



UPWP 2026

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COMMUTER
RAIL PARKING

Merrimack Valley Metropolitan Planning Organization

Unified Planning Work Program

Federal Fiscal Year 2026

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I. Front Matter

Funding Disclaimer

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

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MVPC is committed to nondiscrimination in all activities. Individuals who believe they have been discriminated against may file a complaint with MVPC at:

Attn: Title VI Specialist
Merrimack Valley Planning Commission
160 Main Street
Haverhill, MA 01830
Email: transportation@mvpc.org

Complaints may also be filed directly with the United State Department of Transportation at:

U.S. Department of Transportation
Office of Civil Rights
1200 New Jersey Avenue, SE
Washington, DC 20590
Website: civilrights.justice.gov

For additional information, language service requests, or reasonable accommodations visit <https://mvpc.org/title-vi>

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Arabic

في الحضري التخطيط لمنظمة التابع التمييز لمنع السادسة الفقرة بمنسق الاتصال يُرجى، أخرى بلغة المعلومات هذه إلى بحاجة كنت إذا 15 الأرقام اضغط و ثم 978-374-0519: الهاتف على فالي ميريماك

Endorsement Statement

Endorsement of Federal Fiscal Year 2025 MVMPO Unified Planning Work Program

The signature below certifies that the Merrimack Valley Metropolitan Planning Organization (MVMPO), at their meeting on May 28, 2025, hereby approved the following action in accordance with the Comprehensive, Cooperative and Continuous transportation planning process.

In accordance with the requirements of 23 CFR Part 450 Section 308(c) of Federal Regulations, the MVMPO has completed its review and hereby endorses the Merrimack Valley Unified Planning Work Program for Transportation Planning Activities for October 1, 2025, through September 30, 2026.

May 28, 2025

Monica Tibbits-Nutt, Secretary and Chief Executive Officer
Massachusetts Department of Transportation (MassDOT)
Chair, Merrimack Valley Planning Organization (MVMPO)

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II. Executive Summary

What is the Unified Planning Work Program?

The Unified Planning Work Program, (UPWP) is the federal certification document that details the anticipated work of Merrimack Valley's Metropolitan Planning Organization (MVMPO) over the course of a single year. Because MVMPO's primary funding sources are federal aid, the document must show the tasks and subtasks that MVMPO staff intend to perform, how many hours will be dedicated to those tasks, and any projected direct cost expenditures that support MVMPO's work. Staff typically prepare the document in the spring and summer of each year, aiming for MVMPO Board approval by the end of spring. Following endorsement, the work program becomes effective at the start of the new federal fiscal year on October 1.

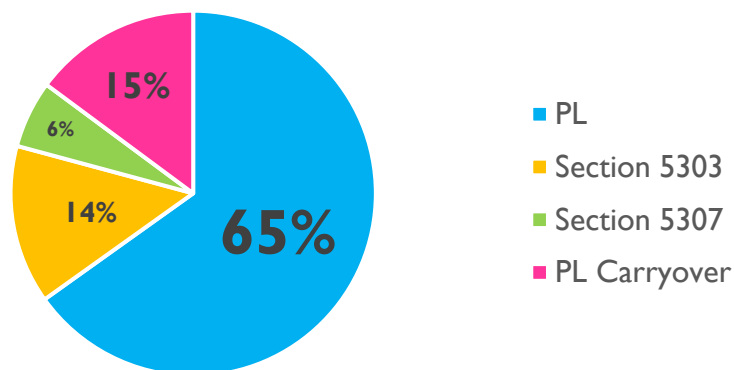
Federal Fiscal Year 2026 Sources and Uses

Sources

In FFY26, three different federal aid sources fund 16 subtasks allocated across four different tasks. As is typical, federal Metropolitan Planning Program (PL and Section 5303 funds via the Federal Highway Administration and Federal Transit Administration, respectively) are the primary source of support for MVMPO work. Carryover from previous years' PL balances may be programmed in future years, as is done in this UPWP, per MassDOT discretion and content. MVMPO staff also hold a contract with Merrimack Valley Transit (MeVa), the region's transit authority, which passes Section 5307 funds to the MVMPO to support short-term planning work.

Discretionary aid must also be programmed in the UPWP. In FY24, MVMPO programmed Safe Streets and Roads for All (SS4A) discretionary program funding and anticipates applying for future SS4A funding. Additionally, MVMPO was awarded an Active Transportation Infrastructure Investment Program (ATTIP) discretionary award in FFY25 and intends to execute work in 2026, should FHWA allow MVMPO to proceed with its grant agreement. This UPWP consolidates discretionary awards into a single subtask – *Subtask 3.6 – Discretionary Federal Aid Planning Projects* for the book-keeping purposes. MVMPO will amend the FFY26 UPWP if/when the federal government executes grant agreements with MVMPO,

Figure 1 – FFY26 Program Sources



Uses: Tasks, Subtasks and Deliverables

The FFY26 UPWP programs four tasks—3C Program Management, Data Collection and Analysis, Transportation Planning, and Other Planning Support—and 16 total associated subtasks, as listed below. Detailed descriptions of each subtask can be found in Section V. under the “Tasks” header.

Task 1 - 3C Program Management

- Subtask 1.1 – Program Management, Support, and Growth
- Subtask 1.2 – Public Participation
- Subtask 1.3 – Unified Planning Work Program
- Subtask 1.4 – Transportation Improvement Program
- Subtask 1.5 – Title VI and Environmental Justice

Task 2 - Data Collection and Analysis

- Subtask 2.1 – Supportive Field Services
- Subtask 2.2 – Supportive GIS and Information Technology
- Subtask 2.3 – Network Performance and Performance Management

Task 3 - Transportation Planning

- Subtask 3.1 – Active Transportation and Complete Streets
- Subtask 3.2 – Roadway Safety Engagement and Planning
- Subtask 3.3 – Transit Planning
- Subtask 3.4 – Regional Vitality
- Subtask 3.5 – Network Sustainability and Resilience
- Subtask 3.6 – Roadway Safety Engagement and Planning

Task 4 - Other Planning Support

- Subtask 4.1 – County and State Planning Support
- Subtask 4.2 – Local Technical Assistance and Grants Coordination

The FFY26 UPWP aligns staff capacity and financial resources with several concrete deliverables:

- MVMPO Citizens Advocacy Academy (Task 1.2)
- FFY27 Unified Planning Work Program (Task 1.3)
- FFY2027-2031 Transportation Improvement Program (Task 1.4)
- Design Funding – Call for Projects (Task 1.4)
- Guidance/Coordination of Statewide and Regional Project Participation (Task 1.4)
- Valley Tally Data Analysis and Program Continuity (Task 2.1)
- Regional Traffic Count Program (Task 2.1)
- Travel Time Modal Competitiveness Assessment (Task 2.3)
- Beach Road Connector Multimodal Study and Conceptual Design (Task 3.1)
- Canal Street Advancement (Task 3.1)
- Transit Enhancement Study (Task 3.3)

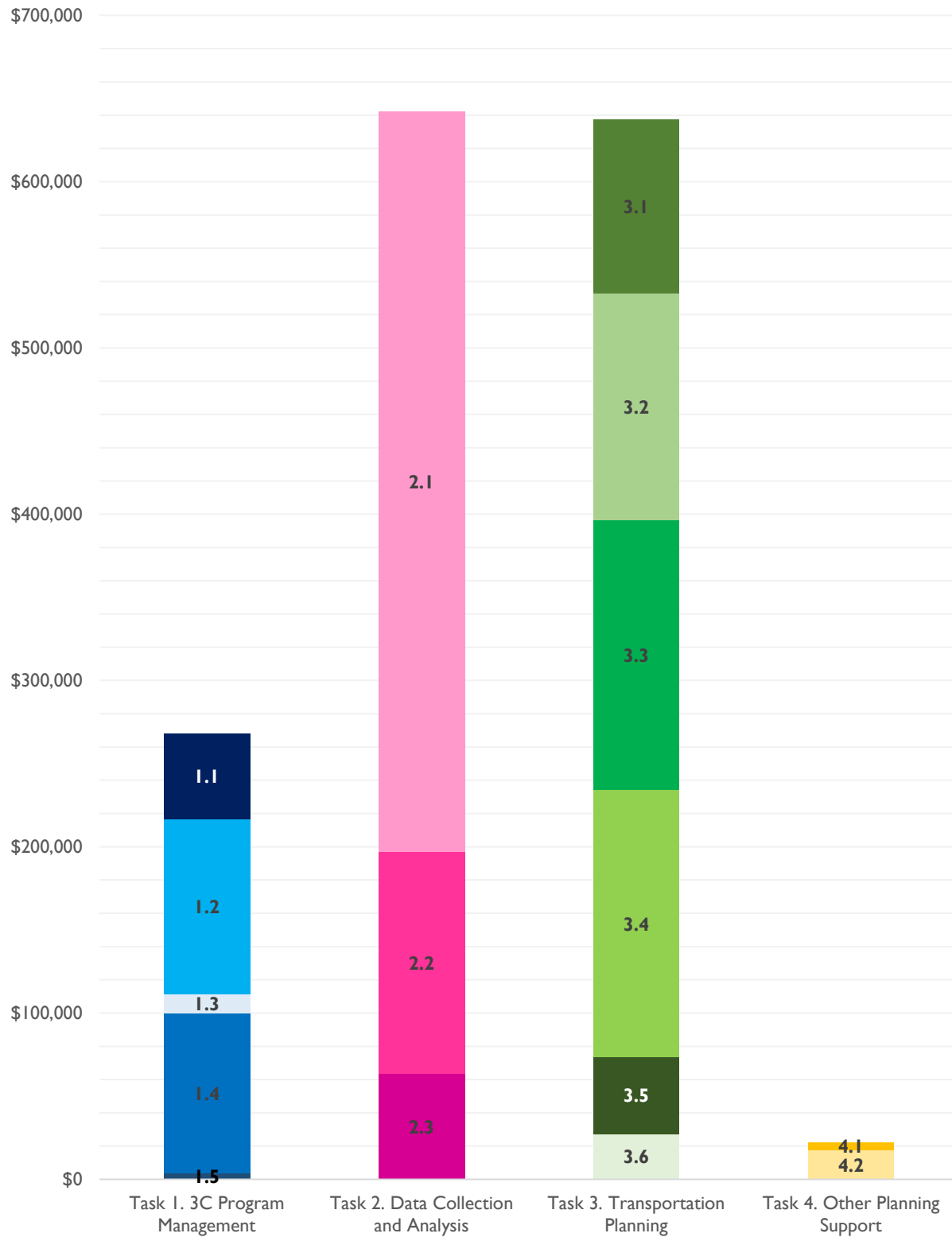
- Ferryboat Planning (Task 3.4)
- Culvert Assessments (Task 3.5)
- DPW Coordination/Stormwater Collaborative Coordination (Task 3.5)
- Groveland 113 Speed Reduction Study – Implementation and Post-Assessment (Task 3.6)
- Distracted Driving Reduction Strategies (Task 3.6)
- High Injury Network Dashboard Update (Task 3.6)
- Vision Zero Engineering Interventions Concept Development and Testing (3.6)
- Collective Purchase – Salt (4.2)
- Collective Purchase – Road Services (4.2)

