



## ROCK COUNTY - WISCONSIN



# TOWN OF FULTON LAND EVALUATION AND SITE ASSESSMENT (LESA) PROGRAM MANUAL



**ADOPTED: January 12, 2010**



Prepared by:

Rock County Planning,  
Economic & Community  
Development Agency



The Town of Fulton Land Evaluation and Site Assessment (LESA) Program and *Program Manual* were prepared by the Town of Fulton Land Evaluation and Site Assessment (LESA) Program Committee and Rock County Planning, Economic & Community Development Agency personnel (as listed below), with guidance and oversight provided by the following:

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Dave Brown  
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The Town of Fulton Land Evaluation and Site Assessment (LESA) Program Committee and the Rock County Planning, Economic & Community Development Agency gratefully acknowledge and thank the aforementioned for their time, effort, and role in development of the Town of Fulton Land Evaluation and Site Assessment (LESA) Program and *Program Manual*.

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## List of Abbreviations

CKSD - Consolidated Koshkonong Sanitary District  
 ESA - Environmentally sensitive areas  
 GIS - Geographic information system  
 LESA - Land evaluation and site assessment  
 MFL - Managed forest law (Wisconsin Department of Natural Resources)  
 MSSAB - Municipal sewer service area boundaries  
 NRCS - Natural Resources Conservation Service  
 SUC - Surrounding use compatibility  
 SS - Soil suitability

**TOWN OF FULTON  
LAND EVALUATION AND SITE ASSESSMENT (LESA)  
PROGRAM MANUAL**

**SECTION I - EXECUTIVE SUMMARY**

This section provides an introduction to and overview of the Town of Fulton's Land Evaluation and Site Assessment (LESA) Program and *Program Manual*. Part I identifies the Town of Fulton (Town) LESA Program goal statement. Part II identifies the enabling legislation providing the impetus for the LESA Program (Program). Part III states the Program and *Program Manual's* purpose, intent, and use, whereas Part IV states the *Program Manual's* structure and content. Part V identifies the process utilized to develop the Program, whereas Part VI outlines Program and *Program Manual* future directions.

## I. Program Goal Statement

The Town of Fulton will utilize the Land Evaluation and Site Assessment (LESA) Program to identify productive and valuable agricultural lands, providing information vital for consistent, objective, transparent, and informed land-use decisions.

## II. Program Enabling Legislation

The Town Board of Fulton, on January 12, 2009, authorized formation of a Program Committee to develop a Program as a potential tool to be utilized by the Town in the land-use decision-making process.

Additionally, the following policies, as contained in Section III - Goals, Objectives, and Policies of the *Town of Fulton Comprehensive Plan 2035*, adopted June 9, 2009, state:

- 2.1.f. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program, to identify lands most suitable for various uses
- 3.1.f. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program, to identify lands most suitable for continued agricultural use
- 3.2.g. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program, to identify lands most suitable for various uses
- 4.1.e. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program, designed to identify lands most suitable for new development
- 5.1.e. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for new development
- 8.1.h. Utilize and support potential programs to be offered and services to be provided by Rock County, including but not limited to, development, administration, utilization, and/or enforcement of the following:
  - Land Evaluation and Site Assessment (LESA), Smart Growth, Land Use Inventory, Infill and Brownfield Development, Purchase of Development Rights (PDR), and Green Building Programs
  - Sliding Scale Zoning District
  - Sub-Division Design Regulation
  - Eco-Municipality Resolution
  - Land Division, Driveway, and Solar/Wind Power Generating Device Ordinance

### III. Program and *Program Manual* Purpose, Intent, and Use

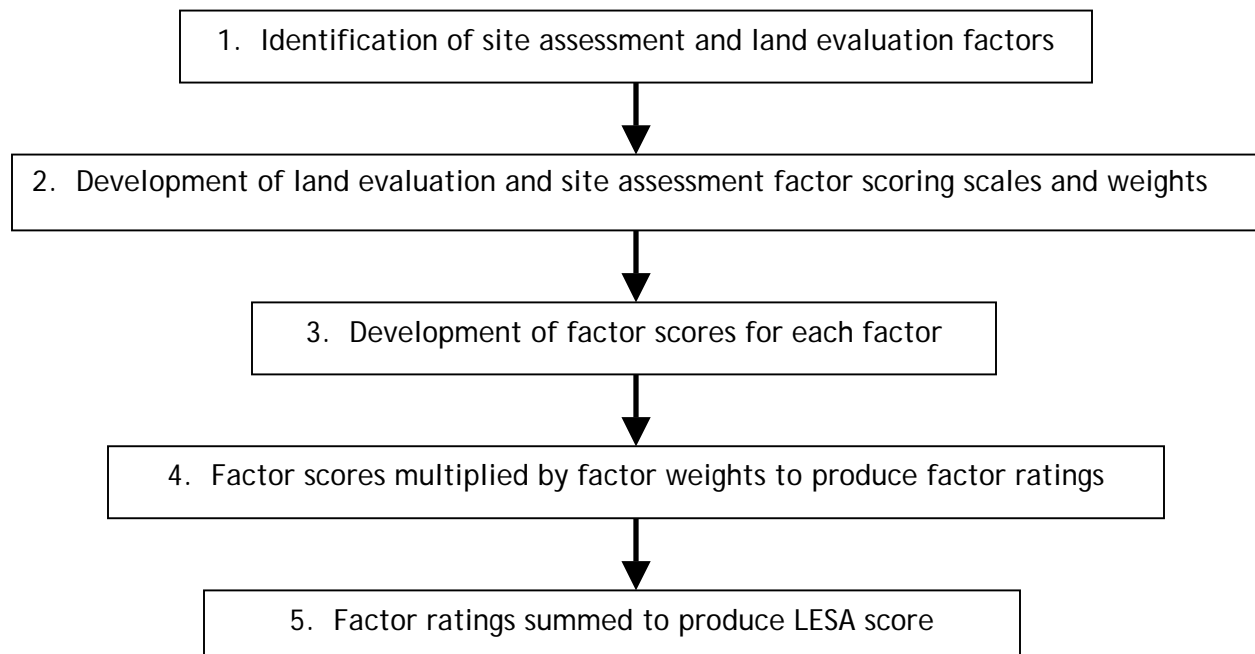
Land evaluation and site assessment (LESA), developed by the Natural Resources Conservation Service (NRCS) in the early 1980's, is a tool local governmental units can utilize to aid in land use decision-making, including evaluating rezone and land division requests, and designation of lands for housing, commercial, industrial, and parks/open space uses, and purchase (PDR) of development rights programs. LESA provides a comprehensive synthesis of vital land use information, ensuring objectivity and consistency in land use decision-making.

LESA develops a LESA score for all designated land parcels in a local governmental unit, evaluating suitability for various uses. A parcel's LESA score is then utilized to guide land use decisions regarding the parcel. A parcel's LESA score consists of two components, land evaluation and site assessment, each comprised of various factors within multiple groups. Land evaluation factors evaluate a parcel's soil characteristics, whereas site assessment factors evaluate its various other socio-economic and environmental characteristics. Factors contain both scoring scales, assessing the characteristics of the parcel relative to the factor, and weights, reflecting the relative importance of the factor in comparison to other factors.

The Program assigned a LESA score only to those land parcels in the Town meeting specified criteria. Parcels in the Town meeting said criteria are identified herein as agricultural parcels located within the Program area. Parcels not meeting said criteria are identified herein as non-agricultural parcels located within the excluded area, and were not assigned a LESA score.

Figure I.1 identifies the process utilized to develop Program LESA scores for agricultural parcels.

Figure I.1:  
Program LESA Score Development



The Program's land evaluation component consists of one group, soil, and one factor, suitability. The Program's site assessment component consists of three groups, agriculture, development, and natural resources, with seven factors within these three groups. Program factor scoring scales were developed on a scale of 1 to 10, with higher factor scores indicating lands more suitable for agricultural use. Program factor weights combine to equal 1, with higher weights indicating a factor more important in determining suitability of lands for agricultural use. Figure I.2 displays the Program factors, factor scoring scales, and factor weights.

**Figure I.2:  
Program Factors, Factor Scoring Scales, and Factor Weights**

**Land Evaluation Component**

**1. Soil Group**

**a. Suitability Factor**

<b>Soil Type</b>	<b>Score*</b>	<b>Weight</b>
Any present in Town	0-10	.34

*\*Suitability factor scores were developed utilizing NRCS land evaluation scores for Town of Fulton soil types.*

**Site Assessment Component**

**1. Agriculture Group**

**a. Field Size Factor**

<b>Field Size (Acres)</b>	<b>Score (0-10)</b>	<b>Weight</b>
80 acres or greater	10	.14
65 to 79 acres	8	
50 to 64 acres	6	
35 to 49	4	
20 to 34 acres	2	
19 acres or less	0	

**b. Use Factor - Percent of Parcel In Agricultural Use**

<b>Percent of Parcel in Agricultural Use (0-100%)</b>	<b>Score (0-10)</b>	<b>Weight</b>
75% and above	10	.10
60% to 74%	8	
45% to 59%	6	
30% to 44%	4	
20% to 29%	2	
19% or less	0	

**c. Surrounding Use Compatibility Factor - Zoning Districts Within 0.5 Miles**

<b>Zoning Districts Within 0.5 Miles</b>	<b>Score (0-10)</b>	<b>Weight</b>
Agricultural (A-1) and (A-2)	10	.07
Agricultural (A-3)	5	
Residential (R-R, R-1, R-2, PUD, and MHP), Commercial/Business (B-1 and CHI) and Industrial (M-1 and SP)	0	



**Figure I.2:  
Program Factors, Factor Scoring Scales, and Factor Weights**

**Site Assessment Component**

**2. Development Group**

**a. Distance From Municipal Sewer Service Area Boundaries Factor**

Distance (Miles)	Score (0-10)	Weight
1 mile or greater	10	.05
.75 to .99 miles	8	
.50 to .74 miles	6	
.25 to .49 miles	3	
0 to .24 miles	0	

**b. Distance From Sub-Divisions Factor**

Distance (Miles)	Score (0-10)	Weight
1 mile or greater	10	.07
.75 to .99 miles	7	
.5 to .74 miles	4	
.25 to .49 miles	2	
.24 miles or less	0	

**c. Distance From Roads Factor - Functional Classification\***

Distance (Miles)	Score (0-10)	Weight
0.5 miles or more to minor/major collector, minor arterial or principal arterial intersection	10	.05
0.49 miles or less to minor collector	7	
0.49 miles or less to major collector	4	
0.49 miles or less to minor arterial	2	
0.49 miles or less to principal arterial intersection	0	

\* The Wisconsin Department of Transportation utilizes a functional classification system to identify roads according to their capacity to provide access and/or mobility to users. Higher functionally classified roads experience greater traffic flow than those lower functionally classified.

**d. Town Future Land Use Map Consistency Factor**

Town Future Land Use Map Consistency	Score (0-10)	Weight
Outside of and not adjacent to a mixed use land use area	10	.05
Adjacent to a mixed use land use area	5	
Inside a mixed use land use area	0	

**Site Assessment Component**

**3. Natural Resource Group**

**a. Environmentally Sensitive Areas (ESA) Factor - Percent of Parcel Coverage**

Percent of Parcel Coverage (0-100%)	Score (0-10)	Weight
60% and greater	10	.13
30% to 59%	7	
20%-29%	4	
10%-19%	2	
9% or less	0	

Figure I.3 displays a LESA score matrix, identifying all components utilized in formulating a LESA score, for a hypothetical agricultural parcel.

**Figure I.3:  
LESA Score Matrix - Hypothetical Agricultural Parcel**

Components, Groups, and Factors	Factor Score (0-10)	Factor Weight (Total=1)	Factor Rating (Score x Weight)
Land Evaluation Component			
1. Soil Group			
a. Suitability factor	8.5	.34	2.89
Site Assessment Component			
1. Agriculture Group			
a. Field size factor	8.0	.14	1.12
b. Use - Percent of parcel in agricultural use factor	8.0	.10	.80
c. Surrounding use compatibility factor	10.0	.07	.70
2. Development Group			
a. Distance from municipal sewer service area boundaries factor	6.0	.05	.30
b. Distance from sub-divisions factor	7.0	.07	.49
c. Distance from roads factor - Functional classification	7.0	.05	.35
d. Town future land use map consistency factor	10	.05	.50
3. Natural Resources Group			
a. Environmentally sensitive areas factor - Percent of parcel coverage	7.0	.13	.91
<b>LESA Score (Summed Factor Ratings: 1-10)</b>	<b>8.06</b>		

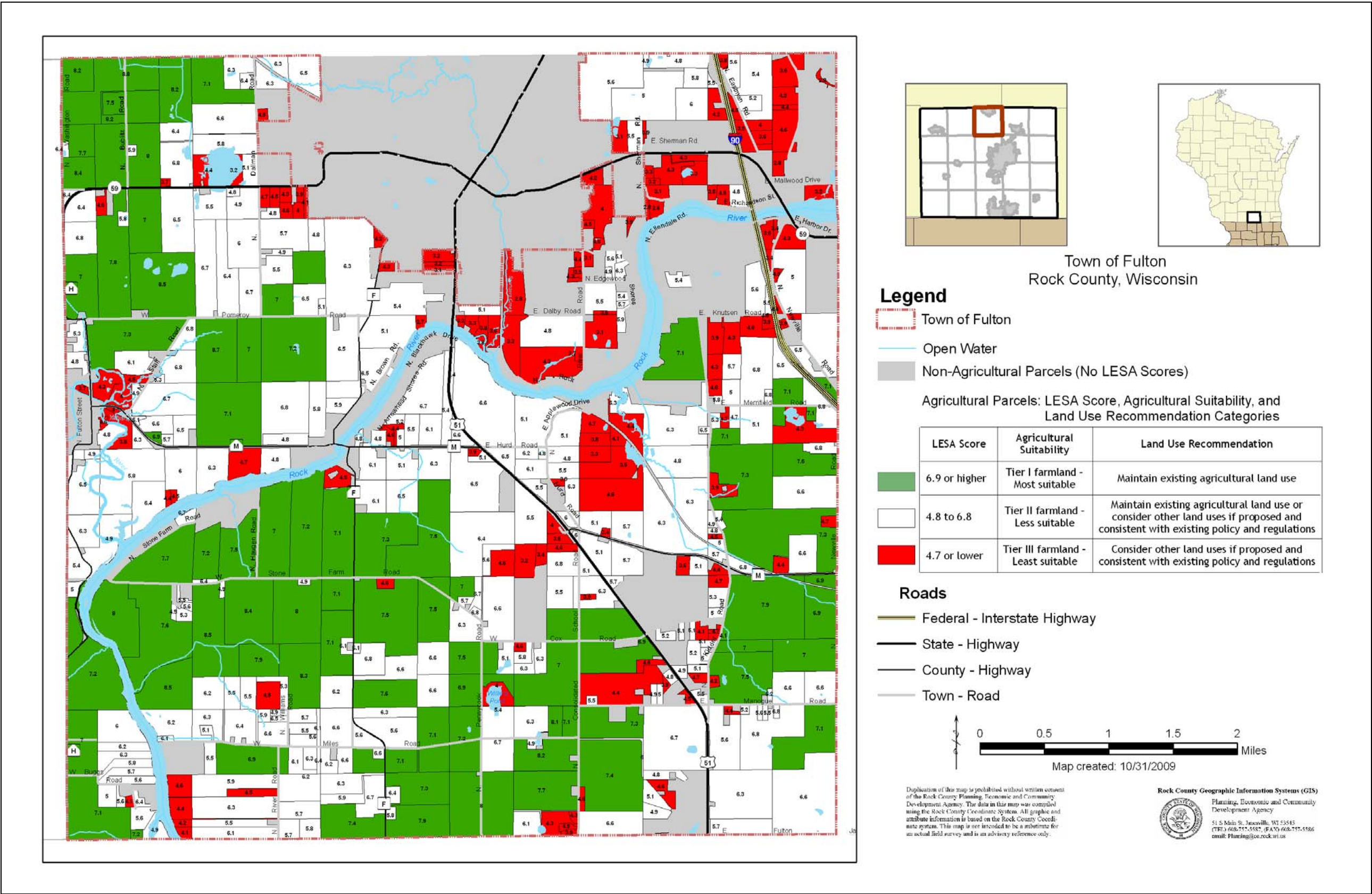
After a LESA score was assigned to an agricultural parcel, the LESA score was grouped into an agricultural suitability and land use recommendation category to guide land use decisions pertaining to the parcel. Higher LESA scores indicate lands more suitable for agricultural use. Figure I.4 displays the Program's LESA score, agricultural suitability and land use recommendation categories. Appendix III identifies the methodology utilized to develop the categories as delineated in Figure I.4.

