UNIFIED PLANNING WORK PROGRAM (UPWP)

FOR THE

WINCHESTER – FREDERICK COUNTY ("WIN-FRED") METROPOLITAN PLANNING ORGANIZATION (MPO)

FY 2012

(July 1, 2011 - June 30, 2012)

Adopted for Public Comment: April 27, 2011 and May 18, 2011
Final Adoption: June 29, 2011

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

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

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

MPO Policy Board

Officers:
Chair—Richard Shickle, Frederick County
Vice Chair—John Willingham, City of Winchester
Secretary/Treasurer—Executive Director of the NSVRC

Voting Members:
Richard Shickle, Frederick County
Charles DeHaven, Jr., Frederick County
John R. Riley, Jr., Frederick County
Michael Kehoe, Town of Stephens City
James O'Connor, City of Winchester
John Hill, City of Winchester
John Willingham, City of Winchester
Randy Kiser, Virginia Department of Transportation

Alternate Voting Members:
Tim Youmans, Perry Eisenach and Les Veach, City of Winchester
Brian Henshaw, Town of Stephens City
Jerry Copp and Terry Short, Virgina Department of Transportation

Non-Voting Members:
John Simkins, Federal Highway Administration
Tony Cho, Federal Transit Administration
Kenneth Pollock, Virginia Dept. of Rail & Public Transportation

MPO Technical Advisory Committee (TAC)
Chair—Tim Youmans, City of Winchester
Vice Chair—Eric Lawrence, Frederick County
Members:
Patrick Barker, Frederick County
John Bishop, Frederick County
Eric Lawrence, Frederick County
Kris Tierney, Frederick County
Brian Henshaw, Town of Stephens City
Jim Deskins, City of Winchester
Tom Hoy, City of Winchester
Tim Youmans, City of Winchester
Perry Eisenach, City of Winchester
Terry Short, Virginia Department of Transportation
Jerry Copp, Virginia Department of Transportation
Kenneth Pollock, Virginia Dept. of Rail & Public Transportation
Serena 'Renny' Manuel, Winchester Airport
Renee Wells, Winchester Transit

MPO Citizens Advisory Committee (CAC)
Chair—R. William Bayliss, III
Vice Chair—Walt Cunningham
Members:
Tim Stowe, Alan Toxopeus, Walt Cunningham, Frederick County
Kelly Henshaw, Town of Stephens City
Harry Smith, R. William Bayliss, III, Dr. John Crandell, City of Winchester

Administrative & Staff Support
Provided by Northern Shenandoah Valley Regional Commission
Karen Taylor, Transportation Program Manager

Resolution

By The
Win-Fred Metropolitan Planning Organization
Approving the FY 2012 Unified Planning Work Program (UPWP)

WHEREAS, the FY 2012 Unified Planning Work Program will serve as the basis for all U.S. Department of Transportation (DOT) funding participation and will be included in all requests for DOT planning funds, and

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

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

NOW THEREFORE BE IT RESOLVED, that the Win-Fred Metropolitan Planning Organization does hereby approve and adopt the FY 2012 Unified Planning Work Program on

Signed: _____
Secretary-Treasurer

Signed: _____
Richard C. Shickle
Chairman

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INTRODUCTION

The Unified Planning Work Program (UPWP) for transportation planning identifies all activities to be undertaken in the Win-Fred Metropolitan Planning Organization study area for Fiscal Year 2012 (July 1, 2011 - June 30, 2012). The UPWP provides a mechanism for the coordination of transportation planning activities in the region, and is required as a basis and condition for all federal funding assistance for transportation planning by the joint metropolitan planning regulations of the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA).

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

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) created a number of planning requirements. In October 1993, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) issued final regulations regarding metropolitan planning.

