

FINANCIAL SECTION AND WARRANT  
FOR  
THE 2020 ANNUAL TOWN MEETING  
LINCOLN, MASSACHUSETTS



SATURDAY, MARCH 28, 2020  
9:30 AM  
BROOKS SCHOOL/DONALDSON AUDITORIUM

***PLEASE read this document & bring it with you to the Meeting.***

## **Handouts for Distribution at Town Meeting**

In order to ensure that the voters are given clear information as to the source of each handout provided at Town Meeting, the Moderator has established the following conditions under which handouts will be allowed on the auditorium table:

1. Only those documents which deal directly with town meeting business will be allowed on the auditorium table.
2. All documents to be placed on the auditorium table must clearly identify the source of the document (committee/special interest group/person) on the front sheet.
3. Any documents not dealing with town meeting business or which do not clearly state the source will be removed and placed on a table outside of the auditorium.

To All Lincoln Registered Voters,

## **MEETING OVERVIEW.**

This year there are some important additions and changes to our usual ANNUAL TOWN MEETING format. The meeting will be called to order at 9:30 AM on Saturday, March 28, 2020. We will start, however, with a SPECIAL TOWN MEETING to discuss some financial issues related to the School Building Project. I am hopeful that we can keep this presentation and discussion to no more than one hour. When we move to the Annual Town Meeting (page 64) we will first recognize citizen volunteers going off boards and committees. Then Article 3 will bring us to the CONSENT CALENDAR on which there are fourteen non-controversial articles. If none is held out we will vote on the list as a whole. If something is held out it will be considered as we come to it in the warrant listings.

This will then bring us to the OPERATING BUDGET (page 55) – by 10:45 I hope. The Chair of the Finance Committee will present the budgets of all the town spending centers. There is nothing unusual with the budget for FY2021 so this has the potential for being expeditious. That depends, in part, on you - the voters! There will be time for questions and comments.

In response to citizen suggestions, the Board of Selectmen has decided to pull all the CITIZENS' PETITIONS up to the front of the meeting. They are grouped when possible by related issues. They are all listed on pages 67-69. They include by-law changes and resolutions.

The issues on the remainder of the warrant are routine. This is not to say that there will not be discussion, of course. I just do not find it necessary to highlight any particular issue.

We will be on a tight schedule all day; if we wish to finish on Saturday we must adhere to a prescribed timeline. Keep this in mind as you formulate your questions and comments.

## **GENERAL COMMENTS.**

All who are registered to vote in Lincoln are encouraged to attend this meeting. It is your chance to participate in direct democracy, to see your elected officials in action and to hear the points of view of your neighbors on many issues.

There are six parts to this booklet: Finance Committee Report; the Proposed FY21 Budget; some of the relevant Town Meeting Procedures; the Warrant which comprises all the articles to be considered; a Glossary of common terms in the discussion of the budget; and information on property tax relief programs.

If this is your first Town Meeting I know that it can be daunting but we were all there once. So come and listen and learn and participate. Hopefully you will be inspired to volunteer for one of the many town boards. You may check in as early as 8:30. I encourage this so that we can have a quorum and get started promptly at 9:30.

During the mid-day break BOXED LUNCHES will be available. See you on the 28<sup>th</sup>.

Sarah Cannon Holden, Town Moderator

# **Voice Of The Electorate**

**REPORT**  
**of the**  
**FINANCE COMMITTEE**  
**of the**  
**TOWN OF LINCOLN**  
**for the**  
**FISCAL YEAR**  
**JULY 1, 2020 - JUNE 30, 2021**

LINCOLN FINANCE COMMITTEE

Paul Blanchfield

Gina Halsted

Jim Hutchinson, Vice Chair

Nancy Marshall

Andrew Payne, Chair

Tom Sander

Elisa Sartori

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## **1. Introduction**

The Finance Committee is charged with advising and making recommendations to Town Meeting on the budget, capital projects and other areas of finance, as well as administering the Town's Reserve Fund. The committee seeks to develop an overall budget that is fiscally prudent, that reflects the Town's values, and that meets the needs of residents. It also seeks to obtain broad public understanding and support for the budget that it recommends at Town Meeting.

In this annual report we describe the FY '21 budget and its component parts, including supporting detail, and outline issues facing the Town that underlie our budget recommendations. The Finance Committee works closely with many boards and committees to build the recommended budget. Among many others, we thank Lincoln Town Administrator Tim Higgins, Finance Director & Town Accountant Colleen Wilkins, Lincoln Public Schools Administrator for Business and Finance Buck Creel, Lincoln-Sudbury Regional High School Business Manager Peter Rowe, Library Director Barbara Myles and Capital Planning Committee Chair Audrey Kalmus.

In this year's report, the Finance Committee is again including "Annual Town Reports" from a number of departments and agencies. These reports are intended to provide greater context to the annual budget and increase transparency for Lincoln citizens about how budgeted expenditures are put to use. In their reports, the departments and agencies review their functions and present the challenges and opportunities they see for the future. In addition, they benchmark their costs and performance against peers in other communities. Although these reports are too much work to produce annually, we hope to update them roughly every five years.

Executive summaries of the Annual Town Reports are included in the respective department or agency section below. The full version of the reports can be found on the websites of the participating departments and agencies.

## **2. Overview**

For FY '21, the Finance Committee is recommending a base budget of \$41,801,583 which includes \$4,291,450 in debt service for the school building project approved by residents in December 2018. In recognition of the tax burden imposed by the school building project, the Finance Committee established a modest budget increase guideline of 2.5%. The committee recommends only two modest increases in spending by more than the guideline for (a) fire department overtime costs, and (b) the Lincoln Public Schools to increase hours for pre-school special education, both of which can be funded without any need for capital or debt exclusions. Nonetheless, the Town continues to benefit from the strong financial position that it established before the 2008 recession, strong cooperation from town employees in contract negotiations, changes in health insurance providers and plan design changes, and for the thirteenth year in a row, the operating budget can be funded without an override.

For FY '21, the property taxes on the median value house (assessed value of \$1,043,300) will increase by about \$276 (1.7%) with the proposed budget. These debt exclusion figures assume the application of CPA funds to the payment of Town Offices debt (included in Warrant Article 22), which represents a reduction of 1.1% (\$182). Note: individual property owners who have

undertaken construction or made improvements to their properties may see an additional increase in their taxes.

The Town budget is based on projections and assumptions which reflect local needs and available funds in the context of the economic and political conditions of Massachusetts and the United States. The budget is heavily dependent on real estate taxes (the tax levy and excluded debt). In FY '01, real estate taxes (tax levy plus excluded debt) accounted for 68% of revenue. In FY '21, real estate taxes are projected to account for about 80% of revenue. The Town has a small number of commercial properties and relatively few opportunities to increase local revenues. Although the FY '21 state budget is not yet finalized, the Town's FY '21 budget assumes that net state aid will increase by 3.4% relative to FY '20 to \$2,221,534.

The Finance Committee builds the budget by reviewing available funds and revenue projections and setting aside funds for fixed costs, such as pensions, insurance and debt service. This process, which the committee calls a "funds available analysis," results in a budget guideline for the base budget. Last fall, the committee set the base budget guideline at 2.5%, based on tax impact concerns from the school project debt, results of FY '19, and assumptions considered reasonable at that time.

All departments and committees were very cognizant of the tax impact of the school project, and the need for compliance with the budget guideline, and as a result the Finance Committee only received three requests for preferred budget items for FY '21, and is expecting a possible fourth request that is not available at the time of this printing. Two of the requests from the fire department for overtime costs, and from the Lincoln Public Schools to increase hours for pre-school special education, are recommended by the Finance Committee and are included in this budget. The other requests are \$1,542,250 for a digital public safety radio system, and an expected request from the School Building Committee. The Committee will deliberate these requests and present finalized budget recommendations at Special Town Meeting and Annual Town Meeting.

In addition to the operating budget (Warrant Article 7) and the cash capital budget (Warrant Article 20), Town Meeting will consider maintenance articles and other appropriations (Warrant Articles 21, 23, 24, and 25). The Finance Committee is also recommending a modest increase in the Stabilization Fund balance in FY '21 (Warrant Article 26) as a means to smooth the tax impact of expected capital expenditures in the coming years. The Finance Committee believes that the Town should make an ongoing commitment to address its liability for retiree health care benefits and is recommending contributions to trust funds that support the funding of these liabilities (Warrant Articles 27 and 28). The Finance Committee takes these other appropriations into account when determining the funds available for the operating and capital budgets.

The Finance Committee places a high priority on maintaining adequate Emergency Reserves. Emergency Reserves allow unforeseen changes in revenues or needed expenditures to be addressed without undue disruption of ongoing activities. The committee's goal is to set aside an amount equal to 3 to 5% of the prior year's General Fund budget as Emergency Reserves (the General Fund budget is the Town operating budget as shown in the P&L-based presentation of Revenues and Expenditures on page 8). The Finance Committee defines Emergency Reserves as unspent certified Free Cash, plus no more than half of the Reserve Fund, and the full amount of

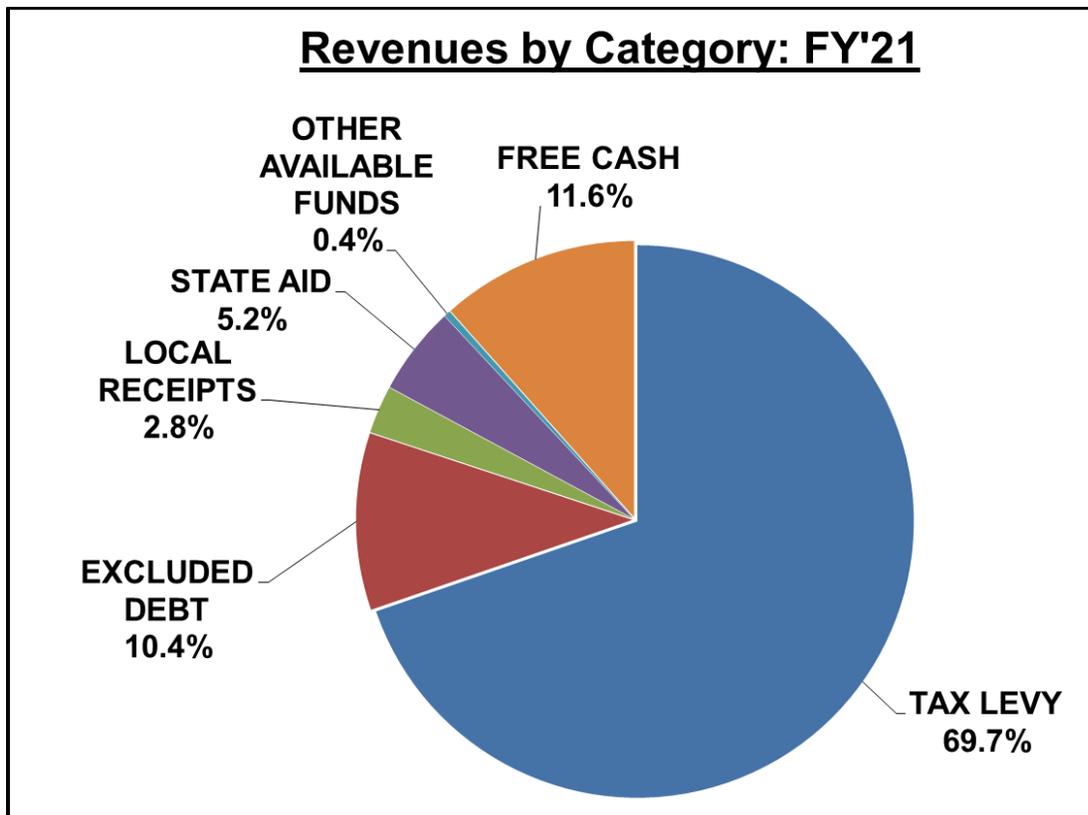
any Stabilization Funds. It is desirable that a 3% minimum Emergency Reserve be set aside entirely from unspent certified Free Cash.

Following many years in which the financial reserves were well below the 3% minimum, the Finance Committee recommended that the Town work to rebuild its financial reserves. Since FY '08, targeted minimum reserves (also known as “unspent certified Free Cash”) have been set at 3% of the General Fund budget for that year (including capital and other articles). The budget proposed for FY '21 would maintain the financial reserve at no less than 3%.

The committee also recognizes the importance of maintaining the Town’s favorable bond rating. Thanks to the Town’s ongoing prudent financial management, commitment to maintenance of adequate cash reserves, and recent efforts to formalize financial management policies, the Town was able to retain its AAA bond rating (the best rating possible) from S&P in February 2019, despite the impact of the large school project debt exclusion approved in December 2018. This rating enhances the Town’s financial flexibility and reduces the Town’s costs of borrowing money for future capital projects.

### 3. Revenues

Total Town revenues for FY '21 are projected at \$43,154,498 (excluding Water Department revenues), a 3.21% increase compared to FY '20. Revenue from state aid is projected to increase 3.4% from FY '20, while local receipts are anticipated to decrease by -5.4%. Excluded debt will decrease by \$202,166, a 4.4% decrease from FY '20. The pie chart below shows revenue categories and the percentages of total revenue that they represent.



Proposition 2 ½ allows towns to raise the real estate tax levy by 2.5% per year without an override. The tax levy may also increase because of taxes attributable to new construction. For FY '21, real estate taxes are projected to account for about 80% of revenue. As compared to FY '20, real estate taxes are projected to increase by \$558,122 with CPA offset, including an increase of \$812,998 within the Proposition 2 ½ limit, a net decrease of \$ 202,166 from debt service and capital exclusions previously approved (including the school project), and a decrease of \$52,710 from a marginally lower assumed amount of new construction.

Additional property tax revenues may be raised through debt exclusion, following approval by a two-thirds vote at Town Meeting and a majority vote at the Town Election. Excluded debt includes property tax revenues that pay for such Town debt (for example, the school project, new trucks, new buildings or major repairs to roads or existing buildings) as well as the Lincoln portion of the principal and interest payments on debt for the Lincoln-Sudbury Regional School District. When payment is complete, the debt is retired and the property tax to fund the project is no longer collected. In FY '21, excluded debt is projected to represent 10.4% of revenues.

The application of Free Cash is projected to provide 11.6% of FY '21 revenue. In October 2019, the Department of Revenue certified Free Cash for the Town from FY '19 at \$6,239,793. This represented a 1.1% decrease from the amount certified in October 2018. The FY '21 budget targets Free Cash as part of Emergency Reserves at year-end of \$1,276,793. This is the major component of the Town's Emergency Reserves. Other contributors to the FY '19 Free Cash balance were: (1) a turn back from the Lincoln Schools and savings in health insurance, (2) receipts in excess of budget, such as for motor vehicle excise and licenses and permits, and (3) interest earned from bonded but unspent funds for the school building project. The Free Cash balance is a major contributor to the Finance Committee's ability to propose a budget that can be funded without an operating override.

Local receipts, which include excise taxes, rental fees, license and permit fees, investment income, cell tower income, and other fee income, such as parking, recreation and ambulance fees, are projected to provide 2.8% of revenue in FY '21, compared to 3.5% in FY '20.

State aid, which includes Chapter 70 (education reform) funds, lottery, and other assistance, is projected to provide 5.2% of revenue in FY '21, compared to 5.3% in FY '20. Actual State Aid is not yet known, as the state budget is determined after the Town budget, but it is projected to increase 3.4% relative to FY '20. If the actual amount is greater than budgeted, the difference will accrue to Free Cash. If the amount were to be lower than budgeted, the Town would first look to available Free Cash to make-up the difference.

Other available funds, which are projected to provide 0.4% of revenue in FY '21, include miscellaneous items, such as payments from the Water Department and Hanscom Air Force Base for certain services provided by the Town. In general, the amounts received are offset by corresponding debits.

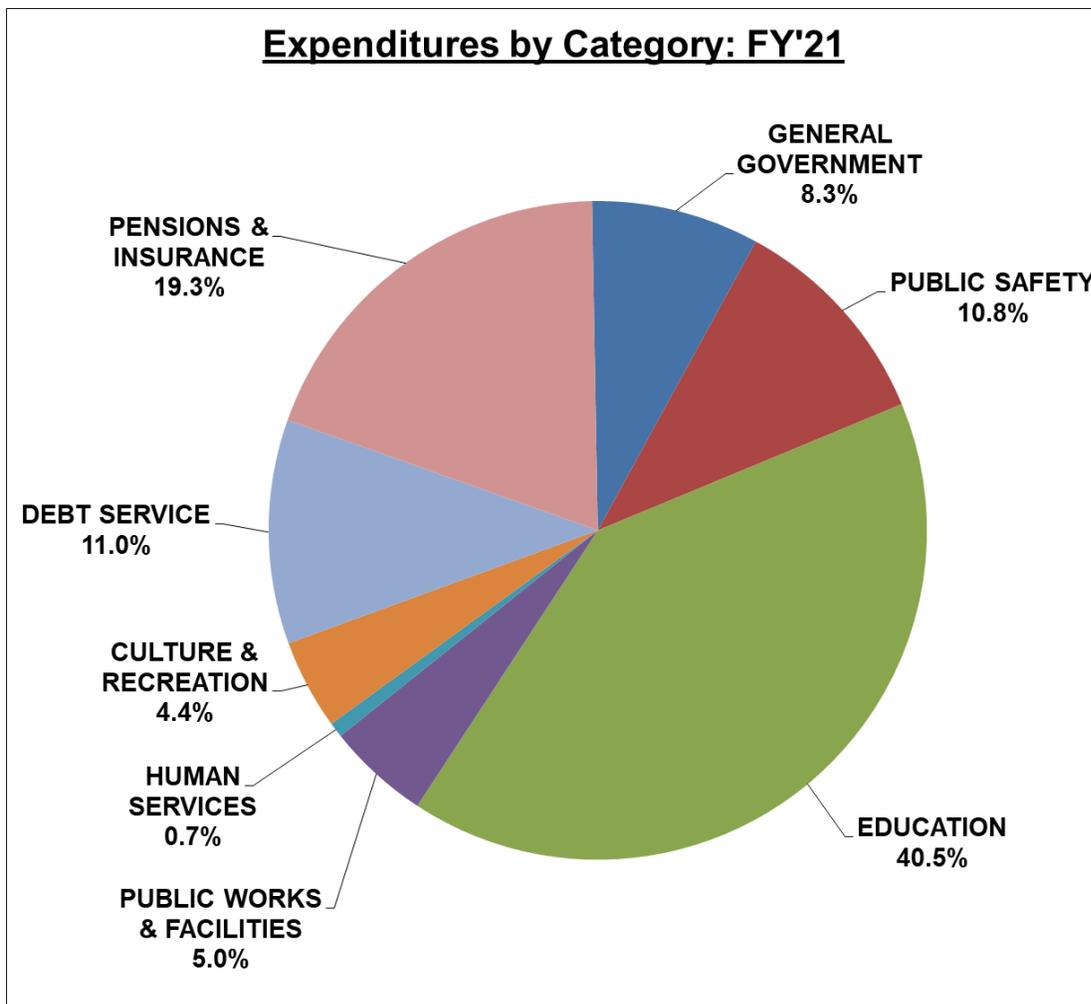
#### **4. Operating Expenditures**

Total Town operating expenditures consist of both the General Fund and the Water Enterprise Fund. The Water Department's operating budget (\$1,885,468 for FY '21) is funded entirely

through fees paid by water consumers. The General Fund budget includes all other operating expenditures.

The proposed FY '21 budget is \$41,801,583. The General Fund total is \$39,916,115 exclusive of capital items and other articles.

The following pie chart shows the breakdown of expenditures by category (excluding Water Department expenditures). Education is the largest component, representing 40.5% of General Fund expenditures. This includes the Lincoln Public Schools, Lincoln-Sudbury Regional High School and expenditures for vocational technical high school. For high school expenditures, the education component includes all costs to Lincoln, including debt service, pensions and insurance. For the Lincoln Public Schools, debt service, pensions and insurance are not included in the education component; they are part of the Town expenditures for these items.



The growth in the appropriated budget for the Lincoln Public Schools is 2.5%, exclusive of pensions and insurance. The budget for Lincoln-Sudbury Regional High School is shared between Lincoln and Sudbury; it reflects a two-part formula that incorporates relative wealth between the two towns and a three-year rolling average of the number of students enrolled from each town. The FY '21 ratios are 12.1% for Lincoln and 87.9% for Sudbury, about the same as

FY '19. While Lincoln's portion of the high school's operating budget is based on the level service budget presented by Lincoln-Sudbury Regional High School to the Finance Committee, Lincoln's assessment may be less than the recommended appropriation or less than the budget guideline due to factors discussed below (see the "Lincoln-Sudbury Regional High School" section).

The General Government budget in FY '21 is 1.4% above its level in FY '20. The growth in the Public Safety budget is 4.3%. Pensions and Insurance expenditures for FY '21 are projected at \$7,698,005, compared to \$7,297,973 for FY '20, a 5.48% increase. Pensions and Insurance represent 19% of General Fund expenditures.

Debt service for FY '21, excluding debt service for Lincoln-Sudbury Regional High School and before application of the proposed CPC offset, is \$4,393,888 representing a 4.6% decrease versus FY '20. About 97% of the Town's debt service is for school building debt bonded in February 2019.

The categories of operating expenditures are covered in more detail in the departmental budget sections of this report.

A P&L-based presentation of Revenues and Expenditures for FY '21 compared to FY '20 follows:

<b>Town of Lincoln</b>				
<b>FY2021 Proposed Budget</b>				
	<b>FY2020</b>	<b>FY2021</b>	<b>\$ change</b>	<b>% change</b>
<b>REVENUE</b>				
TAX LEVY	29,136,522	29,896,811	760,289	
EXCLUDED DEBT	4,642,341	4,440,175	(202,167)	
LOCAL RECEIPTS	1,264,480	1,196,594	(67,885)	
STATE AID	2,149,484	2,221,534	72,050	
OTHER AVAILABLE FUNDS	176,549	162,092	(14,457)	
FREE CASH	4,178,000	4,963,000	785,000	
<b>TOTAL REVENUE</b>	<b>41,547,376</b>	<b>42,880,206</b>	<b>1,332,830</b>	<b>3.2%</b>
<b>EXPENDITURES</b>				
GENERAL GOVERNMENT	3,246,689	3,293,324	46,635	
PUBLIC SAFETY	4,119,983	4,296,767	176,784	
EDUCATION				
<i>Lincoln K-8 School</i>	11,741,998	12,046,087	304,089	
<i>Lincoln Sudbury High School</i>	3,846,292	3,792,961	(53,331)	
<i>Vocational School Assessment(s)</i>	310,000	317,750	7,750	
PUBLIC WORKS & FACILITIES	1,937,968	2,011,383	73,415	
HUMAN SERVICES	283,650	292,253	8,603	
CULTURE & RECREATION	1,724,138	1,765,597	41,459	
DEBT SERVICE	4,605,051	4,393,888	(211,163)	
PENSIONS & INSURANCE	7,297,973	7,698,005	400,032	
CAPITAL PLAN	1,082,261	2,243,435	1,161,174	
STABILIZATION FUND	547,331	24,373	(522,958)	
WARRANT ARTICLES	804,042	704,383	(99,659)	
<b>TOTAL EXPENDITURES</b>	<b>41,547,376</b>	<b>42,880,206</b>	<b>1,332,830</b>	<b>3.2%</b>

*\*This table assumes that \$1,542,250 of free cash is used for preferred budget requests. The Finance Committee will present a finalized budget recommendation and amount at the Special Town Meeting and Annual Town Meeting.*

## **5. Capital Expenditures**

The Capital Committee (CapCom) and the Finance Committee work collaboratively to enhance the Town's capacity to identify, prioritize, and understand the financial implications of capital projects and land acquisitions. The CapCom composition and charter were revised at the March 2012 Town Meeting. The committee is composed of 9 members: 5 At-Large Members, 3 of whom are appointed by the Board of Selectmen and 2 of whom are appointed by the Moderator; and 4 Representative Members, consisting of 1 appointed by and from each of the Board of Selectmen, the School Committee, the Conservation Commission, and the Library Board.

