



WINCHESTER- FREDERICK COUNTY TRANSIT SERVICES PLAN

FINAL REPORT

August 2009



Prepared for

**The Winchester-Frederick County
Metropolitan Planning Organization**

Prepared by

KFH Group, Inc.

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Transit Services Plan for Winchester-Frederick Metropolitan Planning Organization

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TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	S-1
Introduction	S-1
Transit Needs Analysis	S-1
Existing Transportation Services	S-2
Service and Organizational Alternatives.....	S-2
Conceptual Plan	S-3
Summary and Implementation.....	S-12
CHAPTER 1 - INTRODUCTION	1-1
Background	1-1
Issues of Interest for the Study.....	1-2
Study Tasks and Technical Reports.....	1-4
Transit Services Plan Organization	1-4
CHAPTER 2 - TRANSIT NEEDS ANALYSIS	2-1
Introduction	2-1
Review of Recent Plans	2-1
Demographic Analysis.....	2-6
Stakeholder Opinions Concerning Transit Needs.....	2-18
Public Open House	2-28
Public Opinion Survey	2-29
Summary and Analysis	2-39
CHAPTER 3 - EXISTING TRANSPORTATION SERVICES	3-1
Introduction	3-1
Public Transportation Providers.....	3-1
Commuter Programs	3-8
Intercity Bus and Rail Programs	3-9
Human Service Agency Transportation Programs	3-11
Medical Assistance Transportation	3-13
Private Transportation Providers	3-13
Summary and Analysis	3-14

Table of Contents (continued)

	<u>Page</u>
CHAPTER 4 - SERVICE ALTERNATIVES, ORGANIZATIONAL, ALTERNATIVES, AND FUNDING MECHANISMS.....	4-1
Introduction	4-1
Service Alternatives	4-1
Organizational Alternatives	4-23
Overall Issues and Considerations	4-28
Funding Mechanisms	4-31
CHAPTER 5 - CONCEPTUAL PLAN	5-1
Service Plan	5-1
Fixed-Route Network Improvements	5-1
Rural Services	5-11
Corridor Services.....	5-11
Financing Transit Improvements	5-15
Organizational Structure.....	5-15
Summary and Implementation.....	5-20
Public Comment.....	5-20
APPENDIX A: Roster of Committee Members	
APPENDIX B: Survey Instrument	
APPENDIX C: Open-Ended Survey Questions	
APPENDIX D: Letter from Access Independence	

Executive Summary

INTRODUCTION

The Winchester-Frederick County Metropolitan Planning Organization (MPO), with guidance from the member jurisdictions of the City of Winchester, Frederick County and Stephens City, is responsible for multi-modal transportation planning in the Winchester-Frederick County Urbanized area. The MPO has conducted a number of transportation planning studies since its inception in 2003, and in 2008 hired KFH Group, Inc. to develop a Transit Services Plan for the region. This Executive Summary outlines the Conceptual Plan that resulted from the planning process, which took place between July 2008 and June 2009.

Major tasks for the Transit Services Plan included an extensive transit needs analysis with public, agency, and stakeholder outreach, an analysis of existing services, and the development of alternatives to improve public transportation in the region. The major findings and results from these tasks are highlighted in this Executive Summary.

TRANSIT NEEDS ANALYSIS

The focus of the Transit Needs Analysis was to analyze quantitative land use and population data, along with qualitative data provided by area stakeholders and the public, to develop a solid understanding of the travel needs of the diverse group of current and potential transit riders. The needs analysis incorporated information gathered from City and County comprehensive plans, other relevant plans conducted in the region, the U.S. Census, the Virginia Employment Commission, interviews with local stakeholders, a public survey, and a public open house.

From the quantitative and qualitative data concerning transit needs in Frederick County, the City of Winchester, and the Town of Stephens City, there appears to be a significant level of unmet public transportation need. Each of the primary sources used

(demographic data, stakeholders, and the public) echoed the same types of needs and these are outlined below.

- Transit services are needed for the newly developed areas of Frederick County adjacent to Winchester along the major travel corridors.
- Transit services are needed between the population centers in the region.
- Intercity bus transportation is needed in the Shenandoah Valley.
- Additional commuter options, including park and ride lots, are needed in the region. Connectivity to regional transit networks is desired.
- Rural Frederick County needs some sort of service, even if it is not provided on a daily basis.
- Local transit services in and around the City of Winchester need to operate later in the evenings and more frequently.
- Information concerning transit services needs to be more available, and services need to be advertised.

EXISTING TRANSPORTATION SERVICES

An inventory of the community transportation resources currently available in Frederick County, the City of Winchester, and Stephens City was prepared. Public transportation programs, human service agency transportation services, commuter programs, and private transportation providers were documented in the inventory. These results showed that there are a number of specialty community transportation providers and taxi operators in the region, but that the only regularly scheduled public transportation services targeting residents of the study area are provided by Winchester Transit, primarily serving the City of Winchester, and the Valley Connector (commuter bus to Northern Virginia and Washington, D.C.). The human service agency programs do provide some services outside of the City of Winchester, primarily for agency clients or targeted population groups to attend specific programs or medical appointments.

SERVICE AND ORGANIZATIONAL ALTERNATIVES

The results of the needs analysis and the review of the existing transportation services provided a framework for the development of a number of service and

organizational alternatives designed to improve public transportation in the region. These alternatives were refined by the Technical and Policy Advisory Committees for inclusion into the conceptual plan for the Transit Services Plan.

CONCEPTUAL PLAN

The conceptual plan includes a service plan, financial plan, and implementation plan. The major components of the plan are described below.

Service Plan

The service concepts included in the Conceptual Plan address a number of unmet needs, including those related to the fixed-route service network based in the City of Winchester, those related to the more rural portions of Frederick County, those addressing local and regional corridor needs, and those addressing commuter needs. The suggested service improvements are presented by category.

Fixed-Route Transit Service Extensions

The following local travel corridors in the Winchester-Frederick County urbanized area should be considered for service extensions:

- **Route 7/Berryville Avenue.** An expansion of the route to the east, using Valley Mill Road, Greenwood, and Route 7. To serve high need housing areas and a community shopping destination.
- **Valley Avenue Route to Cross Creek Village.** A southern expansion of the route to serve residential, employment, and retail locations.
- **Amherst Route to Wal-Mart.** An expansion to the northwest to serve the new Wal-Mart on Route 50 West.
- **Apple Blossom Mall Route to Millwood Ave/522 South Corridor.** This southern extension would serve a number of significant transit destinations in this corridor, including a number of hotels and retail centers (Delco Plaza), the Virginia Employment Commission, counseling services, and the Airport Industrial Park.
- **Northside Route to Rutherford Crossing.** Significant new development has taken place just north of Winchester along Route 11. A new shopping center

has recently opened with a Target, a Lowe's, and several smaller shops. An office building with major federal employment is also located adjacent to the shopping center. This extension would serve additional retail and employment areas by extending the route network north from the current northern terminus.

Fixed-Route Transit Service Adjustments

There are two changes that could be made to improve the current fixed-route network, regardless of expansion.

- ***Change the Pairs to Link Apple Blossom with Amherst.*** There are ongoing trip needs for Shenandoah University students to get to the Valley Medical Center on Amherst Street. This trip need is not currently met, because the riders have to wait 30 minutes at the transfer location to access the Amherst Route after coming downtown on the Apple Blossom Route. By linking the Apple Blossom Route and the Amherst Route, this trip need can be met without additional cost or changes to the actual routes.
- ***Re-Configure the Trolley Route.*** The Trolley Route is not performing as well as a fixed-route should, with fewer than three trips per revenue hour. A more in-depth analysis of the route needs to be done before specific routing improvements can be presented. The goal of any re-structuring will be to increase ridership while keeping the costs neutral.

Fixed-Route Transit Expansion of Days and Hours

When asked if additional days and/or hours of service are needed in the current Winchester Transit service area, 64% of the public opinion survey respondents indicated that service was needed later in the evenings, and 44% indicated that service is needed on Sundays. Winchester Transit has recently extended service until 8:00 p.m., which addresses a portion of the evening trip needs, but does not address the need to get people home after a retail job (i.e., 9:00 p.m. or 10:00 p.m.) A longer span of service on Saturdays was also requested. Sunday service is also an issue for current riders, as they do not have mobility options on Sundays. It should be noted that increasing hours or days of service could be incrementally or partially implemented (i.e., implement on the busiest route(s) that have specific destinations that are open late and/or on the weekends.)

Fixed-Route Transit Increased Frequency of Service

Stakeholders and public opinion survey respondents indicated a need for more frequent transit service. Increasing transit frequency from hourly service to 30-minute

service would make the route network more appealing for choice riders, as well as more convenient for all riders.

Improved Passenger Amenities

Public opinion survey respondents indicated that they would like additional shelter from inclement weather and additional seating at the bus stops. Future passenger amenities could also include real-time transit information (i.e., “Nextbus”) technology, and wireless Internet access. Passenger amenities improve the transit experience for riders, increase the visibility of transit in the area, and can help attract choice riders.

Countywide Demand-Response Public Transportation

An important transit need articulated by stakeholders was for rural general public transportation, particularly for senior citizens and people with disabilities. It was mentioned that any level of service would help, even if it were provided on different days to different areas of the County. Since the beginning of this study, a new service has been initiated by the Shenandoah Area Agency on Aging (SAAA). The service, Well Tran, provides this type of service for senior citizens. Services are offered in the City of Winchester, Frederick County, as well as in Clarke, Page, Warren, and Shenandoah Counties. This service is funded in part by a New Freedom grant.

Countywide demand-response public transportation could be provided through a contractual agreement with the SAAA. It would make economic sense to expand and support the new SAAA program, operating in a coordinated manner, rather than starting a parallel service. There are a couple of ways that this could work -- the SAAA, as a private non-profit, could apply for rural general public operating assistance under the Federal 5311 program (flows through Virginia Department of Rail and Public Transportation (VDRPT), and the County could match these funds to support an expansion of the program that would include general public riders, and not exclusively seniors. Alternatively the County or a new entity could be the applicant for rural general public funds and could pass them through to SAAA to support the program (in addition to local matching funds).

Contracting with the SAAA would foster a coordinated approach to providing community transportation, which is currently one of the criteria used in making State and federal funding decisions. This arrangement would also be less confusing for passengers -- the SAAA in partnership with the County could brand one program for all types of riders. This approach would also be cost-effective, sharing the burden of the support systems such as scheduling, dispatching, training, marketing, etc.

Corridor Service on Route 11- Local

The need for transit services between Winchester and Stephens City and the need to connect to Lord Fairfax Community College in Middletown were articulated by stakeholders and survey respondents. This corridor was served by the transit demonstration project in 2004-2007 and ridership did not meet expectations, however, with more collaborative route and schedule planning (specifically with stakeholders from Lord Fairfax Community College), and shared funding, this corridor should be looked at again for service. Additional research concerning the specific route and schedule of the demonstration project is needed to ensure that past errors are not repeated.

Stephens City also exhibits high relative transit needs, specifically to the north of Route 277 and to the east of Route 11 and Route 81. A short diversion to serve local Stephens City needs should also be considered for this route.

This corridor service would meet a need that was articulated during this study process and previous transit studies in the region. It would also allow full access to Lord Fairfax Community College from the major population centers in the study area, which would greatly help current and potential community college students who either do not drive or do not have access to a car on a regular basis. This option would also open up additional employment and commerce opportunities for people who live in the corridor and would provide service for Stephens City.

Regional Corridor Service

There is currently no intercity bus transportation provided throughout the I-81/Route 11 Corridor throughout the Shenandoah (from Harrisonburg to Martinsburg). This alternative is proposed to re-instate intercity bus service through the corridor by using federal rural public transportation funds to subsidize the service. Section 5311 funding for rural public transportation has a 15% set-aside (5311(f)) that is intended to be used to fund intercity bus transportation in corridors where there are intercity bus needs, but the ridership is not high enough to fully support a private enterprise operating the services. These projects typically offset a portion of a private intercity bus carriers expenses to provide service. A discussion with VDRPT staff and potential private carriers will be needed to discuss the feasibility of this option. While this option includes areas outside of the study area, it would benefit residents, businesses, and visitors to the City of Winchester and Frederick County.

Commuter Infrastructure and Services

Eighty-three (39%) of the public opinion survey respondents indicated that they think additional long-distance commuter service is needed to Washington, D.C., followed by Northern Virginia (80) and Connections to Metrorail (76). It should be noted that the survey was taken before the Valley Connector Route (#57) was implemented. The #57 picks up at the Waterloo Park and Ride, which is actually in Clarke County.

Thirty-three percent of the public opinion survey respondents think that additional park and ride lots are needed. It should be noted that there are not any formal park and ride commuter lots in the study area.

The following service and infrastructure alternatives are geared to the needs of the long-distance commuter:

- **Support and Expand the Valley Connector, As Ridership Dictates.** The Valley Connector recently implemented the #57, which provides service from the Waterloo Park and Ride (Intersection of Route 340 and Route 17/50, east of the study area) to the Rosslyn Metrorail Station and Washington, DC. This route is currently being subsidized by a demonstration grant from VDRPT. A private transportation operator provides the service (S & W Tours). This basic connection meets the need articulated by survey respondents; however, it does not originate in Winchester/Frederick County. It would better meet the needs of Winchester-Frederick County residents if it originated in the Route 7 Corridor.

The focus of this service option is to consider the expansion of this route into Frederick County/City of Winchester to better meet the needs expressed by survey respondents and to consider an additional vehicle if this route is successful. There will also be a need to look at additional funding options if the passenger revenues are not covering the cost of the service. This option would provide a link to Northern Virginia, the Metrorail, and Washington, D.C., which were the three most frequently requested commuter destinations on the survey. This option could also help reduce traffic congestion in the corridor.

- **Explore Park and Ride Opportunities.** In order to support the vanpool, carpool, and fledgling commuter bus program in the region, additional park and ride lots should be considered. Opportunities for developing new park and ride lots can come from:

- New shopping, commercial, and mixed-use developments - negotiating for park and ride lots through the development review process.
- Existing shopping areas - contacting owners to see if arrangements can be made.
- Road improvement projects - there are several in the pipeline in Winchester and Frederick County and the potential to add park and ride opportunities should be considered during design of future road projects (i.e., particularly interchange projects).

The public opinion survey indicated that park and ride opportunities were desired in the Route 7 Corridor, Stephens City, Route 50W, Route 50E, Route 522N, and Route 522S.

Financing Transit Improvements

The fares charged to ride public transportation do not cover the costs of providing the service, which is why most, if not all, of the private urban public transportation providers either ceased operating or were taken over by public or quasi-public entities between about 1950 and 1975.

Public transit financing is currently a rather complicated partnership among federal, state, and local partners, with different programs for urban, rural, and human service-oriented transportation services. Table ES-1 presents the estimated expenses, along with the recommended funding sources to help fund the capital costs and operating deficits, after applying the fare revenue, for each of the categories of improvements that are included in this Conceptual Plan. Fare revenue is not listed, as it is presumed for each of the operating improvements. The full draft final plan offers an Appendix that describes each of the funding sources listed as potential options in Table ES-1.

Organizational Issues

There will be a need for the City of Winchester and Frederick County to decide how to administer public transportation in the future. The transit service improvements that will likely be implemented first, pending available funding, are the County-wide demand-response program (coordinated with SAAA), improved commuter amenities, and the fixed-route service extensions. These improvements require agreements among the parties involved in terms of service and payment terms, but do not require the creation of any new organizational entity. Long-term improvements will likely warrant a more comprehensive look at forming a Transportation District or a Regional Transportation Authority.

Table ES-1: Summary of Service Alternatives

Service Alternative	Purpose	Annual Operating Cost	Capital Needed	Potential Funding Options
#1- Extend Fixed-Route Transit Services				
Route 7/Berryville Avenue	Serve high need area and identified transit destinations.	\$84,500	One vehicle	Fares, S. 5307, Job Access Reverse Commute (JARC), State Operating, Frederick County
Valley Avenue to Cross Creek Village	Serve additional destinations articulated by the public.	\$84,500	One vehicle	Fares, S. 5307, State Operating, City of Winchester, Frederick County
Amherst Route to Wal-Mart	Serve additional destinations articulated by the public.	\$28,700	0-1 vehicle	Fares, S.5307, State Operating, Frederick County
Apple Blossom Mall to 522 South Corridor	Serve additional destinations articulated by the public.	\$84,500	One vehicle	Fares, S.5307, JARC, State Operating, Frederick County
Northside to Rutherford Crossing	Serve additional destinations articulated by the public.	\$84,500	One vehicle	Fares, S. 5307, JARC, State Operating, Frederick County
	Subtotal, if all chosen	\$366,700	5 vehicles	
<u>Note:</u> Significant fixed-route extensions would likely require another Americans with Disabilities Act complementary paratransit vehicle.				
#2- Adjust Fixed-Route Services				
Link Apple Blossom with Amherst	Provide link that was articulated by the public.	\$0	0	None needed
Re-Configure Trolley Route	Improve performance.	\$0	0	None needed

Service Alternative	Purpose	Annual Operating Cost	Capital Needed	Potential Funding Options
#3- Increase Days/Hours of Service				
To 9:00 pm, Monday through Friday	Provide retail workers and others with evening travel options.	\$43,000	None	Fares, S.5307, JARC, State Operating, City of Winchester
To 9:00 pm, Saturdays	Provide retail workers and others with evening travel options.	\$35,000	None	Fares, S.5307, JARC, State Operating, City of Winchester
Sunday Services, eight-hour span	Provide mobility for riders on Sundays.	\$71,000	None	Fares, S.5307, JARC, State Operating, City of Winchester
#4 Increase Frequency of Service				
Monday-Friday, 30 minute Headways	Provide more convenient travel options and potentially attract more choice riders.	\$456,000	3 vehicles	Fares, S.5307, State Operating, City of Winchester
#5 Improve Passenger Amenities	Provide a more comfortable transit experience.	capital only	Benches & shelters	S.5309, S.5309, City of Winchester
#6- Corridor Service to Middletown	Serve a major travel corridor, Stephens City, and the Community College.	\$148,000	1-2 vehicles	Fares, Pre-purchased fares from Lord Fairfax Community College, S.5307, S.5311, JARC, State Operating, Frederick County, Stephens City, Winchester
#7- Regional Corridor Service	Provide mobility in the Shenandoah Valley	n.a.	n.a.	Fares, S.5311(f)

Service Alternative	Purpose	Annual Operating Cost	Capital Needed	Potential Funding Options
#8- Improve Commuter Services Valley Connector Expansion Park and Ride Lots	Provide an alternative to driving for long-distance commuters Support carpool, vanpool, and commuter bus users	\$189,000 Varies	n.a. n.a.	Fares, State Demonstration funding, Congestion Mitigation and Air Quality Improvement(?) Virginia Department of Transportation, developers, City, and County
# 9- County-wide Demand-Response One vehicle, M-F Two vehicles, M-F Three vehicles, M-F Four vehicles, M-F	Provide needed mobility for people who cannot or do not drive.	\$86,900 \$173,800 \$260,700 \$347,000	1 vehicle 2 vehicles 3 vehicles 4 vehicles	Fares, S.5311, State Operating funds, Frederick County

SUMMARY AND IMPLEMENTATION

This Executive Summary has outlined the process and recommendations developed for the Winchester-Frederick County Transit Services Plan. The Plan features a number of potential transit service improvements that could be implemented in the region, including those geared to the fixed route transit network based in the City of Winchester, those addressing the rural areas of Frederick County, and those addressing local corridor and regional transportation needs. It is envisioned that when implemented, all of the various services will function in a coordinated fashion, with passengers able to travel throughout the Winchester-Frederick County region and beyond.

The fixed route service extensions would need to be implemented as a package, at least partially, as the current fixed routes are operated as paired routes. The other recommended improvements are not dependent upon one another and could be implemented incrementally as funding allows.

The next steps for this planning process are to further the circulation of the Conceptual Plan to local elected officials and the public. While the general idea of improved transit services has been discussed in the region, the Conceptual Plan articulates specific services and discusses potential funding sources for implementation.

Chapter 1

Introduction

The Winchester-Frederick County Metropolitan Planning Organization (MPO), with guidance from the member jurisdictions of the City of Winchester, Frederick County, and Stephens City, is responsible for multi-modal transportation planning in the Winchester-Frederick County Urbanized area. The MPO has conducted a number of transportation planning studies since its inception in 2003, and in early 2008 conducted a bid process to hire a consultant to conduct a Transit Services Plan for the region. Figure 1-1 provides a map of the study area.

KFH Group, Inc. was hired to develop the Transit Services Plan. The purposes of this study have been to document where transit needs exist, who the users are likely to be, how efficiently their needs are currently being met, and how best to serve them. This report documents the planning process, which took place between July 2008 and June 2009.

BACKGROUND

On July 8, 2008, initial meetings were held among KFH Group staff, the MPO staff, and both the Citizens Advisory Committee (CAC), and the Technical Advisory Committee (TAC). Appendix A provides rosters of the members of these Committees. The purposes of the meetings were to introduce the consultant staff to Committee members, review the scope of work and schedule for the study, discuss goals and issues for the study, and solicit ideas for effective public input strategies. The discussions from these meetings provided guidance for the development of the Transit Services Plan and the major points are summarized below.

- The MPO has made this study a priority and there is strong interest from the TAC to see transit projects move forward.

- There have been transit demonstration projects in the currently unserved portions of the region and these projects have not resulted in sustainable transit options.
- There has been significant growth in the region, including a shift to a Census-defined “urban” classification. This growth calls for a comprehensive, fresh look at transit needs and potential options.
- There is increasing public interest in transit options, both locally and for long-distance commute options.
- While the region recently completed a Long-Range Transportation Plan (2005) and has participated in mobility planning, as required by SAFETEA-LU, a comprehensive transit study has not been conducted for the region.

ISSUES OF INTEREST FOR THE STUDY

CAC members and TAC members were asked to indicate what issues they think are important to consider during the study process. These issues are summarized below and are not presented in any particular priority order.

- **Accessibility** – CAC members indicated that any new transit options need to be accessible to people who need to use them, both in terms of geographic access to service (i.e., options that do not require long walks on rural roads to access service, options that connect people to transit nodes), and access for people with disabilities.
- **Compatibility with Other Modes** – CAC members indicated that transit options should include bike racks.
- **Inclusionary Planning** – Guidance from the Committees indicated that the planning process will need to reach out to a number of constituent groups, both for the purposes of collecting data on unmet transit needs and for the purposes of building consensus and identifying funding partners.
- **Study of Choice Transit Markets** – The City of Winchester has been providing transit services for a number of years and would like to broaden its reach from serving primarily transit dependent riders to including more choice riders.

- **Transit Dependent Needs** – Frederick County currently does not provide any public transportation options and would like to first focus on ways to serve people who have no means of personal transportation and then consider choice riders in the future.
- **Consideration of New Urbanism Concepts** – The City of Winchester is currently updating its Comprehensive Plan and is incorporating a number of contemporary land use concepts that include mixed land uses and a reduced reliance on single-occupant vehicles. Transit options developed for the City are compatible with the Comprehensive Plan.
- **Consideration of Go Green Initiatives** – Transit can help reduce traffic congestion and the air pollution that results. Winchester has launched a “go green” initiative and enhanced transit opportunities are compatible with this initiative.
- **Innovative Service Modes** – Given that previous demonstration projects (primarily fixed-route mode) did not succeed, Committee members would like to see a range of service options that reflect the diverse service area (rural, suburban, and small urban).
- **Capitalize on Transit Momentum** – Both groups recognized that this is an opportune time to develop a transit plan for the region, and were hopeful that the resultant plan will be well-received by local stakeholders. It should be noted that the economy deteriorated significantly over the course of the study, resulting in lean governmental budgets for the short term.
- **Include Marketing and Passenger Amenities** – There was a desire for the Transit Services Plan to include provisions for improved marketing and passenger amenities so that people are informed about their transit options and feel comfortable using transit.
- **Recognize that Winchester** is a regional destination and draws employees, medical patients, and visitors from a large area throughout the Shenandoah Valley and into West Virginia and Western Maryland.
- **Consider the Need for Park and Ride Lots**, rail connections, and regional transit options. MPO staff indicated that interest in the Rideshare program has been increasing and additional park and ride locations were needed.

- **Build upon the Mobility Planning Study** - One of the outcomes of the Mobility Planning Study was the concept of mobility management strategies for this region, which have begun to be implemented by the MPO and the Shenandoah Area Agency on Aging.

To the extent feasible, these issues were considered throughout the study and the development of alternatives.

STUDY TASKS AND TECHNICAL REPORTS

Major tasks for the Transit Services Plan included an extensive transit needs analysis with public, agency, and stakeholder outreach, an analysis of existing services, and the development of alternatives and a conceptual plan to improve public transportation in the region. These tasks were documented in a series of four technical memoranda that were presented to the TAC, the Policy Board, and other stakeholders throughout the study process. These technical memoranda have been revised as requested by stakeholders and included in this draft Transit Services Plan.

TRANSIT SERVICES PLAN ORGANIZATION

This Transit Services Plan is organized into the following five chapters:

- Chapter 1: Introduction
- Chapter 2: Transit Needs Analysis
- Chapter 3: Existing Services
- Chapter 4: Service and Organizational Alternatives
- Chapter 5: Conceptual Plan and Implementation

An Executive Summary has also been prepared and is available as a companion document.

Chapter 2

Transit Needs Analysis

INTRODUCTION

The focus of this transit needs assessment is to analyze quantitative land use and population data, along with qualitative data provided by area stakeholders and the public, to develop a solid understanding of the travel needs of the diverse group of current and potential riders. This needs assessment incorporates information gathered from City and County comprehensive plans, other relevant plans conducted in the region, the U.S. Census, the Virginia Employment Commission, interviews with local stakeholders, a public survey, and a public open house.

REVIEW OF RECENT PLANS

Frederick County 2007 Comprehensive Plan

Frederick County updated its Comprehensive Plan in 2007. The primary goal of the plan was “to protect and improve the living environment within Frederick County.”¹ The plan is a relatively short-range planning document (five to ten years) and it describes the policies governing the County and “attempts to establish a direction and reasonable expectations for development.”

The plan provides historical data and establishes goals, strategies and implementation methods in the areas of historic preservation, population and housing, the economy, the environment, land use, transportation, and community facilities and services. This review of the plan will focus on those areas directly related to public transportation, such as population, land use, and transportation.

¹Frederick County 2007 Comprehensive Policy Plan, Adopted by the Frederick County Board of Supervisors in August 2007.

Population and Housing

The stated goals with regard to housing and population focus on maintaining a moderate rate of population growth, a balanced distribution of growth, a variety of housing types, an awareness of the public facilities needed to support residential growth, and the encouragement of energy efficient housing and housing patterns. These population and housing goals are compatible with the development of public transportation services, particularly the goals of maintaining an awareness of the public infrastructure needed to support residential growth and the encouragement of energy efficient housing patterns.

Land Use

Frederick County's plan for land use in the County includes three primary land use concepts: the urban development area (UDA), the sewer and water service area, and the rural areas.

The Plan indicates that New Urbanism and Traditional Neighborhood Design are envisioned to be effective tools for growth management in the urban development areas. These concepts are transit-friendly in that developments built in these styles generally have a mix of land uses and housing opportunities, higher densities than traditional suburban developments, and are pedestrian friendly. Potential locations for urban centers include: Papermill Road at a new I-81 Interchange; Stephens City/Route 277 area; West Jubal Early; and Crosspointe. Smaller-scale Neighborhood Villages were identified for the Senseny Road Triangle, the Justes Drive School Cluster, the Villages at Artrip, Warrier and Tasker, Lakeside at the Library, Kernstown, and Sunnyside. The Plan also indicates that the transportation network in these areas should be multimodal, though public transit is only mentioned in connection with the Western Jubal Early Land Use Plan.

Transportation

The transportation section of the plan is primarily focused on the roadway network, but does include a goal for encouraging the provision of a full range of transportation options including air, rail, and bus services. Under this goal, there is a strategy listed that states, "Work with the City of Winchester to provide bus service to the urban areas of the County." This strategy will be considered during the development of this Transit Services Plan.

City of Winchester Comprehensive Plan

The City of Winchester is currently in the process of updating its Comprehensive Plan. This process is a substantial re-write of the document, parts of which date back to 1991. Parts of the Plan were updated in 1999 and in 2005, but the current effort is a complete re-write.

The Summary Report on Public Input, dated 9/4/2008, is a compilation of the results of four public input sessions that were held in June and July, 2008. Each of the meetings included a Strength, Weakness, Opportunities, and Threats analysis and the results indicated that the public listed transit as a weakness, indicating that public “transit needs to extend and expand.”

The following were areas of agreement concerning the future development of the City:²

- The need for revitalization and redevelopment of various key sites, especially Ward’s Plaza, and other older, underused commercial and industrial sites.*
- The need for continued efforts at historic preservation and rehabilitation, especially in the downtown area, including new uses, mixed uses, and somewhat greater intensification.*
- The need to preserve, enhance, and expand the existing parks and trails system, including completing the Green Circle Trail.*
- The need for infrastructure upgrades, especially sidewalks and key street connections, including completing the connection of Meadow Branch Avenue.*

There also seemed to be a broadly felt, generally positive view toward growth and revitalization within the City, including the “new urbanist” principles of mixed-use, connectivity, and human-scale, pedestrian-friendly development. There was also a generally positive view toward the trend of diversity in population and housing. There also appeared to be broadly shared concerns about the impact of rising fuel costs, the impact of growth in the County that could compete or conflict with the City’s efforts to attract jobs, the recognition of the need for higher educational levels in the local labor force, and the need for finding a competitive niche for commercial and industrial growth.

These concepts are supportive of public transportation, particularly those ideas that promote greater intensification in already developed areas and pedestrian-friendly design.

² Summary Report on Public Input Meeting, Draft, 9/4/2008, prepared by Herd Planning and Design, Renaissance Planning, and Baker.

Northern Shenandoah Valley Coordinated Human Service Mobility Plan

In response to the coordinated planning requirements of the SAFETEA-LU legislation, the Virginia Department of Rail and Public Transportation sponsored the development of a Coordinated Human Service Mobility Plan. The coordinated plan was designed to guide funding decisions for three specific grant programs: Section 5316 (Job Access and Reverse Commute), Section 5317 (New Freedom), and Section 5310 (Elderly Individuals and Individuals with Disabilities).

An important part of the coordinated planning process was to conduct an assessment of the transportation needs for individuals with disabilities, older adults, and people with low incomes. The following unmet transit needs were identified in the Coordinated Plan:³

- Transportation services beyond a specific agency's program criteria.
- Transportation for non-medical related social and recreational trips.
- Expanded transportation services during evening and weekend hours for a number of trip purposes.
- Greater door-to-door services for people who need additional assistance.
- Same-day transportation service for spontaneous travel needs.
- Transportation services from the more remote areas of the region to employment and shopping destinations, including options for people with disabilities.

Northern Shenandoah Valley Public Mobility Project

The Northern Shenandoah Valley Public Mobility Project was an effort to create a coordinated human service transportation system for the Northern Shenandoah Valley region of Virginia using advanced intelligent transportation systems technology.⁴ The premise of the project was that there are several human service agencies in the region that currently provide client transportation, many of which have empty seats on some of their runs and vehicles that sit idle for parts of the day, and that by using advanced

³ Northern Shenandoah Valley Coordinated Human Service Mobility Plan, June 2008, prepared by Cambridge Systematics and KFH Group for the Virginia Department of Rail and Public Transportation.

⁴ Northern Shenandoah Public Mobility Project Evaluation, Center for Transportation Studies, University of Virginia, sponsored by the Office of University Programs, Research and Special Programs Administration, USDOT, 2003.

technologies these services could be coordinated and provided more efficiently. Specific technologies included: network computer aided dispatching and geographic information systems (GIS). The report documenting the process concluded that the use of GIS is an effective tool to use in identifying the need for and requirements for ITS solutions for public transportation challenges in rural regions. This program, while innovative and practical, was never fully implemented by agencies in the region. It is likely that the operational elements involved in coordinating rural human service agency programs posed barriers to implementing the program.

“Feasibility Study for a North-South Mass Transit System,” Prepared for the Winchester and Frederick County Mass Transit Task Force. Prepared by Multisystems, August 2001.

The primary goal of the 2001 North-South Feasibility Study was to enhance regional access to employment opportunities in the City of Winchester and in Frederick County. The service recommendations were extensive and are summarized below.

- Expand Potomac Valley Transit Authority’s (PVTa) employment route from Romney, West Virginia to the Rubbermaid Plant to include two additional routes:
 - Express bus from Romney tailored to one or more employers
 - Express bus from Cumberland, Maryland, tailored to one or more employers
- Introduce Winchester – Middletown deviated fixed-route service.
- Initiate planned demand services for the residential communities in Frederick County. Four service zones are recommended for Frederick County, approximately bounded by Interstate 81 and U.S. Route 50. A basic plan for service coverage would provide each zone with service on two days a week to one of two destinations, respectively: Winchester Medical Center and Apple Blossom Mall and/or Wal-Mart Plaza. An interim stop would be available at downtown Winchester, allowing passengers to make connections with Winchester Transit routes. Under this service plan, Fridays would be reserved for special trips, possibly to a senior center or recreational destination. Because of the dispersed development patterns throughout most of the county, demand-response service is recommended with advance reservations required.
- Expand the availability of Winchester Transit System.
 - Extend service span
 - Serve additional employment destinations

- Serve Winchester Mall
 - Create transit centers
 - Implement route deviation
- Enhance Marketing

The organizational recommendations discussed three scenarios and recommended the following:

- Winchester Transit System assumes interim responsibility for implementing the service recommendations in the short-term.
 - A new regional transit district is formed to operate services in Winchester/Frederick County in the long-term.

