



**SURRY**

**COMPREHENSIVE PLAN**

**January 2014**

# **SURRY**

## **COMPREHENSIVE PLAN 2014**



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**Certification: The Municipal Officers Certify that this is a copy of the comprehensive plan as proposed on ....., 2014.**

\_\_\_\_\_  
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Attest: A true copy of the **Surry Comprehensive Plan 2014**, as certified to me by the municipal officers of Surry, Maine on the ....., 2014.

\_\_\_\_\_  
Surry Town Clerk

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## INTRODUCTION

The Surry comprehensive plan is an advisory document. It builds upon the 1991 Comprehensive Plan. It reflects the desired future of the town. Overall, it identifies current issues and opportunities that the town faces and discusses what is expected to happen within the next five to ten years. This plan focuses on recent changes in population, economy, housing, public services and land use. It reflects conditions in town as of August 2013. The Comprehensive Plan Committee was guided by the results of two surveys sent to residents, as well as three workshops conducted during the summer of 2012. Survey questions as well as the responses are contained in Appendix I.

The plan consists of two major parts. The *Inventory and Analysis* discusses recent trends in town and projects what may happen in the future. While it discusses some options for the town to consider, **these are not recommendations**. Rather, this section is a reference document. Since all towns may change rapidly, some of the information in this section may be out of date by the time the plan is adopted.

The second part is the *Goals, Objectives and Implementation Strategies*. This section sets specific recommendations for the future of the town. The plan, however, is not valid until it is adopted at a town meeting. While the plan is the legal basis of any changes to the Unified Development Ordinance (UDO) and other ordinances, all such changes must be voted upon at a town meeting separate from the comprehensive plan vote. Public hearings are required before any vote.

The plan is intended to guide the Selectmen, Planning Board and other town committees in their decisions and provide continuity in town policy. It can also be used to help Surry seek funding from various federal and state grant programs. Residents are reminded that planning is an on-going process. This plan should be reviewed annually to see if its assumptions are still valid. A more thorough review may be needed in five years.

# **PART I**

## **Inventory and Analysis**

**A. POPULATION**

**1. Purpose**

Population is one of the most basic elements of a comprehensive plan. In order to understand the town's current and future needs, a detailed examination of population characteristics is necessary. For example, the age structure of the population will affect needed school facilities. This section aims to:

- a. describe Surry's recent population trends;
- b. discuss how these trends relate to and contrast with those in Hancock County and the state; and
- c. review likely future population trends.

**2. Key Findings and Issues**

Surry's population increased by about 36 percent between 1990 and 2000 and increased 7.71 percent between 2000 and 2010. This was a faster rate for the period 1990-2000 than was projected in the 1991 comprehensive plan (29.9%). In concert with Hancock County as a whole, the median age in Surry (49) is also steadily increasing.

**3. Historical Trends**

Surry's recent year-round population trends are shown on Table A.1. While the town's growth rate has varied in recent decades, overall the town has grown rapidly. While the 1991 plan projected a population of 1,275 by 2000, the U.S. Census reported a population of 1,361 in 2000 and 1,466 in 2010. The town has thus grown faster than expected.

<b>Year</b>	<b>Population</b>	<b>Ten-year change (%)</b>
1940	497	--
1950	448	-9.8%
1960	547	22.0%
1970	623	13.8%
1980	894	43.4%
1990	1004	12.3%
2000	1,361	35.6%
2010	1,466	7.71%

**SOURCE:** U.S. Census and 1991 Comprehensive Plan

**4. Current Conditions**

**a. Age Characteristics**

The change in age distribution in Surry between 1970 and 2010 is shown in Table A.2a with comparisons to Hancock County in Table A.2b. An understanding of age characteristics is important for several reasons. First, an aging population will have different service demands than a population that is of child-bearing age and may create fewer demands on the school system. Second, a younger population may have more growth potential since a high birthrate would add more residents.

The data show that there was an increase in 3 of the 5 age groups. The largest percentage change between 1990 and 2010 was in the 45-64 age group, which includes those who are generally past their child bearing years. In 2010 this group represented about 35 percent of the population compared to 22 percent in 1990. In the County this group has also shown a similar increase of approximately 10 percent.

The second largest percentage change occurred in the 65+ group. In 2010 this group represented about 22 percent, an increase from 16 percent in 1990. Similarly Hancock County has increased to 18 percent in 2010 from 15.2 percent in 1990. These statistics together show the aging population of Surry.

The percentage of persons in the 5-17 age group increased by 14.4 percent between 1990 and 2010 but dropped from 2000 to 2010 by more than 14 percent. This decline was significantly greater than the decline in Hancock County over the same 10 year period.

	<b>Years of Age</b>	<b>1970</b>	<b>% of total</b>	<b>1980</b>	<b>% of total</b>	<b>% change '70-'80</b>	<b>1990</b>	<b>% of total</b>	<b>% change '80-'90</b>	<b>% change '70-'90</b>
<b>S</b>	0-4	43	7%	56	6%	30.2%	62	6%	10.7%	44.2%
<b>U</b>	5-17	135	22%	182	20%	34.8%	180	18%	-1.1%	33.3%
<b>R</b>	18-44	175	28%	332	37%	89.7%	379	38%	14.2%	116.6%
<b>R</b>	45-64	158	25%	177	20%	12.0%	222	22%	25.4%	40.5%
<b>Y</b>	65 +	112	18%	147	16%	31.3%	161	16%	9.5%	43.8%
	<b>Surry Total</b>	<b>623</b>	<b>100%</b>	<b>894</b>	<b>100%</b>	<b>43.5%</b>	<b>1004</b>	<b>100%</b>	<b>12.3%</b>	<b>61.2%</b>
	<b>Years of Age</b>	<b>2000</b>	<b>% of total</b>	<b>2010</b>	<b>% of total</b>	<b>% change 00-10</b>	<b>% change 90-10</b>	<b>% change 70-10</b>		
	0-4	72	5%	73	5%	1.4%	17.7%	67.4%		
	5-17	286	21%	206	14%	-27.9%	14.4%	52.5%		
	18-44	395	29%	371	25%	-6.0%	-2.8%	112.0%		
	45-64	426	31%	502	34%	17.8%	126.1%	217.7%		
	65 +	182	13%	314	22%	22.0%	95.0%	180.3%		
	<b>Surry Total</b>	<b>1361</b>	<b>100%</b>	<b>1466</b>	<b>100%</b>	<b>7.7%</b>	<b>46.0%</b>	<b>135.3%</b>		

<b>Table A.2b</b>										
<b>Age Distribution Hancock County: 1970, 1980, 1990, 2000, 2010 continued</b>										
	<b>Years of Age</b>	<b>1970</b>	<b>% of total</b>	<b>1980</b>	<b>% of total</b>	<b>% change '70-'80</b>	<b>1990</b>	<b>% of total</b>	<b>% change '80-'90</b>	<b>% change '70-'90</b>
<b>H A N C O C K C O U N T Y</b>	0-4	2,652	8%	2610	6.2%	-1.6%	3,205	6.8%	22.8%	20.9%
	5-17	8,593	25%	8,409	20.1%	-1.0%	8,130	7.3%	-3.3%	-4.3%
	18-44	10,810	31%	15,865	38.0%	45.4%	19,057	40.6%	20.1%	74.6%
	45-64	7,596	22%	8,465	20.3%	11.4%	9,401	20.0%	11.1%	23.8%
	65 +	4,939	14%	6,432	15.4%	30.2%	7,155	15.2%	11.2%	44.9%
	<b>Hancock County Total</b>	<b>34,590</b>	<b>100%</b>	<b>41,781</b>	<b>100%</b>	<b>20.8%</b>	<b>46,948</b>	<b>100%</b>	<b>12.4%</b>	<b>35.7%</b>
	<b>Years of Age</b>	<b>2000</b>	<b>% of total</b>	<b>2010</b>	<b>% of total</b>	<b>% change 00-10</b>	<b>% change 90-10</b>	<b>% change 70-10</b>		
	0-4	2,516	5%	2,488	5%	-1.1%	-22.4%	-6.2%		
	5-17	10,292	20%	9,141	17%	-11.2%	12.4%	6.4%		
	18-44	16,809	32%	14,911	27%	-11.3%	21.8%	37.9%		
	45-64	13,889	27%	18,185	33%	30.9%	93.4%	139.4%		
	65 +	8,285	16%	9,686	18%	16.9%	35.4%	96.1%		
	<b>Hancock County Total</b>	<b>51,791</b>	<b>100%</b>	<b>54,411</b>	<b>100%</b>	<b>5.1%</b>	<b>15.9%</b>	<b>57.3%</b>		
<b>Source:</b> 1991 Comprehensive Plan, US Census and American Fact Finder Survey										

Since 2000 the U.S. Census bureau has put together data based on age breakdown. (see Table A.3). Several trends can be noted for the town of Surry.

First, there is an increase in numbers in 3 of the 5 age groups, but clearly the highest % increases have been in the two eldest age categories. The population of Surry is getting older. The average age of Surry residents is increasing.

Second, the number of persons of usual child bearing years (ages 18-44) has decreased and is lower even than the 1990 figure of 379.

We find this consistent with the rates for the same age groups in Hancock County. Surry has recently reversed its past trend of having a younger population than Hancock County and is older than average. The current median age in Surry is 49 and in Hancock County the median age is 46.3. The median age in Surry has continued to increase over the past 4 decades, 1980 (34.2), 1990 (39.2), 2000 (38.4), 2010 (49.0).

<b>Years of Age</b>	<b>2000</b>	<b>%</b>	<b>2010</b>	<b>%</b>
0-4	72	5%	73	5%
5-19	286	21%	206	14%
20-44	395	29%	371	25%
45-64	426	31%	502	34%
65+	182	14%	314	22%
<b>Total</b>	<b>1,361</b>	<b>100%</b>	<b>1,466</b>	<b>100%</b>
<b>Hancock County</b>				
0-4	2,516	5%	2,488	5%
5-19	10,292	20%	9,141	17%
20-44	16,809	32%	14,911	27%
45-64	13,889	27%	18,185	33%
65+	8,285	16%	9,686	18%
<b>Total</b>	<b>51,791</b>	<b>100%</b>	<b>54,411</b>	<b>100%</b>
<b>Source:</b> US Census and American Fact Finder Survey				

The 1991 plan projected that there would be 70 persons in the aged 0-4 age group in 2001, which is close to the actual numbers for 2000 and has only increased by 1 in the past 10 years. While 210 were projected in the 5-19 age group, there were actually 286 in this group for 2000 which has dropped to 206 in 2010. There were 220 persons projected to be in the 65 and older group compared to an actual 182 in 2000 and 314 in 2010. The town continues its trend to an older population.

**b. Household Size**

Table A.4 compares household sizes in Surry and Hancock County. Surry’s household size is nearly the same as the county as a whole. Household sizes nationally have been declining in recent decades due to factors such as lower birth rates, higher divorce rates and greater longevity. Surry shows an increase between 1980 and 1990 but then decreases over the next 20 years. It is anticipated that this number will likely hold steady. Household size information is important in determining the how many homes will be needed to serve a given level of population. The smaller the household size, the more homes that may be needed.

<b>Table A.4</b>					
<b>Change in Household Size, Surry and Hancock County</b>					
		<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>
<b>Surry</b>	# persons per household	2.27	2.53	2.47	2.18
<b>Hancock County</b>	# persons per household	2.62	2.48	2.31	2.20
<b>Source:</b> U.S. Census; American Fact Finder Survey; 1991 Comprehensive Plan					

**c. Income**

Income statistics, shown in Table A.5, are important in determining whether a community is better or worse off financially than its immediate region. Incomes in Surry are higher than the state median and those of the neighboring towns. Surry residents are thus statistically better off financially. Employment issues are discussed in the Economy chapter. The American Fact Finder Survey shows that 17.2% of the population in Surry for whom poverty status is determined lives below the poverty level. This is higher than the county average of 11.5%. The majority of those affected are between 0 and 18 years of age with 34.8% of that age group living below the poverty level. So, although our average income is increasing, we still have a number of our citizens, especially youth, below the poverty level.

<b>Table A.5</b>	
<b>2010 Median Household Income, Surry and Adjacent Towns</b>	
Town	Median Household Income
Surry	\$51,354
Ellsworth	\$50,099
Trenton	\$47,432
Orland	\$43,333
Blue Hill	\$44,158
Penobscot	\$41,563
Hancock County	\$47,533
State of Maine	\$46,933
<b>Source:</b> US Census Bureau	



**d. Other Information**

Racially, the town was 97.3 percent white in 2010. The U.S. Census reported there were three Blacks, seven Native Americans or Alaskan Natives, eleven Asian and eighteen citizens who identified themselves as being some other race or two or more races. Racial information is important in filing federal grant funding applications.

**5. Seasonal Population**

The 2010 Census identified 393 housing units for seasonal, recreational or occasional use. Assuming a household size of twice the year-round average, Surry could conceivably gain as many as 1,713 additional persons in the summer. (The household size of seasonal units is generally larger than year-round units since people occupying second homes are less likely to be single and more likely to have more overnight visitors.) Assuming this estimate is correct, and even if we were to take a slightly more conservative stance, there are more seasonal residents than the 1,466 year-round residents.

A rough estimate is that fewer than 10 second homes are owned by year-round residents. There thus may be a minor overlap in the count of summer population. Other sources of summer population include guests staying in inns and bed and breakfasts.

**6. Projected Population**

It is always risky to project future population growth. According to the State Planning Office, Surry is projected to have a year round population of 1658 by 2023, a 13% increase over the next ten years. Hancock County is not forecasted to have any significant change between 2012 and 2023.

## **B. ECONOMY**

### **1. Purpose**

An understanding of the local and regional economy is important in assessing a town's current and future needs. The number of local jobs will affect future growth. This section:

- a. describes employment trends;
- b. describes the local and regional economy and current economic issues; and
- c. discusses likely future economic activity in Surry.

### **2. Key Findings and Issues**

Surry has an economy similar to Hancock County as a whole. Its unemployment rate has been slightly lower than the county's in recent years. The town's labor force has been increasing steadily. This is a sign of a growing working age population. Surry has a viable town center that is home to several shops and businesses.

### **3. Recent Employment Trends**

#### **a. Employment and Unemployment**

Employment trends are important in understanding the overall status of the economy. A higher than average unemployment rate may indicate the need for a more rigorous economic development program. According to 2010 figures from the Maine Department of Labor, approximately 865 people, or a little more than half of Surry's year-round population were in the labor force (see Table B.1). These figures, compiled by the Maine Department of Labor, only consider persons aged 16 and over employed or looking for work. They do include self-employed persons but not those who are not looking for work.

Unemployment rates in both Surry and Hancock County have been steadily increasing since 2004. This was at a time when the labor force was increasing slightly. Surry's labor force increased from 820 in 2004 to 865 in 2010, an increase of 5.5 percent. This is higher than the 0.1 percent increase for Hancock County as a whole.

		2004	2005	2006	2007	2008	2009	2010
<b>S U R R Y</b>	<b>Labor force</b>	820	828	834	855	869	846	865
	<b>Employed</b>	793	794	805	816	822	787	789
	<b>Unemployed</b>	27	34	29	39	47	59	58
	<b>Unemployment Rate</b>	3.3%	4.1%	3.5%	4.6%	5.4%	7.0%	6.7%
<b>H A C K O N C O U N T Y</b>	<b>Labor force</b>	29,454	29,759	29,799	29,531	29,894	29,429	29,486
	<b>Employed</b>	27,953	28,116	28,207	27,929	28,090	26,849	26,903
	<b>Unemployed</b>	1,501	1,643	1,592	1,602	1,804	2,580	2,583
	<b>Unemployment Rate</b>	5.1%	5.5%	5.3%	5.4%	6.0%	8.8%	8.8%
<b>Source:</b> U.S. Census Bureau, American Fact Finder 2 and Maine Dept. Of Labor								

**b. Employment by Sector**

Table B.2 compares employment by industry sector for Surry and Hancock County as reported by the 2010 US Census. The sector in this table refers to the type of industry the employer operates, not the actual jobs performed by workers. This table refers to all Surry residents who are employed, whether they worked in Surry or commuted elsewhere. There were a total of 789 persons reported as employed in 2010 compared to 793 in 2004. The number of employed persons thus increased by about 1 percent between 2004 and 2010. This rate is similar to the slightly less than 1 percent growth rates for Hancock County during the same period.

While the largest proportion of the labor force (29.2 percent) was employed in educational services/ health care and social assistance, this was a little more than the 26.2 percent proportion for Hancock County as a whole. Construction and professional/scientific management and administration/ waste management services also accounted for significant portions of total employment.

Category	Surry		Hancock County	
	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, & Fisheries	9	1.0%	1,342	4.8%
Construction	120	13.9%	2,999	10.7%
Manufacturing,	58	6.7%	2,177	7.8%
Information	16	1.8%	627	2.2%
Transportation, Warehousing and Utilities	24	2.8%	919	3.3%
Wholesale Trade	22	2.5%	414	1.5%
Retail Trade	84	9.7%	3,430	12.3%
Finance, Insurance & Real Estate	43	5.0%	1,385	4.9%
Professional, Scientific and Mgmt. and Admin and Waste mgmt. services	89	10.3%	2,781	9.9%
Arts, Entertainment, and Recreation and Accommodation and Food services	82	9.5%	2,388	8.5%
Educational Services, Health Care and Social Assistance	253	29.2%	7,325	26.2%
Other Services	52	6.0%	1,413	5.0%
Public Administration	13	1.5%	795	2.8%
<b>Total</b>	<b>865</b>	<b>100%</b>	<b>21,000</b>	<b>100%</b>

**Source:** U.S. Census Bureau and American Fact Finder 2

In 2010, about 66.6 percent of employed persons were in the private sector, which is slightly below the Hancock County average of 71.8 percent (see Table B.3). About 11.6 percent of the county’s labor forces were employed in government compared to a 12.6 percent rate for Surry. The self-employment rate in Surry was 20.8 percent which was higher than the 16.4 percent for the county. The self-employment rate for both Surry and the county were about 16 percent in 2000.

	Surry		Hancock County	
	Number	Percent	Number	Percent
Private Wage & Salary	576	66.6%	20,088	71.8%
Fed/State/Local Govt.	109	12.6%	3,238	11.6%
Self-employed	180	20.8%	4,596	16.4%
Unpaid Family Member	0	0%	73	0.3%
<b>Total</b>	<b>865</b>	<b>100%</b>	<b>27,995</b>	<b>100%</b>

**Source:** US. Census Bureau and American Fact Finder 2

**c. Seasonal Fluctuations**

Hancock County, as a whole, experiences considerable seasonal fluctuations in its employment rates. Table B.4 compares seasonal rates in Surry to the county. In most cases, Surry had a lower monthly unemployment rate than the county. The seasonal fluctuations are similar.

<b>Table B.4 Hancock County &amp; Surry Seasonal Unemployment Rates: 2009 &amp; 2010</b>				
	<b>2009 Unemployment Rates</b>		<b>2010 Unemployment Rates</b>	
	<b>Hancock County</b>	<b>Surry</b>	<b>Hancock County</b>	<b>Surry</b>
January	11.3	9.1	12.5	10.2
February	11.9	8.6	12.6	9.0
March	11.8	7.9	11.7	8.9
April	9.4	6.7	9.5	7.3
May	8.1	4.9	7.9	5.6
June	7.4	5.3	7.0	6.5
July	6.9	5.7	6.9	5.9
August	6.3	6.8	6.1	4.4
September	6.6	7.5	6.2	4.5
October	7.1	7.3	6.9	5.1
November	9.2	7.0	9.3	8.2
December	10.4	7.1	10.0	7.8

**Source:** Maine Department of Labor

**d. Commuting Patterns**

The employment data cited above refer to the entire civilian labor force in Surry, regardless of where they work. Some Surry residents commute to jobs out of town while a few residents from other towns commute to work in Surry. The 2010 U.S. Census reported a mean travel time of 22 minutes for Hancock County as a whole. While 74 percent drove to work alone, about 13 percent carpooled. Most of the remaining persons walked (5%) or worked from home (5.2%).

**e. Major Employers**

Small-scale businesses are very important to the economy of towns such as Surry. Many

of these businesses are home-based. A partial list of businesses in town is shown in Table B.5. It is important that the comprehensive plan recognizes the need and encourages businesses to operate while also protecting the owners of surrounding properties and managing impacts such as noise and traffic. This issue will be addressed in the *Goals and Objectives* section of the Comprehensive Plan .

4 Seasons	Ray McDonald, Rotary Mowing and Tilling
Advanced Diagnostic Car Service *	Robert Tallent Photography
Andrews Plumbing	Stanley G. Saunders
Blue Hill Boats	Surry Gardens *
Blue Moon Images Gallery *	The Surry General Store
C.R. Kane & Son	The Surry Inn
Cousins Foundations	Surry Kennels
Down East Denture Center	Surry Small Engine Service
Ederly Boats	The Surry Store *
Esposito Welding	Sweet Pea Gardens *
Fairshake Construction	The Flour Shop *
K.J. Dugas, Construction	Truform Foundations
Misty Shore Farm LLC	Turtle Mountain, Mystic Arts Gallery
Lobster Shack	Vickers Insurance Service
Morgan Bay Builders	Webersinn Appraisal Company
Nail Spa	Wesmac Enterprises, Custom Boats
Peter Zimmerman Consulting	Woodward Architects
* These businesses are located in the Village area.	
SOURCE: Town of Surry Tax Commitment Records April 1, 2011 and Surry Comprehensive Plan Committee (Please note this is a partial list and subject to change.)	

#### 4. Current and Regional Economic Issues

Surry faces several regional economic development challenges. The dependence of the labor force on self-employment and the small scale enterprises means that the price of health insurance is a major issue. High speed internet service is not available in most of the town. There is limited vacant land suitable for commercial development. Perhaps the biggest challenge is the cost of housing. This is discussed at greater length in the Housing section of the plan.

## C. HOUSING

### 1. Purpose

A comprehensive plan should contain a thorough analysis of a town's housing trends. Critical issues include housing conditions, affordability, and the projected rate of new house building. This section aims to:

- a. describe recent trends in Surry's housing supply in terms of the types and number of units created;
- b. discuss housing affordability;
- c. identify major housing issues; and
- d. project future housing needs.

### 2. Key Findings and Issues

While Surry's housing supply grew at a 16.8 percent rate between 2000 and 2010, it did not grow as fast as was projected in the 1991 comprehensive plan. The number of second homes increased at a slightly slower rate than year-round dwellings. As is the case in much of Hancock County, it is difficult for families to find affordable first-time home purchase opportunities. The number of year-round occupied dwellings is expected to increase to 746 by 2023, a 10.8 percent increase from the year 2010. Results of surveys conducted in conjunction with preparation of this plan indicated that most responders favored maintaining a small town/village feel to the town.

Surry, like most communities on the coast of Maine, faces a challenge in finding a balance between offering opportunities for renters and first-time homebuyers and preserving its small town character. The lack of public water and sewer, limited ground water resources and high land prices limit what can be done.

### 3. Recent Housing Trends

#### a. Total Number of Year-round and Seasonal Units

The number of year round dwelling units in Surry increased by about 26.2 percent (from 575 units to 726 units) between 2000 and 2010 (see Table C.1). The town's year round housing stock thus grew at a slightly slower rate than in previous decades (27.8% in '80-'90 and 31.6% in '90-'00) while the population grew at a rate of 6.2 percent. By contrast, year-round housing stock in Hancock County increased at a 16.2 percent rate between 2000 and 2010, which is a little more than half the rate of growth in Surry.

. In 2010 there were an estimated 393 seasonal homes in Surry. This is a 16.3 percent increase in the number of seasonal units between 2000 and 2010. This is greater than the 8.7 percent increase in seasonal homes for Hancock County seen over the same period

<b>Table C.1 Change in Total Dwelling Units Surry and Hancock County: 2000 - 2010</b>				
		<b>2000</b>	<b>2010</b>	<b>% Change '00-'10</b>
S U R R Y	Year- Round	575	726	26.2%
	Percent of Total	63.0%	63.1%	
	Seasonal	338	393	16.3%
	Percent of Total	37.0%	36.9%	
	Total	913	1119	22.6%
H A C K C O U N T Y	Year- Round	23,273	27,050	16.2%
	Percent of Total	65.8%	64.8%	
	Seasonal	12,081	13,134	8.7%
	Percent of Total	34.2%	35.2%	
	Total	35,354	40,184	13.7%
<b>Source:</b> U.S. Census 2000 and 2010 Census				

**b. Housing Unit Type**

Data are important in determining if there is a range of housing types available to residents and potential residents. Younger persons and those with lower incomes may need an alternative to the single-family house. Table C.2 shows that about 90 percent (1015 units) of the dwelling units in Surry were single-family homes in 2010. There were only fourteen duplex units and 12 buildings with 3 or 4 units.

The total number of mobile homes decreased between 2000 and 2010. Mobile homes, however, account for only a small and declining percentage of the year-round dwellings. As mentioned in the 1991 plan, towns must allow mobile home parks in some parts of town in order to comply with state law.



Total Dwellings	2000		2010		2000-2010
	Number	Percent of Total	Number	Percent of Total	Percent Change
Single Family	793	87.2%	1015	89.7%	28%
Duplex	11	1.2%	14	1.2%	27%
Multi-Family	10	1.1%	12	1.1%	20%
Mobile Homes	95	10.5%	91	8.0%	-4.3%
Total Units	909	100%	1132	100%	24.5%

**Source:** 2000 U.S. Census, 2010 American Fact Finder 2006-2010 American Community Survey..

**c. Renter and Owner-Occupied Housing**

Data available from the 2010 U.S. Census on housing types includes information on renter and owner occupancy. Many of the renter-occupied units may be single-family homes. In 2010, 15.6 percent of the year-round units in town were renter occupied and the balance were owner-occupied. While this is a smaller proportion of renter-occupied units than the 25.6 percent figure for Hancock County, the percentage of rental units in Surry remained about the same between 2000 and 2010 (Table C.3).

	2000		2010		2000-2010	
	Number	Percent of Total	Number	Percent of Total	Percent Change	
S U R R Y	<b>Renter-Occupied</b>	90	16.3%	105	15.6%	16.7%
	<b>Owner-Occupied</b>	461	83.7%	568	84.4%	23.2%
	<b>Total Occupied Units</b>	551	100.0%	673	100.0%	22.1%
C O U N T Y	<b>Renter-Occupied</b>	5,314	24.3%	6,202	25.6%	16.7%
	<b>Owner-Occupied</b>	16,550	75.7%	18,019	74.4%	8.9%
	<b>Total Occupied Units</b>	21,864	100.0%	24,221	100.0%	10.8%

**Source:** U.S. Census 2000 & 2010

One indicator of housing supply is vacancy rates, the percentage of units that are vacant at any one time. In 2010, Surry had a 1.9 percent vacancy rate for owner-occupied homes compared to a 3.2 percent rate for Hancock County\*. Normally, a 2 percent vacancy rate is

considered desirable for such units. A lower rate may mean that there are insufficient units for sale, indicating a possible housing shortage. A significantly higher rate may mean a depressed housing market. Surry's vacancy rate is within the acceptable range. In 2000 the rate was 2.1 percent compared to 1.9 percent for the county. There was thus little change in Surry's vacancy rate since 2000.

While there was a 6.3 percent vacancy rate in Surry for rental housing in 2000, this rate decreased to 4.7 percent by 2010. A 5 percent vacancy rate is normally considered desirable for rental housing to allow people reasonable opportunities to find lodging. Surry's 2010 rate was below the 7.1 percent rate for Hancock County\*. The vacancy rate, however, does not necessarily mean that the vacant units offered affordable rents.

\*Vacancy rates obtained from American FactFinder 2006-2010 American Community Survey

**d. Housing Conditions**

Housing is generally rated as standard or substandard. A standard home is one that is in good condition with basic amenities such as adequate heating, complete plumbing and kitchen facilities. A substandard house usually either requires repairs beyond normal maintenance or lacks some basic amenities. Information on housing conditions is important since a community with a large number of substandard dwellings means that many residents are living in poor and possibly unsafe conditions.

While there are no data on the number of homes that are substandard due to overall condition, the U.S. Census has data on basic amenities. According to the 2010 Census, 5.2 percent of the dwellings in Surry lacked complete plumbing compared to 1.6 percent of those in Hancock County (Table C.4). This figure, however, includes second homes. The extent of year-round homes without complete plumbing cannot be determined from these data. It is likely, however, that the majority of these substandard units are second homes given the large number of seasonal "camps" around the town's various ponds.

<b>Table C.4 Housing Units Lacking Complete Plumbing, Surry and Hancock County 2010</b>		
	<b>Number</b>	<b>Percent</b>
Surry	34	5.2%
Hancock County	380	1.6%
<b>Source:</b> 2010 Census American Factfinder 2006-2010 American Community Survey		

A home is also considered substandard if it is overcrowded, having more than one person per room. In 2010, 2.7 percent of the occupied year-round units in Surry had more than one person per room. This is more than the 1.3 percent rate for Hancock County.

**4. Affordable Housing**

Affordable housing is a concern for most coastal Maine towns. While even middle-

income households are affected by the high cost of housing, it is a particular problem for very low-income and low-income households (Table C.5). According to 2010 figures, a family of four in Hancock County would be considered very low-income if it earned \$25,050 or less, and low-income if its income were at or below \$40,079. For Surry, 24 percent of households fall in the very low income category and an additional 13 percent fall in the low income category for 2010. These figures are updated periodically by the state.

<b>Table C.5 Definitions of Household Incomes</b>	
Very Low Income	annual income is less than or equal to 50% of the County median family income
Low Income	annual income is more than 50% but less than or equal to 80% of the County median family income
Moderate Income	annual income is more than 80% but less than or equal to 150% of the County median family income
<b>Source:</b> Maine State Planning Office	

For comprehensive planning purposes, the State of Maine defines affordable housing as decent, safe, and sanitary living accommodations that are affordable to very low and low-income households. To be considered affordable, such housing should cost less than 30 percent of income for renters and less than 33 percent of income for homeowners. The state encourages all towns to aim toward the goal that 10 percent of all new housing is affordable to very low-income and low-income groups.

Data from the Maine State Housing Authority (MSHA) indicates affordable housing is a problem in the Ellsworth area housing market of which Surry is a part. MSHA includes Mount Desert Island and both inland and coastal towns adjoining Ellsworth in its housing market. In 2010 the median home value in Surry was \$184,600 and in Hancock county was \$201,600. These compare to the state median home value of \$176,200. The median household income in Surry was \$51,354 and that in Hancock County was \$50,099 versus the state median income of \$46,933. The area thus has higher housing costs but only marginally higher incomes than the state as a whole.

MSHA uses an affordability index to compare the cost of housing to incomes. An index of 1.00 would indicate that household incomes were sufficient to allow the purchase of the average priced house. Indices below 1.00 indicate incomes are insufficient to allow purchase of the average priced house. According to MSHA, the Ellsworth housing market for 2009 had an index of 0.84, which is well below the ideal, while the index for Surry was 0.88. MSHA estimated that 56.5 percent of households in Surry would be unable to afford a median priced home in Surry. For rentals, Surry has an index of 0.78. Housing affordability is thus a problem in Surry.

**5. Dwelling Unit Projections**

It is important for planning purposes to forecast the number of dwellings likely to be built

in the future. Demand for land and public services will be determined in part by how many homes will be built. The number of year-round homes needed in the future can be estimated by dividing the projected household population by the projected household size.

As seen in Table C.6 a total of 746 year-round households are expected by the year 2023, a 73-unit increase (or 10.8 percent) over 2010. The household population figure is derived from the population projection cited in the Population chapter. The projected household size for 2023 is assumed to be slightly larger than the 2010 figure (see Table A.4 in that same section).

Given recent trends in Surry, it is likely that most of these units will be single-family homes. These figures, however, do **not** include seasonal homes. While there is no reliable way to project the number of second homes that will be built, their rate of construction has slowed in recent years and is likely to continue to be slow as Surry becomes more of a year-round community.

