

Community Development Committee

Meeting date: October 21, 2019

Environment Committee

Meeting date: October 22, 2019

For the Metropolitan Council meeting of November 13, 2019

Subject: City of Hampton 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22170-1

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

Recommendations of the Community Development Committee

1. Authorize the City of Hampton to place its 2040 Comprehensive Plan into effect.
2. Revise the City's forecasts upward as shown in Table 1 of the attached Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Surface Water Management.

Recommendation of the Environment Committee

1. Approve the City of Hampton's Comprehensive Sewer Plan.

Summary of Community Development Committee Discussion/Questions

Planning Analyst Patrick Boylan presented the staff's report to the Committee.

No representatives from Hampton were in attendance.

The Community Development Committee unanimously recommended approval of the proposed action with no questions or discussion at its meeting on October 21, 2019.

Summary of Environment Committee Discussion/Questions

No comments or questions. The Environment Committee approved the proposed action on consent agenda at its meeting on October 22, 2019.

Community Development Committee

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Subject: City of Hampton 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22170-1

District(s), Member(s): District 16, Wendy Wulff

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented: Patrick Boylan, Planning Analyst (651-602-1438)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

Division/Department: Community Development / Regional Planning
Environmental Services / Technical Services

Proposed Action

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Recommendation of the Environment Committee

1. Approve the City of Hampton's Comprehensive Sewer Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Hampton to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
 - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
 - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
 - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council's final action. If the Council has recommended changes to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stat. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

Background

The City of Hampton is located in south-central Dakota County. It is completely surrounded by Hampton Township.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines that "the plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans" (Minn. Stat. § 473.175, subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment, and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary (Minn. Stat. § 473.513).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent, with proposed revisions
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

The Metropolitan Council awarded the City a Planning Assistance Grant of \$10,000 to complete its 2040 comprehensive plan. The first half of this grant was paid to initiate the local planning process. The

second half of the grant will be paid after Council authorization of the City's plan, local adoption, and the City's submittal of final reporting requirements.

Known Support / Opposition

There is no known local opposition to the 2040 comprehensive plan.

REVIEW RECORD

City of Hampton 2040 Comprehensive Plan

Review File No. 22170-1, Business Item No. 2019-297 JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)

The Plan conforms to the 2040 Regional Parks Policy Plan (RPPP) for the Regional Parks System element. Dakota County would be the Park implementing agency for Regional Parks System components in the City of Hampton; however, there are no Regional Parks System components in the City. There are no State or Federal recreation lands in the City either.

Regional Transportation, Transit, and Aviation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. It accurately reflects transportation system components of the TPP. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

Roadways

The Plan conforms to the roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials, which includes US 52, a major route connecting the Twin Cities to Rochester and other parts of southern Minnesota. The Plan identifies potential future functional classification changes to the Principal Arterial system as outlined in the Dakota County Principal Arterial Study. This Plan includes TH 50 as a recommended future principal arterial.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting is consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and/or changes in land use. Studies include the Dakota County Principal Arterial Study, which evaluates potential highways in Dakota County for designation as future principal arterials.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Area V, indicating that it has low population and employment densities and is not well-suited for fixed-route transit service.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan acknowledges that the Airlake Airport in the City of Lakeville is the closest airport facility. The Plan includes policies that protect regional airspace from obstructions and describes how off-site air navigation aids will be protected.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan notes that Dakota County is in the process of developing the Dakota County Pedestrian and Bicycle Study, which does not propose any regional trails or greenways within the City. The Plan also identifies shoulder trails for CSAH 47 and TH 50, which will help provide additional connections in Dakota County.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan includes the identification of average daily heavy commercial traffic volumes on highways within City limits and acknowledges the importance of freight movement to the City's economic vitality.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Council's city-wide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designations of Rural Center and Agricultural. (See also Land Use section of this Review Record.)

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151)

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). The Plan represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Current wastewater treatment services are provided by a wastewater treatment plant owned and operated by the City. The Plan projects that the City will have 320 sewer households and 200 sewer employees by 2040.

The facility is a 3-unit pond system with two primary ponds and one secondary pond. It includes aeration to increase operating capacity. The capacity of the wastewater treatment facility is 101,000 gallons per day. The plant is discharged bi-annually in the spring and fall. The current flow into the plant is 63,000 gallons per day.

