

Services and Facilities Element Inventory

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I. Introduction

Although the town has had a history of success in providing services to its residents while maintaining a reasonable tax rate, it is continuing to struggle to provide a high level of service due to the increase in residential development and needed services.

Although an updated survey was not conducted, when surveyed in 1989, Lincoln's residents gave very high marks to the Town's administration and services. When business people, realtors, and developers were interviewed for the economic base element of the 1992 Comprehensive Plan, they frequently mentioned that the Town's services (especially the school system) and overall administration are "selling points" which give Lincoln a competitive advantage over other communities. Almost the entire community is served by sewer and water systems -- a statement that no other suburban town in the state can make.

The Town anticipates changes that will impact services, and it is clear that the Comprehensive Plan should lay the groundwork for accommodating those impacts. Changes that need to be considered include: increased numbers of residents, reduced funding from the state and federal levels, the need to increase levels of services due to residents' heightened expectations and/or new state and federal requirements.

This element of the Comprehensive Plan seeks, first, to document what is working well for Lincoln in regard to municipal services, so that the Town can stay on course in coming years. Next, current and foreseeable changes are considered, and measures are suggested to accommodate those changes.

Section II of this element provides an overview of the Town's services.

Section III examines the following municipal services: schools, public works, public safety, library, senior center, and human services. (Note: the Town's recreation services are detailed in a separate element, Open Space and Recreation.) The 1992 Comprehensive Plan's assumptions and recommendations are reviewed and compared with what has happened since. The current situation and trends are reviewed, and notes are made regarding the policy issues raised.

Section IV discusses, in light of build-out projections, foreseeable impacts upon Town services. This section also suggests changes in Town services that may be necessary in order to accommodate the projected future growth.

II. Municipal Services: An Overview

Residents' Perceptions

In 1989 the Town of Lincoln commissioned a study whose purposes were: (1) to examine residents' opinions of services and facilities available in Lincoln, and (2) to measure perceptions regarding the future directions of planning, growth, and administrative organization in Lincoln. The study was based upon telephone interviews with a statistical sample of residents throughout the community. The First Market Research survey indicated positive ratings regarding the majority of town services and facilities.

Town-owned Facilities

The great majority of Town-owned facilities are primarily devoted to serving the community's recreation and open space needs, and the Recreation and Open Space element of the Comprehensive Plan provides a detailed listing of these 44 facilities. Town-owned facilities that are not primarily devoted to recreation and open space are listed in Table A.

Table A
Town-owned Facilities for Primary Services
Other than Recreation and Open Space

DESCRIPTION	LOCATION	NOTES
Town Hall	Old River Road	Renovated & expanded in 1992-1993
Highway Garage & Storage	Old River Road	Land was added in 2001, totaling 7.22 acres
Animal Control Shelter	Wellington Road	Sufficient capacity to contract service to other towns
School Department Adm. Building	Lonsdale Avenue	Formerly Lincoln Memorial School
Northern Lincoln Elementary School	New River Road	(All schools provide recreation)
Central Elementary School	Great Road	
Saylesville Elementary School	off Woodlawn Street	
Fairlawn Elementary School (K-1)	Fairlawn Way	
Lonsdale Elementary School	River Road	
Lincoln Junior High School	Old River Road	Need New Middle School
Lincoln Senior High School	Old River Road	
Town Library	Old River Road	Need New Library
Youth Center	School Street	Renovated in 1998, ADA accessible, active and inactive since 1960's
Lincoln Rescue	115 Main Street, Albion	Needs were met as of 1999, Cooperative agreement for Lonsdale station, Capital replacement program until 2010
Senior Center	Chapel Street	Former Town Library, needs renovation for ADA and new activity space to accommodate services

Town Administration

Operating under a Home Rule Charter, registered voters in Lincoln elect the Town Administrator, Town Council, School Committee, and Board of Water Commissioners. Voters also exercise final approval over financial matters by convening in the Financial Town Meeting.

A strong local tax base, careful investments in capital improvements, and cost containment policies have yielded an enviable financial picture. Lincoln's 1989 total tax rate of \$24.77 per \$1,000 assessed property value was \$3.51 below the state average of \$26.25. Twenty-three of the other 38 cities and towns in Rhode Island had higher total tax rates that year.

The Town's support for its schools is evident from the fact that in 1989 the school tax rate was \$17.16, or 69% of the total tax rate and in 2002 it was \$16.31 or 68% of the total tax rate. In 2002 the state's average school tax rate was 59% of the total tax rate. Only 7 of the other 30 municipalities had a higher percentage than Lincoln going for schools. Lincoln's 2002 total tax rate is \$23.98 per \$1,000 assessed property value. Table B indicates the municipal tax breakdown by school and other categories per year.

Table B
Municipal Cost of Education and Other Municipal Services
1990-2001

FISCAL YEAR	SCHOOL	ALL OTHER MUNICIPAL	TOTAL	PERCENT SCHOOL
1990	\$14,877,809	\$7,066,302	\$21,944,111	68%
1991	16,424,934	10,268,517	26,693,451	62%
1992	16,217,347	10,953,387	27,170,734	60%
1993	16,833,188	11,339,471	28,172,659	60%
1994	18,249,418	12,075,389	30,324,807	60%
1995	19,919,825	12,383,953	32,303,778	62%
1996	21,437,799	12,532,833	33,970,632	63%
1997	23,067,351	12,976,168	36,043,519	64%
1998	24,454,896	13,592,487	38,047,383	64%
1999	25,908,062	14,414,940	40,323,002	64%
2000	27,161,596	14,887,843	42,049,439	65%
2001	30,163,185	14,538,032	44,701,217	67%

Source: Town Finance Director per Town of Lincoln *Growth Management Plan*. February 28, 2002. Table 6, p.12.

Lincoln's tax rate held steady at \$24.77 in 1990, but rose in 1991 to \$28.21. Of this increase, \$2.50/per thousand was due to the fact that Lincoln has begun to pay the principal and interest on the bonds that financed the recent extension of sewer service to 98.5% of the town. School expenditures also rose but proportionately not as much as the municipal expenditures because of the increased bond payments. Thus, in 1991 the school tax rate comprised 62.7% of the total tax rate.

As Lincoln moves through the 2000's, residents and taxpayers will be facing difficult financial decisions. Due to the Federal and State revenue shortfalls, the Town will continue to accommodate decreases in grants and general sharing revenue funds from the Federal and State levels. On the positive side, the increasing industrial and office park developments are generating significant tax revenues for the Town. (See the Economic Element for data regarding the increased percentage of assessed valuations that are due to non-residential development.) The 1992 Comprehensive Planning project comes at a time when local officials and citizens must look ahead to both the "credit" and the "debit" side of the Town ledger in coming years, and adjust their plans accordingly.

III. Municipal Services: 1990-2000 Comparison

Public Schools

The adequacy of schools is an important town issue. Education costs are the biggest expense of town services. Between 1990 and 2001, educational costs ranged between 60% and 68% of the town's annual operating budget. With the fluctuation of the school-aged population, it is difficult to project yearly enrollment and to maintain capacity. The following inventory and analysis relies on past trends and current demographics to determine the future need. The *Educational Facilities Study and Long-Range Facilities Plan*, prepared by Torrado Associates in 2001 identified needs.

Current Inventory of Schools. Five elementary schools, one middle school and one high school service the town. The state-operated Davies Vocational School located in the Limerock neighborhood serves 9th –12th graders. Fairlawn Elementary School is an early learning center that serves children at the pre-kindergarten through first grade levels only; however, one second grade class is currently housed at Fairlawn as a result of overcrowded conditions at Saylesville. Northern Elementary School houses the second early learning center in the town as well as grades two through six. In addition to public schools, four private pre-schools, a school for the handicapped and the CCRI extension campus are located in town.

Complex and changing educational techniques, standards, and requirements mean that a school's capacity should be thought of in terms of the number and types of students whose educational needs can be met, rather than how many students can sit at desks in a given quantity of space.

Table C reports projections for school enrollment from 1991-1996 and compares those figures with the schools' 1990 capacities.

Table C
Projected Public School Enrollments, 1991 - 1996,
Showing Approximate Percentage of Schools' 1990 Capacities

SCHOOL YEAR BEGINNING FALL:	K-6	7-8	9-12	TOTAL K-12
1990 capacity	2122	510	1220	3974
1991	1613	434	715	2762
% '90 cap.	76.0%	85.1%	58.6%	69.5%
1992	1678	422	747	2847
% '90 cap.	79.1%	82.8%	61.2%	71.7%
1993	1753	471	769	2992
% '90 cap.	82.6%	92.3%	63.1%	75.3%
1994	1796	533	800	3129
% '90 cap.	84.6%	104.5%	65.6%	78.7%
1995	1843	533	857	3233
% '90 cap	86.9%	104.4%	70.2%	81.3%
1996	1958	509	907	3375
% '90 cap	92.3%	99.8%	74.4%	84.9%

Source: Town Research & Development Department, March 1992 Calculations

Notes: Capacity figures maximize class size to 27.

1990 capacities were: (K-6) 2122; (7-8) 510; (9-12) 1220; Total 3974.

