

**NORTHERN MIDDLESEX
METROPOLITAN
PLANNING
ORGANIZATION**

UNIFIED PLANNING WORK PROGRAM

FEDERAL FISCAL YEAR 2026

Endorsed by the NMMPO on June 25, 2025

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



NMMPO
MOVING THE REGION SINCE 1976

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.

State Nondiscrimination Protections

The NMMPO also complies with the Massachusetts Public Accommodation Law, M.G.L. c 272 §§92a, 98, 98a, Prohibiting making any distinction, discrimination, or restriction in admission to or treatment in a place of public accommodation based on **race, color, religious creed, national origin, sex, sexual orientation, disability, or ancestry**. Likewise, NMMPO complies with the Governor's Executive Order 526, section 4 requiring all programs, activities, and services provided, performed, licensed, chartered, funded, regulated, or contracted by the state shall be conducted without unlawful discrimination based on **race, color, age, gender, ethnicity, sexual orientation, gender identity or expression, religion, creed, ancestry, national origin, disability, veteran's status** (including Vietnam-era veterans), or **background**.

Additional Information

To request additional information regarding Title VI and related federal and state nondiscrimination obligations, please contact:

Jennifer Raitt, Executive Director
Northern Middlesex Council of Governments
672 Suffolk Street, Suite 100
Lowell, MA 01854
(978) 454-8021
civilrights@nmcog.org

Complaint Filing

To file a complaint alleging a violation of Title VI or related federal nondiscrimination law, contact the Title VI Specialist (above) within 180 days of the alleged discriminatory conduct.

To file a complaint alleging a violation of the state's Public Accommodation Law, contact the Massachusetts Commission Against Discrimination within 300 days of the alleged discriminator conduct at:

Massachusetts Commission Against Discrimination (MCAD)
One Ashburton Place, 6th Floor
Boston, MA 02109
617-994-6000
TTY: 617-994-6296

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

Phone: (978) 454-8021

Fax: (978) 454-8023

Email: jraitt@nmcog.org

The document is also available for download on our website at www.nmcog.org

- 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.
- ប្រសិនបើលោក-អ្នកត្រូវការបកប្រែពីភាសានេះ សូមទាក់ទងអ្នកឯកទេសលើជំពូកទី6 របស់NMCOG តាមរយៈលេខទូរស័ព្ទ 978-454-8021
- Si necesita esta información en otro idioma, por favor contacte al especialista de NMCOG del Título VI al 978-454-8021.
- Si yon moun vle genyen enfòmasyon sa yo nan yon lòt lang, tanpri kontakte Espesyalis NMCOG Title VI la nan nimewo 978-454-8021.
- 如果需要使用其它语言了解信息，请联系马萨诸塞州交通部（NMCOG）《民权法案》第六章专员，电话978-454-8021。
- 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。
- على الرقم 8021-454-978 NMCOG إذا كنت بحاجة إلى هذه المعلومات بلغة أخرى، يرجى الاتصال بأخصائي العنوان السادس لـ
- જો આ માહિતી અન્ય ભાષામાં જોઈતી હોય તો, કૃપા કરીને NMCOG ટાઇટલ VI નિષ્ણાતનો સંપર્ક કરો ફોન નંબર 978-454-8021 પર.

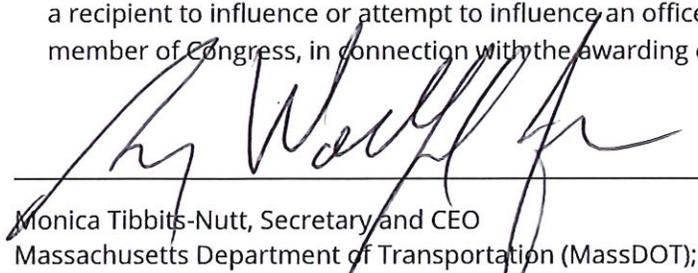
Funding disclaimer

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.

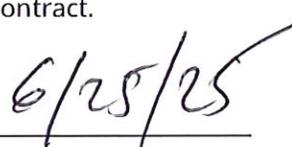
CERTIFICATION OF THE NORTHERN MIDDLESEX MPO TRANSPORTATION PLANNING PROCESS

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.



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



Date

MPO ENDORSEMENT

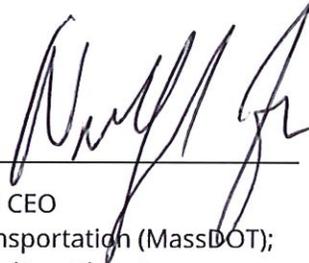
Federal Fiscal Year 2026 UNIFIED PLANNING WORK PROGRAM

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 2026 (October 1, 2025 - September 30, 2026) 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 2026 UPWP.

The Committee of Signatories representing the MPO by a majority vote hereby endorses the Federal Fiscal Year 2026 UPWP for the MPO with the chair signing on behalf of all members.



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



Date 6/25/25

TABLE OF CONTENTS

Notice of Nondiscrimination Rights and Protections	ii
MPO Endorsement	iv
Certification of the Northern Middlesex MPO Transportation Planning Process	v
SECTION I: ABOUT THE UPWP	2
Executive Summary	3
Work Program Overview	8
FY 2026 Work Program and Budget	14
SECTION II: UPWP TASKS.....	2
Task 1: Maintaining the 3C Process	3
1.1: Program Management, Support, and Growth	4
1.2: MPO Coordination	4
1.3: Regional Coordination	5
1.4: Staff Collaboration and Professional Development	5
Task 2: Communications and Engagement	7
2.1: Public Participation, Education, and Engagement	8
2.2: Federal and State Compliance.....	9
2.3: Open Access to Our Data	9
Task 3: Plan and Federal Certification Document Updates and Implementation	11
3.1: Envision 2050 and Metropolitan Transportation Planning	11
3.2: Unified Planning Work Program (UPWP)	12
3.3: Transportation Improvement Program (TIP).....	13
Task 4: Monitoring the Northern Middlesex Transportation Network.....	14
4.1: Traffic Counting	15
4.2: TIP Review Studies	15
4.3: Performance Measures	16
4.4: Geographic Information Systems	17
Task 5: Advancing Infrastructure Improvement Projects	19
5.1: Woburn Street Corridor Study (Lowell/Tewksbury).....	20
5.2: Route 113 Corridor Study (Dunstable)	20
5.3: Vision Zero Implementation and Engagement	21
5.4: Local Technical Assistance	22

Task 6: Long Range Interdisciplinary Planning	23
6.1: Active Transportation and Complete Streets	24
6.2: Transit Oriented Development (TOD)	25
6.3: Environmental Planning	26
6.4: Economic Development	27
6.5: Regional Interdisciplinary Planning	28
Task 7: Strengthening our Regional Transit System.....	30
7.1: Monitoring our Transit System.....	31
7.2: Regional Transit Planning	32
APPENDICES	34
Appendix A Glossary of Acronyms	35
Appendix B Public Comments	37
Appendix C Federal Planning Factors and UPWP Subtasks.....	40
Appendix D Geographic Distribution of UPWP Studies	42
Appendix E NMCOG Staff and Credentials	43

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, 2025.

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. This is 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 L974 and Chapter 420 of the Acts of 1989. NMCOG 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.

