

# Appendix



## APPENDIX A: PAST PLANS & STUDIES

The following is a summary of planning studies conducted by or for the Town of Lincoln since the 1950s. The summary does not include all of the Town's past planning work. Rather, it covers a collection of plans and studies considered by the Comprehensive Long-Range Plan Committee and consultants during the development of this Comprehensive Plan. The summary is divided into sections, with studies grouped by their relationship to various Comprehensive Plan elements.<sup>1</sup>

### General Planning, Land Use, and Zoning

#### Planning for Lincoln, Massachusetts

*Charles W. Eliot and Planning and Renewal Associates, 1958*

Lincoln initiated its first master planning effort in 1958. Often referred to as the Braun-Eliot report, this plan began by defining Lincoln's most valuable amenities: the "Pleasing character of the unspoiled open landscape; Tree-lined country roads; Older buildings in the center of town; Unobtrusive residences blended into the landscape by irregular setback and generous foliage barriers." The plan addressed Lincoln's natural characteristics, built environment, and implications of growth with a series of far-reaching and innovative measures:

- ❖ Encouragement of voluntary restrictions and covenants for buildings and landscapes;
- ❖ Recommendations for restrictions to control architectural character in historic areas;
- ❖ Tax abatements for land kept as open space (*see below*); and
- ❖ Double-tracking roads that were lined with stone walls – that is, building a parallel road on the opposite side of the stone wall-lined roads that would provide additional capacity, but keep the walls and original road intact.

The Braun-Eliot report noted that for Lincoln, the "unique character of the town is dependent on one factor above all others: Open Space," i.e., land under cultivation or left in natural state. This plan emphasized the need to protect Lincoln's open spaces, water supply and town character. Specific recommendations included establishing a committee to conduct a natural historic inventory update, and specific land acquisitions to protect Sandy Pond, the Hobbs Brook Basin, Stony Brook Basin, the Swamp Belt and parcels along the town's other brooks. The report recognized the economic impact of removing land from private ownership and recommended that the town encourage owners to voluntarily place conservation restrictions on their land instead of relying on public land acquisitions. It also recommended that Lincoln establish conservation zones for swamp lands to prevent them from being filled, drained, or built upon; designate setback requirements from local streams to preserve natural drainage; and make better use of zoning to preserve open space and agriculture and protect viewsheds on the town's hilltops. In promoting the importance of open space to Lincoln's character and future development pattern, Eliot argued: "It is almost the universal experience with parks and reservations that the value of the land taken off the tax rolls for these purposes is added to the value of the surrounding properties."

<sup>1</sup> Several of the plans and studies summarized in Appendix A are discussed in greater detail in *A History of Lincoln Planning* (September 2005), prepared for the Town by Angela Kearney. *A History of Lincoln Planning* covers some reports that are not presented in Appendix A, and Appendix A also presents some studies that are not covered in *A History of Lincoln Planning*.

The Braun-Eliot report also devoted considerable attention to possible locations for industrial development within the town's boundaries. While the report recognized the benefits of industrial tax revenue, it also urged the Town to place strict controls on industrial development. The Plan concluded that the most suitable areas for industry included an 85-acre site at Bedford Levels and sixty-five acres west of Mill Street. Eliot reasoned that in both cases, the land was adequately separated from other land uses to limit the potential for use conflicts, and the sites also seemed desirable from an industrial developer's point of view. Still, he cautioned the Town to focus on its primary goals of "...maintenance and improvement of [Lincoln's] established qualities and amenities." Although he believed commercial or industrial uses were not inherently in conflict with the Town's basic planning objectives, Eliot encouraged Lincoln to limit the amount of land zoned for industry and to choose its industrial areas strategically. "The enterprise which causes no problems while it incubates may later generate problems and costs which more than offset its fiscal utility. It is more prudent to set aside one area in which more than one enterprise may locate and in which the particular requirements of light industry may be grouped and treated together."

The Braun-Eliot report concluded with several important recommendations:

- ❖ Adopt and implement a preliminary general plan for protecting open space, to include a focus on conservation land acquisitions around Sandy Pond, within the watersheds of the Stony Brook and Hobbs Brook, and along the banks of brooks and streams; identification of land for town forest protection; and creation of walking and riding trails to link public open space;
- ❖ Adopt zoning regulations to protect wetlands and swamps, flood plains, scenic views, and open space and agricultural land;
- ❖ Prepare and implement a street tree plan to preserve & enhance the character of Lincoln's scenic roads;
- ❖ Adopt zoning regulations providing for local review of architectural plans in the town center;<sup>2</sup>
- ❖ Maintain two-acre zoning – and exclude all wetlands from the calculation of minimum lot area;
- ❖ Promote voluntary restrictions, agreements and covenants among property owners, and gifts of rights in land to public and semi-public agencies;
- ❖ Provide tax relief for land owners who keep large tracts of land as open space;<sup>3</sup>
- ❖ Designate Routes 2, 117, and 126 as traffic routes and direct traffic accordingly;
- ❖ Support the planned "northern realignment" of Route 2, which would have relocated the roadway to the southern boundary of the then-proposed Minuteman National Park;<sup>4</sup>
- ❖ Consider land west of Mill Street for commercial or industrial use, and land adjacent to the airport for industrial use.

<sup>2</sup> This plan pre-dates the statutory provision for local historic districts, which are not zoning districts, and historic district commissions.

<sup>3</sup> In 1973, the state legislature enacted Chapter 61A and provided a type of tax relief comparable to that recommended by Charles Eliot.

<sup>4</sup> The state abandoned its plans for the northern realignment proposal ca. 1978.

## **Lincoln Revisited: A Report on the Planning of Lincoln, Massachusetts**

*Dennis Jesson, 1965*

Local resident and architect Dennis Jesson produced a “philosophy of planning” report after attending a December 1964 meeting of the Planning Board. Although he said he did not disagree with the town’s two-acre zoning policy, he argued that Lincoln’s approach to land use regulation and growth management could unwittingly impede the retention of rural character. Jesson had many thoughts on the contributions of open space to rural design. “...We should distinguish between two types of open space. Open space implies, and I think is taken by most people to mean, physically open. This however is often not the case. Its real meaning is land, for any number of reasons, on which building is not to take place. The two are not necessarily synonymous.” Noting that forested land also qualifies as open space, Jesson said the term “open space” itself “has nothing to with a lack of physical enclosure. A void is only a void as it is defined by solids.” He encouraged the Planning Board to pursue a master plan concerning “massing of open and closed [built] spaces [that] would predetermine the logical expansion areas of the town and hence preserve our rural community.”

## **Comprehensive Development Plan for the Town of Lincoln, Massachusetts**

*Adams, Howard and Opperman, Planning Consultants, August 1965*

Lincoln’s second major town-wide planning study reinforced and built upon many of the proposals in the earlier Braun Eliot report while focusing on three issues: protecting Lincoln’s open space, maintaining excellent schools, and providing adequate town and school facilities and services.

Less than seven years after the Braun-Eliot Report, the *Comprehensive Development Plan* recognized that Lincoln needed to work pro-actively with preservation techniques and tools and to encourage conservation activity. The community could not continue to depend on the voluntary efforts of private land to keep its land open. While open space preservation is one of the primary focuses of this plan, it also emphasized the need to protect the town’s natural resources including watershed land, groundwater, and “unspoiled” natural areas in order to protect the balance of nature for wildlife habitat, study, and simple enjoyment. The *Comprehensive Development Plan* also included a list of historic sites recommended for protection. Many of these sites are also some of Lincoln’s most important natural resources: Flint’s Esker, fields, Farrar Pond, Van Leer Maple Swamp, Flint’s Great Meadow’s, and the shores of Sandy Pond.

As in the Braun-Eliot report, this plan identified several areas that were considered potential candidates for industrial development. Anticipating the relocation of Route 2, the master plan consultants said Lincoln would have land suitable for industrial use – suitable in light of criteria deemed important to the Town. However, the consultants questioned whether there was enough market demand to make the land appealing to developers. The consultants reported that Massachusetts already had enough industrially zoned land along Route 128, from Canton to Wakefield, to meet the Commonwealth’s needs through 1980.

While the plan encouraged Lincoln to investigate industrial development possibilities with land owners, it also advised against rezoning any land without a specific development proposal in hand. The consultants conferred with nonresidential developers about a list of potential industrial sites supplied by the town, ruled out two (including a parcel that Lincoln reviewed more recently in the 2005 *At-Risk Properties Study*), and focused their analysis on the area between Route 2 and Route 2A and east and west of Mill Street and the Bedford flats west of Virginia Road. They examined land use alternatives for each site, projected the Town’s future costs and revenue, and concluded that industrial uses would be the most advantageous to Lincoln. The consultants also noted that Lincoln’s lack of commercialization was an essential part of its character. They largely reinforced the conclusions

of a 1962 study by the South Lincoln Planning Committee, and said that since Lincoln had adopted most of committee’s recommendations, the Town should have enough commercial land for the near future.

The 1965 plan concluded with the following recommendations:

- ❖ Give priority to protecting watershed land, wildlife habitat, and scenic areas such as open fields and views of water;
- ❖ Acquire and hold land for future municipal and school facilities;
- ❖ Expand the concept of cluster developments to achieve both open space and social objectives by allowing some higher-density housing in cluster developments;
- ❖ Give serious consideration to allowing more housing density in selected areas;
- ❖ Reinforce the role of South Lincoln as the town’s commercial center;
- ❖ Consider industrial zoning in the vicinity of North Lincoln only on a case-by-case basis;
- ❖ Separate through and local roads in order to accommodate through traffic while improving safety for pedestrians, bicyclists, and local vehicular traffic;
- ❖ Protect scenic features on town roads and provide pedestrian and bicycle amenities; and
- ❖ Develop roadside paths.

### **The Lincoln By ’80 Conference Report**

*Land Use Conference Committee, June 1970*

A poignant exercise in “taking stock” and assessing Lincoln’s future occurred in 1970 at an unusual workshop known as the “By ’80 Conference.” Devoted to a focus on Lincoln’s schools and local government, the two-day “By ’80 Conference” represented an attempt to build consensus about the town’s needs, to reaffirm its core values, and to chart a course of action for local government. It involved not only panel discussions and “sandwich seminars,” or structured discussion periods for participants, but also preparatory interviews with more than forty town committees and community organizations and a community survey. Among the striking revelations in the conference report is that the average age of the 450 residents who attended the meeting was “somewhere between 35 and 45.”

The conference report contains the conference proceedings, and while economic development was not a priority topic at the meeting or in a related citizen survey, some ideas surfaced about the town’s tax base and need for more sources of revenue. Among the recommendations made during the conference was that the Finance Committee and Board of Selectmen should evaluate ideas that residents identified for other sources of revenue: “Airport West,” and improving the South Lincoln business area. Residents also thought local officials should look at different types of taxes and commuter parking fees. In addition, they said Lincoln should consider establishing an organization to run profit-making businesses for the Town’s financial benefit, e.g. a liquor store, camping areas, restaurants, or a hotel or motel for visitors to the national park.

The *By '80* report focused on the adequacy of Lincoln's community services, resident satisfaction with the schools and town government, and possibilities for the future. One issue that residents debated in 1970 was the potential for dissolving the Lincoln-Sudbury Regional School District in favor of establishing a local high school. Though nearly all of the participants in the 1970 "sandwich seminars" supported retaining the regional district, some were concerned that Sudbury was "too conservative" and they questioned the success of the METCO program at the regional high school. Ironically, the keynote speaker on public education suggested that Lincoln sever its ties with Sudbury and establish a new region by forming a partnership with the Boston Public Schools. The status of METCO in general led others to urge more steps to involve METCO parents in the Lincoln school's operation – a theme that became one of the report's key recommendations.

