



Project Addresses: 7102 US Highways 12 & 18
Application Type: Planned Development District
Legistar File ID # [63855](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant: Dane County Department of Waste and Renewable; 1919 Alliant Energy Center Way; Madison; John Welch, representative.

Property Owners: Dane County.

Requested Actions: Amending the Planned Development District–General Development Plan and approving a Specific Implementation Plan for Dane County’s Rodefild Landfill generally addressed as 7102 US Highways 12 & 18 to allow the vertical expansion of the east hill of the landfill.

Proposal Summary: Dane County is requesting approval of an amended Planned Development district for a 217-acre tract to allow the vertical expansion of the eastern hill at Rodefild Landfill to provide additional capacity for the landfill. Landfilling at Rodefild is ongoing. Dane County estimates that based on current waste volumes, the existing approved landfill has 7-8 years of capacity remaining. The proposed expansion of the eastern hill will add up to an additional 3.5 years of capacity to Rodefild based on current waste volumes. Following closure of the landfill, most of the facility will revert to open space uses.

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 28.022–00488 and 28.022–00489, approving an amended General Development Plan and Specific Implementation Plan for Rodefild Landfill at 7102 US Highways 12 & 18 to allow vertical expansion of the east hill, 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 US Highways 12 & 18 from Long Road on the west to CTH AB on the east in Aldermanic District 16 (Tierney); Madison Metropolitan School District.

Existing Conditions and Land Use: The existing County-owned Rodefeld property is zoned PD and includes a waste transfer building, Clean Sweep facility, maintenance buildings, gas-to-energy buildings, truck scale, fueling facility, and operations building in addition to the landfill, which currently encompasses approximately 105 acres. (See Sheet C200 for the location and type of buildings across the facility.) The City’s Streets Division property (7401 US Highway 12 and 18) is also zoned PD as part of the landfill district.

Surrounding Land Uses and Zoning:

North: McAllen 120 Business Park, Suter’s Speed Shop, Hickory Hills Kennels located in the City of Madison, zoned IL (Industrial–Limited District); undeveloped lands, zoned A (Agricultural District);

South: Yahara Hills Golf Course across US Highway 12 & 18 in the City of Madison, zoned PR (Parks and Recreation District);

West: America’s Best Value Inn on Long Drive in the Town of Blooming Grove;

East: Hope Lutheran Church, Dane County Medical Examiner, single-family residences on town parcels, mini-storage warehouses and undeveloped land located in the Town of Cottage Grove east of CTH AB.

Adopted Land Use Plans: The 2018 [Comprehensive Plan](#) recommends the subject site 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 medical examiner’s offices, which are designated Special Institutional. Most of the land located between the landfill and Interstate 39/90 is recommended for Industrial.

The 2017 [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 is 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
No:	Floodplain, Wellhead Protection, Waterfront Development, Landmark, Adjacent to Park
<i>Prepared by: Jenny Kirchgatter, Asst. Zoning Administrator</i>	

Environmental Corridor Status: The landfill is not located within the Central Urban Service Area but is located in a Limited Service Area. The northern edge of the landfill is located in a mapped environmental corridor.

Public Utilities and Services: City water and sanitary sewer facilities are located along the westernmost edge of the landfill, and the waste handling and operations buildings are served by City water. There is no water or sewer service available to the eastern half of the property. 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 & 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 have been 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 PD-SIP to allow construction of a combined waste transfer and household hazardous waste facility at 7102 US Highways 12 & 18.

On May 6, 2014, the Common Council approved a request to rezone 7102 US Highways 12 & 18 from Temp. A (Agricultural District), CN (Conservancy District) and PD (Planned Development District) to PD and approved a General Development Plan and Specific Implementation Plan to allow the horizontal and vertical expansion of Rodefild Landfill, including approximately 55 acres of land adjacent to the northeastern and southeastern corners of the landfill 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.

Project Description

Dane County is seeking the land use approvals necessary to allow the vertical expansion of the eastern hill of the approximately 105-acre landfill, which will add additional capacity to the existing facility. The overall Rodefild Planned Development zoning district comprises 217 acres and extends one mile along the north side of US Highways 12 and 18 from Long Drive on the west to CTH AB on the east; the landfill property also extends approximately a half-mile north from US Highways 12 and 18 along the west side of CTH AB. In addition to the landfill, the PD district includes non-landfill areas used for support, operations, stormwater management, and screening. A narrow, 9.6-acre parcel owned by the City at 7401 US Highways 12 and 18 is also located within the PD district.

