



CMAQ Performance Plan

Third Performance Period: Baseline Performance Report

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Introduction

23 United States Code 149(l) requires the Denver Regional Council of Governments to biennially prepare and submit a Congestion Mitigation and Air Quality Improvement Program Performance Plan. **This document is the baseline report for the third performance period.**

The CMAQ Performance Plan is due at the beginning of a four-year performance period and updated every two years – once at the midpoint and again at the end of the performance period. The Colorado Department of Transportation will submit CMAQ Performance Plans to the Federal Highway Administration as part of the State Biennial Performance Report.

Performance Measures

To carry out the Congestion Mitigation and Air Quality Improvement Program, the Moving Ahead for Progress in the 21st Century Act required USDOT to establish measures for state departments of transportation to use to assess traffic congestion and on-road mobile source emissions. Additional surface transportation legislation has refined these efforts.

To meet this requirement, the Federal Highway Administration finalized three performance measures (two congestion measures and one on-road mobile source emissions measure) in the [National Performance Management Measures - Assessing Performance of the National Highway System, Freight Movement on the Interstate System, and Congestion Mitigation and Air Quality Improvement Program Final Rule](#).

Exhibit 1: PM3 Subpart G measures and descriptions

Measure	Description
Peak hour excessive delay	Annual hours of peak hour excessive delay per capita that occurs within an applicable urbanized area
Percent of non-single occupancy vehicle travel	Percentage of non-SOV travelling within an applicable urbanized area

For **Subpart G: Traffic congestion**, the two performance measures are:

1. Peak hour excessive delay, abbreviated as PHED.
2. Percent of non-single occupancy vehicle travel, abbreviated as non-SOV.

The PHED measure is the annual hours of peak hour excessive delay per capita that occurs within an applicable urbanized area. The percent of non-SOV travel measure is the percentage of non-SOV vehicles travelling within an applicable urbanized area. The traffic congestion measures only apply in certain urbanized areas that include National Highway System mileage and have a population over 200,000.



Exhibit 2: PM3 Subpart H measure and description

Measure	Description
Total emissions reduction	Two-year and four-year cumulative estimated emission reductions, for all CMAQ funded projects, of each applicable criteria pollutant

For **Subpart H: On-road mobile source emissions**, the performance measure is the total emissions reduction measure. This measure is the two-year and four-year cumulative estimated emission reductions, for all CMAQ funded projects, of each applicable criteria pollutant (Ozone, Carbon Monoxide, and Particulate Matter and their precursors (Volatile Organic Compounds and Oxides of Nitrogen) for which the area is designated nonattainment or maintenance.

CMAQ Performance Plan

The CMAQ Performance Plan is submitted to CDOT and will be included as a separate section of the biennial report submitted to FHWA.

23 CFR 490.107 requires that CMAQ Performance Plans include the following four key components:

- a) **Condition/Performance:** A baseline level of condition/performance at the beginning of the performance period for each of the CMAQ measures. Throughout the performance period, the CMAQ Performance Plan reports on the actual two-year and four-year condition/performance for each of the applicable CMAQ measures in 23 CFR 490.707 and 490.807.
- b) **Targets:** The targets that the MPOs establish for each of the applicable CMAQ performance measures, including any updates at the midpoint of the performance period, if applicable.
- c) **Description of Projects:** A description of projects scheduled for CMAQ funding that will contribute toward achieving their targets.
- d) **Assessment of Progress:** For the mid and full performance period report, updates to the CMAQ Performance Plan include an assessment of how the CMAQ projects contribute toward achieving the targets.

In the CMAQ Performance Plan and its biennial updates, the MPO reports two- and four-year targets, describes how they plan to meet their targets, and details their progress toward achieving the targets over the course of the performance period.



