

Town of Surry

Comprehensive Plan

2024





Town of Surry

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Introduction

Surry's 2024 Comprehensive Plan is intended to express the vision of residents for the Town's future over the next decade, and to propose Strategies to achieve that vision.

In 2022, Surry's Select Board established a Comprehensive Plan Committee (CPC) composed of residents who had been nominated by a variety of active community committees and organizations.

The predominant opinion of residents is that the Town must balance "attainable" residential growth and compatible commercial development with preservation of the existing rural beauty and small-town atmosphere of Surry. Residents recognize the need to address pressing concerns such as climate change impacts while controlling property tax increases.

While the Plan recommends Goals and specific Strategies for the Town, it is not legally binding. If approved by the voters in November, the "responsible" organizations shown will determine a more specific timeframe for implementation of the Strategies. It is possible that some Strategies will be modified for any number of reasons. Select Board approval is required for implementation of some Strategies. Where those Strategies recommend additions or changes to the Surry Code of Ordinances (SCO), the Planning Board and/or an Ordinance Committee will develop appropriate language to be voted on by the Town's legislative body.

Surry's Select Board has expressed the desire to hold annual reviews of progress toward achieving the strategies shown.

The CPC hopes the Strategies will receive wide-spread approval; encourage more residents to take part on boards, committees and work groups, and support the Town's efforts to obtain grant funding to tackle some of the major issues.

Questions? Suggestions? Please contact us at: compplanforsurry@gmail.com

EXECUTIVE SUMMARY

Surry's 2024 Comprehensive Plan reflects the concerns, comments, suggestions and opinions of hundreds of residents who participated in face-to-face, paper, and website surveys; attended listening and visioning sessions; reviewed draft chapters, goals, objectives and strategies; and provided input via meetings and emails. The over-arching conclusion to be reached from those various forms of input is that Surry residents understand the need to expand the tax base via residential and commercial development and support creation of attainable housing in the Town but care passionately about preserving the Town's rural appeal and its small-town character.

Previous Surry comprehensive plans recommended new or expanded Residential and Commercial Growth Districts, which were formalized by Town ordinances. In addition, in 2014 the Town approved a minimum lot size of two acres in the Rural District, with smaller minimums in all other zoning districts, which was extremely contentious. Nonetheless the anticipated growth did not happen. No additional commercial businesses were established in the Roadside Commercial District, and a total of 124 permits for new dwelling units were granted throughout the Town between 2012-2022. Of those permits, the fewest were for dwelling units in the Residential Growth Zone.

Unlike many other towns, the Surry Code of Ordinances already permits an Accessory Dwelling Unit, or a two-family dwelling, in any zoning district including the Rural District. As a result, it is difficult to forecast how much impact LD2003 will actually have in Surry.

Given this history, the Comprehensive Plan Committee concluded that zoning districts are not the chief obstacle to residential or commercial growth in Surry. So, it made limited recommendations for zoning changes. Those are noted in Chapter Q. Future Land Use.

The structure and format of the 2024 Surry Comprehensive Plan are organized to meet State planning requirements. While the Plan's Goals / Objectives / Strategies are not legally binding, the Select Board and the Planning Board expect to comply with the State's desire to have the Town's ordinances be in harmony and "pursuant to" the Comprehensive Plan. The Plan will be helpful in achieving a vision expressed by residents to the degree that Town officials and residents work to accomplish its Goals and carry out its Strategies. The Committee has suggested responsibility for the Strategies in this Plan be given to existing organizations. However, it is likely that new committees and workgroups will be required to effectively achieve some of the Goals and Objectives.

The *Vision Statement* drafted by the Comprehensive Plan Committee addresses the need for balance between growth and preservation expressed by the voters.

The following pages briefly describe each of the Plan's chapters. A Summary of Public Engagement details the Committee's many efforts to learn what different sectors of Surry residents think about their community and their wishes for the future of the Town.

A VISION FOR SURRY

Surry is a small, rural, coastal town, situated approximately halfway between Ellsworth and Blue Hill at the edge of the Blue Hill Peninsula. Its central Village area is located along State Route 172, which connects those two towns. Five major State and Town roads form somewhat of a “starfish” reaching out from the Village area, and most residential and commercial development is found along those roads. Surry has extensive salt and freshwater frontage. The combination of significant land conservation, participation in Tree Growth and Open Space programs, and large “legacy” land holdings (a combined 76% of total area), provides Surry with a rural aesthetic and character cherished by its year-round residents, seasonal property owners and visitors. However, it also limits the number of large, developable land areas remaining in Surry.

Based on a variety of surveys and listening sessions, the citizens of Surry have expressed the vision of a small town that generally retains its rural and non-commercial character, while further developing the commercial growth district along part of Route 172 and encouraging more small retail and professional businesses in the Village. Residents are particularly interested in having a café/restaurant, opportunities for local artists and crafts people to share work and display spaces, a farmer’s market to support local growers, and natural resources-based businesses such as kayak rentals and tours.

Surry residents and Town officials are increasingly aware of costly climate change impacts, of needed investments in the School and the Fire Department, in the lack of housing affordable for younger families, and of the need for initiatives to allow aging residents to continue living in the Town. The threat of potentially resulting tax increases could force families with generations of land ownership to move away. Expanding and diversifying the tax base to address some of these challenges while preserving and protecting the natural and community elements that have made the Town attractive to generations of Surry families as well as newcomers is a balance that residents are committed to respecting.

Surry has a strong and vibrant volunteer base among its residents, and the number of active committees is growing. With a deep bench of useful skills and experiences among those residents, we believe the Town is equal to the challenges ahead.

COMMUNITY ENGAGEMENT SUMMARY

The Surry Comprehensive Plan Committee took the charge of soliciting residents' views very seriously and organized a continuing stream of input opportunities; some community-wide and broad in scope, some targeting specific subjects and groups. The Committee endeavored to make input opportunities as accessible as possible. All were amply promoted. The input opportunities included:

- Six in-person surveys and listening sessions (including five breakout topics / three sessions each during the Visioning Session). These in-person events spanned the months between September 2022 through November 2023. Attendance was high, particularly at the half-day Visioning Session.
- A Community Survey distributed via USPS Every Door Delivery Mailing to all occupied dwellings and accessible via the Town website. Nearly a quarter of the Town's residents participated in the Survey.
- A Housing Survey distributed via USPS Every Door Delivery Mailing to all occupied dwellings and accessible on the Town website.
- Seasonal residents were alerted to fall/winter surveys via post cards sent to their permanent addresses and encouraged to participate via the Town website.
- A dedicated email address was established to allow residents to share concerns, questions and suggestions throughout the Comprehensive Plan process. However, it was not widely utilized.

The input offered by residents through these various forums proved helpful to the Committee and forms the basis for several of the conclusions and recommendations in the Plan.

Results of the surveys and the listening sessions can be found in the Community Engagement Appendices.

REGIONAL COORDINATION

Active Collaboration

Regional coordination between Surry and other Hancock County municipalities, in particular on the Blue Hill Peninsula, has grown substantially in the past decade.

Environmental

- In 2023, Surry received a \$50,000 State of Maine grant to identify climate vulnerabilities. Recognizing the need for professional expertise and guidance, Surry joined with the neighboring municipalities of Blue Hill and Brooksville who had received similar grants. An Oversight Committee, comprised of three members from each town, was formed to guide the project. This Committee hired a part-time project manager, as well as contracting with GEI Consultants and its sub-contractor, the Gulf of Maine Research Institute, for a Tri-Town Climate Vulnerability Assessment. The project identified and prioritized climate vulnerabilities in each town and is currently developing pilot projects to mitigate those vulnerabilities. In Surry, the highest priority is addressing the effects of severe storms on Newbury Neck Road, a major Town artery which leads to the Town Beach, a local restaurant, and approximately 140 residences that will be completely cut off should the road wash out in a future storm. A final report is expected before the end of 2024, and the Town is currently applying for other grants to take the initial engineering concepts from GEI further toward implementation.
- About 3300 acres of Surry's land mass have been purchased by the Blue Hill Heritage Trusts (BHHT) for protection and preservation since the previous comprehensive plan. The major tracts – Surry Forest and Meadowbrook Forest – contain numerous trails that provide wonderful recreational opportunities for walkers and hikers year-round. The Surry Forest is also restoring a large amount of land that was previously logged. Meadowbrook Forest extends over the Surry / Ellsworth boundary and is truly a regional asset. The Trust manages both properties, as well as several significantly smaller open spaces in Surry.
- For the past several years, Surry has been represented by both Town Officials and interested citizens on the Peninsula Tomorrow group. While its principal emphasis is on climate change and energy efficiency, the group has widened its involvement to focus on a variety of regional issues such as municipal economies of scale via joint purchasing. Maine DOT and State Congressional Delegation representatives regularly participate in the Zoom meetings which provide opportunities to share concerns as well as best practices among the Blue Hill Peninsula

municipalities. The group has become an important learning tool and participation continues to grow.

- Two great ponds (Toddy Pond and Lower Patten Pond) which are partially located within Surry's borders, are truly regional assets. Both are represented by active and effective pond associations which include members from the municipalities which share the shorelines. The association volunteers employ mechanisms such as courtesy boat Inspections, invasive plant patrols, and water quality testing to guard against the spread of invasive plant species transferred from water bodies elsewhere in the State and beyond.
- Blue Hill and Surry manage the jointly owned Transfer Station located on the border between the two municipalities. The facility (previously a landfill) serves year-round and seasonal residents of Blue Hill, Surry, Brooklin, Brooksville, and Sedgwick. The facility accepts separated recyclables, metals, construction debris and Municipal Solid Waste (MSW). The MSW is currently trucked to Juniper Ridge Landfill, and recyclables to EcoMaine in Portland. Working through the Municipal Review Committee (MRC), Blue Hill and Surry expect to lower their costs and avoid landfill via a revamped facility in Hampden.
- The MRC is a non-profit corporation of 115 member towns in central and eastern Maine working to find environmentally sustainable and cost-effective solutions for MSW disposal. MRC is now part-owner of the Innovative Resource Recovery (IRR) solid waste recycling facility in Penobscot County. IRR bought the defunct facility and has revamped it to focus on converting MSW to saleable fuel gas. Full re-opening of the plant is expected within a year. Successful re-opening of the plant would reduce Surry's cost to dispose of MSW and recycle packaging products.

Municipal Government / Hancock County

- Surry is actively involved with Hancock County government and/or other neighboring municipalities via the following:
- Fire Department Mutual Aid - Is a network of mostly volunteer fire departments providing support in fighting structure, vehicular, and wildfires. This is invaluable to Surry, which is working to upgrade and update its Fire Department vehicles and equipment.
- Hancock County Emergency Management Agency – Town Officials participated in development of a risk mitigation plan for the County.
- Hancock County Budget Advisory Committee -- Surry is represented by one of its Select Board members.
- Broadband – Worked with neighboring municipalities and the County Commissioners on contract development and funding for Town-wide high-speed internet service. This effort included extensive information sharing with other Towns.

- George Stevens Academy – Surry is actively represented on the GSA budget committee and has provided continuing input as the school goes through a transition period.

Financial Support of Regional Organizations and Services

Surry supports a growing number of organizations that serve residents throughout the area. Residents show their support by petitioning and then voting for warrants that enumerate specific monetary contributions from the Town budget to be provided to these organizations. Examples are:

- Peninsula Ambulance
- Loaves & Fishes Food Pantry
- YMCA
- Friends in Action
- Families First Community Center
- Blue Hill and Ellsworth Libraries
- Hospice
- WIC

Chapter A: Historical and Archaeological Resources

1. Purpose

Historic preservation provides many benefits to a community as it promotes an appreciation of local and national history and heritage and a sense of continuity between the past and present. Preservation of historic buildings, structures, artifacts, documents, and archaeological sites connects specific historic events and provides a chance to identify the influences that have shaped our society and us as individuals. As a comprehensive plan for growth management for Surry is developed, these resources must be identified to make sure that they remain protected for the future.

2. Key Findings and Issues

- A brief narrative of Surry's settlement underscores its rich history of economic, cultural, and geographic development.
- Some of Surry's historical and archaeological resources have been identified and briefly profiled in terms of their types and significance, notably the Richmond-Castle Site, the Joy/Flood homestead, and the remnants of wharves along the shorelines of inner Patten's Bay as well as sites on the shoreline of Newbury Neck. There are also three buildings and an historic district in Surry that are listed on the National Register of Public Places. Surveys and public input could help identify and profile more historic resources.
- Possible threats and current efforts for preservation of the historic and archaeological resources are listed.

3. Community Engagement

Approximately 65.5% of the community survey respondents thought that the Town government should be more involved in protecting and preserving our Historic and Archaeological Resources, whereas 27% thought that the current level of involvement was sufficient and about 6.5% were unsure. (See question 19 of the Surry Community Survey in the Public Engagement Appendices.)

4. Current Conditions and Analyses

History of Surry (Township 6)¹⁻⁵

(See Appendix A-1. for earlier history)

By the end of the French and Indian War (1754-1763), Anglo-American colonists began to move into the Maine territory. David Marsh represented over 300 petitioners to the Massachusetts General Court and, on February 20, 1762, was granted six townships between the Penobscot and the Donaquia River (now known as the Union River). The plans for the layout of the six townships and the conditions for settlements were laid out by June of 1763. Samuel Wasson¹ listed Symonds, Weymouth, and Flye as the first English settlers at the mouth of the Union River. Matthew Patten is generally considered one of the first settlers of Township 6. He purchased 100 acres of land at the head of the bay which bears his name.

In 1790 Township 6 had a population of 239 and was incorporated and named Surry on June 21, 1803. The area of Ellsworth (incorporated in 1800) west of the Union River was originally part of township 6. This was annexed by Ellsworth in 1809. In 1821 Surry landowner Leonard Jarvis helped regain the land of the original township. In 1829 Ellsworth re-annexed the Surry territory, and it has remained a part of Ellsworth ever since. Jarvis eventually served in the U.S. House of Representatives from 1831-1837.

Following the incorporation of Surry in 1803, the population grew attaining a peak of 1,319 in the 1860 census. Shipbuilding, merchant trade, sawmills, grist mills, stave mills, mines, brickyards, fishing, and agriculture were thriving in the town. The sites of these businesses and their buildings, artifacts, and documents are of great significance to Surry's past. After the Civil War, the population of Surry began to decline. Economic opportunities began to diminish when transportation of people and goods was provided by railroads, steamships, and then by motor vehicles rather than the schooners and barques that were dominant in the early to mid-1800s. From 1930 to 1950 the population remained below 500. Economic opportunities opening in nearby towns, such as the paper mill in Bucksport (1930) and the woolen mill in Ellsworth (1954) (both closed now), and the enticement of a scenic rural setting likely brought more residents to Surry. The founding of the Moonspring Hermitage in 1971 (now named the Morgan Bay Zendo) and the Surry Opera Company in 1984 also attracted residents to Surry. The population of Surry has grown steadily from 1950 to the present. The 2020 census data indicated the population of Surry as 1,632.

Historical and Archaeological Resources⁶⁻¹¹

1. Archaeological Sites

Cultural and technological changes studied by archaeologists suggest that between 3500 and 2400 years ago, Native Americans began replacing heavier dugout canoes with birch bark canoes. These were in widespread use 2300 to 2200 years ago. Another change during the Ceramic period was the use of the bow and arrow as opposed to the spear. Information such as this helps researchers put the discovery of artifacts found at archaeological sites into historical context.⁶

- a. According to the Maine Historic Preservation Commission's (MHPC) Inventory Data for Municipal Growth Management Plans, there are six prehistoric archaeological sites in Surry. (See Historical and Archaeological Resources Map A.)⁷ Inventory data as of April 2021 indicated that five of these sites are on the shoreline of Newbury Neck where collections of stone tools

19 have been exposed. A Reconnaissance Level survey reportedly has been done on the east-facing shore of Newbury Neck and the shoreline of Patten Bay.

b. The Richmond–Castle Site is located in East Surry and was discovered on December 5, 1993, during excavation of a knoll for gravel for road repair. The Archaeological Research Consultants, Inc. in Ellsworth, Maine were consulted and visited the property. Six full-channel gouges, five polished stone rods, and a whetstone were recovered. There also were two areas separated by about 50 meters which contained bright red staining believed to be due to red ochre indicative of a cemetery site. This finding was similar to that found at other cemetery sites of the Morrill Point burial complex that dates to approximately 7000 years ago.⁸

c. Basketry has been an important part of the cultural heritage of the Wabanaki tribes of Maine. It is believed that the splint basketry technique using black / brown ash trees was used by the indigenous people years before the pre-Contact period, but later these baskets became a valuable item for trade. By the mid-19th century, the Wabanaki basket makers gathered sweet grass growing in coastal Maine and then braided and wove it into their baskets.⁹ The Surry Historical Society has a written record of anecdotal tales of Native Americans cutting ash trees and gathering sweet grass on Newbury Neck. Excerpts from these writings also indicate that the Native Americans had a clam shell heap (midden) on the shore of Patten’s Bay long ago, and that the Carrying Place was used as a crossing to go from the Union River and on to such areas of Penobscot Bay as Brooklin and Brooksville where “there was an abundance of black ash trees, and no doubt, good fishing and hunting as well.”¹⁰

d. The shoreline of the inner Patten Bay contains remnants of wharves authenticating the sites of commercial shipping in an active harbor from the 1800s to the early 1900s. These precious ruins must be preserved when considering projects affecting Patten Bay. John Curtis, president of the Surry Historical Society compiled a booklet, Sunken Timbers: The Ghost Wharves of Surry Village, documenting the six wharves and their locations.¹¹ (See Historical and Archaeological Resources Map B.)

e. The Maine Historic Preservation Commission (MHPC) inventory data of Surry’s historic archaeological sites dated March of 2021 indicated there is one site, the Joy/Flood homestead. (See Historic and Archaeological Resources Map A)⁴ This site was excavated in 2008, 2011, and 2013. The period of significance was dated between c. 1780-1811. The archaeological artifacts found are believed to be from Lot 26 of Township 6, owned by the Joy family in the 1760s and 1770s, and sold to the Flood family in 1784. Some of the artifacts found by Muhlenberg College students under the direction of Ben Carter included a pewter spoon bowl, horseshoe, lots of bone, and refined and coarse earthenware. A zooarchaeologist study was done on the animal remains found on this site to associate them with nutrition and the relationship between humans and animals to determine food subsistence strategies. Results were published by Simmi Patel.¹²

2. Maine Historic Preservation Commission (MHPC)

Inventory Data of Historic Properties¹³

Surry is fortunate to have preserved three 19th century buildings which are listed on the National Register of Historic Places as well as a historic district.

a. The Surry Old Town Hall is located at 1217 Surry Road. It was listed on the National Register on October 16, 2008. The building was originally built in East Surry in 1828 and was moved to its current location in 1844. It has served as a meetinghouse, a church, a basketball court, and the Town of Surry government center. Since 1983, the building has been leased to the Surry Historical Society (SHS) which was founded in 1982 to preserve and maintain the building. The goals of the SHS are to identify and preserve historic sites; to collect and preserve artifacts, documents, and photographs; to videotape interviews with elder residents sharing their experiences; and to share Surry's past through presentations and newsletters.

b. The Rural Hall is located at 680 Surry Road. It was placed on the National Register of Historic Places on September 22, 2004. In 1868, the East Surry Ladies Sewing Circle decided there should be a community hall in East Surry and started to raise funds. The Rural Hall Association was formed in 1870 and construction of the building began in 1871 and was finished in 1876. The Rural Hall Association still maintains the building. Other social groups have utilized the building over the years and currently the Surry Garden Club uses the building for its meetings and events.

c. The Old Surry Village School (OSVS) is located at 7 Toddy Pond Road. It was listed on the National Register of Historic Places on March 13, 2020. The schoolhouse was built in 1872 and served as the village school until 1952. The building was then repurposed and used as a firehouse from 1953-1987. After a new firehouse was constructed, the Ladies' Auxiliary used the building until 2014. With a threat of demolition of this historic building, The Old Surry Village Schoolhouse Preservation Group was formed and gained permission to rehabilitate the building. The rehabilitation process began in 2016. The OSVS is currently used by social and community organizations for meetings, educational and historical presentations, as well as for private events.

d. The Moonspring Hermitage historic district on Morgan's Bay Road was listed on the National Register of Historic Places on December 9, 2021. Its historical significance is for both Architectural and Social History for the period of 1970-1972. During this time the construction of eight buildings comprising the Zen Buddhist complex reflected an integration of Japanese design and Maine influences. This, as well as the religious influence of Zen Buddhism and lifestyle trends, particularly of the 1960s and early 1970s, contributed to the historical importance of this district. This district was renamed Morgan Bay Zendo in 1985.

3. Other Historical Resources

- a.** There are numerous other properties that have historic significance for Surry. These include the oldest home in Surry, the building which currently houses Pugnuts, the former Vanity Fair Tearoom, the former Abalena Guest Home, the former Surry United Methodist Church, the Arbutus Grange Hall, the Surry Arts and Events Barn, The Gatherings, the former Surry Inn, and the Humane Education building to name a few. These are currently privately-owned properties and are not documented as Surry historic places.
- b.** In the past, Surry was comprised of self-sufficient neighborhoods. Surry has had as many as nine school districts, three post offices, three shipyards, and various businesses and churches. Such neighborhoods included Newbury Neck (South Surry), East Surry, Surry Village and North Bend, and Toddy Pond (West Surry). These neighborhoods had distinct histories based on geographic, economic, and cultural differences.
- c.** Surry has six public cemeteries. These provide supplemental information about the history of Surry. There are also at least three private burial sites. The grave site of Capt. Matthew Patten, who was one of the earliest settlers of Surry, is located near Surry Village. The Asa Green Cemetery is located near the Carrying Place, and the Haskell Cemetery is also located on Newbury Neck. All are important historical resources.
- d.** Middens are threatened by natural erosion of the coastline, and it is important to try to save any that may have been identified. Often these are on private shorelands, and it might not be possible for these to be viewed by the public, but it would be tragic for those private owners not to recognize these historic treasures and inadvertently destroy them.

Assess threats to resources and efforts for preservation:

- Surry has not conducted comprehensive surveys as recommended by the MPH. Without appropriate surveys, potentially significant resources associated with the town's heritage may not be documented, preserved, or protected. Increased growth and development pose a significant threat to these resources.
- Lack of public awareness of the historical significance of artifacts, documents, buildings, or properties could result in damage or loss of these resources.
- Efforts to preserve our historic resources are conducted by the organizations that are associated with the three buildings on the National Register as discussed above. These organizations maintain these buildings; catalog, store and document artifacts; and capture Surry's history through events and presentations that are open to the public.
- The Town has appointed committees that are concerned with protecting certain properties. Examples include the Cemetery Committee that oversees the maintenance of the public

cemeteries and the Carrying Place Committee that is studying the possible uses and preservation of this historic Town property.

- The Surry Code of Ordinances includes the specific purpose of protection of archaeological and historic resources in its Shoreland Areas. Section VII. 27 states, “Any proposed land use activity involving structural development or soil disturbance on or adjacent to sites listed on, or eligible to be listed on the National Register of Historic Places, as determined by the permitting authority, shall be submitted by the applicant to the Maine Historic Preservation Commission for review and comment, at least twenty (20) days prior to action being taken by the permitting authority. The permitting authority shall consider comments received from the Commission prior to rendering a decision on the application.”¹⁴

GOALS, OBJECTIVES AND STRATEGIES – HISTORICAL AND ARCHAEOLOGICAL RESOURCES

GOAL: Identify, preserve, and protect Surry’s historic and archaeological sites and educate residents about the significance of the sites.

OBJECTIVE 1: Plan to conduct detailed surveys of historic and archaeological sites, in coordination with the Maine Historic Preservation Commission.

Strategy 1: Conduct a Reconnaissance Level Survey of the west-facing shoreline of Newbury Neck and the shorelines of Patten Pond and Toddy Pond as suggested by the Maine Historic Preservation Commission (MHPC).

Responsibility: Historical Society

Time Frame: Submit proposals for surveys and applications for grants in three - five years

Strategy 2: Conduct surveys of prehistoric and historic archaeological sites, focusing on the identification of potentially significant resources associated with the town’s indigenous, agricultural, residential, and industrial heritage.

Responsibility: Historical Society

Time Frame: Submit proposals for surveys and applications for grants in three -five years

Strategy 3: Conduct a comprehensive survey of Surry’s historic above-ground resources to determine if there should be a designation of a historic preservation district or if other properties may be eligible for nomination to the National Register of Historic Places.

Responsibility: Historical Society

Time Frame: Submit proposals for surveys and applications for grants in three – five years

OBJECTIVE 2: Ensure that historical and archaeological sites are protected through citizens' education and code enforcement.

Strategy 1: Ensure that areas of known historic significance such as the remnants of wharves on the shorelines of Patten's Bay and the Carrying Place on Newbury Neck, are protected through the enforcement of ordinances.

Responsibility: Historical Society, Code Enforcement Officer

Time Frame: On-going

Strategy 2: Encourage protection of historical and archaeological resources located on private property, such as private burial sites, through landowner education.

Responsibility: Historical Society

Time Frame: On-going

Strategy 3: Provide public education on the existence or possible existence of significant historical and archaeological sites and artifacts to help with awareness and support of comprehensive surveys and preservation efforts. These efforts could include, but are not limited to, reports in The Scoop, Town Report, School newsletter, and the Town website.

Responsibility: Historical Society

Time Frame: On-going

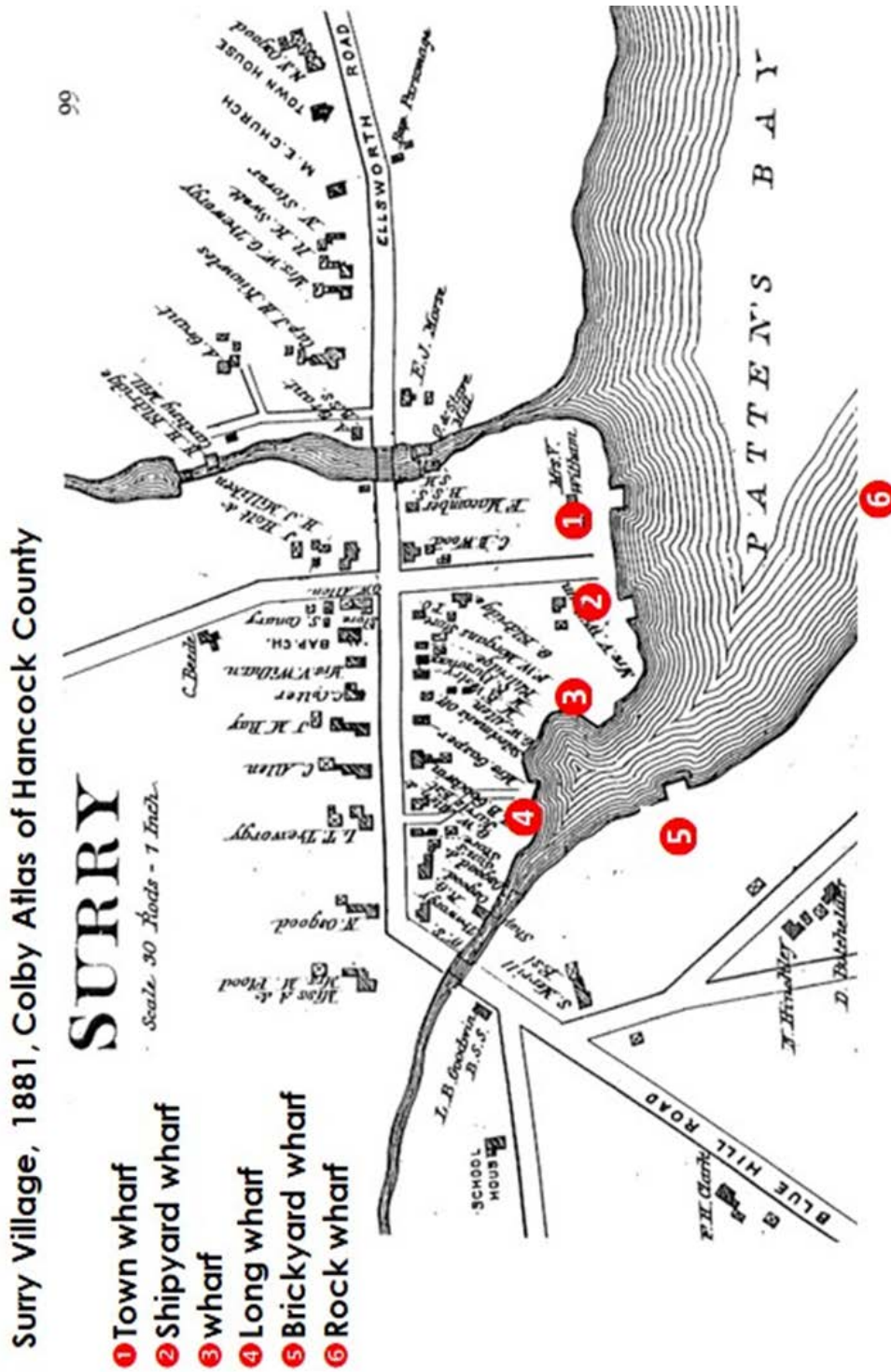
Strategy 4: Prepare an acquisition strategy for properties with historic significance when/if these properties become available.

Responsibility: Select Board, Historical Society, Finance Committee

Time Frame: Three – four years

Map A-1: Known Archaeological Sites

Map A-2: The Ghost Wharves of Patten’s Bay – taken from: Curtis, John H., *Sunken Timbers: The Ghost Wharves of Surry Village*, 2020.¹¹



CHAPTER B: FRESHWATER RESOURCES

1. Purpose

It is the purpose of this section to describe the characteristics and quality of Surry's freshwater resources, assess existing threats and effectiveness of existing measures to protect them, and predict future threats to water resources and how they might be addressed.

2. Key Findings and Issues

- Water quality data indicate that Surry's ponds are currently healthy, but volunteer groups do not have sufficient resources to manage needed lake protection measures for increasing threats.
- Old, failing lake dams with increased flood inundation potential are a concern to pond property owners and the wider community as breached dams could pose a safety hazard as well as impact on recreation, natural habitat, and property values.
- Currently, Surry's ponds are not threatened by future growth and development.
- Surry has aquifers that should be protected in any future development planning .
- The Surry Elementary School public water supply was determined to be at medium to high risk of contamination in a 2003 state assessment requiring continuing annual testing and treatment as necessary. In 2020, unacceptable PFAS levels were found, also requiring continued monitoring and treatment.
- Surry and the Blue Hill Peninsula have particularly high levels of arsenic in well water as well as other contaminants requiring expensive water treatment. PFAS contamination is also a concern. Many private water wells in Surry have not been tested.

3. Community Engagement Results

The Comprehensive Plan Committee members completed a variety of surveys, interviews, and listening and visioning sessions with Surry residents to understand their concerns and desires for Surry now and in the coming years. The community survey conducted in May of 2023 was the most comprehensive in terms of subject area. The responses to questions about well water were surprising to many committee members and resulted in several

recommendations. Those questions concerned well water testing: Has your well been tested in the past 5 years, and if tested, did it show contaminants? More than 50% of respondents indicated that their well had been tested, but almost 40% answered NO, their well had not been tested in the past 5 years and approximately 8% were not sure. Of respondents whose well had been tested, 45% indicated no contaminants were discovered

but more than 40% indicated arsenic and 15% indicated radon was found in the well water. Finally, respondents were asked if contaminants were found, were they treated? Only 25% of respondents whose well water contained contaminants had it treated. These results are concerning and may stem from lack of knowledge about the need to conduct

regular well water testing or the high cost of treating contaminants that are often found in the wells located in the granite bedrock under much of Surry. These issues are addressed directly in this chapter and resulted in several recommendations involving the Surry government and regional partners.

4. Current Conditions and Analyses

Surface Water – Lakes and Ponds

Fresh water resources include both surface water and ground water. Surface water includes lakes, ponds, streams, and wetlands. Groundwater is the water held underground in the pore spaces between sand grains and in bedrock fractures and can also include aquifers. In 1972, the Clean Water Act passed by Congress to improve the quality of the nation’s waters, required all states to develop and maintain water quality standards. The State of Maine established a classification system allowing it to manage the quality of surface waters and improve it where necessary. Primary water resources in Surry are indicated in Map B-1, Surry Water Resources.

Although there is no exact technical distinction between lakes and ponds, most local residents in Surry use the term pond most likely because the word pond is in the name of all the freshwater bodies located in Surry. Maine statute defines lakes and ponds greater than ten acres as “great ponds”. Surry includes portions of three great ponds that extend into surrounding towns. They are: Toddy Pond, Upper Patten Pond, and Lower Patten Pond. Gold Stream Pond is a much smaller pond which lies within Surry limits. Characteristics of each are shown in Table B-1.

Table B-1 Surry Ponds Overview

Name	Acres	Perimeter (miles)	Mean Depth (ft)	Max Depth (ft)	Fishery Type
Gold Stream Pond	31	1.2	n/a	n/a	n/a
Lower Patten Pond	849	12.9	24	87	Coldwater & Warmwater
Toddy Pond	2408	31.3	27	122	Coldwater & Warmwater

Upper Patten Pond	338	5.4	13	32	Warmwater
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Source: Lake Stewards of Maine, 2022

Toddy Pond is the largest great pond, including about seven miles of shoreline and 140 lots within Surry, but this comprises only about 25% of Toddy’s entire shoreline which is shared by four towns. Toddy’s eight-mile length, its attractiveness to fisherman for both cold and warm water fish species, and its State-owned public boat launch site with easy access from Route One, all contribute to its popularity and extensive use by outside boaters, including numerous fishing tournaments each year. Navigational aids maintained by the State also make it attractive to high-speed boaters. Prior to the implementation of Shoreland Zoning about half the pond, including most of Surry’s shoreline, was densely developed with seasonal camps on small lots with primitive septic systems. Gradually, these camps have been expanded and upgraded for extended seasonal use, which also requires wastewater systems that meet today’s standards. All these factors contribute to high impact use which is a threat to water quality as well as native plant communities and fish and wildlife.

Lower Patten Pond has about 5 miles of shoreland within Surry and 50 shore lots, comprising about half of its total shoreline, which is shared with the city of Ellsworth. Most development in Surry is concentrated in the area easily accessed by a Town road, and as on Toddy Pond, much of this development was originally seasonal camps on what are now termed as “non-conforming” lots, which are gradually being upgraded with the required conforming septic systems. Ongoing

development is occurring on the western portion of the pond as private roads extend access, though Surry’s Shoreland Zoning places added restrictions on building in some ecologically sensitive areas in this portion of the pond. Lower Patten Pond has a public boat launch site owned and maintained by the Town of Surry, but receives only moderate use from outside boaters, including those who visit a commercial campground on the Ellsworth portion. It should be noted that the vegetation on both sides of the ground around the public boat launch is overwhelmingly poison ivy. Any herbicide solution would be harmful to the pond and stream so until a friendly herd of goats visits the site regularly, the public is reminded to beware.

Upper Patten Pond is connected to Lower Patten by a short stream, but the Surry portion, covering about 1.5 miles, comprises only one-third of the lake’s entire shoreline, which is shared with Ellsworth and Orland. Development currently consists of only six lots concentrated on the eastern end of the lake, which is accessed from the Ellsworth side. The remaining shoreline in Surry, over a mile of undeveloped land which is not easily accessed, is part of a large parcel in single ownership by a blueberry harvesting company. There are no public boat launching facilities on Upper Patten Pond and the Surry Shoreland Zoning Ordinance also places added restrictions on building in this ecologically sensitive area.

There is little development on Gold Stream Pond which is part of an extensive marsh wetland flowing into Toddy Pond. It is easily accessed from a Town road, and much of it can be viewed from the State road that runs parallel to it. Half of its perimeter is protected

by a conservation easement (owned by Blue Hill Heritage Trust). The other half is owned by one family. This pond has value for its scenic wetland quality as seen from the road and is popular for bird watching.

Threats and Protection Measures - Ponds

In the Maine classification system, GPA is the sole classification for lakes and ponds, including great ponds (over 10 acres) as well as natural lakes and ponds less than 10 acres in size. The water quality standard for these Class GPA lakes and ponds is that waters must be of such quality that they are suitable for the designated uses of drinking water after disinfection, recreation in or on the water, fishing, agriculture, navigation and as habitat for fish and other aquatic life as well as certain industrial processes. Water bodies need to be free of algae blooms and cannot exceed a threshold for E. coli counts as well.

Despite all the development and high-use pressures that have the potential to affect lake health, all the lakes and ponds designated above meet the GPA classification standards. None are listed as “impaired.”

To determine that these standards for Class GPA waters are met, Maine DEP does intermittent testing, but the state also relies heavily on volunteers to collect additional water quality data throughout the summer months. These data include temperature, oxygen content, pH, and phosphorus content which helps determine the health of the lake. This requires training, certification, access to equipment, and a substantial investment of

time. Data for Toddy Pond and Upper and Lower Patten Pond are collected by pond property owners organized through their pond associations or groups and are available on the Lakes of Maine website (www.lakesofmaine.org). Recent summary reports provided to the lake groups for Toddy Pond and Lower Patten Pond indicate that both of these ponds are currently in a good state of health. Limited data indicates that Upper Patten Pond and Gold Stream Pond are also not threatened.

Another indication of lake health is the absence of aquatic invasive plant and animal species which are less likely to become established in healthy water bodies. As of 2023, no invasive aquatic plants species have been found in Surry’s ponds. Prior to 2019, all known lake infestations were located well to the west and south of Hancock County. However, in 2019 a large invasive water-milfoil infestation was discovered in Big Lake in Washington County, well to the east of Surry. A single rooted invasive milfoil was also found in nearby Alamoosook Lake in 2021, which is immediately downstream from Toddy Pond, sounding the alarm for Hancock County. Alamoosook Lake was eventually removed from the infested lake list following two seasons of extensive surveying where no

further invasives were found. That decision was only made following the cooperative action by a large quick response team of dedicated volunteers and DEP officials. Boats traveling from one lake to another are considered the primary means by which invasive species are spread. Since Toddy Pond and Lower Patten Pond have public boat launches, the risk of infestation to these two

water bodies is increased, requiring close monitoring. DEP has calculated risk scores for the larger ponds in Surry, as indicated in Table B.2 below. Invasive zebra mussels, now well established throughout New England and neighboring Canadian provinces and typically spread by boats, are also a growing threat to Maine's lakes.

Table B-2: Pond Vulnerability to Invasive Aquatic Plants

Pond (over 10 acres)	Midas No.	Infested by Invasive Aquatic Species	Risk Factor	Risk Score
Toddy Pond	4340	No	54	High
Upper Patten Pond	4342	No	30	Moderate
Lower Patten Pond	4344	No	49	Moderate

Source: Maine DEP, Water Quality, Lake Vulnerability Index, Aug 30, 2022

Risk Scores:

11-29 Low

30-49 Moderate

50-58 High

Protective measures to lower the risk of invasive plant infestation in water bodies include Courtesy Boat Inspection and Invasive Plant Patrol, which are DEP or citizen science programs managed by lake associations where they exist. Toddy Pond Association, supported by 120 members, which includes both paid personnel and numerous volunteers, manages robust inspection and monitoring programs for its high-risk pond. However, the State only pays for about 17% of its inspection costs, even though the boat launch site is State-owned. In 2023, over 1100 boat inspections were made by the Toddy Pond Association. Invasive plants have been intercepted, but more importantly, since it is impossible to inspect all incoming boats, the Association reports increased boater awareness and cooperation in launching clean boats. There is no boat inspection on the town-owned launch site on Lower Patten Pond, however sporadic plant monitoring is organized

by the Friends of Patten Pond. Lake Stewards of Maine (lakestewardsofmaine.org) offers training and support for “plant patrol” volunteers and also collects data submitted. Potentially toxic algae have been found in Toddy Pond in early summer on several occasions, however the algae dissipated quickly. Algae blooms are usually a reflection of excessive phosphorus build-up in a water body, generally from soil run-off in the watershed.

In 2013, Hancock Soil & Water Conservation District coordinated with Toddy Pond Association to conduct a Toddy Pond Watershed Survey utilizing local volunteers to help identify existing or potential run-off issues. A number of pond property owners utilized state funds offered to improve camp roads, mitigate run-off, and plant protective vegetation along shorelines. Maine Lakes

Society implements a free, educational program created by DEP called *Lake Smart* that educates, assists, and recognizes lake property owners who meet criteria for storm water management and prevention of septic effluent to lakes. However, the pond associations have not had the volunteer capacity to implement this program in addition to the other programs managed. Both pond associations in Surry report challenges in trying to manage numerous pond protection programs as volunteers. The Surry Conservation Commission has formed a Fresh Water Resources subcommittee to help support pond protection measures and the pond associations have been exploring collaboration with neighboring towns and conservation groups to access more funding and collectively manage lake protection programs county wide.

Another threat to the ponds is the condition of old dams. The dams at Toddy Pond and Lower Patten Pond meet criteria listed on the National Inventory of Dams created by the Institute for Water Resources within the US Army Corps of Engineers. Both of the dams were built around 1900. The 9-foot dam at Lower Patten Pond is Town-owned and maintained on a regular basis to address continuous leaking. It is State regulated but was not rated for condition. Its hazard potential is rated “low.”

The 16-foot Toddy Pond dam located in the town of Orland is owned and maintained by a

private international corporation which also manages water levels. This corporation is a scrap metal recycling business with no experience maintaining dams or managing water levels. This dam is also State regulated, with a hazard potential rated as “high” and a condition rated as “fair.” In case of dam failure, the flood inundation area would not occur in Surry, but habitat and recreation as well as property values would be negatively affected in Surry if the pond were to drain.

Representatives of this foreign corporation have recently indicated that they want immediate release from ownership and maintenance of three dams, that of Toddy Pond and two more downstream. This is a major regional issue because the end result could be a State order to release water if a new owner is not found. Before a lake can revert to free flow, however, a legal process is required by the State which allows time for a new owner to come forward as well as a State evaluation of public value if a new owner is not found. Collaborative efforts are underway to explore options and funding to retain the lake water. The Toddy Pond Association has taken a leadership role involving Surry and the town of Orland and other lakes in its watershed, including formation of an Orland-Narramissic Watershed Coalition to address this immediate danger and prepare for future dam and water protection issues.

Surface Waters - Streams

The map of Surry Water Resources (Map B-1) shows an abundance of streams throughout much of Surry, especially north of Toddy Pond Road and Surry Road. Seven streams are identified by name, some with many tributaries:

- Carlisle Brook

- Meadow Stream
- Flood Stream
- Patten Stream
- Meadow Brook
- Emerton Brook
- Smelt Brook

Identified from other sources:

- Gold Stream

The Maine water quality classification system lists the following classes for freshwater rivers and streams: Class AA, A, B and C. All streams in Surry are indicated as Class B, with portions of some as Class A. If classification standards are not met, the State is directed to improve the quality to meet standards.

Rather than a rating of quality, the class system should be viewed more as a hierarchy of risk. Class AA requires the highest standard, supporting the broadest uses. An example is a river or stream of outstanding water quality significance. Class A and B support a narrower range of uses with less restriction, supporting slightly lower water quality. Class C carries the lowest margin of error before significant

degradation could occur if additional stress were added such as a spill or drought. All classes require the minimum fishable/swimmable standards established by the Federal Clean Water Act.

The Class A portions of streams are scattered throughout Surry but the largest are a tributary of Meadow Stream and the upper portion of Patten Stream.

There are no “Impaired” streams indicated in Surry (streams that do not meet the standards of their water quality classification). Most of Surry’s streams run through undeveloped or lightly developed areas which are generally protected by forest growth.

Surface Water - Wetlands

Freshwater wetlands are described in Chapter C. Natural and Scenic Resources. Wetlands can be considered a transition between ground water and surface waters. They help prevent flooding by slowing down and absorbing water and gradually releasing stored water to

streams which maintain flow throughout the summer to valuable habitat. They also preserve water quality by retaining sediment, nutrients, and other pollutants. And they help to maintain the ground water level.

Watersheds

All lakes, ponds and streams fall within watersheds (see Surry Water Resources, Map B-1). A watershed is all the land area from which rainwater (also called storm water) runoff drains to a given surface water body. Watershed awareness is important when considering land use activities that could affect pollutants reaching the surface freshwater or the sea. Each of the above-named streams has

a delineated watershed as do Surry’s three largest ponds. Most waters in Surry flow east into Patten Bay, converging into Flood Stream which enters the head of the bay and Patten Stream which enters the bay at the Town Wharf. Emerton Brook and Smelt Brook enter Morgan Bay at different sites. However, Gold Stream Pond and Toddy Pond waters flow west, ultimately reaching Penobscot Bay.

Local and State Protection Measures

The primary protection for lakes, streams and wetlands is Shoreland Zoning. Surry incorporated Mandatory Shoreland Zoning into its Unified Development Ordinance in June 1992 and updated it in April 2022 to comply with the 2014 Surry Comprehensive Plan. Renamed the Surry Code of Ordinances (SCO), it was also reviewed and approved at that time by the State for compliance with MDEP Guidelines for Shoreland Zoning. The Shoreland Zoning Ordinance regulates all land use activity within 250 feet of great ponds and freshwater wetlands over ten acres in size. In Surry, newly created lots within the Shoreland Zone must be at least 2 acres in size and include a minimum of 200 feet of shore frontage. This is above the minimum lot standards required by the State for residential dwellings in non-tidal areas which only requires a minimum lot size of 40,000 square feet (9/10 acre) and 150 feet of shore frontage.

foot Shoreland Zone. (See the Surry Zoning Map, B-2.)

Shoreland Zoning regulates land use activity within 75 feet of streams, designated as the Stream Protection Zone. Many of Surry’s streams flow through large parcels which are harvested for timber. Timber harvesting is subject to Shoreland Zoning restrictions as well but is regulated through the Bureau of Forestry.

The SCO has further protected two ecologically sensitive areas on both Upper and Lower Patten Ponds. The entire Surry shoreline of Upper Patten Pond is designated as a Resource Protection Zone as is the far western shore of Lower Patten Pond. Resource protection generally restricts development within the 250-

Wetlands of generally 10 acres or more are protected by Shoreland Zoning in the same way that lakes and ponds are protected, within a 250-foot regulated zone. However, certain alterations of wetlands can be permitted. The application is made to the Maine Land Use Planning Commission (LUPC), Department of Conservation. A functional assessment must be completed by a qualified wetlands professional and usually some type of mitigation is required for the loss or damage, including restoration, enhancement or even creation or preservation of another wetland, as called for under Maine’s Natural Resources Protection Act.

