GOVERNANCE:
Alignment with Best Practices Could Improve Project Management Office Implementation

**Why We Did This Review**

In fiscal year (FY) 2015, Amtrak (the company) spent nearly $1.3 billion for capital projects intended to improve infrastructure and equipment. In July 2014 we reported that the company’s management controls for capital projects were weak from project inception through completion. We recommended that management develop company-wide policies and procedures for project management and to flow them down to the department level.

Management agreed and noted it was in the process of developing a Project Management Office (PMO) to better manage capital projects.

Our objective was to identify best practices for establishing and operating a PMO function and additional opportunities to improve the company’s project management policies and procedures.

For further information, contact David R. Warren, Assistant Inspector General for Audits, 202-906-4600.

The full report is at www.amtrakoig.gov/reports/audits.

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**GOVERNANCE: ALIGNMENT WITH BEST PRACTICES COULD IMPROVE PROJECT MANAGEMENT OFFICE IMPLEMENTATION**


**What We Found**

Since our July 2014 report on capital project management, the company has made limited progress in establishing a company-wide PMO and significant opportunities still exist to improve the company’s project management practices and procedures as shown in Table 1 below.

**Table 1. Best Practices for Establishing and Operating a PMO**

<table>
<thead>
<tr>
<th>Determining appropriate structure</th>
<th>Develop clear governance rules</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sufficient authority, with independence from project owner</td>
<td>Role matures over time</td>
</tr>
<tr>
<td>Integrated within the organization</td>
<td>Staff with skilled, experienced, and well-trained personnel</td>
</tr>
<tr>
<td>Develop and maintain project management methodologies</td>
<td>Proactively review and report on project and portfolio performance</td>
</tr>
</tbody>
</table>

The company recently hired an individual, who is scheduled to arrive in January 2016, to establish a company-wide PMO. In the interim, some departments are implementing or improving their own department-level PMOs. These efforts create the risk of duplication and waste if the departments’ policies are inconsistent with those eventually developed by the company-wide PMO. For example, the Information Technology PMO is working with a contractor to develop and implement updated project management methodologies. The value of this contract is about $7.0 million, with additional costs likely. The Engineering Department has also established a PMO. In contrast, the Mechanical department is waiting for a company-wide PMO before taking action. Until the company-wide PMO and policies and procedures are developed and implemented, the company will continue to face a high-risk environment for the effective stewardship over capital project resources.

**Recommendations**

We recommend that the Executive Vice President and Chief Operations Officer (1) incorporate best practices into the company-wide PMO policies and procedures, and (2) ensure department-level PMO initiatives are consistent with company-wide initiatives, to avoid waste while company-wide PMO policies are being developed. The Executive Vice President concurred with our recommendations and his proposed actions meet the intent of our recommendations.
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Memorandum

To: DJ Stadtler
   Executive Vice President and Chief Operations Officer

From: David R. Warren
       Assistant Inspector General, Audits

Date: December 16, 2015


In fiscal year (FY) 2015, Amtrak (the company) spent nearly $1.3 billion for capital projects to improve infrastructure and equipment.\(^1\) Of this, almost $1.1 billion (85 percent) went to the Engineering and Mechanical departments. In July 2014, we reported that the company had weak management controls for capital projects, which created a high-risk environment for the effective stewardship over resources.\(^2\) We recommended that the President and Chief Executive Officer take actions to improve the company’s practices in capital project management. The actions we identified included developing company-wide policies and procedures for project management that would be flowed down to the department level. He agreed and stated that Amtrak was in the process of establishing a company-wide Project Management Office (PMO). The actions to establish that office are ongoing at this time.

Our objective was to identify best practices for establishing and operating a PMO function and additional opportunities to improve the company’s project management policies and procedures. For details on our scope and methodology, see Appendix A.

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\(^1\) For a departmental breakdown of these funds, see Appendix B.

