of EV chargers in the United States and is a critical element in the Biden-Harris Administration’s plan to accelerate the adoption of EVs to address the climate crisis and support domestic manufacturing jobs. **Under the Bipartisan Infrastructure Law, Missouri would expect to receive about $99 million over five years to support the expansion of an EV charging network in the state (6). Missouri will also have the opportunity to apply for grants out of the $2.5 billion available for EV charging.**

**Modernize and expand passenger rail and improve freight rail efficiency and safety.** The Bipartisan Infrastructure Law includes $102 billion to eliminate the Amtrak maintenance backlog, modernize the Northeast Corridor, and bring world-class rail service to areas outside the northeast and mid-Atlantic. Within these totals, $41 billion would be provided as grants to Amtrak, $43.5 billion for Federal-State Partnership for Intercity Passenger Rail Grants for intercity rail service, including high-speed rail. On top of this, Missouri will be eligible to compete for $10 billion for rail improvement and safety grants and $5.5 billion for grade crossing safety improvements.”

**Improve our nation’s airports.** The United States built modern aviation, but our airports lag far behind our competitors. **Under the Bipartisan Infrastructure Law, airports in Missouri would receive approximately $247 million for infrastructure development for airports over five years (7).** This funding will address airside and landside needs at airports, such as improving runways, taxiways and airport-owned towers, terminal development projects, and noise reduction projects. In addition, $5 billion in discretionary funding is available over five years for airport terminal development projects that address the aging infrastructure of our nation’s airports, including projects that expand accessibility for persons with disabilities, improve access for historically disadvantaged populations, improve energy efficiency, and improve airfield safety.

**7.2 What the Fast Act Means for Missouri**

State and local governments can look forward to these new & expanded competitive grant programs in the Bipartisan Infrastructure Law (BIL) anticipated to launch over the course of the next year:

• Safe Streets for All ($6B, new) – This program will provide funding directly to local and tribal governments to support their efforts to advance “vision zero” plans and other improvements to reduce crashes and fatalities, especially for cyclists and pedestrians.

• Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Grants ($15B, expanded) – RAISE grants support surface transportation projects of local and/or regional significance.

• Infrastructure for Rebuilding America (INFRA) Grants ($14B, expanded) – INFRA grants will offer needed aid to freight infrastructure by providing funding to state and local government for projects of regional or national significance. The BIL also raises the cap on multimodal projects to 30% of program funds.

• Federal Transit Administration (FTA) Low and No Emission Bus Programs ($5.6B, expanded) – BIL expands this competitive program which provides funding to state and local governmental authorities for the purchase or lease of zero-emission and lowemission transit buses as well as acquisition, construction, and leasing of required supporting facilities.

• FTA Buses + Bus Facilities Competitive Program ($2.0B, expanded) – This program provides competitive funding to states and direct recipients to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities including technological changes or innovations to modify low or no emission vehicles or facilities. • Capital Investment Grants (CIG) Program ($23B, expanded) – The BIL guarantees $8 billion, and authorizes $15 billion more in future appropriations, to invest in new highcapacity transit projects communities choose to build. The BIL provides funds that may support the 25 projects included in FTA's Annual Report on Funding Recommendations for FY22 as well as additional projects across the country seeking CIG funding over the next five years. Projects must meet CIG program requirements to receive funding. In Missouri, such recommended projects include the Kansas City Streetcar Main Street Extension currently under construction.

• Federal Aviation Administration (FAA) Terminal Program ($5B, new) – This discretionary grant program will provide funding for airport terminal development and other landside projects.

• MEGA Projects ($15B, new) – This new National Infrastructure Project Assistance grant program will support multi-modal, multi-jurisdictional projects of national or regional significance.

• Promoting Resilient Operations for Transformative, Efficient, and Cost-saving Transportation (PROTECT) Program ($8.7B, new) – PROTECT will provide $7.3 billion in formula funding to states and $1.4 billion in competitive grants to eligible entities to increase the resilience of our transportation system. This includes funding for evacuation routes, coastal resilience, making existing infrastructure more resilient, or efforts to move infrastructure to nearby locations not continuously impacted by extreme weather and natural disasters.

• Port Infrastructure Development Program ($2.25B, expanded) – BIL will increase investment in America’s coastal ports and inland waterways, helping to improve the supply chain and enhancing the resilience of our shipping industry. BIL overall doubles the level of investment in port infrastructure and waterways, helping strengthen our supply chain and reduce pollution.

• 5307 Ferry Program ($150M, existing) – BIL retains the $30 million per year passenger ferry program for ferries that serve urbanized areas.

• Electric or Low Emitting Ferry Program ($500M, new) – This competitive grant program will support the transition of passenger ferries to low or zero emission technologies.

• Rural Ferry Program ($2B, new) – This competitive grant program will ensure that basic essential ferry service continues to be provided to rural areas by providing funds to States to support this service.

• Federal Highway Administration (FHWA) competitive grants for nationally significant bridges and other bridges ($15.77B, new) – This new competitive grant program will assist state, local, federal, and tribal entities in rehabilitating or replacing bridges, including culverts. Large projects and bundling of smaller bridge projects will be eligible for funding.

• FTA All Station Accessibility Program ($1.75B, new) – This competitive grant program will provide funding to legacy transit and commuter rail authorities to upgrade existing stations to meet or exceed accessibility standards under the Americans with Disabilities Act.

• Charging and fueling infrastructure discretionary grants (Up to $2.5B, new) – This discretionary grant program will provide up to $2.5 billion in funding to provide convenient charging where people live, work, and shop.

• Reconnecting Communities Pilot Program ($1B, new) – This new competitive program will provide dedicated funding to state, local, MPO, and tribal governments for planning, design, demolition, and reconstruction of street grids, parks, or other infrastructure.

