

NEED FOR MISSOURI'S FIRST STATEWIDE ACTIVE TRANSPORTATION PLAN

This document advocates for the Missouri Department of Transportation [MoDOT] to adopt a Statewide Active Transportation Plan [SATP] to address critical gaps in safety, funding, connectivity, and policy for non-motorized transportation across Missouri.

- P. 1: Introduction / Gaps
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1/3 of Missourians are non-drivers [1], due to:

- Age/Disability
- Affordability
- Legal reasons
- Choice

A SATP is a crucial guiding document to support development of a robust system of accessible transportation connections for communities of all sizes. With a SATP, MoDOT has the opportunity to build on the MO Transportation Planning Framework to effectively implement projects for all road users, including the 1.8 million Missourians without drivers licenses. A SATP enables effective coordination between MoDOT districts and planning partners, private contractors, and the public so that we can successfully pursue statewide AT policy, design, and performance goals. **MO is the most populous of four remaining states without a SATP.**

What are Key MO Transportation Challenges?

MO experienced most-recorded pedestrian fatalities in 2024 (120% increase from 2014) [2, 3]. YTD data suggests 2025 will be worse.



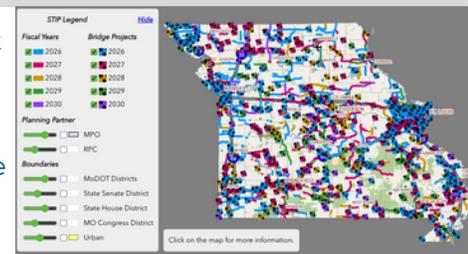
Safety (Safe Infrastructure): Vulnerable road user [VRU] fatalities will continue to climb if we do not invest in AT projects throughout MoDOT's system. VRU deaths are an increasing proportion of MO traffic deaths. In 2009/2010, only 8% of traffic deaths were VRU; in 2024, that number surpassed 15% [4]. This proportional increase triggers the federal 'VRU Special Rule' under the Highway Safety Improvement Program [HSIP], requiring MoDOT spend at least 15% of HSIP funds on VRU safety. FHWA developed Proven Safety Countermeasures including 8 that directly address VRU safety, however AT components are often excluded from MoDOT projects;

Funding (Modal Disparities): MO's Transportation Planning Framework is renowned nationwide for identifying/implementing projects, however the STIP excludes AT: MO has no dedicated state AT funding. Local or federal funding is needed. For I-70 expansion, entire new interchanges are planned while transit was excluded and AT will be replaced, but often not expanded. Communities like Columbia must foot the bill for safe I-70 pedestrian crossings such as the Hinkson Creek Trail, despite a future connection to Clark Lane (on MO's VRUSA 'Safety Projects' list) and 25+ years of documented need in local planning docs;



Connectivity (Geographic Disparities): MO has no statewide AT network vision to connect between communities and also reach rural/disinvested communities. Communities like Warrensburg spent decades advocating for the Spirit Trail along MO-DD—they self-fund to maintain the trail, even though it is on state ROW and connects municipalities with state assets like University of Central Missouri, Knob Noster State Park, and Warrensburg's MO River Runner Amtrak service;

Policy (Growing Maintenance Burden): MO has US' 7th largest highway system, but receives 48th most nationally in revenue/mile [5]. Our legislature chips in funding when STIP funding isn't available for major projects—\$3 billion+ to widen I-70 (potentially \$4 billion+ for I-44 expansion). MoDOT District Prioritization Processes tack on dozens of "capacity improvements" (widening) into the STIP annually, while road diets are rarely, if ever, considered. When factoring more lane miles with lower gas tax revenues, heavier vehicles damaging roads, and no ability to collect tolls, policy solutions are needed for our transportation system to meet future needs.



MO ranks among lowest nationally in multimodal transportation

- Lowest of all states: Safe Routes to School [SRTS] Policies [6]
 - 2nd-lowest: Bicycle-Friendly State Policies [7]
 - 4th-lowest: Quality of State Transit Support [8]
- SRTS/Bike reports **call for SATP to improve safety outcomes.**

MO per capita spending on Transit compared to surrounding states, 2025 AASHTO Report



Outsized Impact: MoDOT owns 25.6% of MO roads; 64% of pedestrian fatalities on state system [9].

