

**NORTHERN MIDDLESEX  
METROPOLITAN PLANNING ORGANIZATION**

**UNIFIED  
PLANNING  
WORK  
PROGRAM  
FEDERAL FISCAL YEAR 2025**

**June 25, 2024 | Amended December 4, 2024**

Prepared By  
Northern Middlesex Council of Governments  
Staff to the Northern Middlesex Metropolitan Planning Organization

# NOTICE OF NONDISCRIMINATION RIGHTS AND PROTECTIONS

## Federal Title VI/Nondiscrimination Protections

The Northern Middlesex Metropolitan Planning Organization (NMMPO) operates its programs, services and activities in compliance with federal nondiscrimination laws including Title VI of the Civil Rights Act of 1964 (Title VI), the Civil Rights Restoration Act of 1987, and related statutes and regulations. Title VI prohibits discrimination in federally assisted programs and requires that no person in the United States of America shall, on the grounds of **race, color** or **national origin** (including **limited English proficiency**) be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity receiving federal assistance. Related federal nondiscrimination laws administered by the Federal Highway Administration, the Federal Transit Administration, or both prohibit discrimination on the basis of **age, sex, and disability**. These protected categories are contemplated with NMMPO's Title VI Programs consistent with federal interpretation and administration. Additionally, NMMPO provides meaningful access to its programs, services, and activities to individuals with limited English proficiency, in compliance with UD Department of Transportation policy and guidance on federal Executive Order 13166.

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## Additional Information

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Northern Middlesex Council of Governments  
672 Suffolk Street, Suite 100  
Lowell, MA 01854  
(978) 454-8021  
[civilrights@nmcog.org](mailto:civilrights@nmcog.org)

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One Ashburton Place, 6<sup>th</sup> Floor  
Boston, MA 02109  
617-994-6000  
TTY: 617-994-6296

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For additional copies of this document or to request a copy in an accessible format, please contact:

Mail: Jennifer Raitt, Executive Director  
Northern Middlesex Council of Governments  
672 Suffolk Street, Suite 100  
Lowell, MA 01854

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Fax: (978) 454-8023

Email: [jraitt@nmcog.org](mailto:jraitt@nmcog.org)

The document is also available for download on our website at [www.nmcog.org](http://www.nmcog.org)

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If this information is needed in another language, please contact the NMCOG Title VI Specialist at 978-454-8021.

Caso esta informação seja necessária em outro idioma, favor contar o Especialista em Título VI do NMCOG pelo telefone 978-454-8021.

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如果您需要這項資訊的其他語言版本，請聯絡NMCOG標題六專家，電話是978-454-8021。

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### **Funding disclaimer**

This work program was funded in part through grants from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA), United States Department of Transportation (USDOT). The views and opinions of the Northern Middlesex Metropolitan Planning Commission (NMMPO) expressed herein do not necessarily state or reflect those of the USDOT.

## MPO ENDORSEMENT

### Federal Fiscal Year 2025 UNIFIED PLANNING WORK PROGRAM

The Unified Planning Work Program (UPWP) for the Northern Middlesex Metropolitan Planning Organization (MPO) is a financial programming tool developed annually as part of the federally certified transportation planning process. In accordance with federal guidelines, the FFY 2025 (October 1, 2024 - September 30, 2025) Unified Planning Work Program for the MPO was developed and submitted for a 21-day public review and comment period. Comments received have been addressed and are reflected in the final FFY 2025 UPWP.

The Committee of Signatories representing the MPO by a majority vote hereby endorses the Federal Fiscal Year 2025 UPWP for the MPO with the chair signing on behalf of all members.

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Monica Tibbits-Nutt, Secretary and CEO  
Massachusetts Department of Transportation (MassDOT);  
Chair, Northern Middlesex Metropolitan Planning  
Organization (NMMPO)

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Date

## CERTIFICATION OF THE NORTHERN MIDDLESEX MPO TRANSPORTATION PLANNING PROCESS

The Northern Middlesex Metropolitan Planning Organization certifies that its conduct of the metropolitan transportation planning process complies with all applicable requirements, which are listed below, and that this process includes activities to support the development and implementation of the regional Long-Range Transportation Plan and Air Quality Conformity Determination, the Transportation Improvement Program and Air Quality Conformity Determination, and the Unified Planning Work Program.

1. 23 USC 134, 49 USC 5303, and this subpart.
2. Sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 USC 7504, 7506 (c) and (d) and 40 CFR part 93 and for applicable State Implementation Plan projects.
3. Title VI of the Civil Rights Act of 1964, as amended (42 USC 2000d-1) and 49 CFR Part 21.
4. 49 USC 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity.
5. Section 1101 (b) of the Fast Act (Pub. L. 114-357) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises in U.S. DOT-funded projects.
6. 23 CFR part 230, regarding implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts.
7. The provisions of the US DOT and of the Americans with Disabilities Act of 1990 (42 USC 12101 et seq.) and 49 CFR Parts 27, 37, and 38.
8. The Older Americans Act, as amended (42 USC 6101), prohibiting discrimination on the basis of age in programs or activities receiving federal financial assistance.
9. Section 324 of Title 23 USC regarding the prohibition of discrimination based on gender.
10. Section 504 of the Rehabilitation Act of 1973 (29 USC 794) and 49 CFR Part 27 regarding discrimination against individuals with disabilities.
11. Anti-lobbying restrictions found in 49 CFR Part 20. No appropriated funds may be expended by a recipient to influence or attempt to influence an officer or employee of any agency, or a member of Congress, in connection with the awarding of any federal contract.

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Monica Tibbits-Nutt, Secretary and CEO  
Massachusetts Department of Transportation (MassDOT);  
Chair, Northern Middlesex Metropolitan Planning  
Organization (NMMPO)

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Date

# TABLE OF CONTENTS

Notice of Nondiscrimination Rights and Protections .....	ii
Federal Title VI/Nondiscrimination Protections .....	ii
State Nondiscrimination Protections.....	ii
Additional Information .....	ii
Complaint Filing .....	ii
Funding disclaimer .....	iv
MPO Endorsement.....	v
Certification of the Northern Middlesex MPO Transportation Planning Process .....	vi
<b>SECTION I: ABOUT THE UPWP .....</b>	<b>1</b>
Executive Summary.....	2
Work Program Overview .....	8
FY 2025 Work Program and Budget .....	13
<b>SECTION II: UPWP TASKS.....</b>	<b>2</b>
Task 1: Maintaining the 3C Process .....	3
1.1: Program Management, Support, and Growth .....	3
1.2: MPO Coordination .....	4
1.3: Regional Coordination.....	4
1.4: Internal Staff Collaboration and Professional Development .....	5
Task Members, % Time to Task, and Budget .....	6
Task 2: Communications and Engagement .....	7
2.1: Public Participation Plan and Process .....	8
2.2: Transportation Equity Program .....	8
2.3: Open Access to Our Data .....	9
2.4: Engagement and Communications .....	10
Task Members, % Time to Task, and Budget .....	11
Task 3: Plan and Federal Certification Document Updates and Implementation .....	12
3.1: Envision 2050.....	12
3.2: Unified Planning Work Program (UPWP) .....	13
3.3: Transportation Improvement Program (TIP).....	13
3.4: Certification Action Plan .....	14
Task Members, % Time to Task, and Budget .....	14
Task 4: Monitoring the Northern Middlesex Transportation Network .....	16

4.1: Traffic Counting .....	17
4.2: TIP Review Studies .....	17
4.3: Performance Measures .....	18
4.4: Geographic Information Systems .....	19
Task Members, % Time to Task, and Budget .....	19
<b>Task 5: Advancing Infrastructure Improvement Projects .....</b>	<b>21</b>
5.1: Bridge Street Corridor Study (Dracut) .....	22
5.2: Route 129 Corridor Study (Billerica/Chelmsford) .....	22
5.3: Road Safety Audits and Engagement .....	23
5.4: Local Transportation Assistance .....	24
Task Members, % Time to Task, and Budget .....	24
<b>Task 6: Long Range Interdisciplinary Planning .....</b>	<b>26</b>
6.1: Active Transportation and Complete Streets .....	27
6.2: Transit Oriented Development (TOD) .....	28
6.3: Climate Resiliency .....	29
6.4: Economic Development .....	30
6.5: Regional interdisciplinary planning .....	31
Task Members, % Time to Task, and Budget .....	31
<b>Task 7: Strengthening our Regional Transit System .....</b>	<b>33</b>
7.1: Transit System Performance Surveillance .....	34
7.2: Regional Transit Planning .....	34
Task Members, % Time to Task, and Budget .....	35
<b>APPENDICES .....</b>	<b>37</b>
Appendix A Glossary of Acronyms .....	38
Appendix B Public Comments .....	40
Appendix C Federal Planning Factors and UPWP Subtasks .....	45
Appendix D Geographic Distribution of UPWP Studies and Technical Analysis .....	45
Appendix E NMCOG Staff and Credentials .....	48

# **SECTION I: ABOUT THE UPWP**

## EXECUTIVE SUMMARY

### What is the UPWP?

The Unified Planning Work Program (UPWP) is the federal certification document that describes the transportation and support planning activities that will be carried out by the Northern Middlesex Metropolitan Planning Organization (NMMPO) over the course of a single federal fiscal year. The UPWP is required by the United States Department of Transportation (USDOT) as the basis for all Federal funding assistance for transportation planning to state, local, and regional agencies and is developed annually. It outlines the tasks and subtasks that NMMPO staff intend to perform, how many hours are dedicated to those tasks, and any projected direct cost expenditures that support NMMPO work.

Staff prepare the UPWP in the spring and summer of each year, with the NMMPO approval typically granted by mid-summer. The UPWP becomes effective at the start of the federal fiscal year on October 1, 2024.

### What is the Northern Middlesex MPO?

#### Jurisdiction

The NMMPO is a seven-member policy board tasked with carrying out the transportation planning process for the Northern Middlesex Region. The Northern Middlesex Council of Governments (NMCOG) is recognized by the MPO as the officially designated Regional Planning Agency for the Northern Middlesex Region and as such has statutory responsibility for comprehensive, planning including transportation planning, as provided for under the provisions of Chapter 40B of the MGL, Chapter 357 of the Acts of 1972 as amended by Chapter 14 of the Acts of 1974 and Chapter 420 of the Acts of 1989 and, in addition is comprised of a Select Board or City Council member and Planning Board member of each of its nine member local governments from the City of Lowell and the eight surrounding Towns of Billerica, Chelmsford, Dracut, Dunstable, Pepperell, Tewksbury, Tyngsborough, and Westford. NMCOG's objective is to increase the capacity of municipalities and foster regional cooperation and coordination.

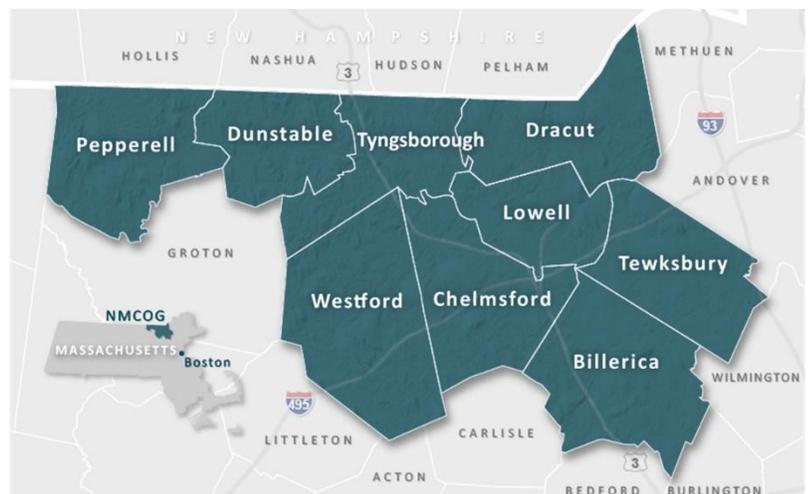


Figure 1: The NMCOG and NMMPO Region

The NMMPO represents this same region. Membership of the MPO is guided by a 2021 Memorandum of Understanding (MOU) between NMCOG, MassDOT, and the Lowell Regional Transit Authority (LRTA). Membership consists of the Massachusetts Secretary of Transportation and the Chief Executive Officer of MassDOT, the Administrator of the Highway Division of MassDOT, the Chair of the NMCOG Council, the Chair of the LRTA Board, the chief elected official from the City of Lowell who serves as the City's representative to NMCOG, a Select Board member elected to serve on the NMCOG Council and further elected by the Council to serve as that Town's representative to

the NMMPO, and an LRTA Advisory Board member representing a community within the NMMPO boundaries other than the City of Lowell, who may also be an elected official. The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) are non-voting Ex-Officio members of the NMMPO.

### NMMPO Members

- Monica Tibbits-Nutt, MassDOT Secretary and CEO, Massachusetts Secretary of Transportation and MassDOT CEO
- Jonathan Gulliver, MassDOT District 4 Staff, MassDOT Highway Administrator
- Jayne Wellman, NMCOG Chair (and Tewksbury Select Board member)
- Pat Wojtas, NMCOG MPO Representative (and Chelmsford Select Board member)
- Tom Bomil, LRTA Board Chair
- Karyn Puleo, LRTA Representative from a community outside Lowell (representing Tyngsborough)
- Wayne Jenness, NMCOG Councilor and MPO Representative from the City of Lowell
- Joi Singh, FHA Massachusetts Division Administrator (*ex-officio non-voting member*)
- Peter Butler, FTA Region 1 Administrator (*ex-officio non-voting member*)

### The 3C Transportation Planning Process

The majority of the NMMPO funding is from federally apportioned aid, which the NMMPO and MPO program utilize in coordination with member communities to support local needs. Federal funding is allocated to states by the federal government based on formula funding as determined by federal surface transportation legislation.<sup>1</sup> The most recent reauthorization of this legislation was through the Investment in Infrastructure and Jobs Act (IIJA), more commonly referred to as the Bipartisan Infrastructure Legislation (BIL). The BIL set policies regarding metropolitan transportation planning, and requires that all MPOs carry out a continuous, comprehensive, and cooperative (3C) planning process as outlined below.

- **Continuing:** Transportation planning should plan for the short- and long-range horizons, emphasizing the evolving progression from systems planning to project planning, programming, and implementation. It should recognize the necessity for continuously reevaluating data and plans.
- **Comprehensive:** Transportation planning should integrate all stages and levels of the process and examine all modes to ensure a balanced planning and programming approach. The planning process should include analysis of related non-transportation elements such as land use, housing, economics, climate resilience, and environmental resources.
- **Cooperative:** Transportation planning should be a process designed to encourage involvement by all users of the system, including community groups, environmental organizations, freight operators, businesses, and members of the public using all modes of transportation.

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<sup>1</sup> Titles 23 and 49 of the United States Code.

## The UPWP and Related Certification Documents

To remain eligible to program available federal aid, MPOs must produce and endorse four certification documents: the Unified Planning Work Program (UPWP), the Transportation Improvement Program (TIP), the Metropolitan Transportation Plan (MTP), and a Public Participation Plan. Table 1 below describes the role of the certification documents in the 3C process.

