

Lincoln Station Planning Study

Planning Board
Lincoln Station Study Committee

2014

Lincoln Station Planning Study

Table of Contents

Acknowledgements.....	3
Preface.....	4
I. Introduction	5
A. Study Area.....	5
B. Approach and Methodology.....	6
C. Past Plans and Studies.....	6
II. Background	10
A. Description.....	10
B. Demographic Profile	10
III. Lincoln Station.....	19
A. Study Area Description.....	19
B. Market Area Profile.....	22
C. Field Observations.....	24
IV. Opportunities and Constraints	28
A. Focal Areas	30
B. Infrastructure	34
C. Village Development and Enhancement Tools.....	43
V. Village Center Comparative Analysis.....	56
A. Rockport Whistlestop Mall	57
B. Beverly Farms	62
C. Hamilton.....	68
D. West Concord.....	74
E. Observations.....	82
VI. Conclusions.....	88
A. Overview	88
B. Summary	89
C. Action Alternatives	91
1. Status Quo.....	91
2. Modest Action.....	92
3. Great Action.....	93
Appendix A. Summary of Study Area Parcels	95
Appendix B. Funding and Development Programs	97

Acknowledgements

The Planning Board wishes to thank the many individuals whose dedicated work made this study possible. First and foremost is Ken Hurd, who chaired the Lincoln Station Study Committee from its inception in 2010 to completion. Other Committee members have included Ken Bassett, Renel Fredriksen, Pamela Gallup, Geoff McGean, Peter von Mertens, David O'Neil, Ellen Meyer Shorb, Jonathan Soo, Paul Giese, Andy Cole and Ruth Ann Hendrickson. Early advice was also obtained from Bob Lemire and Peter Sugar. Judi Barrett, formerly of Community Opportunites Group, Inc., provided consulting services. Chris Reilly, Director of Planning and Land Use, contributed significant research and wrote a major part of the report. We also thank our fellow former Planning Board members Dan Boynton, James Craig and Neal Maxymillian for their input as well.

Planning Board

Bryce Wolf
Robert Domnitz
Rick Rundell
Margaret Olsen
Lynn DeLisi

Preface

This study arose from the Town of Lincoln's Comprehensive Long Range Plan. The Long Range Plan was developed through nearly five years of effort by more than 100 volunteers and was accepted at the Fall 2009 Town Meeting. A key issue identified in the plan was the economic sustainability of Lincoln's small commercial area, Lincoln Station. In 2010 a Planning Board subcommittee, headed by Ken Hurd, was formed to address this. It included Planning Board members, representatives from several other Town boards (Selectmen, Housing, Water, etc.) and additional volunteers.

Just as that subcommittee was getting underway, a winter snowstorm in early 2011 collapsed the roof of Donelan's. The market remained closed for 15 months, not reopening until May, 2012. The loss of this anchor had a severe impact on nearby businesses, greatly inconvenienced local residents, and gave greater impetus to the subcommittee's work. The 2012 Town Meeting voted to appropriate \$15,000 to fund a Lincoln Station study. These funds were then used to hire a consultant to begin certain aspects of the work later that year. Meanwhile, Planning Director Chris Reilly engaged in additional research, contributing significantly to this report.

Currently, the vacancy rate in Lincoln Station remains high, and rentals have not returned to previous levels. Nearby towns such as Wayland and Concord, have been active in recent years with commercial development. Competition from these new projects places additional stress on our small commercial center. The time seems right for the town to begin taking steps to secure, strengthen, and revitalize Lincoln Station.

This study documents the advantages and challenges for Lincoln Station, supported by background and data—including demographics, infrastructure, and site constraints. It also includes a comparative study of how four towns with similar characteristics have achieved positive results in revitalizing commercial centers. Finally, three options for action are proposed – each requiring a different level of town effort and investment. It is the Planning Board's hope that this study will assist the Town in choosing which path to pursue.

I. INTRODUCTION

A. Study Area

For purposes of this report, “Lincoln Station” means the South Lincoln Business Area, Lincoln’s only commercial center. The study area encompasses about 70 acres at the junction of Lincoln Road and the MBTA railroad. It includes thirty-two properties, a mix of commercial, residential, institutional, and public uses, and a mix of resident and non-resident owners. Under existing conditions, the study area has approximately 40 businesses and 252 housing units.



There are currently three dominant land uses:

- Transportation, notably the commuter train station and Lincoln Road;
- A multi-tenant commercial building known as Mall at Lincoln Station, owned by the Rural Land Foundation (RLF); and
- Lincoln Woods, a mixed-income housing development with 125 apartments, currently owned and managed by The Community Builders (TCB).

In addition, the area includes Codman Farm and a mix of commercial and residential uses along Lewis St., Lincoln Rd., and Ridge Rd.

Appendix A contains a list of all properties in the study area and their corresponding land uses.

Two issues prompted the LSPC to conduct a preliminary analysis of Lincoln Station’s needs and potential options for addressing them:

- Business retention at Lincoln Station, a concern heightened by the temporary closing of Donelan's supermarket during 2011-12.
- The town's interest in providing a variety of housing within walking distance of goods, services, and public transportation., as set forth in the Comprehensive Plan (2009).

B. Approach and Methodology

The purpose of this report is to identify potential directions the Town can pursue in order to promote Lincoln Station as a thriving business area. Toward this end, local government sources, available data from state and federal agencies, and data from a variety of private sources: realtors, regional developers, market research companies have been tapped. A consulting team reviewed the details of Lincoln's last planning process for the Lincoln Station area and used that work as a springboard for the present analysis. In addition, the team conducted basic field work to corroborate existing information, obtain new data, develop a photographic inventory, and assess the physical, operational, and visual characteristics of the study area. Intercept and business surveys were conducted and local experts have been interviewed as well.

C. Past Plans and Studies

1. South Lincoln Business Area

Lincoln has studied and planned for the South Lincoln business area off and on for well over fifty years. Lincoln's first comprehensive plan, the Braun-Eliot Plan (1958) was followed up with a report prepared by the 1962 South Lincoln Planning Committee, the first intensive, citizen-led look at the possibilities for the Lincoln Station area. It developed the first strategic plan for the South Lincoln business district, with zoning and urban design recommendations, and an analysis of Lincoln's needs for goods and services. The Committee proposed that a small shopping area in the vicinity of Lincoln Road and the train station would meet local demand for retail and services for the then-foreseeable future.¹

In 1972 the Rural Land Foundation (RLF) purchased 71 acres of land adjacent to the railroad tracks from the Trustees of the Codman Estate. Subsequently, part of this land was developed by the RLF into the Mall, part was developed as Lincoln Woods by the Lincoln Foundation, and the remainder was preserved under a conservation restriction.

More recently, South Lincoln planning work occurred in the late 1990s. At the time, several major developments had been proposed in South Lincoln and the Post Office had announced its need to enlarge its facility there. The existing zoning did not facilitate a well-coordinated plan for the area, and the Town needed to think about both public and private improvements to make

¹ Prof. Walter J. Salmon, DBA, interview, June 2, 2013. See also, Dennis Jesson, *Lincoln Revisited: A Report on the Planning of Lincoln, Massachusetts* (1965), and Adams, Howard and Opperman, *Comprehensive Development Plan for the Town of Lincoln, Massachusetts* (1965).

Lincoln Station an attractive place for residents and businesses. Toward these ends, Lincoln created the South Lincoln Business Area Planning Committee in 1997 to lead a public planning process and clarify the community’s vision for South Lincoln. The Committee’s work included a business survey, transportation survey, and parking studies, and culminated in a design charrette that involved over 100 residents. The charrette identified the desire for South Lincoln to be a cohesive village center with pedestrian connections, good design, and a strong sense of place. The Committee developed a plan with specific recommendations and presented them to the Planning Board in 1999. At the heart of the Committee’ plan was a framework of four quadrants, formed by Lincoln Road and the railroad:

1) Codman Farm Quadrant.

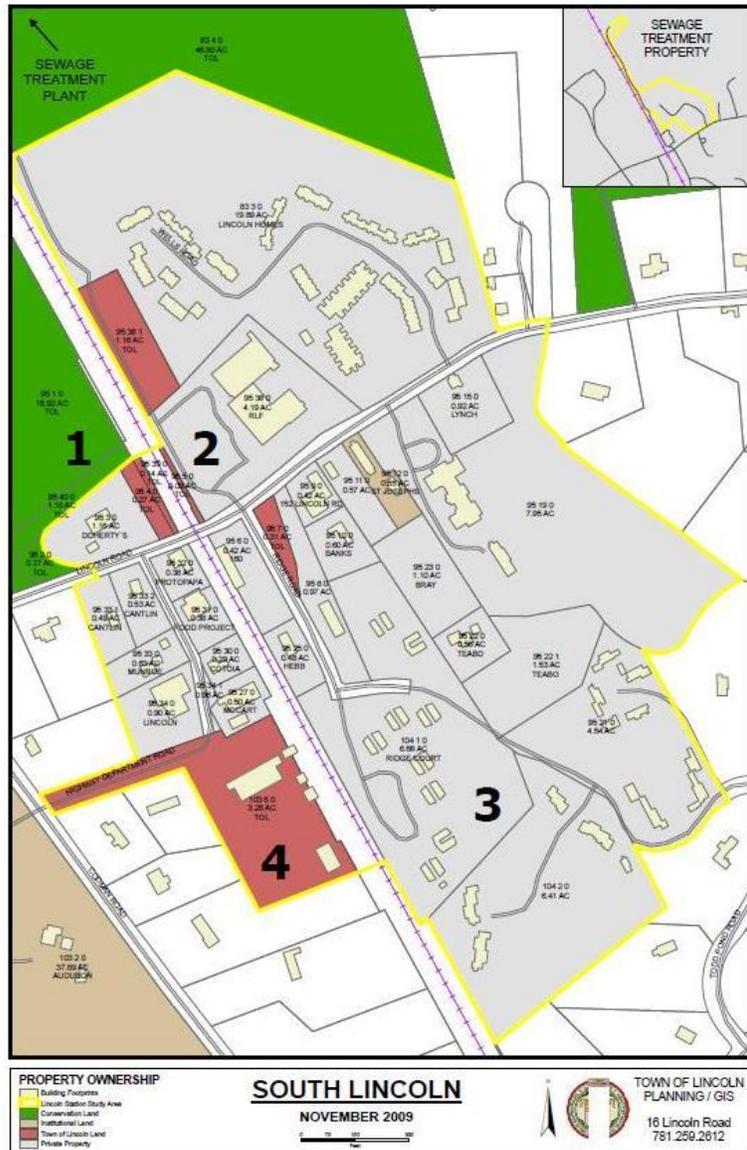
The Committee recommended permanently protecting the Codman Farm property as open space, with trails connecting the farm to the village center. Under the Committee’s plan, the MBTA parking lots would be reorganized and their appearance improved. At the service station, parking should be reorganized and potentially screened.

2). Mall Quadrant.

Recommendations for this quadrant focused on “The Mall” and offered suggestions for improving the mall’s design and circulation patterns. Later the Rural Land Foundation (RLF) incorporated many of these recommendations in its expansion and renovation plans for the Lincoln Station Mall.

3). Ridge Road Quadrant.

As conceived by the Committee, the Ridge Road quadrant would have both commercial and residential uses. Commercial structures in this area would be located adjacent to Lincoln Road, instead of set back behind parking, and two story mixed-use buildings (residential over retail) could be encouraged if viable. Additional housing development is also recommended and should be encouraged, with an emphasis on increasing diversity and affordability.



4). Lewis Street Quadrant. The Committee identified an opportunity to create additional housing on Lewis Street by redeveloping the existing light industrial properties and relocating the DPW garage elsewhere in town (site undetermined). The visual quality of Lewis Street should be improved through the addition of sidewalks, plantings, and lighting.

The Committee also recommended improving the Lincoln Road corridor with sidewalks, lighting, planting, and signage, and more coordinated access points. To achieve the land use and design goals for this area, the Committee recommended adopting a planned development overlay district for South Lincoln, similar to that which already existed in North Lincoln. In addition, the Committee recommended (and tried to pursue) collaboration with the MBTA to relocate the inbound train stop for public safety reasons.

In several respects, the present study is a response not only to existing conditions today, but also to “unfinished business” from the 1997-1999 work of the South Lincoln Business Area Planning Committee. While the Committee’s core proposals have largely been adopted, there are several recommendations that still need the Town’s attention.

2. Lincoln Comprehensive Plan

Lincoln Station features prominently in several goals and recommendations of Lincoln’s Comprehensive Plan.

- **Land Use.** An explicit land use goal of the Lincoln Comprehensive Plan is to create a compact, vital, walkable village center in the Lincoln Station area with more housing choices near public transportation, goods and services for residents, and opportunities for social interaction. In order to establish these goals, a public planning process needed to begin, potential benefits and risks of compact mixed-use development in the area needed to be identified, and the existing infrastructure needed to be considered.

The Comprehensive Plan promoted Lincoln Station’s potential to evolve as a higher-density, walkable neighborhood because of its public transportation, services, and housing variety, but stressed that the Town would need to do more studies to determine how much commercial development the area can support and the public improvements required to accommodate growth. According to the Comprehensive Plan, Lincoln should encourage “smart evolution” of the area, e.g., by providing density bonuses in exchange for public benefits such as protected open space.

- **Housing.** The Housing element called for greater variety of housing types in Lincoln. The Comprehensive Plan specifically identified Lincoln Station as a prime location for higher-density housing with a range of housing types, including smaller units, condominiums, and multifamily housing. The plan recommended the town consider development incentives such as M.G.L c. 40R, which provides incentives for increasing housing density in designated “smart growth” areas.
- **Economic Development.** The Comprehensive Plan argued for developing Lincoln Station as a higher-density, mixed-use village that complements and reinforces the

vitality of Lincoln’s existing small businesses and is consistent with smart growth principles and Lincoln’s core values. To achieve this goal, the plan recommended:

- Creating a Lincoln Station Area Planning Committee to undertake an initial study of the opportunities and constraints for additional development in the area;
- Updating and refining the 1999 recommendations to current conditions;
- Preparing a needs analysis and feasibility study for commercial activities in the area;
- Developing realistic economic goals and evaluating the fiscal impact of increasing development density; and
- Preparing a comprehensive development plan including infrastructure required to encourage desirable development.

The Comprehensive Plan noted that while Lincoln Station has many positive advantages, notably the commuter rail station, the Town needs realistic economic goals and a framework for balancing economic development against other goals, such as design and walkability. The plan encouraged the Town to explore the feasibility of funding improvements through a Business Improvement District (BID) or District Improvement Financing (DIF).

3. Lincoln Woods Wastewater Treatment Plant (WWTP) Study

Lincoln recently commissioned a study of the existing wastewater treatment facility at Lincoln Woods. The WWTP serves the Lincoln Woods development and businesses at The Mall, and it is owned by Lincoln Woods. According to the report prepared by Camp, Dresser & McKee (CDM) in 2009, the WWTP is designed for 30,000 gallons per day (gpd) and permitted for 26,000 gpd, but receives only 12,900 gpd. CDM estimated that the Lincoln Woods WWTP could be redesigned and upgraded to handle up to 45,000 gpd – an amount referred to as the future buildout capacity of a “South Lincoln Sewer District,” which was defined and expanded to include the school compound on Ballfield Road – but doing so would cost about \$6 million.

The CDM report does not identify the source of the sewer district’s estimated buildout capacity. It also does not define the assumptions used to arrive at an estimated buildout need of 45,000 gpd.² However, the report presents a hierarchy of options ranging from a limited extension of service to the properties opposite The Mall on Lincoln Road to a much larger project involving service to Lewis Street and the schools.

² N.B. It appears that CDM based its buildout studies on a set of existing conditions and future development estimates prepared by the Town in November 2009. Excluding the school complex, the Town’s future development estimates assumed a moderate- to high-range development potential of 478 dwelling units (from 252 existing) and 77 businesses (from existing 54).

II. BACKGROUND

A. Description

Lincoln is located off Route 2 about 21 miles west of Boston. One of the state's wealthiest communities, Lincoln is both an attractive, low-density residential suburb and the host community of a still-active military base. Its residential (non-military) population of about 5,000 is composed almost exclusively of people in households, and its households are predominantly families. Over 97 percent of Lincoln's 13.7 sq. mi. land area³ lies within a single two-acre zoning district, thus detached single-family homes make up the vast majority of housing units in town. Still, Lincoln has a noteworthy variety of housing types: townhouses, multi-family dwellings, apartments, and a developing life care compound for seniors. These options exist because Lincoln has a long history of creating overlay districts to facilitate interesting, socially progressive projects sponsored by for-profit and non-profit developers.

Over time, both the Town and private conservation groups have protected several thousand acres of conservation land, making Lincoln a local and regional resource for outdoor recreation. The Massachusetts Audubon Society (MAS) maintains its headquarters and Drumlin Farm here, and renowned institutions such as The Carroll School, DeCordova Museum and the Thoreau Institute occupy historic estates in Lincoln as well. Portions of Minute Man National Historical Park and Walden Pond State Reservation also lie within Lincoln. These groups represent an important component of Lincoln's local economy. They are among the Town's largest employers, and some are within walking distance of Lincoln Station.

B. Demographic Profile

Lincoln experienced a slight population decline during the past decade, but over twenty years (1990-2010), the Town's population increased by about 560 people (12 percent). For purposes of this report, however, household growth and changes in household size and composition matter more than changes in population per se. Table 1 shows that in the same 20-year period, the number of households in Lincoln rose 17 percent: the second highest household growth rate in the region, topped only by Sudbury (21 percent). The number of families with dependent children increased in Lincoln also, by 25 percent. Nevertheless, consistent with trends throughout Greater Boston, Lincoln has experienced more rapid growth among non-family households (29 percent), and specifically one-person households (40 percent). This has implications for demand for goods and services locally, both in terms of amount and types of retail spending that can be expected in Lincoln today and in the near future.

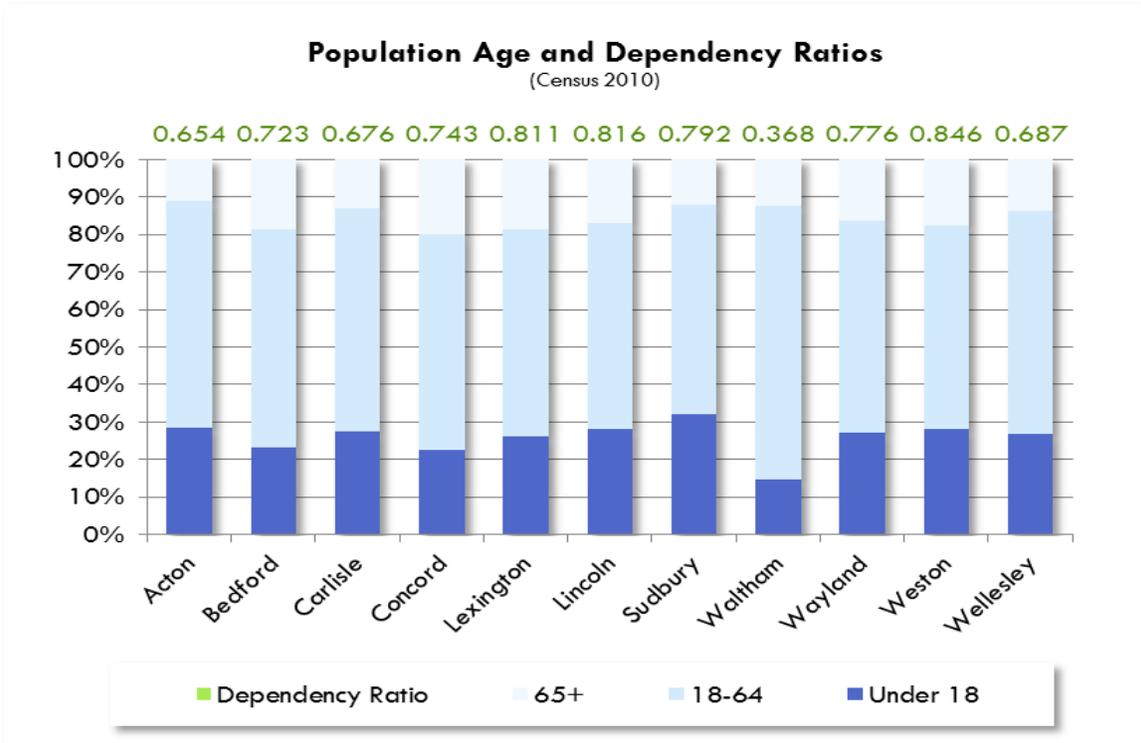
³ N.B. Land area based on Middlesex County Census Tract 3602, i.e., it excludes the land controlled by Massport and Hanscom Air Force Base (Census Tract 3601).

Demographic Component	Decennial Census; Actual				
	1990	2000	2010	1990-2010	Absolute
Population	4,515	5,152	5,076	12.4%	561
Households	1,744	1,984	2,039	16.9%	295
Families	1,311	1,466	1,479	12.8%	168
Families with Children	514	678	644	25.3%	130
Married Couple Families	1,206	1,309	1,284	6.5%	78
Non-Family Households	433	518	560	29.3%	127
Single People Living Alone	347	430	487	40.3%	140

Source: U.S. Bureau of the Census, Census of Population and Housing, 1990, 2000, 2010; and Community Opportunities Group, Inc.

1. Population Age

Though Lincoln remains attractive to affluent families with children, its population is aging. Since 1990, the 65+ population in Lincoln has increased 53 percent. Today, the median population age in Lincoln is 47.0 years, making the Town’s population somewhat older than that of any of the surrounding communities.⁴

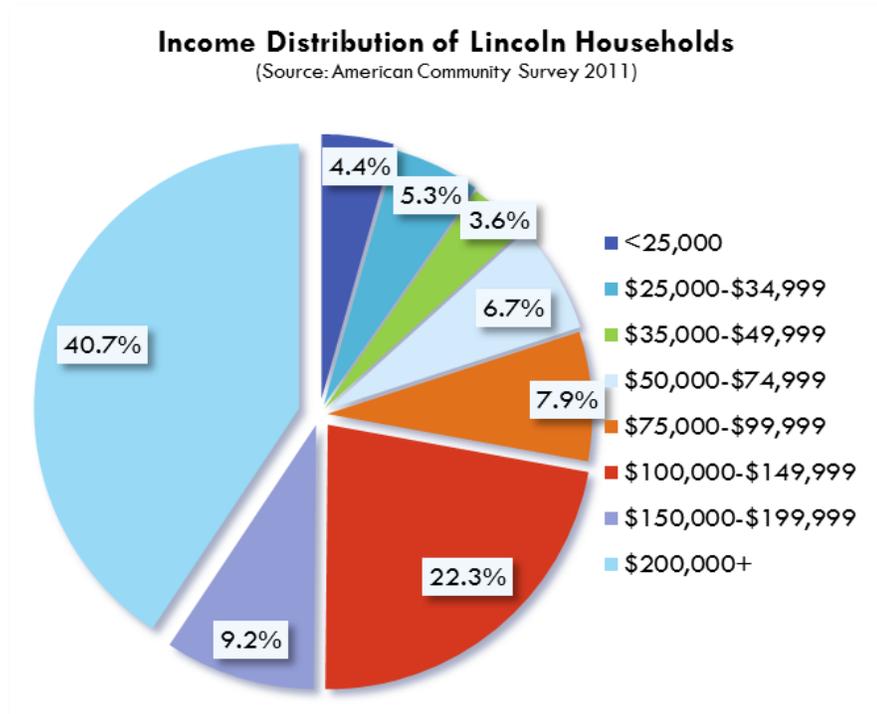


⁴ U.S. Bureau of the Census, 2011 American Community Survey (ACS) Five-Year Estimates, B01002.