The process that culminated in the *By '80* report elicited a lively discussion about revenue, property taxes, and municipal services. Residents seemed to agree that Lincoln should try to obtain more revenue from the businesses in South Lincoln, but a few participants had creative ideas: replacing the property tax with a local income tax, establishing a liquor store operated by a "feeder organization" that would turn the profits over to the Town, and charging train commuters a fee to park in Lincoln. Asked what the Town's funding priorities should be, residents named moderate-income housing, recreation, a town swimming pool, a youth center, trash collection, planning and developing South Lincoln, and hiring more professional help for the town's volunteer boards and committees. They also thought the Town could make better use of existing facilities.

Regarding open space and recreation interests, the final conference report records these ideas and recommendations:

- ❖ Lincoln should establish a "land ethics" policy, shaped by principles such as these: "Land should be thought of as something to be held in trust for people coming along many years after," and "The time has come to cease to think of land as a possession to be utilized for private gain."
- ❖ Lincoln has a responsibility to the "core city" to provide open space and recreation opportunities.
- ❖ The Conservation Commission should pursue a long-range plan for the use of Lincoln's open land, including ways that Lincoln could help to meet regional open space needs.
- ❖ The Planning Board should "develop new principles of land use throughout the town, taking into account the desire of the townspeople to maintain population at the ratio of one family per 2 acres of land."
- ❖ The Recreation Committee should "develop a proposal for a town swimming facility," preferably an outdoor swimming pond; and a long-range plan and schedule for creating more bicycle paths, equestrian trails, and walking and skiing trails, in conjunction with the Planning Board and the LLCT;
- ❖ The Recreation Committee also should study and make recommendations on ways that Lincoln's land could meet regional recreation needs.

### **Route to Tomorrow: Challenges and Choices**

*Land Use Conference Committee, October 1983*

The Lincoln Land Use Conference Committee sponsored a day-long community planning event in October 1983 as the "beginning in the consensus-building process essential for effective planning..." Although the impetus for the event was the possible realignment of Route 2 and its impacts on North Lincoln, the Committee

designed a program that covered many planning topics, including open space and housing. *Route to Tomorrow* is a report on the conference proceedings and the results of a survey completed by 363 local residents.

According to the report, most residents who participated in the housing discussion group supported Lincoln's then-existing policy of encouraging moderate-income housing and they also reaffirmed local preference for a Housing Commission instead of a Housing Authority.<sup>5</sup> *Route to Tomorrow* is intriguing for what it reveals about attitudes toward low- and moderate-income housing in Lincoln before the euphemism "affordable housing" came into vogue only a few years later. For example, the report notes disagreements about whether Lincoln had already done enough to provide moderate-income housing – such as Lincoln Woods – and whether the Town should pursue a concentrated ("central site") or "scattered-site" approach to diversifying its housing stock. People wanted to know more about Lincoln's housing needs, i.e., "who are we trying to help?" Both the discussion group participants and respondents to the Conference Committee's survey registered strong support for accessory apartments, and this is particularly noteworthy because Lincoln town meeting took steps to liberalize the accessory apartment bylaw in 1983, 1984, and 1985 (and thereafter). Still, other possible housing initiatives received mixed reviews. Construction of new housing drew nearly uniform opposition – multi-family, elderly housing, low- or moderate-income housing – yet acquiring or rehabilitating existing housing for the same groups of beneficiaries appealed to the vast majority of survey respondents. Support for what is now called inclusionary zoning won lukewarm support.

### **Lincoln Logs the Future**

*Lincoln Conference Report, 1991*

This conference continued the tradition of citizens planning for Lincoln's future. The building blocks remain essentially the same: time, thoughtfulness, creativity, shared goals, and commitment. However, each time the resulting edifice looks different. Discussion topics at the conference included government structure, town and human services, land use, education, the region and finances. The Conference report noted several deficiencies in the public safety building (25 years old at the time), including poor working conditions, an unusable firing range, security issues, outmoded equipment in the communications/dispatch center, and inadequate space for the then-19 employees of the police and fire departments. Presumably many of these concerns were addressed when the public safety building was renovated a few years later.

### **At-Risk Properties Committee Study**

*Vanasse Hangen Brustlin, Inc., and Community Opportunities Group, Inc., 2005*

In 2005, the At-Risk Properties Committee commissioned a study of six properties believed to be near-term candidates for development or redevelopment. The Committee wanted to consider possible reuse options for these sites and the potential traffic, environmental, and fiscal impacts of each option. Accordingly, the report provides several conceptual site plans for the properties. For most of the sites, the site plans include conservation/open space, commercial uses, educational or charitable uses, a single-family subdivision, multi-family housing, and a comprehensive permit (Chapter 40B). A summary-level environmental impacts review was prepared, along with a land use prototype-fiscal impact model for estimating the cost and revenue impacts of each preservation and development scenario. The At-Risk Properties Committee Study was subsequently used by the town in developer negotiations with Deaconess Abundant Life Communities, developer of The Groves, a mixed residential community for seniors. In 2008, the Committee replicated the study in order to consider a proposed commercial project on land adjacent to a site in the original report.

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<sup>5</sup> The Lincoln Housing Commission was established pursuant to Chapter 359 of the Acts of 1979.

## The Built Environment

### Report to the Town of Lincoln: Article 7 Zoning Bylaw Study Committee

*March 1998*

In 1997, the Planning Board proposed a zoning bylaw amendment to address the construction of large homes and the loss of small “starter homes.” Residents were concerned that large-home construction would threaten Lincoln’s “unique and special character, as embodied in the variety and uniqueness of the town’s housing stock and its relationship to the land.” The Planning Board’s proposal called for reducing the maximum gross floor area of a residence from 25 percent of the lot size to a new limit of 8 percent or 2,500 square feet, whichever is greater. However, town meeting was concerned about the amendment’s impact on owners of nonconforming buildings or lots, so the proposal was tabled and the Moderator appointed a study committee.

The Article 7 Zoning Bylaw Study Committee reviewed Lincoln’s policies for nonconforming lots and underlying reasons for the trend toward bigger houses and more intense development. The committee’s report, issued in 1998, recommended that Lincoln establish a site plan review process for new construction and alterations to existing structures, and for development on nonconforming and conforming lots that exceed certain size thresholds. The committee also recommended that Lincoln prepare and publish non-binding guidelines and educational materials to be distributed to owners, builders and developers, in order to encourage development in keeping with the town’s natural environment and community character. In addition, the committee recommended a review of Lincoln’s subdivision regulations to ensure that decisions about both private and municipal developments are consistent with existing built environment relationships, notably street width, curb treatment, paving, tree preservation, and preservation of natural land contours and vegetation. The report further identified elements that could be explored in a voluntary design guidelines document, e.g., preservation of “rustic” natural landscape features, use of natural fence colors, retention of natural vegetation buffers along roadways, and meandering driveways.

### Lincoln Reconnaissance Report: Freedom’s Way Landscape Inventory

*Massachusetts Department of Conservation and Recreation, Massachusetts Heritage Landscape Inventory Program, June 2006*

This report analyzes Lincoln’s heritage landscapes in partnership with the Freedom’s Way Heritage Association. Prepared by Shary Page Berg and Gretchen G. Schuler, the study included extensive coordination with interested Lincoln residents on the choice of priority landscapes and discussion of other critical concerns. The report focused on Lincoln’s heritage landscapes, defined as special places created by human interaction with the natural environment that contribute to Lincoln’s unique built environment and community character. Eight priority landscapes were identified based on their high community value, contribution to community character, and lack of permanent protection: *Brown’s Wood*, a neighborhood of mid-twentieth century modern residences on large wooded lots; the *Catalpa Tree on Library Lawn*, a tree that likely dates to late-nineteenth century valued for its unusual whorled trunk; *DeNormandie Land*, a large farm with sledding hill used by many Lincoln residents; the *Farrington Memorial*, a large eighty-acre property used for environmental programs for low-income children from metro Boston; the *Flowerpot at Five Corners*, a former 1892 horse trough converted to planter at prominent intersection; the *Horse Trough on Lincoln Road*, a 1883 granite trough at Lincoln and Codman roads; the *Massachusetts Audubon Society Land – Drumlin Farm*, the former Hatheway Estate; and the *Mile Marker on Great South Road*, a c. 1840 granite marker on Route 117.

The report also identified critical community concerns and recommended that Lincoln complete a town-wide comprehensive cultural resource inventory to identify its heritage landscapes, historic buildings, structures, areas, and objects in order to plan for future preservation. Other recommendations included:

- ❖ Designating Brown's Wood as a Neighborhood Conservation District;
- ❖ Revise the demolition delay bylaw from a six-month delay period to twelve months;
- ❖ Amend the Scenic Roads bylaw to include design criteria;
- ❖ Consider a scenic overlay district, which could provide a no-disturb buffer on private property bordering scenic roads;
- ❖ Develop flexible zoning standards to protect certain views; and
- ❖ Develop policies and implementation standards for road maintenance and reconstruction, including bridge reconstructions that address scenic and historic characteristics while addressing safety.

The report also addressed several critical concerns expressed by the community and provided more general advisories on some of these critical concerns:

- ❖ *Agriculture/Loss of agricultural activities*: Document farms on MHC inventory forms; Adopt an agricultural commission to advocate for farming; Adopt a right-to-farm bylaw; Purchase development rights/Preservation Restrictions; Continue public-private partnerships to preserve farmland through purchase or restrictions
- ❖ *Land Stewardship, Trails and Regional Landscapes*: The Town should remain open and aware of cooperative activities with surrounding communities
- ❖ *Dark Sky*: Partner with adjacent communities and others to decrease light pollution.
- ❖ *Scenic roads and stone walls*: Prepare inventory of all roads with descriptions, photo documentation, and character-defining features; Amend Scenic Road bylaw to include design criteria to be considered when approving removal of trees and stone walls; Scenic Road overlay district with no-disturb buffer on private property bordering scenic roads; apply to numbered routes, which are not protected under the Scenic Road bylaw; Develop polices and implementation standards for road and bridge maintenance and reconstruction.
- ❖ *Minute Man National Historical Park*: Develop a buffer zone around the park.
- ❖ *Documentation and Designation Efforts*: Prepare list of under-documented resources; Document unprotected resources, especially those most threatened; Record landscape elements on properties; Conduct a community-wide archaeological reconnaissance survey; Develop National Register listing plan; Refine Brown's Wood NCD study report and prepare article for Town Meeting regarding its designation as a NCD; Consider extending demolition delay period to one-year. This recommendation was acted upon and approved by the town in 2007.

## Economic Development

### **Economic Study Committee Report (1960)**

In 1960, the Economic Study Committee presented a report on industrial development at a special town meeting. The Committee's charge had been to help Lincoln make "a reasoned judgment on the advisability of rezoning certain portions of town for light industrial use." Toward that end, the Committee selected an area of about 150 acres west of Mill Street for a case study. (Ed. Note: The Committee's approach was similar to that of the At-Risk Properties Committee Study in 2005).

