

FINANCIAL SECTION AND WARRANT  
FOR  
THE 2014 ANNUAL TOWN MEETING  
LINCOLN, MASSACHUSETTS



SATURDAY, MARCH 29, 2014  
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,

This booklet contains materials related to the Annual Town Meeting to be held at 9:30 on Saturday, March 29, 2014. We hope they will enlighten you and encourage you to attend and participate in Town Meeting. We especially urge and welcome new residents to come and take part in the legislative process of town government, where registered voters who attend and vote determine the policies and priorities of the Town of Lincoln which will affect our future.

**PLEASE ARRIVE EARLY SO YOU CAN SIGN IN AND GET SEATED. IT IS ALWAYS THE HOPE THAT WE CAN START ON TIME.**

There are **FIVE PARTS** to this booklet. First, the **FINANCE COMMITTEE REPORT** explaining the preparation of the Town's operating budget. Second, the **PROPOSED BUDGET** for the fiscal year beginning on July 1, 2014. Third, an outline of certain relevant **PROCEDURES** for the conduct of Town Meeting. Fourth, the **WARRANT** for the Meeting that lists the Articles to be presented at the meeting for consideration and action by the registered voters present. And fifth a **GLOSSARY** of common terms used in the discussion of the budget.

The Annual Town Meeting is a significant event in the life of the Town - both in the conduct of business and also as an enjoyable community gathering where we can meet and greet our neighbors. While attendance at a first Town Meeting may seem intimidating, the process is direct democracy in action and everyone is encouraged to participate. This is an opportunity to ask questions, learn to know fellow citizens as well as town volunteers and staff and to participate in the important decisions of the Town.

Please note also that during the break in the middle of the day the Lincoln Girl Scouts will be selling **BOXED LUNCHES** in the Brooks Gym/Reed Field House next door to the Brooks School/Donaldson Auditorium.

Also during the lunch break we will hold our **THIRD ANNUAL VOLUNTEER FAIR**. Representatives of Town Boards and Committees and Lincoln Clubs and Organizations will be available to talk with anyone interested in learning more about them and in finding ways to volunteer.

We look forward to this annual gathering on March 29th. Be sure to bring this Warrant booklet with you.

Sarah Cannon Holden, Moderator

**REPORT**  
**of the**  
**FINANCE COMMITTEE**  
**of the**  
**TOWN OF LINCOLN**  
**for the**  
**FISCAL YEAR**  
**JULY 1, 2014 - JUNE 30, 2015**

LINCOLN FINANCE COMMITTEE

Jeff Birchby

Eric Harris

Jim Hutchinson

Christian G. Kasper

Sanj Kharbanda

Peyton J. Marshall, Vice Chair

Laura Sander, Chair

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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 '15 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 Glenn Fratto, and Capital Planning Committee Chair Andy Beard.

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. Participants in this year's installment are the Lincoln Public Schools, Lincoln-Sudbury Regional High School, the Library, and the Water Department. 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.

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 '15, the Finance Committee is recommending a base budget of \$33,279,168. For the seventh year in a row, the operating budget can be funded without an override. The Town continues to benefit from the strong financial position that it established before the national economic crisis, strong cooperation from town employees in contract negotiations, changes in health insurance providers and plan design changes, and reduction in debt service for the high school. In recognition of the capital needs facing the Town and the continuing recovery from the economic crisis, the Finance Committee established a modest budget increase guideline of 2.5%. The committee recommends limited increases in spending by more than the guideline for certain functions that serve to protect against the impact of unforeseen contingencies or that are mandatory.

For FY '15, the property taxes on the median value house (assessed value of \$819,700) will increase by about \$379 (3.2%) with the proposed budget. This increase includes the 2.38% increase in the operating budget (\$281) and a 0.82% increase in the debt portion of the budget (\$98). These figures assume the application of CPA funds to the payment of the Town Offices debt payment (Warrant Article 12), which represents a reduction of 1.3% (\$153). Individual

property owners who have undertaken construction or made improvements to their properties may see a slightly higher 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 '15, real estate taxes are projected to account for about 79% of revenue. The Town has a small number of commercial properties and relatively few opportunities to increase local revenues. Although the FY '15 state budget is not yet known, the FY '15 budget is built on an assumption that state aid will remain equal to the amount in FY '14 of \$1,483,840.

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 preliminary (un-certified) results of FY '13 and assumptions that were considered reasonable at that time.

The Finance Committee has supported a handful of requests to increase departmental budgets beyond the guideline. The requests for additional funds that are included in the recommended budget bolster the Town's ability to address unplanned expenses by increasing the Reserve Fund (an additional \$60,000) and allocating more funds to pay for snow and ice control (\$34,000). Other requests above the budget increase guideline that are recommended are mandatory: debt exclusion on projects previously approved by the Town (\$193,855); greater expense to meet additional demand for veterans' services (\$5,000); the biennial actuarial update of obligations for post-retirement benefits other than pension (\$8,000); and enrollment-based costs at Minuteman Regional High School (\$39,232).

In addition to the operating budget (Warrant Article 8) and capital budget (Warrant Article 9), Town Meeting will consider maintenance articles and other appropriations (Warrant Articles 13, 14, and 15). The Finance Committee is also recommending withdrawal of funds from the Stabilization Fund to pay for an architectural/engineering and design study to develop cost options for addressing facilities needs at the Lincoln School (Warrant Article 11). We expect the Stabilization Fund balance would be replenished by other sources in FY '15 (Warrant Article 16). The Finance Committee takes these other appropriations into account when determining the funds available for the operating and capital budgets.

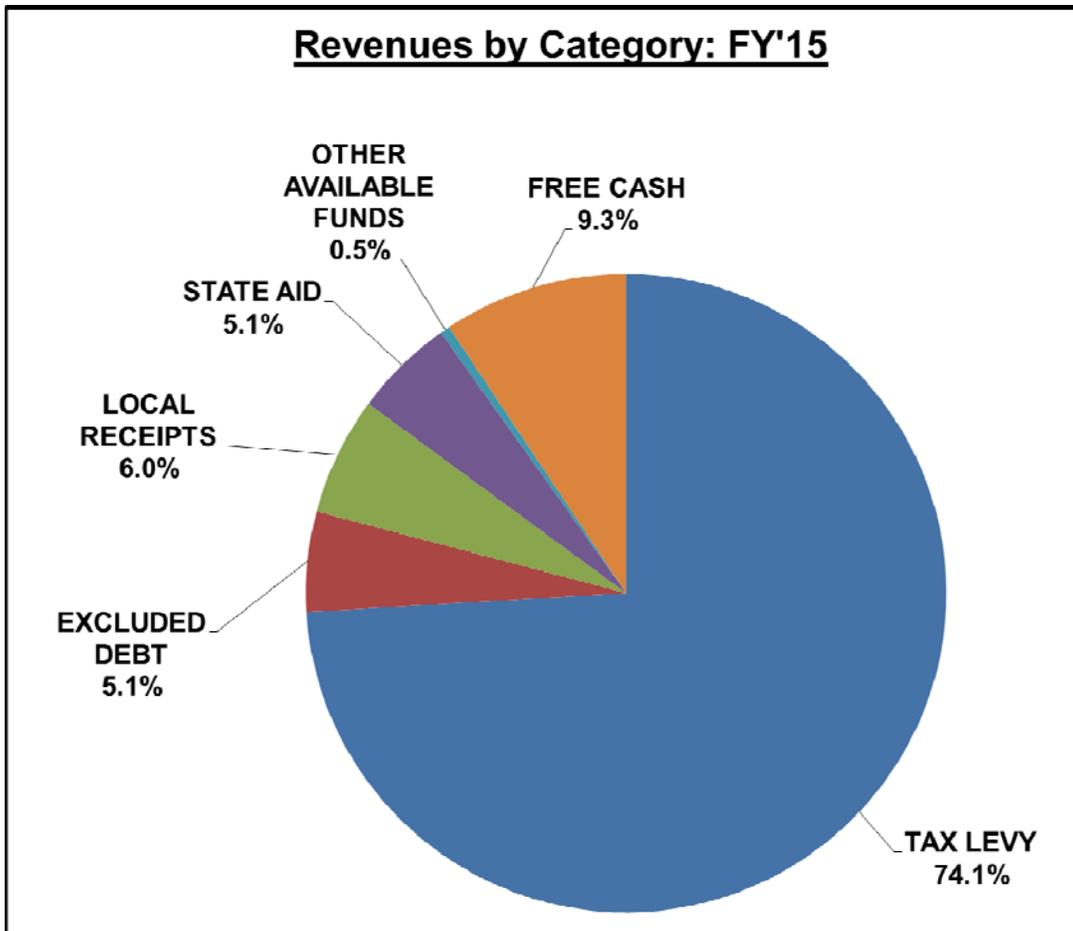
The Finance Committee places a high priority on maintaining adequate Emergency Reserves. Emergency Reserves allow unforeseen changes in revenues or needed expenditures to be addressed without undue disruption of ongoing activities. The committee's goal is to set aside an amount equal to 3 to 5% of the prior year's General Fund budget as Emergency Reserves (the General Fund budget is the Town operating budget less the total for the Water Enterprise Fund as shown in Table 1). 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 the 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 worked to rebuild the Town's financial reserves. Since FY '08, the reserves (also known as "unspent certified Free Cash") have equaled 3% of the General Fund budget for that year (including capital and other articles). The budget proposed for FY '15 would maintain the financial reserve at no less than 3%.

The committee also recognizes the importance of maintaining the Town's favorable bond rating. Lincoln has a bond rating from S & P of AAA, the highest available rating, as the result of prudent financial management. This rating reduces the Town's costs of borrowing money for capital projects.

### **3. Revenues**

Total Town revenues for FY '15 are projected at \$33,279,168 (excluding Water Department revenues), a 1.6% increase as compared to FY '14. Revenue from state aid is projected at the same level as FY '14, while local receipts are anticipated to grow by 1.1%. Excluded debt will increase by 13% due to higher debt service on the first School Building Feasibility Study and the Library fire suppression project. The pie chart shows the revenue categories and the percentages of total revenue that they represent. The categories are real estate taxes (tax levy and excluded debt), local receipts, state aid, Free Cash, and other available funds.



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 '15, real estate taxes are projected to account for about 79% of revenue. As compared to FY '14, the tax levy is projected to increase by \$908,467 (without CPA offset), including \$789,439 within the Proposition 2 ½ limit plus a net increase of \$193,855 from debt service on previously approved projects and less \$84,776 from a 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, a new fire truck, 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 '15, excluded debt is projected to represent 5.1% of revenues.

The application of Free Cash is projected to provide 9.3% of FY '15 revenue. In October 2013, the Department of Revenue certified Free Cash for the Town from FY '13 at \$4,122,717. This

represented a decrease of 1.6% from the amount certified in October 2012. Of the FY '15 total, \$950,000 represents Free Cash that remains from prior years. This is the major component of the Town's emergency reserves. Other contributors to the Free Cash balance were: (1) a turn back from the Lincoln Schools and savings in health insurance; and (2) receipts in excess of budget, such as for motor vehicle excise and licenses and permits. 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 6.0% of revenue in FY '15, compared to 6.6% in FY '14.

State aid, which includes Chapter 70 (education reform) funds, lottery, and other assistance, is projected to provide 5.1% of revenue in FY '15, compared to 5.0% in FY '14. Actual State Aid is not yet known, as the state budget is determined after the Town budget, but it is projected to remain level with FY '14. 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.

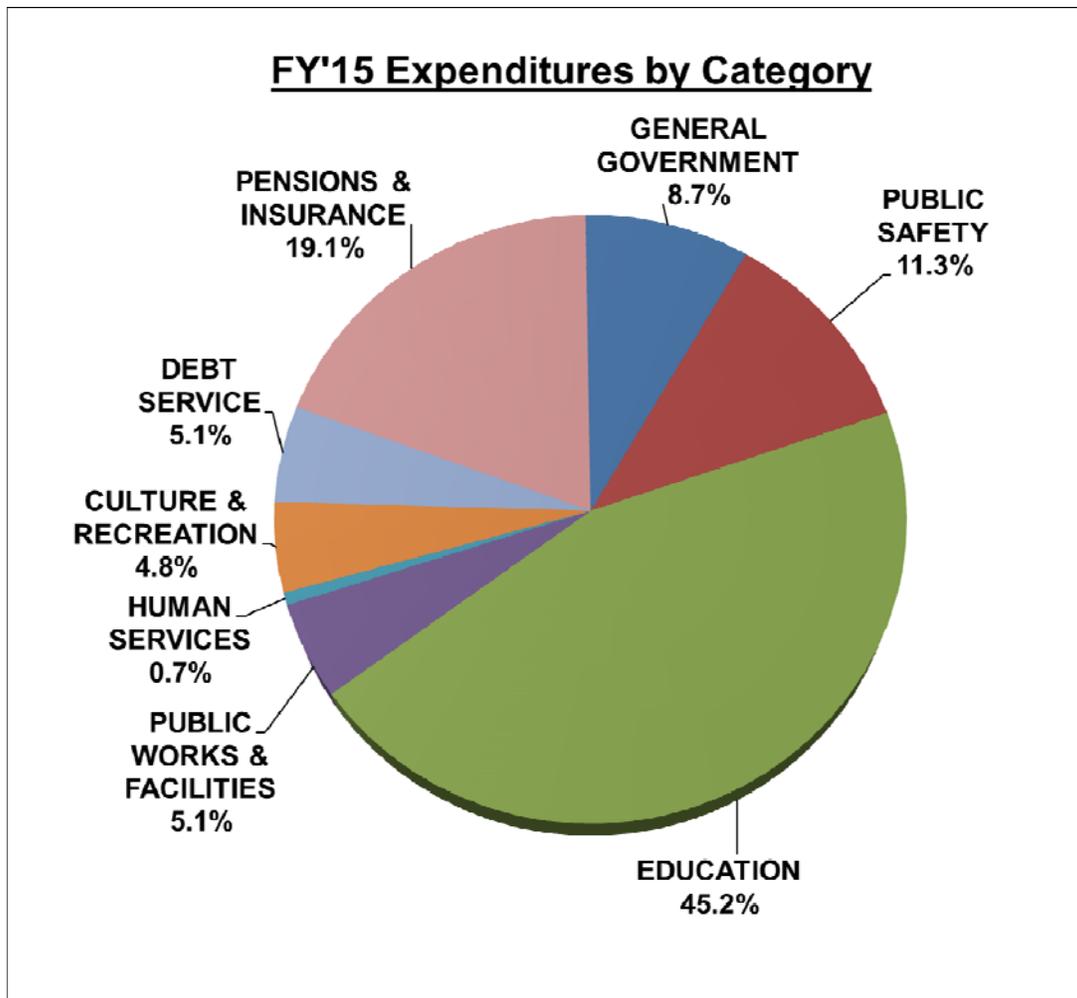
Other available funds, which are projected to provide 0.5% of revenue in FY '15, compared to 1.7% in FY '14, are a small category of miscellaneous items, such as payments from the Water Department and Hanscom Air Force Base for certain services provided by the Town. In general, the amounts received are offset by corresponding debits. The major difference in this line item for FY' 15 is attributed to the one-time application of the Health Insurance Trust Fund monies in the amount of \$311,626 in FY '14.

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

Total Town operating expenditures consist of both the General Fund and the Water Enterprise Fund. The Water Department's operating budget (\$1,073,766 for FY '15) is funded entirely through fees paid by water consumers. The General Fund budget includes all other operating expenditures.

The proposed FY '15 budget is \$33,279,168. The General Fund total is \$31,543,430, 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 45% of General Fund expenditures. This includes the Lincoln Public Schools, Lincoln-Sudbury Regional High School and Minuteman Career and Technical High School. For the two regional high schools, 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 '15 resulting ratio for Lincoln is estimated to be 14.6% for Lincoln and 85.4% for Sudbury, which is an approximately 0.5% higher percentage for Lincoln than in FY '14. While the growth in Lincoln's portion of the high school's operating budget is projected to be no more than the growth allowed by the Finance Committee's budget guideline, Lincoln's assessment may be even less than the budget guideline due to factors discussed below (See "Lincoln-Sudbury Regional High School").

The growth in the General Government budget is 4.5%. This increase reflects the transfer of the Town Archives function from the Library, an increase in the Reserve Fund, and a decrease in Town buildings expense. The growth in the Public Safety budget is 2.6%. Pensions and Insurance expenditures for FY '15 are projected at \$6,032,991, compared to \$6,318,718 for FY '14, a 4.5% decrease driven by savings in health insurance costs. Pensions and Insurance represent 19% of General Fund expenditures.

Debt service, excluding the debt service for Lincoln-Sudbury Regional High School (and before application of the proposed CPC offset), is \$1,942,938 representing a 59% increase over FY '14. Including the proposed application of CPA funds to debt service for the Town Offices project, however, debt service would increase by 32%. The increase is due primarily to the amortization of debt that financed the Town's share of the first school building feasibility study conducted as part of the project initiated with the Massachusetts School Building Authority (MSBA) and the addition of the Library Fire Suppression debt.

