

ITEM 11 – INFORMATION
May 20, 2026

Performance Measures and Targets: Peak Hours of Excessive Delay Per
Capita and Non-SOV Mode Share

Background: The board will be briefed on the draft targets for two performance measures, peak hours of excessive delay per capita and percentage non-SOV mode share, that relate to the TPB’s provision of affordable and convenient mobility options goal. The collected, updated observed data, methodological explanations and applications of target-setting for CY 2026-2029, and next steps will be shared with the board.



MEMORANDUM

TO: Transportation Planning Board
FROM: Ian Newman, TPB Program Manager
SUBJECT: Performance Measures and Targets for Peak Hours Excessive Delay per Capita and Non-SOV Mode Share
DATE: May 14, 2026

This memorandum provides an update on the federally-required performance measure tracking of Peak Hours of Excessive Delay (PHED) per capita and percent Non-SOV Mode Share as part of TPB’s performance-based planning and programming process. In accordance with the federal government’s Congestion Mitigation and Air Quality (CMAQ) program, State DOTs and MPOs are required to establish targets for these measures. This year, new targets are required to be set for both two- and four-year horizons (CY 2027 and 2029). Reports on past performance for the 2022–2025 reporting period and on the two- and four-year targets for the 2026–2029 reporting period are due to the FHWA by October 1, 2026.

The TPB has adopted the CMAQ Traffic Congestion Measures of PHED and Non-SOV Mode Share since 2018, in accordance with federal regulations. At the May 20, 2026, Transportation Planning Board meeting, TPB staff will brief the Board on the National Capital Region’s progress in meeting its previous PHED and Non-SOV Mode Share targets and review the process for establishing new targets for the 2026-2029 reporting period.

OVERVIEW OF PHED AND NON-SOV MODE SHARE REQUIREMENTS

The following table provides a description of these performance measures with references to the Federal Code, data sources, and the required frequency of reporting. This section also summarizes the coordination requirements with State DOTs, the MPO’s reporting requirements, potential consequences for not meeting targets, and the TPB’s goals supported by these performance measures.

Performance Measure	Description	Federal Code	Data Source	Frequency of Reporting
Peak Hours of Excessive Delay per Capita	The threshold for excessive delay is based on the travel time at 20 miles per hour, or at 60% of the posted speed limit (PSL), whichever is greater. Peak travel hours are 6-10 a.m. and 3-7 p.m. on weekdays.	23 CFR 490.107	National Performance Management Research Data Set	Every four years, set new two- and four-year targets.

Performance Measure	Description	Federal Code	Data Source	Frequency of Reporting
Percentage Non-Single Occupancy Vehicle Mode Share	Measurement of non-SOV commuting to work travel in specific urbanized areas. This includes travel via carpool, vanpool, transit, walking, bicycling, and telecommuting	23 CFR 490.107	US Census Bureau's American Community Survey 5-year Estimates	Every four years, set new two- and four-year targets.

Coordination Requirements with State DOTs

MPOs are required to establish their performance targets in coordination with all state DOTs and MPOs intersecting with the urban area, and these targets should be data-driven, realistic, and unified. The requirement for these targets to be evidence-based and predictive of anticipated outcomes does not supersede or diminish any aspirational targets to which local, regional, or state jurisdictions are committed.

MPO Requirements

MPOs with a population of more than one million and designated nonattainment and maintenance areas are required to develop both two- and four-year quantifiable targets.

Applicable state DOTs and MPOs collectively establish a single, unified, PHED target for the applicable urban area. After the state DOTs establish their PHED targets, MPOs have 180 days to adopt a target.

Applicable state DOTs and MPOs collectively establish a single, unified, non-SOV mode share target for the applicable urban area. After the state DOTs establish their non-SOV mode share targets, MPOs have 180 days to adopt a target.

Consequences

Not meeting the targets may directly affect the state's ability to receive CMAQ funds if they cannot prove that their investments have mitigated congestion.

TPB Goals

The PHED and Non-SOV Mode Share measures support the TPB in assessing progress toward its established goals of planning a transportation network that delivers affordable and convenient mobility options.