The Economic Study Committee considered two possible development scenarios for the land: single-family homes and nonresidential use. Each had some advantages. For example, a single-family subdivision would construct its own roads and lay its own water mains without any financial obligation from the Town. The industrial use alternative would require Lincoln to invest in basic capital improvements to make the site "construction ready," notably the provision of drinking water, but an industrial project would be able to make more efficient use of the land. The Committee compared Lincoln's capital cost to make the site attractive to industry and to construct additional school space for the single-family development, added basic recurring municipal and school costs, and concluded that Lincoln would spend less under the industrial option. Its members concluded that light industrial use, "properly located and controlled," would provide substantial tax revenue without detracting from the town's residential character.

### **Economic Development: Study on the Impact of Light Industry on the Character and Economy of Nine Boston-Area Towns**

*League of Women Voters of Lincoln, 1963*

The League of Women Voters of Lincoln conducted an analysis of several suburbs around Boston in an attempt to determine whether industrial development had enhanced or detracted from their character. The study included Winchester, Needham, Natick, Lexington, Burlington, Wayland, Weston, Sudbury and Lincoln. In each case, the League looked at the town's history and unique features, the quality of its public schools, the availability of recreation and conservation areas, its approach to planning and zoning, its tax and assessment policies,<sup>6</sup> and the amount and types of industry located within its borders. Overall, the League concluded that the character and quality of the study communities had more to do with their relative support for public schools, measured by teacher salaries and per-pupil spending, and their commitment to long-range planning than the presence or absence of industry. For those towns in which industry appeared on the surface to have created problems, the authors of the League report said the real problem was the community's own lack of planning and weak zoning regulations, not the industrial uses per se.

### **Undeveloped Land in Lincoln**

*Lincoln Conservation Commission and Planning Board, 1977*

Co-produced by the Lincoln Planning Board and the Conservation Commission, the Undeveloped Land in Lincoln report examined the status of privately-owned undeveloped areas and analyzed the effect of future development and land acquisition on population and property taxes. Toward this end, the report summarized and mapped the status of protected and unprotected lands, listed undeveloped properties of interest to the Town for acquisition, and presented suitable uses and methods for conserving land as noted below. The report also

<sup>6</sup> This study preceded *Sudbury v. Commissioner of Corporations & Taxation* (1974), which compelled the state to ensure that cities and towns instituted uniform assessment and taxation practices. In 1965 when the League wrote its report, most communities were still using fractions of market value to determine tax assessments. As a result, tax rates were very high and the tax burden was unevenly distributed across all classes of property taxpayers.

noted “features of historic value” on these lands as worthy of protection, including old houses, cellar holes, old roads, dams, ditches and sites of early industrial activities. It offered many recommendations, including:

- ❖ Uses of Conservation Land: Recreation that does not require permanent structures or motorized vehicles; Hiking, riding, skiing, nature study encouraged; trail bikes and snowmobiles discouraged; Find ways to limit over-use or damage to conservation lands; Local resident use vs. general public debated
- ❖ Funding sources: Purchase for protection by private interests; Conservation restrictions in perpetuity; public purchase; Gift of land; Decreasing assessment; Agricultural restrictions; Direct tax payment assistance; Limited-term conservation restriction; Lease of development rights; Land use regulations; Creative development

### **South Lincoln Business Area Planning Committee**

*Report to the Lincoln Planning Board, 1999*

This status report on the South Lincoln Business Area Planning Committee’s work is important because it laid the groundwork for the eventual creation of an overlay district and the use of planned development districts to revitalize and improve the business area around Lincoln Station. In May 1998, the Committee conducted a charrette to look at options for the village, including relocation of the post office. The Committee also conducted a survey.

According to the Committee’s report, some recurring themes surfaced from the charrette and survey process. First, residents said they supported a village center concept “with its attendant scale and character,” and they wanted to see the area made more attractive, with pedestrian amenities, buildings located closer to the street, a better collection of retail, and preservation of the nearby open space at Codman Farm. Second, residents said it would make sense to locate a community center in South Lincoln, along with restaurants, more housing, more or better office space, and a variety of uses. They also said the town should consider relocating the DPW garage and make better use of the land. The proposed concept for the South Lincoln business area involved a four-quadrant plan, organized by Lincoln Road and the railroad. The four quadrants included the Mall Quadrant, the Ridge Road Quadrant, and the Lewis Street Quadrant – areas suitable for more intensive use, somewhat taller buildings, more housing, and a mix of land uses – and the Codman Farm Quadrant. Major proposals for the Codman Farm Quadrant included permanently protecting the farm, linking the community gardens to the village center with walkways, and reorganizing the MBTA parking.

## **Services & Facilities**

### **Town of Lincoln Building Needs Assessment**

*McKinley, Kaslow & Associates, 2006*

This study analyzed six town-owned buildings with regard to the building envelope, structural condition, disability access issues, and code compliance. Four of the six buildings are historic properties, all of which are either within the Lincoln Center Local and National Register Historic Districts or part of the Grange Complex/Codman Estate National Register/Local Historic District. The report recognized the historic significance of these buildings and noted that any work completed on these structures should follow the Secretary of the Interior’s Standards for Historic Preservation. Specific conclusions and recommendations included:

- ❖ Bemis Hall: Replace roof, gutters, flashing and downspouts; Stage repair of cupola and masonry at same time as roof work; Consider replacing asphalt roof covering with slate; Consider accessibility improvements

to front entrance used by seniors. Lincoln Town Hall: Mainly functional and/or code deficiencies, rather than condition issues; Functional deficiencies include non-accessible second floor, open stairways without fire separation, insufficient fire rating for town records vault, outdated HVAC system.

- ❖ Pierce House: Repair or replace selected wood elements; Make front entrance accessible through railing additions and modification of existing porches; Install accessible men's and women's restrooms on first floor; Upgrade kitchen to meet commercial kitchen standards.
- ❖ Codman Farm: Roofing work needed on the c. 1860 farmhouse; Address structural framing and stone masonry issues at several barns; Consider partnering with the North Bennett Street School preservation carpentry program for repairs.

## Housing and Residential Development

### Lincoln: A Tight Little Island

*League of Women Voters of Lincoln, 1971*

The League of Women Voters of Lincoln published this report to promote moderate-income housing development. In comparing Lincoln to other west suburbs, the League noted that Lincoln's population had been growing very slowly. "The reasons for this slow growth are several: initially, the topography of the town, which made building relatively difficult and expensive, and more recently, the town's deliberate policies of large lot zoning and land conservation, and the absence of sewers for more intensive development."

Much of the League's report was devoted to reinforcing and building upon earlier work by the Town's Moderate Income Housing Committee (1967-68) and its brainchild, The Lincoln Foundation. In addition, the League sought to address concerns about allowing multi-family housing at all, such as the creation of stigmatized neighborhoods isolated from the rest of town and negative fiscal impacts, and examined arguments for and against locating multi-family housing in South Lincoln vs. providing for it on a scattered-site basis. As for Chapter 40B, enacted just two years before *A Tight Little Island* was written, the League said "If Lincoln can implement the spirit and intention of this law successfully, it should be an encouragement to very other community where generous impulses may be stifled by fear of the unknown and untried... With one of the highest median incomes of any community in the country and an excellent school system, surely we can share this by a factor of 10%."<sup>7</sup>

### Housing – What Does Lincoln Need?

*League of Women Voters of Lincoln, 1985*

Fourteen years after publishing *A Tight Little Island*, the League of Women Voters released another housing study, this time focusing on Lincoln's housing needs. The authors of the second report analyzed housing cost barriers in Lincoln by comparing the housing sale prices and rents that a young couple "making a respectable salary" could afford in 1979 and 1985, noting that wage growth in the Boston area had failed to keep pace with growth in housing costs. The authors also examined the sale prices and rents that Lincoln's own town employees could afford, and pointed out that Lincoln's housing costs were so high that all of its highest-paid employees lived in other communities. In addition, they estimated elderly housing needs by compiling and summarizing the results of various housing need surveys conducted by the League or the Council on Aging.<sup>8</sup> The second League report is important because it foreshadows steps that Lincoln eventually pursued to in-

<sup>7</sup> League of Women Voters, *Lincoln: A Tight Little Island* (1971), 1, 20.

<sup>8</sup> The League of Women Voters of Lincoln, *Housing – What Does Lincoln Need?* (June 1985), 10-16.

crease its inventory of affordable housing. For example, the report notes that the Town and Housing Commission were negotiating with the state to lease a house on Sunnyside Lane, and other “land taken for the northern alignment of Route 2...might be available at no cost if it were used for subsidized housing.” The League also suggested “a local sales tax on real estate transactions” to generate funding for the Housing Commission – a precursor to the Community Preservation Act – and that Lincoln could consider developing affordable housing “on land near Hanscom currently being considered for commercial or industrial use.” Further, the League’s second report suggested that various public subsidies could be used to make accessory apartments and houses owned by the Town affordable for low-income tenants.

### **Five-Year Housing Plan for Lincoln, Massachusetts**

*Lincoln Housing Commission, 1988*

The Lincoln Housing Commission prepared a housing plan and submitted it to the Executive Office of Communities and Development (EOCD), now known as DHCD. The *Five-Year Plan* came at the heels of local and state approval of Battle Road Farm, the first phase of which was under construction when the Housing Commission wrote the plan in 1988. The report is noteworthy for several reasons:

- ❖ First, it catalogs three significant impediments to affordable housing production in Lincoln: land values and lack of buildable land, environmental constraints, and barriers to eligibility for state housing funds because the Housing Commission operates under a special act of the legislature and is not a Housing Authority under M.G.L. c.121B.<sup>9</sup>
- ❖ Second, it articulates clear housing development goals and a variety of methods to achieve them. One method, inclusionary zoning, did not materialize for 17 years, but Lincoln made more rapid progress with other recommendations in the housing plan, e.g., providing staff support to the Lincoln Housing Commission and acquiring land on Sunnyside Lane for construction of affordable housing.<sup>10</sup>
- ❖ Third, the plan was a forerunner of major amendments to the state’s Chapter 40B regulations in 1990, when the Local Initiative Program (LIP) was established. The original LIP amendments included a provision for cities and towns to develop affordable housing plans for EOCD review and approval – plans that would protect communities from an unwanted comprehensive permit as long as they made systematic progress on implementing their plans. While LIP endured, the housing plan regulations were rescinded a few years later, only to be replaced by the Chapter 40B “Planned Production” rule in 2002.

### **Lincoln Consolidated Housing Plan**

*Lincoln Housing Task Force, 2003*

Lincoln and several surrounding communities belong to the Newton-based West Metro HOME Consortium.<sup>11</sup> Administered by the U.S. Department of Housing and Urban Development (HUD), the HOME Program is the largest federal “block grant” for affordable housing. HUD requires every jurisdiction participating in the HOME Program to prepare a Five-Year Consolidated Plan. In a regional HOME consortium, the lead community – in this case, Newton – is responsible for the Five-Year Plan and the annual spending plan components known as One-Year Action Plans. Newton required each member community to submit its own plan, which in turn was incorporated into the regional five-year plan. In Lincoln, a Housing Task Force appointed by the Board of Selectmen in 2002 developed the Consolidated Housing Plan to meet requirements set by the

9 Lincoln Housing Commission, *Five-Year Housing Plan for Lincoln, Massachusetts* (April 1988), 1-2.

10 Ibid, 4-8.

11 The federal HOME Program was established under Title II of the Cranston-Gonzales National Affordable Housing Act of 1990, as amended.

