



**Winchester Frederick County (WinFred) MPO
Technical Advisory Committee (TAC) Meeting Agenda
May 7, 2024 - 10:00 a.m.
[Virtual Meeting Link](#)**

1. Administrative Items:

- Adoption of agenda
- Review and approval of the April 2, 2024, Draft Technical Advisory Committee Meeting Minutes (Attached)
- MPO Project Status Report (Attached)
- VDOT/DRPT Reports (Attached)

2. Public Comment Period

3. [Presentation of the Draft Final MPO Transit Feasibility Study – Karen Taylor, NSVRC/Lib Rood, KFH](#)

4. BPAC Committee Update – Amanda Kerns/Taryn Logan, NSVRC

5. Upcoming Meeting Schedule (MPO Meetings are held at the Frederick County Administrative Offices, 107 N. Kent St., Winchester, VA, in the First Floor Conference Room unless otherwise noted. *All meetings begin at 10 a.m. except for BPAC, which begins at 1 p.m.*):

- Policy Board: May 15, 2024
- Technical Advisory Committee: June meeting potentially canceled
- BPAC: May 13, 2024

6. Other Business

7. Adjourn

A meeting quorum shall be established by two (2) members of the CITY, two (2) members of the COUNTY and one (1) member of the STATE

WinFred Metropolitan Planning Organization (MPO)

Frederick County ❖ City of Winchester ❖ Town of Stephens City



Frederick County Administrative Offices
107 N Kent Street, Winchester, VA
First Floor Conference Room

April 2, 2024 - 10:00 a.m. – Virtual meetings are held via Zoom

V= Virtual Attendance

John Bishop, Chair					
Perry Eisenach, Vice Chair					
Member Jurisdiction Representatives					
	Frederick County		DRPT		Staff
	Patrick Barker	V	Amy Garbarini	✓	Brandon Davis
✓	John Bishop			✓	Taryn Logan
✓	Wyatt Pearson		Winchester Airport	✓	Karen Taylor
	Jay Tibbs		Nick Sabo		Amanda Kerns
	Stephens City		Winchester Transit		Others
✓	Mike Majher	V	Kenneth Johnson	✓	Kayla Peloquin, Fred Co
	VDOT		Winchester		
V	Brad Reed	✓	Perry Eisenach	V	Paige Debold, FHWA
	Adam Campbell	✓	Tim Youmans	✓	David Ray, BPAC Chair
	Non-Voting	✓	Mike Ruddy		
	Steve Minor, FHWA	✓	Justin Hall		
	Tony Cho, FTA				
	Rusty Harrington, VA Dept. of Aviation				



**Winchester Frederick County (WinFred) MPO
Technical Advisory Committee (TAC) Meeting Minutes
April 2, 2024 - 10:00 a.m.
[Virtual Meeting Link](#)**

1. Administrative Items:

- Adoption of agenda – Motion to adopt the agenda as presented made by Mr. Pearson, seconded by Mr. Eisenach. Motion carried.
- Review and approval of the February 6, 2024, Draft Technical Advisory Committee Meeting Minutes—Mr. Youmans made a motion to adopt the minutes as presented, seconded by Mr. Pearson. Motion carried.
- MPO Project Status Report – Presented for information.
- VDOT/DRPT Reports – Presented for information.

2. Public Comment Period – None reported.

3. Presentation of the Draft FY25 Unified Planning Work Program (UPWP) – Karen Taylor/Taryn Logan, NSVRC

Ms. Taylor and Ms. Logan presented the draft FY25 UPWP for the committee’s consideration. Following the presentation, Mr. Eisenach made a motion recommending that the Policy Board approve the 20-day public comment period, pending public comments received, final approval of the FY25 UPWP, seconded by Mr. Ruddy. Motion carried.

4. BPAC Committee Update – Amanda Kerns/Taryn Logan, NSVRC

Ms. Logan updated TAC on what BPAC has been doing. TAC discussed the need for updating the 2014 MPO Bike and Pedestrian Plan, which may be a potential item in the FY26 UPWP.

5. Upcoming Meeting Schedule (MPO Meetings are held at the Frederick County Administrative Offices, 107 N. Kent St., Winchester, VA, in the First Floor Conference Room unless otherwise noted. All meetings begin at 10 a.m. except for BPAC, which begins at 1 p.m.):

- Project Steering Committee: TBD
- Policy Board: April 17, 2024
- Technical Advisory Committee: May 7, 2024
- BPAC: April 8, 2024 @ 1 p.m.

6. Other Business—Mr. Reed announced that the CTB Draft Spring Six-Year Improvement Plan (SYIP) meeting will be held at Shenandoah University on April 22, 2024, from 4 p.m. to 6 p.m.

Meeting adjourned at 10:32 a.m.

WinFred MPO Staff Report

For background information on studies and projects, please visit the individual project pages on the [WinFred MPO website](#). As always, please feel free to contact MPO staff with any questions.

Task 1: Program Administration

Staff prepared meeting agenda packets for the May 7, 2024, TAC and April 17, 2024, Policy Board.

Staff attended the Spring Draft SYIP meeting on April 24, 2024 at LRCC.

Staff attended the VAMPO board of directors meeting and Title VI training session on April 29, 2024

Staff attended a virtual training session on Administering SPR & PL Funded Projects in the SPR Work Program on April 30, 2024.

Staff updates the MPO website as needed.

Task 1.1: Public Participation and Outreach

Staff continuously manages and maintains the Title VI and Public Participation Plans.

Staff ensures that the WinFred MPO website is constantly updated with the latest meeting information and notice of public documents are posted.

Staff maintains the social media Facebook page for the WinFred MPO with several weekly posts.

Task 2: Transportation Improvement Program (TIP)

Each metropolitan planning organization (MPO) is required, under 49 U.S.C. 5303(j) , to develop a Transportation Improvement Program (TIP)—a list of upcoming transportation projects—covering four years. The TIP must be developed in cooperation with the state and public transit providers. The TIP should include capital and non-capital surface transportation projects, bicycle and pedestrian facilities and other transportation enhancements, Federal Lands Highway projects, and safety projects included in the State’s Strategic Highway Safety Plan. The TIP should consist of all regionally significant projects receiving FHWA or FTA funds or for which FHWA or FTA approval and non-federally funded projects consistent with the Metropolitan Transportation Plan (MTP) are required. Furthermore, the TIP must be fiscally constrained.

No TIP amendments or adjustments were processed this month.

Task 4: Transit Planning

MPO Transit Feasibility Study

The WinFred MPO Transit Feasibility Study kicked off in March 2023. The study examined the need for transit in the MPO area, including the Town of Stephens City and the urban area of Frederick County, and studied connections to existing WinTran routes. An ad hoc committee was created with representatives from the Town of Stephens City, the City of Winchester, Frederick County, WinTran, and various community stakeholders. Technical Memorandum #1: Demographics, Land Use, and Summary of Previous Plans was completed on May 31, 2023. A meeting was held at the end of June 2023 to receive input from the committee on the memorandum. Technical Memorandums #2 (Stakeholder and Survey Data) and #3 (Current Conditions and Service Plan) were presented to the Transit Study Project Team in November 2023. The draft findings have been presented to the TAC and Policy Board in December 2023, the Town of Stephens City Council and the Frederick County Transportation Committee in January 2024, and the Top of VA Chamber in February 2024. The final study will be completed in April 2024 with presentations to TAC and Policy Board in May.

Task 5: Local Technical Assistance

Staff is managing the Safe Streets for All Action Plan grant from the Department of Transportation for the City of Winchester and Frederick County. McCormick Taylor has been selected as the project consultant. Staff meets with them bi-weekly to review the project status and meets monthly as part of the project leadership committee. Staff helped organize and attended the Spring Transportation Forum in Frederick County on 3/14/24. Staff is currently reviewing the draft plan and providing comments. The goal is to apply for implementation grants in May 2024.

Staff prepared and submitted three Smart-Scale pre-applications for Frederick County, including meetings with VDOT and County staff prior to submittal.

Task 6: Bicycle & Pedestrian Planning

Over the past several months, the BPAC has created a bike parking inventory for the City of Winchester. The inventory includes existing bike racks and locations where new racks are needed. The Committee reviewed and prioritized potential bike parking locations using the data added to the shared Google map by Committee members. A top 10 list and additional recommendations were delivered to the City Manager and Policy Board. Staff and the Committee will continue to work with the City to implement the new racks.

Staff wrote a Request for Proposals, including a detailed scope of services, for the proposed Winchester Bikeshare Program. Met with City Staff to review the program goals and submitted the draft RFP for review.

The Committee is also reviewing the current bike and pedestrian plan to determine what has been accomplished and what priorities remain to be completed. They usually meet monthly to review and discuss this item.

Staff is working with City and Winchester Public School staff to develop a plan and design options for implementing new bike racks.

Task 7: System Planning

Exits 321- 323 Improvements Study -- Frederick County- Staff has consulted with Frederick County and VDOT planning staff. The consensus was reached that the project would be carried over into the FY25 UPWP, and project kick-off would occur.

Apple Blossom Mall Study- Staff has consulted with Pennoni and Associates and prepared a scope of work, timeline, and cost. The Notice to Proceed was signed on April 4, 2024. Traffic counts were completed the week of April 22, 2024.

Task 8: Long Range Planning, GIS, and Data

Socioeconomic Data Development, WinFred Travel Demand Model Update

NSVRC staff participate in monthly meetings with VDOT as they develop the travel demand model. They continue to review the data for the model, including the traffic zones, socioeconomic data, and roadway and transit networks.

DRPT Report to WinFred MPO Policy Board May 15, 2024

FY25 Section 5303 applications due May 1st

FY25 5303 [applications are due in WebGrants](#) by May 3, 2024. Planning level estimates were sent out Friday, 3/22 with final allocations sent out in early April after FTA finalized their apportionments.

DRPT FY2025 Six-Year Improvement Plan Public Hearing

DRPT is pleased to invite the public to provide feedback on public transportation and rail projects recommended for funding in its Fiscal Year (FY) 2025-2030 Six Year Improvement Program (SYIP). The public meeting will take place on May 16, 2024, at 4:00 PM.

Community members can participate in person at DRPT's Headquarters (600 E Main St, Suite 2100, Richmond, VA 23219), DRPT's Northern Virginia office (1725 Duke Street, Suite 675, Alexandria, VA 22314), or virtually. To attend virtually, participants must register [here](#).

During the meeting, the public will have the opportunity to learn about and provide feedback on the Draft Fiscal Year 2025-2030 SYIP. DRPT's program allocates public funds to various transportation projects and initiatives, including rail, public transportation, and transportation demand management. The Draft FY 2025-2030 SYIP identifies projects proposed for inclusion in the final program, which will be presented to the Commonwealth Transportation Board (CTB) at its June meeting.

Clean Bus Planning Awards

The \$5 million [Clean Bus Planning Awards \(CBPA\) program](#), managed by the National Renewable Energy Laboratory (NREL) and funded by the Joint Office, [launched last week](#). The CBPA program provides free technical assistance from NREL to create comprehensive and customized bus electrification plans for fleets across the United States. Both public transit agencies and school bus fleet operators are eligible to apply.

DRPT Creating Connections: For the Long Haul

The Department of Rail and Public Transportation (DRPT), is launching a marketing campaign, "Creating Connections: For the Long Haul", aimed at showcasing the vital role of freight rail in Virginia's transportation infrastructure. This campaign focuses on raising awareness about the efficiencies, sustainability, and economic advantages offered by freight rail transportation as well as the DRPT programs that support freight rail throughout the Commonwealth. For more information on "Creating Connections" and to stay updated on the latest resources and information, visit connectingva.org.

VDOT District Planning Report to WinFred MPO Policy Board

May 2024

VDOT SYIP Spring Meeting: The Spring Six-Year Improvement Program was held on April 24, 2024 in Middletown. Thank you very much to those who attended or submitted comments!

Planning Study on US-50: Study recommendations were released for public feedback via an online survey active from January 19 through March 9 and an in-person public meeting at James Wood Middle School on February 28. The online survey drew 522 participants. Responses were mixed on the thru-cuts proposed at Retail Blvd and Botanical Blvd, and on the DDI at Rt. 37, while responses were mostly positive for the Livestock Exchange crossover closure, McDonald's left in crossover, Campus Blvd changes, and Meadow Branch Ave changes.

Background: In coordination with VDOT, ATCS, the City of Winchester, Frederick County and the MPO, a [STARS](#) study is being conducted along the section of US 50 from Keating Drive in the city to the entrance of the VDOT Area Headquarters in the county to address safety and peak hour congestion issues.

SMART SCALE: Pre-applications were due April 1 and are currently being screened by VDOT and OIPI. Full applications will be due August 1, 2024.

Project Pipeline: Study efforts are underway at three locations in Winfred MPO:

1. **Frederick-Stephens City Rt 277 at I-81 Exit 307** – Perform an interchange alternatives analysis to address congestion and safety issues.
2. **Frederick US-50 West safety enhancements** - Identify safety improvements to reduce crashes on the segment from Gore Rd to Wardensville Gr.
3. **Frederick US-50/US-522 at I-81 Exit 313** - Advance previous project pipeline recommendation (Partial Median U-Turn) through the formal FHWA Operations and Safety Analysis process to confirm the project alternative and reduce estimated costs, particularly those associated with potential right-of-way impacts.

Phase II of these Project Pipeline efforts is nearing completion, with detailed traffic modeling and recommendations to address issues. FHWA.

Background: Led by the Office of Intermodal Planning and Investment, [Project Pipeline](#) is a performance-based planning program to identify cost-effective solutions to multimodal transportation needs in Virginia. The objective of the program is to focus on the Commonwealth Transportation Board-adopted VTrans priority locations and corridors. This study program has been successfully used to help refine project scopes and enhance competitiveness in grant programs for several locations in WinFred, including I-81 Exit 317, I-81 Exit 313, US-522 at Costello Dr, and US-11/Valley Ave.

Draft Final Report:

WinFred MPO Transit Feasibility Study

March 2024



KFH Group, Inc.
Bethesda, MD | Austin, TX

Table of Contents

Chapter 1: Introduction

Background	1-1
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Chapter 2: Demographics, Land Use, and Summary of Previous Plans

Introduction.....	2-1
Study Area	2-1
Population Analysis	2-3
<i>Population</i>	2-3
<i>Population Projections</i>	2-3
<i>Population Density</i>	2-4
<i>Transit Dependent Populations</i>	2-6
<i>Title VI Demographic Analysis</i>	2-11
Land Use Profile.....	2-15
<i>Major Trip Generators</i>	2-15
Employment Density.....	2-20
Employment Travel Patterns.....	2-23
<i>Means of Transportation to Work</i>	2-28
Review of Recent Plans and Studies	2-28
<i>Frederick County Comprehensive Plan 2035 – Updated in 2021</i>	2-28
<i>City of Winchester Comprehensive Plan</i>	2-29
<i>Winchester- Frederick County MPO Long Range Transportation Plan</i>	2-31
<i>Stephens City Comprehensive Plan</i>	2-31
<i>Winchester Transit – Transit Development Plan</i>	2-32
<i>Virginia’s Coordinated Human Services Mobility Plan</i>	2-33
<i>Winchester-Frederick County Transit Services plan, 2009</i>	2-33

Chapter 3: Community Outreach

Introduction.....	3-1
Community Survey	3-1
<i>Transportation Modes</i>	3-1
<i>Unmet Transportation Needs</i>	3-2
<i>Reasons for Not Driving</i>	3-3
<i>Is there a Need to Start a Public Transportation Service?</i>	3-3
<i>Potential Service Areas</i>	3-3
<i>Types of Services</i>	3-4
<i>Potential Use and Fares</i>	3-5
<i>Participant Information</i>	3-5
<i>Comments</i>	3-6

Stakeholder Interviews.....	3-9
<i>On-Demand Service and Rural Service</i>	3-9
<i>Medical Transportation</i>	3-10
<i>Employment Transportation</i>	3-10
<i>Access to Education and Training</i>	3-10
<i>Other Transportation</i>	3-10
<i>Winchester Transit Feedback</i>	3-11
<i>Service in the U.S. Route 11 Corridor</i>	3-11
<i>Regional Service</i>	3-11
<i>Senseny Road</i>	3-12
Summary	3-12

Chapter 4: Existing Services and Potential Alternatives

Introduction.....	4-1
Existing Services.....	4-1
<i>WinTran</i>	4-1
<i>Other Transportation Providers – Subsidized</i>	4-5
<i>Other Transportation Providers – Non-Subsidized</i>	4-7
Potential Service Alternatives for the MPO Area	4-7
<i>Alternative #1 – Deviated Fixed Route Service: Stephens City – Winchester</i>	4-8
<i>Alternative #2 - Deviated Fixed Route from Stephens City to Laurel Ridge Community College</i>	4-12
<i>Alternative #3 – Blended Option of #1 and #2</i>	4-15
<i>Alternative #4 – Deviated Fixed Route from Boscowen Street Transfer Stop to Berryville Road via Senseny Road and Valley Mill Road</i>	4-18
<i>Alternative #5 - Microtransit Service for other Areas</i>	4-21
Organizational Options.....	4-23
<i>City of Winchester</i>	4-23
<i>Frederick County or Stephens City</i>	4-25
<i>Northern Shenandoah Valley Regional Commission</i>	4-26
<i>Development of a Regional Transit Entity</i>	4-27
Federal and State Funding Discussion	4-28
Summary	4-29

Chapter 5: Implementation Plan

Introduction.....	5-1
Phase 1 – Microtransit.....	5-1
<i>Estimated Ridership</i>	5-2
<i>Expenses and Funding</i>	5-2
Future Services.....	5-3

Appendix A: Trip Generators

Appendix B: Community Survey

Chapter 1

Introduction

Background

The Winchester-Frederick County Metropolitan Planning Organization (WinFred MPO) planning area includes the City of Winchester, the Town of Stephens City, the Urbanized Area of Frederick County, and the area of Frederick County expected to be urbanized by the year 2045. A map of the area from the MPO's FY2023 Unified Planning Work Program (UPWP) is provided as Exhibit 1-1.

The Town of Stephens City, as a member of the MPO, requested a Transit Feasibility Study to explore the options for providing transit services within the Town of Stephens City in coordination with the existing City of Winchester transit program (WinTran), including potential service to Laurel Ridge Community College (formerly Lord Fairfax Community College) in Middletown. The WinFred MPO Policy Board subsequently decided to expand the study area to include the entire MPO planning area.

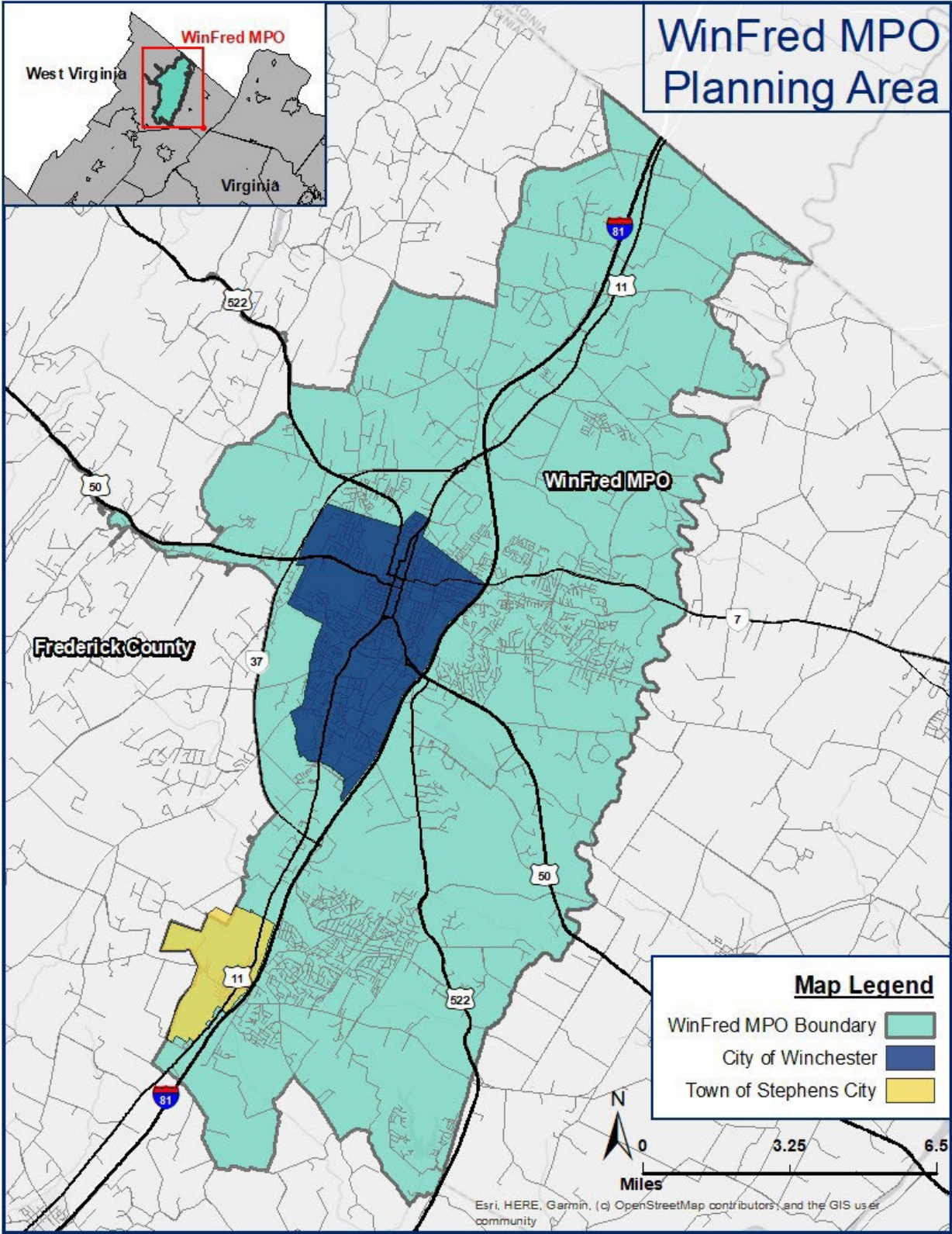
As the administrative entity for the MPO, the Northern Shenandoah Valley Regional Commission (NSVRC) applied to the Virginia Department of Rail and Public Transportation (DRPT) for grant assistance to conduct a transit feasibility study for the MPO area. As one of the MPO's on-call consultants with familiarity of the issues, KFH Group was chosen to complete the technical work. The study period was initiated in March 2023 and completed in April 2024.

This is the second feasibility study that developed options for transit services in the MPO area. The prior study was completed in 2009 and is referenced in Chapter 2.

An advisory committee comprised of representatives from the following organizations provided guidance during the study process:

- Northern Shenandoah Valley Regional Commission
- Town of Stephens City
- Frederick County
- City of Winchester
- Valley Health
- A representative from the Hispanic community
- Virginia Department of Rail and Public Transportation

Exhibit 1-1: Winfred MPO Planning Area



SOURCE: WINFRED MPO UPWP, FY2023

The scope of work included the following primary tasks:

- Task 1 – Project Administration and Overview
- Task 2 - Transit Needs Assessment
- Task 3 – Public and Stakeholder Involvement
- Task 4 – Evaluation of Current Transportation Services
- Task 5 – Development of Potential Transit Strategies
- Task 6 – Recommended Plan
- Task 7 – Final Plan

The remainder of this report documents the study process.

