# 2019

## Coordinated Public Transit-Human Services Transportation Plan



Central Massachusetts Regional Planning Commission 5/15/2019

#### Endorsement of the FY 2019 Coordinated Public Transit-Human

Services Transportation (CPT-HST) Plan

The Central Massachusetts Metropolitan Planning Organization (CMMPO) hereby endorses the FY 2019 CPT-HST/Plan document.

l concur Date Stephanie Pollack, Secretary of Transportation, MassDO I do not concur Date\_5-15-19 I concur Jonathan Gulliver, Administrator, MassDOT – Highway I do not concur Date I concur Robert Hassinger, Chairperson, CMRPC I do not concur V I concur 11 Date I do not concur Dennis Lipka, Administrator, WRTA Date l concur Edward M. Augustus, Jr., Worcester City Manager I do not concur Date l concur Barur Rajeshkumar, Representative, North Subregion I do not concur I concur Date Maurice DePalo, Representative, Northeast Subregion I do not concur .0. Date > I concur John Hebert, Representative, Southeast Subregior I do not concur KN 0 Date I concur I do not concur Dennis Lamarche, Representative, Southwest Subregion I concur Date Daniel Bigda, Representative, West Subregion I do not concur

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#### **Introduction**

A Coordinated Public Transit-Human Services Transportation Plan (Coordinated Plan) focuses on the transportation needs of persons with disabilities and persons age 60+. Federal law requires that transportation projects selected for federal funding under the Federal Transit Administration's Section 5310 Program be "included in a locally developed, coordinated public transit human services transportation plan" and that the plan be "developed and approved through a process that included participation by seniors, individuals with disabilities, representatives of public, private and non-profit transportation and human service providers and other member of the public" utilizing transportation services.

The Central Massachusetts Regional Planning Commission (CMRPC), as staff to the Central Massachusetts Metropolitan Planning Organization (CMMPO), prepared the first Coordinated Plan for Central Massachusetts in 2007, and updated it in 2015. CMRPC is again updating this Coordinated Plan to fulfill Federal legislative requirements and to identify changes in the transportation needs of individuals in the region. This Coordinated Plan covers the Central Massachusetts Metropolitan Planning Organization's (CMMPO) planning area which is comprised of forty communities.

CMRPC	Communities

Auburn	Grafton	Northbridge	Sturbridge
Barre	Hardwick	North Brookfield	Sutton
Berlin	Holden	Oakham	Upton
Blackstone	Hopedale	Oxford	Uxbridge
Boylston	Leicester	Paxton	Warren
Brookfield	Mendon	Princeton	Webster
Charlton	Millbury	Rutland	Westborough
Douglas	Millville	Shrewsbury	West Boylston
Dudley	New Braintree	Southbridge	West Brookfield
East Brookfield	Northborough	Spencer	Worcester

This Coordinated Plan Update:

- inventories the existing transportation resources and services in the CMMPO region
- identifies service gaps and regional needs
- outlines criteria for the evaluation and funding of grant proposals

#### **Background and Funding**

Transportation services for elders and persons with disabilities are primarily funded by federal and state programs.

#### COORDINATED PUBLIC TRANSIT-HUMAN SERVICES TRANSPORTATION PLAN

FTA Section 5310 Program funds are used to improve mobility for older adults and persons with disabilities by providing capital projects that are planned, designed and implemented to meet their needs. This Program was slightly modified under the 2016 FAST Act to provide financing for innovative projects for the transportation disadvantaged that improve the coordination of transportation services and non-emergency medical transportation services.

The Community Transit Grant Program, administered by the Massachusetts Department of Transportation (MassDOT), provides operating and capital funds to regional transit authorities, private non-profits and municipalities for public transportation projects planned, designed and carried out to meet the special needs of seniors and people with disabilities when public transportation is insufficient, inappropriate or unavailable. Funds are also available for projects that exceed ADA requirements. This includes paratransit service beyond <sup>3</sup>/<sub>4</sub> mile from a fixed route, service outside of required hours, service to persons beyond those with disabilities including people age 60+, veterans, and low-income individuals.

#### WRTA Funding

While federal transit funding sources and amounts remain relatively stable, the Commonwealth's State Contract Assistance (SCA) Program has undergone significant changes. SCA, which was 'level funded' in FYs 17-18, was increased to \$88 million for FY19, subject to significant new requirements. Accordingly, the RTAs received \$82 million in 'base' funding; an additional \$2 million to the two RTAs that faced a budget deficit, and an additional \$4 million to all RTAs in the form of a competitive grant not for basic operating support, but for discretionary projects. Proponents of such projects were required to provide best practice services and seek to initiate, maintain or expand service to a priority population.

WRTA was able to secure funds from the \$2 million allotment to cover approximately 70% of its projected FY19 deficit and was successful in finding cost savings internally to cover the additional needs. WRTA also submitted three grant applications to obtain a portion of the \$4 million in discretionary funds, two of which were designed to improve and expand paratransit service delivery, and one to expand fixed route service to create a link to an adjacent RTA. The two paratransit projects were awarded funds; implementation is underway for FYs19-20.

#### **Public Participation and Outreach**

#### South Central Massachusetts Regional Coordinating Council

One of the recommendations of Executive Order 530, Community, Social Service and Paratransit Transportation Commission in its Final Report was to form Regional Coordinating Councils to address paratransit and community transportation at the local level. Accordingly, the South-Central Massachusetts Regional Coordinating Council was established in February 2014. Participants included CMRPC transit planners, WRTA Administrative staff, paratransit providers, Councils on Aging, elder services, veterans' organizations, workforce development

#### COORDINATED PUBLIC TRANSIT-HUMAN SERVICES TRANSPORTATION PLAN

and placement for people with disabilities, public schools, adult education, blind community, local university, refugee and immigrant agency and several other special interest groups. MassDOT and Executive Office of Health and Human Services (EOHHS) representatives were also included. The importance of bringing a diverse group together was highlighted as the discussions began highlighting the importance of information exchange, unmet needs, and mobility priorities.

