

UNIFIED PLANNING WORK PROGRAM (UPWP)

FOR THE

**WINCHESTER – FREDERICK COUNTY (WinFred)
METROPOLITAN PLANNING ORGANIZATION (MPO)**



FY 2024
(July 1, 2023 - June 30, 2024)

**Adopted for Public Comment: April 19, 2023
Final Adoption: May 16, 2023**

**Winchester-Frederick County, Virginia
Metropolitan Planning Organization**
C/o Northern Shenandoah Valley Regional Commission
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Preparation Statement

Prepared on behalf of the WinFred Metropolitan Planning Organization by the Northern Shenandoah Valley Regional Commission staff through a cooperative process involving the City of Winchester, County of Frederick, Town of Stephens City, Virginia Department of Transportation, Virginia Department of Rail and Public Transportation, Federal Highway Administration, and the Federal Transit Administration.

The preparation of this program was financially aided through grants from the Federal Highway Administration, Federal Transit Administration, Virginia Department of Transportation and the Virginia Department of Rail and Public Transportation.

MPO Policy Board

Officers:

Chair— Judith McCann-Slaughter, Frederick County
Vice Chair— John Hill, City of Winchester
Secretary/Treasurer—Brandon Davis, Executive Director NSVRC (non-voting)

Voting Members:

Charles DeHaven, Jr., Frederick County
Judith McCann-Slaughter, Frederick County
Michael Bollhoefer, Frederick County
Michael Majher, Town of Stephens City
Daniel Hoffman, City of Winchester
John Hill, City of Winchester
Phil Milstead, City of Winchester
Todd Stevens, Virginia Department of Transportation

Alternate Voting Members:

Tim Youmans and Perry Eisenach, City of Winchester
Wyatt Pearson, Frederick County
Brad Reed, Adam Campbell, Ed Carter, Matt Smith, Virginia Department of Transportation

Non-Voting Members:

Steve Minor, Federal Highway Administration
Tony Cho, Federal Transit Administration
Amy Garbarini, Virginia Department of Rail & Public Transportation
Rusty Harrington, Virginia Department of Aviation

MPO Technical Advisory Committee (TAC)

Chair – John Bishop
Vice Chair – Perry Eisenach

Members:

Patrick Barker, Frederick County
John Bishop, Frederick County
Wyatt Pearson, Frederick County
Jay Tibbs, Frederick County
Mike Majher, Town of Stephens City
Tim Youmans, City of Winchester
Perry Eisenach, City of Winchester
Justin Hall, City of Winchester
Mike Ruddy, City of Winchester
Brad Reed and Adam Campbell, Virginia Department of Transportation
Amy Garbarini, Virginia Department of Rail & Public Transportation
Nick Sabo, Winchester Airport
Kenneth Johnson, Winchester Transit (WinTran)

Administrative & Staff Support

Provided by Northern Shenandoah Valley Regional Commission

Resolution

By The

WinFred Metropolitan Planning Organization Approving the FY 2024 Unified Planning Work Program (UPWP)

WHEREAS, the FY 2024 Unified Planning Work Program will serve as the basis for all U.S. Department of Transportation (DOT) funding participation and will be included in all requests for DOT planning funds, and

WHEREAS, this UPWP details all transportation and transportation-related planning activities anticipated within the area during the coming fiscal year, and

WHEREAS, this UPWP has been reviewed and recommended for approval by the Technical Advisory Committee;

NOW THEREFORE BE IT RESOLVED, that the WinFred Metropolitan Planning Organization does hereby approve and adopt the FY 2024 Unified Planning Work Program on May 16, 2023.

Signed:


Judith McCann-Slaughter
WinFred MPO Chair

Signed:



Brandon Davis
WinFred MPO Secretary-Treasurer

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INTRODUCTION

The Unified Planning Work Program (UPWP) for transportation planning identifies all activities to be undertaken in the Winchester-Frederick County Metropolitan Planning Organization (WinFred MPO) study area for Fiscal Year 2024 (July 1, 2023 - June 30, 2024). The UPWP provides a mechanism for the coordination of transportation planning activities in the region and is required as a basis for and condition of all federal funding assistance for transportation planning by the joint metropolitan planning regulations of the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA).