Population age has a significant impact on household size and composition. The gradual drop in average household size over the past twenty years, both in Lincoln and throughout the country, is largely driven by growth in the over-65 population and increase in older householders. It also reflects changes in family household formation rates, delayed childbearing (average age at first birth), and fewer children per family. In 1990, Lincoln's average household size was 2.57 and the population 70 years and older consisted of 424 people; today, the average household size is 2.49, and the 70+ population includes 599 people. Similarly, Lincoln's average family size has declined from 3.07 in 1990 to 2.95 today, so even though the number of families with children has increased, the average number of children per family has dropped. Over time, changes in the number of young people and seniors have caused the age dependency ratio (number of people younger than 18 or older than 64 divided by the working age population of 18-64) in Lincoln to shift upward from 0.581 in 1990 to 0.807 in 2010. Compared with other west-of-Boston suburbs, Lincoln has a relatively high age dependency ratio that is exceeded only by Weston, with 0.846.⁵

2. Education and Income

Overall, Lincoln residents tend to be highly educated, high wage earners. Almost half of its adult population (25 years and older) holds a graduate or professional degree, and 73 percent of its labor force has a professional occupation. Lincoln has a high labor force participation rate – 65.9 percent – and a working-age population of well-paid people. Over 40 percent of Lincoln's households have incomes of \$200,000 or more. (For comparison, the corresponding statistic for Greater Boston is 8 percent.) The Town's median household income is currently \$149,890.⁶ This high household income statistic should bode well for local businesses to thrive, yet as discussed below, they capture very little of Lincoln's residential spending power.



⁵ U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1, H017A, and Census 2010, STF1, DP-1; and Community Opportunities Group, Inc.

⁶ 2011 ACS 5-Year Estimates, B19013.

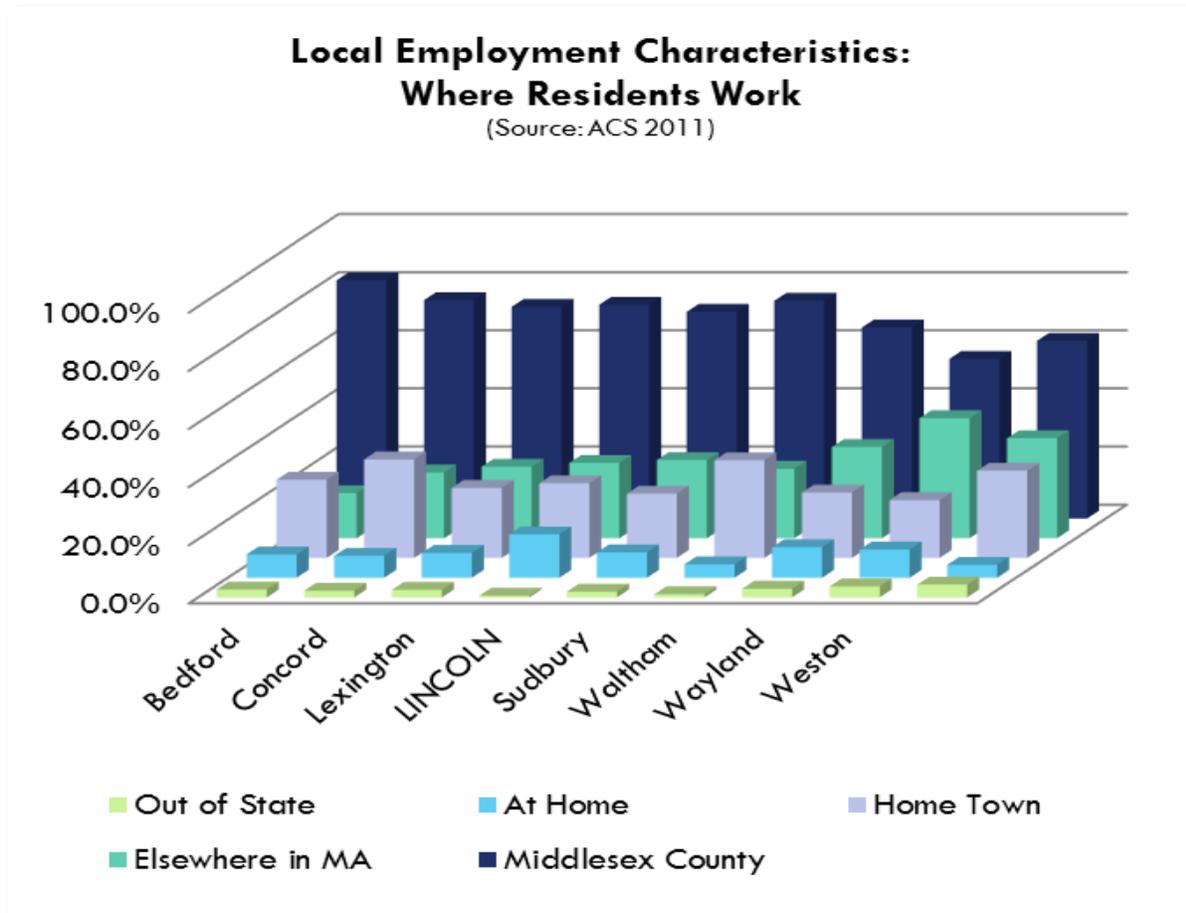
3. Cultural Diversity

About 10 percent of Lincoln’s residents are racial minorities, mainly Asian, who make up some 6 percent of the total population and 6 percent of all households. There is also a small foreign-born population in Lincoln, the majority being naturalized citizens.

4. Place of Work

Most of Lincoln’s employed residents commute 20-30 minutes to an out-of-town job, mainly in Boston, Cambridge, Waltham, or Concord.⁷ However, many work at a home office at some point during the week – either as owners of a home-based business or as telecommuters. The Census Bureau is the only public agency that systematically collects demographic data, and the data collection process tries to account for at-home employment. However, Census Bureau staff and data users agree that federal work-at-home statistics do not accurately represent people who telecommute a few days a week and commute to work the rest of the week. As a result, the available estimates most likely undercount the work-at-home population.

It is worth noting that even with these limitations, the ACS reports a much larger percentage of



⁷ U.S. Bureau of the Census, MCD/County to MCD/County Worker Flow Files.

residents working at home in Lincoln than in any of the neighboring towns: 14.9 percent.⁸

By contrast, Lincoln has a relatively small percentage of residents with local jobs. The Town does not have a large enough high-wage employment base to support the local population. The very limited number of jobs in Lincoln today stems from decisions made decades ago to avoid zoning land for industrial or large-scale office development. There is one large office project in North Lincoln, however, created as part of a Planned Development District (PDD) in the late 1980s. While Lincoln's home-based workers comprise a potentially important resource for Lincoln Station businesses, the commuting labor force is substantial and most likely contributes to the loss of residential consumer spending to other communities in the region.

5. Housing in Lincoln

Lincoln's housing inventory consists of 2,140 units, 2,039 of which are currently occupied (households). Approximately 84 percent of the town's households own the home they live in, which is a significantly higher homeownership rate than that of Greater Boston or the state as a whole. The average homeowner household size is 2.58 people per unit.⁹ Lincoln's median home value, \$865,000, is 2.3 times the Greater Boston median. Most Lincoln homeowners spend well over \$2,000 per month for housing costs (mortgage, insurance, taxes). Although the median household income for homeowners is \$176,250, people clearly make a significant financial commitment in order to purchase and maintain a home in Lincoln.¹⁰



⁹ Census 2010, STF1, DP-1.

¹⁰ 2011 ACS 5-Year Estimates, S2503.

About 16 percent of all households in Lincoln rent the unit they live in (333 households), and their households are smaller – on average, 2.02 persons per unit.¹¹ The median gross rent in Lincoln, \$1,814 per month, is 31.8 percent of renter household income. Renters in Lincoln spend somewhat more of their monthly income on housing costs than the metro Boston average of 30 percent.¹² The median household income for renters, \$44,423, is 1.1 times the median for Greater Boston.

6. Housing Sales and Turnover

Approximately 40 percent of Lincoln's existing households have moved into their current home since 2000 – that is, after the South Lincoln Business Area Planning Committee completed its work in the late 1990s. An additional 28 percent moved into their current home during the 1990s, so 69 percent of all households in Lincoln are relatively new to the town (or at least to their present home, assuming a few of these households moved from within Lincoln). The rest are long-term residents, with less than 10 percent having moved to Lincoln before 1969. The vast majority of Lincoln's in-migration stems from housing resales, not new growth.

The housing market in Lincoln cooled during the recession. Since then, sale prices of single-family homes and condominiums have not fully recovered from their peak high in 2005.¹³ Moreover, value losses were more pronounced in Lincoln between 2007 and 2012 than in most neighboring communities, for demand generally trended downward from 2006 to 2011. With the exception of Weston, Lincoln also saw the most significant *increases* in sale prices from 2002 to 2007. The more pronounced decrease in sale prices in Lincoln since 2007 is likely representative of a market correction.

An upward trend occurred in the number of sales in 2012, both in the condominium and single-family home markets. Though sales were up, neither the condominium nor single-family home market reached median sales prices at 2002 levels, much less the levels recorded for 2007. Within the region and similar to Lincoln, the number of sales is generally higher in surrounding communities than in 2002. However, Lincoln, Lexington, Wayland, and Concord are the only communities in the region with more sales in 2012 than in 2007, showing continued sluggishness in the market in this part of metro Boston.

¹¹ Census 2010, STF1, DP-1.

¹² 2011 ACS 5Year Estimates, B25071.

¹³ The Warren Group, Town Stats, 2013.

Community	Median Sales Price			% Change	
	2002	2007	2012	2002-2007	2007-2012
Bedford	\$428,500	\$499,000	\$509,500	16.5%	2.1%
Concord	\$630,000	\$780,000	\$729,000	23.8%	-6.5%
Lexington	\$580,000	\$691,500	\$693,500	19.2%	0.3%
LINCOLN	\$852,700	\$1,117,500	\$835,000	31.1%	-25.3%
Sudbury	\$549,900	\$657,750	\$620,000	19.6%	-5.7%
Waltham	\$359,950	\$406,000	\$380,000	12.8%	-6.4%
Wayland	\$506,000	\$631,000	\$520,500	24.7%	-17.5%
Weston	\$929,500	\$1,225,000	\$1,360,000	31.8%	11.0%

Source: The Warren Group, 2013.

7. Regional Housing Production

While the number of permits for new residential construction remains low in Lincoln, the value of estimated construction costs per unit is comparatively high and is surpassed only in Weston, as shown in Table 2.3. According to available data, Lincoln issued permits for only 30 multifamily units in the past few years, but the region absorbed significant multifamily housing growth, e.g., in Bedford (297 units), Concord (550 units), Lexington (65 units), and Waltham (386 units).¹⁴ These multifamily permits reflect activity in the past few years, i.e., a period in which new single-family home construction slowed considerably. These approvals appear to demonstrate continuing demand for multifamily housing in Lincoln's region, as well as give some indication of the kinds of project lenders have been willing to finance.

There are no major subdivisions or housing developments currently in permitting or in the pipeline in Lincoln, but there has been considerable activity in the region. Multifamily housing in neighborhoods with mixed residential uses and single-family homes in developments that focus on preserving open space, energy efficiency and sustainability, transit access, and other important public benefits have become increasingly common. Activity under Chapter 40B (primarily rental activity) has also increased, as evidenced by new comprehensive permit applications or recently completed mixed-income housing developments in Concord, Sudbury, Wayland, and several other towns along and west of Route 128. Lincoln and the surrounding communities have issued permits for a combined total of 3,117 new units since 2006, and at least 38 percent are in multi-family structures.

¹⁴ Bureau of the Census, New Residential Building Permits by County and Place Database, user-defined queries of building permits for 2006-2012.

Town	New Single Family Homes	Average Construction Cost	Two-Family and Multi-Family Units	Total
Bedford	207	\$320,408	297	504
Concord	241	\$442,857	550	791
Lexington	434	\$347,458	65	499
LINCOLN	73	\$716,667	30	103
Sudbury	299	\$339,474	0	299
Waltham	197	\$290,244	386	583
Wayland	117	\$358,824	3	120
Weston	218	\$1,531,250	0	218

Source: Census Bureau, Annual Building Permits Database, 2013.

The following examples highlight the housing development activity in Lincoln's region:¹⁵

- Sudbury.** There has been significant housing development activity in Sudbury. As of November 2012, Sudbury had 113 recently completed housing units, another 149 units under construction, and 328 units of housing approved but not yet built. According to town sources, all of these developments were permitted under Chapter 40B. There are currently 118 market-rate units under construction and 64 market-rate units recently completed. Sixty-six of the units under construction and 52 of the recently completed units are age restricted, i.e., restricted by deed for ownership and occupancy by over-55 households. Johnson Farm, the most recently approved development, is a Chapter 40B project originally proposed for 120 units, but the Board of Appeals subsequently approved it for 56 units.
- Wayland.** Several housing developments are nearing completion in Wayland. Hidden Springs Farm, a seven-lot subdivision composed of high-end single family homes, is currently under construction. As is nearby Fieldstone Estates, a five lot subdivision which is also higher end single family homes. In addition, The Field at Mainstone, a phased planned development originally permitted in 1977, has recently completed their second phase of construction which consisted of 17 townhomes. In addition, the former Nike site in North Wayland at 89 Oxbow Road has been completed and consists of 16 affordable housing units which are completely sold out at this time. Finally, the Wayland Commons project which includes market rate and affordable housing that was permitted as part of Wayland's Town Center project has been completed and added 44 newly constructed townhomes to the housing supply.
- Concord.** In neighboring Concord, redevelopment of the Millbrook Tarry site is underway with a proposal for 30 new market-rate and affordable apartments. The Concord Riverwalk, a recently completed 13-unit cottage development, still has one unit

¹⁵ Based on interviews with planning department staff in Sudbury, Wayland, Concord, and Weston.

on the market. It includes ten new single-family homes, one renovated single-family home, and a renovated two-family historic structure all centered on a common green. Concord also has some new Chapter 40B housing, including the Concord Mews, a 350-unit rental development, and an 8-lot single-family home development at 1257 Elm Street. In addition, Concord has received a mixed-use development proposal for a reuse project with industrial/commercial/residential space in West Concord. The proponent wants to create 74 residential units on the second and third floors of the building, with eight being affordable.

- **Weston.** Activity in Weston is generally similar to Lincoln and slower than in surrounding communities. There is currently one three-lot subdivision under construction known as Sunday Woods, composed of large single family lots (two acres or more) for high- end single-family homes. In addition, a five-lot subdivision is in the pre-application phase for permitting.

Most new development in the towns around Lincoln was precipitated by zoning changes to allow for higher-density housing or comprehensive permits granted under Chapter 40B. Generally, the demand for higher end single-family homes has been affected by decreased access to jumbo mortgages following the recession. Changes in housing preferences have taken place as well, largely because of changes in householder ages and needs. That the majority of new developments are multifamily or small-lot single family projects may indicate that financing to developers for multifamily housing is often easier to obtain at present than that for single family homes.

III. LINCOLN STATION

A. Study Area Description

The Lincoln Station area is a low-density commercial center with low-rise buildings on both sides of Lincoln Road. Its evolution as a rail-oriented commercial center began in the late 1800s, when train service extended to Lincoln and many small communities in the metropolitan Boston area. A property that was recently approved for multifamily redevelopment, the “Pickle Factory” on Lewis Street, was built in response to the rail stop ca. 1870.



Though quaint and generally of an appropriate scale for a small town like Lincoln, the Lincoln Station area has developed in an irregular fashion. The buildings face different directions, with uneven setbacks and non-uniform relationships with each other and the street. Though most of the off-street parking for The Mall lies behind or to the side of the buildings owned by the RLF, some of the buildings on the opposite side of Lincoln Road are separated from the street by fairly pronounced paved areas or very deep setbacks. Asphalt-paved sidewalks run along both side of Lincoln Road and a collection of low pole lights reinforce a sense of pedestrian scale.

1. Zoning

The Lincoln Station study area includes land in four use districts – General Residence (R-2), Planned Community Development (R-4), Retail Business (B-1), and Service Business District (B-2), – and the South Lincoln Overlay District.¹⁶ The following summarizes the basic use and dimensional provisions of each district.

¹⁶ The Town’s Wireless Service Overlay District also applies to a portion of the study area, namely the Public Works site on Lewis Street.

General Residence District (R-2): The R2 district is Lincoln’s most liberal (least restrictive) residential district. Here, the Town allows low-density development of two-family and multi-family garden-style or townhouse units, subject to site plan review (SPR) by the Planning Board. Projects developed under R2 regulations require a minimum lot area per building of 12,000 sq. ft. and a minimum of 10,000 sq. ft. of land per unit for up to three units and 8,000 sq. ft. per unit for four or more units. Building height is capped at 36 feet. A legal lot requires 100 feet of frontage.

Planned Community Development District (R-4):

Lincoln Woods was the catalyst for adoption of the Planned Community Development District (PCDD), known as R-4, in the early 1970s. The R-4 district is modeled after R-3, the Open Space-Residential District, which produced Farrar Pond Village. With a special permit from the Board of Appeals and site plan review from the Planning Board, a developer can

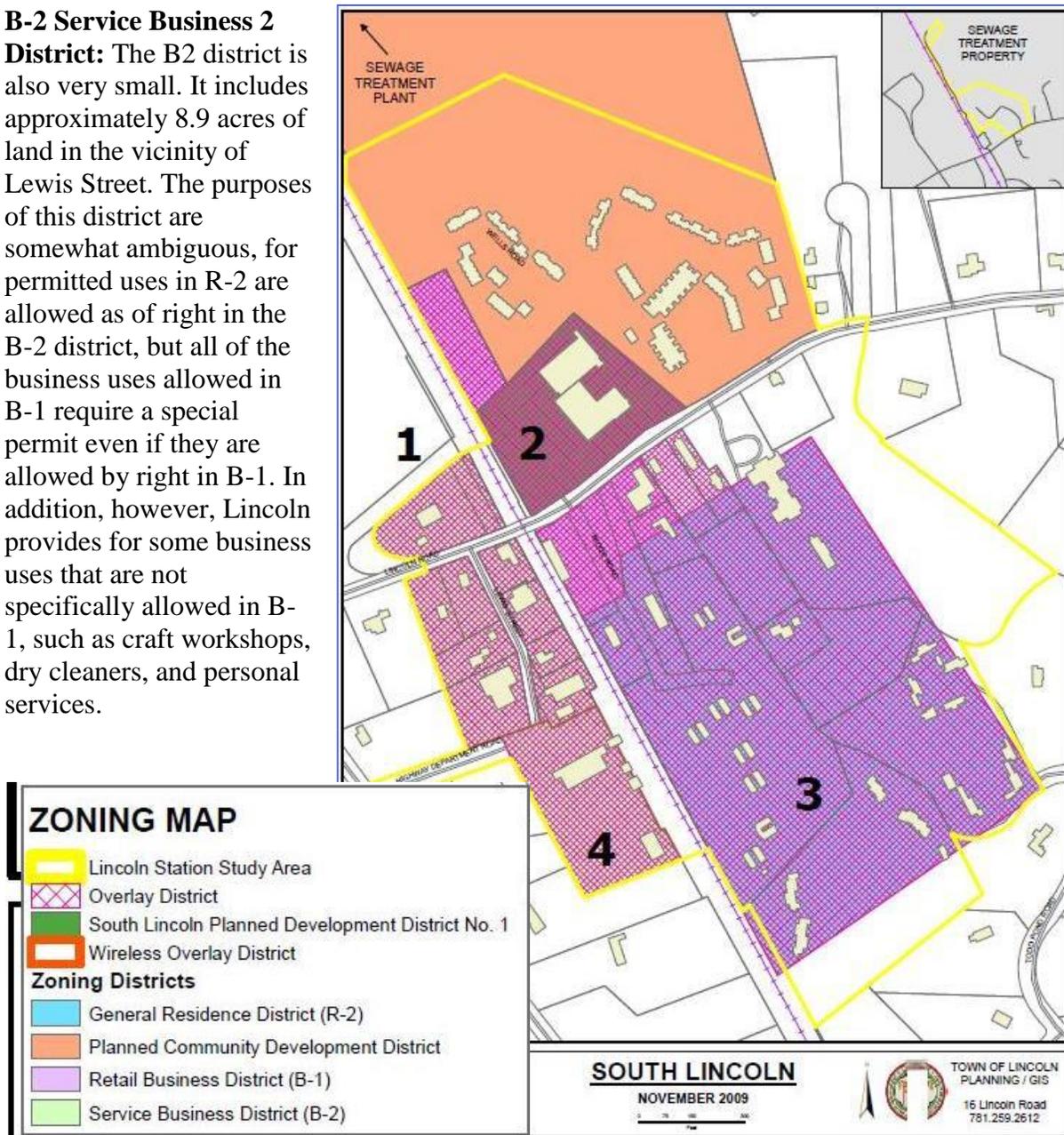


build up to twice the number of units allowed under R1 (most restrictive) zoning requirements as long as a project meets various design, open space, and environmental impact standards and provides affordable units as well. At least half of the units in a PCDD project must be market-rate housing. Accordingly, the units at Lincoln Woods are divided equally between market-rate and affordable rents. Lincoln Woods is the only R-4-zoned land in Lincoln.

B-1 Retail Business District: The B-1 district is very small. It includes the Mall at Lincoln Station and the commercial properties on the other side of Lincoln Road, with a combined total of about 9 acres. The Town allows by right, subject to site plan review, retail stores (including outdoor display and sale of merchandise accessory to a retail establishment), personal service businesses, offices, banks, a post office, and a rail or bus station. Restaurants and other types of food service establishments require a special permit. The B-1 district’s utility is constrained by Lincoln’s dimensional and parking requirements. For example, buildings in the B-1 district cannot exceed a height of 25 feet, and stores require at least one parking space per 140 sq. ft. of floor area.

B-2 Service Business 2

District: The B2 district is also very small. It includes approximately 8.9 acres of land in the vicinity of Lewis Street. The purposes of this district are somewhat ambiguous, for permitted uses in R-2 are allowed as of right in the B-2 district, but all of the business uses allowed in B-1 require a special permit even if they are allowed by right in B-1. In addition, however, Lincoln provides for some business uses that are not specifically allowed in B-1, such as craft workshops, dry cleaners, and personal services.



As in B-1, developments in the B-2 district are subject to dimensional controls, notably a maximum building height of 25 feet. The same parking ratios apply as well. The zoning bylaw is silent about basic requirements for the B-2 district, such as minimum lot area and frontage. These dimensions are left to Planning Board approval through the site plan review process.

South Lincoln Overlay District (SL): The North Lincoln and South Lincoln Overlay Districts provide for creative alternatives to the development limitations found elsewhere in the zoning bylaw. Land in the overlays can be developed under the rules that apply in the conventional use district – such as R-1 or R-2 – or under rules tailored to a particular site, subject to town meeting approval of a Preliminary Development and Use Plan, creation of a Planned Development

District within the overlay, and a special permit subsequently granted by the Planning Board. For developers willing to work with the overlay approval process, it opens the door to site-sensitive projects that make economic sense and benefit the Town's residents. In South Lincoln, this process was used for redevelopment of The Mall in 2006.

2. Utilities and Infrastructure

Water and Sewer Service. Commercial and residential properties at Lincoln Station have access to public drinking water, but there is no public sewer service. A privately owned wastewater treatment plant (WWTP) owned by Lincoln Woods serves the apartments there as well as The Mall. All of the other properties in the study area have Title V on-site wastewater disposal systems. A number of properties in the study area have had to build new wastewater disposal facilities to comply with Title V, either at time of resale or because an older septic system failed. The Community Builders (TCB) has determined that the WWTP serving Lincoln Woods must be upgraded.

Off-Street Parking. According to a district-wide parking count taken in April 2013, there are 326 parking spaces serving the businesses at Lincoln Station and 156 spaces available for commuters, for a combined total of 482 parking spaces. At present there seems to be no evidence of a parking deficiency.

B. Market Area Profile

Since Lincoln Station is Lincoln's only commercial area, Town-wide demographics matter because most or all of Lincoln is in the market area for Lincoln Station businesses. For a village center analysis, however, dividing the market area into concentric rings of one, three, and five miles¹⁷ helps to shed light on differences in population characteristics and consumer spending patterns by proximity to local businesses. Household income and spending in the market or trade area served by a given retail development are the primary drivers of demand for retail stores. The same approach is used to identify potential competition and measure changes in retail sales leakage. Table 3.1 provides a snapshot of these market area segments. As shown on Map 1, the one-mile ring lies entirely within Lincoln, including portions of Lincoln Road, South Great Road, and Concord Road and their associated neighborhood streets. Its total population is 1,557. The three-mile ring includes almost all of Lincoln, the north sides of Wayland and Weston, the northeast corner of Sudbury, and small sections of Concord and Waltham, with a combined total population of 12,373. Finally, the five-mile ring includes all of Lincoln and significant portions of Weston, Wayland, Sudbury, Concord, and Waltham, and smaller portions of Bedford and Lexington, with a combined total population of 75,496.

