

SURFACE TRANSPORTATION BOARD

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Docket No. NOR 42172

A.F. GELHAR COMPANY, INC., AND GREDE HOLDINGS, LLC v. C&NC RAILROAD COMPANY

**RESPONSE OF COMPLAINANTS A.F. GELHAR COMPANY, INC. AND GREDE HOLDINGS, LLC TO
DECISION AND ORDER SERVED HEREIN ON AUGUST 9, 2021**

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August 13, 2021

SURFACE TRANSPORTATION BOARD

Docket No. NOR 42172

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**RESPONSE OF COMPLAINANTS A.F. GELHAR COMPANY, INC. AND GREDE HOLDINGS, LLC TO
DECISION AND ORDER SERVED HEREIN ON AUGUST 9, 2021**

Complainants A.F. Gelhar Company, Inc. ("Gelhar") and Grede Holdings, LLC ("Grede") hereby respond, as ordered, to the Decision of the Board, served herein on August 9, 2021 ("Decision").

Preliminary Statement

Gelhar and Grede appreciate the Board's responsiveness to their joint Complaint and request for an emergency service order or, in the alternative, a temporary injunction, filed herein on July 30, 2021. We recognize that the Board has a substantial number of significant matters on its docket, and regret that it was necessary to file their joint Complaint and request for emergency or temporary injunctive relief, but the refusal by C&NC Railroad Company ("C&NC") to provide critically needed rail service for deliveries of sand to Grede's New Castle, IN foundry left Gelhar and Grede no choice in the matter. In fact, C&NC refused to provide necessary transportation of the sand at issue, between Friday, July 16, 2021 and Wednesday, July 28, 2021. As a result, certain machines at the Grede New Castle foundry had to shut down, temporarily, on July 27-28, 2021, until sand that was finally delivered by C&NC to the Neal transloading facility in New Castle, IN on July 28, 2021 could be off-loaded and transported by truck to the Grede New Castle foundry. Obviously, if C&NC could deliver loaded rail cars to the Neal transloading facility on July 28, 2021, there was no valid reason for C&NC's "embargo."

Moreover, C&NC, after delivering four Gelhar loaded rail cars on Wednesday, August 4, 2021 to the Neal transloading facility, had in its possession six Gelhar loaded rail cars on Wednesday, August 11,

2021, but C&NC inexplicably delivered only two of them. Exhibit 1 is a Power Point presentation, prepared by Gelhar, including a first slide, an email from Mr. Wendelin, owner and manager of C&NC, claiming he only had two loaded Gelhar rail cars on Wednesday, August 11, and delivered those to the Neal transloading facility, while C&NC rejected other loaded Gelhar rail cars at interchange with Norfolk Southern Railway Company ("NS"). The second slide lists the car numbers of the four loaded Gelhar railcars that were and are on C&NC's line, and thus were in fact accepted by C&NC. The third slide shows closeup pictures of the four loaded Gelhar rail cars still on C&NC's line. The fourth through seventh slides, one for each loaded rail car in question, were provided by NS to Gelhar and show that each car is located on the C&NC (identified on the sheets as "CNUR"). Collectively, these Power Point slides and pictures demonstrate that C&NC had six loaded Gelhar rail cars on Wednesday, August 11, 2021, delivered only two of them to the Neal transloading facility on that day, and that the other four loaded Gelhar rail cars were still sitting on C&NC's rail line on Thursday, August 12, 2021. It is critical that those four loaded rail cars get delivered promptly or the Grede New Castle foundry will be threatened with shutting down before the next scheduled delivery date of Wednesday, August 18, 2021. Moreover, in addition to ordering C&NC to deliver the four loaded Gelhar rail cars now in its possession, the Board should order C&NC, in the future, not to delay delivering any loaded Gelhar rail cars in its possession.

In the circumstances, Gelhar and Grede particularly appreciate that the Board required C&NC to respond to the Board's order with respect to the request for emergency service or, in the alternative, for temporary injunctive relief, by Friday, August 13, 2021.

