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Ambleside Integrated Site

Business Case

City Operations

City of Edmonton

Capital Profile: CPP# 19-10-1013

Project Number: CP# 8753

Project Sponsors: Eddie Robar and Brian Simpson

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Change History

Version #	Date	Author	Description
1.0	2021-11-19	City Operations	Circulated for review
1.1	2021-11-12	Integrated Infrastructure Services	Reviewed

Executive Summary

In order to proceed with completion of the Ambleside Integrated Site Phase 1 design (tender ready drawings), Administration requires $3.6 million which is not currently included as part of the Fall 2021 Supplemental Capital Budget Adjustment.

Edmonton's southwest quadrant has the largest projected growth in Edmonton. As the city grows, the infrastructure serviced by Administration is distanced further away from current deployment facilities, and impedes existing service delivery. Without a deployment base in the southwest, we are not operating in alignment with industry best practice of locating service yards within a 30-minute travel zone of the area they are managing, in order to maximize operational efficiency. This will make it increasingly difficult for Administration to reach service delivery targets.

A new service centre is one way to ensure that growth does not outpace the City's ability to maintain targeted service levels. This proposed facility will allow Administration to reduce the impact of projected inventory increases expected for southwest Edmonton and the annexed areas. This would be a shared space between Parks and Roads Services, Fleet Maintenance, and Facility Maintenance.

This Business Case focuses on the development of Ambleside Integrated Site through Checkpoint #4 of the PPDM process, and includes a detailed description of the project, anticipated outcomes, exploration of alternatives, as well as capital and operating impacts. The current total estimated project cost at completion of schematic design for Phase 1 is $70 million based on a Class 3 Cost Estimate (-15% to +20%).

The *Service Location Strategy (SLS)* was initiated to identify how all locations and spaces can be optimized to deliver service effectively. The SLS has influenced the Ambleside Integrated Site (AIS) design and explored further departmental integration by establishing decision criteria such as cost and travel time efficiency, collaboration, operational growth, safety, environmental risk reduction and employee/customer experience.

1. Profile Background

2.1 Problem/Opportunity

As new suburban development and natural area acquisitions are occurring at the periphery of the city, it becomes increasingly difficult to efficiently service these new areas from the current Southwest Main Yard, located on Gateway Boulevard and 66 Street. Further to this, as years have passed, Operations are servicing the city with larger and more pieces of equipment in order to complete work cycles. Many of these yards are old, undersized, converted from their original purpose in times of need and are inefficiently located. Yards are deploying two to three times the number of staff they were originally designed for in order to provide the services citizens are expecting and accustomed to receiving. The unintended consequences of this are insufficient staff, delayed services, material and equipment storage space.

In 2014, this growth led to City Council approving $24 million towards developing a Parks Services operations facility and fuelling station at Ambleside on the site adjacent to the existing Ambleside Eco Station on Ellerslie Road SW. After completing the site's schematic design, it was determined that the proposed Ambleside site was well situated to improve service delivery efficiency to southwest Edmonton. The original budget was reduced to $14 million, which funded:

- Development of the original master plan and schematic design for a Parks Services operations facility for southwest Edmonton before re-organization and creation of City Operations;
- Response to organizational changes and a re-visioned Parks Services master plan that includes Roads, Facility Maintenance Services, Fleet Services, and Traffic Operations; and
- Design and construction of the Ambleside fuel station.

The re-visioned master plan for the Ambleside Integrated Site was completed in 2018. The facility will incorporate a service yard with material storage areas, two buildings containing ground-level service bays, and a second floor for administration and support. The yard will include a salt dome, sand storage, indoor cold storage units and aggregate bins. As the Ambleside Integrated Site master plan was developed, the Administration-led Service Location Strategy was also initiated to identify how City Operations sites can be optimized to deliver services effectively.

In 2018, Administration determined that the master plan would be best delivered using a phased approach considering the economic climate and funding constraints. In the 2018 budget deliberations, City Council approved $1.5 million to develop a schematic design for Phase 1 of the master plan. The current estimated project cost at completion of schematic design for Phase 1 is $70 million based on a Class 3 Cost Estimate (-15 percent to +20 percent). Phase 1 includes yard and facility development to support the following services:

Additional funding of $3.6 million is required to move the design of Phase 1 through the Project Development and Delivery Model (PDDM) Checkpoint 4, per the Capital Governance Policy C591. If allocated in advance of 2022, the funding would allow the progression of design and construction readiness to inform the 2023-2026 budget deliberations.

1.1. Current Situation

The following alternatives and options for developing an Ambleside Integrated Site were explored instead of development of the Ambleside Integrated Site:

1) Maintain status quo;
2) Lease sites in the district;
3) Develop multiple locations to deploy services;

1) Maintain Status Quo

A risk of maintaining the status quo is the possibility that the Parks and Roads Services Branch (PARS) won't be able to effectively service the City's infrastructure, resulting in deficient service levels. Key factors influencing the branch's ability to maintain the assets include 1) growth of inventory versus resources; 2) current service level; 3) deployment limitations; 4) existing interim yard conditions.

The status quo is impacting the ability to meet servicing demands and Administration may not be equipped to meet the projections noted in the *City Plan (2020)*. The status quo is not recommended as a go-forward alternative. Supporting information can be found in Appendix 1.

2) Lease Sites

The land required for the Ambleside Integrated Site has been acquired and the project will meet environmental standards (mitigate salt leaching, stormwater runoff, etc.), often limited within the lease market. Added to this, there are limited industrial developments in the southwest quadrant of the city, increasing the challenge to find suitable space to lease. The potential for leasing several sites to accommodate multiple services, as identified in the Ambleside Integrated Master Plan, is in opposition to the *Service Location Strategy (SLS)*, which looks to consolidate and optimize existing services and exit leases over the long term.

