

DRAFT

Section 9 – MoDOT Operations & Maintenance Plan

MoDOT Operations and Maintenance Plan

MoDOT spends approximately \$725 million annually on operations. As shown in the table below, this includes Maintenance, Fleet, Facilities and Information Systems. Most of these expenditures, approximately \$597 million, are in Maintenance. This section will discuss the composition of the maintenance expenditures, their outcomes, and what is planned for state calendar years 2026, 2027, and 2028.

<u>Expenditures (Operations)</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>	<u>2025</u>
Maintenance	\$448	\$494	\$529	\$569	\$597
Fleet, Facilities and Information Systems	\$80	\$97	\$101	\$121	\$127

Includes personal services and fringe benefits of MoDOT employees and expense and equipment costs. Costs are in millions.

Maintenance Composition

Major components of maintenance efforts are pavements, bridges, and emergency operations, such as flooding, roadsides, traffic operations, and winter operations. The most erratic of these components is winter operations. Expenditures in winter operations can range from \$18 million to \$75 million in a winter season. To ensure that Missouri’s transportation system is resilient during winter events, MoDOT has more than 2,600 employees who operate over 1,500 heavy-duty trucks from over 170 facilities statewide. When needed and when staffing is available, all those trucks can be operated 24 hours a day for extended periods until operational goals have been met. Many MoDOT employees who are not in Maintenance, as well as seasonal hires, assist in plowing snow. The expectation of a rapid and widespread response to statewide winter events is the driver for the staffing, facilities, and equipment levels in MoDOT’s Maintenance Division.

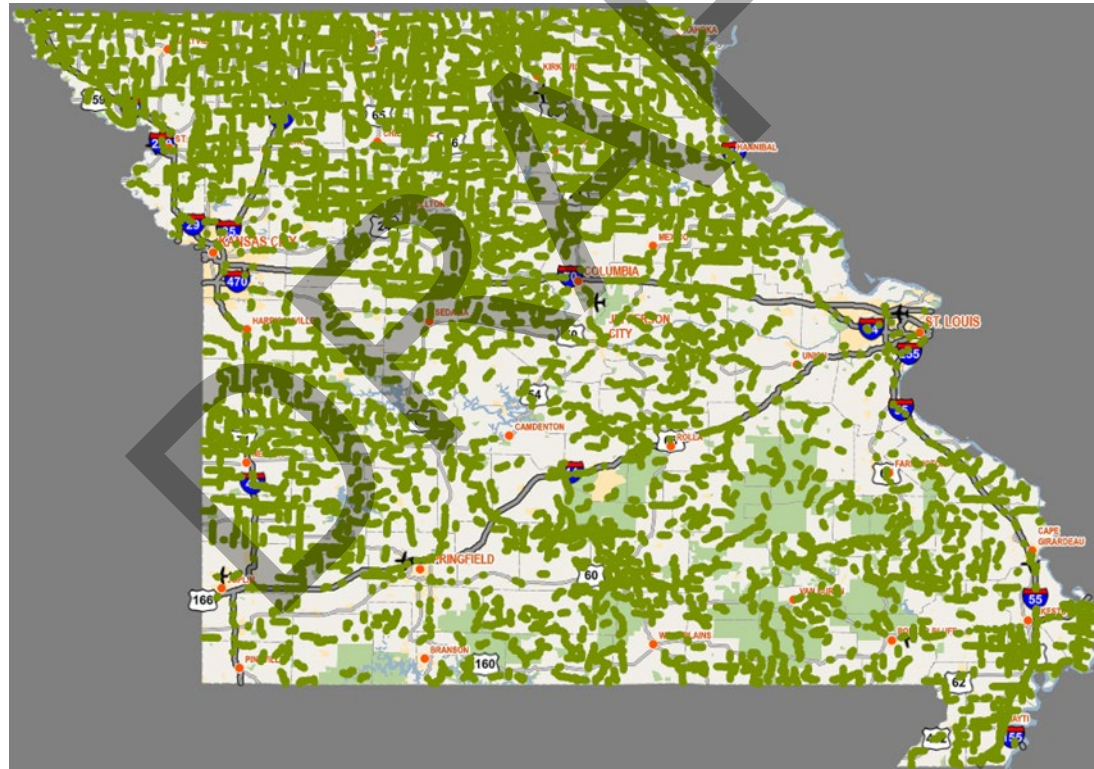
Maintenance efforts on MoDOT’s more than 33,800 centerline miles are the single largest component of the maintenance expenditures. Typically, around \$282 million is spent on pavements for various activities, for example asphalt pavement repair, chip sealing, pothole patching, full-depth concrete pavement replacement, pipe culvert replacement and striping. Many of these activities (e.g., chip sealing, asphalt pavement repair and full-depth concrete pavement replacement) are planned and submitted for federal reimbursement. Planning for these activities can be challenging because of the variance in winter operations expenditures.