Response to Decision and Order

1. The Foundry-Type Sand at Issue Is Not Exempt from Regulation Under 49 C.F.R. §1039.11.

The Board's Decision first directed Gelhar and Grede to respond to the following (slip op. at 2):

“Also, Complainants will be directed to file a submission that addresses whether the sand at issue is an exempt commodity, see 49 C.F.R. § 1039.11, and, if so, the impact of the exemption on the Board’s ability to grant the requested relief. If the commodity is exempt, Complainants should indicate whether they intend to seek revocation of the exemption.”

Gelhar and Grede contend that the sand at issue is not an exempt commodity under 49 C.F.R. §1039.11.

The type of sand that is exempt from the Board’s regulations is “STCC Code No. 14 411 sand (aggregate or ballast),” which we understand is generally considered a lower-grade, construction-type of sand.¹ In contrast, the type of sand produced by Gelhar and used by Grede in its New Castle, IN foundry is foundry sand, and is listed in the bills of lading as STCC Code No. 14 413 10. STCC Code No. 14 413 10 is categorized as “Crude industrial sand.” Industrial or foundry-type sand is a specialty sand used for manufacture of, *inter alia*, products (such as here, truck parts), unlike the construction-type sand in STCC Code 14 411 listed as exempt in 49 C.F.R. §1039.11.

2. Assuming Arguendo That the Sand at Issue Is Exempt Under 49 C.F.R. §1039.11, Gelhar and Grede Are Seeking to Revoke the Exemption as Necessary to Provide the Requested Relief.

In its Decision, the Board asked Gelhar and Grede if they are seeking revocation of the exemption if the sand produced by Gelhar and used by Grede is exempt under 49 C.F.R. §1039.11.

For the reasons stated above, Gelhar and Grede do not believe the sand involved is exempt under the Board’s regulations, and, therefore, no revocation (in whole or in part) is necessary. However, *assuming arguendo* that the Board nevertheless concludes that the sand at issue herein is included within the exemption for “STCC Code No. 14 411 sand (aggregate or ballast),” the remainder of this Response is argued in the alternative, and we respond as if the Board were to conclude that industrial, foundry-type sand is included within the exemption for sand at 49 C.F.R. §1039.11.

¹ See Ex Parte No. 346 (Sub-No. 29), *Rail General Exemption Authority – Petition of AAR to Exempt Rail Transportation of Selected Commodity Groups*, 9 I.C.C.2d 969, 975 (1993), 1993 WL 410386(STCC Code 14 411 for “sand (aggregate or ballast)” discussed in reference to proximity to “construction” sites).

Gelhar and Grede would, under those circumstances, seek a revocation of the exemption for sand in 49 C.F.R. §1039.11 to the extent necessary to regulate the “embargo” and disputed charges at issue herein. First, clearly, there is need for STB regulation of C&NC’s overlapping and inappropriate charges² and provision of poor rail service by C&NC with respect to the transportation herein, which are grounds for partial revocation of an exemption.³ The sand at issue is a bulk commodity that requires transportation by rail for as much of the distance involved as possible, because motor carrier transportation is less efficient and thus significantly more expensive than rail transportation.⁴

If motor carrier transportation were competitive with rail transportation from Gelhar’s facility in Markesan, WI to the Neal transloading facility in New Castle, IN, Gelhar and Grede could use motor carriers to avoid relying on C&NC, given all the difficulties that they have had with C&NC and its owner, Mr. Spencer Wendelin. But motor carrier transportation is not competitive over that distance (at least 404 miles, according to Google Maps). Therefore, it is necessary to rely on rail transportation for as much of the transportation as possible.

² We note that the Complaint seeks relief under the Board’s jurisdiction over common carriage, 49 U.S.C. §11101, and its unreasonable-practice jurisdiction, 49 U.S.C. §11701. A showing of market dominance is not required to obtain relief under either of those sections, whereas market dominance must be shown if the Complaint challenged rates as exceeding a reasonable maximum under 49 U.S.C. §§10701 and 10707.

³ *E.g.*, FD 34890, *et al.*, *Pyco Indus. Inc. – Feeder Line Application – Lines of South Plains Switching, Ltd. Co.* (served Aug. 31, 2007) (“*Pyco Indus. Inc.*”), slip op. at 8 (After noting that the request for an emergency rail service order, or a temporary injunction, from a shipper (Hanson) pertained to its exempt commodity (aggregates), the Board stated that: “We note, however, that should [South Plains Switching, Ltd.], while it still owns these rail lines, unreasonably refuse to provide requested rail service to that facility, Hanson may seek a partial revocation of the exemption to obtain needed rail service.”), *cited in* *Mulvey, F., Ph.D. and McBride, M., Railroads’ Common Carrier Obligation: Its Legal and Economic Context*, 87 J. Transp. Law, Logist. & Pol’y, 39, 44 (2020).

