

**FINAL REPORT**

**FY2013 TRIENNIAL REVIEW**

of the

**Napa County Transportation & Planning Agency  
(NCTPA)**

**Napa, CA  
Recipient ID: 5001**

*Performed for:*

**U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL TRANSIT ADMINISTRATION  
REGION IX**

*Prepared by:*

**Interactive Elements Incorporated**

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## I. Executive Summary

This report documents the Federal Transit Administration’s (FTA) Triennial Review of the Napa County Transportation & Planning Agency (NCTPA) in Napa, California. The review was performed by Michele Butchko of Interactive Elements Inc. During the site visit, administrative and statutory requirements were discussed and documents were reviewed. NCTPA’s facilities were toured to provide an overview of activities related to FTA-funded projects.

The Triennial Review focused on NCTPA’s compliance in 18 areas. Deficiencies were found with the FTA’s requirements in four areas and advisory comments were made in one area, as described below:

Review Area	Deficiency/Advisory Comment
Satisfactory Continuing Control	D-03 Inadequate equipment records
Procurement	D-01 Missing or insufficient documentation of written policies & procedures for procurement
DBE	D-01 Inadequate designation of DBE Officer
ADA	D-07 ADA service provision deficiencies
Safety and Security	AC-99 Lack of locking gate in transit yard

## II. Review Background and Process

### 1. Background

The United States Code, Chapter 53 of Title 49, requires the Federal Transit Administration (FTA) of the United States Department of Transportation (USDOT) to perform reviews and evaluations of Urbanized Area Formula Grant activities at least every three years. This requirement is contained in 49 U.S.C. 5307(i). This review was performed in accordance with FTA procedures (published in FTA Order 9010.1B, April 5, 1993). At least once every three years, the Secretary shall review and evaluate completely the performance of a grantee in carrying out its program, specifically referring to compliance with statutory and administrative requirements

The Triennial Review includes a review of the grantee’s compliance in 18 areas. The basic requirements for each of these areas are summarized in Section IV.

This report presents the findings from the Triennial Review of the Napa County Transportation & Planning Agency (NCTPA) in Napa, California. The review concentrated on procedures and practices employed during the past three years. The specific documents reviewed are referenced in this report and are available at FTA’s Regional Office or at the grantee’s office.

## 2. Process

The Triennial Review process includes a pre-review assessment, a review scoping meeting with the FTA regional office, and an on-site visit to the grantee's location. The review scoping meeting was conducted with the Region IX Office in December 2013. Necessary files retained by the regional office were sent to the reviewer electronically. A review package was sent to NCTPA advising it of the site visit and indicating the information that would be needed and issues that would be discussed. The site visit to NCTPA occurred February 4-5, 2014.

The on-site portion of the review began with an entrance conference in which the purpose of the Triennial Review and the review process were discussed. The remaining time was spent discussing administrative and statutory requirements and reviewing documents. A tour of NCTPA was conducted to provide an overview of activities related to FTA-funded projects. Samples of ECHO disbursements, FTA-assisted procurements, and maintenance records for certain FTA-funded vehicles, facilities, and equipment were also examined during the site visit. Upon completion of the review, a "Summary of Preliminary Findings" was provided to NCTPAs at an exit conference. The individuals participating in the review are listed in Section VI of this report.

## 3. Metrics

The metrics used to capture whether a grantee is meeting the requirements for each of the areas reviewed are: *not deficient, deficient, advisory comment, and not applicable*.

- *Not Deficient*: An area is considered not deficient if, during the review, no findings were noted with the grantee's implementation of the requirements.
- *Deficient*: An area is considered deficient if one or more of the requirements within the area reviewed were not met.
- *Advisory Comment*: An advisory comment is only made in the area of safety and security.
- *Not Applicable*: An area can be deemed not applicable if, after an initial assessment, the grantee does not conduct activities for which the requirements of the respective area would be applicable.
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## III. Grantee Description

### Organization

Established as a Joint Powers Agency, the Napa County Transportation and Planning Agency (NCTPA) assumed responsibility for fixed route transit service from the City of Napa and paratransit service from Napa County in July 2001. Before it became an independent organization in July 2008, NCTPA had been part of the County of Napa. Since that time, it has developed its own policies and procedures to provide transportation and planning services in the County.