The above 1991-1996 projections were comparable to the actual figures as presented in the *November 26, 2001 Educational Facilities Study and Long-Range Facilities Plan*. The study assessed the educational program, use of space and adequacy issues of Lincoln's public schools. The objective of the study was to evaluate the school facilities and present alternate use plans. The study concluded that the schools are overcrowded and space for programs and storage is limited, thus affecting the educational curriculum. It contained historic and projected enrollment in addition to short-term and long-range options for upgrade.

The Torrado study indicated that:

The space problems that plague Lincoln's schools are pervasive and the impact of those problems on the school department's curricular programs is serious. The good news is that a large percentage of both the space and instructional issues can be addressed through the construction of a single facility – a new middle school. ...Lincoln currently has an opportunity to make a significant and lasting improvement in the town's schools and the town cannot afford to squander that opportunity.

The Torrado study presented five alternatives and recommended construction of either a new middle school to serve 600 students with renovation of the existing middle school for 400

students or abandonment of the existing school and construction of a 1,000 student new middle school. It is expected that a new middle school would alleviate the overcrowding that exists at all school levels. The report recommends that a new middle school be constructed by the fall of 2003. The preferred alternative of the school department is to construct a 135,000 square foot middle school to serve 1,000 students. The new middle school would house grades 6-8 thus increasing capacity at the elementary schools. Relocation of the middle school would allow expansion of the high school at the existing site. Although the study proposed an aggressive schedule to construct a new facility by the fall of 2003, the bond issue failed in April 2002.

As indicated in *Growth Management Plan*, February 28, 2002, the current shortage of school capacity should be addressed through a growth management plan and ordinance. The plan calls for a fixed number of building permits per year to be issued on a quarterly basis over ten years to reflect the school capacity plan and the ratio of pupils-per-dwelling unit.

Approximately 33% of households have families with school-aged children and conversely two-thirds of households do not require immediate school services. This percentage is comparable to many communities in Rhode Island.

As indicated in Table D, there has been a 430% increase in the number of Pre-K students, from 13 to 69 students in the last decade. This increase is in accordance with recent trends to offer public education below kindergarten. Enrollment projections by grade through 2012 are presented in Table E and by grade grouping are presented in Table F. Table G presents capacity by school, based on both the Growth Management Plan and the Torrado school study.

Non-Public School Enrollment. While public school enrollment consists of 90.3% of the student population, non-public school enrollment has increased from 7.6% in 1990 to 9.7% in 2002. The majority of non-public school enrollment is at Catholic schools (210 to 181 students). According to the Torrado school study, high school enrollment in non-public schools (predominately Catholic schools) approximately doubled between 1990 and 2000 (from 68 to 120 students). Pre-K students comprise about 11.8% of all non-public school enrollment.

Table D
Public School Enrollment History by Various Grade Groupings
1991-92 to 2001-02 School Years

SCHOOL YEAR	PRE-K/ KIND./ GRADE 1	GRADES 2-6	GRADES 7 - 8	GRADES 9 – 12	UN**	PRE-K***	TOTAL
1991-92	482	1,085	434	715	46	13	2,762
1992-93	488	1,169	407	759	42	12	2,865
1993-94	505	1,201	440	764	36	12	2,946
1994-95	537	1,284	503	812	5	20	3,141
1995-96	578	1,370	524	859	0	14	3,331
1996-97	586	1,435	506	913	0	0	3,440
1997-98	581	1,479	561	895	0	16	3,516
1998-99	542	1,524	612	975	0	23	3,653
1999-00	568	1,487	623	1,014	10	53	3,702
2000-01	550	1,468	597	1,030	0	53	3,645
2001-02	574	1,476	578	1,077	0	69	3,705
Difference from 1991-92 and 2001-02	92	391	144	362	-46	56	943

UN** Ungraded

*** Pre-Kindergarten

Table E
Enrollment Projection From 2001-02 to 2011-12* Lincoln

SCHOOL YEAR	KIND.	1	2	3	4	5	6	7	8	9	10	11	12	UN* *	PRE- KIND***	TOTAL
2001-02	233	272	265	285	256	337	333	295	283	317	278	259	233	0	69	3,705
2002-03	236	258	272	272	286	261	348	332	290	285	299	258	257	0	70	3,726
2003-04	225	262	258	279	273	292	270	347	327	293	269	277	256	0	70	3,699
2004-05	248	250	262	265	280	279	302	269	342	329	276	249	275	0	70	3,698
2005-06	210	275	250	269	266	286	288	301	265	345	311	256	248	0	70	3,640
2006-07	228	233	275	257	270	272	296	288	296	267	325	288	254	0	70	3,618
2007-08		253	233	282	258	276	281	295	283	299	252	301	286			
2008-09			252	239	283	263	285	280	290	285	282	234	299			
2009-10				259	240	289	272	284	276	293	269	261	232			
2010-11					260	245	299	271	279	278	276	249	260			
2011-12						266	253	298	267	282	262	256	248			

Difference from 01-02 to 11-12	-5	-19	-13	-26	4	-71	-80	3	-16	-35	-16	-3	15	0	1	-87
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*Enrollment for 2001-02 is actual

**UN - Ungraded

*** Pre-Kind. - Pre-Kindergarten

Table F
Enrollment Projection by Grade Groupings
2001-02 TO 2011-12*

SCHOOL YEAR	PRE-K/ KIND/ GRADE 1	GRADES 2-6	GRADES 7-8	GRADES 9-12	PRE-K TO GRADE 12	TOTAL
2001-02	574	1,476	578	1,077	3,705	3,705
2002-03	565	1,440	622	1,099	3,733	3,726
2003-04	557	1,373	674	1,095	3,728	3,699
2004-05	568	1,388	611	1,130	3,710	3,698
2005-06	555	1,359	566	1,159	3,673	3,640
2006-07	531	1,369	584	1,134		3,618
2007-08		1,329	578	1,138		
2008-09		1,323	570	1,100		
2009-10			560	1,055		
2010-11			551	1,063		
2011-12			565	1,047		

*2001-02 is Actual Enrollment

Table G
Elementary School Capacity

ELEMENTARY SCHOOL	CAPACITY ¹	2001-2002 ENROLLMENT	DIFFERENCE	CURRENT CAPACITY ²	PROPOSED	DIFFERENCE- PROPOSED VS. CAPACITY ¹
Saylesville	368	417	-49	567	486	-118
Northern	525	690	-165	928	820	-295
Central	345	422	-77	547	439	-94
Fairlawn	198	320	-122	297	274	-76
Lonsdale	230	231	-1	354	273	-43
Middle School	450	577	-127	679	999	-549
High School	875	1077	-202	1583	---	-708
Total	2991	3734	-743	4955	3291	-1883

¹ Growth Management Study, source: Lincoln Public Schools – Lori Miller

² Torrado School Report

Looking ahead: Issues to Consider:

1. In the 1992 Plan, enrollment projections indicated that school enrollments would be close to -- but not over -- school facilities *overall* capacities except for the junior high school that would slightly exceed its capacity in the mid-nineties as it has. The 2001 Torrado School study indicated that enrollment will slightly decrease between 2001-02 and 2011-12 and therefore indicated that recommended improvements as described above should be sufficient (the 2002 bond issue to fund these recommendations was not approved in April 2002). The 1992 Plan assumed that classroom space available in the Senior High could be used to absorb the excess enrollments of Junior High School students (see Years 1994 - 1996). It also assumed that elementary school children are accommodated among the elementary schools according to where there is space. Capacity issues should be frequently assessed to determine met or unmet needs.
2. A detailed study of enrollment projections by school district and of the capacities of each elementary school is necessary to determine whether school redistricting would be necessary.
3. The long-range facilities plan presented in the Torrado 2001 study should be used to evaluate the results of the recommended actions and determine needs.
4. The Growth Management Plan indicates that the increase in numbers of single family and multi family dwelling units has a direct impact on the number of school age children. The number of students generated is a function of the number of bedrooms per unit. Multi family units tend to have fewer bedrooms and therefore generate fewer students per unit compared to single family units that tend to generate more students per unit. Growth ordinances should be enacted and frequently reviewed to determine the relationship between residential development and educational facilities.

Public Works

Sewer System

History – The 1974 Comprehensive Plan pointed out that municipal sewerage had concerned Town officials and interested residents since the mid-1950's. The 1974 Plan noted that recommendations of a 1957 study were still valid. This Metcalf and Eddy preliminary engineering analysis recommended that the Town participate in the Blackstone Valley Sewer District Project, whereby the Town would only be responsible for constructing and maintaining sewer lines essential for collecting sewerage and conveying it to the District's interceptors. The 1957 analysis also recommended that the Town pursue a phased construction program that would extend into areas according to priority of need. By 1974 sewer systems in Lonsdale and Saylesville were connected into the Blackstone Valley

District, but the systems in Albion and Manville were under the management of local users. An unfavorable situation was reported: in Manville, and to a lesser extent in Albion, untreated sewage emptied into the Blackstone River. The 1974 Plan recommended that the Town contract for necessary engineering studies and then for construction as necessary to extend the sewer system and to connect all necessary areas into the Blackstone Valley Sewer District. The Plan urged that the Town make best use possible of the federal and state moneys that might be available to fund these extensions.