The Surry Zoning map shows numerous wetlands that are designated Resource Protection which restricts most development

within the 250-foot shoreland zone. These include but are not limited to the following: Carlisle Meadow, Gold Stream Marsh, Meadow Stream Marsh, Flood Stream Marsh, Patten Stream Marsh, Sawpit Brook Marsh, Meadow Brook Marsh, Emerton Heath, and Mann’s Meadow (also called Manus Meadow).

Other threats to Surry’s ponds include sediment and erosion from storm water runoff, excess phosphorus load, and pollution from inadequate or malfunctioning wastewater (septic) systems. Shoreland Zoning requires specific erosion control measures for any construction including roads and limits how much vegetation and tree removal may take place within a 75-foot buffer of the shore. All first-time waste disposal systems must be sited at least 100 feet from the water. The biggest problem lies with older, malfunctioning, or inadequate systems built in shoreland areas

that pre-date the Surry Ordinance (prior to 1992). Surry does not have a file of wastewater treatment status for properties in the Shoreland Zone which is a strategy for oversight, but local knowledge from the pond groups indicate that most pond properties likely have adequate wastewater systems.

Expansions of grandfathered structures that lie close to shore require updated wastewater plans and in 2019, a Maine bill was passed requiring inspection of septic systems located within all Shoreland Zones (not just coastal) whenever the property is transferred to determine if there is malfunction or need of replacement. DEP will also investigate any complaints of suspected malfunction (which can be anonymous), though it is suggested that the town Code Enforcement Officer be notified first.

Protection through Conservation

Fifteen percent of Surry’s land mass is currently included in the Open Space Program (see Chapter C. Natural Resources), which protects many of Surry’s streams and wetlands from the effects of development both directly and indirectly. Forty percent (40%) of Surry’s land mass is currently under forestry management, whether through participation in the Tree Growth Program (27%) or acreage under forest management by Blue Hill Heritage Trust, which includes protection of water resources as well (see Chapter D. Agriculture and Forest Resources).

Pollution Threats and Protection Measures

Point Sources of pollution are any single identifiable source of pollution from which pollutants are discharged, such as a pipe or ditch discharging into a lake or stream. Map B-1, Surry Water Resources, compiled by Maine DEP in 2022, indicates one overboard discharge into Patten Bay near Contention Cove off the Surry Road.

While not located in Surry, of note there is also a wastewater outfall on the far western end of Lower Patten Pond located in Ellsworth just off Route One. This outfall could potentially affect water quality in Lower Patten Pond and Patten Pond Stream emptying into Patten Bay.

These point sources of pollution are based on DEP discharge permits. Both are licensed as an Overboard Discharge (OBD) with Maine DEP, the first held by a private owner, the second by a campground. Licenses are granted when there is no public sewer line available or when soils are unsuitable to meet subsurface waste disposal regulations, allowing secondary treatments to be used that are mandated by law. Use could also be grandfathered if no alterations have been made after wastewater regulations came into effect. OBDs are typically issued for a five-year term, requiring annual inspection. DEP’s goal is to gradually reduce the number of OBDs issued as new alternative systems become available that meet current standards. No new or expanded licenses may be issued. The town Code Enforcement Officer (CEO) and /or plumbing inspector have the authority to make site visits to any property following a complaint or concern regarding pollution discharge. A town can also pass an ordinance against OBDs and force property owners to use a holding tank or find a subsurface alternative to the OBD.

Nonpoint sources of pollution come from a general source such as agricultural or storm water run-off that carries pollutants into a stream or lake. None of Surry’s ponds or watersheds are listed in the MDEP Nonpoint Source Priority (NPR) Watersheds List as impaired or threatened in 2022.

Surry’s SCO mandates standards that must be met for *any* permitting, including that the proposed use will not result in water pollution, erosion, or sedimentation to surface waters.

Surry requires Site Plan Review for residential or commercial developments which might have a significant impact on public facilities and natural resources. This includes provisions for surface water drainage, groundwater protection, adequate supply of water, and sewage disposal systems designed by a licensed soil evaluator.

The SCO also has Performance Standards addressing water supply and quality, erosion and sedimentation control, and sewage disposal for subdivisions. Any subdivision within the watershed of a great pond must limit phosphorus export based on the updated Per Acre Phosphorus Allocations in the Maine Stormwater Best Management Practices Manual. While these limits are included in the SCO, updated limits should be consulted. The updated table (2017) also indicates the Water Quality Category for Surry’s ponds where many factors are considered in determining a lake’s tolerance to additional phosphorus loads that could affect overall health of the lake. Toddy Pond and Lower Patten Pond are rated “Good” which indicates average to better than average clarity, phosphorus and chlorophyll levels, and low risk of internal recycling of phosphorus from the bottom sediments which could contribute to unwanted algae blooms. Upper Patten Pond and Gold Stream Pond are listed as “Moderate Sensitive” with average factors but also a high potential for phosphorus recycling. However, this category is also a default when there is inadequate data which may be the case here.

Flood Plain Management

Surry is a participant in the National Flood Insurance Program which provides flood insurance protection to property owners in flood-prone areas which might not otherwise be available and helps qualify property owners for disaster assistance if necessary. The Flood Plain Maps for Surry were updated in 2016 and can be viewed online for specific areas at fema.gov/flood-maps. (See also FEMA Maps M-1: Carrying Place and M-2: Surry Village.) Surry’s flood hazard area includes all of Surry’s coastal shoreline and flood prone areas surrounding its major streams.

Groundwater - Drinking Water Supply

All property owners in Surry must provide their own water supply, usually from a dug or driven well which taps into groundwater that is close to the surface or from a drilled well which reaches water held in bedrock spaces.

Surry has two public water supply (PWS) systems recognized by the state. One serves Surry Elementary School as well as the Town Office across the street. The second is a system installed in 2021 which serves the Under Canvas Acadia project (a private camping resort). Under State law, these systems are defined as public since they are in facilities open to the public.

The Town also owns a wellhead located in the village center at Memorial Park which supplies water for the gardens there and a residential home across the road.

Groundwater levels are important to water supply. Maine receives an average of 45 inches of rain per year. While 50% of precipitation goes to run-off, about 15% goes to recharge of groundwater. A 2022 Maine Geological Survey

Participation in the Program requires a town to commit to sound land use management. Surry has a floodplain management ordinance with standards for any development in the flood plain zone which requires a Flood Hazard Development Permit in addition to other permits. This ordinance helps to protect wells and sanitary sewage systems from infiltration by flood waters.

indicates that groundwater levels continue to be steady, and that human groundwater use is less than 1% of total recharge. The report states that groundwater in Maine is currently an abundant, renewable resource. However, challenges are predicted for the future.

Contamination is the biggest threat to groundwater quality. Under the Maine Water Classification Program, groundwater is classified by its suitability for drinking water purposes as either potable (GW-A) or unpotable (GW-B). GW-B can be used for uses other than public water supply. In Maine, no groundwater is currently classified GW-B even though unpotable groundwater exists in many communities.

It is up to well owners to test their own well water for contaminants and treat it as necessary. However drinking water quality is monitored by the State for public water supply systems. In 1996 amendments to the federal Safe Drinking Water Act require each state to complete assessments for each public water supply source to identify conditions that may

threaten the water quality available to consumers. An assessment of the Surry Elementary School PWS in 2003 indicated several areas of risk for acute or chronic contamination pertaining to the School’s 205-foot bedrock well. Unknown factors, the location of the septic system within 300 feet of the wellhead, and detection of one contaminant (cyanide) and five significant *potential* contaminant sources within 300 feet, contributed to the conclusion that Surry’s PWS system was at moderate to high risk for contamination. The parking lot was indicated as the nearest potential source of contamination, likely due to run-off of pollutants.

At the time these one-time assessments were made, the Safe Drinking Water Program was put into effect through the Department of Human Services which provides yearly notification of testing that is required to implement its “test and treat” approach, with which the School has complied. Emphasis is placed on improving wellhead protection, which for the School includes an area of 300 ft

PFAS Contamination

The Maine DEP Integrated Water Quality Report for 2022 indicates that presently the greatest contaminant threat to groundwater is from the PFAS-PFOA-PFOS family of compounds (also known as “forever chemicals”). These chemicals, which come from many of our consumer products and have been found throughout the state, have been linked to negative health effects in humans and animals.

surrounding the wellhead, as well as identifying threats to water quality within a 2500-foot radius. Since the wellhead lies directly under a classroom and the Town owns a large area around the School including the Town Office lot, no further legal protection is needed to control land use activities in the wellhead protection area. However, awareness of this protective zone should be considered in use of pesticides or fertilizers on school grounds, as well as salt applications in the parking areas. Within the 2500-foot radius, the Surry town sand and salt deposit is indicated as a potential threat, but since it lies within a covered shed, leaching potential of salt is reduced. The Surry Store is another potential threat, but this store does not store petroleum products which could be a source of contaminants.

The Acadia Under Canvas PWS serving 63 “glamping” tent sites was constructed in 2021, meeting Shoreland Zoning and Site Plan Review Standards. No assessment or testing data is available at this time.

In 2021, the State of Maine passed a law that all public schools must test their drinking water for per- and polyfluoroalkyl (PFAS) chemicals and set a limit of 20 parts per trillion (ppt) for concentrations of six of them. In September 2022, Surry Elementary School tested its water, and both the first test and confirmation tests were well above the state limits. In response to the School’s test results, the Shaw Institute, a non-profit environmental research organization in Blue Hill, conducted additional tests in and around the school with the goal to determine

the extent of the contamination and possible sources.

The tests conducted by the Shaw Institute on 10/27/22 confirmed the State laboratory results with a sample from the Surry Elementary School kitchen that contained 74 ppt of 10 different detected compounds. The intermittent stream on the Osgood Trail behind the Town Office was the only other sample with relatively high PFAS concentrations. The samples from other locations around the school, namely four private households, three sites on Patten Stream, and the one site on Flood Stream, had no measurable PFAS chemicals. The sample from the Town Office showed a very low level of only one compound.

The discussion resulting from the initial Shaw Institute survey showed that PFAS contamination is likely a localized problem around the school and municipal buildings on North Bend Road with another source somewhere upstream on the Osgood Trail. The Shaw Institute recommended additional testing of wells around the school to better understand the direction of the groundwater flow which influences the well water content. They also recommended soil testing to address some anecdotal reports of sludge used during the construction of the school and the soccer field.

It should be noted that as soon as the PFAS contamination of the well water at the School was confirmed, the Surry Select Board, School officials, and Surry citizens and organizations began to supply the school with plastic bottles of drinking water. By July 2023, with the help of a state grant, a water filtration system was installed at the School so plastic bottles of

water are no longer required. However, second and third rounds of PFAS testing continued. The second round of testing by the Shaw Institute focused on the extent of contamination within the municipal area of Surry around the School. These tests pointed to the soil of the Murphy Road soccer field as the likely source of the contamination detected in the intermittent stream along the Osgood Trail which is located behind the Town office but less likely to be the source of contamination in the school well. The extremely low levels of PFAS in soil samples from the school property indicated that the contamination of the property is not pervasive but could not rule out soil contamination as the source of the well contamination. Tests of residential well water detected PFAS in homes south of the School on North Bend Road, but no homes had levels comparable to the School or above the State's advisory threshold. The third round of testing, again by the Shaw Institute, focused on the soil on the grounds of the School. Samples were taken from the baseball and softball outfields, an old septic leach field located to the south of the baseball field, and the grassy area surrounding the playground. These soil tests showed PFAS levels in the old leach field and the playground area were **higher** than those in average Maine soils referred to as a "background" level which occurs almost everywhere. The baseball and softball fields tested at approximately those background levels. The concentrations of the PFAS compounds found at all four locations were below the most stringent guidelines available from the Maine DEP and 1000 times lower than the guidelines for residential use. Therefore, exposure to the soil on the ballfields or the playground is viewed as having very little health risk. Direct contact with the soil from the old leach field poses elevated risk but such

contact is likely to be minimal since there is no playing equipment or sports field in that area. The PFAS contamination in the soil of the old leach field could be the source of the contamination in the School's well. In future planning for infrastructure development, playground equipment that would involve contact with the soil in the old leach field, should not be installed without first covering or removing the current topsoil. Regular monitoring of the wells and surface water around the School will provide direct information about health risks. In addition, residents living in homes south of the School should be encouraged to test their wells as

Aquifers

Aquifers are water-bearing geological formations capable of yielding a usable amount of ground water to a well. Whether tapped directly or not, they are a valuable water resource to the town. Surry has six significant sand and gravel aquifers described in Chapter C. Natural Resources. A significant aquifer is a sand and gravel aquifer capable of yielding more than 10 gallons/minute of ground water. Surry's largest aquifer extends from Lower Patten Pond, generally following a course along Patten Pond Road and North Bend Road to a point north of the School. There are numerous smaller aquifers scattered through the town (See Map B-1, Surry Water Resources). (Refer also to Maine Geological Survey Maps, Significant sand, and gravel aquifers: Blue Hill, Branch Lake, and Orland quadrangles).

Groundwater Protection

some water contamination has been found in that area.

The reports published by the Shaw Institute contain the details of the information provided herein. These reports are available to the public and have been posted on the Town's website or can be obtained from Shaw Institute. The Surry Select Board, School officials, and State of Maine DEP officials are continuing to work together to address and coordinate plans to correct the PFAS problem in Maine generally, but specifically in the Town of Surry and at the Surry Elementary School.

Development around most of the aquifers is characterized as rural. None of the aquifers extend into the Village Center. Since there is only light commercial and no industrial development or large-scale farming near any of the aquifers, known threats are few. Road salt as well as PFAS contamination could, however, be a potential threat to the North Bend Road aquifer. Awareness of aquifer locations should be considered with any development planning, but particularly when considering any development on the North Bend Road. The aquifer could potentially provide a large amount of water needed for a project but is also vulnerable to contamination. Another aquifer located close to Patten Bay along the Surry Road might be subject to saltwater contamination from expected sea level rise in the future.

The State has many programs in place or in development to monitor groundwater levels and protect groundwater including subsurface wastewater disposal regulations and permitting, pesticide management, underground storage tank permitting, and road salt application and storage regulations. The

Well Information Law of 1987 requires the Maine Geological Survey to collect information on new water wells in Maine to evaluate ground water resources. This data, including the depth of newly drilled wells, provides additional information about a particular area that can be used for planning.

High Arsenic Levels in Surry Well Water

In a USGS statewide assessment of arsenic concentrations in domestic well water done in 2010, Surry was singled out as having not only a high percentage of wells exceeding safe guidelines, but also for having some of the highest concentrations of arsenic in the State. Since then, the Maine Tracking Network affiliated with Maine CDC has compiled data from 2013-2019 which indicates that Hancock County, and particularly the Blue Hill Peninsula, continue to be an area of high risk for well water contamination.

On average, about 10% of wells tested statewide show levels of arsenic higher than Maine's Maximum Exposure Guideline of 10ug/L. However, of 176 wells tested in Surry, over 45% of wells exceeded the guideline. While the median was slightly over 8ug/L, levels tested as high as 660ug/L in Surry. Arsenic contamination of water may be the result of dissolved minerals from bedrock or sediments, or it may be caused by leachate from solid waste landfills or from use of pesticides. Studies suggest that arsenic may be associated with several forms of cancer.

Maine Tracking Network also indicates that only 58% of wells in Hancock County had been tested for arsenic during the study period 2016-2021. Considering the high prevalence of

arsenic in Surry's water wells and the evolving concerns about PFAS contamination, it is suggested that the Surry Conservation Commission might further investigate data specific to Surry and collaborate with Hancock County Soil & Water Conservation District and Healthy Acadia to further educate the community and provide resources for affordable testing and remediation of wells. Free well water testing is available for Maine WIC recipients and the Maine Housing's Well Water Abatement Program provides grants for well contaminant remediation to low-income single-family homeowners or landlords for dwellings of four units or less.

In addition to arsenic, other contaminants found in Surry water wells test above acceptable levels including uranium, fluoride, and radon, any of which may require expensive filtering systems to be installed. State recommendations include purchase of bottled water when contaminants are found.

Having identified a need for Surry residents to be able to reliably obtain safe drinking water for any number of reasons including temporary drought or loss of electricity to pump water, the Surry Climate Action Workgroup is currently exploring an option to install an

FRESHWATER RESOURCES

outdoor hand pump at an existing wellhead at The Gatherings, a local privately owned community center that is open to the public. The goal is to provide safe drinking water free

of charge to those who do not have access to it, while also reducing the amount of plastic that is added to the waste disposal cycle when bottled water is purchased.

GOALS, OBJECTIVES AND STRATEGIES – FRESHWATER RESOURCES

GOAL: Ensure the protection of Surry’s freshwater resources by monitoring and addressing current and future environmental threats.

OBJECTIVE 1: Encourage support for pond monitoring, education, and other lake protection measures to adapt to and mitigate the effects of more frequent and severe rainfall events in the future.

Strategy 1: Collaborate with City of Ellsworth, Friends of Patten Pond Association, and Hancock County Soil & Water Conservation District (HCSWCD) to conduct a Patten Pond Watershed Survey to identify and possibly remediate any run-off issues as sources of pollution to both Patten Ponds and Patten Stream. Toddy Pond Association will also update its 2013 Watershed Survey.

Responsibility: Select Board, Conservation Commission

Time Frame: One – three years

Strategy 2: Encourage shoreland property owners to maintain significant vegetated buffers near pond shores to minimize the channeling of water and disperse water across the ground and into buffers.

Responsibility: Conservation Commission, Code Enforcement Officer

Time Frame: One – three years

Strategy 3: Collaborate with the City of Ellsworth on dam remediation and maintenance for Lower Patten Pond as well as cooperation in implementing lake protection measures such as random boat inspections at the public access, and periodic water quality testing.

Responsibility: Select Board, Pond Associations, Conservation Commission

Time Frame: Two – four years

Strategy 4: Collaborate with local pond associations, surrounding towns, and other interested parties to seek solutions for dam rehabilitation or other water retention options for Toddy Pond.

Responsibility: Select Board, Pond Associations, Conservation Commission

Time Frame: One – three years

Strategy 5: Continue to collaborate with local and regional groups as well as surrounding towns in support of various efforts to protect the great ponds, which are under increased pressure including climate threats, as critical natural resources.

Responsibility: Conservation Commission, Select Board

Time Frame: One – five years

Strategy 6: Adopt water quality protection practices and standards for construction and maintenance of all roads and public properties and incorporate them into the SCO.

Responsibility: Planning Board, Select Board, Code Enforcement Officer

Time Frame: Two – four years

Strategy 7: Consider testing pond and stream areas for the presence of pesticides used in commercial blueberry spraying.

Responsibility: Conservation Commission

Time Frame: Three – ten years

OBJECTIVE 2: Improve well water safety.

Strategy 1: Collaborate with the State of Maine, HCSWCD and Healthy Acadia to further evaluate specific well water data in Surry for both arsenic and PFAS contamination, to inform the community about potential contaminants in residents' well water, and to seek resources for affordable testing and remediation of wells.

Responsibility: Conservation Commission, Climate Action Workgroup

Time Frame: One – three years

Strategy 2: Seek funding for additional water and soil PFAS testing to help determine sources of PFAS contamination.

Responsibility: Select Board, Conservation Commission

Time Frame: One – three years

Strategy 3: Conduct research to identify measures for mitigating known contamination on Town-owned property.

Responsibility: Select Board, Conservation Commission

Time Frame: Two – four years

OBJECTIVE 3: Improve septic system construction and maintenance.

Strategy 1: Provide regular and specific education for residents about the operation and maintenance of private septic systems including tank emptying requirements.

Responsibility: Conservation Commission, Plumbing Inspector

Time Frame: On-going

Strategy 2: Ensure compliance with requirements for septic system setbacks from wells or waterways, and siting and construction best practices.

Responsibility: Code Enforcement Officer, Planning Board

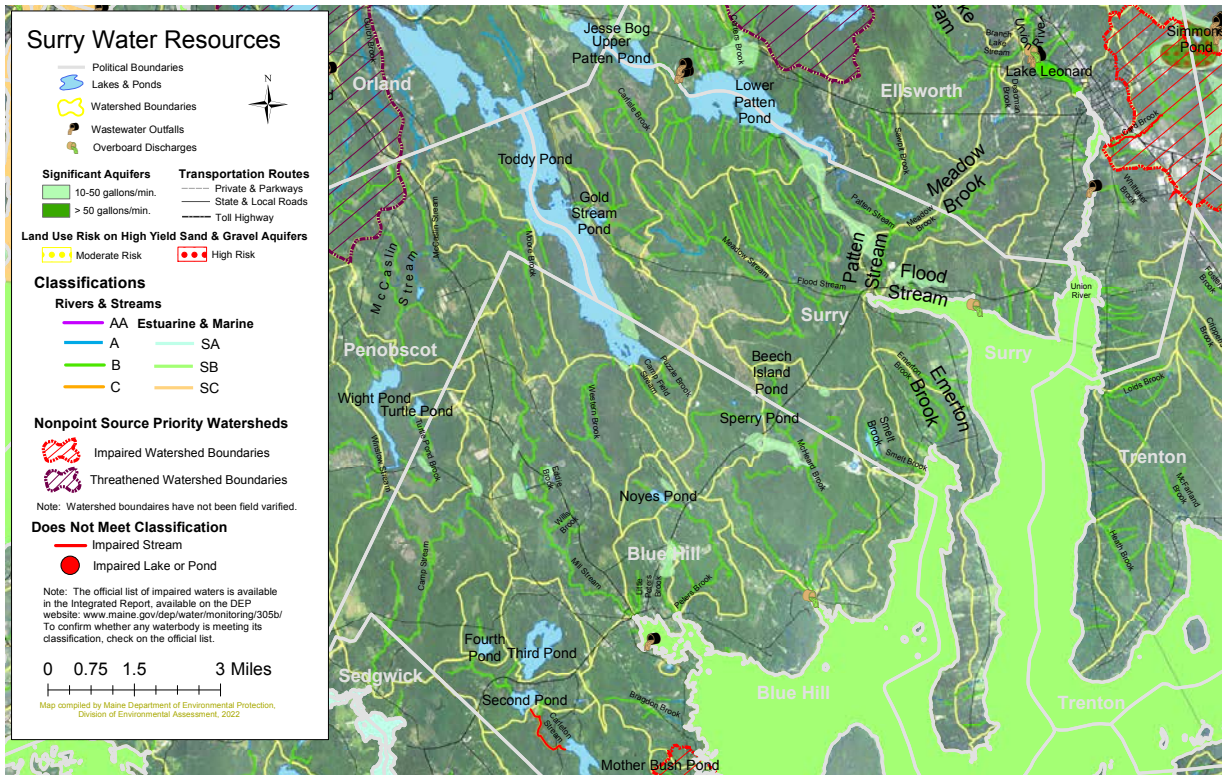
Time Frame: On-going

Strategy 3: Create a file indicating the wastewater disposal status of all properties within the Shoreland Zone to prevent or correct any point source pollution to fresh or marine water resources. Work with State officials and the property owner of the Town's only overboard discharge (OBD) system to eliminate it.

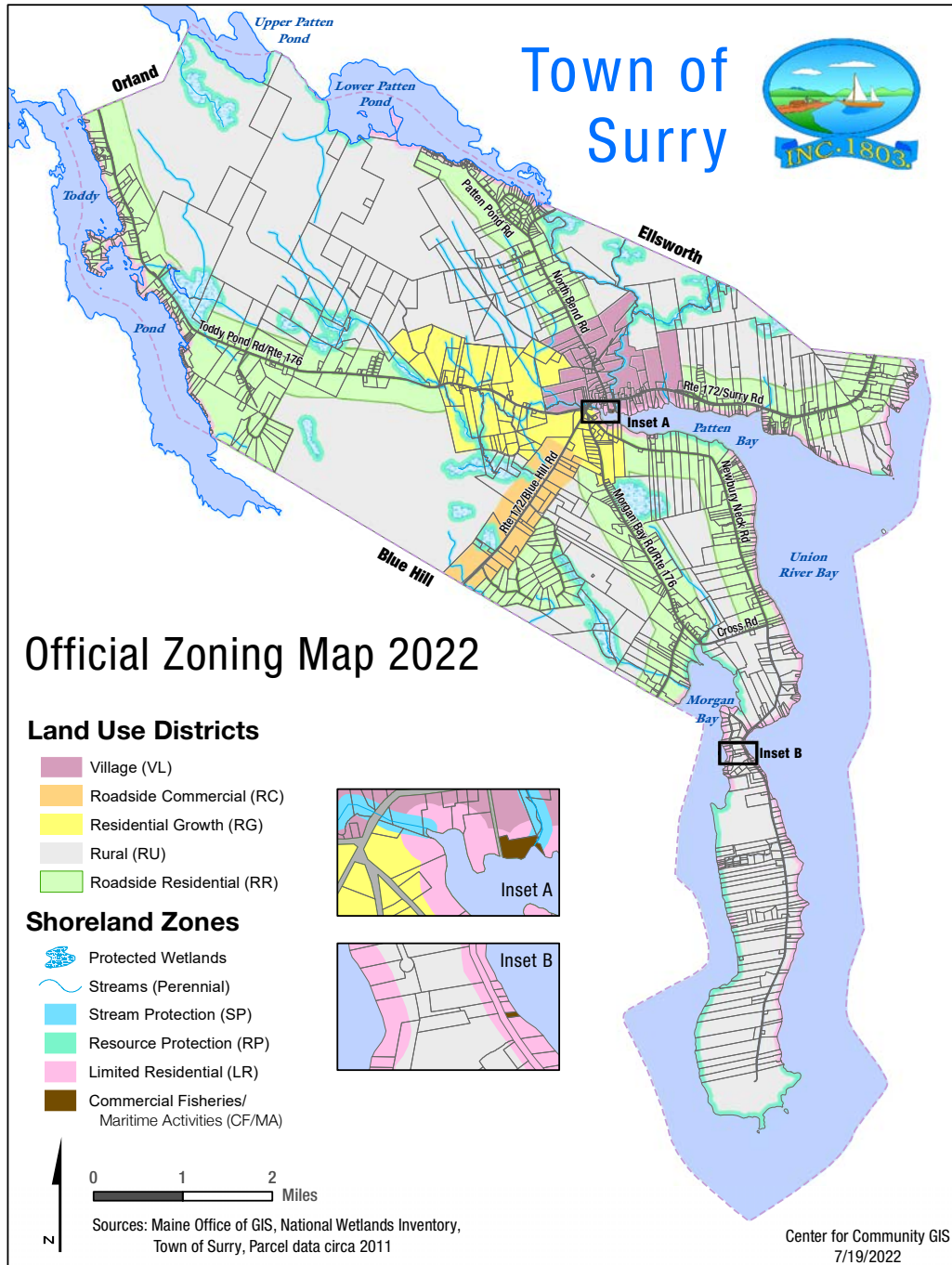
Responsibility: Select Board, Code Enforcement Officer

Time Frame: Three – five years

Map B-1: Water Resources



Map B-2: Official Zoning Map 2022



CHAPTER C: NATURAL AND SCENIC RESOURCES

1. Purpose

This section will describe the extent, characteristics, and significance of Surry's critical and important natural resources, predict whether the existence, physical integrity, or quality of critical and important natural resources will be threatened by future growth and development, and assess the effectiveness of existing measures to protect and preserve critical and important natural resources.

2. Key Findings and Issues

- Surry has abundant natural and scenic resources that contribute to its character as a “scenic coastal town” and residents show a high level of interest in protecting these resources as evidenced by support of and active participation in numerous protection efforts.
- Two of Surry's great ponds (Toddy Pond and Lower Patten Pond) are the natural resources most in need of continued protection due to increased use pressure which threatens their water quality.
- Surry has many wetlands that provide valuable habitat to a wide variety of animal and plant species that should be further protected by conservation easements.
- Surry has scenic view resources that should be specifically identified and considered for further protection.
- A majority of Surry's land mass is undeveloped and in varied ownership which contributes to protection of the ecosystem. A high percentage of land is protected under conservation easement and available to the public for recreational use. Large, multi-generational land holdings that are viewed as unlikely to be sold or developed are also a significant part of the landscape.
- Surry has one threatened species, the Upland Sandpiper, and a species of concern, the Blue Heron, whose habitats may need protection if development is considered in those areas.
- Surry has many existing gravel pits and previous mining operations that could be permitted for further excavation, but the Surry Code of Ordinances lacks provisions necessary to adequately regulate and monitor this specific land use activity which can impact natural resources.

3. Community Engagement Results

The Comprehensive Plan committee members interacted with the community in a variety of

ways while compiling information for this plan. They conducted surveys, interviews, listening

and visioning sessions. Specific to Natural and Scenic Resources, the community survey mailed to every occupied household via Every Door Delivery (EDDM) as well as available on the Town website, is the one that applies directly. That survey asked respondents how involved should our Town government be in protecting and preserving Patten Pond and Toddy Pond? Perhaps unsurprisingly their responses were very similar and positive. The answer “very involved” was chosen by 44.48 % of respondents for Patten Pond and 44.67% of respondents for Toddy Pond. The answer “somewhat involved” was chosen by 26.42 % of respondents for Patten Pond and 26.67% of respondents for Toddy Pond. The answer “current protection is sufficient” was chosen by 19.73 % of respondents for Patten Pond and 19.67% of respondents for Toddy Pond. The answer “not sure” was chosen by 9.36 % of respondents for Patten Pond and 9.00% of respondents for Toddy Pond.

Several other questions reflected the concern that Surry residents have for their natural and

scenic environment. Diminished dark skies were experienced or observed at or near their property by almost 25% of respondents. “What environmental risks to our community concern you most?” resulted in 73% of respondents choosing invasive species on land, 39% of respondents choosing invasive species in water; and 32% of respondents choosing extreme weather events. The current plague of deer ticks has evidently reached Surry. Most telling of the questions that concerned Surry residents was how important maintaining the rural environment was to them. More than 60% of respondents chose the answer “extremely important” and more than 30% chose the answer “somewhat important.” Less than one percent chose the answer “not at all” and 2% were “not sure. The natural and scenic environment of Surry is clearly an important feature of the treasured rural appearance of the Town.

4. Current Conditions and Analyses

Protective Legislation and Identification of Natural Resources

The Natural Resources Protection Act became effective in Maine on Aug 4, 1988. Through this Act, the legislature declared that certain natural resources are of State significance, have value to the citizens of the State and need to be protected. The resources of significance include the State’s rivers and streams, great ponds, freshwater wetlands, coastal wetlands, and significant wildlife habitat.

The Mandatory Shoreland Zoning Act, first enacted in Maine in 1971, required that municipalities regulate activities within 250

feet of great ponds, rivers, coastal and freshwater wetlands and within 75 feet of certain streams. Surry incorporated Shoreland Zoning in the Unified Development Ordinance first adopted on June 9, 1992. A permit is required for land use activities within this designated zone, issued by the Planning Board and enforced by the local Code Enforcement Officer.

Identifying significant wildlife habitat and fragile ecosystems is aided by the State

Beginning with Habitat Program (BWH) created in 2000 to collect habitat information produced by various federal, state, and local agencies as well as non-government organizations, providing each town with data and maps to help identify critical and important natural resources in the local areas. Towns are not limited to these resources in determining what natural resources have value to their citizens. The BWH maps are available at the town office as well as online (www.beginningwithhabitat.org).

Following is a summary of findings from the BWH maps provided to Surry by the Maine State Planning Office and Department of Agriculture, Conservation and Forestry (DACF), which include Primary Map 1, Water Resources and Riparian Habitats, (2021); Primary Map 2, High Value Plant and Animal Habitats (2021); Primary Map 3, Undeveloped Blocks & Connectors and Conserved lands (2021); Supplementary Map, Natural Resource Co-occurrence (2003); and Town of Surry Wetland Characterization Map (2003).

Critical Natural Resources

By definition in the Comprehensive Review Criteria Rule, “critical natural resource” refers to the following natural resources which under federal and /or state law warrant protection from negative impacts of development:

1. Resource Protection District areas pursuant to the Mandatory Shoreland Zoning Act.

Resource Protection Zones, one of four Shoreland zoning categories, are described in the Surry Code of Ordinances (SCO) and mapped on the official Surry Zoning map 2022 (see Map B-2). Resource Protection Zones are located on Upper and Lower Patten Ponds, and a good portion of Surry’s coastal shoreline. They include numerous freshwater and estuarine wetlands. Land use restrictions are greater in these designated areas and permitting/development usually requires Planning Board approval.

2. Wetlands of special significance as defined in the Maine Department of Environmental Protection (MDEP) Wetlands and Waterbodies Protection Rules.

Wetlands of special significance include all great ponds, all coastal wetlands, and certain freshwater wetlands. Portions of three great ponds lie within Surry boundaries, described in Chapter B. Fresh Water Resources: Toddy Pond, Upper Patten Pond and Lower Patten Pond. Gold Stream Pond (locally known as Gold Stream Marsh) lies entirely within Surry. Coastal wetlands include all tidal and subtidal lands and includes all of Surry’s coastline as well as tidal coves at Emerton Brook and Carrying Place.

Also included are freshwater wetlands that have certain characteristics such as significant wildlife habitat, imperiled natural communities, or close proximity to a stream, great pond or coastal wetland. Wetlands with aquatic or emergent marsh vegetation or open water are included, as well as those subject to flooding. Based on these criteria, Surry’s freshwater wetlands of special significance would

include (but not be limited to) wetlands located within Surry's Resource Protection Zones. These include Patten Stream Marsh, Gold Stream Marsh, Carlisle Meadow, Mann's Meadow, Emerton Heath, and wetlands affiliated with Meadow and Flood Streams. Also included are wetlands close to Upper and Lower Patten Ponds and several small wetlands feeding Meadow Brook.

The BWH Supplementary Map #7 titled "Wetlands Characterization" and the National Wetland Inventory maps are non-regulatory tools showing characterizations of identified wetlands which could be valuable for planning purposes.

3. Significant wildlife habitat as defined in the Natural Resources Protection Act:

- a. Candidate Deer Wintering Areas: Three areas are depicted: a large area of wetland off Toddy Pond Road, a slightly smaller area off the Blue Hill Road, and another large area covering the Cross Road and running down the Newbury Neck Road.
- b. Inland Waterfowl and Wading Bird Habitat: Numerous sites include Carlisle Meadow, Gold Stream Marsh, Meadow and Flood Stream Marsh, Patten Stream Marsh, the northern end of Lower Patten Pond and numerous marshes in or near Meadow Brook Forest Preserve. Also included is the eastern end of Lower Patten Pond.
- c. Tidal Waterfowl and Wading Bird Habitats: These habitats include the entire shoreline of Newbury Neck and the south shore and some north shore regions of Patten Bay extending into Union River Bay.
- d. Significant Vernal Pools: Five small areas have been identified near the Blue Hill town line, west of the Transfer Station.

For any planning on or near significant wildlife habitat, consultation with a Maine Department of Inland Fisheries & Wildlife (MDIFW) wildlife biologist is recommended.

4. Threatened, endangered and special concern animal species habitat, pursuant to Maine Endangered Species Act:

Currently, there are 51 animal species considered endangered or threatened in Maine. The bald eagle is no longer listed.

Beginning with Habitat Primary Map #2 indicates no endangered animal species in Surry. However, Surry has one threatened species: the Upland Sandpiper. Its habitat is identified as Block #97 off Toddy Pond Rd, close to the Orland town line, accessed by the Carlisle Road. This is an elevated open area of blueberry land, currently part of a large parcel. The Upland Sandpiper is a grassland bird whose habitat is declining in the Northeast. It requires fields or blueberry barrens greater than 150 acres.

Habitat that supports threatened species is designated “essential wildlife habitat” which should not be significantly altered. Any permitting required must involve MDIFW.

Surry has one species of special concern: the Great Blue Heron. The habitat is identified as Block 38 located off Morgan Bay Road at Manus Meadow known locally as Mann’s Meadow (a wetland). The Great Blue Heron is a large wading bird. Many wading birds faced extinction in the early 20th century and threats to habitat have slowed their comeback. Protecting this habitat should be considered in any development planning.

5. Significant freshwater fisheries spawning habitat:

Surry has many streams that are designated as Wild Brook Trout Priority Areas including tributaries to Meadow Stream, Flood Stream, Patten Stream, and Smelt Brook which flow into Patten Bay and Morgan Bay. Gold Stream and its tributaries are also designated, which flow into Toddy Pond and eventually to Penobscot Bay. Maine is a stronghold for remaining brook trout which is also an indication of healthy streams.

These stream areas carry higher recommendations of a 100-foot protective buffer and may be candidates for in-stream habitat restoration actions and/or stream connectivity enhancement (updated culverts). Brook Trout are not afforded any special state or federal protection, but MDIFW recommends following Best Management Practices for Forestry during all road and trail building or timber harvesting.

While potential habitat still exists for Wild Atlantic Salmon, there are currently no active streams in Surry that support this species. The culvert at Smelt Brook is located such that no fish can get upstream. A new box culvert could improve that situation.

6. Natural Communities designated critically imperiled (S1), imperiled (S2) or rare (S3): none are noted in Surry.

7. Areas containing threatened or endangered plant species: Maine Natural Area Program (MNAP) designates 352 rare plants in Maine: none are noted in Surry.

8. Coastal sand dune systems as defined in the Natural Resource Protection Act: none are noted in Surry.

9. Fragile Mountain areas as defined in the Natural Resources Protection Act: none are noted in Surry.

10. National Natural Landmarks designated by the National Park Service: none are noted in Surry.

Important Natural Resources

In the Comprehensive Plan Review Criteria Rule, Important Natural Resources are defined as those areas in the community important for strategic conservation planning purposes and not classified as Critical Natural Resources.

1. Large habitat blocks

Habitat blocks are areas of contiguous forest and other natural habitat that are unfragmented by roads, development, or agriculture; important because they meet all the environmental conditions an organism needs to survive. These blocks extend beyond town limits, and for planning purposes it's important to consider creating or maintaining habitat corridors to help species survive.

Surry contains a habitat block of 7,951 acres, north of Toddy Pond Rd, most of which is within town lines. Within Surry are also portions of two other blocks, each over 5,000 acres.

Another habitat block of 1,141 acres exists on both sides of Morgan Bay Road. On Newbury Neck a block of 696 acres is located on its southernmost end. Much of this land is either conserved or contained in large undeveloped parcels. Collaborating with the two local land trusts who manage the preserves involved, it would be very desirable to map out wildlife corridors to determine if more protection is needed for animals to migrate between blocks, which could become increasingly important with climate change.

2. Habitat connections (based on computer modeling versus actual sightings):

The BWH maps show numerous undeveloped block connectors crossing roads with lower daily traffic volume including 13 sites crossing Toddy Pond Road and a concentration of 10 sites on Newbury Neck Road bordering inner Patten Bay, as well as a concentration of connectors across Morgan Bay Road and vicinity.

3. Focus Areas of Statewide Ecological Significance: None are designated in Surry.

4. Exemplary Natural Community locations: None are documented in Surry.

While there are no designated Exemplary Natural Community locations, Surry has multiple areas identified as areas of Natural Resource Co-occurrence where environmental assets are concentrated, most lying north and south of Toddy Pond Road. The highest rated areas include Mann's (Manus) Meadow (a wetland), riparian areas bordering upper Patten Stream and the far eastern shore of Lower Patten Pond.

Significant Sand and Gravel Aquifers

Ground water is water found below the land surface in the pore spaces between sand grains

and in fractures in the bedrock. An aquifer is a water-bearing geologic formation capable of yielding a usable amount of ground water to a well. A sand and gravel deposit is considered a significant aquifer when a well in that deposit is capable of being continuously pumped at a rate of 10 gallons per minute or more.

Map B-1: Surry Water Resources, shows several significant sand and gravel aquifers in Surry with moderate to good potential ground water yield. The largest aquifer extends from Lower Patten Pond to the Village area just north of the Surry School, generally following along the Patten Pond Road and the North Bend Road for approximately three miles. It does not include the village center, but another smaller aquifer

exists along the Surry Road (Route 172) headed easterly towards Ellsworth. (Greater detail can also be found on Maine Geological Survey maps titled Significant Sand and Gravel Aquifers, Branch Lake Quadrangle, Blue Hill Quadrangle and Newbury Neck Quadrangle.)

Another small aquifer is located off the Blue Hill Road at the end of Atlantic Lane. There are also several aquifer areas adjacent to Toddy Pond. Information on wells drilled in these and other areas is also available.

See Chapter B. Fresh Water Resources, regarding protective measures for drinking water supply.

Scenic Resources

There are no scenic areas of state significance designated in Surry. However, Performance Standards for Subdivisions in the Surry Code of Ordinances indicate that scenic areas as identified in the Town's Comprehensive Plan are an important part of the town's character and therefore require structures to impede, as little as practical, scenic views from public roadways or from existing structures and the natural environment.

The 2014 Surry Comprehensive Plan does not identify scenic resources. Scenic view areas as seen from public roads in Surry are noted as follows:

1. Gold Stream Marsh, viewed from the Toddy Pond Road, is valued for bird-watching and scenic wetland views, which is also indicated in a conservation easement held by Blue Hill Heritage Trust.
2. Patten Stream Wetland, as viewed from the North Bend Road, is also valued for the same from the bridge which crosses the flowing stream.
3. Views from the public Carrying Place Beach and the adjacent town-owned lot called The Pines are valued for the view of the bay and mountains on Mount Desert Island.
4. Head of Patten Bay as viewed from the Old Schoolhouse Bridge includes tidal rapids from Flood Stream flowing into Patten Bay.

5. Patten Stream Falls, where it meets Patten Bay as viewed from the Town Wharf, is a popular viewing site for seals and shore birds feeding on fish as well as remnants of historic wharfs.
6. Head of Morgan Bay view includes tidal flow of Emerton Brook and views of Morgan Bay and islands from the bridge that crosses the brook.
7. Ridge views from Morgan Bay Road look down on Morgan Bay and further to the mountains of Mount Desert Island.
8. Contention Cove as viewed from the Surry Road provides a view of a historic cove.

In addition to these natural scenic resources which focus on ocean, mountain and wetland views, the Community Survey conducted by the Comprehensive Plan Committee indicates the high value that residents place on maintaining the rural character in Surry as well as the small-town character of the village center. Both are also scenic characteristics of the town that can also be protected (See Chapter O. Village Center). The Maine State Planning Office suggests creating an inventory of scenic resources to provide precise descriptions of the scenic resources and clearly defined locations. If further protection is needed, scenic resources can be specifically designated in an ordinance amendment establishing higher priorities for protection (see Protecting Local Scenic Resources: Community-Based Performance Standards). Part of this process, however, would be determining if the community values scenic resources enough to protect them and resolving any issues that surrounding property owners might face. It is noted that scenic resources do not have to be limited to landscapes. They can include cultural features of the landscape as well as historic structures or working landscapes such as lobster boat activity at Carrying Place. The Open Space program also includes protection of scenic value as part of its tax reduction program.

Other Valued Natural Resources

Coastal/Marine Resources: Surry has approximately 28 miles of ocean shoreline, a highly valued natural resource including both tidal and deep-water shore. Development is regulated in ocean shoreland zones the same as for freshwater zones by the Surry Code of Ordinances and Mandatory Shoreland Zoning, except that there is a separate zone for Commercial Fisheries and Maritime Activities. MDEP is responsible for protecting and restoring ocean and coastal ecosystems.

Beginning with Habitat Map #1 shows that most of Surry's shoreline is mapped by the Maine Department of Marine Resources as "shellfish growing areas" for economically important shellfish resources. See Chapter E. Marine Resources for discussion about shellfish regulation, marine water quality and the Carrying Place Beach, a highly treasured natural resource in Surry.

Common Loon: The common loon is a highly valued diving bird in Surry, particularly to lake property owners who value "the call of the

loon” and monitor their populations and nesting sites through the Audubon Society. Recent reports indicate that while the adult loon population has remained stable, the numbers of chicks are declining. Loons are not legally protected.

Dark Skies: The Community Survey indicates that a dark night sky relatively free of artificial light is important to many Surry residents. For over a decade, the Surry Conservation Commission (SCC) has conducted its well-known program “Stars over Surry”, which is

Mineral Resources

A Maine Geological Survey interactive map titled “Maine’s Mineral Resources” lists eight mineral resource sites in Surry, including silver, copper, lead, gold, zinc, and sulfur, but none are listed as sites of significant or critical mineral commodities or metal deposits. Maine Department of Agriculture, Conservation and Forestry (DACF) indicates that the resource of greatest economic value in recent years is “aggregate,” which is unconsolidated material such as sand, gravel, or crushed stone used for paving or construction. Sand and gravel deposits are found in most areas of the state, so sand and gravel operations are not included in this database.

Surry has many “gravel pits” used primarily for local construction, some of which may be in current use. Because mineral extraction

well attended on a starry night at the Carrying Place Beach. SCC has also sponsored educational events at the local schools to help students appreciate what can be observed in the skies. The Town of Surry is finalizing a lighting ordinance which among other purposes intends to allow appropriate lighting levels to preserve safety, security, and the nighttime use and enjoyment of property, allow people in residential areas to view the stars against a dark night sky, and protect the character of the natural environment.

operations can have significant impact on living conditions, roads, streams, wetlands, and wildlife, as well as scenic value, some surrounding towns have specific ordinances for mineral extraction and mining which address the complexities of these operations. Surry does not have an ordinance for mineral extraction, nor any provisions for “grandfathered” operations or Town oversight beyond what the State requires for permitting which focuses mostly on maintaining groundwater levels. Mineral extraction is allowed in all Surry’s zoning districts except two of the shoreland districts, with Planning Board approval. This includes the Village district and Residential Growth districts where mining is allowed.

Conserved Areas and Open Space Designation

Since the 2014 Comprehensive Plan, over 3,000 additional acres have been protected by

conservation easement, primarily through Blue Hill Heritage Trust (BHHT), a well-established, regional land trust (See Surry Constraints Map).