¹⁷ These are "as the crow flies" radii, not adjusted for drive times.

	0-1 Mile	0-3 Miles	0-5 Miles
Population; Estimate, 2013	1,557	12,373	75,496
Population; Actual, 2010	1,523	12,155	74,084
Minority Percent	10.0	11.6	19.8
Age Dependency Ratio	0.856	0.810	0.625
Education: Graduate/Professional Degree %	49.0	47.2	35.4
Households	645	4,662	28,426
Families	450	3,562	19,219
Families with Children	223	1,769	8,837
Nonfamily Households	195	1,100	9,206
Median Household Income	\$157,957	\$149,853	\$105,640
Average Household Size	2.41	2.64	2.52
Homeowners	519	3,997	19,956
Renters	125	665	8,469
Total Housing Units	678	4,878	30,011
Median Home Value	\$739,135	\$723,649	\$520,891
Source: Nielsen Claritas.			

1. Sales Leakage at Lincoln Station and Leakage to Elsewhere

Despite the high household wealth found in all three rings, Lincoln Station businesses attract very little consumer spending from residents within the market area. According to Nielsen-Claritas, the retail stores collectively generate about \$7.7 million in sales, but residents of the innermost (one-mile) ring generate total demand for retail goods and services of over \$40 million.¹⁸ On average, then, Lincoln Station “leaks” as much as 80 percent of total consumer spending by nearby residents to commercial centers in other cities and towns. Of course this number does not account for the significant online retail activity of these consumers, so it is quite limited in terms of how useful a measure it is in explaining how much demand Lincoln Station is losing to similar or competing commercial cores or centers within the 1 mile ring.

One would not expect Lincoln Station’s shops and services to capture 100 percent of consumer spending, even from those who live close by. The area lacks too many types of retail and food service establishments to meet the needs of local residents. As a result, consumers travel to other commercial areas three or five miles away (or more) to attend to all or a significant majority of their shopping needs. (This assumption is reinforced by the intercept survey described below.)

¹⁸ Bureau of Labor Standards, Consumer Expenditure Survey (CES), Table 2301, “Higher income before taxes: Average annual expenditures and characteristics,” Boston Region, Consumer Expenditure Survey (CES), 2011; and Nielsen-Claritas, Retail Market Opportunity Gap, 1-mile radius, Lincoln Station (user-defined query). Note: “traditional consumer purchases” excludes expenditures on housing, transportation, health care, insurance, educational services, and similar components of total consumer spending.

A more likely standard might be 40 to 50 percent, especially since Lincoln Station's limited retail presence is dominated by the sale of convenience goods, e.g. groceries. Even at a 50 percent capture rate, however Lincoln Station loses about \$12.4 million to other commercial areas in the region. For context, this represents anywhere from 28,000-35,000 sq. ft. of retail and restaurant space, depending on the retail mix, with sales of \$275-\$400 per sq. ft. However, it would be challenging for Lincoln's small population to support more retail space and there is not enough off-site demand to make up the difference. The business district is small and relatively low density. And while most of the businesses seem to be holding their own, Lincoln Station appears to be underperforming.

Not surprisingly, the leakage rate drops in the outer rings of Lincoln Station's market area. Leakage within the three-mile radius is 74 percent, and within the five-mile radius, 40 percent. Competing commercial centers offer enough diversity in goods and services to meet the needs of people living in those areas – including Lincoln residents. Examples of mixed retail and service centers that create competition for Lincoln Station businesses include:

- Concord Center, 3.21 miles
- Weston Center, 3.51 miles
- Wayland Center, 3.95 miles
- West Concord, 4.41 miles
- Bedford Center, 4.75 miles
- Lexington Center, 5.35 miles
- Waltham, 4.85-5.28 miles

C. Field Observations

The consulting team visited Lincoln Station on April 12, 13, 16, 17, 24, 27, and 29, and May 8, 2013. These visits were conducted with several objectives in mind: inventory the existing businesses; identify vacancies; interview business owners, patrons, and commuters; confirm the district's parking inventory; identify and evaluate redevelopment opportunities; and observe pedestrian activity. The number of people interviewed may have been affected by inclement weather on April 12 and 13 and because school vacation occurred the week that included April 16 and 17, but ultimately the team surveyed 82 customers during eight visits to Lincoln. These were field surveys of selected individuals in four Lincoln Station locations, including the Whistle Stop Café, Donelan's Supermarket, the Post Office and outside the Bank of America. In addition,

interviews were conducted with commuters at the outbound train stop. A summary of the results follows.

1. Intercept Survey

April 12, Friday, at the Whistle Stop Café:

Starting at noon, the team interviewed six patrons, none of whom lived in Lincoln. Three reported coming from home and three came from work within walking distance of the café. Several reported shopping at other businesses, mainly Donelan's, and said they generally spend \$25 or less while in Lincoln.

April 12, Friday, at Donelan's:

Most of those interviewed were Lincoln residents who reported coming several times a week to make small purchases (less than \$50) and to frequent the Post Office and Bank of America or Cambridge Trust Company. Few reported venturing to Something Special or AKA Bistro Restaurant, and no one reported using any of the businesses outside of The Mall except for the Cambridge Trust Company. Several non-residents were also interviewed, and they said they had stopped at Lincoln Station while en route to another (unspecified) destination.

April 13, Saturday, at the Post Office:

The team interviewed thirteen people, almost all Lincoln residents. Most interviewees said they also go to Bank of America and sometimes to Donelan's, reporting fairly low per-trip spending (less than \$50) at Lincoln Station. While nearly all of the respondents said they shop at Lincoln Station 2-4 times a week, some routinely spending \$100 or more on groceries at Donelan's, several said they shop there almost every day. Most, however, said they do their primary shopping in Concord, Lexington, Wayland, and Waltham, and to a lesser extent in Burlington, with Concord being the most frequent destination. Nearly all patrons interviewed arrived by car.

April 13, Saturday, at Bank of America:

All of the interviewees at the bank were Lincoln residents who said they tended to visit two or three other businesses at The Mall, but none outside The Mall. They also reported doing their primary shopping in Waltham, Lexington, and Concord for reasons of convenience and variety. Since there were very few pedestrians at Lincoln Station and virtually no foot traffic outside The Mall, it is possible that patronage may have been reduced as this was the beginning of a school vacation week,

April 16, 17 & 24, Tuesday, and two Wednesdays, at the Train Station:

The team interviewed a number of commuter rail patrons, about half of which were Lincoln residents – a larger percentage than reported in ridership studies recently commissioned by the MBTA. While the resident commuters said they sometimes shop at Lincoln Station, the nonresident commuters said they rarely do because they like the variety of stores in Framingham, Sudbury, Wayland, Concord, and Waltham. A few commuters who agreed to be interviewed ride the train to Lincoln because they work locally, but most are Boston- or Cambridge-bound riders.

April 24 & 27, Wednesday and Saturday, at the Whistle Stop Café:

Information gathered from previous interviews was largely reinforced by surveys conducted during the week of April 22, the most dramatic exception occurring on Wednesday with the normal early dismissal of Lincoln's Middle School. As often happens throughout the school year, a number of teenagers arrived on foot and congregated for about an hour at the Whistle Stop Café, purchasing lunch or snacks as they socialized with each other. They eventually left both the café and the Lincoln Station area, some by foot and some by car as they were picked up by parents who did not appear to purchase goods or conduct any other business while there. However, for roughly an hour, Lincoln Station was bustling with people, although activity abruptly stopped when the middle school students left.

Summary of Survey Responses

As a commercial area, Lincoln Station attracts primarily Lincoln residents who shop there because of convenience. In addition to The Mall, which serves basic needs as home to the Post Office and grocery store, there is the Cambridge Trust building, the Lincoln Crossing building, and Doherty's gas station and garage, in which Country Pizza is located. Each of these has various small tenants, such as realtors, Salon 160, a fitness enterprise, a dentist, etc., and they are the only properties that appear to generate any activity. Other than Doherty's, there are vacancies and available spaces in each of these buildings. There are also other key buildings with substantial vacancies that currently generate little or no activity.

Nearly all trips to Lincoln Station are made by car, although several respondents felt the lack of transit internal to Lincoln made it difficult to get there, particularly for those who had medical issues that precluded their ability to drive. Yet, despite recent efforts by the town to improve pedestrian safety in the area, including the installation of new roadside paths, crosswalks and better lighting, most people still arrive, depart and move within the district using their vehicles. Relatively few people other than those who work in the area appear to cross Lincoln Road on foot, and some folks were even observed driving from the east parking area of the Mall to the west parking area. As mentioned above, the one anomaly to lack of pedestrian activity are the middle school students who walk about a half a mile from school to the Whistle Stop on Wednesday afternoons. Even with all the vehicular movement within the area, all respondents reported adequate parking.

The proximity of the commuter rail station does not appear to generate a significant amount of foot traffic for the businesses. The respondents who park and ride in Lincoln tended to be from outside communities like Wayland and Sudbury that are not served by the commuter rail, and they reported that, while they occasionally visit Donelan's for small trips out of convenience, they generally did not visit any other businesses in Lincoln Station. They usually chose to shop closer to home, citing the retail mix and variety of stores available in their towns as being preferable to those in Lincoln.

Similarly, many residents of Lincoln revealed that they shop in other towns because the limited number of retail stores and service businesses available do not serve all *their* needs. Although nearly all felt that the quality of goods and services in Lincoln Station were very high, a number of residents cited higher prices as a motivating factor for shopping elsewhere. As a result,

Lincoln Station experiences a significant amount of retail leakage to Concord, Lexington, Wayland, Waltham, and to a lesser extent in Burlington, Framingham, Bedford and Natick.

The issue of providing venues for Lincoln's young people to participate in unstructured activities has long been discussed, but never fully addressed or solved. The inability of Lincoln Station to serve a variety of age groups means that its businesses are highly dependent on a narrow group of consumers. Youth often have money to spend on retail goods and services, but other than buying lunch or snacks at the Whistle Stop or Country Pizza, Lincoln's youth are not spending very much money at Lincoln Station.

As in any survey in which people are asked for additional comments, there was no lack of opinions on what should happen in Lincoln Station. Keeping in mind that not all 82 respondents were Lincoln residents, the anecdotal opinions that follow represent perhaps 1.25 percent of the population.

Most felt the Lincoln Station area is attractive and well maintained, had convenient businesses hours and that access to commuter rail was an advantage. The primary complaints referenced the limited retail mix and the higher prices charged by the stores. Of those surveyed, the majority of respondents said they would like to see a pharmacy and a hardware store, although some respondents qualified their answers by saying they would prefer that they be independently owned and operated rather than chain retailers. Additionally, a number of people expressed desires for a restaurant with broader appeal, lower prices, and preferably a bar. A minority of requests stated desires for specialty shops, such as a florist, a bookstore, a coffee shop, and a boutique clothing store. About 15 percent of those interviewed (12 of 82), said they would prefer to see no change in Lincoln Station and that their needs were adequately met by the existing available options.

2. Business Survey

Most business owners reported that business volumes have been acceptable, although all generally reported decreased activity during the summer months. Most said their businesses suffered when Donelan's closed due to the roof collapse, but several have hired additional staffing since the grocery store reopened in 2012. They also indicated they would welcome businesses that generate additional foot traffic, such as a mid-priced restaurant or some upscale niche retail because they believe it would benefit them as well. Many business owners also noted that the commuter rail is a more important amenity for bringing their employees into Lincoln than it is in attracting customers to their businesses.

Many business owners said it would be beneficial if there were a more coordinated effort for businesses to do cross-marketing and branding with the cultural and historical amenities in Lincoln. Some thought that Lincoln Station could become more of a shopping and cultural destination if there were better linkage between their businesses and the well-known institutions such as the DeCordova Sculpture Park and Museum, Drumlin Farm, Codman Farm, the Thoreau Institute and Walden Pond (as recommended in the Comprehensive Plan), and several suggested a seasonal shuttle between Lincoln Station and those destinations to make them more accessible to a broader public. A number of business owners suggested that improved directional and

wayfinding signage to Lincoln Station from major routes would also be helpful as they sometimes receive phone calls from lost patrons who are unfamiliar with Lincoln's rural roads and how to navigate their way there.

Among the most significant issues raised by business owners were impediments created by the regulatory environment in Lincoln. Many owners reported difficulty in obtaining use permits to operate, citing lengthy processes for permits that should be relatively straightforward to obtain, such as signage. Several owners expressed frustration that Lincoln's town officials show a stronger interest in preservation than supporting local businesses, even when businesses have support from their neighbors and other residents. With traffic volumes low and rents relatively high, this is not an insignificant issue given the number of commercial vacancies throughout the Lincoln Station area, creating a somewhat depressed appearance.

Finally, many business owners thought more housing should be built in the area, and they felt their businesses would benefit if more people lived in the vicinity. However, just as many felt it would be important to have attractive and well-maintained buildings for businesses, and they also said any additional housing developed in Lincoln Station would need to be an appropriate scale and consistent with the overall character of the neighborhood.

IV. OPPORTUNITIES AND CONSTRAINTS



In 2004, Lincoln established an overlay district at Lincoln Station to provide for Planned Development Districts (PDD) through a process similar to that in effect in North Lincoln since the late 1980s. The South Lincoln Overlay District has been tapped for one major project – redevelopment and expansion of The Mall – but to date, no one else has used the PDD permitting mechanism to create new development in the Lincoln Station area.

According to town data, Lincoln Station currently includes 252 housing units. Lincoln Woods is the largest single housing development at Lincoln Station, with 125 mixed-income apartments.

In 2011, The Community Builders (TCB) acquired Lincoln Woods in order to restructure the project from a cooperative to rental apartments. Other significant housing developments in the study area include the Ridge Court, Greenridge, Tower Road, and Ryan Estate condominiums. There is anecdotal evidence that residents of these housing developments rely heavily on access to Donelan's for weekly food shopping. The vast majority of existing units at Lincoln Station are in multifamily buildings, which makes the Lincoln Station area quite different from the rest of the town. Since many of the condominium units are actually occupied by renters, Lincoln Station differs from the rest of town demographically as well. Within one mile of Lincoln Station, however, are some of Lincoln's most expensive single-family homes and most affluent homeowners.

Would increasing the number of housing units at Lincoln Station benefit the existing businesses there and possibly support some additional business activity as well? The answer is a conditional yes. The federal Bureau of Labor Statistics (BLS) administers the Consumer Expenditure Survey (CES), the only systematic, detailed survey of household spending in the U.S. According to the CES, households in the Northeast spend about \$14,800 per year on traditional consumer goods: food, alcoholic beverages, clothing, books, personal care products and services, and household furnishings and supplies. In affluent communities like Lincoln, however, average spending on these kinds of convenience and comparison goods is usually much higher. The latest CES data suggest that affluent households spend 1.7 to 2 times more than the regional average on retail goods and services.¹⁹ Another source of consumer spending estimates, Nielsen Claritas, draws from the CES and other government-sponsored economic surveys such as the Annual Census of Retail Trade and the five-year Economic Census and provides a useful comparison of consumer spending by Lincoln households and retail sales by stores within Lincoln. These sources, provide useful insights about consumer preferences and retail supply and demand at Lincoln Station.

As previously noted, Lincoln Station "leaks" about 80 percent of retail spending by households living within one mile of The Mall. Because Lincoln Station offers only a handful of retail choices, residents shop where they can conveniently meet a variety of household needs. The difference between total consumer spending by residents and the spending that occurs at Lincoln Station can be expressed in terms of retail floor space. For residents living within a mile of Lincoln Station, total demand for traditional convenience goods is equal to approximately 79,000 sq. ft. of retail space, but local spending on traditional convenience goods is equal to about 16,000 sq. ft. of retail space. Stores like Donelan's (20,387 sq. ft.) and Something Special (4,254 sq. ft.) may find it challenging to conduct a profitable business at Lincoln Station.²⁰

A simple, straightforward way to think about the retail business impact of additional housing is to work with multiples of 100 housing units. At the Northeast average consumer spending per household of \$15,000 (rounded) per year, an additional 100 housing units at Lincoln Station could theoretically support 5,000 sq. ft. of retail and restaurant space. However, this assumes that all of the households will make 100 percent of their convenience expenditures at Lincoln Station, which is clearly unrealistic. Using a more conservative estimate – that the new households will

¹⁹ Bureau of Labor Statistics (BLS), Consumer Expenditure Survey (CES) Annual Calendar Year Tables, Table 8, "Region of Residence" and Table 2301, "Higher Income Before Taxes."

²⁰ Floor space per tenant at The Mall provided by RLF, January 24, 2013.

make half of their convenience purchases at Lincoln Station – the benefit, expressed in floor space, is 2,500 sq. ft. This is a reasonable estimate for the retail space demands triggered by mixed-income housing growth, for the Northeast regional average household income (\$71,700) simulates the average income of multifamily homeowners and renters in the vicinity of Lincoln Station. At 200 households, the demand would equal about 5,000 sq. ft, and so forth. Additional housing development within walking distance of Lincoln Station will most likely strengthen the existing businesses before generating enough demand to attract new businesses. The challenge for Lincoln is that in the long run, retail retention at Lincoln Station will require more diversity in the district’s retail mix.

If the Town decided to focus on bringing higher-end housing to Lincoln Station, the retail impact could be more beneficial to the businesses there, but upper-income, mobile households may also be as prone to shop in Concord or Lexington as Lincoln’s existing homeowners. Again using multiples of 100, an additional 100 upper-income households within walking distance of the train station could introduce new retail demand equal to 4,000 to 5,500 sq. ft. of floor space (assuming half their expenditures for traditional consumer goods occurred at Lincoln Station). The tradeoff for higher-income households and the retail spending benefits they bring would be (among other things) a much smaller contribution to the Town’s affordable housing inventory. In addition, new housing development around Lincoln Station could be supplemented with a “Buy Local” promotional campaign.

A. Focal Areas

The Lincoln Station study area offers a few opportunities to provide more housing and other activities that could strengthen the business climate for stores and service establishments. The most obvious opportunities are summarized below:

1. Lincoln Woods

Since acquiring Lincoln Woods, TCB has been exploring redevelopment options to improve the quality of the existing 125 apartments on Wells Road. An important aspect of TCB’s plans for stabilizing Lincoln Woods involves upgrading the market-rate units to make them “truly market” housing, i.e., the unsubsidized unit rents are currently below market, which in turn limits the project’s profitability. TCB’s options are constrained by financial conditions on one hand and the feasibility and costs associated with upgrading the waste water treatment plant (WWTP) on the other hand.²¹ At a recent meeting with Town officials,²² TCB representatives emphasized that some level of participation by the RLF and the Town would be necessary in order to improve the WWTP while preserving the affordability of the existing housing.

²¹ TCB anticipated refinancing Lincoln Woods by combining a shallow subsidy from MassHousing (an interest subsidy known as Section 13A) with a deep subsidy from HUD Section 8 project-based vouchers, which MassHousing would administer as HUD’s agent. However, the Section 13A/project-based assistance strategy is not available because the funding rules have changed.

²² May 8, 2013.

TCB also reported that it did not intend to add new housing units at Lincoln Woods when the property was acquired. Instead, the focus has been to stabilize and improve Lincoln Woods as a 125-unit mixed-income housing development. Expanding Lincoln Woods may not or may not be the best option from the perspective of Lincoln Woods residents or the Town. There is little question that at least in physical terms – setting aside Lincoln’s zoning requirements – the site can accommodate additional units. The existing gross density is about 6.5 units per acre. In addition, the buildings at Lincoln Woods are arranged along Wells Road in a linear configuration that does not promote cohesion or a sense of community. By Lincoln standards, Lincoln Woods is dense; by rental housing standards, however, the project is at best a moderate-density development.

At issue is whether additional units could be absorbed on the site in a manner that creates better physical and visual continuity between buildings and enables growth in market rents. It should be noted that when Lincoln officials made an initial attempt to estimate future growth potential at Lincoln Station, they assumed no increase in housing units at Lincoln Woods. A significant redevelopment/expansion project would almost certainly require changes to Lincoln’s zoning as the existing R-4 regulations are too limiting to provide for new construction on the Lincoln Woods site.

2. Lincoln Crossing

According to data from the Lincoln assessor’s office, the red two-story Lincoln Crossing building has approximately 10,700 sq. ft. of gross floor area and leasable space of 6,700 sq. ft. (rounded). As currently configured, the building contains eleven leasable offices. Its tenants include several professionals, e.g., mental health, dental, medical, and legal, along with some personal service establishments. A 65-space parking lot serves the businesses at Lincoln Crossing. (15 are reserved by deed for train users.)

Lincoln Crossing occupies a 0.42-acre lot in the B1 district. When Town staff prepared working estimates of Lincoln Station’s future growth potential three years ago, they assumed the Lincoln Crossing property could support up to fifteen commercial tenants. It is unclear whether this modest growth would occur by expanding the building or reconfiguring the commercial units within the confines of the existing footprint. Fifteen office tenants may be a reasonable projection. For zoning purposes, however, the more important considerations are the building’s total floor area, the development envelope, and parking.

Lincoln Crossing could be redeveloped and improved under B1 district regulations. The lot consists of .72 acres (31,504 sq. ft.) and it clearly has enough frontage, but the building appears to be nonconforming on the basis of excess height (over the district’s maximum of 25 ft.). Any substantial redevelopment plan for commercial uses on the site would almost certainly require a building height of 35 feet. While office space is an important part of the use mix at Lincoln Station, adding more professional and business offices to the existing inventory may be questionable given the vacancies that already exist (2013). A developer would have to know that it makes economic sense to invest in an older property like Lincoln Crossing – that the investment will trigger enough income growth to justify the capital cost of the improvements. As a very small, under-developed commercial area, Lincoln Station may have neither the market

demand nor the amenities to command high enough rents for significant redevelopment at the present time.

A mixed use (residential and office) development on the Lincoln Crossing property would change the activity level there as well and facilitate growth in household spending at local businesses. However, Lincoln does not specifically allow mixed use buildings in the B1 district. The South Lincoln Overlay District PDD mechanism would be available to prospective developers, though it is difficult to imagine someone pursuing a mixed use PDD on such a small site. If this were combined with adjacent property, such action may be more attractive.

Alternatively, Lincoln could consider establishing a local development corporation (LDC) to facilitate redevelopment of properties like Lincoln Crossing and to carry out projects that private property owners and developers might be reluctant to pursue. Unlike entirely private organizations such as the Rural Land Foundation, LDCs are quasi-public entities that operate under a special act of the legislature (petitioned by a city or town). Their development projects can be financially assisted by the towns that sponsor them, which means that units of local government can actively participate in the development process.

3. Lewis Street

Lewis Street presents both an unusual opportunity and significant challenges for any serious reorganization and redevelopment of the existing properties. There are nine parcels with a combined total of approximately 7.5 acres of land along Lewis Street, the largest being Lincoln's DPW/Highway garage (3.28 acres). The mix of uses is eclectic: the former "Pickle Factory" building that has been approved for conversion to multifamily units, the Town DPW, offices, storage space, tree and landscaping services, offices for an attorney and a non-profit organization, and personal service establishments. The gateway to Lewis Street consists of matching, low-density two-family homes on one hand, and a historic multi-tenant commercial building on the other hand. Most of the uses that exist on Lewis Street today require a special permit in the B-2 district.

Redevelopment on Lewis Street is constrained by Title V and the nearby boundaries of a drinking water supply zone. In addition, physical and visual connectivity with Lincoln Station is difficult to achieve. The railroad crosses Lincoln Road and runs parallel to Lewis Street, thereby separating it from neighboring Ridge Road

By virtue of its location, Lewis Street has the potential to evolve as a neighborhood of moderately dense, small-scale development. A Compact Neighborhood designation might be appropriate here if the Town can identify realistic options for wastewater disposal. An engineering analysis should be performed to assess the feasibility of shared septic systems to serve clusters of buildings on Lewis Street. Lincoln would have to relocate its DPW garage, which may prove problematic. It would also be more difficult to accommodate the office and landscaping/tree businesses at 9, 11, 13, and 15 Lewis Street. Lincoln does not have any industrially zoned land, and the B-2 district is the only district that allows uses such as a landscaping company or light manufacturing. Lincoln might consider organizing and facilitating a community conversation to evaluate retaining B-2 zoning in this location or designating other

land (if any) elsewhere in Town for similar uses. It may be that most residents like the random mix of homes and businesses that are tucked away on Lewis Street. Nevertheless, it is worth noting that at the charrettes for the last South Lincoln planning process, residents said the Town's DPW garage should be relocated in order to make way for more valuable uses.