• FHWA Nationally Significant Federal Lands and Tribal Projects ($1.78B, expanded) – This discretionary program provides funding for the construction, reconstruction, and rehabilitation of nationally-significant projects within, adjacent to, or accessing Federal and tribal lands. BIL amends this program to allow smaller projects to qualify for funding and allows 100% federal share for tribal projects.

• Strengthening Mobility and Revolutionizing Transportation (SMART) Grant Program ($1B, new) – The SMART Grant program will be a programmed competition that will deliver competitive grants to states, local governments, and tribes for projects that improve transportation safety and efficiency.

• Rural Surface Transportation Grant Program ($2B, new) – This new competitive grant program will improve and expand surface transportation infrastructure in rural areas, increasing connectivity, improving safety and reliability of the movement of people and freight, and generate regional economic growth.

(1) These values are estimates and may change based on updated factor data each fiscal year.

(2) These values are estimates and may change based on updated factor data each fiscal year.

(3) These values are estimates based on the 2020 FHWA public road mileage data for FYs 2022- 2026. Formula funding amounts in FYs 2023-2026 are subject to change as a result of the annual public road mile data certified by FHWA. The 402 amounts do not include redistribution of unawarded 405 balances per 23 USC § 405(a)(8) as that information is unknown at this time. The Bipartisan Infrastructure Law specifies NHTSA must distribute the supplemental appropriations for Section 402 in “equal amounts for each fiscal year 2022 through 2026”. This analysis is subject to provisions of FY 2022-FY2026 appropriations acts.

(4) These values are estimates and may change based on updated factor data each fiscal year.

(5) Transit formula funding amounts are subject to changes resulting from the 2020 census or from annual transit service data reported to FTA’s National Transit Database.

(6) These values are estimates and may change based on updated factor data each fiscal year.

(7) Precise allocations would change each year because the formulas use current passenger boarding and cargo data, and this estimate is based on 2019 data

**Link to the information above:** [The Bipartisan Infrastructure Law Will Deliver for Missouri | US Department of Transportation](https://www.transportation.gov/briefing-room/bipartisan-infrastructure-law-will-deliver-missouri)

**Highway and Bridge Revenue Sources**

**State motor fuel tax**

About 73 percent of every dollar MoDOT receives comes from motor fuel taxes. The federal motor fuel tax has not changed since 1993. The state motor fuel tax was increased from 17-cents to 19.5-cents per gallon on October 1, 2021. The last increase was in 1996. The Governor and the General Assembly passed Senate Bill 262 (SB 262) which raises Missouri’s motor fuel tax an additional 2.5-cents per year for the next five years. When fully implemented on July 1, 2025, Missouri’s state motor fuel tax will be 29.5-cents per gallon and is estimated to generate an additional $500 million in annual revenue less refunds. The additional revenue is distributed to the state, cities and counties. This revenue source also includes a 9-cent per gallon tax on aviation fuel which must be spent on airport projects. These tax revenue provide approximately 27% of transportation revenues.

MoDOT receives a portion of the state sales tax paid on the purchase or lease of motor vehicles. This revenue source also includes the sales tax paid on aviation fuel which is dedicated to airport projects (see Section 7). These tax revenues provide approximately 13 percent of transportation revenues. In November 2004, voters passed constitutional Amendment 3, which set in motion a four-year phase in, redirecting motor vehicle sales taxes previously deposited in the state’s general revenue fund to a newly created State Road Bond Fund. In state fiscal year 2009, the process of redirecting motor vehicle sales taxes to transportation was fully phased in, and the rate of growth in this revenue source slowed dramatically. Starting July 2013, state legislation eliminated the state motor vehicle use tax. The state motor vehicle use tax was replaced with the state motor vehicle sales tax which directs more of the tax to local government agencies.

Revenue collected through this source of state transportation funds has grown slightly over the years with the exception of miscellaneous collections. Motor vehicle sales taxes are projected to grow 2.0 percent annually for 2023 and 2024 and 3.0 percent thereafter. Motor vehicle and driver licensing fees are projected to grow 1.5 percent for 2023 and beyond.

Additional transportation funds have recently been made available via general revenue for the Governor’s Focus on Bridges and Transportation Cost Share Programs. The Governor’s Focus on Bridges Program authorized $50 million from the General Revenue Fund to expedite bridge repairs in fiscal year 2020 and the borrowing of $301 million to fund the costs to plan, design, construct, reconstruct, rehabilitate and make significant repairs to 215 bridges on the state highway system. General Revenue Fund allocations of $45.5 million for debt service payments will be made available annually for seven years. An allocation from the General Revenue Fund of $25 million has been made available for the Governor’s Transportation Cost Share Program.

Motor vehicle and driver’s licensing fees

**Vehicle and driver licensing fees** include the state share of revenue received from licensing motor vehicles and drivers. This revenue source also includes fees for railroad regulation which are dedicated to multimodal programs. These fees provide approximately 10 percent of transportation revenues. For vehicle registration and driver’s licensing fees, cities and counties received $31 million, or about 9%. For motor vehicle sales tax, cities and counties received $67 million, or about 14%.

Transportation revenues are shared

It is important to remember cities and counties receive a share of state and federal transportation revenues for projects of their choosing. For fuel taxes, cities and counties receive 5.31 cents of the 19.5 cents per gallon rate, or about 27%. In fiscal year 2022, this totaled $205 million.