*Table 1: Relationship Between Federal Certification Documents*

Document	Purpose	Horizon	Update Timeline
Unified Planning Work Program (UPWP)	Establishes the annual work plan for NMMPO staff, including studies and tasks that support member communities.	One year	Annually, endorsed by the NMMPO in spring
Transportation Improvement Program (TIP)	Programs federal and state aid funding for specific transportation projects.	Five years	Annually, endorsed by the NMMPO in spring
Metropolitan Transportation Plan (MTP)	Establishes a long-range vision for the region, including goals and objectives. Identifies projects and strategies to achieve the vision.	20 to 25 years	Updated every four to five years, depending on current transportation legislation and authorization.
Public Participation Plan (PPP)	Establishes standards and policies for engaging communities in the 3C transportation planning process.	Continuous	When warranted, typically every five years.

Each document relates to and informs the work of the others. The MTP provides the overarching vision and goals for transportation planning and serves as the foundation for developing the region's TIP. The TIP directly implements the MTP, translating its long-term strategies into specific projects and programs that can be implemented in the short- to medium-term. The UPWP supports the MTP and TIP by providing the necessary technical and analytical support for planning activities and project development; it always includes a task for the development of the annual TIP, and often includes plans or studies to evaluate and advance potential future projects. The PPP ensures that the public is engaged throughout the planning process, from the development of the MTP to the implementation of projects identified in the TIP, promoting transparency and accountability.

In summary, these planning documents (MTP, TIP, UPWP, PPP) work together to guide the transportation planning process within a region, ensuring that transportation investments align with long-term goals, are technically supported, financially feasible, and benefit from meaningful public engagement.

## Budget and Funding

For Federal Fiscal Year 2025, the NMMPO has programmed \$1,296,292.80 through its regional apportionment to fund its annual work program, pending MassDOT approval of the NMMPO's request for usage of carryover funds (shown in Table 2 below). Work completed under the UPWP is funded through three different federal aid sources, each addressing individual transportation modes such as highways, transit, and bicycle and pedestrian facilities. Anticipated planning activities and funding sources are published before each fiscal year as part of the NMMPO's UPWP. Some UPWP funds originate from MassDOT.

Table 2: Total FFY2025 Programmed Funds

	Metropolitan Planning (PL) <sup>2</sup>	Section 5303 <sup>3</sup>	PL Carryover
<b>Total FFY2025 Programmed Funds</b>	\$925,949	\$196,488	\$178,856

As shown in Table 2 above, Federal Metropolitan Planning Program (PL) funds and Section 5303 funds are the primary source of support for NMMPO work. Carryover from previous years' PL balances may be programmed in future years, as is done in this UPWP, at the discretion of MassDOT. The full budget for the UPWP is provided in **Chapter 2: FFY 2025 UPWP Work Program and Budget**.

## UPWP Development and Public Engagement, Public Review, and Monitoring

### Developing the UPWP

Endorsement of the FFY 2025 UPWP follows a specific schedule specified by the NMMPO and outlined below. The development consists of engagement with public officials from member communities, public outreach, and the presentation of UPWP information to the MPO and NMCOG Council throughout the process. The following milestones were achieved in the development of this UPWP:

- April 5, 2024: MassDOT provided FFY2025 financials, funding allocation and guidance to the MPO to be used in developing the 2025 UPWP.
- April 24, 2024: Staff presented a draft UPWP task list and overall funding allocation to the NMMPO.
- May 22, 2024: Staff presented the draft FFY 2025 UPWP to the NMMPO, which voted to release the document for public review and comment.
- June 6, 2024: Staff hosted a virtual public meeting to hear comments on the draft FFY 2025 UPWP.
- June 26, 2024: Staff presented comments received on the draft UPWP and the NMMPO voted to endorse the document.
- July 2024: Staff submit the NMMPO-endorsed UPWP to FHWA, FTA, and MassDOT for approval.
- October 1, 2024: The NMMPO FFY 2025 UPWP is effective on the first day of the new Federal Fiscal Year.

During the development process for the FY25 UPWP, NMMPO staff presented their proposed approach to the NMMPO and NMCOG Council at several advance meetings, all of which were noticed in accordance with Massachusetts Open Meeting Law and Council/MPO standard operating procedures.

### Opportunities for Public Review and Comment

<sup>2</sup> 80% of the total PL funds is federal aid. The State of Massachusetts provides a required 20% match.

<sup>3</sup> 80% of the total Section 5303 funds is federal aid. The State of Massachusetts provides a required 20% match.

The availability of the draft UPWP is promoted in accordance with the NMMPO Public Participation Plan, which outlines the procedures, strategies, and desired outcomes for public review and comment during the development of the UPWP. Following the Plan's procedures, staff published a notice of availability of the draft UPWP, opportunity for public comment, and notification of the June 6, 2024, public hearing in the following media and formats:

- Legal advertisements in the Lowell Sun and other local news media such as community-specific or newspapers published in Khmer;
- Public Meeting Notice posted at each Town and City Clerk's office in the NMMPO region;
- Public Meeting Notice and draft UPWP document posted to the [NMCOG website](#) under "Opportunities for Public Comment";
- Public Meeting Notice and links provided to the LRTA for posting on the [LRTA website](#);
- Notification via email to the NMMPO public outreach;
- Posts to social media websites; and
- Copies of draft UPWP forwarded to the NMMPO members, stakeholders, and interested parties.

A 21-day public comment period was held from May 23 through June 13; staff held a public hearing on June 6, 2024, to receive public comment. The public could also submit comments through conventional mail, email, or phone. After the comment period, all public comments were reviewed and incorporated into the draft UPWP where possible and appropriate. Staff presented public comments and recommended revisions to the NMMPO on June 26, 2024, which then voted on the endorsement of the document. See Appendix B for a summary of comments received and a report of responses/actions taken by the NMMPO.

### Adjustment and Amendment Procedures

All Federal certification documents endorsed by the Northern Middlesex MPO follow standardized procedures regarding amendments and/or administrative adjustments as outlined in the regional Public Participation Plan. Amendments to the UPWP require endorsement by the MPO after a public review and comment period. Administrative adjustments to the UPWP can be made without formal MPO action and do not require a public comment period. However, the MPO can vote to release the adjustment for a public comment period if they feel it is in the best interest of the MPO and the transportation planning process. Table 3 below provides an overview of what constitutes an administrative adjustment versus an amendment to the UPWP.

Table 3: UPWP Adjustment and Amendment Procedures

UPWP Adjustments and Amendments	
Administrative Adjustment	Amendment
Reallocation of budget funds	Addition or Removal of UPWP task(s)
Change in start/completion dates within the current federal fiscal year	Change in start/completion dates outside of the federal fiscal year (i.e., extending the project into the next UPWP)

Adjustments to project scope or cost changes equal to or less than 25% of the task budget	A significant change in project scope, cost changes greater than 25% of the task budget, and/or time allocation
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*Definition of a Significant Change*

A significant change is defined as a change to a project scope, budget, and/or project schedule that alters the original intent of the project or the intended outcome of the project.

## WORK PROGRAM OVERVIEW

### UPWP Overview

The UPWP is an annual planning document that outlines the planning activities and studies to be undertaken by an MPO and its partner agencies in support of transportation planning and programming. The UPWP defines the tasks, schedules, and budgets for various planning activities, such as data collection, modeling, public engagement, and development of transportation plans and programs. It ensures that the planning process is coordinated and efficient.

The UPWP has been prepared following the provisions of the Bipartisan Infrastructure Law (BIL)<sup>4</sup> and follows Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) grant application requirements and planning emphasis areas and guidance. The BIL, enacted as the Infrastructure Investment and Jobs Act (IIJA), continues planning programs that provide funding and set procedural requirements for multimodal transportation planning in metropolitan areas and states, resulting in long-range and short-range programs of transportation investment priorities.

### Federal Planning Factors

UPWP tasks, deliverables, and processes are programmed to consider and advance federal transportation planning factors<sup>5</sup> as follows:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for all motorized and non-motorized users;
3. Increase the ability of the transportation system to support homeland security and to safeguard the personal security of motorized and non-motorized users;
4. Increase accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance regional mobility for people and freight;
7. Promote efficient system management and operation;
8. Emphasize system preservation of our existing transportation network;
9. Improve transportation system resiliency and reliability and reduce or mitigate the stormwater impacts of surface transportation; and
10. Enhance travel and tourism.

The relationship between federal planning factors and UPWP subtasks is provided in **Appendix C**. In addition to the Federal Planning Factors, the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) updated the Federal Planning Emphasis Areas (PEAs) in 2021. The PEAs are areas that FHWA and FTA encourage MPOs to consider when developing new UPWP tasks and programs. These include:

1. Tackling the Climate Crisis—Transition to a Clean Energy Future: focus on achieving greenhouse gas reduction goal of 50 to 52 percent below 2005 levels by 2030 and net zero by 2050.

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<sup>4</sup> Bipartisan Infrastructure Law, 23 C.F.R. § 450.308 (c)

<sup>5</sup> Defined in 23 CFR 450.306

2. Equity and Justice<sup>40</sup> in Transportation Planning: focus on advancing equity for historically marginalized communities through non-motorized infrastructure, safety planning, mode shift, low and free fare transportation, demand-response service planning, and sustainable and equitable transit-oriented development.
3. Complete Streets: focus on roadways that meet the needs of all users, including nonmotorists, transit riders, freight providers, and micromobility device users.
4. Public Involvement: focus on expanding virtual public engagement and access throughout, and particularly at the beginning, or transportation planning processes.
5. Strategic Highway Network (STRAHNET)/United States Department of Defense Coordination: focus on improving designated STRAHNET roadways for national and civil defense purposes in coordination with the United States Department of Defense.
6. Federal Land Management Agency Coordination: focus on improving access to federal lands in coordination with Federal Land Management Agencies (FMLAs).
7. Planning and Environmental Linkages: focus on consideration of environmental, community, and economic goals early in the transportation planning process to inform environmental review processes to improve environmental outcomes and reduce duplicative efforts.
8. Data in Transportation Planning: focus on improving data sharing across and amongst agencies.

The NMMPO considers the PEAs across and throughout its work program by aligning key activities with national priorities. This involves integrating strategies to enhance transportation equity, improve climate resilience, and promote multimodal connectivity. Specifically, the UPWP reflects a commitment to address underserved communities, reduce greenhouse gas emissions, and support public transit, cycling, and pedestrian infrastructure. The MPO's approach ensures that regional transportation planning not only meets federal guidelines but also fosters sustainable and inclusive growth.

### Envision 2050

Within the Northern Middlesex region, the NMMPO incorporates these federal factors into plans for the region's transportation future. The MPO is guided by a 20-year vision for a modern, safe, equitable, sustainable, and technologically advanced transportation system for the region.

This vision is described in the MPO's current MTP, Envision 2050. The transportation planning work funded through the UPWP is an integral part of achieving this regional vision. The transportation goals of the Northern Middlesex region, as defined in Envision 2050, are as follows:

1. Improve the safety of the transportation system for all users.
2. Efficiently manage existing transportation assets and infrastructure.
3. Improve travel time and reliability for people and goods.
4. Ensure that the transportation network supports economic development and accommodates future economic growth.
5. Minimize and mitigate the impacts of the transportation system of the environment, including air quality, water quality, wildlife, and climate change.
6. Provide fair and equitable transportation access and service quality for all communities.

Within the MTP, each of the above goals is tied to clear and measurable targets for monitoring progress. These targets are noted within each task of the UPWP and will be used to understand and measure the success of the UPWP in advancing the goals of Envision 2050.

## Approach and Deliverables

This UPWP follows the key phases of a typical planning process, ensuring a cohesive and systematic approach to transportation planning. Central to all tasks is management and oversight of the 3C Process (Task Area 1), whereby the MPO and management maintain schedules, coordinate staff work, and ensure timely deliverables. This is followed by public engagement and communication to ensure that MPO constituents have consistent and equitable access to our work and the transportation planning process (Task Area 2). The public process informs the maintenance and development of federal certification documents (Task Area 3). Activities to monitor, collect, and analyze data about the transportation network are fundamental and continuous activities of the NMMPO (Task Area 4), and critical to the MPO's work to support communities in advancing infrastructure improvements by studying priority areas for improvement (Task Area 5). Finally, long range and interdisciplinary planning activities at the intersection of transportation and land use, climate resiliency, housing, economic development, and transit ensure continuous alignment with both regional and federal priorities and identify future opportunities for improvement (Task Areas 6 and 7). By adopting this phased approach, the UPWP not only streamlines project implementation but also enhances compliance with overarching policy goals, fostering a more efficient and goal-oriented planning process.



Figure 2: Relationship Between UPWP Task Areas

### Task Overview

#### Task 1: Maintaining the 3C Process

- Support efforts required for coordinating transportation activities between the NMMPO, other MPOs within the Boston Urbanized Area, member communities, and regional, state, and federal agencies.
- Administration of contracts with MassDOT, the LRTA, and maintaining MOUs with adjacent and overlapping regional entities.
- Internal staff coordination and professional development.

#### Task 2: Communications and Engagement

- Maintaining compliant Public Participation Plan, Title VI, Language Access Plan, and ADA and Civil Rights plans and procedures.
- Transitioning to an accessible web platform with improved translation services, calendar, and reporting functions.
- Developing accessible community and regional mapping and data dashboards.
- Translating documents and interpretation services at public meetings.

### *Task 3: Plan Updates and Implementation*

- Advancing recommendations of Envision 2050, including updating the NMMPO Transportation Evaluation Criteria (TEC).
- Maintaining, amending, and creating the UPWP and TIP.
- Addressing corrective actions and recommendations in the Federal Certification Action Plan.

### *Task 4: Monitoring the Transportation Network*

- Administering the Northern Middlesex traffic counting program and developing the 2023 Traffic Volume Report.
- Studying effectiveness of the TIP through studies of previously implemented projects.
- Developing and complying with state and federal performance measures, incorporating study of freight corridors, pavement and congestion management, and safety.
- Maintaining current and accurate geospatial and quantitative data.

### *Task 5: Advancing Infrastructure Improvement Projects*

- Conducting transportation analyses and studies, including leading two corridor studies:
  - Bridge Street Corridor Study (Dracut)
  - Route 129 Corridor Study (Chelmsford/Billerica)
- Conducting Road Safety Audits following Greater Lowell Vision Zero recommendations.
- Providing local transportation assistance where needed and possible.

### *Task 6: Long Range Interdisciplinary Planning Activities*

- Mobility: engaging in bicycle and pedestrian planning studies; transportation demand management planning activities; Complete Streets planning;
- Transit-Oriented Development (TOD): engaging in local housing policy and plan creation and implementation; planning for local compliance with MBTA Communities Law;
- Climate Resilience: providing Green Communities Program assistance; Climate Pollution Reduction Grant Program planning and implementation activities; Northern Middlesex Stormwater Collaborative support;
- Economic Development: conducting Comprehensive Economic Development Strategy (CEDS) planning for 2025-2030 and implementation activities; travel and tourism planning;
- Interdisciplinary and regional: advancing At Home in Greater Lowell (the regional housing strategy), master planning and area planning activities; scenario planning; implementing recommendations for expanding and improving wastewater infrastructure.

### *Task 7: Strengthening our Regional Transit System*

- Conducting planning activities focused on analysis of upgrades to and connectivity of transit system needed to support growth projections.
- Studying opportunities for transit with the LRTA, in coordination with and between other regional transit service providers (MBTA, MeVA, MRTA).