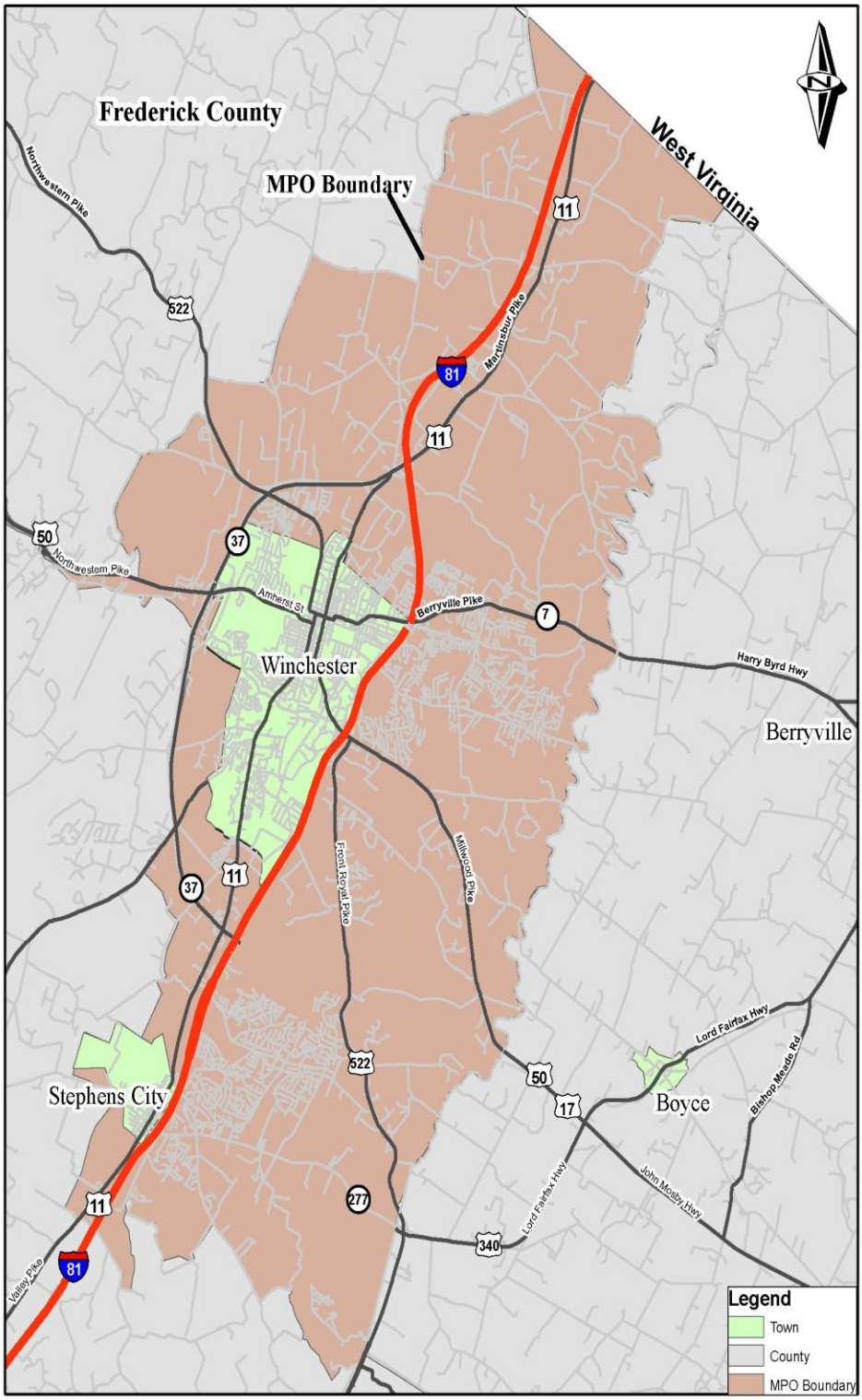
The Transportation Equity Act of the 21st Century (TEA-21), which became law in June 1998, reaffirmed the structure of the metropolitan planning process. Most of the modifications to the process were aimed at streamlining and strengthening the provisions included in ISTEA. On August 10, 2005, the latest federal legislation known as the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was signed into law. The Win-Fred Metropolitan Planning Organization has developed this work program to address the final metropolitan planning regulations and the new requirements in SAFETEA-LU.

Metropolitan Planning Area

The Win-Fred MPO study area consists of the City of Winchester, the Town of Stephens City, the Urbanized Area of Frederick County, and the area of Frederick County projected to be urbanized by the year 2020. See Figure 1 for an illustration of the region.

Based on the 2000 Census, the Win-Fred MPO Urbanized Area population was 53,559 and it encompasses a land area of approximately 103 sq. miles.

