

Environmental Justice Report for the Baton Rouge Louisiana Area 2008

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CHAPTER 1 UNDERSTANDING ENVIRONMENTAL JUSTICE

Introduction

Executive Order 12898, which focuses federal attention on the environmental and human health conditions of minority and low income populations, was signed by President Clinton in 1994. Its goal was to achieve environmental protection for all communities. The Order directed federal agencies to develop “environmental justice strategies” to aid federal agencies in identifying and addressing any disproportionately high and adverse human health or environmental effects of their programs, policies, and activities on minority and low income populations. It also was intended to promote nondiscrimination in federal programs affecting human health and the environment and to provide minority and low income communities access to public information for public participation in matters relating to human health or the environment.

Purpose of an Environmental Justice Report

The purpose of an Environmental Justice report is to better understand the potential effects of the transportation system on the low income and/or minority populations. In East Baton Rouge Parish, the mass transit and major transportation corridors run through some of the more socioeconomic stressed areas; this is not the case for Ascension, Livingston, and West Baton Rouge Parishes. The maps and data included in this report, which geographically depicts where the low income and minority populations are located, also show where existing transportation and the public transit systems are situated.

This data was used to determine whether Environmental Justice issues exist and then, to use the data and other information to:

- (1) Determine benefits to and potential negative impacts on minority populations and low-income populations from proposed investments or actions.
- (2) Quantify expected effects (total, positive and negative) and disproportionately high and adverse effects on minority populations and low-income populations.
- (3) Determine the appropriate course of action, whether avoidance, minimization, or mitigation. If issues are not addressed at the planning stage, they may arise during project development, or late when they could be more difficult to mitigate and delay project decision.

Environmental Justice is an important part of the planning process and must be considered in all phases of planning. This includes all Public-Involvement Plans and Activities, the development of Regional Transportation Plans (RTP's), State Transportation Improvement Programs (STIP's), and work programs (such as the United Planning Work Programs (UPWP's)). A truly integrated and effective planning process actively considers and promotes environmental justice within projects and groups of projects, across the total plan, and in policy decisions.

Development of an Environmental Justice Report

The development and preparation of an Environmental Justice Report should be considered as part of an overall transportation planning process. All socioeconomic and demographic data for a report should come from the Census of the United States government . The data should be presented using census tract boundaries. This report should focus on the impact that the transportation system has on the minority and disadvantaged population of the four parish region. It emphasized that the Capital Region Planning Commission, the Transportation Technical Advisory Committee, and the Transportation Policy Committee as the Metropolitan Planning Organization for the Baton Rouge urbanized area, met all of the guidelines aforementioned in Executive Order 12898.

Study Area

The study area for this report is the four parishes of Ascension, East Baton Rouge, Livingston and West Baton Rouge. The area also includes the metropolitan area of Baton Rouge. This study area is now the largest metropolitan area in the state, following the damage from hurricane Katrina in New Orleans.

The 1990 Census showed that the area had a total population of 528,261 (Ascension 58,214; East Baton Rouge 380,105; Livingston 70,523; West Baton Rouge 19,419). Of the total population, there were 164,572 minorities listed as black or other, constituting 31 percent of the total population. The 2000 Census showed that the area had a total population of 602,894 (Ascension 76,627; East Baton Rouge 412,852; Livingston 91,814; West Baton Rouge 21,601). Of the total population, there were 264,623 minorities listed as black or other, constituting 44 percent of the total population. These areas are broken down into Census Tracts. Census tracts are defined to include approximately 3,000 people who are similar as possible in terms of their demographic and socioeconomic characteristics.

The transportation infrastructure consists of three major interstates. The Interstate 10 (I-10) runs in an east/west corridor through Ascension, East Baton Rouge and West Baton Rouge Parishes. Interstate 12 (I-12) is an east/west corridor from I-10 in East Baton Rouge Parish east through Livingston Parish. Interstate 110 (I-110) provides interstate access to the northern portion of the City of Baton Rouge and the Metro Airport.