## **Deliverables**

Work performed in support of these tasks will generate the following major deliverables:

- Updated NMMPO MOU and MOUs with other entities (Tasks 1.2 and 1.3)
- Public Participation Plan Update (Task 2.1)
- Accessibility improvements to NMCOG.org (Task 2.2)
- Title VI Annual Plan Update (Task 2.2)
- Language Access Plan (Task 2.2)
- GIS and data dashboards (Task 2.3)
- Updated Transportation Evaluation Criteria (Task 3.1)
- FFY2026 UPWP (Task 3.2)
- FFY2026-2030 TIP (Task 3.3)
- Traffic Counting Program for 2025 season (Task 4.1)
- Traffic Volume Report (Task 4.1)
- TIP Review Study (Task 4.2)
- Annual Performance Measure benchmarks (Task 4.3)
- Regional Transportation Safety Report (Task 4.3)
- Bridge Street Corridor Study (Task 5.1)
- Route 129 Corridor Study (Task 5.2)
- Road Safety Audits (Task 5.3)
- Regional Bicycle and Pedestrian Plan (Task 6.1)
- Model TDM Ordinance/Bylaw (Task 6.1)
- Housing Production Plan Updates for Dracut, Tyngsborough, and Chelmsford (Task 6.2)
- Chelmsford Center Village Master Plan Update (Task 6.2)
- Green Communities Reporting (Task 6.3)
- 2025 Greater Lowell CEDS Annual Performance Report and 2025-2029 Greater Lowell CEDS Update (Task 6.4)
- At Home in Greater Lowell (Task 6.5)
- Annual transit summary data and trend analysis (Task 7.1)

### **Previous Work and Relationship to Statewide Plans**

Each task area in Section II (Tasks) includes information about tasks performed over the past year. For more extensive information regarding past years' work, please see the FFY23 and FFY24 Unified Planning Work Programs, available at [nmcog.org/transportation](http://nmcog.org/transportation).

MassDOT's Office of Transportation Planning conducts various statewide transportation planning projects, including the statewide Bicycle Plan, Rail Plan, and Freight Plan. Notably, the State is completing work on a statewide long-range transportation plan, Beyond Mobility, the recommendations of which the NMMPO will incorporate into FFY2025 and future activities to ensure consistency and alignment of projects. Consistent with the intent of the Planning and Environmental Linkages and Data in Transportation Planning PEAs noted above, the NMMPO makes use of these documents to inform its own planning efforts to reduce planning redundancy and improve efficiency. For more information about statewide plans, please see: <https://www.mass.gov/statewide-plans>.

## FY 2025 WORK PROGRAM AND BUDGET

### Funding Sources

For Federal Fiscal Year 2025, the NMMPO has programmed \$1,296,292.80 to fund its annual work program based on federal apportionment and pending MassDOT approval of the NMMPO's request for usage of de-obligated PL funding (shown in Table 4 below). Work completed under the UPWP is primarily funded through three different federal aid sources, each addressing individual transportation modes such as highways, mass transit, and bicycle and pedestrian facilities. Anticipated planning activities and funding sources are published before each fiscal year as part of the NMMPO's UPWP. Some UPWP funds originate from MassDOT.

Table 4: Total FFY2025 Programmed Funds

	<b>Metropolitan Planning (PL)<sup>6</sup></b>	<b>Section 5303<sup>7</sup></b>	<b>De-Obligated PL Funds</b>
<b>Total FFY2025 Programmed Funds</b>	\$925,949	\$196,488	\$178,856

- Federal Metropolitan Planning Program (PL) funds:** FHWA planning funds are distributed to the MassDOT Office of Transportation Planning (OTP), according to an allocation formula established by federal legislation, to carry out the 3C planning process. OTP distributes these funds to Massachusetts MPOs according to a formula that is primarily based on the region's road mileage and population as calculated in the most recent decennial census. For FFY2025, the NMMPO apportionment of PL funds increased by a lower proportion than in prior years, as the late release of 2020 Census UZA figure showed less regional growth than seen in other MPO regions. The FFY 2025 3C PL funding allocation for the Northern Middlesex region, including state matching funds, is \$925,949.
- Section 5303 Funds:** FTA provides 3C planning funds for transit projects to MPOs and Departments of Transportation under Section 5303 of the Federal Transit Act. These funds require a non-federal match and are distributed according to an allocation formula. In Massachusetts, these funds are administered by MassDOT, which transfers them from FTA to FHWA to be administered as a Consolidated Planning Grant before distribution. The FFY 2025 FTA allocation for the Northern Middlesex region, including a total local match, is \$196,488.
- De-Obligated PL Funds:** MassDOT's Office of Transportation Planning (OTP) allows the use of previously de-obligated or unused PL funds from up to three years following the year in which the funds were apportioned so long as an MPO can make a compelling case as to how the funding is supplemental to the work that falls within the MPO's normal budget allocation. With MassDOT approval, de-obligated funds may be used for planning activities such as consultant services and direct cost expenditures to support regional transportation planning activities. With the approval of this UPWP by the MPO, NMMPO staff will issue a formal request to MassDOT OTP that clearly describes the requested activities, services, and costs that will be undertaken.

<sup>6</sup> 80% of the total PL funds is federal aid. The State of Massachusetts provides a required 20% match.

<sup>7</sup> 80% of the total Section 5303 funds is federal aid. The State of Massachusetts provides a required 20% match.

This budget requests \$178,866 in de-obligated PL funds for consultant services and a one-time fee to transition to an accessible web platform (Tasks 2.2, 4.1, and 6.1).

## Other Funding Sources

### State Formula Funding

As a regional planning agency, NMCOG receives state funding through the District Local Technical Assistance (DLTA) program, through the MA Executive Office of Housing and Livable Communities. NMCOG uses this program to fund staff time to provide professional technical assistance to member communities in the development of local and regional long-range plans, to achieve compliance with state planning requirements, and to advance regional efficiencies and services. DLTA is the principal funding source for many projects listed in Task 6.2: Transportation Oriented Development, which are supplemented in part by UPWP funding.

### State and Federal Discretionary Funding

The federal aid programs that are not allocated to MPOs or RTAs by formula are called discretionary programs. The state and federal government often awards regions discretionary funding through competitive grant processes. For example, in FFY24, NMCOG was a subrecipient of a Safe Streets and Road for All (SS4A) grant via a joint application with the Merrimack Valley Planning Commission, which led to the development of the Greater Lowell Vision Zero Plan. In August 2024, NMCOG will apply for additional SS4A Planning and Demonstration Grant funds to supplement UPWP funding for Task 5.3: Road Safety Audits and community engagement activities aimed enhancing safer roads. Similarly, NMCOG anticipates receiving a planning grant from the Economic Development Administration for the development of the 2025-2029 Greater Lowell Comprehensive Economic Development Strategy (CEDS); the match for this project is provided by a special allocation of DLTA funds that can supplement and support federal grant activities. Additional UPWP funding is programmed in Task 6.4 for other CEDS activities and minor supplemental work in developing the CEDS update.

Table 5: Other Funding Sources

Funding Source	Contract Amount	Req. Match
DLTA CY2024	\$190,701	10%
DLTA PY 2024 Augmentation (DLTA-A)	\$127,134	
MA Department of Energy Resources	\$69,750	
MBI Digital Equity Planning Program	\$130,023	
MassTrails Grant III	\$8,000	20%
Massachusetts Housing Partnership	\$24,900	
Greater Lowell Community Foundation	\$15,000	
Economic Development Administration	\$75,000	50%
EPA Climate Pollution Reduction Grant	\$25,000	
Northern Middlesex Stormwater Collaborative Assessment	\$52,800	
Member Community Assessments	\$115,800	

### Direct Project Funding through Municipalities

In addition to MPO-funded work, NMCOG develops plans and conducts planning analyses and studies funded directly by member municipalities through individual municipal revenues or grants. This work arises as communities identify funding and based on NMCOG staff capacity and availability and is completed independently of UPWP tasks and subtasks.

State and federal discretionary funds are allocated in part through a bi-annual call for project ideas. The call helps NMCOG to identify potential projects at the local level, available resources, internal NMCOG staffing capacity to support projects, and community capacity and leadership to advance projects.

### **FFY20205 UPWP Budget**

The Federal Fiscal Year 2025 Budget shows the UPWP sources and uses, depicting the approximate hours billed to the contract by subtask. This budget is not intended to show the exact distribution of work hours, but instead an approximation based on current known staffing and capacity. It includes direct costs and amounts requested in de-obligated PL funds by task.

**NMMPO FFY 2025 UPWP BUDGET**

Task	Subtask	Task Subtotals	Direct Costs	PL Carryover Request	Total with Direct	MASSDOT (PL)			FTA 5303			Combined PL/5303 Funding			2.5% Complete Streets
						Federal (80%)	State (20%)	Total	Federal	State	Total	Federal	State	Total	
<b>1 Maintaining the 3C Process</b>															
1.1	Program management, support, and growth	\$ 59,694	\$ 14,427		\$ 74,121	\$ 44,472	\$ 11,118	\$ 55,590	\$ 14,824	\$ 3,706	\$ 18,530	\$ 59,296	\$ 14,824	\$ 74,121	
1.2	MPO coordination	\$ 31,747			\$ 31,747	\$ 25,398	\$ 6,349	\$ 31,747	\$ -	\$ -		\$ 25,398	\$ 6,349	\$ 31,747	
1.3	Regional coordination	\$ 35,845			\$ 35,845	\$ 28,676	\$ 7,169	\$ 35,845	\$ -	\$ -		\$ 28,676	\$ 7,169	\$ 35,845	
1.4	Internal staff collaboration and professional development	\$ 48,823	\$ 9,427		\$ 58,250	\$ 46,600	\$ 11,650	\$ 58,250	\$ -	\$ -		\$ 46,600	\$ 11,650	\$ 58,250	
		\$ 176,109	\$ 23,854	\$ -	\$ 199,963	\$ 145,146	\$ 36,286	\$ 181,432	\$ 14,824	\$ 3,706	\$ 18,530	\$ 159,970	\$ 39,993	\$ 199,963	\$ -
<b>2 Communications and Engagement</b>															
2.1	Public Participation Plan	\$ 19,190	\$ 12,500		\$ 31,690	\$ 25,352	\$ 6,338	\$ 31,690	\$ -	\$ -		\$ 25,352	\$ 6,338	\$ 31,690	
2.2	Transportation Equity Program	\$ 38,761		\$ 23,856	\$ 38,761	\$ 23,257	\$ 5,814	\$ 29,071	\$ 7,752	\$ 1,938	\$ 9,690	\$ 31,009	\$ 7,752	\$ 38,761	
2.3	Open access to our data	\$ 55,324			\$ 55,324	\$ 33,194	\$ 8,299	\$ 41,493	\$ 11,065	\$ 2,766	\$ 13,831	\$ 44,259	\$ 11,065	\$ 55,324	
2.4	Other engagement activities	\$ 42,048			\$ 42,048	\$ 33,639	\$ 8,410	\$ 42,048	\$ -	\$ -		\$ 33,639	\$ 8,410	\$ 42,048	
		\$ 155,324	\$ 12,500	\$ 23,856	\$ 167,824	\$ 115,442	\$ 28,860	\$ 144,302	\$ 18,817	\$ 4,704	\$ 23,521	\$ 134,259	\$ 33,565	\$ 167,824	\$ -
<b>3 Plan and Federal Certification Document Updates and Implementation</b>															
3.1	Envision 2050	\$ 22,101			\$ 22,101	\$ 17,681	\$ 4,420	\$ 22,101	\$ -	\$ -		\$ 17,681	\$ 4,420	\$ 22,101	
3.2	UPWP	\$ 18,262			\$ 18,262	\$ 10,957	\$ 2,739	\$ 13,696	\$ 3,652	\$ 913	\$ 4,565	\$ 14,609	\$ 3,652	\$ 18,262	
3.3	Transportation Improvement Program	\$ 46,297			\$ 46,297	\$ 27,778	\$ 6,945	\$ 34,723	\$ 9,259	\$ 2,315	\$ 11,574	\$ 37,038	\$ 9,259	\$ 46,297	
3.4	Certification Action Plan	\$ 6,503			\$ 6,503	\$ 3,902	\$ 975	\$ 4,877	\$ 1,301	\$ 325	\$ 1,626	\$ 5,202	\$ 1,301	\$ 6,503	
		\$ 93,163	\$ -	\$ -	\$ 93,163	\$ 60,318	\$ 15,079	\$ 75,397	\$ 14,212	\$ 3,553	\$ 17,765	\$ 74,530	\$ 18,633	\$ 93,163	\$ -
<b>4 Monitoring the Transportation Network</b>															
4.1	Traffic Counting	\$ 37,947		\$ 35,000	\$ 37,947	\$ 30,357	\$ 7,589	\$ 37,947	\$ -	\$ -		\$ 30,357	\$ 7,589	\$ 37,947	
4.2	TIP Review Studies	\$ 14,650			\$ 14,650	\$ 11,720	\$ 2,930	\$ 14,650	\$ -	\$ -		\$ 11,720	\$ 2,930	\$ 14,650	
4.3	Performance Measures	\$ 9,531			\$ 9,531	\$ 7,625	\$ 1,906	\$ 9,531	\$ -	\$ -		\$ 7,625	\$ 1,906	\$ 9,531	
4.4	Mapping and GIS	\$ 44,381	\$ 11,315		\$ 55,696	\$ 33,417	\$ 8,354	\$ 41,772	\$ 11,139	\$ 2,785	\$ 13,924	\$ 44,556	\$ 11,139	\$ 55,696	
		\$ 106,508	\$ 11,315	\$ 35,000	\$ 117,823	\$ 83,120	\$ 20,780	\$ 103,900	\$ 11,139	\$ 2,785	\$ 13,924	\$ 94,259	\$ 23,565	\$ 117,823	\$ -
<b>5 Advancing Infrastructure Improvement Projects</b>															
5.1	Dracut - Bridge Street Corridor Study	\$ 15,409			\$ 15,409	\$ 12,327	\$ 3,082	\$ 15,409	\$ -	\$ -		\$ 12,327	\$ 3,082	\$ 15,409	
5.2	Billerica/Chelmsford - Route 129 and Brick Kiln Road Study	\$ 17,145			\$ 17,145	\$ 13,716	\$ 3,429	\$ 17,145	\$ -	\$ -		\$ 13,716	\$ 3,429	\$ 17,145	
5.3	Vision Zero Implementation and Engagement	\$ 27,282			\$ 27,282	\$ 16,369	\$ 4,092	\$ 20,461	\$ 5,456	\$ 1,364	\$ 6,820	\$ 21,825	\$ 5,456	\$ 27,282	
5.4	Misc local TA	\$ 30,643			\$ 30,643	\$ 24,514	\$ 6,129	\$ 30,643	\$ -	\$ -		\$ 24,514	\$ 6,129	\$ 30,643	
		\$ 90,479	\$ -	\$ -	\$ 90,479	\$ 66,927	\$ 16,732	\$ 83,658	\$ 5,456	\$ 1,364	\$ 6,820	\$ 72,383	\$ 18,096	\$ 90,479	\$ -
<b>6 Long Range Interdisciplinary Planning</b>															
6.1	Active Transportation and Complete Streets	\$ 87,111		\$ 120,000	\$ 87,111	\$ 52,266	\$ 13,067	\$ 65,333	\$ 17,422	\$ 4,356	\$ 21,778	\$ 69,689	\$ 17,422	\$ 87,111	\$ 20,797
6.2	Transportation Oriented Development	\$ 103,727			\$ 103,727	\$ 63,921	\$ 15,980	\$ 79,901	\$ 19,061	\$ 4,765	\$ 23,826	\$ 82,982	\$ 20,745	\$ 103,727	
6.3	Climate Resiliency	\$ 50,662			\$ 50,662	\$ 40,530	\$ 10,132	\$ 50,662	\$ -	\$ -		\$ 40,530	\$ 10,132	\$ 50,662	
6.4	Economic Development	\$ 49,662			\$ 49,662	\$ 39,730	\$ 9,932	\$ 49,662	\$ -	\$ -		\$ 39,730	\$ 9,932	\$ 49,662	
6.5	Regional interdisciplinary planning	\$ 66,592			\$ 66,592	\$ 53,273	\$ 13,318	\$ 66,592	\$ -	\$ -		\$ 53,273	\$ 13,318	\$ 66,592	
		\$ 357,754	\$ -	\$ 120,000	\$ 357,754	\$ 249,721	\$ 62,430	\$ 312,151	\$ 36,483	\$ 9,121	\$ 45,604	\$ 286,203	\$ 71,551	\$ 357,754	\$ 20,797
<b>7 Strengthening our Regional Transit System</b>															
7.1	Transit System Performance Surveillance	\$ 45,216			\$ 45,216	\$ -	\$ -	\$ -	\$ 36,173	\$ 9,043	\$ 45,216	\$ 36,173	\$ 9,043	\$ 45,216	
7.2	Regional Transit Planning	\$ 45,216			\$ 45,216	\$ -	\$ -	\$ -	\$ 36,173	\$ 9,043	\$ 45,216	\$ 36,173	\$ 9,043	\$ 45,216	
		\$ 90,431	\$ -	\$ -	\$ 90,431	\$ -	\$ -	\$ -	\$ 72,345	\$ 18,086	\$ 90,431	\$ 72,345	\$ 18,086	\$ 90,431	
<b>TOTALS</b>		\$ 1,069,768	\$ 47,669	\$ 178,856	\$ 1,117,437	\$ 720,673	\$ 180,168	\$ 900,841	\$ 173,277	\$ 43,319	\$ 216,596	\$ 893,949	\$ 223,487	\$ 1,117,437	\$ 20,797