DEMOGRAPHIC ANALYSIS

The demographic analysis of transit needs focused on quantitative data for potentially transit dependent populations, such as older adults, individuals with disabilities, and persons living below the poverty level. U.S. Census data on such populations were collected, processed, and mapped using GIS technology to determine areas with relatively high potential transit needs. Major origins and destinations that potential transit riders may need to access were also researched and mapped to augment our understanding of areas with higher transit needs. Existing transportation services were overlaid on these needs maps to determine the extent to which the current transportation network serves potential transit riders and the places they travel to and from. Combined with input from stakeholders and the public, the analysis of gaps in existing services and the identification of relatively high need areas, including key origins and destinations, will guide the design of new transit services and changes to existing services.

Transit Dependent Populations

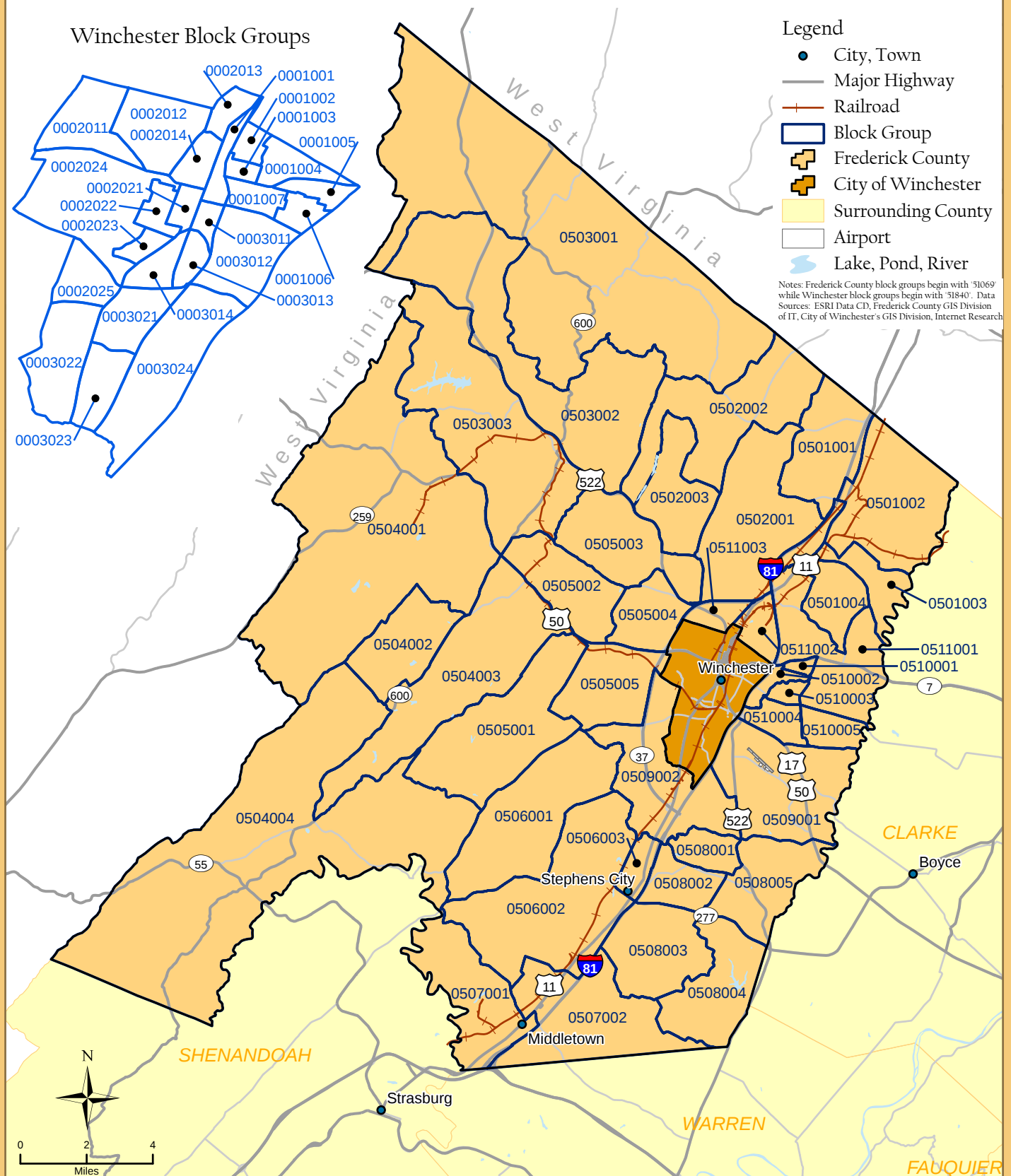
The first part of the demographic analysis examined those population segments that are most likely to require alternative mobility options to the personal automobile due to age, disability, income status, or simply because they reside in a household in which there are no available automobiles. The data utilized in this analysis were gathered from Census 2000 data tables (Summary Files 1 and 3), and included several segments of the population:

- Youth – Persons between the ages of 12 and 17. These individuals are essentially old enough to make trips without an accompanying adult, but often are not old enough to drive themselves or do not have a car available.
- Elderly – Persons age 60 and above. This group may include those who either choose not to drive any longer, have previously relied on a spouse for mobility, or because of factors associated with age can no longer drive.
- Persons with Disabilities – Persons age 16 and above who have a disability lasting six months or more that makes leaving the home alone for simple trips such as shopping and medical visits difficult for them.
- Poverty Status – This segment includes those individuals living below the poverty level who may not have the economic means to either purchase or maintain a personal vehicle.
- Autoless Households – Number of households without an automobile. One, if not the most, significant factor in determining transit needs is the lack of an available automobile for members of a household to use.

In order to identify the geographic areas that have high relative transit needs, the Census 2000 data on these five populations were gathered and summarized at the Block Group level. All Census Block Groups within Frederick County and the City of Winchester were then ranked by each population category. For example, all Block Groups were ranked from high to low based on the number of youth in each Block Group. The block group with the highest number of youth was ranked 1; the Block Group with the second highest number was ranked 2; and so on. This process was repeated for all five potentially transit dependent populations listed above. The rankings by each population category were then summed by Block Group to produce an overall ranking of potential transit need for each block group.

Shown in Figure 2-1, the block groups were divided into approximate thirds and classified—relative to each other—as having high, medium, or low potential transit needs. Representing each Block Group’s combined rankings for the five potentially transit dependent populations, the overall ranking was mapped to produce geographical representations of transit needs in Frederick County and the City of Winchester. This ranking was generated twice, first based on the density of transit dependent persons and secondly based on the percentage. In addition, the Block Groups were ranked and mapped separately based on population density, which helps determine the type of transportation service that is feasible for the area, and the number of autoless households, which as mentioned previously, is a key factor in determining potential transit need. Each map was overlaid with existing fixed-route public

Figure 2-1: Frederick County and the City of Winchester
CENSUS 2000 BLOCK GROUPS



transportation services (Winchester Transit) to determine whether identified areas of transit need were served by existing services and the potential gaps in the current transportation system. The analyses of these maps are summarized below. Figure 2-2 portrays the neighborhoods within Frederick County to complement the descriptions of relative high need areas included below.

Ranked Density of Potentially Transit Dependent Populations

In the overall ranking based on the density of transit dependent persons, the block groups were mapped to show areas within Frederick County and the City of Winchester that have concentrations of transit dependent persons. Areas with higher densities are better candidates for fixed-route transit services. The results of this ranking are presented in Figure 2-3. Areas with relatively high needs based on the density of potentially transit dependent persons are found in central and northeastern Winchester, the northern part of the Ash Hollow neighborhood, and northern Fredericktowne, just east of Stephens City. Areas with medium relative need include the remaining portions of Winchester and several block groups directly outside the city limits (eastern Round Hill, eastern Albin, and the entire neighborhoods of Sunnyside, Ash Hollow, Red Bud Run, and Senseny). The remaining portions of Fredericktowne, eastern Stephens City, Middletown, the western part of the Middletown Area neighborhood, and the segment of eastern Star Tannery adjacent to the Middletown Area also contain block groups with a medium level of transit needs by ranked density.

Of the high need areas identified by the density of transit dependent populations, only Winchester is currently served by fixed-route public transit via seven Winchester Transit routes. The Northside Route is the only fixed-route service that travels outside of city limits. The high and medium need block groups outside Winchester's city limits currently are not served by fixed-route public transit. Persons with disabilities that reside in the greater Winchester area and are traveling to the city may be eligible for Winchester Transit's paratransit services, but those who are not eligible or who live in or around Stephens City or Middletown still have transportation needs that are not being met by the current public transportation network.

Ranked Percentage of Potentially Transit Dependent Populations

In the overall ranking based on the percentage of transit dependent persons, the Block Groups were mapped to show areas within Frederick County and the City of Winchester that have high proportions of transit dependent persons. Shown in Figure 2-4, the map displaying ranked percentage complements the ranked density map by highlighting areas that have high numbers of potentially transit dependent persons, but lack density. The analysis by ranked percentage indicates that transit needs exist in more rural parts of the County. Significant numbers of transit dependent persons

Figure 2-2: Frederick County and the City of Winchester NEIGHBORHOODS

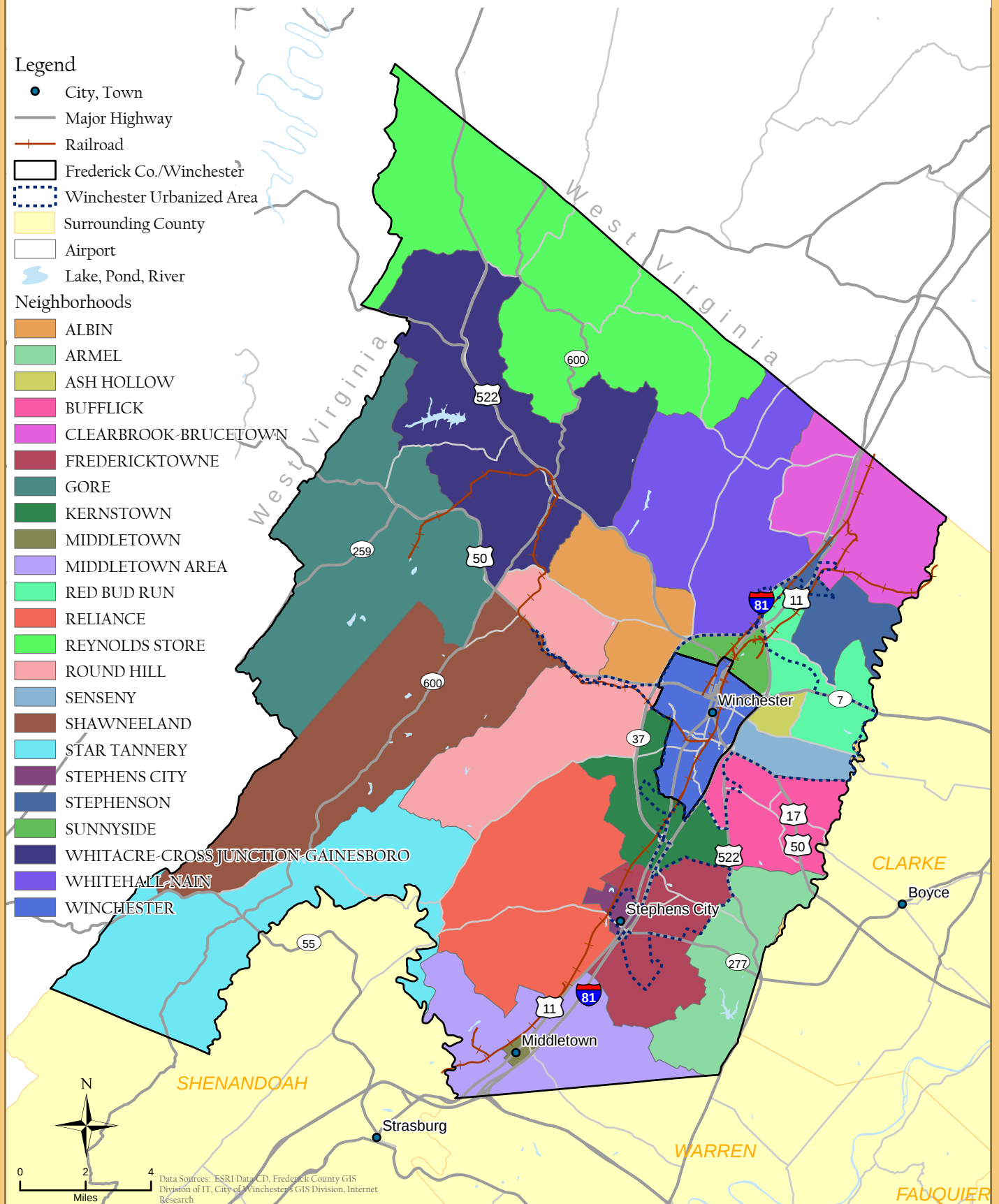


Figure 2-3: Frederick County and the City of Winchester
RELATIVE TRANSIT NEED BY RANKED DENSITY

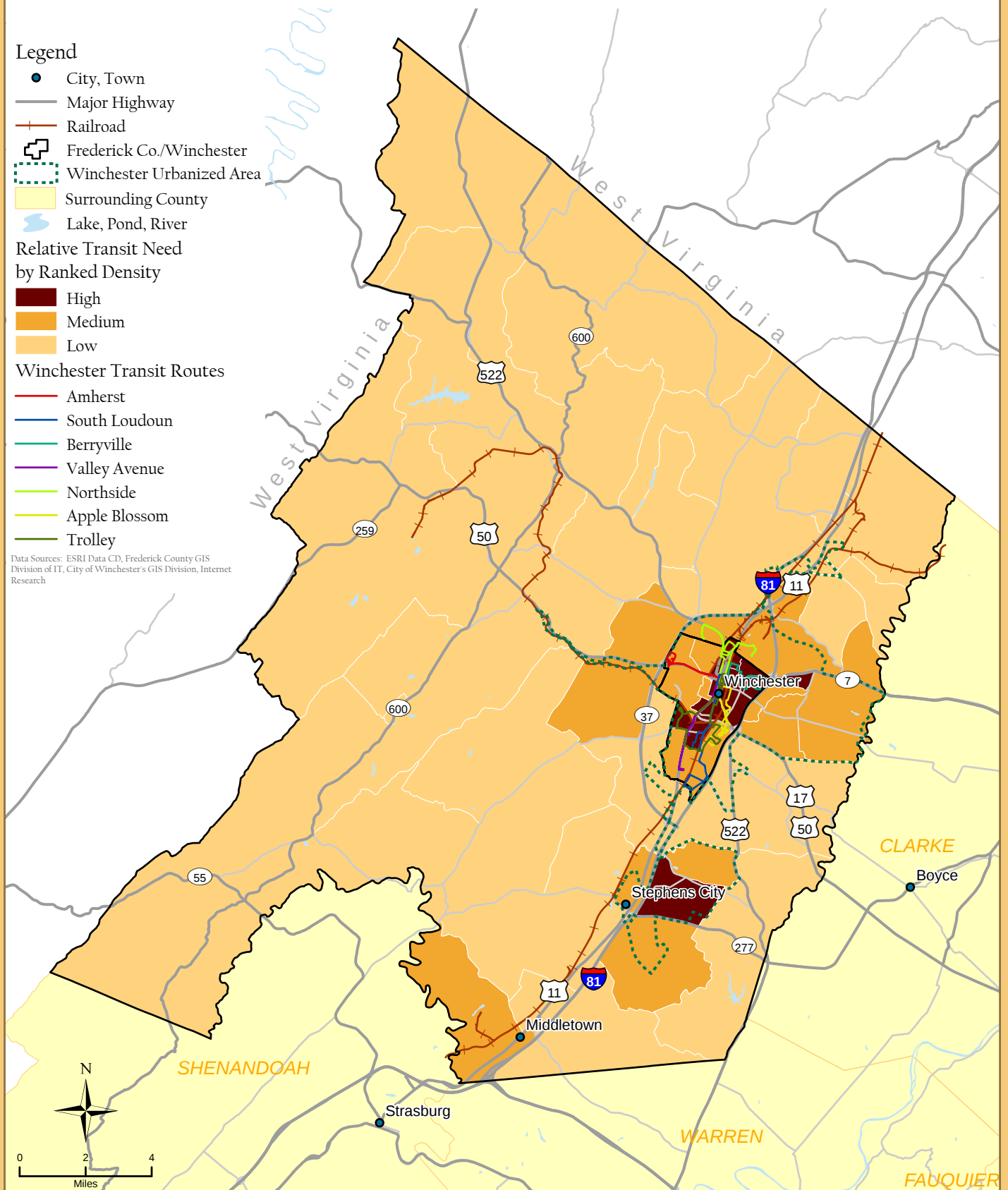
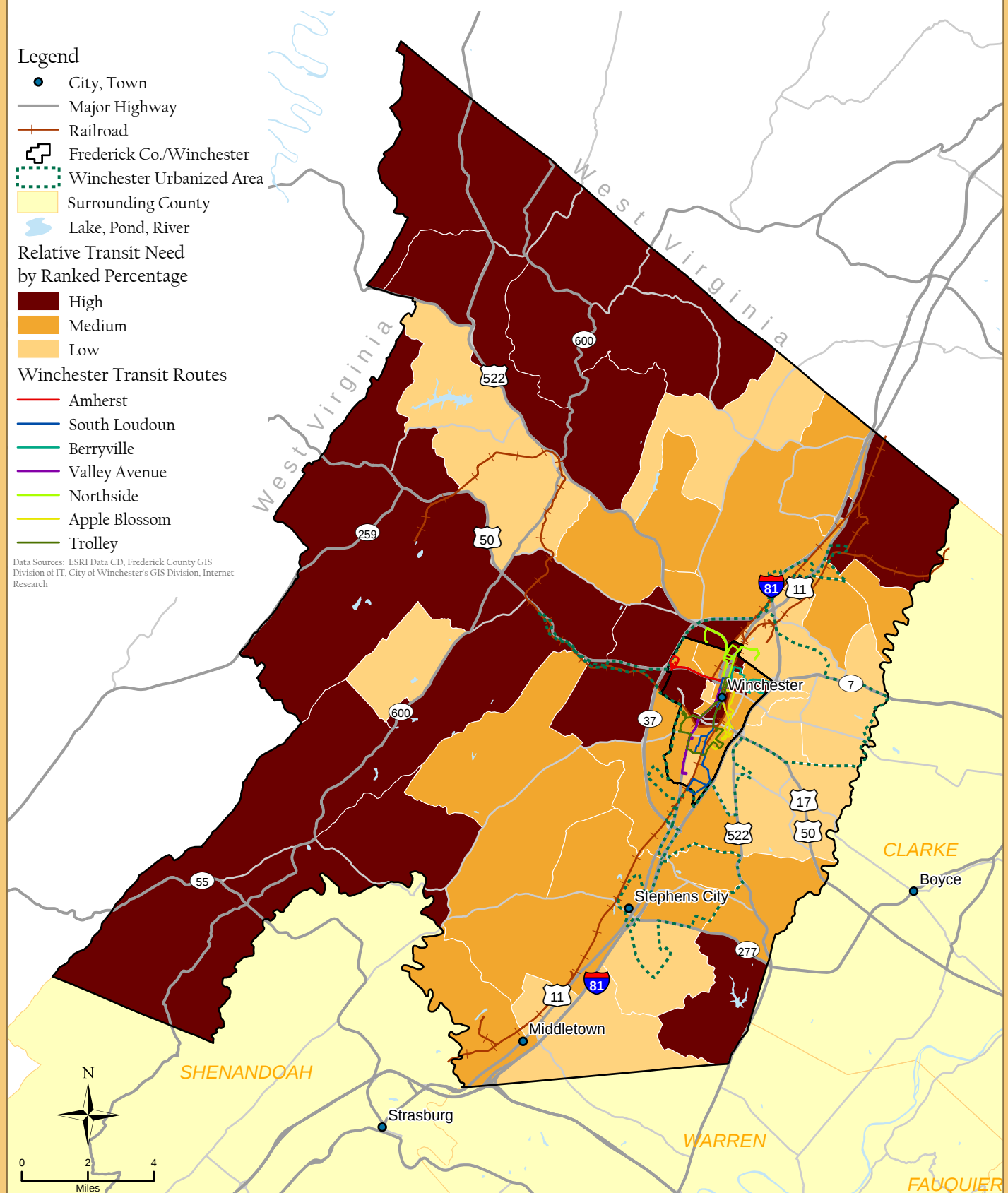


Figure 2-4: Frederick County and the City of Winchester RELATIVE TRANSIT NEED BY RANKED PERCENTAGE



reside in these rural areas, but they are dispersed over larger geographic areas. Demand-response or scheduled services may be more feasible to serve areas with high transit need but low densities.

Reynolds Store, Gore, and Star Tannery are entire neighborhoods that have a high percentage of transit dependent populations. The northern half of Whitacre-Cross Junction-Gainesboro, the majority of Shawneeland, excluding the northwestern section, northern Round Hill, southern Albin, western Sunnyside, eastern Clearbrook-Brucetown, and southern Armel are also high need based on ranked percentage. Central swaths of the County to the north and south of Winchester, including Stephens City and the western Middletown area, have medium levels of transit need by ranked percentage relative to the other block groups. The City of Winchester largely has medium transit needs by ranked percentage, though a significant area south of Amherst Street and areas east of U.S. Highway 11 show relatively high levels of need.

While high need areas in the City of Winchester are geographically well served by Winchester Transit, those within Frederick County currently have no transit services and therefore represent needs that may be addressed through expanded or new transit services.

Population Density

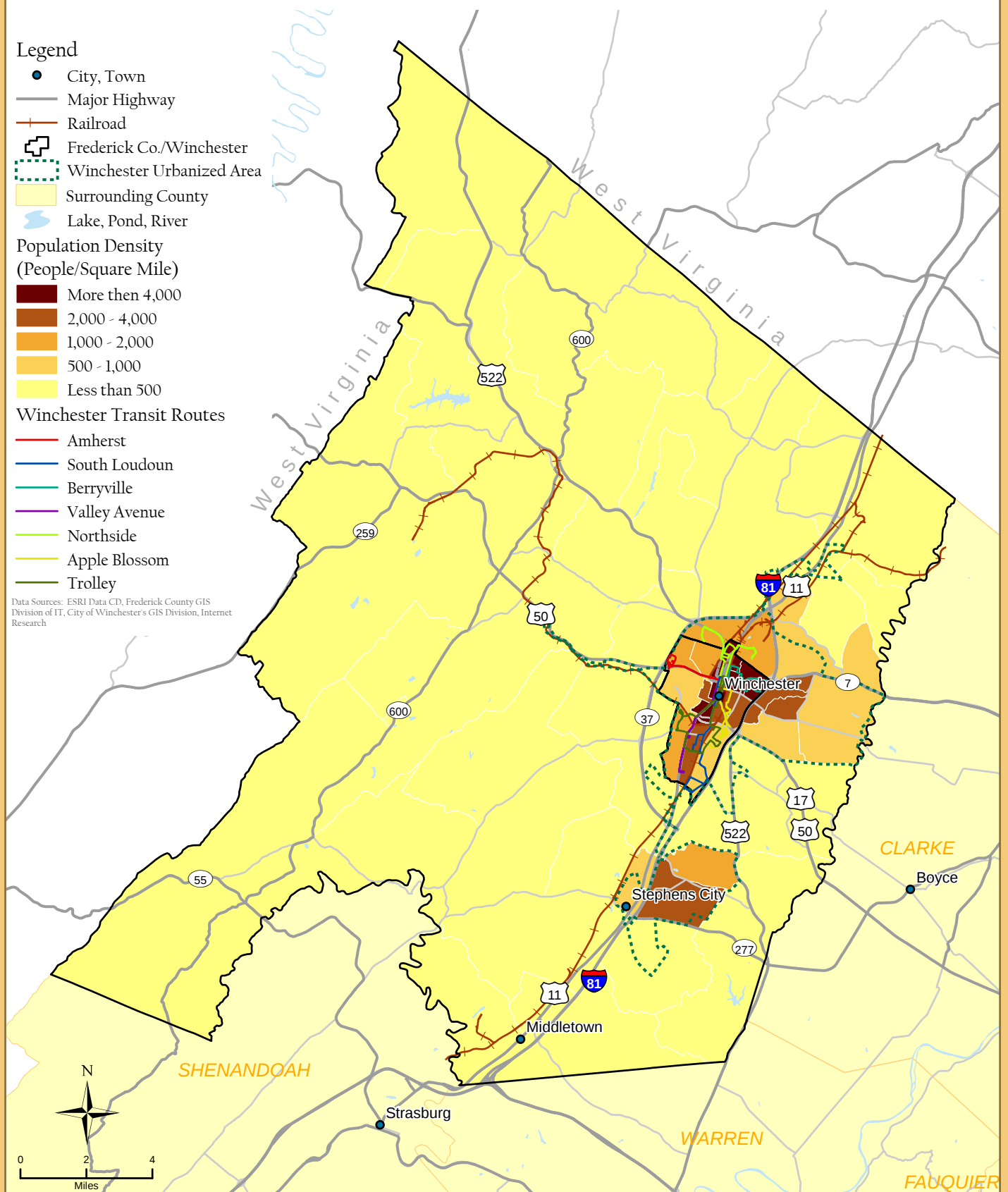
General population density in Frederick County and the City of Winchester was also mapped to help determine the appropriate level of transit service, such as fixed-route, deviated fixed-route, scheduled, or demand-response, which may not be as obvious based on transit dependency alone. The most accepted guideline is a population density of at least 2,000 persons per square mile to support regular fixed-route transit service. However, if an area has a large transit dependent population, a lower density can sometimes support this type of service as well.

Figure 2-5 portrays the County's and the City's block groups by population density. The areas with high densities (i.e., those above 2,000 persons per square mile) lie along U.S. Highway 11 within Winchester, particularly in the northeastern quadrant of the City. The Ash Hollow neighborhood and the westernmost part of Senseny also contain high population densities. Northern Fredericktowne, just east of Stephens City, also has areas with high population densities. Winchester is the only area with a high population density that is currently served by fixed-route transit.

Major Trip Generators

Major trip generators are those facilities in the community to which a large number of people typically need to access for daily life activities. Major trip generators

Figure 2-5: Frederick County and the City of Winchester
POPULATION DENSITY



include educational facilities, grocery and pharmacy stores, human service agencies and job training centers, major employers, governmental offices, and medical facilities. Areas of trip origins such as apartment complexes, assisted living facilities, and senior housing complexes are also considered major trip generators.

For the purpose of this transit needs analysis, data concerning the locations of these facilities were collected and mapped. The purpose of this analysis is to develop a visual tool to examine the locations of important transit origins and destinations and look at the extent to which they are currently served by public transportation.

Figure 2-6 provides a map that portrays the City of Winchester and the adjacent areas in Frederick County. The major trip generators are mapped, along with the current transit routes. As the map indicates, the City of Winchester does have significant clustering of trip generators, many of which are served by public transportation. There are also a number of important trip generators that are not served by public transportation, specifically:

- The US522 South Corridor (Front Royal Pike) that includes the Windy Hill Industrial Park, the Virginia Employment Commission, Costco, and a complex of medical/counseling and other offices.
- The US11 South Corridor (Valley Avenue), extending to Kernstown, including the Department of Motor Vehicles, then traveling north toward Winchester, several major employers (Rubbermaid, Hood, GE Lighting) and shopping (Creekside).
- US50 West (Northwestern Pike) including the new Wal-Mart, just west of Route 37.
- VA7 East Corridor (Berryville Pike), including the new Gateway Crossing Shopping Center, Goodwill, and the Regency Lakes neighborhood.
- Fort Collier Industrial Park that is home to several major employers including: Kraft Foods, World Wide Automotive, Southeastern Container, and Kingsdown.

Figure 2-7 shows the trip generators and the ranked density of transportation needs for the entire study area. From this map we can see that there a number of trip generators outside of the Winchester area, including several in Stephens City and clusters of activity along the major travel corridors in Frederick County.

Figure 2-6: Frederick County and the City of Winchester
**MAJOR TRIP GENERATORS OVERLAID
 ON WINCHESTER TRANSIT ROUTES**

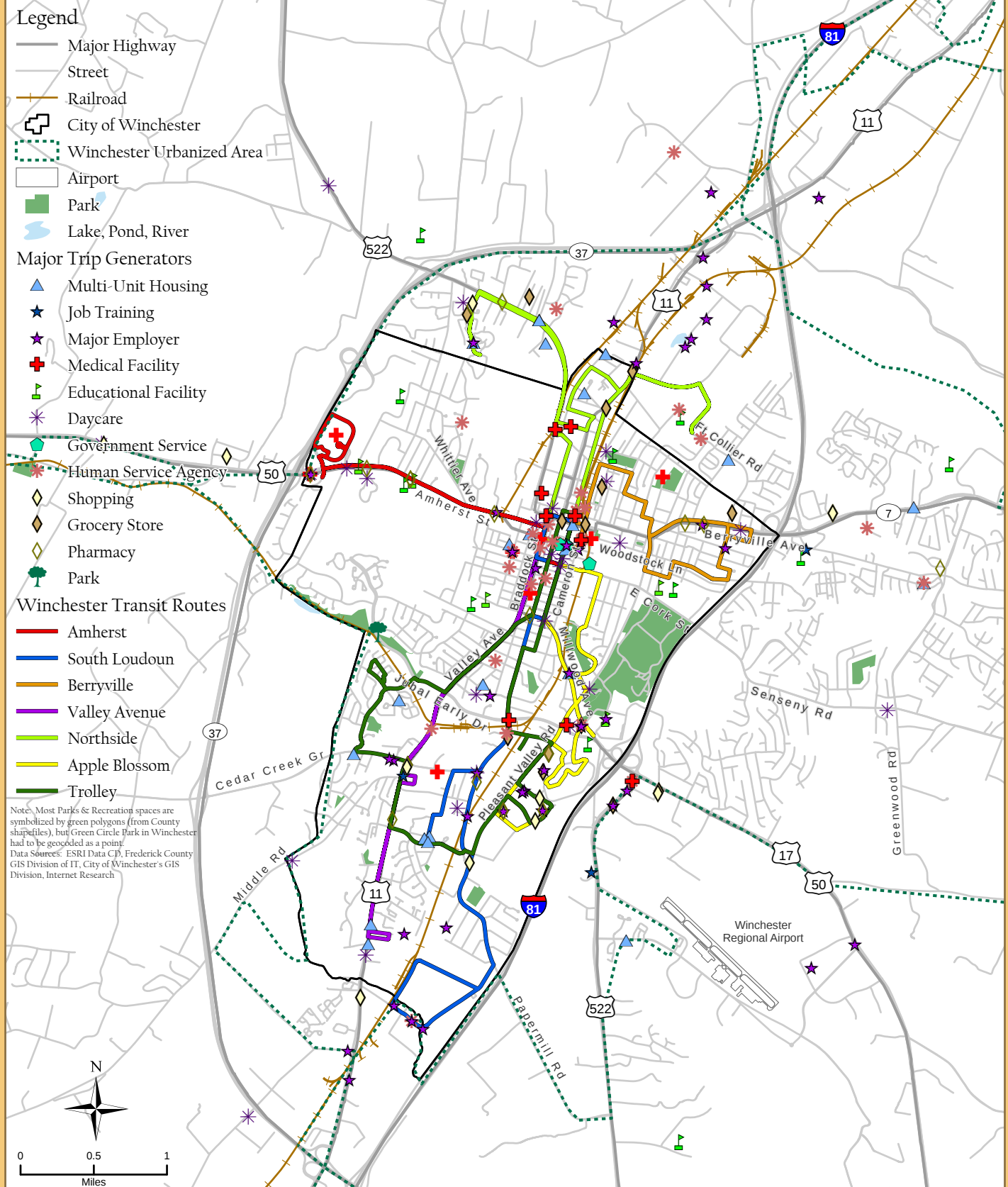
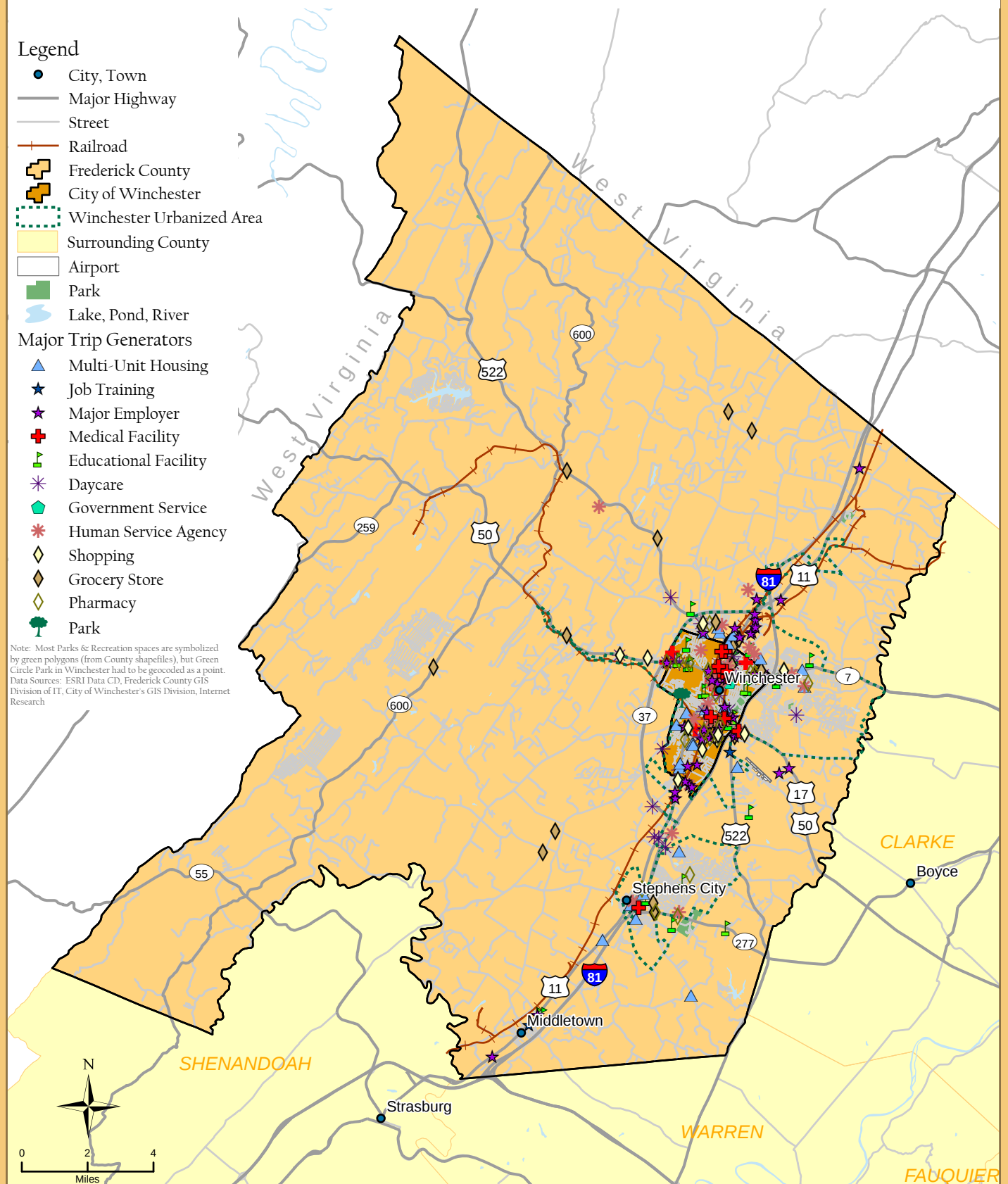


Figure 2-7: Frederick County and the City of Winchester MAJOR TRIP GENERATORS



Journey to Work Data

The 2000 Census indicated that a large percentage of workers in the City of Winchester and Frederick County remain in the region for work. Forty-two percent of Frederick County residents stayed in Frederick County for work, and another 31% traveled to Winchester for work. From Frederick County, Loudoun County was the second largest receiver of workers at 5%, followed by Fairfax County (5%). For workers residing in the City of Winchester, 51% also work in Winchester, and another 28% work in Frederick County. Clarke and Loudoun Counties each receive about 4% of the City of Winchester's work force. It is likely that some of these patterns have shifted somewhat from the 2000 Census, with the increased urbanization of the area and the greater willingness of people to travel long distances to work in search of affordable housing. Table 2-1 provides the Census 2000 Journey to Work data for Frederick County and the City of Winchester.

