

# UNIFIED PLANNING WORK PROGRAM (UPWP)

FOR THE

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



FY 2020

(July 1, 2019 - June 30, 2020)

**Adopted for Public Comment: 4/17/19**

**Final Adoption: 5/14/19**

**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— Charles DeHaven, Jr., Frederick County  
Vice Chair—Bill Wiley, City of Winchester  
Secretary/Treasurer—Brandon Davis, Executive Director NSVRC (non-voting)

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Charles DeHaven, Jr., Frederick County  
Judith McCann-Slaughter, Frederick County  
Kris Tierney, Frederick County  
Michael Majher, Town of Stephens City  
Eden Freeman, City of Winchester  
John Hill, City of Winchester  
John Willingham, City of Winchester  
Randy Kiser, Virginia Department of Transportation

### **Alternate Voting Members:**

Tim Youmans, Perry Eisenach and John Willingham City of Winchester  
Mike Ruddy, Frederick County  
Terry Short, Matt Dana, Brad Reed, Ed Carter, Scott Alexander-  
Virginia Department of Transportation

### **Non-Voting Members:**

Mack Frost, Federal Highway Administration  
Tony Cho, Federal Transit Administration  
Ciara Williams, Virginia Dept. of Rail & Public Transportation  
Rusty Harrington, Dept. of Aviation

### **MPO Technical Advisory Committee (TAC)**

Chair—Tim Youmans, City of Winchester  
Vice Chair—John Bishop, Frederick County

#### **Members:**

Patrick Barker, Frederick County  
John Bishop, Frederick County  
Mike Ruddy, Frederick County  
Jay Tibbs, Frederick County  
Mike Majher, Town of Stephens City  
Shawn Hershberger, City of Winchester  
Tim Youmans, City of Winchester  
Perry Eisenach, City of Winchester  
Justin Hall, City of Winchester  
Terry Short, Virginia Department of Transportation  
Ciara Williams, Virginia Dept. of Rail & Public Transportation  
Nick Sabo, Winchester Airport  
Renee Wells, Winchester Transit

### **MPO Citizens Advisory Committee (CAC)**

Chair—R. William Bayliss, III  
Vice Chair—Walt Cunningham

#### **Members:**

Joshua Hummer, Thomas Reed & Walt Cunningham, Frederick County  
Mike Majher, Town of Stephens City  
R. William Bayliss, III, Dr. John Crandell, Vacant, City of Winchester

#### **Administrative & Staff Support**

*Provided by Northern Shenandoah Valley Regional Commission*

# Resolution

By The

**WinFred Metropolitan Planning Organization  
Approving the FY 2020 Unified Planning Work Program (UPWP)**

**WHEREAS**, the FY 2020 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 2020 Unified Planning Work Program on April 17, 2019.

Signed: \_\_\_\_\_  
Charles DeHaven, Jr.  
Chairman

Signed: \_\_\_\_\_  
Brandon Davis  
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 2020 (July 1, 2019 - June 30, 2020). 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.

Statewide and metropolitan transportation planning processes are governed by Federal law (23 USC 134 and 135). Federal planning regulations are codified in 23 CFR 450.

Since the 1962 Federal-aid Highway Act, federal legislation authorizing expenditure of funds for surface transportation has required metropolitan area transportation plans and programs to be developed through a continuing, cooperative, and comprehensive (3-C) planning process. Over successive authorization cycles culminating with the passage of the Fixing America's Surface Transportation (FAST) Act in December 2015, Congress has added and revised the substantive content expected from the 3-C planning processes.

Transportation planning provides the information, tools, and public input needed for improving transportation system performance. Transportation planning should reflect the community's vision for its future. It should also include a comprehensive consideration of possible strategies; an evaluation process that encompasses diverse viewpoints; the collaborative participation of relevant transportation-related agencies and organizations; and an open, timely, and meaningful involvement of the public. Transportation planning requires a comprehensive, holistic look at the needs and the future of the region and its inhabitants.

Both the FHWA and FTA encourage MPOs to give priority to the following planning emphasis areas in their UPWPs in Fiscal Year 2020:

*Performance-Based Planning and Programming.* Performance-based planning and programming includes using transportation performance measures, setting targets, reporting performance, and programming transportation investments directed toward the achievement of transportation system performance outcomes. In FY '19 the MPO adopted targets for bridge and pavement condition, highway performance, and public transit asset condition; and will revise its Constrained Long-Range Plan, selecting projects based on expected contribution toward meeting performance targets.