City Operations has made a concerted effort to exit lease spaces and optimize owned facilities over the past two years, including:

- the relocation of Forestry and Turf to co-locate with Fleet at Facility Services at Ellerslie
- the potential relocation of Facility Services to co-locate with Parks and Roads Services at Ambleside (this capital profile)
- the potential relocation of Traffic Safety to co-locate with City Operations downtown

The department has been actively seeking to optimize underutilized owned sites, as identified in the SLS. Leasing private sector land is not recommended as a go-forward alternative.

Lease (Facility Services): With an integrated approach, it is anticipated that by relocating FMS from South Shops to Ambleside, annual lease costs can be reduced by $470,000 at the South Shop starting in 2026. We reviewed three leased spaces and determined that one could be eliminated by co-locating into the new Ambleside shared space.

a. Facility Maintenance Services (FMS) would reduce a leased space in South Edmonton with the development of the Ambleside facility.

b. Efficiencies could be realized by a joint Playspaces (carpentry) and Facility Maintenance Service location.

3) Development of Separate Facilities

Historically, site ownership was split up between various departments, including Parks, Transportation, Drainage, and Fleet. Each department was proposing its own facility to meet increasing inventory demands in the Southwest. The site was re-evaluated and a master plan was created for the Ambleside Integrated Site (AIS), inclusive of Roads, Parks, Traffic, Fleet and Facility Maintenance Services.

As the Ambleside Integrated Site Master Plan was developed, the *Service Location Strategy (SLS)* was initiated to optimize how the department uses all locations and spaces to deliver service effectively. The SLS influenced the AIS design, and explored further departmental integration by establishing key departmental decision criteria such as cost and travel time efficiency, adaptability, collaboration, operational growth requirements, safety, environmental risk reduction and employee/customer

experience.

As part of the work completed with the Ambleside Integrated Site Master Plan, a costing of separate facilities was developed and determined to be significantly higher in both operational and capital costs. Non-integrated operations facilities would incur construction costs, including land purchase, site development and design costs, over $200 million per the 2018 concept estimates. By integrating the programs, required space on the site can be reduced by 30%. Key values of integrated facilities include reduced capital and operational costs, adaptability, and facility future-proofing.

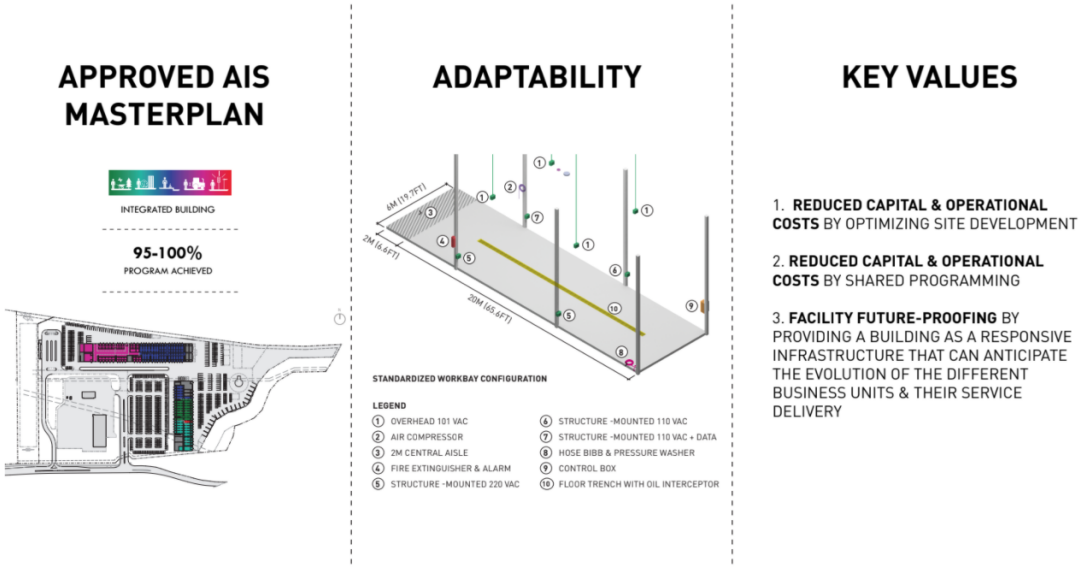

Figure 1: key values of an integrated site, from the AIS bridging document

The City has been actively seeking integration and centralization, as opposed to decentralization and building separate facilities; this is not recommended as a go-forward alternative.

2. Profile/Initiative Description

2.1. Anticipated Outcomes

Southwest Edmonton has been the primary growth zone in Edmonton for a number of years. According to the City Plan modeling data, the increase in population in the Ambleside neighborhood from 2021 to 2032 is anticipated to be over 30%, which is among the highest in Edmonton. The Ambleside Integrated Site will enable improved service delivery to residents in southwest Edmonton. A new service centre is one way to ensure that growth does not outpace the City's ability to maintain targeted service levels. The anticipated outcome is that this proposed facility will allow Administration to reduce the impact of projected inventory increases expected for southwest Edmonton and the annexed areas.