Interest earned on invested funds and other miscellaneous collections

The **interest earned on invested funds and other miscellaneous collections** provides approximately 4 percent of transportation revenues. Cash balances for roads and bridges are declining. As referenced in Table 1 in Section 5-12, the cash balance of all funds for roads and bridges is expected to decline from $1,233 million at the beginning of fiscal year 2023 to approximately $520 million by the end of fiscal year 2027. Other miscellaneous collections include construction cost reimbursements from local governments and other states, proceeds from the sale of surplus property and fees associated with the Missouri logo-signing program.

The General Revenue Fund for the Governor’s Transportation Cost share Program, Governor’s Focus on Bridges’ debt service payments and multimodal programs provide 2% of transportation revenue.

MoDOT has four kinds of bonds: senior bonds that were authorized by the Missouri General Assembly in 2000; Amendment 3 bonds that were authorized by Missouri voters in 2004; bonds authorized by the Missouri General Assembly in 2019 to finance the Focus on Bridges program with debt service from General Revenue over seven years; and federal GARVEE (Grant Anticipation Revenue Vehicle) bonds that financed specific projects. Borrowing advanced construction and allowed Missouri to avoid inflation in labor and materials costs; however, borrowed money must be repaid and new borrowing should be enabled with dedicated and reliable additional revenue to cover repayment and maintain credit ratings. Senior bonds will be paid off in 2023, Amendment 3 bonds will be paid off by 2029 and GARVEE bonds will be paid off by 2033. Focus on Bridges bonds will be paid off in 2027. The average interest rate on all outstanding debt combined is 2.63 percent.

**Funding for Alternative Modes of Transportation**

Transportation funding for alternative modes has historically been less than 5 percent of all MoDOT transportation revenue (approximately $96 million annually). The annual allocation for the Transportation Alternatives Program in Missouri is approximately $30.86 million. Funding for alternate modes of transportation comes from a variety of sources including motor vehicle sales taxes, aviation fuel and sales taxes, railroad regulation fees, state general revenue funds and federal grants. MoDOT Multimodal Operations is responsible for supporting alternative transportation programs within the state. The division functions to continue the advancement and strategic planning for Aviation, Rail, Transit, Waterways, and Freight Development initiatives designed to expand Missouri’s infrastructure and facilitate travel and commerce. Through the integration of the various modes, the traveling public enjoys greater accessibility to the resources of the state while industry capitalizes on improved transportation efficiencies.

Multimodal Operations Functional Overview

* Assists in the development of port authorities through the distribution of capital and administrative funding while championing the efficiencies of waterborne transportation to industry and the general public.
* Administers federal and state capital improvement funding for Missouri’s eligible public aviation facilities.
* Conducts airports safety inspections.
* Provides financial and technical assistance to public transit and specialized mobility providers across the state.
* Partners with industry and local communities to promote economic development and improved freight traffic efficiency by examining existing infrastructure obstructions and proactively assessing potential obstacles.
* Regulates freight and passenger rail operations, oversees rail crossing safety and construction projects, conducts railroad safety inspections, and provides outreach educational opportunities.
* Supports the continued operation of Amtrak in the state and provides direction for the development of expanded passenger rail service.

The amalgamation of the non-highway transportation modes into a single regulatory division traces its lineage back to the formation of the Missouri Highways and Transportation Department in 1980. With the subsequent merger and reorganization, Multimodal Operations assumed charge of consolidated authority over Aviation, Rail, Transit, and Waterway operations within the state as the definitive administrative body. The division has since evolved into a very specialized organization, centered on engaging partnership participation that focuses on safe, accessible, efficient, and environmentally responsible alternative transportation solutions. In fiscal year 2012, Multimodal Operations functioned with an operating budget of $2.5 million and a staff of 31, maintained over 4,000 internal and external partnership contacts, and cumulatively delivered over $79 million in multimodal projects with partners across the state (nearly $47 million federal funds, over $14 million in state funds, and over $18 million in local match funds).

Multimodal Operations Profile – Activities by Mode

* Aviation
	+ Administer grants and provide guidance for public use airports (State Block Grant Program & State Aviation Trust Fund Program)
	+ Conduct airport safety inspections
	+ Publish Aeronautical Chart, Airport Directory, and Show Me Flyer
	+ Maintain State Airport System Plan (SASP)
	+ Approve Airport Master Plans (AMP) and Airport Layout Plans (ALP)
	+ Maintain Automated Weather Observing System (AWOS) equipment
	+ Promote education to the aviation community and other enthusiasts
* Rail
	+ Conduct railroad infrastructure safety inspections (including track, grade crossing signals, and operating practices)
	+ Support Amtrak passenger rail service through Missouri and promote ridership both through operations and project delivery
	+ Maintain Statewide Rail Plan to identify the framework for freight and passenger rail development in Missouri for the next twenty years (including High Speed Intercity Passenger Rail (HSPIR))
	+ Regulate safety for freight rail and passenger rail in Missouri
	+ Enforce safety regulations for light rail operations (Metrolink)
	+ Administer the Missouri Highway/Rail Crossing Safety Program
	+ Plan and administer funding for rail/highway construction projects
	+ Present outreach seminars on railroad grade crossing safety in conjunction with Missouri Operation Lifesaver
	+ Catalog freight and passenger rail maps of Missouri
* Transit
	+ Administer federal grant funding under Section 5310 Agencies Serving Seniors and Persons with Disabilities
	+ Transportation Assistance Vehicle Program
	+ Administer federal grant funding under Section 5311 Non-Urbanized Transit Assistance Formula Grant Program, Section 5311(b) Rural Transit Assistance Program (RTAP), and 5311(f) Intercity Bus Program
	+ Administer federal grant funding under Section 5316 Job Access and Reverse Commute Program (JARC)
	+ Administer federal grant funding under Section 5317 New Freedom Program
	+ Administer federal grant funding under Section 5309 Discretionary Transit Capital Program
	+ Administer federal grant funding under Section 5305 Statewide Transit Planning Grant Program
	+ Administer federal grant funding under Section 5339 Bus & Bus Facilities Grant Program
	+ Administer state funded Missouri Elderly and Handicapped Transportation Assistance Program (MEHTAP)(RSMo 208.250-208.265)
	+ Administer state funded Missouri State Transit Assistance Program (RSMo 226.195)
	+ Administer federal grant funding consistent with the new MAP-21 transportation funding provisions
	+ Provide technical support and program assistance to partners and external customers
* Waterways
	+ Assist in the formation and operation of port authorities in Missouri
	+ Provide technical assistance and promote use of Missouri’s navigable rivers
	+ Represent port interests in industry and governmental bodies
	+ Assist in distributing capital and administrative funding for port improvements
	+ Provide financial assistance to two ferryboat operations
	+ Maintain waterways map of port authorities
* Freight Development
	+ Encourage freight initiatives that promote economic development and efficient movement of goods
	+ Conduct studies to determine opportunities for enhanced system capacity
	+ Evaluate performance of state infrastructure to improve efficiencies
	+ Host public forums and outreach opportunities for public comment and contribution