<b>Table C.6 Projected Year-round Occupied Dwelling Units, Surry</b>			
	<b>2000*</b>	<b>2010*</b>	<b>2023 Projected</b>
Population Residing in Households	1,361	1466	1658
Household Size	2.47	2.18	2.22
Occupied Dwelling Units	551	673	746
* <b>Note:</b> 2000 and 2010 figures are numbers from the U.S. Census. <b>Source:</b> 2023 Population Projection – Maine State Planning Office			

**6. Regional Housing Issues**

The major regional issue is affordable housing. It is difficult for a single town to address this issue on its own. Surry may thus want to work with other communities in Hancock County to explore options to improve the supply of affordable housing.

## D. MUNICIPAL SERVICES AND FACILITIES

### 1. Purpose

A comprehensive plan should contain an analysis of municipal service and facility needs that the town faces. This analysis is important for two reasons. First, municipal service costs affect the tax base. Second, there is an interrelationship between town services and overall growth patterns. Growth affects demand for services and new services can help shape where future growth occurs. This section presents a brief overview of various services in town.

### 2. Key Findings and Issues

Surry faces several municipal service and facility issues. Elementary school enrollment grew rapidly between 1990 and 2000, but has been declining in recent years. The current level is expected to remain stable at/or about 100 students. The fire department faces an overcrowded building, a periodic shortage of volunteers, and aging equipment. The town office, which shares a facility with the fire department, is also overcrowded. The method of disposing construction debris at the Blue Hill/Surry Transfer Station will require change by 2016 to off-site disposal. Town services are feeling the effects of the recent population growth.

### 3. Fire Department

#### a. Current Conditions

Fire protection in Surry is provided by a volunteer fire department. Normally, two volunteers are available to respond to calls during the working day. Volunteer resources are supplemented by mutual aid arrangements with adjoining towns. The department foresees no need for paid staff at this time since it averages about 35 to 40 calls per year. The department may in the future see a need for sharing paid staff with adjoining towns.

The department is concerned about continued population growth during a time when it is getting increasingly difficult to recruit volunteers. Volunteer recruitment is already difficult due to the initial training requirements and the likely increases in training to maintain certification. Together this makes it difficult to have adequate personnel to fight fires.

The fire department is housed in the municipal building which it shares with the town office. This facility is overcrowded. The department must share a training room with other town functions and can only hold training when the room is not needed or else meet in the vehicle storage area. There are presently four vehicles stored in three bays and a forestry truck is kept outside. Heated space for all vehicles is needed.

There is no fire suppression system for the building. The department would like to have space for a bunk room with kitchen space for future on-call staff, more storage space, training area, and a chief's office with secure record storage. No need is seen for any branch locations as the current facility is centrally located.

The department has a 5 year plan to guide its needs. Some priorities identified include the additions to the station as noted, replacing the utility truck and engine # 1, as well as locating and upgrading dry hydrants. The average response time to a call in Surry is 15 minutes with 20 minutes to reach the most remote parts of the town. Timing is increased in some areas due to narrow camp roads and spring mud conditions.

**b. Future Needs**

The department will need a larger facility in the near future. If there is a substantial increase in calls for service it may also consider hiring day staff. Updating equipment and ensuring that staff comply with ongoing training requirements are constant needs.

**4. Ambulance Service**

Ambulance service is provided by two private ambulance services, neither of which is located in Surry.

**5. Municipal Building and Government**

**a. Current Conditions**

Town government functions (except town meetings, which are held in the school), are conducted in the municipal building which was built in 1986. As mentioned above, the building also houses the fire department. Apart from three bays for vehicles, there is a boiler room and a meeting room. There is also a vault, offices for assessors/select board members, the Code Enforcement Officer (CEO) and the treasurer. Other office areas and space include a public service counter and an open work area and a lobby.

The building is overcrowded. The current meeting room and work areas are inadequate. There is an acute shortage of storage space, and voting functions are occasionally moved into the firehouse because the current meeting room is too small. The entrance and door widths and configurations may not meet current standards for public buildings.

The workload at the town office has increased over the past 15 years, but the advent of computers and a fully functional organization results in a very efficient operation. The staff includes two full time office employees, a part time treasurer, a contracted part time assessor, and three selectpersons who handle necessary operational and research projects, general assistance and assessing.

The full time staff handles all other office jobs. One is the town clerk, registrar of voters, E-911 addressing officer, deputy treasurer and secretary to the select board. The second full time individual is the tax collector (property and excise), secretary for the planning board and the transfer station board. As needed both individuals handle walk-in and telephone customers and act as each other's deputy.

**b. Future Needs**

Given the current inadequacies of space, some changes will be necessary. A municipal building committee was formed in 2002 which completed an analysis of space needs and a proposal for expansion to meet to identified needs. The proposed renovation project to meet those needs was defeated in a town meeting vote in 2004. Although changes may not be necessary in the near term, continued growth in Surry will result in a needed expansion of the building. Reviewing results of the 2002 study and updating that information will guide the effort.

**6. Blue Hill/Surry Transfer Station (BHSTS)**

According to the former State Planning Office letter of May 23, 2011, the Blue Hill/Surry Transfer Station achieved a municipal recycling rate of 15.41%. A total of 464.51 tons of material were recycled out of a total of 3999 tons of municipal solid waste. This total does not include a 5% return bottle credit. As it becomes economically beneficial, recycling rates are expected to increase.

The Blue Hill/Surry Transfer Station (BHSTS) will undergo a complete transformation during the next four years (2013-2017). Solid waste disposal on site will cease. What is currently being placed in the landfill will be transferred out of the station to other locations due to lack of space.

There is sufficient space at the current location to make the transition to a true transfer operation. That change will come with a cost. Testing and earthwork related to closing the existing landfill, planning, final layout, construction and acquisition of pads, buildings and other structures associated with a transfer station are all cost factors of the change.

Once the changeover is complete, all who use the facility will see an increase in fees due to added costs. This will also have an effect on future budgets.

The changeover is the first priority of the BHSTS Committee which is made up of the selectmen from both towns. For years, the two towns have set aside funds toward this change; however, additional funds may be required depending on the outcome of the planning process.

**7. Education**

**a. Current Conditions**

Surry elementary school was formerly part of Union 92 which was dissolved and in the 2011-12 school year Surry joined School Union 93. Union 93 also serves the towns of Blue Hill, Brooklin, Brooksville, Sedgewick, Penobscot and Castine. Students attend grades K-8 at Surry Elementary School and attend high school on a tuition basis. The town provides bus service to George Stevens Academy in Blue Hill and to Ellsworth High School. Students however, may use

tuition payments for any non-religious-affiliated, accredited school. The tuition is set annually by the State Department of Education

The school, constructed in 1986, has twelve class rooms and consists of a main building of 17,000 square feet and an annex of 2000 square feet. There are currently no capacity problems noted. The school building should be adequate for the projected enrollment for the next five to ten years.

Enrollment rapidly expanded in the early 1990's and reached a high of 161 in 1996. For the next eight years enrollment declined but was relatively stable at/or about 141. In recent years, however, enrollment declined again and averaged about 92 for the years 2010-2012 . Enrollment is expected to increase to about 100 in 2013 and will likely remain at that level in the near future. This means that even though the town is increasing in population it is undergoing a period of declining elementary school enrollment. This is typical of most coastal towns in Hancock County.

<b>Table D.1 Surry School Enrollment Trends</b>	
<b>Year</b>	<b>K-8 Enrollment</b>
2002	146
2003	129
2004	119
2005	106
2006	106
2007	103
2008	88
2009	88
2010	101
2011	89
2012	101
<b>Source:</b> School Union 92, April 1 enrollment data & RSU 24	

**b. Current and Future Needs**

While the overall facility is adequate, routine maintenance needs must be identified and accomplished. A maintenance plan must be developed under the guidance of the school committee.

**8. Roads and Public Works.**

Roads and public work functions are overseen by the road commissioner. There is a five-year road maintenance plan that sets the overall direction for road improvements, including re-



paving. Nearly all town roads are paved and the town attempts to assure that they are re-paved every five to seven years. Future updates of the plan need to include a focus on culvert replacement as well as periodic re-paving. Most maintenance is provided on a contractual basis. Snow plowing is done by private contractors. The town does not have its own public works department nor does a need exist in the foreseeable future for one.

## **9. Recreation**

Recreation programs in Surry are coordinated by the Surry Recreation Committee. Activities in town include Little League baseball, farm league baseball, youth soccer, youth basketball and t-ball. The Surry Elementary School offers cross country, soccer, basketball, cheerleading, baseball and softball to all children grades 6-8. The gymnasium at the school is available to the community for recreational activities.

There are boys' and girls' baseball fields of about one acre each at the Surry Elementary school. Both fields are in serious need of repair. They need proper drainage, seeding, spectator seating, proper scoreboards and equipment storage. The committee would like to see the Osgood Lot developed into a Town athletic facility. This would allow for use of the current fields for school co-curricular activities and space for growth if it is needed in the future.

The town continues its commitment to the current athletic/soccer facility at the Osgood Lot and the Selectmen were able to relocate several pieces of playground equipment from the school for this area. The citizens continue to work on and improve the walking trails on this parcel.

There have been numerous changes in outdoor recreation conditions since 1991. First, there has been increased posting of land to restrict hunting, fishing and recreation. This includes some parcels held in conservation easements. The increased use of ATVs and snowmobiles since 1991 has also created some concern amongst property owners that has led to property posting.

Second, the Blue Hill Heritage Trust (BHHT) has developed four walking trails that offer excellent low impact recreational opportunities to all. The committee would like to see the Selectmen work with the BHHT to develop adequate off road parking for all public access facilities.

Third, public accesses to Union River Bay and Patten Pond have been improved significantly since the 1991 plan. At the Town Landing an extensive project created more parking and recreational area complete with granite picnic tables, benches and extended the boat launch to allow for better access. At the Carrying Place an extensive erosion control project made the beach handicap accessible and made access much safer for everyone. At Patten Pond the access road has been improved and additional parking has been added. See Map 1.

In the future the Recreation Committee would like to see the town-owned parcel at Toddy Pond developed for hand-carry launching of canoes and kayaks allowing citizens' access to Toddy Pond. Surrounding towns offer additional recreation opportunities.

## **E. VILLAGE ASSESSMENT**

### **1. Purpose**

The Surry village is one of the defining characteristics of the town. Encouraging development in traditional New England villages is now seen as a major way to reduce the impacts of sprawl. A village area that has adequate services and provides a good quality of life could attract growth that may otherwise occur as scattered, low-density development in rural parts of town. This section presents an analysis of the current village area and identifies major issues. This analysis will serve as the basis for future village development policies.

### **2. Key Findings and Issues**

Overall, the village area is aesthetically appealing with many attractive buildings and good views of the water. There are, however, several factors that limit its use as a walkable community. First, there are no sidewalks, and cars travel along Route 172 at high rates of speed. This does not make the village pedestrian friendly. Second, there is no public water and sewer system serving the village; this limits the density of development that can be permitted there. Third, building size restrictions are discouraging compatible development in the village area. Opinion surveys indicated that responders wanted to maintain the small town/village feel of Surry. (see Surveys and Responses in Appendix I)

### **3. Defining the Village Area**

The village is not a legally recognized entity. While there is presently a Village Zone in the Unified Development Ordinance, the boundary of this zone can be changed based on the recommendations of the comprehensive plan and an amendment voted upon at town meeting. Ideally, the Village area, as designated in the comprehensive plan, should contain sufficient land to allow for future development adjacent to the existing built-up area. The existing Village area is shown on Map 2 and Map 3, and the proposed Village area is shown on Map 4.

### **4. Existing Conditions**

This analysis focuses on infrastructure such as the transportation system and other public facilities, buildings and landscaping. All these are important components of any strategy to make the village area attractive as an area for future growth. This analysis is based on field surveys done by the comprehensive planning committee.

#### **a. Infrastructure**

The Village is centered on Route 172. This road handles a substantial amount of through traffic. While there is a 35-mph speed zone through the village, enforcement of this limit is spotty since the town must depend on the State Police and County Sheriff. The high speed of traffic, combined with the lack of pedestrian sidewalks, limits the attractiveness of the Village as a pedestrian-friendly community.

Presently, there are no pedestrian cross-walks. Possible locations for crosswalks are from the school to the town office and from the town park to the Wharf Road leading to the town

landing. Crosswalks were also suggested at the 172-North Bend Road intersection (see Map 5).

There were sidewalks in the Village area in the early 1950s. They were removed due to the widening of Route 172. The current right-of-ways may be inadequate to allow the building of sidewalks on both sides of the road. Areas identified by Comprehensive Planning Committee members that would benefit from sidewalks included from the school to the Village center and from Enterprise Lane to North Bend Road. Also mentioned was from Memorial Park to the town hall. Another suggestion was along the road to the town landing and connecting the town park east to the Post Office and west to the Surry Store. The town will work with the Maine DOT to develop a plan to address this issue.

The village area faces some seasonal parking problems. These include the area along Route 172 between the Surry Post Office and Memorial Park. The Village does have several public parking lots. These include the town park (6 spaces), the town landing (15 spaces), the town office (15 spaces) and the school (40 spaces). There are limited opportunities for on-street parking and parking is prohibited along the North Bend Road near the school. There are no designated “park and ride” lots where residents could park their vehicles and either carpool or use public transportation; however, the parking lot at the town park is being used for that purpose.

There is no public water or sewer system serving the Village area or any other part of Surry. This limits the development potential of the village since all waste water disposal must be by individual septic system. Recent suggestions for alternative drinking water and wastewater disposal systems (see “Alternative Drinking Water Systems” and “Alternative Wastewater Disposal Systems” available from the Hancock County Planning Commission) may help to alleviate some of these issues. Nonetheless, concentrations of poor soil may limit the placement of new septic systems. Soils potential ratings for development are shown on Map 6.

Many towns have taken steps to enhance their village areas by creating “a gateway.” This may be as simple as a large sign indicating entrance to the village. Some towns have created small gardens, installed flag poles, picnic areas and similar measures. Surry has a flagpole, garden and benches, and parking at the Memorial Park in the Village center. In addition, the town of Surry has increased the parking area at the town wharf and the town has expended effort to participate in the Schoodic International Sculpture Symposium that will result in the placement of a large granite sculpture in the town wharf area.

#### **b. Buildings and Structures**

Public buildings are an important part of any village. People need a reason to come to a village and buildings such as the town office, school and post office are important drawing factors. As mentioned in the *Municipal Services and Facilities* section, the town office/fire station complex is overcrowded. The current post office is also overcrowded. Any village development scheme should assure that these facilities remain in the village area and, if possible, in walking distance of each other.

There are also several buildings of historic interest. These include the old fire house/school house on Toddy Pond Road and the Old Town Hall on Route 172. Other structures

of high historic value include the Methodist Church and the old Cash and Carry Store which is now the Sweet Pea Gardens, and the former Post Office which is now the Flour Shop Bakery (see Map 5). There are also many private homes that are well-preserved and date from the nineteenth century.

Some towns have undertaken programs to encourage homeowners to have their properties listed on the National Register of Historic Places. Local historical societies have often helped with these endeavors. Listing does not restrict what the owner may do with the property, but it does offer limited protection from acquisition of the property by any project that uses state or federal funds. If the exterior of a property is altered it could be removed from the Register.

Signs are another factor in assessing village character. The committee noted few problems with signs during its analysis. Surry has developed specific sign standards for the town.

Due to the presently limited commercial development in the village area, there have been few problems with lighting from commercial operations affecting surrounding properties. If the town does take steps to encourage further commercial development in the village area, it may want to review its lighting standards. This could involve assuring that measures are in place to minimize high intensity lighting shining onto an adjoining property.

**c. Landscaping and Aesthetics**

Any village development plan should take steps to assure that it remains aesthetically pleasing. One way this can be accomplished is by having adequate public green spaces and landscaping. Preservation of scenic views is also important to protecting a high quality environment.

The Surry village already has many aesthetically pleasing features. These include Memorial Park and the town wharf area. Other notable views include the town landing, various fields around the village and the view from the Surry Store. The view from the Route 176 intersection with 172 and the brook alongside of Toddy Pond Road are also picturesque. More trees could be planted along Route 172. Further options to enhance the village area would be to construct additional public green spaces or identify areas for additional tree plantings.

**d. Land Use Ordinances and Land Limitations**

In assessing the viability of the Village as a growth area it is important to examine current land use ordinance standards to determine if they inhibit compatible village development. Land characteristics must be examined in two ways. First, to assure that soils and other conditions are adequate to support growth. Second, there must be an amount adequate of vacant land to accommodate additional growth.

Under current zoning, much of what could be called the village area is zoned Village. There is a minimum lot size of one acre, and a 20 percent lot coverage maximum. If soil

conditions are adequate, a 20 percent lot coverage bonus and/or lot size reduction may be granted. Conditions for granting the bonus include making provisions for public access to open space, landscape plantings along the street frontage and building designs that are consistent with the predominant architectural features of a traditional village. According to the Planning Board, this provision has been rarely, if ever, been used in Surry.

Permitted uses in the Village District include small-scale commercial, one and two-family homes, bed and breakfasts and civic uses. Prohibited uses include multi-family dwellings, industrial and wholesale. Basically, the district is set up to permit small-scale uses.

It would be easier to attract growth to the village if lot sizes were smaller. This would be more practical if safe waste water disposal and drinking water arrangements could be assured. While a public water or sewer system would be very costly, there are options for smaller shared community systems co-owned by several property owners. One option would be to allow a smaller lot size (such as one-half acre) subject to approval by the local plumbing inspector. However, the survey sent to all taxpayers in November of 2012 indicated that 2/3 of respondents prefer to keep the current one acre minimum lot size in the Village (see Appendix I for further details).

The restriction on multifamily developments may also inhibit growth in the Village. As in most of Hancock County, affordable housing is an issue in Surry. A small-scale apartment complex in walking distance of the school and other village facilities could enhance the sense of community. Another option would be to allow apartments in currently unused or underused spaces. For example, apartments could be put on the upper floors of commercial buildings or the ells and barns of houses.

If the town were to pursue this option it would need to have zoning standards to minimize conflicts between multi-family and other uses. These may include provision of adequate off-street parking and vegetative buffers. It may also want to impose a limit on how many units may be built in one development.

A review of soils maps and lot sizes indicates that the village is a mixture of soils rated by the U.S. Department of Agriculture Natural Resource Conservation Service as having a moderate or low potential for residential development (See Map 7). This means that while the development potential of some parcels may be limited, others should be able to accommodate residential uses. There are also some parcels with sufficient land to allow further subdivision.

**e. Recent Development Trends in the Village Area**

A review of tax records indicates that there were an estimated 99 properties developed throughout Surry between 2005 and 2012. According to assessment records, seven parcels were developed in the area presently zoned as the Village District. Only a small portion of recent growth has thus occurred in the village. The development that has occurred in town has been widely scattered. In addition to continued development on properties fronting saltwater and the various lakes in town, development has continued along the major roads.

**F. RURAL ASSESSMENT**

**1. Purpose**

This section reviews development trends in rural areas and discusses options for protection of Surry’s rural areas. This analysis is a companion to the assessment of the Village area. It also examines what measures the town might take to increase the attractiveness of its other growth areas (outside of the Village) as presently designated in the comprehensive plan. While no specific recommendations are included in this assessment section, it will serve as the basis for the goals and objectives and the future land use plan.

**2. Key Findings and Issues**

While the purpose of growth areas is to attract the majority of new development in a town, most development over the past ten years has been in the rural areas. There are presently few regulatory distinctions between growth and rural areas.

**3. Historical Definition of the Rural Areas**

The 1991 Comprehensive Plan defined the rural areas as all parts of town except the Village, the Blue Hill Road zone (roadside commercial on current land use map) and the Meadow Brook zone (growth district on the current land use map). The current UDO divides the rural areas into the Rural and the Forestry and Agricultural districts. The rationale for having two rural zones is to distinguish between areas along or adjacent to existing roads where development is more likely to occur and those more remote areas. The Rural District covers the former areas. The Forestry and Agricultural District covers more remote areas where forestry is likely to be the main activity.

**4. Evaluation of Recent Development Trends**

Development trends may be evaluated by reviewing tax assessment and building permit data. Assessment records show that there were a total of 99 parcels developed between 2005 and 2012. The committee was able to match all of these parcels with the tax maps and land use districts. The results of this analysis are shown on Table F.1.

<b>Table F.1 Summary of Parcel Development by Land Use District: Surry 2005-2012</b>		
<b>Land Use District</b>	<b>Parcels</b>	<b>Acreage</b>
Village	7	*51.86
Roadside Commercial	2	6.2
Residential Growth	2	*81.69
Forest and Agriculture	1	13.7
Rural	61	*530.53
Shoreland Limited Res.	27	*117.16
<b>Total</b>	<b>99</b>	<b>801.14</b>
*Note: Acreage refers to the size of the parcel. A 40-acre parcel might contain a single home and thus be subject to further development.		
Source: Analysis of tax records by the Comprehensive Plan Committee		

As seen, two parcels were developed in the Residential Growth District, seven in the Village District and sixty-two in the Rural districts. This shows that the majority of growth has occurred in the rural areas. The town has been unsuccessful in guiding much growth to the areas designated for growth in the 1991 Comprehensive Plan.

Town building permit data for new construction are shown in Table F.2. While these data do not show permits granted by district, they do show the breakdown of permits by building type and between shoreland and inland. Of the 461 permits issued, 157 or about 34 percent were within the shoreland zone. This is to be expected given the high demand for shorefront property.

The most common forms of construction are accessory structures, garages, sheds and additions. They accounted for 334 units or nearly 72 percent of all permits issued. According to the Census Bureau, 2006-2010 American Community Survey, the median value of a single-family home is \$184,600, which is just over the \$176,200 median for Hancock County as a whole. This is consistent with a community that is attracting relatively high value homes.

<b>Table F.2 Summary of Permits Granted for New Construction, Surry 2005-2012</b>	
<b>Permit Type-Inland</b>	<b>Number</b>
Apartment	3
Camp	3
Commercial	6
Mobile Home	11
Single Family Residence	71
Accessory Structures and Other	210
<b>Total Inland</b>	<b>304</b>
<b>Permit Type Shoreland</b>	
	<b>Number</b>
Apartment	0
Camp	8
Commercial	1
Mobile Home	0
Single Family Residence	24
Accessory Structures and Other	124
<b>Total Shoreland</b>	<b>157</b>
<b>Total Shoreland and Inland</b>	<b>461</b>
<b>Source:</b> Analysis of building permit records by the Comprehensive Plan Committee	

**5. Evaluation of Current Measures and Ways to Guide Development in Rural Areas**

The UDO presently makes relatively few distinctions between the residential growth and rural areas. For example, the Residential Growth District and the Rural District both have the same road frontage requirements. While a minimum lot size of 40,000 square-feet is required in the Rural and the Forest and Agricultural Districts, one acre (43,560 square feet) is required in the Growth District. Since the Rural District standards count only “net development areas” (that exclude land features such as steep slopes and hydric soils) in the minimum lot size calculations and the Growth District standards count all land, lot sizes are generally larger in the two rural districts.

Many towns, however, have a much greater lot size distinction between rural and growth

areas. For example, some towns have set a five-acre minimum lot size for the most remote rural areas. These provisions may be supplemented by greater lot setback requirements from existing town roads in rural areas and longer road frontage requirements. Such measures have the effect of the reducing the number of curb cuts and mitigating the visual impact of new development on the community.

There are, however, other ways to discourage growth in rural areas. For example, the 1991 plan recommended that there be a building permit limitation for the rural districts. This would restrict the number of permits issued each year in rural areas to a percentage of the total. This proposal was never implemented. Another option would be development fees for subdivisions.

Development in rural areas can also be limited through net density restrictions. These are different from minimum lot size requirements in that they also limit the overall density of a development rather than just lot sizes. For example, a subdivision may be required to have a maximum density of one unit per five acres. Individual lot sizes may be specified (for example: one to two acres), but no more than ten units may be developed on a 50-acre parcel. This is an effective way to limit density without creating overly large lot sizes that may result in a lower density form of sprawl.

Another option would be to enact stricter standards to protect against phosphorus loading in lake watersheds. Phosphorus is a naturally occurring element that affects lake water quality by causing algae to bloom and decreasing oxygen levels. Stormwater runoff from anywhere in a lake watershed can result in more phosphorus going into a lake, and the disruption of natural vegetation increases the amount of phosphorus loading.

The town could enact phosphorus loading standards for single lot development in lake watershed areas. These could limit the amount of vegetative clearing on lots and have standards that minimize the amount of stormwater runoff. These standards would supplement the standards in the subdivision ordinance, which do not cover single lot development. The subdivision standards could be revised to specify that surface water drainage standards be based on a 25-year storm event. This is the standard presently used in the site plan review standards.

Another way to distinguish between growth and rural areas is to establish more detailed cluster zoning provisions in rural areas. Clusters could be made mandatory for subdivisions of ten or more units. In growth areas, there is already a density bonus of 20 percent. This provision has not been used. This allows a developer to build 20 percent more units than would be possible on a comparable parcel in one of the rural areas. These measures, combined with higher net densities in rural areas, would give developers more incentive to develop in growth areas.

The current UDO allows a number of uses in the rural areas that may not be considered traditional rural uses but does not allow certain uses in growth areas that are more appropriate to a higher density area. For example, multi-family housing is allowed in the Rural District but not in the Residential Growth District or the Village District. Some commercial uses such as convenience stores and motels are also currently allowed in the Rural District. The town may



want to consider restricting some of the current uses in rural areas.

**6. An Assessment of Growth Areas Outside of the Village**

The purpose of the Roadside Commercial District is primarily for larger scale commercial development that is not compatible with the scale of the village and requires good road access. The present height limitation in this district is 35 feet. A higher limitation could allow more development in growth areas. Any change in height standards should be reviewed by the fire department to assure that firefighting equipment is adequate to fight fires in taller structures.

Highway access to the Roadside Commercial District is through Route 172. The speed limit for much of this portion of Route 172 is 55 mph. Extensive curb cuts onto this road pose a possible traffic hazard and may require a reduction in the posted speed limit. The town should continue to work with the MDOT on detailed highway access requirements.

While the Roadside Commercial District is primarily for commercial and other non-residential uses, the Residential Growth District is aimed at encouraging residential development. As mentioned above, only two parcels were developed in that District between 2005 and 2012. One way to accomplish this would be to designate growth areas adjacent to the existing village. Consideration should be given to adding some growth areas with salt water views as these tend to be popular home building sites. These could include some areas adjacent to the village. These could be designated as residential growth areas so they remain distinct from the village, which is more likely to have small-scale mixed uses. It is important that the comprehensive plan balance the operating needs of businesses while also protecting the owners of surrounding properties and managing impacts such as noise and traffic.

## **G. TRANSPORTATION**

### **1. Purpose**

A transportation system is one of the important factors influencing a town's growth. This section discusses the major transportation issues facing Surry. Specifically, it:

- a. Discusses the current traffic situation;
- b. assesses the opportunities to resolve some of the current issues;
- c. discusses parking and pedestrian issues in the Village area

### **2. Key Findings**

Surry has approximately 26.76 miles of roadway which is a combination of state and town roads (see Map 8). Traffic along all of the roads has seen significant increases since 2004. Excessive speed along the major roads continues to be a problem. There are two areas in town that have experienced a number of accidents as reported by the Maine DOT (see Map 8).

There are no sidewalks, crosswalks or bike paths in the town. Although some parking areas have been expanded, parking remains an issue in a number of areas in the town.

### **3. Administrative Classification of Roads**

Administrative classification refers to who is responsible for maintaining a given road. The three major administrative categories are state highways, town ways, and private roads. The state assumes responsibility for the maintenance of state highways, and the town maintains town roadways. Records show there are 26.76 miles of road in Surry, of which 13.61 miles are state highways and 13.15 miles are town roadways.

### **4. Traffic Situation and Problem Areas**

Traffic in town is increasing. State sponsored traffic counts show that the average annual daily traffic count on Newbury Neck Road increased by 22.5% between 1998 and 2008 (from 710 vehicles to 870 vehicles per day). On Route 172 at the Route 176 intersection the daily traffic increased from 4,430 vehicles per day in 1996 to 5,390 vehicles per day in 2008 and an additional increase to 5,670 vehicles in 2011 (a 28.0% increase over 1996).

The tendency to exceed posted speed limits, particularly in the Village area remains a problem. Existing patrolling and use of electronic speed monitoring signs have been somewhat effective in reducing speeds through the town.

In recent years parking problem areas have been reduced as follows: parking spaces were added at the public landing on Lower Patten Pond, the Newbury Neck Beach area, the Village

Memorial Park, and the Elementary School. Newly proposed commercial development is required by ordinance to address parking. This has generated positive results. There are however, localized and seasonal areas that still present problems as follows:

- A. Newbury Neck Carrying Place Beach area and the vicinity near the Lobster Shack (just south of the beach area on Newbury Neck)

During the summer months only, visitors overflow the existing parking and impede access adjacent to both areas. While the expanded seawall at the Carrying Place on Newbury Neck has helped reduce erosion and flooding problems, further improvements are needed including more adequate parking. There is, however, no public property available to create additional parking near the beach area. These issues need to be addressed to see if solutions can be developed.

- B. From the Post Office to Memorial Park in the Village center along Route 172 (see Map 8 ).

Periodically during the summer season parking associated with the Grange Hall, the Old Town Hall, Surry Gardens and the Post Office can impede traffic and be a safety issue. All four areas need to be reviewed when considering a solution.

- C. Surry Elementary School

The addition of parking spaces and the proximity of parking at the Municipal Building (see Map 8) has largely resolved this problem. During athletic meets or large community events, parking along the North Bend Road may impede traffic flow. This could become a safety issue if the exit of public safety vehicles from the Municipal Building is affected. The parking area adjacent to Memorial Park is experiencing increased use as a Park & Ride area.

Surry still has a shortage of sidewalks and pedestrian trails although the need for pedestrian hiking trails has largely been met with the recent addition of 5 trails totaling about five miles on municipal and local land trust lands.

Public transportation is currently limited to travel between Blue Hill and Ellsworth. Surry is on the bus route from Ellsworth to Blue Hill from September to June, but the demand is low. Local needs are largely met by volunteer service organizations.. Addition of sidewalks and bike lanes in the Village area is highly desirable (see Map 5). The town will need to work with the Maine DOT to determine possible ways to accomplish installation of sidewalks and crosswalks.

There are still problems with visibility at the corner of the Cross Road and Morgan Bay Road and the intersection of Cross Road and Newbury Neck Road. Similarly, it is still difficult for plow trucks to turn safely onto Route 172 from North Bend Road.

## 5. Surry Roads

### A. State Aid Roads

The roads listed below are 100% maintained by the Maine Department of Transportation (Maine DOT) during the non- snow season. Total mileage is 13.61 miles. During the winter the town is responsible for plowing and sanding of these roads. Additional maintenance during the period (potholes, bumps, etc.) is the responsibility of the Maine DOT. The town does not expect a change in this responsibility in the foreseeable future.

- Toddy Pond Road (Route 176) from the intersection of Route 172 to the Orland Town Line – 7.45 miles.

- Morgan Bay Road (Route 176) from the intersection of Route 172 to the Blue Hill Town Line – 3.59 miles

- North Bend Road (State Aid #5) from the intersection of Route 172 to the Ellsworth Town line – 2.57 miles

Route 172 from the Ellsworth Town Line to the Blue Hill Town Line is a State Highway and is 100% a maintained by the Maine DOT summer and winter.

### B. Town Roads

All town roads are 100% maintained by the town year long. The State of Maine does make available for each town some funds for the construction and maintenance through the Urban-Rural Initiative Program (U.R.I.P.). At the present time the town receives about \$19,000 per year from this program. Funds for maintenance and reconstruction are primarily raised from taxation and excise tax revenues. The town roads are:

- Jellison-Ridge Road: (Upper Murphy Road/Jellison Road): from the North Bend Road to the Jellison residence – 0.34 miles

- Jarvis Cart Road: from North Bend Road to a private end – 0.30 miles.