During the years since 1974 the Town has acted upon these recommendations, and as of 1991 the sewer system provides service to 98.5% of the geographic area of the community. The remaining 1.5% are scattered homes, and the Town anticipates slow extensions to serve them, using Town crews. All industrial parks and the Lincoln Mall are served. A series of 31 pump stations has been constructed to pump flow through the municipal system to the Narragansett Bay Commission's interceptors. Treatment is provided at the Bucklin Point Waste Water Treatment Facility in East Providence.

A key element of the Town's sewer service will be adherence to the maintenance schedule for the 31 pumping stations that are crucial to the system, 25 or 80% of which are ten years old (1992). Lincoln has more pumping stations than any community in the state. The Narragansett Bay Commission has nine pump stations and handles 40% of the state's sewage while Cranston has 21 stations and Warwick has 23. The problem lies in that Lincoln developed small pump stations to serve particular subdivisions with limited expansion potential to meet future capacity. The recent Sewer System Status Report of January 7, 2002 indicates that "a large portion of the DPW budget will be needed to upgrade the older stations in the near future."

In order to alleviate the financial strain of expanding and maintaining sewer infrastructure, the town is encouraging developers to utilize gravity flow sewerage systems for new construction. Construction of additional pumping stations to serve these properties will further strain town resources. The Town shall establish a program levying pump station operations and maintenance fees to new developments discharging flow to existing pump stations.

Waste Water Facility Plan

In order to identify critical issues with the Town's sewer system, the Town needs to investigate, identify and evaluate in detail the existing conditions in the Town of Lincoln related to wastewater disposal and water pollution control.

At a minimum of every 20 years or with significant changes, the Town of Lincoln is required by the Federal Water Pollution Control Act to develop and implement (or update) a Waste Water Facilities Plan (WWFP). The Town should apply for funding for the plan through State grant and loan programs.

A WWFP is a document that serves as an important planning tool for the Town as well as a basis for action to correct existing problems and improve existing sewerage facilities. The WWFP identifies and evaluates the need for projects. A WWFP is intended to be a broad-based planning document, evaluating wastewater related needs of a community well into the future. The WWFP step is intended to carry out the preliminary engineering necessary to define a viable program for abatement of local problems. The goal of these tasks is to clearly identify needs in the community for improvements to existing sewerage facilities and for improvements to wastewater disposal practices in unsewered areas, and to develop and evaluate locally based, effective and viable methods of addressing such needs.

Water System

Although the Lincoln Water Commission is unaffiliated with Lincoln municipal government, it serves as a vital source for distributing residents' necessary resource - drinking water. The Commission is funded primarily through water sales and receives no town funding. The Commission is responsible for constructing, maintaining and upgrading all piping and facilities required for operation of an efficient town water system. The Commission encourages proper protection and upgrade of town water facilities as necessary.

The Water Commission currently operates with a staff of eleven people, seven on the crew and four in the office. The Commission's Restricted Asset Fund sets aside funding that is used for upkeep and maintenance of the water system to ensure proactive responses to water needs.

The Lincoln Water Commission lists three immediate priorities to ensure system efficiency:

- Town adoption of Wellhead Protection Areas as delineated by the Wellhead Protection Plan developed by the Lincoln Water Commission and as mandated by the RI Department of Environmental Management.
- Include the Water Commission in the development review process.
- Town management of growth in order to provide for the appropriate type, location and phasing of development for the purpose of ensuring adequate water supply for increased demand.

The Lincoln Water Commission currently (2002) makes service available to virtually all areas in the community. Only a few homes cannot connect to water service due to severe topographic constraints. Not all home-owners have chosen to connect into the system; some prefer to keep using their own wells, but service is available when and if they choose to connect to the system.

Lincoln's 2001 average water usage is approximately 2.5 million gallons per day ("mgd"). Annual average daily pumpage fluctuated throughout the 1990's from a high of 2.53 mgd to a low of 2.18 mgd. The Water Commission has projected that for its immediate future, there

is no projected shortfall in supply. More detailed analysis can be obtained by referring to the Water Supply Management Plan, on file with DEM.

Water Supply

The following sources of water are provided to the town of Lincoln:

1. Approximately 90 – 95% of the water supply is obtained by direct wholesale purchase from the Providence Water Supply Board.
2. Emergency water supply can be provided by the Woonsocket Water Supply Board and the Town of Cumberland Water Department.
3. Inactive Status: The Lincoln Water Commission maintains five wells in Lonsdale and Manville in an "inactive" condition. These well fields would be considered for emergency use only in the event of the failure of all other sources.
4. When needed, the water department uses groundwater from the Lonsdale well as a supplemental resource.

In the past, the Town was primarily dependent on wells whereas now the primary supply is from the Providence Water Supply Board through underground piping maintained by the Commission. The Commission's previous sources of water were the Commission-owned wells sites in Manville, Lonsdale, and Quinville, which together offer a potential supply of approximately 5 mgd. In the 1980's, the Commission found slight contamination of the Manville Wells Site. No contamination was found in the Lonsdale Wells Site, but it was considered that there was a potential for contamination there. The Commission discontinued (but did not abandon) use of its Quinville and Manville Wells Sites. Wishing to protect them from further degradation, and also to protect their status, the Lincoln Water Commission has requested that these well sites be included in the Rhode Island Wellhead Protection Program. Being part of this program makes Lincoln eligible for State assistance with certain analyses and programs relating to maintaining or upgrading the wells sites as necessary to provide safe drinking water. Working with the Department of Health, the Commission has defined the wells sites' status properly and monitors them in accordance with the "Safe Drinking Water Act" requirements where appropriate.

The Water Commission currently maintains four pump stations and two booster stations. The location of municipal wells is indicated in Table H.

Table H
Lincoln Water Commission Wells

WELL NUMBER	LOCATION
Well #11	Lonsdale
Well #4	Lonsdale
Well #10	Manville
Well #2	Lonsdale
Well #3	Manville
Well #5	Manville

Source: RIGIS

Because the water supply is limited, the Water Commission reviews each industrial or commercial application carefully with the following concerns in mind: appropriate use of water within a facility; proper and cost effective water recirculation and reclamation facilities to eliminate wasteful use of our water supply, capability of our system to supply requested needs and other specific technical requirements. For these same reasons, usage through current connections is monitored carefully.

Water conservation is a top priority for the Water Commission. The water rate structure is designed to encourage conservation. In the state, Lincoln's rate is among the lowest, and is assessed according to an "increasing block" rate. The basic fee is assessed up to a certain level of usage. As usage reaches higher levels, the rate assessed is significantly higher. The Water Commission also works for conservation through public education: press releases, information to school children, fliers and handouts given out during service calls. During occasional periods of particularly high demand, the Water Commission issues public requests for temporary cut-backs in consumption.

Water Supply Trends

Development trends have affected the water supply with a shift in the past couple of decades from manufacturing to office and retail businesses. Prior to the 1990's, water usage was steady year-round with a balance of 50% industrial/commercial and 50% residential. Today, the usage is approximated at 25% industrial/commercial and 75% residential. This shift puts a demand on seasonal usage as residences increase water usage during the peak summer months. Rather than a water ban, the town has successfully implemented odd-even watering days to monitor the usage during peak demand, where residences with an odd number are allowed to water on odd days only while those with an even number can water on even days.

Additional Town wide Water Use Estimates at Buildout

The 2001 Blackstone Valley Buildout Study indicates that residential water use could increase by over 900,000 gallons per day residential use and 1.3 mgd for commercial and

industrial use. This usage is based on 80 gallons per day per person for residential use and 80 gallons per 1,000 square feet of floor space for commercial and industrial use.

Wellhead Protection Plan

In response to the need to protect town wells from adverse impacts of development, the Water Commission developed a Wellhead Protection Plan. Municipal governments are required to develop and submit a Wellhead Protection Plan to the Rhode Island Department of Environmental Management in accordance with DEM's "Rules and Regulations for Groundwater Quality". The Plan must be incorporated into the town ordinances to mandate compliance of the Plan.

The Wellhead Protection Plan is similar to overlay zoning, which provides another layer of criteria to existing zoning. The purpose is to maintain water quantity and quality. The Commission requests that they be designated a reviewer of any proposed development within the designated and approved town Wellhead Protection Areas.

The Town Engineer is currently mapping the Wellhead Protection Areas on tax assessor maps so that the exact parcels in the overlay areas can be identified.

Projected Needs

The Commission's Rehabilitation Plan is used to project system needs 25 years in advance focusing on water main rehabilitation and cleaning of the water pipes. The town has 130 miles of piping with a life span of 100 years. Subsequently, approximately 1.3 miles of piping must be replaced per year. This constant replacement and maintenance must be done in order to maintain an efficient level of service for users. The Commission anticipates meeting water usage demands as long as growth management techniques are implemented including implementation of the Wellhead Protection Plan.

Solid Waste Disposal

Currently the Town provides solid waste collection services using its own crews and trucks. Three 32 cubic yard rear packers are in constant use with a fourth on stand-by to cover emergencies and scheduled maintenance. The Town's on-going capital budget schedules replacement of these trucks at the rate of 1 every 3 years, a system that has worked well.

