



Project Addresses: 7901-7913 E Buckeye Road & 7102-7270 Maahic Way
Application Type: Zoning Map Amendment and Amended PD(GDP-SIP)
Legistar File ID # [92756](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant: Dane County Department of Waste and Renewables; 1919 Alliant Energy Center Way; Madison; John Welch and Wyeth Augustine-Marceil, representatives.

Property Owner: Dane County.

Requested Actions: Consideration of a request to rezone 7901-7913 E Buckeye Road from CC-T (Commercial Corridor–Transitional District) and CN (Conservancy District) to PD (Planned Development District), and a request to amend the Planned Development District–General Development Plan and approve a Specific Implementation Plan for Dane County’s Rodefild Landfill generally addressed as 7102-7270 Maahic Way to relocate and expand materials recycling at the landfill.

Proposal Summary: Dane County is requesting approval to rezone three parcels at 7901, 7905, and 7903 E Buckeye Road from CN and CC-T to PD and approval of an amended Planned Development district for the Rodefild Landfill campus to relocate outdoor storage and construct a “can yard” to support their material recycling program. Dane County hopes to commence proposed site work related to the project as soon as all regulatory approvals have been granted.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. The approval process and standards for the Planned Development zoning district is outlined in Section 28.098 of the Zoning Code.

Review Required By: Urban Design Commission, Plan Commission, and Common Council.

Summary Recommendation: The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00751 and 28.022–00752, rezoning 7901-7913 E Buckeye Road from CN and CC-T to PD and approving an amended General Development Plan and Specific Implementation Plan to expand Rodefild Landfill at 7102-7270 Maahic Way, subject to input at the public hearing, the recommendation of the Urban Design Commission, and the conditions from reviewing agencies beginning on **page 5** of this report.

Background Information

Parcel Location: Rodefild Landfill currently comprises approximately 217 acres of land that generally extends along the north side of Maahic Way from Long Road and Meier Road on the west to CTH AB on the east in Alder District 16 (O’Brien). CTH AB is alternatively named E Buckeye Road at Femrite Drive and Brandt Road further south as it approaches US Highways 12 and 18. The landfill campus is split between the Madison Metropolitan School District and McFarland School District. With the proposed expansion, the landfill campus will comprise approximately 251 acres of land.

Existing Conditions and Land Use: The current Rodefeld property zoned PD includes the Clean Sweep facility, storage and maintenance buildings, gas-to-energy buildings, a truck scale, fueling facility, and operations building in addition to the landfill, which covers approximately 105 acres. A City’s Streets Division property at 7270 Maahic Way is also zoned PD as part of the landfill campus; the City is currently in the process of conveying the former Streets wood processing site to Dane County. The three parcels at 7901, 7905, and 7913 E Buckeye Road are undeveloped parcels; 7901 and 7905 are zoned CC-T (Commercial Corridor–Transitional District), while 7913 is zoned CN (Conservancy District).

Surrounding Land Uses and Zoning:

- North: McAllen 120 Business Park, Suter’s Self Storage, and Suter’s Speed Shop located along Femrite Drive, zoned IL (Industrial–Limited District); undeveloped lands, zoned A (Agricultural District);
- South: Across US Highways 12 and 18, Yahara Hills Golf Course, zoned PR (Parks and Recreation District); future Dane County landfill and sustainability campus, zoned IG (Industrial–General District);
- West: America’s Best Value Inn on Maahic Way in the Town of Blooming Grove; undeveloped land in the City of Madison, zoned IL; and
- East: East of CTH AB, Hope Lutheran Church, single-family residences, and mini-storage warehouses located in the Town of Cottage Grove; undeveloped land, Dane County Medical Examiner’s Office, and a Dane County Highways and Transportation Department garage located in the City, zoned SE (Suburban Employment District); Dane County-owned solar collection farm, zoned A.

Adopted Land Use Plans: The Comprehensive Plan as amended through 2024 recommends the two commercially zoned parcels for General Commercial, while the rest of the landfill campus is recommended for Park and Open Space and Special Institutional. Most of the land east of the landfill across CTH AB is recommended for Employment uses with the exception of the church and County-owned buildings, which are designated Special Institutional. Most of the land located between the landfill and Interstate 39/90 to the west is recommended for Industrial.

