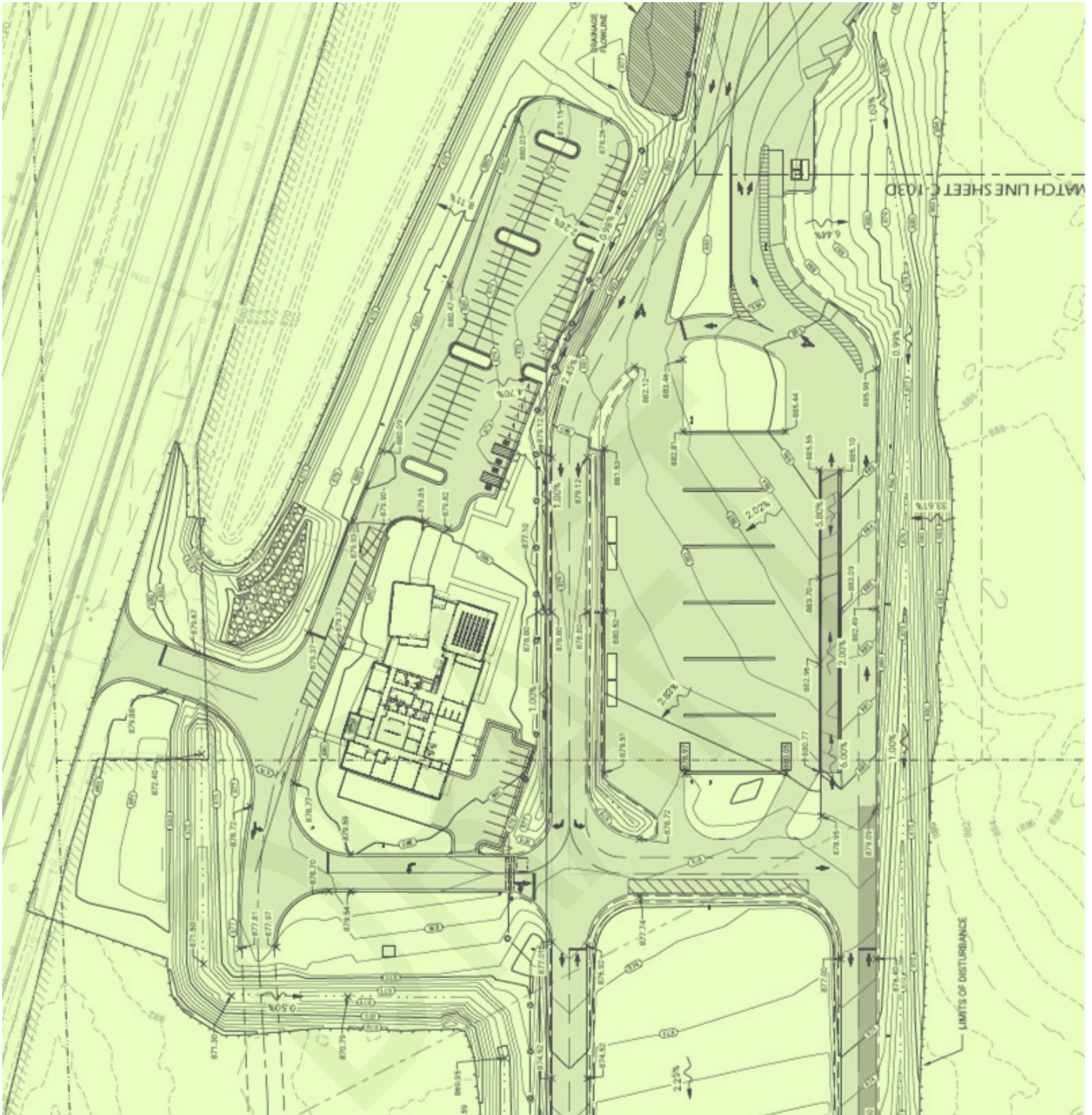




DANE COUNTY SUSTAINABILITY CAMPUS METRICS REPORT

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I. INTRODUCTION

Purpose

Dane County's Rodefild Landfill, located on US Highway 12/18 and County Highway AB, has an estimated 3 years of capacity remaining and a new location is needed for the County to continue to provide local waste management services. Dane County (W+R or County) and the City of Madison (City) have mutual interests in managing solid waste locally, which is a more environmentally sustainable and cost-effective approach.