Chapter 2

Demographics, Land Use, and Summary of Previous Plans

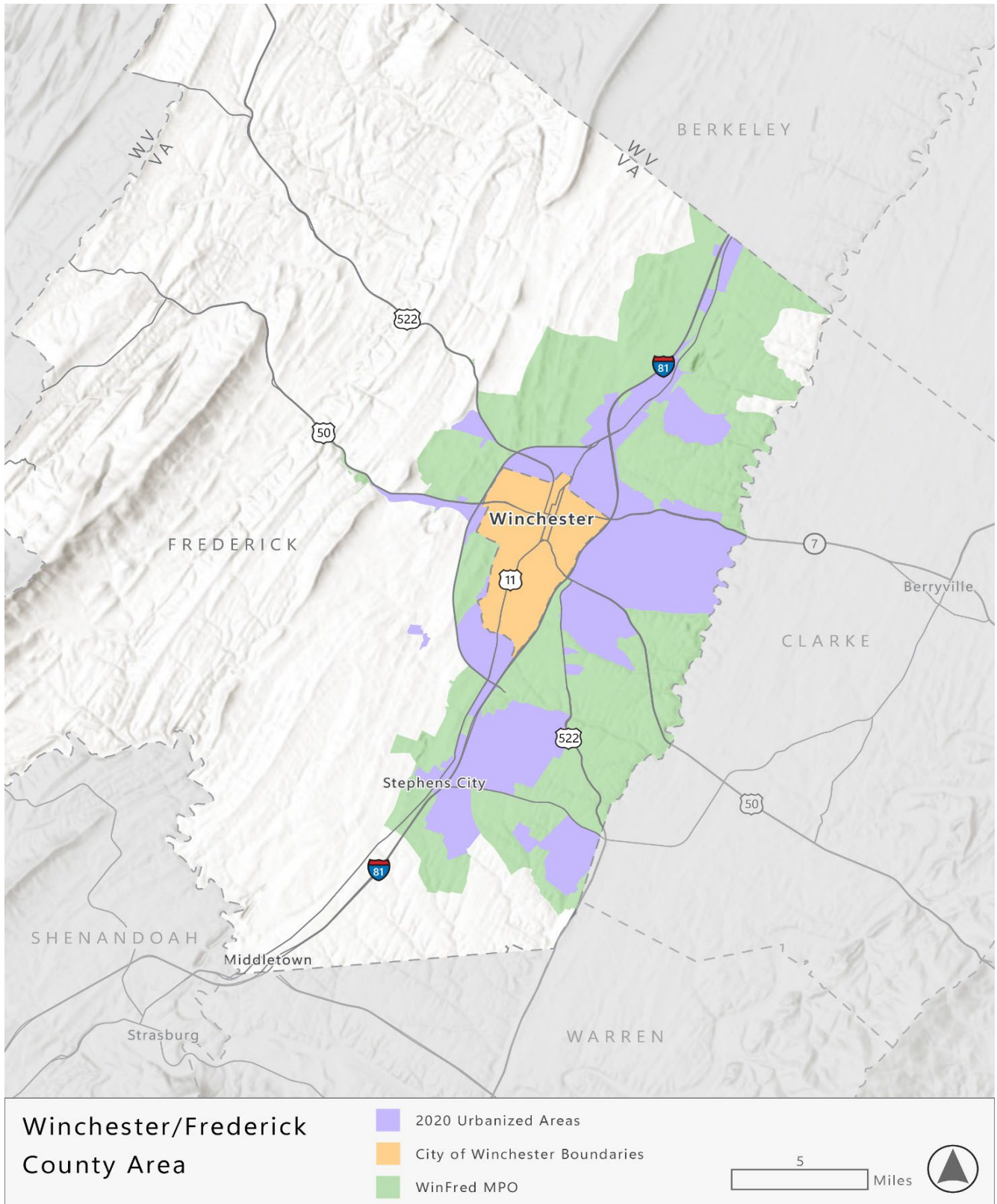
Introduction

The purpose of this chapter is to provide an assessment of transit needs in the study area based on an analysis of demographic and land use data, as well as a review of previous plans and studies. Data ranging from major trip generators to underserved and unserved population subgroups are documented and analyzed. The analysis includes a general population profile, identification, and evaluation of potentially transit-dependent population subgroups, and a review of the demographic characteristics pertinent to a Title VI analysis. Data sources include the 2010 and 2020 Census and the American Community Survey (ACS) 2017-2021 5-year estimates. The information included within this chapter was combined with survey and stakeholder opinion to help develop service alternatives for the region.

Study Area

The study area for the Winchester-Frederick County Metropolitan Planning Organization (WinFred MPO) Transit Feasibility Study is defined as the City of Winchester, the Town of Stephens City, the Urbanized Area of Frederick County, and the area of Frederick County expected to be urbanized by the year 2045. The study area is in the Northern Shenandoah area of Virginia. A map of the study area is shown in Figure 2-1. As is depicted on the map, the urbanized area that is outside of the City of Winchester encompasses significantly more area than the City of Winchester, though public transportation is only available within the city.

Figure 2-1: WinFred MPO Study Area



Population Analysis

This section provides a general population profile for the study area, identifies, and evaluates potentially transit-dependent population subgroups, and reviews the demographic characteristics pertinent to a Title VI analysis.

Population

Table 2-1 shows the U.S. Census population counts (2010 and 2020) for the City of Winchester, Frederick County, the MPO area, and the Commonwealth of Virginia. These data show that the MPO area is growing at a rate that is faster than any of the singular jurisdictions. The 2020 population of the MPO area was over 20% greater than the 2010 population. The population of the MPO area comprises almost 70% of the combined population of Frederick County and the City of Winchester. The population estimate for the Town of Stephens City is 2,308, based on the ACS 2017-2021 5-year estimate. This population is included within the MPO area population.

Table 2-1: Population Change within the Study Area and the Commonwealth of Virginia

Jurisdiction	2010 Census Population	2020 Census Population	Percent 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%
MPO as a Percentage	66.5%	69.7%	
Virginia	8,001,024	8,631,393	7.9%

SOURCE: U.S. CENSUS

Population Projections

Projections made by the Weldon Cooper Center for Public Service at the University of Virginia show that Frederick County will continue to grow at a rate that is faster than that of the City of Winchester and the Commonwealth of Virginia. These projections are shown in Table 2-2. There is not a specific projection for the MPO area, but it is likely that a significant level of the county's growth will occur within the MPO area. The County's Comprehensive Plan identifies an Urban Development Area (UDA), which is within the Census-designated Urbanized Area.

Table 2-2: Population Projections

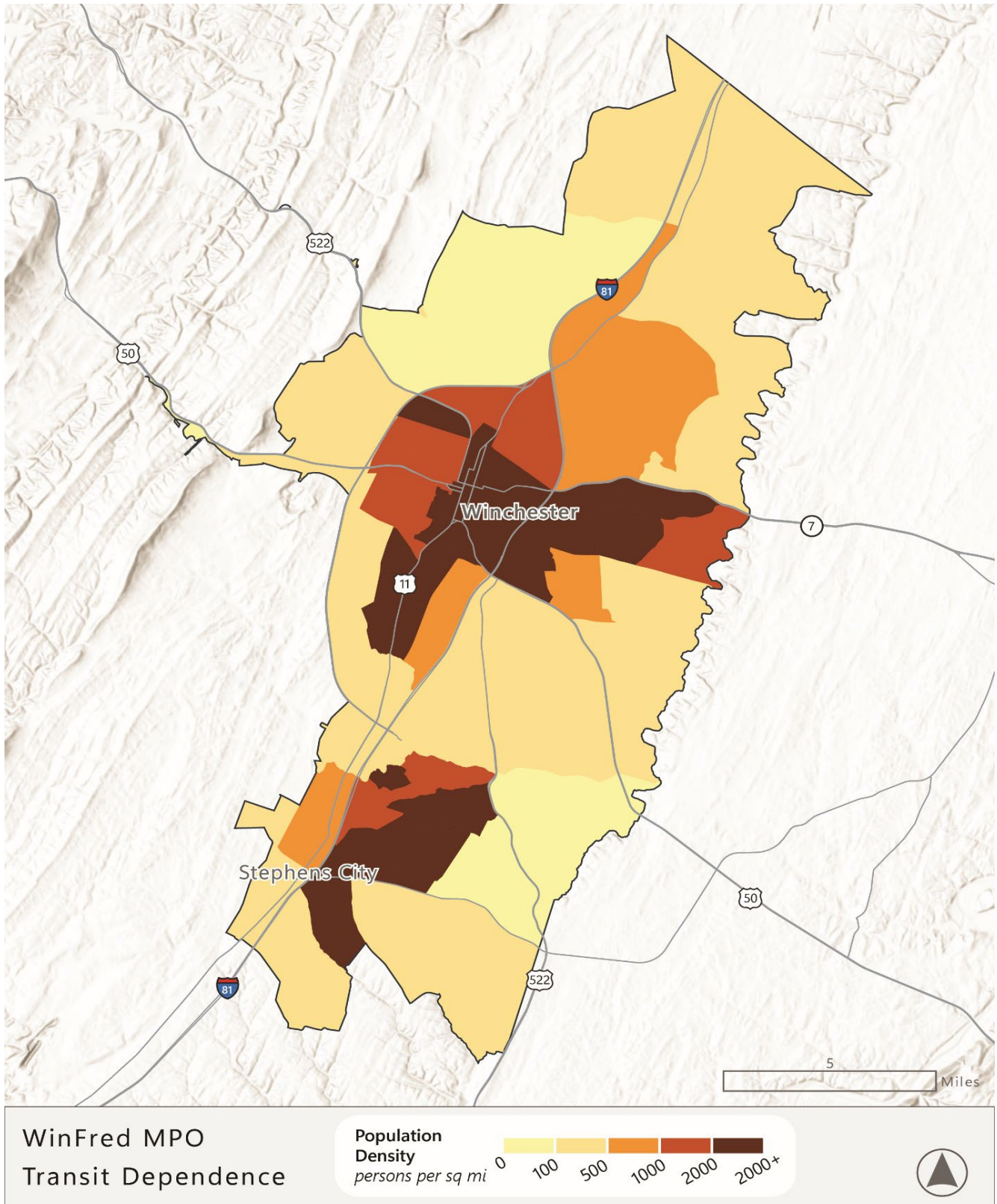
Jurisdiction	2020	2030	Percent Change	2040	Percent Change	2050	Percent Change
Frederick County	91,419	103,035	12.7%	117,383	13.9%	133,488	13.7%
Winchester city	28,120	29,606	5.3%	31,404	6.1%	33,671	7.2%
Virginia, Statewide	8,631,393	9,129,002	5.8%	9,759,371	6.9%	10,535,810	8.0%

SOURCE: WELDON COOPER CENTER FOR PUBLIC INTEREST, UNIVERSITY OF VIRGINIA.

Population Density

Population density is often a determinate for the type of public transportation service that is feasible in an area. Generally, an area with a population density greater than 2,000 persons per square mile will be able to sustain frequent daily fixed route bus services. Areas with a population density below 2,000 persons per square mile may be better suited for deviated fixed route, flex schedule, or dial-a-ride service. Much of the City of Winchester exhibits population densities of over 2,000 people per square mile, except for two block groups on the western edge of the city (adjacent to the U.S. Route 50 west corridor) and one block group on the southwest border that includes major retail destinations. Additional high-density areas are located to the east and southeast of Stephens City, east of I-81. These areas are included within the Urbanized Area and are not currently served by public transportation. Figure 2-2 shows the population density of the study area displayed by Census block groups.

Figure 2-2: Population Density Displayed by Census Block Groups in the Study Area



SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

Transit Dependent Populations

Identifying the relative size and location of segments of the population that are more likely to depend on transit service is important when defining public transportation needs. Transit dependent populations include individuals that may not have access to a personal vehicle or may be unable to drive due to age or income status. Determining the location of transit dependent populations helps focus planning efforts for public transportation services.

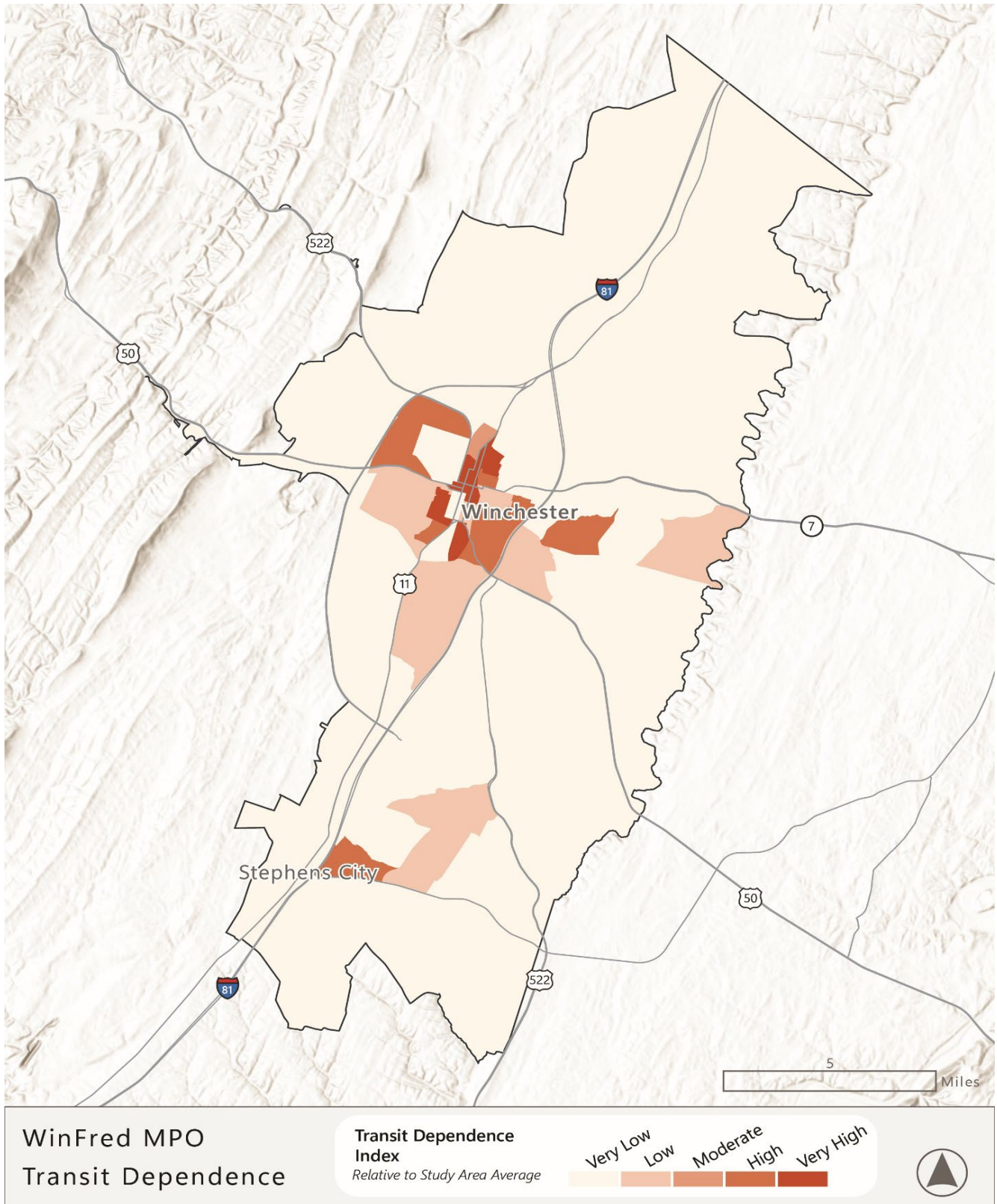
To provide an objective analysis, the transit needs analysis consists of a relative measure when mapping population groups. This measure is based on the study area's average for each demographic characteristic. To rank the socioeconomic need, block groups are classified relative to the study area using a five-tiered scale of "low" to "very high." It is important to note that a block group classified as "low" can still have a substantial number of potential transit dependent persons as "low" means below the study area's average. At the other end of the spectrum, "very high" means greater than twice the study area's average. Table 2-3 summarizes the exact specifications for each score.

Table 2-3: Relative Ranking Definitions for Transit Dependent Populations

Number of Vulnerable Persons or Households	Score
Less than and equal to the study area's average	Low
Above the average and up to 1.33 times the average	Elevated
Above 1.33 times the average and up to 1.67 times the average	Moderate
Above 1.67 times the average and up to two times the average	High
Above two times the average	Very High

Figure 2-3 displays TDI rankings for the study area. According to the TDI, the only *very high* transit need areas are found in block groups located in downtown Winchester. *High* transit need areas are found east of downtown, the northwest portion of the city, an area east of the city and south of Route 7, and an area southeast of Stephens City.

Figure 2-3: Transit Dependence Index



SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

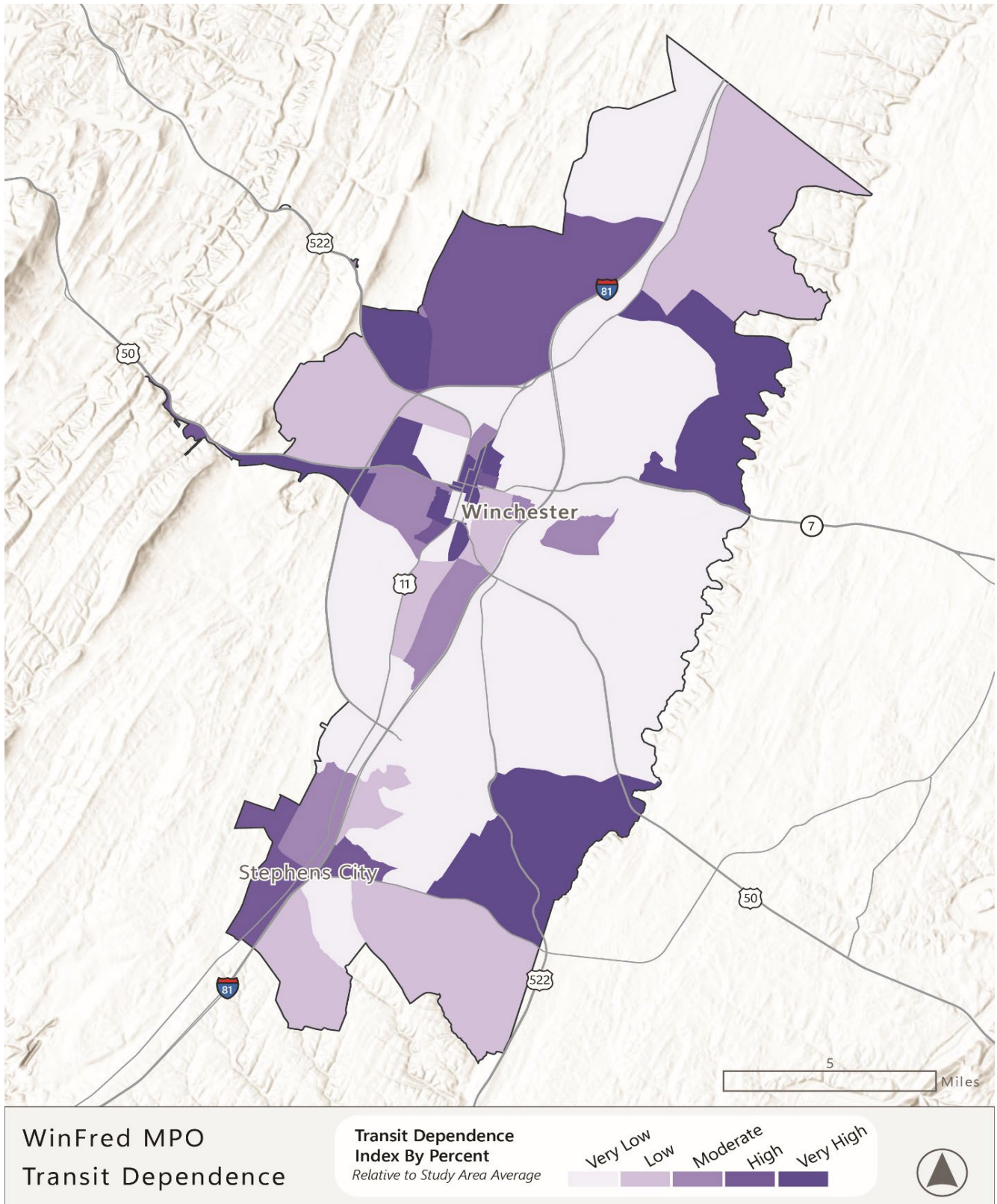
The Transit Dependence Index Percentage (TDIP) provides a complementary analysis to the TDI measure. It is nearly identical to the TDI measure except for the population density factor. By removing the population per square mile factor, the TDIP measures the degree rather than the amount of vulnerability. The TDIP represents the percentage of the population within the block group with above average transit dependent socioeconomic characteristics, and it follows the TDI's five-tiered categorization of "low" to "very high." It differs in that it does not highlight block groups that are likely to have higher concentrations of vulnerable populations only because of their population density.

Figure 2-4 shows transit need based on percentage. This map shows that there are very high percentages of transit dependent individuals in several downtown Winchester block groups; the U.S. Route 50 west corridor; an area northwest of Winchester, to the east of U.S. Route 522; an area north of the Route 7 corridor, along the Frederick County/Clarke County border; and an area both east and west of U.S. Route 522, east of Stephens City and north of State Route 277.

Autoless Households

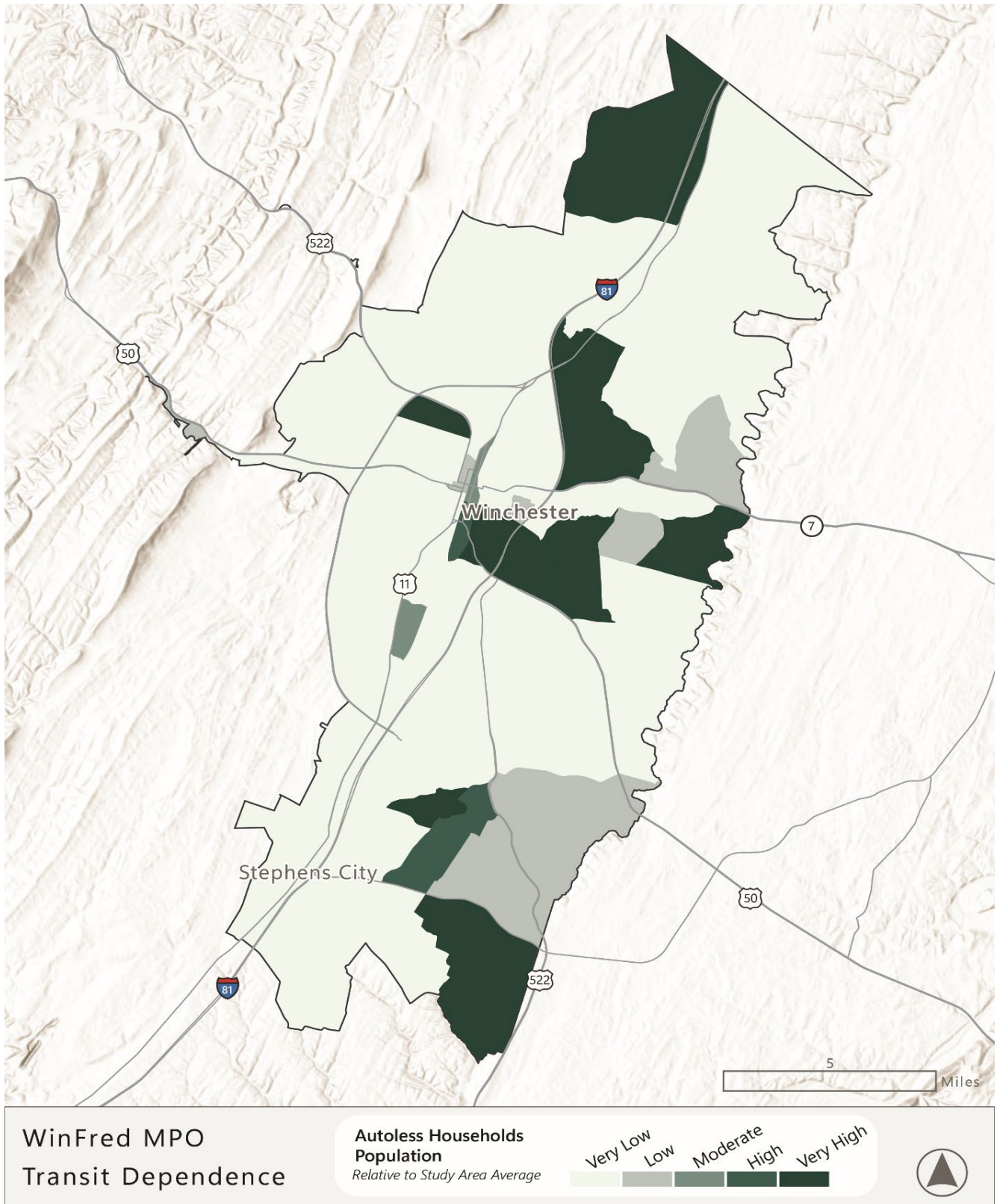
Households without access to at least one personal vehicle are more likely to depend on the mobility offered by public transit. Autoless households are reflected in both the TDI and TDIP measures, however, displaying this segment of the population separately is seen as important from a transit planning perspective. As shown in Figure 2-5, areas with very high relative numbers of autoless households are located in the northernmost block groups of the study area, west of U.S. 11; an area northeast of the City of Winchester; an area in northeastern Winchester that includes Westminster Canterbury; several areas of central Winchester, extending east into Frederick County and along the eastern county border; a block group east of Stephens City, and one at the southern end of the study area.

