



DANE COUNTY DEPARTMENT OF
WASTE & RENEWABLES

LETTER OF INTENT FOR THE DEVELOPMENT OF A
SUSTAINABILITY CAMPUS

at

7101 US Highway 12 & 18

Madison, WI 53718

(Yahara Hills Golf Course)

Submitted to:

City of Madison – Planning Division

Submitted on:

July 29, 2022

Revised on August 1, 2022

Submitted by:

Dane County Department of Waste & Renewables

County Executive Joseph T. Parisi

Director John Welch, PE

1919 Alliant Energy Center Way

Madison, Wisconsin 53713

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Section 1. Project Description and Intent

With less than 10 years of landfill space remaining, the Dane County Department of Waste & Renewables (W&R) is proposing to develop a Sustainability Campus, which is intended to include a Sustainable Business Park, composting operation, and landfill, on the eastern portion of the Yahara Hills Golf Course.

To allow for the proposed land uses that are further described in Section 6, the zoning must be amended from "Parks and Recreation" to "Industrial - General" for the subject parcels (251/0710-254-0099-7 and 251/0710-361-0099-0). Additionally, the subject parcels must be combined and subdivided into two parcels where one parcel will consist of the Sustainable Business Park and the other parcel will consist of a landfill and areas for recreation. This letter of intent, subdivision application, and other associated attachments serve as a formal request to rezone and subdivide the subject parcels.

The intent of the project is to promote opportunities for waste diversion and local circular economies, where the waste generated in Dane County is reused, repaired, recycled, or converted to energy. The proposed project also includes a landfill which will continue to serve the City of Madison (City) and Dane County (County) with a local waste management option for the materials that cannot technically or economically be diverted. W&R has a long history of challenging the traditional model of waste management and plans to continue to do so with the current proposal for this campus.

Section 2. Project Location

Address: 7101 US Hwy 12 & 18
Madison, WI 53718

Alternate addresses: 4502 Brandt Road Madison, WI 53718

Parcel Numbers: 251/0710-254-0099-7
251/0710-361-0099-0

Dane County currently owns parcels to the north of the proposed project site (7102 US Hwy 12 & 18, Madison, WI 53718) where W&R has operated the Dane County Landfill No. 2 (Rodefild Landfill) since 1985. The property also includes a construction & demolition (C&D) recycling facility; household hazardous waste collection facility (Clean Sweep); combined office and maintenance building; various other support buildings and infrastructure; and a biogas processing facility used to convert landfill biogas to pipeline quality renewable natural gas.

Section 3. Parties Involved

City of Madison Alder (District 16): Alder Jael Currie (pre-application notification was sent on July 8, 2022)

Neighborhood Association: No applicable neighborhood associations

Business Association: No applicable business associations

Current Property Owner: City of Madison Parks Yahara Hills Golf Course
210 Martin Luther King Jr Blvd, Rm 104
Madison, WI 53703
Eric Knepp, Superintendent
(608) 266-4711

Proposed Owner/Developer: Dane County Department of Waste & Renewables
1919 Alliant Energy Center Way
Madison, WI 53713
John Welch, Director
(608) 516-4154

Surveyor: Ayres Associates Inc.
5201 E Terrace Dr. #200
Madison, WI 53718
Christopher Stolinas, PLS
(608) 443-1237

Section 4. Existing Conditions and Uses

The location for the proposed Sustainability Campus is currently owned by the City of Madison and is a part of the Yahara Hills Golf Course. In June 2022 the City and County entered into a formal land sale agreement which would transfer ownership to the County by the end of 2022. The parcels are currently zoned as Parks and Recreation (PR) and contain golf holes, golf cart trails, and other course infrastructure, including three maintenance buildings on the eastern portion of the parcels, near CTH AB. In 2019, the City formed the Task Force on Municipal Golf to address the golf enterprise's financial challenges and offer recommendations on how to make golf more financially and environmentally sustainable. The Task Force's report included a recommendation to reduce the number of holes from 36 to 18 at the Yahara Hills site.