Exhibit 3: Components of the CMAQ Performance Plan and biennial updates

Key component	State DOT baseline performance period report	State DOT mid-performance period progress report	State DOT full performance period progress report
Condition/performance	Baseline condition/performance	Two-year condition/performance	Four-year condition/performance
Targets	Applicable two-year and four-year targets (if available)	Adjusted four-year target (optional)	N/A
Description of projects	Description of projects	Updated description of projects	N/A
Assessment of progress	N/A	Assessment of projects' contribution to achieving two-year target	Assessment of projects' contribution to achieving four-year target
Due dates for 1 st performance period	October 1, 2026	October 1, 2028	October 1, 2030

Applicability determination

As of October 1, 2025, DRCOG is subject to the traffic congestion targets, on-road mobile source emissions targets, and the CMAQ performance plan requirements as determined by the [Federal Highway Administration](#).

DRCOG's planning area includes a designated urbanized area, contains National Highway System mileage, and has a population over 200,000. Additionally, the area includes a non-attainment area for ozone.



Targets

Minimize traffic congestion

The two targets that require joint approval from CDOT and DRCOG are the peak-hour excessive delay and percent of non-single occupancy vehicle travel measures. Exhibit 5 shows the adopted targets for PHED and Non-SOV Travel agreed upon by CDOT and DRCOG for the Denver-Aurora, CO Urbanized Area.

Exhibit 4: Traffic congestion reduction performance targets

Traffic Congestion Reduction Performance Measures	Desired Trend	Baseline (2025)	2-Year Target (2027)	4-Year Target (2029)
Percent of non-single occupancy vehicle travel	⬆️⬆️⬆️	To be determined	37.5%	38.5%
Annual hours of peak hour excessive delay	⬇️⬇️⬇️	15.8	19.8	20.5

Reduce on-road mobile source emissions

The on-road mobile source emissions targets are individual targets for the DRCOG MPO Planning Area. Exhibit 6 shows the adopted targets for nitrogen oxide and volatile organic compounds for the Denver region.

Exhibit 5: Emissions reduction performance targets

On-Road Mobile Source Emissions Reduction Performance Measures	Desired Trend	Baseline (2022-2025)	2-Year Target (2026-2027)	4-Year Target (2026-2029)
Total emissions reduction (VOC) kg/day	⬆️⬆️⬆️	806	246	509
Total emissions reduction (NO_x) kg/day	⬆️⬆️⬆️	955	314	649