City of Newton and HUD and also to qualify under DHCD's then-new Planned Production regulation. In 2002, DHCD made several changes to the Chapter 40B regulations. One of the changes offered cities and towns the option to develop an affordable housing plan according to broad state guidelines. Under this "Planned Production" rule, communities with a DHCD-approved affordable housing plan became eligible to deny a comprehensive permit if they created enough new low- and moderate-income housing to meet state production targets and received certification of the same from DHCD. Until recently, Lincoln's minimum annual production target was sixteen low- or moderate-income units. DHCD recently overhauled its Chapter 40B regulations, however, including Planned Production, and Lincoln's minimum production target has been reduced to 10 low- or moderate-income units per year. Since Lincoln has met the ten percent statutory minimum under Chapter 40B – at least until the next federal census (2010) – the Town does not need to obtain housing plan certification from DHCD. The Housing Commission is currently updating the 2003 plan.

## Open Space and Natural Resources

### Interim Report of the Public Land Study Committee

*Town of Lincoln, 1956*

In response to a land use survey conducted by the Planning Board in 1955, a Public Land Study Committee was established to examine "land that will be needed in the future for common use and enjoyment by the citizens, and for the protection or conservation of amenities." The Committee considered several areas previously identified by the Planning Board as potential candidates for public acquisition, but ultimately focused on two, both described as "reservations" in the Committee's report:

- ❖ Reservation A: a protective buffer around Sandy Pond (Flint's Pond), roughly following the 240 foot contour on USGS maps and containing a total of about fifty acres. The buffer's purpose would be to protect the pond's scenic beauty and water quality.
- ❖ Reservation B, "...an almost continuous strip of swamps and connecting low lands running north and south parallel to Lincoln and Bedford roads, and about a half-mile to the east," from Hanscom at the north to South Great Road and Sudbury Road on the south. The committee characterized Reservation B as open space "...for recreation, conservation of natural land, and setting aside of land for any road that might be needed in the future to relieve traffic on existing major roads. For recreational use, such as nature walks, the land is well suited." Today, many of the conservation parcels owned by LLCT lie within the boundaries of Reservation B.

### Report of the Recreation Study Committee

*Lincoln Recreation Committee, 1964*

In 1963, Lincoln established a special committee to "study the whole recreation program," but the impetus for creating the committee was the cost of the Lincoln Recreation Department's summer playground program. The Committee's report to town meeting in 1964 remains relevant today because of the issues it raises about taxpayer responsibility for programs that serve a specific class of users. These issues have surfaced in virtually every town in the Commonwealth, particularly since 1981. Lincoln voters had questioned whether the playground program provided educational value or simply operated as a "baby sitting" service for parents. At the time, Lincoln provided an eight-week, all-day summer program for children between 5 and 15 years of age, and approximately 240 children participated each year. The per capita cost of the program was \$1.25, with program fees generating 30 cents per capita as offset revenue. After surveying parents, consulting with the Recreation Committee and program staff, and reviewing recreation statistics from other communities, the Recreation Study

Committee concluded that Lincoln’s summer playground program was an educational activity that the town should support. The Committee made several points in its final report:

- ❖ The program contributed to “the physical and mental development and well being” of the town’s children.
- ❖ “In a society which is likely to have more and more leisure time at its disposal, it is important for members to develop at early age the outside interests and skills with which to creatively fill their leisure.”
- ❖ Transferring the full cost of the program to the parents of participating children would make it impossible for some children to enroll and “place an unwelcome emphasis on relative wealth.”
- ❖ Compared to other affluent towns in the region, Lincoln was spending less per capita on recreation and far less than the recommended national average.

### **Open Space Plan**

*Lincoln Conservation Commission, March 1977*

Lincoln’s first Open Space and Recreation Plan provided broad goals for natural resource conservation including the protection of watersheds and the promotion of adequate water quality and quantity. The Plan recommended that Lincoln cooperate with regional organizations, such as the SuAsCo and Charles River Watershed Associations and the Metropolitan Area Planning Council 208 Team. It also recommended studies of the Tower Road well watershed and the environmental effects of various herbicides and pesticides to determine those best suited for use on the Conservation Commission’s agricultural lands. The plan emphasized several points:

- ❖ Lincoln’s future growth potential consisted of about 1,900 additional housing units on its 4,000 acres of remaining vacant, unprotected land;
- ❖ The criteria for protecting additional conservation land should include quality and accessibility of land for public use; productivity of land for farm and forestry products; open space adjacent to public ways and public areas; part of trail connector pattern; and wetlands and watershed as storage areas and protection for public water supplies; and
- ❖ Measures to protect open space should include Chapter 61A agreements, accepting gifts of land to the town; conservation restrictions; zoning; acquisition of trail easements; wetlands protection, and acquisition of fee or lesser interest.
- ❖ As of 1977, Lincoln’s future growth potential consisted of about 1,900 additional housing units on its 4,000 acres of remaining vacant, unprotected land;
- ❖ Lincoln’s criteria for protecting additional conservation land should include quality and accessibility of land for public use; productivity of land for farm and forestry products; open space adjacent to public ways and public areas; part of trail connector pattern; and wetlands and watershed as storage areas and protection for public water supplies.
- ❖ Measures to protect open space should include Chapter 61A agreements, accepting gifts of land to the town; conservation restrictions; zoning; acquisition of trail easements; wetlands protection, and acquisition of fee or lesser interest.

## **Open Space and Recreation Plan**

*Lincoln Open Space Committee, March 2008*

Lincoln completed a new Open Space and Recreation Plan in 2008, anticipating that resource information compiled for the open space plan would serve as the basis for this Comprehensive Plan. The Open Space and Recreation Plan encourages Lincoln to focus on land stewardship, a need identified in the 1988 Interim Report. While focusing on stewardship does not mean Lincoln should forego additional land acquisitions, it recognizes that protecting natural resources requires proper land management. The new plan describes Lincoln's progress toward establishing and implementing a stewardship program, and it records Lincoln's conservation land efforts since 1977. In addition, it calls attention to the need for accessible conservation trails and recreation facilities. Highlights of the 2008 Plan's recommendations include:

- ❖ Work with Drumlin Farm, Farrington Memorial, Walden Woods, Historic New England and Cambridge to place conservation restrictions on unrestricted land;
- ❖ Consider providing incentives to farmers to place conservation or agricultural preservation restrictions on private, non-protected agricultural land;
- ❖ Determine suitability for converting fallow fields on existing conservation land into agricultural production;
- ❖ Prepare a town-wide management map identifying each conservation area's resource values and strategies to manage for such (e.g., biodiversity, wildlife, recreation, agriculture, etc.);
- ❖ Use recreation field maintenance practices compatible with resource protection goals;
- ❖ Develop strict guidelines for the best maintenance practices of all public buildings and grounds including limited or no use of chemical pesticides & fertilizers;
- ❖ Prepare outreach materials for new residents about Lincoln's ethics and recommendations for resource conservation and land stewardship; and
- ❖ Develop lawn-irrigation and construction-site bylaws that define and require best management practices.

## **Traffic Studies**

Lincoln has done a considerable amount of planning in the past, more than most towns in Massachusetts and certainly more than a majority of towns in a similar population range. From the town's first master plan, *Planning for Lincoln* (1958), Lincoln's transportation planning concerns have centered on defending the town against unwanted regional transportation improvements and protecting its own roads from loss of rural character. Projects such as various proposals to realign and widen Route 2, a controversial but short-lived proposal known as the Middle Circumferential Highway, which would have run through the west side of Lincoln on a path roughly coterminous with Route 126, and the potential expansion of Hanscom Field have caused the town to rally its forces many times. Lincoln's awareness of what poorly conceived highway projects could do forms part of the backdrop for its attitude toward the historic roads that cross the town.

## **Traffic Management Plan for the Town of Lincoln**

*Lincoln Traffic Management Committee, 1988*

The objective of the Traffic Management Plan was to find ways to encourage non-local traffic to use the numbered highway system rather than local roads. The study acknowledged that Lincoln faces major traffic issues caused by intense commercial development on its eastern border, a buildup of housing to the west, and a mixture of commercial development and airport-related activity to the north. Numbered highways passing through Lincoln were thought to have adequate capacity to accommodate existing traffic volumes. The plan also determined that Lincoln's collector roads (Lincoln, Trapelo, Bedford, Weston, and Sandy Pond) have ample capacity. However, capacity was severely constrained at various intersections, resulting in congestion under existing conditions and providing little capacity for future growth. The report recommended various measures designed to alleviate this congestion without resorting to a major program of land acquisition and road construction. The report also encouraged the town to find ways to accommodate regional traffic and to keep the level of development in line with the capacity of the infrastructure. It also discussed specific locations where turning movement restrictions could provide protection for the Town's internal roads.

### **Lincoln Traffic Committee Report, Phase 1: Fact Finding, Policy Review and Recommendations**

*Lincoln Traffic Management Committee, 1995*

This report identifies ways to control, regulate, manage and, if possible, reduce vehicular traffic in Lincoln, and provides short-, medium-, long-term, and ongoing recommendations to meet this goal. The Traffic Committee also prepared a policy statement, a list of criteria against which to assess projects and proposals that affect traffic in Lincoln, and a list of projects requiring attention. Recommendations focused on the following issues:

- ❖ *Speed:* Recommended that law enforcement and other town officials study, set, communicate, and strictly enforce speed limits on all Lincoln roads, and provide ample funding to meet this objective.
- ❖ *Traffic Lights:* Recommended that the Selectmen authorize and/or request that MassHighway review the status and timing of traffic lights at major intersections throughout town, including pedestrian signals.
- ❖ *Route 2:* Recommended that the town agree on an overall long-term strategy for Route 2, with particular emphasis making Route 2 a four-lane, limited access highway. The study also recommended improving the connection between North Lincoln and the rest of the town and communicating these strategies to Lincoln residents.
- ❖ *Dangerous Intersections:* Recommended key intersections for further study, including intersections along Great South Road (Route 117), Bedford Road and Route 2, Five Corners, Lincoln Road's intersection with Codman and Tower Roads, Sandy Pond Road and Baker Bridge Road, Old Country Road and Trapelo Road, and Farrar Road and Route 126.
- ❖ *Improve Relationships with Abutting Towns:* Recommended that Lincoln form better relationships with neighboring Concord and Waltham with the objective of having an advance warning system where development on those borders might negatively impact traffic in Lincoln. Recommended forming on-going relationships with other towns in the region.
- ❖ *Monitoring Institutional Traffic:* Recommended that the Town review with local institutions ways to decrease or diminish the detrimental effect of increased traffic.
- ❖ *Signs:* Recommended that the Town catalogue all signs in order to determine their relevance, identify problems, and consider their visual impact around town.

Other recommendations focused on improving conditions at crosswalks, snow removal, maintenance of lighting, improving the safety and connectivity of bike paths, and greater provision of trails and roadside paths.

### **Roadway Management Study, Lincoln, Massachusetts**

#### **Roadway Design Guidelines, Lincoln, Massachusetts**

*Vanasse, Hangen & Brustlin, Inc., 1997*

The Roadway Management Study assessed and characterized the condition of Lincoln's roadway network and projected future road conditions, assuming various funding scenarios. Generally, the study found Lincoln's primary roads to be in poor condition, requiring varying levels of attention to repair them. It also found the town's secondary roads to be in good condition, and its neighborhood roads between good condition and requiring significant maintenance. The Roadway Management Study formed the basis of a town-wide paving program that is underway as of the completion of this Comprehensive Plan.