The FFY26 UPWP also includes standard process-oriented tasks and deliverables, including:

- Monthly Reporting (Task 1.1)
- MVMPO Preparation and Facilitation (Task 1.2)
- MVMPO Retreat (Task 1.2)
- Review of Regional Target Plan Sheets (Task 1.4)
- Update of Federal Aid Project Universe and Project Scoring (Task 1.4)
- GIS Database Management (Task 2.2)
- Performance Management Benchmarks Updates and Monitoring (Task 2.5)
- Facilitation/Encouragement of Age Friendly Transportation Group (Task 2.5)
- Border to Boston Support and Coordination (Task 3.1)
- Vision Zero Community Capacity Building (Task 3.2)
- Miscellaneous MeVa Support (Task 3.3)
- MeVa ADA Compliance Third Parth Review (Task 3.3)
- Regional Priority Growth Strategy Support (Task 3.4)
- Miscellaneous State and Former County Planning Support (4.1)
- Miscellaneous Grant Support (Task 4.2)

Figure 2 on the following page depicts task expenditures by task and subtask for the purposes of comparison regarding level of effort (shown as a measure of cost) for each task and subtask.

Figure 2 - Comparison of Expenditures by Task and Subtask



Opportunities for Public Review and Comment

MVMPO released its proposed FFY26 UPWP for public review and comment on April 23, 2025 by unanimous MPO Board member vote. MVMPO Board staff advertised the public comment period and its associated public hearings through notice to member communities, on the MVPC website, and through several local papers: *The Eagle Tribune*, *Haverhill Gazette*, *Newburyport Daily News* and Spanish language paper *Rumbo*. MVMPO staff held public hearings on [x]. [MVMPO received the following comments.

During the development process for the FFY26 UPWP, MVMPO staff presented their proposed approach to the Board and larger MVPC Commission at several advance meetings, all of which were noticed in accordance with Massachusetts Open Meeting Law and Commission/MPO standard operating procedures.

Concurrent with the comment period, staff facilitated internal review and intergovernmental review, resulting in several comments and edits. The appendix documents these comments and any associated edits to the FFY26 UPWP draft.

III. Work Program Overview

Federal Aid Basics and Relation to the 3C Transportation Planning Process

MVMPO coordinates with its member communities to program apportioned and discretionary federal aid (i.e. obligate the use of federal funds to support local needs). Apportioned aid is made available to states by the federal government in an amount determined by formula included in federal surface transportation legislation, the most recent being the Investment in Infrastructure and Jobs Act. Apportioned aid comprises most of the federal aid that MPOs are responsible for programming. MPOs are also responsible for programming discretionary aid—aid that is not guaranteed in surface transportation legislation, which is often awarded through competitive grant processes—and earmarks.

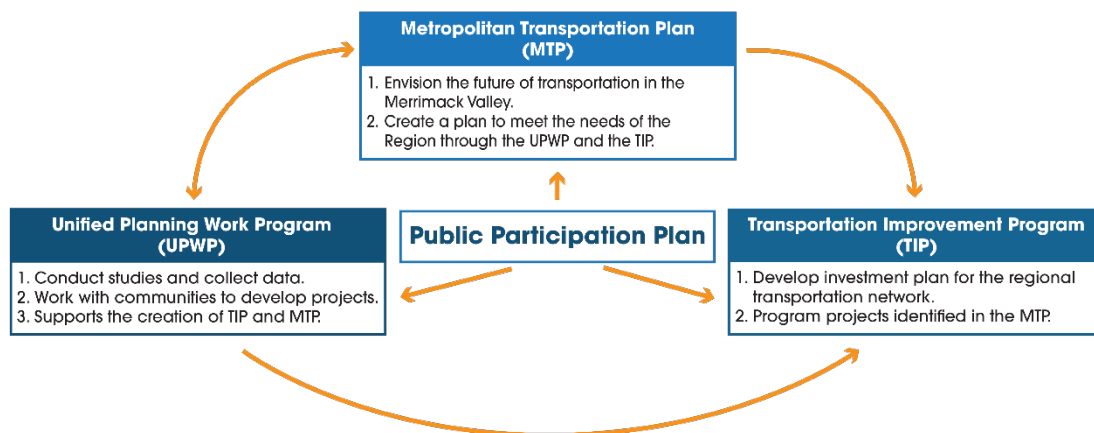
To remain eligible to program available federal aid, MPOs must produce and endorse four certification documents: the Unified Planning Work Program (UPWP), the Transportation Improvement Program (TIP), the Metropolitan Transportation Plan (MTP), and a Public Participation Plan. Table 1 describes the role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

Table 1 - 3C Certification Documents

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

Figure 3 depicts the relationship between the four primary federally required certification documents.

Figure 3 - Relationship between 3C Certification Documents



The region's Metropolitan Transportation Plan (MTP)—which is a long-term, high-level visioning document—includes a fiscally-constrained list of projects that are potential candidates for state and federal aid *and/or* an objectives-driven investment program. These projects often originate from studies or tasks included in the region's annual Unified Planning Work Program (UPWP). The MTP may also recommend potential studies or tasks for future UPWP cycles.

The UPWP always includes a line item for the development of the annual Transportation Improvement Program (TIP). This document programs projects for federal aid based on their benefits and construction readiness. Projects on the TIP must also be included in the most recent MTP, or at the very least, have a strong relationship to the MTP's vision.

The Public Participation Plan (PPP) establishes standards and policies for engaging communities in the development and approval of the other noted 3C documents.

Unified Planning Work Program Overview

What is the Unified Planning Work Program?

The UPWP programs federal aid allocated to MPOs to support regional planning work. In the context of the UPWP, the word *program* signifies an obligation of MPO staff to use federal aid funding for a particular planning purpose, such as a study, activity, or a particular form of engagement. There are three main types of expenditures that can be programmed: staffing costs, direct costs, and indirect costs, each described below.

Staffing Costs

Most federal aid programmed by MVMPO supports staff costs. The UPWP allocates federal aid for staff to perform tasks and subtasks based on the upcoming year's anticipated needs and deliverables. Many tasks are continuous from year to year. For example, MVMPO staff fulfill several annual functions including but not limited to:

- Facilitating the state's required traffic counting program and supplementing these counts with additional local and regional counts of interest;
- Maintaining geographic databases for use in transportation planning studies;

- Providing technical assistance to partner municipalities; and
- Preparing federal aid documents like the UPWP and the TIP.

Staff also program several deliverables that are not continuous but are instead relevant to only one, two, or three years of work. A few examples of such items in this fiscal year's work plan include ongoing ferryboat planning and development of concepts for a multimodal connector on Beach Road in Salisbury.

Direct Costs

The UPWP also budgets for a wide range of direct costs. These include continuous needs, such as translation services for notices and Commission-produced documents. Other continuous costs include Commission-vehicle fuel and supplies for traffic counting data collection, such as spray paint and tape. Non-continuous costs vary year to year and can include the procurement of consultants to support engagement or technical work, professional development, training, software licenses, hardware replacement, and professional services (e.g., firms that review traffic data videos and provide outputs).

Indirect Costs

Per MassDOT guidance, each year the MVMPO undergoes an audit of regional organizations' indirect cost rates. The indirect cost rate accounts for MVMPO staff's portion of MVPC's administrative, information technology, and shared resource needs. The rate is applied to staff costs in each of the MVMPO's invoices for federal aid reimbursement.

Sources

The UPWP programs several different federal aid funding sources, which are typically authorized by the most current surface transportation legislation. The Infrastructure Investment and Jobs Act authorizes federal aid programming for the subject UPWP. The IIJA was signed into law on November 15, 2021, providing a critical funding stream for infrastructure and planning through FFY2026.

Metropolitan Planning Funds (PL) and Section 5303 Funds

The IIJA's enactment authorizes the Federal Highway Administration's (FHWA) *Metropolitan Planning Program* (commonly referred to as PL in Massachusetts, but also MPP). The PL program comprises the largest share of MVMPO staff program funding and establishes the federally mandated cooperative, continuous, and comprehensive (3C) transportation planning process, which ensures information sharing and coordination between different levels of government involved in transportation planning. PL funds require a match commitment, which has historically been provided by the state in an 80 percent federal, 20 percent state proportion. Per IIJA requirements, 2.5% of PL funds must be expended on complete streets planning efforts; however, this 2.5% does not require a match.

The Federal Transit Administration (FTA) also allocates Section 5303 funds for the purposes of metropolitan planning. These funds support transit planning needs in urbanized areas.