⁴ If the Grede New Castle foundry had a rail line capable of receiving direct rail deliveries of sand to the foundry, the sand at issue would be delivered entirely by rail, both because rail service would be more efficient and less expensive than having to use rail and truck transloading. However, because the rail line into the foundry is out of service, transloading and delivery of the sand by truck from the Neal transloading facility is, unfortunately, necessary.

Second, C&NC is the only railroad now serving the Neal transloading facility in New Castle, IN, Gelhar and Grede do not have an option of using another rail carrier for this service, and thus Gelhar and Grede have had no choice but to rely on C&NC for rail service to that facility.⁵

Third, the Board has on occasion partially revoked previously granted exemptions when necessary to protect against abuses of market power or because of poor rail service.⁶ Indeed, it clarified its exemption regulations recently with respect to demurrage (and accessorial rules and charges) of the sort that are in dispute between Complainants and C&NC.⁷ Because the Board made clear its determination to subject demurrage (and other accessorial charges, such as storage charges) to its regulatory jurisdiction in *Policy Statement* (see, e.g., slip op. at 14, 21), such charges are already excepted from the exemption for sand in 49 C.F.R. §1039.11. Accordingly, the requested relief in the Complaint for a Board determination of the reasonableness of the demurrage and other charges (for storage, “cars held awaiting instructions,” “congestion,” for circumstances beyond a shipper’s reasonable control, etc.) should already be considered subject to the Board’s jurisdiction, notwithstanding the exemption for construction-type sand for aggregate or ballast.

⁵ As the Board notes, C&NC is seeking authority from the Board to discontinue all of its operations in Docket No. AB-1093 (Sub-No. 2X). C&NC represented there that it is working with Norfolk Southern Railway Company (“NS”), Lessor of the C&NC lines to C&NC, to arrange for a new rail service provider so that there will be no loss of needed rail service. If the Board, in No. AB-1093 (Sub-No. 2X), permits C&NC to discontinue all operations, Gelhar and Grede will, of course, be equally dependent on the successor lessee to C&NC for rail service to the Neal transloading facility in New Castle, IN.

⁶ *Pyco Indus. Inc.*, *supra*.

⁷ Ex Parte No. 757, *Policy Statement About Demurrage and Accessorial Rules and Charges* (served April 30, 2020), slip op. at 1 n.1 (“The Board’s authority to regulate demurrage includes, among other things, transportation under the exemptions set forth in 49 C.F.R. § 1039.11 (miscellaneous commodities exemptions) and § 1039.14 (boxcar transportation exemptions). The Board recently amended those regulations to state more clearly that the exemptions do not apply to the regulation of demurrage.”). The Board explained that “demurrage” includes storage charges. *Id.* at 2 n.2 (“In Demurrage Liability (Demurrage Liability Final Rule), EP 707, slip op. at 15-16 (STB served Apr. 11, 2014), the Board clarified that private car storage is included in the definition of demurrage for purposes of the demurrage regulations established in that decision. The Board uses the same definition for purposes of this policy statement.”).

The Board has held that it has the authority to revoke an exemption, in whole or in part, to the extent necessary to provide an emergency service order or temporary injunction to require rail service.⁸ After all, the “embargo” declared by C&NC – for which Gelhar and Grede believe there is no lawful basis, given that C&NC was capable of providing rail service at the time it declared the “embargo”⁹ – was declared because of disputes over charges subject to the Board’s jurisdiction. If the Board cannot require necessary rail service notwithstanding disputes over charges within its jurisdiction, a rail carrier could evade the Board’s declared authority to regulate demurrage (including other charges, such as for storage, “cars held awaiting instructions,” “congestion,” for circumstances beyond a shipper’s reasonable control, etc.) or rail service whenever the transportation at issue was for an exempt commodity or service. The Board has authority to revoke an exemption, in whole or in part, to prevent abuses of market power or to remedy poor rail service.