The proposed Sustainability Campus is anticipated to accommodate 18 holes of golf at the City's property immediately west of the site until at least 2042. W&R plans to enable the City to maintain the level of play and golf experience at the site through natural buffers, protection of trees and screening, and being attentive and responsive to any concerns that may arise from the golfers and City of Madison Parks staff.

Section 5. Proposed Land Uses

The proposed subdivision and anticipated land uses of the subject parcels are shown on Figure 1 and further described below.

Lot 1: Sustainable Business Park and Supporting Infrastructure

Lot 1, a total area of approximately 30 acres, is proposed to be the Sustainable Business Park with supporting infrastructure. The anticipated uses of the Sustainable Business Park may include:

- Areas dedicated for stormwater management systems.
- Areas for indoor or outdoor collection, storage, and transfer of diverted materials. This would provide potential tenants with access to free or low cost materials.
- Areas for small-scale food waste composting operations using enclosed technology.
- Areas for education or programs that advance the concepts of responsible waste management, waste diversion, or local circular economy.
- Areas that support Business Park infrastructure and landfill operations (driveways, parking, scale, shop, administrative building, etc.).
- Areas for renewable energy generation.
- Areas for waste sorting, processing or recycling activities.

- Areas for emerging waste technologies including the potential for small or large-scale waste to energy or gas to energy facilities.
- Areas for recycling, repair, resale, or upcycling of materials otherwise destined for the landfill.
- Areas for research, development, or implementation of new technologies for beneficial reuse, recycling or alternative waste management techniques.
- Areas for advancing the research, development, or implementation of renewable energy or waste to energy technologies.
- Areas for ancillary facilities that support campus tenants or embody circular economy goals (food service, garden, greenhouse, carbon capture, social services, etc.).

Please note, a Consultant to assist in the planning and development of the Sustainable Business Park is anticipated to be hired in the Fall of 2022. The anticipated permitted uses are not all-inclusive and subject to change based on the Consultants recommendations and tenant engagement.

Design of civil infrastructure and landfill supporting infrastructure is anticipated to start in 2024 with construction anticipated to start in 2025. Further development of the Sustainable Business Park may commence as early as 2027.

Lot 2: Landfill and Recreation

Lot 2, a total area of approximately 200 acres, is proposed to be the Landfill with areas dedicated for continued recreation. The anticipated uses for Lot 2 may include:

- Greenspace or open space for habitat restoration, recreation, and the continued use of the golf course.
- Areas dedicated for stormwater management systems, landfill screening, and buffers to recreation.
- Dedicated southern access road (per Yahara Hills Neighborhood Development Plan).
- Areas for large-scale yard waste and/or food waste compost operations. Note, the ownership and operations model of a compost facility has yet to be determined. Planning and permitting for compost areas will begin in the fall of 2023.
- Areas for outdoor storage and transfer of diverted materials.
- Areas for renewable energy generation.
- Areas for access roads, storage facilities, landfill gas facilities, leachate management facilities, and other landfill support infrastructure.
- Landfill and landfill operation, maintenance, and monitoring infrastructure.
- Temporary soil stockpiles.
- Areas for shared infrastructure with the Sustainable Business Park.

Section 6. Project Schedule

The proposed Sustainability Campus project involves several components, which will advance at timelines specific to the approvals, regulatory authorities, and permit requirements specific to each item. Therefore, the current schedule is subject to change. Attachment A provides an overview of the schedule for various elements of the project.

Land Sale

The City and County executed numerous land sale and development agreements for the project in June 2022, further described in Section 7. The land sale is anticipated by December 2022, following due diligence and closing periods.

Recreation

Dane County and the City have mutually agreed to maintain recreation at the Sustainability Campus and at the City's remaining parcels to the west with 36 holes of golf until the end of 2024 golf season, 27 holes until the end of the 2025 golf season, and 18 holes until 2042. Dane County anticipates recreational master planning for the Sustainability Campus to start in early 2024 to align with the aforementioned golf course schedule.

City Permitting

Dane County anticipates several applications and/or agreements between the City and County to allow for the anticipated uses, described in Section 5, outlined below:

- Zoning map amendment and subdivision application to rezone from "Parks and Recreation" to "Industrial - General" for the subject parcels (251/0710-254-0099-7 and 251/0710-361-0099-0).
- Set of covenants for the proposed Sustainable Business Park to ensure it is developed in a way that is mutually agreeable to both units of government.
- Potential further subdivision of Lot 1 to accommodate anticipated tenants of the Park.
- Conditional use permits for both Lots to ensure the zoning code allows for the anticipated uses.