Disposal is at the Central Landfill in Johnston. Thus the Town is relieved of the immediate burden of providing and supervising disposal, but at the cost of paying disposal fees. Long term waste reduction strategies remain the responsibility of the town, despite the state's management of the removal of generated solid waste.

Recycling

Since it's beginning in the early 1990's, recycling has grown dramatically with financial, programmatic and environmental implications. The town currently operates two recycling trucks (year 2000 and year 2001 Crane Carrier and one standby for use during breakdowns

and repair) that provide curbside recycling pick-up to all town residents. A third truck is needed especially to serve the growing condominium population.

Additional Town wide Solid Waste Estimates at Buildout

The 2001 Blackstone Valley Buildout Study indicates that an additional 2,699 tons of recycled solid waste and 9,979 non-recycled tons will be generated at buildout. This is based on generation of 460 lbs. per person per year of recycled waste (for residential use only), and 1720 lbs. per person per year of non-recycled waste.

Animal Protection Services

The Town's current animal shelter in the Industrial Park on Wellington Road is large enough to contract services to other towns. A revenue generator for Lincoln, it is likely to be expanded in the future. The site could accommodate this expansion.

Looking Ahead: Public Works and Water Commission Issues to Consider

1. The Town needs to develop a capital improvement plan to better plan for future costs. Continuing to adhere to maintenance schedules and to replace equipment on a regular basis will be essential in coming years. This will be a difficult priority to implement with an increase in compelling demands upon the Town budget. Fortunately, the Lincoln Water Commission has an Infrastructure Rehabilitation Plan with funding to support continual maintenance and upgrade.
2. The Town needs to continue efforts to establish exactly what technical tasks and financial investments will be necessary to use the Lonsdale Wells Site (and perhaps the Manville Wells Site). It must be noted that obstacles include: cost, the changing regulatory environment (e.g. implications of the Safe Water Drinking Act) and -- perhaps most difficult to overcome -- people's reluctance to accept water that has been treated and/or water that they think of as having been previously unacceptable.
3. When following the Plan's land use policies and adjusting land use regulations to implement those policies, special attention should be given to current and potential land uses that could have negative impacts upon the Town's wells sites (for example, currently undeveloped land near the Lonsdale site). It will also be important to maintain consistency between the Town's land use regulations and the Water Commission's policies regarding avoidance of abnormally high water use.
4. The Town should continue -- and expand as possible -- its water conservation program.
5. For both financial and environmental reasons, recycling and reduction of the volume of solid waste will be increasingly important public works programs in coming years.

Public Safety

Police

The Police Department finds itself in a situation where it is falling further and further behind industry standards with respect to almost all facets of its operations. Few, if any, recommendations and observations from the 1992 Comprehensive Plan have been addressed and the department finds itself at a crossroads where critical operational, staffing, facilities, and equipment issues need to be met in order to maintain itself as a viable law enforcement agency. Each of these areas shall be addressed using the 1992 Comprehensive Plan excerpt as a starting point.

Although Lincoln is a suburban community, it contains many indicators typical of urban communities. According to the January 1998 *Strengthening Cities Report* of the Urban Strategy Project by the Rhode Island Public Expenditure Council, Lincoln's violent and non-violent crimes for the year 1995 totaled 725, comparable to Cumberland and Johnston among the highest of all non-urban communities. This information was reported by the RI Division of Police in 1995. Another factor contributing to criminal activity is the high percentage of day/night population. Lincoln's day population is 8.8% higher than its night population, the fifth highest in the state as of 1995. Lincoln has other characteristics similar to urban communities including a high population per square mile, high percent of urban land use and high percent of multi-family housing.

Staffing

The 1992 Comprehensive Plan acknowledged that the Department's sworn officer staffing was appreciably lower than regional standards. The Plan noted that "municipalities in Lincoln's size range averaged 2.08 officers per 1000 residents (Burchell et al.) And, given that ratio, the Department was under-staffed by at least five officers. This was based upon the 1990 census report, which showed Lincoln's population to be 18,000. The Police Chief at that time identified a need of "at least 3 additional officers, one per shift." The Plan also noted that the department's staffing of 33 officers was set "at least ten years" earlier, and had not been increased in that time.

The department's assigned strength remains at 33 officers, however its actual strength is seldom as high as that due to attrition and hiring "pipeline" time restrictions. Presently, 3 officers who were eligible for retirement elected to leave active service lowering the department's actual strength to 28 officers. A recent hiring should result in the addition of four new officers who are in the RI Municipal Police Academy. These officers will become available for assignment to the Patrol Division upon successful completion of the department's Field Training Evaluation Program some time in August or September 2002. The department has expressed a desire to hire an additional four officers for the September Police Academy class, which, assuming no further attrition would leave the department with a total strength of 36 officers by March 2003. Further complicating the staffing problem is

the fact that two currently active officers are in the retirement window and could leave active service at any moment.

The problem remains that, in spite of new census figures, which report Lincoln's population in 2000 at 21,000, (an increase of 16.6% from 1990), the department still uses staffing figures, which are at least 22 years old. Using Birchell's ratio, current population figures suggest the department should be staffed with 43.7 officers, leaving a staffing shortfall of approximately 11 officers.

The negative impact of the department's staffing shortfalls is many. Critical administrative and operational positions go unfilled as supervisors are asked to perform these functions as "additional duties." Planning, Training, Professional Standards, Information Technology, Administrative Services, Public Affairs, and other important staff positions are non-existent and their function is often left to happenstance as a direct result of staffing shortfalls. In fact, a recent Liability Risk Assessment conducted by the RI Interlocal Risk Management Trust (RIIRMT) (December 2001), identified some of these staffing shortfalls as mandatory compliance items.

Additionally, the collective bargaining agreement between the town and the police union, still has a minimum manning clause which allows as few as 3 officers per shift be on duty, without regard for rank. This results in supervisors often being forced to assume patrol sector responsibilities, further eroding the likelihood that additional duties will be given proper attention. It also results in patrol officers, who can sometimes be inexperienced and untrained, assuming supervisory duties in instances where no supervisor is scheduled for duty. The three man minimum number is directly tied to the department's total staffing allotment and any increase would result in substantial overtime costs.

Lastly, staffing shortfalls also precludes the likelihood that a supervisor, or other sworn police officer, can be assigned to the police station at all times. This situation results in an unacceptable amount of responsibility being placed upon the shoulders of otherwise untrained civilian dispatchers. Dispatchers often find themselves responsible for handling walk-in complaints and station house security. Most notably, dispatchers are often solely responsible for monitoring the cellblock area while a prisoner or prisoners are being detained. This is accomplished via a black and white, video only, closed circuit camera located in the cellblock, on another level. Dispatchers are powerless to do anything in the event prisoners elect to do harm to themselves, each other, or otherwise experience a medical emergency. This situation has also been negatively identified as a mandatory compliance item in the Liability Risk Assessment report.

Facilities

The 1992 Comprehensive Plan also noted that the Chief of Police believed "office space (in the police department) was sufficient for the foreseeable future" This assessment is no longer valid. The department's facilities are bulging at their seams. New demands for staff and

administrative requirements, increased needs for interview rooms based upon the rising number of recorded incidents, room for growing records storage needs, rooms for storage of various program equipment, and a much needed area to house a professionally acceptable Bureau of Criminal Investigation lab for the Detective Division, can no longer be considered luxuries, but rather, necessities.

Aside from the Chief and Deputy Chief, no other supervisor has a single office dedicated to their particular function. Currently, the three lieutenants and three sergeants share a single office with a single desk and a single computer in the patrol division. The patrol division also lacks any organic interview facilities and must rely on using the detective's office for that purpose.

Equipment for DARE, Training, Firearms Training, Community Watch, and various other programs is located throughout the building in whatever areas the program administrator can appropriate. The record storage situation was also noted in the RIIRMT report in that archived records are prominently located in public hallways where their presence creates both a safety hazard to pedestrians, as well as a security risk because they are easily accessible to any number of people. Additionally, juvenile records are stored in non-secure area, an action that contradicts Justice Department standards for such records.

The Detective Division presently uses makeshift facilities in the darkroom, which is also used to store various equipment, as well as a work area in the garage where prisoners are brought into the cellblock area. No ventilation system exists in either area and again, the RIITMT noted a potential risk to employees as a result of the chemicals they are using in order to process crime scenes and evidence. They have no organic facility which to use exclusively for evidence processing and secure equipment storage.

Though all the above-noted problems are significant, none is as pressing as the department's need to renovate its prisoner holding area. The RIIRMT Liability Risk Assessment identified the condition of the cellblock as the department's most pressing liability risk, and recommended immediate closure of the cells. Poor monitoring capability, ineffective prisoner supervision, antiquated barred cell doors, and a lack of procedural safeguards were all noted by the Trust. The three detention rooms have no monitoring capabilities and are thus rendered unusable.

Recent attempts to address the Trust's concerns have created another set of problems. The covering of one cell door with lexonite glass in order to minimize potential hanging threats, has created substantial ventilation and monitoring issues. Other attempts to bring the cellblock into compliance with the Trust's mandates will be equally difficult given the current facility. A complete re-design and construction of the prisoner detention facility would seem to be the only real answer to this problem.