The work tasks within this UPWP are reflective of issues and concerns originating from transportation agencies at the federal, state, and local levels. The descriptions of the tasks to be accomplished and the budgets for these tasks are based on a best estimate of what can be accomplished within the confines of available federal, state, and local resources.

Metropolitan Planning Area

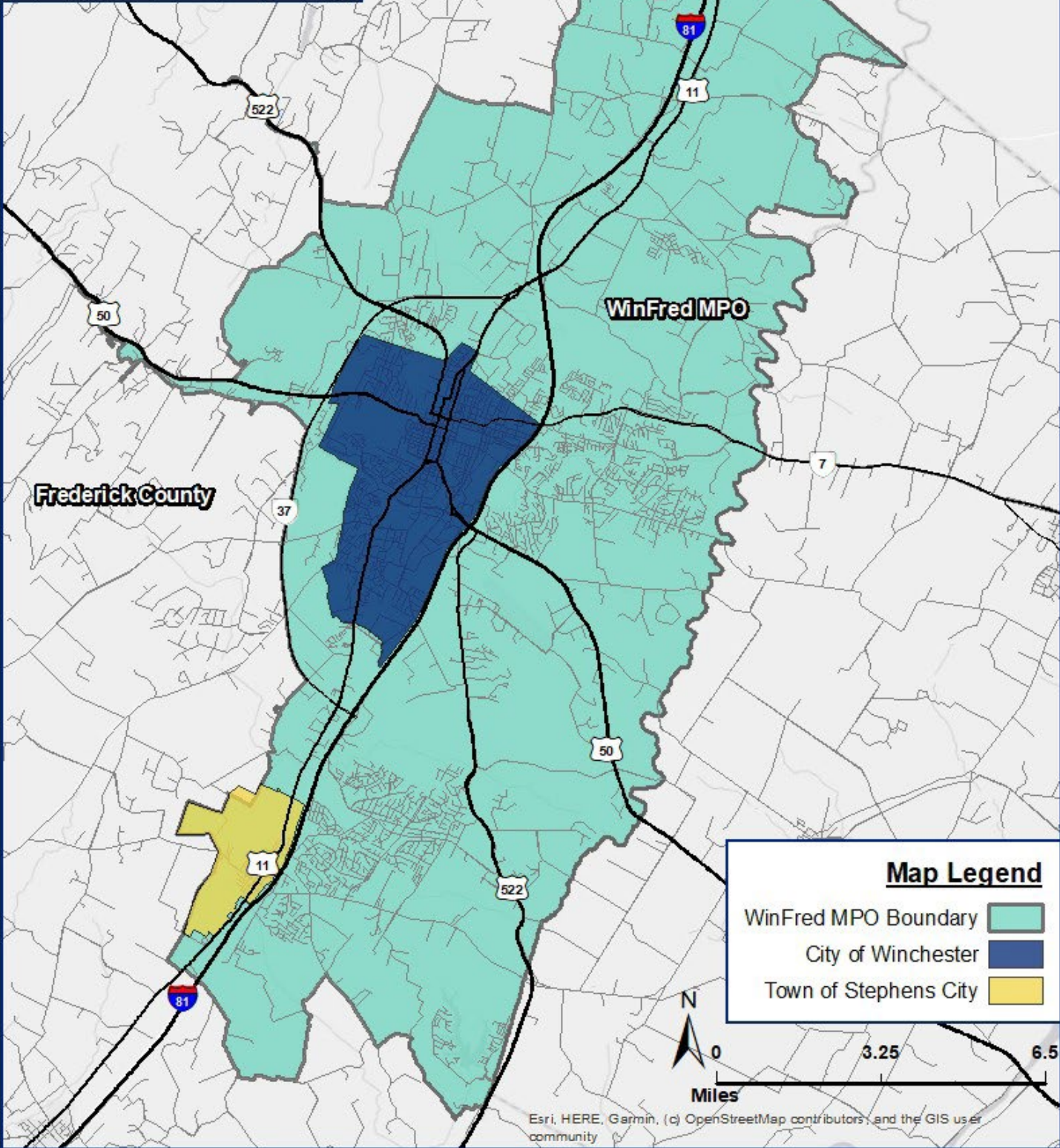
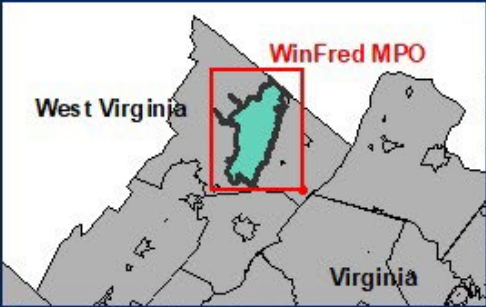
The WinFred MPO planning area consists of the City of Winchester, the Town of Stephens City, the Urbanized Area of Frederick County, and the area of Frederick County projected to be urbanized by the year 2045 (see map on following page).