# SECTION II: UPWP TASKS

## **About the Activity Schedules**

Within the following tasks, work is anticipated to commence and be completed within schedules shown on tables following each subtask description. Months where work on a specific activity is in preparatory phase (developing scopes, RFPs, etc.) are identified through lighter shading, whereas months where staff are engaged in the core of the effort for an activity are indicated in darker shading. Months where deliverables will be produced are noted with an **O**, and months where deliverables will be shared with the NMMPO are noted with an **M**.

## TASK 1: MAINTAINING THE 3C PROCESS

**Lead Staff Member: Kelly Lynema**

### **Task Purpose: Manage and Direct Activities**

Maintain and manage a continuous, comprehensive, and cooperative (3C) transportation planning process with local, state, and federal partners.

This task supports the efforts required for coordinating transportation activities between the NMMPO, other MPOs within the Boston Urbanized Area, member communities, and regional, state, and federal agencies. It includes management and administration of contracts, including the contract with MassDOT and the LRTA.

Finally, the task enhances professional development opportunities to ensure staff have the training, skills, and knowledge necessary to advance 3C planning activities. This task entails participation at transportation and planning conferences and training for staff to improve and maintain transportation planning and policy, GIS, and other related skills, and maintaining staff professional certifications, including AICP and GISP. Additional time is allocated for internal coordination of tasks through staff meetings.

This task applies to and benefits all communities within the NMMPO region.

### **Relationship to Envision 2050 goals and targets**

This task area broadly advances all goals and targets outlined in Envision 2050 through widespread administrative means.

### **Activities in prior year**

- Received Federal Certification and developed NMMPO Certification Review Action Plan;
- Coordinated and managed administrative requirements for monthly NMMPO meetings;
- Presented at MassDOT Moving Together Conference, American Planning Association, National Planning Conference and Southern New England American Planning Association Conference;
- Participated in the Transportation Managers Group and Data User Group;
- Participated in MassDOT/MARPA quarterly meetings and MARPA monthly meetings;
- Conducted monthly meetings with Merrimack Valley Planning Commission MPO staff and quarterly meetings with Nashua Regional Planning Commission MPO staff; and
- Submitted monthly and annual MassDOT 3C Reports and invoicing.

### **1.1: Program Management, Support, and Growth**

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#### Proposed activities for FY25

- Provide support for and implement BIL policies and guidelines, including emphasis on the seven National Goal Areas.
- Participate in the Transportation Managers Group as a means to improve the quality and efficiency of the transportation planning process in the region and in coordination with other MPO and RPA leaders.

- Develop monthly and annual progress reports, including invoicing, as required by State and Federal partners.
- Provide management, guidance, and technical support to local communities and others related to BIL funding programs, Transit Oriented Development, MassWorks, and other State and Federal funding programs.
- Direct and review projects, reports, and tasks to ensure task completion, work accuracy, and quality.
- Review, comment, and provide assistance on federal and state transportation-related plans, programs, regulations and guidelines.

Anticipated products

- Annual MassDOT 3C Report
- Monthly 3C invoices and progress reports
- MassDOT and LRTA contracts

Estimated task completion (date/schedule)

- Continuous

**1.2: MPO Coordination**

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Proposed activities for FY25

- Work with the Metropolitan Planning Organization and its constituent members. Present transportation plans and programs developed through the 3-C public participation process for appropriate NMMPO action.
- Support NMMPO in coordinating monthly NMMPO meetings and related subcommittee meetings.
- Update NMMPO MOU which will expire in April 2025.

Anticipated products

- Updated NMMPO MOU
- MPO meeting notices, agendas, minutes, and presentations

Estimated task completion (date)

- Continuous with monthly deliverables at NMMPO meetings.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
MPO Coordination												
MPO Meetings	M	M	M	M	M	M	M	M	M	M	M	M
M = MPO Meeting; O = external meeting or deliverable												

**1.3: Regional Coordination**

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Proposed activities for FY25

- Coordinate between NMCOG communities, LRTA, private transportation providers, transportation agencies, other organizations and stakeholders at the local, regional, state, and federal levels.

- Work cooperatively with other MPOs comprising the Boston Urbanized Area (Merrimack Valley Planning Commission, Montachusett Regional Planning Commission, and the Metropolitan Area Planning Council) per the terms of the 2021 Memorandum of Understanding for the Boston Urbanized Area.
- Coordinate with Transit agencies comprising the Nashua Urbanized Area (UZA) to update the Nashua UZA Split MOU.
- Work with the other MPOs comprising the Nashua Urbanized Area per the terms of the 2020 Memorandum of Understanding for the Nashua Urbanized Area.
- Provide transportation and transit planning service workshops and educational meetings in support of NMCOG's comprehensive planning programs.

#### Anticipated products

- Updated MOUs with Nashua Urbanized Area MPOs, States, and transit operators
- FFY 2025 LRTA Contract
- Educational materials, presentations, and workshops

#### Estimated task completion (date)

- Continuous

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Review MOUs			M									
Regional Coordination Meetings	O	O	O	O	O	O	O	O	O	O	O	O
FY2026 LRTA Contract											O	

M = MPO Meeting; O = external meeting or deliverable

### 1.4: Internal Staff Collaboration and Professional Development

#### Proposed activities for FY25

- Conduct recurring internal project and staff meetings to maintain project schedules and coordinate workplans.
- Lead and/or participate in transportation and transit workshops, seminars, conferences, training programs, and courses. Review literature on new transportation planning procedures.

#### Anticipated products

- Presentations at local, regional, and national conferences
- Staff professional accreditations and certificates
- Technical assistance, reports, memoranda, and workshops

#### Estimated task completion (date)

- Continuous, with weekly staff meetings, biweekly team meetings, and one-on-one meetings to coordinate work products and deliverables.
- Attendance and potential presentations at MassDOT Moving Together Conference (October, 2024), 2024 Southern New England American Planning Association Conference (October, 2024), Citizen Planner Training Collaborative (CPTC) Conference (March, 2025), MassDOT Transportation Innovation Conference (May, 2025), and others as time and budget allow.

## Task Members, % Time to Task, and Budget

### Staff

NMCOG Staff Members	% time to task
Kelly Lynema	30%
Blake Acton	10%
Transportation Planner I or II	10%
Austen Torres Davis	10%
Carlin Andrus	7.5%
Christopher Glenn Hayes	10%
Meghan Tenhoff	1%
Isabel Emmet	1%
Michael Asciola	1%
Staff Planner (TBD)	1%

### Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs
1.1	Program management, support, and growth	\$59,694	\$14,427
1.2	MPO coordination	\$31,747	
1.3	Regional coordination	\$35,845	
1.4	Internal staff collaboration and professional development	\$48,823	\$9,427
<b>Total</b>		<b>\$176,109</b>	<b>\$23,854</b>

### Estimated Other Costs:

This budget also incorporates expenditures related to memberships and accreditation in professional organizations, conferences, travel, and legal advertisements for meetings.

## TASK 2: COMMUNICATIONS AND ENGAGEMENT

### Lead Staff Member: By sub-task

#### Task Purpose: Communicate our work and engage our constituencies across the region

This task is to be completed through updating and complying with our Public Participation Plan, Title VI, Language Access Plan, and ADA and Civil Rights plans and procedures. It includes major website updates, including a transition to a new Content Management System (CMS)-based platform and development of data and GIS dashboards to provide public access to our work. This is to be completed through updating the Transportation Evaluation Criteria; Title VI; Public Participation Plan; Language Access Plan; ADA and Civil Rights; Accessible GIS and Data Dashboards. This task also includes translation of key documents and provision of interpretation services and public meetings and events.

This task applies to and benefits all communities within the NMMPO region.

#### Relationship to Envision 2050 goals and targets

This task area broadly advances all goals and targets outlined in Envision 2050 through widespread administrative means. The subtasks specifically advance the following goal and related targets:

- **Goal 6:** Provide fair and equitable transportation access and service quality for all communities.  
**Target:** Actively engage EJ communities; review and expand the regional public participation process; and monitor changes in demographics.

#### Activities in prior year

- Maintained public review processes for UPWP, TIP, and the Regional Transportation Plan
- Maintained updated NMMPO information on the NMCOG website
- Issued monthly NMCOG newsletter
- Maintained social media sites such as X, Instagram, LinkedIn, and Facebook
- Updated Title VI report for the NMMPO
- Legal advertisements and official notices for all NMMPO meetings and hearings
- Developed draft Language Access Plan with updated Safe Harbor Languages
- Compiled Comprehensive Housing Affordability Strategy (CHAS) and Census data for member communities and plans
- Aggregated and mapped Census and local data for municipal demographic reports for NMCOG website and use in local planning projects.
- Updated and analyzed EJ community data and developed publicly available maps of EJ communities

## 2.1: Public Participation Plan and Process

Lead staff member: Kelly Lynema

### Proposed activities for FY25

- Complete update to regional Public Participation Plan (commenced in FFY2024) to reflect changes in state and federal regulations and policies and incorporate new approaches to outreach and engagement in the region.
- Develop and manage stakeholder and outreach lists, focusing on developing relationships with underserved/underrepresented groups.
- Create additional opportunities for robust and intentional engagement with constituents on various planning projects, including designing educational workshops to communicate transportation planning processes simply and clearly.
- Lead in-person and virtual events in partnerships with other organizations.
- Announce notices of certification documents and amendments and/or adjustments following processes outlined in the Public Participation Plan.
- Publicize meetings of the NMMPO, the NMMCOG Council, and opportunities for public input and comments following processes outlined in the Public Participation Plan.

### Anticipated Products

- Updated Public Participation Plan
- Educational materials to clarify transportation planning processes.
- Public meeting materials, videos recordings, surveys, and flyers.
- Public meeting notices, presentations, and meeting minutes.

### Estimated task completion (date/schedule)

- Ongoing, with Public Participation Plan brought to NMMPO in November, completion in December.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Public Participation Plan (begun in FFY24)		M	M									
MPO Meetings	M	M	M	M	M	M	M	M	M	M	M	M

M = MPO Meeting; O = external meeting or deliverable

## 2.2: Transportation Equity Program

Lead staff member: Blake Acton

### Proposed activities for FY25

- Transition to new CMS-based web platform with translation and accessibility features; ensure documents and complaint forms are up to date and available in regional Safe Harbor languages.
- Complete Language Access Plan
- Update and implement the Title VI program in accordance with the latest regulations and state and federal policies.
- Address Environmental Justice (EJ) requirements in the preparation of certification documents and in the conduct and preparation of various transportation planning studies and activities.

- Attend training seminars and workshops regarding Diversity, Equity, and Inclusion.
- Analyze updates to critical demographic data available through the American Community Survey estimates and DUNS and adjust NMCOG maps and data dashboards accordingly.
- Support work across staff projects to address transportation equity in projects, studies, and programs.
- Translate key documents, executive summaries, and website into Safe Harbor languages; provide interpretation services for public meetings upon request and to suit meeting type and audience demographics.

### Anticipated products

- Title VI Annual Plan Update (2024)
- Updated CMS-based website with language translation and accessibility features
- Language Access Plan
- Translations of executive summaries of key federal documents

### Use of De-Obligated PL Funds

This subtask includes a request for \$23,856 in de-obligated PL funds, which would fund year 1 costs for complete website design, including DNS and domain hosting set-up, content development, system training, SLL management, and implementation of web transition from current to new platform with improved calendar and web layout functions, translation buttons, and improvements to accessibility issues such as design for color blindness, dyslexia, vision impairment, etc.

### Estimated task completion (date/schedule)

Translation of key documents and interpretation at public meetings will be ongoing and as needed. Review of EJ requirements and demographic analysis to address transportation equity will be continuous and determined by the project's needs and scope.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Website transition						O						
Language Access Plan		M	M									
Title VI Annual Plan Update												
M = MPO Meeting; O = external meeting or deliverable (in the table above, new website)												

## 2.3: Open Access to Our Data

Lead staff member: Carlin Andrus

### Proposed activities for FY25

- Collect and publicize current demographic, employment, workforce, transportation, and land use data through a web-based data dashboard.
- Collect and publicize current municipal and demographic geospatial data through an online GIS dashboard.
- Collect, monitor, and publish roadway condition information, congestion levels, and crash and safety data across the region.
- Research methodologies and models for calculating demographic, transportation, land use, and economic forecasts.

- Promote coordination, cooperation, and standardization among data generators and data users.
- Assist the Census Bureau, the Metropolitan Area Planning Council, and the UMass Donahue Institute in collecting relevant local demographic development data for population and socioeconomic projections.
- Assist MassDOT in the refinement and maintenance of the statewide travel demand model, incorporating local demographic data, land use assumptions, and project information.
- Work with adjoining regions, MassDOT, and consultants relative to the development of travel demand models created for specific transportation projects.
- Work with local communities to improve existing base maps and acquire additional map data.

#### Anticipated products

- Web-based GIS dashboard with downloadable shapefiles
- Web-based data dashboard, including information such as data on transportation equity, safety, climate resilience, demographic data, and LRTA Fixed Route Ridership monitoring data.
- Published data reports (posted to NMCOG website)

#### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Data and GIS dashboards							O					
Data collection and analysis												
M = MPO Meeting; O = external meeting or deliverable (in the table above, dashboards available on new website)												

## 2.4: Engagement and Communications

Lead staff member: Kelly Lynema

#### Proposed activities for FY25

- Educate and support member communities on transportation planning processes, assisting to advance local projects through initiation and design where possible. This will be accomplished through quarterly “planning” meetings with local planners and engineers, as well as establishing municipal liaisons to track project progress and stay apprised of issues.
- Engage with local and regional stakeholders to raise awareness and understanding of transportation planning processes and encourage participation in agency tasks and projects.
- Develop and distribute monthly NMCOG newsletter.
- Post meeting agendas, minutes, press releases, newsletters, and other public documents.