Figure 2-4: Transit Dependence Index by Percentage



SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

Figure 2-5: Autoless Households in the Study Area



SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

Title VI Demographic Analysis

The Civil Rights Act of 1964, Title VI prohibits discrimination on the basis of race, color, or national origin in programs and activities receiving federal subsidies. This includes agencies providing federally funded public transportation. The following section examines the minority and below poverty level populations in the study area.

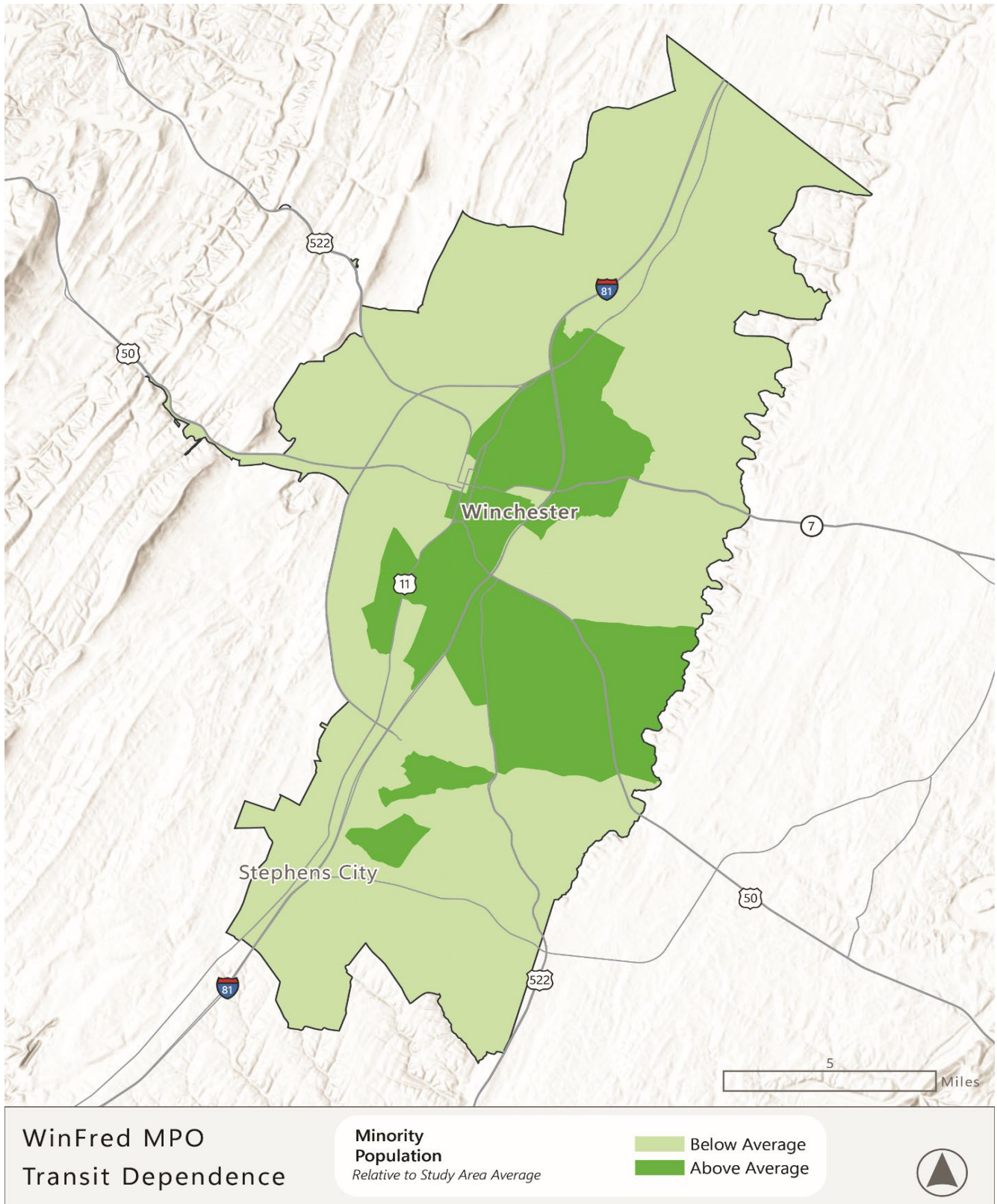
Minority Population

In accordance with Title VI of the Civil Rights Act of 1964, it is important to ensure that areas with a higher than average concentration of racial and/or ethnic minorities are not negatively impacted by proposed alterations to existing public transportation services. To determine whether an alteration would have an adverse impact it is necessary to first understand where concentrations of minority individuals reside. Figure 2-6 provides a map of the study area showing the Census block groups shaded according to whether they have minority populations of above or below the service area average (mean) of 26.3%. Above average concentrations of minorities are located in the City of Winchester, generally east of Route 11 and extending into Frederick County, both to the northeast, and to the southeast of the city. There are also above average concentrations of minorities east and northeast of Stephens City.

Below Poverty Populations

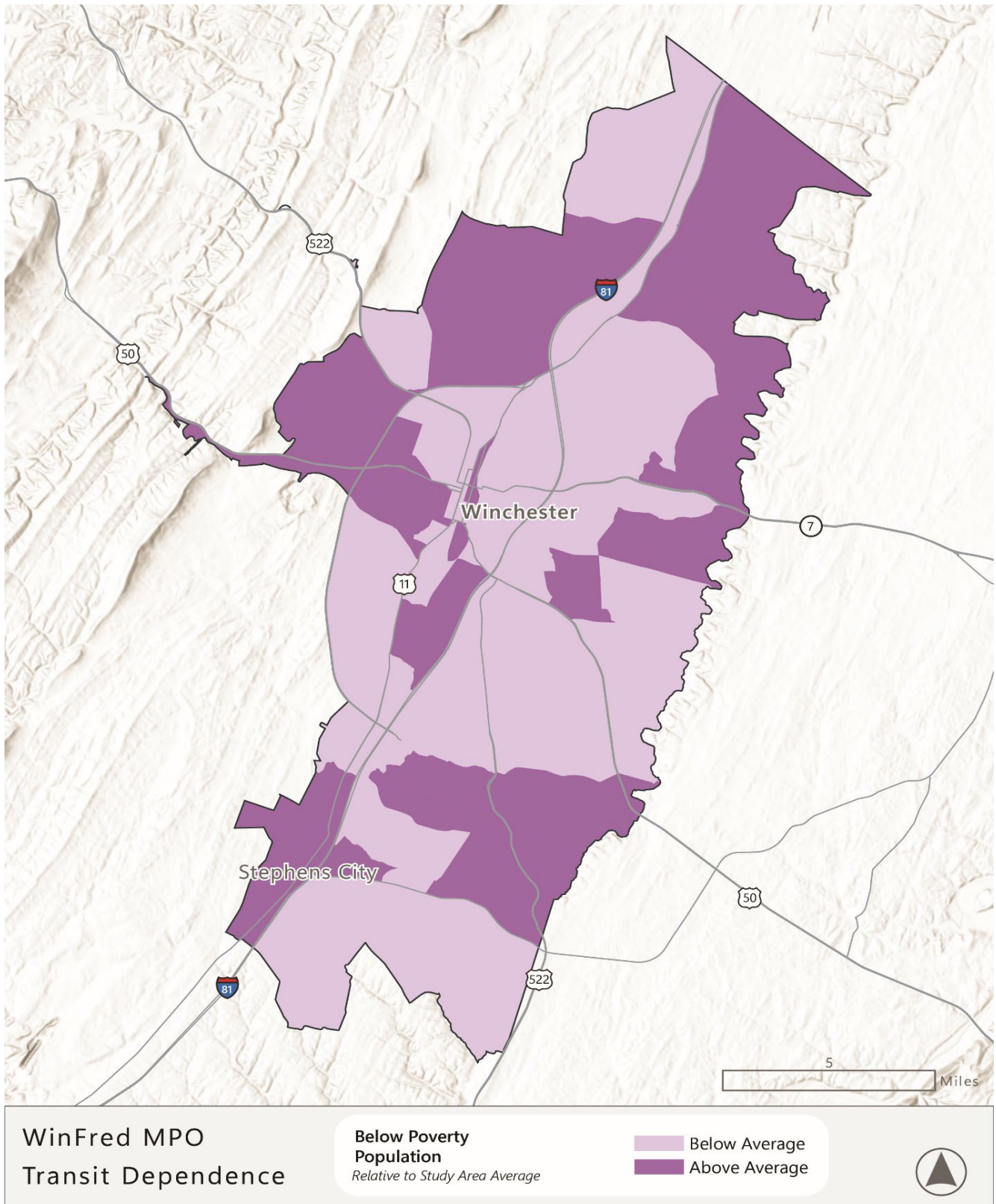
This socioeconomic group represents individuals who earn less than the federal poverty level. These individuals face financial hardships that make owning and providing the necessary maintenance of a personal vehicle difficult. For this segment of the population, public transportation may be the more economical choice. Figure 2-7 is a map that shows the Census block groups according to whether the poverty rate is above or below the study area average (mean) of 7.9%. Note that the federal poverty rate is 11.6% and Virginia's is 10.2%, so the study area's average poverty rate is lower than the national and state rates. According to the map, areas with above average concentrations of below poverty populations are located to the west and northwest of the City of Winchester; a relatively large area in the northeastern quadrant of the study area; an area between U.S. Route 11 and I-81, south of Winchester; the Town of Stephens City; and an area east of Stephens City to the county border, north of State Route 277.

Figure 2-6: Distribution of the Minority Population in the Study Area



SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

Figure 2-7: Distribution of the Below Poverty Population in the Study Area



SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

Limited-English Proficiency

It is important to recognize the variety of languages spoken in the study area to ensure that public information is disseminated to individuals who speak languages other than English. According to ACS five-year estimates, 5.2% of the region's population speak English less than "very well" and are considered to have limited English proficiency (LEP). Spanish is the top language spoken by LEP populations and the only one that is above the "safe harbor" threshold of requiring that vital documents be translated. Safe harbor obligations require written translations of vital documents for each LEP language group that constitutes 5% or 1,000 people, whichever is less.

There are an estimated 5,155 Spanish speaking residents in the city and county (combined) who speak English "less than well." Table 2-4 provides the LEP data for Frederick County and the City of Winchester including the top languages spoken by LEP individuals.

Table 2-4: Limited English Proficiency in the Study Area

	Frederick County, Virginia		Winchester City, Virginia		County and City Combined	
	Estimate	Percent of Total	Estimate	Percent of Total	Estimate	Percent of Total
Total Population Over 5 years old or older	85,079		26,473		111,552	
Speak only English	75,964	89.29%	21,535	81.35%	97,499	87.40%
Spanish	7,360	8.65%	4,143	15.65%	11,503	10.31%
Speak English "very well"	4,249	4.99%	2,099	7.93%	6,348	5.69%
Speak English less than "very well"	3,111	3.66%	2,044	7.72%	5,155	4.62%
French, Haitian, or Cajun	90	0.11%	140	0.53%	230	0.21%
Speak English "very well"	89	0.10%	64	0.24%	153	0.14%
Speak English less than "very well"	1	0.00%	76	0.29%	77	0.07%
German or other West Germanic languages	248	0.29%	48	0.18%	296	0.27%
Speak English "very well"	219	0.26%	44	0.17%	263	0.24%
Speak English less than "very well"	29	0.03%	4	0.02%	33	0.03%
Russian, Polish, or other Slavic languages	117	0.14%	123	0.46%	240	0.22%
Speak English "very well"	82	0.10%	30	0.11%	112	0.10%
Speak English less than "very well"	35	0.04%	93	0.35%	128	0.11%
Other Indo-European languages	517	0.61%	200	0.76%	717	0.64%
Speak English "very well"	386	0.45%	163	0.62%	549	0.49%
Speak English less than "very well"	131	0.15%	37	0.14%	168	0.15%
Korean	63	0.07%	2	0.01%	65	0.06%
Speak English "very well"	29	0.03%	0	0.00%	29	0.03%
Speak English less than "very well"	34	0.04%	2	0.01%	36	0.03%

	Frederick County, Virginia		Winchester City, Virginia		County and City Combined	
Chinese (incl. Mandarin, Cantonese)	148	0.17%	25	0.09%	173	0.16%
Speak English "very well"	138	0.16%	25	0.09%	163	0.15%
Speak English less than "very well"	10	0.01%	0	0.00%	10	0.01%
Vietnamese	29	0.03%	80	0.30%	109	0.10%
Speak English "very well"	29	0.03%	34	0.13%	63	0.06%
Speak English less than "very well"	0	0.00%	46	0.17%	46	0.04%
Tagalog (incl. Filipino):	208	0.24%	42	0.16%	250	0.22%
Speak English "very well"	169	0.20%	42	0.16%	211	0.19%
Speak English less than "very well"	39	0.05%	0	0.00%	39	0.03%
Other Asian and Pacific Island languages:	194	0.23%	45	0.17%	239	0.21%
Speak English "very well"	174	0.20%	21	0.08%	195	0.17%
Speak English less than "very well"	20	0.02%	24	0.09%	44	0.04%
Arabic	55	0.06%	6	0.02%	61	0.05%
Speak English "very well"	55	0.06%	0	0.00%	55	0.05%
Speak English less than "very well"	0	0.00%	6	0.02%	6	0.01%
Other and unspecified languages	86	0.10%	84	0.32%	170	0.15%
Speak English "very well"	85	0.10%	33	0.12%	118	0.11%
Speak English less than "very well"	1	0.00%	51	0.19%	52	0.05%
Less than "very well" all languages	3,411	4.01%	2,383	9.00%	5,794	5.19%

SOURCE: AMERICAN COMMUNITY SURVEY, 2017-2021 FIVE YEAR ESTIMATES

Land Use Profile

Major Trip Generators

Identifying major trip generators and land uses within the study area complements the demographic analysis. Trip generators such as multi-unit housing, major employers, medical facilities, educational facilities, and shopping centers attract transit demand. Figures 2-8 and 2-9 provide maps of the major trip generators identified in this section. The list of trip generators used to develop these maps is provided in Appendix A.

Figure 2-8: Major Trip Generators in the Study Area

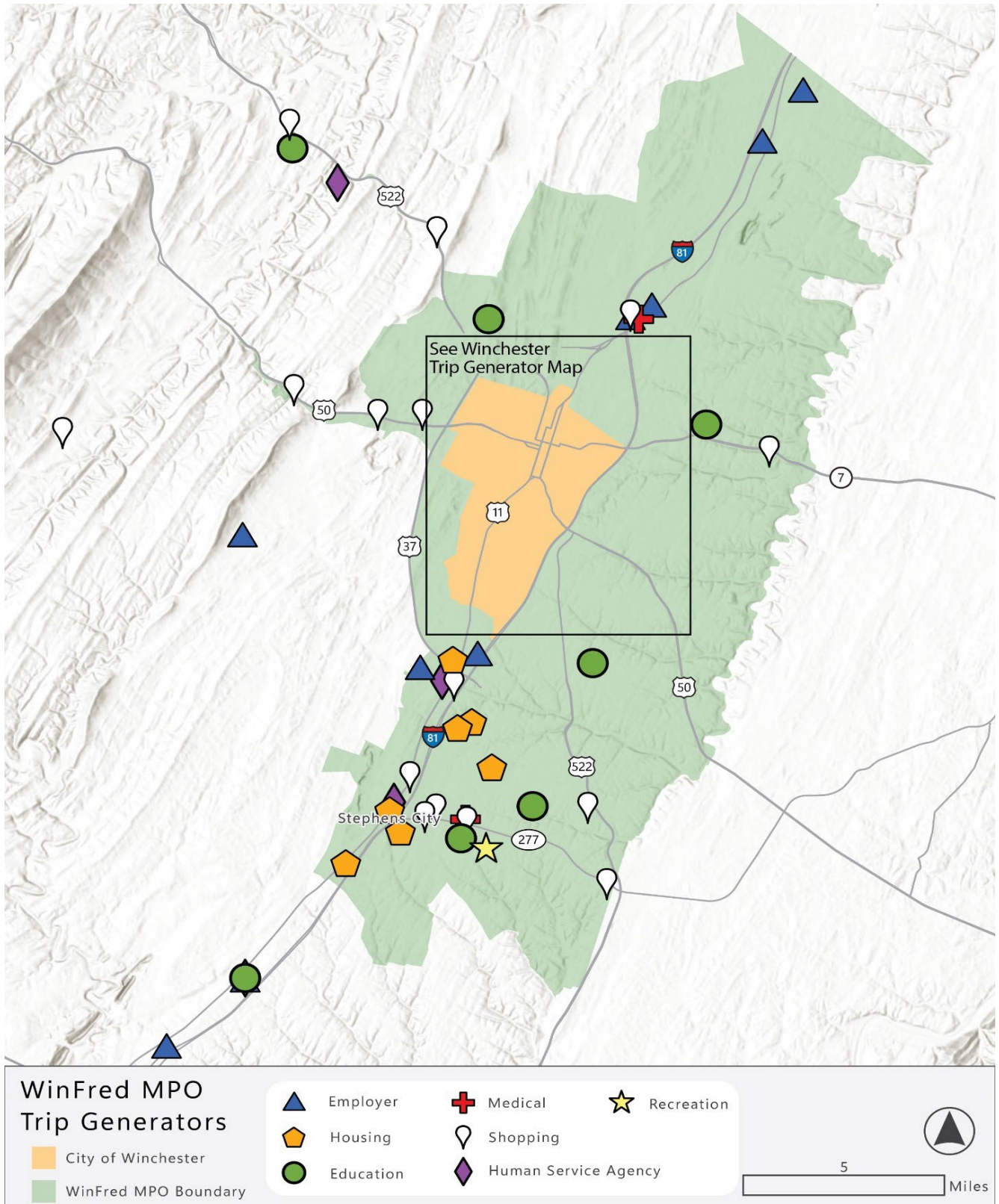
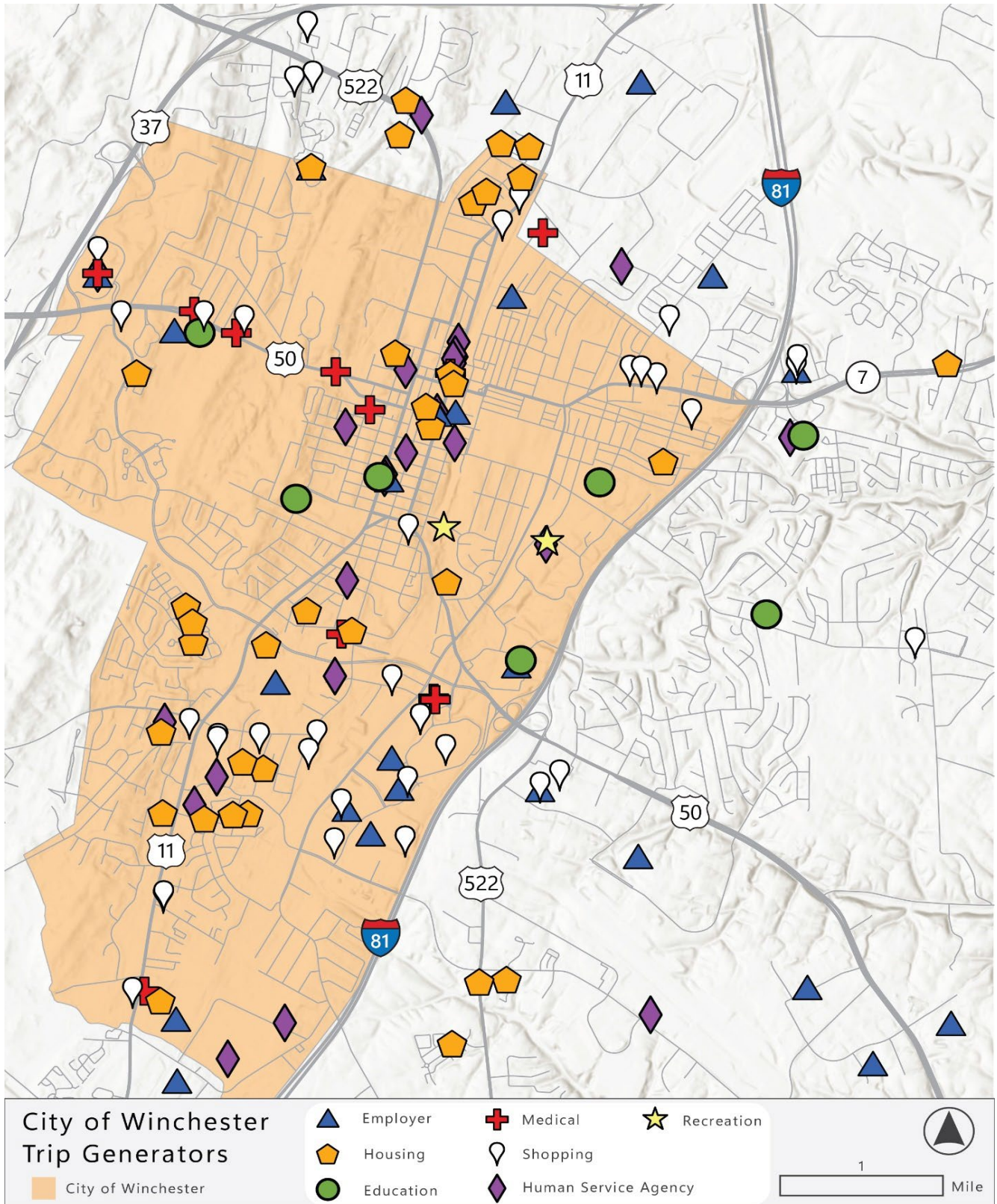


Figure 2-9: Major Trip Generators in the City of Winchester Area



Educational Facilities

Major educational facilities such as universities, community colleges, and vocational schools, attract transit demand due to the student population that may be unable to afford or operate a personal vehicle, and by faculty and staff members that are associated with these institutions as major places of employment.

An important educational facility for residents of the study area is Laurel Ridge Community College, located in Middletown. The need to provide public transportation to Laurel Ridge (formerly called Lord Fairfax) has been identified for many years. The City of Winchester has launched a relatively new service that provides service between the city and Laurel Ridge, but it uses I-81 and does not serve the Frederick County corridor that is in between Winchester and Laurel Ridge. Service between Frederick County neighborhoods and Laurel Ridge remains an unmet need.

Shenandoah University is located within the City of Winchester and is served by WinTran's Apple Blossom Route.

High schools can also be important trip generators, especially for students who have after school jobs and internships. Only one of the area's four area high schools, Handley, in the City of Winchester, is served by transit. James Wood is located just northwest of the City and Millbrook High School is located east of Winchester in the Berryville Avenue corridor. Sherando High School is in Stephens City, which is also not currently served by public transportation. The area's vocational high school, the Dowell J. Howard Center, is not in the WinTran service area. It is located just east of I-81 and south of Berryville Avenue.

Human and Community Services

Public transit is often vital in ensuring transit dependent populations have access to human service agencies and organizations. Human service agencies provide assistance and resources to residents seeking support in a spectrum of issues including, but not limited to, poverty assistance, senior health care, childhood development, recreation, and nutrition.

The Departments of Social Services for Frederick County and the City of Winchester are located in downtown Winchester and served by WinTran. The Frederick/Winchester Health Department is also located in downtown Winchester. The Shenandoah Area Agency on Aging (SAAA) is based in Front Royal and operates several senior centers in the region, including one in the City of Winchester and one in Stephens City. The SAAA offers transportation to these centers on a space available basis.

While not necessarily classified as a human service agency, the Department of Motor Vehicles is located at 4050 Valley Pike, which is south of the City of Winchester and not served by public transportation.

Major Employers

Public transportation is a vital link for transit dependent populations to reach employment opportunities. Choice riders may also find public transportation a viable travel alternative to commute to work if the transit service provided is convenient. While there are several major employers based in the City of Winchester with good access to WinTran, there are also some major employers that are located outside of the city and/or in areas not served by WinTran.

There are several major employers located in an industrial park southeast of the City of Winchester. This area is in the U.S. Route 17 south corridor, east of the Winchester Regional Airport. Some of the major employers located in this area include:

- Navy Federal Credit Union
- FBI Central Records Complex
- Annandale Millwork

The FEMA complex, located at 430 Market Street, is north of Winchester in the Rutherford Crossing area and is not served by WinTran. The Kernstown area, home to HP Hood and some other smaller employers, is also not served.

There is another industrial park in northeast Winchester, home to Kraft Heinz, Riviana Foods, a Home Depot Distribution Center, and some smaller companies. This area is partially served by the Northside Route, which travels as far north as the Northwestern Regional Adult Detention Center.

