

UNIFIED PLANNING WORK PROGRAM (UPWP)

FOR THE

**WINCHESTER – FREDERICK COUNTY (“WIN-FRED”)
METROPOLITAN PLANNING ORGANIZATION (MPO)**



FY 2007

(July 1, 2006 - June 30, 2007)

ADOPTED APRIL 19, 2006

Preparation Statement

Approved as final by the Win-Fred Metropolitan Planning Organization,.

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 Fredrick, 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.

**Win-Fred. Metropolitan
Planning Organization**

103 East 6th Street
Front Royal, Virginia 22630
Phone: 540-636-8800
Fax: 540-635-4147
E-mail: nsvrc@shentel.net
Website: www.winfredmpo.org

Policy Committee

Chair:
Richard C. Shickle
Frederick County

Vice-Chair:
Glenn P. Burke
City of Winchester

Secretary/ Treasurer:
Stephen W. Kerr
NSVRC

City of Winchester:
*Glen P. Burke
Council Member
*Edwin C. Daley
City Manager
*Stewart Masters
Council Member

Frederick County:
*Richard C. Shickle
Board of Supervisors
*John R. Riley, Jr.
County Administrator
*Charles S. DeHaven, Jr.
Board of Supervisors

Stephens City:
*Michael K. Kehoe
Town Administrator/ Engineer

VDOT:
*Garrett Moore
District Administrator

Va. Dept. of Rail & Public Trans.:
Jack E. Apostolides
Planning Programs & Contracting Manager.

Federal Highway Administration:
Ivan P. Rucker
Community Planner

Federal Transit Administration:
Patricia A. Kampf
Transportation Program Specialist

* Denotes Voting Members



Resolution No. 06-03

April 19, 2006

Resolution

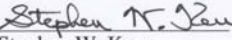
**By The
Win-Fred Metropolitan Planning Organization
Approving the FY 2007 Unified Planning Work Program (UPWP)**

WHEREAS, the FY 2007 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 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 2007 Unified Planning Work Program.

Signed: 
Stephen W. Kerr
Secretary-Treasurer

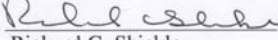
Signed: 
Richard C. Shickle
Chairman

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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 2007 (July 1, 2006 - June 30, 2007). 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 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, reaffirms the structure of the metropolitan planning process. Most of the modifications to the process are aimed at streamlining and strengthening the provisions included in ISTEA. The Win-Fred Metropolitan Planning Organization has developed this work program to address the final metropolitan planning regulations and the new requirements in TEA-21.

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.