*Regional Models of Cooperation – Ensure a Regional Approach to Transportation Planning by Promoting Cooperation and Coordination across Transit Agency, MPO and State Boundaries.* A coordinated approach supports common goals and capitalizes on opportunities related to

project delivery, congestion management, safety, freight, livability, and commerce across boundaries. The WinFred MPO shares boundaries with the Hagerstown/Eastern Panhandle MPO (WV & MD), two counties (Clarke, VA and Berkeley, WV) and one state (West Virginia). Interstate 81, the region's main highway, enters the MPO planning area from the north at the West Virginia line. Routes 7, 17/50, and 522 enter the planning area from adjacent Clarke County, VA. In addition, the MPO lies within the five-county planning district of the Northern Shenandoah Valley Regional Commission (NSVRC). During FY '20 the MPO will cooperate and coordinate with neighboring jurisdictions along the I-81 corridor in providing input into a corridor-wide improvement plan and funding feasibility study as required by 2018 state legislation.

*Ladders of Opportunity – Access to Essential Services including employment, health care, schools/education, and recreation.* Recent UPWP tasks addressing access needs include bus stop, system performance and marketing studies for Winchester Transit; and the 2014 Bicycle and Pedestrian Master Plan update. The MPO participates in the updating of the Section 5310 Coordinated Human Services Mobility Plan (managed by DRPT and the Shenandoah Area Agency on Aging). In FY '16 under Work Task 4 the MPO studied the feasibility of extending transit service from Winchester to Lord Fairfax Community College. In FY '18 under Task 6 work was completed on a study of design alternatives for a four-mile north-south bikeway in the City of Winchester, moving toward implementation the highest priority project in the Bicycle and Pedestrian Master Plan.