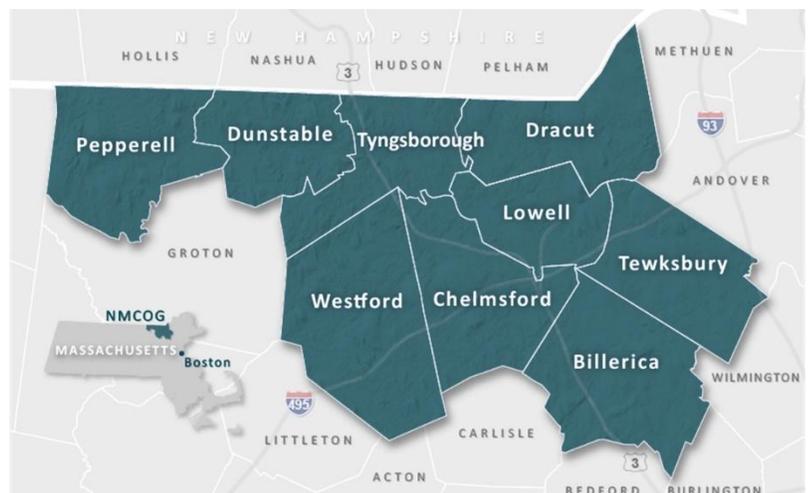


Figure 1: The NMCOG and NMMPO Region

The NMMPO represents the same region as NMCOG. Membership of the MPO is guided by a 2025 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 Advisory 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 following are non-voting ex-officio members of the NMMPO: a representative from a smaller Northern Middlesex community (if not represented by a voting member); an individual or organization representing the interests of underrepresented communities; an individual or organization representing the interests of people who bicycle, walk, or roll; and representatives from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

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
- Stephen Themelis, NMCOG Chair
- Pat Wojtas, NMCOG MPO Representative (and Chelmsford Select Board member)
- Tom Bomil, LRTA Board Chair
- Karyn Puleo, LRTA Representative from a community outside Lowell (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 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.¹ 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 sets out 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, 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.

¹ 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 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 (FFY) 2026, the NMMPO has programmed \$1,145,776 through its regional apportionment to fund its annual work program, plus an additional \$152,900 in metropolitan planning (PL) carryover funds (shown as "PL Carryover" in Table 2 below) for a total of \$1,298,676. 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 FFY2026 Programmed Funds

	Metropolitan Planning (PL) ²	Section 5303 ³	PL Carryover
Total FFY2026 Programmed Funds	\$944,468	\$201,308	\$152,900

As shown in Table 2 above, Federal Metropolitan Planning Program (PL) funds and Section 5303 funds are the primary sources 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 2026 UPWP Work Program and Budget](#).

UPWP Development and Public Engagement, Public Review, and Monitoring

Developing the UPWP

Endorsement of the FFY 2026 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 development of this UPWP:

- January 22, 2025: MassDOT provided preliminary FFY2026 financials, funding allocation and guidance to the MPO to be used in developing the FFY2026 UPWP.
- April 23, 2026: Staff presented a draft UPWP task list to the NMMPO.
- May 5, 2025: FTA announced 5303 apportionments, finalizing funding allocation to MPOs.
- May 28, 2025: Staff presented the draft FFY2026 UPWP to the NMMPO, which voted to release the document for public review and comment.
- June 4, 2025: Staff hosted a public meeting to hear comments on the draft FFY2026 UPWP.
- June 25, 2025: Staff presented comments received; NMMPO voted to endorse the document.
- July 2025: Staff submitted the endorsed UPWP to FHWA, FTA, and MassDOT for approval.
- October 1, 2025: The NMMPO FFY2026 UPWP is effective on the first day of the new FFY.

During the development process for the FY2026 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

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. A 21-day public comment period was held from May 28 through June 18; staff held a public hearing on June 4 to receive public comments. Following the Public Participation Plan's procedures, staff published a notice of availability of the draft UPWP,

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

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

opportunity for public comment, and notification of the June 4, 2025, public hearing in the following media and formats:

- Legal advertisements in the Lowell Sun
- Notification to other local news media;
- 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”;
- Notification via email to the NMMPO distribution list;
- Posts to social media websites; and
- Copies of draft UPWP forwarded to the NMMPO members, stakeholders, and interested parties.

The public was able to submit comments through conventional mail, email, and via the public meeting. 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 25, 2025, 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 an 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

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)⁴ 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 factors⁵ 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](#).

The NMMPO considers these factors across and throughout its work program by aligning key activities with national priorities. This involves integrating strategies to enhance transportation for all, identify strategies for hazard mitigation to maintain the transportation network in severe

⁴ Bipartisan Infrastructure Law, 23 C.F.R. § 450.308 (c)

⁵ Defined in 23 CFR 450.306

weather events and emergencies, and promote multimodal connectivity and transportation choice. The MPO's approach ensures that regional transportation planning not only meets federal guidelines but also fosters economic vitality and growth for all members of our communities.

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, fair, 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. Envision 2050 defines the transportation goals for the Northern Middlesex region 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 on the environment, including air quality, water quality, wildlife, and severe weather.
6. Provide transportation access, choice, 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



Figure 2: Relationship Between UPWP Task Areas

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, environmental planning, hazard mitigation, 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.

Task Overview

Task 1: Maintaining the 3C Process

- Support efforts to coordinate transportation activities between the NMMPO, other MPOs within the Boston Urbanized Area (UZA) and other UZAs, member communities, and regional, state, and federal agencies.
- Maintain and update agency technology (software, hardware) and ongoing implementation of cybersecurity protocol.
- Administration of contract with MassDOT, contract with the LRTA, and maintaining MOUs with adjacent and overlapping regional entities.
- Support member communities in grant applications to secure funding for transportation and interdisciplinary projects.
- Developing scopes of work and team management for UPWP subtasks.
- Internal staff coordination and professional development.

Task 2: Communications and Engagement

- Maintain compliant Public Participation Plan, Title VI, Language Access Plan, and ADA and Civil Rights plans and procedures.
- Develop and maintain communications platforms (social media, website, media relations).
- Support MPO members and regional organizations by convening regional educational summits on transportation and interdisciplinary issues of importance.
- Develop educational materials and videos explaining NMMPO documents, processes, and plans.
- Maintain accessible community and regional mapping and data dashboards.
- Translation of documents and interpretation services at public meetings.

Task 3: Federal Certification Documents

- Advance recommendations of Envision 2050.
- Scope and lead research activities to support the development of the next MTP.
- Monitor policies at the local, state, and federal level to ensure that staff, the NMMPO, and the region are well-informed and able to adapt to policy and funding changes.
- Maintain, amend, and create the UPWP and TIP.
- Explore the development of dedicated programs in the TIP, including a dedicated bicycle and pedestrian improvement fund and a fund for design documents.
- Address recommendations in the Federal Certification Action Plan.

Task 4: Monitoring the Transportation Network

- Administer the Northern Middlesex traffic counting program and updating the Traffic Volume Dashboard with 2025 and 2026 data.
- Study effectiveness of the TIP through studies of previously implemented projects.
- Develop and comply with state and federal performance measures, incorporating study of freight corridors, pavement and congestion management, and safety.
- Maintain current and accurate geospatial and quantitative data.

Task 5: Advancing Infrastructure Improvement Projects

- Conduct transportation analyses and studies, including leading two corridor studies:
 - Woburn Street and I-495 (Lowell/Tewksbury)
 - Route 113 Corridor Study (Dunstable)
- Implement the Greater Lowell Vision Zero Plan, including:
 - Conducting Road Safety Audits following Greater Lowell Vision Zero recommendations.
 - Completing and launching the Vision Zero toolkit.
 - Completing a public, private, and nonprofit partner mobilization study.
- Provide local technical assistance where needed and possible.

Task 6: Long Range Interdisciplinary Planning Activities

- Mobility: engage in bicycle and pedestrian planning studies; transportation demand management planning activities; and Complete Streets planning;
- Transit-Oriented Development (TOD): engage in local housing data collection, policy and plan creation, and implementation, including the nexus of housing and transportation; research related to development of the next MTP; and supporting implementation of Chapter 40A, Section 3A (MBTA Communities)-compliant zoning districts or other development patterns which support multimodal accessibility;
- Environmental Planning: aggregate local environmental data and research related to development of the next MTP; local open space and recreation planning; developing the Northern Middlesex outdoor recreation inventory; providing Green Communities Program assistance; hazard mitigation planning; Northern Middlesex Stormwater Collaborative support;
- Economic Development: engage in local economic development data collection related to the development of the next MTP; implementing the 2025-2030 Comprehensive Economic Development Strategy (CEDS); studying impact of transit, trails, and multimodal transportation on local economy; identification of transportation barriers to economic development; travel and tourism planning;
- Interdisciplinary and regional: complete and implement unified growth plans that integrate transportation and other disciplines, including completing At Home in Greater Lowell (the regional housing strategy); interdisciplinary data collection and analysis; master planning and area planning activities; scenario planning; implementing recommendations for expanding and improving wastewater, electrical, and other infrastructure as part of a unified processes.