The need to develop a MO SATP was outlined as an advocacy goal more than a decade ago. Missourians for Responsible Transportation (a statewide grassroots advocacy non-profit), is leading this initiative. The need was identified by MO DHSS' State Health Improvement Plan [SHIP] and the MO Complete Streets [MOCS] Advisory Committee. MOCS is a public-private partnership initiated by MO DHSS with a mission "To provide leadership and resources that support accessible multimodal transportation in the Show-Me State."

MHTC's 2026 L RTP update RFP requires consultants to "Assess the statewide interest and need for a statewide bike/pedestrian plan and establish a possible framework for that plan."

Advocacy Timeline

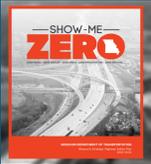
- **2010:** MOCS established by MO DHSS; strategic planning identifies SATP need for MO
- **2022:** MOCS met former MoDOT transportation planner Eric Curtit about SATP need; we followed up with an initial proposal; he suggested the L RTP would be appropriate SATP advocacy avenue
- **2024:** MHTC releases RFP for 2026 L RTP update, including objective for L RTP consultant team to consider a framework for developing a SATP
- **2025:** MOCS conducted research on other DOT SATP examples; MOCS met with key cross-division MoDOT leadership to outline proposal and affirm statewide interest and need for a SATP
- **2026:** MoDOT will define MO's transportation vision for next 25 years by adopting new L RTP

Statewide planning initiatives identify SATP need within MO's Transportation Planning Framework



State Health Improvement Plan (MO DHSS, 2024):

SATP is specific activity to achieve SHIP's Priority Issue 3 [10]; this objective is the impetus for MOCS' advocacy.



Strategic Hwy. Safety Plan (MoDOT, 2025):

Public Works/Engineering rec.: "Provide safer facilities and accommodations for [VRU] even if it is not the primary scope. Remember agencies are responsible for all modes of transportation—not just motor vehicles" [11]; MPO/RPC rec.: "Emphasize safety when prioritizing improvements among various modes of transportation, considering how increased multimodal alternatives and operational projects can reduce the likelihood of crashes" [11].

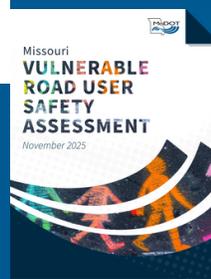


Statewide Comprehensive Outdoor Rec. Plan (MoDNR, 2025):

"Partner with community, regional, and transportation planners to identify sidewalks, bike lanes, and alternative transportation corridors needed to connect residents to parks, and facilitate greater walkability/bikeability within communities" [12].



Master Plan on Aging (MO DHSS, TBD 2025): Draft directly recommends SATP to improve accessibility for aging Missourians [13].



VRU Safety Assessment (MoDOT, 2025) [14]: First MoDOT plan to outline "Statewide AT Planning Framework"

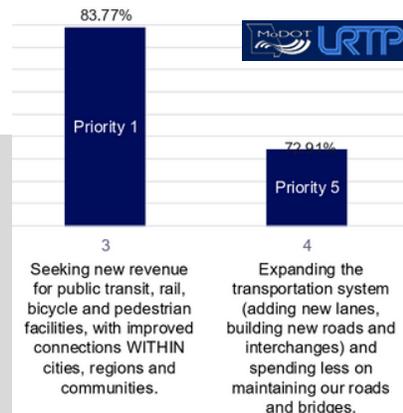
Statewide Active Transportation Planning Framework: Missouri is one of the few states in the nation that lacks a statewide active transportation plan (ATP). MoDOT should consider the development of a statewide active transportation planning framework for addressing active transportation needs in the state. This planning framework is important for understanding the current conditions of active transportation networks in the state, developing a continuous network of VRU facilities, filling gaps in the network, and prioritizing investments in areas that need it the most. This planning framework can build off the VRUSA safety data analysis and agency consultation but should include a public engagement process and further analysis using the bicycle level of traffic stress and pedestrian level of comfort analysis methods. This planning framework could be created in coordination with the Long Range Transportation Plan (L RTP), similar to how the State Freight and Rail Plan is developed. The planning framework could also include an economic impact assessment of active transportation and toolkits for local agencies.

SATP is affirmed by the L RTP Citizen's Surveys

2018 Citizen's Survey: Safety is paramount and transportation choice is a priority.

Missourians thought it was more important to be "seeking new revenue for other transportation options" than "expanding the transportation system (adding new lanes, building new roads and interchanges)." Increased investments in transportation choice can address the L RTP goal "Improve reliability and reduce congestion."