**Figure I.4:  
Program LESA Score, Agricultural Suitability and Land Use Recommendation Categories**

LESA Score	Agricultural Suitability	Land Use Recommendation
6.9 or higher	Tier I farmland - Most suitable	Maintain existing agricultural land use
4.8 to 6.8	Tier II farmland - Less suitable	Maintain existing agricultural land use or consider other land uses if proposed and consistent with existing policy and regulations
4.7 or lower	Tier III farmland - Least suitable	Consider other land uses if proposed and consistent with existing policy and regulations

Map I.1 displays LESA scores, as well as agricultural suitability and land use recommendation categories, for all agricultural parcels. Map I.1 is consistent with the *Town of Fulton Comprehensive Plan 2035*, identifying large land areas in the Town that should be maintained for existing agricultural uses, while concurrently identifying adequate amounts of land for potential development.

Map I.1:  
LESA Scores



Source: Rock County Planning, Economic & Community Development Agency - 2009

Thus, the Program's purpose and intent is to:

- Identify productive and valuable agricultural lands, providing the Town information vital for consistent, objective, transparent, and informed land-use decisions
- Be and remain consistent with the intent and direction of the *Town of Fulton Comprehensive Plan 2035*, and all goals, objectives, and policies contained therein

The Program should be utilized:

- By the Town Planning and Zoning Committee, and Town Board, as a tool in the land-use decision-making process, with an agricultural parcel's LESA score, agricultural suitability, and land use recommendation category to be considered when decisions are made regarding any major land use change and/or development proposal pertaining to said parcel

This *Program Manual's* purpose and intent is to:

- Identify and outline the processes and procedures utilized to develop and implement the Program

This *Program Manual* should be utilized:

- As a Program development reference tool and Program implementation guide

The *Program Manual* was adopted by the Town Board on January 12, 2010, to be utilized by both the Planning and Development Committee, and the Town Board, as an advisory tool in the land-use decision-making process, with an agricultural parcel's LESA score, agricultural suitability, and land use recommendation category to be considered when decisions are made regarding any major land use change and/or development proposal pertaining to said parcel.

#### IV. *Program Manual* Structure and Content

This *Program Manual* contains three sections:

- *Section I - Executive Summary*  
This section contains an introduction to and overview of the Program and *Program Manual*, including the Program goal statement, enabling legislation, purpose, intent and use, structure and content, development process, and future directions.
- *Section II - Town Profile, and Program Development and Implementation*  
This section offers a Town profile, an overview of Program development, and recommendations for Program implementation. This section begins by profiling the Town and then identifies the Program goal statement, area, factors, factor scoring scales, and factor weights, and LESA score, agricultural suitability, and land use recommendation categories. This section concludes by offering Program implementation recommendations.
- *Section III - Appendices*  
This section contains appendices to this *Program Manual*, including:
  - Appendix I - Town of Fulton Board Land Evaluation and Site Assessment (LESA) Program Authorization, Committee Formation, and Adoption

- Appendix II - Land Evaluation and Site Assessment (LESA) Program Committee Meetings Agendas and Minutes
- Appendix III - LESA Score, Agricultural Suitability, and Land Use Recommendation Category Formation Methodology
- Appendix IV - Data Information and Potential Program Revisions

## V. Program Development Process

The Town Board of Fulton, on January 12, 2009, authorized formation of a Program Committee to develop a Program as a potential tool to be utilized by the Town in the land use decision-making process. The Town Board, on April 14, 2009, selected a Program Committee (Committee) to guide and oversee Program development.

The Committee, solicited and appointed by the Town Board, was made up of the following individuals representing a diverse array of perspective and expertise:

- Roger Amundson - Citizen (Town resident, large landowner)
- Scott Farrington - Town of Fulton Board member (Town resident, farmer, large landowner)
- Mike Guisleman - Town of Fulton Planning and Zoning Committee member (Town resident, former Town of Fulton Board member, former Director-Rock County Parks Department)
- Michelle Staff - Citizen (Town resident, Zoning/On-Site Waste Systems Technician-Jefferson County, Wisconsin Zoning and Planning Department)
- Henry Stockwell - Citizen (Town resident, Rock County Board of Adjustment member)
- Wade Thompson - Planner-Rock County Planning, Economic & Community Development Agency
- Andy Walton - Town of Fulton Planning and Zoning Committee member (Town resident, former Town of Fulton Board member, large landowner)

The Committee developed the Program over a six-month period (May-October 2009), at six public meetings. All stakeholders, including Town residents and officials, and all other interested parties, were encouraged to attend and provide input at these meetings. The meetings were "workshop" format, utilizing a participatory process relying on group exercises, discussion, and consensus. Thus, the Program reflects the expertise, perspective, input, opinions, and desires of both the Program Committee and all other interested parties.

Major accomplishments of the Program Committee included:

- Development of Program goal statement
- Identification of Program area
- Development of Program factors, factor scoring scales, and factor weights
- Development of Program LESA score, agricultural suitability, and land use recommendation categories

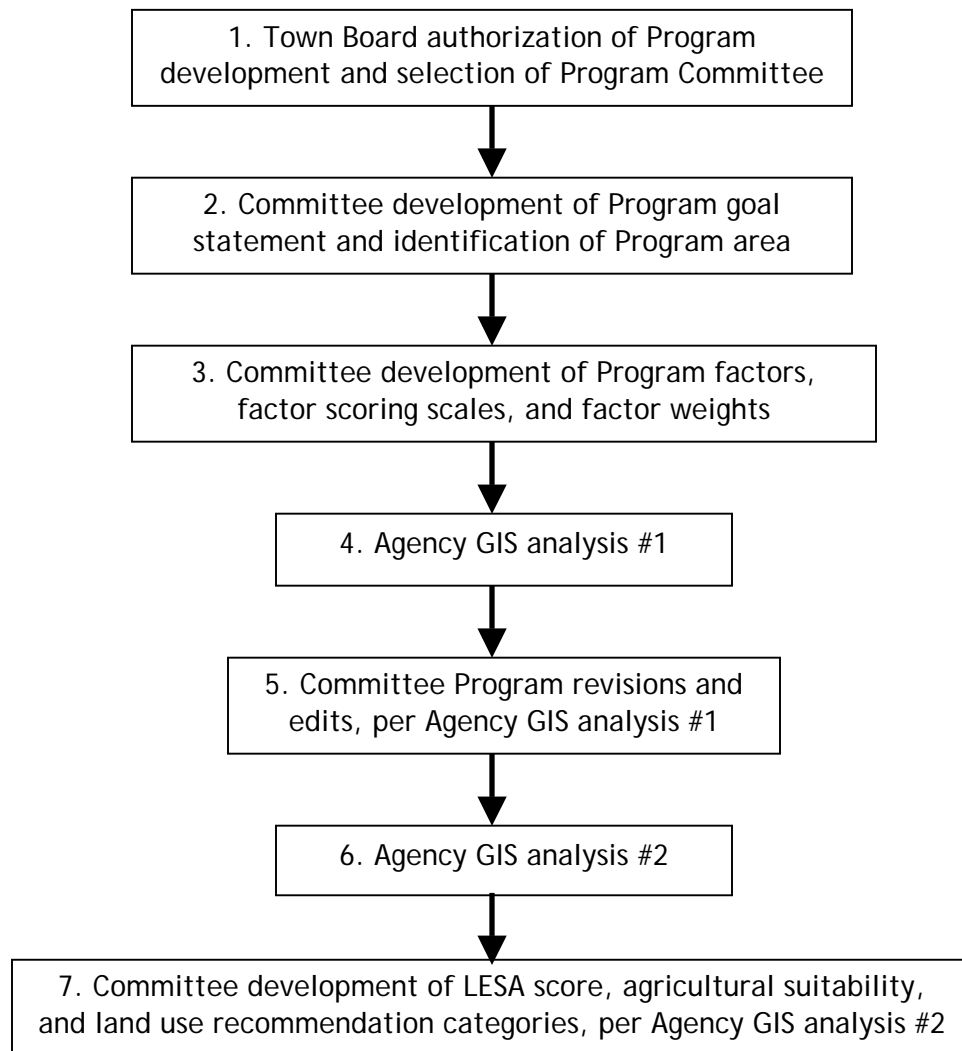
Rock County Planning, Economic & Community Development Agency (Agency) staff completed a two-step database development and geographic information system (GIS) analysis procedure

to assign each agricultural parcel a LESA score. This procedure included undertaking the following for each agricultural parcel:

- Assignment of a score for each factor (factor scores)
- Weighting of factor scores
- Summing of weighted factor scores (factor ratings) to produce LESA score

Figure I.5 identifies the process utilized to develop the Program.

**Figure I.5:  
Program Development Process**



## VI. Program and *Program Manual* Future Directions

The Town should work with the Rock County Planning, Economic & Community Development Agency in updating the Program and *Program Manual* on a bi-annual basis, ensuring they both reflect the most accurate, current information and data. Thus, the Town should initiate a Program and *Program Manual* update process in December 2011 and every two years thereafter. Appendix IV identifies potential future Program revisions.

**TOWN OF FULTON  
LAND EVALUATION AND SITE ASSESSMENT (LESA)  
PROGRAM MANUAL**

**SECTION II -  
TOWN PROFILE, AND  
PROGRAM DEVELOPMENT AND IMPLEMENTATION**



This section provides background information on the Town of Fulton (Town), as well as on Land Evaluation and Site Assessment (LESA) Program (Program) development and implementation. Part I provides a Town profile, Part II identifies the Program goal statement, and Part III identifies the Program area. Part IV identifies Program factors, factor scoring scales, and factor weights, whereas Part V identifies Program LESA score, agricultural suitability, and land use recommendation categories. This section concludes with Part VI offering recommendations for Program implementation.

## I. Town Profile

The Town encompasses approximately 33-square miles and is located in Fulton Township (36-square mile, geographical entity), in north-central Rock County, Wisconsin. The Town is surrounded by rural communities but is also in close proximity to burgeoning urban areas. The Town is one of two municipalities in Fulton Township, the other being the City of Edgerton, with an estimated 2005 population of 5,120, lying in the north-central portion of the Township. Unincorporated settlements in the Town include Fulton in the Town's west-central portion, Indianford in its central portion, and Newville in its northeast portion. The Town is bordered on the east, west, and south by the Rock County Towns of Milton, Porter, and Janesville, respectively. The Town of Albion in Dane County, Wisconsin, lies to the Town's north. The Rock County seat, the City of Janesville, located two miles from the Town's southern boundary, had an estimated population of approximately 62,000 in 2005. The growing Wisconsin State capital, the City of Madison, with an estimated population of approximately 222,000 in 2005, is 20 miles to the Town's northwest. Wisconsin's largest city, Milwaukee, with a metropolitan area containing over 1,700,000 inhabitants in 2005, lies 70 miles east of the Town and Rockford, Illinois' third largest city with an estimated population of approximately 150,000 in 2005, lies 40 miles south. The Town is connected to the aforementioned urban areas, and other regional, State, and national locations, by a vast road network including U.S. Interstate 90/39 and U.S. Highway 51.

The Town's most prominent water body, the Rock River, bisects the Town, feeding out of Lake Koshkonong in the adjacent Town of Milton, running from the Town's northeast to its southwest. The Town is located in four base watersheds, Lower Koshkonong Creek, Yahara River/Lake Kegonsa, Marsh Creek, and Rock River/Milton. These watersheds are components of the Lower Rock Basin, which in turn is a component of the Mississippi River Basin. Maps II.1 and II.2 show the Town's vicinity and location.

Figure II.1 displays the Town's population in comparison to other relevant communities from 1980 to 2005.

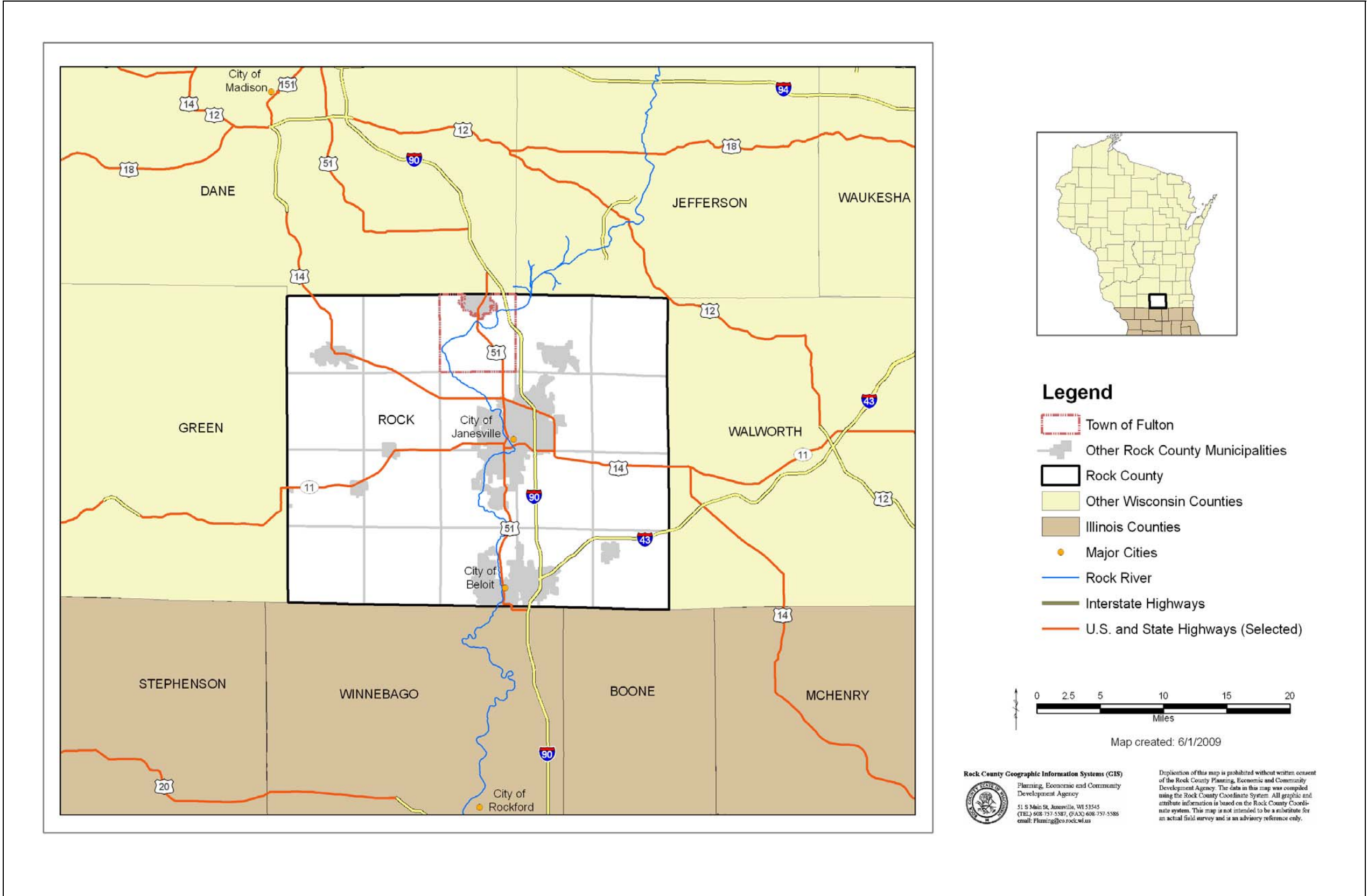
**Figure II.1:**  
**Population: 1980 - 2005**

Community	1980	1990	2000	2005	Change: 1980-2005	
					Number	Percent
Town of Fulton	2,866	2,867	3,158	3,237	371	12.9%
Town of Milton	2,306	2,353	2,844	2,978	672	29.1%
Town of Center	908	861	1,005	1,044	136	15.0%
Town of Harmony	2,090	2,138	2,351	2,449	359	17.2%
Town of Janesville	3,068	3,121	3,048	3,353	285	9.3%
Town of Porter	940	953	925	969	29	3.1%
Town of Albion	1,918	1,964	1,823	1,914	-4	-0.2%
City of Edgerton	4,335	4,254	4,891	5,120	785	18.1%
City of Janesville	51,071	52,210	60,200	62,227	11,156	21.8%
City of Milton	4,092	4,444	5,132	5,474	1,382	33.8%

