



# UNIFIED PLANNING WORK PROGRAM (UPWP)

FOR THE

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



**FY 2025  
(July 1, 2024 - June 30, 2025)**

**Adopted for Public Comment: 4/17/2024  
Final Adoption: 5/15/2024**

**Winchester-Frederick County, Virginia  
Metropolitan Planning Organization**  
C/o Northern Shenandoah Valley Regional  
Commission 400 Kendrick Lane, Suite E  
Front Royal, VA 22630  
540-636-8800  
[www.winfredmpo.org](http://www.winfredmpo.org)

## **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.

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

## **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:**

Josh Ludwig, 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)**

#### **Members:**

Chair - John Bishop, Frederick County  
Vice-Chair - Perry Eisenach, City of Winchester  
Patrick Barker, Frederick County  
Wyatt Pearson, Frederick County  
Jay Tibbs, Frederick County  
Mike Majher, Town of Stephens City  
Tim Youmans, 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*

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WinFred Metropolitan  
Planning Organization  
400 Kendrick Lane, Suite E  
Front Royal, VA 22630



**Policy Board**

**Chair:**

**Judith McCann-Slaughter**  
*Frederick County*

**Vice-Chair:**

**Phil Milstead**  
*City of Winchester*

**Secretary/ Treasurer:**

**Brandon Davis**  
*NSVRC*

**City of Winchester:**

\***Dan Hoffman**  
*City Manager*  
\* **Phil Milstead**  
*Council Member*  
\***John Hill**  
*Council Member*

**Frederick County:**

\***Judith McCann-Slaughter**  
*Board of Supervisors*  
\***Michael Bollhoefer**  
*County Administrator*  
\***Josh Ludwig**  
*Board of Supervisors*

**Stephens City:**

\***Michael Majher**  
*Town Manager*

**VDOT:**

\***Todd Stevens**  
*District Administrator*

**Va. Dept. of Rail & Public**

**Trans.:**

**Amy Garbarini**  
*Transit Planning Manager*

**Federal Highway**

**Administration:**

**Steven Minor**  
*Planning and Environmental Specialist*

**Federal Transit**

**Administration:**

**Tony Cho**  
*Transportation Program Specialist*

\* Denotes Voting Members

## Resolution

By The

**WinFred Metropolitan Planning Organization**  
**Approving the FY2025 Unified Planning Work Program (UPWP)**

**WHEREAS**, the FY2025 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 FY2025 Unified Planning Work Program on April 17, 2024.

Signed:

  
Judith McCann-Slaughter  
WinFred MPO Chair

Signed:

  
Brandon Davis  
WinFred MPO Secretary-Treasurer

# 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 2025 (July 1, 2024 - June 30, 2025). 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 reflect issues and concerns from transportation agencies at the federal, state, and local levels. The descriptions of the tasks to be accomplished and the budgets are based on the best estimate of what can be achieved 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 Urban Area of Frederick County, and the area of Frederick County projected to be urban by 2045 (see map on the 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. This data is shown in Table 1.