RCC members identified four distinct transportation gaps

- 1. Employment transportation
- 2. Transportation with additional support (door-to-door, escorts, etc.)
- 3. Services outside of Worcester, including the edges of the region
- 4. Lack of information and need for information dissemination

Participants collectively determined that the RCC's top priority should be information dissemination, as simply providing services was not helpful if the public was largely unaware of them. Many in the group were surprised to learn about transportation options available to them and their constituents. Work was done to promote WRTA fixed route and paratransit services.

The WRTA website was presented to the group including the Bus Tracker and interactive system map as well as an outline of the Travel Training Program offered to the general public.

#### Transportation Planning Advisory Group (TPAG)

TPAG provides an ongoing forum for presenting and discussing service-related issues that impact WRTA transit users, both elders (persons age 60+) and persons with disabilities. Its members provide the WRTA with ongoing input regarding decisions related to service delivery. This long-standing group meets regularly with WRTA staff to discuss the current status of WRTA fixed route and paratransit services. Most recently, TPAG members assisted with piloting an automated fare collection system for paratransit service. Other activities have included review and support of grant applications to expand service to the community, comment on an expedited paratransit recertification process, and input to the CMMPO's Long Range Transportation Plan (LRTP).

#### Transportation Advocacy Coalition (TAC)

This grass-roots organization, formed in 2018, advocates for reliable, safe, affordable, accessible and dependable transportation responsive to the needs of populations in greater Worcester. Its advocacy work is particularly focused upon low-income residents and families that depend on public transportation, and is structured as a legitimate organization that includes community voices. Of particular interest is the availability of accessible taxis which are in short supply in the region. TAC participants include WRTA Administrative staff and transit users, as well as individuals from various organizations whose clients are WRTA riders. The TAC, through

Easterseals Massachusetts, successfully obtained a grant from the Community Transportation Association of American (CTAA) to develop public capacity for engaging in participatory transit planning. In December 2018, the TAC hosted a Transportation Roundtable as part of the CTAA grant.

#### WRTA Riders' Advisory Committee (RAC)

The RAC is the working group of the Transportation Advocacy Coalition. Its purpose is to ensure that WRTA riders are part of the decision-making process and to advocate for affordable and accessible transportation. The RAC has been successful in recommending a WRTA rider representative who now has a seat on the WRTA Advisory Board.

#### Task Force on RTA Performance and Funding

The Commonwealth's FY19 budget required the formation of the Task Force on Regional Transit Authority Performance and Funding. The Task Force was charged with investigating the challenges and opportunities facing transit service providers, so as to find ways for the RTAs to provide and improve transit services that meet identified community needs. RTAs were expected to accomplish this task by conducting regular service planning, recognizing the diverse service populations of each geographic region, and ensuring that fares and other revenues cover an appropriate share of service costs.

The Task Force, chaired by MassDOT's Rail and Transit Administrator, was comprised of nineteen members including six who were current or former RTA Administrators. Its Final Report, released in April 2019, contains recommendations and proposed guidelines for the establishment of RTA service standards, ridership, customer service, asset management and financial performance indicators – as well as Best Practice recommendations.

#### WRTA Fixed Route Customer Satisfaction Survey

As part of its public outreach and Title VI efforts, CMRPC conducted a survey of WRTA fixed route bus riders in February and March 2018. This survey's purpose was to determine rider satisfaction with current services in order to identify service strengths and shortcomings. Staff promoted the availability of the survey in English and Spanish, and offered participants the option of completing the survey by hard copy or online using Survey Monkey. The survey's availability was also announced on the WRTA website, and promoted on WRTA social media and by using flyers and a QR code. Riders were asked to describe specific trip characteristics, and to rate their overall experiences as a WRTA customer. Riders gave high scores to their ability to purchase Charlie Cards, day passes and monthly passes but gave lower scores to on-time performance and hours of operation. The survey provided a space for additional comments. These comments showed the importance and value of the service to the daily lives of riders.

#### WRTA Paratransit Customer Satisfaction Survey

CMRPC also administered a WRTA paratransit rider satisfaction survey in November and December 2017. Surveys were offered in English, Spanish and Vietnamese in paper form on paratransit vehicles and at Councils on Aging, on Survey Monkey, and announced through WRTA website and WRTA social media. Flyers were also placed on paratransit vehicles to promote the survey. This paratransit survey reaffirmed some of the RCC's earlier findings. Overall, rider satisfaction with WRTA paratransit service was very good but some riders noted that communication and flexibility for more spontaneous trip making would make the service better. Survey results gave high scores to call takers and driver assistance and lower scores to vehicle comfort and on-time performance. Passengers were also asked to comment on their service which confirmed the survey findings overall. Notably, most passengers reported that they do not use the WRTA paratransit website; think the service overall is excellent, and that if the service were not available, they would ride with a family or friend or would not travel.

