

Housing Element Inventory

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I. Introduction

Lincoln is a town of housing diversity. From the triple deckers of Manville Village to the mill housing of Saylesville, Fairlawn and Lonsdale, to the intimate single family neighborhoods of the streets that surround those villages and on to the estates of the Jenckes Hill area, Lincoln provides a variety and range of types of housing and a range of housing costs. As of 1999, 7.4% of Lincoln’s housing stock was considered affordable; however, the town recognizes this does not meet the state-mandated 10% threshold of low and moderate-income housing. In addition, it is estimated that potentially 1,030 households may pay more than 30% of their income on housing costs and receive no subsidized support.

The current housing crisis in Lincoln warrants significant attention. The situation in Lincoln can be attributed to many disparities including rising housing costs to median income, low subsidized funding to higher rental costs, type of housing to needs of the changing population. Thirty-two percent developable land and single-family residential zoning will allow for continued growth that will increase these affects until sufficient growth management methods are instituted.

As described below the cost for housing in Lincoln has risen dramatically over the past 20 years, as it has throughout New England. Housing costs in Lincoln are 24%+ higher than surrounding communities according to 2001 housing figures. Lincoln appears to be very representative of a trend that is facing the entire region. As housing costs have risen over the past several years, professional and white collar employees and two income families have managed to stay within and prosper from the housing market, whereas blue collar workers, single parents, the elderly and the disabled are faced with an increasingly tight housing market that leaves them few options. Although Lincoln’s historic village

pattern has resulted in a number of apartment units (over 1,500), new construction has been predominantly single family or condos rather than public housing for families, elderly and the disabled. This portion of the comprehensive plan inventories existing housing data and identifies the housing needs of the local population.

A recent study conducted by Rhode Island Monthly as indicated on their web site on April 4, 2002 (www.rimonthly.com) rates the “Best Towns” to live in based on municipal taxes, housing appreciation, education, public open space, environmental quality, civic participation and crime. Lincoln was rated 16th (the top 41%) of the total 39 cities and towns in Rhode Island. Of the rating categories, civics (3rd), housing appreciation (4th) and education (9th) received high ratings while crime (29th) received a low rating. Municipal taxes (19th), public open space (19th) and environmental quality (16th) received average ratings. It is important to note that the ratings are based on RI Monthly’s assessment of quantitative data, rather than the surveyed opinions of residents.

Housing Tenure. According to the State Housing Plan published by the Rhode Island Statewide Planning Program in March 9, 2000, Lincoln is considered an inner ring community, identified as within close proximity to the Providence metropolitan urban core. Because of this proximity to the city coupled with the suburban environment, Lincoln is an attractive place for residents.

Lincoln’s housing stock has increased by about 17% between 1990 and 2000.

- Number of Housing Units 1990: 7,254
- Number of Housing Units 2000: 8,508

Although the majority of housing stock is single-family detached homes, a significant percentage (23%) of stock includes 2-4 units, as indicated in Table A.

Table A
UNITS IN STRUCTURE

TYPE HOUSING	NUMBER OF UNITS	PERCENTAGE DISTRIBUTION
1-unit, detached	4,772	56.1
1-unit, attached	155	1.8
2 units	1,015	11.9
3 or 4 units	940	11.0
5 to 9 units	689	8.1
10 to 19 units	348	4.1
20 or more units	537	6.3
Mobile home	52	0.6
Boat, RV, van, etc	0	0
Total housing units	8,508	100.0

Source: US Census, 2000

Lincoln has a diverse housing stock with dense multifamily housing located primarily along the Blackstone River and single family housing increasing in the western portions of the town. As indicated in Table B, of the other inner ring and surrounding communities, Lincoln falls 6th of all 12 communities in percentage of owner-occupied units. Surprisingly, Lincoln falls lower in owner-occupancy (66.2%) in 2000 than Johnston, Warwick and Cranston, the more urbanized Rhode Island communities. In 1990, of the 7,038 housing units, 64.5% were owner-occupied and 35.5% were renter-occupied. Owner-occupancy has not significantly increased over the past decade, however if single-family home growth continues in disproportion to rental growth, the town may face the inability to meet the needs of its residents.

Table B
Inner Ring and Surrounding Communities Housing Tenure

	OWNER-OCCUPIED	RENTER-OCCUPIED
Cranston	66.9	33.1
East Providence	58.9	41.1
Johnston	71.4	28.6
Lincoln	66.2	33.8
Middletown	56.4	43.6
Warwick	72.7	27.3
<i>North Providence</i>	<i>60.3</i>	<i>39.7</i>
<i>Central Falls</i>	<i>21.8</i>	<i>78.2</i>
<i>Cumberland</i>	<i>76.7</i>	<i>23.3</i>
<i>North Smithfield</i>	<i>79.2</i>	<i>20.8</i>
<i>Pawtucket</i>	<i>44.4</i>	<i>55.6</i>
<i>Smithfield</i>	<i>78.4</i>	<i>21.6</i>
State of Rhode Island	60	40
Average	62.8	37.2

Source: Profiles of General Demographic Characteristics, 2000. May 2001. US Census Bureau.

Bold – Inner Ring; *Italics* – Surrounding communities; ***Bold/italics*** – Both

Low and Moderate Income Housing. Meeting the demands of low and moderate-income housing is a state requirement mandated by the Low and Moderate Income Housing Act (RIGL 45-53-1), which indicates a 10 percent benchmark for each town's fair share of low-income housing, excepting those communities with at least 5000 occupied rental units when those rental units comprise 25 percent or more of the total housing in that community. As of 1998, ten communities have met this standard. As with the other 29 communities, Lincoln is subject to the jurisdiction of the State Housing Appeals Board, a statewide zoning board of review, which is empowered to reconsider local zoning denials and override them in certain circumstances. The Act defines low or moderate-income housing as:

“...Any housing subsidized by the federal or state government under any program to assist the construction or rehabilitation of low or moderate income housing, as defined by federal or state statute, whether built or operated by any public agency or non profit organization, or by any limited equity housing cooperative or any private developer.”

According to the State Housing Plan, Table C represents Lincoln’s history of low and moderate-income housing compared to surrounding communities and the state of Rhode Island average. The town’s low-moderate income subsidized housing has increased by nearly one percent in the past decade as was also averaged by the surrounding communities. Lincoln is 2.5% or about 200 units below the state mandate.

According to the Lincoln Housing Authority, because of Lincoln’s current inability to meet the public housing need, residents are being displaced into surrounding communities such as Central Falls and Pawtucket to find subsidized housing. As of June 2002, there are 200 people on the Lincoln Housing Authority’s waiting list. As described in the Housing Actions section, the need must be determined to distinguish those existing residents seeking housing or others seeking to relocate to Lincoln.

Table C
Percent Subsidized Housing

TOWN	1993	1995	1997	1999
Lincoln	6.61	7.66	7.58	7.58
Central Falls	12.7	12.8	13.17	13.29
Cumberland	5.08	5.38	5.38	5.39
N. Providence	6.74	8.16	8.39	8.46
N. Smithfield	4.62	6.78	6.78	6.78
Pawtucket	7.9	8.19	8.13	8.19
Smithfield	3.92	4.66	4.5	4.5
Average of Surrounding Communities	6.80	7.66	7.70	7.74
State of Rhode Island	7.17	7.69	7.81	7.91

Source: State Housing Plan. March 2000. Rhode Island Statewide Planning Program.

Substandard Housing. The State Housing Plan indicates that in 1970, 3% or 200 housing units were substandard while 4.4% or 321 units in 1990 were considered substandard by the Rhode Island Housing and Mortgage Finance Corporation’s Consolidated Plan (1995-1998). The State Housing Plan reported that the best available data in 1990 indicated that Lincoln had an estimated 2.7% substandard units of its total 310 units of renter households below poverty. This is well below the statewide average of 6.5%. The 310 units are 12% of the total 2,497 renter-occupied units.

Housing Affordability. As indicated by the State Housing Plan, federal housing subsidy program guidelines consider ownership or rental costs that exceed 30 percent of household income as unaffordable. It is stated that:

“Households living in such units are economically pressed to seek less expensive units even if they are less satisfactory in size and condition. For poverty-level households, the pressures are much harsher. High housing costs relative to a subsistence income leaves scant resources for other necessities and can be a major factor in causing household breakups or other problems. It is also why many poverty-level households move so often to seek “better housing,” or to illegally break rental agreements on units they cannot afford. To increase affordability for families most severely affected by high costs, it is first necessary to determinate how many lower-income households are paying more than a “reasonable amount” of their income for housing.”

As of 1994 in Lincoln, there were no *median income* owner-occupied or renter-occupied households that exceeded the 30% income threshold. However, most recent data (1990) indicates that Lincoln had 883 (12%) renter occupied units and 779 (10.6%) owner occupied units in which the household’s monthly gross rent was over 30% percent of income, a total of 1,662 units. With 632 subsidized units, it is suspected that there are 1,030 households that pay more than 30% of their income on housing costs and receive no subsidized support.

The Rhode Island Housing and Mortgage Finance Corporation manage two affordable to low-income housing developments in Lincoln:

- Eagle - Division/ Spring/ Summer Streets in Manville
- Washington Hill – Wake Robin Road across from Lincoln Mall (Elderly Housing)

Residential Care/Assisted Living Facilities

The town has no residential care or assisted living facilities. Nearby communities with such facilities are listed in Table D.

Table D
Residential Care or Assisted Living Facilities

TOWN	NUMBER OF FACILITIES
Lincoln	0
Central Falls	2
Cumberland	0
N. Providence	3
N. Smithfield	0
Pawtucket	9
Smithfield	3

II. Past History

A forward-looking feature of the 1974 residential plan was the concept of “density development.” This concept is equivalent to today’s term of "rural protection zoning," “open space residential development,” or “cluster development” wherein the overall number of units allowed on a given tract of land remains the same, but the units are allowed to be grouped closer together or to be placed in multi-unit structures, thus reducing the amount of land needed for development and saving open space. In the low and medium density areas, a halving of single-family lot sizes was recommended. Apartment or townhouse buildings were allowed within this scheme in the medium density areas.

