



City of Grande Prairie
2008 Growth Study Update

Submitted by



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1 Introduction

1.1 Purpose

The purpose of this report is to update the January 2008 City of Grande Prairie Growth Study. By identifying growth needs by land use type, the City can plan to secure an adequate inventory of residential, industrial, commercial and public community services land that will achieve a high quality of life for the City and the region over the long term. Growth expressed as land demand and factors used in projecting demand are updated to reflect updated population and employment forecasts prepared by Application Management Consultants Ltd. and current land use information provided by the City of Grande Prairie. Because the updated population and employment forecasts do not vary substantially from the forecasts used to project land demand in 2008, the land demand forecasts also do not vary substantially from those contained in the 2008 Growth Study.

1.2 Critical Assumptions

1.2.1 Timeframe

The estimates of land requirements assume a 30 year timeframe as well as a 50 year increment for projection purposes. Municipalities are increasingly considering 30 to 50 year timeframes for growth management purposes recognizing that land use and infrastructure decisions made today may have at least a 50 year impact.

1.2.2 Intermunicipal Development Plan

The City of Grande Prairie and County of Grande Prairie Intermunicipal Development Plan (IDP) was adopted by bylaw by both municipalities in June 2010. The 2008 Growth Study provided a basis for developing the IDP and was agreed to by both municipalities. Amongst the goals listed in the IDP is the need to identify and protect future growth directions for the City. Policy 6.0.1 of the IDP states:

One of the primary purposes of this Plan is to identify future City annexation areas. To this end, the Plan identifies both a short term thirty (30) year land supply and a long term fifty (50) year land supply. The future annexation areas are identified on the Annexation Area Map 4.

The IDP goal recognizes the need for additional lands to provide the City the time required to properly plan and implement changes in land use and infrastructure systems. As such, this update assumes that growth beyond the current City boundary will be directed to the Short Term Annexation Area (STAA).

1.2.3 Additional Critical Assumptions

Three additional assumptions were considered in preparing the 2008 Growth Study that dealt with:

- The need for sustainable balanced growth;
- Municipal servicing; and,
- Transportation.

These assumptions have not changed.

2 Growth Needs

2.1 Introduction

As is noted in section 1.1, the City's growth needs are based on projected land demand by land use category. The land use categories considered are:

1. **Residential** – focuses on family accommodation in response to the City's relatively young population while recognizing that a choice of housing options will be required over time to maintain social sustainability;
2. **Industrial** – assumes land is required for a wide variety of industrial uses as per the City's current diversity of industrial uses as well as sufficient land to offer a range of opportunities to remain competitive and to achieve more balanced growth and fiscal sustainability;
3. **Commercial** – assumes most new commercial growth will focus on power centres and arterial commercial uses requiring large blocks of land in a variety of locations to remain competitive;
4. **Public (Community Services)** – focuses on providing sufficient lands to continue to provide for parks and open space, sporting facilities, primary and post-secondary educational, places of worship, health services and other community services such as libraries and cultural and recreation centres.

The current breakdown of these land uses is shown below in Table 2-1.

Table 2-1 - City of Grande Prairie Land Use Breakdown – 2012

Land Use	Hectares	Percentage
Residential	1,235	36
Commercial	427	13
Industrial	543	16
Public (Other)	1,171	35
Total	3,376	100

- Notes:**
1. *Other* includes institutional and recreational open space lands that are mostly public but does not include the Grande Prairie Airport site.
 2. Land use figures are net.

The amount of land currently available within the City to accommodate growth is shown on the Table 2-2. The land allocation is based on the City's Municipal Development Plan and approved but undeveloped Area Structure Plans. Similarly land in the (STAA) has been allocated to residential, commercial and industrial uses. No allowance for public uses has been made in the STAA. The ratio of commercial to industrial land in the STAA is assumed to be the same 44 percent to 56 percent that currently exists in the City.

Table 2-2 Land Available for Development in the City and Short Term Annexation Area by Use

	City	STAA	Total
	Hectares	Hectares	Hectares
Residential	1,578	1,684	3,271
Commercial	266	1,133	1,124
Industrial	536	1,443	2,254
Public	248		248
Total	2,628	4,260	6,888

- Notes:** 1. Of the total 6,316 hectares contained in the STAA, 2,056 hectares are either non-developable or are already developed. This means that 4,260 hectares are available to meet the City’s land demand.
 2. Gross land area available as of December 2012.

