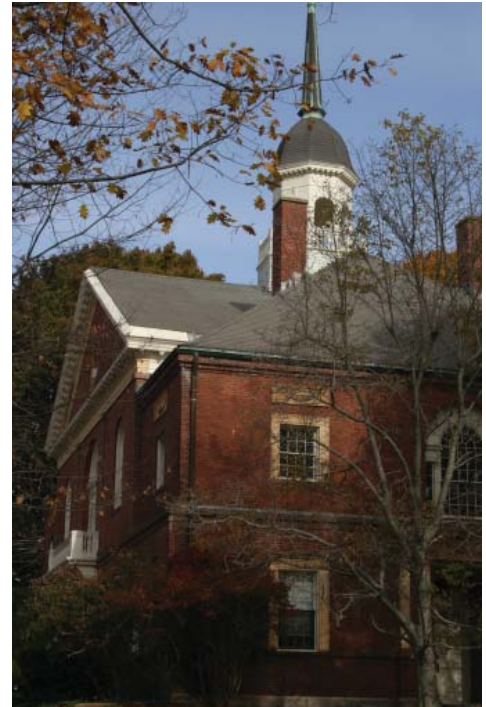


Community Services & Facilities

OVERVIEW

As a small town with finite resources, Lincoln is constantly faced with the challenge of funding municipal and school services. The educational, cultural, recreational, and human services that Lincoln provides enhance the quality of residential life, but they are increasingly expensive. In addition, many of Lincoln's public facilities need major capital improvements, and some may need to be retired, rebuilt, or rededicated to other purposes. Its infrastructure and utilities need to be updated and maintained as well, notably the water distribution system.

Despite the efforts of town boards and staff, Lincoln's decentralized administration makes it difficult to coordinate a comprehensive assessment of needs for local government services and facilities. The aging of the population, the impact of economic cycles on municipal revenue growth, the unpredictability of state aid, constitutional constraints on the taxation powers of Massachusetts towns, and the cost to operate quality services mean that Lincoln's financial challenges will intensify in the future. Moreover, Lincoln may have to face difficult, potentially costly choices about the town's responsibility to residents at Hanscom Air Force Base (HAFB) should a significant portion of housing become privatized for civilian use. Lincoln needs to be open to fresh ideas about government's responsibility for community services, the costs and benefits of those services, and ways to increase revenues without compromising Lincoln's rural character.



Key Findings

- ❖ Lincoln provides the same basic services found in most small towns: police, fire and emergency medical services, maintenance of public roads, buildings, grounds, and cemeteries, drinking water, public schools, a public library, and administration and finance. Some services are regionalized or provided under an inter-local agreement with a neighboring town.
- ❖ Residents have access to a variety of programs and services from non-profit organizations in Lincoln and surrounding towns.
- ❖ Lincoln's total revenue from all sources is approximately \$32 million per year. Residential property taxes account for sixty-five percent of Lincoln's total revenue and ninety-six percent of the tax levy.

- ❖ The Town Offices, the Library, Bemis Hall, and the Pierce House are historically significant town-owned buildings. Some provide no access or only partial access to people with disabilities, and all need capital improvements. Lincoln's public school buildings also need capital improvements.
- ❖ Lincoln facilities are maintained on a day-to-day basis by the departments that occupy them. The town does not have centralized facilities management and maintenance.
- ❖ Lincoln is one of four host communities for HAFB. Over half of HAFB's land and all of its military housing are located in Lincoln. Through a long-standing agreement with the federal government, Lincoln operates an elementary school and a middle school at HAFB and receives reimbursements for the cost to educate children of military families. The combined enrollment at the two schools at HAFB is currently 485 students in grades K-8.

Key Challenges

- ❖ Most of Lincoln's public buildings need major capital improvements. It will be challenging to set priorities and agree upon a long-term financing plan, in part because the estimated cost of the improvements is so high and in part because residents deeply appreciate the history and architecture of their municipal buildings.
- ❖ Lincoln has recently improved its approach to long-range facilities planning by completing a municipal buildings needs analysis to identify needed or desirable improvements. However, the town does not have a planned preventative maintenance program for its public facilities and infrastructure, and it is difficult to coordinate long-term planning for services and facilities.
- ❖ Lincoln may want to consider cost-effective practices such as centralized management and maintenance of public facilities and a comprehensive approach to asset management and long-range facilities planning. Instituting these practices may be difficult due to Lincoln's decentralized government, which is an asset for public participation but a challenge for achieving efficiency.
- ❖ Lincoln's open town meeting, also an asset for public participation, can make it more difficult to make orderly changes to town programs and services because ultimately, town meeting controls appropriations for each year's operating budget.
- ❖ The U.S. Air Force has entered into an agreement with a developer to privatize the housing at HAFB. In the near future, non-military personnel may become eligible to rent or buy some of the housing units at HAFB. Lincoln is concerned since privatization may lead to local responsibility for providing municipal and school services. Lincoln's leadership is concerned that there may not be enough revenue to cover the associated cost.

EXISTING CONDITIONS & TRENDS

Community services are local government services that residents receive as taxpayers, rate payers, or fee-paying participants in a municipal program or activity. Most towns in Massachusetts offer more services than the state requires them to provide, and Lincoln is no exception. Over time, the duties of local governments everywhere have changed in response to new federal and state laws, the evolution of federalism, expectations linked to state aid distributions and discretionary grants, changing social needs, and changing ideas about the responsibilities of government. In some communities, local governments and non-profit organizations have formed partner-

ships to provide services or carry out special projects. Lincoln's long-standing relationships with the Rural Land Foundation, the Lincoln Land Conservation Trust, The Lincoln Foundation and Codman Community Farms are good examples of these partnerships. In addition, Lincoln provides some municipal services under inter-local agreements with neighboring towns.

Municipal Operations and Services

Lincoln has a decentralized government with many elected and appointed boards and committees. Most town departments have professional staff and support personnel to carry out the duties and directives of the elected or appointed boards they serve. The town departments in Lincoln are quite small, often with one or two people handling a volume of work that may not be obvious to the community at large. Among Boston-area suburbs, Lincoln has an unusually small population and a low-density development pattern. As a result, it lacks the economies of scale that sometimes present advantages to larger towns. However, Lincoln's trade-off for efficiency its size that works for thoughtful deliberation and public-spirited debate – a style of governance that townspeople have valued for decades.

GENERAL GOVERNMENT

In the standard classification system used in government finance, “general government” consists of the central administrative services that a community needs in order to carry out its statutory and corporate obligations. For Lincoln, this includes the Board of Selectmen and Town Administrator, financial operations (Accounting and Finance Department, Treasurer/Collector, and Assessors), the Town Clerk, land use and permitting (Planning, Conservation, and Zoning Board of Appeals), and the legislative arm of government, town meeting.

Administration & Finance. Lincoln's chief administrative officer, the Town Administrator, directs the day-to-day work of town government, carrying out policies of the Board of Selectmen and coordinating with departments not directly under the selectmen's purview. Lincoln has had a Town Administrator (formerly executive secretary) since 1964, when Town Meeting accepted a state law that offers simple ways for towns to professionalize their operations. Though not formally empowered to the same degree as town managers in other communities, the Town Administrator in Lincoln has considerable responsibility, much of it delegated by the Board of Selectmen. The Board of Selectmen/Town Administrator office has a total of three full-time staff, including the Town Administrator, Assistant Town Administrator, and an administrative assistant.¹

Lincoln also has a Finance Director who serves as town accountant, but the Finance Department does not include all of the core municipal finance functions. In 2007, Town Meeting exercised a provision of state law that allows towns to convert certain elected offices to appointed positions, and the treasurer/collector became an appointee of the Board of Selectmen.² As a result, the Finance Department currently includes both accounting and the treasurer/collector. Assessing remains a separate department overseen by the elected Board of Assessors. Recently the Board replaced the former principal assessor position with assessor support services under a vendor contract with Regional Resource Group, Inc.

Information Technology. Lincoln created an information services office in the late 1990s. The town's one-person technology department handles a wide variety of responsibilities from a small office at the Town Office Building: the computer network, servers, operating systems, communications equipment, and security for all of the

1 Timothy S. Higgins, Lincoln Town Administrator, and Colleen Wilkins, Lincoln Finance Director, to Community Opportunities Group, Inc., 18 April 2008.

2 Town of Lincoln, *Annual Town Report* (2006), 8; *Annual Town Report* (2007), 34.

local government functions that depend on network access, the town's website and on-line bill payment system, records management services for Lincoln's public safety operations, and many other services that support town departments and the schools. The present system includes nine servers and more than 100 computers in a total of twelve buildings.³

Town Clerk. In any city or town, the clerk is the official keeper of records. Lincoln residents probably come into more contact with the Town Clerk than with any other elected or appointed official. Many town officials have frequent contact with the Town Clerk's office, too, because of the types of records held there. The Town Clerk is responsible not only for maintaining and certifying documents, but also for conducting local, state, and federal elections, issuing a variety of licenses and certificates, administering the annual town census, maintaining records of permitting and licensing decisions by town boards, and serving as sales agent for cemetery lots. To improve Lincoln's records management and preservation practices, the Town Clerk has worked with the Lincoln Public Library to organize, catalog, and preserve public documents stored in the library vault and to explore records storage solutions in the Town Offices, where problems persist because of poor conditions in the basement.⁴ In Lincoln, the Town Clerk also maintains a database that public safety officials need in order to enforce the Town's "Do Not Solicit" bylaw.⁵

Land Use & Permitting. The Planning Board, Zoning Board of Appeals, and Conservation Commission have development review and permitting responsibilities prescribed by state law and local bylaws. The decisions they make have far-reaching consequences for their communities.