#### Anticipated products

- Monthly newsletter
- Meeting agendas and minutes
- Press releases, newsletters, and other public information materials
- Website and social network posts and maintenance

### Estimated task completion (date/schedule)

- Communication, website and social media posts, press releases, and other public information will be continuous.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Municipal liaisons	O	O	O	O	O	O	O	O	O	O	O	O
"Plangineering" meetings	O			O			O			O		
NMCOG newsletter	O	O	O	O	O	O	O	O	O	O	O	O

M = MPO Meeting; O = external meeting or deliverable

### Task Members, % Time to Task, and Budget

#### Staff

NMCOG Staff Members	% time to task
Kelly Lynema	18%
Blake Acton	15%
Transportation Planner I or II	10%
Austen Torres Davis	5%
Carlin Andrus	27.5%

#### Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs	PL Carryover Request
2.1	Public Participation Plan and Process	\$19,190	\$12,500	
2.2	Transportation Equity Program	\$38,761		\$23,856
2.3	Open access to our data	\$55,324		
2.4	Engagement and Communications	\$42,048		
<b>Total</b>		<b>\$155,324</b>	<b>\$12,500</b>	<b>\$23,856</b>

#### Estimated Other Costs:

This budget also incorporates expenditures related to migrating the NMCOG website content to a new platform with improved accessibility and translation features, integrated data and GIS dashboards, and language interpretation and translation services. The estimated direct cost will be submitted to MassDOT as a formal request from the NMMPO for use of de-obligated PL funds.

This budget also includes direct costs related to the cost of legal advertisements, translation services for key agency documents and materials, and project supplies in support of transportation planning projects.

## TASK 3: PLAN AND FEDERAL CERTIFICATION DOCUMENT UPDATES AND IMPLEMENTATION

**Lead Staff Member: By sub-task**

**Task Purpose: Maintain our plans and ensure compliance with federal and state standards**

Under this task, staff will complete updates to and monitor implementation of Envision 2050, principally by updating the NMMPO's Transportation Evaluation Criteria (TEC) to align with the MTP's goals and objectives. This task dedicates time to maintenance and development of the current and future UPWP and TIP documents. It additionally allocates time to staff for addressing corrective actions and recommendations noted in the Federal Certification Report from March 22, 2024, an outcome of the NMMPO's 2024 Federal Certification Review.

This task applies to and benefits all communities within the NMMPO region.

### Relationship to Envision 2050 goals and targets

- This task area broadly advances all goals and targets outlined in Envision 2050 through widespread technical and administrative means.

### Activities in prior year

- Completed Envision 2050, the Metropolitan Transportation Plan
- Maintained 2024 UPWP and development of 2025 UPWP
- Coordinated FFY 2024-2028 TIP Amendments 1, 2, and 3
- Developed FFY 2025-2029 TIP
- Completed Federal Certification Review and developed Certification Action Plan

### 3.1: Envision 2050

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Lead Staff Member: Blake Acton

#### Proposed activities for FY25

- Evaluate and amend the NMMPO's Transportation Evaluation Criteria (TEC) to align with Envision 2050 goals and objectives and Greater Lowell Vision Zero Regional Safety Action Plan recommendations, focusing on NMMPO adopted performance measures and equitable distribution of federal funding, as well as safety and regional equity.
- Advance recommendations of Envision 2050 based on NMMPO priorities.
- Amend or administratively adjust Envision 2050 as needed.
- Review the air quality issues and strategies outlined in Envision 2050 and its relationship to attaining and maintaining NAAQ Standards.
- Work with MassDOT, FHWA, the Office of Transportation Planning and FTA to refine the transportation project funding level projections as necessary.

Anticipated products

- Updated TEC
- Amendments to Envision 2050 as needed.

Estimated task completion (date/schedule)

- Other activities: ongoing

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
TEC Update			M	M								
M = MPO Meeting; O = external meeting or deliverable												

**3.2: Unified Planning Work Program (UPWP)**

Lead Staff Member: Kelly Lynema

Proposed activities for FY25

- Prepare and maintain a UPWP that describes all transportation and transportation-related planning activities anticipated within the region during the upcoming year, in accordance with applicable federal, state, and regional regulations and guidelines.
- Evaluate analysis methods and explore measures to ensure regional equity in UPWP funding.
- Facilitate NMMPO and public review of UPWP in accordance with the Public Participation Plan.
- Review and amend, as necessary, relevant portions of the UPWP in order to meet federal planning requirements or to address changes in funding levels or federal emphasis areas.
- Monitor the progress of UPWP tasks throughout the work program year.

Anticipated products

- FFY2026 UPWP
- Amendments or adjustments to FFY2025 UPWP as needed
- Quarterly updates to NMMPO on UPWP progress

Estimated task completion (date/schedule)

- Amendments or adjustments to FFY2025 UPWP are ongoing and as needed.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
UPWP Quarterly Updates			M			M			M			M
2026 UPWP Development			O				M	M	M			
M = MPO Meeting; O = external meeting or deliverable (region-wide call for projects in the above table)												

**3.3: Transportation Improvement Program (TIP)**

Co-Lead staff members: Austen Torres Davis and Jessica Boulanger

Proposed activities for FY25

- Revise and amend the FFY2025-2029 TIP as needed.
- Attend meetings with MassDOT staff from the district offices to exchange information regarding TIP projects.
- Develop the FFY2026-2030 TIP.

### Anticipated products

- TIP amendments and adjustments as needed
- FFY 2026-2030 TIP

### Estimated task completion (date/schedule)

- Amendments or adjustments to FFY2025-2029 TIP are ongoing and as needed.
- Meetings with MassDOT District Staff are ongoing and as needed.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
FFY 2026-2030 TIP Development					O	M	M	M				
M = MPO Meeting; O = external meeting or deliverable (TIP Readiness Days in above table)												

### 3.4: Certification Action Plan

Lead staff member: Kelly Lynema

### Proposed activities for FY25

- Resolve corrective actions noted in the Federal Certification Report. This work is to be completed under Tasks 2.1: Public Participation Plan and Process and 2.2: Transportation Equity Program, however coordinating with federal and state agencies is to be completed under this task.
- Address the nine recommendations in the Federal Certification Report.
- Report all activities related to the Federal Certification Report to federal and state partners.

### Anticipated products

- Updated Certification Action Plan

### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Address Corrective Actions						M	M					
Address Recommendations												
M = MPO Meeting; O = external meeting or deliverable												

### Task Members, % Time to Task, and Budget

#### Staff

NMCOG Staff Members	% time to task
Kelly Lynema	8%
Blake Acton	5%
Transportation Planner I or II	20%
Austen Torres Davis	13%
Carlin Andrus	3%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits
3.1	Envision 2050	\$22,101
3.2	UPWP	\$18,262
3.3	Transportation Improvement Program	\$46,297
3.4	Certification Action Plan	\$6,503
<b>Total</b>		<b>\$93,163</b>

## TASK 4: MONITORING THE NORTHERN MIDDLESEX TRANSPORTATION NETWORK

### Lead Staff Member: By sub-task

#### Task Purpose: Monitor our region to understand and respond to change over time

This is to be completed by managing the Northern Middlesex traffic counting program; developing the annual Traffic Volume Report for FY23; TIP Review Studies (Transportation Improvement Program – impact review); freight corridors; performance measures.

Under this task, staff maintain management systems including pavement, congestion, and safety, and ensure coordination between the region and the state on the development, adoption, and tracking of local compliance with performance measures.

This task applies to and benefits all communities within the NMMPO region.

#### Relationship to Envision 2050 goals and targets

This task area broadly advances all goals and targets outlined in Envision 2050 through widespread administrative means. The subtasks specifically advance the following goal and related targets:

- **Goal 1:** Improve the safety of the transportation system for all users.  
**Target:** Reduce fatalities, serious injuries, and non-motorized serious injuries and fatalities; reduce number and severity of crashes for all modes.
- **Goal 2:** Efficiently manage existing transportation assets and infrastructure.  
**Target:** Increase the percentage of interstate and non-interstate pavement in good condition; increase the percentage of bridges in good condition.
- **Goal 3:** Improve travel time and reliability for people and goods.  
**Target:** Improve travel time reliability from 68% to 76%; improve truck time reliability from 1.85 to 1.75; increase non-single occupancy vehicle travel from 33.6% to 39.81%.
- **Goal 5:** Minimize and mitigate the impacts of the transportation system of the environment, including air quality, water quality, wildlife, and climate change.  
**Target:** By 2050 and as compared to 2020, reduce transportation-related carbon dioxide emissions below 1990 levels by 25%; increase miles of sidewalks and trails by 15%.

#### Activities in prior year

- Completed 2022 Traffic Volume Report
- Submitted Quarterly Traffic Counting Updates
- Completed 2023 Traffic Counting Season and submitted all data to MS2 and NMCOG databases
- Commenced 2024 Traffic Counting Season (May through November 2024)
- Completed TIP review study for Route 110 and Tadmuck Road in Westford
- Coordinated NMMPO adoption of Performance Measure 1 (safety) standard
- Developed memo on State Freight Plan

- Collected data for CMAQ Performance Plans
- Assisted with gaining CMAQ funding approval for the Yankee-Doodle Bike Path (Billerica)
- Submitted CMAQ Consultation Committee Requests for three projects

#### 4.1: Traffic Counting

Lead staff member: Austen Torres Davis

##### Proposed activities for FY25

- Collect traffic counts and related data to support planning studies, evaluations, and projects, including volumes, speeds, and vehicle classifications for Traffic Counting years 2024 and 2025.
- Collect parking utilization data, as needed or available.
- Incorporate traffic data into GIS and data dashboards.
- Provide quarterly updates to MassDOT on traffic volume data collection.
- Collect bicycle and pedestrian counts as part of turning movement counts and at high volume locations.
- Prepare Annual Traffic Volume Report and present it to the NMMPO.

##### Use of De-Obligated PL Funds

This subtask includes a request for \$30,000 in de-obligated PL funds for a consultant to conduct traffic counts in FFY2025. The consultant scope of work includes but is not limited to placement and retrieval of traffic counting equipment, downloading of data, preparation of count reports and submittal of reports to NMCOG in compliance with MassDOT Traffic Count Requirements for locations around the Northern Middlesex Region as requested by MassDOT and regional partners.

##### Anticipated products

- 2023 Traffic Volume Report with vehicle classification data, traffic volume growth rates, truck percentages, high volume locations for MassDOT-identified locations and selected local roads.
- Community-specific traffic data reports
- Quarterly traffic volume collection updates to MassDOT

##### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Traffic Volume Report					M							
Traffic Counting Program						O	O					
M = MPO Meeting; O = external meeting or deliverable (RFP and subsequent contract in above schedule)												

#### 4.2: TIP Review Studies

Led staff member: Jessica Boulanger

##### Proposed activities for FY25

- Review historical and current conditions at a recently completed TIP-funded project location by compiling historical data prior to the construction stage, collecting and analyzing current data,

and evaluating effectiveness of the project as it relates to the TEC and NMMPO-adopted performance measures.

- Present findings to the NMMPO and make a summary report available to regional partners.
- GIS assistance and analysis.

**Anticipated products**

- TIP Review Study Summary Report
- Presentation to the NMMPO

**Estimated task completion (date/schedule)**

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
TIP Review Studies			M									
M = MPO Meeting; O = external meeting or deliverable												

**4.3: Performance Measures**

Lead staff member: Austen Torres Davis

**Proposed activities for FY25**

- Assist in development and updating of performance measures, incorporating federal, state, and regional targets in coordination with FHWA, FTA, MassDOT, and other MPOs.
- Assess regional performance relative to the state for Safety (PM1, for both drivers and non-motorists), Bridge and Pavement Condition (PM2), and Congestion Mitigation and Air Quality (CMAQ) and Freight (PM3).
- Work to establish more ambitious crash reduction targets (PM1) and consider adopting more ambitious targets to meet regional and local Vision Zero goals.
- Participate in CMAQ meetings; review the NMMPO CMAQ Performance Plan and update as needed.
- Continue the Congestion Management Process for the region; identify and evaluate bottlenecks impacting congestion, assess the region’s system performance by analyzing data on travel time reliability and truck travel time reliability, peak hour excessive demand, and non-single occupancy vehicle performance measures and targets.
- Refine congestion management performance measures and targets as part of BIL regulations.
- Review updates to the LRTA Transit Asset Management Plan and Public Transportation Agency Safety Plan for use by the LRTA for NMMPO adoption of updated performance measures and targets. Coordinate on asset management, transit safety, and state-of-good-repair measures.

**Anticipated products**

- Regional analysis of Performance Measures.
- MPO endorsement of Performance Measure updates.
- GHG analysis of TIP projects.

#### Estimated task completion (date/schedule)

- Ongoing, annual updates to PM 1 and biannual updates to PM 2 and 3 based on state guidance. Participation in CMAQ meetings is ongoing and as meetings and projects are announced. Analysis of TIP projects will occur when new projects are added and reviewed or when project changes require an updated analysis.

#### 4.4: Geographic Information Systems

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Lead staff member: Carlin Andrus

#### Proposed activities for FY25

- Enhance existing digital map data and develop additional geographically referenced data layers for use in transit service analysis, land use analysis, build-out analysis, evaluation of highway alternatives, and bicycle and pedestrian initiatives.
- Create work maps, report graphics, and presentation materials using GIS.
- Maintain and update parcel level mapping.
- Work with state and federal agencies to review, correct, and enhance regional GIS map coverage and related data to meet state standards.
- Complete regional trails mapping as part of statewide trails mapping initiative.
- Provide GIS and other technical support to communities to manage stormwater infrastructure and related data.
- Train staff in GIS and best practices in developing data, maps, and infographics.

#### Anticipated products

- Expanded and enhanced digital layers and data files in conformance with State standards
- Transportation planning maps and graphics in support of planning projects or as requested by communities

#### Estimated task completion (date/schedule)

- Ongoing and as project needs from other tasks (largely task area 6) are identified.

#### Task Members, % Time to Task, and Budget

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##### Staff

NMCOG Staff Members	% time to task
Blake Acton	5%
Transportation Planner I or II	10%
Austen Torres Davis	25%
Carlin Andrus	20%

#### Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs	PL Carryover Request
4.1	Traffic Counting	\$37,947		\$35,000
4.2	TIP Review Studies	\$14,650		
4.3	Performance Measures	\$9,531		
4.4	GIS and Data Management for Planning	\$44,381	\$11,315	
<b>Total</b>		<b>\$106,508</b>	<b>\$11,315</b>	<b>\$35,000</b>

#### Estimated Other Costs:

This budget also fees for a consultant to collect traffic counts in the 2026 traffic counting season. The estimated consultant fees will be submitted to MassDOT as a formal request from the NMMPO for use of de-obligated PL funds.

This budget also includes direct costs related to the purchase of ESRI licenses and purchase of ESRI GIS credits. An additional \$2,000 is included in direct costs for Task 4.4 as a match for Phase III of the statewide trail mapping project being led by the Metropolitan Area Planning Council (MAPC).