The CapCom reviews all requests for equipment and facility and infrastructure construction or improvements with a life of 5 years or more and a value of at least \$10,000. It also reviews maintenance warrant articles. During the past year, the committee continued to look longer-term

and updated its 5-year capital plan. The Finance Committee strongly believes that timely maintenance, combined with a comprehensive understanding of the Town's assets, is the best way to protect the Town's investment in capital infrastructure. All proposed capital expenditures are also assessed to determine whether they might qualify for funding under the Community Preservation Act. Appropriate requests are referred to the Community Preservation Committee for its review.

Most approved capital expenditures are financed within the annual budget. Expensive items with a long useful life may be proposed for debt exclusion (bonding), which requires approval at Town Meeting and the Town Election. Bonding allows the Town to finance the purchase and spread the cost of capital items over several years, outside of the limitations of Proposition 2½. For FY '21, the Finance Committee set guidelines of \$475,600 for capital expenditures within the annual budget, and \$248,050 for the annual maintenance warrant articles, representing a 2.5% increase from the previous year. Initial FY '21 requests (cash capital and maintenance) totaled \$2,790,444, although importantly, the possibility of a request from the School Building Committee was not known at the time of the Capital Committee's deliberations.

The Capital Committee suggested the following disposition:

<b>Recommended funding for cash capital:</b>	<b>\$511,763</b>
<b>Recommended funding for maintenance:</b>	<b>\$189,431</b>
<b>Recommended for bonding/capital exclusion/other funding:</b>	<b>\$1,542,250<sup>1</sup></b>

These recommendations represented a preferred budget and were in excess of initial guidelines by \$1,519,794. Variations from guidance often occur, as capital projects are lumpy by nature. The projects recommended for bonding/debt exclusion/other funding consisted of \$1,542,250 for the replacement of the public safety radio communications system, which is currently an analog system using hardware which is no longer being serviced by any vendor and for which replacement parts are becoming difficult to source. In its recommendations, the Capital Committee noted that the public safety radio replacement could be staged over as many as four years, and left it to the Finance Committee to determine the feasible timing for the project. The approved items with the exception of the public safety radio replacement were under the recommended budget for cash capital and maintenance by a combined \$22,465.

The Finance Committee has reviewed these funding requests and recommends the capital expenditure and maintenance articles at proposed levels, except for the public safety radio system replacement. The Finance Committee will deliberate the timing for that project as well as an expected request from the School Building Committee, and will have a finalized recommendation at Special Town Meeting and Annual Town Meeting.

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<sup>1</sup> CapCom has deferred to the Finance Committee for recommending timing and/or phasing for this project.

**Warrant Articles**

Article 20, Cash Capital Expenditures:	<b>\$511,763</b>
Conservation Dump Truck	\$74,813
DPW Wacker Newson Loader	\$108,000
DPW Skid Steer Loader	\$55,000
Fire Turnout Gear	\$65,000
Replacement of Fire Command Vehicle	\$55,000
IT Planning Module for Online Permitting System	\$6,330
IT Phone System for DPW	\$4,200
LSRHS Chain Link Fence	\$15,675
LSRHS Pickup Truck	\$5,016
LSRHS 15 Passenger Van	\$5,643
LSRHS Aerial Lift	\$5,844
Replacement of Marked Police Vehicle	\$46,358
Replacement of Unmarked Police Vehicle	\$36,770
Town Office DAT HVAC sensors	\$28,115
Article 23, Annual Classroom Maintenance	<b>\$45,000</b>
Article 24, Town Buildings Maintenance	<b>\$89,431</b>
Article 25, Library Maintenance	<b>\$55,000</b>

**6. Community Preservation Act**

The Town of Lincoln approved the Community Preservation Act (CPA) in November 2002. Pursuant to the CPA, the Town levies a surcharge of 3% on Lincoln real estate bills. These local CPA revenues are matched by the state from a dedicated fund. Through FY07, the state matched local CPA revenues at 100%. Due to an increasing number of cities and towns participating in the CPA, and a decline in funds to the state matching fund, Lincoln received a percentage match on its fiscal year surcharges since FY07 as follows:

FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18	FY19
41%	34%	33%	34%	65%	40%	39%	25%	22%	22%	32%

The CPA requires that a Community Preservation Committee (CPC) be formed with four members appointed by the Selectmen and five other members nominated from each of the following: Conservation Commission, Housing Commission, Historical Commission, Planning Board, and Recreation Committee. The mandate of the CPC is: to study the needs of the Town in consultation with other municipal boards and committees; to solicit input from the Town as to its community preservation needs, possibilities, and resources; and to make recommendations to

the Town for expenditures in four areas of community interest: open space, preservation of historic structures, community housing (defined as low to moderate income housing), and recreation.

Spending must be recommended by the CPC and then approved at Town Meeting.

Generally, the CPA also requires a minimum of 10% of annual revenues be spent on *each* of three categories: (1) open space (excluding recreation), (2) historical preservation, and (3) community housing. If the 10% annual minimum for a given category is not met, the shortfall must be “banked” and spent in subsequent years.

For fiscal periods 2003 through 2019, the CPC has recommended, and the Town has approved, funding for the following projects:

<b>Town of Lincoln</b>					
<b>CPA Appropriations &amp; Project Status</b>					
		<b>Appropriation</b>	<b>Paid to Date</b>	<b>Balance</b>	<b>Status of Project</b>
Battle Rd Farm Unit		150,000	150,000	-	Complete
Ballfield & Codman Roads Athletic Fields Irrigation		400,000		400,000	In progress
Codman Barn A restoration		112,000	112,000	-	Complete
Construction of archival vault at the Library		489,097	489,097	-	Complete
Consultant to update Consolidated Housing Plan		32,000	17,230	14,770	Complete
Control invasive species on conservation land		51,300	51,280	20	Complete
Conservation stonewall restoration		20,000	20,000	-	Complete
Funding of Affordable Housing Trust		4,217,829	4,217,829	-	Complete
Funding of Conservation Fund		398,359	398,359	-	Complete
Historic records archive and preservation		286,204	246,408	39,796	In progress
Historic Town buildings needs assessment		160,000	160,000	-	Complete
Housing Rental Assistance Program		30,000	-	30,000	In progress
Inventory of historic properties		75,250	56,534	18,716	In progress
Model historic preservation restriction easement		5,000	5,000	-	Complete
Pierce House repairs		407,976	342,307	65,669	In progress
Purchase of conservation land		2,225,000	2,125,000	100,000	Complete
	<i>Harrington Row property</i>	<i>350,000</i>			
	<i>Booth property</i>	<i>250,000</i>			
	<i>MacDowell property</i>	<i>400,000</i>			
	<i>DeNormandie property (Rt 2 parcel)</i>	<i>100,000</i>			
	<i>Schmid Property</i>	<i>200,000</i>			
	<i>Jerodel Property</i>	<i>100,000</i>			
	<i>Hargreaves-Heald</i>	<i>225,000</i>			
	<i>Wang Property</i>	<i>500,000</i>			
	<i>Conservation Restriction 241 &amp; 247 Old Concord Rd</i>	<i>100,000</i>			
Repairs & Improvements to Lincoln Library		808,587	804,612	3,975	Complete
Repairs to historic cemetery monument		42,300	42,300	-	Complete
Sunnyside Lane		792,500	792,500	-	Complete
Tot-lot at Codman Pool		50,000	50,000	-	Complete
Codman Tot Pool Renovation		182,000	151,475	30,525	In progress
Codman Pool Water Chemistry Controller		42,500		42,500	In progress
Multisport Court		146,000	146,000	-	Complete
Tennis Court Rehabilitation		20,000	20,000	-	Complete
Town Office Renovation		1,000,000	1,000,000	-	Complete
Bemis Hall Repairs		639,985	639,244	741	In progress
Bemis Hall Basement Reconstruction		290,000	107,946	182,054	In progress
LSRHS Softball Fields		50,000	-	-	Withdrawn
Arborvitae Cemetery Stonewall		50,000	47,300	2,700	In progress
75 Tower Rd Renovation		150,000	150,000	-	Complete
Codman Farm Repairs		131,500	91,672	39,828	In progress
Flint Homestead Survey		8,000	7,860	140	Complete
Smith School Playground		50,000	50,000	-	Complete
School Wetland Trail & Observation Platform		137,355	114,543	22,812	In progress
FoMA Area Studies		6,000	6,000	-	Complete
Wayfinding Battle Road Byway		1,000		1,000	In progress
Admin Expenses		41,500	41,500	-	Complete
Fund debt service on borrowing for CPC projects		1,633,966	1,404,161	229,805	In progress
Fund debt service on borrowing for Town Offices		2,896,250	2,509,975	386,275	In progress
<b>GRAND TOTAL</b>		<b>18,229,458</b>	<b>16,568,133</b>	<b>1,611,325</b>	

This table summarizes money raised and appropriations to date:

CPA Revenues and Expenditures														
Revenues	FY '03-07	FY '08	FY '09	FY '10	FY '11	FY '12	FY '13	FY '14	FY '15	FY '16	FY '17	FY '18	FY '19	FY '20*
Town Rev's†	\$2,034,168	\$583,127	\$607,048	\$574,463	\$615,705	\$644,328	\$649,035	\$667,117	\$691,581	\$765,657	\$ 740,896	\$893,839	\$ 793,845	\$ 900,340
State Match	1,386,199	517,657	420,180	246,798	195,935	206,190	216,875	424,815	266,411	259,639	191,804	164,520	\$ 197,220	\$ 253,236
<b>Total Revenues</b>	<b>\$3,420,367</b>	<b>\$1,100,784</b>	<b>\$1,027,228</b>	<b>\$821,261</b>	<b>\$811,640</b>	<b>\$850,518</b>	<b>\$865,910</b>	<b>\$ 1,091,932</b>	<b>\$ 957,992</b>	<b>\$1,025,296</b>	<b>\$ 932,700</b>	<b>\$ 1,058,359</b>	<b>\$ 991,065</b>	<b>\$ 1,153,576</b>
<b>Expenditures #</b>														
Housing	\$ 942,500	\$ -	\$ 912,000	\$553,500	\$260,000	\$ 90,000	\$ 90,000	\$ -	\$ 151,600	\$ -	\$ -	278,329	\$ -	\$ 30,000
Historic	776,229	246,731	528,385	339,175	139,500	64,593	629,250	558,051	564,364	491,255	533,607	434,680	\$ 509,711	\$ 523,100
Conservation	550,000	250,000	56,585	20,300	400,000	-	20,000	62,774	-	525,000	70,512	541,088	\$ -	\$ 400,000
Recreation	45,191.00	-	-	-	-	-	-	232,000	109,020	25,000	201,593	41,000		\$ 42,500
Administrative	5,000	-	5,000	3,000	2,500	2,500	3,000	3,000	2,875	2,875	2,875	2,875	\$ 3,500	\$ 3,000
<b>Total Approp's</b>	<b>\$ 2,318,920</b>	<b>\$ 496,731</b>	<b>\$ 1,501,970</b>	<b>\$ 915,975</b>	<b>\$ 802,000</b>	<b>\$ 157,093</b>	<b>\$ 742,250</b>	<b>\$ 855,825</b>	<b>\$ 827,859</b>	<b>\$ 1,044,130</b>	<b>\$ 808,587</b>	<b>\$ 1,297,972</b>	<b>\$ 513,211</b>	<b>\$ 998,600</b>
* revenues not yet certified														
† includes interest earned														
# actual amount spent is shown, where less than appropriation														

At Town Meeting, the CPC anticipates recommending a total of \$952,895 of funding for the following projects:

### Warrant Article 22

Proposal	Sponsor	CPA Category	Amount
Town Office Renovation - debt service	Board of Selectmen	Historic	\$379,450
Codman Farm Driveway & Parking Lot Improvements	Codman Farm	Historic	\$210,000
Pierce House Driveway Repaving	Pierce House	Historic	\$60,000
Housing Rental Assistance for residents at risk	Housing Commission	Housing	\$16,000
Regional Housing Support Services	Housing Commission	Housing	\$15,000
Lincoln Library – parapet repair design	Lincoln Library	Historic	\$35,000
Replenishment of Conservation Fund	Conservation Dept	Conservation	\$89,000
Conservation Treatment of Marriage Intentions 1850-1913	Lincoln Library	Historic	\$7,260
Conservation Treatment of Marriage Intentions 1914-1933	Lincoln Library	Historic	\$4,440
Conservation Treatment of Register of Voters 1884-1892	Lincoln Library	Historic	\$5,395
One-time charge for digitizing set up and USB external drive	Lincoln Library	Historic	\$350
Conservation of Preamble Records 1834-1920	Lincoln Library	Historic	\$2,715

Conservation Treatment of Register of Voters 1894-1920	Lincoln Library	Historic	\$1,200
Conservation Treatment of Selectmen's Minutes 1876-1897	Lincoln Library	Historic	\$4,085
Wang Property Debt Service (prior year vote)		Recreation	\$119,550
Administrative Expenses (CPA Coalition dues)		Admin	\$3,500
	<b>TOTAL</b>		<b>\$952,895</b>

## 7. Other Post-Employment Benefits (OPEB) Liability

The Town of Lincoln has a significant obligation to its current and retired employees for healthcare and other non-pension benefits after employment by the Town. These are also known as Other Post-Employment Benefits (“OPEB”), and they consist primarily of benefits received through the Town’s Postretirement Medical and Life Insurance Plan.

Beginning in FY ‘09, as a municipal government, the Town of Lincoln became subject to Governmental Accounting Standards Board (GASB) Statement No. 45, *Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions*. This accounting rule calls for municipal governments to report on the expected costs of the benefits that have already been earned by active and retired employees as well as the benefits active employees will earn in the future. The OPEB liability, first recorded by the Town in its FY ’09 financial statements, represents the present value of these benefits earned to date, which are estimated for the Town by an actuary. Biannual updates to the actuarial valuation are required. Many variables in actuarial assumptions contribute to the liability amount, including discount rate, demographics of retirees and active employees, how health care costs are shared between employees and the Town, and benefit eligibility.

Beginning in FY ’17, GASB Statement No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*, changed the requirements on OPEB accounting and reporting for the Town. GASB 74 requires additional disclosures and Required Supplementary Information schedules regarding the Town’s OPEB Trust Fund. Most of the reporting necessary for the new requirement is provided by an actuary based on data provided by the Town. GASB 74 also more tightly defines what discount rates can be utilized in the valuation based on the Town’s OPEB Policy and the funding status of the OPEB liability.

Beginning in FY ’18, GASB Statement No. 45 requirements were replaced by GASB Statement #75, *Accounting and Financial Reporting by Employers for Postemployment Benefit Plans Other Than Pensions*, which most significantly obligates the Town to report its entire OPEB liability on its financial statements. Prior to the issuance of GASB 75, the OPEB liability was being “phased in” to the Town’s statement of net position over a 30 year period. Reporting the entire OPEB liability had a negative impact on the Town’s Unrestricted Net Position. However, bond rating agencies and other informed readers have been considering OPEB liabilities for years, and

in February 2019 Standard & Poors maintained the Town's AAA bond rating despite the impact on the Town's FY '18 financial statements.

The Town's OPEB liability was originally estimated at \$61.7 million in 2007. Although there is currently no federal or state requirement to fund this liability, due to its large size and the ultimate need to meet the Town's obligations, the Finance Committee and the Town have taken numerous steps to fund this liability and reduce its size.

Actions taken by the Town include establishing and depositing monies into an OPEB trust fund and adopting Section 18, under which qualified retirees must join Medicare. The Town also moved to provide health insurance through the Massachusetts Interlocal Insurance Association (MIIA) instead of self-insurance and made health care plan design changes. In FY'17, the Town took further steps to reduce the cost of retiree prescription drug benefits by implementing a switch from Medex III to Medex II, and in FY '18, the Town implemented additional plan design changes including increasing emergency room co-pays. Other changes put in place to reduce the liability include appointing the Massachusetts Pension Reserves Investment Management Board as the fund manager of the Town's OPEB trust fund, and enacting a Finance Committee OPEB Policy in June 2015, subsequently revised in June 2017, December 2018, and March 2019 regarding trust fund contributions going forward.

The Finance Committee's March 2019 revision to its OPEB Policy was motivated by recommendations from the Town's actuary, as part of the most recent actuarial valuation, to consider how funding the OPEB liability interacts with the Town's state mandated assessments under its pension obligation, which are estimated to climb steadily until the pension plan is fully funded in 2035 and then fall off sharply. As a result, the Finance Committee significantly amended our OPEB Policy to be less aggressive in its funding of the OPEB liability until the pension plan is fully funded, then to re-appropriate a portion of the "freed up" pension funding to OPEB for some number of years until the OPEB liability is fully funded. This new approach will materially smooth the combined required contributions by the Town over the next 25-30 years, arguably resulting in a more even distribution of resident tax burden across the decades.

To date, the Town has chosen to pay the portion of the annual cost that represents the current-year benefits to retired employees as well as appropriating amounts into the Town's OPEB trust fund to partially fund the liability. From FY '09 through FY '19, the Finance Committee recommended, and the Town approved, increasing annual contributions to the OPEB Trust Fund, ranging from \$100,000 in FY '10 to \$950,000 in FY '19. In FY '20 the Finance Committee recommended, and the Town approved a decrease in contribution to the OPEB Trust Fund to \$650,000, based on the Finance Committee's latest OPEB Policy as noted above. In recent years the Water Department has also included amounts in their budget, \$40,000 in FY '20, to transfer to the Town's OPEB trust fund to cover their portion of the liability. The balance in the OPEB trust fund is now \$10,648,070.

As a result of the above actions, as well as changes in actuarial assumptions, the Town's estimated unfunded OPEB liability has declined from \$61.7 million in 2007 down to \$43.4 million in 2015 and \$21.4 million as of the most recent July 1, 2017 valuation date, with the most recent drop due primarily to the Medex III to Medex II plan change, as well as an increase in the discount rate deemed appropriate under the new GASB standards.

The most recent actuarial valuation also showed an Actuarially Determined Contribution for FY '19 of \$2.5 million, of which \$1.2 million represents current payments to retirees. The remaining \$1.3 million would be the amount that the Town would need to contribute to the OPEB trust fund annually to fully fund the liability over a 30 year period. In fact the Town contributed \$980,000 in FY '19, which when combined with the current payments to retirees represents 87% of the Actuarially Determined Contribution.

For FY '21, the committee recommends that Town Meeting appropriate \$550,000 (Article 27) as a further contribution to the trust fund against the liability. The Water Department has also included \$40,000 in its FY '21 budget to transfer to the Town's OPEB trust fund. In addition, the committee recommends that the Town Meeting appropriate \$46,633 for Lincoln's portion of the high school's funding of its OPEB trust (Article 28).

The Finance Committee continues to be alert to any additional actions needed to manage the Town's OPEB liability, and we continue to explore options that could further reduce our liability without significant impact on the Town's operations or capital plans. Our current practice of funding the annual cost of retirees and contributing an amount to the trust fund – as well as closely managing health care expenses – puts Lincoln ahead of many peer communities in addressing the OPEB issue.

**Warrant Articles**

- Article 27, Funds for Group Insurance Liability Trust Fund: \$550,000
- Article 28, Funds for Lincoln Sudbury Regional High School District Retirees Health Insurance Trust Fund: \$46,633

**8. Property Tax**

The table shows the estimated tax impact on the median house of the proposed FY '21 budget. The estimate assumes a FY '20 assessment value for a median value single-family home of \$1,043,300. FY '21 assessment values will be determined in the fall when the Town sets its tax rate. It should be noted that the impact on individual homeowners who have undertaken construction or made improvements to their property could be higher.

FY21 Known Tax Increases					Potential Offsets to Reduce Taxes (To reduce debt service)				
Fiscal Year Impact	FY 2020	Prop 2.5% FY 2021	Existing Debt Exclusions FY 2021	Total FY19 Estimated Tax Bill FY 2021	CPC Funds FY 2021	Total Tax Bill FY 2021	Potential Capital Exclusion(s) FY 2021	Additional Debt Exclusion FY 2021	Grand Total Tax Bill
Increases/(decreases)		\$812,998	\$ 164,919	\$ 977,917	\$ (379,450)	\$ 598,467	0	0	598,467
Dollar Tax Impact		\$ 379	\$ 79	\$ 458	\$ (182)	\$ 276			276
% Tax Impact		2.37%	0.49%	2.86%	-1.13%	1.72%	0.00%	0.00%	1.7%
Median Tax Bill	\$ 16,025			\$ 16,483		\$ 16,301			16,301

## 9. Looking Forward

The Finance Committee works closely with the Town, the Lincoln Public Schools, Lincoln-Sudbury Regional High School, the Capital Planning Committee and independent Boards to anticipate the Town's future needs and to analyze the financial impact of these needs and various policy options for addressing them. The committee draws upon the expertise of the Town's very able professional staff to manage Lincoln's finances in the midst of uncertainties that impact both revenues and expenditures.

Revenue uncertainties include state aid which is dependent upon economic performance of the Commonwealth and local receipts, neither of which is known until after the Town's budget is in place. On the expenditure side, the share of funding for operations at Lincoln-Sudbury Regional High School is calculated in two parts, each of which are subject to a formula that could result in an increase or decrease in Lincoln's assessment each year. Health insurance costs and pension costs are subject to uncertainty and need to be estimated as part of the budget process.

Some indicators point to improved economic conditions that could provide the Town comfort to boost spending for enhanced levels of service or capital investment. Unemployment is declining nationally and in Massachusetts. Interest rates continue to remain low. Here in Lincoln, the assessed value of the median single family home rose in FY '20 to \$1,043,300, after steadily falling from a peak of \$948,400 in FY '07 to \$796,700 in FY '13. Town finances are strong, and the Finance Committee is able to recommend an annual budget with no operating override for the thirteenth year in a row.