The County and the City have negotiated the purchase of a portion of the Yahara Hills Golf Course, located directly south of the existing landfill across US Highway 12/18. This property provides approximately 232 acres of land to accommodate a Sustainability Campus which will include: a landfill and a sustainable business park. The intent of the Sustainability Campus is to create opportunities for education, reuse, repair, recycling, research and other activities that will ultimately prevent or divert waste.

As part of the purchase, the County and the City have agreed upon the terms of Agreement #14742: Sustainability Campus and Landfill Development Agreement (Development Agreement), in which the parties will cooperate in the development of the landfill and the Sustainability Campus. Specific to the document, per the Development Agreement, the parties will work jointly in identifying goals of the Sustainability Campus and developing measurable metrics. This resulting report was to be completed no later than by December 31, 2025 to serve as a condition precedent to the sale of additional lands for future landfill purposes.

This Metrics Report has been jointly-prepared to satisfy the agreements established within the Development Agreement and establish a clear, data-driven framework of measurable metrics that will be used to evaluate the success of the Sustainability Campus. These metrics are designed to track progress across key focus areas, including waste diversion activities, circular economy advancement, sustainable infrastructure development, and public education and research initiatives.

Sustainability Campus Guiding Principles

COMMUNITY	• Function as an asset to the local community while providing a comprehensive service for safely and responsibly managing materials. • Provide enriching educational programming to equip community members with tools and resources toward and sustaining a circular economy. • Prioritize safety and welfare of our staff and community members.	CIRCULARITY + INNOVATION	• Create a local circular economy, centered on waste and pollution reduction, keeping products and materials in use locally, and renewing and restoring natural systems • Reduce, reuse, and recycling waste in new and innovative ways. • Develop new ways to measure and assess our effectiveness and the quality of our programs and services on an ongoing basis.	ENVIRONMENT + CLIMATE	• Protect the health of the local environment and enrich biodiversity. • Build climate resiliency through sustainable design, maintenance and operation of the Campus. • Invest in renewable energy and carbon neutrality.	ECONOMY	• Create financially sustainable programs that support the Campus and its vision. • Support and be a benefit to the local economy by forging public + private partnerships, and relationships with our neighbors that combine diverse strengths, skills and resources. • Ensure staff and community members have access to training and job skills development to provide equitable access to a meaningful role in our vision for the future.
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II. PROJECT OVERVIEW

Sustainability Campus Development Assistance Project

In March 2023, Dane County entered a contract with consultants, SCS Engineers and Vandewalle and Associates, to assist with development planning of the Sustainability Campus. To date, the consultants have completed several phases of work to guide the development of the project. The primary phases of the project are outlined in **Table 1**.

Table 1. Project Phases and Schedule

Project Phase	Schedule	Description
1. Waste Diversion Report	Summer 2023 - Fall 2024 Final report issued September 10, 2024	Evaluate and recommend opportunities for waste diversion at Rodefild Landfill to help inform opportunities to advance recycling research, material diversion opportunities, and identify potential feedstock for recycling or reuse efforts. This evaluation will include research into the end uses of diverted material, market of those end uses, and identify potential feedstock for recycling or reuse efforts.
2. Existing County Facility Evaluation	Winter 2023-2024 Final revised report issued December 23, 2024	Outline a comprehensive strategy and list of considerations for the types of businesses, community spaces, and activities that should be located at the Sustainability Campus, at the Rodefild Landfill site, and at surrounding County-owned properties, or other satellite locations. This will assist Dane County with evaluating the need for additional planning efforts.
3. Request for Information for Potential Campus Tenants	Winter 2024 - Spring 2025	Prepare a Request for Information (RFI) for potential tenants to respond to as identified through the Waste Diversion Report and County Facility Needs and Recommendations Report or other targeted businesses interested in assisting Dane County achieve its waste diversion efforts. This RFI will be used to aid in the development of the Metrics Report.
4. Metrics Report	Spring – Winter 2025	Prepare a Metrics Report that contains measurable and obtainable metrics to gauge the success of the Sustainability Campus. Metrics may be used to measure initiatives related to waste diversion activities, landfill gas utilization, advancing the local circular economy, sustainable infrastructure, or education, research, and outreach.
5. Sustainability Campus Summation Report	Fall - Winter 2025	Synthesize and summarize the major work products highlighting key findings, and provide a roadmap to implement the priority technologies identified through the RFI process.