Additional landowners have provided different levels of protection through the Open Space Program which reduces their tax liability if they are willing to restrict the land's use from development by conserving scenic resources, enhancing public recreation, promoting game management, or preserving wildlife and its habitat. An Open Space Index compiled by the Surry Conservation Commission indicates that in 2022, twenty-five privately owned properties ranging in size from 5 to 2114 acres were listed in Open Space, comprising 3,412 acres in total. Fifteen of those properties are owned by BHHT, are protected in perpetuity, and are open to the public for recreation.

There are two large preserves in Surry, both owned by BHHT. The Surry Forest, totaling 2100 acres in active forest management, almost all of it within Surry, is accessed from Toddy Pond Road. Meadow Brook Forest has over 600 acres within Surry. The natural resources protected through BHHT include portions of two large habitat blocks, Gold Stream Marsh, Manus Meadow (also referred to as Mann's Meadow), Patten Stream, Emerton Brook and part of its heath, Meadow Stream headwaters, and shoreline at the head of Morgan Bay (Carter's Nature Preserve) connecting to a wildlife sanctuary (Furth Wildlife and Talalay Sanctuary). Meadow, forest, and shoreline habitat are also protected by other private owners. The town also owns 19 parcels open to public use and therefore also considered as Open

Space for purposes of planning, totaling 163 acres. In all, Surry has 3,575 acres in Open Space which is about 15% of its total land mass (23,661 acres).

In addition to numerous cemeteries, Town-owned lands include a lot adjacent to the Carrying Place Beach called "The Pines" used as a picnic site, a recently acquired 13-acre parcel across from the beach that also provides parking for beach use, the boat launching area at Lower Patten Pond, the Town Wharf and parking, the 26-acre Osgood recreation lot, and the 88-acre wooded parcel on the Jarvis Cart Road that includes the salt shed and borders Patten Stream. The 9-acre School lot also borders this stream.

About 75% of Surry's land mass remains undeveloped (determined from tax maps and property data). Most development is along the main roads that radiate from the village center. A remarkable number of large parcels are privately owned by individuals or timber or blueberry corporations, from 50 to hundreds of acres in size. The largest parcel is 1500 acres owned by a blueberry and timber harvesting company based in an adjoining county. Just over the town line in Orland is another 5,000-acre preserve called the Wildlands, owned by Great Pond Mountain Conservation Trust. Wildlife corridors likely exist but have not been mapped or identified.

Constraints to Development

While Surry has a high percentage of undeveloped land, much of the soil in Surry is characterized as hydric or partially hydric ("wet

soils") (See Surry Constraints map). Hydric soils support or are capable of supporting wetland ecosystems which should be

considered in planning where it might be desirable to create or restore wetlands. A USDA Soil Survey (Natural Resources Conservation Service, Web Soil Survey) indicates that over 95% of Surry's acreage (22,512 acres of Surry's 23,661 total acres) exhibit a very limited rating for septic tank absorption fields. Very limited indicates that the soil has one or more features that are unfavorable, and which generally cannot be overcome without major soil reclamation,

special design or expensive installation procedures. These unfavorable features in Surry soils are the low depth to a saturated zone, slow water movement, ponding, low filtering capacity, and seepage of the bottom layer. All of which negatively affect the distribution of the effluent from a septic tank through the subsurface tiles or perforated pipe of a typical residential septic system. So, while the presence of hydric soils may not prevent development, costs are likely to be higher.

Conservation in Surry

Surry established the Surry Conservation Commission (SCC) by ordinance in 1988. It was updated in 2022 and revised to include 7 members versus 5. Associate positions are also encouraged for special projects. The Commission recently created an Open Space Index and has coordinated with Shaw Institute to do water quality testing in Patten Bay and tributary streams as well as a study of Green Crabs, a growing predatory species in Patten Bay.

Surry also has a volunteer staffed Alewife Committee that continues to monitor alewife passage from Patten Bay into Patten Stream and upper ponds after securing funding to build a natural fishway in 2016 at the bridge crossing on the Surry Road. A Town ordinance from 2011 regulates the taking of alewives. The Committee is now working with the Town to secure funding for fish passage restoration

at other sites in Surry including Smelt Brook, where passage is blocked.

The Toddy Pond Association, currently consisting of 120 members, has been in existence for 25 years with a mission to preserve and protect Toddy Pond and its watershed. Friends of Patten Pond (formerly known as Patten Pond Environmental Protection Association) has been in existence for over 50 years with a similar purpose.

Blue Hill Heritage Trust, the local land trust for the "Peninsula area," has sponsored conservation projects on their conserved land in Surry, including educational programs, the Downeast Wood Bank and a site for Chickadee Compost which accepts food scraps for composting.

Local Knowledge/Potential Projects

Susan Shetterly, a well-known naturalist and author from Surry, indicates that Surry is rich

in natural resources that provide habitat to a wide variety of animal and plant species,

including threatened and declining species. She places particular focus on Surry's numerous wetlands, some of which are in protection or partial protection, while some are not yet protected. She indicates Gold Stream Marsh as one of the most unique habitats in Surry, primarily for its freshwater bird species and stresses the importance of protecting it fully. Currently only half of it is protected through ownership by the Blue Hill Heritage Trust. Additional protection is needed for Emerton Heath and Marsh, the Patten Stream marshes, and Mann's meadow, all of which provide unique habitat for various species.

Ordinance Protection and the Permitting Process

In 2022, the Surry Unified Development Ordinance was revised to correct inconsistencies and updated to better comply with the 2014 Comprehensive Plan as well as MDEP Guidelines for Mandatory Shoreland Zoning. To ensure easy access, all ordinances were compiled into the new Surry Code of Ordinances (SCO), adopted in April 2022. The town also increased the hours that the Code Enforcement Officer is available for consultation.

All permitting in Surry requires that the proposed use will have no adverse impact on wildlife habitat and that natural beauty will be conserved. It is up to the applicant to show that all the conditions of the SCO have been met, but most applicants do not address this, nor is evidence required for most permits issued. However, for certain residential projects and commercial development which can have significant impact on public facilities and natural resources, the SCO indicates that Site Plan Review may be required.

Ms. Shetterly notes that Surry is unique in that development to date is relatively sparse, so it is still possible to fully protect these valuable resources. She stresses the importance of vernal pools; each providing great value to the forest ecology and suggests that mapping the vernal pools of Surry would help contribute to their protection. She also suggests further surveillance of declining bird species such as bank swallows, black-capped chickadees, the upland sandpiper, arctic terns, cormorants, and ospreys.

Requirements for cluster housing are indicated, which try to preserve natural features as well as open space, but even this more rigorous review for higher impact projects requires little from the applicant indicating what natural or scenic resources might be impacted or how impacts could be mediated.

Performance standards for subdivisions do, however, specifically address preservation of Significant Wildlife Habitat and other important habitat areas identified in the Comprehensive Plan including requirement of a report prepared by a wildlife biologist. Subdivision plans must also include preservation of scenic areas as identified in the Comprehensive Plan.

To ensure that applicants present evidence including a review of natural resources that might be impacted, and also to ensure that the permitting authorities consider this evidence in the decision process, the State Planning Office suggests that ordinances could be amended to

require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources. In addition, the ordinance could include, as part of the review process, consideration of pertinent BWH maps and information regarding critical natural resources (see Chapter 208- Comprehensive Plan Review Criteria Rule- Natural Resources- Strategies).

The 2014 Comprehensive Plan included an implementation strategy for the Planning

Board to revise its applications for subdivision and site plan review to ensure that applicants identify all potential sites or features subject to MDIFW review and/or sites that are identified in the BWH maps. But other than mentioning that all applications must include adequate information to indicate that performance standards and statutory criteria have been met or will be met, the recently updated application (which covers all uses) has no specific requirement or guidance for addressing natural or scenic resources that might need to be protected or considered.

GOALS, OBJECTIVES AND STRATEGIES – NATURAL AND SCENIC RESOURCES

GOAL 1: Maintain the rural character of the Town of Surry.

OBJECTIVE: Increase public awareness of the importance and value of conserving of natural and scenic resources.

Strategy 1: Promote allowable use of conserved lands for recreation and education to increase appreciation of Surry’s natural resources and interest in conserving them.

Responsibility: Conservation Commission, Select Board

Time Frame: On-going

Strategy 2: Create an inventory of scenic resources and record specifics of the view areas, including whether it is publicly accessible or restricted private property, for public information.

Responsibility: Conservation Commission

Time Frame: One – three years

Strategy 3: In coordination with local land trusts, explore options to identify and protect wildlife corridors between the large, protected habitat blocks in Meadow Brook Forest, Surry Forest, and the neighboring large block called the Wildlands in Orland.

Responsibility: Conservation Commission

Time Frame: Three – ten years

Strategy 4: Seek funding for culvert replacement and remediation to restore traditional fish passage where it has been blocked.

Responsibility: Select Board, Alewife Committee, Conservation Commission,

Time Frame: Three – eight years

GOAL 2: Increase focus on conservation and protection of critical natural and scenic resources.

OBJECTIVE: Include protection of critical natural and scenic resources in the Town’s planning and permitting processes.

Strategy 1: Formalize a process for the Surry Conservation Commission to become more active in its mandated advisory role to the Planning Board and town officials.

Responsibility: Select Board, Planning Board, Conservation Commission

Time Frame: One – three years

Strategy 2: Include protection of critical natural and scenic resources in the Town’s discussions of future land use ordinances and land-owner considerations for lot/land development.

Responsibility: Select Board, Planning Board

Time Frame: Two – four years

Strategy 3: Revise the Building/Land Use Permit Application to assure that applicants look for and identify critical natural resources on site that might be impacted and take appropriate measures to protect those resources.

Responsibility: Code Enforcement Officer, Planning Board

Time Frame: Two – four years

Strategy 4: Initiate or participate in local and regional planning, management and/or regulatory efforts around shared critical and important natural resources.

Responsibility: Select Board, Conservation Commission

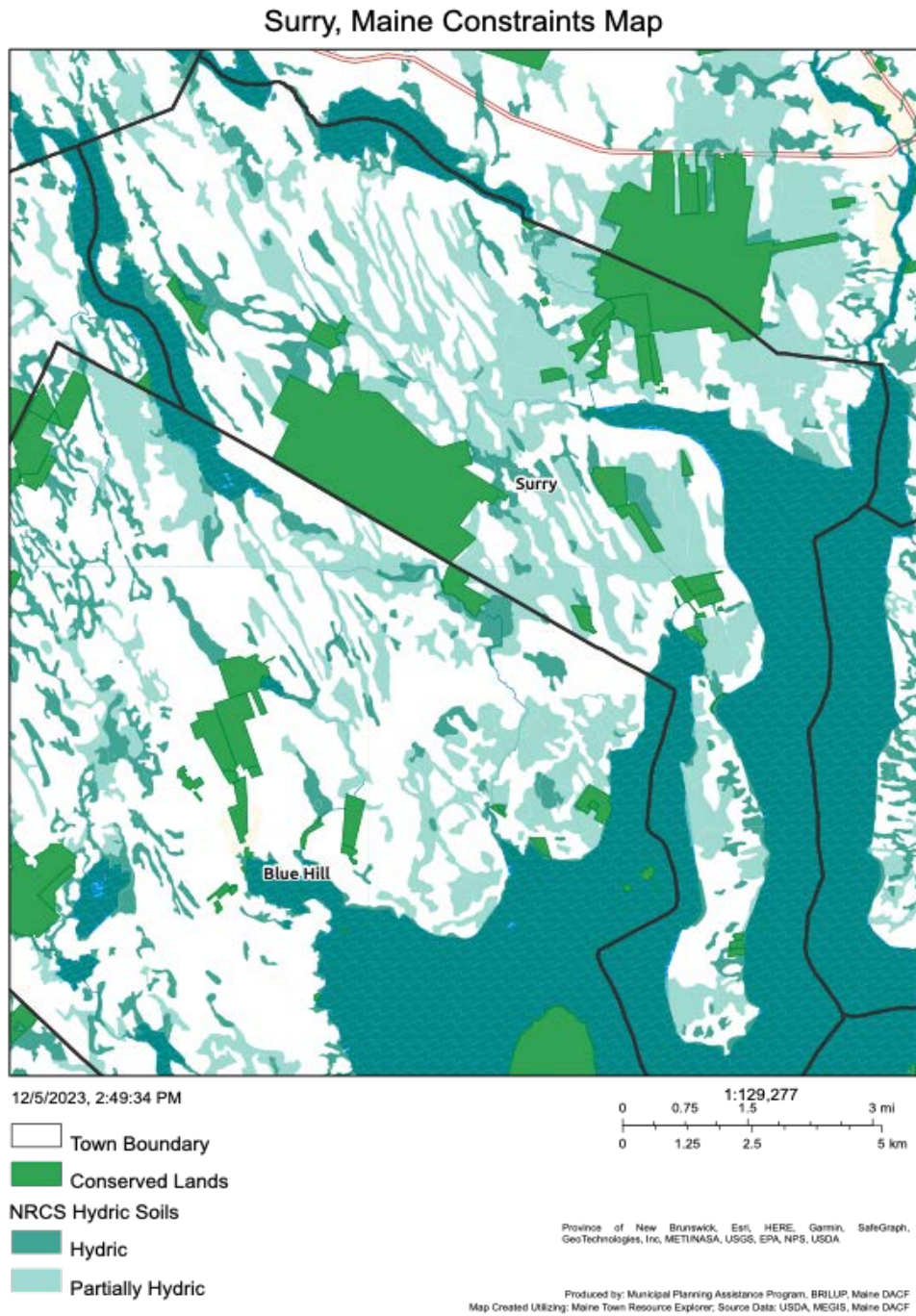
Time Frame: On-going

Strategy 5: Review the SCO to address specifics of the mineral extraction land use activity that can highly impact critical natural resources and wildlife.

Responsibility: Planning Board, Conservation Commission, Select Board

Time Frame: Three – five years

Map C-1: Surry Constraints



CHAPTER D: 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 describe the extent of Surry’s farms and forest lands, predict whether the viability of these resources will be threatened by the impacts of growth and development, and assess the effectiveness of existing measures to protect and preserve farm and forest resources.

2. Key Findings and Issues

- Surry has some Prime Farmland as well as a fair amount of Farmland of Statewide Importance where all or most crops could be grown, but most are not currently protected from development.
- The Farmland Tax program shows an increase in acreage farmed in Surry, which helps protect farmland and adds to the rural character.
- Commercial blueberry growing represents the highest value agriculture in Surry, though pesticide use on those blueberry barrens is a concern for both humans and the habitat.
- Residential development is a threat to agricultural use of identified Prime Farmland and Farmland of Statewide Importance, however, most uses on these USDA identified farmlands are secondary and minimally productive.
- Forestry continues to be the primary use for undeveloped land in Surry. It is well protected through participation in the Tree Growth Property Tax Program and there is a large amount of acreage that is permanently protected under conservation easement.

3. Community Engagement Results

The Comprehensive Plan committee members interacted with the community in a variety of ways while compiling information for this plan. They conducted surveys, interviews, and listening and visioning sessions. The community survey sent to every occupied household via Every Door Delivery Mailing (EDDM) as well as availability of the survey on the Town website, is the only one that applies directly to Agriculture and Forestry.

The survey asked respondents, “How involved should our Town government be in protecting and preserving Agricultural Land and Forested Land?”

Table D-1	Agriculture	Forested Land
Very involved	35.4%	39.2

Somewhat involved	25.8%	25.9%
Current protections are adequate	26.1%	26.7%
Not sure	12.2%	5.1%

Surry’s long history of farming and its extensive forested landscape likely contribute to the desire of residents to protect and preserve their agricultural and forested land.

The Survey also asked respondents to rank the importance of maintaining the rural character of Surry, which includes forested and farmed areas. Seventy-four percent of respondents felt this was either extremely or somewhat important for the Town.

4. Current Conditions and Analyses

Agricultural Resources

Statewide, only 6% of Maine’s land is occupied by farms. Protecting Maine’s farmland is necessary to ensure we will have enough land to grow our food in the future. Farmland also maintains habitat, helps preserve groundwater, and can produce local agricultural jobs. Of importance to Surry residents, protecting farmland also preserves the community’s rural character.

Prime Farmland is defined by the National Resources Conservation Service (NRCS) as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. Simply put, if a person can generate a prescribed dollar amount from the land, then it is considered Prime.

Farmland of Statewide Importance includes those lands that do not meet Prime Farmland criteria but can economically produce high yields of crops when treated and managed according to acceptable farming methods.

While Surry is not considered to be an active farming community, a 2022 USDA map (Map D-1: Surry Agriculture) indicates that Surry has areas where soils are suitable for farming. Surry’s designated Prime Farmland lies primarily along the Newbury Neck Road on the southern half of the peninsula. Numerous parcels previously farmed have been sold for residential use. Surry has additional land designated as Farmland of Statewide Importance, most prevalent along the North Bend Road and along the Surry Road. Numerous areas are also scattered throughout Newbury Neck Peninsula and at the head of Morgan Bay along the Morgan Bay Road and the Cross Road. There is very little along the Toddy Pond Road except in the area surrounding Gold Stream Marsh and one other known blueberry field. Land in this designation is also observed to be growing blueberries or mowed or fenced as pasture.

Farmland Use

The Farm Service Agency of the USDA published a 2021 map showing crop data

for Surry which indicates hay and blueberry production, as well as pasture. Mixed forest is also considered a crop available in most of Surry.

Surry tax data from 2022 indicates that 8 farmers or farming families participated in the Farmland Program in Surry, farming 231 acres. The Farmland Program is a classification of the Current-Use Property Tax Program, similar to the Tree Growth and Open Space Programs, which provides a reduction in tax liability on land that is actively used for farming. Property owners must have at least 5 contiguous acres used for farming, agriculture, or horticulture and can include woodland and wasteland. The tract must contribute at least \$2,000 gross income from farming activities each year. Of the 231 acres from which there was production, 114 acres produced crops most likely hay, pasture, horticultural products, and blueberries; 117 acres produced wood.

One 20-acre blueberry parcel of land in the Farmland Program provided the largest per acre value. This parcel was subsequently removed from the program. It is of note that other larger blueberry growers in Surry did not utilize the program. It has also been observed over the years that smaller parcels of blueberry land not owned by commercial companies have gone out of production even though there is added value in growing organic produce. Finding available labor is a huge challenge. Another reason might be the well-documented reduction of pollinators. Commercial producers typically import bees for pollination which is usually not cost-effective for smaller landowners. However, a number of landowners have recently begun keeping bees

and some are making those bees available to other landowners in Surry.

Today the number of farmers utilizing the Farmland Program has grown slightly compared to that in 2012 as indicated in the 2014 Comprehensive Plan. In 2012, 16 parcels were listed in the Farmland Program whereas in 2023, 20 parcels were listed (several farmers listing more than one parcel). The number of acres in Farmland has increased more significantly, rising from 129 acres in 2012 to 259 acres in 2023. Farmers must pay a penalty if land is removed from the Farmland Program. The 2022 list of current property owners utilizing the Farmland Program, does not show any farmers new to Surry who have joined the program in the last ten years. Only one parcel was withdrawn from the Farmland Program in 2023 for an assessed withdrawal penalty of approximately \$40,000.

Small roadside stands selling vegetables and/or eggs appear in various places in Surry during the growing season. In past years some small farms have participated in the Community Supported Agriculture (CSA) Program and the Maine Senior Farm Share Program. The neighboring Town of Blue Hill has a large farmer's market every week, as do Ellsworth and Bucksport on a smaller scale. In summary, agriculture is a minor activity in Surry although the small acreage in production under the Farmland Program has increased more recently. The greatest significance may be in grassland and open area habitat that is preserved which also contributes to the rural character.

Wild (lowbush) blueberries represent the highest value agriculture production in Surry. Blueberry harvesting is a traditional

agricultural activity in “Downeast Maine.” Since there is no tilling of soil, blueberry production also preserves open area habitat, produces jobs (mostly for migrant workers today) and adds to the rural character. There are three commercial blueberry companies which own and maintain productive blueberry fields in Surry. All three companies are based locally (Ellsworth, Hancock, and Milbridge), but none participate in the Farmland program. Most of the blueberry fields still in commercial production are located along the Toddy Pond Road, though smaller blueberry fields exist throughout Surry. Some smaller blueberry producers have recently gone out of production due to negative weather patterns and several years of low blueberry prices. There are several pests that affect blueberries. If found on inspection, they make a farmer’s crop unsalable. Pesticide spraying discourages these pests. There has long been concern about the effect of the pesticide spraying of blueberry fields on both humans and wildlife, as well as run-off which reaches the ponds. Pesticide application no longer occurs by aerial

spraying in Surry but is nevertheless evident to residents living near the blueberry fields. Residents can obtain spraying schedules upon request, but there is little recourse except to leave the area when spraying occurs. Pesticide and herbicide application is regulated by the Maine Department of Agriculture, Conservation and Forestry, which supports public and private initiatives to minimize reliance on pesticides.

In summary, wild blueberry production is an important agricultural activity in Surry and the local coastal region, but pesticide spraying presents challenges to residential living, wildlife preservation, and health of wetlands and ponds.

While not exactly agricultural land, a large garden center in Surry provides annual and perennial plants, as well as shrubs and various types of trees to regional homeowners. The location of this garden center on a slope above Patten Bay could be a concern if the enterprise uses pesticides that could run off into the bay.

Development as a Threat to Farming

Most of Surry’s farmland as identified on the USDA map is in the developed areas of Surry, including shore properties and those with scenic views, as well as areas near the village center. If fields are not cut, they will quickly become forest. Most property owners who have fields are primarily interested in maintaining the rural character and secondarily, farming activities. Many property owners are seasonal residents and only cut their fields to prevent forest growth and perhaps maintain some blueberries for picking in the summer. The highest and best use of

these properties for valuation purposes is residential use, so these properties are potentially subject to development.

Several large fields owned and maintained by corporations for blueberry production are not indicated on the USDA map. The largest fields along the Toddy Pond Road and the Blue Hill Road are in undeveloped areas and have been cleared of rocks and brush for easier crop maintenance and harvesting. While smaller fields throughout Surry have been abandoned for blueberry production, these large

commercially harvested fields are not threatened by development and are likely to remain in production well into the future.

Forest Resources

Forestry continues to be the primary use of undeveloped land in Surry. While it is difficult to determine exactly, it is calculated that well over half of Surry’s land mass (excluding areas covered by water) is undeveloped. Forestry is a traditional activity in Surry that goes back to its earliest settlement. It is a State goal that Maine’s forests continue to be “working forests.” In Surry, forest management activities including timber harvesting, are allowed in all zoning districts, with some restrictions in the Shoreland Zone, but enforcement of the rules for this use is the responsibility of the Maine Forest Service (MFS). In addition to protecting Maine’s forest, MFS also helps to ensure that state and federal laws protecting wildlife and water resources are followed.

Harvested acreage varies from year to year in Surry depending on tree growth and when a landowner has the opportunity to harvest. Tree Growth data provides a better indication of the substantial amount of land in Surry that is managed for forestry production. “Tree Growth” is a category of the Current-Use Property Tax Program, which reduces an owner’s tax liability where forested land is devoted primarily for the growing of trees used to produce commercial forest products. Like other Current-Use designations such as Open Space and Farmland, the program is intended for a long-term use commitment (on a minimum of 10 forested acres), but owners

may withdraw from the program with payment of a penalty.

To participate in the Tree Growth Property Tax Program or the Managed Forest Open Space Program, a forest management and/or harvest plan must be prepared and updated every ten years. In addition, a licensed forester must indicate compliance with the plan every ten years. It is noted that a management or harvest plan, although highly recommended by the Maine Forest Service for the landowner’s best interest, is only required for those designated programs. Prior to conducting a timber harvest, the landowner, or an agent, is required, by law, to submit a Forest Operations Notification. Recently, this filing requirement, including a harvest report, was changed so that it applies anytime a forest product is sold or bartered from a harvest. Thus, the Maine Forest Service oversees and keeps records of most harvesting activity in any town.

Not all owners of forested lands choose to put acreage into tree growth, but the program is attractive enough that 81 different landowners in Surry continued to participate in the program in 2023. For most, participation has been ongoing for years, even decades.

The number of lots with all or a portion in Tree Growth remained between 77 and 79 lots (6800 acres) until 2017, when the number increased to a peak of 86 parcels in 2019 and 2020. Thereafter, the numbers fell to 82

parcels in 2021 and 2022 and 81 parcels in 2023. However, the overall Tree Growth acreage in 2023 has held almost steady at 6,528 acres. Between 2020 and 2022, five owners removed land from Tree Growth, but four new owners placed land in Tree Growth. At least one removal transferred the acreage to Open Space. So, while there has been a slight drop over the last three years, the Tree Growth Program in Surry continues to be a popular and effective program. A review of the lots that currently contain acreage in Tree Growth shows that land in Tree Growth is well distributed throughout Surry.

The largest acreage held in Tree Growth by one owner is over 1000 acres owned by a

local blueberry corporation which also harvests blueberries on its 1500-acre parcel bordering the town line of Orland. While there are other large parcel owners in Surry who have acreage in Tree Growth, most are individuals. No other corporate owner held more than 300 acres in Tree Growth in 2022 and there are no known major forestry corporations with large land holdings in Surry. There are, however, many forested parcels over 50 acres in Surry that are not in Tree Growth, with a good number over 100 acres. And not all are harvested. These parcels represent possible sites of future non-forestry related development, which could diminish forested lands and forestry use in Surry.

Additional Forest Protection

Another more permanent way to protect a forest is by conservation easement. The largest parcel in Surry, over 2200 acres (Surry Forest) accessed from the Toddy Pond Road, is a contiguous block of forest land owned by Blue Hill Heritage Trust (BHHT), a local land trust for the region. Prior to its purchase in 2017, this block of land was heavily logged/cut over and then offered for sale, which is a trend that has been occurring all over Maine in the last three decades. While this forest land is now managed for reforestation and wildlife habitat, it is designated in the Open Space Tax Program rather than Tree Growth Program. The same applies to the portion of Meadow Brook Forest of 620 acres which lies in Surry and is also owned by BHHT. This Forest, extending further into Ellsworth, is also protected and managed outside the Tree Growth Program.

The acreage in Tree Growth alone in 2023 is 27% of Surry’s land mass (total acreage excluding water). Together with the two large parcels protected by BHHT, the managed forestry acreage totals almost 9,400 acres or 40% of Surry’s land mass. In summary, forestry as a land use is very important to Surry and the State. The Tree Growth Program is effective in ensuring that Surry continues to have working forests under good forest management practice.

The Open Space Program, another Current-Use Property Tax Program, also provides protection from development where valued habitat or a natural resource is preserved, offering some public benefit for reduced tax liability. This program is further described in the Natural and Scenic Resources Chapter. In

addition to the two large, forested parcels indicated above, another 624 acres of forested acreage within 10 parcels were designated as Open Space in 2022. Most of these are also owned by Blue Hill Heritage Trust under permanent conservation easement.

While Surry does not have a designated community forest which is managed by the community, the Town owns an 88-acre wooded lot on the Jarvis Cart Road which also contains the town’s “salt shed.” There is no forest management plan for this parcel. However, the Surry Conservation Commission commissioned a preliminary study that

indicated some forest management would be desirable. Since the unpaved road to the salt shed runs through the lot, there is potential for easy removal of the mixed wood for residents or harvest by the Town. According to the recent consultant’s review the composition of the forest there does not support profitable harvesting.

Blue Hill Heritage Trust cooperates with the Town of Surry and local volunteers in providing a lot at Meadow Brook Forest for a Wood Bank which distributes firewood for heating to residents in need.

Local Regulatory Action to Encourage Agriculture or Protect Forestry Uses

Surry does not have a designated Agriculture or Forestry Zoning district. Surry does have a Rural Zoning District which allows limited development while protecting natural resources and the character of rural areas.

The state of Maine requires a minimum lot size of 20,000 sq ft (less than ½ acre). In its Rural Zone, Surry has a 2.0-acre minimum requirement for newly created lots. While this restriction in the density of development would appear to enhance farming activity, the requirement for larger lot size (at high prices) might be prohibitive to greenhouse growers or

horticulture or herb farmers who don’t need larger plots of land to farm. The Surry Code of Ordinances defines agriculture to include the production, keeping or maintenance of animals including dairy animals, poultry, and livestock. It excludes the production, keeping or maintenance of cannabis. The residents of Surry recently voted to reject an earlier referendum approving various cannabis-related businesses in the Town. Agriculture as defined is allowed in all the zoning districts but requires Planning Board approval in the Shoreland district and Code Enforcement Officer approval in the Roadside Residential District.

Potential Development Impacts

Surry has many undeveloped lots exceeding 50 acres in size. The most likely development might occur on parcels that have pond or

ocean shore frontage. There are several large parcels that have undeveloped land on Upper Patten Pond and Lower Patten Pond. The three

largest parcels have been in the Tree Growth Program since the 1970's and early 80's. The penalty for a change in use would equal 15 years in back taxes which, although substantial, is certainly possible. Further, large-scale development in Surry is not very likely, due to the amount of already conserved land, multi-generational landowners with no intention of letting land pass out of the family,

and a fairly pervasive pro-conservation mindset in the community.

Development will always affect forestry use, however, there is so much land in Tree Growth or under conservation easement, that development, where possible, should not have a significant impact on forestry or open space in Surry.

GOALS, OBJECTIVES AND STRATEGIES – AGRICULTURE AND FOREST RESOURCES

GOAL 1: To encourage and support responsible agricultural and forestry practices throughout the community.

OBJECTIVE: Build public awareness about the benefits of tax incentive programs for forestry and agriculture.

Strategy 1: Promote and provide education about the Farmland Tax Program on the Town website to encourage farming activities throughout Surry.

Responsibility: Select Board, Administrative Staff, Tax Assessor’s Agent

Time Frame: On-going

Strategy 2: Promote and provide education about the Tree Growth Property Tax Program on the Town website to encourage responsible forestry management as well as water resource and wildlife protection.

Responsibility: Administrative Staff, Conservation Commission

Time Frame: On-going

Strategy 3: Review the Forester’s evaluation of the Town’s 88-acre lot on Jarvis Cart Road, sponsored by the Surry Conservation Commission, to further determine how this land might best be used to benefit the community. Consider a forest management and conservation plan if the property is to be retained but not developed.

Responsibility: Select Board, Conservation Commission

Time Frame: One – three years

GOAL 2: Create opportunities for all residents to learn about responsible land stewardship.

OBJECTIVE: To increase knowledge of resources and practices within the community for community supported agriculture, personal gardens, and small woodlot management.

Strategy 1: Support and help promote educational activities in collaboration with Maine Organic Farmers and Growers Association (MOFGA), the Small Woodlot Owners Association of Maine

(SWOAM), Blue Hill Heritage Trust, and the Surry Garden Club to promote educational opportunities for residents.

Responsibility: Garden Club, Conservation Commission

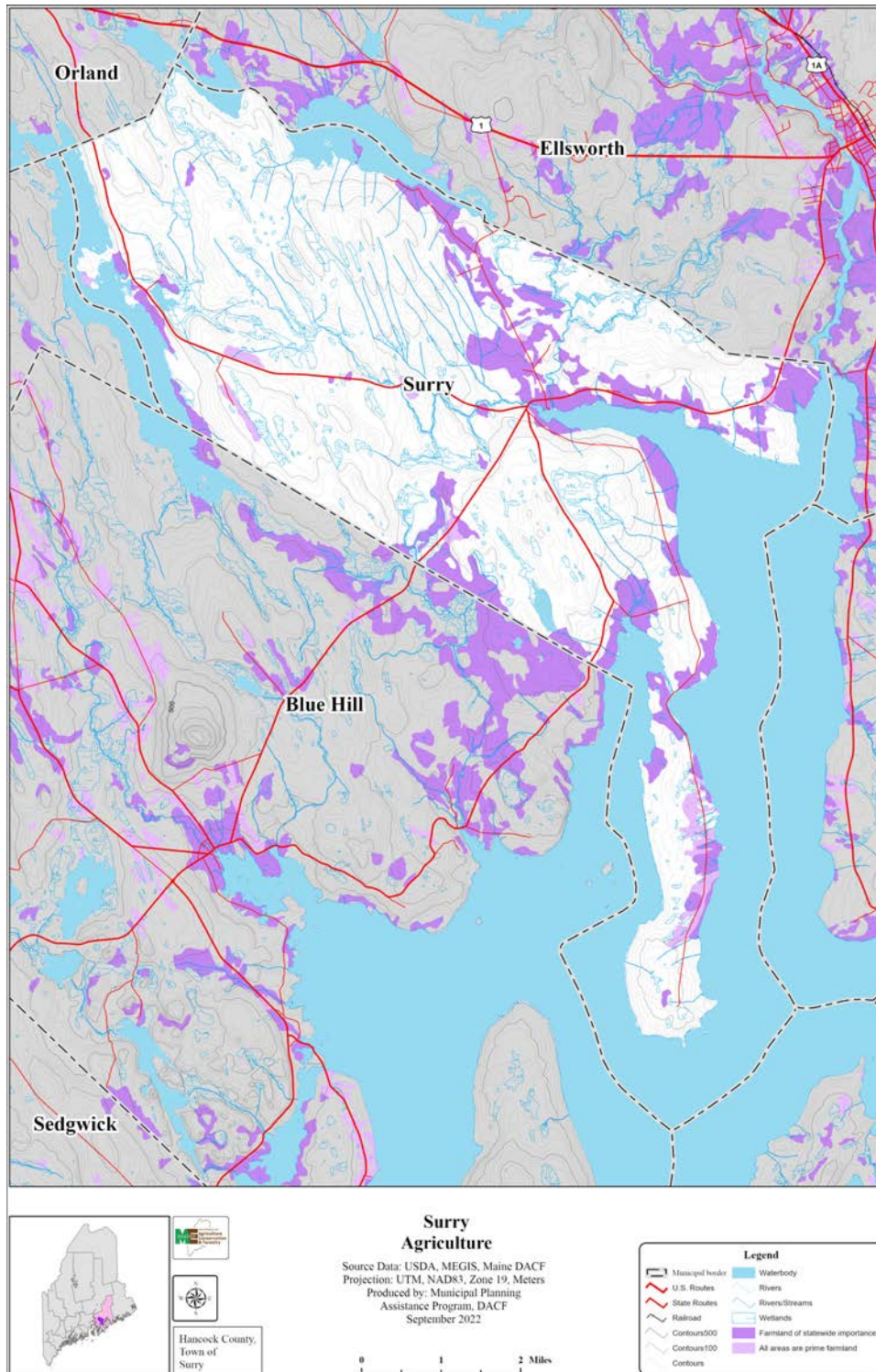
Time Frame: On-going

Strategy 2: Support the after-school gardening program and other community gardens.

Responsibility: Garden Club, School Administration

Time Frame: On-going

Map D-1: Surry Agriculture



CHAPTER E: MARINE RESOURCES

1. Purpose

An understanding of marine resources is an essential element of a comprehensive plan for any coastal community in Maine. This section will describe Surry's marine resources including access, uses, and importance to Surry and the region, consider the ability of current facilities to handle present uses and expected future demands, evaluate the effectiveness of current measures to protect and preserve marine resources, and recommend future actions.

2. Key Findings and Issues

- The location of Surry on the Gulf of Maine is a bedrock of community life. It is a key attraction for tourists and has helped keep longtime residents here for generations.
- Significant marine resources are used by both citizens and visitors. There is keen interest in preserving water quality, fisheries, and access to these resources.
- Natural obstacles create limits to commercial and recreational use of existing marine resources.
- Preservation of the coastal character and climate concerns are challenges for the near and distant future.

3. Community Engagement Results

In public listening sessions and surveys, residents noted that shellfish have largely disappeared from Surry beaches. They expressed frustration that the public saltwater boat launch area is not accessible on all tides, and that the parking at Carrying Place Beach is still limited. Many citizens are enthusiastic about increasing the uses of the Town Wharf for gatherings, activities and community events.

4. Current Conditions and Analyses

Saltwater Access

Surry has a long ocean shoreline for a town its size. Its long, narrow peninsula, Newbury Neck, lies between Union River Bay and Morgan Bay. (Patten's Bay and Morgan's Bay were originally named after early settlers. The apostrophes have been dropped in current nomenclature.) There are two saltwater access points for boats. The Town Wharf, at the head of Patten Bay, is on Town-owned property. This is zoned

for commercial fisheries and maritime activities. It has a concrete launching ramp that accommodates boats up to 60 feet in length. However, there is extremely limited draft; only a foot or two at low tide, and about 10 feet at high tide. This is a significant hindrance to many practical uses of this facility. It does have free public access and is also used by a boat building business in Surry to launch the boats

they build. The use of the Town Landing harbor is overseen by an appointed harbormaster. There is ample parking, plus a small public park and granite sculpture. There is no camping or overnight parking allowed. Please see further details in Chapter M. Climate Change, and Chapter G. Economy.

The second boat access is a somewhat protected cove on the eastern shore of Newbury Neck. About half of the shoreline in this cove is the Town owned Carrying Place Beach. A town ordinance regulates its use between May 1 and October 30. There are two 45-foot long areas, one at either end of the beach, designated for launching small boats and skiffs. There are four outhauls at the beach and another five allowed off the adjacent, Town-owned Pines property. There are two

limited time parking areas for launching small commercial or recreational watercraft, one at either end of the beach. Launching anything larger than a kayak or very small tender is quite difficult. Fishing and lobster gear may be kept there for up to 48 hours. The remainder of the cove shoreline, beyond each boat launch, is privately owned. The mid portion of the gravel beach is the public swimming area, designated out to 250 feet from shore. Beyond this is a privately managed mooring area, which accommodates both commercial and recreational vessels. It can be dangerous for swimmers to enter the mooring area. Kayaks can also be launched into Morgan Bay at high tide from the Cross Road, near the parking area for the Blue Hill Heritage Trust hiking trails.

Water quality

The ocean waters in Union River Bay and Morgan Bay are classified SB. Maine's water quality classification law describes class SB waters as being suitable for the following uses:

- Recreation on and in the water
- Fishing and aquaculture
- Propagation and harvesting of shellfish
- Supplying water for industrial processes and cooling
- Generating hydroelectric power
- Navigation
- Unimpaired habitat for fish and other marine and estuarine life.

Discharges into class SB waters must not harm this habitat. New discharges would not be permitted if they would cause the Department of Marine Resources to close shellfish harvesting areas. It should be noted that oysters, whether wild or farmed, filter the water, and can help improve water quality. After heavy rains, there have been documented brief increases in bacterial counts at the mouths of both Flood Stream and Patten Stream where they enter Patten Bay. Investigation seeking the sources of this pollution seems to implicate wild waterfowl.

Commercial Features

Besides aquaculture (please see below) there are two water dependent businesses. A busy and thriving boatyard (WesMac) builds

fiberglass boats, both recreational and commercial, which are launched at the Town Wharf. Except for the smallest craft, boats can

only be launched during a window of two hours before and after high tide. South of the Carrying Place beach, a long-established, successful lobster buying station/restaurant (Perry’s Lobster Shack) and a boating/sightseeing tour company share a pier. The lobster operation receives lobster landed by seven local fishermen. They supply the dockside restaurant, a water related business, which also sells lobsters to the public, and rents kayaks to tourists who wish to explore Union River Bay from the water. The severe storms in early 2024 severely damaged the

pier. At this time, the owner is working to rebuild. If that were not possible, it would negatively impact both commercial and recreational use of this area, which represents a majority of the commercial saltwater access in Surry. Another seasonal, water-related business in Surry is a “glamping” (glamorous camping) business, Under Canvas, started in 2022. They rent out platform tents for overnight accommodations, on a property overlooking the shore of Patten Bay.

Fisheries

Besides lobster, there are numerous other fisheries. Union River Bay (URB) is opened to scallop dragging about every three years. Commercial elver/eel fishing is significant in Patten Bay near the town launch ramp. Southern portions of URB and Morgan Bay are open for local citizens to harvest soft shell clams and quahog, marine worms, mussels, and green crabs. There is recreational fishing for Atlantic salmon, striped bass, rainbow smelt, American eels, and mackerel. The alewife run in Patten Stream is regulated by

the town. It has rebounded significantly over the past three years since the fishway improvements under Route 172 were completed in 2017. No harvest has been permitted yet while trying to build up the population. Another consideration is the fact that access to the shoreline most convenient for harvesting alewives is on private property. The Town owns a quarter-acre on the other side of the stream, but the topography there makes access very difficult.

Aquaculture

There are two aquaculture enterprises currently active in waters off Surry. Both are licensed as LPA’s (limited purpose aquaculture with a maximum of 400 square feet at each lease site, intended for small, entry-level enterprises). Pemeti Sea Farms raises oysters to sell wholesale. Downeast Oyster Company has eight lease sites. Because they are marginally profitable (due to the small area), harvesting around 30,000 oysters per year, they operate in tandem with the tourist sightseeing boat enterprise, providing the

experience of seeing oysters harvested and then sampling them.

There are several challenges to successful oyster aquaculture in the waters off Surry. The first is natural. Normal tides and currents create two circulating water gyres in URB. This water tends to be replaced slowly, about every two weeks. Therefore, the surface water warms and accumulates abundant nutrients. This is a mixed blessing; oysters can grow quickly, reaching marketable size in 1-1/2 to 2

years instead of the five years it might take in the open ocean. However, this benefit is counterbalanced by the drawback that these growing conditions also attract a lot of biofouling on the gear, especially wild mussels, which must be frequently cleared by hand. The proprietors are experimenting with the use of green sea urchins, a natural predator of the mussel sprat (babies), to reduce biofouling. The water in the bay is warming, creating potential challenges and opportunities for fisheries and aquaculture. Traditionally, mussel growers set out their gear to capture wild mussel sprat on July 4, but in 2023 the water was warm enough a full two weeks earlier.

Another natural challenge to oyster farming is the character of the bottom. The water depth in URB is about 24 feet at low tide; even close to the shore, often 15 to 18 feet. This is deeper than oysters prefer, and the bottom is mud, low in oxygen.

A third challenge is the wave action. URB is not well protected from ocean swells, so the surface is often choppy, not ideal for oysters. Therefore, the most advantageous depth for raising the oysters is partway down the water column.

Besides these natural conditions, there are infrastructure and administrative/political drawbacks. The water at the Surry Town Landing is very shallow, and boats can land there only close to high tide. The nearest port with better access is in Ellsworth, five miles one way by water. The question of dredging has been explored but has been deemed low priority by the Army Corps of Engineers, because they concluded that the expected economic benefits would not justify the cost. Surry has no source of ice or refrigerated

storage, and no “wet storage” facilities (areas where oysters ready for market could be held in the water or in land-based ocean water tanks). Leases for a larger area of seabed, to allow a larger, more profitable operation, are significantly more expensive. Also, if the invasive mussels could be harvested, it would require a separate state license to sell them. Finally, shorefront property is highly desirable for residential use. Aside from two very small parcels zoned for commercial fisheries/maritime activities (See Surry Zoning Map B-2), over half of Surry’s shoreline is in the Limited residential Shoreland Zone, and the rest is in the Resource Protection Shoreland Zone.

The potential for scallop aquaculture in waters off Surry is limited. In the northern portions/heads of the bays, the water is too warm. It might be possible in the southern portions/outlets of the bays. A salmon farm near Mount Desert Island experienced a major fish die-off in 2022 and was cited for numerous violations, not an encouraging precedent for local waters. Surry’s shellfish ordinance had lapsed, so over the past decade, nothing hindered commercial diggers from over-harvesting clams and mussels. Local residents also dig but note that fewer and fewer clams are found. The very northern-most portions of the two bays are closed indefinitely due to pollution. Pollution is possible from the sewage treatment plant in Ellsworth, but this is sporadic and brief. There has been little communication from the treatment plant operators to Surry officials about the specifics of any pollution events that might impact Surry shell fishing. Surry residents recently approved a new shellfish ordinance and have appointed a shellfish warden.

Recreational

Surry is a rural town and is scenic in its own right. In addition, from its shores there are numerous picturesque views, eastwards towards the mountains of Acadia National Park, and from the western shore of Newbury Neck towards Blue Hill. Several parcels of land on both shores are permanently conserved by the Blue Hill Heritage Trust, which allows public access for hiking and scenic viewing. The public swimming area is a long, gently curved, gravel beach, looking out towards a cluster of moorings of both recreational and commercial boats. The center of the beach, out to 250 feet from shore, is designated for public use and swimming. The principal users are local people and tourists vacationing in the area. The town provides Portapotties during the summer months. The beach is too small to qualify for water monitoring by the Maine Safe Beaches program, so the water quality is monitored by Shaw Institute in Blue Hill. (See Bacteria Monitoring Map, E-1.) It is monitored weekly during the summer months. In general, the water quality is excellent. Occasionally, after a heavy rain, the water quality deteriorates, and bacterial counts increase for a few days. There is still one point-discharge near the head of Patten Bay, and efforts to address the source are ongoing.

Public access to the beach is free, but parking is limited. A parcel of land across from the

beach had traditionally but informally been used by the public for parking. In 2019, Surry purchased this 11.9 acre property to gain legal access. It includes shoreline on Morgan Bay as well, with views of Blue Hill. However, any development of this parcel depends on three factors. First, part of the area is salt marsh. Second, the parcel is subject to a homeowners' covenant, which restricts subdivisions and non-residential uses, unless agreed to by all the other landowners in the covenant. Third, the town road along the beach, the only access road to the 140 residences on the southern half of Newbury Neck peninsula, has an elevation of only 10 feet above mean high tide. This presents an imminent hazard area from sea level rise or storm surge; it flooded twice in early 2024. There is debate about whether this road needs to be raised and/or moved somewhat inland. Surry is partnering with Blue Hill and Brooksville in a Climate Vulnerability Assessment, seeking solutions to these problems. As part of this cooperative multi-town assessment, an engineering consulting firm has been hired to identify other hazard areas, to evaluate the vulnerability of other infrastructure that might be threatened by sea level rise and flooding, and to provide initial design for a pilot project to address the Newbury Neck problem.

State and Local Cooperative Management

Surry is exploring the possibility of partnering with several nearby towns to apply for a Coastal Community Grant, with focus on

preparing for flooding, sea level rise, coastal storms and storm surge, and shoreline erosion.

GOALS, OBJECTIVES AND STRATEGIES – MARINE RESOURCES

GOAL: Preserve clean, stable, and protected marine resources for the benefit of Surry residents and visitors.