- ❖ The **Planning Board** has statutory responsibility for preparing a master plan, reviewing proposed zoning changes and reporting on them to town meeting, reviewing and approving subdivisions of land, and endorsing plans for lots not subject to the Subdivision Control Law. Lincoln's Planning Board is also responsible for reviewing and acting upon several of the special permits allowed under Lincoln's Zoning Bylaw, and all site plan applications. Lincoln is one of the few communities in Massachusetts that require site plan approval for virtually all new single-family homes. Known as the "Big House Bylaw," the site plan submission process was established in order to regulate the impacts of large homes on surrounding neighborhoods, open space, and scenic views. In 2003, Lincoln funded its first town planner position.⁶
- ❖ The **Zoning Board of Appeals** has statutory authority to grant zoning exceptions and relief, to hear appeals of actions taken by the Building Inspector, and to act on comprehensive permits filed under M.G.L. c. 40B. Lincoln has traditionally assigned most special permits to the Zoning Board of Appeals.
- ❖ The **Conservation Commission** administers both the Massachusetts Wetlands Protection Act (M.G.L. c. 131, s. 40) and the Lincoln Wetlands Bylaw. It also has management responsibility for the town's open space and works with non-profit conservation groups to acquire, protect, and care for conservation land. Due to Lincoln's long-standing commitment to open space and natural resources, the Conservation Commission has had a professionally staffed department for many years. The Conservation Department manages the town's conservation land, oversees licensing of town-owned agricultural lands, prepares and updates the

3 Chuck Miller, Information Technology Director, to Community Opportunities Group, Inc., 29 April 2008.

4 See Chapter 4, Cultural & Historic Resources, for additional information about the town archives.

5 Susan Brooks, Town Clerk, to Community Opportunities Group, Inc., 4 April 2008.

6 Town Planner Mark Whitehead to Community Opportunities Group, Inc., 21 March 2008; Town of Lincoln, <http://www.lincolntown.org/depts/planning.htm>; *Annual Town Report* (2007), 104-105.

Open Space and Recreation Plan, and provides Geographic Information System (GIS) assistance to other town departments.⁷

TOWN MEETING

Lincoln holds its annual town meeting in March, when residents vote on the town budget, capital projects and land acquisitions, local bylaws, and other matters requiring approval by the local legislative body. In addition, Lincoln has a unique tradition known as the “State of the Town Meeting” (SOTT), usually held in the fall. The SOTT provides a non-legislative forum for residents to discuss important topics, ask questions, and provide early feedback to local leaders.

PUBLIC SAFETY

The Police Department, Fire Department, and Building Inspector form the backbone of public safety services in Lincoln. All of Lincoln’s public safety officials except the Building Inspector operate from an integrated public safety building in South Lincoln.

- ❖ The **Police Department** has fifteen full-time employees, including the chief, lieutenant, shift sergeants and patrol officers, a traffic enforcement officer, and a full-time administrative assistant, along with several part-time special police officers. Aside from the traditional law enforcement and investigation functions of a local police department, Lincoln’s Police Department provides education, training, and support services to the schools, issues firearms licenses as required by state law, and delivers specialized assistance to HAFB public safety officials for on-base domestic violence cases. The Police Department also has a growing yet largely “invisible” workload in matters that raise human services issues as much as public safety issues: elder affairs, youth, and mental illness.⁸
- ❖ A central **Communications Center** at the Public Safety Building, overseen by the Police Department, handles dispatch services for all public safety calls. It also provides the infrastructure for a mass communication system that allows the town to transmit emergency notifications to residents and businesses by telephone and email. The Communications Center has five full-time employees.
- ❖ The **Fire Department** currently provides twenty-four hour coverage with twelve full-time employees, including the Fire Chief, the lieutenants and firefighters, and several call firefighters. The present size of the Fire Department stems from a 2006 Town Meeting decision to fund four new firefighter positions for around-the-clock service delivery.⁹ The Fire Department’s duties range from fire suppression and fire prevention to code inspections, licensing and permitting of inflammables, inspections of underground storage tank installation and removal, public education, investigations, and rescue operations. The Fire Chief leads Lincoln’s Local Emergency Planning Committee (LEPC), a body established under federal and state law to monitor the storage and use of hazardous materials in the community. In Lincoln, the Fire Department also has responsibility for emergency medical services. All of the department’s firefighters are certified Emergency Medical Technicians (EMT), which means they have the qualifications to provide Basic Life Support (BLS) services. Emerson Hospital in Concord provides Advanced Life Support (ALS) services at the Fire Department’s request.¹⁰

7 Conservation Director Tom Gumbart to Community Opportunities Group, Inc., 4 April 2008; Town of Lincoln, <http://www.lincolntown.org/depts/conserves.htm>.

8 Kevin Mooney, Lincoln Police Chief, to Community Opportunities Group, Inc., 23 April 2008.

9 *Annual Town Report* (2006), 7, 79.

10 Town of Lincoln, http://www.lincolntown.org/fire_dept/main.htm.

- ❖ The **Building Department**, located in the Town Office Building, includes a full-time building inspector, part-time wiring and plumbing inspectors, and an administrative assistant shared with the Board of Health. By law, the Building Inspector protects public safety by administering and enforcing the State Building Code. The Building Inspector also enforces the Zoning Bylaw, first by withholding building permits for structures that fail to comply with zoning requirements and second, by responding to observed or reported zoning violations.

PUBLIC WORKS

Lincoln has a Department of Public Works (DPW) that manages most but not all traditional public works functions. The DPW takes care of fifty-one miles of public roads, including paving and pavement repairs, cleaning drainage systems, trimming roadside vegetation, installing and replacing signs, and plowing, sanding, and street sweeping. In 2008, Lincoln voters authorized a \$5.5 million bond to improve the town's major roads. The DPW also maintains Lincoln's ten-mile network of roadside paths, and all of the town's parks, cemeteries, and public building grounds. In addition, the DPW oversees solid waste disposal and recycling services at the Transfer Station, but provides no municipal trash collection services. The DPW also maintains the entire fleet of municipally owned vehicles.¹¹ During the winter, Lincoln supplements its DPW road maintenance personnel with snow and ice removal contractors on an as-needed basis.¹²

The Lincoln DPW does not oversee two functions that are fairly common public works responsibilities in other towns: public buildings maintenance and public drinking water. In Lincoln, each public facility has a maintenance budget for custodial salaries and maintenance supplies, and custodial staff report to a department head within the building. About one percent of Lincoln's annual operating budget is devoted to routine facilities maintenance, excluding public schools and buildings controlled by the Water Department.¹³

The **Lincoln Water Department** provides drinking water to ninety-seven percent of the town's residents and businesses, but provides no municipal sewer system or treatment facility. On occasion, Lincoln purchases water from the Town of Weston's DPW and also sells water to Weston, Wayland, Waltham, and Concord. Flint's Pond supplies the vast majority of Lincoln's drinking water (eighty-six percent) while the rest is groundwater from the Tower Road pumping station (thirteen percent) and the Weston DPW (one percent). The Water Department has five full-time employees and operates as a self-supporting *municipal enterprise*, which means that Lincoln separates water revenue and expenditures from the general fund and has the authority to place excess revenue into a capital reserve for water system improvements. The Water Department reports to an elected Board of Water Commissioners.¹⁴

HUMAN SERVICES

Lincoln's human services system includes the Board of Health, Council on Aging, Minuteman Home Care, Veterans Agent, and the Lincoln Housing Commission.

11 Executive Office of Transportation, MassHighway, *Year-End Road Inventory Report* (2006); Town of Lincoln, *Open Space and Recreation Plan* (2008), 40; and Department of Public Works, Town of Lincoln, <http://www.lincolntown.org/depts/dpw.htm>.

12 Colleen Wilkins, Lincoln Finance Director, to Community Opportunities Group, Inc., 18 April 2008.

13 From *Annual Town Meeting Warrant* (2008), Table 1.

14 See Chapter 3, Natural Resources, for additional information about Lincoln's drinking water system.

- ❖ The **Board of Health** is an elected, three-member board responsible for regulating wastewater disposal and private water supplies, identifying and reporting communicable diseases and public health hazards, and enforcing the State Sanitary Code. Septic system and food service inspections are handled by Concord's health agent under an inter-local agreement that dates to the late 1990s. The Board of Health shares administrative support staff with the Building Inspector, and appoints both the animal inspector and burial agent. It also assists local residents with obtaining mental health services from the Lexington-based Eliot Community Human Services.¹⁵
- ❖ The **Council on Aging** offers information services, transportation assistance, and social, recreational, educational, and health programs to Lincoln's over-60 population. The Council's offices and program space are located at Bemis Hall. Approximately 800 seniors use services sponsored by the Council on Aging, with wellness, educational, and cultural programs attracting the largest number of participants. Through arrangements with Minuteman Senior Services, the Council on Aging also coordinates a "meals on wheels" program. In addition to a full-time director and full-time assistant director, the Council on Aging has senior aides under the Property Tax Work-off Program and nearly 160 volunteers. The Council on Aging is funded by a combination of user fees, local revenue, state grants, and fundraising by a non-profit support group, the Friends of the Council on Aging.¹⁶
- ❖ The **Veterans Agent** is a part-time official appointed by the Board of Selectmen. In Massachusetts, communities are required to provide medical and burial assistance to local veterans, but the state reimburses seventy-five percent of claims paid by the town.¹⁷
- ❖ A unique component of Lincoln's human services system is the **Lincoln Housing Commission**, a town board established in 1979. Lincoln does not have a housing authority organized under state law, but handles rental assistance through Section 8 vouchers administered through the Concord Housing Authority. However, Lincoln has a larger percentage of affordable housing than most towns in the Boston metropolitan area, largely due to the efforts of the Lincoln Housing Commission, the Lincoln Foundation, and the Rural Land Foundation (RLF). The Commission does not have a town operating budget, but it receives funding and technical support from various sources, including the Affordable Housing Trust, the Lincoln Foundation, Lincoln's Community Preservation Committee (CPC), the Codman Trust, and the RLF.¹⁸

CULTURE AND RECREATION

Lincoln has several boards, commissions, and departments with responsibility for cultural programs and services and recreation activities.

- ❖ The **Lincoln Public Library** is governed by a Board of Library Trustees with elected, appointed and self-perpetuating membership. Its collection includes books, periodicals, compact discs, audio books, videos, and databases, with a total of 79,000 volumes and annual circulations of 160,000. The library also provides lectures, book discussion groups, fine arts displays and musical performances, film screenings, museum

15 Town of Lincoln, <http://www.lincolntown.org/depts/boh.htm>.

16 Lincoln Council on Aging, "FY 2007 Annual Report EOA-SGA" (undated); *Annual Town Report* (2007), 94-96; and Town of Lincoln, <http://www.lincolntown.org/depts/coa.htm>.

17 Lincoln Finance Committee, *Report of the Finance Committee of the Town of Lincoln for Fiscal Year July 1, 2008-June 30, 2009* (undated), 22. See also, Massachusetts Department of Revenue, Division of Local Service, *Cherry Sheet Manual* (undated), 37.