III. REQUEST FOR INFORMATION

Request for Information Process

Based on the work done by the consultants, in Spring of 2025, the County released four requests for information (RFIs) seeking partnerships on the Sustainability Campus. These RFIs were structured to be simple to complete and open ended to attract responses that addressed many different material streams, proposed a variety of waste diversion approaches, and promoted educational opportunities.¹ The four RFIs issued were:

- Large-Scale Waste Diversion, Processing, and Recycling (2025-RFI-001)
- Reuse, Retail, and Upcycling (2025-RFI-002)
- Problem Materials, Bulky Waste Streams, and Emerging Materials (2025-RFI-003)
- Research, Education, and Creative Fields (2025-RFI-004)

The RFIs received a resounding response. At the close of the RFI process, W+R received 42 formal responses across categories. Including informal interest (expressed interest, but did not submit a RFI), and interest that emerged after the close of the RFIs, W+R received proposals from more than 50 different organizations and businesses. A brief summary of the responses received through the process is below.

RFI Category	Responses	Example Responses
Research, Education, and Art	10	- Waste education and outreach programming - Applied landfill research - Community waste audits
Reuse, Retail, and Upcycling Services	3	- Building material reuse ecosystems - Tree and wood reuse
Problem Materials, Bulky Waste, and Emerging Materials	9	- Mattress recycling - Bicycle repair - AI-enabled lumber reprocessing
Large-Scale Waste Diversion, Processing, and Recycling Services	20	- Mixed waste processing - Anaerobic digestion - Chemical recycling
Total	42	

¹ Specific to the language in the City/County Development Agreement, the RFIs sought companies and organizations that proposed diversion of [more than] four separate waste types or less than four waste streams if the identified waste streams equal at least 50% of the total incoming waste to the Rodefild landfill as identified by the WDNR waste sort performed in 2020.

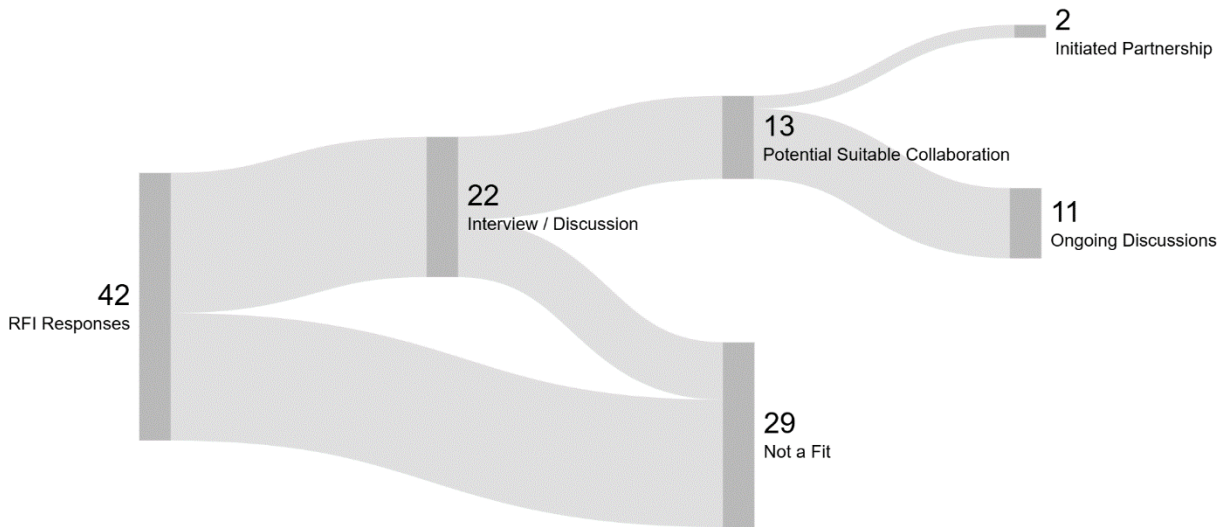


Figure 1: Status of RFI Response Outcomes as of August 2025

W+R continues to interface with more than 13 potential collaborators that emerged through the RFI process, including two small partnerships that have already begun directly as a result of the effort. Projects were evaluated against the overarching project values, which are: supporting environment & climate, circularity & innovation, economy, and community benefits. The responses still under evaluation include educational outreach, mattress recycling, applied research, and mixed waste processing.