Winchester-Frederick County MPO Boundary



WINFRED METROPOLITAN PLANNING ORGANIZATION

1 0.5 0 Miles

NSVRC NORTHERN SHENANDOAH VALLEY REGIONAL COMMISSION

Responsibilities for Transportation Planning

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

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

The Northern Shenandoah Valley Regional Commission (NSVRC) staffs the Win-Fred MPO. The staff, in conjunction with the MPO's member agencies, collect, analyze and evaluate demographic, land use, and transportation data to gain a better understanding of the transportation system requirements of the area. Special studies, research, and other work tasks requested by the MPO are the staff's responsibility as well. Consultant assistance will be sought when required by the staff to complete work tasks. Staff also prepares materials for use at the Policy Board, Technical Advisory and Citizens Advisory Committee meetings as well as any existing sub-committee meetings.

NSVRC staff will participate in all Win-Fred MPO meetings and provide required staff support and administration of the transportation planning program. In addition, staff members will represent the MPO at other meetings with federal, state, and local organizations.

Total Proposed Funding by Federal Source for FY 2012

The primary funding source for transportation planning activities included in this work program are the FHWA Section 112 (PL), FTA Section 5303, and FHWA State Planning and Research (SPR). The proposed funding amounts (including state and local matching funds) for the Win-Fred MPO work program to be utilized by the NSVRC staff are shown in Figure 2.

WORK TASK 1: Program Management & Administration

Objective and Description: This task includes ongoing activities that ensure proper management and operation of a continuing, comprehensive, and coordinated (3-C) planning process as described in the Memorandum of Understanding. The primary objectives of this task are as follows:

***Public Participation Plan (PPP)*:** The encouragement of meaningful participation of local citizens in metropolitan transportation planning is one of the most important goals of the "3C" process and the Public Involvement Process. The Final Rule on Metropolitan Planning issued by U.S. DOT in October 1993 reemphasizes this goal by requiring that each MPO maintain:

"…a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans, TIPs…"

Under this task, the Win-Fred MPO will continue to maintain a Public Participation Process and monitor its effectiveness. The Public Participation Plan outlines the public outreach procedures to be followed by the MPO in developing and amending the Region's UPWP, Long-range Transportation Plan, Transportation Improvement Program (TIP) and other major studies. The PPP will also address Title VI and ADA issues as well.

The Citizens Advisory Committee meets on a periodic basis to review and provide feedback to the Win-Fred MPO Technical Advisory Committee and Policy Board. The Citizens Advisory Committee will also conduct outreach activities such as public meetings and forums, neighborhood and association meetings, and other means to seek input from other agencies, organizations, and individuals interested in the transportation planning process, plans being prepared, or other transportation concerns. The MPO staff supports the work of the Citizens Advisory Committee.

The concept of Environmental Justice has raised questions regarding equity and the inclusion of all individuals in the decision making process. The PPP will include procedures developed by the Win-Fred MPO to address environmental justice. Efforts will be made to better identify organizations and individuals not normally included in the transportation planning process on a continuing basis.

This task will provide a continuing public involvement process that increases participation by community members in transportation plans, with a particular focus on improving participation by groups not previously involved in the transportation planning process.

***UPWP Preparation and Management**:* Implement the FY 2012 UPWP throughout the fiscal year and provide all required administrative functions including all accounting functions, personnel administration, office management, financial reporting, and contract administration.

To meet the requirements of 23 CFR Part 420 and 23 CFR Part 450, the Win-Fred MPO, in cooperation with the Virginia Department of Transportation and the Virginia Department of Rail

and Public Transportation, is responsible for the development of a Unified Planning Work Program (UPWP). The UPWP describes all regional transportation planning activities anticipated in the Win-Fred MPO study area for the following fiscal year that will utilize federal funding, including Title I Section 134 metropolitan planning funds, and Title III Section 8 metropolitan planning funds. The UPWP also identifies state and local matching dollars for these federal planning programs.

This task provides for management of the FY 2012 UPWP including the following activities:

- Maintain all required financial records and conduct annual independent audit
- Hire and train staff
- Maintain required files and records of MPO activities (i.e. minutes, meeting notices, etc.)
- Preparation of quarterly progress reports and invoices
- Preparation of required legal notices and advertisements
- Preparation of resolutions adopted by MPO
- Preparation of required grant applications and execution of contracts

If during FY 2012, an amendment to the UPWP is deemed necessary, due to changes in planning priorities and/or the inclusion of new planning projects, staff will identify and detail such amendments for consideration by the MPO.