Project Management Weaknesses Continue to Result in Inefficient and Ineffective Use of Capital Funds

We previously reported that the company’s management controls for capital projects were weak from project inception through completion. This contributed to ineffective and inefficient project implementation in the Engineering and Mechanical departments and created a similar risk in other departments. Overall, these weaknesses created a high-risk environment for the effective stewardship over capital project resources. Three of our more recent reports illustrate the continued weaknesses in management controls:

- In September 2015, we reported that one of the company’s top management and performance challenges continues to be establishing and sustaining effective company-wide governance processes to oversee its capital and operating programs. Our prior work has consistently identified weaknesses in governance processes, particularly management controls, as the root cause of operational and programmatic deficiencies.

- In June 2015, we reported on significant cost and schedule overruns on the New Jersey high-speed rail project. The program’s cost and schedule problems are directly attributable to weaknesses in project management and oversight. Because the company has no contingency funds available to absorb cost increases, and existing grant funding may expire if the project takes too long, the company will need to identify other funding sources to complete the project.

- In May 2015, we reported that weak program management—such as inadequate tracking of costs and poor communication between the IT department and other departments—adversely affected completion of the company’s modernization of the reservation system. This situation contributes to the risk of inefficient expenditures and lost revenue.

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Until the company improves its project management practices and PMO policies and procedures, it risks perpetuating the inefficient and ineffective use of capital funds.

**Best Practices Provide a Roadmap for Establishing and Operating a PMO Function**

There are opportunities to incorporate best practices as the company establishes a PMO function and develops policies and procedures. Specifically, our analysis identified eight best practices for establishing and operating a PMO function, which we used to compare with the company’s current practices. Based on this analysis, we identified gaps between PMO best practices and current PMO practices at the company-wide and department levels.

We also noted that although development of the company-wide PMO is planned to begin soon, some departments are implementing or improving their own departmental PMOs. While designed to enhance capital project management, these uncoordinated efforts create the risk of unnecessary duplication and waste if the departments’ practices are inconsistent with the company-wide policies that will be established.

**Company-Wide and Department PMOs’ Policies are Not Fully Aligned with Best Practices**

Gaps exist between the company’s current PMO practices and the eight PMO best practices we identified. Best practices highlight the importance of developing a clear, written charter that documents the PMO’s scope, authority and responsibilities. Our work also showed that there is not one best practices structure or organizational model for a PMO and each organization tailors its PMO to meet its organizational needs. However, PMOs in the highest-performing organizations report directly to executive level leadership and serve the needs of the organization.

The table below shows the results of our comparative analysis of PMO best practices to practices being used in the Engineering, Information Technology (IT), and company-wide PMOs.

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6 For a complete list of PMO best practices see Appendix C.
Table 1. Best Practices and Observed Practices for PMOs

<table>
<thead>
<tr>
<th>Best Practices</th>
<th>Engineering</th>
<th>Observed Practices</th>
<th>Company-Wide</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sufficient authority, with independence from project owner</td>
<td>In process. Training on independence but no formal statement of independence. Escalation path to address conflict being drafted.</td>
<td>In process. Independence not formalized, but Business Solutions Officers (BSO) act as liaisons between PMs and owners.</td>
<td>Not yet started.</td>
</tr>
<tr>
<td>Role matures over time</td>
<td>In process. Conducting test run of PMO on five capital projects. Plan to expand capabilities over time.</td>
<td>In process. New policies &amp; procedures being implemented. Should increase project management maturity &amp; standardization.</td>
<td>Not yet started.</td>
</tr>
<tr>
<td>Integrated within the organization</td>
<td>In process. Integrated in Engineering but limited company-wide until company-wide PMO established.</td>
<td>In process. BSOs act as liaisons to other departments. Wider integration limited until company-wide PMO established.</td>
<td>Not yet started.</td>
</tr>
<tr>
<td>Staff with skilled, experienced, and well-trained personnel</td>
<td>In process. Staffed with 18 personnel. In addition, about 155 project managers (PM) received training ranging from beginner to advanced.</td>
<td>Not yet started. Formal training planned after implementation of PMO methodologies. Will include PM career path.</td>
<td>In process. PMO head planned to start January 2016.</td>
</tr>
<tr>
<td>Proactively review and report on project and portfolio performance</td>
<td>In process. Five test projects received a charter. PMs meet with owners to discuss status, but not all meet regularly.</td>
<td>In process. Status reports reviewed weekly. Portfolio reviewed monthly. PMO &amp; PMs meet regularly to discuss high-importance projects.</td>
<td>Not yet started.</td>
</tr>
</tbody>
</table>

Source: Office of Inspector General (OIG) analysis of Engineering and IT data.
The following sections discuss the current status of company efforts to use the PMO concept.

