

# Missouri Statewide Transportation Improvement Program

In the past ten years, MoDOT has completed 4,220 projects worth \$11.6 billion (4 percent under budget) with 95 percent of 2012 construction projects finished on time or ahead of schedule. Missourians have enjoyed smoother, safer roadways and given MoDOT an 85 percent satisfaction rating. However, reduced transportation funding coupled with rising construction costs has placed Missouri's transportation system at a critical crossroad.

State and federal fuel tax receipts have dwindled as more fuel efficient cars are on the road, and inflation has decreased the purchasing power of fuel tax revenues. The state's annual transportation construction program has fallen from \$1.2 billion to less than \$700 million. At the same time concrete, asphalt and steel costs have grown twice as fast as fuel tax revenues. This has limited critical improvements and will provide little more than maintenance of the system going forward.

The problem expands as operating costs continue to dramatically increase. Gas prices remain high, and the economy has not fully recovered from its downturn. While MoDOT has made major changes in the way it operates so every available penny can be funneled to roads and bridges, it's not enough. The bottom line: Missourians are not investing enough in transportation to make progress.

## **Funding Transportation in Missouri and Across the Nation**

Transportation departments across the country are finding that reliance on fuel taxes no longer works. Missouri's fuel tax hasn't changed in 20 years, vehicles are more fuel efficient, and people drive fewer miles. State revenue has been stagnant. Even worse, the most recent two-year federal transportation act reduces Missouri transportation funding by \$71 million per year.

## **MoDOT's Focus – The Bolder Five-Year Direction**

MoDOT has taken big steps toward tightening its belt over the past two years. The Bolder Five-Year Direction has reduced staff, facilities and equipment and will save \$512 million by 2015, and \$117 million per year thereafter. However, MoDOT cannot cut its way to an improved transportation system.

### **Transportation Is Important, and Some Hard Choices Will Need to Be Made**

Transportation drives our economy. It provides for the safe and efficient movement of people and goods. It gives us freedom and flexibility, and it puts food on the table and gets us to work, school and elsewhere. For every dollar spent on transportation in Missouri, four dollars are generated for the economy. In addition, transportation access is a primary factor influencing businesses when deciding to relocate or expand. The list of benefits goes on and on. Simply put, it enables life to be productive and worthwhile, but it's something most people take for granted.

Hard choices will need to be made, but a long-term solution must be found to fund transportation. It's time to take action. Missourians have to find a way to invest more in transportation. Recent discussion and support for transportation funding solutions in the General Assembly are encouraging, but the Missouri voters inevitably will decide the course of transportation at the ballot box.

In the meantime, MoDOT will continue to use the resources it's given in the best ways possible. MoDOT will keep talking about the importance of transportation and will support any and all efforts to solve the state's transportation funding problems.

### **Get Informed**

See what others across the state have said should be Missouri's priorities over the next 20 years. Public input toward updating MoDOT's Long-Range Transportation Plan can be found at [www.missourionthemove.org](http://www.missourionthemove.org).

# Introduction

The Missouri Department of Transportation (MoDOT), in accordance with state and federal law, has prepared this Statewide Transportation Improvement Program (STIP), for state fiscal years 2014 through 2018 (July 1, 2013, through June 30, 2018). The STIP is prepared annually and includes all projects proposed for funding under the Moving Ahead for Progress in the 21<sup>st</sup> Century Act of 2012 (MAP-21), FAA Modernization and Reform Act of 2012, Passenger Rail Investment and Improvement Act of 2008 (PRIIA) and state revenue. MAP-21 was signed into law on July 6, 2012. It funds highways, highway safety and transit improvements for the two-year period from 2013 through 2014. This document meets all state and federal requirements and is fiscally constrained.

## Public Involvement

Public involvement in project development and programming activities is a key element in gaining public acceptance critical to the success of any transportation improvement program. The recent multi-year federal transportation bills have emphasized the necessity of public involvement. In Missouri, the approach is primarily to seek involvement from four groups: metropolitan planning organizations, regional planning commissions, local officials and the general public. Through public involvement, Missourians have a say in how transportation dollars are spent.