The department's present facility is incapable of being expanded in any meaningful way. It is, as the 1992 plan describes it, "an annex of the town hall." The building and much of the associated infrastructure is almost 40 years old. The only realistic solution to solving the department's present and anticipated space requirements is to relocate the department to a more suitable facility, or to build a new facility from the ground up which would serve the needs of a modern police agency well into the future.

Motor Vehicle Fleet

With regard to motor vehicles, the department finds itself at a significant disadvantage as compared to its peers. The department has a fleet of only seven marked vehicles, two unmarked vehicles, and two undercover cars. As a consequence, personnel are often left looking for a vehicle. At present, the department is the only northern Rhode Island agency without a four-wheel drive vehicle or a mobile crime lab. Of the seven-vehicle patrol fleet, three cars are 1 year old, two are 2 years old, one is 3 years old, and one is 4 years old. Typically, each of the cars is used for 16 hours on any given day, which results in the rapid accumulation of mileage and a high rate of repair.

This year's plan is to purchase three cars of which two patrol cars will be replaced, with the third car going to the Chief of Police. Typically, the cars taken out of service from the patrol division are handed over to the detective division, who are in dire need of cars as they are down to a single unmarked car. Additionally, the department is in the process of leasing two motorcycles for patrol use during the summer months.

The department's needs would best be served with the addition of a four-wheel drive vehicle, which could be equipped as a mobile command post and be assigned solely to supervisors. This would assure relatively low mileage usage and a vehicle life of at least 5 years. Additionally, the detective division could use either a second four-wheel drive vehicle, or a van, outfitted as a mobile crime lab. This vehicle could also be expected to have a long vehicle life, in excess of 5 years. Also, the addition of two more patrol vehicles would extend the effective service life of each vehicle to at least 3 years, and significantly reduce the high rate of repair for the fleet. Supervisory scrutiny would insure vehicle rotation and maintenance. Lastly, the Detective Division should be provided with two new, mid-size cars for day-to-day operations. The practice of giving them hand-me-down patrol vehicles historically results in a very high rate of repair to those cars as they typically have well in excess of 100,000 miles on them at time of acquisition by the Detective Division. Providing them with two new, less expensive mid-size cars, dedicated solely to use by them, would insure a vehicle life of at least 5 years.

Technology/Communications

The department continues to utilize a VHF base radio whose central component, a multi-channel VHF digital radio, is 3 years old. A communications dispatch console, which synthesizes all the dispatch functions (Police-Fire-9 1 1) is 15 years old and is becoming antiquated. A new antenna tower was constructed in 1999, which has significantly improved

fire services radio frequency performance, however it has added little value to the police radio capabilities.

The department's biggest communications concern remains radio coverage in certain sections of town where geographic masking significantly reduces or eliminates portable and car radio transmissions to the base station, and completely reduces portable-to-portable and car-to-car radio transmissions. This degradation of service presents a significant problem for patrol officers who have often resorted to using their personal cell phones to contact the dispatch center, or each other.

The department is in the process of installing two satellite receivers at strategic locations in the northern and southern ends of town, which should enhance portable and car radio transmission capabilities to the dispatch center, but will do nothing to improve portable-to-portable, or car-to-car capabilities. The installation of these satellite receivers is an additional critical step towards the implementation of a repeater radio system, which will vastly improve radio reception and transmission to and from all radio operators on the police frequency. Upon installation of the satellite receivers, the departments simply needs to obtain FAA approval for another frequency and then install duplexers with the satellite receivers before reprogramming the base, car, and portable radios before attaining a full repeater system.

The existing car radios are in excess of 10 years old and are experiencing loss of capabilities, a trend that will only get worse. Replacement of these radios should be factored into the budget over the next five years.

Computers

The department has spent its entire Law Enforcement Block Grant allocations for the past three fiscal years on computer upgrades. As a result, the department now has 12 stand-alone computer stations, which are networked and loaded with appropriate software. Each station can access the department's record management system (RMS), individual and public server accounts, and organic Microsoft Office software. Additionally, a number of computers have NCIC/RILETS (National Crime Information Computer/Rhode Island Law Enforcement Telecommunications System) access, while others have internet access. The department maintains its own web page and currently has additional grant funds available and earmarked for further computer upgrades.

The department's most pressing computer related hurdle lies in its records management system, which is currently PAMET. The department is one of two remaining PAMET accounts in Rhode Island; all other departments having switched to IMC. Federal mandate requires all local police agencies to comply with federal reporting requirements as outlined in the Department of Justice's NCIC 2000 plan. Rhode Island's local reporting hub is co-located with the RI State Police where NCIC control has developed RMS reporting software, which is IMC specific. PAMET users have had great difficulty in meeting the NCIC 2000

mandates due to PAMET's hesitancy to develop conversion software. As a result, the other RI PAMET user is likely to convert to IMC shortly, leaving Lincoln as the lone RI PAMET user and further decreasing the likelihood that PAMET will develop necessary conversion software.

Additionally, the RIIRMT Risk Assessment Report identified PAMET software as inhibiting the department's "ability to maintain good records" and called it "antiquated." Conversion to IMC software appears to be imminent and will be costly, however it remains the only alternative in order for the department to be compliant with NCIC 2000.

In conjunction with a RMS conversion, the department is awaiting receipt of a live-scan prisoner fingerprint and processing machine, purchased by the Governors Justice Commission. Live-scan processing, in conjunction with IMC software, will make all prisoner records and files available to all other NCIC users in a digital format through AFIS (Automated Fingerprint Identification System). It is unclear if we will be able to feed and or share in AFIS with prisoner information through our existing PAMET software.

Lastly, the department continues to be one of the last remaining police agencies in the state to operate without the benefit of mobile data terminals (MDTs) in their police cars. MDTs provide officers with the ability to access both NCIC/RILETS and the department's RMS from their patrol cars via radio or some other communication mode. The benefits of MDTs are obvious. Giving patrol officers the ability to access RMS and NCIC from the road from their own terminals results in decreased dispatcher overload, which is already been identified as a significant problem area. Additionally, it also results in more "on beat" time for the officer as his/her need to come into the station is now limited to arrest situations only. Reports can be done from their patrol car, on the road. MDT employment is a significant force multiplier for the department.

The successful employment of MDTs is hindered at the department by two significant limiting factors. First, the current communications platform would make it extremely costly and time consuming to apply for and receive a separate radio frequency from the FAA for data transmissions. A more likely alternative would be to use CDPD (Cellular Digital Packet Data), which would rely on data transmission via common cellular carrier waves. This would require that the cars and dispatch center be equipped with the proper equipment and that the department enter into a contract with a common cellular carrier whose signal is geographically suitable to Lincoln.

Secondly, the department's RMS would need to have software available to allow it to be accessed through CDPD, or any other mobile medium. Once again, it is unclear if PAMET has this capability while IMC most definitely does.

One-Year Action Plan - 2002-2003

- Increase manning of sworn officers. This will bring the Department's total strength to 37 sworn officers, 6 civilian dispatchers, and 2 civilian administrative employees
- Create administrative officer staff position responsible for incidental projects (i.e.-rules and regs/policies and procedures, professional standards, facilities, fleet management)
- Purchase closed-circuit, recordable, color camera system for cellblock area and detention rooms along with monitoring stations at dispatch center and in supervisor's office
- Purchase one new patrol vehicle, one new Chief of Police car, and one new detective vehicle. Trade in no cars; give one used patrol vehicle to Detectives Division. This will increase marked patrol fleet to eight cars and Detective fleet to three cars.
- Create secure record storage area for juvenile records
- Install satellite receivers for communications systems improvement
- Apply for frequency license for second frequency required to complete repeater system upgrade
- Install Live-Scan fingerprint system
- Purchase infrastructure for Mobile Data Terminal operations. Purchase 2 mobile data terminals
- Replace 2 car radios
- Provide detectives with a ventilated area to perform necessary crime scene processing procedures
- Research, redesign, relocation, or construction of a new, police station based upon need for additional facilities
- Research probability of accreditation

Two-Year Action Plan - 2003-2004

- Add 3 officers to total strength of police department staff. This will bring the Department's total strength to 40 sworn officers, 6 civilian dispatchers, and 2 civilian administrative employees
- Create full time Training Officer staff position, and full time School Resource Officer position
- Create three additional sergeant positions in patrol from existing staff and mandate supervisor on duty at all times. This will insure that each shift has 1 lieutenant, 2 sergeants, and 6 patrol officers

- Purchase and install duplexer components for repeater radio system upgrade. Reprogram portable radios, car radios, and base station radio
- Purchase four-wheel drive vehicle for patrol and retrofit as a command vehicle. This brings total patrol division vehicle allotment to 9
- Purchase new mid-size detective car; junk one of their old patrol cars.
- Convert record management system to IMC
- Purchase digital booking system and integrate with IMC software
- Purchase 2 additional mobile data terminals for a total of 4
- Decide on facilities plan. Resign, relocation, or construction
- Decide whether to pursue accreditation or not. Appoint and train Accreditation Officer.