Conclusion

The sand at issue is not exempt under 49 U.S.C. §1039.11, STCC Code No. 14 411 (sand (aggregate or ballast)), because that STCC Code is for construction-related sand. The sand produced by Gelhar and sold to Grede is a higher-grade, industrial, foundry-type of sand, identified in bills of lading as STCC 14 413 10 (crude industrial sand), not STCC 14 411 (sand (aggregate or ballast)).

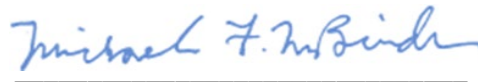
⁸ *Pyco Indus, Inc.*, *supra*, slip op. at 8.

⁹ A railroad may declare an embargo when it is physically incapable of providing rail service, such as when a rail line is out of service due to flood, washout, or fire, but only so long as is reasonably necessary to restore rail service over the line. *E.g.*, *Bolen-Brunson-Bell Lumber Co. v. CSX Transportation, Inc.*, FD 34236, *et al.* (served May 15, 2003), slip op. at 3-4 (“However, a carrier may temporarily embargo a line when physical conditions on the line preclude it from being able to operate safely over the line.”); *Caddo Antoine and Little Missouri Railroad Co. – Feeder Line Acquisition – Arkansas Midland Railroad Co. Line Between Gurdon and Birds Mill*, AR, 4 S.T.B. 610, 626-36 (200)(awarding damages for violation of common carrier obligation associated with embargo, on remand from *GS Roofing Products Co., et al. v. STB*, 143 F.3d 387 (8th Cir. 1998)); *ICC, et al. v. Baltimore & Annapolis R. Co.*, 398 F. Supp. 454, 462-63 (D. Md. 1975) (*citing cases*), *aff’d*, 537 F.2d 77 (4th Cir. 1976).

In any event, the Board has authority to revoke an exemption, in whole or in part, to the extent necessary to prevent abuses of market power or to provide a remedy for poor rail service. Here, A.F. Gelhar Company, Inc. and Grede Holdings, LLC seek an emergency service order or temporary injunction to require C&NC Railroad Company to deliver without unnecessary delays Gelhar-provided industrial-type of sand suitable for foundry use to the Neal transloading facility in New Castle, IN for transloading to Grede's New Castle, IN foundry, whether or not that type of sand is exempt under 49 C.F.R. §1039.11.

We so pray, and respectfully request that the Board issue such an order as soon as possible, so as not to further disrupt the supply of sand to the Grede New Castle foundry.

Respectfully submitted,



/s/ Jennifer M. Dudley

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Attorneys for A.F. Gelhar Company, Inc.

CERTIFICATE OF SERVICE

I hereby certify that I have served, this 13th day of August, 2021, the foregoing Response of Complainants A.F. Gelhar Company, Inc. and Grede Foundries, Inc. to Decision and Order served herein on August 9, 2021, by email, on Mr. Spencer Wendelin, owner and manager of C & NC Railroad Company, at swendelin@transmarkassociates.com, and as a courtesy to Mr. William Stewart and Ms. Louise Vuono, Vuono & Gray, attorneys for C&NC Railroad Company in STB Docket No. AB-1093 (Sub-No. 2X), at wstewart@vuonogray.com and lvuono@vuonogray.com.



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EXHIBIT 1

POWER POINT PREPARED BY A.F. GELHAR COMPANY, INC., INCLUDING COMMUNICATIONS BETWEEN GELHAR AND C&NC RAILROAD COMPANY, INFORMATION ABOUT LOADED GELHAR RAILCARS SITTING ON C&NC'S LINE ON AUGUST 11, 2021, AND A COMMUNICATION FROM NORFOLK SOUTHERN RAILWAY COMPANY DISPUTING C&NC'S CLAIM THAT IT REJECTED LOADED GELHAR RAILCARS AT INTERCHANGE WITH C&NC

AF Gelhar Cars in New Castle, IN

From: Spencer Wendelin <swendelin@transmarkassociates.com>
Date: August 11, 2021 at 10:09:01 AM CDT
To: "Heidi L. Gelhar" <Heidi.Gelhar@afgelhar.com>
Subject: Re: 8/11 Switch Day Confirmation