This task also provides for the development of the upcoming UPWP for FY 2013. The document will incorporate suggestions from federal funding agencies, state transportation agencies, transit operating agencies, local governments participating in Win-Fred MPO, and the public through the MPO's public involvement process.

***General Administration**:* Support the activities of the Win-Fred MPO through the preparation of reports, presentations, agendas, minutes and mailings for all Policy Board, Technical and Citizens Advisory Committee meetings, as well as attendance at those meetings

- Meeting arrangements for committees: Policy Board – 3rd Wednesday of Month, Technical Advisory Committee – 1st Tuesday of Month, Citizens Advisory Committee – 2nd Tuesday of Month
- Preparation and transmittal of meeting agenda packages
- Transcribe and publish minutes
- Staff attendance at MPO committee meetings and regional meetings as directed
- Provide on-going training and development of staff and Board/Committee members
- Attend training seminars and conferences
- Coordination meetings with state and federal agencies
- Circulate training opportunities to committee members
- Prepare grant applications and administer grant funds
- Prepare consultant requests for proposals and manage consultant activities

Products: MPO staff support, detailed records documenting activities of the MPO including minutes for all committee meetings, preparation and submission of required progress reports and invoices to all federal and state agencies, detailed financial records, and a well-trained and informed MPO staff, Policy Board and Technical and Citizens Advisory Committee members.

Estimated Budget: $125,000

WORK TASK 2: Transportation Improvement Program

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

The TIP is updated each year and must be approved by the MPO Policy Board and the Governor of Virginia. The TIP is required as a condition for all federal funding assistance for transportation improvements within the Win-Fred MPO study area.

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

This task provides for the maintenance of a regional Transportation Improvement Program and will require active support of all Win-Fred MPO committees and coordination with member agencies.

Products: Processing of requested amendments and administrative modifications to the adopted TIP; visualization of TIP projects, Annual Listing of Projects for the next fiscal year, development and adoption of the next TIP.

Estimated Budget: $5,000

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

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

Products: Staff will prepare studies and reports as necessary for the completion of this work program item and as directed by the appropriate federal and/or state agencies.

Estimated Budget: $10,000

WORK TASK 4: Public Mobility Program

Objective and Description: As a result of the adoption and continued development of the City and Countywide Transit Study, MPO staff will continue to coordinate with the Policy Board, Technical and Citizens Advisory Committees to further advance the study.

Products: Creation of a Public Mobility Steering Committee to coordinate with the Policy Board, Technical and Citizens Advisory Committees to further advance the WinFred MPO City and Countywide Transit Study.

Estimated Budget: $45,000

Figure 1: Work Task 5 - Local Technical Assistance – Estimated Budget $180,000 (MPO Staff, Local Government, and/or Consultant)

Objective and Description: This task is carried over from FY11. Technical staff from each locality and VDOT has compiled a list of potential projects that need attention throughout the region. This list is shown below. This task will cover staff or consultant completion of whichever of these projects the TAC and Policy Board determine to fund for completion in FY 2012. Projects not selected for completion for FY 2012 may be carried forward onto future UPWP's or may be removed from the list as determined by Policy Board action.
Products: Technical reports and recommendations on selected projects.