18 Lincoln Housing Task Force, *Town of Lincoln Consolidated Housing Plan* (2003), 11, 18, 24-37; *Annual Town Report* (2007), 122-123, and Town of Lincoln, <http://www.lincolntown.org/depts/housing.htm>.

passes, computers with internet access, and full-service programs for children. It also offers access to the Minuteman Library Network, a consortium of thirty-five public libraries and six academic libraries between Route 128 and I-495. The Lincoln Public Library is supported by a combination of local revenue, state library funds, and contributions from the Friends of the Lincoln Library, Inc. It has two full-time staff, including the library director, and a total of 11.7 FTE employees.¹⁹

- ❖ The **Bemis Free Lecture Series** has been offering distinctive lectures, presentations, and musical performances at no charge to Lincoln residents for more than a century. The program is funded by the Bemis and the John Todd Trusts and administered by the Bemis Fund Trustees, an elected board.
- ❖ The **Recreation Department** sponsors year-round outdoor and indoor recreation and leisure activities for children and adults. It organizes, schedules, and contracts with instructors for a wide variety of programs, from play activities for preschool children to art classes and dance for adults. The Recreation Department oversees at the Codman pool and all the town's playing fields. It also provides school vacation programs for children in kindergarten through eighth grade, notably a six-week summer camp program. Despite the department's small size (2.5 FTE employees), it manages virtually non-stop use of recreation facilities at the school complex and maintains the athletic fields. In 2007, the Recreation Department absorbed responsibility for organizing and managing annual celebrations, too. The Recreation Department is overseen by the Recreation Committee, which includes elected and appointed members. It is a nearly self-supporting operation that recovers about ninety percent of its salaries and expenses from user fees.²⁰
- ❖ The **Lincoln Historical Commission** has planning, advocacy, and permitting responsibilities. It identifies properties and areas that are eligible for listing on the National Register of Historic Places, prepares National Register nominations, conducts planning studies to establish local historic districts, and generally oversees Lincoln's historic preservation survey and planning work. In addition, the Historical Commission administers Lincoln's demolition delay bylaw and holds preservation restrictions that protect historically significant properties. All of its members also serve on the Lincoln Historic District Commission (HDC), which has authority under state law and local bylaws to regulate building alterations visible from a public way and demolition of buildings within the town's four local historic districts. The Commission has no employees, but it receives staff support from the Building Department.²¹
- ❖ In addition to its permitting and enforcement duties, the **Conservation Commission** employs land management staff to monitor and patrol all conservation properties in Lincoln, prepares baseline studies of new conservation land, oversees licensing of town-owned agricultural land, maintains trails, conducts educational programs, and promotes public use of the Town's conservation land through activities such as walking tours. The land management arm of the Conservation Department has 1.5 FTE employees.²²

19 Lincoln Public Library, *Long-Range Plan: 2008-2012*, 5-6; Library Director Barbara Myles to Community Opportunities Group, Inc., 28 March 2008.

20 *Report of the Finance Committee, Fiscal Year July 1, 2008-June 30, 2009*, 23; Town of Lincoln, <http://www.lincolntown.org/depts/rec.htm>.

21 Lincoln Planning Department, *Land Use Permitting Guide* (2007); 10-11; *Annual Town Report* (2007), 124-125; Town of Lincoln, <http://www.lincolntown.org/depts/historic.htm>.

22 Conservation Director Tom Gumbart to Community Opportunities Group, Inc., 4 April 2008; *Annual Town Report* (2007), 116-117.

COMMUNITY PRESERVATION

Lincoln is one of about 140 communities receiving special revenue under the Community Preservation Act (CPA), a local option statute enacted by the legislature in September 2000. CPA helps cities and towns address four core growth management concerns: open space protection, historic preservation, affordable housing, and recreation. Toward these ends, the law allows communities that adopt CPA (M.G.L. c. 44B) to impose a surcharge on property tax bills and restrict both the surcharge revenue and matching funds from the state to projects that address one of the three statutory purposes, or to provide recreation facilities on land acquired with CPA funds. Lincoln's Community Preservation Committee (CPC) supports town services by considering applications for proposed CPA funding for projects that would be difficult, if not impossible, for the town to carry out with general fund revenue. Composed of nine members, some appointed by the Board of Selectmen and others designated to represent certain town boards, the CPC has a formal application process and criteria for choosing worthy projects to recommend for Town Meeting approval.

Municipal Facilities

Lincoln is responsible for municipally owned buildings and structures with a combined value of nearly \$50 million.²³ Several of its public facilities are historically significant, which create challenges for balancing modern uses and code requirements with the constraints of the iconic town buildings. Lincoln provides most of its local government services in buildings situated within a civic and institutional enclave that defines the center of town (Map 10.1).



- ❖ **Town Office Building.** Designed and originally used as a public school, the Town Office Building on Lincoln Road is Lincoln's primary government office building. A two-story, Colonial Revival style building constructed at the turn of the century, the Town Office Building has approximately 11,600 sq. ft. of floor space divided into departmental offices and meeting rooms. The first floor contains the Donaldson Room and offices for the Board of Selectmen and Town Administrator, Town Clerk, Tax Collector/Treasurer, Cemetery Commission, and the Rural Land Foundation. Offices located on the second floor include the Planning Board, Conservation Commission, Finance Director, Board of Assessors, Board of Health, and Information Services. The basement level also contains a meeting room with an entrance from the rear parking lot. The upper floor of the building is not accessible to people with disabilities.²⁴
- ❖ **Public Safety Building.** Lincoln has a combined police and fire station, the Public Safety Building, at the intersection of Lincoln Road and Codman Road. Constructed in 1966, the Public Safety Building was renovated and enlarged in the late 1990s.²⁵ It contains approximately 15,000 sq. ft. of floor area, with administrative offices, vehicle and equipment bays, equipment storage, prisoner detention space, training

23 Town of Lincoln, "Statement of Values," prepared for the Town by MIAA Property and Casualty Group, Inc. (July 2007).

24 McGinley Kalsow & Associates LLP, *Town of Lincoln Building Needs Assessment* (2006), 24-26; Lincoln Assessor's Office, FY 2007 Parcel Database [Electronic Version], created 19 July 2007.

25 *Lincoln Building Needs Assessment*, 39.

room and dispatch center. A radio communications tower is located on the grounds of the Public Safety Building.

- ❖ **Lincoln Public Library.** The Lincoln Public Library is a Richardsonian Romanesque building at the convergence of Bedford Road, Lincoln Road, Trapelo Road, and Sandy Pond Road in the center of town. Built in 1884 and expanded and renovated in 1989, the library has approximately 14,900 sq. ft. of finished floor space, including open stacks, areas devoted to circulation, reference, study, leisure reading, the children’s library, public computers, the Historical Room, and the town archives and vault.

- ❖ **Bemis Hall.** Bemis Hall is a two-story Colonial Revival style building constructed in 1892 on Bedford Road to house Town Offices, Town Meeting, the Bemis Lecture Series and other public events. It served as a town hall until the present Town Office Building was converted from a school to government offices in the early 1980s. Bemis Hall contains a large meeting room and lecture hall on the second floor, and a small meeting room, offices, and limited cooking facilities on the first floor. A historic cemetery lies behind the building.



- ❖ **Recreation Facilities.** The Lincoln Recreation Department is located in the Lincoln School’s Hartwell A Pod. It has programmatic and maintenance responsibility for all of the town’s outdoor recreation facilities: six sports fields, six tennis courts, and the Codman Pool, most of which are located on the grounds of the Lincoln School complex.

- ❖ **Public Works Facilities.** Lincoln’s Department of Public Works (DPW) occupies a 9,700 sq. ft. garage facility on Lewis Street. The site is located at the outer edge of the South Lincoln business area, designated by Town Meeting in 2006 for more commercial development and mixed-use developments that include housing. The DPW’s main building contains administrative offices for the DPW, nine bays for vehicle storage and maintenance, other space for equipment and tire storage, and an emergency generator. The DPW also manages a solid waste transfer station in the northern part of town near HAFB. The transfer station includes a recycling center.

- ❖ **Water Department Facilities.** The Water Department is responsible for its administrative offices and the Flint Pond pumping station on Sandy Pond Road; the new Water Filtration Plant, built in 2003 and also located on Sandy Pond Road; the Tower Road well pumping station, constructed ca. 1960; and the Farrar Pond pumping station on Birchwood Lane. In addition, the Water Department manages and maintains a distribution system with fifty-two miles of water mains and water storage capacity of 1.2 million gallons.²⁶

²⁶ Town of Lincoln, Annual Water Quality Report (2001, 2005, 2006), <http://www.lincolntown.org/depts/water.htm>; Massachusetts Department of Environmental Protection (DEP), Source Water Assessment and Protection (SWAP) Report for Lincoln Water Department (23 June 2003), <http://www.mass.gov/dep/water/drinking/neroreps.htm>; FY07

- ❖ **Cemeteries.** Lincoln has four cemeteries, all managed by the Cemetery Agent in consultation with the Cemetery Commission and maintained by the DPW. The cemeteries include the Lincoln Cemetery on Lexington Road, approximately 16 acres; the Precinct Burial Ground, adjacent to Lincoln Cemetery, approximately five acres; the First Town (Meetinghouse) Cemetery, off Old Lexington Road to the rear of Bemis Hall, approximately one acre; and the Arbor Vitae (Triangular) Cemetery on Trapelo Road, less than one acre.



- ❖ **Pierce House.** The John H. Pierce House on Weston Road, built ca. 1900, is a large Georgian Revival style estate overlooking thirty acres of open space in Lincoln's town center. By gift from the Pierce family, Lincoln obtained ownership of the house and grounds in 1964. To support the property's operating expenses, Lincoln leases the building for wedding receptions and special events.
- ❖ **Codman Farm.** After Lincoln acquired the Codman Farm in 1970, local volunteers organized Codman Community Farms, Inc. (CCF), to manage the property. CCF is a self-supporting non-profit organization that promotes active agricultural use of the Codman Farm and other farms in Lincoln. The Codman Farm property consists of nineteen acres and six buildings, including a historic Carpenter Gothic farm house built ca. 1860, four barns, and a recently constructed hen house.