IV. CITY / COUNTY JOINT STAFF COMMITTEE

City of Madison Metrics Report Involvement

The City's participation has shaped the structure of this Metrics Report. Through a joint City-County staff committee (Committee), the parties have met several times to guide the process. As established within a September 2022 memorandum of understanding (MOU), the City placed up to three (2) concurrent staff of the Committee overseeing the work. As of August 2025, the City staff members assigned to the Committee were:

- Bryan Johnson, Recycling Coordinator, City of Madison Streets Division
- Gregg May, Sustainability Program Coordinator, Mayor's Office
- Ruth Rohlich, Business Development Specialist, Economic Development Division

The Joint City/County staff committee met numerous times throughout the course of the development project. Specific to the Metrics Report, the Committee met on the following schedule:

Date	Purpose	Outcome
April 4, 2025	Kick-off Meeting	Shaped scope and focus of Metrics Report
July 25, 2025	Update meeting	Clarified scope and reviewed initial list of potential Metrics
September 5, 2025	75% Development meeting	Aligned on five selected Metrics, reviewed report draft and agreements
October	Legal review meeting of Development Agreement Addendum	
~ November	Finalize Development Agreement Addendum	
TBD	Public meeting presentations for any formal adoption of the amendment	

V. METRICS GUIDELINES

The City/County Committee has jointly defined metrics to be durable and to attempt capture the impact of the Sustainability Campus. Given this focus, each Metrics must be:

1. **Measurable** - Metrics must be quantifiable using reliable, regularly collectable data to allow for consistent tracking over time.
2. **Attributable to the Project** - Metrics should reflect new or expanded programs, services, or outcomes that would not occur *but for* the Sustainability Campus project.
3. **Integrated with Broader Department Operations** - Metrics do not need to be limited by the geographical footprint of the business park or Campus.
4. **Technology- and Tenant-Agnostic** - Metrics must remain valid regardless of which specific technologies are deployed or which organizations occupy the Campus.
5. **Aligned with Project Values** - Each metric should reflect one or more of the project's core values: environment + climate, circularity + innovation, economic, and community benefits.

Metrics also require baselines to determine improvement or regression from an established measure. Each metric has a unique baseline, but some share commonalities. For example, all metrics have a baseline measure from calendar year 2024, as it is the final year that W+R considers that there were no measurable impacts *but for* the Sustainability Campus project. Additionally, some of these measures include W+R's self-reported material tonnages and MTCO_{2e} estimates, as well as extrapolation from a waste sort performed by the Wisconsin Department of Natural Resources (WDNR) in 2020.

VI. IDENTIFIED METRICS

The success of the Sustainability Campus hinges on its ability to meaningfully reduce the volume of waste sent to landfill and to promote the recovery, reuse, and recycling of materials across the region. To track progress toward these goals, a set of waste diversion metrics have been developed that are both measurable and actionable. These metrics are designed to evaluate the performance of waste processing activities, identify opportunities for improvement, and support data-driven decision-making. They will also help quantify the environmental and economic benefits of the Campus, such as reductions in landfill-bound material, increased recovery of valuable resources, and the growth of local reuse and recycling markets. By establishing a clear framework for monitoring waste diversion, these metrics will serve as a foundation for continuous improvement and long-term sustainability.

W+R and the City of Madison collaborated to develop a set of metrics tailored to the anticipated functions and goals of the Sustainability Campus. These metrics are designed to be measurable and relevant to the types of tenants expected to operate within the Campus, while also allowing for operational flexibility as the project evolves. They are not intended to be exhaustive, nor do they capture every performance indicator currently tracked by W+R. Instead, the metrics presented in this report focus specifically on the Sustainability Campus and are structured to reflect the broader success of the initiative, independent of the performance of any single tenant.