Data from the U.S. Census shows that the population of the WinFred MPO area grew by just over 20% between 2010 and 2020. This compares to a growth rate of 7.3% for the City of Winchester, 16% for Frederick County, and 7.9% for the Commonwealth of Virginia. These data are shown in Table 1.

Table 1: Growth in the Region, 2010-2020

	2010 Census Population	2020 Census Population	% Change
City of Winchester	26,203	28,120	7.3%
Frederick County	78,305	91,419	16.7%
Total	104,508	119,539	14.4%
WinFred MPO	69,449	83,377	20.1%

WinFred MPO Planning Area



Responsibilities for Transportation Planning

The WinFred Metropolitan Planning Organization is the organization responsible for conducting the continuing, comprehensive, and coordinated (3-C) planning process for the City of Winchester, Town of Stephens City and Frederick County Urbanized Area in accordance with requirements of Section 134 (Title 23 U.S.C.) of the Federal Highway Act of 1962, and Section 5303 of the Federal Transit Act. The WinFred MPO is the official Metropolitan Planning Organization for the urbanized area, designated by the Governor of Virginia, under Section 134 of the Federal Aid Highway Act, and the joint metropolitan planning regulations of FHWA and FTA.

Organization of the WinFred MPO

The policy making body of the WinFred MPO is the Policy Board that consists of 8 voting members. These include 3 representatives from the City of Winchester, 3 representatives from Frederick County, 1 representative from the Town of Stephens City, and 1 representative from VDOT. Other agencies with non-voting membership on the WinFred MPO Policy Board include the Virginia Department of Rail and Public Transportation, Virginia Department of Aviation, Federal Highway Administration and Federal Transit Administration.

The Northern Shenandoah Valley Regional Commission (NSVRC) provides staff support to the WinFred MPO. NSVRC staff members, in cooperation with the MPO member agencies, collect, analyze, and evaluate demographic, land use, and transportation data to gain a better understanding of the transportation system requirements of the area. Special studies, research, and other work tasks requested by the MPO are the responsibility of the NSVRC to plan and coordinate. Consultant assistance may be sought when required to complete work tasks. NSVRC also prepares materials for use at the Policy Board, Technical Advisory and Citizens Advisory Committee meetings as well as any sub-committee meetings that are scheduled.

NSVRC staff will participate in all WinFred MPO meetings and provide required staff support and administration of the transportation planning program. In addition, staff members will represent the MPO at any meetings with federal, state, and local organizations as necessary.

Total Proposed Funding by Federal Source for FY 2024

Metropolitan Planning Funds (PL funds) are provided from the Federal Highway Trust Fund and distributed by State Departments of Transportation (DOTs) to MPOs to conduct the planning activities required by Title 23 of the U.S. Code 134. PL funds are distributed to States based on a ratio of urbanized-area population in individual States to the total nationwide urbanized-area population. State DOTs then distribute this funding to the MPOs in their State based on a formula agreed to by the MPOs and approved by their FHWA Division Office.

The primary funding sources for transportation planning activities included in this work program are the FHWA Section 112 (PL) and FTA Section 5303. The proposed funding amounts (including state and local matching funds) for completion of tasks described in this UPWP are shown in Figure 2.