Urbanized Area Formula Program Funding (Section 5307)

The IIJA authorizes Federal Transit Administration (FTA) programs, many of which support regional transit authorities (RTAs). Typically, MVMPO staff provide planning assistance to Merrimack's RTA, Merrimack Valley Transit (MeVa), functioning as a subrecipient of Urbanized Area Formula Funding Program resources (also called Section 5307). This funding stream provides urban areas transit capital and operating assistance, of

which MeVa passes a small portion to MVMPO staff to perform planning analysis and data collection. Like PL funds, planning-type work undertaken with Section 5307 funds requires a 20 percent match, which has been historically supplied by MVPC through its local assessment to member communities..

Other Discretionary Funding Sources

Federal aid programs that are not allocated to MPOs or RTAs by formula are called *discretionary* programs. The federal government often awards regions discretionary funding through competitive grant processes. For example, in FFY24, MVMPO was awarded a Safe Streets and Road for All (SS4A) grant via a joint application with the Northern Middlesex Council of Governments (NMCOG). As lead applicant, MVMPO was required to program the entirety of the \$469,041 award, allocating a portion of that total to NMCOG as a direct cost. In FFY25, MVMPO was awarded an Active Transportation Infrastructure Investment Program (ATIIP) grant award and currently awaits grant execution to program these resources in FFY26.

Amendment & Adjustment Procedures

3C documents, including the UPWP, are not static. Documents may be amended, adjusted, or administratively modified. This practice is relatively common as progress on the annual UPWP unfolds during the year.

Amendments

Amendments are significant changes that require a 21-day comment period and a vote of approval by the MVMPO. UPWP amendments include the addition or deletion of a task or a change in a particular task's budget that exceeds 25 percent of the originally programmed total. Significant changes to a task's description also require amendment.

Adjustments

UPWP adjustments are changes that modify the scope of a task or the budget of a task in an amount less than 25 percent of the originally programmed total. Adjustments do not require a 21-day comment period; however, MVMPO must vote to approve an adjustment.

Administrative Modifications

Administrative modifications may be entertained for minor task descriptions, changes to project phasing, anticipated deliverables, etc. Such changes must be presented to the MVMPO but do not require a vote of approval, nor do they require the standard 21-day comment period.

This Year's Approach & Deliverables

The FFY26 UPWP aligns staff capacity and financial resources with several concrete deliverables:

- MVMPO Citizens Advocacy Academy (Task 1.2)
- FFY27 Unified Planning Work Program (Task 1.3)
- FFY2027-2031 Transportation Improvement Program (Task 1.4)
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- Miscellaneous State and Former County Planning Support (4.1)
- Miscellaneous Grant Support (Task 4.2)

The FFY26 UPWP allocates these deliverables and processes across the 16 subtasks. Section IV. depicts this allocation and anticipated resource expenditures. Section V. provides detailed information about each subtask.

Coordination with Federal Planning Factors & Planning Emphasis Areas


































































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





1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;

6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
10. Enhance travel and tourism.

Figure 4 documents the relationship between the FY26 UPWP major deliverables and planning factors.

Figure 4 - Relationship to Federal Planning Factors

Programmed Deliverables and Programs	Planning Factor									
	1	2	3	4	5	6	7	8	9	10
Citizen's Advocacy Academy Development										
FFY27 Unified Planning Work Program										
FFY27-31 Transportation Improvement Program										
Call for Design Funding										
Coordination of Statewide Participation in Federal Aid Projects										
Valley Tally Data Analysis and Continuity										
Regional Traffic Count Program										
Travel Time Modal Competitiveness Assessment										
Beach Road Connector Multimodal Study and Conceptual Design										
Canal Street Advancement										
Transit Enhancement Study										
Ferryboat Planning										
Neighborhood Node Plan (110)										
Neighborhood Node Plan Culverts										
Groveland 113 Speed Reduction Study										
Distracted Driving Reduction Study										

Annual High Injury Network Update										
Vision Zero Engineering Intervention Concept Development										
Collective Purchase – Salt										
Collective Purchase – Road Services										

In addition to the Federal Planning Factors, the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) updated the Federal Planning Emphasis Areas (PEAs) in 2021. The PEAs are areas that FHWA and FTA encourage MPOs to consider when developing new UPWP tasks and programs. These include:

1. Tackling the Climate Crisis – Transition to a Clean Energy Future: *focus on achieving greenhouse gas reduction goal of 50-52 percent below 2005 levels by 2030 and net zero by 2050.*
2. Equity and Justice⁴⁰ in Transportation Planning: *focus on advancing equity for historically marginalized communities through non-motorized infrastructure, safety planning, mode shift, low and free fare transportation, demand-response service planning, and sustainable and equitable transit-oriented development.*
3. Complete Streets: *focus on roadways that meet the needs of all users, including nonmotorists, transit riders, freight providers, and micromobility device users.*
4. Public Involvement: *focus on expanding virtual public engagement and access throughout, and particularly at the beginning of transportation planning processes.*
5. Strategic Highway Network (STRAHNET)/United States Department of Defense Coordination: *focus on improving designated STRAHNET roadways for national and civil defense purposes in coordination with the United States Department of Defense.*
6. Federal Land Management Agency Coordination: *focus on improving access to federal lands in coordination with Federal Land Management Agencies (FMLAs).*
7. Planning and Environmental Linkages: *focus on consideration of environmental, community, and economic goals early in the transportation planning process to inform environmental review processes to improve environmental outcomes and reduce duplicative efforts.*
8. Data in Transportation Planning: *focus on improving data sharing across and amongst agencies.*

MVMPO considers the PEAs across and throughout its work program by supporting alternative transportation projects, creating avenues for new forms of public involvement, considering access to public lands, and sharing data and information to 1) reduce duplicative planning efforts and 2) improve the efficiency of planning and implementation.

Coordination with Statewide Modal Plans

MassDOT's Office of Transportation Planning conducts a variety of statewide transportation planning projects, including Beyond Mobility, the statewide Bicycle Plan, Rail Plan, Pedestrian Plan, and Freight Plan. Consistent with the intent of the Planning and Environmental Linkages and Data in Transportation Planning PEAs noted above, MVMPO makes use of these documents to inform its own planning efforts to reduce planning redundancy and improve efficiency. For more information about statewide plans, please see: <https://www.mass.gov/statewide-plans>.

State Planning and Research Work Program

Each year, MassDOT produces a budget and work program documenting how it intends to use apportioned federal aid, which is available here: <https://www.mass.gov/info-details/state-planning-and-research-spr-work-program>. MassDOT has historically welcomed comments on the finalized document. MVMPO staff examine the final document and, consistent with the PEAs, offers feedback on ongoing work with the intent of maximizing information sharing and eliminating duplicative efforts.

IV. Fiscal Year 2026 Work Program & Budget

Federal Fiscal Year 2026 Sources

This fiscal year, MVMPO has programmed a total of \$1,569,714 to fund its annual work program, the majority of which is sourced by combined Metropolitan Planning (PL) and Section 5303 funding. This total assumes MassDOT will approve MVMPO's request for usage of carryover funds. MVPC and MeVa will continue their short-term planning relationship via contract. MVPC requests MeVa program \$93,539 of Section 5307 federal aid to support short-term planning work, of which MVPC supplies the federally required 20 percent match through local assessment.

For simplicity, MVPC has historically shown a full contract sum in its work program even though only 80 percent of the source's total is federal.

Table 2 - Funding Sources

	Metropolitan Planning (PL)¹	Metropolitan Planning (Section 5303)¹	Urbanized Area Formula Grants (Section 5307)²	PL Carryover¹	Other Federal Discretionary Aid³
FFY2026 Total Funds Programmed	\$1,022,419	\$220,609	\$93,539	\$233,147	\$0

¹80 percent of the total shown for the source is federal aid. The State of Massachusetts provides the required 20 percent match.

²Only 80 percent of the programmed source is federal aid. The remaining 20% of programmed funding is provided as a match via local assessments to member communities.

³Only 80 percent of the programmed source is federal aid. The remaining 20% of programmed funding is dependent on the federal aid program. At this time, MVMPO is not programming its ATIP award, but should a grant agreement be executed, MVMPO will amend the document reflecting the awarded total.

Federal Fiscal Year 2026 Budget

Table 3 shows FFY26 work program sources and uses. Table 4 follows, depicting the approximate hours that each MVPC employee will bill to the contract by subtask. Table 4 is not intended to be the exact distribution of work hours, but instead an approximation based on current known staffing quantities and capacity. Finally, Table 5 and Table 6 summarize projected direct cost expenditure.

