

LAND USE

12.1 Introduction

The Land Use element's purpose within the Comprehensive Community Plan is to help shape a plan for land use in the Town over the next 20 years. This involves updating the current, as well as proposing new land use controls and regulations designed to implement this plan.

As defined by the State Planning Council's Guidance Handbook #13, Planning for Land Use, "planning for land use implies creating a balance of uses that is appropriate for achieving the community's goals and is reflective of the natural characteristics of the land, its suitability for use, and the availability of existing and proposed public and/or private services and facilities. Land use planning must be consistent with available resources and the need to protect public health, safety, and welfare (RI Division of Statewide Planning 2018)."

Lincoln's developed land uses consist of residential, commercial, industrial, developed recreation, institutional, and transportation areas. Undeveloped areas include agriculture, utilities, vacant land, cemeteries, forested lands, water, wetlands, and barren land which includes beaches, mines, quarries, and gravel pits. The land use element is the centerpiece of comprehensive planning, connecting all other elements of the plan, and serving as a guide for thoughtful municipal decision-making on how to best manage land in the Town.

12.2 Existing Conditions

The first step in establishing a vision for the Town of Lincoln involves understanding current conditions. This section includes an overview of the land use existing conditions, and current zoning, along with a discussion of recent development trends.

12.2.1 Existing Land Use

The Town's existing land area of 12,141 acres consists of a variety of uses. The top seven land uses in the town consist of forested land (45%), residential (29%), transportation (5%), industrial (3%), commercial (3%), other urban (3%), and agricultural land (3%) (RIGIS 2020). Over the years, the Town has seen a loss in barren lands, agricultural lands, brushland, wetlands, and developed recreation areas while industrial and commercial uses have remained steady, currently representing over 421 acres (3%) and 409 acres (3%) of the total land area. There has been an increase in residential uses between 1988 and 2020, consisting primarily of medium density (1 to ¼ acre lots). Today, over 3,464 acres (29%) of all developed land consists of residential development (RIGIS 2020). Land use changes which occurred between 1988-2020 are summarized in Table 12-1: Land Use and Land Cover Over Time. Note that there were some re-classification of wetlands and forested land which resulted in some changes to the totals in those categories.

Table 12-1. Land Use and Land Cover Over Time

Land Use and Land Cover	1988 (acres)	1995 (acres)	2011 (acres)	2020 (acres)	Change 1988-2020 (acres)
Residential	2,978	3,298	3,327	3,464	486
Commercial	320	363	393	406	86
Commercial Residential Mix	0	0	0	2	2
Industrial	390	392	413	421	31
Agricultural Land	618	540	339	335	-283
Transportation, Utilities, and Communication	487	588	591	573	86
Other Urban (developed recreation, vacant land, cemeteries)	628	644	371	383	-245
Institutional	171	177	179	180	9
Forested Land	4,227	4,020	5,640	5,444	1,217
Brush Land	157	188	48	61	-96
Water	485	483	561	559	74
Wetland	1,354	1,334	201	207	-1,147
Barren land (beaches and sandy areas, mines, quarries and gravel pits, transitional areas)	326	114	78	89	-237
Ground-mounted solar energy systems	0	0	0	16	16
TOTAL (acres)	12,141	12,141	12,141	12,141	0

Source: Rhode Island Land Use Trends and Analysis 1970-1995 July 2000, RIGIS Land Use and Land Cover 2011, 2020.

Table 12-2: Existing Land Use and Land Cover below provides a breakdown of land use and land cover based on Rhode Island Geographic Information System (RIGIS) data. This data set documents land area covered by residential, commercial, industrial, transportation, utilities, and communication, developed recreation, vacant lands, cemeteries, institutional, agricultural lands, forested lands, barren land, water, wetlands, and ground-mounted solar energy systems. Land use shows how people use the land for development and other uses. Existing land use and land cover is mapped in Map 12-1: Existing Land Use.

Table 12-2. Existing Land Use and Land Cover

Land Use Description (RIGIS)	Town Land Area (acres)	% of Town Land Area
Residential		
High Density Residential (< 1/8 acre lots)	395	3%
Medium High Density Residential (1/4 to 1/8 acre lots)	431	4%
Medium Density Residential (1 to 1/4 acre lots)	2,436	20%
Medium Low Density Residential (1 to 2 acre lots)	157	1%
Low Density Residential (> 2 acre lots)	45	< 1%