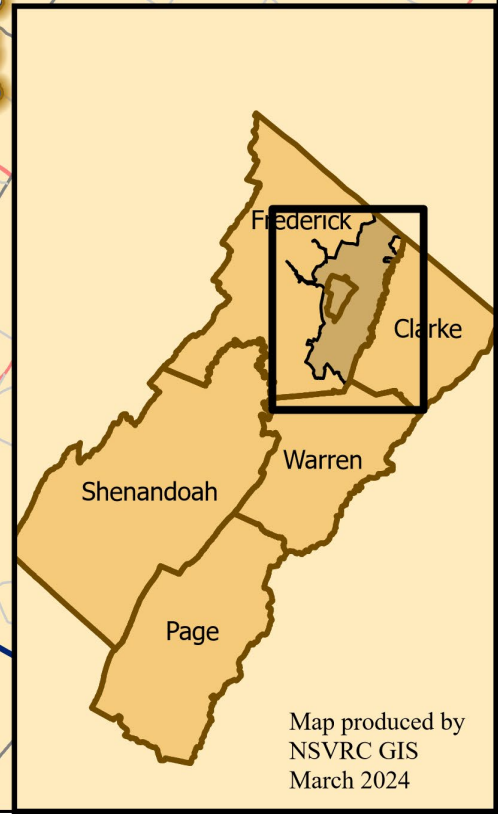
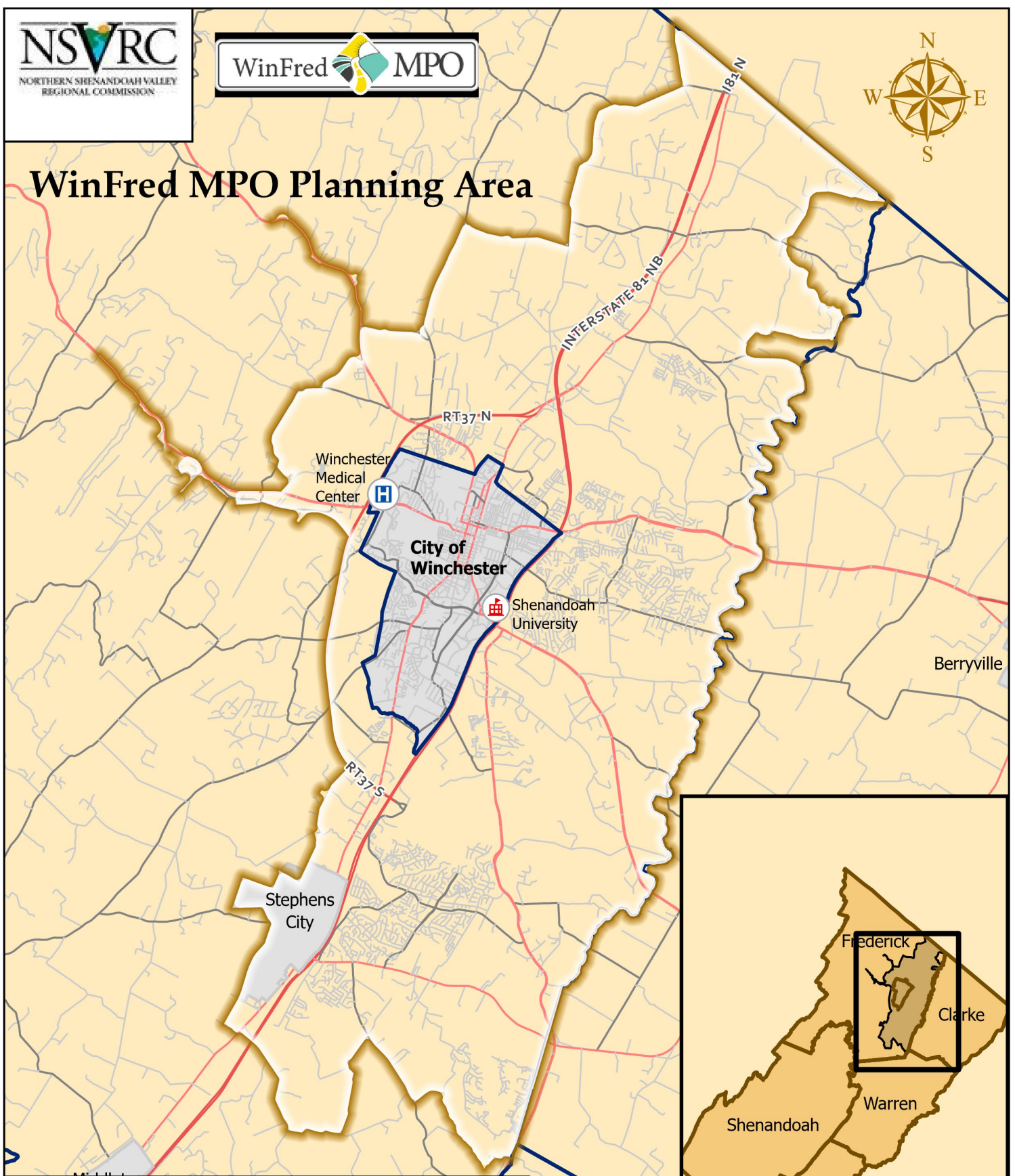
**Table 1: Growth in the Region, 2010-2020**