#### **Existing Transportation Resources and Services**

#### Assessment of Available Services

The Central Massachusetts region is loosely defined by the boundaries of the CMRPC region and WRTA Service Area, which together comprise forty communities centered around the City of Worcester. Thirty-seven of these communities constitute the WRTA Service Area: fixed route service operates in thirteen of these, while another three communities receive deviated fixed route service. All thirty-seven communities receive some level of paratransit service which is offered to persons age 60+ and persons with disabilities of all ages. This service is offered above and beyond the paratransit services required under the Americans with Disabilities Act (ADA). ADA paratransit service in Worcester covers the entire City and is operated by the WRTA's contracted paratransit operator. Paratransit services outside Worcester are operated by ten Councils on Aging, and by one rural paratransit provider (SCM Elderbus) in twenty-one communities.

#### Worcester Regional Transit Authority (WRTA) Fixed Route Bus Service

The WRTA operates year-round accessible fixed route bus service seven days a week in Worcester and surrounding communities. Weekday services are operated in Worcester and twelve surrounding communities: Auburn, Brookfield, Charlton, East Brookfield, Leicester, Millbury, Oxford, Shrewsbury, Southbridge, Spencer, Webster, and West Boylston. Saturday service operates in Worcester and ten surrounding communities, and Sunday service operates in Worcester and four surrounding communities. Service hours vary, with weekday service operated for the longest periods and at reduced hours on Saturdays and Sundays.

#### Worcester Regional Transit Authority (WRTA) ADA Paratransit Service

The WRTA provides ADA paratransit service to eligible persons with disabilities in its Service Area. ADA service in Worcester blankets the entire City - beyond the required <sup>3</sup>/<sub>4</sub> mile buffer

around its fixed-routes. Each day, ADA services begin operating in Worcester concurrent with the first fixed-route trip. Outside Worcester, ADA service is operated within a <sup>3</sup>/<sub>4</sub> mile buffer of a fixed route during the service times. This service is operated in accordance with contracts between the WRTA, Councils on Aging (CoAs), and private service providers during CoA service hours and by the WRTA's operating company after CoA service hours and weekends.

#### Worcester Regional Transit Authority (WRTA) Non-ADA Paratransit Service

The WRTA provides paratransit service outside Worcester to people age 60+ and people with disabilities through contracts with CoAs and private providers. This service operates on weekdays during normal CoA business hours and is generally restricted to local trips. CoAs often establish weekly schedules for grocery shopping and medical appointments to maximize vehicle efficiency and serve as many people as possible.

#### WRTA Travel Training Program

The WRTA offers this free Program to the general public, which features customized trainings for using transit services. It was initially established with grant funding, integrated into the WRTA's annual operating budget, and is staffed by a dedicated full-time staff person. Group and individual trainings have been organized at local high schools and colleges, at senior centers, and at human service facilities. Riders are given individualized training that meets their needs. The Program is flexible and is easily customized for one-on-one training, group training, and special needs training.

#### WRTA Bus Tracker

The WRTA's Bus Tracker tool provides riders with continuously updated bus arrival information. Riders can track buses and obtain next bus arrival times along each route using their phones and computers. The WRTA offers passengers a variety of video tutorials to help familiarize them with access to its services.

#### Ride Match

Ride Match, a one-click mobility management website, is a regional directory of transportation options for the general public and focuses on the specific transit options for people age 60+, veterans, people with low-income and people with disabilities travelling in Massachusetts including those in central Massachusetts. Originally developed by the Greater Attleboro-Taunton Regional Transit Authority (GATRA), Ride Match was highlighted as a unique, comprehensive statewide transportation information resource for riders. CMRPC updates WRTA information contained within this website on an ongoing basis.

#### MassRIDES

MassRIDES (a commuter options program funded by MassDOT) had long administered a variety of staff assists and information tools, including a ride sharing database resource. In

January 2019, MassDOT announced that its existing contract with MassRIDES would end in June 2019. MassDOT officials are developing a new model for how the Commonwealth will structure, fund and administer transportation options for communities and to support businesses and their employees.

#### Community Transit Grant Program (CTGP)

Each year, the WRTA applies for funding through this annual MassDOT competitive grant program. Most Program awards fund paratransit vehicles, ancillary equipment, and operating assistance. More recently, the WRTA was awarded three grants to address unmet service needs. These projects were initiated several years ago with FTA New Freedom Program funds and subsequently modified to meet CTGP requirements. Current (FY19) CTGP projects include:

- paratransit service from Holden to Worcester and return for people travelling before and after the Holden CoA's service hours. This was to bridge the service gap created by elimination of fixed route bus service. The Holden CoA appealed to the WRTA for continued service on its riders' behalf.
- paratransit service during midday from the twenty-one rural communities in the WRTA Service Area to Worcester. Most of these trips were medical related and riders had to wait many hours for a ride home after medical services. Adding midday service significantly reduced riders' wait times.
- paratransit service open to the general public for residents of Southbridge, Sturbridge, Webster and Spencer. This is for people who live and work in the towns. Fixed route service in the area is limited and low-income workers have few transit options. This service offers additional service to those towns.

An additional FY19-funded CTPG project in the WRTA Service Area is being implemented by the Shrewsbury Council on Aging. This funding will provide work and medical trips from Shrewsbury to Northborough and Westborough that are outside the ADA paratransit service area.

#### Fare Increases

In Spring 2017 the WRTA Advisory Board voted to increase fares on fixed route and paratransit services. These increases, the first such increases since 2009, were deliberately modest so as to minimize potential impacts to riders. The public's reaction to these increases was tempered by a broad understanding that it was a necessary outcome of budget planning. The Board reserved the right to revisit possible future fare increases but has not implemented any changes to date.

#### Planning for Future Services

CMRPC has provided extensive details for WRTA paratransit services in Mobility2040, its Long-Range Transportation Plan.