The City has identified that the remaining capacity at the WWTP is approximately equal to 84 residential equivalent connections. Based on the projections contained in the Plan, the WWTP has enough reserve capacity to accommodate the growth forecasts stated in the Plan. The Plan does not state that the City is considering a request to connect to the Metropolitan Disposal System by 2040, nor does it request that the City's wastewater treatment works be acquired by the Metropolitan Council.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (city) sanitary sewer system by reference to a program of on-going system replacement of aging mains that are susceptible to I/I, and in the private system that includes inspections focused on sump pump and drain tile disconnections from the sanitary collection system.

Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Rural Center communities. It was found to be complete and consistent with Council policies. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan is consistent with Council policy requirements and in conformance with the Council's WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Hampton lies within the oversight boundaries of the Vermillion River Watershed Joint Powers Organization (Watershed). Hampton submitted a draft Local Water Management Plan (LWMP) update to the Council in October 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watershed in a letter dated November 19, 2018. The Plan incorporates the City's draft LWMP in Appendix A that was reviewed by the Watershed and Council.

Advisory Comments

When available, we request that the City provide to the Council the date the Watershed approved the LWMP and date the City adopted the final LWMP.

Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City's Plan and find that it is consistent with the Council's policies, as detailed below.

Forecasts

Reviewer: Todd Graham, CD – Research (651-602-1322)

With this Plan, the City requests a revision of Council's forecasts. The revised forecast appears in table 1 and table 12 of the Plan. Changes are indicated in underline in Table 1 and Table 2 below.

Table 1. City of Hampton Forecasts

	Census 2010	Estimated 2017	System Statement Forecast			City's Proposed Forecast		
			2020	2030	2040	2020	2030	2040
Population	689	693	700	710	740	<u>750</u>	<u>760</u>	<u>790</u>
Households	245	254	260	280	300	<u>280</u>	<u>300</u>	<u>320</u>
Employment	127	154	160	190	200	160	190	200

Table 2. Sewer-Serviced Forecast: City of Hampton (municipal treatment plant)

	Proposed Sewer-Serviced Forecast		
	2020	2030	2040
Population	<u>707</u>	<u>728</u>	<u>770</u>
Households	<u>264</u>	<u>289</u>	<u>313</u>
Employment	160	190	200

The Council will revise its own forecast simultaneous with Council action on the Plan.

The Land Use Plan describes land supply for future development and redevelopment. The land supply is sufficient to accommodate forecasted growth.

Thrive MSP 2040 and Land Use

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the Thrive community designations of Rural Center and Agricultural (Figure 2).

The existing land uses in the City of Hampton are predominately agricultural (63%), and residential (13%). Most of the existing commercial/office (3.1%) land uses are near transportation corridors and approximately 12.% of the City is “Undeveloped” (Figure 3).

Rural Center

Rural Centers are local commercial, employment, and residential activity centers serving rural areas in the region. These small towns are surrounded by agricultural lands and serve as centers of commerce to those surrounding farm lands and the accompanying population. Rural Center communities should strive for higher-density commercial uses and compatible higher-density residential land uses in the commercial core of the community to ensure efficient uses of existing infrastructure investments.

Thrive describes Rural Center communities as communities that are expected to plan for forecasted population and household growth at overall average densities of at least 3-5 units per acre for new development and redevelopment. The Plan shows 17.7 acres of land guided at a minimum of 3.79 and a maximum of 7.17 units per acre through 2040.

For the portion of Hampton that is guided residential, which is in the sewer-serviced portion of the community, the Plan is consistent with Thrive for land use and residential density policies for a Rural Center community designation, as shown in Table 3 below. Thrive calls for Rural Center communities to plan for forecasted population and household growth at overall average densities of at least 3 units per acre.

Table 3. Planned Residential Density, City of Hampton

Category	2018-2040 Change				
	Density Min	Density Max	Net Acres	Min Units	Max Units
Low Density Residential Reserve	4	6	2	8	12
Low Density Residential	3.33	6	10	33	12
Medium Density Residential	8	17	0.75	6	13
Central Business District*	8	17	4.95	20	42
<i>*50% expected to be residential uses</i>	TOTALS			67	127
Overall Expected Density				3.79	7.17

Agricultural

Agricultural communities encompass areas with prime agricultural soils that are planned and zoned for long-term agricultural use. Areas designated as Agricultural are expected to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels will meet service needs. *Thrive* expects Agricultural communities to limit residential development and adopt zoning ordinances and/or other official controls to maintain residential densities no greater than 1 housing unit per 40 acres. The Plan guides future agricultural areas, protects Agricultural Preserves area at a 1 per 40 density standard.