Amazon and McKesson, two of the area's larger employers are located in Clear Brook, which is north of Winchester close to the West Virginia line in the U.S. 11 Corridor. This area does not have any public transportation options.

Major Shopping Destinations

Shopping centers are attractive trip destinations for many residents. Shopping centers allow residents to purchase essential items such as groceries and other necessities and often serve as a place of employment for residents who would rely on transit. For the purposes of this study, shopping destinations are defined as a concentration of stores such as a mall or retail outlet, large retail establishments and major supermarkets. It is important that the selected shopping destinations do not simply represent recreational shopping locations, but general merchandise and food outlets, as transit dependent persons are more likely to rely on transit services for essential needs.

As with the other major destinations, those that are located within the City of Winchester are generally served by WinTran. Some significant shopping destinations that are not served are listed below:

- Walmart Supercenter, 201 Maranto Manor Drive – Stephens City area
- Walmart Supercenter, 501 Walmart Drive, just west of the Winchester Medical Center in the Amherst Street corridor
- Martins in the Stephens City area
- Dollar General in the Stephens City area
- Fredericktowne Crossing Shopping Center in the Stephens City area

Medical Facilities

Public transportation provides an important mobility option for medical trips, especially for senior adults and persons with disabilities. The major medical facility in the study area is Valley Health's Winchester Medical Center. There are also several doctors' offices and medical services clustered near the hospital, which is located on Amherst Street, west of downtown Winchester. This area is served by WinTran's Amherst Street Route.

Multi-Unit/High-Density Housing

Residents of multi-unit housing tend to drive fewer miles and use public transportation more frequently than residents of single-family housing. Higher density housing is also easier to serve with public transportation, as more riders can use the same shared stop. Most of the multi-family housing developments in the study area are located within the City of Winchester and are within walking distance of WinTran service. It should be noted that there are multi-family developments in and near Stephens City and these are not served by public transportation.

Employment Density

The Longitudinal Employer Household Dynamics (LEHD) program was used to provide an estimate for the employment density of the study area. The LEHD program is part of the U.S. Census Bureau's Center for Economic Studies. The data used to develop the LEHD estimates are drawn from the state's Unemployment Insurance earnings data and the Quarterly Census of Employment and Wages (QCEW), together with additional data from censuses and surveys.¹ Figures 2-10 and 2-11 display the employment density for the City of Winchester and for Frederick County using the LEHD On The Map program. The limitation of this dataset is that it shows all of the jobs for a particular employer at the same location, when they may be spread out (such as for the Board of Education).

¹ <https://lehd.ces.census.gov/>

Figure 2-10: Employment Density in the City of Winchester

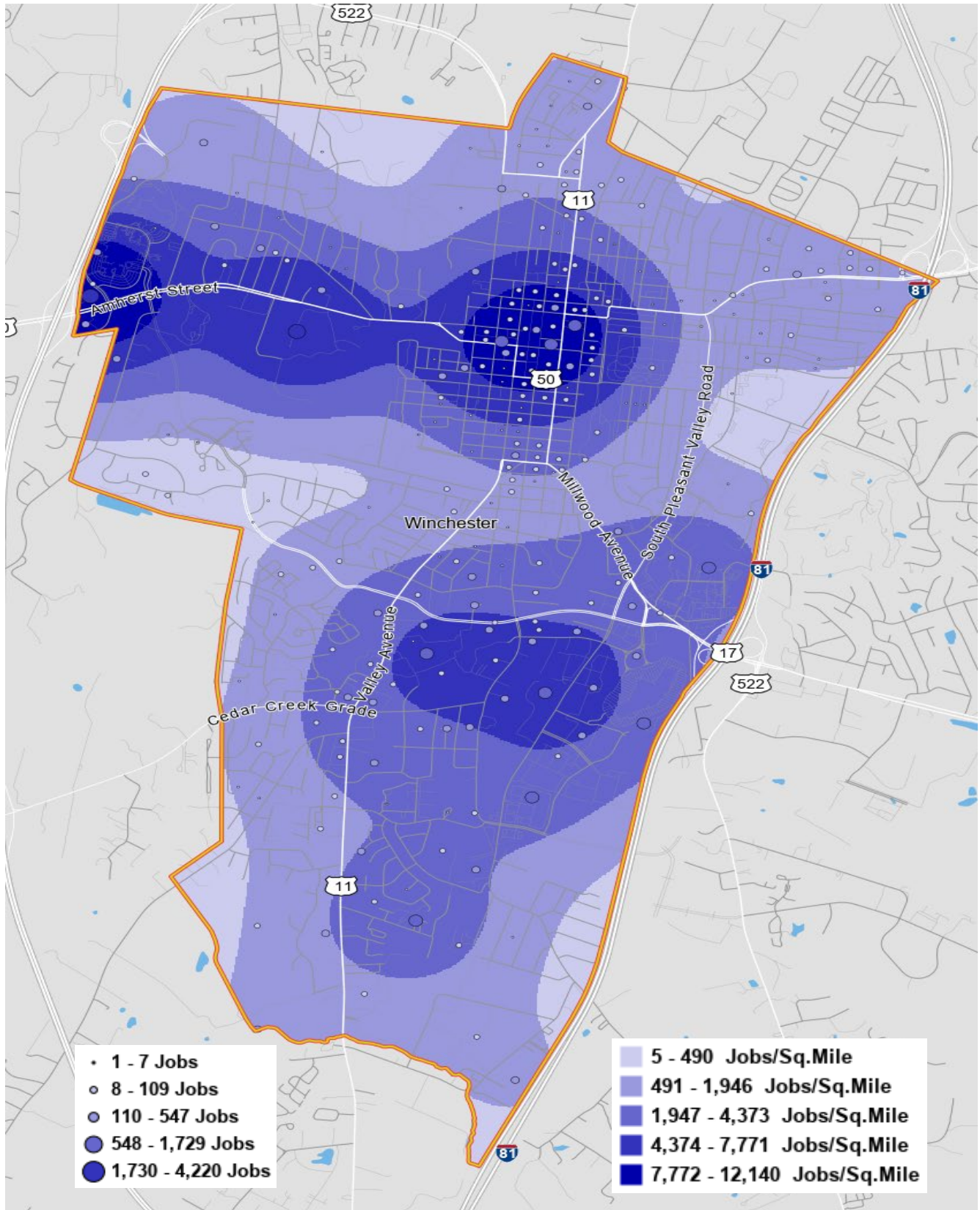
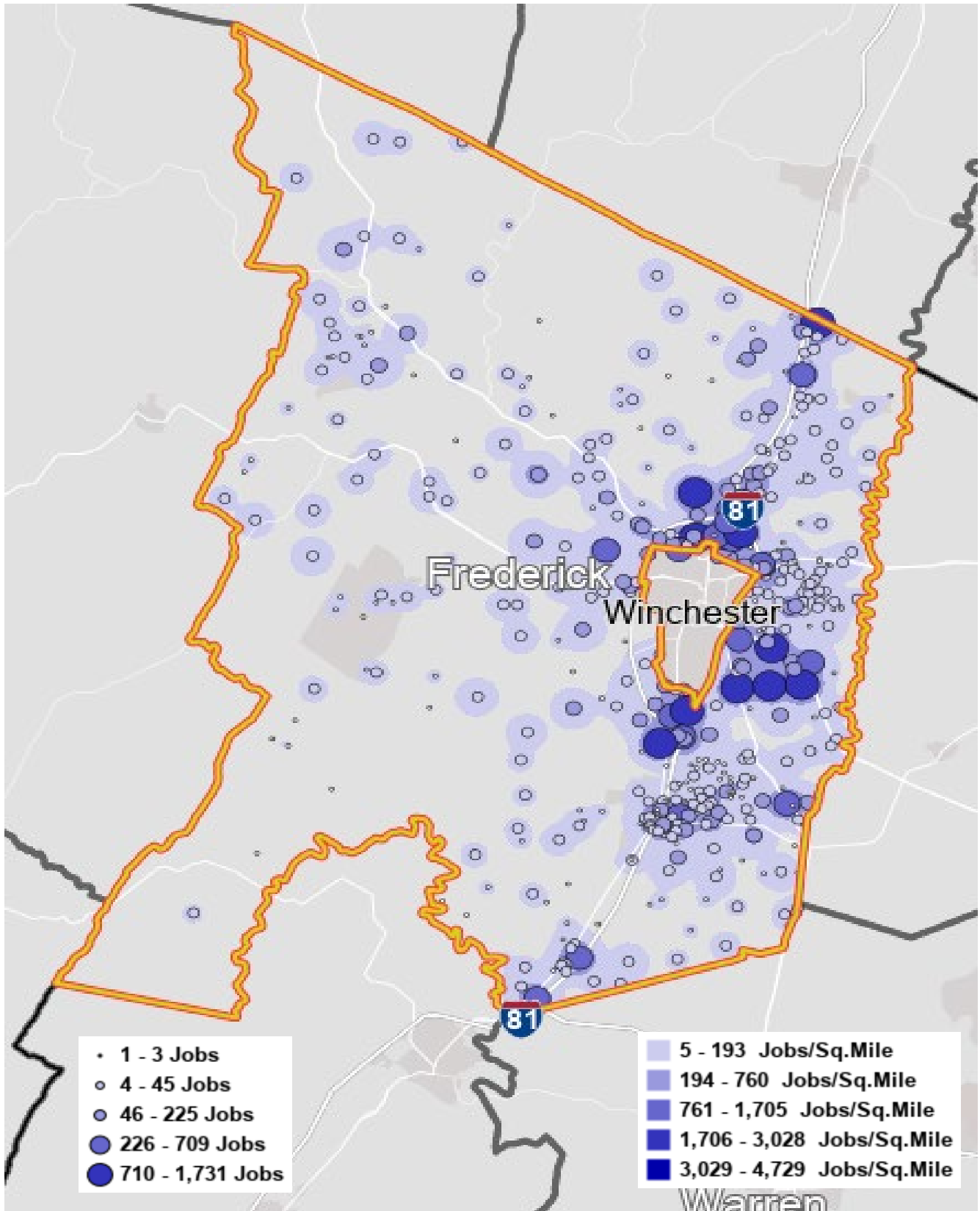


Figure 2-11: Employment Density in Frederick County



These maps show that the greatest density of jobs in the study area is within the downtown core of the City of Winchester, extending west along the Amherst Street corridor to Valley Health. There is a secondary dense cluster of jobs in the retail area around the Apple Blossom Mall.

The job density data for Frederick County shows several job clusters surrounding the City of Winchester, particularly on the north, the east, and the southern borders of the city. There are smaller clusters in the Stephens City area and south of the MPO area in Middletown.

Employment Travel Patterns

In addition to identifying the locations of major employers, it is also important to account for the commuting patterns of residents working inside and outside of the study area. Data from the U.S. Census Bureau's Longitudinal Employer Household Dynamics (LEHD) program was used to learn where people who live in Frederick County and the City of Winchester work, as well as where people who work in Frederick County and the City of Winchester live. The dataset used was based on cities, towns, and census designated places, rather than counties.

This data shows that the largest single workplace location for both Frederick County and Winchester city residents who are in the workforce is Winchester. About 24.7% of the Frederick County workforce works in the City of Winchester. Just over 31% of Winchester residents who are in the workforce also work in the city. For those workers who commute to other jurisdictions, their work locations are varied, as is shown in Tables 2-5 and 2-6. The top 25 locations are shown in each of these tables. Leesburg is the most popular work destination outside of Winchester for both Frederick County and Winchester residents.

Winchester is the most popular home location for people who work in Frederick County, followed by Front Royal, Strasburg, and Martinsburg, WV. Winchester is also the most popular home location for people who work there, followed by Front Royal, Strasburg, and Shawneeland. These data are shown in Tables 2-7 and 2-8.

Table 2-5: Journey to Work Locations for Frederick County Residents

Workplace Destination	Number	Percent
All Places (Cities, CDPs, etc.)	40,953	100.00%
Winchester city, VA	10,113	24.70%
Leesburg town, VA	827	2.00%
Front Royal town, VA	686	1.70%
Chantilly CDP, VA	664	1.60%
Berryville town, VA	634	1.50%
Harrisonburg city, VA	583	1.40%
Ashburn CDP, VA	566	1.40%
Arlington CDP, VA	416	1.00%
Reston CDP, VA	399	1.00%
Purcellville town, VA	345	0.80%
Broadlands CDP, VA	289	0.70%
Richmond city, VA	289	0.70%
Tysons CDP, VA	287	0.70%
Woodstock town, VA	282	0.70%
Fair Oaks CDP, VA	280	0.70%
Martinsburg city, WV	264	0.60%
Washington city, DC	256	0.60%
Strasburg town, VA	220	0.50%
Alexandria city, VA	214	0.50%
Middletown town, VA	207	0.50%
Vienna town, VA	200	0.50%
Warrenton town, VA	193	0.50%
Sterling CDP, VA	174	0.40%
Dulles Town Center CDP, VA	173	0.40%
Lansdowne CDP, VA	166	0.40%
All Other Locations	22,226	54.30%

Table 2-6: Journey to Work Locations for Winchester City Residents

Workplace Destination	Number	Percent
All Places (Cities, CDPs, etc.)	12,104	100%
Winchester city	3,780	31.2%
Leesburg town	179	1.5%
Harrisonburg city	164	1.4%
Front Royal town	157	1.3%
Berryville town	154	1.3%
Chantilly CDP	146	1.2%
Arlington CDP	125	1.0%
Reston CDP	110	0.9%
Washington city, DC	95	0.8%
Fair Oaks CDP	92	0.8%
Tysons CDP	89	0.7%
Ashburn CDP	85	0.7%
Purcellville town	82	0.7%
Martinsburg city, WV	79	0.7%
Richmond city	72	0.6%
Alexandria city	60	0.5%
Vienna town	59	0.5%
Sterling CDP	57	0.5%
Middletown town	53	0.4%
Dulles Town Center CDP	51	0.4%
Roanoke city	51	0.4%
Manassas city	50	0.4%
McNair CDP	48	0.4%
Springfield CDP	47	0.4%
Warrenton town	46	0.4%
All other locations	6,173	51%

Table 2-7: Home Locations for People Working in Frederick County

Home Location	Number	Percent
All Places (Cities, CDPs, etc.)	28,282	100%
Winchester city	2,463	8.7%
Front Royal town	493	1.7%
Strasburg town	438	1.5%
Martinsburg city, WV	334	1.2%
Shawneeland CDP	281	1.0%
Lake Holiday CDP	253	0.9%
Stephens City town	227	0.8%
Middletown town	172	0.6%
Harrisonburg city	170	0.6%
Leesburg town	160	0.6%
Inwood CDP, WV	148	0.5%
Virginia Beach city	142	0.5%
Berryville town	140	0.5%
Woodstock town	130	0.5%
Shenandoah Farms CDP	127	0.4%
Richmond city, VA	115	0.4%
Ashburn CDP, VA	96	0.3%
Sterling CDP, VA	87	0.3%
Arlington CDP	85	0.3%
Washington city	70	0.2%
South Riding CDP	69	0.2%
Dale City CDP	68	0.2%
Centreville CDP	67	0.2%
Manassas city	65	0.2%
Linton Hall CDP	61	0.5%
All Other Locations	21,821	77%

Table 2-8: Home Locations for People Working in the City of Winchester

Home Location	Number	Percent
All Places (Cities, CDPs, etc)	27,059	1
Winchester city	3,780	14%
Front Royal town	476	2%
Strasburg town	420	2%
Shawneeland CDP	294	1%
Lake Holiday CDP	279	1%
Stephens City town	244	1%
Martinsburg city	227	1%
Woodstock town	176	1%
Inwood CDP, WV	166	1%
Berryville town	142	1%
Middletown town	135	1%
Leesburg town	125	1%
Harrisonburg city	123	1%
Shenandoah Farms CDP	122	1%
Virginia Beach city	97	0%
Luray town	76	0%
Ashburn CDP	69	0%
Richmond city	67	0%
Purcellville town	65	0%
Alexandria city	54	0%
Arlington CDP, VA	54	0%
Linton Hall CDP	53	0%
Gore CDP	50	0%
Maurertown CDP	48	0%
Ranson, WV	48	0%
All Other Locations	19,669	73%

Means of Transportation to Work

The primary way that residents of both Frederick County and the City of Winchester get to work is via a private car, truck, or van, driving alone, as shown in Table 2-9. Carpooling is a distant second mode choice, with 8.8% of the county's work force and 12.5% of the city's work force choosing this mode. Winchester workers show a higher usage (as a percentage) for all the non-single occupant commute modes as compared to Frederick County workers. Very low public transportation usage is shown in the data.

Table 2-9: Means of Transportation to Work

Commuting to Work	Frederick County, Virginia		Winchester city, Virginia	
	Estimate	Percent	Estimate	Percent
Workers ages 16 years and older	43,380		14,766	
Car, truck, or van -- drove alone	35,199	81.10%	10,421	70.60%
Car, truck, or van -- carpoled	3,800	8.80%	1,839	12.50%
Public transportation (excluding taxicab)	142	0.30%	142	1.00%
Walked	469	1.10%	706	4.80%
Other means	371	0.90%	122	0.80%
Worked from home	3,399	7.80%	1,536	10.40%
Mean travel time to work (minutes)	33.2		23	

SOURCE: AMERICAN COMMUNITY SURVEY, FIVE-YEAR ESTIMATES (2017-2021)

Review of Recent Plans and Studies

The needs analysis includes a review of recent plans and studies that have addressed transportation needs and land use in the City of Winchester, Frederick County, or the MPO area specifically. This section provides a summary of the relevant plans and studies including the issues and recommendations related to transportation and transit.

Frederick County Comprehensive Plan 2035 – Updated in 2021

Frederick County's Comprehensive Plan (the Plan) provides a framework for how the county will manage growth and development as it relates to land use, transportation, public facilities, infrastructure, historic resources, and natural resources over a roughly 20-year period. The most recent update to the Plan occurred in 2021.

The transportation section of the Plan is heavily focused on roadways, but does include one goal in the area of alternative transportation:

“Goal 7: Provide cost effective alternatives to automobile travel as needed, for the elderly, disabled, students, and workforce.” Strategies associated with this goal include coordinating with the Shenandoah Area Agency on Aging (SAAA) and Access Independence to help secure outside funding; working with the MPO to identify transportation need, and monitoring data to keep informed regarding growing need.²

The need to incorporate bicycle and pedestrian facilities into new roads and upgrades to existing roadways is also discussed. In terms of land uses, the Plan discusses that growth should be directed to areas within the Urban Development Area (UDA). The UDA area, as shown in Exhibit 2-1, is a smaller footprint than the Urbanized Area.

City of Winchester Comprehensive Plan

The City of Winchester completed their most recent Comprehensive Plan in May 2022. The city’s plan includes a chapter on mobility that highlights walkability as a community vision. The city’s mobility goal is to “Create and maintain a safe, efficient, and environmentally sustainable mobility and transportation network that is interconnected, multi-modal, and that facilitates walkable urban land use patterns less dependent upon personal vehicle use.”³ Thirteen objectives were developed to support this goal. Several of the objectives address transit services including the following:

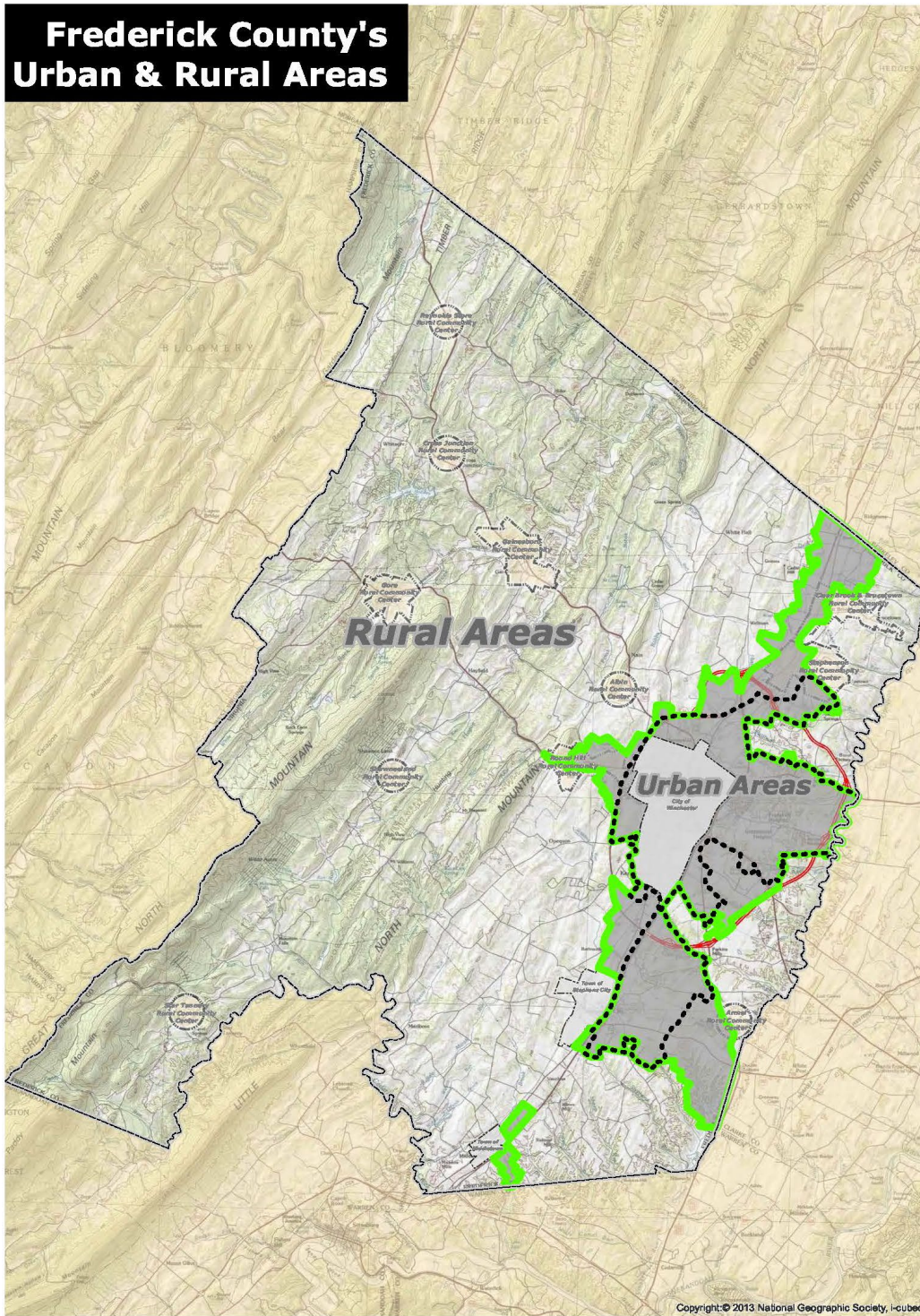
- **Objective 3** – “Encourage the use of alternate modes of mobility including walking, bicycling, and public transportation by all sectors of the population to reduce the dependency upon private automobile use.” Part of this objective specifically advocates for the implementation of the recommendations included within the MPO’s 2009 Transit Services Plan. These included increased WinTran frequency of service, the extension of WinTran routes into Frederick County’s most urbanized areas, and the addition of bike racks to WinTran buses.
- **Objective 7** – “Investigate the needs for multimodal transfer facilities.” This objective calls for the construction of covered bus shelters, particularly at multimodal intersections near parking garages and the Green Circle Trail.
- **Objective 8** calls for the city to work with Frederick County and Stephens City to extend public transportation between the city and important destinations that are outside the city, including Laurel Ridge Community College, the DMC, the Virginia Employment Commission, the regional detention facilities. Regional transit services are advocated for this objective.

Other objectives within the mobility section advocate for improved pedestrian and bicycle infrastructure and the implementation of New Urbanistic layouts of interconnected street grids.

² The Comprehensive Plan for Frederick County, Life at the Top, Adopted by the Frederick County Board of Supervisors, November 10, 2021.

³ City of Winchester, 2022 Comprehensive Plan, Adopted by Winchester Common Council, March 8, 2022.