4. Ridge Road Condominium

Approximately seven years ago, a small apartment complex on Ridge Road (Ridge Court) was purchased for a condominium conversion project. At the time, the Town explored the possibility of acquiring the units from the new owner in order to create permanently affordable housing, but the owner did not wish to sell the property. Currently, many of the units are still renter-occupied housing. Ridge Court consists of 36 small two-bedroom units in quads on 6.6 acres of land. At a gross density of only 5.4 units per acre, Ridge Court has redevelopment and infill potential. It is an ideal setting for accommodating new housing growth in the Lincoln Station study area. However, the existing R-2 dimensional regulations are not suited for intensification of use.

A significant redevelopment plan for the Ridge Court site could be proposed as a PDD because the property falls within the South Lincoln Overlay District. Still, Chapter 40R may be a more appropriate tool. Among other factors, Chapter 40R could position Lincoln to compete for infrastructure funds to extend the Lincoln Woods sewer system across Lincoln Road.

5. Community Center

Recently, another Town committee in Lincoln completed a study of space needs at the Recreation Department (currently located at the Hartwell Pods) and the Council on Aging (senior center) at Bemis Hall. The committee concluded that co-locating these two departments could improve service delivery, benefit their respective clientele, and potentially save money for the Town. Several sites were evaluated, but since the study was preliminary, it did not identify any particular site as most advantageous. The study did conclude that the space needs of both departments could be met in a combined facility with 19,300 sq. ft. of floor area.²³

Whether the Lincoln Crossing site, the DPW or another property at Lincoln Station would work for a co-located community center might merit further consideration by the Town. Such a development may require extension of the sewer line from the Lincoln Woods WWTP across Lincoln Road. Records from the last Lincoln Station study (1999) indicate that participants in the charrettes also identified public facilities such as a youth center as needed amenities for the Lincoln Station area.²⁴ The retail spending benefits of a community center are more difficult to quantify than the benefits associated with housing. However, the resulting growth in foot traffic, multi-generational activities throughout the day, and uses that bring families to Lincoln Station on a recurring basis would certainly draw more consumer dollars to the area than what is happening today.

²³ Community Center Feasibility Committee Final Report (July 2012), 16.

²⁴ South Lincoln Business Area Planning Committee, Report to the Lincoln Planning Board (November 1999), 2.

B. Infrastructure

1. Rail

Background: The Lincoln Station commuter rail station is located on the Fitchburg line of the Massachusetts Bay Transportation Authority (MBTA) public transportation commuter rail system.

Type	Commuter rail
System	MBTA Commuter Rail
Locale	Greater Boston
Termini	Fitchburg North Station
Stations	18
Daily ridership	9,648
Operation	
Owner	MBTA
Operator(s)	MBCR
Character	Commuter rail line
Rolling stock	Commuter rail cars
Technical	
Line length	49.55 mi (79.44 km)

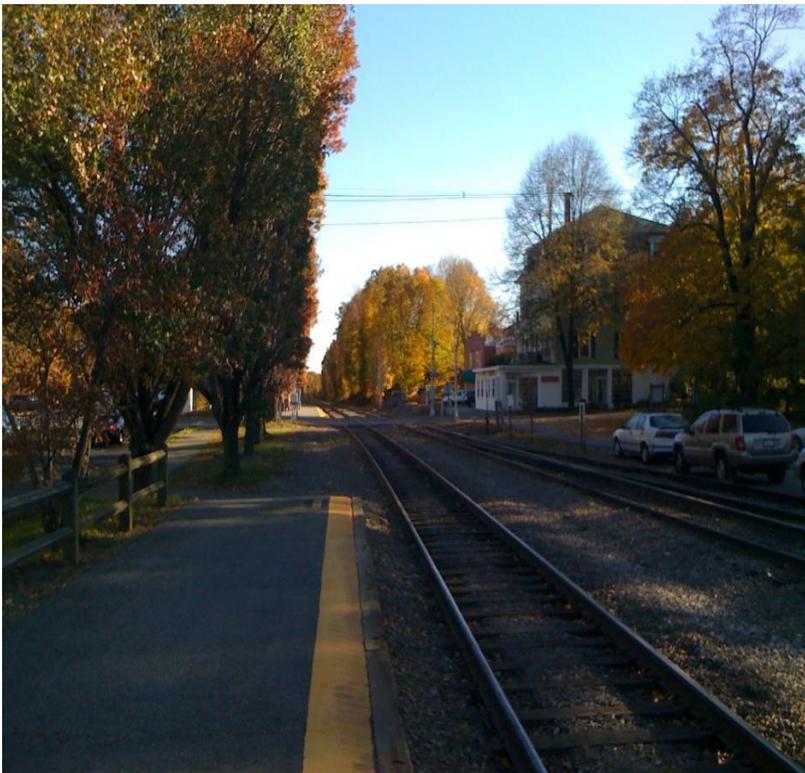
The history of the line dates back over 150 years. The Fitchburg Railroad began service from Boston to Fitchburg in 1845. It was one of the first local passenger railroads in the country.

In the 1960s a plan was developed to connect Route 2 with the proposed Interstate 695 (Inner Belt) in Union Square, Somerville. As a result in 1965 service was eliminated beyond West Concord. However the road project didn't move forward and political pressure was effective in reestablishing service to Ayer later that year. Due to budgetary pressures and insufficient ridership the service was cut back to South Acton in 1975.

In 1976, the MBTA purchased the Boston and Maine Railroad's northern component of the commuter rail line, including the entire Fitchburg Line. Rapid expansion began with the turn of the decade and the line was restored to Fitchburg. Upgrades through the 1980s extended double tracks to South Acton.

Lincoln Station:

A commuter rail line through a village center obviously provides valuable infrastructure for local residents, particularly local commuters who are traveling to Boston. According the 2010 Census, the number of residents who were commuting in the Town was 68.6%, with 6.3% using public transportation. 11.8% of residents work at home,. The lower use of public transportation in Lincoln relative to other communities can be largely explained by the proximity of nearby highways with direct access to employment centers, such as Route 2 and Route 128.



Nonetheless the Lincoln Station commuter rail stop (an express stop) provides an important transportation option for area residents, with travel time under 30 minutes to North Station in Boston. With limited commuter facilities at the station, as outlined below, the station does not attract a heavy commuter demand from outside of Lincoln, but obviously there is potential to utilize the assets of the rail station to compliment preferred land uses, particularly mixed use, as has been done in other similar village centers. With ridership at a daily average of 292, up by 6.2 percent from prior year reporting, the station is becoming more of a commuter option.

The parking available for the station is available at 2 town owned lots, providing a total of 161 spaces that are available for a fee by daily payment or permit. The station is also limited in its commuter potential by the lack of intermodal connections and facilities. There is no bus service to the station and a public shuttle service is not available at Lincoln Station. There are privately operated shuttles that transport residents from a nearby independent living facility to Lincoln Station, but this service is sporadic and not available to non-residents.

Address	160 Lincoln Road
Line(s)	Fitchburg Line
Platforms	2
Tracks	2
Parking	161 spaces, \$3.00 each
Bicycle facilities	21 spaces
Traffic	
Passengers (2009)	292 weekday avg. ▲ 6.2%

According to the MAPC's Transit Oriented Development (TOD) Potential study, Lincoln Station is characterized as an "undeveloped" transit station. While this means, according to their definition, that the station-area enjoys an abundance of open space, potential developable land and lower density than its more well developed counterparts, it also indicates there is significant potential for further incremental development to support the economic vitality of the existing center.

As MAPC describes this type of station:

These stations areas are also home to the wealthiest transit-adjacent residents in the region and those least likely to use transit. Average household income is over \$100,000, only 7% of workers use transit, and the average household drives 69 miles per day. These stations could experience small-scale redevelopment or greenfield development, but such TOD may have limited transportation benefits given the isolation and poor local accessibility of these stations.

The conclusion that Lincoln Station fits a category that is unlikely to benefit from TOD related improvements does not appear justified when looking at other comparable village centers that have capitalized on station upgrades. The MBTA facilities at Rockport and West Concord are two prime examples. The village center analysis of West Concord also concluded that while the commercial benefit of infrastructure improvements or emphasis on TOD may have a limited return, increasingly projects that offer proximity to and utilization of transportation hubs and connections are becoming more marketable to a demographic that would be ideal to attract to Lincoln Station -- the young professional.

The true value of TOD related infrastructure investment is that it is generally born by the MBTA, through direct station improvements and facilities. While this is certainly a public outlay of scarce resources, it comes with the property owner having already secured all rights of access and expedited permitting as a public entity. It must be acknowledged that the MBTA does not allocate resources rapidly, and when it does, it is sometimes part of a budgetary process with a

long and somewhat unpredictable horizon. But with the Town leveraging political instead of financial capital to see the improvements through there is little financial downside for the Town to focus on this as part of a long term planning priority.

2. Local Transportation

Without significant development that would create destination trips to Lincoln Station from outside of Lincoln, the prospects for increased traffic counts necessary to permanently stabilize the commercial environment are weak. Retail uses, in particular, require sufficient traffic counts on nearby roads. As indicated below, there is limited data available on traffic counts in the Lincoln Station area over time, with MassDOT providing the most reliable, yet incomplete, data. In general these data suggest a reduction in traffic counts in Lincoln, rather than an increase that might support commercial interest or investment, at least in terms of storefront retail.

Nonetheless there is a significant amount of both local and pass through traffic on major roads surrounding Lincoln Station to support the stability of existing commercial establishments.

The following daily traffic (vehicle) count analysis from MassDOT provides a time series picture of traffic volumes at critical intersections in Lincoln Station's proximity:

		2001	2003	2004	2007	2010
LINCOLN RD.	WEST OF CODMAN RD.	10,100				
OLD SUDBURY RD.	NORTH OF BOYCE FARM RD.		2,100			
RTE. 2	AT LEXINGTON T.L.	50,100		47,600	48,700	46,200
RTE. 2	WEST OF BEDFORD RD.				44,400	
RTE.117	WEST OF OLD SUDBURY RD.	21,200				
TOWER RD.	NORTH OF BLACK BURNIAN RD.		1,600			

While communities sometimes find themselves in the unexpected position of providing traffic upgrades as the result of private projects and investment, it is unlikely that any development scenario in Lincoln Station will require signalization or traffic improvements to mitigate the impacts of materialized growth. A standard intersection signalization can cost upwards of \$250,000, and not anticipating these sort of costs at the time of project permitting, when the cost can be born by the developer, can be a huge opportunity cost. The Town can prevent the necessary improvements of infrastructure caused directly by development if it is careful enough to scrutinize traffic studies properly and identify needed infrastructure upgrades, which can include more than just traffic mitigation.

Regarding local roadways, there is little need for investment in improvements to existing facilities and circulation, even under an aggressive growth scenario. The Town recently completed a roadway improvement project for the Lincoln Station area that realigned the roadway and improved pedestrian accessibility through the Lincoln Station area, as well as

across Lincoln Road. The pedestrian path and roadway improvements have improved connectivity to Lincoln's path network while maintaining aesthetics and the natural environment.

Any improvements to enhance the commuter parking in the existing town lot off of Lincoln Road would likely cost upwards of at least \$500,000 just for full depth reconstruction, lighting, landscaping and drainage improvements, assuming the standard cost of \$50 a square foot. This investment would probably not produce a cost effective return, given there would be no expansion of existing parking or facilities to improve commuter retention. Resources of this order might be better invested in minimal surface upgrades to the commuter lot and widening of Lewis Street or Ridge Road to provide for proper on-street parking and pedestrian circulation.

3. Regional Transportation

The larger region around Lincoln Station is now experiencing significant infrastructure upgrades to mitigate increasing congestion along major transportation arterials that transect Lincoln. In particular, Route 2 is experiencing a major corridor upgrade to the section in Lincoln between Bedford Road and Crosby's Corner. This \$50 million dollar project will eliminate the intersection at Crosby's Corner and in general improve the safety of the corridor, although it will not add capacity.

Despite the design improvements to alleviate congestion, the elimination of the intersection will obviously improve circulation and reduce delays both east and westbound during peak periods. This project will not likely have a direct benefit on Lincoln Station, but will possibly reduce through traffic as vehicles are able to transit through Lincoln in a more efficient way. The reduction in traffic counts may in fact have a negative influence on promoting Lincoln Station as a regional destination.

It does not appear that Lincoln Station planning should consider improvements to regional infrastructure, particularly transportation, given that the type of uses feasible in Lincoln Station would not be large scale retail operations that would benefit from improvements to regional access. There is little incentive to consider large transportation projects in relation to Lincoln Station. Nonetheless, overall improvements to regional transportation networks generally improve accessibility to isolated, underutilized areas, and this may hold true for Lincoln Station. Certainly, if housing were considered a desirable part of any development scenario in Lincoln Station, access to transportation networks could increase demand or appeal for this type of housing, assuming it was designed and marketed to professionals seeking access to Route 128's or Boston's employment centers.

4. Sewer

The issue of sewer improvements in the Lincoln Station area has received considerable analysis, particularly given the absence of municipal sewer in Lincoln and the need for improvements to the existing package treatment plant that serves Lincoln Woods and the Mall. With little

opportunity for conventionally designed sewer systems in Lincoln Station due to the limited land and soil conditions needed to accommodate such capacity, innovative solutions are needed for any additional growth to be considered that are feasible, cost effective and maintainable.

A report on the existing condition of the Lincoln Woods waste water treatment plant (WWTP) was completed by Camp, Dresser and McGee (CDM) in 2009, as commissioned by the Town. Aware that the sewer waste water treatment plant serving Lincoln Woods and the Mall was in need of repair and upgrades and the resources to do this work were not readily available, the Town gave serious consideration at that time to some form of public investment to insure a functioning system and capacity for existing uses.

Regarding the existing capacity of the plant, which is permitted for 26,000 gallons per day, the CDM report concluded:

The plant, originally designed to receive an average day flow of 30,000gpd, is permitted for 26,000gpd, and receives 12,900gpd. Therefore, the plant is operating at approximately 50 percent of its design and permitted capacity.

The existing unused capacity of the plant clearly provides opportunity for growth in Lincoln Station, assuming this capacity is made available to uses in addition to the Mall and Lincoln Woods. However, the report identified upgrades that would be needed to the plant to keep the current design operational, including replacement of steel tanks. While some of this work has been completed by The Community Builders (Lincoln Woods), any additional use would likely have to purchase capacity from the wastewater plant that may be cost prohibitive and inadequate for long term needs.

For any viable sewer capacity to be added to Lincoln Station, the Town might have to invest in a wastewater treatment package facility for the whole Lincoln Station area that would require betterments to all users who could utilize the system. Given the relatively small number of property owners and the large betterments that would likely be assessed, the possibility of this scenario is limited. New construction of a small treatment plant and lines needed for this amount of capacity would run in the \$1,500,000 to \$2,000,000 range

A more likely approach would be to plan for incremental growth where additional, modest capacity could either be purchased from a slightly upgraded Lincoln Woods facility, or provided on site for individual properties as part of a development where the additional density makes the investment cost effective. As the technology has improved and better, more compact wastewater treatment package plant designs have come online, the options for private, small scale investment to serve moderate growth scenarios have increased. The cost of the smallest designs for these 15,000 GPD systems runs in the \$600,000-800,000 range, and therefore a mixed use development scenario entailing 30,000 -50,000 square feet or so could be cost effective for this option.

This information above is consistent with the conclusions of the CDM study, which laid out 4 possible options for consideration of future conditions:

- **Option I** is a no action alternative that would result in the Town not purchasing the Lincoln Woods WWTP. There are no associated costs with this option and as a result, there will be limited ability to increase growth in the South Lincoln area. The existing influent flow would likely remain constant since no additional users are being considered.
- **Option II** would increase influent flows with minor plant modifications, while maintaining permit compliance. The average day flow would increase from 12,900gpd to 17,300gpd and there would be minimal collection system additions. The anticipated capital cost for Option II is \$2,032,000. This includes the estimated purchase fee for the treatment plant and land, a new pump station located on town property, a force main from the new pump station to the WWTP and installation of sewer pipe in Lincoln Road.
- **Option III** is to perform a process upgrade to increase the average day flow from 17,300gpd to the permitted limit of 26,000gpd, while maintaining permit compliance. There would be more significant collection system improvements. The anticipated capital cost for Option III is \$2,491,000.
- **Option IV** is full replacement of the existing facility with a plant capacity to treat future buildout flow from the South Lincoln District, taking into account probable future discharge permit limits. The WWTP's average day flow capacity would increase from 26,000gpd to 45,000gpd. Collection system expansion would serve the entire South Lincoln Sewer District, including Lincoln School. The anticipated cost for Option IV is \$5,799,000.

When analyzing the sewer options available to the Town, careful consideration must be given to potential sources of external revenue that can be accessed under certain types of development. For instance, the MGL 40R legislation that provides money from the state for additional density at the local level in certain transit oriented areas could be a vital form of capital to be used to leverage the best possible wastewater treatment facility in Lincoln Station, and one over which the Town would enjoy control for possible expansion if needed.

5. Water

One of the least recognized constraints to any additional development in the Lincoln Station area is the lack of water. This is not necessarily something that be addressed through infrastructure improvements, because Lincoln supplies its own water through its wells, watershed and aquifer and the amount that can be withdrawn from these resources is strictly controlled by the Massachusetts Department of Environmental Protection. The Lincoln website provides the following information from the Water Department on the status of these regulations, which are soon to become even more strict:

The Massachusetts Department of Environmental Protection, through its Water Management Act permitting process, has imposed limits on the amount of water towns are allowed to withdrawal from their respective watersheds. Lincoln's permit includes a

drastic reduction in our water allocation starting in 2014. However, the State has also required that the Town reduce individual water consumption to the 65 gallons per person per day performance standard by December 31, 2011. For the 2012 calendar year, Lincoln's consumption was 68 gallons per capita per day.

This may result in sharp constraints for any future development, particularly for high daily water users such as restaurants. Of course if water conservation measures are effective and the situation improves in the watershed, withdrawal allocation may increase, but as of this report the trend is toward stricter limits.

It is likely that any new use that is proposed for Lincoln Station will be able to meet the 65 gpd performance standard that the DEP has imposed. Existing uses would be perhaps more hard pressed, but where redevelopment may occur to existing structures there is obviously an opportunity for improvements of water conservation through new low volume fixtures and facilities that utilize gray water systems.

The most optimistic scenario is that future growth will be incremental and will replace uses that are inefficient users of water. Certainly residential users are high consumers of water gallons per day, and this constraint may cause the Town to evaluate a more appropriate water saving mix of uses for any future growth that is feasible. The Town would certainly closely scrutinize any proposed use that has a high water demand to see if it is compatible with the Town permit. New opportunities are contained within water conservation methods and systems that are generally now a commonplace part of any redevelopment proposal or expansion of uses.

Compliance in this area can't be improved with public investment, so there are really no trade offs to consider. The Town is not in a position or likely to consider opting in to any water resource authority, so compliance with regulations meant to preserve existing sources is mandatory.

Fortunately there is no development scenario that would seemingly require an upgrade to the existing water pipes in Lincoln Station. Much of the service was upgraded with the Mall redevelopment, and existing fire flows, pipe diameters and down line pressure are available for most anticipated uses and build out scenarios.

6. Utilities

The Lincoln Station area is well served by the local utility providers, including NStar and National Grid. With recent upgrades to service in the area there is ample supply of gas and electrical service. While telephone poles and power lines are still a presence above the streetscape, this type of infrastructure is increasingly being placed underground with any redevelopment, which would improve the aesthetics of the Station area.

An additional possibility increasingly capitalized on in Lincoln is the use of green technologies as part of new construction. While Lincoln does not support the clearing of trees and

environmental alterations to support the installation of the most effective solar arrays, there exists plenty of solar exposure in Lincoln Station to accommodate solar energy systems on a limited or existing footprint. The Mall has effectively harnessed this opportunity, and several properties prime for some sort of expansion or redevelopment also share the conditions to exploit this benefit.

While some consideration has been given to creating a public, Town owned utility for future electric service to the community, this option is at present far off and unlikely to effect near term public investment in the Lincoln Station area.

7. Drainage

The Lincoln Station area has not experienced the kind of impactful flooding that many village centers are accustomed to. While there are not extensive drainage and storm water control structures and systems in place in the Station wide area, the Mall certainly has sufficient storm water control where the impact would be greatest. Other areas in Lincoln Station have good soils and are located sufficiently upland so that flooding or even ponding is minimal. Country drainage and low impact development techniques allow most runoff to filter or infiltrate into the ground.

Under any sizable commercial redevelopment that may occur, it is unlikely the Town will need to be concerned about impacts to drainage in the right of way. Commercial projects must comply with DEP storm water standards that require all drainage to be contained on site. If necessary this would be peer reviewed through the permitting process to make sure a professional engineer reviews any proposed storm water plan.

Care must be taken anytime density is being increased, particularly if it is residential. Any residential growth requires an increase in parking, and most commercial growth does as well. This creates more impervious service which is by far the biggest impact to drainage, and any potential off site problems. Fortunately this concern is not significant given Lincoln Station is not in a flood zone. Increases to impervious areas, both private through additional on site parking and public through additional on-street parking, need to account for proper storm water structures. Without carefully considering impacts to each redevelopment or alteration to individual properties storm water problems can develop that will eventually take public resources to mitigate in almost every circumstance.

8. Town Owned Land

The current DPW facility located on Lewis St. is a possible candidate for some form of redevelopment. The existing facility has been assessed as inadequate for efficient public works

operations due to its proximity to residential properties, inefficient layout and access, limited storage capacity and substandard facilities. It may be possible to relocate the facility to another Town-owned location.

At over 4 acres in size, the property is sufficient for most current Town operations, but the configuration of buildings and facilities has required numerous alterations that do not support the long term usefulness of the site. This current configuration also largely prevents any sort of redevelopment of a portion of the site to support the commercial environment and mix in Lincoln Station. The nature of the current use and the demands of a DPW operation don't allow for additional uses on the site.

In addition to being an underutilized property in terms of potential highest and best uses, the current use of the property is a deterrent to investment in neighboring properties. Given the nature of DPW operations, the traffic circulating in and out of the site, the noise from daily operations, and the impact of having an industrial use nearby all discourage investment and desirable uses on Lewis St, which has become the most underutilized and marginalized quadrant in the Lincoln Station area.

While the relocation of the current facility might easily run into the \$3 million dollar range, the resulting facility might serve the needs of the community better, and might be needed to accommodate future growth in Lincoln Station. The disposition of the DPW site on Lewis St. could substantially reduce the cost of the relocation, and further cost savings could be realized over the long term from having a new and repair free facility. Over the long term this may appear to be a break even scenario that could improve public works operations as well as property values and potential in Lincoln Station.

This 4-acre site, if vacated, could accommodate up to 50 units of suitable, high quality age restricted or senior housing, with adequate parking, that would meet an important and growing housing need identified in the recent Housing Plan without introducing a significant impact to the fiscal stability of the Town or school budget. To be certain, the Town also needs diverse and affordable housing for young families. And more up-scale housing for transit-oriented young professionals may also be desirable. But the Station area seems ideally suited for senior housing that would be walkable and accessible to services and staples. Indeed, most sustainable village centers, such as the ones described later in this report, include senior housing developments in their use inventory because their presence supports a viable village center without creating impacts often associated with other types of residential development

C. Village Development and Enhancement Tools

Projects in Lincoln Station could be assisted by a variety of funding resources that have already been successfully utilized to leverage and achieve planning goals for similar village centers. When attempting to implement any village center plan with preferred or desirable uses that may not be bankable without some form of funding assistance, incentives are needed to realize goals

that may relate to infrastructure improvements, adaptive reuse, commercial development, mixed-use concepts, village revitalization, and infrastructure projects.

Public resources are often used to leverage a preferred development outcome, but these resources are scarce and often only available for limited uses and under strict conditions. Along with prudent use of scarce public funds to implement compatible planning goals or designs, private investment must be seen as a legitimate source of funding to achieve public planning goals or mitigate impacts from any particular project or use. By way of any relevant local permitting process it is well established through policy, statute and case law that private projects have been subject to public improvements that are meant to mitigate a direct impact of the use and built environment.