Table 3 – FFY26 Work Program Sources and Uses

MVMPO UPWP 2026 SOURCES AND USES¹	Uses													Sources			
	Staff Cost (PL)	Indirect Cost (PL)	Direct Cost (PL)	Staff Cost (5303)	Indirect Cost (5303)	Direct Cost (5303)	Staff Cost (5307)	Indirect Cost (5307)	Direct Cost (5307)	Staff Cost (PL Carryover)	Indirect Cost (PL Carryover)	Direct Cost (PL Carryover)	Total Task/Subtask Expenditure	PL	Section 5303	Section 5307	PL Carryover
Subtask 1.1 – Program Management, Support, and Growth	\$13,364	\$18,042	\$20,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$51,406	\$51,406	\$0	\$0	\$0
Subtask 1.2 – Public Participation	\$41,591	\$56,148	\$7,500	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$105,238	\$105,238	\$0	\$0	\$0
Subtask 1.3 – Unified Planning Work Program	\$5,026	\$6,786	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$11,812	\$11,812	\$0	\$0	\$0
Subtask 1.4 – Transportation Improvement Program	\$40,743	\$55,004	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$95,747	\$95,747	\$0	\$0	\$0
Subtask 1.5 – Title VI, Environmental Justice and Equity	\$1,652	\$2,231	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$3,883	\$3,883	\$0	\$0	\$0
Total - Task 1 - 3C Program Management	\$102,377	\$138,209	\$27,500	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$268,086	\$268,086	\$0	\$0	\$0
Subtask 2.1 – Supportive Field Services	\$75,688	\$102,179	\$34,270	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$233,147	\$445,285	\$212,138	\$0	\$0	\$233,147
Subtask 2.2 – Supportive GIS and Information Technology	\$52,449	\$70,806	\$10,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$133,255	\$133,255	\$0	\$0	\$0
Subtask 2.3 – Network Performance and Performance Measurement	\$2,385	\$3,220	\$0	\$24,684	\$33,323	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$63,611	\$5,605	\$58,007	\$0	\$0
Total - Task 2 - Data Collection and Analysis	\$130,522	\$176,205	\$44,270	\$24,684	\$33,323	\$0	\$0	\$0	\$0	\$0	\$0	\$233,147	\$642,152	\$350,998	\$58,007	\$0	\$233,147
Subtask 3.1 – Active Transportation and Complete Streets	\$44,452	\$60,010	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$104,462	\$104,462	\$0	\$0	\$0
Subtask 3.2 – Roadway Safety Engagement & Planning	\$45,099	\$60,883	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$135,982	\$135,982	\$0	\$0	\$0
Subtask 3.3 – Transit Planning	\$0	\$0	\$0	\$69,192	\$93,410	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$162,602	\$0	\$162,602	\$0	\$0
Subtask 3.4 – Regional Vitality	\$28,570	\$38,569	\$0	\$0	\$0	\$0	\$0	\$0	\$93,539	\$0	\$0	\$0	\$160,678	\$67,139	\$0	\$93,539	\$0
Subtask 3.5 – Network Sustainability and Resilience	\$19,557	\$26,402	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$45,959	\$45,959	\$0	\$0	\$0
Subtask 3.6 – Discretionary Federal Aid Planning Projects	\$11,698	\$15,793	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$27,491	\$27,491	\$0	\$0	\$0
Total - Task 3 - Transportation Planning	\$149,375	\$201,657	\$30,000	\$69,192	\$93,410	\$0	\$0	\$0	\$93,539	\$0	\$0	\$0	\$637,174	\$381,032	\$162,602	\$93,539	\$0
Subtask 4.1 – County & State Planning Support	\$1,984	\$2,679	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$4,663	\$4,663	\$0	\$0	\$0
Subtask 4.2 – Local Technical Assistance and Grants Coordination	\$7,506	\$10,134	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$17,640	\$17,640	\$0	\$0	\$0
Total - Task 4 - Other Planning Support	\$9,491	\$12,812	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$22,303	\$22,303	\$0	\$0	\$0
Total Hours - All Subtasks	\$391,766	\$528,883	\$101,770	\$93,876	\$126,733	\$0	\$0	\$0	\$93,539	\$0	\$0	\$233,147	\$1,569,714	\$1,022,419	\$220,609	\$93,539	\$233,147

¹Amounts are rounded to the nearest dollar. Programmed amounts are +/- \$1 of approximate programmed totals.

Table 4 – FFY26 Approximate Transportation Planning Hours per by Employee on PL Contract, Rounded to the Nearest Hour

MVMPO UPWP 2026 ESTIMATED HOURS¹	Transportation Program					GIS/IT Program			Environmental Program		
	PR	Vacant Planner	DO²	EM	Vacant Data Analyst	SL	KB	SU	AL	HM	MW
Subtask 1.1 – Program Management, Support, and Growth	175	0	0	0	0	0	0	0	0	0	0
Subtask 1.2 – Public Participation	80	210	0	255	0	0	0	0	0	0	0
Subtask 1.3 – Unified Planning Work Program	60	0	0	0	10	0	0	0	0	0	0
Subtask 1.4 – Transportation Improvement Program	60	360	0	0	255	0	0	0	0	0	0
Subtask 1.5 – Title VI, Environmental Justice and Equity	10	0	0	35	0	0	0	0	0	0	0
Total - Task 1 - 3C Program Management	385	570	0	290	265	0	0	0	0	0	0
Subtask 2.1 – Supportive Field Services	70	0	1225	0	70	0	0	0	0	0	0
Subtask 2.2 – Supportive GIS and Information Technology	0	0	0	0	0	500	400	70	0	0	0
Subtask 2.3 – Network Performance and Performance Measurement	70	0	0	0	525	0	0	0	0	0	0
Total - Task 2 - Data Collection and Analysis	140	0	1225	0	595	500	400	70	0	0	0
Subtask 3.1 – Active Transportation and Complete Streets	290	865	0	0	280	0	0	0	0	0	0
Subtask 3.2 – Roadway Safety Engagement & Planning	35	80	0	315	35	0	0	0	0	0	0
Subtask 3.3 – Transit Planning	567	7	22	217	427	0	0	0	0	0	0
Subtask 3.4 – Regional Vitality	175	35	0	745	0	0	0	0	0	0	0
Subtask 3.5 – Network Sustainability and Resilience	0	0	0	0	0	0	0	0	180	100	100
Subtask 3.6 – Discretionary Federal Aid Planning Projects	0	0	0	0	0	0	0	0	0	0	0
Total - Task 3 - Transportation Planning	1067	987	22	1277	742	0	0	0	180	100	100
Subtask 4.1 – County & State Planning Support	0	5	5	5	0	0	0	0	0	0	0
Subtask 4.2 – Local Technical Assistance and Grants Coordination	10	40	30	30	0	0	0	0	0	0	0
Total - Task 4 - Other Planning Support	10	45	35	35	0	0	0	0	0	0	0
Total Hours - All Subtasks	1602	1602	1282	1602	1602	500	400	70	180	100	100

¹Table includes hours charged to all programmed sources..

²Field Services Coordinator is a four day per week position.

Table 5 - Anticipated Direct Costs

	Direct Cost (PL)	Direct Cost (5307)	Direct Cost (PL Carryover)	Total
<i>Subtask 1.1 – Program Management, Support, and Growth</i>	\$20,000	\$0	\$0	\$20,000
<i>Subtask 1.2 – Public Participation</i>	\$7,500	\$0	\$0	\$7,500
Total - Task 1 - 3C Program Management	\$27,500	\$0	\$0	\$27,500
<i>Subtask 2.1 – Supportive Field Services</i>	\$34,270	\$0	\$233,147	\$267,417
<i>Subtask 2.2 – Supportive GIS and Information Technology</i>	\$10,000	\$0	\$0	\$10,000
Total - Task 2 - Data Collection and Analysis	\$44,270	\$0	\$233,147	\$277,417
<i>Subtask 3.2 – Roadway Safety Engagement & Planning</i>	\$30,000	\$0	\$0	\$30,000
<i>Subtask 3.4 – Regional Vitality</i>	\$0	\$93,539	\$0	\$93,539
Total - Task 3 - Transportation Planning	\$30,000	\$93,539	\$0	\$123,539
Total Hours - All Subtasks	\$101,770	\$93,539	\$233,147	\$428,456

Table 6 - Anticipated Direct Cost Expenditure Summary – Uses

Direct Cost Summary	Uses
<i>Subtask 1.1 – Program Management, Support, and Growth</i>	Professional Development
<i>Subtask 1.2 – Public Participation</i>	Translations/Outreach Materials
<i>Subtask 2.1 – Supportive Field Services</i>	Traffic/Trail Count Program Equipment
<i>Subtask 2.2 – Asset Management Program Evaluation</i>	Data Purchase
<i>Subtask 3.2 – Roadway Safety Engagement & Planning</i>	Groveland 113 Planning Study
<i>Subtask 3.4 – Regional Vitality</i>	Ferryboat Consultant

V. Tasks

The following section details each task programmed in FFY26. Task summaries include a description of the objective and/or rationale for inclusion, deliverables, deliverable scheduling, and funding.

Relationship to MV Vision 2050

Each summary includes a few sentences describing the task's relationship to the region's Metropolitan Transportation Plan, *MV Vision 2050*, which features the following broad vision statement:

The MVMPO envisions a multimodal transportation system that is safe, fair, accessible, sustainable, cost effective, and ensures our region is livable for people today and in the future.

Eight goals flow from this vision. Each summary references at least one of the goals via the following icons:



Goal 1 – Fair Access



Goal 2 – Mode Share Balance



Goal 3 – Environmental Sustainability



Goal 4 – Economic Vitality



Goal 5 – Resilient and Reliable Networks



Goal 6 – State of Good Repair



Goal 7 – Attainable Housing



Goal 8 – Safe Systems

Some task summaries include a *general* MVPC icon (shown below), which indicates that a task advances *each* of the seven goals by widespread technical or administrative means.



General – Some tasks advance each of the above goals in a general manner through broad technical or administrative functions.

Previous Work and Relationship to Statewide Plans

This UPWP 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, accessible in the transportation program page at <https://mvpc.org/mvmpo/>.

The state has undertaken and completed several statewide planning efforts, such as the long range *Beyond Mobility* Plan and updates to its Bicycle and Pedestrian Plans. The planning tools and recommendations detailed in these plans serve as guidance for future work at regional and local levels of planning. For more information about these documents, please visit MassDOT's statewide plans page at <https://www.mass.gov/statewide-plans>.