*Source: Town of Fulton Comprehensive Plan 2035 - 2009*



Map II.1:  
Town Vicinity



Source: Town of Fulton Comprehensive Plan 2035 - 2009



Map II.2:  
Town Location

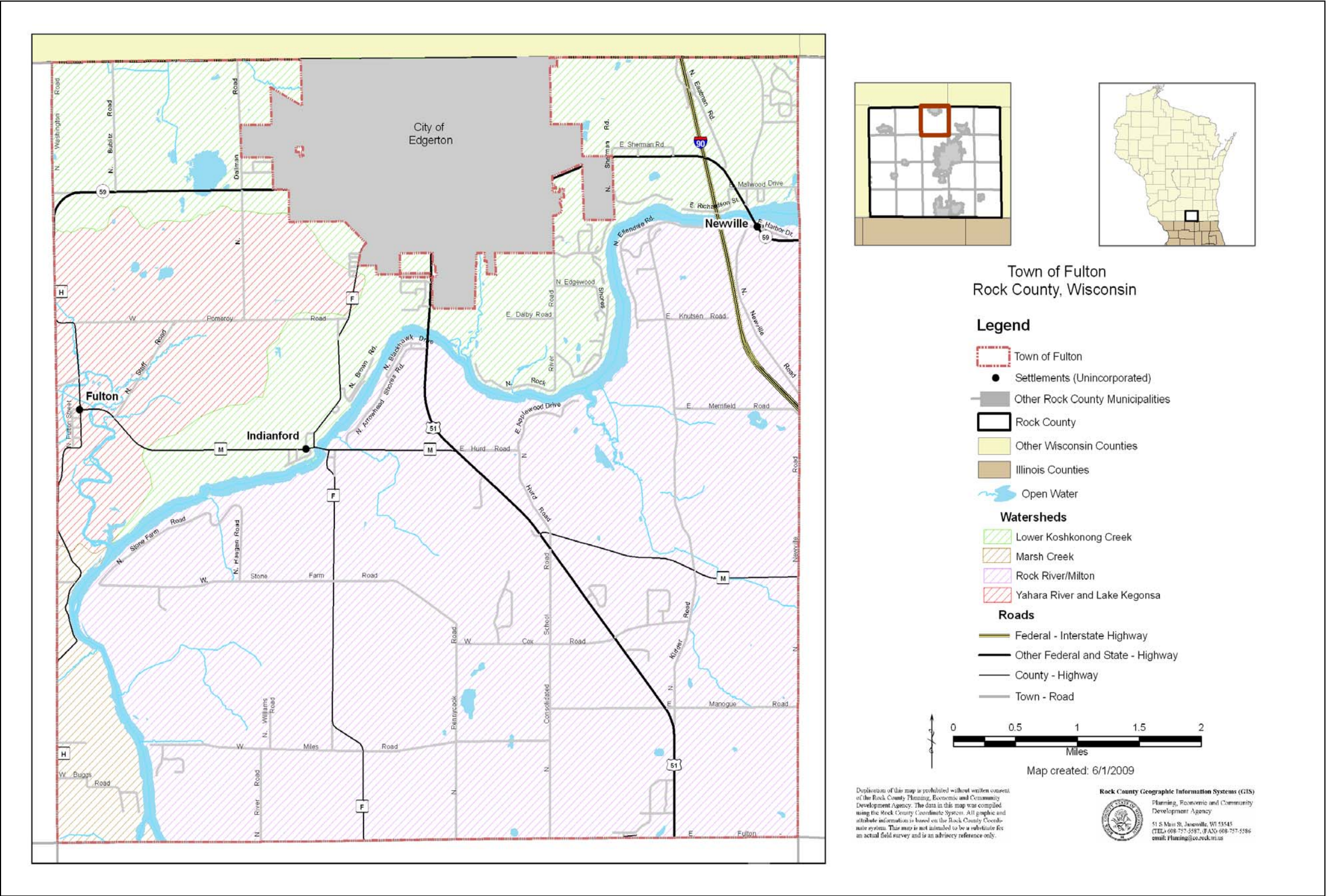


Figure II.2 illustrates a Town population projection from 2010 to 2035.

**Figure II.2:  
Population: 2010 - 2035**

2010	2015	2020	2025	2030	2035	Change: 2010-2035	
						Number	Percent
3,327	3,424	3,519	3,602	3,669	3,755	428	12.9%

*Source: Town of Fulton Comprehensive Plan 2035 - 2009*

Figures II.1 and II.2 indicate the Town is a growth community, exhibiting steady population growth historically and through 2035. The Town's geography has and will contribute to growth given its proximity to Interstate 90/39 and various growing urban areas, including the Cities of Edgerton, Janesville, and Madison.

Land use in the Town is varied. Large (35 acres and greater) and small (3-35 acres) -scale agriculture use predominates, reflective of the Town's highly productive agricultural soils, although residential use is also prevalent with farmsteads and sub-divisions scattered throughout the Town. The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots located in relative isolation from other compatible land uses. Concentrations of low, moderate, and high-density (1 housing unit/3 acres to 2 units/~.25 acres) residential land uses are located in the northeastern portion of the Town, (both north and south of the Rock River in the Newville area) along the river in the eastern half of the Town, and along U.S. Highway 51. Pockets of commercial land uses, including various dining, lodging, and retail sales establishments, are located along Interstate 90/39 and State Highway 59, in the Newville area east of the City of Edgerton. Light industrial land use is also present in the Town, again in its northeast portion in the Newville area, both north and south of the Rock River.

Map II.3 displays land use in the Town in 2008.

Figure II.3 displays the Town's land use by category in 2008.

**Figure II.3:  
Land Use Category: 2008**

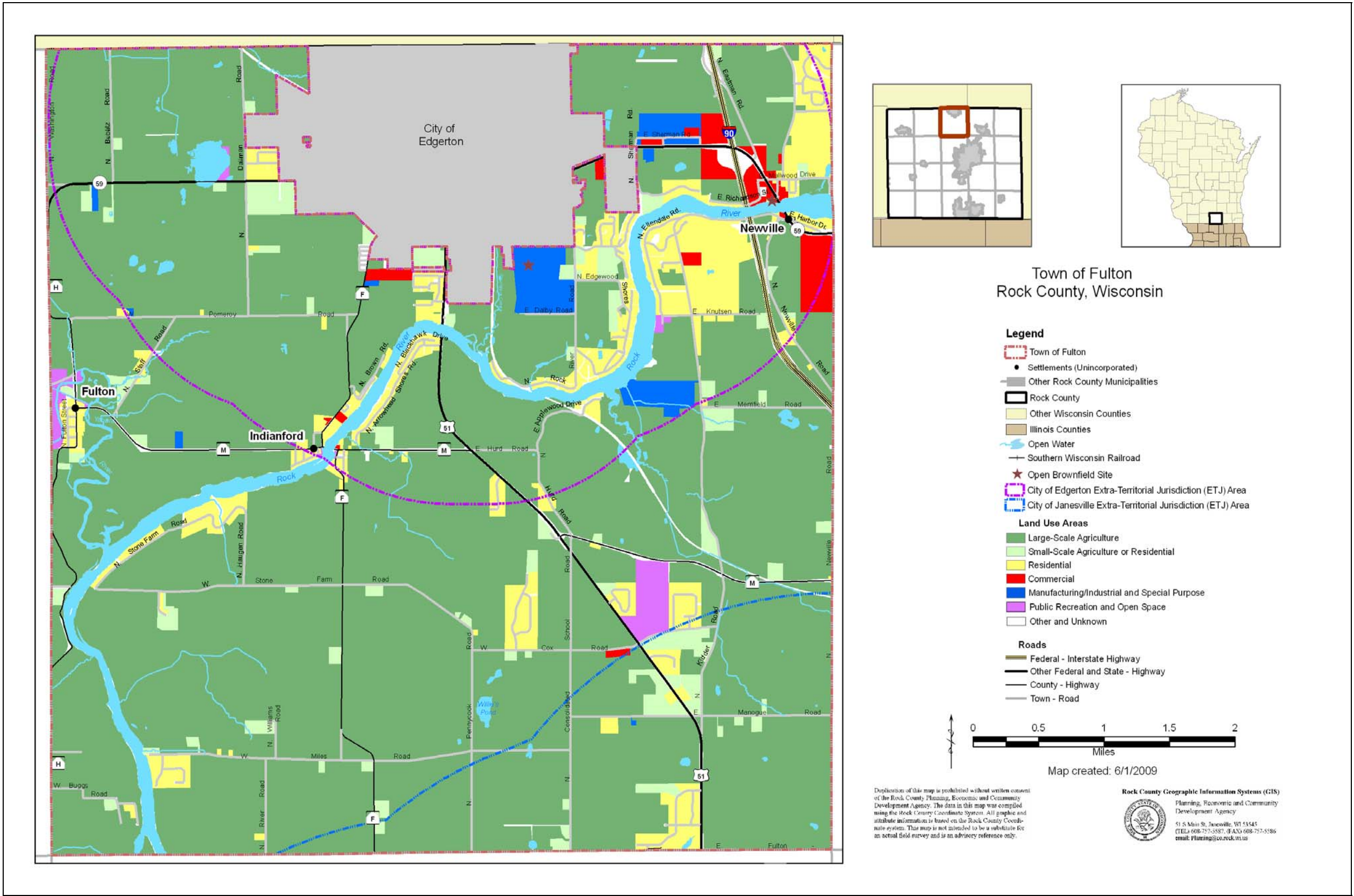
Land Use Category	Acres	Percent
Large-scale agriculture	16,727.3	85.5%
Small-scale agriculture or residential	655.7	3.4%
Residential	1,406.6	7.2%
Commercial	250.6	1.3%
Manufacturing/industrial and special purpose	291.4	1.5%
Public recreation and open space	148.6	0.8%
Other and unknown	89.0	0.5%
<b>TOWN TOTAL</b>	<b>19,569.2</b>	<b>100.0%</b>

*Source: Town of Fulton Comprehensive Plan 2035 - 2009*

Figure I.3 indicates the large majority of land in the Town is categorized as either large-scale agriculture or residential.



Map II.3:  
Town Land Use: 2008



Source: Town of Fulton Comprehensive Plan 2035 - 2009

Figure II.4 displays a projection of additional residential, commercial, and industrial land use acreage in the Town from 2010 to 2035.

**Figure II.4:**  
**Additional Residential, Commercial, and Industrial Land Use Acreage: 2010 - 2035**

Land Use Category	Acreage: 2010-2015	Acreage: 2015-2020	Acreage: 2020-2025	Acreage: 2025-2030	Acreage: 2030-2035	Total Acreage: 2010-2035
Residential	154.0	142.0	122.0	102.0	130.0	650.0
Commercial	7.3	7.2	6.3	5.0	6.5	32.2
Industrial	8.5	8.3	7.3	5.9	7.5	37.5

*Source: Town of Fulton Comprehensive Plan 2035 - 2009*

Figure II.4 also indicates the Town is a growth community and will need approximately 700 additional acres for residential, commercial, and industrial land uses, from 2010 to 2035.

The proximity of growing urban areas, major transportation corridors, and the Town's existing development influence the Town's land use. The City of Edgerton is projected to have an additional 1,500 (approximate) residents by the year 2035 and the *City of Edgerton Comprehensive Plan (2006) Future Land Use Map - (City)* plans for various uses on current Town lands. The growing Cities of Janesville and Madison exert regional influence on the Town's land use as does Interstate 90/39 and U.S. Highway 51. These urban areas and transportation corridors offer the potential for continued residential, commercial, and light industrial development within the Town. The village of Newville, located at the Rock River/Interstate 90/39 intersection (just west of Lake Koshkonong in the northwest corner of the Town) will continue to develop given its location and existing residential and commercial development.

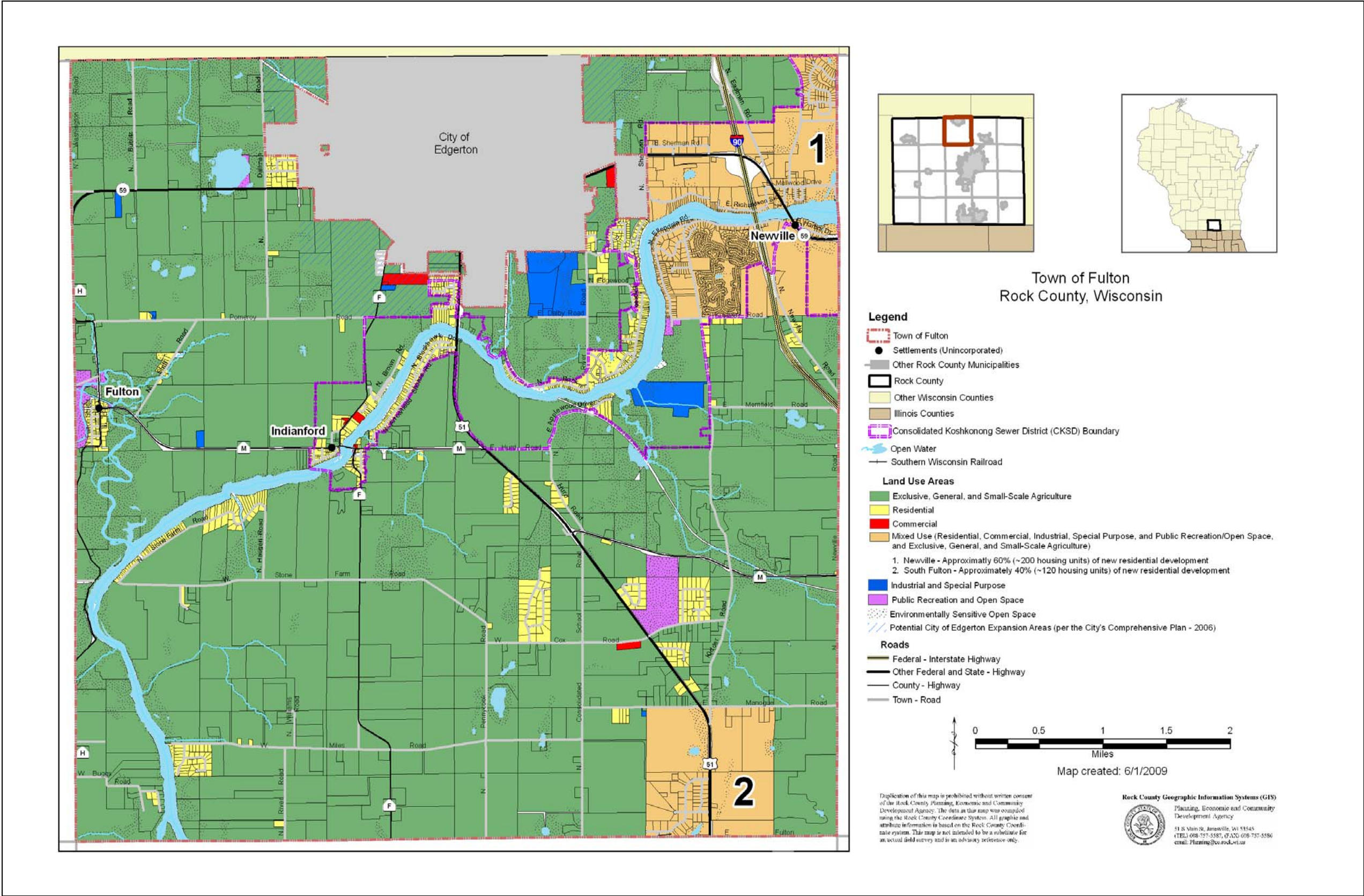
The Town's land base will be eroded by future annexations by the City of Edgerton, and possibly the City of Janesville, and productive agricultural land in the Town will need to be converted to other uses to accommodate additional residential and associated development. Thus, hundreds to thousands of acres of the Town's agriculture lands will likely be converted to residential, commercial, and industrial land uses. Additionally, there is potential for land use conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.

Map II.4 identifies future land use in the Town.





Map II.4:  
Town Future Land Use



Source: Town of Fulton Comprehensive Plan 2035 - 2009

The degree to which a rural community, such as the Town, balances residential and associated development with preservation of valuable agricultural and open space lands ultimately determines that community's quality of life. Comprehensive and thoughtful land use planning, which respects private property rights but also recognizes the importance of the community's collective well-being, allows for responsible development in appropriate, designated locations while concurrently preserving valuable agricultural and open space lands.

The Town's valuable agricultural and open space lands provide the community with a socio-economic identity and a high quality of life. Population growth, though necessary and inevitable if the Town is to remain vibrant and dynamic, can also have negative effects. These effects, particularly in the form of scattered and sprawling residential development, pose a threat to the Town's valuable agricultural and open space lands. Thus, preservation of valuable agricultural and open space lands and responsible residential development in appropriate, designated locations is central in planning for the Town's future land use, and preservation of its identity and high quality of life.

*The Town of Fulton Comprehensive Plan 2035 (Plan)*, adopted by the Town in June 2009, was formulated to guide and direct Town planning and development through the year 2035. The *Plan's* ultimate goal is to ensure a sustainable balance of valuable agricultural and open space lands, and various forms of development, in the Town.

Land evaluation and site assessment (LESA) is a tool available to the Town to help reach this goal. LESA, developed by the Natural Resources Conservation Service (NRCS) in the early 1980's, is a tool local governmental units can utilize to aid in land use decision-making, including evaluating rezoned and land division requests, and designation of lands for housing, commercial, industrial, and parks/open space uses, and purchase (PDR) of development rights programs. LESA develops a LESA score for all designated land parcels in a local governmental unit, evaluating suitability for various uses. A parcel's LESA score is then utilized to guide land use decisions regarding the parcel.

LESA provides the Town a tool in which to "grow smart", offering a consistent, objective, transparent, informed, and defensible methodology in which to make land-use decisions, ensuring consistency with the intent and direction, and the goals, objectives, and policies, of the *Town of Fulton Comprehensive Plan 2035*.

## **II. Program Development**

### **A. Program Goal Statement**

The Town of Fulton will utilize the Land Evaluation and Site Assessment (LESA) Program to identify productive and valuable agricultural lands, providing information vital for consistent, objective, transparent, and informed land-use decisions.

