



**DANE COUNTY
WASTE +
RENEWABLES**

LETTER OF INTENT
FOR AN
ALTERATION TO A CERTIFIED SURVEY MAP
at
7103 Millpond Road & 4402 Brandt Road
Madison, WI 53718

Submitted to:
City of Madison – Planning Division

Submitted on:
October 6, 2025

Submitted by:
Dane County Department of Waste & Renewables

County Executive Melissa Agard
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 four years of landfill space remaining, the Dane County Department of Waste + Renewables (W+R) has an opportunity to plan for the future of waste management in Dane County. Dane County (County) purchased approximately 230 acres of land (Property) on the eastern portion of the Yahara Hills Golf Course, from the City of Madison (City) to develop a Sustainability Campus. The Sustainability Campus includes a modern municipal solid waste (MSW) landfill co-located with a Sustainability Business Park to divert waste and create local circular economies.

In 2023, W+R subdivided and rezoned the Property into two lots. Lot 1 consisted of approximately 30 acres while Lot 2 consisted of approximately 200 acres (CSM #16345). W+R is seeking to amend the CSM, as outlined below:

- **Lot 1 revised to an area of approximately 25.9 acres and Lot 2 revised to an area of approximately 203.3 acres.** This is due to an electrical service territory divide between MG&E and Alliant Energy and building configurations. Lot 1 will be serviced by MG&E while Lot 2 will be serviced by Alliant Energy.
- **Amend the Public Stormwater Management & Drainage Easement Area.** This is due to our proposed modifications to the WisDOT pond as part of W+R's Major Alteration to an Approved Conditional Use Request submitted on August 25, 2025. Please note, W+R will need City assistance to also amend the Environmental Corridor designation on this area through Capital Area Regional Planning Commission.
- **Amend access along Millpond Road.** This is due to the proposed driveway entrances along Millpond Road as part of W+R's Major Alteration to an Approved Conditional Use Request submitted on August 25, 2025.
- **Amend Permanent Limited Easement Area.** This is due to our proposed modifications to the WisDOT pond as part of W+R's Major Alteration to an Approved Conditional Use Request submitted on August 25, 2025.

This letter of intent, subdivision application, and other associated attachments serve as a formal request to amend the CSM #16435.

SECTION 2. PROJECT LOCATION

Address: 7103 Millpond Road
Madison, WI 53718

Alternate addresses: 4402 Brandt Road
Madison, WI 53718

Parcel Numbers: 251/0710-254-0097-1
251/0710-254-0098-9

SECTION 3. PARTIES INVOLVED

City of Madison Alder (District 16): Alder Sean O'Brien

Neighborhood Association: No applicable neighborhood associations

Business Association: No applicable business associations

Owner: 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
Jamey Reid, PLS
(608) 212-5232

SECTION 4. EXISTING CONDITIONS AND USES

The location of the proposed landfill is currently leased by the City for operation of a portion of the Yahara Hills Golf Course. The property is currently zoned as Industrial – General (IG) and contains golf holes, golf cart trails, and other course infrastructure, including three maintenance buildings on the eastern portion of the parcels, near Brandt Road/CTH AB.

As part of the lease agreements between the County and the City (refer to Legistar File ID #70597), the Sustainability Campus will accommodate 36, 27, and 18 holes of golf immediately west of the development until the end of the 2024 golf season, 2025 golf season, and through at least 2042, respectively. The level of play and golf experience will be maintained 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 entire Property was rezoned from Parks and Recreation to IG in 2023. Table 1, below, details anticipated land use areas for the Sustainability Campus with a total acreage of approximately 230 acres. Lot 1 will primarily house the Sustainable Business Park and W+R Infrastructure. Lot 2 will primarily house outdoor recreation, landfill and accessory landfill infrastructure, storage areas, landfill gas processing areas, potential compost area, and a southern access road (Attachment A).

Table 1. Anticipated Land Use Areas

Description	Proposed Area (acres)
Outdoor Recreation	68.2
Landfill	76.6
Accessory Landfill Infrastructure	29.9
Sustainable Business Park	13.4
W+R Infrastructure	28.9
Storage Areas & Landfill Gas Processing Areas & Potential Compost Area	10.6
South Access Road Dedication	1.6
Total	229.2 acres

Subsection 5.1 Landfill & Accessory Landfill Infrastructure

The proposed landfill consists of approximately 77 acres with accessory infrastructure to include the following uses:

- **Landfill** and associated areas for operation, maintenance, and monitoring infrastructure for compliance with State and Federal rules and regulations.
- **Landfill leachate collection systems** and/or processing systems for collection of liquids that have come in contact with MSW (leachate). Collection of leachate through a network of pipes, pumps, manholes, pump houses, above or below ground vaults, and lift stations (if needed) are required under Federal and State rules and regulations. W+R assumes this is allowable under IG zoning as sewerage system lift stations and/or and limited processing.
- **Landfill gas collection and processing systems** and/or renewable energy facility for control of landfill gas. Landfill gas is generated when MSW decomposes in anaerobic conditions. Collection and control of gas through a network of pipes under vacuum with subsequent combustion is required under Federal and State rules and regulations. W+R has a long history of using landfill gas as a renewable energy resource and will continue to find new and innovative ways to manage landfill gas. W+R assumes this is allowable under IG zoning as limited processing.
- **Perimeter berms and access roads** for customers to safely enter the landfill. Perimeter berms also assist in

screening the landfill from adjacent lands. W+R assumes this is allowable under IG zoning as an accessory structure.

- Please note, there is dedicated land along the southern edge of the property for a future public street per the Yahara Hills Neighborhood Development Plan and recorded in CSM #16345.
- **Soil stockpiles** for use in daily cover operations, construction activities (including clay for landfill liner or cap events), or temporary or permanent screening berms. Daily cover is required under Federal and State rules and regulations to minimize windblown litter and potential for vectors. W+R assumes this is allowable under IG zoning as outdoor storage.
- **Stormwater management systems and ponds** to collect, store, and transport surface water or stormwater for compliance with applicable Federal, State, and Local rules and regulations
- **Underdrain systems** to collect, store, and transport groundwater away from the bottom of the landfill for compliance with applicable Federal and State rules and regulations.
- **Greenspace, buffers, or open space** for habitat restoration, recreation, visual screening, and the continued use of the golf course.

Subsection 5.2 W+R Infrastructure

Initial development of the Sustainability Campus will include the following uses as part of the W+R Infrastructure:

- **Maintenance facility** for servicing fleet vehicles and heavy equipment required for landfill operations and/or recycling activities. In the future, the Facility will have a storage building for housing spare parts and equipment required for operation.
- **Scale office and scales** for tracking incoming materials. Scales could also be used to track outgoing materials for recycling and/or reuse operations.
- **Education and administrative center** that will serve as office and breakroom facilities for W+R staff and include community space for educational programs. Facility may also include leasable space for other businesses.
- **Outdoor recyclable material drop-off area** where single stream recyclables from large vehicles can be collected for transfer to a recycling facility. This may include materials such as tires, shingles, metal, mattresses, yard or food waste, wood, or other recyclable material. Note, food waste may be in a covered unit.
- **Stormwater management systems and ponds** to collect, store, and transport surface water or stormwater for compliance with applicable Federal, State, and Local rules and regulations.

W+R anticipates the following uses as part of future phases of development at the Sustainability Campus:

- **Residential recycling and waste drop-off facility** where County residents can separate materials for either reuse, recycling, or disposal. The drop-off facility may be indoors or outdoors with collection, storage, and transfer of diverted materials. This may include materials such as tires, shingles, metal, mattresses, yard or food waste, wood, furniture, appliances, or other recyclable material. Note, food waste may be in a covered unit. Please note, not all materials placed in recycling facilities can technically or economically be recycled and some residual materials from recycling operations will require proper disposal in the landfill which would be considered waste transfer operations. Additionally, the initial residential recycling and waste drop-off facility will be located at Rodefild until moved to the Sustainability Campus.
- **Can storage & wood yard** for storage of customer containers and collection of wood material for recycling. These areas are anticipated to be located south of the proposed landfill. W+R assumes this is allowable under IG zoning as outdoor storage.
- **Landfill gas collection and processing systems** and/or renewable energy facility for control of landfill gas. Landfill gas is generated when MSW decomposes in anaerobic conditions. Collection and control of gas through a network of pipes under vacuum with subsequent combustion is required under Federal and State rules and regulations. W+R has a long history of using landfill gas as a renewable energy resource and will continue to find new and innovative ways to manage landfill gas. This area is anticipated to be located south of the proposed landfill. W+R assumes this is allowable under IG zoning as limited processing.
- **Rest area** to provide safe access to restroom facilities for our customers and may be equipped with vending

machines.

- **HHW recycling, collection, and transfer facility (Clean Sweep)** for materials that cannot be disposed of in the landfill.
- **Recycling or waste processing facility** where materials can be sorted for either reuse, recycling, or disposal. This may include a Construction & Demolition Material Recycling Facility, Mattress Recycling Facility, or a similar waste processing facility. Please note, not all materials placed in recycling facilities can technically or economically be recycled and some residual materials from the recycling operations will require proper disposal in the landfill which would be considered waste transfer operations.
- There is dedicated land along the southern edge of the property for a **future public street** per the Yahara Hills Neighborhood Development Plan and recorded in CSM #16345.