Task One – Management & MVMPO Support


Subtask 1.1 – Program Management, Support, and Growth

Objective and Rationale	<ul style="list-style-type: none"> • Maintain and manage a continuous, comprehensive, and cooperative (3C) transportation planning process with local, state, and federal partners. • Oversee MVPC's transportation program. • Review state and federal programs related to 3C planning. • Coordinate with peer regions. • Perform administrative functions including billings, annual reports, etc. • Respond to general inquiries, emails, etc., and perform standard administrative functions. • Organize and participate in coordination efforts with various regional bodies, including but not limited to the Northern Boston Urbanized Area (UZA), as warranted. • Train and maintain an educated staff fluent in relevant and current best practices.
Deliverable(s)	<ul style="list-style-type: none"> • Annual report • Monthly 3C billings and reports • Annual review of contract • Annual review of 3C guidance • Active participation/facilitation in relevant coordinating meetings • Certification review action plan, as warranted • Professional development, as warranted.
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div data-bbox="863 1077 987 1203" data-label="Image"> </div> <p>This task supports the general administrative functions of MVPC's transportation program. As such, it supports the MTP's seven goals by ensuring reporting and coordination requirements are met. In the previous year, staff executed the same administrative activities and fulfilled the 3C planning process, as is anticipated for this year.</p>
Schedule	Continuous
Total Funding	\$51,406 (PL)


Subtask 1.2 – Public Participation

Objective and Rationale	<ul style="list-style-type: none"> • Maintain and implement the 3C process in alignment with documented procedures in the region's 2025 Public Participation Plan. • Develop and manage stakeholder/outreach lists. • Continue monthly/bi-monthly support of select stakeholder groups, including the DPW/Stormwater collaborative, mayors and managers group, and regional planners group. • Prepare MVMPO materials and facilitate MVMPO meetings. • Monitor/participate in meetings of surrounding MPOs, as relevant and/or appropriate. • Provide access to the 3C process through translation, as appropriate per the guidelines documented in the 2025 Public Participation Plan. • Identify and engage in opportunities that support the improvement/development of public participation practices. • Manage MVPC's web presence.
Deliverable(s)	<ul style="list-style-type: none"> • MVMPO minutes, documents, and presentations • Notices and translations, as relevant and/or appropriate • Translated 3C documents, where appropriate/relevant • MVMPO retreat • Citizen's advisory training program (mechanics and development only).
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div data-bbox="786 995 1068 1125" data-label="Image"> </div> <p>MVMPO staff work to ensure general and targeted access to the MVMPO transportation planning decision-making process. Transportation staff must align their noticing efforts with MVMPO's approved 2025 Public Participation Plan, but also provide targeted engagement for specific planning efforts. Standard engagement includes preparing and displaying public notices on-site and at municipal members' public sites, press releases for local news outlets, public hearings, and preparing web site content and web event material. For particular planning efforts, MVMPO staff create engagement opportunities at public events or local points of interest to best meet the communities where they reside. Importantly, MVMPO's engagement work is not solely billed to this subtask. Engagement associated with projects is billed to the relevant subtask for a given program or deliverable.</p> <p>This cycle anticipates the development of the mechanics for a public advocacy training academy, per FFY2025's updated MOU. Once developed MVPC will execute this training academy in future years. This task also support MVMPO's annual retreat.</p>
Schedule	Continuous
Total Funding	\$105,238 (PL)


Subtask 1.3 – Unified Planning Work Program

Objective and Rationale	<ul style="list-style-type: none"> • Provide the public and member communities with a transparent understanding of how regional federal aid is expended in support of transportation planning. • Organize work and effort to ensure deliverables are achieved. • Right-size transportation planning efforts with internal capacity and budget.
Deliverable(s)	<ul style="list-style-type: none"> • FFY2027 Unified Planning Work Program • Adjustments/amendments, as necessary
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	 <p>The development of the FFY2027 UPWP, which is programmed in FFY2026 through this subtask, will reference the Metropolitan Transportation Plan's goals and vision to build upon regionally-focused work. MVMPO's annual retreat will also inform the UPWP's development (see Subtask 1.2).</p>
Schedule	June 2026
Total Funding	\$11,812 (PL)

Subtask 1.4 – Transportation Improvement Program


Objective and Rationale	<ul style="list-style-type: none"> • Develop a fiscally-constrained program of projects consistent with the region's Metropolitan Transportation Plan. • Ensure projects' greenhouse gas emissions impacts are documented and participate in MassDOT's Congestion Mitigation and Air Quality (CMAQ) Consultation Committee. • Score projects to ensure objectivity and pragmatism. • Review all regional target projects and provide comments. • Maintain MassDOT's eSTIP platform for the region. • Work to integrate scoring systems across agencies to improve efficiency. • Develop future year's TIP.
Deliverable(s)	<ul style="list-style-type: none"> • FFY2027-2031 Transportation Improvement Program (TIP), with updated project scores and greenhouse gas analyses • Regional target plan review comments • Adjustments/amendments, as necessary • 'Call for Design Proposals' (to program FFY27 reserves) • Feedback/presentation to MPO on statewide participation
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	 <p>Each year, including FFY26, MVMPO staff draft the TIP for MVMPO approval. The TIP is a five-year fiscally constrained document listing all federally funded transportation projects programmed to be recipients of federal aid. The TIP includes projects that are candidates to be funded by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA). For the latter, MVMPO staff coordinate directly with Merrimack Valley Transit (MeVa) to ensure their capital and operating needs are met. Regarding the former, staff prepare two programming lists: regional target projects and statewide projects. Regional target projects are scored using regionally defined transportation evaluation criteria. Scores and costs are evaluated by the MVMPO board, which votes on the program of projects. MassDOT proposes a statewide program, which typically includes projects that are larger in scale or benefit, such as highways maintenance, bridges or regional trails.</p> <p>Projects programmed in the TIP must be included in the Metropolitan Transportation Plan (or must be related to a Metropolitan Transportation Plan project) and must be consistent with the MTP's vision and goals, as demonstrated by the MVMPO's approved transportation evaluation criteria scoring.</p> <p>This year's cycle includes a call for design proposals, to be reviewed by the MVMPO, for the purposes of programming FFY27 and FFY29 reserves, as well as coordination with MassDOT to help establish expectations for statewide participation in projects.</p>
Schedule	May 2026
Total Funding	\$95,747 (PL)

Subtask 1.5 – Title VI and Environmental Justice


Objective and Rationale	<ul style="list-style-type: none"> • Maintain and implement the MVMPO's Title VI Program. • Ensure access to Title VI documentation. • Maintain—and when relevant, update—environmental justice geographies. • Coordinate with MassDOT and FHWA to ensure best practices in Title VI compliance and EJ engagement. • Support Merrimack Valley Transit (MeVa) compliance with Title VI, as warranted.
Deliverable(s)	<ul style="list-style-type: none"> • Updated demographic analyses as warranted. • Maintenance of MVMPO's Title VI Program.
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">  </div> <p>In late FY23, MVMPO staff updated their Title VI Plan, which includes updated maps and tables related to race, income, and English proficiency. These maps inform staff about where planning and engagement efforts should be focused for regional work. MVPC received comments from MassDOT in FFY24 and made updates per comment.</p> <p>MVMPO updated its Public Participation Plan in 2025, which now includes guidance regarding translations.</p>
Schedule	Continuous
Total Funding	\$3,883 (PL)

Task Two – Supportive Data Collection & Analysis

Subtask 2.1 – Supportive Field Services

Objective and Rationale	<ul style="list-style-type: none"> Collect traffic data to support planning studies, evaluations, and projects, including volumes, speeds, and vehicle classifications. Collect parking utilization data, as-needed/available. Execute a trail counting program, including trail counter installation and maintenance.
Deliverable(s)	<ul style="list-style-type: none"> Community-specific traffic data reports MS2 data submission (both state required and regional counts) and integration of counts into a public-facing, locally sourced web-viewer Supportive services for other ongoing projects Installation/monitoring of fixed trail counters Supportive services for maintenance of online viewers
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">  </div> <p>MVMPO staff facilitate the important work of collecting quantitative and qualitative data to document the region's current state of affairs. Each year, the MVMPO receives a list of state-required traffic counting sites from MassDOT. MVMPO staff supplement these counts with additional locations in the region. MVMPO staff also use this task to perform various other forms of data collection, including data collection for MeVa, and data collection in support of various other transportation planning projects, such as road safety audits (or similar exercises).</p> <p>Understanding the region's performance allows staff and local partners to determine safety needs, assess demand, improve modal competition, and identify asset needs. In whole, these efforts support regional economic vitality.</p> <p>In FFY26, beyond standard tasks, the Field Services Coordinator will support work for neighborhood node planning work along Route 110.</p>
Schedule	Ongoing, with MS2 submission and community-specific traffic data report anticipated in spring 2026.
Total Funding	\$212,138 (PL); \$233,147 (PL Carryover)

Subtask 2.2 – Supportive GIS and Information Technology


Objective and Rationale	<ul style="list-style-type: none"> • Provide MVMPO staff access to maps and tools in support of FFY26 work program efforts. • Provide municipal partners access to maps and tools in support of local planning and implementation.
Deliverable(s)	<ul style="list-style-type: none"> • Continued support of various GIS and IT needs throughout the duration of the FFY26 work program • Maintenance of existing web page and viewers • Coordination/support of transportation data analyst
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	 <p>MVMPO makes use of geographic information systems in all phases of its planning program. MVPC has a three person GIS staff, which the MVMPO leverages in support of various transportation planning maps and analyses. Additionally, this same team supports the program's information technology needs, including IT onboarding, hardware and software management, backing up files, maintaining online work platforms for the agency's hybrid work environment, and assessing and improving cybersecurity for both the transportation program (MVMPO staff) and larger commission (MVPC).</p> <p>The GIS team has and will continue to support numerous transportation projects, including mapping safety, updating environmental justice geographies of interest, developing maps for Merrimack Valley Transit (MeVa), and supporting aerial photography and streetview photography via Eagleview to support various planning processes and applications. GIS and spatial analyses improve planning processes in support of larger MTP goals.</p>
Schedule	Continuous
Total Funding	\$133,255 (PL)