- Murphy Road (Alline Road): from North Bend Road to the end of the town way – 0.15 miles

- Patten Pond Road : from the intersection of North Bend Road to a point 200 feet beyond the former Newall Haynes residence – 1.13 miles

- Cunningham Ridge Road: from the intersection of the Toddy Pond Road (Route 176) to the former Charles Saunders residence – 0.60 miles.

- Newbury Neck Road: from the intersection of Route 176 (Morgan Bay Road) to the main gate of the Huber property – 8.96 miles.

- Morgan Bay Cross Road: from Newbury Neck Road to Route 176 (Morgan Bay Road) – 1.07 miles.

- Goldstream Road (Lorado Carter Road): from Route 176 (Toddy Pond Road) to a point just beyond the Gold Stream culvert – 0.25 miles.

- Surry Playhouse Road: from Route 172 east for 0.20 miles.

- Wharf Road: from Route 172 south to the Town Wharf – 0.15 miles.

The total mileage for all town roads is 13.15 miles.

## **6. Planned Town Road Improvements Not Part of Regular Maintenance**

Short Term –

1. Resurface and re-shape identified sections of Newbury Neck Road
2. On completion of #1 above, re-start paving rotation. Give priority to sealing as opposed to paving where appropriate.

Long Term –

1. Complete exchange of metal culverts with plastic culverts. Driveways will be done as needed.
2. Continue shoulder and ditch re-construction..

Roads can have negative effects on wildlife in addition to fragmenting habitat. Roads are often a conduit for invasive plant species such as the purple loosestrife and Eurasian milfoil that can degrade wildlife habitat. Roads that go into or through a natural area bring the edge effect into the area, reducing its value for area-sensitive species. Where roads are built, habitat is lost or changed and development often follows along the road. In addition, roads increase human access to natural areas and bring increased human disturbance and poaching. Traffic lights and noise disturb some individual animals and vehicles kill many animals. Road improvement/construction projects will take into account impacts of these activities on local flora and fauna taking care to reduce barriers to wildlife. Any project will demonstrate consideration to minimize impacts on fish and wildlife.

There is a barrier and two potential barriers to fish along Rt. 176 near Toddy Pond identified in the Maine State Stream Viewer. The Town will work with the state to alleviate these barriers when road improvements in this area are made.

## **7. Summary and Key Issues**

Through the year 2016 construction of any new or additional town roads is not planned. All existing town roads are in year-round useable condition or better. The task shall be to maintain and improve them. Therefore, road rebuilding and improvement projects remain high in the town list of proposed capital needs.

A traffic flow and speeding problem exists along Route 172 in the Village area, particularly in the summer months. Also, seasonal parking congestion is a problem along Route 172 between the Post Office and the Memorial Park and around the Elementary School.

Public bus service operates seasonally from Ellsworth through Surry to Blue Hill. Passengers are mostly elderly and school children. Surry residents seem to have friends, neighbors or local agencies with whom they ride or use the local taxi service set up for this purpose.

**Key Issues:**

1. Excess speed and traffic congestion are problems that now exist near and around the Village area.
2. Seasonally there is inadequate parking in the following locations: along Route 172 from the Post Office to Memorial Park, the Newbury Neck Carrying Place Beach area, and the Elementary School area.
3. Sidewalks with crosswalks are needed in the Village area, particularly from the Elementary School to Memorial Park.
4. Support for public transportation initiatives is needed in order to assure that alternate means of transport are available under critical conditions. This is a regional issue and the town would need to coordinate with neighboring towns and the county regarding development of regional public transportation.

**H. MARINE RESOURCES**

**1. Purpose**

An understanding of marine resources is an essential element of a comprehensive plan for any coastal community in Maine. This sections aims to accomplish the following:

- a. Describe Surry’s marine resource areas and water dependent uses in terms of access, uses and importance to Surry and the region,
- b. assess the adequacy of existing facilities and access points to handle current use demands,
- c. assess the effectiveness of existing measures to protect and preserve marine resource areas.

**2. Key Findings and Issues**

In 2013 the Hancock County Planning Commission in partnership with the Friends of Blue Hill Bay prepared the Blue Hill Bay Needs Assessment to guide local communities in planning while identifying existing and potential threats to bay ecology and in making informed decisions about coastal activities that impact these resources. The Marine Environmental Research Institute (MERI) has monitored 45 sites in the bay between April and October since 2004. The Department of Marine Resources continues to frequently monitor the water quality in both the Union River Bay, due to its proximity to the Waste Water Treatment Plant in Ellsworth, and in the Morgan Bay as this area has been restricted for some time due to an issue with nonpoint source of pollution. (see Map 9 for water quality).

The Maine Department of Marine Resources statistics show that the number of Surry residents holding Marine Resource licenses has remained relatively unchanged in the period 2005 through 2010. During the same period, the count of lobster traps set by residents has fluctuated with a high of 2905 in 2006 and a low of 2080 in 2005. The count for 2010 was 2655. See Tables H.1 and H.2

	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Comm Fishing	0	0	1	1	1	1
Comm Shellfish	3	1	2	3	3	4
Elver-1 Fyke Net	1	3	3	3	3	3
Elver-2 Fyke Net	1	1	1	1	1	1
Lob/Crab Non-Comm	10	8	8	9	7	8
Lobster/Crab Apprent	0	1	1	0	0	1
Lobster/Crab Class I	3	3	3	2	2	2
Lobster/Crab Class II	4	2	3	5	5	4
Lobster/Crab Class III	0	2	0	0	0	1

Lobster/Crab Over Age 70	1	0	0	0	0	0
Lobster/Crab Student	1	2	2	2	1	1
Marine Worm Digging	4	3	3	2	2	2
Retail Seafood	3	3	3	2	2	2
Sea Urch/Scallop Tend	0	0	0	1	1	1
Wholesale w/Lobsters	1	1	1	1	1	1
Wholesale w/Lobsters, Supp	0	1	1	1	1	1
<b>Source: Maine Department of Marine Resources</b>						

	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Dealers	3	3	3	2	2	2
Harvesters	25	24	24	27	23	24
Total Trap Tags	2080	2905	2205	2255	2505	2655
<b>Source: Maine Department of Marine Resources</b>						

### 3. Water Quality

Class SB is the 2<sup>nd</sup> highest classification for marine waters. Union River Bay and Blue Hill Bay are both Class SB waters.

According to the Water Quality Classification Law, Class SB waters shall be of such quality that they are suitable for the designated uses of recreation in and on the water, fishing, aquaculture, propagation and harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation and navigation and as a habitat for fish and other estuarine and marine life. The habitat shall be characterized as unimpaired.

Discharges to Class SB waters shall not cause adverse impact to estuarine and marine life in that the receiving waters shall be of sufficient quality to support all estuarine and marine species indigenous to the receiving water without detrimental changes in the resident biological community. There shall be no new discharge to Class SB waters which would cause closure of open shellfish areas by the Department of Marine Resources.

The marine waters off Surry’s shoreline contain the following marine life.

<b><u>MARINE LIFE</u></b>	<b><u>LOCATION</u></b>
Marine Worms	East Surry Inner Patten Bay
Soft Shell Clams	East of Newbury Neck Road Morgan Bay West Side of Newbury Neck



Quahogs (Hard Clams)	Small parts of soft-shell clam areas
Sea Scallops	Blue Hill Bay Union River Bay
Lobsters	Shallow waters off Newbury Neck and on Union River Bay
Striped Bass	Union River Bay
Rainbow Smelt	Union River Bay
American Eel	Union River Bay and Toddy Pond
Alewifes	Toddy Pond, Union River Bay, Upper Patten Pond to Lower Patten Pond to Patten Stream
Atlantic Salmon	Union River Bay

#### 4. Water Dependent Uses

In 1991 the fulltime ban on shellfishing along Newbury Neck was lifted and is only reinstated when there are operational problems at the Ellsworth Waste-Water Treatment Plant. All issues of this nature are expected to be eliminated now that the new Ellsworth Waste-Water Treatment Plant on the Bayside Road is operational. Overall, there is little shellfishing in Surry. The Selectmen continue to work with Department of Marine Resources to identify the source of pollution in Morgan Bay.

Since 1991, six overboard discharge systems (septic systems discharging directly into water) have been eliminated and in 2012 the Department of Environmental Protection only reported one remaining system in Surry on Contention Cove. The town continues to work with the Maine Department of Environmental Protection (DEP) to address overboard discharge issues in the Union River Bay.

The history of commercial fishing in Surry is significant and the citizens understand the importance of these industries and species to our environment and economy. The Selectmen continue to work with the Maine Department of Transportation and the Maine Department of Marine Resources to ensure the travel of the alewife/river herring up Patten Stream.

Large scale commercial fishing is very limited since the bay is so far from open water. The seabed near the town landing has a very limited draft that restricts boat access. This could be improved with dredging, but low tide conditions would still be a significant problem. Another solution would be to construct an all- tide access launch at the public beach on Newbury Neck. This would also require a more comprehensive parking plan for the Carrying Place Beach to resolve existing traffic and parking issues.

Surry has seen an increase in small scale commercial fishing in the past decade but many Surry residents with commercial fishing licenses still fish elsewhere. There are two parcels in Surry zoned Commercial Fisheries and Maritime Activities. The first is the Town Landing, a one acre lot owned by the Town of Surry that is the only public boat ramp on Union River Bay in Surry. The second is the only commercial waterfront use in Surry, the pier located at 1076 Newbury Neck Road. This lot consists of approximately 0.03 acres and has no room for parking or expansion. It is currently used by local boat owners, as slip rental location for mooring owners, as a wholesale and retail shellfish operation, a kayak and bicycle rental. Currently, there are between 8 and 12 lobster boats operating out of Surry and even fewer fishermen engaged in other types of commercial fishing. Given the limited fishing in the town, there are no conflicts between commercial and recreational boating. As the town grows, additional public access points may be needed.

The Town landing is primarily used for launching boats (see Map 1). The ramp has been expanded and improved in the past decade. While there is one boat building operation that uses the facility to launch boats, most of the users are recreational. There is still the need for some erosion control measures northeast of the ramp and the town is exploring landscaping improvements adjacent to the pier.

The town has no mooring regulations. No problems have been identified with current mooring arrangements to date. If the town continues to grow, there may be a need for mooring regulations in the future. The Blue Hill Bay Needs Assessment is used to help the community determine how activity impacts water quality and how to restore coastal habitats in our community. Given the amount of residential shorefront development that has taken place in Surry, it is important that any future development of commercial access assure that there is minimal conflict between users. This may involve requiring that there is adequate off-street parking and buffering between residential and marine related uses. The Blue Hill Bay Needs Assessment will be a valuable resource in planning future development, both residential and commercial.

The Surry Alewife Committee and the Selectmen have continued to work with the Maine Department of Transportation and the Maine Department of Marine Resources to ensure the travel of the alewife/river herring up Patten Stream. A temporary fish ladder was successfully trialed in the Spring of 2012 in Patten Stream.

## **5. Public Access to Salt Water**

A boat launch area is adjacent to the town wharf which is located in the center of the Village (see Map 5). Although some commercial size boats have been launched from this launch area, the limited draft, particularly at low tide limits the size of boats able to be launched.

The Carrying Place Beach is a stretch of gravelly beach on the Union River Bay located on Newbury Neck Road about 4 ½ miles from the Village. It is used mainly during the summer for swimming and picnicking.

## **6. Scenic Resources**

Surry has an extensive list of scenic resources. The east side of Newbury Neck overlooks the Union River Bay to Mount Desert Island and Acadia National Park. The west side of the peninsula overlooks Blue Hill Bay over to Blue Hill, Jed Island and Long Island. Surry is fortunate that there are public access points on both sides of the peninsula. The town owns the boat launch at the head of Patten Bay in Surry Village. The town also owns the Carrying Place Beach on Newbury Neck. The Blue Hill Heritage Trust has conserved several large parcels of land in Surry. One is at the head of Morgan Bay, the Carter Nature Preserve. A few open space or scenic easements on the peninsula and on Union River Bay have been put in place to protect these vistas.

## **7. Key Issues**

- a. Shellfish beds along Surry's coast could be an economic resource
- b. Assuring the integrity of Surry's marine wildlife and shellfish habitat requires a high quality of marine waters.
- c. Maintaining and improving public access to marine waters is important to the town.

## **I. FRESH WATER RESOURCES**

### **1. Purpose**

It is the purpose of this section to:

- a. Describe the characteristics, uses and quality of Surry's fresh water resources,
- b. assess the effectiveness of existing measures to protect and preserve significant water resources, and
- c. predict whether the quantity or quality of significant water resources will be threatened by future growth and development

### **2. Key Findings and Issues**

Major portions of Toddy Pond and Upper and Lower Patten Pond lie within the borders of Surry. While there has been significant development around these ponds resident associations monitor water quality in these ponds. Public access to Patten Pond has been improved significantly since the 1991 plan. The Patten Pond access road has been improved and additional parking has been added. In the future the Recreation Committee would like to see the town-owned parcel at Toddy Pond developed for hand-carry launching of canoes and kayaks allowing citizens' access to Toddy Pond. Surrounding towns offer additional lake related recreation opportunities. Virtually all homes in Surry depend on groundwater wells and some homeowners have wells drilled to 400 to 500 feet. According to the Maine Department of Conservation, the annual ground water use in Surry is currently well below the threshold of using 90% of annual mean runoff (see Map 10 for watershed areas).

### **3. Class GPA Water**

Class GPA is the sole classification assigned to great ponds which includes Toddy Pond and Upper and Lower Patten Ponds.

According to the Water Quality Classification Laws, Class GPA waters shall be of such quality that they are suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural.

Class GPA waters are described by their trophic state (a measure of the lake's likelihood for producing an algal bloom) based on measures of the chlorophyll transparency, total phosphorus content, flushing rate, and other such criteria. Class GPA waters are to have a stable or decreasing trophic state, subject only to natural fluctuations and shall be free of man induced algae blooms which impair their use.

The law states that there shall be no new direct discharge of pollutants into Class GPA waters. Discharges into these water which were licensed prior to January 1, 1986 shall be

allowed to continue only until practical alternatives exist. No materials may be placed on or removed from the shores or banks of a Class GPA water body in such a manner that materials may fall or be washed into the waters. Also, no change of land use in the watershed of a Class GPA water body may, by itself or in combination with other activities, cause water quality degradation which would impair the characteristics or cause an increase in the trophic state of downstream waters.

The Toddy Pond watershed ultimately drains into the Penobscot River. The Upper and Lower Patten Pond watersheds and the remainder of the land area in Surry drain into the Union River Bay (See Map 10).

It should be noted that both Toddy Pond and Lower Patten Pond extend into the boundaries of neighboring municipalities, namely the towns of Blue Hill, Penobscot, Orland and the City of Ellsworth. They also have long histories of active citizen involvement in such groups as the Toddy Pond Lake Association and the Patten Pond Environmental Protection Association. Many citizens are also members of the Volunteer Lake Monitoring Program (VLMP), a state-wide volunteer program that seeks to protect all Maine fresh water bodies. We should continue to encourage such citizen driven organizations.

**4. Surface Water Resources**

The major surface waters in Surry are Toddy Pond and Upper and Lower Patten Pond and Gold Stream Pond. The characteristics of these lakes are shown in Tables I.1 and I.2. Toddy Pond has shared borders with Orland, Blue Hill and Penobscot, Upper Patten Pond has shared borders with Orland and Ellsworth, and Lower Patten Pond has a shared border with Ellsworth. Characteristics of Surry lakes are shown in Table I.1

Name	Acres	Perimeter (miles)	Mean Depth (ft)	Max Depth (ft)	Fishery Type	Invasive Aquatic Infestation	Water Quality
Beech Island Pond	2	0.2	n/a	n/a	n/a	None known	n/a
Gold Stream Pond	31	1.2	n/a	n/a	n/a	None Known	n/a
Lower Patten Pond	849	12.9	24	87	Coldwater + Warmwater	None Known	Average
Toddy Pond	2408	31.3	27	122	Coldwater + Warmwater	None Known	Above Average
Upper Patten Pond	338	5.4	13	32	Warmwater	None Known	n/a

To date there has been no sign of milfoil or any other invasive aquatic plant species in the town's lakes. It is important that the town continue to monitor the situation, however. Similarly, the town needs to monitor the phosphorus levels in all lakes and work with surrounding towns to

ensure lake water quality. There are citizen groups monitoring lake water quality on Toddy and Patten Ponds. Lakes Associations in Surry include the Toddy Pond Association (<http://toddypond.org>), the Patten Pond Environmental Protection Association, and the Hancock County Soil and Water Conservation District (<http://www.ellsworthme.org/soilandwater>).

The UDO’s current subdivision standards have phosphorus control measures based on the DEP manual, A Technical Guide for Evaluating New Development. These should be reviewed and updated with coordination with the Hancock County Soil and Water Conservation District to make sure the town is working to effectively protect the quality of our lakes. Current DEP phosphorus allocations are shown in Table I.2. There are no Surry lakes on the listing of Direct Watersheds at Most at Risk from Development.

Lake Name	DDA	ANAD	AAD	D	F	WQC	P	SWT	
Lower Patten Pond	1838	180	1658	415	27.07	good	0.065	104	
Gold Stream Pond	1386	100	1286	257	10.18	mod-sens	0.040	64	
Toddy Pond	1265	150	1115	279	19.24	good	0.069	70	
Upper Patten Pond	1233	125	1108	222	11.88	mod-sens	0.040	55	

DDA = Direct Watershed Area (acres), ANAD = Area Not Available for Development (acres), AAD = Area Available for Development (acres), D = Expected Developed Areas (acres), F = lbP/v, WQC = Water Quality Category, P = Per acre phosphorus allocation (lb/acre/yr), SWT =Small Watershed Threshold (acres)

The water quality of Toddy Pond is above average, while Upper and Lower Patten Pond have average water quality. Both Toddy Pond and Lower Patten Pond support warm and coldwater fisheries and maintaining a high level of protection is important. The trend from 1981 to 1999 in Lower Patten Pond shows improvement but the DEP stresses that this could change with increased development pressure and changes in the regional weather patterns.

The only public water systems in Surry are those serving the Surry Elementary School, the Town Office, the Surry Inn and the Wave Walker Bed and Breakfast. Under state law, these systems are defined as public since they are in facilities open to the public. It does not mean they are publicly owned.

The recharge area around the school and the Town Office is owned by the town so it is unlikely that any development would occur close enough to threaten water quality. One possible concern is the use of pesticides and other treatments on the ball fields and playground, which could cause future issues. The recharge areas around Surry Inn and the Wave Walker Bed and Breakfast are owned by those businesses, so no further development is likely.

The Maine Department of Conservation states that ground water resources in Maine are abundant and renewable. Maine averages two to five trillion gallons of infiltration to ground

water annually. According to the Maine Department of Conservation, the annual ground water use in Surry and Hancock County is currently well below the threshold of using 90% of mean annual runoff. A better, more specific assessment could be done if funding were available for a regional geologic assessment. There are presently no funding sources for such a study. This means that the town must focus its concern on the highest volume of users such as any subdivisions of 20 or more units. However, there may be cases where subdivisions of fewer units may face ground water supply problems. The best way to determine whether there is a problem is to review the history of supply from existing wells in the area.

**5. Wetlands**

A wetland is a location where the groundwater table rises. It is characterized by water-loving plants and water retaining soils. The town of Surry has a number of wetlands that are frequently inundated by surface and/or ground water.

Marshes, swamps, bogs, and fens are all wetlands, each with its own particular characteristics. Sometimes there is a mixture of types. Not only do these areas protect against erosion and store excess floodwaters, but also some of them are among the most productive ecosystems in Surry. Wetlands of particular note are marshes and vernal pools. Vernal pools are shallow depression that contain water only part of the year and are important for providing breeding environments for various types of wildlife.

The Emerton Heath is a largely protected area of approximately 200 acres. It sits between Morgan Bay Road and Newbury Neck Road and is surrounded on all sides by woods. It is a bog – but because water flows from it into Emerton Brook, it is a bog with some characteristics of a fen. Emerton Heath is a pristine example of a northern bog that nourishes the marsh by way of Emerton Brook and three other streams. The Heath may be the origin of ground water that feeds the wells of the residences down the slope along Patten Bay. The Heath and the associated salt water marsh provide habitats for a large number of plants and wildlife as shown in Table I.1 The majority of the Heath is protected by an easement to the Blue Hill Heritage Trust.

Plants	Sphagnum Heaths: cranberry, leather leaf ,highbush blueberry, black highbush blueberry, sheep laurel, bog laurel ,bog rosemary, creeping snow berries
Amphibians and Reptiles	Wood Frog Spring Peepers Northern Red-bellied Snake Eastern Garter Snake Northern Water Snake
Birds	Tree Swallows Warblers: Yellow-humped, Palm Brown Creeper Red-winged Blackbird Flycatchers: Olive-sided, Yellow-bellied Sparrows: White-throated, Savannah, Lincoln's

	Red-shouldered Hawk Boreal Chickadee Gray Jay Grouse: Spruce, Ruffed
Mammals	Northern Flying Squirrel Red Squirrel Hoary Bat Voles: Meadow, Boreal Redback Jumping Mice: Woodland, Meadow Southern Bog Lemming Shortail Weasel Southern Short Hare Fisher Porcupine Bobcat Moose White Tail Deer Black Bear

Another extensive freshwater marsh habitat is located on the Lorado Carter property on the Toddy Pond Road. A great number of birds make use of this marsh. Another Surry area that provides marsh habitat is Patten Stream outlet at Lower Patten Pond which is also a favored duck habitat. Also see the Section J. Natural Resources

**6. Key Issues**

- a. The water quality of Upper and Lower Patten Ponds and Toddy Pond needs to be maintained.
- b. Aquifers, the town’s sources of drinking water, need continuing protection.
- c. Marginal forest lands need to be carefully harvested in order to protect water quality and to assure a sustainable harvest.
- d. Wetlands are important to the ecology of the region, the quality of groundwater and the health for waterfowl.



## **J. NATURAL AND SCENIC RESOURCES**

### **1. Purpose**

This section will:

- a. Describe Surry's critical natural resources in terms of their extent, characteristics and significance,
- b. predict whether the existence, physical integrity, or quality of critical natural resources will be threatened by future growth and development, and
- c. assess the effectiveness of existing measures to protect and preserve critical natural resources.

### **2. Key Findings and Issues**

Soils play a critical role in planning for the future of Surry. The ability of soils to support different types of land uses plays an important part in determining where different land uses are located.

While Surry's natural resources are essentially the same as they were in 1991 and 2004, some new tools have become available to map and survey natural resources. Through geographic information system (computer) mapping, identification of natural resources has become easier. The town has access to more complete data. The town has a rich natural resource base with some rare plant and wildlife habitats.

### **3. Soils**

Soil characteristics will have an impact on the cost involved in building on a site, as well as the impact a certain land use will have on groundwater and other natural resources. Three interpretive maps of soils have been developed for Surry. Map 11 shows the hydric and partially hydric soils in Surry. This map also indicates public watersheds as well as national wetlands. The majority of soil type in Surry is partially hydric soils.

Map 12 shows the farmland areas in Surry. Less than 10% of the land in Surry is considered farmland, the majority of which is considered farmland of statewide importance and a much smaller amount is considered prime farmland .

Map 6 shows soil potential for low-density development. On this map soils are rated very high to very low in terms of suitability for development. This rating system was developed by looking at the type of corrective measures needed to overcome soil limitations for single family homes with subsurface waste disposal and paved roads in a development. Soils are rated based on the degree of site modification and associated costs needed to make the soil satisfactory for subsurface disposal, house building and road construction. Of the 36.97 square miles of Surry, only 0.1 square mile of land has soil considered "Very High" in suitability for low density

development. An additional 7.8 square miles of land has soil rated “High” in suitability. And 14.1 square miles are rated “Medium” suitability. The majority of the land area has soil with “Low” (5.3 square miles) or “Very Low” (25.6 square miles) suitability for low density development.

Soil around the center of town is generally rated as being “Low” or “Very Low” in terms of suitability for development. There are, however a few small areas of “Medium” soils near the Village. A section of land east of the North Bend Road is rated as having a “Medium” potential for development.

#### **4. Areas Identified by Beginning with Habitat and Hancock County Planning Commission**

The mapping of natural resources has improved through the Beginning with Habitat Program (BwH). The use of this resource by the Town will be facilitated by the availability of computer mapping hardware and software at the Town office as well as online access. Beginning with Habitat (BwH), a collaborative program of federal, state and local agencies and non-governmental organizations, is a habitat-based approach to conserving wildlife and plant habitat on a landscape scale. The goal of the program is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine. BwH compiles habitat information from multiple sources, integrates it into one package, and makes it accessible to towns, land trusts, conservation organizations and others to use proactively. Each Maine town is provided with a collection of maps, accompanying information depicting and describing various habitats of statewide and national significance found in the town, and with tools to implement habitat conservation in local land use planning efforts. BwH is designed to help local decision makers create a vision for their community, to design a landscape, and to develop a plan that provides habitat for all species and balances future development with conservation. Beginning with Habitat can be accessed at: <http://www.beginningwithhabitat.org/>

While the latest BwH maps were compiled in 2011, a more recent map of natural resources was made by the Hancock County Planning Commission and is included here as Map13. According to these maps (BwH and HCPC maps), Surry has Bald Eagle Essential Habitats, Deer Wintering Areas, Inland and Tidal Wading Bird and Waterfowl Habitats. Bald eagles and Great Blue Herons, both Species of Special Concern, and Upland Sandpipers, a state Threatened Bird, have been documented in Surry. Surry also has many high-value wetlands that are protected by laws such as shoreland zoning. Town officials, commissions and committees will find this mapping data helpful as it is important to preserve and protect these areas. This would be accomplished by requiring consultation of BwH maps to determine potential impacts on habitats or species prior to issuance of building permits.

Any project within an essential habitat area that requires a municipal or state permit requires review by the Maine Department of Inland Fisheries and Wildlife (MDIFW). While this review rarely stops a development, state biologists work to modify the project to minimize impacts on the habitat. The Town may want to take measures to assure that no high density land uses take place near these habitats.

Examples of such habitats are vernal pools. Vernal pools or "spring pools" are shallow

depressions that usually contain water for only part of the year. In the Northeast, vernal pools may fill during the fall and winter as the water table rises. Rain and melting snow also contribute water during the spring. Vernal pools typically dry out by mid to late summer. Although vernal pools may only contain water for a relatively short period of time, they serve as essential breeding habitat for certain species of wildlife, including salamanders and frogs. Since vernal pools dry out on a regular basis, they cannot support permanent populations of fish. The absence of fish provides an important ecological advantage for species that have adapted to vernal pools, because their eggs and young are safe from predation.

Species that must have access to vernal pools in order to survive and reproduce are known as "obligate" vernal pool species. In Maine, obligate vernal pool species include wood frogs, spotted and blue-spotted salamanders (two types of mole salamanders) and fairy shrimp. While wood frogs and mole salamanders live most of their lives in uplands, they must return to vernal pools to mate and lay their eggs. The eggs and young of these amphibians develop in the pools until they are mature enough to migrate to adjacent uplands. Fairy shrimp are small crustaceans which spend their entire life cycle in vernal pools, and have adapted to constantly changing environmental conditions. Fairy shrimp egg cases remain on the pool bottom even after all water has disappeared. The eggs can survive long periods of drying and freezing, but will hatch in late winter or early spring when water returns to the pool.

As the Town continues to grow, many of its wildlife and other natural resources could be disrupted. For example, a large block of habitat could be fragmented by a subdivision or a deer wintering yard could be disturbed. There are two general ways that the Town could reduce the likelihood of such problems occurring. First, it can ensure that major areas of rare natural features are included in the designated rural area in the Future Land Use Plan. Second, it can require subdivision and planning board applicants to identify natural features in their submission materials to the planning board. This would allow pertinent committees and commissions to be aware of these features and to suggest mitigating measures. For example, there could be some changes in proposed lot layout or location or impervious surfaces.

Surry has many high-value wetlands that are protected by laws such as shoreland zoning. Fisheries habitats, including those listed as "Priorities Trust Species areas" (refer to BwH) are another important resource. Surry has many brooks and streams having high value wild eastern brook trout. These include: Gold Stream, Beech Island Pond Brook, Meadow Brook, Patten Stream, Sawpit Brook, Carlisle Brook, Contention Cove Brook, Mill Brook, Meadow Stream, Flood Stream and tributaries and Emerton Brook. One fishery issue is the illegal introduction of largemouth bass at Lower Patten Pond and Toddy Pond. Small mouth bass have also been introduced into Lower Patten Pond. These species can threaten existing fish populations.

Meadow and Patten Streams are also important resources. According to MDIFW, Meadow Stream supports a population of wild brook trout and supports a modest sport fishery. It may also support a limited fishery for sea-run brook trout ("salters"). There is also evidence of wild landlocked salmon, brown trout and brook trout.

These streams are also important for their fish and elver runs. In view of their fisheries value, it is important to protect these streams and their tributaries. With the formation of the Surry Alewife Restoration Committee, a temporary fish ladder has been constructed on Patten

Stream. Further planning to correct the culvert obstruction or provide a permanent fish ladder should be pursued.

Scenic resources are protected by the Town's subdivision ordinance standards. Subdivision plans are required to have structures impede as little as possible on views from existing structures, public roadways and the natural environment. In the past decade, the Blue Hill Heritage Trust has acquired in excess of 100 acres of permanently protected land. Some of these parcels include public walking trails. Preservation of views of the dark sky has been enhanced by a lighting ordinance and regional environmental education initiatives.

Surry participates in the National Flood Insurance Program (See Map 11) for flood plain areas. This program offers federally subsidized insurance to property owners in towns that have a flood plain ordinance adopted per state standards. The state flood plain management ordinance standards change periodically and it is important that the Town assure that its standards remain up to date.

#### **5. Key Issues**

- a. Certain soil types in Surry are limiting to development.
- b. Within the Village center, there are minimal soils having high potential for development.
- c. Agricultural and forest soil types are important resources that should not be lost to development.
- d. Wildlife resources of the town need to be carefully protected.

## **K. AGRICULTURAL AND FOREST RESOURCES**

### **1. Purpose**

The purpose of this section is to provide an overview of Surry's agricultural and forest resources. Specifically, this section will:

- a. Describe the extent of Surry's farms and forest lands
- b. predict whether the viability of these resources will be threatened by the impacts of growth and development, and
- c. assess the effectiveness of existing measures to protect and preserve farm and forest resources

### **2. Key Findings**

Forest land is the primary use of undeveloped land in Surry. Agricultural activity in Surry includes farming, haying, blueberry harvesting, market gardens and home gardens. Commercial forestry is indicated by the enrollment of 6,681 acres in Tree Growth.

### **3. Forest and Agricultural Resources**

Forest land remains the primary use of undeveloped land in Surry. While not all land used for forestry is placed in the tree growth taxation category, the acreage held in this classification did increase between 1991 and 2012 (see Map 14). In 1989 there were 99 parcels held under tree growth for a total of 6,743 acres compared to 79 parcels totaling 6,861 acres in 2012. The decrease in the number of parcels is probably due to new state restrictions that make it harder for smaller parcels to be held in the tree growth classification. According to Maine Forest Service records, a total of 5,662 acres of forest land was harvested between 1991 and 1999. These data do **not** include harvesting not subject to state reporting.

As of early 2004, there were 17 parcels of 75 acres or more that were held in tree growth. These amounted to 4,582 acres. This figure does **not** include parcels in tree growth that are under 75 acres that **are** counted in the total town acreage held in tree growth. While most parcels were held by individuals, three were held by corporations. These amounted to 1,452 acres or about 32 percent of the total. Ten of the non-corporate owners were from out of town. This means that a good portion of the land held in tree growth is held by non-residents.

There has already been a subdivision of a small portion of an 800-acre block of forested land into seven lots. The average lot size was three acres. Given the amount of land held in corporate ownership or by non-residents, further subdivisions of this type are possible. Surry will work with the Maine Forest Service to insure sustainability of harvesting.