2.2 Population and Jobs Forecast

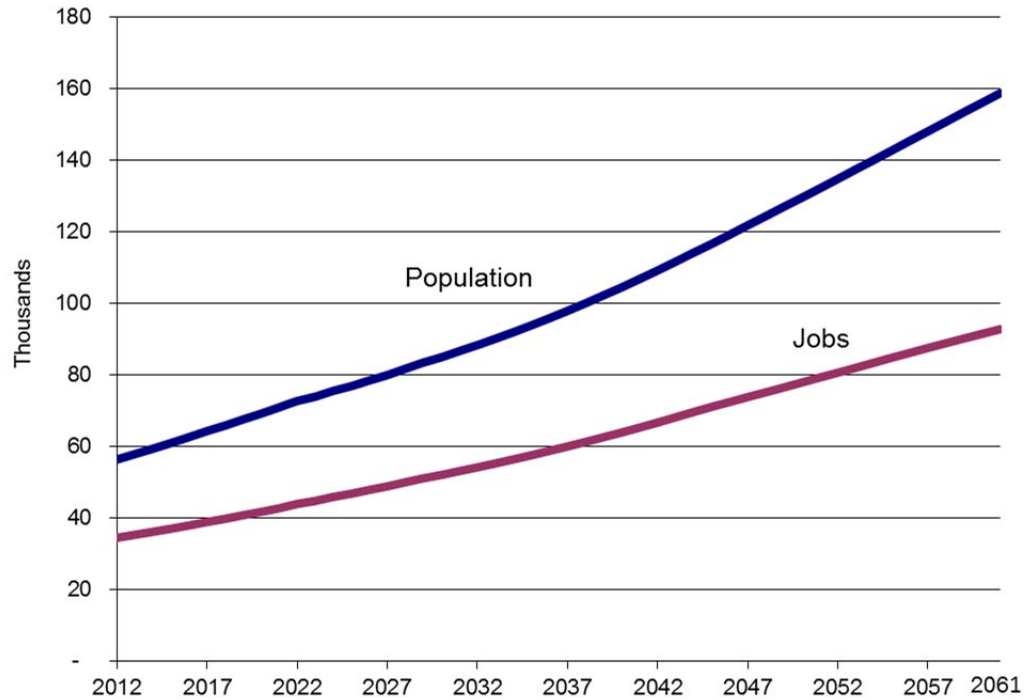
The **Population and Employment Forecasts (2012 to 2061)** prepared by Application Management provides a Base Scenario and a High Scenario forecast. The Base Scenario represents the *best guess* as to the growth that can occur in the City. The High Scenario represents an *optimistic* but realistic picture of future growth that can be expected in the City. To allow for effective long term planning the High Scenario is considered for determining land demand.

The resultant population and employment (jobs) forecasts are summarized below. The population will increase by 52,760 to 2042 and by 102,239 to 2061. The number of jobs will increase by 32,159 by 2042 and 58,194 by 2061.

Table 2-3 - City of Grande Prairie Population and Employment Forecast

Year	Population	Jobs
2012	56,395	34,539
2042	109,155	66,698
2061	158,634	92,733

Figure 2.2-1 – City of Grande Prairie Population and Job Forecasts 2012-2061



2.3 Residential Land Demand

Residential land demand for the projected population is shown on the Table 2-4. The average persons per household is assumed at 2.6 as per the 2011 City census. The average household size used to project land demand in the 2008 Growth Study was 2.5 as per 2006 data. This slight increase in household size results in a slight decrease in residential land demand because fewer units will be required to accommodate the forecasted population. Based on past and anticipated trends, household size is assumed to decrease to 2.17 persons by 2042 and 2.08 persons by 2061.

The average density as per recently approved residential Area Structure Plans and Outline Plans in the City is 13.6 units per gross hectare. This density is assumed for projecting residential land demand. Although the application of smart growth principles may result in density efficiencies, by applying the 13.6 density throughout the forecast period, the maximum amount of land required is determined and greater emphasis on providing a competitive market and consumer choice can be achieved.

Based on the calculations illustrated in Table 2-4 1,686 hectares of residential land will be required by 2042.

Some 1,578 gross hectares of residential land is available within the City’s boundary. This means that an additional 108 hectares is required outside the current City boundary by 2042. By 2061 an additional 1,828 hectares will be required.