STAKEHOLDER OPINIONS CONCERNING TRANSIT NEEDS

In order to further understand the need for public transportation in the community, KFH Group staff conducted interviews and attended meetings with several different constituent groups including the human service community, Shenandoah University, Lord Fairfax Community College, the Oldtown Development Board, the Winchester-Frederick County Visitor's Bureau, the Winchester-Frederick County Economic Development Commission, the Town of Stephens City, and the public. This section of needs analysis presents the results of this outreach effort.

Human Service Community

There are several organizations, both public and private, which have specific and detailed knowledge of transit needs in the community. These organizations serve a number of different populations including people with disabilities, older adults, people who have problems finding and keeping employment, people with low incomes, and others in need of care. These population groups typically experience barriers to participation in life activities due to a lack of transportation. This is particularly true for people who live in the more rural areas of the region.

In order to learn more specific information concerning these transit needs, KFH Group staff interviewed several agencies and participated in a meeting with the Winchester/Frederick County Community Services Council.

Table 2-1: Census 2000 Journey to Work Data

Place of Residence	Place of Work	Number of Workers	Percent of Total
Frederick Co. VA	Frederick Co. VA	12,750	42%
Frederick Co. VA	Winchester City VA	9,444	31%
Frederick Co. VA	Loudoun Co. VA	1,583	5%
Frederick Co. VA	Fairfax Co. VA	1,442	5%
Frederick Co. VA	Clarke Co. VA	995	3%
Frederick Co. VA	Warren Co. VA	979	3%
Frederick Co. VA	Shenandoah Co. VA	530	
Frederick Co. VA	Berkeley Co. WV	428	
Frederick Co. VA	Prince William Co. VA	302	
Frederick Co. VA	District of Columbia DC	221	
Frederick Co. VA	Fauquier Co. VA	217	
Frederick Co. VA	Montgomery Co. MD	174	
Frederick Co. VA	Washington Co. MD	141	
Frederick Co. VA	Jefferson Co. WV	137	
Frederick Co. VA	Fairfax city VA	112	
Frederick Co. VA	Hampshire Co. WV	97	
Frederick Co. VA	Arlington Co. VA	74	
Frederick Co. VA	Manassas City VA	64	
Frederick Co. VA	Frederick Co. MD	59	
Frederick Co. VA	Alexandria City VA	47	
Frederick Co. VA	Manassas Park city VA	29	
Frederick Co. VA	Prince George's Co. MD	28	
Frederick Co. VA	Culpeper Co. VA	28	
Frederick Co. VA	Harrisonburg City VA	25	
Frederick Co. VA	Washington Co. VA	24	
Frederick Co. VA	GUATEMALA	23	
Frederick Co. VA	King George Co. VA	22	
Frederick Co. VA	Franklin Co. PA	21	
Frederick Co. VA	Brunswick Co. VA	18	
Frederick Co. VA	Mecklenburg Co. NC	15	
Frederick Co. VA	Stafford Co. VA	15	
Frederick Co. VA	Rappahannock Co. VA	13	
Frederick Co. VA	Morgan Co. WV	13	
Frederick Co. VA	Davidson Co. TN	12	
Frederick Co. VA	Palm Beach Co. FL	11	
Frederick Co. VA	Winnebago Co. IL	11	
Frederick Co. VA	York Co. PA	11	

Table 2-1, Continued

Place of Residence	Place of Work	Number of Workers	Percent of Total
Frederick Co. VA	Roanoke Co. VA	11	
Frederick Co. VA	Hardy Co. WV	11	
Frederick Co. VA	Baltimore city MD	10	
Frederick Co. VA	Orangeburg Co. SC	10	
Frederick Co. VA	Fluvanna Co. VA	10	
Frederick Co. VA	Howard Co. MD	9	
Frederick Co. VA	Bell Co. TX	9	
Frederick Co. VA	Lynchburg city VA	9	
Frederick Co. VA	McLean Co. IL	8	
Frederick Co. VA	Bernalillo Co. NM	8	
Frederick Co. VA	Cumberland Co. PA	8	
Frederick Co. VA	Floyd Co. VA	8	
Frederick Co. VA	Page Co. VA	8	
Frederick Co. VA	DeKalb Co. GA	7	
Frederick Co. VA	Lake Co. IL	7	
Frederick Co. VA	Essex Co. NJ	7	
Frederick Co. VA	Lehigh Co. PA	7	
Frederick Co. VA	Philadelphia Co. PA	7	
Frederick Co. VA	Botetourt Co. VA	7	
Frederick Co. VA	Caroline Co. VA	7	
Frederick Co. VA	Martinsville city VA	7	
Frederick Co. VA	Radford city VA	7	
Frederick Co. VA	VENEZUELA	7	
Frederick Co. VA	Broward Co. FL	6	
Frederick Co. VA	Flathead Co. MT	6	
Frederick Co. VA	Chesterfield Co. VA	6	
Frederick Co. VA	Greensville Co. VA	6	
Frederick Co. VA	Emporia city VA	6	
Frederick Co. VA	Placer Co. CA	5	
Frederick Co. VA	Sarasota Co. FL	5	
Frederick Co. VA	Bergen Co. NJ	5	
Frederick Co. VA	Middlesex Co. NJ	5	
Frederick Co. VA	Knox Co. TN	5	
Frederick Co. VA	Falls Church city VA	5	
Frederick Co. VA	Duval Co. FL	4	
Frederick Co. VA	Wake Co. NC	4	
Frederick Co. VA	Henrico Co. VA	2	
Frederick County Total Workers		30,374	

Table 2-1, Continued

Place of Residence	Place of Work	Number of Workers	Percent of Total
Winchester City VA	Winchester City VA	6,063	51%
Winchester City VA	Frederick Co. VA	3,316	28%
Winchester City VA	Clarke Co. VA	510	4%
Winchester City VA	Loudoun Co. VA	491	4%
Winchester City VA	Fairfax Co. VA	312	3%
Winchester City VA	Warren Co. VA	284	
Winchester City VA	Shenandoah Co. VA	172	
Winchester City VA	Berkeley Co. WV	115	
Winchester City VA	Washington Co. MD	92	
Winchester City VA	Prince William Co. VA	85	
Winchester City VA	Jefferson Co. WV	70	
Winchester City VA	Manassas City VA	64	
Winchester City VA	Montgomery Co. MD	36	
Winchester City VA	Fairfax City VA	34	
Winchester City VA	Alexandria city VA	32	
Winchester City VA	Fauquier Co. VA	29	
Winchester City VA	Frederick Co. MD	24	
Winchester City VA	Danville city VA	24	
Winchester City VA	Arlington Co. VA	19	
Winchester City VA	Centre Co. PA	12	
Winchester City VA	Harrisonburg city VA	12	
Winchester City VA	Prince George's Co. MD	11	
Winchester City VA	Harris Co. TX	9	
Winchester City VA	Franklin Co. PA	8	
Winchester City VA	Roanoke city VA	8	
Winchester City VA	Morgan Co. WV	8	
Winchester City VA	Culpeper Co. VA	6	
City of Winchester Total Workers		11,846	

KFH Group staff had discussions with representatives from the following organizations:

- American Association of Retired Persons (AARP)
- Adult Care Center
- American Red Cross
- Aids Response Effort
- Access Independence
- AC Head Start
- C-CAP
- City of Winchester Department of Social Services
- Concern Hotline
- Extension
- Faith In Action
- Frederick County Department of Social Services
- Homestead Senior Care
- The Laurel Center
- Northwestern Community Services
- NW Works
- Our Health
- Shenandoah Area Agency on Aging

Staff members from these organizations provided valuable insight and input concerning transportation needs in the community. The information and opinions provided are presented below.

Major Transportation Needs

- There are important destinations that are located in the urbanized area and very close to Winchester, but outside of the City of Winchester. As such, they are not served by Winchester Transit. Some examples include: the Virginia Employment Commission (Winchester Workforce Center), the Community Services Board, the Salvation Army, the American Red Cross, the Department of Motor Vehicles, major industrial areas, and several major new shopping centers.
- There is a need to serve other destinations that are not directly adjacent to Winchester, such as Lord Fairfax Community College. The college offers a number of training and vocational programs, but students without cars cannot participate.

- There is a need for public transportation options for people who live outside of Winchester. In particular, there is a need for public transportation options for older adults, so that they can remain in their homes. There are many older adults who live on farms in the County and do not wish to leave their homes, but can no longer drive. They are very isolated without a public transportation option.
- There is a need for public transportation in the Route 11/81 Corridor from Stephens City to the VA Center in Martinsburg, West Virginia.
- Evening bus services are not provided. Service in the evenings would open up employment opportunities and allow for participation in evening meetings and social activities.
- There is no bus service on Sundays and Saturday services are limited.
- More frequent bus services are needed. It is difficult to conduct daily life activities using a bus system that operates on hourly headways.
- There is a need to provide additional work related trips, particularly for those people making the transition from Temporary Assistance for Needy Families (TANF) to full employment. Specific destinations mentioned include: Sysco, DuPont, and Family Value warehouses and distribution centers. Services to business parks was also mentioned.
- Improved marketing of transit services such as route and schedule information at bus stops, easier to read bus schedules, and an easier number to remember for calling Winchester Transit is needed. Currently the Internet is the only source for current route and schedule information.
- Paratransit services are limited, particularly during the times of the day that Winchester Transit provides service for NW Works clients.
- A bus stop at Valley Health Services is needed.
- Additional passenger amenities such as benches and shelters are needed.
- Less distance between bus stops would be helpful for riders, as well as stops directly in neighborhoods and not just long major thoroughfares.
- Service to accommodate multiple stops (i.e., daycare and work).
- More flexible transportation options, beyond public transit, such as a taxi

voucher program, could be used to address some public transit needs in areas where there is not enough density to support bus or van services and/or for evening hours where there may not be enough demand to support public transit services.

Old Town Development Board (OTDB)

OTDB is the City of Winchester's "Main Street" program. While functionally part of the City of Winchester, the Board is funded through an assessment on properties within the commercial historic district, and serves as the management and permitting office for the primary and secondary Old Town assessment districts. The OTDB is responsible to the City Council for the improvement, maintenance, development, planning, and promotion of Old Town Winchester.

KFH Group staff conducted a telephone interview with the Executive Director of the OTDB to discuss public transportation issues with regard to the downtown, tourism, and economic development. The OTDB Executive Director expressed the following opinions:

- The current transfer location should be upgraded and potentially moved to free up valuable on-street parking and provide a more convenient transfer location for riders. More comfortable and aesthetically-pleasing waiting areas would improve the streetscape in downtown Winchester. (Note: the transfer point was moved since this discussion.)
- A tourist-oriented route would be a tremendous asset to the downtown. Potential routing would include the visitor center on Pleasant Valley Road, the Museum of the Shenandoah, and the downtown area. This type of route could also serve Shenandoah University, as it is located very close to the Visitor's Center. This idea has been discussed in the past, to the point of developing a potential route.
- The hours for a tourist-oriented route would likely include later hours, with a focus on Thursday-Sunday services.
- Winchester Transit's trolleys could potentially work well for a tourist-oriented service.
- Services from local hotels to the downtown would also help support local restaurants.

Winchester-Frederick County Economic Development Commission (EDC)

EDC is responsible for promoting the region to the business community, supporting businesses that locate in the region, providing networking opportunities among businesses, and working to retain existing businesses. KFH Group contacted the EDC to ask if the staff had knowledge of public transportation issues in the region. EDC staff indicated that they do hear from local businesses that additional public transportation options are needed, particular those that are regional in nature. The largest need for the business community is to get workers to their facilities from locations throughout the Shenandoah Valley. EDC staff also indicated that at least one company (Rubbermaid) provides their own transportation to bring workers from Cumberland, Maryland, to their facility in Winchester.

Colleges/Universities

Shenandoah University (SU)

SU, located in Winchester, is a private university of about 3,500 students. SU offers over 80 programs in six schools, including both undergraduate and graduate programs. About 850 students live on the campus, which is located between Pleasant Valley Road and I-81 south of downtown Winchester.

In order to solicit information concerning the transit needs of the students, KFH Group contacted the Office of Student Services. The following transit needs were articulated by the Associate Vice President for Student Affairs:

- SU has a robust graduate program, including a health programs curriculum that is based at Winchester Medical Center. The SU campus is about 3.5 miles from the medical center and students need to get back and forth between these locations. There currently is not a convenient transit link between these locations. Students could take the Apple Blossom Mall Route and transfer at City Hall to the Amherst Street Route, but the timing is such that they would have to sit for 30 minutes at City Hall. There are several international students enrolled in the graduate program and these students do not typically have cars.
- Residential students need more convenient access to the following locations:
 - Downtown Winchester (about two miles away), including several specific destinations (the Cork building, the Fairfax-Cameron Building).
 - Shopping areas located along a number of commercial strips, including those that are relatively near the campus, but not easy to walk to (those along Pleasant Valley Road and adjacent to the Apple Blossom Mall).

- Winchester Medical Center.

SU does not provide any regularly scheduled student transportation, though they do own two vans that are used primarily by athletic teams. The campus is served by Winchester Transit's Apple Blossom Mall Route, which provides hourly service that does also serve downtown and the major shopping areas along Pleasant Valley Road.

In addition to discussing transit needs with SU staff, KFH Group also sent a notice to the school's newspaper to advertise the availability of the on-line survey of public transportation needs. Student Affairs staff also emailed targeted programs concerning the availability of the survey so that members of the campus community could express their opinions regarding public transportation in the region.

Lord Fairfax Community College (LFCC)

LFCC serves seven counties in the Shenandoah Valley and Piedmont Region, including Clarke, Fauquier, Frederick, Page, Rappahannock, Shenandoah, and Warren, and the City of Winchester. LFCC has three campuses -- Middletown, Luray, and Warrenton. Among all three locations, LFCC serves more than 7,600 unduplicated credit students and more than 10,900 individuals in professional development and business and industry courses annually. KFH Group staff met with a group of campus staff leaders to discuss the public transportation needs of the campus community, focusing on the Middletown campus. LFCC staff also sent a notice to their students with a link to the public opinion survey regarding transit needs.

LFCC staff leaders expressed the following opinions concerning the need for public transportation among their students, faculty, and staff, with a particular focus on student needs.

- Currently the only way that students can access the campus is via an automobile. Many students share vehicles with family members, which present a challenge in constructing a convenient class schedule that students will be able to stick with.
- The major population center in the region is in Winchester and LFCC Middletown is about 11 miles south of Winchester, making the campus inaccessible for students who do not have access to a vehicle. At-risk students who could potentially benefit from attending classes and programs at LFCC are most affected by the lack of a public transportation connection between Winchester and LFCC.

- There are also students who travel from Front Royal, Strasburg, Luray, as well as some who travel from north of Winchester.
- The intersection of Route 81 and Route 66 is close to Middletown. This is a major commuter hub that could perhaps be part of the transit network.
- Students with disabilities that prevent them from driving cannot independently access the school.
- Staff members know that there are potential students who do not attend due to transportation barriers, but they do not know how many people fall into this category.

When asked what type of transit services would help students access the campus, staff expressed the following ideas:

- The transit schedule must be set up with the students' schedules in mind, the schedule must be set up and advertised during the registration period, and the schedule cannot change mid-semester.
- A service with three to four travel options would work for most students. These options would include a trip to campus prior to 8:00 a.m., a mid-day trip (12:00 p.m.-12:30 p.m. or so); a trip between 5:00 p.m. and 5:30 p.m.; and (if possible), trips to serve the 7:00 p.m. to 10:00 p.m. classes. LFCC staff have put together "packages" for students that work well with their other life responsibilities. These "packages" typically include devising schedules that group their classes in blocks on particular days. These packages would be particularly attractive if they could be tied to transit service availability, particularly for the school's at-risk students. It is envisioned that any transit service provider would work closely with the school to jointly devise and advertise the service.
- Transit services need to be dependable and timely.
- Bike racks on the buses would open up the service to more students, assuming that they could meet the route along the Route 11 Corridor.
- It is likely that a reduced schedule would be appropriate during the summer.
- Staff expressed the following opinions regarding the previously operated service:
 - There was not a lot of publicity.
 - It began 3-4 weeks into the semester when students had already made

- their transportation decisions, as well as their decisions whether or not they could get to campus.
- Service was stopped mid-semester.
- The service was inconsistent.

Financing transit options was also discussed and focused on the following:

- The price for transit should be comparable to gas prices.
- It would be most convenient to sell bus passes at the school so that students would not have to worry about a fare each time. There may be ways for the school to help subsidize trips for the students through some of their grant mechanisms.
- There may be a way to add something to their parking fee to help with transit options, but this would likely be a longer-term strategy to put in place once a viable program is established. Changes in fees for LFCC are subject to State approval.

PUBLIC OPEN HOUSE

In order to solicit public opinion concerning the need for public transportation in the region, a public open house was held on September 24, 2008, from 4:00 p.m. to 7:00 p.m. at Our Health in Winchester. The open house was publicized in the Winchester Star and on the Winchester Transit vehicles.

Not including staff, there were five public participants during the open house. Participants expressed the following opinions concerning public transportation in the region:

- Additional public transportation services are needed to access human services and employment.
- Better access to information concerning transportation options and how to use them is needed.
- There is a need for demand-response transportation services for people with disabilities and for people who live in the more remote areas of the region.
- The proposed Winchester Transit route change to cut out part of Sunnyside Road/US522 will hurt many riders.

- Sunday hours are needed.
- Later hours are needed, at least until 8:00 p.m. Transit dependent people cannot currently access evening civic meetings.
- There is a need to provide service to the VEC.
- There is general disappointment with taxi services in the region.
- There is a need to provide service in the Route 11 Corridor between Stephens City and Winchester.
- There is a need to provide service in the Route 7/Berryville Ave. Corridor to the new Martin's grocery store.
- There is a need for services to expand into Frederick County.
- There are also intercity bus needs in the region, including Winchester to Berryville; Front Royal to Winchester; Martinsburg to Winchester; and commuter-oriented service to Chantilly, Reston, and Fairfax.

PUBLIC OPINION SURVEY

A public opinion survey was the primary mechanism used to solicit information from the public concerning transit needs in the region. The survey questions were developed by KFH Group, in consultation with the Project Steering Committee. A copy of the survey instrument is provided in Appendix B.

There were two means of data collection for the survey effort: an Internet-based survey and paper survey. The Internet-based survey was constructed in Survey Monkey and linked to the City of Winchester's website, Frederick County's website, the MPO's website, and the Stephens City website. The MPO also placed an advertisement in the Winchester Star announcing the opportunity to participate in the survey. KFH Group staff also spoke with SU staff and LFCC staff to ensure the area college students were informed of the opportunity to provide feedback concerning public transportation needs in the region. Notices were also placed on the buses announcing the Internet survey and the public open house.

In recognition of the possibility that many transit riders may not have convenient Internet access, paper surveys were provided on the vehicles for riders to complete.

The paper surveys were then manually entered into the Survey Monkey database for analysis.

Results

Of the 238 survey participants, 217 fully completed the survey. Sixty-nine of the surveys were completed by bus riders on paper, and 148 were completed by on-line participants. While the survey results are not statistically valid due to the self-selection process used to conduct the survey, a great deal of valuable information was gathered from residents of Frederick County and the City of Winchester.

Demographics

Residential and Work Locations. The largest number of survey participants indicated a residential zip code in the Winchester area (158), followed by Stephens City (26) and Cross Junction (9). The full list of the residential zip codes indicated by participants is provided in Table 2-2. When asked to indicate the zip code associated with their work location, a Winchester area zip code was also most frequently listed (112), followed by Middletown (6), and Arlington (5). Table 2-3 provides the full list of workplace zip codes indicated by survey participants.

Table 2-2: Zip Code Locations, Residence

Zip Code	Location	Number
22601	Winchester	101
22602	Winchester	37
22655	Stephens City	26
22603	Winchester	20
22604	Winchester	1
22625	Cross Junction	9
22645	Middletown	4
22611	Berryville	2
22630	Front Royal	2
22842	Mount Jackson	2
20117	Middleburg	1
20165	Sterling	1
22624	Clearbrook	1
22637	Gore	1
22642	Linden	1
22654	Star Tannery	1
22657	Strasburg	1
22663	White Post	1
22664	Woodstock	1

Table 2-3: Zip Code Locations, Place of Work

Zip Code	Location	Number
22601	Winchester	94
22602	Winchester	10
22645	Middletown	7
22603	Winchester	6
22209	Arlington, VA	5
22655	Stephens City	4
20176	Leesburg, VA	2
22604	Winchester	2
20005	Washington, DC	1
20019	Washington, DC	1
20060	Washington, DC	1
20551	Washington, DC	1
20109	Manassas	1
20110	Manassas	1
20155	Gainesville	1
20164	Sterling	1
20170	Herndon	1
20190	Reston	1
22031	Fairfax	1
22061	Unknown	1
22401	Fredericksburg	1
22605	Unknown	1
22610	Bentonville, VA	1
22611	Berryville	1
25438	Ranson, WV	1

Driver's License and Auto Availability. The majority of survey respondents (68%) indicated that they do have a driver's license and at least one working vehicle in the household (73%). As would be expected, most of the respondents who indicated that they do not drive were represented among the survey participants who completed the survey on the bus. These results are presented in Table 2-4.

Table 2-4: Availability of Personal Transportaton

	Yes		No		Total Responses
	#	%	#	%	
Do you have a driver's license?	145	68%	69	32%	214

	0		1		2		3 or more		Total Responses
	#	%	#	%	#	%	#	%	
How many working automobiles or motorcycles are there in your household?	55	26%	38	18%	52	25%	63	30%	208
How many people in your household have a driver's license?	40	19%	48	23%	77	36%	46	22%	211
How many people over the age of 16 are there in your household?	0	0	54	27%	81	41%	64	32%	199

Modes of Transportation Used. “Drive myself” was the most frequently reported mode of transportation for all of the trip purposes listed on the survey. Sixty-two percent of the survey participants indicated that they primarily drive themselves, with the school trip purpose exhibiting the highest percentage of “drive myself” responses (70.1%). Twenty percent of the survey respondents indicated that public transit is their primary mode of transportation across trip purposes, with work trips indicating the highest transit use (23.3%) and school trips indicating the lowest transit use (9.4%). The transit mode split among survey respondents is much higher than the general population in the region, largely because 32% of the surveys were completed by bus riders. It should also be noted that the bus riders frequently indicated more than one primary mode of transportation, which clouded the results for this question somewhat. Table 2-5 provides the full responses to this question.

Table 2-5: What is Your Current Primary Mode of Transportation for the Following Trip Purposes?

Trip Purpose	M O D E S						Response Count
	Drive myself	Ride with family or friend	Public transit	Bicycle	Walk	Taxi	Other
Work	61.4% (124)	14.4% (29)	23.3% (47)	5.9% (12)	8.4% (17)	6.9% (14)	2.0% (4)
Medical	62.8% (137)	18.3% (40)	22.5% (49)	0.9% (2)	5.5% (12)	6.4% (14)	0.5% (1)
Social/Recreational	60.3% (123)	28.9% (59)	13.2% (27)	5.9% (12)	12.7% (26)	4.9% (10)	0.0% (0)
School	70.1% (89)	18.1% (23)	9.4% (12)	3.1% (4)	0.8% (1)	0.8% (1)	3.1% (4)
Shopping/Errands	60.4% (137)	22.9% (52)	25.6% (58)	3.1% (7)	10.6% (24)	6.2% (14)	0.0% (0)
Combined	62%	21%	20%	4%	8%	5%	1%
							978

Transit Use Among Respondents. The survey asked participants to indicate if they used any of the available transit services in the region, and if so, which service and how frequently. Of the services offered in the region, Winchester Transit exhibited the highest use among respondents (38%), followed by carpools (16%), and Washington Metropolitan Area Transit Authority (WMATA) Metrorail (9.3%). The Winchester Transit users were typically frequent riders, with 58% indicating that they ride daily.

As a follow-up to the transit use question, the survey asked participants to indicate why they do not use public transit. The most frequently cited reason was “no bus or van service available in home/work area,” with 98 participants indicating this response (66.7%). This was followed by “don’t know if service is available and/or location of stops,” (42.2%), followed by “need my car before or after work” (21.1%). The full responses are provided in Table 2-6.

Public Transportation Needs

When asked “is there a need for additional public transit services in the region, 91% of the survey respondents indicated yes. The next series of questions on the survey asked what specifically was needed in terms of additional public transit services. One hundred and fifty-two respondents (71%) indicated that fixed-route transit needs to serve more geographic areas. Of the respondents who think additional days or hours of service are needed in the current Winchester Transit service area, 112 people think that service is needed later in the evenings, followed by more frequent service, and Sunday service. Demand-response transportation for the more rural areas of the region was indicated as a need by 57.6% of the survey respondents. Table 2-7 provides the full responses to these questions.

Respondents were given the opportunity to comment on each of these types of improvements and quite a few suggestions were provided. Additional locations desired include: the newly developing areas in Frederick County, just outside the City of Winchester borders (several corridors mentioned), Stephens City, LFCC, Frederick County (general), Kernstown, and Middletown. These responses are provided in Appendix C-1, which provides the full responses to the open-ended survey questions.

The most relevant comments concerning additional days and hours of service indicated a need to provide more hours of service on Saturdays and to serve the mall in the evening to provide transportation for people who work at the mall. These comments are also listed in Appendix C-2.

When afforded the opportunity to comment concerning what other transit services are needed in the region, additional ideas (not previously mentioned in other comment sections) included more people and bicycle friendly improvements.

Table 2-6: If You Do Not Use Public Transit, Why Not?

Answer Options	Response Percent	Response Count
No bus or van service available in home/work area	66.7%	98
Don't know if service is available and/or location of stops	42.2%	62
Need my car before or after work	21.1%	31
Need my car for work	19.7%	29
Have to wait too long for the bus or between buses	19.0%	28
It takes too much time	17.7%	26
Need my car for emergencies/overtime	17.0%	25
Irregular work schedule	16.3%	24
Bus is unreliable/late	12.9%	19
It might not be safe/I don't feel safe	12.2%	18
Other	10.9%	16
Expensive	10.2%	15
Don't like to ride with strangers	8.8%	13
Uncomfortable	8.8%	13
Have to transfers/too many transfers	8.8%	13
Prefer to be alone during commute	8.2%	12
Trip is too long/distance too far	7.5%	11
Buses dirty	7.5%	11
Other (please specify)		19
<i>answered question</i>		147
<i>skipped question</i>		91

Table 2-7: Public Transportation Needs

Is there a need for additional public transit services in the region?	Response Percent	Response Count
Yes	91.0%	193
No	9.0%	19
<i>answered question</i>		212
<i>skipped question</i>		26

Does local fixed-route transit need to serve more geographic areas? (i.e., expanded service area for Winchester Transit?)	Response Percent	Response Count
Yes	70.7%	152
No	8.8%	19
		215

If you think additional days and/or hours of service in the current Winchester Transit service are needed, please indicate which of the following are needed:	Response Percent	Response Count
Service later in the evenings	63.6%	112
More frequent service	56.3%	99
Sunday service	44.3%	78
Service earlier in the mornings	27.8%	49
Other	9.1%	16
None	5.1%	9
Other (please specify):		21
<i>answered question</i>		176
<i>skipped question</i>		62

Respondents could also indicate why there is not a need for additional public transportation in the region and these comments included concerns about the current services not being fully utilized, the cost to taxpayers, and the population density in the region that is not supportive of public transportation.

Long Distance Commuter Needs

Service to Washington, D.C. was indicated the most frequently by survey respondents (38.6%), followed by Northern Virginia (37.2%), and connections to Metrorail (35.3%). More local destinations followed, with Front Royal indicated by 24.6%, followed by Martinsburg, W.V., and connections to MARC Rail. These results are provided in Table 2-8.

Respondents indicated a number of locations for service when given the opportunity to provide open ended responses, and these comments echoed the responses above. Additional destinations not previously indicated included: Shenandoah County, Woodstock, Dulles Airport, and the Shenandoah Valley, generally. These open-ended responses are provided in Appendix C-3.

Park and Ride Lots

The survey asked respondents to indicate if additional park and ride lots are needed in the region. Of the 122 people who answer yes or no to this question, 58.2% answered yes and 41.8% answered no. If the assumption is made that the non-respondents to this question do not think that additional park and ride lots are needed, then 33% of the survey respondents think additional park and ride lots are needed. Respondents were also asked to indicate where they think these lots are needed. Nineteen indicated Route 7, followed by Stephens City (4), Winchester (4), Route 50W(4), Route 50E (4), Route 522N (3) and Route 522S (3). These results are shown in Table 2-9.

Likely Transit Usage

The survey asked respondents whether or not they would use the various types of transit services that were discussed on the survey. Sixty-two percent of the respondents (134 people) indicated that they would use local fixed-route transit if there were to be an expanded service area, followed by increased days, hours, or frequency of service (59%), followed by expanded long distance commuter service (31%).

Table 2-8: Long Distance Commuter Needs

Do you think additional long-distance commuter-oriented service is needed to/from:	Response Percent	Response Count
Washington, DC	38.6%	83
Northern Virginia	37.2%	80
Connections to Metrorail	35.3%	76
Front Royal, VA	24.7%	53
Martinsburg, WV	23.7%	51
Connections to MARC Rail	21.4%	46
Connections to VRE Rail	18.1%	39
Hagerstown, MD	17.2%	37
Other	7.9%	17
None Needed	3.7%	8
		215

Are additional park and ride lots needed?	Response Percent	Response Count
Yes	33.0%	71
No	23.7%	51
No Answer	54%	116
If Yes, please specify location:		49

Table 2-9: Suggested Locations for Park and Ride Lots

Location	# Indicating
Route 7	19
Stephens City	4
Winchester	4
Route 50 W	4
Route 50 E	4
Route 522N	3
Route 522 S	3
Route 11	1
Clarke County	1
Cross Junction	1
DMV	1
Jubal Early	1
Near Strasburg	1
Northern part of County	1

Employer Subsidies

Only 5% of the survey respondents indicated that their employers' offer public transit or vanpooling subsidies, while 72% of the respondents indicated that their employers offer free on-site parking.

General Comments

Many open-ended comments were provided by survey respondents, with almost all of them indicating a need for more and better transit, including local fixed-route improvements and extensions, intercity bus service requests, and additional commuter requests. There were many specific and thoughtful ideas provided by survey respondents and these general comments are provided in the Appendix C-4.

SUMMARY AND ANALYSIS

From the quantitative and qualitative data concerning transit needs in Frederick County and the City of Winchester, there appears to be a significant level of unmet public transportation need. Each of the primary sources used (demographic data, stakeholders, and the public) echoed the same types of needs and these are highlighted below.

- Transit services are needed for the newly developed areas of Frederick County adjacent to Winchester along the major travel corridors.
- Transit services are needed between the population centers in the region.
- Intercity bus transportation is needed in the Shenandoah Valley.
- Additional commuter options, including park and ride lots, are needed in the region. Connectivity to regional transit networks is desired.
- Rural Frederick County needs some sort of service, even if it is not provided on a daily basis.
- Local transit services in and around the City of Winchester need to operate later in the evenings, longer on Saturdays, and more frequently. Improved passenger amenities, such as benches and shelters are also desired.
- Information concerning transit services needs to more available and services need to be advertised.