Timber sales may be preceded by major timber harvesting projects that could increase erosion and sedimentation in lake watersheds. This in turn could lead to a deterioration of lake water quality, which could affect shorefront property values and the tax base. Preserving forest

land is also important to protecting large blocks of habitat and the rural character of the town.

The town presently receives copies of applications for timber harvesting that are submitted to the Maine Forest Service. The CEO monitors these operations locally. Table K.1 shows the timber harvest in Surry from 2001 to 2009.

Table K.1 Summary of Timber Harvest Surry – 2001-2009						
Year	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total harvest, acres	Change of land use, acres	Number of active Notifications
2001	2141	87	0	2228	0	27
2002	136	0	0	136	19	22
2003	183	0	0	183	5	15
2004	240	0	2	242	3	18
2005	174	0	0	174	1	19
2006	121	15	0	136	3	20
2007	142	71	0	213	11	18
2008	595	37	0	632	16	26
2009	284	70	0	354	20	21
Total	4,016	280	2	4,298	78	186

Source: Maine Forest Service

There is some concern about the level of enforcement for timber harvesting and vegetative clearing within the shoreland areas that are subject to Resource Protection zoning. Additional local enforcement may be needed.

At the time the 1991 plan was being drafted there was one 68-acre parcel held under the farmland taxation classification. As of 2012 there were sixteen parcels held under this classification with a combined total of 57 agricultural acres and 72 woodland acres. There were also fifteen parcels held under the open space classification for a total of 353 acres. In 2012 there were thirteen parcels of permanently protected land for a total of 365 acres. While efforts are underway countywide to re-invigorate agriculture, there are presently only two working farms in Surry. There thus has not been a significant change in agricultural resources since the 1991 plan was prepared. Surry could support a Farmer’s market to encourage growth in agricultural acres.

Forestry in Surry is more than large blocks of rural land. Trees are also important in the more built-up areas of town. This is particularly the case in the Village area where trees add to the overall scenic character and in addition, provide shade in residential areas and along rural roads. Tree conservation is an important part of local planning.

The town is already undertaking measures to retain its shade trees and encourage tree planting. The Surry Tree Committee has overseen tree planting in town-owned areas.- The Surry Garden Club has done some tree planting and undertaken some beautification projects.

**4. Key Issues**

- a. The major threat to farmland is development.
- b. A greater appreciation for the value of working farms within a community will help to re-invigorate agriculture.
- c. The major threat to forest land is the interest in developing parts of forest land for residential development.

## **L. HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

### **1. Purpose**

This section will:

- a. Outline the history of Surry
- b. identify and profile the historic and archaeological resources of Surry in terms of their types and significance
- c. assess future threats to these resources

### **2. Key Findings**

Currently there are two properties listed on the National Register of Historic Places. In addition, there are a number of buildings and houses that have historic importance to the town. Although there are some sites reputed to be of pre-historic significance, these have not been well surveyed (See Map 15).

### **3. Town History**

Native Americans first arrived in Maine 15,000 years ago following deglaciation. The closest evidence for these Paleo-Indians comes from Graham lake north of Ellsworth. For the next 6,000 years native peoples lived in Maine, but very few remains have survived in coastal areas as a result of sinking coastlines and erosion of sites.

About 5,000 years ago, the Native Americans termed the “Red Paint People” occupied coastal regions. This group was replaced 3,800 years ago by people migrating from the Susquehanna River Valley. This group occupied Downeast coastal areas until the advent of European settlers in the mid 1700’s.

In 1762, petitioners to the Massachusetts General Court were granted six townships between the Penobscot and Mt. Desert rivers. The township that would become Surry was number 6. Matthew Patten is generally regarded as the first settler of Surry. He purchased 100 acres in the town in 1767 and subsequently purchased 100 acres on Newbury Neck.

Settlement of the area progressed rapidly after that, and the Town of Surry was incorporated on June 21, 1803. At the time of incorporation there were four school districts in Surry. Also, by that time there were a number of brickyards and a nascent shipbuilding industry that would grow to produce over 50 vessels between 1815 and 1859. This included 15 schooners.

By the outbreak of the Civil War, the population of Surry was 1319. The war had a dampening effect as many men went off to serve in the war. Although the economy recovered somewhat after the war, the subsequent economic downturn of the 1880’s hit Surry. By 1900, four



shipyards had closed, both mines had closed and the town's population had dropped by 25%. By 1930, the population had declined to 488. The population stayed relatively constant until after World War II when Maine began to gain a reputation as a vacationland. A much more complete history of Surry is available at <http://surry.mainememory.net/page/3421/display.html>. Some of the preceding information has been excerpted from this source. Additional Surry historical information is entered on the Maine Memory website.

#### **4. Historic and Archaeological Sites**

In October 2008, the Surry Town Hall was listed in the National Register of Historic Places. The building, which was originally built as the Town House in East Surry in 1828 and later moved to Surry village, once served as a meetinghouse and a church. Starting in 1844, it functioned as the center of Surry's government. According to the National Register of Historic Places, the structure earned its listing because it "embodies broad patterns of history at the local level, in the areas of government, politics, and entertainment and recreation."

Since 1983, the Surry Town Hall has been home to the Surry Historical Society, which has been working to preserve both the building and its historical contents. The society has repaired the steeple and windows. Members are embarking on an assessment and inventory of historical holdings, as well as pursuing quality means of artifact preservation.

In September 2004, the Rural Hall was listed in the National Register of Historic Places. In 1870 a group of East Surry citizens formed the Rural Hall Association. Construction of Rural Hall began in 1871 and was completed in 1876. Several organizations have used the Hall over the years including the Surry Garden Club which continues to use the building. The Rural Hall Association is still an active group that maintains the Hall.

In 2011, Surry Elementary School, in partnership with the Surry Historical Society, received a Maine Community Heritage Grant sponsored by the Maine Historical Society and the Maine State Library. As a result, Surry's history can be found at [mainememory.net](http://mainememory.net), where over 100 of Surry's historic photographs and artifacts have been digitized and cataloged.

The Maine Historic Preservation Commission has listed the Joy/Flood homestead as a historic/archaeological site. They indicate that the period of interest is 1780-1811. A current archaeological "dig" there is in progress under the direction of Dr. Ben Carter of Muhlenberg College. No professional town-wide surveys for historic archaeological sites have been conducted.

There are six prehistoric sites in town. The term "prehistoric" refers to sites that predate written history, which coincided in Surry with the arrival of European settlers. These sites are coastal shell middens or scatters of stone tools. The Maine Historic Preservation Commission has provided a map of "Known Archaeological Sites." See Map 15.

#### **5. Key Issues**

- a. Preserving the existing historic and archaeological resources.

- b. Cataloging/documenting sites of historical importance.
- c. Educating the population about the historical importance of the region.
- d. Prior to any development efforts, a complete assessment of the possible historical/archaeological aspect of the development site needs to be made before issuance of permits.

## **M. LAND USE**

### **1. Purpose**

It is the purpose of this section to:

- a. Identify the current uses of land in Surry
- b. Identify changes in land uses in Surry

### **2. Key Findings**

The Town of Surry encompasses 51.13 square miles of which 36.97 square miles are land and 14.16 square miles are water. The major inland bodies of water are Toddy Pond and Upper and Lower Patten Pond.

The majority of the land area is forested with smaller amounts in open land, wetlands, marsh and streams. Residential and farmland make up the remainder of land area.

### **3. Forest Land**

Most of the forest land is located in the northern and western sectors of town. Forestry remains a major use of forest land. While not all land used for forestry is placed in the tree growth taxation category, the acreage held in this classification did increase between 1991 and 2012. In 1989 there were 99 parcels held under tree growth for a total of 6,743 acres compared to 79 parcels in 6,861 acres in 2012. One forestry issue is the possible liquidation sale of larger parcels of forest land. There has been some discussion of several large parcels in rural, remote areas being sold as residential subdivisions.

### **4. Agricultural and Open Space Land**

While many of the open pastures associated with the small farms that were more common in the early part of the last century have overgrown into forest, blueberry harvesting in Surry remains active. Although there are a few large owners of blueberry land, most are managed by resident/owners and are smaller parcels.

At the time the 1991 plan was being drafted there was one 68-acre parcel held under the farmland taxation classification. As of 2012 there were sixteen parcels held under this classification with a combined total of 57 agricultural acres and 72 woodland acres. There were also fifteen parcels held under the open space classification for a total of 353 acres. In 2012 there were thirteen parcels of permanently protected land for a total of 365 acres.

### **5. Residential Land and Subdivisions**

All of Surry's residential land is concentrated either along major roadways or on water bodies. Virtually all of the shoreline on Union River Bay has been developed for residential,

albeit at low to moderate densities. Because of the location of Newbury Neck Road, there is relatively little development on the Morgan Bay side of Newbury Neck

Virtually all of the shorefront on Toddy Pond in Surry is either residential or agricultural. There has also been development in a concentrated area on the lower end of Lower Patten Pond. Much of the remainder of the land on the Surry side of Upper Patten Pond is undeveloped at this time.

#### **6. Commercial Land**

There is little commercial land in Surry. Most of the commercial activity is centered either near the Village center or along Route 172 west of the intersection of Route 172 and Route 176. There are a number of home based businesses which are not land intensive and tend to be located along main thoroughfares.

#### **7. Wetlands and Marsh**

Surry has numerous freshwater wetlands, mostly situated in the northern sector of the town. A total of 25 wetlands of 10 acres or more have been identified by the Maine Department of Environmental Protection. See Map 12 .

#### **8. Key Issues**

- a. One forestry issue is the possible liquidation sale of larger parcels of forest land for uses other than forest land
- b. Certain soil types in Surry are limiting to development.

**N. FISCAL CAPACITY**

**1. Purpose**

It is important to understand a municipality’s tax base and its various fiscal challenges. A town’s fiscal capacity affects its ability to pay for new services related to growth and development. Growth trends in turn affect the tax base. This section will:

- a. Discuss Surry’s fiscal condition,
- b. assess recent expenditures and revenue trends, and
- c. discuss potential future issues.

**2. Key Findings and Issues**

The majority of Surry’s tax base is derived from land and residential buildings. There is about \$3,574,500 of tax exempt property in town. Town expenditures increased by about 25% between 2002 and 2012 while school expenditures increased by 39% between 2002 and 2011. State school aid decreased by an inflation adjusted 48% between 2002 and 2012.

**3. Municipal Valuation**

Total town valuations, as reported in the town reports, increased from about \$200.8 million in 2005 to \$357.3 million in 2011 (see Table N.1). This is an increase of 78 percent (before inflation). However, when adjusted for inflation there was a nearly 55 percent increase. In other words, the overall municipal valuation has kept up with inflation.

The trend for the state valuation, which is used by the county to assess taxes and for state reimbursement formula shows a more significant increase. Before inflation state valuation increased from about \$210.5 million in 2005 to \$346.6 million in 2011. This represents a before inflation increase of about 65 percent. When adjusted for inflation, there was about a 43 percent increase. In the years since revaluation the town has seen some stabilization in the disparity between the state and municipal valuation figures.

<b>Year</b>	<b>State Valuation</b>	<b>%Change Previous year</b>	<b>Municipal Valuation</b>	<b>% Change previous year</b>	<b>Ratio Municipal/State</b>
2002	\$149,500,000	6%	\$131,155,421	3%	0.877
2003	\$165,350,000	10%	\$196,862,600	33%	1.191
2004	\$185,850,000	12%	\$200,109,100	2%	1.077
2005	\$210,500,000	13%	\$200,779,476	0%	0.954
2006	\$292,700,000	39%	\$208,201,962	4%	0.711
2007	\$307,400,000	5%	\$341,206,283	39%	1.110
2008	\$335,800,000	9%	\$344,826,100	1%	1.027
2009	\$336,000,000	0%	\$348,971,200	1%	1.039

2010	\$360,900,000	7%	\$353,453,350	1%	0.979
2011	\$346,600,000	-4%	\$357,250,700	1%	1.031
2012	\$344,350,000	-1%	\$358,085,000	0%	1.040
Change Since Revaluation	\$133,850,000	65%	\$157,305,524	78%	1.175
Change Since Revaluation adjusted for inflation	\$104,154,227	43%	\$126,000,651	55%	1.210
<p><b>Note 1:</b> State Valuations are amounts used by Hancock County to assess the county tax, and for calculations for various state reimbursements such as education funds.</p> <p><b>Note 2:</b> Municipal Valuations are amounts used by local assessors as basis for the tax commitment. Any adjustments by supplemental tax or abatement are not included.</p> <p><b>Note 3:</b> Figures from both sources include Real Property (Land &amp; Buildings) and Personal Property. Excluded are non-taxable properties and amounts for veterans, homestead exemptions, etc., and values exempted because of the Tree Growth Classification.</p> <p><b>Source:</b> Municipal Reports</p>					

**4. Tax Commitment**

Valuation trends are best compared to tax commitment trends. As seen in Table N.2, commitment increased from \$2.40 million in 2005 to \$2.42 million in 2011. This represents a before-inflation increase of 1 percent and an after- inflation rate decrease of 12 percent.

<b>Year</b>	<b>Tax Commitment</b>
2002	\$1,973,893
2003	\$2,078,115
2004	\$2,131,941
2005	\$2,399,315
2006	\$2,394,323
2007	\$2,452,330
2008	\$2,455,948
2009	\$2,660,006
2010	\$2,569,556
2011	\$2,417,074
Change 2002-2011	\$443,181
Percent Change Adjusted for Inflation	22.45%
<b>Source:</b> Municipal Reports	

**5. State School Aid Trends**

Some municipal expenditures are supplemented by categorical state subsidies. State aid for municipal education is a prime example. Under the current state school funding formula, towns with a high valuation and relatively low enrollment receive a small proportion of state aid.

Table N.3 summarizes state school aid trends in Surry. As seen, the state subsidy decreased from \$242,365 in 2005 to \$45,041 in 2011. This decrease is even more noticeable on a per pupil basis. In 2005 when Surry had 119 K-8 students there was a \$2,037 per pupil subsidy. By 2011, with 101 students, it had decreased to \$421 per pupil.

Year	State School Aid	Aid Per K-8 Pupil as of October 1
2002	\$124,159	\$850
2003	\$120,865	\$937
2004	\$259,892	\$2,184
2005	\$242,365	\$2,286
2006	\$264,628	\$2,496
2007	\$303,890	\$2,950
2008	\$189,242	\$2,150
2009	\$76,437	\$869
2010	\$94,618	\$937
2011	\$45,041	\$506
Percent Change 2002-2011	-64%	-52%
Percent Change Adjusted for Inflation	-48%	-39%

Source: Municipal Reports

**6. Major Expenditure Categories**

Table N.4 summarizes major town expenditures by category. As seen, most categories increased only slightly after adjusting for inflation from 2002 to 2012. The most significant increase was Education. Except for Education, the changes are favorable when weighed against the change in population and valuation.

Category	Fiscal Year 2002 Amount	Fiscal Year 2006 Amount	Fiscal Year 2012 Amount	% Change 2002-2012	% Change 2002-2012 Inf. Adjusted 2002-2013
County Tax	\$100,583	\$121,515	\$131,864	31.10%	4.85%
General Government	\$155,986	\$207,621	\$219,703	40.85%	12.65%
Public Safety	\$43,810	\$55,786	\$60,125	37.24%	9.76%
Public Works	\$230,055	\$265,157	\$311,865	35.56%	8.42%
Parks & Recreation	\$16,136	\$9,182	\$30,097	86.52%	49.17%
Health & Welfare	\$23,151	\$22,823	\$27,503	18.80%	-4.99%
Education	\$1,823,206	\$2,371,770	\$2,635,729	44.57%	15.62%
Debt Service and Contingency	\$47,931	\$10,284	\$32,865	-31.43%	-45.16%

Source: Town audit reports

Table N.5 shows some details of school expenditure trends. While total expenditures increased at a rate of 38 percent, Special Education costs increased by about 58 percent. These are costs over which the school system has little control. As of 2011-2012, Special Education expenditures accounted for about 27 percent of all school costs. Special Education costs and various fixed school costs make it difficult to prevent expenditure increases even if overall enrollment is decreasing.

Year	Total Expenditures	Special Education Expenditures	High School Tuition	K-8 Students (Oct. 1)	9-12 Students (Oct. 1)
02-03	\$1,910,170	\$456,328	\$502,423	146	75
03-04	\$1,990,460	\$400,919	\$547,196	129	92
04-05	\$2,151,704	\$453,614	\$667,048	119	90
05-6	\$2,371,770	\$	\$	106	74
06-07	\$2,265,453	\$491,192	\$582,319	106	72
07-08	\$2,405,258	\$592,224	\$596,515	103	58
08-09	\$2,228,206	\$590,438	\$503,903	88	57
09-10	\$2,476,595	\$442,898	\$492,199	88	60
10-11	\$2,262,905	\$272,275	\$558,903	101	67
11-12	\$2,657,003	\$723,338	\$556,286	89	67
Total Change 02-11	\$746,833	\$267,000	\$53,863		
% Change '02-'11	39.1%	58.1%	10.7%	-39%	-11%
% Change Adjusted for Inflation	29.3%	43.6%	8.0%		

**SOURCE:** Municipal Records and School Union 92 and RSU 24

**7. Total Town Expenditures**

In table N.6 is a summary of total town expenditures which shows the impact of expenditures on the tax rate. The numbers in tables N.5 and N.6 in some instances were obtained from different sources. As can be seen, the tax rate per \$1,000 of valuation has remained relatively stable over the period 2006-2012.

Fiscal Year	Total Town Expend.	Total Tax Commitment	Education Expend.	Education Tax Approp.	Tax Rate per \$1,000	Educ. Tax Approp. As % of Total Tax Comm.	Educ. Exp. As % of Total Town Exp.
FY 2006	\$3,062,138	\$2,399,315	\$2,371,770	\$2,003,163	\$7.17 *	83%	77%
FY2007	\$3,191,348	\$2,394,323	\$2,366,972	\$2,003,619	\$6.90 *	84%	74%
FY2008	\$3,48,368	\$2,452,330	\$2,528,172	\$2,010,861	\$7.20	82%	73%
FY2009	\$3,231,567	\$2,455,948	\$2,386,361	\$2,120,356	\$7.10	86%	74%
FY2010	\$3,089,836	\$2,660,006	\$2,304,586	\$2,308,014	\$7.60	87%	75%
FY2011	\$2,930,391	\$2,569,556	\$2,152,012	\$2,033,023	\$7.25	79%	73%
FY2012	\$3,454,548	\$2,417,074	\$2,635,729	\$2,032,973	\$6.75	84%	76%

\* Adjusted for 60% revaluation



Source: Actual independent auditor reports

**8. Summary**

Education costs average more than 80% of total Town Expenditures. While some outside funding is received by the School, more than 70% of property taxes are required to fund the education program. These percentages have remained fairly constant. Aided by a decline in school enrollment and control of other Town expenses, the Town succeeded in maintaining or lowering its property tax rates.

## O. INVENTORY AND ANALYSIS SUMMARY

### 1. Purpose

This section summarizes the major issues facing Surry. Its particular focus is changes that have occurred since the last Comprehensive Plan was prepared (but not adopted) in 2005. The summary for each section is taken verbatim from the Key Findings and Issues section of the Inventory and Analysis.

### 2. Key Issues Facing Surry

Surry continues to experience population growth and some home construction. This has led to increased traffic and more demands on town services. There is the potential of further development in remote areas if some major pieces of timberland are sold as residential subdivisions. Specific trends are discussed below.

### 3. Population

Surry's population increased by approximately 8 percent between 2000 and 2010, a much slower rate than the 36 percent increase experienced in the previous decade. Surry also experienced an increase in the median age between 2000 and 2010 which is a reversal from the prior decade.

### 4. Economy

Surry has an economy similar to Hancock County as a whole. Its unemployment rate has been slightly lower than the county's in recent years. The town's labor force has been increasing steadily in recent years. This is a sign of a growing working age population.

### 5. Housing

While Surry's housing stock grew at a 16.8 percent rate between 2000 and 2010, it did not grow as fast as was projected in the 1991 comprehensive plan. The number of second homes increased at a slightly slower rate than year-round dwellings. As is the case in much of Hancock County, it is difficult for families to find affordable first-time home purchase opportunities. The number of year-round occupied dwellings is expected to increase to 746 by 2023, a 10.8 percent increase from the year 2010.

### 6. Municipal Services and Facilities

Surry faces several service and facility issues. Elementary school enrollment grew by about 40 percent between 1990 and 2000, but has declined in recent years and has become stable at approximately 100. Thus no increase in school capacity is needed.

The fire department faces an overcrowded building, an aging group of firefighters and a shortage of volunteers. The town office, which shares the facility with the fire department, is

also overcrowded. Expansion of both fire and town office facilities will be needed in the future. Town services are thus feeling the effects of recent population growth.

#### **7. Transfer Station**

The Blue Hill/Surry Transfer Station (BHSTS) will undergo a complete transformation during the next four years (2012-2016). Solid waste disposal on site will cease. What is currently being placed in the landfill will be transferred out of the station to other locations due to lack of space.

There is sufficient space at the current location to make the transition to a true transfer operation. That change will come with a cost. Testing and earthwork related to closing the existing landfill, planning, final layout, construction and acquisition of pads, buildings and other structures associated with a transfer station are all cost factors of the change.

#### **8. Village Assessment**

Overall, the village area is aesthetically appealing with many attractive buildings and good views of the water. There are, however, several factors that limit its use as a walkable community. There are no sidewalks, and cars travel along Route 172 at high rates of speed. This does not make the village pedestrian friendly. There is no public water and sewer system serving the village. Current building size restrictions may have discouraged compatible development in the village area.

#### **9. Rural Assessment**

While the purpose of growth areas is to attract the majority of new development, most development over the past ten years has been in the non-village areas. There are presently few regulatory distinctions between shoreland, rural and growth areas. The town needs to designate areas that are more likely to attract growth.

#### **10. Other Local Trends**

The town is facing increasing costs of all items, particularly education and public works. While total education expenditures increase at an after inflation rate of 29 percent, special education costs increased by 43 percent between 2002 and 2012. These are costs over which the school system has minimal control. As of 2012 special education expenditures accounted for 34 percent of all school costs K-8. Special education and various fixed school costs make it difficult to prevent these expenditure increases even if overall enrollment is declining.

The rising costs of materials to maintain roads and fuel for the equipment used to do repairs has resulted in a 26 percent increase in the Public Works costs. The Selectmen and the Road Commissioner continue to work diligently on strategies to keep the roads in good shape without significant tax increases, but further increases may be out of their control.

#### **11. Key Regional Issues**

Surry faces several issues that might be addressed most effectively on a regional basis. This may involve cooperation with other towns in joint ventures. Important regional issues:

- a. The economy. In order to promote a strong regional economy, towns need to work together in developing and implementing a regional economic strategy.
- b. The high cost of housing for working families. Here again, a regional approach is needed.
- c. Managing the continued increase in the volume of vehicular traffic. Daily traffic at the intersection of Route 172 and Route 176 increased from 4,430 vehicles per day in 1996 to 5,670 vehicles per day in 2010 (a 28% increase). Addressing this issue requires Hancock County as a whole working on issues of congestion and highway improvement with the Maine Department of Transportation.

# **PART II**

## **A. Goals, Objectives and Implementation Strategies**

## **B. Future Land Use Plan**

## II.A. GOALS, OBJECTIVES AND IMPLEMENTATION

### 1. Purpose

This section presents goals and objectives for the Town of Surry. Goals are general statements for the Town's future and are followed by more specific objectives. As will be seen, these goals and objectives are highly interrelated. While this plan contains some highly specific recommendations, residents are reminded that planning is an on-going process. To assure flexibility in the event of unforeseen circumstances, periodic updating of these goals is necessary.

The goals and objectives were guided by a vision for the future of Surry. This vision resulted from feedback and surveys of the residents and taxpayers of Surry.

### 2. Summary of Citizen Inputs

The Comprehensive Plan Committee took several steps to solicit input and feedback from the community. Prior to its first meeting, a general questionnaire went out to all households in town, with open-ended questions seeking narrative answers. We received 58 responses.

After meeting from April through July of 2012, the Committee made in-person presentations to the citizens during three separate meetings, space in hopes of allowing as many people as possible to attend. These were:

Date	Time	Townspople Attendance	Committee Members
Saturday, July 28	10 AM	20	8
Tuesday, July 31	5:30PM	18	7
Thursday, August 9	7:00PM	13	10

Total of 51 townspeople attended the communication meetings.

The format included 2 handouts; one was a large-print synopsis of the overall plan/effort, and the other was a DRAFT of Part II of the plan. There was an oral presentation of the purpose, major changes proposed and controversies. Then we had a listening session, soliciting citizen feedback at the mid-point in the process. We encouraged all to review the draft of Part II, to provide feedback to the committee, and to attend any of our regular committee meetings.

Based on specific points raised and the small number of people who had participated thus far, a citizen suggested and the committee agreed that it was essential to have another written survey. The Communications Committee drafted a survey which was sent to all

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taxpayers, both residents entitled to vote in town affairs and also to non-resident landowners. We included two maps detailing both current and proposed land uses. Results from voters and non-residents are tabulated and reported separately. A total of 346 responses were received (209 resident responses, 137 non-resident responses).

Responses of both groups were in general quite similar (see Appendix II for the survey questions and the tabulated responses). There is overwhelming support for retaining a small town/village feel for Surry. There is modest support for the development of home-based and small commercial businesses or light industry.

There is modest support for encouraging residential development in the Village area. Taxpayers are moderately opposed to allowing 20,000 square foot minimum lot size in the Village area (currently 40,000 square foot minimum) and strongly opposed to allowing 20,000 square foot lots on the Roadside Residential area (currently a 1 acre minimum).

One of the most controversial questions was the minimum lot size in the Rural area. Indeed, the proposal of a 4 acre minimum lot in the Rural area was one of the major issues that caused the 2004/2005 Comprehensive Plan from being adopted by town voters. To accurately assess the current preferences of citizens, four options were offered; the current 40,000 square foot minimum, 3 acre minimum (aimed at decreasing sprawl), a compromise of 2 acre minimum, or “other.”

Proposed lot size	Town Residents	Non-Residents
40,000 square feet	37%	32%
3 acre minimum	31%	23%
2 acre minimum	28%	36%
“other”	4%	3%

With no clear preference apparent, the committee will return this to the townspeople again, this time as a simpler choice between the current 40,000 square foot minimum and the compromise 2 acre minimum lot size. After the plan is reviewed and approved by the State, this issue as well as any others which are raised by the voters, will be discussed again at the required public hearing prior to scheduling a vote at a town meeting.

**3. Overall Vision**

**As we begin the next ten years (2013-2023), the people of Surry intend:**

- ◆ To continue to be a town that welcomes new people, values old traditions, and preserves its natural environment;
- ◆ To maintain its keen sense of community and friendliness;
- ◆ To assure that its village area remains a thriving place that attracts compatible residential and commercial development;

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- ◆ To protect its rural areas from development that would unduly increase sprawl and detract from its aesthetic appeal;
- ◆ To honor and encourage human diversity;
- ◆ To provide a sound education and healthy environment for its children;
- ◆ To manage its growth so as to preserve and protect its natural environment, "Dark Night Sky," scenic areas, historic character and rural nature;
- ◆ To welcome small businesses that create local jobs and blend unobtrusively and compatibly with the existing character of the town and minimize traffic impacts; and
- ◆ To preserve the town meeting form of government and honor everyone's right to participate in town affairs.

**4. Goals and Objectives**

**A. POPULATION GOAL**

Surry aims to grow in an orderly manner that encourages a diversity of age groups and residents. This shall be accomplished by encouraging a mixture of housing and attracting new sources of employment.

<b>Implementation Strategy:</b> This will be accomplished through the measures discussed under B.3 (Economy) and C.3 (Housing), below
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**B. ECONOMY GOAL**

While Surry does not wish to become a major employment center, it aims to create more local jobs and to support a healthy regional economy. This shall be accomplished through the following specific steps:

1. Creating an economic development committee to oversee efforts to diversify the local economy, participate in regional economic development efforts and support applications for business assistance such as Community Development Block Grants (CDBG) and the Pine Tree Development Zone program;

<b>Implementation Strategy:</b> The Selectmen appoint a committee, as appropriate.
<b>Responsible party/deadline:</b> Selectmen/By 2014

2. Assuring that any changes to land use regulations retain adequate land zoned for commercial and light manufacturing operations in order to support local entrepreneurs in their business development efforts;

<b>Implementation Strategy:</b> This will be addressed through the Future Land Use Plan
<b>Responsible party/deadline:</b> Planning Board/By 2015

3. Assuring that the Unified Development Ordinance (UDO) contains adequate performance standards to minimize the off-site impacts of



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business operations. This shall be accomplished through buffering requirements and standards for lighting, dust, noise, glare and related nuisances.

**Implementation Strategy:** After adoption of the plan, the planning board shall undertake the revisions to the UDO that are recommended in the plan.

**Responsible party/deadline:** Planning Board/By 2014

**C. HOUSING GOAL**

Surry aims to have a diverse, safe, decent and affordable housing stock that helps assure that people of all ages and income levels can live in town. This shall be accomplished through the following specific steps:

1. Revise the UDO to allow duplexes and multi-family dwellings of up to eight units per two acres in the village and growth areas provided that adequate provisions are made for water supply and sewage disposal. These types of dwellings would not be allowed in rural areas. This will also involve revised UDO standards to require adequate off-street parking and vegetative buffering from surrounding properties. These dwellings may be created from existing buildings;

**Implementation Strategy:** This will be part of the UDO revision process.

2. Create standards in the UDO to allow accessory dwelling units in all zones unless prohibited by DEP Resource Protection Zoning. These would be allowed attached (including within the current building) or adjacent to primary dwellings without requiring additional lot area or road and shore frontage than normally required for a single family home. Water and septic disposal arrangements must be adequate, adequate off-street parking must be provided and the accessory dwelling must not exceed 800 square feet of floor space or one-third of the floor area of the living area of the primary dwelling, whichever was greater. Only one accessory dwelling would be permitted per primary dwelling unit. At least one of the units must be owner-occupied at the time of creation of the accessory unit;

**Implementation Strategy:** This will be part of the UDO revision process.

3. Retain the current mobile home park standards per MRSA 30A § 4358;

**Implementation Strategy:** No further action is necessary.

4. Since encouraging affordable housing for young working families is a regional issue, participate in regional affordable housing endeavors;

**Implementation Strategy:** The plan recommends that the Selectmen appoint a committee as

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appropriate.
<b>Responsible Party/Deadline:</b> The Board of Selectmen appoints a committee as appropriate/By 2014

5. Work with the Maine State Housing Authority and other groups involved in affordable housing technical assistance to initiate programs such as TIF (Tax Incremental Financing) or First Time Home Buyers and look at the feasibility of planning a first-time home subdivision of five to ten units in one of the town's growth areas that would be targeted for young, working families.

<b>Implementation Strategy:</b> The Housing Committee contacts agencies such as the Maine State Housing Authority, the Hancock County Planning Commission and the Washington Hancock Community Agency to learn what sources of technical assistance and grants are available.
<b>Responsible Party/Deadline:</b> The Board of Selectmen appoints a committee as appropriate/ By 2014

**D. MUNICIPAL SERVICES AND FACILITIES GOAL**

Surry aims to provide its residents with adequate public facilities and services in a manner that minimizes increases in property taxes. As much as possible it aims to schedule major capital expenditures so that they are spread out over several years.

Specific policies shall include:

1. Fire Protection: The town aims to provide all residents and tax payers with an adequate level of fire protection. This shall be accomplished by creating a five-year capital improvement plan for the fire department that establishes priorities and the years that various improvements are recommended to be undertaken. Specific issues to be addressed include:
  - a. Expanding the fire station building to include adequate space for a fire chief's office, secure file storage, a training room, a bunk room and a heated storage area for vehicles presently stored outside. All fire department expansion plans shall be coordinated with those for expanding the town office portion of the building;
  - b. Installing a fire suppression system for the municipal building/fire station;
  - c. Replacing the current utility vehicle with a new unit;
  - d. Undertaking a study of water supplies for firefighting purposes and identifying those areas of town where supplies are inadequate. These areas shall be noted by the fire department in its review of subdivision and site plan review applications. Developers in areas where water supplies are inadequate shall be required to install dry

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hydrants, cisterns or other arrangements approved by the fire chief;  
and

- e. Monitoring population growth and demands on service on a five-year basis to assess whether some change in staffing arrangements; for example, sharing paid day staff with surrounding towns.