## TASK 5: ADVANCING INFRASTRUCTURE IMPROVEMENT PROJECTS

### Lead Staff Member: By sub-task

#### Task Purpose: Study priority areas to advance projects to be funding eligible for future improvements

This Task is specific to TIP management and development, notably for managing the FFY2025-2029 TIP, creating the FFY2026-2030 TIP, and completing two community-identified transportation studies that are important to the region and a necessary step toward advancing projects to the TIP.

The Towns of Dracut, Billerica, and Chelmsford are the primary beneficiaries of subtasks 5.1 and 5.2, respectively. At the writing of this document, locations for Road Safety Audits have not been identified. Staff will utilize the Greater Lowell Vision Zero Plan to identify potential Road Safety Audit locations and endeavor to seek regional and social equity in the selection of the study areas. Task 5.4 applies to and benefits all communities within the NMMPO region.

#### Relationship to Envision 2050 goals and targets

This task specifically advances the following goals and related targets of Envision 2050:

- **Goal 1:** Improve the safety of the transportation system for all users.  
**Target:** Reduce fatalities and serious injuries; reduce non-motorized serious injuries and fatalities; reduce number and severity of crashes for all modes; promote use of technology for projects aimed at improving safety at high crash locations.
- **Goal 2:** Efficiently manage existing transportation assets and infrastructure.  
**Target:** Increase percentage of interstate and non-interstate pavement in good condition; increase percent of bridges in good condition; prioritize ongoing maintenance to avoid added cost of deferred maintenance activities.
- **Goal 3:** Improve travel time and reliability for people and goods.  
**Target:** Increase percent of travel time reliability from 68% to 76%; improve truck time travel reliability; reduce peak hour excessive delay; increase non-single occupancy vehicle travel from 33.6% to 39.81%.
- **Goal 5:** Minimize and mitigate the impacts of the transportation system of the environment, including air quality, water quality, wildlife, and climate change.  
**Target:** By 2050 and as compared to 2020, reduce transportation-related carbon dioxide emissions below 1990 levels by 25%; double bicycling and walking mode share; increase miles of bike lanes by 25%; increase miles of sidewalks and trails by 15%.
- **Goal 6:** Provide fair and equitable transportation access and service quality for all communities.  
**Target:** Evaluate transportation projects and programs to assess impacts on EJ communities through the TIP and UPWP.

## Activities in prior year

- Administered and selected projects from a call for projects from municipalities
- Met with planners and engineers to identify areas in need of future study
- Completed Greater Lowell Vision Zero Plan
- Developed preliminary scope of work for Aiken Street and Bridge Street intersection
- Participated in an RSA at Middlesex Road and Kendall Road/Tyngsborough Bridge
- Incorporated multimodal circulation into Pepperell's Planning Board Rules and Regulations for Special Permit and Site Plan Review
- Conducted a study on heavy vehicle traffic on Ledge Road in Chelmsford
- Developed Chelmsford Land Use and Zoning Conflict Analysis, analyzing land use and zoning conflicts including traffic generation from commercial and industrial land uses and their impacts on neighboring residential uses
- Reviewed placement of utility poles in sidewalks along Route 38 project in Tewksbury
- Met with municipal staff to review existing and potential projects that would qualify for TIP funding

### 5.1: Bridge Street Corridor Study (Dracut)

Lead staff member: Jessica Boulanger

#### Proposed activities for FY25

- Develop scope and present to the Town and NMMPO.
- Review existing conditions, including corridor and intersection geometry, bicycle, and pedestrian facilities, available transit infrastructure, traffic volumes, and crash data.
- Collect traffic volume and turning movement data during peak periods of a typical day.
- Analyze existing traffic conditions to assess the capacity and reliability of the intersection.
- Coordinate with District to perform a traffic signal warrant analysis if needed.
- Develop recommendations to improve the safety and performance of the intersection.
- Develop a report and present it to the NMMPO and Town.
- GIS assistance and analysis.

#### Anticipated products

- Scope of work for the study
- Bridge Street Corridor Study (Dracut) with recommendations
- GIS maps and graphics for reports and presentations

#### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Bridge Street Corridor Study	M			O	M							
M = MPO Meeting; O = external meeting or deliverable												

### 5.2: Route 129 Corridor Study (Billerica/Chelmsford)

Lead staff member: Austen Torres Davis

#### Proposed activities for FY25

- Develop scope and present to the Towns and NMMPO.

- Review existing conditions, including corridor and intersection geometry, bicycle, and pedestrian facilities, available transit infrastructure, traffic volumes, and crash data.
- Collect traffic volume and turning movement data during peak periods of a typical day.
- Analyze existing traffic conditions to assess the capacity and reliability of the intersection.
- Coordinate with District to perform a traffic signal warrant analysis if needed.
- Develop recommendations to improve the safety and performance of the intersection.
- Develop a report and present it to the NMMPO and Towns.
- GIS assistance and analysis.

#### Anticipated products

- Scope of work for the study
- Route 129 Corridor Study (Chelmsford/Billerica) with recommendations
- GIS maps and graphics for reports and presentations

#### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Route 129 Corridor Study	M										O	M

M = MPO Meeting; O = external meeting or deliverable

### 5.3: Vision Zero Implementation and Engagement

Lead staff member: Jessica Boulanger

#### Proposed activities for FY25

- Advance the Greater Lowell Vision Zero Plan by conducting Road Safety Audits on key corridors or intersections in up to three communities.
- Communicate information about crash clusters, safety, and the experience of various roadway users in engagement process for each location around a Vision Zero and a Safe Systems Approach.
- Develop a Transportation Safety Toolkit to engage local stakeholders, decisionmakers, business, and advocacy groups in establishing a safety culture in the Northern Middlesex region.
- Develop and market safety related material for posting on NMCOG website, municipal websites, and through in-person events and pilot projects.
- Assist municipalities in the execution of SS4A grants upon request and in coordination with the Greater Lowell Vision Zero Plan and its implementation.
- GIS assistance and analysis.

#### Use of De-Obligated PL Funds

This subtask includes a request for \$100,000 in de-obligated PL funds for a consultant to provide technical services to complete Road Safety Audits (RSAs). The consultant scope of work includes RSAs for selected intersections or corridors, including a review of existing conditions, traffic patterns, and accident history; work may include performing field inspections during various traffic conditions, identifying potential safety hazards, assistance with engagement. Deliverable: final

report for each location with prioritized recommendations, cost estimates, and implementation timeline, aimed at enhancing overall road safety and reducing accident rates.

#### Anticipated products

- Safety and related educational materials.
- Road Safety Audit report with recommendations for improvements for selected locations.
- GIS maps and graphics for reports and presentations

#### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Road Safety Audits	O	O	O	O	O	O	O	O	O	O	O	M
M = MPO Meeting; O = external meeting or deliverable												

### 5.4: Local Transportation Assistance

Lead staff member: Kelly Lynema

#### Proposed activities for FY25

- Help communities' advance transportation and mobility projects from studies to the MassDOT Project Development Process, including project initiation submissions and agency coordination.
- Provide review and comment to local, state and federal interests on transportation related documents.
- Assist with implementation of recommendations derived from UPWP studies.
- Analyze small-scale transportation problems and solutions.
- Alert and assist municipalities in accessing private, state, and federal grant opportunities related to transportation, transit-oriented development, infrastructure, or complete neighborhoods.
- Provide GIS assistance and analysis as necessary.

#### Anticipated products

- Project document reviews and related memoranda
- Project-related transportation data and analysis of issues and problems
- Assistance, guidance, and presentation and information materials relative to the project development process

#### Estimated task completion (date/schedule)

- Ongoing, upon request by communities.

### Task Members, % Time to Task, and Budget

#### Staff

NMCOG Staff Members	% time to task
Kelly Lynema	7%
Transportation Planner I or II	20%
Austen Torres Davis	15%
Carlin Andrus	5%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	PL Carryover Request
5.1	Bridge Street Corridor Study (Dracut)	\$15,409	
5.2	Route 129 Corridor Study (Billerica / Chelmsford)	\$17,145	
5.3	Road Safety Audits and Engagement	\$27,282	
5.4	Local Transportation Assistance	\$30,643	
<b>Total</b>		<b>\$90,479</b>	

## TASK 6: LONG RANGE INTERDISCIPLINARY PLANNING

### Lead Staff Member: By sub-task

#### Task Purpose: Plan for a prosperous and healthy region.

This Task incorporates planning activities to provide a cooperative, continuous, and comprehensive framework for making transportation investment decisions in areas that meet the region's economic, housing, transportation, and sustainability goals. It includes work at the intersection of transportation and other planning disciplines, including climate resilience, housing and transit-oriented development (TOD), economic development, and planning at the scale of the region.

Subtasks 6.1, 6.3, 6.4, and 6.5 apply to and benefit all communities within the NMMPO region. Within task 6.2, Transit Oriented Development, the towns of Chelmsford, Dracut, and Tyngsborough will receive additional staff hours to complete projects funded primarily by the District Local Technical Assistance program; additional work under subtask 6.2 will apply to and benefit all communities within the region.

#### Relationship to Envision 2050 goals and targets

Task Area 6 specifically advances the following goals and related targets of Envision 2050:

- **Goal 1:** Improve the safety of the transportation system for all users.  
**Target:** Reduce the number and severity of crashes for all modes.
- **Goal 3:** Improve travel time and reliability for people and goods.  
**Target:** Increase non-single-occupancy vehicle travel from 33.6% to 39.81%; reduce on-road mobile source emissions.
- **Goal 4:** Ensure that the transportation network supports economic development and accommodates future economic growth.  
**Target:** Increase number of mixed-income, multifamily housing facilities served by transit; increase number of new businesses and jobs; increase percentage of population and places of employment within ¼ mile of a transit station or route and within ½ mile of a fixed transit route.
- **Goal 5:** Minimize and mitigate the impacts of the transportation system of the environment, including air quality, water quality, wildlife, and climate change.  
**Target:** By 2050 and as compared to 2020, reduce transportation-related carbon dioxide emissions below 1990 levels by 25%, double bicycle and walking mode share, increase miles of bike lanes by 25%, and increase miles of sidewalks and trails by 15%.
- **Goal 6:** Provide fair and equitable transportation access and service quality for all communities.  
**Target:** actively engage EJ communities.

#### Activities in prior year

- Issued a biannual call for project ideas from municipalities.

- Completed the Lowell Open Streets study to evaluate opportunities for temporary street closures to promote pedestrian and bicycle activity and economic development through alternative use of the public realm.
- Completed Walk Dunstable, comprising walk audits in Dunstable Town Center to identify pedestrian improvements.
- Developed scope of work for Regional Bicycle and Pedestrian Plan.
- Assisted seven municipalities in planning for compliance with MBTA Communities Law (M.G.L. Ch. 40A Section 3A).
- Completed Lowell and Dunstable Housing Production Plans; commenced Housing Production Plans for Chelmsford, Dracut, and Tyngsborough.
- Commenced *At Home in Greater Lowell*, a housing strategy for the Northern Middlesex Region
- Coordinated and led quarterly Northern Middlesex Stormwater Collaborative meetings and training sessions around stormwater management issues.
- Completed Stormwater infrastructure facilities inventory and mapping.
- Developed customizable stormwater education materials for municipalities.
- Developed and submitted Green Communities Annual Reports for municipalities.
- Provided MEPA Project Comment letters.
- Participated in the Statewide Stormwater Collaborative Quarterly Meetings with EPA and DEP.
- Completed the 2024 Greater Lowell Comprehensive Economic Development Strategy (CEDS) Annual Report and commenced the planning process for the 2025-2029 CEDS update.

## 6.1: Active Transportation and Complete Streets

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Lead staff member: Austen Torres Davis

### Proposed activities for FY25

- Develop a Regional Bicycle and Pedestrian plan through community engagement, study of existing conditions, identification of gaps or weaknesses in the network, creating recommendations to meet planning goals, and potentially develop one or two conceptual studies for implementation.
- Aggregate municipal Complete Streets Prioritization Plans into a regional map to identify key active transportation corridors and nodes; support municipalities in identify processes for advancing Complete Streets projects through the design and construction funding process.
- Work with local communities and MassDOT to advance bicycle and pedestrian projects through various state processes, including Safe Routes to School planning and trails planning.
- Draft a Transportation Demand Management (TDM) Ordinance/Bylaw to be used by the City of Lowell and shared as model zoning for other municipalities across the region.

### Use of De-Obligated PL Funds

This subtask includes a request for \$120,000 in de-obligated PL funds for a consultant to provide technical assistance in developing a comprehensive regional bicycle and pedestrian plan. This plan will identify opportunities to enhance non-motorized transportation infrastructure, improve safety, and encourage sustainable transportation practices.

### Anticipated products

- Regional Bicycle and Pedestrian Plan
- Plans and reports such as transportation sections of Master Plans
- Model TDM Ordinance/Bylaw

### Estimated task completion (date/schedule)

- Assistance with transportation and mobility sections of plans is ongoing and based on community requests and staff capacity.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Regional Bicycle and Pedestrian Plan								M				
Model TDM Ordinance/Bylaw			O	M								
M = MPO Meeting; O = external meeting or deliverable												

## 6.2: Transit Oriented Development (TOD)

Lead staff member: Christopher Glenn Hayes

### Proposed activities for FY25

- Assist Northern Middlesex communities and local and state housing agencies to holistically plan and create housing, including affordable housing with access to jobs, transit-oriented development, and complete neighborhoods.
- Assist communities toward compliance with M.G.L. c. 40A Section 3A (Multi-Family Zoning Requirement for MBTA Communities).
- Complete analysis of locations for small lot zoning in Tewksbury.
- Evaluate subsidized housing inventories in local communities and identify ways to advance local affordable housing production efforts with the Regional Housing Workgroup.
- Housing Planning coordination with infrastructure needs, including Housing Production Plans, master plans, and area plan assistance.

### Anticipated products

- Chelmsford Housing Production Plan
- Dracut Housing Production Plan
- Tyngsborough Housing Production Plan
- Chelmsford Center Village Master Plan Update
- Tewksbury Small Lot Zoning Study
- Subsidize housing inventory analyses
- Zoning amendments and map updates for communities subject to M.G.L. c. 40A, Section 3 A

### Estimated task completion (date/schedule)

- Other assistance with TOD and housing-related planning is ongoing and based on community requests and staff capacity.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
MBTA Communities Compliance*			O									
Chelmsford Housing Production Plan		O										
Dracut Housing Production Plan	O											
Tyngsborough Housing Production Plan												
Chelmsford Center Village Master Plan Update												
M = MPO Meeting; O = external meeting or deliverable * All NMCOG communities subject to the law are required to comply by 12/31/2024												

### 6.3: Climate Resiliency

Lead staff member: Meghan Tenhoff

#### Proposed activities for FY25

- Conduct MEPA reviews to assess transportation and environmental impacts of projects.
- Assist communities in the development of local climate action plans, net zero action plans, and Municipal Vulnerability Preparedness plans.
- Implement recommendations of the Climate Pollution Reduction Plan.
- Develop outreach and education materials related to climate action plans/net zero action plans.
- Coordinate activities of the Northern Middlesex Stormwater Collaborative (NMSC), including developing training workshops, model bylaws, and educational and outreach materials; assist communities with Massachusetts Small Municipal Separate Storm Sewer System (MA MS4) General Permit compliance and adoption of green infrastructure improvements.
- Assist communities with the procurement of green infrastructure and grey infrastructure equipment and improvements.
- Support the transition of municipal fleets to hybrid or electric vehicles (EVs)
- Support communities in developing and submitting Green Communities reporting.
- Assist with inventory and mapping of stormwater infrastructure.
- Apply for state and federal funding for the agency and municipalities to advance climate resiliency goals and projects.
- Respond to community requests for assistance based on staff capacity and budget.