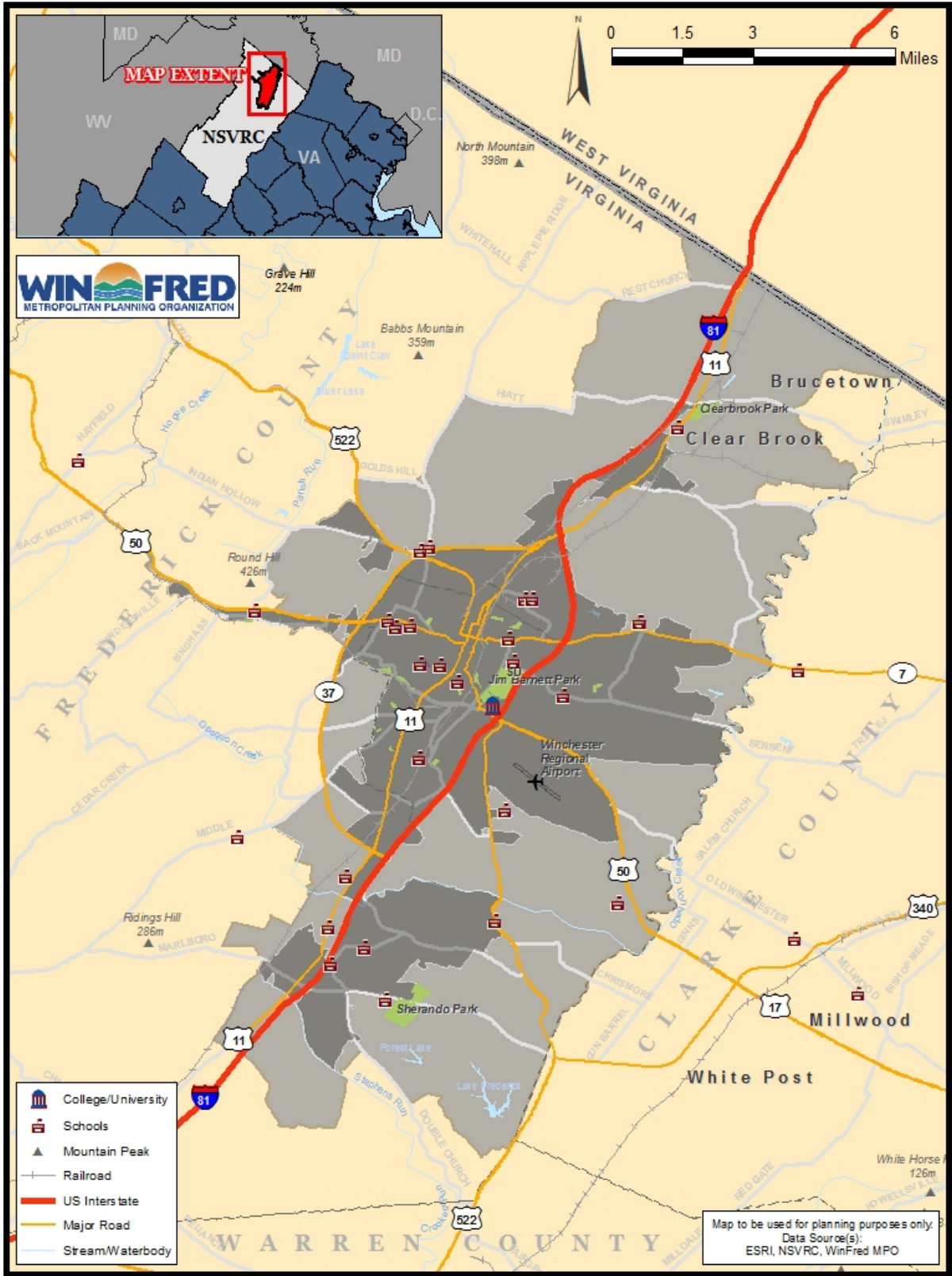
## **Metropolitan Planning Area**

Transportation planning processes are required to be organized and directed for all urbanized areas (UZAs) having a population of 50,000 or greater, as delineated by the U.S. Census Bureau, by metropolitan planning organizations (MPOs). MPOs are established for a metropolitan planning area (MPA) that must contain, at a minimum, the Census Bureau delineated urbanized area and the area expected to become urbanized in the next 20 years. An MPO, its planning boundaries and membership and voting structure are established and designated by agreement between local officials and the Governor (23 CFR 450.310).

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 2020 (see map on following page).

As reported by FHWA for 2010, the WinFred MPO Urbanized Area population was 78,440 and it encompasses a land area of approximately 103 sq. miles.





## **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 Winchester-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.

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 MPOs 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 2020**

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 source 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 FY20 UPWP throughout the fiscal year and provision of all required administrative functions including accounting, financial reporting, personnel administration, office management, website management, contract administration, map production, and necessary highway and transit purchases (e.g., office equipment, software, etc.);
- 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;
- Support of the activities of the WinFred MPO through the preparation of reports, presentations, agendas, minutes and mailings for all Policy Board, TAC, CAC and other meetings, as well as attendance at those meetings;
- 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 plans, TIPs and other documents;
- Maintenance of the WinFred MPO website;
- 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.

**Budget: \$65,000**

## **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 general 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: \$2,500**

## **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:

- Staff will prepare studies and reports as necessary for the completion of this work program item and as directed by the appropriate federal and/or state agencies;
- Staff will represent 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.
- Attending and participating in the VTRANS update.
- Staff will attend meetings as requested by VDOT and DRPT.

**Budget: \$5,000**

## **WORK TASK 4: Transit Planning**

### **Winchester Transit System Planning**

Objective and Description: The Winchester Transit System (WinTran) conducts transit planning and administration efforts necessary to comply with FTA requirements in order 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 Brochure: Transit map updates

**Budget: \$ 6,396**

## **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 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: \$ 25,000**

## **WORK TASK 6: Bicycle and Pedestrian Planning**

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 in regard to Bicycle and Pedestrian Planning.

Products:

- City of Winchester Bike Share Feasibility Study - \$30,000
- Bicycle and Pedestrian Master Plan Update - \$85,000