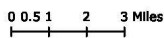
Exhibit 2-1: Frederick County's Urban and Rural Areas from County Comprehensive Plan



- Frederick County
- Urban Development Area
- Sewer and Water Service Area
- Town and City Boundary
- Future Rt 37 Bypass
- Rural Community Center



The Comprehensive Plan Adopted November 10, 2021



Winchester – Frederick County MPO Long Range Transportation Plan

The WinFred MPO completed its 2045 Metropolitan Transportation Plan (MTP) in November 2022. The plan is a federal requirement and is updated every five years. The purpose of the plan is to “set forth the goals, objectives, strategies, and actions required to develop and maintain an efficient, equitable, multi-modal system for the transportation of people and goods throughout greater Winchester in a manner that will enhance the economic, social, and environmental qualities of the community.”⁴ Modes addressed in the plan include roadways, public transportation facilities, non-motorized transportation facilities, and intermodal connectors. Aviation is also discussed within the plan.

The vision for the plan is as follows:

“It is the policy of the WinFred MPO and its member jurisdictions to strive for a multi-modal transportation system that is planned, designed, operated, and maintained to provide:

- safe, efficient, fiscally sustainable access to economic and community life for all, regardless of one’s ability, desire, or opportunity to drive, while preserving and enhancing environmental quality and community character.”

The MTP incorporated recommendations from a series of local plans to develop a set of five MPO strategies. The two that address public transportation include:

- **Goal 2:** Accessible and Connected Places. One of the objectives under this goal is to increase accessibility to jobs via transit, walking and driving, which includes implementing the recommendations within the WinTran Transit Development Plan, the Bicycle and Pedestrian Master Plan, and a recommendation to design streets for all users.
- **Goal 5:** Healthy Communities and Sustainable Transportation Communities. One of the objectives under this goal is to increase the number of bicycling and walking trips through the implementation of the Bicycle and Pedestrian Master Plan, as well as the above recommendation to design streets for all users.

The MTP documents the MPO area’s resources within each mode, develops performance measures, and provides a financial plan.

Stephens City Comprehensive Plan

The Town of Stephens City’s Comprehensive Plan addresses the years 2011-2031 and was adopted in 2011. Stephens City’s vision for the town’s future provides the framework for the plan. The vision statement is, “Stephens City – A strong and caring community, with historic small-town charm and its own unique identity, within a healthy and prosperous environment.”⁵

⁴ 2045 Metropolitan Transportation Plan, WinFred MPO, November 2022.

⁵ Town of Stephens City Comprehensive Plan, 2011-2031, Adopted May 3, 2011.

Important themes among the goals include maintaining the character of the town while managing growth and promoting high quality development. Building a better working relationship with Frederick County to influence more control over growth adjacent to Stephens City is also listed as a goal. Goal 6 addresses transportation and states: “Provide a safe and effective transportation system for pedestrians, bicyclists and vehicles in the town and surrounding area.” Public transportation is not specifically addressed.

The need to ensure adequate parking is also discussed, along with two major VDOT roadway projects that will affect the town significantly – the relocation of the Route 277/I-81 interchange and the development of a Stephens City Western bypass to Route 11.

Winchester Transit – Transit Development Plan

The recommendations from WinTran’s most recent Transit Development Plan Update (FY2017-2028), as referenced in the MPO’s LRTP, are listed below.

Short Term

- Improve on-time arrival by eliminating underperforming stops, serving facilities only during their business hours, and reconfiguring the downtown circulation pattern.
- Provide more frequent service by eliminating the Trolley and streamlining the Amherst-Apple Blossom routes.
- Improve information access by making the route map available via print and updating the website.
- Designate specific bays for each bus route at the transfer location.
- Add a staff member to assist with operations.

Mid-Term

- Provide more frequent service by introducing a Northside Circulator and a Southside Circulator to replace some of the current routes.

Long-Term

- Expand the span of service by extending service until 8:00 p.m. on Saturday and introducing Sunday service.
- Provide more frequent service to achieve 30-minute headways.
- Expand service area by extending the Apple Blossom Route; introducing a Frederick County route; and extending service to LFCC (now LRCC).⁶

⁶ 2045 Metropolitan Transportation Plan, WinFred MPO, November 2022, page 34.

Virginia's Coordinated Human Services Mobility Plan

Virginia's Coordinated Human Services Mobility Plan was most recently updated in 2019. The plan was developed by region, with the WinFred MPO assigned to the Northern Region, which included the following counties and cities: Arlington, Clarke, Culpeper, Fairfax, Fauquier, Frederick, Loudoun, Page, Prince William, Rappahannock, Shenandoah, Warren, Alexandria, Fairfax, Falls Church, Manassas, Manassas Park, and Winchester. The Federal Transit Administration (FTA) requires the development of coordinated public transit – human services plans to support funding requests for projects funded through FTA's Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities program.

Service alternatives for the region included the following:

- Provide transportation to seniors and individuals with disabilities who cannot use public transportation or who live in areas where public transportation is not available.
- Where possible, partner with public transportation providers to determine opportunities for efficiencies with route modification, deviated fixed route, or other service alterations.
- Develop a "one call/one click" approach for human service transportation.⁷

Winchester-Frederick County Transit Services plan, 2009

In 2009 the WinFred MPO worked with KFH Group to prepare an MPO Transit Services Plan, similar to the current planning effort.⁸ The service plan recommended the following improvements:

- Fixed route transit service extensions in the Winchester-Frederick County urbanized area, including extensions of all five fixed routes into the county along each primary service corridor (Berryville Avenue; Valley Avenue; Amherst Street; Millwood Avenue; Route 11 North).
- Fixed route service adjustments to better serve riders with the City of Winchester.
- Expansion of the days and hours for WinTran services.
- Increased frequency of service for WinTran's fixed routes.
- Improved passenger amenities.
- Countywide demand response public transportation.
- Corridor service along Route 11 to serve Stephens City and LFCC (now LRCC).
- Regional corridor service.
- Commuter infrastructure and services.

⁷ Virginia Coordinated Human Services Mobility Plan, 2019, developed for the Virginia Department of Rail and Public Transportation, by Michael Baker, Renaissance Planning, and Foursquare ITP.

⁸ Winchester-Frederick County Transit Services Plan, August 2009, prepared for the Winchester-Frederick County Metropolitan Planning Organization, prepared by KFH Group, Inc.

Chapter 3

Community Outreach

Introduction

Chapter 3 summarizes the community outreach process and the input that was received for the Transit Feasibility study. Through this process, feedback was obtained concerning the services currently available in the Winchester-Frederick County Metropolitan Planning Organization (WinFred MPO) area, as well as unmet public transportation needs.

These findings were combined with the results of the previous tasks to identify issues and opportunities that were considered for the development of alternatives for the plan. This chapter is divided into the following sections:

- **Community Survey** – Summary of a survey that provided the opportunity to gather opinions from the general public.
- **Stakeholder Interviews** – A review of the feedback received from local stakeholders regarding existing transit services, unmet public transportation needs, and priorities for the future.

Community Survey

To get a better understanding of the need for public transportation in the WinFred MPO area, a community survey was conducted. The survey was available electronically, with paper backup copies available at key locations. The survey was also administered by the NSVRC's outreach consultant team during the Apple Blossom Festival. The survey period began in early May and ended in late June 2023. A total of 224 responses were received, with the results summarized below.

Transportation Modes

The first survey question asked respondents to indicate what transportation mode they usually use to access work, school, shopping, medical appointments, and other life activities. The majority of the respondents indicated that they drive themselves (74%). The second highest response was "a friend or family member drives me," with 8.9% indicating this choice. Public transportation was listed third, with 5.8% of respondents choosing that mode.

The second question asked respondents to indicate whether they used a number of forms of public transportation that were listed within the survey. The results to this question are summarized in Table 3-1. These data show that about 35% of respondents use Winchester Transit on a regular basis, followed by WMATA Metro Rail or Bus, carpools, and MARC Rail. Responses in the "other" category with more than two entries included "none," Uber, and United Healthcare.

Table 3-1: Public Transportation Modes Used

Answer Choices	Responses	
	%	#
Winchester Transit	34.6%	28
Other (please specify)	34.6%	28
WMATA Metro Rail or Bus	13.6%	11
Carpools	12.4%	10
MARC Rail	11.1%	9
Vanpools	4.9%	4
ShenGo	3.7%	3
Royal Trolley	2.5%	2
Corridor Connector	1.2%	1
WellTran	1.2%	1
Clarke County on Demand	0.0%	0
	Answered	81
	Skipped	143

Unmet Transportation Needs

Question three asked if respondents, or others in their home, have problems getting their transportation needs met. The results indicated that 42.6% said "yes" they do have problems getting their transportation needs met, and 57.4% said "no." The follow up question for those respondents that indicated "yes" asked what the lack of transportation keeps them or others in their home from doing. These results are shown in Table 3-2 and show the most need for transportation access for medical and dental appointments, social/recreational activities, and working/seeking employment. Respondents could check more than one answer.

Table 3-2: Unmet Transportation Responses

Answer Choices	Responses	
	Percent	Number
Medical or dental appointments	64.0%	55
Social or recreational activities	54.7%	47
Working or seeking employment	48.8%	42
Shopping	44.2%	38
Attending school or training	33.7%	29
Other	9.3%	8
	Answered	86
	Skipped	138

Reasons for Not Driving

For those who indicated transportation issues, the survey asked if there are reasons why people do not drive or limit the amount they drive. Of the 93 respondents who answered this question, 76 respondents indicated that there are specific reasons for either not driving or limiting driving. "Not licensed to drive" was checked the most frequently, with 34 responses, followed by "do not drive at night", 29 responses, and "do not have a vehicle," 28 responses.

Is there a Need to Start a Public Transportation Service?

The survey specifically asked respondents to indicate if they thought there is a need to start a public transportation service for areas of Frederick County and Stephens City that are not served by Winchester Transit. Over 90% of the respondents (197) indicated "yes."

Potential Service Areas

When asked about the importance of potential service areas, the following areas were most highly ranked:

- U.S. Route 11 corridor between the City of Winchester, Stephens City, and LRCC;
- Areas of Frederick County that are outside of the City of Winchester, but adjacent to the current WinTran routes; and
- Local service in the Stephens City area.

If respondents indicated that commuter service was important, they were asked to list particular commuter destinations. These results are shown in Table 3-3.

Table 3-3: Commuter Destinations

Location	Number of Requests
Metrorail	14
Leesburg/Loudoun County	13
Northern VA	11
Airports	9
Berryville/Clarke County	7
Front Royal	6
Washington, DC	5
Strasburg	5
522 North	3
Martinsburg	2

Types of Services

Respondents were provided a list of service types and asked to indicate which would be the most useful. More than one answer was permitted for this question. The results show that fixed route service was chosen most frequently, followed by microtransit, deviated fixed route, and demand response. These answers are displayed in Table 3-4.

Table 3-4: Service Type Preferences

Answer Choices	Responses	
	Percent	Number
Fixed route service that follows a set route and schedule and does not require you to call ahead.	61.6%	101
Demand response service similar to Uber or Lyft that allows you to use a phone or computer application to schedule a ride when you need it. This type of service is called microtransit.	41.5%	68
Deviated fixed route service that follows a base route but will deviate up to $\frac{3}{4}$ mile to pick you up, if you have called ahead.	36.0%	59
Demand response service that requires you to call a day ahead and picks you up near your home and brings you to your destination.	34.8%	57
	Answered	164
	Skipped	60

Potential Use and Fares

When asked if they or members of their household would use public transportation services if it met their needs, 86% said that they would. The survey also asked how much people would be willing to pay for a one-way trip. The most indicated fare was between \$1.00 and \$2.00. These results are shown in Table 3-5.

Table 3-5: Fares

Answer Choices	Responses	
	Percent	Number
Less than \$1.00	12.4%	22
Between \$1.00 and \$2.00	54.5%	97
More than \$2.00	33.2%	59
	Answered	178
	Skipped	46

Participant Information

The greatest number of survey participants indicated that they were from a Winchester zip code, followed by Stephens City, and Middletown. These results are shown in Table 3-6.

Table 3-6: Participant Zip Codes

Zip Code	Place	Number of Responses
22601	Winchester	59
22655	Stephens City	51
22602	Winchester	34
22603	Winchester	9
22645	Middletown	7
22625	Cross Junction	6
22657	Strasburg	5
17401	York	4
22630	Front Royal	4
22309	Alexandria	2
25413	Bunker Hill WV	2
22824	Edinburg	1
25402	Martinsburg	1
25420	Gerrardstown, WV	1
26711	Capon Bridge, WV	1
22620	Boyce	1

The most indicated age group was 25-44, followed by ages 45-59 and ages 60 to 69. These results are shown in Table 3-7.

Table 3-7: Ages of Survey Participants

Answer Choices	Responses	
	Percent	Number
Age		
0-17	0.0%	0
18-24	2.5%	5
25-44	33.3%	66
45-59	28.3%	56
60-69	21.7%	43
70+	14.1%	28
	Answered	198
	Skipped	26

Comments

Survey participants were offered an opportunity to provide open-ended comments. Most comments were in support of improving service, while a few were not. Some comments also referenced the need to improve cycling infrastructure. There were several very specific transit requests also. The open-ended comments are provided in Table 3-8.

Table 3-8: Open-Ended Comments

Comments
I don't understand why the NWCSB moved to Kernstown, where there is no public transportation! There wasn't a direct stop before, but people could get off the bus by the mall and walk the rest of the way. NWCSB is a vital service and it is infuriating that someone high up (governor?) hasn't done anything about this! This problem includes that there is no public transportation for the 4 substance abuse treatment centers put on 522 toward Front Royal/Stephens City. Two of them are the only methadone clinics in Winchester/Frederick County. Before any of these facilities were open, public transportation should have been created so people can get help without worrying every day how to get there. This applies to any medical/social/important service locations in our area. People should never be unable to access help due to transportation issues!
Need to get to Front Royal to be able to catch the bus to DC
Glad to see this survey. I believe there is a need in this area.
Access for people who use canes or walkers, who have difficult time using steps to get on bus.

Comments

Service from Senseny Road area to downtown and Pleasant Valley Rd shopping area

The thought of having more freedom to get on a bus do some shopping or be able to go to a doctor appt without depending on someone to pick me up

I want everyone to have access to transportation, this is important for mental health. We need to be a more welcoming city for everyone 🙏

Hoping for improved and expanded bicycle routes. It's easier to bike in DC and NYC than in Winchester.

My son has autism and would like to attend community college in Middletown but doesn't drive or have transportation. We need something for people like him and other low-income people to be able to attend college.

Traffic congestion would improve

Elevate traffic on 11 between 3 and 4

Do not waste taxpayer money on this ridiculous nonsense.

More, better and more visible public transportation, more bike lanes too!

I think cycling infrastructure over transit should be improved within Frederick Co. towns.

Should have regular stops, if not already, to major employers in the area.

Public transportation options for lower income households, especially those not living near grocery stores

We really need service to Laurel Ridge! I'd also really like to see commuter service to Ashburn's Silver Line station.

A lot of people in the West Virginia panhandle and Winchester metro area work in northern Virginia and DC. If you provide public transportation, we will use it connect us to the mattress area and we will use it.

Please provide commuter service to Martinsburg

Anything convenient and cost efficient that helps eliminate some of the back-ups that occur frequently in Stephens City at the light. Going to become much worse with the two new huge developments east and north of town limits.

More sidewalks for walking. More bike paths.

It doesn't make sense that a bus doesn't go at least to DMV. It wouldn't need to extend that route very much.

Expanding public transportation is a great idea. I see posts on Facebook all the time for individuals that need rides to work and perhaps expanding the routes could help them.

We need more bus routes throughout the area. Disabled people and senior citizens should ride free, they are on a low fixed income.

I see many WinTran trolleys every day and they are almost always empty or have 1 person on them. I think a more cost efficient way to serve people who don't drive or can't afford to pay for Uber, etc. would be to offer vouchers for Uber, taxis, etc., rather than running a fleet of empty buses.

Comments

Better drivers. Ones that don't drive over the speed limit

Currently, at age 77 I can drive wherever I need to go but don't know how long that will last. When the time comes, I assume my walking distance will be limited so a pick-up at the door will be important. I am 1 mile from 277 but probably could not walk that far, especially in very cold or hot weather. My closest family are in Front Royal and work full time.

Frederick County has become a commuter city to D.C. and it would be great to have an environmentally friendly way to bridge the gap between the county and WMATA as well as serving more localized needs

I would seriously love to have better public transportation and if we had good transportation it would also enable and encourage greater density in the county/city, which would make it more walkable as well :) thank you!

We need public transportation in Frederick County desperately. Traffic is now horrible due to all the new folks moving here.

It would be helpful to have reduced rates for students and senior citizens.

Improve it, there's a need.

Taxi is currently only option that will pick someone up from their home and return them to their home.

Consider transportation from senior leaving areas to shopping centers or medical areas from Stephens City

Hairdresser and shopping in the Stephen City area

I'm a retired transit planner, have worked at 2 MPO's and two state DOTs. Keep up the good work.

Please tie into other nearby public transportation systems such as ShenGO in Strasburg and Woodstock or Amtrak in Martinsburg. Also please consider that some folks need to use the bus later than 6 because they get off late or have errands in the evening or work night shift, also our tourists would benefit more from longer service hours and more service on the weekends.

I drive but there have been times when I have been in need of public transportation that would go into the county. There are many developed areas of the county That could use public transportation. I think a Winfred transportation system would really solve a lot of the transportation needs in the area. Especially in areas of the county adjacent to the city. Public transportation in Stephens City would be a game changer. In the future it would be great see Winfred work with metro rail for an extension rail arrive

Need Front Royal to be able to catch the bus

Please bring public transportation to Stephens City. Stickley Drive area!

Improve bus stops along routes

Because of a disability, I may lose my ability to drive. Stephens City, along the rt 277 corridor, is not walkable.

Stakeholder Interviews

An important task within the study process is soliciting perspectives from local stakeholders. In consultation with the Northern Shenandoah Valley Regional Commission (NSVRC) a variety of stakeholders were identified, and then were contacted via email to schedule a brief interview. This outreach was aimed at getting a sense of public transportation challenges and opportunities in the WinFred MPO area. Representatives from the following organizations and agencies provided their input through this process:

- Access Independence
- Church World Service
- Frederick County Department of Social Services
- Laurel Ridge Community College
- Northwestern Community Services
- Northwestern Regional Adult Detention Center
- Seniors First
- Shenandoah Alliance for Shelter
- Wheels for Wellness (Faith in Action)

The following section provides a summary of the input provided by these stakeholders. The needs discussed are not necessarily in priority order.

On-Demand Service and Rural Service

A representative from Seniors First, the Shenandoah Area Agency on Aging, indicated that there is a need for additional on-demand services in the region. Seniors First provides transportation for seniors to attend senior centers throughout the region and also operates WellTran, which focuses on providing primarily medical trips for seniors and people with disabilities. The WellTran program generally operates at capacity and has had to turn away about 450 trips so far this year.

Seniors First staff indicated that people are living longer and staying in their homes longer, which typically means they need transportation assistance to access a variety of services needed for daily life. The population served through Seniors First and WellTran generally needs assistance accessing the vehicle from their homes and would have trouble navigating a fixed route service.

Representatives from other stakeholder groups echoed the need for rural services to improve access to employment, grocery shopping, and other necessary activities from areas of the county that do not have sufficient population density to support fixed route options.

Staff from the Frederick County Department of Social Services (DSS) indicated that clients who live in the rural areas of Frederick County experience a lack of access to a variety of services, including child care, grocery stores, and employment. Some of these clients end up moving to Winchester to have improved access to these services.

Medical Transportation

Staff from Seniors First indicated that additional options for medical transportation are needed, particularly for populations that are not eligible for Medicaid transportation. Staff from Wheels for Wellness echoed this need, indicating that dialysis trips comprise a significant number of the trips that are provided by their volunteer drivers. It was noted that Seniors First is the only provider of medical trips for people with disabilities, as Wheels for Wellness volunteers are not equipped to handle clients with disabilities. Wheels for Wellness staff also reported a great need for medical transportation from the more rural communities in Shenandoah and Warren counties.

The DSS also indicated a need for additional medical transportation options. It was noted that many providers are using telehealth, and this is not a good fit for seniors who are not able to navigate the technology associated with telehealth.

Employment Transportation

Staff from the Northwestern Regional Adult Detention Center (NRADC) indicated that there is a need for transit connections from the NRADC facility on Fort Collier Road to major employment centers within five to seven miles of the facility. Many of the inmates participate in a work release program, where they are employed outside of the facility. They are provided bicycles to use, but some jobs are too far and some of the roads are not well suited for bicycle commuting. Staff reported that the closest bus stop is no longer in service, as the Salvation Army on Fort Collier Road is closed.

There are also job opportunities farther north of Winchester in the Clear Brook area, most notably Amazon. These jobs are typically shift jobs that may have odd hours and need flexible transportation options.

Access to Education and Training

A representative from Laurel Ridge Community College (LRCC) indicated that a route that originated east of Winchester in the Route 7 corridor and served LRCC would be helpful for students from the Millbrook High School area. Service oriented to the needs of students from the James Wood High School area (northwest of Winchester) to LRCC would also be helpful.

A representative from Church World Service (CWS) indicated that LRCC offers free English as a Second Language (ESL) classes. These classes are vital to the refugee clients served by CWS.

Other Transportation

While Seniors First does not serve younger, non-disabled people, staff do see a need for expanded public transportation in areas that are close to Winchester in Frederick County. It was noted that these areas are fast growing and do not currently have any public transportation services.

NRADC staff also indicated a need for early morning options, reporting that inmates get released at 5:00 a.m. and often do not have transportation options. It was also reported that the probation office on Route 522 is not served by transit.

Winchester Transit Feedback

Stakeholders gave high marks to the service provided by Winchester Transit. A representative from Access Independence indicated that Sunday service is needed, as well as service to places that are close to Winchester but outside of the city limits. The LRCC representative noted that they worked with WinTran to develop a schedule that works for their class blocks for the recently implemented route between the City of Winchester and LRCC. It was reported that students and employees are using the route. It was also noted that the current fare-free status of WinTran services is helpful for the riders they serve.

Service in the U.S. Route 11 Corridor

Several stakeholders mentioned the need for service in the U.S. Route 11 corridor, between the City of Winchester, Stephens City, and LRCC. Service in this corridor would be particularly helpful for clients that attend programs at Northwestern Community Services, which is located along the corridor just south of Winchester. The Department of Motor Vehicles (DMV) is located along this corridor, along with a number of major employers. Service in the corridor would also help residents of Frederick County and Stephens City attend LRCC. DSS staff also advocated for service in this corridor, particularly for employment transportation.

CWS staff also cited a need for public transportation access to the DMV. All the CWS clients need to get to the DMV to get either a Virginia I.D. or driver's license if qualified.

Regional Service

A representative from the Shenandoah Alliance for Shelter indicated that an important need in the Shenandoah Valley is for regional transit services that would connect existing small transit programs with the major cities in the Shenandoah Valley, as well as with LRCC. Access to Winchester, Front Royal, and Harrisonburg is needed from the smaller communities and rural areas throughout the region. Additional rural transit availability is also needed, as well as more options close to the city of Winchester.

A representative from LRCC echoed the need for regional service, as LRCC draws from the City of Winchester, Frederick County, Warren County, Clarke County, Shenandoah County, and Page County.

Senseny Road

During the discussion of needs with the study committee, it was noted that there have been requests for transit services to and from Senseny Place, which is located on Senseny Road, just outside the City of Winchester. Senseny Place is an age and income restricted apartment complex, home to people 55 years of age and older. The need for service to this location was incorporated into the potential service options (Chapter 4).

Summary

The information gathered from the public surveys and the stakeholders indicates that there is interest in providing some level of public transportation services in Frederick County and Stephens City, as well as more regional services. The following areas were discussed the most frequently:

- The U.S. Route 11 Corridor between Winchester, Stephens City, and LRCC
- The urbanized areas close to the City of Winchester

The need for rural services was also mentioned, along with regional services that connect the centers of commerce of the Shenandoah Valley to each other and to the Washington, DC metro area.

Chapter 4

Existing Services and Potential Alternatives

Introduction

This chapter provides an overview of the public transportation services currently available in the Winchester-Frederick County Metropolitan Planning Organization (WinFred MPO) area, followed by the presentation of a range of alternatives to consider for initiating public transportation services where none currently exist. The chapter also includes a discussion of organizational options and federal funding issues.

Existing Services

The only public transportation provider in the MPO area is Winchester Transit (WinTran), which is operated by the City of Winchester and primarily serves areas within the City. There are several other transportation services operating in the region and these typically serve particular client groups. Each of the existing services is described below.