Top priorities include;

- maintenance of existing services
- implementation of pilot projects that increase efficient use of existing paratransit assets and services
- implementation of tools that improve trip scheduling, payment and trip flexibility
- improvement of passengers' abilities to travel between regions.

#### Quaboag Connector

In recognition of a service gap that existed between the WRTA and PVTA Service Areas, the Quaboag Connector was designed to provide transportation service focused on employment and education needs. This service connects to PVTA service in Palmer and Ware and to WRTA service in West Brookfield, and is operated by the Town of Ware. Specific to the CMMPO region, this service provides service to the towns of Brookfield, East Brookfield, Warren and West Brookfield.

#### Volunteer Programs

The North Brookfield Council on Aging has begun operating a volunteer transportation service for medical trips. This service is designed to supplement the established WRTA paratransit service offered to North Brookfield residents three days a week, providing trips to/from Worcester. These trips can now be made on alternate days and for medical appointments outside the immediate area. Other councils on aging operate a volunteer transportation program in the towns of Blackstone, Grafton, Northbridge and Oxford.

#### **Identification of Service Gaps**

#### South-Central Massachusetts Regional Coordinating Council (SCMRCC)

SCMRCC members identified four distinct transportation gaps:

- 1. Employment transportation;
- 2. Transportation with additional support (door-to-door, escorts, etc.);
- 3. Services outside of Worcester, including the edges of the region, and
- 4. Lack of information and need for information dissemination.

#### Commonwealth of Massachusetts - FY19 Discretionary Grant Program

In the FY19 budget, MassDOT asked each RTA to propose projects that would serve as a Best Practice for other RTAs, or would better serve a priority population. These projects would be grant funded for one year. MassDOT agreed to review the outcome of such projects and requested that each RTA identify funding to sustain successful projects in future fiscal years. As such, the WRTA worked to develop small projects that could grow with success or be eliminated if unsuccessful, without disruption of overall service. The WRTA requested funds for projects which would introduce new or improve existing services, such as:

- creating a new online paratransit trip reservation system;
- reducing the trip reservation window from two days to one day in advance of a trip in four rural communities with high paratransit volume, and
- offering a new WRTA fixed route service connecting with an existing MetroWest RTA fixed route at the Solomon Pond Mall in Marlborough, MA.

The new online paratransit trip reservation and fare collection systems (both funded as noted previously) are expected to create operational and customer satisfaction synergies. In particular, the online trip reservation system has long been requested by paratransit riders and will be offered as an additional option to calling, which will be especially important to the deaf community.

The reduced trip reservation window reduction project is built upon upgrading the paratransit service provider's reservation system technologies. This pilot project is important to the WRTA and to its provider, as the area to be served generates high paratransit trip volumes, has two regional hospitals and several retail stores with many employees, and is an area in which Environmental Justice (EJ) populations are present. This would give riders much more flexibility in their trip making.

The WRTA projected that introduction of a fixed route service to Solomon Pond Mall would have multiple benefits. This service would establish a WRTA and MWRTA cross-RTA service, as had been recommended in the WRTA's 2015 Comprehensive Service Assessment. It was also expected that such a service might enable workers living in greater Worcester to access MetroWest employment opportunities. After MWRTA expanded service at the Mall, the WRTA recognized an opportunity to expand its service to the Mall as well but was faced with the financial impacts of maintaining its current service. While this Project ultimately was not funded in FY19, the WRTA will continue to explore potential for such a service.

#### Service Gaps Identified by TPAG

TPAG members (largely paratransit users) have identified several WRTA paratransit service gaps including online paratransit fare payment, online paratransit reservations, extending the ADA paratransit service area beyond the <sup>3</sup>/<sub>4</sub> mile and extending ADA paratransit service hours in towns adjacent to Worcester.

In response to these requests, WRTA recently implemented an automated fare collection system for all ADA paratransit trips. Outreach for this program began in early 2018 with extensive outreach and training for six months prior to full implementation. This program began in January 2019 with much success.

WRTA expects to offer online paratransit reservations sometime in 2020, pending funding availability, once the online fare payment system has been fully accepted.

The WRTA recognizes that the current ADA service area outside Worcester only extends to a portion of towns. While non-ADA paratransit service beyond the <sup>3</sup>/<sub>4</sub> mile service area is available through councils on aging, the service hours are generally limited to those of the town's business hours. This makes service inadequate for some medical appointments and employees whose work hours are longer than paratransit service hours.

#### Service Gaps Identified by TAC

The Transportation Advocacy Coalition, a grass roots organization formed to minimize barriers to transportation, has identified a gap in on-demand accessible transportation. Some TAC participants believe that the best method to address this gap is to find new ways to utilize existing services, while others envision creating entirely new service approaches. One option which the TAC is pursuing is to develop a service similar to the MBTA paratransit pilot program which partners ADA-eligible MBTA paratransit users with Uber and Lyft to provide service. Currently the MBTA program is available only to ambulatory riders. TAC has been in discussion with Uber to discuss expansion of the program to include accessible vehicles which could serve the WRTA service area. Currently, the Worcester area does not have any accessible services that offer on-demand transportation.

#### Service Gaps Identified by Access to Healthcare

Working with a local medical facility, a grant funded project allowed for exploration of improving transportation access for patients. This involved improving literature about available fixed route, paratransit and private operators as well as involving the medical facility in the process of helping patients with their transportation needs. Using the funding provided by the grant, a business plan was developed to close the gap. To date, implementation of the business plan has not begun.

#### Service Gaps Identified by Public Surveys

Public survey respondents identify low on-time performance rates and limited service hours continue to be a problem which impact their daily lives. Further, the limited service offered in areas outside the ADA paratransit buffer and the requirement for advance trip reservation was of importance.