Subsection 5.3 Potential Compost Facility

W+R partnered with Purple Cow Organics in 2024 to provide composting services for yard and food waste through 2028. W+R rolled out community food waste drop-off kiosks in 2025 and added food and yard waste collection areas at Rodefild Landfill. W+R anticipates offering these same services at the Sustainability Campus as part of the outdoor drop-off area and/or residential drop-off facility. Beyond 2028, and contingent on future proposals, there is a potential to have a composting facility located at the Sustainability Campus. **W+R assumes that collection and processing materials into compost, regardless of food or waste, is allowable under IG zoning.**

Subsection 5.4 Sustainable Business Park

A set of restrictive covenants was developed to establish the purpose of the Sustainable Business Park, a project review board and process, allowable uses, and standards for development of the Sustainable Business Park. The covenants include a list of anticipated uses for the Sustainable Business Park that have been reviewed and approved by the City. Additionally, W+R has received responses back to Requests for Information (RFIs) to solicit potential tenants of the Sustainable Business Park for areas outside the W+R Infrastructure. There is a potential for further subdivision of Lot 1 to accommodate anticipated tenants of the Park.

SECTION 6. SUPPLEMENTAL REQUIREMENTS

W+R has prepared responses for supplemental requirements as part of the Conditional Use Permit process.

Subsection 6.1. Project Schedule

The Sustainability Campus 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. Figure 7 provides an overview of the schedule for various elements of the project.