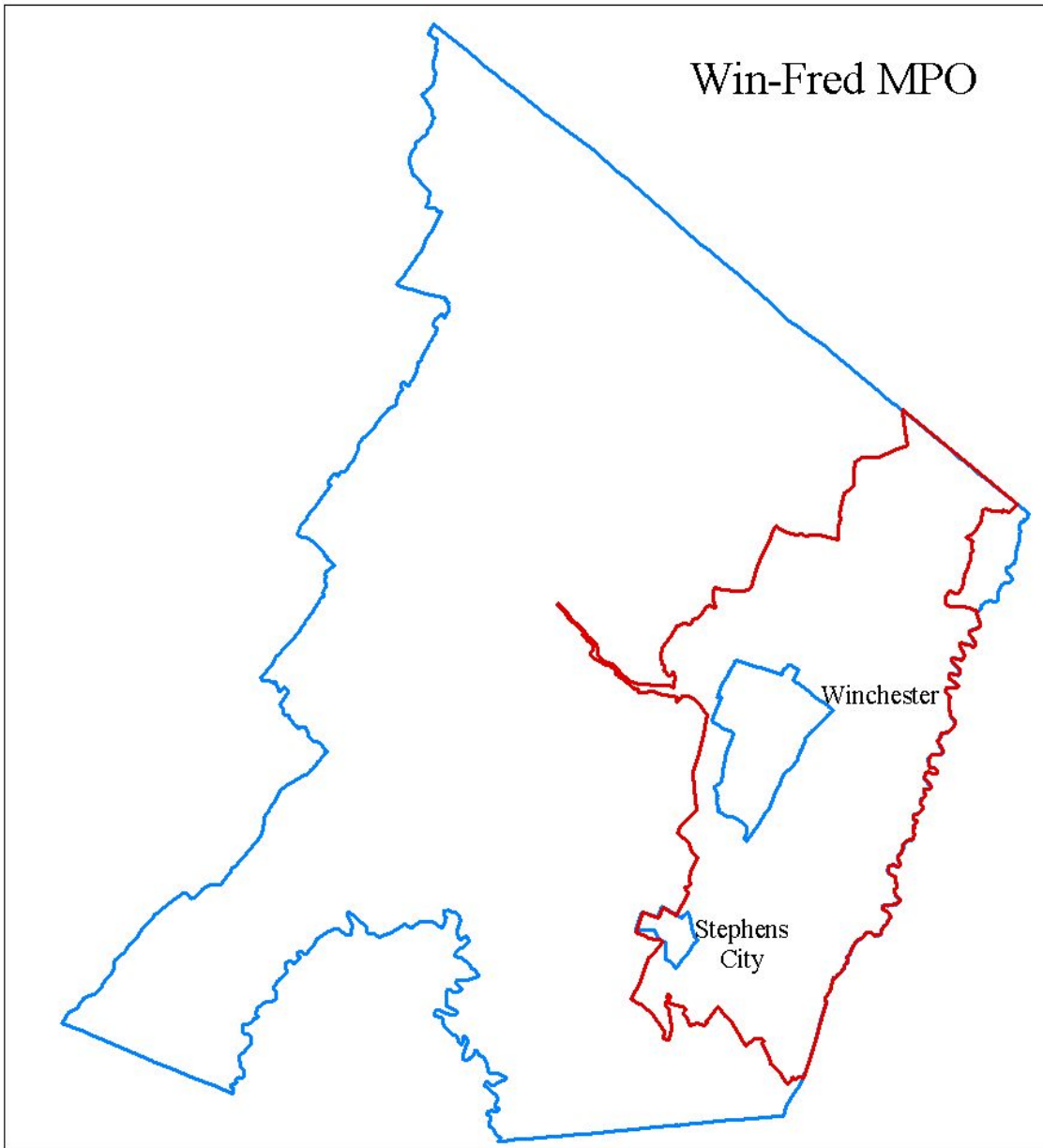
Based on the 2000 Census, the Win-Fred MPO Urbanized Area population was 53,559 and it encompasses a land area of approximately 33.14 sq. miles.

Air Quality Consideration

In 1997, the Environmental Protection Agency (EPA) made an amendment to the Clean Air Act's National Ambient Air Quality Standards (NAAQS). The amendment replaced the 1-hour ozone standard with a more stringent 8-hour standard. Over the past several years the ozone levels taken at an air quality monitor in the Winchester-Frederick County area have exceeded the new 8-hour standard.

In response to this issue, the City of Winchester and Frederick County have entered into an Early Action Compact with the U.S. Environmental Protection Agency to prepare and implement an Ozone Early Action Plan. The Early Action Plan will serve as the Northern Shenandoah Valley's official air quality improvement plan, with quantified emission-reduction measures. The Early




FIGURE 1



Adoption date: 4/16/2003

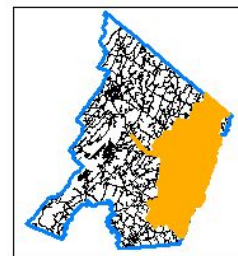


Legend

-  Roadway
-  Win-Fred MPO
-  Town/City/County Boundary

Source: US Census Bureau.

Win-Fred MPO
Overview



Action Plan will include all necessary elements of a comprehensive air quality plan, but will be tailored to local needs and driven by local decisions.

The Winchester-Frederick County Economic Development Commission is currently serving as the lead organization for the implementation of the Early Action Plan. An Air Quality Improvement Task Force has also been created consisting of various government agencies, business, and environmental organizations to develop, coordinate, and implement the mitigation strategies contained in the Early Action Plan.