OBJECTIVE 1: Prevent or reduce deterioration of water quality in Union River Bay, Morgan Bay, and Patten Bay from land-based sources of contamination and erosion.

Strategy 1: Organize periodic water testing to identify the origin of bacteria, sedimentation and nutrients in the streams feeding the bays.

Responsibility: Conservation Commission

Time Frame: Two years, then on-going

Strategy 2: Implement mechanisms for timely public communication regarding opportunities and restrictions on swimming, wading, and shell fishing in the bays.

Responsibility: Conservation Commission, Select Board

Time Frame: One – three years

Strategy 3: Collaborate more closely with the City of Ellsworth and/or the Maine Department of Environmental Protection to obtain regular water quality monitoring reports at the discharge area of the Ellsworth sewage treatment plant, which flows directly into Union River Bay.

Responsibility: Select Board, Conservation Commission

Time Frame: Two – three years

OBJECTIVE 2: Ensure Surry residents have the most current information on available strategies to stabilize marine shorelines.

Strategy 1: Collaborate with neighboring coastal towns to provide public forums and information regarding shoreline stabilization.

Responsibility: Conservation Commission, Select Board

Time Frame: One year, then on-going

OBJECTIVE 3: Educate Surry residents regarding the value and vulnerability of the Town’s saltwater assets adjoining the Town.

Strategy 1: Provide ongoing communication with the citizens of Surry about the sea level rise and storm impact issues affecting assets such as Newbury Neck Road at the Town Beach, the Town Wharf,

and the Cross Road at Emerton Brook. Widely promulgate the conclusions of the 2024 Climate Vulnerability Assessment.

Responsibility: Select Board, Climate Action Workgroup

Time Frame: One – two years

Strategy 2: Develop a plan to improve access to the Town’s saltwater assets for residents and visitors.

Responsibility: Select Board, Recreation Committee

Time Frame: Three – five years

Strategy 3: Develop a plan for managing moorings in the bays, as well as ensuring safe swimmer / boat interfaces.

Responsibility: Harbor Master, Select Board

Time Frame: One – four years

Map E-1: Bacteria Monitoring Sites



CHAPTER F: POPULATION AND DEMOGRAPHICS

1. Purpose

Population is a foundational data set to guide all aspects of a comprehensive plan. The understanding of the town's past, current, and future population trends support many other aspects of the plan, such as housing, land use, and transportation, and will help the town of Surry prepare for future municipal expenditures and investments. This section will describe Surry's population trends, discuss how these recent trends relate to and contrast with Hancock County and the State, and review likely future population trends.

2. Key Findings and Issues

- Surry's older population has seen the largest and most significant increase between 2000 and 2020. This significant increase has implications for municipal services and community character.
- Surry's median income of \$67,578 is higher than that of surrounding towns and the County (\$60,354), but lower than the State (\$69,543). The median income in Surry has almost doubled since 2000.
- Surry has a greater percentage of residents who hold a Graduate or Professional degree compared to other area communities, the County, and the State, but the high school and college graduate rates are similar to the region and the State.
- Since 2000, Surry's average household size has decreased from 2.48 persons per household to an estimated 2.04, a 17.7% decrease.
- Surry's population is projected to keep increasing through 2040, which may put pressure on housing availability and municipal services.

3. Community Engagement Results

Surry's Community Survey (Every Door Delivery Mailing and online at Town website) asked several demographic questions:

Are you currently a seasonal or year-round resident?

78% Live in Surry 6 months or more / year

22% Live in Surry less than 6 months / year

Do you own the dwelling in which you live in Surry?

- 93% Own
- 03% Rent
- 04% Live with family member(s) who own the dwelling

What is your current age? (Note: Survey respondents skewed strongly older. This is not representative of Surry’s population, according to Census data.)

- 45% 68 and over
- 31% 55-67
- 16% 40-54
- 06% 25-39
- 02% 18-24

Do you work from home, either part or full time?

- 66% No
- 34% Yes

What was your individual income from all sources in 2022?

- 12% Under \$25,000
- 18% \$25,000 - \$49,000
- 24% \$50,000 - \$100,000
- 37% \$101,000 – \$250,000
- 06% \$251,000 - \$500,000
- 01% Over \$500,000

4. Current Conditions and Analyses

Census Data

The population and demographic data in this chapter come from two primary sources: the U.S. 2020 Census and the 2022 American Community Survey (ACS) 5-Year Estimates. The Decennial Census is considered to be the most accurate representation of population but asks a very limited number of questions such as age, gender and race. The ACS is a five-year moving average of sample data that allows for more depth in survey questions, such as income and education. The margins of error for the ACS are often quite large due to the small sample size. For example, the 5-year estimates from the ACS count 861 total households in Surry, with a margin of error around ±171

Historical Trend

After the Civil War and the change from sailing vessels to steam, Surry’s population steadily decreased as economic opportunities began to diminish because of new transportation modes for goods and people. The schooners and barques that were important to Surry in the early to mid-1800s disappeared during this time. The population reached a low of 448 around 1950. It wasn’t until after 1950 that Surry saw an influx of new residents. Economic opportunities opening in nearby towns, such as the paper mill in Bucksport (1930) and the woolen mill in Ellsworth (1954) (both closed now), and the enticement of a scenic residential setting likely brought more residents to Surry. The founding of the Moonspring Hermitage in 1971 (currently the Morgan Bay Zendo) and the Surry Opera Company in 1984 also attracted residents to Surry.

Table F-1 shows historical population changes and projections through the year 2040. Many factors influence rural populations including proximity to urban centers, access to mass transit and transportation, and the condition of local and regional economies. Another major influence on population trends is access to broadband/fiber internet.

Surry’s population has been steadily increasing. According to the Maine State Economist, the population will continue to grow and may reach 2,000 by 2040.

The State Economist’s projections show Hancock County losing population in the coming years, while the State, as well as Surry, will continue to experience small gains through 2035. The implications of this predicted increase will need to be reviewed periodically and addressed through additional housing, educational services, or municipal services if necessary.

These projections assume no change in underlying conditions; therefore, these projections should be reviewed periodically to ascertain their accuracy and account for any changes that might occur. Rural Maine’s population has been increasing dramatically due to the influx of residents fleeing more densely populated areas due to one or more of the following: the COVID-19 pandemic, civil unrest, and/or climate impacts in other regions of the United States (severe drought, wildfires, overcrowding, and/or seasonal storms). The updated projections into 2040 appear to have forecasted a continued migration toward rural places like Maine over the coming years.

Table F-1: Surry Historic and Projected Population

Historic & Projected Population
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Year	Surry		Hancock County		Maine	
	Population	Percent Change	Population	Percent Change	Population	Percent Change
1850	1,189	N/A	34,372	N/A	583,169	N/A
1860	1,319	10.9%	37,757	9.8%	628,279	7.7%
1870	1,242	-5.8%	36,495	-3.3%	626,915	-0.2%
1880	1,184	-4.7%	38,129	4.5%	648,936	3.5%
1890	986	-16.7%	37,312	-2.1%	661,086	1.9%
1900	900	-8.7%	37,241	-0.2%	694,466	5.0%
1910	734	-18.4%	35,575	-4.5%	742,371	6.9%
1920	658	-10.4%	30,361	-14.7%	768,014	3.5%
1930	488	-25.8%	30,721	1.2%	797,423	3.8%
1940	497	1.8%	32,422	5.5%	847,226	6.2%
1950	448	-9.9%	32,105	-1.0%	913,774	7.9%
1960	547	22.1%	32,293	0.6%	969,265	6.1%
1970	623	13.9%	34,590	7.1%	992,048	2.4%
1980	894	43.5%	41,781	20.8%	1,124,660	13.4%
1990	1,004	12.3%	46,948	12.4%	1,227,928	9.2%
2000	1,361	35.6%	51,791	10.3%	1,274,923	3.8%
2010	1,466	7.7%	54,418	5.1%	1,328,361	4.2%
2020	1,632	11.3%	55,478	1.9%	1,362,359	2.6%
2025	1,746	7.0%	56,140	1.2%	1,374,728	0.9%
2030	1,848	5.8%	56,707	1.0%	1,397,663	1.7%
2035	1,932	4.5%	56,698	0.0%	1,407,396	0.7%
2040	1,994	3.2%	56,092	-1.1%	1,404,176	-0.2%

Age Characteristics

Table F-2 shows age characteristics for Surry from 2000 to 2020. The most recent data are derived from the 2020 US Decennial Census.

Surry’s population is getting older but is not nearly as old as other surrounding towns. By

2020, Surry had a median age of 51.0 years, compared to Brooklin’s 57.5, neighboring Blue Hill’s 52.2, Brooksville’s 57.9, and Hancock County’s median age of 48.9. Surry’s median age in 2020 was significantly higher than the 2020 State of Maine median age of 44.8 years.

The only two age categories that experienced a decrease in population over the last twenty years were the 5-19 age group and the 20-44 age group, while the most significant increase

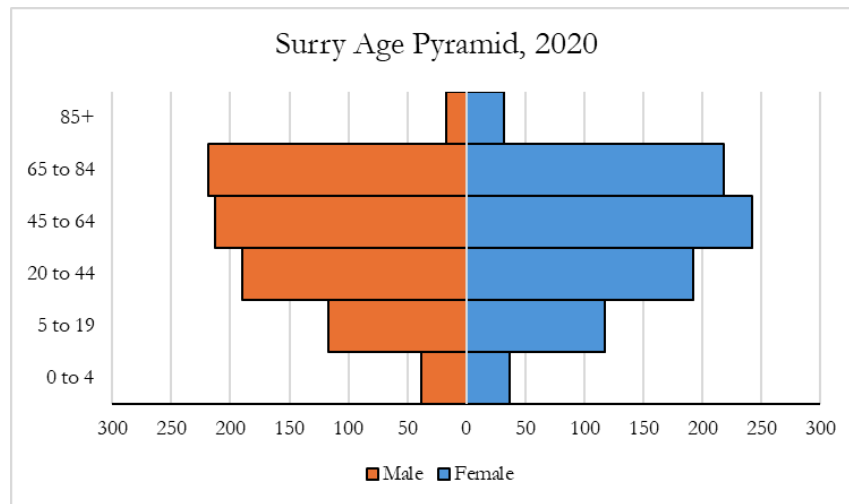
was in the 65-84 group at 169.8%. Also notable was the increase in people aged 85+ (145.0%). The Town followed the larger population trends of both Hancock County and the State, which experienced large increases in the groups above 45 years of age. One implication of this change could be the need for more senior housing options to accommodate an ageing population.

Table F-2: Age Characteristics for Surry, 2000, 2010, and 2020

Age	2000	% of Total	2010	% of Total	2020	% of Total	% Change 2000 - 2020
0 - 4	72	5.3%	73	5.0%	75	4.6%	4.1%
5 - 19	286	21.0%	218	14.9%	234	14.3%	-18.2%
20 - 44	395	29.0%	371	25.3%	382	23.4%	-3.3%
45 - 64	426	31.3%	502	34.2%	455	27.9%	6.8%
65 - 84	162	11.9%	297	20.3%	437	26.8%	169.8%
85+	20	1.5%	17	1.2%	49	3.0%	145.0%
Total	1,361		1,466		1,632		19.0%

Source: 2000, 2010, and 2020 Decennial Census

Figure F-3: Surry Age Pyramid, 2020



Source: 2020 Decennial Census

Education

Table F-4 below shows Surry, Hancock County, and Maine’s educational attainment for those ages 25 and older. The percentage of Surry’s population 25 years of age and older with a high school diploma is similar to Hancock County and the State; however, Surry has significantly more residents with a Graduate or Professional degree.

Table F-4: Surry Population 25 Years or Older Educational Attainment, 2022

	Surry		Hancock County		Maine	
	Total	%	Total	%	Total	%
Less than 9th grade	8	0.5%	615	1.5%	17,176	1.7%
9th to 12th grade, no diploma	139	9.4%	1,484	3.5%	37,992	3.7%
High school graduate (includes equivalency)	435	29.6%	12,976	30.6%	310,778	30.2%
Some college, no degree	234	15.9%	7,870	18.6%	182,869	17.8%
Associate's degree	82	5.6%	3,933	9.3%	109,768	10.7%
Bachelor's degree	334	22.7%	9,856	23.3%	229,764	22.3%
Graduate or professional degree	240	16.3%	5,657	13.3%	141,794	13.8%
Population 25 years and over	1,472		42,391		1,030,141	

Source: 2022 ACS 5-year estimates

Household Size

Since 2000, Surry’s average household size has decreased from 2.48 persons per household to an estimated 2.04, a 17.7% decrease. This is a significant decrease and similar to the trend we are seeing

in the County and in Maine. This decrease in household size happening in Hancock County and the State may be related to an increasing median age insinuating fewer households with families.

Table F-5: Surry Average Household Size, 2022

	Average Household Size		
	2000	2010	2022
Surry	2.48	2.53	2.04
Hancock County	2.31	2.26	2.20
Maine	2.39	2.37	2.29

Source: 2022 ACS, 2000 and 2010 Decennial Census

Race

According to the Census Bureau, over 92% of Surry’s residents identify as being white alone, while 8% of the population identify as being of a different race. Surry is not unlike other Maine towns when it comes to diversity in terms of race.

Table F-6: Surry Race, 2020

Race	
White alone	1,515
Black or African American alone	10
American Indian and Alaska Native alone	5
Asian alone	5
Native Hawaiian and Other Pacific Islander alone	0
Some other race alone	18
Population of two or more races:	79
Total:	1,632

Source: 2020 Decennial Census

Income

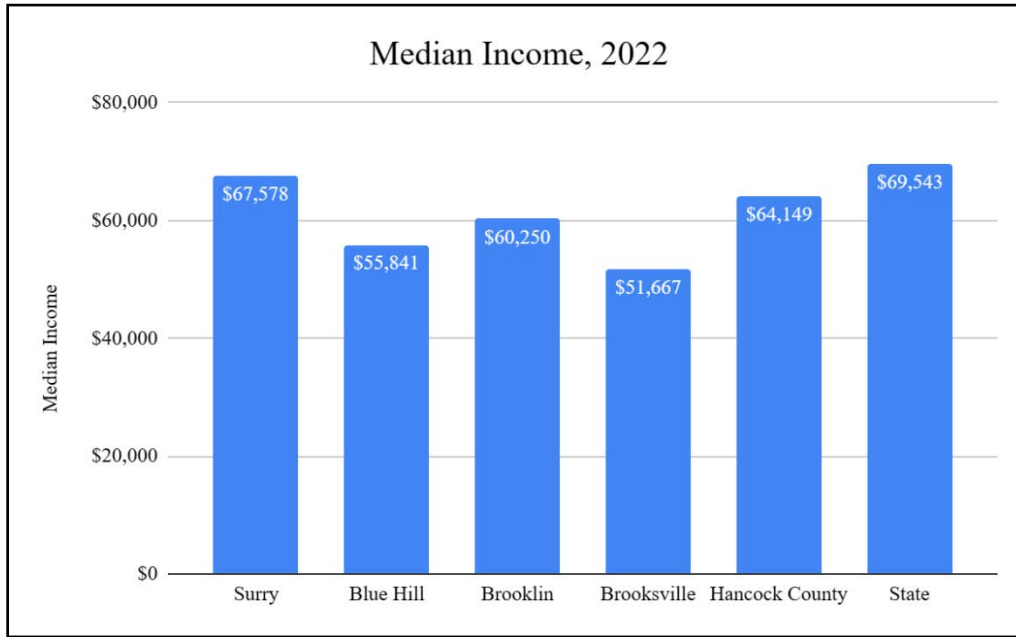
According to the American Community Survey 5-year estimates, Surry’s median income of \$67,578 is higher than that of surrounding towns such as Blue Hill (\$55,841), Brooklin (\$60,250), Brooksville (\$51,667), and Hancock County (\$64,149). However, it is less than that of the State (\$69,543).

Table F-7: Surry Median Income, 2000, 2010, and 2022

	2000	2010	2022
Median Income	\$36,932	\$51,354	\$67,578

Source: 2000 and 2010 Decennial Census and 2022 ACS 5-year Estimates

Figure F-4: Regional Median Income, 2022



Source: 2022 ACS 5-year Estimates

According to the 2022 American Community Survey 5-Year Estimates, 6.8% of Surry residents are below the poverty level, compared with 10.9% of the residents of Hancock County as a whole.

Surry is not designated as a service center by the State. The level of commuting out of Surry is somewhat higher than the level of commuting in, and no particular services are required to support the daytime population. However, recreational opportunities and small retail businesses located throughout the Town have attracted a small number of day-trip tourists, as well as a small workforce.

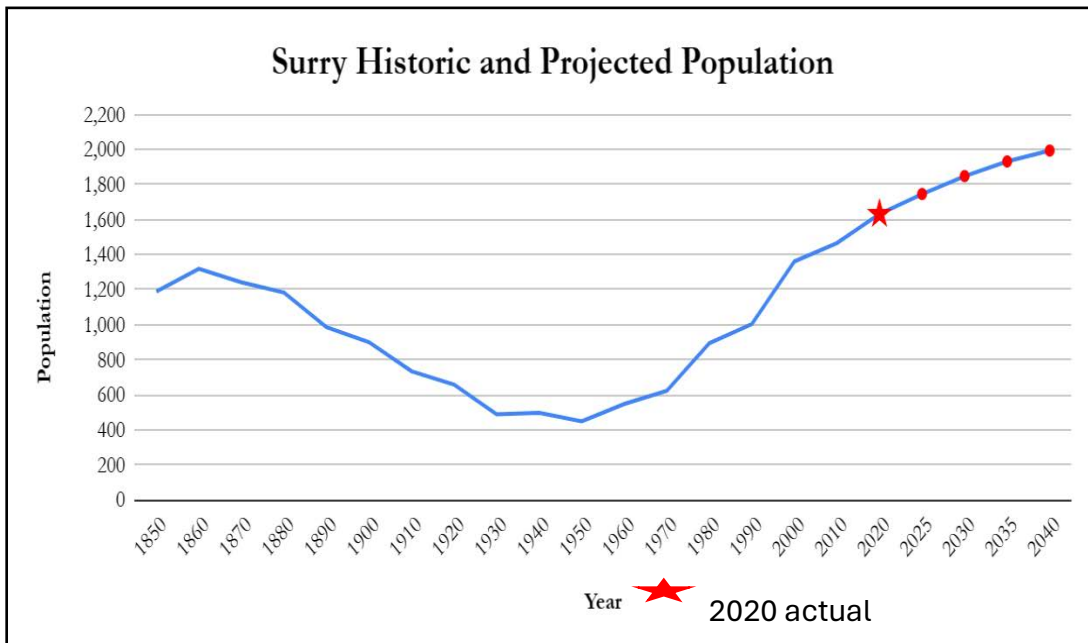
Seasonal Population

There are no census or other statistical measurements available directly showing the seasonal population of Surry. However, the 2020 Decennial Census data for housing units in Surry indicate that the Town had 1,146 total housing units, with 715 (62%) of those units being year-round and 431 (38%) being seasonal or vacant. The data would suggest a potential increase of 879 people at peak season. In the year 2000, there were around 913 total units with 551 (60%) of those units being year-round and 363 (40%) being seasonal. The percentage of units that are vacant or seasonal has not changed significantly in the last 20 years. Other sources of summer population include guests staying in a large “glamp ground” and bed and breakfasts. The Town currently has no other lodging options.

Projected Population

The Maine State Economist’s population projections for Surry are discussed in the Historical Trends section above. Projecting small town population is often imprecise due to the many factors that influence rural populations. Any estimate will need to be reviewed within five years to measure accuracy. Sources for more up to date population figures include the American Community Surveys and Maine Department of Health and Human Services data sets. Recent real estate turnover and prices, as well as major events such as the COVID-19 pandemic, could prompt an influx of people moving to rural Maine. To predict how Surry’s population will change in the future, it will be necessary on an ongoing basis to review updated school enrollment figures as well as permits for new structures and updated Census data.

Figure: F-5 Surry Historic and Projected Population



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CHAPTER G: ECONOMY

1. Purpose

Understanding the past, present and potential future underpinnings of the regional economy is important for assessing Surry's likely future opportunities and needs. In addition, a comprehensive analysis of Surry's natural, historical, locational, and built assets is a significant foundation for the new Comprehensive Plan.

2. Key Findings and Issues

- Surry's size and demographics make it a part of a regional economy, rather than a distinct, standalone economic entity.
- Seasonal, summer economy impacts retail development
- Lack of public water and septic limits commercial development and higher-density housing developments
- New, town-wide availability of high-speed internet should provide opportunities for more residential and commercial growth
- There are a limited number of employers in town

3. Community Engagement Results

The Comprehensive Plan Committee has used a variety of methods (listening sessions, surveys, a visioning session) to gather input from the community about economic development in addition to other important topics. More than 20% of the community has responded to each survey, and turnout at the in-person visioning session exceeded 50 individuals.

Participants in the three Economy breakout sessions during the community-wide Visioning exercise were asked to share their hopes for the future of the community. They expressed a high level of interest in adding retail gathering places such as eateries/cafes/coffeehouses/pubs in the Village area. Numerous participants focused on the Town Wharf as a site for food trucks, entertainment events, small retail shops, a farmer's market, etc. Unfortunately, several recent severe weather events have resulted in flooding of the Wharf area. This has not happened previously and is viewed as a symptom of climate change. Participants also suggested Town support for starting small businesses in the Village and developing a definition of "light industry" for the Growth Area. (Survey results and Economy breakout session notes can be found in the Public Engagement section of this Plan).

4. Current Conditions and Analyses

Historical Perspective

The Town of Surry was incorporated and named in 1803. The highest census was 1,319 in 1860, when shipbuilding; merchant trade; saw, grist and stave mills; silver and copper mines, brickyards, fishing and agriculture were flourishing. The Town’s population began to decline after the Civil War and reached numbers below 500 by 1950. At that time, the transportation of goods depended on railroads and steamships (and eventually trucks), rather than on barques and schooners and the coastal trade routes that included Surry. Over time, regional economic opportunities such as the Bucksport paper mill and Ellsworth woolen mill

(both now closed) brought new residents to Surry, as did the scenic setting that began to draw retirees from other parts of the state and the nation. Also, the founding of two rather unusual organizations – the Moonspring Hermitage (currently known as the Morgan Bay Zendo, a Buddhist temple) and the Surry Opera Company drew an interesting mix of people to Surry. Many of them came as part of the back-to-the-land movement of the late 1960’s and early 1970’s and their impact on the character of the town is still very much felt today. (See Chapter A. Historical and Archaeological S).

Employment & Unemployment

The Labor Force of a town is described as all persons aged 18 to 64 and able to work. According to the Maine Department of Labor (MDOL), there were 855 persons of Surry’s year-round population able to work in 2023.

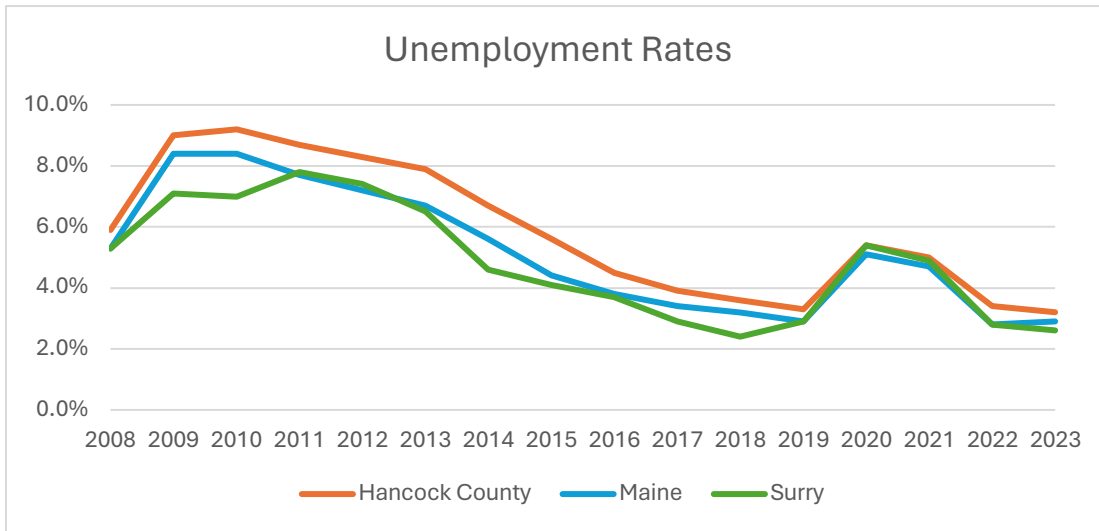
The figures represent people employed or looking for work. Surry’s unemployment rate in 2023 was lower than the unemployment rate in Hancock County (3.2%) and the State (2.9%).

Table G-1: Employment Trends

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Civilian Labor Force	873	874	862	845	856	868	877	874	826	862	857	855
Employment	808	817	822	810	824	843	856	849	781	820	833	833
Unemployment	65	57	40	35	32	25	21	25	45	42	24	22
Unemployment Rate	7.4%	6.5%	4.6%	4.1%	3.7%	2.9%	2.4%	2.9%	5.4%	4.9%	2.8%	2.6%

Source: Maine Department of Labor Center for Workforce, Research, and Information

Figure G-1: Unemployment Rates



Source: Maine Department of Labor Center for Workforce, Research, and Information

Employment by Occupation

The U.S. Bureau of Labor Statistics utilizes the Standard Occupational Classification (SOC) system to categorize and collect statistical data on occupations across the United States. This system groups jobs with similar duties and responsibilities to facilitate the analysis and comparison of labor market information. All workers are

classified into one of 867 detail occupations. The table below shows these occupations grouped based on the similarity of job duties, and in some cases skills, education, and/or training.

The highest occupational group in Surry is Management, Business, Science, and Arts Occupations (36.4%).

Table G – 2 Employment by Occupation	Surry		Hancock County	
	#	%	#	%
Management, Business, Science, and Arts Occupations	321	36.4%	10,485	37.4%
Service Occupations	176	19.9%	4,899	17.5%
Sales and Office occupations	121	13.7%	5,251	18.7%
Natural Resources, Construction, and Maintenance Occupations	165	18.7%	2,982	10.6%
Production, Transportation, and Material Moving Occupations	100	11.3%	2,289	8.2%
Civilian Employed Population 16 Years and Over	883		28,006	

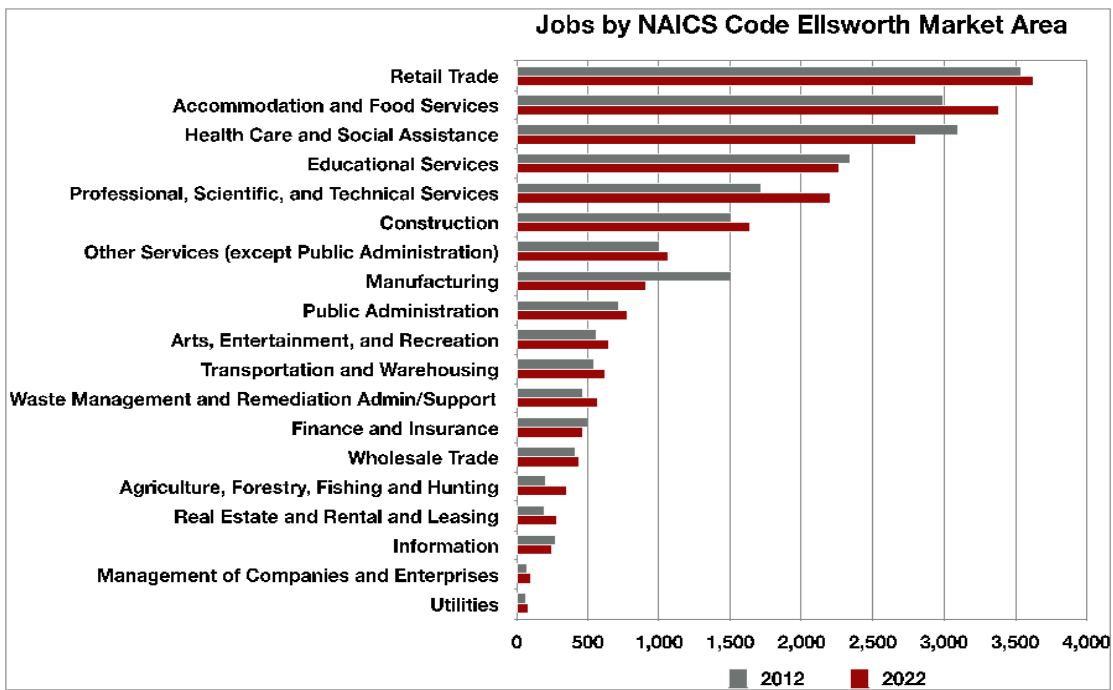
Source: 2022 ACS 5-Year Estimates

Employment by Industry

Despite the popular notion of coastal towns in Maine relying on fishing of various sorts, very few individuals in Surry rely on lobstering, clamming and ground fishing for their livelihood. As noted at the beginning of this section, Surry does not provide much of a

distinct economy, compared to the Hancock County or the Ellsworth market area. According to the Maine Department of Labor, Retail Trade and Construction were the two biggest industries in Surry in 2022.

Figure G-2: Employment by NAICS Code for the Ellsworth Labor Market Area



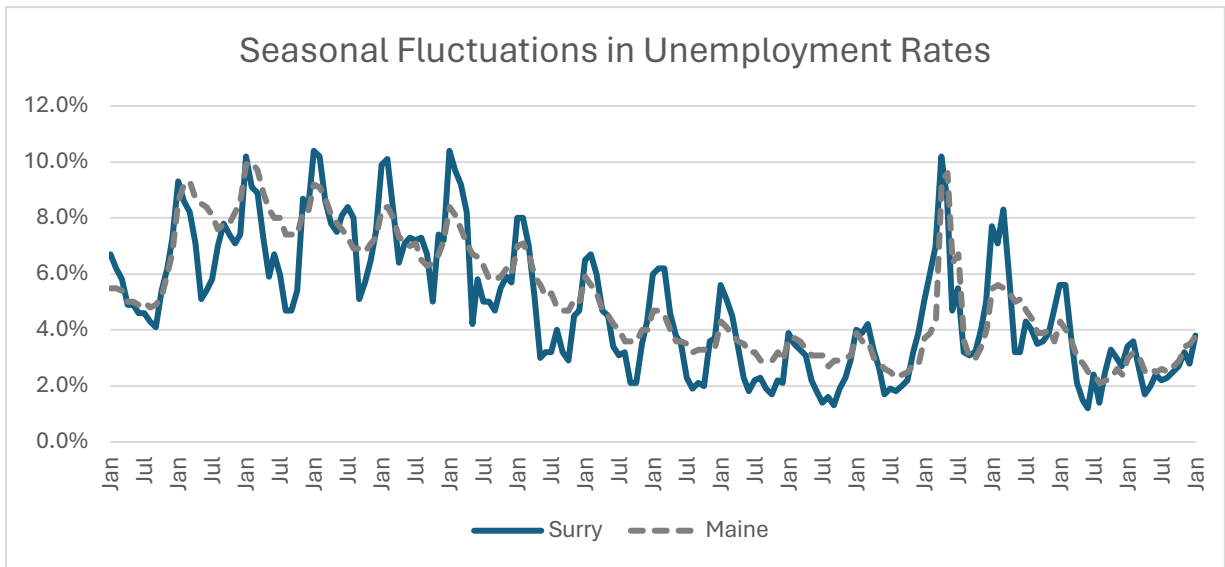
Source: State of Maine Economist

Seasonal Fluctuations

Figure G-3 shows seasonal fluctuations in unemployment rates in Surry and for Maine. Surry experiences lower unemployment in the summer months, and the amount of seasonal fluctuation is greater than that for the State as a whole, consistent with seasonal changes in tourism industries that are prominent in

Hancock County. The State also experiences seasonal employment volatility, but within a much narrower range. Surry does not, however, experience seasonal fluctuations in unemployment to the same extent that Hancock County does.

Figure G-3: Seasonal Fluctuations in Unemployment Rates



Commuting Patterns

Surry is a bedroom community, meaning that it is primarily residential, and most of the labor force works outside of Town. This is, in part, due to the high proportion of retirees living in Surry, and the large number of residences used

for seasonal purposes. Approximately 96% of the Town’s labor force works outside of Surry, primarily in Blue Hill, Ellsworth, and Bar Harbor.

Figure G-4: Worker Inflow and Outflow



Source: US Census OnTheMap, 2021

As Surry is a rural bedroom community, there is a very substantial proportion of working residents (89%) that commute by car, truck, or van. The mean travel time to work for Surry residents is only slightly higher than that of Hancock County (24.6) and Maine (24.7).

Table G-3: Means of Transportation to Work

Means of Transportation	% of Total Workers
Car, truck, or van	89.0%
Drove alone	80.0%
Carpooled	9.0%
Public transportation (excluding taxicab)	0.0%
Walked	0.5%
Bicycle	0.0%
Taxicab, motorcycle, or other means	1.3%
Worked from home	9.3%
Mean Travel Time to Work (Minutes)	26.6

Source: 2022 ACS 5-Year Estimates

Businesses in Surry

Surry has a variety of retail, light manufacturing, tourist-based and service industry employers, although most employ fewer than 10 individuals. A comparison of this list with a similar one from the last

Comprehensive Plan shows considerable turnover in businesses over the past decade, however not a significantly higher total number of businesses.

Table G-4: Surry Businesses

Andrew’s Plumbing	Esposito’s Welding & Fabrication
Archer LLC	Four Seasons Plumbing and Heating
Associated Landscapers	Linda Greenlaw Charter Tours
Borealis Press	McDonald Mowing, Tilling & Landscaping
Chickadee Compost, LLC	Pugnuts
Classic Car Sales	Riva’s Retreat
Cote Properties	Saunders Construction
C. R. Kane & Son, Inc.	Saunders Forestry
Cousins Concrete	Smith Logging
Creature Quarters	Surry Gardens
Diane Dow	Surry General Store
Doug Havey Carpentry	Under Canvas Glamping Partners, LLC

Dugas Construction	Wesmac Boat Builders
Ederly Boat Storage	Yellow Chickadee Art Studio

Source: Town of Surry

Community Priorities for Economic Development

Housing

As noted earlier, Surry is fundamentally a residential bedroom community to the larger, adjoining retail centers of Ellsworth, Blue Hill, Mount Desert Island, and to a lesser degree the City of Bangor. Lack of attainable housing is certainly an issue for the Town. The Select Board, Planning Board and Surry Economic and Community Development Committee are prioritizing providing housing to attract younger residents and families to the Town.

However, the lack of sizeable employers and Surry’s geographic proximity to towns and cities that offer more opportunity means that additional working age residents are likely to find employment in those areas, not in Surry. Like current residents, they are also likely to spend their dollars in those neighboring commercial centers.

Tourism

Among the many beautiful natural resources of Down East Maine, Acadia National Park is a massive and growing draw for visitors to Maine. Businesses that support those visitors increasingly need to establish themselves further from the Park, as availability of land and commercial buildings grows scarcer. Surry is home to Under Canvas, a glamping facility

which created their business in the Town because no similarly attractive locations (waterfront land) were available closer to the Park. We anticipate more businesses catering to tourists coming to Surry in the years ahead. Such increased retail is likely to eventually require housing units for employees.

Broadband

With the ability to access reliable, high-speed internet along all of Surry’s roads, working age people whose place of residence does not depend on their place of employment can enjoy the natural and community assets of the Town and the region without losing financially beneficial employment opportunities located

elsewhere in the United States. This trend may intersect with what appears to be a continuing growth in new residents in the area over the past several years. Issues like climate migration, potential future pandemics and cost issues in major cities across the US may further accelerate population growth.

Village Center

While Surry does have a Village Center that is home to several retail businesses, there are relatively few (~30) commercial businesses in the town, and with a few exceptions, those businesses employ fewer than 10 individuals year-round. The seasonal nature of the regional economy creates challenges for the businesses as well as their employees. There

has been little turnover in the Village retail businesses, and the Village has shown remarkable stability during the past decade. Also, Surry boasts a number of home-based occupations, and in particular, is home to a variety of artisans such as painters, sculptors, potters and writers.

Public Facilities Needed to Support Economic Activity

As a small town with low population density, Surry cannot offer public water or septic systems. This limits opportunities for many larger businesses to locate in or expand in the town. It also negatively impacts potential

housing density, which can be critical in creating workforce and middle-income housing.

Transportation

The lack of convenient, reliable public transportation may further limit opportunities for growth that could be created by younger individuals or families moving to Surry while working in Ellsworth, Blue Hill, Bangor, on Mount Desert, or in other communities. However, given the low population density in

Surry and the location of housing along the roads radiating out from the Village center, it is unlikely that an economically viable form of public transportation could be established in the area. Also, current residents showed little interest in public transportation in surveys and listening sessions.

Climate Change

Climate change may be a two-edged sword for Surry. On the positive side, if “climate migration” from warmer and more densely populated areas of the country continues, the Town may see an influx of residents and new residential development. On the negative side, 55% of Surry’s property tax

revenue comes from waterfront homes. The impact of rising sea levels coupled with more frequent and severe storms may negatively impact the value of these properties and limit future in-migration.

Economic Development Incentives

As of 2023, Surry has established the Economic and Community Development Committee (ECDC) suggested in the 2014 Comprehensive Plan recommendations.

The Committee’s mission statement is: “The Surry Economic and Community Development Committee is an action-oriented initiative tasked with identifying, planning, and implementing projects and programs that will enhance the tax base and resident experience in the town of Surry. With the aim of delighting our residents, we will seek ways to enhance our sense of community and provide for its ongoing financial sustainability, while minimizing adverse financial impacts on community resources (including roads and school capacity).”

The Committee is evaluating the use of Tax Increment Financing (TIF) to attract light manufacturing and service businesses to the Commercial Growth Area identified in the 2014 Comprehensive Plan (along State Route 172). The Commercial Growth Area has not been successful in attracting appropriate businesses over the past decade, likely because of the lack of incentives offered to developers, as well as lack of market demand.

The ECDC is also considering opportunities for expanding Surry’s attractiveness to artists and those in other home-based occupations. One such opportunity being discussed is creating a shared work/gallery space in the Village area for artists.

Conclusion

While the median income in Surry has doubled in the past two decades, much of that increase is the result of more affluent retirees relocating to the Town, rather than better/higher paying employment opportunities for residents. As noted in a

previous section, not much has changed in the past decade in Surry’s employment situation. Surry’s steadily increasing property tax rates threatens to eventually drive lower and middle-income residents to relocate to other towns.

GOALS, OBJECTIVES, AND STRATEGIES -- ECONOMY

GOAL: Diversify and expand the economy of Surry to ensure its financial sustainability by growing the tax base while preserving and protecting the essential rural character of the Town and minimizing the tax burden for residents.

OBJECTIVE: Create and Support an Economic and Community Development Capability

Strategy 1: Evolve and expand the Surry Economic and Community Development Committee (SECDC) to enable it to function as a catalyst for implementing real community and economic development projects. The SECDC will strive to accomplish identification of developable parcels of land under current or potential zoning rules, targeting and recruitment of selective business development opportunities and desirable community initiatives, and connect developers, entrepreneurs, and community partners with appropriate incentives.

Responsibility: SECDC, Select Board

Time Frame: Two – ten years

Strategy 2: Explore and implement opportunities to incentivize compatible development, including agriculture and forestry, and to mitigate adverse consequences using resources such as: 1) Tax Increment Financing and the establishment of TIF districts within the Town; 2) impact fees; 3) State, Federal and County funding programs, foundation grants, and other funding mechanisms and resources that will help contribute to the Town's financial well-being.

Responsibility: SECDC, Select Board, Finance Committee

Time Frame: Two – six years

OBJECTIVE: Explore Regional Collaboration

Strategy 1: Explore collaboration opportunities with neighboring towns within our region to advance the economic development goals.

Responsibility: SECDC, Select Board

Time Frame: On-going

CHAPTER H: HOUSING

1. Purpose

A comprehensive plan requires a thorough analysis of a town's housing trends. Critical issues include housing conditions, affordability, and the projected rate of new construction. This section aims to outline recent trends in Surry's housing status in types and number of units created; address housing affordability (cost-to-rent or own); project future housing needs; analyze the benefits to the Town if more affordable housing is created; and recommend ways to increase housing units that are safe, energy-efficient and affordable for a multi-occupational and multi-generational community.

2. Key Findings and Issues

Surry, like most coastal Maine communities, faces the challenge of finding a balance between creating additional opportunities for year-round owners and renters, while preserving its small-town character. The lack of public water and sewer, lack of fresh water sources for fire department access and high land prices are existing limitations which pose significant challenges to developing more attainable housing units.

3. Community Engagement

Recognizing housing as a pressing and in some cases controversial issue in Surry, the Comprehensive Plan Committee created four opportunities for residents to express their opinions: 1) as part of the Community Survey which was distributed via Every Door Direct Mail (EDDM), 2) with an in-person Listening Session solely devoted to housing, 3) with another EDDM solely devoted to housing issues, and 4) with three housing breakout sessions at the community-wide Visioning Session. Each of these generated a high level of community participation. Details of each can be found in the Public Engagement Section of this Plan.

Top take-aways from Public Engagement on housing are:

- Many residents are concerned about uncontrolled growth of short-term rental units and support licensure and some new regulation by the Town.
- Of 327 respondents to a specific question on importance of new housing, 60.55% indicated "Very" or "Somewhat" important. Generally, residents support creation of new, attainable housing for working families, and seniors, whether in the form of multi-family units or Planned Unit Developments.
- No strong consensus emerged from a special Housing Survey on the probability of residents building Accessory Dwelling Units (ADUs).

Figure H-1: Short Term Rental Regulation

Q5 As a resident of Surry, do you want the Town to regulate short-term rentals?

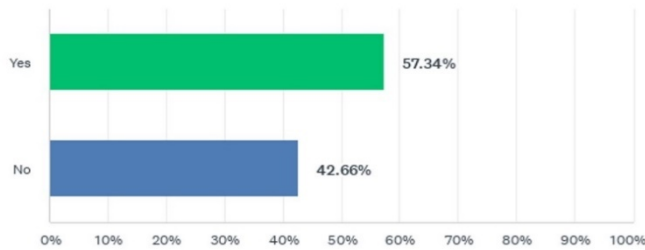
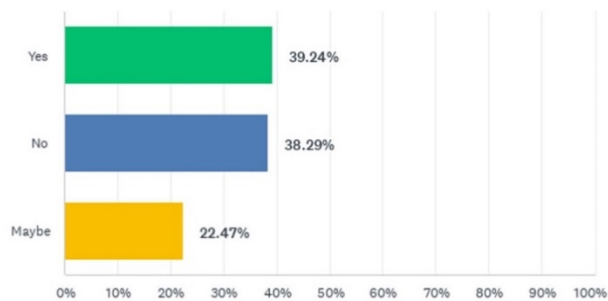


Figure H-2: Interest in Building Accessory Dwelling Units

Q2 Would you consider building an Accessory Dwelling Unit (ADU) on your property?



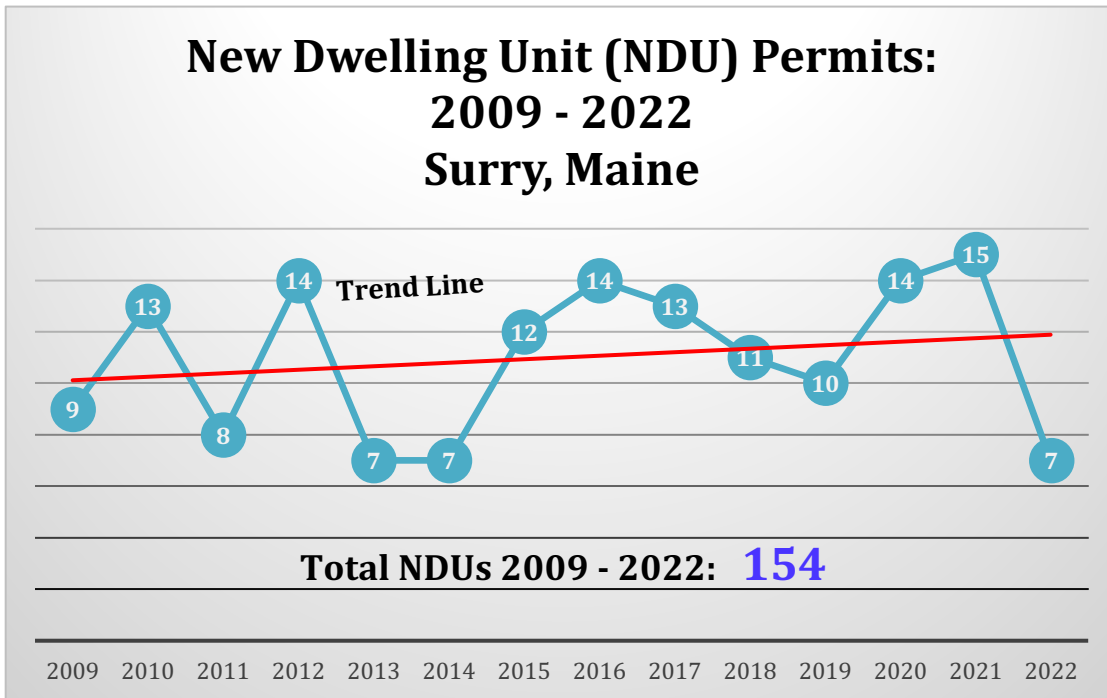
When asked which aspects of community life need significant improvement, over 50% identified affordable housing.