There are also a number of major arterial roads which carry a significant amount of traffic within the area. US 61 (Airline Highway) is a north/south arterial through Ascension and East Baton Rouge Parishes. US 190/Florida Boulevard travels east/west through Livingston, East Baton Rouge and West Baton Rouge Parishes. Florida Boulevard hosts many businesses in Baton Rouge and Livingston Parish. The parishes of East and West Baton Rouge are divided by the Mississippi River. There are two high-rise bridge crossings on the river. I-10 crosses the river just south of downtown Baton Rouge. US 190 crosses the river just north of the Exxon-Mobile Refinery, north of downtown. The US 190 bridge also is a railroad crossing; and it is significant because the only railroad crossing is Natchez, Mississippi to the north and

New Orleans, Louisiana, to the south. The Long Range Transportation Plan map identifying highway projects follows.

This report will also discuss the existing public transit system. Public transportation in East Baton Rouge Parish is provided by the Capital Area Transit System (CATS) which operates 85 fixed buses and demand response vans. CATS has nearly 4.5 million passenger trips annually.

Understanding Environmental Justice

There are three Environmental Justice principles:

- 1) to avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects on minority and low income population,
- 2) to ensure the full and fair participation by all potentially affected communities in the transportation and decision making process, and
- 3) to prevent the denial or reductions or significant delay in the receipt of benefits to minority and low income populations.

The most important aspect of Environmental Justice is to focus efforts on estimating where standards might be exceeded as transportation system changes are planned. When a transportation system emerges, there are two considerations that must be addressed. First, will society be better off with the change than without it? Secondly, will certain members of society benefit at the expense of others. The most fundamental element of Environmental Justice is that adverse impacts should not fall disproportionately on low income or minority populations. This means that when Environmental Justice becomes part of the planning process, a transportation project that will impose significant costs on minority or low income populations may be rejected, even if compensation is offered equal in value to that of the costs borne.

There are several reasons why Environmental discrimination occurs. The main reason can be traced to (1) those entities with more education and political power are much more likely to successfully protest against environmental hazards in their communities, and (2) companies and transportation projects will usually choose the path of least resistance. It is reported that when environmental discrimination occurs, land values decrease in those neighborhoods; and minority populations are found in these areas because land values have decreased and they cannot sell or afford to move out of the neighborhood.

CHAPTER 2 TRANSPORTATION PATTERNS

General Travel Patterns

It is important to discuss the general travel and mobility patterns of the four-parish area. Transportation is an important part of American society. According to the 1995 Nationwide Personal

Transportation Survey, during the last two decades, the number of vehicles has increased at a steeper rate than any other demographic indicator. The increase has occurred at an annual rate of almost one and one half times that of the total population. A typical household traveled about 4,000 more miles in 1995 than in 1990. Americans are continuing to make more daily trips.

Mobility and Uneven Mobility

America is one of the most mobile societies; however, the nature and distribution of this mobility is uneven, especially among the minority and low income populations. Many minority groups have yet to experience some of the shifts in travel that the white population has endured, this can be attributed to the fact that minority groups do not share in the same resources. These resources include income, supply of transportation services, and time.

Racial segregation is also a factor for uneven mobility. According to the 2000 Travel Patterns of People of Color report, the Black-White index of dissimilarity or segregation score stood at 0.69 in 1990. This means that more than two thirds of the Black population would have to change their current place of residence to accomplish a random race distribution. Secondly, where people live can have important effects on economic opportunities. Segregative processes in the housing market impose limitations in terms of the value of the homes which minority individuals own, in terms of mortgages and other loans they may obtain, thereby driving up the cost of insurance.