Chapter 3

Existing Transportation Services

INTRODUCTION

The purpose of this chapter is to document the community transportation resources that are currently available in Frederick County and the City of Winchester. Public transportation, commuter programs, human service agency programs, and private providers are documented in this inventory. This chapter is a companion to Chapter 2, which documented the need for public transportation in the study area. When taken together, these chapters provided the base data for the development of service and organizational alternatives from which the *Transit Services Plan* was crafted.

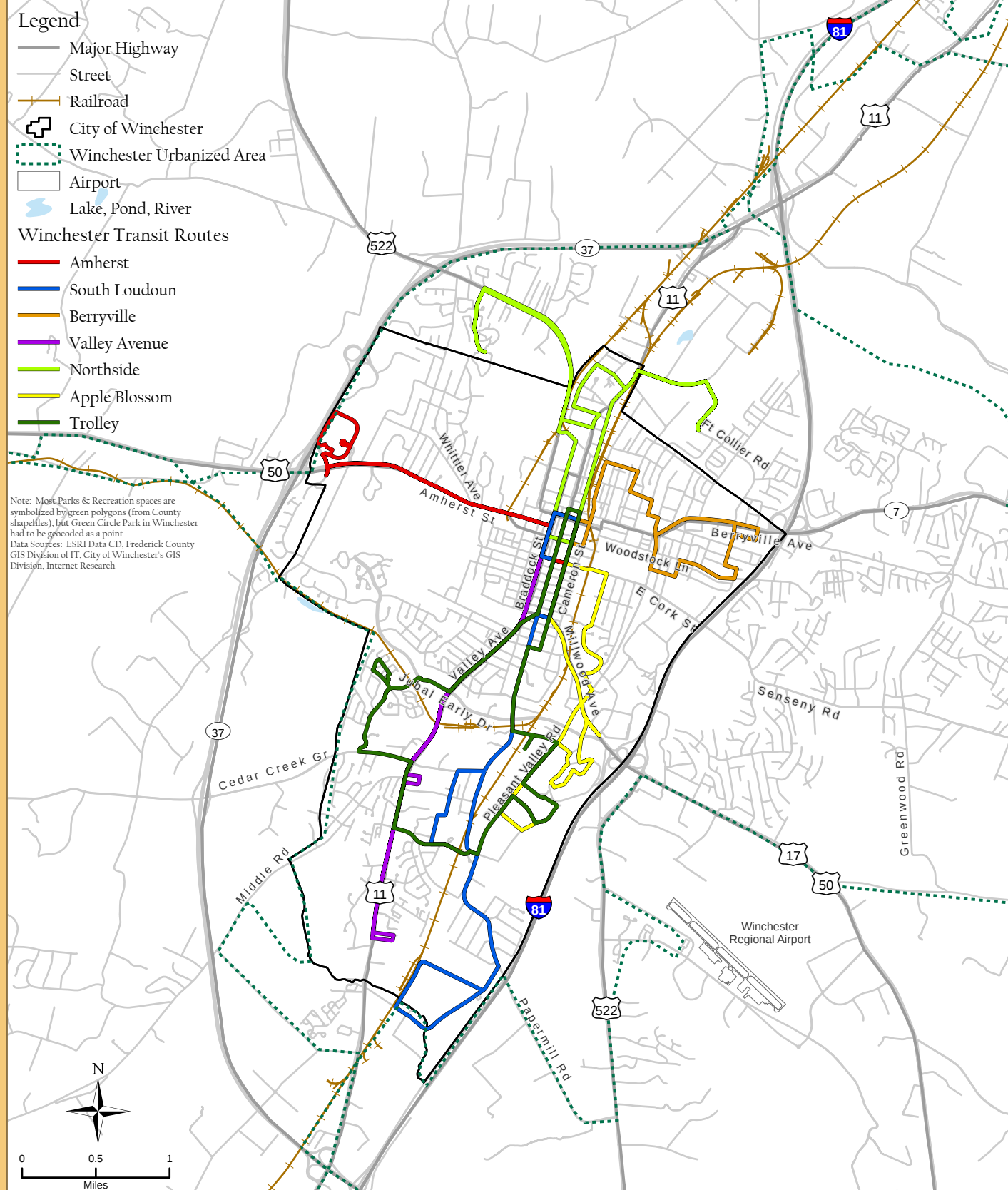
PUBLIC TRANSPORTATION PROVIDERS

For the purposes of this inventory, public transportation providers are defined as publicly-subsidized programs that are open to anyone who wishes to pay his or her fare and ride. These programs are highlighted below.

Winchester Transit

The City of Winchester operates a fixed-route bus system primarily within the City limits. There are six paired routes provided, using three vehicles that operate Monday through Saturday, and a Trolley Route that operates Monday, Wednesday, Friday, and Saturday. Complementary Americans with Disabilities Act (ADA) paratransit service is provided using two vehicles. The current route map is provided as Figure 3-1.

Figure 3-1: Frederick County and the City of Winchester WINCHESTER TRANSIT ROUTES



Routes

All of the routes currently originate downtown on Boscawan Street across from City Hall. Three vehicles meet on the hour and half hour, while the Trolley Route operates hourly. The six paired routes are as follows:

- Amherst Street, providing service from City Hall west to the Winchester Medical Center along Amherst Street.
- South Loudoun Street (paired with Amherst), providing service from City Hall south along S. Loudoun Street, Papermill Road and Shawnee Drive, with two short side loops.
- Berryville Avenue, providing a loop service from City Hall north toward some housing areas, and then east to the Eastgate Shopping Center on Berryville Avenue and back.
- Valley Avenue (paired with Berryville Avenue), providing service south along Valley Avenue to Monticello Street and back downtown via Ward's Plaza.
- Northside, providing service to the northern areas of Winchester, terminating outside the City limits at Westminster Canterbury Retirement Community.
- Apple Blossom Mall, paired with the Northside, providing service from downtown to the commercial shopping areas and Shenandoah University located off of Pleasant Valley Road.

The Trolley Route is a loop through the City that is geared to providing mobility for seniors, serving the Handley Library, the Willows, CVS Pharmacy, Winchester Station, Wal-Mart, Target, Apple Blossom Corners, Food Lion, and Apple Blossom Mall.

Days and Hours of Service

Winchester Transit operates Monday through Friday from 6:00 a.m. to 8:00 p.m. and on Saturdays from 9:00 a.m. to 5:00 p.m. The city recently extended these hours which previously ended at 6:00 p.m. weekdays and 4:00 p.m. on Saturday. The Trolley Route hours are Monday, Wednesday, and Friday from 8:00 a.m. to 6:00 p.m. and on Saturdays from 10:00 a.m. to 4:00 p.m.

ADA Paratransit

Complementary ADA paratransit is provided using two lift-equipped vehicles. This service also provides subscription service for several people who attend NW Works, a supported work center on Smithfield Avenue.

Riders must call 24 hours in advance to schedule a paratransit trip. The scheduling is handled by an administrative support person, supplemented by the afternoon drivers who make last minute adjustments for calls received after 5:00 p.m. Scheduling is done manually in 15-minute blocks. There is a dedicated phone line for paratransit callers.

Fares

The fares are \$1.00 per trip base adult fare, \$0.50 student fare, and \$0.50 per trip for seniors and people with disabilities. Winchester Transit also sells books of 20 tickets for \$17.00.

Staffing

Winchester Transit staff are city employees. There is a transportation director, an administrative support person, nine full-time drivers, and six part-time drivers.

Training

While Winchester Transit does not currently have a specific transit training program, drivers are trained in drug and alcohol prevention and testing policies, equipment training by the City Garage, and general citywide policies. Drivers must already have a Commercial Driver's License to be hired by Winchester Transit.

Vehicles

The City of Winchester owns 13 vehicles that are used for the Winchester Transit program. Of these vehicles, 11 of these are active and two are inactive. The 11 active vehicles include five that are used for the fixed routes, three that are used for paratransit, two trolleys, and one administrative vehicle.

Maintenance

The City of Winchester maintains the vehicles through their equipment garage. The Transit agency is co-located with the equipment garage off of E. Cork Street.

Expenses and Revenues

The total annual operating expenses for Winchester Transit for FY 2008 were \$736,602. As shown in Table 3-1, the system is funded primarily through Federal, State, and local funds, and fare revenue. It should be noted that the Federal Section 5307 funding allocation to the urbanized area for FY 2008 was \$623,511, meaning that there is about \$180,000 that was not used by the system in FY 2008. These funds require a 20 % match for capital expenses (including some operations expenses that can be “capitalized” such as planning, ADA paratransit, and preventive maintenance) and a 50% match for operating expenses. Winchester Transit has three years in which to use these funds.

Performance Statistics

During FY 2008, Winchester Transit provided 139,672 passenger trips. Table 3-2 provides a breakdown by route of the Winchester Transit ridership and productivity data. The Berryville/Valley and the Mall/Northside pairs experienced the highest ridership within the system, followed by the Amherst/Loudoun, paratransit, and the Trolley. In terms of productivity, the high ridership routes (Berryville/Valley and Mall/Northside) also exhibited the highest productivity, 14.8 and 14.7 passenger trips per hour, respectfully. The Amherst/Loudoun pair showed significantly lower productivity at 6 passenger trips per hour and the Trolley route exhibited the lowest productivity among the routes at 2.3 passenger trips per hour. The productivity on the Trolley route was lower than that of the paratransit vans, which is not typical of fixed route services. Passengers per hour is a good measure of productivity as it evaluates the effectiveness of the service provided – i.e., how many people used the service per unit of service provision. Small city fixed-route services typically fall between 10 and 20 passenger trips per hour, while demand-response services typically fall between two and three passenger trips per hour.

The combined cost per trip (all services) was \$5.27, the cost per mile was \$3.75, and the cost per hour to provide service was \$42.39. The combined system statistics are shown in Table 3-3.

**Table 3-1: Winchester Transit FY 2008 Operating
Expenses and Revenues**

Expense Category	FY 2008 Expenses
Salaries and wages	\$ 376,858
Fringe Benefits	\$ 144,586
Pre-employment physicals/drug testing	\$ 2,471
Professional Services	\$ 335
Bulding Repairs/Maintenance	\$ 12,577
Bulding Supplies	\$ 114
Bulding Service Contracts	\$ 680
Printing and Binding	\$ 1,772
Advertising and Promotion Media	\$ 1,463
Uniforms	\$ 2,897
Training	\$ 141
Motor Pool Internal Service	\$ 123,850
Preventive Maintenance	\$ 35,917
Utilities	\$ 8,563
Postage	\$ 485
Telecommunications	\$ 1,307
Motor Vehicle Insurance	\$ 13,156
General Liability	\$ 1,817
Office Equipment Rental	\$ 304
Mileage	\$ 111
Convention/subsistence	\$ 666
Dues/memberships	\$ 1,166
Office Supplies	\$ 2,047
Janitorial Supplies	\$ 1,764
Equipment fuels	\$ 15
Vehicle Operating Supplies	\$ 958
Computer Hardware/software	\$ 582
TOTAL	\$ 736,602
Revenues	
Federal Section 5307	\$ 443,694
State Aid	\$ 173,577
City of Winchester General Revenue	\$ 57,563
Farebox	\$ 55,990
Advertising	\$ 3,600
Sale of Surplus	\$ 1,698
Special Run	\$ 480
TOTAL	\$ 736,602

Table 3-2: Winchester Transit Operating Data FY 2008

Route/Service	Actual Ridership	Estimated Service Hours	Trips/Hour
Amherst/Loudoun	20,472	3,381	6.06
Berryville/Valley	50,055	3,381	14.80
Mall/Northside	49,847	3,381	14.74
Subtotal	120,374	10,143	11.87
Trolley	4,220	1,836	2.30
Paratransit	15,078	5,397	2.79
Total	139,672	17,376	8.04

(1) The total vehicle service hours are actual and the breakdown between the routes and services is estimated.

Table 3-3: Winchester Transit Service Statistics

Annual Passenger Trips	139,672
Annual Vehicle Miles	196,312
Annual Revenue Hours	17,376
Operating Expenses	\$ 736,602
Trips/Hour	8.04
Trips/Mile	0.71
Miles/Hour	11.30
Cost/Trip	\$ 5.27
Cost/Mile	\$ 3.75
Cost/Hour	\$ 42.39

Virginia Regional Transit (VRT)

VRT is a private, non-profit community transportation organization that provides service in 15 jurisdictions in Virginia, including limited services in Frederick County. Currently the only service that VRT provides in the study area is a once a week service from Berryville to the Winchester Medical Center and the new Wal-Mart on Route 50, west of Winchester. This service is geared to residents of Clarke County.

COMMUTER PROGRAMS

Valley Commuter Assistance Program (VCAP)

VCAP is operated by the Northern Shenandoah Regional Commission (NSVRC). VCAP provides a number of services for commuters including vanpool and carpool matching, support, and limited subsidy services; employer services; Smart Benefits technical assistance; and liaison with regional commuter assistance programs including Commuter Connections, which administers a regional guaranteed ride home program.

Registered Vanpools

There are currently 14 vanpools registered through VCAP. Of these 14, five originate in either Frederick County or the City of Winchester. Participants in these vanpools are eligible to use Smart Benefits. Another four vanpools are registered through the Washington Metropolitan Area Transit Authority's vanpooling program.

VPSI, Inc. is the actual operator of the VCAP-registered vans, providing maintenance and insurance and setting up the pricing schedule and Smart Benefits processing. Each vanpool sets up its own operating parameters.

Vanpool Subsidy Program

To help assist new vanpools and support vanpools that may have lost riders, VCAP offers VanStart and VanSave programs. These subsidy programs pay for four empty seats during the first month of operation, then three seats during the second month, two seats during the third month, and one seat during the fourth month. This subsidy is funded 80% by the State's Rideshare Program and 20% locally.

Carpool Matching

VCAP also provides carpool matching programs but does not officially register carpools with the program.

Valley Connector

The Valley Connector is a commuter bus service operated by S & W Tours out of Linden, Virginia. Four routes are operated, two of which serve the Winchester-Frederick County area. Route 57, which was implemented in September 2008, provides service from the Waterloo Park and Ride and then makes stops in Berryville, the Rosslyn Metro, the Pentagon, and several drop-off points in key employment areas of Washington, DC. Route 69 was implemented in the Spring of 2009 and originates in Winchester, behind the CVS on Route 7. This route also serves Front Royal and Marshall before traveling to Ballston, Rosslyn, the Pentagon, and several drop-off points in key employment areas of Washington, DC. These schedules are provided as Exhibit 3-1. Ridership on these two routes combined has grown to about 835 people per month.

S & W Tours is receiving a subsidy for these routes from the Virginia Department of Rail and Public Transportation via the Northern Shenandoah Valley Regional Commission through a demonstration grant program. The fare structure for both of these routes is as follows:

- One-way trip = \$ 20
- Round trip = \$ 30
- Ten-trip ticket = \$100
- 20-trip ticket = \$175
- Monthly ticket = \$ 330

It should be noted that there are not any official park and ride locations in the City of Winchester or Frederick County. S & W Tours negotiates with local businesses to locate appropriate parking areas where commuters can leave their cars for the day.

INTERCITY BUS AND RAIL PROGRAMS

There are currently no regularly scheduled intercity bus or rail services provided directly to the City of Winchester or Frederick County. The closest rail stops are in Martinsburg and Harpers Ferry, West Virginia, and the closest intercity bus service is provided from Hagerstown, Maryland.

Exhibit 3-1

Route 57

Morning Service

<u>Strausburg</u>	4:25
<u>Front Royal</u>	4:50
<u>Waterloo</u>	5:10
<u>Berryville</u>	5:25
<u>Ballston</u>	6:30
<u>Rosslyn Metro Station</u>	6:40
<u>Pentagon / Pentagon City</u>	6:45
<u>14th and Independence</u>	6:50
<u>12th & Constitution</u>	6:53
<u>7th & Independence</u>	6:56
<u>4th St SW and E St SW</u>	7:00
<u>Navy Yard Metro Station</u>	7:05
<u>Capitol South</u>	7:07
<u>Union Station</u>	7:12
<u>H St NW and 4th St NW</u>	7:17
<u>H St and 9th St</u>	7:20
<u>K St and 12th St</u>	7:23
<u>K St and 15th St</u>	7:25
<u>K St and 18th St</u>	7:28

Evening Service

<u>K St and 18th St</u>	4:15
<u>K St and 15th St</u>	4:18
<u>K St and 12th St</u>	4:20
<u>H St and 9th St</u>	4:22
<u>H St NW and 4th St NW</u>	4:25
<u>Union Station</u>	4:30
<u>4th St SW and E St SW</u>	4:35
<u>Navy Yard Metro Station</u>	4:42
<u>Capitol South</u>	4:44
<u>7th & Independence</u>	4:47
<u>12th & Constitution</u>	4:55
<u>Pentagon / Pentagon City</u>	5:05
<u>Rosslyn Metro Station</u>	5:15
<u>Ballston</u>	5:25
<u>Berryville</u>	6:30
<u>Waterloo</u>	6:45
<u>Front Royal</u>	7:00
<u>Strausburg</u>	7:10

Route 69

Morning Service

<u>Winchester</u>	4:55
<u>Front Royal</u>	5:25
<u>Marshall</u>	5:50
<u>Ballston</u>	6:45
<u>Rosslyn Metro Station</u>	6:55
<u>Pentagon / Pentagon City</u>	7:00
<u>14th and Independence</u>	7:05
<u>12th & Constitution</u>	7:08
<u>7th & Independence</u>	7:11
<u>4th St SW and E St SW</u>	7:15
<u>Navy Yard Metro Station</u>	7:20
<u>Capitol South</u>	7:22
<u>Union Station</u>	7:27
<u>H St NW and 4th St NW</u>	7:32
<u>H St and 9th St</u>	7:35
<u>K St and 12th St</u>	7:38
<u>K St and 15th St</u>	7:40
<u>K St and 18th St</u>	7:43

Evening Service

<u>K St and 18th St</u>	3:10
<u>K St and 15th St</u>	3:12
<u>K St and 12th St</u>	3:15
<u>H St and 9th St</u>	3:18
<u>H St NW and 4th St NW</u>	3:20
<u>Union Station</u>	3:25
<u>4th St SW and E St SW</u>	3:35
<u>Navy Yard Metro Station</u>	3:42
<u>Capitol South</u>	3:44
<u>7th & Independence</u>	3:47
<u>12th & Constitution</u>	3:55
<u>Pentagon / Pentagon City</u>	4:05
<u>Rosslyn Metro Station</u>	4:15
<u>Ballston</u>	4:25
<u>Marshall</u>	5:30
<u>Linden</u>	5:50
<u>Front Royal</u>	6:00
<u>Winchester</u>	6:20
<u>Strausburg</u>	6:40

HUMAN SERVICE AGENCY TRANSPORTATION PROGRAMS

There are several human service agencies in the region that operate transportation programs so that their customers can access agency programs or necessary medical services. These programs are discussed below and are presented in alphabetical order. This chapter discusses only what the agencies do and their transportation programs -- the information collected from these and other local agencies concerning transportation needs is included in Chapter 2.

American Red Cross -- Winchester/Frederick County Chapter

The American Red Cross owns two vans that are used to provide medical transportation for people who have no other travel options. The all-volunteer program requires riders to call one week in advance of their medical appointments to be placed on the schedule. Trips are provided locally and to larger medical facilities including: the University of Virginia Medical Center in Charlottesville; Johns Hopkins in Baltimore; and the Veterans Administration in Martinsburg, West Virginia.

Faith in Action

Faith in Action, an interagency coalition of congregations of volunteers who provide support services for the seniors, frail, or chronically ill, provides transportation for people with critical transportation needs that are not met through public transit or other transportation options. Transportation services are provided by volunteer drivers using their own vehicles. Between 80-90 people are eligible for the services, with approximately 28 persons currently actively using the Faith in Action's transportation services. Trips are provided primarily to medical facilities and shopping locations.

Grafton

Grafton's mission is to create solution-focused opportunities for individuals challenged by complex disabilities. The private non-profit agency serves both children and adults with autism, intellectual and cognitive disabilities, psychiatric conditions, and developmental disorders. The administrative office is located in Winchester, with programs provided in Winchester, Berryville, and Richmond, Virginia. Transportation is provided for participants in the program.

Northwestern Community Services Board

Northwestern Community Services Board provides a variety of services for adults and children affected by emotional/behavioral disorders, mental illness, substance abuse, and mental retardation and developmental disabilities. The agency is

based in Front Royal, Virginia. Services include outpatient, case management, day support, residential, and emergency programs. Eligibility is based on need, and currently approximately 5,000 clients are served annually.

To obtain services, clients use a variety of transportation modes, including driving themselves, riding with friends and family, by taxi, and through case managers. In addition, Northwestern Community Services currently operates 37 vehicles throughout the Shenandoah region in client transportation, with about seven of these serving Frederick County and the City of Winchester. Agency provided transportation is generally on scheduled runs. Services are not coordinated with other agencies. The Community Services Board is one of the largest providers of human service transportation in the region.

NW Works

NW Works provides training and employment to adults with disabilities who typically would be considered unemployable. Workers are low-income residents of the area who have long-term disabilities ranging from mental retardation, developmental disabilities, physical and/or emotional challenges. The majority of people served work at the agency's work center in Winchester, which operates Monday through Friday from 8:15 a.m.-3:45 p.m. Other participants are part of mobile work crews that provide services including landscaping and office cleaning, and the hours for these mobile works crews vary based on location. Currently NW Works provides services for about 180 individuals that reside in Winchester, Frederick, and Clarke Counties.

Workers arrive at the work facility through a variety of modes, including riding with family and friends, through transportation from group home staff, by taxi, and through public transit. The public transportation includes the fixed-route bus that serves the work facility, and through paratransit operated by Winchester Transit. NW Works buys bus tickets that are distributed to workers, as the people they serve use public transit for other trips to medical appointments, movies, shopping, etc

In addition, NW Works operates two 12-passenger vans (one for each county) that transport workers to the facility. These vans operate on a split shift – 6:00-8:00 a.m., and 3:00-5:00 p.m.

Shenandoah Area Agency on Aging, Inc. (SAAA)

SAAA is a non-profit organization that provides a variety of services designed to enhance the dignity and independence of older persons and promote their continued contributions to the community. The following services are provided: case management, information and referral, active living centers, meals on wheels, in-home

services, ombudsman services, transportation, volunteer opportunities, Medicare/Medicaid assistance, and tax help.

There are two active living centers in the study area, one in Stephens City and one in Winchester. Transportation is provided to these centers and limited transportation is also provided for medical appointments. The agency was recently awarded a New Freedom grant in the amount of \$93,000, and these funds are being used to start a new transportation service for seniors and persons with disabilities, termed “WellTran.” Trips provided include non-emergency medical trips, shopping trips, and trips for other life-sustaining activities. The SAAA owns 26 vehicles, primarily funded through the Federal Section 5310 program. Eight vehicles are based in Frederick County and the City of Winchester. Staff from SAAA indicated that they would potentially be interested in expanding the WellTran program to include other segments of the population if funding sources were available to do so.

MEDICAL ASSISTANCE TRANSPORTATION

Area residents who are eligible for Medicaid and have no other means of transportation are provided transportation to access necessary medical appointments and services. The State of Virginia contracts with Logisticare to run a statewide brokerage program to manage and provide these trips. Logisticare subcontracts with a number of local transportation providers who actually bring people to their medical appointments.

PRIVATE TRANSPORTATION PROVIDERS

There are a number of private transportation providers (primarily medical-oriented) and taxicabs that serve the City of Winchester and Frederick County. These are:

- Apple Taxi
- Pat’s Cab
- Physician’s Transport Service
- Polly’s Cab
- Taxi Latino
- Taxi USA
- Valley Health Medical Transport
- Yellow Cab of Winchester

SUMMARY AND ANALYSIS

While there are a number of specialty community transportation providers in the region, the only regularly scheduled public transportation services targeting residents of Frederick County or the City of Winchester are provided by Winchester Transit and by the Valley Connector. The human service agency programs do provide some services outside of the City, primarily for agency clients or targeted population groups to attend specific programs or medical appointments.

Chapter 4

Service Alternatives, Organizational Alternatives, and Funding Mechanisms

INTRODUCTION

Chapters 2 and 3 documented transit needs in the region and outlined the services currently available. The development of these chapters showed that there are unmet transit needs in the study area. The purpose of this chapter is to provide a series of service and organizational alternatives that could be implemented to meet these needs. Service alternatives are presented first, followed by the organizational alternatives, and a discussion of potential funding mechanisms.

SERVICE ALTERNATIVES

There are several service alternatives that should be considered for implementation. These alternatives address a number of unmet transit needs, including those related to the fixed-route service network based in Winchester, those related to the more rural portions of Frederick County, those addressing corridor needs, and those addressing commuter needs. Each alternative is described, along with the advantages and disadvantages of each, and a cost estimate. The cost estimates are conservative, using the fully allocated costs (i.e., including all administrative and operating costs). The alternatives are not presented in any particular order of priority.

Service Alternative #1 - Extend Fixed-Route Transit Services

A major finding from both the land use analysis and the public opinion survey was that there are several important transit origins and destinations that are relatively close to the existing fixed-route transit network, but are not served. These areas typically include the major travel corridors through the City of Winchester that extend

into the County. In looking at these areas, the following corridors should be considered for service extensions:

Route 7/Berryville Avenue

The demographic analysis showed a geographic area of high transit need located East of I-81 and south of Route 7. This area includes a number of townhomes and apartments, including Park View Apartments, Park Place, Brookland Manor, Windstone townhomes, Ash Hollow Estates, Pioneer Heights, and others. Also in the corridor is the Regency Lakes development, which was mentioned by survey respondents and is a high density modular home community. The Gateway Center, which includes a Martin's grocery store and several other neighborhood retail shops is also located in this corridor.

One way to serve this area would be to extend the Berryville Avenue Route to make a short loop, following Valley Mill Road and then turning left into Greenwood, and left back onto Route 7. The bus could then pull into the Regency Lakes development and stop at the community center, than back out to Route 7 and serve the Gateway Center. The route would then come back into Winchester as it does currently.

Another consideration for this route is to use it to serve the Salvation Army and the Huntington Manor Townhouse community adjacent to Fort Collier Road (close to Route 7). Figure 4-1 shows these two options.

In making these route extensions, the Berryville Avenue route will almost double in length, making it a stand-alone route.

Advantages

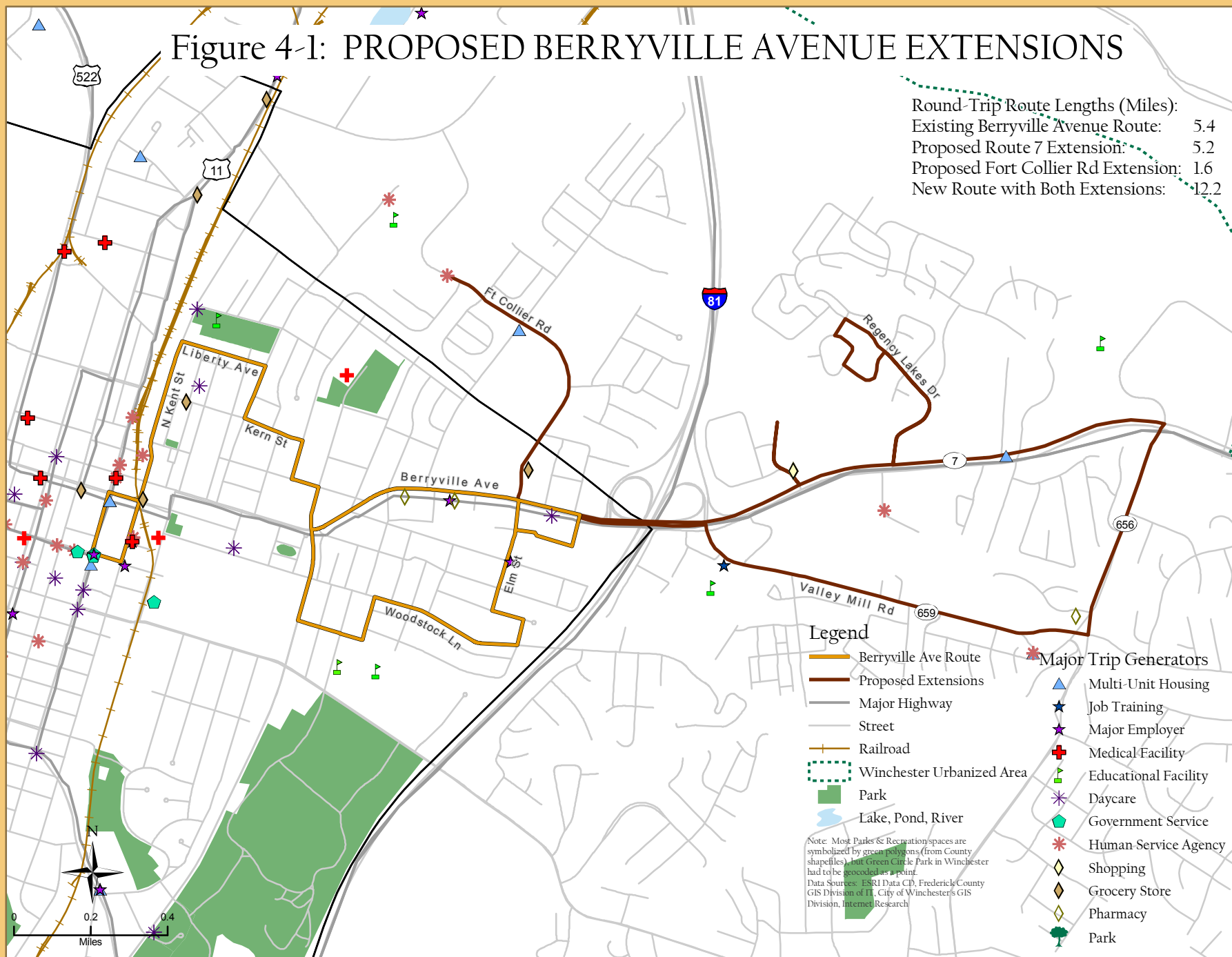
- Provides transit service to many high-need, high density housing areas that do not currently have transit services.
- Provides transit service to the Gateway Center, which was requested on the survey and serves a number of local shopping needs (and employs people as well).
- Would likely produce significant ridership, with both new origins and destinations.

Disadvantages

- Would result in major route re-structuring.

Figure 4-1: PROPOSED BERRYVILLE AVENUE EXTENSIONS

Round-Trip Route Lengths (Miles):
 Existing Berryville Avenue Route: 5.4
 Proposed Route 7 Extension: 5.2
 Proposed Fort Collier Rd Extension: 1.6
 New Route with Both Extensions: 12.2



Costs

- If this route extension were to be implemented, the cost of the Berryville Avenue Route would approximately double, from about \$84,500 a year (including the new extended service hours) to about \$169,000. This is based on 3,986 operating hours at \$42.39 per hour.
- This route extension would likely require an additional vehicle.

Extend Valley Avenue Route to Cross Creek Village/General Electric

The service alternative relating to the Valley Avenue route in the original technical memorandum extended the route to Creekside Station and Rubbermaid. The current alternative extends the Valley Avenue route farther south on Valley Avenue to turn right onto Apple Valley Road to serve the large, age-restricted community of Cross Creek Village. This extension would also serve the Ford Motor Company distribution center and the General Electric Winchester Lamp Plant. This extension would add significant retail, employment, and residential trip-generation opportunities. Figure 4-2 provides a map of the proposed route extension. The new round trip mileage would be 10.2 miles, up from the current 7.7 miles.

Advantages

- Serves additional retail, employment, and housing areas.
- Would extend the route network and likely increase ridership.

Disadvantages

- This extension would result in a route re-structuring as the Valley Avenue route would be too long to complete in 30 minutes.

Costs

- This extension (using hours as benchmark) will cost about \$84,500 per year, including the new longer operating hours.
- This extension will likely require an additional vehicle.

