



**Board Report**

**File #:** 2017-0928, **File Type:** Plan

**Agenda Number:** 19.

**REVISED  
PLANNING AND PROGRAMMING COMMITTEE  
APRIL 11, 2018**

**SUBJECT: BLUE LINE FIRST/LAST MILE PLAN**

**ACTION: APPROVE BLUE LINE FIRST/LAST MILE PLAN  
AND AUTHORIZE PURSUIT OF GRANT FUNDING**

**RECOMMENDATION**

CONSIDER:

- A. ADOPTING Blue Line First/Last Mile Plan, and
- B. AUTHORIZING the Chief Executive Officer to seek grant funding for Plan implementation.

**ISSUE**

The Blue Line First/Last Mile Plan (Plan) documents community-identified first/last mile (FLM) improvements around all 22 Metro Blue Line (MBL) stations. The high-level improvements in the Plan align with Metro policy and are being further analyzed for feasibility and prioritization for implementation. An upcoming funding opportunity to implement the Plan is the State Active Transportation Program (ATP) Cycle 4 and other funding opportunities for implementing the Plan may become available in the future.

The full Plan can be accessed via the web at this link:  
[<https://www.metro.net/projects/transit-oriented-communities/blue-line-flm/>](https://www.metro.net/projects/transit-oriented-communities/blue-line-flm/). The Executive Summary is included as Attachment A to this board report.

**DISCUSSION**

Background

As part of efforts to increase ridership by improving transit riders' ability to safely and conveniently access a transit station, on May 26, 2016 the Board established new FLM activities and expanded FLM planning and implementation through Board Motion 14.1, Directors Garcetti, Bonin, Kuehl, Solis, Dubois, and Najarian; and Board Motion 14.2, Directors Butts, Dubois, Knabe, and Solis (Attachments B and C). The Plan is one of the first components identified in that board action, and is a critical first FLM planning exercise because it: a) is the first opportunity to comprehensively plan

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FLM improvements for a transit corridor; b) aligns with Metro's current work to improve MBL performance and safety; c) will substantially inform future work for the FLM program; and d) aligns closely with the principles of the Metro Equity Platform Framework recently adopted by the Board.

Metro received an ATP Cycle 1 grant from the State to conduct FLM planning for all 22 MBL stations. The Plan was completed in March 2018 and includes planning-level, community-identified pedestrian and bicycle improvements within walking (1/2-mile) and biking (3-mile) distance of each MBL station. The Plan describes the collaborative approach and process for arriving at the improvements, which represent a range of walking and bicycling access improvements including new or improved crosswalks, curb ramps, and sidewalks; facilities to improve bicycle connections to stations; pedestrian-scale lighting; and wayfinding signage among others. Community engagement led by community-based organizations (CBOs) was instrumental in developing the Plan and represents new approaches consistent with direction outlined in Metro's Equity Platform. In anticipation of funding opportunities to implement projects identified in the Plan, feasibility analyses and a process of prioritization with local jurisdictions is underway this spring.

There is great need for FLM improvements around MBL stations. The Plan puts forth a Pathway Network and FLM project ideas to address this need in a complex setting. Wide-ranging conditions exist along the line and are described in the Plan; for example, a walkable urban core exists around some stations compared to low density residential and light industrial in other areas around stations. Another complexity in the areas around the stations is multiple converging jurisdictions; for example, there are four jurisdictions within 1/2 mile of the Slauson Station. Mode compatibility issues also exist along the MBL (e.g. pedestrians having to cross a freight line or goods movement corridor to access a MBL station).

### Process

Development of the Plan started in October 2016 with kick-off of a consultant contract. In addition to consulting firms, the contracted project team included seven CBOs, which represent communities along the MBL including (in alphabetical order):

- API Forward Movement
- East Side Riders Bike Club
- Healthy Active Streets
- Los Angeles County Bicycle Coalition
- MultiCultural Communities for Mobility
- Ride On! Bike Co-op
- T.R.U.S.T. South LA

In addition to the CBOs listed above, Los Angeles Conservation Corps provided their support and services to the project, per ATP Cycle 1 requirements.

The project team executed the methodology from the First Last Mile Strategic Plan (adopted 2014). This included walk audits of every station area, development of draft Pathway Networks and project ideas, community engagement events, finalization of Pathway Networks and project ideas.