Conditions/Performance

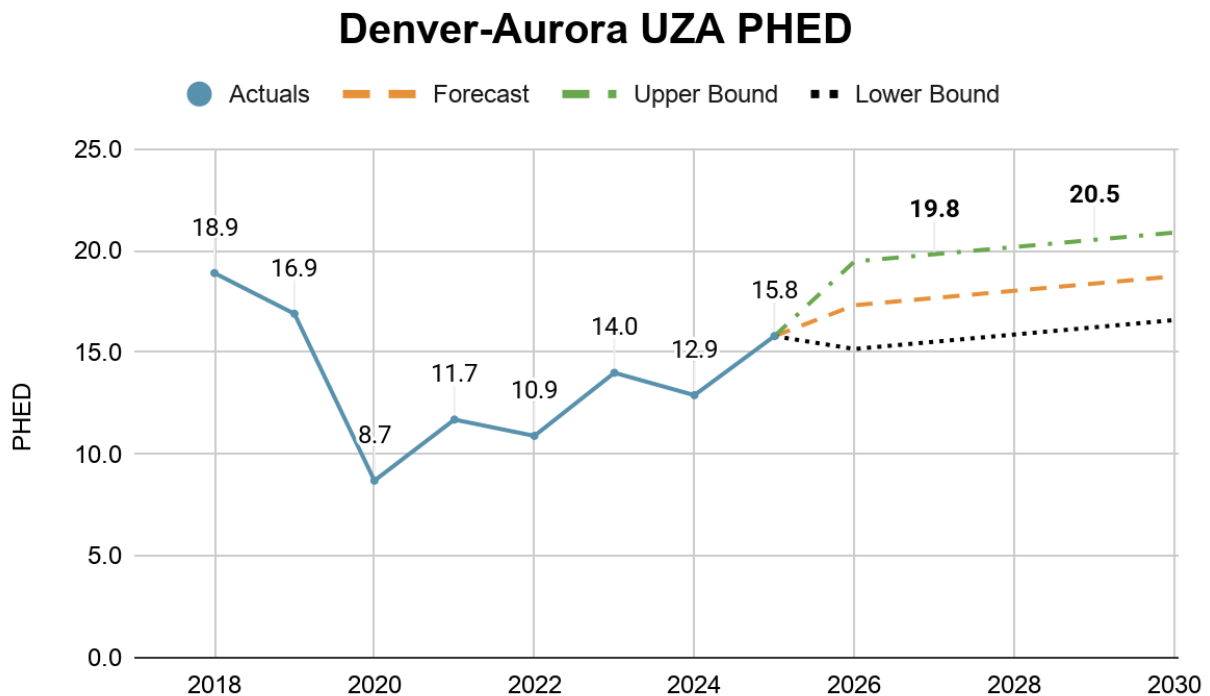
Traffic congestion

The DRCOG planning area includes multiple UZAs, but only the Denver-Aurora, Colorado UZA meets the population threshold for setting traffic congestion reduction targets. The traffic congestion reduction targets are set jointly by DRCOG and CDOT.

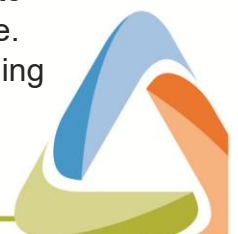
Peak hour excessive delay

The peak hour excessive delay performance measure applies to both traveling directions of the mainline highway segments on the National Highway System. This measurement uses travel times of all traffic during each 15-minute interval for all applicable reporting segments in the travel time data set occurring for peak periods from January 1 through December 31 of the same year, for the Denver-Aurora, CO UZA, as reported by the NPMRDS.

Exhibit 6: Observed annual hours of peak hour excessive delay and model projections



The two-year and four-year targets were set through modeling work completed by CDOT and in coordination with DRCOG. Current PHED levels have slowly begun to return to pre-pandemic levels, and modeling suggests that they will continue to rise. CDOT and DRCOG staff recommended using the higher threshold from the modeling



to establish the two-year and four-year targets. This aligns with a potential for travel patterns to return to or exceed levels seen before the pandemic and accounts for potential errors in the predictive model. Exhibit 9 shows the adopted two-year and four-year targets established by DRCOG and CDOT.

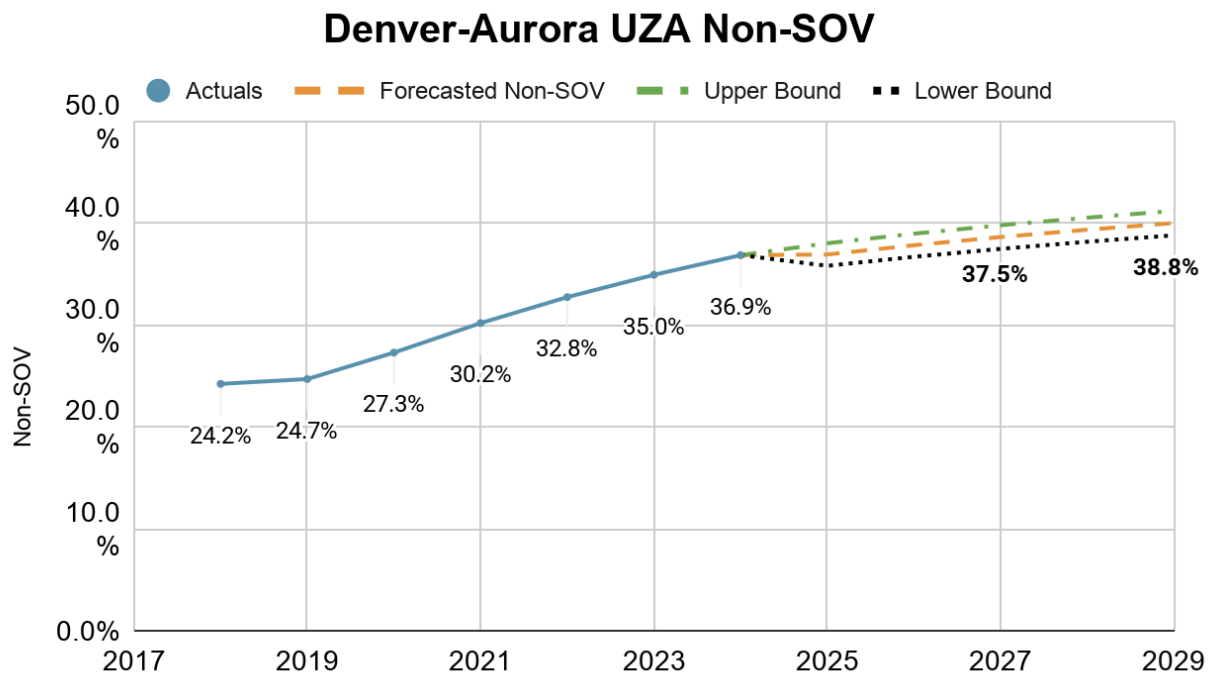
Exhibit 7: Peak hour excessive delay performance targets