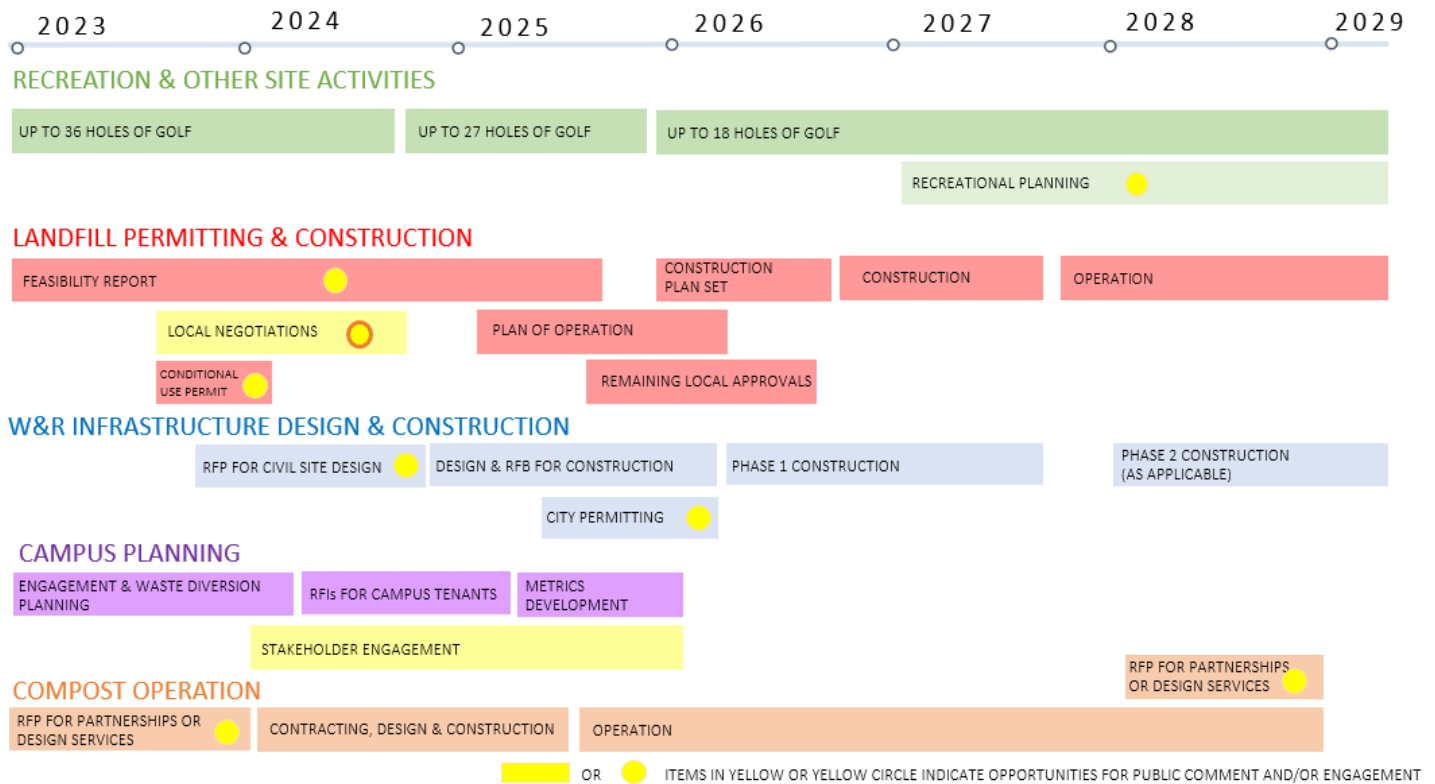


Figure 7. Sustainability Campus Development Timeline

Recreation & Other Site Activities

As part of the lease agreements between the County and the City, the Sustainability Campus will accommodate 36, 27, and 18 holes of golf immediately west of the development until the end of the 2024 golf season, 2025 golf season, and through at least 2042, respectively.

Landfill Design, Permitting, and Construction

Landfill permitting is a multiyear process, which is prescribed by State Statute and Wisconsin Department of Natural Resources (WDNR) code. It consists of several iterations of design and public comment periods. W+R has awarded a contract to SCS Engineers, an environmental engineering firm with local offices in Madison Wisconsin, for design and permitting of the landfill. The design and permitting process for the proposed landfill is outlined in Table 7.

Table 7. Landfill Permitting Timeline

Permitting Step	Estimated Timeline	Description
Initial Site Inspection (ISI)	Completed	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)	Completed	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	Completed	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.

Borrow Source Identification	Completed	Borrow sources may be necessary if the proposed landfill location is anticipated to have a soil balance shortage or if clay, necessary for liner or cap 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.
Local Negotiations	Completed	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. Includes a public hearing prior to Agreement execution.
Local Approval Process & Subsequent Applications	Completed	Notifications sent to potentially affected municipalities as an opportunity to require additional local approvals. The City of Madison submitted a response to the notification, dated May 18, 2023.
Feasibility Report (FR) Submittal	Completed	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) Submittal	2025 (estimated)	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.
Start of Landfill Construction	2026/2027 (estimated)	Once an applicant completes 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 issues an operating license which allows a landfill to begin receiving waste for disposal.

W+R Infrastructure Design & Construction

Design of the initial W+R Infrastructure is underway with construction anticipated to start in 2026. Dane County understands that the following design and permitting 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 while Lot 2 will be under County jurisdiction.
- Conditional use permits to ensure lands are zoned appropriately for anticipated uses, where necessary.
- Additional modifications to the Wisconsin Department of Transportation (WisDOT) stormwater pond is subject to approval by the City Engineer.
- Urban Design Commission approval will be required for any new buildings constructed to serve the Campus.
- Building permits will need to be issued for the construction or demolition of any buildings.
- Driveway approaches and on-site parking facilities will need to be approved by the City Traffic Engineer.
- City Fire Department approvals may be needed.

Campus Planning

Planning for the campus began in early 2023. Per Agreements, the City will remain involved in this process. This process includes 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.

Compost Operation

W+R partnered with Purple Cow Organics in 2024 to provide composting services for yard and food waste through 2028. W+R rolled out community food waste drop-off kiosks in 2025 and added food and yard waste collection areas at Rodefild Landfill. W+R anticipates offering these same services at the Sustainability Campus as part of the outdoor drop-off area and/or residential drop-off facility. Beyond 2028, and contingent on future proposals, there is a potential to have a composting facility located at the Sustainability Campus.

Subsection 6.2. Agreements

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. Note, this Agreement has been amended to aid in continued golf course operations and landfill construction.
- 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 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 or compost operations. Note, this Agreement has been amended as part of the Negotiated Agreement Relating to Dane County Landfill Site No. 3.
- Right of First Refusal (Contract #14744): For the potential sale of future land, approximately 80 acres.
- Land Sale (Contract #14745): For the sale of approximately 230 acres.
- Negotiated Agreement Relating To Dane County Landfill No. 3 (Contract #15546): Sets forth terms and conditions regarding landfill operations including but not limited to; access and haul routes, mitigation of nuisances, procedures for reporting and correcting excess nuisances, hours of operation, environmental monitoring, limitations to the site, final use of the site, and property compensation.

Note: The City and County are in the process of executing two (2) easements for stormwater infrastructure and landfill monitoring facilities (refer to [2025 ACT-164](#) and [2025 ACT-165](#) for more information).

ATTACHMENTS

Below is a list of attachments referenced in this Letter of Intent.

- Attachment A. Site Plan

Attachment A. Site Plan