Despite the positive data, the committee remains cautious about committing Town resources, chiefly due to the dependence on Free Cash in the operating budget and concern about the capital needs facing Lincoln. Free Cash represents amounts accumulated from savings in prior years' budgeted expenditures as well as receipts in excess of budgeted sources. In recent years, the balance has grown due to savings in health insurance costs, higher revenues than estimated, and savings in the Lincoln Schools budget that were returned to the Town. Lincoln's high Free Cash balance of approximately \$4.9 million demonstrates the capabilities of the Town's professional staff and the success of a conservative budgeting philosophy. Nevertheless, Free Cash has become a greater share of the operating budget in recent years. In the FY '21 budget, Free Cash represents 11.6% of projected revenues. As recently as FY '08, that share was just 7.3%. The committee believes that savings which contributed to the current balance may come under pressure, and that there may be pressure on the tax levy in future years.

The Town took a major step forward with capital investments at its December, 2018 Special Town Meeting by deciding to move forward with a \$93.9 million renovation project at Lincoln School. At that meeting and following ballot, residents approved \$88.5 million of financing being raised via bond issuance, \$4.4 million appropriated from the Stabilization Fund, and \$1.0 million appropriated from Free Cash. This is the largest capital project in the Town's history. The Town raised \$80 million for this project through a bond issuance in February, 2019, and currently expects to raise the remaining \$8.5 million required in the spring of 2021. The Finance Committee understands that the large increase in debt service resulting from required bonding for this project is a burden for residents, and we have made it a priority to minimize the

likelihood of requesting residents approve any additional debt or capital exclusions over the next couple of years.

Other new capital needs and projects are inevitable of course. In particular, the Finance Committee is aware that the School Building Committee intends to request additional funding for the school building project at the Special Town Meeting. We are also mindful that the Town intends to resume discussion of whether to build a new Community Center on the Ballfield Road campus, after completion of the Lincoln School renovation project, potentially utilizing designs and ideas generated by the work in 2017 and 2018 by the Community Center Planning & Preliminary Design Committee (CCPPDC).

As a result, and as a matter of best practices, the Finance Committee will continue to act to preserve Lincoln's financial capacity and flexibility. For FY '21, these actions include maintaining a budget that supports efficient operations and does not require an override for operations. Adding money to the Town's OPEB trust is an important step to take in support of Lincoln's long term financial health, given its substantial post-employment benefit liabilities.

In addition, the Finance Committee recommends that the Town continue to build its reserves. With the FY '21 budget, we propose adding \$21,014 to the Stabilization Fund to buffer the impact of future capital projects on our property tax bills. In addition, any appropriation to Lincoln Sudbury Regional High School not assessed to the Town would, as in previous years, provide additional funds to the Stabilization Fund, although this turnback amount is likely to be smaller than prior years due to revised guidance procedures by the Finance Committee for FY'19 onwards which should reduce the gap between budgeted amounts and actual assessment.

The budget maintains the Committee's previous decision to appropriate money to the Reserve Fund at a level that represents 1.30% of the prior year's operating budget. Consistent with the Finance Committee's Emergency Reserves Policy, the FY '21 budget deliberately sets aside Free Cash at a level of at least 3% of the prior year's operating budget and deliberately attempts to incorporate conservative estimates of uncertain revenues and expenditures.

The rating agencies and the financial markets are increasingly focused on local government financial results and financial policies that ensure sufficient reserves and that address future and contingent liabilities. The Town's AAA rating, its access to debt financing and its flexibility to consider major capital projects are all dependent on maintaining and improving sound financial decisions and practices.

## 10. Departmental Budgets

### General Government

<b>FY '19 Actual</b>	<b>FY '20 Budget</b>	<b>FY '21 Proposed</b>
<b>\$2,787,443</b>	<b>\$3,246,689</b>	<b>\$3,293,324</b>

#### General Information

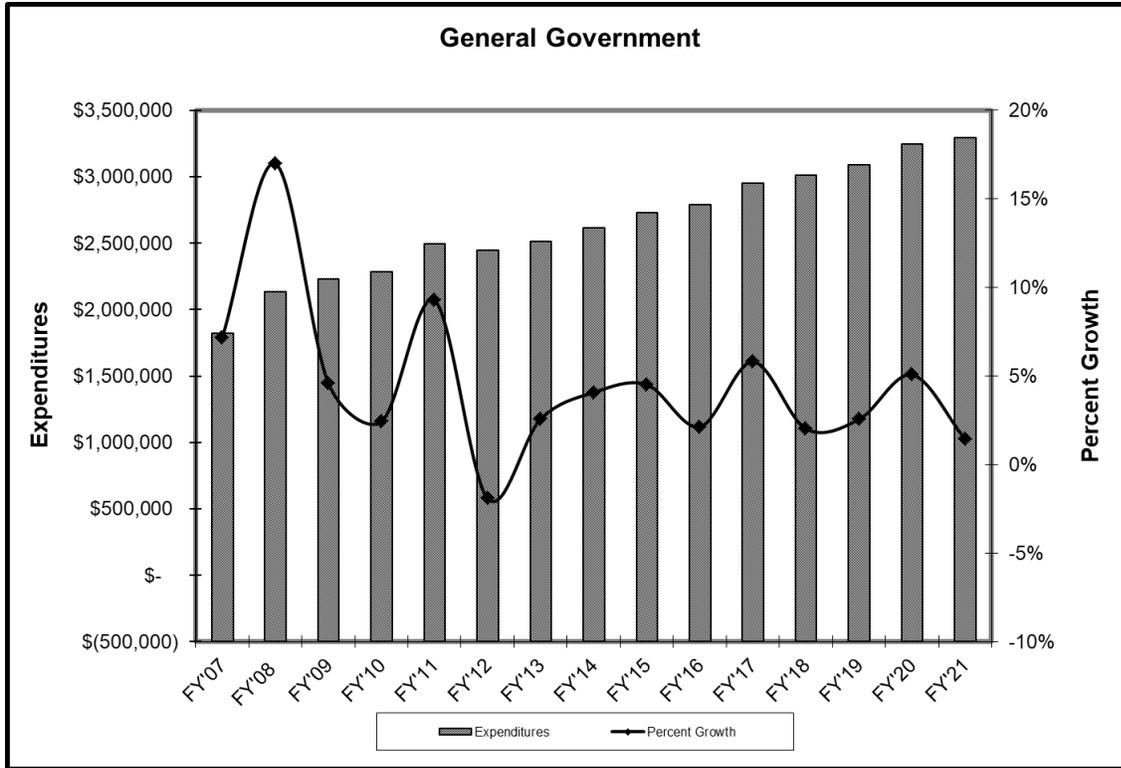
General Government includes: Town Moderator, Board of Selectmen, Finance Committee, Town Offices, Legal Services, Reserve Fund, Assessors, Law Department, Town Clerk, Town Archives, Registrar of Voters, Conservation Commission, Planning Board, Agricultural Commission, Board of Appeals, Town Report, Town Buildings, and Town Access PEG Cable. The largest account is Town Offices, which includes personnel costs and administrative and financial department expenses.

#### Key Issues

- The FY '21 budget represents an increase of 1.4% vs the FY'20 budget. The Reserve Fund is part of the General Fund and is intended to cover extraordinary and unforeseen needs of the Town, the Lincoln Public Schools, and independent Boards. The Finance Committee recommends that the Reserve Fund be set at 1.30% of the prior year's budget, per usual policy. The Finance Committee reconsiders this percentage annually based on risks and operating experience.
- This budget includes a new line item and modest budget (\$5,000) to support the activities of the Green Energy Committee.
- All Town labor agreements were renegotiated under collective bargaining in FY '19. Town budgets include a 2.5% cost of living adjustment for FY '21 based on the agreements.
- The total Town staff count remains unchanged under the recommended budget. There are no additional positions or increased hours budgeted for FY '21. It is worth noting that the total FTE count for the Town segment of the budget has not changed appreciably over the past 25 years, despite a significant increase in programs, services and compliance requirements.

#### Warrant Articles

- Article 20, IT Planning Module for Online Permitting System \$6,330
- Article 20, Town Office DAT HVAC sensors \$28,115
- Article 22, Debt Service on Town Offices Renovation \$379,450
- Article 24, Town buildings maintenance \$117,547
- Article 11, Bright Light Award \$500
- Article 31, Cable Television Revolving Fund: Required Annual Appropriation: \$26,000



**Public Safety**

<b>FY '19 Actual</b>	<b>FY '20 Budget</b>	<b>FY '21 Proposed</b>
<b>\$4,060,019</b>	<b>\$4,119,983</b>	<b>\$4,296,767</b>

**General Information**

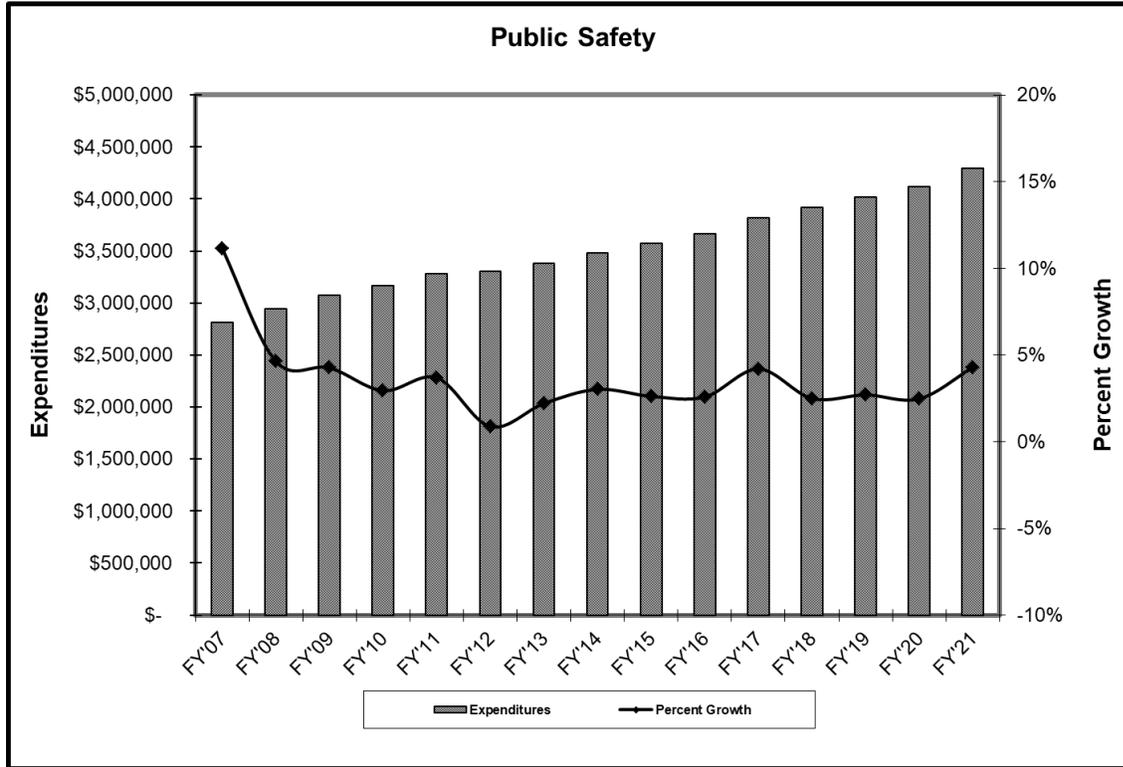
Public Safety includes the police department, the fire department, emergency medical services, the building department, the communications center, emergency management, the dog officer and the public safety building.

**Key Issues**

- The FY '21 budget is a level services budget and represents an increase of 4.3% versus FY '20. The increase is largely due to the need for increased firefighter overtime.
- All Town labor agreements were renegotiated under collective bargaining in FY '19. Town budgets include a 2.5% cost of living adjustment for FY '21 based on the agreements.

**Warrant Articles**

- Article 20: Fire Turnout Gear \$65,000
- Article 20: Replacement of Fire Command Vehicle \$55,000
- Article 20: Replacement of Marked Police Vehicle \$46,358
- Article 20: Replacement of Unmarked Police Vehicle \$36,770
- Article 21: Public Safety Radio System (for details see page 9)



**Lincoln Public Schools**

<b>FY '19 Actual</b>	<b>FY '20 Budget</b>	<b>FY '21 Proposed</b>
<b>\$11,718,990</b>	<b>\$11,741,998</b>	<b>\$12,046,087</b>

**General Information**

The Lincoln Public Schools District serves students from Pre-School through Eighth Grade from three communities: Lincoln resident students, children who reside and attend school on Hanscom Air Force Base, and students who reside in Boston and attend the Lincoln School via the METCO Program. Additionally, many children of Lincoln town employees attend school on the Lincoln campus. The student population is diverse with students who speak more than 30 languages.

Schools on the Lincoln campus are supported about 90 percent by appropriation of Town funds and about 10 percent by fees, reimbursements and several state and federal grant programs. The Hanscom school budget is funded by a contract with the U.S. Department of Defense. The DOD contract, being rebid for FY21, benefits Lincoln because Hanscom has shared the cost of the district's central administration and common special services.

### **FY21 Budget Request for Lincoln Schools**

Education is Lincoln's biggest investment – about 40% of the Town's operating budget is dedicated to running our schools. Costs of the Lincoln School Building Project are funded separately, and an update is included later in this report.

The Lincoln School Committee has approved a \$12,046,087 operating budget request for FY '21. This amount consists of a \$12,035,548 (within the 2.5% increase guideline issued by the Finance Committee) and a preferred addition of \$10,539 (also recommended by the Finance Committee) to increase hours for pre-school special education teachers.

Personnel costs for faculty and staff continue to comprise about 80 percent of the District's operating expenses and are set by contract. The number of teachers and support staff on each campus is determined by enrollment, class size policy, and the individual needs of our students.

The remaining portions of the budget are dedicated to general operations, materials, utilities, food service, transportation and routine maintenance. Also within the 2.5% increase guideline are two improvement initiatives in science curriculum and library staffing totaling \$79,527.

### **Key Issues for the FY21 budget:**

- The Lincoln Teachers Association and the School Committee are in the process of negotiating terms for a new three-year contract to begin September 2020.
- Utility costs may differ from estimates as we use temporary classrooms and school spaces during renovation of the Lincoln school buildings.
- Unanticipated costs of equipment, storage or other needs may arise due to the renovation project.
- Kindergarten enrollment is an estimate, so a fourth class section may be required if registration is higher than anticipated.
- Lincoln's current contract with the Department of Defense to operate the Hanscom schools ends in FY20, and a successor contract is under discussion.

### **District Enrollment**

Lincoln's school budget is dependent on enrollment and student needs. Projected enrollments for FY21 are estimated to remain level with FY20, and the number of classroom sections the same.

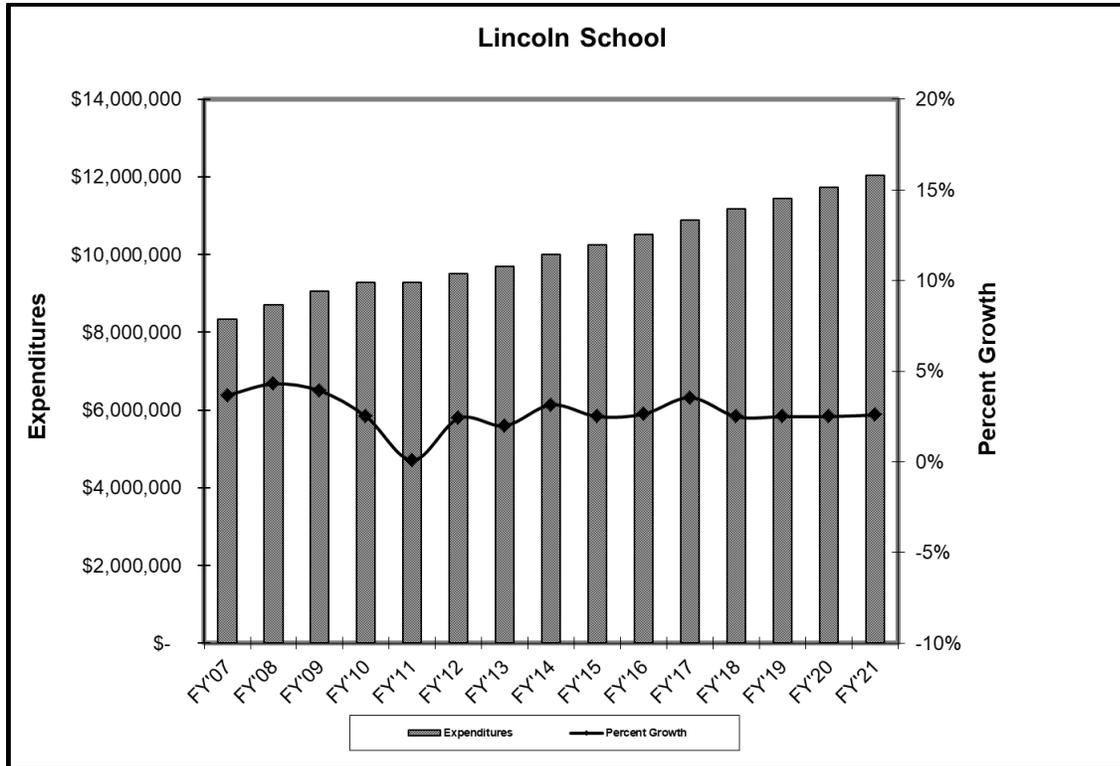
As of October 1, 2019, the LPS total district enrollment Pre-K-Grade 8 was 1,149 students. This represents 561 students on the Lincoln campus (including 83 students enrolled through the

state’s METCO program and about 20 children of Lincoln employees,) and 588 students in the Hanscom schools.

In the district total are 27 students in out-of-district placements and six students from other districts in our CASE (Concord Area Special Education Collaborative) classroom.

**Warrant Articles:**

- Article 23: Annual Rehabilitation and Maintenance Program **\$45,000**
- Article 30: Transfer Medicaid reimbursements into budget **\$25,000**



**Mission and Progress on Educational Strategic Objectives**

The Lincoln Public Schools seek to unite our communities in challenging and equipping our students to acquire essential skills and knowledge, think creatively and independently, exhibit academic excellence, appreciate and respect diversity, display creativity, value reflection, and demonstrate social and emotional competencies.

To meet these goals, the School Committee and District Administration annually adopt Strategic Objectives. This year, the objectives focused on four goals:

- Educator Growth and Innovation: Educators demonstrate continual growth, professional collaboration, innovation, and risk-taking built on a shared vision of effective teaching and practices and equity for all students
- Curriculum: Curriculum is engaging, provides high cognitive demand, and supports the creative, social and emotional development, and academic growth of all students

- Instruction: Instruction is student-centered and focused on the engagement, achievement, and social and emotional development of all learners
- Equity and Culture: Educators and students work together to build a school culture that values, respects and responds to students' identities and develops the social and emotional well-being of all students

Learn more about the District Strategic Plan at <https://www.lincnet.org/strategicplan>

To meet these objectives, a variety of work is taking place in our schools, including:

- We are continuing our multi-year focus on literacy in kindergarten through grade five.
- K-5 faculty are piloting two science curricula to inform our selection of an elementary science curriculum to be implemented in the 2020-2021 school year
- New weekly schedules implemented in FY20 have enhanced grade-level cooperative learning as well as individualized support and extension services
- Professional development will continue to focus on high-quality instructional practices. The book, *Leaders of Their Own Learning* by Ron Berger is the foundational text to guide this work.
- In addition, the district will work with the MA Department of Elementary and Secondary Education's Kaleidoscope Collective to develop "Deeper Learning" practices in our classrooms
- A "Portrait of a Learner," prioritizing and naming the skills, traits, and knowledge we want all of our students to gain in our schools, will serve as a guide for student learning. A draft of the Portrait, due in June 2020, will incorporate input gathered from faculty, parents, students, and community members.

## School Building Project Update

Since the Lincoln school building project was approved by residents in December 2018, the School Building Committee (SBC) has been working to finalize project design and planning. Development phases include:

**Design Development Phase** (December 2018 – April 2019). Just after the March 2019 Annual Town Meeting, this phase came to a close. Three independent cost estimates indicated that the project continued to be on budget.

**60% Construction Documents Phase** (April 2019 – September 2019). Materials, plumbing and electrical plans, mechanical systems, site work, and phasing plans were refined;

design/construction team worked with Lincoln Planning Board, Conservation Commission, Historical Commission, and Building Department on required permits. Initial cost estimates were over budget, but the SBC went through a value engineering process to make decisions that kept the project within budget. As the Committee worked through a series of cost-reduction line items, they were guided by the Project Principles the SBC and the community established and articulated two years prior:

- Focus on educational value
- Make the project Net Zero
- Respect the look and feel of the campus
- Make choices that retain the long-term value of the project

**90% Construction Documents Phase** (September 2019 – November 2019). Continued refinement of plans and drawings in preparation for sending the project out to bid. The final round of cost estimates was performed, which came in over budget. The SBC went through another round of value engineering decisions to keep the project on budget.

**100% Construction Document Phase and Bid Documents** (December 2019 - January 2019) Construction plans are finalized and Bid Documents were prepared. The SBC voted to approve a list of over 100 companies to be in the pool of pre-qualified sub-trades. The Construction bid documents were released on December 18, 2019 and the bids were due on January 29, 2020.

The School Building Committee is expected to request additional funds to reinstate parts of the school project that had to be eliminated to close a budget gap between the final estimates and the actual construction bids. The Finance Committee will deliberate that request and will have a finalized budget recommendation for Special Town Meeting and Annual Town Meeting.

## **Solar Update**

To address the Town's sustainability goals for municipal buildings, the School Building Committee proposed, and the Town agreed, to design buildings and systems in the buildings that, other than the emergency generator, are powered entirely by electricity, and to provide that electricity with a sufficient number of solar photovoltaic (“PV”) panels to meet all of their energy needs when measured on an annual basis (i.e. to be “net zero energy”). To eliminate the need to provide upfront financing for the solar PV project, and also because the state and federal financial incentives for such solar PV systems are in the form of tax incentives only beneficial to a taxpaying entity, the School Building Committee decided to enter into a power purchase agreement (“PPA”) with a third party provider of such systems, and it formed the PPA Subcommittee to select such a counterparty and pursue such an agreement. As of the date of this report, the PPA Subcommittee has recommended SunPower Corporation as the counterparty to provide the solar PV system, through a municipal solar program organized by PowerOptions, Inc. that is administered under Massachusetts G.L. c 164. PowerOptions is a nonprofit organization that has negotiated low electric rates for Lincoln Schools for many years. Negotiations toward a completed PPA with SunPower and PowerOptions are ongoing. The currently proposed solar PV system would have approximately 1.4 MW of PV panels spread across the Smith and Brooks School roofs, as well as canopies above both Smith and Brooks

parking lots. Collectively the PV panels will produce approximately 1.5 million kW hours of electricity annually, meeting the electricity consumption needs projected by the school architects. Installation of the solar PV system is expected to occur in one deployment after the renovation of both Smith and Brooks buildings is substantially complete.