People without cars, and the working poor with limited access to cars, are disproportionately low income minorities, low income women, the elderly, and the physically challenged. If we look at the four parish area, we see the clustering of the largest numbers of minorities in areas with the least number of vehicles per households. This is especially true where there is less than one vehicle per household. According to the Census, the percentage of occupied housing units with no vehicles available for Ascension Parish was 9.6%, East Baton Rouge Parish 9.2%, Livingston 6.0%, and West Baton Rouge 10.8%. For the state of Louisiana, the percentage was 13.9%. The Baton Rouge inner city had the highest number of households without vehicles. The majority of the rural areas in the four parishes have a relatively low percentage of homes without vehicles with most areas being below 16%. The only rural area with a high percentage of no vehicles is in the extreme southwestern area of Ascension Parish near Donaldsonville. Maps, tables, and data which were used for analysis purposes follows.

Employment Corridors

There are several major employment corridors in the four parish region. US 190 contains many businesses as it travels from Livingston to East Baton Rouge Parish. Airline Highway also has many employment areas from Ascension Parish to East Baton Rouge Parish. The Airline Highway corridor has many auto dealerships and in East Baton Rouge Parish it contains Woman's Hospital and Cortana Mall. Highway 30 runs from the City of Gonzales in Ascension Parish to Baton Rouge. Many chemical and industries are located in this vicinity. Louisiana Highway 1 corridor in West Baton Rouge Parish contains the Port of Greater Baton Rouge and Dow Chemical.

The Employment Corridor map follows.

Growth Center

The four-parish area is experiencing much growth. Ascension Parish (32%) and Livingston Parish (30%) are the number two and three fastest growing parishes in the state, while West Baton Rouge Parish (11%) was number nine. There are also eight distinctive growth centers in the area. In Livingston Parish, the city of Denham Springs is experiencing major growth. In Ascension Parish, the area between Gonzales and Prairieville has seen a major shift in the population. This large growth can also be attributed to the large growth in population and businesses in the southeastern portion of East Baton Rouge Parish. In downtown Baton Rouge, the state has built new office buildings to house several state departments. The Growth Center map follows.

CHAPTER 3 LOW INCOME AND MINORITY ANALYSIS

Unemployment/Poverty

The four-parish area has much diversity in unemployment rates. According to the Census, Louisiana's unemployment rate was 6.2% and 19.4% of the population was below the poverty level.

- Ascension Parish had an 8.1% unemployment rate. Of the parish's 11 census tracts, seven had a higher unemployment rate than that of the state, three of which were majority black. The parish's poverty rate was 17.5%. Four census tracts had a higher poverty rate than the state average with 3 having a majority black population. The census tracts with the highest unemployment rate was located in the extreme southwestern portion of the parish around Donaldsonville. This area's unemployment is as high as 25-30%. The highest poverty rates are also located in the same vicinity.
- East Baton Rouge Parish had an 8.1% unemployment rate. Of the parish's 85 census tracts, 45 had a higher unemployment rate than the state, 32 of which were majority black. The parish's poverty rate was 19.1%. Thirty-nine census tracts had a higher poverty rate than the state average, with 29 having a majority black population. The census tracts with the highest unemployment and poverty rates were located in the downtown/inner city areas of Baton Rouge.
- Livingston Parish had an 8.2% unemployment rate. Of the parish's 10 census tracts, nine tracts had a higher unemployment rate than the state, 0 of which were majority black. The parish's poverty rate was 14.5%. Two of the census tracts had a higher poverty rate than the state average with 0 having a majority black population.
- West Baton Rouge Parish had a 9.5% unemployment rate. Of the parish's four census tracts, all four had a higher unemployment rate than the state, one of which was majority black. The parish's poverty rate was 20.0%. Three of the census tracts had a higher poverty rate than the state average with 0 having a majority black population. These tracts were located in the Port Allen area.

Maps and tables of data which were used for analysis purposes follow.