In 1992, the distribution of land by zone is as shown in Table E. In general, the town has rezoned some land from higher densities to lower RS-20 densities.

Table E
Land Distribution by Zone by Acres, 1992

ZONING	AL-BION	FAIR-LAWN	INDUS-TRIAL	LIME-ROCK	LONS-DALE	MAN-VILLE	SAYLES-VILLE	TOWN-WIDE
Districts	# Acres	# Acres	# Acres	# Acres	# Acres	# Acres	# Acres	Totals
RA-40	950	0	103	3430	100	121	660	5364
RS-20	650	0	164	1865	350	58	136	3223
RS-12	200	34	48	177	200	59	159	877
RL-9	54	37	0	26	203	56	90	466
RG-7	36	70	37	0	235	87	15	480
BL-0.5	26	16	167	8	20	21	1	259
ML-0.5	0	0	703	14	20	9	0	746
MG-0.5	2	82	207	0	17	50	52	410
TOTALS	1898	239	1429	5520	1145	461	1113	11805

In general, the town has carried out the 1974 Comprehensive Plan's residential component. The late 1980's and early 1990's installation of sewer service to the entire town raises an important question of whether the reasons for past density decisions are still valid. The past residential development policies of the town of Lincoln were:

1. Focus apartment and high density growth in or near existing villages
2. Keep the area west of Route 146 in a more rural character due to the historic rural/farming character of the area.
3. Allow for smaller lot transitional districts between the villages. Base lot size on proximity to the village and the presence of sewer and/or water.
4. Avoid large-scale multifamily developments outside the villages.
5. Maintain overall density levels at those established by the plan in order to plan for predictable population growth levels.

The consulting team sees no reason to change these policies. With the availability of sewers throughout town, smaller lots are not precluded between villages and there is the potential for open space residential developments in outlying areas. Town officials and citizens must react to these policies to determine if they agree.

The Lincoln Affordable Housing Strategy

Nationwide, cities and towns feeling the dramatic effects of soaring housing costs are challenged to develop affordable housing strategies. Lincoln's housing market has skyrocketed in the past decade and, as a result, housing costs have become prohibitive for longtime residents, their children, and newcomers. A multi-facet and diverse approach to providing affordable housing to existing and future residents is a national trend towards valuing a mixture of housing and population. Recommended affordable housing strategies are essentially methodologies that cities and towns can use to encourage and regulate the development of affordable housing by both for-profit and non-profit developers and organizations.

The State of Rhode Island – Low and Moderate Income Housing Act 45-53 provides cities, towns, and developers with provisions, such as the Comprehensive Permit, for developing types of affordable housing that are consistent with local needs and zoning and land use regulations. The Comprehensive Permit encourages the development of affordable housing by providing a streamlined permitting process. Under the Comprehensive Permit, private and non-profit developers of affordable units can file a single application for a special exception to the zoning board of review. Developers are eligible to apply for a Comprehensive Permit if at least 20% of the total number of units will be affordable selling to households at less than 80% median income. These units

must remain affordable for a period of 30 years. All Comprehensive Permit applicants must be eligible for a subsidy from the state or federal government.

Previous to 2002, the Comprehensive Permit applied to rental housing units developed by private and non-profit developers, and to homeownership developed by non-profits or private/non-profit partnerships. A 2002 amendment to the Act now allows private for-profit developers to apply for a Comprehensive Permit to develop affordable homeownership units without the partnership of a non-profit organization. The amendment also provides for review of the Permit by the local planning boards in cases of applications involving land development projects or subdivisions. Since passage of this amendment, the town of Lincoln has received two Comprehensive Permit applications.

The Low and Moderate Income Housing Act establishes several criteria that zoning boards of cities and towns can use to deny a Comprehensive Permit request. According to the Act, the zoning board in reviewing the Comprehensive Permit, “may deny the request for any of the following reasons: if the proposal is inconsistent with local needs, including, but not limited to, the needs identified in an approved comprehensive plan; and local zoning ordinances and procedures promulgated in conformance with the comprehensive plan; if the proposal is not in conformance with the comprehensive plan; if the community has met or has plans to meet the standard of ten percent (10%) of the units or, in case of an urban city or town, fifteen percent (15%) of the occupied rental housing units as defined in Section 45-53-3 (2)(i) being low and moderate income housing; or if concerns for the environment and the health and safety of current residents have not been adequately addressed.” (Section 45-53-4). If a city or town denies the request for a Comprehensive Permit, the applicant may appeal to the State Housing Appeals Board. A town that has an affordable housing implementation plan will be in a stronger position to withstand appeals to the State Housing Appeals Board.

The State’s commitment to affordable housing is reflected in the affordable housing strategies recommended in this section of the Comprehensive Plan. In 1988, the Town prepared an affordable housing strategy¹ in which the following affordable housing goals were established:

1. Encourage the establishment of a nonprofit housing development corporation or land trust to develop housing in Lincoln within the “affordable” range and the price limits of RIHMFC programs.
2. Appoint a housing ombudsman to assist families and individuals with housing problems.

¹Briggs Associates and the Town of Lincoln. 1988. *Strategic Plan for Affordable Housing*. Funded by a grant from Rhode Island Housing and Mortgage Finance Corporation.

3. Develop options that encourage the construction of small, affordable single family housing units in the form of starter homes for young families and “independence housing” for older homeowners.
4. Continue and expand programs to provide loans and grants for rehabilitation of existing housing units.
5. Consider the tax abatement program that gives a \$15,000 assessment exclusion for those aged 65 or older that have owned and lived in homes in Lincoln for over 5 years.
6. Evaluate the feasibility of direct town contributions to create affordable resale housing.

As indicated by the above goals, the primary housing problem identified by the study was the lack of “facilitators” of affordable housing. The facilitators that were seen as needed were a non-profit development corporation, an ombudsman, zoning changes that would encourage the private sector to provide a broader range of housing, and tax policy changes. In addition, the town was encouraged to consider how its more direct financial investments might be implemented. The town moved ahead with the housing ombudsman position and continues its housing rehabilitation efforts. The Lincoln Housing Authority owns additional undeveloped land in Albion and Manville that can be developed into low and moderate housing opportunities. The Housing Authority is in the preliminary stages of developing a plan to use this available land. No zoning changes have been adopted to date.

As noted above, since passage of the 2002 amendment to the Low and Moderate Income Housing Act, the issue of increasing the supply of affordable housing within the Town and ensuring its long-term affordability has become paramount for the town of Lincoln and other cities and towns in Rhode Island. During this Comprehensive Plan revision, the Town reaffirmed its own commitment to affordable housing and expanded and improved upon the goals presented above. The following affordable housing goals, objectives, and policies were established:

OVERALL GOAL

To encourage a range of housing choices, including affordable housing options, so that the Town can continue to be a home to a vital mix of people.

OBJECTIVE 1:

Ensure that people living, working, and raising children in Lincoln can afford to live in the Town.

OBJECTIVE 2:

Develop municipal policies and action recommendations that reflect the Town’s commitment to affordable housing, and are consistent with State Affordable Housing Acts.

OBJECTIVE 3:

Develop partnerships between the Town, non-profits, and private developers to address housing challenges and develop affordable housing.

OBJECTIVE 4:

Gain community support for affordable housing within the Town.

OBJECTIVE 5:

Identify funding sources and other resources for affordable housing development and rehabilitation.

TOWN POLICIES SUPPORTING GOALS AND OBJECTIVES

There are a number of Town policies that support the above goals and objectives.

- The Town supports actions designed to provide affordable housing for Lincoln’s diverse populations.
- The Town supports the provision of housing for persons unable to afford appropriate housing in the private market. These persons include:
 - Persons who are elderly.
 - Persons who are disabled.
 - Persons with very low and low incomes.
 - Persons with moderate and middle incomes.
- The Town supports initiatives and programs to create and preserve affordable housing within the Town.
- The Town supports the development of affordable housing by non-profit and private developers.
- The Town supports a goal of achieving long-term affordability for at least 10 percent of the Town’s housing stock.

Based on the above stated goals, objectives, and policies, the following affordable housing strategy has been developed.

Affordable Housing Strategy:

**1. BUILD AND PRESERVE AFFORDABLE HOUSING
ENCOURAGE PROGRAMS THAT SUPPORT AFFORDABLE HOUSING
OPPORTUNITIES**

- **Form an Affordable Housing Foundation:**

An Affordable Housing foundation should be formed to ensure that affordable housing remains a top priority in the Town, and to procure and administrate funding for affordable housing development and preservation. The Foundation should also be the body responsible for monitoring the progress of this plan, and should report annually to the Town on their findings. Possible administrators of the Affordable Housing Foundation include: the Town; the Lincoln Housing Authority; a Board comprised of representatives from area non-profit organizations; or a combination of the above.

Financial costs associated with this Affordable Housing Foundation would be minimal. Administration of the Foundation would not involve hiring staff, as existing staff of the Town, Lincoln Housing Authority, and/or non-profit organizations would manage operating responsibilities. Thus, the only cost of administration of the Foundation would be in the form of time commitment responsibilities of Town and Housing Authority staff and/or non-profit staff.

- **Establish an Affordable Housing Trust Fund to be Administered by the Affordable Housing Foundation:**

An Affordable Housing Trust Fund should be established to receive and manage funds for affordable housing development and preservation. Potential sources to contribute to an Affordable Housing Trust Fund include: The Town, in-lieu of fees from developers, and donations from private landowners. This Affordable Housing Trust Fund would serve effectively as a central clearing house for funding affordable housing developments. The Trust Fund would accept, manage and disperse funds to non-profits and private developers interested in developing affordable housing within the Town. Funds from the Trust Fund would be administrated by an Affordable Housing Foundation, which would ensure that affordable housing developments receiving funding from the Trust Fund would be compatible with Town goals and policies.