4. Current Conditions and Analyses

From 2013 to 2022, the Rural District was the most popular for development as 37.4% of building permits for new residential development during this time were issued for this District. The second most popular zone was the Shoreland Zone with 23% of growth happening on the shoreline. The Forest and Agriculture, Roadside Commercial, and Limited Residential

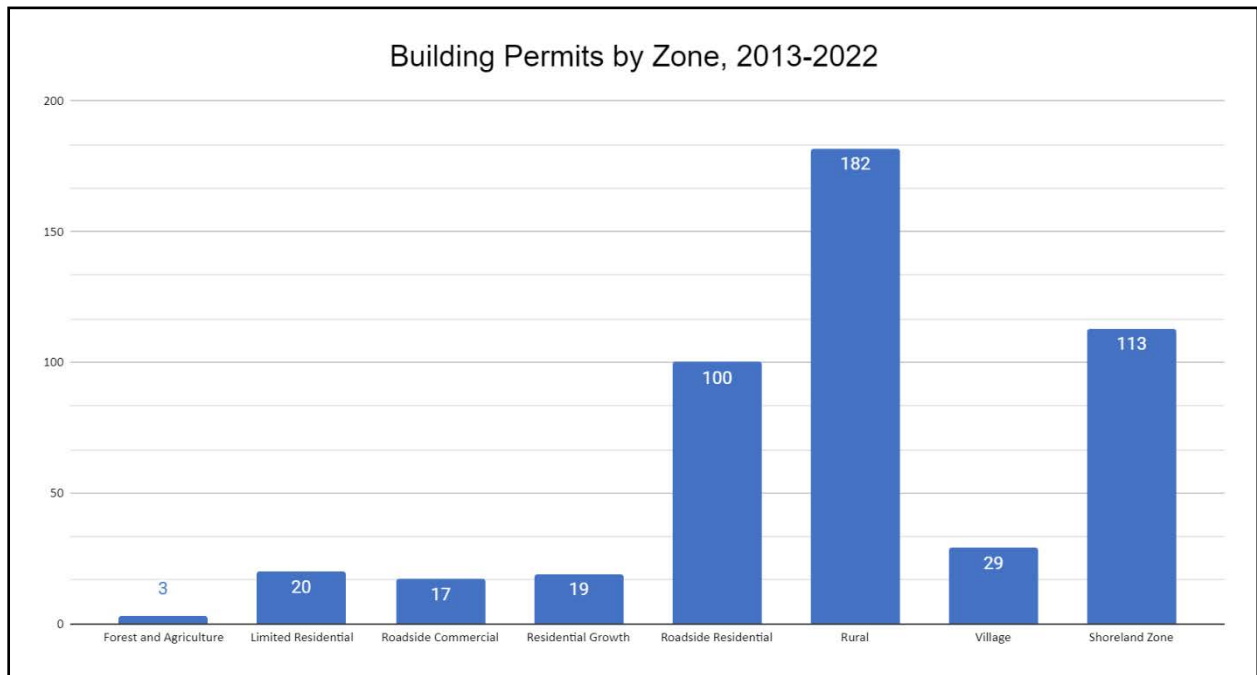
Districts were the least popular with 40 total building permits for new residential development. Building permits do not necessarily mean new dwelling units were actually built, but this data indicates that the zoning incentives in Surry’s 2014 Comprehensive Plan were not sufficient to channel growth out of the Rural District, as had been hoped. See Map H-1: Residential Building Permits.

Figure H-3: New Dwelling Unit Permits 2009 - 2022



Source: Town of Surry

Figure H-4: New Residential Dwellings by Zone, 2013-2022



Source: Town of Surry

Housing Stock and Seasonal Units

As indicated in Table H-1 below, there were approximately 1,146 total housing units in Surry as of 2020. This is a 25.5% increase from the year 2000 but only a 2.4% increase from the year 2010. 431 units in Surry were vacant (approximately 38% of all units) according to the 2020 Decennial Census. Roughly 87% of all vacant units were for seasonal, recreational or occasional use. Despite the high estimate of

seasonal units, year-round housing continues to comprise over half of the Town’s housing stock. The percentage of units considered vacant has remained consistent over the past two decades.

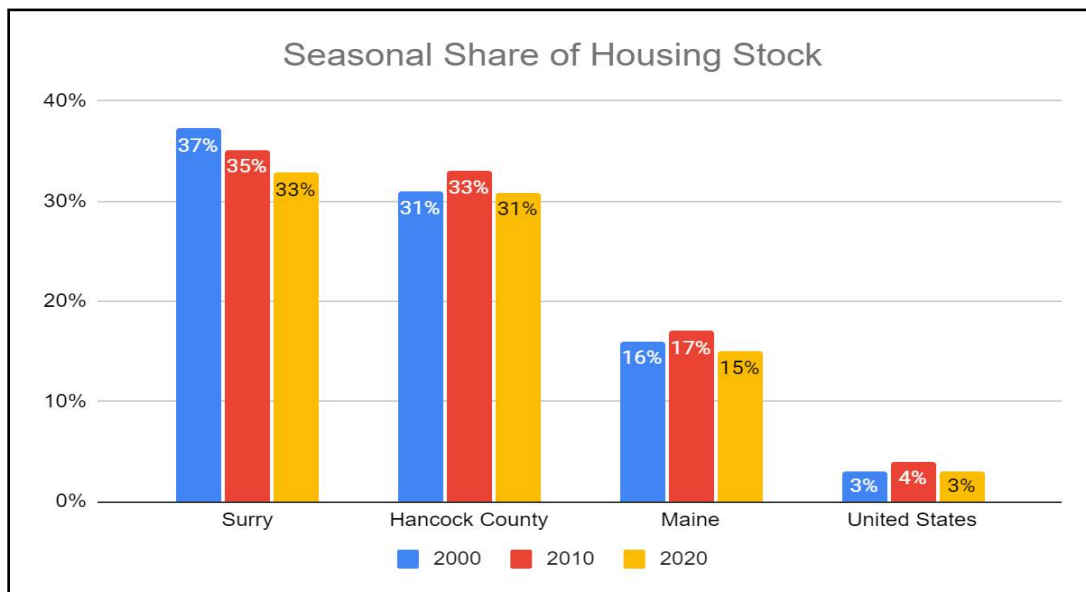
Surry Town Government currently has very little information about conversion of year-round houses to seasonal or short-term rental use, as well as the converse.

Table H-1: Changes in Dwelling Units (Occupied and Vacant), 2000 - 2020

	2000		2010		2020		% Change, 00'-10'	% Change, 10'-20'	% Change, 00'-20'
	Number	Percentage	Number	Percentage	Number	Percentage			
Occupied Units	551	60.40%	673	60.10%	715	62.40%	22.14%	6.24%	29.76%
Vacant Units	362	39.60%	446	39.90%	431	37.60%	23.20%	-3.36%	19.06%
<i>Vacant- Seasonal</i>	340	37.24%	393	35.12%	376	32.81%	15.59%	-4.33%	10.59%
<i>Vacant-Non- Seasonal</i>	22	2.41%	53	4.74%	55	4.80%	140.91%	3.77%	150.00%
Total Units	913	100%	1,119	100%	1,146	100%	22.56%	2.41%	25.52%

Source: 2000, 2010, and 2020 Decennial Census

Figure H-5: Seasonal Share of Housing Stock



Source: 2000, 2010, and 2020 Decennial Census

Housing Unit Type

Data are important in determining whether there is a range of housing types available to residents and potential residents. Younger people and those with lower incomes may need an alternative to the single-family house. Table H-2 shows that about 93%

(1,213) of the dwelling units in Surry were single-family homes in 2021, and there were zero multi-family units. To attract and retain a diversity of residents, Surry must provide housing opportunities at various price points and sizes.

Table H-2: Surry Housing Unit Type, 2021

	Number	% of Total
Single Family	1,213	92.8%
Duplex/Multi-family	0	0%
Boat, RV, Van, etc.	0	0%
Mobile Homes	94	7.2%
Total Units	1,307	100%

Source: 2017-2021 American Community Survey 5-Year Estimates

Tenure

Tenure refers to the financial arrangement under which someone lives in a home or apartment—generally as a renter or an owner. In 2020, 83% of the occupied year-round units in Surry (i.e., not seasonal or otherwise vacant) were owner-occupied and 17% were renter-occupied. For the County as a whole, the percentage of renter-occupied units is substantially higher—25%.

Surry’s low number of renter-occupied housing units corresponds with the low number of duplex and other multifamily type units available to those who need them. One of the housing challenges for Surry and similar communities in Hancock County is to create additional affordable housing units, many of which may need to be built as multi-family housing options.

Table H-3: Surry and Hancock County Tenure of Occupied Housing Units, 2000, 2010, and 2020

Surry				Hancock County			
	2000	2010	2020		2000	2010	2020
Owner-Occupied	461	558	594	Owner-Occupied	16,532	17,704	18,675
% of Total	83.6%	84.2%	83.1%	% of Total	76%	76%	74.9%
Renter-Occupied	90	105	121	Renter-Occupied	5,332	5,596	6,273
% of Total	16.4%	15.8%	16.9%	% of Total	24%	24%	25.1%
Total Occupied	551	663	715	Total	21,864	23,300	24,948

Source: 2000, 2010, 2020 Decennial Census

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 and 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 suggests that many residents are living in poor and possibly unsafe conditions. In 2021, an estimated 24 occupied housing units lacked complete kitchen facilities. An estimated 24 units also lacked complete plumbing facilities; these could be the same units that also lacked complete kitchen facilities.

Table H-4: Substandard Occupied Housing, 2021

	Surry	Hancock County	Maine
Lacking complete kitchen facilities	24	200	5,376
Lacking complete plumbing facilities	24	118	3,214

Source: 2017-2021 American Community Survey 5-Year Estimates

According to tax assessment records there are 54 bunk houses, 23 cottages, and 15 travel trailers in Surry. These can be assumed to not have all the utility of an insulated year-round

home with heating and plumbing. The extent of year-round homes without complete plumbing cannot be wholly determined from this data.

Affordability

Home ownership affordability is outlined in Figure H-6. In the case of owning a home, the MaineHousing affordability index calculation is based on the ratio of area median home prices to area median household incomes. A ratio of 1 or above indicates affordability. In 2023, Surry’s affordability index was 0.6 while the median home price was \$405,000 and the

median income was \$81,425. The income needed to afford a home of this price was \$134,806. According to this data, more than two-thirds (73.4%) of people living in Surry cannot afford a median-priced home.

Figure H-6: Housing Affordability in Surry, 2002-2023

County Name	County Name	Year	Index	Median Home Price	Median Income	Income Needed to Afford Median Home Price - Annual	Home Price Affordable to Median Income	Households Unable to Afford Median Home (%)	Total Households	Percentage of Homes Sold Unaffordable at Median Income	Total Homes Sold
Hancock	Surry	2023	0.60	\$405,000	\$81,425	\$134,806	\$244,627	73.4%	741	80.0%	20
		2022	0.78	\$364,950	\$83,095	\$107,179	\$282,943	64.4%	666	74.1%	27
		2021	0.90	\$344,950	\$74,902	\$83,372	\$309,905	55.0%	653	58.8%	34
		2020	0.95	\$300,000	\$70,652	\$74,015	\$286,368	53.0%	646	55.1%	49
		2019	0.99	\$279,500	\$73,969	\$74,613	\$277,088	50.4%	634	48.3%	29
		2018	0.73	\$290,640	\$58,540	\$80,572	\$211,166	63.9%	649	81.3%	16
		2017	1.32	\$155,000	\$53,283	\$40,296	\$204,957	36.6%	640	30.8%	26
		2016	0.57	\$316,000	\$46,571	\$81,757	\$180,003	74.4%	658	73.1%	26
		2015	0.93	\$238,450	\$56,958	\$60,988	\$222,694	53.2%	661	54.2%	24
		2014	0.98	\$215,000	\$55,089	\$55,999	\$211,505	50.8%	687	52.4%	21
		2013	1.11	\$165,450	\$48,777	\$43,906	\$183,806	45.7%	691	41.7%	12
		2012	0.83	\$210,500	\$46,360	\$56,004	\$174,252	60.4%	700	62.5%	24
		2011	1.05	\$160,500	\$45,957	\$43,570	\$169,295	46.9%	663	45.0%	20
		2010	0.88	\$161,884	\$44,795	\$51,060	\$142,022	58.2%	643	68.8%	16
		2009	0.88	\$155,000	\$43,232	\$48,921	\$136,975	56.6%	617	72.7%	11
		2007	0.67	\$191,750	\$41,088	\$61,217	\$128,700	71.2%	586	100.0%	12
		2006	0.56	\$230,000	\$41,154	\$73,367	\$129,015	81.9%	586	76.9%	13
		2005	0.52	\$240,500	\$39,125	\$75,940	\$123,908	86.1%	568	81.3%	16
		2004	0.60	\$198,000	\$38,108	\$63,988	\$117,918	71.5%	562	72.7%	44
		2003	0.51	\$240,950	\$41,351	\$81,492	\$122,263	85.7%	586	85.7%	21
		2002	1.11	\$123,250	\$47,206	\$42,614	\$136,531	39.1%	573	37.5%	16

Source: Maine State Housing Authority

Data from the Maine State Housing Authority indicates that affordable housing is a problem in the region, the County, and the State. Surry is not unique when it comes to housing affordability, but it does have the highest Affordability Index amongst neighboring towns, the County, and the State. This is likely due to the higher median income of residents.

Table H-5: Regional Housing Affordability and Median Income, 2023

	Surry	Blue Hill	Ellsworth	Hancock County	Maine
Median Home Price	\$405,000	\$442,500	\$345,000	\$405,000	\$360,000
Median Household Income	\$81,425	\$53,157	\$73,643	\$70,750	\$70,652
Affordability Index	0.60	0.34	0.59	0.51	0.55

Source: Maine Housing Authority

Projected Need for Dwelling Units

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 population by the projected household size.

An increase of 362 residents is expected between 2020 and 2040, as calculated by Maine State Economist, and Surry has an average household size of 2.04. To

accommodate this anticipated change in population, there will need to be an approximate increase of 177 housing units. Given historical trends in Surry, it is likely that many of these units will be single-family homes. Recent State statutes such as LD2003, could open the way for more multi-unit development in smaller municipalities.

LD2003

“An Act to Implement the Recommendations of the Commission to Increase Housing Opportunities in Maine by Studying Zoning and Land Use Restrictions,” generally referred to by its legislative tracking name of LD2003, became law on April 27, 2022. It is designed to remove unnecessary regulatory barriers to housing production in Maine while also encouraging the development of new affordable housing units. The law creates an automatic density bonus for developments that meet the following requirements:

- Approved on or after a municipality’s LD 2003 implementation date;
- More than 51% of the units in the developments designated as affordable;
- Located in a designated growth area as defined by Maine law or served by public water and sewer or a comparable system;
- Located in an area in which multifamily dwellings are allowed;
- Meeting shoreland zoning requirements, meeting minimum lot sizes if using subsurface waste disposal, and proving that water and sewer capacity is adequate for the development.

If eligibility requirements are met, the number of units allowed will be 2.5 times greater than the number allowed for a development that is not designated as affordable. Off-street parking requirements are also amended.

Surry’s Code of Ordinances already permits Accessory Dwelling Units (ADUs) up to 800 square feet in all zoning districts. The Town will work to gather information on existing ADUs.

Short Term Rentals

The short-term, seasonal rental trend affects the community. Residents have responded to surveys by indicating that they want the Town to control the growth of these rentals, so that

the community does not become hollowed out. According to AirDnA, for the past 5 years during the summer months an average of 70 properties have been rented each month via

Airbnb or VRBO on a short-term basis (< 30 days) in Surry. In the winter months an average of 12 properties are available on a short-term basis.

Table H-6: Surry Short-term Rental Data, 2024

STR Listings	107	
Entire Home Rentals	89%	
Average Daily Rate	\$331.20	Average Daily Rate (ADR) is the average booked nightly rate + cleaning fees for all booked days over the last year.
Occupancy Rate	68%	The number of booked days divided by the total number of days available for rent over the past twelve months. Properties with no reservations are excluded. This occupancy rate figure represents the median over the past twelve months.
Average Revenue per Year	\$60,900	
AirBnB Listings	56%	
Vrbo Listings	25%	
Listed on both AirBnB and Vrbo	19%	

Source: AirDnA, 2024

Regional Housing Issues

Major regional housing issues include the availability of affordable housing, workforce housing, and senior housing. It is very difficult for a single town to address this issue on its own. It may be more productive for Surry to work with other communities in Hancock County to explore options for improving the affordable supply of housing. This need could also be met regionally, by collaborating with surrounding municipalities to pool resources and create

housing opportunities. The Strategies for this Chapter include efforts to review Surry’s ordinances for obstacles to housing development, as well as to collaborate with adjoining Towns with similar housing shortages. Currently, no local or regional affordable/workforce coalitions or organizations exist.

GOALS, OBJECTIVES AND STRATEGIES -- HOUSING

GOAL: Increase availability of housing in Surry that is affordable for young families, working people, and seniors.

OBJECTIVE 1: Explore opportunities for attainable workforce housing in any zoning district.

Strategy 1: Explore opportunities for the Town to participate in programs such as the Maine Rural Development Program for Housing and research additional grant funding opportunities for new workforce housing.

Responsibility: Select Board, SECDC

Time Frame: One – four years

Strategy 2: Ensure that the SCO encourages financial incentives such as density bonuses, and amenities for “cluster developments” featuring greater housing density surrounded by common green space to provide residents of diverse ages with open space, recreational opportunities, conservation and possibly small-scale agriculture.

Responsibility: SECDC, Select Board, Planning Board

Time Frame: Three – five years

Strategy 3: Collaborate with neighboring municipalities to create a community attainable/workforce housing committee to support a goal of making 10% of all new residential development affordable to young families.

Responsibility: Select Board, SECDC

Time Frame: Two – six years

OBJECTIVE 2: Understand and manage the growth of Short-Term Rentals (STRs) in Surry.

Strategy 1: Research the number of existing STRs and their ownership business models.

Responsibility: Select Board, Planning Board

Time Frame: One – two years

Strategy 2: Revise the SCO to include an STR Housing Ordinance that requires annual registration and payment of a licensing fee, caps the number of licenses granted each year, provides for life safety inspections in the first year of licensure and for random inspections in subsequent years, and requires

STR owners to provide proof of rapid response capabilities for renters and neighbors with complaints or problems for all STRs.

Responsibility: Planning Board

Time Frame: Two – four years

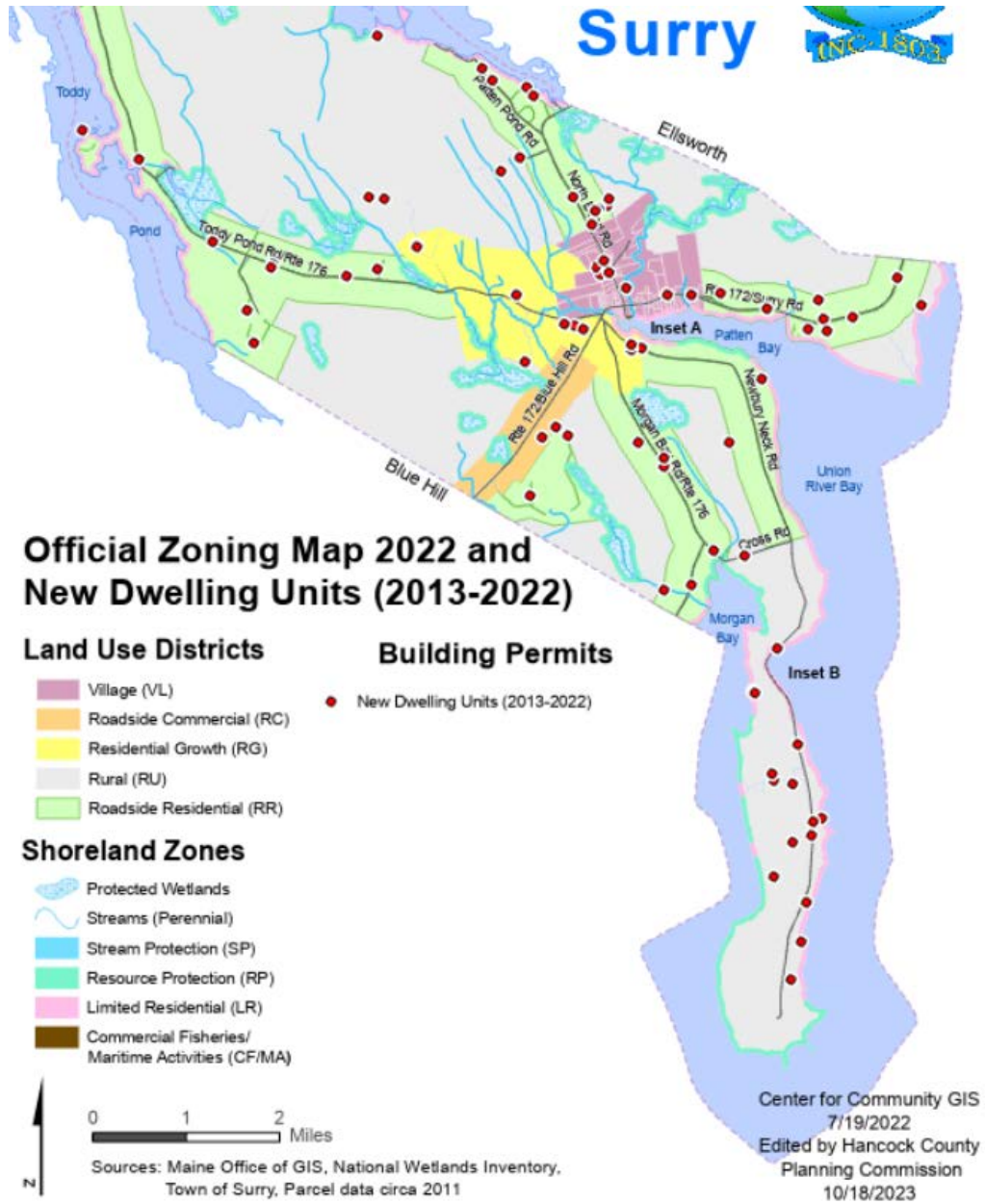
OBJECTIVE 3: Ensure the availability of safe housing in Surry.

Strategy 1: Require life safety inspection for multi-family rental properties in the first year after approval of the ordinance with random inspections after that and establish fines for violations in the SCO.

Responsibility: Code Enforcement Officer, Planning Board

Time Frame: Two – five years

Map H-1: Residential Building Permits 2013 - 2022



CHAPTER I: RECREATION

1. Purpose:

This chapter describes the multitude of recreational opportunities for Surry community members of all ages. For this section, recreation is defined as including collective social events such as concerts, dances, and classes as well as the more commonly recognized sports and outdoor activities such as soccer, kayaking and hiking. Since Surry is close to larger towns with sports facilities and to world-class natural resources such as Acadia National Park, some of those are included as opportunities available to Surry residents.

2. Key Findings and Issues

- Surry has seen a noticeable increase in public walking and hiking trails since the last Comprehensive Plan.
- Town committees and non-profits are offering a wider variety of classes, sports, and social meetups for the enrichment of community members.
- The Town may need to address PFAS contamination in the Osgood Lot to make it useful for greater recreational use.
- Residents continue to express frustration at the lack of sidewalks and bike lanes, in particular between the School and Village amenities such as the Surry Store and Pugnuts .

3. Community Engagement

Surry's Community Survey asked residents to rate the importance of Town involvement in protecting and preserving various aspects of the natural and built environment. Land for public recreation and access to saltwater and freshwater resources were Very Important or Somewhat Important to most residents.

Table I -1: Importance of Town Involvement

	Recreational Open Space	Waterfront Access
Very important	37.6%	55.6%
Somewhat important	32.1%	20.7%
Current protections are sufficient	25.2%	19.4%
Not sure / investigate further	5.2%	4.3%

Surry residents' desire for a more walkable and bikeable town was made clear in responses to a Community Survey question: "Please identify which aspects of community life need significant improvement." The second most common response was Bike Lanes and the third most common was Sidewalks. The only choice selected by more respondents was Affordable Housing!

4. Current Conditions and Analyses

Organized Activities

Youth recreational programs in Surry are coordinated by an active Recreation Committee. Activities 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 in grades 6-8 during the school year.

The gymnasium at the School doubles as a community center. It is available to residents for recreational activities and other gatherings. Currently, The Surry Community Improvement Association sponsors Pickle Ball during colder months and Neighbors Helping Neighbors coordinates times for resident to walk inside the gym during the winter months. The Arbutus Grange also sponsors Contra Dances in the gymnasium.

The Gatherings, a non-profit community center in the Village Center, offers a rotating schedule of activities such as yoga classes, movie nights, ukelele jams, game nights, life drawing classes, conversational Spanish and French classes, Girl Scouts, and Community Potlucks. Neighbors

Helping Neighbors offers Bone Builders, an exercise program for adults 50+ at the Old Surry Village School House, provides high visibility vests for outdoor walkers, and sponsors periodic balance classes for older adults.

The Old Surry Village Schoolhouse offers a variety of presentations and workshops ranging from making wreathes and cider to art and music history. Seasonal celebrations such as Trunk or Treat at Halloween are also very popular with area residents.

The Town of Surry provides financial support to the Downeast Family YMCA, which offers residents an opportunity for reduced membership rates at facilities in Blue Hill, Ellsworth, and Bucksport. Additionally, non-members may use facilities during free community hours. This funding also supports the regional Little League that is open to Surry youth as well as provides all 6th graders a free membership during the school year at any location. Second grade students may enroll in a free program of swim lessons in Blue Hill or Ellsworth.

Outdoor Activities

The Blue Hill Heritage Trust currently owns and oversees five parcels of land (3,300 acres) within Surry providing access for walking, hiking, and biking. Surry Forest, a 2,100-acre parcel located off the Toddy Pond Road offers over 9 miles of gravel roads. Meadowbrook Forest, 2,030 acres located in Surry and Ellsworth with a trailhead off Jill's Lane, offers 11 miles of logging roads. Hunting is allowed with permission from the Trust on these two properties.

Additionally, frequently used trails in the Town are available in the Carter Nature Preserve, Furth Wildlife Sanctuary, and Talalay Nature Sanctuary. These three parcels are accessed from the Cross Road off the Morgan Bay Road. Patten Stream Preserve offers a 1.5 mile loop trail with the trailhead off Warren Lane in the village. Surry has one Town sponsored hiking trail (The Osgood Trail) which needs volunteer work to make the trail safe for community usage. Private landowners continue to offer hunting and snowmobiling access, although the number of acres available is decreasing.

The Blue Hill Heritage Trust also has conservation easements for several parcels of land within Surry, some of which are open to the public. The Conservation Commission page on the Town website

identifies Open Space designated land accessible to the public. See Appendix X

Great Pond Mountain Conservation Trust, located on Route 1 in Orland, offers over 5,000 acres for walking, hiking, biking, and horseback riding, as well as berry picking. Snowmobiling is permitted in certain areas. Hunting and fishing are available with permission.

Surry is also fairly close to Acadia National Park as well as additional areas conserved by Blue Hill Heritage Trust, Donnell Public Lands and Frenchman's Bay Trust in communities throughout the Immediate Down East area. Excellent walking and hiking is available in these areas.

Salt and freshwater access (see Chapter B. Freshwater and Chapter E. Marine Resources for additional information) are provided at the Surry Town Landing (not for boats larger than kayaks or canoes, except at full high tide) in the Village, at the Carrying Place on Newbury Neck, at the Town boat launch on Patten Pond, and at the boat launch area at the outlet of Toddy Pond in Orland. The town recently purchased a parcel of land at the Carrying Place Beach for parking and increased public access. Moorings are available in Patten Bay through the Town Office.

Town Facilities

Surry Elementary School: Baseball and softball fields of about 1 acre in total area are located at the Surry Elementary School. Both fields

need repairs, including proper drainage, seeding, spectator seating, proper scoreboards, and equipment storage. Both

fields also need weed removal on the dirt portions of the playing surface

Osgood Lot: The town is considering options for the current athletic/soccer facility at Osgood Lot. Prior to the 2014 Comprehensive Plan, several pieces of playground equipment were relocated to this facility; no new pieces have been added since. The facilities at the Osgood Lot are in serious need of repair. The playground equipment is starting to rust and decay while also becoming overgrown with

plants and weeds. The trails in the woods behind the Osgood Lot are also in disrepair. The trails are completely overgrown, there are no trail markings, and several bridges over streams and wetland along the trail network have collapsed making sizable portions of the trails inaccessible. Overall, the soccer/athletic field is in adequate condition, however recent testing by the Shaw Institute showed rather high levels of PFAs in the soil, as contaminated sludge was used in the creation of this field.

GOALS, OBJECTIVES AND STRATEGIES -- RECREATION

GOAL: Develop Surry's natural and Town-built recreational assets and make them readily accessible to residents and visitors.

OBJECTIVE: Further develop and maintain Surry's recreational assets for people of all ages.

Strategy 1: Develop the Osgood Lot into a multi-purpose athletic and recreational facility. This would allow the existing ballfields at the School to be used for co-curricular activities and create space for growth as needed.

Responsibility: Select Board, Recreation Committee

Time Frame: Four – seven years

Strategy 2: Create and execute a widespread campaign to highlight the need for volunteer youth sports coaches through a directed social media campaign, as well as unified promotional materials for citizen involvement.

Responsibility: Select Board, Recreation Committee, other Town Committees

Time Frame: One – three years

Strategy 3: Using ADA standards, assess and improve handicap access for certain existing trails and roads such as those in the Blue Hill Heritage Trust's Surry Forest gravel roads. Strategically placed benches for resting would improve the accessibility of sections of the gravel roads.

Responsibility: Select Board, Recreation Committee

Time Frame: Three – six years

Strategy 4: Improve public education and information about recreational opportunities in Surry, by creating signage and a Recreation page on the Town website with a downloadable map to help direct residents and visitors to recreational opportunities.

Responsibility: Select Board, Recreation Committee

Time Frame: Three – six years

CHAPTER J: TRANSPORTATION

1. Purpose

Transportation is a crucial aspect of town economic development. It influences growth, safety issues, connectivity of residents, and environmental impact. The construction and maintenance of roadways, as well as enforcement of traffic laws, are major financial costs to the town. It is essential that issues affecting these costs, as well as quality of life and environmental costs are considered. Key issues facing Surry are discussed in the 2024 plan: Current conditions and planned improvements of Surry roads; traffic volume, speeding, and crash data; parking at various sites that interferes with traffic flow; Sidewalk and bike path/lane feasibility; public transportation; and environmental concerns.

2. Key Issues and Findings

Although there have been improvements in many of the areas that were discussed in the 2014 plan, there are ongoing problems that need to be addressed:

- Maintenance of State roads and bridges
- Critical roadway projects include waterfront erosion control on Newbury Neck Road at the Pines and at Frost Lane, and the reconstruction of the causeway, seawall, and drainage of Newbury Neck Road at the Carrying Place Beach, and the Cross Road culvert.
- Average daily traffic volume has increased on Newbury Neck and North Bend. Excessive speeding has also been recorded at various locations and efforts have been made to address this issue.
- Parking and traffic flow remain ongoing issues, but these are being addressed through increased patrol, enforcement of parking at the Carrying Place, and increased parking spaces at The Gatherings.
- Bike paths/lanes remain a priority for survey respondents.
- Preliminary surveys suggest that public transportation is not a priority for the residents of Surry. Most respondents would not use public transportation if it were available.
- There are various environmental influences on transportation.

3. Community Engagement

Results of the Community Survey indicated that the majority of respondents were satisfied with the Surry Public Works Department's management of road maintenance and snow removal. Issues that have evoked discussion in community forums have included bike lanes and sidewalks, and public transportation. Currently, there are no bike lanes or sidewalks in Surry and survey respondents suggested that these areas 45% (bike lanes) and 38% (sidewalks) need improvement. Convenient low-cost public transportation on a regular schedule would be used by only approximately 12% of the

survey respondents and another 34% indicated that “maybe” they would use it. Speeding has continued to be a topic for discussion, especially concerning summer traffic and ways to monitor and enforce speed limits. (See questions 17, 20, 23, 24, and 25 of the Community Survey, Community Survey Appendix)

4. Current Conditions and Analyses

Road Classification and Mileage

According to the Maine Department of Transportation (MaineDOT), Surry has 6.11 miles of State Highways (Route 172), 13.4 miles of State Aid Highways (Route 176 and North Bend), and 13.83 miles of Town Way/Seasonal Roads for a total of 33.34 miles. The state is responsible for the year-round maintenance of Route 172 as well as that of State Aid Highways, excluding winter maintenance such as plowing and road sanding/salting, which is the responsibility of the Town. All Town Way/Seasonal Roads are 100% maintained by the Town. The State of Maine does make available some funds for capital improvements of Town roads defined as “work on a road or

bridge that has a life expectancy of at least 10 years or restores the load carrying capacity”¹ through the Local Road Assistance Program. Surry has received \$33,788 for fiscal year 2024. Private Roads are classified as those serving three or more dwellings and Driveways serve two or fewer dwellings. Private Roads and Driveways are not owned or maintained by the Town or State. However, the Surry Code of Ordinances (SCO) Chapter 3, Section V “Performance Standards for Subdivisions,” contains subsections for Road Design and Construction, Road Layout, and Culverts, and Chapter 3, Section III “Performance Standards – General” lists standards for Driveways.

Transportation Table J-1: State Highway Classification Characteristics and Mileage

State Highway Classification	Description	Examples in Surry	Responsibility	Miles in Surry
State Highway	Connected routes through the State that primarily serve intra- and interstate traffic	Route 172	MaineDOT is responsible for year-round maintenance	6.11

State Aid Highway	Connect local roads to the State Highway System and generally serve inter-county traffic movement	Route 176, North Bend Road	State aid roads are usually maintained by MaineDOT in the summer and by municipalities in the winter	13.4
Town Ways	All other public roads not included in the State classification system; provide access to adjacent land	For example, Newbury Neck Road	Municipalities or counties	13.83

¹https://www.maine.gov/mdot/csd/docs/roadwayinfo/2017/Hancock_County.pdf

Federal Functional Class (FFC)

FFC describes the functionality and geographical characteristics of public streets and highways based on the character of service they are intended to provide. This classification reflects how the highway provides the ability for transportation. Transportation Table J-2 below provides characteristics of FFC classes (arterial, collector, and local roads) as well as the number of miles of each class in Surry. There are no arterial roads present in Surry.

Transportation Table J-2: Federal Functional Class Characteristics and Mileage

FFC	Sub-classification	Types of Service	Examples in Surry	Speed	Traffic Volume (vehicles/day)	Miles in Surry
Arterial	Principal and Minor Arterial Roads	Connect major trip generators (larger cities, recreational areas, etc.)	N/A	High speed	5,000-30,000	0
Collector	Urban Collectors, Major Rural Collectors, Minor Rural Collectors	Support traffic within a town or group of small towns or disconnect-ed neighborhoods	Route 172, Route 176, North Bend Road	35-55 mph	1,000-5,000	19.51
Local Roads	All other public roads not included in the State classification system	Provide access to private property or low volume public facilities		Under 45 mph	Up to 1,000	13.83

Highway Corridor Priority (HCP)

MaineDOT uses its “Highways Asset Management” framework to prioritize its programmatic and project work. There are two parts – Highway Corridor Priority (HCP) and Customer Service Level (CSL).

Highway Corridor Priority (HCP) is used to categorize transportation systems into six levels of priorities:

Priority 1: Key arterials not found in Surry.

Priority 2: High priority, non-National Highway System (non-NHS) arterials, not found in Surry.

Priority 3: Remaining arterials and high-volume major collector highways. Route 172 falls into this category.

Priority 4: Remainder of the major and minor collector highways, and state aid system, in which road responsibilities are shared between the state and municipalities. Route 176 and North Bend Road fall into this category.

Priority 5: Local roads that are the year-round responsibility of Surry.

Customer Service Levels (See Map J-1)

Customer Service Levels (CSL) employ customer-centric engineering metrics to evaluate and grade roadways on three key aspects: (1) Safety, (2) Condition, and (3) Serviceability. The grading system resembles a report card, with scores ranging from A to F.

1. Safety

The factors that go into the Safety evaluation are crash history, paved roadway width, pavement rutting, and bridge reliability. Much of the roadway system is assessed a “B” safety score. Morgan Bay Road has a safety score of C, with major factors being crash history and pavement width. Map J-1 also shows that a small section of Route 172 has a safety score of D, due to crash history, and most of North Bend Road has the same safety score due to crash history and pavement width.

2. Condition

Four determinants used to calculate the condition of the roads include ride quality, pavement condition, roadway strength, and where applicable, bridge condition. Condition grades range from A

(excellent) to E (unacceptable). Most roads in Surry have a condition score of A or B. On Route 172, a condition score of C was assessed for the segment between North Bend Drive and Surry Playhouse Road due to pavement condition and bridge structure (Village Bridge). A segment of Toddy Pond Road (Route 176) is graded D due to bridge structure (Meadow Brook Bridge).

3. Service

The Service component of the CSL evaluation includes whether a roadway segment is posted during spring thaw to protect longevity, the weight load restrictions of any bridges, and degree of congestion/delay with specific consideration for peak summer months due to the potential impact on tourism. Nearly all of Route 172 in Surry receives a service grade of A; the segment between North Bend Road and Newbury Neck Road is graded “B” due to congestion; Pugnuts and The Surry Store are located within this area. Route 176 and North Bend Road are assessed service grades of C due to road posting.

Current bridge conditions

There are five bridges on State and State Aid roads in Surry (see Map J-2 for locations). Inspections of these bridges were carried out between October 2021 and July of 2022. The findings of the bridge conditions are shown in the Appendix J-2. Since these bridges are state-owned, funding and prioritization for restoration projects are determined by the MaineDOT.

The Federal Sufficiency Rating (FSR) scores are used to determine eligibility for federal funds. The Meadow Brook Bridge has a poor Federal Sufficiency Rating (FSR) of 48.9. Four of the five bridges meet the eligibility requirements for Highway Bridge Replacement and Rehabilitation (HBRR) funding.

Planned Maintenance and Improvements

It is the responsibility of the Town to maintain existing Town roads in fair or better condition. Tasks include repaving, ditching and culvert repairs, rebuilding areas of roads where necessary, and waterfront erosion control. Winter road maintenance includes snow removal, sand/salt, tree limb removal, and sweeping sand and salt. Surry has an ordinance to restrict vehicle weight on posted local roads in the spring to help minimize damage to the roads caused by freeze/thaw.

The 2024-2025 Town budget for roads is \$723,100 which includes E911, Street Lights, Winter Road maintenance, and Road maintenance, paving and roadside mowing. The annual amount will undoubtedly increase over the period of this comprehensive plan, at least at the rate of inflation and likely more as project plans dictate. See Appendix J-2 for further detail of Town projects budgeted for the years 2024-2027.

The MaineDOT Work Plan in Surry for the years 2024-2026 includes a highway paving project beginning 0.07 of a mile south of Turkey Farm Road and extending north 11.31 miles; ditching and replacing culverts on the Toddy Pond Road (Route 176) in 2024; highway paving of Route 3 and extending southeast 19.47 miles

(includes Toddy Pond Rd) to Route 172 in 2025; and a large culvert replacement on Route 172 located 0.85 miles north of the Blue Hill town line. (See <https://www.maine.gov/mdot/projects/workplan/data/workplan/town/Surry.pdf> for more details about these projects.)

Traffic Volume, Speeding, and Crash Data

Traffic Volume 2017 Data from MaineDOT shows that the highest Annual Average Daily Traffic (AADT) volume (Table J-3 below) is located on Route 172, with counts of 5,480 on the segment east of the North Bend Road intersection and 4,000 southwest of the junction with Route 176 (Toddy Pond Road). There were increases in traffic on Route 172, on Newbury Neck Road and North Bend Road compared to the 2014 counts, and small decreases in traffic counts on Toddy Pond Road, Morgan Bay Road, and Cross Road.

More recent data was obtained in 2022. Electronic monitoring of the Carrying Place beach area spanning June 27 to July 12, which included the week of the Fourth of July, showed a total traffic volume of 11,522 vehicles. This averaged out to 768 vehicles per day. Data recorded from vehicles heading east at 46 Blue Hill Rd. spanning August 29 to September 10, which included Labor Day Weekend and the Blue Hill Fair, showed a total traffic volume of 40,261 vehicles (3,355 vehicles per day).

Table J-3. Annual Average Daily Traffic (AADT)

Location	2014	2017
IR 367 (NORTH BEND RD) NW/O SR 172	830	980
IR 373 (NEWBURY NECK RD) SE/O SR 176	780	810
IR 373 (NEWBURY NECK) S/O IR 375 (CROSS)	610	640
IR 375 (CROSS) W/O IR 373 (NEWBURY NECK)	150	140
SR 172 (BLUE HILL) SW/O SR 176(TODDY PD)	3,970	4,000
SR 172 E/O IR 367(N BEND RD) @ BR# 2586	5,120	5,480
SR 176 (MORGAN BAY RD) S/O IR 373	680	650
SR 176 (MORGAN BAY) SW/O IR 375 (CROSS)	x	440
SR 176 (TODDY POND RD) @ BR# 3740	x	320

SR 176(TODDY POND) W/O SR 172(BLUE HILL)	770	740
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Speeding

Speeding was also assessed together with the traffic volume data in 2022. An electronic monitoring system was placed on Route 172 at 46 Blue Hill Road for vehicles traveling east between August 29 and September 10. Ninety-one percent of the vehicles were in violation of the speed limit with an average speed of 46 mph in a 35-mph speed limit zone. The highest registered speed of 99 miles per hour was September 1 at 7 a.m. (The speed may have been faster, as the monitor cannot register speeds over 99 mph.) Speeds in the 70-mph range were observed regardless of the time of day. Eighty-one percent of the vehicles exceeded the tolerated speed limit of 40 mph. Average speed at Carrying Place Beach during the span of June 27 to July 12 in 2022 was 32 mph in a 30-mph speed limit zone. The highest

speed recorded at this site was 51 mph on a Monday morning between 1 and 2 a.m.

Efforts to reduce speeding have included using the electronic speed monitoring signs at the spots mentioned above, at Toddy Pond, and at the Post Office on Route 172 heading west. Speed monitoring signs have also been posted at dangerous curves. In 2022, “Welcome to Surry Village” signs with a drive safely message and flagged posted speed limit signs were placed on Route 172 to indicate the entrance and exit to the village. The Town of Surry has contracted for additional hours to be added from the Sheriff’s Department in part for patrolling and enforcement of speed compliance. It is hoped that these efforts will continue and are effective in reducing speeds and accidents.

Crash Data

Between 2013 and 2022 there have been 368 reported accidents in Surry, four of which resulted in fatalities. Figure J-1 shows the number of accidents per year and Figure J-2 shows the number of accidents by road location. The majority of accidents were caused by weather conditions and wildlife. Between 2020 and 2023 the Surry Rescue responded to 32 motor vehicle accidents – 12 with injuries and 20 without. According to MaineDOT, there are currently no High Crash Locations (HCLs) in Surry. The Town has one

historic HCL, an approximate four-mile stretch of Toddy Pond Road (Route 176) between Cunningham Ridge Road and Route 172. To reduce the frequency and severity of accidents moving forward it is essential that road conditions continue to be maintained, that traffic laws are enforced, that motorists are aware of and comply with these laws, and that the Town continues to respond promptly to accidents.

Figure J-1.

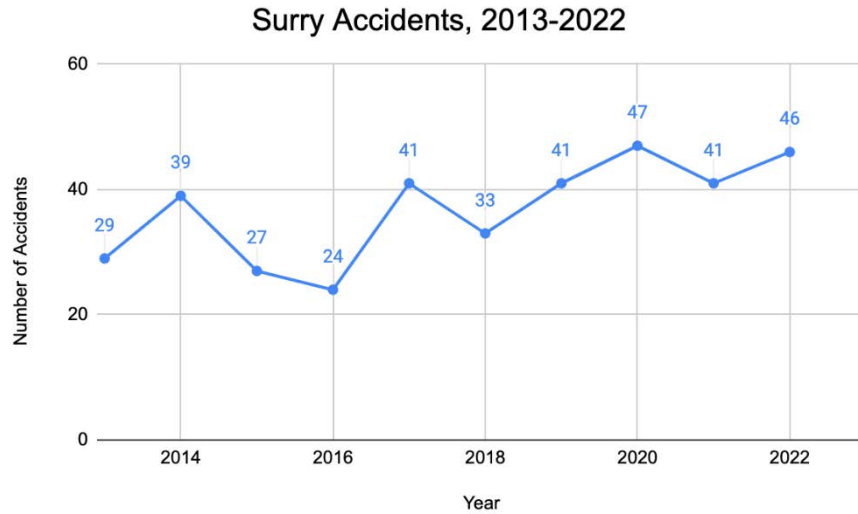
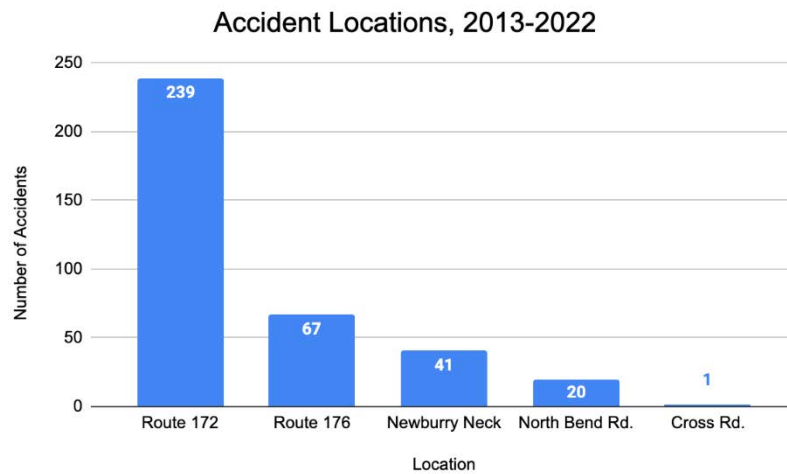


Figure J-2.



Parking Issues and Traffic Flow

The sites and issues surrounding parking in Surry are similar to those presented in the 2014 plan.