**Budget: \$ 115,000**

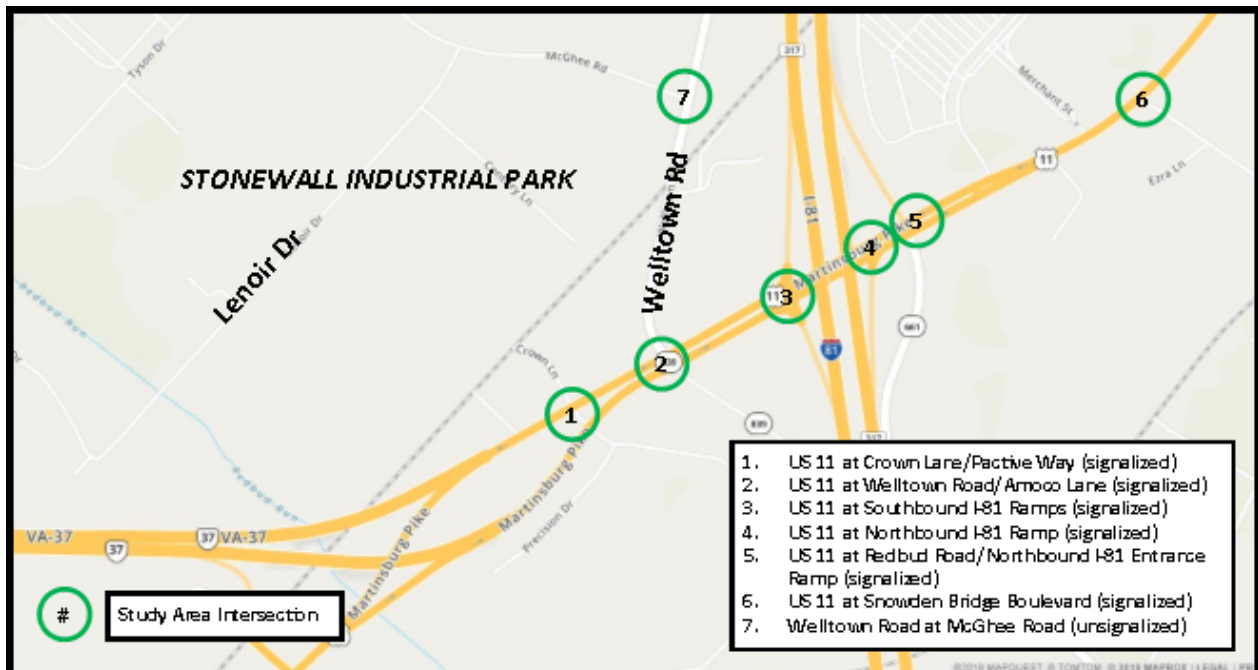
## WORK TASK 7: System Planning

**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.

### 7.1 North Winchester Area Plan – Phase II – Carryover from FY19

**Objective and Description:** This effort will evaluate safety, access and circulation within an area containing a large concentration of freight traffic generators, focusing on movement between I-81 and nearby industrial parks via the Route 11/Martinsburg Pike (exit 317) interchange; and identify low-cost, high-value improvements competitive for programming through the SMART SCALE application process. Project funding and phasing strategies will be identified. The study will identify and evaluate a range of alternatives including but not limited to

- Lenoir Drive access to and from southbound Route 37; and
- closure of Welltown Road at Martinsburg Pike, with re-routing of traffic via Crown Lane and a new roadway link to Welltown Road.



Study area

#### Products:

1. Area Plan: An area plan will be developed in accordance with applicable VDOT and FHWA guidance and SMART SCALE submission requirements.

2. Improvement program with cost estimates: a list of individual projects identified in the plan with planning level scopes and cost estimates.
3. Interchange Justification Report or feasibility study sufficient to meet SMART SCALE requirements, Route 37 and Lenoir Drive extension, providing access to Stonewall Industrial Park.

Schedule: This project will be completed in FY 2020

**Budget: \$ 168,000**

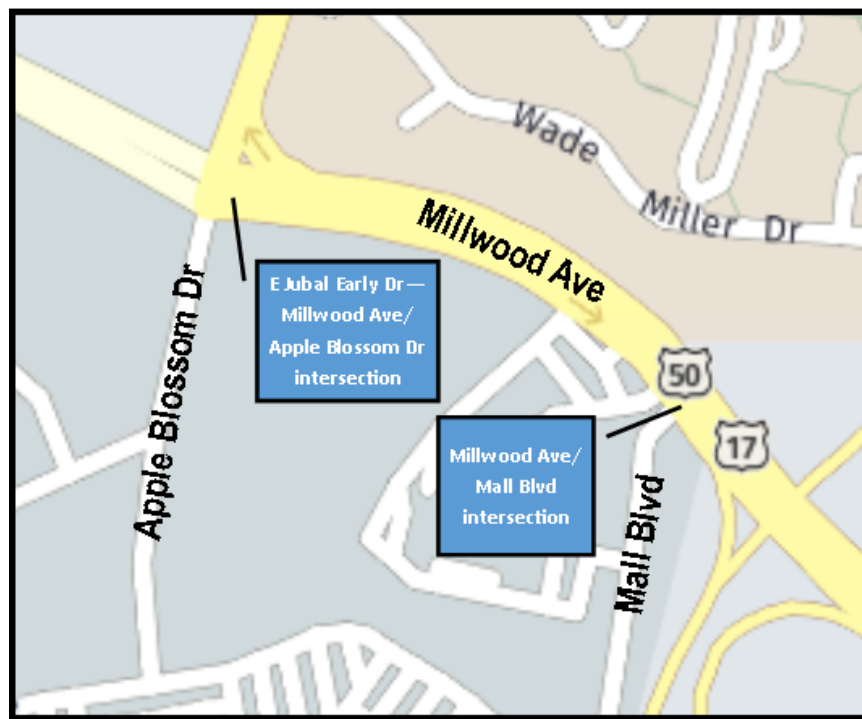
## 7.2 Mall Boulevard and Millwood Avenue Access Management Study