WORK TASK 1: Program Management & Administration

Objective and Description: This task includes ongoing activities that ensure proper management and operation of a continuing, comprehensive, and coordinated (3-C) planning process as described in the Memorandum of Understanding. Products originated from MPO (NSVRC) staff.

Products:

The primary products of this task are as follows and include those tasks necessary to the timely and accountable administration of the MPO Planning Process:

- Implementation of the FY24 UPWP work tasks throughout the fiscal year and provision of all required administrative functions including accounting, financial reporting, personnel administration, office management, contract administration, and necessary office equipment (e.g., computers, software, etc.);
- Support of the activities of the WinFred MPO through the preparation of reports, presentations, agendas, minutes and mailings for all Policy Board, TAC and other meetings, as well as attendance at those meetings;
- Travel and Training/Education for staff members as it relates to MPO/Transportation Planning such as various workshops, short courses, conferences, and seminars that will enhance their knowledge and working skills, including staff attendance at the annual AMPO and VA APA conferences.

Budget: \$85,000

1.1 Public Participation and Outreach

Objective and Description: This task includes ongoing activities that maintain and encourage meaningful participation of local citizens in metropolitan transportation planning. Public participation is an integral component to MPO activities, and therefore this work task is integrated with program support.

Products:

The primary products of this task are as follows and include those tasks necessary to the timely and accountable administration of the MPO Planning Process:

- Continue a proactive public participation process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing long and short-range transportation plans, and other documents in accordance with the approved Public Participation Plan (PPP);
- Maintenance of Title VI, ADA and environmental justice compliance, and in all work plans and activities for both highway and transit modes including consultation with appropriate groups, committees and community representatives;

- Maintenance of the WinFredMPO.org website with timely information regarding the MPO's ongoing activities, scheduled events, information related to regional transportation issues, and planning documents;
- Evaluation of the effectiveness of the Public Participation Plan (PPP) and Title VI Plan for engaging transportation-disadvantaged communities in the decision-making process.

Budget: \$5,000

WORK TASK 2: Transportation Improvement Program (TIP)

Objective and Description: As required by federal planning regulations, the Transportation Improvement Program (TIP) for the WinFred MPO is a four-year program of highway, transit, bicycle, pedestrian, safety, and transportation enhancement projects receiving federal funds. State and locally funded projects are also included in the TIP for coordination purposes.

The TIP is updated every four years and must be approved by the MPO Policy Board and the Governor of Virginia. The TIP is required as a condition for all federal funding assistance for transportation improvements within the WinFred MPO study area.

The public and all other interested parties will be given an opportunity to review and comment on the proposed TIP as described under the WinFred MPOs adopted Public Participation Plan. To facilitate public review, MPO staff will provide visualization of TIP projects, post the TIP on the MPO website, and make the TIP accessible at public libraries, government offices, and upon request.

This task provides for the maintenance of a regional Transportation Improvement Program and will require active support of the WinFred MPO Policy Board, Committees, and coordination with member agencies. Products originated from MPO (NSVRC) Staff.

Products:

- Processing of requested amendments and administrative modifications to the adopted TIP;
- Mapping of TIP projects and Annual Listing of Projects for the next fiscal year;
- Update to the current TIP which must be done every four years.

Budget: \$1,000

WORK TASK 3: Federal or State Requested Planning Work Program Items

Objective and Description: The MPO staff will work with federal and state agencies in support of projects and programs designed to coordinate transportation planning activities within the region. Products originated from MPO (NSVRC) Staff.

Products:

- Preparation of studies and reports as necessary for the completion of this task and as directed by the appropriate federal and/or state agencies; Representation of the WinFred MPO on the Virginia Association of Metropolitan Planning Organizations (VAMPO) by

participating in all meetings, events and training programs of the association and provide information as appropriate to the MPO agencies and partners;

- Attendance and participation in the VTRANS update;
- Attendance at meetings as requested by VDOT, DRPT, FTA and FHWA;
- Annual Work Plan submitted to VDOT.