The Design Guidelines document is a companion piece to the Management Study. Lincoln wanted to create guidance to ensure that local roadway improvement projects would be carried out in a manner that preserved the rural character of its roads. The guidelines present specifications for two types of roadways: primary roadways – which experience traffic volumes greater than 5,000 vehicles per day and have an average posted speed limit of 30 miles per hour – and secondary/residential roadways, which experience less than 5,000 vehicle trips per day and have a posted speed limit of 35 miles per hour or less. The guidelines also addressed issues common to all roadways including lighting, traffic calming through physical intervention, and traffic calming through paving surface alternatives.

### **1999-2000 Lincoln Traffic Management Committee Recommendations**

*Lincoln Traffic Management Committee, 2000*

The Board of Selectmen and Planning Board asked the Traffic Management Committee to develop a major, comprehensive, town-wide traffic calming and control program in order to address speed/volume problems and recommend its adoption and implementation. This program was to be tailored to the unique needs of Lincoln and to leave an indelible impression on drivers that Lincoln is a rural town. Extensive traffic counts were collected and regional employment trends were studied for their implications for Lincoln traffic.

The Committee prepared an exhaustive 130-page report on traffic issues and potential mitigation measures. According to the study, communities west of Boston have grown three times faster than the statewide average, and workers have longer commutes to their places of employment. In an effort to shorten travel times, commuters are more heavily using Lincoln's arterial roads to reach Routes 2, 2A and 128, and to reach Waltham. The report found that traffic volumes are increasing on Lincoln's roads, primarily due to cut-through traffic from both commuters and trucks. It also found that traffic speeds are excessive.

Additionally, the report stated that the intersections of Lincoln Road at Route 117, Codman at Lincoln Road, and Route 126 at Route 2 were areas of acute concern. To move toward mitigating these problems, the report advanced a three-prong initiative of road design, public education/signs, and enforcement. Specific recommendations included traffic calming, e.g., raised crosswalks or speed tables and road narrowing, "smart" traffic signals, stop signs, increased police enforcement, sidewalks and crosswalks, and improved signage. The study also concluded that "in addition to the internal efforts described herein, it behooves us to form alliances with our neighbors and attempt to work collectively towards regional solutions, including infrastructure improvements and much needed public transportation initiatives."

Since the report was issued, Lincoln has implemented specific recommendations aimed at reducing speeds and cut-through traffic volumes on neighborhood roadways and improving safety for all users of the transportation network. This includes the development of a specific “traffic calming program” geared toward addressing neighborhood traffic impacts from development, speeding, and other transportation-related issues commonly found in suburbs adjacent to high-growth communities. The town-wide paving program currently underway will implement some traffic calming measures on Lincoln’s primary roadways.

### **Draft Report on Lincoln Roadsides**

*Lincoln Garden Club, April 2008*

The Lincoln Garden Club prepared this report in order to raise awareness of the need to protect and maintain Lincoln’s scenic roadways and their physical characteristics. The report includes recommended actions for the town to consider and suggested guidelines for plantings, infrastructure improvements, and protection of design features such as stone walls, fences, lighting, and so forth to respect the historic and rural nature of the town’s scenic roads. In addition, the report identifies eight key entrance corridors in Lincoln and presents recommended actions to enhance their appearance. [Ed. Note: the final version of this report is scheduled for release in October 2009.]

## **Governance**

### **Task Force on Town Governance**

*March 1994*

This report was prepared by a committee appointed by the Moderator under Article 15 of the 1993 Annual Town Meeting. The Task Force’s charge was to examine how Lincoln’s town government was functioning at the time, identify opportunities for improvement, and make recommendations to town boards and Town Meeting. According to the Task Force, the conditions facing town government had changed considerably over the previous thirty years. In the past, the town had fewer regulations to contend with and more resources available to support the work of local officials. The Task Force went on to describe a time in which town boards planned for the future and had broad support from Town Meeting, and Town Meeting was willing to pay for schools, open space, and programs to preserve housing diversity. By the early 1990s, however, there seemed to be some unhappiness with town government and the general environment at town hall. As a result, the Moderator was asked to appoint a committee to study town government and report back to the next Town Meeting.

The *Task Force on Town Governance* report provides some important background for the Task Force’s work, notably an increase in demands on town government, an increase in state and federal regulations and their impact on local governments in general, and financial constraints. The report sympathetically notes that the lives of elected and appointed town officials had become more complex, too, with family and job demands competing for time with volunteer activities. In addition, the Task Force recounts the conditions that led to its creation. For example, the report describes a sense that Town Meeting had been “essentially eviscerated by Proposition 2 ½.” It also cites concerns from residents who characterized town hall as unresponsive and overly bureaucratic, decisions that appeared to be “bottlenecked” with the Board of Selectmen or Executive Secretary [Ed. Note: the former Executive Secretary position was changed to Town Administrator after 1994], and citizen efforts not being recognized or appreciated. Further, the report mentions communication gaps between town boards and in some cases, unresolved disputes between town boards. While the Task Force said that professionalizing town government had benefited Lincoln, it also acknowledged that some residents felt the town was being “run by bureaucrats” instead of townspeople.

To address these and other concerns, the Task Force made numerous recommendations to the Board of Selectmen, other town boards and committees, the Town Moderator, the Executive Secretary, and the citizens of the Town, such as:

- ❖ The Moderator should convene and facilitate inter-board meetings in April and October, i.e., after Annual Town Meeting and before the start of the next fiscal year’s budget process;
- ❖ The Board of Selectmen should set priorities and explain them, anticipate Lincoln’s future needs, delegate more responsibility to appointed committees, as appropriate, and delegate more day-to-day operational responsibilities to the Executive Secretary;
- ❖ There should be a clear job description for the Executive Secretary;
- ❖ The Board of Selectmen and Executive Secretary should periodically evaluate the effectiveness and responsiveness of town hall staff to residents;
- ❖ Meetings of the Board of Selectmen should be held in a larger room so that more people can attend and participate [Ed Note: Selectmen’s meetings are now held in the Donaldson Room];
- ❖ The Board of Selectmen should sponsor a thank-you reception for volunteers at least once a year;
- ❖ The Executive Secretary should promote more effective communication with residents and work to make town hall a more “resident friendly” environment;
- ❖ There should be periodic meetings with board chairs in order to coordinate inter-board activities; and
- ❖ Steps should be taken to improve communication with residents, e.g., a newsletter, suggestion book, or through the use of fax and other means of distributing information.

### **Citizen Participation and Planning Process Committee (C3PO)**

*Report to Select Board, July 2000*

This report was prepared by a committee appointed by the Moderator pursuant to Article 6 of the 1998 Annual Town Meeting. The committee’s charge involved identifying ways to improve Lincoln’s goal setting and financial planning processes, to encourage citizen participation, and to improve communication between town boards and committees. Out of the C3PO project came three initiatives:

- ❖ A pilot three-year planning and budgeting-by-program process involving the Police Department and the Lincoln Public Schools;
- ❖ Establishing a town website; and
- ❖ Maintaining and improving access to data that would illustrate how well the town’s tax dollars are being spent – in part by comparisons to eleven communities similar to Lincoln. [Ed. Note: these communities included Carlisle, Concord, Dover, Harvard, Lexington, Manchester by the Sea, Sherborn, Sudbury, Wayland, Weston, and Westwood.]

C3PO’s report encouraged Lincoln to consider instituting an approach to budgeting known as the “program budget,” which is designed to support multi-year planning at the departmental level and to connect departmen-

tal budgets to a community-wide plan. It also noted that citizen participation appeared to be on the decline, and that perhaps the Town could improve communication with residents by creating and maintaining an official website. According to the Committee’s report, the website would be maintained by the Town’s Information Systems Manager with assistance from a Website Advisory Committee. Finally, C3PO recommended that Lincoln establish a Town Data Subcommittee to develop statistical measures to evaluate the Town’s performance over time. These central recommendations were based on several observations, including:

- ❖ The difficulty of finding and keeping volunteers to serve in town government;
- ❖ The needs of town boards for more and better information, and for better communication with one another;
- ❖ The blurred lines of communication and accountability associated with Lincoln’s decentralized town government;
- ❖ Confusion about the budget process: timelines, process, roles and responsibilities;
- ❖ Town meeting procedures for considering and voting on the Town’s operating budget; and
- ❖ Unclear town priorities.

## Hanscom

### **Hanscom Area Towns Master Plan**

*Daylor Consulting Group, August 1997*

Lincoln, Bedford, Lexington, and Concord commissioned a master plan for a study area that included Hanscom Field, Hanscom Air Force Base (HAFB), and the Minute Man National Historical Park. The purpose of the project was to establish a framework for coordinating the planning activities of the four towns and to evaluate Massport’s interest in developing non-aviation uses on land in the vicinity of the airfield. At the time, Massport had prepared an Environmental Impact Report that considered several potential uses ranging from a golf course/ lodging/conference center (low-impact use) to office/research and development facilities (higher-impact uses). The report specifically notes skepticism about the desirability of allowing any nonresidential development in Lincoln’s portion of study area.

### **Hanscom Air Force Base Pre-BRAC Community Advance Planning**

*Sasaki Associates, et al., May 2005*

This study was conducted under a federal grant from the Department of Defense’s Office of Economic Adjustment (OEA). In August 2004, Lincoln filed an application for the grant on behalf of the four towns that would be directly affected by closure of HAFB under the Base Realignment and Closure (BRAC) legislation. The purpose of the project was to conduct a preliminary analysis of the economic, fiscal, and community services impacts that would most likely occur if HAFB had been slated for closure.

The Pre-BRAC Community Advance Planning study includes extensive documentation of then-existing conditions at HAFB. According to the report, there are approximately 166 major buildings at HAFB and some two-thirds of the buildings are in good condition. Nonresidential uses such as research and development space account for 1.5-1.7 million gross square feet of the total space existing on base. In addition, the report notes

that all 850 +/- housing units at HAFB are located within Lincoln's borders. The major findings of the report include:

- ❖ The Air Force is "privatizing" 850 housing units at HAFB. In the event of closure, all of the units would most likely be sold at market value.
- ❖ HAFB's existing infrastructure is generally in good condition and has capacity to accommodate growth. Lexington provides water and Bedford provides sewer service. If HAFB were closed, there would probably be a need for inter-municipal agreements or special legislation for municipal services in order to continue the current arrangements with Lexington and Bedford.
- ❖ There are several hazardous waste sites at HAFB and modest clean-up efforts have been undertaken by the Air Force. A more detailed study of contamination is needed.
- ❖ Intersections with the most traffic congestion currently include Route 2A/Bedford Road, Routes 4 & 225/62, and Route 2A/Cutoff. If the base were closed and redeveloped, growth in traffic would most likely be accommodated through grade separation at the jughandle (intersection of Hartwell Avenue and State Routes 4 & 225). Transportation demand management (TDM) would also be necessary at some point in the future. To some extent, all four towns would feel the traffic impacts from future growth under any plausible development scenario.
- ❖ Overall, base closure would impose relatively modest impacts on Lexington, Bedford and Concord, but Lincoln would experience significant impacts. The estimated annual deficit is \$6.6 million (in 2005 dollars) to serve households living in the former military housing units.
- ❖ The towns should consider forming a Local Redevelopment Authority (LRA) in order to gain control over the disposition of property at HAFB. In addition, the LRA should have permitting authority, much like the Devens Enterprise Commission (DEC).