As a Joint Powers Agency made up of the Cities of Calistoga, St. Helena, Napa, American Canyon, the County of Napa, and the Town of Yountville, NCTPA provides transit service in the member towns and cities and within unincorporated portions of the County. In addition, regional

service is provided to Sonoma County, San Francisco Ferry terminal in the City of Vallejo, BART station in the City of El Cerrito, Solano County in Fairfield, and Capitol Corridor in Suisun City. All of NCTPA's services are contracted to Veolia Transportation including general management services, fixed route operations, and ADA complementary paratransit services. The service area population is approximately 150,000.

## **Service**

NCTPA operates a variety of transit services under its marketing name, VINE. It provides regular fixed route service on eight routes in Napa; two fixed route corridor service and three intercity routes; weeknight evening and Sunday demand responsive service in Napa; a demand responsive service for the general public in Calistoga, Yountville and St. Helena; and fixed route deviated service in American Canyon.

The various fixed route services have a span of service from 4:40 a.m. to 9:40 p.m. weekdays. Weekend service operates from 6:00 a.m. to 8:40 p.m. Saturday and 8:19 a.m. to 9:12 p.m. on Sunday. NCTPA's complementary paratransit service, known as Vine Go, operates during the same days and hours of service as the non-commuter fixed routes.

The basic adult fare for bus service is \$1.50. A reduced base fare of \$0.75 is offered to the elderly, persons with disabilities, and persons with a Medicare card. Youth between the ages of 6-18 years pay a base fare of \$1.00. Transfers are given at the time of boarding good for 60 minutes to connect to another bus. Transfers are not allowed between Routes 10 and 11; Route 29 to BART; or Route 21 to Solano County.

NCTPA has a mixed fleet of 71 revenue vehicles of which 31 are required for peak service. The relatively high number of spare vehicles results from its approach to operations. To ensure reliable service, NCTPA has two buses each stationed in American Canyon, Yountville, and St. Helena. One provides service and the second is available as a spare. These vehicles are parked overnight in the communities, while being maintained at the garages in Napa. NCTPA also has a fleet of 15 vehicles operated by its contractor for ADA paratransit service.

NCTPA moved to its new administrative offices in downtown Napa at 625 Burnell Street on December 3, 2012. The fixed route and Paratransit service operates from NCTPA's facility at 720 Jackson St. in Napa; NCTPA operates two multimodal facilities in Napa County: 1) Soscol Gateway Transit Center at 625 Burnell St. and 2) Redwood Park and Ride Lot at 3416 Solano Ave.

## Completed Projects

Over the past three years, NCTPA has completed the following noteworthy projects:

- Redwood (formerly Trancas) Park & Ride Lot was put in service on October 1, 2013. The project included the construction of a Transit Pulse Hub and an 80-space car park and ride lot near Trancas St. and Highway 29 in Napa, CA.
- Soscol Gateway Transit Center entered service on December 3, 2012. It is a multi-modal transit center located in downtown Napa for VINE Transit vehicles with 20 buses pulsing every 60 minutes. NCTPA has its administrative offices on second floor.

- Redesign and re-launch of VINE Transit with service to: American Canyon, the St. Helena VINE, the Yountville Trolley, and the Calistoga Shuttle.
- Developed a Short Range Transit Plan (SRTP) for FY2013-FY2022.
- Developed service characteristics and standards for SRTP pp. 54
- Implementation of Route 25 service to Sonoma began on July 1, 2012.
- Implementation of Route 21 to Fairfield/Suisun City - via Highway 12 on July 1, 2013.
- Re-launched nctpa.net into two new and distinct websites - nctpa.net for transportation planning and RidetheVINE.com for public transit.
- Accepted delivery of 34 public transit vehicles
- Delivery and installation of new fareboxes for all VINE Transit fleet.
- Delivery of 6 new 35' Diesel buses.