Federal participation in MoDOT’s in-house or force account preventive maintenance efforts, such as chip seals, asphalt pavement repairs, pipe repairs, bridge deck sealing, and bridge deck repairs, has been in place for several years and has resulted in federal funding levels more than \$85 million per year. Due to the complicated scope of some of this work, minor supportive contracts are

required to assist in these efforts, such as pipe repair efforts on very deep pipes that MoDOT does not have the equipment to perform. Federal participation in these types of contracts is addressed in paragraph 6.a.(2) of the March 12, 2012, FHWA memorandum, FHWA Policy on Agency Force Account Use (Appendix D) FHWA Policy on Agency Force Account Use (5060.1) – Resources Federal Highway Administration (dot.gov).

In 2025, more than \$90 million in federal reimbursement was secured due to properly planned, executed, and tracked in-house maintenance efforts. Other pavement maintenance efforts are simply reactive, such as pothole patching, the bulk of which occurs after the winter season in March. Until recently, the one asset that MoDOT’s maintenance forces are typically responsible for managing without any roadway contract assistance is the low-volume route pavements, which are roads with generally less than 400 vehicles per day.

Low volume routes



Typical asphalt pavement repair



MoDOT's bridges are a critical component of the transportation system. A failure in a structure can result in a long-term interruption to the traveling public and highway-based commerce. MoDOT's over 10,400 bridges include approximately 3,000 large culvert structures. Bridges are inspected every two years. They may be inspected more frequently if they are major bridges or if damage occurs or is identified. Bridge conditions are determined from these inspections, and preventive and major maintenance efforts are planned. Typically, around \$12 million is spent on bridge maintenance for various activities. Preventive maintenance efforts include bridge flushing, bridge deck sealing, erosion prevention and channel clearing. Bridge flushing is the application of fresh water to the bridge surface and its supporting structure. This ensures the chemicals and other materials applied for winter operations are removed from the bridge structure and will not promote deterioration of the bridge. Typical spanning structure bridges are flushed at least annually. Over 10% of the bridges also have their decks sealed annually to help preserve the bridge. MoDOT's large culverts do not require flushing or sealing. In 2025, more than \$7 million in federal reimbursement was secured due to properly planned, executed and tracked in-house bridge maintenance efforts.

Typical bridge sealing



MoDOT's emergency operations have a large impact on Missouri's system availability. This work includes incidents ranging from a single-vehicle accident response to a major earthquake or flood response and recovery. Many of these events and severe weather events, such as tornados that impact Missouri's transportation system, require a coordinated effort between MoDOT's emergency operations and the State Emergency Management Agency (SEMA). These coordinated efforts are led from MoDOT's central and regional emergency operations centers and the State Emergency Operations Center. Incidents like a major flood usually have state and federal disaster declarations, which allow the opportunity to recover some costs related to the response and recovery efforts. Maintenance staff members coordinate, track, and report the activities that qualify for federal reimbursement during these events and during the recovery efforts following them. The most common role of emergency operations is the response to vehicle incidents that occur every day on Missouri's roads. MoDOT emergency response vehicles in Missouri's urban areas respond to lane-blocking incidents to keep traffic moving and reduce secondary crashes. These emergency response vehicles assist stranded or stalled motorists when they are not responding to a lane-blocking incident. They usually set up the initial traffic control for incidents. For larger impact incidents, additional maintenance crews help establish traffic control.