Unlike highways, MoDOT does not own multimodal facilities. Instead, MoDOT’s role is to administer funding and provide an oversight role for multimodal improvements. Many of the multimodal entities receive local tax revenue and direct federal funding, which are not included in these amounts. MoDOT administered $35 million of aviation funds in fiscal year 2016. Missouri has dedicated taxes on aviation fuel to fund improvements to public use airports in Missouri. MoDOT also administers federal funding to improve airfield pavement conditions and lighting systems, eliminate obstructions and for expansion projects.

In fiscal year 2016, MoDOT administered $34 million of transit funds. The majority of these funds are from federal programs that support operating costs and bus purchases for transit agencies across the state. There is a small amount of state and General Revenue funding to support operating costs for transit agencies. MoDOT administered $19 million of rail funds in fiscal year 2016. These funds are used to support two programs – the Amtrak passenger rail service between St. Louis and Kansas City, and safety improvements at railroad crossings. The Amtrak funding is from General Revenue, and safety improvements at railroad crossings are from state and federal sources.

Waterways funding totaled $6 million in fiscal year 2016. These funds provided operating and capital assistance to Missouri’s river ports and ferry boat operators. MoDOT also administers a $1 million freight enhancement program that provides assistance to public, private or not-for-profit entities for non-highway capital projects that improve the efficient flow of freight in Missouri.

Internal operating costs to administer the various multimodal programs totaled $3 million, including salaries, wages and fringe benefits. In fiscal year 2016, MoDOT administered $98 million for multimodal needs. Since only $96 million was available, MoDOT used $2 million of cash balances dedicated by law to multimodal activities to provide these projects and services.

Missouri’s transportation needs are substantial, and the costs of the needs are enormous. Yet, the sources that have traditionally provided transportation funding in Missouri and in the nation are not adequate. They do not keep pace with the rising cost of construction and maintenance, and they provide little for alternative modes of transportation. Another complicating factor is that Missouri’s transportation revenues are small in comparison to many other states. Missouri’s revenue per mile of state highway is one of the lowest in the region and in the country. Missouri ranks 47th nationally in revenue per mile which leads to significant unfunded transportation needs across the state. Missouri receives both state and federal transportation funds. Much of the funding comes with strings attached, limiting the activities for which it can be used. For example, the state motor fuel tax can only be spent on highways and bridges. It is not available for alternative modes of transportation. Federal funds may be earmarked for specific projects or limited to specific types of construction such as interstate maintenance. Some federal and state funds are allocated to specific modes of transportation such as transit or passenger rail.

**7.3 Funding Tools for the Local or Regional Level**

Funding for local county and municipal roadway maintenance and construction comes primarily from the state-distributed motor fuel tax, individual city and county capital improvement sales taxes and transportation sales taxes. Additional potential revenue options are available for local or regional transportation projects.

**Economic Development Administration - Public Works and Economic Development Program**

Through the Public Works and Economic Development Act of 1965, the United States Department of Commerce, through its EDA branch, offers project grants to enhance regional competitiveness and promote long-term economic development in regions experiencing substantial economic distress. EDA provides Public Works investments to help distressed communities and regions revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies and generate or retain long-term private sector jobs and investment. Current priorities include proposals that help support existing industry clusters, develop emerging new clusters or attract new economic drivers.

Project grants may be used for investments in facilities such as water and sewer systems, industrial access roads, industrial and business parks, port facilities, railroad sidings, distance learning facilities, skill-training facilities, business incubator facilities, redevelopment of brownfields, eco-industrial facilities and telecommunications infrastructure improvements needed for business retention and expansion. Eligible activities include the acquisition or development of public land and improvements for use for a public works, public service or development facility, and acquisition, design and engineering, construction, rehabilitation, alteration, expansion, or improvement of publicly-owned and operated development facilities, including related machinery and equipment. A project must be located in a region that, on the date EDA receives an application for investment assistance, satisfies one or more of the economic distress criteria set forth in 13 C.F.R. 301.3(a). In addition the project must fulfill a pressing need of the region and must:

1. Improve the opportunities for the successful establishment or expansion of industrial or commercial plants or facilities in the region;
2. Assist in the creation of additional long-term employment opportunities in the region; or
3. Primarily benefit the long-term unemployed and members of low-income families.

In addition, all proposed investments must be consistent with the currently approved Comprehensive Economic Development Strategy (CEDS) for the region in which the project will be located, and the applicant must have the required local share of funds committed, available and unencumbered. Also, the project must be capable of being started and completed in a timely manner.