Task 7: Strengthening our Regional Transit System

- Conduct planning activities focused on analysis of upgrades to and connectivity of transit system needed to support growth projections.

- Study opportunities for transit with the LRTA, in coordination with and between other regional transit service providers (MBTA, MeVA, MRTA, Middlesex 3 TMA).
- Initiate a pilot study to Improving the accessibility, safety, and comfort of LRTA bus stops by developing a bus stop design and relocation guide.
- Collaborate with RideMatch, MassDOT, and local Councils on Aging to verify services and develop region-wide promotion of transit and paratransit services in the region.

Deliverables

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

- Three to four regionwide summits on planning issues of regional importance (Task 2.1)
- GIS and data dashboards (Task 2.3)
- FFY2027 UPWP (Task 3.2)
- FFY2027-2031 TIP (Task 3.3)
- Memorandum on viability of funding programs through the NMMPO TIP (Task 3.3)
- Traffic Counting Program for 2026 season (Task 4.1)
- Traffic Volume Dashboard (Task 4.1)
- TIP Review Study (Task 4.2)
- Annual Performance Measure benchmarks (Task 4.3)
- Regional Transportation Safety Report (Task 4.3)
- Woburn Street Corridor Study (Task 5.1)
- Route 113 Corridor Study (Task 5.2)
- Road Safety Audits reports (Task 5.3)
- Partner mobilization study (Task 5.3)
- Vision Zero Toolkit (Task 5.3)
- Regional Bicycle and Pedestrian Plan (Task 6.1)
- Housing Production Plan Updates for Pepperell, Chelmsford, and other communities as needed (Task 6.2)
- Open Space and Recreation Plans for Dunstable and Westford (Task 6.3)
- Green Communities Reporting (Task 6.3)
- Northern Middlesex Outdoor Recreation Inventory (Task 6.3)
- 2026 Greater Lowell CEDS Annual Performance Report (Task 6.4)
- At Home in Greater Lowell Phase 2 Report: Toolkit and Implementation Guide (Task 6.5)
- LRTA Bus Stop Design and Relocation Guide (Task 7.1)
- 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 FFY24 and FFY25 Unified Planning Work Programs, available at 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 FFY2026 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, visit: <https://www.mass.gov/statewide-plans>.

FY 2026 WORK PROGRAM AND BUDGET

Funding Sources

For Federal Fiscal Year 2026, the NMMPO has programmed \$1,298,676 to fund its annual work program based on federal apportionment and 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 two 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

	Metropolitan Planning (PL) ⁶	Section 5303 ⁷	De-Obligated PL Funds
Total FFY2026 Programmed Funds	\$944,468	\$201,308	\$152,900

- 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 FFY2026, the NMMPO apportionment of PL funds increased by approximately 2%. The FFY 2025 3C PL funding allocation for the Northern Middlesex region, including state matching funds, is \$944,468.
- 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 2026 FTA allocation for the Northern Middlesex region, including a total local match, is \$201,308.
- 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. NMMPO staff have received approval from MassDOT OTP for use of de-obligated PL funds for consultant service, equipment, and materials in the amount of \$152,900 as described in Tasks 1.1, 4.1, 4.4, and 6.1.

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

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

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 and Task 6.3: Environmental Planning, 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 FFY25, NMCOG was recipient of a Community Planning Grant through the Executive Office of Energy and Environmental Affairs, which will lead to the completion of the regional housing strategy, *At Home in Greater Lowell*. In June 2025, 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.

Table 5: Other Funding Sources

Funding Source	Contract Amount	Req. Match
DLTA CY2025	\$190,701	10%
DLTA PY 2025 Augmentation (DLTA-A / GAP)	\$127,134	
MA Executive Office of Housing and Livable Communities	\$75,000	
MA Department of Energy and Environmental Affairs	\$100,000	20%
MA Office of Outdoor Recreation	\$60,000	20%
Northern Middlesex Stormwater Collaborative Assessment	\$53,200	
Member Community Assessments	\$125,064	

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.

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

FFY2026 UPWP Budget

The Federal Fiscal Year 2026 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.