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The project team reached out to all of the communities along the MBL through an extensive and unique community engagement process. The approach to community engagement is described in the Plan in detail and aligns with Metro's Equity Platform. The CBOs led 22 walk audits for all the station areas and spearheaded 11 community events to gather input from the wider community. The CBOs were also instrumental in the project in other ways; contributing the voice of history and community memory that was valuable in shaping conversations, project materials, community engagement events, and ultimately the final Plan. Additionally, throughout the process of developing the Plan, the CBOs and other community members underscored the importance of addressing wide-ranging concerns; topics that are not traditionally under the purview of Metro or treated in Metro plans, but that should be acknowledged and addressed in a coordinated way when discussing first/last mile improvements. For example, considerations related to crosswalk safety or safe bicycle facilities cannot be disentangled from concerns community members have about feeling safe and secure. The CBOs also raised that discussing first/last mile improvements brought up fears about gentrification and displacement. A summary of the history and concerns of the communities along the MBL is included in the Plan.

The full Plan can be accessed via the web at this link:

<https://www.metro.net/projects/transit-oriented-communities/blue-line-flm/>. The Executive Summary is included as Attachment A to this board report.

#### Local Jurisdiction Coordination and ATP Cycle 4 Grant Application(s)

First/last mile projects typically fall outside Metro-controlled right-of-way, therefore close coordination and buy-in from local jurisdictions is critical for implementation. During development of the Plan, staff met with nine local jurisdictions within the ½-mile walking distance and 3-mile biking distance around each MBL station. Jurisdictions commented on the community-identified project ideas that fall within their right-of-way. Cities along the MBL and the County have been supportive of the types of projects identified in the Plan.

The State ATP is an appropriate and opportune funding source to implement first/last mile improvements. ATP Cycle 4 application deadline is summer 2018. On October 26, 2017, the Board approved the ATP Cycle 4 Priorities Framework, which identified the MBL first/last mile plan as a priority for grant assistance. A competitive ATP application would demonstrate extensive community engagement and local buy-in, and serve State-designated Disadvantaged Communities; the Plan does that and therefore staff recommends applying for ATP Cycle 4.

Partnering with local jurisdictions is crucial to move forward with an ATP application or package of applications. Metro staff continues to meet with local jurisdiction staff about project prioritization, implementation approach, and local match commitments to support an ATP grant application(s). While local match is not a requirement for ATP, providing local match does increase competitiveness. Metro staff has initiated discussion with local jurisdictions about their capacity to provide a local match for the ATP application, subject to requisite approvals.

#### "Lessons Learned" and Applicability to First/Last Mile Program

Now that the Plan is complete, the project team is pursuing an evaluative step to look back at the process to develop the Plan, identify opportunities to refine and improve the FLM methodology, and determine how "lessons learned" can be applied to in-process and upcoming projects in the FLM

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program. We expect that lessons learned will cover both technical- and process-oriented topics, including the following categories, among others:

- Technical methodology including walk audits and data analysis
- Approaches to define the Pathway Network and refine project ideas
- Community engagement: breadth of issues, budget, participation incentives, materials

Lessons learned will likely have broader applicability beyond FLM projects, and will be coordinated with other Metro projects and staff, notably Metro's Equity Platform efforts and the Long Range Transportation Plan.

### **DETERMINATION OF SAFETY IMPACT**

One key objective of the Plan is to improve safety for transit riders and non-riders alike who walk, bike, or roll near transit stations through pedestrian and bicycle infrastructure improvements. Further feasibility analysis will identify projects in locations with the highest potential to address safety issues for pedestrians and bicyclists.

### **FINANCIAL IMPACT**

Any commitment of Metro funds for improvements identified in the Plan would be subject to future board action. Metro anticipates that, if awarded, Metro will pass through the grant monies to local jurisdictions for implementation. ATP is a reimbursable grant and a local match is not required. However, grant competitiveness is enhanced by committing local match, and Metro is working with jurisdictions along corridor to identify local sources of match that might be brought to bear as part of the application for projects in their station areas.

#### Impact to Budget

Approval of this item has no impact to the FY 2018 Budget.

### **ALTERNATIVES CONSIDERED**

The Board could decide not to approve the Plan or authorize the CEO to seek grant funding to implement it. This is not recommended; first/last mile improvements are needed for the areas around the MBL stations, which is supported by the community and local jurisdictions. The Board has previously identified expanding Metro's FLM program, starting with the MBL. Further, if the Board decides not to authorize the CEO to seek grant funding, that would not align with October 26, 2017 Board action approving the ATP Cycle 4 Priorities Framework, which identified the MBL first/last mile plan as a priority for grant assistance.

### **NEXT STEPS**

Upon approval, staff would develop an ATP Cycle 4 grant application or package of applications and seek other funding options as appropriate for implementation of the Plan.