As the Affordable Housing Trust Fund would be administrated by the Affordable Housing Foundation, costs and time commitments associated with the Trust Fund would be included in costs and time commitments of the Foundation (described above).

The Affordable Housing Foundation should apply to Rhode Island Housing for \$300,000 in project start-up funds from the HOME program.

- **Draft and Adopt a Mandatory Inclusionary Zoning Ordinance**

The Town of Lincoln should consider drafting an Inclusionary Zoning Ordinance that would mandate the provision of affordable units in larger subdivisions. In exchange for creating the affordable units, the Town will consider waiving impact, permit, and other fees on the affordable units, as well as help to facilitate

obtaining of RIHMFC and other subsidies towards those units. This will ensure that with each new larger development, some percent of affordable units will be developed.

• Town Should Consider Revising the Zoning Ordinance to Allow for Greater Flexibility with Regards to Density and Lot Size in Order to Encourage the Construction of Affordable Housing:

Allowing for reductions in minimum lot sizes for single-family housing is a technique that can be utilized to reduce residential development costs. Small lot developments, whether in a cluster or traditional “grid pattern” subdivision, increase density and the opportunity for affordable housing. Increasing density also allows for greater maximization of infrastructure improvements, therefore also decreasing development costs. It is recommended that this type of rezoning is concurrent with flexible site design standards so that innovative design techniques can be used to maximize lot space.

• Fund Non-Profit Organizations to Develop Affordable Housing:

The Town should make a commitment to regional and local non-profits to set aside money from the Town’s CDBG annual request each year to fund non-profit affordable housing developments. Non-profits, in turn, would use this money to increase the Town’s supply of affordable housing, bringing the Town closer to its goal of 10% of the total housing stock as affordable.

• Continue to Utilize CDBG and HOME funds to provide Closing Cost and Down payment Assistance for Affordable Housing Buyers:

The Town should apply annually for CDBG and HOME funds to provide down payment and closing cost assistance for eligible homebuyers.

• Work with the Lincoln Housing Authority to Develop Affordable Homeownership Housing Through the Section 8 Program:

The Lincoln Housing Authority is interested in exploring the feasibility of providing homeownership through the Section 8 program. A Section 8 homeownership program that uses a land trust model where entities administering Section 8 vouchers “sell” land and/or houses on a 99-year lease to qualified households would be a viable model for Lincoln. The Lincoln Housing Authority is willing to work with The Department of Housing and Urban Development and with non-profit and for-profit developers on Section 8 homeownership.

• Support For-Profit Developers to Provide Affordable Housing Units Within New Subdivisions:

Through the Inclusionary Zoning Ordinance, private developers will be developing affordable units in larger subdivisions. The Town should support

these developers and look into funding subsidies to help ensure housing affordability if the need exists.

- **Use Federal Housing Tax Credits (LIHTC) to Create and/or Rehabilitate Affordable Housing in Lincoln**

The Town should work with both non-profit and profit developers to create affordable rental units using the Low Income Housing Tax Credit program through Rhode Island Housing. The LIHTC program works in coordination with other funding programs, and provides substantial project funding for low- and moderate-income developments.

- **Fund the Development of Housing for Elderly Persons:**

There is an approximate 3-year waiting list for various existing elderly housing developments within Town. The Lincoln Housing authority should work with elderly housing providers to utilize Federal 202 funds and USDA funds to create additional housing units for the elderly persons living in Lincoln.

- **Fund the Development of Affordable Housing for Lincoln’s Disabled and Special Needs Population.**

The Town should monitor the housing needs of the disabled and special needs population, and ensure that adequate funding is available for affordable housing for this population. Special needs residents include persons with mental and developmental disabilities, as well as persons with physical disabilities. Affordable housing for disabled persons should provide appropriate supportive services and opportunities for independent living. The Section 11 Program through the U.S. Department of Housing and Urban Development has been successful in developing group homes, congregate living, and other types of housing for disabled persons in other areas of the State, and the Town should work with agencies serving disabled persons to determine how this program could be effective in Lincoln. The Town should continue to work with HUD, the Lincoln Housing Authority, and with area housing developers to fund and develop more special needs housing.

IMPROVE AND MAINTAIN THE TOWN’S EXISTING HOUSING STOCK

- **Improve and Maintain Existing Housing Stock by Increasing Code Enforcement:**

By strictly enforcing the Town Building Codes, landlords and homeowners will have an incentive to maintain their homes and preserve the Town’s housing stock.

- **Continue the Town’s CDBGs Program to Assist Homeowners with Home Repair:**

The Town should continue and increase its program to assist income-eligible homeowners with home repair. Home repairs could include lead abatement, property maintenance, and energy conservation. This program is funded through the Town's CDBG program, whereby eligible applicants fill out applications and a meeting with a Town representative to discuss the necessary repairs.

- **Ensure that Affordable Housing in the Town is Safe and Sanitary:**

The Lincoln Building Inspector should do mandatory inspections of affordable units in the Town before new residents move in to ensure that conditions meet health and safety codes.

2. GAIN COMMUNITY SUPPORT FOR AFFORDABLE HOUSING

- **Encourage Mixed-Income Subdivisions as A Way to Minimize the Stigma Associated with Affordable Housing**

Often, affordable housing is associated with negative activities such as violence, drugs, gangs, unemployment, and lowering area property values. The negative stigma attached to affordable housing developments is largely unfounded, and the Town should work with developers to integrate affordable units into market-rate developments. Integration of mixed-income units and families will minimize the stigma often associated with affordable housing.

- **Conduct Educational and Informative Programs to Raise Awareness About Affordable Housing**

In order to further minimize the stigma associated with affordable housing, and to reiterate the need for more affordable housing within the Town, an educational program should be developed for existing residents and other interested parties. Further, the people of Lincoln should have access to information about affordable housing, such as an information clearinghouse and/or data base on affordable rental and homeownership opportunities. Residents should be able to discuss the issue openly and regularly with the Town Council and local affordable housing developers.

- **Seek Out Untapped Community Support for Affordable Housing**

The Town should seek the support of private residents, churches, businesses, and all area non-profit organizations for affordable housing. Together, a coalition of affordable housing advocates will be able to lobby more effectively for funding and Town ordinances supporting affordable housing projects.

3. IDENTIFY FUNDING SOURCES AND USE EXISTING RESOURCES TO DEVELOP AND PRESERVE AFFORDABLE HOUSING

- **Ensure that Other Sections of the Lincoln Comprehensive Plan Support Affordable Housing**

The Town's goals and policies on transportation, employment, and other elements of the Comprehensive Plan influence the success of affordable housing developments within the Town. In order to guarantee that affordable housing remains viable in Lincoln, the Town should review the Lincoln Comprehensive Plan and ensure that the various aspects of the Plan are supportive of affordable housing development and preservation.

- **Maintain an Updated Database of Housing and Households Trends and Housing Needs in the Town**

Data from 1990 and 2000 U.S. Censuses provided valuable information about changing housing and household trends in Lincoln over the past decade. The Town should build a housing database based on this Census data in order to keep current on year-to-year changing housing needs.

- **Purchase Available Land in the Town for Affordable Housing Development**

The amount of developable land in Lincoln is one of the Town's greatest assets, and the Town should determine the location of available land zoned for residential use, and determine the feasibility of purchase for affordable housing development. An Affordable Housing Foundation could administrate the development of affordable housing on this land.

- **Seek Donations of Land for Affordable Housing Development**

The Town should determine if entities, such as area churches, local businesses, or private individuals are willing to donate land for affordable housing development. An Affordable Housing Foundation could also administrate such donations and the subsequent development of affordable housing.

- **Ensure that the Town Allocates Funding Each Year for Affordable Housing Development**

The Lincoln Town Council should consider allocating funding from the annual CDBG request specifically for affordable housing development. This money could be given to an Affordable Housing Trust Fund, donated directly to individual non-profit developers, or it could be given to a coalition of non-profit developers working together to develop and operate more affordable units within the Town. Allocation of this money could be performance-based.

- **Look to Inactive Mill Buildings for Adaptive Reuse as Affordable Housing**

Many of Lincoln's villages have industrial histories witnessed today by a number of vacant mill buildings. There are successful examples of the redevelopment of mill buildings for housing throughout the country. Developers should evaluate

the potential of Lincoln's mills to be redeveloped and rezoned for affordable housing occupancy.

• Fund Rehabilitation and Preservation of Existing Affordable Units

Preserving Lincoln's existing housing supply is just as important as creating new affordable housing. A number of funding sources exist for use in the rehabilitation of existing affordable units. These include HOME funds and Low Income Housing Tax Credits. The Town should work with landlords, non-profit developers, and homeowners of affordable units to identify properties in need of repair, and then identify appropriate funding sources for these projects. The Community Development Block Grant (CDBG) Program is a major funder of housing repair and rehabilitation, and local financial institutions often provide low-interest loans for repairing affordable housing within the community. The Town should look to these sources, as well as others for ways to ensure the preservation of safe, quality affordable housing.

• Continue to Utilize Existing Programs to Fund Development and Preservation of Affordable Housing

Many programs exist, on both State and Federal levels to fund affordable housing development projects. The Town of Lincoln has utilized a number of these programs in the past, and should continue to employ them to develop and maintain affordable housing.

4. FORM PARTNERSHIPS TO ADDRESS CHALLENGES AND DEVELOP AFFORDABLE HOUSING

• Encourage Partnerships Between For-Profit and Non-Profit Developers

Collaborations between private, for-profit developers and area non-profit developers should be encouraged to develop more affordable housing within Lincoln. In particular, such a partnership could be effective in developing an affordable housing subdivision as a demonstration program for other cities and towns.