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 Committee 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 Committee include the Virginia Department of Rail and Public Transportation, 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. For example, VHB, Inc. is currently serving as a consultant to assist the Win-Fred MPO in preparing its Long-Range Transportation Plan. Staff also prepares materials for use at the Policy and Technical 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 2005

*Win-Fred MPO
FY 2006-2007 UPWP*

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 Involvement Process (PIP): 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 Involvement Process and monitor its effectiveness. The Public Involvement Process 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 PIP plan 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 and Policy Committees. 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 other 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 PIP 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 2007 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 2007 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 2007, 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 2008. 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 and Technical Committee meetings, as well as attendance at those meetings

- Meeting arrangements for committees: Policy Committee – 3rd Wednesday of Month, Technical Committee – 4th Tuesday of Month, Citizens Advisory Committee – 2nd Tuesday of Month
- Preparation and transmittal of meeting packages
- Transcribe and publish minutes
- Prepare meeting agenda items
- Staff attendance at MPO committee meetings and regional meetings that request the MPO representation or that the Policy or Technical representatives feel the MPO staff should be present for
- 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

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 Committee and Technical Committee members.

Estimated Budget: NSVRC Staff - \$65,791

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 three-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 Committee 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 Involvement Plan. To facilitate public review, the TIP will be accessible electronically through the Internet and at public libraries, government offices, and upon request.

This task provides for the development and maintenance of a regional Transportation Improvement Program for FY 2007-2009, as well as advanced preparation for FY 2008-2010. This task will require active support of all Win-Fred MPO committees and coordination with member agencies.

Some of the major activities that will be undertaken as part of this task include preparation of the Win-Fred MPO Self-Certification Statement and activities to assure that the Statement is being followed, and the preparation of an annual listing of projects for which federal funds have been obligated in the previous year.

A tentative schedule for the development of the FY 2007-2009 TIP is as follows:

- March–April 2007 – Based on CTB approval of FY 2007 Six-Year Program, development of DRAFT FY 2007-2009 TIP for public review.
- May-June 2007 – Refine DRAFT FY 2007-2009 TIP based on public comment and CTB approval of final FY 2007 Six-Year Program.
- August 2007 – Final approval of FY 2007-2009 TIP by Win-Fred MPO Policy Board, and submittal to VDOT
- September 2007 - Win-Fred MPO FY 2007-2009 TIP included in VDOT submittal of FY 2007 Statewide Transportation Improvement Program (STIP) to FHWA/FTA for review.
- October 2007 – Federal approval of FY 2007 STIP

Products: Processing of requested amendments to the adopted FY 2006-2008 TIP; complete development of the FY 2007-2009 TIP; Annual Listing of Projects for FY 2007; and preliminary preparation of FY 2008-2010 TIP.

Estimated Budget: NSVRC Staff - \$18,067

WORK TASK 3: Freight Planning

Objective and Description: Staff will support VDOT's efforts in compiling and analyzing freight survey data and conduct additional planning activities as requested by VDOT.

The MPO staff will support the work completed last fiscal year by VDOT which included a survey of major freight carriers in the MPO and entering the data into a database. The staff will work on activities identified by VDOT.

Products: Data related to freight study. Information prepared in response to VDOT requests.

Estimated Budget: NSVRC Staff - \$8,917

WORK TASK 4: SAFETEA-LU Conformity Activities

Objective and Description: With the passage of the new federal transportation bill, SAFETEA-LU, and number of new requirements are in existence that federal law requires our planning activities conform to. Among these are new categories of public participation in the planning and work program development process, and some new environmental analysis that may be required. As our state and federal partners determine what may be needed on our part to bring our existing plans and policies into conformance with federal law, this task will allow staff to conduct meetings and activities that are determined necessary to bring WinFred MPO plans and policies into conformance with new federal law.

Products: Record of meetings and their associated activities. Updated plans and policies as needed.

Estimated Budget: NSVRC Staff - \$11,508

WORK TASK 5: MPO Bicycle & Pedestrian Mobility Plan

(Update Task Based on remaining work and unexpended funding for new fiscal year)

Objective and Description: The MPO applied for, and was awarded an \$80,000 VDOT grant for the creation of the MPO Bicycle & Pedestrian Mobility Plan. The \$80,000 grant is enhanced with an additional \$5,000 in local match for total project funding of \$85,000.