PRESCHOOL AND AFTER SCHOOL SERVICES

Lincoln recognizes the important role that full-day, year-round pre- and after-school child care programs play in the lives of many Lincoln families. While by definition not a "town" service per se, child care programs provide essential services to many of Lincoln's two-parent working families, co-parenting families of divorce or separation, and single-parent households. The ability for families to secure these services within Lincoln helps to further the town's stated goal of fostering economic, racial/ethnic, and age diversity among its citizenry. Additionally, the opportunity for children to experience pre-and after-school programs in common with other Lincoln families strengthens the sense of community among Lincoln's residents. Several private preschool and childcare providers exist in the town as well. There is also a private after-school provider that has leased space in the Lincoln School complex for a number of years.

Public Schools

LINCOLN AND HANSCOM SCHOOLS

Lincoln operates its own K-8 school district and participates with Sudbury in a regional school district for grades 9-12. The local and regional districts have separate central administrative offices. Lincoln's local (K-8) school district is unique due to the presence of HAFB in the northern part of town. Approximately fifty-three percent

Assessor's Parcel Database; and Lincoln Water Department, *DEP Public Water Supply Annual Statistical Report* (2007), 3, 7-10, 16.

of HAFB's land and all of its housing units lie within Lincoln's corporate boundaries.²⁷ Since the late 1950s, the federal government has contracted with the Lincoln School Committee to operate K-8 public schools for military dependents living on base. As a result, the School Committee oversees both the Lincoln School campus on Ballfield Road and the Hanscom Elementary School and Middle School. The School Committee includes five members elected by Lincoln residents and two non-voting representatives appointed by the base commander. Of the 1,300± students enrolled in the Lincoln Public Schools, about forty-five percent attend school at HAFB. When the children of military personnel reach ninth grade, they transition to Bedford High School.²⁸

Lincoln enjoys a long-standing relationship with the Metropolitan Council for Educational Opportunity, Inc. (METCO), established in 1966 in an effort to increase the diversity of suburban school districts around Boston and Springfield. Approximately thirteen percent of the K-8 enrollment at the Lincoln School campus is composed of METCO students from Boston. METCO also has non-voting representation on the School Committee, and Lincoln's school superintendent, Michael Brandemeyer, chairs the METCO Advisory Committee. The Massachusetts Department of Education (DOE) pays a flat grant per student to suburban school districts participating in the METCO program.²⁹

LINCOLN-SUDBURY REGIONAL HIGH SCHOOL

The Lincoln-Sudbury Regional High School (LSRHS) is located in Sudbury. When Lincoln and Sudbury formed a regional school district in 1954, the two towns were fairly similar in total population and total school enrollment. However, this has changed because of Sudbury's substantial population growth in the past forty years.³⁰ Today, Lincoln generates between thirteen and fifteen percent of the students at Lincoln-Sudbury Regional High School (LSRHS). In an effort to accommodate enrollment growth and modernize the original high school, voters in both towns agreed to build a new school in 2000. Completed in 2005, the new \$73.9 million school has planned operating capacity for 1,850 students.³¹ According to state data, the total 9-12 enrollment at LSRHS in 2007 (*to be confirmed*) is slightly more than 1,600 students.³² It has often been difficult for Lincoln and Sudbury to reach agreement about the regional school budget. Since the Education Reform Act went into effect in 1993, Actual Net School Spending (Actual NSS) per student in the Lincoln Public Schools has increased eleven percent in 2008 constant dollars but decreased 3.6 percent in the Lincoln-Sudbury Regional School District.³³ Lincoln may need to continue to monitor the regional school system to determine if the differences in the funding policies of Sudbury and Lincoln are having a material effect on educational quality.

27 Sasaki Associates et al., *Hanscom Air Force Base Pre-BRAC Advance Community Planning* (2005), 5, 7.

28 Lincoln School Committee, "Report to the Town for Spring 2006 Town Meeting" (May 2006), Lincoln Public Schools, <http://www.lincnet.org/schoolcommittee/info/Reports/reportsindex.shtml>; *Annual Town Report* (2007), 141-144.

29 Ibid, and METCO, Inc., *Education Policy Initiatives: Boston and Springfield METCO Program* (January 2007).

30 MassBenchmarks, "Total Population 1930-2000 and Estimates 2001-2006" [Electronic Version], <http://www.massbenchmarks.org/statedata/data.htm>.

31 *Town of Sudbury FY08 Proposed Budget and Financing Plan*, 160.

32 DOE, "Long-Term Trends in Individual School District PreK-12 Enrollment, 1988-2007" [Electronic Version], <http://finance1.doe.mass.edu/statistics/>.

33 DOE, "Chapter 70 Profile," Lincoln Public Schools and Lincoln-Sudbury Regional School District, 1993-2009.

ADDITIONAL EDUCATIONAL SERVICES

As an alternative to LSRHS, Lincoln students seeking a vocational or technical education have the option of attending Minuteman Career & Technical High School in Lexington. In addition to its membership in the Lincoln-Sudbury and Minuteman regional school districts, Lincoln participates both in the Concord Area Special Education (CASE) Collaborative and the Education Collaborative for Greater Boston (EDCO), two public school consortiums that provide special education programs for students with severe special needs. Lincoln is one of fourteen member school districts in the CASE Collaborative and one of twenty-one districts affiliated with EDCO.³⁴

SCHOOL FACILITIES IN LINCOLN

The fifty-three acre Lincoln School campus includes academic facilities for children in preschool, grades K-4 and 5-8, an auditorium, two gymnasiums, and outdoor recreation areas. The preK-8 enrollment currently includes about 670 students.³⁵ In 1994, Lincoln carried out major renovations and an expansion of its public school facilities.



- ◆ The oldest building, the **Smith Building**, is a one-story school constructed in 1948 and expanded in 1953, 1955, and 1994. It contains approximately 48,000 sq. ft. of gross floor area, and holds classrooms and core facilities for grades K-4.
- ◆ The **Hartwell Building**, constructed in 1957, supports several uses including an integrated preschool, school administration offices, a multi-purpose room, and a non-profit child care center. It is a one-story building with a partial full-height basement and a total of 24,300 sq. ft. of gross floor area.
- ◆ The **Hartwell Pod Buildings** (A, B, and C), constructed between 1957 and 1963, include classrooms and office space. Each Pod Building consists of about 5,000 sq. ft. of gross floor area. The town added these facilities to the Lincoln School campus to accommodate enrollment growth as an interim measure prior to construction of the Brooks Building (below). These buildings are not now used for instructional purposes.
- ◆ In 1963, Lincoln constructed the one-story **Brooks Building** and expanded it in 1970 and 1994. The Brooks Building includes approximately 47,000 sq. ft. of floor area divided among classrooms, music and art rooms, an auditorium, a lecture hall, and other core facilities for grades 5-8. Lincoln uses the Brooks Auditorium for town meetings and the State of the Town meeting.

³⁴ Massachusetts Department of Education (DOE), Lincoln Public Schools, *School Profile Series*, <http://profiles.doe.mass.edu/>; CASE Collaborative, <http://www.colonial.net/progweb/caseweb/index.html>; and EDCO, <http://www.edcollab.org/>.

³⁵ Massachusetts Department of Education (DOE), Lincoln Public Schools, *School District Profile Series*, <http://profiles.doe.mass.edu/>.

- ◆ The **Reed Field House** is an indoor athletic facility and cafeteria serving grades 5-8. Constructed in 1970, the Reed Field House contains about 14,000 sq. ft. of floor space devoted to the gym, locker rooms, cafeteria storage, and offices. Additional storage space was constructed in 2004.
- ◆ The one-story **Link Building**, constructed as part of the 1994 renovations project, includes classrooms, a K-8 library, computer lab, and administrative offices in 25,200 sq. ft. of floor space. It literally “links” the Smith and Brooks buildings.

School Facilities Master Plan. About five years ago, the Lincoln School Committee commissioned a master plan for the Lincoln School complex and has been exploring options to renovate or possibly replace the existing school buildings. According to the *Lincoln Public Schools K-8 Master Plan Study* by Symes Maini and McKee Associates (SMMA), most of the basic electrical and mechanical systems in the schools have reached or will reach their useful life within the next twenty years. The SMMA study also identifies many problems with the existing instructional, administrative, and support facilities. For example, all classrooms in the Hartwell and Smith Buildings, the elementary music room in the Link Building, and all of the older (pre-1994) classrooms in the Brooks Building fall below minimum floor area standards established by the Massachusetts School Building Authority (MSBA), and most do not have sufficient design capacity to support the school department’s K-8 class size policies. There are security concerns at the main entrance to the Smith School and Brooks School due to the location of the school administration offices, and access barriers in the auditorium, music and art rooms at the Brooks School and the locker rooms at the Reed Field House.³⁶

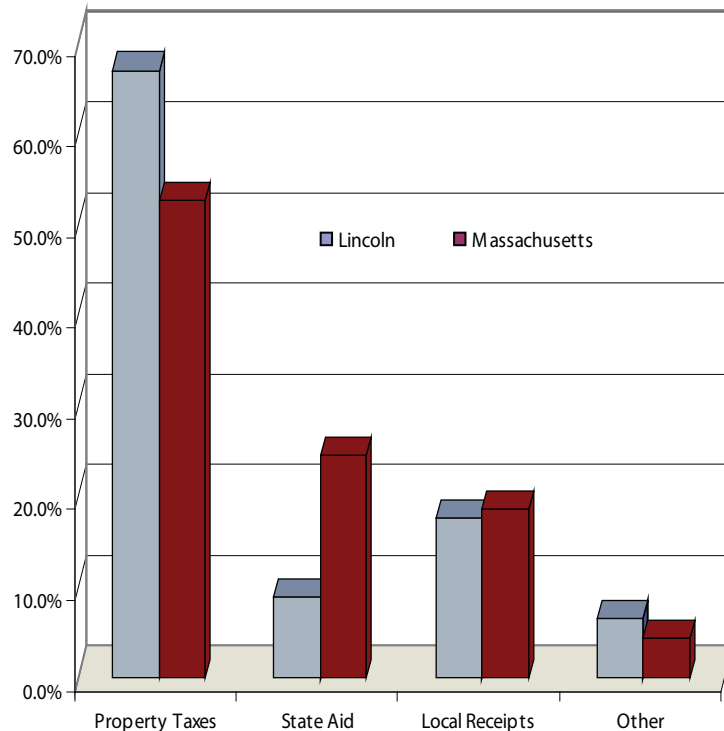
Financial Support for Community Services

REVENUES

Property taxes make up a larger share of total revenues in Lincoln than the average for local governments across the Commonwealth (Figure 10.1). This largely reflects Lincoln’s small population, affluent households and high property values, and limited options for generating revenue from other sources. As shown in Figure 10.2, total revenue per capita in Lincoln (\$5,435) is second highest in the immediate region. More than ninety-six percent of Lincoln’s tax base consists of residential property, which means that the cost of government services is borne mainly by homeowners. To maintain high-quality services, Lincoln residents have frequently agreed to pay higher taxes than required under Proposition 2½, which limits the rate of growth in each year’s tax levy unless voters decide to override the cap. Since the early 1980s

Figure 10.1
Revenues by Source: Lincoln and State Average (FY 2008)

Source of Data: Massachusetts Department of Revenue.