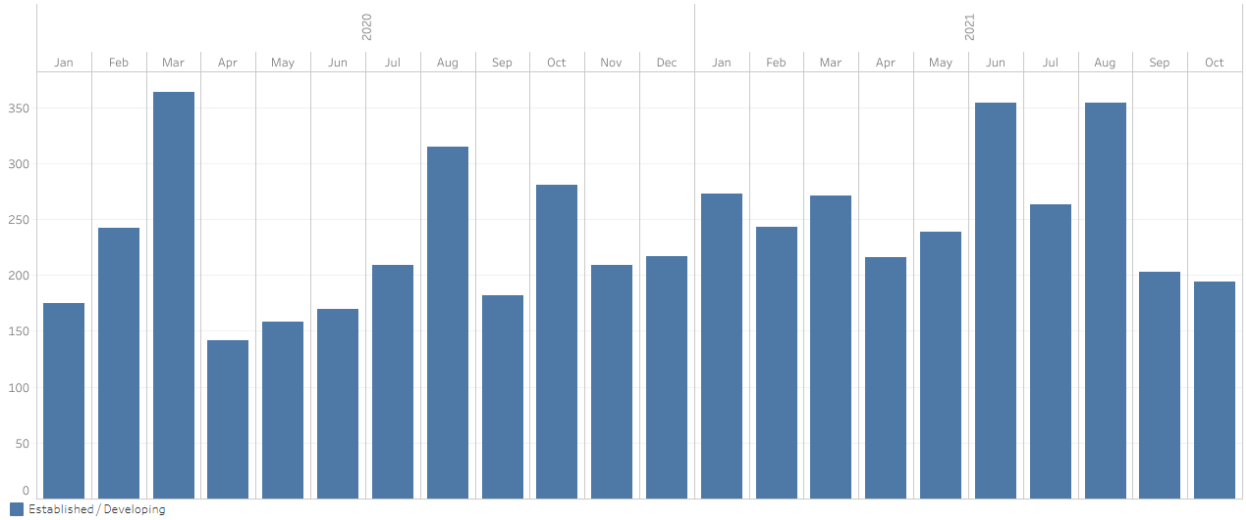

Figure 2: Net Unit Growth Over Time (Jan. 2020-Oct. 2021) - SW Quadrant Neighbourhoods
Source: Housing Building Permit Activities

The yard development at Ambleside will increase the optimal operational coverage for the Southwest District and will result in operational productivity savings. Additionally, providing common ground between facilities to meet day-to-day needs, including administrative staff support (lockers, multi-purpose rooms), training, operations stores, storage, workshops, parking, fuel, etc., will enable further savings and efficiencies not previously experienced in City yards. The construction of this facility will allow the City Operations to better align with industry best practices and current procedures and policies. Examples include alignment with Environment of Canada's Code of Practice for Managing Road Salts and re-establishing more effective district boundaries and route optimization. The Ambleside Integrated Site will stimulate outcomes beyond cost efficiencies and savings. The facility will allow City Operations to innovate and be better aligned with industry best practices, potentially making the City of Edmonton a leader in service delivery innovation. The requested funding for this initiative will take the design from a high-level schematic design through to tender-ready drawings and specifications.

2.2. In Scope and Out of Scope

The scope of Ambleside Integrated Site development includes:

- Design of all elements required for a fully functioning City Operations office and yard at Ambleside
- Development of pre-tender drawings and estimates for construction
- Design of the temporary yard required to relocate the SW District yard that currently occupies the future construction site. The temporary yard will be located in an undeveloped area of the same property and will be demobilized after construction.

An estimate will be developed with detailed design information to provide the most accurate estimate possible before tendering the project. This will position the budget request for construction in the next budget cycle.

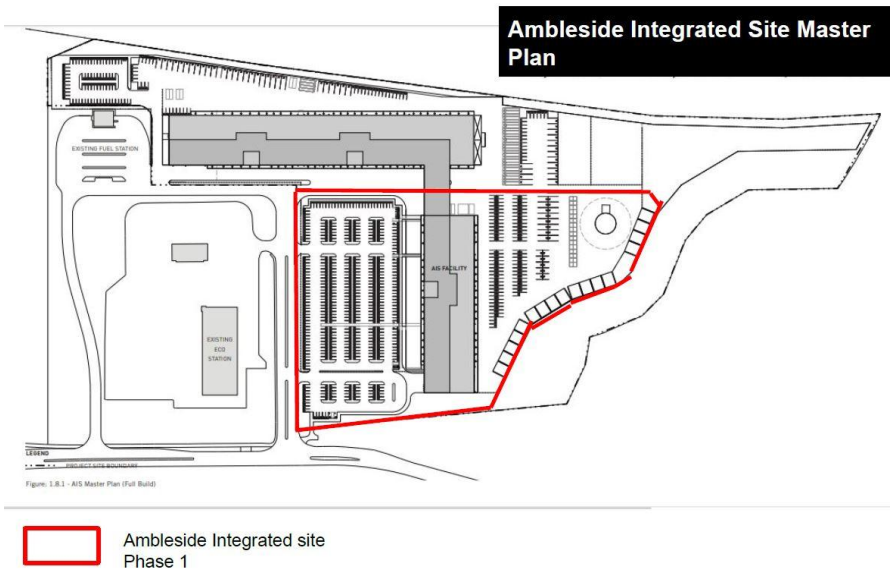

Figure 3: Phase 1 of the Ambleside Integrated Facility

Items that are not included in the scope of this phase of the project:

- Land acquisition (completed)
- Construction
- Schematic design and master plan (completed)
- Removal of existing soil mounds outside of Phase 1 development
- Unforeseen ground conditions/associated extras

3. Strategic Alignment

This project aligns with *The City Plan*, *ConnectEdmonton*, the Corporate Business Plan, the City Operations Business Plan and the *Service Location Strategy*. These strategic initiatives emphasize the importance of delivering services effectively and efficiently to customers.

ConnectEdmonton

ConnectEdmonton highlights the development of the Edmonton of the future as a partnership of all stakeholders. This includes Council, members of the public, City Administration and local businesses. *ConnectEdmonton* centres around four key goals: Healthy City, Urban Places, Regional Prosperity and Climate Resilience. This project aligns most closely with Urban Places and Climate Resilience but contributes at various levels to all goals. We serve those here today and those who come after us.

City Plan (2020)

The City Plan (2020) is a long-term vision that charts out how we will get to a future city. It outlines our spaces and places and how we move around the city. This plan also focuses on our community and the requirements to grow, adapt and succeed in the future. The five “Big City Moves” chart a path and framework to how we make decisions to build and develop the city of our future. A graphic is shown in Appendix A, Figure 14.