Feasibility analysis and a prioritization process will continue so that projects in the Plan can be easily

identified for inclusion in the ATP grant application(s). Additionally, staff will continue working with jurisdictions along the MBL to secure matching funds.

As was noted in the First/Last Mile Motion Response presented to the Board in November 2016, the Blue Line Corridor First/Last Mile Plan was originally funded with a state Active Transportation Program (ATP) grant, and was the prototype for the recommendation that similar FLM plans be eventually done for 254 stations across the network. These stations included all existing rail lines, and the top 100 bus stops (by usage). However, this was not the only implementation element outlined in the combined response to Motions 14.1 and 14.2. The complete list included:

- Transit Capital project Guidelines, to ensure incorporation of FLM elements in major transit projects prior to construction;
- Purple Line section 2 and 3 FLM planning and design, and also Gold Line Phase 2B
- Countywide First/Last Mile Planning (the 254 station sites)
- Grant/funding Technical assistance, and
- Development of a Matching Grant program.

Staff can report in the near future on the overall status of each of these elements. Consistent with direction from the Board, staff has prioritized the first two bulleted items, as these are time sensitive to complete in order for corridor jurisdictions to consider FLM elements as part of related Measure M 3% required local contributions. As well, grant funding has been secured for local jurisdictions seeking technical assistance with state Active Transportation Program grant applications. These priorities fully commit dedicated FLM staff resources through FY 19.

## **ATTACHMENTS**

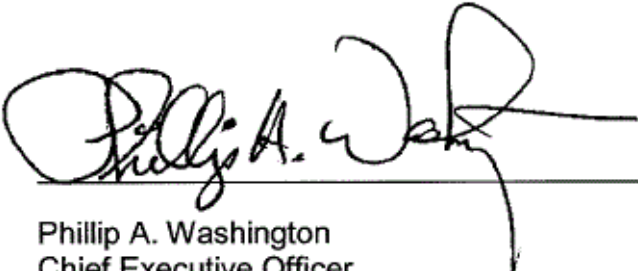
Attachment A - Blue Line First/Last Mile Plan Executive Summary

Attachment B - Board Motion 14.1

Attachment C - Board Motion 14.2

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Phillip A. Washington  
Chief Executive Officer



# First/Last Mile: A Community-Based Process and Plan

March 2018



Metro®



# Project Team

## Los Angeles Metro

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Transit Oriented Communities

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Katie Lemmon, Transportation Planning Manager

## Community / Consultants

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Fehr & Peers

Here Design Studio (Here LA)

Gensler

LA County Bicycle Coalition

T.R.U.S.T South LA

Asian Pacific Islander Forward Movement

Multicultural Communities for Mobility

Ride On! Bike Co-op

East Side Riders Bike Club

Healthy Active Streets

Pueblo (primary Plan author)

Sumire Gant Consulting (primary Plan author)

ProForma

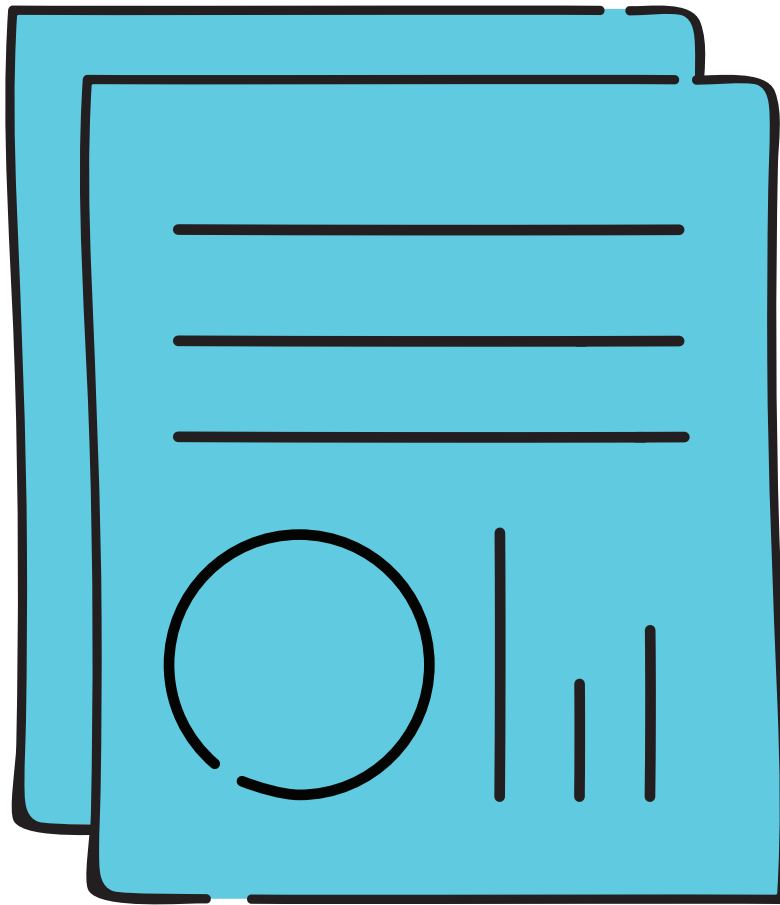
*This report represents over a year of work by Metro and the project team. Special thanks to the Community Groups listed to the right, who were invaluable members of the project team.*