FINAL DRAFT AS PRESENTED TO NMMPO ON 6/23/25
NMMPO FFY 2025 UPWP BUDGET

Task	Subtask	Task Subtotals	Direct Costs (includes PL carryover)	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	
1 Maintaining the 3C Process														
	1.1 Program management, support, and growth	\$ 75,792	\$ 17,409	\$ 93,201	\$ 65,241	\$ 16,310	\$ 81,551	\$ 9,320	\$ 2,330	\$ 11,650	\$ 74,561	\$ 18,640	\$ 93,201	
	1.2 MPO coordination	\$ 13,604		\$ 13,604	\$ 10,883	\$ 2,721	\$ 13,604	\$ -	\$ -		\$ 10,883	\$ 2,721	\$ 13,604	
	1.3 Regional coordination	\$ 13,947		\$ 13,947	\$ 11,157	\$ 2,789	\$ 13,947	\$ -	\$ -		\$ 11,157	\$ 2,789	\$ 13,947	
	1.4 Internal staff collaboration and professional development	\$ 34,334	\$ 24,160	\$ 58,494	\$ 46,795	\$ 11,699	\$ 58,494	\$ -	\$ -		\$ 46,795	\$ 11,699	\$ 58,494	
		\$ 137,677	\$ 41,569	\$ 179,246	\$ 134,076	\$ 33,519	\$ 167,596	\$ 9,320	\$ 2,330	\$ 11,650	\$ 143,397	\$ 35,849	\$ 179,246	\$ -
2 Communications and Engagement														
	2.1 Public Outreach and Engagement	\$ 74,430	\$ 13,535	\$ 87,964	\$ 70,371	\$ 17,593	\$ 87,964	\$ -	\$ -		\$ 70,371	\$ 17,593	\$ 87,964	
	2.2 Federal and State Compliance	\$ 40,064	\$ 7,100	\$ 47,164	\$ 33,015	\$ 8,254	\$ 41,268	\$ 4,716	\$ 1,179	\$ 5,895	\$ 37,731	\$ 9,433	\$ 47,164	
	2.3 Open access to our data	\$ 44,398		\$ 44,398	\$ 31,078	\$ 7,770	\$ 38,848	\$ 4,440	\$ 1,110	\$ 5,550	\$ 35,518	\$ 8,880	\$ 44,398	
		\$ -		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		\$ -	\$ -	\$ -	
		\$ 158,891	\$ 20,635	\$ 179,526	\$ 134,464	\$ 33,616	\$ 168,080	\$ 9,156	\$ 2,289	\$ 11,445	\$ 143,620	\$ 35,905	\$ 179,526	\$ -
3 Federal Certification Documents														
	3.1 Envision 2050 and future LRTP	\$ 90,001		\$ 90,001	\$ 54,001	\$ 13,500	\$ 67,501	\$ 18,000	\$ 4,500	\$ 22,500	\$ 72,001	\$ 18,000	\$ 90,001	
	3.2 UPWP	\$ 20,326		\$ 20,326	\$ 12,196	\$ 3,049	\$ 15,245	\$ 4,065	\$ 1,016	\$ 5,082	\$ 16,261	\$ 4,065	\$ 20,326	
	3.3 Transportation Improvement Program	\$ 43,082		\$ 43,082	\$ 25,849	\$ 6,462	\$ 32,312	\$ 8,616	\$ 2,154	\$ 10,771	\$ 34,466	\$ 8,616	\$ 43,082	
		\$ -		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		\$ -	\$ -	\$ -	
		\$ 153,410	\$ -	\$ 153,410	\$ 92,046	\$ 23,012	\$ 115,058	\$ 30,682	\$ 7,671	\$ 38,353	\$ 122,728	\$ 30,682	\$ 153,410	\$ -
4 Monitoring the Transportation Network														
	4.1 Traffic Counting	\$ 32,905	\$ 49,000	\$ 81,905	\$ 65,524	\$ 16,381	\$ 81,905	\$ -	\$ -		\$ 65,524	\$ 16,381	\$ 81,905	
	4.2 TIP Review Studies	\$ 14,452		\$ 14,452	\$ 11,561	\$ 2,890	\$ 14,452	\$ -	\$ -		\$ 11,561	\$ 2,890	\$ 14,452	
	4.3 Performance Measures	\$ 7,370		\$ 7,370	\$ 5,896	\$ 1,474	\$ 7,370	\$ -	\$ -		\$ 5,896	\$ 1,474	\$ 7,370	
	4.4 Mapping and GIS	\$ 30,950	\$ 14,810	\$ 45,760	\$ 27,456	\$ 6,864	\$ 34,320	\$ 9,152	\$ 2,288	\$ 11,440	\$ 36,608	\$ 9,152	\$ 45,760	
		\$ 85,676	\$ 63,810	\$ 149,486	\$ 110,437	\$ 27,609	\$ 138,046	\$ 9,152	\$ 2,288	\$ 11,440	\$ 119,589	\$ 29,897	\$ 149,486	\$ -
5 Advancing Infrastructure Improvement Projects														
	5.1 Lowell-Woburn St Ramps and Corridor	\$ 30,543		\$ 30,543	\$ 24,434	\$ 6,109	\$ 30,543	\$ -	\$ -		\$ 24,434	\$ 6,109	\$ 30,543	
	5.2 Dunstable-Route 113 Corridor	\$ 28,316		\$ 28,316	\$ 22,652	\$ 5,663	\$ 28,316	\$ -	\$ -		\$ 22,652	\$ 5,663	\$ 28,316	
	5.3 Vision Zero Implementation and Engagement	\$ 37,250		\$ 37,250	\$ 26,200	\$ 6,550	\$ 32,750	\$ 3,600	\$ 900	\$ 4,500	\$ 29,800	\$ 7,450	\$ 37,250	
	5.4 Misc local TA	\$ 22,912		\$ 22,912	\$ 18,330	\$ 4,582	\$ 22,912	\$ -	\$ -		\$ 18,330	\$ 4,582	\$ 22,912	
		\$ 119,021	\$ -	\$ 119,021	\$ 91,617	\$ 22,904	\$ 114,521	\$ 3,600	\$ 900	\$ 4,500	\$ 95,217	\$ 23,804	\$ 119,021	\$ -
6 Long Range Interdisciplinary Planning														
	6.1 Active Transportation and Complete Streets	\$ 58,439	\$ 90,000	\$ 148,439	\$ 103,907	\$ 25,977	\$ 129,884	\$ 14,844	\$ 3,711	\$ 18,555	\$ 118,751	\$ 29,688	\$ 148,439	\$ 21,212
	6.2 Transportation Oriented Development	\$ 101,217		\$ 101,217	\$ 70,852	\$ 17,713	\$ 88,565	\$ 10,122	\$ 2,530	\$ 12,652	\$ 80,974	\$ 20,243	\$ 101,217	
	6.3 Environmental Planning	\$ 79,941		\$ 79,941	\$ 63,953	\$ 15,988	\$ 79,941	\$ -	\$ -		\$ 63,953	\$ 15,988	\$ 79,941	
	6.4 Economic Development	\$ 39,984		\$ 39,984	\$ 31,987	\$ 7,997	\$ 39,984	\$ -	\$ -		\$ 31,987	\$ 7,997	\$ 39,984	
	6.5 Regional interdisciplinary planning	\$ 55,081		\$ 55,081	\$ 44,065	\$ 11,016	\$ 55,081	\$ -	\$ -		\$ 44,065	\$ 11,016	\$ 55,081	
		\$ 334,662	\$ 90,000	\$ 424,662	\$ 314,764	\$ 78,691	\$ 393,455	\$ 24,966	\$ 6,241	\$ 31,207	\$ 339,729	\$ 84,932	\$ 424,662	\$ 21,212
7 Strengthening our Regional Transit System														
	7.1 Transit System Performance Surveillance	\$ 46,663		\$ 46,663	\$ -	\$ -	\$ -	\$ 37,330	\$ 9,333	\$ 46,663	\$ 37,330	\$ 9,333	\$ 46,663	
	7.2 Regional Transit Planning	\$ 46,663		\$ 46,663	\$ -	\$ -	\$ -	\$ 37,330	\$ 9,333	\$ 46,663	\$ 37,330	\$ 9,333	\$ 46,663	
		\$ 93,326	\$ -	\$ 93,326	\$ -	\$ -	\$ -	\$ 74,661	\$ 18,665	\$ 93,326			\$ 93,326	
TOTALS		\$ 1,082,662	\$ 216,014	\$ 1,298,676	\$ 877,404	\$ 219,351	\$ 1,096,755	\$ 161,537	\$ 40,384	\$ 201,921	\$ 964,280	\$ 241,070	\$ 1,298,676	\$ 21,212

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

Under this task staff 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.

The task ensures the continuous administration of the NMCOG office and programs, including management of information technology, cybersecurity programs, software and hardware management and upgrades, and any related contracting to procure these services, equipment, and the maintenance thereof. It also

This task also includes critical management tasks of personnel undertaking 3C activities, such as regular management support, annual performance reviews and, when necessary, recruiting and selecting new personnel. Work performed under this 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 FFY2025

- Addressed all corrective actions and most recommendations in the NMMPO Certification Review Action Plan;
- Coordinated and managed administrative requirements for monthly NMMPO meetings;
- Presented at MassDOT GIS Conference, American Planning Association, National Planning Conference, and Middlesex 3 events;
- Participated in the Transportation Managers Group and Data User Group;
- Participated in MassDOT/MARPA quarterly meetings and MARPA monthly meetings;
- Administered performance reviews, regular staff check-in meetings, and staff trainings; and
- Submitted monthly and annual MassDOT 3C Reports and invoicing.

1.1: Program Management, Support, and Growth

Proposed activities for FFY26

- Provide support for and implement BIL policies and guidelines.
- Participate in the Transportation Managers Group to improve the quality and efficiency of the transportation planning process in coordination with other MPO and RPA leaders.
- Develop monthly and annual progress reports, including invoices, as required by State and Federal partners.
- Provide management, guidance, and technical support to local communities and others related to state and federal funding programs.
- Administer agency's information technology program, including procurement of technology equipment and services, maintenance contracts, and cybersecurity systems and training.
- 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.

Use of De-Obligated PL Funds

This subtask includes a request for \$6,900 in de-obligated PL funds, which would provide three laptop computers and related materials and equipment for staff, replacing outdated equipment.

Anticipated products

- Annual MassDOT 3C Report
- Monthly 3C invoices and progress reports
- Annual Performance Reviews for all staff participating in 3C processes
- MassDOT, LRTA, and other contracts and agreements for services with providers, municipal partners, the Commonwealth, and the federal government

Estimated task completion (date/schedule)

- Continuous

1.2: MPO Coordination

Proposed activities for FFY26

- 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.
- Coordinate updates to NMMPO membership according to the 2025 MOU.
- Support NMMPO in coordinating monthly NMMPO meetings and related subcommittee meetings.

Anticipated products

- 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
<ul style="list-style-type: none"> M = MPO Meeting; O = external meeting or deliverable 												

1.3: Regional Coordination

Proposed activities for FFY26

- 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 2025 Memorandum of Understanding for the Boston Urbanized Area.
- Work cooperatively with MassDOT and the LRTA per the terms of the 2025 NMMPO Memorandum of Understanding for the Northern Middlesex Region.
- Work with the other MPOs comprising the Nashua Urbanized Area per the terms of the 2025 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

- Educational materials, presentations, and workshops

Estimated task completion (date)

- Continuous

1.4: Staff Collaboration and Professional Development

Proposed activities for FFY26

- Conduct recurring internal projects 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
- Training programs as administered at weekly staff meetings
- 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, 2025), 2025 Southern New England American Planning Association Conference (October, 2025), Citizen Planner Training Collaborative (CPTC) Conference (March, 2026), MassDOT Transportation Innovation Conference (May, 2026), MassHousing Partnership Housing Institute (June, 2026), and others as time and budget allow.

