



PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION

Project Address: 7102 US Highway 12 & 18
Application Type: Zoning Map Amendment
Legistar File ID # [33591](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.
Reviewed By: Michael Waidelich, Principal Planner

Summary

Applicant: Dane County Public Works Department–Solid Waste Division; 1919 Alliant Energy Center Way; Madison; John Welch, representative.

Property Owners: Dane County and City of Madison.

Requested Actions: Approval of a request to rezone 7102 US Highway 12 & 18 from Temp. A (Agricultural District), CN (Conservancy District) and PD (Planned Development District) to PD and approval of a general development plan and specific implementation plan to allow expansion of Dane County’s Rodefild Landfill.

Proposal Summary: Dane County is requesting approval of an amended and expanded Planned Development district for a 217-acre tract to allow for the horizontal and vertical expansion of the Rodefild Landfill, including approximately 55 acres of land adjacent to the northeastern and southeastern corners of the landfill to be purchased from the City of Madison. Construction of the landfill expansion will commence as soon as the County completes its purchase of the City-owned portions of the subject site and all regulatory approvals are granted. The expansion will occur in phases to provide 15 additional years of capacity for the landfill, with most of the overall 217 acres to revert to open space uses following the closing of the waste storage hills, although continued use of the existing infrastructure (buildings, drives, parking areas, etc.) is anticipated.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. The approval process and standards for Planned Development districts 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 believes that the Plan Commission can find the applicable standards and criteria for the project met and forward Zoning Map Amendment ID 28.022–00126 and 28.022–00127, rezoning property generally addressed as 7102 US Highway 12 & 18 from Temp. A, CN and PD to PD, to the Common Council with a recommendation of **approval** following a recommendation by the Urban Design Commission and subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: Rodefild Landfill currently comprises approximately 162 acres of land that generally extends along the north side of US Highway 12 & 18 from Long Road on the west to CTH AB on the east in Aldermanic District 16 (DeMarb); Madison Metropolitan School District. The County proposes to purchase the 42.9-acre Bill Kettle Field park adjacent to the northeastern corner of the landfill property and 12 acres of City-owned land

operated by the Streets Division at the southeastern corner of the landfill adjacent to the intersection of US Highway 12 & 18 and CTH AB.

Existing Conditions and Land Use: The existing County-owned Rodefild property is zoned PD and includes a 21,776 square-foot waste transfer building, 4,500 square-foot Clean Sweep building, numerous gas-to-energy buildings, truck scale, fueling facility, and operations building in addition to the landfill, which currently encompasses 76 of the 162-acre site. The City's Streets Division property (7401 US Highway 12 & 18) is zoned CN (Conservancy District). Bill Kettle Field (3694 Brandt Road) is zoned Temp. A (Agricultural District) and has been used in recent years for soccer, cricket and a radio-controlled airplane field.

Surrounding Land Uses and Zoning:

North: McAllen 120 Business Park located in the City of Madison, zoned IL (Industrial-Limited District); undeveloped lands in the Town of Blooming Grove;

South: Yahara Hills Golf Course across US Highway 12 & 18 in the City of Madison, zoned CN (Conservancy District);

West: America's Best Value Inn, located in the Town of Blooming Grove;

East: Crossroads Inn, 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 Comprehensive Plan identifies all of Rodefild Landfill and the two City-owned parcels for Park and Open Space uses. A map note (#24) acknowledges the existing use as an active landfill and recommends that the landfill become open space after it is closed.

Zoning Summary: The site will be zoned PD with this request. The project will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Urban Design (PD zoning), Floodplain, Adjacent to a Park, Utility Easements, Barrier Free
No:	Wellhead Protection, Waterfront Development, Landmark
Prepared by: Pat Anderson, Asst. Zoning Administrator	

Environmental Corridor Status: The landfill is not located within the Central Urban Service Area but is located in a Limited Service Area. A portion of Bill Kettle Field is located in a mapped environmental corridor due to the presence of wetlands along the northern edge of that property. The corridor maps that include Rodefild Landfill and surrounding properties (Maps G10 and H10) identify the site as public land and identifies the wetland and pond that are located near the proposed building.

Public Utilities and Services: City water and sanitary sewer facilities are located along the westernmost edge of the landfill property, 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.