## B. Program Area

Only those land parcels\* in the Town within the Program area were assigned a LESA score. The following criteria were utilized to designate parcels in the Program area:

- Three acres or larger
- Zoning designation Agricultural (A-1), (A-2), and (A-3) per *Town of Fulton Zoning Ordinance, Chapter 425*, as of March 2009

Parcels meeting the aforementioned criteria were designated as within the Program area and were assigned a LESA score. These parcels are referred to herein as agricultural parcels. Parcels not meeting the aforementioned criteria were not designated as within the Program area. These parcels were not assigned a LESA score and are referred to herein as non-agricultural parcels within the excluded area. 473 agricultural parcels, encompassing 17,133.1 acres, constituted the Program area.

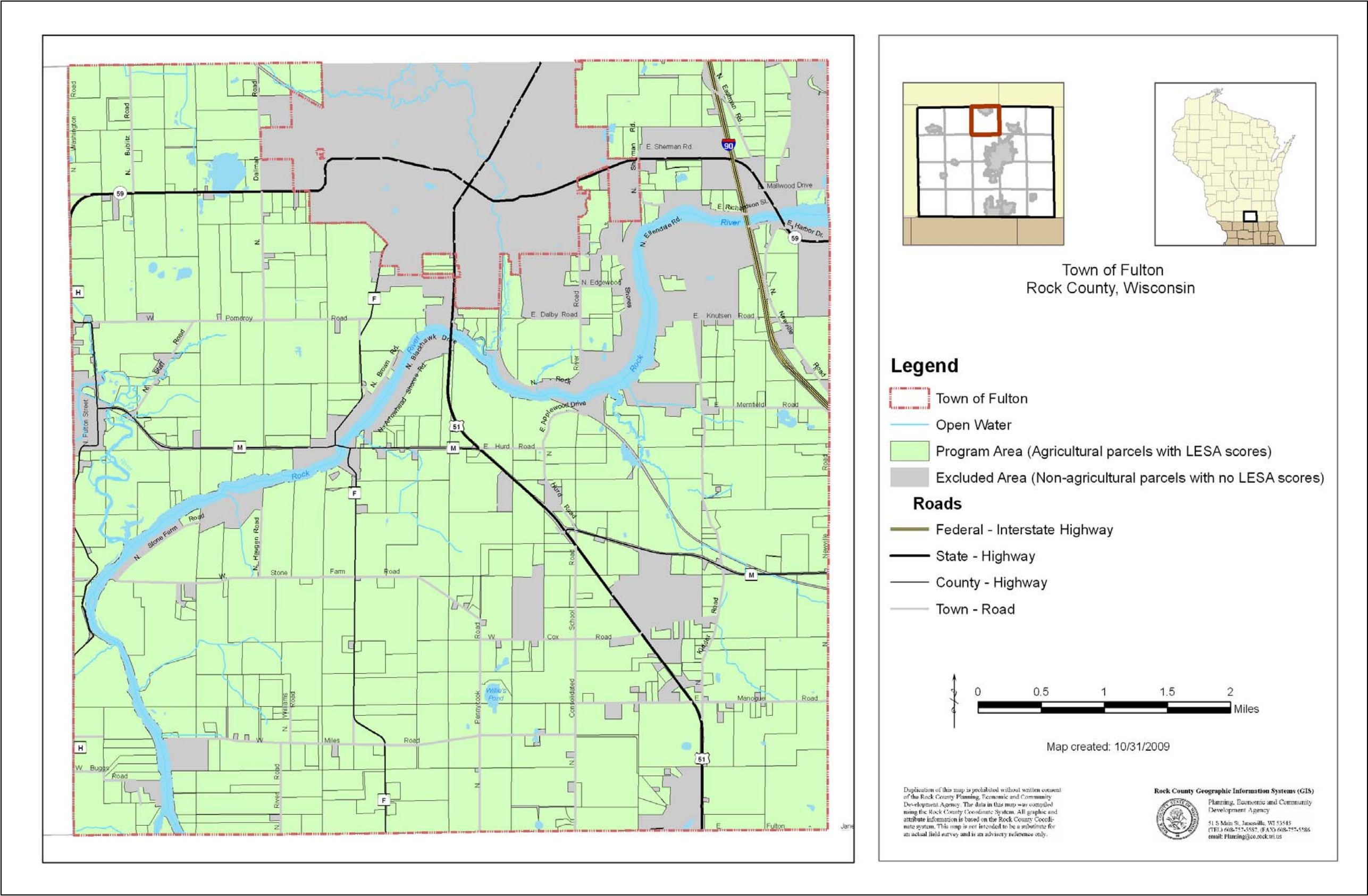
Map II.5 identifies the Program area.



\*Unique tax parcels were predominately utilized as the “unit of analysis”, with each unique tax parcel assigned a LESA score. Exceptions include tax parcels enrolled in the Wisconsin Department of Natural Resources managed forest law (MFL) program and tax parcels containing more than one legal land lot. In the former instance, MFL parcels were combined with their “parent” tax parcel, with this combined parcel utilized as the “unit of analysis” and assigned a LESA score. In the latter instance, the legal land lot was utilized as the “unit of analysis”, with each legal land lot assigned a LESA score.



Map II.5:  
Program Area



## C. Program Factors, Factor Scoring Scales, and Factor Weights

An agricultural parcel's LESA score consists of two components, land evaluation and site assessment, each comprised of various factors within multiple groups. Land evaluation factors evaluate an agricultural parcel's soil characteristics, whereas site assessment factors evaluate its various other socio-economic and environmental characteristics.

The Program's land evaluation component consists of one group, soil, and one factor, suitability. The Program's site assessment component consists of three groups, agriculture, development, and natural resources, with seven factors within these three groups. Program factors contain both scoring scales, assessing the characteristics of the parcel relative to the factor, and weights, reflecting the relative importance of the factor in comparison to other factors. Program factor scoring scales were developed on a scale of 1 to 10, with higher factor scores indicating lands more suitable for agricultural use. Program factor weights combine to equal 1, with higher weights indicating a factor more important in determining the suitability of lands for agricultural use.

The following identifies the Program's factors, factor scoring scales, and factor weights by components and groups, as well as containing maps displaying factor scores for all agricultural parcels.

### Land Evaluation Component - Soil Characteristics

#### 1. Soil Group

##### a. Suitability Factor

- Agricultural parcels with soils that have higher soil suitability (potential for total yield/gross economic return of suitable crops and approximation of the economic and environmental cost of producing a crop on that soil) will receive higher scores than those with lower suitability. This factor was given a weight of .34 out of a total of 1.

Soil Type	Score	Weight
Any present in Town	0-10	.34

Soil suitability scores were developed utilizing NRCS land evaluation scores for State of Wisconsin soil types. NRCS formulated a land evaluation score for all soil types located in the Town utilizing the following criteria and formula:

- *Prime Farmland*: A soil type's major physical and chemical properties affecting agriculture utilization
- *Land Capability*: A soil type's risk of environmental damage (e.g. erosion, etc.), the degree of management concerns, and its limitations for agriculture utilization
- *Productivity*: A soil type's potential yield of agricultural crops

$$\begin{aligned}
 & \text{(Prime farmland score (0-10) x 0.15)} \\
 & \quad + \\
 & \text{(Land capability score (0-10) x 0.30)} \\
 & \quad + \\
 & \text{(Productivity score (0-10) x 0.55)}
 \end{aligned}$$

---

Land evaluation (soil suitability) score

In those instances where an agricultural parcel has multiple soil types/scores, a composite soil suitability (SS) score was calculated for the parcel in proportion to the parcel's soil type acreages/scores. The following example illustrates this methodology for an agricultural parcel of 60 acres.

40 acres of soil type X = SS score - 7.5

20 acres of soil type Y = SS score - 5.0

Soil type X acres (40)/Total parcel acres (60) x Soil type X SS score (7.5) = 5.0

+

Soil type Y acres (20)/Total parcel acres (60) x Soil type Y SS score (5.0) = 1.7

Composite SS score: 6.7

Map II.6 displays soil suitability scores for all agricultural parcels.

### **Site Assessment Component - Socio-Economic and Environmental Characteristics**

#### **1. Agriculture Group**

##### **a. Field Size Factor**

- Agricultural parcels with larger field sizes are generally more agriculturally productive and economically viable than those with smaller field sizes. Thus, agricultural parcels with larger field (lands utilized for agriculture) sizes will receive a higher score than those with smaller field sizes. This factor was given a weight of .14 out of a total of 1.

Field Size (Acres)	Score (0-10)	Weight
80 acres or greater	10	.14
65 to 79 acres	8	
50 to 64 acres	6	
35 to 49	4	
20 to 34 acres	2	
19 acres or less	0	

Map II.7 displays field size scores for all agricultural parcels.

##### **b. Use Factor - Percent of Parcel in Agricultural Use**

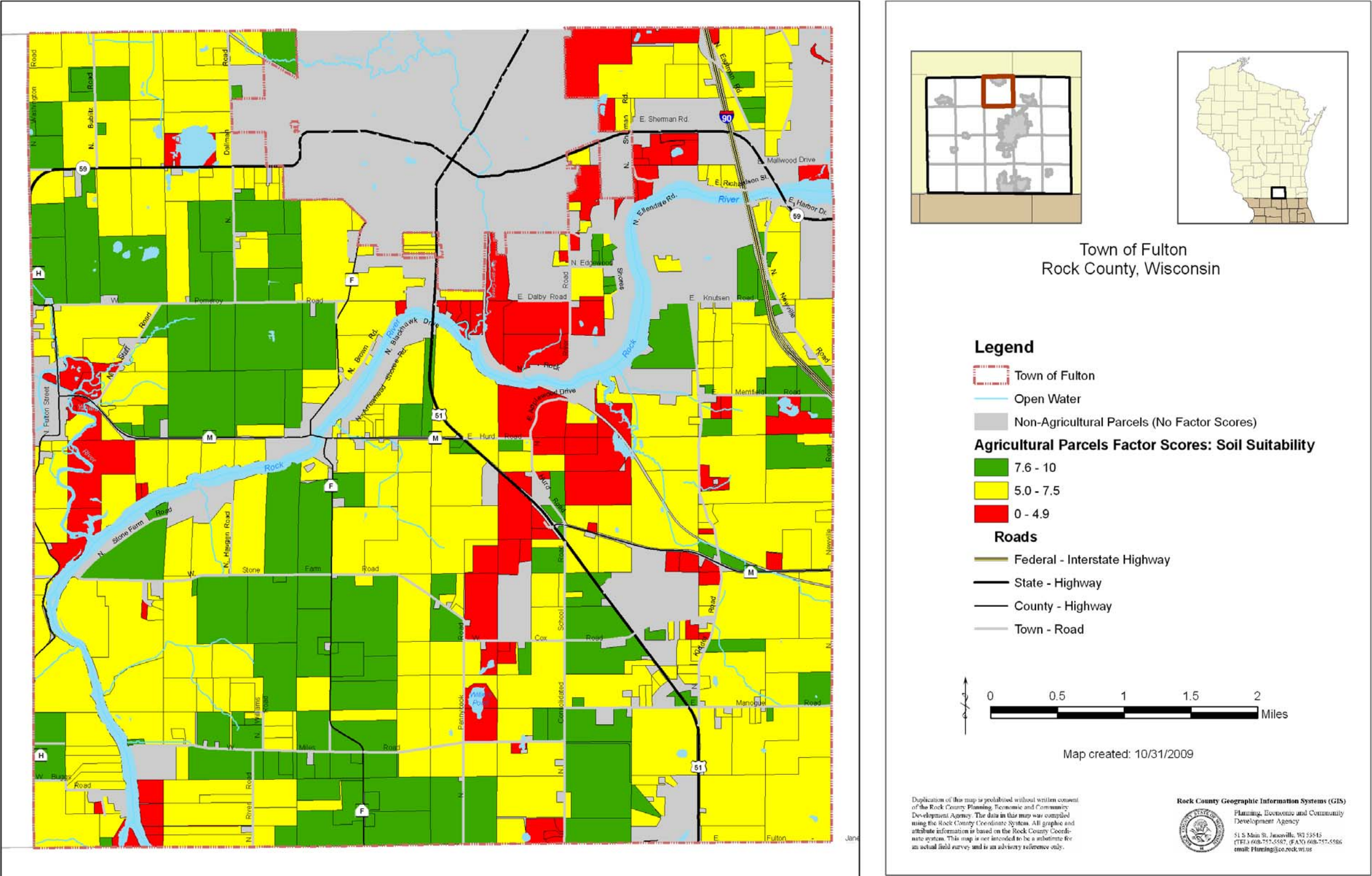
- An agricultural parcel, regardless of size, with a higher percent of its total acreage in agricultural use is generally more agriculturally productive and economically viable than parcels with decreasing percents. Thus, agricultural parcels with higher percents of their acreage in agricultural use will receive a higher score than those with decreasing percents. This factor was given a weight of .10 out of a total of 1.

Percent of Parcel in Agricultural Use (0-100%)	Score (0-10)	Weight
75% and above	10	.10
60% to 74%	8	
45% to 59%	6	
30% to 44%	4	
20% to 29%	2	
19% or less	0	

Map II.8 displays use factor scores for all agricultural parcels.



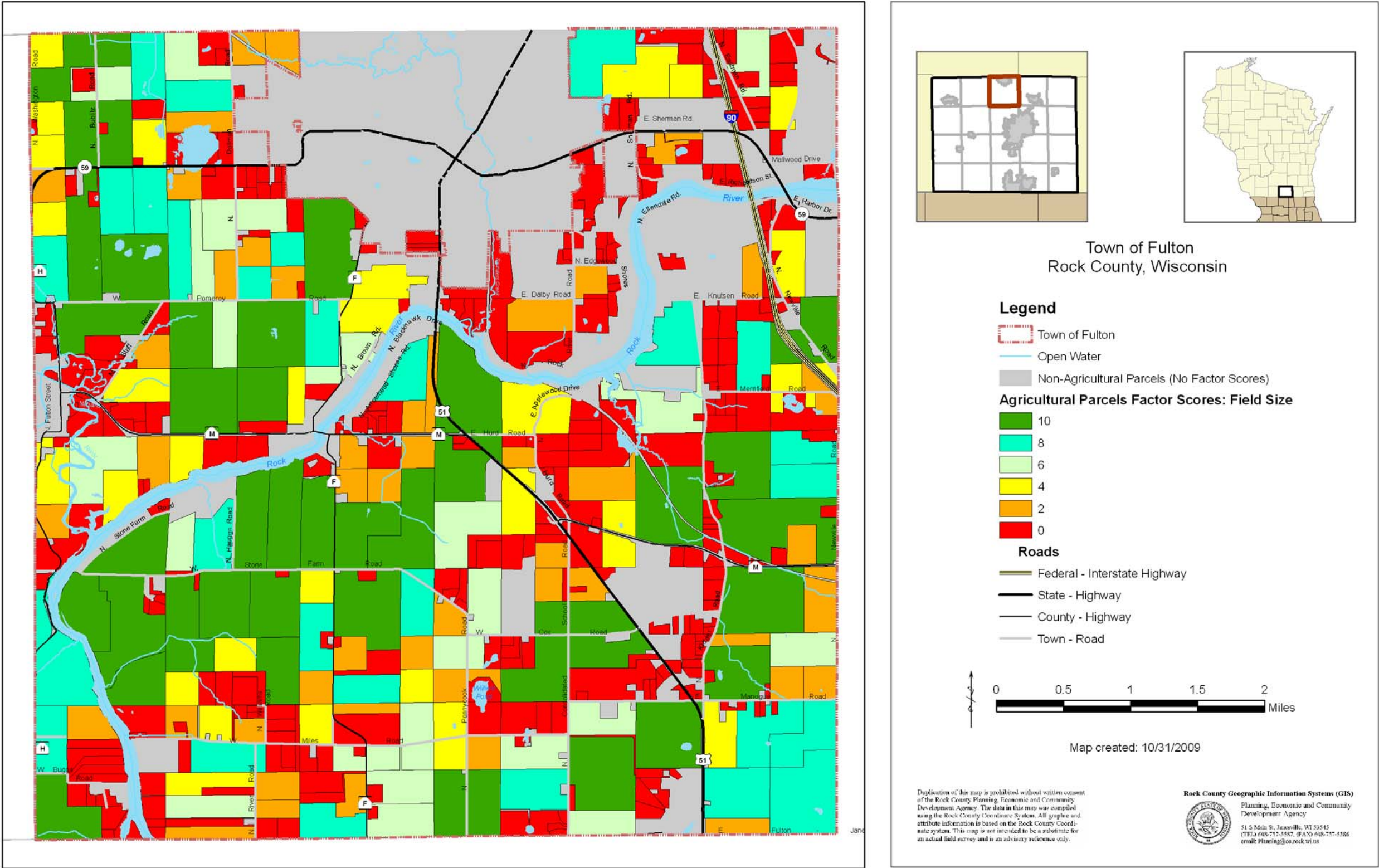
Map II.6:  
Factor Scores: Soil Suitability



