

Committee Report

Community Development Committee



Committee meeting date: October 20, 2025

For the Metropolitan Council: November 12, 2025

Business Item: 2025-268

City of Lakeville Dakota Waste Solutions, LLC & Olam Holdings 1, LLC Comprehensive Plan Amendment, Review File 22077-16

Proposed action

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

1. Authorize the City of Lakeville to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Wastewater Service.

Summary of Community Development Committee discussion/questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on October 20, 2025.

Business Item

Community Development Committee



Committee Meeting Date: October 20, 2025

For the Metropolitan Council: November 12, 2025

Business Item: 2025-268

City of Lakeville Dakota Waste Solutions, LLC & Olam Holdings 1, LLC Comprehensive Plan Amendment, Review File 22077-16

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, AICP (651-602-1438) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

Proposed Action

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

1. Authorize the City of Lakeville to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Wastewater Service.

Background

The City submitted the Dakota Waste Solutions, LLC & Olam Holdings 1, LLC comprehensive plan amendment on August 21, 2025. The amendment proposes to re-guide 119.7 acres from Office Park to Warehouse/Light Industrial. The amendment also proposes an extension of the MUSA in the eastern and northeastern sector of the site. The site is located south of 215th Street, west of Jacquard Avenue, and east of Kaparia Avenue. This is the City's 15th amendment to its 2040 Comprehensive Plan.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

Imagine Lens Analysis

On February 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in *Thrive MSP 2040*. The proposed amendment is reviewed against the land use policies in Imagine 2050. To achieve the regional goals identified in Imagine, the metropolitan development guide defines the Land Use Policy for the region and includes policies and strategies for local governments and the Council to implement. These policies and strategies are interrelated and taken together, serve to achieve the regional goals identified in Imagine.

Funding
None.



REVIEW RECORD

City of Lakeville

Dakota Waste Solutions, LLC & Olam Holdings 1 Comprehensive Plan Amendment

Review File No. 22077-16, Business Item No. 2025-268

BACKGROUND

The City of Lakeville (City) is located along the western border of Dakota County, bordered by Burnsville and Apple Valley to the north, Savage to the northwest, Credit River to the west, New Market Township and Eureka Township to the south, Farmington and Empire Township to the east, and Rosemount to the northeast.

Thrive MSP 2040 (Thrive) designates Lakeville with a “Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 64,300 to 83,500 population and 22,300 to 30,000 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 18,200 to 22,500 jobs.

The Metropolitan Council reviewed the City of Lakeville 2040 Comprehensive Plan ([Business Item 2019-233 JT](#), Review File No. 22077-1) on September 25, 2019. This is the fifteenth comprehensive plan amendment since the 2040 Plan was reviewed.

The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in Business Item 2025-113, the Council is reviewing this item under both Thrive and Imagine 2050.

REQUEST SUMMARY

The amendment proposes to re-guide 119.7 acres designated as Office Park to Warehouse/Light Industrial and to adjust the staging on three properties from Expansion Area B to current MUSA.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with the Thrive MSP 2040, consistent with Imagine 2050 Land Use policy, with the Housing Policy Plan, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on September 25, 2019 ([Business Item 2019-233 JT](#), Review File No. 22077-1).
- The Council administratively reviewed the Redstone MUSA Expansion amendment March 1, 2021 (Review File No. 22077-2). The amendment brought a 19.6-acre parcel into the current Metropolitan Urban Service Area (MUSA) to allow the development of 47 single family residential lots located east of Highview Avenue and south of Dodd Boulevard (CSAH 9).
- The Council administratively reviewed the Cordelia Development amendment on June 9, 2021 (Review File No. 22077-3). The amendment reguided 22.4 acres from Medium Density Residential to Medium/High Density Residential located south of 179th Street and east of Cedar Avenue. The purpose of the land use change was to accommodate the development of 171 attached townhome units.