Budget: \$2,500

WORK TASK 4: Transit Planning

4.1 Winchester Transit System Planning

Objective and Description: The Winchester Transit System (WinTran) conducts transit planning and administration efforts necessary to comply with FTA requirements to receive Section 5307 capital and operating grants. WinTran will coordinate with the MPO on transit planning activities. Products originated from requests by the WinTran program.

Products: WinTran Transit Development Plan (TDP) Update

Budget: \$100,000 (Includes \$5,000 staff management)

4.2 MPO Transit Feasibility Study (Carrvover from FY23)

Objective and Description: This study will explore the feasibility of transit services within the MPO area in coordination with existing WinTran services and potential connection to Laurel Ridge Community College.

Products: MPO Area Transit Feasibility Study

Budget: \$41,206

WORK TASK 5: Local Technical Assistance

Objective and Description: This is an annual UPWP task. This task is designed to provide flexible planning support and services to the WinFred MPO localities. Products will originate from a requesting MPO locality.

Products:

Activities may include, but are not limited to:

- Development and submission of transportation-related grants to include SMART SCALE for WinFred MPO localities for both highway and transit projects; and
- Management of the on-call consultant list for the MPO and its member localities with contract administration and project management services.

Budget: \$ 2,500

WORK TASK 6: Bicycle and Pedestrian Planning

Objective and Description: This is an annual UPWP task designed to provide flexible planning support and services to the WinFred MPO localities for bicycle and pedestrian planning. Through these activities, WinFred MPO will meet the BIL requirements that each MPO use at least 2.5% of its PL funds on specified planning activities to increase safe and accessible options for multiple travel modes for people of all ages and abilities. [§11206(b)]

6.1: City of Winchester Bikeshare

Objective and Description: This UPWP task will oversee implementation and management of the Winchester Bikeshare Program. The newly established Bike and Pedestrian Advisory Committee will assist in implementation and management.

Products:

- Development and posting of a Request for Proposals resulting in the selection of a contractor to implement and manage the Winchester Bikeshare Program; and
- An established and fully operational Bikeshare Program within the City of Winchester

Budget: \$ 2,500

6.2: Bike and Pedestrian Advisory Committee Management

Objective and Description: This UPWP task will provide management of the newly established Bike and Pedestrian Advisory Committee.

Products:

Activities may include, but are not limited to:

- Creation of an RFP, resulting in a selected contractor to implement the Winchester Bikeshare Program;
- Assisting in the update of the MPO's Bike and Pedestrian Master Plan;
- Identifying opportunities for updates to bike and pedestrian infrastructure in the WinFred MPO area;
- Advising TAC and Policy Board on bike and pedestrian related matters within the WinFred MPO.

Budget: \$ 2,500

WORK TASK 7: System Planning

Objective & Description: Projects included in this work task bridge the gap between project readiness required for construction/ implementation and the conceptualized phase of a project prioritized in the CLRP. Activities will include site specific evaluation and validation of appropriate alternatives and will further refine understanding of the necessary project scope to accomplish a goal in the LRTP. Through these activities, WinFred MPO will meet the BIL requirements that each MPO use at least 2.5% of its PL funds on specified planning activities to increase safe and accessible options for multiple travel modes for people of all ages and abilities. [§11206(b)]

7.1 Valley Mill Road Relocation Study – Frederick County (Carryover from FY23)

Objectives & Description: Among the recommendations from a VDOT STARS study of Route 7 is the realignment of Valley Mill Road to intersect Route 7 at Gateway Drive, eliminating the existing signalized intersection of Valley Mill Road at I-81 and Route 7, to reduce delay and the frequency of crashes on Route 7. This study will determine the optimal relocation alignment and roadway geometry and estimate engineering, right-of-way, and construction costs.

Product: Technical report identifying the preferred alternative and costs.

Schedule: Carryover from FY23.

Budget: \$11,086 (Includes \$1,000 staff management time)

7.2 I-81 Exits 321- 323 Improvements Study – Frederick County (Carryover from FY23)

Objectives & Description: The I-81/US 11 corridor between Rest and Clear Brook (exits 323 and 321) is planned for industrial and warehouse uses. This study will forecast the traffic impacts of future economic development on the Exit 323 interchange and identify improvements needed to accommodate growth.