Extend the Amherst Route to WalMart

Many of the survey respondents indicated that they would like to see the Amherst Route extended to the new Walmart on Route 50 West (just to the west of the intersection of Route 50 and Route 37.) This extension would add 1.9 miles round trip

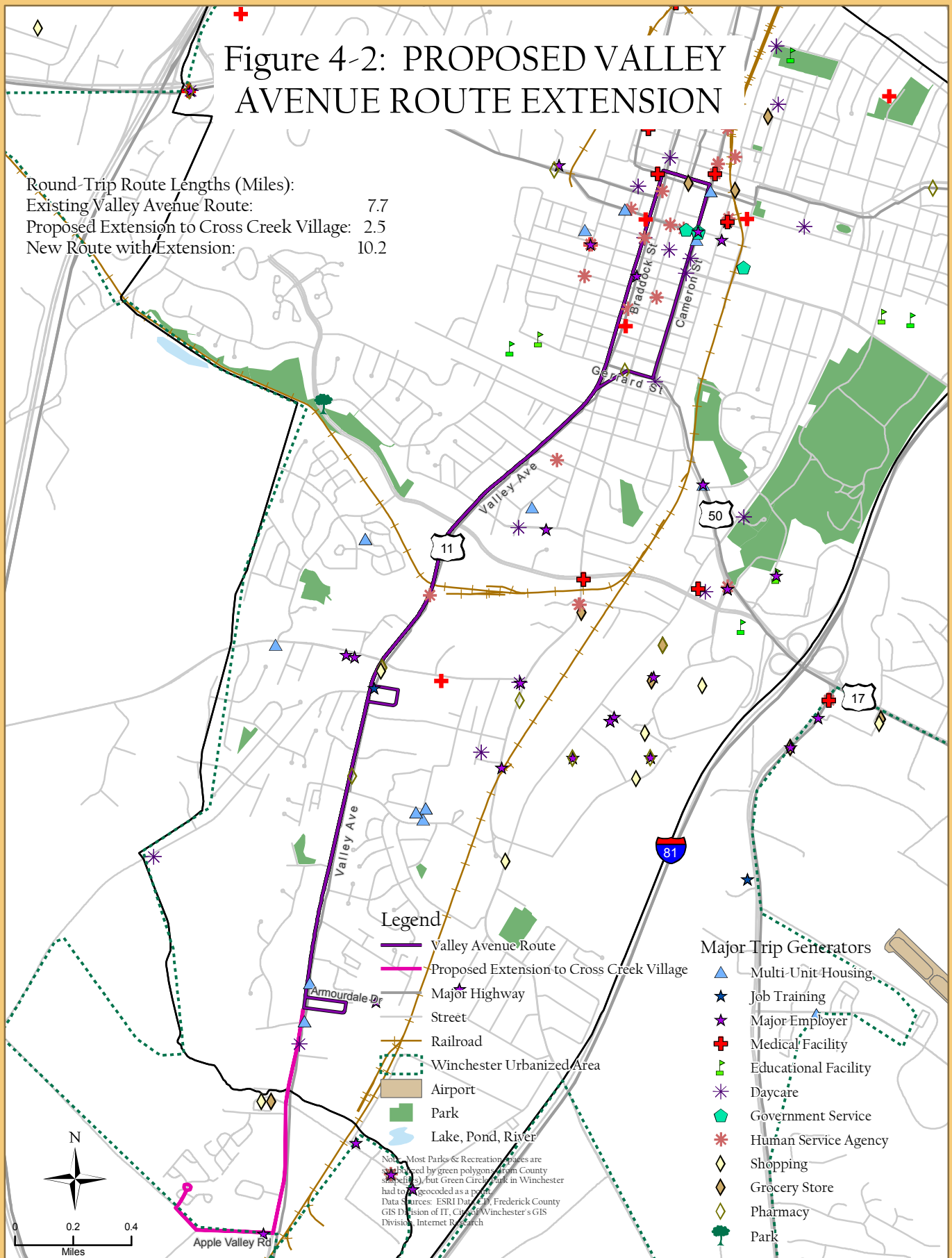
Figure 4-2: PROPOSED VALLEY AVENUE ROUTE EXTENSION

Round-Trip Route Lengths (Miles):

Existing Valley Avenue Route: 7.7

Proposed Extension to Cross Creek Village: 2.5

New Route with Extension: 10.2



to the route, or about a 34% increase from the current route length of 5.6 miles. Figure 4-3 shows this extension.

Advantages

- Adds a major destination into the route network.

Disadvantages

- This extension would make it difficult for the Amherst Route to complete its round trip in 30 minutes (new route length would be 7.5 miles and the average system-wide operating speed is 11.3 miles per hour). This would result in route re-structuring.
- Would add expense for only one new destination, albeit a significant one.

Costs

- This extension would cost about \$28,700 annually, based on the mileage increase of 34%.

Extend Service to the Millwood Ave/522 South Corridor

There are a number of significant transit destinations that are located in this corridor, including a number of hotels and retail centers (Delco Plaza), the Virginia Employment Commission, counseling services, and the Airport Industrial Park. The Apple Blossom Mall Route could be extended to service this area. The extension is shown in Figure 4-4 and is 4.7 miles in length, making the entire route 11.6 miles round trip. This would result in the route taking a full hour to complete, rather than the current 30 minutes.

Advantages

- Provides transit services to significant transit destinations that are not currently served, including the Virginia Employment Commission.
- Will extend the route network and increase ridership.

Disadvantages

- Significantly alters the Apple Blossom Route, which will result in route re-structuring.

Figure 4-3: PROPOSED AMHERST ROUTE EXTENSION

Round-Trip Route Lengths (Miles):
 Existing Amherst Route: 5.6
 Proposed Extension to Wal-Mart: 1.9
 New Route with Extension: 7.5

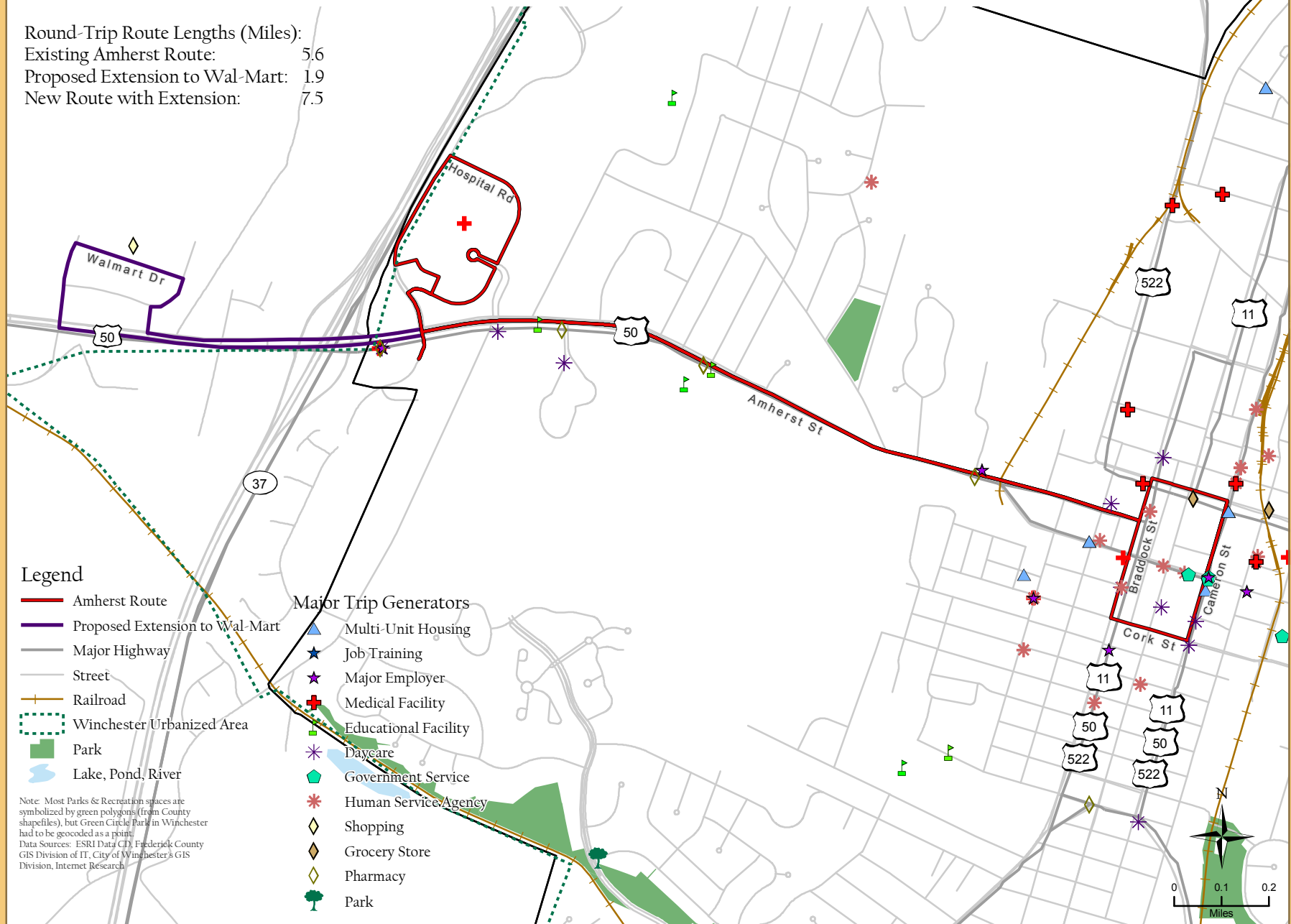
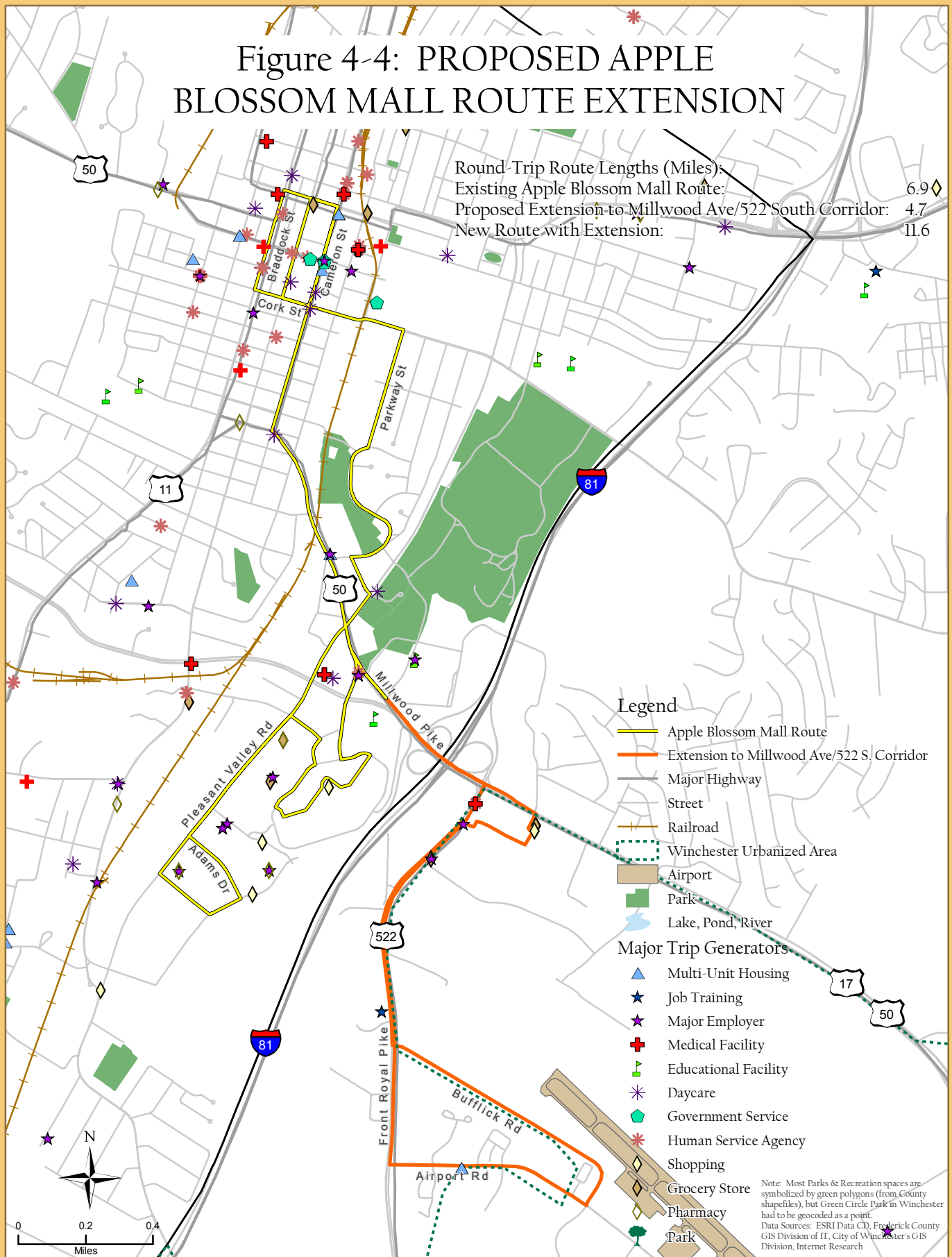


Figure 4-4: PROPOSED APPLE BLOSSOM MALL ROUTE EXTENSION



Costs

- This extension (using hours as benchmark) will cost about \$84,500 per year, including the new longer operating hours.
- This extension will likely require an additional vehicle.

Extend Northside Route to Rutherford Crossing

There is another newly developing area just north of Winchester along Route 11. A new shopping center has recently opened with a Target, a Lowe's, and several smaller shops. An office building with major federal employment is also located adjacent to the shopping center. The closest current Winchester Transit route to Rutherford Crossing is the Northside Route. The extension to Rutherford Crossing would involve an additional 4.1 miles, bringing the Northside Route to 12.8 miles total. There are also a few employers in the Route 11 North Corridor in between the current route terminus and the new shopping center. Figure 4-5 shows this route extension.

Advantages

- Serves additional retail and employment areas.
- Would extend the route network and likely increase ridership.

Disadvantages

- This extension would result in a route re-structuring as the Northside route would be too long to complete in 30 minutes.

Costs

- This extension (using hours as benchmark) will cost about \$84,500 per year, including the new longer operating hours.
- This extension will likely require an additional vehicle.

Service Alternative #2 - Adjust Fixed-Route Services

There are two changes that could be made to improve the current fixed-route network, regardless of expansion. These are discussed below.

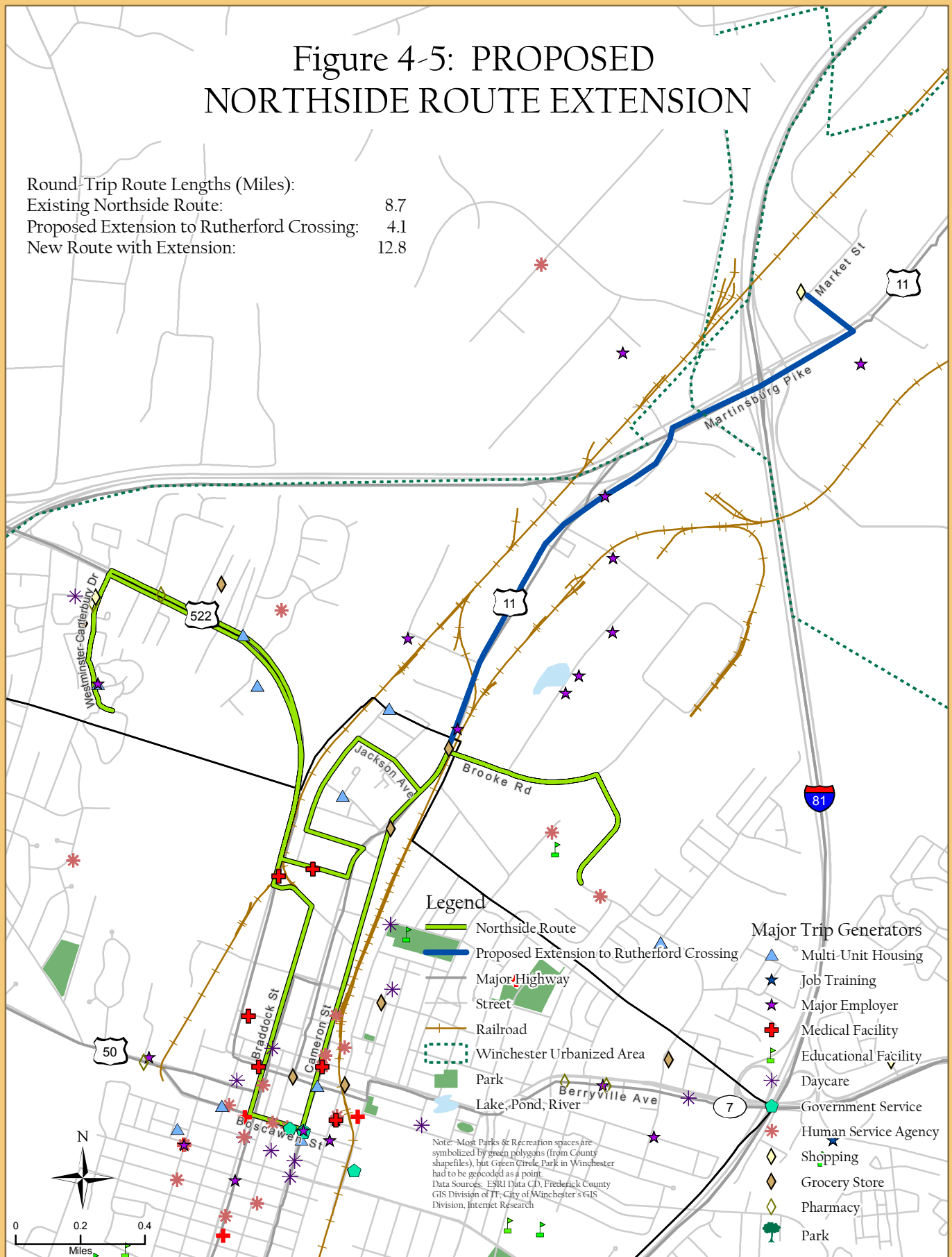
Change the Pairs to Link Apple Blossom with Amherst

There are ongoing trip needs for Shenandoah University students to get to the Valley Medical Center on Amherst Street. This trip need is not currently met, because

Figure 4-5: PROPOSED NORTHSIDE ROUTE EXTENSION

Round-Trip Route Lengths (Miles):

Existing Northside Route:	8.7
Proposed Extension to Rutherford Crossing:	4.1
New Route with Extension:	12.8



the riders have to wait 30 minutes at the transfer location to access the Amherst Route after coming downtown on the Apple Blossom Route. By linking the Apple Blossom Route and the Amherst Route, this trip need can be met without additional cost or changes to the actual routes.

Advantages

- Meets a trip need that has been identified without incurring additional cost.
- Would be relatively easy to implement.

Disadvantages

- The only disadvantage is that this alternative requires changes to the routing pattern, which will be disruptive.

Costs

- This change is cost-neutral, other than the costs of re-printing schedules.

Re-Configure the Trolley Route

The Trolley Route is not performing as well as a fixed-route should. A more in-depth analysis of the route needs to be done before specific alternatives can be presented. The goal of any re-structuring will be to increase ridership while keeping the costs neutral.

Service Alternative #3 - Further Increase the Days and Hours of Service

When asked if additional days and/or hours of service are needed in the current Winchester Transit service area, 64% of the respondents indicated that service was needed later in the evenings and 44% indicated that service is needed on Sundays. Winchester Transit has recently extended service until 8:00 p.m., which addresses a portion of the evening trip needs, but does not address the need to get people home after a retail job (i.e., 9:00 or 10:00 p.m.) A longer span of service on Saturdays was also requested. Sunday service is also an issue for current riders, as they do not have mobility options on Sundays. It should be noted that increasing hours or days of service could be incrementally or partially implemented (i.e. implement on the busiest route(s) that have specific destinations that are open late and/or on the weekends.)

Advantages

- Providing later service hours allows people to access employment opportunities at retail locations and allows people to attend community meetings and cultural events that are typically held in the evening.
- Additional hours of service on Saturdays would increase opportunities for retail workers, who typically work later than 5:00 p.m. on Saturdays.
- Sunday service would meet a variety of trip needs, including retail employment, shopping, and worship.

Disadvantages

- Would add service during times of the day/days of the week that may not generate high ridership and would involve significant cost.

Costs

- If three vehicles are used to provide service (as is currently the case), along with one Americans with Disabilities Act (ADA) paratransit vehicle, every hour of service extension will cost approximately \$170 (assuming all three vehicles are extended). If services were extended Monday through Friday from 8:00 p.m. to 9:00 p.m., it would cost about \$ 43,000 annually.
- If services were extended until 9:00 p.m. on Saturdays, the annual cost would be about \$ 35,000.
- Sunday services, for an eight-hour service day using three vehicles (plus an ADA vehicle), would cost about \$ 71,000 annually.

Service Alternative #4 - Increase the Frequency of Service

Stakeholders and survey respondents indicated a need for more frequent transit service. Increasing transit frequency from hourly service to 30-minute service would make the route network more appealing for choice riders, as well as more convenient for all riders. This alternative is one of the costliest alternatives, as it doubles the vehicle operating hours.

Advantages

- Provides more convenient mobility options for current riders.
- Increases the attractiveness of the system for choice riders.
- Will increase ridership.

Disadvantages

- Doubling the service will not double the ridership, thus the productivity measures (i.e., trips per hour, trips per mile) will decline somewhat.
- Significantly increases costs without adding any new geographic areas of service.

Costs

- Increasing frequency Monday-Friday, from hourly to 30-minutes would cost about \$456,000 annually (operating costs) and require three additional vehicles, assuming the current route network is maintained.

Service Alternative #5 - Improve Passenger Amenities

Survey respondents indicated that they would like additional shelter from inclement weather and additional seating at the bus stops. Future passenger amenities may also include real-time transit information (i.e., “Nextbus”) technology, and wireless Internet Access. Passenger amenities improve the transit experience for riders, increase the visibility of transit in the area, and can help attract choice riders.

Costs

- Benches and shelters vary considerably in cost, depending upon their quality, size, and complexity (i.e., lighting). Benches are generally between \$500-\$800 each, while shelters range from \$2,000 to \$20,000. Winchester Transit’s FY 2009 Capital budget includes \$50,000 for five shelters.

Service Alternative #6 - Provide Corridor Service on Route 11- Local

The need for transit services between Winchester and Stephens City and the need to connect to Lord Fairfax Community College in Middletown were articulated by stakeholders and survey respondents. This corridor was served by the transit demonstration project in 2004-2007 and ridership did not meet expectations, however, with more collaborative route and schedule planning (specifically with stakeholders from Lord Fairfax Community College), and shared funding, this corridor should be looked at again for service. Additional research concerning the specific route and schedule of the demonstration project is needed to ensure that past errors are not repeated.

Stephens City also exhibits high relative transit needs, specifically to the north of Route 277 and to the east of Route 11 and Route 81. A short diversion to serve local Stephens City needs should also be considered for this route. Figure 4-6 provides a map of this route.

Advantages

- Meets a need that was articulated during this study process and previous transit studies in the region.
- Allows full access to Lord Fairfax Community College from the major population centers in the study area. This will greatly help current and potential community college students who either do not drive or do not have access to a car on a regular basis.
- Opens up additional employment and commerce options for people who live in the corridor.
- Provides service for Stephens City.

Disadvantages

- Previous service in this corridor was not deemed successful.

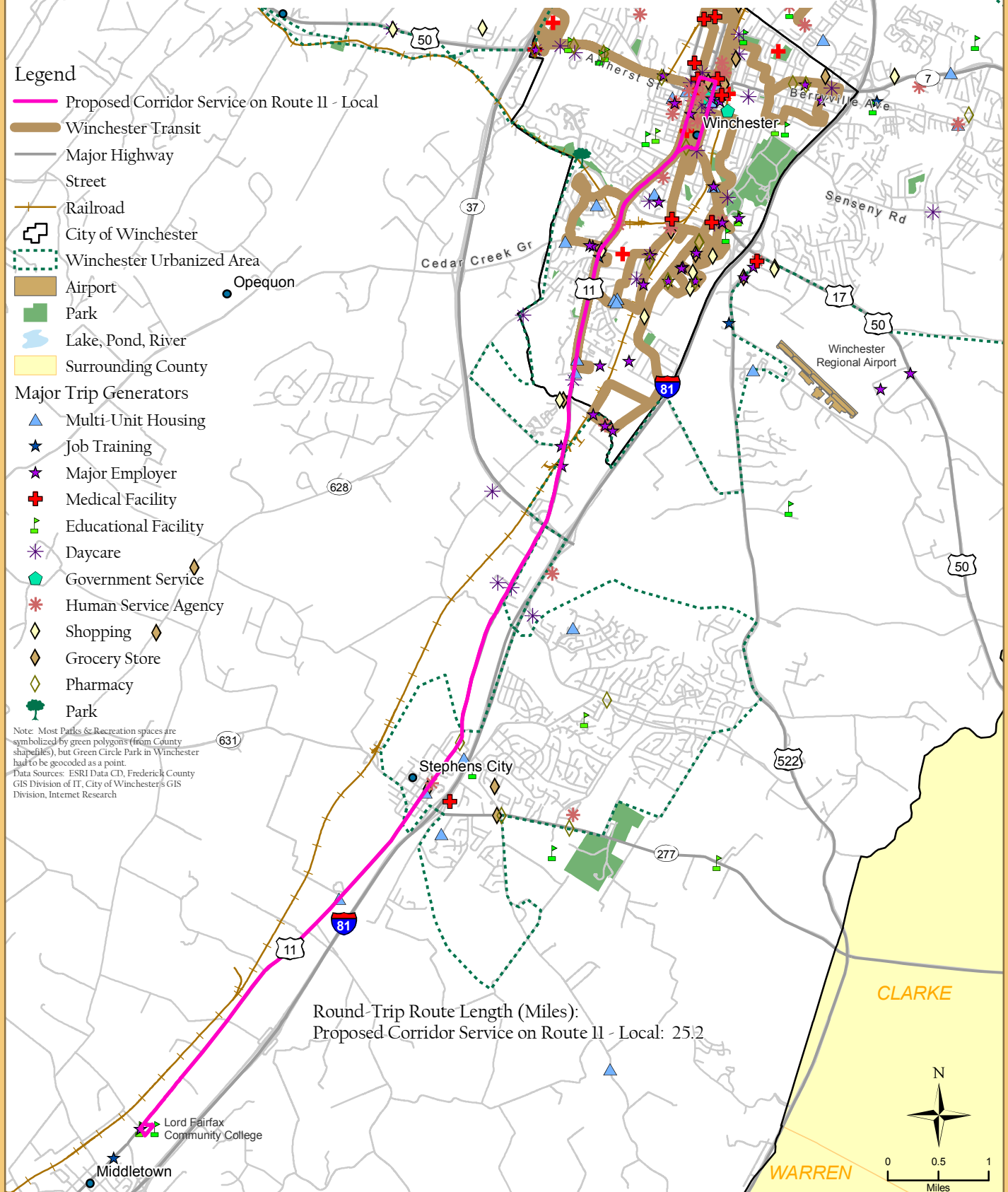
Costs

- Using Winchester Transit's costs, a 12-hour service span Monday to Friday and an eight hour service span on Saturdays, would cost about \$148,000 annually (assuming one vehicle is devoted to the service). If the route operates on a deviated schedule, there would not be an additional expense for ADA paratransit. If the route is fixed, there would also be a need to provide ADA paratransit services within $\frac{3}{4}$ mile of the route for people with disabilities.
- A vehicle would need to be purchased for this route.

Service Alternative #7 - Provide Regional Corridor Service

There is currently no intercity bus transportation provided throughout the I-81/Route 11 Corridor throughout the Shenandoah (from Harrisonburg to Martinsburg). This alternative is proposed to re-instate intercity bus service through the corridor by using federal rural public transportation funds to subsidize the service. It should be noted that in order to take advantage of this program, service would actually have to connect to a current intercity terminal, which would extend service from Charlottesville to Hagerstown. Section 5311 funding for rural public transportation has a 15% set-aside

Figure 4-6: PROPOSED CORRIDOR SERVICE ON ROUTE 11 - LOCAL



(5311(f)) that is intended to be used to fund intercity bus transportation in corridors where there are intercity bus needs, but the ridership is not high enough to fully support a private enterprise operating the services. These projects typically offset a portion of a private intercity bus carriers expenses to provide service. A discussion with Virginia Department of Rail and Public Transit (VDRPT) staff and potential private carriers will be needed to discuss the feasibility of this option. While this alternative includes areas outside of the study area, it would benefit residents, businesses, and visitors to the City of Winchester and Frederick County.

Advantages

- Provides regional public transportation through the Shenandoah Valley corridor.
- Could be provided with little to no local funding, assuming there are 5311(f) funds and a willing and able private carrier.

Disadvantages

- Implementation of this alternative is somewhat out of the control of the City or the County.

Costs

- The cost for this option needs to be further researched. The costs are highly dependent upon whether or not there is a willing private carrier to offer this service and how much public money the carrier would need for the service to be sustainable.

Service Alternative #8 - Improve Commuter Infrastructure and Services

Eighty-three (39%) of the survey respondents indicated that they think additional long-distance commuter service is needed to Washington, D.C., followed by Northern Virginia (80) and Connections to Metrorail (76). It should be noted that the survey was taken before the Valley Connector Routes #57 and Route #69 were implemented.

Thirty-three percent of the survey respondents think that additional park and ride lots are needed. It should be noted that there are not any formal park and ride commuter lots in the study area.

The following service and infrastructure alternatives are geared to the needs of the long-distance commuter:

Support and Expand the Valley Connector, as Ridership Dictates

The Valley Connector has implemented two commuter bus routes in the past year. In September 2008, the #57 was implemented. This route provides service from the Waterloo Park and Ride (Intersection of Route 340 and Route 17/50, east of the study area) to the Rosslyn Metrorail Station and Washington, D.C. This route is currently being subsidized by a demonstration grant from VDRPT.

The FY09 total cost for this project is \$264,000. Fare revenue is expected to offset the costs by \$75,240. The net deficit is being funded by the State's Demonstration Assistance Program (\$179,322) and the Northern Shenandoah Valley Regional Commission (\$9,438). A private transportation operator provides this service (S & W Tours).

In the Spring of 2009, the Route #69 was implemented. This route directly addresses a need that was articulated in the original writing of these alternatives, which was, "to consider the expansion of this route (the #57) into Frederick County/City of Winchester to better meet the needs expressed by survey respondents and to consider an additional vehicle if this route is successful." The Route #69 originates behind the CVS on Route 7 in Winchester.

Advantages

- Provides a link to Northern Virginia, the Metrorail, and Washington, D.C. These were the three most frequently requested commuter destinations on the survey.
- Allows a transit option from the region, which can help reduce traffic congestion in the corridor.

Disadvantages

- The only disadvantage is cost, particularly if fare revenue is not sufficient when the demonstration funding period is over.

Costs

- Assuming comparable costs for additional services, each new route would be expected to have a net deficit of about \$189,000 for the first year. Additional ongoing support may also be needed, depending upon the ridership.

Explore Park and Ride Opportunities

In order to support the vanpool, carpool, and fledgling commuter bus program in the region, additional park and ride lots should be considered. Opportunities for developing new park and ride lots can come from:

- New shopping, commercial, and mixed-use developments - negotiating for park and ride lots through the development review process.
- Existing shopping areas - contacting owners to see if arrangements can be made.
- Road improvement projects - there are several in the pipeline in Winchester and Frederick County and the potential to add park and ride opportunities should be considered during design of future road projects (i.e., particularly interchange projects).

The survey indicated that park and ride opportunities were desired in the Route 7 Corridor, Stephens City, Route 50W, Route 50E, Route 522N, and Route 522S.

Service Alternative #9 - Provide Countywide Demand-Response Public Transportation

An important transit need articulated by stakeholders was for rural general public transportation, particularly for senior citizens and people with disabilities. It was mentioned that any level of service would help, even if it were provided on different days to different areas of the County. Since the beginning of this study, a new service has been initiated by the Shenandoah Area Agency on Aging (SAAA). The service, Well Tran, provides this type of service for senior citizens. Services are offered in the City of Winchester, Frederick County, as well as in Clarke, Page, Warren, and Shenandoah Counties. This service is funded in part by a New Freedom grant.

Countywide demand-response public transportation could be provided through the following mechanisms:

Contract With/Support Well Tran to Expand their Program

Well Tran has started a demand-response transportation program in the region and it would make economic sense to expand and support this new program, operating in a coordinated manner, rather than starting a parallel service. There are a couple of ways that this could work - the SAAA, as a private non-profit, could apply for rural general public operating assistance under the Federal S.5311 program (flows through

VDRPT), and the County could match these funds to support an expansion of the program that would include general public riders, and not exclusively seniors. Alternatively the County or a new entity could be the applicant for rural general public funds and could pass them through to SAAA to support the program (in addition to local matching funds).

Advantages

- Supports an existing program.
- Fosters a coordinated approach to providing community transportation, which is currently one of the criteria used in making state and federal funding decisions.
- Less confusing for passengers- can brand one program for all types of riders.
- Cost effective - shares the burden of the support systems such as scheduling, dispatching, training, marketing, etc.

Disadvantages

- The County would not have direct control over the program, but an agreement concerning the County's level of involvement with decision-making could be crafted. A contractual arrangement could also be crafted, with the terms specifying the level of involvement for all parties.

Contract with a Private Operator

Alternatively, the County or a new regional entity, could contract with a private operator to provide this service. The County/new entity would apply for funding and a bid process would be conducted to choose an operator.

Advantages

- The private operator would oversee all day-to-day operations, relieving the local jurisdictions of this responsibility.

Disadvantages

- Duplicates the efforts of the SAAA to provide countywide demand-response transportation.
- May be confusing to riders - which program should they call for service.

Provide Services Directly

The third option is for service to be provided directly through one of the organizational alternatives detailed in the next section. This option assumes that one of these structures will assume responsibility for transit in the region.

Advantages

- Would provide a seamless system, assuming that the new entity also oversees fixed-route transit in the urbanized area.
- Would offer coordination potential with ADA paratransit, again assuming the new organization also oversees fixed-route transit in the urbanized area.
- Would limit confusion for public riders - one stop shopping for local public transportation.

Disadvantages

- Duplicates the efforts of the SAAA to provide countywide demand-response transportation.

Costs

- While there may be cost differences among the three identified mechanisms to provide service, we do not have historical data to accurately identify which of the three would be the most cost effective. We have used the known hourly operating costs for the current local transit provider to estimate the cost to provide rural general public demand-response transportation.
- The operating cost to provide countywide demand-response transportation will vary directly with the level of service desired. The following scenarios are offered for consideration (using the hourly estimated cost of \$42.59):
 - One vehicle, M-F, five holidays: \$86,900 annually
 - Two vehicles, M-F, five holidays: \$173,800 annually
 - Three vehicles, M-F, five holidays: \$260,700 annually
 - Four vehicles, M-F, five holidays: \$347,000 annually
- The capital costs also vary directly with the level of service. One community transportation vehicle costs about \$45,000. Capital costs are eligible for funding assistance - see section on financing below.

Summary of Service Alternatives

Table 4-1 provides a summary of the service alternatives.