Source: Rock County Planning, Economic & Community Development Agency - 2009

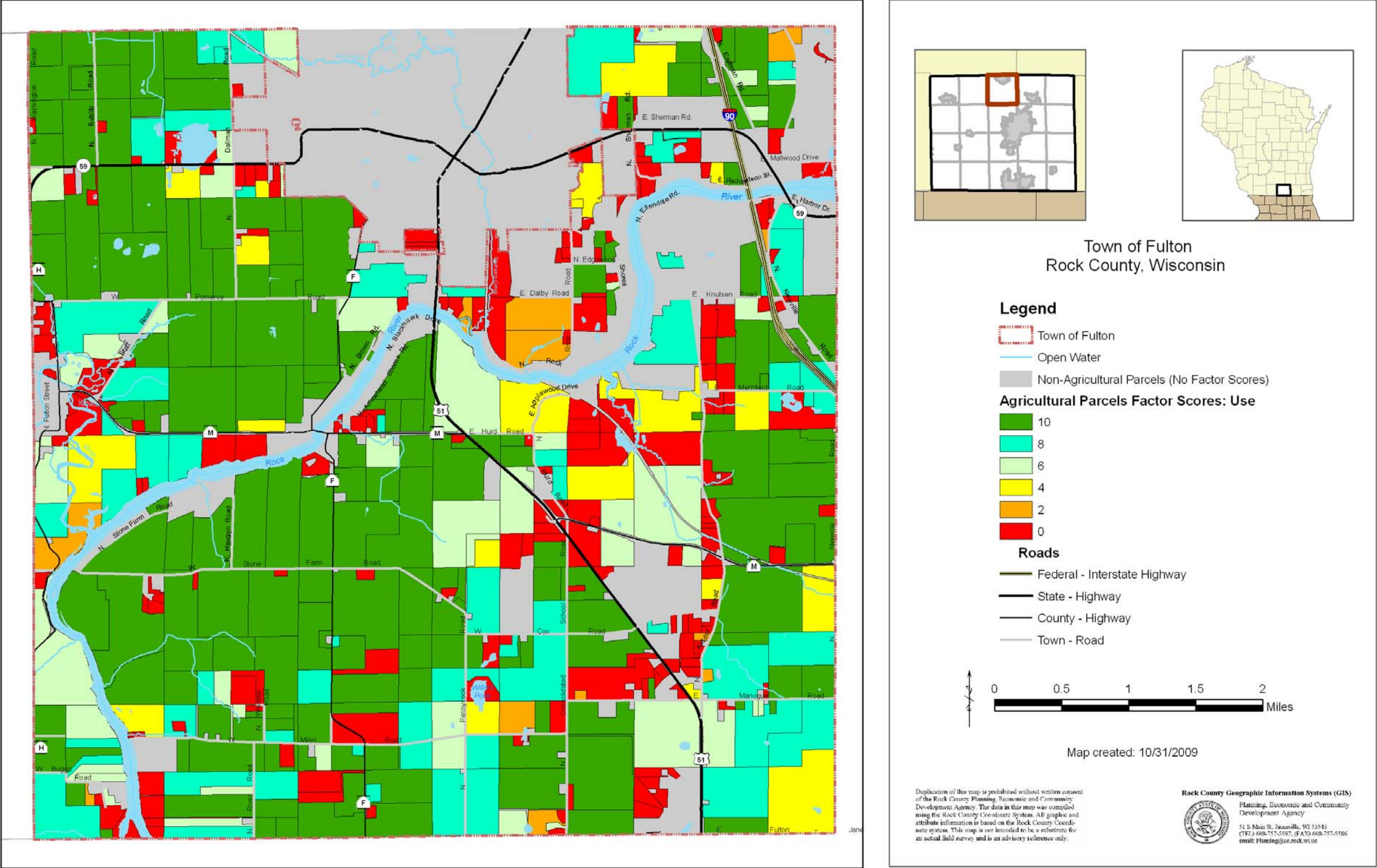


Map II.7:  
Factor Scores: Field Size





Map II.8:  
Factor Scores: Use



Source: Rock County Planning, Economic & Community Development Agency - 2009

### Surrounding Use Compatibility Factor - Zoning Districts Within 0.5 Miles

- Agricultural parcels surrounded by zoning districts containing land uses that are compatible (crop production, livestock rearing, etc.) with agricultural utilization are generally more agriculturally productivity and economically viable than those surrounded by zoning districts with less compatible land uses, including residential, commercial, and industrial. Additionally, zoning districts containing land uses compatible with surrounding agricultural parcels decrease the potential for conflicts between agricultural and other landowners. Agricultural parcels with surrounding compatible zoning districts will receive higher scores than those surrounded by less compatible zoning districts. This factor was given a weight of .07 out of a total of 1.

Zoning Districts Within 0.5 Miles	Score (0-10)	Weight
Agricultural (A-1) and (A-2)	10	.07
Agricultural (A-3)	5	
Residential (R-R, R-1, R-2, PUD, and MHP), Commercial/Business (B-1 and CHI) and Industrial (M-1 and SP)	0	

In those instances where multiple zoning districts lie within 0.5 miles of an agricultural parcel, a composite surrounding use compatibility (SUC) score was calculated for the parcel in proportion to surrounding zoning districts/scores. The following example illustrates this methodology for an agricultural parcel of 160 acres (1,120 acres of surrounding use).

- o 800 acres: Zoning district Agricultural (A-1) = SUC score - 10
- o 50 acres: Zoning district Agricultural (A-3) = SUC score - 5
- o 150 acres: Zoning district Residential (R-1) and Business (B-1) = SUC score - 0

$$\begin{array}{rcl}
 (A-1) \text{ acres (800) / Total surrounding acres (1,120) } \times \text{ SUC score (10) } & = & 7.1 \\
 & & + \\
 (A-3) \text{ acres (50) / Total surrounding acres (1,120) } \times \text{ SUC Score (5) } & = & 0.2 \\
 & & + \\
 (R-1) \text{ and (B-1) acres (150) / Total surrounding acres (1,120) } \times \text{ SUC score (0) } & = & 0.0 \\
 \hline
 & & \text{Composite SUC score: 7.3}
 \end{array}$$

Map II.9 displays SUC factor scores for all agricultural parcels.

## 2. Development Group

### a. Distance From Municipal Sewer Service Area Boundaries Factor

- An agricultural parcel's development potential generally increases with proximity to municipal sewer service area boundaries. Agricultural parcels at greater distances from municipal sewer service area boundaries (City of Janesville and Edgerton, and Consolidated Koshkonong) will receive higher scores than those in closer proximity. This factor was given a weight of .05 out of a total of 1.

Distance (Miles)	Score (0-10)	Weight
1 mile or greater	10	.05
.75 to .99 miles	8	
.50 to .74 miles	6	
.25 to .49 miles	3	
0 to .24 miles	0	

Map II.10 displays distance from municipal sewer service area boundaries factor scores for all agricultural parcels.

**b. Distance From Sub-Divisions Factor**

- Agricultural parcels in close proximity to clusters of higher-density (1 dwelling unit/~.25 to 1 acre) residential development, as evident in sub-divisions, increase the potential for conflict between agricultural and residential landowners, as new residential land owners are often unfamiliar with necessary by-products of agriculture land use, including late-night operation, road use by slow-moving farm machinery, and odors. Agricultural parcels at greater distances from sub-divisions receive higher scores than those in closer proximity. This factor was given a weight of .07 out of a total of 1.

Distance (Miles)	Score (0-10)	Weight
1 mile or greater	10	.07
.75 to .99 miles	7	
.5 to .74 miles	4	
.25 to .49 miles	2	
.24 miles or less	0	

Map II.11 displays distance from sub-divisions factor scores for all agricultural parcels.

**c. Distance From Roads Factor - Functional Classification**

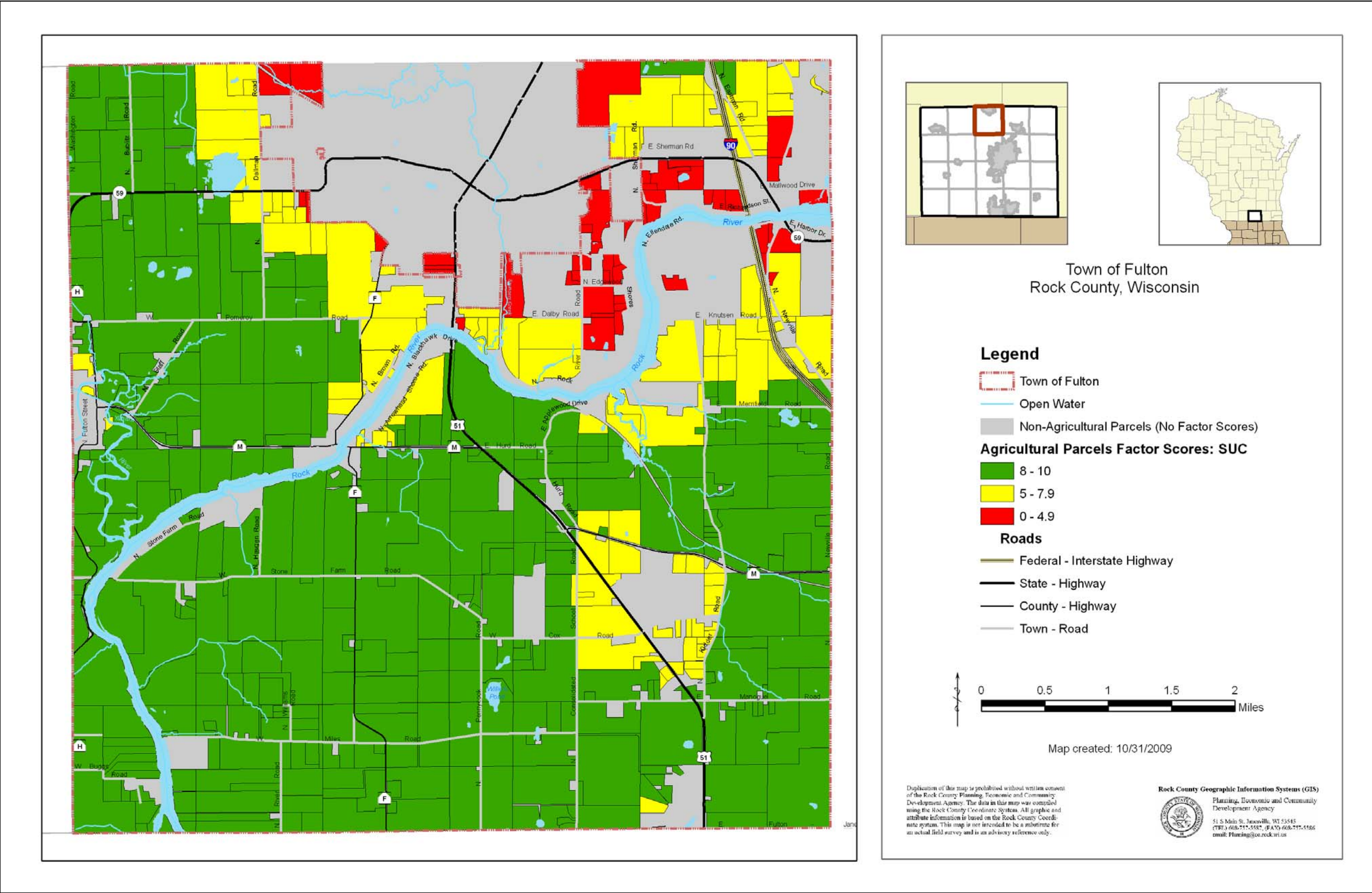
- An agricultural parcel's distance from roads of varying functional classification has various implications for agricultural land use. The Wisconsin Department of Transportation utilizes a functional classification system to identify roads according to their capacity to provide access and/or mobility to users. Higher functionally classified roads experience greater traffic flow than those lower functionally classified. An agricultural parcel at a greater distance from higher functionally classified roads offer easier accessibility for agricultural landowners to their lands, and decreases the potential for surrounding, incompatible land use (residential, commercial, and/or industrial) and associated conflicts, including those between residential and agricultural landowners, and automobiles and farm machinery. Agricultural parcels at greater distances from higher functionally classified roads receive higher scores than those at lesser distances. This factor was given a weight of .05 out of a total of 1.

Distance (Miles)	Score (0-10)	Weight
0.5 miles or more to minor/major collector, minor arterial or principal arterial intersection (see functional classifications below)	10	.05
0.49 miles or less to minor collector (County Highway F, south of Indianford)	7	
0.49 miles or less to major collector (County Highways H, M, and F, north of Indianford and Newville Road)	4	
0.49 miles or less to minor arterial (U.S. Highway 51 and State Highway 59)	2	
0.49 miles or less to principal arterial intersection (Interstate 90/39)	0	

Map II.12 displays distance from roads scores for all agricultural parcels.



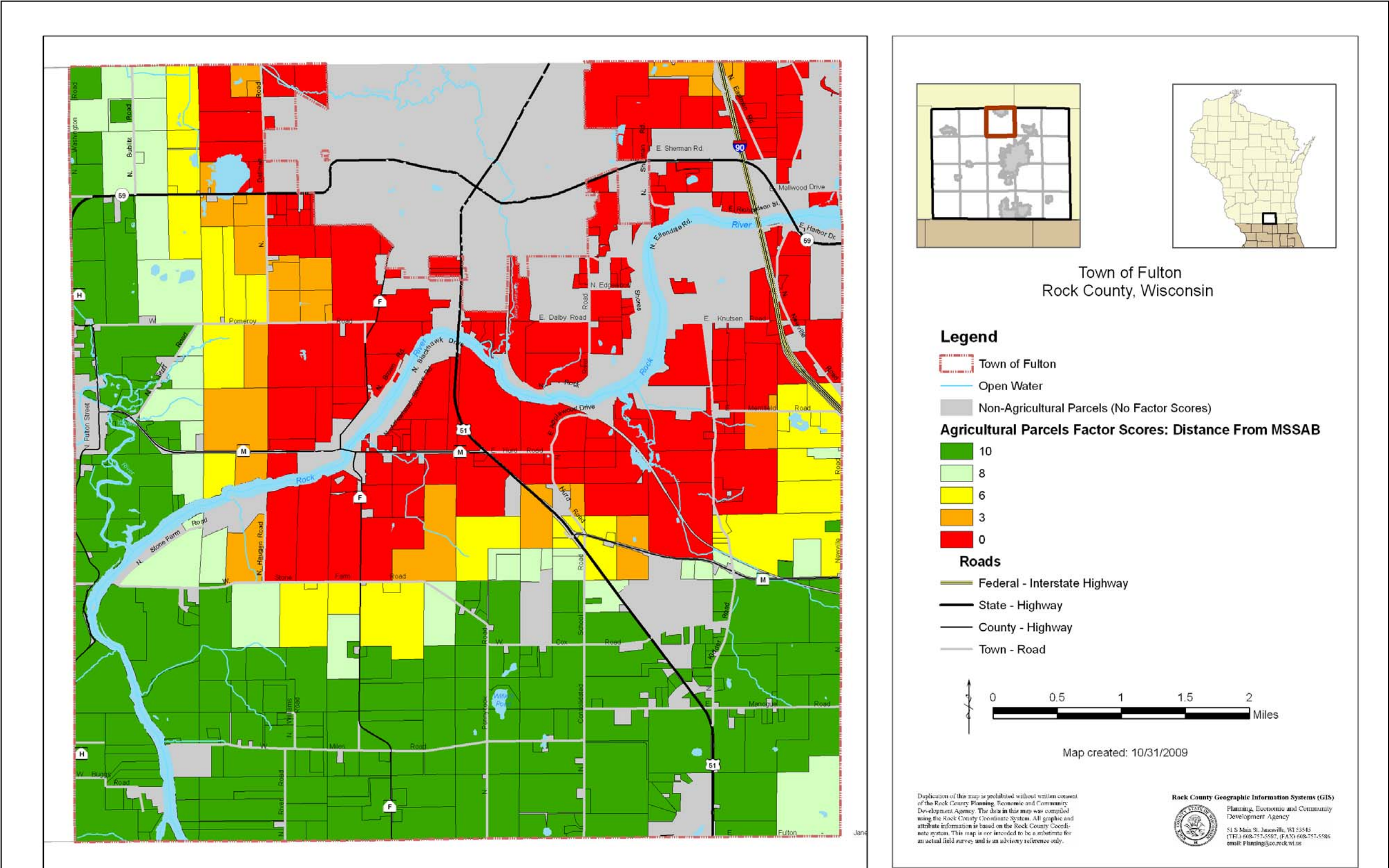
Map II.9:  
Factor Scores: Surrounding Use Compatibility (SUC)