PEAK HOURS OF EXCESSIVE DELAY PER CAPITA

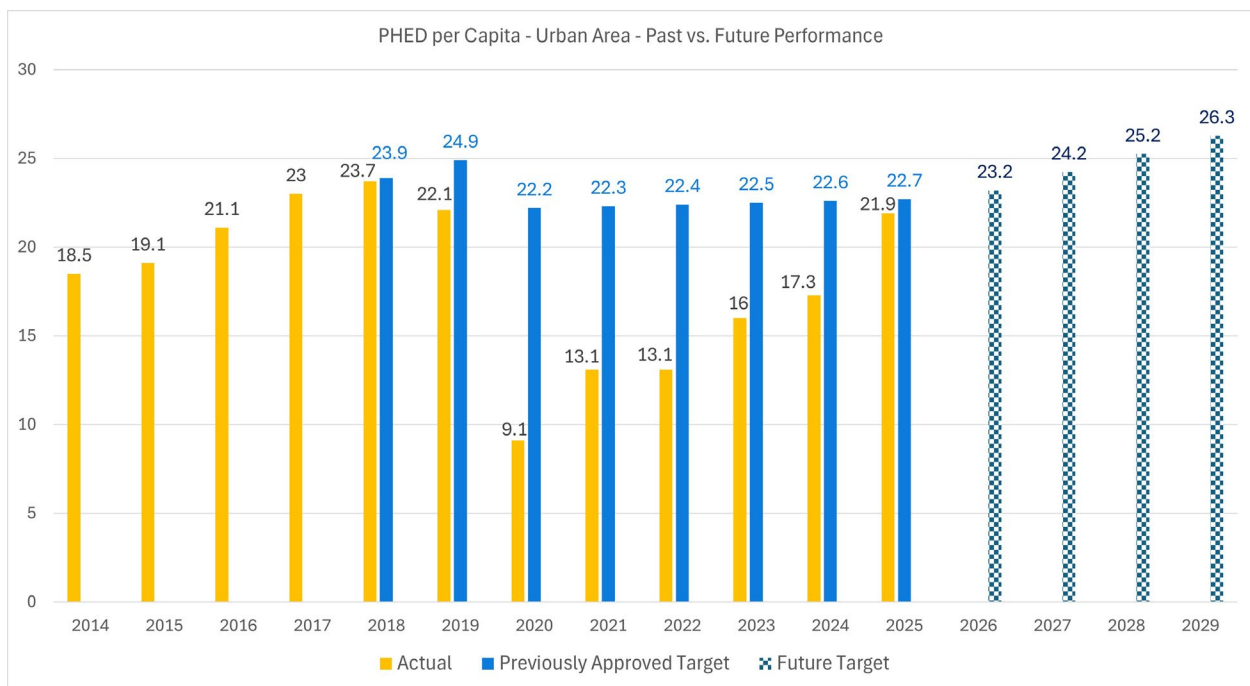
The following sections describe past performance, target-setting methodology, and the draft new targets for peak hours of excessive delay per capita.

Past Performance – PHED per Capita

At the onset of the COVID-19 pandemic in 2020, there was a significant gap between what was predicted and observed in peak hours of excessive delay per capita, due to a considerable decline in vehicle travel during peak travel periods. The decrease in traffic volumes led the system to consistently outperform its targets through 2025. However, since 2022, there has been a year-over-

year rebound in peak hours of excessive delay per capita, from 13.1 hours per capita in 2022 to 21.9 hours per capita in 2025.

This is indicative of an approach towards pre-pandemic peak-period hours of excessive delay per capita levels, and this approach is occurring at a considerably faster growth rate than the pre-pandemic years. It is important to note that not all travel demand that occurs during the peak periods are commuting trips; there are numerous other trip types that are occurring during the peak periods, in addition to commuting trips, that experience delay that meets the threshold to be considered excessive. Continued stress on the network during the peak periods is expected to persist, as indicated in the trend since 2020.



Methodology

To set future performance targets, TPB staff used a balanced, data-driven approach that builds on recent trends while remaining realistic about how conditions may change over time. TPB staff analyzed past data, 2022–2025, to identify the overall trend using a simple “line of best fit” (linear regression). This was then paired with a separate adjustment based on the modeled changes in AM Peak congestion levels, and the two were averaged. However, to reflect the expectation that rapid changes are unlikely to continue at the same pace observed since 2022, the projected increases in later years, 2027-2029, were reduced using small “Covid-era” adjustment factors. This results in targets that are grounded in observed data, responsive to recent conditions, are predicted to be more conservative over time, and approach a trend with less variability than the last four years of data. TPB staff met with external, regional stakeholders to present this revised methodology and received feedback and support concerning its application.

PHED per Capita Draft Targets

Using the described methodology, TPB staff developed regional PHED targets for the 2026-2029 period, shown below.