**Implementation Strategy:** Steps 1. a-c will be addressed by the capital improvement plan. Step 1.d will involve the fire department mapping areas where water supplies have proven inadequate and supplying this information to the Selectmen. Step 1.e will involve a five-year review when the department's capital improvement plan is updated.

**Responsible Party/Deadline:** Fire department/on-going

- 2. Municipal Buildings and Government: The plan supports measures to assure the sound functioning of town government and provide an adequate facility for all town office functions. This shall be accomplished through the following specific steps:
  - a. Coordinating the municipal building needs assessment and expansion with that of the fire department. The plan recommends that the expansion include additional meeting, storage and work space areas and a renovated public service counter. All renovations undertaken shall assure that the entire building meets Americans with Disabilities Act (ADA) standards;
  - b. Reviewing the current town government structure and assessing if any changes are needed regarding committee organization and duties of appointed and elected staff; and
  - c. Continuing to assure adequate staffing and equipment for municipal government functions.

**Implementation Strategy:** Will be accomplished through periodic review of the results of the 2012 committee and plan results, by the Selectmen.

**Responsible Party/Deadline:** Selectmen /on-going

- 3. Education: Surry aims to provide all its children with a quality education at an affordable price. The plan supports the adequate maintenance and upgrade of the school facilities as needed.

**Implementation Strategy:** This will occur through the annual budgeting process on an on-going basis, and through annual review of the capital improvement/maintenance plan.

**Responsible Party/Deadline:** School Board/2014 and on-going

- 4. Roads and Public Works: The plan supports the continuation of current

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road maintenance and plowing arrangements with a periodic evaluation of their adequacy. The plan also supports addressing hazardous intersections and related threats to traffic safety. Priorities shall include, but are not limited to the following intersections:

- a. Toddy Pond Road/Route 172
- b. North Bend Road/Route 172
- c. Patten Pond Road/North Bend Road
- d. Cross Road/Newbury Neck Road
- e. Cross Road/Morgan Bay Road

<b>Implementation Strategy:</b> For roads that are state responsibility, the Selectmen contact the Maine Department of Transportation to request that these projects be included in the MDOT six-year plan. For local roads, the improvements are incorporated into the town's road improvement plans.
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<b>Responsible Party/Deadline:</b> Selectmen /on-going
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- 5. Solid Waste Disposal: Municipal Waste Disposal at the Blue Hill/Surry Transfer Station; The plan supports the closing of the construction debris disposal portion of the station due to lack of space, and a conversion to a true transfer for all solid wastes. It recommends the following step.
  - a. Develop and complete plans and cost estimates for a true solid waste transfer station that includes provisions for universal waste and household hazardous waste.

<b>Implementation Strategy:</b> 5a. To be completed by the Transfer Station Committee working with necessary consultants.
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<b>Responsible Party/Deadline:</b> Selectmen from both towns/by 2015
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- 6. Recreation: The plan supports the adequate provision of recreational facilities and programs. It recommends the following specific steps:
  - a. Undertaking measures to upgrade the school baseball fields such as drainage improvements, and spectator seating;
  - b. Assuring that town-owned recreational properties provide some public access for fishing, hunting, hiking and other low impact activities, including space for parking;
  - c. Supporting the continued development and maintenance of the athletic field, trail and related facilities at the Osgood lot;

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- d. Instituting other programs for both adults and children. This will be contingent upon recruiting more volunteers and developing an overall recreational services and facilities plan.

<p><b>Implementation Strategy:</b> Step 6.a will occur through regular support of these items in the annual school budget development process. Step 6.b This will be part of on-going land conservation efforts. Steps 6.c &amp; 6.d will be part of the long-range planning of the recreation committee.</p> <p><b>Responsible Party/Deadline:</b> Recreation Committee will provide primary leadership/on-going.</p>
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**E. VILLAGE DEVELOPMENT GOAL**

The plan supports measures to enhance the attractiveness of the village and adjoining areas as a pedestrian-friendly neighborhood that will attract residential development in the future. This shall be accomplished through the following measures:

1. Land Use Ordinance Revisions: Allow lot sizes of 40,000 square feet per single family residential unit in the village area if water supply and wastewater disposal provisions that meet state and local requirements are in place;
2. Village Infrastructure Investment Program Implement a comprehensive improvement program of village infrastructure, which includes, but is not limited to, sidewalks, crosswalks, drainage improvements, landscaping, benches, gateway improvements and bicycle facilities. Full implementation of this program is contingent upon available grant funding;
3. Historic Preservation: The plan recommends that the Surry Historical Society work with interested home owners to have eligible dwellings placed on the National Register of Historic Places;
4. Affordable Housing Subdivision: The plan recommends that the town work with any interested private developer in creating a 5 to 10 lot - subdivision in the village area that offers affordable home purchase opportunities;
5. Flexible Zoning Provisions: The plan recommends that the Surry UDO be revised to incorporate incentives and provisions for development that enhance neighborhood and community character. This would set performance standards to ensure neighborhood compatibility, harmonious land use relationships, healthy mix of land uses, protection of soil and water quality and maintenance of the traditional character of the neighborhood in the village.

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**Implementation Strategy:** E1 & E.5 will be accomplished through revisions to the UDO. E.2 The Selectmen will oversee this process and appoint a committee if necessary. Among other sources, it is recommended that the town seek a Gateway grant. E.3 will depend upon the Surry Historical Society working with the Maine Historic Preservation Commission. E.4 will involve the Selectmen working with the Maine State Housing Authority and the community to assure that homes are built in a manner compatible with the village character.

**Responsible Party/Deadline:** The Selectmen will authorize the creation of the committees and appoint the members. The Planning Board oversees the revisions to the UDO after adoption of the comprehensive plan.

**F. RURAL DEVELOPMENT GOAL**

The plan supports measures to guide development to growth areas. The plan supports revision of the land use ordinances to make a greater distinction between rural areas and the growth and commercial development areas. This shall be accomplished through the following measures:

1. Review the types of uses permitted in the rural area and restrict or prohibit some uses currently allowed.
2. Limit the maximum length of dead end roads in the rural area.
3. Review the minimum road frontage and setback requirements for lots in the rural area.
4. Review/revise the cluster development provisions to encourage this type of development with consideration for natural resource conservation, for example conservation cluster subdivisions.
5. Review types of uses currently prohibited in the designated growth areas and consider allowing some uses to help direct growth to these areas.

**Implementation Strategy:** This will be part of the UDO revision process.

**G. TRANSPORTATION GOAL**

Surry aims to have a transportation system that promotes the safe and efficient movement of people, goods and services through the town. This shall be accomplished through the following specific objectives:

1. **Parking:** To improve safety and to reduce conflicts between traffic and pedestrians, we should review the UDO, to require that both new businesses and current/existing operations that are expanding must

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provide adequate off-street parking.

**Implementation Strategy:** The parking standards are reviewed as part of the overall process of revising the UDO.

**Responsible Party/Deadline:** The Planning Board oversees the revision of the UDO. The UDO parking standards review will occur at the same time as the other UDO revisions/ongoing.

2. Speeding: The plan recommends that the town undertake measures to reduce speeding in the village area including contacting local law enforcement agencies and working with MDOT to devise strategies for controlling vehicular speed in the Village.

**Implementation Strategy:** The Selectmen will continue to work with the MDOT to assure that the speed limit in the Village area is set at the appropriate limit. The Selectmen meet with the Local Law Enforcement and discuss options to increase patrols or other possible solutions.

**Responsible Party/Deadline:** Selectmen/On-going

3. Road Improvement Planning: In order to promote the sound and efficient planning of road improvements, the plan recommends continuing the current five-year road plan and standards of construction to minimize impacts on fish and wildlife. Incorporate stormwater runoff performance standards consistent with the Maine Stormwater Management Law and Stormwater Rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502, the current stormwater manual is available at [www.maine.gov/dep/blwq/docstand/stormwater/stormwaterbmeps/index.htm](http://www.maine.gov/dep/blwq/docstand/stormwater/stormwaterbmeps/index.htm) Implementation of this plan shall be coordinated with the overall capital investment plan for the town.

**Implementation Strategy:** This is a continuation of current policy

4. Addressing Traffic Hazards: The plan recommends that the town work with the Maine Department of Transportation (MDOT) to address hazardous intersections with state roads. (*See Public Facilities and Services Goal E.4*)

**Implementation Strategy:** See Public Facilities and Services Goal E.4

5. Access Management: The plan recommends review of the UDO to assure that access management standards are consistent with the latest MDOT recommendations. These standards shall include:
  - a. Require shared driveways or access roads for commercial, multifamily and other development likely to generate major volumes of traffic;

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- b. In cases where shared driveways or access roads are not presently practical, grant permits for temporary commercial driveways until adjacent driveways are developed. At this time the temporary driveway would be closed and shared access required;
- c. When a proposed land use is on a corner lot, require that access be limited to the road that has a lower volume of traffic.

**Implementation Strategy:** This will be addressed with the other UDO revisions.

- 6. Promotion of Alternative Modes of Transportation: The plan supports the following measures to facilitate walking, bicycle use, carpooling and public transportation:
  - a. Seek matching grant funds for sidewalks, pedestrian crosswalks and bicycle facilities in the village area (*see Village Development Goal F.2*);
  - b. Work with the MDOT to assure that future improvements to Route 172 and other state roads in Surry have sufficient shoulders to accommodate bicycles safely;
  - c. Continue to participate in regional efforts to expand the park and ride lot systems;
  - d. Support efforts to expand both general and subscription bus services throughout Hancock County.

**Implementation Strategy:** 6.a will be addressed through Goal E.2; 6.b-d involve on-going contact with the Hancock County Planning Board to assure that the town's needs are addressed when developing regional transportation priorities.

**Responsible Party/Deadline:** Selectmen/on-going

#### **H. MARINE RESOURCES GOAL**

The plan supports measures to protect and enhance marine resources and assure that they will be available for use by future generations. This shall be accomplished by the following specific measures:

- 1. Public Access: Assure adequate maintenance of current public access sites taking into account issues identified in the Blue Hill Bay Needs Assessment.

**Implementation Strategy:** This is a continuation of current policy and is addressed by assuring that there are adequate funds for operation and maintenance. It will also be supported by seeking



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matching grant funds for refurbishment of the town wharf (see the Capital Investment Plan).

2. Shellfish Areas: Work with the Department of Marine Resources to minimize the frequency of closures of shellfishing areas.

**Implementation Strategy:** The Selectmen continue their current contacts with the Department of Marine Resources.

3. Mooring Plans: Periodically review the need for mooring plans.

**Implementation Strategy:** If the Waterways Committee notes a shortage of moorings, they develop recommended mooring standards for adoption by the town.

**Responsible party/deadline:** Waterways Committee /when problem emerges.

4. Bay Dredging: In order to improve boat access, the plan recommends that the town review the future need to dredge the bay area adjacent to the town wharf.

**Implementation Strategy:** The Town will contact the Army Corps of Engineers as needed to review the potential need and request that this project be placed on the dredging list. It would need to raise the local funds necessary for the project and to include the dredging project in the Capital Investment Plan.

**Responsible party/deadline:** Waterways and Conservation Committee / 2014

5. Marina Uses: In order to assure adequate opportunities for the development of commercial marinas, the plan recommends that these uses continue to be allowed in shoreland areas that are not zoned Resource Protection. To minimize conflicts with abutting residential uses, the plan recommends that there be adequate off street parking and that there be vegetative buffers between the marina and adjoining uses. These buffers must be sufficient to shield the view of the marina. In addition, all marina uses would be required to meet noise, light and related nuisance standards. All shoreland zones and standards would remain in effect.

**Implementation Strategy:** This will occur as part of the land use ordinance changes.

**Responsible party/deadline:** The Planning Board in consultation with the DEP shoreland zoning unit assures that any changes meet state shoreland zoning standards./2015

**I. WATER RESOURCES GOAL**

Surry aims to protect its surface and ground water resources from contamination. We want them to be available for the long term use and enjoyment by residents and visitors. This shall be accomplished through the following objectives:

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1. Lake Watershed Protection: The plan supports the following measures to minimize phosphorus loading into lake watersheds:
  - a. Continue enforcement of phosphorus loading standards in the UDO. The standard of protection for each lake watershed shall be based on the recommended level of protection from the Maine Department of Environmental Protection. If an increase in phosphorus loading is noted, the town shall contact the Lakes Division of the DEP and explore possible changes to the current UDO standards. We recommend adding provisions to manage phosphorus loading for single lot development. Subdivision review already addresses phosphorus loading issues;
  - b. Educate lake watershed property owners about lawn maintenance techniques and other measures that help minimize phosphorus runoff;
  - c. Retain current shoreland zoning standards along lake and wetland areas, and increase the Steam Protection District for Meadow Stream and Patten Stream to 100 feet;
  - d. Continue with lay monitoring of lake water quality;
  - e. Design all town landings, parking areas and other facilities adjacent to a lake to minimize the runoff of contaminants into a water body;
  - f. Retain the majority of lake watershed areas as rural or roadside residential in the Future Land Use Plan to help reduce development rates in these areas of town.

<p><b>Implementation Strategy:</b> 1.a:The Planning Board will develop single lot standards for phosphorus and draft recommended changes to Surry’s UDO; 1.b: the Waterways and Conservation Commissions will contact the DEP Lakes Division for copies of educational material that can be distributed to watershed property owners; 1.c: this is a continuation of current efforts; 1.d: the commissions contact the Hancock County Soil and Water Conservation District (and/or other organizations) to obtain copies of best management design and operational practices for waterfront facilities; 1.e &amp; 1.f this is addressed through the future land use plan.</p>
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<p><b>Responsible Party/Deadline:</b> Responsible parties are indicated above/2014</p>
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2. Ground Water Protection: The plan supports the following measures to protect the quantity and quality of ground water resources in Surry:
  - a. In cases where there is a history of water supply problems in surrounding properties, the Planning Board will require a ground water assessment to be submitted with any site plan or subdivision

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plan (either new or expanded) that would likely place demands on the water table which might threaten water supplies on other properties. If the ground water assessment reveals that the water supplies in adjoining properties are threatened, the Planning Board may require measures to reduce the density of the development or that other sources of water be sought;.

- b. In conjunction with other Hancock County towns, seek grant funding to conduct an in-depth study of ground water conditions throughout the county;
- c. Obtain current groundwater map.

<b>Implementation Strategy:</b> The Selectmen contact the Hancock County Planning Commission and request that this topic be the topic of a future regional meeting of town officials.
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<b>Responsible Party/Deadline</b> Board of Selectmen/ 2014
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- 3. Surface Water Quality: The plan supports the following measures to protect the quality of surface waters in Surry:
  - a. Continue to work with the DEP in eliminating any remaining overboard discharges;
  - b. Educate waterfront property owners about the maintenance of septic systems; and
  - c. Work with county-wide groups to protect Surry’s water resources from invasive species such as, but not limited to, milfoil and hydrilla.

<b>Implementation Strategy:</b> 3.a: This is a continuation of current policy and involves working in cooperation with the DEP and the Hancock County Planning Commission; 3.b: Conservation Commission working with the Code Enforcement Officer obtains copies of educational materials from DEP and other sources. These are mailed or distributed to waterfront property owners; and 3.c: The Planning Board refers local lake associations to any regional task force that is created to address invasive species.
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<b>Responsible Party/Deadline:</b> 3.a: Selectmen/on-going; 3.b: CEO/2014; 3.c: Planning Board and lake associations/2014
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- 4. Public Water Supplies: The plan recommends that the town protect the water supply serving the school by assuring that any pesticide or herbicide spraying is limited and is strictly supervised.

<b>Implementation Strategy:</b> The Selectmen contact the School Committee and recommend that the school undertake such measures.
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<b>Responsible Party/Deadline:</b> Selectmen, School Committee & school union/2014
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**J. NATURAL AND SCENIC RESOURCES GOAL**

The plan aims to protect and enhance its natural and scenic resources through the following measures:

1. Beginning with Habitat: Promote the full use of the *Beginning with Habitat* data by having digital and hard copies of these maps in the town office. Arrange a meeting with the appropriate state officials to learn how these maps can be used in reviewing development proposals and protecting key natural resources. Whenever practical, include concentrations of wildlife resources in rural areas as shown in the future land use plan. It would not be practical to include those concentrations of wildlife resources in rural areas in cases where these resources are near existing public roads and concentrations of development.

<b>Implementation Strategy:</b> The Planning Board and Conservation Commission will continue to monitor changes and work to protect our natural resources.
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<b>Responsible Party/Deadline:</b> Planning Board and Conservation Commission/ongoing
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2. Rural Habitat and Scenic Area Protection: Work with interested land owners who want undeveloped land and key scenic areas protected by enrollment in current use programs, i.e. Tree Growth, Farm Land and Open Space.

<b>Implementation Strategy:</b> The Assessor or his designee will work with land owners who are interested in state programs for land protection.
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<b>Responsible Party/Deadline:</b> Town Assessor or designee/2014
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3. Alewife Restoration: The plan supports measures to encourage the restoration of alewife fisheries in Surry.

In order to sustain and restore alewives, continue to meet with the Maine Department of Inland Fisheries and Wildlife (MDIFW) and the Maine Department of Marine Resources to explore what steps the Town could take to eliminate beaver dams, as necessary, on Patten Stream and promote Alewife restocking.

<b>Implementation Strategy:</b> The Alewife Committee contacts the MDIFW to discuss what steps could be undertaken to restore alewife runs. The selectmen arrange a meeting.
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<b>Responsible Party/Deadline:</b> The Alewife Committee/ongoing
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4. Fisheries Habitat: The plan recommends that the town undertake the following measures to protect and enhance its fisheries habitat:

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- a. Assure that non-point source water pollution measures are enacted and enforced (see Water Resources Goal);
- b. Contact the Maine Department of Inland Fisheries and Wildlife (MDIFW) and ask for assistance in informing residents of the threats posed by the illegal introduction of fish species;
- c. Increase the stream protection zoning development setback for Meadow and Patten Streams to 100 feet.

**Implementation Strategy:** 4.a: see Water Resources goals; 4.b; the Selectmen or their designee contact the MDIFW and ask for information materials to be placed in the town office in the area where fishing licenses are issued; and 4.c this will take place as part of the overall revisions to the UDO.

**Responsible Party/Deadline:** 4.b, Selectmen or their designee /2014; 4.c: Planning Board 2014;

- 5. Flood Plain Management: The plan recommends that the town retain its flood plain management ordinance and update it when recommended by the Flood Plain Management staff of the Department of Conservation.

**Implementation Strategy:** The Planning Board will contact the Department of Conservation to determine if any changes are needed to the flood plain management ordinance

**Responsible Party/Deadline:** Planning Board/every two years starting in 2014.

- 6. Habitat Protection Measures: The Planning Board will revise its applications for subdivision and site plan review to assure that applicants identify all potential sites or features subject to MDIFW review and/or sites that are identified in the Beginning with Habitat (BwH) maps. In recognition of their importance to the overall quality of life, the protection of open space, and the preservation of recreation, hunting and fishing opportunities, significant wildlife and fisheries, and endangered and threatened species habitat, the plan supports the protection and enhancement of Surry's natural resources. The plan recommends that this be accomplished through the following specific measures:

Amend the subdivision and development review standards to require the identification of key natural features as identified in the plan and subsequently updated by the Beginning with Habitat Program. These features include, but are not limited to tidal waterfowl and wading bird habitat, shorebird areas, seabird nesting islands, and inland waterfowl and wading bird habitats. Require the applications to include proposed measures to mitigate any adverse impacts of development on these features. These measures may include shifts in building foot prints, mitigating steps in earth disturbance, greater retention of natural vegetation, and changes in proposed road layout;

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<b>Implementation Strategy:</b> The Planning Board reviews its current application forms and revises them to include these checklist items. Revise land use ordinances and place the BwH website links on the Town website to inform residents about key natural resources in Town
<b>Responsible Party/Deadline:</b> Planning Board and Town Webmaster/ 2014.

**K. AGRICULTURAL AND FOREST RESOURCE GOAL**

Surry supports the continued enhancement and protection of prime agricultural and forest resources through the following specific measures:

1. Promotion of Locally Grown Food: Support regional efforts to find new markets for locally grown foods and assist farmers in marketing and promotion efforts.

<b>Implementation Strategy:</b> Encourage on-going efforts by the Hancock County Planning Commission.
<b>Responsible Party/Deadline:</b> Selectmen/2014.

2. Major Timber Harvesting Operations: Continue current monitoring of major timber harvesting operations. This involves the town receiving a copy of all Maine Forest Service timber harvesting applications that occur within Surry and by the CEO conducting periodic inspections of these harvesting operations.

<b>Implementation Strategy:</b> This is a continuation of current policy.
<b>Responsible Party/Deadline:</b> Selectmen/ ongoing.

3. Enforcement: Assure that timber harvesting and vegetative clearing standards in the Resource Protection zone are enforced .

<b>Implementation Strategy:</b> The Selectmen support efforts by the Code Enforcement officer to enforce these standards.
<b>Responsible Party/Deadline:</b> Selectmen and CEO/2014

4. Retention of Managed Forested land: The plan promotes the retention of major blocks of forested land. This shall be accomplished by the following specific measures:

Provide information on the use of the tree growth, farm and open space programs by having appropriate materials available at the Town Office.

<b>Implementation Strategy:</b> The information will be available as recommended.
<b>Responsible Party/Deadline:</b> Selectmen or designee/2014

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5. Tree Planting/Retention: The plan recommends that the town undertake the following measures to plant and retain trees;
  - a. Institute standards to the zoning, site plan review and subdivision ordinances to minimize the cutting of existing trees during the site development process and to encourage the planting of new trees.
  - b. As part of the village revitalization program, undertake tree planting measures;
  - c. Support the Tree Committee in its beautification efforts.

**Implementation Strategy:** 5.a: this will be accomplished through amendments to the land use ordinances; 5.b: the town seeks an Urban Forestry grant from the Maine Forest Service; 5.c: the Selectmen assure that vacancies on this committee are filled and ask the committee to submit a report for the annual town report.

**Responsible Party/Deadline:** 5.a: Planning Board or designee/2014 5.b: Selectmen/2014; 5.c: Selectmen/on-going

**L. HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

The Plan supports the continued protection and enhancement of Surry's historical and archaeological resources (*see also Village Development goal E.3*). The relevant goals are:

1. Ask the Surry Historical Society to direct a survey of both above ground historical resources and archaeological resources.

**Implementation Strategy:** The Selectmen contact the Surry Historical Society and ask that it undertake such a survey with technical assistance from the Maine Historic Preservation Commission. The Historical Society should seek necessary grants from the State of Maine.

**Responsible Party/Deadline:** Surry Historical Society/work initiates in 2014

2. Add a provision to the subdivision ordinance to give the Planning Board the authority to require a prior assessment of historic and pre-historic resources deemed relevant by the Maine Historic Preservation Commission. Enact standards that may require modifying the proposed site design to minimize disruption of these resources, delaying construction so that these resources may be examined more thoroughly and limiting the extent of excavation.

**Implementation Strategy:** These changes will be addressed through changes to the UDO.

**Responsible Party/Deadline:** This would occur along with the other revisions to the UDO.

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**M. GENERAL LAND USE ORDINANCE REVISIONS**

The plan supports a general “fine tuning” of the town’s land use ordinance to clarify some of the ambiguities. These following revisions are recommended:

1. Definition of Terms. In order to reduce confusion over various terms used in the UDO, there will be a complete review of current definitions, to identify terms that have proven particularly troublesome to the planning board and other users of the ordinance. Ambiguous terms shall be revised;
2. Lot Frontage Standards: Lots that are unable to meet required road frontage standards due to their location at the dead end of an access road, a cul-de-sac or a cluster development should be required to meet an alternative minimal dimension standard. This standard shall require the lot to have a minimum dimension of 150 feet by 150 feet someplace on the lot in addition to meeting the minimum lot size requirement of the district it is in. For lots in the village area, the minimum perpendicular dimension shall be 100 feet by 100 feet someplace on the lot in addition to meeting the minimum lot size. The current municipal requirement of having driveways 20 feet apart shall remain in place as shall all applicable subdivision standards;
3. Shoreland Zoning Standards: The committee supports the Planning Board’s efforts to comply with state standards for shoreland zoning.
4. Subdivision Review Standards: The Plan recommends that we define a subdivision as mandated by Maine State Law.
5. Expansion of Commercial Uses in the Village: The plan recommends that we keep the current list of permitted and prohibited commercial uses in the village area and current lot coverage requirements, but eliminate the building square-footage limitations. Agricultural and horticultural uses will be allowed to have up to 60 percent lot coverage. No permit for any new use or expansion shall be granted unless the applicant can provide adequate off-street parking commensurate with established standards.
6. Allowing of Agricultural Uses: The plan recommends that the UDO be revised to state explicitly that agricultural/horticultural uses are allowed in all zones except those portions of the shoreland zone where they are explicitly prohibited by DEP standards.

<b>Implementation Strategy:</b> All land use changes will be accomplished through revisions to the UDO.
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<b>Responsible Party/Deadline:</b> The planning board oversees the revisions to the UDO after
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adoption of the comprehensive plan.

7. The plan supports the current wireless telecommunications facility ordinance and wind turbine ordinances presently in the Surry UDO that are consistent with state and federal standards. These aim to preserve the town's rural character as much as possible and to minimize visual and related aesthetic impacts of towers.

**Implementation Strategy:** The Planning Board will continue to enforce this section of the UDO.

**Responsible Party/Deadline:** Planning Board/ongoing.

**N. FISCAL CAPACITY GOAL**

In order to moderate the rate of future property tax increases, Surry promotes long-range fiscal planning and policies to minimize the fiscal impacts of new development. This shall be accomplished through the following specific policies:

1. Discourage excess development in the rural areas that might create excessive demands for town services while generating comparatively little tax revenue;
2. Actively seek state and federal grants to pay for at least a portion of new facilities. Such projects shall be listed in the capital investment plan;

**Implementation Strategy:** This shall be accomplished by applying for as they become available and the establishment/maintenance of capital reserve funds for anticipated projects in addition to the changes in the Unified Development Ordinance. The density requirements in the rural areas (see Future Land Use Plan) will limit the possible number of major subdivisions.

3. Maintaining and expanding the town's capital investment plan. The plan recommends that it be updated on an annual basis.

**Implementation Strategy:** This involves a continuation of the current capital investment plan.

4. Assuring that the town conducts a property tax revaluation at sufficient intervals.

**Implementation Strategy:** The Selectmen/Assessors or Assessor's agent meet every five years to determine if a town wide revaluation is necessary.

**Responsible Party/Deadline:** Selectmen take lead/ongoing

5. Periodically review school costs to determine if further consolidation of school facilities with adjoining communities is cost-effective and educationally sound.

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**Implementation Strategy:** Selectmen in conjunction with the School Board will appoint a committee as required. Refer to section D.3 of Comprehensive Plan.

**Responsible Party/Deadline:** Selectmen in conjunction with the School Board/ongoing

**O. CAPITAL INVESTMENT PLAN**

The capital investment plan (CIP) summarizes major capital expenditures that the town anticipates undertaking. Like the rest of the comprehensive plan, the CIP is advisory in nature. Final recommendations on funding each year are still made by the Selectmen and are subject to approval by town meeting vote. Capital expenses are defined as items with a useful life of at least five years that cost at least \$10,000. They are distinct from operational expenditures such as fuel, minor repairs to buildings and salaries.

Capital expenditures may be funded in several ways. One is a single appropriation from a town meeting warrant article. Another is annual contributions to a capital reserve fund. A third is borrowing through bonds or loans. A fourth is a grant, which usually require a local match.

Capital expenditures anticipated as of 2013 are shown on Table II.1. These include both recurring expenditures such as annual highway repairs and one-time expenditures such as a new municipal building/fire station facility. All expenditures are shown in 2012 dollars and are subject to inflation. The majority of expenditures are in designated growth areas (Fire Truck, Municipal Building, Wharf Improvement, Bay Dredging, Recreation Fund, Town Property Improvement, in excess of 80% of municipal related capital investment exclusive of road improvements)).

The need for most of these expenditures is explained in the Municipal Services and Facilities and Marine Resources sections of the Inventory and Analysis. Options for renovating the municipal building are being determined as the plan goes to print. Fire truck replacement is based on replacement of aging equipment. The recreation reserve fund is primarily to help fund further improvements to the Osgood lot property and adjoining trails. While no specific plans have been proposed for the school, based on past experiences it is likely that some improvements will be needed.

It is recommended that all town committees create a written capital improvement plan and submit it to the Selectmen. This plan should be reviewed and updated annually.

<b>Table II.1 SUMMARY OF ANTICIPATED CAPITAL EXPENDITURES, 2013-2020</b>		
<b>ITEM</b>	<b>COST</b>	<b>YEAR/METHOD OF FINANCING</b>
Annual road improvements	\$150,000/yr.	Annually/ 1,5
Fire Truck	\$125,000	2015/ 2,4

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Municipal Bldg/Fire Station upgrade	\$750,000	2015/ 4
Public Beach Improvement/Wharf - Gateway Grant	\$25,000	2013/ 2,3
	\$10,000	2013/ 1,3
Recreation reserve fund	\$5,000/yr.	Annually/2
Bay Dredging	\$80,000	2015/2,3
Town Property Capital Improvement	\$500,000	2017/1
Closing Landfill	TBD	

**Key:** 1. Direct appropriation; 2. Capital reserve fund; 3. Matching state grant; 4. Bond; 5. State Highway Block Grant. Costs represent total cost, a portion of which may be paid by grants. For example of \$25,000 for beach/wharf improvement, \$8,000 would be paid by the town and the rest by a \$17,000 grant.

**P. REGIONAL COORDINATION GOAL**

Surry encourages regional coordination when it is of mutual benefit to all parties involved. Specific regional coordination recommendations were cited elsewhere in this section. Rather than repeat them here, the appropriate policies are identified below.

<b>SUMMARY OF POLICIES REQUIRING REGIONAL COORDINATION</b>	
<b>Topic</b>	<b>Supporting Policies</b>
Economy	B.1
Housing	C.4
Transportation	G.6
Water Resources	I.3
Agricultural & Forest Resources	K.1

**Q. CONSISTENCY OF SURRY’S POLICIES WITH THE STATE GOALS AND COASTAL POLICIES**

The Department of Conservation per the requirements of the Growth Management Act, evaluates plans for their consistency with the ten growth management goals and the

***Surry Comprehensive Plan: IIA. Goals, Objectives and Implementation***

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nine coastal policies. The consistency of Surry's Comprehensive Plan with each of the state goals and coastal policies is summarized/cross-referenced in the matrices below.