	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%
<b>WinFred MPO</b>	<b>69,449</b>	<b>83,377</b>	<b>20.1%</b>















# WinFred MPO Planning Area



## Legend

- |  |  |   |
|--|--|---|
|  WinFred MPO             | <b>Virginia Roads</b>  |  LOCAL SECONDARIES         |
|  NSVRC Towns             |  LIMITED ACCESS HIGHWAYS    |  Winchester_City_Limits    |
|  NSVRC Counties & Cities |  LOCAL MAIN ARTERIES        |  Winchester Medical Center |
|  |  US AND VA PRIMARY HIGHWAYS |  Shenandoah University     |

Map produced by  
NSVRC GIS  
March 2024

## **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 Urban Area per 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 urban 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, which consists of 8 voting members. These include three representatives from the City of Winchester, three from Frederick County, one from the Town of Stephens City, and one from VDOT. Other agencies with non-voting membership on the WinFred MPO Policy Board include the Virginia Department of Rail and Public Transportation, the Virginia Department of Aviation, the Federal Highway Administration, and the 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 better understand the area's transportation system requirements. 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 the Policy Board and Technical Advisory meetings and any scheduled sub-committee meetings.

NSVRC staff will participate in all WinFred MPO meetings and provide the required staff support and administration for the transportation planning program. Staff members will also represent the MPO at necessary meetings with federal, state, and local organizations.

## **Total Proposed Funding by Federal Source for FY2025**

Metropolitan Planning Funds (PL funds) are provided by 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 the urban-area population in individual States to the total nationwide urban-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 FHWA Section 112 (PL) and FTA Section 5303. The budget table on page 14 shows the proposed funding amounts (including state and local matching funds) for completing the tasks described in this UPWP.



## **WORK TASK 1: Program Management**

**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:**

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 FY25 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 the activities of the WinFred MPO through the preparation of reports, presentations, agendas, and minutes for all Policy Board, TAC, and other meetings, as well as attendance at those meetings;
- Social media management, such as updating the MPO Facebook page, posting relevant information, and sharing information from other agencies;
- 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, VAMPO, VA APA, and Governor's Transportation conferences.

**Budget: \$95,000**

### **1.1 Public 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 of 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 critical 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 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. It is 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 the public review, MPO staff will provide visualization of TIP projects, post the TIP on the MPO website, and make the TIP accessible at public agencies, government offices, and upon request.

This task maintains a regional TIP and will require the active support of the WinFred MPO Policy Board and committees, as well as coordination with member agencies.

### 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 the TIP, which must be done every four years.

**Budget: \$1,000**

### **WORK TASK 3: Federal or State-Requested Work Tasks**

Objective and Description: The MPO staff will work with federal and state agencies to support projects and programs to coordinate regional transportation planning activities.

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: \$10,000**

### **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 to comply with FTA requirements to receive Section 5307 capital and operating grants.

**Products:** MPO coordination with WinTran on transit planning activities in the MPO planning area.

**Budget: \$2,500**

#### **4.2 MPO Area Transit Planning**

Objective and Description: Continuation of the MPO Transit Feasibility study exploring implementation scenarios.

**Budget: \$2,500**

### **WORK TASK 5: Local Technical Assistance**

Objective and Description: This annual UPWP task provides 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;

- Management of the on-call consultant list for the MPO and its member localities with contract administration and project management services.