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 Highway 12 & 18 from

Temp. A (Agriculture District), C (Conservancy District) and PUD-SIP to Amended PUD-GDP [1966 Zoning Code] 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 conditionally 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 minor 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 Highway 12 & 18.

Project Description

Dane County is seeking the land use approvals necessary to allow both the horizontal and vertical expansion of the existing 76-acre landfill to add approximately 15 years of capacity. The proposed expansion will increase the size of the landfill to 105 acres. To facilitate the proposed expansion, the County is currently negotiating the purchase of the approximately 42.9-acre City-owned Bill Kettle Field park generally located between the northeastern corner of the land and CTH AB, and approximately 12.2 acres of City-owned land located at the southeastern corner of the landfill adjacent to the existing intersection of US Highway 12 & 18 and CTH AB.

The proposed landfill expansion will be constructed and closed in phases, with 7 distinct construction projects generally located between the eastern edge of the landfill and CTH AB, with sedimentation ponds proposed at the northeastern and southeastern corners of the expanded area. Sections included in the application materials provide a sense of the proposed height of the expansion areas from the US Highway 12 & 18 expressway and two-lane CTH AB. No additional buildings are planned as part of the landfill expansion, and no changes to automobile or bike parking are proposed. Once closed the landfill will revert to open space. Existing support structures (drives, parking, buildings, etc.) will remain following closure.

Figure 2 of the plan set indicates that a line of existing vegetation located along the western edge of CTH AB will be preserved to provide screening for the expanded landfill, while approximately 50 trees will be planted along the southern property line to augment another area of existing vegetation to provide visual screening from US Highway 12 & 18. Along the northern edge of the expansion area, another 40 trees will be planted. The plans indicate that the trees to be planted will be 10 to 12 feet tall, with a list of potential trees provided.

Analysis & Conclusion

Dane County indicates that remaining capacity of the existing 76-acre landfill is limited and that it is nearing capacity despite efforts to extend the life of the facility. The letter of intent further states that the proposed expansion "is imperative to providing uninterrupted disposal of waste at the facility for Dane County residents." The proposed expansion is anticipated to provide approximately 15 additional years of capacity, though the actual timeframe for absorption of the additional capacity may vary based on actual waste volumes, waste diversion efforts, population and economic trends, and waste compaction rates in the landfill.

In reviewing the proposed amendment and expansion of the PD zoning of the property, the Planning Division believes that the applicable standards and criteria for approval are met. Although landfills are listed as a conditional use in the IG (Industrial-General District) in the new Zoning Code, staff advised Dane County to retain and expand the PD zoning of the property to provide both regulatory continuity as well as the flexibility needed for the continued operation of this important public facility, which is located along a gateway corridor into the City from the east. Staff also believes that the PD zoning district will better facilitate the eventual transition of the site from landfill to open space, as generally recommended in the Comprehensive Plan, compared to an industrial zoning classification.

As a condition of approval, Planning and Parks staff is recommending that a revised landscaping plan be submitted for approval prior to commencement of the project. While the initial proposal on Figure 2 of the plan set calls for a reasonably generous quantity of trees to be planted as part of the screening program for the expanded landfill, the revised plan will need to provide more complete information on the size and species to be planted to ensure that there is sufficient tree spread in addition to height, with an emphasis on evergreen trees to provide year-round screening at the base of the landfill. Staff also recommends that the plan emphasize trees native to Wisconsin to ensure their long-term viability.

Recommendation

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

The Planning Division believes that the Plan Commission can find the applicable standards and criteria for the project met and forward Zoning Map Amendment ID 28.022-00126 and 28.022-00127, rezoning property generally addressed as 7102 US Highway 12 & 18 from Temp. A, CN and PD to PD, to the Common Council with a recommendation of **approval** following a recommendation by the Urban Design Commission and subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