Metropolitan planning organizations represent urbanized areas with populations over 50,000. They are responsible for transportation planning within their regions. Regional planning commissions represent multi-county rural regions and are charged with coordinating functions of local governments, including transportation planning. The public is involved in the planning process in two ways: 1) through election of the local officials who comprise the regional planning commission and metropolitan planning organization boards of directors; and 2) through direct contact with MoDOT, metropolitan planning organizations, regional planning commissions or local officials. (See Section 1 for contact information regarding metropolitan planning organizations, regional planning commissions and MoDOT district offices.)

Public involvement for development of transportation improvements begins several years before the projects actually appear in the Statewide Transportation Improvement Program (STIP).

Transportation planning consists of a series of decisions that direct the use of current and future available resources to accomplish Missouri's transportation goals. The current transportation planning process can be summarized in the following steps.

1. Develop the state's transportation vision and a plan to accomplish it
2. Identify and prioritize needs
3. Develop solutions and design projects
4. Prioritize and select projects for the STIP's Highway and Construction Schedule

## **Develop the State's Transportation Vision and a Plan to Accomplish It**

MoDOT's long-range transportation plan identifies the state's transportation vision. The plan also identifies what the public expects of the state transportation system, including high-priority statewide corridors and goals for taking care of the system. It identifies the values that guide needs and project prioritization for a 20-year planning horizon.

The vision is Missouri's ideal transportation system. However, Missouri cannot afford all the components of this ideal system. The long-range transportation plan also includes policies and goals, and a fiscally constrained strategy for achieving the highest-priority components of the transportation vision within an agreed-upon timeframe. This requires working with planning partners to determine where Missouri's transportation dollars should be spent.

MoDOT's current long-range plan, Missouri Advance Planning (MAP), was completed in April 2007. Information regarding the long-range plan can be found at [www.modot.org/plansandprojects/index.htm](http://www.modot.org/plansandprojects/index.htm). Projects identified in the STIP have been given priorities based on, and are consistent with, the long-range transportation plan. MoDOT has initiated a statewide engagement effort called On The Move to update Missouri's long-range transportation plan. The latest information regarding On The Move can be found at [www.missourionthemove.org](http://www.missourionthemove.org).

## **Identify and Prioritize Needs**

There are many transportation problems, often called needs, on Missouri's transportation system. Identifying these needs is a continuous process and crucial for successful planning. For example, one need might be redesigning a high-accident location, such as an intersection; another need might be a location improvement that helps a new business move products more efficiently. There are two levels of needs identification, regional and statewide, and they are classified in two groups – physical system condition needs and functional needs. Physical system condition needs target the state of repair of road and bridge components. Functional needs target how well the transportation system is operating.

Statewide needs are identified formally through the long-range transportation plan process, and public outreach is done in conjunction with the long-range transportation plan development. These needs typically cross several county lines, and involve interstates and major highways.

MoDOT districts work with planning partners – such as local and regional elected and community officials, and representatives of the metropolitan planning organizations and regional planning commissions – to identify regional transportation needs. Specific methods and timeframes are discussed in the implementation section of MoDOT's planning framework for guiding transportation decisions and investments.

Prioritizing needs is the process of deciding which problems, from the list of identified needs, should be addressed first. This can be a difficult task given a wide variety of needs. Not only do needs have different subject matter – safety, maintenance or economic development – they have varying time horizons. A structurally deficient bridge might be a more immediate need than a resurfacing project. However, simply being an immediate need does not imply higher priority. These complicated decisions require a coordinated effort from many groups.