Sustainability Campus and Business Park Development

Master planning for the campus is anticipated to begin in the Fall of 2022 after a Consultant is hired to perform this work. Per our Agreement, the City will be involved in this process. This process is expected to include the following activities:

- Stakeholder engagement with neighbors, community groups, and other interested parties to establish guiding principles for the project
- Identification of potential waste streams for future diversion from the landfill and recycling or reuse
- Recruitment of business park tenants
- Development of goals and metrics for the campus
- Assessment of potential economic, environmental and social impact of campus

Civil Site Design & Construction

Design of civil infrastructure and landfill supporting infrastructure is anticipated to start in 2024 with construction anticipated to start in 2025. Dane County understands that the following design criteria shall be met:

- Roads designed to meet City design standards at the time of construction.
- Erosion control and stormwater permits for Lot 1 will be under City jurisdiction (Lot 2 will be under County jurisdiction).
- Modifications to the stormwater pond, anticipated to be constructed as part of the upcoming Wisconsin Department of Transportation (WisDOT) work, is subject to approval by the City Engineer.

Landfill and Compost Site Design, Permitting, and Construction

The landfill and compost permitting are multiyear processes, which are prescribed by State Statute and Wisconsin Department of Natural Resources (WDNR) code, and consist of several iterations of design and public comment periods. W&R has awarded a contract to Tetra Tech, an environmental engineering firm with local offices in Madison Wisconsin, to begin initial design and permitting work for the landfill and compost facilities. The design and permitting process for the proposed landfill is outlined in Table 1 and Table 2 outlines the process for a compost facility.

This work includes conducting an in-depth study of the proposed landfill and compost site. W&R will provide the information to the WDNR to enable WDNR to determine whether a landfill and compost facility can be built in compliance with environmental rules and regulations.

Landfill permitting also includes a local negotiated agreement process that allows affected municipalities (counties, villages, cities and towns within 1,500 feet of the proposed waste filling boundaries) to negotiate directly with W&R on a variety of topics around the proposed landfill site including but not limited to: hours of operation, landfill design elements, and local compensation for potentially affected parties.

Table 1. Landfill Permitting Process

Permitting Step	Estimated Timeline	Description
Initial Site Inspection (ISI)	April 2022	WDNR representatives determine whether the proposed landfill location is suitable relative to waterbodies, parks, roads and other physical features of the landscape as well as endangered resources and their habitat, water supply systems, historical structures and the like.
Initial Site Report (ISR)	Submit September 2022	Applicant provides information on the regional geology and land use as well as the basic layout of the proposed landfill. In response to the ISR, WDNR staff provide the applicant with an opinion on the suitability of the site for landfill development.
Geotechnical Investigation	Start December 2022	Applicant performs a comprehensive geotechnical investigation, prescribed in NR 512, to evaluate subsurface conditions (water table, bedrock surface, soil analyses, etc.) for use in the Feasibility Report.
Local Negotiated Agreement Process	June 2023	Opportunity for potentially affected municipalities (counties, villages, cities and towns within 1,500 feet of the proposed waste filling boundaries) to negotiate directly with applicant on a variety of topics around the proposed landfill site including but not limited to: hours of operation, landfill design elements, and local compensation for potentially affected parties.
Local Approval Process	June 2023	Opportunity for potentially affected municipalities to require additional local approvals. These requirements include any permits or approvals required by pre-existing local ordinances to construct or operate a landfill. This may include, but is not limited to, zoning variances, planning approvals, building permits and other criteria.
Borrow Source Identification and Permitting	August 2023	Borrow sources may be necessary if the proposed landfill location is anticipated to have a soil balance shortage or if clay, necessary for liner construction, is not available at the proposed landfill location. Permitting steps require an initial site inspection, conducted by WDNR, and subsequent zoning, construction, and restoration permitting.
Feasibility Report (FR)	November 2023	Applicant presents a comprehensive and detailed investigation of the proposed landfill site for WDNR review. The feasibility report contains field information on the surface features, geology and hydrogeology of the site, the amounts and types of waste to be disposed of, the basic design of the facility including a proposed monitoring program, an evaluation of the need for the landfill, and an analysis of alternatives to the landfill. The WDNR must first ensure that the feasibility report is complete before issuing a determination on the feasibility of the landfill proposal. Includes a public comment period following submittal and prior to WDNR determination.
Plan of Operation (POO)	2026	Applicant provides a detailed design, construction specifications, operational procedures, monitoring requirements, and a plan for constructing and financing the landfill's closure and long-term maintenance.
Landfill Construction	2027	Once a landfill proposal makes it through the above steps in the process, construction can proceed, subject to obtaining any other necessary state and local permits (such as an air quality permit, permits for surface water alterations under ch. 30, Wis. Stats., and local conditional use permits). The WDNR reviews and inspects the constructed landfill to ensure that it was built in accordance with the approved plans, and finally issues an operating license which allows a landfill to begin receiving waste for disposal.