III. Lincoln's Current Housing Stock

In 1980, the Town of Lincoln had 6,340 dwelling units, including 3,997 single-family homes and 2,343 units in two-or-more family structures. By 1990, the number of dwelling units had increased by 941 or 14.8% to 7,281 units and by 2000, the number of dwelling units increased by 16.8% to 8,508 units. Table F indicates that growth from 1980 to 1990 (941 units) was significantly less than growth increases between 1970 to 1980 (1,133 unit increase) and 1990 to 2000 (1,228 unit increase). It is noteworthy that the 1974 Comprehensive Plan reported an average housing unit growth rate from 1950 to

1965 of 92 units per year. In other words, growth in Lincoln over the last 50 years has averaged very consistently at about 100 units per year.

Table F
Number and Percent of Housing Units by Census Tract
Town of Lincoln 1970, 1980, 1990 and 2000

CENSUS TRACT	1970 HOUSING UNITS	1980 HOUSING UNITS	PERCENT CHANGE '70-'80	1990 HOUSING UNITS	PERCENT CHANGE '80-'90	2000 HOUSING UNITS	PERCENT CHANGE '90-'00
115	1,556	1,832	17.7%	2,085	13.8%	2,702	29.6%
116	930	1,376	48.0%	1,552	12.8%	2,078	33.9%
117.01	1,525	1,761	15.5%	1,916	8.8%	2,111	10.2%
117.02	1,204	1,379	14.5%	1,447	4.9%	1,617	11.7%
Total	5,215	6,348	23.9%	7,000*	10.1%	8,508	21.4%

*Figures differ from previous table due to discrepancies in Census counts.

Source: U.S. Bureau of Census 1970, 1980, 1990 and 2000

According to the February 28, 2002 Growth Management Plan, certificates of occupancy have peaked and declined in economic cycles. The early to mid-1990s saw a large increase in multi family dwellings, while no multi-family unit permits were issued between 1998 and 2000. The Plan indicated that as of October 2001, there were 617 additional buildable lots under the Planning Department's review, which meet the requirements for residential development. The Plan resolves that this increase in housing units has a significant impact on the town's public school system due to the fact that single family households cost more in education services than they pay in property tax. The purpose of the Growth Management Program was to develop tools that Lincoln could implement to manage the rate and type of development while the town takes appropriate measures to upgrade school facilities.

The Plan indicates that the growth of single family and multi family dwellings has a direct impact on public education in the number of school age children that are generated. The number of school children is a function of the number of bedrooms per unit. Multi-family units tend to have fewer bedrooms and therefore generate fewer children whereas single-family units tend to generate more students. This is discussed in further detail in the Municipal Services Element.

Because of the rising housing and rental costs as well as the lack of federal funding available for public housing, there is an imminent need for local guidance of the town's public housing.

The majority of the public housing stock includes one bedroom and efficiency apartments while there are a very minimal number of family units.

Between 1980 and 1990, the Limerock neighborhood grew by over 250 units and saw the greatest growth of all the census tracts. This information is based on 1990 census data and does not match the town's occupancy permit figures. It is assumed that the town's records are correct. It is also assumed that the relative change per census tract is reliable.

While all parts of the town grew significantly between 1990 and 2000, the largest increases in housing units were seen in census tracts 115 and 116, the neighborhoods of Manville, Albion, the Industrial Corridor, Limerock and Quinville. High to modest growth in housing units occurred in census tracts 117.01 and 117.02 in the neighborhoods of Lonsdale, Saylesville and Fairlawn, the southeast corner of the town. This is expected since the majority of lots in the southeastern portion of town are already built whereas there is more available developable land in other areas of town.

An analysis of building and demolition permits during the past ten years indicates a current total of 4,574 single-family homes and 2,678 units in two-or-more family structures or 7,281 total units as of 1991. Single-family homes have increased from 53% of all housing units in 1980 to 66% in 1990.

Building permit counts are also indicative of residential growth demand. As part of Providence County, Lincoln is impacted by the growth patterns of the region. As residents relocate to Lincoln based on proximity to the Providence and Boston metropolitan areas among other factors, Lincoln must be prepared to manage the rate, type and location of development. Table G indicates year 2000 building permits and housing units by county. Providence County experienced similar growth to that of Washington County.

Table G
Building Permits and Housing Units, by County, 2000

COUNTY	BUILDING PERMITS	HOUSING UNITS
Providence	813	1002
Washington	748	749
Kent	425	453
Newport	256	307
Bristol	85	85
Total	2327	2596

Source: US Census Bureau. CenStats Databases.

<http://tier2.census.gov>

Historic data from the 1980's building permits for Lincoln and surrounding towns shows that Lincoln's growth has been comparable, and in some cases less than, the growth seen in neighboring towns. Lincoln's growth has since increased. Table H indicates the number of housing units authorized for the years 1990 and 2000, by community. Lincoln was above the average for both years and ranked significantly higher than surrounding communities for the year 2000, 8.6% of the state.

Table H
Authorized Housing Units: Year 1990 and Year 2000

COMMUNITY	1990			2000		
	SF	MF	% of State	SF	MF	% of State
Lincoln	83	0	3.2%	101	100	8.6%
Central Falls	6	0	0.2%	0	0	0.0%
Cumberland	136	4	5.4%	119	33	6.5%
N. Providence*	60	14	2.9%	43	12	2.4%
N. Smithfield	32	2	1.3%	25	0	1.1%
Pawtucket	22	52	2.9%	16	2	0.8%
Smithfield	39	29	2.6%	34	0	1.5%
Average of surrounding communities	54	14	2.6%	48	21	3.0%
State			2,596			2,327

*1999 data Source: Rhode Island Economic Development Corporation, Research Division. US Census Bureau

Between 1990 and 2000, the town's housing stock increased by 16.9%. Based on 1990 census data, approximately 33% or 2384 of the town's housing stock was built prior to 1939. By decade, the amount of housing built since then is as follows: 1940's (9%); '50's (13%); '60's (14%); 70's (18%); 80's (12%). Of the 7281 housing units present in 1990, 7038 (97%) were occupied. Sixty-four percent were owner-occupied. Only 11 units were used for seasonal or occasional use. The rental vacancy rate was 4.7%. Current demand for housing is seen in the low 2000 rental vacancy rate of 3.1% and the housing vacancy rate was 0.5%.

A mobile home park near the North Providence town line provides spaces for 65 units of affordable housing. (See Table I). Again, Lincoln's share of all state mobile homes (1.93%) is proportionate with its overall share of the housing in the state (1.77%).

Table I
Mobile Homes in Lincoln and Surrounding Towns, 1988, 1995

TOWNS	# YEAR ROUND DEVELOPED SITES (1988)	% OF STATE, 1988	# YEAR ROUND DEVELOPED SITES (1995)	% OF STATE, 1995
Lincoln	65	1.93%	65	1.37%
Central Falls	0	0%	3	0.06%
Cumberland	18	0.54%	39	0.82%
N. Providence	0	0%	4	0.08%
N. Smithfield	0	0%	6	0.13%
Pawtucket	355	10.56%	454	9.56%
Smithfield	0	0%	3	0.06%
State of RI	3,363	100%	4,749	100%

Source: RI. Division of Planning, 1990, Housing Database. 2000 State Housing Plan, Appendix A-4. Approximately 17 apartment/condominium complexes with six or more units contain 941 multifamily dwelling units. About two-thirds of these are located in areas near the Blackstone River; the exceptions are newer developments such as Washington Hills (120 units) and Wake Robin (104+ units) near the Lincoln Mall, and Kirkbrae Glen (151 units) on Old River Road near the Kirkbrae Country Club. The major existing condominium developments in Lincoln are Kirkbrae Glen with 96 condos, the Albion Mill with approximately 130 condominiums and Wake Robin with 44 condos.

Table J, Housing Subsidy and Assistance Programs in Lincoln and Surrounding Towns, 1991, shows that Lincoln's 483 units of Section 8 and public housing represents 1.59% of the total 30,297 such units in the state. Again, this figure is close to the town's 1.77% share of total units in the state. Table K presents an inventory of subsidized units in Lincoln in 1991. These numbers have not changed significantly, if at all from 1991.

According to the Rhode Island State Housing Plan, 2000 and the U.S. Dept. of Housing and Urban Development, Federal Register, Fair Market Rents for Federally Subsidized Rental Housing in Lincoln in 1997 ranged from \$408 for an Efficiency to \$555 for a One Bedroom, \$667 for Two Bedroom, \$838 for a Three Bedroom, and \$1032 for a Four Bedroom apartment.

Table J
Housing Subsidy and Assistance Programs in Lincoln and
Surrounding Towns, Number of Units - 1991

TOWN	FEDERAL ELDERLY UNITS	FEDERAL FAMILY UNITS	RHODE ISLAND HOUSING	TOTAL UNITS	% OF STATE
Central Falls	617	193	288	1,098	3.62
Cumberland	494	25	255	774	2.55
Lincoln	322	41	120	483	1.59
N. Providence	978	195	542	1,715	5.66
N. Smithfield	190	0	60	250	0.83
Pawtucket	1,520	749	641	2,910	9.60
Smithfield	0	0	194	194	6.40
State of Rhode Island	17,944	7,455	4,898	30,297	100.00

Source: RI. Division of Planning, 1990, Housing Database. RI Comprehensive Housing Action Strategy

**Table K
Inventory of Subsidized Units in Lincoln, 1991**

PROGRAM	FACILITY	UNITS	TYPE
Housing Authority			
	Manville Manor	52	Elderly
	Lincoln Manor	192	Elderly
	Woodland Avenue	6	Small Family
	Section 8 Certs	104	Small Family
	Section 8 Certs	1	Large Family
	Section 8 Vouchers	20	Small Family
HUD Subsidies			
	Eagle Apartments	102	Elderly
		35	Small Family
	Washington Hill	120	Elderly
TOTAL		632	

Condition of Housing

The 1990 U.S. Census of Population provides information that indicates that Lincoln's housing stock is in good condition. Sixty-seven percent of the town's housing was built after 1940. Just six units of housing lacked complete plumbing facilities and just 35 units lacked kitchen facilities. A total of 6770 units (93%) are served by public water supply with the installation of the sewer system over 5000 houses are served by sewers. The average number of bedrooms per unit in Lincoln is 2.65. Table L presents information on housing conditions in Lincoln.