2026 L RTP Update: 2026 L RTP update incorporates surveys, in-person events, and stakeholder meetings. Stakeholders such as MACOG stated "Proactive, not reactive" safety improvement needs. At the MO State Fair (see graphic, right), Missourians reaffirmed 2018 survey: most favored—AT/transit; least favored—highway expansion.



FHWA Guidance: "Most statewide plans are policy plans. Many states want plans that focus more on guidance and direction than lists of projects. Still, some plans identify specific corridors for statewide bicycling routes and include project scoping checklists and project prioritizing criteria" [15].

Safety

Benefits for MO

- Proactive Crash Reductions: Communities with speed management strategies & separate VRU/motor vehicle infrastructure are safer for all users [16]. Target VRUSA High Injury Network recs.
- Follow Federal Requirements: Consider MoDOT VRU office to house 'Bike/Ped Coordinator' and additional staff to target investments required by HSIP VRU Special Rule.

Where it Works in MO

- City of Osceola: Recognized in PAPREN's *Guide to Activating Rural America through Active Living Policies*. Osceola's *Livable Streets Plan* is the "Complete Streets [CS] blueprint for investments and capital projects to increase the safety and accessibility." Built SRTS incrementally since 2020.
- MoDOT STL District/City of St. Louis: Building first protected bike lanes and intersections (pictured on p.4) on MoDOT state-owned roadway: MO-100.

State-By-State

- Kansas: Safety is the first of six strategies; goal to reduce the frequency and severity of VRU crashes.
- Washington: Examines state ROW suitability for AT safety solutions; won top AASHTO transportation award in 2022.

Connectivity

Benefits For MO

- Outline State AT Network: Develop comprehensive AT vision map; connectivity is a principle of bicycle network design [17]. Support AT networks that don't end at municipality limits or county lines.
- Address Geographic/Resource Disparities: Ensure no biases toward well-resourced, urban communities.
- Connectivity Across Modes: Incorporate AT planning into projects focused on roadways, transit, and more

Where it Works in MO

- Great Rivers Greenway: 140+ mile interconnected network of trails across many St. Louis-area LPA's.
- Rock Island Trail: Managed by several agencies, this trail corridor stretches 200+ miles). The MO State Parks portion spans four MoDOT Districts, and Kansas DNR is seeking to connect to their Flint Hills Trail. When statewide coordination peaked in 2016, construction moved quickly between Pleasant Hill and Windsor.

State-By-State

- Illinois: MetroBikeLink network cohesively links trail & transit connections; expansions with state funding.
- Iowa: Delineates local, regional, and statewide trails.
- Maryland: 2025 Strategic Trails Plan focuses on "transportation trails" (state shared-use path network).
- Utah: Planned state-funded trail network of 2,600 miles of paved trails in Utah Trail Network Plan.

Funding

Benefits for MO

- Identify Funding Mechanisms: Outline plan for AT to be funded at a larger scale through state gas tax; issue tiered schedule for multimodal projects on *MoDOT High-Priority Unfunded Needs List*, similar to how road/bridge projects are scheduled for STIP.
- AT Economic Impact Study [EIS]: AT boosts economic development. A state AT EIS would demonstrate ROI gained from AT infrastructure. MoDOT develops EIS for state-supported Amtrak line; Katy/Rock Island Trails are in the process of developing EIS's.

Where it Works in MO

- City of Warsaw: A town of 2,200 incrementally built AT network for locals and tourists alike with braided local, state, federal, and private funding. With decades of planning and a demonstrative phased approach, they proved AT investments in MO bring strong returns.

State-By-State

- Illinois: \$1.5 billion in state multimodal investment, in addition to 100's of millions already directed to multimodal projects from state gas tax/other sources.
- Indiana: Trail access goal "within 15 minutes of all Indiana citizens;" infused 100's of millions of dollars through Next Level Trails initiative, built 200+ miles of trails to date through program.

Policy Recs

Benefits For MO

- Analyze Existing AT Policy Gaps: MO Leg. adopted 2011 CS 'Resolution' lacks accountability. SATP can outline MoDOT CS policy to incorporate AT upgrades into routine maintenance—more strategic resource use than retrofitting AT elements.
- Establish CS Design Standards: Create consistent safe/accessible multimodal facility standards [17].
- Consider Policy Recs. Beyond MoDOT's Purview: Land use and health policy directly impact VRU safety; foster evidence-based public health approaches and inter-departmental collaboration.