The 2017/2022 Yahara Hills Neighborhood Development Plan identifies most of the landfill and other parcels extending north to Femrite Drive for Other Open Space and Stormwater Management, with the waste transfer and household hazardous waste facilities for Civic and Institutional. Most of the land east of the landfill across CTH AB is recommended for Employment uses with the exception of the church and medical examiner’s offices, which are recommended for Civic and Institutional. Most of the land located between the landfill and Interstate 39/90 is recommended for Industrial land uses.

Zoning Summary: The subject site will be zoned PD. A review of the proposed amended GDP and SIP follows.

Other Critical Zoning Items	
Yes:	Urban Design (PD zoning), Utility Easements, Barrier Free, Wetlands
No:	Floodplain, Wellhead Protection, Waterfront Development, Landmarks, Adjacent to Park; Transit-Oriented Development (TOD) zoning overlay
<i>Prepared by: Planning and Zoning Staff</i>	

Environmental Corridor Status: The existing landfill is located within the Central Urban Service Area, while the 27.9 acres to be added to the PD district are not. Most of the northern edge of the existing landfill campus in the CUSA is located in a mapped environmental corridor.

Public Utilities and Services: City water and sanitary sewer facilities are available along most of the southern edge of the landfill. Metro Transit does not provide service in this area of the City.

Previous Approvals

On April 3, 1992, the Common Council conditionally approved a request by Dane County to rezone approximately 162 acres of land generally located in the 6700- through 7100-blocks of US Highways 12 and 18 from Temp. A (Agriculture District), C (Conservancy District) and PUD (Planned Unit Development District) [1966 Zoning Code] to Amended PUD to allow the future vertical and horizontal expansion of Rodefild Landfill, including on 68 acres of land purchased from the City, and on land annexed from the Town of Blooming Grove in 1991.

On October 4, 1994, the Common Council approved a request by Dane County to rezone the approximately 162 acres from Temp. A (Agriculture District), C (Conservancy District), PUD-GDP and PUD-SIP to PUD-SIP to complete the vertical and horizontal expansion of Rodefild Landfill and to provide a 6.4-acre buffer zone required by the Wisconsin Department of Natural Resources as part of its approval of the landfill expansion. A series of alterations were approved since this SIP was approved to incorporate various small buildings into the site and to provide additional screening along the edges of the County property.

On February 8, 2010, the Plan Commission approved an alteration to the Rodefild Landfill PUD-SIP to allow construction of a combined waste transfer and household hazardous waste facility at 7102 US Highways 12 and 18.

On May 6, 2014, the Common Council approved a request to rezone 7102 US Highways 12 and 18 from Temp. A (Agricultural District), CN (Conservancy District) and PD (Planned Development District) [2013 Zoning Code] to PD and approved a General Development Plan and Specific Implementation Plan to allow the horizontal and vertical expansion of Rodefild Landfill, including on approximately 55 acres of land adjacent to the northeastern and southeastern corners of the landfill, which was purchased from the City of Madison. Alterations have been approved since this SIP was approved to address the addition of various ancillary facilities to support landfill operations.

On February 23, 2021, the Common Council approved an amendment to the Planned Development District–General Development Plan and a Specific Implementation Plan for Rodefild Landfill to allow the vertical expansion of the east hill of the landfill to prolong the life of the facility until a new landfill could be established.

On January 22, 2024, the Plan Commission approved the demolition of a two-story commercial building at 7901 E Buckeye Road.

Project Description

Dane County is requesting approval to rezone three parcels totaling approximately 27.9 acres at 7901, 7905, and 7913 E Buckeye Road from CN and CC-T to PD–Planned Development. The three parcels are located adjacent to

the northeastern corner of the existing Rodefild Landfill PD zoning district. As part of the zoning map amendment, the County is also requesting to amend the General Development Plan and Specific Implementation Plan for the landfill to incorporate the additional areas being rezoned.

The three parcels to be rezoned to PD are currently undeveloped. The parcels at 7901 and 7905 E Buckeye Road are zoned CC-T and were previously developed with the former “Country Corners” tavern and surface parking located at the southwestern corner of E Buckeye Road/CTH AB and Femrite Drive. The two-story tavern building and parking lot were demolished in 2024 following Plan Commission approval. The 7913 E Buckeye Road parcel is zoned CN and is the largest of the three to be rezoned. The 7913 parcel is characterized by significant wetlands over the western three-quarters of the parcel; the remainder is improved with a gravel parking area located adjacent to CTH AB.