# EXECUTIVE SUMMARY



**T**his First/Last Mile (FLM) Plan, prepared for all 22 stations on the Metro Blue Line (MBL), is a groundbreaking effort for Metro and its project team, composed of transportation planners and Community-Based Organizations (CBOs). While it represents a first-of-its-kind effort to plan comprehensive access improvements for an entire transit line, its greater innovation is in piloting an inclusive, equity-focused community engagement process. As part of the consultant team for this effort, Metro partnered with a coalition of CBOs to lead outreach efforts on the project, and to help shape the overall direction of this plan.

The coalition consists of:

- Los Angeles County Bicycle Coalition
- T.R.US.T. South LA
- Asian Pacific Islander Forward Movement
- Multicultural Communities for Mobility
- Ride On! Bike Co-op
- East Side Riders Bike Club
- Healthy Active Streets

Fehr and Peers served as the transportation consultant and prime contractor on the project. This structure achieved its original intent of enabling broad participation that identified community-driven concerns for transit riders accessing the system. It also emerged that this more open and inclusive outreach can potentially set new templates for Metro, especially as the agency increasingly underscores equity as a key consideration in planning and investment decisions. In order to realize that potential, however, it is also necessary to capture lessons learned from this effort, including opportunities and challenges in pursuing new working relationships. As such, this plan does not read like a typical planning document; it presents a variety of voices that are distinct from a typical Metro or public agency planning document. Several chapters (“Introduction”, “Process”, “Recommendations”,) are generally more typical for public agency plans – describing underlying policy, techniques, results, and action steps. The “Context” and “Lessons Learned” chapters are presented in a unique voice written by our Community-Based Organization partners. Finally, appendices contain detailed findings, including ideas for specific project improvements, for each of the 22 stations on the MBL.

## **KEY FINDINGS OF THE PLAN**

Key findings for the MBL First/Last Mile Plan include:

- There is great importance and further potential for innovative community engagement with CBO partners.
- There is pronounced need for FLM improvements along the MBL, with extensive project need identified through a community-based process around each station.
- There is a range of social, historical, and cultural issues that impact MBL communities including the day-to-day travel experiences within those communities.
- There are clear opportunities to fund, design, and implement first/last mile improvements along the MBL. These further steps must build on the inclusive, community-based process.

## **CONTENTS OF PLAN**

The Plan includes the following sections:

### **Introduction**

This chapter explains the reasons why FLM is important to Metro and its mission. The chapter describes and defines first/last mile planning, along with Metro’s various first/last mile policies and commitments. It further summarizes the first/last mile issues and challenges associated with the Blue Line.

### **Context**

This chapter describes the community and historical context along the Blue Line corridor, including a broad range of issues surfaced through community engagement and among the project team. Included in the discussion are issues of historic disinvestment and redlining, displacement and gentrification, and policing and security, among others. The chapter raises the importance of fully understanding the context of a place to be better able to engage on intersectional topics and carry out authentic and meaningful planning and design processes.

### **Process**

This chapter describes the steps in creating the Plan, including walk audits, community events, and report preparation. Of note, this chapter describes the community coalition members’ roles, the walk audit methodology, and detailed description of the community events. The 11 community events, in sum, entailed: community bike rides; giveaways such as bike raffles, free food, and TAP cards; live DJs; local artists and live painting; and interactive pop-up elements.

### **Recommendations**

This chapter describes generally the pedestrian and bicycle infrastructure improvements recommended for the areas around MBL stations. The Recommendations chapter also describes the technical process for developing the Station Area Summaries, which are included as appendices.

## Implementation

This chapter describes steps to move recommended infrastructure improvements through funding, design, and construction phases, largely focusing on coordination with local jurisdictions along the MBL corridor. The chapter further lays out ways to prioritize projects for implementation. Possible funding sources are also described and they include State Active Transportation Program (ATP), local return dollars from Measure R and M, FLM programs under Measure M, and other State discretionary (competitive) programs.