36 Symmes Maini & McKee Associates (SMMA), *Lincoln Public Schools Master Plan Study* (23 October 2007), 3.1/2 – 3.3E/1.

when Proposition 2½ went into effect, Lincoln voters have approved fourteen overrides and exempted the debt service for nineteen capital projects from the levy limit. The capital projects ranged from school and municipal building improvements to constructing the new regional high school and purchasing conservation land.³⁷

EXPENDITURES

In light of these revenue statistics, it is not surprising that Lincoln tends to spend more per capita for local government services than most of the surrounding towns, as shown in Table 10.1. Local government spending comparisons can be deceptive because communities do not finance all of their municipal services from general fund revenues.

For example, many towns segregate municipal utilities such as water and sewer and other services such as recreation or solid waste from the general fund, so in some cases these services are excluded from the average cost per capita reported in Table 10.1.

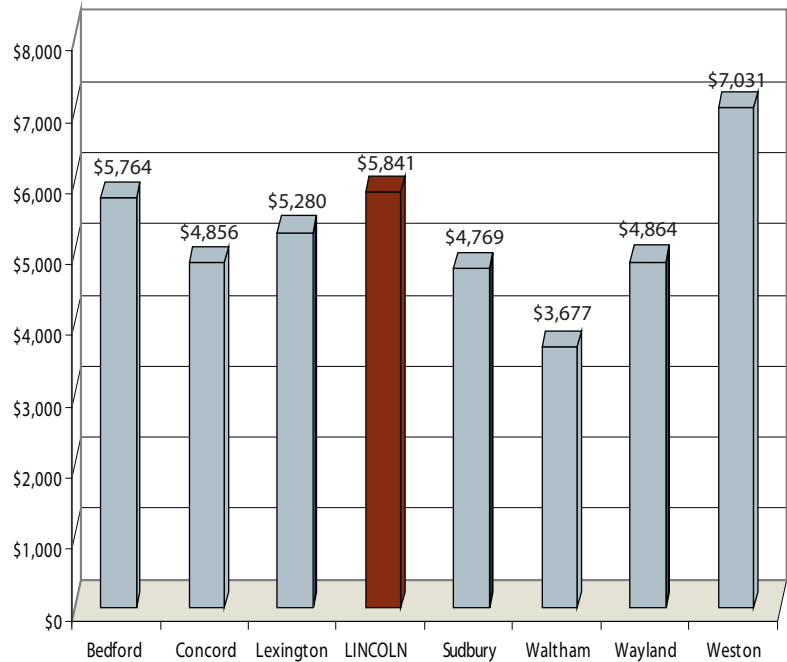
In addition, general fund expenditures for education do not always capture the cost of operating K-12 schools. While the state pays education aid (Chapter 70) to cities and towns for local schools, regional school districts receive Chapter 70 aid as a direct payment. This means that regional school aid is not among the revenue sources appropriated at town meeting. As a result, the actual cost of education is somewhat higher than the amounts reported in Table 10.1 for Lincoln, Sudbury, and Concord, all members of regional school districts. However, the average cost of services per capita in the table is generally indicative of government expenditures made by each community and consistent with other commonly used measures of local wealth. Lincoln's comparatively high general government and public safety costs speak to the diseconomies of scale that are so difficult for small towns to overcome.

FINANCIAL MANAGEMENT

Lincoln has a long track record of fiscally conservative decisions. Debt service accounts for less than six percent of the total operating budget (including all revenue sources), and the ratio of total outstanding indebtedness to the total budget is a very low 0.21. Reserves have fluctuated from about seven percent to more than ten percent of total appropriations per year over the past five years. High household wealth, high property values, limited reliance on state aid, a generally conservative approach to debt, and strong financial management help to explain

Figure 10.2
Total Revenues Per Capita, Lincoln and Surrounding Communities (FY 2008)

Source of Data: Massachusetts Department of Revenue.



37 Commonwealth of Massachusetts, Department of Revenue (DOR), Division of Local Services, "Override Votes, 1983 – Present" and "Debt Exclusion Votes, 1982 – Present," [Electronic Version], Municipal Data Bank, <http://www.dls.state.ma.us/mdm.htm>.

**Table 10.1
General Fund Expenditures Per Capita in Lincoln and Surrounding Communities (2007)**

City or Town	General Government	Public Safety	Public Schools	Public Works	Human Services	Culture & Recreation	All Other†	Total
Bedford	\$203	\$345	\$1,834	\$464	\$69	\$77	\$1,113	\$4,105
Concord*	\$224	\$443	\$2,521	\$216	\$38	\$121	\$573	\$4,136
Lexington	\$172	\$350	\$2,260	\$249	\$25	\$92	\$451	\$3,599
LINCOLN†	\$342	\$578	\$2,272	\$265	\$29	\$236	\$1,029	\$4,751
Sudbury	\$133	\$365	\$2,729	\$189	\$34	\$81	\$455	\$3,987
Waltham*	\$171	\$519	\$1,042	\$234	\$33	\$56	\$467	\$2,521
Wayland	\$214	\$397	\$2,279	\$174	\$75	\$127	\$1,026	\$4,293
Weston	\$229	\$538	\$2,690	\$269	\$42	\$101	\$1,936	\$5,806

Sources: Massachusetts Department of Revenue (DOR), Municipal Data Bank; U.S. Department of Commerce, Bureau of the Census, Population Estimates 2007; Claritas, Inc.; and Community Opportunities Group, Inc.

*Population estimates used to calculate expenditures per capita have been adjusted to reflect local household population, i.e., excluding group quarters populations.

†Population estimate excludes Hanscom Air Force Base.

‡“Other” includes debt service, fixed costs, intergovernmental charges, and inter-fund transfers.

Lincoln’s exceptional AAA bond rating (Standard & Poor). This reduces the town’s borrowing costs and effectively increases its borrowing capacity.³⁸

GROWTH AND CHANGE IN DEMAND FOR COMMUNITY SERVICES

In Lincoln and most towns, people with long-standing ties to local government say that public expectations have increased, volunteerism has declined, and the cost of community services has accelerated far ahead of revenue growth. Lincoln has had to adapt to population, cultural, and economic changes, too.

Ten years ago, only a handful of suburbs and small towns had an in-house technology manager. Official town websites were barely on the horizon, and many communities did not have e-mail or voicemail. Today, Lincoln maintains a website, all of its towns departments have e-mail, and numerous services have been transformed by improved technology. Public safety is supported by computer-aided dispatch, records management, mobile computing, and digital fingerprinting. Every department has computers now, but this was not the case a decade ago. Town employees have remote network and email access, the library has a local area network, and residents can pay tax bills and water bills online. Lincoln made wise investments, not only in network infrastructure but also in personnel. In fact, Lincoln has been fairly progressive in this area because many towns of similar size still have no technology staff and limited information communication systems.

- ❖ Lincoln’s decision to institute a full-time career Fire Department is consistent with statewide trends. Commuting distances and high housing costs have reduced the availability of call firefighters in small towns, especially towns with a limited employment base. For these communities, an all-professional fire department has become the only realistic way to provide basic public safety services.
- ❖ The Lincoln Police Department has experienced growth in demands for types of assistance that may signal inadequate social service and mental health resources in the community. For example, the number of juvenile cases in Lincoln more than doubled between 2004 and 2007, from seventeen to forty. In the same pe-

³⁸ See Chapter 12, Town Finances, for a more detailed review of Lincoln’s revenues and expenditures and financial management policies.

riod, domestic violence cases increased from twenty-four to fifty, and restraining orders, from thirty-two to forty. Each year, the Police Department responds to a dozen or so calls about confused people. As the population ages, the Lincoln Police will most likely see continued growth in calls for assistance from or about elderly residents. Needs identified by Council on Aging for additional staff speak to similar concerns.³⁹

- ❖ In February 2008, the Lincoln School Committee voted to institute full-day kindergarten at the Lincoln School complex and the Hanscom Elementary School in the 2008-2009 school year.⁴⁰ The Committee's decision reflects a growing trend both regionally and nationally. In Massachusetts, the Department of Education (DOE) began to promote full-day kindergarten in 1996 following the release of a legislative commission's report on early childhood education. Interest has increased significantly throughout the state, from urban to suburban and small-town schools.⁴¹
- ❖ In 2004, the Board of Selectmen departed from a long-standing tax policy and instituted a split tax rate, i.e., a higher rate for commercial, industrial, and personal property (CIP). Faced with fiscal struggles similar to those of other towns, the Board looked to commercial projects such as the office complex at Lincoln North to make a larger contribution to the town's operating revenue. The CIP tax levy rose from 3.4 in FY 2004 to 3.9 percent in FY 2005, and has continued to inch upward since then, to 4.1 percent in FY 2008. Lincoln is currently one of 110 communities in the Commonwealth with a split tax rate.⁴²
- ❖ Lincoln established in-house planning capacity much later than most Boston-area suburbs. By the time the Lincoln Planning Board hired a town planner in 2003, all of the surrounding communities had created planning departments with full-time staff. However, until the late 1980s, municipal planners could be found only in a few Boston-area suburbs. That Lincoln did not have a professional planner until recently reflects the town's traditional way of approaching land use: citizen-led conferences and forums that often looked at parcels, areas, or major public policy questions with an eye toward reaching consensus on a particular strategy. The workload associated with the "Big House" bylaw presented new challenges that made hiring professional staff unavoidable.