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 '15 compared to FY '14 follows:

<b>Town of Lincoln</b>				
<b>FY2015 Proposed Budget</b>				
	<b>FY2014</b>	<b>FY2015</b>	<b>\$ change</b>	<b>% change</b>
<b>REVENUE</b>				
TAX LEVY	24,067,873	24,781,198	713,326	
EXCLUDED DEBT	1,507,272	1,701,127	193,855	
LOCAL RECEIPTS	1,973,786	2,013,267	39,482	
STATE AID	1,483,840	1,483,840	-	
OTHER AVAILABLE FUNDS	492,689	163,317	(329,372)	
FREE CASH	3,235,026	3,136,419	(98,607)	
<b>TOTAL REVENUE</b>	<b>32,760,485</b>	<b>33,279,168</b>	<b>518,683</b>	<b>1.6%</b>
<b>EXPENDITURES</b>				
GENERAL GOVERNMENT	2,614,533	2,732,657	118,124	
PUBLIC SAFETY	3,482,427	3,573,553	91,126	
EDUCATION				
<i>Lincoln K-8 School</i>	10,008,597	10,258,812	250,215	
<i>Lincoln Sudbury High School</i>	3,950,347	3,859,325	(91,022)	
<i>Minuteman</i>	99,011	138,243	39,232	
PUBLIC WORKS & FACILITIES	1,534,214	1,612,606	78,392	
HUMAN SERVICES	196,057	208,952	12,895	
CULTURE & RECREATION	1,494,225	1,511,178	16,953	
DEBT SERVICE	1,223,963	1,615,113	391,150	
PENSIONS & INSURANCE	6,318,718	6,032,991	(285,727)	
CAPITAL PLAN	708,698	495,508	(213,190)	
STABILIZATION FUND	543,000	517,000	(26,000)	
WARRANT ARTICLES	586,695	723,230	136,535	
<b>TOTAL EXPENDITURES</b>	<b>32,760,485</b>	<b>33,279,168</b>	<b>518,683</b>	<b>1.6%</b>

## 5. Capital Expenditures

The Capital Planning Committee (CapCom) has the fundamental purpose to work with the Finance Committee 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 develop the 25-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 '15, the Finance Committee set ceilings of \$450,000 for capital expenditures within the annual budget, and \$250,000 for the annual maintenance warrant articles. Initial FY '15 requests (cash capital and maintenance) totaled \$1,382,408. This total includes \$178,000 for ambulance chassis replenishment, which was requested from the Ambulance Enterprise fund.

The Capital Committee suggested the following disposition:

**Recommended funding for cash capital: \$495,508**

**Recommended funding for maintenance: \$196,400**

**Recommended for bonding/debt exclusion/other funding: \$297,000**

The projects recommended for bonding/debt exclusion/other funding consisted of \$178,000 from the Ambulance Enterprise fund, \$29,000 from Chapter 90 funds for variable message signs, \$75,000 from either Chapter 90 or a potential state grant to replace street lights with LED lights, and \$15,000 from a state grant fund for the replacement of the DPW heater with a more energy efficient unit. No items were recommended for bonding or debt exclusion.

The Finance Committee has reviewed and approved these funding requests, and recommends the capital expenditure and maintenance articles at proposed levels utilizing the aggregate of amounts allocated for capital expenditures within the annual budget and for annual maintenance warrant articles.

We are mindful that requests for funds to study two potentially large capital projects are being considered at Town Meeting: the Community Center Feasibility Study included in the CapCom recommendations for funding from cash capital; and an architectural/engineering and design study to develop costs for Lincoln School facility options, which is being proposed for funding from stabilization or other available funds (Article 11). The Finance Committee believes any proposed projects that could result from these studies need to be sequenced in order to minimize their tax impact and optimize the Town’s investment.

**Warrant Articles**

Article 9, Cash Capital Expenditures:	<b>\$495,508</b>
Community Center Feasibility Study	75,000
Public Works – used sander	80,000
Public Works – brine package	30,000
Public Works – trackless mower head	10,000
Town Offices WiFi	19,000
IT network upgrade	41,500
Library telephone system	24,000
Parks and Recreation pick-up truck	36,000
Police cruisers	86,690
Fingerprint/palmprint scanner	16,373
Schools – Brooks – main switchgear and subpanels	50,000
Voting equipment	11,945
Public safety study	15,000

- Article 13, Annual Classroom Maintenance:       \$75,000
- Article 14, Town Buildings Maintenance:       \$87,900
- Article 15, Library Maintenance:               \$33,500

**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 FY ‘07, 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 match of 81% on its FY ‘08 surcharge, 45% based on its FY ‘09 surcharge, 35% based on its FY ‘10 surcharge, 34% based on its FY ‘11 surcharge, 34% based on its FY ‘12 surcharge, and 65% based on its FY ‘13 surcharge. The state matching percentage on Lincoln’s FY ‘14 surcharge has not yet been announced.

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 approved at Town Meeting.

Since 2003, 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
Bemis Hall roof replacement		150,000	146,987	3,013	In progress
Codman Barn A restoration		112,000	90,153	21,847	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	In progress
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		3,939,500	3,939,500	-	Complete
Funding of Conservation Fund		288,359	288,359	-	Complete
Historic records archive and preservation		77,023	55,014	22,010	In progress
Historic Town buildings needs assessment		160,000	160,000	-	Complete
Inventory of historic properties		70,250	34,744	35,506	In progress
Model historic preservation restriction easement		5,000	5,000	-	Complete
Pierce House repairs		316,800	291,396	25,404	In progress
Bemis Hall & Pierce House energy efficient windows		264,000	54,444	209,556	In progress
Purchase of conservation land		1,100,000	1,100,000	-	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>			
Repairs & Improvements to Lincoln Library		658,679	622,679	36,000	Complete
Repairs to historic cemetery monument		42,300	42,300	-	In progress
Sunnyside Lane		792,500	792,500	-	Complete
Tot-lot at Codman Pool		50,000	45,191	4,809	Complete
Codman Tot Pool Renovation		182,000	2,093	179,907	In progress
Update of Library's fire suppression system		123,408	123,408	-	Complete
Town Office Renovation		1,000,000	1,000,000	-	Complete
Bemis Hall Repairs		190,313	139,856	50,457	In progress
LSRHS Softball Fields		50,000	-	50,000	
Admin Expenses		23,500	20,000	3,500	In progress
Fund debt service on borrowing for CPC project		841,578	728,515	113,063	In progress
Fund debt service on borrowing for Town Offices		656,450	330,025	326,425	In progress
	<b>GRAND TOTAL</b>	<b>11,836,058</b>	<b>10,739,772</b>	<b>1,096,285</b>	

The following chart summarizes money raised and appropriations to date:

CPA Revenues and Expenditures									
Revenues	FY '03-06	FY '07	FY '08	FY '09	FY '10	FY '11	FY '12	FY '13	FY '14*
Town Rev's‡	\$1,443,291	\$590,877	\$583,127	\$607,048	\$574,463	\$615,705	\$644,328	\$649,035	\$680,888
State Match	885,680	500,519	517,657	420,180	246,798	195,935	206,190	216,875	424,815
<b>Total Revenues</b>	<b>\$2,328,971</b>	<b>\$1,091,396</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>\$ 1,105,703</b>
<b>Expenditures#</b>									
Housing	\$ 942,500	\$ -	\$ -	\$ 912,000	\$553,500	\$260,000	\$ 90,000	\$ 90,000	\$ -
Historic	445,047	331,182	246,731	528,385	339,175	139,500	64,593	629,250	558,051
Conservation	513,500	36,500	250,000	56,585	20,300	400,000	-	20,000	62,774
Recreation	-	45,191	-	-	-	-	-	-	232,000
Administrative	5,000	-	-	5,000	3,000	2,500	2,500	3,000	3,000
<b>Total Approp's</b>	<b>\$ 1,906,047</b>	<b>\$ 412,873</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>
* revenues not yet certified									
‡ includes interest earned									
# actual amount spent is shown, where less than appropriation									

At Town Meeting in March 2014, the CPC anticipates recommending funding reconstruction of a stone wall at Arborvitae Cemetery, debt service for the Town Offices renovation, reconstruction of the Library's Preston Building roof, Town Archives historic items and documents restoration as well as a survey of the paper and photographic collection, renovation of 75 Tower Road, a structural study of the Codman Community Farm Hay Barn and electrical work on the Codman Community Farm Main Barn, a historical architectural area study, rehabilitation of the Smith School playground, a Wetland Trail and Observation Platform, a design study of the Bemis Hall basement, administrative expenses including a structural survey of the Flint Homestead, and debt service for previously approved projects.

### Warrant Article

- Article 12, Community Preservation Committee: **\$936,560**
  - Reconstruction of Stone Wall at Arborvitae Cemetery 50,000
  - Debt Service on Town Offices Renovation 327,825
  - Reconstruct the Library's Preston Building Roof 20,000
  - Preservation of Town Archives Items and Documents 26,667
  - Rehabilitation of Town Owned Affordable Housing Unit at 75 Tower Road 150,000
  - Codman Community Farm Hay Barn Structural Study 5,000
  - Codman Community Farm Main Barn Electrical Work 15,000
  - Historical Architectural Area Studies 6,000
  - Smith School Playground Rehabilitation 50,000
  - Wetland Trail and Observation Platform 137,355
  - Bemis Hall Basement Design Study 30,000
  - CPC Administrative Expenses including \$8,000 for a Structural

Survey of the Flint Homestead	11,000
FY '15 Debt Service –Previously Approved Projects	107,713

## 7. Governmental Accounting Standards Board Statement No. 45

As a municipal government, the Town of Lincoln is 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 requires state and local governments to report the costs and obligations related to post-employment healthcare and other non-pension benefits. These are also known as OPEB (other post-employment benefits). Specifically, GASB 45 calls for municipal governments to recognize 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 liability was first recorded by the Town in its FY '09 financial statements. There is no requirement to fund the obligation, but the liability will grow over time given the Town's current strategy for paying these costs.

The Town has a significant OPEB liability for benefits to be received through its Postretirement Medical and Life Insurance Plan. The liability represents the present value of benefits earned to date and can be spread, or amortized, over a period of up to 30 years. 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.

After action by Town Meeting in prior years, Lincoln's liability was reduced from an initial \$61.7 million in 2007 to \$46.1 million (measured as of the last actuarial review using data at June 30, 2012). Actions taken by the Town that have reduced the original liability include establishing and depositing monies into a GASB 45 trust fund and adopting Section 18, under which qualified retirees must join Medicare. The Town also moved in recent years to provide health insurance through the Massachusetts Interlocal Insurance Association (MIIA) instead of self-insurance and made health care plan design changes.

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 a small amount into the GASB 45 trust fund toward the larger liability. The balance in the fund is now \$2,921,069. The latest valuation showed an annual required contribution of \$5.0 million, of which \$1.3 million represents current payments to retirees. The difference in these amounts each year is added to the liability.

Recently, the Finance Committee has increased the annual contribution to the GASB 45 trust fund by \$100,000 each year. For FY '15, the committee recommends that Town Meeting appropriate \$450,000 (Article 17) as a further contribution to the trust fund against the liability.

Our current practice of funding the annual cost of retirees and contributing a modest amount to the trust fund – as well as closely managing health care expenses – puts Lincoln ahead of many peer communities in addressing the GASB 45 issue. Nevertheless, the obligation will grow in the future. This increased liability will appear in the Town's financial statements as a reduction

to fund balances. Lower balances could adversely affect the Town’s AAA bond rating. The Finance Committee continues to explore options that could further reduce our liability without significant impact on the Town’s operations.

**Warrant Article**

- Article 17, Funds for Group Insurance Liability Trust Fund: \$450,000

**8. Property Tax**

The table shows the estimated tax impact on the median house of the proposed FY ‘15 budget. The estimate assumes a FY ‘14 assessment value for the median value single family home of \$819,700. FY ‘15 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.

FY15 Known Tax Increases					Potential Offsets to Reduce Taxes (To reduce debt service)	
		Prop 2.5%	Existing Debt Exclusions	Total FY15 Estimated Tax Bill	CPC Funds	GrandTotal Tax Bill
Fiscal Year Impact	FY 2014	FY 2015	FY 2015	FY 2015	FY 2015	FY 2015
Increases/(decreases)		\$604,663	\$ 538,997	\$1,143,660	\$ (327,825)	\$ 815,835
Dollar Tax Impact		\$ 281	\$ 251	\$ 532	\$ (153)	\$ 379
% Tax Impact		2.38%	2.12%	4.50%	-1.30%	3.21%
Median Tax Bill	\$ 11,812			\$ 12,344		\$ 12,191

**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. For example, state aid is dependent upon economic performance of the Commonwealth as a whole and is typically not certain until after the Town’s budget is in place. On the expenditure side, the share of funding for operations at both Lincoln-Sudbury Regional High School and Minuteman Career and Technical 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.

Many indicators point to improved economic conditions that could provide the Town comfort to boost spending for enhanced levels of service and capital investment. Unemployment is declining nationally and in Massachusetts. While both interest rates and inflation have recently displayed upward pressure, they remain low. Here in Lincoln, the assessed value of the median single family home rose in FY ‘14 to \$819,700, 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 seventh 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 and savings in the Lincoln Schools budget that were returned to the Town. Lincoln's high Free Cash balance of over \$4.1 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 '15 budget, Free Cash represents 9.3% of projected revenues. As recently as FY '08, that share was just 7.3%. The committee believes it is unlikely that savings which contributed to the current balance will persist, and consequently there may be pressure on the tax levy in future years.

After recent investment in road improvements and the renovation of Town Offices, Lincoln remains relatively underinvested in capital. In FY '15, funding for capital projects as measured by principal and interest payments on debt approved at prior Town Meetings is projected to be about 5.1% of operating expenditures. While this is an increase from the low of 1.0% in FY '10, rating agency guidance suggests that funding for major capital projects should represent between 5% and 14% of operating expenditures.

The Town continues to discuss how to address facilities needs at the Lincoln School after a proposed building project developed with and partially funded by the Massachusetts School Building Authority (MSBA) failed to garner the 2/3 majority required to pass Special Town Meeting in November 2012. Town Meeting in March 2014 will be presented with an article to provide architectural and engineering design funds to study options for addressing school facility needs. While the amount to be requested had not been finalized at the time this report was written, the Finance Committee supports the use of the current balance of the Stabilization Fund or other available funds for this purpose. We are hopeful that this effort will help to yield a shared understanding of the options available to the Town. At the same time, the committee also supports the expenditure of \$75,000 from the cash capital allocation recommended by the Capital Planning Committee on a study of options to provide space for a community center. We acknowledge that this study would begin to address another significant need identified by the community. With both the school facility and community center projects moving forward, the committee is cognizant that the sequencing of capital projects is critical to managing the impact on the Town's financial position and on residents' tax bills.

As the Town faces potentially lower Free Cash balances in the future and works to determine next steps in addressing capital needs, the Finance Committee will continue to act to preserve Lincoln's financial capacity and flexibility. For FY '15, these actions include maintaining a budget that supports efficient operations and does not require an override for operations, capital spending, or debt-funded projects. In addition, we recommend the Town continue to build its reserves. With the FY '15 budget, we propose adding \$517,000 to the Stabilization Fund. The budget also incorporates the committee's decision to revise the formula for funding the Reserve

Fund so that it represents 1.25% of the prior year’s operating budget, rather than a static amount. This change would boost reserves by \$60,000 in FY ’15.

**General Government**

FY ‘13 Actual	FY ‘14 Budget	FY ‘15 Proposed
<b>\$2,401,346</b>	<b>\$2,614,533</b>	<b>\$2,732,657</b>

**General Information**

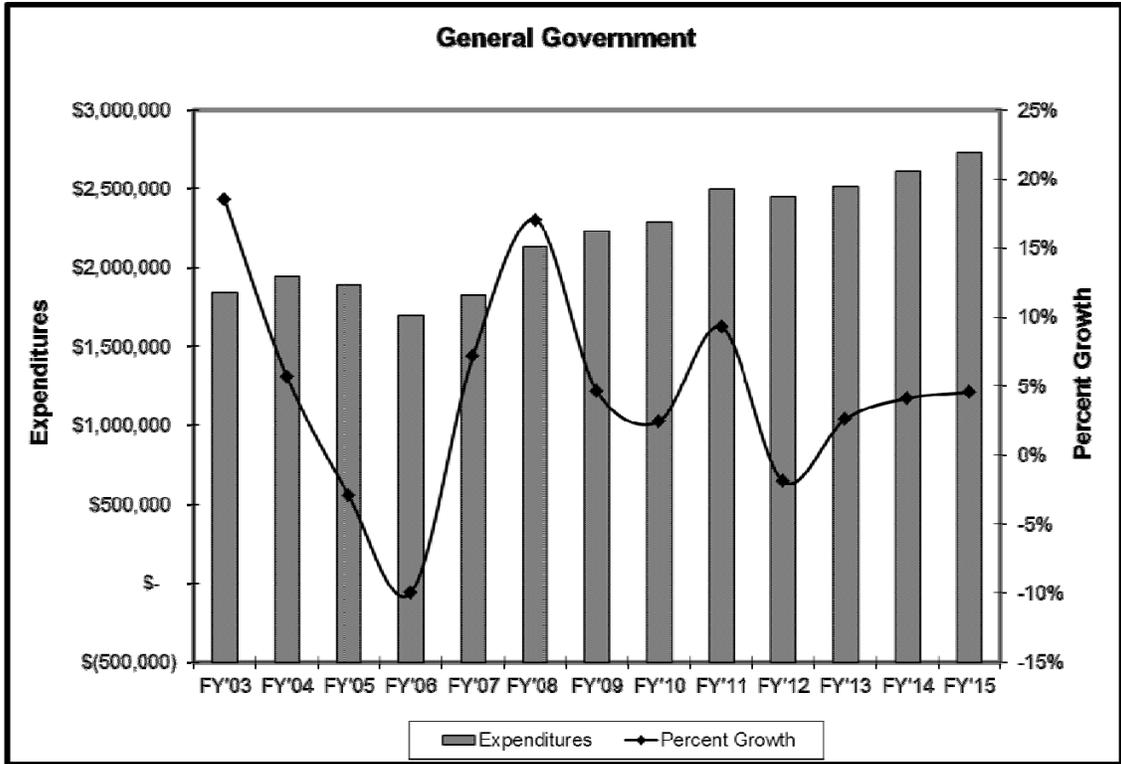
General Government includes: Board of Selectman, Finance Committee, Town Offices, Legal Services, Reserve Fund, Assessors, Law Department, Town Clerk, Town Archives, Registrar of Voters, Conservation Commission, Planning Board, Board of Appeals, Town Report, and Town Buildings. The largest account is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

**Key Issues**

- The FY ‘15 budget is an increase of 4.5%, which is above the 2.5% increase budget guideline. The increase includes the transfer of the Town Archives function from the Library budget (\$21,548).
- The increase in the FY ‘15 budget also incorporates a higher balance in the Town’s Reserve Fund. 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. In recent years, the Reserve Fund has been set at a static amount. The committee recommends revising the level of the fund to 1.25% of the prior year’s budget in order to allow it to fluctuate with the size of budget. This change results in an increase of \$60,000 in FY ’15.
- The Town buildings account is decreased by \$26,800 from the FY ’14 budget primarily as a result of eliminating a contingency for utility charges that was provided in the first full year that the newly-renovated Town Offices were occupied.
- FY ’15 is the final year of the current contract between the Town and its three unions. The agreements include a 3.0% cost of living adjustment for the upcoming fiscal year.