Five Big City Moves

The Five Big City Moves (Appendix A, Figure 15) provide guiding values that convey the focus of the City's future direction. Transformational direction, rooted in a local context, and responsive to evolving social, economic and environmental conditions. The moves were created through public engagement, stakeholder feedback, trend research, consultation with internal stakeholders/leadership and integrated technical expertise to help set priorities as we move forward.

Corporate Business Plan

The Corporate Business Plan is the City of Edmonton's roadmap that outlines the services, projects and actions aligned with the City's corporate promise. According to the plan, the City's work is organized into three objectives: making transformational impacts in our community, delivering excellent services to our community and managing the corporation for the community. This project aligns with the business plan while emphasizing the objective of delivering excellent services to our community. Building the Ambleside Integrated Service Yard is essential to improving service levels and meeting customer needs.

City Operations Business Plan

Similar to the Corporate Business Plan, this project aligns with improving service delivery to meet the expectations of citizens and customers. This project invests in our customers, our operations, our people and innovation - to strive to meet the current and future needs of citizens and customers.

***Service Location Strategy (SLS)* / SLS Futures**

The *Service Location Strategy* (SLS) is a City Operations-led plan that looks at how the City delivers its services, where its resources are deployed, and how these spaces are used; both now and into the future. A primary component of the SLS is a set of five criteria that reflect the outcomes the City's service location decisions should aim to reflect. The Ambleside Integrated Site is a prime example of a service location that aligns with all five criteria.

1. Customer-centered: a focus on service excellence
The Ambleside Integrated Site will help minimize disruptions to surrounding neighbourhoods, limit the amount of time and resources required to service particular areas and improve response time to citizen requests in the area.
2. Inclusive: a positive employee experience
A properly designed site in Ambleside would replace existing interim yard solutions with a number of deficiencies, including a lack of adequate power, washrooms, and proper storage for pesticides used in operations. Improvements to address these issues would improve the health, well-being and safety of staff working from this location.
3. Adaptive: adaptability to manage change

Edmonton's population and asset inventory have seen significant growth in recent years, while the City's capacity to provide services such as turf and road maintenance has remained relatively unchanged. Continued growth is expected and a new Ambleside site would allow the City to adapt and continue delivering services to Edmontonians in an efficient manner.
4. Connected: impacts of our actions
The Ambleside Integrated Site will have positive impacts from both a community and internal City perspective. A more effectively placed service yard will support more equitable service delivery across all communities in Edmonton. Additionally, the new yard will serve as a key deployment location for a number of City services that will be together in one location.
5. Efficient: operationally efficient
One of the primary benefits of the new site will be a significant efficiency increase to City service delivery. Many benefits, including reduced travel times, integrated operations and office space from one location, and improved response time, all contribute to service level increases.

3.1. Associated Profiles

Ambleside Fuel Station:

The Ambleside fuel station (profile number CPP 15-28-4200) is currently under construction, anticipated to be completed in 2022. It will be situated on the same property as the proposed Ambleside Integrated Site and is intended to provide fuelling efficiency for the future fleet based at Ambleside, as well as all other City-owned and leased vehicles in the southwest.

Schematic Design Ambleside Integrated Site Phase 1:

The profile for funding the schematic design of the Ambleside Phase 1 is CPP 19-10-1013. City Council approved the expenditure of $1.5 million to complete the schematic design of Ambleside Phase 1 in the 2019-2022 budget cycle. If approved, the request for $3.6 million to complete the design will be added to this profile.

4. Organizational Change Impact

4.1. Stakeholder Impact

The key stakeholders that this capital development will impact are the internal staff deployed from this location and the citizens receiving service from this location.

Internal Stakeholders
The Ambleside investment will enable City Operations Southwest District Staff to facilitate a more effective delivery as travel time for crews will be greatly reduced, operations and day-to-day business will be more efficient, and there will be the ability to respond to growth in the district. It is expected that 237 staff will deploy from the completed Phase 1 site.

Additionally, the schematic design of this operational facility brings City Operations in line with the

Canadian Environmental Protection Act (1999), where municipalities are directed to improve road salt management in order to increase environmental protection.

A number of internal stakeholders will be engaged to ensure they are informed and their needs are addressed, including:

Stakeholder	Role(s)
PARS	● Owners and operators. ● Involvement in concept, design and construction phase reviews
FFS	
IIS	● Concept, design, construction and support transition to operating phase.
Real Estate	● Facility Operations and Maintenance, Remediation and Closure Costs
UFCSD	
IIS	

Table 1: Internal stakeholders and roles

External Stakeholders

While this is not a facility that is accessed by the public, it does have a significant importance to them. Service level questions and concerns are heard often by Administration from residents whether it be through 311 calls, public engagement or through communications to their Councillors. These concerns can truly be mitigated through timely action and evidence. By developing this site, this facility will serve community needs by providing timely services to critical activities such as snow clearing, traffic operations and road maintenance, which is crucial to the safe mobility of residents. It will also provide efficient parks maintenance, facility repairs and overall general service delivery, ensuring all of Edmonton's residents can access City-owned and maintained areas safely, improving their quality of life as they live, play and work.

5. Cost / Benefits

5.1. Tangible Benefits

The following benefits were identified and evaluated:

- Productivity improvement;
- Lease termination opportunities;
- Utility savings;
- Land sale proceeds;
- OHS benefits.

Other improvements include:

- Annual lease cost savings of $470,000 driven by Fleet and Facility Services' relocation from South Shop.

- Compliance with federal environmental regulations regarding road salt storage.

5.2. Intangible Benefits

- savings could be realized with a facility closer to the asset as the annexed area is built out.
- A yard in the southwest portion of the city will allow better servicing of future growth.
- An integrated facility with potential additional operational benefits to be realized (fleet co-located with operations) including an improvement in operational efficiencies reducing non-productive time, such as travel time, thus increasing productivity. The total estimated increase in productivity would be 14,000 hours per year, considering the deployment of 145 FTEs across the various programs.
- Demonstrated responsiveness to corporate goals
- Improved response time for inquiries and quality of service
- Improved OH&S by providing facilities to adequately service staff (i.e. decontamination zones, adequately sized bays to accommodate fleet, mixed chemical storage, etc.)