Newbury Neck Carrying Place

The Town purchased the lot adjacent to the current public parking lot at the Carrying Place

in 2021. A Town Committee has been formed to address issues concerning the historical

significance of the land, the maintenance and public use of the beach, and possible solutions to parking. There have been “No Parking” signs posted along the roadside so that emergency vehicles, as well as regular traffic, are not impeded. However, in the summer months, particularly on the Fourth of July, the area is “impassable,” causing potential hazards. There have been partial solutions to the parking at

The Village

Areas that experience traffic congestion, especially during the summer season include the Old Surry Village School, The Surry Store, Memorial Park, Pugnuts, Surry Gardens, the Grange Hall, the Old Town Hall, The Gatherings, and the Surry Post Office. Overflow parking on the road during programs, activities, or business hours at these locations needs attention. These venues are fully aware of these problems, and some are trying to address the issues by creating more parking spaces, such as The Gatherings. However, land

Surry Elementary School

Parking renovations were done in 2019, but during school events roadside parking still occurs. Day-to-day parking does not seem to be an issue. If enrollment increases and more

Parking Ordinances

The 2022 Surry Code of Ordinances (SCO) includes a section entitled “Off Street Parking & Loading Regulations” in the Site Plan Review Standards Chapter 3, Section IV, 18, which includes a Parking Requirements Table listing the number of parking spaces required for Residential, Transient, Commercial,

the Lobster Shack, south of the Carrying Place; these include a crosswalk, additional parking spaces and signage to reduce speed. Both of these areas still require awareness of pedestrians, increased patrolling and enforcement. Electronic speed monitoring, particularly during the summer season, may also be effective.

at most of these sites is either not available or it is not feasible to create new parking areas. The Gatherings project that is proposed will increase their parking from 9 to 39 spaces. Currently, the parking lot at Memorial Park is used for park enjoyment, customers of Pugnuts, and as a Park and Ride area. The Town Landing could become an overflow area, although it is not currently designated or adapted for such and would need to retain space for boat launch access and seasonal elver fishing.

staff and teachers are required, additional parking will be necessary. Continued maintenance of these lots is necessary.

Industry/Wholesale, Medical, and Community Facilities. There are ordinances for parking areas in Shoreland areas in Chapter 4 section G. There is also a Miscellaneous Additional Ordinance entitled “Revised Parking and Traffic Ordinance (June 2002)” which lists prohibited

areas of parking. For more detailed information see:

<https://cms8.revize.com/revize/surryme/Surry%20Code%20of%20Ordinances%20ALL%20-PDF-%20v6.7%20-01-18-2023.pdf>.)

Traffic flow

As mentioned above, emergency vehicles may not be able to reach their destination when parking overflows to the sides of the already narrow town roads. Narrow local roads and private roads also hinder access to and from water reservoirs for more than one fire truck at a time. If roads are widened, more trucks could reach the destination faster. This solution could also promote speeding of non-emergency vehicles, requiring stricter

enforcement of speed limits in non-emergency situations.

The 2022 Surry SCO addresses the need to minimize traffic congestion and ensure traffic safety in various subsections of the “Performances Standards-General”, the “Site Plan Review Standards”, and the “Performance Standards for Subdivisions” of the Unified Development Ordinance Chapter 3.

Sidewalks, Crosswalks, and Bike Paths/ Lanes

Sidewalks

There are no sidewalks in Surry. Maine law states where sidewalks are not provided, pedestrians must face oncoming traffic and use the left side of the road. (MRS Title 29-A, §2056. Pedestrians 2.) The Town of Surry

Select Board has had a preliminary discussion with MaineDOT concerning the possibility of constructing a sidewalk in Surry Village.

Crosswalks

Crosswalks with flashing lights have been added on both Route 172, between Memorial Park and Wharf Road, and North Bend Road between Surry Elementary School and the

Surry Town Office. On Newbury Neck Road, painted crosswalks have been added at the Carrying Place Beach and at the Lobster Shack.

Bike paths/lanes

Results of the Surry Community Survey show that bike paths/lanes are one of the top community improvements citizens would like to see happen in Surry. Blue Hill Heritage Trust trails have nine miles of logging roads suitable for recreational biking in Surry Forest as well as some sections of Meadowbrook Forest. Currently, Town roads do not have any bike lanes or pedestrian/bike paths. The current Maine law states that bicyclists do not have to use bike lanes even if they are provided, and motorists must provide a

minimum of three feet when passing bicyclists on roads (see "Maine Bicycle Laws" at <https://www.bikelaw.com> >laws). Due to the multifactorial constraints on building a bike path in Surry, such as minimum physical path requirements, planning studies, funding issues, and permission for land use, it seems that construction would be difficult to achieve in the near future. Appropriate signage and other safety measures could increase driver awareness of bicyclists and overall pedestrian safety in the short term.

Public Transportation

Surry Elementary School Transportation

The School Budget for Transportation and Buses for FY2024-2025 is \$210,900.¹² Transportation for high school students does not consider extracurricular activities, and transportation to pick-up and drop-off sites

must be arranged individually. Problems arise when a school bus driver is not available to drive. There are few backups and parents must make last-minute arrangements to transport their children.

Airports, Rail, and Bus Transportation

Downeast Transportation operates two bus routes that include a scheduled stop in Surry. The Ellsworth-Blue Hill route offers a morning and afternoon stop at Pugnuts on Route 172, Monday-Friday between the months of September and June. The Stonington-Ellsworth route offers two stops in the morning and two stops in the afternoon, also at Pugnuts, Monday-Friday year-round. Limited free

parking is available for the Park and Ride located at the Memorial Park parking lot. Other bus services provide connections between Ellsworth and Bar Harbor or Bangor. The Surry Community Improvement Association does have a volunteer service to take Surry residents to medical appointments, and Neighbors Helping Neighbors and Friends in Action also offer rides for various needs.

Limited service is provided by Downeast Community Partners for income-eligible clients referred by the Maine Department of Human Services. There are some taxi services available in Surry.

Additionally, Concord Coach Lines in Bangor offers bus transportation to Augusta, Portland,

Logan International Airport and South Station in Boston. The two nearest airports are the Hancock County-Bar Harbor Airport in Trenton and Bangor International Airport in Bangor. There are no marine or rail terminals in Surry. The nearest freight rail service is in Bangor.

Environment

Weather and Climate Change

According to Maine's Four-Year Plan for Climate Action, transportation is responsible for 54% of Maine's annual greenhouse gas emissions. By vehicle type, 59% of Maine's gas emissions are from passenger cars and light-duty trucks, 27% are from medium- and heavy-duty trucks, and the remaining 14% come from rail, marine, aviation, and utility equipment vehicles. Electrification is one of the strategies to reduce these greenhouse gas emissions. Surry currently has one Level Two charging station located at The Gatherings on Surry Road.

Other strategies to help reduce emissions include optimizing broadband access, thereby reducing commuting to work, and increasing access to public transportation or ride sharing for work, shopping, or other activities.

Other environmental issues include water erosion, snow/ice, and storms causing fallen tree limbs. These all affect the ongoing maintenance of roads and are possible causes of accidents. Hurricane Lee in September 2023, as well as rain and windstorms in December 2023, as well as January and March 2024 have caused damage to Surry roads. The Cross Road Culvert was flooded in January 2024 causing significant damage. The high tides also caused flooding on Newbury Neck Road by the Carrying Place, stranding those residents south of the area until flooding subsided and clean-up and repairs were performed. While emergency situations were avoided, these weather events exposed potential hazards and risks in need of remediation. Surry plans to apply for grants for long term solutions to these areas.

Wildlife

Many of the motorist accidents in Surry have involved wildlife. The Humane Society suggests several strategies for reducing accidents involving animals.

Regional and State Transportation Plans

The State of Maine has several transportation plans that may have relevance for Surry. The Long-Range Transportation Plan Update 2050 “will convey MaineDOT’s vision for a multimodal transportation system that not only provides for safe and efficient travel throughout the state, but also supports a high quality of life and economic opportunity in all of Maine’s villages and communities.”

Also underway is an update of the Maine Strategic Transit Plan 2025. MaineDOT is particularly interested in looking at new

models and approaches for providing public transportation more efficiently and effectively in Maine’s rural areas.

MaineDOT is also creating a Statewide Active Transportation Plan 2050 that will include an assessment of Priority 3 and 4 state highway corridors, such as Toddy Pond Road (Route 176) and North Bend Road, for shoulder enhancements. Surry will work with MaineDOT to encourage public participation and prioritization of enhancements.

GOALS, OBJECTIVES AND STRATEGIES -- Transportation

GOAL: Improve safety and climate resilience against threats of environmental damage of Surry's transportation infrastructure.

OBJECTIVE 1: Improve conditions of all Town roads to at least B grade level and maintain at that level.

Strategy 1: Ensure that Surry's newly developed capital expenditure plan includes a five-year minimum budget for routine maintenance and emergency repairs of roads, berms, and culverts affecting all town roads. Establish process for future storm damage remediation budget item in Capital Plan.

Responsibility: Select Board, Public Works Department, Finance Committee

Time Frame: Ongoing

Strategy 2: Ensure that all new private roads and driveways comply with relevant town ordinances and State regulations.

Responsibility: Public Works Department, Code Enforcement Officer

Time Frame: Ongoing

OBJECTIVE 2: Develop strategies to improve the safety of Surry's transportation infrastructure and adapt to increasing climate change and threats of environmental damage.

Strategy 1: Actively participate in regional and State transportation improvement efforts.

Responsibility: Select Board

Time Frame: Ongoing

Strategy 2: Expand temporary and permanent electronic monitoring and enforcement of speed limits including patrolling all areas where there is a high volume of speed limit violations.

Responsibility: Select Board, Public Works Department

Time Frame: Ongoing

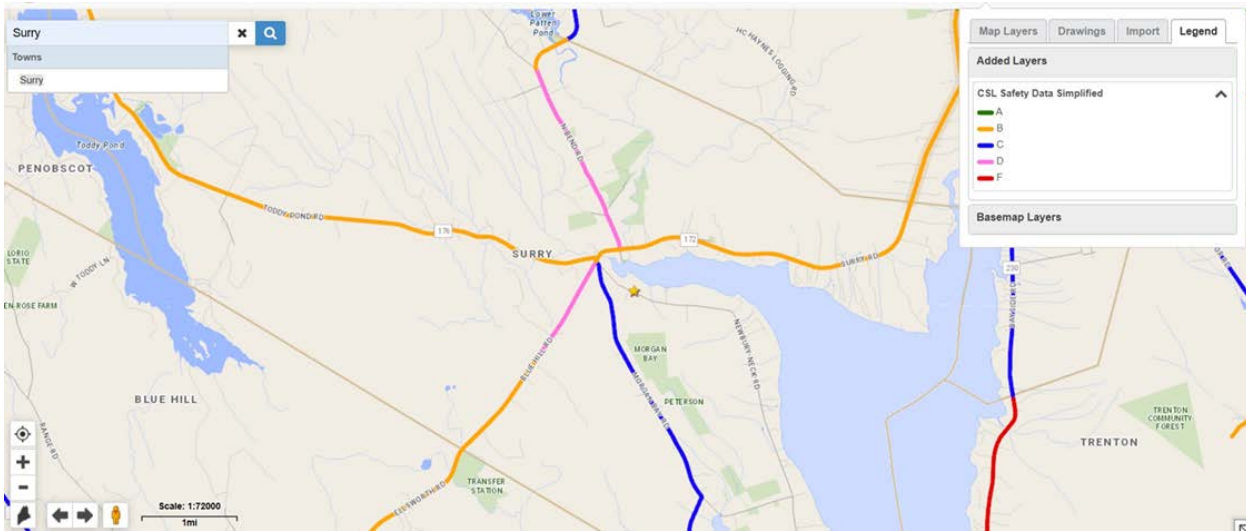
Strategy 3: Consider installing a public Electric Vehicle (EV) charging station as EVs become more prevalent.

Responsibility: Select Board, Climate Action Work Group

Time Frame: 3-5 years

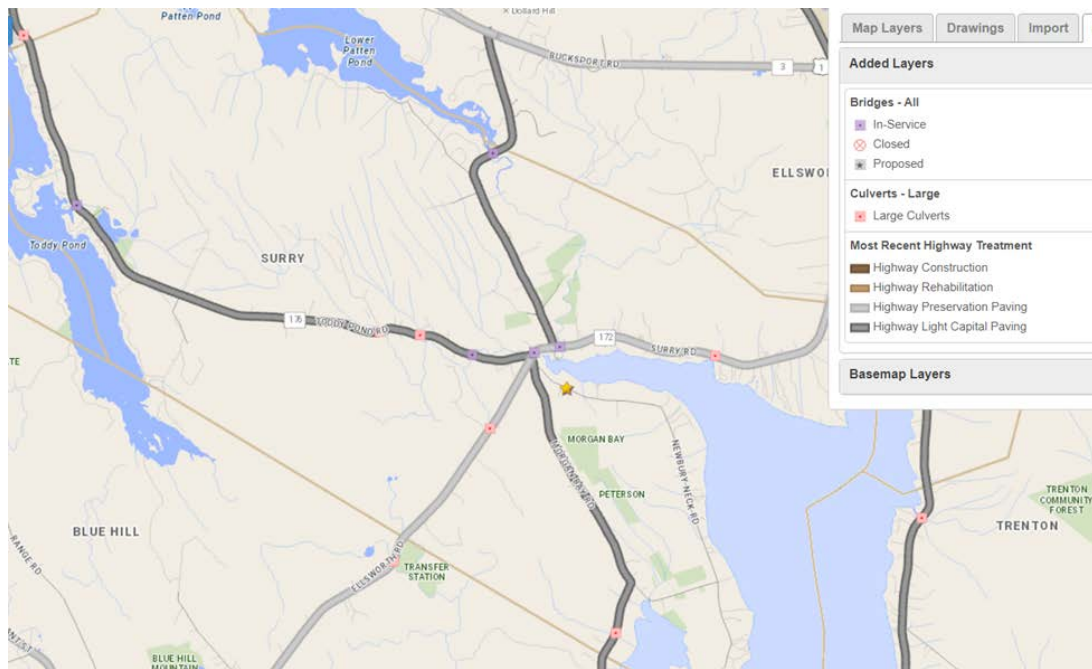
Map J-1: Surry - Consumer Service Level – Safety Data

MaineDot Map Viewer - <https://www.maine.gov/mdot/mapviewer/>



Map J-2: Surry State and State Aid Road Bridges and Culverts

MaineDot Map Viewer - <https://www.maine.gov/mdot/mapviewer/>



CHAPTER K: MUNICIPAL FACILITIES AND SERVICES

1. Purpose

An inventory of the Town's facilities and services is important for two reasons. First, the cost of municipal services directly impacts taxes. Second, town services and overall growth patterns are interrelated. Growth increases demand for services, and services help shape where growth occurs.

2. Key Findings & Issues

Although various public engagement forums show that Surry residents are positive about the quality of Town services, several interrelated challenges have arisen or worsened during the past decade:

- Population has continued to grow and is expected to do so in the next 5-10 years, stretching the cost-effective provision of services.
- School enrollment, which had declined for a few years, is predicted to increase again.
- The fire department relies on aging equipment.
- Funding and staffing of ambulance services has become more difficult, particularly during and since the Covid pandemic.
- The Blue Hill/Surry transfer station, which also serves Brooklin, Brooksville & Sedgwick, faces rising costs. Two regional options for handling Municipal Solid Waste have closed in the past five years.

3. Community Engagement

Surry residents were queried about the Town's services and facilities via several tools:

- An in-person survey at the 2022 Town election
- An in-person survey of seasonal residents
- A community-wide mail and website survey
- An in-person Younger Voices listening session
- A community-wide, in-person Visioning session

As part of the community survey, 311 respondents rated Town services as follows:

Table K-1: Town-supplied services rating

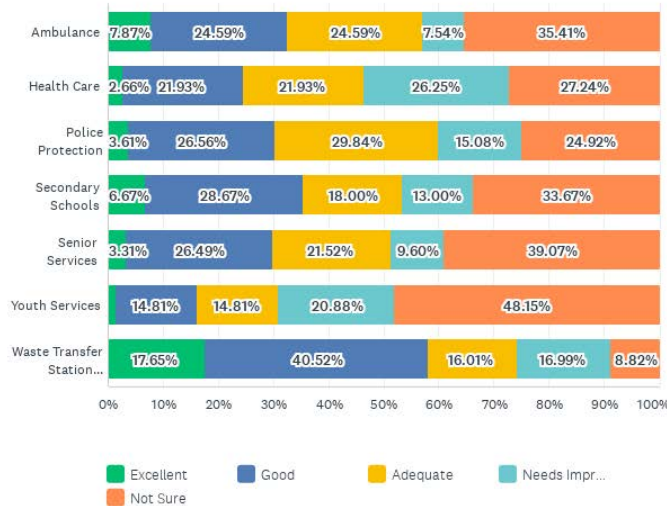
	Excellent	Good	Adequate	Needs Improvement	Not Sure
Fire Safety	19%	35.33%	20.67%	7.67%	17.33%
Road Maintenance	13.36%	33.22%	27.36%	20.85%	5.21%
Snow Removal	22.62%	40.66%	18.36%	6.23%	12.13%
Town Office Services	49.84%	32.90%	8.79%	2.00%	6.19%
Financial Management	17.43%	36.84%	11.84%	6.58%	27.30%
Public Information	22.70%	43.75%	17.76%	7.89%	7.89%

Source: Town of Surry

The following chart from the same survey shows a less positive view of services shared regionally or with other municipalities. Residents' view of the quality of health care services and youth services in the region are particularly negative.

Figure K-1: Shared services rating

Q18 Please provide your opinion of the quality of the following services shared by Surry with other communities.



Source: Town of Surry

4. Current Conditions and Analyses

Municipal Building & Government

One building houses all Town government functions and the volunteer Fire Department. It was built in 1986 and expanded in 2018. There is a lobby, a public service counter, an open work area, two meeting rooms, a vault, and offices for the code enforcement officer (CEO), assessors/select board members and the treasurer. This facility is adequate to handle town needs over the next decade. There are three bays for fire department vehicles, and a boiler room. Voting functions were moved into the firehouse space during the Covid pandemic, to permit increased social distancing. Large gatherings, such as Town Meetings are held in the School gym/Surry community center, across the road from the Municipal Building.

Town staff includes two full-time office employees, a part-time treasurer, an assessor and a CEO (each contracted part-time), and three Select Board members. The selectpersons handle operational and research projects and general assistance and oversee assessing. These tasks are becoming more complex and requiring more time, e.g.

writing grant applications and budgets, collaborating with neighboring town governments, managing housing issues, and coordinating with multiple active committees. The full-time staff handles all other office jobs. One is the town administrator, plumbing inspector, registrar of voters, E-911 addressing officer, deputy treasurer and secretary to the select board. The other collects property and excise taxes and is secretary for the Planning Board and the Transfer Station board. Both individuals also handle walk-ins and telephone customers and serve as each other's deputy.

The volume of office tasks has been eased a bit by the ability of citizens to access some services online. Currently vehicles, trailers and campers can be re-registered online through the DMV. Burn permits are available for free online through the Maine Burn Permit System. Hunting and fishing licenses, and registrations for all-terrain vehicles and snowmobiles, can be purchased online from the Department of Inland Fisheries and Wildlife. There is a fee for credit card use. Citizens may also apply online for general assistance.

Fire Department

Fire protection in Surry is provided by a volunteer fire department. The department is averaging about 70-80 calls per year. Normally, two volunteers are available to respond to calls during the working day. The Town also has mutual aid agreements with several adjoining towns. These are re-examined periodically at meetings of the Hancock County fire chiefs. The average response time to a call in Surry is 10-15 minutes, with 20 minutes to reach the more remote parts of the town. Response time could be even longer in some areas due to narrow camp roads or spring mud conditions. However, the Town sees no need for branch locations, as the current facility is centrally located. The department has recently started a new program conducting wildfire risk assessments for landowners who request them.

Equipment - Surry has two very old fire trucks. One is being replaced by a new custom-built truck which is already on order, scheduled for delivery in late 2024. The other also needs to be replaced. There is also a tanker, a technical rescue vehicle, and a forestry truck.

Personnel – There are currently sufficient volunteers, but it is increasingly difficult to recruit more volunteers. There are significant initial training requirements, and ongoing training is needed to maintain certification. If the call volume increases

significantly, it may be difficult to retain enough firefighters.

Future needs - The department has a five-year plan outlining its needs. Engine #2 needs to be replaced. This is a major expense, and the town budget includes a designated fund accumulating monies for this purpose. Updating equipment is an ongoing effort. Another goal is assuring access to adequate water sources in all weather conditions. There are four known dry hydrants in town, which need to be upgraded and maintained. (See Map K-1, Dry Hydrants) There may also be some old dry hydrants on private property whose locations have been forgotten. These should be found, mapped and upgraded. Tracking staff compliance with ongoing training requirements is also a constant task. If call volumes increase, the Town might consider sharing paid staff with adjoining towns.

The Surry fire department is not an EMS first responder, although when requested by PAC, they do respond to some lift assist or CPR calls in Surry.

Table K-2: Fire Department Incidents by Year

Table of Incidents by Year

	Basic Incident Year	2020	2021	2022	2023	2024	Not Reported	
Basic Incident Type Category (FD1.21)	Basic Incident Type Code And Description (FD1.21)							Percent of Count of Fire Incidents Grand Total
1 - Fire	111 - Building fire	4	1	5	6	1		5.61%
	112 - Fires in structure other than in a building			1	1			0.66%
	113 - Cooking fire, confined to container				1			0.33%
	114 - Chimney or flue fire, confined to chimney or flue	2	2		3			2.31%
	118 - Trash or rubbish fire, contained			1				0.33%
	131 - Passenger vehicle fire			1				0.33%
	138 - Off-road vehicle or heavy equipment fire		1					0.33%
	140 - Natural vegetation fire, other		1					0.33%
	141 - Forest, woods or wildland fire	1	1	1				0.99%
	142 - Brush or brush-and-grass mixture fire	3	2	4	1			3.30%
	162 - Outside equipment fire	1						0.33%
Subtotal		11	8	13	12	1	0	15%
3 - Rescue & Emergency Medical Service Incident	311 - Medical assist, assist EMS crew	4	6	4	5			6.27%
	321 - EMS call, excluding vehicle accident with injury				3			0.99%
	322 - Motor vehicle accident with injuries	2	7	3	3			4.85%
	324 - Motor vehicle accident with no injuries.	3	7	9	4			7.59%
	331 - Lock-in (if lock out , use 511)		1					0.33%
	362 - Ice rescue			1				0.33%
	381 - Rescue or EMS standby		1					0.33%
Subtotal		9	22	17	15	0	0	21%
4 - Hazardous Condition (No Fire)	400 - Hazardous condition, other			1				0.33%
	411 - Gasoline or other flammable liquid spill			1				0.33%
	412 - Gas leak (natural gas or LPG)	1	3	2				1.98%
	413 - Oil or other combustible liquid spill			1				0.33%
	424 - Carbon monoxide incident	1	1					0.66%
	440 - Electrical wiring/equipment problem, other		1	1	4			1.98%

Ambulance Service

There are two ambulance services in adjacent towns. Peninsula Ambulance Corps (PAC), a

nonprofit based in Blue Hill, is the primary EMS transport for Surry and the other 7 towns on

the Blue Hill peninsula. They have three ambulances but are only able to keep one staffed at all times. PAC has mutual aid agreements with services in Bucksport and Castine and serves as backup for Northern Light ambulance (not a nonprofit), based in Ellsworth, which serves much of Hancock County and is often engaged in non-emergency patient transports between hospitals and other facilities.

Call volumes - Since September 2018, after the former County Ambulance in Ellsworth went out of business, PAC has covered all of Surry. Surry accounts for the second-highest number of calls, after Blue Hill. (Blue Hill makes up 49% of PAC calls; Surry 11%.) Figures for response times were not available.

The economics of keeping an ambulance service viable in rural Maine are extremely challenging. PAC is an independent 501(c)3 nonprofit. Sixty percent of its costs are covered by billing. The remainder is made up from the towns and private donations. Towns are charged a per-capita rate set by PAC. The nationwide shortage of EMS staff means that to hire and keep qualified staff, PAC must offer competitive pay. Their full-time staff increased

in 2022 from 5 to 8. Part-time staffing has decreased over the past 5 years from 27 to 13.

Future needs - Surry expects a growing and aging population. Between 2010 and 2020, population in Surry increased 14%. In comparison, Blue Hill grew 5%. The other towns on the Peninsula grew between 2 - 9%. In addition, Surry is the only one of these towns predicted to grow in the next 15 years (Maine State Economist). Another important population metric is the age distribution. In Hancock County as a whole, 25% of the population is over 65 years old. In Surry/Blue Hill, 27.7% of residents are over 65. Experts predict that between 2018-2028, the number of Mainers over 65 will increase 45%, while the number of Mainers of typical working age will drop 7.8%. The growing number of elders will likely further increase the need for ambulance services. One approach that could help decrease demand for this expensive and critical service would be to better educate the public about appropriate use, and to address the growing demand for lift assists from several assisted living/group homes for the elderly.

Blue Hill/Surry Transfer Station (BHSTS)

In 2014, the landfill at the BHSTS ceased operation, and the facility transitioned to a transfer station, which also serves the towns of Brooklin, Brooksville and Sedgwick. It is currently open to the public five days per week, Tuesday through Saturday, from 7 AM to 5PM. All municipal solid waste (MSW) and recycling is now trucked to other facilities, except glass, which is pulverized and made available to citizens to use like sand, for landscaping and drainage projects. Most recyclables are handled through separate bins, and a SingleSort. For a slightly higher tipping fee, this material is trucked to EcoMaine in Portland, where it is separated further for actual recycling. Currently, about 14% by weight of Surry's MSW is diverted to the SingleSort during the winter months. This falls to around 7% in summer, when there are more seasonal residents, and the transfer station is more crowded. The only material that is economically feasible to separate in Surry is cardboard. The BHSTS can sell bales of clean, dry corrugated cardboard. One truckload of cardboard (36 bales/18 tons) saves the transfer station about \$3500 at present.

Surry is a member of the Municipal Review Committee (MRC), a coalition of Maine towns working together to find the best ways to handle MSW. In 2016 MRC, then comprised of 187 towns, ended a 25-year relationship with Penobscot Energy Recovery Company (PERC) in Orland, which had incinerated trash, produced

electricity with the heat, and had sent the residual 10% ash to landfill. This contributed to the closure of PERC. Also in 2016, MRC entered a 30-year contract with Fiberight, which had just built a facility in Hampden that was touted as state-of-the-art, intended to greatly improve the ability to recycle many materials, especially plastics. The goal was to turn plastics into building materials, and to turn organic material into natural gas, to use for fuel. After investment of around \$85 million, the plant is still not operating at scale. It was sold twice, and MRC (currently 115 members) now owns a 10% share of the facility. The new owner is focusing on creating saleable gas from MSW and expects to fully re-open the plant in 2025. Meanwhile, with no other option, MSW is being trucked to landfill at Juniper Ridge in Alton. Fuel, transportation and tipping fees continue to increase. This is not a sustainable long-term solution. A new state law affecting the cost of plastic packaging is scheduled to be implemented starting in 2027; this is expected to decrease waste volume and transportation costs.

Personnel and management: The transfer station is managed by a committee consisting of Select Board members from both Surry and Blue Hill. They recently hired a new full-time manager, who brings increased enthusiasm for recycling efforts. Other employees include two

full-time equivalents during the winter and three in the summer months.

Water Supply

Surry has no public water supply, except that the water at the school and the town office are technically designated “public,” as the public has access to those buildings. Businesses and homes rely on private wells. Please see also Chapter B. Fresh Water Resources. Surry’s Climate Action committee is in the process of securing formal public access to a tested well at a nonprofit facility centrally located in the Village, that can operate with a hand pump. This will provide drinking water during power outages and disasters. The Town is also exploring possible vouchers for low-income households to test their well water for contaminants and to treat it if needed.

Septic Disposal

Two local private companies, Action and Berry’s, provide septic disposal in Ellsworth or Bucksport. There have been no problems with these services.

Law Enforcement

Law enforcement in Surry is provided by the Hancock County Sheriff's Department. Over the past five years, total call volumes rose from 213 per year (2018) to 372 (2022), an increase of 70%. There has been little serious crime in Surry. The largest number of calls has been false alarms and false 911 calls. Most of the rest were for traffic accidents/incidents or wellness checks. The Town has contracted with the Sheriff’s Department for expanded patrols during the summer months, primarily targeting speeding on major roads.

Roads and Public Works

Roads and public works functions are overseen by the road commissioner. There is a five-year road maintenance plan that sets the overall direction for road improvements, including paving. All but one of the Town roads are paved, and the Town aims to repave on a rotating schedule every 5-7 years. Evaluation of culvert size and condition is needed to plan for replacements. Most road maintenance is provided on a contractual basis and snow plowing is done by private contractors. Surry does not have or expect to have its own public works department. Public works is the second-largest town expense, after education. Funding for road maintenance comes from excise taxes, plus about \$30,000 for construction and paving from the State’s Local Road Fund. Please see Chapter J. Transportation.

Health Care

There are three hospitals within 30 minutes of Surry -- Northern Light Maine Coast in Ellsworth (64 beds), Northern Light Blue Hill (recently downsized to 10 beds), and Mount Desert Hospital in Bar Harbor (25 bed critical access hospital.) The regional hub hospital, a tertiary care facility/level II trauma center, is Northern Light in Bangor, one hour away (411 beds.)

There are no clinics or medical practices in Surry. These services are located in Ellsworth, Blue Hill and Bucksport, but it is difficult for new patients to find a primary care provider. Per State recommendations, Surry has a local health officer. Currently three retired medical

professionals share this responsibility to address public health issues. One of the Surry Select Board members handles General Assistance for Surry citizens. Social services are available in Ellsworth, including the Washington-Hancock Agency/Downeast Community Partners and Eastern Area Agency on Aging. Surry contributes financial support for the Loaves and Fishes food pantry in Ellsworth; as well as Friends in Action, which offers volunteer drivers for rides to medical appointments; and two homeless shelter programs in Ellsworth, the Emmaus Center and Families First Community Center.

Energy

Electric power is supplied by Versant, which has a reasonable track record of ongoing line maintenance and tree trimming, good planning for responses to predicted weather-related outages, and good communications with customers regarding emergency repairs. Following the recent installation of a five-megawatt community solar array in Surry, the local electrical substation in Surry is nearing capacity. Therefore, it is becoming more

difficult for local homeowners to get approval to add residential photovoltaic panels/solar arrays on new or existing homes. Enlarging the substation would be very expensive, and Versant has no stated plans to undertake this. Increased maintenance and repair costs, in part due to increasingly frequent weather-related damage to the grid, have resulted in steadily higher delivery costs to consumers.

Telecommunications

In 2014, Premium Choice Broadband installed fiberoptic internet service in a small portion of town, on Newbury Neck. To expand access to the rest of the town, a Broadband Committee was formed. The team worked diligently for 18 months and put out a request for proposals. Fidium Fiber completed a project in 2023 which now covers the entire Town. It offers free hookup within 500 feet of any telephone pole, a modem (with extender if required), and

low-cost service for low-income residents. The cost of this program was shared: \$140,000 from the Hancock County ARPA funds, and \$35,000 from Surry's ARPA funds. Now the Broadband Committee is planning to reconvene, to address the next phase, the national goal to promote digital equity, inclusion and literacy. They will work towards providing a digital navigator -- a local or neighborhood internet tutor.

Cemeteries

There are 6 cemeteries in Surry, maintained by a contractor paid by the Town. Four cemeteries (Village, Morgan Bay, Hillside and Cunningham Ridge) still have lots for sale, at \$350 per lot. The other two cemeteries (Bayview and West Surry) have no further lots for sale. There are also two very small historic burial plots on private property.

Tree Program

Surry has no street tree program. The Town is heavily forested; see Chapter D. Agriculture and Forestry.

GOALS, OBJECTIVES AND STRATEGIES – MUNICIPAL FACILITIES AND SERVICES

GOAL: Provide Surry residents with appropriate public facilities and services at sustainable cost levels.

OBJECTIVE 1: Enable the Surry Fire Department to provide timely and effective services to residents.

Strategy 1: Address urgent Fire Department vehicle and equipment needs.

Responsibility: Select Board, Fire Chief

Time Frame: One – two yearS

Strategy 2: Address Fire Department water source needs in strategic locations by identifying, mapping, and creating dry hydrant water sources.

Responsibility: Select Board, Fire Chief

Time Frame: One – two years

Strategy 3: Explore opportunities for regionalizing firefighting capabilities, including possibility of shared, paid firefighters.

Responsibility: Fire Chief, Select Board, volunteer committee

Time Frame: Three – five years

Strategy 4: Revise the SCO to require new subdivisions to provide water supply for fire protection plus needed access for emergency vehicles.

Responsibility: Planning Board, Fire Chief

Time Frame: Two – three years

Strategy 5: Provide public education regarding wildfire safety, including landowners' ongoing opportunities for protecting their properties.

Responsibility: Fire Chief, Select Board

Time Frame: On-going

OBJECTIVE 2: Ensure the future effectiveness of the Town Government structure.

Strategy 1: Develop a Town Committee to research the effectiveness of alternative models such as larger Select Boards; appointed, paid Town Managers; additional support staff; outsourcing of certain office functions, etc.

Responsibility: Town Committee, Select Board

Time Frame: One – two years

Strategy 2: Explore opportunities and seek funding for making the Town’s website and information infrastructure serve as the economic and social informational hub of Surry using current and future technologies for security and interactivity.

Responsibility: Select Board, Town Committees

Time Frame: Two – three years

Strategy 3: Solicit input and updates from all boards, commissions, and committees responsible for strategy implementation and annually complete a formal review of all Comprehensive Plan Goals/Strategies/Objectives.

Responsibility: Select Board

Time Frame: One – ten years

OBJECTIVE 3: Work within the Municipal Review Committee (MRC) to ensure that Surry’s future Municipal Solid Waste (MSW) disposal options rely on landfills as little as possible.

Strategy 1: Monitor the technical and operational progress of the Innovative Resource Recovery solid waste handling facility.

Responsibility: Select Board

Time Frame: On-going

OBJECTIVE 4: Develop facilities suitable for aiding residents during public emergencies.

Strategy 1: Explore options for a community center with services to support residents during and after storms and other widespread, emergency events.

Responsibility: Select Board, Fire Department, other Town facilities

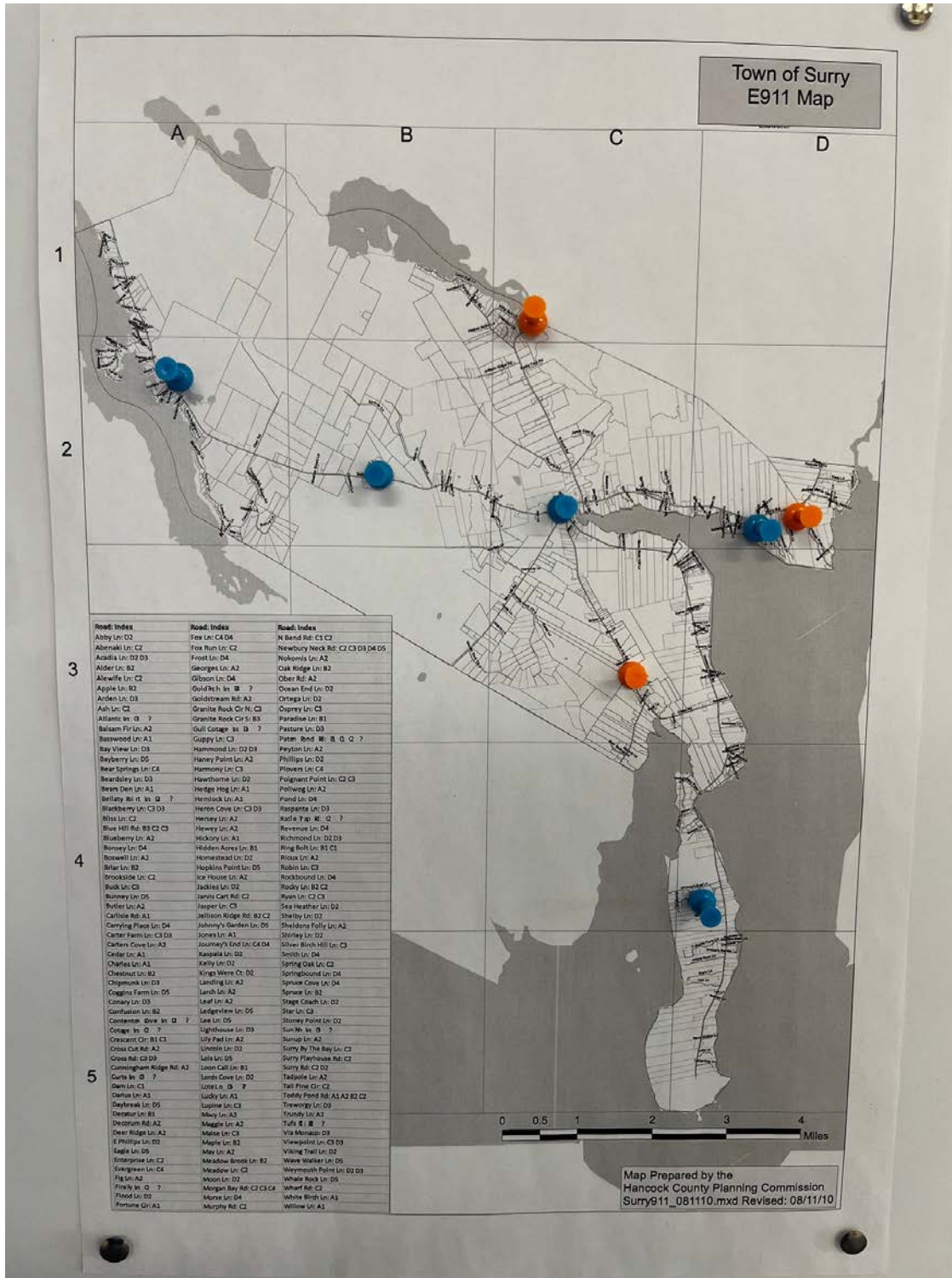
Time Frame: One – five years

Strategy 2: Develop an early warning system to facilitate local transmission of public health advisories and public evacuation notices.

Responsibility: Town Administration

Time Frame: Two - five years

Map K-1: Dry hydrants (orange)



CHAPTER L: FISCAL CAPACITY AND CAPITAL INVESTMENT PLANNING

1. Purpose

The purposes of the Fiscal Capacity and Capital Investment section are to: illustrate the Town's property valuation and tax commitment history, summarize expenditures and revenue trends, discuss budgetary funding, and describe anticipated future capital investment needs.

2. Key Findings and Issues

- Surry's tax base is primarily derived from land and residential buildings. The base has not changed significantly since the 2014 comprehensive plan. In 2023, a Surry Economic and Community Development Committee was formed to identify and prioritize opportunities for economic expansion
- The total taxable acreage in Surry is 23,361 acres, as of April 1, 2023. Of this, 6,528 acres are in the Tree Growth Tax Law Program, and 3,704 acres are in the Farm and Open Space Tax Law Program. While the significant acreage of undeveloped property provides many benefits and preserves the rural character of the town, it diminishes the opportunity for real estate development and expansion of the tax base.
- Property taxes constitute an average of 69% of audited revenues for the 2012-2023 fiscal year. Excise taxes averaged 8% during this period.
- Audited town and school expenditures increased 61% from 2012 to 2023. After adjustment for inflation, the overall increase is 24%. Audited education costs averaged 72% of total town expenditures
- The average enrollment for the 2012-2024 period was 121 Pre-K to 8 and 54 grades 9-12. The elementary school enrollment has fluctuated significantly ranging from a low of 90 in 2012 to a high of 152 in 2020.
- The inflation adjusted cost per student decreased from \$23,687 in 2012 to \$17,446 in 2024, or 24%, and the average inflation adjusted cost per student over this period was \$18,562.
- As of June 30 2023 audited reserves have not changed materially after adjustment for inflation. The undesignated fund balance as of June 30 2023 is 14% of audited expenditures as of that date, which exceeds the 10-12% minimum recommended by Maine Municipal Association.
- The Town had long term debt of \$802,575 as of June 30, 2023, at very low interest rates.
- The Town recently initiated a Capital Project Budget Plan initiative. While the initiative requires enhancement, it has been helpful in identifying several significant needs that must be considered and prioritized for funding.
- A grant consultant has been retained to help identify and secure funding for capital projects.

3. Community Engagement Results

Question 21 of the Surry Community Survey asked residents whether good value is received for their property taxes. A significant percentage of respondents believe it is.

Additionally, in Question 22, about half of the respondents indicated they are willing to pay higher taxes to address certain specific improvements cited in the survey. Response details are below:

Table L-1: Property tax value received

Q21. Given that Surry ranks close to the lowest in property tax rates compared to other local municipalities, do you believe you get good value for your property taxes?

ANSWER CHOICES	RESPONSE PERCENTAGE	NUMBER OF RESPONSES
Yes	77.92%	240
No	9.09%	28
Not Sure	12.99%	40
Total respondents		308

Table L-2:

Q22 Would you be willing to accept moderate increases in property taxes in order to address the desired improvements you chose?

ANSWER CHOICES	RESPONSE PERCENTAGE	NUMBER OF RESPONSES
Yes	49.19%	151
No	29.32%	90
Not Sure	21.50%	66
Total respondents		307

Question 17 asked respondents to provide their opinion of various town services. One of the services listed was Financial Management. More than half of the respondents indicated that the Town’s Financial management services are “Excellent” or “Good”. It is notable, however, that 27.3% of respondents were “Not Sure,” indicating a lack of understanding of Town fiscal processes.

The Survey asked open-ended comments directly related to town fiscal matters such as taxation and spending. The following comments are representative of the comments received:

“Keep the taxes low. Don’t go overboard on trying to improve Surry, it’s already a great place to live.”

“Property taxes keep on going up, will have to move elsewhere!! Taxes keep on going up, but my income has not increased. I have had to cut back and do more with less.”

“Please keep taxes as low as possible so we can afford to stay here and "age in place".”

“Low taxes are required for affordable housing. This is our best feature. Surry's strength is its rural nature and low taxes.”

“There are far more pressing issues facing the Town than climate change, water quality. Spending within our means should be first priority so that people can afford to stay in our town.”

“Hope the town will try to avoid new expenses and tax increases.”

4. Current Conditions and Analyses

Municipal Property Valuation

Under Maine’s property tax law, taxes must be apportioned and assessed equally according to the market value of property. Surry endeavors to assess property based on current market value. The State of Maine requires towns to maintain 70 to 110% of fair market value with their assessments on average. The State further recommends that all towns’ property assessment be evaluated at least every 10 years, to confirm that equity is maintained within the town. This requirement may lead to the need for a formal property revaluation of the entire town.

The State conducts an annual valuation of property within the town. The State valuation is derived from an annual analysis of actual real estate purchase and sale transaction activity compared to the assessed value established by the town. If the municipal valuation is not at least 70% of the state valuation, the town must undertake a property revaluation. The State also requires that the municipal valuation be within 10% of the State valuation, unless otherwise justifiable. As the State valuation process can take up to 24 months to be finalized, this time lag must be considered when comparing the two valuations.

Surry’s goal is to fairly distribute its property tax burden. Therefore, it is important that the State valuation and municipal assessed values be in relatively close harmony. Along these lines, it is prudent for the Town to meet with State representatives annually to review the circumstances behind changes in the State valuation, especially when they are greater than normal. Understanding the basis for fluctuations in the State valuation is advisable, since it is used for allocation of State revenue sharing and State education subsidies, calculation of certain State reimbursements, and for County tax assessments.

The municipal assessed values are developed by a contractor, RJD Appraisal. RJD addresses questions that property owners may have on their assessments. They also visit one quarter of the town’s properties annually to update physical changes such as additions to the property, that affect the assessed value and may not have been permitted by the Town’s CEO.

Referring to the table below, total municipal real and personal property assessed values, as reported in Town tax commitment reports, were relatively flat from 2013 through 2022, due to the lack of significant construction and real estate development activity in Surry and a fairly level real estate market during this period.

However, it is notable that from 2012 to 2013 the municipal valuation decreased sharply. The decrease was due to application of a 15% across the board decrease in assessed values to reflect the decline in values caused by the real estate market collapse in previous years. Conversely, increased real estate sales prices compared to assessed values resulted in a decision in 2021 to revalue all properties in the Town. The revaluation results were used for the municipal property tax commitment for the July 1 2022 to June 30 2023 tax year.

Table L-3: Property Valuation History

REAL AND PERSONAL PROPERTY VALUATION HISTORY					
Year	State Valuation	Annual % Change	Municipal Valuation	Annual % Change	Municipal/ State Ratio
2012	\$344,350,000		\$358,085,000		1.040
2013	\$353,650,000	3%	\$305,993,400	-17%	0.865
2014	\$332,650,000	-6%	\$308,671,000	1%	0.928
2015	\$326,600,000	-2%	\$311,381,800	1%	0.953
2016	\$329,800,000	1%	\$312,457,400	0%	0.947
2017	\$322,950,000	-2%	\$312,391,700	-0%	0.967
2018	\$331,250,000	3%	\$312,211,400	-0%	0.943
2019	\$353,200,000	7%	\$314,327,300	1%	0.890
2020	\$357,200,000	1%	\$315,982,800	1%	0.885
2021	\$367,650,000	3%	\$316,791,550	0%	0.862
2022	\$389,250,000	6%	\$322,455,100	2%	0.828
2023	\$483,850,000	24%	\$439,852,500	27%	0.909
2024	Not determined		\$441,586,500		

Note 1: State Valuations are amounts used by Hancock County to assess the County tax, and for calculations for various State reimbursements such as education funds and state revenue sharing.
Source: Maine Property Tax Division State Valuation History.

Note2: Municipal Valuations are amounts used by local assessors as basis for the tax commitment. Evaluation of property assessed values is required by the State every 10 years. Any adjustments by supplemental tax or abatement are not included. Source: Municipal Tax Commitment Reports.

Tax Commitment and Tax Rates

Historically, Surry tax “mil” rates are among the lowest of towns in Hancock County. This is attributable to a combination of contributing factors, including the lack of costly infrastructure items

such as public water and sewer and paid police and fire departments, minimal public debt, and conservative fiscal policies.

The mil rate is basically calculated as follows:

$$\begin{aligned} & \text{Municipal Budget + School Budget + County Tax} \\ & \quad \text{MINUS} \\ & \quad \text{Funding available or expected from "Non-Property Tax" sources} \\ & \quad \text{(reserves, other revenues, state subsidies/reimbursements, borrowing, etc.)} \\ & \quad \text{EQUALS "TAX COMMITMENT"} \\ & \quad \text{TAX COMMITMENT DIVIDED BY} \\ & \quad \text{Real and personal Property Assessed Values} \\ & \quad \quad \text{DIVIDED BY 1,000} \\ & \quad \text{EQUALS "MIL RATE"} \end{aligned}$$

As shown in the table below, tax commitments increased 69% from \$2.4 million in 2012 to \$4.1 million in 2024, before adjusting for inflation. After inflation, the tax commitment increased 25% over that period.