**Table L
Condition of Housing, Lincoln**

SUBSTANDARD HOUSING CONDITIONS IN RI COMMUNITIES AS ESTABLISHED BY VARIOUS SOURCES: 1990							
RI HOUSING Consolidated Plan 1995-1998		LOCAL RI Comp Plans		1990 U.S. CENSUS		Total Units (1990)	
Severe Physical Problems	Moderate Physical Problems	Severe Physical Problems	Moderate Physical Problems	Units lacking Complete Plumbing Facilities	Units lacking Complete Kitchen Facilities		
70	251	0	41	6	35	7,281	
Source: State Housing Plan. March 9, 2000. Rhode Island Statewide Planning Program.							

IV. Lincoln's Current Housing Market

Housing Costs.

Housing in Lincoln costs more than in many towns in Rhode Island, but the differences in cost are less than they were in the early 1980's. Housing prices were the highest in Lincoln (a minimum of \$45,000 higher) of all Northern Rhode Island communities in 2001 as indicated in Table M. Lincoln had the 7th highest median sales price (\$234,750) for single-family homes of all RI communities in 2001. The high cost indicates the demand for relocation to the community. Total number of housing sales increased from 129 in 1988 to 222 in 2001, a 72% increase. The median sales price between 1988 (\$145,000) and 2001 (\$234,750) increased by 62%. Prices dropped between 1988 and 1990 when the average selling price in Lincoln was \$139,250. This price decrease reflects the recession of the early 1990s and a relatively healthy market for lower priced homes. The state average median sales price in 2001 was \$156,000, 50% lower than Lincoln.

Table M
Housing Sales and Median Sales Prices, Rhode Island Communities, 2001

TOWN	TOTAL NUMBER OF SALES	2001 SALES			MEDIAN SALES PRICE (2001)		
		SINGLE FAMILY	MULTI FAMILY	CONDOS	SINGLE FAMILY	MULTI FAMILY	CONDOS
RHODE ISLAND	12,547	9113	2,063	1,371	\$156,000	\$125,000	\$121,500
NEWPORT COUNTY							
TIVERTON	107	94	8	5	\$173,000	\$156,500	\$85,000
LITTLE COMPTON	20	20	0	0	\$285,500	-	-
PORTSMOUTH	192	163	6	23	\$214,900	\$224,450	\$189,000
MIDDLETOWN	170	154	6	10	\$206,950	\$192,450	\$209,000
NEWPORT	491	242	104	145	\$230,000	\$242,450	\$157,500
JAMESTOWN	83	82	0	1	\$289,500	-	\$380,000
METRO & EAST BAY							
BARRINGTON	223	217	5	1	\$257,000	\$ 256,500	\$255,000
WARREN	115	80	22	13	\$162,750	\$ 145,500	\$125,000
BRISTOL	221	177	19	25	\$187,500	\$ 165,000	\$220,000
EAST PROVIDENCE	473	396	55	22	\$135,000	\$138,500	\$95,500
PROVIDENCE	1,276	522	697	57	\$ 97,925	\$100,000	\$80,000
EAST SIDE	406	188	109	109	\$359,500	\$255,000	\$165,000
NORTH							

TOWN	TOTAL NUMBER OF SALES	2001 SALES			MEDIAN SALES PRICE (2001)		
		SINGLE FAMILY	MULTI FAMILY	CONDOS	SINGLE FAMILY	MULTI FAMILY	CONDOS
PROVIDENCE	521	278	43	200	\$132,700	\$119,000	\$88,750
JOHNSTON	354	294	31	29	\$147,750	\$130,000	\$108,000
CRANSTON	940	741	144	55	\$140,000	\$129,950	\$130,000
NORTH							
LINCOLN	222	156	23	43	\$234,750	\$154,000	\$160,000
CUMBERLAND	452	370	22	60	\$185,500	\$136,500	\$149,950
WOONSOCKET	322	166	143	13	\$130,250	\$123,000	\$123,000
PAWTUCKET	699	412	266	21	\$126,950	\$130,000	\$67,000
CENTRAL FALLS	104	22	82	0	\$ 86,250	\$106,400	-
NORTH SMITHFIELD	108	101	6	1	\$189,900	\$175,000	\$124,900
SMITHFIELD	218	154	9	55	\$179,450	\$141,000	\$130,000
BURRILLVILLE	201	163	18	20	\$160,000	\$132,450	\$89,900
GLOCESTER	121	120	1	0	\$173,250	\$225,000	-
SCITUATE	43	38	5	0	\$189,000	\$150,000	-
FOSTER	88	87	1	0	\$209,000	\$155,000	-
SOUTH COUNTY							
EXETER	32	31	1	0	\$210,000	\$82,500	-
HOPKINTON	107	95	4	8	\$162,000	\$100,450	\$136,750
RICHMOND	94	92	2	0	\$185,125	\$85,000	-
CHARLESTOWN	130	115	3	12	\$215,000	\$285,000	\$95,550
WESTERLY	343	234	45	64	\$169,950	\$134,000	\$74,000
SOUTH KINGSTOWN	349	329	12	8	\$200,000	\$197,500	\$178,950
NEW SHOREHAM	0	0	0	0	-	-	-
NARRAGANSETT	266	221	4	41	\$218,500	\$206,500	\$208,000
NORTH KINGSTOWN	354	316	11	27	\$245,625	\$175,000	\$135,000
KENT COUNTY							
EAST GREENWICH	258	217	7	34	\$320,000	\$175,000	\$137,000
WEST WARWICK	444	284	81	79	\$127,600	\$113,000	\$109,900
WARWICK	1,371	1160	51	160	\$126,000	\$125,000	\$107,700
COVENTRY	541	495	16	30	\$149,000	\$143,000	\$105,500
WEST GREENWICH	88	87	1	0	\$229,900	\$91,800	-

Source: Rhode Island Housing and Mortgage Finance Corporation.

The following bullets indicate key elements of the current housing market trends in Lincoln in 2002:

- Housing costs are 24% higher than surrounding communities – 7th highest in state
- The town does *not* meet the state-mandated 10% low-moderate income housing requirement – currently at 7.5%.
- Almost 1,200 (14%) households pay more than 30% their income on rent or mortgage without government assistance.
- 2/3 owner-occupied, 1/3 renter-occupied – indicates diverse housing stock
- 4.4% (321 units) of substandard housing as of 1990
- Housing units increased (1,227 units in the past decade) most significantly in the neighborhoods of Manville, Albion, the Industrial Corridor and Limerock.

Income

Between 1990 and 2000, Lincoln’s median family income increased from \$54,130 to \$61,257 while the state’s median increased from \$48,901 to \$52,781. In 1990, Lincoln’s median housing sale price of \$139,250 was \$14,000 higher than the state median of \$125,000. By 2000 the median housing sales price in Lincoln was \$234,750, \$78,750 above the state median.

Table N indicates median household income, median family income and per capita income based on 2000 data. Compared to the state of Rhode Island, Lincoln’s income is between 13.6% and 23.5% higher. As indicated in Table O, and as compared to the 1990 data presented in Table P, median family income has not risen in proportion to median single-family sales prices, thus forcing a wider income gap. As seen in Table N, median family income is only 16% higher than that of the state whereas median single-family sales prices are 50% higher. Additionally, Lincoln’s median family income rose between 1990 and 2000 by 13% whereas median single-family sales prices rose by 68%. This income and housing disparity must be monitored so that residents are retained and the stability of the town is maintained. Redeveloping existing brownfields and utilizing the existing densities of the village centers for housing could encourage for reasonable housing rates.

**Table N
Median Household, Family and Per Capita Income, Median Single Family Sales,
Lincoln and State, 2000**

CITY/TOWN	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME	MEDIAN SINGLE FAMILY SALES
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				PRICE
Lincoln	\$47,815	\$61,257	\$26,779	\$234,750
CITY/TOWN	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME	MEDIAN SINGLE FAMILY SALES PRICE
State	\$42,090	\$52,781	\$21,688	\$156,000
Numerical Difference	\$5,725	\$8,476	\$5,091	\$78,750
Percentage Difference	13.60%	16.10%	23.50%	50.48%

Source: Rhode Island Department of Labor and Training and Rhode Island Housing and Mortgage Finance Corporation.

Table O
Median Household and Family Income, Per Capita Income, by RI Community, 2000

CITY/TOWN	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME
Barrington	74,591	84,657	35,881
Bristol	43,689	54,656	21,532
Burrillville	52,587	58,979	21,096
Central Falls	22,628	26,844	10,825
Charlestown	51,491	56,866	25,642
Coventry	51,967	60,315	22,091
Cranston	44,108	55,241	21,978
Cumberland	54,656	63,194	25,592
East Greenwich	70,062	90,221	38,593
East Providence	39,108	48,463	19,527
Exeter	64,452	74,157	25,530
Foster	59,673	63,657	22,148
Glocester	57,537	62,679	22,914
Hopkinton	52,181	59,143	23,835
Jamestown	63,073	77,990	38,664
Johnston	43,514	54,837	21,440
Lincoln	47,815	61,257	26,779
Little Compton	55,368	62,750	32,513
Middletown	51,075	57,322	25,857
Narragansett	50,363	67,571	28,194
Newport	40,669	54,116	25,441
New Shoreham	44,779	59,844	29,188
North Kingstown	60,027	69,559	28,139

CITY/TOWN	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME
North Providence	39,721	51,655	23,589
North Smithfield	58,602	67,331	25,031
Pawtucket	31,775	39,038	17,008
Portsmouth	58,835	68,577	28,161
Providence	26,867	32,058	15,525
Richmond	59,840	64,688	22,351
Scituate	60,788	67,593	28,092
Smithfield	55,621	66,320	23,224
South Kingstown	56,325	67,912	23,827
Tiverton	49,977	58,917	22,866
Warren	41,285	52,824	22,448
Warwick	46,483	56,225	23,410
Westerly	44,613	53,165	24,092
West Greenwich	65,725	71,332	25,750
West Warwick	39,505	47,674	20,250
Woonsocket	30,819	38,353	16,223
STATE	42,090	52,781	21,688

Source: Rhode Island Department of Labor and Training. 2000 Income Data.