**USDA Rural Development**

Community Programs, a division of the Housing and Community Facilities Programs, is part of the United States Department of Agriculture's Rural Development mission area. Community Programs administers programs designed to develop essential community facilities for public use in rural areas. These facilities include schools, libraries, childcare, hospitals, medical clinics, assisted living facilities, fire and rescue stations, police stations, community centers, public buildings and transportation. Through its Community Programs, the Department of Agriculture is striving to ensure that such facilities are readily available to all rural communities. Community Programs utilizes three flexible financial tools to achieve this goal: the Community Facilities Guaranteed Loan Program, the Community Facilities Direct Loan Program, and the Community Facilities Grant Program.

Community Programs can make and guarantee loans to develop essential community facilities in rural areas and towns of up to 20,000 in population.  Loans and guarantees are available to public entities such as municipalities, counties, and special-purpose districts, as well as to non-profit corporations and tribal governments. Applicants must have the legal authority to borrow and repay loans, to pledge security for loans, and to construct, operate and maintain the facilities.  They must also be financially sound and able to organize and manage the facility effectively. Repayment of the loan must be based on tax assessments, revenues, fees, or other sources of money sufficient for operation and maintenance, reserves and debt retirement.   Feasibility studies are normally required when loans are for start-up facilities or existing facilities when the project will significantly change the borrower’s financial operations. The feasibility study should be prepared by an independent consultant with recognized expertise in the type of facility being financed.

Community Programs can guarantee loans made and serviced by lenders such as banks, savings and loans, mortgage companies which are part of bank holding companies, banks of the Farm Credit System or insurance companies regulated by the National Association of Insurance Commissioners.  Community Programs may guarantee up to 90 percent of any loss of interest or principal on the loan.  Community Programs can also make direct loans to applicants who are unable to obtain commercial credit. Loan funds may be used to construct, enlarge, or improve community facilities for health care, public safety and public services.  This can include costs to acquire land needed for a facility, pay necessary professional fees and purchase equipment required for its operation. Refinancing existing debts may be considered an eligible direct or guaranteed loan purpose if the debt being refinanced is a secondary part of the loan, is associated with the project facility and if the applicant’s creditors are unwilling to extend or modify terms in order for the new loan to be feasible.

Additionally, Community Programs also provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population.  Grants are authorized on a graduated scale.  Applicants located in small communities with low populations and low incomes will receive a higher percentage of grants. Grants are available to public entities such as municipalities, counties, and special-purpose districts, as well as non-profit corporations and tribal governments. In addition, applicants must have the legal authority necessary for construction, operation, and maintenance of the proposed facility and also be unable to obtain needed funds from commercial sources at reasonable rates and terms.

Grant funds may be used to assist in the development of essential community facilities.  Grant funds can be used to construct, enlarge, or improve community facilities for health care, public safety and community and public services.  This can include the purchase of equipment required for a facility's operation.  A grant may be made in combination with other Community Facilities financial assistance such as a direct or guaranteed loan, applicant contributions or loans and grants from other sources. The Community Facilities Grant Program is typically used to fund projects under special initiatives, such as Native American community development efforts, childcare centers linked with the Federal government's Welfare-to-Work initiative, Federally-designated Enterprise and Champion Communities and the Northwest Economic Adjustment Initiative area.

**Statewide Transportation Assistance Revolving (STAR) Fund**

The STAR Fund, authorized by the Missouri General Assembly in 1997, provides loans to local entities for non-highway projects such as rail, waterway and air travel infrastructure. The STAR fund can also provide loans to fund rolling stock for transit and the purchase of vehicles for elderly or handicapped persons. The STAR fund can assist in the planning, acquisition, development and construction of facilities for transportation by air, water, rail or mass transit; however, STAR fund monies cannot fund operating expenses. The local district engineer must endorse projects in cooperation with MoDOT’s Multimodal Team. The Cost Share Committee evaluates STAR applications and provides a recommendation to the Missouri Highways and Transportation Commission (MHTC), which is the deciding body.

**Delta Regional Authority - Delta Development Highway System**

The Delta Regional Authority (DRA) was established by Congress in 2000 to enhance economic development and improve the quality of life for residents of this region. The DRA encompasses 252 counties and parishes in Alabama, Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri and Tennessee.

There are 29 counties in Missouri that are a part of the DRA region. The counties are in the southeast part of the state and make up the Eighth Congressional District. They are: Bollinger, Butler, Cape Girardeau, Carter, Crawford, Dent, Douglas, Dunklin, Howell, Iron, Madison, Mississippi, New Madrid, Ozark, Pemiscot, Perry, Phelps, Oregon, Reynolds, Ripley, Scott, Shannon, St. Francois, Ste. Genevieve, Stoddard, Texas, Washington, Wayne and Wright. There are a total of 566 DDHS miles identified in Missouri, which constitutes 14.7 percent of the total DDHS miles, of which 346 miles are 2-lane facilities. The Missouri DDHS improvements consist of widening and upgrading portions of US 60, US 63, US 67, US 412 and MO 8.

As a key part of its effort to improve the lives of Delta residents, the DRA operates a grant program in the eight states it serves. The DRA works closely with local development districts, which provide technical assistance to grant applicants. Once grant applications are submitted each year, the federal co-chairman determines which applications are eligible for funding and which are ineligible. There is an appeals process for those applicants whose submissions are deemed ineligible. From the list of eligible applicants, the governors of the eight states then make recommendations to the full board. The board decides which projects are funded based on the funds available. Congress has mandated that transportation and basic public infrastructure projects must receive at least 50 percent of appropriated funds. The authority may provide matching funds for other state and federal programs.