There are a number of programs and incentives, largely available from the public sector, to assist municipalities with limited resources to produce planning outcomes that expand the public and private benefit. After all, the State has a public policy interest in achieving smart growth principles that reduce sprawl, lower infrastructure costs, enhance land use preservation and prevent disinvestment.

The State is not the only source of public funds available for this purpose, and certainly any municipality that seeks to benefit from improvements to its village center should be willing and able to invest resources along with private and state contributions. Federal funds are also available in limited forms for mostly infrastructure improvements that improve circulation, regional transportation connections, congestion reduction, safety and streetscape.

State government provides some incentives to cities and towns that want to provide for housing growth, especially transit-oriented developments (TOD) and developments in other “smart growth” locations (as determined by state agencies or a regional plan). By “transit oriented development,” the state means compact, mixed-use development near transit facilities in order to give people of all ages and incomes improved access to transportation, housing choices, and jobs. The following are brief descriptions of some TOD incentive and economic development programs available to Massachusetts communities and potentially appropriate for Lincoln. (There are other incentives and tools as well, but some would not be appropriate for Lincoln and may not even be available to Lincoln because of particular eligibility requirements.) It is important to note that funding is not guaranteed by any of these programs, and the funding policies of state agencies do change from time to time. Additional resources are listed in Appendix B.

Transit Oriented Development (TOD)

1. Smart Growth Zoning Overlay Districts (M.G.L. Chapter 40R)

Massachusetts state law enables towns to implement special Smart Growth Zoning Districts, commonly called “Chapter 40R” zones. This mechanism effectively promotes “as of right” development with certain densities and mixed uses geared to transit-oriented town and village center scales. Briefly, the town holds a public hearing on the creation of a Smart

Growth Overlay district; the town submits an application with supporting materials to the State DHCD; if approved, the town adopts the Ch. 40R district at a Town Meeting, just as it would any other zoning; following adoption, the town submits proof to DHCD (caveat: any repeal of the Smart Growth Overlay district requires review and approval by DHCD); within ten days of approval by DHCD, the Commonwealth makes a zoning incentive payment to the town.

The state website provides the following guidance on the 40R program:

***Characteristics:** Districts must be overlay and not base zoning. Typically districts cannot exceed 15% of local land area, though the Department of Housing and Community Development (DHCD) can be petitioned to approve up to 25%. While all residential and mixed use development must be as-of-right in a smart growth zoning district, communities can use design review to regulate the physical character of the development as long as requirements are not unduly burdensome. Twenty percent of the housing in the district must be affordable to those earning 80% or less of the median income and be deed restricted for at least 30 years. The district must provide a minimum allowable density of eight units per acre for single-family homes, 12 units per acre for two and three family buildings, and/or 20 units per acre for multi-family dwellings. Smart growth zoning districts must provide a range of housing opportunities for a diverse population including households with children.*

In order to address the circumstances of smaller and more rural municipalities any community with a population of less than 10,000 people may request a reduction from the minimum allowable density requirements. The community will need to show that compliance with the density requirements would create a hardship and that any proposed reduced density would be consistent with the smart growth goals of Chapter 40R. The community must also demonstrate that development at the required densities would either be highly inconsistent with the existing physical environment of the community, would create significant risks to water pollution due to poor soils, or cannot be feasibly served by a piped water system.

Any municipality may propose a “smart growth zoning district” as an overlay to its existing zoning in “eligible locations” which include the following:

- Areas near transit stations
- Areas of concentrated development (i.e., town/city centers, existing commercial/rural village districts)
- Areas “that by virtue of their infrastructure, transportation access, existing underutilized facilities, and/or location make highly suitable locations for residential or mixed-use...districts”
- Chapter 40R zoning encourages a significant proportion of housing and affordable units within the housing mix and require “by right” a minimum density of housing units per acre:
 - Single-family use: 8 units/acre (1 unit/5,445 s.f.)

- Two- and three-family use: 12 units/acre (1 unit/3,630 s.f.)
- Multi-family use: 20 units/acre (1 unit/2,178 s.f.)

Developments of 12 units or more must provide at least 20% of units as affordable units. Overlay district zoning must prove at least 20% of all units developed in the district as a whole will be affordable. At least 25% of units in developments exclusively serving the elderly, disabled, or those needing assisted living must be affordable. The state provides financial incentives to defray costs associated with such development. Lincoln will need to decide whether the housing amounts, mix, density standards, and other requirements are consistent with its goals for the villages, and the extent to which the prospect of state funding is an incentive. It should be noted that the town currently has the capacity to accomplish any of the zoning requirements associated with Chapter 40R. The primary differences would be an expedited development review process, the opportunity to incorporate detailed design standards, and access to the state funding incentives tied to the provision of new affordable housing units.

Smart Growth Zoning Overlay District reviews by DHCD may also be coordinated with other financial mechanism such as Tax Increment Financing (TIF) and District Improvement Financing (DIF).

- **Purpose:** To increase the supply of housing and enable communities to create Smart Growth Zoning Overlay Districts for the production of compact, high-density housing. Chapter 40R promotes inclusion of low- and moderate-income households by requiring developers to provide affordable units.
- **Eligibility:**
 - Any Massachusetts city or town may apply.
 - Development must include housing:
 - In an area of concentrated development such as town centers, or
 - Near transit stations or another “highly suitable location.”
 - Development must create housing that could not have been built without Chapter 40R, i.e., there must be a positive net difference between housing that can already be built under a community’s existing zoning and housing that will only be possible under the Chapter 40R district.
 - At least 20 percent of the housing units must be affordable.
 - The community must adopt a Chapter 40R zoning district that has received prior approval from the Department of Housing and Community Development (DHCD).

- Minimum as-of-right residential densities of 8 units/acre for single-family homes; 12 units/acre for 2- or 3- family units or townhouses; and 20 units/acre for multifamily buildings. No age restrictions or unit size restrictions may be imposed through zoning regulations or development agreements.
- Projects may include new housing, substantial rehabilitation of existing buildings, or conversion of nonresidential buildings to residential use.
- **Funding:** Incentive payments of up to \$600,000 for adoption of a Chapter 40R district (the zoning incentive) and a density bonus payment of \$3,000 per unit for each unit that could not have been built without the overlay.
- **More Information:** <http://www.mass.gov/hed/community/planning/chapter-40-r.html>
- **Lincoln Applicability:** Chapter 40R could be a good fit for high-density, affordable housing in or within walking distance of Lincoln Station. A Chapter 40R district can be small in area and it does not have to accommodate large-scale development. However, it *does* have to accommodate increased density development. DHCD requires Chapter 40R districts to include land for multifamily buildings (at 20 units per acre), unless a hardship is proven. Some communities have created very small Chapter 40R districts that still meet DHCD's regulations, e.g., Norwood.

Developments of 12 units or more must provide at least 20% of units as affordable units. Overlay district zoning must prove at least 20% of all units developed in the district as a whole will be affordable. At least 25% of units in developments exclusively serving the elderly, disabled, or those needing assisted living must be affordable.

The provision above that could be of particular interest to Lincoln would be the ability to petition DHCD to lower the density requirements for smaller communities. As outlined above a process is provided by DHCD that allows smaller communities with populations under 10,000 to petition the state to accept lower density requirements than would otherwise be allowed. In the case of Lincoln Station it would more than likely not be hard to demonstrate that development at the prescribed density would be highly inconsistent with the physical environment in the Lincoln Station area, given the challenges of proving adequate septic systems and water service under the DEP consent order. Density at the 20 units per acre level is certainly meant for more urban communities that have the preexisting infrastructure to accommodate that intensity of land use, while smaller communities such as Lincoln would be overwhelmed by such a level of development and the detrimental impacts that would result would far outweigh the benefits to be accrued.

As for suitable locations for such higher densities, there are several opportunities to exploit existing or potential upper story space in Lincoln Station to achieve the required density. With the prior Lincoln Station planning and charrette exercises and the development of the Mall, the community has also in effect already established design standards and guidelines that could be incorporated into the 40R district to maintain aesthetic standards consistent with Lincoln's values.

The value to Lincoln in adopting such a program would of course be the financial benefit, but it would also allow the Town to maintain its Chapter 40B exemption because there would be an affordable component required in any project. Having affordable units interspersed in a market rate project also allows the quality of the units to be consistent with the any market rate housing production, because DHCD requires that developers produce affordable housing that is indistinguishable from market housing in order to gain approval for the higher density.

In general the Lincoln Station area lends itself well to the 40R program, as long as community design standards can be maintained. The 40R program also typically generates the type of housing, such as luxury 2 bedroom condominiums and rental units, that could contribute to the sustainability of the Lincoln Station commercial environment. While the state provides financial incentives to defray costs and mitigate impacts associated with such development, Lincoln will need to decide whether the housing amounts, mix, density standards, and other requirements are consistent with its goals and the extent to which the prospect of state funding is an incentive.

It should be noted that the Town currently has the capacity to accomplish any of the zoning requirements associated with Chapter 40R. The primary differences would be an expedited development review process, the opportunity to incorporate detailed design standards, and access to the state funding incentives tied to the provision of new affordable housing units.

2. DHCD Compact Neighborhoods Initiative

This is a new tool that is similar to 40R but has different residential density and affordability requirements. Participating communities are eligible for preference in discretionary funding and possible Chapter 40B relief. For communities that are interested in maintaining control over land use decisions by planning ahead and getting credit for denser, as-of-right zoning, this tool provides another choice.

- **Purpose:** To encourage communities to provide housing for working families at all market levels and in “smart growth” locations. Compact Neighborhoods is an alternative to Chapter 40R for communities that want to provide for moderate-density housing growth. It is a DHCD *policy* initiative, not a statutory tool.
- **Eligibility:** To participate in this program, the community must:
 - Identify an as-of-right zoning district, which could be a base (use) district or an overlay district (Compact Neighborhood);
 - Request and receive a Letter of Eligibility from DHCD, confirming that the Compact Neighborhood is in an Eligible Location and that the zoning meets or exceeds the program’s requirements;

- Adopt the Compact Neighborhood Zoning, submit proof of local adoption, and receive a Letter of Certification from DHCD.
- The Compact Neighborhood Zoning must:
 - Allow for a minimum number of “Future Zoned Units” in the Compact Neighborhood, which is generally one percent of the year-round housing units in the community (in Lincoln: 21 units);
 - Allow one or more of the following densities as-of-right in the Compact Neighborhood: at least 8 units per acre for multifamily use (which means 2-family or more) or at least 4 units per acre for single family homes;
 - Require at least 10 percent of the units in any project with more than 12 units to be affordable housing; and
 - Not impose age or other occupancy restrictions on the Compact Neighborhood as a whole. However, developers are free to propose projects for the elderly or people with disabilities, or assisted living facilities.
- **Funding:** Unlike Chapter 40R, the Compact Neighborhoods program does not offer direct financial incentives for establishing a Compact Neighborhoods district. However, a Letter of Certification from DHCD increases a community’s competitiveness for other state funds, e.g., a MassWorks grant that could be used to fund infrastructure improvements at Lincoln Station.
- **More Information:** <http://www.mass.gov/hed/community/planning/compact-neighborhoods.html>
- **Lincoln Applicability:** Compact Neighborhoods may be appropriate for Lincoln because of its reduced density requirements. The tradeoff for the comfort of lower density is that Compact Neighborhoods does not guarantee access to state funds. It simply makes a town more competitive for various discretionary grants. To take advantage of this program, the Town would have to adopt a zoning district that complies with DHCD’s Compact Neighborhoods Policy.

Comprehensive Grant Programs

1. MassWorks Infrastructure Program

The MassWorks Infrastructure Program provides a streamlined application process for eligible public entities seeking public infrastructure funding to support economic development and job creation. This process replaces the Commonwealth Capital Program – which sought to rank communities on their efforts to achieve the smart growth principles adopted back in the Romney Administration. While that process was seen at the time as a more transparent and quantifiable

way to allocate state grants and public resources, it was eventually determined that it put smaller communities like Lincoln at a disadvantage when it came to scoring well on criteria that seemed far better suited for distressed, urban communities.

Of course there is subjectivity in any process designed to implement policy objectives, but it was clear a better, more user friendly way was needed to allow for smaller communities with limited staff to compete for resources meant to accomplish equitable policies and goals throughout the state.

As with the Commonwealth Capital Program, the new streamlined process potentially allows access to resources available from over 20 state grant programs. These programs provide state funding in the millions in grants and low interest loans for eligible projects that are consistent with smart growth policies (see Appendices).

- **Purpose:** to provide infrastructure grants for publicly owned infrastructure including but not limited to sewers, utility extensions, streets, roads, curb-cuts, parking facilities, site preparation and improvements on publicly owned land, demolition, pedestrian walkways, and water treatment systems to support three project types:
 - Housing development at a density of at least four units per acre (both market and affordable units);
 - Transportation improvements to enhance safety in small, rural communities; and/or
 - Economic development and job creation and retention.
- **Eligibility:** A city or town or another entity that has legal authority to apply for and accept state grants on behalf of a municipality.
- **Funding:** In 2012, the state awarded \$38 million to 26 recipients. Individual awards ranged from \$200,000 to \$4,000,000. MassWorks is highly competitive. Last year's 26 recipients were selected from 130 applications.
- **More Information:** <http://www.mass.gov/hed/economic/eohed/pro/infrastructure/massworks/>
- **Lincoln Applicability:** Funding provided for infrastructure in support of local housing and economic development projects. By streamlining the application process to apply for funds for a variety of consolidated economic development, infrastructure and capital improvement programs, smaller communities like Lincoln are more capable of applying for funds that in the past had daunting application requirements. The new process has potential for assisting Lincoln Station, particularly in the area of infrastructure improvements and the creation of transit oriented community facilities. The description of this program below was taken from the state website:

The MassWorks Infrastructure Program provides a one-stop shop for municipalities and other eligible public entities seeking public infrastructure funding to support economic development and job creation and retention, housing development at density of at least 4

units to the acre (both market and affordable units) and transportation improvements to enhancing safety in small, rural communities. The MassWorks Infrastructure Program is administered by the Executive Office of Housing and Economic Development, in cooperation with the Department of Transportation and Executive Office for Administration & Finance.

Some of the past programs are in the process of being phased out or consolidated, but the general allocation and commitment of state resources remains intact and Lincoln Station is consistent with the scope, eligibility and goals of most of these funding sources.

One such promising program that has been consolidated into The Massworks fold is the TOD Infrastructure and Housing Support Program — or TOD Bond Program, a smart growth enabling policy by the state that provides financial incentives for housing production and transportation-related improvements to smart growth consistent, transit-oriented centers or locations, including pedestrian connections, parking improvements, bicycle facilities, and gap financing for affordable housing. Geographically defined areas within a quarter-mile of a commuter rail station, subway station, ferry terminal, or bus station are eligible for both loans and grants. will provide financial assistance for pedestrian improvements, bicycle facilities, housing projects, and parking facilities within 1/4 mile of transit stations. Specific features of this program include:

- Multi-year funding to finance pedestrian improvements, bicycle facilities, housing projects, and parking facilities in mixed use developments located within 1/4 mile of a transit station.
- At least 25% of the units in housing projects must be affordable to households earning up to 80% of the area median income.
- Priority will be given to projects that are part of, or proximate to, an existing or proposed high quality TOD.

The program is geared to increase the supply of housing and TOD-related development and improvements by enabling communities to leverage public funding to make smart growth consistent projects feasible. For housing projects the mechanisms of the program are geared to provide gap financing in a way that reduces the need for multiple funding sources while encouraging maximization of private financing.

- TOD will provide funding up to \$10 million each year under guidelines principally designed to support the production of concentrated, TOD-enabled housing developments in transit accessible, smart growth compatible locations. Award caps are \$1 million for projects up to 25 units and up to \$2 million for projects greater than 25 units. Aside from housing related financing, proponents submit applications for eligible pedestrian and bike projects not to exceed \$500,000, and parking facility improvements not to exceed \$2 million.
- Assuming Town support it's conceivable that Lincoln Station could accommodate a 25 unit project in the appropriate location, as part of a mixed use or housing development project on one of the compatible properties mentioned earlier. An emphasis is placed on

projects that incorporate intermodal forms of transportation improvements, so the more connected any project is to the commuter rail station, the more likely the funding potential will be. In order to be competitive, applicants must describe how they will meet the TOD performance criteria regarding location efficiency, value recapture, and livability.

The TOD program could be a good tool for Lincoln Station where public subsidies are necessary to make a desired project economically feasible. In the case of preferred mix use scenarios, it is likely that the financing for a project with the preferred mix of uses the Town would like to see, such as a building with a balance of both housing and commercial space, will be challenging. Gap financing is a necessary approach to allow projects to proceed that contain constrained marketability due to an effort to meet public goals.

Local Initiatives

1. District Improvement Financing (DIF)

The DIF is locally driven program and should be approved by the Economic Assistance Coordinating Council (EACC).

- **Purpose:** The municipality must define the district and document a development program describing, among other issues, how the DIF will encourage increased residential, commercial and industrial activity within that district. It must also detail the project improvements, financing plans and community benefits.
- **Eligibility:** After the local public hearings and approvals, the municipality must submit an application to the EACC for final approval prior to implementing the program.
- **Funding:**
 - The municipal investment is designed to stimulate private investment which in turn increases the taxable value of property and generates the incremental taxes.
 - The **DIF** flexibility empowers municipalities to forward public purpose while assisting their private partners in accomplishing their goals.
 - All cities and towns are eligible to utilize this financing alternative without qualifying as open-blighted, decadent, substandard, or economically impaired.
 - Financing terms are negotiable and can be tailored to suit the situation.

- No new taxes are levied, and the DIF does not reduce or redirect current property tax revenues.

This form of incentive encourages preferred development and projects in targeted locations through a variety of readily available mechanisms. The DIF works best at providing financing resources for public works and infrastructure needs for a determined location by the capture of property tax revenue increases resulting from new development in the target zone. These captured resources can subsequently be utilized for a Town's development goals, which are usually implemented through infrastructure improvements that are designed to incentive private investment. . In the case of Lincoln Station any bonds that are used for infrastructure improvements that are part of any implementation of Lincoln Station planning goals can be paid off with the steam of revenue.

- **Lincoln Applicability:** The public improvements to infrastructure and community facilities that are made possible by DIF, which then generally results in preferred or incentivized private development, makes this a likely toll that could be used for identified sewer or parking improvements mentioned elsewhere in this report. As with all communities in Massachusetts, Lincoln is eligible for this program assuming targeted locations can be identified and appropriate projects can be proposed and designed as part of any planning effort to support growth.

2. Business Improvement District (BID)

Another district centered approach to economic development in particular is Business Improvement Districts (M.G.L. Chapter 40O) – where over three-fourths of a defined area is zoned or used for commercial, industrial, retail, or mixed uses, as is common in downtown or village centers, these districts may be established. The purpose of a BID is usually to enhance municipal services that can't be provided by a community due to budgetary constraints or other priorities or needs: By definition the commercial area has to be somewhat successful (as it true with Lincoln Station) otherwise there are no resources available, or incentive for that matter, for business or property owners to provide the extra margin over local property taxes that fund the enhanced services. These services generally include:

- Public space improvements – Sidewalk improvements such as widening, connection enhancements and decorative treatments, street furniture, screening of public trash receptacles, dumpsters and mechanicals, directional signage
- Parking, traffic and transportation management – Upkeep and improvement of transit facilities, management and maintenance of public parking
- Design assistance – Developing zoning and streetscape design standards, managing storefront façade or signage improvement programs.
- Maintenance – More frequent trash collection, litter and graffiti removal and prevention, better snow removal, more intensive landscaping, streetscape improvements such as ornamental enhancements, and compliance and enforcement on problem properties

- Marketing – festivals and event planning, sales promotions, social media programs, marketing materials such as maps and newsletters, branding and image enhancement, and advertising campaigns
- Business recruitment and retention – market research, building data, market trend and zoning reports, financial incentives for new and expanding businesses, marketing to potential investors.
- Planning – Community engagement in organizing for and producing plans

The common benefits of a BID include:

- Enhances village exposure in the marketplace
 - Promotes a district identity or branding and allows cohesive management of resources
 - Supplies revenue stream from the private sector to compliment municipal and grant sources and allows economic of scale
 - Enables village property and business owners to be represented on matters involving the physical and business environment
 - Potential guidance on policy development and interaction with the Town;
 - Vehicle for input and needs identification on concerns such as sanitation, safety, and perception
 - Promotes the ability to pursue multi-year projects and provides consistency in services and programs
 - Often increases property values, tax base, occupancy rate, and customer visits.
- **Purpose:** To improve a commercial area by attracting customers, clients, shoppers, and other businesses.
 - **Eligibility:** Any city or town may establish a BID under G.L. c. 40.
 - The BID must be a contiguous geographic area in which at least 75 percent of the land is zoned or used for commercial, retail, industrial, or mixed uses.
 - The BID must be established through a local petition and public hearing process. The petition must be signed by the owners of at least 60 percent of the real property and at least 51 percent of the assessed valuation of the real property within the proposed BID. The petition must define the BID boundaries, a proposed improvement plan, budget and assessment/fee structure.
 - **Funding:** Revenue for the BID comes from a real estate tax surcharge that is set aside for the BID's use
 - **More Information:** <http://www.mass.gov/hed/community/planning/bid.html>

- **Lincoln Applicability:** Given the number of property owners with a stake in the health of Lincoln Station, the Town should consider BID a very high priority. Building Lincoln Station's promotions and marketing capacity is key, especially for pursuing collaborative promotions with Lincoln's major institutions (Mass. Audubon, the DeCordova Museum).

However, in Lincoln Station it may be difficult to establish even a modest BID given that commercial tax rates are already rather high, and services commonly supplied through a BID are not seen as lacking in Lincoln Station. Certainly there is no great level of disinvestment or blight that is threatening the Lincoln Station area. The Mall, as the anchor land owner, generally runs and maintains the property well, and there are no apparent safety problems that require significant investment of security services. It may be worth considering if any substantial growth scenario is pursued if only to allow participation in the process by existing property owners and businesses, who may feel under siege by attempts to change the dynamic of the Lincoln Station area. An additional level of comfort is provided by the "opt out" clause, which allows participation by all property owners to be optional, at any time. While this may result in the perception that some are getting a free ride, it still allows flexibility for business owners that may be sufficient for their participation in the first place.

The petition is required to outline the management entity, define fee waiver criteria, conduct a public hearing, provide an opt-out clause, delineate district boundaries, and propose an improvement plan. Presently the bar is not all that high for adoption of a district. Through the BID legislation the state mandates that 60% of property owners containing 51% or more of the assessed value submit the petition to form the BID. The maximum assessment for participating properties is 0.005 % of the assessed value.

3. Potential Public/Private Partnerships and Financing

- **Capital Improvement Limited Partnership:** A limited partnership could be formed and shares could be sold (say, \$1,000 each) to local citizens, property owners, and businesses to carry out specific projects and programs at Lincoln Station. The funds raised could possibly be used to leverage additional state and federal sources. With sufficient funding, a partnership could be used to fund small projects such as streetscape enhancements (i.e., information kiosks, street trees, etc.) or larger projects such as facade and sign programs, trails and parks, or acquisition and renovation of deteriorated buildings.
- **Development RFP and Land Disposition:** In some instances, the Town can promote (and control) desirable development as a participant in the development process through a Development Request for Proposals and associated land disposition. If the Town has assets that are not needed entirely for municipal purposes but that could contribute to desirable development solutions, it can offer that land through a Request for Proposals (RFP) process, and attach conditions that will guide where, what, and how development will occur. In cases where this land contributes to productively reorganized parcels, this tool can unlock many

positive changes. There are relatively few parcels owned by the Town in Lincoln Station that have redevelopment potential as envisioned in any significant growth scenario. However as the area naturally evolves some possibilities might include a community center, portions of the commuter lot (if access and circulation changes are made), and the DPW facility.

V. VILLAGE CENTER COMPARATIVE ANALYSIS

In order to explore what improvements may be viable for Lincoln Station, an analysis was performed comparing Lincoln Station to similar areas in other similar towns in Eastern Massachusetts. This analysis includes the following assumptions and methodology:

- The presence of the commuter rail station necessitates that any case study comparison include this important land use, and its function and influence over the surrounding area.
- Finding communities, defined both by formal and informal boundaries, that share consistent demographics is important for comparative analysis.
- Geography of the subject village center should be roughly similar to Lincoln in several aspects, though not necessarily in area or location.
- The market characteristics of each village center should be evaluated using a consistent methodology or approach, focusing on prominent uses and services and variables from relevant sources or studies that provide the proper context.
- Planning efforts and priorities for these areas should be reviewed for any discernible trends or approaches that might have relevance for Lincoln Station's existing or potential condition.
- To the extent known, an assessment of the present condition of these village centers and the context of why they might indicate preferred options, opportunities or processes should be provided.