Objective and Description: On eastbound Millwood Avenue (US Routes 17/50/522), the spacing between the Mall Boulevard signalized intersection and the I-81 southbound entrance fails to meet the safety standard. This study will refine design concepts for managing access to/from Millwood Avenue at the intersection, addressing pedestrian access and impacts to the proximate E. Jubal Early Drive/Apple Blossom Drive intersection and integration with the design of the proposed replacement of the Millwood Avenue/I-81 Exit 313 overpass.

Product: Report defining design modifications to the existing signalized intersection and the proximate E. Jubal Early Drive – Millwood Avenue/Apple Blossom Drive intersection.

Schedule: This project will be completed in FY 2020.

**Budget: \$ 100,000**



*Study area*

### 7.3 Exit 313/Route 50/Route 522 South Area Study

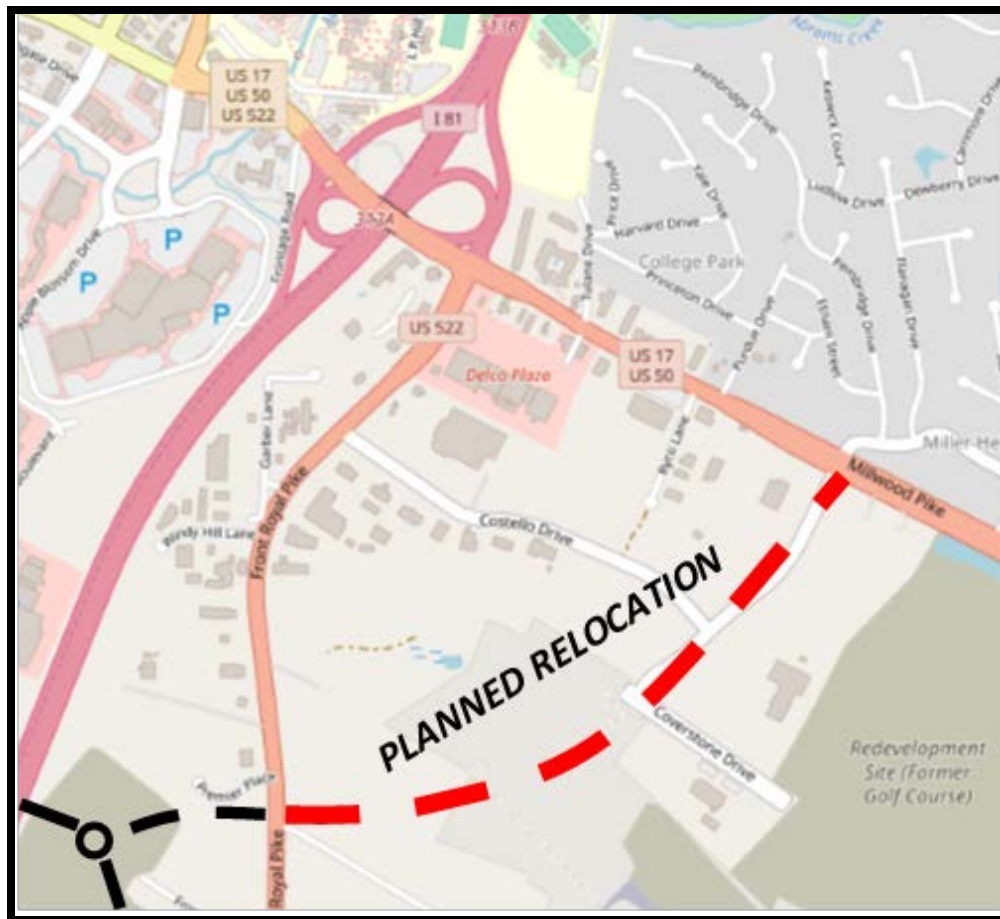
Objective and Description: Growth in traffic volume is expected to exceed the capacity of the signalized intersection of US Route 522 (Front Royal Pike) with US Routes 17/50 (Millwood Pike) and the northbound entrance to I-81. The relocation of Route 522 along a new alignment incorporating Prince Frederick Drive was among the ancillary network improvements identified in the planning and development of the I-81 Exit 313/Rt. 50 improvements to relieve the existing intersection and accommodate future development.