During a planning retreat in February 2005, the Delta Regional Authority board voted to make transportation one of the authority's three major policy development areas. The DRA Highway Transportation Plan/Delta Development Highway System Plan (DDHS) was developed following input from transportation executives and local organizations in the eight states covered by the DRA. Public meetings were held throughout the region in the fall of 2006. The plan was presented to the President and Congress. The DDHS consists of 3,843 miles of roads throughout the region. The estimated cost to complete the planned improvement projects for these roads is $18.5 billion. Of the roads in the plan, 27 percent provide four or more travel lanes already and the remainder is two-lane roads.

**Missouri Department of Economic Development - Community Development Block Grants**

Through the Missouri Department of Economic Development, the Community Development Block Grant Program (CDBG), a federal program through HUD, offers grants to small Missouri communities to improve local facilities, address critical health and safety concerns and develop a greater capacity for growth. The program offers funds for projects that can range from housing and street repairs to industrial loans and job training. State CDBG funds are only available to non-entitlement areas (incorporated municipalities under 50,000 and counties under 200,000 in population).

Larger cities receive funds directly through the Entitlement Communities Grants program. The entitlement program provides annual grants on a formula basis to entitled cities and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low-income and moderate-income persons. HUD awards grants to entitlement community grantees to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development and providing improved community facilities and services. Entitlement communities develop their own programs and funding priorities. However, grantees must give maximum feasible priority to activities which benefit low- and moderate-income persons. A grantee may also carry out activities which aid in the prevention or elimination of slums or blight. Additionally, grantees may fund activities when the grantee certifies that the activities meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community where other financial resources are not available to meet such needs. CDBG funds may not be used for activities which do not meet these broad national objectives.

**Sales Tax**

The 4.225 percent state sales/use tax rate in Missouri is lower than the rates in 38 other states, as of Jan. 1, 2017, according to Taxfoundation.org.  Missouri communities have the option of adopting a local sales tax, generally ranging from one-half to one percent.  Counties may also adopt a sales tax generally ranging from one-fourth to one percent that can be used for transportation.

**Use Tax**

Use tax is similar to sales tax, but is imposed when tangible personal property comes into the state and is stored, used or consumed in Missouri.  Communities have the option of adopting a local use tax equal to the local sales tax for that community to use for transportation expense.

**Local Option Economic Development Sales Tax**

The Local Option Economic Development Sales Tax, approved by the Missouri General Assembly in 2005, allows citizens to authorize a supplemental sales tax dedicated exclusively for certain economic development initiatives in their home municipality. The state statute section governing this program is found at 67.1305 RSMo.  The voter-approved tax of not more than one half per cent is charged on all retail sales made in the municipality that are subject to sales taxes under Ch.144 RSMo.  Missouri statutes define “municipality” as an incorporated city, town, village or county. Revenues generated by the tax may not be used for retail developments unless such retail projects are limited exclusively to the redevelopment of downtown areas and historic districts.  A portion of the revenues may be used for project administration, staff and facilities, and at least twenty per cent of the funds raised must be used for projects directly related to long-term economic preparation, such as land acquisition, installation of infrastructure for industrial or business parks, water and wastewater treatment capacity, street extensions and for matching state or federal grants related to such long-term projects.  Any remaining funds may also be used for marketing, training for advanced technology jobs, grants and loans to companies for employee training, equipment and infrastructure and other specified uses.

**Neighborhood Improvement District**

A Neighborhood Improvement District (NID) may be created in an area desiring certain public-use improvements that are paid for by special tax assessments to property owners in the area in which the improvements are made. The kinds of projects that can be financed through an NID must be for facilities used by the public, and must confer a benefit on property within the NID. An NID is created by election or petition of voters and/or property owners within the boundaries of the proposed district. Election or petition is authorized by a resolution of the governing body of the municipality in which the proposed NID is located. Language contained in the petition narrative or ballot question must include certain information including, but not limited to a full disclosure of the scope of the project, its cost, repayment and assessment parameters to affected property owners within the NID.

**Community Improvement District**

A Community Improvement District (CID) may be either a political subdivision or a not-for-profit corporation. CIDs are organized for the purpose of financing a wide range of public-use facilities and establishing and managing policies and public services relative to the needs of the district. By request petition, signed by property owners owning at least 50 percent of the assessed value of the real property, and more than 50 percent per capita of all owners of real property within the proposed CID, presented for authorizing ordnance to the governing body of the local municipality in which the proposed CID would be located.  Unlike a Neighborhood Improvement District, a CID is a separate legal entity, and is distinct and apart from the municipality that creates the district. A CID is, however, created by ordinance of the governing body of the municipality in which the CID is located, and may have other direct organizational or operational ties to the local government, depending upon the charter of the CID.

**Tax Increment Financing**

Local Tax Increment Financing (Local TIF) permits the use of a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas within your community. Areas eligible for Local TIF must contain property classified as a "Blighted", "Conservation" or an "Economic Development" area, or any combination thereof, as defined by Missouri Statutes. The idea behind Local TIF is the assumption that property and/or local sales taxes (depending upon the type of redevelopment project) will increase in the designated area after redevelopment, and a portion of the increase of these taxes collected in the future (up to 23 years) may be allocated by the municipality to help pay the certain project costs, partially listed above.

**Transportation Development Districts**

Transportation Development Districts (TDDs) are organized under the Missouri Transportation Development District Act, Sections 238.200 to 238.275 of the Missouri State Statutes. The district may be created to fund, promote, plan, design, construct, improve, maintain and operate one or more projects or to assist in such activity.