The three parcels comprising the existing PD-zoned Rodefild Landfill campus are addressed as 7102-7270 Maahic Way. The current campus PD district covers approximately 217 acres, which includes the Dane County Clean Sweep facility, various maintenance and storage buildings, gas-to-energy buildings, a scale house, fueling facility, and operations building in addition to the landfill, which covers approximately 105 acres. As noted on the ‘Overall Plan’ attached to the project plans, the campus also includes a construction and demolition recycling facility adjacent to the Clean Sweep building and a wood and tree processing yard located along the northern edge of the campus. For reference, the current and proposed boundaries of the landfill campus and PD zoning district are shown in blue on the overall campus plan, with the limits of the 105-acre landfill outlined in yellow.

The rezoning of the 27.8 acres and PD amendment are driven by plans to relocate existing outdoor storage on the landfill campus and to create a “can yard” on the CTH AB side of the facility on a portion of the land to be added to the PD zoning district. A new shingles storage yard is proposed along the northern side of the campus adjacent to the wood processing facility, while the new can yard will be located on the existing gravel parking area on the 7913 E Buckeye Road parcel. Plans for the can yard indicate that up to 200 roll-off containers will be stored within the area, which will be enclosed in six-foot tall chain link fencing. Per a note on the plans, the entire east side of the fenced area facing CTH AB will be covered with fence fabric, as will half of the northern and southern halves of the fencing closest to the road to limit visibility of the yard from passing traffic. An extensive landscaping plan is also proposed along the eastern edge of the can yard to screen it from CTH AB. Access to the yard will be provided from an existing 30-foot wide driveway from CTH AB, with access to be controlled by a gate inset from the road. The projects will expand the space provided for material recycling, in particular the expansion of the County’s asphalt shingle recycling efforts.

Analysis & Conclusion

Landfills are a conditional use in the IG (Industrial–General) zoning district, and a new landfill being developed by Dane County directly south of the subject site across US Highways 12 and 18 was zoned IG in 2022, with conditional uses approved for its operation in 2023 and 2025. Section 28.098(2) of the Zoning Code requires that the applicant for Planned Development zoning demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development, and Planned Developments “shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of [the Planned Development zoning district]. Conditions under which planned development may be appropriate include site conditions such as steep topography or other unusual physical features or redevelopment of an existing area or use of an infill site that could not be reasonably

developed under base zoning district requirements. In any case, a PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.

In reviewing the proposed zoning map amendment and Amended PD(GDP-SIP) for the expansion of Rodefild Landfill, the Planning Division believes that the applicable standards and criteria for approval are met.

While landfills are allowed in IG zoning with conditional use approval, Rodefild Landfill has been governed by a planned zoning district since at least 1992, including two horizontal expansions of the landfill campus that were zoned PUD under the 1966 Zoning Code or PD under the current Zoning Code that took effect on January 2, 2013. In each case, Planning staff has recommended the use of the project-specific PD zoning to guide implementation of the unique land uses represented by the landfill and its associated facilities. Planning and Zoning staff felt that adding the 7901-7913 E Buckeye Road parcels to the existing Planned Development district would provide more regulatory continuity for the expansion than rezoning the entire site to IG or having split IG and PD zoning for the expanded landfill campus. Staff also feels that the expanded PD zoning is consistent with the Comprehensive Plan and Yahara Hills Neighborhood Development Plan, which recommend most of the landfill campus for open space or institutional land uses that reflect both the current uses as well as the future park use envisioned for much of the campus once operations cease and the landfill is closed. Rezoning some or all of the expanded landfill campus to IG zoning would be inconsistent with these land use recommendations in staff's opinion.

Section 28.098 requires that the Urban Design Commission review General Development Plans and Specific Implementation Plans prior to the Plan Commission and make a recommendation to the Plan Commission with specific findings on the design objectives for the PD zoning district. The Urban Design Commission reviewed the expanded Planned Development at its April 29, 2026 meeting and recommended **approval**. A draft report from that discussion is attached to the legislative file for this proposal (ID [63855](#)).

Recommendation

Planning Division Recommendation (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022-00751 and 28.022-00752, rezoning 7901-7913 E Buckeye Road from CN and CC-T to PD and approving an amended General Development Plan and Specific Implementation Plan to expand Rodefild Landfill at 7102-7270 Maahic Way, subject to input at the public hearing, the recommendation of the Urban Design Commission, and the conditions from reviewing agencies:

Recommended Conditions of Approval Major/Non-Standard Conditions are Shaded

Planning Division

1. That the applicant work with Planning and Zoning staff to update the zoning text and plans for the Rodefild Landfill Planned Development district as necessary to reflect all of the previously approved and proposed projects across the campus.