## **Project Contingencies**

The school building project carries many contingencies in its budget. These amounts are carried throughout the design and construction process to cover costs that cannot be accurately determined at a given time. Some are designed to be used in certain phases of the project. The main types of contingencies used in design and construction are:

**Design and Pricing Contingency.** This contingency was carried during the development of the design documents. As the design progressed and the design documents became more detailed this contingency decreased. The full amount (\$1,232,400 or 2.0% of “cost of work” construction cost) was completely used at the end of the Construction Design phase.

**Escalation Contingency.** This contingency is included in the construction cost estimates at each phase to cover labor and material escalation or inflation that occurs after the construction cost estimate is prepared. The amount is based on the projected construction schedule. This contingency (\$733,302 or 1.0% of total construction costs) is intended to decrease as the design progresses and was completely used at the end of the Construction Design Phase.

**Construction Manager’s (CM) Contingency.** This contingency is included in the construction cost estimates and is carried forward into the construction manager’s Guaranteed Maximum Price (GMP). This contingency will be used during construction to cover items inadvertently omitted by the construction manager during the estimating and bidding process, sub-contract bid overages (bid savings are added back in) or any other “cost of work” omissions in the CM’s GMP. Any unused amount is returned to the owner (the Town) at the completion of the project. Currently, the CM Contingency is \$1,592,885 or 2.5% of total construction costs.

**Project & Soft Cost (Owner’s) Contingency.** This contingency is carried in the overall project budget to cover the cost of any overages in individual “soft cost” line items. This includes additional design and administration costs or furniture and equipment expenditures over the project allowances. Currently, the Project Owner Contingency is \$400,000.

**Construction Contingency.** This contingency is carried in the project budget and is used to cover unanticipated or unexpected construction costs during the construction period. This contingency may also be used to fund additional construction costs associated with incomplete design documents or owner directed changes. Currently, the Construction Contingency is \$4,017,453 or approx. 5.8% of total construction costs.

## **Project Schedule**

In May 2019, the SBC approved the contract for the modular classrooms that will become home for the K-4 students during the 2020/21 and 2021/22 school years. The modular classrooms had

been used at Hanscom Air Force Base during the recent construction of their elementary and middle schools. The bid for the modular buildings was within budget. Preparation for the installation began on July 8th, 2019, just after the Town's July 4th celebrations. Thirty seven modular classrooms were transported from Hanscom to the Ballfield Road campus in September, and installation was completed in January, 2020.

Construction Phase 1 will begin in June 2020 with the renovation of the Middle School (Brooks). Grades K-4 will move into the temporary school; grades 5-8 will move into the elementary end of the existing school (Smith). The planned phasing of the project is summarized in this table:

	2019/2020 School Year	2020/2021 School Year	2021/2022 School Year	2022/2023 School Year	NOTES
PreK	Hartwell	Hartwell	Hartwell	Renovated Smith School	
Grades K to 4	Smith	Modular Classrooms	Modular Classrooms	Renovated Smith School	<i>This year's K will be in the renovated Smith school in 4th grade.</i>
Grades 5 to 8	Brooks	Smith	Renovated Brooks School	Renovated Brooks School	<i>This year's 5th grade will spend 8th grade in the renovated school.</i>
NOTES	Current school available for Town events. Smith fields available. Southern part of Center field available. Pool/Codman field available.	Auditorium/Reed NOT available for Town events. Smith fields available. Southern part of Center field available. Pool/Codman field available.	Renovated Brooks available for Town events. Smith fields NOT available. Southern part of center field available. Pool/Codman field available.	All school facilities available for Town events. Smith and Center Fields will start restoration process, availability TBD. Pool/Codman field available.	<i>The temporary K to 4 school will be built on the northern part of Center field.  The tennis courts will remain available.</i>

## Lincoln-Sudbury Regional High School

	<b>FY19 Actual</b>	<b>FY20 Final Appropriation</b>	<b>FY21 Proposed ***</b>
<b>Total Budget</b>	<b>\$32,282,590</b>	<b>\$32,892,709</b>	<b>\$33,915,340</b>
<b>Offsets *</b>	<b>\$-3,835,516</b>	<b>\$-3,533,335</b>	<b>\$-3,526,725</b>
<b>Total Assessment</b>	<b>\$28,447,074</b>	<b>\$29,359,374</b>	<b>\$30,388,615</b>
<b>Lincoln Assessment **</b>	<b>\$3,684,359</b>	<b>\$3,550,493</b>	<b>\$3,669,539</b>
<b>Lincoln Appropriation</b>	<b>\$3,830,529</b>	<b>\$3,846,292</b>	<b>\$3,792,961</b>

**Offsets include State and Other Revenues.** Although not included above, after State certification of the FY19 balance in LSRHS District's Excess and Deficiency Fund (E&D) is complete, LSRHS intends to propose using \$337,500 from E&D to support 50%\* of the renovation costs for the Community Field at LSRHS (football field), and up to an additional \$500,000 from E&D to support the projected renovation costs of the LS Academy Building, located at 420 Lincoln Road on the LSRHS campus (see below for more information).

\* The remaining 50% of renovation costs for the Community Field to be supported by the Town of Sudbury.

\*\* Due to Sudbury's budget process and Sudbury Town Meeting occurring after Lincoln's process, Lincoln's Assessment is subject to change after Lincoln's budget is finalized. In recent years, any amount from Lincoln's Appropriation that is not assessed, has been moved to the Stabilization Fund.

\*\*\* FY21 Total Budget, Offsets, Total Assessment and Lincoln Assessment are current estimates and are subject to change based partly on the budget process and vote in Sudbury.

### **General Information**

The FY21 proposed budget for Lincoln-Sudbury Regional High School generally reflects the continuation of current service levels and meets the Town of Lincoln's budget guidance. The budget aspires to carry forward most existing staff positions, including 4.0 FTE of staffing for LS Academy, in the operating budget. Due to financial assumptions as outlined below, including net negative impact of the Governor's budget, which included an increase in Chapter 70 and a greater decrease in regional transportation, the District has recommended staffing reductions, of 3.5 FTE in Faculty, to include .25 to .75 FTE positions in English, FATA, Language, Math, History, Student Services and Wellness.

In FY20, LSRHS launched LS Academy, with the initial plan to utilize \$245,000 in E&D to fund operating costs for the pilot program, and an additional \$350,000 to begin renovations of the building located at 420 Lincoln Road, where LSRHS plans to house the program. The objective

of the program is to allow a cohort of students who would otherwise be placed in non-LS, off-campus programs to be brought back onto campus, receive their education and services from LSRHS faculty and staff and provide an opportunity for inclusion in activities and programs on campus, and realize a cost savings relative to off-campus tuition costs in the process. This program offers the possibility of both cost avoidance and cost reduction. It was projected that LS Academy would be cost neutral within its first 2-3 years. Target enrollment for LS Academy in FY20 was 5-10 students; enrollment as of January 2020 is 13. FY20 tuition cost savings to the district was \$361,000; thus the \$245,000 from E&D was not needed. In addition, there was tuition cost avoidance of \$870,000, for students identified in-district who did not seek outplacement. The program is being administered off-site in North Sudbury until completion of the renovation. It is expected that LS Academy at 420 Lincoln Road will open to students during the 2021-2022 school year.

The budget also reflects the continuation of the negotiated agreements, FY21 being year 3 of 3, for teacher and staff compensation, that include Cost of Living Adjustments (COLA) as follows:

	COLA EFFECTIVE DAY 1	COLA MULTI-YEAR
JULY 1, 2020-JUNE 30, 2021	0.5%	2.0%

The district is anticipating an 11% increase in expenditures for regular and special education transportation, which will include an additional (morning-only) bus to transport Lincoln students; Out-of-District tuition is currently estimated to be relatively flat; a 1% net increase for health insurance; and a 7.4% increase for Middlesex Retirement System assessments. The budget reflects a flat funding allocation for its Other Post-Employment Benefits (OPEB) accrued actuarial liability.

The Lincoln appropriation encompasses operating expenses, including employee benefits, as well as debt service. The allocation of the required minimum contribution between Lincoln and Sudbury and the enrollment figures for FY20 are based on the Governor’s Budget Chapter 70 numbers as well as the Required Minimum Contribution Amounts as established by the Department of Elementary and Secondary Education (DESE). The Governor’s Budget is subject to affirmation by the State Legislature.

LSRHS enrollment for FY20 is 1512. The number of Lincoln students attending LSRHS is 174 in FY20 (October 1, 2019 enrollment) and is projected to be 188 in FY21. Projections as of October 1, 2019 indicate that the overall on-campus enrollment could fall as low as 1357 by FY26. While enrollment is declining, staffing has remained almost constant, with modest partial FTE reductions in FY20, which were balanced out by the staffing additions for LS Academy. There will be modest reductions for FY21 in order to meet Sudbury’s budget guideline for LSRHS. The projection for net decrease in number of students in out-of-district educational placements is from 57 in FY20 to 51 in FY21.

Each town's share of the annual payment obligation for LSRHS (assessment) consists of two pieces: the amount within the levy (operations) and the amount outside the levy (capital/debt). The amount within the levy is assessed in two parts. The first portion is a minimum contribution mandated by state law and determined by DESE. The allocation of this portion is determined by a number of factors that include enrollment at LS relative to the total student population of each town, and a property wealth formula established under state law and updated annually. The second portion is the amount of funding above the required minimum contribution. That portion is allocated based upon a three-year rolling average that measures each town's portion of students enrolled at the high school, as well as out-of-district special education and charter/school choice programs. The amount of the assessment outside the levy is typically dedicated to capital projects. These projects can be financed with debt or on a one-time basis. The amount of the assessment outside the levy is apportioned based on the same three-year rolling enrollment proportion.

Lincoln's share of the blended total (net) assessment for FY21, incorporating the two factors described above is estimated to be about the same as the FY20 net assessment of 12.10%. Lincoln's apportioned share for LSRHS has been 12-16% for the last 20 years. Lincoln's minimum contribution for FY20 is 11.98%. Lincoln's share of LSRHS funding above the required minimum contribution is confirmed at 12.17% for FY21, down from 12.54%, reflecting a decline again in the three year rolling average of Lincoln students enrolled at LSRHS.

The LSRHS Total Budget, as shown in the opening chart is the sum of the operating budget, which is subject to Lincoln and Sudbury's respective Finance Committee guidelines, and capital/debt, which is determined by the terms of the existing construction bonds or new capital projects. The Offsets are then subtracted to determine the Total Assessment. The Lincoln Assessment is then determined by the two-part apportionment ratio.

The LSRHS Regional Agreement requires that the LSRHS budget be the lowest budget approved by Lincoln or Sudbury. Both the Lincoln and Sudbury Finance Committees adopt annual budget guidelines that establish an allowable increase in spending for the upcoming year. The Lincoln guideline for FY21 is 2.5%, with an additional factor built in to allow for accommodation of variances in the allocation for both towns. This guideline is applied to the LSRHS budget after first accounting for the cost of debt service, health and other insurances, and pension and OPEB contributions. At the time this report was written, Sudbury's guideline was set at a 3.5% increase over its FY20 assessment, inclusive of pensions, insurance and OPEB. It is anticipated that Sudbury's guideline will be more restrictive than Lincoln's guideline.

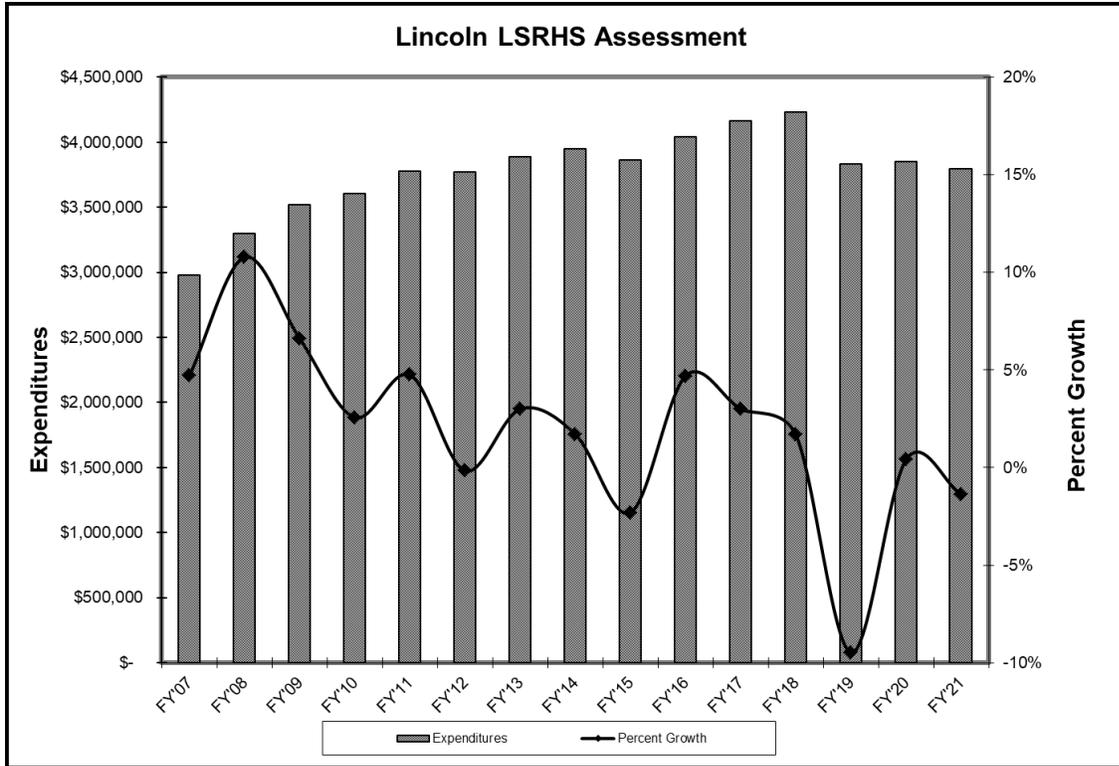
It is possible that the amount of funding for LSRHS that is available under the Lincoln Finance Committee's guideline will not be required for spending in FY21. The Finance Committee recommends that any allocation to LSRHS that is not required to fund its final budget assessment be transferred to Lincoln's Town Stabilization Fund to use for needs in subsequent years.

**Key Issues**

- The proposed FY21 budget meets Lincoln’s budget guideline.
- The proposed budget retains current educational programs, inclusive of LS Academy, proposed LS E&D funding in the amount of up to \$500,000 for renovation of 420 Lincoln Road for LS Academy and \$337,500 for the Community Field Renovation, pending State certification of E&D fund; tentative reductions in personnel. It requires higher costs for out-of-district and in-district transportation, level funding for OPEB, level Out-of-District tuition costs, growth in health insurance and pension costs, reduced projected utility costs, and level funding for instructional capital.
- The current on-campus enrollment is projected to decline further in FY ‘21, and the projection is for steady decline over the next five years.
- The proposed aggregate budget increase is 3.13% (each 1% is \$328,864).
- Lincoln’s share of the total assessment for FY ‘21 is 12.10%, equal to FY ‘20
- Lincoln’s FY ‘21 total assessment based on the aggregate budget is projected to be \$119,046 higher than FY ‘20.

**Warrant Articles**

● Article 20, Turf Field Chain Link Fence Replacement	\$15,675
● Article 20, 15 Passenger Student Van	\$5,643
● Article 20, Pick-up Truck/Plow	\$5,016
● Article 20, Aerial Lift	\$5,844
● Article 28, Other Post-Employment Benefits (OPEB) Trust Fund for LSRHS	\$46,633



**Annual Town Report: FY19  
Lincoln-Sudbury Regional High School  
Executive Summary**

**Introduction**

The high school serves students from the towns of Lincoln and Sudbury. As such, the school is comprised of students from the Pre-K to 8<sup>th</sup> Grade “feeder” districts, resident students of the towns that attended non-public schools, and students from Boston who participate in the Metropolitan Council for Educational Opportunity (METCO) program. This section compares Lincoln-Sudbury to the following neighboring and peer districts: Acton-Boxborough, Bedford, Concord-Carlisle, Lexington, Newton, Wayland, Wellesley, and Weston.

The comparative information provided herein is based on the data provided by the State’s Department of Elementary and Secondary Education (DESE). Data for the 2018-19 school year is used where available. This data is available at <http://profiles.doe.mass.edu>.

**Expenditures**

The residents of Lincoln and Sudbury provide a high level of support to their regional high school. In turn, the high school provides a high quality educational experience to its students at a fiscally responsible per pupil expenditure. As shown below, Lincoln-Sudbury’s per pupil expenditure in FY17 was \$20,428, slightly above the group average.

District	FY17 Per Pupil Expenditure	Out of District Tuition as % of Budget
Acton-Boxborough	\$15,698	10.4%
Bedford	\$18,903	9%
Brookline	\$19,922	3.1%
Concord-Carlisle	\$22,472	13.1%
Lexington	\$18,747	6.8%
Lincoln-Sudbury	\$21,778	16.9%
Newton	\$19,396	6%
Wayland	\$18,751	5.4%
Wellesley	\$20,381	7.6%
Weston	\$25,367	5%
<b>Average:</b>	<b>\$20,141</b>	<b>8.33%</b>

### Graduation Rates

There are many data points to determine the effectiveness of the educational program at the high school. The state provides comprehensive analysis of MCAS results. These include scores on standardized tests, such as MCAS, and graduation rates. For the class of 2018, Lincoln-Sudbury had a 4-year graduation rate approximately the same as the average among the peer groups – 97.4%.

4-Year Graduation Rates	
Acton-Boxborough	96.1%
Bedford	95.1%
Concord-Carlisle	97.6%
Lexington	95.6%
Lincoln-Sudbury	97.4%
Newton	96.2%
Wayland	97.2%
Wellesley	97.1%
Weston	98.0%
<b>Group Average:</b>	<b>96.7%</b>

### MCAS Results

LSRHS administered the “next-generation” MCAS Math and English to students for the first time in FY19. Criteria for scoring the “next-generation” tests vary greatly from the former “legacy” tests. The “legacy” test will be administered in Science until the “next-generation” Science and Engineering test is available, Spring 2021 at the earliest.

The 2019 MCAS (“next-generation”) scores reveal that 28% of our tenth grade students exceeded expectations and 59% met expectations in Math. In 10<sup>th</sup> grade English, 29% of our students exceeded expectations and 56% met expectations. In 10<sup>th</sup> grade Science (“legacy”, i.e.

not yet updated), 51% of our students were advanced. In regard to scoring Proficient/Higher on the 10<sup>th</sup> grade "legacy" MCAS, the results were as follows: Science – 92%.

**Class Sizes**

With the modest staffing adjustments and FY20 seeing a very small decline in enrollment, LSRHS has seen further continued reduction in the percentage of students in classes with 25 students or more.

The chart below is based on FY20 Semester 1 enrollments. The higher % enrollments in history, math and science are due in part to expanding double enrollments by students in those subjects.

**% of Students in Classes of 25 Students or More**

	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>
Computer (Instructional Technology)	53%	30%	14%
English	37%	10%	3.5%
Fine, Applied, and Technical Arts (FATA)	23%	22%	16%
History	26%	26%	34%
Math	33%	22%	24%
Science	52%	23%	43.2%
World Language	25%	21%	17%
Wellness	6%	20%	15.4%

**Vocational Technical High Schools**

<b>FY '19 Actual</b>	<b>FY '20 Budget</b>	<b>FY '21 Proposed</b>
<b>\$ 225,117</b>	<b>\$310,000</b>	<b>\$325,850</b>

**General Information**

FY '18 marked a change in the way in which vocational technical high school services are provided to Lincoln students. As a result, budget estimates for vocational technical high school expenses going forward are less certain than they were in prior years. The Finance Committee’s proposal for FY '21 is based on historic enrollments as well as estimated tuition rates and other associated costs.

Through FY '17, Lincoln was a member of the Minuteman Regional Vocational Technical High School District (“Minuteman”), a four-year career and technical high school located in Lexington and Lincoln that consisted of 16 member towns. In February 2016, six member

towns, including Lincoln, voted to leave the district effective July 1, 2017. In September 2016, the Town of Belmont voted to leave the district effective July 1, 2020. Also in September 2016, a majority of voters in the remaining district towns approved a \$145 million project to construct a new high school that is located in Lincoln. The State is expected to pay \$44 million of the project costs. Having voted to exit the district, Lincoln is not obligated to pay for the debt service associated with the new building project, however, the Town is assessed a “Capital Fee” per enrolled student (\$7,779 in FY ’21). The Town is also still responsible for its share of prior outstanding debt. Lincoln’s share of debt service on prior borrowings is \$8,428 in FY ’21. Both the Capital Fee and the prior outstanding debt amounts are included in the recommended budget appropriation.

**Enrollment**

Enrollment of Lincoln students in the vocational technical high school program at Minuteman in recent years ranged between 2 and 11. In FY ’20, there were 8 students enrolled. The table below shows historic Lincoln enrollments.

**Lincoln Vocational Technical High School Enrollment, 2006 to 2019**  
*(measured at 10/1)*

School Year	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Lincoln	5	4	2	3	4	4	4	6	6	11	8	11	11	10

**Tuition Rates**

Beginning in FY ’18, Lincoln students were eligible to attend vocational technical high school programs at Minuteman or outside of the Minuteman district. At this time, there are no Lincoln resident students attending vocational technical high schools other than Minuteman. The Town has assumed that should students decide to go to another vocational technical high school in FY21 the cost should be offset by the savings in the budget for Minuteman. Along with expanded choices in vocational technical schools, the amount paid by the Town for its vocational technical students could vary by student. With Lincoln’s students considered non-resident students, tuition will be assessed at rates set by the State Commissioner of Education. Historically, the out-of-district tuition rates were lower than those assessed on a per-pupil basis to Minuteman member towns. The table below shows the out-of-district rates applicable at Minuteman and several other nearby regional vocational technical high schools in recent years.