Where it Works in MO

- City of Joplin: Awarded 4th-Best CS Policy (2023).
- EWGCOG/MoDOT STL District: *Blueprint for Arterials* matches road designs to intended use, applicable in rural/urban contexts. Model for statewide adoption if MoDOT decentralization reconfigured for AT planning framework. Undergoing update to incorporate long-term AT state system maintenance strategies.

State-By-State

- Colorado: 2025 SATP draft outlines 6 clear pages of accomplishments (p.20-25), including 8 law updates.
- Washington: Their *Target Zero* SHSP incorporates "Safer Land Use" into development strategies, which is built out into SATP through 'access management.'

COSTS / IMPLEMENTATION

SATP development costs depend on desired outcomes: Some go all-in, others not as strong

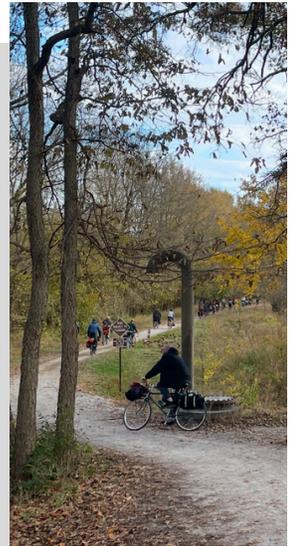
Stronger → Weaker

New York State DOT Active Transportation Plan (ongoing, \$800K+): Policy-oriented (goals/objectives/actions). Significant engagement with DOT staff (HQ and districts), with detailed network analysis (bike suitability, trip potential) statewide.

Kansas DOT Active Transportation Plan (2023, \$481K): Policy-oriented. Public/stakeholder engagement, state crash analysis, economic assessment, policy/statute review, video/promotional series, AT planning toolkits (small communities, active tourism, AT on bridges/overpasses), robust recs. Supplemental plans developed for CS and SRTS.

Iowa DOT Bicycle & Pedestrian Plan (2025, \$385k): Advisory committee engagement, little public engagement. Statewide network GIS analysis. US Bike Route planning and reclassification of statewide trail network priority tiers. Some facility selection and design guidance. Evaluation of their program and detailed recommendations.

Arkansas DOT Bicycle & Pedestrian Plan (2017, \$300K): Minimal in-person engagement, online survey, & interactive maps. No existing road condition assessment; mapping mainly around AR's US Bicycle Routes. Working toward stronger update based on lessons learned.



We have LRTP, EPG, VRUSA, SAFER Tool, ADA Transition Plan ... Where does SATP live?

Define Statewide AT Planning Framework: AT doesn't fit within MoDOT's Transportation Planning Framework, as AT responsibilities are scattered across MoDOT divisions, and AT is often excluded from MoDOT Road/Bridge projects (without local insistence/maintenance agreements). As a first step, the SHSP (2026-2030) State Officials & Agencies Goal: "Consider an [AT] advisory committee to inform departments of transportation on alternate modes" [8] can be accomplished. This body can work directly with MoDOT Planning Division to define AT planning framework parameters, guide SATP development and implementation, and provide a public VRU voice to MoDOT.

- Ohio: ODOT recruited an AT Advisory Committee; the committee then collaborated with ODOT's AT Program to develop a SATP, then continued to track the plan and ensure continued use of the plan.

Determine how SATP Interacts with LRTP: Whether MoDOT creates a SATP as a standalone document, or whether SATP is housed within the LRTP (like the SFRP), a SATP needs to be seen as the definitive guide for MoDOT and LPA's to implement a statewide AT planning framework. Many states have active transportation divisions to oversee plan implementation; a designated staff support team for MoDOT is an opportunity to ensure SATP goals stay on track.

- Kansas: KDOT houses SATP and supplementary documents within Multimodal Transportation and Innovation Division's AT Program; KDOT has extensive staff and direct ability to build out SATP implementation goals.
- Oklahoma: SATP was developed within the ODOT Planning branch.

MoDOT's 1st Protected Intersection (Partnership with STL):



Use for LPAs

Project Prioritization: Transportation Alternative Committees [TACs] within each RPC solicit LPA feedback to prioritize High Priority Unfunded Needs List and STIP projects. Road/bridge or multimodal TACs can be a direct conduit between SATP and local/regional AT implementation.