Subtask 2.3 – Network Performance and Performance Measures


Objective and Rationale	<ul style="list-style-type: none"> • Understand and communicate the region’s travel time durations between significant points of interest and/or typical commutes. • Depict and communicate disparities in travel time across modes. • Improve the competitiveness of transit and active transportation modes, which historically offer longer trip times between points of significant interest. • Update and maintain the region’s Congestion Management Process, as required/necessary. • Assess regional performance relative to the state for safety, state of good repair, and travel time reliability.
Deliverable(s)	<ul style="list-style-type: none"> • Travel time assessment by mode • Regional Analysis of Performance Measure One – Safety • Endorsement of PM1, PM2, and PM3
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div data-bbox="483 730 1372 997"> </div> <p>MV Vision 2025 documents the need to improve modal choice, reduce travel times, and improve travel time reliability. Historically, auto travel has offered more competitive travel times than transit and active modes of transportation in the region. Improving comfortable transit, pedestrian, and bicycling infrastructure may improve competitiveness; however, MVMPO staff have not yet undertaken an analysis to understand where the largest disparities and greatest benefits could be rendered.</p> <p>In 2025, staff completed an updated Congestion Management Process. Previous UPWP cycles have included a task titled “Congestion Management Process.” This activity used the National Performance Management Research Data Set (NPMRDS), which gathers travel time data for automobiles and trucks from various sources. The NPMRDS provides actual travel times and congestion measures. This data and other sources may be used to assess travel time reliability and modal competitiveness.</p> <p>Each year the MVMPO also reviews proposed statewide performance measure (PM) targets related to safety (PM1, for both drivers and nonmotorists), and bi-annually reviews the state of pavement and bridges, and travel time metrics (PM2, and PM3, respectively). MVMPO staff prepare regional analyses and assessments for PM1 and collaborate with MassDOT for presentation of PM2 and PM3. Tracking these performance measures helps the region and state identify needs and strategize potential solutions.</p>
Schedule	<p>Winter/Spring 2026 - Performance Measure Work</p> <p>September 2026 – Travel Time Competitiveness Tool</p>
Total Funding	<p>\$5,605 (PL); \$58,007 (5303)</p>

Task Three – Regional Transportation Planning

Subtask 3.1 – Active Transportation & Complete Streets

Objective and Rationale	<ul style="list-style-type: none"> • Improve the competitiveness of active transportation modes. • Activate designated active transportation nodes. • Develop a palette of tools that communities may use to improve the comfort and safety of nonmotorized transportation network users.
Deliverable(s)	<ul style="list-style-type: none"> • Complete Active Transportation Phase II (Nodes) • Beach Road Connector Study • Advance Canal Street, as warranted • Continue to support the Border Boston Trail
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	 <p>MVMPO staff have facilitated several projects and studies in support of active transportation, including numerous road safety audits, analysis of crash clusters, coordination with municipal staff—including DPWs, public safety, and fire departments—to support nonmotorist safety, support of regional trails such as the Border to Boston Trail (B2B), and input on municipal projects.</p> <p>In FFY24 and 25, staff advanced <i>MV Moves</i>, the region's active transportation plan. In FFY2026, staff will use the information in <i>MV Moves</i> to advance two important links. The first is Canal Street in Lawrence, which will connect the Lawrence to Manchester Rail Trail with the Spicket River Greenway. The second is Beach Road (Rt. 1A), which will connect Route 1's shared use path (under construction) with a shared use path anticipated for 1A.</p> <p>Active transportation projects can be transformational for the region. Not only do they improve recreational opportunities, they may also reduce traffic by providing alternative travel options, improve health by encouraging exercise, and create opportunities for businesses when located proximate to activity centers. Active transportation facilities improve travel options for individuals who cannot afford their own personal vehicle, thus rendering a benefit. They also improve the resiliency of the transportation network by offering redundancy to the transportation network. Perhaps most importantly, planning comfortable and safe active transportation facilities will be a key component of advancing the region's Vision Zero goal.</p>
Schedule	September 2026
Total Funding	\$104,462 (PL)


Subtask 3.2 – Roadway Safety Engagement & Planning

Objective and Rationale	<ul style="list-style-type: none"> • Mitigate crashes to achieve regional Vision Zero goal. • Activate Merrimack Valley citizen participation in Vision Zero goal. •
Deliverable(s)	<ul style="list-style-type: none"> • Distracted Driving Mitigation Strategies • High Injury Network (HIN) Dashboard Update • Safety Concept Development • Groveland 113 Safety Study
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">  </div> <p>In FFY2025, staff completed MV Vision Zero, with the goal of eliminating severe and fatal injuries on regional roadways. This task supports the goals of the MTP and MV Vision Zero by providing staff resources to develop safety concepts (on an as-requested basis), develop distracted driving mitigation strategies, and implement a safety study project on 113 in Groveland.</p>
Schedule	September 2026
Total Funding	\$135,982 (PL)



Subtask 3.3 – Transit Planning

Objective and Rationale	<ul style="list-style-type: none"> • Support Merrimack Valley Transit's Transportation Improvement Program (TIP) programming needs. • Provide technical mapping assistance, as requested. • Provide ongoing technical assistance support as a third-party American with Disabilities Act comment reviewer. • Provide technical assistance related to passenger counting, automatic passenger counter validation, and National Transit Database reporting. • Continue support of planning for the elderly and/or disabled. • Identify opportunities to improve the competitiveness of transit.
Deliverable(s)	<ul style="list-style-type: none"> • Third party ADA compliance review • Elder friendly transit design white paper & Council on Aging (COA) coordination • Transit Enhancement Study • Oversee of Ferryboat Planning consultant (funded by Subtask 3.4).
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div data-bbox="462 735 1396 850"> </div> <p>Historically, MVMPO staff and the broader MVPC Commission staff have been a resource for Merrimack Valley Transit (MeVa). MVMPO and MeVa partner on state priorities and interface opportunities, but also have, by contract, partnered to realize federal reporting requirements for the National Transit Database and the American with Disabilities Act. MVMPO staff additionally have provided technical assistance in mapping, bus route planning, and bus stop planning. In late FFY23, staff completed an update to the Coordinated Human Services Transit Plan (CHSTP) in support of the needs of the disabled and elderly and will continue working with providers to help them access Community Transit Grant opportunities.</p> <p>Beyond typical technical assistance and capital planning support, FFY26 features a targeted transit enhancement study to identify opportunities to improve the reliability and travel time competitiveness of transit. Better transit allows for a greater breadth of mobility options, improving the resiliency of the overall transportation network.</p> <p>In FFY26, staff will also perform third party ADA reviews and support MeVa's needs on an as-needed basis.</p>
Schedule	<p>Transit Enhancement Study – September 2026</p> <p>Elder Friendly Transit – Continuous</p> <p>ADA Third Party Review – Continuous</p>
Total Funding	<p>\$162,602 (5303)</p>


Subtask 3.4 – Regional Vitality

Objective and Rationale	<ul style="list-style-type: none"> • View transportation in the context of the larger regional economy. • Improve the vibrancy of public spaces. • Support travel and tourism planning, as required/necessary. • Support the implementation/realization of actions and strategies documented in MVPC's Comprehensive Economic Development Strategy (CEDS). • Advance and update the Priority Growth Strategy (PGS).
Deliverable(s)	<ul style="list-style-type: none"> • Ferryboat Business Plan (continued from FFY25) • Priority Growth Strategy (PGS, continued from FFY25)
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">  </div> <p>Transportation is not an end within itself, but rather a means to an end. For this reason, MVMPO staff routinely participate in ongoing work relevant to transportation that is focused on other areas, such economic development, recreation planning, public health, or public space design.</p> <p>Since FFY23, staff have participated in the Community Economic Development Strategy (CEDS) planning process, which was facilitated by the broader MVPC team's Community and Economic Development Program. This process has extended into further meetings related to implementation. In FFY26, MVMPO intends to provide further support to CEDS implementation..</p> <p>In FFY25, staff intend to solicit and oversee a ferryboat business plan study. Significant direct costs are allocated to a consultant to undertake this work, while oversight may be charged to subtask 3.3. Staff will also support the Commission's Regional Planners' Group and Priority Growth Strategy planning process.</p>
Schedule	September 2026
Total Funding	\$67,139 (PL) \$93,539 (5307)

Subtask 3.5 – Network Sustainability & Resilience

Objective and Rationale	<ul style="list-style-type: none"> • Continue to improve regional stormwater management collaboration and education regarding best practices, as warranted. • Provide technical assistance relevant to Green Communities, as warranted. • Equip regions and towns with technical assistance to access transportation-related electric vehicle and green energy federal aid programs, as warranted. • Assess culverts, as warranted.
Deliverable(s)	<ul style="list-style-type: none"> • Culvert assessments, as warranted. • DPW collaboration meetings.
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">   </div> <p>The MTP recognizes links between the environment and transportation infrastructure. This subtask furthers efforts to reduce the footprint of transportation and improve the resiliency of the region.</p> <p>Over the past few years, MVPC staff have worked with member communities to prepare hazard mitigation plans, support local green community planning efforts, and have put forth significant effort facilitating the regional Stormwater Collaborative. Staff have also undertaken exploratory work to understand the role of MVPC and MVMPO in advancing electric vehicle opportunities. Further planning will allow the region/its communities to better leverage various EV infrastructure opportunities. Staff will continue these various sustainability and resiliency efforts on an as-needed/requested basis.</p>
Schedule	Ongoing/continuous
Funding	\$45,959 (PL)

Subtask 3.6 – Discretionary Federal Aid Planning Projects


Objective and Rationale	<ul style="list-style-type: none"> • Research and apply for discretionary aid projects that are consistent with vision of MVMPO. • Advance awarded discretionary aid projects.
Deliverable(s)	<ul style="list-style-type: none"> • ATIIIP Grant Agreement, as warranted • IIJA Applications, as warranted
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">  </div> <p>This new task fulfills two functions. First, the subtask allows for the programming of future anticipated awards. In 2025, MVPC was award an Active Transportation Infrastructure Investment Program (ATIIIP) grant and is awaiting federal review to program the award. Staff also anticipate applying for future programs, as warranted and available.</p>
Schedule	Ongoing/continuous
Funding	\$27,491

Task Four – Local Transportation Planning Support

Subtask 4.1 – County & State Planning Support

Objective and Rationale	<ul style="list-style-type: none"> Respond to county and state planning needs that supplement the main work program of MVMPO staff.
Deliverable(s)	<ul style="list-style-type: none"> No programmed deliverable (supplementary task)
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div data-bbox="873 583 977 688" data-label="Image"> </div> <p>Previous UPWPs have included several subtasks related to interests of the state and county. These include intelligent transportation systems (ITS) planning, security planning, and county road adjudication. MVMPO do not perform regular or directed work in support of these tasks, but instead participate in supportive work or learning opportunities as they become necessary and/or available.</p>
Schedule	<ul style="list-style-type: none"> As needed, requested, or available
Funding	\$4,663 (PL)

Subtask 4.2 – Local Technical Assistance

Objective and Rationale	<ul style="list-style-type: none"> • Function as a comprehensive resource for partner member communities. • Respond to requests for data collection, analysis, engagement, expertise, and/or other technical assistance. • Support technical assistance requests related to high-density or attainable housing.
Deliverable(s)	<ul style="list-style-type: none"> • As requested.
Context, Previous Work, and/or Relation to Metropolitan Transportation Plan	<div style="text-align: center;">  </div> <p>Each year, MVMPO staff receive requests for assistance from member communities. Capacity-allowing, staff work to provide transportation-planning related support. Services include grant proposal writing, warrant analyses, conceptual design, data collection, engagement, RFP development, etc. Staff often perform these tasks quickly due to their urgency or interest by municipal partners. Tasks such as these typically help maintain a state of good repair (asset management, mobility management) or improve the livelihood and vitality of a place, however, tasks can vary slightly based on municipal needs.</p> <p>This task also supports staff time associated with collective purchases for road salt and road services.</p>
Schedule	<ul style="list-style-type: none"> • As needed, requested, or available
Funding	\$17,640 (PL)

VI. Distribution of Effort

Fairness in Transportation Planning

Transportation is not an end within itself, but instead a means to an end. Because access correlates with opportunity, planning must prioritize resource expenditures in marginalized communities. Figure 5 depicts MassDOT's Regional Environmental Justice Plus Communities (REJ+), which aids MVMPO's perspective on resource prioritization. Documentation for the REJ+ methodology can be found in this UPWP's appendix.