Table P
Affordability Gaps for Lincoln and Surrounding Towns - 1988

TOWN	AVERAGE PURCHASE PRICE	MEDIAN INCOME	INCOME TO PURCHASE
Lincoln	\$176,545	\$41,786	\$70,142
Central Falls	\$99,188	\$27,780	\$39,408
Cumberland	\$156,127	\$43,654	\$62,030
N. Providence	\$109,921	\$39,438	\$43,672
N. Smithfield	\$165,766	\$40,204	\$65,860
Pawtucket	\$108,483	\$32,848	\$43,244
Smithfield	\$140,922	\$45,339	\$55,989
State of Rhode Island	\$140,878	\$33,700	\$55,972

Source: RI. Division of Planning, 1990, Housing Database

For comparison, housing and income data for Lincoln in 1990 is presented below (Source: RI. Housing and Mortgage Finance Corporation, 1990):

- Median Homeowner Income 1990
Lincoln - \$54,130
State of Rhode Island - \$48,901

- Median Single Family Home Price 1990
Lincoln - \$139,250
State of Rhode Island - \$125,000
- Average Existing Single Family Home Price 1989
Lincoln - \$158,966
State of Rhode Island - \$ 141,096
- Average New Single Family Home Price 1989
Lincoln - \$ 153,870
State of Rhode Island - \$147,390

“Housing affordability gap” is a relative measure of the affordability between different places. It provides little indication of whether there are homes affordable to any particular income group. This measure is also skewed by the high number of renting families in Lincoln (one-third of all households). These people most likely have lower incomes than do many home owning households, and their numbers lower the median income. Affordability gap data for 1988 is presented in Table P. Information on rental stock in 1990 is also presented as an indication of how conditions have changed in Lincoln in previous decade. Table Q compares Lincoln’s rental stock with the states in 1990.

Table Q
Lincoln’s Rental Stock compared with the State’s - 1990

	LINCOLN	STATE OF RHODE ISLAND	LINCOLN AS % OF STATE
1989 Total Housing Units	7,258	408,997	1.78%
Total Rental Units	2,436	141,233	1.72%
Total Subsidized Units	632	36,019	1.75%
Median Renter Income 1990	27,562	23,443	N/A

Summary

Lincoln is on the average more expensive to buy in than the average Rhode Island town, but it also provides a much broader range of housing opportunities than many communities. Growth during the 1980’s was relatively high, but not nearly as high as the 1970’s or in the 1960’s. Another major theme that emerges from Lincoln’s housing data is that the town is very reflective of the average conditions found within the state of Rhode Island and that in almost all areas of housing measurement Lincoln is meeting its share of housing responsibilities.

- Lincoln housing units account for 1.77% of the units in the state.

- The state’s rental housing makes up 34% of the total units; Lincoln’s rental stock is 33% of its total.
- Table R presents data on Rhode Island Housing and Mortgage Finance Corporation (RIHMFC) investments in Lincoln from 1973-1990. Overall, the town received 1.3% of total RIHMFC investments. This figure is comparable to its overall share of housing in the state (1.7%).
- Lincoln’s 632 units of subsidized housing comprise 1.75% of all such housing in the state, and 8.7% of the housing units in Lincoln.
- The number of special needs housing beds in Lincoln is 2.2% of the state total.

Table R
Rhode Island Housing and Mortgage Finance Corporation
Investments in Lincoln and the State - 1973 - 1990

	LINCOLN		STATE OF RHODE ISLAND		LINCOLN AS % OF STATE
	\$ Invested	Households	\$ Invested	Households	
1st Time Homebuyer	\$20,233,574	439	\$1,515,516,974	33,812	
Mortgages					1.30%
Home Repair	\$99,849	7	\$6,277,531	529	
Mortgages					1.60%
Mortgages					2.60%
EHAP Assistance	\$3,159	5	\$2,093,845	3,430	
					0.20%
Multi-Family	\$10,166,849	120	\$808,479,352	1,196	
1973 - 1990					1.30%
Total Special	\$0	0	\$1,352,147	518	
Needs Spending					0
Total RI Housing	\$30,813,431	576	\$2,362,458,241	50,807	
Investment					1.30%

Source: RI. Mortgage Finance Corporation

Attitudes of Local Residents about Affordable Housing

A recent public opinion survey of Lincoln residents asked people to comment on whether there was a need for more affordable housing and whether zoning changes should be made to allow for such housing. Three quarters of the population supports more affordable housing, but most are unwilling to have zoning ordinances changed to allow construction of a wider variety of housing types. Sixty percent oppose such zoning changes. This sentiment appears to be consistent across all neighborhoods of town,

although in some areas such as Lonsdale and Manville, there is somewhat more support for zoning changes. Younger residents are also somewhat more likely to support changes for affordable housing.

V. Town Housing Efforts

Lincoln is addressing affordable and safe housing problems on two fronts: the housing rehabilitation program and the housing authority. Both are reviewed below.

The Town of Lincoln sponsors a Housing Assistance Director within town hall. This position is responsible for managing Lincoln's many housing programs. The first is the CDBG program as of 1994; this includes the Housing Rehab Program Starter Home Program, and other site-specific rehab work.

Secondly, Lincoln works with the following RIMFC programs: Home Equity Mortgage Conversions, and the HOME programs. Lincoln is notable in that the community's long-term commitment to affordable housing (the housing position was created in 1983), and its well-managed program brought over \$100,000 into the town last year. Through a recent HUD survey, Lincoln qualified three villages for additional federal assistance based on income (Manville, Fairlawn, and Lonsdale).

The Lincoln Housing Authority

The Housing Authority, although not a town agency, maintains 252 units of housing for low and moderate-income persons. There are three populations with specific housing needs including families, elderly and disabled persons.

With 252 units of elderly and family housing, 104 units of Section 8 certificates and 20 HUD vouchers, the Lincoln Housing Authority provides housing for 6% of Lincoln's households. The major challenges cited by the Housing Authority are twofold. The first is encouraging increased residency at the Manville Manor. This particular housing development is hurt by the lack of easily accessible retail and service businesses near the housing project. A small commercial area built near this project would make it much more marketable and much more attractive to Lincoln's older residents. The second major challenge faced by the Housing Authority is to restructure and solidify the operations of the Authority after many years of somewhat lax management. Housing Authority officials at this point do not expect to begin any new construction of units for the next several years until they are able to bring the day-to-day operations of the Housing Authority into a more efficient day-to-day system and take care of past complaints to the Housing Authority. These complaints stand in the way of accessing additional federal and state funds.

Overall, Housing Authority officials report long waiting lists of people who need housing within Lincoln (over 200 persons). To some degree the lists are composed of people who live outside of Lincoln who put their names on Housing Authority lists throughout the area, but there are also many people from Lincoln seeking elderly and lower cost housing. A major challenge for the Housing Authority is finding landlords who will work under current state regulations for the Section 8 program. Officials report that it is becoming increasingly difficult for landlords to comply with the range of regulations now in place. As a result fewer and fewer landlords find it attractive or possible to work with the Section 8 program. This is becoming a severe problem for the Lincoln Housing Authority. Lincoln has also consistently requested additional Section 8 funds for family units, but HUD has refused the requests.

In the future when an expansion seems appropriate given staffing levels and operational efficiency, the Lincoln Housing Authority does own some additional land at the Lincoln Manor site. This site appears to be large enough for between 20 and 25 additional units.

The final challenge facing the Housing Authority other than day-to-day operations is coming into compliance with Federal Regulation 504 concerning handicapped access to public facilities. A recent study completed for the Housing Authority reports that eleven units must be retrofitted to be handicapped accessible. The Housing Authority believes that it will be three to four years before it is able to access the federal funds to allow it to complete all 11 units and thus be in compliance with Section 504.

Other Area Housing Efforts

In addition to these two town efforts, the Blackstone Valley Community Action Program administers a Community Development Block Grant for starter home assistance. The money provides a maximum of up to \$5000 per applicant with provisions to forgive the loan if the recipient stays in the starter home for more than five years. These funds can be used for closing costs and down payments.

The Property Advisory Group of Cranston, Rhode Island also administers several subsidized housing units in Lincoln.

VI. Conformance with the State Housing Plan

The Town of Lincoln will work to comply with the recommendations as set forth in the State Housing Plan as amended March 2000. The following recommendations are provided by the State Housing Plan and are taken into consideration under the recommendation section.

“5-2-1 Emergency, Term, and Permanent Shelter for Vulnerable Populations”

Recommendations:

Local communities should make zoning changes and provide support for the conversion of suitable unused commercial buildings for an adequate stock of boarding house and single room occupancy units for very low-income individuals.”

“5-2-2 Housing Rehabilitation and Code Enforcement”

Local Level Recommendations:

1. Local communities should consider property tax incentives to encourage housing and neighborhood maintenance.
2. Local communities should strengthen their local minimum housing code enforcement procedures, and fairly but vigorously enforce housing code requirements.
3. Local communities should consider instituting a pre-occupancy inspection program for older residential units, similar to a program in effect in Warwick.
4. Local communities should emphasize rehabilitation of deteriorated or substandard housing as a primary activity when setting goals in comprehensive plan housing elements and in developing Community Development Block Grant Program funding plans.
5. Local communities should emphasize sewer and water service improvements, police and fire protection, and the upgrading of other public facilities and services in declining and deteriorating areas to accompany residential rehabilitation plans.
6. Local communities should establish cooperative agreements and/or extend targeted financial support to local non-profit housing developers involved with rehabilitating substandard housing
7. Local communities should prioritize housing improvement grant/loan programs in deteriorated areas.
8. Local planning agencies should keep a current inventory of abandoned and severely dilapidated housing and work with other local governmental and non-profit agencies to see that such housing is rehabilitated or demolished as warranted.”