5.3. Costs

The construction estimate of the facility is $70 million, including design, per the 2019 Class 3 Cost Estimate (-15% to +20%). The City is requesting $3.6 million to complete the design to tender-ready documents. This would position the City to request funding for construction in the next budget cycle. Furthermore there is an anticipated maintenance cost of the facility ~$1.5 million per year (Operating impact of capital).

5.4. Assumptions

It is assumed that the current policies and strategic guiding documents will continue to guide City decisions regarding service, OH&S commitments, development and capital investment. Another key assumption is that service levels as of August 2020 will remain the same and are applicable equally throughout the city.

General Assumptions

- Costs and benefits calculated to within +/-50%.
- Phase 1 is operational in 2026.
- The analysis is based on current inventory.
- Lease at South Shop terminated and saves $470,000 annually.
- One time move and install cost of $180,000 for South Shop carpentry equipment.
- Productivity benefits are a function of:
    - Full time employees ;
    - Time saved - Blended yearly number of hours saved between all business units;
    - The average wage ($/hr) - Cost per hour for labour and burdens;
    - Equipment efficiency - Annual efficiency is expressed as a total level of service.
- Construction cost of approximately $4,100/m2 per the 2019 Class 3 Cost Estimate (-15% to +20%)
- No fleet cost benefits - increased efficiency in equipment would drive additional productive activities.
- Facility maintenance productivity benefits not assessed.

- Fleet Services would provide Express Service. Drop-in travel and wait time to and from a FFS facility offset by the increased express service requirements.
- The bays would be used for heated equipment storage (overnight parking) and minor maintenance for PARS.

6. Key Risk(s) and Mitigation Strategy

Risks if the project does not proceed:

- If this project does not proceed, City Operations will be hindered in their ability to fulfill the mandate set for them by the Executive Leadership Team. **Increased lease and maintenance costs** will continue and compound.
- Not moving forward with this initiative will result in continued **inefficient delivery of services** within the southwest portion of the city. Resources are currently stretched and increased growth will compound an already fragile delivery model.
- **Existing interim yard conditions:** Interim yard funding to improve conditions at Ambleside was supported in the 2013 council budget. This site is currently operational, accommodating seasonal turf, horticulture and vegetation crews but is not equipped with adequate power, washroom and other facilities for staff handling pesticides, as noted in the 2019 Yard Audit. Furthermore, site grading leads to unpassable conditions at times with heavy precipitation and crowding on site.

Project Risks:

- A preliminary risk analysis has been completed. The risk management framework will be applied to all aspects of the project and will continue to develop and evolve as the project and partnerships are defined.
- Key risks associated with the project include:
  - Financial: Capital funding is required for this project to move forward.
  - Project Implementation risks include contractor availability, escalating costs, budget limitations and internal resources to manage the project.
  - Key risks will be managed by developing a clear scope, schedule and budget for the project.
  - Public Perception: This project has the potential to impact local businesses and citizens. Misinformation surrounding projects results in loss of reputation and diversion of resources to mitigate impact to citizens. This risk will be managed by the use of proactive messaging around sensitive work and prepared communications to aid in informing impacted businesses and citizens with the opportunity to educate the public on operational aspects, including benefits/challenges. This can also increase discussion of safety-related matters in all meetings.
  - Issues with project cost, quality, timing, and scope: Inadequate project management can result in delays, increased costs, loss of quality, scope creep, and loss of reputation. Increased training in project management and supervisory review aids to ensure strong scope development and project management proficiency.

- Sustainability of new assets: New assets are not cost-sustainable, resulting in financial losses over time. To lessen this possibility, City Operations is involved in design discussions and takes ownership of design standards as the eventual owner of the asset.
- Price-fixing or collusion by suppliers/contractors resulting in financial loss and loss of reputation. Adherence to CPSS procedures helps to ensure this is avoided. Lack of suppliers: Inability to source needed items prohibits the achievement of objectives. To mitigate this, project management may consult with other municipalities to find sources and/or look at worldwide best practices to find international suppliers.
- Theft and vandalism of City property: Theft and/or vandalism of City property results in financial loss and loss of reputation. Enhanced security reviews and security equipment, including the increased use of security technology to reduce the risk of theft and/or vandalism from internal and external sources.

Other known risks and opportunities:

- Top of Bank policy and ravine setback, 33m. Based upon information available in the Windermere Area Structure Plan, The Geotechnical Investigation for the proposed site and City of Edmonton Policy C542, the master plan design scheme has not located any programmed area within the TOB setback. Any future proposed building within the setback area would require approval from the city.
- Utility Right of Ways. During the course of design, an agreement will be made to permit construction above the Southeast Sanitary Sewer (S.E.S.S.) right of way. A similar agreement is registered for the adjacent property. The requirements to build above the S.E.S.S. are known and the building will be designed to meet those requirements. This is considered low risk.

Phased Alternative Risks

In addition to the above-noted risk associated with this project, phasing involves additional risks. Phasing this project will incur additional costs, primarily related to economies of scale in developing the whole site at once. Challenges with moving functional teams through the site during construction are also anticipated, including OH&S concerns, delays in construction and operational movements, and risks to both construction and operating equipment.

7. Conclusion

7.1. Conclusion

After consideration of all building and deployment alternatives, building Ambleside with a shift in program deployment locations is recommended to proceed for the following reasons:

- The facility is strategically located to service current inventory increases (1.3%/year for lane kilometres and 2.15%/year for hectares of park) and support increasing service demand projections.
- A possible $470,000 reduction in annual lease costs for Fleet and Facility Services
- Based on the projected annexation inventory build-out, an estimated intangible additional $1.77 million per year in productivity savings could be realized with a facility closer to the asset.
- The SLS Futures document, which utilizes the Optimization Program Decision Support System

(OPDSS) model, recommends a key deployment location in the Ambleside area.
- A potential reduction in reactionary 311 complaints
- Contributes to Edmonton's energy and climate goals, promotes urban places and open and effective government in alignment with *ConnectEdmonton* - the city's strategic plan.