Five-Year Action Plan - 2004-2005

- Have added 3 officers to total strength of police department staff. This will bring the Department's total strength to 43 sworn officers, 6 civilian dispatchers, and 2 civilian administrative employees
- Have purchased four wheel drive or Van for detectives and retrofit it as a mobile crime scene vehicle
- Have purchased mobile data terminals for all patrol vehicles
- Have replaced dispatch communications console
- Have relocated, or constructed a new police facility capable of handling the needs of a 51 person, sworn and civilian department.
- Have achieved initial accreditation status through CALEA

Ten-Year and Beyond Action Plan - 2004-2005

- Have upgraded all computers and associated software to the point that the department is in compliance with industry standards
- Maintain manning strength to insure a ratio of 2.08 officers per thousand residents
- Maintain a patrol car to patrol officer ratio (marked and unmarked) of no less than 1:3
- Have moved into and outfitted a new police facility with state-of-the-art police, administrative, computer, and communications equipment
- Have attained re-accreditation status from CALEA

Fire Protection

There are 7 separate Fire Districts in Lincoln, each oriented toward a particular village and funded through appropriations received from a district fire tax collected through a district

property tax assessment. There are a total of 8 fire stations, 15 permanent personnel, and approximately 200 volunteer firefighters although there may be some overlap of volunteers in more than one department. Each District has its own Fire Chief. The Water Department works together with all 7 Fire Districts to assure necessary flow for fire fighting. The 1974 Comprehensive Plan recommended that a town-wide fire alarm system be installed. This was subsequently put in place, and the Police Department serves as central dispatcher.

The question has been raised of whether the community should shift to a centralized municipal Fire Department. The 1989 survey showed residents to be evenly split on this question: 45% favored such a change, 31% opposed it and the 24% who didn't know could be influenced to vote either way as a result of the recommendations of the current Fire Study Committee.

Fire protection ability was enhanced recently for the Town of Lincoln when the Water Commission extended its system to all outlying areas previously not served. This service provides fire hydrants and adequate transmission and distribution facilities for proper fire protection throughout the town.

Emergency Rescue Service

The Town provides rescue services in conjunction with the Fire Districts. The Police Dispatcher also dispatches for ambulance and rescue. The two Town-owned rescue vehicles operate out of the Albion and Lonsdale Fire Stations. The ambulances and fire stations are owned by their respective Fire Districts. Twelve full-time rescue workers are unionized Town employees, but they are supervised by the Fire Chief of the station out of which they operate. On paper this appears to be a difficult administrative structure, but the people who are involved appear to be making it work. In the 1989 survey residents gave exceptionally high marks to the Emergency Rescue Service.

Emergency Management

The Town of Lincoln's Emergency Operations Plan (updated 2001) is located in the Police Department, and copies are available in Town Hall. The position of Emergency Management Director is jointly held by the Chief of Police, the Evacuation Committee, and the Civil Defense Director. In case of emergency, the Plan directs local officials to gather at the Police Department in Town Hall to direct emergency operations. There is no longer a local warning system with planned mobile warning stations. In 2001, the Town signed an agreement with the Red Cross to identify and license in-place public protective shelters, including 11 fallout shelters.

A number of Town departments and officials carry out duties relating to avoiding and/or dealing with emergency situations. Together the Police and Fire Departments maintain the Title III-mandated records regarding hazardous materials in the work-place and on the highways, and the central dispatcher for emergency services operates out of the Police Department. The Department of Public Works monitors and handles damage from severe

storms through tree trimming and repairs to infrastructure. A member of FEMA, the Town of Lincoln uses FEMA maps and abides to FEMA regulations during the development review process. FEMA regulations are part of the zoning ordinance

The town does not plan on requesting federal funding to help pay for the services of a Director of Emergency Management, because this role is filled jointly by citizen volunteers and the Chief of Police.

All town department heads are provided with a NEXTEL emergency two-way phone.

Looking Ahead: issues to consider:

The Police Department requires immediate attention to improved facilities, equipment, technology and increased staffing as detailed in this element. The town's growing employee and resident population increases the need for police responses during the day and evening.

As Lincoln's population increases, the community will also have to decide whether to restructure the delivery of fire protection services. More efficient administration and economies of scale will be important considerations, but also will be the tradition of village-based service and the extremely important contributions of volunteer fire fighters.

Town Library

Facilities and Usage.

The 1974 Comprehensive Plan recommended the construction of a central library to replace the old library on Chapel Street. The Plan also recommended locating this new library on the site of the Junior and Senior High School Complex. The new Town Library was constructed in 1980 in the recommended location. Its central location serves both the southern and northern sections of town. The 1995 Plan indicated that a need for branch libraries was not foreseen. Thanks to grants from the Champlins Foundation, the Library's automation system was updated in the early 1990's. Use of the Library has risen steadily; for example, circulation during the year 1985-86 was 113,300, whereas in 1990-1991, circulation was 145,000 (a 28% increase) and in 2001, circulation was 174,628 (an additional 20% increase). The hours of operation are tailored to match use population needs. As targeted by the 1995 Plan, in June 1994 the library increased its hours of operation to 60 hours/week.

The 1992 Plan indicated that the Library's building is adequate in size, and there is adequate shelving space, requiring only interior renovation and reorganization for more efficient use of the work and program space. The current library building is inadequate in size to meet 2002 demand. Presently, there is insufficient shelving space, and workspace for staff and the public. Additional shelving, work and program space is desperately needed in order to

properly serve the town's growing population. Changing technology also continues to place demands on the Library's meager space, demands which the Library is expected to meet. For example, when originally designed, there was not a need for new media space, but now the Library houses a video cassette collection, a CD collection, a DVD collection and a CD-ROM collection. The addition of computers and wiring has forced the library to make drastic decisions that will impact the services offered to our patrons. This is beginning to impact the amount of seating and study areas available for the public. The computerization of the card catalogue has been completed. This also provides a good opportunity for more efficient arrangement of the work and program areas.

Maintenance costs for the Library building and grounds have been cut back in recent years, however slow progress has begun with installation of new rugs, etc.

In order to contain costs and stay within three years of level funding, the Library has altered the rate at which materials in the collection are added and replaced. For example, encyclopedias are replaced every 5 years instead of every 3 years, as was the previous practice. Annual reference materials are replaced every other year. Not being able to replace all lost materials leads to a general attrition of the collection. Maintenance of the Library building and grounds has also been cut back in recent years. Replacement of the leaking roof was completed, one of the largest capital improvements.

Staffing.

Since the 1992 Plan, three full-time positions have been added in addition to the Director and Assistant Director positions: a Reference Librarian, Children's Librarian and Electronic Resources Librarian. Seven additional staff members work 32 hours per week. The remaining staff includes four part-time professionals and one part-time non-professional. The Library is in need of more non-professional help. The additional responsibility of new media, as well as an increase in circulation has put additional demands on the circulation staff. Ten part time staff each work from 9 to 30 hours/week. During the 80's this staffing barely met state standards (as necessary for reimbursement). As of the 1990 census, Lincoln's increased population has elevated the community into a higher statistical category, which corresponds with a need for more professional librarian staff hours and support staff hours in order to be open the required 60 hours per week. For example, assuming the Library is open for the required 60 hours, then it will need at least 31.5 more hours/week of professional assistance in the reference department and 60 hours in the children's department. In light of Lincoln's increased population and the number of children who use the Library, the state minimum standards call for at least one "full time equivalent" professional children's librarian.

Looking Ahead: issues to consider:

1. Short-term objectives of the 1992 Plan, replacement of the Library roof, additional professional librarian services, and increased hours were accomplished. However,

other needs have arisen in light of increased users and the natural passing of time. It is essential that the Library address its need to provide appropriate space for the various programs and services that the Library extends to Lincoln residents. Additional space is also required to support the Library's collections. Lincoln Public Library must continue to meet the expectations and needs of Lincoln residents. The Library should soon enter into a building program to either expand the current facility or construct a new building. The library needs to install a new phone system in order to better fulfill the state minimum standards in the future.

2. The increasing number of children and elderly people in Lincoln implies that the Library's programs need to be adjusted to meet their needs. For example, the collection, hours of operation, special staff skills, and outreach activities all should be considered when trying to meet the increasing demand for services to these groups.
3. The Town should weigh the potential advantages of regionalization of library services. At present there is a significant amount of "inter-borrowing" among libraries in Lincoln and nearby communities; that is, Lincoln residents check out materials from them, and their residents check out materials from the Lincoln Library. Consolidating administration could lead to economies that could translate into more of the Library's budget going into services and materials.

Senior Center

Facilities

Built by the Saylesville Finishing Plants in the 1880's, the historically significant "Fireman's Hall" located at 40 Chapel Street was the community center and former town library of the mill village of Saylesville until its conversion into the Town of Lincoln Senior Activities Center. The percentage of local elderly residents has risen in the last few years and continues to exceed the state average (16.5% compared to the state average of 14.5% according to the 2000 US Census). Programs and services have been expanded to meet the growing needs of Lincoln's elder population. In addition to the health, fitness, transportation and congregate mealsite services offered in the 1980's and 1990's, the center now provides a wide variety of programs, resources, and services including but not limited to arts and humanities programming, educational programming, employment, heating, electric, food, and other basic assistance, recreational activities, intergenerational programming, senior advocacy, information, referral, and counseling, adult protective services, chore service, substance abuse and early intervention programming. Sufficient parking for the Senior Center Facility has always been a major problem. Consideration should be given to the accessibility and benefits of a larger and more centralized facility in lieu of multiple satellite facilities.