Task Members, % Time to Task, and Budget

Staff

NMCOG Staff Members	% time to task
Kelly Lynema	24%
Blake Acton	5%
Amanuel Regassa	5%
Apple Gould-Schultz	5%
Carlin Andrus	25%
Christopher Glenn Hayes	25%
Meghan Tenhoff	4%
Isabel Emmet	4%
Michael Asciola	1%
Christian D'Emilia	6%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct / De-Obligated PL
1.1	Program management, support, and growth	\$75,792	\$17,409
1.2	MPO coordination	\$13,604	
1.3	Regional coordination	\$13,947	
1.4	Staff collaboration and professional development	\$34,334	\$24,160
Total		\$137,677	\$41,569

Estimated Other Costs:

- Task 1.1 includes approved \$6,900 in de-obligated PL funds as described in the task narrative.
- Task 1.1 includes additional technology, equipment, software licenses, and cybersecurity software.
- Task 1.4 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 implementation of the 2025 Public Participation Plan, Title VI, Language Access Plan, and ADA and Civil Rights plans and procedures. It includes maintenance of the NMCOG website in compliance with state and federal requirements, development and maintenance of data and GIS dashboards to provide public access to our work, and development of educational and outreach programs to increase participation in planning processes. This is to be completed through maintenance, monitoring, and updates as necessary to the agency's Title VI; Language Access, ADA and Civil Rights, and Public Participation Plan.

Beyond monitoring and updates, this task includes the development of region-wide planning summits periodically throughout the FFY to engage with residents across the region and communicate key planning initiatives and state and federal updates.

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 transportation access, choice, and service quality for all communities.
Target: Actively engage all residents; review and expand the regional public participation process; and monitor demographic and geographic changes in participation.

Activities in FFY2025

- Completed and received NMMPO endorsement of the 2025 Public Participation Plan (PPP) (last updated in 2017)
- Maintained public review processes for UPWP, TIP, and the Regional Transportation Plan
- Completed NMCOG and NMMPO rebrand
- Redesign of NMCOG website for accessibility and updated WCAG compliance
- Trained staff on website functionality, including posting minutes and agendas for compliance with Open Meeting Law
- Maintained updated NMMPO information on the NMCOG website
- Issued monthly NMCOG newsletter
- Maintained social media sites: Instagram, LinkedIn, YouTube, and Facebook
- Legal advertisements and official notices for all NMMPO meetings and hearings
- Aggregated and mapped Census and local data for municipal demographic reports for NMCOG website and use in local planning projects.

2.1: Public Participation, Education, and Engagement

Lead staff member: Kelly Lynema

Proposed activities for FFY26

- Implement the 2025 PPP, adjusting as necessary to comply with state and federal requirements; monitor and report on engagement metrics outlined in the Plan.
- Maintain stakeholder and outreach lists, focusing on developing relationships with community groups and organizations.
- Convene regional educational summits on transportation and interdisciplinary planning issues of regional importance.
- Develop educational materials, workshops, and videos explaining NMMPO documents, processes, and plans.
- Develop and distribute monthly NMCOG newsletter.
- Post meeting agendas, minutes, press releases, newsletters, and other public documents.
- 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 PPP.
- Publicize meetings of the NMMPO, the NMCOG Council, and opportunities for public input and comments following processes outlined in the Public Participation Plan.
- Educate and support member communities on transportation planning processes, assisting in advancement of local projects through initiation and design where possible. This will be accomplished through a survey of local planners and engineers to identify their preferred method for regional coordination of transportation-related improvements.

Anticipated Products

- Report on PPP engagement metrics
- Promotional materials and post-meeting meeting summaries for all regional summits
- Educational materials to clarify transportation planning processes
- Public meeting materials, videos recordings, surveys, and flyers
- Public meeting notices, presentations, and meeting minutes
- Survey of municipal staff regarding coordination and education needs

Estimated task completion (date/schedule)

Public notices and materials will be completed as needed and in compliance with the PPP.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Regionwide summits	○				○				○			
PPP metrics report						M						
Municipal staff survey	○											
NMCOG newsletter	○	○	○	○	○	○	○	○	○	○	○	○
NMMPO educational materials			M		M							
MPO and Council Meetings	M	M	M	M	M	M	M	M	M	M	M	M

M = MPO Meeting; ○ = external meeting or deliverable

2.2: Federal and State Compliance

Lead staff member: Blake Acton

Proposed activities for FFY26

- Ensure the agency's compliance with required public engagement documents such as Title VI, Limited English Proficiency Plan (LEP), and the PPP.
- Maintain website, ensuring documents and complaint forms are up to date and available in regional Safe Harbor languages and all posted materials have received compliance verification.
- Monitor policies at the local, state, and federal level to ensure that staff, the NMMPO, and the region are well-informed and able to adapt to policy and funding changes.
- Attend training seminars and workshops regarding federal and state compliance requirements.
- Assist member municipalities with preparation of the Local Update of Census Addresses (LUCA) in advance of the 2030 decennial census.
- Support work across staff projects to ensure all communities have transportation choice.
- 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

- Updated Title VI and LEP, if needed
- Website updates
- Draft LUCA submissions
- Translations of executive summaries of key federal documents

Estimated task completion (date)

- Continuous

2.3: Open Access to Our Data

Lead staff member: Carlin Andrus

Proposed activities for FFY26

- Collect and publicize current demographic, employment, workforce, housing (including Subsidized Housing, affordability, unhoused and housing-insecure population data), transportation, transit access, and land use data through a web-based data dashboard.
- Prepare datasets needed for development of the next MTP.
- Collect and publish municipal demographic geospatial data through an online GIS dashboard.
- 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.
- Work with municipal partners to implement the LUCA process in preparation for the 2030 Decennial Census.

Anticipated products

- Web-based GIS and data dashboard with downloadable shapefiles, including information such as data on transportation access, safety, local hazards and flood-prone areas, and demographic 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)

Task Members, % Time to Task, and Budget

Staff

NMCOG Staff Members	% time to task
Kelly Lynema	24%
Blake Acton	9%
Amanuel Regassa	5%
Apple Gould-Schultz	10%
Carlin Andrus	30%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs
2.1	Public Participation, Education, and Engagement	\$74,430	\$13,535
2.2	Federal and State Compliance	\$40,064	\$7,100
2.3	Open access to our data	\$44,398	
	Total	\$158,891	\$20,635

Estimated Other Costs:

- Task 2.1 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 2.2 incorporates expenditures related to annual maintenance fees for the NMCOG website.

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 monitor the implementation of Envision 2050 and prepare for the development of the next Metropolitan Transportation Plan (MTP), including scoping, research projects, and preliminary engagement. This task dedicates time to maintenance and development of the current and future UPWP and TIP documents.

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 FFY2025

- Updated the NMMPO's Transportation Evaluation Criteria (TEC) to align with Envision 2050 goals and objectives and Greater Lowell Vision Zero Regional Safety Action Plan; applied TEC to projects in the 2026-2030 TIP
- Maintained FFY2025 UPWP, coordinating Amendments 1, 2, 3, and 4
- Developed FFY2026 UPWP
- Coordinated FFY 2025-2029 TIP Amendments 1, 2, 3, and 4, and TIP Adjustments 1, 2, 3, and 4
- Developed FFY 2026-2030 TIP
- Addressed all corrective actions from 2024 Federal Certification Review, following the Certification Action Plan

3.1: Envision 2050 and Metropolitan Transportation Planning

Lead Staff Member: Blake Acton

Proposed activities for FFY26

- 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.
- Develop scope of work and public engagement plan for the next MTP; initiate broad-based public engagement.
- Conduct preliminary data collection and analysis to prepare for the next MTP, producing briefs or memoranda to outline findings.

- Address remaining recommendations in the Federal Certification Report.
- Report all activities related to the Federal Certification Report to federal and state partners.

Anticipated products

- Amendments to Envision 2050 as needed
- Scope of work and budget for next MTP
- Public engagement plan for next MTP
- Research briefs or memoranda related to transportation, mobility, and interdisciplinary planning
- Completed Certification Action Plan

Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Develop MTP scope of work				M								
Develop MTP public engagement plan							M					
Early MTP engagement activities												
Address Recommendations			O			O			O			O

M = MPO Meeting; O = external meeting or deliverable

3.2: Unified Planning Work Program (UPWP)

Lead Staff Member: Kelly Lynema

Proposed activities for FFY26

- 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 fair distribution of projects 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.
- Monitor the progress of UPWP tasks throughout the work program year.