TOTAL (acres)	3,464	29%
Commercial		
Commercial (sale of products and services)	406	3%
TOTAL (acres)	406	3%
Commercial/Residential Mix		
Commercial/Residential Mix	2	<1%
TOTAL (acres)	2	<1%
Industrial		
Industrial (manufacturing, design, assembly, etc.)	421	4%
TOTAL (acres)	421	3%
Transportation, Utilities, Communication		
Roads (divided highways >200' plus related facilities)	336	3%
Airports (and associated facilities)	7	<1%
Railroads (and associated facilities)	15	<1%
Water and Sewage Treatment	7	<1%
Waste Disposal (landfills, junkyards, etc.)	10	<1%
Power Lines (100' or more width)	144	1%
Other Transportation (terminals, docks, etc.)	54	<1%
TOTAL (acres)	573	5%
Other Urban		
Developed Recreation (all recreation)	306	3%
Vacant Land	60	1%
Cemeteries	17	<1%
TOTAL (acres)	383	3%
Institutional		
Institutional (schools, hospitals, churches, etc.)	180	1%
TOTAL (acres)	180	1%
Agricultural Land		
Pasture (agricultural not suitable for tillage)	264	2%
Cropland (tillable)	10	<1%
Orchards, Groves, Nurseries	45	<1%
Idle Agriculture (abandoned fields and orchards)	16	<1%
TOTAL (acres)	335	3%
Forested Land		
Deciduous Forest (>80% hardwood)	4,817	40%
Softwood Forest (>80% softwood)	119	1%
Mixed Forest	508	4%
TOTAL (acres)	5,444	45%
Brush Land		
Brush Land	61	<1%
TOTAL (acres)	61	<1%
Barren Land		

Beaches	1	<1%
Sandy Areas (not beaches)	1	<1%
Transitional Areas (urban open)	19	<1%
Mines, Quarries and Gravel Pits	68	1%
TOTAL (acres)	89	1%
Water		
Water	559	5%
TOTAL (acres)	559	5%
Wetlands		
Wetlands	207	2%
TOTAL (acres)	207	2%
Ground-mounted solar energy systems		
Ground-mounted solar energy systems	16	<1%
TOTAL (acres)	16	<1%

Source: RIGIS Land Use and Land Cover 2020.

The Town of Lincoln is comprised of eight neighborhood villages. A description of land uses by neighborhoods is provided below.

Albion

Albion is 1,127 acres and consists primarily of forested land (48% of the total land area in Albion) and medium-density residential uses (1 to ¼ acre lots). Almost 34% of the Albion is in residential use, with less than 1% being used for commercial and 0.5% for industrial. The neighborhood is adjacent to the Blackstone River Bikeway system and includes 125 acres of developed recreation (Kirkbrae Country Club). The village is primarily zoned for residential use.

Fairlawn

Fairlawn is 436 acres and consists primarily of forested land (37% of the land area in Fairlawn) and a mix of high to medium-density housing (43% of the land area in Fairlawn). Almost 8% of the neighborhood is under industrial use, located primarily along the Providence and Worcester Railroad. The village is primarily zoned for residential use.

Industrial Corridor

The Industrial Corridor is 1,533 acres and consists of forested land (37% of the land area in the Industrial Corridor), 178 acres of commercial (12% of the land area in the Industrial Corridor), and 259 acres of industrial uses (17% of land area in the Industrial Corridor) along the George Washington Highway. Residential uses within the corridor primarily consist of high-density residential uses (<1/8 acre lots). This neighborhood also includes Lincoln Mall and Lincoln High School. The village is primarily zoned for business and manufacturing.

Lime Rock

Lime Rock is the largest neighborhood in Lincoln (5,095 acres). Over 33% of the neighborhood is in residential use, primarily consisting of medium-density residential housing (1 to ¼ acre lots). Agricultural land covers 3% of the village area, consisting primarily of pastureland. The village also

includes cropland, orchards, and idle agricultural land. Lime Rock also consists of transportation (Eddie Dowling Highway), developed recreation (Lime Acres Park, Fairlawn Golf Course, Town Hall Park), and an institutional area (Community College of Rhode Island). The village is primarily zoned for residential use.

Lonsdale

Lonsdale is 1,195 acres and consists primarily of residential uses. Over 42% of the village is in residential use, primarily consisting of medium-density residential housing (1 to ¼ acre lots). The village consists of 141 acres of agricultural land (12% of the land area in Lonsdale). Agricultural uses in Lonsdale consist primarily of pastureland. Only 2% of the land area in Lonsdale is used for commercial and industrial purposes. Recreation areas include the Lincoln Country Club and the LC Almond Little League Field. The village is primarily zoned for residential use.

Manville

Manville Village is 906 acres and consists primarily of forested land (48%) and residential uses (31%). The residential uses primarily consist of medium-density residential housing (1 to ¼ acre lots). The village contains seven acres of developed recreation, including the Manville Memorial Park. Industrial areas account for almost 8% of the village area and are primarily located along the Blackstone River. The village is primarily zoned for residential use.

Saylesville

Saylesville village is 1,418 acres and consists primarily of forested land (54%) and residential uses (22%). The village of Saylesville consists of several natural resources and recreation including Lincoln Woods States Park, Olney Pond, Tablerock Hill, and Quinsnickett Hill. The developed recreation area includes Saylesville Elementary School. Almost 5% of the land area in the village is used for industrial purposes and is located along the Moshassuk River. The village is primarily zoned for residential use.

Quinnville

Quinnville is 166 acres and consists primarily of residential (33% of the land area in Quinnville), agricultural (7% of the land area in Quinnville), and forested land (53% of the land area in Quinnville). The village does not have any commercial or industrial uses. Agricultural land is located along the Blackstone River and consists of pastureland. The village is primarily zoned for residential use.

Table 12-3: Land Use and Land Cover by Neighborhood Villages below provides a breakdown of land uses by neighborhood villages.