Programs

The Senior Center is able to provide a wide range of services, resources, programming, and activities through the Lincoln Senior Center's office of Elder Information and by coordinating with a variety of other agencies and organizations. In collaboration with Senior Services of Woonsocket, the Center operates two congregate mealsites at opposite ends of the Town of Lincoln. The southern site is located on the first level of the Lincoln Senior Center. The second mealsite is located in the activity room of the Manville Manor. Both sites have a 100-seat capacity. Programming at the Lincoln Senior Center focuses primarily on the elder population's need for physical, educational, social, and recreational activities. Other resources, programming, and services were developed and instituted based on the requests of the participants, and elders at large in our service area. Physical activities programming at the Lincoln Senior Center are designed to prevent age related muscular degeneration and atrophy. Low impact strength training exercise programs are designed even for seniors on crutches and those currently using walkers and wheelchairs. The physical programming is designed to not only build strength but also to improve self-image. Health/Wellness and Safety programming include preventative health screening programs and influenza/pneumonia vaccination clinics. The Lincoln Senior Center also sponsors health fairs and fire, medication, fall prevention, and other safety seminars to name just a few, and coordinates programs with the town's housing authority. The Center also operates a program of Senior Transportation providing Lincoln's seniors with rides to and from the Center to shopping centers, and to off-site activities. Based on an on and offsite evaluation of the expanded programs, services, resources, and activities offered by the Lincoln Senior Center in 2001, the Senior Center was awarded full national accreditation by the National Council On The Aging, (NCOA), and National Institute Of Senior Centers, (NISC), for the very first time since it's doors opened in the 1980's.

Transportation

The current Senior Bus is handicapped accessible and has a capacity of 16-seated passengers and has areas for two wheelchair bound individuals. There is a strong demand for senior transportation in the Town of Lincoln and serious thought should be given to acquiring a bus with additional capacity, and/or a small senior shuttle vehicle. Medical transportation is provided to the Town's seniors through the state subsidized "RIDE" program. The "RIDE" program is overburdened however, and the waiting period for rides to medical appointments is currently in the 6-8 week range.

Staff

As of 2001 the Human Services/Lincoln Senior Center staff is made up of 5 full-time employees, (Director, Program Assistant, Elder Information Specialist, Substance Abuse Prevention Coordinator, and Senior Bus Driver), and 3 part-time employees, (Mealsite Manager, Dishwasher, and Custodian.)

Although growth in the 65 and older age groups only increased by 204 persons between 1990 and 2000, the town has a 16.5% population of elderly compared to a state population of

14.5%, as indicated in Table I. According to Statewide Planning Program's age projections, Lincoln will see a significant increase of its aging population in 2015 and 2020.

Table I
Percentage of Population 65 or Older, 1980-2020

AGE	1980	1990	2000	2010	2015	2020
65+	2457	3240	3444	3258	3566	4032
Total Population	16949	18045	20898			
% of Lincoln's Total Population	6.9%	5.6%	6.0%			

Source: Rhode Island Statewide Planning Program. April 2002. www.planning.state.ri.us

The following cohort analysis indicates the number of persons in each age group as well as the number of persons in each cohort between 1990 and 2000. Age groupings indicate the number of persons in a particular age group at two different periods of time whereas a cohort tracks the movement of age groups over time. For instance, a person in the 20-24 age group in 1990 will be in the 30-34 age group in 2000. A cohort analysis will determine how many in an age group are retained over time. This analysis is important for making informed assumptions about a particular population. Are we losing the elderly population as they age? What is the retention of school age kids? As seen in Table J, the cohorts with the most significant loss between 1990 and 2000 were the 70-74, 75-79 and 80-84 cohorts. Even though the elderly population (65+) grew by 6.3% between 1990 and 2000, the town's ability to retain this cohort was lost, potentially due to deaths or relocation to elderly housing (nursing homes, etc) or services outside the community. As indicated in the Housing element, Washington Hill is the only Elderly complex in Lincoln. In other words, although there is growth in elderly persons, not as many people were retained between 1990 and 2000. Losses are expected in the 85+ cohort. This cohort is an indicator that there is a need for downsized housing as residents age. The other significant loss in cohort population is the 20-24 grouping. At college age, the 20-24 cohort is likely to leave the community whereas more obscure factors could have affected the decline in the 60-64 and 65-69 cohorts. The highest retainage is with 10-14 year olds and 35-44 year olds, typical ages for young families. Not only was the retainage high in the cohort population, but also the number of people in these age groups rose dramatically (33-60%).

Table J
Comparison of Age Group and Cohort Changes, Town of Lincoln

AGE GROUP	1990	2000	AGE GROUP NUMERIC CHANGE	% CHANGE AGE GROUP	COHORT NUMERIC CHANGE	1990-2000 COHORT	COHORT RETENTION RATIO
0-4	1100	1151	51	4.60%	---	---	---
5-9	1116	1496	380	34.10%	---	---	---
10-14	1014	1630	616	60.70%	530	48.20%	148

15-19	1108	1278	170	15.30%	162	14.50%	115
20-24	1094	828	-266	-24.30%	-186	-18.30%	82
25-29	1390	1201	-189	-13.60%	93	8.40%	108
30-34	1390	1201	-189	-13.60%	107	9.80%	110
35-39	1360	1812	453	33.30%	422	30.40%	130
40-44	1360	1812	453	33.30%	422	30.40%	130
45-49	989	1543	555	56.10%	184	13.50%	114
50-54	989	1543	555	56.10%	184	13.50%	114
55-59	868	1022	154	17.70%	34	3.40%	103
60-64	1029	937	-92	-8.90%	-52	-5.20%	95
65-69	956	823	-133	-13.87%	-45	-5.18%	95
70-74	956	823	-133	-13.87%	-206	-20.02%	80
75-79	512	678	166	32.32%	-278	-29.09%	71
80-84	512	678	166	32.32%	-278	-29.09%	71
85+	305	443	138	45.20%	-69	-13.48%	87
Total Persons	18045	20898	---	---	---	---	---

For accurate analysis, highlighted age groups were estimated from the actual figures since age groups in these categories were by 10 year groupings rather than five years. For instance, groupings 25-34 were separated into two age groups: 24-29 and 30-34.

Human Services

At present, the majority of human services are available through offices located in Woonsocket or Pawtucket, depending on whether a person lives in the northern or southern part of Lincoln. There is not a central, convenient place where Lincoln residents can go to ask questions, to find out what assistance they are entitled to, and to learn how to get that assistance. Nor is there a person in Lincoln who has an overall view of needs and resources, and who can coordinate the connection of people in need with the services that are available.

In light of Lincoln's growing and changing population, the Town should carry out a careful assessment of how the human service delivery system is structured now in relation to residents and their situations. Based upon discussion of that assessment, townspeople can then decide whether and how the administrative structure should be adjusted to better serve the community.

Substance Abuse Prevention Coordinator

On the upper level of the Lincoln Senior Center is the office of the Lincoln Substance Abuse Prevention Coordinator. The Lincoln Substance Abuse Prevention Council is a coalition of Lincoln voluntary members, representing both the private and public sectors of our community concerned with the development, implementation, and advocacy of effective community based substance abuse prevention programs as they pertain to the RI Substance Abuse Prevention Act and any other substance abuse prevention funds and resources. The

council is funded by the RISAPA, under which 35 community-based task forces representing all 39 municipalities in the state develop and implement annual comprehensive prevention plans in their respective communities.

The council recognizes that substance abuse is a community problem and its prevention requires community action. The council does not focus on enforcement, or intervention. Prevention deals with the underlying knowledge, attitudes, and behaviors. The council meets every second Monday of each month at 5:00 at the Lincoln Town Hall. The council also offers a smoking cessation program, which is held weekly at the Lincoln Public Library.

The Lincoln Substance Abuse Prevention Council is proud to work jointly with the school department, police department, senior center, municipal government, as well as other community organizations.

Summary

It is a challenge for the Town of Lincoln to maintain the current high level of services in the face of expanded demand for services due to growth, when at the same time that the traditional sources of financial assistance are drying up at the state and federal levels. Fortunately the Town has experience with planning carefully, and then implementing those plans. The Town also has the advantage of experienced officials at many key points in the administration, officials who know their community and how it works.

Ironically, this latter strength is also a vulnerability. Lincoln thinks of itself as a rural community that conducts its business as a small New England town. In fact, the community has become a large town that has activated sophisticated regulations and business practices in order to manage and benefit from growth. It must be expected that over time there will be a change over among town officials and employees. Before experienced people move on, the Town needs to profit from their knowledge about Lincoln in order to adjust the governmental structure as necessary to function well during the next phase.

VI. Municipal Services in Light of 2001 Build-Out Projections

Findings of the Buildout Analysis Related to Municipal Services

A complete description and discussion of buildout projections are found in the Land Use Element. The purpose of this section of the Municipal Services Element is to summarize the portions of the analysis that relate to Lincoln's delivery of services and to highlight their implications. The Blackstone Valley Tourism Council conducted the Buildout Study in coordination with but independently of the Town of Lincoln in 2001 using best available information on land use, zoning, services and facility use.