**Transportation Development Corporations**

Transportation Development Corporations (TDCs) are organized under the Missouri Transportation Corporation Act, Sections 238.300 to 238.367 of the Missouri State Statutes. TDCs act in promoting and developing public transportation facilities and systems and in promoting economic development. Demands for transportation improvements have greatly outpaced the funds available to meet them. In response to this demand, the Missouri Department of Transportation has established various mechanisms for successful public/public and public/private partnerships. These expand financing options for transportation projects that serve a public purpose, including: highway and rail projects, transit equipment, air and water transportation facilities and elderly/handicapped vehicles. The benefits to a project assisted by these partnerships may include: inflation cost savings, early economic and public benefits, financing tailored to the project's needs and a reduced cost of project financing.

**Partnership Debt-Financing Programs**
Debt-financing programs make loans to a project that has to be repaid. The Missouri Transportation Finance Corporation’s (MTFC*)* authority to form and operate is initially derived from the Transportation Equity Act for the 21st Century (TEA-21). The MTFC incorporated in August 1996, adopted bylaws and subsequently entered into a Cooperative Agreement with the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Federal Railroad Administration (FRA), agencies of the United States Department of Transportation (USDOT) and the [Missouri Highways and Transportation Commission (Commission)](http://www.modot.mo.gov/about/commission/index.htm). Under the authority granted initially by TEA-21, as amended by 23 U.S.C. 610, the Missouri Non Profit Corporation Act, [Chapter 355, RSMo](http://www.moga.mo.gov/STATUTES/C355.HTM), and pursuant to the Cooperative Agreement, the Commission organized the MTFC to assist in financing transportation improvements.

The MTFC provides direct loans for transportation projects within the state of Missouri. Loans are funded from available MTFC resources. The MTFC assistance may be any type authorized by 23 U.S.C. 610. The following are examples of potential financing options included in 23 U.S.C. 610: Primary or subordinated loans, Credit enhancements, Debt reserve financing, Subsidized interest rates, Purchase and lease agreements for transit projects, and Bond security. These direct loans must help assist the Commission to achieve continued economic, social and commercial growth of Missouri, act in the public interest, or promote the health, safety and general welfare of Missouri citizens.

**Bridge Replacement Off-System (BRO)**

The Off-System Bridge Replacement and Rehabilitation (BRO) program provides funding to counties for replacement and rehab of bridges. A minimum amount of approach roadway construction may be allowed under the program. Federal Funds are available to finance up to 80% of the eligible project cost, but may be increased with the use of credit earned from replacing an eligible bridge that is not on the federal-aid system. It will be necessary for the local agency to provide the necessary matching funds. The fair market value of donated right-of-way may be credited to the local agency's matching share with the amount not to exceed the local agency's share. Both Missouri Department of Economic Development CDBG funds and EDA Local Public Works funds can be used to match BRO funds, if used on the project.

BRO Funds are administered according to the following policy:

* The current Highway Act requires that at least 15% and no more than 35% of the state's total bridge appropriation be allocated to the counties and the City of St. Louis for use on off-system bridges (BRO). The Missouri Highway and Transportation Commission approves the amount of bridge funds allocated to this program. Off-system bridges are bridges that are on roads that are functionally classified as a local road or street and rural minor collectors.

**Federal Aviation Administration - Airport Improvement Program**

The Airport Improvement Program (AIP) provides grants to public agencies - and, in some cases, to private owners and entities - for the planning and development of public-use airports that are included in the National Plan of Integrated Airport Systems (NPIAS). For large and medium primary hub airports, the grant covers 75 percent of eligible costs (or 80 percent for noise program implementation). For small primary, reliever, and general aviation airports, the grant covers 95 percent of eligible costs. AIP grants for planning, development or noise compatibility projects are at or associated with individual public-use airports (including heliports and seaplane bases). A public-use airport is an airport open to the public that also meets the following criteria:

1. Publicly owned, or
2. Privately owned but designated by the FAA as a reliever, or
3. Privately owned but having scheduled service and at least 2,500 annual enplanements.

Further, to be eligible for a grant, an airport must be included in the NPIAS. The NPIAS, which is prepared and published every two years, identifies public-use airports that are important to public transportation and contribute to the needs of civil aviation, national defense, and the postal service. The description of eligible grant activities is described in the authorizing legislation and relates to capital items serving to develop and improve the airport in areas of safety, capacity and noise compatibility. In addition to these basic principles, a grantee must be legally, financially and otherwise able to carry out the assurances and obligations contained in the project application and grant agreement.

Eligible projects include those improvements related to enhancing airport safety, capacity, security and environmental concerns. In general, sponsors can use AIP funds on most airfield capital improvements or repairs except those for terminals, hangars, and non-aviation development. Any professional services that are necessary for eligible projects - such as planning, surveying and design - are eligible as is runway, taxiway and apron pavement maintenance. Aviation demand at the airport must justify the projects, which must also meet Federal environmental and procurement requirements. Projects related to airport operations and revenue-generating improvements are typically not eligible for funding. Operational costs - such as salaries, maintenance services, equipment and supplies - are also not eligible for AIP grants.

FAA Airport and Airway Trust Fund (AATF)

The Airport and Airway Trust Fund (AATF), created by the Airport and Airway Revenue Act of 1970, provides funding for the federal commitment to the nation’s aviation system through several aviation-related excise taxes. Funding currently comes from collections related to passenger tickets, passenger flight segments, international arrivals/ departures, cargo waybills, aviation fuels and frequent flyer mile awards from non-airline sources like credit cards.