Land Use	Albion (acres)	Fairlawn (acres)	Industrial Corridor (acres)	Limerock (acres)	Lonsdale (acres)	Manville (acres)	Saylesville (acres)	Quinnville (acres)
Residential	382	187	59	1,697	496	281	305	55
Commercial	11	14	178	159	27	14	6	0
Industrial	6	34	259	19	26	7	70	0

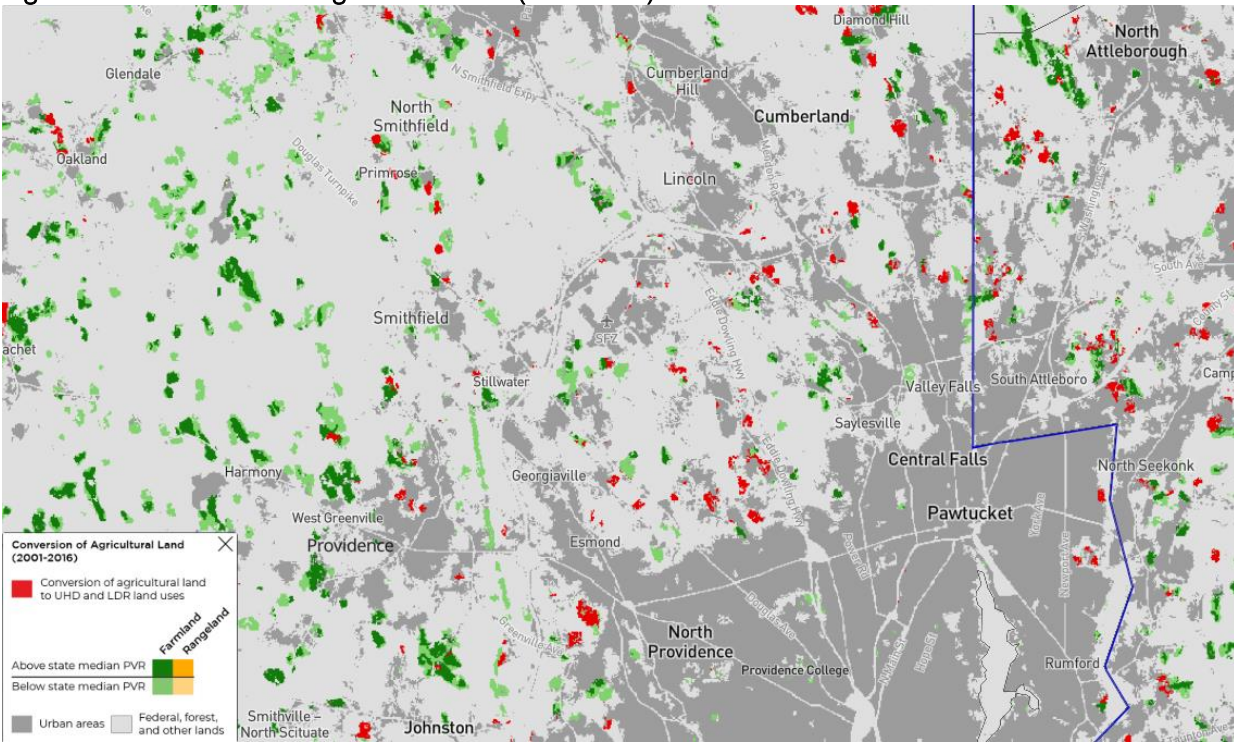
Agricultural Land	0	2	7	154	141	9	9	12
Transportation, Utilities, and Communication	36	17	271	145	0	83	14	6
Other Urban (developed recreation, vacant land, cemeteries)	142	2	33	71	72	25	36	1
Institutional	4	6	14	97	19	25	15	0
Forested Land	524	160	563	2,563	298	435	766	88
Brush Land	0	1	27	17	5	4	8	0
Water	7	11	18	91	68	17	182	4
Wetland	9	2	62	27	41	4	5	0
Barren land (beaches and sandy areas, mines, quarries and gravel pits, transitional areas)	6	0	27	51	2	2	2	0
Ground-mounted solar energy systems	0	0	15	1	0	0	0	0
TOTAL (acres)	1,127	436	1,533	5,092	1,195	906	1,418	166

Source: RIGIS Land Use and Land Cover 2020, Town of Lincoln

The Town of Lincoln's overall land use pattern is defined by businesses concentrated along the Blackstone and Moshassuck rivers and transportation systems that link them to the urban core in Providence (United States Department of the Interior). According to the Rhode Island Land Use Trends and Analysis Technical Paper 149, Lincoln is categorized as an inner ring community. An inner ring community is a community that shares its border with an urban core city. The Town of Lincoln shares its border with two urban cores: Pawtucket and Central Falls (RI Statewide Planning Program 2000).

Lincoln was previously recognized as a rural community, with open space, forested lands, and agricultural areas that continue to have a major influence on its landscape. Today, the town has emerged into a suburban community, with a population density of 667 people per square mile, and almost 43% of its land area is developed. According to the RI statewide planning program, a municipality is classified as suburban if it has a population density of 500 to 2,499 persons per square mile and 25% or more of the land area is classified as developed (RI Statewide Planning Program 2000). The Town has seen new development on land that was once occupied by agriculture uses. Figure 12-1: Conversion of Agricultural Land (2001-2016) below shows the conversion of agricultural land to urban and highly developed land use and low-density residential land use between 2001-2016 in the Town of Lincoln (Farms Under Threat 2001-2016).