### Projects Underway

On-going projects include:

- Future delivery of 2 new vehicles for American Canyon and 3 new vehicles for VINE Go ADA paratransit.
- Highway 29 Corridor Study- Create a “Gateway Corridor Improvement Plan” for State Route 29 to help plan the most effective use of the highway and address congestion issues.

### Future Projects

Projects planned for the next three to five years include:

- Update NCTPA’s Community Based Transportation Plan.
- Develop Napa Countywide Plan.
- Construct new maintenance yard and shared fueling station.
- Procurement and installation of Automatic Passenger Counter’s on VINE Transit Vehicles.
- Procurement and installation of Automatic Vehicle Locator’s (AVL’s) on VINE Transit Vehicles.

### ARRA

NCTPA had a total of three ARRA-funded project, all of which were completed since the last Triennial Review:

- Bus Replacement: CA-96-X069 - 4 New Flyer Gas/Electric hybrids and 4 mid-sized gasoline vehicles went into service between September 2010 and September 2011. (Completed January 2012)
- Redwood (Trancas) Park & Ride Lot: CA-96-X069 - Construction of Redwood Park and Ride went into service on October 1, 2010.
- Preventative Maintenance: CA-66-X012. Completed: October 2009.

## Grant Activity

As of February 1, 2014, NCTPA had the following open grant:

Grant Number	Grant Amount	Year	Description
CA-90-Y927-00	\$85,000	9/16/2011	2009 JARC Assistance

## IV. Results of the Review

### 1. Legal

Basic Requirement: The grantee must be eligible and authorized under state and local law to request, receive, and dispense FTA funds and to execute and administer FTA funded projects. The authority to take actions and responsibility on behalf of the grantee must be properly delegated and executed.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Legal.

### 2. Financial Management and Financial Capacity

Basic Requirement: The grantee must demonstrate the ability to match and manage FTA grant funds, cover cost increases and operating deficits, financially maintain and operate FTA funded facilities and equipment, and conduct and respond to applicable audits.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Financial Management and Financial Capacity.

### 3. Technical

Basic Requirement: The grantee must be able to implement FTA funded projects in accordance with the grant application, Master Agreement, and all applicable laws and regulations, using sound management practices.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Technical.

### 4. Satisfactory Continuing Control

Basic Requirement: The grantee must maintain control over real property, facilities, and equipment and ensure that they are used in transit service.

Finding: During this Triennial Review of NCTPA, a deficiency was found with USDOT requirements for Satisfactory Continuing Control.

NCTPA did not include the grant numbers from which FTA assets were purchased on its asset-inventory list. Grant number are one of the eleven required elements for an inventory listing.

Corrective Action and Schedule: By March 28, 2014, NCTPA is to add the grant number to its existing inventory list and is to send a copy of this to the Region IX Office for approval.

Note that NCTPA submitted the revised inventory list to the reviewer three days after the exit conference, thereby closing the deficiency.

## **5. Maintenance**

Basic Requirement: Grantees and subrecipients must keep federally funded equipment and facilities in good operating order and maintain ADA accessibility features.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Maintenance.

## **6. Procurement**

Basic Requirement: FTA grantees use their own procurement procedures that reflect applicable state and local laws and regulations, provided that the process ensures competitive procurement and the procedures conform to applicable federal law, including 49 CFR Part 18 (specifically Section 18.36) and FTA Circular 4220.1F, "Third Party Contracting Guidance."

Finding: During this Triennial Review of NCTPA, deficiencies were found with USDOT requirements for Procurement.