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<b>MAINE'S GROWTH MANAGEMENT GOALS</b>	
<b>1.</b>	To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.
<b>Related Policies:</b>	A, C.1, E.1-E.4, F.1-F.4, O
<b>2.</b>	To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
<b>Related Policies:</b>	D.1-D.6, G.1-G.6, O
<b>3.</b>	To promote an economic climate that increases job opportunities and overall economic well-being.
<b>Related Policies:</b>	B.1-B.3
<b>4.</b>	To encourage and promote affordable, decent housing opportunities for all Maine citizens.
<b>Related Policies:</b>	C.1-C.5
<b>5.</b>	To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.
<b>Related Policies:</b>	I.1-I.4
<b>6.</b>	To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.
<b>Related Policies:</b>	J.1-J.6
<b>7.</b>	To protect the State's marine resources industry, ports, and harbors from incompatible development, and to promote access to the shore for commercial fishermen and the public.
<b>Related Policies:</b>	H.1-H.5
<b>8.</b>	To safeguard the State's agricultural and forest resources from development which threatens those resources.
<b>Related Policies:</b>	K.1-K.5
<b>9.</b>	To preserve the State's historic and archeological resources.
<b>Related Policies:</b>	L.1-L.2
<b>10.</b>	To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.
<b>Related Policies:</b>	D.6, I.1

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<b>MAINE'S COASTAL POLICIES</b>	
<b>1. Port and harbor development.</b>	Promote the maintenance, development and revitalization of the State's ports and harbors for fishing, transportation and recreation.
<b>Related Policies:</b>	Not applicable
<b>2. Marine resource management.</b>	Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters, and to enhance the economic value of the State's renewable marine resources.
<b>Related Policies:</b>	H.1-H.5
<b>3. Shoreline management and access.</b>	Support shoreline management that gives preference to water dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.
<b>Related Policies:</b>	D.3, H.1-H.5,M.3
<b>4. Hazard Area Development.</b>	Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea level rise, it is hazardous to human health and safety.
<b>Related Policies:</b>	(This is addressed through existing shoreland and floodplain ordinances).
<b>5. State and local cooperative management.</b>	Encourage and support cooperative state and municipal management of coastal resources.
<b>Related Policies:</b>	J.2, K.3
<b>6. Scenic and natural areas protection.</b>	Protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.
<b>Related Policies:</b>	J.1K.1-K.3
<b>7. Recreation and tourism.</b>	Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.
<b>Related Policies:</b>	D.6, E.2, H.1, H.3-H.4, J.1-J.4
<b>8. Water Quality.</b>	Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.
<b>Related Policies:</b>	H.1, H.5, I.1-I.3, J.1, J.4, J.6,
<b>9. Air Quality.</b>	Restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.
<b>Related Policies:</b>	G.6

## **II.B. FUTURE LAND USE PLAN**

### **1. Introduction**

This future land use plan presents a vision of what Surry residents want their town to be in the future. It builds upon the future land use plan prepared as part of the 1991 plan. It aims to achieve a balance among the wishes of residents to preserve rural character and historic and natural resources, while also being a welcoming community by allowing reasonable opportunities for future growth, population diversity and job opportunities. Through careful planning, Surry can accommodate all anticipated growth while also avoiding the excessive increases in property taxes that can result from poorly planned development.

Specifically, this section:

- a. Estimates the amount of land needed for future growth;
- b. Proposes a future development scheme for Surry;
- c. Recommends guiding growth in residential and rural areas.

### **2. Land Needed for Future Development**

It is important to base the future land use plan on an estimate of how much land will be needed for various uses. While there is no precise way to predict needed acreage, some general estimates can be made. These are based both on population trends and more casual observations.

#### **a. Residential Acreage**

The Housing chapter of the Inventory and Analysis estimated that there would be 73 additional year-round new dwelling units in Surry by 2023. To allow for some flexibility in the event of an unexpected growth spurt and to plan for a few more years of growth, the plan will assume that the town will have a maximum of 150 additional dwelling units by 2023. While this presently appears unlikely to occur, it reduces the likelihood of any planning decisions made by the town providing insufficient residential acreage and restricting growth. Under current average lot size requirements of about one acre per unit, this means that 150 additional acres of residential land will be needed by 2023.

The dwelling unit projection in the Housing chapter is for year-round units only. However, at least a portion of the new units built may be built initially as second homes. This trend is unlikely to have a significant impact on the total number of units built. First, the number of second homes built in recent years has been very limited (*see the Housing chapter*). Second, a good portion of these homes may be converted eventually

*Surry Comprehensive Plan: IIB. Future Land Use Plan*

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to year-round use.

**b. Commercial/Industrial Acreage**

Commercial development in Surry has occurred slowly. It is difficult to predict future development trends. There is, however, ample vacant land in the area presently zoned Roadside Commercial. This area will likely accommodate all future commercial and manufacturing growth that occurs in town by 2023.

**c. Rural Undeveloped/Conservation Acreage**

Rural, undeveloped land is defined as land that is not presently developed but has no restrictions that preclude it from being developed in the future. The majority of the town's 25,000 acres are rural undeveloped. Exact figures are not available, but the major developed land use is residential (913 acres in 2000 or about 4 percent of all inland acreage). Commercial and other built-up uses constitute a small portion of the total developed land. The major land use in town is likely to remain rural, undeveloped. This means that the town has ample room to accommodate new development but it also means that there are significant risks for sprawl-related problems. Some of this vacant land has soils that severely limit their development potential. According to maps prepared by the Hancock County Planning Commission, about 6,000 acres in Surry have a "very low suitability" for development (see Map 5).

Conservation acreage is defined as land that is either temporarily or permanently protected from development. An example of a temporary protection would be the placement of a parcel in tree growth or farm and forest tax classification. An example of land permanently protected would be land held in a conservation easement or land held by a public entity such as a town forest.

According to Tax Assessor records, there are about 6,861 acres in town that are presently (2012) held in tree growth acreage. Another 353 acres are held in open space classification and 129 acres as farm land. These parcels are protected for at least the near term.

While it is not possible to project the future acreage in these categories, at least some increase is likely. For example, the Blue Hill Heritage Trust is working to acquire additional easements. Many landowners across Hancock County have expressed interest in protecting their land from further development.

**3. A Future Development Plan for Surry**

The following paragraphs present the future land use plan envisioned for Surry. In many respects, it aims to preserve the town largely as it is today while also allowing adequate opportunities for future growth. It aims to keep the rural areas relatively rural, encourage growth near town services and minimize environmentally incompatible development. However, it also recommends measures to facilitate development of



*Surry Comprehensive Plan: IIB. Future Land Use Plan*

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housing aimed at younger families and to provide areas for growth outside of the village.

**a. The Village**

The plan recommends a minor expansion of the current village district as shown on the Future Land Use map. The village would remain one of the town's primary growth areas. The plan recommends that the current minimum residential lot size in the village of one acre be slightly reduced to 40,000 square feet. As mentioned in the Housing goals, the plan also recommends that multi-family housing (three or more units per building) of a limited scale be allowed in the village area (see Housing Goal C.1).

There would also be changes in the commercial use standards for the village district. These are described under the Land Use Goals and Objectives (see F.-5). These changes would facilitate the expansion of current commercial uses by allowing those businesses with sufficient acreage greater opportunity to expand. This ability to expand is important in encouraging the village as a center of small-scale retail activity.

**b. The Shoreland-Limited Residential and Resource Protection Zone**

The plan recommends that provision be made to allow marina-type uses in tidal areas not subject to Resource Protection zoning. The plan supports existing regulations for aquaculture activities. The plan recommends prohibiting multi-family units in all shoreland areas. No other changes are recommended to the districts or boundaries of the areas subject to shoreland zoning.

**c. Roadside Residential**

The plan recommends that some portions of the current Rural District, as shown on the Future Land Use map, (See Map 4) be rezoned as a Roadside Residential District. The purpose of this district is to accommodate residential development. The current uses allowed in the Rural District in the UDO will be allowed in this district except for: automobile graveyards, salvage yards, and sale of gasoline in conjunction with sale of groceries. Multi-family housing would be permitted. The minimum lot size will be 40,000 square feet. Subdivision roads that are dead-ends will be allowed to be up to 1,500 feet in length.

**d. Residential Growth Area**

As mentioned in the Rural Area Assessment chapter, only one unit was built in the Resident Growth District as designated in the Unified Development Ordinance (UDO) between 1991 and 2001. Another unit was built during 2002. The plan recommends that a new residential growth area be created. This is shown on the Future Land Use map (see Map 4). The plan recommends that the current list of permitted uses for this zone be retained with the addition that multifamily uses would be allowed subject to the same standards as recommended in the Village District. Minimum lot sizes of 40,000 square feet would be allowed for single family homes. Dead-end subdivision

*Surry Comprehensive Plan: IIB. Future Land Use Plan*

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roads will be allowed to be up to 1,500 feet in length.

**e. Roadside Commercial District**

No changes are recommended to the boundaries or the standards of this area.

**f. Rural Areas**

The plan recommends that the boundaries of the current Farm and Forest District plus other remote, roadless areas as shown on the Future Land Use map (See Map 4) be designated as Rural Areas. The purpose of this district is to retain remote areas as low density rural and avoid the expense of extending town services such as fire protection and school buses into remote areas.

All lots created in the Rural zone shall be a minimum size that will be determined by a separate vote of the town (the town will decide by a separate vote whether the minimum lot size will be either 40,000 square feet, or 2 acres). New dead end roads serving residential development will be subject to a 1,000-foot maximum length. This provision shall **not** apply to private driveways or to roads used for timber harvesting, farming or mineral extraction that do not serve residential developments. Unless a cluster development is employed, the minimum road frontage will be 200 feet and a front yard setback of 75 feet will be required.

The permitted uses listed for the former Farm and Forest District (now Rural) will continue to be allowed with some minor changes. 1) No new commercial uses will be allowed in the Rural District apart from home occupations and uses that are farm and forest dependent. Examples of the latter include saw mills and operations essential for agriculture such as farm equipment storage. 2) New multi-family uses would be prohibited. 3) Auto graveyards, salvage yards, convenience stores, sale of gasoline in conjunction with sales of groceries, and hotels and motels would be prohibited in this zone. (See Appendix II for lists of currently permitted/prohibited uses in all the zones).

**4. Growth and Rural Areas**

The Village, Residential Growth, and Roadside Commercial Districts would be the designated growth areas if the comprehensive plan were adopted as presently proposed. The Rural Areas would be rural areas. The shoreland areas are considered a separate category since there are already many restrictions on the types of development allowed in those areas. Due to the intensity of development in shoreland areas, they cannot be considered rural, but their environmental fragility means that they are not suitable for significant growth either.

**5. Measures to Distinguish Growth and Rural Areas**

The plan recommends several measures to limit growth in rural areas and facilitate growth in growth areas. First, the Rural Areas have a minimum lot size to be

## *Surry Comprehensive Plan: IIB. Future Land Use Plan*

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determined in a separate vote of the town, a 1,000-foot limitation on new, dead end roads serving residential development and new restrictions on multifamily and commercial development. The proposed dimensional requirements and related information are shown in Table II.2 (see the end of this section). The acreage in each proposed zone is shown on Table II.3.

The plan also proposes some non-regulatory techniques to distinguish between growth and rural areas. One incentive to encourage growth in growth areas is the recommendation that the town work with the Maine State Housing Authority to create a Young Working Families subdivision in the village area.(see Goal E.4) This will not only help younger families find affordable purchase opportunities, but also bring more people into the growth areas. Another incentive is the Village Infrastructure Development Program (see Goal E.2)

### **6. Summary**

A review of development trends since 1991 shows that the plan adopted that year met with minimal success in encouraging growth in “growth areas.” This plan proposes further measures to encourage that more growth is channeled to growth areas and less to rural areas.

The true test of any plan is time. The plan thus recommends that growth trends be reviewed on an annual basis by mapping where new development takes place. Five years after adoption of the plan, the town will determine what percentage of total new residential units have been built in growth areas. If less than 85 percent of development has occurred in growth areas, the plan recommends that these policies be reviewed.

In order to evaluate these policies, the plan recommends that the Selectmen ask the Code Enforcement Officer to record the location of permits for new residential construction by Growth, Rural and Roadside Residential areas. The breakdown of permits will be reported each year in the town report. If the target percentages are not achieved over the five-year period from the adoption date of the revised land use ordinances based on the plan’s recommendations, the plan recommends that the Selectmen appoint a comprehensive plan review committee to propose new growth management measures.

*Surry Comprehensive Plan: IIB. Future Land Use Plan*

District	Minimum Residential Lot Size	Road Frontage	Maximum Cul-de-sac length	Multi-family allowed	Commercial Forest and Ag	Mobile Home Parks allowed
Residential Growth	40,000 ft <sup>2</sup>	100 ft.	1,500 ft.	Y	Y	Y
Roadside Commercial	1 acre	200 ft	1,500 ft	N	Y	Y
Village	40,000 ft <sup>2</sup>	100 ft	1,500 ft	Y*	Y	N
Roadside Residential	40,000 ft <sup>2</sup>	150 ft	1,500 ft	N	Y	N
Rural	*****	200 ft	1,000 ft	N	Y	N
<b>Shoreland Areas</b>						
Resource Protection	40,000 ft <sup>2</sup>	150 ft	1,000 ft	N	N	N
Stream Protection	40,000 ft <sup>2</sup>	150 ft	1,000 ft	N	N	N
Limited Residential	40,000 ft <sup>2</sup>	150 ft**	1,000 ft	N	N	N
Commercial Fisheries/Maritime Activities	40,000 ft <sup>2</sup>	150 ft	1,000 ft	N	N	N

\* -This is a change to encourage development in the Village

\*\* - still subject to minimum 200 foot shore frontage requirement

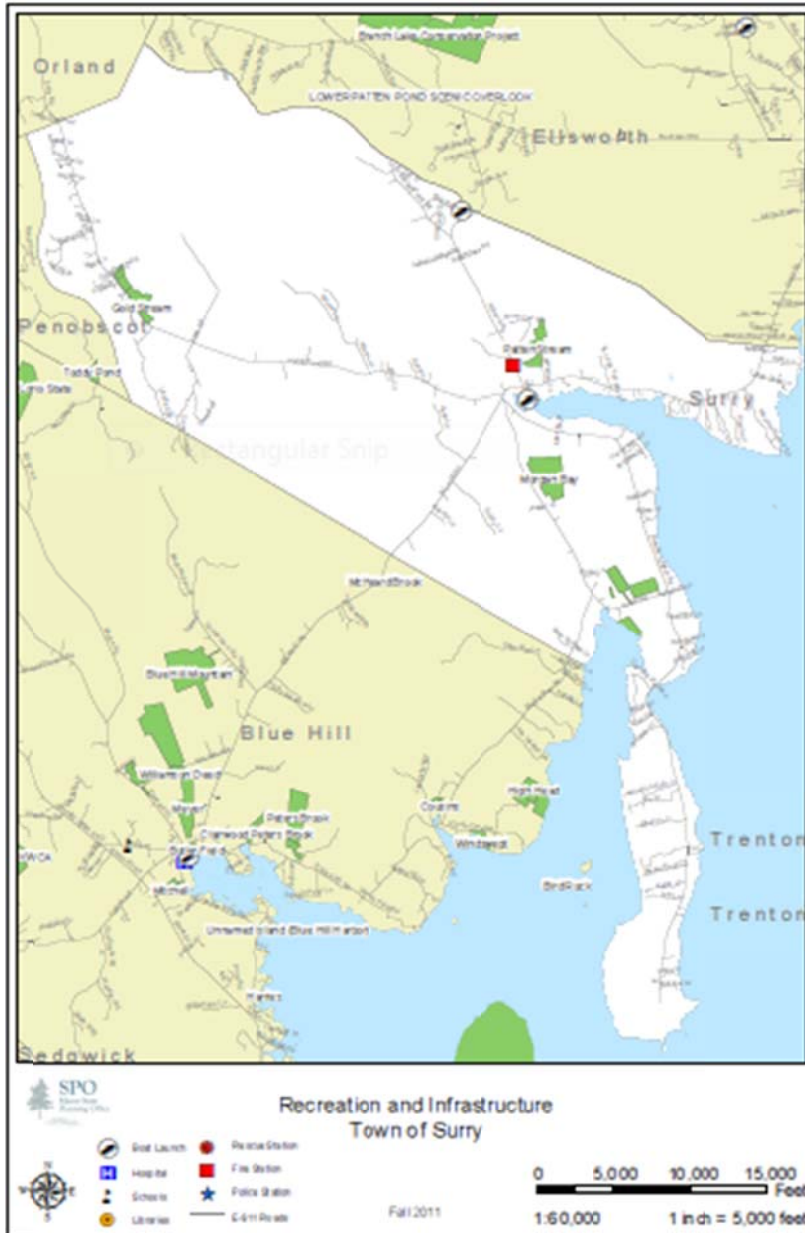
\*\*\*\*\* - **Minimum lot size in the Rural District will be determined by a separate vote of the Town. The town would vote on whether the minimum lot size in the Rural zone should be 40,000 square feet or 2 acres.**

District	Estimated Acres <sup>1</sup>	Land	Percent
Residential Growth	1,000		4.0
Roadside Commercial	600		2.4
Village	900		3.26
Roadside Residential	9,000		36.0
Rural	10,000		40.0
Resource Protection	2,000		8.0
Shoreland (other)	200		.08
Wetland/Water Bodies	1,300		5.2
<b>Total</b>	<b>25,000</b>		<b>100</b>

<sup>1</sup>**NOTE:** Total land acreage shown here may differ from that shown elsewhere in the plan due to different calculation methods and rounding of numbers.

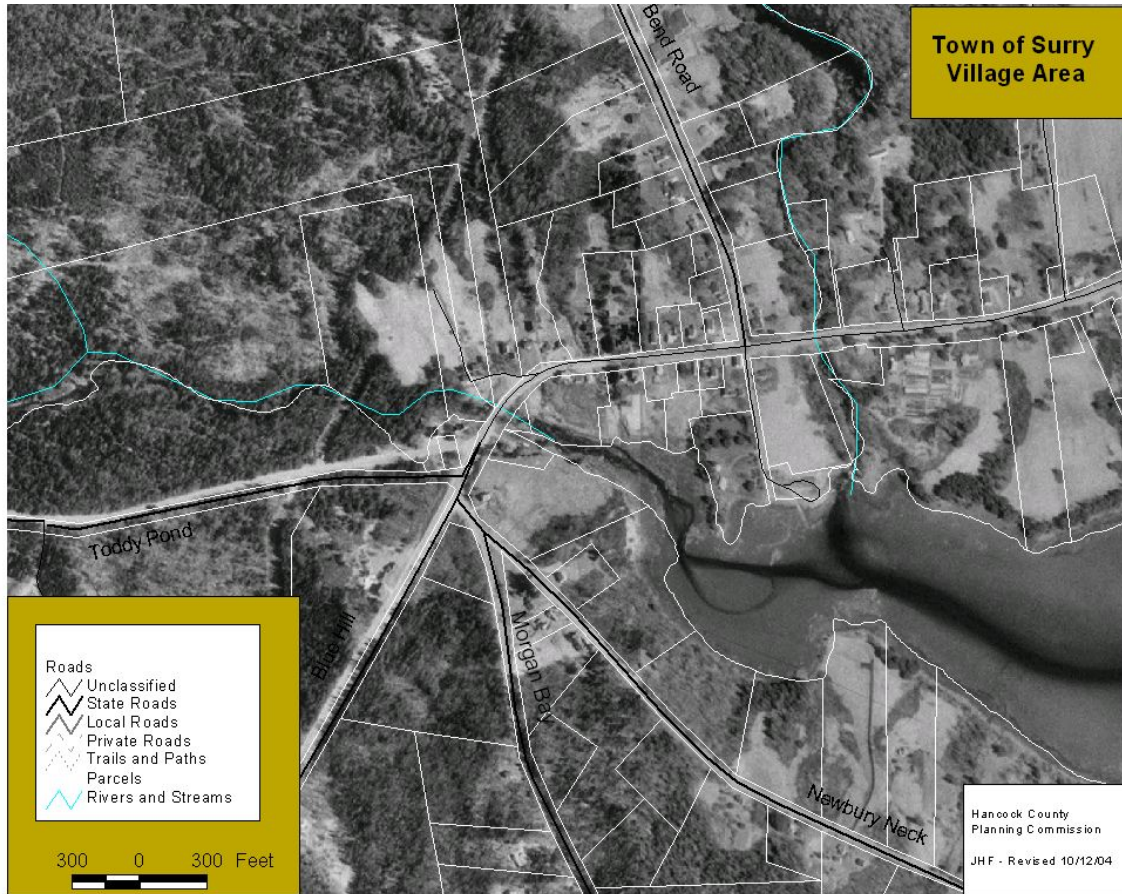
**LARGER MAPS WILL BE AVAILABLE AT THE TOWN OFFICE**