1. At buildout under current zoning, there will be approximately 4,698 additional units of housing, which would be a 55% increase in the number of homes in Lincoln.
2. This buildout is estimated to result in approximately 11,604 residents and 2678 additional school children.
3. The majority of buildable residential land is located in Limerock between Route 116 and Route 123 on either side of Route 146.

Implications

1. With an average of 100 units built per year, buildout could be seen by the year 2050. The significant projected increase in population implies that the Town will have to exert a continuous effort to maintain its level of service delivery. Growth management techniques may need to be implemented in order to manage the type, location and rate of growth.
2. Insufficient school capacity, in particular, is an immediate challenge requiring thoughtful planning. . The 2001 Long-Range School Facility Plan (Torrado Study) details the specifics in how to meet capacity for the near future.
3. Although Town service departments will have to plan for increased numbers of residents in all villages, the greatest increase in demand is projected to be in the Limerock village, due to it containing the majority of developable land.

Services and Facilities Strategy Summary

Status of Service and Facility Planning in Lincoln

Lincoln has a well-managed town government; however a continual assessment of its services and facilities will be required. The major issues on the horizon are increasing school populations, police department needs and assessment of replacement and/or consolidation of municipal facilities. The plan supports current efforts to evaluate school buildings needs and to protect the town's existing wellfields through a wellhead protection program.

Goals

To provide an efficient and economical program of community facilities commensurate with community growth and in locations best suited for both the present and future needs of the Town.

Reconsider the six-year Capital Improvement Program in order to inform the people of future capital needs and ensure that capital needs are within the fiscal capabilities of the Town and that those needs are presented to the people for their consideration.

Policies

1. Continue the town's tradition of neighborhood based services and facilities to the degree that those approaches are fiscally sound for the town as a whole and for the range of residents within the town.
2. Continue efforts to seek back up water supplies to augment dependence on the Scituate Reservoir.
3. Maintain sufficient financial strength within the town budget to support high quality maintenance of existing and planned town facilities.
4. Maintain sufficient financial strength within the town budget to maintain 31 sewer pump stations.

Policy Statement on Services and Facilities in the Villages:

Lonsdale: Lincoln will seek to gradually upgrade all sidewalks within the village. The town of Lincoln will consider adoption of stronger site planning provisions that will protect the river and all surface waters from non-point source pollution. The town of Lincoln will work to conform to the requirements of the Safe Drinking Water Act and to prepare a wellhead protection plan. Key challenges include:

- Thought must be given to the eventual reuse of the School Administration Building on Lonsdale Avenue. It is likely that the Post Office will also seek a new site in the future.

Saylesville: The town of Lincoln will continue to provide high quality services to the village of Saylesville as with all villages of Lincoln. The major likely investment will be for upgrading and paving roads within the Saylesville industrial area.

Fairlawn: The town of Lincoln will continue to provide high quality services to all its villages including the village of Fairlawn. A crime watch program for Fairlawn should be discussed by residents and the police department.

Quinnville: All services will continue to be of high quality.

Limerock: The town will continue to provide high quality services to this and other villages. Consideration should be given to use of land within the village for future schools or community center facilities. Key challenges include:

- Rural protection zoning should be adopted to protect water quality of the watersheds and to protect the rural character of the area.

Industrial Corridor and Parks: Lincoln should continue to provide high quality public services to all parts of this planning area.

Albion: Services should be maintained at their current high levels of quality. Improvements will be needed at the local park.

Manville: The Manville section of Lincoln will continue to receive high quality services from the town.

Services and Facilities Actions

SF1-Guidepost Actions

- a. Continue and expand town recycling efforts.
- b. Continue to educate the public concerning the need for long term solid waste management solutions and the role of each household in helping with those solutions.
- c. Continue to pursue extending sewer and water service to the 1.5% of unserved areas.
- d. Continue the town's pavement management program of gradual repaving to avoid large scale deterioration of all roads repaved during the sewer project.
- e. Strengthen the public safety staff, as feasible.
- f. Monitor and plan for on-going repairs to town facilities.
- g. Continue to document and make the case for adequate funding for park and open space maintenance.
- h. Continually evaluate school capacities as population fluctuates.
- i. Review and consider the recommendations of the fire station study.
- j. Continue efforts to protect Lincoln's wells as a backup for future use.
- k. Strive for continuity on boards and in town policies and provide board education opportunities.
- l. Consider the adoption of impact fees, a system to determine and charge to each new development, the additional municipal costs that will be caused by that particular development. Only costs directly attributable to a development can be charged.
- m. Reconsider the subdivision regulations with regard to the requirements for dedication of public land so as to allow for the payment of cash in lieu of dedication of land so that more critical parcels can be acquired.

SF2 -Townwide. Consideration should be given to the pros and cons of a regionalized library system. The town should form a task force to meet with adjacent library systems and consider whether regionalization makes sense for the community.

Action Agent: Library director

Cost: Staff time

SF3 -Townwide. Consideration should be given to whether the town should become involved in supporting greater access to information on available human service programs. Currently, those services are provided by organizations in Woonsocket and Pawtucket and Lincoln's human service coordinator channels information and requests. The town should evaluate whether local information or direct services would benefit the community.

Action Agent: Town Administrator forms short-term task force to quickly look at the issue of access to services.

Cost: Staff and volunteer time

SF4 -Townwide. Form a short-term task force to consider reuse options for all town and school buildings.

Action Agent: Town Administrator, School Committee

Cost: Volunteer time

SF5 - Fairlawn. The future use of the Fairlawn School, in light of recent federal requirements regarding access for persons with disabilities, should be evaluated. This should occur in conjunction within an effort to review all town buildings and their future potential.

Action Agent: Town Administrator's office, School Committee

Cost: Board, staff or committee time.

SF6 - Townwide. Work with the Water Commission to prepare a long term evaluation of the best water supply options for the town over the course of the next two to three years. Uncertainties on the supply of water from Pawtucket and statewide supply demands on Scituate Reservoir may change the town's strategy on where and how it should obtain additional supplies.

Action Agent: Water Commission and Public Works Department

Cost: Unknown

SF7 - Townwide. Consider preparing a long-term preservation and maintenance plan for town-owned properties.

Action Agent: Town Administrator

Cost: Unknown

SF8 - Townwide. Determine the need and potential location of a new municipal facility.

The most urgent need is for an adequate police facility; although, the town's library, town hall and other facilities are also facing space problems. A new facility could combine several municipal services in one centralized location. Town land should be acquired now.

Action Agent: Town Administrator, All town departments

Cost: Staff time. Unknown.

SF9 - Townwide. Meet the demand for staffing, technology upgrades and facility and equipment requirements of the Lincoln Police Department.

The town should encourage a quality level of staff, technology, equipment and facilities for police operation so that superior service can be provided to protect resident's health, safety and welfare.

Action Agent: Town Administrator, Lincoln Police Department

Cost: Staff time. Unknown.

SF10 - Townwide. Continually assess the need for an indoor recreation and community center, especially to meet the middle-school age population.

Middle-school age students are a target population for recreation and community activities. Since this age group is under driving age, creating a facility within walking distance of schools is key. Currently, the library serves as a popular after-school hang out.

Action Agent: Town Administrator

Cost: Youth Center. Unknown.

SF11 - Townwide. Apply for state grants and develop a Waste Water Facilities Plan.

In order to properly maintain existing service and provide future availability, the Town must develop an updated Waste Water Facilities Plan. The WWFP needs to include an Inflow/Infiltration Study, provide accurate mapping of the existing systems and data on flows and service connections. Regulations and standards for new pump stations must be developed.

Action By: Town Administrator

Cost: Unknown.

SF12 - Townwide. Determine the need for a human services liaison for town residents.

In light of Lincoln's growing and changing population, the Town should carry out a careful assessment of how the human service delivery system is structured now in relation to residents and their situations.

Action By: Town Administrator

Cost: Unknown.

SF13 - Townwide. Consider the need for a townwide fire district.

As the town's employee and resident population increases, additional demand will be put on the current seven fire districts. Consideration to a consolidated fire district should be given in regards to improved safety, response and cost. The 1989 survey showed residents to be evenly split on this question: 45% favored such a change, 31% opposed it and the 24% who didn't know could be influenced to vote either way as a result of the recommendations of the current Fire Study Committee. With the influx of residents, a new survey may warrant the need for a regionalized system.

Action By: Town Administrator
Cost: Unknown.

SF14 - Townwide. Consider the continual needs of the senior center.

Benefits of the senior center include a wide-variety of programs and activities. The elderly population will increase demand on the facility and programs. Future needs include an ADA-accessible facility, a larger building as well as parking and shuttle bus demands (acquiring an additional bus, etc.).

Action By: Town Administrator/ Senior Center
Cost: Unknown.

SF15 - Townwide. Consider the needs of an additional youth center.

A youth center is increasingly important to involve and engage pre-teen and young teens with after school, evening and weekend recreation, homework / computer labs, and social activities. This population, although generally too old for traditional after school child care programs, may become an at risk group for negative behavior without appropriate supervision and directed activities.

Action By: Town Administrator / Planning Department / Recreation Department
Cost: Unknown.