CHAPTER 4 PUBLIC TRANSPORTATION

Public Transportation System

Of the four parishes, only East Baton Rouge has a public transportation system provided by CATS. The Baton Rouge area is provided mass transportation services through Capital Area Transit System (CATS), a quasi-public entity which is owned by East Baton Rouge Parish. The long range vision for CATS to develop into a regional transportation authority that will operate bus, busways, light rail, park-and-ride facilities, van pools, demand response, and special programs is well on tract. From 1999 to 2001, CATS developed eleven park-and-ride facilities, successfully implemented regional service from Tangipahoa Parish (approximately 40 miles east of Baton Rouge) to Iberville Parish on the west side of the Mississippi River. As the major transit provider, it has been awarded discretionary and demonstration grants by both federal and state agencies to implement innovative transportation programs in the capital region. The fixed route bus service had a major change in late 1999 to provide better access for residents to the employment corridors. (Maps of both the 1999 and 2001 routes are included in the report.) The largest percent of households without vehicles also has the largest percent of transit ridership to work. The remaining areas have no correlation between lack of vehicles and ridership. Maps of both the 1999 and 2001 routes and vehicle data used for analysis purposed follow.

In addition to these projects, this analysis looked at other off-model projects that have been done through the Community Development Block Grant program. These projects include the following:

CDBG Street, Sidewalk, and Curb-cut Projects

- Scotlandville Street from Scotland Avenue to Scotland Square Apartments (\$98,626.92)
- North Blvd. Curb Cuts – From Acadian to Foster (\$34,230.35)
- Cadilic Street --- From Simplex to Kissel Street (\$323,292.70)
- Michelli Drive — From Ritterman to Winborne (\$354,698.50)
- Billops Street — 39th to 43rd (\$228,935.77)
- Ardenwood Sidewalks — Blueberry to Williamson (\$56,449.24)
- West Washington Street — From Highland to Dead End (\$203,525.67)
- Fuqua & N. 23 rd — From 23rd to 28th (Fuqua) and Fuqua to Willow (N. 23rd) (\$70,414.75)
- Bogan Walk — From N. 25th to North Acadian (\$589,994.77)
- Valley Park Streets — Design for Wells, Valley, and Barber (\$382,785.65)
- Oriole Street — From Scenic to Thelma (\$150,000)

Mt. Zion Court — (\$285,000)
Neighborhood Sidewalks -Blueberry, N. 28th & 29th, Delmont Area
Laurel Street (design and construction) - (\$835,000)
West Johnson – From Highland to Alaska (\$75,015.50)
Odell Street — From 39th to 43rd (\$339,347.82)
Ford Street Sidewalk — From Plank to Stutz
Greenwell St. Sidewalk — From Robert’s Canal to 1,800 I.f. west
Robin Street — From Scenic to Scotland Ave
Teal Street — From Scenic to Scotland Ave
Howard Street — From Thomas Delpit to Highland Road

Curb Cuts - Site locations were:

St. Ferdinand St. @ Louisiana Ave. (Carry Over)
Cortana Ring Rd. @ Wal-Mart (Phase 2)
Government St. @ Calandro's
Highland Rd. near Kenilworth/Bank One
Highland Rd. @ 5116 Highland Rd.
Highland Rd. near Stanford Ave.
Highland Rd. @ East Boyd Drive
Highland Rd. near Parker Street
Goodwood Blvd. @ EBRP Library Site
Nicholson Drive (LA Hwy. 30) @ Lee Drive Ext.
Burbank Drive (LA Hwy. 42) @ 4600 Burbank Drive

CATS is now embraced by public and private entities as a part of the transportation infrastructure. Its support is from both grass root community riders to special interest such as the Downtown Development District and the social service entities that have developed a strong bond with CATS over the last ten years. Programs such as the Department of Transportation’s Job Access/Reverse Commute provided funding for CATS to expand the geographical service area and the operational hours per day. This public/private agency partnership that will come from this program drives the transportation type and amount of service. CATS operates 363 days per year and an average of 18 hours per week-day. CATS, as of 2001, operates under an operating agreement with the City-Parish government so that CATS can directly apply and receive state and federal grants.