Name	Location	Out-of District Tuition 2017	Out-of District Tuition 2018	Out-of District Tuition 2019	Out-of District Tuition 2020
Asabet Valley	Marlborough	\$ 16,464	\$ 16,468	\$ 16,856	\$ 16,787
Minuteman	Lincoln	\$ 16,464	\$ 16,728	\$ 17,266	\$ 17,965
Nashoba Valley	Westford	\$ 15,216	\$ 15,588	\$ 16,604	\$ 17,965
South Middlesex	Framingham	\$ 16,464	\$ 16,728	\$ 17,266	\$ 17,965

**Additional Costs**

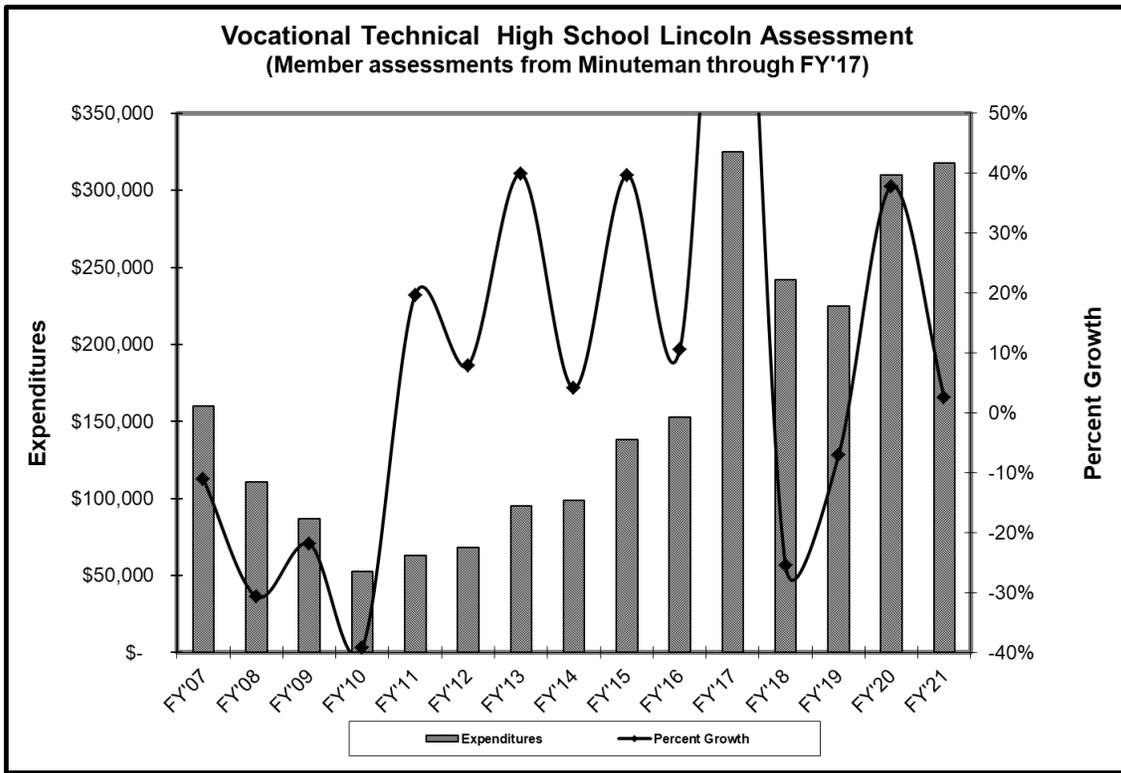
In addition to out-of-district tuition, some of the vocational technical high schools assess a fee for special education services. Minuteman will charge an additional fee of \$7,450 per student in

FY '21. The Town is also expected to pay for transportation for students to vocational technical schools, the cost of which is currently shared with the Town of Sudbury.

The Finance Committee believes the proposed budget amount would be sufficient to fund Lincoln's share of existing debt service for Minuteman as well as tuition, the Capital Fee, special education services, and transportation costs for high school students who choose to attend a vocational technical high school.

### **Key Issues**

- Following Lincoln's decision to exit the Minuteman District, Lincoln high school students who wish to enroll in vocational technical programs have more choice.
- Lincoln students at vocational technical high schools will pay out-of-district tuition rates, which are set by the State and are not yet known for FY '21.
- The Town also expects to pay transportation costs for Lincoln students enrolled at area vocational technical schools.
- Certain vocational technical high schools in the State assess a per-student fee for special education services.
- Lincoln remains obligated for debt service on borrowings undertaken while the Town was a member of the Minuteman District.
- Beginning in 2020 non-member towns are assessed a Capital Fee for each student who attends Minuteman.



**Public Works and Facilities**

FY '19 Actual	FY '20 Budget	FY '21 Proposed
<b>\$1,952,104</b>	<b>\$1,937,968</b>	<b>\$2,011,383</b>

**General Information**

Public Works and Facilities includes Engineering & Consulting, DPW Operation & Maintenance, Snow & Ice Control, Street Lighting, Tree Warden, Building Maintenance, Rubbish Removal, Transfer Station, Facilities, and Cemetery.

**Key Issues**

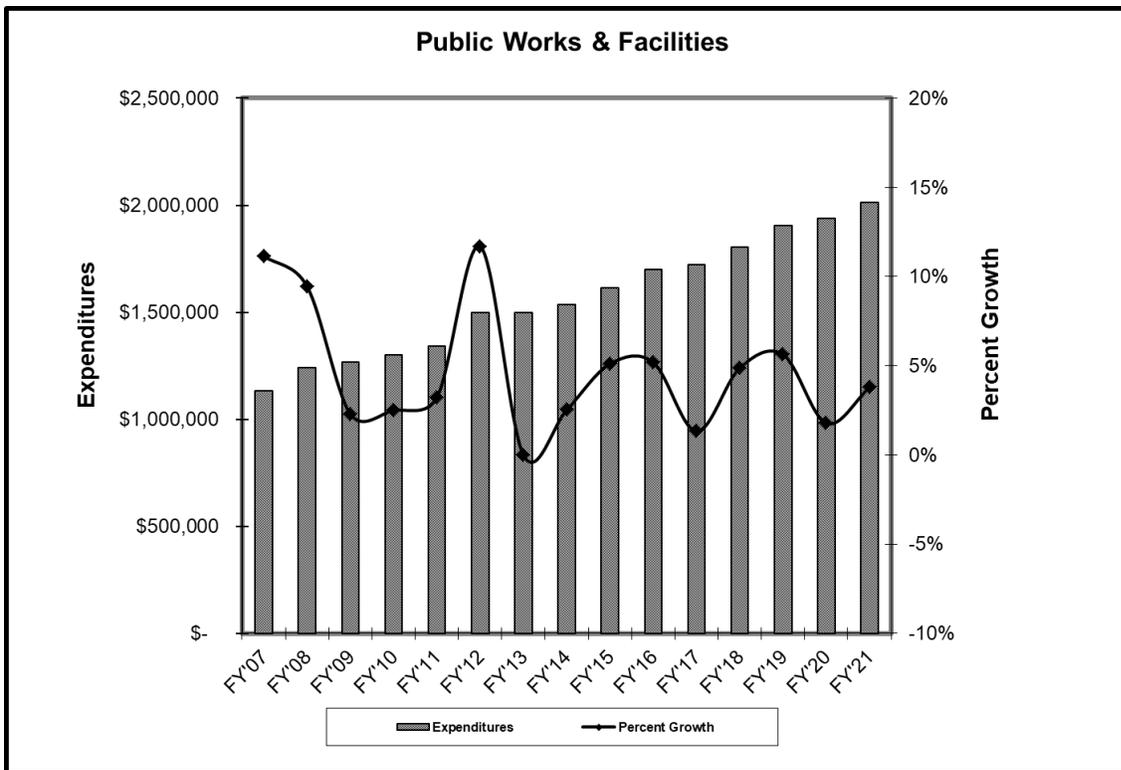
- The FY '21 budget represents an increase of 3.8% vs the FY '20 budget. The increase is driven largely by increased transfer station costs, and an increased need for engineering services.
- All Town labor agreements were renegotiated under collective bargaining in FY '19. Town budgets include a 2.5% cost of living adjustment for FY '21 based on the agreements.
- Lincoln receives Chapter 90 funds from the state each year, typically about \$200,000 depending on the state budget. These funds are typically used to resurface secondary

roads.

- Parenthetically, the Town received state funding for a “Complete Streets” grant in the amount of \$132,424 for a shared use path along Lincoln Road, connecting Lincoln Station to Codman Farm and includes crosswalk improvements at Codman and Lincoln Roads.

**Warrant Articles**

- Article 20, DPW Wacker Newson Loader \$108,000
- Article 20, DPW Skid Steer Loader \$55,000
- Article 20, IT Phone System for DPW \$4,200
- Article 32, Transfer from Cemetery Perpetual Care Account – Cemetery Improvements: \$5,000



**Human Services**

<b>FY '19 Actual</b>	<b>FY '20 Budget</b>	<b>FY '21 Proposed</b>
<b>\$237,636</b>	<b>\$283,650</b>	<b>\$292,253</b>

**General Information**

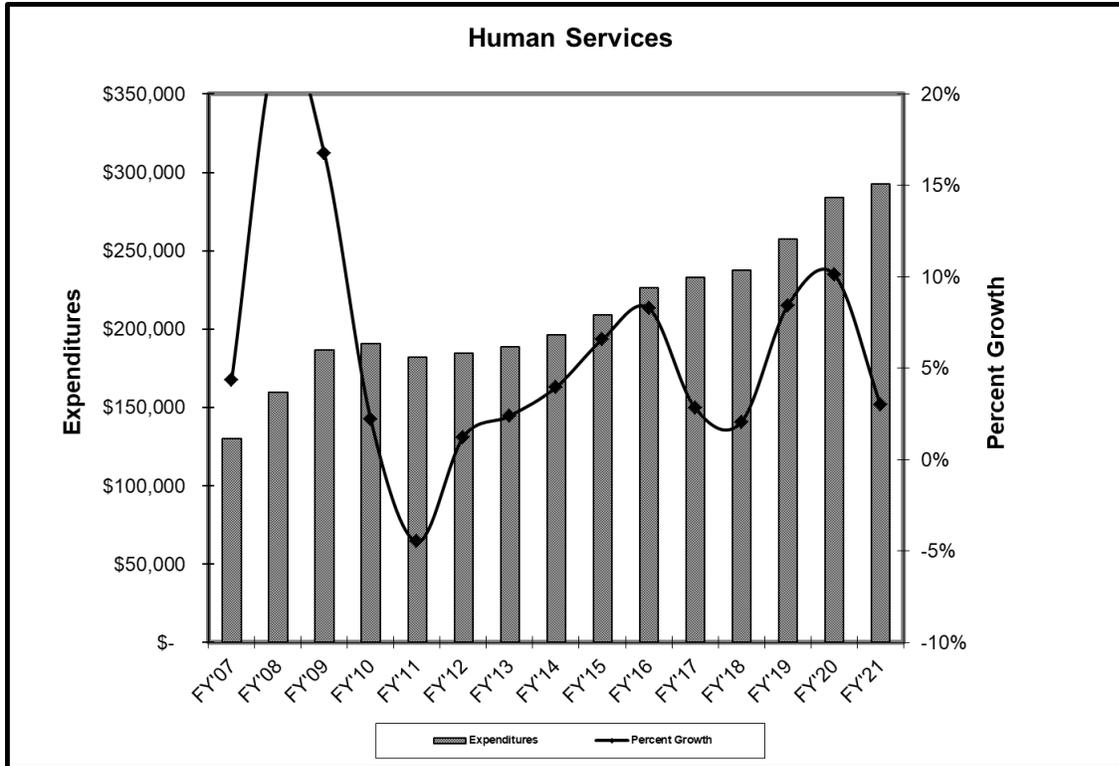
Human Services covers a broad range of programs. It includes the Board of Health, the Council on Aging, Veterans’ Services, and the Minuteman Home Care Membership. The Council on Aging is the largest component. Lincoln has an agreement with Concord that provides for inspection services and health-related technical support.

**Key Issues**

- The FY ‘21 budget represents an increase of 3.0% vs the FY’20 budget.
- Board of Health services are provided through an inter-town agreement with the Town of Concord. The contract includes an inflationary adjustment.
- The budget includes \$34,398 for veterans’ benefits. The state reimburses 75% of town expenditures for veterans’ services. The budget also includes \$5,000 as a stipend for the Veterans’ Service Officer.
- All Town labor agreements were renegotiated under collective bargaining in FY ’19. Town budgets include a 2.5% cost of living adjustment for FY ’21 based on the agreements.
- The Town has enacted multiple programs to provide some measure of tax relief to residents who qualify, in the case of programs that have income and other limitations, or who are willing to work for the Town in various capacities, in the case of our Senior and Veteran Tax Work-off Programs. A description of the Town’s tax relief programs is included as an Appendix to this report.

**Warrant Articles**

- Article 5, Senior Tax Work-off Program: \$72,500
- Article 6, Veterans Tax Work-off Program: \$5,000
- Article 22, Housing rental assistance for residents at risk: \$16,000
- Article 22, Regional housing support services: \$15,000



### Recreation, Conservation, Celebrations and Pierce House

	<b>FY '19 Actual</b>	<b>FY '20 Budget</b>	<b>FY '21 Proposed</b>
<b>Recreation</b>	<b>\$493,345</b>	<b>\$506,285</b>	<b>\$538,084</b>
<b>Conservation</b>	<b>\$123,414</b>	<b>\$123,706</b>	<b>\$126,176</b>
<b>Celebrations</b>	<b>\$25,175</b>	<b>\$25,175</b>	<b>\$6,640</b>
<b>Pierce House</b>	<b>\$40,000</b>	<b>\$40,000</b>	<b>\$40,000</b>

#### General Information

A six-member Parks and Recreation Committee, half elected and half appointed by the Board of Selectmen, oversees the Parks and Recreation Department. Staffed by a director and assistant director, the department provides a range of recreational activities for citizens of all ages. It manages all of the Town's recreational facilities, including the tennis courts, playgrounds, playing fields and the Codman Pool. The department also operates a children's summer camp and schedules use of facilities at the Lincoln School campus for after-hours activities.

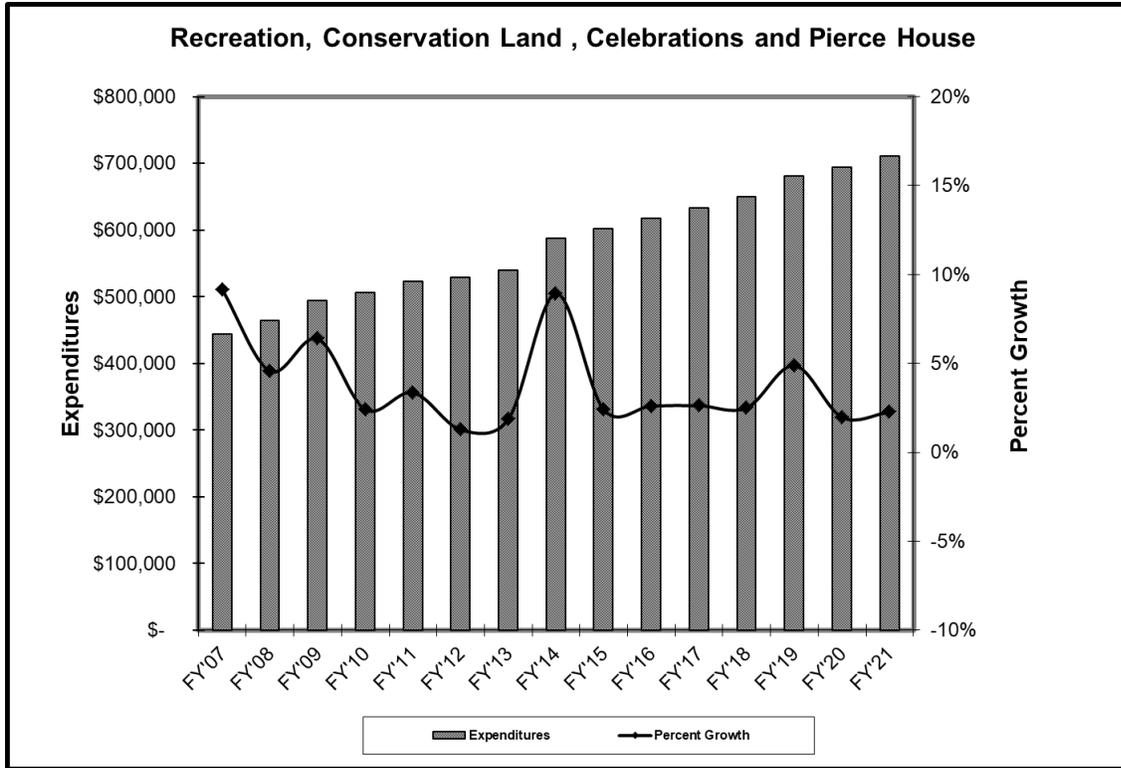
The Parks and Recreation Department also has responsibility for organizing town celebrations, including Memorial Day, all July Fourth festivities, and the Pierce Park Summer Concert Series. The conservation land budget includes expenses for the maintenance and recreational use of conservation land. Personnel costs for the Pierce House are also included in this category.

**Key Issues**

- The FY '21 budget represents an increase of 2.4% maintaining the current level of services, programs and staff.
- Celebrations expenses are significantly reduced for FY '21 because the July Fourth fireworks show is not planned for this year due to construction activities on the school campus.
- The Parks and Recreation Department recovers approximately 80% of its costs from user fees.
- All Town labor agreements were renegotiated under collective bargaining in FY '19. Town budgets include a 2.5% cost of living adjustment for FY '21 based on the agreements.

**Warrant Articles**

- |  |          |
|--|----------|
| ● Article 20, Conservation Dump Truck            | \$74,813 |
| ● Article 22, Replenishment of Conservation Fund | \$89,000 |
| ● Article 22, Pierce House driveway repaving     | \$60,000 |



### Library

FY '19 Actual	FY '20 Budget	FY '21 Proposed
<b>\$973,398</b>	<b>\$1,028,972</b>	<b>\$1,054,697</b>

### General Information

The Lincoln Public Library provides residents with services and resources that are at a level equal to those found in neighboring towns having higher populations. The library’s experienced staff provides a wide range of services for adults, teens, and children seven days a week from October to April, six days a week from May through July, five days a week in August, and six days a week in September. Free Internet access is available on Town-owned computers in the reference room, children’s department, basement, and throughout the library on a wireless connection.

Through the website ([www.lincolnpl.org](http://www.lincolnpl.org)) residents have online access at all times to the resources of the Minuteman Library Network’s forty-one member libraries (36 public and 5 college libraries), reference sources, downloadable titles (books, magazines, music, newspapers, and videos), consumer affairs, encyclopedias, language-learning, investment publications, genealogy databases, science, and more!

The library trustees and staff continue to manage and maintain the historic and architecturally significant library building and grounds that anchor the town center and include Lincoln’s War Memorial.

### **Key Issues**

- This budget is a level service budget.
- Rapidly increasing availability of Internet-based library services depends on the high-speed Internet connections, the Town’s IT Department maintaining up-to-date computers, and on continued staff training and professional development.
- We have observed a new use of the library: people are telecommuting from the library instead of, or in addition to from their homes. They bring their own laptops, use the library’s WiFi Internet access, and enjoy the library’s atmosphere while they work.
- The library depends on donations raised by The Friends of the Library to pay for special programs for children and adults, publicity, printing, and professional development opportunities.
- Collaborative programming with other Town departments and organizations keeps the library at the forefront of providing services to the community.

### **Warrant Articles**

- |  |          |
|--|----------|
| ● Article 22, Parapet Repairs Project – Design Phase | \$35,000 |
| ● Article 25, Library Building Maintenance           | \$55,000 |

### **The Library’s Vision Statement**

*The Library will be recognized as one of the town’s premier intellectual and cultural centers, serving as a focus for life-long learning and literacy, local written and artistic expression, preservation of local history, access to information technology, and the sharing of knowledge and ideas.*

### **Introduction**

The Lincoln Public Library provides all the traditional services people expect from a library while extending services into the Internet. We have 2 full-time staff and 25 part-time staff for a total of 11.1 FTEs as well as 2 summer interns. Eleven staff members hold Master’s degrees in Library Science; two staff members also hold Master of Arts in Teaching degrees; and one staff member also holds a Master of Business Administration degree.

In order to be certified by the Massachusetts Board of Library Commissioners (MBLC), the Library is required to serve anyone who is a resident of Massachusetts. Having MBLC certification makes it possible for the Library to borrow materials from other Massachusetts libraries for Lincoln residents. During FY ‘19 the Library borrowed 25,957 items from other

libraries for Lincoln residents and loaned 28,223 items to other libraries for their residents. Most of these inter-library loans were transacted within the Minuteman Library Network (MLN) although some borrower requests were filled from libraries around the U.S. and Canada.

### Library Services

- Adult Services – While the Library resides in a small town, the educational level of the population demands sophisticated, innovative and cutting-edge materials and programs with a staff that matches those expectations. Our goal is to maintain the highest standards of library service for the entire community.
- Children’s Services – Lincoln residents demand high-quality educational programs from their children’s schools. For many children, the Library is their first introduction to a group learning environment. We are dedicated to providing comprehensive and innovative library services for children (from infancy through teenage years) and adults (including parents, educators, and other caregivers).
- The Library as a Commons – A library that provides a commons environment helps address the need of people to meet and interact with others in their community and to participate in public forums about community issues and broader issues of shared interest and concern. Our goal is to give library patrons ready access to meeting rooms and public spaces.

### FY21 Budget

The 2.5% budget increase will allow the Library to maintain the current level of services. We greatly appreciate the support of Lincoln residents who make it possible for us to provide these services.

### Accomplishments

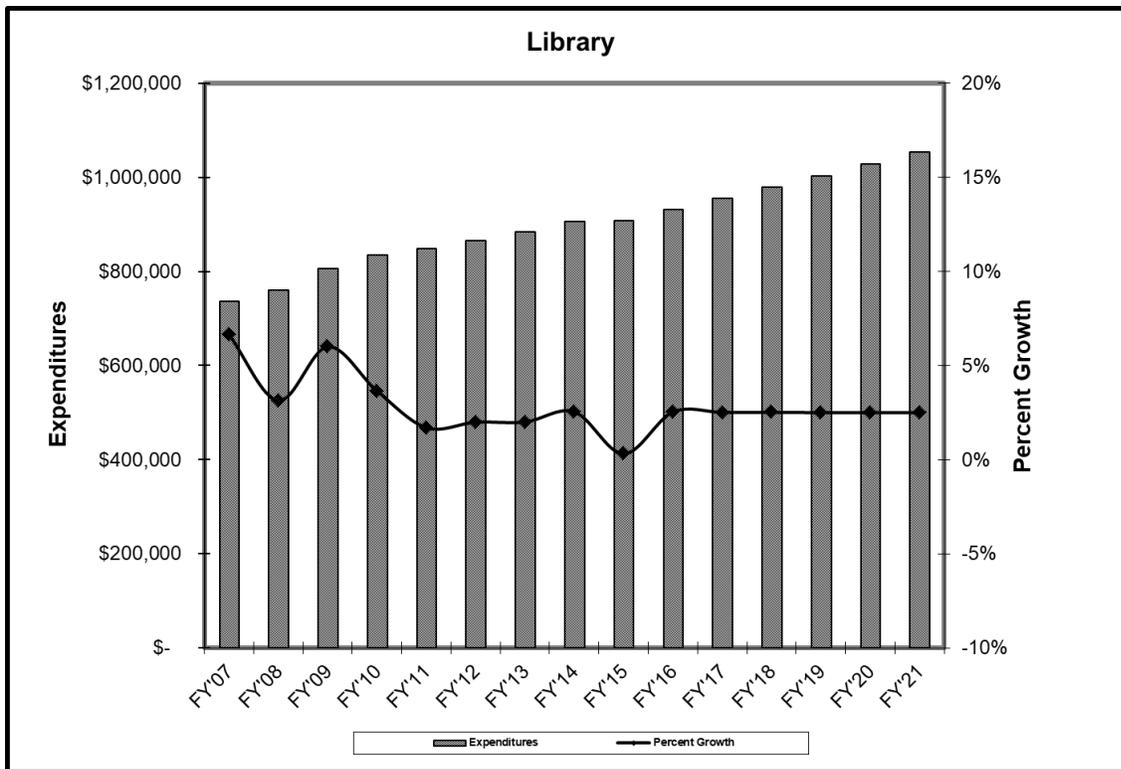
- Total circulation increased 3.09% in FY ‘19. 82% of the items that were checked out were tangible items (e.g., books, DVDs, magazines, music CDs) and 18% were downloaded (e.g., eBooks, eMagazines, eAudios, and eVideos). The number of patron visits, reference questions, programs offered and attendance at those programs decreased. There was a large increase in downloaded titles.