#### **Criteria for Evaluation of Proposals**

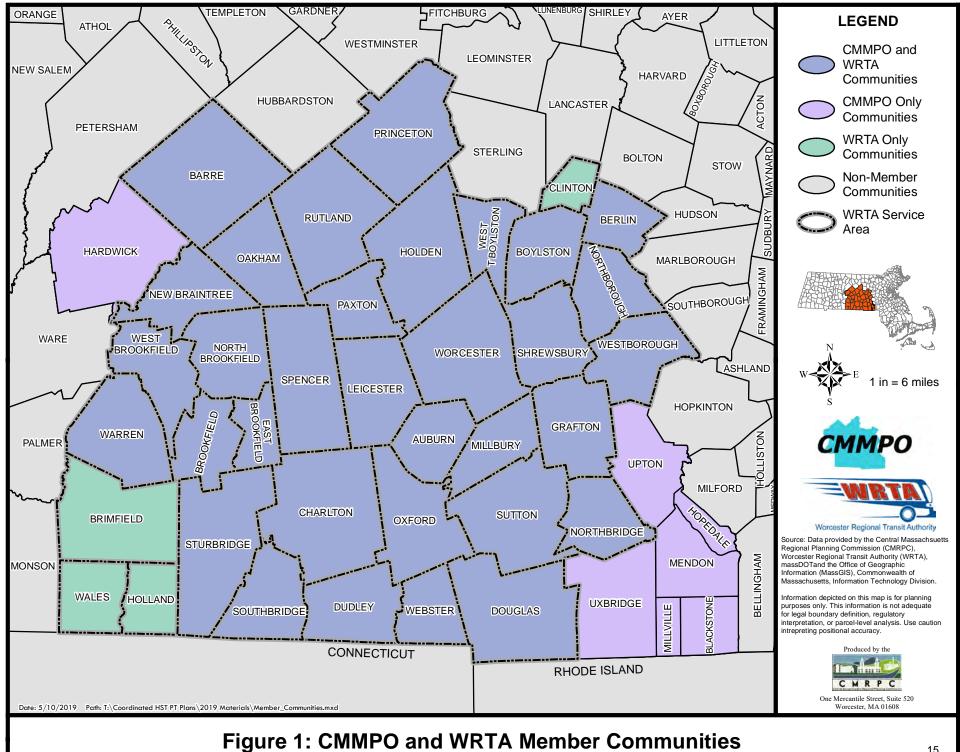
Proposals to address transportation should address gaps in service as identified and show capacity to provide the service. Proposals should also outline the capital, operating and administrative costs and matching funds.

#### **Priorities for Funding of Proposals**

Funding proposals should largely address currently identified service gaps or focus on newly identified gaps. Service gaps identified by the public input process have remained the same although some projects and efforts have attempted to close gaps. Identified gaps include offering on-demand accessible transportation service using existing organizations, transportation for employment, non-emergency medical transportation, expansion of ADA paratransit service area and hours outside Worcester, projects that improve access to fixed route service and decrease reliance on paratransit service and, service that connects WRTA service to adjacent regional transit authorities.

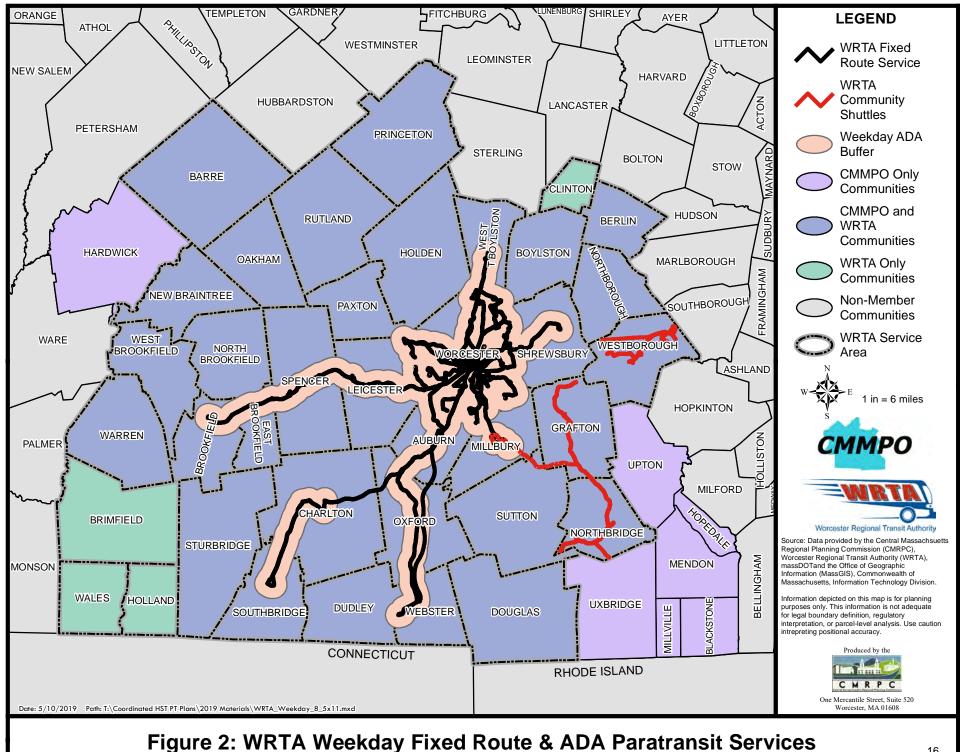
#### **Conclusion**

Transportation providers in the CMMPO region work to provide quality services to all populations, including persons age 60+ and persons with disabilities. They work to find creative and innovative solutions to improve transportation options in a cost-efficient manner.