Table 2-4- Residential Land Demand Based on City Population Projection

Year	Population	Population<	Persons /Unit	Units	Unit Density	Land (ha)	Surplus/Deficit	STAA
2012	56,395		2.60	0	13.60	0.0	1,578	
2013	57,898	1,503	2.59	580	13.60	42.7	1,535	
2014	59,415	1,518	2.58	588	13.60	43.3	1,492	
2015	60,997	1,582	2.57	615	13.60	45.3	1,447	
2016	62,632	1,635	2.56	639	13.60	46.9	1,400	
2017	64,325	1,693	2.55	664	13.60	48.8	1,351	
2018	65,863	1,537	2.54	605	13.60	44.5	1,307	
2019	67,576	1,714	2.53	677	13.60	49.8	1,257	
2020	69,201	1,625	2.52	645	13.60	47.4	1,209	
2021	70,956	1,755	2.51	699	13.60	51.4	1,158	
2022	72,714	1,758	2.50	703	13.60	51.7	1,106	
2023	73,916	1,202	2.26	532	13.60	39.1	1,067	
2024	75,553	1,636	2.26	724	13.60	53.2	1,014	
2025	76,853	1,300	2.25	578	13.60	42.5	971	
2026	78,442	1,589	2.25	708	13.60	52.0	919	
2027	79,949	1,507	2.24	673	13.60	49.5	870	
2028	81,725	1,776	2.24	795	13.60	58.4	811	
2029	83,448	1,722	2.23	772	13.60	56.8	755	
2030	84,927	1,479	2.23	665	13.60	48.9	706	
2031	86,646	1,719	2.22	774	13.60	56.9	649	
2032	88,311	1,666	2.22	752	13.60	55.3	594	
2033	90,109	1,798	2.21	813	13.60	59.8	534	
2034	91,941	1,833	2.21	831	13.60	61.1	473	
2035	93,854	1,912	2.20	869	13.60	63.9	409	
2036	95,837	1,983	2.20	903	13.60	66.4	342	
2037	97,891	2,053	2.19	938	13.60	68.9	273	
2038	100,008	2,118	2.19	969	13.60	71.3	202	
2039	102,231	2,222	2.18	1019	13.60	75.0	127	
2040	104,431	2,200	2.18	1012	13.60	74.4	53	1684
2041	106,782	2,351	2.17	1083	13.60	79.7	-27	1657
2042	109,155	2,373	2.17	1096	13.60	80.6		1576
2043	111,625	2,471	2.16	1144	13.60	84.1		1492
2044	114,130	2,504	2.16	1162	13.60	85.4		1407
2045	116,583	2,453	2.15	1141	13.60	83.9		1323
2046	119,147	2,565	2.15	1196	13.60	87.9		1235
2047	121,769	2,621	2.14	1225	13.60	90.1		1145
2048	124,326	2,557	2.14	1198	13.60	88.1		1057
2049	126,937	2,611	2.13	1226	13.60	90.1		967
2050	129,475	2,539	2.13	1195	13.60	87.8		879
2051	132,065	2,590	2.12	1221	13.60	89.8		789
2052	134,706	2,641	2.12	1249	13.60	91.8		697
2053	137,400	2,694	2.11	1277	13.60	93.9		603
2054	140,011	2,611	2.11	1240	13.60	91.2		512
2055	142,671	2,660	2.10	1267	13.60	93.1		419
2056	145,382	2,711	2.10	1294	13.60	95.1		324
2057	147,999	2,617	2.09	1252	13.60	92.1		232
2058	150,663	2,664	2.09	1278	13.60	93.9		138
2059	153,375	2,712	2.09	1301	13.60	95.6		42
2060	155,982	2,607	2.08	1254	13.60	92.2		-50
2061	158,634	2,652	2.08	1278	13.60	94.0		-144
		102,239	< Population Increase	46,319.2	Required Residential Land (ha) >	3,406		

2.4 Commercial Land Demand

Commercial job forecasts have been provided by Applications Management Consulting Ltd. to the year 2042 and 2061. The number of new commercial jobs created between 2012 and 2042 is forecast to increase by 12,634 while a further 12,467 jobs will be created by 2061 for a total of 25,101 new commercial jobs.

Based on existing conditions illustrated below in Table 2-5, 38.5 jobs per gross hectare are assumed as the appropriate density for projecting commercial land demand. A factor of 1.3 was applied to the net commercial hectares to generate gross hectares.