NEEDS, ISSUES & CHALLENGES

Planning and Budgeting for Town Services

Towns provide municipal services in order to protect the health, safety, and welfare of residents and support and enhance their quality of life. In Lincoln, many services provided by the town instill and reinforce a sense of community and reflect shared values such as excellent schools, economic and age diversity, and land conservation. Lincoln's services are generally well-balanced. Despite the challenges presented by Lincoln's decentralized government, its time-consuming process for debating public policy, and the diseconomies of scale in a small town, Lincoln's public services have been remarkably effective at meeting local needs. This can be seen in the

39 Kevin Mooney, Lincoln Police Chief, to Community Opportunities Group, Inc., 23 April 2008; Lincoln Council on Aging to Comprehensive Long-Range Plan Committee, 21 March 2007.

40 Lincoln School Committee, Meeting Minutes, 14 February 2008.

41 Massachusetts Department of Education, FY 2008 Transition to Full-Day Kindergarten Funding Allocations and Recipients, <http://finance1.doe.mass.edu/Grants/grants08/awards/702.html>.

42 Annual Town Report (2004), 4, 57-58; DOR, "Levies by Class," 1987-2008, "FY07 CIP Shift," and "Number of Communities with Split Tax Rates," 1992-2007, Municipal Data Bank.

high marks given to town staff by Comprehensive Plan survey respondents and in the results of Town Meeting appropriations and ballot votes on Proposition 2½ overrides and debt exclusions.

The allocation of funds to each department in Lincoln’s operating budget serves as a statement of priorities. Existing services and proposed changes are vetted during the process of developing the annual town budget. Changes can be initiated by residents, boards and committees, or department heads, who frequently serve as a catalyst for new ideas because they have both on-the-ground familiarity with local needs and training as well as exposure to best practices. Any proposed program or service is evaluated jointly by the department head, the Town Administrator, and the board or committee that oversees the department. A cost accounting is developed that forms the basis of the budget request and its justification. The Finance Committee does not receive the budget request for review until the responsible elected and appointed officials have decided to support it. The Finance Committee conducts numerous public meetings throughout the fall and winter to receive public input. In addition, the SOTT gives residents an opportunity to learn what town officials have in mind and to join the debate early in the budget process. Once finished, the budget is mailed to every household and presented at the Annual Town Meeting in March. The Finance Committee provides a summary of leading financial constraints and opportunities, and other town boards, committees, and departments present their case. This process and its emphasis on planning, communicating with residents, and building consensus among town officials, the schools, and the library have inspired broad support from voters.

By contrast, long-range planning for services and facilities has been more episodic and ad hoc. Town boards periodically conduct performance reviews of town staff and work toward long-range planning. The Town Administrator recently initiated a process to coordinate and improve interdepartmental planning for municipal services. Each department prepared a ten-year staffing history, reported new or anticipated regulatory developments, and identified potential impediments to delivering services in the future. Table 10.2 summarizes the results of this effort. It will be important to take the town’s “temperature” on a regular basis about service needs and willingness to pay, and to distinguish essential or “core” services from non-core services that may be desirable but are not absolutely essential.

Planning and Budgeting for Town Facilities

Lincoln has begun to improve its approach to long-range facilities planning. The Board of Selectmen recently commissioned architectural and engineering reviews of the Town Office Building, Bemis Hall, Pierce House, and other municipal buildings under the Board’s purview. These reviews were conducted in order to identify repairs, renovations, major system replacements, and possible additions that may be necessary to achieve code compliance, address space needs, improve efficiency, or enhance the use of town facilities. Table 10.3 provides a snapshot of the reviews. The library and school department have conducted similar facilities assessments.

While town buildings, conservation lands, and recreational facilities have generally been maintained, Lincoln does not have a structure in place to coordinate or centralize facilities management. Facilities planning and management should encompass all town-owned buildings, including the schools, the public safety building, the DPW buildings, the Town Office Building, the Library, Bemis Hall, Pierce House, Codman Farm, and town-owned housing. Equally important are elements of the town’s infrastructure, such as recreation facilities – including the pool, playgrounds and athletic fields, and tennis courts – as well as the public water system.

Lincoln may find it advisable to be able to examine a range of options for some of its historic buildings. Public forums and other source of information reveal a consistent desire in Lincoln for a community center and a preference for making good use of existing facilities over constructing new buildings. The Pierce House might

be rededicated for activities that would bring residents together more frequently, such as a new home for the Council on Aging, a marketplace for all of the farms and farmers in Lincoln, a general store (such as once existed at the Old Town Hall), or Lincoln history exhibits, and some preliminary studies have already been undertaken in this regard. Similarly, it may be appropriate to reconfigure Bemis Hall to serve only as an occasional event or meeting location or expansion space for the Library. While historically important, Bemis Hall has significant issues with respect to parking, regulatory compliance, and maintenance. The town needs to be open to fresh ideas about the use of these facilities.

Hanscom Air Force Base and MassPort Facilities

HAFB includes portions of Lincoln, Lexington, Bedford, and Concord. More than half of HAFB's total landholdings and all of its military housing are located in North Lincoln. In 2005, HAFB survived the most recent Base Realignment and Closure (BRAC) process. This was the successful outcome of an intensive lobbying campaign co-chaired by Senator Kennedy and Governor Romney, and Lincoln played a role in the leadership team for this effort. Another BRAC round will occur by 2015 at the latest. Lincoln, HATS, and private sector stakeholders are already engaged in proactive efforts prepare for future BRACs. According to a study prepared for HATS, base closure could have made Lincoln legally responsible for providing municipal and school services to civilians living in HAFB's housing at an estimated net cost of \$6.6 million per year.⁴³

As part of a national program spearheaded by the Department of Defense several years ago, the U.S. Air Force is "privatizing" the military housing units at HAFB and other installations. Under military privatization agreements, the federal government continues to own the land and a private for-profit developer owns and controls the buildings. For HAFB, the original proposal involved approximately 850 housing units through a combination of demolition and new construction and redevelopment of the existing housing. After the project commenced, the developer selected by the Air Force filed for Chapter 11 and was recently replaced by a new developer, Hunt Pinnacle Communities, LLC. According to the current project schedule, the privatization project at HAFB will be completed in 2011.

"Privatization" means far more than modernizing homes and switching to a private property management company. Under the agreement between HP Communities, LLC and the Air Force, housing at HAFB will be offered to a range of potential occupants on a priority basis. Although the priority households would still be active-duty military families and others directly connected with the Air Force, HP Communities will have authority to lease or sell units to other categories of tenants if occupancy rates fall below ninety-five percent. At issue for Lincoln is that while the Department of Defense pays the town to educate children of military personnel, there would be no federal subsidy for children of non-military households. It is not clear how much revenue would flow to Lincoln to offset the cost of unsubsidized educational or municipal services, or what form the revenue would take: property taxes, a special district or host community assessment paid by HP Communities, or something comparable to a payment-in-lieu-of taxes (PILOT) that large non-profit organizations often pay to the communities in which they are located. The change in ownership and use of the housing at HAFB has Lincoln officials very concerned about the town's obligation to provide services to civilians living on the base and how it will pay for those services.

43 Sasaki Associates et al, *Hanscom Air Force Base Pre-BRAC Community Advance Planning* (2005), 6.

**Table 10.2
Community Services in Lincoln: Existing Conditions and Significant Challenges**

Department	Budget \$,000	Current Situation	Significant Future Challenges
General Government	\$2,231	<ul style="list-style-type: none"> ◆ Lincoln has a knowledgeable, professional, competent staff with the wide range of skills necessary to manage and operate Lincoln town government. There has been a systematic effort over the years to upgrade the quality of the staff to meet the increasingly diverse and complex tasks at hand, while maintaining tight control over the number of employees. ◆ Over the last ten years Lincoln has greatly increased the use of technology (e.g. through PC's, computer software and networks). Continued enhancement of this capability will be needed for an effective staff and effective interaction and coordination with citizens. 	<ul style="list-style-type: none"> ◆ Current plans assume no significant change at Hanscom Air Force Base. If changes are anticipated, action will be needed so that potential reuse strategies protect and enhance Lincoln. ◆ Lincoln needs to develop and sustain the capability to participate effectively in regional planning and advocacy. ◆ Lincoln needs to sustain the tradition of volunteerism and the town meeting form of government. ◆ Lincoln needs town wide facilities planning and management. ◆ Lincoln needs further enhancement of its Information Technology capability for improved records management and improved communication among town departments and with citizens and the public.
Public Safety - Police & Fire	\$3,072	<ul style="list-style-type: none"> ◆ Lincoln is now staffed with three full-time firefighters on duty at all times. ◆ There is a comprehensive emergency medical capability. ◆ Response times to North Lincoln can be slow. ◆ Increased regionalization and mutual aid. 	<ul style="list-style-type: none"> ◆ Increasing number of calls from Hanscom for domestic and juvenile issues. ◆ May need to cover MassPort if Hanscom contract terminates. ◆ Need to cover North Lincoln with increased equipment and/or personnel.
Lincoln Public Schools	\$9,054	<ul style="list-style-type: none"> ◆ The guiding purpose of the Lincoln schools is to provide a high quality learning experience that enables all students to access a broad program of studies that includes core academic subjects as well as other areas key to creative, well-being, social, and emotional growth. ◆ The METCO voluntary desegregation program brings to the Lincoln school system the benefit of a level of diversity that would otherwise be absent. ◆ The continued excellence of Lincoln schools is dependent on retaining the high quality teaching staff and maintaining a lower class size than exists in many school systems. 	<ul style="list-style-type: none"> ◆ The Lincoln K-8 school buildings were constructed and expanded over many years. The structures and systems are in need of major renovation or replacement in the near future at a significant cost. ◆ Lincoln operates the K-8 school at Hanscom Air Base. If the contract were to terminate, the entire school administration cost would need to be absorbed by Lincoln.