	Project Specific Name/Location	Type of Study	Status	Comments/Description
	Highway Projects			
	Route 11 from Bellview Ave to Salem Church Road	Access Management/Corridor Plan	Currently underway	Project being completed by VDOT staff in Richmond. Expected Completion 06/2011
	Route 522 from Rivendell Ct to Apple Pie Ridge Rd	Signalization/Safety Improvements Plan	not underway	Top crash location from 2030 Long Range Plan
	Route 11 from North Avenue to the West Virginia line	Access Management/Corridor Plan	not underway	Product: Access Management/Corridor Plan
	Route 277 from MPO boundary to Route 522	Access Management/Corridor Plan	not underway	Product: Access Management/Corridor Plan
	Route 522 from Cameron St. to Burnt Church Road	Access Management/Corridor Plan	not underway	Product: Access Management/Corridor Plan
	Route 17/50 at I-81 to Clarke Co. Line	Access Management/Corridor Plan	not underway	Product: Access Management/Corridor Plan
	Intersection of Route 522 and Papermill Rd	Intersection improvements plan	not underway	Product: Intersection improvements Plan
	Route 7 Multimodal Corridor Study	Further analysis of Alternative Submitted by the City of Winchester (Feb 2010)	not underway	Further analysis of the alternative reverse frontage roadway submitted by the City
	Pedestrian and Bicycle Projects			
	Pedestrian & Bicycle Facilities Inventory & Analysis	Alternative modes of Transportation	not underway	Development of an MPO Pedestrian and BLOS Inventory & Map
	Complete Streets Project	Alternative modes of Transportation	not underway	Support of the "complete streets" concept. Complete Streets are those designed to accommodate all users.
	General Planning			
	Technical Support			Provides flexible technical support & services for the MPO localities
	Transportation Planning Grant			Submission of transportation planning grant opportunities
	Program Support and Administration			Support & services for the MPO localities
	Roundabout Training			Coordination of a workshop for local planners and engineers on Roundabout training
	Transportation Analysis and Modeling			Support & services for the MPO localities
	Airport Planning Projects			This item allows the MPO to pursue various airport planning projects

WORK TASK 6: Pedestrian and Bicycle Facilities Inventory and Analysis

Objective and Description: The purpose of this task is to evaluate the condition of existing pedestrian and bicycle facilities in the Winchester-Frederick County MPO area, to determine how walkable and bikeable the area is, and to assist the MPO jurisdictions in developing an improvement plan.

A Bicycle Level of Service (BLOS) inventory study will be conducted evaluating the current bicycling conditions and creating a BLOS for the roadways included in the MPO area. The goal of the inventory and analysis will be to:

- Creation of a web oriented and printed bicycle map produced for the public to assist them in route selection
- Identification of appropriate route for inclusion in the community bicycle network
- Determination of "Weak links" in the network and site prioritization
- Evaluation of alternate treatments for improving bike-friendliness of a roadway
- Road project selection formulas can include a BLOS term to encourage implementation of bike planning goals

Products: Development of an MPO Pedestrian and BLOS Inventory and Map

Estimated Budget: $110,000

WORK TASK 7: Shady Elm Access Management Study Alternative Analysis

Objective and Description: This task is carried over from FY11. This Phase III study is intended to build upon the results of the Route 37 Access Management Study. Using the modeling and base scenarios created in Phase II, additional analysis, scenario modification will be done, and public input will be solicited to create a conceptual design that is federally approvable and reasonably implemented. This effort is also looking to create a Plan B scenario that suggests alternative courses of action should an ideal solution not present itself. Staff would anticipate use of a consultant in partnership with local staff, VDOT, and FHWA officials.

Products: Access Management Study with implementation recommendations

Estimated Budget: $100,000

WORK TASK 8: City of Winchester Transit System (WinTran) Planning

Objective and Description: The Winchester Transit System (WinTran) will conduct transit planning and administration efforts necessary to comply with FTA requirements in order to receive Section 5307 capital and operating grants. WinTran will coordinate with the MPO on transit planning activities. Funds will be used to deliver specific, tangible transit planning products.

Products: Specific, tangible transit planning products as determined by WinTran and the WinFred MPO.

Budget: $20,000

WORK TASK 9: Long Range Transportation Plan Update

Objective and Description: This task is carried over from FY11. The Long Range Transportation Plan is a long-term capital improvement strategy used to guide the effective investment of public funds in multi-modal transportation facilities. Federal transportation legislation requires that all Metropolitan Planning Organizations (MPO) develop and maintain a Long Range Transportation Plan in order to guide policy makers in the expenditure of transportation funds. This Plan, which identifies and prioritizes transportation projects and programs over a given planning time horizon, must be fiscally constrained (i.e. the Plan can only contain those projects which can reasonably be planned, designed, and constructed within the projected limits of fiscal constraint). Projects must be identified within the Long Range Transportation Plan in order to be advanced onto the Transportation Improvement Program (TIP), the MPO's short-range capital improvement program. Long Range Transportation Plan projects typically include the construction and/or improvement of highway, transit, and bicycle/pedestrian facilities.