NCTPA had missing or insufficient documentation of written policies & procedures for procurement. While the grantee's policies include a role for a Procurement Officer (PO) or a PO's designee, the PO's position was eliminated when the former Officer retired a week before the triennial review site visit. During the review, it was difficult for the reviewer to find complete files for the requested procurement selections and there was no PO to assist. However, other staff helped find missing CD's, files, or sections of files to be reviewed. Files reviewed were:

- CA-04-0217 - 6 Diesel/ 2 Mid Sized Buses
- CA-04-01825 - 35' CNG, Farebox
- CA-96-X069-01 - Transit Capital
- CA-90-Y831-01 - FY10-11 VINE Transit Operating Assistance
- CA-90-0788-00 - Transit Center, Transit Capital
- CA-90-Y507-00 - Bus Stop Amenities, Shelters, Transit Capital

During the review there was some discussion that, going forward, the Procurement function would be managed by consultants or by the agency's legal counsel who was experienced in the federal procurement process. This was not resolved during the course of the review.

Corrective Action and Schedule: By April 25, 2014, NCTPA is to update and adjust its procurement policies and procedures to account for its lack of a permanent Procurement Officer. This update is to include an organizational chart reflecting management of its procurement functions. Updated policies and procedures and other documentation are to be sent to the FTA Region IX Office for concurrence prior to Board review, if required. Within six months of submittal, August 30, 2014, submit evidence that the policies and procedures have been implemented.

## **7. Disadvantaged Business Enterprise (DBE)**

Basic Requirement: The grantee must comply with 49 CFR Part 26 to ensure nondiscrimination in the award and administration of DOT-assisted contracts. Grantees also must create a level playing field on which DBEs can compete fairly for DOT-assisted contracts.

Finding: During this Triennial Review of NCTPA, a deficiency was found with USDOT requirements for DBE.

NCTPA does not have a designated DBE Officer.

For grantees that meet the threshold requiring a DBE program, the grantee's Chief Executive Officer (CEO) must designate a DBE liaison officer (DBELO) and adequate staff to administer the DBE program. The DBELO must have direct and independent access to the CEO concerning DBE matters.

Direct and independent access to the CEO does not mean that there has to be a direct reporting relationship. This means that the DBELO must not be required to get anyone's consent or sign-off or "go through channels" to talk and write personally to the CEO about DBE program matters. If the DBELO has a "dotted line" reporting relationship (in lieu of a direct reporting relationship) to the CEO for DBE matters, this direct and independent access should be verified through job descriptions, organizational charts, and evidence of direct and independent communication between the two individuals.

NCTPA has a small staff and an open-door policy with the CEO, but, during discussions with the staff during the site visit, it was unclear who, in fact, was the DBELO.

Corrective Action and Schedule: By April 25, 2014, submit to the FTA Region IX CRO evidence of corrective actions implemented to properly designate DBE responsibilities.

Note that NCTPA appointed a DBELO and received Board approval for the appointment on February 19, 2014. This item is closed.

## **8. Planning/ Program of Projects**

Basic Requirement (Planning): The grantee must participate in the transportation planning process in accordance with FTA requirements, SAFETEA-LU, and the metropolitan and statewide planning regulations.

Basic Requirement (Human Services Transportation): Grantees must participate in a coordinated public transit-human services transportation planning process that identifies the transportation needs of individuals with disabilities, older adults, and people with low incomes; provides strategies for meeting those local needs; and prioritizes transportation services for funding and implementation.

Basic Requirement (Program of Projects (POP)): Each recipient of a Section 5307 grant shall develop, publish, afford an opportunity for a public hearing on, and submit for approval, a POP.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Planning/Program of Projects.

## **9. Title VI**

Basic Requirement: The grantee must ensure that no person shall, on the grounds of race, color, or national origin, be excluded from participating in, or be denied the benefits of, or be subject to discrimination under any program, or activity receiving federal financial assistance. The grantee must ensure that federally supported transit services and related benefits are distributed in an equitable manner.