**Transportation Alternatives Program (TAP) Funding**

Transportation Alternatives Program (TAP) was authorized under the Moving Ahead for Progress in the 21st Century Act (MAP-21) to provide for a variety of alternative transportation projects, including many that were previously eligible activities under separately funded programs. The TAP replaces the funding from pre-MAP-21 programs including Transportation Enhancements, Recreational Trails, Safe Routes to School, and Scenic Byways, wrapping them into a single funding source. The TAP remains in place with the 2015 passage of the FAST ACT. The mission of the Transportation Alternatives Program is to improve our nation’s communities through leadership, innovation, and program delivery. The funds are available to develop a variety of project types located in both rural and urban communities to create safe, accessible, attractive, and environmentally sensitive communities where people want to live, work, and recreate. The Transportation Alternatives Program consists of: Transportation Enhancement (TE) activities, Recreational Trails Program (RTP), Safe Routes to School (SRTS) activities, and Boulevards from Divided Highways.

**Traffic Engineering Assistance Program (TEAP)**

The Traffic Engineering Assistance Program (TEAP) allows local public agencies (LPA) to receive engineering assistance for studying traffic engineering problems. Typical traffic engineering related projects include: corridor safety and/or operational analysis, intersection(s) safety and/or operational analysis, speed limit review, sign inventory, pedestrian/bike route analysis, parking issues, and other traffic studies, etc. Local public agencies are reimbursed for eligible project costs at a rate of 80 percent with the local agency providing a 20-percent match. Funds administered by MoDOT, will provide 80 percent of the TEAP project costs, up to $8,000 per project. If the total cost is greater than $10,000, the local agency can pay more than 20 percent to complete the TEAP project, if desired.

**Federal Lands Access Program (FLAP)**

The Federal Lands Access Program (FLAP) provides funds for projects on Federal Lands Access Transportation Facilities that are located on or adjacent to, or that provide access to Federal lands as provided for in the FAST Act. The FLAP, as an adjunct to the Federal-Aid Highway Program, covers highway programs in cooperation with federal-land managing agencies. It provides transportation-engineering services for planning, design, construction and rehabilitation of the highways and bridges providing access to federally owned lands. The Federal Highway Administration (FHWA) also provides training, technology, deployment, engineering services and products to other customers. The FHWA administers the Federal Lands Access Program, including survey, design and construction of forest highway system roads, parkways and park roads, Indian reservation roads, defense access roads and other federal-lands roads. The FHWA, through cooperative agreements with federal-land managing agencies such as the National Park Service, Forest Service, Military Traffic Management Command, Fish and Wildlife Service and the Bureau of Indian Affairs, administers a coordinated federal-lands program consisting of forest highways, public-lands highways, park roads and parkways, refuge roads and Indian reservation roads. This program provides support for approximately 30,000 miles of public roads serving Federal and Indian lands to support the economic vitality of adjacent communities and regions.

**Cost Share Program Guidelines**

The purpose of the Cost Share Program is to build partnerships with local entities to pool efforts and resources to deliver state highway and bridge projects. The Missouri Department of Transportation (MoDOT) allocates Cost Share funds based on the Missouri Highways and Transportation Commission’s (MHTC) approved funding distribution formula. For fiscal years 2021 through 2023, ten percent (10%) is set-aside for projects that demonstrate economic development. Beginning in fiscal year 2024, twenty percent (20%) is set-aside for projects that demonstrate economic development. The Commission may select projects for the set-aside funds and provide up to one hundred percent (100%) of the total project cost. Projects are selected by the Cost Share Committee, which consists of the Deputy Director/Chief Engineer, Chief Financial Officer, Assistant Chief Engineer, and two members selected by the Director. They are then recommended for approval by the MHTC via a STIP amendment.

The Missouri Department of Economic Development (DED) may recommend projects for the set-aside funds.  The projects must demonstrate economic development through job creation.  MoDOT works in cooperation with the DED and project sponsors to determine when targeted investments can be made to create jobs and may provide up to one-hundred percent (100%) of the total project cost.  Retail development projects do not qualify as economic development projects that create jobs.

MoDOT’s participation includes the amount of Cost Share funds allocated to the project, District STIP or Operating Budget funds and activities performed by MoDOT such as preliminary engineering, right of way incidentals and construction engineering.

Generally, the Cost Share funding per project is limited to $10 million in total and $2.5 million per year. However, projects exceeding this limit can be considered based on factors such as project need, the opportunity for economic development and the willingness of the local partners to be flexible and bring resources to the table.. Project applications that significantly expand the state highway system or increase maintenance costs for MoDOT must seek pre-approval by the Deputy Director/Chief Engineer prior to submittal of the application to MoDOT.

**7.4 Funding Distribution**

Since 2003, the Missouri Highways and Transportation Commission has used a formula to distribute construction program funds for road and bridge improvements to each of its seven districts. This is the largest area of MoDOT’s budget that provides funding for safety improvements, asset management and system improvement funds that districts can use to take care of the system or invest in major projects that relieve congestion and spur economic growth. In many districts, asset management funds are not sufficient to maintain current system conditions. Districts use system improvement funds to make up the difference.

 Figure 7.1 identifies how construction program funds are allocated annually to districts using the following formula:

***Figure 7.1 MoDOT Funding Distribution for Construction Funds***



Source: MoDOT’s Citizen’s Guide to Transportation Funding in Missouri, November 2022.

**Safety**

**$35 Million**

**Total Available**

**Construction**

**Program Funds**

**Taking Care of**

**the System\***

**$435 Million**



Source: MoDOT’s Citizen’s Guide to Transportation Funding in Missouri, November 2022.

When adding the construction program, operations, administration and highway safety programs together, the following amounts were spent in districts for fiscal year 2022:

***Table 7.1 MoDOT Funding Distribution – Total by District***



Since spending can fluctuate from year to year, the table below provides the amounts based on the five-year average from fiscal years 2018 through 2022:



Source: MoDOT’s Citizen’s Guide to Transportation Funding in Missouri, November 2022.

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