**Map 1 – Recreation and Infrastructure**

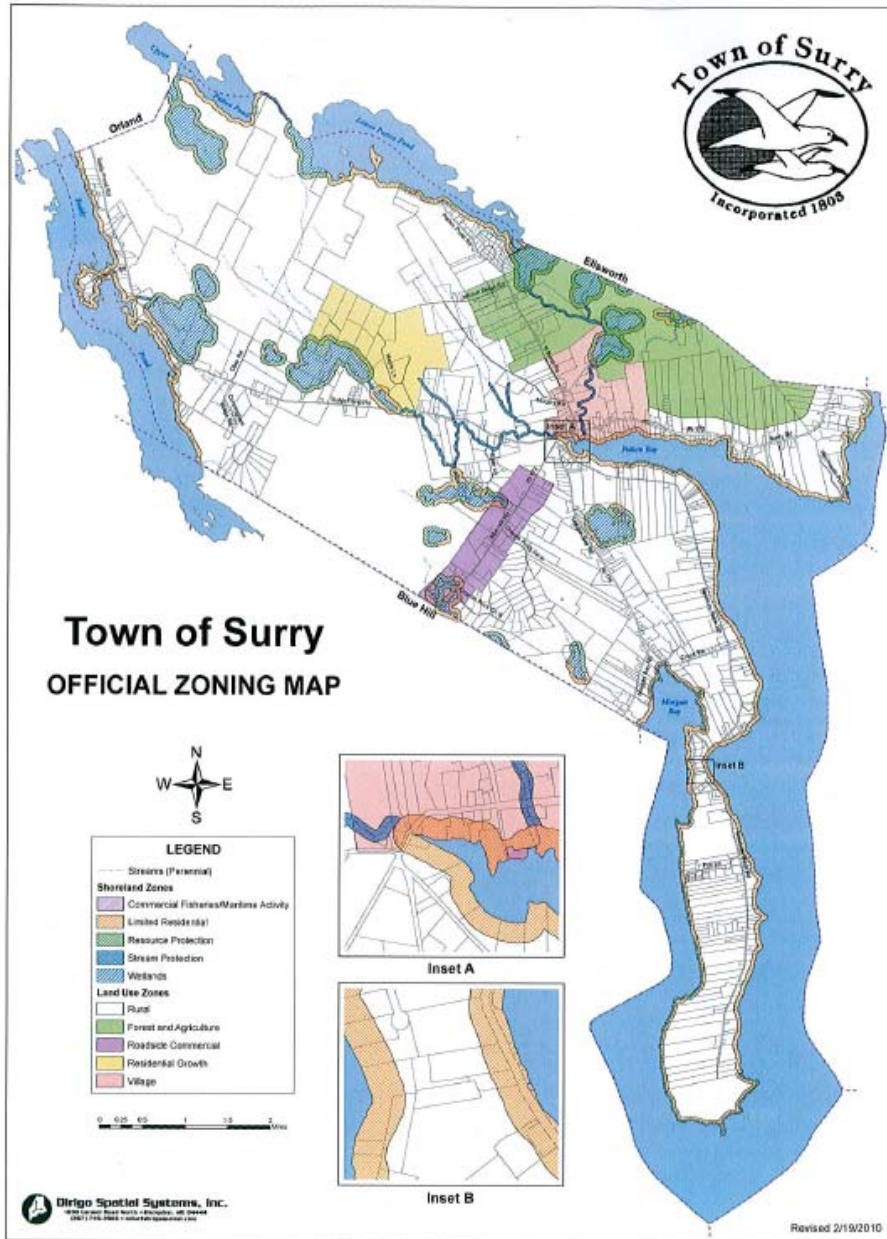


Source: State Planning Office

Map 2 – Surry Village Map

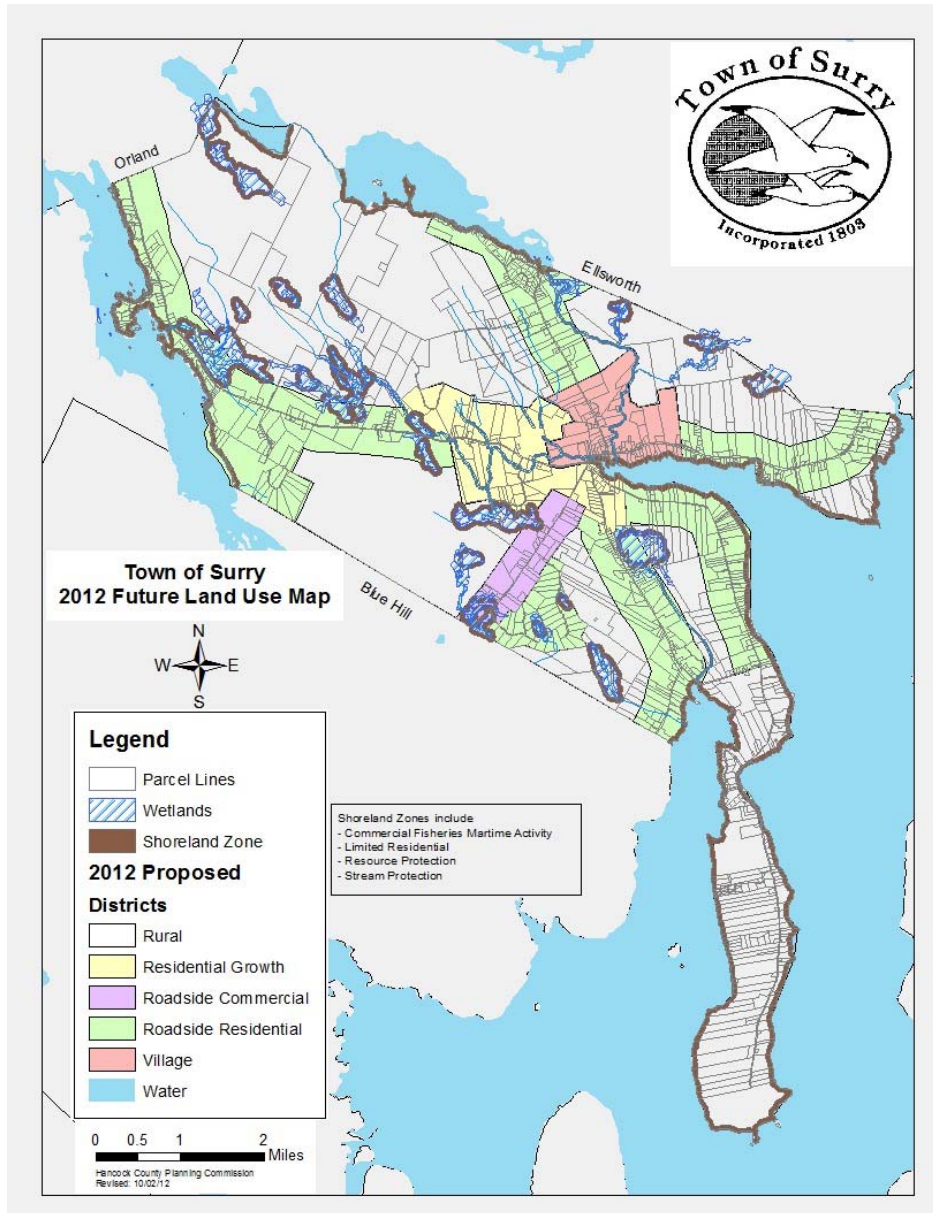


Map 3 – Current Zoning Map



Source: Hancock County Planning Commission

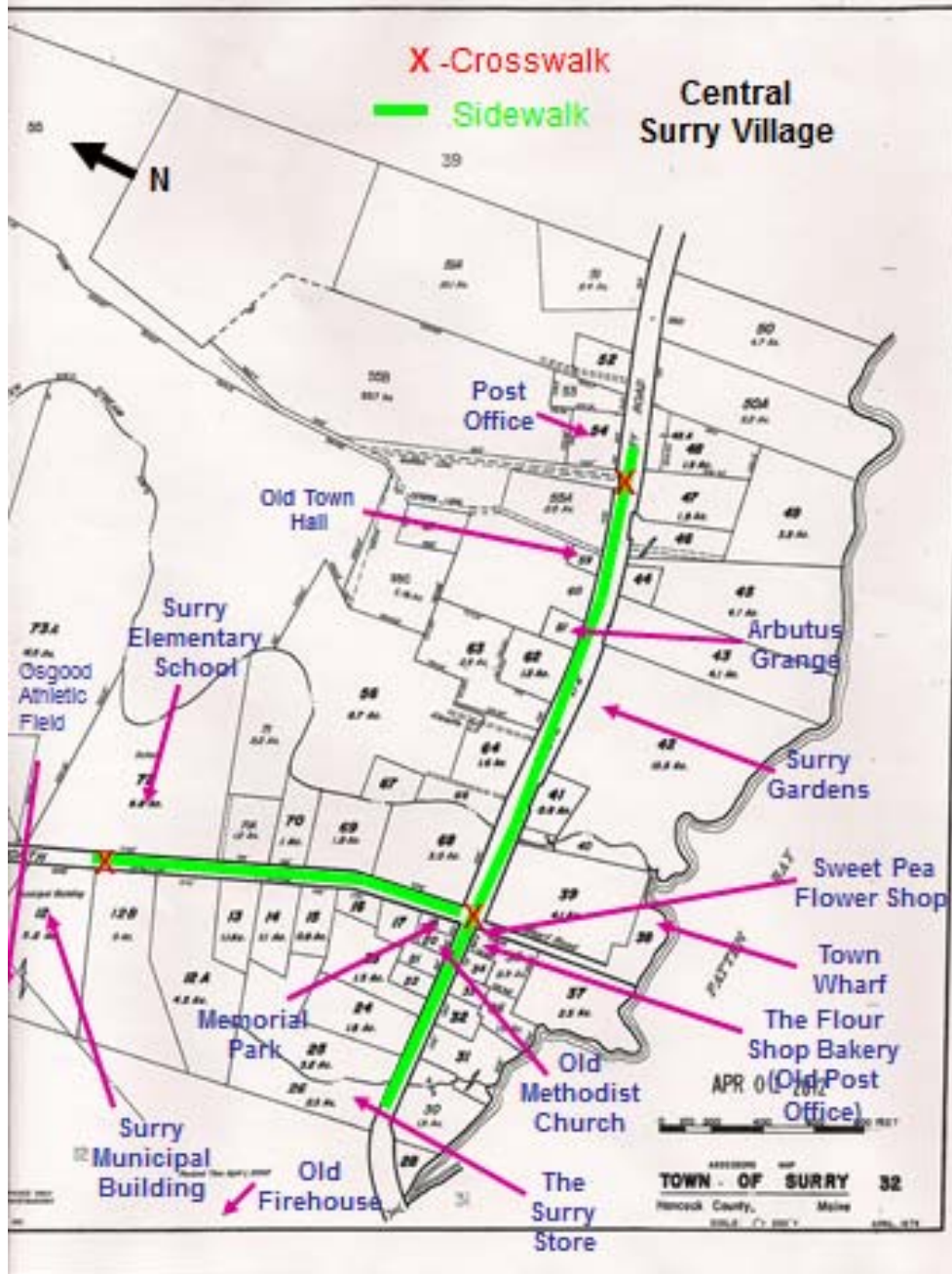
Map 4 – Proposed Future Land Use Plan



Source: Hancock County Planning Commission

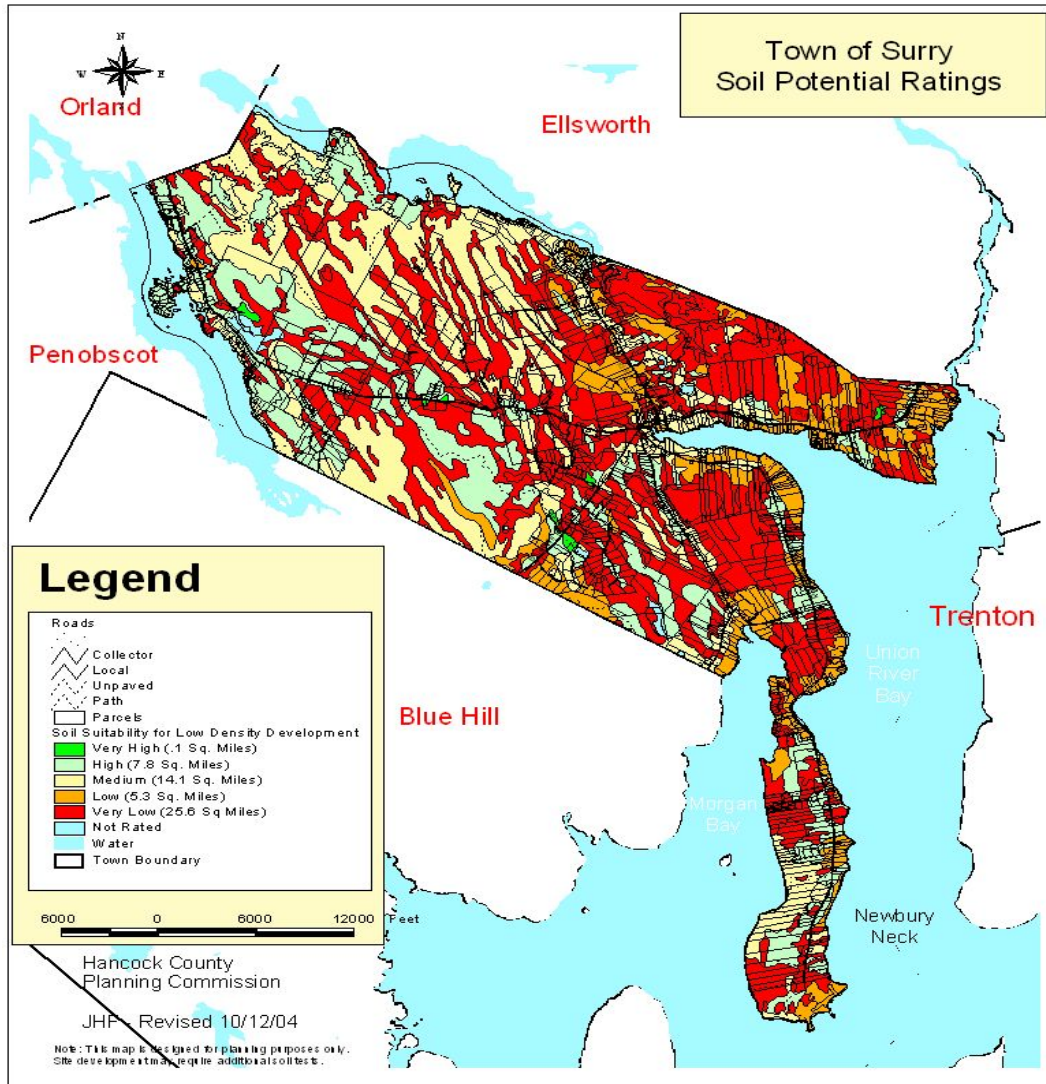


Map 5 – Village Area Showing Proposed Sidewalks & Historic & Recreation Sites



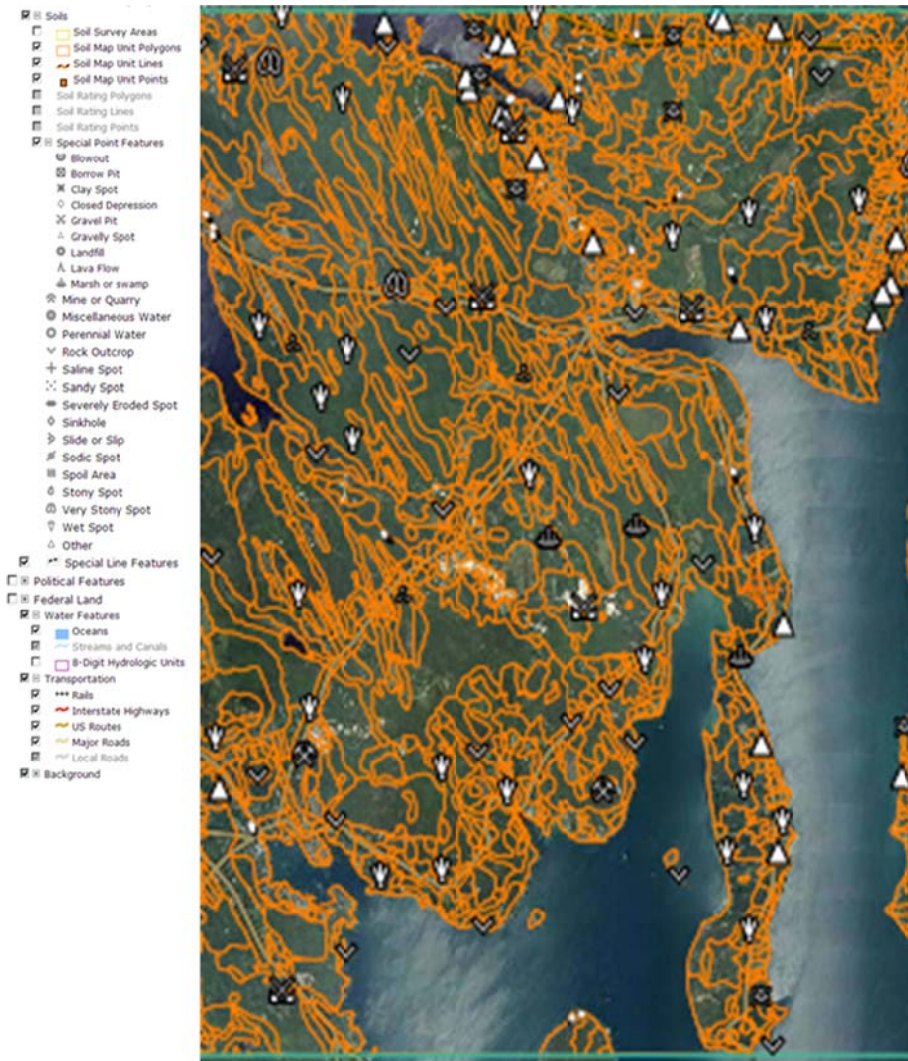
Source: Surry Tax Maps

Map 6 – Soil Potential Ratings



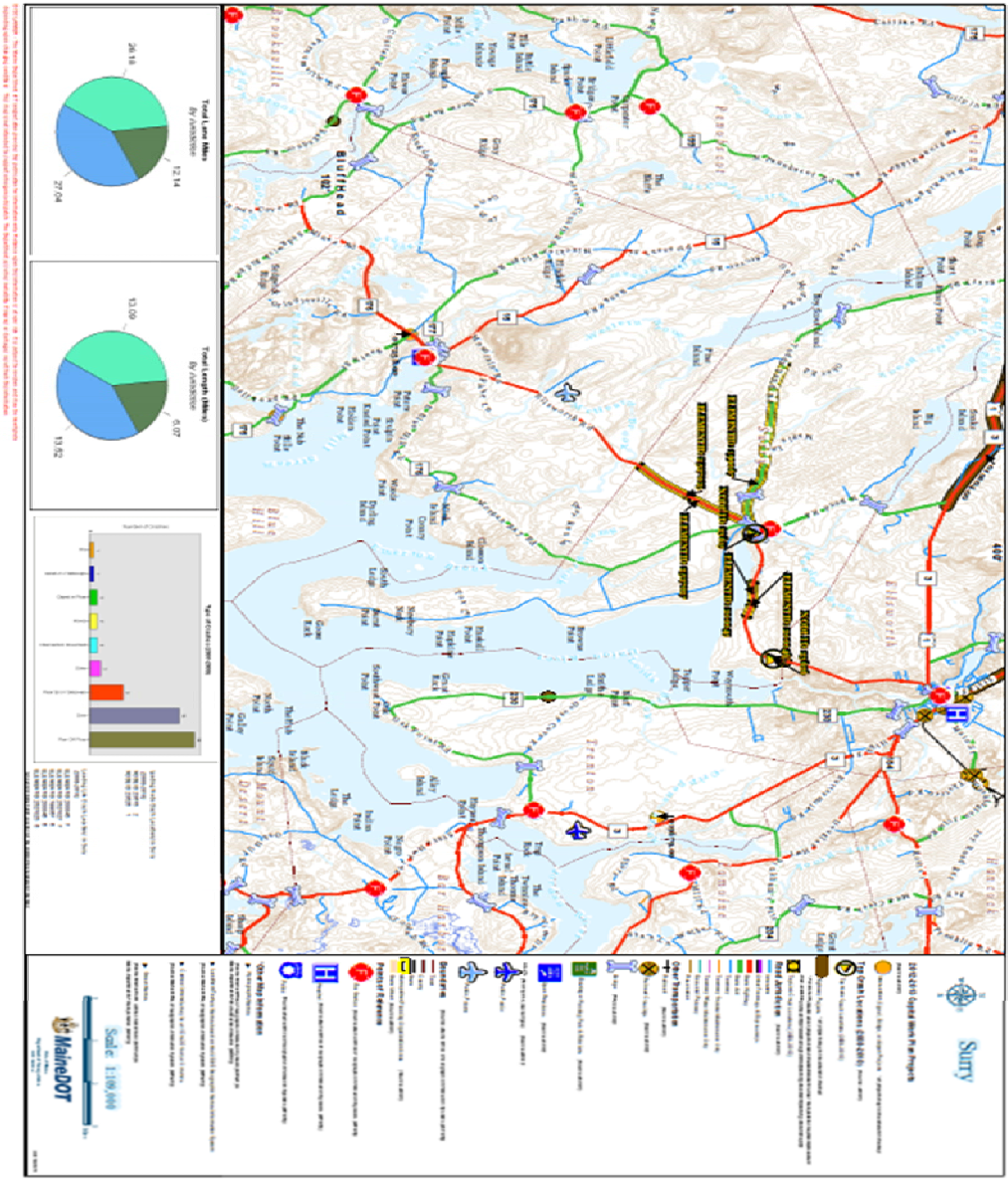
Source: Hancock County Planning Commission

Map 7 - Conservation Map



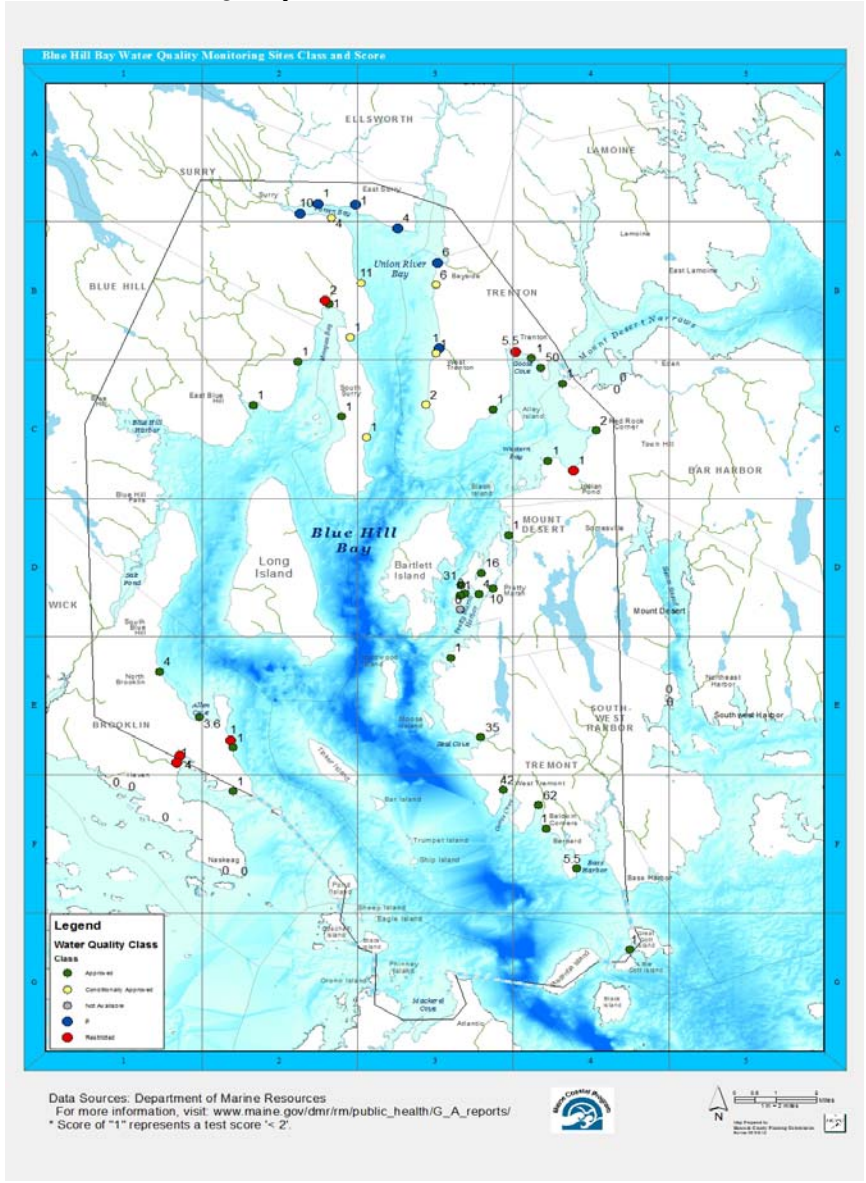
Source: USDA

Map 8 – Transportation Map



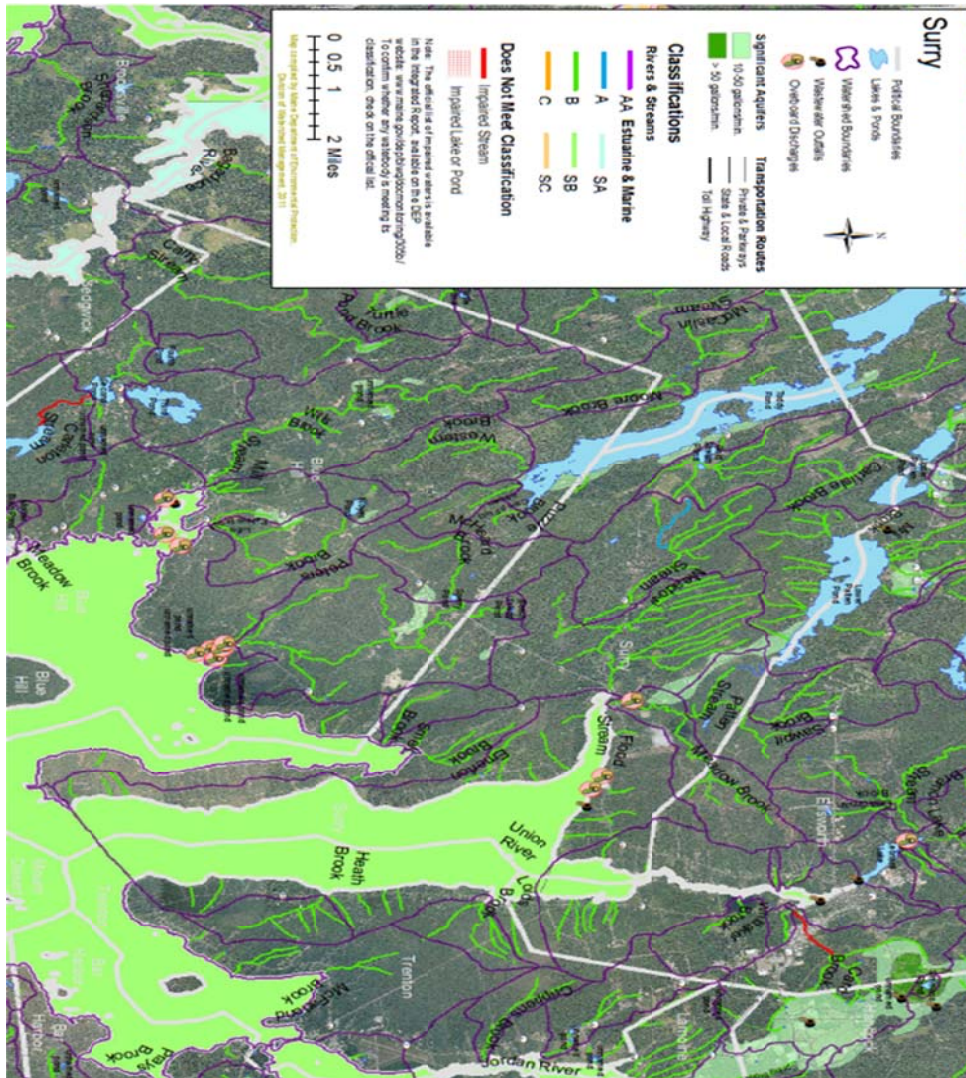
Source: Maine Department of Transportation

Map 9 – Marine Water Quality



Source: Maine Department of Marine Resources

Map 10 – Surry Watersheds



Source: Maine Department of Environmental Protection

Map 11 – Surry Constraints



Source: Maine State Planning Office

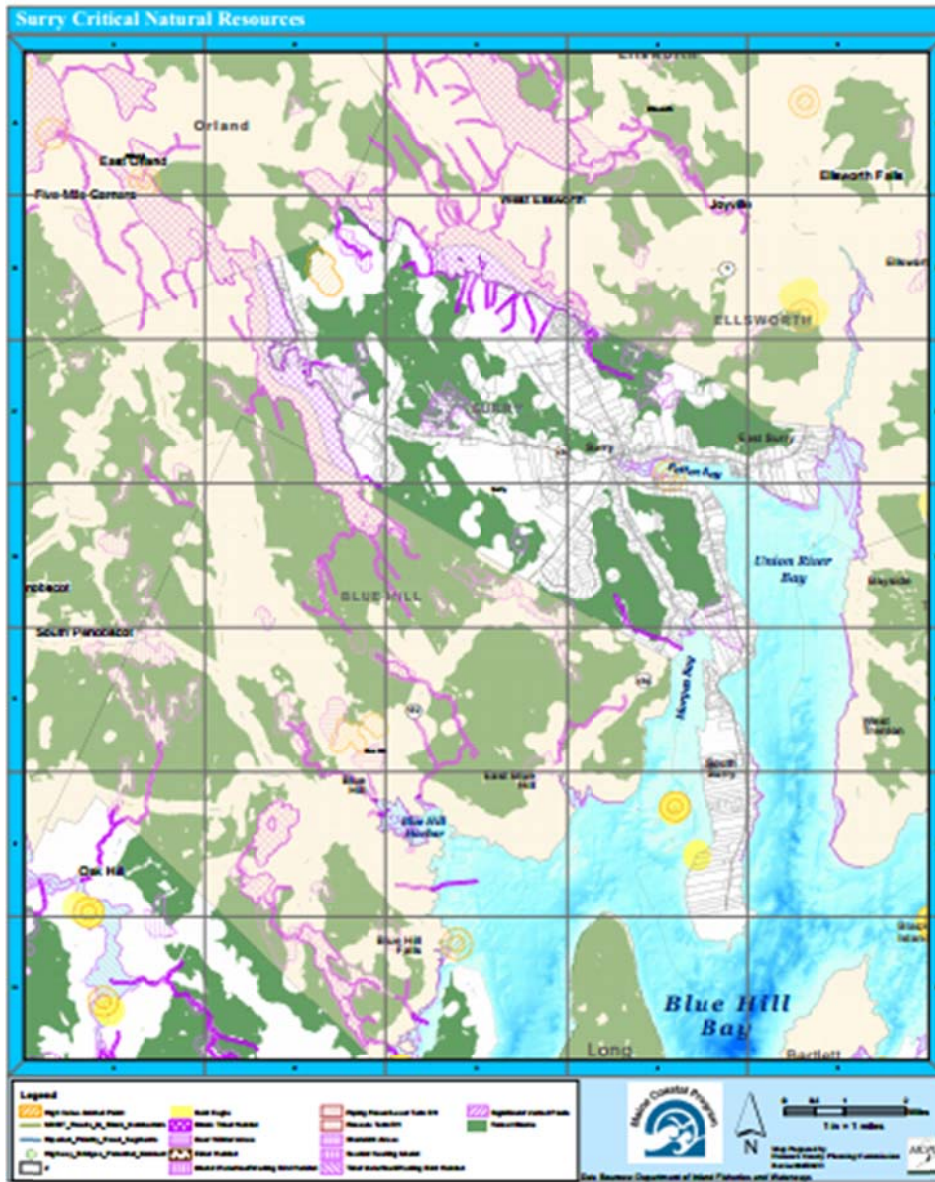
Map 12 – Agricultural Resources



Source: Maine State Planning Office

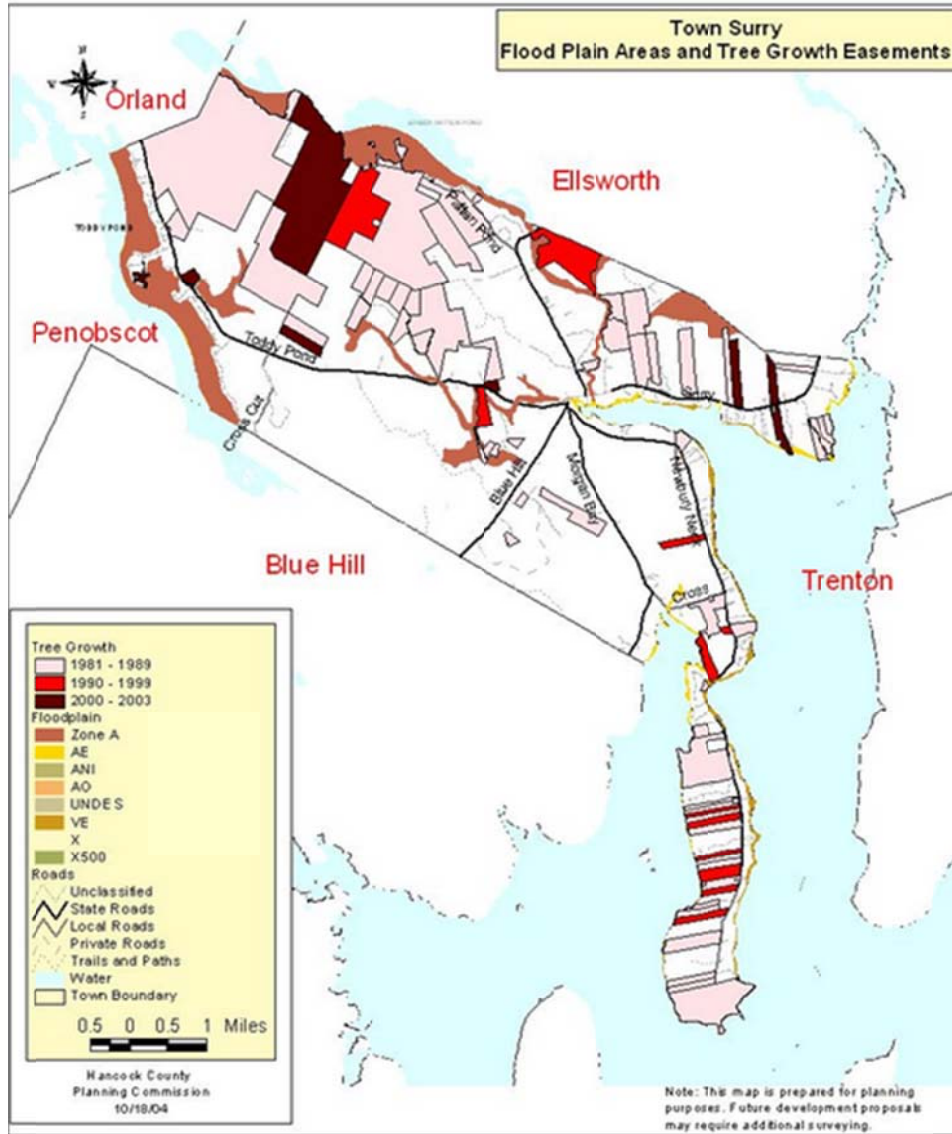


Map 13 – Critical Natural Resources (available at [http://www.hpcme.org/surry/SurryCriticalNaturalResources\\_42413.pdf](http://www.hpcme.org/surry/SurryCriticalNaturalResources_42413.pdf) )



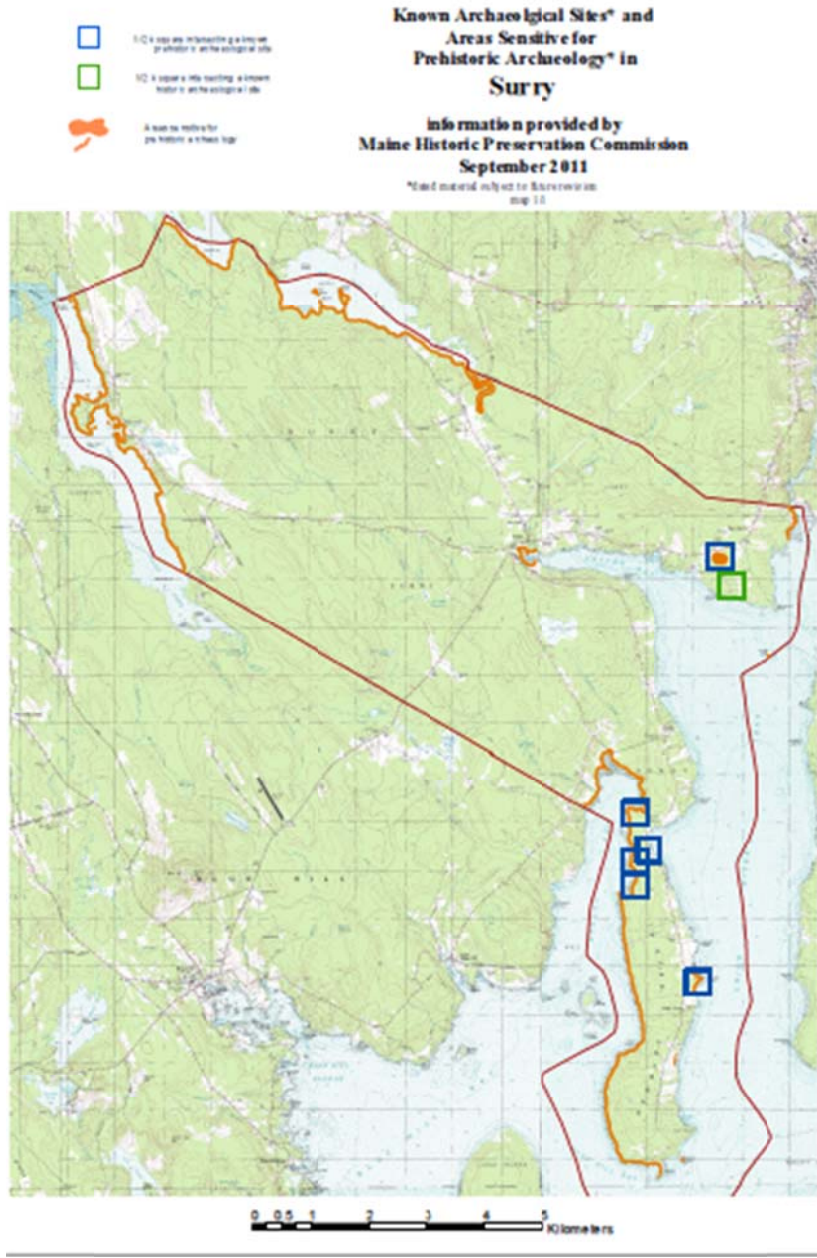
Source: Hancock County Planning Commission

Map 14 – Tree Growth



Source: Hancock County Planning Commission

Map 15 – Archaeological and Historical Resources



Source: Maine Historic Preservation Commission

# **APPENDIX I**

## **Resident/Taxpayer Survey**



### Purpose of This Survey

Your Committee, made up of Surry residents, is in the process of revising and updating the Comprehensive Development Plan for Surry. This is being done at the request of the Selectmen in order to comply with state law that encourages comprehensive planning for a variety of reasons such as to control “development sprawl.” Earlier this year a survey was sent to all residents about the future development in Surry. The response was limited (58 responses).

In July and August of this year, the Comprehensive Development Plan Committee held several workshops for residents to express their desires and concerns regarding future development in Surry. Attendance at these workshops was encouraging (55 townspeople), but still represented only a small percentage of the population. As expected, a few of the details in the proposal generated the most discussion. A 13 page summary plus a DRAFT of Part II of the plan were distributed to attendees and these documents are available either online from the Surry town website (<http://surry.govoffice.com/>) or paper copies are available at the Surry Town Office. Also maps of the current land use zones and proposed changes in land use zones are available online or at the Town Office and are included with this survey. The Committee would like to obtain a broader understanding of how residents feel about future development in Surry, hence this survey.

We hope you will help us produce a Comprehensive Plan that reflects the concerns of the majority of the residents of Surry so that we can finalize the proposal and submit it to the state for approval before it comes to a vote of the Town.

Please help us in this important process. After you review the material, please complete the brief check-off questionnaire and return it either by mail, or directly to the Town Office, or to any committee member or Selectman by **November 30**.

If you have any questions, please call any committee member (see below) or e-mail your questions/comments to [surrycompplan@roadrunner.com](mailto:surrycompplan@roadrunner.com)

### Pros and Cons of Key Proposals

Proposed changes to land use would allow smaller minimum lot sizes in the Village and Residential Growth zones (from 40,000 square feet or ~one acre, to 20,000 square feet, **if** adequate water supply and sewage disposal are available).

Reasons for recommending this:

- 1). To encourage population growth closer to Town services.
- 2). To permit more affordable housing.

#### Pro

- To increase the population within walking distance of services – school, stores, Town Office, Post Office.
- To decrease travel distances for school buses, fire and ambulance services.
- Might help attract some young families to settle in town.
- To help the Village center thrive.

#### Con

- Possible traffic congestion and parking issues.
- Could impact water table in Village.
- Possible waste water disposal issues
- Possible increased costs for infrastructure (sidewalks, storm drains, lighting...)

(See Map 3 for current zoning map of Surry)

-2-

Another proposed change to land use is to increase the minimum lot size in the Rural zone (from 40,000 square feet to 3 acres).

Note – The Rural zone **does not** include the Shoreland zone, which is the first 250 feet from the mean high water line for both fresh and saltwater.

Reasons for recommending this:

- 1). To maintain the rural nature of the town
- 2). To discourage dense population growth farther away from state highways and town roads and services.

Pro

- To decrease travel distances for school buses, fire and ambulance services.
- To avoid significant increase in traffic on our rural roads.
- Could reduce stress on the water table, especially in areas near salt water.
- To acknowledge and conform to the state recommendation to reduce sprawl.
- To limit uncontrolled growth.

Con

- Will limit the amount of land divisions **some** land owners can do **after** this proposal is approved and **after** the Unified Development Ordinance(UDO) is subsequently updated to reflect the terms of this proposal. (estimated date for UDO update is Spring 2014, until then 1 acre lots could be created in the Rural zone and would be grandfathered in)

We hope that as you answer these questions, you will consider both:

- a). Your own property and your family's interests; and
- b). the long term good of the Town.

We thank you for your consideration and your help with this project!

Surry Comprehensive Development Plan Committee-

Ted Fletcher	667-9475	Joe Hermans	667-4387
Dave Hollenberg	667-4260	Patricia Jencks	667-5416
Walter Kane	667-5127	Scarlet Kinney	664-0752
Kit Lane	667-9858	Jean Moon	667-1583
Valerie Moon	667-1583	Sandra Smallidge	667-8494
Sue Sokol	667-8089	Joe Stockbridge	667-1283
Dan Sullivan	667-0063		

(see Future Land Use Map, Map 4)

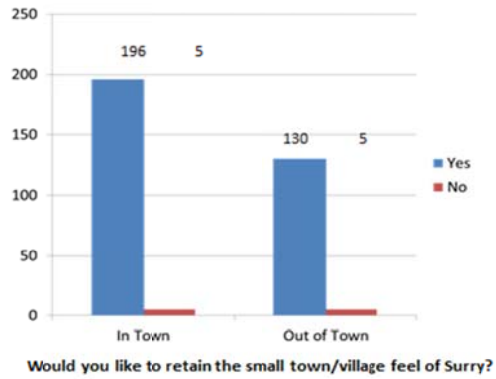
-3-

### Survey Questions

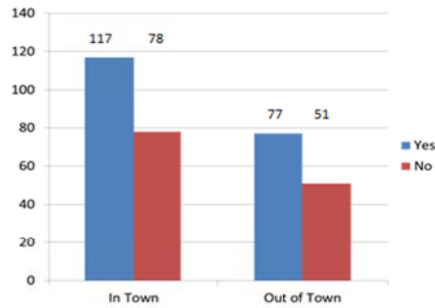
Below are listed some specific questions regarding the possible future development issues facing Surry. Please circle or check your response.