CATS will begin in 2008 a “CATS for YOU” campaign that will be a community outreach and survey campaign to let the community tell CATS what types of transit delivery systems they want and how much. For instance do they want neighborhood circulators, express transit, brokered service using private providers, bus rapid transit, parish wide demand response services? They will also have a chance to

express how they would like to pay for these services. This will form the strategic plan (up to five years) and set the direction for the long range plan.

The following tables show the projected ridership in unlinked trips, hours of service and operating budget levels.

TRANSIT RIDERSHIP (In Millions Per Year of Unlinked Passenger Trips)

Year	2001	2005	2011	2015	2020	2023
Trips	5.2 M	5.7 M	7 M	10 M	14 M	17 M

TRANSIT SERVICE (Yearly Hours)

Year	2001	2005	2011	2015	2020	2023
Bus	240,000	250,000	280,000	315,000	315,000	345,000
Busway				60,000	120,000	130,000
Rail						
Totals	240,000	250,000	280,000	375,000	435,000	475,000

YEARLY OPERATING BUDGET (In Millions Per Year)

Year	2001	2005	2011	2015	2020	2023
Bus	12 M	14 M	22.5 M	27 M	31.5 M	34.5 M
Busway				6.9 M	12 M	13 M
Rail						
Totals	12 M	14 M	22.5 M	33.9 M	43.5 M	47.5 M

Bus Rapid Transit (BRT)

CATS will begin in 2009 a planning feasibility study for bus rapid transit (BRT) with a target operational date of 2015. BRT are regular transit coaches that are allowed to travel in a transit only rights-of-way in congested areas and then slip into regular traffic in non-congested areas. Planning work will begin in 2009 with a comprehensive operational analysis of the entire system and on specific BRT corridors targeted.

Florida - from Downtown District Development to Denham Springs

Airline - from Florida Blvd. to Prairieville

LSU - Capital - Southern Corridor

Long Range Capital Budget

The CATS capital budgets presented previously reflect an ambitious commitment of development and resources from a number of federal, state, and local entities if CATS is to meet the projected passenger trip demand; and given CATS's recent past record of accomplishments, it appears that CATS will meet many of the time lines set in the plan. Projects such as fleet replacement will be funded primarily from Federal Transit Administration discretionary funds. BRT will be funded primarily from new start DOT funds earmarked by Congress. CATS's current fleet consists of 57 fixed route transit buses and contracted over the road coaches, and 28 vans for a total of 85 vehicles. CATS is projected to increase gradually to 140 vehicles by 2011 with 20 busway vehicles, 73 buses and 47 vans as represented in the following Fleet Replacement Table.

CATS FLEET REPLACEMENT SCHEDULE

**STAGE I
LONG RANGE PLAN**

ACTIVITY	YEAR				
	2	2	2	201	201
Bus Replacement		7	7	7	7
Bus Expansion					
Total Bus Fleet	5	5	5	57	57
Van Replacement		5	5	6	7
Van Expansion		6	1	1	1
Total Vans	2	3	3	36	37
Busway Bus					
Busway Replacement					
Total Busway Bus					
Total Rail Cars					
Total Stock	8	9	9	93	94

**STAGE II
LONG RANGE PLAN**

ACTIVITY	YEAR									
	2	2	2	2	2	2	2	2	2	2
Bus Replacement				4	7	6	6	6	6	6
Bus Expansion	7	7	7	8	5					
Total Bus Fleet	64	7	7	8	8	7	7	6	6	6
Van Replacement	8	9	1	1	1	1	1	1	1	1
Van Expansion	1	1	8							
Total Vans	38	3	4	4	4	4	4	4	4	4
Busway Bus			1			6	2	2	2	
Busway Replacement										
Total Busway Bus			1			2	2	2	2	2
Total Rail Cars										
Total Stock	10	1	1	1	1	1	1	1	1	1