Needs prioritization is based on the goals in Missouri's long-range transportation plan. MoDOT districts work with planning partners to prioritize regional needs annually. Statewide needs are prioritized periodically as funds become available; however, emerging needs can be added to the needs priority list between updates. Both regional and statewide needs will be prioritized using the processes established in MoDOT's planning framework, which are based primarily on objective data. Information regarding the planning framework can be found at [www.modot.org/plansandprojects/index.htm](http://www.modot.org/plansandprojects/index.htm). Using the results of the prioritization process as a starting point, MoDOT districts work with planning partners to divide needs into three categories.

- High – Resources are focused on addressing these needs first. They are the first to be selected for preliminary engineering.
- Medium – These needs may be addressed as additional resources become available.
- Low – No work is in progress to address these needs at this time.

The high-priority needs list is fiscally constrained to about 10 years of funding and is not a commitment to design or construct projects. Existing needs will be re-evaluated each time needs are prioritized. Some high-priority needs may never be designed or constructed due to prohibitive costs, changing priorities or other reasons. Needs from the high-priority list will be selected for preliminary project design.

### **Develop Solutions and Design Projects**

When the high-priority needs have been identified, they are evaluated to find the best solution to the problem based on engineering expertise, public input and financial considerations. Environmental impact is another factor that influences the development and selection of a solution. There are a variety of environmental reviews that must occur for the proposed solutions. Some solutions may be less desirable or eliminated from consideration due to the extent of the environmental impacts. After a solution is agreed upon, design plans are started.

Determining the cause of a problem is often more complicated than might be expected. For instance, a high incidence of accidents at a given intersection might be due to poor sight distances, weather conditions, signal timing, roadway geometry or even reckless driving. Identifying the primary reason or combination of reasons for the problem is key to developing effective solutions.

When a problem is identified, the natural tendency for any problem-solver is to immediately offer the solution. Effective planning requires developing many possible solutions in order to capture the most efficient and effective solution. MoDOT engineers and planners are experts at generating good solutions to transportation problems. MoDOT staff is even more effective when working with local and regional officials to generate the solutions. This process reveals issues and concerns that may not have previously been evident.

The public's involvement in defining needs and determining the appropriate solutions will take several forms. The public may actually initiate the investigation of needs by contacting MoDOT or its planning partners. The public, through its local officials, has representation in determining the best solution for the transportation need. As MoDOT develops public involvement plans for specific projects, the public will have further opportunity to review concepts and provide input.

## **Prioritize and Select Projects for Construction**

Deciding which projects to do and when to do them is a complicated and often controversial matter. Gathering and discerning public input is crucial to realizing the full benefit of available funds for Missouri's transportation system. MoDOT relies on local and regional planning agencies for this process.

The project prioritization processes are based primarily on data and serve as a starting place for determining the best candidates for funding. There are separate project prioritization processes for each category in MoDOT's funding distribution method.

MoDOT recognizes the need for a balance between taking care of the current transportation system and expanding the system to accommodate anticipated future demand. As a result, transportation funding is divided accordingly. The nature of this balance is adjusted through the level of funds in each category. The project prioritization processes include the following.

- Safety
- Taking care of the system
- Major projects and emerging needs (regional)
- Major projects and emerging needs (statewide)
- Interstates and major bridges

Projects are divided into three categories - high, medium and low - within each funding category. Each time projects are prioritized, existing projects not yet programmed for construction are re-evaluated.

Projects are prioritized against other projects in the same funding category. Larger projects of statewide significance are compared with one another. Smaller projects and those intended to take care of the existing system are compared with one another. MoDOT works with local and regional officials to determine the priority of the projects in each funding category. Projects on the high-priority project list are candidates for funding. The projects selected for funding are shown in Section 4.