“5-3-2 Suburban Communities”

Historically, suburban communities have found it difficult to control their destinies in the face of development pressures. Suburban communities provide a mix of commercial services, residential space, transportation routes, and other social, economic, and land use functions for contiguous areas. It is important for these communities to assess functions that are often thrust on them by adjoining urban centers and direct these “service” type roles to benefit local needs while also considering the greater inter-community and regional situation. The rapid growth of many suburban towns and cities requires balancing many types of competing development, and the difficulty is doing so in an equitable way. Suburban communities could benefit by thinking, acting and planning together on a regional basis to work out development issues.”

“5-3-3 Rural Communities”

Recommendations for Communities:

1. Increase residential densities in specific areas to allow cost reductions in community infrastructure and maintenance, with the added benefits of preserving open space and natural assets in other areas.
2. Housing development should be primarily focused where utilities and other infrastructure improvements already exist and secondarily, where it is most feasible to extend such services.
3. Provide incentives for “smart growth” through community revitalization and reinvestment.
4. Promote regional cooperation to control sprawl.
5. Provide housing in locations convenient to other activities and existing facilities.
6. Continue to encourage the “scattered site” approach when developing public or assisted housing as an alternative to large multi-family, single site construction.
7. Use local comprehensive plans for guidance in making decisions concerning the implementing of contractor impact fees or mandatory dedications. The intended results of such requirements should be to provide general benefits to the community and specific benefits to the residents of the new homes.
8. Support residential units in mixed-use projects in urban centers.
9. Preserve open spaces by encouraging more compact residential development in previously developed areas and preserving adjacent open spaces.
10. Promote home ownership in urban areas by encouraging urban investment.

“5-2-5 Affordability”

1. The State should provide monetary incentives and/or technical support for courses and training for elected local community officials, and planning and zoning administrators regarding affordable housing and responsibilities in meeting mandated state housing objectives. Such training can demonstrate that affordable housing can be attractive and serve as an asset to the host community.
2. The Rhode Island Housing and Mortgage Finance Corporation should encourage the establishment of non-profit housing cooperatives (either single or multi-family housing units) for low and moderate-income households. Housing cooperatives impart a sense of ownership and can serve households that would otherwise lack the means to purchase housing.
3. Communities should consider appropriate zoning changes to allow smaller residential lot sizes as infill for “built-up” areas where there are adequate public utilities and services.
4. Communities should encourage increased residential construction and conversion of existing units for cooperatives, condominiums, and attached housing, when such units will serve low-income households.
5. Communities should make wider use of planned unit and cluster developments to increase affordability where appropriate.

6. *Entitlement* communities under the Community Development Block Grant Program should make vacant “building” and “lot” homesteading programs an affordable housing initiative.
7. The Rhode Island Housing Resources Commission should sponsor periodic statewide housing conferences and workshops to promote information sharing on such topics as state housing program policies, and innovative ways to lower housing costs to stimulate action to resolve housing need issues. Such conferences should target the financial community, providers, developers and key public officials.
8. Communities should be encouraged to earmark an adequate amount of land for the construction of multi-family housing; especially those towns and cities that do not currently meet the 10 percent low-moderate income housing goal as Housing established by the RI Low and Moderate Income Act (RIGL 45-53).

When Lincoln develops its future affordable housing strategy it must be within the context of its past efforts and the nature of the housing stock in existence today. Currently Lincoln has a total of 632 units of subsidized housing. This comprises 7.4% of the town’s total housing stock.

There is another factor to be mentioned in relation to this issue, however, and that is the existing stock of apartments in Lincoln’s villages. One-third of Lincoln’s housing stock is rental compared with much lower percentages in surrounding communities. The town’s 2400 rental units should be assessed to determine type and affordability since they may provide significant amounts of needed housing. A housing needs monitoring system would include this assessment.

VII. Town Housing Needs

Lincoln finds itself in an unusual situation for a suburban community. First, it offers a third of its housing stock as rental units, a figure that is much higher than other suburban towns. Second, its level of subsidized housing is higher than many communities but still does not meet the 10% requirement. Third, it is an appealing town and thus many people--of all income levels--would like to live in Lincoln. When put together, these issues mean that a wide range of families with a wide range of incomes already live in Lincoln, but... more would like to. How does one define “need” in these circumstances?

Foremost, the town needs to assess the staff needed to proactively and continually coordinate with existing federal, state and local housing agencies to address these urgent housing issues, including affordability, housing condition, and increased growth.

The following populations require special attention and distinctive needs.

Elderly – Lincoln’s elderly population is growing, however it is uncertain as to whether housing assistance is most urgent among elderly residents or those from other communities seeking housing alternatives in Lincoln. While the 200-person Housing Authority waiting list is one measure of need, another is the quantifiable but nonetheless present trend of elderly people seeking alternatives to single-family homes. House sharing, accessory apartments and home service programs must all be explored. Families – Another need in Lincoln is for young families who cannot afford the increasingly higher cost of single-family homes in Lincoln. The “affordability gap” discussion above highlighted this need. Working with Rhode Island Housing and Mortgage Finance programs is the best method to address this need. Lincoln’s Housing Assistance Office is one of the most active town housing programs in the state. For moderate-income families, Lincoln works with the First Time Homebuyer Program and Farmers Home Administration.

Another growing group is female-headed and minority households. By measuring need locally and encouraging a variety of low to moderate income housing programs, this group’s needs will also be met.

Special Needs – Special needs individuals and families (e.g. those with physical or mental disability) also have clear housing needs. Again, these are difficult to quantify, but Lincoln already has eight special needs facilities. Lincoln is already carrying a substantial share of the region’s facilities (2.2% of all special needs beds are in Lincoln). The town’s housing authority developments also offer another housing option for this population.

Lincoln will work to upgrade and ensure high levels of code compliance for its current residents. Since about 5% (or 471 households according to 1990 US Census data) of Lincoln’s population lives below the poverty level, the town will continually work to ensure that all housing is safe, decent, and affordable. The town’s repair programs and human service programs address this need.

For low-income households, Lincoln has participated in the 32 unit Eagle III (Section 236 and other HUD programs) program development. Lincoln will seek similar opportunities in the future. For instance, Lincoln approached the Eagle I & II owners when their prepayment option approached, but the owner decided to keep the affordable units.

Lincoln also provides all the tax abatement programs available in Rhode Island. This includes the elderly, property tax abatement that disallows \$15,000 from the top of an elderly person’s assessment. Prior to revaluation, 1200 households (17% of the total households and there are 3240 persons who are 65 years or older in town). In addition, Lincoln assertively participates in the Home Equity Conversion Mortgage program. As of 1994, three households had closed and another seven Lincoln households were in the application process. Lincoln also serves Cumberland.

VIII. Looking Ahead: Issues to Consider

Lincoln is faced with the challenge of deciding whether to take action relating to the long-term impacts on the town from increasing housing costs. As seen by the current housing affordability gap, many types of people can no longer afford to buy a home in Lincoln. Those groups of people include town employees, school teachers, young singles and couples recently graduated from high school or college and the elderly on fixed incomes who have little in the way of equity to support the purchase of either a home or to support long-term payments for an apartment. The challenge facing Lincoln is to decide whether more assertive measures should be taken on the part of the town to ensure that some portion of future development will be provided to the market at costs affordable for purchase by low and middle income people of the town.

Another challenge is to protect the current stock of affordable apartments. The town has an exceptional mixture of owner-occupied and rented units, and it will behoove the town to try to maintain that mixture as a buffer against increasing home ownership costs.

Another general housing challenge that the town of Lincoln should consider is that of assessing the current and future viability of its public subsidized housing projects. In particular, the town should examine the need at Manville Manor for a small commercial site. Direct town involvement, town support of a zoning change or some other mechanism should be examined to identify a way to provide more commercial services and products to the residents of Manville Manor. The Washington Hills development is federally subsidized and could prepay its mortgage. It would then be able to change market rates for its apartments.

A fourth major direction for the town will be a strengthened public relations program to increase the overall level of awareness among the public of the programs and services related to housing that the town offers.

The town of Lincoln should also debate the pros and cons of a rural protection zoning provision that would allow for development on smaller lots at overall densities no higher than that currently allowed under larger lot zoning. The objective of this effort would be to provide developers with the option of reducing road costs and using less open land by developing in a small area of the total tract. Incentives for affordable housing could be considered within this scheme. The presence of sewer service throughout the town creates an unusual opportunity for a rural/suburban town to take advantage of this type of development option.

Subsidized housing for families and other non-elderly needs groups is also under-represented in Lincoln. The town should consider how this need might be addressed.

Another issue for consideration is resuming construction of housing for the elderly. Waiting lists are long, and the town has a high proportion of older residents (16.5% over the age of 65). This level will increase as the baby boomers become older.

The final issue of importance for Lincoln in terms of housing is assessing the town's degree of conformance with the state's affordable housing act. The housing element should clarify the specific steps needed for the town to comply with the act so that the town will be in a position to continue to manage affordable housing development.

Housing Element Strategy Summary

Status of Housing Planning in Lincoln

Lincoln provides a wide range of housing choice for its residents and this plan will support the continuation of that environment. The Town has achieved 6.8% of its 10% affordable housing mandate from the state. The goal of the 1992 Plan was to reach the 10% mandate. Although this mandate was not met, it remains a priority especially as the gap in housing costs and income expands. Efforts over the next years can bring the Town to the 10% level. The Town's active rehabilitation program will continue and the plan recommends considering adoption of flexible development options such as elderly apartments and accessory use rezoning.

Goals

To encourage the private market to provide a range of housing types for Lincoln's residents and to apply responsible governmental intervention in the housing market for those groups whose needs are not being met by the private sector.