Heidi - The loaded cars (not already at Neals), which C&NC has in its control, are: ITFX 10219, 12137 (both scheduled to be spotted into Neal Scrap Metal, during today's switch, if proper spotting space is available upon the C&NC crew's arrival at Neal's), and ITFX 12148 (currently under the provisions of C&NC Tariff 8000-series, Item 4040 - "Cars Held Awaiting Instruction"). **A check on the the other cars you mentioned in your note, were rejected at interchange some time back, and interchanged back to NS. They are not under C&NC Railroad's account, nor control.**

Spence

On 8/10/2021 5:55 PM, Heidi L. Gelhar wrote:

Hi Spence - we have visual confirmation all of these loaded cars are on the CNUR, as well as our trace report stating so. Please look into this and confirm.

On Aug 10, 2021, at 4:00 PM, Spencer Wendelin <swendelin@transmarkassociates.com> wrote:

Heidi - Ms. Baumgart leaves at 1:30 PM EDT. However, while am unaware of the car numbers involved, know that C&NC does not have six loaded sand cars, in its possession, to spot into your designed receiving point at Neal Scrap Metal.

Spence

On 8/10/2021 4:48 PM, Heidi L. Gelhar wrote:

Good Afternoon, please confirm the following cars will be delivered to Neal Scrap Metals tomorrow, 8/11:

ITFX12219
ITFX12148
ITFX12137
ITFX12157
ITFX12201
ITFX12140

We have visual confirmation these cars are positioned on the CNUR.

Thank you,

<image001.png>

Heidi Gelhar

Associate Director

A.F. Gelhar Co., Inc.

PO Box 187 | Markesan, WI 53946-0187

m: (920) 572-0588

o: (920) 398-3566 ext. 206

w: www.afgelhar.com e: heidi.gelhar@afgelhar.com

AF Gelhar Cars in New Castle, IN



Figure 1

- The following cars were visually verified to be on the C&NC track (Road 103 and Lincoln Ave) the morning of 8-11-2021 and also the morning of 8-12-2021
- The location is noted in red in figure 1.
 - ITFX12157
 - ITFX12201
 - ITFX12148
 - ITFX12140

AF Gelhar Cars in New Castle, IN



Figure 2



Figure 3



Figure 4



Figure 5

- Pictures of the cars that the C&NC (CNUR) indicated were rejected and no longer in their control
- Pictures were taken at the location note on Page 1, Figure 1

AF Gelhar Car Movement History Data (from NS systems) for ITFX 12148

	Event	Location	Train	EventDateTime	L/E	Station	OpRd	SW List	Line	WB Ser Nr	Rpted Date/Time	Source Cd	User Id	Rsn	From Track	To Track	
1	PCON	CNUR-NEWCASTL, IN	CNUR	12:00 PM 08/03	L		CNUR		002	6766239737	09:42 AM 08/04						
2	ICHD	NEW CASTL, IN	CNUR	11:49 AM 08/03	L	05083	NS	079018	0003	6771357605	11:50 AM 08/03	TYES-RIT	tmb06				
3	ICHR	CNUR-NEWCASTL, IN	NS	11:49 AM 08/03	L		CNUR		001	6766239737	08:57 AM 08/04						
4	ICHV	NEWCASTL, IN	NS	11:49 AM 08/03	L	05083	NS	016069	001		06:00 AM 08/10						
5	ARIL	NEW CASTL, IN	L82L003	11:48 AM 08/03	L	05083	NS	079016	0003	6771357605	11:50 AM 08/03	TYES-RIT	tmb06				CNUROB
6	DFLC	MUNCIE ,IN	L82L003	08:49 AM 08/03	L	01174	NS	079331	0003	6771357605	08:50 AM 08/03	TYES-RIT	tmb06		WRA1		
7	ARRI	MUNCIE ,IN	L82L028	07:59 AM 07/28	L	01174	NS	079115	0002	6771357605	08:00 AM 07/28	TYES-RIT	tmb06			WRA1	
8	DFLC	NEWCASTL, IN	L82L028	07:48 AM 07/28	L	05083	NS	079014	002	6771357605	07:50 AM 07/28						
9	WAYB	NEWCASTL, IN		07:23 PM 07/27	L	05083	NS		001	6771357605	07:23 PM 07/27						
10	ICHR	NEWCASTL, IN	CNUR	12:00 PM 07/27	L	05083	NS	079013	002	6771357605	07:22 PM 07/27						
11	ICHV	NEWCASTL, IN	CNUR	11:45 AM 07/25	L	05083	NS	016068	001		06:00 AM 07/30						
12	ICHD	CNUR-NEWCASTL, IN	NS	11:30 AM 07/23	L		CNUR		002	6766239737	09:57 AM 07/27						
13	ICHR	CNUR-NEWCASTL, IN	NS	11:00 AM 07/23	L		CNUR		002	6766239737	08:46 AM 07/27						
14	ICHV	NEWCASTL, IN	NS	11:00 AM 07/23	L	05083	NS	016068	001		06:00 AM 07/30						
15	ICHD	MUNCIE, IN	CNUR	07:10 AM 07/23	L	01174	NS	078982	002	6766239737	07:45 PM 07/23						
16	ARIL	MUNCIE, IN	L82L023	07:09 AM 07/23	L	01174	NS	078981	001	6766239737	07:45 PM 07/23						
17	DFLC	MUNCIE, IN	L82L023	07:05 AM 07/23	L	01174	NS	078946	005	6766239737	07:05 AM 07/23						
18																	
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AF Gelhar Car Movement History Data (from NS systems) for ITFX 12140