WinTran

WinTran operates six fixed routes that primarily serve locations within the City of Winchester; a trolley route; ADA complementary paratransit in support of the fixed routes; and a new express route that operates between the City and Laurel Ridge Community College (LRCC). The fixed routes operate Monday through Saturday on 70-minute headways. On weekdays the service span is from 6:00 a.m. to 7:58 p.m. On Saturdays the span of service is from 8:50 a.m. to 4:58 p.m. Three vehicles are interlined to provide the core routes, each servicing two routes and meeting at the Boscawen Street transfer station every 30 to 35 minutes.

WinTran is about to launch a route re-design along with the implementation of microtransit. The start date for the new route network and microtransit services is March 26th, 2024. The final version of this report will document the new route network.

The six core city fixed routes are:

1. **Amherst Street** – Provides service from the Boscawen Street transfer station to the Winchester Medical Center via Amherst Street.
2. **Apple Blossom** – Provides a loop route that serves central Winchester, the Apple Blossom Mall area, Walmart, and Winchester Station.
3. **Berryville Avenue** – Provides a loop route to the eastern portion of the City, including Jim Barnett Park.
4. **Northside** – Provides service to the northside of the City, with two branches – one serving Westminster Canterbury and a second service the Salvation Army and the Northwestern Regional Adult Correctional Facility.
5. **South Loudoun** – Provides service through the South Loudoun Street corridor from downtown Winchester south to Papermill Road and Shawnee Drive, terminating at NW Works.
6. **Valley Avenue** – Provides service from downtown Winchester south to Creekside Station via the Valley Avenue corridor.

The trolley route operates Monday-Wednesday-Friday-Saturday between the hours of 10:10 a.m. and 4:34 p.m. on 65-minute headways. The Trolley route is a loop route, serving downtown Winchester, Harvest Drive, Jubal Early Drive, the Apple Blossom Mall, Walmart, and Winchester Station. A map of the fixed routes is provided as Figure 4-1.

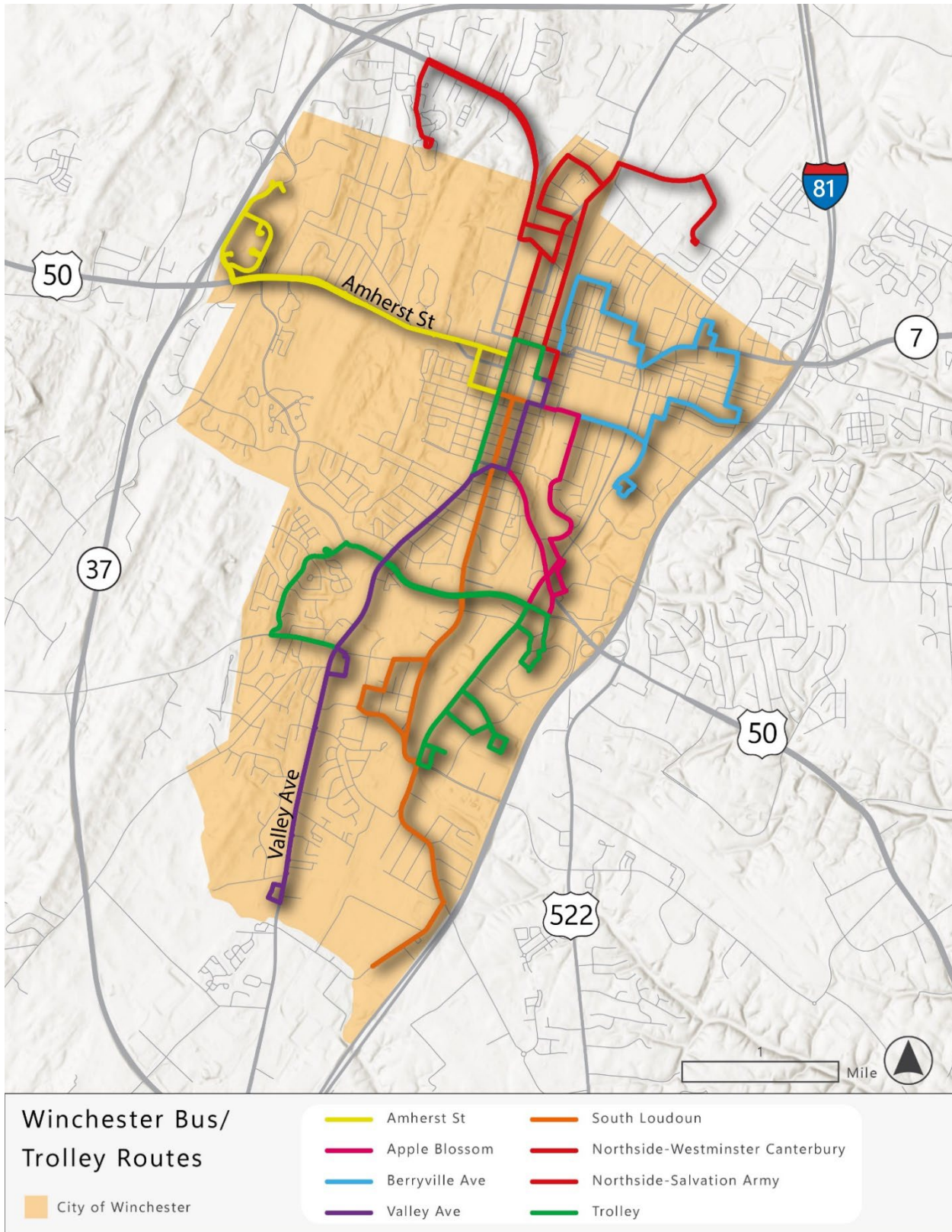
WinTran's LRCC route was initiated in the Spring of 2023. The route operates Monday through Friday from 7:10 a.m. to 9:10 p.m. Twelve roundtrips are made daily, with 70-minute headways. The LRCC route makes six stops within the City of Winchester before traveling to LRCC via I-81.

ADA paratransit is providing during the same days and hours as the city's core fixed routes, as required by the Americans with Disabilities Act.

Fares

The fare to ride WinTran is currently free, courtesy of grant funding from the Virginia Department of Rail and Public Transportation (DRPT). This initiative was implemented during the pandemic. Prior to the pandemic, the base fare was \$1.00 per trip. Students, seniors, individuals with disabilities and Medicare card holders were eligible for a half-fare.

Figure 4-1: WinTran's Fixed Routes



Fleet and Facilities

WinTran operates out of the City's Cork Street public works facility. WinTran has its own administrative and maintenance buildings within the complex. The FY2024 capital budget with DRPT includes a line item for the construction of a new maintenance facility.

WinTran's fleet includes ten revenue service vehicles. Peak vehicle requirements are: four fixed route buses, one trolley, and three demand response vehicles.

Operating Statistics

The operating statistics for WinTran were collected from the National Transit Database and DRPT. This data shows that WinTran has rebounded from the pandemic, with FY2023 ridership higher than it was in FY2019. This trend is due in part to the elimination of the fares. Operating data for the last five years is provided in Table 4-1.

Table 4-1: WinTran's Operating Trend Data

	FY2019	FY2020	FY2021	FY2022	FY2023
Passenger Trips	134,832	120,844	85,334	134,223	180,625
Revenue Hours	17,721	15,681	16,508	17,310	20,219
Revenue Miles	190,391	165,973	175,322	185,257	226,791
Operating Expenses	\$1,073,175	\$1,140,737	\$1,206,278	\$1,241,800	\$1,340,000
Trips/Hour	7.6	7.7	5.2	7.8	8.9
Cost/Hour	\$60.56	\$72.75	\$73.07	\$71.74	\$66.27
Cost/Trip	\$7.96	\$9.44	\$14.14	\$9.25	\$7.42
MPH	10.7	10.6	10.6	10.7	11.2

SOURCE: NATIONAL TRANSIT DATABASE (FY2019-FY2021); DRPT (FY2022-FY2023)

WinTran's Current Initiatives

Laurel Ridge Community College Route

In the spring of 2023, WinTran initiated a new express route from several stops within the City to Laurel Ridge Community College. This connection has been identified as a need for several years. The route operates Monday through Friday between the hours of 7:10 a.m. and 9:10 p.m. and offers 70-minute headways.

Microtransit

WinTran has recently completed the “Winchester Microtransit Feasibility Study.” The study examined how microtransit could be used to improve transit coverage, wait times, and ride times within the city. The results of the study were presented to the Winchester City Council in June 2023, at which time the Council authorized staff to proceed with the implementation of microtransit.¹

The recommended plan includes the following:

- Provide microtransit throughout the City.
- Replace the current eight fixed routes with three fixed routes.
- Continue to use the Boscawen Street Transfer Station.
- Integrate microtransit and ADA paratransit.
- Implement the service using the existing fleet. Transition to smaller electric vehicles as the vehicles age.
- Begin charging a fare in FY2025.

Facility

As referenced in WinTran’s FY2024 budget, the City is planning a maintenance facility project.

Other Transportation Providers – Subsidized

Medicaid Transportation

Transportation to medically necessary appointments is a covered service for people who are enrolled in the Medicaid Program. In Virginia, transportation is available for Medicaid members who participate in managed health care plans and those who participate in the fee-for-service plan. Transportation is provided using a brokerage model. The current transportation assistance program is managed and operated by ModivCare. Member identification cards include phone numbers to call for transportation services. Medicaid regulations stipulate that the least expensive mode that is appropriate for the trip is to be used. Modes include public transportation, volunteer drivers, mileage reimbursement, taxis, non-emergency ambulance, stretcher vans, and accessible vans.

Seniors First

Seniors First, previously known at the Shenandoah Area Agency on Aging, provides myriad support services to enable older adults to continue to live in their own homes. The agency serves the counties of Clarke, Frederick, Page, Shenandoah, and Warren, and the city of Winchester. Seniors First operates two primary transportation programs:

1. WellTran
2. Senior Center Transportation

¹ City of Winchester, Council Action Memo, June 27, 2023.

WellTran

The WellTran program provides rides primarily to non-emergency medical appointments for adults aged 60+ and persons with disabilities who are not Medicaid-eligible. Other trip purposes are also accommodated if possible. Fares are \$4.00 per 20-mile round trip, and \$0.50 per mile after that. Riders call in advance to reserve rides. WellTran uses the "Simply" scheduling software to assist with scheduling.

There are currently ten vehicles available for the WellTran program, many of which were funded through the Federal Transit Administration's (FTA) Section 5310 program. The director of transportation indicated that the program is very busy and has been operating at capacity. For the first nine months of FY2023 (October 1, 2022, through June 2023) the service provided about 4,600 trips and had to deny 444 trips. Staff reported that there are significant unmet transportation needs in the region, especially for those who are not Medicaid-eligible. Many of the riders use mobility devices and need assistance when using the service.

Senior Center Transportation

Seniors First provides rides to and from the six senior centers in the region, depending upon the senior's distance from the center. Sixteen vehicles are available to provide senior center transportation. The senior center locations are listed below:

- **Clarke County** – Clarke County Parks and Recreation Center, 225 Al Smith Circle, Berryville
- **Frederick County** – United Methodist Church, 5291 Main Street, Stephens City
- **Page County** – 10 Second Street, Luray
- **Shenandoah County** – First Baptist Church, 116 Lakeview Drive, Woodstock
- **Warren County** – 1217 Commonwealth Ave, Front Royal
- **Winchester** – Winchester Parks and Recreation, 1001 E. Cork Street

For the first nine months of the agency's fiscal year, about 9,800 trips were provided to and from the region's senior centers.

Wheels For Wellness

Faith-in-Action, dba Wheels for Wellness (WFW), is a private non-profit agency that provides free transportation to medical appointments and treatment. The service area includes the City of Winchester and the counties of Frederick, Clarke, Warren, and northern Shenandoah. Transportation is provided by volunteer drivers using their own vehicles.

The focus of the agency is to serve people who do not qualify for other social service programs, cannot afford to own a vehicle, or can no longer drive themselves, and/or do not have family or friends available to give them a ride. WFW service is available Monday through Friday, between the hours of 7:00 a.m. and 7:00 p.m. WFW clients are required to be ambulatory, as many of the volunteers are senior citizens who are not able to provide physical assistance.

WFW employs a part-time Executive Director and a contracted scheduler. The program is funded through grants, fundraising, and donations. There are currently between 23 and 25 active volunteer drivers. The drivers are not reimbursed for mileage but are provided gas cards when funding is available to do so. The agency director indicated that the focus of the program will always be on medical transportation, as there is a significant need for the service. WFW currently provides about 3,000 rides per year.

Other Transportation Providers – Non-Subsidized

There are several other transportation providers in the region that are available for riders who can afford non-subsidized trips. These are listed below.

Taxicabs

The following taxis are listed under the Yellow Pages for Winchester:

- Ask 4 JR Taxi and Limo
- Old Towne Taxi
- Pat's Cab
- Polly's Cab
- Taxi Hidalgo
- Taxi Latino
- Uncle Sam Transportation
- Yellow Cab of Winchester

Other Services

- Uber and Lyft
- Patient Care Transportation

Potential Service Alternatives for the MPO Area

Using the information gathered from the community (Chapter 3), coupled with the details regarding existing transportation services in the region, the study team has developed some potential alternatives to consider for improving public transportation in the MPO region. These alternatives were updated in January 2024 to reflect committee input.

While most stakeholders indicated that there are extensive unmet transportation needs in the region, the initial focus of the alternatives was to start with a program that would serve the needs of residents of the Stephens City area. This area was chosen for two reasons:

- The Town is interested in pursuing the development of public transportation services to provide improved mobility for residents, and
- There are pockets of population density in the Stephens City area, particularly those areas east of I-81 that could likely support deviated fixed route transit service.

Representatives from the Town indicated that the most important connections would be those that connect residents to important destinations needed for daily life (groceries, medical offices, jobs), as well as providing a connection to the City of Winchester. The first three alternatives address the need to provide transportation in the Route 11 corridor and for residents of the Stephens City area.

Feedback from the study committee indicated that additional corridors should be studied more closely to see what type of alternatives may be appropriate. The study team added a fourth route alternative that addresses the Senseny Road – Valley Mill Road area.

Alternative #1 – Deviated Fixed Route Service: Stephens City – Winchester

The first alternative focuses on meeting the needs articulated by the Town of Stephens City. This alternative features a route deviation service that connects the City of Winchester’s Boscawen Street Transfer site to Stephens City, and then travels east along Fairfax Pike to serve more local destinations. Deviations would be permitted up to ½ mile for two reasons: **1)** to expand the reach of the service; and **2)** so that the route can be classified as demand response and not include the requirement to provide a parallel ADA complementary paratransit service.

The route as drawn is about 22 miles round-trip, which would likely mean that one bus could provide 90-minute headways and two buses could provide 45-minute headways. The route could be operated by WinTran, or it could be operated under contract by a private operator.

Note that once the demonstration period has ended (assuming that a demonstration grant would be the initial primary funding source) there may be some regulatory challenges to work through for accessing federal funds for the route. Most of the route is within the Winchester-Frederick County Urbanized Area, which receives federal funding for transit under the FTA’s Section 5307 Urbanized Area Funding program. The City of Winchester is the designated recipient of these funds. It is possible for the funds to be split within an urbanized area, and this would have to be negotiated. It should be noted that the route would serve the Valley Avenue and Valley Pike corridor, a portion of which is within the City of Winchester. A map of the proposed route is provided in Figure 4-2 and the potential impacts of the route are presented in Table 4-2.

Figure 4-2: Winchester-Stephens City Proposed Route

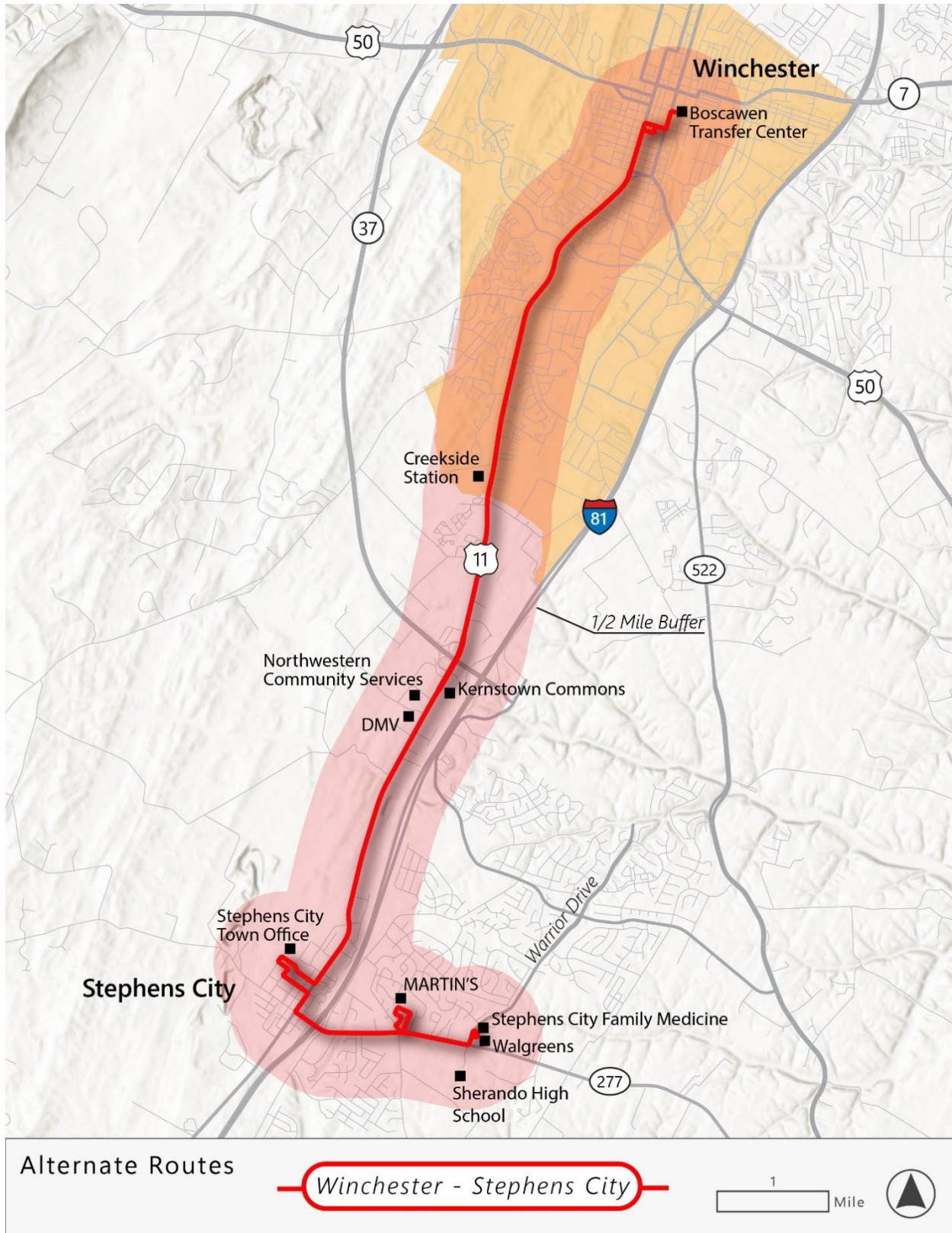


Table 4-2: Potential Impacts of Stephens City – Winchester Route

Advantages	Disadvantages
<ul style="list-style-type: none"> Provides mobility for Stephens City residents, Winchester residents, and Frederick County residents who live in the corridor served. Provides needed connections to Northwestern Community Services and the DMV. Complements WinTran’s proposed service changes that would eliminate fixed route service on a portion of Valley Avenue that currently has service. Addresses needs that have been articulated by stakeholders and the public. Provides a pilot opportunity to address regional transportation in the WinFred MPO area. 	<ul style="list-style-type: none"> The only disadvantage is cost.
Cost Estimate	Ridership Impacts
<ul style="list-style-type: none"> For a Monday – Friday service that operated from 6:00 a.m. to 7:00 p.m. the total annual operating cost is estimated to be \$265,200 for one vehicle in operation and \$530,400 for two vehicles in operation. These costs could be subsidized as follows: <p>Demonstration Grant</p> <ul style="list-style-type: none"> \$265,200 total - \$212,160 state; \$53,040 local \$530,400 total - \$424,320 state; \$106,080 local For a one-vehicle operation - Local split two ways: \$26,520 each; Local split three ways: \$17,680 each For a two-vehicle operation - Local split two ways: \$53,040 each; Local split three ways: \$35,360 each 	<ul style="list-style-type: none"> This route is likely to be able to achieve between four and five passenger trips per revenue hour. This equates to between about 15,000 annual passenger trips for a one vehicle system and about 30,000 annual passenger trips for a two-vehicle system.

Traditional Grant

- \$265,200 total - \$132,600 federal; \$66,300 state; \$66,300 local
- **For a one-vehicle operation** - Local split two ways: \$33,150 each; Local split three ways: \$22,100 each
- **For a two-vehicle operation** -
 - \$530,400 total - \$265,200 federal; \$132,600 state;
 - \$132,600 local
- **Local split two ways:** \$66,300 each.
- **Local split three ways:** \$44,200 each.
- These funding scenarios do not include potential fare revenue or advertising revenue, which could serve to reduce the total deficit.
- Local funding participants could include the City of Winchester, Frederick County, the Town of Stephens City, and potential business partners.

Vehicles and Capital

- Vehicles could be included within an operating contract, or vehicles could be purchased/leased.
- Vehicles are about \$175,000 each, with up to 96% federal and state subsidy typically available.
- Bus stop signs and infrastructure would also be needed in the corridor.

Alternative #2 – Deviated Fixed Route from Stephens City to Laurel Ridge Community College

A possible second route or route segment could be provided from the Stephens City Town Offices to Laurel Ridge Community College. This segment could be offered in addition to the Stephens City – Winchester route or as an alternating leg with either the eastern section of the route that serves areas east of I-81 or the northern section that serves Winchester. This route is relatively short, with a round trip mileage of nine miles. A map of the route is provided in Figure 4-3.

This route extension includes only a small portion of the Winchester-Frederick County Urbanized area (the Stephens City area), so most of this route segment is within a rural area and could be eligible for FTA Section 5311 rural area funds through DRPT after any potential demonstration funding is depleted.

The potential impacts of this route are outlined in Table 4-3.

Figure 4-3: Deviated Fixed Route between Stephens City and LRCC



Table 4-3: Potential Impacts of a Stephens City – LRCC Route

Advantages	Disadvantages
<ul style="list-style-type: none"> • Provides access to LRCC for people who live in the Stephens City area. • Addresses needs that have been articulated by stakeholders and the public. • Serves a portion of the Route 11 Corridor in Frederick County. 	<ul style="list-style-type: none"> • May not be sustainable as a stand-alone route but could work in conjunction with segments to Winchester and to the east along Fairfax Pike.
Cost Estimate	Ridership Impacts
<ul style="list-style-type: none"> • If the schedule for this route were to be 7:00 a.m. to 6:00 p.m., M-F, the total annual vehicle hours would be about 2,805. This would equate to an annual operating cost of about \$224,400. <p>Demonstration Grant</p> <ul style="list-style-type: none"> • \$224,400 total - \$179,520 state; \$44,880 local • Local split two ways: \$22,440 <p>Traditional Grant</p> <ul style="list-style-type: none"> • \$224,400 total - \$112,200 federal; \$56,100 state; \$56,100 local • Local split two ways: \$28,050 <p>These funding scenarios do not include potential fare revenue or advertising revenue, which could serve to reduce the total deficit. Local funding participants could include Frederick County, Town of Stephens City, LRCC, and local business partners.</p> <p>Vehicles and Capital</p> <ul style="list-style-type: none"> • A vehicle could be included within an operating contract, or a vehicle could be purchased/leased. • Vehicles are about \$175,000 each, with up to 96% federal and state subsidy typically available. • Bus stop signs and infrastructure would also be required. 	<ul style="list-style-type: none"> • As a stand-alone route, the ridership is expected to be relatively low, as there is not a major population base on the western side of I-81.