**Warrant Articles**

- Article 9, Town Offices WiFi: \$19,000
- Article 9, IT network upgrade: \$41,500
- Article 9, Voting equipment: \$11,945
- Article 12, Preservation of archived documents: \$26,667
- Article 14, Town buildings maintenance: \$87,900
- Article 20, Bright Light Award (bestowed on a volunteer or staff person whose efforts helped improve the quality of town services/programs or led to savings): \$500



### Public Safety

FY '13 Actual	FY '14 Budget	FY '15 Proposed
\$3,422,393	\$3,482,427	\$3,573,553

#### General Information

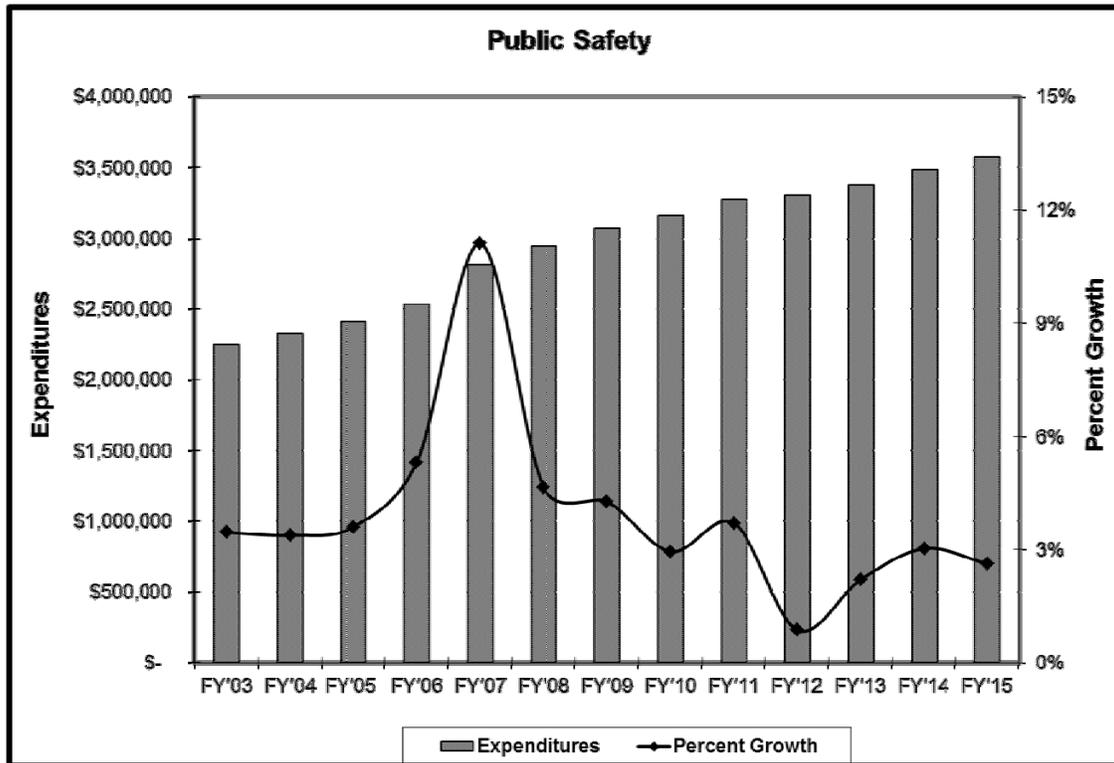
Public Safety includes the police department, the fire department, emergency medical services, the building department, the communications center, emergency management, and the dog officer.

#### Key Issues

- The FY '15 budget is a level services budget. The budget retains permanent current staffing, with no additional positions or expanded hours for existing staff.
- An increase of \$3,000 is recommended for the building department budget to provide fill-in service while the Building Inspector is on vacation.
- FY '15 is the final year of the current contract between the Town and its three unions. The agreements include a 3.0% cost of living adjustment for the upcoming fiscal year.

#### Warrant Articles

- Article 9, Police Cruisers: \$86,690
- Article 9, Fingerprint/palmprint scanner: \$16,373
- Article 9, Public Safety study: \$15,000



## Lincoln Public Schools

<b>FY '13 Actual</b>	<b>FY '14 Budget</b>	<b>FY '15 Proposed</b>
<b>\$9,636,916</b>	<b>\$10,008,597</b>	<b>\$10,258,812</b>

### General Information

The Lincoln Public School Committee operates the Lincoln Public Schools Preschool to Grade 8 programs at the Lincoln School on Ballfield Road and at the Hanscom Primary School and Hanscom Middle School located on Hanscom Air Force Base. The Committee's overarching goal is to maintain and improve educational programming and school facilities within the fiscal constraints established by the Lincoln Finance Committee and the contract with the Department of Defense to operate the Hanscom schools.

The FY '15 budget for the operation of the Lincoln School is within the 2.5% growth guideline established by the Finance Committee and is also supported by approximately \$1.1 million in grants, fees and reimbursements. This level of support will provide the resources needed to maintain the existing program and make modest improvements in supports for students and teachers. The School Committee continues to operate the schools at Hanscom under a contract with the Department of Defense. This contract is beneficial to the district and provides funding for half the cost of central office operations, curriculum design and professional development. The value of the contract is between \$50 million and \$65 million over five years, depending upon enrollment.

The School Committee and School Building Committee (SBC) worked with the Massachusetts School Building Authority (MSBA) to develop an educationally sound, fiscally responsible solution to the facilities needs of the Lincoln School, but the Preferred Option proposal presented to the community did not receive the necessary two-thirds vote at the Special Town Meeting in 2012. Following a series of public outreach forums early last year, the School Committee formed the School Building Advisory Committee (SBAC) to propose potential pathways towards addressing the facilities needs of the Lincoln School. After several months of study, in November 2013 the SBAC recommended two L-shaped pathways to the School Committee. Details may be found in the SBAC report linked to the Lincoln Public Schools website at [www.lincnet.org](http://www.lincnet.org). Community feedback at subsequent public forums advised the School Committee to request funding at this Town Meeting for costing out the various SBAC pathways, which include exclusively-Lincoln funded options, in preparation for further discussions with the community.

The School Committee and administration are also working with the Department of Defense on the design and construction of a new Middle School and a new Primary School for Hanscom. The federal government will fund the entire project. The total project cost for the Hanscom Middle School is approximately \$39 million and will serve 310 students in 85,000 square feet of new educational space. A contract was awarded to J&J Contracting of Lowell, and notice to proceed was issued on February 12, 2014. The first activity will be the erection of a large temporary modular facility to house the entire Middle School during construction, with the

demolition of the current Middle School scheduled for this coming August. Planning for the design and replacement of the Hanscom Primary School will continue in 2014. The project is currently about 50% designed, with construction planned to follow the completion of the new Middle School. The new Primary School is projected to cost \$39 million for the 80,000 square feet of new educational space to be constructed on the current Primary School footprint, and will be connected directly to the new Middle School when completed.

The School Committee requested funds for several capital warrant initiatives in recognition of the need for continued maintenance and repair of the current Lincoln School pending the outcome of the ongoing discussions, and in recognition of the capital replacement needs at the Hartwell Building. Cash capital in the amount of \$75,000 is recommended for continued preventive maintenance and classroom rehabilitation. These funds support routine maintenance for several smaller projects each year. Finally, the School Committee has proposed a warrant article to fund the architectural and engineering effort to develop costs for the pathways identified by the School Building Advisory Committee.

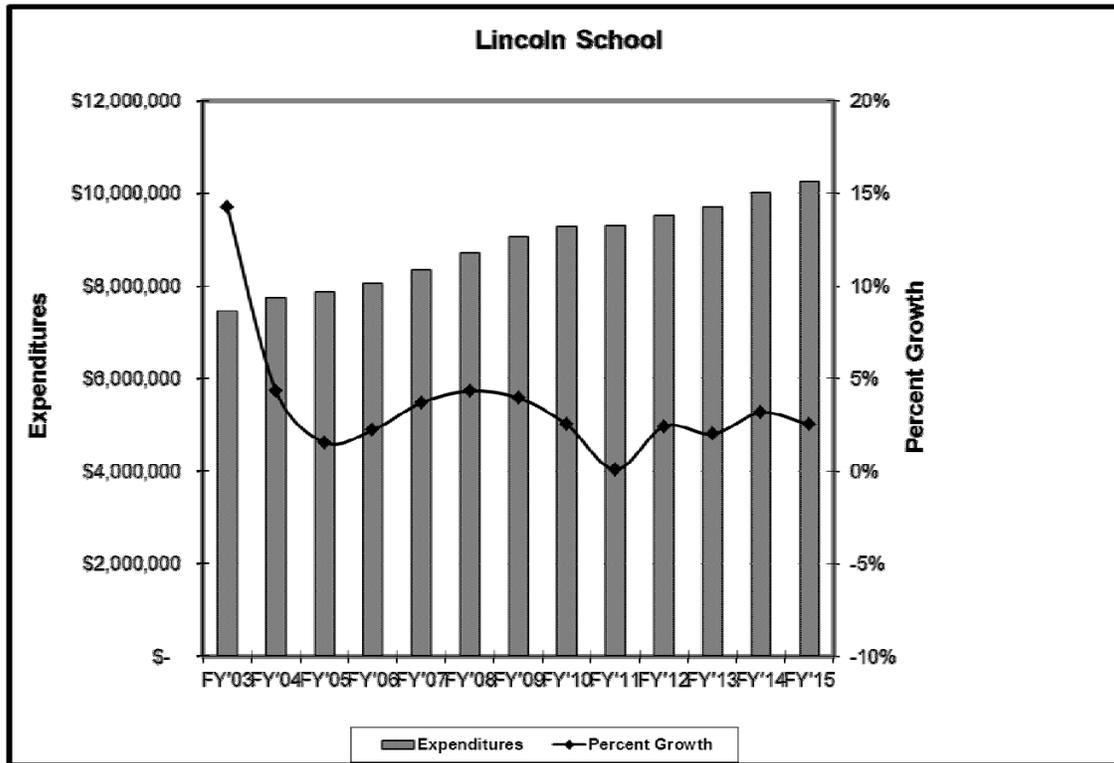
### **Key Issues**

- K – 8 enrollment for the 2014-2015 school year is projected to remain relatively constant at 599 compared to 595 students enrolled on October 1, 2013. The number of classroom sections will be reduced by 2 to 31 sections, and the number of sections at each grade will adjust to match the size of each cohort moving through the school. The Lincoln School will continue to enroll students from Boston through the METCO program, and the projected enrollment of METCO students is 91.
- Personnel costs continue to represent almost 80% of the Lincoln School's operating costs. The School Committee is currently in negotiations with the Lincoln Teachers Association, and remains optimistic that it will be possible to advance this year's program into next year and stay within the Finance Committee's guidelines.
- Special education costs at the Lincoln School remain essentially level, and receipts from special education circuit breaker and Medicaid reimbursements are factored into the FY'15 budget.
- Two major initiatives related to the educational program were reported last year, and their implementation will continue into FY '15. Implementation of the new MA Educator Evaluation system began at the beginning of this school year. The statewide educator evaluation regulations require changes in the way administrators and teachers are evaluated and involve multiple measures of student performance as one factor in evaluating an educator's job performance. The second initiative is the adoption of the new State curriculum frameworks in mathematics and English language arts. Work to revise Lincoln's Learning Expectations and the realignment of core curriculum is mostly complete. The district is working on refining the systems for standards-based teaching, assessing and reporting established for grades kindergarten through eighth grade last year.

### **Warrant Articles**

- Article 9, Replace main switchgear and subpanels, Lincoln School: \$50,000
- Article 11, Architectural/engineering studies and designs for the Lincoln School: amount to be determined.

- Article 12, Replace Kindergarten playground: \$50,000
- Article 13, Annual classroom rehabilitation and preventive maintenance program: \$75,000
- Article 19, Transfer Medicaid reimbursements into budget: \$33,000



**Annual Town Report: Lincoln Public Schools  
Executive Summary  
FY '15**

**I. Introduction**

The Lincoln Public School District serves a diverse student population in preschool through grade 8 with children from four communities: Lincoln residents; residents of the Hanscom Air Force Base; Boston families in the METCO Program; and school and Town employees. The Lincoln school district differs from the neighboring school districts – it is smaller, it includes the schools on the Air Force Base, it has a relatively high level of economic and racial diversity. Nevertheless, comparisons with the neighboring districts -- Bedford, Concord, Lexington, Sudbury K-8, Wayland, and Weston – provide useful information about the profile and performance of our schools.

**II. District profile** [Note: Unless otherwise noted, the information provided is based on the 2012-2013 school year. Where we refer to Lincoln Public Schools (LPS), the district, we are including the Hanscom schools, while ‘Lincoln School’ refers only to the Lincoln campus.]

**Enrollment:** The 2012-2013 K-8 student enrollment at LPS was 1,107 students, including 492 students at Hanscom Air Force Base and 615 students on the Lincoln campus. In addition, there were 134 preschool students attending programs at Hanscom Air Force Base and on the Lincoln campus.

**Staffing:** LPS salaries are comparable to our peer communities and reflect the high number of experienced, senior teachers. In 2011-12, we had 121.6 full-time equivalent teachers with an average teacher salary of \$79,798, down from \$81,693 in the previous year (due to retiring teachers replaced by more junior teachers).

**Class Size:** LPS maintains an enviable average class size of 15.7, while our peer communities have, on average, a class size of 18.2, and only Bedford has a lower average class size.

**Diversity:** Lincoln has a longstanding commitment to the METCO program, and now enrolls 91 Boston residents at the Lincoln School through this program (the highest percentage of any community in the Boston metropolitan area). In addition, Lincoln has the second highest level of low-income enrollment among the comparison communities (and the highest level if one includes the Hanscom schools).

**Per-pupil Expenditure:** The residents of Lincoln provide generous support to the public school district. Lincoln remains above most of our peer communities in per pupil expenses, but as responsible stewards of Town funds, the School Committee aims to ensure that tax dollars are used effectively and is trying to moderate budget growth slightly over the next 5 years, while still making important strategic investments in our budget. Towards that end, the per-pupil expenditure in the 2011-2012 school year for the whole district was \$19,598, a decrease of more than 5% from the previous year. The school administration and School Committee worked in 2013 to return almost \$200,000 from the school budget to the Town, for the second year in a row. The Lincoln Public School District is committed to providing the community with a high quality educational experience that is a financial value.

Our per-pupil costs are relatively high for the following reasons:

- Lincoln is a *small district* that does not benefit from economies of scale that a larger district obtains by spreading administrative costs across a larger number of students.
- Lincoln has enviably *small class sizes* and an unusually high level of *instructional assistant support and training*.
- Lincoln is a K-8 district, while most of our neighbors have a single school system to serve students through the 12<sup>th</sup> grade, which allows for further economies of scale.
- Lincoln provides a high level of *professional development and planning time* to teachers during Wednesday release days, weekly times for collaborative work with teams, summer work, and funds for conferences and courses. Teachers have at least 3 hours of planning time built into each week so they can prepare lessons, review and respond to assessments, connect with parents, and collaborate with colleagues.
- Lincoln's educational program is intentionally rich in "*specials*" including foreign language, science enrichment, art, music, and technology/engineering. These programs provide a broad and rich educational experience for students. Secondarily, the provision

of specials provides the opportunity for teams of teachers to collaborate. This results in better teaching and more engaged teachers.

### **III. Outcomes**

The Lincoln school district, with all the districts in the state, is developing outcome measures and performance benchmarks, an integral part of a new evaluation system for teachers and administrators that is being implemented this year. Because much of this effort is relatively new in Lincoln and statewide, the Lincoln Public Schools are still in the process of developing consistent and reliable measures of student performance beyond MCAS. We think MCAS is *a useful* measure but not *the only useful* performance measure and we are working to identify other performance benchmarks for future years of the Annual Report.

**MCAS:** First a note, LPS has a higher percentage of low-income students than any of our surrounding comparison districts other than Bedford. DESE notes that low-income students are a high-risk group and significant achievement gaps exist across the nation for such students. Thus, we have compared achievement at grade 8 when the Lincoln School has had the greatest amount of time to make up for any early gaps in learning.

In the spring of 2013, 100% of the 8<sup>th</sup> graders in the Lincoln School scored ‘proficient’ or ‘advanced’ on the English Language Arts portion of the MCAS. On this specific test, the achievement and the growth demonstrated by the Lincoln School students were higher than those of the 8<sup>th</sup> graders in any of the neighboring districts.

On the Math portion of the MCAS, spring, 2013, 84% of the Lincoln School 8<sup>th</sup> graders scored ‘proficient’ or ‘advanced.’ The Lincoln School’s Composite Performance Index for this test was 93.8, second only to Lexington among the neighboring school districts.

The consistently strong performance of Lincoln and Hanscom students on the MCAS (*even among harder-to-educate sub-populations of students*) means that LPS is one of only 32 districts in the commonwealth classified as Level 1.

**Special Education:** It is a legal and philosophical tenet of American education that students with special needs should be educated in the least restrictive environment available. An indicator of the district’s success in this regard was that, in the 2011-2012 school year, 88.4% of the LPS students in Special Education were in full inclusion programs, which means that they spent 80% or more of the school day in general education classrooms. That the district has the skilled professionals, administrative leadership and programmatic supports that make this level of full-inclusion education possible is a point of pride. The average full inclusion rate for the six neighboring towns was 73.2%.