- 1. Quantity of Waste Diverted by weight, volume, or units**
- 2. Number of Discrete Material Types Accepted for Waste Diversion**
- 3. Number of Active Partnerships Through the Sustainability Campus Project**
- 4. GHG Avoided Through Waste Diversion and Renewable Energy Activities**
- 5. Public Participation in Education and Outreach Efforts**

See below for more detail on each of the identified Metrics.

METRIC: QUANTITY OF WASTE DIVERTED BY WEIGHT, VOLUME, OR UNITS

Metric	Quantity of Waste Diverted (tons/volume/units)
Description:	Measurement of the total quantity of material diverted from landfill disposal through reuse, recycling, composting, or other recovery methods via the Sustainability Campus project. Unlike the “Number of Discrete Material Types” metric, which tracks the breadth of diversion activities, this measure reflects the overall scale of materials recovered. It captures tonnage, volume, or unit counts from Sustainable Business Park tenants, off-site partnerships, any expansion of current services (e.g., Clean Sweep, C&D, shingles, tires, logs and brush), the Residential Drop-off, the food scrap collection program, and other diversion operations. Diversion measures shall consider quantities diverted for reuse, recycling, beneficial reuse, and residuals measured separately.
Importance/why it is included in this report:	Tracking the quantity of waste diverted provides a clear indicator of the Sustainability Campus’s overall impact on reducing landfill disposal. By measuring physical tonnage or volume diverted, the County can evaluate progress toward waste reduction goals and demonstrate the scale of resources returned to productive use.
Baseline Value:	The baseline will be established using the total tonnage/volume/units diverted through W+R programs in 2024.
Measurement Methodology and Tracking:	Diversion quantities will be recorded annually, based on scale data, operational reporting, and tenant submissions. Materials will be measured in tons whenever possible; where weight is not the most common measure, volume or unit counts will be used (e.g., mattresses). Numerical approach: Total tons (or equivalent volume/units) of material diverted from landfill disposal in one calendar year.

Connection to Guiding Principles:

Community	Circularity + Innovation	Environment + Climate	Economic
Provide transparent reporting on the scale of local diversion efforts.	Demonstrate capacity to grow diversion through innovative recovery methods.	Reduce landfill use and associated environmental impacts by tracking tons of material recovered.	Support regional reuse, recycling, and processing markets by delivering consistent quantities of material.

METRIC: NUMBER OF DISCRETE MATERIAL TYPES ACCEPTED FOR WASTE DIVERSION

Metric	Number of Discrete Material Streams Diverted from Landfill
Description:	Measurement of the total number of discrete material streams diverted from landfill disposal through reuse, recycling, composting, or other recovery methods via the Sustainability Campus project. This will include materials accepted by entities at the Sustainable Business Park, offsite partners, new items accepted and recycled through existing services (e.g., Clean Sweep, C&D, shingles, tires, logs and brush etc.) Residential Drop-off, the food scrap collection program, and other activities developed through this project.
Importance/why it is included in this report:	Tracking the number of material streams diverted provides a clear indicator of the breadth and effectiveness of the Campus’s waste diversion efforts. A higher number of discrete streams reflects a more comprehensive approach to resource recovery and supports the Campus’s role in advancing a local circular economy. This metric highlights the Campus’s capacity to manage a wide variety of materials responsibly and to adapt to evolving diversion opportunities over time.
Baseline Value:	The baseline will be established using the number of material streams currently diverted at the existing Rodefild Landfill and associated programs in 2024.
Measurement Methodology and Tracking:	Each material stream that was accepted for diversion during at least the majority of the reporting year, based on operational data from Campus facilities and tenant reporting. Streams may include, but are not limited to, organics, plastics, metals, glass, textiles, electronics, construction and demolition debris, and household hazardous waste. Numerical approach: Total number of discrete material streams diverted from landfill in one year.

Connection to Guiding Principles:

Community	Circularity + Innovation	Environment + Climate	Economic
Provide a comprehensive service for responsibly managing a wide range of materials.	Keep materials in use locally and reduce waste through expanded and innovative diversion strategies.	Reduce environmental impact by minimizing landfill use and promoting material recovery.	Support local reuse, recycling, and processing markets by capturing diverse material types.