Anticipated products

- FFY2027 UPWP
- Amendments or adjustments to FFY2026 UPWP as needed
- Quarterly updates to NMMPO on UPWP progress

Estimated task completion (date/schedule)

- Amendments or adjustments to FFY2026 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)

Lead Staff Member: Apple Gould-Schultz

Proposed activities for FFY26

- Research the development of dedicated TIP programs, including but not limited to a dedicated bicycle and pedestrian improvement fund and a separate fund for development of design documents.
- Develop an online dashboard to display details, status, and timelines of TIP projects.
- Revise and amend the FFY2026-2030 TIP as needed.
- Attend meetings with MassDOT staff from highway districts to exchange information regarding TIP projects.
- Score new projects utilizing the Transportation Evaluation Criteria (TEC)
- Develop the FFY2027-2031 TIP.

Anticipated products

- Report on viability of dedicated TIP programs, including next steps and recommendations
- TIP amendments and adjustments as needed
- FFY 2027-2031 TIP

Estimated task completion (date/schedule)

- Amendments or adjustments to FFY2026-2030 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 2027-2031 TIP Development					O	M	M	M				
<ul style="list-style-type: none"> • M = MPO Meeting; O = external meeting or deliverable (TIP Readiness Days in above table) 												

Task Members, % Time to Task, and Budget

Staff

NMCOG Staff Members	% time to task
Kelly Lynema	20%
Blake Acton	25%
Amanuel Regassa	25%
Apple Gould-Schultz	25%
Carlin Andrus	5%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs
3.1	Envision 2050 and the MTP	\$90,001	
3.2	UPWP	\$20,326	
3.3	Transportation Improvement Program	\$43,082	
Total		\$153,410	

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 severe weather.
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 FFY2025

- Completed 2023 and 2024 Traffic Volume Report, moving all reporting to a web-based dashboard to improve accessibility
- Submitted Quarterly Traffic Counting Updates
- Completed 2024 Traffic Counting Season and submitted all data to MS2 and NMCOG databases
- Commenced 2025 Traffic Counting Season (May through November 2025)
- Completed TIP review study for Route 129 and Riverneck Road in Chelmsford
- Coordinated NMMPO adoption of Performance Measure standards
- Collected data for CMAQ Performance Plans

4.1: Traffic Counting

Lead staff member: Apple Gould-Schultz

Proposed activities for FFY26

- Collect traffic counts and related data to support planning studies, evaluations, and projects, including volumes, speeds, and vehicle classifications for Traffic Counting calendar years 2025 and 2026.
- 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.
- Present annual update to the Traffic Volume Dashboard to the NMMPO.

Use of De-Obligated PL Funds

- This subtask includes a request for \$40,000 in de-obligated PL funds for a consultant to conduct traffic counts in FFY2026. 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 NMMCOG in compliance with MassDOT Traffic Count Requirements for locations around the region as requested by MassDOT and regional partners.
- This subtask also includes a request for \$9,000 in de-obligated PL funds for mobile pedestrian and bicycling counters to be installed in key locations across the region to aid in bicycle and pedestrian counts.

Anticipated products

- Updated Traffic Volume Dashboard with 2025 and 2026 data on vehicle classification, 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					
<ul style="list-style-type: none"> • M = MPO Meeting; O = external meeting or deliverable (RFP and subsequent contract in above schedule) 												

4.2: TIP Review Studies

Led staff member: Amanuel Regassa

Proposed activities for FFY26

- 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 the effectiveness of the project as it relates to the Transportation Evaluation Criteria (TEC) and NMMPO-adopted performance measures.

- Present findings to the NMMPO and make a summary report available to regional partners.
- Related 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									
<ul style="list-style-type: none"> • M = MPO Meeting; O = external meeting or deliverable 												

4.3: Performance Measures

Lead staff member: Apple Gould-Schultz

Proposed activities for FFY26

- Assist in development and updating of performance measures, incorporating federal, state, and regional targets in coordination with FHWA, FTA, MassDOT, and other MPOs.
- Collect, monitor, and publish roadway condition information, congestion levels, and crash and safety data across the region.
- 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 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 based on MassDOT guidance.

Anticipated products

- Regional analysis of Performance Measures.
- Regional analysis of roadway conditions and systems.
- 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 MassDOT 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

Lead staff member: Carlin Andrus

Proposed activities for FFY26

- 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.
- Contribute to regional trails mapping as part of the 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.

Use of De-Obligated PL Funds

This subtask includes a request for \$4,900 in de-obligated PL funds to pay for a portion of a new large-format plotter to support GIS mapping and public participation activities.

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 need` from other tasks (largely task area 6) are identified.

Task Members, % Time to Task, and Budget

Staff

NMCOG Staff Members	% time to task
Amanuel Regassa	10%
Apple Gould-Schultz	20%
Carlin Andrus	30%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs
4.1	Traffic Counting	\$32,905	\$49,000
4.2	TIP Review Studies	\$14,452	
4.3	Performance Measures	\$7,370	
4.4	GIS and Data Management for Planning	\$30,950	\$14,810
Total		\$85,676	\$63,810

Estimated Other Costs:

- Task 4.1 includes awarded de-obligated PL funds for a traffic counting consultant (\$40,000) and mobile bicycle and pedestrian counters (\$9,000).
- Task 4.4 includes approved \$4,900 in de-obligated PL funds as described in the task narrative.
- Task 4.4 includes direct costs related to the purchase of ESRI licenses and purchase of ESRI GIS credits.

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 FFY2026-2030 TIP, creating the FFY2027-2031 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 ensure equal representation of all NMMCOG communities 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 severe weather.
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 communities with limited mobility choice.

Activities in FFY2025

- Administered and selected projects from a call for projects from municipalities.
- Met with planners and engineers to identify areas in need of future study.
- Collaborated with the City of Lowell in implementing the Greater Lowell Vision Zero Plan in three downtown neighborhoods.
- Completed a roadway and intersection improvement prioritization study for Dracut.
- Completed the Chelmsford Center Village Streetscape Study.
- Updated a study on heavy vehicle traffic on Ledge Road in Chelmsford.
- Met with municipal staff to review projects that would qualify for TIP funding.

5.1: Woburn Street Corridor Study (Lowell/Tewksbury)

Lead staff member: Amanuel Regassa

Proposed activities for FFY26

- Develop scope and present to Lowell, Tewksbury, 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 capacity and reliability of intersections at the ramps.
- Evaluate zoning and land use to assess current and potential future transportation impacts.
- 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 to NMMPO and Town municipal staff of Lowell and Tewksbury.
- GIS assistance and analysis.

Anticipated products

- Scope of work for the study
- Woburn Street Corridor Study (Lowell/Tewksbury) 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
Woburn Street Corridor Study	M			O	M							
<ul style="list-style-type: none"> • M = MPO Meeting; O = external meeting or deliverable 												

5.2: Route 113 Corridor Study (Dunstable)

Lead staff member: Apple Gould-Schultz

Proposed activities for FFY26

- 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.
- Evaluate zoning and land use to assess current and potential future transportation impacts.
- Coordinate with District to perform a traffic signal warrant analysis if needed.
- Develop recommendations to improve the safety and performance of the corridor.
- Develop a report and present it to the NMMPO and Town.
- GIS assistance and analysis.

Anticipated products

- Scope of work for the study
- Route Corridor Study (Dunstable) 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 113 Corridor Study	M			O	O	M						
M = MPO Meeting; O = external meeting or deliverable												

5.3: Vision Zero Implementation and Engagement

Lead staff member: Amanuel Regassa

Proposed activities for FFY26

- Advance the Greater Lowell Vision Zero Plan by conducting Road Safety Audits (RSAs) on key corridors or intersections in up to three communities.
- Collect, monitor, and publish roadway condition information, congestion levels, and crash and safety data across the region.
- Develop a Transportation Safety Toolkit to engage local stakeholders, decision makers, business, and advocacy groups in establishing a safety culture in the Northern Middlesex region.
- Complete a public, private, and nonprofit partner mobilization study to identify implementation partners and advocates for policy and construction improvements.
- Develop and market safety related material for posting on NMMCOG 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.