1. Prior to final recording of the amended and expanded Planned Development zoning district and issuance of permits for the landfill expansion, Dane County shall complete acquisition of the 55 acres of City-owned property or receive the necessary approvals from the City to undertake the landfill expansion on the City-owned property. The final wording of the PD narrative, zoning text and plan graphics shall be revised as needed to reflect the final ownership of the property.
2. The "Alterations and Revisions" section of the zoning text shall be revised for final Planning Division approval prior to recording and the issuance of building permits to allow that any future building less than 3,000 square feet in gross floor area may be approved as a minor alteration following a recommendation by the district alder and approval by the Urban Design Commission or its secretary and the Director of the Planning Division.
3. The proposed landscaping plan (Figure 2) shall provide further information clarifying the location and spread/size of the proposed trees. The proposed landscaping plan is encouraged to use species native to Wisconsin. The following trees listed on the landscape plan are not native to Wisconsin: Turkish Filbert, Ginkgo, Northern Catalpa, Black Gum, Sycamore, or Bald cypress. Emphasis should be on the use of coniferous trees to provide effective screening. Final approval of the landscaping plan by the Planning Division and Parks Division is required prior to recording and issuance of permits.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Janet Schmidt, 261-9688)

4. An application for the proposed Certified Survey Map shall be submitted to the City of Madison Planning Department. The CSM shall be completed and recorded with the Dane County Register of Deeds (ROD). Conveyances of parcels along the north and east side of the landfill from the City of Madison to Dane County will be required prior to the recording of the final approved Certified Survey Map.
 5. The proposed new soil screening berm along Highway 12 & 18 as shown will be on lands to be leased by Dane County from the City of Madison. Any use within the proposed leased lands will be subject to the terms of the proposed lease.
 6. Prior to approval, provide a detail of the leachate collection piping and additional discharge to the sanitary sewer system.
 7. Provide a drawing with the proposed HWY 12/CTH AB interchange and ramps and proposed improvements to the landfill, showing that landfill improvements will not preclude the proposed highway project improvements.
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8. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in the ROCK RIVER TMDL ZONE and by Resolution 14-00043 passed by the City of Madison Common Council on 1/21/2014. You will be expected to meet a higher standard of erosion control than the minimum standards set by the WDNR.
 9. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
 10. Effective January 1, 2010, the Wisconsin Department of Commerce's authority to permit commercial sites for stormwater and erosion control has been transferred to the Wisconsin Department of Natural Resources (WDNR). As this site is greater than one acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the WDNR prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Contact Eric Rortvedt of the WDNR at 273-5612 to discuss this requirement. The City of Madison cannot issue an erosion control and stormwater management permit until concurrence is obtained from the WDNR.

As this site is greater than one (1) acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the Wisconsin Department of Natural Resources, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement. Information on this permit application is available on line <http://dnr.wi.gov/Runoff/stormwater/constrformsinfo.htm> (NOTIFICATION
 11. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to complete an erosion control plan and

complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of MGO.

12. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
13. All outstanding Madison Metropolitan Sewerage District (MMSD) are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of 2 working days prior to requesting City Engineering sign-off.

Traffic Engineering Division (Contact Eric Halvorson, 266-6527)

14. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
15. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

Zoning Administrator (Contact Pat Anderson, 266-5978)

16. Pursuant to MGO Section 28.142(3)&(6), Landscape Plan and Design Standards: Landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect.
17. If additional parking is proposed, parking requirements for persons with disabilities must comply with MGO Section 28.141(4)(e). The final plans shall show the required accessible stalls, including van-accessible stalls.
18. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Section 31, Sign Code prior to sign installations. Sign permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development
19. If exterior lighting is provided, it shall be in accordance with MGO Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.

Fire Department (Contact Bill Sullivan, 261-9658)

This agency submitted a response with no comments or conditions of approval for this request.

Water Utility (Contact Dennis Cawley, 261-9243)

20. Note: All operating private wells shall be identified and permitted by the Madison Water Utility and all unused private wells shall be abandoned in accordance with MGO Sec. 13.21.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

21. The proposed landscape plan (Figure 2) shall provide further information clarifying the location and spread/size of the proposed trees. The proposed landscape plan is encouraged to use species native to Wisconsin. The following trees listed on the landscape plan are not native to Wisconsin: Turkish Filbert, Ginkgo, Northern Catalpa, Black Gum, Sycamore, or Bald cypress. Emphasis should be on the use of coniferous trees to provide effective screening. Please reference ID# 14114 when contacting Parks Division staff about this project.