As noted above, the area of the landfill was expanded in 2014 from 76 acres to the 105 acres currently approved. That expansion grew the facility east towards CTH AB, including on lands purchased from the City at the northeastern and southeastern corners of the current 217-acre site. Presently, the newer eastern hill is approved to be 98 feet tall above base grade in a rectangular configuration, with the long end of the approved area perpendicular to CTH AB. [For reference on the plans, the base elevation of the east hill is 900.] The proposed vertical expansion will add approximately 87 feet to the eastern hill by reconfiguring the top of the hill into more of a triangular shape. The additional 87 feet proposed with the new configuration will result in a hill that is 185.7 feet tall, with a more pronounced top than the current approved configuration. Dane County has submitted renderings showing the approved and proposed hill configurations from three vantage points at the edges of the

landfill, which are intended to demonstrate the visual impact of the additional height and revised layout of the eastern hill. [The '1085.7 feet' references on the plans, etc. indicate the proposed height above datum.]

No additional buildings are planned as part of the landfill expansion, and no changes to automobile or bike parking are proposed. Landscaping plans submitted with the proposed PD amendment call for the addition of layered tree plantings in four distinct areas between the taller eastern hill and edges of the landfill site, including at the northeastern corner of the site opposite Hope Lutheran Church, on the west side of CTH AB opposite Luds Lane, at the southeastern corner of the site adjacent to the CTH AB-US Highways 12 and 18 intersection, and on the north side of the landfill access drive from US Highways 12 and 18 at the southwesterly corner of the eastern hill. The existing and proposed perimeter plantings are intended to provide screening in the foreground to limit the view of the hills and various facilities located at ground level for passersby. They are generally not intended to prevent the landfill from being viewed at any distance.

Analysis & Conclusion

Dane County estimates that remaining capacity of the approved landfill is 7-8 years based on current waste volumes. The proposed vertical expansion would add another 3 to 3 ½ years to the life of the landfill. The actual timeframe for landfill capacity may vary based on actual waste volumes, waste diversion efforts, population and economic trends, and waste compaction rates in the landfill. Dane County staff indicates that no additional expansions to the landfill are possible beyond the proposed vertical expansion. Once the landfill has reached capacity, plans call for most of the site without paving or buildings to be converted to open space.

In reviewing the proposed amendment, the Planning Division believes that the applicable standards and criteria for approval are met. Although the eastern hill will be more prominent with the proposed vertical addition, staff feels that the benefit of the additional landfill capacity that will result from the proposed expansion will have greater benefits for the community than any perceived impact the additional height and revised configuration may have on nearby properties and views. The proposed landscaping plan will continue the screening approach that has been used at Rodefild to reduce the visual impact of the landfill from passersby at what is an important gateway into the City of Madison from the east. The landfill and its future reversion to open space once landfilling ends are consistent with the park and open space and institutional land uses recommended for the site in the Comprehensive Plan and Yahara Hills Neighborhood Development Plan.

The Urban Design Commission reviewed the amended Planned Development at its January 27, 2021 meeting and recommended **final** approval subject to providing a more rounded more natural peak of the landfill and possible changes to the landscaping plan. A draft report from the UDC discussion of the project 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 28.022–00488 and 28.022–00489, approving an amended General Development Plan and Specific Implementation Plan for Rodefild Landfill at 7102 US Highways 12 & 18 to allow vertical expansion of the east hill, 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. Prior to final recording of the amended Planned Development zoning district and issuance of permits for the landfill expansion, Dane County shall complete and record the previously approved one-lot Certified Survey Map (CSM) to combine all of the County-owned parcels comprising the district, including the lands previously acquired from the City of Madison. The final wording of the PD narrative, zoning text and plan graphics shall be revised as needed to reflect the recorded CSM.
2. That the applicant work with the Planning Division to revise the final zoning text and plans for the Rodefild Landfill Planned Development district as necessary to reflect all of the previously approved projects as well as the proposed vertical addition. The final zoning text shall reference "As shown on the approved plans" and not make reference to any prior versions of the plans or text.

Urban Design Commission (Contact Janine Glaeser, 267-8740)

The Urban Design Commission granted **final approval** of the amended PD(GDP-SIP) on January 27, 2021 subject to the following comments and conditions:

3. Provide a more rounded more natural peak of the landfill.
4. Consideration of possible changes to the flowering crabapple trees.

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

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

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

5. The berm location and grade south of Maintenance Building #9 proposed within the parcel leased from the City of Madison may need to be coordinated with the future frontage road currently under design with WisDOT.

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

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

Zoning Administrator (Contact Jacob Moskowitz, 266-4450)

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

Fire Department (Contact Bill Sullivan, 261-9658)

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

Parks Division (Contact Ann Freiwald, 243-2848)

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

Water Utility (Contact Jeff Belshaw, 261-9835)

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

Metro Transit (Contact Tim Sobota, 261-4289)

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

City Forestry Section (Contact Wayne Buckley, 266-4892)

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