#### Anticipated products

- Assistance to communities with the MVP 2.0 Planning Process
- MEPA Project reviews
- Regional Clean Energy Workshops
- Green Communities Annual Reports
- NMSC quarterly meetings, training materials, templates and model regulations, best practices guides, and outreach and educational materials.
- Regional procurement of green and grey infrastructure equipment and improvements
- Annual report on stormwater management activities

### Estimated task completion (date/schedule)

- Other assistance with climate resiliency planning is ongoing and based on community requests and staff capacity.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
MEPA Reviews												
NMSC Quarterly Meetings and Workshops		O			O			O			O	
Green Communities Reporting			O									
Stormwater Annual Report			O									
M = MPO Meeting; O = external meeting or deliverable												

## 6.4: Economic Development

Lead staff member: Christopher Glenn Hayes

### Proposed activities for FY25

- Work with CEDS Committee to implement strategies and recommendations in the 2020-2024 Greater Lowell CEDS); tie together CEDS Priority Projects and local economic development related transportation initiatives with the region’s transportation planning program.
- Complete Greater Lowell CEDS 2025 Annual Performance Report
- Complete the Greater Lowell CEDS for 2025-2029
- Improve access to jobs by working with the region’s business organizations and workforce development agencies to address the transportation needs of the area’s workforce.
- Support travel and tourism planning by working with local stakeholders at local and regional tourist destinations and supporting the work of municipal staff.
- Respond to community requests for assistance.

### Anticipated products

- Assistance with grants or similar efforts for economic development, travel and tourism
- 2025 Greater Lowell CEDS Annual Performance Report
- Greater Lowell CEDS for 2025-2029

### Estimated task completion (date/schedule)

- Other assistance with economic development, travel, and tourism planning is ongoing and based on community requests and staff capacity. Annual Reports are approved in the first quarter of 2025. The CEDS 2025-2029 is anticipated to be completed in June 2025.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
2025 CEDS Annual Performance Report					O							
2025-2029 Greater Lowell CEDS Update									O			
M = MPO Meeting; O = external meeting or deliverable (documents shared with CEDS Committee in the above table)												

## 6.5: Regional interdisciplinary planning

Lead staff member: Kelly Lynema

### Proposed activities for FY25

- Complete *At Home in Greater Lowell*, a housing strategy for the Northern Middlesex region, to advance connections between land use, housing production, economic vitality, and mobility across the region.
- Develop and share outreach and education materials with municipal leaders about the relationship between transportation and housing as related to the recommendations of *At Home in Greater Lowell*.
- Work with municipal and state officials and residents to seek changes in land use that will support livable, prosperous communities with access to sustainable transportation.
- Identify, develop scopes of work for, and apply for funding for planning projects of regional significance that relate to or intersect with transportation such as wastewater and regional resiliency as necessary.
- Coordinate and lead quarterly meetings with municipal planners to understand and support projects of regional importance.
- Respond to state requests for regional information or region-based assistance.

### Anticipated products

- At Home in Greater Lowell Plan, with implementation toolkit and storytelling packages.
- Regional project scopes of work

### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
At Home in Greater Lowell		O	O	M								
M = MPO Meeting; O = external meeting or deliverable (At Home in Greater Lowell Plan and Toolkit in the above table)												

## Task Members, % Time to Task, and Budget

### Staff

NMCOG Staff Members	% time to task
Kelly Lynema	10%
Blake Acton	5%
Transportation Planner I or II	20%
Austen Torres Davis	28%
Carlin Andrus	10%
Christopher Glenn Hayes	30%
Meghan Tenhoff	29%
Isabel Emmet	24%
Michael Asciola	44%
Staff Planner (TBD)	12%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	PL Carryover Request
6.1	Active Transportation and Complete Streets	\$87,111	\$120,000
6.2	Transit Oriented Development (TOD)	\$103,727	
6.3	Sustainability, Livability, and Climate Resilience	\$50,662	
6.4	Economic Development	\$49,662	
6.5	Regional Interdisciplinary Planning	\$66,592	
<b>Total</b>		<b>\$357,755</b>	<b>\$120,000</b>

Estimated Other Costs:

This budget also incorporates expenditures related to contracting with a transportation and mobility consultant to assist in the development of a Regional Bicycle and Pedestrian Plan. The estimated consultant fees will be submitted to MassDOT as a formal request from the NMMPO for use of de-obligated PL funds.

## TASK 7: STRENGTHENING OUR REGIONAL TRANSIT SYSTEM

**Lead Staff Member: Blake Acton**

### **Task Purpose: Expand mobility alternatives, reduce use of single-occupancy vehicles (SOVs)**

Planning activities focused on analysis of upgrades to and connectivity of transit system needed to support growth projections. This task includes work with the Lowell Regional Transit Authority (LRTA) as the principal RTA in the region, as well as the Massachusetts Bay Transit Authority (MBTA), Merrimack Valley Transit Authority (MeVA), Montachusett Regional Transit Authority (MART), Nashua Transit System (NTS), Manchester Transit Authority (MTA), and private transit providers.

This task applies to and benefits all communities within the NMMPO region.

### **Relationship to Envision 2050 goals and targets**

Task Area 7 specifically advances the following goals and related targets of Envision 2050:

- **Goal 1:** Improve the safety of the transportation system for all users.  
**Target:** reduce the number and severity of crashes in all transportation modes.
- **Goal 2:** Efficiently manage existing transportation assets and infrastructure.  
**Target:** Reduce the number of transit vehicles that have met or exceeded useful life benchmarks.
- **Goal 3:** Improve travel time and reliability for people and goods.  
**Target:** Increase non-single occupancy vehicle travel from 33.6% to 39.81% by 2026.
- **Goal 4:** Ensure that the transportation network supports economic development and accommodates future economic growth.  
**Targets:** Add or expand transit routes to serve employment centers, health care facilities, or educational facilities; increase percentage of population and places of employment within ¼ mile of a transit station or route (by 5% as compared to 2020).
- **Goal 5:** Minimize and mitigate the impacts of the transportation system of the environment, including air quality, water quality, wildlife, and climate change.  
**Target:** increase electric transit fleet by 15% as compared to 2020.
- **Goal 6:** Provide fair and equitable transportation access and service quality for all communities.  
**Target:** Evaluate transportation projects and programs to assess impacts on EJ communities.

### **Activities in prior year**

- Assisted with LRTA Title VI Review and Certification
- Assisted with LRTA Annual Title VI Update Reports
- Assisted LRTA with Triennial Review, Title VI requests
- Ongoing data collection on LRTA transit ridership information, including passenger trips, passenger miles, route miles, and vehicle information

- Completed bus stop inventory and analysis
- Prepared NTD annual report
- Assisted with NTD Safety and Security Certification
- Prepared MassDOT Rail and Transit Quarterly Report
- Reviewed ADA compliance issues
- Completed the Coordinated Public Transit-Human Services Plan (2023)

## 7.1: Transit System Performance Surveillance

### Proposed activities for FY25

- Complete bus stop and route data inventory project in accordance with MassDOT and LRTA guidelines.
- Develop public-facing regional transit map showing LRTA service routes and connections to other transit authorities.
- Review municipal master plans and comprehensive plans to identify the region’s collective goals and recommendations with regard to transit.
- Support the LRTA with presentations to the NMMPO for adoption of updated performance measures and targets.
- Prepare information for federal and state reporting requirements and certification maintenance as needed.
- Develop GIS maps and graphics for studies and analysis.

### Anticipated products

- Bus Stop Inventory Report and webmap
- Regional transit map
- GIS maps and graphics for reports and presentations

### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Bus Stop Inventory			O									
Regional Transit Map							O					

M = MPO Meeting; O = external meeting or deliverable

- Other assistance with transit tasks is ongoing and based staff capacity.

## 7.2: Regional Transit Planning

### Proposed activities for FY25

- Conduct jobs-accessibility analysis to analyze the effectiveness of the current transit network in providing access to jobs.
- Conduct origin-destination analysis to study transit network alignment with overall regional transit demand, evaluating gaps and opportunities in transit service.

- Simulate potential services changes or redesigns based on recommendations from the above analyses; identify scenarios to evaluate feasibility of route adjustments and potential improvements to the network
- Coordinate with neighboring regional transit authorities, including MEVA, MART, NTS, MTA, the MBTA, and private transit providers to understand regional service provision, capital plans, connections and gaps in the network, and projected demand.
- Assist in preparing requests for proposals, grant applications, statistical analysis, small studies, capital planning, and program implementation.
- Liaise with human service agencies and special interest groups in implementation of the Coordinated Public Transit Human Services Transportation (CPT-HST) Plan. Update the plan as needed to comply with federal and state requirements.
- Participate in Merrimack Valley Regional Coordinating Council (MVRCC) and other Coordinating Council meetings and workshops.
- GIS assistance and analysis.
- Provide memo to NMMPO on progress made on the Coordinated Public Transit-Human Services Plan in Year 1.
- Continue Year 2 implementation of the Coordinated Public Transit-Human Services Plan and propose amendments as needed.

#### Anticipated products

- Jobs-accessibility analysis report
- Origin-destination analysis report
- Year 1 memo and potential update of Coordinated Public Transit-Human Services Plan
- Memoranda and reports as needed
- GIS maps and graphics for reports and presentations

#### Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Jobs-Accessibility Analysis							O					
Origin-Destination Analysis												O
CPT-HSP year 1 memo				O								
M = MPO Meeting; O = external meeting or deliverable												

- Other assistance with transit tasks is ongoing and based staff capacity.

#### Task Members, % Time to Task, and Budge

##### Staff

NMCOG Staff Members	% time to task
Blake Acton	50%
Carlin Andrus	5%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits
7.1	Transit System Performance Surveillance	\$45,216
7.2	Regional Transit Planning	\$45,216
<b>Total</b>		<b>\$90,431</b>

# APPENDICES

## **APPENDIX A**

### **GLOSSARY OF ACRONYMS**

3C	Continuous, Comprehensive, and Cooperative
ADA	Americans with Disability Act
BIL	Bipartisan Infrastructure Law
CEDS	Comprehensive Economic Development Strategy
CHAS	Comprehensive Housing Affordability Strategy
CMAQ	Congestion Mitigation and Air Quality
CMS	Content Management System
CPTC	Citizen Planner Training Collaborative
CPT-HST	Coordinated Public Transit Human Services Transportation
DEP	Department of Environmental Protection
DLTA	District Local Technical Assistance
DLTA-A	District Local Technical Assistance Augmentation
EJ	Environmental Justice
EPA	Environmental Protection Agency
EV	Electric Vehicle
FFY	Federal Fiscal Year (October 1 through September 30)
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GIS	Geographic Information Systems
IJJA	Investment in Infrastructure and Jobs Act
LRTA	Lowell Regional Transit Authority
M.G.L.	Massachusetts General Law
MAPC	Metropolitan Area Planning Council
MART	Montachusett Regional Transit Authority
MassDOT	Massachusetts Department of Transportation
MBI	Massachusetts Broadband Institute
MEPA	Massachusetts Environmental Policy Act
MeVA	Merrimack Valley Transit Authority

MOU	Memorandum of Understanding
MS4	Municipal Separate Storm Sewer System
MTA	Manchester Transit Authority
MTP	Metropolitan Transportation Plan
MVP	Municipal Vulnerability Preparedness
MVPC	Merrimack Valley Planning Commission
MVRCC	Merrimack Valley Regional Coordinating Council
NAAQ	National Ambient Air Quality
NMCOG	Northern Middlesex Council of Governments
NMMPO	Northern Middlesex Metropolitan Planning Organization
NMSC	Northern Middlesex Stormwater Collaborative
NTD	National Transit Database
NTS	Nashua Transit System
OTP	Office of Transportation Planning
PL	Metropolitan Planning Funds or Public Law Funds (FHWA)
PM	Performance Measure
RPA	Regional Planning Agency
RSA	Road Safety Audit
RTA	Regional Transit Authority
SOV	Single-Occupancy Vehicle
SS4A	Safe Streets and Roads for All
TDM	Transportation Demand Management
TEC	Transportation Evaluation Criteria
TIP	Transportation Improvement Program
TOD	Transit-Oriented Development
UPWP	Unified Planning Work Program
UZA	Urbanized Area

## APPENDIX B PUBLIC COMMENTS

### Public Comment Summary FFY 2025 Unified Planning Work Program

Comment Period: May 22 - June 12, 2024

#### Public Meeting

A virtual public meeting was held on June 5, 2024 and was attended by Andrew Jennings, a resident of Lowell and member of the LRTA Board. At the meeting, no comments were made on the UPWP.

#### Comments Received Via Email

Two comments were received via email from members of the public. One comment was received from MassDOT Office of Transportation planning. Additional comments and adjustments were made based on staff feedback and are summarized below.

- **Comment 1: Resident of Tyngsborough – June 2, 2024**

As part of planning for the future of the LRTA and as a way to increase non-single-occupancy vehicle travel, I think a ridership study for a bus route along MA-113 should be conducted. While I don't have a quantitative sense of traffic along 113, having lived in Tyngsboro for a few years I can tell it gets congested, so an alternative to driving could serve the area well. I listed below some of my qualitative reasons leading me to believe it would be a good project:

- there's a number of large apartment complexes in the area, particularly around Rourke Bridge. There are also quite a few smaller complexes as you get to Tyngsboro and the Merrimack River, including my current residence at River Crossing. As my current employer is along another LRTA route, I could see myself taking such a bus to work everyday if the schedule was convenient.
- The Market Basket and other smaller commercial properties along 113 mean the route could serve more than just a commuter connection to the center of Lowell. Passing by the UMass boathouse and the river walking trail mean it could serve more recreational trips too.
- Terminating the route at the Exit 90 park and ride could allow for an alternate connection to Boston for trips not well served by the Commuter Rail. In particular, a convenient bus connection to Logan would then be possible as opposed to multiple transfers on the T in Boston.

#### Staff Response

Subtask 7.2 now includes an activity to coordinate with the LRTA (and other neighboring transit authorities, upon request) in identifying ridership studies on existing and potential future transit routes.

- **Comment 2: Resident of Lowell – June 12, 2024**

One major project appears to be missing from the UPWP, the Regional Transit Plan. This document is produced every five years. The 2015 plan was delivered in August 2015 and the 2020 plan, delayed by COVID, was delivered in January 2021. To release a 2025 report in the

fourth quarter of 2025 will require significant work in FY25.

The Regional Transit Plans for all the Regional Transit Authorities in the Commonwealth have been produced under a single consulting contract issued to an outside consulting firm by MassDOT. NMCOG does not have direct involvement in the production of the report. But because of NMCOG's deep involvement in transit planning in the Northern Middlesex Region, NMCOG should plan on spending a measurable amount of time with the consultant who is preparing the report, brainstorming, and transferring information that NMCOG has already developed so that the consultant isn't spending time duplicating past NMCOG work. The UPWP calls for in Task 7 working with adjacent RTA's and the MBTA to improve connectivity. The work that NMCOG does should be incorporated into the next Regional Transit Plan.

