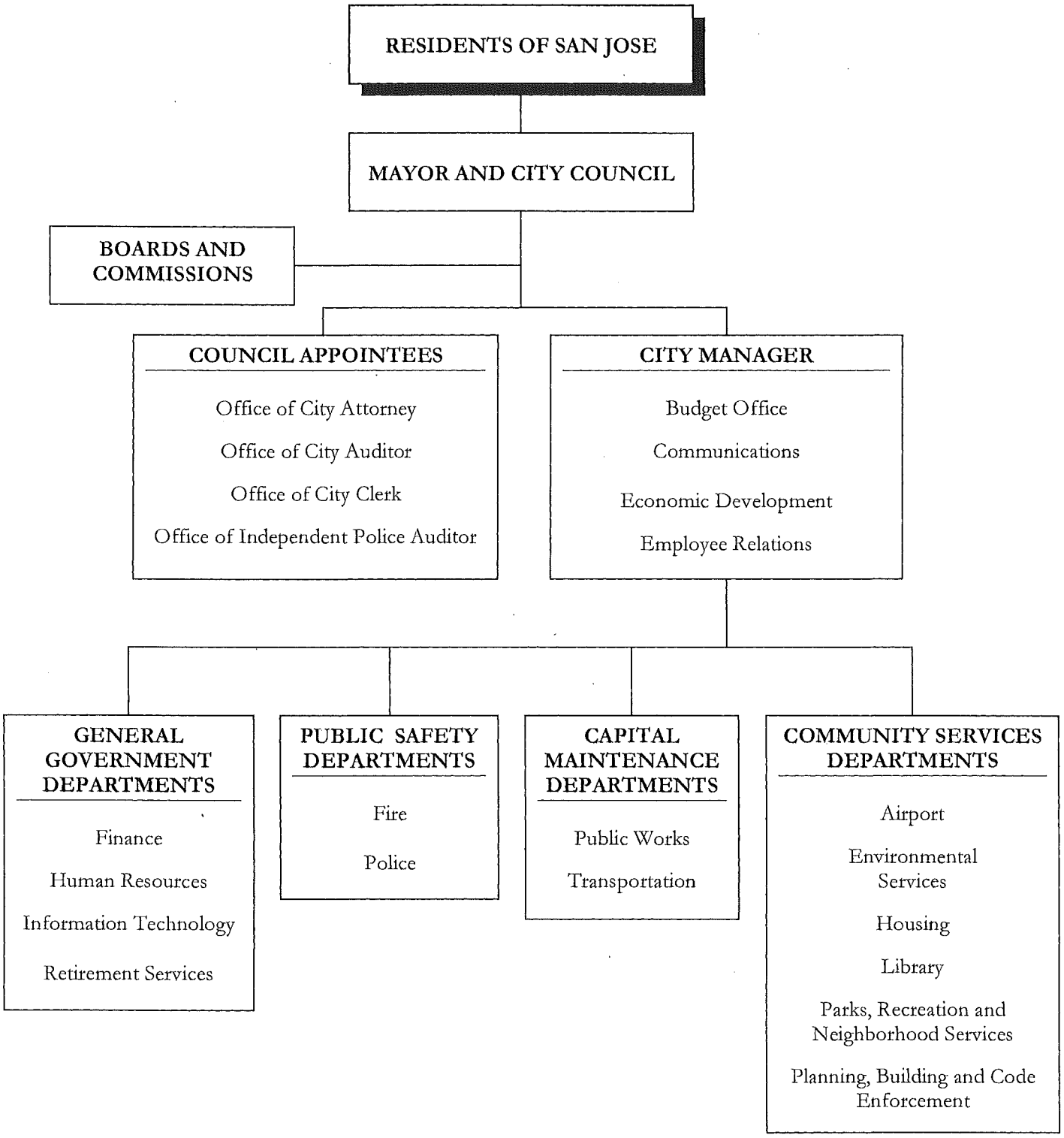CITY ORGANIZATION BY FUNCTION