## Lessons Learned

In this chapter, the authors describe strategies and techniques to promote meaningful community engagement and CBO partnerships in Metro planning efforts, reflecting key lessons learned through the experience on this project. Of particular importance, this chapter addresses how to ensure equity in future FLM plans and expands the lessons learned to larger topics such as capturing institutional memory and history of place; intersectionality and transportation funding; budgeting viable partnerships; displacement and community resources; safety considerations; sharing information of Metro actions within the study area; cross-sector approach; and Metro's legislative agenda.

## Appendices

Appendices include the 22 Station Area Summaries capturing the Pathway Network and project lists. Further appendix information includes documentation on methodology, particularly related project cost assumptions.

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## Board Report

**File #:**2016-0442, **File Type:**Motion / Motion Response

Agenda Number:14.1

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### PLANNING AND PROGRAMMING COMMITTEE MAY 18, 2016

#### Motion by:

**Directors Garcetti, Bonin, Kuehl, Solis, DuBois and Najarian**

May 18, 2016

#### **Item 14, File ID 2016-0108; First-Last Mile**

According to MTA data, 76 percent of Metro Rail customers and 88 percent of Metro Bus customers arrive at their station or stop by walking, biking, or rolling. To support these customers, MTA staff prepared an Active Transportation Strategic Plan which contains many First-Last Mile improvements that will connect people to MTA's transit network and maximize the benefits from transit investments being made across Los Angeles County.

First-Last Mile elements include, but are not limited to, ADA-compliant curb ramps, crosswalk upgrades, traffic signals, bus stops, carshare, bikeshare, bike parking, context-sensitive bike infrastructure, and signage/wayfinding. The Federal Transit Administration considers First-Last Mile infrastructure to be essential to providing safe, convenient, and practical access to public transportation.

So far, MTA has taken important preliminary steps to implement First-Last Mile projects, including the award-winning 2014 Complete Streets Policy, the Wayfinding Signage Grant Pilot Program, providing carshare vehicles at Metro Rail stations, and pilot First-Last Mile infrastructure at Arcadia, Duarte, Expo/Bundy, and 17th Street/SMC stations.

However, more can be done to support First-Last Mile facilities across all of Los Angeles County.

MTA's award-winning Complete Streets Policy stated that MTA would approach every project as an opportunity to improve the transportation network for all users. However, in practice, there is a needlessly narrow approach to major transit projects that has resulted in many missed opportunities to deliver First-Last Mile elements.

Outside of major transit projects, it will typically not be MTA's role to deliver First-Last Mile projects that are the purview of local jurisdictions. However, MTA can take steps to meaningfully facilitate and help local jurisdictions deliver First-Last Mile projects through a variety of means.



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To support regional and local transit ridership across Los Angeles County, it is time for MTA to reaffirm its dedication to the delivery of First-Last Mile facilities across all of Los Angeles County.

**APPROVE Motion by Garcetti, Bonin, Kuehl, Solis, DuBois and Najarian** that the Board adopt the Active Transportation Strategic Plan (Item 14); and,

WE FURTHER MOVE that the Board direct the CEO to:

- A. Designate streets within the Active Transportation Strategic Plan's 661 transit station areas as the Countywide First-Last Mile Priority Network;
- B. To support regional and local transit ridership and facilitate build-out of the Countywide First-Last Mile Priority Network, including, but not limited to, ADA-compliant curb ramps, crosswalk upgrades, traffic signals, bus stops, carshare, bikeshare, bike parking, context-sensitive bike infrastructure (including Class IV and access points for Class I bike infrastructure), and signage/wayfinding:
  1. Provide technical and grant writing support for local jurisdictions wishing to deliver First-Last Mile projects on the Countywide First-Last Mile Priority Network, including providing technical assistance and leadership to jurisdictions to help and encourage the implementation of subregional networks that serve the priority network;
  2. Prioritize funding for the Countywide First-Last Mile Priority Network in MTA grant programs, including, but not limited to, the creation of a dedicated First-Last Mile category in the Call for Projects;
  3. Create, and identify funding for, a Countywide First-Last Mile Priority Network Funding Match Program, separate from existing MTA funding and grant programs, for local jurisdictions wishing to deliver First-Last Mile projects on the Countywide First-Last Mile Priority Network;
  4. To support the Active Transportation Strategic Plan, dedicate funding for the Countywide First-Last Mile Priority Network in the ongoing Long-Range Transportation Plan update, including a review of First-Last Mile project eligibility for all Prop A, Prop C, and Measure R capital funding categories;
  5. Building on MTA's underway effort to conduct First-Last Mile studies for Blue Line stations, conduct First-Last Mile studies and preliminary design for First-Last Mile facilities for all MTA Metro Rail stations (existing, under construction, and planned), all busway stations, the top 100 ridership Los Angeles County bus stops, and all regional rail stations;
  6. Incorporate Countywide First-Last Mile Priority Network project delivery into the planning, design, and construction of all MTA transit projects ~~starting with the Purple Line Extension~~