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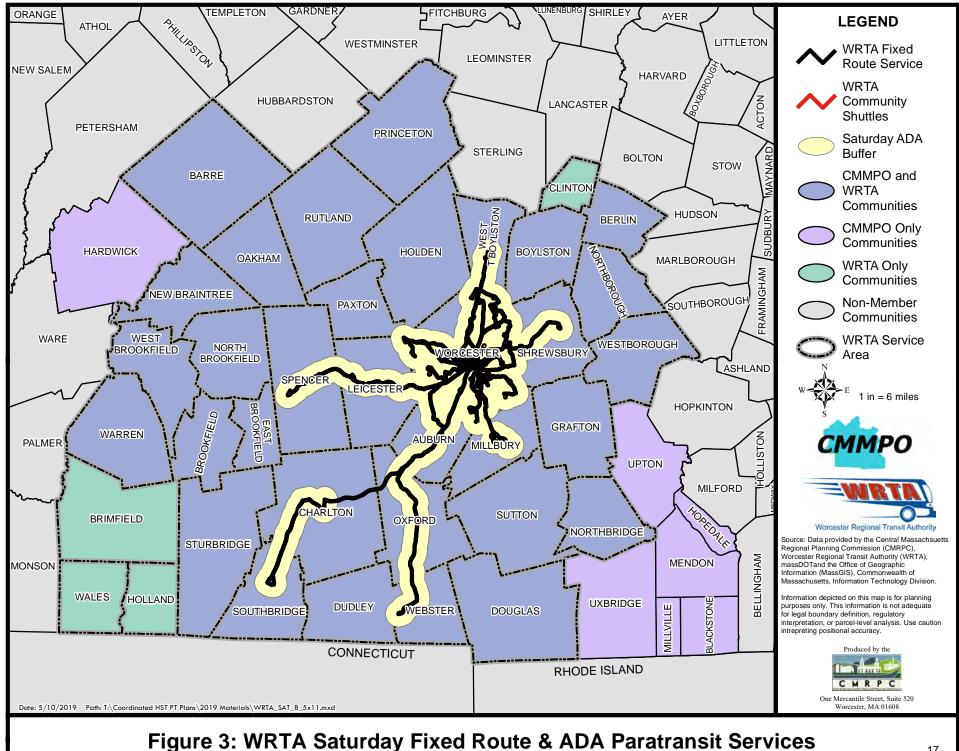
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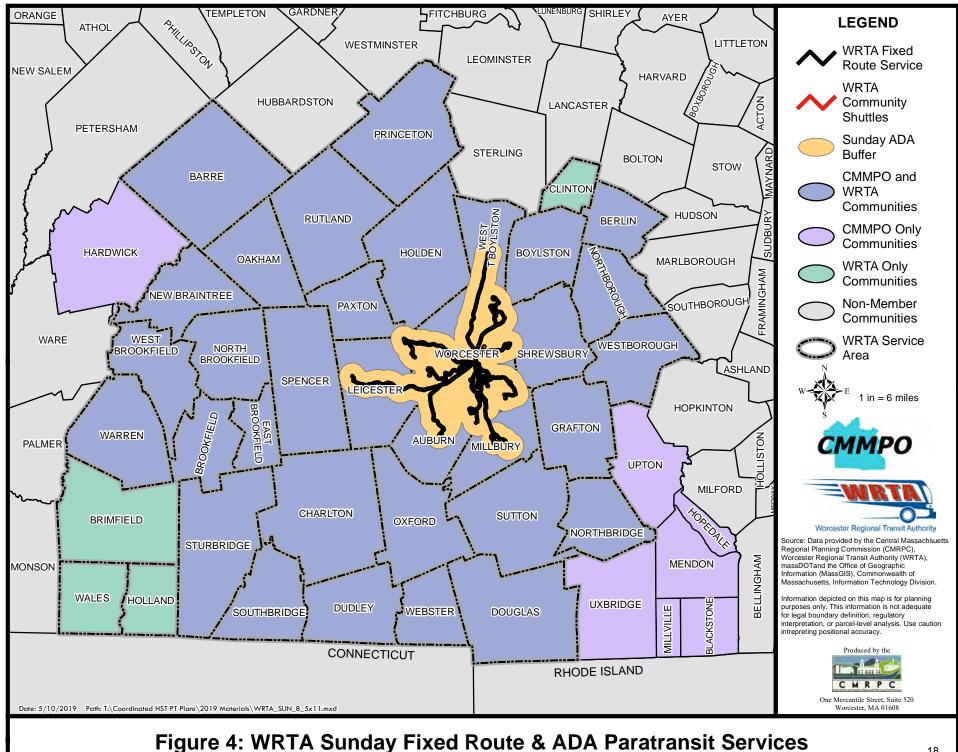
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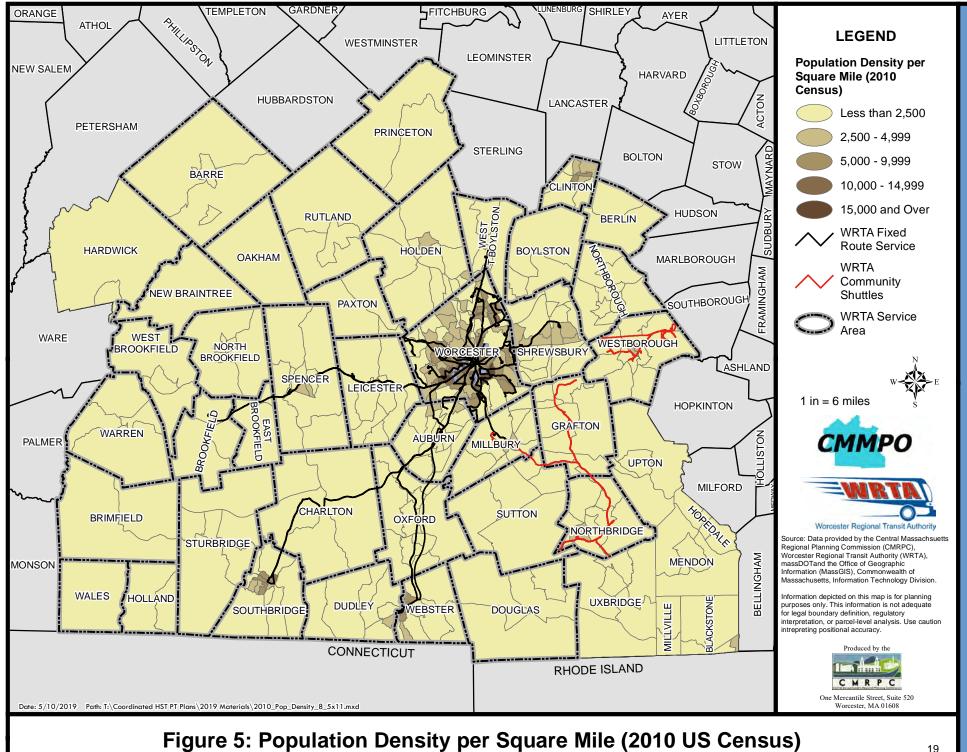