Utilizing the above prerequisites, assumptions and methodology the comparable Massachusetts village centers of Rockport, Beverly Farms, Hamilton and West Concord were chosen for comparison to Lincoln. The demographics, geography, market characteristics, planning context with outcomes and opportunities for each are described to determine if a suitable model can be identified and feasible outcomes can be determined for several different planning approaches. We begin with Rockport.

A. Rockport Whistlestop Mall

Location: Rockport, Massachusetts

1. Demographics



As of the 2010 Census, there were 6,592 people in Rockport, with a population density of 400 people per square mile.

There were 4,223 housing units. In a significant departure from Lincoln, almost a third of the housing units are renter-occupied, with only 65% of detached single family dwellings owner occupied. The median house value in the town is \$471,600.

In numbers that are quite comparable to Lincoln the average household size was 2.14 and the average family size was 2.82. Thirteen percent of the population

is over 65, and the median age is 51.2. The family household percentage is 58.5%. Households that contain an individual who is 65 or over are 36% of the total.

The median income for a household in the town was \$71,447, and the median income for a family was \$98,587. The per capita income for Rockport was \$43,201. According to the 2010 Census, the occupation mix of its residents is as follows:

OCCUPATION		
Civilian employed population 16 years and over	3,326	
Management, business, science, and arts occupations	1,739	52.3%
Service occupations	414	12.4%
Sales and office occupations	770	23.2%
Natural resources, construction, and maintenance occupations	203	6.1%
Production, transportation, and material moving occupations	200	6.0%

2. Geography

Rockport is remotely located approximately 40 miles northeast of Boston at the eastern tip of the Cape Ann peninsula. The incorporated town has a total area of 17.5 square miles, much of which is water. In fact it is surrounded by water on 3 sides, with its only land neighbor being Gloucester. Like Lincoln, Rockport has substantial, protected natural and recreational resources, such as areas including Halibut Point State Park & Reservation, the Thatcher Island National Wildlife Refuge, and the Knight Wildlife Reservation on Milk Island, as well as a smaller area just south of Halibut Point run by the Massachusetts Audubon Society.

While Rockport is a major tourist destination in the summer, given its art colony on the waterfront, one of the primary geographic and economic focal points of the Town's year-round resident population is the Rockport Whistlestop Mall area, which is centrally located and therefore serves as a village center for the greater community. Route 127, a state highway known locally as Railroad Ave., runs north and south through the mall area. Similar to Lincoln, the station area also has a busy 5-point intersection a short distance from the mall.

The Rockport Commuter Rail Station, which is at the end of one stem of the Newburyport/Rockport line, bisects the area in a manner similar to Lincoln Station's commuter rail line. The station contains 88 parking spaces that are Town operated and free. There are also 7 bike spaces provided. The surrounding area can be defined by the boundaries of Poll Hill Forest to the west, Manning Park to the north, Mill Brook and Mill Pond Park to the east, and Route 127 to the west. The area roughly corresponds to the study area for Lincoln Station. Similarly, the intersection of the commuter rail line and Route 127 sets up 4 distinct quadrants consisting of diverse land uses.

3. Market Analysis

While Rockport has a sizable tourist area near the harbor and waterfront, the main commercial center and main street for goods and services for the local population is an area near the train station. In terms of existing conditions the Whistlestop Mall has similar characteristics to Lincoln Station. According to the MAPC, Rockport station has a "normalized" land use intensity (population and jobs divided by acreage in developed land uses) of between 10-25 residents and workers per acre within ½ mile of the station, as does Lincoln. The same source indicates the development mix of Rockport, which is ratio of workers to the total intensity, is between .31 and 0.45 within a half mile of the station area, which is slightly lower than Lincoln's. Lincoln is more affluent than Rockport and contains more disposable resident income in proximity to its station, although Rockport is more of a tourist destination and attracts greater revenues from outside the community.

With more established and service oriented uses in the station area, Rockport is better able to capitalize on seasonal and ecotourism revenue, but Lincoln also has great potential to tap this market given its many cultural and eco-friendly destinations. This would appear to be the tipping point that allows Rockport to attract and sustain a variety of desirable uses in proximity to the station despite its seasonal nature and isolation, but it also presents an opportunity that Lincoln could rather easily penetrate.

The following are some of the larger existing land and commercial uses that occupy the Whistlestop Mall area:

- Retail anchor: Ace Hardware (15, 000 square feet)
- Primary residential multi-family: 48 units at Millbrook Park
- Chain/fast food restaurant: Dunkin Donuts
- Family restaurant: LoGrasso's
- Public space: Evans Park recreational field
- Service: Rockport National Bank, Cleaves Insurance Agency
- Public office: Post Office, Rockport Housing Authority
- Community space: Sandy Bay Historical Society
- Convenience: Cumberland Farms, Rite Aid Pharmacy

4. Planning Context

Until the 1990s the Whistlestop Mall area had experienced commercial decline, marginalization or outright abandonment of land uses, and underutilization of its public and commercial spaces. As the end stop on the commuter rail line, Rockport was not a destination of commuters outside of Rockport, especially given its geographic isolation. The Town embarked on a planning effort to revitalize the area and capitalize on the commuter rail stop by focusing on and promoting transit oriented development and village center style land uses. This effort coincided with Rockport repealing its alcohol ban, allowing restaurants to sell liquor after an extended prohibition.

Rockport has invested resources and commitment trying to focus on utilizing the asset that the MBTA Station area provides. This involved years of collaboration and coordination with Town officials and the MBTA to keep the forward momentum on state-funded commitments toward redevelopment of and infrastructure improvements to the station and parking lot. Part of this effort was the MBTA Station Area Plan prepared in 2006, which is similar to the purpose and goals of the Lincoln Station Development Study. With the assistance of consultants, residents explored and recommended a variety of options and action items to enhance the area's commercial viability, function, and streetscape with the goal of attracting and maintaining a desirable mix of uses. Improvements focused on pedestrian and commuter use and access of the

MBTA/Town parking lot, landscaping, and improved circulation to and around nearby public recreation facilities.

Some of the following recommendations summarize the content of that report.

Design requirements were implemented that provide review by Town Boards and Committees to insure that consistent and compatible guidelines are followed for the streetscape facades, signage and architectural styles. This is particularly important in relation to commercial redevelopment, where buildings tend to be bigger and lend themselves to less aesthetic cohesion due to multiple tenants and varying uses.

Opportunities for land assemblage for multi-family housing have been promoted by the Town after hard fought efforts to mitigate the impacts of the rail station were successful. These included noise mitigation for train engine warm-up, opportunity expands for redevelopment of some parcels for multi-family housing. While consideration of zoning changes to incentivize investment of quality projects that meet local housing needs has not been implemented, the recent adoption of a downtown master plan that includes the environs of the Whistlestop mall area lends support and action to encouraging large scale investment in appropriate housing that meets the aesthetic standards of the community.

Emphasis on maintenance and public amenities including lighting, sanitary and recreation facilities and landscaping, along with design criteria for private properties and development projects, bolster the area's appearance and desirability.

5. Outcome and Opportunities

Rockport Whistlestop Mall has become a sustainable commercial center for the community that provides a variety of useful services and destinations that were not present 10 years ago. **This has been accomplished mostly through a mutually beneficial engagement with the MBTA to improve the facilities of the station**, while the Town has focused on design guidelines that enhance the commercial environment of visitors and residents alike.

The outcome has produced stability and vitality which have weathered the difficult economic times that endured over the last 5 years. The anchor supermarket leased to Crosby's allowed property owners to bring in desirable uses Lincoln residents have identified as important, such as a Rite Aid pharmacy. By the time this supermarket closed in 2009, the area had also attracted a Dunkin Donuts franchise, which is a chain tenant that Lincoln has traditionally discouraged. However, with the emergent willingness of large chain corporations to abide by local design guidelines, such as the requirements Rockport put in place several years ago, the streetscape standards the community has historically defended have not been compromised.

The setback from the closure of the Crosby's Supermarket in 2009 was certainly a blow to a struggling retail area that was just emerging from the 2008 economic maelstrom. A comparable use providing a wide variety of groceries and sundries has not reemerged. However, the reestablishment of an anchor for the area occurred when Ace Hardware occupied a nearby site in 2011 which has stabilized and sustained the center. Other than the closure of the supermarket, the Mall area retail has been characterized by established retail and service storefronts in strip mall structures for the past 10 years or so. The mix of these uses fluctuates between service establishments such as beauty and hair salons and professional services such as lawyers and insurance agencies. There are several properties that continue to be used in an industrial fashion, and these uses clearly impede development of a more unified and consistent streetscape. Since several of these properties are privately owned by family or are single proprietor businesses, they represent the most likely possibility for redevelopment.

Rockport Whistlestop Mall has become a sustainable commercial center for the community that provides a variety of useful services and destinations that were not present 10 years ago. This has been accomplished mostly through a mutually beneficial engagement with the MBTA to improve the facilities of the station.

The existing office uses that are permitted by zoning in the area continue to thrive due to proximity to the Mall and efforts to improve the circulation and accessibility of the commuter services and parking. The majority of these uses are professional in nature, which brings a higher income presence to an area in need of daily services and amenities. This has in turn attracted additional resources and residential and commercial investment, particularly two-family conversions. New construction has not been significant.

Rockport contains characteristics that make it a suitable model for determining whether desirable uses such as pharmacy and hardware stores are willing to locate in areas similar to Lincoln Station, particularly if they have transportation and natural resource facilities nearby. The success of the effort in Rockport to develop and maintain a sustainable and desirable center in Rockport depends on the following factors:

- Coordination from civic groups and business interests/associations
- Some provision of convenient and accessible off-street parking
- Presence of a franchise fast food restaurant
- Presence of a family restaurant
- Small, flexible retail operations in common or connected space

- Community facilities that attract daily and diurnal trips
- Ecotourism potential
- Adequate residential density
- Walkable scale
- Informative and prominent commercial signage and directional signage
- Rental opportunities nearby, including two-family zoning

B. Beverly Farms

Location: Beverly, Massachusetts

1. Demographics

According to the 2010 Census, the population of Beverly Farms, which is a distinct, largely residential neighborhood within the City of Beverly, Massachusetts, was 7,244. This results in a population density of 752 people per square mile.



The 2010 Census indicates the percentage of single family, detached housing units in Beverly Farms was 71.6%. Approximately 70% of these units are owner occupied. The median house value in 2010, once again according to the Census, was \$520,434.

The percentage of households that are families was 55% while the average household size was 2.5 people.

The median household income for Beverly Farms in 2010 was \$87,583. The primary occupation

for residents was management, followed by professional services.

2. Geography

Beverly Farms is an ocean-front community which extends from Manchester-by-the-Sea to another informally defined section of Beverly known as Prides Crossing. This location is within part of Massachusetts's North Shore region, about 20 miles north of Boston. The area that commonly composes the neighborhood is 9.6 square miles. As constituted by this definition, the neighborhood is bisected by Route 128 in a manner similar to Lincoln Road in Lincoln Station. The main north-south thoroughfare is Hale St., which intersects with Route 128 in the northern part of the neighborhood and the village center and the commuter rail line in the southern part. Beverly Farms is traversed by Route 127, which is the main coastal road through the North Shore. In addition to the Manchester-by-the-Sea townline to the east and the Pride Crossing neighborhood to the west, the area is bordered to the north by the Round Pond conservation area and the Atlantic Ocean to the south. Beverly Farms realizes significant local traffic from a beach nearby, but the beach is privately controlled so it is not a regional destination.

Beverly Farms includes a commuter rail station on the Newburyport/Rockport line to North Station. The station is not on express or peak period routes, and given nearby stations that are generally accessible, there is not a substantial commuter presence in the village center from the station. There is parking for only 25 cars and space for 7 bicycles in an unimproved lot run by a contractor to the MBTA. However, there is generally ample parking on nearby residential streets, without any local restrictions, thus commuter parking is spread throughout the station area.

3. Market Analysis

Beverly Farms shares land intensity and development mix conditions with Lincoln Station, according to the MAPC's transit oriented growth stations report, with a "normalized" land use intensity (population and jobs divided by acreage in developed land uses) of between 10-25 residents and workers per acre within a half mile of the station, as does Lincoln. The development mix of Beverly Farms, which is the ratio of workers to the total intensity, is also between .31 and 0.45 within a half mile of the station area, only slightly less than Lincoln Station's.

The Beverly Farms Improvement Society (BFIS), a local civic institution, was incorporated approximately 60 years ago by local residents whose aim was to improve the Beverly Farms and Prides Crossing communities by preserving the natural assets and resources of the surrounding coast and inland open space. Today, the BFIS continues the original mission and has expanded its presence and scope within the neighborhood. BFIS's mission statement is "to preserve the character of our village, making it a unique and enjoyable place to live, work and shop. A cared-for community is valued by residents, obviously, but is also coveted by merchants who bring desirable goods, services, and revenue to our community. The Society takes donations to "cultivate our town's vitality and ultimately, promote desirability." This mechanism functions as an informal business improvement district (BID), which is normally organized by the Town or City as a public program.

The Beverly Farms Merchants Association (BFMA) provides support and exposure for merchants within the neighborhood, and promotes the village center as a destination for both residents and visitors. It claims that Beverly Farms is home to more than 40 businesses, including shops, restaurants and providers of services. The BFMA regularly publishes *The Beverly Farms Shopper*, which promotes many of the local shops and services, and plays a vital role in the planning, organization and preparation for commercial and civic events as well. It produces a free publication known as the “Farms Flyer,” which serves as an important and timely source of local news, store openings and promotions, and commercial trends and events for area residents.

The uses and property ownership in Beverly Farms fall along lines of family owned businesses and recent development of an investment in leased storefront or upscale residential development by real estate interests. Automobile service stations that have occupied the same properties for generations are still prominent uses on important parcels of land, but around them there has been an infusion of new retail uses that benefit from the station traffic and an upscale local food market located within walking distance of the commuter rail facilities. This has encouraged more professional offices to locate in the commercial center of Beverly Farms. The strong civic identity of the neighborhood has also contributed as the organizations have expanded their presence.

With these developments it is interesting to note there has not been a sizable increase in mixed use buildings or above ground level conversions. The uses generally found in Beverly Farms and the established residential build-out are so compact that one might expect to see more creative and adaptive reuse of properties. However, the use mix varies so greatly that such a scenario would be greatly constrained by parking requirements alone.

The following primary land and commercial uses are located within a half mile of the Beverly Farms village center:

- Retail anchor: Wild Oats
- Primary residential multi-family: 24 luxury condos
- Chain/fast food restaurant: Dunkin Donuts
- Family restaurant: Hale St., Cygnet
- Public space: Branch Library, public park
- Public office: Post Office
- Community space: Hastings House Community Center
- Convenience: Famers Market
- Services: Family dentist center

4. Planning Context

The City of Beverly has focused on a city-wide approach to planning, with a core concentration on its main business district in the center of the City. This area has seen much more transition and development of distressed properties and vacancies through the economic downturn, while Beverly Farms has been somewhat stable. The efforts to engage in planning for Beverly Farms' economic sustainability have therefore been concentrated in neighborhood and professional associations. Given Beverly Farms relative isolation from the population core of the broader community, there has been some distinct delineation of how Beverly Farms plans to sustain and grow.

With an active business and civic association centered on maintaining the neighborhood's mix of uses and commercial and residential environments, it is unlikely that planning efforts underway to revitalize other parts of the city will impact the Beverly Farms neighborhood. As it stands, the opportunities for any growth are highly constrained by the coastal location and the largely built out single-family composition of the buildings. However, the City has engaged in planning and funding of community-wide facilities and public space as part of its capital planning. The Beverly Farms branch library was recently expanded and remodeled, and a community center has been expanded in recent years. Since these investments and the emergence of a much more challenging economic environment downtown, the City has redirected a neighborhood approach to capital planning back toward infrastructure and facility improvements to its neglected main street and waterfront.

Nonetheless there has been an extended effort to engage and enable the civic and business associations to orchestrate their planning efforts in a more coordinated way with the City. In 2009, BFIS kicked off "Operation Fix Dix", a project to improve access to and facilities within the neighborhood park. Civic engagement in the form of donations from neighbors, friends and the City of Beverly led to the installation of multi-use courts at Dix Park, along with landscaping improvements and improved access from Hale Street. BFIS is also responsible for the design and maintenance of the library's pergola pathway, the War Memorial Fountain, and the installation and maintenance of the black iron benches, trash receptacles and planters throughout the village center.

To some extent these efforts have been motivated by competing uses in and around the main commercial corridor, where the diversity of businesses and uses has created conflict at times. For example several established automobile service stations are in close proximity to prime locations for storefront retail and residential development. This environment did not inhibit the construction of 24 luxury condominiums abutting 2 automobile repair businesses, but the delicate balance of planning goals and investment opportunities plays out in a sometimes contentious manner, as is the case in Lincoln Station.

Here the role of the civic and business associations, and coordination and communication between them, is critical to achieving an environment of stability and opportunity for adaptive and appropriate reuse when properties become available.

5. Outcome and Opportunities

Beverly Farms greatly benefits from its long-established status as an affluent summer and suburban residential destination. The village center area has certainly seen transition, with at times marginal and even underutilized properties and uses, but generally it has benefited from its relative isolation from competing commercial areas, just as Lincoln Station has to a lesser degree. **However the village center has increased its sustainability and demand among local residents through coordination among business and civic associations.**

With several upscale restaurants and a fast food franchise, Beverly Farms has also created greater demand among the broader neighborhood for daily trips and extended visits. It lacks a large anchor establishment like Donelan's, but the main storefront retail building centrally located in the village offers stores with a combination of health services and products that constitute a significant draw for the larger area. While a large anchor obviously promotes greater cohesion and demand than a variety of uses in the same general space, this arrangement allows the building to remain vibrant and relevant if one of the smaller uses vacates. In the case of a large anchor the risk is obviously that the entire space becomes a liability for a village center if it becomes unoccupied.

The attraction of these smaller retail operations is also enhanced by the presence of both a community center and a branch library in close proximity. Residents and visitors alike can conduct a variety of activities in close proximity to each other, promoting extended stays for foot traffic. The presence of on-street parking, which is a common theme among comparable communities in this analysis, also allows quick and convenient access to storefronts and community services alike. Lincoln Station has neither close proximity to the public library, nor on-street parking in close proximity to stores rather than parking lots.

Without a lot of opportunities for new construction, growth or assemblage of land, Beverly Farms has relied on an incremental approach to sustaining its village center. This has resulted in little tinkering with zoning to create opportunities that likely wouldn't be there. The village center also sustains its vitality without a pharmacy or similar chain convenience store to increase daily demand. The area does greatly benefit

*The village center area has certainly seen transition, with at times marginal and even underutilized properties and uses, but generally it has benefited from its relative isolation from competing commercial areas, just as Lincoln Station has to a lesser degree. **However the village center has increased its sustainability and demand among local residents through coordination among business and civic associations.***

from being on a coastal route that is enjoyed by many bikers and recreational enthusiasts. As with Lincoln Station's nearby natural attractions, accessible beaches and state parks provide tourist destinations that funnel traffic along Route 127, given it is the only coastal road with continuous access that connects these destinations. In addition, Beverly Farms role as a conduit to area destinations benefits from well-marked and ubiquitous traffic signage, as well as prominent and highly identifiable storefront signage. In contrast, Lincoln Station is off the main path to its tourist sites, namely Walden Pond, Minute Man National Historical Park, and Drumlin Farm. Improved and appropriate signage may stimulate a minor and profitable detour.

For Lincoln Station's purposes, Beverly Farms provides a good example of how a village center can sustain itself with the following priorities:

- Coordination from civic groups and business interests/associations
- Some provision of convenient and accessible on-street parking
- Presence of a franchise fast food restaurant
- Presence of upscale and family restaurants
- Small, flexible retail operations in common space
- Community facilities that attract daily and diurnal trips
- Ecotourism potential
- Adequate residential density
- Walkable scale
- Informative and prominent commercial signage and directional signage
- Streetscape storefronts
- Rental opportunities nearby, including 2 family zoning

C. Hamilton

Location: Hamilton, Massachusetts

1. Demographics

As of the Census of 2010, there were 7,764 residents in Hamilton. This is a drop from the 8,315 recorded by the 2000 Census. Based on the total area, both land and water, the density is therefore 554 persons per square mile.



As of the 2010 Census, there were 2,825 housing units. The owner occupied portion of this total was 81.5%, reflecting Hamilton’s status as an affluent, largely owner occupied suburban commuter town. However, 9.0% of the stock contains 20 units or more, reflecting Gordon College’s influence. The median home value was \$491,900.

In 2010 there were 2,692 households, out of which 80.5% had children under the age of 18 living with them and 7.0% had someone living alone who was 65 years of age or older. The average household size was 2.83 and the average family size was 3.18. The median age was 40.8.

The median income for a household in the Town was \$103,774, and the median income for a family was \$113,000. The per capita income for the community was \$38,157. The 2010 Census indicates the professional status of Hamilton’s employed population is as follows:

OCCUPATION		
Civilian employed population 16 years and over	3,858	
Management, business, science, and arts occupations	2,119	54.9%
Service occupations	355	9.2%
Sales and office occupations	990	25.7%
Natural resources, construction, and maintenance occupations	192	5.0%
Production, transportation, and material moving occupations	202	5.2%

2. Geography

Hamilton is a small incorporated town roughly 23 miles from Boston in what is commonly referred to as the North Shore of Massachusetts. According to the Census, the Town has a total area of 14.9 square miles, of which 14.2 square miles is land and 0.73 square miles, or 4.89%, is water. Hamilton lies 5 miles inland from Massachusetts Bay, and both the eastern and western portion of Town are framed by water, with the Ipswich River to the west and Chebacco Lake and several other small ponds to the east. Several areas of town are protected, including Myopia Hunt Club and parts of Bradley Palmer State Park, Appleton Farm Sanctuary, and the Ipswich River Wildlife Sanctuary. These sites serve as significant regional destinations for nature and recreation enthusiasts.

Hamilton is bordered by Ipswich to the north, Essex to the east, Manchester-by-the-Sea to the southeast, Wenham to the south, and Topsfield to the west. The Town lies on the Newburyport/Rockport line of the MBTA Commuter Rail. There are 164 privately managed parking spaces available at the station. According to the MBTA the average weekday availability of parking is 61%.

3. Market Analysis

Downtown Hamilton currently has characteristics that are similar to those of Lincoln Station. According to the MAPC, as with Rockport and Lincoln, Hamilton Station has a “normalized” land use intensity (population and jobs divided by acreage in developed land uses) of between 10-25 residents and workers per acre within a half mile of the station. The same source indicates the development mix of Hamilton, which is the ratio of workers to the total intensity, is between .31 and 0.45 within a half mile of the station area; slightly lower than Lincoln’s.

Hamilton is quite similar to Lincoln in terms of household income and market characteristics near the rail station. With more restaurants and service oriented uses than Lincoln in the station area, Hamilton is better able to minimize retail leakage and attract commuter retail activity. The CVS Pharmacy, which is one of several chain establishments in the Downtown, is also a major anchor for the local residential market and capitalizes on commuter foot traffic throughout the week. While Hamilton does have a supermarket in the Downtown area (Crosby’s), the CVS provides convenient household staples and a variety of health products for the local market while service and restaurant establishments capture the demand for prepared meals and convenient dining options.

Lincoln has some potential to tap this type of market given the similar characteristics in and around the Station area. **In the case of Hamilton the tipping point would appear to be the restaurants and dining options that complement a variety of desirable specialty and destination uses in proximity to the station despite its relative isolation from major traffic routes like Route 128 and Route 95.** The opportunity presented for Lincoln is once again to attract uses that capture the commuter and family demand that exists both internally and externally.