Figure 12-1: Conversion of Agricultural Land (2001-2016)



Source: *Farms Under Threat*, <https://csp-fut.appspot.com/>

Agricultural land use/land cover in the Town has decreased by 283 acres (2% of the total land area) and the Town's residential area has increased by 486 acres (4% of the total land area) between 1998 and 2020. The land use/land cover data was created using aerial ortho imagery. The American Farmland Trust (AFT) has analyzed land development under a business-as-usual scenario and estimates that Rhode Island would lose about 8,100 acres of farmland between now and 2040 due to new development (RI Food Policy Council, 2017). Denser residential development within village areas could reduce encroachment into agricultural and open space areas. Details on agriculturally valuable undeveloped soils and active and protected farmlands within the Town are included in Chapter 7: Agriculture.

The physical landscape of Lincoln provides a wide variety of experiences for residents and visitors including Lincoln Woods State Park, hiking trails, Blackstone River State Park, and the Blackstone River bikeway. The Town's developed recreational areas and protected open space are further detailed in Chapter 3: Open Space and Recreation.

Land uses should continue to follow central policies from the 2003 comprehensive plan, including maintaining the Town's distinctive character and intact rural landscape (Lincoln Comprehensive Plan 2003). The Town's existing industrial and commercial areas consist of a mix of manufacturing and retail businesses concentrated along the intersection of George Washington Highway (Route 116) and Eddie Dowling Highway (Route 146) in the industrial corridor. The industrial uses historically were and continue to be an essential part of the Town. Industrial uses are no longer confined to the two rivers that were historically used to harness power for saw and grist mills (United States Department of the Interior n.d.). Today, industrial parks are located primarily in the western part of

the Town, along George Washington Highway, and in the southeast sections of Saylesville and Fairlawn villages.

The Town should carefully monitor future development near natural resources and open space areas. Increased development can create more impervious surface, which can contribute to increased stormwater runoff and affect wildlife habitat. The adverse impacts of development on natural resources are further detailed in Chapter 2: Natural Resources.

12.2.2 Existing Zoning Districts

The allowable use of land is determined by the designation of a zoning district, which is established in the zoning ordinance. The zoning ordinance is responsible for establishing the zoning districts in the Town and determining which uses are allowed in each district. Several zoning changes recommended through the 2003 plan have been adopted into current zoning (Lincoln Comprehensive Plan 2003). Map 12-2: Zoning Map and the following table (Table 12-4) describe the current zoning districts and their location within the town of Lincoln.

Table 12-4. Land Area by Zoning Category	
Zoning District	Acres
Residential Districts	
Residential Agricultural (RA-40)	5,618
Residential Single-Family (RS-20) ¹	2,014
Residential Single-Family (RS-12)	891
Residential Limited (RL-9)	716
Residential General (RG-7)	500
Business Districts	
Business Limited (BL-0.5)	354
Manufacturing Districts	
Manufacturing Limited (ML-0.5)	980
Manufacturing General (MG-0.5)	383
Commercial Recreation Districts	
Commercial Recreation (CR-1)	253
Commercial Recreation (CR-2)	198
Village Commercial Mixed Use Districts	
Village Commercial Mixed Use (VCMU)	30

Source: Town of Lincoln, Town of Lincoln Chapter 260 Zoning, Article II Definition

Note: The R-30 zone uses the R-20 dimensional regulations, so they have been combined to the R-20 zoning district.

Below is an explanation of each current zoning district in Town of Lincoln (Town of Lincoln 2007):

Residential Agricultural (RA-40)

The Residential Agricultural District is established to promote low-density residential growth in areas which were historically used for agriculture and/or have natural limitations for development.

Residential Single-Family (RS-20)

This residential single-family district is established to promote low- to moderate-density single-family residential areas throughout the Town.

Residential Single-Family (RS-12)

This residential single-family district is established to promote moderate- to high-density single-family residential areas throughout the Town.

Residential Limited (RL-9)

This residential single-family district is established to promote moderate- to high-density single-family residential areas throughout the Town.

Residential General (RG-7)

The Residential General District is established to promote high-density single-family, two-family, and multifamily residential areas in appropriate locations throughout the Town.

Business Limited (BL-0.5)

The Business Limited District is created to provide areas for commercial activities that depend upon a vehicular traffic and serve the daily shopping needs of the community.

Manufacturing Limited

The Manufacturing Limited District is established to provide opportunities for light manufacturing and industrial uses such as assembly, storage and related activities which are of a less intensive nature than those allowed in the Manufacturing General District. Office use and related services, as they directly relate to the light manufacturing and industrial uses, are allowed in this district.

Manufacturing General

The manufacturing general district is established to provide opportunities for a wide array of manufacturing and industrial activities. The intent is to concentrate these activities in areas where minimal infringement upon the character of established residential areas will result. Office use and related services, as they directly relate to the manufacturing and industrial uses, are allowed in this district.

Commercial Recreation 1

The Commercial Recreation District is established to provide opportunities for a wide array of outdoor recreational and open space activities in appropriate locations within the Town.