**Efforts to Implement PMOs Are Not Coordinated**

The company has hired an individual to establish and lead a company-wide PMO, and expects that person to start in January 2016. In the interim, some departments are implementing or improving their own department-level PMOs. These well-intentioned efforts create the risk of duplication of effort and waste of resources if the departments’ practices are ultimately inconsistent with the company-wide policies that will be established. The company does not have a process to coordinate its various PMO initiatives.

The IT department has had a PMO for about six years and is working with a contractor to develop and implement updated policies, procedures, and systems. This contract is valued at about $7.0 million, and additional costs are likely. The contract includes provisions to train the IT PMO on the contractor’s proprietary systems and methodologies for project management. It remains to be determined whether IT’s systems and methodologies will be consistent with those of the planned company-wide PMO.

Within the Operations area, the Engineering department started developing PMO policies and procedures and training staff in August 2014. As of October 2015 about 120 Engineering project managers have completed three of four new training modules; 35 others have completed more advanced training. On October 1, 2015 the Engineering PMO became operational and was staffed with 18 full-time personnel. The first six months will be focused on writing a project management manual and beginning development of project management training materials, according to the new head of the Engineering PMO. In addition, the department selected five projects for FY 2016 to use as a test run of its improved project management practices. The Mechanical department, also within the Operations area, is waiting for the company-wide PMO to be established before taking actions to establish a departmental PMO.

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7 Currently, the Information Technology department has a PMO; Engineering and Human Capital departments are in the process of establishing PMOs.
At the company-wide level, no substantive work has been done to set up the company-wide PMO pending the arrival of the person who will lead the office. However, the Executive Vice President/Chief Operations Officer stated that the plan is to develop PMO policies and procedures that will be used consistently across the company. He stated that the company-wide PMO will report to him and will directly manage certain major projects and provide assistance and policy oversight to the department level PMOs. However, he added that the company does not have a process in place to coordinate the current ongoing PMO initiatives.

CONCLUSIONS AND RECOMMENDATIONS

Since our July 2014 report on capital project management, the company has made limited progress in establishing a company-wide PMO and significant opportunities continue to exist to improve the company’s project management practices and procedures. Until company-wide PMO and policies and procedures are developed and implemented, the company will continue to face a high-risk environment for the effective stewardship over capital project resources. Further, the company is at risk of wasting resources because a company-wide process does not exist to coordinate ongoing and planned PMO-related initiatives.

We recommend that the Executive Vice President and Chief Operations Officer (1) direct that the best practices identified in this report are incorporated into the company-wide PMO policies and procedures, and (2) work with the executive vice presidents to ensure the planned department-level PMO initiatives are consistent with the company-wide initiatives, to avoid potential waste while company-wide PMO policies and procedures are being developed.

MANAGEMENT COMMENTS AND OIG ANALYSIS

In commenting on a draft of this report, the Executive Vice President and Chief Operations Officer agreed with our recommendations. He also cited actions that they plan to take to address the recommendations. Our analysis of the cited actions is discussed below. Appendix D contains management’s complete letter of comment.

- The Executive Vice President and Chief Operations Officer agreed in principle with our recommendation that the inclusion of best practices into the policies and procedures to be instituted company-wide by the soon to be hired
Enterprise PMO (ePMO) is a sound strategy. He stated that he will present the eight best practices described in this report to the new ePMO for analysis and potential inclusion to the company’s policies and procedures. He also stated he will defer to the judgment of the ePMO to either utilize these practices, or recommend alternative practices that the ePMO believes are more suitable for the advancement of project management within the company. Lastly, he noted the recommendations will be presented to the ePMO immediately upon that person’s arrival at the company (scheduled for January 2016) and expects that the ePMO will have practices/policies prepared for approval by the Executive Leadership Team by July 2016. We recognize the company needs flexibility to tailor its project management policies and procedures to meet the company’s needs. Therefore, the proposed actions meet the intent of our recommendation to have best practices considered as the policies and procedures are developed.