It is notable that prior to 2012, the school built substantial reserves for potential significant special education costs. In subsequent years, when these funds were no longer needed, the school applied the excess reserves to defray amounts needed from taxation. By 2017, the reserve funds were reduced to the minimum necessary. The unavailability of the excess reserves in 2017 resulted in a large increase in the tax commitment for that year.

Table L-4: Tax Commitment History

Tax Commitment History						
Fiscal Year end	Tax Commitment	Change from Prior Year	Tax Commitment After Inflation	Change from Prior Year After Inflation	Mil Rate	Mil Rate Change
2012	\$2,417,074		\$3,271,856		\$6.75	
2013	\$2,340,850	-3%	\$3,103,502	-5%	\$7.65	13%
2014	\$2,300,767	-2%	\$3,005,281	-3%	\$7.40	-3%
2015	\$2,242,296	-3%	\$2,882,781	-4%	\$7.15	-3%
2016	\$2,281,629	2%	\$2,930,418	2%	\$7.27	2%
2017	\$2,698,843	18%	\$3,421,785	17%	\$8.58	18%
2018	\$2,738,147	1%	\$3,400,213	-1%	\$8.65	1%
2019	\$2,828,452	3%	\$3,430,033	1%	\$8.86	2%
2020	\$2,876,683	2%	\$3,426,839	-0%	\$8.95	1%
2021	\$3,034,064	5%	\$3,571,461	4%	\$9.36	5%
2022	\$3,330,811	10%	\$3,744,764	5%	\$10.12	8%
2023	\$3,644,805	9%	\$3,794,242	1%	\$8.14	-20%
2024	\$4,086,610	12%	\$4,086,610	8%	\$9.05	11%
Change 2012-2024	\$1,669,536		\$814,754			
% Change	69%		25%			

The Town calculates the LD 1 tax limitation annually and the voters consistently approve a warrant article allowing the Town to exceed that limitation.

Major Revenue Categories

The table below summarizes audited town revenues by category. Property taxes account for an average of 69% revenues. Motor vehicle excise taxes are an important income source that the town depends on to fund expenditures for road repair and maintenance. In recent years, the town

benefitted from a steady increase in state revenue sharing distributions. Revenue includes the proceeds of loans to finance fire department expansion and improvement, to replace a fire emergency utility vehicle, and to purchase land at Carrying Place.

Beginning in 2022, the Town engaged the services of a grant consultant to pursue additional external revenue sources. Priority needs for which grant opportunities are being sought are identified in the Capital Investment Plan section below.

Table L-5: Audited revenue by category

ACTUAL AUDITED REVENUES BY CATEGORY								
Fiscal Year	Property Tax	Excise Tax	Revenue Sharing	Operating Grants	Interest & Investments	Other	Total	Total Adjusted for Inflation
2012	\$2,407,976	\$265,425	\$48,467	\$401,332	\$26,527	\$143,908	\$3,293,635	\$4,458,406
2013	\$2,415,392	\$272,702	\$45,117	\$283,333	\$25,070	\$96,203	\$3,137,816	\$4,160,120
2014	\$2,359,299	\$276,352	\$26,532	\$353,484	\$34,461	\$97,853	\$3,147,982	\$4,111,919
2015	\$2,271,260	\$305,153	\$24,285	\$340,942	\$23,674	\$73,582	\$3,338,896	\$4,292,611
2016	\$2,304,891	\$299,944	\$24,884	\$319,780	\$55,251	\$141,077	\$3,299,052	\$4,237,149
2017	\$2,724,557	\$332,205	\$23,028	\$236,852	\$48,669	\$79,317	\$3,503,762	\$4,442,319
2018	\$2,786,451	\$352,995	\$24,824	\$375,260	\$47,027	\$150,369	\$4,385,428	\$5,445,796
2019	\$2,879,176	\$340,949	\$30,460	\$415,448	\$86,512	\$71,705	\$3,903,250	\$4,733,429
2020	\$2,854,332	\$335,331	\$46,375	\$439,293	\$52,516	\$75,542	\$3,803,389	\$4,530,774
2021	\$3,097,398	\$390,035	\$66,714	\$925,764	\$99,457	\$301,375	\$5,095,743	\$5,998,307
2022	\$3,352,499	\$389,464	\$123,588	\$825,185	-\$32,196	\$310,843	\$4,969,383	\$5,586,978
2023	\$3,679,648	\$399,025	\$106,541	\$809,137	\$110,356	\$684,337	\$6,001,784	\$6,247,857
AVERAGE	\$2,761,073	\$329,965	\$49,235	\$477,151	\$48,110	\$185,509	\$3,990,010	\$4,853,806
AVERAGE	69%	8%	1%	12%	1%	5%	100%	

Note 1 - Excludes Community Development Block Grant Proceeds earned in 2015-2017 and the proceeds of loans for the purchase of fixed assets, notably for fire department expansion (2017 and 2018), purchases of a fire emergency utility vehicle (2019) and Carrying Place land acquisition (2021).

Note 2 - "Other" includes tree growth reimbursement and penalties, gain on sale of tax acquired property, and donations. "Operating Grants" are primarily Education grants, along with small Local Road Assistance Program grants of approximately \$30,000 per year.

Major Expenditure Categories

A summary of actual audited town expenditures by category is below.

Education expense averaged 72% of total expenditure during this period. The other principal cost centers are public works and general government (administration, minimal building expense, and assessing). Public works expenses are significantly affected by town road paving projects; in recent years, significant expenditures were made to widen and repave a large portion of the nine-mile length of Newbury Neck Road. Both public works and administrative costs were also heavily influenced by inflation, especially in 2021 and 2022.

Table L-6: Audited expenditures

ACTUAL AUDITED EXPENDITURES BY CATEGORY								
Fiscal Year End	Education	Public Works	General Govt.	County Tax, Contingency, Loan Payments	Public Safety	Parks, Rec, and Human Services	Total	Total Adjusted for Inflation
2012	\$2,635,729	\$311,865	\$224,500	\$164,729	\$60,125	\$57,600	\$3,454,548	\$4,676,225
2013	\$2,140,315	\$325,902	\$230,740	\$136,474	\$58,238	\$56,898	\$2,948,567	\$3,909,214
2014	\$2,298,909	\$308,484	\$233,938	\$156,324	\$64,519	\$42,360	\$3,104,534	\$4,055,167
2015	\$2,416,638	\$419,103	\$239,373	\$135,514	\$62,156	\$40,329	\$3,313,113	\$4,259,464
2016	\$2,458,660	\$421,546	\$241,051	\$135,867	\$56,807	\$49,677	\$3,363,608	\$4,320,062
2017	\$2,422,109	\$431,273	\$247,938	\$142,328	\$67,381	\$59,592	\$3,370,621	\$4,273,513
2018	\$2,614,994	\$453,214	\$276,830	\$147,159	\$70,233	\$106,877	\$3,669,307	\$4,556,522
2019	\$2,650,694	\$423,871	\$275,987	\$196,981	\$74,445	\$68,138	\$3,690,116	\$4,474,963
2020	\$2,872,879	\$458,456	\$278,192	\$214,680	\$89,065	\$62,556	\$3,975,828	\$4,736,192
2021	\$3,294,643	\$536,299	\$284,495	\$233,316	\$104,360	\$73,126	\$4,526,239	\$5,327,932
2022	\$3,397,221	\$559,010	\$410,443	\$252,929	\$114,587	\$69,158	\$4,803,348	\$5,400,308
2023	\$3,913,955	\$670,292	\$484,867	\$229,200	\$128,504	\$161,722	\$5,588,540	\$5,817,670

**FISCAL CAPACITY AND CAPITAL INVESTMENT
PLANNING**

ACTUAL AUDITED EXPENDITURES BY CATEGORY								
Fiscal Year End	Education	Public Works	General Govt.	County Tax, Contingency, Loan Payments	Public Safety	Parks, Rec, and Human Services	Total	Total Adjusted for Inflation
AVERAGE	\$2,759,729	\$443,276	\$285,696	\$178,792	\$79,202	\$70,669	\$3,817,364	\$4,650,603
AVERAGE	72%	12%	7%	5%	2%	2%	100%	
Note:1: Expenditures for 2015-2017 exclude \$468,891 of funds that were 100% reimbursed by the Department of Economic and Community Development for a Community Development Block Grant in favor of WESMAC Custom Boats to expand employment of low-income workers.								
Note 2: Excludes cost of major fixed asset additions financed by long term debt: \$700,000 fire department expansion loan (2019), purchase of fire department emergency utility vehicle (2019) and Carrying Place Land Acquisition (2021). However, loan payments are included.								
Note 3: Education costs for FYE 2012 are driven by high special education costs								
Source: Except for inflation data, Auditor Reports issued by James W. Wadman Certified Public Accountants								

Table L-7: Budgeted school expenditures

SUMMARY OF EDUCATION EXPENSES AND NUMBER OF STUDENTS								
Fiscal Year End	Total Education Budget	Special Education Expenditures	High School Tuition	PK-8 Students *	9-12 Students *	Total Students	Average Cost per Student	Average Cost Per Student Inflation Adjusted
2012	\$2,642,326	\$643,591	\$580,078	90	61	151	\$17,499	\$23,687
2013	\$2,244,642	\$405,197	\$607,048	101	52	153	\$14,671	\$19,451
2014	\$2,256,396	\$459,270	\$493,342	102	50	152	\$14,845	\$19,390
2015	\$2,363,243	\$418,923	\$515,726	101	56	157	\$15,053	\$19,352
2016	\$2,490,284	\$439,463	\$532,795	109	55	164	\$15,185	\$19,502
2017	\$2,549,593	\$461,033	\$587,396	122	43	165	\$15,452	\$19,591
2018	\$2,543,216	\$388,083	\$514,925	121	51	172	\$14,786	\$18,361
2019	\$2,642,002	\$394,423	\$574,874	125	44	169	\$15,633	\$18,958
2020	\$2,734,073	\$382,429	\$638,313	152	60	212	\$12,897	\$15,363
2021	\$2,895,898	\$403,322	\$741,691	140	60	200	\$14,479	\$17,044
2022	\$3,047,516	\$451,387	\$793,091	148	57	205	\$14,866	\$16,713
2023	\$3,174,873	\$463,103	\$844,966	145	56	201	\$15,795	\$16,443
2024	\$3,489,130	\$579,997	\$917,992	143	57	200	\$17,446	\$17,446

SUMMARY OF EDUCATION EXPENSES AND NUMBER OF STUDENTS

Fiscal Year End	Total Education Budget	Special Education Expenditures	High School Tuition	PK-8 Students *	9-12 Students *	Total Students	Average Cost per Student	Average Cost Per Student Inflation Adjusted
AVERAGE	\$2,697,938	\$442,519	\$618,687	121	54	175	\$15,097	\$18,562

Source: Annual Budget and Department of Education ED279 Form census data filings. High Tuition provided by SU93.

Note: Pre-Kindergarten added 2016, and GSA Supplemental Tuition payments commenced in 2022.

* For preceding October 1 (e.g. for FYE 24, the October 1, 2023, student count was used)

As noted, the town’s expenditures are dominated by financial support for education. This includes: (1) the cost of operating the Surry Elementary School, which services Pre-K to 8th grade students, and (2) tuition paid by Surry to high schools in other towns for Surry students in grades 9 to 12.

The average inflation adjusted cost per student decreased 26% to from \$23,687 in 2012 to \$17,446 in 2024. The decrease is attributable to leveraging the existing elementary school facility over a larger student population.

Special Education costs are highly unpredictable, and the school system has little control over them. In 2024, Special Education expenditures account for 17% of all school costs, which is about equal to the average after inflation percentage for the preceding years.

The cost of high school education is paid by the Town to the municipality or private school hosting Surry students. The high school tuition amount payable is set by the Maine Department of Education.

A majority of Surry high school students currently elect to attend George Stevens Academy (GSA) in Blue Hill, a private school. The maximum GSA tuition rate set by the State is \$14,098, including a 6% “insured value” add-on allowance for private schools. GSA claims that its actual costs exceed the tuition allowed by the State. As such, GSA has requested supplemental payments from the town. The town voted to approve the GSA requests: \$73,000 for 2022, \$83,300 for 2023, and \$79,900 for 2024. For 2024, the requested supplement was \$1,700 per student, and 47 students were expected to attend GSA. As a result, for 2024, the town pays \$15,798 per student for GSA versus \$12,760 for Ellsworth High School. Ellsworth is the second most-attended high school. In response to concerns about the higher costs to attend GSA, GSA organized a budget advisory committee, which includes a member from Surry.

Impact of Budgeted Expenditure on Property Taxes

The impact of education costs on property taxes is illustrated by the table below:

An average of 81% of the tax commitment is required to fund education expenses. The amount to be funded is affected by other funding that may be available.

For example, increases in the State education subsidy distribution in recent years has been beneficial. Also, favorable budget variances produce a carry-forward balance that can fund budget amounts; this is illustrated in the 2012-2016 period where surplus special education reserves were applied to reduce the tax appropriation.

Table L-8: Budgeted expenditures and tax impacts

Summary of Total Town Budgeted Expenditures and Tax Impact								
Fiscal Year End	Town Budget	Budget Funded by Tax	Education Budget	State Education Subsidy	Education Funded By Tax	Mil Rate	Ed.% of Town Budget	Ed. % of Tax
2012	\$3,454,548	\$2,417,074	\$2,642,326	\$45,041	\$2,053,973	\$6.75	76%	85%
2013	\$2,948,567	\$2,340,850	\$2,244,642	\$96,673	\$1,920,864	\$7.65	76%	82%
2014	\$3,104,534	\$2,300,767	\$2,256,396	\$184,369	\$1,748,244	\$7.40	73%	76%
2015	\$3,313,113	\$2,242,296	\$2,363,243	\$167,716	\$1,754,058	\$7.15	71%	78%
2016	\$3,363,608	\$2,287,079	\$2,490,284	\$143,047	\$1,893,807	\$7.27	74%	83%
2017	\$3,370,621	\$2,709,163	\$2,549,593	\$62,410	\$2,349,828	\$8.58	76%	87%
2018	\$3,669,307	\$2,739,187	\$2,543,216	\$98,841	\$2,329,449	\$8.65	69%	85%
2019	\$3,690,116	\$2,828,452	\$2,642,002	\$120,495	\$2,367,117	\$8.85	72%	84%
2020	\$3,975,828	\$2,876,683	\$2,734,073	\$114,081	\$2,404,188	\$8.95	69%	84%
2021	\$4,526,239	\$3,034,064	\$2,895,898	\$170,294	\$2,460,919	\$9.36	64%	81%
2022	\$4,803,348	\$3,330,811	\$3,047,516	\$196,728	\$2,668,997	\$10.12	63%	80%
2023	\$4,808,698	\$3,644,805	\$3,174,873	\$232,578	\$2,832,290	\$8.14	66%	78%
2024	\$5,214,469	\$4,085,268	\$3,489,130	\$205,718	\$3,181,629	\$9.05	67%	78%
AVERAGE	\$3,864,846	\$2,833,577	\$2,697,938	\$141,384	\$2,305,028	\$8.30	70%	81%

Note 1: As stated previously, tax rates were impacted by adjustment of assessed values in 2013 and 2023.

As respects the school education subsidy, under the current State school funding formula, towns such as Surry with a high valuation and relatively low enrollment receive a small proportion of State aid for education. Further, the above table shows that the state subsidy increased from \$45,041 in 2012 to \$205,718 in 2024. It is notable that the subsidy decreased considerably in 2017 but following a voter referendum in 2016 to increase state support of public education, the negative trend has reversed. The fluctuation is more apparent on a per student basis. In 2012, when Surry had 90 K-8 and 61 grade 9-12 students there was a \$388 per student subsidy after inflation. By 2023, with 201 elementary and secondary grade students, it increased to \$1,157

per student.

Sharing of Capital Investment Expenditures with Neighboring Communities

The Town endeavors to share capital investments with other communities in several ways.

The town is a co-investor in the Blue Hill - Surry Solid Waste Transfer Station, which is owned 2/3 by Blue Hill and 1/3 by Surry and operated under an interlocal agreement with Blue Hill. Oversight of the transfer station is carried out by a committee consisting of 3 members from each of the two towns. The transfer station also services Brooklin, Sedgwick, and Brooksville. Each town contributes to the cost according to a population-based formula.

The Town also contracts with the County for services such as 911 emergency response, and for supplemental vehicle law enforcement services from the County Sheriff.

In 2023, the Town commenced a Climate Vulnerability Assessment with the towns of Blue Hill and Brooksville, by pooling grant funds received by the three towns, and contracted with the GEI consulting firm to undertake the study; GEI retained Gulf of Maine Research Institute as a sub-contractor.

Surry's volunteer fire department actively participates in mutual aid agreements with other towns to enhance the ability to respond to emergencies. Surry also participates in the Hancock County Fire Academy to expand resources.

Funding From Sources Other Than Property Tax

The Town finances its expenditures budget from three primary sources: taxes on real and personal property, reserves, and borrowing. (See Figure L-1.) Figure L-2, below displays the breakdown of the funding from taxes versus reserves. For example, for fiscal year 2025, reserves and other income sources reduced the tax burden for that year by \$1,057,379. It is notable that the Town reserves non-property tax income received from certain sources; key examples are motor vehicle excise taxes, state revenue sharing, local road assistance, and tree growth reimbursement. The Town appropriates money from these reserves to fund future expenditures. Having reserves allows the Town to pay ongoing costs prior to the receipt of tax payments, thereby avoiding the need for tax anticipation loans.

Figure L-1: Funding Sources

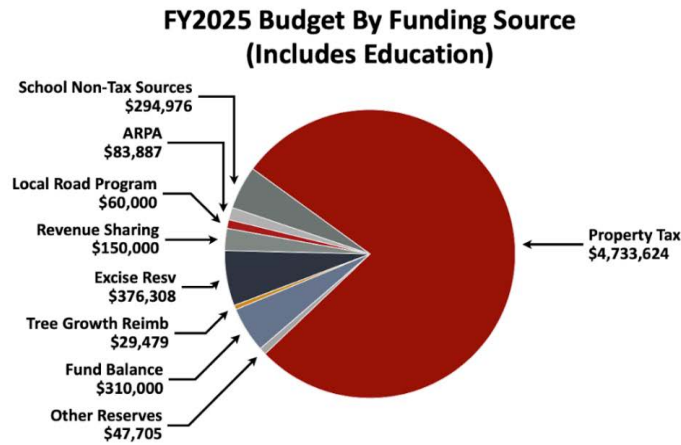
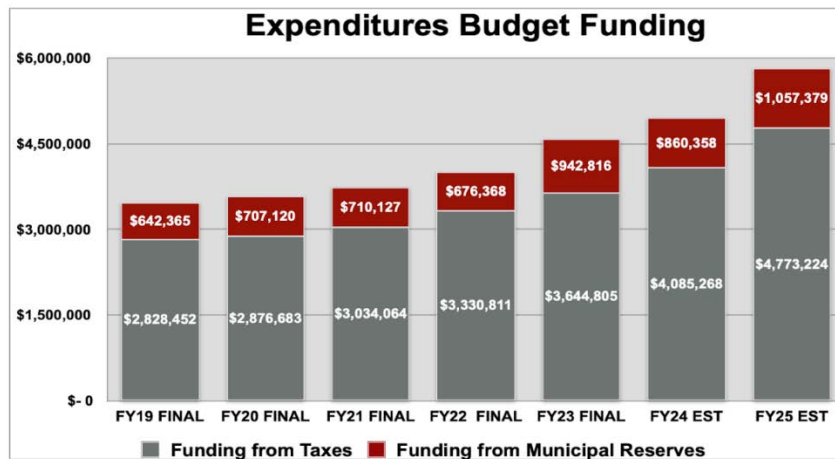


Figure L-2: Tax vs. Reserve Funding



As shown in the table below, the audited reserves available to the Town as of 6/30/23, were \$2,621,019. This amount consists of undesignated funds of \$773,769 and designated funds of

\$1,799,622, which are set aside for a particular purpose. Maine Municipal Association recommends that towns maintain an undesignated fund balance of 10-12% of expenditures; as of 6/30/23, the undesignated fund balance was 14% of expenditures.

Table L-9: Reserve Balances

Historical Audited Designated and Undesignated Reserve Balances				
Fiscal Year End	Total Designated Reserves	Undesignated Fund Balance	Total Reserves	Inflation adjusted Total Reserves
2012	\$2,139,187	\$583,270	\$2,722,457	\$3,685,235
2013	\$2,283,064	\$619,571	\$2,902,635	\$3,848,317
2014	\$2,294,693	\$634,629	\$2,929,322	\$3,826,304
2015	\$2,039,133	\$608,011	\$2,647,144	\$3,403,269
2016	\$1,799,622	\$599,196	\$2,398,818	\$3,080,930
2017	\$1,894,666	\$566,859	\$2,461,525	\$3,120,897
2018	\$1,876,090	\$649,231	\$2,525,321	\$3,135,927
2019	\$1,949,372	\$696,149	\$2,645,521	\$3,208,194
2020	\$1,809,850	\$665,887	\$2,475,737	\$2,949,213
2021	\$1,888,209	\$906,668	\$2,794,877	\$3,289,909
2022	\$2,094,776	\$886,897	\$2,981,673	\$3,352,235
2023	\$1,847,250	\$773,769	\$2,621,019	\$2,728,481
Increase (Decrease) from 2012 to 2023	(\$291,937)	\$190,499	(\$101,438)	(\$956,754)

Long Term Debt

Maine statute limits the long-term debt that may be incurred by a municipality (Title 30-A, Chapter 223, Section 5702). The limit is 7.5% of the State property valuation for municipal purposes other than school, and 10% for school purposes. However, the limit may not exceed 15% of State property valuation overall. In the case of Surry, the 2024 maximum limit is theoretically \$72,575,000 (15% of \$483,850,000). The Maine Municipal Bond Bank recommends a maximum debt limit of 10% of the state valuation, or \$48,385,000 for 2024.

The Town historically had no long-term debt (except for the construction of Surry Elementary School in 1985). However, the Town recently opted to borrow for the following capital needs, partly due to very low interest rates:

- Loan for expansion of the Fire Department: commenced June 2018 for 25 years at 3.13% interest.
- Loan for a fire emergency utility vehicle: commenced September 2018 for 5 years at 1.77% interest. The final payment was made in 2024.
- Loan to acquire land at Carrying Place: commenced June 2021 for 10 years at 2.81% interest.

As of June 30, 2023, the total outstanding long-term debt is \$802,575, which is .2% of the latest State property valuation. Loan payments anticipated for Fiscal Year 2024 are \$80,471; loan payments are part of the annual expenditures budget.

A sinking fund was established to fund early retirement of the Fire Department expansion loan within 15 years rather than continue payments for the 25-year term. The sinking fund is currently funded by a \$17,500 annual contribution.

Capital Investment Plan - Purpose

A Capital Investment Plan, to proactively address long range capital needs, commenced in 2021. The process involves working with Town departments, to identify and prioritize fixed asset needs anticipated in the next 5 years that will have an economic benefit of more than five years and cost of \$25,000 or more, and to identify funding requirements and sources.

The goal is to plan for future needs including financing, thereby avoiding surprises that will create an unexpected material negative financial impact for taxpayers.

A consultant was retained in 2022 to pursue grant opportunities to help defray project cost.

Overview of Capital Needs

The table below summarizes the needs that were identified by town departments.

Working with Town departments, projects are classified as:

- Critical - project required to maintain essential town services or level of public safety.
- Important - projects that are necessary to achieve town goals, although not critically important.
- Desirable - projects that add to the quality of the town, environmental improvement, and the enjoyment of residents, and can be justified based on a cost-benefit analysis.
- N/A - projects that are not currently necessary or justifiable but should be reevaluated if circumstances change and funding becomes available.

Table L-10: Capital budget projections

Capital Project Budget Summary (2024 dollars) Estimated Spending by Fiscal year						
	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	5-YR TOTAL
Public Works	\$50,000	\$1,055,000	\$3,355,000	\$200,000	\$0	\$4,660,000
School	\$60,000	\$130,000	\$1,978,000	\$0	\$0	\$2,168,000
Fire Department	\$450,000	\$673,000	\$225,000	\$25,000	\$25,000	\$1,398,000
TOTAL EST SPENDING	\$560,000	\$1,858,000	\$5,558,000	\$225,000	\$25,000	\$8,226,000
FUNDING:						
Reserves	\$60,000	\$355,000	\$265,000	\$200,000	\$0	\$825,000
Borrowing	\$450,000	\$0	\$0	\$0	\$0	\$450,000
Grant	\$50,000	\$1,243,000	\$4,803,000	\$0	\$0	\$6,096,000
Property Tax	\$60,000	\$260,000	\$485,000	\$25,000	\$25,000	\$855,000
TOTAL FUNDING	\$620,000	\$1,858,000	\$5,558,000	\$225,000	\$25,000	\$8,226,000

Projects currently considered to be “critical” are shown below.

Table L-11: Critical capital project projection

Project	Year	Estimate
Fire Department reliable water supplies (Newbury Neck, Toddy Pond, Village)	2024-2025 After 2025	\$130,000 \$200,000
Replace Fire Engine 1 - Pumper (on order)	2024	\$450,000
Replace Fire Engine 2 - Tanker/Pumper	2025	\$500,000
Erosion control at Newbury Neck / Carrying Place	2025-2026	\$250,000
Carrying Place Causeway elevation and widening - engineering/seawall/road reconstruction/drainage	2025 Engineering 2027 Construction	\$500,000 \$3,100,000 to \$4,000,000
School roof replacement (additional considerations: metal roof, solar panels)	2026	\$200,000 to \$300,000
School heating and ventilation system (additional considerations: variable refrigerant flow heat pump system, alternative fuel)	2025	\$1,100,000

Enrollment in the Surry Elementary School reached 152 students in 2020, causing concern that the school capacity might be exceeded. Although the population has leveled since then, the potential future need for additional space cannot be overlooked. Complicating the matter is the state of the Department of Education School Revolving Fund, which requires that applications for school expansion be approved 10 years in advance. This requires that future needs be defined, and that architects be engaged to develop conceptual proposals for submission with an application, along with projections of the anticipated number of students that must be accommodated. The School Superintendent is aware of the urgency and is addressing it with the School Board. Finding a suitable location for a school is also a challenge, unless expansion occurs on the present site.

Capital Investment Program

An investment program was started in 2015 for the purpose of investing reserve funds appropriated for capital projects. The objective of the investment program is to mitigate erosion of the value of the reserves due to inflation, and to preserve invested principle. The program consists of four sub-accounts: fire department capital equipment reserve, municipal capital reserve, old school capital reserve, and sinking fund for early retirement of the Fire Department expansion loan. Future investment contributions would ideally be based on the needs defined by update of the Capital

Project Budget Plan. The market value of the investment program is \$571,000 as of 12/31/2023.

Capital Investment Plan Update

As priorities and circumstances change, it is important to reevaluate projects annually in conjunction with completion of the annual Town budget. Direct involvement of Town departments, working with the Select Board and Finance Committee, is highly recommended when completing the annual update.

In addition, publishing the budget in the Town report is desirable, as it will allow taxpayers to anticipate future tax and debt burdens and promote public engagement and transparency.

GOALS, OBJECTIVES AND STRATEGIES

GOAL: Maintain a stable and sustainable fiscal environment for the Town of Surry, which includes the functions and expenditures of both the municipal government and the Surry school system.

OBJECTIVE: Utilize all available resources to maintain fiscal stability for the Town in the face of economic, environmental, and demographic changes.

Strategy 1: Review the annual State Property Valuation report, meet with the State’s Assessor’s field representative if there are significant changes, and file an appeal if necessary.

Responsibility: Select Board

Time Frame: Annual, beginning in one year

Strategy 2: Update the Capital Investment Plan (CIP) annually to facilitate calculation of future budgetary impacts. Consider how projects may be funded and identify grant opportunities to defray project costs.

Responsibility: Select Board, Finance Committee, Investment Committee

Time Frame: On-going

Strategy 3: Work collaboratively to agree with Town departments, the Surry School Board, and Town committees on priorities and their funding, and to secure relevant and useful input for the CIP from all stakeholders.

Responsibility: Select Board, Finance Committee

Time Frame: Ongoing

Strategy 4: Develop a user-friendly tool / mechanism to help residents understand the impact of planned, as well as possibly unexpected, capital investments and expenses on their tax bill.

Responsibility: Select Board, Finance Committee

Time Frame: Two – four years

Strategy 5: Develop and/or recommend a fiscal structure for the Town 5 to 10 years out, with guidelines on how to fund expenditures. Document and maintain existing procedures or create new ones (such as a limit for debt which might be different from the State or Bond Bank recommended percentage limits of property valuation).

Responsibility: Select Board, Finance Committee, Treasurer

Time Frame: One – two years

Strategy 6: Explore opportunities for collaboration with neighboring communities to plan for and finance shared or adjacent capital investment projects to create cost savings and improve efficiencies.

FISCAL CAPACITY AND CAPITAL INVESTMENT
PLANNING

Responsibility: Select Board, Finance Committee

Time Frame: On-going

CHAPTER M: CLIMATE CHANGE

1. Purpose

The purpose of this Section is to identify and explain Surry's increasing climate vulnerabilities and describe initial responses by the Town. The visible signs of a changing climate are increasing residents' and local government's awareness of impacts on Surry as a rural, coastal village with large tracts of woodland. Climate impacts are already being felt and predictions suggest that the Town will need to identify, assess, plan, and budget for them.

2. Key Findings and Issues

Surry has begun the process of identifying and assessing its climate-related vulnerabilities, particularly in response to more frequent and severe storms:

- Erosion and potential undermining of sections of major residential Town roads, potentially leaving 140 residences completely cut off from emergency access
- Wildfire risk
- Potential failure of a public dam at Lower Patten Pond and a private dam at Gold Stream Pond. Also, potential failure of dams at Upper Patten Pond and Toddy Pond, while not within Surry's borders, could have major impact on Surry properties.
- Well water reliability and potential for saltwater incursion
- Increasingly frequent and extended power outages
- Increased occurrence of non-native invasive species impacting forest and pond habitats. (See Chapter B. Water Resources and Chapter D. Agriculture and Forest Resources)

3. Community Engagement

As part of the current Comprehensive Plan's Community Survey, residents were asked to answer questions about their observations of effects of climate change on or near their properties, their prioritized concerns about the impacts, and their view of the Town's responsibility for addressing those impacts. A public meeting held in September 2022 identified broad concerns that served as the basis for survey question development. Three hundred and twenty-six residents completed the survey and the results of three climate-related questions are worth noting:

Figure M-1: Observed environmental changes

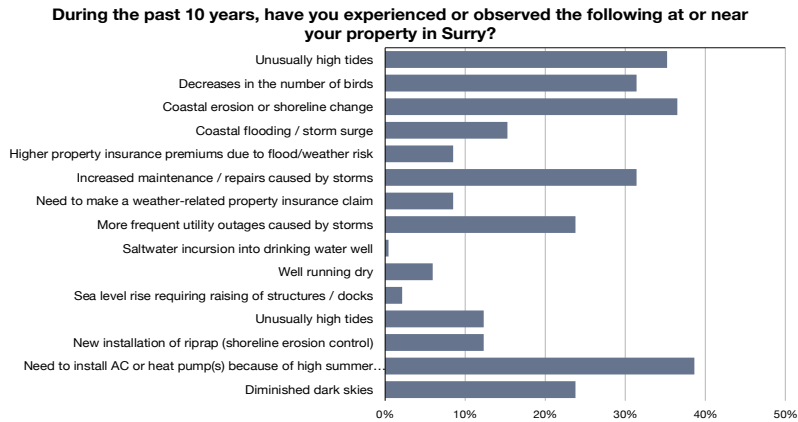


Figure M-2: Environmental risk concerns

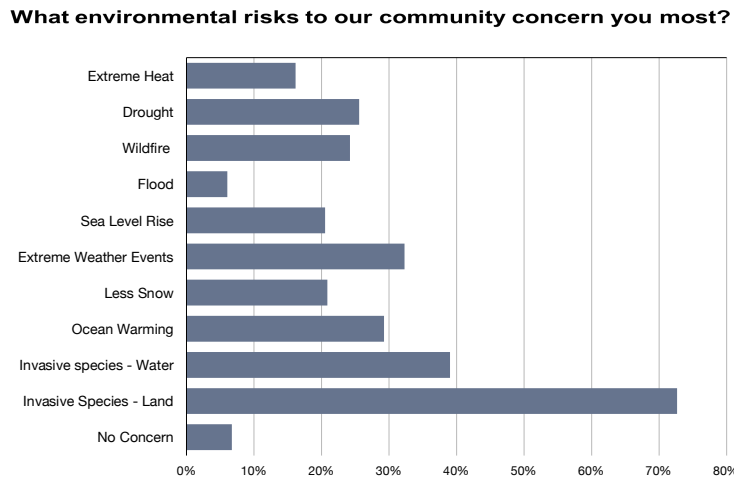
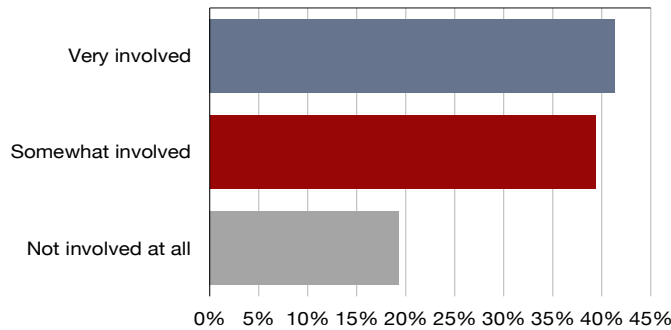


Figure M-3: Town government involvement

How involved should the Town of Surry be in finding ways to address the negative effects of climate change?



Surry’s Planning Board underwent an extensive, public process in 2022 to bring its Unified Development Ordinance into harmony with the 2014 Comprehensive Plan. This 2024 Comprehensive Plan includes recommendations for the Select Board and the Planning Board to consider the challenges and impacts of climate change when drafting new ordinances for future residential and commercial development. Input to those ordinances will include learnings from Surry’s participation in several regional initiatives

Surry’s Conservation Commission is developing an updated Conservation page for the Town’s website. As it evolves, the page will inform residents and visitors on subjects such as well water testing and reducing energy consumption, as well as educating them about climate change hazards and mitigation strategies.

4. Current Conditions and Analyses

Temperature

(Information obtained from *State Climate Summaries, 2022, NOAA National Centers for Environmental Information*)

Historically, **Maine’s climate has been characterized by cold, snowy winters and**

mild summers. Winter average temperatures ranged from 25°F in the far

south to less than 15°F in the northern and interior portions of the State. Summer average temperatures ranged from near 60°F in the far north to near 70°F in the south. But those historical norms are changing.

Average temperatures in Maine have warmed about three degrees (F) since the year 1900. Throughout the northeastern United States, spring is beginning earlier and bringing more precipitation, heavy rainstorms are more frequent, summers are hotter and drier, and autumns are extending into what was typically the beginning of winter.

Since the mid-1990s, the amount of winter warming has been approximately twice

that of summer warming, with persistently above average temperatures. Winter warming is reflected in the number of very cold nights, which has been below average since the late 1990s. Winter warming has resulted in earlier lake ice-out dates. The growing season has also lengthened.

Assuming greenhouse gas emissions continue to grow, historically unprecedented warming is projected during this century. Even under a lower emissions projection, temperatures are generally projected to exceed historical record levels by the middle of this century. The intensity of cold waves is projected to decrease, while heat waves are projected to increase in intensity.

Precipitation

(Information obtained from *State Climate Summaries, 2022, NOAA National Centers for Environmental Information*)

Total annual precipitation in Maine reached a historically high multi-year average during the 2005–2009 period. In the winter months, average accumulated snowfall ranged from 40 to 80 inches across the Southern Interior and Northern Interior climate divisions, with the northern tip of the state receiving up to 100 inches. The annual number of 2-inch extreme precipitation events has varied over the period of record, but the 10-year interval from 2005 to 2014 had a record number (nearly double the long-term average), similar to the rest of the northeastern United States.

Maine is projected to see increases in winter and spring precipitation. The frequency of extreme precipitation events is also projected to increase, potentially resulting in increased flooding risks and the degradation of surface water quality as greater runoff from more intense storms carries pollutants into freshwater resources.

At the same time, Maine has also been experiencing more short-term dry periods, with extreme drought occurring in 2002, 2016, and 2020. Drought conditions in 2020 contributed to more than 900 wildfires, the most Maine has seen in a decade.

Sea Level Rise and Coastal Flooding

Surry's Town Office, Fire Department, Elementary School, and various historical buildings in the Village are not in the Shoreland Zone, and not in immediate danger from sea level rise or storm surge. However, the longest residential road, 10-mile-long Newbury Neck, includes a section by the Town beach that is extremely vulnerable to storm erosion, and to sea level rise. Efforts are underway to understand the options for mitigating this threat, which impacts a significant number of residents. Also, the Town Wharf, in the heart of the Village, which had never flooded before, flooded twice in early 2024.

Surry has several mapped tidal restrictions which could be key targets for upgrades to improve infrastructure resilience and improve flood attenuation and wetland function. As sea levels rise and heavy precipitation events occur, these restrictions can cause problems with flooding, erosion, and infrastructure resilience. More information about these tidal restrictions and a map viewer are available from the Maine Coastal

Program at:

<https://www.maine.gov/dmr/programs/maine-coastal-program/habitat-restoration-tools/tidal-restriction-atlas>.

Surry has a tidal marsh mapped at the outlet of Emerton Brook. Tidal marshes are low-lying coastal habitats that are vulnerable to the impacts of sea level rise, storm surge, and heavy precipitation events. Tidal marshes provide vital habitat for a variety of animals and plants, support recreational opportunities, and perform many valuable functions for our community including mitigating storm surge and filtering pollutants. Since the marsh is flat and low-lying, it will be inundated more frequently by extreme precipitation events, sea level rise, and storm surge, which negatively affects the plant and wildlife species that live in the marshes. Several key strategies for tidal marsh conservation include restoring tidal flow and sedimentation dynamics, and protection of surrounding upland areas that will allow the saltmarsh vegetation to migrate upward as sea levels rise.

Drought and Wildfire

The heavily wooded Rural Zone is the largest of Surry's land use districts.

The Blue Hill Heritage Trust is currently Surry's largest landowner, with over 3,300 acres conserving land, water, and wildlife habitat; and promoting carbon

sequestration. Further, 3,444 acres of Surry's land are currently enrolled in the Open Space program, and an additional 6,528 acres are enrolled in Tree Growth. (See Chapter P. Existing Land Use) Wildfires driven by warming temperatures, extended droughts, and lack of deadwood cleanup by property

owners may be setting the stage for a significant fire risk throughout the Town.

Transportation

Much of Surry's population (1,632 according to the 2020 Census) is located along five major roads, two of which are State owned and maintained; one is a State Aid Road; and the others are maintained by the Town.

For several of the Town-maintained roads, as well as the smaller roads and camp roads which branch from them, a blockage of the road because of storm damage, flooding or wildfire would leave residents without any possibility of evacuation.

Wastewater and drinking water

By accessing information from the Department of Environmental Protection, as well as doing community well water surveys, Surry has concluded that a significant percentage of residential wells are contaminated with arsenic and/or radon. Some residents do not drink water from their taps and purchase bottled water as a result. Others have not had their wells tested in years, or at all. Because of its low population density, Surry does not have public water and sewer systems. Not all

residences have access to clean drinking water, primarily due to contamination of residential wells. The Town is researching the possibility of installing a free, accessible water supply in the form of a frost-proof well with a handpump. This would be helpful in case of power outages, and to prevent residents with contaminated wells from having to purchase drinking water in plastic bottles which end up increasing the Town's municipal waste stream.

Stormwater

Sea level rise in concert with increasing precipitation via severe weather events (particularly rainstorms), have the potential for threatening a large number of coastal properties in Surry, leading to potential saltwater intrusion into wells and existing septic systems.

Storm water is managed via drainage ditches and culverts. The Town currently does not have a formal database of existing culverts, including those privately owned at the base of residents' driveways. Culverts should be evaluated and replaced with appropriately sized (larger) culverts to respond to increased future liquid precipitation and

severe weather events. Several recent severe storms that caused destructive flooding have raised concerns about municipal assets previously considered fairly well protected:

Newbury Neck Road at Carrying Place Beach, the Town Wharf in the Village, Patten Pond and the Cross Road over Emerton Brook.

Municipal Facilities and Services

Because of its size, Surry has a very limited number of municipal vehicles, but those it has are driven by fossil fuels. The Town owns three school buses and five Fire Department vehicles. The Town has applied for grants to replace its two elderly fire engines with newer, more fuel-efficient models.

The School Board and Town officials are also considering the possibility of installing rooftop solar arrays on Surry's Elementary School once the old roof there is replaced, likely by 2026. However, capacity restrictions at the Surry sub-station and the grid wires, both owned by Versant, are threatening to severely limit future solar power installations on public and private properties.

Surry reduced the number of streetlights several years ago. Now, the Select Board is working on modifying the remaining eight streetlights with warm LED lightbulbs and Dark Sky compliant fixtures to prevent light pollution.

There is no municipal residential waste collection in Surry. Most residents take their household and construction waste to the Blue Hill / Surry Transfer Station, which in the past decade has closed down its landfill. The transfer station recycles glass, metal and plastic packaging, as well as corrugated cardboard. Sorted recyclables are trucked to EcoMaine in Portland, approximately 165 miles away. All municipal solid waste received is currently trucked to the Juniper Ridge landfill. Should the regional Solid Waste Recycling Facility in Hampden (now called Innovative Resource Recovery) come back online under its new ownership, Surry's waste would be more efficiently transported and recycled there. For more information, see Chapter K. Municipal Facilities and Services. Surry (on Blue Hill Heritage Trust-owned land) is also home to a food composting facility.

Agriculture and Forestry

Increasing year-round temperatures have already disturbed the balance of trees in Surry's forests. The spread of damaging pathogens, specifically red pine scale,

Matsucoccus matsumarae (Kuwana), have already impacted Down East Maine's extensive woodlands. Foresters anticipate encroachment by other pests and diseases in the future.

Natural Resources

Surry's residents have demonstrated determined and continuing interest in protecting the Town's natural resources. This can be seen in active committees such as the Conservation Commission, the Alewives Committee, the Toddy Pond Association, the Friends of Patten Pond, the Climate Action Workgroup, Morgan Bay Friends, the Carrying Place Committee, and the Memorial Park Committee, all of which are active and advise the Select Board on environmentally important issues. For example, the Alewives Committee

worked with the federal and regional agencies to create a fish passage to Patten Stream in 2016 and has been monitoring alewife runs since that time and recommending harvesting bans when migratory runs are below recommended levels. The Toddy Pond Association (completely volunteer) does courtesy boat inspections and monitors invasive plants to keep that freshwater body clean and free of harmful plants.

5. Regional Collaboration

Surry currently participates in two significant initiatives to understand and address climate change issues. Since 2021, several representatives of the Town have participated in **Peninsula Tomorrow**, a group representing the nine towns on the Blue Hill Peninsula. The towns are working together to address the issues of greenhouse gas emissions, climate change, sea level rise and community resilience. The mission is to identify the potential impact of climate change on the Blue Hill Peninsula and to explore mitigation and adaptation

towns, the grant money is funding a highly respected engineering consulting firm to evaluate climate vulnerabilities and plan for community resilience. This project is expected to be completed by the end of 2024, and to yield specific challenges and recommendations that apply to the towns jointly, as well as individually. The Town has begun the process of applying for further grant money to fund specific project(s) identified by the Vulnerability Assessment.

opportunities through interlocal cooperation. In 2022, Surry applied for and received a State grant for a Climate Vulnerability Assessment. Subsequently, the Town joined with neighboring towns Blue Hill and Brooksville, which had jointly received a similar grant. Overseen by an Oversight Committee composed of members from each of the

The Climate Vulnerability Assessment project also includes a Community Science component managed by the Gulf of Maine Research Institute. This is an exciting program to involve citizens, and particularly teachers and students, in monitoring and understanding changes to our climate. All nine towns on the Blue Hill Peninsula are hoping to participate in this part of the project. One of the most successful regional collaborations on the Blue Hill Peninsula (and beyond) is the evolution of the Blue Hill / Surry Transfer Station. Residents were extremely positive about the management of this facility in responses to our

Community Survey. (See Chapter K. Municipal Facilities and Services

In 2024, the towns on the Blue Hill Peninsula received a \$250,000 grant from the USDA Forest Service to create a Community Wildfire Protection Plan for the Peninsula. This funding will enable the nine towns on the Peninsula to identify wildfire hazards and recommend strategies to reduce wildfire risk. The nine towns are: Blue Hill, Brooklin, Brooksville, Castine, Deer Isle, Penobscot, Sedgwick, Stonington and Surry.

In the past year, Surry has also formed a Climate Action Workgroup, whose first project is developing a free community water source for use by residents whose household wells are contaminated by arsenic, radon or other substances, and by residents without generators during power outages. The Workgroup will also be trying to identify and obtain grant funding for additional projects such as home energy audits.

GOALS, OBJECTIVES AND STRATEGIES

GOAL: Protect Surry’s land and residents from the negative impacts of climate change.

OBJECTIVE: Develop and implement strategies to adapt to and/or mitigate the effects of sea level rise and severe weather events.

Strategy 1: Build on the engineering evaluation of flood risks produced by GEI as part of the Tri-town Climate Vulnerability Assessment. Pursue funding to implement the recommended solution and/or develop others.

Responsibility: Select Board, Climate Action Work Group

Time Frame: One – ten years

Strategy 2: Conduct and fund an engineering study to remove the tidal restriction at Emerton Brook outlet and develop and enforce prohibitions on shell fishing in the marsh.

Responsibility: Climate Action Work Group, Conservation Commission, Shellfish Warden

Time Frame: One – three years

Strategy 3: Develop erosion control plans for Town-owned waterfront property, including the Town Wharf and the Pines area.