- The Council authorized the Adelman Property amendment on October 13, 2021 ([Business Item 2021-259](#), Review File No. 22077-4). The amendment guided approximately 115 acres recently annexed from Eureka Township as Industrial located east of Cedar Avenue (CSAH 23) and north of 225th Street.
- The Council authorized the Ruddle Property amendment on October 13, 2021 ([Business Item 2021-260](#), Review File No. 22077-5). The amendment guided approximately 91 acres recently annexed from Eureka Township as Warehouse/Light Industrial located west of Dodd Boulevard (CSAH 9) and north of 225th Street.
- The Council administratively reviewed the United Christian Academy amendment on December 7, 2021 (Review File No. 22077-6). The amendment reguided 33 acres from Commercial to Medium/High Density Residential located south of 210th Street and west of Keokuk Avenue.
- The Council administratively reviewed the Ebenezer Estoria Development amendment on January 27, 2022 (Review File No. 22077-7). The amendment reguided 9 acres from Medium/High Density Residential to High Density Residential located directly west of Hosanna Church, east of Jaguar Avenue, and north of 165th Street.
- The Council authorized the Powell Development amendment on April 27, 2022 ([Business Item 2022-91](#), Review File No. 22077-8). The amendment reguided 22.79 acres from High Density Residential (10.86 acres) and Medium/High Density Residential (11.93 acres) to Low/Medium Density Residential located west of I-35, south of 205th Street, and north of 215th Street.
- The Council administratively reviewed the North Ryan Addition amendment on April 27, 2022 (Review File No. 22077-9). The amendment reguided approximately 15 acres from Office Park (OP) to Warehouse/Light Industrial (W/LI) located south of 215th Street (CSAH 70) and west of Jacquard Avenue.
- The Council authorized the Authentix amendment on July 13, 2022 ([Business Item 2022-175](#), Review File No. 22077-10). The amendment reguided 2.5 acres of High Density Residential and 6.1 acres of Commercial to Corridor Mixed Use located west of I-35 and north of 215th Street (CSAH 70).
- The Council provided review comments on the Ruddle Alternative Urban Areawide Review (AUAR) on October 19, 2022 (Review File No. 22726-4). Comments were related to forecasts and wastewater connections.
- The Council provided review comments on the Adelman Farm Draft Alternative Urban Areawide Review (AUAR) on January 4, 2023 (Review File No. 22735-2). Comments were related to forecasts.
- The Council authorized the Lakeville MUSA Extension and Forecast Update Comprehensive Plan Amendment on February 22, 2023 ([Business Item 2023-45](#)), Review File No. 22077-11). The amendment added 207 acres and The purpose of the amendment is to accommodate light industrial developments on the two sites located east of Cedar Avenue (CSAH 23) and north of 225th Street.
- The Council administratively reviewed the Sundance Lakeville comprehensive plan amendment on December 22, 2023 (Review File No. 22077-12) and reguided 17.75 acres to accommodate 167 townhome, nine single-family homes, and three acres of commercial space and is located north of 162nd Street West and west of Buck Hill Road.
- The Council administratively reviewed the UCA Land Use comprehensive plan amendment on February 7, 2024 (Review File No. 22077-13) reguided 10 acres from Commercial to Medium/High Density Residential located at southwest of the intersection of I-35 and CSAH 70 (210th Street) to allow expansion of athletic facilities at the United Cristian Academy.
- The Council administratively reviewed the – Lord of Life Comprehensive comprehensive plan amendment on October 8, 2024 (Review File No. 22077-14) to reguide 5.76 acres from Public and Quasi-Public to Low/Medium Density Residential located at 16200 Dodd Lane. The purpose of the amendment is to allow for the development of 24 twin home lots.
- The Council administratively reviewed the Cedar Hills North comprehensive plan amendment on November 8, 2024 (Review File No. 22077-15) to reguide 2.31 acres from Medium/High Density Residential to Low Density Residential, and 32.6 acres from Low/Medium Density

Residential to Medium/High Density Residential located north of 200th Street and east of Cedar Avenue to allow for the proposed construction of 89 single family lots and 144 attached townhome lots.

- The Council administratively reviewed the Cedar Hills North comprehensive plan amendment on November 8, 2024 (Review File No. 22077-15) to reguide 2.31 acres from Medium/High Density Residential to Low Density Residential, and 32.6 acres from Low/Medium Density Residential to Medium/High Density Residential located north of 200th Street and east of Cedar Avenue to allow for the proposed construction of 89 single family lots and 144 attached townhome lots.
- The Council provided review comments on the Interstate South Logistics Park Alternative Urban Areawide Review (AUAR) on June 2, 2025 (Review File No. 21385-4). Comments were land use and wastewater connections.
- The Council provided review comments on the Olam Lakeville Industrial Alternative Urban Areawide Review (AUAR) on July 9, 2025 (Review File No. 23036-3). Comments were related to climate, land use, and wastewater connections.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040 and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Regional Parks

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

The proposed amendment conforms to the 2040 Regional Parks Policy Plan. There are no units of the Regional Parks and Trails System in the vicinity of the site. The nearest unit of the Regional Parks and Trails System – Lake Marion Greenway Regional Trail – is approximately 1.3 miles north of the proposed changes.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs (roger.janzig@metc.state.mn.us)

The proposed amendment conforms to the 2040 Water Resources Plan. The Metropolitan Disposal System has adequate capacity for this project location.