- The Executive Vice President and Chief Operations Officer also concurred with our recommendation that the executive vice presidents assess ongoing and planned PMO-related initiatives to avoid potential waste while company-wide PMO policies and procedures are being developed. Specifically, he will engage the Company Operating Team, which includes the executive vice presidents, in a discussion to ensure there is a clear understanding that the functional PMO initiatives must be consistent with company-wide PMO initiatives in January 2016. Additionally, the ePMO will be a member of the Company Operating Team. The proposed actions meet the intent of our recommendation that a management process be established to avoid waste, and ensure company policies and procedures are consistent.
Appendix A

SCOPE AND METHODOLOGY

The scope of this report addresses the best practices for establishing and operating a Project Management Office (PMO). Our objective was to identify best practices for establishing and operating a PMO function and additional opportunities to improve the company’s project management policies and procedures. We conducted this audit work from December 2014 through November 2015 in Washington D.C. and Philadelphia, Pennsylvania.

Our methodology to identify best practices for establishing and operating a project management office involved two steps. First, we contracted with the American Productivity and Quality Center (APQC) to conduct research on applicable best practices. APQC conducted a literature review of comparable organizations based on the size and type of projects they managed. The organizations fell into four broad categories: (1) public utilities, (2) transportation (airlines, commuter rail, and trucking), (3) railroads, and (4) pipelines. The organizations selected were not all directly comparable to Amtrak, but we believe that they are sufficiently similar to provide a reasonable basis for identifying PMO best practices. APQC’s review process yielded 19 organizations that engaged in large capital projects similar to Amtrak and demonstrated best practices in at least one aspect of their PMO operations. APQC considered characteristics to be best practices if they were found across multiple organizations and were similar to ones identified in prior PMO research conducted by APQC’s subject matter experts.

Second, we conducted a literature review to identify best practices for establishing and operating a PMO. We then compared and combined our results with those of APQC to develop a comprehensive list of best practices. We used the following sources:

- American Productivity and Quality Center
  - *Effective Project Management Offices, An APQC Best Practices Study, 2013*
  - *Driving Organizational Change, The Next Generation Project Management Office, December 2, 2014*
  - *PMO Roundtable Summary, Responsibilities and Skills Needed for Success, January 5, 2015*
We also with spoke with a Government Services Liaison from the Project Management Institute.

To provide information on the status of the company’s PMO capabilities, we interviewed the Executive Vice President and Chief Operations Officer regarding efforts to hire a person to lead the company-wide PMO. We also interviewed officials from the Engineering and Information Technology departments and obtained information from the Human Capital, Finance, and Mechanical departments to understand their PMO activities.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective.
Internal Controls

We limited our review to the management controls in place for operating the Engineering, IT and company-wide PMOs.

Computer-Processed Data

The computer-processed data is limited to Appendix B, showing the value of projects company-wide, by department. This data was obtained from the Finance department, which obtained it from Amtrak’s accounting system, SAP.

Prior Audit Reports

In conducting this work, we reviewed the following Amtrak OIG reports:


Appendix B

VALUE OF PROJECTS BY DEPARTMENT

Table 1. Value of Managed Projects by Department, FY 2015 Actuals (dollars in millions)  

<table>
<thead>
<tr>
<th>Department</th>
<th>Total Expended</th>
<th>Percent of Total Expended</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineering</td>
<td>$631</td>
<td>50%</td>
</tr>
<tr>
<td>Mechanical</td>
<td>440</td>
<td>35</td>
</tr>
<tr>
<td>Operations</td>
<td>41</td>
<td>3</td>
</tr>
<tr>
<td>NEC Investment &amp; Infrastructure Development b</td>
<td>50</td>
<td>4</td>
</tr>
<tr>
<td>IT c</td>
<td>39</td>
<td>3</td>
</tr>
<tr>
<td>Marketing</td>
<td>37</td>
<td>3</td>
</tr>
<tr>
<td>Other d</td>
<td>29</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,267</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Amtrak Finance Department.