MoDOT emergency response vehicle assisting a major vehicular incident



Roadside maintenance includes vegetation management, such as mowing, herbicide applications, plant growth regulator applications and brush clearing. MoDOT mows over 650,000 acres of right of way annually. MoDOT's mowing policy is driven by safety concerns. To ensure sight distance requirements are not impeded by vegetation growth, a 15-foot pass of mowing outside the shoulder is performed every year. To ensure trees do not grow in the recovery zone for run-off vehicles, a 30-foot-wide pass is mowed outside the shoulder every year. This occurs only during the last mowing of the season to minimize impacts to species such as pollinators. Trash collection through volunteer efforts, contractor and maintenance staff, results in the disposal of over a half a million bags of trash per year. For contracts with combined mowing and litter pick-up, the litter pick-up accounts for about 20% of the total cost.

Safety is MoDOT's top priority. Work on state right of ways may encounter homeless encampments, such as areas under bridges, overpasses, and near busy highways. This is not a safe place for the homeless to gather, as roadway construction and maintenance work can pose dangers. MoDOT strives to be sensitive to people seeking shelter on state right of way and works closely with local law enforcement and social services to clean up encampments when an encampment becomes a fire hazard or other threat to the traveling public or infrastructure. In 2025, MoDOT invested \$13 million in litter management including encampment clean-up.

Traffic operations manage approximately 2,600 traffic signals, 270 dynamic message signs, 600 traffic cameras and traffic management centers in Kansas City, Springfield, and St. Louis. They also manage all of MoDOT's roadway striping and signing. Over 55,000 miles of striping is performed annually. All signs on MoDOT's transportation system are inventoried and inspected biennially. Sign maintenance and replacement costs in 2025 were over \$17 million. In addition, signals regularly undergo preventive maintenance checks, and nearly \$10 million in maintenance efforts are performed annually on signals and lighting.

Maintenance Outcomes

Many of the results from maintenance efforts can be found in MoDOT's performance measure publication known as TRACKER. Winter operations are measured by the time required to complete MoDOT's snow and ice removal efforts. Pavement maintenance is measured by the percent of good pavements on the minor route system. MoDOT's goal is to maintain the percent of pavements in good condition. Similarly, bridge maintenance is also measured by the percent of bridges in good condition. Both are pursued mostly with preventive maintenance treatments and occasionally heavy maintenance efforts.

Emergency and traffic operations have several measures driving their outcomes, such as clearance times for incidents, freeway travel times, and costs due to congestion. Roadside maintenance has Maintenance Division measures determining their efficiency and effectiveness. Unit prices of mowing and vegetation control are measured and compared to previous years as are overall roadside costs. The proper use of herbicides to reduce mowing and brush cutting costs are constantly reviewed and measured to ensure the most cost-effective total vegetation management practices are implemented at MoDOT.

Maintenance Plans

Some maintenance activities are reactive and unpredictable, such as pothole patching and winter operations, but most of the maintenance work is planned, executed, and tracked. These planned activities include striping, intersection marking, pavement repair or overlays, pavement surface treatments or surface seals, crack sealing, pipe culvert repair, bridge preventative maintenance, sign replacement and highway lighting. Signal maintenance is currently being evaluated for potential reimbursement. Additionally, MoDOT may seek federal reimbursement to supplement in-house resources with contract work for preventive maintenance minor services, including but not limited to slab-lifting, deep pipe installations, and bridge flushing. Maps depicting several of these planned activities for the calendar years 2026, 2027, and 2028 seasons for each district are on the following pages. Several of the expenditure categories from FY 2025 are shown on the maps as well. Due to the high availability of contract resources in the urban areas of Kansas City and St. Louis and the high traffic volumes, the work plans vary greatly from the rural districts. More maintenance and system operations activities in the urban areas are focused on emergency response, traffic signal operations, sweeping, mowing, litter pick-up and incident management rather than the typical roadway work in the rural districts. Traffic management centers are staffed 24 hours a day, seven days a week to meet the vast system operation needs. A great deal of urban operations is focused on emergency response compared to roadway work. The urban operations in Kansas City and St. Louis respond to over 50,000 incidents annually. Some urban roadway work is handled with contracted projects. Planned preventive maintenance work plans or preservation work performed by MoDOT forces are submitted annually for federal participation through the federal Preservation Program.