Performance Measures	Baseline (2025)	2-Year Target (2027)	Mid-Period Progress	4-Year Target (2029)	Full-Period Progress
Annual hours of peak hour excessive delay	15.8	19.8	To be determined	20.5	To be determined

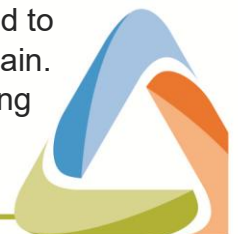
Percent of non-single occupancy vehicle travel

Non-single occupancy vehicle travel is defined as any travel mode other than driving alone in a motorized vehicle, including travel via carpool, van, public transportation, commuter rail, walking, bicycling, or telecommuting. This measurement used the American Community Survey Commuting (Journey to Work) data from the U.S. Census Bureau.

Exhibit 8: Non-SOV Commute to Work



The two-year and four-year targets were also set through modeling work completed by CDOT and in coordination with DRCOG. Current non-SOV levels have not returned to pre-pandemic levels which suggests heavy work from home rates are likely to remain. CDOT and DRCOG staff recommended using the lower threshold from the modeling



to establish the two-year and four-year targets. This aligns with the likelihood of non-SOV rates plateauing as work from home rates remain stable and accounts for potential errors in the predictive model. Exhibit 10 shows the adopted two-year and four-year targets established by DRCOG and CDOT.

Exhibit 9: Non-single occupancy vehicle travel performance targets

Performance Measures	Baseline (2025)	2-Year Target (2027)	Mid-Period Progress	4-Year Target (2029)	Full-Period Progress
Percent of non-single occupancy vehicle travel	To be determined	37.5%	To be determined	38.5%	To be determined

On-road mobile source emissions

This performance measure is only applicable to areas that include any part of a nonattainment or maintenance area for ozone, carbon monoxide or particulate matter per the National Ambient Air Quality Standards. This measure is limited to these areas to further the CMAQ's program purpose of funding programs and projects that seek to satisfy the NAAQS.

Unlike other federal performance targets, the on-road mobile source emissions targets are project-based. Specifically, they are based on projects reported in FHWA's CMAQ Public Access System. This project database shows estimated emission reductions at the time of federal funding obligation, not project implementation. It also may have incomplete data by pollutant and/or reporting year.

As the DRCOG MPO Planning Area has a population greater than 200,000 and at the time of the applicability determination (October 1, 2025) was designated as nonattainment/ maintenance for ozone, performance targets for this measure for each criteria pollutant had to be established.