Additionally, each of Missouri's eight metropolitan planning organizations (MPO) located in Cape Girardeau (Southeast Metropolitan Planning Organization - SEMPO), Columbia (Columbia Area Transportation Study Organization - CATSO), Jefferson City (Capital Area Metropolitan Planning Organization - CAMPO), Joplin (Joplin Area Transportation Study Organization - JATSO), Kansas City (Mid-America Regional Council - MARC), St. Joseph (St. Joseph Area Transportation Study Organization - SJATSO), St. Louis (East-West Gateway Council of Governments - EWGCOG) and Springfield (Ozarks Transportation Organization - OTO) prepares a Transportation Improvement Program (TIP) and a long-range transportation plan (LRTP) for its MPO area. These TIPs are the accumulation of federally funded projects proposed by their local governments and MoDOT. These projects are consistent with the LRTP's goals and objectives. MoDOT uses public input received throughout the year to develop its submittal for the MPO's TIP. Each MPO has an approved public involvement plan for its respective area that allows for review and feedback from individual citizens, organizations, agencies and local area governments. Using public input as one of its decision factors, the MPO

determines the projects in its area that will be programmed for construction. SEMPO in Cape Girardeau is Missouri's newest MPO, taking effect in March 2013.

These TIPs are incorporated by reference into the five-year STIP without modification. (See Section 9.)

### **Public Review Period**

Comments from the public and the planning partners are considered throughout the year in an effort to maximize Missouri's resources. Based on public and engineering input, a draft of the STIP is published, followed by a 30-day public review period. During this public review period, the program is distributed to MoDOT districts for public access, and the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) for review. The STIP is also available on MoDOT's Web site at [www.modot.org/plansandprojects/index.htm](http://www.modot.org/plansandprojects/index.htm). Citizens have the opportunity to provide comments by mail, e-mail or telephone (by calling 1-888-ASK-MODOT) to district representatives during this time period. MoDOT responds to the comments received through an acknowledgement or by providing additional information, depending on the nature of the comment. Most answers or acknowledgements are sent within five business days of receiving the comment. Some comments require more time for research before an answer can be provided. Changes are made as appropriate in response to comments before a final STIP is developed and presented to the Missouri Highways and Transportation Commission (MHTC) for approval. Input from this part of the process will be used to measure the effectiveness of the program and to begin making improvements on next year's program. The STIP becomes effective when approved by the MHTC as well as the FHWA and FTA.

### **Program Amendments**

Projects can be amended to the STIP and to a TIP. The public involvement process for STIP amendments occurs prior to incorporating the project in the program. Public involvement for projects inside a MPO area will be coordinated by the MPO according to its approved TIP amendment process.

A seven-day public comment period is provided for all proposed amendments and administrative amendments to the STIP. Administrative modifications do not require a seven-day public comment period. All projects, regardless of proposal time, follow the public involvement processes and policies defined in MoDOT's planning framework.

# Reference Information

**Administrative Amendment** – Administrative amendments are project revisions involving the addition of federally-funded scoping projects, state-funded regionally significant scoping projects, hardship right of way purchases, emergency projects, major scope changes without budget changes, the splitting of general location projects into specific locations or the addition of right of way to construction projects already in the Statewide Transportation Improvement Program (STIP) with no net budget change (uninflated). Administrative amendments require Missouri Highways and Transportation Commission and Federal Highway Administration / Federal Transit Administration approval. The Missouri Highways and Transportation Commission has delegated authority to approve administrative amendments to the Chief Engineer. Administrative amendments occur between annual STIP updates.

**Administrative Modification** – Administrative modifications are project revisions involving the addition of state-funded non-regionally significant scoping projects, fiscally constrained changes to existing projects such as splitting or incorporating projects or changing fiscal years, minor scope changes without budget changes, adding funding sources to projects, advance construction changes and technical corrections. Administrative modifications require Missouri Highways and Transportation Commission approval but not Federal Highway Administration / Federal Transit Administration approval. The Missouri Highways and Transportation Commission has delegated authority to approve administrative modifications to the Chief Engineer. Administrative modifications occur between the annual updates of the STIP.

**Advance Construction** – This is a mechanism that allows a project to be funded with state funds now and preserves a project’s eligibility for federal reimbursement in the future.