Source: Rock County Planning, Economic & Community Development Agency - 2009



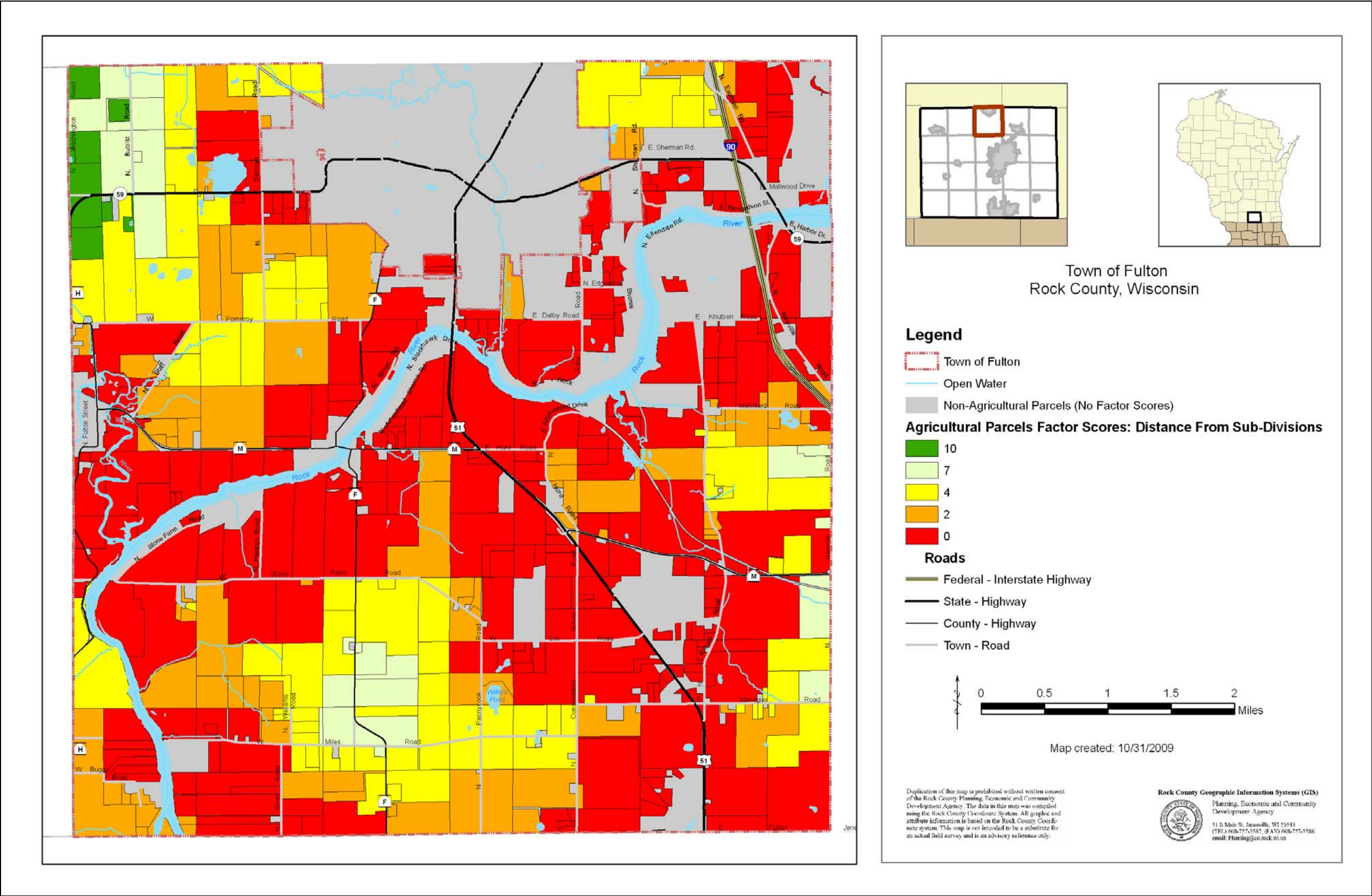
Map II.10:  
Factor Scores: Distance From Municipal Sewer Service Area Boundaries (MSSAB)



Source: Rock County Planning, Economic & Community Development Agency - 2009



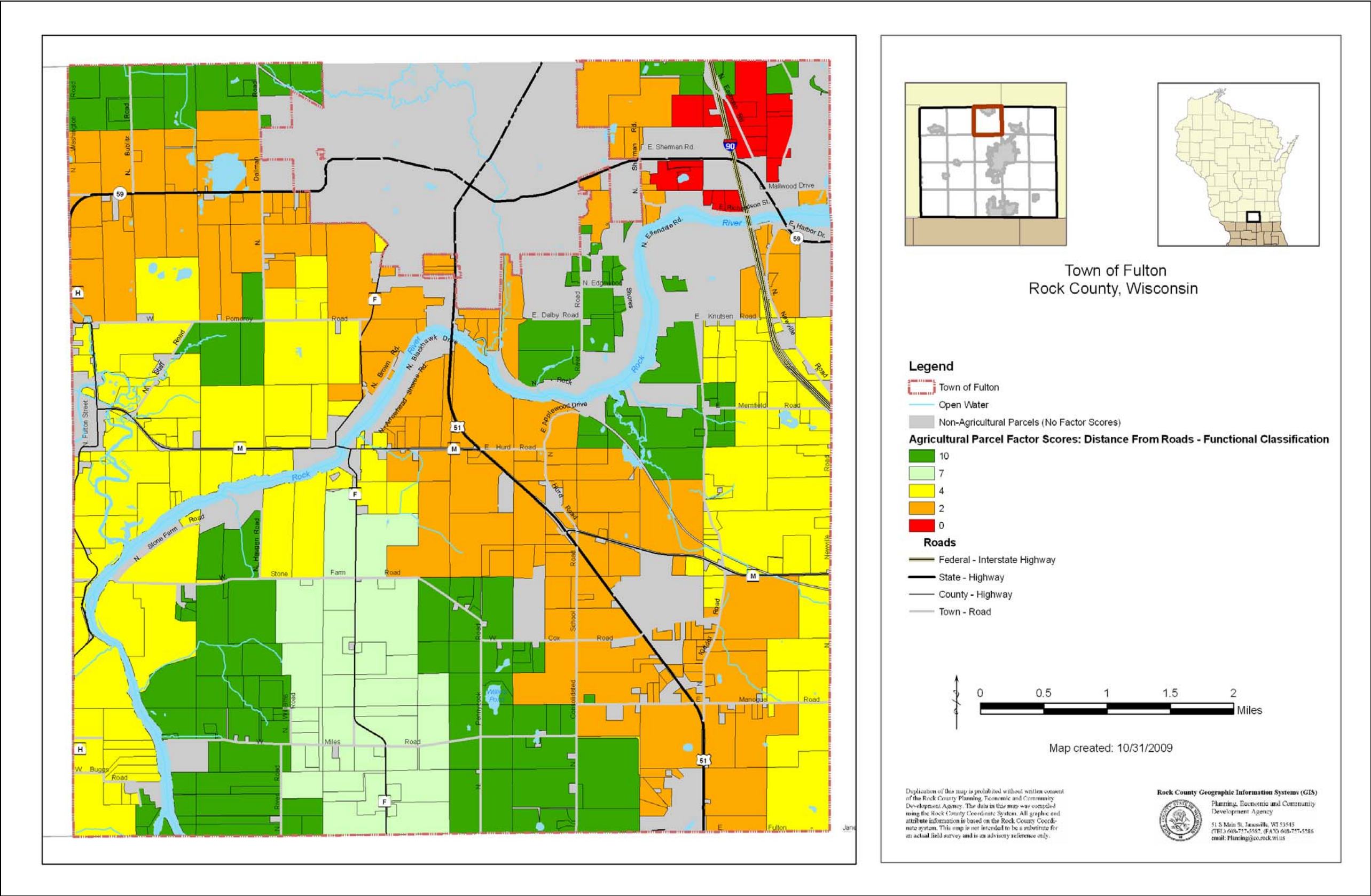
Map II.11:  
Factor Scores: Distance From Sub-Divisions



Source: Rock County Planning, Economic & Community Development Agency - 2009



Map II.12:  
Factor Scores: Distance From Roads - Functional Classification



Source: Rock County Planning, Economic & Community Development Agency - 2009

#### d. Town Future Land Use Map Consistency Factor

- *The Town of Fulton Comprehensive Plan 2035* was formulated to guide Town planning and development through the year 2035. A central component of the *Plan* is the Future Land Use Map (Map III.1, *Plan* and Map II.4 herein). Thus, agricultural parcels more consistent with future land use areas as delineated on the map will receive higher scores than those parcels less consistent. This factor was given a weight of .05 out of a total of 1.

Town Future Land Use Map Consistency	Score (0-10)	Weight
Outside of and not adjacent to a mixed use land use area	10	.05
Adjacent to a mixed use land use area	5	
Inside a mixed use land use area	0	

Map II.13 displays Town future land use map consistency factor scores for all agricultural parcels.

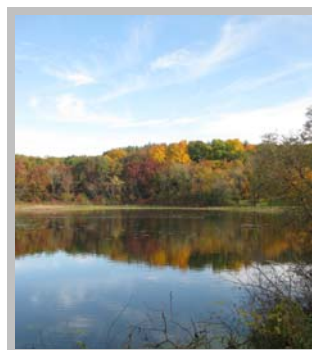
### 3. Natural Resource Group

#### a. Environmentally Sensitive Areas Factor - Percent of Parcel Coverage

- Environmentally sensitive areas (ESA), including wetlands, floodplain/floodfringe, shorelands, hydric soils, kettles/depressional topography, woodlands, steep slopes, and groundwater in close proximity to the surface, are natural resource features and areas that deserve protection as they provide the backbone of a “green infrastructure” system, providing various socio-economic and environmental benefits, as well as requiring development restrictions to ensure mitigation of social costs resulting from development. Agricultural parcels with higher percents of their total acreage covered by ESA will receive a higher score than those with decreasing percents. This factor was given a weight of .13 out of a total of 1.

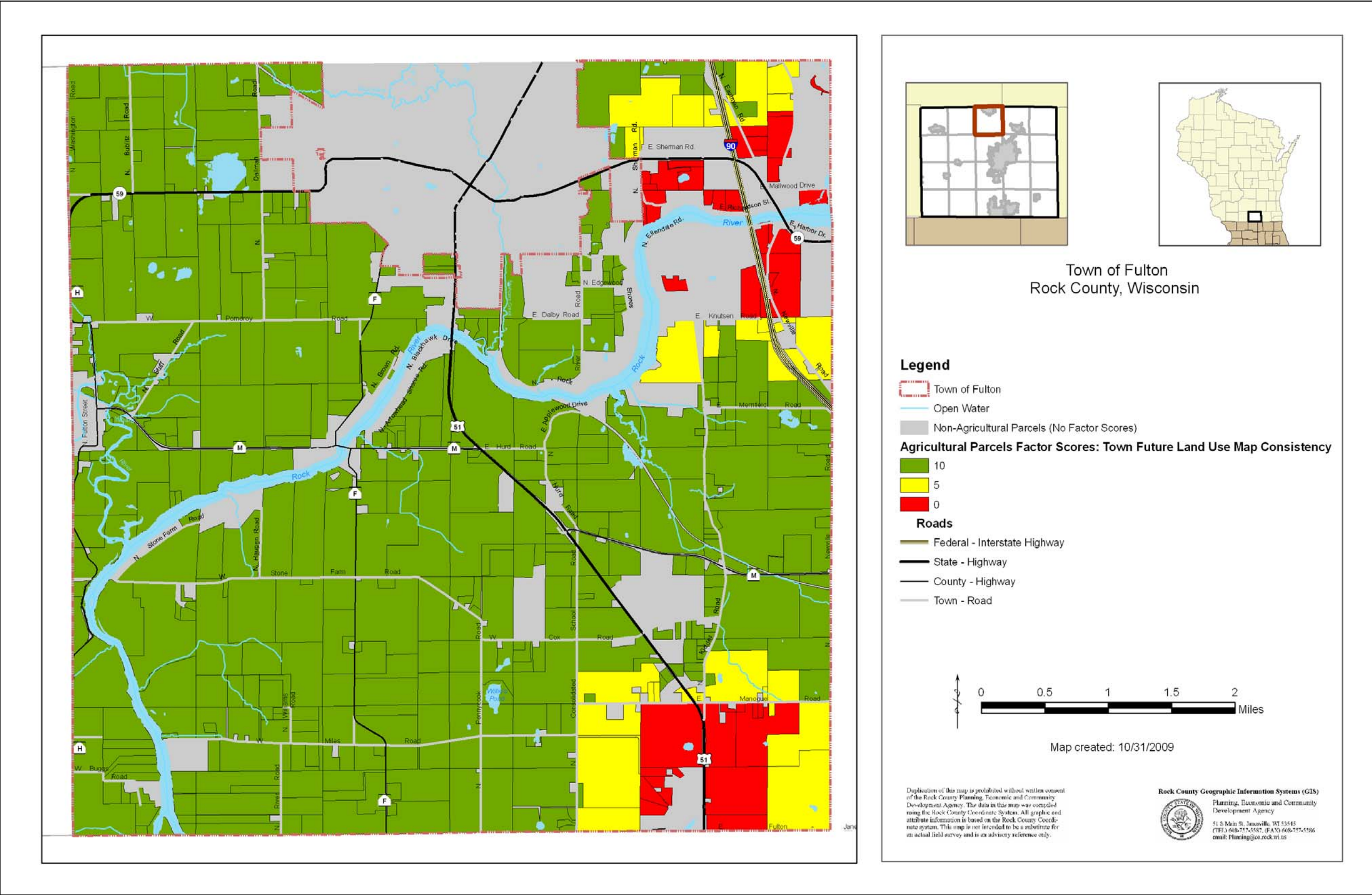
Percent of Parcel Coverage (0-100%)	Score (0-10)	Weight
60% and greater	10	.13
30% to 59%	7	
20%-29%	4	
10%-19%	2	
9% or less	0	

Map II.14 displays ESA factor scores for all agricultural parcels.





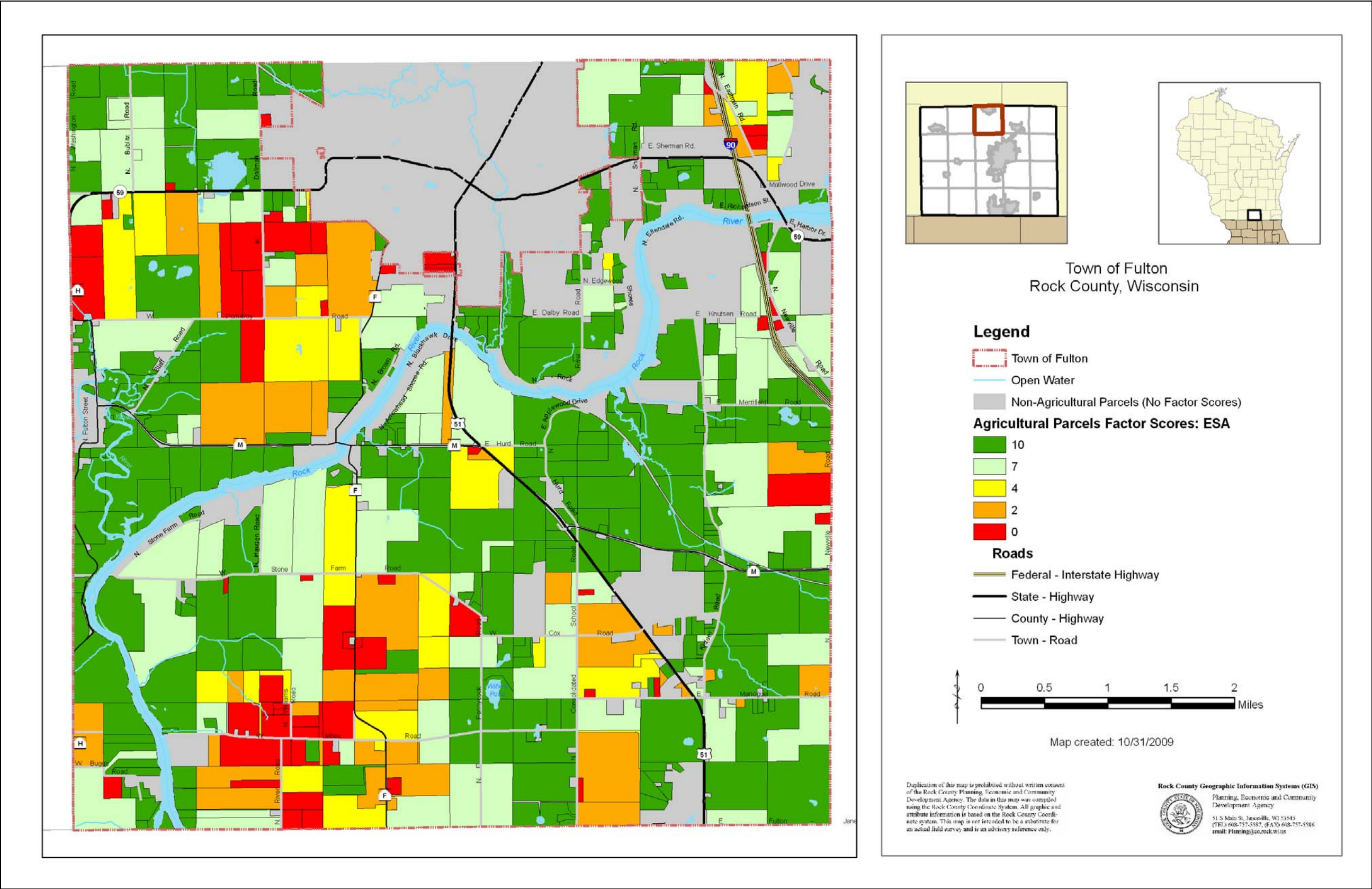
Map II.13:  
Factor Scores: Town Future Land Use Map Consistency