Table 2-5 - Commercial Jobs per Gross Hectare

	Commercial Jobs	Net Commercial Hectares	Gross Commercial Hectares	Jobs per Gross Ha
2012	21,328	426.6	553.8	38.5

Based on the calculations shown on Table 2-6, some 328 gross hectares of commercial land is forecast to be required by 2042. An additional 324 hectares are projected to be required by 2061.

Table 2-6 - Commercial Land Demand Based 2012 – 2061 on Jobs Forecasts

Year	Commercial Jobs	Jobs<	Hectares @38.5 jobs/ha	Surplus/Deficit City	Surplus/Deficit STAA
2012	21,328		0	266	
2013	21,710	382	10	256	
2014	22,077	367	10	247	
2015	22,467	390	10	236	
2016	22,863	397	10	226	
2017	23,322	459	12	214	
2018	23,678	356	9	205	
2019	24,110	432	11	194	
2020	24,489	379	10	184	
2021	24,919	430	11	173	
2022	25,488	569	15	158	
2023	25,737	249	6	151	
2024	26,196	458	12	140	
2025	26,489	293	8	132	
2026	26,915	426	11	121	
2027	27,246	331	9	112	
2028	27,697	451	12	101	
2029	28,092	395	10	90	
2030	28,421	329	9	82	
2031	28,857	436	11	70	
2032	29,243	385	10	60	
2033	29,672	430	11	49	
2034	30,097	425	11	38	
2035	30,539	441	11	27	
2036	30,993	454	12	15	
2037	31,461	468	12	3	1,133
2038	31,932	471	12	-9	1,124
2039	32,435	503	13		1,115
2040	32,910	476	12		1,104
2041	33,442	532	14		1,094
2042	33,962	520	14		1,083
2043	34,515	553	14		1,072
2044	35,065	550	14		1,060
2045	35,593	528	14		1,048
2046	36,270	676	18		1,036
2047	36,959	689	18		1,024
2048	37,624	665	17		1,011
2049	38,301	677	18		998
2050	38,991	689	18		985
2051	39,693	702	18		971
2052	40,367	675	18		957
2053	41,054	686	18		942
2054	41,752	698	18		929
2055	42,461	710	18		911
2056	43,141	679	18		893
2057	43,831	690	18		876
2058	44,488	657	17		858
2059	45,156	667	17		840
2060	45,788	632	16		822
2061	46,429	641	17		805
		25,101	652		

2.5 Industrial Land Demand

Industrial land demand based on the Provincial Land Use Policies principle of sustainability and assumes only a portion of the existing ratio of industrial land per person for the County is applied to the City. An industrial land area prorated on the same basis as the County will enable the City to:

1. Considerably increase its options and opportunities for attracting a wide range of industrial uses;
2. More effectively compete in the region for a fair and equitable share of industrial growth commensurate with its status as a cosmopolitan regional service centre by creating a *level playing field* as contemplated by the Provincial Land Use policies for both urban and rural municipalities;
3. Balance its non-residential growth with residential growth thereby being better able to provide for and finance a range of community services that increase the quality of life of City residents and those in outlying communities and the County;
4. Provide greater local employment opportunities to accommodate its growing population.

Currently, only 16 percent of the City's lands are industrial as compared to 36 percent residential. Industrial land development has not expanded at the same rate as residential development.

The sustainability factor becomes even more significant when comparing the amount of developed industrial land in the County of Grande Prairie. The ratio of industrial land in the County is 0.26 hectares per person as shown in Table 2-7. By comparison, the City's ratio is 0.01 hectares per person.

Table 2-7 - Comparison of County and City of Grande Prairie Industrial Land to Population

Municipality	2012 Population	Hectares	Ha/person
County	21,157	5,428	0.26
City	56,395	705	0.01

- Notes:**
1. County industrial land includes lands zoned CM, RM-1, RM-2, RM-3, RM-4, and RM-DC (Weyerhaeuser).
 2. City and County land areas are net.

The above table recognizes that extractive and some forms of primary resource industries cannot be located in an urban centre. However, light, medium as well as heavy industrial development such as Weyerhaeuser that is located just south of the City can operate in both a rural and urban setting given that Canfor is located in the City. Extensive buffers are required between heavy industry and urban residential neighbourhoods as is evident in cities such as Fort Saskatchewan. Buffer areas need to be considered in determining future land demand as the City strategically plans towards achieving greater sustainability through a balanced residential/non-residential tax base.

By applying the County's 0.26 hectares/person ratio of industrial land to the City's forecasted population increase of 52,760 between 2012 and 2042, the industrial land requirement for 30 years is 13,718 hectares.