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The Plan is consistent with the *2040 Housing Policy Plan*. As of 2016, the City has about 270 homes including 47 multifamily units and nearly 225 single-family homes. About 60 homes are rented. More than 250 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, nearly 45 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are 5 units affordable to households with income at or below 30% AMI and more than 20 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including expanding access to affordable housing options. The City does not currently have any publicly subsidized housing.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 4 units; 2 of which are needed at prices affordable to households earning 30% of AMI or less, 1 of which is needed at prices affordable to households earning between 31 and 50% of AMI, and 1 of which is needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 5, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of eight units per acre to allow for development of at least 12 new housing units.

The housing implementation plan component of the Plan describes that the City will preserve existing unsubsidized affordable housing, considering utilization of a community land trust. The Plan states that consistent code enforcement, a rental licensing system, and funding for rental rehabilitation will be used to preserve unsubsidized affordable housing. The Plan indicates that the City will connect residents to first time homebuyer resources offered by other organizations and agencies.

Water Supply

Reviewer: Brian Davis, ES – Water Supply Planning (651-602-1519)

The Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The community prepared a Local Water Supply Plan in 2017 that was submitted to both the Minnesota Department of Natural Resources and Metropolitan Council.

Advisory Comments

If changes are made to the LWSP resulting from DNR's review and comment on the plan or comprehensive plan review process, the City will need to provide the Council and DNR with the updated information.

Community and Subsurface Sewage Treatment Systems (SSTS)

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan indicates there are approximately 13 individual SSTS and no identified public or privately-owned Community Wastewater Treatment Systems remaining in operation in the City. The City has adopted Dakota County SSTS Ordinance #113, which is consistent with MPCA Chapter 7080-7083 Rules and Council WRPP requirements. Dakota County maintains maintenance management recordkeeping and SSTS owner notification responsibilities for the City, and the City is responsible for review, permitting, inspections of new and existing SSTS, and enforcement of maintenance management requirements.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan is consistent with statutory requirements (Minn. Stat. 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the required solar planning elements.

Aggregate Resource Protection

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan identifies, consistent with *Minnesota Geological Survey Information Circular 46* information, the presence and location of aggregate resources within the City. The majority of the resource areas are guided agricultural, which should protect them for potential extraction in the future. Some of the City's aggregate resource areas have been urbanized and others are overlain by lands identified in the Council's Natural Resource Inventory/Assessment as Regionally Significant Ecological Areas.

Historic Preservation

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The Plan states that there are no sites within Hampton that are identified in the National Historic Register. The document supports historic preservation in efforts that the Plan mentions the retention of the rural atmosphere and small town character of Hampton. The Plan further states that the City will work with the Dakota County Historical Society, the State Historic Preservation Office, the Preservation Alliance of Minnesota, and the National Park Service in efforts to preserve the cultural heritage of the community.

Plan Implementation

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in individual chapters of the Plan, with capital improvements planning detailed in the appendix.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

Documents Submitted for Review

In response to the 2015 System Statement, the City submitted the following documents for review:

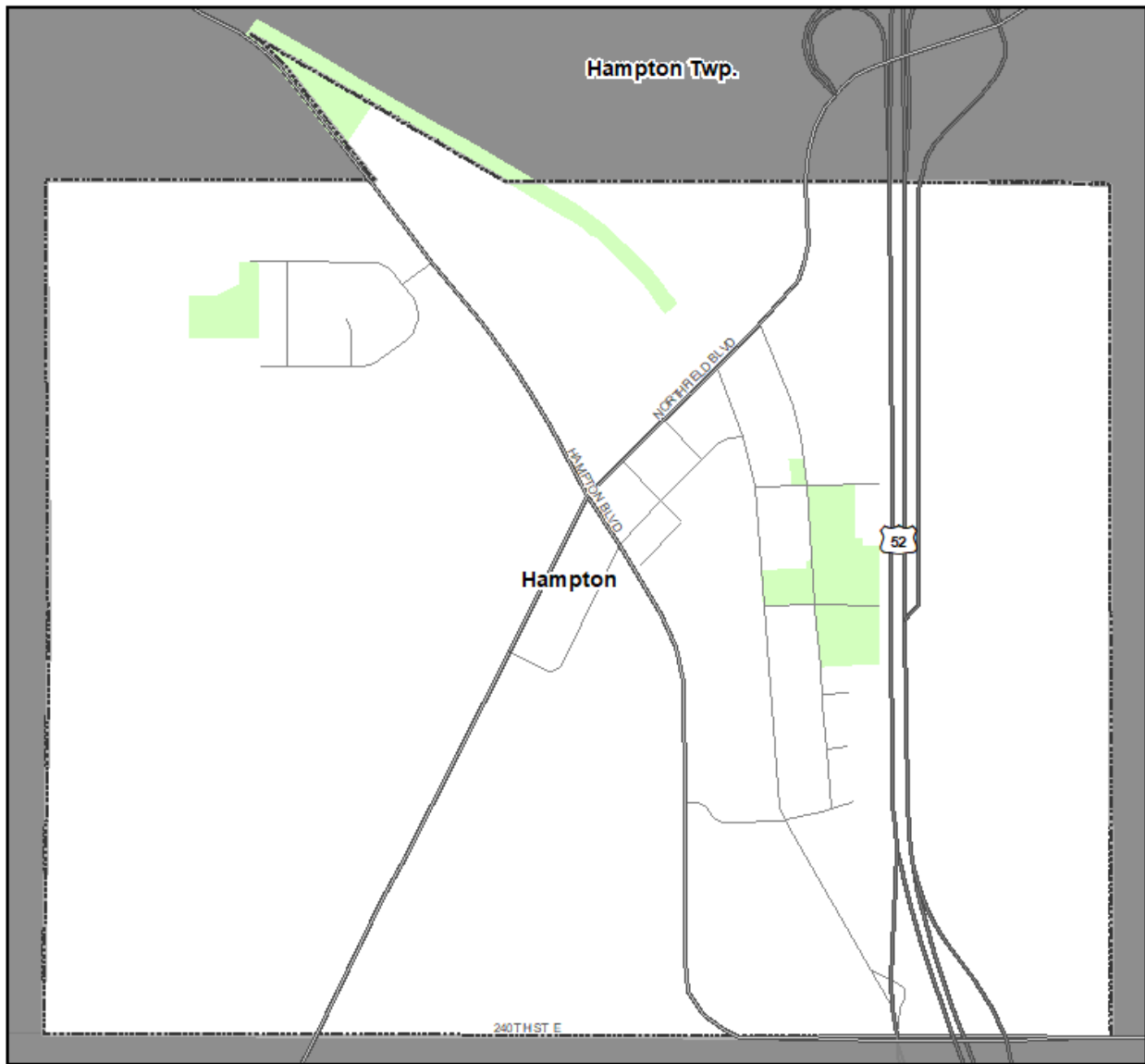
- December 29, 2018: Hampton 2040 Comprehensive Plan
- April 2, 2019: Water Supply Plan
- June 3, 2019: Revised Hampton 2040 Comprehensive Plan
- June 12, 2019: Revised density table
- July 2, 2019: Revised forecast table
- July 24, 2019: New forecast table
- August 7, 2019: Revised forecast table
- August 26, 2019: Revised forecast table
- September 16, 2019: Revised density table

Attachments

Figure 1: Location Map with Regional Systems

- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: Future Land Use
- Figure 5: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



Source: NCompass Technologies Street Centerline

Regional Systems

Transportation

Transitways
2040 Transportation System Policy - adopted January 2015

- Existing
- Planned Current Revenue Scenario
- Planned Current Revenue Scenario - CTIB* Phase 1 Projects
- Potential Increased Revenue Scenario

Regional Highway System

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

Recreation Open Space

- Regional Parks**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
- Regional Trails**
- Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned

Wastewater

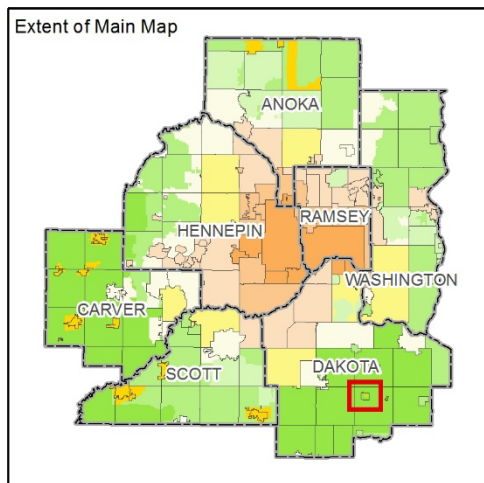
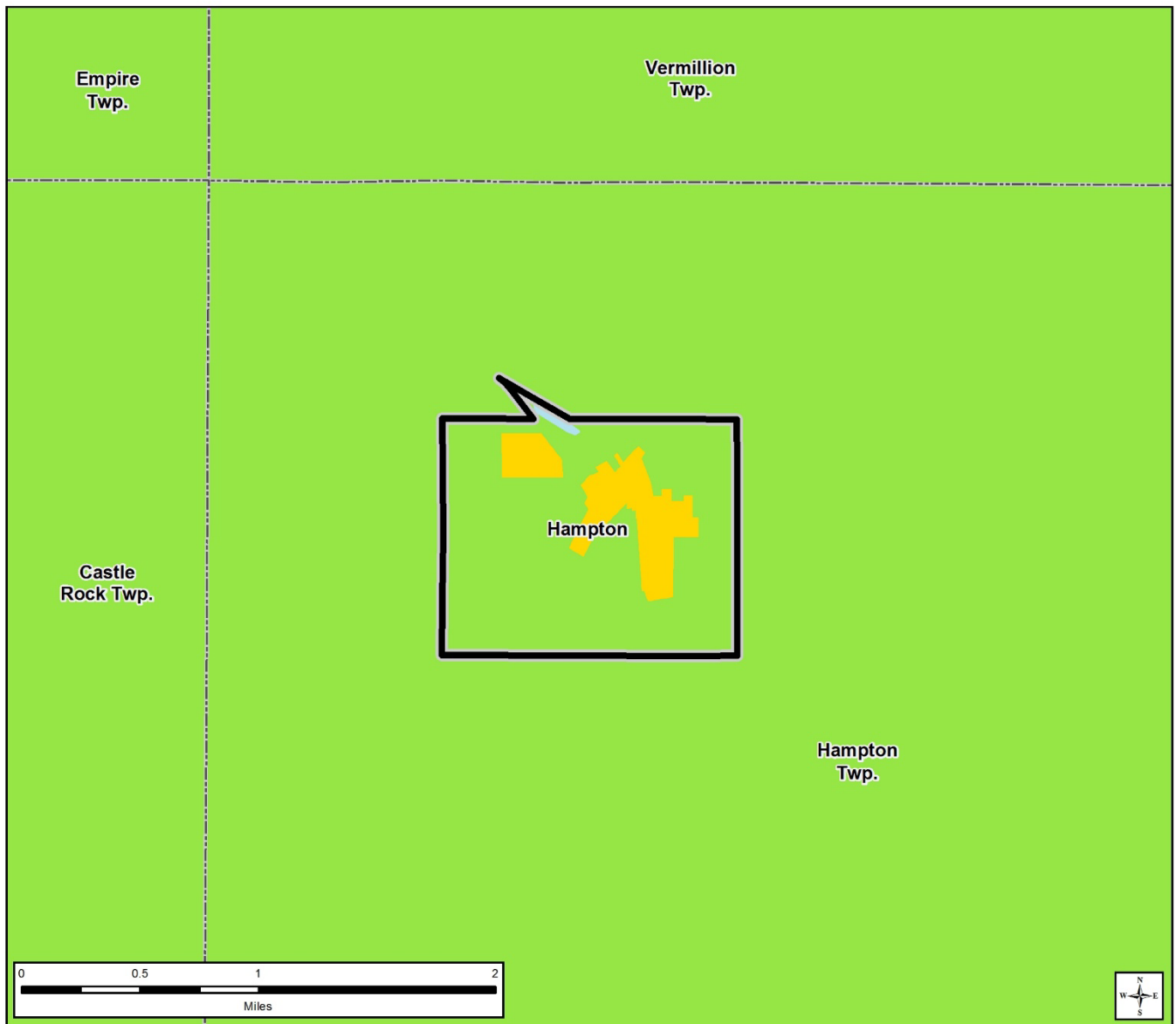
- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations



Community Designations

- | | |
|------------------------------------|------------------------|
| Outside Council planning authority | Emerging Suburban Edge |
| Agricultural | Suburban Edge |
| Rural Residential | Suburban |
| Diversified Rural | Urban |
| Rural Center | Urban Center |
-
- | |
|------------------------------|
| County Boundaries |
| City and Township Boundaries |
| Lakes and Major Rivers |

Figure 3. Existing Land Use

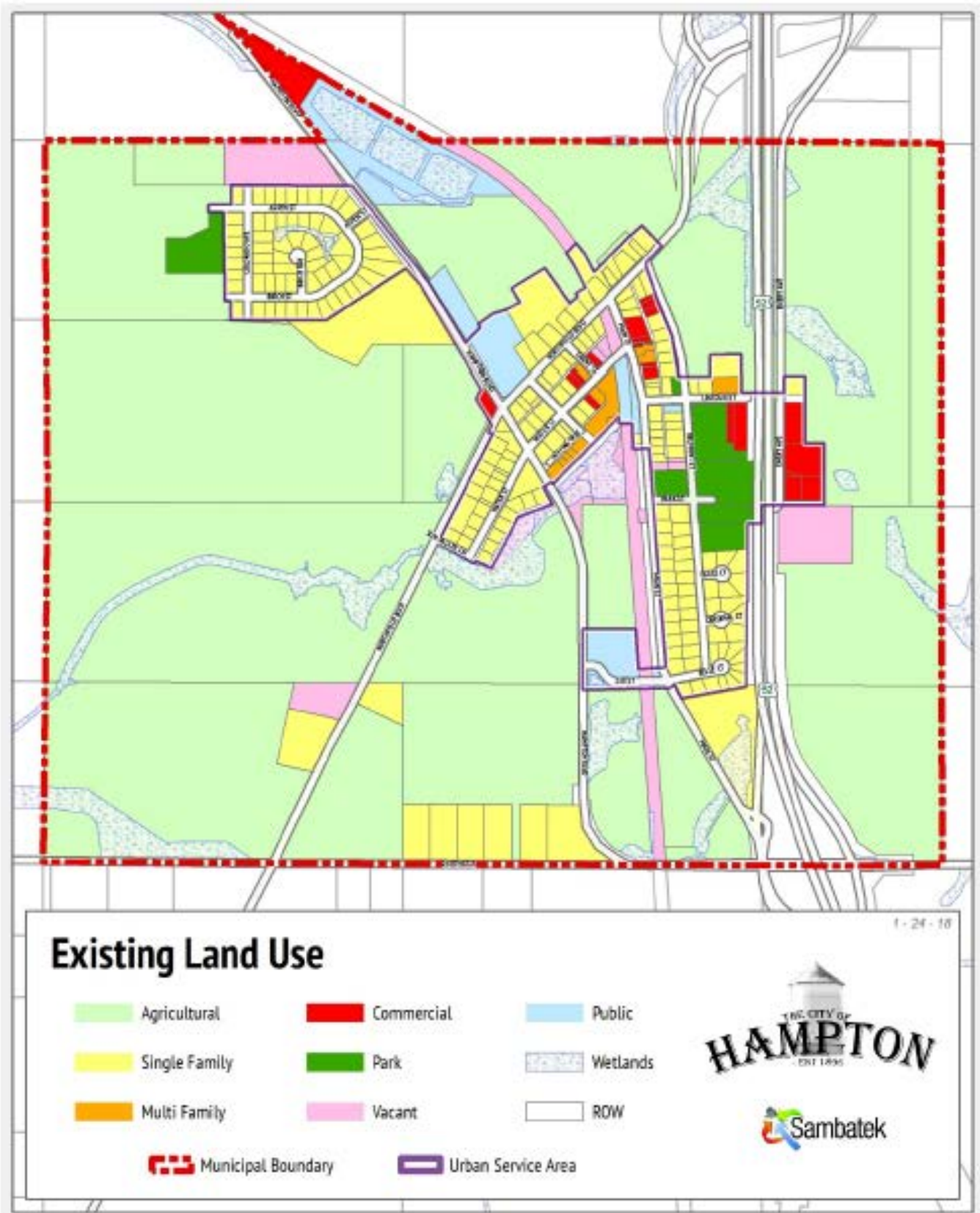


Figure 4. Future Land Use

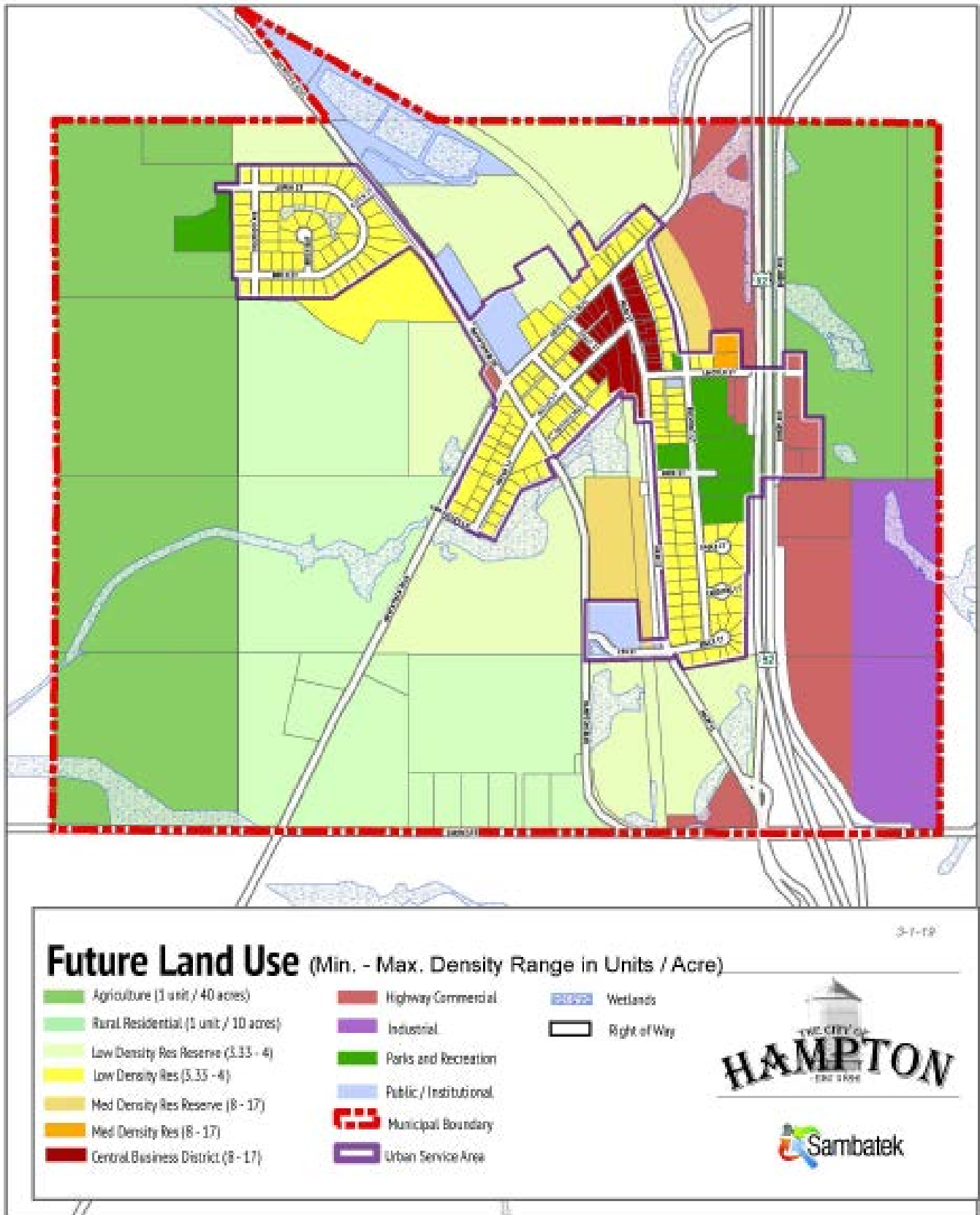


Figure 5. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **4 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	X	Minimum Density <i>(units per acre)</i>	X	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
Central Business District	3.00		8		50%		12
Total	3						12

Sufficient/*(insufficient)* units possible against share of regional need: **8**
 Affordable units built since 2021: **0**
 Sufficient/*(insufficient)* units possible adjusted for affordable units built: **8**
 Number of Comp Plan Amendments approved since Comp Plan Update: **0**