Anticipated products

- Vision Zero toolkit 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	M
M = MPO Meeting; O = external meeting or deliverable												

5.4: Local Technical Assistance

Lead staff member: Kelly Lynema

Proposed activities for FFY26

- Help communities advance mobility and mobility-related projects from studies to the MassDOT Project Development Process, including project initiation submissions and agency coordination.
- Provide review/comment to local, state and federal interests on transportation related documents.
- Assist with implementation of recommendations derived from UPWP studies.
- Analyze small-scale transportation and interdisciplinary problems and solutions.
- Alert and assist municipalities in accessing 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 informational materials related 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	15%
Amanuel Regassa	30%
Apple Gould-Schultz	23%
Carlin Andrus	10%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs
5.1	Woburn Street Corridor Study (Lowell/Tewksbury)	\$30,543	
5.2	Route 113 Corridor Study (Dunstable)	\$28,316	
5.3	Vision Zero Implementation and Engagement	\$37,250	
5.4	Local Technical Assistance	\$22,912	
Total		\$119,021	

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 at the intersection of transportation and other planning disciplines, including environmental planning, housing and transit-oriented development (TOD), economic development, and planning at the scale of the region in alignment with our goals.

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, and Task 6.3, Environmental Planning, the towns of Pepperell, Billerica, Chelmsford, Dracut, and will receive additional staff hours to complete projects funded primarily by the District Local Technical Assistance program; additional work under subtasks 6.2 and 6.3 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 severe weather.
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 transportation access and service quality for all communities.
Target: Actively engage communities with fewer transportation choices.

Activities in FFY2025

- Issued biannual calls for project ideas from municipalities.
- Completed the first six months of the Greater Lowell Bicycle and Pedestrian Plan, including an existing conditions analysis, summer pop-up events and engagement opportunities, and network analysis
- Aggregated municipal Complete Streets Prioritization Plans into a regional map to identify key active transportation corridors and notes.
- Assisted municipalities in planning for compliance with MBTA Communities Law (M.G.L. Ch. 40A Section 3A); supported implementation of MBTA Communities zoning districts.
- Completed Chelmsford, Dracut, and Tyngsborough Housing Production Plans; commenced Housing Production Plan for Pepperell.
- Completed Phase 1 and commenced Phase 2 of *At Home in Greater Lowell*, a housing strategy for the Northern Middlesex Region.
- Completed the Chelmsford Open Space and Recreation Plan (OSRP); commenced OSPRs for Westford and Dunstable.
- Commenced the Northern Middlesex Outdoor Asset Inventory in cooperation with the Greater Merrimack Valley Convention and Visitors Bureau and Middlesex 3.
- Analyzed transportation and land use strategies in Lowell's three Urban Renewal Districts.
- 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 2025 Greater Lowell Comprehensive Economic Development Strategy (CEDS) Annual Report.
- Completed *Greater Lowell Stronger Together*, the 2025-2030 CEDS update.
- Completed the *Greater Lowell Digital Equity Plan* which includes elements such as expanding the ability for people who face barriers to the internet to telecommute

6.1: Active Transportation and Complete Streets

Lead staff member: Amanuel Regassa

Proposed activities for FFY26

- Complete the Greater Lowell 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 developing conceptual studies for implementation.
- Work with municipalities to 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.

- Complete 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 \$90,000 in de-obligated PL funds for the Greater Lowell Bicycle and Pedestrian Plan consultant to complete 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
Greater Lowell 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 FFY26

- Assist Northern Middlesex communities to holistically plan and create housing oriented toward multimodal transportation, including access to jobs, transit-oriented development, and complete neighborhoods.
- Assemble and analyze local housing data, polices, and plans, particularly as they related to the development of the next MTP.
- Advance housing development and infrastructure improvements for M.G.L. c. 40A Section 3A-compliant communities (Multi-Family Zoning Requirement for MBTA Communities).
- Coordinate housing planning with infrastructure needs, including Housing Production Plans, master plans, and area plan assistance.
- Support community planning and adoption of development patterns which support multimodal accessibility.

Anticipated products

- Pepperell Housing Production Plan
- Subsidized housing inventory analyses
- Data analysis and research papers on housing development in advance of the next MTP

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
Pepperell Housing Production Plan				○								
SHI analysis			○			○			○			○

M = MPO Meeting; ○ = external meeting or deliverable

6.3: Environmental Planning

Lead staff member: Meghan Tenhoff

Proposed activities for FFY26

- Conduct reviews of Massachusetts Environmental Policy Act (MEPA) applications to assess transportation and environmental impacts of projects and generate comment letters when required.
- Assist communities in the development of natural resource and environmental plans, such as OSRPs, Municipal Vulnerability Preparedness plans, and hazard mitigation plans.
- Develop outreach and education materials related to environmental 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 infrastructure improvements.
- Develop the Northern Middlesex Outdoor Recreation Inventory in collaboration with the Greater Merrimack Valley Convention and Visitors Bureau and Middlesex 3.
- Support communities in developing and submitting state reporting.
- Apply for state and federal funding for agency and municipalities for hazard mitigation planning.
- 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 workshops on stormwater management and environmental planning
- Green Communities Annual Reports and Competitive Grant Applications
- Web-based dashboard of regional outdoor recreational assets
- NMSC quarterly meetings, training materials, templates and model regulations, best practices guides, and outreach and educational materials
- Annual report on stormwater management activities
- Data analysis and research papers on environmental planning and local hazard mitigation and preparedness in advance of the next MTP

Estimated task completion (date/schedule)

- Other assistance with environmental 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		○			○			○			○	
Green Communities Reporting/Grants	X	X					X					
Stormwater Annual Report												X
Northern Middlesex Outdoor Asset Inventory			○				○		○			

M = MPO Meeting; ○ = external meeting or deliverable

6.4: Economic Development

Lead staff member: Christopher Glenn Hayes

Proposed activities for FFY26

- Work with CEDS Committee to implement strategies and recommendations in *Greater Lowell Stronger Together*, the 2025-2030 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 2026 Annual Performance Report
- Collect local data and projections on jobs/employment and transportation related to the development of the next MTP.
- 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.
- Study impact of transit, trails, and multimodal transportation on regional economy and identify transportation barriers to economic development.
- Support travel and tourism planning by working with local stakeholders at local and regional tourist destinations and supporting the work of municipal staff to develop and implement Destination Development strategies.
- Formalize collaboration among Northern Middlesex economic development and transportation entities through agreements, collaborative documents, and/or task forces.
- Advance a regional growth strategy to identify growth opportunities and associated transportation and other infrastructure needs.
- Respond to community requests for assistance.

Anticipated products

- Agreements or other document formalizing collaboration between economic development entities in the Northern Middlesex region
- Greater Lowell Growth Plan scope of work
- Assistance with grants or similar efforts for economic development, travel and tourism
- 2026 Greater Lowell CEDS Annual Performance Report
- Data analysis and research papers on economic development in advance of the next MTP

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 2026.

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
2025 CEDS Annual Performance Report					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 FFY26

- Complete Phase 2 of *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 and other municipal staff 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 Phase 2 Report, which will include a toolkit and implementation guide 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					
Municipal planner coordination	O			O			O			O		
• 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	18%
Blake Acton	2%
Amanuel Regassa	25%
Apple Gould-Schultz	17%
Christopher Glenn Hayes	50%
Meghan Tenhoff	92%
Isabel Emmet	90%
Michael Asciola	98%
Christian D'Emilia	88%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs
6.1	Active Transportation and Complete Streets	\$58,439	\$90,000
6.2	Transit Oriented Development (TOD)	\$101,217	
6.3	Environmental Planning	\$79,941	
6.4	Economic Development	\$39,984	
6.5	Regional Interdisciplinary Planning	\$55,081	
	Total	\$334,662	\$90,000

Estimated Other Costs:

Task 6.1 allocates an award of \$90,000 in de-obligated PL funds to complete a contract with the selected consultant for the Greater Lowell Bicycle and Pedestrian Plan.

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), Middlesex 3 Transportation Management Association (TMA), 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 on the environment, including air quality, water quality, wildlife, and severe weather.
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 communities with limited mobility choice.