**Amendment** – Amendments are project revisions involving the addition of new projects, deletion of existing projects, or a budget change to an existing project. Amendments require Missouri Highways and Transportation Commission and Federal Highway Administration / Federal Transit Administration approval. Amendments occur between the annual STIP updates.

**Amendment 3** – This is a bonding referendum passed by voters in November 2004 that provides additional funds for transportation projects. The funding made available resulted in three initiatives: the Smooth Roads Initiative, the Acceleration of Projects and New Major Projects (original and additional).



**American Recovery and Reinvestment Act (ARRA)** – On February 17, 2009, President Barack Obama signed this federal act to help spur the national economy. ARRA included funding for shovel-ready transportation projects.

**At-Grade Intersection** – This is an intersection of two or more roadways that provides for vehicular and pedestrian traffic movement on the same level of the riding surface.

**Culvert** – This is a drainage structure constructed beneath the roadway. Box sections, pipes and arches are examples of various culvert shapes.

**Deck** – This is the portion of a bridge that provides the riding surface for vehicular and pedestrian traffic. The deck distributes loads to the superstructure elements.

**Engineering** – This is the work required to develop a project’s scope and detailed design, as well as the inspection of a construction project.

**Expressway** – This is a multilane, divided highway where access is allowed at public roads via at-grade intersections.

**Fiscal Constraint** – This is the demonstration that sufficient funds are reasonably expected to be available to cover the anticipated project costs within the five-year window of the STIP.

**Fiscal Year** – This is a 12-month period to which the annual STIP budget applies, and at the end of which a government determines its financial position and the results of its operations. The State of Missouri fiscal year is July 1 through June 30. The STIP fiscal year is July 1 through June 30. The federal fiscal year is October 1 through September 30.

**FFOS** – Funding From Other Sources – These are funds applied to a project that are from sources other than the funding distribution categories available for district use.

**FHWA** – Federal Highway Administration – This is the federal agency that provides financial and technical support for the construction, improvement and preservation of the highway system.

**Freeway** – This is a multilane, divided highway where access is provided only at grade-separated interchanges.

**Geometric Improvement** – This is a roadway improvement other than a surface treatment, such as adding turn lanes or widening an intersection.

**Intersection** – This is where two or more roadways meet. An at-grade intersection has two or more roadways that provide for traffic movement on the same level.

**Interchange** – This is where two or more roadways meet. An interchange has two or more roadways that provide for the movement of traffic on different levels (grade separated).

**Lane** – This is the travel path of one vehicle on a roadway and usually delineated by a dashed or solid stripe.

**Let** – This means to advertise projects and take bids from contractors to perform the work.

**Long-Range Transportation Plan (LRTP)** – This is a multimodal transportation plan covering a period of at least 20 years developed through the statewide transportation planning process.

**MAP** – Missouri Advance Planning – This is Missouri’s 20-year long-range transportation plan, which analyzes transportation trends, system conditions, and customer input and expectations. The plan makes recommendations for addressing or meeting these expectations through policies and strategies.

**MAP-21** – On July 6, 2012, President Obama signed into law the Moving Ahead for Progress in the 21<sup>st</sup> Century Act of 2012. This is the current transportation act, which authorizes the federal surface transportation programs for highways, highway safety, and transit for the two-year period from 2013 through 2014.

**MPO** – Metropolitan Planning Organization – This is the entity responsible for transportation planning in urbanized areas with populations greater than 50,000. The eight MPO’s in Missouri serve the Cape Girardeau, Columbia, Jefferson City, Joplin, Kansas City, St. Joseph, St. Louis and Springfield metropolitan areas. Also see TMA.

**Major Highway System** – This system includes all of Missouri’s most traveled roads. It consists of approximately 5,500 miles that carry nearly 80 percent of the state’s traffic. Approximately 95 percent of Missouri residents live within 10 miles of these roads.