## APPENDIX B: LAND USE REVIEW CRITERIA

The Land Use Review Criteria listed below will be considered by the Lincoln Planning Board when it evaluates a request for a zoning change to accommodate land uses not currently permitted on a site owned or controlled by the proponent. The purpose of the Land Use Review Criteria is to communicate to landowners and developers the factors that Lincoln town boards and residents consider in making decisions about zoning changes. While no proposal can be expected to meet all of the criteria, proponents should consider and address as many as possible, given the characteristics of the site and the nature, scale, and likely impacts of the proposed use. In addition, proponents should consider possibilities for trade-offs and mitigation of negative impacts, if any. A debate by supporters and opponents of a project, citing the Land Use Review Criteria to justify their views, will be fruitful in bringing out the opportunities and challenges associated with a proposed development.

A proposed zoning change will be deemed substantially compatible with Lincoln's interests and the goals of the Comprehensive Plan based on the degree to which it:

- a. Is consistent with – and preferably enhances – the rural character of Lincoln by:
  - a.1. Maintaining consistency with the overall look-and-feel of the town and its neighborhoods
  - a.2. Preserving and enhancing traffic-limiting and traffic-calming arrangements already in force, or providing public or shared transit options to mitigate traffic impacts
  - a.3. Avoiding noxious effects such as noise, night-time lighting, and chemical pollution
- b. Enhances the social and economic diversity of the town by:
  - b.1. Providing housing opportunities for families with low incomes, senior citizens, and people with disabilities
  - b.2. Providing homes that diversify the price and life-style choices available in Lincoln, such as co-housing, cottage neighborhoods, cluster housing, and accessory apartments
  - b.3. Supporting the ability of residents to age in place
- c. Enhances the long-term financial stability of town government by:
  - c.1. Offsetting its direct and indirect costs to the town, e.g., through the provision of tax revenue, contributions to finance the town's capital improvement needs or off-site improvements needed to serve the project.
  - c.2. Providing additional net revenue to the town to fulfill public goals and objectives
- d. Promotes the equitable sharing of burdens and enrichment among residents by:
  - d.1. Ensuring that positive financial gains from rezoning benefit not only the proponent but also the town as a whole
  - d.2. Augmenting local amenities such as neighborhood open space, closure of some roads to outside traffic, or traffic-calming measures

- e. Maintains Lincoln's strategic use of open space by:
  - e.1. Facilitating recreation and exercise as well as connections among residents by creating a seamless network of open space and trails
  - e.2. Protecting water resources
  - e.3. Providing protected habitat for wildlife
  - e.4. Providing open space buffers or linkages between different types of land uses, when necessary and appropriate

In addition to the five priority criteria, an additional set of criteria should be considered given their special focus on emerging trends or relevance to specific land uses.

- f. Enhances Lincoln as a "green town" by:
  - f.1. Incorporating environmental and energy performance standards in order to minimize damage to the environment
  - f.2. Minimizing impact on finite town resources such as water and waste disposal (and preferably improves capacity)
  - f.3. Avoiding activities that contribute to global warming and environmental damage such as automobile commuting
  - f.4. Helping to improve the "green" performance of other town businesses, institutions and citizens
  - f.5. Encouraging the reuse and diverse use of currently underused structures
- g. Creates amenities that enrich the experience of living in Lincoln by:
  - g.1. Providing Lincoln residents with local shopping, dining, recreation, education, or health care, or services to the elderly or people with disabilities
  - g.2. Promoting Lincoln's home-based businesses and micro-businesses and the entrepreneurs who run them, e.g., "incubator" facilities and business services
  - g.3. Enhancing the viability of Lincoln Station as a village center where scale may be critical to sustainability and rail access is available; for example mixed residential and commercial land uses
- h. Maintains Lincoln's long-standing special relationship with agriculture by:
  - h.1. Enhancing agricultural activities
  - h.2. Involving Lincoln residents in the future of food and agriculture, including local sourcing, processing, and marketing of food
- i. Encourages historic preservation by:
  - i.1. Respecting historic structures when seeking to modify them

- i.2. Respecting historic settings, neighborhoods, and viewscapes
- j. Enhances the educational orientation and resources of the town by:
  - j.1. Providing educational resources for Lincoln residents
  - j.2. Encouraging “knowledge businesses” that offer training as well as employment to local residents
  - j.3. Encouraging businesses interested in entering into private-public partnerships with Lincoln’s educational and cultural institutions (e.g., schools, library, museums)
- k. Enhances social connection and civic engagement among residents and among neighborhoods by:
  - k.1. Preserving and enhancing unique neighborhood resources, capabilities, and character
  - k.2. Creating opportunities for spontaneous social interactions among citizens
  - k.3. Providing opportunities for healthy out-of-school socializing and activities for the town’s children of all ages
  - k.4. Reinforcing the identity of the Lincoln community as a whole
  - k.5. Promoting involvement of the community in town government
  - k.6. Promoting social engagement through recreational opportunities
- l. Helps Lincoln contribute positively to the region by:
  - l.1. Creating assets that meet regional needs
  - l.2. Improving regional relations
  - l.3. Contributing to the region’s needs for health and sustainability



## APPENDIX C: SOILS PREVALENT IN LINCOLN

Mapped Soil Series	Acres	Percent Total	Soil Depth	Drainage and Permeability	Geologic Formation	Use and Vegetation
Freetown Muck	955.5	10.0%	More than 80"	Very poorly drained	Depressions on plains and upland	Native vegetation includes red maple, American elm, green ash, eastern hemlock, Atlantic white cedar, buttonbush, winterberry, swamp azaleas, and leatherleaf
Canton Fine Sandy Loam	921.7	9.6%	18-36"	Well drained	Till, ground moraine, ice-contact stratified drift	Native vegetation is forest composed of white pine, red, white and black oaks, hickory, red maple, sugar maple, gray birch, yellow birch, beech, hemlock, and white ash
Narragansett Hollis Rock Outcrop Complex	709.5	7.4%	10-20"	Well drained and somewhat excessively drained	Thin mantle of glacial till derived from local bedrock of schist, granite, and gneiss	Common trees are red, white, black, and chestnut oak, hickory, white pine, hemlock, and gray and black birch
Hinckley Loamy Sand	697.5	7.3%	More than 80"	Excessively drained	Outwash plains	Red, black, white, scarlet and scrub oak, white and pitch pine, hemlock and gray birch are the common trees. Unimproved pasture and idle land support hardhack, little bluestem, bracken fern, sweet fern, and low bush blueberry

Mapped Soil Series	Acres	Percent Total	Soil Depth	Drainage and Permeability	Geologic Formation	Use and Vegetation
Narragansett Silt Loam	669.3	7.0%	18-38"	Well drained	Coarse-textured till derived from gneiss, schist, sandstone, shale, conglomerate and basalt	Common trees are red, white and black oak, hickory, white ash, sugar maple, red maple, gray birch, white pine and hemlock.
Merrimac Fine Sandy Loam	645.6	6.7%	18-30" to contrasting soil	Somewhat excessively drained.	Glacial outwash plains and valley trains, and associated kames, eskers, stream terraces and water deposited parts of moraines	Most areas are cultivated and used for growing hay, pasture, silage, corn, or truck crops
Haven Silt Loam	619.5	6.5%	18-36"	Well drained	Glacial outwash plains, valley trains, terraces, and water-sorted moraine deposits	Common forest trees in woodlots include black, white, and red oaks, beech, and maple
Montauk Fine Sandy Loam	472.1	4.9%	20-38"	Well drained	Moderately coarse or medium textured glacial till mantles underlain by firm sandy till	Woodland contains red oak, white oak, and occasionally yellow poplar, white pine, red pine, sugar maple, beech and birch.
Water	430.5	4.5%				
All Other	3,446.7	36.2%				

Source: U.S. Department of Agriculture, Natural Resource Conservation Service, Soil Data Mart; Middlesex County Soils Data, User-Defined Report; and MassGIS.

## APPENDIX D: ELECTED AND APPOINTED TOWN OFFICIALS

<b>Board, Commission, or Committee</b>	<b>Elected (E) or Appointed (A)</b>	<b>Appointed By</b>
Agricultural Commission	A	Board of Selectmen
At-Risk Properties Committee	A	Board of Selectmen, Planning Board, Conservation Commission, Board of Health, Finance Committee, Board of Assessors, Rural Land Foundation
Bemis Trust Fund Trustees	E	
Board of Appeals	A	Board of Selectmen
Board of Assessors	E	
Board of Health	E	
Board of Selectmen	E	
Cable Advisory Committee	A	Board of Selectmen
Capital Planning Committee	A	Moderator
Cemetery Commission	E	
Commissioners of Trust Funds	E	
Community Preservation Committee	A	Board of Selectmen; and Conservation, Housing, Recreation, Historical Commissions
Comprehensive Long-Range Plan Committee	A	Planning Board
Conservation Commission	A	Board of Selectmen
Council on Aging	A	Board of Selectmen
Cultural Council	A	Board of Selectmen
DeCordova Trustees	E & A	Board of Selectmen, School Committee, Library Trustees
Commission on Disabilities	A	Board of Selectmen
Emergency Assistance Fund	A	Board of Selectmen
Finance Committee	A	Moderator
Flag Committee	A	Board of Selectmen
Green Energy Technology Committee	A	Board of Selectmen
Historic District Commission	A	Board of Selectmen, Planning Board
Historical Commission	A	Board of Selectmen
Housing Commission	E & A	Board of Selectmen, Governor
Insurance Advisory Committee	A	
Library Trustees	E & A	Board of Selectmen, School Committee

<b>Board, Commission, or Committee</b>	<b>Elected (E) or Appointed (A)</b>	<b>Appointed By</b>
Lincoln School Committee	E	
Lincoln-Sudbury Regional School Committee	E	
Minuteman Science-Tech High School	A	Moderator
Natural Resources Preservation Committee	A	Board of Selectmen, Planning Board, Board of Health; and Conservation, Water, Recreation Commissions
Personnel Board	A	Moderator
Pierce House Property Committee	A	Board of Selectmen
Planning Board	E	
Public Health Nurse Study Committee	A	Board of Selectmen
Recreation Commission	E & A	Board of Selectmen
Recycling Committee	A	Board of Selectmen
Registrars of Voters	A	Board of Selectmen, Town Clerk
Scholarship Fund Committee	A	Moderator, School Committee
Town Clerk	E	
Town Historian	A	Board of Selectmen
Town Moderator	E	
Traffic and Roadsides Committee	A	Board of Selectmen
Tree Warden	A	Board of Selectmen
Water Commission	E	

Notes:

- 1) Some committees include non-resident members, e.g., the DeCordova Trustees, but Lincoln holds the controlling number of votes.
- 2) This chart includes both permanent or standing committees as well as temporary or ad hoc committees. It does not include town employees.

## APPENDIX E: CITIZEN SURVEY QUESTIONNAIRE

Your answers will be kept completely confidential and used only in combination with other responses to picture prevailing ideas and trends. We will not know who offered which response and will not share any single response either within or outside the Town.

1. First, we'd like your views of some of your experiences in living in the Town and using Town services. For each of the following statements, please circle the number that indicates if you Strongly Agree = 5, Agree =4, Neither Agree Nor Disagree = 3, Disagree =2 or Strongly Disagree =1.