The department has demonstrated resiliency and integration by working alternatively, leveraging various branch locations for deployment, and enabling our teams to think differently about delivering our services. In support of *ConnectEdmonton, TheCity Plan (2020)*, and the departmental *Service Location Strategy* (SLS), the proposed integrated facility will position the department to better mitigate the projected inventory level increases expected for SW and the annexed areas.

8. Appendices

The following pages identify suggested Value Management tools and reports for incorporation into an actual business case.

Appendix

Year	**Total lane kms** 1.3%/year	**Hectare of parkland** 2.15%/year
2016	9806	9,685
2017	9830	9,911
2018	9984	10,176
2019	10193	10,327
2020	10282	10572.5

Table 2: Inventory Changes Since 2016

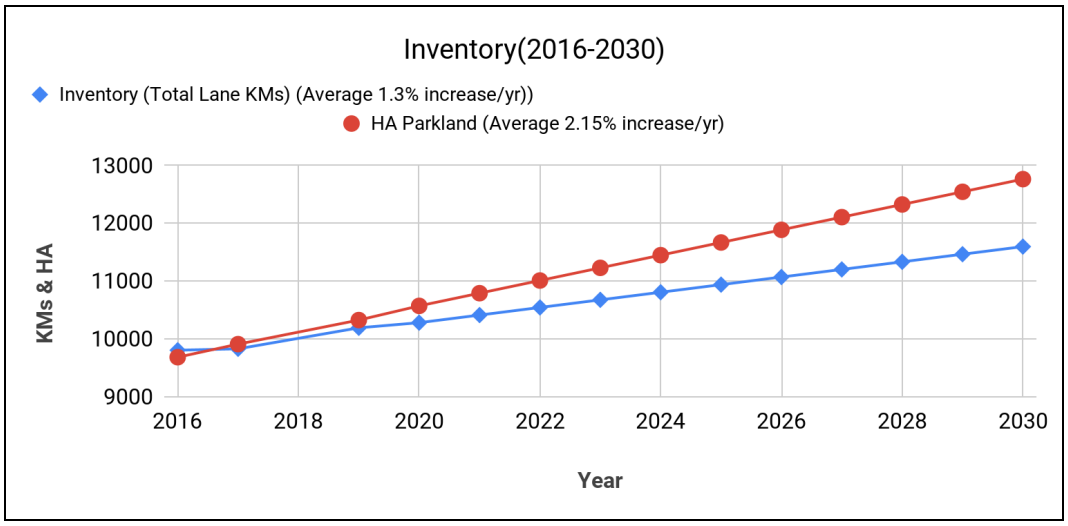

Figure 4: Projected Inventory Growth to 2030 (*City Plan (2020)*)

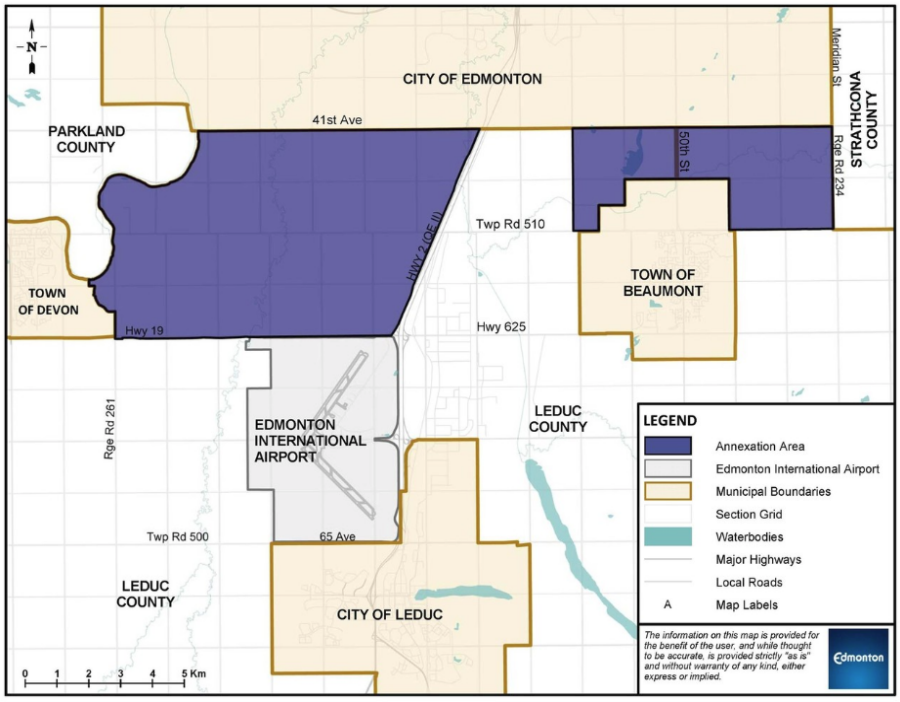

Figure 5: 2019 Leduc Annexation, noted in purple

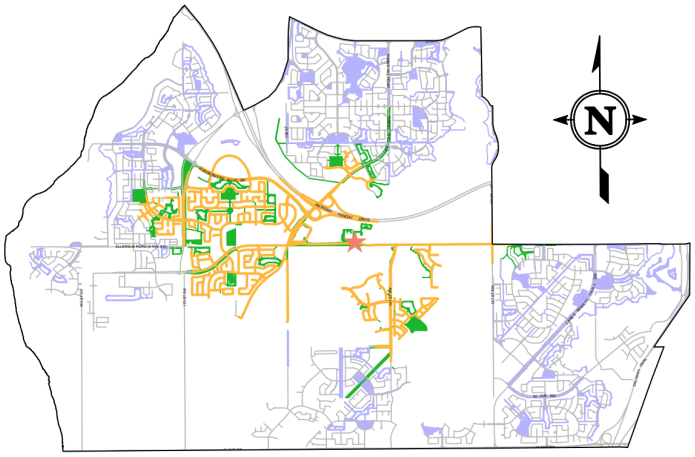

Figure 6: Ambleside 30 Minute Turf Deployment, 28% outside the service zone.
Green is a serviceable area within 30 minutes; purple is the serviceable area outside 30 minutes.