METRIC: NUMBER OF ACTIVE PARTNERSHIPS THROUGH THE SUSTAINABILITY CAMPUS PROJECT

Metric

Number of Outside Organization Partnerships

Metric Description:

Measurement of the number of active partnerships directly involved with waste diversion and/or education established between the W+R and external organizations including, but not limited to, nonprofits, academic institutions, private businesses (e.g., downstream recycling vendors), and government agencies as a part of the Sustainability Campus project.

Importance/why it is included in this report:

Strategic partnerships are essential to the success of the Sustainability Campus. Collaborating with outside organizations brings in diverse expertise, expands the reach of sustainability initiatives, and strengthens the Campus's role as a regional hub for innovation and environmental leadership. This metric reflects the Campus's ability to build meaningful relationships that support waste diversion, education, research, and economic development.

Baseline Value:

The baseline will be established using the number of formal partnerships in place as of 2024.

Measurement Methodology and Tracking:

Each active partnership and non-confidential descriptions of work will be reported annually. Partnerships may support a range of activities, such as research, reuse and recycling programs, workforce development, or public education.

Numerical approach: Total number of active external partnerships in one year.

Connection to Guiding Principles:

Community	Circularity + Innovation	Environment + Climate	Economic
Extend the reach of resources and educational opportunities through collaboration with additional groups	Advance understanding of emerging technologies and approaches	Aligning efforts with complimentary groups to amplify impact of activities.	Leverage public-private partnerships to create economically-sustainable waste diversion operations

METRIC: GHG AVOIDED THROUGH WASTE DIVERSION AND RENEWABLE ENERGY ACTIVITIES

Metric	GHG Emissions Avoided/Reduced
Metric Description:	Measurement of the estimated greenhouse gas (GHG) emissions avoided or reduced annually through diversion activities, renewable energy production, and other sustainability initiatives via the Sustainability Campus project.
Importance/why it is included in this report:	Reducing GHG emissions is central to the Sustainability Campus’s mission to promote environmental stewardship and sustainability. This metric quantifies the environmental benefits of the Campus’s operations, including waste diversion, landfill gas capture, composting, and renewable energy generation. It provides a clear indicator of the Campus’s contribution to local and regional climate goals and supports transparent reporting of environmental performance.
Baseline Value:	The baseline will be established using 2024 GHG emissions data from W+R’s operations.
Measurement Methodology and Tracking:	GHG reductions will be estimated using standardized emissions factors and methodologies (e.g., EPA WARM model or equivalent) applied to diversion tonnages, renewable energy production, and landfill gas utilization. Emissions avoided through composting, recycling, and reuse will be calculated based on material-specific factors. Numerical approach: Total metric tons of CO₂-equivalent (MTCO₂e) emissions avoided or reduced in one year.

Connection to Guiding Principles:

Community	Circularity + Innovation	Environment + Climate	Economic
Reduce landfill use and associated emissions; protect natural resources.	Keep materials in use and develop new strategies for waste reduction.	Improve operational efficiency and support local recovery markets.	Demonstrate environmental leadership and accountability to the public.

METRIC: PUBLIC PARTICIPATION IN EDUCATION AND OUTREACH EFFORTS

Metric

Annual Public Participation in Outreach Programs

Metric Description:

This metric tracks the reach and impact of waste diversion-related education and outreach activities conducted via the Sustainability Campus project. It includes quantifiable indicators such as the number of public tours, school visits, workshops, community events, and educational partnerships hosted on-site or virtually.

Importance/why it is included in this report:

Education and outreach are essential to building a culture of sustainability and empowering the community to participate in the circular economy. By offering accessible, inclusive, and enriching learning opportunities, the Campus can serve as a regional hub for environmental literacy and community engagement. This metric reflects the Campus's commitment to equipping individuals with the knowledge and tools to reduce waste, conserve resources, and support long-term environmental and economic resilience.

Baseline Value:

The baseline will be established using the number of participants reached and outreach activities held in 2024.

Measurement Methodology and Tracking:

The number of participants in waste diversion-related education and outreach activities will be tracked annually. This includes attendees at hosted tours, workshops, school visits, public lectures, and community events. Campus partners and tenants will also report participation in their own outreach efforts.

Numerical approach: Total number of individuals engaged through education and outreach activities in one year.