**Major Bridge** – A major bridge is any bridge with a total length of at least 1,000 feet.

**Minor Highway System** – This system includes any road that is not on the Major Highway System. This system consists of approximately 28,000 miles, which carry nearly 20 percent of the state’s traffic. These roads are often referred to as farm-to-market roads in the state’s rural areas.

**National Highway System** – This is a system of major highway networks established by the federal government that includes interstate routes, many urban and rural principal arterials, the defense strategic highway network and strategic highway connectors.

**NHPP** – National Highway Performance Program – This is one of several categories of federal transportation funds and can be used for road, bridge, or other improvements. This category was created in MAP-21 and incorporates the former federal categories of National Highway System, Bridge and Interstate Maintenance.

**On The Move** – The statewide engagement effort to update MoDOT’s long-range transportation plan.

**Passenger Rail Investment and Improvement Act (PRIIA)** – On October 16, 2008, President George W. Bush signed the Passenger Rail Investment and Improvement Act. PRIIA reauthorizes the National Railroad Passenger Corporation, better known as Amtrak, and strengthens the US passenger rail network by tasking Amtrak, the U.S. Department of Transportation (US DOT), Federal Railroad Administration (FRA), States, and other stakeholders in improving service, operations, and facilities for fiscal years 2009 through 2013.

**Planning Framework** – This is MoDOT’s process of involving the general public and planning partners, which represent regions of the state, and local areas, in the identification and prioritization of transportation needs and projects.

**Programmed** – This means a project has right of way and/or construction funds committed for expenditure in state fiscal years 2014-2018 in the Statewide Transportation Improvement Program.

**Reconstruction** – This is a type of improvement designed to replace the existing roadway or bridge when it has reached the end of its useful life. Reconstruction is often accompanied by improvements to the highway's functional and operational capacity.

**Regionally Significant Project** - This is a transportation project on a facility that serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes, or employment centers; or transportation terminals) and would normally be included in the modeling of the metropolitan area's transportation network. At a minimum, this includes all principal arterial highways and all fixed guide way transit facilities that offer a significant alternative to regional highway travel.

**Rehabilitation** – This is a type of improvement designed to preserve and extend the service life and enhance the safety of an existing roadway or bridge when total replacement is not warranted.

**Right of Way** – This is land or property used specifically for transportation purposes.

**Safe & Sound Bridge Improvement Program** – This is an initiative to improve 802 bridges throughout the state by December 31, 2013. A team of contractors and designers was selected to replace more than 550 bridges as part of a single design-build package. The remaining bridges will be rehabilitated using a modified design-bid-build approach.



**SAFETEA-LU** – On August 10, 2005, President George W. Bush signed the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). SAFETEA-LU authorizes the federal surface transportation programs for highways, highway safety, and transit for the five-year period from 2005 through 2009.

**STIP** – Statewide Transportation Improvement Program – This is a fiscally constrained five-year listing of transportation projects in Missouri.

**STP** – Surface Transportation Program – This is one of several categories of federal transportation funds and can be used for road, bridge or other improvements.

**Substructure** – This is the abutments, piers or other bridge elements built to support bridge superstructure. The substructure transfers loads from the superstructure to the ground.

**Superstructure** – This is the portion of a bridge that supports the bridge deck and traffic loads. The superstructure transfers these loads to the bridge substructure. Examples of superstructure types include trusses, concrete I-beams and steel I-beams.

**TEA-21** – The U.S. Congress passed the Transportation Equity Act for the 21st Century (TEA-21) on June 9, 1998. It provided authorizations for highways, highway safety, and mass transit for six years. TEA-21 expired September 30, 2003.

**TIP** – Transportation Improvement Program – This is a fiscally constrained four-year listing of transportation projects within metropolitan planning organizations.

**TMA** – Transportation Management Area – This is the entity responsible for transportation planning in urbanized areas with populations greater than 200,000. Missouri's three TMAs serve the Kansas City, St. Louis and Springfield metropolitan areas.

**Work Zone** – This is a designated area where highway construction or maintenance is taking place.