*Note*: The 2013 Triennial Review covers a three-year period in which the FTA issued a revised circular for Title VI that provided more information on how to comply and changed requirements for some grantees with populations over 200,000 persons. As of October 1, 2012, grantees must comply with the requirements of FTA C 4702.1B. The review examines compliance with the requirements of FTA C 4702.1A for the period prior to October 1, 2012 and compliance with the revised circular for activities after this date.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Title VI.

## **10. Public Comment on Fare and Service Changes**

Basic Requirement: Section 5307 grantees are expected to have a written locally developed process for soliciting and considering public comment before raising a fare or carrying out a major transportation service reduction.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Public Comment on Fare and Service Changes.

## **11. Half Fare**

Basic Requirement: For fixed route services supported with Section 5307 funds, fares charged elderly persons, persons with disabilities, or individuals presenting a Medicare card during off peak hours will not be more than one half the peak hour fares.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Half Fare.

## **12. Americans with Disabilities Act (ADA)**

Basic Requirement: Titles II and III of the Americans with Disabilities Act of 1990 (ADA) provide that no entity shall discriminate against an individual with a disability in connection with the provision of transportation service. The law sets forth specific requirements for vehicle and facility accessibility and the provision of service, including complementary paratransit service.

Finding: During this Triennial Review of NCTPA, a deficiency was found with USDOT requirements for ADA.

The NCTPA's Vine Go-Policies and Procedures do not mention "origin-to-destination" service.

DOT ADA regulations include detailed requirements for provision of ADA complementary paratransit. The regulations specify "origin-to-destination" service. The basic mode of service can be designated as door-to-door or curb-to-curb. If the entity's basic mode of service is curb to curb, the entity must have policies and procedures in place to provide assistance from the vehicle to the first doorway for customers who need additional assistance to complete the trip. The entity cannot charge individuals needing door to door.

Corrective Action and Schedule: By April 25, 2014, NCTPA is to modify its procedures, training material, website, and printed material to identify ADA Complementary Paratransit service as "origin to destination" and submit evidence of changes and the communication of said changes, to the FTA Region IX Civil Rights Officer.

Note that several days after the site visit, NCTPA revised the language of three documents given to the public to include corrected language. These were: Public Transportation Options for Seniors in Up-Valley Communities Public Transportation, Options for Seniors in the City of Napa, and VINE Go Eligibility: Some Questions and Answers.

## **13. Charter Bus**

Basic Requirement: Grantees are prohibited from using federally funded equipment and facilities to provide charter service if a registered private charter operator expresses interest in providing the service. Grantees are allowed to operate community based charter services excepted under the regulations.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Charter Bus.

## **14. School Bus**

Basic Requirement: Grantees are prohibited from providing exclusive school bus service unless the service qualifies and is approved by the FTA Administrator under an allowable exemption. Federally funded equipment or facilities cannot be used to provide exclusive school bus service. School tripper service that operates and looks like all other regular service is allowed.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for School Bus.

## **15. National Transit Database (NTD)**

Basic Requirement: Grantees that receive Section 5307 and 5311 grant funds must collect, record and report financial and non-financial data in accordance with the Uniform System of Accounts (USOA) and the National Transit Database (NTD) Reporting Manual as required by 49 USC 5335(a).

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for NTD.

## **16. Safety and Security**

Basic Requirement: Under the safety authority provisions of the federal transit laws, the Secretary has the authority to investigate the operations of the grantee for any conditions that appear to create a serious hazard. As recipients of Section 5307 funds, grantees must annually certify that they are spending at least one percent of such funds for transit security projects or that such expenditures for security projects are not necessary.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Safety and Security.

During this Triennial Review of NCTPA, an advisory comment was made with USDOT requirements for Safety and Security.

Corrective Action: NCTPA is advised to install a locking gate in the fence surrounding the transit yard used by Veolia to store its FTA-funded vehicles.

## **17. Drug Free Workplace and Drug and Alcohol Program**

Basic Requirement: All grantees are required to maintain a drug free workplace for all employees and to have an ongoing drug free awareness program. Grantees receiving Section 5307, 5309 or 5311 funds that have safety-sensitive employees must have a drug and alcohol testing program in place for such employees.