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Section 2 project. These Countywide First-Last Mile Priority Network elements shall not be value engineered out of any project; and staff to report back at the June Planning and Programming Committee on the Purple Line Extension Section 2 Project.

C. Report on all the above during the October 2016 MTA Board cycle.

**AMENDMENT by Solis** to include Foothill Gold Line Phase 2B Extension to Claremont.

**Board Report**

**File #:**2016-0451, **File Type:**Motion / Motion Response

Agenda Number:

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**PLANNING AND PROGRAMMING COMMITTEE MEETING  
MAY 18, 2016**

**Motion by:**

**Directors Butts, DuBois, Knabe and Solis**

May 18, 2016

**Relating to Item 14.1, File ID 2016-0442; Active Transportation Plan**

The preamble of Motion 14.1 states an excellent case for how important the Active Transportation Strategic Plan will be for local jurisdictions, especially for those jurisdictions through which the rail system is running with stations lying therein.

The fact that half of all trips are three miles or less highlights the need to focus on enhancing access to and from Metro transit stations and Motion 14.1 underscores those issues.

The co-authors address the connection in Sections B-4 and B-6 in reaffirming Metro's dedication to the delivery of First-Last Mile facilities and the need to leverage funding opportunities and Metro resources by incorporating "...Countywide First-Last Mile Priority Network project delivery into the planning, design, and construction of all MTA transit projects..."

Motion 14.1 further points out that "...outside of major transit projects, it will typically not be MTA's role to deliver First-Last Mile projects that are the purview of local jurisdictions. However, MTA can take steps to meaningfully facilitate and help local jurisdictions deliver First-Last Mile projects through a variety of means."

We believe that the existing practice of encouraging local jurisdictions to contribute up to 3% of a rail project's budget should be included among that "variety of means" as an appropriate vehicle to facilitate the leveraging of Metro and local jurisdictions' resources towards the goals contained in the ATSP and section B-6 of Motion 14.1.

**APPROVE Motion by Butts, DuBois, Knabe and Solis** to amend Motion 14.1 under subsection B-6 to specify that, henceforth, Metro would negotiate in a standardized MOU with the respective contributing jurisdiction(s) that up to 100% 50% of a local jurisdiction's 3% local contribution can go towards underwriting ATP, First-Last Mile, bike and pedestrian and street safety projects that contribute to the accessibility and success of the stations in the respective jurisdictions.

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**File #:**2016-0451, **File Type:**Motion / Motion  
Response

Agenda Number:

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**AMENDMENT by Solis** to include Foothill Gold Line Phase 2B Extension to Claremont.