Table 2. Compost Permitting Process

Permitting Step	Estimated Timeline	Description
Initial Site Inspection (ISI)	September 2023	WDNR representatives determine whether the proposed compost location is suitable relative to waterbodies, parks, roads and other physical features of the landscape.
Plan of Operation (POO)	Submit April 2024	Applicant provides a detailed design, construction specifications, operational procedures, monitoring requirements, and a plan for constructing and financing the compost facility's closure and long-term maintenance.
Compost Construction	March 2025 (estimated)	Once a compost proposal makes it through the above steps in the process, construction can proceed, subject to obtaining any other necessary state and local permits (such as permits for surface water alterations under ch. 30, Wis. Stats., and local conditional use permits). The WDNR reviews and inspects the constructed compost facility to ensure that it was built in accordance with the approved plans, and finally issues an operating license, which allows a compost facility to begin operations.

Section 7. Considerations

Dane County and the City of Madison entered into several Agreements, further described and outlined below:

- Intergovernmental Agreement (Contract #14739): Sets mutual understandings and expectations from the City's sale of a portion of the Yahara Hills Golf Course for the development of a landfill, Sustainability Campus, and development of adjacent county-owned land.
- Lease agreements (Contract #14740 and #14746): To ensure continued golf course operations and use of maintenance facilities.
- Easements (Contract #14741): To allow access to the golf course irrigation systems.
- Sustainability Campus and Landfill Development Agreement (Contract #14742): Sets mutual understandings and expectations for the development of the landfill, compost site, and Sustainable Business Park in regards to property conveyance, land use approvals, permitting, environmental considerations, and specifics to Sustainable Business Park development. This Agreement also discusses the conditions for a additional land sale in the future.
- Solid Waste Agreement (Contract #14743): Sets forth terms and conditions regarding the City's solid waste stream, tipping fees, acceptance of daily cover and other City materials, and other items associated with the County's landfill operations and to-be-developed County compost site.
- Right of First Refusal (Contract #14744): For the potential sale of future lands of approximately 80 acres.
- Land Sale (Contract #14745): For the sale of approximately 230 acres.

Dane County understands that the proposed property line bisects the stormwater pond that is proposed as part of the WisDOT work, and anticipates modifications to the pond dependent on civil site design work. Dane County also anticipates a shared driveway along CTH AB for additional access to Lot 1 from Lot 2.

Figure 1. Proposed Subdivision of Subject Parcels



Document Path: M:\Dane County\210417_Sustainability Campus\Planning & Zoning\Maps



Preliminary Site Plan
Dane County Department of Waste & Renewables
Dane County Sustainability Campus
March 1, 2022

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planners engineers advisors



Attachment A. Project Timeline (2022-2027)

DANE COUNTY SUSTAINABILITY CAMPUS DEVELOPMENT TIMELINE

Dane County Department of Waste & Renewables
Allison Rathsack

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Notes:

1) Timeline for all items are estimated and provided for informational purposes only. Dane County may proceed with these steps more quickly or slower than indicated.

2) Public comment and engagement opportunities highlighted in **BOLD**