**Table 10.2
Community Services in Lincoln: Existing Conditions and Significant Challenges**

Department	Budget \$,000	Current Situation	Significant Future Challenges
Lincoln Sudbury Regional High School	\$3,516	<ul style="list-style-type: none"> ◆ The school's core values - fostering of cooperative and caring relationships, respect for human differences, and the development and maintenance of a purposeful and rigorous academic program - constitute the foundation of LSRHS. ◆ LSRHS is under significant financial stress. Enrollment growth and benefit and compensation costs are significantly more than the tax levy increase allowed without an override. Sudbury has been unwilling to propose or unable to pass a tax override for several years. ◆ The new high school building is both an operational and financial success. Construction was completed on time and under budget, with maximum state funding. Capital costs should be relatively low over the next 25 years. 	<ul style="list-style-type: none"> ◆ There are significant operational and financial challenges in operating a regional high school. Since the region was established, Sudbury has grown much faster than Lincoln. The Sudbury residential tax rate is significantly higher than Lincoln. Sudbury has been reluctant to approve the overrides necessary to provide a continuation of current programs and staffing levels. Lincoln may need to continue to monitor the regional school system to determine if the differences in the funding policies of Sudbury and Lincoln are having a material effect on educational quality.
Public Works	\$1,266	<ul style="list-style-type: none"> ◆ Lincoln roads are deteriorating. ◆ Commercial and residential development in nearby towns and significant congestion on major highways has led to a substantial increase in cut-through traffic in Lincoln. This situation is likely to get much worse. 	<ul style="list-style-type: none"> ◆ Lincoln's primary roads to be rebuilt at a significant cost after years of modest maintenance. ◆ Traffic calming is needed to reduce the speed of traffic and volume of cars passing through Lincoln. ◆ The DPW building needs modest repairs and improvements. ◆ The Library needs to continue technology upgrades, expand services to young adults, and provide adequate parking.
Library	\$805	<ul style="list-style-type: none"> ◆ Membership in the Minuteman Library Network significantly extends the capabilities and effectiveness of the library. ◆ Necessary capital and maintenance projects are in progress. 	<ul style="list-style-type: none"> ◆ Current parking at Bemis is inadequate and potentially dangerous. ◆ The crosswalk at Bemis is dangerous.
Council on Aging	\$142	<ul style="list-style-type: none"> ◆ The COA currently provides programs and services that help seniors remain in their homes in Lincoln. ◆ Recent upgrade of half-time Assistant Director position to full-time social worker enables more effective service delivery. 	<ul style="list-style-type: none"> ◆ A community recreation center is needed. ◆ Additional playing fields are needed.
Recreation	\$351	<ul style="list-style-type: none"> ◆ An extensive number and variety of programs are provided for youths and adults. 	<ul style="list-style-type: none"> ◆ Lincoln needs to comply with the DEP consent decree requiring a reduction of water drawn from the Charles River Watershed from the current 85 gallons to 65 gallons per person per day.
Water	\$969	<ul style="list-style-type: none"> ◆ Flint's Pond and the Tower Road well provide high quality drinking water. There should be no need to connect to the MWRA system. ◆ The filtration plant provides water quality exceeding current governmental standards. 	

Source: Comprehensive Long-Range Plan Committee, Town Administrator Timothy Higgins.

**Table 10.3
Major Community Facilities in Lincoln: Existing Conditions, Future Constraints & Opportunities**

Facility	Background	Current Use	Current Condition	Future Constraints & Opportunities
Public Safety Building Lincoln/Codman Road	The public safety building was originally constructed in 1966; underwent substantial renovations and expansion in 1999.	Police, Fire, Emergency Medical and Emergency Communications services. Town leases land to cell tower company (i.e., tower and attendant equipment).	The facility was evaluated in 2005 as part of the McGinley/Kalsow facilities assessment, which identified need for relatively modest repairs and improvements (primarily HVAC corrections).	<ul style="list-style-type: none"> ◆ With appropriate maintenance and updates in technology, the facility should be adequate to meet the basic needs of the services it supports for the foreseeable future. ◆ The number of apparatus and the trend toward larger equipment can create space constraints that may prompt facility changes. ◆ The site is fully utilized, there is limited land to support a future expansion, and parking is already at a premium. ◆ Fire Department recommends that long-term facilities plans assess the need for a sub-station to reduce response time to North Lincoln.
Public Works Garage Lewis Street	The public works garage was originally constructed in the 1950s and has not undergone major renovations since. Sand storage barn added with state grant in late 1990s.	Hosts the Highway Department and is base of operation for the following services: road and path maintenance, snow and ice removal, tree maintenance, cemetery support, and fueling station for all Departments. Town leases land to cell tower company (i.e., tower and attendant equipment). School buses stored on site.	The McGinley/Kalsow assessment identified relatively modest repairs and improvements. Facility was described as utilitarian and serviceable. Facility is old and energy inefficient, but not currently in need of major upgrades.	<ul style="list-style-type: none"> ◆ At such time as major upgrades or replacement are considered, the town may want to consider relocating the garage. Various South Lincoln planning discussions have raised the question of relocating the garage to create the potential to utilize the existing site to support a different use (e.g., housing or additional commercial development). Before relocation can be given serious consideration, there needs to be an in-depth study of alternative sites, expansion of South Lincoln wastewater treatment options, and environmental remediation of the current DPW site. ◆ Site has historically been utilized to store and compost street sweeping materials. Current Superintendent has made it a priority to reorganize this function in conformance with environmental regulations.

**Table 10.3
Major Community Facilities in Lincoln: Existing Conditions, Future Constraints & Opportunities**

Facility	Background	Current Use	Current Condition	Future Constraints & Opportunities
Town Office Building Lincoln Road	The building was constructed in 1908 as the Center School and used as such until the 1980s, when it was converted to Town Office use. Listed on the National Register.	Town administration, land use agencies, financial departments, Town Clerk and records management functions. The building is heavily used for a variety of public/civic meetings and events. Driveway is shared with two abutters.	Included in the McGinley/Kalsow assessment and then reviewed more closely in 2008 by the Office of Michael Rosenfeld (OMR). Of all town facilities, the Town Office Building was deemed most seriously in need of attention. It needs major upgrades to provide access for people with disabilities, correct fire code deficiencies, and improve energy efficiency. The building no longer meets programmatic needs (e.g., meeting and records storage space inadequate).	<ul style="list-style-type: none"> ◆ Future planning should assume that the basic use of the building will remain unchanged. ◆ Any substantial renovation or expansion must be sensitive to the historic quality of the building and its location. ◆ The facility is heavily used by many public and civic organizations. ◆ Parking is only marginally adequate at the current time and will be a challenge to solve in the event of building expansion. ◆ Consultant provided a renovation planning option and a renovation and expansion option. ◆ Major work is likely to require temporary relocation of staff and functions during construction. Town might explore temporary space at Hanscom or Massport.
Pierce House Weston Road	The Pierce House was constructed in the late nineteenth century; gifted to the town as a bequest from the Pierce family. Listed on the National Register.	Serves in many respects as Lincoln's "community center." Hosts numerous town and civic events (e.g., New Years, summer concerts), and is rented to residents and non-residents for weddings and other events.	The facility was evaluated in 2005 as part of the McGinley/Kalsow assessment, which identified need for "selective but rather numerous repairs and improvements." Accessibility and improved kitchen facilities were highlighted.	<ul style="list-style-type: none"> ◆ Thoughtful consideration of reuse options is required, e.g., community or senior center, more town events, change the nature of for-profit functions, etc. ◆ Consider potential overlap of functions with Bemis Hall. ◆ The Selectmen have appointed a committee to examine the current facility and its operations and to develop a strategic plan. ◆ The committee's analysis will be informed by a business plan prepared by the Bentley College McCallum School of Business. ◆ The House is no longer self-supporting, if indeed ever was the case when all costs accounted for.

**Table 10.3
Major Community Facilities in Lincoln: Existing Conditions, Future Constraints & Opportunities**

Facility	Background	Current Use	Current Condition	Future Constraints & Opportunities
Codman Farm Lincoln/Codman Road	<p>Complex consists of farmhouse (circa 1860) and five barns. The complex lies within the Grange Complex/Codman Estate historic district. The town acquired the land and the buildings in the 1960s.</p>	<p>The town leases the land and buildings to Codman Community Farms (CCF), private not-for-profit organization. The Board of Selectmen serves as landlord under the lease. CCF operates and manages the property as a working farm with crops, vegetable garden, animals, meat and eggs for sale, education and social events.</p>	<p>The facility was evaluated by McGinley/Kalsow and again by Colonial Barn, and more recently by Fire Tower Engineered Timber (Ben Brunggraber) of New Hampshire. The facilities are generally in sound condition, and well maintained and preserved – particularly given their age. The most substantial needs center on 1) repair and replacement of several timbers in the main hay barn, and 2) repair of the exterior stone foundation wall of Barn ____.</p>	<ul style="list-style-type: none"> ◆ The land on which Codman Community Farms is situated was voted into conservation status by Town Meeting. Therefore, the land cannot be put to another use without vote of Town Meeting and the General Court under Article 97 of the Massachusetts Constitution. ◆ The partnership between the town and CCF seems a good balance. The town leases the land and barns for a nominal sum and bears the expense for major repairs and any capital improvements, although, for example, Barn ____ was constructed in ____ funded exclusively via private contributions. CCF is responsible for all aspects of farm operations and their attendant costs. ◆ Upkeep and repair of historic barns when done with appropriate sensitivity is not inexpensive. ◆ A careful review of the three recent consulting reports needs to be done by a qualified individual or firm so that the right things are done first. The CCF Board should be consulted during the planning process as they are most intimately familiar with the place's squeaks and groans.

**Table 10.3
Major Community Facilities in Lincoln: Existing Conditions, Future Constraints & Opportunities**

Facility	Background	Current Use	Current Condition	Future Constraints & Opportunities
Bemis Hall Bedford Road	Constructed in 1892, the building served as a town hall until the present Town Office Building was converted from a school. Bemis Hall is located in the Lincoln Center Historic District and listed on the Natural Register.	Bemis Hall currently hosts the Council on Aging and all of its programs, the Bemis Lecture series, the Lincoln Players and a number of regular and irregular civic, social and educational programs	The facility was evaluated by McGinley/Kalsow and again in 2008 by the Office of Michael Rosenfeld (OMR). The consultants have raised a number of significant issues to include: 1) extensive accessibility improvements to complement those made in 200__ 2) HVAC system replacement 3) deficient parking. In addition, parking, accessibility, and space constraints may render the building incapable of meeting the needs of its prime tenant, the COA, much further into the future. The consultants rated Bemis Hall as second only to Town Offices in terms of the extent of repairs and improvements needed.	<ul style="list-style-type: none"> ◆ The historic nature of the building, the constrained nature of its site and limited parking make expansion improbable. ◆ Sensitivity to abutting properties is important (i.e., historic cemetery, town green, First Parish and several residential abutters. ◆ The building may not be capable of meeting the increasing needs of Lincoln's growing senior population. ◆ Parking and traffic safety are major concerns. ◆ The current parking is provided mainly through agreement with the First Parish. Safe pedestrian passage from the First Parish lot to Bemis is challenging to ensure. ◆ Upkeep and repair of historic buildings when done with appropriate sensitivity to their character is not inexpensive. ◆ Before any spending plans are finalized (other than routine care and maintenance) a careful review of changing needs of COA, potential for consolidation of programs within other existing town-owned facilities, potential overlap of mission and function with Pierce House, and potential of constructing a new community center should be undertaken.