**STAGE III
LONG RANGE PLAN**

ACTIVITY	YEAR							
	2	2	2	2	2	202	2	203
Bus Replacement	6	6	6	6	6	6	6	6
Bus Expansion								
Total Bus Fleet	6	6	6	6	6	67	6	67
Van Replacement	1	1	1	1	1	15	1	15
Van Expansion								
Total Vans	4	4	4	4	4	47	4	47
Busway Bus								
Busway			2	2	2	2	2	2
Total Busway Bus	2	2	2	2	2	26	2	26
Total Rail Cars					2	20	2	20
Total Stock	1	1	1	1	1	160	1	160

Although it is often difficult to achieve because of budget constraints, the fleet replacement schedule aspires to create a regularly occurring (yearly) function. This is both good fiscal management as it is often difficult to find the resources to replace a large percentage of the fleet at one time, and it is good operationally as it ensures equipment dependability, reduced maintenance costs, and transit on-time performance - there are less breakdowns. Buses should be replaced at 12-year intervals and vans at approximately 3-year intervals.

The following tables show staged expenditures on mass transit that are proposed to be funded in the Transportation Improvement Program (TIP) that will provide balance to the highway side of the TIP. These projects have also been approved in the conformity documentation. As such, these expenditures quantify measures to keep the TIP in balance from an Environmental Justice perspective. These projects also assist in meeting air quality and congestion mitigation plans. It was determined that from the analysis contained in this report, that the TIP projects do not place a burden on minority and low income populations, and achieves environmental protection for all communities.

STAGE I 2008 – 2012

Name (Location)	Improvement	Total Cost (000)	Fund Source
CATS	Annual Assistance	48,773	5307 (FTA)
CATS	Discretionary Assist.	15,375	5309 (FTA)
CATS	Operating Assistance	15,000	CMAQ
CATS	Park and Ride	4,500	CMAQ/5309
CATS	Intermodal Station/ Facilities	5,625	DEMO/5309 (FTA)
CATS	Busway Construction	45,000	New Startup
CATS	Fleet Replacement	23,250	(DOT) 5309 (FTA)
CATS	ITS Projects	11,250	ITS (DOT)
CATS	Job Access/ Reverse Commute	14,000	JARC (FTA)
CATS	Job Access Reverse Commute	10,000	JARC (DOTD)
CATS	Livable Corridors	6,250	TCSP (DOT)
CATS	Rail Construction	100,000	New Start (DOT)
CATS	Rail Planning/ Design/Engineering	28,750	DEMO (DOT)
CATS	Busway Planning Design/Engineering	3,750	DEMO (DOT)
CATS	Short/Long	4,438	5307 (FTA)
CATS	Training	1,625	5307 (FTA)
TOTAL		337,586	

STAGE II 2013 – 2022

Name (Location)	Improvement	Total Cost (000)	Fund Source
CATS	Annual Assistance	46,875	5307 (FTA)
CATS	Discretionary Assistance	25,125	5309 (FTA)
CATS	Operating Assistance	16,000	CMAQ
CATS	Park and Ride	4,750	CMAQ/5309
CATS	Intermodal Station/Facilities	3,750	DEMO/5309 (FTA)
CATS	Busway Construction	30,000	New Startup (DOT)
CATS	Fleet Replacement	22,500	5309 (FTA)
CATS	ITS Projects	8,750	ITS (DOT)
CATS	Job Access/ Reverse Commute	16,000	JARC (FTA)
CATS	Job Access	8,000	JARC
	Reverse Commute		(DOTD)
CATS	Livable Corridors	4,000	TCSP (DOT)
CATS	Rail Construction	325,000	New Start (DOT)
CATS	Rail Planning/ Design/Engineering	12,500	DEMO (DOT)
CATS	Busway Planning	1,250	DEMO (DOT)
CATS	Short/Long	4,000	5307 (FTA)
CATS	Training	3,875	5307 (FTA)
TOTAL		532,375	