### **Staff Response**

Subtask 7.2 now includes a specific activity regarding staff support of the LRTA in developing the 2025 Regional Transit Plan, which will be confirmed and incorporated into NMCOG's contract for services to the LRTA. Furthermore, staff meet with members of the LRTA monthly and will incorporate this work into their monthly meeting agenda.

- **Comment 3: MassDOT Office of Transportation Planning – DATE**

Derek Shooster, STIP Coordinator provided a table summarizing comments from MassDOT. The table is provided on the following page.

### **Staff response:**

1. Public comments are provided in Appendix B of the UPWP.
2. Additional details regarding the use, scope, and purpose of requested de-obligated PL funds are now included in each subtask for which funds are requested (see Subtask 2.2: Transportation Equity Program, Subtask 4.1: Traffic Counting, Subtask 5.3: Vision Zero Implementation and Engagement, and Subtask 6.1: Active Transportation and Complete Streets).

- **Adjustments following NMCOG staff feedback**

Minor adjustments were made to the following activities and tasks based on staff feedback:

- Additional hours were added to subtask 2.2, Transportation Equity Program to accommodate the need for staff technical assistance on website transition and data dashboards. These hours were shifted away from GIS analysis of the TIP and subtasks 7.1 and 7.2, as a review of time spent by GIS staff on those tasks indicated that time had been overallocated.
- Minor clarification was made to activities and deliverables in subtasks 2.3, Open Access to our Data, and 4.4, Mapping and GIS, to better reflect understanding of regional needs and ongoing activities.
- Subtask 5.3 was modified from Road Safety Audits and Engagement to Vision Zero Implementation and Engagement, and the activities were clarified to more clearly link the work to implementation of the Greater Lowell Vision Zero Plan.

## Kelly Lynema

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**From:** Public Comments  
**Sent:** Monday, June 10, 2024 3:02 PM  
**To:** Kelly Lynema  
**Subject:** FW: Public Comment on FFY 2025 UPWP

See below

Jessica

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**From:** Brian Ferrarotti <bmferrarotti@gmail.com>  
**Sent:** Sunday, June 2, 2024 9:47 AM  
**To:** Public Comments <publiccomments@nmcog.org>  
**Subject:** Public Comment on FFY 2025 UPWP

Hello,

I'm reaching out in response to the request for public comments regarding the 2025 Unified Planning Work Program. As part of planning for the future of the LRTA and as a way to increase non-single-occupancy vehicle travel, I think a ridership study for a bus route along MA-113 should be conducted. While I don't have a quantitative sense of traffic along 113, having lived in Tyngsboro for a few years I can tell it gets congested, so an alternative to driving could serve the area well. I listed below some of my qualitative reasons leading me to believe it would be a good project:

- there's a number of large apartment complexes in the area, particularly around Rourke Bridge. There are also quite a few smaller complexes as you get to Tyngsboro and the Merrimack River, including my current residence at River Crossing. As my current employer is along another LRTA route, I could see myself taking such a bus to work everyday if the schedule was convenient.
- The Market Basket and other smaller commercial properties along 113 mean the route could serve more than just a commuter connection to the center of Lowell. Passing by the UMass boathouse and the river walking trail mean it could serve more recreational trips too.
- Terminating the route at the Exit 90 park and ride could allow for an alternate connection to Boston for trips not well served by the Commuter Rail. In particular, a convenient bus connection to Logan would then be possible as opposed to multiple transfers on the T in Boston.

Otherwise, I appreciate that NMCOG is working towards reducing the greenhouse gas emissions from travel in our area.

Thank you for providing the opportunity for me to comment on this important planning process.

Brian Ferrarotti  
3 Village Ln  
APT 27  
Tyngsboro, MA 01879

## Kelly Lynema

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**From:** Public Comments  
**Sent:** Wednesday, June 12, 2024 10:11 AM  
**To:** Kelly Lynema  
**Subject:** FW: Comments on the UPWP

Jessica

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**From:** Andrew Jennings <aajennings@aol.com>  
**Sent:** Tuesday, June 11, 2024 9:38 PM  
**To:** Public Comments <publiccomments@nmcog.org>  
**Subject:** Comments on the UPWP

Thank you for the draft. I found it to be a much clearer statement of planned work than the current UPWP.

I also appreciate the UPWP includes the development of a regional bicycle and pedestrian plan. I see this as a breakthrough not only because the region needs much more bicycle and pedestrian infrastructure, but because too many transportation infrastructure projects in the region are proposed by individual municipalities that are focused on local needs. I am hopeful that this regional study will demonstrate the synergies that develop when projects are regional. If it does, municipalities will begin to look for benefits beyond their own communities and work more closely with adjacent communities to everyone's benefit.

One major project appears to be missing from the UPWP, the Regional Transit Plan. This document is produced every five years. The 2015 plan was delivered in August 2015 and the 2020 plan, delayed by COVID, was delivered in January 2021. To release a 2025 report in the fourth quarter of 2025 will require significant work in FY25.

The Regional Transit Plans for all the Regional Transit Authorities in the Commonwealth have been produced under a single consulting contract issued to an outside consulting firm by MassDOT. NMCOG does not have direct involvement in the production of the report. But because of NMCOG's deep involvement in transit planning in the Northern Middlesex Region, NMCOG should plan on spending a measurable amount of time with the consultant who is preparing the report, brainstorming, and transferring information that NMCOG has already developed so that the consultant isn't spending time duplicating past NMCOG work. The UPWP calls for in Task 7 working with adjacent RTA's and the MBTA to improve connectivity. The work that NMCOG does should be incorporated into the next Regional Transit Plan.

Thank you for the opportunity to comment on the UPWP.

Andrew Jennings  
29 Talbot Avenue  
North Billerica, MA 01862  
land line: (978) 663-8193

### MPO Liaison UPWP Review Checklist

#### Completeness

ID	✓	Review Item	Comments	Reference
A1	✓	* Table of Contents is accurate and internally-linked.		✓ -- for use in column B
A2	✓	* Document has no broken links.		✗ -- for use in column B
A3	✓	* Document has no text or image placeholders.	Please make sure to include Public Comments in Appendix B of Final UPWP.	
A4	✓	* Charts, tables, and maps are legible and properly annotated.		
A5	✓	* Document passes an accessible check.		
A6	✓	* New federal emphasis areas from the Bipartisan Infrastructure Law (BIL) are referenced.		<a href="https://www.transit.dot.gov/regulations-and-programs/transportation-planning/2021-planning-emphasis-areas">https://www.transit.dot.gov/regulations-and-programs/transportation-planning/2021-planning-emphasis-areas</a>
A7	✓	* Document is available in relevant languages per the MPO's Title VI Plan.		
A8	✓	* List of MPO members is current.		
A9	✓	* Signatory sheet is included and accurate. Update Monica Tibbits-Nutt as Secretary/CEO of MassDOT.		
A10	✓	* Acronyms and partner agency lists are up to date.		

#### Narrative

ID	✓	Review Item	Comments	Reference
B1	✓	* UPWP is comprehensible to the general public.		
B2	✓	* UPWP refers directly to vision, goals, and objectives from RTP.		If you are actually going to use Conveyal or a software through MassDOT, please reach out to we can coordinate
B3	✓	* UPWP Amendment/Adjustment procedures are explicit and align with latest federal guidance (see MAPRA materials)		
B4	✓	Governing MOUs between MassDOT, MPO, RTAs, and neighboring MPOs have been reviewed for potential improvements or updates.		
B5	✓	Planning efforts are coordinated with MassDOT modal plans.		<a href="https://www.mass.gov/statewide-plans">https://www.mass.gov/statewide-plans</a>

#### UPWP Tasks

ID	✓	Review Item	Comments	Reference
C1	✓	* Individual tasks include detailed scopes, budgets, and schedules.		
C2	-	* Individual tasks outline community beneficiaries.	[n/a--Appendix D explains]	
C3	✓	* Transit-related tasks are specific.		
C4	✓	* Includes a task on performance-based planning.		
C5	✓	* Includes a task for an update to any congestion mitigation planning efforts.		Required for TMA MPOs if current CMP is out of date.

C6	✓	* UPWP includes a summary of available staff hours.		
C7		Individual tasks anticipate needed staff-hours / consulting resources.	For sub-tasks looking to use de-obligated PL carryover funding (2.2, 4.1, 5.3, 6.1), please specify in sub-task descriptions of Proposed activities which work is anticipated to use those funds (i.e. consulting resources, direct costs, etc.).	
	✗			
C8	✓	Tasks from previous UPWPs have been analyzed for past utilization.		

**Impacts Analysis**

ID	Review Item	Comments	Reference
D1	* UPWP includes a geographic equity distribution table showing 2020-2024 and current UPWP-funded studies by municipality and number of tasks.		
D2	* UPWP includes a social equity distribution table of past and current UPWP-funded studies considering language access and EJ populations.		
D3	* Public involvement and comment are explicitly documented and in line with MPO's Public Participation Plan.		

\* indicates required by state or federal regulation.

## APPENDIX C FEDERAL PLANNING FACTORS AND UPWP SUBTASKS

All UPWP tasks, deliverables, and processes will advance with consideration of federal transportation planning factors as defined in 23 CFR 450.306 as follows:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
10. Enhance travel and tourism.

Table 6 documents the relationship between the FY25 UPWP subtasks and the federal transportation planning factors.

Table 6: Relationship between Federal Transportation Planning Factors and UPWP Subtasks

Task	Federal Planning Factors									
	1	2	3	4	5	6	7	8	9	10
<b>1 Maintaining the 3C Process</b>										
1.1 Program management, support, and growth	X	X	X	X	X	X	X	X	X	X
1.2 MPO coordination	X	X	X	X	X	X	X	X	X	X
1.3 Regional coordination	X	X	X	X	X	X	X	X	X	X
1.4 Staff collaboration and professional development	X	X	X	X	X	X	X	X	X	X
<b>2 Communications and Engagement</b>										
2.1 Public Participation Plan	X				X		X		X	
2.2 Transportation Equity Program		X		X	X					
2.3 Open access to our data	X	X	X	X	X	X	X	X	X	X
2.4 Other engagement activities	X				X		X		X	
<b>3 Plan and Federal Certification Document Updates and Implementation</b>										
3.1 Envision 2050	X	X	X	X	X	X	X	X	X	X
3.2 UPWP	X	X	X	X	X	X	X	X	X	X
3.3 Transportation Improvement Program	X	X		X	X	X	X	X	X	X
3.4 Certification Action Plan		X		X			X			

Task	Federal Planning Factors									
	1	2	3	4	5	6	7	8	9	10
<b>4</b>	<b>Monitoring the Transportation Network</b>									
4.1	Traffic Counting					X		X		X
4.2	TIP Review Studies	X	X		X	X				
4.3	Performance Measures	X	X	X	X	X	X	X	X	X
4.4	Geographic Information Systems	X	X	X	X	X	X	X	X	X
<b>5</b>	<b>Advancing Infrastructure Improvement Projects</b>									
5.1	Bridge Street Corridor Study (Dracut)	X	X		X	X	X	X	X	
5.2	Route 129 Corridor Study (Billerica/Chelmsford)	X	X		X	X	X	X	X	
5.3	Road Safety Audits and Engagement		X		X		X	X		
5.4	Misc local TA	X	X	X	X	X	X	X	X	X
<b>6</b>	<b>Long Range Interdisciplinary Planning</b>									
6.1	Active Transportation and Complete Streets		X		X	X	X	X		
6.2	Transit-Oriented Development	X			X		X			
6.3	Climate Resiliency	X	X			X	X	X	X	X
6.4	Economic Development	X			X	X				X
6.5	Regional interdisciplinary planning	X			X		X			
<b>7</b>	<b>Strengthening our Regional Transit System</b>									
7.1	Transit System Performance Surveillance		X			X	X	X	X	
7.2	Regional Transit Planning	X	X	X	X	X	X	X		X

## APPENDIX D GEOGRAPHIC AND SOCIAL DISTRIBUTION OF UPWP STUDIES

### Regional Equity: UPWP Studies – 2020-2024

As part of the development of the UPWP, NMMPO staff have developed a geographic and social equity analysis of UPWP-funded transportation planning activities past and proposed. UPWP activities have been reviewed between FFY 2020 and FFY 2024. UPWP tasks were analyzed, resulting in 368 activities from 38 tasks documented, categorized, and compared over the five-year period.

Activities include ongoing data monitoring, targeted studies, development of certification documents and projects funded through the local technical assistance task **Table 7** summarizes the PL apportionment by spending per community.

*Table 7: Geographic Distribution of UPWP-funded Planning Activities*

Community	UPWP Apportionment (2020-2024)	Items per Community	Percentage
Billerica	\$546,714	39	11%
Chelmsford	\$595,778	44	13%
Dracut	\$539,705	39	11%
Dunstable	\$357,467	25	7%
Lowell	\$925,209	63	18%
Pepperell	\$420,549	28	8%
Tewksbury	\$532,696	38	11%
Tyngsborough	\$455,595	31	9%
Westford	\$595,778	43	12%

An analysis of the MassDOT Metropolitan Planning (PL) funding apportionment to the NMMPO showed that the City of Lowell received the highest percentage of the planning funds, with 18% of the total funding between 2020 and 2024. The suburban communities surrounding Lowell received comparable funding during the study period, with percentages ranging from 7%-13%.

Staff also reviewed tasks to determine if the project limits were located in Environmental Justice (EJ) areas within the region. EJ areas include geographical locations where census figures show a concentration of minority populations higher than the regional average or a median income less than 65% of the statewide median. Analysis shows that of the 38 tasks performed since 2020, 34 tasks (89%) served minority EJ areas and 31 (82%) served low-income EJ areas.

Overall, the NMMPO transportation planning process has historically programmed projects of regional benefit rather than community-based deliverables. With the completion of the Greater Lowell Vision Zero Plan, At Home in Greater Lowell, a Regional Bicycle and Pedestrian Plan, the Regional Digital Equity Plan, and the 2025-2029 Comprehensive Economic Development Strategy, NMCOG and NMMPO staff will be moving toward implementation of locally-based recommendations. In alignment with Goal 6 of Envision 2050, the NMMPO and staff should focus local efforts on communities of greatest need and seek to engage communities that have had lower geographic equity in activities completed over recent years.

## APPENDIX E NEMCOG STAFF AND CREDENTIALS

- Jennifer Raitt, Executive Director
- Kelly Lynema, AICP, Deputy Director
- Blake Acton, Regional Transit Planner II
- Carlin Andrus, GISP, GIS and Data Program Manager
- Michael Asciola, AICP, Senior Planner, Housing and Land Use
- Isabel Emmet, AICP, Regional Land Use Planner II
- Christopher Glenn Hayes, AICP, Housing and Economic Development Manager
- Ricardo Machado, Sealer of Weights and Measures
- Mark Normandin, Sealer of Weights and Measures
- Sara Schreiber, Finance and Benefits Manager
- Lesley Shahbazian, Executive Assistant
- Meghan Tenhoff, ENVSP, Sustainability Planner II
- Austen Torres Davis, Transportation Planner II

(Numbers in parentheses represent the approximate percentages of time devoted to transportation planning)

### NORTHERN MIDDLESEX TRANSPORTATION PLANNING STAFF

- Kelly Lynema, AICP, Deputy Director
- Blake Acton, Regional Transit Planner II
- Carlin Andrus, GISP, GIS and Data Program Manager
- Austen Torres Davis, Transportation Planner II
- Transportation Planner