Advisory Comments

It is the Council's understanding of the City's plan and ordinances that Data Centers are a permitted use in both the Office Park (O-P), and Warehouse/Light Industrial (W/LI) districts. Any site plan that permits a data center will be required to obtain an Industrial Discharge Permit, at which time specific wastewater quality and quantity will need to be evaluated for impacts to system capacity, wastewater treatment processes, and wastewater effluent permitting. Depending on actual peak flows and wastewater constituents, additional mitigation may be required, such as pre-treatment, attenuation through wastewater storage, or an alternative surface water or ground infiltration discharge.

In addition, the Metropolitan Council's Waste Discharge Rules prohibit non-contact cooling water from being discharged to the sanitary sewer system, unless it is demonstrated that there is no effective and practical alternative. The City and developers are encouraged to contact the Council's Industrial Waste and Pollution Prevention group to request a review of proposed cooling water discharges to better understand requirements of a specific project, prior to sizing and investing in sewer infrastructure to serve the development. For more information, please contact Kristi Goble at kristi.goble@metc.state.mn.us or at 651-602-8114.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The proposed amendment conforms to the 2040 Transportation Policy Plan (TPP). The amendment accurately responds to updates to the TPP.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

Forecasts

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

The amendment is consistent with regional policy. Council staff find that a forecast adjustment is not needed. Table 1 illustrates the current approved forecasts for the city.

Table 1. Metropolitan Council City of Lakeville Forecasts

	MN DEED	2020 (actual)	Current Approved Forecast		
			2030	2040	2050
Population	n/a	69,490	79,900	84,700	89,500
Households	n/a	23,265	28,100	31,000	33,100
Employment	20,669	15,888	23,100	25,200	29,900

Thrive MSP 2040 and Land Use

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

The amendment is consistent with regional policy for land use. Thrive MSP 2040 identifies the City as a Suburban Edge community. Thrive directs communities designated as Suburban Edge to consider how local efforts to focus economic development strategies along existing commercial centers or commercial corridors and how development can contribute to the region's overall economic competitiveness through enhanced integration of local and regional planning efforts. The site is less than one mile from Interstate 35 and abuts Dakota County Highway 70.

The amendment proposes to re-guide land designated as Office Park to Warehouse/Light Industrial and to adjust the staging on three properties from Expansion Area B to current MUSA.

The amendment site is 119.7 acres in size, and is located generally south of 215th Street (Dakota County Highway 70), west of Jacquard Avenue, and east of Kaparia Avenue (see Figure 2). The purpose of the amendment is to reguide four properties Office Park (OP) to Warehouse/Light Industrial (W/LI) and to adjust the staging on three properties from Expansion Area B to current MUSA. The City will also be amending the official Lakeville zoning map to rezone parcels to be consistent with the land use

The Council recently provided review comments on the Olam Lakeville Industrial AUAR on July 9, 2025 (Review File No. 23036-3). The AUAR identified the need for staging, land use, and zoning amendments to support development 152 acres for industrial uses. Two scenarios were reviewed: Scenario 1 was for a light industrial uses of 1,360,000 square feet and Scenario 2 examined 1,075,000 square feet of industrial, 285,000 square feet of "Office Park. The Council's comments were related to climate, land use, and wastewater connections.