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for Drug Free Workplace and Drug and Alcohol Program.

## **18. Equal Employment Opportunities (EEO)**

Basic Requirement: The grantee must ensure that no person in the United States shall on the grounds of race, color, religion, national origin, sex, age, or disability be excluded from participating in, or denied the benefits of, or be subject to discrimination in employment under

any project, program, or activity receiving federal financial assistance under the federal transit laws. (Note: EEOC's regulation only identifies/recognizes religion and not creed as one of the protected groups.)

Finding: During this Triennial Review of NCTPA, no deficiencies were found with USDOT requirements for EEO.

## V. Summary of Findings

Review Area	Finding	Deficiency	Corrective Action	Response Date	Date Closed
1. Legal	ND				
2. Financial	ND				
3. Technical	ND				
4. Satisfactory Continuing Control	D-03	Inadequate equipment records	Submit to the FTA Region IX Office updated records containing the required information.	March 28, 2014	February 7, 2014
5. Maintenance	ND				
6. Procurement	D-01	Missing or insufficient documentation of written policies & procedures for procurement	Update the current policies and procedures to reflect all elements of 4220.1F, the current organizational structure of the agency, and the decision to eliminate the Procurement officer position and send the updated policies and procedures to FTA Region IX for concurrence prior to Board review, if required. Within six months of submittal submit evidence that the policies and procedures have been implemented.	April 25, 2014 August 30, 2014	
7. Disadvantaged Business Enterprise (DBE)	D-01	Inadequate designation of DBE Officer	Submit to the FTA Region IX CRO evidence of corrective actions implemented to designate DBE responsibilities properly.	April 25, 2014	February 19, 2014
8. Planning/ Program of Projects	ND				
9. Title VI	ND				
10. Public Comment on Fare and Service Changes	ND				
11. Half Fare	ND				

Review Area	Finding	Deficiency	Corrective Action	Response Date	Date Closed
12. Americans with Disabilities Act (ADA)	D-07	ADA service provision deficiencies	Update procedures, training material, website and printed material to identify ADA Complementary Paratransit service as “origin to destination” and submit evidence of changes and the communication of said changes, to the FTA Region IX Civil Rights Officer	April 25, 2014	
13. Charter Bus	ND				
14. School Bus	ND				
15. National Transit Database (NTD)	ND				
16. Safety and Security	ND AC-99	Lack of locking gate in transit yard	Consider installing a locking gate		
17. Drug Free Workplace and Drug and Alcohol Program	ND				
18. Equal Employment Opportunities	ND				

## VI. Attendees

Name	Title/Organization	Phone Number	E-mail address
<b><i>NCTPA</i></b>			
Tom Roberts	Mgr. Public Transit	707-259-8536	troberts@nctpa.net
Antonio Onorato	Manager of Finance	707-259-8779	aonorato@nctpa.net
Karrie Sanderlin	Manager of Human Resources/Board Secretary	707-259-8633	ksanderlin@nctpa.net
Renee Kulick	Administrative Technician	707-259-8780	rkulick@nctpa.net
Kate Miller	Executive Director	707-259-8634	kmiller@nctpa.net
<b><i>Veolia</i></b>			
Kenneth Schwarzbach	Maintenance Manager	707-251-1098	kenneth.schwarzbach@veoliatransportation.com
David Barkoski	Safety and Training Manager/ Customer Service Manager	707-251-1095	david.barkoski@veolitanpsoration.com
Cheryl Drake	General Manager	707-253-4942	cheryl.drake@veoliatransportation.com
<b><i>FTA Region IX (via teleconference)</i></b>			
Jeffrey S. Davis	Program Manager	415-744-2594	jeffrey.s.davis@fta.dot.gov
<b><i>Interactive Elements Incorporated</i></b>			
Michele Butchko	Reviewer	212-490-9090	mxb@ieitransit.com