	<b>FY2018</b>	<b>FY2019</b>	<b>% Increase</b>
Tangible Circulation	155,795	151,055	-3.04%
Downloaded Circulation	22,982	33,244	44.65%
Total Circulation	178,777	184,299	3.09%
Hanscom AFB Circulation	3,773	1,435	-61.97%
Reference Questions	10,678	9,831	-7.93%
Programs	560	414	-26.07%
Program Attendance	11,458	9,198	-19.72%
Patron Visits	85,803	84,023	-2.07%
Website Visits	98,978	285,292	210.17%

- **Summer Reading Program** – This past summer 278 children participated in the summer reading program. This was a 38.5% decrease from 2018. 86 children completed the Summer Reading Challenge and 17 of those entering grades four through seven attended the Annual Great Summer Sleepover.
- **Collaborations with Lincoln Organizations** – Staff participated at school events sponsored by the Lincoln PTO and Lincoln School Foundation. The Children’s Librarians also read stories to students in Lincoln preschools. Each year the library has a program during the Recreation Department’s Winter Carnival. We regularly have joint programs with the Council on Aging. We continue to collaborate with the Green Energy Committee to reduce energy consumption at the library.

**Challenges**

- The library is a place: to get information and learn, to study or work by oneself or collaborate with others, to play, to enjoy library events or to meet up with friends. Over time library services expand and change to meet new demands. It is important to keep the library relevant and popular with residents. We are seeing changes in how people use the library and need to adapt.
- Growing the library’s online usage while maintaining a thriving physical environment, requires creative and engaged staff members.



## Debt Service

FY '19 Actual	FY '20 Budget	FY '21 Proposed
\$926,000	\$4,605,051	\$4,393,888

### General Information

Debt service represents principal and interest payments on the Town's outstanding loan obligations. It increases when Town Meeting authorizes short-term borrowing or the issuance of bonds. It decreases as the loans or bonds mature. Because principal has traditionally been repaid on a level basis and interest is paid on outstanding balances, debt service is "front loaded" with high payments initially that decline as principal is paid down over time (unlike a mortgage payment that remains level throughout its life). Some debt, however, such as the debt for the Town Offices renovation, was issued with a hybrid financing structure, with initial years of level debt service (like a home mortgage), converting to level principal payments in later years. This structure has the effect of reducing the front loading effect of the debt, resulting in a smaller impact on property taxes, but does result in more total interest paid out over the life of the bond.

Most recently, the Lincoln School building project is being bonded over a 30 year term and entirely with level debt service due to its large size and the desire by the Finance Committee to best match the impact and term of the debt to the expected lifetime of the renovated buildings. The first tranche of that funding (\$80 million in bonds) was issued in February 2019, out of \$88.5 million of debt authorized for the project. The town received eight bids and Citibank Global Markets offered the lowest interest rate, an average of 3.38% over the 30 year period. With "level debt", the debt service (principal and interest) is about \$4.3m annually over the life of the bonds.

The Town of Lincoln continues to maintain the most favorable long-term bond rating available, AAA, from S&P. This rating provides for the lowest borrowing costs available for future indebtedness. Town approval of debt exclusions (i.e. votes to exclude debt service from Proposition 2 ½ property tax limitations) is a positive credit rating factor.

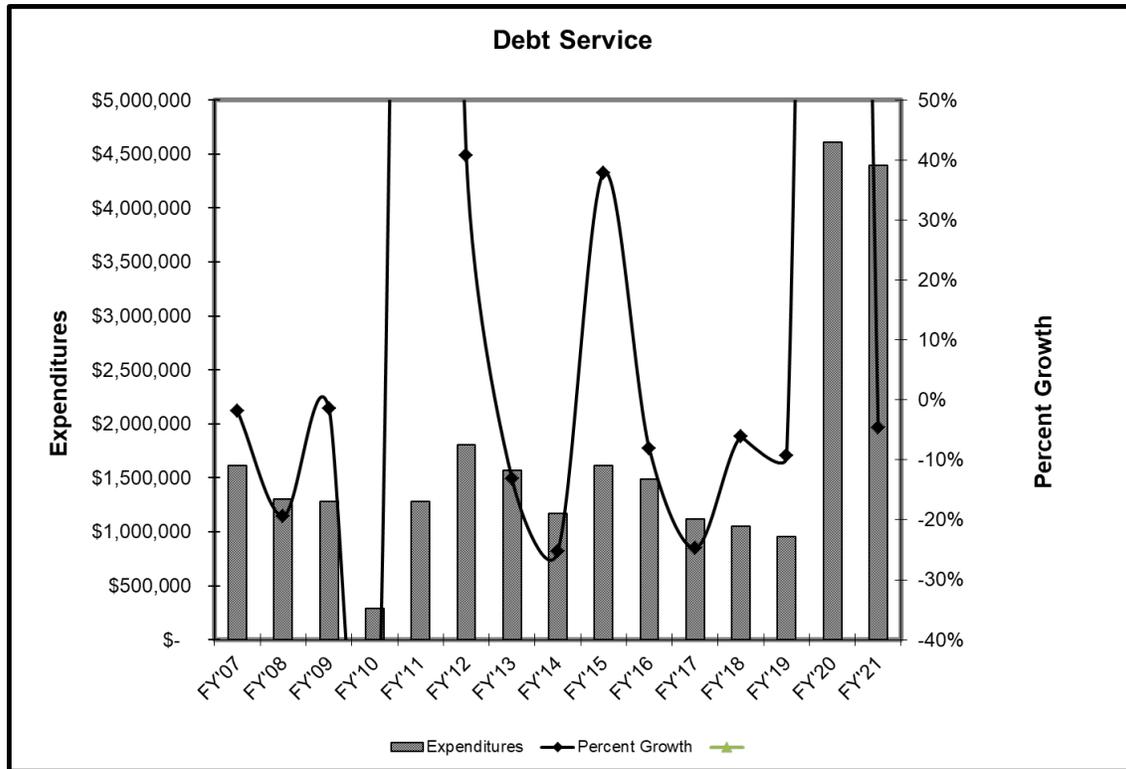
Debt service for LSRHS is part of the high school budget and not included in this section of the report.

### Key Issues

- Projected debt service in FY '21 is \$4,393,888, which is 4.6% less than the amount in FY '20. The decrease is due to retiring debt from prior projects.
  
- The amount assumed excludes \$379,450 of debt service on the Town Offices project in FY '21 that the Community Preservation Committee is recommending be funded with Community Preservation Act funds.
  
- Remaining debt service costs represent continued payments on previously-issued debt for a variety of projects.

**Warrant Articles**

- Article 22, Debt service on Town Offices renovation: \$379,450
- Article 22, Wang property debt service: \$119,550



**Pensions and Insurance**

<b>FY '18 Actual</b>	<b>FY '19 Budget</b>	<b>FY '20 Proposed</b>
<b>\$6,257,968</b>	<b>\$7,297,973</b>	<b>\$7,698,005</b>

**General Information**

This category covers health insurance, retirement insurance, unemployment insurance, FICA/Medicare, life insurance, and general insurance, e.g., property and casualty. Overall for FY '21, this budget is 5.5% higher than FY '20.

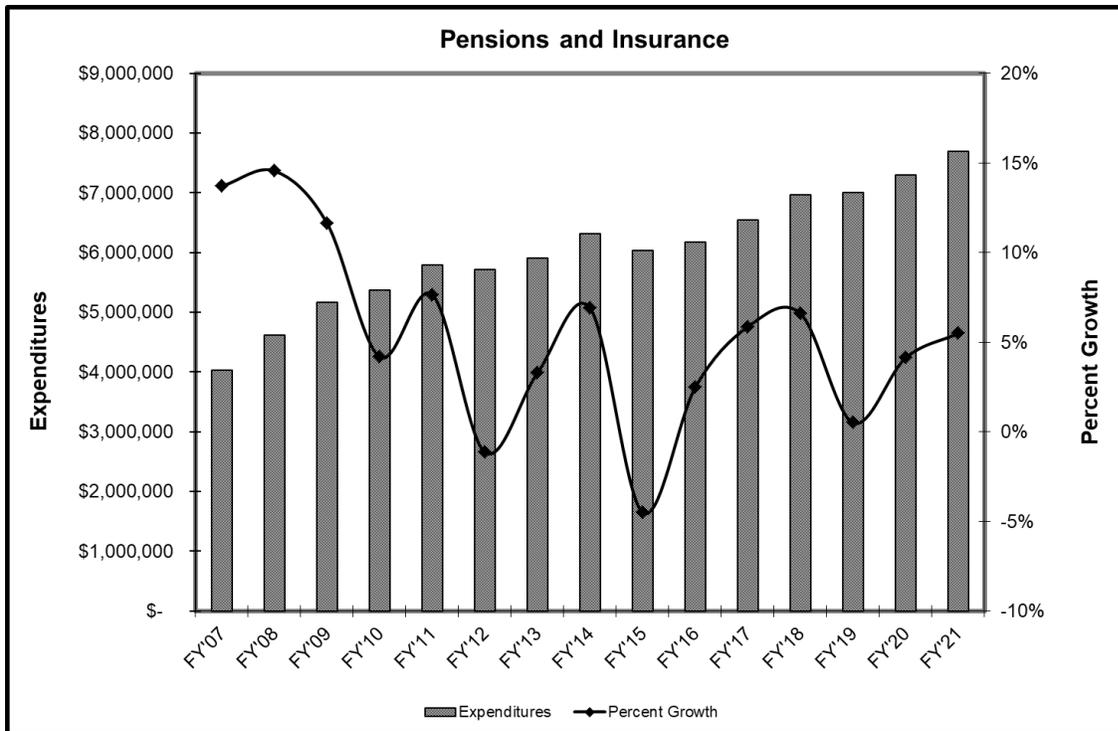
The largest component of this category of expense is health insurance, which represents \$4.2 million, or 55%, of the FY '21 Pensions and Insurance budget. The Town offers health insurance plans to its employees, including employees of the Lincoln Public Schools. Note: school employee health insurance expenses are carried in this line item, not in the K-8 School Budget.

In recent years the Town, with the assistance of the employee unions, has saved approximately \$1.6 million in annual health care costs. The savings result from a number of actions including: adoption of Section 18, which requires qualified retirees to join Medicare (FY '09); health insurance plan design changes (FY '12); conversion of health insurance program to Massachusetts Interlocal Insurance Association (MIIA) from self-insurance (FY '11); steps to reduce the cost of retiree prescription drug benefits (FY '17); plan design changes including an increase in ER co-pay (FY '18). In addition, the Town has implemented plan design changes that shifted enrollment to lower premium plans. The Town pays 60% of premium costs.

The Town's assessment for retirement contributions accounts for \$2.4 million, or 31%, of the FY '21 Pensions and Insurance budget. Lincoln is a member of the Middlesex Retirement System and contributes annually to a retirement fund that covers public sector employees within the former Middlesex County. The assessment continues to grow each year as employees earn a portion of their retirement with each year of service as well as with the requirement to fully fund the liability by the year 2035. For FY '21, the cost is expected to increase by 7% compared to FY '20.

General Insurance includes worker's compensation, liability insurance, and the bonding of appropriate Town personnel. This cost of this insurance is expected to be \$489,500 in FY '21, no change from FY '20.

The Town also pays for unemployment, life insurance and employee related FICA/Medicare costs. State and federal law, personnel by-laws, and union contracts determine the Town's contributions. In combination, these expenses are expected to total \$484,766 in FY '21, also no change from FY '20.



### Water Department

	FY '19	FY '20	FY '21
<b>Budget</b>	<b>\$1,136,885</b>	<b>\$1,333,204*</b>	<b>\$1,835,468**</b>
<b>Actual</b>	<b>\$1,507,720</b>	<b>\$1,747,036 est</b>	
<b>Taken from retained earnings</b>	<b>(\$375,000)</b>	<b>(\$413,832) to-date</b>	

\* FY '20 budget included a \$40,000 emergency reserve fund that reverts to the water surplus fund if not used.

\*\* FY '21 budget includes a \$50,000 emergency reserve fund that reverts to the water surplus fund if not used.

\*\*\* FY '21 budget also includes a \$53,000 budget contingency that reverts to the water surplus fund if not used.

### General Information

The Lincoln Water Department (LWD) maintains Lincoln's water supply and distribution system, providing firefighting capability and assuring the quality of the Town's drinking water. Its operating budget is funded entirely through fees paid by water consumers. Revenues in excess of operating costs are contributed to a surplus fund, for capital or emergency use; its

balance is currently **\$545,668** a decrease of roughly \$800,000 from its balance in January 2019 of \$1,346,916. The LWD's policy is to keep its surplus fund at a minimum of \$500,000.

### **Key Issues**

- Departure/turnover of Water Commissioners, superintendent, and key staff coupled with the difficulty of replacing them amidst state shortages in trained water operators has forced the department to rely on much more expensive contract personnel in the interim and to offer higher salaries/benefits to attract personnel.
- The LWD has experienced something of a perfect financial storm in last 12 months stemming from breakdown of aging equipment that in some cases not been optimally maintained, personnel shortages mentioned above, a chemical spillage inside Tower Rd Well building that has taken well offline for some time, putting an increased strain on the Water Treatment Plant, expensive mandated state compliance for OSHA or Mass D.E.P. orders, and elevated organic levels in Flint Pond water (resulting in elevated TTHMs) that require expensive solutions.
- *Longer-term financial strategic planning:* Lincoln Water Commissioners, together with some Finance Committee members, key Town employees, and some outside engineering assistance are trying to assess how the lifetime costs of becoming part of the MWRA system compare to either gradually fixing our water capital system or conversely making more one-time upgrades to our water capital equipment. Any of these approaches are likely to be expensive. Since it would take at least 3 years to become part of the MWRA system if we decided to take that route (for gathering data, making the choice, and upgrading any piping needed), the approach in past 6 months has been only to spend capital money that we are sure will be needed in next 3 years to ensure safe drinking water, or to comply with OSHA and Mass DEP law, or to prevent any system-wide instability.
- A 25% across-the-board rate increase was approved in January 2019 but that has proven to be inadequate to meet the current escalation in costs and a significant rate increase will be necessary in Spring 2020 to ensure that the LWD remains financially afloat. The median Lincoln water bills was about \$540 prior to any Spring 2020 increases, slightly higher than neighboring towns, at least in part due to Lincoln having high fixed costs spread across a smaller population base.

### **Warrant Articles**

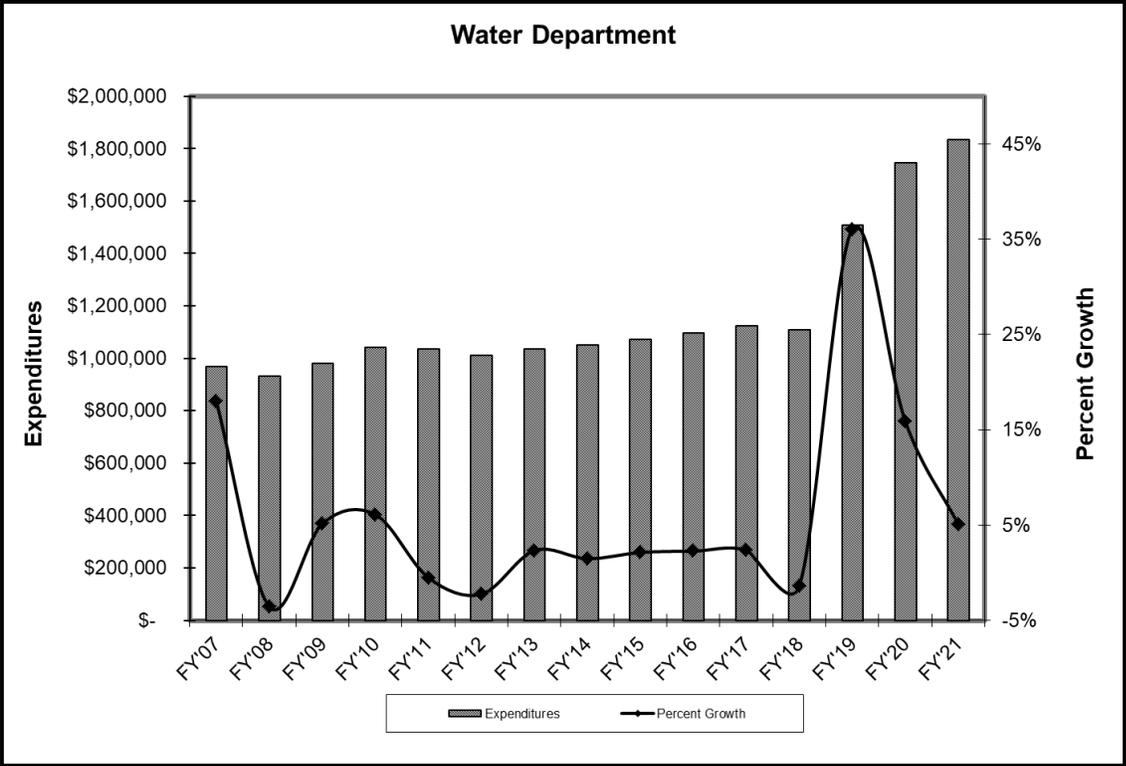
The Water Department had significant capital requests in FY20 brought to a Special Town Meeting in Fall 2019 totaling \$1,307,000 with \$967,000 to be bonded and \$340,000 taken out of retained earnings. The costs were necessary to: address deficiencies noted in the August 21, 2018 Massachusetts Department of Environmental Protection (Mass DEP) Sanitary Survey of Lincoln's water system operations; comply with new OSHA requirements; cover unexpected expenses related to infrastructure failure; meet higher-than-estimate bids for the safety catwalk and the chemical handling and ventilation system replacements; replacement filter banks; and meet the Mass DEP requirement that to hire an independent contractor to provide part-time treatment plant staffing support.

In addition, consistent with the approach suggested above of trying to minimize capital expenses until a longer-term strategic path is chosen, the LWD plans to bring \$250,000 of capital expenses to Town Meeting in spring 2020, of which \$25,000 is to come out of retained earnings

*Below is a preliminary itemization of each warrant amount; please consult the Town Meeting motion for final values.*

**Warrant Article 34 – Authorize \$250,000 for Water Capital Improvements**

<b>Category</b>	<b>Description</b>	<b>Amount</b>	<b>Funding Source</b>
Regulatory compliance with high THT levels	WTP Residuals Handling and Neutralization System Upgrades (first phase)	\$100,000	Bonding
System reliability and repairability	Replace 4 PLCs on Water Treatment Plant CPU that can no longer be serviced and reprogrammed	\$125,000	Bonding
First step of ensuring plant resiliency against power loss	Evaluation of wiring and generator capability to provide full operation of plant during extended power outage	\$10,000	Water Retained Earnings
System security	Security Camera Upgrades at Tower Rd and Water Treatment Plant	\$15,000	Water Retained earnings
<b>Total Water Capital Projects</b>		<b>\$250,000</b>	



**Annual Town Report: FY '20  
Lincoln Water Department  
Executive Summary**

Established in 1874, the Lincoln Water Department (LWD) provides clean, safe drinking water and water to fight fires throughout the Town. The main components of the system are its two sources of supply (Flint’s Pond and the Tower Road well); the micro-filtration plant on Sandy Pond Road to treat the Flint’s Pond water; the storage tank on Bedford Hill; and the 57 miles of distribution piping and fire hydrants. In addition to the micro-filtration treatment, which filters out potential viruses from the Flint’s Pond water, both supplies are treated to reduce the corrosiveness of the water and are fluoridated for dental hygiene purposes, and the Flint’s Pond water is chlorinated against the possibility of bacterial contamination.

Governed by three elected Water Commissioners, LWD is funded entirely by user fees and operates as an Enterprise Fund, meaning that revenues are expected to meet or exceed expenditures on a year-to-year basis, with the difference (Retained Earnings) held in reserve to fund emergency repairs and system improvements. The budget and revenue structure must be approved by the Town, and system improvements are approved at the annual Town Meeting. In 2018 Superintendent for Water Department, MaryBeth Wisner, began her first full fiscal year, after replacing outgoing Superintendent Greg Woods in March 2018.

As you can see from the above chart, LWD expenditure growth was quite moderate between FY 11 and FY19, averaging only 3% per year, but perhaps underinvesting in preventative maintenance and capital improvement. It should be noted that FY19 actual costs came in over \$370,000 above FY19 original budget. From the original FY19 budget to the proposed FY21 budget, expenditures have increased an average of 23% a year. The FY21 budget has a surplus built in of \$53,000 that will flow to retained earnings if no additional funds are needed beyond the core budget.

Retained Earnings, which peaked in FY19 at \$1,536,091, have now declined to \$545,000 (based on votes to take retained earnings to cover budget shortfall and use of retained earnings for capital expenses). The current level is 18% above the minimum the \$500,000 that the Water Commissioners have set as a minimum. After 3 years, the LWD will have an additional \$187,000 per year of reduced operating expenditures from retiring an existing bond.

In January of 2019, the Water Commissioners approved a 25% increase in water rates for each 1,000 gallons used to: \$5.08 per quarter (for gallons 0-20,000 “Tier 1”); \$10.71 per quarter (for gallons 20,001-40,000 “Tier 2”); \$25.03 (for gallons 40,001 and higher “Tier 3”). The quarterly base charge per water meter also increased from \$30 a quarter to \$35 a quarter. With the 2019 water rate increases, Lincoln appeared to be middle of its comparison towns, generally higher than Lexington (which uses MWRA) or Concord, but lower than Wayland or Acton. However, a large rate increase is pending at the time of this report and rates will likely climb another 30-40% to cover the cost increases and the debt service on the approved capital projects.