Exhibit 10: Historical emissions reduction and CMAQ funding

Year	VOC (kg/day)	NOx (kg/day)	CMAQ Funding
2018	103	354	\$46,390,130
2019	89	266	\$37,905,056
2020	37	55	\$64,735,633
2021	223	304	\$50,499,336
2022	213	361	\$60,519,003
2023	42	72	\$48,150,802
2024	460	359	\$33,267,421



DRCOG staff proposed basing targets around CDOT's statewide targets that they established using average emissions reduction benefits per dollar and future CMAQ allocations identified through the Transportation Improvement Program. The proposed methodology reflects refined calculations of DRCOG's historic emission reduction by dollar of each criteria pollutant. Exhibit 13 shows the two-year and four-year targets adopted by the DRCOG Board of Directors.

Exhibit 11: Emissions reduction performance targets

On-Road Mobile Source Emissions Reduction Performance Measures	Baseline (2022-2025)	2-Year Target (2026-2027)	Mid-Period Progress	4-Year Target (2026-2029)	Full-Period Progress
Total emissions reduction (VOC) kg/day	806	246	To be determined	509	To be determined
Total emissions reduction (NO_x) kg/day	955	314	To be determined	649	To be determined



Description and assessment of projects

This report includes 25 CMAQ funded projects that will help DRCOG achieve:

- Its traffic congestion targets, and
- Its on-road mobile source emissions targets.

The following section lists the projects identified at the time of this report, the year they are anticipated to be obligated, and their associated emission reduction benefits. Additional projects that are selected for CMAQ funding in ongoing and future calls for projects, will be captured in future reports.

For more information, visit [DRCOG's Performance Based Planning and Programming webpage](#).



List of projects

Exhibit 12: Transportation Demand Management

Project	Description of project	Anticipated obligation	PHED benefit	Non-SOV benefit
Regional TDM Set-Aside: TMA Partnerships	The Regional TDM Pool promotes alternatives to SOV travel, with the intent to reduce mobile source emissions. This pool includes funds for eight TMA regional partnerships (CMAQ; \$120k each/year).	2026	Yes	Yes
Way to Go: Regional TDM Program	DRCOG will partner with transportation management agencies in the region to cooperatively carry out a comprehensive and coordinated program to mitigate traffic congestion and poor air quality through reducing travel demand.	2026	Yes	Yes

Exhibit 13: Transit Improvements

Project	Description of project	Anticipated obligation	PHED benefit	Non-SOV benefit
Broomfield Transit Needs Assessment & Pilot Project	Within the City and County of Broomfield, study unmet transit needs, evaluate existing services and gaps, develop short range recommendations for Broomfield Easy Ride, evaluate marketing, recommend service improvements, marketing, and pilots. Implement priority recommended pilot services, including a 2-year expanded RTD FlexRide service pilot on weekday evenings and on weekends throughout Broomfield.	2026	Yes	Yes
Human Services Transportation Set-Aside	TIP Set-Aside that funds underfunded and underserved trips and rolling stock expansion to improve service and mobility for older adults and people with disabilities.	2026	Yes	Yes
CO7 Transit Service: Boulder to Brighton	New transit service along SH-7 between Downtown Boulder and Downtown Brighton operating at 30-minute headways.	2026	Yes	Yes
SE Boulder County SuperFlex	Pilot 1-2 vehicle demand-response service in southeast Boulder County to supplement RTD FlexRide and Ride Free Lafayette. Project also funded through previously obligated American Rescue Plan Act (Section 5307 funds).	2026	Yes	Yes



Project	Description of project	Anticipated obligation	PHED benefit	Non-SOV benefit
Erie FlexRide	Two years of Flex ride services within the Town of Erie. The service will also provide connections to RTD services located outside the town boundaries.	2026	Yes	Yes
Golden Free Transit Program	Provide four routes of free transit service in the City of Golden connecting Downtown Golden, Colorado School of Mines, RTD Jeffco Government Center Station, and RTD Wheat Ridge-Ward Station.	2026	Yes	Yes
Arapahoe County Transit and Micromobility Pilot	Implement pilot project(s) identified in the Arapahoe County Transit and Micromobility Study	2026	Yes	Yes