[illegible]

AF Gelhar Car Movement History Data (from NS systems) for ITFX 12201

ITFX 012201																
	Event	Location	Train	Event Date/Time	ME	Station	OpRd	SW List	Line	WB Ser Nr	Report Date/Time	Source Cd	User Id	Run	From Track	To Track
1	HEM6	CNUR-NEWCASTL, IN	CNUR	12:34 PM 07/22	L		CNUR		002	6765163488	12:36 PM 07/22					
2	ICH0	CNUR-NEWCASTL, IN	NS	09:46 AM 07/21	L		CNUR		003	6765163488	12:36 PM 07/22					
3	ICHV	NEWCASTL, IN	CNUR	09:46 AM 07/21	L	05083	NS	016068	001		06:00 AM 07/28					
4	ICH0	NEW CASTL, IN	CNUR	09:28 AM 07/21	L	05083	NS	079012	0002	6765163488	09:28 AM 07/21	TYES-RIT	tml06			
5	ICHR	CNUR-NEWCASTL, IN	NS	09:28 AM 07/21	L		CNUR		003	6765163488	12:36 PM 07/22					
6	ICHV	NEWCASTL, IN	NS	09:28 AM 07/21	L	05083	NS	016069	001		06:00 AM 07/28					
7	ARIL	NEWCASTL, IN	L82L021	09:27 AM 07/21	L	05083	NS	079010	002	6765163488	09:28 AM 07/21					
8	DFLC	MUNCIE, IN	L82L021	06:42 AM 07/21	L	01174	NS	078861	006	6765163488	06:42 AM 07/21					
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AF Gelhar Car Movement History Data (from NS systems) for ITFX 12157

	Event	Location	Train	Event Date/Time	L/E	Station	OpRd	SWList	Line	WB Ser Nr	Rpted Date/Time	Source Cd	User Id	Rsn	From Track	To Track
1	ICHD	CNUR-NEWCASTL, IN	NS	09:46 AM 07/21	L		CNUR		002	6765171554	12:36 PM 07/22					
2	ICHV	NEWCASTL, IN	CNUR	09:46 AM 07/21	L	05083	NS	016068	001		06:00 AM 07/28					
3	ICHD	NEW CASTL IN	CNUR	09:28 AM 07/21	L	05083	NS	079012	0001	6765171554	09:28 AM 07/21	TYES-RIT	tmh06			
4	ICHR	CNUR-NEWCASTL, IN	NS	09:28 AM 07/21	L		CNUR		002	6765171554	12:36 PM 07/22					
5	ICHV	NEWCASTL, IN	NS	09:28 AM 07/21	L	05083	NS	016069	001		06:00 AM 07/28					
6	ARIL	NEWCASTL, IN	L82L021	09:27 AM 07/21	L	05083	NS	079010	001	6765171554	09:28 AM 07/21					
7	DFLC	MUNCIE, IN	L82L021	06:42 AM 07/21	L	01174	NS	078861	005	6765171554	06:42 AM 07/21					
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