Notes:

a Table does not include some projects for which Amtrak is contracted by state and local governments to work on non-Amtrak assets.

b Includes Real Estate.

c Includes Human Capital Management.

d Includes projects managed by the following departments: Emergency Management & Corporate Security, Finance, Legal, Fleet Strategy, Procurement, and Police.

e Total limited to projects actively managed in FY 2015.
We identified the following best practices that could help the company improve its PMO capabilities.8

**Determine appropriate structure.** There are three general ways to structure an organization’s PMO capabilities: (1) a single centralized PMO, (2) two or more decentralized PMOs, or (3) a hybrid using centralized and decentralized PMOs. There are, however, a myriad of options among these three, depending on the authority and responsibilities of each PMO component. Organizations should evaluate their needs and structure to determine whether to establish one or more PMOs, the types of each, and the relationships between them. Although there is no standard structure or organizational model, PMOs in the highest-performing organizations report directly to executive leadership and serve the needs of the organization. The structure and organization of a PMO are core issues that should be addressed at the beginning of the process of establishing a PMO capability.

**Develop clear governance rules.** Organizations should develop a written charter that clearly documents the scope, authority, and responsibilities of the PMO. The charter should define how the PMO and all organizational stakeholders align, work, and communicate with each other on project management issues, including roles and responsibilities. The charter should also define the PMO’s authority and decision-making powers, including when the PMO should and should not be involved in individual projects, and when it should be consulted for advice. Developing clear governance rules should be done early in the process of establishing any PMO capability.

**Sufficient authority, with independence from project owner.** PMOs should have the same authority as the project owner to ensure project execution and performance. However, PMOs should not report directly to the project owner. Instead, they should have a level of independence from the project owner, with a clearly defined escalation path to mitigate conflicts between the PMO and any stakeholders. This allows the PMO to champion consistent project management practices across the business. It also

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8 These best practices were identified by the American Productivity and Quality Center and OIG research.
prevents project owners from undermining PMO efforts when views conflict. Any escalation path should be clearly documented and include provisions for higher-level review to resolve disputes.

**Role matures over time.** PMOs generally mature in their skills and capabilities over time. This growing maturity is often accompanied by a transition from basic project management to more strategic decision-making. For example, over time PMOs generally assume greater responsibility for identifying, prioritizing, and selecting projects, including assessing return on investment. The PMO’s role in this process should be well defined and supported by top management. When its capabilities mature, the PMO will be well placed to manage more strategic initiatives and projects.

**Integrated within the organization.** To avoid duplicating roles that already exist in the organization, PMOs should be integrated with other organizational disciplines, such as human capital, communications, and training or development.

**Staff with skilled, experienced, and well-trained personnel.** The PMO should be staffed with skilled, experienced, and well-trained project managers and technical specialists. This process should begin by defining the competencies and experience needed for each PMO staff role. Staffing levels should be determined by the estimated volume of work. Once onboard, project managers should be developed through formal training and mentoring. The training curriculum should be well developed and sufficiently budgeted, and should include external project management practices and internal systems and tools. There should also be a defined career path for project management professionals and an internal community of practice through which project management lessons learned can be shared.

**Develop and maintain project management methodologies.** The PMO should develop and maintain standard project management methodologies, systems, and tools. These elements should be scalable to support projects of differing sizes, types, and levels of complexity. In addition, the methodologies should be reviewed periodically to assess the need for changes based on lessons learned as well as emerging trends.

**Proactively review and report on project and portfolio performance.** The PMO should clearly define its expectations for project managers, as well as its responsibilities and approaches for supporting project managers. The PMO should then work proactively to ensure proper project initiation and planning, and to verify that all projects receive
PMO oversight. After initiation, the PMO should hold substantive, face-to-face meetings with project managers at least monthly to review project performance, evaluate and mitigate risks, and ensure that updates are captured. The content of these periodic reviews should be clearly established and should include defined project performance metrics that are tied to business outcomes. Further, the PMO should evaluate the performance of its entire portfolio of projects to identify trends and opportunities for improvement. Top-level leadership should also regularly review the project portfolio to oversee performance and to verify that the PMO is meeting the organization’s needs.
This is in response to the Office of Inspector General’s draft report “GOVERNANCE: Alignment with Best Practices Could Improve Project Management Office Implementation (Draft Audit Report for Project No. 0006-2015)” which was issued on November 13, 2015. We continue to agree that an efficient and robust project management function is critical to Amtrak. Our responses to your recommendations follow.