Los Angeles County  
Metropolitan Transportation Authority

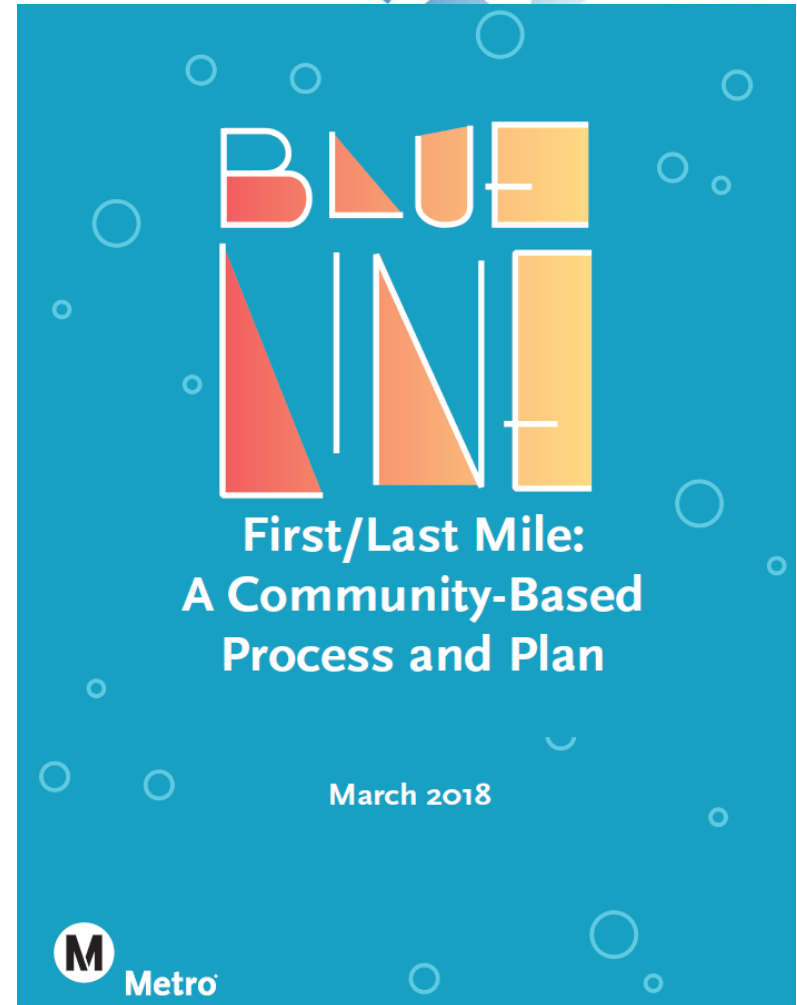
# Blue Line First/Last Mile: A Community-Based Process and Plan

Planning and Programming Committee  
April 11, 2018



# Recommendation

- A. Adopt Blue Line First/Last Mile Plan
- B. Authorize CEO to seek grant funding for implementation



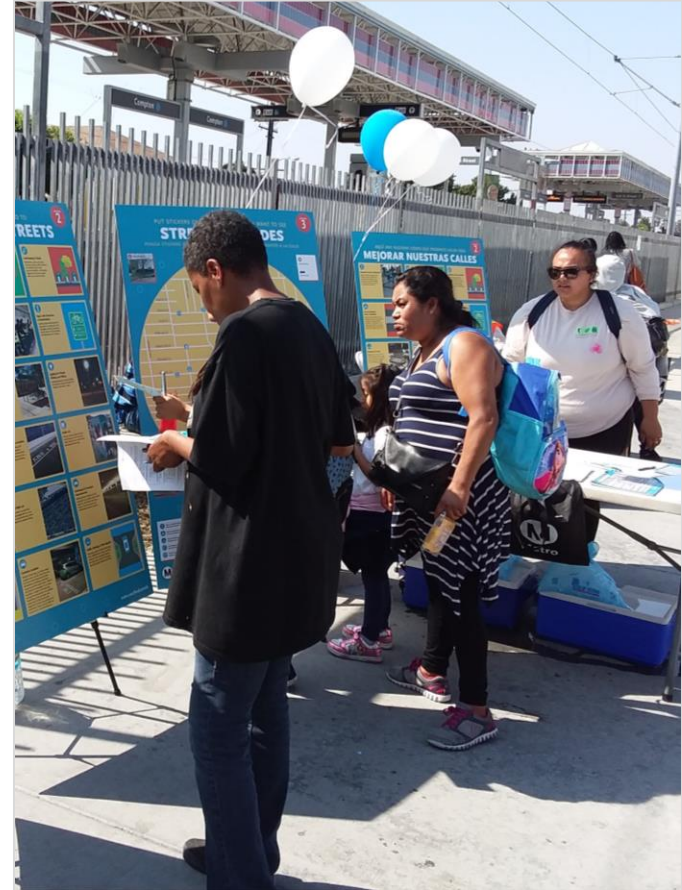
# Context

- First/Last Mile (FLM) planning for all 22 Blue Line stations
- Supports Metro's goals to:
  - Increase ridership
  - Improve safety and convenience of walking and bicycling to station
- Complex setting; varying existing conditions
- Multiple jurisdictional boundaries



# Community-based Process

- First-of-its-kind effort
- Community-Based Organizations part of consultant team (alphabetical order):
  - API Forward Movement
  - East Side Riders Bike Club
  - Healthy Active Streets
  - Los Angeles County Bicycle Coalition
  - MultiCultural Communities for Mobility
  - Ride On! Bike Co-op
  - T.R.U.S.T. South LA
- Piloted an inclusive, equity-focused process