Source: Comprehensive Long-Range Plan Committee, Town Administrator Timothy Higgins.

GOALS & RECOMMENDATIONS

Goal SF-1. Continue to identify and assess community service needs, considering Lincoln’s changing population, the cost of services, the revenues available to support them, and alternative models of service delivery.

- SF-1.1. Periodically evaluate needs for existing or new local government services through resident surveys, consultations with town staff and organizations that provide services to Lincoln residents, and review of program participation statistics and other available information.
- SF-1.2. Explore opportunities to provide services through agreements with private organizations and other local governments in Lincoln’s region.
- SF-1.3. Continue to review the sufficiency of user fees and charges to recover most or all of the town’s cost to provide certain programs and services.
- SF-1.4. Establish objective methods of measuring and analyzing the net cost of community services and provide information to town boards and town meeting.
- SF-1.5. Assess citizen’s level of support for alternative revenue sources.

DISCUSSION

Lincoln could benefit from instituting a formal process for evaluating town services, identifying unmet needs for services, and identifying services that Lincoln residents use elsewhere in the region. As part of the Comprehensive Plan’s ongoing implementation, the town may want to periodically survey residents, town officials, and town staff in order to determine current levels of satisfaction with town services and to develop an understanding of the service needs of Lincoln’s population. The survey could provide a forum to comment on non-profit organizations that currently meet some of the community’s service needs, too. To be effective, the assessment process needs to be designed to support key decisions about services and facilities: determining the proper mix of personnel and the best structure for delivering services, identifying opportunities to deliver services more efficiently through regional agreements, and recommending ways to modify the town’s approach to evaluating services in the future. The Board of Selectmen, Town Administrator, Finance Committee, and others would use the survey data as part of the annual budget review cycle.

Today, Lincoln handles three local government functions through an inter-local agreement with Concord: septic system plan review and inspections, sealer of weights and measures, and food service inspection. There may be other opportunities to share service delivery with neighboring towns, from senior citizen transportation services to managing and maintaining open space trails. Communities often feel possessive of local services and small towns in particular worry that the trade-off for more efficiency will be a decrease in responsiveness to local needs. Lincoln should consider establishing a study committee to explore possibilities for regional collaboration and make recommendations to the Board of Selectmen and Town Administrator.

Lincoln has good systems in place to monitor and adjust user fees for services such as recreation, solid waste disposal, building permits, and so forth. These systems should be maintained and periodically reviewed to ensure that fees account as closely as possible for full cost recovery.

From time to time throughout the Comprehensive Plan process, local officials and residents debated the best way to estimate the fiscal impact of residential and non-residential development. This topic was addressed and

a dynamic model for future assessments was presented in a 2005 study by the At-Risk Properties Committee (ARPC). The ARPC was convened and the model used more recently as Lincoln was asked to consider a proposal to rezone land for an office building off Winter Street and Old County Road near the Waltham line. Whether or not to consider fiscal impact as part of its land use decision-making process continues to be debated as residents seek consensus on this issue. However, in striving to establish objective methods, town boards would be well advised to reach agreement about the cost and revenue assumptions that will be used in the analysis.

Goal SF-2. Improve the management and maintenance of town facilities and infrastructure.

- SF-2.1. Establish and fund a full-time facilities manager position to coordinate and oversee the management and maintenance of all municipal facilities.
- SF-2.2. Institute a Planned Preventive Maintenance (PPM) program in order to maximize the efficiency, reliability, and lifespan of building systems and equipment.
- SF-2.3. Support Lincoln's asset management needs through a comprehensive capital improvements plan and broadly supported policies for use of non-exempt and exempt debt, capital outlays, and to the extent allowed by law, capital reserve funds.
- SF-2.4. Identify, assess, and pursue opportunities to increase the amount of revenue generated by private use of municipal facilities, consistent with the facility's intended municipal uses and the values expressed in the town's vision statement.
- SF-2.5. Systematically maintain and improve the water distribution system in order to conserve water and meet or exceed state standards for unaccounted water.
- SF-2.6. Increase support for upgrading, integrating, and maintaining information technology at the town offices and other public buildings.

DISCUSSION

Lincoln needs a process for systematically evaluating its public facilities. A consolidated facilities planning process would help Lincoln manage its facilities more efficiently and productively. This might also include the town's rental housing. It would enhance the town's ability to engage in meaningful planning for maintenance, long-term repairs or improvements, and energy efficiency. In addition, coordinated long-term facilities planning should help Lincoln make the most efficient use of its financial and human resources.

Toward these ends, Lincoln could consider consolidating its facilities management functions by appointing a qualified full-time facilities manager, which would be a new department head-level position, and work under the direction of the Town Administrator. This position would benefit Lincoln by having a centralized, professional expert overseeing all aspects of facilities management: custodial care, routine inspection, routine maintenance, repair and improvement projects, improvements to make facilities accessible to people with disabilities, energy use, budgeting, and planning. In addition to preparing a periodic assessment of and budget for these needs, the responsibilities of a facilities manager would include maintaining an inventory of the services provided in each facility, including town services and activities conducted by private groups that use town facilities. To refine the job description for this position, Lincoln could examine the experience of other towns with facilities management personnel, such as Bedford and Hopkinton.

Lincoln could also benefit by developing a long-range asset management plan that provides a process to identify elements of Lincoln's infrastructure to be replaced and plans for advanced funding to the extent allowed by law.

This process is known as Planned Preventative Maintenance (PPM). Advance funding through special capital reserve accounts, developed in consultation with the Board of Selectmen and town counsel, would be based on the predictable useful life of each facility or component of the town’s infrastructure and coordinated with Lincoln’s efforts to incorporate “green building” principles in its public facilities.

Goal SF-3. Continue to invest in local government innovation, capacity, and efficiency.

- SF-3.1. Continue to attract and retain highly qualified managers, professionals, and support staff in all town departments, and provide the facilities and technology they need to work efficiently.
- SF-3.2. Provide adequate, timely opportunities for employee training and professional development to encourage state-of-the-art practices and increase the town’s capacity to comply with federal and state mandates. Create mechanisms to routinely solicit employee input for analysis of systems, best practices and potential for innovation.
- SF-3.3. Explore opportunities to reorganize, consolidate, or centralize functions in order to improve efficiency and control growth in operating costs.
- SF-3.4. Continue to invest in technology improvements in order to support inter-departmental operating needs and provide residents with timely access to public information.

DISCUSSION

Lincoln residents has a long history of strongly held beliefs about the importance of citizen participation and volunteerism. They want more people to attend town meeting, run for office, and serve on town boards because they value their form of government and want to preserve it in the future. As Lincoln pursues strategies to increase citizen participation, it is important to recognize that town employees handle virtually all of the day-to-day work of local government: delivering services, providing information, responding to emergencies, resolving citizen complaints, caring for town facilities, managing and maintaining records, accounting to state and federal officials for a wide variety of compliance obligations, managing the town’s finances, coordinating projects that require interdepartmental cooperation, and providing support to and carrying out decisions made by numerous boards and committees. They know more about their departmental operations and the town’s needs than many residents may realize. Lincoln’s department heads are a significant resource, but they are not always tapped for their expertise. Their limited role in the development of this Comprehensive Plan was sometimes conspicuous, especially since staff in other communities often have active, hands-on responsibility for shaping many of the recommendations and implementation steps included in a master plan.

Lincoln has managed to attract well qualified department heads, professional staff, and support personnel. The town benefits by ensuring that its employees have many opportunities to pursue professional development and training including, but not limited to personnel whose jobs require licensure or professional certifications. Lincoln has a history of striving to find the right balance between governmental efficiency and its deliberative approach to making policy decisions. The challenge in the latter approach is to ensure that it supports interdepartmental planning and problem-solving, and that it does not impede the ability of staff to do their jobs. To achieve greater efficiency and more control over growth in operating costs, Lincoln might consider increasing its investments in technology and provide employees with the tools they need to work as efficiently as possible. Further, the town should continue to be open to consolidating functions that could be carried out more efficiently in an organization with a more centralized structure than Lincoln has today.

Goal SF-4. Continue to monitor the status of Hanscom Air Force Base and initiatives with respect to military housing, through base closure or privatization of existing housing, that may place new demands on Lincoln’s municipal and school services.

- SF-4.1. Maintain an active leadership role in the Hanscom Area Towns Committee (HATS) in order to ensure vigorous representation of Lincoln’s interests.
- SF-4.2. Secure specialized legal services, as appropriate, to ensure that local officials have the best available information to guide decisions about responding to a change in the status of Hanscom’s housing stock.
- SF-4.3. Pursue all appropriate political and legal means to protect Lincoln from having to absorb the cost of residential services at Hanscom without predictable sources of offset revenue from non-local sources.

DISCUSSION

Lincoln has taken all of the right steps to protect its interests as the fate of HAFB evolves. In addition to participating actively in the Hanscom Area Towns (HATS) Committee, Lincoln has led at least two major planning initiatives – a four-town planning process in the 1990s and a “pre-BRAC” planning effort in 2005 – and sought special counsel services to understand the legal consequences of privatizing HAFB’s housing units. In addition, Lincoln, through HATS, will serve on a board of a public-private partnership to enhance the HAFB mission and to better ensure continued operation. The situation that Lincoln faces today is challenging because the federal government will continue to own all of the land at HAFB, but the housing units will be owned and managed by a private for-profit company. Lincoln will need to remain vigilant and pursue political and legal means to limit its exposure to service demands that it has neither the capacity nor revenue to handle. Further, the town needs to work with the Department of Housing and Community Development (DHCD) to ensure that a change in the status of HAFB housing units does not increase Lincoln’s obligations under Chapter 40B. Lincoln also should explore options for establishing (through authority granted by the General Court) a special assessment district or a similar mechanism to fund services used by HAFB residents from revenues generated by HAFB development.