Questions	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
I believe that Town Meeting government does a good job of addressing my interests and concerns about living in Lincoln	1	2	3	4	5
Whenever I need something from people who work for the Town government, they're very helpful	1	2	3	4	5
Whenever I need something from people who work for the Town government, they're very efficient	1	2	3	4	5
Town boards made up with volunteers rather than paid staff work well for extending Town staff's capabilities for meeting Lincoln's needs	1	2	3	4	5
Town leaders regularly come forward to convincingly show the way to innovative new solutions to emerging challenges	1	2	3	4	5
The Town government spends my tax dollars in the most effective ways	1	2	3	4	5
The Town of Lincoln is an affordable place to live for me	1	2	3	4	5
The culture of the Town is very open to new people and new ideas	1	2	3	4	5
The Lincoln elementary and middle school systems do an excellent job of preparing students for the next stage in their lives	1	2	3	4	5
The Lincoln-Sudbury Regional High School does an excellent job of preparing students for the next stage in their lives	1	2	3	4	5
The Lincoln school systems do a good job of managing the taxpayer money that funds it	1	2	3	4	5
I'd strongly consider paying more taxes to support a more diverse school curriculum	1	2	3	4	5
I'd strongly consider paying more taxes to set aside more conservation land in Town	1	2	3	4	5
The Town of Lincoln is a very satisfying place to live	1	2	3	4	5
I would recommend the Town of Lincoln as a place to live to anyone who I'd like to live near me	1	2	3	4	5
If I could, I'd live in Lincoln for as far as I can see into the future	1	2	3	4	5
Town government is a regular topic of conversation with my friends and family members	1	2	3	4	5

2. I attended Town Meeting during last spring (2007) Yes \_\_\_\_ No \_\_\_\_

If "No," skip to Question 4

3. Please describe your reasons for attending Town Meeting by responding to each of the following statements. Circle the number that indicates if you believe it was an important reason = 3, Neither important nor unimportant = 2, Unimportant = 1. If you don't recall, circle Don't Recall = DR

Reasons for attending 2007 Town Meeting		Neither important nor unimportant	Important	Don't recall
I want to help make the Town run well	1	2	3	DR
I want to make my Town a better place to live	1	2	3	DR
Town meeting form of government allows me or a group of other Lincoln citizens the opportunity to make a difference	1	2	3	DR
I'm concerned about how the Town spends my tax money	1	2	3	DR
I was interested in a particular issue	1	2	3	DR
I like to keep up with the range of issues facing the Town	1	2	3	DR
I like to hear the discussions	1	2	3	DR
I like to run into friends and neighbors	1	2	3	DR
Friends or family members encouraged me to attend	1	2	3	DR
It's a tradition in my family	1	2	3	DR
Town meeting offers me a chance for new learning	1	2	3	DR
It is my civic duty	1	2	3	DR

Other (please describe): \_\_\_\_\_

4. If you did NOT attend Town Meeting in 2007, please describe your reasons for not attending by responding to each of the following statements. Circle the number that indicates if you believe it was an Important reason = 3, neither important nor unimportant = 2, Unimportant = 1. If you don't recall, circle Don't Recall = DR

If you attended the 2007 Town Meeting skip to question 5

Reasons for NOT attending Town Meeting in 2007		Neither important nor	Important	Don't Recall
I had conflicting obligations	1	2	3	DR
Someone else from my household attended to express my opinion	1	2	3	DR
I hadn't been informed of the pros and cons of the issues that would be addressed	1	2	3	DR
I didn't know when issues that are important to me would be discussed	1	2	3	DR
I didn't have the time	1	2	3	DR
I missed the announcement	1	2	3	DR
I didn't know how to find the location	1	2	3	DR
From past experience, too much time is spent on unimportant discussion	1	2	3	DR
From past experience, it just takes too long	1	2	3	DR
From past experience, the presentations are not easy to follow	1	2	3	DR
From past experience, its hard to see what people are presenting	1	2	3	DR
From past experience, its hard to hear what's being said	1	2	3	DR
From past experience, the seating is uncomfortable	1	2	3	DR
From past experience, the room temperature is uncomfortable	1	2	3	DR

Other (please describe): \_\_\_\_\_

5. I attended Town Meeting one or more times in the three years before 2007 (i.e., 2004, 2005 2006)

Yes \_\_\_ No \_\_\_

6. I attended the State of the Town meeting on November 3, 2007

Yes \_\_\_ No \_\_\_

7. In the past five years I have served on \_\_\_ (number of) Town Board or Commission or neighborhood planning or improvement planning or improvement committees in Lincoln (if zero, write in 0 and skip to question 9)

8. If you've served as a volunteer on any Town Board or Commission or neighborhood planning or improvement committees in Lincoln in the past five years, please circle the number reflecting whether the reason shown was important to your decision to serve. If you've served on more than one Lincoln volunteer activity, please rate the reasons for your most recent and time consuming service. Circle the number that indicates if you believe it was an Important reason for you = 3, neither important nor unimportant = 2, Unimportant reason = 1.

Reason for Volunteering for Lincoln		Neither important nor unimportant	Important
Some issues in my neighborhood concern me	1	2	3
Particular Town-wide issues concern me	1	2	3
I just want to make Lincoln a better place to live	1	2	3
I enjoy serving with my friends and neighbors	1	2	3
I enjoy the possibility for new learning	1	2	3
Friends or family members encouraged me to serve	1	2	3
It is my civic duty	1	2	3
It's a tradition in my family	1	2	3

Other (please describe): \_\_\_\_\_

9. Following are sources for staying well informed about what's going on in Lincoln, including topics that tend to be discussed in Town Meeting. On a 1 to 3 scale, please circle the numbers representing each source's usefulness for keeping you informed. 1 = Poor source, 2 = neither good nor poor source, 3 = Good source

Information Source	Poor source	Neither good nor poor source	Good source of
Local newspapers (Lincoln Journal for example)	1	2	3
Regional newspapers (Boston Globe for example)	1	2	3
Town publications, including the Town Warrant	1	2	3
The Town website	1	2	3
Community access TV channel	1	2	3

Other (please describe): \_\_\_\_\_

10. Please tell us if you've heard about or seen opportunities for volunteering to work on Town activities. Circle "yes" if it applies to you and "no" if it does not.

I know how to get involved if I wanted to volunteer to work with Town committees or boards or neighborhood groups	Yes	No
I've been asked to work on one or more Town committees or improvement efforts	Yes	No
I know how and where I could sign up to volunteer to help my neighborhood or the Town	Yes	No
I know how to get involved if I wanted to volunteer to help out with activities at the Lincoln or Lincoln-Sudbury schools	Yes	No
I have been asked to help out with activities in the Lincoln or Lincoln-Sudbury schools	Yes	No

Other (please describe): \_\_\_\_\_

11. On average, during 2007 I spent time in Town conservation or open lands (e.g., run, walked, skied, on horseback, etc.) (check the best answer):

- At least several times per week
- One or several times per month
- One or several times per year
- Never or hardly ever

12. In the years prior to 2007 and since I've lived in Lincoln, the time I spent in Town conservation or open lands (e.g., run, walked, skied, on horseback, etc.) was (check one answer):

- More than I did in 2007
- About the same as 2007
- Less than I did in 2007

13. Lincoln's land conservation approaches are (please check one answer):

- Much too aggressive. There's too much land that no one can build on
- Somewhat aggressive, but I can live with it
- Just about right
- Need to be a bit more aggressive in acquiring and managing the land in its control
- Not up to the task and the challenges of the future
- I don't know

14. On average, during 2007 I used the Town's recreational and other public facilities (e.g., pool, meeting rooms, tennis courts,); check one answer

- Several times per week or greater, and more than
- One or several times per month, and more than
- One or several times per year
- Never or hardly ever

15. Lincoln's recreational and other public facilities (e.g., pool, meeting rooms, tennis courts) are (please check one answer):

- Sufficient to fill a great many of my or my family's needs for those kinds of facilities
- Adequate
- Insufficient to current needs and the challenges of the future
- I don't know enough about them to offer an opinion

16. Knowing what brought you to Lincoln and your thoughts about the future for the Town will help us choose our planning directions.

I chose to live in Lincoln because (check all that apply; if you moved away and returned, respond about your most recent move to Lincoln):

- I was born here or my family lived here before I began my own working career
- My employment brought me to this area and I chose to live in Lincoln
- My college or other educational choices brought me to this area and I chose to live in Lincoln
- I chose to move here from another place in the Boston metropolitan area
- I was drawn by Lincoln’s institutions such as Codman Farm, DeCordova Museum, Drumlin Farm, etc.
- I was drawn by Lincoln’s conservation and recreation spaces and trails.
- The Town’s commuter train connection was attractive
- I wanted to live in a rural environment yet be near urban amenities of Boston
- I wanted to live in a community where an individual could make a difference
- I wanted to live in a Town where my investment in a home would appreciate significantly
- When I retired, I decided that this would be a good place to live
- Other: \_\_\_\_\_

17. Following are statements about planning possibilities for the Town. For each of the following statements, please circle the number that indicates if you Strongly Agree = 5, Agree =4, Neither Agree Nor Disagree = 3, Disagree =2 or Strongly Disagree =1.

Planning possibilities	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
Removing or substantially rehabilitating average sized or smaller houses to construct much larger houses takes away from the Town’s attractiveness	1	2	3	4	5
Lincoln’s planning should seek more creative ways to create a balance of environmental, economic development, and social equity strategies	1	2	3	4	5

18. Are you concerned about potential future lack of housing diversity with respect to having housing available in a range of prices?

Yes \_\_\_ No \_\_\_

19. Do you believe that the Town should take an active role in creating or sustaining housing affordability for low income households, including efforts by Lincoln’s Housing Commission (its mission is to “pursue housing opportunities for targeted populations, including seniors on fixed incomes, town employees, and children of present and past residents”)?

Yes \_\_\_ No \_\_\_

20. Do you believe that the Town should encourage low income affordability by working with developers to bypass local zoning to build denser housing (the so-called Chapter 40B housing) if the Town does not meet the State mandate requiring that 10% Towns’ housing should be “affordable”)

Yes \_\_\_ No \_\_\_

21. Do you believe that the Town’s housing diversity initiatives should include housing for middle income households?

Yes \_\_\_ No \_\_\_

22. Concerning commercial development and Lincoln’s character, do you agree that the quality of life in Town would benefit from adding the following commercial activity?

For each of the following statements, please circle the number that indicates if you Strongly Agree = 5, Agree =4, Neither Agree Nor Disagree = 3, Disagree =2 or Strongly Disagree =1.

Commercial development possibilities	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
Add a large-scale office complex (over 50,000 sq-ft) similar in size to the Lincoln North building (120,000 sq-ft) near Hanscom AFB	1	2	3	4	5
Add a medium-sized office complex (20,000 - 50,000 sq-ft) slightly smaller than the new office building (63,000 sq-ft) being completed in Waltham at 1560 Trapelo Road at Route 128 across Trapelo Road from Reservoir Place	1	2	3	4	5
More small, flexible offices (i.e., “business incubator”) for growing home-based businesses	1	2	3	4	5
More space for services (e.g., conference rooms) for home-based businesses	1	2	3	4	5
More retail activity in existing commercial areas (e.g., shops, restaurants, etc. in South Lincoln Mall)	1	2	3	4	5
More retail activity mixed with residential housing (e.g., “mixed-use” buildings near train)	1	2	3	4	5
Lincoln should not add new commercial activity even when current zoning allows it	1	2	3	4	5

23. Please offer any thoughts that you’d like to add about your answers to any of the above questions: \_\_\_\_\_

\_\_\_\_\_

***Please don’t give up now! You’re almost done.***

Your answers to the following questions will help us classify your responses. Again, none of these data will be shared with anyone else or used for marketing purposes.