The incongruity between the opportunities provided rural and urban municipalities to achieve a *balanced stable financially healthy* and sustainable community needs to be addressed.

By applying a more conservative approach, of assuming only one quarter of the County's existing ratio (0.06ha/person), an additional 3,166 gross hectares is required by 2042 and 6,134 hectares is required by 2061. The City currently has only 536 hectares of industrial land available. Land demand forecasts based on this equitable methodology suggest that the City will be out of industrial land in five years as illustrated by Table 2-8

If the City of Grande Prairie is to achieve a *balanced stable financially healthy* status as envisioned by the Provincial Land Use Policies, the traditional approaches can no longer apply. Instead the City should be allowed the same opportunity as the County to effectively compete for industrial development.

Table 2-8 - Industrial Land Demand 2012 -2061

Year	Population	Population<	Industrial Land Ratio	Gross Ha	Surplus/Deficit City	Surplus/Deficit STAA
2012	56,395		0.00	0	536	
2013	57,898	1,503	0.06	90	446	
2014	59,415	1,518	0.06	91	355	
2015	60,997	1,582	0.06	95	260	
2016	62,632	1,635	0.06	98	162	
2017	64,325	1,693	0.06	102	60	1,443
2018	65,863	1,537	0.06	92	-32	1,411
2019	67,576	1,714	0.06	103		1,308
2020	69,201	1,625	0.06	97		1,211
2021	70,956	1,755	0.06	105		1,105
2022	72,714	1,758	0.06	105		1,000
2023	73,916	1,202	0.06	72		928
2024	75,553	1,636	0.06	98		830
2025	76,853	1,300	0.06	78		752
2026	78,442	1,589	0.06	95		656
2027	79,949	1,507	0.06	90		566
2028	81,725	1,776	0.06	107		459
2029	83,448	1,722	0.06	103		356
2030	84,927	1,479	0.06	89		267
2031	86,646	1,719	0.06	103		164
2032	88,311	1,666	0.06	100		64
2033	90,109	1,798	0.06	108		-44
2034	91,941	1,833	0.06	110		-154
2035	93,854	1,912	0.06	115		-269
2036	95,837	1,983	0.06	119		-388
2037	97,891	2,053	0.06	123		-511
2038	100,008	2,118	0.06	127		-638
2039	102,231	2,222	0.06	133		-771
2040	104,431	2,200	0.06	132		-903
2041	106,782	2,351	0.06	141		-1,044
2042	109,155	2,373	0.06	142		-1,187
2043	111,625	2,471	0.06	148		-1,335
2044	114,130	2,504	0.06	150		-1,485
2045	116,583	2,453	0.06	147		-1,632
2046	119,147	2,565	0.06	154		-1,786
2047	121,769	2,621	0.06	157		-1,943
2048	124,326	2,557	0.06	153		-2,097
2049	126,937	2,611	0.06	157		-2,254
2050	129,475	2,539	0.06	152		-2,406
2051	132,065	2,590	0.06	155		-2,561
2052	134,706	2,641	0.06	158		-2,720
2053	137,400	2,694	0.06	162		-2,881
2054	140,011	2,611	0.06	157		-3,038
2055	142,671	2,660	0.06	160		-3,198
2056	145,382	2,711	0.06	163		-3,360
2057	147,999	2,617	0.06	157		-3,517
2058	150,663	2,664	0.06	160		-3,677
2059	153,375	2,712	0.06	163		-3,840
2060	155,982	2,607	0.06	156		-3,996
2061	158,634	2,652	0.06	159		-4,155
		102,239		6,134		

2.6 Public Community Land Demand

The public land uses currently comprise 35 percent of the City's total land use area as per Table 2-1. This *other* public service and park and open space land use category is a very significant component of total land use and is a major contributor to quality of life not only for City residents, but regional residents. This large land area recognizes the City's role as the regional public service, education and health centre for northwest Alberta and its commitment to conserving the Bear Creek valley as a natural feature.

The 2061 population forecast of 158,634 means that the City of Grande Prairie must be capable of assuming a more cosmopolitan role beyond that of a regional service centre. Land to accommodate public services and facilities such as art galleries, theatres, urban forests, specialty health services and major arenas will be required.

The 35% of total land use currently dedicated to public uses remains consistent with the land use breakdown of other provincial and Canadian cities, many of which are located considerably closer to other urban centres than Grande Prairie.

Table 2-9 below shows that 1,813 hectares will be required by 2042 to accommodate the projected increases in population and employment.