**Budget: \$ 15,000**

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

Objective and Description: This annual UPWP task provides flexible planning support and services to the WinFred MPO localities for bicycle and pedestrian planning. Through these activities, WinFred MPO will meet the BIL (Bipartisan Infrastructure Law) requirements that each MPO uses 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 the implementation and management of the Winchester Bikeshare Program. The newly established Bike and Pedestrian Advisory Committee will assist in these tasks.

#### 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: \$ 7,500**

#### **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;
- Planning for a FY26 Bicycle Friendly Community Workshop
- Advising TAC and Policy Board on bike and pedestrian-related matters within the WinFred MPO.

**Budget: \$ 13,271**

## **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 uses 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 I-81 Exits 321- 323 Improvements Study -- Frederick County (Carryover from FY24)**

**Objectives & Description:** The I-81/US 11 corridor between Rest and Clear Brook (exits 321 and 323) 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.

**Budget:** \$ 195,000 (includes 20% staff project management time)

### **7.2 Apple Blossom Mall Area Study – City of Winchester (Carryover from FY24)**

**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.

**Budget:** \$ 125,000 (includes 20% staff project management time)

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

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

**Products:**

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

**Budget:** \$ 10,584

**FY2025 Revenues and Expenditures by Funding Source**

		Highway Funding				Transit Funding				
Revenues		FHWA Planning 80%	State Match 10%	Local Match 10%	Subtotal Highway	FTA 5303 80%	State Match 10%	Local Match 10%	Subtotal Transit	Total Revenues
FY 2025 PL Funds (FHWA/VDOT)		\$193,572	\$24,197	\$24,196	\$241,965					\$241,965
FY 2023 Carryover PL Funds to FY2025 (FHWA/VDOT)		\$615	\$77	\$77	\$768					\$768
FY 2025 5303 Funds (FTA/DRPT)						\$95,698	\$11,962	\$11,962	\$119,622	\$119,622
FY 2024 PL requested funds carryover into FY2025 (FHWA/VDOT)		\$96,000	\$12,000	\$12,000	\$120,000					\$120,000
<b>Total Revenues</b>		<b>\$290,187</b>	<b>\$36,273</b>	<b>\$36,273</b>	<b>\$362,733</b>	<b>\$95,698</b>	<b>\$11,962</b>	<b>\$11,962</b>	<b>\$119,622</b>	<b>\$482,355</b>
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 & Public Outreach	50/50	\$40,000	\$5,000	\$5,000	\$50,000	\$40,000	\$5,000	\$5,000	\$50,000	\$100,000
Task 2: Transportation Improvement Program (TIP)	95/5	\$760	\$95	\$95	\$950	\$40	\$5	\$5	\$50	\$1,000
Task 3: State/Federal Requested Work Tasks	90/10	\$7,200	\$900	\$900	\$9,000	\$800	\$100	\$100	\$1,000	\$10,000
Task 4: Transit Planning	0/100					\$4,000	\$500	\$500	\$5,000	\$5,000
Task 5: Local Technical Assistance	70/30	\$8,400	\$1,050	\$1,050	\$10,500	\$3,600	\$450	\$450	\$4,500	\$15,000
Task 6: Bicycle & Pedestrian Planning	0/100					\$16,617	\$2,077	\$2,077	\$20,771	\$20,771
Task 7: System Planning	90/10	\$230,400	\$28,800	\$28,800	\$288,000	\$25,600	\$3,200	\$3,200	\$32,000	\$320,000
Task 8: Long Range Planning, Modeling, GIS and Data	40/60	\$3,387	\$423	\$424	\$4,234	\$5,080	\$635	\$635	\$6,350	\$10,584
<b>Subtotal: Expenditures</b>		<b>\$290,147</b>	<b>\$36,268</b>	<b>\$36,269</b>	<b>\$362,684</b>	<b>\$95,737</b>	<b>\$11,967</b>	<b>\$11,967</b>	<b>\$119,671</b>	<b>\$482,355</b>
<b>Total Expenditures</b>										<b>\$482,355</b>