Table 4-1: Amended Summary of Service Alternatives

Service Alternative	Purpose	Annual Operating Cost	Capital Needed	Potential Funding Options
#1- <i>Extend Fixed-Route Transit Services</i>	Serve high need area and identified transit destinations.	\$84,500	One vehicle	Fares, S. 5307, JARC, State Operating, Frederick County
	Serve additional destinations articulated by the public.	\$84,500	One vehicle	Fares, S. 5307, State Operating, City of Winchester, Frederick County
	Serve additional destinations articulated by the public.	\$28,700	0-1 vehicle	Fares, S.5307, State Operating, Frederick County
	Serve additional destinations articulated by the public.	\$84,500	One vehicle	Fares, S.5307, JARC, State Operating, Frederick County
	Serve additional destinations articulated by the public.	\$84,500	One vehicle	Fares, S. 5307, JARC, State Operating, Frederick County
Subtotal, if all chosen		\$366,700	5	
#2- <i>Adjust Fixed-Route Services</i>	Provide link that was articulated by the public.	\$0	0	None needed
	Improve performance.	\$0	0	None needed
#3- <i>Increase Days/Hours of Service</i>	Provide retail workers and others with evening travel options.	\$43,000	None	Fares, S.5307, JARC, State Operating, City of Winchester
	Provide retail workers and others with evening travel options.	\$35,000	None	Fares, S.5307, JARC, State Operating, City of Winchester
	Provide mobility for riders on Sundays.	\$71,000	None	Fares, S.5307, JARC, State Operating, City of Winchester

Table 4-1: Amended Summary of Service Alternatives

Service Alternative	Purpose	Annual Operating Cost	Capital Needed	Potential Funding Options
#4 Increase Frequency of Service Monday-Friday, 30 minute Headways	Provide more convenient travel options and potentially attract more choice riders.	\$456,000	3 vehicles	Fares, S.5307, State Operating, City of Winchester
#5 Improve Passenger Amenities	Provide a more comfortable transit experience.	capital only	Benches and shelters	S.5309, S.5309, City of Winchester
#6- Corridor Service to Middletown	Serve a major travel corridor, Stephens City, and the Community College.	\$148,000	1-2 vehicles	Fares, Pre-purchased fares from LFCC, S.5307, S.5311, JARC, State Operating, Frederick County,
#7- Regional Corridor Service	Provide mobility in the Shenandoah Valley	n.a.	n.a.	Fares, S.5311(f)
#8- Improve Commuter Services Valley Connector Expansion Park and Ride Lots	Provide an alternative to driving for long-distance commuters Support carpool, vanpool, and commuter bus users	\$189,000 Varies	n.a. n.a.	Fares, State Demonstration funding, CMAQ(?) VDOT, developers, City, and County
# 9- County-wide Demand-Response One vehicle, M-F Two vehicles, M-F Three vehicles, M-F Four vehicles, M-F	Provide needed mobility for people who cannot or do not drive.	\$86,900 \$173,800 \$260,700 \$347,000	1 vehicle 2 vehicles 3 vehicles 4 vehicles	Fares, S.5311, State Operating funds, Frederick County

ORGANIZATIONAL ALTERNATIVES

A variety of organizational alternatives can be considered to meet current and future regional transit needs, encourage more efficient coordination of transportation services, and promote more effective integration of land use and transit planning. These alternatives are:

- Maintain Current Organizational Structure
- Create a new Transportation District
- Create a new Service District
- Create a new Regional Transit Authority

This section reviews each option and describes the potential advantages and disadvantages of each. In addition, overriding issues that need to be considered, no matter which option is ultimately selected, are discussed at the end of this section.

Maintain Current Organizational Structure

Winchester Transit is currently the only public transportation provider in the study area that serves local transit needs. An obvious organizational option is to maintain the operation of transit services by the City of Winchester through the current Winchester Transit structure. This alternative would be the simplest by maintaining the existing administrative and operational staff and current vehicle fleet, with expansion as needed based on the service improvements chosen.

The existing structure could serve as the foundation for a regional transit system, with system expansions taking place through an inter-governmental agreement with Frederick County. The City would remain the operator, with additional funds provided by Frederick County to serve areas outside of the City. This strategy would provide customers with seamless regional services, and offer access to the many destinations and needed services in the area.

Advantages

- Easy to implement, requiring only an inter-governmental agreement to expand the base of service into Frederick County.
- Allows for seamless connectivity from County-services to the City's route network.

Disadvantages

- Does not create “ownership” for the County - only an intergovernmental agreement.
- The City continues to have the major responsibility for transit, even with an expanded service area.
- May not be an effective structure to address the rural public transportation needs in the region.
- Does not create a transit-specific entity that could be quasi-independent and potentially raise revenue.

Create a New Transportation District

In Virginia, local governments have a number of different ways to come together to create joint enterprises to perform public functions, including the provision of public transportation. The Transportation District Act of 1964 and the Virginia Code Chapters 15.2-4504-4526 provide the authority for jurisdictions to create a Transportation District.

This statute is summarized as follows:

Chapter 15.2-4504 to 4526

Chapter 15.2-4504. Procedure for creation of districts; single jurisdictional districts; application of chapter to port authorities and airport commissions. “Any two or more counties or cities, or combinations thereof, may, in conformance with the procedure set forth herein, or as otherwise may be provided by law, constitute a transportation district... A transportation district may be created by ordinance adopted by the governing body of each participating county and city...Such ordinances shall be filed with the Secretary of the Commonwealth.

Chapter 15.2-4506. Creation of Commission to Control Corporation

Chapter 15.2-4507. Members of transportation district commissions. This would appear to state that the commission members must be appointed by the governing bodies of the members, but need not be members of the governing bodies (if the commission is one with powers set forth in subsection A of 15.2-4515).

Chapter 15.2-4515. Powers and functions generally. This includes preparation of a transportation plan, construction and acquisition of facilities, power to enter into agreements or leases with private companies for operation of facilities, and the ability to contract or agreement within the district (or with adjoining governments) regarding operation of services or facilities.

An example of a regional Transportation District in Virginia is the Potomac and Rappahannock Transportation Commission (PRTC). PRTC is comprised of five jurisdictions: Prince William and Stafford Counties and the Cities of Manassas, Manassas Park, and Fredericksburg. PRTC was established in 1986 to help create and oversee the Virginia Railway Express (VRE) commuter rail service and also to assume responsibility for bus service implementation. Currently, PRTC offers a comprehensive network of commuter and local bus services in Prince William County and the Cities of Manassas and Manassas Park, as well as a free ridematching service.

A Transportation District would be a new legally recognized agency comprised of the City of Winchester and Frederick County, and have all of the powers necessary to operate a regional transit system. These responsibilities include the power to prepare transportation plans, construct and acquire the transportation facilities included in the transportation plan, operate or contract for the operation of transportation services, enter into contracts and agreements, and administer public transit funds. A Transportation District would be governed by a Commission, with the composition determined by the participating jurisdictions. This governing Commission would determine an equitable funding allocation among the participating jurisdictions.

A new Transportation District could assume ownership of the existing Winchester Transit system and personnel, or a new Transportation District could set regional transit policies and determine services but contract for services to avoid the need to develop new operational capabilities.

Advantages

- With the existing Virginia Code already in place, enabling legislation is not required.
- Seamless transit services could be provided.
- Would create an entity completely focused on public transportation, with ownership from both the County and the City.
- Would raise the profile of transit services and needs throughout the region.
- Would be able to effectively address both urban and non-urban public transportation needs.

Disadvantages

- 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.)
- The creation of a Transportation District does not provide any new revenue opportunities.

Create a New Service District

Virginia Code Chapters 15.2-2400-2403 also provides local governments in Virginia with the authority to establish a regional entity, in this case a Service District. Similar to a Transportation District, it would be comprised of the City and County. A major difference, however, is that a Service District could generate additional revenue through the ability to levy higher property taxes within the service district. The development of a Service District would not require enabling legislation.

This statute is summarized as follows:

Chapter 15.2-2400 to 2403

Chapter 15.2-2400. Creation of Service Districts: Provides authority for “any two or more localities” to form a service district by ordinance; requires public hearing.

Chapter 15.2-2401. Creation of Service Districts by Court Order in Consolidated Cities: Courts can order the creation of service districts in any city which results from the consolidation of two or more localities.

Chapter 15.2-2402. Description of Proposed Service District: Lists elements required in the ordinance or petition to create a service district—name, boundaries, purpose, facilities, plan for providing, and benefits.

Chapter 15.2-2403. Powers of Service Districts: Lists 13 powers of a service district. Subdivision 2 states that “in addition to services authorized by subdivision 1, transportation and transportation services within a service district, including, but not limited to: public transportation systems serving the district;” are authorized. Subdivision 3 provides authority to own facilities, equipment, property, etc. to provide such services. Subdivision 4 authorizes the district “To contract with any person, municipality or state agency to provide the governmental services authorized by subdivisions 1 and 2.” Subdivision 6 authorizes districts to levy and collect property taxes to pay for the services authorized.

Service Districts can be created by a single city or county, or by combinations of cities and/or counties. Service Districts are governed by a development board or other body, with responsibilities agreed upon by the participating jurisdictions. Service Districts can construct, maintain, and operate the facilities and equipment that are necessary to provide a wide range of services, including public transportation systems. However, according to VDRPT no jurisdictions in Virginia have used this organizational approach for the delivery of public transit services. Similar to a

Transportation District, a Service District could operate transportation services or enter into contracts and agreements and administer public transit funds.

Advantages

- With the existing Virginia Code already in place, enabling legislation is not required.
- Seamless transit services could be provided.
- Would create an entity completely focused on public transportation, with ownership from both the County and the City.
- Would raise the profile of transit services and needs throughout the region.
- Would be able to effectively address both urban and non-urban public transportation needs.
- Would have the ability to raise revenue.

Disadvantages

- 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.)
- The mechanism outlined in the statute for raising revenue (property taxes) may not be politically palatable.
- There are no other examples in Virginia that are using this approach for delivery of public transit services.

Create Regional Transit Authority (RTA)

A RTA would provide for the widest range of options and would have the fewest limitations. It would be a true regional entity that could include the City of Winchester and Frederick County, and be a legal entity that would have all of the powers necessary to operate and expand transit service and facilities and provide for the development of new dedicated transportation funding source. The responsibilities of an RTA can be limited to transit, or they could be expanded to other transportation services and facilities.

There is precedent in Virginia for establishment of a RTA. The Northern Virginia and Hampton Roads areas have established authorities, and recently in Williamsburg, James City County, the City of Williamsburg, the College of William and Mary, and the Colonial Williamsburg Foundation partnered to form a Regional Authority. A chief consideration in this decision to was the involvement of private institutions, not a consideration for the Win-Fred area. RTAs are also under consideration in the Charlottesville and Fredericksburg areas.

However, the creation of an RTA would require a strong regional consensus and subsequent enabling legislation. Many aspects related to formation of an RTA would need to be considered and determined, including the role and structure of a governing board. In addition, the work to establish an RTA may be beyond what is really needed for an organizational structure to operate transit services in the Winchester area.

Advantages

- 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 both the County and the City.
- Would be able to effectively address both urban and non-urban public transportation needs.

Disadvantages

- 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.).
- May be too formal a structure for the current situation.
- Jurisdictions may feel loss of local autonomy.

Summary of Organizational Alternatives

Table 4-2 provides a summary of the organizational alternatives, allowing comparison with regard to important considerations.

OVERALL ISSUES AND CONSIDERATIONS

No matter which organizational alternative is selected, there are overall issues that would need to be considered.

Naming/Branding

If a regional transit system is implemented, a new name for the system could be considered that would help identify the services as regional in nature. A potential “Win-Fred Transit” system would help ensure customers, elected officials, and others are aware that regional services are available.

Table 4-2: Summary of Organizational Alternatives

	Option 1 Maintain Current Organizational Structure	Option 2 Create a new Transportation District	Option 3 Create a new Service District	Option 4 Create a new Regional Transit Authority
Process to Establish Entity to Support Regional Transit Services	Inter-governmental agreement between City of Winchester, Frederick County, and the Town of Stephens City.	Form Commission with composition determined by City of Winchester, Frederick County, and the Town of Stephens City.	Establish service district by ordinance and governed by development board or other body.	Legislation enacted by the Virginia General Assembly
Transit Operation Responsibility	City of Winchester	New Transportation District comprised of City of Winchester, Frederick County, and the Town of Stephens City.	New Service District comprised of City of Winchester, Frederick County, and the Town of Stephens City.	New regional entity
Administrative Structure	Use current Winchester Transit structure	Creates new entity	Creates new entity	Creates new entity
Easy Implementation	Yes	No	No	No
Ability to Address both Urban and Rural Public Transportation Needs	No	Yes	Yes	Yes
Opportunity to Raise Profile of Transit in the Region	No	Yes	Yes	Yes
Virginia Legislation Required	No	No	No	Yes
Ability to Raise New Revenues (1)	No	No	Yes	Yes
Independent Entity	No	Yes	Yes	Yes
Utilized Elsewhere in VA	Yes	Yes	No	Yes

(1) This refers to the **entity's** ability to raise revenue. The County and the City could choose to raise revenue, if desired, for transit purposes currently.

Service Provision (in-house or contractual)

Future transit services could continue to be provided directly by the City of Winchester or through one of the alternative organizational structures presented in this section. Conversely, a decision could be made to contract out for transit services. There are examples of both in Virginia, for instance transit services in Blacksburg are operated directly, while in Roanoke transit services are provided through a contractual arrangement with a private transportation firm.

Countywide Transportation Needs

With mobility needs throughout Frederick County, there needs to be consideration of how the rural transportation services will be provided and coordinated with the ultimate organizational structure in the City of Winchester area. Possibilities include provision of these services directly through one of the regional structures discussed in this section, or through another agency such as the SAAA by expansion of their WellTran services in Frederick County. Funding of these services, no matter the provider, will need to be determined.

Coordination with Human Service Agency Programs

As outlined in Chapter 3, a variety of human service agencies provide transportation for the people they serve and/or work with Winchester Transit to meet the transportation needs of their customers. Whichever organizational structure is eventually selected, this entity will need to work closely with these human service agencies, and ideally lead efforts to coordinate transportation services and potentially have the capability for human service agencies to purchase transportation as opposed to operating services directly.

Coordination with Commuter Programs

Currently long-distance commuter programs are under the direction of the Northern Shenandoah Valley Regional Commission through their Valley Commuter Assistance Program. In order to ensure that a cohesive transit network is available in the region, it will be important that any organizational alternative that focuses on local transit needs works in close collaboration with the Valley Commuter Assistance Program.

FUNDING MECHANISMS

In recognition of the importance of financing public transit in the region, this section reviews the typical funding strategies used for urban and rural general public transportation. Public transit is generally funded in the United States through a partnership arrangement between the federal government, state governments, local governmental or quasi-governmental entities (i.e., authorities), and riders. Federal transit funding programs are categorized by the type of service area (i.e., rural, small urban, or large urban). There are also federal funding programs that target specific user groups such as people with disabilities and low income people.

For both urban and rural programs, the total program expenses are calculated. Fare revenue and advertising revenue (if applicable) is then applied to the expenses. The net deficit is then used as a basis for federal, state, and local funding.

Federal Financial Assistance

The City of Winchester and specific areas of Frederick County form an urbanized area, meaning that there is a population center of over 50,000 people. Transit funding categories are based on urbanized areas, as they are a more accurate gauge of the size of a city (rather than strictly the population of the city), since in different cities and states the lines between city borders and the urbanized area of that city are often not the same. This is certainly true in Winchester and Frederick County, as documented in the needs analysis.

The Winchester-Frederick County Urbanized Area receives a federal transit funding allocation each year from the S.5307 program. As a “small” urbanized area (i.e., under 200,000 people), these funds are apportioned to the Governor for distribution. The FY 2008 allocation was 623,511. For FY 2009, Winchester Transit programmed \$373,500 in operating assistance from this funding source. The allocation is based on population and population density in the urbanized area. In small urbanized areas, these funds can be used for operating (up to 50% of the allocation) with a matching ratio of 50% federal, 50% local. For capital items, and specific “capitalized” expenses (planning, preventive maintenance, and ADA paratransit), the matching ratio is 80% federal and 20% local. Funds can be carried over for up to three years, which agencies often do to save for capital replacement.

Capital funding is also available through the federal S.5309 program, which is the bus and bus-related facilities program. This program provides capital assistance for new and replacement buses and related equipment and facilities. Eligible capital projects include the purchase of buses for fleet and service expansion, bus maintenance and administrative facilities, transfer facilities, bus malls, transportation centers,

intermodal terminals, park-and-ride stations, acquisition of replacement vehicles, bus rebuilds, bus preventive maintenance, passenger amenities such as passenger shelters and bus stop signs, accessory and miscellaneous equipment such as mobile radio units, supervisory vehicles, fare boxes, computers and shop and garage equipment. Funds for the Section 5309 program are distributed on a discretionary basis by each State. Earmarks also flow through this program.

Federal planning assistance is also available in urbanized areas under the S.5303 program and these funds generally flow through the Metropolitan Planning Organization.

In rural areas, federal financial assistance is provided through the S.5311 program. The State is the recipient of S.5311 funds, with local governments and non-profit agencies serving as the subrecipients. S.5311 funds can be used for operating and for capital. When used as an operating subsidy, the matching ratio for S.5311 is 50% federal and 50% local. When used as a capital subsidy, the matching ratio is 80% Federal and 20% local. These funds are currently not being applied in Frederick County.

There is also a component of the S.5311 program (5311(f)), which provides assistance to support intercity bus service in rural areas where there is demand, but not enough fare revenue to be self-sustaining.

There are also three federal programs geared to specific user groups. These are the S. 5310, 5316, and 5317 programs.

The S.5310 program provides financial assistance for purchasing capital equipment to be used to transport the elderly and persons with disabilities. S.5310 funds are apportioned annually by a formula that is based on the number of elderly persons and persons with disabilities in each State. VDRPT is the designated recipient for S.5310 funds in Virginia, and private non-profit operators of services for the elderly and persons with disabilities are eligible subrecipients through an annual competitive selection process. The S.5310 program provides 80% of the cost of the equipment purchased, with the remaining 20% provided by the applicant organization. Several of the human services agencies that provide transportation in the region and noted in Technical Memorandum #2 utilize vehicles funded through the S.5310 program.

The S.5316 (Job Access and Reverse Commute - JARC) program provides funding for developing new or expanded transportation services that connect welfare recipients and other low income persons to jobs and other employment related services. JARC program funds are allocated to states through a formula based on the number of low-income individuals in each state. DRPT is the designated recipient for JARC funds

in areas of Virginia with populations under 200,000 persons, and recipients of S.5307 and S.5311 program funds are eligible subrecipients through a competitive selection process. Projects are eligible for both capital (80/20 match) and operating (50/50 match). The JARC program could be a consideration for several of the proposed service alternatives, including increasing the days and hours of service and extension of the Berryville Avenue Route.

The S.5317 (New Freedom) program provides funding for capital and operating expenses designed to assist individuals with disabilities with accessing transportation services, including transportation to and from jobs and employment support services. Projects funded through the New Freedom program must be both new and go beyond the requirements of the ADA of 1990. Similar to the JARC Program, VDRPT is the designated recipient for New Freedom funds in areas of the State with populations under 200,000 persons. Eligible subrecipients of the New Freedom Program are both operators of public transportation services and non-profit organizations. Projects are eligible for both capital and operating expenses. The match for federal New Freedom funds is 50% for operating projects and 20% for capital projects, though VDRPT has provided significant State funds in previous application cycles. As noted in Chapter 3, the SAAA was recently awarded a New Freedom grant from DRPT to initiate a new “WellTran” program for seniors and people with disabilities that will include service in the City of Winchester and Frederick County.

Any project funded through the S 5310, JARC, or New Freedom programs must be derived from a locally developed, coordinated public transit-human services transportation plan, and in Virginia specifically through a Coordinated Human Service Mobility Plan (CHSM). Therefore, any services funded through these three programs must meet one of the identified strategies included in the Northern Shenandoah CHSM plan (which many of the proposed service alternatives do):

1. Continue to support capital needs of coordinated human service/public transportation providers.
2. Expand availability of demand-response service and specialized transportation services to provide additional trips for older adults, people with disabilities, and people with lower incomes.
3. Build coordination among existing public transportation and human service transportation providers.
4. Expand outreach and information on available transportation options in the region, including establishment of a central point of access.

5. Provide flexible transportation options and more specialized transportation services or one-to-one services through expanded use of volunteers.
6. Establish or expand programs that train customers, human service agency staff, medical facility personnel, and others in the use and availability of transportation services.
7. Establish a ride-sharing program for long-distance medical transportation.
8. Expand access to taxi and other private transportation operators.
9. Implement new public transportation services or operate existing public transit services on a more frequent basis.
10. Bring new funding partners to public transit/human service transportation.
11. Provide targeted shuttle services to access employment opportunities.

State Financial Assistance

The State of Virginia provides support for transit programs through a variety of programs, including the following:

- **Formula Assistance:** Supports costs borne by eligible recipients for operating related public transportation expenses. Up to 95% of eligible expenses. In FY 2009 the City of Winchester is receiving \$167,355 in assistance from this program.
- **Capital Assistance:** Supports costs borne by eligible recipients for public transportation capital projects. Up to 95% of eligible expenses.
- **Transportation Demand Management (TDM)/Commuter Assistance:** Supports administration of existing or new local and regional TDM or Commuter Assistance programs. Up to 80% of eligible expenses. In FY 2009, the Northern Shenandoah Valley Regional Commission is receiving \$150,000 from this program.
- **Demonstration Project Assistance:** Assists communities in preserving and revitalizing public or private public transportation service by implementing innovative projects for one year of operation. Up to 95% of eligible expenses. The Northern Shenandoah Valley Regional Commission is receiving \$179,322 from this program in FY 2009 to support the new commuter bus program.

- **Technical Assistance:** Supports planning or technical assistance to help improve or initiate public transportation related services. Up to 50% of eligible expenses.
- **Intern Program:** Supports increased awareness of public transportation as a career choice for aspiring managers. Up to 95% of eligible expenses.
- **Transportation Efficiency Improvement Funds (TEIF):** Supports reduction in demand for new/expanded transportation facilities that serve single occupant vehicles and initiatives at the state, regional and community level that demonstrate innovative approaches to reducing traffic congestion. Up to 80% of eligible expenses. The Northern Shenandoah Valley Regional Commission is receiving \$120,400 from this program in FY 2009.
- **Senior Transportation Program:** For FY09, VDRPT provided State funds to support new transportation services for adults 60 years of age and older through the Senior Transportation Program. The overall objective of this program is to increase the quality and quantity of coordinated transportation services available for older adults. Operators of public transportation services and non-profit organizations were eligible applicants for the program. In FY09, Virginia allocated \$100,000 for the Senior Transportation Program, with awards no less than \$5,000 and no more than \$10,000. Funding for the Senior Transportation program beyond FY09 has not been authorized, but if available in future years may be a consideration for the service alternatives such as the countywide demand-response transportation.

Local Funding Options

The mechanisms used to match federal and state funds can be derived from a number of sources including city/county general revenues, particular taxes or fees locally authorized to support transit, and human service agency contractual revenue.

Chapter 5

Conceptual Plan

SERVICE PLAN

There are several transit service improvements included in this Conceptual Plan. These service concepts address a number of unmet transit needs, including those related to the fixed-route service network based in the City of Winchester, those related to the more rural portions of Frederick County, those addressing local and regional corridor needs, and those addressing commuter needs. This Conceptual Plan presents the suggested service improvements by category.

FIXED-ROUTE NETWORK IMPROVEMENTS

Fixed-Route Transit Service Extensions

A major finding from both the land use analysis and the public opinion survey was that there are several important transit origins and destinations that are relatively close to the existing fixed-route transit network, but are not served. These areas typically include the major travel corridors through the City of Winchester that extend into Frederick County. While specific extensions for each route are described, the exact routing and timing will need to be refined during the implementation process.

It should be noted that implementing these extensions will require a major route-restructuring for Winchester Transit, as most of the service extensions lengthen existing routes such that they would take an hour to complete, rather than 30 minutes. These extensions may also necessitate an additional Americans with Disabilities Act (ADA) complementary paratransit van, as more geographic areas will have fixed-route transit service.

The following local travel corridors in the Winchester-Frederick County urbanized area should be considered for service extensions:

Route 7/Berryville Avenue

The demographic analysis showed a geographic area of high transit need located East of I-81 and south of Route 7. This area includes a number of townhomes and apartments, including Park View Apartments, Park Place, Brookland Manor, Windstone townhomes, Ash Hollow Estates, Pioneer Heights, and others. Also in the corridor is the Regency Lakes development, which was mentioned by survey respondents and is a high density modular home community. The Gateway Center, which includes a Martin's grocery store and several other neighborhood retail shops, is also located in this corridor.



One way to serve this area would be to extend the Berryville Avenue Route to make a short loop, following Valley Mill Road and then turning left onto Greenwood, and left back onto Route 7. The bus could then pull into the Regency Lakes development and stop at the community center, than back out to Route 7 and serve the Gateway Center. The route would then come back into Winchester as it does currently.

Another consideration for this route is to use it to serve the Salvation Army and the Huntington Manor Townhouse community adjacent to Fort Collier Road (close to Route 7). Figure 5-1 shows these two options.

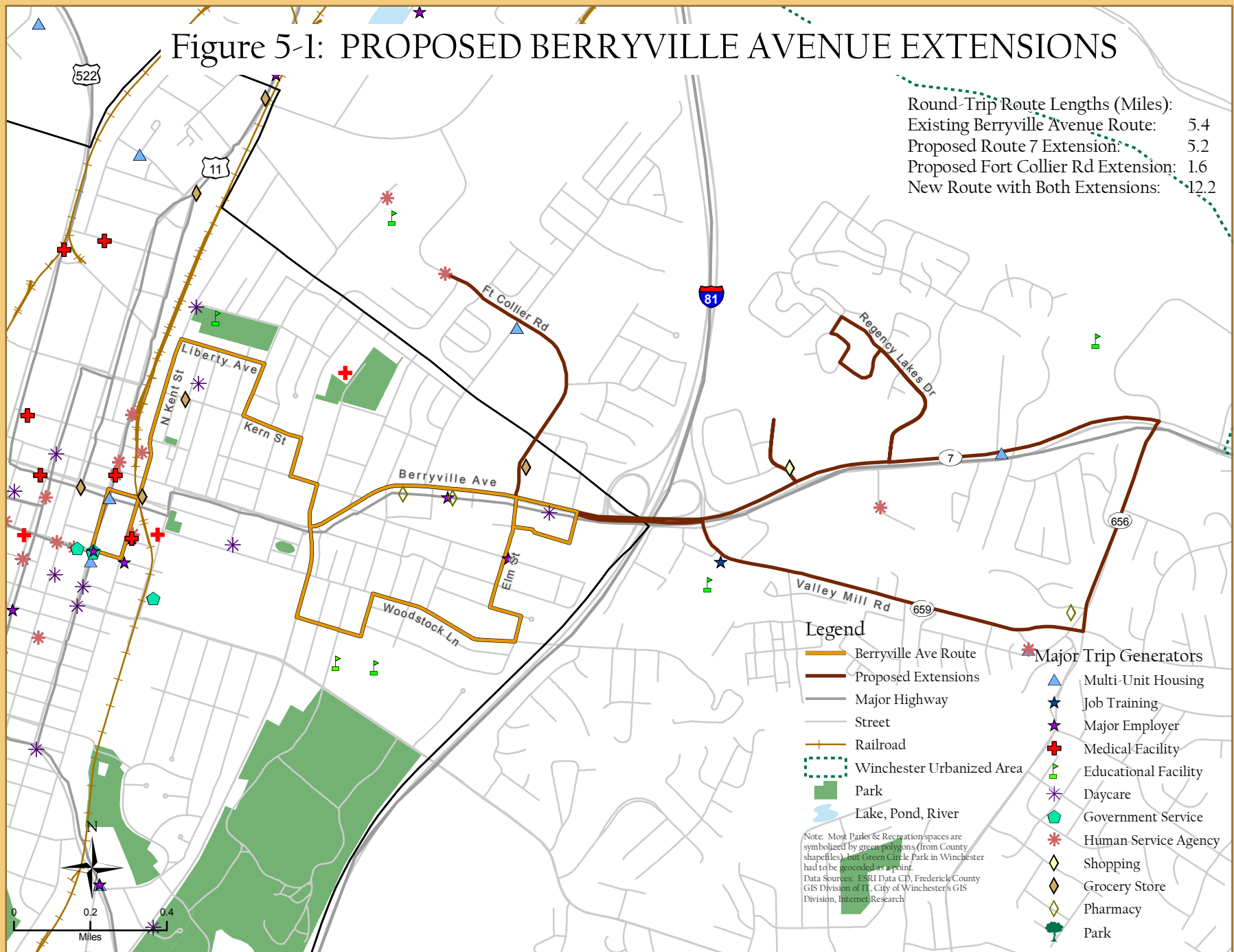
In making these route extensions, the Berryville Avenue Route will almost double in length, making it a stand-alone route. The extension will provide transit service to many high-need, high density housing areas that do not currently have transit services, as well as serving the Gateway Center, which was requested on the survey and serves a number of local shopping needs (and employs people as well).

Valley Avenue Route to Cross Creek Village

This concept was originally introduced as a short route extension from its current terminus to Creekside Station/Rubbermaid. The TAC suggested that there were additional origins and destinations that could be added with a longer extension, including a relatively large age-restricted neighborhood (Cross Creek Village), a General Electric plant, and a Ford Motor Parts distribution center.

Figure 5-1: PROPOSED BERRYVILLE AVENUE EXTENSIONS

Round-Trip Route Lengths (Miles):
 Existing Berryville Avenue Route: 5.4
 Proposed Route 7 Extension: 5.2
 Proposed Fort Collier Rd Extension: 1.6
 New Route with Both Extensions: 12.2





As with the Berryville Road extension, this service option would result in the Valley Avenue Route turning into a stand-alone route, making one round trip in one hour. This route extension would serve residential, employment, and retail locations. Figure 5-2 shows this route extension.

Amherst Route to WalMart

Many of the public opinion survey respondents indicated that they would like to see the Amherst Route extended to the new Wal-Mart on Route 50 West (just to the west of the intersection of Route 50 and Route 37.) This extension would add 1.9 miles round trip to the route, or about a 34% increase from the current route length of 5.6 miles and would add a major destination to the route network. Figure 5-3 shows this extension.

Apple Blossom Mall Route to Millwood Ave/522 South Corridor

There are a number of significant transit destinations that are located in this corridor, including a number of hotels and retail centers (Delco Plaza), the Virginia Employment Commission, counseling services, and the Airport Industrial Park. The Apple Blossom Mall Route could be extended to serve this area. The extension is shown in Figure 5-4 and is 4.7 miles in length, making the entire route 11.6 miles round trip. This would result in the route taking a full hour to complete, rather than the current 30 minutes. This extension would provide transit services for significant transit destinations that are not currently served.