### **IV. Achievements and Challenges**

According to some of the standard, though not unproblematic, measures of cost and achievement, the Lincoln Public School district has performed with increased efficiency over the last two years – improving performance (as indicated by the 8<sup>th</sup> grade MCAS scores) while lowering costs (as indicated by the per-pupil expenditures). The per-pupil costs in Lincoln have declined for two consecutive years even while the state average per-pupil costs have risen more

than 2% each year. In each of the last two fiscal years, the school district has set a non-override budget within Finance Committee guidelines, has been able to return unspent funds to the Town and has been able to make significant additional contributions to the Town's fund for retiree post-employment benefits other than pensions.

The main challenge facing the School Committee is to develop a plan, in cooperation with other Town boards, to address the serious facilities needs on the Lincoln campus. At the same time, the district is managing two building projects on the Hanscom campus (fully funded by the Department of Defense). Within the schools, the primary ongoing challenge is posed by the implementation of the new state-mandated educator evaluation system. The difficult task is to realize the potential benefits of increased accountability and increased clarity about student achievement without imposing too high a cost in the devotion of instructional time to testing and in the use of educator time to data management. The school administration has been working closely with the Lincoln teachers to implement a system that can help the district to retain high-quality professionals and to advance student growth.

The full school's annual report (complete with annotated graphs and charts) can be accessed at: [Lincnet.org](http://Lincnet.org).

**We welcome your feedback. For more information on the Lincoln schools, including our budget, Annual report to Town meeting, complete MCAS report, visit [Lincnet.org](http://Lincnet.org) or [DESE](http://DESE).**

**Lincoln-Sudbury Regional High School**

	<b>FY '13 Actual</b>	<b>FY '14 Final Appropriation</b>	<b>FY '15 Proposed</b>
<b>Total Budget</b>	<b>\$28,140,668</b>	<b>\$28,925,300</b>	<b>\$28,112,654</b>
<b>Offsets*:</b>	<b>-3,533,208</b>	<b>-3,533,208</b>	<b>-3,030,459</b>
<b>Total Assessment:</b>	<b>24,687,877</b>	<b>24,687,877</b>	<b>25,082,195</b>
<b>Lincoln Share:</b>	<b>\$3,853,997</b>	<b>\$3,950,347</b>	<b>\$3,859,325</b>

\*Offsets do not include SBAB reimbursement on construction and premium offsets for the debt service

## **General Information**

The FY '15 proposed budget of Lincoln-Sudbury Regional High School reflects a higher enrollment than in recent years, with stability or savings in key cost drivers that allows for additional staffing to lower class sizes and permits the high school to rebuild reserves. While the cost of the high school's proposed information technology project has not been finalized, Lincoln's appropriation is anticipated to be sufficient to fund the Town's share. The Finance Committee supports the project and looks forward to further review by the Capital Planning Committee to ensure its success.

The high school's official FY '14 enrollment is 1,699, which includes 1,640 in-school students and 59 students in out-of-district placements. The in-school enrollment figure is the highest since FY '09 due primarily to an increase of 64 9<sup>th</sup> graders. Total enrollment is expected to dip slightly to 1,633 in FY '15, and then return to the current level in FY '16 before declining steadily to a projected 1,449 students in FY '22.

Each town's share of the annual payment obligation to the high school ("assessment") consists of two portions: 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. The allocation of this portion between the two towns is determined by a wealth formula established under state law and updated annually. The second portion is the amount of funding above the minimum contribution. That portion is allocated based on a three-year rolling average that measures the town's relative number of students enrolled at the high school (as well as out-of-district special education and charter/choice school programs). The amount of the assessment outside the levy is typically for 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 enrollment.

Lincoln's share of the total assessment for FY '15 is estimated at 14.62%, a nearly 4% increase over the FY '14 total assessment of 14.08%. The minimum contribution for Lincoln increased to 14.73% from 14.36% in FY '14, while the town's three-year rolling average of enrollment increased to 14.45% from 14.33%. Lincoln's total share has been in the 12-16% range for about the last 20 years.

The "Total Budget" shown in the above chart is the sum of the operating budget, which is subject to each town's respective Finance Committee guideline, 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", and the "Lincoln Share" is then determined by the two-part apportionment ratio. "Offsets" can include "reapportionment", which represents surplus funds from a given year that are applied to reduce the assessment two years later (e.g., surplus funds from FY '13 would be available in FY '15).

The regional agreement requires that the high school's 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. As noted earlier in the Finance Committee Report, the Lincoln guideline for FY '15 is 2.5%. This guideline is applied to the high school budget after first accounting for the cost of debt service,

health and other insurance, and pension contributions. Sudbury's guideline for FY '15 is also 2.5%; however, this increase also applies to the specific costs that Lincoln first excludes from the calculation. As a result, the Sudbury guideline for FY '15 is more restrictive.

The high school's proposed budget for FY '15 is based on stability in key expense categories that provides capacity for program enhancements within both towns' guidelines. The cost of special education out-of-district placements had grown significantly in recent years, as the number of placements increased from 34 in FY '10 to 63 in FY '13. During this time, the cost net of offsets and reimbursements rose from \$2.4 million to \$4.1 million. The number of placements has stabilized, with 61 in FY '14 and a projected 60 in FY '15. An increase of 3.3% in per placement tuition will be nearly offset by a reduction in transportation expense. Health care benefits and utilities costs, which represent a combined 12% of the operating budget, are assumed to be at the same level as in the current year.

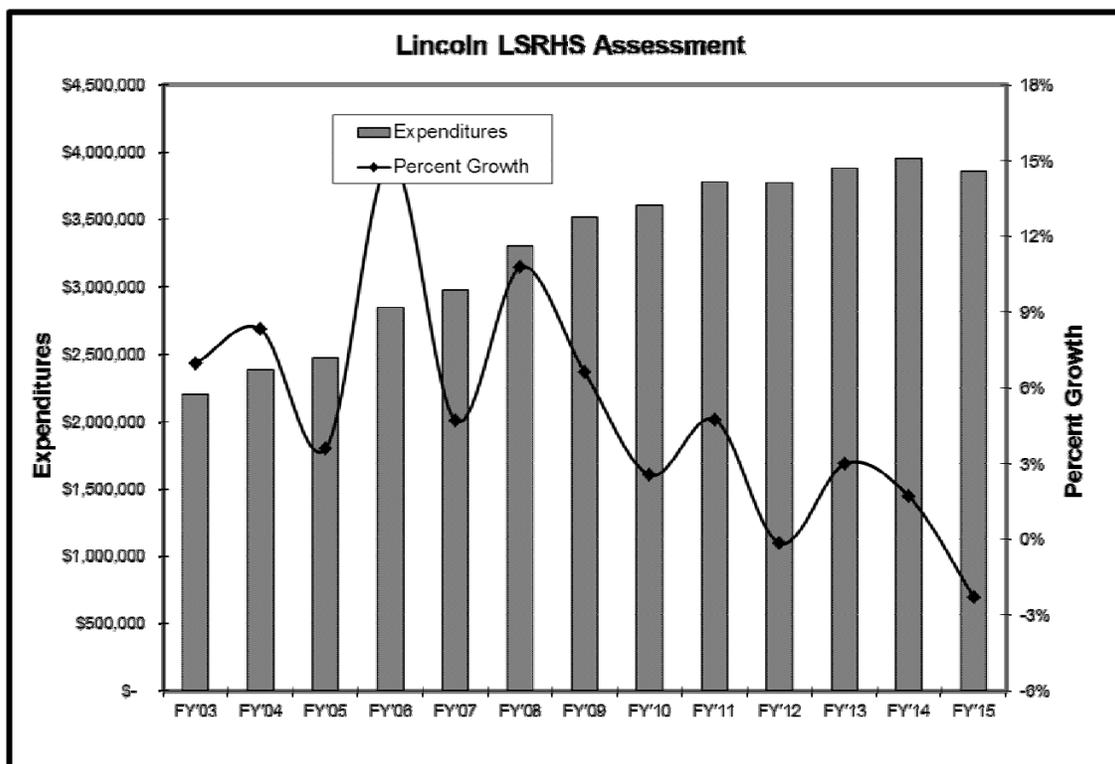
Significant enhancements contained in the proposed budget include the addition of 3.28 full-time equivalent (FTE) teaching and support positions. The high school also intends to spend \$150,000 on replacing various instructional capital assets. In addition, the high school does not expect to reappropriation the surplus from FY '13 - which totals \$442,574 and includes an operating budget surplus of \$175,344 and additional revenues of \$267,230 (unaudited) - toward the FY '15 budget, but instead to direct it to the Excess & Deficiency (E&D) Fund in order to grow that balance to the target level established by state law. That target represents 5% of the operating budget and budgeted capital costs. In addition to increasing the E&D Fund, the School Committee's goals are to add to the Stabilization and Other Post-Employment Benefits (OPEB) Funds. Once the E&D target is reached, LSRHS will reappropriation the excess by applying it against the total assessment.

The high school is proposing a capital project for FY '15 designed to improve information technology services on the campus. An early estimate of total project costs is \$724,723. The project consists of two components: enhanced network infrastructure (\$584,454) and a server upgrade (\$140,269). Capital project costs are distributed between the two towns on the basis of the rolling three-year average enrollment, and therefore Lincoln's share would be \$104,723, or 14.45%. At the time this report was written, the project scope was not complete, and the Lincoln Capital Planning Committee had not been able to review the final project proposal on behalf of the town. The Finance Committee anticipates that Lincoln's share of the ultimate project costs could be accommodated within the Town's appropriation to the high school. We support the project and appreciate the Capital Planning Committee's contribution to its eventual success.

It is possible that some amount of funding for the high school that is available under the Lincoln Finance Committee guideline will not be required for spending in FY '15. The committee recommends that any allocation to the high school that is not required to fund its final budget be appropriated to the Town's Stabilization Fund to use for needs in subsequent years.

## Key Issues

- The budget guidelines in both Lincoln and Sudbury would accommodate the high school's proposed budget without an override.
- The recommended appropriation for Lincoln's share of the high school budget for FY '15 represents a decrease of \$91,022 due primarily to a reduction in debt service on bonds issued to construct the high school.
- The current high enrollment level will be sustained through FY '17 before a projected steady decline.
- The high school has voted to not apply reapportionment to the FY '15 budget, but instead to build its reserves (Excess & Deficiency Fund), and add to its OPEB and Stabilization funds.
- The high school budget assumes the same amount of state aid as in FY '14. Lincoln's assessment would increase if the final state budget provides less than the high school anticipates or decrease if state aid is higher.
- In FY '15, the high school will operate under the final year of a three-year contract with the teacher's union.
- A nominal increase in special education out-of-district placement tuitions is expected to be nearly offset by a decrease in associated transportation expenses.
- Health insurance for both active employees and retirees is obtained through Minuteman Nashoba Health Group, a purchasing group coalition. The high school projects no increase in this cost for FY '15.
- Lincoln's share of a proposed information technology initiative is estimated to be approximately \$105,000. This amount could be accommodated within the recommended appropriation for the high school.



**Annual Town Report: Lincoln-Sudbury Regional High School  
Executive Summary  
FY '15**

**Comparative Data**

**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 report 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 latest data provided by the State’s Department of Elementary and Secondary Education (DESE). Whenever possible, data for the 2012-2013 school year is used. 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 FY’12 was \$17,340, 2.5% above the group average.

District	FY12 Per Pupil Expenditure	Out of District Tuition as % of Budget
Acton-Boxborough	\$13,697	11.9%
Bedford	\$16,600	16.7%
Concord-Carlisle	\$20,525	14.0%
Lexington	\$16,726	6.9%
Lincoln-Sudbury	\$17,340	16.2%
Newton	\$16,400	6.7%
Wayland	\$15,902	5.6%
Wellesley	\$15,085	9.6%
Weston	\$19,915	3.8%
Average:	\$16,910	10.1%

**Graduation Rate**

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 2012, Lincoln-Sudbury had the highest 4-year graduation rate among the peer groups 98.7%.

<b>4-Year Graduation Rates</b>	
Acton-Boxborough	97.1%
Bedford	92.2%
Concord-Carlisle	96.5%
Lexington	95.4%
Lincoln-Sudbury	98.7%
Newton	95.5%
Wayland	97.8%
Wellesley	97.1%
Weston	95.0%
Group Average:	96.1%

### **MCAS Results**

Using the 2013 MCAS scores for 10<sup>th</sup> graders reveals that 81% of our tenth grade students were advanced (the highest category) in Math, ranking 4<sup>th</sup> out of the peer group. In 10<sup>th</sup> grade English, 71% of our students were advanced, ranking 6<sup>th</sup> among the peer high schools. In 10<sup>th</sup> grade Science, 49% of our students were advanced, ranking 5<sup>th</sup> among the peer group. In regard to scoring Proficient/Higher on the 10<sup>th</sup> grade MCAS, the results were as follows: English – 98%, Math – 93%, and Science – 85%.

### **Class Size**

The high school continues to see a large percentage of students in classes with 25 students or more.

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

	FY13	FY14
Science	61%	50%
Math	36%	39%
English	56%	61%
History	64%	70%
Language	36%	44%
Fine, Applied, and Technical Arts (FATA)	40%	33%
Wellness	34%	32%
Average:	47%	47%

## Minuteman Career and Technical High School

	<b>FY '13 Actual</b>	<b>FY '14 Budget</b>	<b>FY '15 Proposed</b>
<b>Total District Budget</b>	<b>\$17,251,713</b>	<b>\$18,547,098</b>	<b>\$19,645,065</b>
<b>Lincoln's Assessment</b>	<b>\$95,655</b>	<b>\$99,011</b>	<b>\$138,243</b>

### General Information

Minuteman is a four-year career and technical high school serving 16 member-towns: Acton, Arlington, Belmont, Bolton, Boxborough, Carlisle, Concord, Dover, Lancaster, Lexington, Lincoln, Needham, Stow, Sudbury, Wayland, and Weston. These municipalities comprise the Minuteman Regional Vocational School District. High school students from a number of neighboring non-member towns also attend Minuteman. The school provides over 20 career and technical programs and rigorous academics, as well as a variety of part-time, after-school, middle school, and post-secondary programs, and a technical institute which offers individual economic opportunity and career development for adults.

The District is funded by a combination of assessments from the member-towns, tuition payments by each non-member town, and revenue from state and federal reimbursements. Currently, operating costs are assessed on member-towns under a two-part formula. The state mandates that member-towns first be charged certain “foundation” or minimum amounts based on wealth factors. The amount of the operating budget in excess of the foundation budget is assessed on member-towns based on enrollment. Capital costs (including debt) are presently assessed to member-towns based on enrollment only. Non-member towns do not contribute toward capital costs.

### The Budget for FY '15

The budget proposed for FY '15 of \$19,645,065 represents an increase of 3.9% in total member community assessments from the previous year, while the total increase in the budget is 5.9% from the previous year. Driving the budget increase is the anticipated increase in total enrollment, health insurance, and capital repair costs. This increase in the budget is intended to allow Minuteman to provide more direct support to students by shrinking mathematics class sizes, increasing Special Education support, and adding additional support.

Additionally, the budget will accommodate any unfunded state mandates such as new student achievement assessments (PARCC) and the new Educator Evaluation System, an increase in insurance costs, the outcome of collective bargaining underway and capital projects necessary to maintain the current facility.

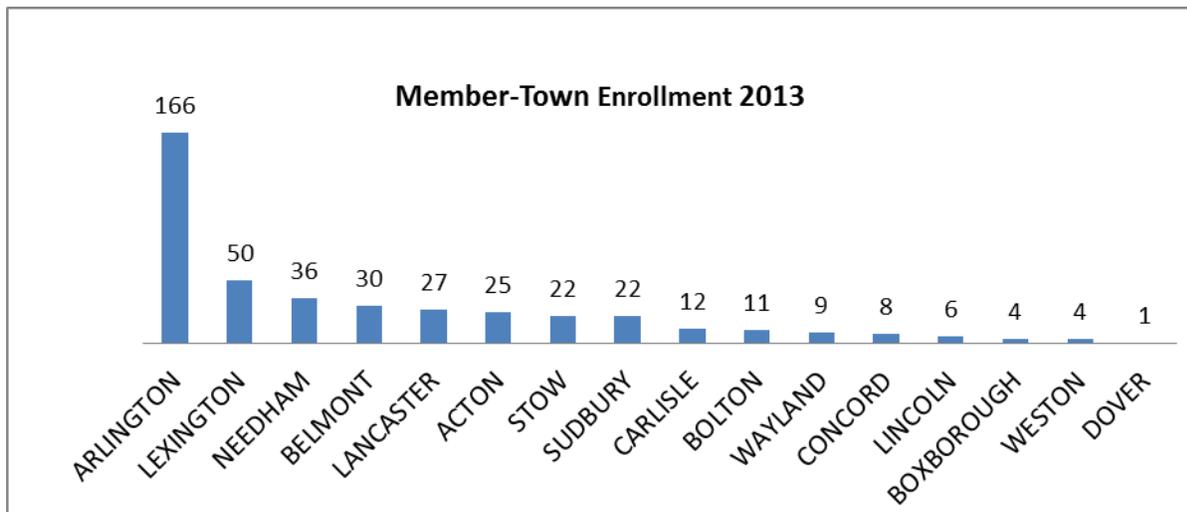
### Enrollment

Total student enrollment at Minuteman for school year 2014 (as of October 1, 2013) is 794, of which 434, or 55%, came from the 16 member-towns and 360 from the non-member towns. These totals include post-graduate and part-time students. Lincoln's total enrollment is 6, of which 4 are regular education students, 1 is Special Education, and 1 is a postgraduate. The tables below show the respective 10-year history of enrollments and the comparative enrollments

of member-towns. Noteworthy is that the trend of total non-member town enrollment is slowly rising while that of member-towns is dropping.