1. Would you like to retain the small town/village feel of Surry?  
YES                      NO
  
2. Would you like to see more commercial/business development in Surry?  
YES                      NO
  
3. If in favor of business development, what type would you like to see?  
Home based businesses                      Small commercial businesses  
  
Large chain stores                      Light Industrial                      Heavy Industrial
  
4. Is maintaining a rural and quiet feel of the town important to you?  
YES                      NO
  
5. Is it necessary to protect and preserve natural resources in Surry? This includes maintaining natural habitats for wildlife, preserving and enhancing use of our waterways and coastlines, and protecting/preserving our water supplies.  
YES                      NO
  
6. Would you be FOR or AGAINST encouraging residential development in the Village Area (roughly the area from the Surry Playhouse Road to the intersection of 172 and Morgan Bay Road and north to just past Murphy Road, colored pink on the Future Land Use map)?  
FOR                      AGAINST
  
- 6a.. In the Village zone, do you favor?  
\_\_\_ **current** 40,000 square foot (0.92 acre) minimum lot size  
\_\_\_ proposed 20,000 square foot (0.46 acre) minimum lot size  
Comments \_\_\_\_\_
  
7. In the Roadside Residential zone (the area colored green on the 2012 Future Land Use Map), do you favor?  
\_\_\_ **current** one acre minimum lot size (43,560 square feet)  
\_\_\_ proposed 20,000 square foot minimum lot size  
Comments \_\_\_\_\_
  
8. In the Rural zone (the area colored white on the 2012 Future Land Use Map), do you favor?  
\_\_\_ **current** 40,000 square foot minimum lot size  
\_\_\_ proposed 3 acre minimum lot size  
\_\_\_ a compromise 2 acre minimum lot size  
\_\_\_ some other lot size    Please specify \_\_\_\_\_

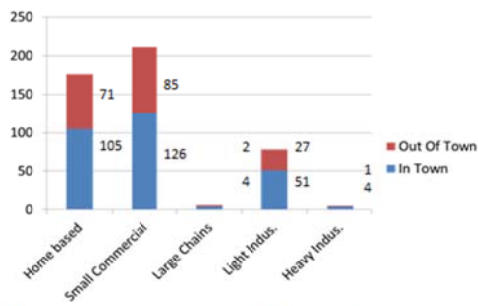
Please fold survey in thirds so that the town address is displayed, affix postage and tape the open edge if returning by mail.



Would you like to retain the small town/village feel of Surry?



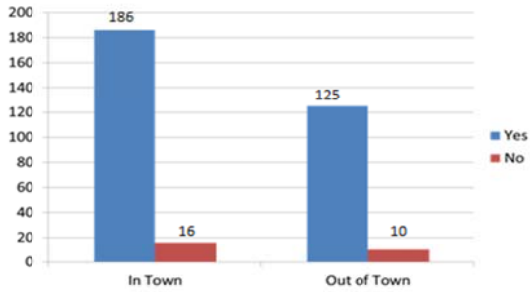
Would you like to see more commercial/business development in Surry?



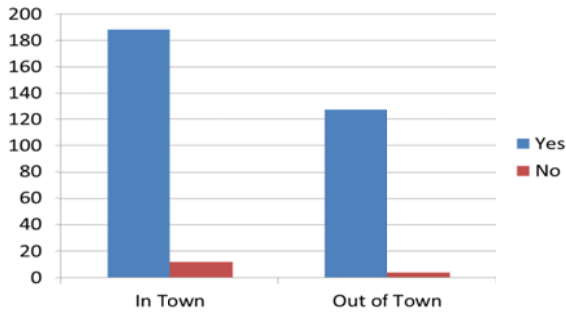
If in favor of business development, what type would you like to see?

\*\*Numbers above or beside bars indicate number of responses

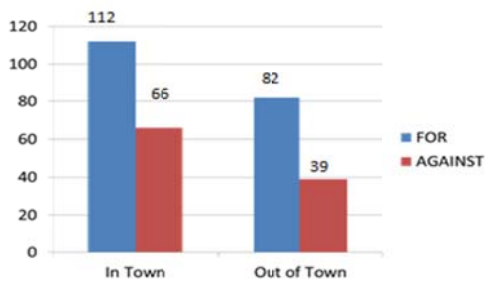




Is maintaining a rural and quiet feel of the town important to you?

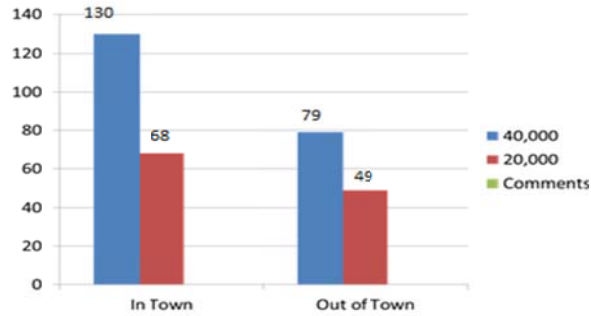


Is it necessary to protect and preserve natural resources in Surry?

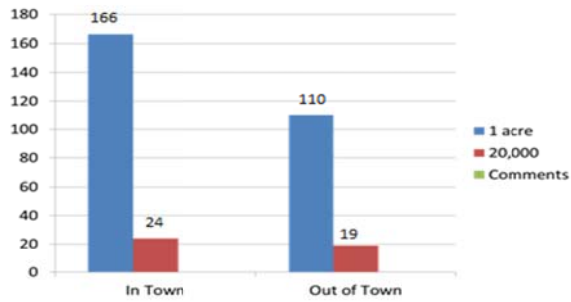


Would you be FOR or AGAINST encouraging residential development in the Village Area?

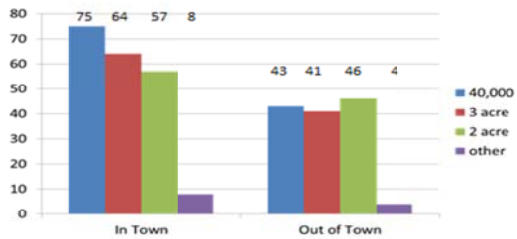
\*\*Numbers above bars indicate number of responses



In the Village zone do you favor 40,000 square foot minimum of 20,000 square foot minimum?



In the Roadside Residential zone do you favor 1 acre minimum of 20,000 square foot minimum lot size?



In the Rural zone, do you favor 40,000 ft-2 minimum lot, 3 acre, 2 acre, or other?

\*\*Numbers above bars indicate number of responses

## **APPENDIX II**

### **Relevant Portions of Current Unified Development Ordinance As Amended on 4/25/2011**

V. LAND USE DISTRICTS & REQUIREMENTS

1. Village District

A. The purpose of the Village district is to:

- (1) Provide an area for additional growth within the Town of Surry, while maintaining the traditional character of the existing village;
- (2) Encourage a variety of single and two family housing and light commercial uses that are compatible with the scale and intensity of uses found in this area;
- (3) Promote pedestrian travel and street life by encouraging houses, shops, workplaces and public places in close proximity;
- (4) Support ways which equitably and efficiently serve pedestrians, cyclists and drivers;
- (5) Minimize visual and functional conflicts between residential and non-residential uses within and abutting the District;
- (6) Promote a pattern of development which permits an efficient delivery of municipal services.

B. Permitted Uses with a Permit from the Code Enforcement Officer:

Residential:

- (1) Single family detached units, two family dwellings, accessory residential uses, including
- (2) Home occupations, and
- (3) Accessory structures consistent with permitted uses.

C. Permitted Uses Subject to Site Plan Review:

- (1) Commercial: retail uses of 3000 square feet or less, professional offices and personal service shops of less than 2000 square feet, mixed use structures or developments containing dwelling units and other permitted commercial uses no more than 100 sq. ft., craft shops, flower and vegetable stands growing or making articles for sale at retail on the premises, bed and breakfast inns having three or less rooms for rent.
- (2) Civic: schools, libraries, churches, Town offices, and services and related uses.
- (3) Bed and breakfast inns having more than three rooms for rent;
- (4) Nursery schools and day care centers
- (5) Restaurants

D. Prohibited Uses:

- (1) Including no multi-family, industrial uses, wholesale, manufacturing
- (2) Uses which attract high volumes of vehicular traffic (any access with more than 200 vehicle trips per day but less than peak hour volume of 50 vehicle trips or greater)
- (3) Commercial animal breeding or care unless carried out within the home as a home occupation
- (4) Shopping centers
- (5) Convenience stores with or without gasoline service pumps are exempt from (2) above and are permitted subject to Site Plan Review
- (6) Telecommunications facilities and towers unless attached to an existing structure

E. Dimensional Requirements per Principal Structure or Dwelling Unit:

- (1) Minimum lot size: 1 acre
- (2) Minimum road frontage if adjacent to a road: 100 feet.
- (3) Minimum yard setback requirements: front ( portion of the lot which abuts a road) - 60', side - 15', rear - 25'
- (4) Maximum building height: 35 feet
- (5) Maximum lot non-vegetated coverage: 20%
- (6) Lots and uses proposed in the shoreland zone area shall comply with the shoreland areas dimensional requirements

F. Other:

- (1) Provided soil conditions are suitable for the proposed use as determined by a qualified soils scientist, an additional 20% lot coverage bonus and lot size reduction may be granted by the Planning Board when provision is made for public access to open space or other special features of the site, when landscape plantings (shade trees and other plant materials in accordance with section V.4: subsection 16) are provided along street frontage occupied by the proposed use in the Village District, and when building designs are in keeping with the predominant architectural features of a traditional village.
- (2) Cluster developments are encouraged on the best soil types for any given lot within this District, in accordance with the provisions of Section V.4: subsection 2.

2. Roadside Commercial District

A. Purpose:

The purpose of the Roadside Commercial District is to provide an area within the Community which is conveniently located with respect to transportation and municipal services, and where other conditions are favorable to the development of business; and at the same time, carefully planned to avoid traffic congestion and other problems from over development along roadways and to prevent undesirable conflicts with residential uses.

The purpose of this District is also to provide space for more intensive commercial uses that are not compatible in the Village area and that require large areas of land, high levels of traffic and/or access to major road ways.

B. Permitted Uses & Uses Subject to Site Plan Review Procedures

(Because of the potential impact on the Community of the type of uses for which this District has been established, the Planning Board shall review all uses proposed in this District under its Site Plan Review procedures.)

auto repair, sales	parking and loading facilities	boarding, lodging
boat building, repair	building materials, retail sales	commercial school
firewood processing	gasoline service station	hotel/motel
indoor theatre	kennel, stable, veterinary hospital	restaurants
offices: business ,professional, medical	telecommunications facilities and towers (subject to review under the telecommunications and tower provisions)	neighborhood convenience store -off street
retail business	Publishing and printing service	recycling operations
shopping center	service business	day care
sawmill	wholesale business	museum, library
transportation and communications facilities	amusement facility, commercial recreation	civic convention centers, clubs community centers
church, synagogue, parish house	warehousing and storage	farm stands
animal breeding or care	group homes, hospice, nursing homes, hospital	forestry
government office	campground	public, private school

C. Prohibited Uses:

- (1) Heavy industry: processing, manufacturing, compounding, treatment assembly or other
- (2) Junkyards, salvage operations, automobile graveyards;

- (3) Storage of explosives, hazardous wastes and/or poisonous gases or known toxic materials, in amounts beyond immediate needs; (immediate needs - small quantities of substances used in day to day operations);
- (4) Bulk oil and fuel storage tanks, except those allowed as part of the operation of a permitted use;
- (5) Animal and fish processing, packaging/storage operations.
- (6) Trucking distribution terminal
- (7) Residential single family, detached dwelling units at a density of more than one dwelling unit per five acres

D. Dimensional Requirements per Principal Structure or Dwelling Unit:

- (1) Minimum Lot size: 1 acre
- (2) Minimum road frontage if adjacent to a road: 200 feet.
- (3) Minimum Setbacks: front yard - 60', side yard - 10', rear yard - 10'
- (4) Maximum Building Height: 35 feet
- (5) Maximum Lot coverage: 50%

E. Other:

- (1) The Town recognizes that regulating the maximum number of curb cuts relative to the length of available highway frontage limits the number of conflict areas and provides turning drivers more time and distance to execute their maneuvers. The result is not only a reduction in the frequency of conflicts, but also the severity of conflicts is decreased because deceleration requirements are lessened. Therefore the number of new curb cuts per mile of highway in this district is generally limited to one per lot of record at the time of enactment of this Ordinance. Additional curb cuts may be allowed, but no more than one additional per mile, and only upon Planning Board review under the provisions of Section V.4 of this Ordinance..
- (2) Parking areas shall be designed and landscaped, in accordance with Section V.4: subsection 16, and so as to fit harmoniously within the landscape. In meeting this requirement applicants are encouraged to build small areas devoted to parking, which are located to the side or rear of proposed structures in relation to abutting roads and are separated by appropriate landscaping to avoid building large parking areas along the highway.
- (3) Signs. See Section V.4: subsection 5.

3. Residential Growth District

A. Purpose:

The purpose of the Residential District is to provide an area within the Town of Surry for moderate density residential uses.

B. Permitted Uses with CEO or Planning Board Permit:

- (1) Single family dwellings and modular homes
- (2) Two family dwellings
- (3) Manufactured housing
- (4) Home occupations
- (5) Accessory structures consistent with permitted uses

C. Permitted Uses Subject to Site Plan Review:

- (1) Day care centers
- (2) Neighborhood convenience stores
- (3) Mobile home park subdivisions
- (4) Telecommunications facilities and towers (also subject to review under the telecommunication facilities and tower provisions).

D. Prohibited Uses:

Commercial & industrial uses

E. Dimensional Requirements per Principal Structure or Dwelling Unit:

- (1) Minimum lot size: one acre
- (2) Minimum road frontage if adjacent to a road: 150 feet.
- (3) Minimum setbacks: front yard - 60', side yard - 15', rear yard - 15'
- (4) Maximum building height: 35 feet
- (5) Maximum coverage by structure: 25%

F. Other:

- (1) If a project in this District is a cluster subdivision the minimum lot size and minimum lot area per dwelling unit may be reduced by twenty-five percent (25%) if public access is provided to areas designated by the Town as having open space or natural resource value.
- (2) Cluster development is encouraged on the best soil types within this District, in accordance with Section V.4: subsection 2.

4. Rural District

A. Purpose:

The purpose of the Rural District is to allow limited residential development along existing Town roads while protecting natural resources and the character of the rural areas. A contiguous, net development acreage area of 40,000 square feet minimum will be required. Road frontage of 150 feet or greater will be required for each



developable parcel. Maintenance of a forested buffer zone at least one half the distance of the applicable setback will be required between any dwellings and the roadway.

B. Permitted Uses with a CEO or Planning Board Permit:

- (1) Single family and two family dwelling units
- (2) Home occupations
- (3) Public buildings
- (4) Single family seasonal dwellings
  1. Minor and major subdivisions
  2. Manufactured housing
  3. Accessory structures consistent with the uses permitted

C. Uses Subject to Site Plan Review:

- (1) Multi-family dwellings
- (2) Private recreational facilities
- (3) Cemeteries
- (4) Campgrounds
- (5) Mineral extraction, to include gravel pits, quarries, and sand pits
- (6) Offices
- (7) Motels
- (8) Public outdoor Recreational facilities
- (9) Convenience stores
- (10) Nursery and greenhouses
- (11) Sale of gasoline in conjunction with retail sales of groceries
- (12) Automobile graveyards
- (13) Telecommunications facilities and towers (also subject to review under the telecommunication facilities and tower provisions).
- (14) Any use of the same general character as above (permitted uses and uses subject to site plan review), consistent with the Town's Comprehensive Plan.

D. Prohibited Uses:

Uses which are not allowed as permitted uses or uses permitted under site plan review are prohibited.

E. Dimensional Requirements per Principal Structure or Dwelling Unit:

- (1) Minimum lot size: 40,000 sq feet of net development areas as determined in Section V.1: subsection 4.
- (2) Minimum road frontage if adjacent to a road: 150 feet.
- (3) Minimum setbacks:
  1. Front yard - 60 feet
  2. Side yards - 10 feet

- 3. Rear yard - 10 feet
- (4) Maximum building height: 35 feet
- (5) Maximum lot coverage: 20%

5. Forestry & Agricultural District

A. Purpose:

The purpose of the Forestry and Agricultural District is to designate an area in Town where sound forestry and agricultural management practices will be encouraged and where fragmentation of large tracts of land in agricultural or forestry resource production will be discouraged. Prime forest and agricultural soils, areas currently inaccessible or not in current use, and areas currently being used for commercial forest and agricultural production are the principal criteria used in determining the boundaries for this District. Major subdivisions are prohibited in this District and a contiguous, net development area of 40,000 square feet will be required for permitted uses which include principal structures.

B. Permitted Uses with a CEO or Planning Board Permit:

- (1) Single family and two family dwelling units
- (2) Single family seasonal dwellings
- (3) Minor subdivisions
- (4) Accessory structures consistent with the uses permitted
- (5) Home occupations

C. Uses Subject to Site Plan Review:

- (1) Buildings and roadway construction related to commercial agricultural and forestry operations and minor subdivisions.
- (2) Private recreational facilities
- (3) Cemeteries
- (4) Campgrounds
- (5) Mineral extraction, to include gravel pits, quarries, and sand pits
- (6) Public outdoor recreational facilities
- (7) Convenience stores
- (8) Nursery & greenhouses
- (9) Sale of gasoline in conjunction with retail sales of groceries
- (10) Automobile graveyards
- (11) Telecommunications facilities and towers (also subject to review under the telecommunication facilities and tower provisions).
- (12) Any use of the same general character as above (permitted uses and uses subject to site plan review), consistent with the Town's Comprehensive Plan.

D. Prohibited Uses:

Uses which are not allowed as permitted uses or uses permitted under site plan review are prohibited.

E. Dimensional Requirements per Principal Structure or Dwelling Unit:

- (1) Minimum lot size: 40,000 sq feet of net development areas as defined in Section V.1: subsection 4.
- (2) Minimum road frontage if adjacent to a road: 150 feet.
- (3) Minimum setbacks:
  - 1. Front yard - 60 feet
  - 2. Side yards - 10 feet
  - 3. Rear yard - 10 feet
- (4) Maximum building height: 35 feet
- (5) Maximum lot coverage: 20%

F. Other:

- (1) Cluster developments are on soil types other than prime agricultural soils are encouraged in accordance with Section V.4: subsection 2.
- (2) For parcels that contain only prime agricultural soils, cluster developments on these soils are mandatory with a 50% density bonus to be granted on each lot or dwelling unit by the Planning Board.

6. Resource Protection District - Refer to Town of Surry Official Zoning Map dated 3/26/02 or more current version.

A. Purpose:

- (1) To further the maintenance of safe and healthful conditions and the general welfare; prevent and control water pollution; protect spawning grounds, fish, aquatic life, bird and other wildlife habitat; control building sites, placement of structures and land uses; and conserve shore cover, visual as well as actual points of access to inland waters, and natural beauty.
- (2) To protect the most vulnerable shoreland areas of all water bodies and other areas in which land uses would adversely affect water quality, productive habitat, biological systems, or scenic and natural values, and to discourage development in unsafe or unhealthful areas.

Refer to Section V.2: subsection 6 for further clarification.

B. Permitted Uses:

See Table I. Land Uses in the Town of Surry

C. Prohibited Uses:

See Table I. Land Uses in the Town of Surry

7. Stream Protection District - Refer to Town of Surry Official Zoning Map dated 3/26/02 or more current version.

A. Purpose:

To provide a minimal protective buffer area in order to control water quality of the streams and/or their receiving waterbodies or wetlands, and to enhance the recreational and economic value of these areas.

Refer to Section V.2: subsection 6 for further clarification.

B. Permitted Uses:

See Table I. Land Uses in the Town of Surry

C. Prohibited Uses:

See Table I. Land Uses in the Town of Surry

8. Limited Residential District – refer to Town of Surry Official Zoning Map dated 3/26/02 or more current version.

The Limited Residential District includes those areas suitable for residential and recreational development. It includes areas other than those in the Resource Protection District, or Stream Protection District, and areas which are used less intensively than those in the Limited Commercial District, the General Development Districts, or the Commercial Fisheries/Maritime Activities District.

9. Commercial Fishery Marine Activity District – refer to Town of Surry Official Zoning Map dated 3/26/02 or more current version.

The Commercial Fisheries/Maritime Activities District includes areas where the existing predominant pattern of development is consistent with the allowed uses for this district as indicated in the Table of Land Uses, and other areas which are suitable for functionally water-dependent uses, taking into consideration such factors as:

- (1) Shelter from prevailing winds and waves;
- (2) Slope of the land within 250 feet, horizontal distance, of the shoreline;
- (3) Depth of the water within 150 feet, horizontal distance, of the shoreline;

- (4) Available support facilities including utilities and transportation facilities;
- (5) Compatibility with adjacent upland uses.

All land uses activities, as indicated in Table 1, Land Uses in the Town of Surry, shall conform with all of the **applicable** land use standards in this Ordinance and any other applicable state or federal laws and regulations. The district designation for a particular site shall be determined from the Official Zoning Map.

Key to Table I. Land Uses in the Town of Surry (Including the Shoreland Zone):

- Yes - Allowed (no permit required but the use must comply with all applicable land use standards.)
- No - Prohibited
- PB - Allowed with permit issued by the Planning Board.
- CEO - Allowed with permit issued by the Code Enforcement Officer
- LPI - Allowed with permit issued by the Local Plumbing Inspector

Districts:

- VL 1. Village
- RC 2. Roadside Commercial
- RG 3. Residential Growth
- RU 4. Rural
- F&A 5. Forestry and Agricultural
- SP Stream Protection
- RP Resource Protection
- LR Limited Residential Activities
- CFMA Commercial Fisheries/Maritime Activities

TABLE 1. LAND USES IN THE TOWN of SURRY (including the SHORELAND ZONE)

LAND USES	LAND USE DISTRICTS					SHORELAND ZONES			
	1-VL	2-RC	3-RG	4-RU	5-F&A	SP	RP	LR	CFMA
1. Non-intensive recreational uses not requiring structures such as hunting, fishing and hiking	YES	YES	YES	YES	YES	YES	YES	YES	YES
2. Motorized vehicular traffic on existing roads and trails	YES	YES	YES	YES	YES	YES	YES	YES	YES
3. Forest management activities except for timber harvesting & land management roads	YES	YES	YES	YES	YES	CEO	CEO	YES	YES
4. Timber harvesting	YES	YES	YES	YES	YES	YES	CEO	YES	YES
5. Clearing or removal of vegetation for (approved construction and other allowed uses) activities other than timber harvesting	YES	YES	YES	YES	YES	CEO	CEO <sup>1</sup>	YES	YES
6. Fire prevention activities	YES	YES	YES	YES	YES	YES	YES	YES	YES
7. Clearing of Vegetation prior to approved development	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
8. Wildlife management practices	YES	YES	YES	YES	YES	YES	YES	YES	YES
9. Soil and water conservation practices	YES	YES	YES	YES	YES	YES	YES	YES	YES
10. Mineral exploration <sup>14</sup>	YES <sup>2</sup>	YES	YES	YES <sup>2</sup>	YES	NO	YES <sup>2</sup>	YES <sup>2</sup>	YES <sup>2</sup>
11. Mineral extraction including sand and gravel extraction <sup>14</sup>	PB	PB	PB	PB	PB	NO	PB <sup>3</sup>	PB	PB
12. Surveying and resource analysis	YES	YES	YES	YES	YES	YES	YES	YES	YES
13. Emergency operations	YES	YES	YES	YES	YES	YES	YES	YES	YES
14. Agriculture	YES	YES	YES	YES	YES	YES	PB	YES	YES
15. Aquaculture	YES	YES	N/A	PB	N/A	PB	PB	PB	PB
16. Principal structures and uses	CEO	CEO	CEO	CEO	CEO <sup>18</sup>	PB <sup>4</sup>	PB <sup>9</sup>	PB	NO
A. One and two family residential, including driveways									
B. Multi-unit residential	NO	PB <sup>13</sup>	NO	PB	PB	NO	NO	PB	NO
C. Commercial	PB <sup>15</sup>	PB <sup>13</sup>	NO <sup>16</sup>	PB <sup>17</sup>	PB <sup>6</sup>	NO	NO <sup>10</sup>	NO <sup>10</sup>	PB <sup>5</sup>
D. Industrial	NO	PB <sup>5</sup>	NO	NO	NO	NO	NO	NO	PB <sup>5</sup>
E. Governmental and institutional	PB <sup>15</sup>	PB	NO	NO	CEO <sup>6</sup>	NO	NO	PB	PB <sup>5</sup>
F. Small non-residential facilities for educational, scientific, or nature interpretation purposes	CEO	CEO	PB	CEO	CEO	PB <sup>4</sup>	PB	CEO	PB <sup>5</sup>
G. Demolition of Principal Structures	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
17. Structures accessory to allowed uses	CEO	CEO	CEO	CEO	CEO	PB <sup>4</sup>	PB <sup>4</sup>	CEO	CEO
18. Piers, docks, wharfs, bridges and other structures; uses extend over or below the normal high-water line or within a wetland									
A. Temporary	N/A	N/A	N/A	N/A	N/A	CEO <sup>11</sup>	CEO <sup>11</sup>	CEO <sup>11</sup>	CEO <sup>11</sup>
B. Permanent	N/A	N/A	N/A	N/A	N/A	PB	PB	PB	PB <sup>5</sup>
19. Lots not otherwise subject to Planning Board review through subdivision or site plan review board standards	PB	PB	PB	PB	PB	PB	PB	PB	PB
20. Conversions of seasonal residences to year-round residences	LPI	LPI	LPI	LPI	LPI	LPI	NO	LPI	NO
21. Home occupations	PB <sup>18</sup>	PB	CEO	PB <sup>18</sup>	PB <sup>18</sup>	PB	NO	PB	PB
22. Private sewage disposal systems for allowed uses	LPI	LPI	LPI	LPI	LPI	LPI	NO	LPI	LPI

LAND USES	LAND USE DISTRICTS					SHORELAND ZONES			
	1-VL	2-RC	3-RG	4-RU	5-F&A	SP	RP	LR	CFMA
23. Essential services	PB	PB	PB	PB	PB	PB <sup>6</sup>	PB <sup>6</sup>	PB	PB
A. Roadside distribution lines (34.5kV and lower)	YES	YES	YES	YES	YES	CEO <sup>6</sup>	CEO <sup>6</sup>	YES <sup>12</sup>	Formatted Table
B. Non-roadside or cross-country distribution lines involving ten poles or less in the shoreland zone	PB	PB	PB	PB	PB	PB <sup>6</sup>	PB <sup>6</sup>	CEO	CEO
C. Non-roadside or cross-country distribution lines involving eleven or more poles in the shoreland zone	PB	PB	PB	PB	PB	PB <sup>6</sup>	PB <sup>6</sup>	PB	PB
D. Other essential services	PB	PB	PB	PB	PB	PB <sup>6</sup>	PB <sup>6</sup>	PB	PB
24. Service drops, as defined, to allowed uses	YES	YES	YES	YES	YES	YES	YES	YES	YES
25. Public and private recreational areas involving minimal structural development.	CEO	CEO	NO	PB <sup>18</sup>	CEO	PB	PB	PB	CEO <sup>5</sup>
26. Individual, private campsites	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
27. Campgrounds	NO	PB	NO	PB	PB	NO	NO <sup>7</sup>	PB	NO
28. Roadside and Driveway	CEO	CEO	CEO	CEO	CEO	PB	NO <sup>8</sup>	PB	PB <sup>5</sup>
29. Land management roads	YES	YES	YES	YES	YES	YES	PB	YES	YES
30. Parking facilities	PB	PB	PB	PB	PB <sup>18</sup>	NO	NO <sup>7</sup>	PB	PB <sup>5</sup>
31. Marinas	PB	N/A	N/A	PB	N/A	PB	NO	PB	PB
32. Filling and earth moving of <10 cubic yards	YES	YES	YES	YES	YES	CEO	CEO	YES	YES
33. Filling and earth moving of >10 cubic yards	CEO	CEO	CEO	YES	CEO	PB	PB	CEO	CEO
34. Signs	PB	PB	CEO	CEO	CEO	YES	YES	YES	YES
35. Telecommunications Facilities and Towers	NO	PB	PB	PB	PB	NO	NO	NO	NO
36. Land Subdivisions – Minor	PB	PB	PB	PB	PB	PB	PB	PB	NO
37. Land Subdivisions – Major	PB	PB	PB	PB	NO	PB	PB	PB	NO
38. Structural Subdivisions	PB	PB	PB	PB	NO	NO	NO	PB	NO
39. Mobile Home Park Subdivisions	NO	PB	PB	NO	NO	NO	NO	NO	NO
40. Mobile Home Parks	NO	PB	PB	NO	NO	NO	NO	NO	NO
41. Uses similar to allowed uses	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
42. Uses similar to uses requiring a CEO permit	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
43. Uses similar to uses requiring a PB permit	PB	PB	PB	PB	PB	PB	PB	PB	PB

FOOTNOTES:

<sup>1</sup>In RP not allowed within 75 feet horizontal distance, of the normal high-water line of great ponds, except to remove safety hazards.

<sup>2</sup>Requires permit from the Code Enforcement Officer if more than 100 square feet of surface area, in total, is disturbed.

<sup>3</sup>In RP not allowed in areas so designated because of wildlife value.

<sup>4</sup>Provided that a variance from the setback requirement is obtained from the Board of Appeals.

<sup>5</sup>Functionally water-dependent uses and uses accessory to such water dependent uses only.

<sup>6</sup>See further restrictions in Section V.2 (18).

The installation of essential services, other than road-side distribution lines, is not allowed in a Resource Protection or Stream Protection District, except to provide services to a permitted use

within said district, or except where the applicant demonstrates that no reasonable alternative exists.

## V. LAND USE DISTRICTS & REQUIREMENTS

Where allowed, such structures and facilities shall be located so as to minimize any adverse impacts on surrounding uses and resources, including visual impacts.

<sup>7</sup> Except when area is zoned for resource protection due to floodplain criteria in which case a permit is required from the PB.

<sup>8</sup> Except to provide access to permitted uses within the district, or where no reasonable alternative route or location is available outside the RP area, in which case a permit is required from the PB.

New roads and driveways are prohibited in a Resource Protection District except that the Planning Board may grant a permit to construct a road or driveway to provide access to permitted uses within the district. A road or driveway may also be approved by the Planning Board in a Resource Protection District, upon a finding that no reasonable alternative route or location is available outside the district. When a road or driveway is permitted in a Resource Protection District the road and/or driveway shall be set back as far as practicable from the normal high-water line of a water body, tributary stream, or upland edge of a wetland.

<sup>9</sup>Single family residential structures may be allowed by special exception only according to the provisions of Section III: subsection 8: Special Exceptions. Two-family residential structures are prohibited.

<sup>10</sup>Except for commercial uses otherwise listed in this Table, such as marinas and campgrounds that are allowed in the respective district.

<sup>11</sup>Excluding bridges and other crossings not involving earthwork, in which case no permit is required.

<sup>12</sup>Permit not required but must file a written "notice of intent to construct" with CEO.

<sup>13</sup>All permitted activities shall be subject to site plan review. See specific permitted and prohibited commercial and industrial uses in Section V for this district.

<sup>14</sup>Refer to Section V.2: subsection 19.

<sup>15</sup>See specific permitted and prohibited commercial, governmental and institutional uses in Section V for this district.

<sup>16</sup>Day care centers and neighborhood convenience stores are permitted subject to site plan review.

<sup>17</sup>See specific uses contained in the Rural District in Section V Commercial Land Uses within the Shoreland Zone are prohibited. Telecommunications and towers are prohibited from the Village, Resource Protection and Stream Protection Districts unless attached to an existing structure.

<sup>18</sup>Planning Board permit required if the use is in the shoreland zone. A CEO permit is required otherwise.