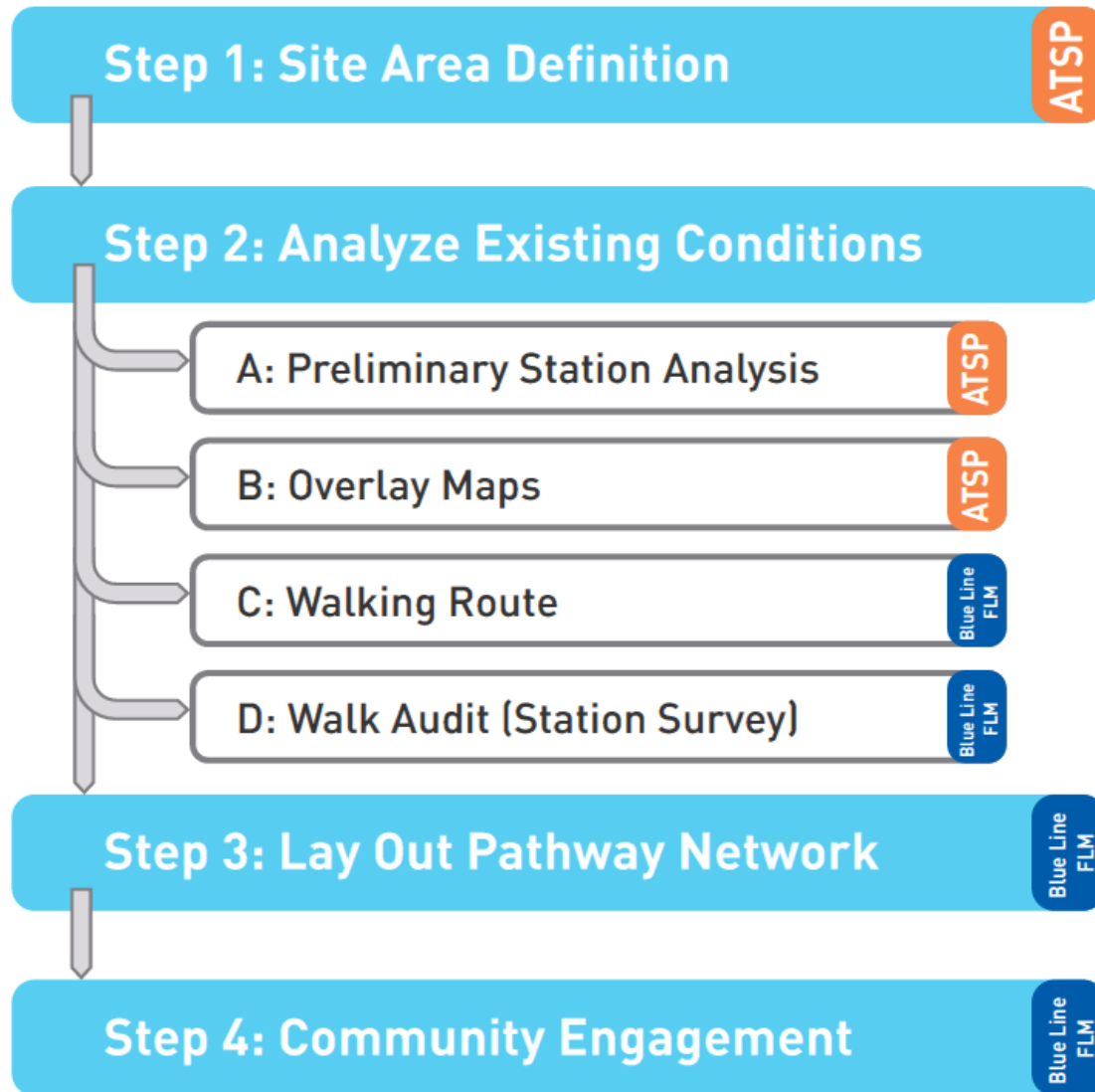


# First/Last Mile Planning

- Station Area: ½-mile and 3-mile around stations
- Collaborative process
- Developed Pathway Network
- Range of bike/ped improvements:
  - Crosswalks
  - Curb ramps
  - Sidewalks
  - Bicycle facilities
  - Pedestrian-scale lighting
  - Wayfinding signage
  - Others



# Process



# Community Engagement

- CBO-led engagement
- Executed FLM methodology
  - 22 station area walk audits
  - 11 innovative community events featuring:
    - Community bike rides
    - Giveaways
    - Live DJs and live painting by artists
    - Pop-up and interactive elements



# Lessons Learned

- Exploratory process
- Described in the Plan
- Apply to future FLM planning processes



# Next Steps

- Pursue ATP Cycle 4 (due July 31, 2018):
  - Feasibility analysis
  - Grant application development
- Continue coordination with local jurisdictions
- Continue coordination with community
- Pursue future funding for implementation, as available



# Thank You