Source: Rock County Planning, Economic & Community Development Agency - 2009



Map II.14:  
Factor Scores: Environmentally Sensitive Areas (ESA)

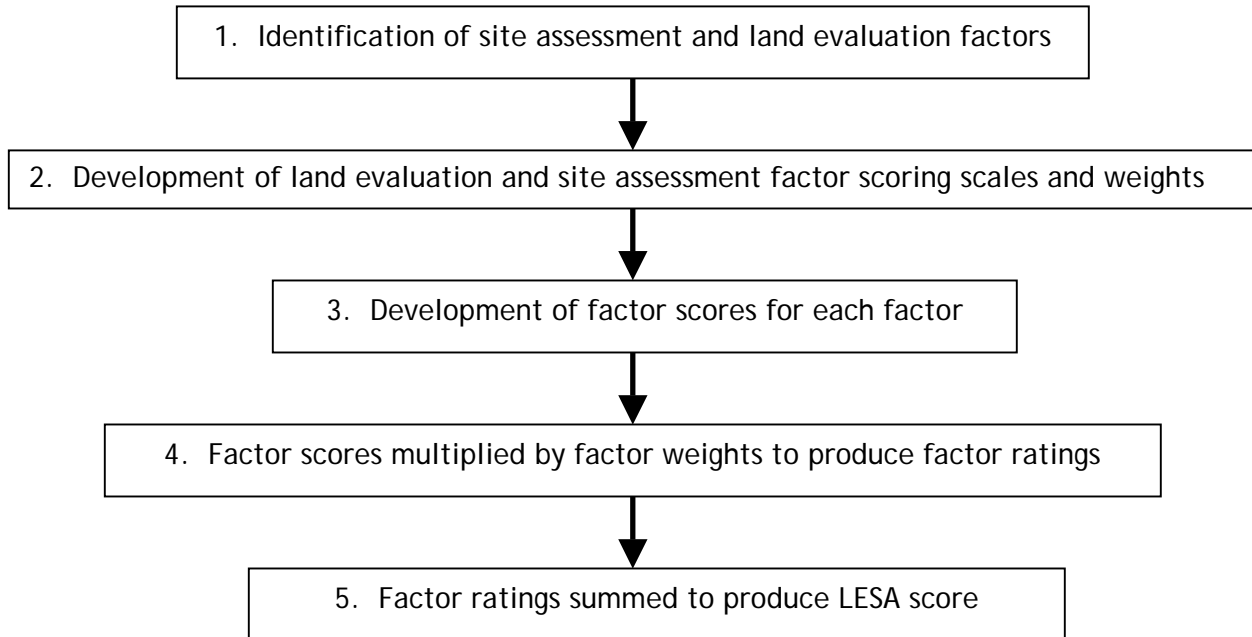


Source: Rock County Planning, Economic & Community Development Agency - 2009

## D. Program LESA Score, Agricultural Suitability, and Land Use Recommendation Categories

Figure I.5 identifies the process utilized to develop Program LESA scores for agricultural parcels, as well as displaying a LESA score matrix, identifying all components utilized in formulating a LESA score, for a hypothetical agricultural parcel.

**Figure II.5:  
Program LESA Score Development**



**LESA Score Matrix - Hypothetical Agricultural Parcel**

Components, Groups, and Factors	Factor Score (0-10)	Factor Weight (Total=1)	Factor Rating (Score x Weight)
Land Evaluation Component			
1. Soil Group			
a. Suitability	8.5	.34	2.89
Site Assessment Component			
1. Agriculture Group			
a. Field size	8.0	.14	1.12
b. Use - Percent of parcel in agricultural use	8.0	.10	.80
c. Surrounding use compatibility	10.0	.07	.70
2. Development Group			
a. Distance from municipal sewer service area boundaries	6.0	.05	.30
b. Distance from sub-divisions	7.0	.07	.49
c. Distance from roads - Functional classification	7.0	.05	.35
d. Town future land use map consistency	10	.05	.50
3. Natural Resources Group			
a. Environmentally sensitive areas (ESA) - Percent of parcel coverage	7.0	.13	.91
<b>LESA Score (Summed Factor Ratings: 1-10)</b>	<b>8.06</b>		



Figure II.6 displays various Program LESA score statistics.

**Figure II.6:  
LESA Score Statistics**

Agricultural Parcels	473
Mean LESA Score	5.5
Median LESA Score	5.5
Standard Deviation of LESA Scores	1.3
High LESA Score	8.8
Low LESA Score	2.7

Figure II.6 indicates 473 agricultural parcels in the Town were assigned a LESA score, with the mean and median scores both 5.5. Mean indicates the average score, whereas median indicates the middle score (i.e. half of the scores were above the median score and half were below). Figure II.6 also indicates the standard deviation of LESA scores was 1.3. Standard deviation is commonly referred to as “the mean of the means” and is the average difference between each LESA score and the mean score. Finally, Figure II.6 indicates the high LESA score was 8.8, the low 2.7.

After a LESA score was assigned to each agricultural parcel, LESA scores were grouped into an agricultural suitability and land use recommendation category agricultural suitability and recommendation category to guide land use decisions pertaining to the parcel. Higher LESA scores indicate lands more suitable for agricultural use. Figure II.7 displays the Program’s LESA score, agricultural suitability and land use recommendation categories. Appendix III identifies the methodology utilized to develop the categories as delineated in Figure II.7.

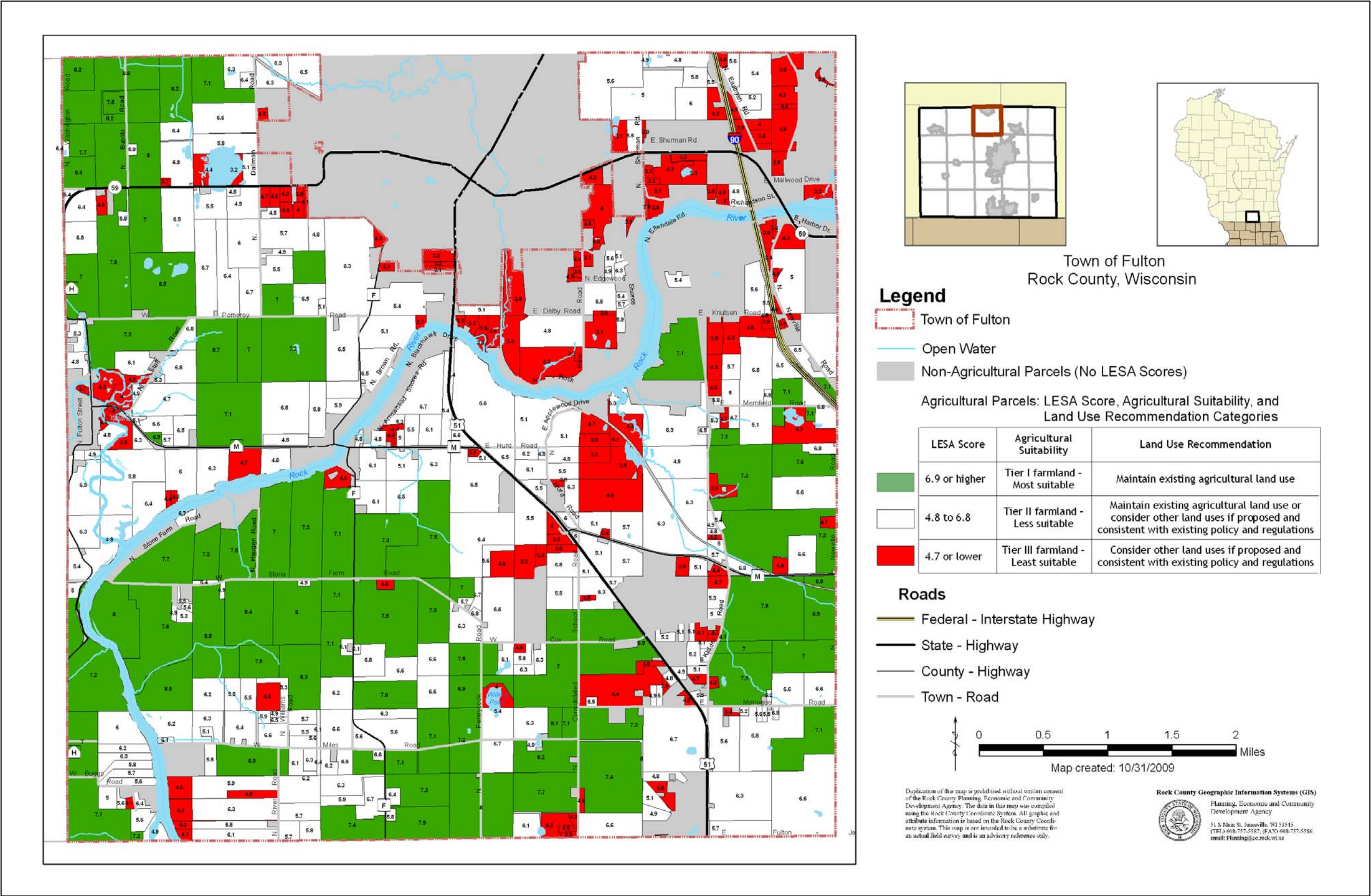
**Figure II.7:  
Program LESA Score, Agricultural Suitability, and Land Use Recommendation Categories**

LESA Score	Agricultural Suitability	Land Use Recommendation
6.9 or higher	Tier I farmland - Most suitable	Maintain existing agricultural land use
4.8 to 6.8	Tier II farmland - Less suitable	Maintain existing agricultural land use or consider other land uses if proposed and consistent with existing policy and regulations
4.7 or lower	Tier III farmland - Least suitable	Consider other land uses if proposed and consistent with existing policy and regulations

Map II.15 displays the LESA score, agricultural suitability and land use recommendation categories for all agricultural parcels. Map II.15 is consistent with the *Town of Fulton Comprehensive Plan 2035*, identifying large land areas of the Town that should be maintained for existing agricultural uses, while concurrently identifying adequate amounts of land for potential development.



Map II.15:  
LESA Scores



Source: Rock County Planning, Economic & Community Development Agency - 2009

Figure II.8 displays various LESA score, agricultural suitability, and land use recommendation categories statistics.

**Figure II.8:**  
**LESA Score, Agricultural Suitability, and Land Use Recommendation Categories Statistics**

LESA Score	Agricultural Suitability	Parcels	Percent of Total Agricultural Parcels	Acreage	Percent of Total Agricultural Parcels Acreage
6.9 or higher	Tier I farmland - Most suitable	76	16%	7,077.9	41%
4.8 to 6.8	Tier II farmland - Less suitable	257	54%	8,136.4	48%
4.7 or lower	Tier III farmland - Least suitable	140	30%	1,918.8	11%
	<b>TOTAL</b>	<b>473</b>	<b>100%</b>	<b>17,133.1</b>	<b>100%</b>

### III. Program Implementation

The following offers Program implementation recommendations:

- Map II.15: LESA Scores, containing all agricultural parcel's LESA scores, and LESA score, agricultural suitability and land use recommendation categories, should be utilized by the Town Planning and Zoning Committee, and Town Board, as a tool in the land-use decision-making process, with a parcel's LESA score, and agricultural suitability, and land use recommendation category to be considered when decisions are made regarding any major land use change and/or development proposal pertaining to said parcel.
- Map II.15 indicates large blocks of Tier I - farmland parcels in the Town's northwest, southwest, south-central, and southeast portions. Existing agricultural land uses in these blocks, and on higher-scoring Tier II - farmland parcels in close proximity to these blocks, should be maintained. Therefore, any major land use change and/or development proposal on a Tier I - farmland parcel, or on a higher-scoring Tier II - farmland parcel in close proximity to a Tier I - farmland block, should be heavily scrutinized before any major land use change and/or development is allowed on these parcels.
- Any and all uses of the Program shall remain consistent with the direction and intent, and goals, objectives, and policies, of the *Town of Fulton Comprehensive Plan 2035 (Plan)*. All parcels within the Mixed-Use Land Use Area as shown on the Town's Future Land Use Map (Map III.1, *Plan* and Map II.4 herein) are designated as Tier II or III - farmlands on Map II.15 herein, so any major land use change and/or development of these parcels (per this Program's LESA score, agricultural suitability and land use recommendation categories) is consistent with the Town's Future Land Use Map and the *Plan*. Additionally, on those parcels designated as Tier II or Tier III - farmland on Map II.15 herein, within the Exclusive, General and Small-Scale Agriculture Land Use Area on the Town's Future Land Use Map, major land use change and/or development to general or small-scale agriculture use (Agricultural (A-2) and (A-3) zoning districts, *Town of Fulton Zoning Ordinance - Chapter 425*) is permissible, whereas major land use change and/or development to any other land use (high-density residential, commercial, etc.) is permissible only by amendment to the *Plan* and Map III.1 therein, per Wisconsin Statute 66.1001 - Comprehensive Planning.
- The Town should work with the Rock County Planning, Economic & Community Development Agency in updating the Program and *Program Manual* on a bi-annual basis, ensuring they both reflect the most accurate, current information and data. The Town should initiate a Program and *Program Manual* update process in December 2011 and every two years thereafter. Appendix IV identifies potential future Program revisions.

**TOWN OF FULTON  
LAND EVALUATION AND SITE ASSESSMENT (LESA)  
PROGRAM MANUAL**

**SECTION III - APPENDICES**

## Appendix I

### Town of Fulton Board Land Evaluation and Site Assessment (LESA) Program Authorization, Committee Selection, and Adoption

#### TOWN OF FULTON

Special Town Board and Planning & Zoning Meeting  
2738 W Fulton Center Dr. Edgerton, WI 53534  
Monday, January 12th, 2009 - 6:00 PM

#### MINUTES

1. Call to Order by Chairman Sayre at 6:00 pm. Present were Sayre, Farrington, Hull, Brown, Lichtfuss, Rebman, Clift, Guisleman, Walton and Clerk Zimmerman. (Absent - Veitch)
2. Confirmation of Meeting Notice - Zimmerman confirmed the notice was published in the Edgerton Reporter on 1/5/09 and posted in three public places on 1/7/09.
3. Approval of Agenda - Motion (Brown, Lichtfuss) Carried.
4. Discussion re: A Land Evaluation and Site Assessment (LESA) Program - Wade Thompson from Rock Co. Planning gave a Power Point presentation and explained the LESA program. Wade advised if we adopt this program, it provides an objective, consistent tool in decision-making. Motion (Walton, Guisleman) that we pursue the LESA program and have Wade see what the next step would be. Carried. Sayre asked each member of the PZ and TB to come up with a TOF citizen who is a property owner who might be interested in serving on a committee to work on setting up the LESA program.

#### TOWN OF FULTON - Town Board & Fulton Sanitary District #2 Meeting and Planning & Zoning Committee

2738 W Fulton Center Dr. Edgerton, WI 53534  
Tuesday, April 14th, 2009 - Immediately following Annual Town Meeting (6:00 pm)

#### MINUTES

1. Call to Order at 6:50 pm - by Chairman Sayre. Present were Sayre, Hull, Farrington, Veitch, Brown, Lichtfuss, Clift, Rebman, Walton, Guisleman, and Clerk Zimmerman.
2. Confirmation of Meeting Notice - Zimmerman confirmed the notice was posted at CKSD, Edg. City Hall, Fulton Town Hall and Fulton's website, along with being published in the Edgerton Reporter.
3. Approval of Agenda - Motion (Lichtfuss, Brown) to approve the agenda. Carried.
4. Approval of March 10, and April 2, 2009 meeting minutes - Motion (Farrington, Clift) to approve the PZ portion of the Mar. 10th, and Apr. 2nd meeting minutes. Carried. Motion (Brown, Hull) to approve the TB portion of the minutes of Mar. 10th, and Apr. 2nd. Carried.
5. Public Participation -none.
6. LESA update - set meeting date and appoint committee & board members - Sayre asked for volunteers from the board for the committee. Farrington, Walton, and Guisleman volunteered. Sayre advised that citizens who agreed to be on the committee were Michelle Staff, Craig Hagen, Roger Amundson, and Hank Stockwell. It was suggested the first meeting date be May 26th or 28th at 7:00 pm at the Town Hall.