Recommendation #1: We recommend that the Executive Vice President/Chief Operations Officer direct that the best practices identified in this report are incorporated into the company-wide PMO policies and procedures.

We also agree in principle that the inclusion of best practices into the policies and procedures that will be instituted company-wide by the soon to be hired Enterprise PMO (ePMO) is a sound strategy. However, while we will present the eight best practices described in the draft report to the new ePMO for their analysis and potential inclusion to the policies and procedures, we will defer to the judgment of the ePMO to either utilize these practices, or recommend alternative practices that they believe are more suitable for the advancement of Project Management within Amtrak. We believe this meets the intent of the recommendation - to have designed, disseminated and executed the best PMO policies and procedures for Amtrak company-wide to successfully manage all of the organization’s projects. These recommendations will be presented to the ePMO immediately upon arrival at Amtrak (scheduled for
January, 2016) and expect the ePMO will have practices / policies prepared for approval by the Executive Leadership Team by July, 2016.

**Recommendation #2:** We recommend that the Executive Vice President/Chief Operations Officer work with the executive vice presidents to ensure the planned department-level PMO initiatives are consistent with the company-wide initiatives, to avoid potential waste while company-wide PMO policies and procedures are being developed.

We concur with this recommendation. To carry forth this initiative, I will engage the Company Operating Team (COT), which includes the executive vice presidents in a discussion to ensure that there is clear understanding that functional PMO initiatives must be consistent with company-wide PMO initiatives in January, 2016. Additionally, I will add the ePMO to the COT membership upon their hire, and have them report regularly to the COT on their progress towards establishing company-wide PMO policies and procedures. This will create the forum for clear understanding and collaboration in the development of company-wide policies and procedures and also ensure that no function is missed during information exchange.

We thank you for your time and effort in developing the recommendations identified within your draft report. The use of best practices and consistent company-wide application of these best practices are critical towards driving increased efficiency and ensuring that we have the information needed to make sound business decisions.
## ABBREVIATIONS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>APQC</td>
<td>American Productivity and Quality Center</td>
</tr>
<tr>
<td>FY</td>
<td>fiscal year</td>
</tr>
<tr>
<td>IT</td>
<td>Information Technology</td>
</tr>
<tr>
<td>OIG</td>
<td>Amtrak Office of Inspector General</td>
</tr>
<tr>
<td>PM</td>
<td>Project Manager</td>
</tr>
<tr>
<td>PMO</td>
<td>Project Management Office</td>
</tr>
<tr>
<td>the company</td>
<td>Amtrak</td>
</tr>
</tbody>
</table>
Appendix F

OIG TEAM MEMBERS

Michael Kennedy, Senior Director, Lead

J.J. Marzullo, Senior Audit Manager

John Borrelli, Senior Auditor
# OIG MISSION AND CONTACT INFORMATION

## Amtrak OIG’s Mission

The Amtrak OIG’s mission is to provide independent, objective oversight of Amtrak’s programs and operations through audits, inspections, evaluations, and investigations focused on recommending improvements to Amtrak’s economy, efficiency, and effectiveness; preventing and detecting fraud, waste, and abuse; and providing Congress, Amtrak management, and Amtrak’s Board of Directors with timely information about problems and deficiencies relating to Amtrak’s programs and operations.

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- **Phone:** 800-468-5469

## Congressional and Public Affairs

David R. Warren  
Assistant Inspector General, Audits

- **Mail:** Amtrak OIG  
  10 G Street, N.E., 3W-300  
  Washington, D.C. 20002

- **Phone:** 202-906-4742  
- **E-mail:** david.warren@amtrakojig.gov