Table 2-9 - Public Land Requirement

	Hectares
2042 Public Land Demand	1,813
2012 Land Available	248
Deficit	-1,565

2.7 Total Land Demand to 2042

Total land demand required by the City of Grande Prairie by 2042 to meet its growth needs is shown by Table 2-9. For all land uses, the highest land demand forecast is assumed. By assuming the highest demand forecast, the City of Grande Prairie will be positioned to embody the principles of sustainable development, thereby contributing to a healthy environment, a healthy economy and a high quality of life.

The City of Grande Prairie projected population for 2042 is 109,155. Total land demand for all uses required by the City based on this projection is 6,992 gross hectares. Land demand by type of use is summarized by Table 2-10.

Table 2-10 - Total Land Demand 2012-2061

Year	Res Land	Comm Land	Ind Land	Public Land @35%	Total Land Demand	Cummulative Total	Surplus/Deficit City	Surplus/Deficit STAA
2012	0	0	0				2,629	
2013	43	10	90	50	193	193	2,436	
2014	43	10	91	50	194	387	2,242	
2015	45	10	95	53	203	590	2,039	
2016	47	10	98	54	210	800	1,829	
2017	49	12	102	57	219	1,019	1,610	
2018	45	9	92	51	197	1,216	1,413	
2019	50	11	103	57	221	1,437	1,192	
2020	47	10	97	54	209	1,646	983	
2021	51	11	105	59	227	1,873	756	
2022	52	15	105	60	232	2,105	524	
2023	39	6	72	41	159	2,264	365	
2024	53	12	98	57	220	2,484	145	4,260
2025	42	8	78	45	173	2,657	-28	4,232
2026	52	11	95	55	214	2,871		4,018
2027	49	9	90	52	201	3,071		3,818
2028	58	12	107	62	239	3,310		3,579
2029	57	10	103	60	230	3,540		3,349
2030	49	9	89	51	197	3,737		3,152
2031	57	11	103	60	231	3,969		2,920
2032	55	10	100	58	223	4,192		2,697
2033	60	11	108	63	241	4,433		2,456
2034	61	11	110	64	246	4,679		2,210
2035	64	11	115	67	257	4,936		1,953
2036	66	12	119	69	266	5,202		1,687
2037	69	12	123	72	276	5,478		1,411
2038	71	12	127	74	284	5,762		1,127
2039	75	13	133	77	299	6,061		828
2040	74	12	132	77	295	6,356		533
2041	80	14	141	82	317	6,673		216
2042	81	14	142	83	319	6,992		-103
2043	84	14	148	86	333	7,325		-436
2044	85	14	150	87	337	7,663		-774
2045	84	14	147	86	330	7,993		-1,104
2046	88	18	154	91	350	8,343		-1,454
2047	90	18	157	93	358	8,701		-1,812
2048	88	17	153	91	349	9,051		-2,162
2049	90	18	157	93	357	9,408		-2,519
2050	88	18	152	90	348	9,756		-2,867
2051	90	18	155	92	356	10,112		-3,223
2052	92	18	158	94	362	10,473		-3,584
2053	94	18	162	96	369	10,842		-3,953
2054	91	18	157	93	359	11,201		-4,312
2055	93	18	160	95	366	11,567		-4,678
2056	95	18	163	96	372	11,939		-5,050
2057	92	18	157	93	360	12,300		-5,411
2058	94	17	160	95	366	12,665		-5,776
2059	96	17	163	96	372	13,037		-6,148
2060	92	16	156	93	358	13,395		-6,506
2061	94	17	159	94	364	13,759		-6,870

Table 2-11 - 2042 Total City of Grande Prairie Land Demand

Land Use	Hectares
Residential ¹	1,686
Commercial ²	328
Industrial ³	3,166
Public ⁴	1,813
Total	6,992

- Notes:**
1. Residential Land demand is as per Table 2-4.
 2. Commercial Land demand is as per Table 2-6.
 3. Industrial Land demand is as per Table 2-8
 4. Public Land demand is as per Table 2-10.

As shown by Table 2-12 below, some 104 hectares of land will be required outside the STAA boundary, primarily to meet the City's industrial projected land demand.

Table 2-12 - 2042 City of Grande Prairie Land Deficit

	Hectares
2042 Land Demand	6,992
2012 Land Available in City	2,628
Deficit within City	4,364
Land in STAA	4,260
Total Land Deficit	-104