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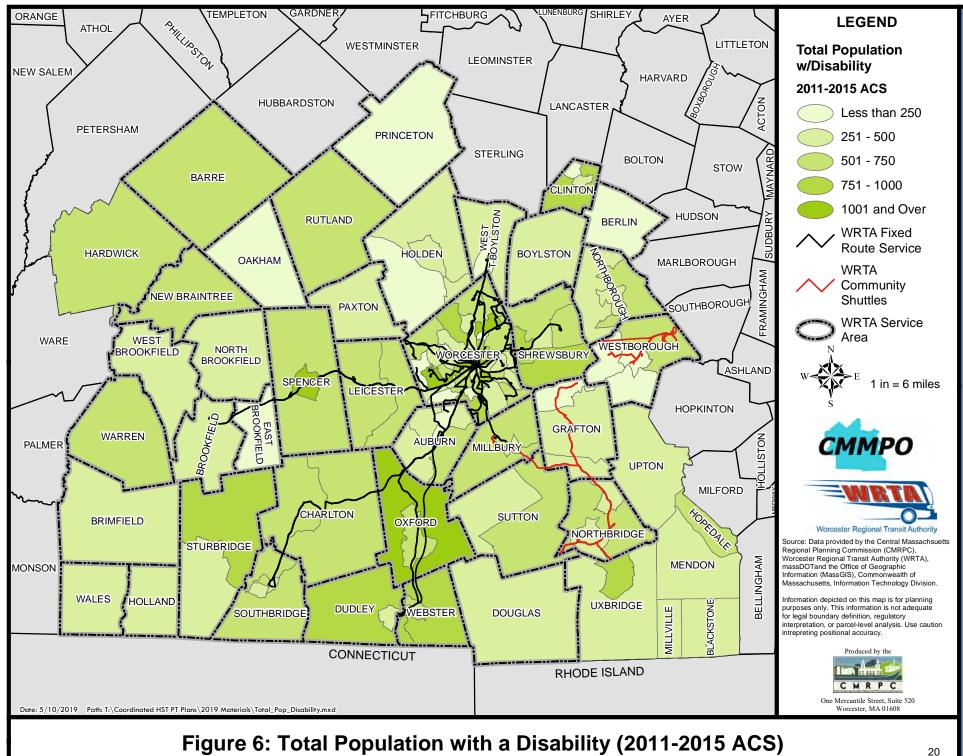
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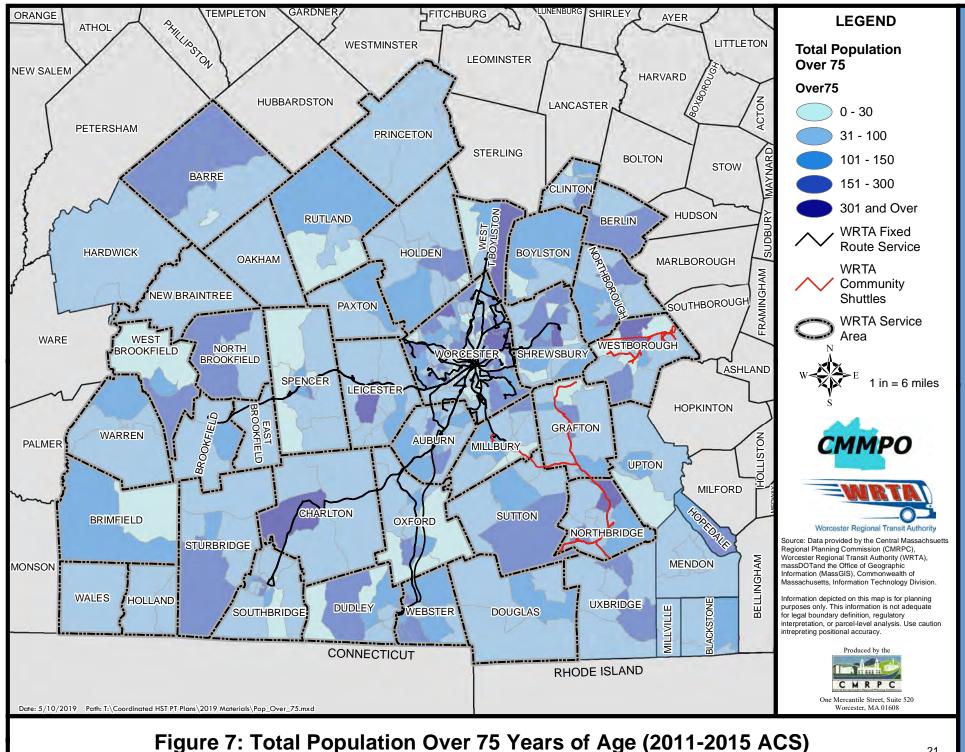
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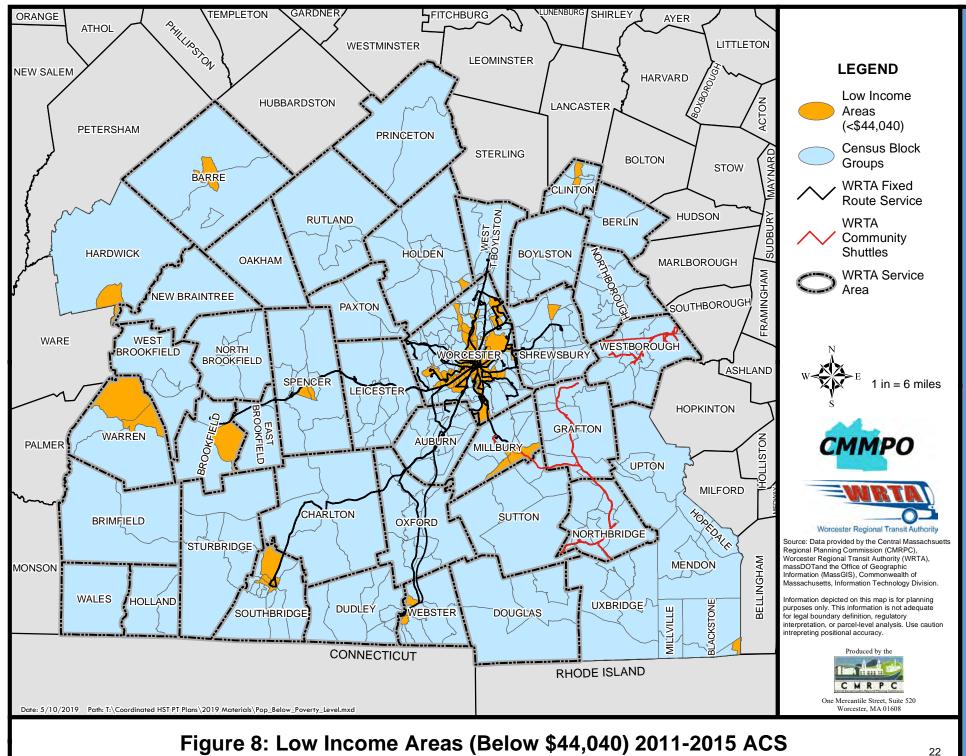