### Minuteman Total Student Enrollment

School Year	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Lincoln	8	11	8	5	4	2	3	4	4	4	6
Member-Towns	492	522	520	479	455	438	430	445	430	409	434
Nonmember Towns	303	270	254	245	245	260	250	309	355	340	360
<b>Total</b>	<b>795</b>	<b>792</b>	<b>774</b>	<b>724</b>	<b>700</b>	<b>698</b>	<b>680</b>	<b>754</b>	<b>785</b>	<b>749</b>	<b>794</b>



### Assessment

Of the total Minuteman budget, \$10,270,150, or 52%, is the amount to be assessed from the 16 member-towns. Lincoln's share of this amount to be assessed is 1.4%, or \$138,243, an increase of 40% over the previous year. Of Lincoln's share, 90% is the operating cost portion, or \$122,976. The capital cost portion is \$12,267, which is 1.2% of the total capital cost of \$1,014,463 in the total budget. The remaining \$3,000 pays for 1 post-graduate student. The \$39,232 increase in Lincoln's assessment results primarily from Lincoln's enrollment increase from 4 to 6. Non-member town tuition payments account for about 32%.

Early in 2014, the Minuteman School Committee approved a change in the method for the apportionment of capital costs among member-towns. That revision would change the formula so that only one-half of the capital costs would be apportioned based on enrollment. Of the remaining 50%, 1% would be assessed to each member-town and the remaining portion would be based on the same wealth factors the state uses to set the foundation amounts that are charged

to member-towns for operating costs. This change requires approval by all member-towns and is part of the proposed regional agreement amendment described below.

### **Building Project**

Minuteman has been engaged in a building renovation process with the Massachusetts School Building Authority (MSBA) to address facility deficiencies for six years. The scope of the project depends on the assumed enrollment (specifically, whether the building would be sized for students from only member-towns or also from non-member towns) and the extent of renovation and new construction. The current estimated project cost is approximately \$130 million, of which some portion would be contributed by the state. Under the current version of the Regional Agreement as well as the amendment to the agreement being proposed and described below, Minuteman would remain unable to charge non-member towns for the costs of the capital project even though students from these towns represent 45% of total enrollment.

### **Proposed Regional Agreement Amendment**

The Minuteman School Committee is submitting a Regional Agreement Amendment for consideration in the Spring 2014 town meetings of the member-towns. The amendment requires unanimous approval of all 16 member-towns. The amendment calls for major changes including moderating the approval provisions, providing town-enrollment weighted voting for the School Committee, providing for the admission of new member municipalities and withdrawal of any members, and authorization to incur new debt. The changes were instigated to address impediments regarding enrollment projections for the school building renovation and other outdated agreement provisions.

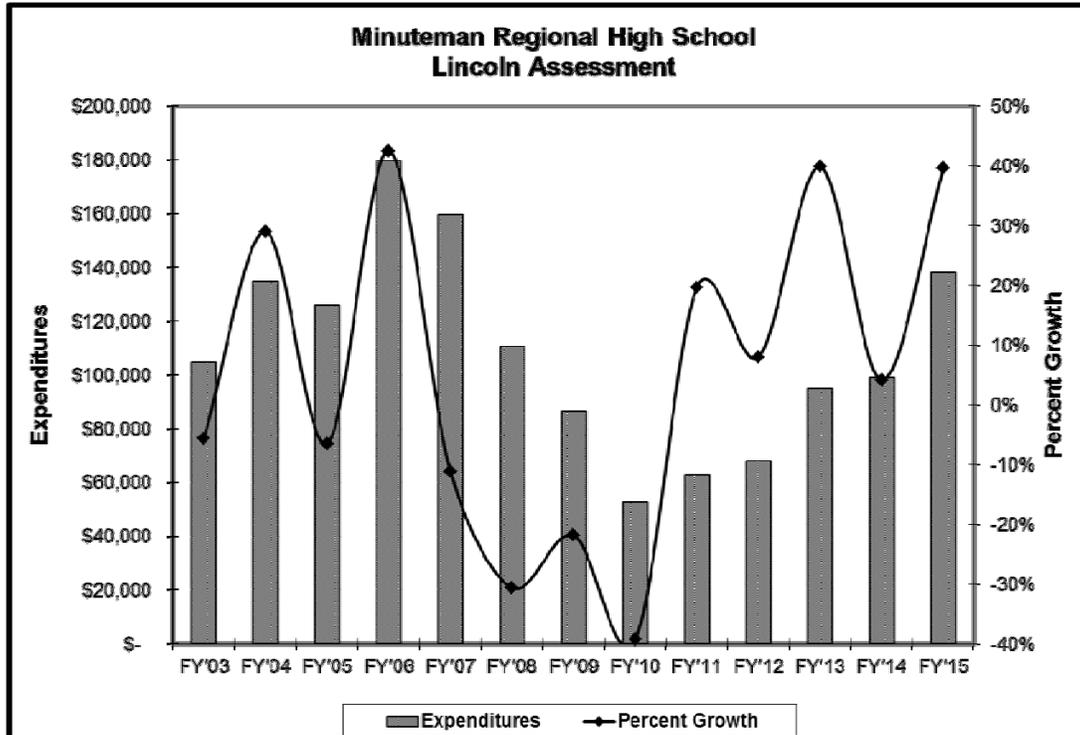
The direct financial impact of these changes will be felt with the substantial capital project now being planned by Minuteman to renovate the school building. The change in capital cost apportionment that has been approved by the School Committee generally results in a shift of capital costs from the member-towns with larger enrollments to those with lower enrollments due to the comparative relative wealth of the towns. Lincoln's total assessment amount could more than double while the percent decrease for the larger towns would be less dramatic.

### **Key Issues**

- Lincoln's enrollment at Minuteman High School has varied between 2 to 11 students annually since 1999. Current enrollment is 6 students.
- Enrollment currently drives a portion of Lincoln's assessment for operating costs and all of the assessment for capital costs.
- Minuteman is in the process of planning a building project with the MSBA that is estimated to cost approximately \$130 million.
- The Minuteman School Committee will present an amendment to the Regional Agreement at the March 2014 Town Meeting that would affect Lincoln's representation in the school's governance and the share of costs that Lincoln bears.
- A key impact of the proposed amendment would be a reallocation of capital assessments that would shift additional costs to Lincoln.
- The Finance Committee will provide its recommendation on the Regional Agreement Amendment at Town Meeting.

## Warrant Articles

- Article 28, Minuteman Regional High School –Amend Regional Rgreement



### Public Works and Facilities

<b>FY '13 Actual</b>	<b>FY '14 Budget</b>	<b>FY '15 Proposed</b>
<b>\$1,551,283</b>	<b>\$1,534,214</b>	<b>\$1,612,606</b>

#### General Information

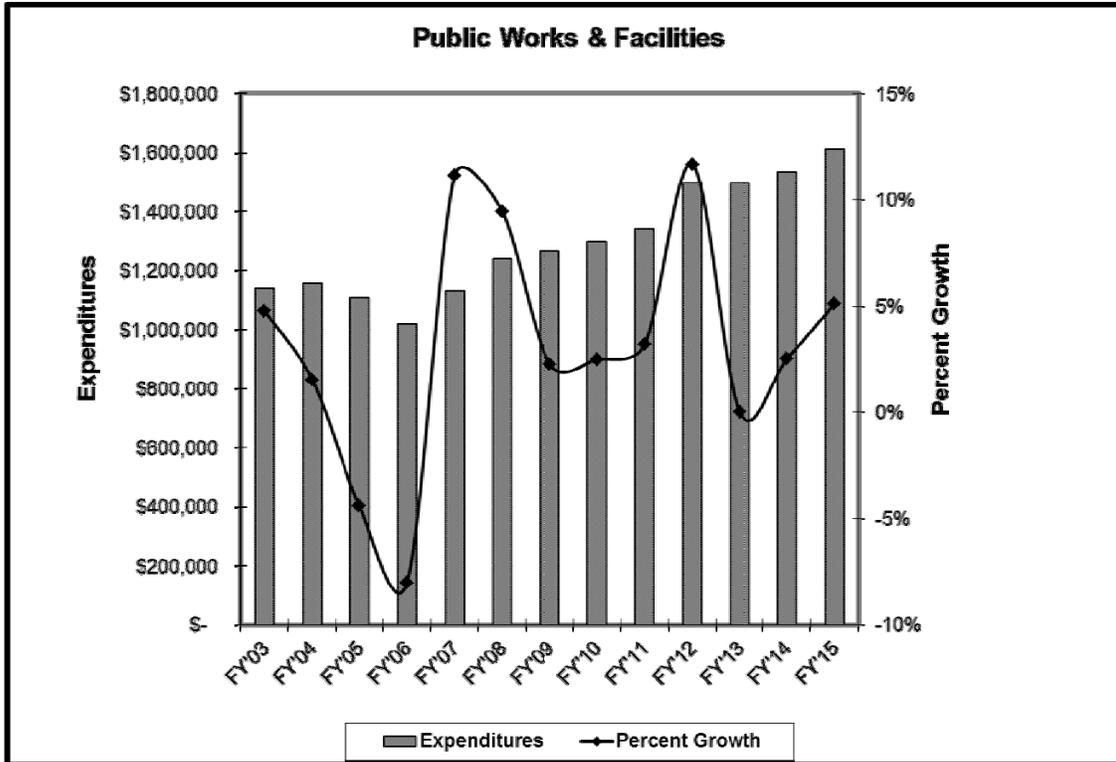
Public Works and Facilities includes Engineering & Consulting, DPW Operation & Maintenance, Snow & Ice Control, Street Lighting, Tree Warden, Building Maintenance, Rubbish Removal, Transfer Station and Cemetery.

#### Key Issues

- The FY '15 budget provides for no increase in personnel.
- The budget includes an additional \$34,000 in snow and ice control that brings the appropriation to the average amount spent in the past 5 years.
- An additional \$8,000 is included for a required biannual actuarial update of the Town's liabilities for post-retirement benefits other than pensions under Governmental Accounting Standards Board Statement 45.
- FY '15 is the final year of the current contract between the Town and its three unions. The agreements include a 3.0% cost of living adjustment for the upcoming fiscal year.
- The FY '14 budget incorporated a transfer of \$36,000 associated with mowing from the Department of Public Works to the Recreation Department.
- 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.
- Following approval in FY '09, the Town began to spend \$5.5 million to repair the town's major roadways. Phase I roads (i.e., Bedford Road North, Trapelo Road, Baker Bridge Road, Sandy Pond Road and Route 126) were completed in the fall of 2009. Phase II roads (i.e., Lincoln Road, Bedford Road and Route 117) were completed in 2011. The FY '15 budget does not include any additional funds for roadway repaving.

#### Warrant Articles

- Article 9, DPW used sander: \$80,000
- Article 9, DPW brine package: \$30,000
- Article 9, DPW trackless mower head: \$10,000
- Article 12, Arborvitae Cemetery-stone wall repair: \$50,000



### Human Services

FY '13 Actual	FY '14 Budget	FY '15 Proposed
\$179,253	\$196,057	\$208,952

### General Information

Human Services covers a broad range of programs. It includes the Board of Health, the Council on Aging, Veterans' Services, the Housing Commission, 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.

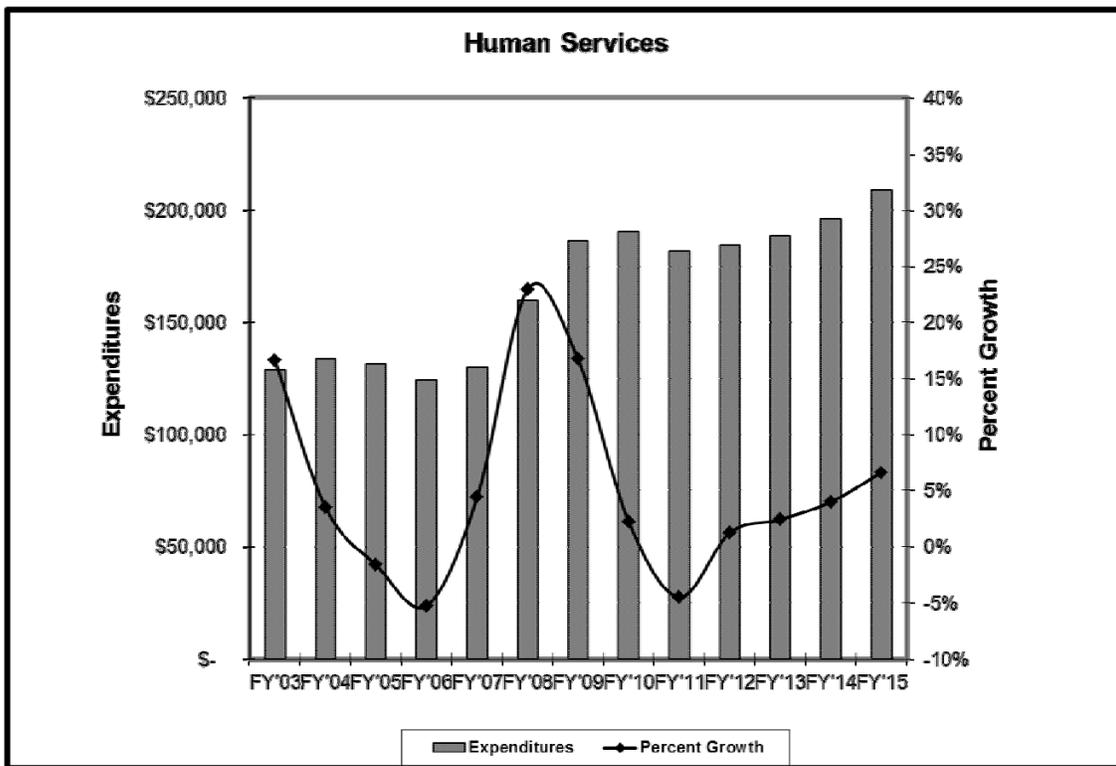
### Key Issues

- The FY '15 budget contains no change in staffing.
- Board of Health services are provided through an inter-town agreement with the Town of Concord.
- The budget includes \$24,000 for veterans' benefits, which represents an increase of \$5,000 due to additional claims incurred during the current year. The state reimburses 75% of town expenditures for veterans' services. The budget also includes \$1,000 as a stipend for the Veterans' Service Officer.
- FY '15 is the final year of the current contract between the Town and its three unions. The agreements include a 3.0% cost of living adjustment for the upcoming fiscal year.

- Warrant Article 9 for cash capital expenditures includes \$75,000 for a study to examine potential sites for a community center. The Finance Committee believes any continued work on the project beyond this study would require the Town to prioritize among capital projects.

**Warrant Articles**

- Article 6, Senior tax work-off program: \$30,000
- Article 7, Veterans tax work-off program: \$5,000
- Article 9, Community Center Feasibility Study: \$75,000
- Article 12, Bemis Hall basement design study: \$30,000



## Recreation, Conservation, Celebrations and Pierce House

	<b>FY '13 Actual</b>	<b>FY '14 Budget</b>	<b>FY '15 Proposed</b>
<b>Recreation</b>	<b>\$370,636</b>	<b>\$433,804</b>	<b>\$444,600</b>
<b>Conservation</b>	<b>\$87,020</b>	<b>\$90,280</b>	<b>\$93,026</b>
<b>Celebrations</b>	<b>\$22,575</b>	<b>\$24,000</b>	<b>\$24,600</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.

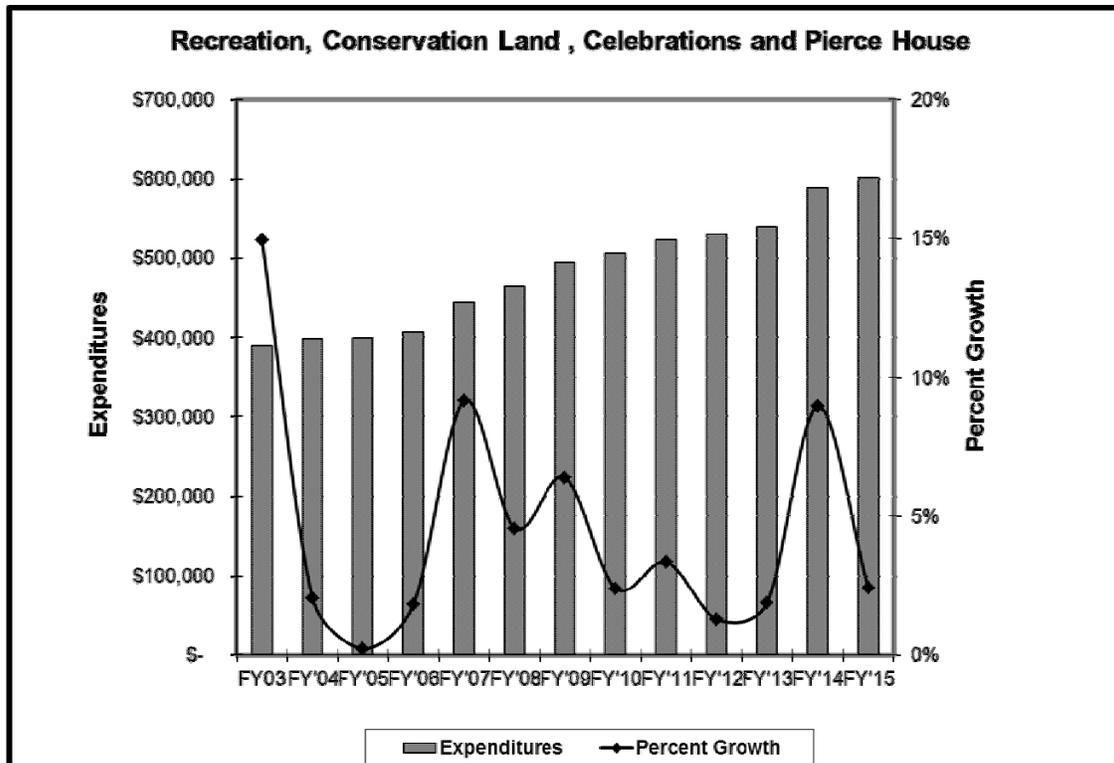
Effective in 2007, the Parks and Recreation Department assumed responsibility for organizing town celebrations, including Memorial Day, all July Fourth festivities, and the Pierce Park Summer Concert Series. The conservation land budget includes expenses for the maintenance and recreational use of conservation land. Since FY '07, personnel costs for the Pierce House have been included in this category.