Commercial Recreation 2

The Commercial Recreation District is established to provide opportunities for a wide array of recreational facilities and open space activities in appropriate locations within the Town. Refer to Town of Lincoln Ordinance 01-7.

Village Commercial Mixed Use (VCMU)

The Village Commercial Mixed-Use District is established to promote small-scale business and residential uses consistent with the village areas of Lincoln. The VCMU will provide flexibility in the use of a property within the villages and surrounding areas.

Table 12-5: Zoning by Neighborhood Villages below provides a breakdown of zoning by neighborhood villages.

Zoning	Albion (acres)	Fairlawn (acres)	Industrial Corridor (acres)	Limerock (acres)	Lonsdale (acres)	Manville (acres)	Saylesville (acres)	Quinville (acres)
Residential Agricultural (RA-40)	276 (24%)	0	61 (4%)	3,834 (76%)	225 (19%)	388 (43%)	721 (51%)	92 (56%)
Residential Single-Family (RS-20)	397 (35%)	185 (42%)	155 (10%)	922 (18%)	30 (3%)	130 (14%)	191 (13%)	4 (2%)
Residential Single-Family (RS-12)	119 (11%)	61 (14%)	2 (<1%)	53 (1%)	288 (24%)	97 (11%)	226 (16%)	30 (18%)
Residential Limited (RL-9)	53 (5%)	34 (8%)	0	0	335 (28%)	95 (10%)	151 (11%)	35 (21%)
Residential General (RG-7)	58 (5%)	79 (18%)	34 (2%)	0	129 (11%)	168 (18%)	33 (2%)	0
Business Limited (BL-0.5)	25 (2%)	9 (2%)	275 (18%)	11 (<1%)	14 (1%)	17 (2%)	3 (<1%)	0
Manufacturing Limited (ML-0.5)	52 (5%)	57 (13%)	770 (49%)	31 (1%)	60 (5%)	0	0	5 (3%)
Manufacturing General (MG-0.5)	0	0	262 (17%)	0	17 (1%)	9 (1%)	94 (7%)	0
Commercial Recreation (CR-1)	141 (12%)	0	0	14 (<1%)	93 (8%)	0	0	0
Commercial Recreation (CR-2)	0	0	0	198 (4%)	0	0	0	0
Village Commercial Mixed Use (VCMU)	6 (1%)	13 (3%)	0	0	4 (<1%)	6 (1%)	1 (<1%)	0
TOTAL (acres)	1,127	438	1,559	5,063	1,195	910	1,420	166

Source: Town of Lincoln

The zoning ordinance also establishes the dimensional requirements for lot sizes within the Town. The minimum lot size, the area within the boundaries of a lot excluding any street right-of-way, is included below (see Table 12-6: Minimum Lot Size by Zoning District).

Table 12-6. Minimum Lot Size by Zoning District		
Zoning District	Use	Minimum Lot Size (square feet)
Residential Agricultural (RA-40)	Single-family	40,000
	Other use	40,000
Residential Single-Family (RS-20)	Single-family	20,000
	Other use	20,000
Residential Single-Family (RS-12)	Single-family	12,000
	Other use	12,000
Residential Limited (RL-9)	Single-family	9,000
	Two-family	12,000
	*Affordable two-family	10,500
	Other use	9,000
Residential General (RG-7)	Single-family	7,000
	Two-family	8,500
	Multifamily	7,000+ (Square feet plus 1,500 square feet for each family unit over one)
	*Affordable two-family	7,000
	*Affordable three-family	8,500
	Other use	7,000
Business Limited (BL-0.5)	N/A	10,000
Manufacturing Limited (ML-0.5)	N/A	30,000
Manufacturing General (MG-0.5)	N/A	40,000
Commercial Recreation (CR-1)	N/A	40,000
Commercial Recreation (CR-2)	N/A	40,000
Village Commercial Mixed Use (VCMU)	Single-family	7,000
	Two-family	8,500
	Multi-family	7,000+ (Square feet plus 1,500 square feet for each family unit over one)
	*Affordable two-family	7,000
	*Affordable three-family	8,000
	Other use	7,000

Source: Town of Lincoln, Town of Lincoln Chapter 260 Zoning, Article IV Dimensional Requirements

Overlay Districts

In addition to the zoning districts described above, the Town has seven overlay districts. An overlay is a specific type of zoning district that floats on top of underlying zoning. Overlay districts are typically used to place additional requirements or restrictions on certain areas but can also be used to allow for more flexibility in uses and dimensions. As an example, they can be used to limit

development in significant natural resource areas such as ground and surface water supply areas or increase housing density in designated areas. Below is a definition of each current overlay zoning district in the Town. Table 12-7: Land Area by Zoning Overlay represents each of these overlay districts and the land area within the Town that is designated as such.