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

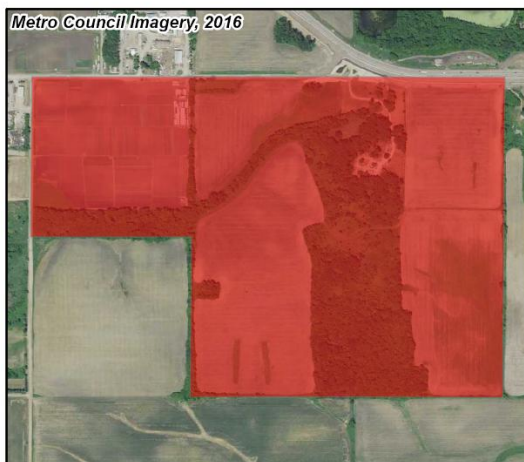
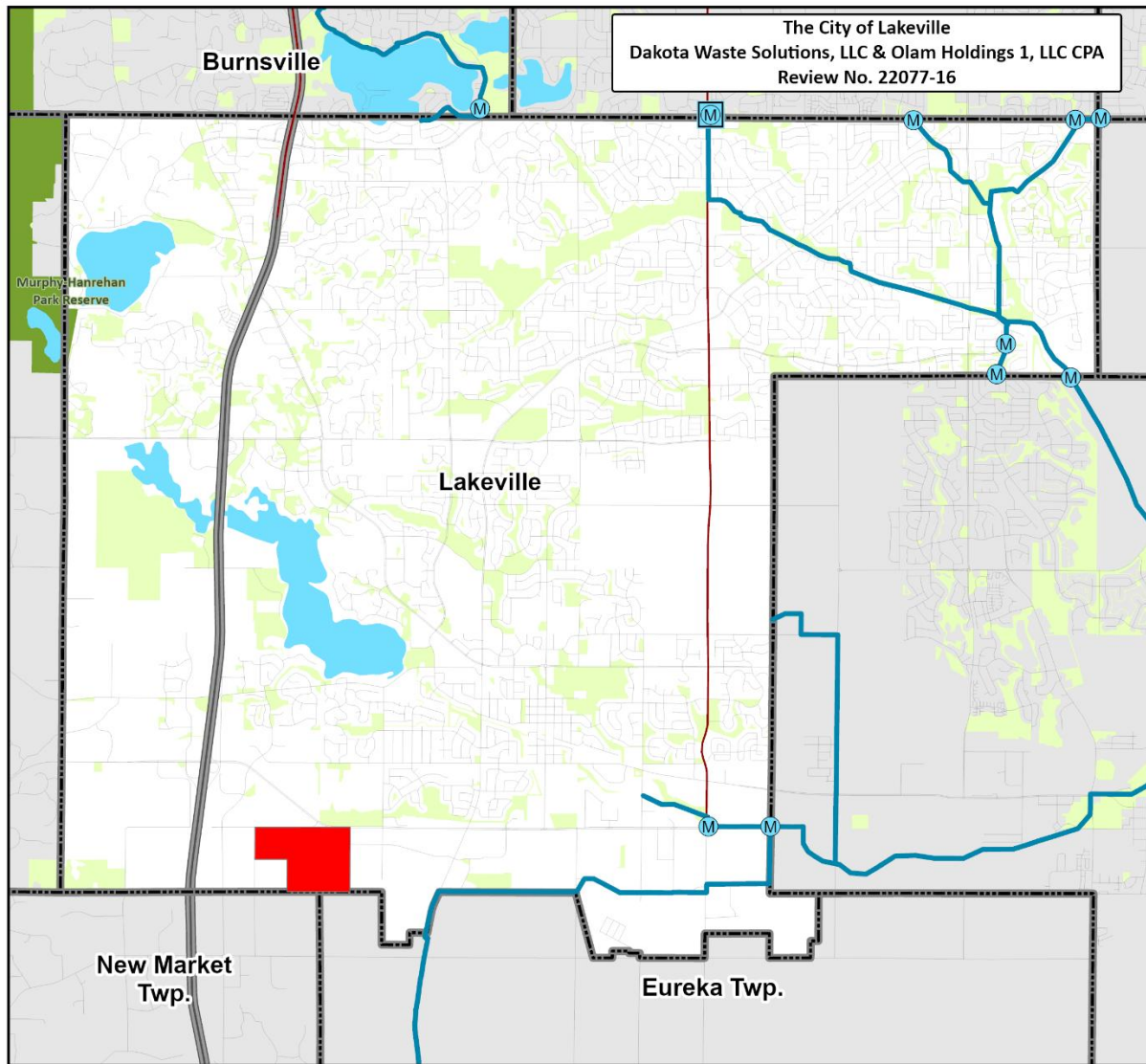
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: MUSA Expansion and Staging