Policies

1. Explore means to maintain the town's current overall density levels while providing means for more varied types of housing development and open space protection to occur.
2. Continue the town's efforts to carry its share of the overall housing need for the Northern Rhode Island Region through development of new housing, upgrading of existing structures and conversion of existing non-residential structures to housing use.
3. Protect the affordable rental stock of Lincoln.
4. Continue to provide housing for elderly persons who cannot afford housing currently on the market or whose needs are not being met by the private market.
5. Seek to provide, through the private and public sectors, housing to meet the special needs of Lincoln's citizens.
6. Maintain an active housing effort in town hall.
7. Help moderate-income families access affordable housing programs.

Policy Statement on Housing in the Villages:

Lonsdale: Lonsdale will encourage open space protecting single-family development in the remaining outlying areas of the village along the Moshassuck River. Residential uses of some former industrial buildings may also be considered, but only in situations where residential and industrial uses can be safely separated. Special attention should be given to upgrading substandard housing in some neighborhoods. Key challenges include:

- Work with the Lincoln Housing Authority to explore the potential for expanding the Lincoln Manor elderly housing project.

Saylesville: The village of Saylesville will continue to have a mixture of housing types with some areas being primarily single family and other areas continuing to have a mixture of single, two and multifamily dwellings.

Fairlawn: Fairlawn will continue to be primarily a village of single and two family homes.

Quinnville: Housing should continue to be primarily single family with some two family structures. No multifamily housing should be allowed.

Limerock: Future housing development should be single-family structures. Rural Protection Zoning should be considered to protect the critical open areas in Limerock. Housing development should be designed so as to protect maximum amounts of open space and create a greater variety of types of neighborhood designs than the typical large lot single-family neighborhood. Current zoning should be evaluated to encourage construction of future housing at the lower densities of existing neighborhoods.

Industrial Corridor and Parks: Housing will generally be discouraged with the exception of potential mixed-use projects near the Lincoln Mall and within existing residential areas.

Albion: The current variety of housing options will serve Albion well in the future. No changes are foreseen.

Manville: Housing of all types shall be encouraged in Manville. The only limitations on any future housing should be height restrictions that will keep all buildings in scale with the current character of the village. Special efforts should be made to encourage owner occupied housing. Key challenges include:

- Deterioration of structures due to absentee ownership should be avoided. Information on absentee owners must be required. Rehabilitation funds should be targeted on Manville.

Housing Element Actions

Guidepost Actions

- a. **Maintain the overall housing pattern and character in Lincoln.**
- b. **Discourage housing projects that are out of scale with the immediate surroundings.**
- c. **Continue town efforts to provide housing affordable to Lincoln residents.**
- d. **Maintain the overall densities in Lincoln's villages.**
- e. **Continually work to identify and consider rezonings for all non-conforming uses in Lincoln's villages.**

Action Agent: Planning Board, Town Council

Cost: Ongoing policy making effort needed

H1 - Townwide. Develop an ongoing housing need monitoring system whereby all Lincoln residents are aware that they may come to town hall, fill out a questionnaire and be placed on a list for future affordable housing projects. Currently, there is no means of measuring the degree of need and the market demand for various types of housing (i.e. elderly, disabled, family) other than assessing Housing Authority's waiting list. An ongoing housing need monitoring system would encourage individuals seeking housing alternatives to complete a questionnaire. The town would be under no obligation to provide housing, but it would be more aware of the exact degree of need to be found within the town so that it could zone for allowable uses as well as coordinate with the Lincoln Housing Authority. It is important to determine how much public housing is needed for existing Lincoln residents versus residents who desire to relocate to Lincoln.

Action Agent: Housing Authority and Town Administrator's office

Cost: Staff time. Hire a housing specialist responsible for researching need, tracking the supply and occupancy and to ensure implementation of the actions in this element.

H2 - Townwide. Continually work to bring the town's subsidized/affordable housing levels in compliance with the Rhode Island Affordable Housing Act. The town's current subsidized level is 6.8% and must be steadily brought to ABOVE the 10% level. There are 632 units of subsidized housing now. There must be 851 to EXCEED the 10% figure at the 2000 total housing unit count (8508). This is a 219-unit deficit. As additional market rate housing is built, additional affordable housing will be needed. The percentage of subsidized housing since the 1992 Plan decreased from 8.7% to 6.8% due to the increase in total housing units versus the stable number of subsidized units. If 13,206 units were expected at buildout, the 10% rate would increase to the number of required subsidized units to 1,321.

- a. Increase the number of public housing units for the elderly. The elderly are an expanding population in Lincoln, many of whom are unable to maintain their homes and property on a fixed retirement income and require downsized and subsidized housing. The 1992 Plan indicated the need for an additional 27 to 100 elderly housing units by 2000 to maintain the 5.5% ratio of elderly housing units to total units. According to this ratio, 72 additional units are required (1992 ratio: $396/7254 = 5.5\%$. Year 2000 ratio: $468/8508 = 5.5\%$). However, in order to be fair in predicting future need, a comprehensive analysis must be conducted as indicated in H2.
- b. Consideration should be given to an inclusionary zoning provision² that would increase the amount of subsidized housing as market rate projects are built. Inclusionary housing is affordable housing built by or funded by the private sector when local regulations require that a fixed percentage of all the units built in subdivisions must be provided to the market at a sustainable affordable price. There is a variety of mechanisms to manage such an inclusionary process and it is becoming a well-established technique in New England. Assuming a 10% inclusionary affordable housing regulation is adopted by the town, and then additional units will be created, at no cost to the town. To address low-income needs, the conversion of existing units or selected new developments should provide another 50 units of affordable housing.
- c. To address low-income family needs, Lincoln will work to maintain its many housing programs. It will continue to upgrade existing stock (and to lock in rent controlled units).
- d. Work with state officials (RIHMFC) and property owners to ensure that Washington Hills units remain affordable.
- e. Determine and meet the need for additional special needs housing. The precise type of needs are not clear, although the following groups were prime target audiences for housing assistance as stated in the 1992 Plan: special health care facilities for persons not ready for a nursing home, but who do need health care support, mentally disabled children and adults; single mothers; battered women; and children and individuals needing single room occupancy units. Lincoln will work with human service agencies to attempt to address these needs by encouraging the development of a life care facility, by supporting the siting of a limited number of mentally disabled group

² Inclusionary housing is affordable housing built by or funded by the private sector when local regulations require that a fixed percentage of all the units built in subdivisions must be provided to the market at a sustainable affordable price. There are a variety of mechanisms to manage such an inclusionary process and it is becoming a well-established technique in New England.

homes in town, by working with the department of human services to identify buildings appropriate for women's care facilities and by supporting efforts of a private organization to provide a single room occupancy facility within Lincoln.

- f. Implement the Affordable Housing Plan Strategy outlined in this plan. Research and consider utilizing all other available affordable housing tools in accordance with RIGL 45-53 (as amended).

Action Agent: This will require the cooperative efforts of the Housing Coordinator, the Housing Authority, the Town Administrator's office, the Planning Department, the Town Council, the State Department of Human Services and local human service agencies.

Cost: The town will provide its assistance through the housing coordinator position, through the development of zoning to assist private and public agencies in their housing goals and its support of quality proposals to meet these needs. State and federal moneys are available for elderly and special needs housing. Family housing can be built through an inclusionary zoning approach at a low cost to the town.

H3 - Townwide. Work to address various housing needs with a variety of mechanisms.

- a. Develop means to ensure adequate maintenance of rental housing by non-resident landlords. See H-8.
- b. Continue efforts to upgrade existing housing stock through the Lincoln Housing Rehabilitation Program.
- c. Assess zoning districts so that accessory uses for elderly or special needs are accommodated in appropriate locations in town.

Action Agent: This will require the cooperative efforts of the Housing Coordinator, the Housing Authority, the Town Administrator's Office, the Planning Department, and the Town Council.

Cost: Part of the Zoning Revision Process

H4 - Lonsdale. Promote additional public housing in the Front Street area of town. The town planning staff should work with the housing authority to determine the number of additional units that could be located at the Lincoln Manor site.

This is an attractive area for residents and is conducive to higher density residential development. Determine available land and integrate development within walking distance of commercial district. A rezoning to encourage mixed uses would promote pedestrian activity, thus assisting those who are typically dependent on alternative transportation.

Action Agent: Housing Authority, Planning Department

Cost: Part of rezoning process/ Staff time

H5 - Lonsdale. Maintain attention to and focus rehabilitation funds on the residential neighborhoods in the Grant Avenue and John Street area. Sidewalk and street improvements may also be required.

Action Agent: Town Council, Town Administrator and Housing Specialist

Cost: Unknown.

H6 - Fairlawn. The town of Lincoln should review and revise its zoning so as to prohibit the construction of multiple family dwellings on small pre-existing lots in the Fairlawn village area. This would result in overcrowding.

Action Agent: Planning Board/Planning Department

Cost: Part of the zoning revision process

H7 - Townwide. Require the registration of home addresses of all non-resident landlords to ensure that proper communication can be made and to ensure there are funds to cover staff advisory time. This program is currently used in Pawtucket.

Action Agent: Town Administrator's office and Housing Specialist

Cost: Unknown

H8 - Townwide. Seek all sources of relevant funding to achieve the town's objectives. Use all available resources. Lincoln will work with RIHMFC to identify the best funding sources for its housing program. Programs will include federal HOME fund, the 202 program, Reverse Equity Mortgages and CDBG funds for home repairs. Inclusionary programs will use the State's first time buyer programs.

Action Agent: Housing Specialist

Cost: Staff time

H9 - Townwide. Lincoln will work to convert existing structures for affordable housing if such options arise

Action Agent: Housing Specialist, Town Administrator

Cost: Will use state and federal grants

H10 - Townwide. The Town should apply for housing assistance through all state and federal funding sources.

Action Agent: Housing Specialist

Cost: Staff time