As to the large increase from FY19 to the proposed FY21 budget, the causes of this rapid cost escalation are: debt service (to pay the capital expenditures listed earlier), an increase in LWD personnel costs to recruit staff and cover temporary staff contracting services; and an increase in outside services/engineering services. The Outside services/engineering services are driven by, among other items: development and testing of a pilot coagulation system to reduce elevated TTHM levels; contract engineering help on preparing estimates, design documents, and bids for new capital items; and gathering data for a lifetime cost comparison of joining MWRA versus maintaining existing plant.

LWD is pleased to report that total annual residential water withdrawal in Lincoln in 2019, was 171,546,300 gallons, 6 percent below permitted level. This is the first time the department has been below the permitted level; they believe this resulted from a wetter summer and fixing some major leaks in the system. That said, “unaccounted for” water still remains in the range of 20-25 percent, above the 10% D.E.P target.

After the Department addresses some of the major capital financial decisions on how to source town water, it will also have to deal with aging water mains, many of which are 100+ years old and beyond their expected life, as is true in many towns in Massachusetts. A consultant’s report concluded a few years ago that replacement of these mains and other portions of the distribution system will probably be necessary in the next 20-50 years. The Department is exploring whether it is possible through underwater cameras to detect which mains are at high risk of failure and replace these in a prioritized order since water main replacement is very expensive, typically costing \$1,000,000 per mile.

Although not required of an Enterprise Fund, when the Department begins to develop the FY22 budget and budgets in years thereafter, they have committed to go before the Finance Committee and the Capital Planning Committee to seek advice on the soundness of their financial plans.

## 11. Appendix

**TABLE 1  
FISCAL DETAIL  
FY 2019-2021**

		ACTUAL EXPENDITURES FY19	CURRENT YEAR BUDGET FY20	PROPOSED BUDGET FY21
<b>GENERAL GOVERNMENT</b>				
1114	MODERATOR			
	Personnel Services	-	500	500
	Expense		1,500	1,500
	<b>TOTAL 1114</b>	<b>-</b>	<b>2,000</b>	<b>2,000</b>
1122	SELECTMEN			
	Personnel Services	400	400	400
	Expense	1,986	3,000	3,000
	<b>TOTAL 1122</b>	<b>2,386</b>	<b>3,400</b>	<b>3,400</b>
1290	TOWN OFFICES			
	Personnel Services	998,080	1,051,657	1,081,622
	Expense	572,628	526,117	533,790
	<b>TOTAL 1290</b>	<b>1,570,708</b>	<b>1,577,774</b>	<b>1,615,412</b>
11312	FINANCE COMMITTEE			
	Expense	180	580	595
	<b>TOTAL 11312</b>	<b>180</b>	<b>580</b>	<b>595</b>
11322	RESERVE FUND			
	Reserve Fund Appropriation	152,480	564,831	553,111
	<b>TOTAL 11322</b>	<b>152,480</b>	<b>564,831</b>	<b>553,111</b>
1137	ASSESSORS			
	Personnel Services	66,450	68,585	69,999
	Expense	89,811	91,700	94,300
	<b>TOTAL 1370</b>	<b>156,261</b>	<b>160,285</b>	<b>164,299</b>
11512	LAW DEPARTMENT			
	Expense	139,801	124,500	104,500
	<b>TOTAL 11512</b>	<b>139,801</b>	<b>124,500</b>	<b>104,500</b>
1590	TOWN ARCHIVES			
	Personnel Services	21,659	22,446	23,602
	Expense	1,619	1,250	1,325
	<b>TOTAL 1590</b>	<b>23,277</b>	<b>23,696</b>	<b>24,927</b>
1161	TOWN CLERK			
	Personnel Services	166,083	190,975	196,212
	Expense	10,377	10,110	10,110
	<b>TOTAL 1161</b>	<b>176,460</b>	<b>201,085</b>	<b>206,322</b>
1162	REGISTRAR OF VOTERS			
	Personnel Services	865	2,200	2,200
	Expense	11,063	15,000	15,430
	<b>TOTAL 1162</b>	<b>11,928</b>	<b>17,200</b>	<b>17,630</b>

1171	CONSERVATION COMMISSION			
	Personnel Services	125,641	145,514	153,407
	Expense	4,925	3,350	3,350
	TOTAL 1171	130,566	148,864	156,757
1172	GREEN ENERGY COMM			
	Personnel Services	-	-	-
	Expense	-	-	5,000
	TOTAL 1171	-	-	5,000
1175	PLANNING BOARD			
	Personnel Services	193,990	205,823	217,353
	Expense	9,106	8,378	8,378
	TOTAL 1175	203,096	214,201	225,731
1176	BOARD OF APPEALS			
	Personnel Services	25,856	27,416	28,835
	Expense	1,761	3,159	3,159
	TOTAL 1176	27,617	30,575	31,994
1792	AGRICULTURAL COMMISSION			
	Personnel Services		1,160	1,189
	Expense	8,832	4,639	4,755
	TOTAL 1792	8,832	5,799	5,944
1195	TOWN REPORT			
	Expense	33,633	20,150	20,150
	TOTAL 1195	33,633	20,150	20,150
1191	TOWN BUILDINGS			
	Personnel Services	66,914	71,159	72,662
	Expense	83,303	80,590	82,890
	TOTAL 1991	150,217	151,749	155,552
	<b>TOTALS FOR GENERAL GOVERNMENT</b>	<b>2,787,443</b>	<b>3,246,689</b>	<b>3,293,324</b>
	<b>PUBLIC SAFETY</b>			
1211	POLICE DEPARTMENT			
	Personnel Services	1,567,279	1,613,583	1,665,478
	Expense	125,929	115,232	118,057
	TOTAL 1211	1,693,209	1,728,815	1,783,535
1221	FIRE DEPARTMENT			
	Personnel Services	1,491,262	1,470,987	1,581,074
	Expense	81,519	60,047	61,306
	TOTAL 1221	1,572,781	1,531,034	1,642,380
1231	EMERGENCY MEDICAL SERVICES			
	Personnel Services	52,279	81,791	81,495
	Expense	25,426	26,235	29,230
	TOTAL 1231	77,705	108,026	110,725
1249	BUILDING DEPARTMENT			
	Personnel Services	212,479	216,521	219,584
	Expense	9,639	14,532	16,532
	TOTAL 1249	222,118	231,053	236,116
1251	COMMUNICATIONS CENTER			
	Personnel Services	328,161	354,167	351,729
	Expense	41,116	39,283	40,057
	TOTAL 1251	369,277	393,450	391,786

1291	EMERGENCY MANAGEMENT			
	Personnel Services	-	5,150	5,000
	Expense	10,785	11,478	11,600
	TOTAL 1291	10,785	16,628	16,600
1292	DOG OFFICER			
	Expense	8,402	9,000	11,100
	TOTAL 1292	8,402	9,000	11,100
1299	PUBLIC SAFETY BUILDING			
	Personnel Services	-	-	-
	Expense	105,743	101,977	104,525
	TOTAL 1299	105,743	101,977	104,525
<b>TOTALS FOR PUBLIC SAFETY</b>		<b>4,060,019</b>	<b>4,119,983</b>	<b>4,296,767</b>
<b>EDUCATION</b>				
1310	LOCAL SCHOOL SYSTEM			
	Personnel Services & Expense	11,718,990	11,741,998	12,046,087
	TOTAL 1310	11,718,990	11,741,998	12,046,087
1331	LINCOLN-SUDBURY REG HS			
	Regional School District Assessment	3,837,544	3,846,292	3,792,961
	TOTAL 1331	3,837,544	3,846,292	3,792,961
1333	VOCATIONAL SCHOOL ASSESSMENT(S)			
	Regional School District Assessment	225,117	310,000	325,850
	TOTAL 1332	225,117	310,000	325,850
<b>TOTALS FOR EDUCATION</b>		<b>15,781,651</b>	<b>15,898,290</b>	<b>16,164,898</b>
<b>PUBLIC WORKS &amp; FACILITIES</b>				
1411	ENGINEERING & CONSULTING			
	Expense	147,503	138,500	146,091
	TOTAL 1411	147,503	138,500	146,091
1422	DPW OPERATION & MAINTENANCE			
	Personnel Services	722,990	756,500	770,400
	Expense	389,650	360,000	359,191
	TOTAL 1422	1,112,640	1,116,500	1,129,591
1423	DPW SNOW & ICE CONTROL			
	Personnel Services	88,900	81,570	83,610
	Expense	217,437	218,000	223,450
	TOTAL 1423	306,337	299,570	307,060
1424	STREET LIGHTING			
	Expense	17,483	18,500	18,500
	TOTAL 1424	17,483	18,500	18,500
1427	TREE WARDEN			
	Expense	9,303	7,700	7,900
	TOTAL 1427	9,303	7,700	7,900
1429	DPW BUILDING			
	Expense	29,274	35,850	36,000
	TOTAL 1429	29,274	35,850	36,000

1434	TRANSFER STATION			
	Personnel Services	44,449	48,100	48,600
	Expense	192,089	182,580	224,200
	TOTAL 1434	236,539	230,680	272,800
1435	FACILITIES DEPARTMENT			
	Personnel Services	57,932	59,898	61,905
	Expense	1,716		
	TOTAL 1435	59,648	59,898	61,905
1491	CEMETERY DEPARTMENT			
	Personnel Services	13,529	14,993	15,336
	Expense	19,848	15,777	16,200
	TOTAL 1491	33,378	30,770	31,536
<b>TOTALS FOR PUBLIC WORKS &amp; FACILITIES</b>		<b>1,952,104</b>	<b>1,937,968</b>	<b>2,011,383</b>
<b>HUMAN SERVICES</b>				
1511	BOARD OF HEALTH			
	Expense	35,630	44,100	44,900
	TOTAL 1511	35,630	44,100	44,900
1522	MINUTEMAN HOME CARE			
	Expense	1,445	1,481	1,518
	TOTAL 1522	1,445	1,481	1,518
1541	COUNCIL ON AGING			
	Personnel Services	159,665	183,254	190,060
	Expense	10,490	16,377	16,377
	TOTAL 1541	170,156	199,631	206,437
1543	VETERANS' SERVICES			
	Personnel Services	5,480	5,300	5,000
	Expense	24,925	33,138	34,398
	TOTAL 1543	30,405	38,438	39,398
<b>TOTALS FOR HUMAN SERVICES</b>		<b>237,636</b>	<b>283,650</b>	<b>292,253</b>
<b>CULTURE &amp; RECREATION</b>				
1611	LIBRARY			
	Personnel Services	713,659	761,362	798,852
	Expense	197,442	202,960	194,745
	TOTAL 1611	911,101	964,322	993,597
1612	LIBRARY BUILDING			
	Expense	62,297	64,650	61,100
	TOTAL 1612	62,297	64,650	61,100
1631	RECREATION DEPARTMENT			
	Personnel Services	354,545	367,485	387,334
	Expense	138,800	138,800	150,750
	TOTAL 1631	493,345	506,285	538,084
1651	CONSERVATION LAND			
	Personnel Services	112,064	112,944	115,414
	Expense	11,350	10,762	10,762
	TOTAL 1651	123,414	123,706	126,176
1661	CELEBRATIONS COMMITTEE			
	Expense	25,175	25,175	6,640
	TOTAL 1661	25,175	25,175	6,640

16931	PIERCE HOUSE			
	Personnel Services	40,000	40,000	40,000
	TOTAL 16931	40,000	40,000	40,000
<b>TOTALS FOR CULTURE &amp; RECREATION</b>		<b>1,655,332</b>	<b>1,724,138</b>	<b>1,765,597</b>
<b>DEBT SERVICE</b>				
1791	INTEREST SHORT-TERM DEBT/ISSUANCE COSTS			
	Expenses	-	25,000	25,000
	TOTAL 1791	-	25,000	25,000
17748	ROAD PROJECT			
	Principal Long-Term Debt	590,000	150,000	-
	Interest Short-Term Debt	22,200	4,500	-
	TOTAL 17748	612,200	154,500	-
17750	MACDOWELL LAND ACQUISITION			
	Principal Long-Term Debt	80,000	75,000	75,000
	Interest Long-Term Debt	7,275	4,875	2,438
	TOTAL 17750	87,275	79,875	77,438
17751	IT STRATEGIC PLAN			
	Principal Long-Term Debt	50,000	50,000	-
	Interest on Short Term Debt	3,125	1,625	-
	TOTAL 17751	53,125	51,625	-
17753	TOWN OFFICES RENOVATION			
	Principal Long-Term Debt	-	-	-
	Interest on Short Term Debt	-	-	-
	TOTAL 17753	-	-	-
17754	LIBRARY FIRE SUPPRESSION			
	Principal Long-Term Debt	170,000	-	-
	Interest on Short Term Debt	3,400	-	-
	TOTAL 17754	173,400	-	-
17755	2019 SCHOOL BUILDING PROJECT			
	Principal Long-Term Debt		1,350,000	1,365,000
	Interest on Long Term Debt		2,944,051	2,926,450
	TOTAL 17755	-	4,294,051	4,291,450
<b>TOTALS FOR DEBT SERVICE</b>		<b>926,000</b>	<b>4,605,051</b>	<b>4,393,888</b>
<b>UNCLASSIFIED</b>				
<b>INSURANCE</b>				
1911	RETIREMENT ASSESSMENT			
	Expense	1,973,077	2,274,023	2,434,008
	TOTAL 1911	1,973,077	2,274,023	2,434,008
1913	UNEMPLOYMENT INSURANCE			
	Personnel Services	44,514	36,288	37,195
	TOTAL 1913	44,514	36,288	37,195
1914	HEALTH INSURANCE			
	Personnel Services	3,481,038	3,973,473	4,211,882
	Expense	1,883	29,237	29,968
	TOTAL 1914	3,482,921	4,002,710	4,241,850

1915	LIFE INSURANCE			
	Personnel Services	8,046	10,686	10,686
	TOTAL 1915	8,046	10,686	10,686
1916	FICA/MEDICARE			
	Personnel Services	379,580	484,766	484,766
	TOTAL 1916	379,580	484,766	484,766
1942	GENERAL INSURANCE			
	Expense	369,830	489,500	489,500
	TOTAL 1942	369,830	489,500	489,500
<b>TOTALS FOR UNCLASSIFIED</b>		<b>6,257,968</b>	<b>7,297,973</b>	<b>7,698,005</b>
<b>TOTALS FOR GENERAL FUND</b>		<b>33,658,154</b>	<b>39,113,742</b>	<b>39,916,115</b>
<b>WATER ENTERPRISE FUND</b>				
61451	WATER DEPARTMENT			
	Personnel Services	409,966	478,304	574,668
	Expense	1,097,754	587,900	993,800
	SUB-TOTAL	1,507,720	1,066,204	1,568,468
	Capital Outlay		267,000	267,000
	TOTAL 61451	1,507,720	1,333,204	1,835,468
614513	WATER DEPARTMENT			
	Emergency Reserve	40,000	40,000	50,000
	TOTAL 614513	40,000	40,000	50,000
<b>TOTALS FOR WATER ENTERPRISE FUND</b>		<b>1,547,720</b>	<b>1,373,204</b>	<b>1,885,468</b>
<b>APPROPRIATION SUMMARY -</b>				
GENERAL GOVERNMENT		2,787,443	3,246,689	3,293,324
PUBLIC SAFETY		4,060,019	4,119,983	4,296,767
EDUCATION		15,781,651	15,898,290	16,164,898
PUBLIC WORKS & FACILITIES		1,952,104	1,937,968	2,011,383
HUMAN SERVICES		237,636	283,650	292,253
CULTURE & RECREATION		1,655,332	1,724,138	1,765,597
DEBT SERVICE		926,000	4,605,051	4,393,888
UNCLASSIFIED		6,257,968	7,297,973	7,698,005
WATER DEPARTMENT		1,547,720	1,373,204	1,885,468
<b>TOTAL - ARTICLE 7</b>		<b>35,205,874</b>	<b>40,486,946</b>	<b>41,801,583</b>

## An Outline of Town Meeting Procedures

Set forth below is a brief description of Town Meeting procedures which govern the presentation, consideration and voting on matters which come before Town Meeting. It is hoped this summary will answer some questions which citizens have regarding Town Meeting, and may serve to make the Meeting run more smoothly and efficiently. While it may not answer all questions people have, it does outline what appears to the Moderator to be the more important facts and basic procedures relating to Town Meeting.

**Warrant** - The Warrant is the Agenda for the actions to come before Town Meeting. It constitutes official notice to the Town of the matters to be considered in general terms, and indicates the sponsoring Town Department or Agency who will present the Motion and lead the discussion under the Warrant Article. It is worth noting that Articles in the Warrant are not self-executing; there needs to be a Motion presented to the Meeting with respect to action to be taken under each Article. Typically the Article will be “to see if the Town will . . . [take some action]” and the Motion will be “Moved: That the Town . . . [take the action]”. The Motion can be virtually identical with the Article or it can be somewhat more precise and specific as long as it is within the “scope” of the Article. As the Article serves the purpose of giving notice to the Town as to what is to be considered no Motion, nor any Amendment to a Motion, can go beyond or cover matters outside of what could reasonably be considered to have been included in the Article. For example, if the Article is to see if the Town will vote to purchase a police cruiser for \$50,000, it would not be within the scope of the Article for the Motion to be to purchase a police cruiser and a fire engine for \$150,000. It would, however, be within the scope of the article if the motion was to purchase a police cruiser for \$30,000. It is up to the Moderator to determine if a motion or an amendment to a motion meets the “scope” requirement.

The Articles in the Warrant will be taken up at the Meeting in the order in which they are printed in the Warrant unless the meeting votes to take an Article out of order. One exception to this rule relates to those Articles which are on the Consent Calendar, as to which see the discussion below. If there are two or more Articles which deal with the same or similar matters or issues, it may be desirable and appropriate for the sponsor of the Articles to make some general comments about all the related Articles before presenting the individual Motions under each one.

**Motions** - As indicated above there needs to be a Motion presented to the Town to be voted on under each Article. If it happens, as it does from time to time, that prior to Town Meeting but after the Warrant has been printed and posted the sponsor of the Article decides not to go forward with it, there must still be a Motion to dispose of the Article, the usual one being a motion to “pass over” the Article. As you come into the auditorium for the Meeting, one of the documents set out on the table to pick up will be a printed sheet of the proposed Motions to be made under each of the Articles. There may be some Articles (usually referring to by-law amendments) which state that the amendment is on file at the Town Clerk’s office. These amendments will also be included in the Motion Sheet. When the Article is called for presentation the sponsor may read the Motion as printed if it is short or may make the Motion “as printed on the Motion Sheet” if it is longer. If there are any changes or refinements to the printed Motion, these will, of course, be noted. An explanation of the proposed Action will then be made by the sponsor, some of which will be very brief and some may require more detailed explanation. The general guideline is to limit the explanation to no more than ten (10) minutes

and this is usually but not always followed (most notably with the presentation of the budget). There may be other Town Boards that wish to speak with respect to action proposed under an Article after which there is opportunity for general discussion and debate from the floor of the meeting. Anyone wishing to make a comment or raise a question need only raise his or her hand and when called upon by the Moderator, may stand and wait for the delivery of a portable microphone by one of the pages. When called upon to speak please give your name and your street address and then raise your question or make your comment. Once again, there is no hard and fast rule as to time but for speakers from the audience floor a two to three minute period should be sufficient. Amendments to a Motion can always be made, assuming they fall within the scope of the Article, as discussed above. If someone knows in advance of an Amendment they wish to make, it would be helpful to provide the text of that Amendment in writing to the Moderator. However it is not necessary to have a carefully worked out Amendment in advance. The Moderator and Town Counsel are willing and able to help with the wording of any proposed Amendments. Citizen engagement is vital in making Town Meeting an effective form of government. Please do not hesitate to ask questions or to express opinions or concerns.

**Voting** - Most motions which are made at Town Meeting are adopted by majority vote, although there are a few which by reason of a statute or Town By-Law require two-thirds vote – e.g. motions to borrow or to amend the Zoning By-Laws. If there are amendments which have been made to motions, the meeting first votes on the Amendment and then on the main motion as amended, if the amendment passes, or on the main motion without the amendment, if it fails. Voting is done first by voice vote and if the Moderator is uncertain whether the motion passes (sometimes those in the minority have louder voices!) the Moderator will call for a standing vote and if it is still unclear there will be a count by tellers appointed by the Moderator. It should be noted that the Moderator’s determination of the result of the vote is final, unless seven voters stand and challenge the determination, in which event a count will be made. In accordance with a Town By-Law adopted a few years ago the same procedure is followed when a two-thirds vote is required; once again seven voters can challenge the Moderator’s determination, in which case a count will be taken by the tellers.

**Procedures for Voting on the Budget** - The Budget as printed in this booklet is presented by the Finance Committee and after discussion and before any votes the Moderator will allow the major budgeting agencies – town and schools – to make further comments on their proposed expenditures. Following this, the Moderator will go down the Budget line by line and ask if anyone wishes to hold out any line item for further discussion or amendment. To hold a budget item out, simply raise your hand to be recognized then identify the budget line item number of concern. Once this process is completed, the Budget excluding the items held out will be voted on, presumably without further discussion, and we will then go back and take up each line item which has been held out for discussion and separate vote. The Moderator will typically return to the person holding out each item to begin the discussion.

**Override Budget** - In years when an Override Budget is presented by the Finance Committee, that Budget is also printed in the booklet and will be presented first and voted on in the manner outlined above. However, an affirmative vote on an Override Budget at Town Meeting is subject to a further affirmative vote on a specific override amount at the Town Election on the Monday following Saturday’s Town Meeting. Therefore in order not to have to return and vote on the Non-Override Budget (also printed in the booklet) in the event the override on the ballot fails at

the Monday election, the Meeting then will go through and vote on a second, Non-Override Budget under the same procedures outlined above. That vote will only become operative if the override question on the ballot is defeated. (Note that this year there is no override budget being presented by the Finance Committee.)

**Consent Calendar** - Pursuant to the Town's By-Laws the Moderator can designate certain Articles which are considered to be routine, non-controversial and/or of a minor nature and which are not expected to generate any discussion or opposition to be placed on the Consent Calendar. The Articles so designated, and the motions to be made under each Article, are listed on the Consent Calendar which is included in the mailing with the budget and the warrant. When the Meeting reaches the first of these Articles the entire Consent Calendar (even though the Articles may not be consecutive) will be considered. The Moderator will first go down the list of Articles on the Consent Calendar to determine if anyone wants to remove an Article from the Consent Calendar. Any individual voter can do so by indicating the Article to be removed, in which event it will be taken up in the normal manner in its regular sequence on the Warrant. The motions under the Articles remaining on the Consent Calendar will be adopted in a single vote, presumably unanimous, which will incorporate the votes under each of the Articles as printed on the Consent Calendar. This procedure speeds up and expedites the conduct of the business of the Meeting by not requiring individual presentation and discussion of those Articles which are deemed to qualify for Consent Calendar treatment.