Connection to Guiding Principles:

Community	Circularity + Innovation	Environment + Climate	Economic
Provide educational programming to equip community members with tools and resources for moving toward a circular economy.	Develop new ways to measure and assess effectiveness and the quality of programs and services on an ongoing basis.	Build climate resiliency through education that promotes sustainable practices.	Support sustainability initiatives in other industries through educational partnerships and programming.

VII. IMPLEMENTATION AND REPORTING

It is the responsibility of Dane County to collect, compile, and report data for each Metric identified in this document. Data will be gathered from County operations, Sustainability Campus tenants, and partner organizations, as applicable. Each metric will be reported on an annual basis and included in the Department's annual report, which will be published by May of each year for the previous calendar year (e.g., May 2026 for Metrics covering 2025). These reports may also include additional measures of performance beyond the five identified Metrics, as the Sustainability Campus evolves.

Data Collection and Management

County Operations: Data from programs directly managed by Dane County (e.g., food scrap collection, Clean Sweep, landfill gas utilization) will be collected and recorded by W+R staff.

Tenant and Partner Reporting: Each Sustainability Campus tenant or partner organization engaged in diversion, reuse, or outreach activities will be required to provide annual data submissions, including tonnage, units, participation counts, or other relevant metrics, as defined in their operating agreements.

Reporting Structure

Annual Report: Metrics results will be compiled into the W+R Annual Report for a period of 15 years.

Public Accessibility: Annual reports will be posted on the W+R website and shared with the City of Madison to support the joint accountability established in the Development Agreement.

Continuous Improvement

The Metrics framework is intended to be durable but flexible. As the Sustainability Campus matures, new technologies, tenants, and diversion strategies may emerge. To remain relevant and effective, the County and City will review the Metrics framework on a five-year cycle (or sooner if necessary) to assess whether additional metrics should be added, existing metrics refined, or methodologies updated.

Use of Results

Metrics reporting will serve several purposes:

- Track and communicate the environmental, economic, and community benefits of the Sustainability Campus.
- Inform decision-making for future programs, partnerships, and investments.
- Provide accountability to the public, City, and County stakeholders.
- Support external funding and partnership opportunities by demonstrating measurable progress toward sustainability outcomes.

VIII. DEFINING SUCCESS

The purpose of this Metrics Report is to establish a framework for evaluating the success and long-term trajectory of the Sustainability Campus in achieving its goals of waste diversion, circular economy advancement, and public education. Measuring success for a project of this scale is inherently complex. Several factors contribute to this challenge: new programs and initiatives require significant time and resources to develop; Dane County's growing population will continue to increase the total volume of waste generated; emerging materials and technologies will create both new challenges and new opportunities; and broader economic conditions may affect the feasibility and timing of investments.

Despite these uncertainties, Dane County and the City of Madison are committed to continuous improvement across the identified Metrics. For the purposes of this report, success is defined as measurable improvement in at least a majority of the agreed-upon Metrics (three out of five, at the time of writing) over each reporting cycle.

To ensure accountability and adaptive management, progress will be evaluated jointly by the City and County on a five-year cycle for a period of 15 years. Each evaluation will review the preceding years' Metrics Reports, assess external factors and extenuating circumstances, and consider future plans under development. Joint City/County review sessions will be scheduled in calendar years 2031, 2036, and 2041.

Metric	Directional Progress Example
Quantity of Waste Diverted by W+R by weight, volume, or units	W+R diverts more materials in review year than recorded in the previous reporting cycle
Number of Discrete Material Types Accepted by W+R for diversion	W+R accepts more discrete material types for diversion in review year than in the previous reporting cycle
Number of Active Partnerships Through the Campus work	W+R has more active diversion/education partnerships in review year than in the previous reporting cycle
Annual MTCO ₂ e Avoided Through Diversion and Renewable Energy Activities	W+R avoids more emissions in review year than in the previous reporting cycle
Annual Public Participation in Outreach Programs	W+R engages more members of the public than in the previous reporting cycle

IX. CONCLUSION

The Sustainability Campus represents a long-term investment in Dane County's ability to manage waste locally, recover valuable resources, and build new opportunities for education, research, and community engagement. This Metrics Report provides the framework to track that progress in a clear and accountable way. While the path forward will adapt to new challenges, technologies, and community needs, the County and City are committed to using these metrics as a shared guide for decision-making. By doing so, the Sustainability Campus can continue to grow as a model for waste diversion and circular economy development in the region.