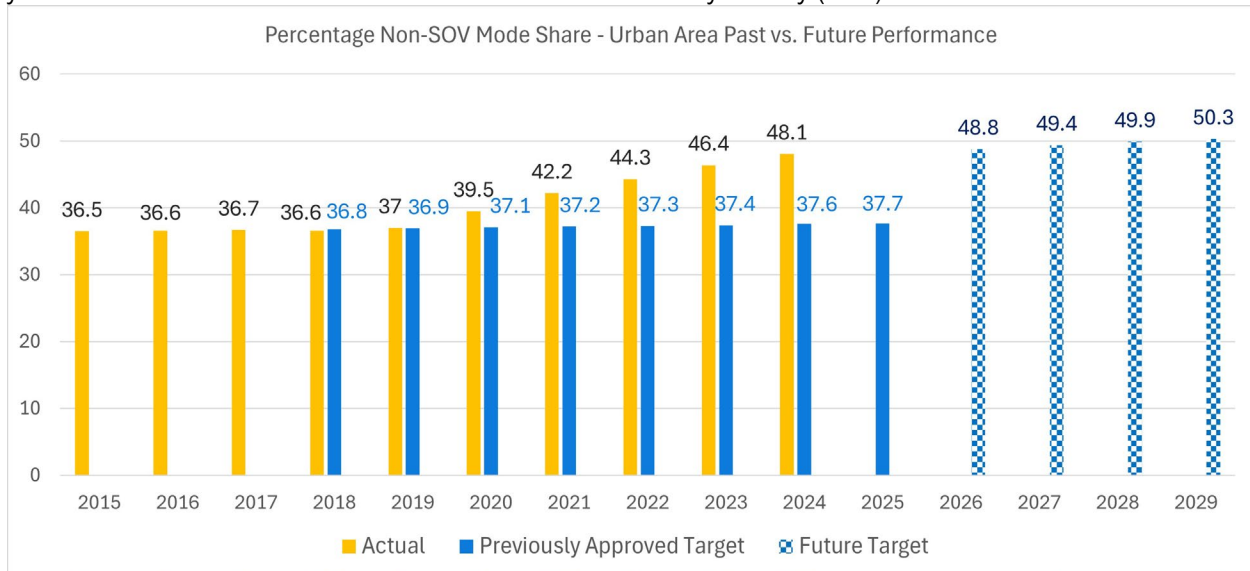
Performance Measure	Current Targets	Draft Targets
PHED per Capita	22.7 hours [of excessive delay during the combined peak travel periods] (2025)	2-year target for 2027: 24.2 hours 4-year target for 2029: 26.3 hours

PERCENT NON-SINGLE OCCUPANT VEHICLE MODE SHARE

The following sections describe past performance, target-setting methodology, and draft new targets for percent non-single occupant vehicle (SOV) mode share.

Past Performance – % Non-SOV Mode Share

At the onset of the COVID-19 pandemic in 2020, there was a sharp increase in reported percentage of non-SOV mode travel, creating a larger gap between what was set as targets and what was being observed by the data. The percentage of non-SOV mode share for commuting trips has been, therefore, consistently outperforming its targets, including most recently the 2024 target of 37.6% (48.1%). The sustained increase in percentage non-SOV mode travel is indicative of a likely structural shift in commuting patterns. The actual mode share of non-SOV travel increased by +8.6 percentage points over the period from 2020 through 2024, while the flat predicted trend (~37% - 38%) over this same period reflects pre-COVID assumptions of a return to pre-pandemic conditions, using five year-estimate U.S. Census Bureau’s American Community Survey (ACS) data.



Methodology

The target setting process for non-SOV mode share was previously performed by applying a simple linear regression model to the observed non-SOV mode share, with the data gathered via the ACS 5-year estimates table, DP03, titled “Selected Economic Characteristics.” The addition of 0.11 percentage points per year (the slope of the linear regression, of observed 2016-2019 data) was applied year over year to arrive at subsequent years’ targets through 2025.

A new methodology was developed using a scaled growth scenario to better reflect commuting patterns post-COVID, as opposed to the pre-COVID trend extrapolations which assumed modest, linear growth (~+0.1 percentage points per year). Future annual increases are chronologically reduced to 40%, 33%, 27%, and 20% of the post-COVID average growth rate (+1.9 pp/year), representing strong to more conservative growth assumptions applied sequentially from the 2024 baseline of observed data (~48.1%). TPB staff met with external, regional stakeholders to present this revised methodology and received feedback and approval concerning its application.

Non-SOV Mode Share Percentage DRAFT Targets

Using the above methodology, TPB staff developed regional non-SOV mode share targets for the 2026-2029 period shown below:

Performance Measure	Current Targets	Draft Targets
Non-SOV Mode Share	37.7% (2025)	2-year target for 2027: 49.4% 4-year target for 2029: 50.3%

NEXT STEPS

June 2026: TPB staff present final PHED and Non-SOV Mode Share targets to the TPB and Technical Committee. TPB approves new targets.

July-September 2026: Three states to adopt targets no later than September. TPB finalizes the region’s 2022-2025 and 2026-2029 MPO CMAQ Performance Reports for inclusion in the state Performance Management Forms (PMFs) by October. All three states notify TPB that the PMF is complete.