This study will develop and refine the identified network improvements, identify portions that have independent utility, and develop phasing goals.

Product: Report identifying independent projects, costs and phasing.

Schedule: This project will be completed in FY 2020.

Budget: \$ 100,000



Study area



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

Objective and Description: A Constrained Long-Range Plan (CLRP) of strategically targeted, tested and affordable projects will be developed for amendment to the 2040 Metropolitan Transportation Plan. A limited number of projects strategically selected by the committee will be evaluated for expected performance across a variety of measures pertinent to state and local transportation goals and objectives using the metropolitan travel demand model and tools developed for SMART SCALE, Virginia's project selection process.

### Products:

1. An amended CLRP for the horizon year 2040 developed in conformity with federal requirements.
2. 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).

**Budget: \$20,000**

Figure 2: Win-Fred MPO FY 2020 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 2020 New PL 112 Funds-VDOT (1)	\$135,668	\$16,958	\$16,958	\$169,584					\$169,584	
FY 2018 Carryover PL Funds- VDOT (2)	\$262,252	\$32,782	\$32,782	\$327,816					\$327,816	
FY 2020 5303 Funds- DRPT (3)					\$77,556	\$9,695	\$9,695	\$96,946	\$96,946	
FY 2019 5303 Funds- DRPT (4)					\$51,760	\$6,470	\$6,470	\$64,700	\$64,700	
<b>Subtotal: FY20 Revenues</b>	<b>\$397,920</b>	<b>\$49,740</b>	<b>\$49,740</b>	<b>\$497,400</b>	<b>\$129,316</b>	<b>\$16,165</b>	<b>\$16,165</b>	<b>\$161,646</b>	<b>\$659,046</b>	
<b>Total Proposed Revenues</b>									<b>\$659,046</b>	
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 Management and Administration	50/50	\$26,000	\$3,250	\$3,250	\$32,500	\$26,000	\$3,250	\$3,250	\$32,500	\$65,000
Task 2: Transportation Improvement Program (TIP)	50/50	\$1,000	\$125	\$125	\$1,250	\$1,000	\$125	\$125	\$1,250	\$2,500
Task 3: State/Federal Requested Work Tasks	50/50	\$2,000	\$250	\$250	\$2,500	\$2,000	\$250	\$250	\$2,500	\$5,000
Task 4: Transit Planning	0/100					\$5,116	\$640	\$640	\$6,396	\$6,396
Task 5: Local Technical Assistance	100/0	\$20,000	\$2,500	\$2,500	\$25,000					\$25,000
Task 6: Bicycle & Pedestrian Planning	0/100					\$92,000	\$11,500	\$11,500	\$115,000	\$115,000
Task 7: System Planning	100/0	\$294,400	\$36,800	\$36,800	\$368,000					\$368,000
Task 8: Long Range Planning, Modeling, GIS and Data	80/20	\$12,800	\$1,600	\$1,600	\$16,000	\$3,200	\$400	\$400	\$4,000	\$20,000
<b>Subtotal: FY20 Expenditures</b>		<b>\$356,200</b>	<b>\$44,525</b>	<b>\$44,525</b>	<b>\$445,250</b>	<b>\$129,316</b>	<b>\$16,165</b>	<b>\$16,165</b>	<b>\$161,646</b>	<b>\$606,896</b>
<b>Estimated Contingency/Reserve Funds for Project Support</b>		<b>\$41,720</b>	<b>\$5,215</b>	<b>\$5,215</b>	<b>\$52,150</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$52,150</b>
<b>Total FY20 Proposed Expenditures</b>										<b>\$659,046</b>

- (1) FY20 PL Funding from VDOT for Highway
- (2) FY18 PL Carryover Funds from VDOT: Not Expended in FY18
- (3) FY20 5303 Funding from DRPT for Multi-Modal Planning
- (4) FY19 5303 Carryover Funds from DRPT: Not Expended in FY19