Distribution of Planning Tasks

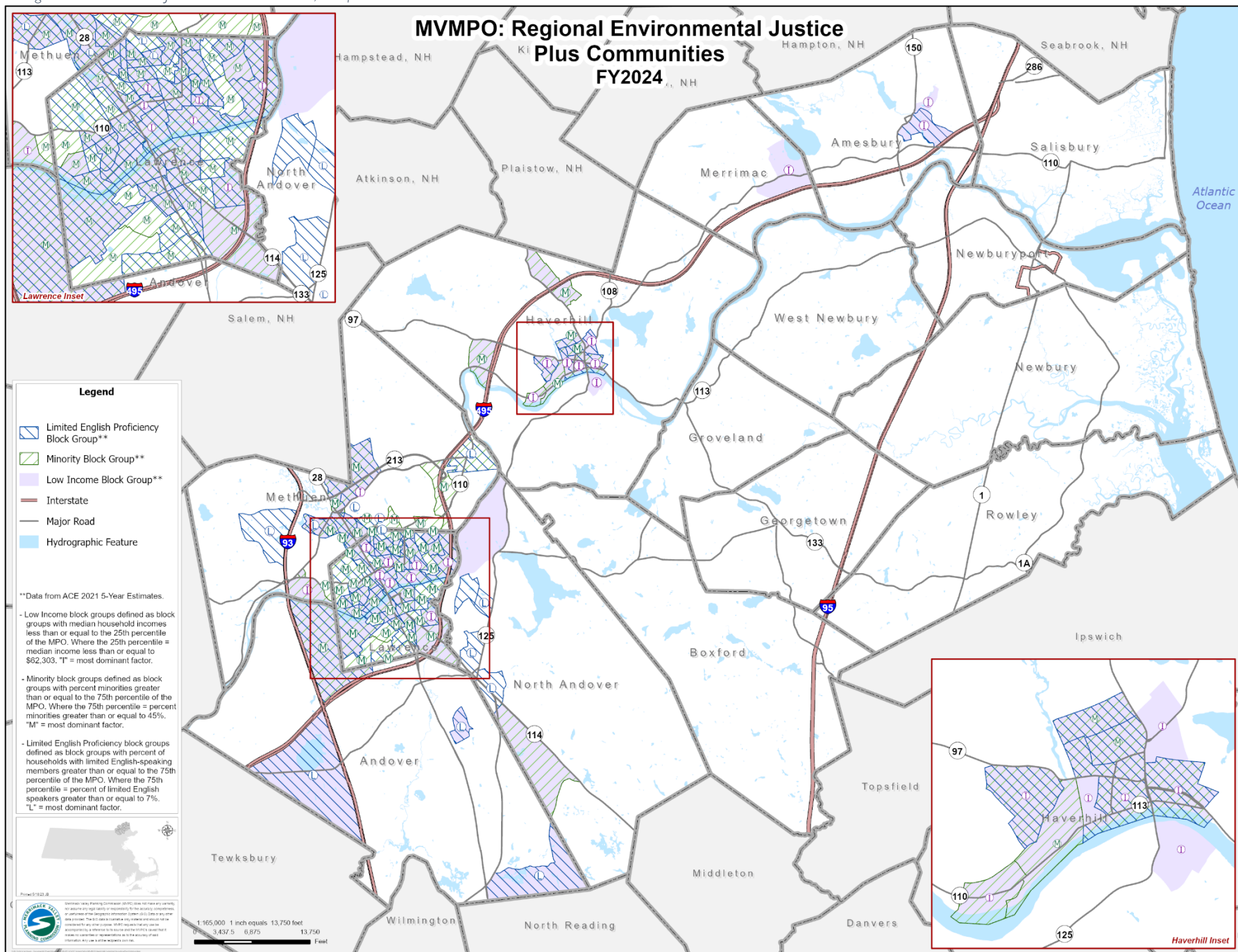
In keeping with the direction of FFY24 and 25, this UPWP cycle primarily programs projects of regional benefit rather than community-based deliverables. During FFY2025's annual retreat, staff worked closely with MVMPO board members and stakeholders to define regionally-oriented tasks, demonstrating the difference between regional projects located within a community vs. purely local project. For example, the Beach Road Connector project included in this UPWP is located in Salisbury, but offers regional benefits based on connections to the larger *MV Moves* network.

Over the past year, MVPC has transitioned to focus its efforts on regional planning that identifies strategies and local needs, and—following regional-scale efforts—moves toward implementation of locally-based recommendations.

Table 7 – Distribution of Effort in FFY26

	Location	Work Effort	REJ+
Primary Work	Regional	Active Transportation Plan – Phase One (Paths)	X
	Regional	Active Transportation Plan – Phase Two (Nodes)	X
	Regional	Vision Zero Plan	X
	Regional	Fare Free Transit Evaluation	X
	Regional/Lawrence	Lower Tower Hill Active Transportation Pilot	X
	Regional/Groveland	113 Speed Reduction Concept and Study	
	Regional	Regional Counting Program	X
Requested Technical Assistance	Amesbury	Whitehall Road & Friend Street; Pond Street, High Street, & Winter Street Reveiw	
	Andover	Lincoln Street Shared Use Path Pilot	
	Andover	SS4A Grant Application Support	
	Georgetown	Recreation Trails Committee Support	
	Georgetown	Spot Speed Study – East Main Street	
	Haverhill	River Street Public Meeting Support	X
	Haverhill	SS4A Grant Application Support	X
	Lawrence	SS4A Grant Application and Execution Support	X
	Lawrence	McGovern Center Public Engagement Maps	X
	Lawrence	Union Street Site Walk	X
	Lawrence	Bruce School and Frost Elementary Walk Audits	X
	Methuen	Milk/East/Prospect Intersection Concept and Advancement	
	Methuen	Salem Street and Pelham Street Concept Development	
	Newbury	Border to Boston Support	
	Newburyport	Transportation Safety Advisory Committee Meetings	
	Newburyport	Bikeshare Support	
	Rowley	Quiet Zone Status Counts and Findings	
	W. Newbury	Attended 113 Project Site Walks	

Figure 5 - Regional Environmental Justice Plus Communities, as of 2024



Federal Fiscal Year 2026 Formula Allocation

MVMPO UPWP, 48

List of Unfunded Priorities

- MV-NDURES: Integrated Flood Modeling Tool (FFY24 PROTECT Grant, not funded)
- 114 Shared Use Path Extension (FFY25 Reconnecting Communities Grant, not funded)
- Nonmotorist Bridge Feasibility, MEPA/NEPA, and Designs for Border to Boston Trail (FFY24 RAISE Grant, not funded)
- Pavement Management Data Collection
- Demonstration Advancement

Regional Environmental Justice Plus Documentation

MassDOT's Regional Environmental Justice Plus (REJ+) methodology informed MVMPO staff's analysis.

A Regional Environmental Justice "Plus" (REJ+) Community is a designation assigned to block groups with relatively high shares of residents that are especially impacted by changes in or to transportation networks. This designation is 'regional' in nature because the socioeconomic characteristics that designate REJ+ status are considered in relation to regional percentiles (through comparing block group characteristics to metropolitan planning organization-level percentiles rather than statewide percentiles); the designation is called 'plus' because MassDOT has included characteristics beyond traditional 'environmental justice' definitions in order to identify the 'most dominant factor' that defines a community's social vulnerabilities.

To qualify as an REJ+ community, a block group must meet at least one of the following thresholds that correspond to traditional environmental justice criteria.

- Income: Annual median household income \leq MPO 25th percentile
- Race and ethnicity: Percent of individuals that identify as Hispanic or Latino; Black or African American; American Indian or Alaska Native; Asian; Native Hawaiian or Other Pacific Islander; Some other race; or Two or more races and do not identify as White alone \geq MPO 75th percentile
- Limited English proficiency (LEP): Percent of households with limited English-speaking members \geq MPO 75th percentile

While MassDOT relies on these community characteristics that traditionally define environmental justice communities to establish areas that are particularly vulnerable to social, economic, and political pressures, MassDOT also recognizes that these characteristics do not capture other socioeconomic contexts that indicate areas of high need with respect to transportation issues. Therefore, as MassDOT calculates and identifies the 'most dominant factor' that drive transportation and accessibility needs in each community, it also includes the following characteristics for this specific determination:

- Car ownership: Percent of households without an available vehicle \geq MPO 75th percentile
- Disability: Percent of households with one or more persons with a disability \geq MPO 75th percentile
- Age: Percent of individuals aged 65 or older \geq MPO 75th percentile

These three additional characteristics represent the 'plus' elements of MassDOT's analysis. All data used for this analysis was retrieved from the U.S. Census at data.census.gov. The unit of analysis is census block groups (ACS 2021 5-year estimates).