## TOWN OF FULTON

2738 W Fulton Center Dr. Edgerton, WI 53534

Tuesday, January 12, 2010 @ 6:00 PM

*Joint Meeting with Town Planning & Zoning Committee and Town Board & FSD #2 & KSD#2*

### MINUTES

1. **Call to Order – Joint Meeting of TB & PZ** by Chairman Sayre at 6:00 pm. Present were Sayre, Hull, Farrington, Veitch, Brown, Lichtfuss, Rebman, Walton, Guisleman and Clerk Zimmerman. Absent was Clift.
2. **Confirmation of Meeting Notice for Joint Meeting of TB & PZ** – Zimmerman confirmed the notice was posted at CKSD, Carl's Shell, Fulton Town Hall, and Town of Fulton's website on 1/4/10, and published in the Edg. Reporter on 1/6/10.
3. **Approval by PZ and TB of Agenda for Joint Meeting – Motion** (Lichtfuss, Walton) to approve the PZ portion of the agenda. Carried. **Motion** (Brown, Veitch) to approve the agenda. Carried.
4. **Approval by PZ, and TB of Joint Meeting Minutes for Dec. 8, 2009. Motion** (Walton, Guisleman) to approve the PZ portion of the minutes from Dec. 8, 2009. Carried. **Motion** (Hull, Brown) to approve the minutes of Dec. 8, 2009. Carried.
5. **Approval by FSD #2/KSD #2 of Meeting Minutes for Dec. 17<sup>th</sup>, 2009. Motion** (Brown, Hull) to approve the minutes of Dec. 17, 2009 for the joint sanitary district meeting. Carried.
6. **Public Participation** – none.
7. **Land Evaluation and Site Assessment (LESA) Program Manual – Draft** – Wade Thompson advised the program was developed by the LESA committee. Wade explained LESA uses a comprehensive objective methodology to develop a LESA score for land parcels, evaluation substantial. LESA has land characteristics, distinguishing between land. Wade advised there are components, groups and factors for the LESA score. He advised the factors get scored, and weighted, which results in the rating for the final LESA score. He stated the basics for LESA scores are land evaluation – soil characteristics, and site assessment various other socio-economic and environmental characteristics. Each parcel will have land characteristics. He stated with LESA we develop a score for parcels. Wade advised once the LESA score is obtained it will determine a guideline the future use for parcels.

Wade advised the Town of Fulton LESA committee was diverse consisting of Scott Farrington, Andy Walton, Mike Guisleman, Hank Stockwell, Michelle Staff, and Roger Amundson. The committee decided on a program goal statement which was "The Town of Fulton will utilize the Land Evaluation and Site Assessment (LESA) Program to identify productive and valuable agricultural lands, providing information vital for consistent, objective, transparent, and informed land-use decisions." The committee decided on factors which were soil, field size, use, surrounding uses compatibility, distance from municipal sewer service, distance from subdivisions, distance from roads, consistency with the future land use map, and % of parcel covered by environmentally sensitive areas. The committee developed a scoring scale for the factors. He advised factor weights remain the same. The committee came up with a LESA matrix, which are Tier I, II, and III. Wade advised this program would have to be reviewed/updated every couple of years. He advised the committee is offering the town some recommendations on how the program can be used, which is the score map should be utilized by the town planning and zoning committee and town board as a tool in the land use decision making process with a parcel's LESA score and agricultural suitability and land use recommendation category to be considered when decisions are made regarding any major land use change and/or development proposal pertaining to said parcel. The second recommendation is that any major land use change and/or development proposal on a Tier I farmland parcel, or on a higher-scoring Tier II farmland parcel in close proximity to a Tier I – farmland block should be heavily scrutinized before any major land use change and/or development is allowed on these parcels. The third recommendation is that the program is and shall remain consistent with the Town of Fulton Comprehensive Plan, and the forth recommendation is town needs to update and revise this program every couple of years with the county to make sure it is doing what we want it to do. Brown stated that this program basically confirms what we did with the Smart Growth program. Wade advised that Michelle Staff a committee member who couldn't be at the meeting tonight emailed her recommendation that this is a good program, and feels this is something the board should use. Sayre asked committee member Hank Stockwell what he thought of the program. Stockwell said he was very satisfied with the end result of the program. **Motion** (Rebman,

Walton) to recommend to the Town Board to adopt LESA as an advisory tool. **Motion** (Brown, Veitch) to accept recommendation from PZ and adopt the LESA program as an advisory tool. Carried.

## Appendix II

### Town of Fulton Land Evaluation and Site Assessment (LESA) Program Committee Meetings Agendas and Minutes

#### AGENDA

Town of Fulton - LESA Program Committee Meeting 1

May 28, 2009 - 7:00 p.m.

Fulton Town Hall - 2738 W. Fulton Center Dr., Edgerton, Wisconsin

THIS IS NOT A PUBLIC HEARING

- 1) Introductions
- 2) LESA Program Overview - Presentation and Discussion
- 3) LESA Program Goal - Exercise and Discussion
- 4) Land Evaluation and Site Assessment Weighting - Discussion
- 5) Site Assessment Factors - Exercise and Discussion

It is possible that members of and possibly a quorum of other governmental bodies of the Town of Fulton may be in attendance at the above-stated meeting to gather information. No formal action will be taken by any governmental body at the above-stated meeting.

Town of Fulton  
2738 W Fulton Center Dr.  
Edgerton, WI 53534

LESA Meeting 1 Minutes  
May 28, 2009

- I. Call to Order at: 7:00 p.m.; By: Wade Thompson
- II. Present were: Michelle Staff, Andy Walton, Roger Amundson, Scott Farrington, Henry Stockwell, Mike Guisleman, and Wade Thompson
- III. Items discussed:
  - LESA Program Overview - Presentation and Discussion
  - LESA Program Goal and Planning Area - Exercise and Discussion
  - Site Assessment Factors - Exercise and Discussion
  - Date of Next Meeting - June 25, 7:00 p.m., Fulton Town Hall
- IV. Adjournment: Motion to adjourn by Mike Guisleman, 2<sup>nd</sup> by Scott Farrington, at 8:30 p.m. Motion carried.

**AGENDA****Town of Fulton - LESA Program Committee Meeting 2****June 25, 2009 - 7:00 p.m.****Fulton Town Hall - 2738 W. Fulton Center Dr., Edgerton, Wisconsin****THIS IS NOT A PUBLIC HEARING**

- 1) Recap of Meeting One
- 2) Site Assessment Scoring Scales - Presentation, Exercise, and Discussion
- 3) Site Assessment Weights - Presentation, Exercise, and Discussion

It is possible that members of and possibly a quorum of other governmental bodies of the Town of Fulton may be in attendance at the above-stated meeting to gather information. No formal action will be taken by any governmental body at the above-stated meeting.

**Town of Fulton  
2738 W Fulton Center Dr.  
Edgerton, WI 53534**

**LESA Meeting 2 Minutes  
June 25, 2009**

- I. Call to Order at: 7:00 p.m.; By: Wade Thompson
- II. Present were: Michelle Staff, Andy Walton, Roger Amundson, Scott Farrington, Henry Stockwell, Mike Guisleman, Kerry Hull, and Wade Thompson
- III. Items discussed:
  - Recap of Meeting One
  - Site Assessment Scoring Scales - Presentation, Exercise, and Discussion
  - Date of Next Meeting - July 23, 7:00 p.m., Fulton Town Hall
- IV. Adjournment: Motion to adjourn by Andy Walton, 2<sup>nd</sup> by Scott Farrington, at 8: 45 p.m.  
Motion carried.



**AGENDA****Town of Fulton - LESA Program Committee Meeting 3****July 23, 2009 - 7:00 p.m.****Fulton Town Hall - 2738 W. Fulton Center Dr., Edgerton, Wisconsin****THIS IS NOT A PUBLIC HEARING**

- 1) Recap of Meeting Two
- 2) Determination of ESOSA Factor Scoring Scale
- 3) Soils - Presentation and Discussion (Norm Tadt, Senior Conservation Specialist, Rock County Land Conservation Department)
- 4) The Land Evaluation Component - Presentation and Discussion

It is possible that members of and possibly a quorum of other governmental bodies of the Town of Fulton may be in attendance at the above-stated meeting to gather information. No formal action will be taken by any governmental body at the above-stated meeting.

**Town of Fulton  
2738 W Fulton Center Dr.  
Edgerton, WI 53534**

**LESA Meeting 3 Minutes  
July 27, 2009**

- I. Call to Order at: 7:00 p.m.; By: Wade Thompson
- II. Present were: Michelle Staff, Andy Walton, Roger Amundson, Scott Farrington, Henry Stockwell, Mike Guisleman, and Wade Thompson
- III. Items discussed:
  - Recap of Meeting Two
  - The Land Evaluation Component - Presentation and Discussion
  - Weighting - Presentation, Exercise, and Discussion
- IV. Adjournment: Motion to adjourn by Mike Guisleman, 2<sup>nd</sup> by Henry Stockwell, at 8: 35 p.m. Motion carried.

**AGENDA****Town of Fulton - LESA Program Committee Meeting 4****August 17, 2009 - 7:00 p.m.****Fulton Town Hall - 2738 W. Fulton Center Dr., Edgerton, Wisconsin****THIS IS NOT A PUBLIC HEARING**

- 1) Recap of Meeting Three
- 2) Determination of Weights
- 3) Determination of ESOSA Factor Scoring Scale
- 4) Wrap-Up and Next Steps

It is possible that members of and possibly a quorum of other governmental bodies of the Town of Fulton may be in attendance at the above-stated meeting to gather information. No formal action will be taken by any governmental body at the above-stated meeting.

**Town of Fulton  
2738 W Fulton Center Dr.  
Edgerton, WI 53534**

**LESA Meeting 4 Minutes  
August 17, 2009**

- I. Call to Order at: 7:00 p.m.; By: Wade Thompson
- II. Present were: Committee members Michelle Staff, Andy Walton, Roger Amundson, Scott Farrington, Henry Stockwell, Mike Guisleman, and Wade Thompson, and citizen Glenn Thompson
- III. Items discussed:
  - Recap of meeting three
  - Determination of factor weights and ESOSA factor scoring scale
  - Other issues - Discussion of definition of agricultural parcel, parcel size parameters, and distance factors
- IV. Adjournment: Motion to adjourn by Andy Walton, 2<sup>nd</sup> by Michelle Staff, at 7:45 p.m. Motion carried.

**AGENDA**

**Town of Fulton - LESA Program Committee Meeting 5**  
**September 30, 2009 - 7:00 p.m.**  
**Fulton Town Hall - 2738 W. Fulton Center Dr., Edgerton, Wisconsin**  
**THIS IS NOT A PUBLIC HEARING**

- 1) Review of LESA Scores Map, Field Test Results, and Factor Maps
- 2) Discussion of Revisions and Edits
- 3) Wrap-Up and Next Steps

It is possible that members of and possibly a quorum of other governmental bodies of the Town of Fulton may be in attendance at the above-stated meeting to gather information. No formal action will be taken by any governmental body at the above-stated meeting.

**Town of Fulton**  
**2738 W Fulton Center Dr.**  
**Edgerton, WI 53534**

**LESA Meeting 5 Minutes**  
**September 30, 2009**

- I. Call to Order at: 7:00 p.m.; By: Wade Thompson
- II. Present were: Committee members Michelle Staff, Andy Walton, Henry Stockwell, Mike Guisleman, and Wade Thompson
- III. Items discussed:
  - Discussion of Factor Issues
  - Review of LESA Scores Map, Field Test Results, and Factor Maps
  - Discussion of Revisions and Edits
  - Wrap-Up and Next Steps
- IV. Adjournment: Motion to adjourn by Michelle Staff, 2<sup>nd</sup> by Henry Stockwell, at 8:20 p.m. Motion carried.

**AGENDA**

**Town of Fulton - LESA Program Committee Meeting 6**  
**October 21, 2009 - 7:00 p.m.**  
**Fulton Town Hall - 2738 W. Fulton Center Dr., Edgerton, Wisconsin**  
**THIS IS NOT A PUBLIC HEARING**

- 1) Review of Revised LESA Scores and Factor Maps
- 2) Discussion of Revisions and Edits
- 3) Discussion of LESA Program Recommendation of Use to Town Board
- 4) Wrap-Up and Next Steps

It is possible that members of and possibly a quorum of other governmental bodies of the Town of Fulton may be in attendance at the above-stated meeting to gather information. No formal action will be taken by any governmental body at the above-stated meeting.

**Town of Fulton**  
**2738 W Fulton Center Dr.**  
**Edgerton, WI 53534**

**LESA Meeting 6 Minutes**  
**October 21, 2009**

- I. Call to Order at: 7:00 p.m.; By: Wade Thompson
- II. Present were: Committee members Roger Amundson, Michelle Staff, Andy Walton, Henry Stockwell, Mike Guisleman, and Wade Thompson
- III. Items discussed:
  - Revised LESA Scores Maps
  - Revisions and Edits
  - Scoring Thresholds
  - LESA Program Recommendation of Use to Town Board
  - Wrap-Up and Next Steps
- IV. Adjournment: Motion to adjourn by Andy Walton, 2<sup>nd</sup> by Roger Amundson, at 8:05 p.m.  
Motion carried.

## Appendix III

### LESA Score, Agricultural Suitability, and Land Use Recommendation Categories Formation Methodology

This appendix provides information on the methodology utilized to formulate the Town of Fulton (Town) LESA Program (Program) LESA score, agricultural suitability, and land use recommendation categories.

Figure III.1 identifies the Program's LESA score, agricultural suitability, and land use recommendation categories as displayed in Map II.1 and Map II.15: LESA Scores, both as contained herein.

**Figure III.1:**  
**Program LESA Score, Agricultural Suitability, and Land Use Recommendation Categories**

LESA Score	Agricultural Suitability	Land Use Recommendation
6.9 or higher	Tier I farmland - Most suitable	Maintain existing agricultural land use
4.8 to 6.8	Tier II farmland - Less suitable	Maintain existing agricultural land use or consider other land uses if proposed and consistent with existing policy and regulations
4.7 or lower	Tier III farmland - Least suitable	Consider other land uses if proposed and consistent with existing policy and regulations

Figure III.1 indicates the Program contains three LESA score, agricultural suitability and land use recommendation categories. Each LESA score, agricultural suitability, and land use recommendation category encompasses approximately two integers (i.e. 4.7 to 2.7, 4.8 to 6.8, 6.9 to 8.8). The approximate standard deviation (1.3) of all agricultural parcel's LESA scores utilized as a guide in developing LESA score categories. Approximately 1/3 of LESA scores occur within one standard deviation of the mean LESA score (5.5). Approximately 2/3 of LESA scores occur within one standard deviation above and below the mean LESA score. One standard deviation above the mean LESA score is 6.8 ( $5.5 + 1.3$ ). Thus, all agricultural parcels assigned a LESA score of 6.9 or higher were grouped in the Tier I - farmland agricultural suitability and land use recommendation category. One standard deviation below the mean LESA score is 4.2 ( $5.5 - 1.3$ ). Thus, all agricultural parcels assigned a LESA score of 4.7 or lower were grouped into the Tier III - farmland agricultural suitability and land use recommendation category. Finally, all agricultural parcels assigned a LESA score not within either of the aforementioned agricultural suitability and land use recommendation categories were grouped into the Tier II - farmland agricultural suitability and land use recommendation category.

Map II.1, Map II.15, and Figure III.1, all as contained herein, are consistent with the *Town of Fulton Comprehensive Plan 2035*, identifying large land areas in the Town that should be maintained for existing agricultural uses, while concurrently identifying adequate amounts of land for potential development.

## Appendix IV

### Data Information and Potential Program Revisions

This appendix provides information on the data sets utilized in development of the Town Program and *Program Manual*, as well as potential future Program revisions.

#### Data Sets

- *Soil Land Evaluation Scores*  
This tabular data set is maintained and was provided by the Natural Resources Conservation Service. This data set was current as of April 2008.
- *Cropland*  
This GIS data set is maintained and was provided by the Farm Service Agency. This data set was current as of April 2008.
- *All Other Data Sets*  
These GIS data sets are maintained and were provided by the Rock County Planning, Economic & Community Development Agency. These data sets were current as of March 2009.

#### Potential Program Revisions

##### Unit of Analysis

- *Agricultural Parcels*  
The Program utilized unique tax parcels (and in limited instances, managed forest law parcels and legal land lots) meeting criteria as delineated in II.B. of this *Program Manual* as the "unit of analysis", with each parcel meeting the aforementioned criteria designated as an agricultural parcel and assigned a LESA score. Multiple unique tax parcels meeting the aforementioned criteria, in contiguity and utilized by the same agricultural operator, could be designated as agricultural parcels (unit of analysis) in future Program development, with each assigned a LESA score.

##### Existing Factors

- *Soil Suitability*  
This factor's scores were normalized to the State of Wisconsin. Factor scores normalized to the Town of Fulton could be utilized in future Program development.
- *Surrounding Use Compatibility*  
This factor did not consider land uses outside of but within 0.5 miles of the Town. Land uses outside of but within 0.5 miles of the Town could be considered in future Program development.
- *Distance From Municipal Sewer Service Area Boundaries*  
This factor did not consider the boundaries of the Consolidated Koshkonong Sanitary District (CKSD) outside of but within 0.5 miles of the Town. CKSD boundaries outside of but within 0.5 miles of the Town could be considered in future Program development.



- *Distance From Sub-Divisions*  
This factor did not consider sub-divisions outside of but within 0.5 miles of the Town. Sub-divisions outside of but within 0.5 miles of the Town could be considered in future Program development. Additionally, given the limited geographical size of the Town, a decreased factor distance (e.g. 0.25 miles) could be utilized in future Program development.
- *Distance From Roads - Functional Classification*  
This factor did not consider roads by functional classification outside of but within 0.5 miles of the Town. Roads by functional classification outside of but within 0.5 miles of the Town could be considered in future Program development.

## Potential Factors

- *Road Access*  
This factor, identifying each agricultural parcel's road access by functional classification, could be utilized in future Program development.