The following primary land and commercial uses are located within a half mile of Hamilton Downtown:

Retail anchor:	Crosby's Market (30,000 square feet, chain), CVS (12,000 square feet, chain)
Primary residential multi-family:	7 luxury Townhouse condos, 36 units of public senior housing, 24 units of age restricted condos
Chain/fast food restaurant:	Dunkin Donuts (chain)
Family restaurants:	Weathervane Tavern, 15 Walnut Bistro
Upscale restaurant:	Black Cow (chain)
Public space:	2 Town multi-use recreational fields
Service:	Salem Five Cents Savings Bank (chain), vet, family dentist center, fitness center, professional medical offices
Public office:	Post Office, Housing Authority
Community space:	Schools, public library
Clothes Retailer:	Talbot's

4. Planning Context

Through the 1980s, 1990s and into 2004 the Town of Hamilton has focused planning efforts on its downtown area, which had experienced stagnation, commercial decline, marginalized land uses and underutilization of its public and commercial spaces. These efforts gradually introduced an available and sustainable commercial corridor running through the Downtown and parallel to the commuter rail line. The MBTA only offers the town as a satellite stop on the commuter rail line that is bypassed by the primary commuter express trains. Hamilton is generally not a destination for

*Lincoln has some potential to tap this type of market given the similar characteristics in and around the Station area. **In the case of Hamilton the tipping point would appear to be the restaurants and dining options that complement a variety of desirable specialty and destination uses in proximity to the station despite its relative isolation from major traffic routes like Route 128 and Route 95.***

commuters outside of Hamilton. However, beginning with the adoption of a Comprehensive Plan by the Town in 2004, the Town pursued a planning effort to reinvigorate the area and capitalize on the commuter rail stop by focusing on and promoting transit oriented and village center style development.

Like Rockport, Hamilton has invested resources and commitments trying to focus on utilizing the asset that the MBTA Station area provides. After 5 years of efforts to implement the Comprehensive Plan and put in place the capacity to focus on a sustained economic development effort on the downtown, Hamilton embarked on a public discussion in 2009, which was similar to the purpose and goals of previous planning efforts regarding Lincoln Station. The Cecil Group, a planning consulting firm, conducted the charrette and produced a report, which has many observations about Hamilton's downtown that have direct relevance for Lincoln Station's prospects toward establishing a similar, sustainable condition. They include:

- *The total population of the Town as recorded in the last census was 8,315 individuals.*
- *Based on the experience of The Cecil Group, communities with such small populations in a metropolitan region normally cannot support a wide range of convenience stores and other services within their commercial centers. However, Hamilton's center provides a number of stores and businesses that fit this category (grocery store, pharmacy, liquor store, convenience store, and the like).*
- *Hamilton's ability to support such a relatively large range and number of Downtown retail and restaurant establishments is in part due to the fact that it also serves as a convenient commercial center and destination for patrons from neighboring areas, notably Wenham.*
- *In studies undertaken by The Cecil Group at other suburban rail stations and town centers, the rail ridership does not directly contribute to the sales and commercial activity in a town center, because commuters relatively rarely shop, dine or use adjacent services as part of their trip to and from the train.*
- *However, there are many important indirect benefits and opportunities associated with a central rail depot. For example, the visibility of businesses and their signage to the commuting population aids in establishing identity and attracting customers at other times of day and during the weekend. The ability to walk to both a rail station and also walk to a commercial center is a very desirable relationship that is increasingly attractive to many residents in the greater Boston region and is being advanced through new development in many communities.*
- *The Cecil Group has noted in other communities that there is increasing demand for small business locations in suburban town centers for professional and other services. In part, this is due to contemporary information technology is supporting a far more geographically dispersed business locations than in the past. Lifestyle choices also contribute to this increased demand. While this trend may provide opportunities for some expansion in commercial office space in the Downtown, the extent of such business needs will likely be limited.*

The recommendations from that report can be summarized as follows:

- *Downtown Committee as the stewardship entity – The Town should formally establish an organized stewardship group to provide active leadership in the ongoing process of strengthening the Downtown. This entity should include representation from Town boards, committees or commissions and both area business and resident participants. This committee should guide the preparation of the Downtown Strategy Plan. This committee should also coordinate initiatives and communication regarding other short-term policies, plans and actions associated with the Downtown.*
- *Sanitary sewer improvements study – The Town should fund and undertake the necessary studies to create a package treatment plant to better support existing and future uses in the Downtown including self-sustaining methods for capital and operating costs.*
- *Short-term zoning adjustments – Certain zoning provisions need to be adjusted to allow desirable projects to proceed. For example, the current parking standards require project-by-project accommodations that are impractical and inconsistent with Town goals.*
- *Parking enhancements and management – The Town should seek to acquire property that may become available to the extent that it can enhance the parking supply in the Downtown, and review the Downtown parking regulations and enforcement to support the compatibility of the Downtown with surrounding residential areas.*

5. Outcome and Observations

The Hamilton Downtown has become a vibrant center for the community that provides a variety of locally useful services and desirable retail and dining destinations that were not present 10 years ago. This has been accomplished mostly through a mutually beneficial engagement with the MBTA to improve the facilities of the Wenham/Hamilton Station, while the Town has focused on design and streetscape improvements and coordinated planning efforts that enhance the commercial environment. The comprehensive planning exercise the community has undertaken, starting with the adoption of the 2004 Comprehensive Plan through the 2009 Downtown Charrette, has recognized that although Hamilton has a relatively sustainable business environment that has efficiently exploited the local market and attracted a desirable mix of commercial and service uses, more is to be done in order to improve the mix of uses while maintaining the community's aesthetic standards.

Lincoln shares a similar position in terms of its recognition that more must be done to maintain a proper balance for a sustainable commercial and aesthetic environment, but clearly in the same period Lincoln has not attracted or retained the desirable uses the community has sought, i.e. a pharmacy, despite its planning efforts along the same lines. Where have the two paths diverged? As the Cecil report observed, Hamilton has the obvious advantage of being the local market for

nearby Wenham, which does not have comparable center. The additional demand provided by the neighboring community certainly makes certain uses such as destination, storefront retail and specialty stores more viable, but it appears that Hamilton is a good model for suggesting that Lincoln is not that far removed from supporting a less substantial and diverse mix of comparable and sustainable uses that would complement and support the existing mall in Lincoln Station.

For Hamilton, this has led to a sustainable commercial environment that has largely survived a difficult economic period for small town retail and services. The anchor chain pharmacy leased to CVS in 2004 has increased daily trips and foot traffic, allowing property owners to fill retail storefront vacancies nearby and bring in uses Lincoln residents have desired, such as family and upscale dining establishments. The area has also attracted a Dunkin Donuts franchise, which is a chain tenant Lincoln has traditionally shunned. However, with the receptiveness of large chain corporations to abide by local design guidelines such as the requirements Hamilton embraced through their 2009 Downtown Charrette, the streetscape guidelines the community staunchly defends have not been diluted.

While the Cecil Group report provides a cautionary tale about reliance of small suburban communities on transit-oriented growth, it does suggest that the increased visibility and lifestyle preference potential recently observed for transit oriented suburban centers does present increasing opportunities to capitalize on for small business and professional services growth. In this regard Lincoln is well suited going forward.

To duplicate a similar business environment in Lincoln, the Town would certainly have to compensate for Hamilton's geographic advantage in terms of the market provided by the neighboring Town of Wenham. Certainly, it is not possible to duplicate the demand provided by the 4,000 residents in Wenham that rely on the convenience of Hamilton's downtown, but it appears that Lincoln could sustain a smaller presence of similar uses with the right permitting and zoning incentives (such as allowing a drive-thru pharmacy as in Hamilton), the addition of some residential component, a community facility or use, a receptiveness to a small and select variety of chain operations, and coordinated infrastructure and potential use improvements to the commuter rail station and its parking facilities. While this would continue to take a coordinated, comprehensive and sustained planning approach on the part of Lincoln, Hamilton has shown there is a comparable model that can succeed in achieving several of the planning goals that have been articulated for Lincoln Station through just such an ongoing effort.

Hamilton can be seen as a good example of how a village center can sustain itself with the following priorities:

- Coordination from civic groups and business interests/associations
- Some provision of convenient and accessible off-street public parking
- Presence of a franchise fast food restaurant
- Presence of upscale and family restaurants

- Small, flexible retail operations in common space
- Community and recreational facilities that attract daily and diurnal trips
- Adequate residential density
- Walkable scale
- Informative and prominent commercial signage and directional signage
- Streetscape storefronts
- Sufficient rental opportunities nearby, including 2 family zoning
- Consistent design standards

D. West Concord

Location: Concord, Massachusetts

1. Demographics:



As of the Census of 2010, there were 6,028 people in the defined area of West Concord (census designated place, or CDP), which represented a slight increase in population from the 2000 Census. This resulted in a population density of 400 people per square mile and the population over 65 was 17.6%.

There were 2,240 housing units recorded by the 2010 Census. Of the 2,125 occupied housing units, 72.1% were owner

occupied. The median housing value was \$518,200.

Within the designated West Concord neighborhood there were 2,125 households, out of which 1,333 were family households, or 62.7% of the total. The average household size was 2.48 and the average family size was 3.00. The median age was 44.

The median income for a household in the CDP was \$103, 693, and the median income for a family was \$145,242. The per capita income for the CDP was \$47,633. According to the 2010 Census the occupational mix was as follows:

OCCUPATION		
Civilian employed population 16 years and over	2,341	
Management, business, science, and arts occupations	1,481	63.3%
Service occupations	193	8.2%
Sales and office occupations	458	19.6%
Natural resources, construction, and maintenance occupations	145	6.2%
Production, transportation, and material moving occupations	64	2.7%

2. Geography

West Concord is an unincorporated village in the Town of Concord, which is located in Middlesex County on the outskirts of the Boston metropolitan core. The defined CDP boundaries of the area total 3.6 square miles. Of this land is 3.4 square miles are land and water consists of 0.2 square miles. West Concord is less than a mile and a half from the Concord business center, which is a major tourist draw, as well as a retail, restaurant and professional services destination. It is bordered by Pratts Brook Conservation area to the west, Route 2 to the north and east, and the Assabet River Forest to the south. The Assabet River Rail Trail in particular is a regional destination for passive recreation, and plans to fully incorporate it into the Bruce Freeman Rail Trail will likely result in additional trips to this recreational draw. The neighborhood is bisected by Route 62, which flows roughly east-west on the outskirts of Route 128 and runs directly to Concord Center. A fork in the village directs traffic locally or onward on Route 62, and tends to separate uses between retail storefront on the local road abutting the train station and community facilities on Route 62. Route 2 is the nearest highway about a mile to the east. A large state penitentiary borders Route 2 and is a short distance from the West Concord shopping area.

The commuter rail station located at West Concord is on the MBTA Fitchburg Commuter Rail Line, the same line that services Lincoln Station. The station contains a restored and Town-owned depot facility that is presently occupied by a café. A total of 146 parking spaces managed by the Town of Concord, and 10 bicycle spaces are available. The average weekday availability is indicated at 20% by the MBTA.

3. Market Analysis

Referring to again MAPC’s transit oriented definitions, West Concord has a “normalized” land use intensity (population and jobs divided by acreage in developed land uses) of between 10-25 residents and workers per acre within a half mile of the station, as does Lincoln. The same source puts West Concord’s development mix between .31 and 0.45 within that radius, which is slightly lower than Lincoln’s.

While Lincoln is more affluent than West Concord and contains more disposable resident income in proximity to its station, the two communities as a whole are very similar in terms of their markets and consumer demand. With more established retail, office and service-oriented and recreational uses in the station area, West Concord is better able to capitalize on destination trips, higher traffic volumes and transiting trips on Route 62, but Lincoln also has great potential to tap this market given its many cultural and eco-friendly destinations nearby. The tipping point that allows West Concord to enjoy sustainability and some growth in proximity to the station that is not present in Lincoln Station appears to be the daytime presence of office workers and demand of local residents who are seeking the retail and services mix.

It would of course be difficult for Lincoln Station to duplicate the conversion and reuse of mill buildings for professional offices, given Lincoln Station has no similar space available. But certainly smaller scale and less diverse scenarios that would be consistent with West Concord could be possible in Lincoln Station.

The following primary land and commercial uses located within a half mile of West Concord are:

- Retail anchor: West Concord Pharmacy (8,000 square feet)
- Primary residential multi-family: 16 unit apartment complex, assisted living complex
- Chain/fast food restaurant: Club Car Cafe
- Family restaurant: 99 Restaurant (chain)
- Public space: Depot square, Assabet River Rail Trail
- Service: Daycare, Middlesex Savings Bank (chain)
- Recreational retail: Concord Outfitters
- Specialty retail: Vintages Adventures in Wine
- Food market: Debra’s Natural Gourmet

- Ecotourism: Concord Outfitters
- Public office: Post Office
- Community space: Senior Center
- Convenience: 7 Eleven

Currently West Concord is home to a broad mix of both uses and services. The progress in diversifying the land use and development mix in West Concord has been impressive against any measure, as an area that was largely characterized as full of marginal uses or underutilized properties 10 years ago has become a vibrant and increasingly diverse and desirable commercial village. Several enduring and marginal uses still occupy strategically important properties, which has perhaps stunted the cohesion and synthesis of the village area. However, several of these properties contain housing and convenience retail that serve the area well in terms of overall commercial sustainability. Some of these properties contain important community services and facilities that lock West Concord in as a daily and convenient destination for local residents, which of course promotes commercial use mixing.

4. Planning Context

Like similar communities discussed here, West Concord has been the subject of extensive planning efforts over the past two decades in an effort to improve the commercial climate and retain and attract desirable services and uses. This process has mirrored undertakings in Hamilton and Rockport, where the need was identified to enhance the streetscape according to community character and standards and address marginal uses and underutilized properties that were reducing cohesion in the center, while encouraging investment in and patronage of existing businesses. As with these efforts in other communities, a primary goal was to stabilize the center to prevent further distress, while encouraging sustainable, desirable and manageable growth according to a community vision and aesthetic standard.

For West Concord a familiar path developed as the neighborhood and Town mobilized focus on the village center, and other neighborhood villages. To some extent this reflected a need to maintain equality throughout the community in terms of the benefits of economic allocations, as some in Concord felt that the center was the primary recipient of both public and private investment while other neighborhoods were not prioritized. The adoption of a Town-wide Comprehensive Plan in 2005 led to preparation of the Concord Village Centers Study, which focused on all of the village centers contained in Concord. The needs for West Concord identified in this study would be familiar to those now focused on Lincoln Station. They included:

- Maintain future development to maintain a village scale
- Plan for redevelopment of mix use sites in marginal, industrial areas to promote cohesion with other areas in the center.

- Alleviate traffic congestion
- Improve vehicular and pedestrian circulation in the center
- Discourage strip mall appearance through managing the location and design of parking and service areas
- Improve aesthetics through uniform design guidelines that are consistent with community character

Lincoln has largely identified all of these needs in prior assessments of Lincoln Station, warranting a closer look at Concord's efforts to evaluate the area. The Villages study was followed up by a report to Concord Town Meeting called "West Concord Call to Action. Town Meeting then authorized further investigation of options to evaluate planning concerns and issues previously identified through the Villages Study, as well as additional issues Town Meeting scoped. As with Lincoln, these additional issues included wastewater treatment plant capacity, regional considerations such as how infrastructure needs and improvements will impact the center, the implications of property ownership changes, and fiscal impacts on schools, infrastructure planning, etc.

The *West Concord Call to Action* was utilized to set up a task force to define a comprehensive set of challenges and opportunities, which was quite similar in purpose to the formation of the Lincoln Station Committee. Once that task force had assembled the universe of apparent needs and goals, they sought the services of a planning consultant to prepare a master plan for the West Concord neighborhood. Changes in the ownership of key properties over a short period in the center created a dynamic context for pursuing a vision statement for West Concord prior to engaging in the master plan process. While the transfer of property ownership in Lincoln Station has not been as significant a variable as it was in West Concord, the conditions for rapid creation of a similar environment are present around the station as the enduring ownership of certain properties has become less assured in recent years.

The result of this extensive and intense planning effort over the period of a decade was the adoption of the *West Concord Master Plan* in 2010, which laid out numerous land use implementation strategies that have yet to be established for Lincoln Station. The general objectives in the master plan have much relevance for Lincoln Station, especially given the needs assessment and existing conditions are so similar between the two areas.

The priorities include:

- Propose zoning amendments to the Business and Industrial Districts in West Concord
- Adopt business size and formula-based business restrictions
- Adopt design guidelines for West Concord village center
- Reexamine the Zoning District Map for West Concord Village Center
- Revise the sign bylaw for the West Concord Village Center
- Revise site plan review
- Prepare form-based code and design standards for West Concord Village Center
- Integrate the Master Plan recommendations into the Comprehensive Long-Range Plan

- Establish an Access Management Program for Commonwealth Avenue and Main Street
- Appoint a West Concord Advisory Committee
- Model best practices in Environmental Sustainability
- Design and construct Complete Street improvements
- Carry out a Traffic Management Plan for West Concord
- Provide and improve public utilities to support existing and compatible future development in the village center
- Develop and implement a Parking Management Plan for West Concord
- Install public way-finding and gateway enhancements
- Incorporate or expand housing development provisions into zoning regulations for West Concord village
- Encourage “life cycle” housing in appropriate locations in the village center and surrounding neighborhoods
- Create economic development initiatives and incentives
- Carry out marketing and communications programs
- Install West Concord murals
- Continue to define redevelopment potential of large underutilized areas
- Explore public funding and private leveraging

While this list is extensive, it applies to a more mature center than the present day Lincoln Station. However with a few exceptions all these action items appear to have potential for any growth or sustainability scenarios that may be suitable for Lincoln Station planning. In fact, many of them are already identified in the Comprehensive Plan.

For the time being, Lincoln seems located in the place West Concord was after the Concord Villages Study and before West Concord Call to Action. Certainly, this report may take Lincoln Station to a place where West Concord was at the 2008 Town Meeting, when the Town was effectively asked to determine the direction of planning efforts in the West Concord village. To be sure, Concord had already decided to embark upon a path that would lead to some well-defined growth, while Lincoln has yet to cross the threshold between attempting to maintain the status quo and marching forward to implement change. To some extent this reflects the significant effort Lincoln has already invested in the Lincoln Station area, including establishment of an infrastructure, roadway and street improvements called for as far back as the Lincoln Station charette in 1999 and the adoption of overlay zoning to allow the redevelopment of the mall quadrant in 2007. However, the recognition by West Concord’s planning counterparts, that despite previous efforts in Lincoln, more needs to be done to sustain Lincoln Station as a viable community asset and functioning village center, has resulted in momentum toward a referendum to let the Town decide what shape it wants to see planning efforts take.

5. Outcome and Opportunities

Currently West Concord is in the early stages of the West Concord Master Plan, but as economic conditions improve it appears that opportunities will quickly evolve to implement a variety of the objectives set forth in that document. If properties continue to change hands at the pace seen recently, this will accelerate the potential for implementation. To some extent, particularly on the public side, West Concord has already seen the fulfillment of several identified planning priorities. The same holds true for Lincoln Station however. Public spaces have been upgraded for both the streetscape and depot areas in West Concord, and the roadway improvement plan completed in 2012 in Lincoln has achieved similar benefits. West Concord's investments have accrued a return not possible in Lincoln because of the lack of on-street parking and metered spaces. But the improved streetscape and circulation in Lincoln Station can be expected to improve the bottom line of the Rural Land Foundation, the non-profit owner of the Lincoln Station Mall, as well as that of other adjacent business owners.

Where Lincoln Station and West Concord substantially differ is in the zoning to allow higher densities and a greater use mix, the dynamic climate for property transfers, and the space and facilities to serve both commercial and professional infill and community services. It's not clear that Lincoln is likely to invest in the construction of the types of public space available in West Concord, but the presence of community facilities, and services and the daily trips they generate, certainly improve the sustainability of all uses in West Concord due to increased demand and purchasing patterns.

The presence of the depot and its use as a café also increases the benefit of the commuter rail station to the commercial climate throughout West Concord. In general, an obvious attraction for the daily visitor to West Concord is the variety of restaurants and prepared food establishments that are available, across a spectrum that includes everything from family restaurants to take out fast food. These are notable pieces of a puzzle that are not present in Lincoln Station.

Perhaps the most compelling evidence of the sustainability of West Concord due to the allowance of higher densities and more permitted uses is the stability of the center despite the closure of one of West Concord's most enduring anchor uses. While it's perhaps too soon to know the impact of the loss of the West Concord Supermarket, which closed in April 2013, early indications are that the village can absorb the loss of the daily trips the market generated due to the many comparable retail uses that fill the void. The number of restaurants and dining options throughout the day in West Concord insures that the village loses far less potential dining revenue than Lincoln Station.

It therefore seems for Lincoln Station's purposes that West Concord typifies a good measure for village center sustainability given the presence of the following factors:

- Coordination from civic groups and town and business interests/associations
- Convenient and accessible on and off -street parking
- Presence of a franchise fast food restaurant

- Presence of upscale and family restaurants
- Small, flexible retail and office and professional operations in common space
- Community facilities that attract daily and diurnal trips
- Adequate residential density
- Walkable scale
- Informative and prominent commercial signage and directional signage
- Streetscape storefronts
- Rental opportunities nearby, including multi- family zoning
- Pharmacy
- Family oriented retail

E. Observations

As indicated in the tables below, all of these village style neighborhoods have similar markets and physical characteristics when compared with Lincoln Station, which suggests that the same sort of economic sustainability could be established in Lincoln. The main requisites for this to happen are not short term fixes, but certainly seem fiscally and politically attainable.

Comparative Analysis: Demographics

	Population 2010 census	Population per square mile	Median age	Average household size	Median household income	Per capita income
Lincoln	5,076	352	47	2.83	\$149,890	\$63,234
Beverly Farms	7,244	752	38	2.5	\$87,583	N/A
Hamilton	7,764	554/ sq mile	40.8	2.83	\$103,774	\$38,157
Rockport	6,592	400 sq mile	51.2	2.14	\$71,447	\$43,201
West Concord	6,028	400/ sq mile	44	2.48	\$103,693	\$47,633

Source: US Census

Comparative Analysis: Zoning

	Height (feet)	Front setbacks (feet)	Area requirement (sq. ft.)	Frontage requirement (feet)	Mixed use zoning	Overlay district
Lincoln	25	Site plan approval	6,000	50-100, Site plan approval	Y	Y
Beverly Farms	35	20	10,000	100	Y	N
Hamilton	35	25	20,000	Site plan approval	Y	Y
Rockport	30	20	15,000	50	Y	N
West Concord	35	0	—	—	Y	Y

Source: Local Zoning Bylaws

Comparative Analysis: Market Geography

	Distance to Boston	Distance to nearest interstate highway	Distance to nearest downtown	Distance to nearest mall	Distance to nearest regional attraction	Distance to nearest city
Lincoln	20 miles	4 Miles	3 miles	10 miles	1 mile	4 miles
Beverly Farms	28 miles	9 miles	3 miles	10 miles	3 miles	5 miles
Hamilton	21 miles	3 miles	3 miles	10 miles	5 miles	5 miles
Rockport	40 miles	1 mile	1 mile	20 miles	1 mile	3 miles
West Concord	22 miles	8 miles	2 miles	12 miles	2 miles	12 miles

Source: Google Maps

Comparative Analysis: Infrastructure

	Public sewer	Water supply	Electric service	Pedestrian network	Streetscape improvements	Signalized traffic control
Lincoln	N	Well/ reservoir	Above ground	Y	Y	N
Beverly Farms	Y	Reservoir	Above ground	N	N	N
Hamilton	Y	Well	Above ground	Y	Y	Y
Rockport	Y	Well/ reservoir	Above ground	N	N	N
West Concord	Y	Well	Above ground	Y	Y	Y

It's important to note that the improvements to both diversity and quality in uses and sustainability of services in these neighborhoods and village centers did not require substantial fiscal investment of public resources to provide incentive for private investment. With the possible exception of Beverly, as with Lincoln Station these neighborhoods all reside in fairly affluent communities that have not seen the level of disinvestment and distress that occurs

periodically in lower income communities. Therefore, the scenarios that have unfolded in the neighborhoods presented and in Lincoln Station are not redevelopment options for blighted properties that are creating disinvestment in surrounding properties. Rather, the priority is to create a sustainable and enhanced environment improving existing conditions, rather than removing blight and returning land to higher and better uses.

The most common form of public investment for the purpose of incentivizing or leveraging private investment and redevelopment is infrastructure improvements. The neighborhoods included in this analysis were in need of public improvements, and to a matter of degree all the planning efforts outlined in this evaluation depended on some level of public improvements, political commitment or fiscal prioritization to realize the more ambitious planning goals.