Urban Design Commission (Contact Jessica Vaughn, (608) 267-8740)

The Urban Design Commission recommended **approval** of the expanded PD(GDP-SIP) on April 29, 2026 with no conditions.

City Engineering Division (Contact Brenda Stanley, (608) 261-9127)

2. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Storm Water Management Plan & Report shall include compliance with the following:
 - Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.
 - Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. If calculations are done by hand or are not available electronically, the hand copies or printed output shall be scanned to a PDF file and provided to City Engineering.
 - Detain the 2-, 5-, 10-, 100-, and 200-year storm events, matching post development rates to predevelopment rates and using the design storms identified in MGO Chapter 37.
 - Reduce TSS by 80% (control the 5-micron particle) off of newly developed areas compared to no controls.
 - More details will be needed to define the exact stormwater management requirements. The submitted plans indicate new impervious just below the 20,000 square feet but they also call for an expansion area that would push it over the threshold and the requirements are retroactive. Also, the existing site would be considered developed so disturbance would result in redevelopment requirements. A meeting will be required to fully determine what the stormwater management requirements are for this project.
3. Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608) 261-9250 to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering sign-off.
4. An Erosion Control Permit is required for this project.
5. A Storm Water Management Report and Storm Water Management Permit is required for this project.
6. A Storm Water Maintenance Agreement (SWMA) is required for this project.
7. This site appears to disturb over one (1) acre of land and requires a permit from the Wisconsin Department of Natural Resources (WDNR) for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR-216 and NR-151 however a separate permit submittal is still required to the WDNR for this work. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process. Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement. The applicant is notified that the City of Madison is an approved

agent of the Department of Safety and Professional Services (DSPS) and no separate submittal to this agency or Capital Area Regional Planning Commission (CARPC) is required for this project to proceed.

8. This project will disturb 20,000 square feet or more of land area and require an Erosion Control Plan. Please submit an 11- x 17-inch copy of an erosion control plan (pdf electronic copy preferred) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval.
9. Demonstrate compliance with MGO Sections 37.07 and 37.08 regarding permissible soil loss rates. Include Universal Soil Loss Equation (USLE) computations for the construction period with the erosion control plan. Measures shall be implemented in order to maintain a soil loss rate below 5.0 tons per acre per year.
10. Complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by MGO Chapter 37.
11. Submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West).

City Engineering Division – Mapping Section (Contact Jeff Quamme, (608) 266-4097)

12. The proposed plans show the placement of trees immediately adjacent to the overhead power lines. The applicant shall contact the utility company to assure safe clearances for the planned overstory trees planned along the front of the site.
13. Submit, prior to plan sign-off, a single digital CADD file to Public Works Development Manager Brenda Stanley (bstanley@cityofmadison.com). The digital CADD file shall be to scale and represent final construction. It shall be on the WISCRS Dane County Projection as set forth in the website link below. The single CADD file submittal shall be either AutoCAD (dwg) or Universal (dxf) format and shall contain the required data per the City of Madison CADD Site Plan Approval. Submittal instructions available at:

➔ <https://www.cityofmadison.com/engineering/developers-contractors/developers/digital-file-submittals>

Traffic Engineering Division (Contact Sean Malloy, (608) 266-5987)

This agency has reviewed the request and recommended no conditions of approval.

Zoning Administrator (Contact Jacob Moskowitz, (608) 266-4450)

This agency has reviewed the request and recommended no conditions of approval.

Fire Department (Contact Matt Hamilton, (608) 266-4457)

This agency has reviewed the request and recommended no conditions of approval.

Parks Division (Contact Brian Kowalski, (608) 243-2848)

This agency has reviewed the request and recommended no conditions of approval.

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

14. The subject parcels are located beyond Madison Water Utility's existing service area. Note that attachment to the City's water system may be required in the future if/when water service becomes available per MGO Section 13.07.

Metro Transit (Contact Tim Sobota, (608) 261-4289)

This agency has reviewed the request and recommended no conditions of approval.

City Forestry Section (Contact Jeffrey Heinecke, (608) 266-4890)

This agency has reviewed the request and recommended no conditions of approval.

Parking Review (Contact Trent W. Schultz, (608) 246-5806)

15. This agency reviewed this project and determined that a Transportation Demand Management (TDM) Plan is not required as part of approving the proposed site changes.