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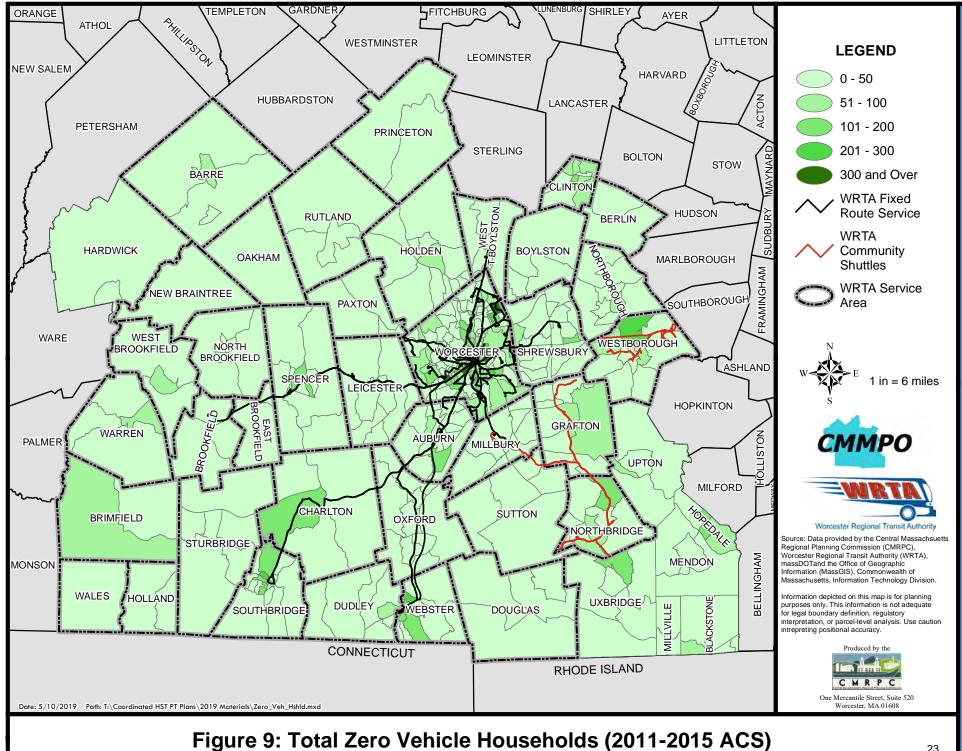
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