Figure 5-2: PROPOSED VALLEY AVENUE ROUTE EXTENSION

Round-Trip Route Lengths (Miles):

Existing Valley Avenue Route: 7.7

Proposed Extension to Cross Creek Village: 2.5

New Route with Extension: 10.2

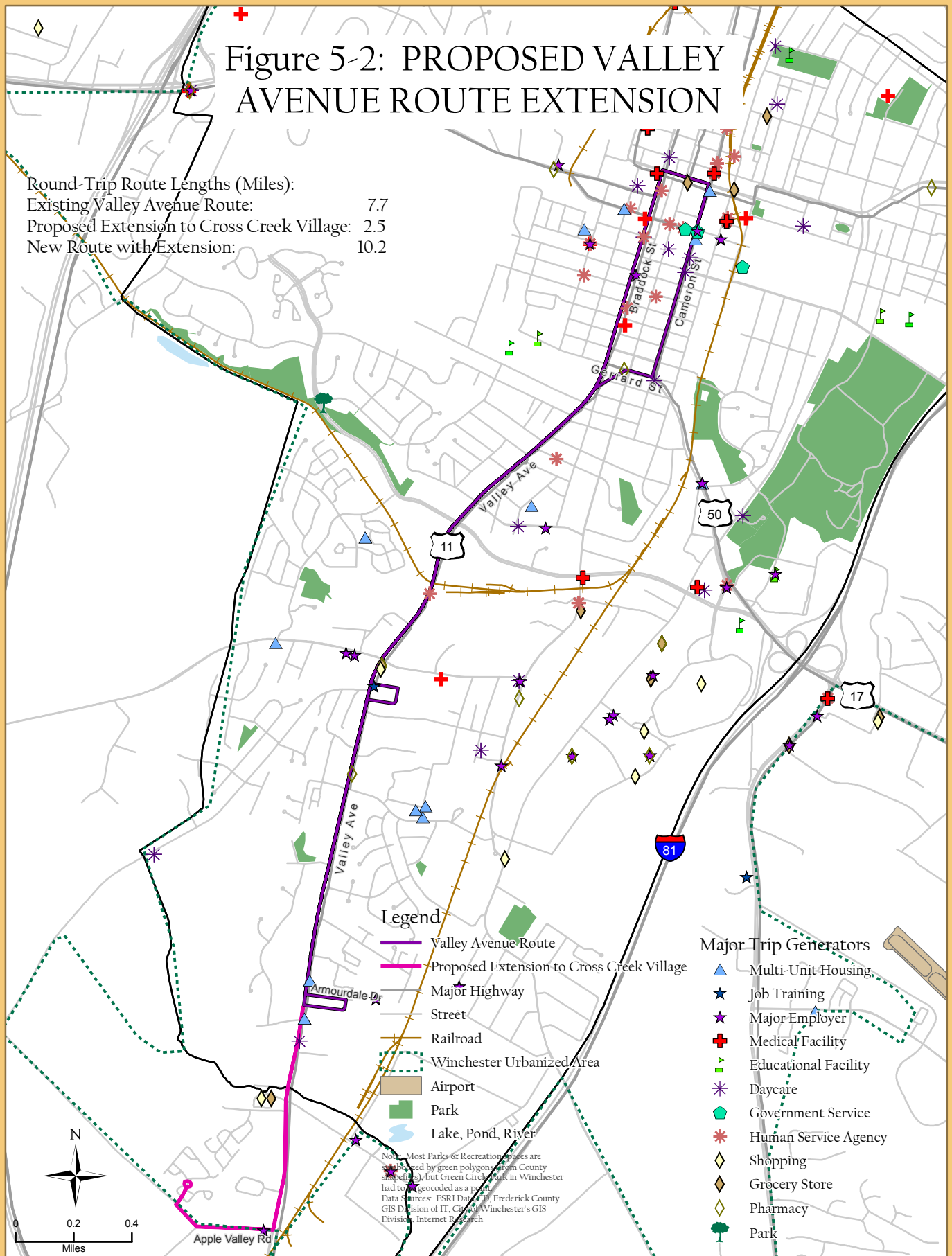


Figure 5-3: PROPOSED AMHERST ROUTE EXTENSION

Round-Trip Route Lengths (Miles):
 Existing Amherst Route: 5.6
 Proposed Extension to Wal-Mart: 1.9
 New Route with Extension: 7.5

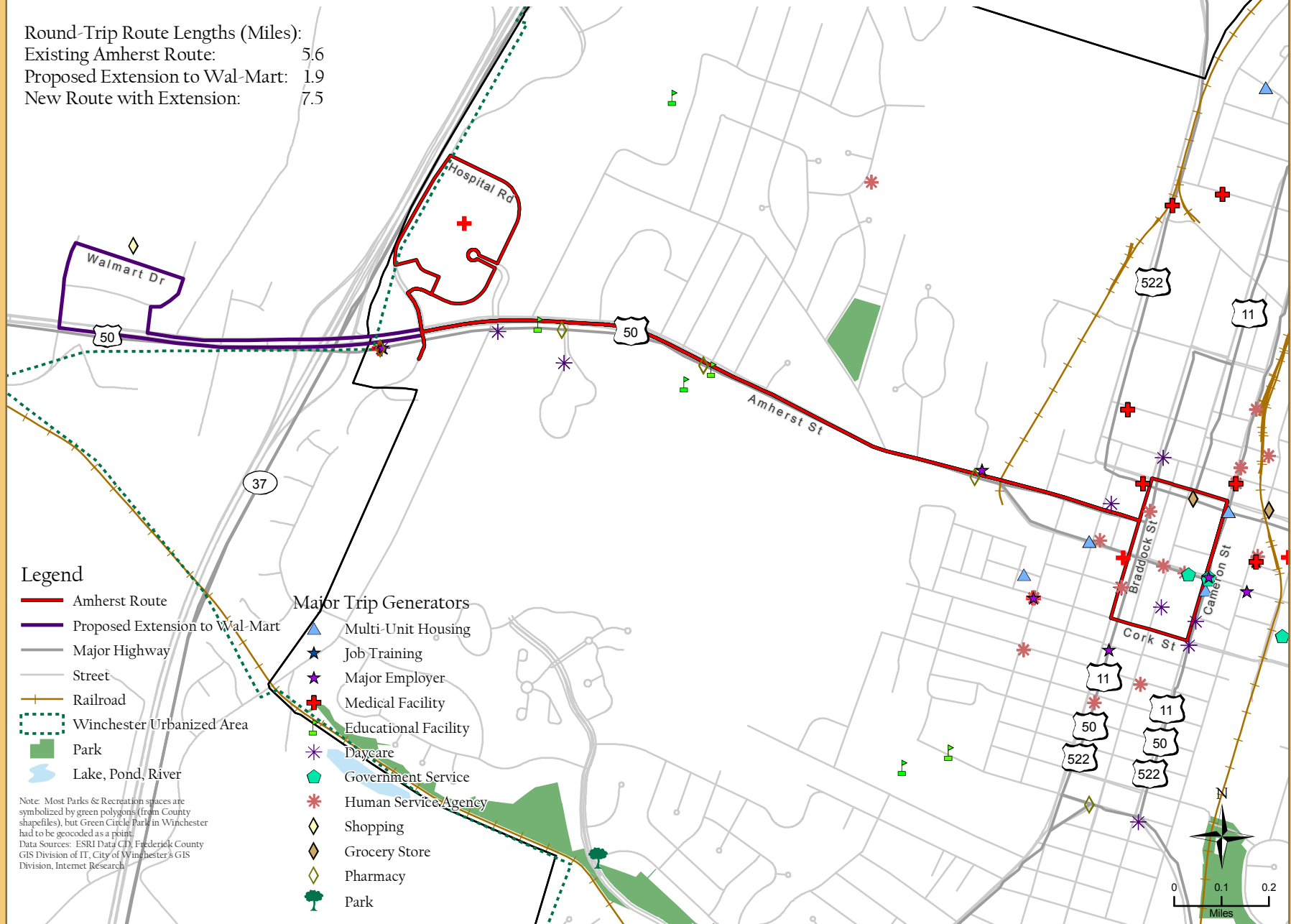
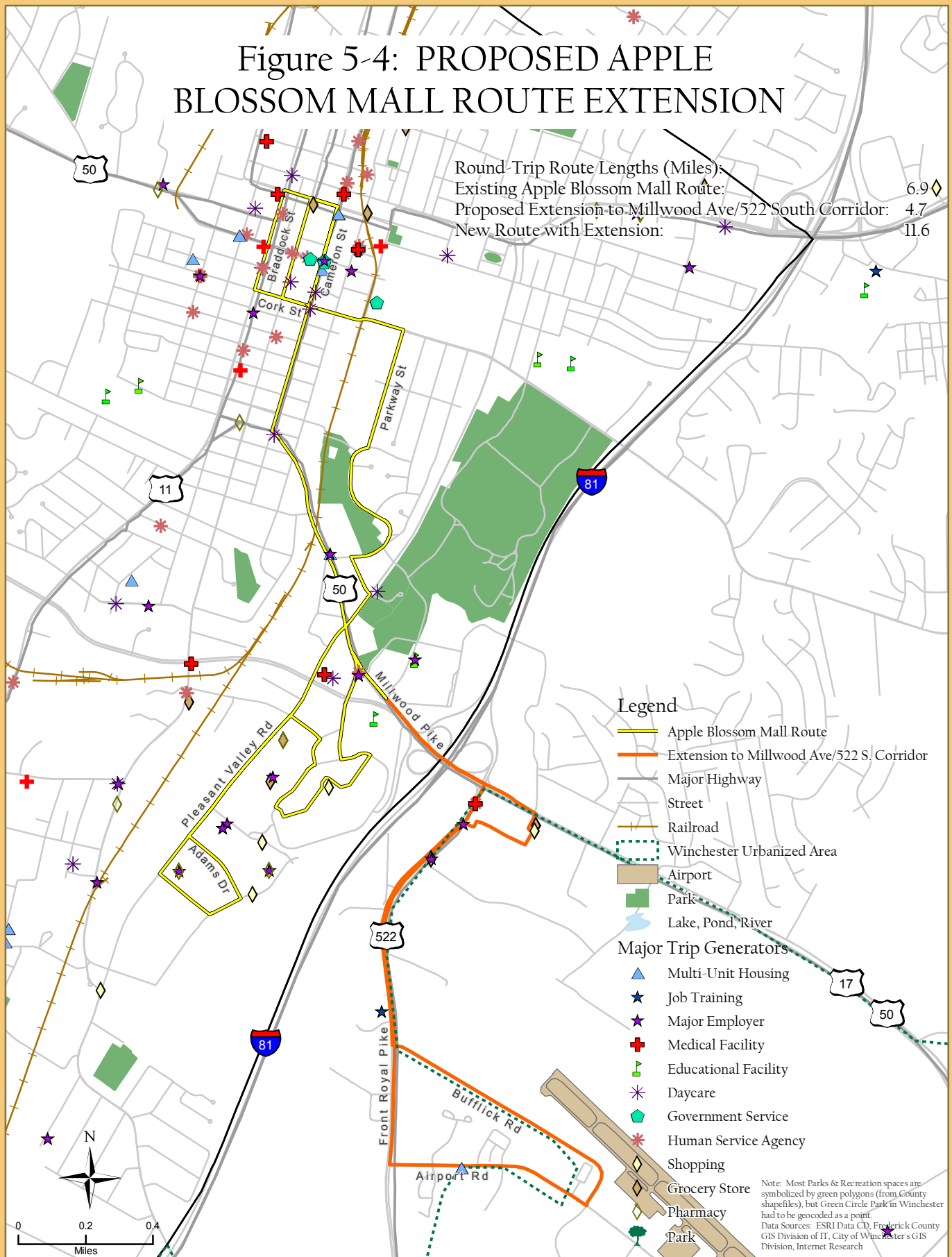


Figure 5-4: PROPOSED APPLE BLOSSOM MALL ROUTE EXTENSION



Northside Route to Rutherford Crossing

Significant new development has taken place just north of Winchester along Route 11. A new shopping center has recently opened with a Target, a Lowe's, and several smaller shops. An office building with major federal employment is also located adjacent to the shopping center. The closest current Winchester Transit route to Rutherford Crossing is the Northside Route. The extension to Rutherford Crossing would involve an additional 4.1 miles, bringing the Northside Route to 12.8 miles total. There are also a few employers in the Route 11 North Corridor in between the current route terminus and the new shopping center.



This extension would serve additional retail and employment areas by extending the route network north from the current northern terminus. It would also result in a round trip running time of one hour, rather than the current 30 minutes. Figure 5-5 provides a map of this extension.

Fixed-Route Transit Service Adjustments

There are two changes that could be made to improve the current fixed-route network, regardless of expansion. These are discussed below.

Change the Pairs to Link Apple Blossom with Amherst

There are ongoing trip needs for Shenandoah University students to get to the Valley Medical Center on Amherst Street. This trip need is not currently met, because the riders have to wait 30 minutes at the transfer location to access the Amherst Route after coming downtown on the Apple Blossom Route. By linking the Apple Blossom Route and the Amherst Route, this trip need can be met without additional cost or changes to the actual routes.

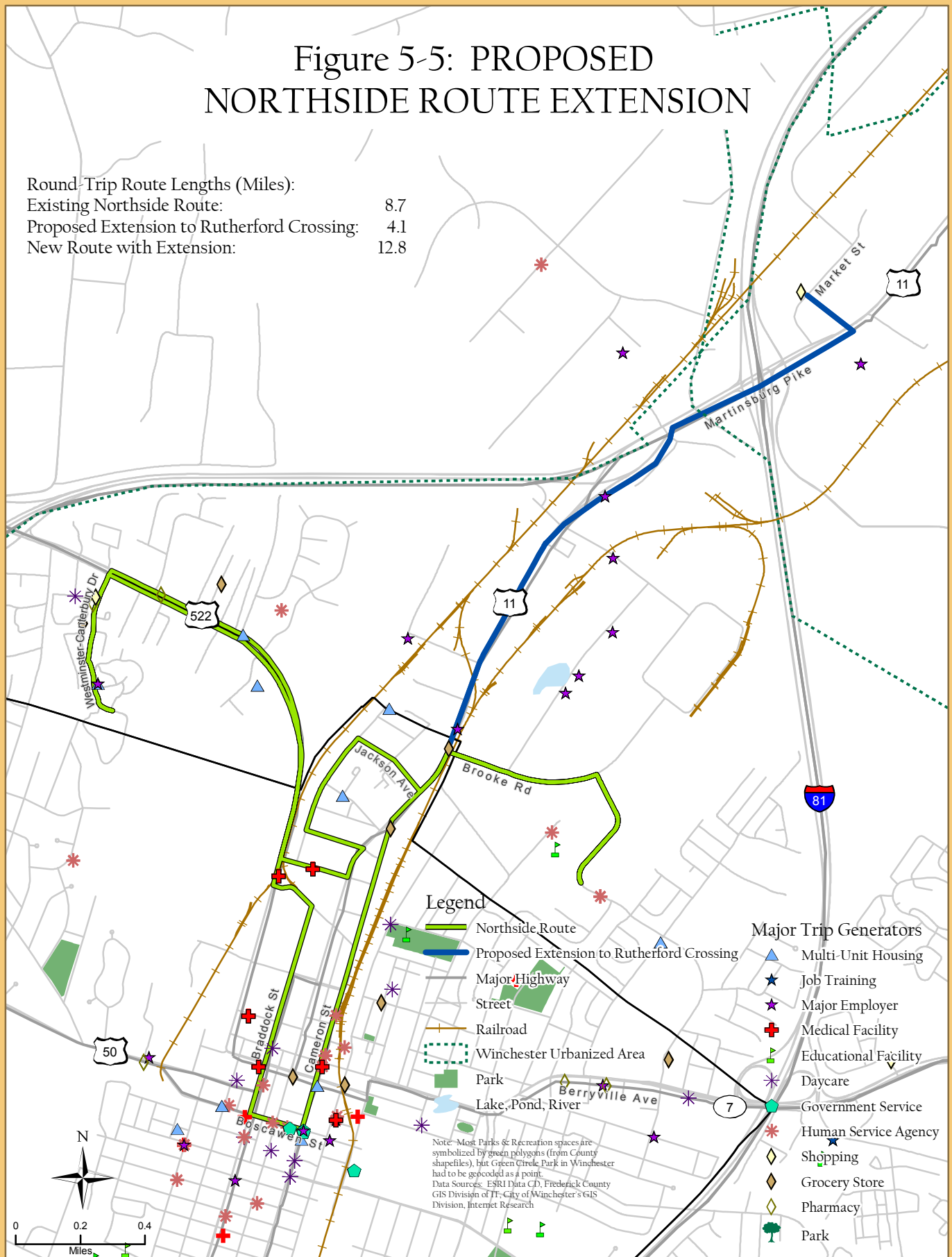
Re-Configure the Trolley Route

The Trolley Route is not performing as well as a fixed-route should, with fewer than three trips per revenue hour. A more in-depth analysis of the route needs to be done before specific routing improvements can be presented. The goal of any restructuring will be to increase ridership while keeping the costs neutral.

Figure 5-5: PROPOSED NORTHSIDE ROUTE EXTENSION

Round-Trip Route Lengths (Miles):

Existing Northside Route:	8.7
Proposed Extension to Rutherford Crossing:	4.1
New Route with Extension:	12.8



Fixed-Route Transit Expansion of Days and Hours

When asked if additional days and/or hours of service are needed in the current Winchester Transit service area, 64% of the public opinion survey respondents indicated that service was needed later in the evenings, and 44% indicated that service is needed on Sundays. Winchester Transit has recently extended service until 8:00 p.m., which addresses a portion of the evening trip needs, but does not address the need to get people home after a retail job (i.e., nine or ten p.m.) A longer span of service on Saturdays was also requested. Sunday service is also an issue for current riders, as they do not have mobility options on Sundays. It should be noted that increasing hours or days of service could be incrementally or partially implemented (i.e. implement on the busiest route(s) that have specific destinations that are open late and/or on the weekends.)

Providing later service hours would allow people to access employment opportunities at retail locations, and would allow people to attend community meetings and cultural events that are typically held in the evening. Sunday service would meet a variety of trip needs, including retail employment, shopping, and worship.

Fixed-Route Transit Increased Frequency of Service

Stakeholders and public opinion survey respondents indicated a need for more frequent transit service. Increasing transit frequency from hourly service to 30-minute service would make the route network more appealing for choice riders, as well as more convenient for all riders.

Improved Passenger Amenities

Public opinion survey respondents indicated that they would like additional shelter from inclement weather and additional seating at the bus stops. Future passenger amenities could also include real-time transit information (i.e., “Nextbus”) technology, and wireless Internet access. Passenger amenities improve the transit experience for riders, increase the visibility of transit in the area, and can help attract choice riders.



RURAL SERVICES

Countywide Demand-Response Public Transportation

An important transit need articulated by stakeholders was for rural general public transportation, particularly for senior citizens and people with disabilities. It was mentioned that any level of service would help, even if it were provided on different days to different areas of the County. Since the beginning of this study, a new service has been initiated by the Shenandoah Area Agency on Aging (SAAA). The service, Well Tran, provides this type of service for senior citizens. Services are offered in the City of Winchester, Frederick County, as well as in Clarke, Page, Warren, and Shenandoah Counties. This service is funded in part by a New Freedom grant.

Countywide demand-response public transportation could be provided through a contractual agreement with the SAAA. It would make economic sense to expand and support the new SAAA program, operating in a coordinated manner, rather than starting a parallel service. There are a couple of ways that this could work -- the SAAA, as a private non-profit, could apply for rural general public operating assistance under the Federal Section 5311 program (flows through Virginia Department of Rail and Public Transportation (VDRPT)), and the County could match these funds to support an expansion of the program that would include general public riders, and not exclusively seniors. Alternatively, the County or a new entity could be the applicant for rural general public funds and could pass them through to SAAA to support the program (in addition to local matching funds).

Contracting with the SAAA would foster a coordinated approach to providing community transportation, which is currently one of the criteria used in making state and federal funding decisions. This arrangement would also be less confusing for passengers -- the SAAA in partnership with the County, could brand one program for all types of riders. This approach would also be cost-effective, sharing the burden of the support systems such as scheduling, dispatching, training, marketing, etc.

CORRIDOR SERVICES

Corridor Service on Route 11- Local

The need for transit services between Winchester and Stephens City and the need to connect to Lord Fairfax Community College in Middletown were articulated by stakeholders and survey respondents. This corridor was served by the transit demonstration project in 2004-2007 and ridership did not meet expectations, however, with more collaborative route and schedule planning (specifically with stakeholders

from Lord Fairfax Community College), and shared funding, this corridor should be looked at again for service. Additional research concerning the specific route and schedule of the demonstration project is needed prior to implementation, to ensure that past errors are not repeated.



Stephens City also exhibits high relative transit needs, specifically to the north of Route 277 and to the east of Route 11 and

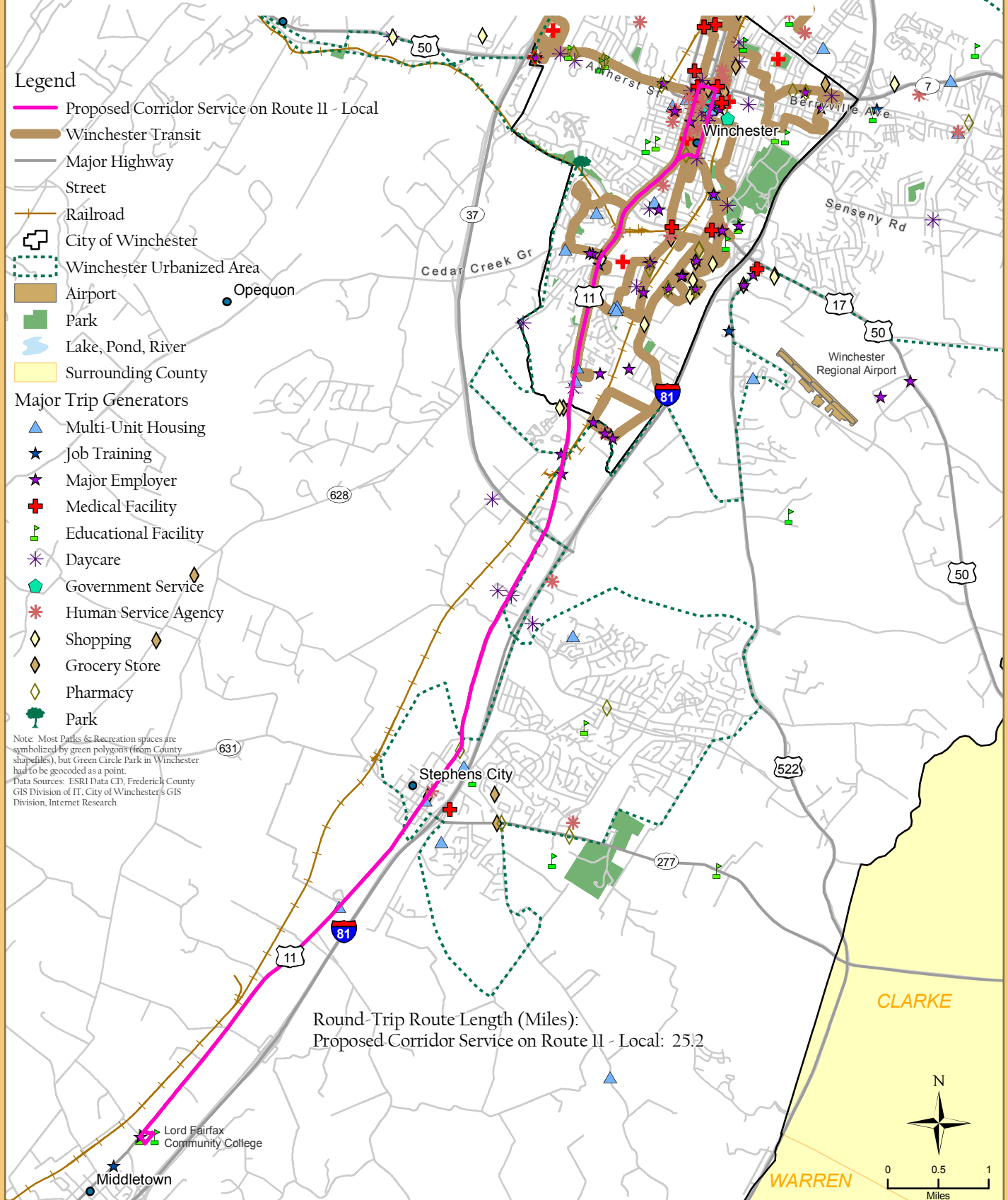
Route 81. A short diversion to serve local Stephens City needs should also be considered for this route. Figure 5-6 provides a map for this corridor service.

This corridor service would meet a need that was articulated during this study process and previous transit studies in the region. It would also allow full access to Lord Fairfax Community College from the major population centers in the study area, which would greatly help current and potential community college students who either do not drive or do not have access to a car on a regular basis. This option would also open up additional employment and commerce opportunities for people who live in the corridor and would provide service for Stephens City.

Regional Corridor Service

There is currently no intercity bus transportation provided throughout the I-81/Route 11 Corridor throughout the Shenandoah Valley (from Harrisonburg to Martinsburg). This alternative is proposed to re-instate intercity bus service through the corridor by using federal rural public transportation funds to subsidize the service. Section 5311 funding for rural public transportation has a 15% set-aside (Section 5311(f)) that is intended to be used to fund intercity bus transportation in corridors where there are intercity bus needs, but the ridership is not high enough to fully support a private enterprise operating the services. These projects typically offset a portion of a private intercity bus carriers expenses to provide service. A discussion with VDRPT staff and potential private carriers will be needed to discuss the feasibility of this option. While this option includes areas outside of the study area, it would benefit residents, businesses, and visitors to the City of Winchester and Frederick County.

Figure 5-6: PROPOSED CORRIDOR SERVICE ON ROUTE 11 - LOCAL



Commuter Infrastructure and Services

Eighty-three (39%) of the public opinion survey respondents indicated that they think additional long-distance commuter service is needed to Washington, D.C., followed by Northern Virginia (80) and Connections to Metrorail (76). It should be noted that the survey was taken before the Valley Connector Routes (#57 and #69) were implemented.

Thirty-three percent of the public opinion survey respondents think that additional park and ride lots are needed. It should be noted that there are not any formal park and ride commuter lots in the study area.

The following service and infrastructure alternatives are geared to the needs of the long-distance commuter.

Support and Expand the Valley Connector

The Valley Connector initiated two services in the past year that directly addresses some of the needs expressed by area commuters. Ridership on these routes (the #57 - Waterloo to Northern Virginia and Washington, DC and the #69 - Winchester to Northern Virginia and Washington, DC via Front Royal) has grown to about 835 passenger trips per month. This commuter service is currently being subsidized through a grant from VDRPT, through the Northern Shenandoah Valley Regional Commission. Future expansion and potentially future subsidy are recommended, as dictated by ridership.

Explore Park and Ride Opportunities

In order to support the vanpool, carpool, and fledgling commuter bus program in the region, additional park and ride lots should be considered. Opportunities for developing new park and ride lots can come from:

- New shopping, commercial, and mixed-use developments - negotiating for park and ride lots through the development review process.
- Existing shopping areas - contacting owners to see if arrangements can be made. These types of lots are the only park and ride opportunities currently available.



- Road improvement projects- there are several in the pipeline in Winchester and Frederick County and the potential to add park and ride opportunities should be considered during design of future road projects (i.e., particularly interchange projects).

The public opinion survey indicated that park and ride opportunities were desired in the Route 7 Corridor, Stephens City, Route 50W, Route 50E, Route 522N and Route 522S.

FINANCING TRANSIT IMPROVEMENTS

The fares charged to ride public transportation do not cover the costs of providing the service, which is why most, if not all, of the private urban public transportation providers either ceased operating or were taken over by public or quasi-public entities between about 1950 and 1975.

Public transit financing is currently a rather complicated partnership among federal, state, and local partners, with different programs for urban, rural, and human service-oriented transportation services. Table 5-1 presents the recommended funding sources to help fund the capital costs and operating deficits, after applying the fare revenue, for each of the categories of improvements that are included in this Conceptual Plan. Fare revenue is not listed, as it is presumed for each of the operating improvements. Table 5-2 provides cost estimates for the recommended service improvements.

ORGANIZATIONAL STRUCTURE

As discussed in Chapter 4, there are several alternative organizational structures that could be pursued for implementing a more comprehensive transit network in the region. It is recommended that initial transit service improvements be implemented through contractual arrangements with existing operators. These operators include Winchester Transit, the Shenandoah Area Agency on Aging, and the Valley Connector. As the network grows and matures it will likely make sense to pursue a more consolidated approach to administering transit in the region, such as a transportation district or a regional transit authority.

Table 5-1: Recommended Transit Improvements and Financing Options

Recommended Transit Improvements	Potential Financing Options
<i>Improvements, Extensions, and/or Expansion of the Winchester Transit System</i>	Federal S.5307 funding, which is an ongoing source of capital and operating funds granted to the urbanized area each year. The City of Winchester is the designated recipient. S.5307 provides for an 80% match of the project expenses for capital and certain "capitalized" operating expenses and 50% match for the operating net deficit (for urbanized areas of less than 200,000). Human service contractual revenue can be used as local match. Federal S. 5309 funding, a competitive grant program that funds capital projects with an 80% federal match. State Operating funds, which are allocated each year from the State of Virginia to support transit programs. The amount of funding each year varies depending upon the fiscal condition of the State and is allocated using a formula. The City of Winchester, for the local match of the portion of the routes that are operated within the City limits. Frederick County, for the local match portion of the routes that are operated outside of the City of Winchester. Federal Section 5316: Job Access and Reverse Commute (JARC). This federal program is designed to support transit services that help low income people access jobs. Federal funds pay 80% of the costs for capital and 50% of the net deficit for operating. This program is a competitive grant program.
<i>County-wide Demand-Response</i>	Federal Section 5311, which is an ongoing federal capital and operating grant program to support public transportation in rural areas. These funds can provide up to an 80% match for capital purchases and a 50% match for the operating net deficit. This program is administered by the State. Human service contractual revenue can be used as local match.

Table 5-1: Recommended Transit Improvements and Financing Options

Recommended Transit Improvements	Potential Financing Options
<i>County-wide Demand-Response (continued)</i>	State Operating funds, which are allocated each year from the State of Virginia to support transit programs. The amount of funding each year varies depending upon the fiscal condition of the State and is allocated using a formula. Federal Section 5316-JARC. This federal program is designed to support transit services that help low income people access jobs. Federal funds pay 80% of the costs for capital and 50% of the net deficit for operating. This program is a competitive grant program and is administered by the State. Federal Section 5317-New Freedom. This federal program is designed to provide mobility for people with disabilities. Federal funds pay 80% of the costs for capital and 50% of the net deficit for operating. This program is a competitive grant program and the Shenandoah AAA has received a grant from this program for its Well Tran transportation service. It is administered by the State. Frederick County, to help match Federal funds and support mobility in the rural areas of the County. Local human service agencies, which could contract for service and the contract revenue could be used as local match funds.
<i>Corridor Service to Middletown</i>	Federal S.5307, which is an ongoing source of capital and operating funds granted to the urbanized area each year. The City of Winchester is the designated recipient. Section 5307 provides for an 80% match of the project expenses for capital and certain "capitalized" operating expenses and 50% match for the operating net deficit (for urbanized areas of less than 200,000). This source could be used for the portion of the corridor that is in the urbanized area.
<i>Corridor Service to Middletown (continued)</i>	Federal Section 5311, which is an ongoing federal capital and operating grant program to support public transportation in rural areas. These funds can provide up to an 80% match for capital purchases and a 50% match for other operating net deficit. This program is administered by the State and could be used to support the portion of the route that is not in the urbanized area. Human service contractual revenue can be used as match.

Table 5-1: Recommended Transit Improvements and Financing Options

Recommended Transit Improvements	Potential Financing Options
	State Operating funds, which are allocated each year from the State of Virginia to support transit programs. The amount of funding each year varies depending upon the fiscal condition of the State and is allocated using a formula. Federal Section 5316- JARC. This federal program is designed to support transit services that help low income people access jobs. Federal funds pay 80% of the costs for capital and 50% of the net deficit for operating. This program is a competitive grant program and is administered by the State. Frederick County, to help match Federal funds and support mobility in this corridor of the County. City of Winchester, to help match Federal funds and support mobility into the City. Lord Fairfax Community College through a pre-paid fare program.
<i>Regional Corridor Service</i>	Federal Section 5311(f), which provides funding to re-instate intercity bus service in corridors where it is not possible for private bus carriers to provide the service without a subsidy. Typically the private bus carrier will provide the local match for this program. Section 5311(f) is administered by the State.
<i>Valley Connector Expansion</i>	State Demonstration Assistance, which provides start-up funding assistance. The program provides up to 95% of the net deficit for new projects. This is not an ongoing source of funds, but a short-term method to implement services to test their viability. Northern Shenandoah Valley Regional Commission is currently receiving a State Demonstration Grant for the new commuter bus program.
<i>Park and Ride Lots</i>	Virginia Department of TransportationDOT, through highway improvement projects, for State-owned lots. Private developers, through agreements with the City or the County. City of Winchester, Frederick County for publicly-owned local lots.

Table 5-2
Recommended Transit Improvements and Cost Estimates

Recommended Transit Improvements	Cost Estimate
<i>Improvements, extensions, and/or expansion of the Winchester Transit System</i>	Geographic Expansions to serve areas outside of the City: Operating: \$366,700 Capital: 5 vehicles, \$350,000 – Route 7/Berryville Ave. – Amherst to Wal-Mart – Valley Ave. to Cross Creek Village – Apple Blossom Mall to Millwood/522 South – Northside Route to Rutherford Crossing Expansion of current system, evenings: \$ 78,000 Expansion of current system, Sundays: \$ 71,000 30-minute frequency, current system: Operating: \$456,000 Capital: 3 vehicles, \$ 210,000
<i>County-wide Demand- Response</i>	Operating: \$350,000 Capital: 4 vehicles, \$280,000 Monday-Friday, 8-hour span, 5 holidays, 4 vehicles
<i>Corridor Service: Winchester to Middletown</i>	Operating: \$ 148,000 Capital: 2 vehicles, \$140,000 Monday-Friday, deviated fixed-route, 12-hour span of service
<i>Valley Connector Expansion</i>	Operating: \$ 189,000 per route expansion.
<i>Park and Ride Lots</i>	Variable costs, depending upon arrangement

SUMMARY AND IMPLEMENTATION

This Conceptual Plan has recommended a number of potential transit service improvements that could be implemented in the region, including those geared to the fixed-route transit network based in the City of Winchester, those addressing the rural areas of Frederick County, and those addressing local corridor and regional transportation needs. It is envisioned that when implemented, all of the various services will function in a coordinated fashion, with passengers able to travel throughout the Winchester-Frederick County region and beyond. These recommended improvements are based on land use and demographic analyses, stakeholder interviews, a public opinion survey, and previous planning studies.

The fixed-route service extensions will need to be implemented as a package, at least partially, as the current fixed routes are operated as paired routes. The other recommended improvements are not dependent upon one another and could be implemented incrementally as funding allows.

The next steps for this planning process are to further the circulation of this Conceptual Plan to local elected officials and the public. While the general idea of improved transit services has been discussed in the region, this Conceptual Plan articulates specific services and discusses potential funding sources for implementation.

This Plan currently has the conceptual endorsement of the Frederick County Board of Supervisors; however, implementation is dependent upon funding availability. In May 2009, the Board prioritized the recommendations as follows:

1. Countywide demand-response transportation, coordinated with WellTran.
2. Enhanced focused on commuter services and park and ride availability.
3. Local corridor service between Winchester and Middletown, serving Stephens City and LFCC.
4. Extend Winchester Transit's fixed-route network to include nearby developing areas of the County.

PUBLIC COMMENT

In addition to presentations before the MPO's Policy and Technical Committees and the Frederick County Board of County Supervisors, the *Winchester-Frederick County Transit Services Plan* was presented at a Public Forum on August 12, 2009. Two people

attended the meeting and expressed support for the Plan, particularly the proposed extensions to the fixed routes in the Winchester urbanized area and the Route 11 Corridor route between Winchester and Middletown, with service to Stephens City. Access Independence (AI), a local human service agency serving people with disabilities, formally commented on the study. Appendix D provides a copy of the letter from AI, which expressed disappointment in the level of public participation in the plan and also expressed support for the Plan itself.