Products: Technical report identifying the preferred alternatives and costs.

Schedule: Carryover from FY23/ Study development will span FY24 & FY25

Budget: \$95,000 (Includes \$10,000 staff management time)

7.3 Apple Blossom Mall Area Study

Objectives & Description: Develop a plan for possible future improvements that considers the following in the area surrounding the Apple Blossom Mall: Extension of Legge Blvd.; future use of Mall Blvd.; possible modifications to private roadways on the Apple Blossom Mall property; multimodal facilities including Winchester Transit and multi-use trails to connect to Green Circle Trail.

Products: Plan identifying possible future improvements and costs.

Schedule: Study development will span FY24 & FY25

Budget: \$95,000 (Includes \$10,000 staff management time)

WORK TASK 8: Long Range Planning, Modeling, GIS & Data

Objective and Description: This task involves GIS mapping, data collection and database management in support of all MPO UPWP work tasks (including GIS software maintenance for 2 users at 50% of total cost).

Products:

1. Maps and data produced in support of MPO UPWP work tasks.

Budget: \$ 2,500

Figure 2: Win-Fred MPO FY 2024 Proposed Revenues and Expenditures by Funding Source

Proposed Revenues		Highway Funding				Transit Funding				Total Revenues
		FHWA Planning 80%	State Match 10%	Local Match 10%	Subtotal Highway	FTA 5303 80%	State Match 10%	Local Match 10%	Subtotal Transit	
FY 2024 PL Funds (FHWA/VDOT)		\$167,391	\$20,924	\$20,924	\$209,239					\$209,239
FY 2022 Carryover PL Funds to FY2024 (FHWA/VDOT)		\$3,215	\$401	\$401	\$4,017					\$4,017
FY 2024 5303 Funds (FTA/DRPT)						\$90,028	\$11,254	\$11,254	\$112,536	\$112,536
FY 2023 PL requested funds carryover into FY2024 (FHWA/VDOT)		\$96,000	\$12,000	\$12,000	\$120,000					\$120,000
Subtotal: Revenues		\$266,606	\$33,325	\$33,325	\$333,256	\$90,028	\$11,254	\$11,254	\$112,536	\$445,792
Total Revenues										\$445,792
Proposed Expenditures	VDOT/DRPT	FHWA Planning 80%	State Match 10%	Local Match 10%	Subtotal Highway	FTA 5303 80%	State Match 10%	Local Match 10%	Subtotal Transit	Total Expenditures
Task 1: Program Administration & Public Participation	80/20	\$57,600	\$7,200	\$7,200	\$72,000	\$14,400	\$1,800	\$1,800	\$18,000	\$90,000
Task 2: Transportation Improvement Program (TIP)	50/50	\$400	\$50	\$50	\$500	\$400	\$50	\$50	\$500	\$1,000
Task 3: State/Federal Requested Work Tasks	50/50	\$1,000	\$125	\$125	\$1,250	\$1,000	\$125	\$125	\$1,250	\$2,500
Task 4: Transit Planning	40/60	\$45,186	\$5,648	\$5,648	\$56,482	\$67,779	\$8,473	\$8,472	\$84,724	\$141,206
Task 5: Local Technical Assistance	50/50	\$1,000	\$125	\$125	\$1,250	\$1,000	\$125	\$125	\$1,250	\$2,500
Task 6: Bicycle & Pedestrian Planning	50/50	\$2,000	\$250	\$250	\$2,500	\$2,000	\$250	\$250	\$2,500	\$5,000
Task 7: System Planning	99/1	\$158,420	\$19,802	\$19,802	\$198,024	\$2,449	\$306	\$306	\$3,062	\$201,086
Task 8: Long Range Planning, Modeling, GIS and Data	50/50	\$1,000	\$125	\$125	\$1,250	\$1,000	\$125	\$125	\$1,250	\$2,500
Subtotal: Expenditures		\$266,606	\$33,325	\$33,325	\$333,256	\$90,028	\$11,254	\$11,253	\$112,536	\$445,792
Contingency		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Expenditures										\$445,792