24. About how many total years have you lived in Lincoln (count all the time including if you moved away and returned)?

\_\_\_\_\_

25. In which neighborhood do you now live. Select one. If you are uncertain, please make your best estimate)

- Hanscom Air Force Base
- North Lincoln from on Route 2 north to Concord and Bedford, not including Hanscom AFB
- Central Lincoln where you must pick up your mail at the post offices rather than having it delivered (one-quarter mile from either post office)
- East Lincoln south of Route 2 from on Bedford Road or Weston Road/Silver Hill Road and eastward to the Town line with Waltham and the post office delivers your mail to your mailbox near your place of residence.
- West Lincoln south of Route 2 from the west side of Bedford Road (not on Bedford Rd) and the west side of Weston Road/Silver Hill Road (not on Weston Road/Silver Hill Road), north of South Great Road (Route 117) and the post office delivers your mail to your mailbox near your place of residence.
- South Lincoln from on South Great Road (route 117) and south to the Town lines with Weston and Wayland

26. Zip code where you work \_\_\_\_\_
27. Including you, how many adults 18 or older live at your current address? \_\_\_\_\_
28. How many children under the age of 18 currently live at your current address? \_\_\_\_\_
29. How many children in your household now attend either the Lincoln elementary or the Lincoln middle school? \_\_\_\_\_
30. Have there ever been children in your household who once attended the Lincoln middle or elementary school and no longer attend?  
Yes \_\_\_ No \_\_\_  
If NO, skip to question 32
31. If yes, how many \_\_\_\_\_
32. How many children in your household now attend the Lincoln-Sudbury Regional High School? \_\_\_\_\_
33. Have there ever been children in your household who do not now attend the Lincoln-Sudbury Regional High School but once did?  
Yes \_\_\_ No \_\_\_  
If NO, skip to question 35
34. If yes, how many \_\_\_\_\_
35. Approximately, what is the sum of cumulative years of school attendance at the Lincoln middle or elementary school Lincoln-Sudbury school systems of all of your children who have ever attended (if none, enter 0)? \_\_\_\_\_
36. Which one of the following occupational categories best describes what you do? (If you have several occupations, check the one that takes the most time during working hours)
- |   |   |
|---|---|
| <input type="checkbox"/> Professional services (lawyer, health care provider, researcher, accountant, economist, consultant, social worker, etc.) | <input type="checkbox"/> Arts, design, entertainment, sports, and media   |
| <input type="checkbox"/> Science, engineering, architectural, mathematical or technology  | <input type="checkbox"/> Personal service (massage, hair care, etc.)  |
| <input type="checkbox"/> Manager in a business or non-profit organization   | <input type="checkbox"/> Farming, fishing, mining or forestry   |
| <input type="checkbox"/> Sales, operations, office and administrative support or services   | <input type="checkbox"/> Household manager  |
| <input type="checkbox"/> Education and library occupations  | <input type="checkbox"/> Military   |
| <input type="checkbox"/> Manufacturing or production or transportation or material moving   | <input type="checkbox"/> Local, state or federal government except military   |
| <input type="checkbox"/> Construction, installation, maintenance, or repair   | <input type="checkbox"/> Student  |
| <input type="checkbox"/> Food preparation and serving   | <input type="checkbox"/> Full time volunteer in public or non-profit activities   |
| <input type="checkbox"/> Police, fire and other protective services   | <input type="checkbox"/> <input type="checkbox"/> Fully retired (if partially retired and you work 50% or more of the average day, please note your occupation above) |
| <input type="checkbox"/> Community and social services  | <input type="checkbox"/> <input type="checkbox"/> Other: _____  |

37. By getting some idea how Lincoln residents' typical weeks fall into place, we'll be better able to create plans that meet your needs. Please try to give your best estimate of the number of waking hours you spend on average each week when you are not on vacation. Please enter whole hours only. If less than one hour, but more than zero, enter "1":

Activity	Hours per Week
Work for pay (including travel time and work at home)	_____ hrs
Active sports or athletics	_____ hrs
Shopping in stores or on-line	_____ hrs
Attending or preparing for educational activities	_____ hrs
Active artistic pursuits such as music, art, theatre, etc.	_____ hrs
Activities related to my children's school	_____ hrs
Working on Town boards, commissions, etc.	_____ hrs
Other community, charitable or religious activities	_____ hrs
Entertainment outside my home (e.g., theatre, spectator sports)	_____ hrs
In home entertainment (e.g., watching TV, listening to the radio)	_____ hrs
Time with family or friends including parties and get-togethers	_____ hrs
Hobbies or games, including on-line	_____ hrs
Reading, including online	_____ hrs
Political activities	_____ hrs
Tasks around my residence	_____ hrs
Child or elder care or transportation	_____ hrs
Other (describe) _____	_____ hrs

38. I belong to a private health club or health clubs Yes \_\_\_ No \_\_\_

If no, skip to question 40

39. I use the club facilities for (please check all that apply)

- Athletic programs for me or my family or friends
- Meetings
- Social events
- Other (please describe) \_\_\_\_\_

40. What's your highest level of educational achievement?

- Did not finish high school
- High school
- Some college or post high-school trade education
- Hold undergraduate degree
- Hold graduate degree

41. What is your marital status (please check one)?

- Single, never married
- Married or living with a partner
- Divorced

42. Do you or your family rent or own the home or apartment where you live in Lincoln (please check one)?

Own the house or condo

Rent the house or apartment

43. What is the year of your birth? \_\_\_\_\_

44. Are you male or female? Male \_\_\_\_\_ Female \_\_\_\_\_

45. Which annual income category best describes your 2007 household income (please check one)?

Less than \$30,000 per year

\$30,000 to \$49,999 per year

\$50,000 to \$99,999 per year

\$100,000 to \$149,999 per year

\$150,000 to \$199,999 per year

\$200,000 to \$299,000 per year

\$300,000 or more per year

46. Please offer any thoughts that you'd like to add about your answers to any of the above questions:

---

Thank you very much for taking the time to answer our questions. The Comprehensive Long Range Planning Committee and its subcommittees, Town employees and boards, and the selectmen will be working hard in the coming months to make productive use of the information you've offered.

Ken Hurd

Chairman, Lincoln Comprehensive Long Range Planning Committee



## APPENDIX F: TOWN BOARD QUESTIONNAIRE

Survey of Town Board and Committee Members to Help with Long-Range Planning in Lincoln<sup>1</sup>

**All information will be kept strictly confidential. Only aggregate results will be discussed or reported in writing.**

On what committee(s) or board(s) are you currently serving?      Year began \_\_\_

1. \_\_\_\_\_

2. \_\_\_\_\_

What committee(s) or board(s) have you been on, but are not currently on?

1. \_\_\_\_\_

2. \_\_\_\_\_

For the following questions, please use the scale to rank your responses from: 1 = disagree strongly to 5 = agree strongly.

1. *What factors contributed to your decision to serve on a town committee or board?*

I was encouraged to run or stand for appointment	1	2	3	4	5
My wish to serve the town was very important to me	1	2	3	4	5
I had specific objectives or changes I wanted to work on	1	2	3	4	5
I wanted to work with fellow residents	1	2	3	4	5
I felt I had special skills to offer	1	2	3	4	5

What are your special skills? Please don't be modest.

Please tell us what your objectives are (were) in serving on this (these) board(s) or committee(s).

<sup>1</sup> This survey was distributed to present and former elected and appointed town officials. Fifty-seven responses were received. A summary of the survey results is on file in the Planning Department.

2. How would you rate your experiences while serving on this (these) board(s) or committee(s)?

I was well briefed as to how the committee operates	1	2	3	4	5
We made decisions that helped the Town	1	2	3	4	5
I was able to represent my constituency or neighborhood	1	2	3	4	5
I would be happy to serve/run again	1	2	3	4	5
Meetings were stimulating	1	2	3	4	5
Meetings were too long	1	2	3	4	5
Meetings were too frequent	1	2	3	4	5
Meetings were often frustrating	1	2	3	4	5
The experience was difficult for me	1	2	3	4	5
State regulations are an overwhelming burden	1	2	3	4	5
Pressures from outside the town took up too much time.	1	2	3	4	5

What is the single greatest failure or frustration you have experienced during your time of service; in hindsight, what would you have tried to do differently to address it?

What is the single most satisfying experience you have had during your time of service?

3. How would you rate the adequacy of staff support for your board(s)/committee(s)?

Does (Did) your board or committee have paid staff support?      Yes   No   (If No, skip to Q 4)

Staff assigned to us has (had) excellent skills	1	2	3	4	5
Staff time/effort is (was) adequate	1	2	3	4	5
Staff/board division of labor was appropriate	1	2	3	4	5

Please describe additional staff needs/skills that would help (have helped) your board or committee function more effectively. Be as specific as you can.

4. *How would you describe your board(s) or committee(s)' relationships with other town employees?*

Other town employees are (were) very sensitive to our needs and very helpful when we approached them.	1 2 3 4 5
Other town employees had other priorities and didn't help us much.	1 2 3 4 5

Please give us specific examples that describe your experiences with town employees – pro or con.

5. *How were your interactions with other boards or committees?*

We are (were) largely independent and rarely interact(ed) with other boards or committees.	1 2 3 4 5
Interactions with other boards or committees were usually constructive.	1 2 3 4 5
Confusion was frequent over overlaps in areas of responsibility.	1 2 3 4 5
We had conflicts with other boards / committees.	1 2 3 4 5

Please give specific examples of interactions that were either constructive or frustrating. Describe how these arose and how they were resolved.

In what areas do you believe your board or committee could benefit by improved interactions or communications with other boards or committees (specify)?

6. *Use of volunteers to facilitate work of your board(s)/committee(s).*

Do (did) you use volunteers to assist you in your work (e.g. ad hoc committees or help with specific tasks)?  
                   Yes        No

If *Yes*, please give specific examples of how you found people with needed skills; how you used them; and with what results. If possible, give an example of a positive outcome and an example where the experience could have been improved.

7. *Involvement of citizens in town governance.*

Citizens are (were) explicitly invited to attend all meetings.	1	2	3	4	5
Minutes are (were) posted on the Town website.	1	2	3	4	5
Citizens' input is (was) sought through public hearings.	1	2	3	4	5
Citizens are (were) regularly kept informed of debated issues <i>and</i> decisions through articles in the newspaper.	1	2	3	4	5

Please suggest ways we might better inform and involve citizens in matters of town governance.

8. *Looking ahead, which of these actions would you recommend as ways to improve town government?*

Lincoln should delegate more responsibility to paid town employees.	1	2	3	4	5
Steps should be taken to reduce the time commitment required to serve on a board or committee.	1	2	3	4	5
The number of town committees or boards should be decreased.	1	2	3	4	5
We should increase the size of some boards or committees	1	2	3	4	5
We should hire a management consultant to help improve the effectiveness and efficiency of town government.	1	2	3	4	5
We should improve our use of data technologies for storing and accessing records	1	2	3	4	5

9. *Please give us recommendations for improving town government. Specific examples will be especially helpful!*

What changes are needed in the organization or workings of your board or committee to improve its effectiveness?

What leadership, management, or technical skills are especially needed on your board or committee?

What changes in the structure of town government would help most, e.g. committee structure; committee interactions; qualifications or deployment of town employees; division of tasks among employees, boards and volunteers?

What do you feel will be the greatest strengths and the greatest weaknesses of the town's institutional culture/ way of doing business, as we seek to address potential changes in the coming years, what do you feel will be the biggest challenges ahead?

What recommendations would you make to improve our financial planning and budgeting process?

What steps should the town take to encourage broader participation of residents in town government?