TOWN OF LINCOLN, MASSACHUSETTS

**ANNUAL TOWN MEETING: Saturday, March 28, 2020: 9:30 a.m.**  
**ANNUAL ELECTION: Monday, March 30, 2020: 7:30 a.m. – 8:00 p.m.**

**2020 WARRANT**



TOWN OF LINCOLN

COMMONWEALTH OF MASSACHUSETTS

MIDDLESEX, ss

To either of the Constables of the Town of Lincoln in said County:

GREETINGS:

In the name of the Commonwealth you are hereby required to notify the legal voters of said Town of Lincoln qualified to vote at Town Meeting for the transaction of Town Affairs to meet for the annual election at the Smith School Gymnasium on Monday, the thirtieth day of March, 2020 next, starting at 7:30 a.m., then and there to act on the following Article 1, **and also to meet for the annual town meeting in the Donaldson Auditorium in said Lincoln on Saturday, the twenty eighth day of March, 2020 at 9:30 a.m., then and there to act on the following articles, except Article 1**, by posting a copy of this Warrant, by you attested, in said Town, seven days at least before the 28th day of March next.

The polls for voting the ballot on Monday, March 30, 2020 will be opened at 7:30 a.m. and will be closed at 8:00 p.m.

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**Any person requiring this warrant in a larger print format, or in need of other meeting accommodations is urged to contact the Selectmen's Office at 781-259-2601 prior to Wednesday, March 18, 2020. Every reasonable attempt will be made to provide the necessary assistance.**

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Note: Town Meeting shall be continued to Tuesday, March 31, 2020 at 7:30 p.m. in the Donaldson Auditorium, if needed.

ARTICLE 1

To bring in their votes for one or more members for each of the following offices;

- Board of Assessors for three years
- Board of Health for three years
- Board of Selectmen for three years
- Cemetery Commission for three years
- Commissioner of Trust Funds for three years
- Housing Commission for three years
- Lincoln-Sudbury Regional District School Committee, two seats for three years
- Moderator for three years
- Parks and Recreation Committee for three years
- Planning Board, two seats for three years
- School Committee, two seats for three years
- Trustees of Bemis for three years
- Water Commission, one seat for three years, one seat for two years, and one seat for one year

ARTICLE 2

To bring in their votes for any Committees, Commissioners, Trustees, and other officers required by law to be elected by ballot or otherwise.

Selectmen

ARTICLE 3

To receive and act upon the reports of the Town Officers, Committees, Commissioners and Trustees.

Selectmen

ARTICLE 4

To see if the Town will vote to fix the salaries and compensation of the several elective officers of the Town and to determine whether any Department, Board or Committee shall be authorized to employ for additional compensation any of its members and to fix additional compensation of such members; or take any other action relative thereto.

Selectmen

ARTICLE 5

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, or otherwise, to fund the Town's Senior Tax Work-off Program, as established pursuant to

Massachusetts General Laws, Chapter 59, Section 5K, as it may be amended from time to time; or take any other action relative thereto.

Selectmen

ARTICLE 6

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, or otherwise, to fund the Town's Veteran Tax Work-off Program, as established pursuant to Massachusetts General Laws, Chapter 59, Section 5N, as it may be amended from time to time; or take any other action relative thereto.

Selectmen

ARTICLE 7

To see if the Town will vote to raise and appropriate a sum of money for the necessary and expedient purposes of the Town; or take any other action relative thereto.

Finance Committee

ARTICLE 8

To see if the Town will vote to amend the General By-Laws by changing the title of the "Board of Selectmen" to the "Select Board"; or take any other action relative thereto.

Citizens' Petition

ARTICLE 9

To see if the Town will vote to endorse the Board of Selectmen's stated intention to review all Town bylaws and regulations for the purpose of making them gender neutral. If the Town so votes, the Board of Selectmen shall report back to Town Meeting in March of 2021 with any required bylaw amendments and a report regarding other actions that may be required to ensure gender neutral phrasing throughout the Town's bylaws, policies, and regulations; or take any other action relative thereto.

Board of Selectmen

ARTICLE 10

To see if the Town will vote to Amend Article XV of its General By-Law, titled "Council on Aging," by changing the Council's name to the "Council on Aging and Human Services; or take any other action relative thereto.

Selectmen/Council on Aging

ARTICLE 11

To receive and act on a recommendation from the Board of Selectmen with regard to the presentation of the annual Bright Light Award, and to transfer from Free Cash the necessary funds to support this award; or take any other action relative thereto.

Selectmen

ARTICLE 12

To see if the Town will vote to authorize the Board of Selectmen to petition the General Court for special legislation substantially as on file with the Town Clerk, authorizing the Town to provide a local Property Tax Circuit Breaker program to homeowners and renters who meet certain income and asset tests, and who have resided in Lincoln for at least five years, provided, however, that the program would be 1) implemented by a vote of Town Meeting subsequent to approval by the General Court, and 2) subject to a Town Meeting vote to renew every three years; and, further provided, that the General Court may make clerical or editorial changes of form only to the bill, unless the Board of Selectmen approve amendments to the bill before enactment by the General Court that are within the scope of the general purpose objectives of this petition; or take any other action relative thereto.

Selectmen

ARTICLE 13

To see if the Town will vote to support the proposal of the Eighth Grade Warrant Article Group to support the Parkland School students' organization, March for Our Lives, to end school shootings and shootings all over the country by raising standards of gun ownership and to halve the rate of gun deaths in ten years; or take any other action relative thereto.

Citizens' Petition/8<sup>th</sup> Grade Civics Group

ARTICLE 14

To see if the Town will vote to adopt a resolution, substantially as on file with the Town Clerk, in support of various federal, state and local actions to combat climate change; or take any other action relative thereto.

Citizens' Petition

ARTICLE 15

To see if the Town will vote to amend its General By-Laws by adopting a new Section, entitled "The Polysterene Reduction By-Law," as substantially on file with the Town Clerk; or take any other action relative thereto.

Citizens' Petition

ARTICLE 16

To see if the Town will vote to petition the General Court for special legislation, as substantially on file with the Town Clerk, for the purpose of requiring Lincoln retail establishments to charge a fee for non-reusable check-out bags; or take any other action relative thereto.

Citizens' Petition

ARTICLE 17

To see if the Town will vote to amend its General By-Laws by adopting a new Section, entitled "The Prohibition of Disposable Plastics," as substantially on file with the Town Clerk, which would prohibit food establishments in Lincoln from using and distributing disposable plastic straws, stirrers and splash sticks; or take any other action relative thereto.

Citizens' Petition

ARTICLE 18

To see if the Town will vote to Amend Section 12.6 (Wireless Communications Facilities Overlay District) as follows:

Section 12.6.2 entitled, "Location," there shall be added to the Wireless Communications Facilities Overlay District ("WCF District") the following parcel:

Assessors' Map Parcel No.	Location/Street Address	Approximate Acreage
112-10	6 Emerson Road	3.0 Acres

The Zoning Map of Lincoln, Massachusetts is hereby amended by adding to the Zoning Overlay Districts, Wireless Communications Facilities the following:

The land situated in the County of Middlesex, Town of Lincoln, State of Massachusetts and shown as Lot #7 on a plan entitled "Subdivision of Land in Lincoln, MASS. Belonging to Carleton W. Owen" dated January 1963, Rowland

H. Barnes & Co., Civil Eng'rs., recorded with Middlesex South District Deeds as Plan No. 184 of 1963 commonly known as 6 Emerson Road - Parcel Id #112-0010-000 and further, bounded and described as follows:

**Southwesterly** by Concord Turnpike, as shown on said plan, 312.00 feet;  
**Westerly** by Lot #8, as shown on said plan, 417.07feet;  
**Northerly** by Estate of E. H. Rogers, as shown on said plan, 244.61 feet; and  
**Easterly** by Lot #6, as shown on said plan, 576.41 feet. Containing 131,832 square feet of land, according to said plan.

Together with right of way 40' wide along the Southwesterly lot line of Lot #6 as shown on said plan for the benefit of Lot #7 for all purposes for which rights of way are commonly used in the Town of Lincoln.

By Petition of the Property Owner

ARTICLE 19

To see if the Town will vote to hear reports from the Board of Selectmen, Finance Committee and Capital Planning Committee on the status of the Community Center project; or take any other action relative thereto.

Citizens' Petition

ARTICLE 20

To receive and act upon a report of the Capital Planning Committee, and to see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, including stabilization funds, by borrowing or any combination thereof, to purchase various capital items, or to fund capital projects as recommended by the Capital Planning Committee, including all costs incidental and related thereto; or take any other action relative thereto.

Capital Planning Committee

ARTICLE 21

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, including stabilization funds, by borrowing or any combination thereof, for the purchase and installation of a replacement public safety radio system, including all costs incidental and related thereto; or take any other action relative thereto.

Capital Planning Committee

ARTICLE 22

To receive and act upon a report from the Community Preservation Committee on the Fiscal Year 2021 Community Preservation Budget, and to appropriate or reserve for later appropriation monies for the administrative expenses of the Community Preservation Committee, the payment of debt service, the undertaking of Community Preservation projects and all other necessary and proper expenses for the year, and to determine whether such sums shall be raised from the Community Preservation Fund, transferred from available funds, borrowed, or any combination thereof; or take any other action relative thereto.

Community Preservation Committee

ARTICLE 23

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, by borrowing or any combination thereof, to be used for the repair and maintenance of certain Lincoln School Campus classrooms and buildings, including all costs incidental and related thereto; or take any other action relative thereto.

School Committee

ARTICLE 24

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, by borrowing or any combination thereof, to be used for the repair and maintenance of certain Town buildings, including all costs incidental and related thereto; or take any other action relative thereto.

Selectmen

ARTICLE 25

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, by borrowing or any combination thereof, to be used for the repair and maintenance of the Lincoln Library, including all costs incidental and related thereto; or take any other action relative thereto.

Library Trustees

ARTICLE 26

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds (including any amount appropriated under Article 7 that exceeds the final Lincoln assessment voted no later than July 31<sup>st</sup>, by the Lincoln Sudbury Regional High School Committee for the fiscal year 2021, in accordance with law), by borrowing or any combination thereof, to add funds to the Debt Stabilization Fund, so called, previously established in accordance with Massachusetts General Laws, Chapter 40, Section 5B at the March 26, 2011 Annual Town Meeting, Article 19, for the purpose of funding future debt service obligations; or take any other action relative thereto.

Finance Committee

ARTICLE 27

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, by borrowing or any combination thereof, to add funds to the Group Insurance Liability Fund established by Chapter 474 of the Acts of 2008, which Fund will help offset the Town's so-called "Other Post-employment Benefits (OPEB)" liability established by Statements 74 and 75 of the Governmental Accounting Standards Board; or take any other action relative thereto.

Finance Committee

ARTICLE 28

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from available funds, by borrowing or any combination thereof, to add funds, representing Lincoln's proportionate share of the contribution recommended by the LSRHS School Committee, to the Lincoln Sudbury Regional School District Retirees Health Insurance Trust Fund, established by the acceptance of Chapter 32B, Section 20 of the Massachusetts General Laws, as amended by Chapter 68, section 57 of the Acts of 2011, for Lincoln Sudbury Regional High School, which Fund will help offset the High School's so-called "Other Post-employment Benefits (OPEB)" liability established by Statements 74 and 75 of the Governmental Accounting Standards Board; or take any other action relative thereto.

Finance Committee

ARTICLE 29

To see if the Town will vote to accept and expend such sum or sums of money that may be available under the provisions of Massachusetts General Laws, Chapter 90 or any other state roadway reimbursement programs and to authorize the Board of Selectmen to enter into a contract with the Massachusetts Department of Transportation Highway Division and to authorize the Treasurer, with the approval of the Board of Selectmen, to borrow in anticipation of 100% reimbursement of said amounts; or take any other action relative thereto.

Selectmen

ARTICLE 30

To see if the Town will vote to transfer from Free Cash a sum of money equal to the state reimbursement amount for Special Education Medicaid expenses to supplement the FY21 Lincoln School operating budget; or take any other action relative thereto.

School Committee

ARTICLE 31

To see if the Town will vote to appropriate a sum of money from the PEG Access and Cable Revolving Fund, previously established at the March 19, 2016 Town Meeting, Article 32, to support cable related purposes consistent with the franchise agreement between cable operators and the Town of Lincoln, including, but not limited to: (i) support of public, educational or governmental access cable television services; (ii) monitor compliance of the cable operator with the franchise agreement; and/or (iii) prepare for renewal of the franchise license; or take any other action relative thereto.

Selectmen

ARTICLE 32

To see if the Town will vote to appropriate and transfer a sum of money from the Cemetery Perpetual Care Account for Cemetery improvements, including all costs incidental and related thereto; or take any other action relative thereto.

Cemetery Commissioners

ARTICLE 33

To see if the Town will vote to appropriate and transfer from Free Cash or any other source of funds a sum of money to reduce the total amount to be raised by taxation pursuant to the votes previously taken under Article 7 of this Warrant, or any other article of this Warrant authorizing the appropriation of funds; or take any other action relative thereto.

Finance Committee

ARTICLE 34

To see if the Town will vote to raise and appropriate, transfer from available funds, and/or borrow a sum of money or any combination thereof, to purchase various capital items, and/or to fund capital projects of the Water Department, as recommended by the Water Commissioners, including all costs incidental or related thereto, and to authorize the Treasurer, with the approval of the Selectmen, to borrow all or a

portion of said funds under the provisions of G.L. c.44 or any other enabling authority and to issue bonds or notes of the Town therefor; that such bonds or notes shall be general obligations of the Town unless the Treasurer with the approval of the Board of Selectmen determines that they should be issued as limited obligations and may be secured by local system revenues as defined in Section 1 of Chapter 29C, as amended, it being the intent of the Town, however, in either such case that the entire principal of and interest on such bonds or notes shall be paid from water rates and/or surplus; that the Treasurer with the approval of the Board of Selectmen is authorized to borrow all or a portion of such amount from the Massachusetts Clean Water Trust established pursuant to Chapter 29C, as amended and in connection therewith to enter into a financing agreement and/or security agreement with the Trust and otherwise to contract with the Trust and the Department of Environmental Protection with respect to such loan and for any federal or state aid available for the project or for the financing thereof; that the Board of Selectmen, Board of Water Commissioners or other appropriate local body or officials is authorized to enter into a project regulatory agreement with the Department of Environmental Protection, to expend all funds available for the project and to take any other action necessary or convenient to carry out the projects; and that any premium received upon the sale of any bonds or notes approved by this vote, and any prior vote authorizing debt, less any such premium applied to the payment of the costs of issuance of such bonds or notes, may be applied to the payment of costs approved by this vote in accordance with M.G.L. c. 44, §20, thereby reducing the amount authorized to be borrowed to pay such costs by a like amount, or take any other action relative thereto.

Water Commissioners

#### ARTICLE 35

To see if the Town will vote to appropriate and transfer a sum of money from Water Enterprise Retained Earnings for the purpose of supporting the FY 2020 Water Department operating budget, including all costs incidental and related thereto; or take any other action relative thereto.

Water Commissioners

#### ARTICLE 36

To see if the Town will vote to amend its General By-Law by adding a new Section, titled Illicit Discharge Control and Stormwater Management By-Law, the purpose of which is to protect water quality and comply with federal requirements, as substantially on file with the Town Clerk; or take any other action relative thereto.

Planning Board

#### ARTICLE 37

To see if the Town will vote to add a property to the existing Town of Lincoln Historic District under Section 1.1 of Article XXV (Historic District) of the Town of Lincoln General By-Laws, the locations and boundaries of which proposed additions are shown on plans to be filed with the Lincoln Town Clerk and

the Massachusetts Historical Commission and to be recorded with the Middlesex South Registry of Deeds; or take any other action relative thereto.

Historic District Commission

ARTICLE 38

To see if the Town will vote to correct a clerical error pertaining to the Map/Parcel number of one of the properties that were added to the Brown's Wood Historic District (Article XXV of the Town's General Bylaws) pursuant to the March, 23, 2019 vote of the Annual Town Meeting, under Article 31; or take any other action relative thereto.

Historic District Commission/Friends of Modern Architecture

ARTICLE 39

To see if the Town will vote to accept the provisions of MGL, c. 40, s. 22F to allow any municipal boards or officers empowered to issue a license, permit, certificate, or to render a service or perform work to fix reasonable fees or charges; or take any other action relative thereto.

Selectmen

ARTICLE 40

To see if the Town will vote pursuant to MGL c. 44, § 53E½ to take the following actions:

1. Increase the spending limit for the Recycling Revolving Fund; and
2. Re-establish the current spending limits for all other revolving funds as set forth in Article XXVIII of the General By-law, with such expenditures to be applicable from fiscal year to fiscal year in accordance with Article XXVIII, Section 2 of the General By-Law, unless such limits are amended by Town Meeting prior to July 1 in any fiscal year;

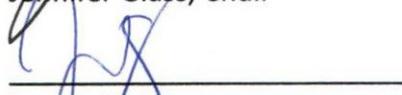
and further, to amend Section XXVIII, Section 2 of the General Bylaw to delete the word "annually," so as to eliminate the requirement that the Town vote annually to re-establish revolving fund spending limits at their existing levels, or take any other action relative thereto.

Selectmen

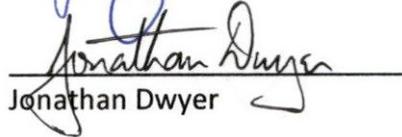
Hereof fail not and make return of this Warrant with your doings, thereon to the Town Clerk, at or before the time for the meeting aforesaid. Given under our hands this the 24<sup>th</sup> day of February, 2020.



Jennifer Glass, Chair



James Craig



Jonathan Dwyer

**Board of Selectmen**

## Glossary

**Debt Exclusion and Capital Exclusion:** Proposition 2½ allows a town to raise monies for capital projects or for the payment of debt service costs using either a **capital** or **debt exclusion**, respectively. Unlike the override, which results in a permanent increase in the town's levy limit, a **capital exclusion** is added to the levy limit or ceiling only for the year in which the project is being undertaken, and requires majority approval at town meeting. Likewise, **debt exclusion** is added to the levy limit or levy ceiling for the life of the debt only, and requires 2/3 vote at town meeting. Both of these exclusions require a 2/3 vote of the Selectmen in order to be placed on a ballot, with a majority of the electorate at the ballot box needed for authorization.

**Debt Limit:** Massachusetts state law (Ch44 S10) limits the amount of debt that a town can issue to no more than 5% of the “equalized valuation” (EQV) of the taxable property in town, unless approval to exceed it is obtained from the Municipal Finance Oversight Board.

**Free Cash:** This is money that had been appropriated but not spent for various budget line items together with unforeseen revenues. These monies are certified annually by the Department of Revenue as the town's **free cash**.

**Levy (Tax), Levy Ceiling, and Levy Limit:** The property **tax levy** is revenue raised through real and personal property taxes. Municipal revenues are raised through the tax levy, State Aid, and local receipts. The tax levy is the largest source of revenue.

Proposition 2½ places constraints on the magnitude of the levy imposed by a town as well as the amount by which the levy can be increased from one year to the next. The two limits on property taxes imposed by Proposition 2½ are:

- **Levy ceiling** - This establishes an overall cap on the levy. Ordinarily a town cannot levy more than 2.5% of the total full and fair cash value of all taxable real and personal property, which means the **tax rate** cannot be set higher than \$25 per \$1,000 of property value.
- **Levy limit** - The maximum levy allowed in a given year is the **levy limit**. This will always be equal to or less than the **levy ceiling**. The levy limit for any fiscal year amounts to the previous year's levy limit (less excluded debt) increased by 2.5% plus new growth, exclusions, and any override authorized by the electorate.

**Levy Increase:** The difference in the levy between one year and the next is the **levy increase**. This number is often represented as a percent. The town may set its levy at any amount up to its levy limit. It is important to recognize that the actual levy may increase more than 2.5% in a given year. This is allowable under Proposition 2½.

**Other Post-Employment Benefits (OPEB):** Benefits such as medical and life insurance premiums that an employee will begin to receive at the start of retirement. The Town is required to recognize these benefits as they have already been earned by active and retired employees. This does not include pension benefits paid to the retired employees.

**Reserve Fund:** This fund, established by the annual Town Meeting, is under the control of the Finance Committee. Transfers may be made from it for unforeseen expenditures. The limit on the size of this fund is 5% of the **tax levy** of the current fiscal year.

**Stabilization Fund:** The **stabilization fund** is a reserve account that allows the Town to put aside money in anticipation of future expenses.

**Tax Rate:** The **tax rate** is the amount of tax charged by the Town expressed in terms of a unit of the tax base: for example, \$9.35 per \$1000 of the assessed valuation of taxable property.

# Property Tax Exemptions

PROGRAM	Senior & Veterans Work Off	Deferral 41A	Temporary Deferral 18A	Elderly 17E	Elderly 41D	Blind 37A	MA Income Tax Circuit Breaker
Eligible Age	Seniors: 60 Veterans: none	60	None	70	65	None	65
Income Limit	None	Single \$60,000 Married \$90,000	Financial hardship	None	Single \$22,527. Married \$33,787. excluding some SS	None	Single \$60,000 Married \$90,000
Asset Limit	None	None	Financial hardship	\$44,167. excluding domicile	Single \$45,050. Married \$61,944. excluding domicile	None	Domicile \$808,000
Assistance	Up to \$1,500	Total Bill (but not CPA tax)	Total Bill (but not CPA tax)	\$648	\$2,000	\$1,000	For 2019, tax credit of up to \$1,130*
Inflation Adjustment	None	None	None	Annual CPI	None	None	Annual Adjustment
Apply	Annually	Annually	Annually (for 3 years only)	Annually	Annually	Annually	Annually
Deadline	Call Council on Aging 781-259-8811	Within 3 months after tax bill	Within 3 months after tax bill	Within 3 months after tax bill	Within 3 months after tax bill	Within 3 months after tax bill	File State Tax Form and Sch CB – can file for past 3 years

# Veterans Exemptions

Clause	Type	Amount *	Veteran	Spouse	Surviving Spouse	Surviving Parent
22	Veterans with minimum 10% war service disability	\$800	X	X	Until remarriage	
22	Veterans awarded Purple Hearts	\$800	X	X	Until remarriage	
22	Gold Star parents	\$800				X
22A	Veteran who lost one hand, foot or eye; or received a Congressional Medal of Honor, Distinguished Service Cross, Navy Cross, or Air Force Cross	\$1,500	X	X	X	
22B	Veterans who lost two hands or feet, or both eyes	\$2,500	X	X	X	
22C	Veteran with 100% disability and specially adapted housing	\$3,000	X	X	X	
22D	Surviving spouses of veterans killed in a combat zone	Total for 5 years, then \$2,500			X	
22E	Veterans with 100% disability	\$2,000	X		X	
8A	Paraplegic veterans	Total	X		X	