Background:

In 2004, a regional bike plan was completed for the Northern Shenandoah Valley Regional Commission that covered the City of Winchester and the counties of Frederick, Clarke, Warren, Shenandoah and Page, Virginia. This study broadly outlined historic, cultural, recreational and natural resources to be connected by bicycle facilities and established models for these improvements. The end goal of this study was for the localities to proceed with more road/city/town specific design plans to implement the regional recommendations.

In addition to the Regional Commission and MPO actions to provide pedestrian and bicycle facilities, each of the participating local governments has also undertaken Capital Improvement Projects to construct off-road trails and on-road bike lanes. Each local government also reviews and approves local development projects that contain trails, sidewalks and walkways. In 1994, the Winchester-Frederick County Bicycle Plan Advisory Committee prepared a 35-page bicycle plan for the City of Winchester and Frederick County. The Committee was composed of interested citizens as well as representatives from cycling groups, the Chamber of Commerce, local colleges, and the City and County Planning Departments and the City and County Parks & Recreation Departments. In addition, the Frederick County Bike Plan is currently being updated. This plan is tied to the County's Comprehensive Plan, which in effect requires developers to construct that portion of the plan which is associated with their development project. Likewise the City of Winchester has a conceptual plan for the Winchester Green Circle, and has constructed portions of the trail in association with development projects, and Stephens City has a trail system being planned and constructed in association with residential development projects in the Town. The connectivity of these individually planned projects, access for populations that rely on these types of facilities due to lack of car ownership or access to other transportation alternatives, and local government plans will be the primary focus of this plan.

Products: This project will create a more comprehensive pedestrian and bicycle plan to plan for recreational and non-recreational transportation uses such as daily transportation for college students to Shenandoah University and Lord Fairfax Community College, and transportation for low-income individuals that use bicycles out of necessity to access employment and shopping.

Estimated Budget: NSVRC Staff - \$10,000
Consultant - \$53,750
Total - \$63,750 (3/4 of FY 2006 Contract)

WORK TASK 6: Local Technical Assistance

Objective and Description: As part of the process of preparing for the 2007 UPWP, technical staff from each locality and VDOT have 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 Committee determine to fund for completion in FY 2007. Projects not selected for completion in FY 2007 may be carried forward to the FY 2008 UPWP or removed from the list as determined by Policy Committee action.

Priority **Access Management Studies**

Route 7
Route 17\50
Route 522

#1A Route 11 – Bellview Dr.(Winchester) to S. of Stephens City (Family Drive-In)
Pleasant Valley Road Corridor
Route 277 West side of Stephens City to Double Tollgate

Alternative Modes

Study of Transit Routes into the County
Sidewalk Deficiency Inventory
Bicycle Level of Service Inventory and Map

Intersections Identified for Improvement in the Vision Plan

#1B Project 24 – Route 37/Route 11/Shady Elm Interchanges
Project 34 – Route 522/Tasker Rd
Project 35 – Route 522/Macedonia Church Rd
Project 36 – Route 522/Papermill Rd

Study of Top Crash Locations Identified in the 2030 Long Range Plan

#3 Pleasant Valley/Featherbed Ln
Pleasant Valley/Jubal Early
Pleasant Valley/Millwood Ave
Valley Avenue @ Weems Ln and Cedar Creek Grade
Jubal Early @ Apple Blossom
522 @ Route 37 Ramps
17/50 @ 522 and I-81 Ramps
Berryville Ave @ Battle Ave and Woodland Ave

Corridor Traffic Studies

Featherbed Lane

Products: Technical reports and recommendations on selected projects.