Alternative #3 – Blended Option of #1 and #2

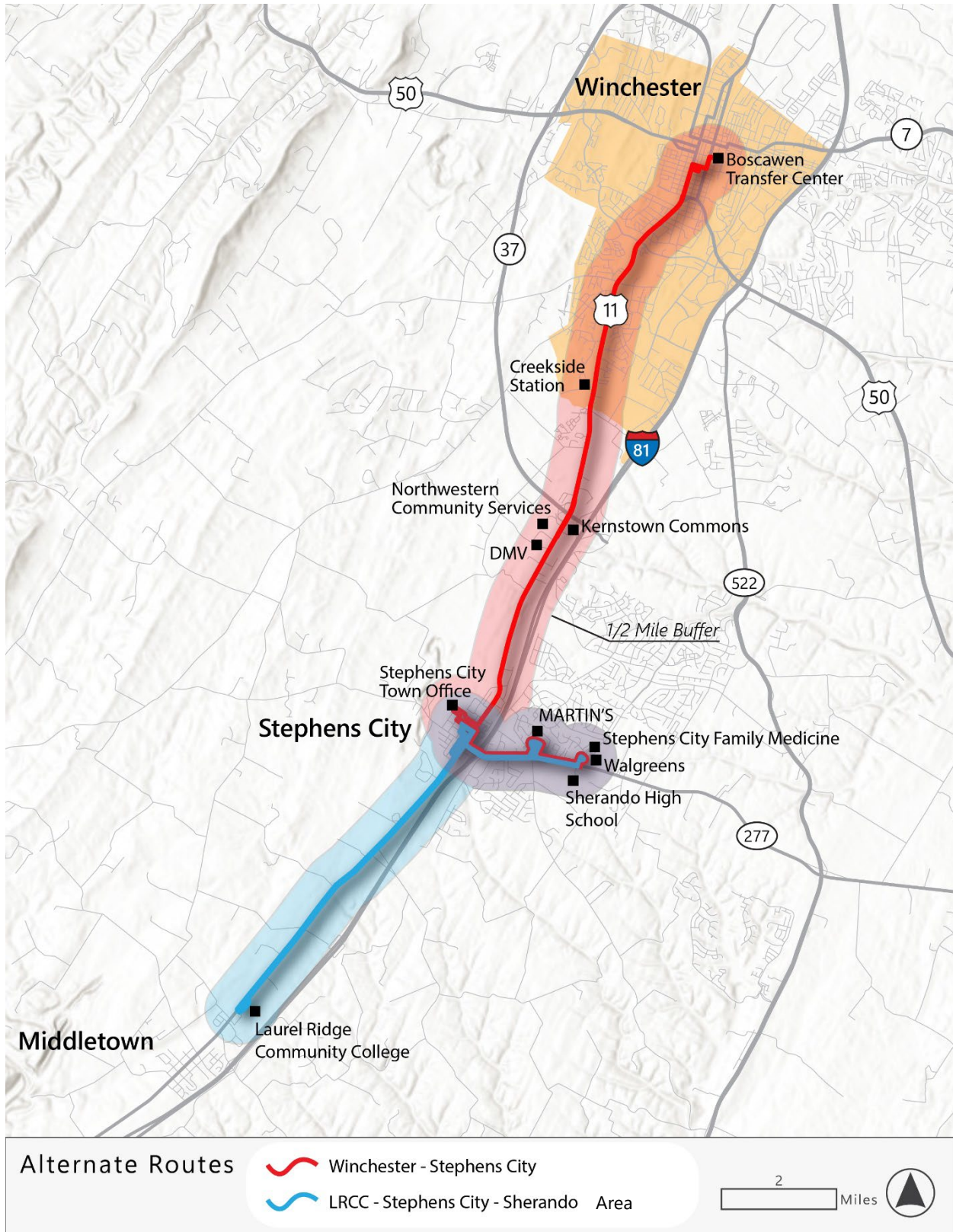
A third option that could be considered to improve service in the MPO region would be to develop a blend of the first two alternatives. This option would include one route that operated like Alternative #1, providing service between Winchester and the Sherando area. The second route would provide service between LRCC and the Sherando area. This scenario would include one vehicle on each route. The corridor between the Stephens City Town Offices and the Sherando area would have the highest level of service, with lower frequencies between Stephens City and Winchester and between Stephens City and LRCC. The impacts of this option are outlined in Table 4-4 and the map is provided as Figure 4-4.

Table 4-4: Blended Service Option – Potential Impacts

Advantages	Disadvantages
<ul style="list-style-type: none"> • Provides mobility for Stephens City residents, Winchester residents, and Frederick County residents who live in the corridors served. • Provides needed connections to Northwestern Community Services and the DMV. • Provides linkages to LRCC from the Stephens City Area – both from the Town and from the Sherando area. • Provides a relatively high level of service between the Stephens City Town Offices and the Sherando area. • Complements WinTran’s proposed service changes that would eliminate fixed route service on a portion of Valley Avenue that currently has service. • Addresses needs that have been articulated by stakeholders and the public. • Provides a pilot opportunity to address regional transportation in the WinFred MPO area. 	<ul style="list-style-type: none"> • Provides a relatively low frequency of service in between Winchester and Stephens City. • Provides a relatively low frequency of service to LRCC.

Cost Estimate	Ridership Impacts
<ul style="list-style-type: none"> For a Monday – Friday service that operated from 6:00 a.m. to 7:00 p.m. the total annual operating cost is estimated to be \$530,400 for two vehicles in operation. These costs could be subsidized as follows: <p>Demonstration Grant</p> <ul style="list-style-type: none"> \$530,400 total - \$424,320 state; \$106,080 local Local split two ways: \$53,040 each Local split three ways: \$35,360 each <p>Traditional Grant</p> <ul style="list-style-type: none"> \$530,400 total - \$265,200 federal; \$132,600 state. <ul style="list-style-type: none"> \$132,600 local Local split two ways: \$66,300 each. Local split three ways: \$44,200 each. <p>These funding scenarios do not include potential fare revenue or advertising revenue, which could serve to reduce the total deficit. Local funding participants could include the City of Winchester, Frederick County, the Town of Stephens City, LRCC, and local business partners.</p> <p>Vehicles and Capital</p> <ul style="list-style-type: none"> Vehicles could be included within an operating contract, or vehicles could be purchased/leased. Vehicles are about \$175,000 each, with up to 96% federal and state subsidy typically available. Bus stop signs and infrastructure would also be required in the corridors. 	<ul style="list-style-type: none"> The combined service is estimated to achieve about 22,000 annual passenger trips. The leg between Sherando and Winchester is likely to have higher productivity than the leg between Sherando and LRCC.

Figure 4-4: Blended Service Option



Alternative #4 – Deviated Fixed Route from Boscawen Street Transfer Stop to Berryville Road via Senseny Road and Valley Mill Road

Upon presentation of the alternatives to the study committee, a committee member indicated that the County had received a request for service from Senseny Place, which is a 55+ apartment community located at 1527 Senseny Road. The concept for this route is to develop a fixed route or deviated fixed route that travels east along Cork Street through the City of Winchester, and then into the County along Senseny Road. The route would then travel north along Greenwood Road, west along Valley Mill Road, and then turn right onto Berryville Pike and left into Regency Lakes, then serve the Winchester Gateway shopping center. The route would make a return trip following the same route. With a round-trip route length of about 12 miles, one vehicle could provide hourly headways. The proposed route is shown in Figure 3-5. It does not include the deviation buffer, pending discussion.

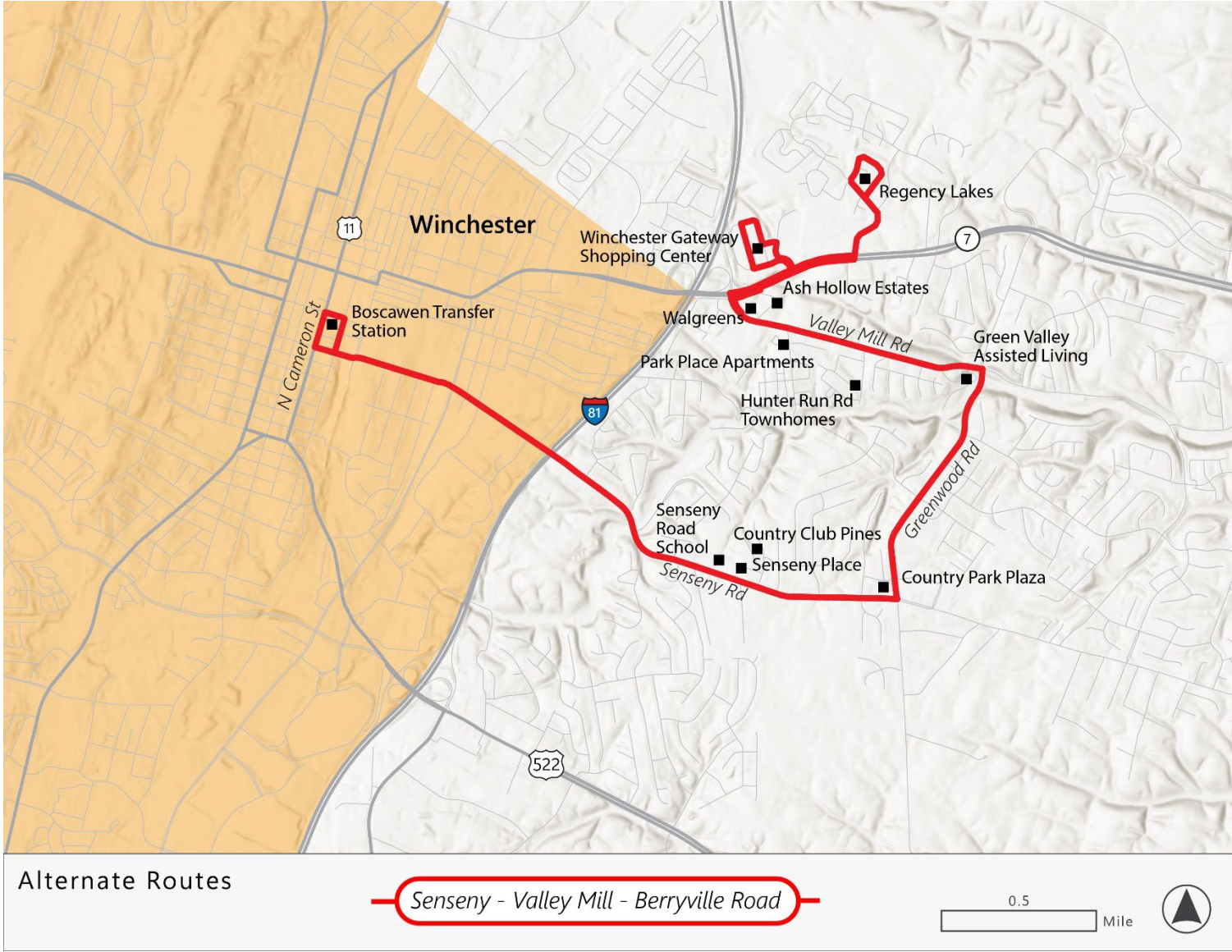
In addition to Senseny Place, this route would serve several multi-family communities near Senseny Road and along Valley Mill Road as well as Daniel Morgan Middle School and the Senseny Road School, and the Regency Lakes community. The route would provide connections to grocery stores, pharmacies, downtown Winchester, and the WinTran route network. The potential impacts of this route are outlined in Table 4-5.

Table 4-5: Senseny Road – Valley Mill Road Potential Impacts

Advantages	Disadvantages
<ul style="list-style-type: none"> • Provides mobility for city and county residents living in the corridor, offering access to shopping as well as the full WinTran route network. • There is likely sufficient population density through the corridor served to offer either a fixed route or a deviated fixed route. • Provides hourly, bi-directional service through the corridor. • Addresses a need that has been articulated by stakeholders and the public. • Provides a pilot opportunity to address regional transportation in the WinFred MPO area. 	<ul style="list-style-type: none"> • The only disadvantage is cost.

Cost Estimate	Ridership Impacts
<ul style="list-style-type: none"> If the schedule for this route were to be 6:00 a.m. to 7:00 p.m., M-F, the total annual vehicle hours would be about 3,315. This would equate to an annual operating cost of about \$265,200. <p>Demonstration Grant</p> <ul style="list-style-type: none"> \$265,200 total - \$212,160 state; \$53,040 local Local split two ways: \$26,520 <p>Traditional Grant</p> <ul style="list-style-type: none"> \$265,200 total - \$132,600 federal; \$66,300 state; \$66,300 local Local split two ways: \$33,150 These funding scenarios do not include potential fare revenue or advertising revenue, which could serve to reduce the total deficit. Local funding participants could include Frederick County, the City of Winchester, and local business partners. <p>Vehicles and Capital</p> <ul style="list-style-type: none"> A vehicle could be included within an operating contract, or a vehicle could be purchased/leased. Vehicles are about \$175,000 each, with up to 96% federal and state subsidy typically available. Bus stop signs and infrastructure would also be required. 	<ul style="list-style-type: none"> This route is likely to be able to achieve between four and five passenger trips per revenue hour. This equates to between about 15,000 annual passenger trips for a one vehicle system.

Figure 4-5: Winchester- Senseny Road – Valley Mill Road – Regency Lakes – Winchester Gateway



Alternative #5 – Microtransit Service for other Areas

Microtransit is a demand response service that typically uses smaller vehicles and mobile technology to provide dynamic routing and curb-to-curb or corner-to-corner service. Customers can use a smartphone application (app) to schedule and pay for a ride within a specific geofenced zone. Public transportation agencies that have implemented microtransit also typically have telephone scheduling options for those riders who do not have smart phones.

The most logical application for microtransit service in the WinFred MPO area would be to use it to extend the reach of the current WinTran service into areas of Frederick County adjacent to the City, as well as for well-defined, compact service areas.

Some specific areas include the industrial areas north of the City of Winchester, the areas southeast of Winchester in the U.S. Route 50/17 corridor and the U.S. 522 corridor. The goal would be to target particular areas where demand is likely (such as: NWRDC to local industries; locations within Winchester to the Department of Parole and Probation). The key to success for microtransit is to design zones that are large enough to include both origins and destinations, yet small enough so that the service is timely. Note that federal Section 5307 Urbanized Area funding for any new service within the Winchester-Frederick County Urbanized Area would have to be negotiated with the City of Winchester.

As previously discussed, WinTran is in the process of implementing microtransit as an integral part of their transit program. WinTran's pilot program will provide a good test case of how microtransit could potentially work in the WinFred MPO area and the zones could potentially include some areas of Frederick County.

The cost structure for microtransit is like demand-response service, with the additional start-up expense of the phone-based application that is used by customers to schedule trips. Productivity for microtransit services is also like that of demand-response service (typically a low of 1-2 passengers per hour to a high of 5-6 passengers per hour). For example, WinTran's FY2023 demand response productivity was 1.97 passenger trips per revenue hour and the fixed route productivity was 12.13 passenger trips per revenue hour.² The potential impacts of implementing a microtransit program in the MPO area are outlined in Table 4-6.

² DRPT Website, Data Portal, Transit Performance Data, viewed 10/18/2023.

Table 4-6: Potential Impacts of Microtransit Service

Advantages	Disadvantages
<ul style="list-style-type: none"> • Offers a flexible option to serve areas that may not have sufficient demand for fixed route service. • Responds to the opinions offered on the public survey, which indicated that fixed route and microtransit were the top two desired modes. • Complements the planned WinTran microtransit program. 	<ul style="list-style-type: none"> • Limited in the number of passengers that can be served. • Relatively high cost per trip due to productivity constraints. • Requires that passengers either use an app or phone ahead for service.
Cost Estimates	Ridership Impacts
<ul style="list-style-type: none"> • If microtransit were to be offered Monday through Friday from 6:00 a.m. to 7:00 p.m., the range of service hours would be as follows: 1 vehicle – 3,315 annual hours; 2 vehicles – 6,630 annual hours; and 3 vehicles – 9,945 annual hours. • The annual operating costs would range from about \$232,050 to \$696,150. • The start-up expense for the application is estimated to be about \$200,000. <p>The operating costs could be subsidized as follows:</p> <p>Demonstration Grant</p> <ul style="list-style-type: none"> • Low - \$232,050 total - \$185,640 state; \$46,410 local • Local split two ways: \$23,205 • High - \$696,150 total - \$556,920 state; \$139,230 local • Local split two ways: \$69,615 <p>Traditional Grant</p> <ul style="list-style-type: none"> • Low - \$232,050 total - \$116,025 federal; \$58,013 state; \$58,013 local • Local split two ways: \$29,006 each. • High - \$696,150 total - \$348,075 federal; \$174,038 state; \$174,038 local <p>These funding scenarios do not include potential fare revenue or advertising revenue, which could serve to reduce the total deficit. Local funding participants could include the City of Winchester, Frederick County, and local business partners.</p>	<ul style="list-style-type: none"> • Depending upon where the service is provided, microtransit could provide between two and four passenger trips per revenue hour. This would equate to between about 9,945 trips for a one-vehicle operation to 29,835 trips for a three-vehicle operation.

Vehicles and Capital

- Note that vehicles could be included within an operating contract, or vehicles could be purchased/leased.
- Vehicles for microtransit are about \$90,000 each, with up to 96% federal and state subsidy typically available.
- As a demand-response service, bus stop infrastructure is not required, but could be implemented to signify pick-up locations.

Organizational Options

If public transportation options are to be implemented in the MPO area, it is vital that a local entity serve as the lead agency to build consensus for the services, establish local funding commitments, and perform grant administration and oversight functions. The following potential options are described in this section:

- City of Winchester as the lead agency
- Frederick County or the Town of Stephens City as the lead agency
- Northern Shenandoah Valley Regional Commission as lead agency
- Development of a multi-jurisdictional transit organization

City of Winchester

If there is interest from the City and staff availability, the most obvious short-term choice to oversee any new services in the MPO region would be the City of Winchester. As outlined within the service alternatives, the proposed Route 11 corridor service provides service within the city, as well as to areas outside the city that may be of interest to city residents.

The City of Winchester is the current designated recipient for the FTA's Section 5307 Urbanized Area funding program. These funds help support public transportation services in the Winchester-Frederick County urbanized area, with a local match ratio of up to 50% for operating expenses and up to 80% for capital expenses (which includes ADA paratransit and preventive maintenance). While service is only currently available primarily within the City, any public transit services operated within the urbanized area would be eligible for assistance through the program, up to the designated award amount for the urbanized area.

If the City were to take on the responsibility of serving as the lead agency, there would need to be some agreements among the local partners with regard to funding the local match portion of the annual operating expenses. The advantages and disadvantages of the City serving as the lead agency are outlined in Table 4-7.

Table 4-7: Advantages and Disadvantages for City of Winchester Serving as Lead Agency

Advantages	Disadvantages
<ul style="list-style-type: none"> • The City is the established transit provider in the area and is familiar with DRPT and FTA grant and oversight requirements. • Any new services provided outside of the City could be seamlessly coordinated with current WinTran services if the City operated the MPO services also. • City participation may be the only way that FTA S.5307 funds could be accessed unless a split arrangement could be negotiated with another agency. • There is precedent for WinTran to serve outside of the City with its route to LRCC. • Easy to implement, requiring only an inter-governmental agreement to expand the base of service into Frederick County. 	<ul style="list-style-type: none"> • It may be beyond the City's mission to serve as lead agency for MPO area transit services. • May not be an effective structure to address rural public transportation needs. • Does not create ownership of the program for the County or for Stephens City.

Frederick County or Stephens City

Either Frederick County or the Town of Stephens City could serve as the lead agency for transit services in the MPO region. Both entities are eligible to be subrecipients of federal and state funding for public transportation services, though neither currently has experience administering federal or state transit grants. Under this scenario, it would be likely that a contractor would be hired to run the service. There could also be an intergovernmental agreement whereby the County or Stephens City administers the program, but the City of Winchester operates the service. The advantages and disadvantages of either the County or Stephens City serving as the lead agency are outlined in Table 4-8.

Table 4-8: Advantages and Disadvantages for either Frederick County or the Town of Stephens City Serving as Lead Agency

Advantages	Disadvantages
<ul style="list-style-type: none"> • The primary areas of unmet need are in Frederick County so it may make sense for the County to serve as the lead agency. • The Town of Stephens City has shown the most interest in developing a new public transportation service to serve its residents. • Having the County or the Town as the lead agency would create ownership of the program. 	<ul style="list-style-type: none"> • A split letter would be needed to access S. 5307 funding. • For Stephens City as lead – would constrain future growth of program to areas outside of Stephens City. • For Frederick County as lead – the County has not shown interest in serving as a lead agency for public transportation. • Neither entity has experience managing FTA or DRPT grants.

Northern Shenandoah Valley Regional Commission

The Northern Shenandoah Valley Regional Commission (NSVRC) is also eligible to receive federal and state funding for public transportation services. NSVRC recently served in this capacity to assist in the development of ShenGO, the relatively new public transportation service in Shenandoah County. Under this arrangement, a contractor would be hired to run the service. There could also be an intergovernmental agreement whereby the NSVRC administers the program, but the City of Winchester operates the service. The advantages and disadvantages of NSVRC serving as the lead agency are outlined in Table 4-9.

Table 4-9: Advantages and Disadvantages for the NSVRC serving as Lead Agency

Advantages	Disadvantages
<ul style="list-style-type: none"> • The NSVRC has experience managing FTA and DRPT grants. • The NSVRC has been successful in administering a DRPT demonstration grant for Shenandoah County. • The NSVRC is a regional entity with impartiality to its members. • Oversight by a regional entity may lay the foundation for a future regional system. 	<ul style="list-style-type: none"> • A split letter would be needed to access S. 5307 funding. • The individual jurisdictions may not feel ownership of the program.

Development of a Regional Transit Entity

Ultimately a regional transit entity is likely to be the most effective structure for providing regional transportation services in the MPO area and potentially to a broader area. The regional transit authority model has worked well in the Williamsburg area, which formed a transit authority in 2008 that is currently comprised of James City County, York County, and the City of Williamsburg. The creation of a regional transportation authority (RTA) would require a strong regional consensus and subsequent enabling legislation. Many aspects related to the formation of an RTA would need to be considered and determined, including the role and structure of a governing board. RTA members could include the City of Winchester, Frederick County, and the Town of Stephens City to start. Table 4-10 provides an overview of the advantages and disadvantages of forming an RTA in the region.

Table 4-10: Advantages and Disadvantages of Creating an RTA

Advantages	Disadvantages
<ul style="list-style-type: none"> • Provides the ability to develop a dedicated funding source. • Seamless transit services could be provided. • Would create an entity completely focused on public transportation, with ownership from member jurisdictions. • Would be able to effectively address both urban and non-urban public transportation needs. • Would allow for S.5307 funding to be used in the MPO area if the regional authority became the designated recipient. 	<ul style="list-style-type: none"> • Requires legislation to be enacted by the Virginia General Assembly. • Creates a new entity that will have a variety of administrative and financial needs that are currently provided by the City (i.e., accounting, legal, cash flow management, human resources, risk management, insurance, etc.). • Jurisdictions may feel loss of local autonomy.

Federal and State Funding Discussion

In order for any public transportation option to be financially viable, it will be necessary to access formula-based grant assistance from the Federal Transit Administration (FTA) and the Virginia Department of Rail and Public Transportation. FTA formula grant assistance for urban areas is funded through the Section 5307 program and formula grant assistance for rural areas is funded through the Section 5311 program. Funds from the Section 5307 program are typically administered directly through the FTA, while the rural funds are administered through DRPT.

Services in the WinFred MPO area that primarily serve the urbanized area are only eligible to receive federal public transportation formula funding through the Section 5307 program. The City of Winchester is the designated recipient for these funds. Any expansion outside of the city but within the urbanized area would need to negotiate with the city for a portion of these funds. It should be noted that the population of the urbanized area, including areas within Frederick County, is a major factor in the formula used to determine the level of financial assistance provided for the urbanized area.

Services that primarily serve rural areas are eligible for funding assistance under the Section 5311 formula program. These funds flow from the FTA to DRPT based on a legislative formula that includes land area, population, revenue vehicle miles, and low-income population in rural areas.³ DRPT can allocate these funds at their discretion, as long as the funds are used to provide rural public transportation services. There is also a set-aside for intercity bus services, which DRPT uses to help fund the Virginia Breeze service.

Federal matching ratios for both Section 5307 and Section 5311 are: 80% federal match for capital and 50% federal match for operating (for small-urban areas). There are some nuances to the capital match, including provisions for preventive maintenance and ADA paratransit to be funded at the 80% level.

DRPT also has a demonstration program so that communities who are looking to test a public transportation pilot program can do so. The demonstration program uses state funds, with a matching ratio of 80% state funding and 20% local funding. Communities can apply for these funds during the annual DRPT grant cycle. A feasibility study is usually required and there needs to be a plan in place to fund service once the demonstration period has ended (typically about two years).

³ Federal Transit Administration Website. Viewed 3/30/2024.

Summary

The review of existing public transportation services in the MPO area revealed that public transportation is available within the City of Winchester and that particular client groups in other parts of the MPO area have access to limited services targeted to medical transportation. There are limited public transportation options outside of the City of Winchester currently.