### Key Issues

- The FY '15 budget maintains the current level of services, programs and staff.
- The Parks and Recreation Department continues to recover approximately 90% of its costs from user fees.
- FY '15 is the final year of the current contract between the Town and its three unions. The agreements include a 3.0% cost of living adjustment for the upcoming fiscal year.
- The FY '14 budget incorporated a transfer of \$36,000 associated with mowing from the Department of Public Works to the Recreation Department.

### Warrant Articles

- Article 9, Parks and Recreation pick-up truck: \$36,000
- Article 12, Wetland trail and observation platform: \$137,355
- Article 25, Conservation Commission – land management package: \$7,330



### Library

FY '13 Actual	FY '14 Budget	FY '15 Proposed
\$873,394	\$906,141	\$908,952

### 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. Residents appear well satisfied with the services the Library provides as can be demonstrated by their increased use of the Library. From FY '12 to FY '13, circulation increased 4% to 183,924, the number of programs increased 5% to 531, attendance at these programs increased 12% to 11,992, patron visits increased 11% to 95,810, and web visitors increased 23% to 42,734.

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 in spring and fall, and five days a week in July and August. Free Internet access is available on computers in the reference room, children's department, and throughout the Library on a 20 MB wireless connection. Through the LPL website [www.LincolnPL.org](http://www.LincolnPL.org), residents have online access at all times to reference sources, downloadable books, language-learning, test taking, car repair and the resources of the Minuteman Library Network's 42 member libraries.

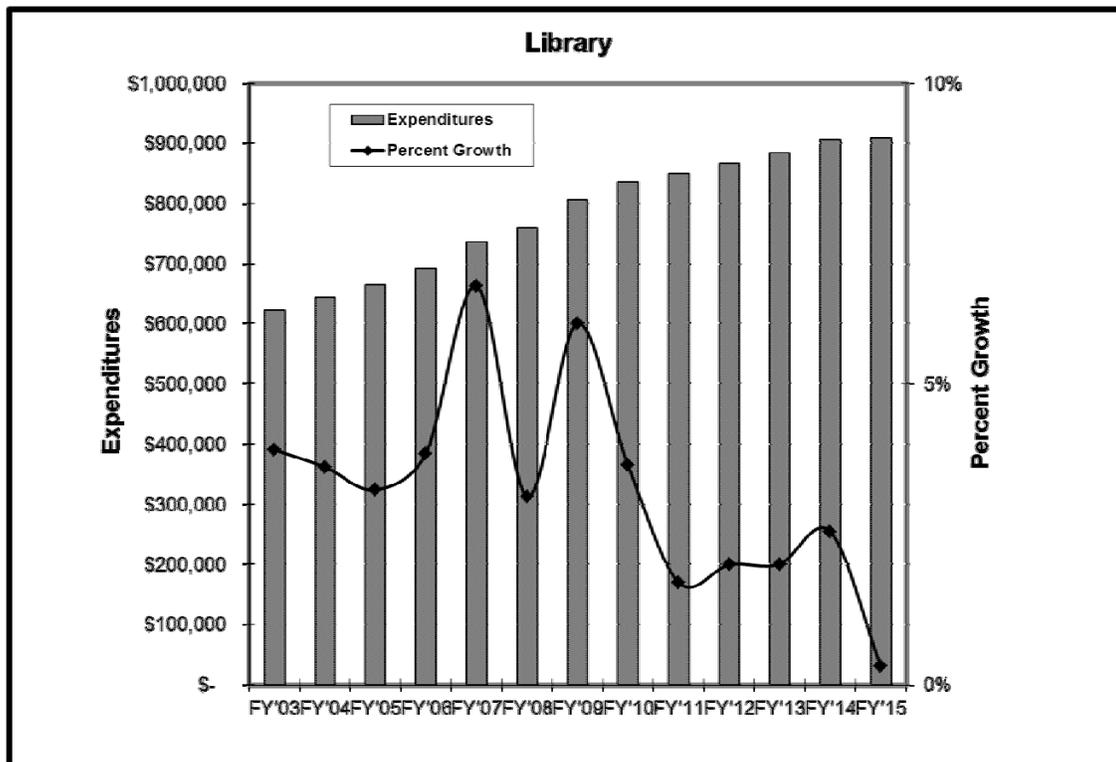
The Library and the Town Clerk jointly manage the Lincoln Town Archives, which includes a part time archivist and two climate-controlled vaults. In addition, the Library trustees and staff continue to manage and to maintain the historic and architecturally significant Library building and grounds that anchor the town center and include the town’s War Memorial.

**Key Issues**

- This budget will allow the Library to continue to open the same schedule during FY ‘15 as FY ‘14.
- Effective for FY ‘15, all of the staff hours for the Town Archives plus \$500 for supplies were moved from the Library’s budget into the Town’s 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 continued staff training and professional development.
- The Library depends on donations raised by The Friends to pay for special children’s programs, publicity, printing, and professional development opportunities.
- Collaborative programming with other Town departments and organizations keeps the Library in the forefront of providing services to the community.

**Warrant Articles**

- Article 9, Library phone system: \$24,000
- Article 12, Library Preston roof building: \$20,000
- Article 15, Library building maintenance: \$33,500



# **Annual Town Report: Library Executive Summary FY '15**

## **The Library's Vision Statement**

*The Library is the town's intellectual and cultural center and serves 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 12 FTE staff, 7 of whom hold Master's degrees in Library Science. Of our core comparison towns, only Lincoln and Weston have a majority of staff with MLS degrees. Providing excellent customer service is a high priority and our staff received praise in a survey that was conducted in May 2013. 98.2% of the survey respondents rated the staff as knowledgeable; 91.7% of the respondents rated the staff as approachable; 89.2% of the respondents rated the staff as welcoming.

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 '12, the Library borrowed 26,481 items from other libraries for Lincoln residents and lent 38,004 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.

- Lincoln Town Archives – The archives collections are housed at the Library and at Town Offices and include both published and non-published materials relating to all aspects of the history of Lincoln. Our goal is to preserve Lincoln’s history as it is documented, then organize and catalog these materials to make them accessible to current and future researchers.

**FY ‘15 Budget**

The 2.5% budget increase will allow the Library to provide the same level of services as FY ‘14. We greatly appreciate the support of Lincoln residents that makes it possible for us to provide these services.

**Accomplishments**

- Use of the Library – The statistics below show that patrons’ use of the library is increasing both at 3 Bedford Road and on the Internet. Our programs and events continue to expand into new areas and bring more people to the library.

	<b>FY2012</b>	<b>FY2013</b>	<b>% Increase</b>
Circulation	176,409	183,924	+4.3%
Programs	503	531	+5.6%
Program Attendance	10,687	11,992	+12.2%
Patron Visits	85,989	95,810	+11.4%
Website Visits	34,604	42,734	+23.5%

- Redesigned Website – With generous funding by the Ogden Codman Trust and the Friends of the Lincoln Library, we were able to hire Extra Mile Design to redesign the Library’s website ([www.lincolnpl.org](http://www.lincolnpl.org)). The new website was launched in May 2013. It has a content management system that allows staff to update web pages easily.
- Summer Reading Program – This past summer 351 children (11 and under) participated in the summer reading program. This was second within our core comparison towns to Lexington that had 1,694 participants in its summer reading program.
- Collaborations with Lincoln Organizations – Children’s Department staff collaborated with several other Lincoln organizations on the Discover India! Cultural Festival during the October 18 weekend. We collaborated with the Green Energy Technology Committee to reduce electricity consumption in the archives suite.
- Heat Relief Station – On Saturday, July 20 (a day the Library would have been closed) during a heat wave, we opened the Library and served as a cooling station as well as a Library. We had 222 visitors that day with little advertising! Libraries providing services after disasters is a new trend for libraries.

**Challenges**

- A new library system (Innovative Interfaces’ Sierra) will replace the current library system (Innovative Interfaces’ Millennium) in April. We have used the Millennium

system since June 2003.

- Managing the change in the nature of library services towards new technologies, such as portable Internet devices, while supporting traditional library services, like children’s story times.
- Adapting and maintaining a historic library building to meet current demands while increasing services we provide on the Internet.

**Benchmarking**

FY ’12 data collected by the MBLC shows that Lincoln has the smallest budget amongst the core comparison towns, and the second smallest when Carlisle is also included. The Library is ranked fourth behind Wayland, Weston, and Concord of the seven core comparison towns for salaries as a percent of total operating expenditures. However, because our core comparison towns have greater populations, their total operating expenditures per capita are lower than Lincoln’s.

Peer Town Libraries Operating Expenditures Fiscal Year 2012		
	Total Operating Expenditures	Operating Expenditures Per Capita
Bedford	\$ 1,207,311	\$ 90.64
Carlisle	571,844	117.86
Concord	1,897,648	107.41
Lexington	2,591,374	82.54
Lincoln	893,621	140.46
Sudbury	1,074,316	59.34
Wayland (1)	1,004,170	77.28
Weston	1,320,246	117.24

(1) Figures for Wayland exclude building expenses, for which the median total amount is \$98,765 and per capita amount is \$9.47 in the other towns.

## Debt Service

FY '13 Actual	FY '14 Budget	FY '15 Proposed
\$1,194,747	\$1,223,963	\$1,615,113

Amount shown for FY '15 excludes \$327,825 proposed to be funded by the CPA fund.

### 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) and 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.

The Town of Lincoln has the highest 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 (votes to exclude debt service from Proposition 2 ½ property tax limitations) is a positive credit rating factor.

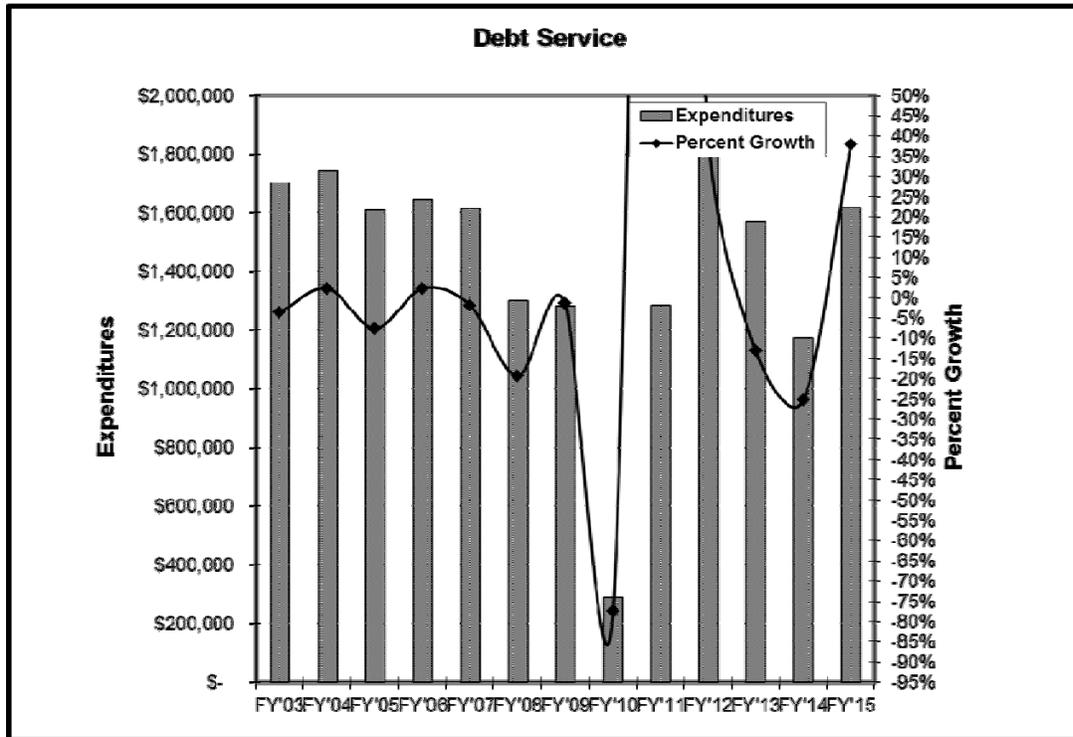
Debt service for LSRHS is part of the high school budget and not included in this section of the report.

### Key Issues

- Projected debt service in FY '15 is \$391,150, or 32%, greater than the amount in FY '14.
- The amount assumed excludes \$327,825 of debt service on the Town Offices project in FY '15 that the Community Preservation Committee is recommending be funded with Community Preservation Act funds.
- Total debt service includes estimated debt service on the Library fire suppression project, which was approved by Town Meeting in March 2013 but was delayed. Bonds are expected to be issued in spring 2014, and debt service is estimated at \$186,400 in FY '15.
- Debt service in FY '15 includes \$298,600 in payments for the Lincoln school feasibility study. A total of \$421,211 (\$650,000 less MSBA reimbursements of \$228,789) in short-term notes was originally issued to fund the Town's share of this study, and this amount was anticipated to be refinanced with bonds to fund a school building project. Without the larger project, the Town must repay the debt over 5 years.
- Remaining debt service costs represent continued payments on previously-issued debt for a variety of projects.

**Warrant Articles**

- Article 12, Debt service on Town Offices renovation: \$327,825
- Article 16, Additional funds to the Debt Stabilization Fund: \$517,000



**Pensions and Insurance**

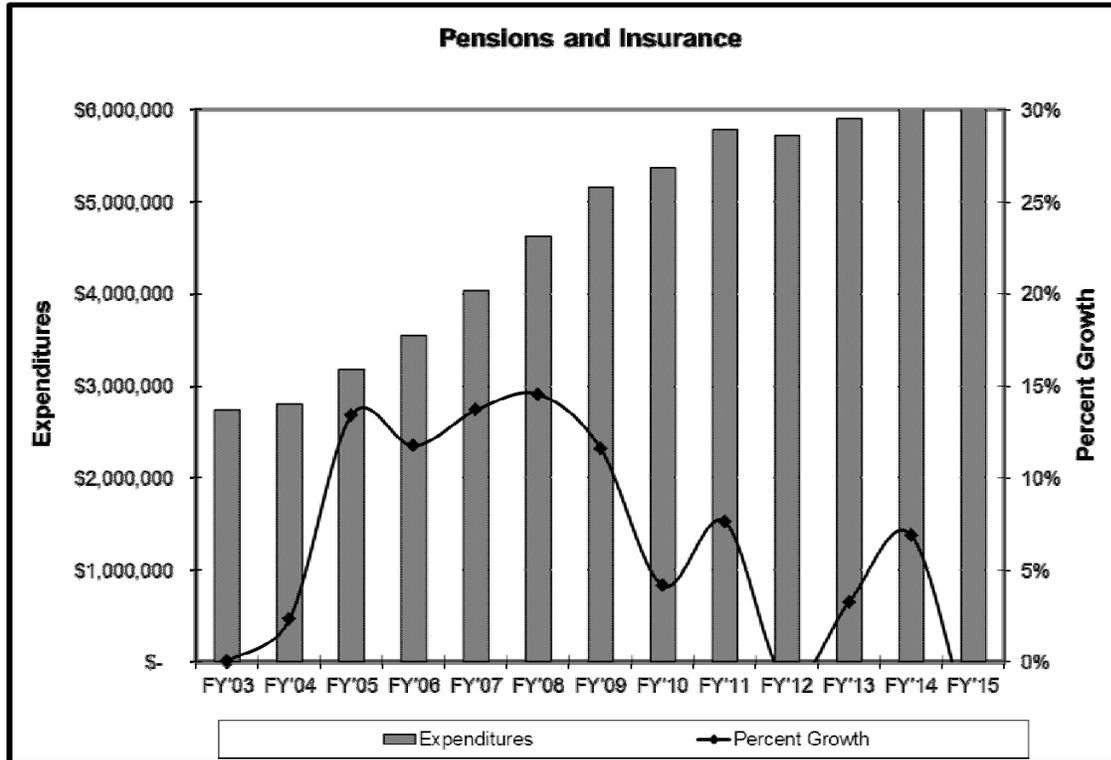
FY '13 Actual	FY '14 Budget	FY '15 Proposed
\$4,839,088	\$6,318,718	\$6,032,991

**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 '15, this budget is 4.5% lower than FY '14.

The largest component of this category of expense is health insurance, which represents \$3.6 million, or 59%, of the FY '15 Pensions and Insurance budget. The Town offers health insurance plans to its employees, including employees of the Lincoln Public Schools. These school employee health insurance expenses are carried in this line item, not in the K-8 School Budget. For FY '15, health insurance costs are expected to decline by nearly 11% (\$425,000). In recent years the Town, with the assistance of the employee unions, has saved approximately \$1.1 million in annual health care costs. The savings result from a number of actions including: health insurance plan design changes (FY '12); conversion of health insurance program to

Massachusetts Interlocal Insurance Association (MIIA) from self-insurance (FY '11); and adoption of Section 18, which requires qualified retirees to join Medicare (FY '09). 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 \$1.5 million, or 25%, of the FY '15 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 '15, the cost is expected to increase by 7.1% as compared to FY '14.

General Insurance includes worker's compensation, liability insurance, and the bonding of appropriate Town personnel. This cost of this insurance is expected to be \$470,510 in FY '15, which is the same as for FY '14.

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 \$461,270 in FY '15.