Estimated Budget: \$80,000 (MPO Staff, Local Government Staff, and/or Consultant)

Figure 2
FY 2007 MPO STAFF (NSVRC)
PROPOSED REVENUE AND EXPENDITURES BY FEDERAL, STATE, AND LOCAL SOURCES

Proposed Revenues	VDOT Grant Program		FHWA Funding			FTA Funding			TOTAL MPO FUNDING	
	Grant Program Funds	Grant Program Local Match	FHWA Section 112 80%	State Match 10%	Local Match 10%	FTA Section 5303 80%	State Match 10%	Local Match 10%		
FY 2007 MPO Staff Funding			\$ 131,133	\$ 16,392	\$ 16,391	\$ 58,085	\$ 7,261	\$ 7,261	\$ 236,523	
MPO Bicycle/Ped. Plan Carryover Funds##	\$60,000	\$3,750							\$63,750	
TOTALS	\$60,000	\$3,750	\$ 131,133	\$ 16,392	\$ 16,391	\$ 58,085	\$ 7,261	\$ 7,261	\$ 300,273	
Proposed Expenditures			FHWA Section 112 80%	State Match 10%	Local Match 10%	FTA Section 5303 80%	State Match 10%	Local Match 10%	TOTAL ALLOCATIONS	VALUE OF VDOT ASSISTANCE BY PROJECT*
TASK 1 – Prog. Man. & Administration			\$36,844	\$4,605	\$4,605	\$15,789	\$1,974	\$1,974	\$65,791	\$55,000
TASK 2 – TIP			\$10,117	\$1,265	\$1,265	\$4,336	\$542	\$542	\$18,067	
TASK 3 – Freight Planning			\$4,994	\$624	\$624	\$2,140	\$268	\$267	\$8,917	
TASK 4 – SAFETEA-LU Compliance			\$6,445	\$806	\$805	\$2,762	\$345	\$345	\$11,508	
TASK 5 – Bicycle & Ped. Mob. Plan	\$60,000	\$3,750							\$63,750	
TASK 6 - Technical Assistance			\$48,000	\$6,000	\$6,000	\$16,000	\$2,000	\$2,000	\$80,000	
FY 2007 TOTALS	\$60,000	\$3,750	\$106,400	\$13,300	\$13,299	\$41,027	\$5,129	\$5,128	\$248,033	\$55,000
FY 2007 Reserve/Contingency Funds			\$24,733	\$3,092	\$3,092	\$17,058	\$2,132	\$2,133	\$52,240	
FY 2008 Reserve/Contingency Funds			\$85,855	\$10,733	\$10,731	\$45,886	\$5,736	\$5,736	\$164,677	

* These funds represent internal VDOT budgeting to assist the MPO with the identified work tasks and do not represent funds that move through MPO accounts or are part of the MPO allocation process
Projected Totals

Please Note: FY 2007 Reserve/Contingency Funds include 2,995 in FY 05 Carryover Funds
FY 2008 Reserve/Contingency Funds include FY 2004 Carryover Funds plus Estimated 2006 Carryover Funds

FIGURE 3

Winchester Urbanized Area FY-2007 Unified Planning Work Program VDOT Staunton District Input

State Planning and Research (SPR) Funds Available \$55,000

VDOT Staunton District Work Tasks:

- MPO Policy Board meetings
- MPO Technical Advisory Board meetings
- PL funding agreements and addenda
- Quarterly invoices and progress reports
- Amendments to FY-2007 UPWP
- Development of FY-2008 UPWP
- Input for FFY-2007 TIP Amendments
- Development of FFY-2008 TIP
- Technical support for highway projects and environmental assessments
- Review contracts, monitor progress and participate in consultant projects
- Review projects and road/site plans for conformance with Long Range Plan
- Review projects for conformance with TIP
- Coordinate multi-modal and freight activities
- Evaluate special traffic generators, elderly/handicapped needs, paratransit projects
- Review enhancement projects
- Participate in local and regional transportation planning activities
- Assist with SAFETEA-LU compliance activities
- Review Long Range Plan Update work elements
- Participate in public involvement process

FY07 VDOT SPR Funds to provide Statewide Support for MPO Process - \$500,000

VDOT's Transportation and Mobility Planning Division (TMPD), located in the Central Office, will provide statewide oversight, guidance and support for the federally mandate Metropolitan Transportation Planning & Programming Process. TMPD will provide technical assistance to VDOT District Planning Managers, local jurisdictions, regional agencies and various divisions with VDOT, in the development of transportation planning documents for the MPO areas. TMPD will participate in special studies as requested.