The Long Range Transportation Plan should be developed consistent with regional land use planning policies in order to integrate land use and transportation planning initiatives to the greatest practical extent. As such, the Plan should include an evaluation of existing and proposed development trends, the preparation and analysis of population and employment forecasts, and the identification of alternative development scenarios. The project development process will include traffic analyses, an evaluation of existing and projected levels of service, and analysis of existing and proposed transportation infrastructure, and an evaluation recommended alternatives. Consistent with federal transportation planning legislation, the Long Range Transportation Plan development process will include a comprehensive public input and review process.

Work Program items in the coming fiscal year will include:

- Modeling of the Constrained Long Range Plan
- Additional Plan Rewrites
- Draft Plan October 2011
- Public Comment Initiative
- Revisions Based on Public Comments
- Final Plan December 2011

Products:

- Draft and Final Report for the Plan

Estimated Budget: $20,000

Figure 2: Win-Fred MPO FY 2012 Proposed Revenues and Expenditures by Funding Source

	Highway Funding				Transit Funding				
Proposed Revenues	**FHWA Planning 80%**	**State Match 10%**	**Local Match 10%**	**Subtotal Highway**	**FTA 5303 80%**	**State Match 10%**	**Local Match 10%**	**Subtotal Transit**	**Total MPO Revenues**
FY 2012 New PL & Transit 5303 Revenues (1)	$124,179	$15,523	$15,522	**$155,224**	$70,275	$8,784	$8,784	**$87,843**	$243,067
FY 2010 Carryover PL 112 Funds available in FY 2012 (2)	$152,073	$19,009	$19,009	**$190,091**					$190,091
FY 2009 5303 Funds (3)					$46,186	$5,773	$5,773	**$57,732**	$57,732
FY 2010 5303 Funds (4)					$70,254	$8,782	$8,782	**$87,818**	$87,818
FY 2011 5303 Funds (5)					$70,275	$8,784	$8,784	**$87,843**	$87,843
Estimated FY11 Carryover Funds to FY13 (6)									
Subtotal: FY12 Revenues	**$276,252**	**$34,532**	**$34,531**		**$256,990**	**$32,123**	**$32,123**		**$666,551**
Total FY12 Proposed Revenues									**$666,551**
Proposed Expenditures	**FHWA Planning 80%**	**State Match 10%**	**Local Match 10%**		**FTA 5303 80%**	**State Match 10%**	**Local Match 10%**		**Total MPO Expenditures**
Task 1: Program Management and Administration	$70,000	$8,750	$8,750		$30,000	$3,750	$3,750		$125,000
Task 2: Transportation Improvement Program (TIP)	$2,800	$350	$350		$1,200	$150	$150		$5,000
Task 3: State/Federal Requested Work Tasks	$4,000	$500	$500		$4,000	$500	$500		$10,000
Task 4: Public Mobility Program	$0	$0	$0		$36,000	$4,500	$4,500		$45,000
Task 5: Local Technical Assistance	$72,000	$9,000	$9,000		$72,000	$9,000	$9,000		$180,000
Task 6: Pedestrian & Bicycle Facilities Inventory Analysis	$17,600	$2,200	$2,200		$70,400	$8,800	$8,800		$110,000
Task 7: Shady Elm Access Management Study	$64,000	$8,000	$8,000		$16,000	$2,000	$2,000		$100,000
Task 8: Winchester Transit System (WinTran) Planning	$0	$0	$0		$16,000	$2,000	$2,000		$20,000
Task 9: Constrained Long Range Transportation Plan Update	$11,200	$1,400	$1,400		$4,800	$600	$600		$20,000
Subtotal: FY12 Expenditures	**$241,600**	**$30,200**	**$30,200**		**$250,400**	**$31,300**	**$31,300**		**$615,000**
Estimated Contingency/Reserve Funds for Project Support	$34,652	$4,332	$4,331		$6,590	$823	$823		$51,551
Total FY12 Proposed Expenditures									**$666,551**

(1) FY12 funding estimates from VDOT for Highway and VDRPT for 5303 Funds

(2) FY10 PL Carryover Funds Not Expended

(3) FY09 Carryover FTA 5303 Funds: not expended in FY09

(4) FY10 Carryover FTA 5303 Funds: not expended in FY10

(5) FY11 Carryover FTA 5303 Funds: not expended in FY11

(6) Estimated Figure: For Information Purposes Only