ACS Tables Used

- B19013 – Median Income

- B03002 – Hispanic or Latino, and Not Hispanic or Latino by Race
- C16002 – Household Language by Household Limited English-Speaking Status
- B25044 – Tenure by Vehicles Available
- B01001 – Age

- B22010- Receipt of Food Stamps/SNAP in the Past 12 Months by Disability Status for Households

Median income: For each block group, identify the median household income (001E). Please note that where incomes exceeded \$250,000, the Census bureau enters a text value of “250,000+”. MassDOT re-coded these as the numeric value \$250,001. The same is true for incomes of less than \$2,500, which the Census bureau enters as “2,500-“, and we re-coded as \$2,499.

Race and ethnicity: For each block group, identify the total number of people who do not identify as White by subtracting the estimated number of people included in the “Not Hispanic or Latino, White Alone” category (003E) from the total number of individuals in the block group (001E). To calculate the percent of individuals who are not white in each block group, divide this number by the total population of the block group (001E).

Limited English proficiency (LEP): For each block group, calculate the percent of households with members of limited English proficiency by adding the number of households with limited English proficiency for each language group (004E, 007E, 010E, 013E) and dividing by the total number of households in each block group (001E).

Car ownership: For each block group, add the number of owner-occupied (003E) and renter occupied (010E) households without access to a vehicle. Divide this total by the total number of households in each block group (001E) to calculate the percent of zero-vehicle households.

Disability: For each block group, add the number of households with 1 or more persons with a disability (003E, 006E) and divide this by the total number of households in each block group (001E) to calculate the percentage of households with individuals with disabilities.

Age: For each block group, add the number of males and females aged 65 and over and divide this total by the block group population (001E) to calculate the percent of seniors.

Thresholds

MassDOT developed unique thresholds for each MPO region to control for the regional differences in socioeconomic and demographic characteristics across the Commonwealth. To calculate the thresholds, MassDOT used the QUARTILE function in Excel to determine each MPO-specific threshold value within each ‘environmental justice’ or ‘plus’ category. Block group-level values for each characteristic are then compared to their respective MPO threshold to determine if the block group meets the criteria for REJ+ designation.

The Merrimack Valley’s specific regional thresholds are as follow:

- Income: \$62,303
- Percent Nonwhite: 45%
- Percent Limited English Proficiency: 7%
- Percent Disabled: 31%
- Percent of Households with No Vehicles: 13%

- Percent Senior: 23%

Most Dominant Factor

For block groups that are identified as REJ+ communities, MassDOT has identified which of the six characteristics is the 'most dominant' in terms of the greatest dissimilarity or 'distance' from the MPO threshold. This identification provides a deeper sense of the social contexts that shape local transportation needs. Knowing that an REJ+ community's most dominant factor is a lack of automobile access, or a high proportion of individuals with physical disabilities, or a high share of older individuals, provides greater insight into the programs, initiatives, or investments that can be made to promote accessibility and mobility for those who may need extra support.

To calculate the 'most dominant factor', for each characteristic, MassDOT calculated the difference between the value for each block group, and the MPO threshold. MassDOT used an INDEX, MATCH, MAX function in Excel to identify the characteristic that is the most 'different' from the MPO threshold, and thus the 'most dominant factor' value.

Because several block groups across the state do not have income information available (437 total block groups), a modified formula that pulls on just the remaining five characteristics was used in these cases.

Acronym Glossary

Acronym	Meaning/Definition
AC	Advance Construction
ACS	American Community Survey
ADA	Americans with Disabilities Act
APC	Automatic Passenger Counters
ATC	Alternate Transportation Corridor or Active Transportation Committee
ATN	Active Transportation Network
BFP	Bridge Formula Program
BIL	Bipartisan Infrastructure Law (also called Infrastructure Investment and Jobs Act [IIJA])
BIP	Bridge Investment Program
BUILD	Better Utilizing Investments to Leverage Development
CAA	Clean Air Act
CAAA	Clean Air Act Amendments
CEDS	Comprehensive Economic Development Strategy
CEO	Chief Executive Officer
CFI	Charging and Fueling Infrastructure Program
CFR	Code of Federal Regulations
CHSTP	Coordinated Human Services Transit Plan
CIG	Capital Investment Grants
CIP	Capital Improvement Program
CMAQ	Congestion Mitigation and Air Quality Program
CMP	Congestion Management Process
CMR	Code of Massachusetts Regulations
CO	Carbon Monoxide
COA	Council on Aging (Local/Municipal)
CPO	Chief Product Officer
CRP	Carbon Reduction Program
CY	Calendar Year
DEP	Department of Environmental Protection (Massachusetts)
DOD	Department of Defense (Federal)
DOT	Department of Transportation (Federal, also see USDOT)
DPW	Department of Public Works (Local/Municipal)
EJ	Environmental Justice (see also REJ+)
EOPSS	Executive Office of Public Safety and Security (Division of the Massachusetts Department of Transportation)
EPA	Environmental Protection Agency (Federal)
EPDO	Equivalent Property Damage Only (crash quantification measure)
EV	Electric Vehicle
FAST ACT	Fixing America's Surface Transportation Act (Federal)
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FLAP	Federal Lands Access Program
FLMA	Federal Land Management Agency
FO	Functionally Obsolete (reference to Bridge Status)
FR	Federal Regulation
FTA	Federal Transit Administration
FY	Fiscal Year
GANS	Grant Anticipation Note
GHG	Greenhouse Gas
GIS	Geographic Information Systems
GWSA	Global Warming Solutions Act (Massachusetts)
HIN	High Injury Network

HPMS	Highway Performance Monitoring System
HSD	Highway Safety Division (of the Massachusetts Department of Transportation)
HSIP	Highway Safety Improvement Program
IJA	Infrastructure Investment and Jobs Act (Federal)
INFRA	Nationally Significant Multimodal Freight & Highway Projects Program
IRI	International Roughness Index
IT	Information Technology
ITS	Intelligent Transportation Systems
LEP	Limited English Proficiency
LOTTR	Level of Traffic Time Reliability
LRTP	Long Range Transportation Plan (synonymous with MTP)
MA	Massachusetts
MARPA	Massachusetts Association of Regional Planning Agencies
MASSDEP	Massachusetts Department of Environmental Protection (State, see also DEP)
MASSDOT	Massachusetts Department of Transportation
MBTA	Massachusetts Bay Transportation Authority
MEGA	National Infrastructure Project Assistance Program
MEPA	Massachusetts Environmental Protection Act
MEVA	Merrimack Valley Transit
MOU	Memorandum of Understanding
MPO	Metropolitan Planning Organization
MPP	Metropolitan Planning Program (synonymous with PL)
MS2	Modern Traffic Analytics (data storage and interface vendor for MassDOT's count program)
MTP	Metropolitan Transportation Plan (see also LRTP)
MV	Merrimack Valley
MVMPO	Merrimack Valley Metropolitan Transportation Planning Organization
MVPC	Merrimack Valley Planning Commission
MVPGS	Merrimack Valley Priority Growth Strategy
NAAQS	National Ambient Air Quality Standards
NBI	National Bridge Inventory
NBIS	National Bridge Inventory Standards
NEPA	National Environmental Policy Act (Federal)
NH	New Hampshire
NHFN	National Highway Freight Network
NHFP	National Highway Freight Program
NHPP	National Highway Performance Program
NHS	National Highway System
NHTSA	National Highway Traffic Safety Administration
NO	Nitrous Oxide
NPMRDS	National Performance Management Research Dataset
NTD	National Transit Database
ODCR	Office of Diversity and Civil Rights (of the Massachusetts Department of Transportation)
OTP	Office of Transportation Planning (of the Massachusetts Department of Transportation)
PCI	Pavement Condition Index
PDA	Priority Development Area
PEA	Planning Emphasis Area(s) (Federal)
PEL	Planning and Environmental Linkages
PHED	Peak Hour Excessive Delay
PIF	Project Initiation Form
PINFO	Project Information System (of the Massachusetts Department of Transportation)
PL	Metropolitan Planning Program (synonymous with MPP)
PM	Performance Measure
PPP	Public Participation Plan

PRC	Project Review Committee
PROTECT	Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation Program
PSI	Pavement Serviceability Index
PTASP	Public Transportation Agency Safety Plan
RCP	Reconnecting Communities Pilot Program
REJ+	Regional Environmental Justice Plus
RFP	Request for Proposal
RFQ	Request for Quote
RITIS	Regional Integrated Transportation Information System
ROI	Return On Investment
ROW	Right Of Way
RPA	Regional Planning Agency
RSTG	Rural Surface Transportation Grants
RTA	Regional Transit Authority
RTP	Regional Transportation Plan (see LRTP, MTP)
SD	Structurally Deficient (refers to bridge status)
SHSP	Strategic Highway Safety Plan
SIP	State Improvement Plan
SMART	Strengthening Mobility and Revolutionizing Transportation Program
SNAP	Supplemental Nutrition Assistance Program
SOV	Single Occupant Vehicle
SRTS	Safe Routes to School
SS4A	Safe Streets and Roads for All
STBG	Surface Transportation Block Grant
STIP	State Transportation Improvement Program
STRAHNET	Strategic Highway Network
TAM	Transit Asset Management
TAMP	Transit Asset Management Plan
TAP	Transportation Alternatives Program
TCM	Turning Movement Count
TEC	Transportation Evaluation Criteria
TFPC	Total Federal Participation Cost
TIP	Transportation Improvement Program
TTR	Travel Time Reliability
TTTR	Truck Travel Time Reliability
UPWP	Unified Planning Work Program
USC	United States Code
USDOT	United State Department of Transportation
UZA	Urbanized Area
VMT	Vehicle Miles Traveled
VOC	Volatile Organic Compounds
VPV	Virtual Public Involvement
VRM	Vehicle Revenue Miles

Comments on Public Draft