APPENDIX A

ROSTER OF COMMITTEE MEMBERS

WIN-FRED METROPOLITAN PLANNING ORGANIZATION
Revised February 2009

POLICY BOARD

Chair	Richard Shickle	Frederick County
Vice Chair	John Willingham	Winchester
Secretary/Treasurer	Christopher Price	NSVRC

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WIN-FRED METROPOLITAN PLANNING ORGANIZATION
Revised February 2009

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Vice Chair	Eric Lawrence	Frederick County
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WIN-FRED METROPOLITAN PLANNING ORGANIZATION

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(Revised December 2008)

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APPENDIX B

SURVEY INSTRUMENT

**Winchester- Frederick County Transit Services Plan
Public Opinion Survey**

The Winchester-Frederick County Metropolitan Planning Organization (WinFred MPO) is currently conducting a Transit Services Planning Study. The purpose of this study is to develop strategies to improve transit services in the WinFred MPO service area. An important task for this planning effort is to solicit input from the residents and businesses of Frederick County, the City of Winchester, and the Town of Stephens City concerning transit needs. This survey is one method that is being used to obtain this important public input.

- 1. Please use the table below to indicate your current primary mode of transportation for the following trip purposes:**

	<i>Modes:</i>						
<i>Trip Purposes:</i>	Drive Myself	Ride w/ Family/ Friends	Public Transportation	Bicycle	Walk	Taxi	Other
Work							
Medical							
Social/ Recreational							
School							
Shopping/ Errands							

- 2. Do you currently use any of the following forms of public transportation on a regular basis? Please check all that apply and indicate how often you typically ride:**

- | | |
|--|-----------------------|
| ☐ (1) Winchester Transit | How frequently? _____ |
| ☐ (2) Virginia Regional Transit | How frequently? _____ |
| ☐ (3) Valley Connector Commuter Bus | How frequently? _____ |
| ☐ (4) MARC Rail | How frequently? _____ |
| ☐ (5) WMATA Metrorail | How frequently? _____ |
| ☐ (6) VRE Rail | How frequently? _____ |
| ☐ (7) Vanpools | How frequently? _____ |
| ☐ (8) Carpools | How frequently? _____ |
| ☐ (9) Other: _____ | How frequently? _____ |

- 3. If not, why not:**

- 4. Does your employer offer MetroChek, SmarTrip, Commuter Choice, Commuter Bucks, or other subsidies for public transportation or vanpooling?**

- ☐ (1) Yes ☐ (2) No ☐ (3) Don't know

⇒ Over, Please

5. Does your employer offer free on-site parking?

☐ (1) Yes ☐ (2) No ☐ (3) Don't know

6. Do you think there is a need for additional public transit services in the City of Winchester, Frederick County, and/or Stephens City?

☐ (1) Yes ☐ (2) No ☐ (3) Don't know

7. If no, why not?

8. If you think additional public transit services are needed in the region, please indicate below what types of services are needed and if you would use them.

☐ (A) More geographic areas served by local fixed-route transit (i.e., an expanded service area for Winchester Transit). Please indicate below where (geographically) you think additional services are needed:

☐ I would use local public fixed-route transit service with an expanded geographic service area.

☐ (B) Additional days and/or hours of service in the current Winchester Transit service area. Please indicate what additional days/hours are needed:

☐ Sunday service

☐ Service later in the evenings

☐ Service earlier in the mornings

☐ More frequent service

☐ Other : _____

☐ I would use local public transit with additional days, hours, or frequency of service.

☐ (C) Additional long-distance commuter-oriented service to/from:

☐ Northern Virginia

☐ Washington, DC

☐ Martinsburg, WV

☐ Connections to MARC Rail

☐ Front Royal, VA

☐ Connections to VRE Rail

☐ Hagerstown, MD

☐ Connections to Metrorail

☐ Other: _____

☐ I would use long distance commuter-oriented service to/from: _____

☐ (D) Additional park and ride lots to meet carpools, vanpools, and bus services. Please indicate where, geographically:

☐ I would use additional park and ride lots, particularly one near _____.

One More Page!
⇒

☐ (E) A public transportation service that is operated on a demand- response basis (i.e., one that picks you up at your home after you pre-arrange the trip), oriented more toward serving the rural areas of the region that cannot be efficiently served with fixed route public transit services. People who use these types of services generally call the transit system a day or two ahead to schedule a trip. People with disabilities and elderly people often rely on these types of public transit systems for their mobility.

☐ I would use this type of public transit service.

☐ (F) Other, please describe:

9. What do you think an appropriate fare is for the following types of services:

- ☐ Local fixed-route public transit : _____ per trip
- ☐ Long-distance commuter service: _____ per trip for a 20 mile one-way trip
_____ per trip for a 30 mile one-way trip
_____ per trip for a 40 mile one-way trip
_____ per trip for a 50-70 mile one-way trip
- ☐ Rural demand response transit: _____ per trip

10. Please indicate your zip code of residence: _____

11. Please indicate your zip code of work if you are employed _____

12. Do you have a drivers' license? ☐ (1) Yes ☐ (2) No

13. How many people over the age of 16 are there in your household?
☐ 1 ☐ 2 ☐ 3 ☐ 4 or more

14. How many working cars/trucks/suvs/motorcycles are there in your household?
☐ 0 ☐ 1 ☐ 2 ☐ 3 or more

15. How many people in your household have a driver's license?
☐ 0 ☐ 1 ☐ 2 ☐ 3 or more

16. Does anyone in your household need special accommodations in order to travel in a vehicle such as:

- ☐ (1) Wheelchair access ☐ (3) Walkers or other physical supports
☐ (2) Ability to carry a mobile chair or scooter ☐ (4) Other: _____

17. Please provide your comments regarding the need for public transportation in the region:

APPENDIX C

OPEN-ENDED SURVEY QUESTIONS

Table C-1: Where Do You Think Additional Services are Needed?

1. To DMV
2. To Travelodge on Rt. 50
522 North

A route out to the Shenandoah university health professions building would be great!

areas outside of city limits of winchester

At Regency Lake where over 500 families live - no ability to get to Winc to use public transportation.

Also At Chithkin in Stevens City there are 16 apt houses, many townhouse and a senior housing with NO

transportation other than aging for aging which does not serve for work or recreation or shopping, etc.

At the very least coverage should be expanded into the areas of Frederick County the have

"Winchester" addresses. Places with 22601 through 22604 zip codes.

Berryville ave, Rubbermaid, DMV,

Berryville Avenue, Valley Avenue, Route 522 North- all expanding business areas.

Clearbrook and Sherando parks

Commuter train from Winchester to Northern VA

Creekside Station, Costco, Delco Plaza, Winchester Station (Borders)

cross junction

Delco Plaza and other shopping centers on fringes of city and county

DMV on Rt 11, Lord Fairfax College, Regency Lakes area, Walmart Rt 50w, Stephens City Area, Rt 50e to

Delco Plaza, new shopping center on Rt 11, more places in there areas to ride transit and get into the city if necessary right now there are no serviced to County residents

EVERYWHERE! It is nearly impossible, in less than an hour, to take public transit from the north end of town all the way to the mall. That is totally unacceptable. Transit from residential areas to multiple commerce areas would be great. Multiple bus lines to and from each area would also help, instead of having to take one bus to the hub and then transfer multiple times to get where you need to go. If busses were on time more often, transferring might not be as much of an issue.

OR sidewalks and bike lanes could be installed and maintained to allow for that mode of

Frederick County

Frederick County areas

Frederick County in general

Frederick County needs transportation system. Hook up when convenient to Winchester Transit.

Frederick County to Parks and major shopping areas

Frederick County, particularly Lord Fairfax Community College

Frederick County, Stephens City

Fredrick County

From: all parts of town and Winchester parts of Frederick County

To: the Hospital or Shenandoah University (both are MAJOR employers in town)

Further north to the new shopping center with Target and Lowe's would be nice.

Gore, Stephenson, Clearbrook, Boyce, Berryville, Front Royal, Stephens City, Middletown

Hilltop House area

Table C-1: Where Do You Think Additional Services are Needed?

I am not sure where, but I believe that local fixed route transits are good for America and there should be more of them.

I only see buses in Winchester. I do not see them in Frederick County east of Winchester.

I would like to see public transportation available for students living in the large apt complexes to SU Main Campus and the Health Professions Building.

I think that the Winchester Transit should include more areas outside of the City. For me to get to a bus stop I would have to walk about 10 blocks with no sidewalks because I'm in the county (one thing which almost keep me from moving into the area). In the outlying subdivision there maybe a willingness to use the transit system to get around the city. I would use it if needing to shop on the weekend. go to the park (which is again not reachable using public walk ways).

In Frederick County

In Stephens City and near areas of Winchester that are just now prospering

In the country

into county

Kernstown area, Sephens City area

like buses between towns~

Living in Winchester for over a decade, i still do not know much of a public transit service around here. Bus stops are almost unrecognizable, but with the growth i think a more defigned system would be much appreciated. Including STEPHENS CITY is a thumbs up. Also, the Creekside area, and Old Town Winchester.

More locations in Frederick County

more public transit throughout Winchester

public transit to lfcc, doesnt have to be direct, transfers or ok

More stops at Drs. offices (Linden Dr Dental Assoc. building). I am 81 years old and have to walk from the road all the way up Linden Dr.

Need to go into Shopping Centers. Come into Winchester House for pick up and deliver

Need to identify location of transit dependent population and determine where they need to travel. Orient service to meet these needs. Also need to provide service that is more reliable and frequent that may convince people to take the bus instead of driving their car. One example could be frequent shuttle service from Shenandoah University to Apple Blossum Mall area and downtown Winchester. A downtown circulator bus serving the downtown area could be another possibility. Need to look at more service to Winchester Medical Center.

Needs to go to new Martin's, Wal Marts, and Dollar Tree stores

Newer shopping areas in county. Increased service to Salvation Army Shelter something between 8:40 and 1:40

No public transportation to get to Lord Fairfax Community College for students, faculty, or clients that have appointments at the LFCC Dental Hygiene clinic

Off of senseny rd.

Out further to Martin's on Route 7 and 522

Table C-1: Where Do You Think Additional Services are Needed?

out Rt 50 to Shawnee Land

out 522 to VEC, DMV, etc

Out Rt 7 to Berryville/Clarke County

Outer areas of frederick county. Cross Junction. If people knew the services was there they WOULD use it.

outlying areas

Outside Winchester City limits in Frederick County; Stephens City/Middletown

Parks, new shopping areas out near Kernstown, past hospital, and to tractor supply, fairgrounds, to any of the offices serving Virginia's unemployed to assist them in gaining employment/training, Lord Fairfax Community College.

Peripheral shopping and residential complexes in the county, north south east west. Even a 2- or 3-mile radius would help greatly and encompass many convenient sites. It would be nice to be able to drive from Clearbrook to the new Target, leave the car there, and bus around Winchester.

Please have a bus to take students to LFCC. Berrville-Winchester-Stephens City too.

Popular county destinations.

Bowman Library, Parks, Large work sites, grocery stores.

rail from DC to Dulles Airport to Winchester

Remaining county. LFCC, other medical and shoppings areas, Sherando parks

Restore routes that were recently discontinued and put in some between Stephens City and Winchester road which passes in front of Salvation Army (always people walking on road; no sidewalks; appears to be no public transportation there)

Route 7 corridor

Rt 522, Rt 50

Rt. 50, e.g. Wal Mart

Rt. 7 as far as Opequon WWTP or beyond

RT11 N FEMA, LFCC RT 11 S, Employment Commission, RT 50 W Wal-Mart, maybe meet Warren County buses, Meet WV Transit up RT 11

Senseny Road area, other new subdivisions, Clarke County(north AND south)

service to winchester medical center.

service along rt 50 also outlying areas

Shenandoah University's Health Professions Building (North Sector & Campus Drive)

South on rt 11 at least to Strasburg, esp. LFCC

south western Frederick county

Stephens City

Stephens City

Stephens City

Stephens City and middletown area

Stephens City area to Lord Fairfax

Stephens city, kernstown, middletown, strasburg

Table C-1: Where Do You Think Additional Services are Needed?

Stephens City, LFCC, DMV

Stephens City, Middleburg, Winchester

Stonewall and park Ft. Collier ind park omo, unemployment office.

Take the bus back to Martin's, the Bank and other shops off of Pleasant Valley Road. I go there and it is too far to walk.

the county

The new WalMart, the new Target, out to Delco Plaza, out to Kernstown - ALL OVER WINCHESTER. Please quit cateering to old town, there is a larger area that needs service. Also, MORE bus stops - and BETTER signage - BIG, BOLD, COLORFUL, EYE CATCHING SIGNS. FRIENDLIER BUS DRIVERS.

There should be conections with other big cities around.

through the frederick co. area's.

to and from neighboring towns

To DMV and Airport Rd

To Stephens City and Middletown.

Towards Middletown

Transportation services are needed for Lord Fairfax Community College; Department of Motor Vehicles, Dowell J. Howard Adult Education Program; The Salvation Army; Regional Jail; Virginia Employment Commission; Industrial Areas of Stonewall Industrial Park, Airport Road & Kernstown Area; Sunnyside Shopping Center; South Cameron Street. Also, expasion would be helpful into Frederick Countv and the Countv of Clarke in Berryville.

Trolley daily service

Unsure

Unsure.

Up and down the Shenandoah Valley and also Harrisonburg.

upper side of winchester, off of route 7 (Berryville Ave)

Van Fossen St. Green St.

Walmart on route 50 lord fairfax community college

War Memorial building and park-New Senior Center facility, Amherst family practice.

Washington, DC

We need a commuter bus that will connect us to the train system already in place in other cities such as Martinsburg, WV, Hagerstown MD, Leesburg, VA. We need a way for thos who cannot drive for whatever reason, to be able to get to the DC metro area for either work or tourism. It would open up a great deal of commerce for the City of Winchester. More people would commute but live in this area and bring their salary to spend at local businesses. Residents would welcome the freedom to commute and travel more freely and to the DC area and morepeople and it would bring the bedroom community of Dulles/ Arlington area closer. It would profit everyone.

Winchester to stephens city

Winchester, Frederick County, and Stephens City

With the prices today, public transportation is needed any all areas!

Table C-2: Comments Concerning Additional Days/Hours of Service

Service past 8 p.m. would be great.

Don't know.

Expand the routes, have more pick up areas other than just in the city of Winchester

expand service area possibly as much as two miles from city limits.

outlying areas in the county need transportation, even just the main roads would be fine

earlier service on Saturdays, run trolley every day they go to most of the area shopping, could expand trolley to include shopping outside the City limits

Service outside of the Winchester City itself to other communities. I live at Regency Lakes off Berryville avenue and it is considered Frederick County and there are no buses available here. unsure of time they use.

Need service to LFCC (Lord Fairfax Community College)

I don't know the current hours. Williamsburg bus system stops at many places hourly, from 6 am to midnight, each day of the week. This works well.

Don't know the schedule now, so I can't judge.

I do not know the current hours.

Public transit option other than taxis that is safe and affordable on Friday and Saturday evenings for students.

Sundays are important because church and shopping

Service in Frederick County

To accommodate people working shift work and make the bus more appealing for those who now drive.

At least one more service to Salvation Army Shelter

Service Apple Blossom Mall at 9:20 p.m.- all employees would ride it.

Earlier start time on Saturdays- 6:00 a.m.

Saturdays to run errands or go out (paratransit)

Extended Saturday hours

Table C-3: Long Distance Commuter Service Comments

a park and ride is needed on Route 7

any

Berryville / Clarke County

Bowman's Library

Convenience and timely.

DC

Dulles

Dulles airport

Dulles airport, early AM and later in the evening

Frederick Co to Northern VA

From Stephens City to Vienna Metro and SW Washington, DC (L'Enfant Plaza). County needs to look at commuter bus service run by Loudoun County and Prince William County to see how it is run and how it is paid for.

From Stephens City to Woodstock and back

From Winchester Medical Area or Surrounding Area to NOVA

from Winchester or Stephens City to Washington DC, and to Richmond

from winchester to middletown, va and from middletown to winchester

Front Royal, Stephens City

Front Royal, Warren County

Greyhound bus station

here to DC (and back) on weekends!

hook up with PVRTA and Virginia Regional Transit to offer more options

I currently use para-transport but want extended hours & would like to go to Washington DC

I do not know.

I live in the county in Green Acres and work in Reston. If the commuter Service can get me close I would be willing to review. Also the service needs to be cost effective and run more then once in the morning and afternoon.

I think it would be nice if there was a transit system in place that not only was reliable between towns and cities but also to areas of popular interest such as recreational sites.. IE: C&O towpath, Shenandoah National Park, GW national forest.. etc..

If I could get a ride to and from Metro, that would be awesome!

lees burg, northern va.

lfcc

lfcc

LFCC Middletown

Lord Fairfax Community College in Middletown

Manassas/Winchester

many people travel to Charlottesville, VA for visits to UVA

Martinsburg and Hagerstown

Table C-3: Long Distance Commuter Service Comments

Martinsburg, Front Royal, Hagerstown, Washington DC, MARC Rail, Metrorail

Martinsburg, Washington, Front Royal

Martinsburg, WV

Martinsburg, WV (for train station)/MARC/ Amtrak; Washington, DC/Northern VA; Richmond?

Metro / DC / IAD

Middletown, and Leesburg, Hagerstown

middletown, va

Northern VA, Martinsburg, Front Royal, Connections to MARC and Metrorail. I would love to be able to reduce our \$600 per month commute cost.

Not all these perhaps but a combination of some of these would be so helpful!

Not necessary for my needs

Or any service at all for Stephens city area such as to the Martins supermarket!

Shenandoah County

Shenandoah County

Shenandoah County

Stephens City

Stephens City, Kennstown, Woodstock

Stephens City, Kernstown, Woodstock

Strasburg

the more urban areas of Northern Virginia, such as Fairfax County and Arlington.

To and from Metro rail

to lord fairfax college

To/From Berryville, VA

Wal Mart Rt 50 W

Washington-Dulles Airport

We also need a commuter parking lot on the Route 7 corridor; the only one available is on Route 50.

West Virginia

WINC / Hagerstown and Washington

Winchester DIRECT to Dulles Airport (not some song and dance through Front Royal and the Vienna Metro. That is a RIDICULOUS and time consuming way to get to the Dulles Airport).

Winchester- Martinsburg WV/ Winchester-Leesburg/ Winchester- Hagerstown MD- this will open up Residents ability to work outside of Winchester and for people to work in Winchester from outside and links us to the VRE and other commuter systems.

Winchester to anywhere on the other side of the mtn

Winchester to DC

Winchester to Middletown

Winchester to Reston

Winchester to Vienna Metrorail, from my home to work

Winchester VA to Dulles Airport

work

Table C-4: General Comments

A lot of people (mainly seniors) do not drive and have no one to take them to the doctor. The city transit takes me to my doctor appointments which are very important to me--and I'm sure to a lot of seniors.

Extra hours on Saturday. Trans on Sunday

I feel we need extended service times and areas. Extended times: 5am-8pm. Extended areas: 1 to 2 mile radius into Frederick County

I need it for work, shopping, school, church.

I think it is good to run the bus to the county again so that people who need to get to, like the DMV and other places can get there and other places in the county that they can't get to.

I think para transit is doing a great job!

I would definitely use the bus more often if it went to Martinsburg, WV

If it wasn't for the buses there would be times when I wouldn't go to the doctor or grocery shopping.

Been riding for around 50 years. Be lost without it.

It's a wonderful service for the community. Especially for those who don't have their own automobile. The bus service and trolley also improves the quality of the city. :)

Much needed and am thankful for it.

Public transportation is great for people like my wife and I who don't drive. We would like to see the routes expanded with earlier and later times. Thank you.

Service earlier in mornings. Start 5:30 am. Disabilities Mobility

Since the area is growing there is a need for more service in the area, far more hours and routes to help the working poor get around.

Sunday service to malls would be great. Evening service would be great. One hour stop & shop downtown would be SUPER.

The buses used to run until 9pm Friday and Saturday. These are two big shopping days it would be good to do again.

The need for the service is very needed.

Trolley service is awesome; drivers are exceptionally friendly and accommodating. Please don't change the trolley service (except Tue. and Thur.)

Young adults without driver's license to be able to go in town to social and school events. Senior citizens for errands and appointments.

Since we have no Greyhound close, getting to one on the transit would be easier.

Again I do not believe that public transportation needs to be increased. I work everyday near 3 known pick up/drop off locations and rarely see anyone get on or off of the bus during the day. I think that increasing the busses is a waste of the tax payers money.

As a legally blind resident it would help me so much to have this service in Fredrick county

As the population grows, rail service connecting with marc & vre may be worth considering bicycle carriers are nice to add to bus and shuttles.

bus service from winchester to stephens city and middletown.

Later hours, please. Sunday service, please.

There are lots of older people who need this public transportation such as myself who live alone and don't drive. Please find some way to take it back down to Martin's, bank, and so on (Pleasant Valley).

Table C-4: General Comments

College students need more public transportation for Winchester area comfortable, CLEAN, easy, fun, sporty, NOT depressing, dirty, grumpy drivers, County needs to get serious and determine the need, create service to meet the need, and support the service. The half-baked trial service to the Stephens City area was a joke.

Desperately need more hours for the buses to run.

frederick county has services that are necessary for many people who do not drive, like the employment commission, LFCC, salvation army, going to work, shopping, social occasions and going to church and bible classes.

Frederick County needs to take care of its own transportation problems, not just think Winchester is supposed to fix them. Frederick County gets more tax money, has a higher income per home and would benefit to have somewhere besides only Winchester as a hub to connect their towns and businesses. There is room for more rides. Like what if you live in Star Tannery and want to go to Lord Fairfax Community College? What's that got to do with Winchester? nothing.

Haven't seen much its limited and since it admits it can't compete with automobiles seems focused on making auto driving more expensive and inconvenient rather than making itself more attractive.

Having a more consistent, more defigned, more announced and posted bus route would greatly benefit all of Winchester and Stephens City. Especially college students traveling to LFCC in Middletown every day.

helps individuals to get to shopping areas within the connecting cities/towns

I do not feel there is a need for public transportation! Private companies will provide cheaper fares, more jobs, and more tax revenue for the county. As well as reduced taxes for county residents. Low income/elderly show be subsidized. Low income should be limited for a given period of time.

Elderly should not be limited as they have paid their debt to our country.

I don't drive anymore and it is very handy.

I don't know if would use it but some people may.

I feel that if there was advertisement of a transportation system and reasonable rates people would pay for this service all day long.

I go to SU pharmacy school. I would take the bus everyday if I knew the schedule and I could catch the bus at school and near my home.

I hated having to pay a taxi to get to and from work. It took up so much of my money. Also, I forgot to mention needing service to an airport. That would also be very helpful. Traveling from here is hard.

I have ridden the buses for years. I just really think business will pick up if you hold longer hours like from 5 am to 10 pm. You would make more money because I know over 30 people that depend on the bus and have to pay almost \$10 to get home from work every night- if there was something cheaper, people would take it.

I like riding the bus. Thank you.

I lost a job and can't find one without public transit

I personally drive, but due to disabilities, both my daughter and neighbor have been limited by lack of transportaion. I also recognize this is as a severe obstacle to people who are aging.

Table C-4: General Comments

I teach in a program at LFCC where we provide free dental hygiene care for patients in the dental hygiene program but few persons can take advantage of the program as they have no public transportation to get here. I teach at the school and would ride public transportation if available

I think there should be bus route maps posted at each stop to encourage people to use the bus and make people more aware of the times and routes.

I think we need commuter rail service to D. C., Richmond, and up the valley to Roanoke and Bristol. The current DRPT study includes no consideration for such passenger service for the Shen. Valley.

I use bus daily for lunch trip and would use the bus in the evening for dinner trip at least once or twice a week if they ran later (also would like to attend concerts at Shenandoah University).

I work at NWWorks and am unable to drive myself to work everyday, I depend on my mother for transportation to the bus stop everyday and my mother is an elderly woman and should not have to go out every morning and evening to pick me up. I would like some transportation from my home to the workshop everyday so that I can work.

I would not be able to keep my doctor's appointments without the paratransit service- no family member has a vehicle that could provide me with the transportation that I need. If I had to use another mode of transportation I would not be able to afford it due to the price that they charge.

i would use it more, if the service came into our area, instead of paying all that money to take a cab.

If I lived closer to retail centers I would likely use public transportation during daytime hours. Would not likely do so at night.

If we are going to continue to have these high gas prices, we need affordable alternatives, like public transportation to help especially the working "poor" who can't afford cars, or the disabled. When they removed the routes recently, a deaf and visually challenged friend of mine now has to depend on rides from people.

IM NOT SURE WHAT THE CURRENT NEEDS ARE BECAUSE MY SCHEDULE IS SUCH THAT I LEAVE EARLY AND AM HOME LATE I LIVE APPROX 5 MILES OUTSIDE OF WINCHESTER CITY WHICH REQUIRES ME TO DRIVE TO TOWN OR WHEREVER I NEED TO GO.

It is very much needed. I, for one, could not work without para transit. We could use another para transit bus. The need will be greater as time goes on.

It might be better to have transfer points in addition to Cameron Street. Example: the Mall and Valley Medical Hospital.

longer hours, out of winchester service and sunday service

many residents do not have, can not afford, elderly living without family in the area to assist, circumstances prevent obtaining a license, current economic outlook public transportation would be less costly then using private transportation, going green keeping County and City free of auto emissions inspections which would add additional costs which most northern va residents already have been paying since 1975

N/A

Table C-4: General Comments

Need bus to park for new senior center. No other city closes bus service 2 days for Thanksgiving- the best shopping day of the year! (Friday). Later evening hours. Restaurant employees need bus service. Store help also- low paying jobs. Seniors could go to programs at Shenandoah- they have good programs. Seniors need a ride to see things in the evenings. Bus drivers should tell 20-30 year olds about the front seats. The young people get on the front seats. I have seen people with braces and canes have to go to the back. Small children paying 1/2 fare. I don't what senior would do without the service- it is a wonderful thing for us, but there is always room for improvement. Thank you, a Senior.

Need more service to Dulles - including very service for very early and late flights. An express route from Dulles to Winchester would be nice. I've lived in the area for two years and have seen very little public transportation - you need more exposure

NW Works will be located to county when new bldg. is constructed. Will need transp. to new bldg.

Paratransit service is very good! Drivers are friendly and helpful.

Park and ride shuld be available for locations like the medical center to neighboring areas like stephens city

People who do not have a liscense i think are discouraged from going to college because they do not drive. However, if this was available then they would not have to worry about not going to college.

People would use public transportation more if it was readily available and cost effective.

Please do NOT add public transportation unless a need has been substantiated. Taxpayers should not be forced to pay for buses to drive around the area with only a few passengers.

However, I perceive a real future need for "on-demand" public transportation for seniors and the disabled. As people age, they may become less capable drivers. Nevertheless, they are reluctant to stop driving and give up the independence that driving their own cars provides. Therefore, I foresee a need 1) to provide public transportation for them at a reasonable cost and 2) to convince them that giving up their own cars would be cost effective and feasible. In this regard, perhaps the public agencies could subsidize local taxi cab companies to expend their services to meet this growing need?

Please do something. What is place now is a disgrace

Please expand the hours to work at night to pick up employees from Apple Blossom Mall and Walmart. We finish at the mall at 9:00 pm. I am sure most employees will ride the bus if you arrange this trip.

Please provide bus service from Winchester to Harrisonburg with stops along the way in each town.

Please understand that many commuters need to get to the Rail system that is already in place in other areas. It makes sense with the rising cost of gas that more people would use this service. We have needed it for years and I am so glad it is finally being addressed.

Public transportation is greatly needed in Winchester-trips to shopping center, grocery stores, library, and social security.

Public transportation is needed for those who have no vehicles and because of the high price of fuel.

Table C-4: General Comments

Service is needed for people in wheelchairs- it can be the only mode of transportation. A large wheelchair cannot fit into a taxi and some have no family to transport. Extended hours would help the social engagement for these people.

Service to Lord Fairfax Community College

Shopping, getting to work

Sunday service & evening hours on other days for para-transport

The need for public transportation is extremely high, considering the increasing cost of gas, the decreasing value of the dollar, and the increasing rate of unemployment in the area. The value of public transportation use to the environment is tremendous. Many of Winchester's roads are also overloaded, esp during certain days and times of day. Improved public transportation could make a great dent in this- if done right, it might even make a substantial savings in the road enlargements and re-routings that could be avoided. At least every 30 minutes for frequency.

The opinions and input that is REALLY needed for this survey needs to come from the people who might not be aware of this survey and who don't have a computer. I see many walkers and bikers out on dangerous roads that may or may not ride public transit if offered. At the very least, maybe transit should be available on the county's main roads say every hour -- 522, 50, 11 and 7.

The Williamsburg bus service is what I know best. It gets used by students, tourists, the elderly, and the poor. (These groups are unlikely to fill out a voluntary online survey, but I wish you the best.) It makes life easier for us. It generates revenue for stores that we could not otherwise visit. It activates labor that might otherwise be inactive. It does not make a profit. It seems to me an appropriate use of some public funds, helping businesses and the less fortunate.

there is a definite need for the college and university students in the Winchester/Frederick area.

There is a greater need for public transportation that enables people to get from areas of greater concentration to areas of interest or need in a timely and reliable manner. there should be the availability to all people even from large subdivisions in the county to have access to public transportation.. I can see public transportation stops at Lake Holiday, Shawneeland, Mt Falls, Shenandoah, and many others. Its not really providing a service to the community if its not available to all citizens. There needs to be time tables established that are reliable. There also need to be shelter at each of the stops where people congregate.

There needs to be a commuter parking lot for people going to DC. We are constantly being kicked out of our parking places. Our VPSI van brings in \$1 million of salary to Winchester.

There should be a bus late at night for SU students. This service should be advertised better because people don't know about bus services.

There should be a sliding scale for people who can't afford to pay. The City of Winchester forgets the poor people who are trying to work. Extended hours at night for those working.

Transit service to Leesburg, VA or the NOVA area

Table C-4: General Comments

Transportation in rural areas such as Winchester and the surrounding counties continues to be a challenging issue. Some of the proposed changes to the regular fixed route system are positive. It is my understanding, for example, that transit hours will be extended two hours during the week and one hour on Saturdays. Additionally, I agree that in order to continue providing transit service to citizens living in this area, fares must be increased in order to compensate for rising gas costs. The biggest challenge facing public officials in this area remains developing a coordinated transportation system which will serve the residents of our entire planning district.

VA has been the weakest public transportation I have ever seen. Fredrick County is growing and needs to look at public transportation as a Need for the future that cannot and should not be avoided.

If Train service can extended to Winchester as it is in Maintinsburg and Manassas people like myself could increase income which is spent in the county.

Very much needed - the type of work environment in this area very limited in scope - need to be able to commute for office jobs with liveable wage not available in this area. Thanks for this opportunity.

We all need to change our lifestyles in view of global warming and energy (gas) costs. This will not happen unless there are public transportation options.

We need a better expanded public transportation service. The drivers need to be friendlier. Some of the drivers now should NOT work with the public - they need to HAVE people skills. Something like Metro buses would be great. Winchester has got to learn that to keep people here shopping, working, etc. they can't keep the "small town charm" and try and pass themselves off as "big city". Go one way or the other, can't have both. Reliable transporation is needed - also, forget NO transporation on holidays (and get rid of the Apple Blossom time off). You need to provide public transnporation to all, everyday of the week to get people to really use it. You need more stops, more frequently run buses, etc. Look to Metro buses - do what they do!

we need a cheap and reliable public transit system able to take people longer distances by traveling straight to their destination or transferring from one vehicle to another

We need to expand. We are growing by leaps and bounds. THERE is a great need for expanding long distance services.

Where is the great demand for service?

With the price of gas steadily increasing, it is becoming harder for middle class commuting families to meet their basic needs. I commute 50 miles one-way five days a week. I would be interested in pursuing public transportations options if it would be cheaper than my current montly fuel costs.

Within Winchester, bus service should be available to Salvation Army, downtown, shopping centers on outskirts of town (Routes 11, 7, 50 , 522, Pleasant Valley Road extending to development) - fares should be reduced for people on public assistance programs, students, and seniors. More information should be provided to residents and to tourists.

For long-distance commuting, more information and encouragement should be provided for carpooling. Work with businesses and government agencies to provide incentives for workers to use public transport or carpooling, also flexible work hours to facilitate this.

APPENDIX D

Letter from Access Independence, Inc.



ACCESS INDEPENDENCE, INC.

8/12/09
Our Health

324 Hope Drive, Winchester VA 22601
540-662-4452 (v/tdd) 540-662-4474 (fax)

July 15, 2009

AI comments for the MPO Policy meeting regarding the final draft of the Winchester-Frederick County Transit Services Plan.

AI wants to thank the MPO committee for doing the study and KFH Group for their work in getting a lot of information in a concise and readable format.

We are disappointed that the public forums and survey numbers were extremely low for the size of this area and for the needs that we feel are currently unmet. Area residents with disabilities have consistently struggled with transportation challenges in this region. We realize that these are difficult times and implementing additional services from the City or County may be cost restrictive at this time. We do, however, encourage the MPO to keep these measures in place for when the economy does improve, implementation will be of ease.

We are also suggesting the following ideas for your consideration:

Please consider providing some support to the Shenandoah AAA's Well Tran Program through monetary or advertising contributions, as this program does support the MPO area and is still in its infancy.

The creation of a regional transit authority as discussed in the transit service plan.



E-mail: AskAI@accessindependence.org Website: <http://accessindependence.org>

Letterhead Revised 03-2009

Serving the Northern Shenandoah Valley since 1985