## Water Department

FY '13 Actual	FY '14 Budget*	FY '15 Proposed*
<b>\$941,804</b>	<b>\$1,051,390</b>	<b>\$1,073,766</b>

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

### General Information

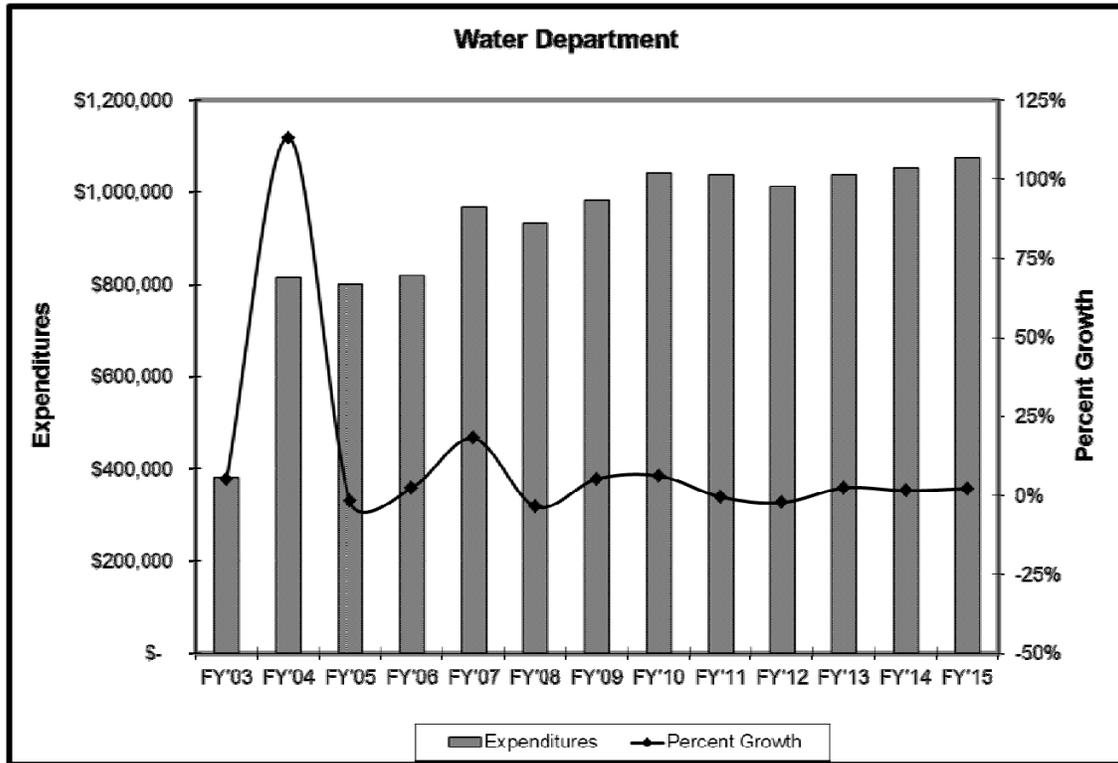
The Water Department maintains Lincoln's water supply and distribution system and assures the quality of the Town's drinking water. Its operating budget is funded entirely through fees paid by water consumers. Revenues in excess of operating costs are contributed to a surplus fund, for capital or emergency use. The surplus fund balance is approximately \$985,000.

### Key Issues

- The state Department of Environmental Protection (DEP) required that Lincoln reduce usage to 65 gal/day/person (GDP) by December 2011. Lincoln's water usage is currently 69 GDP. Since the Town did not meet this requirement, the Department developed a DEP-compliant plan to further reduce our residential water use. The plan includes, in part, offering rebates for water efficient washing machines and low flow toilets and providing water saving devices such as faucet aerators and low flow shower heads at cost. The Department is also accelerating its meter modernization program to take advantage of the leak detecting capabilities of the new meters and to reduce the cost of meter reading. The Department is approximately half way through the replacement program and plans to switch to quarterly billing in late 2014.

### Warrant Articles

- Article 22, Purchase of private land within the Flint's Pond watershed: \$75,000
- Article 23, Treatment plant maintenance and repair: \$30,000
- Article 24, Engineering and maintenance of Flint's Pond spillway: \$110,000



**Annual Town Report: Lincoln Water Department  
Executive Summary  
FY '15**

Established in 1874, the Lincoln Water Department (LWD) provides clean, safe drinking water and fire flow protection 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, the purpose of which is to filter 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 Commissioners, the Department is funded entirely by user fees. We operate 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. Our budget and revenue structure must be approved by the Town, and system improvements are approved at the annual Town Meeting.

Our expenditures have remained relatively stable over the last seven fiscal years, at roughly \$1,000,000 per year. Likewise, the Retained Earnings have also remained stable, now standing

at \$985,543. At the 2014 Town Meeting, we have three warrant articles for consideration by the Town: a pipe replacement and maintenance at the filtration plant, to ensure reliability of the plant; upgrading the dam and spillway at the Flint’s Pond outlet, to bring this structure into compliance with the MA Office of Dam Safety; and purchase of a parcel of vacant land within the Flint’s Pond watershed (in partnership with the Conservation Commission) to improve protection of this raw water supply.

LWD works continuously to fulfill its mission of supplying safe and adequate water at a reasonable price. Currently, the cost to our consumers of our water is comparable to that in the surrounding communities, as shown in the chart below. The chart includes annual water bills, calculated by the Commissioners, for three levels of consumption in Lincoln and four surrounding towns. The low level of consumption is very close to the median household value for Lincoln, the middle level is approximately the consumption for a family of four at 65 gallons per person per day, the State target, and the highest level represents a house that is about halfway between the Lincoln lowest tier rate and the highest. The chart shows that Lincoln’s water rates are in line with those of most of its neighbors, and measurably less than Wayland’s. For the target water users, the middle cost column, the first four towns all have annual bills in the \$500-\$600 range.

<b>Water Bill Comparison to Neighboring Towns</b>				
	<b>Values in \$ per year</b>			
<b>Town</b>	<b>50,000 gpy</b>	<b>100,000 gpy</b>	<b>150,000 gpy</b>	<b>2010 Population</b>
Lincoln	\$334	\$598	\$937	5,112
Acton	\$340	\$584	\$882	21,924
Concord	\$274	\$548	\$926	17,668
Lexington	\$214	\$514	\$895	31,394
Wayland	\$467	\$977	\$1,690	12,994

Considering our smaller size in comparison to these other communities, our ability to supply water at competitive rates speaks to the efficiency of our staff and its operations. As a further example, the State of Massachusetts considers an annual median water bill of between 1.25% and 1.75% of median annual income to reflect an efficient operation. Lincoln’s ratio is less than 0.50%, well below the acceptable range.

LWD faces several challenges for the future, which drive the agenda for the Commissioners. The most immediate is water conservation, since the State has reduced our annual allowable water use this year to 182.5 million gallons per year, lower than our use for each of the last several years. Our multi-faceted program to reduce consumption includes new leak-detecting meters in the home, regressive water billing, increased leak detection surveys of the water distribution mains, and encouraging conservation in the home by several means. The main reason we consume too much water is lawn and other irrigation in the summer, when our overall water use is twice the winter rate.

LWD is also actively pursuing the examination of the need for replacement of our water mains, many of which are 100 years or more old. A consultant's report has concluded that replacement of these mains and other portions of the distribution system will be necessary in the future, probably in the next 20-50 years. LWD is developing a systematic approach to assessing the condition of the mains to provide a basis for long-range capital planning for their replacement.

The third major issue LWD faces is the provision of fire-protection water in the event the storage tank on Bedford Hill is out of service for repairs. Some options have been examined and rejected because of their cost, and others are under active consideration by the Commissioners. When we have arrived at a recommended option, we will include this in a warrant for consideration at Town Meeting.

A full copy of this report is posted on the LWD page of the Town website.

**TABLE 1  
FISCAL DETAIL  
FY 2013-2015**

		<b>ACTUAL EXPENDITURES FY13</b>	<b>CURRENT BUDGET FY14</b>	<b>PROPOSED BUDGET FY15</b>
<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	-	3,000	3,000
	<b>TOTAL 1122</b>	<b>400</b>	<b>3,400</b>	<b>3,400</b>
1290	TOWN OFFICES			
	Personnel Services	831,840	868,843	898,223
	Expense	426,208	480,634	487,931
	<b>TOTAL 1290</b>	<b>1,258,048</b>	<b>1,349,477</b>	<b>1,386,154</b>
11312	FINANCE COMMITTEE			
	Expense	263	500	513
	<b>TOTAL 11312</b>	<b>263</b>	<b>500</b>	<b>513</b>
11322	RESERVE FUND			
	Reserve Fund Appropriation	348,530	350,000	410,000
	<b>TOTAL 11322</b>	<b>348,530</b>	<b>350,000</b>	<b>410,000</b>
1137	ASSESSORS			
	Personnel Services	55,879	59,313	61,046
	Expense	77,563	84,290	86,180
	<b>TOTAL 1370</b>	<b>133,442</b>	<b>143,603</b>	<b>147,226</b>
11512	LAW DEPARTMENT			
	Expense	102,694	113,000	115,000
	<b>TOTAL 11512</b>	<b>102,694</b>	<b>113,000</b>	<b>115,000</b>
1590	TOWN ARCHIVES			
	Personnel Services			20,548
	Expense			1,000
	<b>TOTAL 1590</b>	<b>-</b>	<b>-</b>	<b>21,548</b>
1161	TOWN CLERK			
	Personnel Services	113,884	146,001	156,454
	Expense	3,065	6,125	5,625
	<b>TOTAL 1161</b>	<b>116,949</b>	<b>152,126</b>	<b>162,079</b>
1162	REGISTRARS OF VOTERS			
	Personnel Services	2,768	200	200
	Expense	8,170	13,100	13,100
	<b>TOTAL 1162</b>	<b>10,939</b>	<b>13,300</b>	<b>13,300</b>
1171	CONSERVATION COMMISSION			
	Personnel Services	131,705	135,165	139,349
	Expense	3,014	4,750	3,575
	<b>TOTAL 1171</b>	<b>134,719</b>	<b>139,915</b>	<b>142,924</b>
1175	PLANNING BOARD			
	Personnel Services	133,712	138,190	143,411
	Expense	2,400	2,105	2,056
	<b>TOTAL 1175</b>	<b>136,112</b>	<b>140,295</b>	<b>145,467</b>

1176	BOARD OF APPEALS			
	Personnel Services	25,244	26,670	27,233
	Expense	1,620	2,000	2,140
	<b>TOTAL 1176</b>	<b>26,864</b>	<b>28,670</b>	<b>29,373</b>
1792	AGRICULTURAL COMMISSION			
	Personnel Services	-	1,000	1,025
	Expense	3,539	4,000	4,100
	<b>TOTAL 1792</b>	<b>3,539</b>	<b>5,000</b>	<b>5,125</b>
1195	TOWN REPORT			
	Expense	12,375	18,031	18,482
	<b>TOTAL 1195</b>	<b>12,375</b>	<b>18,031</b>	<b>18,482</b>
1191	TOWN BUILDINGS			
	Personnel Services	54,186	55,726	57,376
	Expense	62,287	99,490	72,690
	<b>TOTAL 1991</b>	<b>116,473</b>	<b>155,216</b>	<b>130,066</b>
	<b>TOTALS FOR GENERAL GOVERNMENT</b>	<b>2,401,346</b>	<b>2,614,533</b>	<b>2,732,657</b>
	<b>PUBLIC SAFETY</b>			
1211	POLICE DEPARTMENT			
	Personnel Services	1,374,697	1,376,046	1,415,553
	Expense	97,176	87,229	84,303
	<b>TOTAL 1211</b>	<b>1,471,873</b>	<b>1,463,275</b>	<b>1,499,856</b>
1221	FIRE DEPARTMENT			
	Personnel Services	1,219,480	1,225,651	1,259,514
	Expense	48,873	52,741	50,841
	<b>TOTAL 1221</b>	<b>1,268,353</b>	<b>1,278,392</b>	<b>1,310,355</b>
1231	EMERGENCY MEDICAL SERVICES			
	Personnel Services	54,033	69,419	72,454
	Expense	24,406	25,878	25,228
	<b>TOTAL 1231</b>	<b>78,439</b>	<b>95,297</b>	<b>97,682</b>
1249	BUILDING DEPARTMENT			
	Personnel Services	178,596	184,498	191,412
	Expense	8,665	8,702	10,912
	<b>TOTAL 1249</b>	<b>187,261</b>	<b>193,200</b>	<b>202,324</b>
1251	COMMUNICATIONS CENTER			
	Personnel Services	290,367	300,817	309,841
	Expense	37,785	38,496	37,955
	<b>TOTAL 1251</b>	<b>328,152</b>	<b>339,313</b>	<b>347,796</b>
1291	EMERGENCY MANAGEMENT			
	Personnel Services	3,000	4,740	4,882
	Expense	10,897	11,273	11,523
	<b>TOTAL 1291</b>	<b>13,897</b>	<b>16,013</b>	<b>16,405</b>
1292	DOG OFFICER			
	Expense	8,402	9,000	9,000
	<b>TOTAL 1292</b>	<b>8,402</b>	<b>9,000</b>	<b>9,000</b>

1299	PUBLIC SAFETY BUILDING			
	Personnel Services	11,407	15,806	16,279
	Expense	54,610	72,131	73,856
	TOTAL 1299	66,017	87,937	90,135
<b>TOTALS FOR PUBLIC SAFETY</b>		<b>3,422,393</b>	<b>3,482,427</b>	<b>3,573,553</b>
<b>EDUCATION</b>				
1310	LOCAL SCHOOL SYSTEM			
	Personnel Services & Expense	9,636,916	10,008,597	10,258,812
	TOTAL 1310	9,636,916	10,008,597	10,258,812
1331	LINCOLN-SUDBURY REG HS			
	Regional School District Assessment	3,853,997	3,950,347	3,859,325
	TOTAL 1331	3,853,997	3,950,347	3,859,325
1332	MINUTEMAN REG VOC TECH SCH			
	Regional School District Assessment	95,655	99,011	138,243
	TOTAL 1332	95,655	99,011	138,243
<b>TOTALS FOR EDUCATION</b>		<b>13,586,568</b>	<b>14,057,955</b>	<b>14,256,380</b>
<b>PUBLIC WORKS &amp; FACILITIES</b>				
1411	ENGINEERING & CONSULTING			
	Expense	60,430	76,500	84,500
	TOTAL 1411	60,430	76,500	84,500
1422	DPW OPERATION & MAINTENANCE			
	Personnel Services	574,715	683,050	702,650
	Expense	263,229	217,610	228,410
	TOTAL 1422	837,943	900,660	931,060
1423	DPW SNOW & ICE CONTROL			
	Personnel Services	75,370	70,800	72,600
	Expense	230,935	156,800	192,700
	TOTAL 1423	306,305	227,600	265,300
1424	STREET LIGHTING			
	Expense	38,166	44,500	44,500
	TOTAL 1424	38,166	44,500	44,500
1427	TREE WARDEN			
	Expense	6,500	6,650	6,800
	TOTAL 1427	6,500	6,650	6,800
1429	DPW BUILDING			
	Expense	19,590	27,700	27,900
	TOTAL 1429	19,590	27,700	27,900
1433	RUBBISH REMOVAL			
	Expense	-	-	-
	TOTAL 1433	-	-	-
1434	TRANSFER STATION			
	Personnel Services	82,020	13,500	13,900
	Expense	147,549	165,400	165,200
	TOTAL 1434	229,569	178,900	179,100
1435	FACILITIES DEPARTMENT			
	Personnel Services	31,597	40,000	41,000
	TOTAL 1435	31,597	40,000	41,000

1491		CEMETERY DEPARTMENT			
		Personnel Services	11,554	12,004	12,246
		Expense	9,629	19,700	20,200
		TOTAL 1491	21,183	31,704	32,446
<b>TOTALS FOR PUBLIC WORKS &amp; FACILITIES</b>			<b>1,551,283</b>	<b>1,534,214</b>	<b>1,612,606</b>
<b>HUMAN SERVICES</b>					
1511		BOARD OF HEALTH			
		Expense	19,561	26,550	27,200
		TOTAL 1511	19,561	26,550	27,200
1522		MINUTEMAN HOME CARE			
		Expense	1,248	1,279	1,311
		TOTAL 1522	1,248	1,279	1,311
1541		COUNCIL ON AGING			
		Personnel Services	131,816	137,503	144,716
		Expense	11,185	10,725	10,725
		TOTAL 1541	143,001	148,228	155,441
1543		VETERANS' SERVICES			
		Personnel Services		1,000	1,000
		Expense	15,444	19,000	24,000
		TOTAL 1543	15,444	20,000	25,000
<b>TOTALS FOR HUMAN SERVICES</b>			<b>179,253</b>	<b>196,057</b>	<b>208,952</b>
<b>CULTURE &amp; RECREATION</b>					
1611		LIBRARY			
		Personnel Services	630,571	660,121	658,352
		Expense	182,189	190,420	196,100
		TOTAL 1611	812,760	850,541	854,452
1612		LIBRARY BUILDING			
		Expense	60,634	55,600	54,500
		SUB-TOTAL	60,634	55,600	54,500
		Capital Outlay			
		TOTAL 1612	60,634	55,600	54,500
1631		RECREATION DEPARTMENT			
		Personnel Services	279,186	299,304	296,300
		Expense	91,450	134,500	148,300
		TOTAL 1631	370,636	433,804	444,600
1651		CONSERVATION LAND			
		Personnel Services	75,905	79,545	83,524
		Expense	11,116	10,735	9,502
		TOTAL 1651	87,020	90,280	93,026
1661		CELEBRATIONS COMMITTEE			
		Expense	22,575	24,000	24,600
		TOTAL 1661	22,575	24,000	24,600
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>1,393,625</b>	<b>1,494,225</b>	<b>1,511,178</b>