Table 12-7. Land Area by Zoning Overlay	
Zoning Overlay	Acres
Airport Hazard Zone (AHZ)	667
Area of Planning Concern Overlay District (APC)	462
Watershed and Wellhead Protection Overlay District (WWPOD)	XX
Flood Hazard Overlay District (FHOD)	XX
Blackstone River Valley Overlay District (BRV)	XX
Moshassuck River Valley Overlay District (MRV)	XX
Mill Conversion Overlay District (MCOD)	67

Source: Town of Lincoln, Town of Lincoln Chapter 260 Zoning, Article VIII Overlay Zones

12.3 Buildout Analysis

A critical component of long-term comprehensive planning is to anticipate future development trends and a Town's ability to maintain and expand its essential services for the entire community well into the future. The Zoning Ordinance, Subdivision Regulations, and other municipal land use documents needs to reflect the current state of land use needs as well as future expectations.

A residential buildout analysis is a key aspect of this process that assesses future development capacity based on current zoning regulations and context. An estimate is presented of the total future population at anticipated buildout and the year by which residential buildout is anticipated, based on historic trends. Lincoln is expected to reach buildout by 2040 with a total population of 25,452, without proactive intervention.

To reach the conclusion above, a series of geographical and statistical analyses were conducted following the Rhode Island Division of Statewide Planning guidelines set forth in Guidance Handbook No. 13 – Planning for Land Use. Conducting a buildout analysis is a multi-step process that seeks to achieve the following:

- Compile an inventory of the existing conditions and constraints, such as infrastructure, housing, land use, environmental constraints, natural resources, and deed-restricted conservation lands.
- Delineate the potential buildable land area.
- Determine the maximum number of dwelling units allowed under the existing development regulations.

12.3.1 Development Capacity Model

The total acreage of each residential zoning district was converted to net buildable area by removing developed and constrained land from the total acreage. An estimate of future buildable dwelling

units was made by dividing the net buildable area by the minimum lot size for the particular zoning district, accounting for roads and utilities needed. An average household size of 2.6 persons per dwelling unit was used to estimate associated population increases, the average of the 2018-2022 ACS.

For this model, the following assumptions were made:

- Developable land does not include land with development constraints (wetlands, water bodies, and flood zones), roadways, or land with conservation restriction or conservation intent, as identified by RIGIS data.
- An average roadway width of 30 feet, of which a buffer was added to all roads in the GIS map
- Residentially zoned land can be fully developed despite access limitations, lack of water supply, or property ownership.
- Current access to and future development costs of municipal water and sanitary sewer services were not considered as restrictions.
- Minimum lot sizes per zoning district were used to determine total lot availability in each zoning district.
- Nonconforming undersized lots of record were not included in this analysis as their potential future development is already restricted by lot size.
- All shapefiles were sourced from RIGIS, excluding zoning data and parcel data.
- All relevant zoning-related data, including unit size, density, and lot area were sourced from the Town directly.
- For each lot identified as developed, an area equivalent to the minimum lot size for the zoning district was deducted from the district's available acreage to account for the need to keep the minimum lot size dedicated to the existing dwelling. Any excess land outside of this minimum lot size area was considered to be developable land.
- An average household size of 2.6 persons per dwelling unit (average of 2018-2022 Census).
- This estimate is based on what would be allowed by right under current zoning. A variety of zoning relief mechanisms (comprehensive permits, variances, and special use permits) could allow for a higher number of units if approved through one or more of those mechanisms.

The residential buildout analysis involved the following steps:

- Mapping of environmental constraints, such as water bodies, wetlands, and conservation lands. The principal source of this information was the data from RIGIS and the Town GIS.
- Mapping of roadways with an additional 30-foot buffer, sourced from RIGIS.
- Total developed and constrained land was removed from the total acreage of each zoning district to estimate the acreage of potentially developable land in Town.
- An estimate of future dwelling units was calculated by dividing the net buildable area by the minimum lot size for the particular zoning district.
- A calculation of the potential buildout population was established by multiplying the number of dwelling units times the average household size from the 2018-2022 Census of 2.6.

12.3.2 Buildout Results

The buildout analysis produced an estimated figure based on reasonably accurate and realistic values, however, the data produced through this exercise is not a prediction of future development, but instead an estimated inventory of what could potentially be built based on existing conditions and development regulations.

The buildout estimates an additional 896 dwelling units could be developed by right based on the estimated buildable land area and the current minimum zoning requirements. Table 13-8 provides more detailed information on the residential buildout results. Based on this development capacity projection, Lincoln can expect its total future buildout population to be 25,452. Lincoln averages approximately 59 new dwelling units per year. Therefore, the Town can expect to reach buildout within the next 15 years, or by 2040.

Zoning District	Min # of Units	Max # of Units	(Min Unit) Min Lot Area (SF)	(Min Units) Min Lot Area (Acres)	(Max Unit) Min Lot Area (SF)	(Max Units) Min Lot Area (Acres)	Minimum Density Allowed	Maximum Density Allowed (Units Per Acre)	Net Undeveloped, Unconstrained Area in Zoning District	Total # of Dwelling Units at Build Out (by district)
RG-7	1	3	7,000	0.161	8,500	0.195	6.22	15.37	5.21	80.13
RL-9	1	2	9,000	0.207	12,000	0.275	4.84	7.26	24.61	178.67
RS-12	1	1	12,000	0.275	12,000	0.275	3.63	3.63	22.70	82.41
RS-20	1	1	20,000	0.459	20,000	0.459	2.18	2.18	141.61	308.42
RS-30	1	1	30,000	0.689	30,000	0.689	1.45	1.45	0.64	0.93
RA-40	1	1	40,000	0.918	40,000	0.918	1.09	1.09	223.99	243.93
VCMU	1	3	7,000	0.161	8,000	0.184	6.22	16.34	0.11	1.85