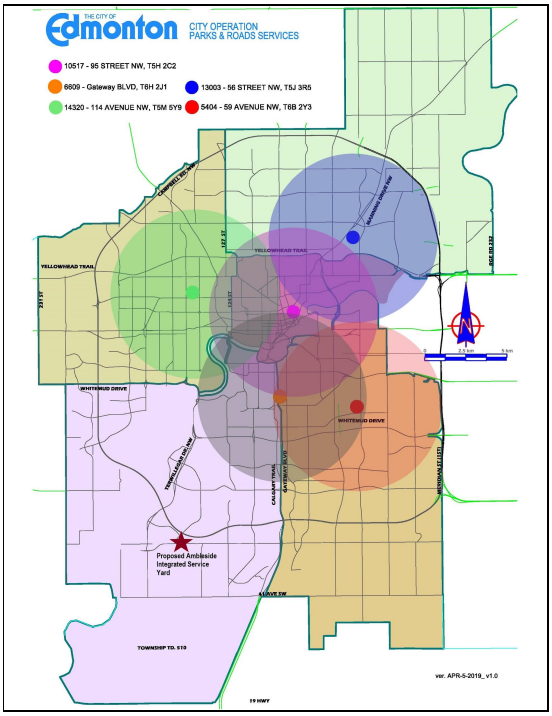

Figure 7: Map of Snow and Ice Deployment Yards with 5km Radius.

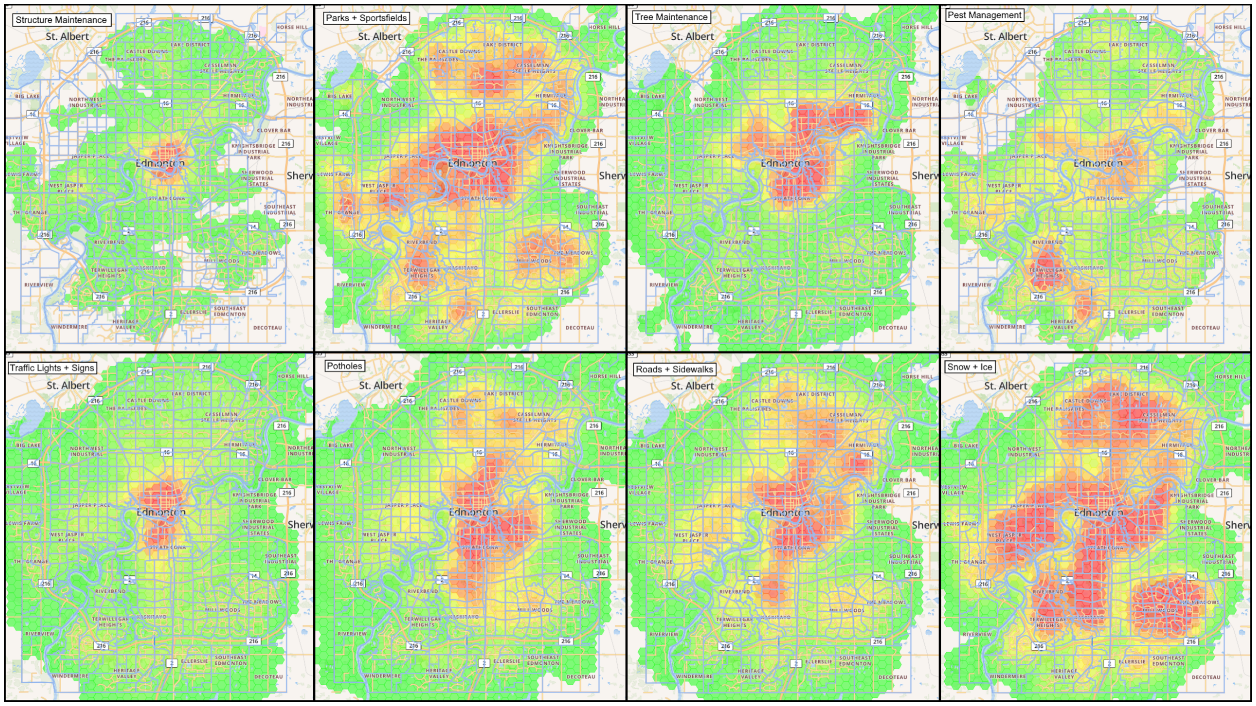

Figure 8: 2017 311 Inquiries, Citywide 311 Calls by Service 2014-2018.