Another compelling observation about these villages is that none of them have experienced the large scale assemblage of properties to create conditions for real estate speculation or a development proposal that isn't consistent with the existing intent of zoning bylaws or community plans or resources. West Concord comes closest to a neighborhood that has seen some property transfers that have influenced the planning process. Yet given their largely built out conditions, the village centers discussed have not had to deal with a large scale development proposal that required substantial trade-offs or sacrifices on preferred land uses.

The focus in these neighborhoods and Lincoln Station necessarily becomes one of incremental and subtle changes to the commercial and residential environment to achieve modest use goals that won't radically alter the aesthetic condition of the area, or require large public investment in high risk projects with only marginal prospects for success. The spirit of this study certainly has proceeded upon this cautious path, mindful that a suggestion or recommendation of large scale changes would likely be politically and economically untenable, and would be contrary to the community vision and values for the village center. Nonetheless, there are some needs and deficiencies that have been identified specifically for Lincoln Station both through this and prior studies, upon which action to explore modest options for improvement seem warranted.

The primary factors that appear present in the neighborhoods included in this analysis but absent in Lincoln Station are:

- An unfinished Depot platform and rail facilities.
- Unfinished or underutilized public parking, both on street and for commuter facilities.
- Proper areas for assemblage of land to allow for economies of scale and investment potential.
- Scarcity of public land to exercise potential creative public and private space transformations.
- Available buildings and structures to accommodate growth or adaptive reuse.

- Mixed use properties having residential uses in upper floors, in close proximity to both retail and services.
- Public improvements that have enhanced the recreational or civic use of the Station area.
- Community facilities, particularly a community center.
- Convenience and family dining options.
- Civic and business associations that promote creative and economically beneficial activity at Lincoln Station.
- Consistent streetscape and signage design standards
- Directional and informational signage and locational markers.
- Infrastructure such as adequate sewage treatment capacity

This list is by no means exhaustive, but it illustrates how an examination of these relatively stable and sustainable centers shows that small community villages can not only survive difficult economic circumstances, but can become diverse and even thriving destinations and focal points of the community, providing not only goods and services in demand but also a sense of place for the community to identify with and partake in.

On the positive side, it is clear after reviewing these comparable village centers that Lincoln Station has many beneficial characteristics working for its sustainability, including:

- Central location for ecotourism potential.
- Properties in family ownership that could possibly be assembled for reuse.
- Some public land for creative public and potential private uses.
- A commuter rail station with potential for a variety of facilities.
- An affluent market from which to tap unrealized market potential.
- Existing storefront and development that meets current retail standards.
- Recent infrastructure improvements to the roadway, sidewalks and lighting.
- A clear dedication to sustainable assets such as pedestrian ways and public access.

To summarize, the table below compares the characteristics and assets of these neighborhoods and Lincoln Station generally regarded as beneficial in sustaining a vibrant development and service mix.

Use Category	MBTA Station	Anchor Retail	Public park	Comm./ Senior Center	Senior housing	Depot	Mix-ed use	On street parking	Improved public parking	Family Dining
Lincoln Station	X	X	X							
Rockport	X	X	X		X	X				X
Beverly Farms	X		X	X		X		X		X
Hamilton	X	X	X		X				X	X
West Concord	X		X	X	X	X	X	X	X	X

It is apparent from the above table that Lincoln lacks certain land uses in the Lincoln Station area that the other comparable neighborhoods possess. These uses support, to varying degrees, a more sustainable and diverse mix of retail and services. With only three of these important categories covered in this comparison, Lincoln could benefit from attempting to expand the possible land use variables that amount to a successful and sustainable village center.

VI. CONCLUSIONS

A. Overview

An accessible and flourishing commercial village center is a key contributor to the quality of life for many citizens of Lincoln. Through the work of thoughtful and visionary citizens over many years, the Lincoln Station area—comprised of the four quadrants formed by the intersection of Lincoln Road and the commuter rail tracks—provides this. However ongoing changes in demographics, retail business models, and development patterns in our neighboring towns

present a challenge for its future. Continued planning, vision, and investment are required to assure the ongoing sustainability of our village center and to provide the legacy for Lincoln's future generations that others have provided for ours.

The Lincoln Station Planning Study is perhaps the most exhaustive attempt yet to evaluate the present conditions of the Lincoln Station area with an eye toward determining whether serious consideration must be given to address long term sustainability. This report presents the case that maintaining the status quo by letting the Lincoln Station area evolve on its own would probably not only continue to result in an underachieving village center, but may jeopardize the long term sustainability of existing uses as well as forestall future opportunities.

This study provides a roadmap for the planning, vision and investment required to support the sustainability of Lincoln Center, concluding with three different action options.

B. Summary

The initial part of this study chronicled the history of planning efforts focused on Lincoln Station. Early efforts bore fruit with the establishment of the Mall and Lincoln Woods. The Town has been more recently concerned about the sustainability of Lincoln Station as currently configured. Initial concerns about growing vacancies, lost vibrancy and latent opportunities for preferred land uses have grown. An extensive, community wide planning and zoning process supported a major redevelopment of a portion of Lincoln Station, enlarging the supermarket anchor and post office, while adding fine dining and other commercial uses to the Mall. Lighting and other infrastructure improvements were made.

This transformation was welcomed by many and resulted in the establishment of uses and services that helped sustain and improve a village center. However it is clear today from the ongoing developments in surrounding communities that Lincoln still struggles to meet its residents' needs when it comes to the purchase of local goods and services. The data presented suggest many village centers nearby have been quite successful in siphoning off retail activity that might otherwise stay in Lincoln if Lincoln Station offered a more robust commercial environment. As has been noted, increased housing, whether luxury or affordable, is not sufficient in itself to ensure commercial stability.

Lincoln shows well established demographic trends that suggest opportunity exists to sustain and expand commercial uses in Lincoln Station. Lincoln attracts affluent families with children, but the population is also aging. The quality of the school system will likely continue to lure young families to the community, but the growing senior demographic presents other challenges that may require changes to how we think about the Lincoln Station area. For example, one key to a sustainable village center certainly lies in its walkability, but the convenience and accessibility of parking also plays an important role. As the population of Lincoln ages and becomes less mobile, the special needs of this population must be considered.

Lincoln remains a stable, affluent community well situated to weather most economic and demographic storms. Its access to Boston and proximity to well-paying jobs along Route 128 bode well for its ability to remain a desired enclave for high-earning professionals, while other communities have seen growth abate and their populations decline as jobs have disappeared and investment has shrunk.

Lincoln Station is a microcosm of broader trends both regionally and nationally. After some years of benign neglect, the area enjoyed a major infusion of planning scrutiny, investment and redevelopment as real estate demand increased with economic growth through 2008. This was followed by the challenges of the global economic crisis. Despite the remodeling of the Mall and the presence of an affluent demographic, Lincoln Station was not immune from these debilitating forces. As retail and real estate activity retreated and retrenched, many communities found their village centers experiencing stalled investment and rising vacancies. As a small village center with a diminished ability to endure an extended economic upheaval, Lincoln Station relied on its main retail anchor Donelan's to carry the Mall, and Lincoln Station in general, through choppy waters. During Donelan's long closure, this weakness became all too apparent. Fortunately Donelan's was able to reopen but it was obvious more attention needed to be paid to Lincoln Station to strengthen it against future downturns.

Stability within The Mall was by no means the only area of concern identified in Lincoln Station. Once the Mall was revitalized and little additional investment in the area occurred, it was clear that other areas throughout Lincoln Station would likely remain underachieving without some creative thinking and action. In 2009 an initial effort was made to categorize areas of potential growth in Lincoln Station once the Mall was reconstructed. This was again to some degree in reaction to undesirable events: this time the impending failure of the main sewage treatment facility for the Mall and Lincoln Woods. Fortunately the situation never escalated to a crisis, but it demonstrated that planning and proactive steps were needed to provide the proper infrastructure and investment to keep Lincoln Station sustainable.

The resulting analysis identified four primary properties that have current potential for redevelopment, and therefore opportunity to contribute to the sustainability of Lincoln Station in a variety of ways.

- Lincoln Woods is an obvious candidate given the large amount of land involved and the existing intensity of land use. With 125 rental units but several additional vacant acres on site, there appears to be potential for additional residential build-out right next to The Mall's retail tenants, which can only improve their bottom line. The status of the sewage treatment plant is also in need of a long term solution.
- Lincoln Crossing, while it enjoys frontage on Lincoln Road and the traffic generated by its commuter rail platform, suffers from frequent vacancies and underutilization. Most recent tenants have been professional offices and services, but few tenancies have been long-term.
- Lewis Street is another focal area where a long progression of underachieving and often incompatible land uses have been established, essentially relegating it to a marginal and

overlooked component of Lincoln Station’s potential. Residential uses are mixed in with commercial and semi-industrial uses, resulting in various constraints and conflicts for all.

- The Ridge Road multi-family complex has become outdated and somewhat marginalized. Redevelopment of the site could yield more units of higher quality, more diversified housing. There is clearly potential here to improve on an underachieving land use with the proper emphasis on improved infrastructure.

Fortunately there are many forms of assistance and leveraging available to the Town should it pursue a policy of growth, whether it is incremental or more substantial. The State is very clearly in the business of sustainability, through its “smart growth” programs and funding sources. For the most part, a small town like Lincoln is eligible for these resources, but a thorough planning exercise needs to be employed to determine which programs are the best fit and will provide the most benefit. The Town has additional avenues for action as well should it chose to remain independent.

The discussion of opportunities and constraints in this report outlines the practical challenges of any growth scenario in Lincoln Station, should the Town choose to move forward. These constraints are largely infrastructure related, which often just means a higher level of investment in a particular target area, be it public or private. But in Lincoln Station’s case some of these restrictions may be absolute, requiring more creative redevelopment or reuse solutions. Some utilities such as water and septic are highly constrained by the topography and resource of the area, which cannot be easily remedied through public works or capital improvements. All the same, improvements to both wastewater and water conservation technology offer options that were not available even 5 years ago, so there is reason for optimism. Further, Lincoln Station has already received public investment in its roadway and path network, establishing conditions on which private investment might capitalize. On the surface it appears very few fiscal trade-offs would be necessary to pursue a policy of even modest growth in Lincoln Station.

Finally, the ultimate goal of this report is to present several alternatives to the Town to determine a path forward. This report has outlined what towns comparable to Lincoln did to produce a viable town center. Each had committees or task forces that developed specific recommendations for the towns to follow. Several of the recommendations seem to be repeated across towns and could apply to Lincoln as well. Three broad alternatives that have been discussed by the Lincoln Station Committee and the Planning Board to date are summarized as follows:

C. Action Alternatives

1. Status Quo

The appeal of this option is based on the general satisfaction of Lincoln Station’s current status as a quaint, albeit serviceable, village center that provides basic products and services that are adequate to meet local demand. It assumes no particular benefit in encouraging growth,

especially when it may result in increased traffic and incompatible uses that may change the character Lincoln Station's present form. Regarding housing, this approach assumes there exist sufficient options, diversity and density to serve the needs of the community without creating fiscal and municipal impacts that would create a cost-adverse environment. With an anchor supermarket, post office, banks, specialty retail and restaurant, this view assumes all these uses are sustainable in the long term, a view this report has attempted to critically examine. Thus, the Town would simply await and respond to proposals initiated by property owners on a case-by-case basis.

To the extent that the villages included in this analysis reflect this path, Beverly Farms would probably typify this approach. There, any particular advocacy for sustainability, growth or change has been left to local associations to pursue. Public investment has been provided but only to existing facilities. This is not a scenario that produces dramatic results or is intended to do so. More direct intervention through a public planning process and priorities would be needed to change such a dynamic. Maintaining the status quo is not likely to be sustainable and is likely to lead to the eventual decline of a viable commercial center.

2. Modest Action

An approach toward minimal growth would involve strategic changes to zoning, permitting procedures and public property to streamline and encourage additional uses and services that would be complimentary to the existing uses in the Lincoln Station area. Some relaxation of zoning requirements, e.g., height limits, may be appropriate. Additional effort could be made to create a local development corporation (LDC) or establish a business improvement district (BID). This could encourage additional storefront retail and community facilities in existing buildings and space, and limited improvements to existing public facilities such as the commuter lot. Extensive residential development or expansion of allowable mixed uses or intensification of land use to support retail or commercial demand and uses in Lincoln Station would not be part of this scenario. A modest public planning process would be involved to determine design guidelines and to largely maintain the status quo for existing uses.

Signage to direct people toward Lincoln Station and more visibility of each storefront could be added. The significant retail leakage (Lincoln residents shopping elsewhere) that occurs in Lincoln Station now would no doubt continue, but the area would be mostly preserved in a state that would create little additional negative fiscal or unmanageable growth impacts. With a greater diversity of retail operations and some public improvements, the ability to sustain existing conditions would improve modestly to the point where Lincoln Station could be somewhat insulated from unforeseen or unfavorable events.

The overall result would certainly not be a major improvement in the diversity of uses or the increased number of daily trips as seen in other village centers, but the feel and look of Lincoln Station would remain largely intact barring some influence of market or economic events outside Town control.

3. Greater Action

The boldest scenario, but also the one that would most effectively secure the future of Lincoln's village center, is longer-range planning to support increased and more diverse business and residential development in the greater Lincoln Station area.

Based on input from the past and planning efforts to date, a significant growth scenario is an option that should be included in any recommendations from this report. Obviously this alternative has its physical constraints, sewer capacity chief among them, and would require a more involved public process to determine a master plan for the entire Lincoln Station to consider a variety of land use changes that could accommodate any desirable and feasible growth factor or scenario.

Among the villages reviewed herein Hamilton would seem to be the most likely model for the desired outcome. A village that was very similar in appearance to Lincoln Station 15 years ago, Hamilton has since attracted a modest CVS in addition to its retail anchor, a Crosby's Supermarket. It has also expanded its dining options by slightly relaxing its zoning and streamlining its permitting. However, this approach would require more public investment and might also involve development of Town-owned land to allow private investment in new construction of a small retail space of about 5,000-10,000 square feet. The Town-owned commuter lot offers such a possibility, where a small portion of the lot frontage might be leased or offered by RFP for development by a chain fast food restaurant of appropriate design and scale.

This option might also involve the addition of some residential component, most likely in a mixed use scenario. Some privately held land on the south side of Lincoln Station offers opportunities for mixed used expansion, without necessarily demolishing the existing structures. Additional development would likely require the construction of a package septic plant for the uses on the property. Such intensification of use would have to be economically viable to support the cost of such a system. This scenario might apply to the frequently raised notion of relocating the DPW facility on Lewis St. to some other location, and redeveloping this 4-acre parcel of land into multi-family residences.

There exist other large tracts of privately held land that could also be slightly up-zoned for housing to allow a cost-effective scenario for a package treatment plant. Under these circumstances 30-50 housing units could be added to the residential inventory in Lincoln Station that would address a number of identified housing needs while supporting the commercial environment to a slight but perhaps significant degree. One option might be an age-restricted project designed to community standards that would neither add to the fiscal burden on the Town's budget nor create challenging parking, circulation or traffic concerns. Or more up-scale housing might be developed that would appeal to commuting professionals under a transit-oriented design.

Also to be considered is the creation a community facility, in the form of community center, a senior center, and/or some other public use or service. It is apparent from the evaluation of comparable village centers that a community center or facility is an important component in

making a village center a daily destination for local residents, as well as providing space for important services. This would not necessarily require new construction on scarce Town-owned land or acquisition of private land.

Through a long range process that might coincide with any sale and transfer of the DPW facility, there are buildings on Lewis St. that could be purchased by the Town or through a public-private partnership, and renovated or expanded to allow the establishment of flexible mixed use in common space, a successful characteristic of the sustainable villages reviewed. This could provide both community space and possibly a depot to improve the amenities around the commuter rail station.

One consistent element present in all of the sustainable village centers evaluated is the existence of a family restaurant. Various development techniques may stimulate creative ways to attract a family restaurant to Lincoln Station. Creating multiple destinations in a village center for daily trips is perhaps the most effective way to support any sustainable commercial environment, and a family restaurant is one of the most effective uses to achieve this.

The Town may have to consider allowing some form of on-street parking to accommodate additional uses. This might involve an expansion of the pavement width on Lewis St. to allow at least one side of safe, on-street parking to serve new or expanded uses. Existing Town zoning requirements regarding parking may also need refinement.

Improvements to the commuter rail facility have long been wished for. Needs include consolidation of inbound and outbound platforms, proper shelter for waiting commuters, and full accessibility. These will require lengthy and sustained negotiations with the MBTA.

Of course, any combination of other variables could go a long way toward transforming Lincoln Station into a more vibrant and diversified village center. However, many may come with trade-offs that might alter the character of its current form to an extent that would be hard to mitigate. Achieving a balance that preserves the currently desirable qualities of Lincoln Station, while creating a sustainable environment for both present and future uses and services, will be a challenge, but the assumption that such a balance will need a proactive and persistent effort seems more valid than ever.

Appendix A. Summary of Study Area Parcels

Parcel ID	Location	Acres	Leasable Floor Area	Land Use Code	Ex. Units	Ex. Business	Owner	Owner City
103 6 0	30 Lewis St	3.28	9,312	094	0	0	Lincoln DPW c/o Verizon	Bedminster
104 1 0	9 Ridge Rd	6.66	27,792	102/998	36	0	Ridge Court Condominium	Braintree
104 2 0	0 Greenridge	6.41	19,300	102/998	25	0	Greenridge Condos	
83 3 0	1-95 Wells Rd	19.89	120,897	112	125	0	Lincoln Homes Corp.	Lincoln
95 10 0	154 Lincoln Rd	0.60	4,008	105	3	0	Banks Jamie	Lincoln
95 11 0	144 & 146 Lincoln Rd	1.14	4,544	998	2	5	Lincoln Village Ctr. Condo	Newton
95 12 0	142 Lincoln Rd	0.55	4,996	906	2	0	St Joseph's Catholic Church	Lincoln
95 15 0	136 Lincoln Rd	0.92	1,160	101	1	0	Lynch John P	Lincoln
95 19 0	140 Lincoln Rd	7.95	40,738	102/998	24	0	Ryan Estate Condos	
95 21 0	33-58 Todd Pond Rd	4.54	23,097	102/998	21	0	Todd Pond Condos	
95 22 0	150 Lincoln Rd	2.09	1,848	101	1	0	Teabo Prince	Lincoln
95 23 0	148 Lincoln Rd	1.10	1,760	101	1	0	Bray Michael Trs	Lincoln
95 25 0	7 Ridge Rd	0.48	2,264	105	3	0	Hebb Justin W	Lincoln
95 27 0	26 Lewis St	0.50	8,401	104/316	4	1	McCart Robert D	Sudbury
95 3 0	161 Lincoln Rd	1.16	3,330	334	0	2	Doherty's Garage Inc	Lincoln
95 30 0	14 Lewis St	0.29	1,748	104	2	0	Cotoia Lucy M	Lincoln
95 31 0	10 Lewis St	0.38	7,216	340	0	3	The Food Project Inc.	Lincoln
95 32 0	2 Lewis St	0.38	5,704	340	0	7	Protopapa Sejfi	Wayland
95 33 0	9-13 Lewis St	0.63	2,789	340	0	4	Munroe Holding, LLC	Lincoln
95 33 1	5 Lewis St	0.49	2,002	104	2	0	Cantlin John Tr	Acton
95 33 2	1 Lewis St	0.53	2,002	104	2	0	Cantlin John H Tr	Acton
95 34 0	15 Lewis St	0.90	10,413	316	0	2	Lincoln Trees LLC	Lincoln

Parcel ID	Location	Acres	Leasable Floor Area	Land Use Code	Ex. Units	Ex. Business	Owner	Owner City
95 34 1	0 Lewis St	0.06	0	Not Classified	0	0	Uncertain	
95 38 0	145 Lincoln Rd	4.29	51,211	323	0	21	RLF/Lincoln Station LLC	Lincoln
95 38 1	0 Lincoln Rd	1.16	0	903	0	0	Town of Lincoln	Lincoln
95 39 0	0 Lincoln Rd	0.14	0	903	0	0	Town of Lincoln	Lincoln
95 4 0	0 Lincoln Rd	0.27	0	903	0	0	Town of Lincoln, DPW	Lincoln
95 5 0	0 Lincoln Rd	0.09	0	903	0	0	Town of Lincoln, DPW	Lincoln
95 6 0	160 Lincoln Rd	0.72	6,678	323	0	12	160 Lincoln Road, LLC	Acton
95 7 0	0 Ridge Rd	0.31	0	903	0	0	Town of Lincoln, DPW	Lincoln
95 8 0	8 Ridge Rd	0.97	4,320	102	4	0	Ridge Rd Condo	
95 9 0	152 Lincoln Rd	0.42	5,510	340	0	4	152 Lincoln Road LLC	Dover
TOTALS		69.30	373,040		252	54		

Appendix B. Funding and Development Programs

Below is a list of state, federal, and private programs that have been used for the purpose of village revitalization:

Title	Description	Source
AHTF	Affordable Housing Trust Fund	(DHCD) State
APR	Agricultural Preservation Restriction Program	(EOEA - DAR) State
BF	Bridge Financing	(DHCD) State
BFI	Banks and Financial Institutions	(CRA Credit Program) Private
BID	Business Improvement District Town-	Private
BPP	Bike and Pedestrian Program	(EOT) State
CATN	Commercial Area Transit Node Program	(DHCD) State
CDF	Community Development Fund	(DHCD) State
CILP	Capital Improvement Limited Partnership	Town- Private
CP	Conservation Partnership	(EOEA) State
CPA	Community Preservation Act Funds	(Local With State Match)
DIF	District Improvement Financing	(DIF-EACC) State
DRFP	Developer Request for Proposal	Town-Private
DWPG	Drinking Water Supply Protection Grant Program	(EOEA) State
EDA	Economic Development Administration	(Federal)
EDF	Economic Development Fund	CDBG, DHCD) State
EOA	Economic Opportunity Areas	(EOA) ETA (DHCD) State
FSIP	Facade and Sign Improvement Program	Town-Private
GCP	Green Communities Program	(EOEA) State
GTDP	Greenways and Trails Demonstration Grant Program	(State) State
HDSP	Housing Development Support Program	(DHCD) State
HOME	HOME Program	(DHCD) State
HSF	Housing Stabilization Fund	(DHCD) State
LAND	Local Acquisition for Natural Diversity Program	(EOEA) State
LHT	Local Housing Trusts	(Local) Town
LI	Landowner Incentive Program	(EOEA) State
LIHTC	Low Income Housing Tax Credit	(DHCD) State
LOLP	Low Interest Loan Program	Town-Private
LIP	Local Initiative Program	(DHCD) Town-State
LLP	Local Limited Partnerships (Public-Private)	Town-Private
LPP	Land Protection Programs	(EOEA - DCR, DFG) State
LWCF	Land & Water Conservation Fund	(EOEA - DCS) State
MD	MassDevelopment Programs	Financing, Loan, State
MDI	Massachusetts Downtown Initiative	(DHCD) State
MET	Massachusetts Environmental Trust	State
MHC	Massachusetts Historic Commission Programs	State
MHPF	Massachusetts Housing Partnership Funds	(MHP) State
MOBD	Mass. Office of Business Development Programs	(EOHED) State

MRF	Massachusetts Revolving Fund	(EOEA - DEP) State
MTF	Massachusetts Transportation Funds	(Chapter 90) Town-State
OSPP	Off-Street Parking Program	(EOAF) State
PDF	Priority Development Fund	(DHCD) State
PF	Private Foundations	Private
PPTA	Peer to Peer Technical Assistance Program	(DHCD) State
PWED	Public Works Economic Development Program	(EOT) State
RET	Renewable Energy Trust Sustainable Energy Programs	State
RTP	Recreational Trails Program	(DCR) State
SBA	Small Business Assistance Programs	Federal
SGOD	Smart Growth Overlay District	(Chapter 40R) State
SGTA	Smart Growth Technical Assistance Program	(EOEA) State
SHP	Self-Help Program	(EOEA - DCS) State
TF	Town Funding	Town
TIF	Tax Increment Financing	(TIF) Town-State
TOD	Transit Oriented Development Bond Program	(EOT) State
TTGP	Travel and Tourism Grant Programs	(MOTT) State
UBA	Urban Brownfields Assessment Program	(EOEA) State
URV	Urban River Visions Implementation Program	(EOEA) State