Source: RIGIS; Town of Lincoln, 2024

12.4 Future Land Use Map

The Future Land Use Map (FLUM) presents a visual depiction of Lincoln's desires for types, patterns, and intensities of development over the next 20 years. The map connects to nearly every aspect of the plan as land use decisions dictate the municipality's capacity to address future hazards and how the Town will run for decades in terms of housing, transportation, agriculture, municipal services, energy, economic development, natural resources and open space conservation, historic preservation, as well as health, safety, and general wellbeing. The FLUM is intended to illustrate areas that are inconsistent with long-term municipal and state land use goals and requirements.

The Division of Statewide Planning outlines several requirements within its Land Use 2025 Plan to achieve consistency with zoning statewide, which include:

- A minimum of 5 dwelling units per acre for all sewered urban development.
- A minimum of 1 dwelling unit per acre for all urban development (unsewered portions of Lincoln).
- A maximum of 1 dwelling unit per acre for any conservation, reserve, non-urban developed, or prime farmland.

Development of the FLUM requires a multi-step approach of geographic, statistical, and anecdotal processes. Map 12-3, Future Land Use Map, illustrates existing zoning districts overlaid with hatchmarks denoting either “sewered urban development” or “conservation/prime farmland.” Any areas on the map that do not contain hatchmarks are “urban development” (unsewered portions of Lincoln). Conservation lands are areas that are currently dedicated for conservation through ownership, easement, and deed restriction as well as those lands intended for conservation in the future. The FLUM was built following the requirements laid out within the Rhode Island Division of Statewide Planning Guidance Handbook #13, Planning for Land Use, and all data was collected from RIGIS or the Town of Lincoln directly.

Inconsistencies between existing and proposed conditions can be classified in several ways:

1. An existing non-conforming lot in which the actual dimensions of the lot do not meet the minimum dimensions requirements outlined in the zoning ordinance.
2. Any existing lot (conforming or non-conforming) in which the actual dimensions of the lot meet existing zoning requirements but do not meet minimum or maximum lot size requirements set forth by the Land Use 2025 Future Land Use Categories.
3. A zoning district that contains minimum or maximum lot sizes that differ from those set forth by the Land Use 2025 Future Land Use Categories.

Due to the potential for total residential buildout within the next 15 years at the current pace of development, the FLUM is particularly useful for identifying areas that can still experience additional development and areas that are already at capacity. Infill, adaptive reuse, and mixed-use zoning are land use options that may be employed in certain areas as new development potential diminishes and overcrowding increases.

Issues related to the water supply system, discussed in the Community Facilities Chapter (Chapter 8) will also affect the pace of the town’s buildout. Because there is uncertainty about whether the water supply is adequate for additional development, the Town of Lincoln does not propose any increases in density in the Future Land Use Map.

12.5 Goals and Policies

Goals and their corresponding policies reflect the desired changes of Lincoln residents for the next ten years, as gathered from a public workshop held in May 2024. The overall attitude towards land development is to approach it as a preservationist; that is, to thoughtfully develop land while preserving the Town’s character, residential neighborhoods, environmental protections, and open lands, meaning to concentrate development in already dense and appropriately zoned areas.

Goals	Policies
LU1. Town Wide Achieve a balanced, orderly, and harmonious land use pattern that preserves current residential densities, historic and cultural resources, supports appropriate economic growth, provides ample recreation and open space, protects the natural environment, and supports a high quality of life for the residents.	LU1.1. Town Wide Protect Lincoln through flexible zoning and land use controls.
	LU1.2. Town Wide Support smart growth principles by encouraging infill and new commercial development along existing commercial corridors and within villages utilizing site plan review procedures as a regulatory device.

	LU1.3. Town Wide Continue the enforcement of design standards and setbacks for environmentally and culturally sensitive areas.
	LU1.4. Town Wide Preserve and protect forests, farmlands, agricultural lands, and the overall rural character of Lincoln as essential elements of the community, economic vitality, and quality of life.
LU2. Albion Strengthen Albion's village center through strategic land use planning emphasizing its mixed-use character, economic vitality, and community services, ensuring it remains a central hub for residents and visitors.	LU2.1. Albion Encourage small business development within the village center to enhance economic vitality and serve the community's needs.
	LU2.2. Albion Preserve the character of Albion, with a particular focus on maintaining the recreational and open space qualities of the golf course area.
LU3. Fairlawn Support the evolution of Fairlawn into a mixed-use village that enhances its unique identity, with a mix of housing types and a vibrant commercial area along Smithfield Avenue.	LU3.1. Fairlawn Preserve the residential character of Fairlawn by maintaining current zoning boundaries to ensure consistency in land uses and discourage incompatible developments.
	LU3.2. Fairlawn Enhance the commercial vitality of Smithfield Avenue while protecting the residential character of surrounding areas.
	LU3.3. Fairlawn Encourage stability and manage growth by carefully monitoring the development of any remaining open land.
	LU3.4. Fairlawn Develop additional passive recreation spaces to enhance community well-being.
LU4. Saylesville Ensure that Saylesville's residential areas are protected and remain stable, while industrial properties are developed into strong centers for jobs and tax base, in an environmentally responsible manner.	LU4.1. Saylesville Strengthen zoning regulations to ensure that the growth of industrial properties is compatible with residential neighborhoods and the natural resources of the village.
	LU4.2. Saylesville Promote the adaptive reuse of industrial buildings in a way that supports Saylesville's economic development while being mindful of its residential and natural environment.
LU5. Manville Foster Manville's resurgence as a vibrant mixed-use community, leveraging its unique historical assets and residential charm, while ensuring developments enhance rather than detract from its character.	LU5.1. Manville Support the adaptive reuse of historical structures for mixed-use developments, combining residential with ground-floor commercial uses.
	LU5.2. Manville Encourage owner-occupied housing to prevent deterioration from absentee ownership and maintain the village's residential quality.