Activities in FFY2025

- Ongoing data collection on LRTA transit ridership information, including passenger trips, passenger miles, route miles, and vehicle information
- Completed LRTA Bus Stop Inventory Report
- Reviewed ADA compliance issues

- Completed a transit jobs-accessibility analysis
- Developed and updated regional transit maps
- Led regular coordination with transit service providers who operate in the region
- Reviewed updates and provided comments on the LRTA Transit Asset Management Plan and Public Transportation Agency Safety Plan
- Initiated origin-destination analysis of transit network
- Completed memo on status of the Coordinated Public Transit-Human Services Plan.

7.1: Monitoring our Transit Systems

Proposed activities for FFY26

- Coordinate with LRTA, MBTA, Middlesex 3 TMA, MassDOT transit planning, and other transit-related agencies to assess needs and provide support.
- Establish and follow a schedule for maintaining LRTA bus stop and route data inventory.
- Pilot a program using AI-enabled object detection in video footage to maintain bus stop inventory.
- Develop bus stop design and relocation policies and procedures for the LRTA.
- Update 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 for federal and state reporting requirements and certification maintenance as needed.
- Provide up to \$5,000 in staff hours of support for ad hoc LRTA mapping and GIS requests.
- Participate in monthly coordination calls with LRTA staff; attend LRTA Advisory Board meetings.

Anticipated products

- Bus Stop Inventory Report updates
- Updated regional transit maps
- LRTA bus stop design and relocation guidelines

Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Bus Stop Inventory Updates and Pilot			○				○					
Regional Transit Map		○		○								
LRTA Coordination Calls	○	○	○	○	○	○	○	○	○	○	○	○

M = MPO Meeting; ○ = external meeting or deliverable

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

7.2: Regional Transit Planning

Proposed activities for FFY26

- Complete 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 2025 Jobs-Accessibility Analysis, CEDS, At Home in Greater Lowell, and other local plans and developments; identify scenarios to evaluate potential route adjustments and improvements to the network
- Participate in LRTA Comprehensive Regional Transit Plan as a regional stakeholder.
- Coordinate with neighboring regional transit authorities, including Middlesex 3 TMA, 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 assessing regional specialized service needs; collaborate with RideMatch and MassDOT to verify services and develop region-wide promotion of transit and paratransit services in the region.
- Participate in Merrimack Valley Regional Coordinating Council (MVRCC) and other Coordinating Council meetings and workshops.

Anticipated products

- Origin-destination analysis report
- Reporting to the NMMPO on LRTA Comprehensive Regional Transit Plan progress
- Memo on regional specialized transit needs and recommendations for RideMatch
- Memoranda and reports as needed

Estimated task completion (date/schedule)

Task	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
LRTA Regional Transit Plan participation	M	M	M	M	M	O	M					
Origin-Destination Analysis										O	M	
CPT-HSP year 1 memo				O								
<ul style="list-style-type: none"> • M = MPO Meeting; O = external meeting or deliverable 												

Task Members, % Time to Task, and Budget

Staff

NMCOG Staff Members	% time to task
Blake Acton	60%

Estimated Staff Salaries and Benefits:

Task	Task Name	Staff Salaries and Benefits	Direct Costs*
7.1	Monitoring our Transit Systems	\$46,663	\$9,000*
7.2	Regional Transit Planning	\$46,663	
Total		\$93,326	

Estimated Other Costs:

Task 7.1 direct costs are pending a request for \$9,000 in de-obligated PL funds to allocate to the AI-enabled object detection pilot; this amount, if awarded, will be added to the total financial information in earlier sections of the UPWP.

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
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 2026 Unified Planning Work Program

Comment Period: May 28 - June 18, 2025

Public Meeting

A virtual public meeting was held on June 4; there were no attendees from the public.

Comments Received Via Email

No comments were received via email from members of the public. MassDOT staff provided comments addressing scrivener's errors on the draft FFY 2025 UPWP. Additionally, the MassDOT comment matrix showing the need for no substantive changes is attached on the following page.

No comments were received from FHWA or FTA.

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.		
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.		https://www.transit.dot.gov/regulations-and-programs/transportation-planning/2021-planning-emphasis-areas
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.		https://www.mass.gov/statewide-plans

UPWP Tasks

ID	Review Item	Comments	Reference
C1	✓ * Individual tasks include detailed scopes, budgets, and schedules.		
C2	✓ * Individual tasks outline community beneficiaries.		
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.		
C8	✓	Tasks from previous UPWPs have been analyzed for past utilization.		

Impacts Analysis

ID	Review Item	Comments	Reference
D1	✓ * UPWP includes a geographic distribution table showing 2021-2025 and current UPWP-funded studies by municipality and number of tasks.		
D2	✓ * UPWP includes distribution table of past and current UPWP-funded studies considering language access and Title VI 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 and shown in table 6 below:

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: Relationship between Federal Transportation Planning Factors and UPWP Subtasks

Task	Federal Planning Factors										
	1	2	3	4	5	6	7	8	9	10	
1	Maintaining the 3C Process										
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
2	Communications and Engagement										
2.1	Public Participation, Education, and Engagement	X				X		X		X	
2.2	Federal and State Compliance		X		X	X					
2.3	Open Access to our Data	X	X	X	X	X	X	X	X	X	X
3	Federal Certification Documents										
3.1	Envision 2050 and the MTP	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
4	Monitoring the Transportation Network										
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	

		Federal Planning Factors									
Task		1	2	3	4	5	6	7	8	9	10
4.4	Geographic Information Systems	X	X	X	X	X	X	X	X	X	X
5 Advancing Infrastructure Improvement Projects											
5.1	Woburn Street Corridor Study (Lowell/Tewksbury)	X	X		X	X	X	X	X		
5.2	Route 113 Corridor Study (Dunstable)	X	X		X	X	X	X	X		
5.3	Vision Zero Implementation and Engagement		X		X		X	X			
5.4	Local Technical Assistance	X	X	X	X	X	X	X	X		X
6 Long Range Interdisciplinary Planning											
6.1	Active Transportation and Complete Streets		X		X	X	X	X			
6.2	Transit-Oriented Development	X			X		X				
6.3	Environmental Planning	X	X			X	X	X	X	X	
6.4	Economic Development	X			X	X					X
6.5	Regional Interdisciplinary Planning	X			X		X				
7 Strengthening our Regional Transit System											
7.1	Monitoring our Transit System		X			X	X	X	X		
7.2	Regional Transit Planning	X	X	X	X	X	X	X		X	X

APPENDIX D GEOGRAPHIC DISTRIBUTION OF UPWP STUDIES

Regional Distribution: UPWP Studies – 2020-2025

As part of the development of the UPWP, NMMPO staff have developed a geographic analysis of UPWP-funded transportation planning activities past and proposed. UPWP activities have been reviewed between FFY 2020 and FFY 2025. UPWP tasks were analyzed, resulting in 442 activities from 48 tasks documented, categorized, and compared over the six-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	\$680,993	48	11%
Chelmsford	\$808,679	57	13%
Dracut	\$695,180	49	11%
Dunstable	\$482,370	34	8%
Lowell	\$1,049,864	74	17%
Pepperell	\$524,932	37	8%
Tewksbury	\$695,180	49	11%
Tyngsborough	\$581,681	41	9%
Westford	\$751,929	53	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 17% of the total funding between 2020 and 2025. The suburban communities surrounding Lowell received comparable funding during the study period, with percentages ranging from 8%-13%.

APPENDIX E

NMCOG 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
- Christian D'Emilia, Regional Housing Coordinator
- Isabel Emmet, AICP, Regional Land Use Planner II
- Apple Gould-Schultz, Transportation Planner I
- Christopher Glenn Hayes, AICP, Housing and Economic Development Manager
- Amanuel Regassa, Transportation Planner II
- Sara Schreiber, Finance and Benefits Manager
- Meghan Tenhoff, ENV SP, Principal Planner
- Donna Vieweg, Executive Assistant
- Michelle Zelenka, Regional Energy Manager

Northern Middlesex Transportation Planning Staff

- Kelly Lynema, AICP, Deputy Director
- Blake Acton, Regional Transit Planner II
- Carlin Andrus, GISP, GIS and Data Program Manager
- Amanuel Regassa, Transportation Planner II
- Apple Gould-Schultz, Transportation Planner I