<b>DEBT SERVICE</b>				
176-177	BEMIS, TOWN OFFICE ROOF, POOL			
	Principal Long-Term Debt	100,000	80,000	80,000
	Interest Long-Term Debt	8,540	4,680	1,600
	Interest Short-Term			
	<b>TOTAL 176-177</b>	<b>108,540</b>	<b>84,680</b>	<b>81,600</b>
1791	INTEREST SHORT-TERM DEBT/ISSUANCE COSTS			
	Expenses	7,934	25,000	25,000
	<b>TOTAL 1791</b>	<b>7,934</b>	<b>25,000</b>	<b>25,000</b>
1792	FIRE TRUCK-ENGINE 2			
	Principal Long-Term Debt	45,000	45,000	45,000
	Interest Long-Term Debt	9,113	7,650	6,188
	<b>TOTAL 1792</b>	<b>54,113</b>	<b>52,650</b>	<b>51,188</b>
17738	FIRE TRUCK PUMPER/TANKER			
	Principal Long-Term Debt	20,000	20,000	20,000
	Interest Long-Term Debt	4,050	3,400	2,750
	<b>TOTAL 17738</b>	<b>24,050</b>	<b>23,400</b>	<b>22,750</b>
17748	ROAD PROJECT			
	Principal Long-Term Debt	595,000	595,000	595,000
	Interest Short-Term Debt	117,400	105,500	90,625
	<b>TOTAL 17748</b>	<b>712,400</b>	<b>700,500</b>	<b>685,625</b>
17749	EMS AMBULANCE			
	Principal Long-Term Debt	40,000	40,000	40,000
	Interest Long-Term Debt	2,800	2,000	1,000
	<b>TOTAL 17749</b>	<b>42,800</b>	<b>42,000</b>	<b>41,000</b>
17750	MACDOWELL LAND ACQUISITION			
	Principal Long-Term Debt	80,000	80,000	80,000
	Interest Long-Term Debt	21,675	19,275	16,875
	<b>TOTAL 17750</b>	<b>101,675</b>	<b>99,275</b>	<b>96,875</b>
17751	IT STRATEGIC PLAN			
	Principal Long-Term Debt	120,000	120,000	115,000
	Interest on Short Term Debt	18,275	14,675	11,075
	<b>TOTAL 17751</b>	<b>138,275</b>	<b>134,675</b>	<b>126,075</b>
17752	SCHOOL BUILDING FEASIBILITY STUDY			
	Principal Long-Term Debt			280,000
	Interest on Short Term Debt	4,961	61,783	18,600
	<b>TOTAL 17752</b>	<b>4,961</b>	<b>61,783</b>	<b>298,600</b>
17753	TOWN OFFICES RENOVATION			
	Principal Long-Term Debt	-	-	-
	Interest on Short Term Debt	-	-	-
	<b>TOTAL 17753</b>	<b>-</b>	<b>-</b>	<b>-</b>
17754	LIBRARY FIRE SUPPRESSION			
	Principal Long-Term Debt			175,000
	Interest on Short Term Debt			11,400
	<b>TOTAL 17754</b>			<b>186,400</b>
<b>TOTALS FOR DEBT SERVICE</b>		<b>1,194,747</b>	<b>1,223,963</b>	<b>1,615,113</b>
<b>UNCLASSIFIED</b>				
<b>INSURANCE</b>				
1911	RETIREMENT ASSESSMENT			
	Expense	1,323,969	1,411,589	1,512,193
	<b>TOTAL 1911</b>	<b>1,323,969</b>	<b>1,411,589</b>	<b>1,512,193</b>

1913		UNEMPLOYMENT INSURANCE			
		Personnel Services	20,523	30,000	30,000
		TOTAL 1913	20,523	30,000	30,000
1914		HEALTH INSURANCE			
		Personnel Services	2,919,359	3,992,137	3,565,258
		Expense	3,000	21,600	23,760
		TOTAL 1914	2,922,359	4,013,737	3,589,018
1915		LIFE INSURANCE			
		Personnel Services	5,993	9,000	9,000
		TOTAL 1915	5,993	9,000	9,000
1916		FICA/MEDICARE			
		Personnel Services	304,494	383,882	422,270
		TOTAL 1916	304,494	383,882	422,270
1942		GENERAL INSURANCE			
		Expense	261,750	470,510	470,510
		TOTAL 1942	261,750	470,510	470,510
<b>TOTALS FOR UNCLASSIFIED</b>			<b>4,839,088</b>	<b>6,318,718</b>	<b>6,032,991</b>
<b>TOTALS FOR GENERAL FUND</b>			<b>28,568,304</b>	<b>30,922,092</b>	<b>31,543,430</b>
<b>WATER ENTERPRISE FUND</b>					
61451		WATER DEPARTMENT			
		Personnel Services	334,684	424,840	443,716
		Expense	425,389	397,550	398,050
		SUB-TOTAL	760,073	822,390	841,766
		Capital Outlay	181,732	179,000	182,000
		TOTAL 61451	941,804	1,001,390	1,023,766
614513		WATER DEPARTMENT			
		Emergency Reserve	-	50,000	50,000
		TOTAL 614513	-	50,000	50,000
<b>TOTALS FOR WATER ENTERPRISE FUND</b>			<b>941,804</b>	<b>1,051,390</b>	<b>1,073,766</b>
<b>APPROPRIATION SUMMARY -</b>					
GENERAL GOVERNMENT			2,401,346	2,614,533	2,732,657
PUBLIC SAFETY			3,422,393	3,482,427	3,573,553
EDUCATION			13,586,568	14,057,955	14,256,380
PUBLIC WORKS & FACILITIES			1,551,283	1,534,214	1,612,606
HUMAN SERVICES			179,253	196,057	208,952
CULTURE & RECREATION			1,393,625	1,494,225	1,511,178
DEBT SERVICE			1,194,747	1,223,963	1,615,113
UNCLASSIFIED			4,839,088	6,318,718	6,032,991
WATER DEPARTMENT			941,804	1,051,390	1,073,766
<b>TOTAL - ARTICLE 8</b>			<b>29,510,108</b>	<b>31,973,482</b>	<b>32,617,196</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 29, 2014: 9:30 a.m.  
ANNUAL ELECTION: Monday, March 31, 2014: 7:30 a.m. – 8:00 p.m.

## 2014 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 thirty-first day of March, 2014 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-ninth day of March, 2014 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 29th day of March next.”

The polls for voting the ballot on Monday, March 31, 2014 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 anyone requiring handicap related assistance at the town meeting, please contact the Selectmen’s Office at 781-259-2601 prior to Wednesday, March 19, 2014. Every reasonable attempt will be made to provide the necessary assistance.**

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Note: Town meeting shall be continued to Tuesday, April 1, 2014 at 7:30 p.m. if needed.

## ARTICLE 1

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

Town Moderator for three years  
Board of Assessors for three years  
Board of Health for two 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  
DeCordova Museum and Sculpture Park Trustee for four years  
Housing Commission for three years  
Lincoln Sudbury Regional District School Committee, two seats for three years  
Parks and Recreation Committee for three years  
Planning Board, two for three years  
School Committee, two for three years  
Trustee of Bemis for two years  
Trustee of Bemis for three years  
Water Commission for three years

And to consider the following questions:

1. Shall an act filed in the year 2013 and passed by the General Court entitled “An Act Relative to the Granting of Special Licenses for the Sale of Alcoholic Beverages in the Town of Lincoln” be accepted?

Summary: On December 23, 2013, the Governor approved Chapter 187 of the Acts of 2013 (the “Act”). The wording of this ballot question is taken directly from the Act, which follows a vote taken at the March 25, 2013 Annual Town Meeting. If accepted by the voters of the Town, the Act will authorize the Board of Selectmen, as licensing authority, in accordance with the provisions of G.L. c.138, §14, to issue one-day alcoholic beverage licenses for the sale of wine and beer to the organizers of special events, with one-day licenses for the sale of all alcoholic beverages available only to non-profit organizations. While no notice to abutters or formal hearing is required by law, the Board of Selectmen would be required to act on such license requests at meetings posted in accord with the Open Meeting Law, and retains discretion as to whether to grant such licenses. The Board of Selectmen would also be authorized to set uniform fees for such licenses.

YES NO

2. Shall an act passed by the General Court in the year 2014, entitled “An Act Authorizing the Town of Lincoln to Grant a License for the Sale of Wine and Malt Beverages to be Drunk on the Premises” be accepted?

Summary: On January 16, 2014, the Governor approved Chapter 5 of the Acts of 2014 (the “Act”). The wording of this ballot question is taken directly from the Act, which follows a vote taken at the March 25, 2013 Annual Town Meeting. If accepted by the voters of the Town, the Act will authorize the Board of Selectmen, as licensing authority, to issue a single license for the sale of beer and wine to be drunk on the premises to the deCordova Museum and Sculpture Park located at 51 Sandy Pond Road. State liquor license laws will apply to the issuance of the license. Said laws require, among other things, that the Board of Selectmen provide notice to abutters, hold a hearing, and determine that the applicant is of good character and has premises suitable for such purpose.

YES NO

## 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 accept Chapter 73, Section 4 of the Acts of 1986 as amended by Chapter 126 of the Acts of 1988, for the purpose of increasing the real estate tax exemptions by 100 percent to all persons who qualify for property tax exemptions under Clauses 17, 17C,

17C1/2, 17D, 22, 22A, 22B, 22C, 22D, 22E, 37, 37A, 41, 41B and 41C under Chapter 59, Section 5 of the Massachusetts General Laws; or take any other action relative thereto.

Assessors

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 Senior Tax Work-off Program, as established pursuant to M.G.L. c. 59, § 5K, 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 by taxation, by transfer from available funds, or otherwise, to fund the Town's Veteran Tax Work-off Abatement Program, as established pursuant to M.G.L. c. 59, § 5N, as it may be amended from time to time; or take any other action relative thereto.

Selectmen

ARTICLE 8

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 9

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 10

To see if the Town will support the proposal of the Grade Eight Warrant Article Group to replace or install a certain number of bike racks at some of the Town's major biking destinations, including the Lincoln Schools, in order to encourage more bike riding among Town residents, and to transfer from Free Cash the necessary funds therefor; or take any other action relative thereto.

Citizens Petition

ARTICLE 11

To see if the Town will vote to raise and appropriate a sum of money by taxation, by transfer from stabilization, or by transfer from other available funds, for the purposes of conducting architectural/engineering studies and designs to address facilities issues of the Lincoln School, including all costs incidental and related thereto; or take any other action relative thereto.

School Committee

ARTICLE 12

To receive and act upon a report from the Community Preservation Committee on the Fiscal Year 2015 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 13

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 14

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 15

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 16

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 8 that exceeds the final Lincoln assessment voted by the Lincoln Sudbury Regional High School Committee for the fiscal year 2015, 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 17

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" liability established by Statements 43 and 45 of the Governmental Accounting Standards Board; or take any other action relative thereto.

Finance Committee

ARTICLE 18

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, Section 34, Clause 2(a) or 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 19

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 FY15 Lincoln School operating budget; or take any other action relative thereto.

School Committee

ARTICLE 20

To receive and act on a recommendation from the Board of Selectmen and Finance Committee 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 21

To see if the Town will vote to reauthorize revolving accounts previously established by vote of the Town under Massachusetts General Laws, Chapter 44, Section 53E ½, for the following purposes: school bus fees, preschool tuitions, ambulance services, fire alarm maintenance fees, firearms licenses fees, housing rental income, recycling program, Codman Farmhouse lease fees and parks and recreation fees; said fees of the revolving accounts to be expended by the authorized entity without further appropriation; or take any other action relative thereto.

Selectmen

ARTICLE 22

To see if the Town will vote to transfer from Water Enterprise Retained Earnings a sum of money to undertake necessary maintenance and engineering services involving the Flint's Pond spillway, including all costs incidental and related thereto; or take any other action relative thereto.

Water Commissioners

ARTICLE 23

To see if the Town will vote to transfer a sum of money from Water Enterprise Retained Earnings for the acquisition of a parcel of land within the Flint's Pond watershed for water supply protection purposes, shown on Assessors Map 28, Block 2, Lot 0, including all costs incidental and related thereto, such funds to be used in conjunction with Conservation Trust Fund money, and to authorize the Conservation Commission to acquire said land by purchase, gift or otherwise; to authorize the Conservation Commission to grant to a non-profit organization created pursuant to G.L. c.180 a permanent deed restriction in said property meeting the requirements of G.L. c.184,

§31-33; and further, to authorize the Conservation Commission and Board of Selectmen to execute instruments and take such additional actions as may be necessary to effectuate the vote taken hereunder; or take any other action relative thereto.

Water Commissioners

ARTICLE 24

To see if the Town will vote to transfer a sum of money from Water Enterprise Retained Earnings for necessary treatment plant maintenance: painting the exterior of the building, replacing plant piping and cleaning the clearwell, including all costs incidental and related thereto; or take any other action relative thereto.

Water Commissioners

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 fund the purchase of a tractor-mounted winch and associated chains and tools for the Conservation Department's utility tractor, including all costs incidental and related thereto; or take any other action relative thereto.

Conservation Commission

ARTICLE 26

To see what sum the Town will vote to raise and appropriate, or appropriate from available funds, to be expended under the direction of the District's School Committee for the purpose of purchasing technology infrastructure equipment, installing, constructing, reconstructing, or making extraordinary repairs to the facility for the purposes of installation and all expenses therewith including professional and engineering, the preparation of plans, specification and bidding documents, supervision of work and borrowing costs; and to determine whether said sum shall be raised by borrowing or otherwise; or take any other action relative thereto.

LSRSD School Committee

ARTICLE 27

To see if the Town will vote to 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 8 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 28

To see if the Town will vote, consistent with Section VII of the existing “Agreement With Respect to the Establishment of a Technical and Vocational Regional School District” for the Minuteman Regional Vocational School District, to accept the amendments to said Agreement which have been initiated and approved by a majority of the Regional School Committee and which have been submitted to the Board of Selectmen of each member town prior to its vote on this article; or take any other action relative thereto.

Minuteman High School Committee

ARTICLE 29

To see if the town will vote to authorize the Board of Selectmen to execute and deliver an affordable housing restriction to the Town of Lincoln Affordable Housing Trust affecting the properties located at 65 Tower Road and 75 Tower Road, upon such terms and conditions as the Board of Selectmen and the Town of Lincoln Housing Commission shall determine to be appropriate; or take any other action relative thereto.

Housing Committee

ARTICLE 30

To see if the Town will hear a report from the Leaf Blower Study Group, as authorized under Article 41 at Town Meeting 2013, on its findings and recommendations from its study of noise and air pollution relating to the increasing use of leaf blowers for public and private property maintenance, its research of alternatives, and its study of the cost impacts to both the public and private sectors, and to vote to approve said report, or take any other action relative thereto; and to vote to have the Board of Selectmen (or another organization designated by the Selectmen) continue the appointment of that Group for an additional year so that it may present updated findings and recommendations at Town Meeting 2015; or take any other action relative thereto.

Leaf Blower Committee

ARTICLE 31

To see if the Town will vote to amend the Zoning By-law, Section 23, to clarify the definition of a half story; or take any other action relative thereto.

Planning Board

ARTICLE 32

To see if the Town will vote to amend the Zoning By-law, Sections 7, 8, 9 and 10, to increase the maximum height to 36' and 2 ½ stories; or take any other action relative thereto.

Planning Board

ARTICLE 33

To see if the Town will vote to amend the Zoning By-law, Section 13, to authorize the Planning Board to assist the Building Commissioner in identification of rear lot line(s) on irregularly shaped lots; or take any other action relative thereto.

Planning Board

ARTICLE 34

To see if the Town will vote to amend the Zoning By-law, Sections 5, 6, 9 and 19, to eliminate redundant references for treatment of uses subject to MGL, 40A sec. 3, or take any other action relative thereto.

Planning Board

ARTICLE 35

To see if the Town will vote to amend the Zoning By-law, Section 15, to require site plan review for uses that generate 50 or more vehicle trips per day as defined by the ITE Trip Generation Manual; or take any other action relative thereto.

Planning Board

ARTICLE 36

To see if the Town will vote to amend the Zoning By-law, Section 6.0.2, to clarify that site plan review is required when new structures are proposed on lots with existing structures and calculated gross floor area thresholds are exceeded; or take any other action relative thereto.

Planning Board

ARTICLE 37

To see if the Town will vote to amend the Zoning By-law, Section 12.3, to update the flood plain maps; or take any other action relative thereto.

Planning Board

ARTICLE 38

To see if the Town will vote to amend the Zoning By-law, Section 15, to modify parking, driveway, and maneuvering aisle setbacks; or take any other action relative thereto.

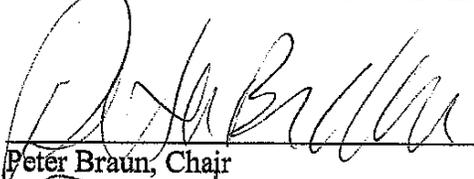
Planning Board

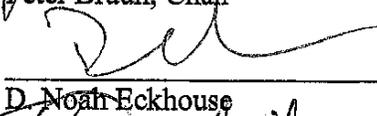
ARTICLE 39

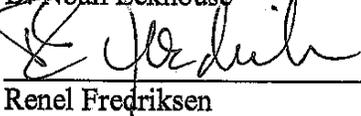
To see if the Town will vote to amend the Zoning By-law, Section 15, to modify the threshold for design standards; or take any other action relative thereto.

Planning Board

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 13th day of February 2014.

  
\_\_\_\_\_  
Peter Braun, Chair

  
\_\_\_\_\_  
D. Noah Eckhouse

  
\_\_\_\_\_  
Renel Fredriksen

## 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. Likewise, **debt exclusion** is added to the levy limit or levy ceiling for the life of the debt only. 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 needed for authorization.

**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.
- **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.

**Local Revenue (Receipts):** **Local revenue** or **local receipts** include excise taxes, rental fees, license and permit fees, investment income, cell tower income, and other “pay for service” fee income, such as recreation and ambulance fees.

**New Growth:** Proposition 2½ allows the town to increase its **levy limit** annually by an amount based on the value of new construction and other growth in the tax base that is not the result of revaluation. This provision allows the town to respond to **new growth** that may result in additional municipal costs; for example, the construction of new housing may result in increased school enrollments and therefore higher education costs. **New growth** becomes part of the levy limit base.

**Override:** Proposition 2½ allows a town to assess taxes in excess of the annual 2.5% increase plus **new growth** by passing an **override**. When an **override** is passed, the **levy limit** for the year is increased by the amount of the **override**. This results in a permanent increase in the

town's **levy limit**. An **override** requires a majority vote of the Selectmen to be placed on a ballot. A majority vote of the electorate is needed for approval.

**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.

**SBAB:** This refers to State Aid available to the Town or the Regional School District through the **State Building Assistance Board (SBAB)** as partial reimbursement for the capital and interest costs of our school construction projects.

**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.



## THIRD ANNUAL VOLUNTEER FAIR

\* \* \* \* \*

During the Town Meeting Lunch Break

March 29, 2014

Come and learn about  
Town Boards and Committee  
&  
Lincoln Clubs and Organizations  
&  
Explore Ways to Volunteer.

\* \* \* \* \*

Brooks Gym/Reed Field House  
Boxed Lunches provided by the Girl Scouts  
\$10.00

Everyone is invited. Everyone is welcome.