	LU5.3. Manville Manage the development of remaining open lands to ensure compatibility with the existing village character and environmental sustainability.
LU6. Lonsdale Safeguard the natural and cultural assets of Lonsdale, ensuring balanced development that respects its unique mix of historic sites, natural resources, and industrial heritage.	LU6.1. Lonsdale Preserve the character of historic residential areas while providing zoning flexibility for adaptive reuse of mill buildings.
	LU6.2. Lonsdale Improve access to and protection of natural resources, emphasizing the Blackstone River and surrounding marshes.
	LU6.3. Lonsdale Encourage economic development that complements the village's industrial legacy and supports local needs.
LU7. Quinnville Maintain Quinnville's identity as a tranquil, residential village, safeguarding its historic qualities and managing growth to ensure it remains distinct and separated from commercial pressures, particularly from tourism development along Lower River Road.	LU7.1. Quinnville Prohibit commercial and industrial development within Quinnville to preserve its residential character and quiet village ambiance.
	LU7.2. Quinnville Protect and enhance Quinnville's historical structures and landscapes to maintain its historical integrity and village charm.
LU8. Lime Rock Maintain Lime Rock's identity as a rural, primarily residential area with a strong agricultural presence, ensuring that development respects the village's scenic landscapes, agricultural lands, and tree-lined country roads.	LU8.1. Lime Rock Encourage preservation and enhancement of agricultural lands and practices.
	LU8.2. Lime Rock Protect the scenic and historic character of Lime Rock's roads and landscapes.
	LU8.3. Lime Rock Direct residential development in a way that conserves open space and minimizes environmental impacts.
	LU8.4. Lime Rock Limit commercial and industrial development to designated areas, ensuring it does not encroach upon residential neighborhoods or compromise Lime Rock's rural ambiance.
LU9. Saylesville and Fairlawn Perform a land use and zoning analysis of the Smithfield Avenue area from Parker Street to the Pawtucket line to determine whether existing zoning is adequate to protect the residential character of the area and to manage likely traffic and land use problems.	

REFERENCES

- EPA. 2023. "Learn About Heat Islands." www.epa.gov. <https://www.epa.gov/heatislands/learn-about-heat-islands>.
- Farms Under Threat. 2001-2016. "The State of the States National Summary." <https://csp-fut.appspot.com/>. <https://csp-fut.appspot.com/>.
- Lincoln Comprehensive Plan. 2003. "Future Land Uses." www.lincolnri.gov. <https://www.lincolnri.gov/DocumentCenter/View/172/Figure-C-Future-Land-Use-Plan-PDF?bidId=>.
- . 2003. "Zoning Changes for Consideration." www.lincolnri.gov. <https://www.lincolnri.gov/DocumentCenter/View/170/Figure-E-Zoning-Changes-for-Consideration-PDF>.
- RI Division of Statewide Planning. 2013. "Population Projections." April. Accessed July 18, 2023. <https://planning.ri.gov/planning-areas/data-center/ri-data-center-census-data/population-projections>.
- . 2018. "The Rhode Island Comprehensive Planning Standards Guidance Handbook Series." planning.ri.gov. June. https://planning.ri.gov/sites/g/files/xkgbur826/files/documents/comp_handbook/13_LandUse.pdf.
- RI Statewide Planning Program. 2000. "Rhode Island Land Use Trends and Analysis." planning.ri.gov. July. <https://planning.ri.gov/sites/g/files/xkgbur826/files/documents/tp/TP-149.PDF>.
- RIGIS. 2020. "Land Use and Land Cover." www.rigis.org. <https://www.rigis.org/datasets/land-use-and-land-cover-2020/explore>.
- Town of Lincoln. 2007. *Chapter 260 Zoning*. <https://ecode360.com/12125764>.
- U.S. Census. 2021. "ACS 5-Year Estimates." <https://data.census.gov/>.
- United States Department of the Interior. n.d. *National Register of Historic Places Inventory - Nomination Form*. https://preservation.ri.gov/sites/g/files/xkgbur406/files/pdfs_zips_downloads/national_pdfs/incoln/linc_historic-resources-of-lincoln.pdf.
- Wright, Albert J. n.d. *History of the State of Rhode Island with Illustrations*. Accessed July 18, 2023. <http://theusgenweb.org/rigenweb/articles/247.html>.