Image 1: Interim Ambleside Yard

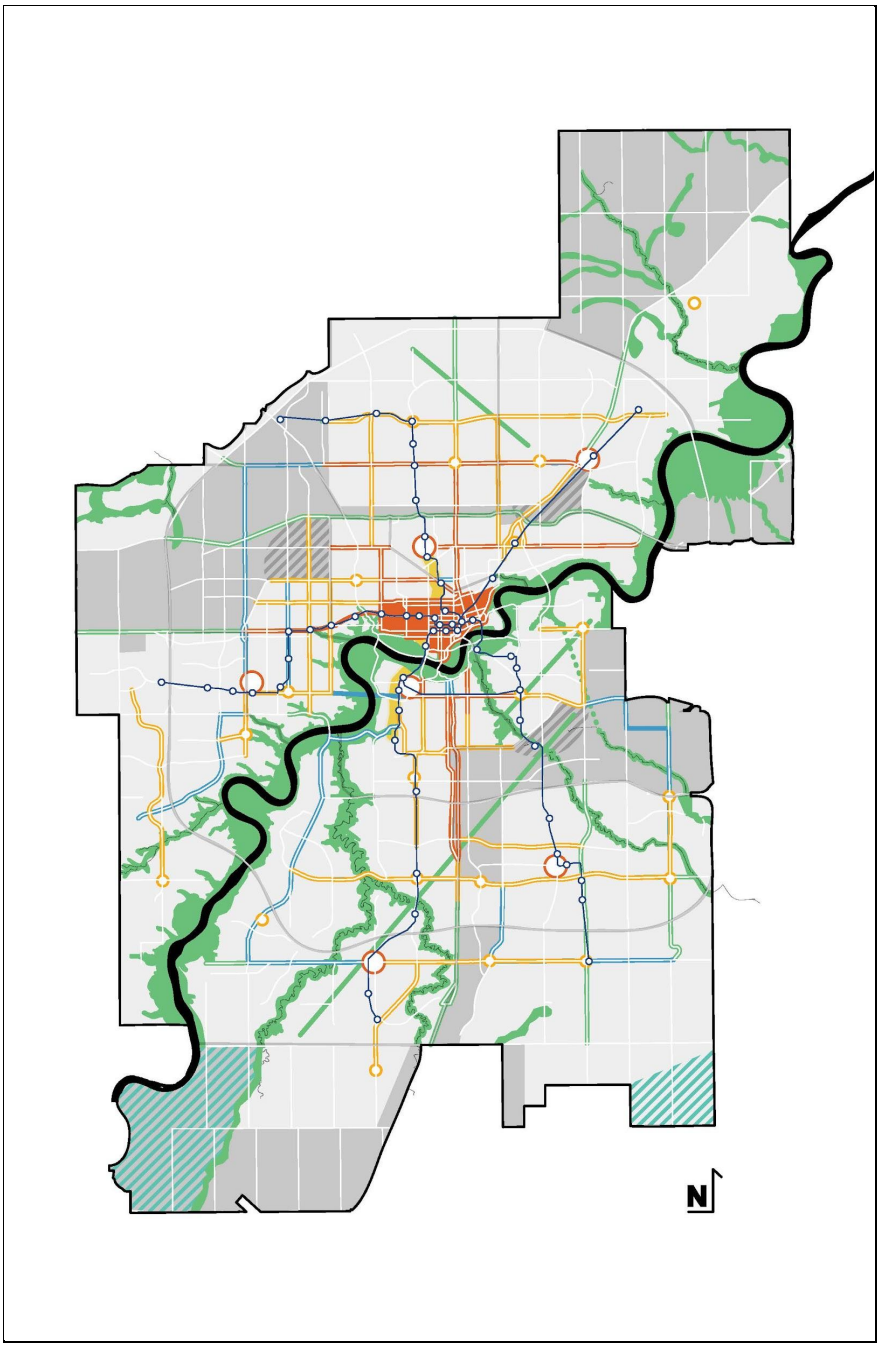

Figure 9: City Plan (2020) proposed development areas.
Inventory estimates of 10-12 Summerside sized communities (light grey)
Agricultural (blue shade) / Non-residential (dark grey)

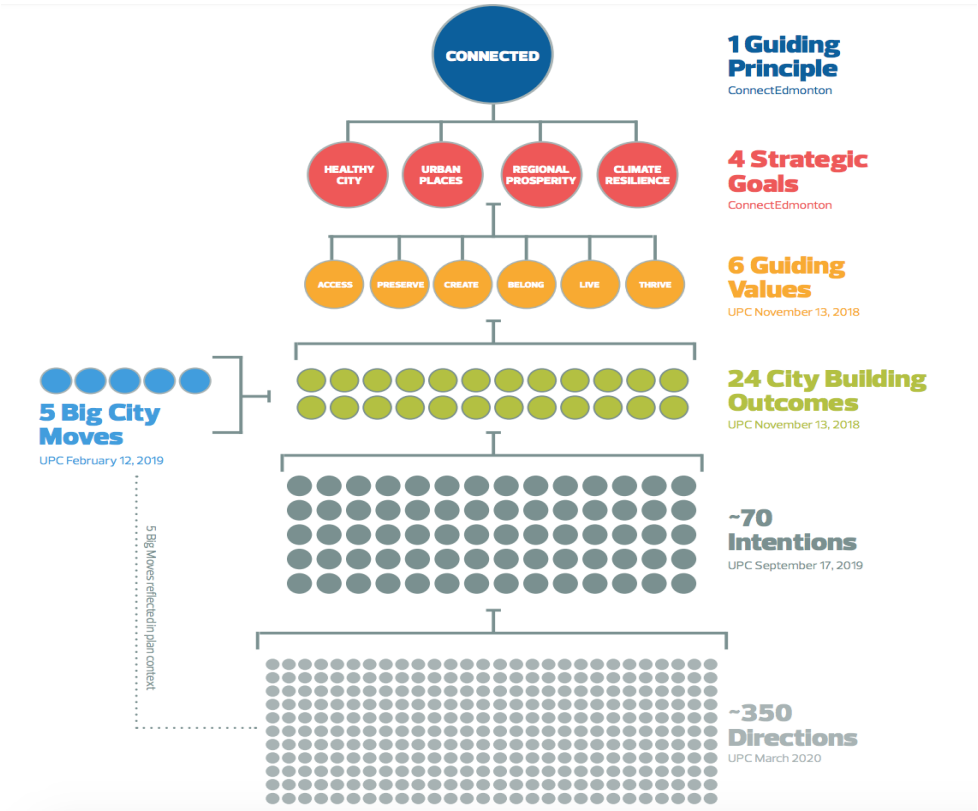

Figure 10: 5 Big City Moves