Figure 1. Location Map Showing Regional Systems



Regional Systems

Regional Transitways

- Existing
- Planned Current Revenue Scenario
- Potential Increased Revenue Scenario

Wastewater Treatment

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

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Road Centerlines

Regional Parks

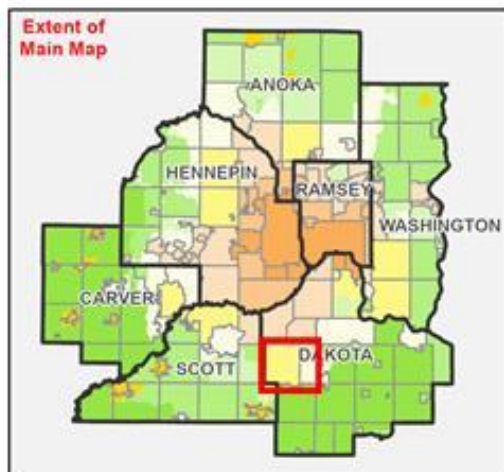
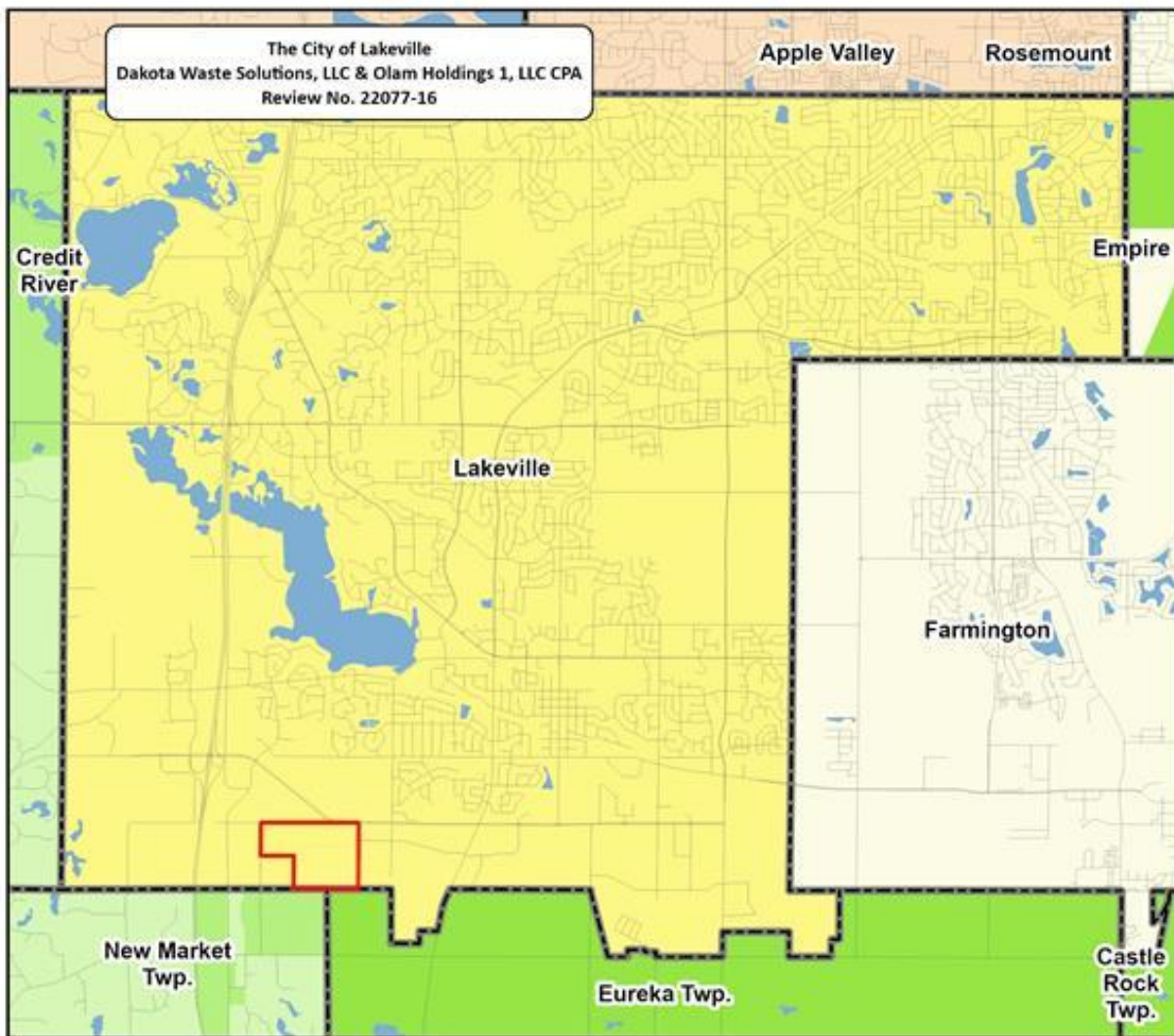
- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Other Parks, Preserves, Refuges and Natural Areas

Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned Regional Trails
- Regional Trail Search Corridors



Figure 2. Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center



Metropolitan Council

Figure 3. Current and Proposed Land Use Guiding

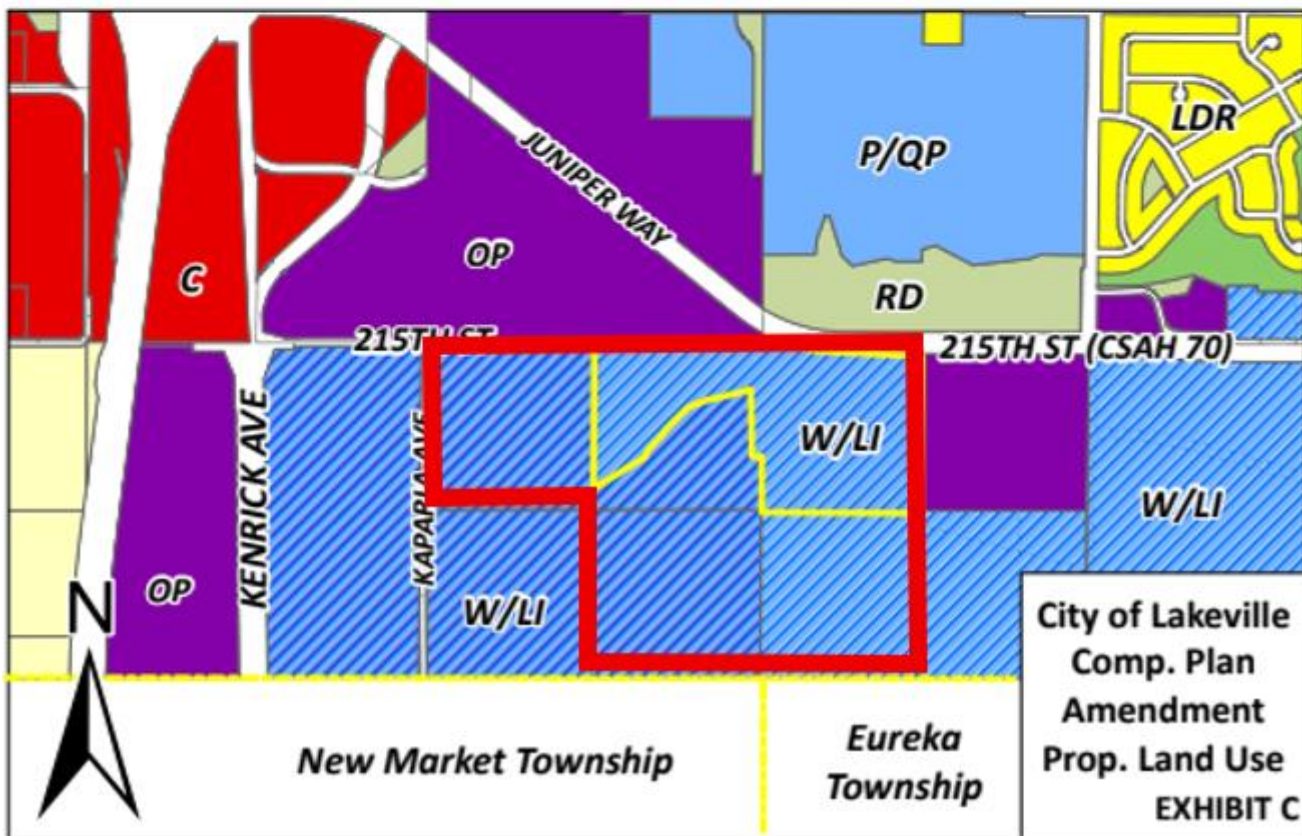


Figure 4. MUSA Expansion and Staging