Exhibit 14: Bicycle and Pedestrian Facilities and Programs

Project	Description of project	Anticipated obligation	PHED benefit	Non-SOV benefit
High Line Canal Trail Underpass at Colfax	Design and construct 16' wide, 12' tall underpass for the High Line Canal Trail under Colfax Ave just east of Laredo St	2026	Yes	Yes
124th Multimodal Improvements: Claude to Colorado	Design and environmental for bike/ped facilities and roadway traffic calming from Claude Ct to Colorado Blvd. The project will also fund right-of-way acquisition and construction from York St to Fillmore St, including the York St intersection.	2026	Yes	Yes
Thornton Pkwy Multiuse Path: I25 to Grant	Design and construct a multi-use path on the south side of Thornton Pkwy., including lighting, landscaping, and retaining wall.	2026	Yes	Yes
Easter Trail Study: Cherry Creek Trail to Parker Rd	Study the proposed Easter Trail to connect the Cherry Creek Trail with neighborhoods east of Parker Rd.	2026	Yes	Yes
13th Ave Multimodal Improvements: Yosemite to High Line Canal Trail - Precon	Design improvements along the corridor including: 8-10' wide shared-use path, 5-6' wide sidewalks, curb extensions, crosswalk and sharrow markings, roadway and pedestrian-scale lighting, 2 raised intersections, 6 raised crosswalks, and a mid-block crossing with an RRFB.	2026	Yes	Yes
30th St Multimodal Improvements: Colorado to Baseline	Design and construct multimodal improvements, including raised protected bicycle lanes, wider sidewalks, protected intersections, transit enhancements, and enhanced crossings.	2026	Yes	Yes



Project	Description of project	Anticipated obligation	PHED benefit	Non-SOV benefit
Folsom Multimodal Study: Pine to Colorado	Corridor study and preliminary design of multimodal and safety improvements.	2026	Yes	Yes
Tabor Street Multimodal Improvements: Clear Creek Trail to 49th Avenue	Design, acquire right-of-way, and construct bike lanes and sidewalks along Tabor Street from 49th Avenue to the Clear Creek Trail, including preconstruction-only for a pedestrian bridge over I-70.	2027	Yes	Yes
Midway Blvd Multimodal Improvements: Lake Link Trail to Zuni - Precon	Design and right-of-way acquisition for Complete Streets bike/ped improvements along the corridor.	2026	Yes	Yes
High Line Canal Trail Underpass at Yale	Construct an underpass of the High Line Canal Trail under Yale Ave just west of Holly St.	2026	Yes	Yes
Wadsworth Path Improvements: Mansfield to Bear Creek	Construct a multi-use path along Wadsworth; east side between Mansfield and Jefferson, and on the west side between Eastman and Bear Creek.	2026	Yes	Yes
Sheridan Blvd Multimodal Path: Jewell to Iowa	Construct a multimodal path on the west side of Sheridan Blvd.	2026	Yes	Yes
I25/Lincoln Multimodal Connections	Bicycle and pedestrian improvements in the vicinity of the I-25 and Lincoln interchange based on study outcomes.	2027	Yes	Yes
North Central Denver Community Multimodal Improvements	Construct multimodal improvements in the Globeville and Elyria-Swansea neighborhoods including high-comfort bike facilities and crosswalk safety enhancements.	2026	Yes	Yes
South Platte River Trail Improvements: Mississippi to Florida	Replace existing 8' trail with 12' wide trail with 4' crusher fines and 3' shoulders on both sides and reconstructed 16' wide bike/ped bridge in Overland Park.	2026	Yes	Yes

Exhibit 15: Other

Project	Description of project	Anticipated obligation	PHED benefit	Non-SOV benefit
Air Quality Improvements Set-Aside	Funding for specialized air quality improvement outreach activities including ozone, localized, and focused.	2026	No	No