The alternatives developed focus on providing public transportation options so that Stephens City area residents have access to activities of daily life, as well as access to the City of Winchester and potentially LRCC. A second fixed or deviated fixed route was developed to serve the Senseny Road – Valley Mill Road area east of Winchester. A microtransit service alternative was also developed and is considered as a future endeavor pending the results of how the service works within the City of Winchester.

Note that the alternatives presented should be considered draft and can be adjusted as necessary pending stakeholder input. It is acknowledged that there are additional unmet needs in the MPO area and that these alternatives serve as a starting point for addressing them. Table 4-11 provides a summary of the service options developed for review. Organizational options and funding issues have also been discussed.

Table 4-11: Summary of Service Alternatives

Service and Capital Improvement Proposals	Total Annual Operating Costs - FY23 Dollars	Total Annual Local Funding Required- Demo	Total Annual Local Funding Required- Traditional	Vehicles and Other Capital	Start-Up App	Capital Cost Estimated Local Share
Alternative #1 - Stephens City- Winchester - 1 vehicle	\$265,200	\$53,040	\$66,300	\$195,000		\$7,800
Alternative #1 - Stephens City- Winchester 2 vehicles	\$530,400	\$106,080	\$132,600	\$370,000		\$14,800
Alternative #2 - Stephens City - LRCC 1 vehicle	\$224,400	\$44,880	\$56,100	\$185,000		\$7,400
Alternative #3- Blended- Winchester-SC-LRCC - 2 vehicles	\$530,400	\$106,080	\$132,600	\$380,000		\$15,200
Alternative #4 - Senseny Road - Valley Mill - 1 vehicle	\$265,200	\$53,040	\$66,300	\$195,000		\$7,800
Alternative #5 - Microtransit - 1 vehicle	\$232,050	\$46,410	\$58,013	\$90,000	\$200,000	\$11,600
Alternative #5 - Microtransit - 2 vehicles	\$464,100	\$92,820	\$116,025	\$180,000	\$200,000	\$15,200
Alternative #5 - Microtransit - 3 vehicles	\$696,150	\$139,230	\$174,038	\$270,000	\$200,000	\$18,800

Chapter 5

Implementation Plan

Introduction

After several months of discussion regarding the options proposed in Chapter 4, it became apparent that buy-in for the implementation of transit services from local political leaders will be needed in order to move forward. A basic implementation plan is presented within this chapter, and it focuses on starting with a small pilot program in collaboration with the City of Winchester, and building from there as political support and consensus grows.

Working with the City will be essential, as the City is the designated recipient of the Federal Transit Administration's (FTA) Section 5307 Urbanized Area Formula funding. This federal funding is intended to support public transportation services within the Winchester Urban area.

Phase 1 – Microtransit

A microtransit pilot project is recommended for the first phase of transit service provision in selected areas of the urbanized area of Frederick County. This program would build on the microtransit program that Winchester Transit is currently implementing - WinReady. The concept is to expand the City's microtransit zones to key origins and destinations that are close to the City of Winchester. These areas could include the following:

- An area south of the City of Winchester along Route 11, to serve the Department of Motor Vehicles, Northwestern Community Services, and the Kernstown Commons area and potentially south to Stephens City.
- Senseny Road to Senseny Place.
- The Fort Collier Road area, serving the Northwestern Regional Adult Detention Center to major employers north of the City.
- The Parole and Probation office, which is located in the 522 South Corridor, less than one mile from the city border.

Under this concept the County would pay the local share for the operation of one to two additional microtransit vehicles to be added to the city's service. It is envisioned that the services would be integrated with the WinReady service.

Estimated Ridership

Ridership levels on microtransit are limited by the ability of the vehicles to get from point A to point B and back in a timely manner. The productivity of the service is that of demand-response, which is heavily dependent upon how close the origins and destinations are to one another and how many riders can be grouped together. A highly productive demand response service could achieve a high of five to six trips per revenue hour, while a typical service sees closer to two to three trips per revenue hour. Given the likeliness of larger zones outside of the city, productivity would likely be on the lower end. A ballpark estimate of two passenger trips per revenue hour would result in about 6,030 passenger trips per year per vehicle.

Expenses and Funding

Operating

The fully- allocated cost to operate one vehicle, Monday through Friday, from 6:00 a.m. to 7:00 p.m. is approximately \$265,000 annually. This is based on 3,315 annual revenue hours at \$80 per revenue hour. Two vehicles would be twice that amount, or about \$530,000 annually.

Assuming that the service would be funded through the Federal Section 5307 program and state operating assistance, the federal, state, and local amounts are estimated in Table 5-1. These estimates use the typical funding ratios for federal and state funding. Note that it is not a given that these funds will be available. Note that the local match could come from the County, as well as from local funding partners such as major employers.

Table 5-1: Estimated Operating Expenses for Microtransit

	Operating Expenses	Estimated Fares	Net Deficit	Federal	State	Local
One Vehicle	\$265,200	\$13,260	\$251,940	\$125,970	\$62,985	\$31,493
Two Vehicles	\$530,400	\$26,520	\$503,880	\$251,940	\$125,970	\$62,985

Capital

It is anticipated that small accessible transit vehicles would be used for this service. These vehicles are currently about \$130,000 each, depending upon the options chosen. Capital funding through the Virginia Department of Rail and Public Transportation (DRPT) is typically available at the following match ratio: 80% federal; 16% state; 4% local. Using this traditional formula, the local match for two vehicles would be \$10,400, assuming federal and state funds were to be available.

Future Services

As documented in this study, as well as in the 2009 Transit Feasibility Study, there is likely to be demand for transit services in several corridors that extend out from the City of Winchester and into Frederick County. Once a base level of demand is established through the microtransit program, high demand corridors could be shifted to fixed route or deviated fixed route services to accommodate more riders.

The number one corridor, as indicated through this study process, was for service from Winchester through Stephens City, and on to Laurel Ridge Community College. The alternatives discussed in Chapter 4 also brought the route east of Stephens City to serve the shopping and housing areas in Frederick County, east of Stephens City.

Another important transit corridor exists east of Winchester, along Senseny Road, Valley Mill Road, and Berryville Road. A route to address these areas is also described in Chapter 4.

During the study process, the team also heard that there is a need for additional rural transit services, which are more suited for a demand-response or microtransit service model.

Appendix A

Trip Generators

Human Service Agency Destinations	Address	City	Zip
Rouss City Hall	15 N Cameron St	Winchester	22601
Top of Virginia Chamber of Commerce	509 Airport Road Ste 200	Winchester	22602
Frederick County Economic Development Commission	45 E Boscawen St	Winchester	22601
Access Independence	324 Hope Dr	Winchester	22601
Adult Care Center of the Northern Shenandoah Valley	411 N. Cameron St, Suite 100	Winchester	22601
AIDS Response Effort, Inc.	124 W Piccadilly St	Winchester	22601
The Arc of Northern Shenandoah Valley	324 Hope Dr	Winchester	22601
Blue Ridge Hospice	333 W Cork St	Winchester	22601
Blue Ridge Legal Services	303 S Loudoun St	Winchester	22601
C-CAP	112 S Kent St	Winchester	22601
Child Support District Office	629 Cedar Creek Grade, Suite A	Winchester	22601
Concern Hotline, Inc.	301 N Cameron St	Winchester	22601
Council on Alcoholism Lord Fairfax Community Inc.	512 S Braddock St	Winchester	22601
Department of Rehabilitative Services	20 Ricketts Dr	Winchester	22601
Faith in Action-Winchester/Frederick/Clarke	301 N Cameron St	Winchester	22601
Frederick County Department of Social Services	107 N. Kent St.	Winchester	22601
Frederick County Senior Center	5291 Main St	Stephens City	22655
Goodwill Winchester	2592 Valley Ave	Winchester	22601
Blue Ridge Habitat for Humanity	400 Battaile Dr	Winchester	22601
Healthy Families Northern Shenandoah Valley	301 N Cameron St	Winchester	22601
Hispanic Ministries	102 Montague Ave	Winchester	22601
The Laurel Center--The Shelter for Abused Women	PO Box 14	Winchester	22604
Literacy Volunteers-Winchester Area	301 N Cameron St	Winchester	22601
Northwestern Community Services	170 Prosperity Dr	Winchester	22602
NW Works, Inc.	3085 Shawnee Dr	Winchester	22601
Our Health, Inc.	329 N Cameron St	Winchester	22601
Outreach to Asian Nationals	261 Bethany Hill Dr	Winchester	22603
The Salvation Army (Emergency Shelter)	300 Fort Collier Rd	Winchester	22601
Union Rescue Mission of Winchester	435 N Cameron St	Winchester	22601
United Way of Northern Shenandoah Valley	329 N Cameron St	Winchester	22601
Valley Health	1840 Amherst St	Winchester	22601
Winchester Senior Center	1001 E Cork St	Winchester	22601
Winchester/Frederick County Red Cross	561 Fortress Dr	Winchester	22601
Winchester VEC Field Office	419 N Cameron St	Winchester	22602
Winchester Social Services Department	24 Baker St	Winchester	22601

Major Medical Destinations	Address	City	Zip
Acare Medical Center	3046 Valley Ave #100	Winchester	22601
Behavioral Resources, PLC	134 W Picadilly St	Winchester	22601
First Choice Medical Clinic	1804 Plaza Dr	Winchester	22601
Free Medical Clinic of Northern Shenandoah Valley	301 N Cameron St	Winchester	22601
Omega Medical	840 N Kent St # 7	Winchester	22601
Privia Medical Group	1104 Amherst St STE 200	Winchester	22601
Selma Medical Associates	104 Selma Dr	Winchester	22601
Sinclair Health Clinic	301 N Cameron St #100	Winchester	22601
Stephens City Family Medicine	160 Warrior Dr	Stephens City	22655
VA Clinic	20 South Stewart Street	Winchester	22601
Valley Health Urgent Care	607 E Jubal Early Dr	Winchester	22601
Valley Health Urgent Care Rutherford Crossing	160 Merchant St.	Winchester	22603
Valley Health Winchester Medical Center	1840 Amherst St.	Winchester	22601
Winchester Family Health Center	1440 Amherst St	Winchester	22601
Winchester Family Health Center	611 E. Jubal Early Dr	Winchester	22601

Employment Destinations	Address	City	Zip
Amazon	281 Woodbine Rd	Clear Brook	22624
American Woodmark Corporation	561 Shady Elm Rd	Winchester	22602
Annandale Millwork Corporation	220 Arbor Ct #4534	Winchester	22602
Army Corps of Engineers	201 Prince Frederick Dr	Winchester	22602
City of Winchester	15 North Cameron Street	Winchester	22601
Continental	1944 Valley Ave	Winchester	22601
Costco	251 Front Royal Pike	Winchester	22602
County of Frederick	107 N Kent St	Winchester	22601
FBI	57 Cedar Creek Grade B	Winchester	22601
FBI Central Records Complex	200 Constitution Dr	Winchester	22602
FEMA	430 Market St	Winchester	22603
Frederick Co Public Schools	1415 Amherst Street	Winchester	22601
Grafton School, Inc.	P.O. Box 2500	Winchester	22604
HP Hood	160 Hood Wy	Winchester	22602
Kohl's Department Stores	2194 S Pleasant Valley Rd	Winchester	22601
Kraft Heinz Company	220 Park Center Dr	Winchester	22603
Laurel Ridge Community College	173 Skirmisher Ln	Middletown	22645
Lowe's Home Centers, Inc.	2200 S Pleasant Valley Rd	Winchester	22601
Martin's Food Market	400 Gateway Dr	Winchester	22603
McKesson	4027 Martinsburg Pike	Clear Brook	22624
Metromont Corporation	219 Stine Ln	Winchester	22603
Monoflo	882 Baker Ln	Winchester	22603
Navy Federal Credit Union	141 Security Drive	Winchester	22601
Newell Brands Industries	3124 Valley Ave	Winchester	22601

Employment Destinations	Address	City	Zip
Shenandoah University	1460 University Dr	Winchester	22601
Target Corp	191 Market St	Winchester	22603
The Home Depot	2350 Legge Blvd	Winchester	22601
Thermo Fisher Scientific	8365 Valley Pike	Middletown	22645
Trex	3229 Shawnee Dr	Winchester	22602
Valley Health System	1840 Amherst St	Winchester	22601
Walmart	2350 S Pleasant Valley Rd	Winchester	22601
Westminster Canterbury	300 Westminster Canterbury Dr	Winchester	22603
Winchester City Public Schools	598 N. Kent Street	Winchester	22601

Education Destinations	Address	City	Zip
Admiral Richard E. Byrd Middle	134 Rosa Lane	Winchester	22602
Daniel Morgan Middle School	48 S Purcell Ave	Winchester	22601
Dowell J. Howard Center	156 Dowell J Circle	Winchester	22602
Frederick County Middle School	4661 N Frederick Pike	Winchester	22601
Grafton School	120 Bellview Avenue	Winchester	22601
James Wood High	161 Apple Pie Ridge Road	Winchester	22603
James Wood Middle School	1313 Amherst St	Winchester	22601
John Handley High School	425 Handley Blvd	Winchester	22604
Laurel Ridge Community College	173 Skirmisher Ln	Middletown	22645
Millbrook High	251 First Woods Drive	Winchester	22603
Northwestern Regional Educational Programs	1481 Senseny Road	Winchester	22602
Robert E. Aylor Middle	471 White Oak Road	White Post	22663
Shenandoah University	1460 University Dr	Winchester	22601
Sherando High	185 South Warrior Drive	Stephens City	22655

Shopping Destinations	Address	City	Zip
Aldi	221 Kernstown Commons Blvd	Winchester	22602
Apple Blossom Mall	1850 Apple Blossom Dr	Winchester	22601
Centre at Winchester	Patsy Cline Blvd and Legge Blvd	Winchester	22601
Costco Wholesale	251 Front Royal Pike	Winchester	22602
Creekside Station	3103 Valley Ave	Winchester	22602
Crossroads Grocery & Fruit	119 Cedar Grove Rd	Winchester	22603
CVS	1725 Amherst St	Winchester	22601
CVS	840 Berryville Ave	Winchester	22601
CVS	2207 Valley Ave	Winchester	22601

Shopping Destinations	Address	City	Zip
CVS	2340 Legge Blvd	Winchester	22601
CVS	191 Market St	Winchester	22601
CVS	1379 N Frederick Pke	Winchester	22603
Dale's Grocery	702 N Cameron St	Winchester	22601
Delco Plaza	182 Delco Plaza	Winchester	22602
Dollar General	2824 Valley Ave	Winchester	22601
Dollar General	321 Fairfax Pike	Stephens City	22655
El Chaparro II	2160 S Loudoun St	Winchester	22601
Family Dollar	2222 Valley Ave	Winchester	22601
Food Maxx	1107 Berryville Ave	Winchester	22601
Fredericktowne Crossing Shopping Center	226 Elizabeth Dr	Stephens City	22655
Gainesboro Market	4780 N Frederick Pike	Winchester	22603
La Buena Fe Supermarket	116 Featherbed Ln	Winchester	22601
La centro Americana Latín Market	805 N Loudoun St Suite 101	Winchester	22601
Lantz Pharmacy & Gifts	5015 Main St	Stephens City	22655
Martin's Food Market	1950 S Pleasant Valley Rd	Winchester	22601
Martin's Food Market	1950 S Pleasant Valley Rd	Winchester	22603
Martins Food Markets	200 Rivendell Ct	Stephens City	22655
Martins Food Markets	400 Gateway Dr	Stephens City	22655
Martin's Food Store Pharmacy	200 Rivendell Ct	Winchester	22603
Martin's Food Store Pharmacy	1950 S Pleasant Valley Rd	Winchester	22601
Martin's Pharmacy	400 Gateway Dr	Stephens City	22655
Medical Circle Pharmacy Inc.	125 Medical Cir	Winchester	22601
Mercado Latino Santa Fe	2828 Valley Ave	Winchester	22601
Mundo fresco	742 Baker Ln	Winchester	22603
Namaste Winchester Market	107 Millwood Ave	Winchester	22601
Oakhill Groceries	2708 Berryville Pike	Winchester	22603
Orellana Grocery	1855 Senseny Rd	Winchester	22602
Paraiso Deli & Grocery	744 Berryville Ave	Winchester	22601
ROTZ Pharmacy Inc	1338 Amherst St	Winchester	22601
Round Hill Shopping Center	2578 Northwestern Pike	Winchester	22603
Sharp Shopper Grocery Outlet	802 Berryville Ave #1	Winchester	22601
Shen-Valley Flea Market	2163 Fairfax Pike	White Post	22663
Smith's Corner Grocery	3430 Northwestern Pike	Winchester	22603
Sunnyside Plaza Shopping Center	235 Sunnyside Plaza Cir	Winchester	22603
Target	191 Market St.	Winchester	22603
Target-Pharmacy	2340 Legge Blvd	Winchester	22601
Tienda Hispana Marquez	215 Weems Ln	Winchester	22601
Tienda Latina La Tembuleña	805 N Loudoun St Suite 101	Winchester	22601
Tom's Market	1998 Back Mountain Rd	Winchester	22602

Shopping Destinations	Address	City	Zip
Valley Pharmacy	190 Campus Blvd 110	Winchester	22601
Walgreens	701 Fairfax Pike	Stephens City	22655
Walmart Pharmacy	2300 S Pleasant Valley Rd	Winchester	22601
Walmart Supercenter	201 Maranto Manor Drive	Stephens City	22602
Walmart Supercenter	501 Wal-Mart Drive	Winchester	22603
Wards Plaza	2218 Valley Ave	Winchester	22601
Wellness Pharmacy	2228 Papermill Rd E	Winchester	22601
Winchester Gateway Shopping Center	380 Gateway Dr	Winchester	22603
Winchester Station	2540 S Pleasant Valley Rd	Winchester	22601

Multi-Family Housing Locations	Address	City	Zip
114 N. Loudoun St	114 N. Loudoun St	Winchester	22601
America House Assisted Living	110 Spanish Oak Rd	Stephens City	22655
Autumn Wind Apartments	140 Scarlet Maple Dr	Winchester	22603
Bellview Apartments	8 Bellview Ave	Winchester	22601
Blue Ridge Apartments	2260 Wilson Blvd	Winchester	22601
Bon Air Home for Elderly	5933 Valley Pike	Stephens City	22655
Brookfield Apartments	548 Brookfield Dr	Winchester	22601
Cavalier Apartments	100 Richards Ave	Winchester	22601
Cedar Hill Apartments	2250 Sofia Way	Winchester	22601
Cedarwood Terrace	390 Stickley Dr	Stephens City	22655
Conrail Park Apartments	749 Front Royal Pike	Winchester	22602
Dove Landing Apartments	149 Lee Ave	Winchester	22601
Evergreen Health & Rehabilitation of Winchester	380 Millwood Ave	Winchester	22601
Fay Street Apartments	121 Fay Street	Winchester	22602
Fort Collier Terrace	996 N Braddock St	Winchester	22601
Frederick House	107 Lakeridge Dr	Stephens City	22655
Harrison Plaza	2310 Valor Drive	Winchester	22601
Hillcrest Manor Nursing Home	110 Lauck Dr	Winchester	22601
Hilltop House Assisted Living	111 Denny Ln	Winchester	22603
Limestone Place	475 W. Tevis St.	Winchester	22601
Madison Village Apartments	110 Bulmer Loop	Winchester	22602
Meadow Branch Apartments	424 Ridgewood Ln	Winchester	22601
North City Apartments	800 Thomas Ct	Winchester	22601
North Winchester Apartments	800 Thomas Ct # 1	Winchester	22601
Orchardcrest Apartments	2524 Wilson Blvd	Winchester	22601

Multi-Family Housing Locations	Address	City	Zip
Pemberton Village	680 Pemberton Dr	Winchester	22601
Peppertree Apartments	221 Peppertree Ln	Winchester	22601
Preston Place Apartments	124 Castlebridge Ct	Winchester	22602
Royal Haven - Winchester	1725 Henry Ave	Winchester	22601
Shenandoah Apartments	2527 Wilson Blvd	Winchester	22601
Shenandoah Valley Community Residences	301 N Cameron St Suite 103	Winchester	22601
Shenandoah Valley Westminster-Canterbury	300 Westminster-Canterbury Dr	Winchester	22603
Stephens Village Apartments	390 Stickley Dr	Stephens City	22655
Stuart Hill Apartments	1981 Randolph Pl	Winchester	22601
Tasker Village Apartments	120 Caledon Ct.	Stephens City	22655
The Lofts at Jubal Square	1864 Old Jube Sq	Winchester	22601
The Willows at Meadow Branch	1881 Harvest Dr	Winchester	22601
West Wind	113 Holt Ct.	Stephens City	22655
Winchester House	27 S Cameron St	Winchester	22601
Winchester Manor	1011 Pennsylvania Ave	Winchester	22601
Winchester Towers	200 N Cameron St	Winchester	22601
WinLee Apartments	320 Fairmont Ave	Winchester	22601
Woodstock Terrace	1016 Woodstock Lane	Winchester	22601

Appendix B Community Survey



Stephens City - Winchester - Frederick County Public Transportation Survey

The Winchester-Frederick County Metropolitan Planning Organization (Winfred MPO) is studying the feasibility of offering and improving public transportation within the MPO area, which includes the City of Winchester, the Town of Stephens City, and nearby areas of Frederick County. Please complete the following survey to give your opinion.

1. What is your primary mode of transportation to access work, school, shopping, medical appointments, and other life activities?

- Drive myself
- Carpool with others - I am usually the driver
- Carpool with others - I am usually a passenger
- A friend or family member drives me
- Taxi
- Other (please specify): _____
- Motorcycle/Moped
- Bicycle
- Walk
- Public Transportation
- Uber/Lyft

2. Do you currently use any of the following forms of public transportation on a regular basis? (i.e., at least once per week). Please check all that apply.

- Winchester Transit
- ShenGo
- Royal Trolley
- Corridor Connector
- Clarke County on Demand
- WellTran
- MARC Rail
- WMATA Metro Rail or Bus
- Vanpools
- Carpools
- Other: _____

3. Do you, or others in your home, have problems getting your transportation needs met?

- Yes
- No

4. If yes, what does this lack of transportation keep you or others in your home from doing?

Check all that apply.

- Working or seeking employment
- Attending school or training
- Social or recreational activities
- Medical or dental appointments
- Shopping
- Other

5. Are there any reasons why you, or other adults in your home, do not drive or limit the amount they drive?

- Yes
- No
- If yes, please check all that apply:
 - Do not have a vehicle
 - Vehicle mechanical difficulties
 - Do not drive in poor weather
 - Do not drive at night
 - Not licensed to drive
 - Have a disability and cannot drive

6. Do you think there is a need to start a public transportation service for areas of Frederick County and Stephens City that are not served by the City of Winchester's transit system (WinTran), either to help you and your family members or for others in the community?

- Yes
- No

over, please



7. If yes, please indicate the importance of each potential service using the following scale: most important (1); important (2); neutral (3); not important (4); least important (5).

____ The U.S. Route 11 corridor, providing service between the City of Winchester, Stephens City, and Laurel Ridge Community College

____ Areas of Frederick County that are outside the City of Winchester, but adjacent to the current WinTran routes, such as Route 50 West (Walmart); Route 7 East; Route 50 East – Millwood Pike; U.S. Route 11 North; and U.S. Route 11 South (Kernstown)

____ The area east of Stephens City in the VA Route 277 corridor

____ Improvements within the City of Winchester

____ Local service in the Stephens City area

____ Local service in the Middletown area

____ Commuter service to areas outside of Winchester and Frederick County – please specify:

8. If yes, which of the following types of services would be the most useful? Please check all that apply.

____ Demand-response service that requires you to call a day ahead and picks you up near your home and brings you to your destination.

____ Demand-response service similar to Uber or Lyft that allows you to use a phone or computer application to schedule a ride when you need it. This type of service is called microtransit.

____ Deviated fixed route service that follows a base route, but will deviate up to $\frac{3}{4}$ mile to pick you up, if you have called ahead.

____ Fixed route service that follows a set route and schedule and does not require you to call ahead.

9. Would you or members of your household use public transportation services if they met your needs?

Yes No

10. What fare would you be willing to pay for a one-way public transit trip?

Less than \$1.00 Between \$1.00 and \$2.00 More than \$2.00

11. Please indicate your age category:

0 to 17 18 to 24 25 to 44

45 to 59 60 to 69 70 +

12. Please indicate your ZIP code: _____

13. Please provide any additional comments you may have concerning the need for public transportation in the Stephens City- Winchester - Frederick County area.

Thank you for taking the time to fill out this survey!