SATP's Link Local Planning Efforts Cohesively: Most SATPs establish policies to support local communities to fund and build AT, and supplemental guides are often developed to support LPAs. Many MO LPAs and some MPOs/RPCs have AT plans. Coordinated AT plans can link local, regional, and statewide efforts, and lay the groundwork to coordinate other modes, such as the RPC-level "Coordinated Public Transit-Human Services Transportation Plans."

- Illinois & Kansas: IDOT released draft 'Local Implementation Guidebook' with clear guidance/examples for funding, education, design, micromobility, maintenance, etc. KDOT developed "Active Transportation Planning Toolkit for Small- and Mid-Sized Communities" (pop. up to 20,000) to develop their own AT plans.
- Michigan: Regional approach to include AT components in state, regional, and MPO transportation plans.

Technical Assistance and Design Guidance: Training MoDOT District-level and LPA staff on AT needs, best practices, and outlining specific design guidance can guide local implementation 'from paper to pavement.' Existing MO tools that can be expanded/incorporated into MO's SATP are MoDOT STL District's Blueprint for Arterials (first priority) and MOCS' 'AT Toolkit and Template' (which outlines how LPAs can develop AT plans).

- Ohio: ODOT offers program to counties at no local cost to contract with consultant for a county-level AT plan.
- Minnesota & Kansas: Catalogue and link their local and regional ATPs on statewide databases.

CDBG; HSIP; State Legislature (MHTC request); TAP + more via Federal Gov. [18]:

Funding to develop SATP?

Activity or Project Type	Federal Highway Administration										Federal Lands		Loan	OST Grant	OST Loan	FTA	NHTSA												
	ATIP	BRI	CRP	CMAQ	HSIP	RHC	NHPP	PROT	STBG	TAP	RTP	SRTS	PLAN	NSR	ELT	ITP	ITPSE	SIB	INFR	BUILD	SSA	RTA	RRR	TIFA	ETA	ApPT	TOB	402	405
Bicycle plans	\$	\$						\$	\$	\$	\$	\$	\$	\$	\$	\$	\$								\$	\$	\$		
Pedestrian plans	\$	\$						\$	\$	\$	\$	\$	\$	\$	\$	\$	\$								\$	\$	\$		

One-Page Overview and Letters of Support are supplementary to this document

Letters of Support from organizations across MO highlight SATP statewide interest and need:

- Advocacy Organizations
- Elected Officials
- Local Community Groups
- Local Government Entities (City Offices; Commissions; School Districts)
- MoDOT Planning Partners (MPO's, RPC's)
- Small Businesses

Letters of Support will be submitted as part of MoDOT's 2026 LRTP update public comment period (Jan. 14-Feb. 13, 2026)

Contacts

Questions for MOCS SATP Campaign:

- Jackson Hotaling (Missourians for Responsible Transportation): jackson@movingmissouri.org
- Michael Kelley (BikeWalkKC): michael.kelley@bikewalkkc.org

Questions for SATP in other states:

- Ken McLeod (League of American Bicyclists): ken@bikeleague.org
- Matt Messina (KDOT): Matthew.Messina@ks.gov
- John Miller (FHWA): john.p.miller@dot.gov

Glossary

- AT:** Active Transportation
CS: Complete Streets
EIS: Economic Impact Study
HSIP: Highway Safety Improvement Program
LRTP: Long-Range Transportation Plan
MACOG: Missouri Association of Councils of Government
MOCS: MO Complete Streets Advisory Committee
SATP: Statewide Active Transportation Plan
SHIP: State Health Improvement Plan
SRTS: Safe Routes to School
STIP: Statewide Transportation Improvement Program
VRU: Vulnerable Road User
VRUSA: VRU Safety Assessment

State/National Resources



Kansas Active Transportation Enhancement

KDOT: Walk, Bike, Roll Kansas Webinar Series [19]

CDOT: SATP Research conducted for their 2025 SATP update [20]



Alta Planning: SATP: Lessons Learned blog [21]



Bike League: Statewide Bike Plans report [22]



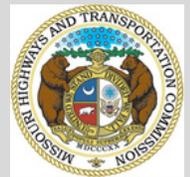
December 10, 2025, RTC: "Leveraging Statewide Planning to Advance Trail Development" webinar [23]

MO SATP Presentations



April 17, 2025: 'Moving MO Forward' Transportation Summit Panel recording [24]

Jul./Nov. 2025: MHTC meeting comments (Jackson Hotaling, Michael Kelley)



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