Responsibility: Climate Action Work Group, Select Board

Time Frame: One – ten years

Strategy 4: Develop programs such as a culvert data base and storm water treatment such as vertical cisterns, rain gardens, etc. to improve drainage across Surry to prevent storm damage and reduce migration of sediments/nutrients into salt and freshwater bodies.

Responsibility: Conservation Commission, Climate Action Work Group

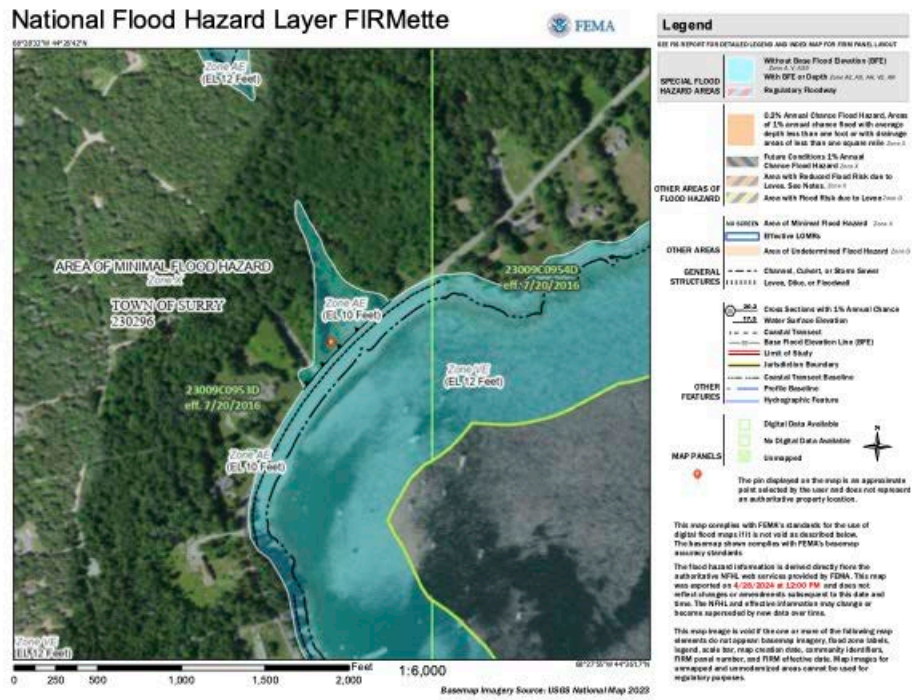
Time Frame: Three – ten years

Strategy 5: Review all existing stormwater management ordinances to protect wetlands, vernal pools and water bodies, and propose changes or new ordinances to ensure that new development or property modifications are designed to minimize run-off and control sediment migration.

Responsibility: Planning Board, Conservation Commission

Time Frame: Two – four years

Map M-1: FEMA – Carrying Place



Map M-2: FEMA -- Surry Village

National Flood Hazard Layer FIRMette



Legend

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR FIRM PANEL LAYOUT

SPECIAL FLOOD HAZARD AREAS

- Without Base Flood Elevation (BFE) Zone A, X, RSP
- With BFE or Depth Zone AE, AD, AV, VE, AV
- Regulatory Floodway

OTHER AREAS OF FLOOD HAZARD

- 0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile Zone X
- Future Conditions 1% Annual Chance Flood Hazard Zone X
- Area with Reduced Flood Risk due to Levee. See Notes. Zone X
- Area with Flood Risk due to Levee Zone D

OTHER AREAS

- NO SCREEN Area of Minimal Flood Hazard Zone X
- Effective LOMRs
- Area of Undetermined Flood Hazard Zone D

GENERAL STRUCTURES

- Channel, Culvert, or Storm Sewer
- Levee, Dike, or Floodwall

OTHER FEATURES

- Cross Sections with 1% Annual Chance Water Surface Elevation
- Coastal Transect
- Base Flood Elevation Line (BFE)
- Limit of Study
- Jurisdiction Boundary
- Coastal Transect Baseline
- Profile Baseline
- Hydrographic Feature

MAP PANELS

- Digital Data Available
- No Digital Data Available
- Unmapped

The pin displayed on the map is an approximate point selected by the user and does not represent an authoritative property location.

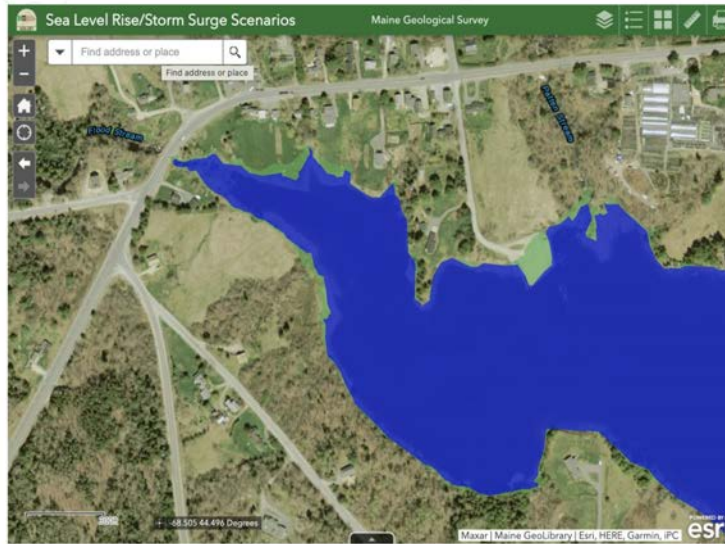
This map complies with FEMA's standards for the use of digital flood maps if it is not void as described below. The basemap shown complies with FEMA's basemap accuracy standards.

The flood hazard information is derived directly from the authoritative NFHL web services provided by FEMA. This map was exported on 4/28/2024 at 12:20 PM and does not reflect changes or amendments subsequent to this date and time. The NFHL and effective information may change or become superseded by new data over time.

This map image is void if the one or more of the following map elements do not appear: basemap imagery, flood zone labels, legend, scale bar, map creation date, community identifiers, FIRM panel number, and FIRM effective date. Map images for unmapped and unmodernized areas cannot be used for regulatory purposes.

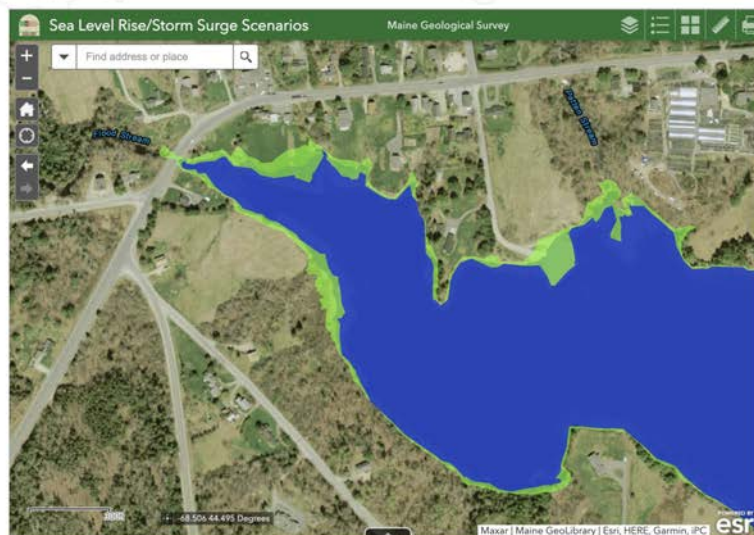
Map M-3: Sea Level Rise Scenario 1

Surry @ HAT plus 1.5 ft Sea Level Rise (SLR), 13.5 ft tide



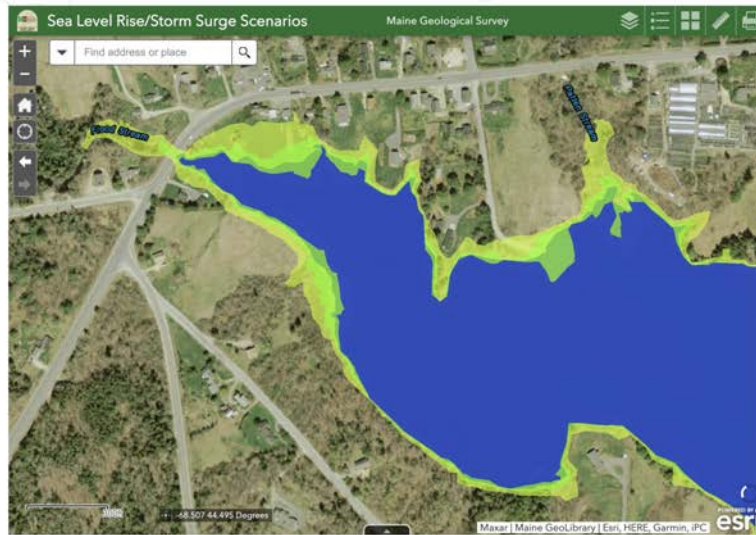
Map M-4: Sea Level Rise Scenario 2

Surry: HAT plus 4 ft SLR, 16 ft tide



Map M-5: Sea Level Rise Scenario 3

Surry: HAT plus 8.8 ft SLR, 20.8 ft tide



CHAPTER N: EDUCATION

1. Purpose

The quality, accessibility, and sustainability of rural schools in Maine is of critical importance to the towns in which they often form the “heart of the community.” Determining the future of these schools is vital, as it can have a significant effect on the level of property taxes, as well as the attractiveness of the towns to in-migration. This Chapter reviews the needs of the Surry Elementary School, both short and long term.

2. Key Findings and Issues

- Costly physical plant upgrades are urgently needed.
- Further enrollment growth could require additional school building(s).
- The current school building does not have a fire suppression system.

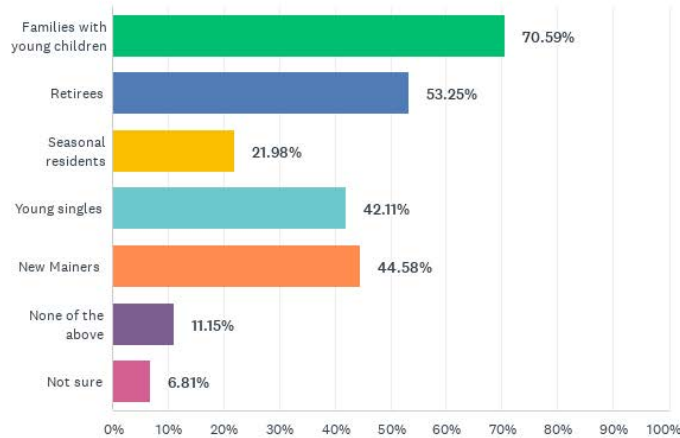
3. Community Engagement

The Comprehensive Plan Committee solicited information about Surry’s school building and the education it offers Surry’s students via 1) the Community Survey, 2) teacher interviews and access to a school survey, and 3) breakout sessions at the Vision Session in October 2023.

While there is active discussion among residents about the cost/value of Surry having its own school, the following chart makes clear that there is great interest in bringing more families with young children to live in the Town.

Figure N-1: Surry should attract...

Q1 During the next 10 years, should Surry actively work to attract: (Choose all that apply)



Residents responding to the Community Survey rated the quality of Surry’s school facility as follows:

Table N-1: Resident ratings

	Excellent	Good	Adequate	Needs Improvement	Not Sure
Facility	7.57%	24.67%	16.78%	22.70%	28.29%
Education	19.00%	35.33%	20.67%	7.67%	17.33%
311 respondents					

The two breakout sessions scheduled to discuss Education during the Comprehensive Plan Committee’s Vision Session drew very limited participation, compared to other subjects such as Economy, future of the Village, Housing, and Land Use. However, most of those who did attend these breakouts were supportive and positive about the School.

“Keep Surry School as good as it is now – great identity!”

“Given Survey item positive for bringing more families with children to town, expect and plan for capacity of building/staff as an accommodation to growth as well as a means to attract families to the town.”

However, there were concerns raised:

“Maintain/repair: water quality, roof, heating/cooling, exterior”

“Tension between burden of taxes and value of education, especially among older residents who do not have children in schools”

4. Current Conditions and Analyses

Current Conditions

Surry’s current elementary school (SES) was constructed in 1986, within walking distance of the Village Center. As of April 2023, enrollment stood at 133, of which 12 students were in their final elementary grade. During the past decade, Pre-K and Kindergarten have been added to the School’s base offerings for grades 1 - 8.

The School currently employs 10 classroom teachers, and one Multi-Tiered Systems of Support (MTSS) Interventionist, as well as 10 teachers, and several educational technicians devoted to Special Education Services. Art, music, physical education, and information technology are taught by school specialists. In addition to the 6 individuals in the school administration (including a nurse and a school counselor) there are 6 support staff. Including two school bus drivers, there are a total of 38 faculty and staff devoted to supporting the 133 students currently enrolled.

Enrollment levels at SES have fluctuated over the past 15 years, with several surges in student numbers in 2015-2016 (+14%); 2018-2019 (+17%); and 2019-2020 (+12%). These enrollment increases stretched the school’s capacity and resulted in the construction and use of two “yurts.” These round, temporary structures provide additional classroom space on the school grounds.

Enrollment has fallen somewhat in the current school year, but more data is needed to estimate an enrollment trend over the next decade. Home schooling numbers increased during the pandemic, and a number of those students have not been re-enrolled at SES.

Approximately 38% of students enrolled at SES qualify for free or reduced cost lunches. Since 2017, a group of community volunteers have implemented a Backpack Program that provides some students with purchased and donated food for weekends via backpacks filled and distributed each Friday.

School Union 93 commissioned a Demographic Analysis and Enrollment Projection study for SES in 2019. The study was generally unsuccessful in identifying the root causes of enrollment surges. The most important issue for the Town and the School is understanding the longer-term impacts of the Covid pandemic and of the introduction of affordable, high-speed Internet service to all of Surry. The combination of Maine’s increased in-migration during and following the pandemic, a greater number of young parents who can work from home, and an increase in potential “climate migrants” from hotter and more southern areas of the United States suggests that enrollment at SES may continue to climb. If this trend continues, additional school space may be required.

SES has 12 classrooms and consists of a main building of 17,000 square feet and an annex of 2,000 square feet. The two yurts add additional space. The School's grounds include baseball and softball fields, a greenhouse, and a nature trail adjoining Patten Pond Stream.

Students graduating from 8th grade at SES can choose where they wish to attend high school. The Town pays the state standard tuition at the facilities chosen by the students. George Stevens Academy (GSA) and Ellsworth High School are the overwhelming favorites due to proximity and program offerings. Other schools including John Bapst, Mount Desert Island High School, Maine School for Science and Mathematics. The Harbor School and Lee Academy also attract some SES students.

According to recent surveys, Surry residents are proud of the education provided by SES. As of 2022, 85% of teachers there held Bachelor's degrees and 12% held Master's degrees. In terms of academic performance, as of Fall 2023, 70% of students tested at or above expectations in English Language Arts and 64%% tested at or above expectations in Mathematics. Only 29.2% tested at or above expectations in Science. During the past year, SES adopted the Literacy Footprints curriculum in English Language Arts and has been receiving Professional Development around this curriculum for two years. The School also plans to begin a new Math curriculum in the Fall of 2024. That curriculum has recently been presented to the School Board. Adopting these two programs is expected to provide consistency in instruction and content across all grade levels. Science will be the next target area.

Fiscal Issues

While the building itself is considered structurally sound, some capital maintenance needs have become pressing and will require significant investment on the part of the Town. These include a new roof and, a new ventilation system. The school has not previously focused on a specific five-year maintenance plan, that could prevent unpleasant surprises in current and future budget cycles.

The recent increase in enrollment, plus the rather high percentage of special needs students, is challenging for educators at SES. Size and shape of classrooms, lack of storage space for supplies, lack of space for adequate

care of special needs students, etc. are increasing pressure on teachers and staff at a time when recruiting and hiring of new employees is very difficult.

Since 2012-education expense has averaged 70% of the Town's annual budget. In the fiscal year 2024 budget, 78% of the tax commitment was attributable to the tax appropriation for educational expenses. While SES spent \$14,552/student in the 2022-23 school year, the State average at that time was \$17,999. Surry's spending per student was also measurably lower than that of other Blue Hill Peninsula schools.

GSA has been the source of considerable debate in the Town for the past two years, as it has asked the Town to pay an additional \$1700/student above the State annual

minimum tuition of \$11,000 because of budgetary issues. Ellsworth and other secondary schools have not asked for similar subsidies from the Town.

Future Needs

Chief among SES capital needs are a new roof for the facility, replacement of the heating system’s boiler, a new ventilation system, window replacements, and a kitchen renovation. Any *physical additions* to the current SES building would require the technically difficult and very costly addition of sprinklers.

Several years ago, SES decided to bring the student transportation system in-house, which

meant purchasing school buses and hiring drivers. Driver availability is sometimes a problem which leaves working parents searching for alternative transportation for their children on a last-minute basis. The School Board and the Town’s government need to work collaboratively to determine whether additional or replacement facilities will be needed in the next decade to provide a safe and productive learning environment for Surry students.

GOALS, OBJECTIVES AND STRATEGIES

GOAL: Provide Surry residents with appropriate public educational facilities and services at sustainable cost levels.

OBJECTIVE 1: Develop strategies to upgrade, expand or replace Surry Elementary School facilities.

Strategy 1: Develop and fund a plan to upgrade the physical plant and learning spaces of the School.

Responsibility: School Board, Select Board

Time Frame: Two – four years

Strategy 2: Implement required plans to apply for State funding for a new School during the next decade, including investigating potential sites for a new school.

Responsibility: School Board, Select Board, Finance Committee

Time Frame: One – ten years

Strategy 3: Evaluate potential for additional buildings on current SES site, including costs to mitigate PFAS on Osgood Lot for use by the School.

Responsibility: School Board

Time Frame: Two – four years

OBJECTIVE 2: Develop proactive strategies to ensure that delivery of educational programming and services meet student and faculty needs.

Strategy 1: Continue to provide educators and staff with exemplary professional development opportunities so that students meet or surpass required standards.

Responsibility: School Board, School Administration

Time Frame: On-going

Strategy 2: Improve reliability of school bus service.

Responsibility: School Board

Time Frame: One – three years

Strategy 3: Improve community understanding of SES and high school education cost/benefits.

Responsibility: School Board, Finance Committee

Time Frame: On-going

Strategy 4: Investigate alternative sources of financial support of programs through grants and State/National Initiatives.

Responsibility: School Board, School Administration

Time Frame: On-going

Strategy 5: Continue to seek opportunities to share costs/contracted services with other communities in School Union 93.

Responsibility: School Board

Time Frame: On-going

Strategy 6: Reengage the community as school volunteers.

Responsibility: School Administration

Time Frame: One – two years

CHAPTER O: VILLAGE CENTER

1. Purpose

This section presents an analysis of the current Village area and identifies major issues. It is meant to serve as the basis for a future master plan for the Village.

2. Key Findings and Issues

The center of Surry represents a traditional New England village, with several historic buildings, a mixture of old and newer residences, and a small number of retail establishments, many situated in commercial buildings from decades ago. However, several factors limit its use as a vibrant residential/commercial area:

- There are no pedestrian sidewalks, and cars travel on Route 172 at high rates of speed.
- Existing commercial enterprises offer adequate parking for their customers, but little additional public parking exists.
- Surry is unable to provide public water or sewer.
- Surry Village is located within 15 minutes direct drive of Blue Hill and Ellsworth. Both have far more extensive retail facilities and services, creating economic challenges for businesses considering locating in Surry Village.

3. Community Engagement

In response to a November 2022 poll survey at the Town Office, and the question, “What aspect of Surry is most important to you?” by far the most respondents said, “friendly, small-town atmosphere.” Asked what residents would like to see changed in Surry, the greatest number answered, “nothing,” followed by “more business opportunities.”

A survey of seasonal residents in early October 2022 generated many similar comments. Just a few examples:

- “It has a small town feel that I appreciate. Love the events from the Schoolhouse, Historical Society and Arts in the Barn.”
- “The rural nature and small town feel of the place. The relatively few small businesses are well integrated into the town.”

- “Surprisingly vibrant little community – Gatherings, Old School House, Post Office, Arts Barn. Artsy community. Lots going on, but a casual observer wouldn’t see that. Lots to do (volunteer).”
- “Proud small-town feel.”

Generally, residents responding to questions about the preferred location for various forms of development chose the Village:

Figure O-1: Food service site preferences

Q16 Where should food service (small market/restaurant) development occur in Surry?
(Choose all that apply)

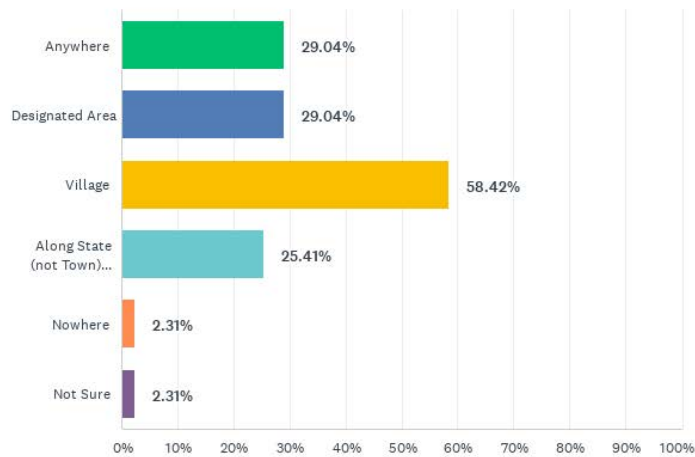
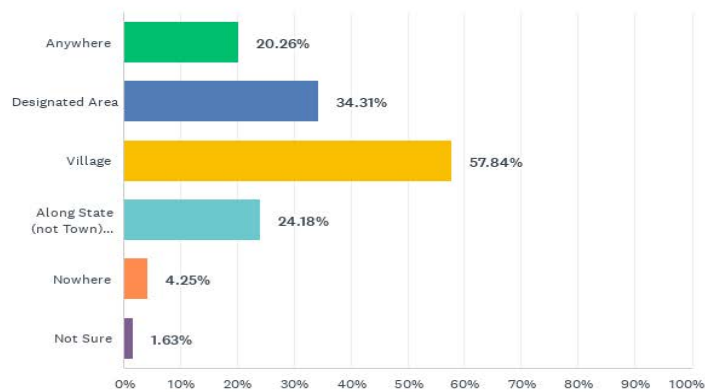


Figure O-2: Retail development site preferences

Q5 Where should retail shops/services development occur in Surry? (Choose all that apply)



On the other hand, residents were very clear in their opposition to permitting manufacturing, light industrial, additional single family, rental, affordable, and multi-family homes in the Village. Interestingly, single family, rental, and multi-family (up to four units) housing is already a permitted use in the Village District. However, little residential growth has occurred in the Village over the past 10 years.

The boundaries of the Village District are defined by ordinance, not by topography, and can be changed by the normal procedure for updating ordinances.

4. Current Conditions and Analyses

This analysis touches on infrastructure such as the transportation system, public facilities, buildings, and landscaping. All these are important components of maintaining Surry's small-town atmosphere, to make the Village area attractive both as an area for future growth, and as a hub fostering community cohesiveness. Please see further details in the J. Transportation, K. Municipal Facilities and Services, and G. Economy Chapters.

Today the Village is almost completely residential, and there are no large undeveloped parcels of land adjacent to the roads in the Village. Commercial development

A well-attended Visioning Session offered in September 2023 by the Comprehensive Plan Committee included three breakout sessions specifically to hear Surry residents' views of future development (or lack thereof) in the Village. Notes from those sessions. Can be found in the Public Engagement section of this Plan. Enthusiasm and a sense of ownership in the future of the Village Center are evident, as is the desire for the challenging balancing act of promoting both commercial and residential growth while protecting the current small-town feel.

here would likely involve converting residential buildings to small shops or cafes. Citizen input in multiple surveys shows strong preference for maintaining the small town/village feel, while hoping to add certain consumer services such as restaurants, professional offices, etc. A number of families who can trace their ancestors and their land ownership back for multiple generations are still active in Surry and have been a critical part of retaining, restoring, and celebrating the character of the Village and its residents. A large and robust bench of volunteers is another important part of recent changes in the Village.

Changes in the past decade

- The Old Surry Village School was saved from demolition and renovated and is now on the National Register of Historic Places. Built as a school and eventually converted to a fire station, it now serves as an attractive and well-utilized community center, managed by a volunteer board. Town organizations, political groups and the Surry Elementary School all hold functions and meetings there.
- The Gatherings, a private nonprofit, has refurbished an older residence in the Village, into a community center that offers a large variety of programming and is available for event rental by individuals and community groups.
- Pugnuts, a charming, old-fashioned gelato and ice cream parlor, is in what once was a general store. It now attracts customers from a wide area and its owners have developed a very successful wholesale business serving area grocery stores.
- In 2014 the Town participated in a regional sculpture program and a large granite sculpture was installed at the Town Wharf, which also offers a boat ramp and rustic granite seating for picnicking, birdwatching, etc.
- The Fire Department facilities attached to the Town Office were significantly expanded and updated in 2018.

These changes have helped to make the village more attractive and more useful to residents.

Infrastructure / Safety

The Village center lies on Route 172, a major state highway. Enforcement of the 35-mph speed limit through the Village is difficult, as Surry has no police force. New “Welcome to Surry Village” signs have been installed at the boundaries of the Village zone, and permanent electronic speed control signs have been placed recently. Initial data from Maine Department of Transportation suggest these will help reduce speeding through the Village.

Also, as recommended in the 2014 Comprehensive Plan, two new pedestrian crosswalks have been added. One, crossing Route 172 from the Memorial Park to the Town Wharf Road, has a flashing caution light activated by pedestrians. The other crosswalk is within the school speed limit zone on North Bend Road and connects the school property with the Town Office / Fire Department complex.

Sidewalks

Seventy-five years ago, there were some sidewalks in the Village, but they were removed to widen Route 172. Current rights-of-way are inadequate for sidewalks. Citizen feedback indicates that sidewalks are still a high priority for many, for pedestrian safety.

Parking

Local special events cause sporadic problems from multiple vehicles being parked on the main roads in the Village. There are several small parking lots, which are generally adequate for the community’s needs, except for Historical Society meetings at the Old Town Hall, dances and sporting events at the Surry Elementary School and classes and events at the Gatherings. The Town Office, Surry Elementary School, the Town Wharf, and Memorial Park all offer some parking. The Memorial Park lot is also used as a park-and-ride option for anyone using the bus that runs

The Select Board is consulting with the Maine Department of Transportation to determine whether funding could be available to install sidewalks linking the public facilities with existing retail.

on a limited schedule between Ellsworth and Blue Hill, as well as by Pugnuts customers. The major businesses on Route 172 in the Village such as the Surry Store, Pugnuts and Surry Gardens provide adequate parking for patrons. A Town ordinance requires new business developments to provide sufficient parking for their expected customers. However, LD2003, which allows the addition of accessory dwelling units to all existing residential properties, expressly prohibits municipalities from requiring extra off-street parking spaces for these dwellings.

Water and Sewer

Surry has no public water or sewer systems. The Climate Action Workgroup is currently securing public access to a potable water supply, which would be accessible to townspeople in case of disasters or emergencies, as well as to those whose home wells are contaminated, forcing them to purchase drinking water in plastic containers. (See Chapter M. Climate Change.) Testing in 2022 found elevated levels of PFAS “forever chemicals” in the water supply

at the Surry Elementary school. The School used bottled water for drinking until it was able to install a water filtering system to remove the PFAS. This system has been completed and is in use. (A few private wells in Surry downhill from the School have also tested positive for PFAS, but most wells have never been tested for this contaminant.)

Installation of new septic systems in the Village may be limited by poor soils.

Buildings and Structures

Public buildings are an important part of any village. The Town Office, School, and Post Office contribute to the sense of small-town community. Any development should assure that these facilities remain close to the Village Center. (Please see Chapter K. Municipal Facilities and Services.)

There are several buildings of historic significance. The Old Surry Village School on the Toddy Pond Road was slated for demolition after decades of neglect/deferred maintenance but was restored through the concerted efforts of a dedicated group of citizens. The Old Surry Town Hall has also been restored and is now used by the Surry Historical Society. The

Historical Society is developing a collection of historic artifacts as the beginning of a local museum and hosts summer events for the public about local history. There are also many private homes dating from the 19th century that are well preserved, which adds to the character of the Village. Several active community nonprofit groups have contributed to increased citizen involvement, social activities, and helping to preserve some of the historic buildings. Village features which serve to attract members of the public from out of town include Surry Gardens, Pugnuts gelato and ice cream shop, and the monthly contra dances sponsored by the Grange.

Landscaping and Aesthetics

Surry Village already has several aesthetically pleasing features. Memorial Park includes a flagpole and veterans memorial, and a flower garden maintained by the Garden Club. The Town Wharf has a large granite sculpture, granite seating, and picturesque views of Patten Bay.

Land use ordinances and land limitations

In the area currently zoned as Village, the minimum lot size is 40,000 ft.², following the recommendations of the 2014 Comprehensive Plan. A new state law, taking effect in July 2024, will permit landowners to build accessory dwelling units (ADU's) on any residential property, if water supply and adequate septic are available and setbacks and other existing requirements are observed. (Please see Chapter P. Existing Land Use).

Permitted uses in the Village District include small-scale commercial, one and two-family homes, bed and breakfasts and civic uses. Prohibited uses include multifamily dwellings over four units and industrial and wholesale businesses. As in most of Hancock County, the lack of affordable middle-class/workforce housing is an issue in Surry. A small-scale apartment complex within walking distance of the School and other village facilities could enhance the sense of community.

Recent development trends in the Village

There were about 154 new dwelling units permitted throughout the town of Surry between 2013 and 2023. Only 7 of these parcels were within the Village District. Most development has been widely scattered along major roads and shorelines.

GOALS, OBJECTIVES, AND STRATEGIES

GOAL: Grow and develop Surry Village into a true “village center” for residents and visitors, while preserving its small-town character.

OBJECTIVE: Develop Village Master Plan and subsequent implementation plans.

Strategy 1: Create a strategy and master plan for adding retail shops; small-scale, multi-family housing; and public facilities to the Village.

Responsibility: SECDC, Planning Board, Select Board

Time Frame: Two to ten years

Strategy 2: Develop a program of festivals and events to provide increased visibility and economic opportunity for local businesses, especially for Surry’s creative economy, consisting of craftspeople, artists, authors, musicians, etc.

Responsibility: SECDC

Time Frame: Four to six years

Strategy 3: As part of the Village Master Plan, evaluate and recommend options for increasing the attractiveness, usage, and environmental resilience of the Town Wharf. Consider temporary rest rooms, food truck evenings, transient retail booths, events featuring music, crafts, kayak tours of the bay, etc., while addressing drainage issues to mitigate the effects of sea level rise and severe storms.

Responsibility: Select Board, SECDC, volunteer committee

Time Frame: Three to five years

Strategy 4: Create “museum in the streets” signage / maps, interactive Town website maps and paper maps highlighting historic buildings, recreational opportunities such as hiking trails, Town beach, boat launch, etc.,

Responsibility: SECDC, Select Board, Historical Society

Time Frame: Three to five years

Strategy 5: As part of the Village Master Plan, develop and implement strategies to improve vehicle speed control and expand safe pedestrian walkways in the Village center, by researching external

funding and educating residents on a possible widening of Rte. 172 and North Bend Road, aimed specifically at accommodating sidewalks and/or bike lanes.

Responsibility: Select Board, SECDC

Time Frame: Two to three years

CHAPTER P. EXISTING LAND USE

1. Purpose

It is the purpose of this Chapter to identify the current uses of land in Surry as well as to identify changes in land uses in the Town over the past decade and discuss how these changes might affect future land use.

2. Key Findings and Issues

- The Town of Surry encompasses 51.13 square miles of which 36.97 square miles are land and 14.16 square miles are water. Much of the land area is forested with smaller amounts in open land, wetlands, marshes and streams. Residential, conservation, agricultural and recreational uses make up the remainder of land area.
- The majority land use in Surry is single family residential dwelling units. There are also some small businesses. Public opinion has overwhelmingly continued to be the same in 2024 as it was in 2014 -- Surry residents want to maintain the small village feel of the community.
- There is a finite supply of road frontage on the major State and Town roads. Surry has a restrictive land use policy regarding road length of private roads. This restriction has been in place due to firefighting issues. There are new solutions to this issue that are costly but would allow for better development.
- Certain (hydric) soil types in Surry are limiting to development. The Town has no public water or sewer system so any development must rely on private wells and septic systems.
- The past ten years have proven that regardless of the ability to build on smaller lots in the Village and Residential Growth District, residents are continuing to build in the Rural and Roadside Residential District. The 2014 Comprehensive Plan attempted to use minimum lot size requirement differentiation to channel growth away from the Rural District into other zoning districts. While the Roadside Residential District has seen residential growth, the Rural District has as well.

3. Community Engagement

The Comprehensive Plan Committee interacted with Surry residents in many ways over the past two years. The Community Visioning Session held on Saturday, October 21, 2023, covered five topics, one of which was land use. Each topic was assigned to a session with a moderator and scribe and conducted three times so attendees could participate in more than one session. The three sessions on land use were well attended and group members spoke freely about their ideas and concerns. Discussion began with the question: What does land use mean to you? The answers were: industry/business, zoning, farming, housing, recreation, preservation, and storage. Land uses were further discussed divided into roads, zoning, forested land & fields & water, business areas, housing, traffic, and miscellaneous concerns about the Village. Almost all these topics are described in detail in the other chapters of this plan. Notes from the land use breakout session of the Visioning Session can be found in the Public Engagement section of this Plan.

Land use for storage units is not explicitly addressed in any of the chapters of this Comprehensive Plan. In fact, it is not listed in the land use table of the UDO now part of the SCO. Recently, differing guidance from the former CEO and the current CEO resulted in action by the Planning Board to convene the Appeals Board to deal with the issue. Ultimately, the Appeals Board granted the permit with conditions for an addition to a grandfathered storage unit business located in the Roadside Residential District rather than the Roadside Commercial District.

The subject of storage as land use not only as a business but for personal use points to the heart of land use regulations and whether owners should be able to decide what they do with their land. The Select Board has been confronted with neighbors, both angrily and quietly, about waste on private property. If the waste is obviously odorous or harboring rats or other vermin, Surry's health officers can be called upon to address the problem. However, in other cases, one owner's "junk" is another owner's "treasure." These cases, especially if they are increasing and/or a threat to the oft repeated goal of retaining a rural aesthetic, may require an ordinance allowing uncovered storage only in the backyard and/or better enforcement of vegetative buffering at the road.

Some of the comments from the Visioning Session on land use involved the idea of "thoughtful" land use. Residents wanted to be able to ask the question: Is the land use destructive (e.g. causing pollution) or just disruptive (e.g. logging). A related comment expressed the desire for development to be "site specific." There is a strong ethic often expressed at the Select Board and Planning Board meetings that rules and regulations, land use or otherwise, must be applied fairly. "Site" specific can easily be interpreted as "spot" zoning or plain favoritism by the governing authority. Public trust is an important consideration in the administration of land use regulations in Surry.

Finally, the idea of "intentional communities" was expressed more as a question. Many nearby Towns have several identifiably distinct

neighborhoods primarily based on unique geography, such as East Blue Hill. In general, such partitioning of Surry into East Surry or even Newbury Neck is no longer prevalent. Perhaps it helps that the Town Office, Fire Department, and the Surry School are all located in the same place, with the Town

Wharf nearby and the Carrying Place Beach not too far away down Newbury Neck peninsula. The whole Town seems to view Surry as a single community with the overriding goal of preserving the environment and the rural character.

4. Current Conditions and Analyses

Administrative Capacity

Surry instituted Town-wide zoning in 1992 by adopting the Uniform Development Ordinance (UDO) which is now contained within the Surry Code of Ordinances (SCO). It includes descriptions of the land use districts and zones, use tables, and site plan review, as well as performance standards for single lots, subdivisions, cell towers, and wind and solar energy systems. Also contained in the SCO is the Shoreland Zoning ordinance which establishes the shoreland zones that exist in Surry with their associated land use standards and non-conformance regulations for structures, uses, and lots. The land use and control measures to manage the designated flood hazard areas of Surry are contained in the Floodplain Management chapter of the SCO. Finally, it includes miscellaneous ordinances covering everything from animal control, lighting, and recalling elected officials, to requiring vaults or liners in burial interments and more.

Surry has a Planning Board composed of seven members and two associates, all of whom are appointed for staggered three-year terms by the Select Board. There is also an Appeals Board whose members are appointed by the

Select Board. The Appeals Board is convened only for contested land use issues such as a deeded mining operation resumed after years of dormancy or additional guidance to an applicant from a Code Enforcement Officer. The Select Board, Planning Board, and the Appeals Board, acting together, comprise the land use regulation capacity of Surry. Other Town staff including the plumbing inspector and the Code Enforcement Officer support this administrative capacity based on the SCO.

Land use, or more specifically how individual property owners and their neighbors interpret it in practice, can trigger controversy. In addition to the long and well-functioning history of Surry's land use regulation administration, there is one codified means utilized to mitigate controversy. A summary paragraph in the application policy of the Site Plan Review Standards is a guiding principle of land use policy in Surry which is often quoted by long-term residents and is as follows: "The restrictions of a Zoning Code run counter to the common law, which allowed a person to do virtually whatever he or she wanted with his or her land. The UDO must be strictly interpreted, but where ambiguity or exemptions appear to

be in favor of a property owner, the CEO and/or the Planning Board should interpret them in the owner's favor." *Forest City, Inc. v. Payson*, 239 A.2d 167 (ME 1968). This policy does not modify or in any way supersede any of the provisions of the Surry Unified Development Code."

Surry has a long history of volunteer-led committees such as the Surry Community Improvement Association (SCIA), Conservation

Commission, Historical Society and pond associations. More recently, committees such as the Climate Change Workgroup and the Economic and Community Development Committee have been formed to address newer challenges. These committees are effectively silent partners with the Select Board and help enhance the administrative capacity of the Town to adequately manage its land use regulations.

Village District

The Village District covers approximately eight hundred twenty (820) acres of land centered around the intersections of Route 172 and the North Bend Road. The District extends two thousand (2000) feet up the northeastern side of the Toddy Pond Road, and three thousand three hundred (3300) feet north on the North Bend Road, encompassing Town-owned properties on both the Murphy and Jarvis Cart Roads and four thousand five hundred (4500)

feet east towards Ellsworth on the Surry Road, ending at Playhouse Lane.

This district is designated to provide for an additional growth area, while maintaining the traditional character of the existing village. It is meant to encourage a variety of single and two-family uses along with traditional retail and small commercial uses. Permitted land uses are on the table shown in Appendix P-1.

Roadside Commercial District

This district is to provide an area where conditions are favorable for the development of businesses and to avoid undesirable conflicts with residential uses. This district covers five hundred eighty-seven (587) acres along Route

172 toward Blue Hill. In practice, it is currently a mixed-use zone with commercial and residential uses with a minimum lot size of one acre. Permitted land uses are on the table shown in Appendix P-1.

Residential Growth District

This district was created to promote an area of residential uses of moderate density adjacent to the commercial and village districts. The one thousand four hundred (1400) acres in this district allow for multi-family dwelling units (limited to 4 units) per acre and for a 25% reduction in lot area per

dwelling unit for cluster subdivisions. Despite these expanded uses, minimal development has been seen in the district in the past 10 years. Permitted land uses are on the table shown in Appendix P-1.

Roadside Residential District

This district with its fifteen hundred (1500) foot extent is meant to encourage residential development. The district, which runs along the state highways and several Town owned roads, covers just over five thousand two hundred (5200) acres. Permitted land uses are on the table shown in Appendix P1.

Rural District

This district covers the remainder of the Town outside of the Shoreland Zones. The minimum lot size is two acres to limit development and protect natural resources. Again, driveway and travel way length is limited to 1500 feet. Permitted land uses are on the table shown in Appendix P-1.

Shoreland Zoning

Surry has four Shoreland zones that are meant to protect natural resources and prevent water pollution as required by Chapter 1000, the mandatory guidelines provided by Maine Department of Environmental Protection. These Shoreland zones are made up of all land areas within two hundred fifty feet horizontal distance of: (1) normal high-water line of any great pond or river; and (2) upland edge of a coastal wetland, including all areas affected by tidal action; and (3) upland edge of defined freshwater wetlands; and (4) all land areas within 75 feet horizontal distance of the normal high-water line of certain streams.

- Stream Protection Zone provides a 75-foot buffer area for water quality. It enhances the economic and recreational values of these areas.
- Commercial Fisheries and Maritime Activities Zone covers only two parcels of land in Surry and protects parcels that have historically been used for water dependent commercial uses.
- Limited Residential Zone covers most of the shoreland in Surry and is meant to designate land suitable for residential and recreational development while protecting our critical natural resources.
- Resource Protection Zone is to further maintain safe and healthful conditions of certain spawning grounds and habitats as well as to control pollution and erosion.

Residential Land and Subdivisions

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

residential use, albeit at low to moderate densities. In the past decade there has been more development on the Morgan Bay side of the Newbury Neck Road. In 2014 the

minimum lot size on the south end of Newbury Neck was established at two acres. Twenty-three (23) of the sixty (60) new dwellings built in the Shoreland Zones and Rural District were on Newbury Neck below the Cross Road intersection.

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

There has not been a new residential subdivision in Surry in the past decade and there are many remaining lots in older subdivisions that are available. More property owners are dividing lots every five (5) years as the State allows, instead of creating subdivisions which is very costly. Subdivisions require significant upfront costs by the developer in road and fire safety development, surveys, plans and testing to ensure each parcel meets subsurface wastewater treatment requirements.

Map P-1 at the end of this Chapter titled “Town of Surry Land Use” provides a colorful

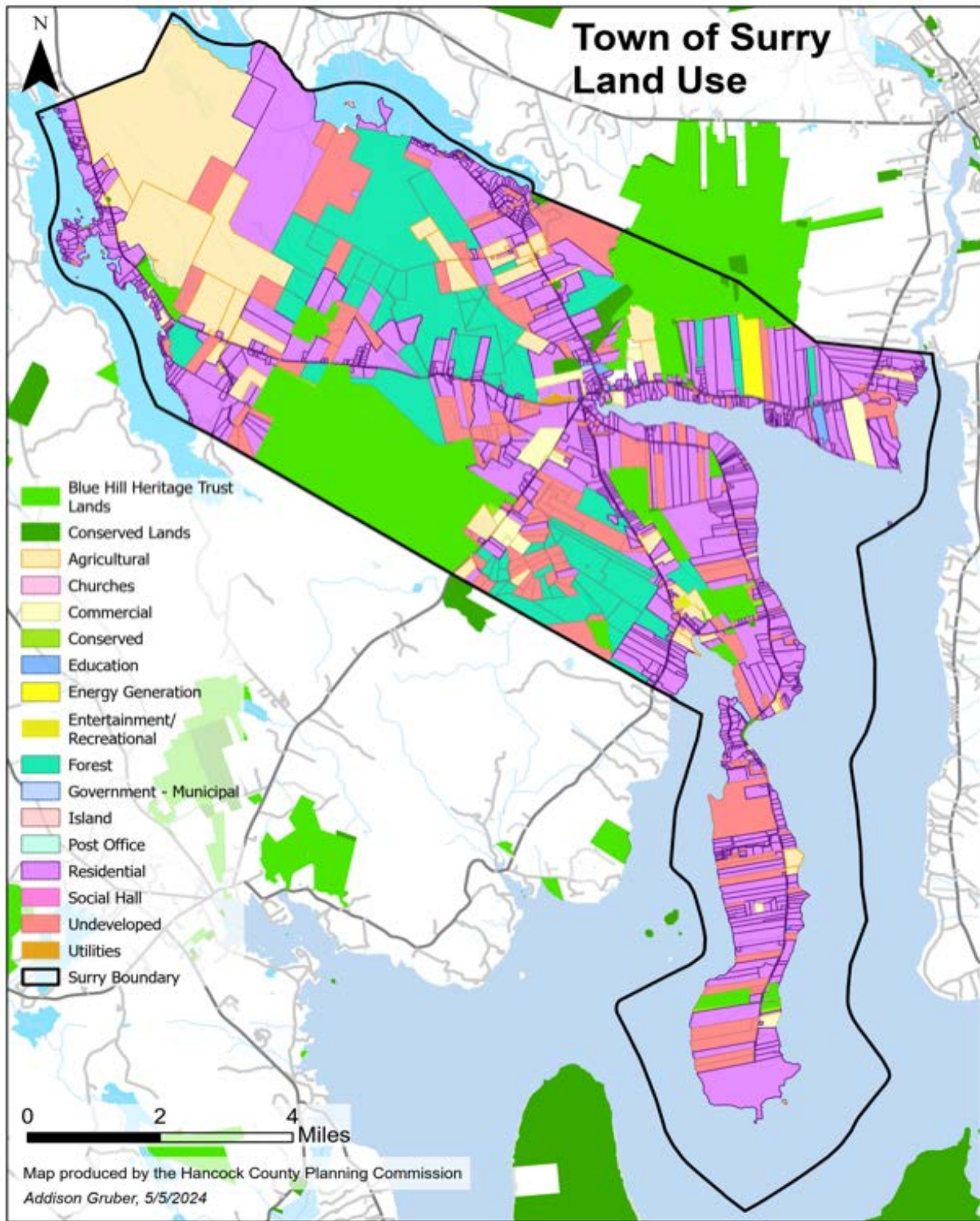
summary of the principal land uses currently existing in Surry. Two large green swatches represent the land holdings of the Blue Hill Heritage Trust consisting of conserved land open to the public. Another large patch of a slightly lighter green color, almost in the center of the map just below Lower Patten Pond, is primarily forest as is another patch of the same color green off of Morgan Bay Road near the boundary of Blue Hill. The large yellow colored block of land on the border with Orland off the Toddy Pond Road is labeled agricultural land on the map for blueberry barrens. Finally, the purple color representing residential land extends along all the major roads in Surry. Map P-2, titled “Surry Open Space and Conserved Land” uses a different color scheme to identify all the Land Use Districts and the Shoreland Zones. In addition, it identifies all the parcels registered in the Open Space category of the State’s Current-Use Tax Program. These parcels are scattered throughout the Town and colored purple on the map. These principal land uses are described in greater detail in various chapters of the Comprehensive Plan notably Chapters C. Natural and Scenic Resources, D. Agricultural and Forest Resources, and H. Housing.

Conclusions

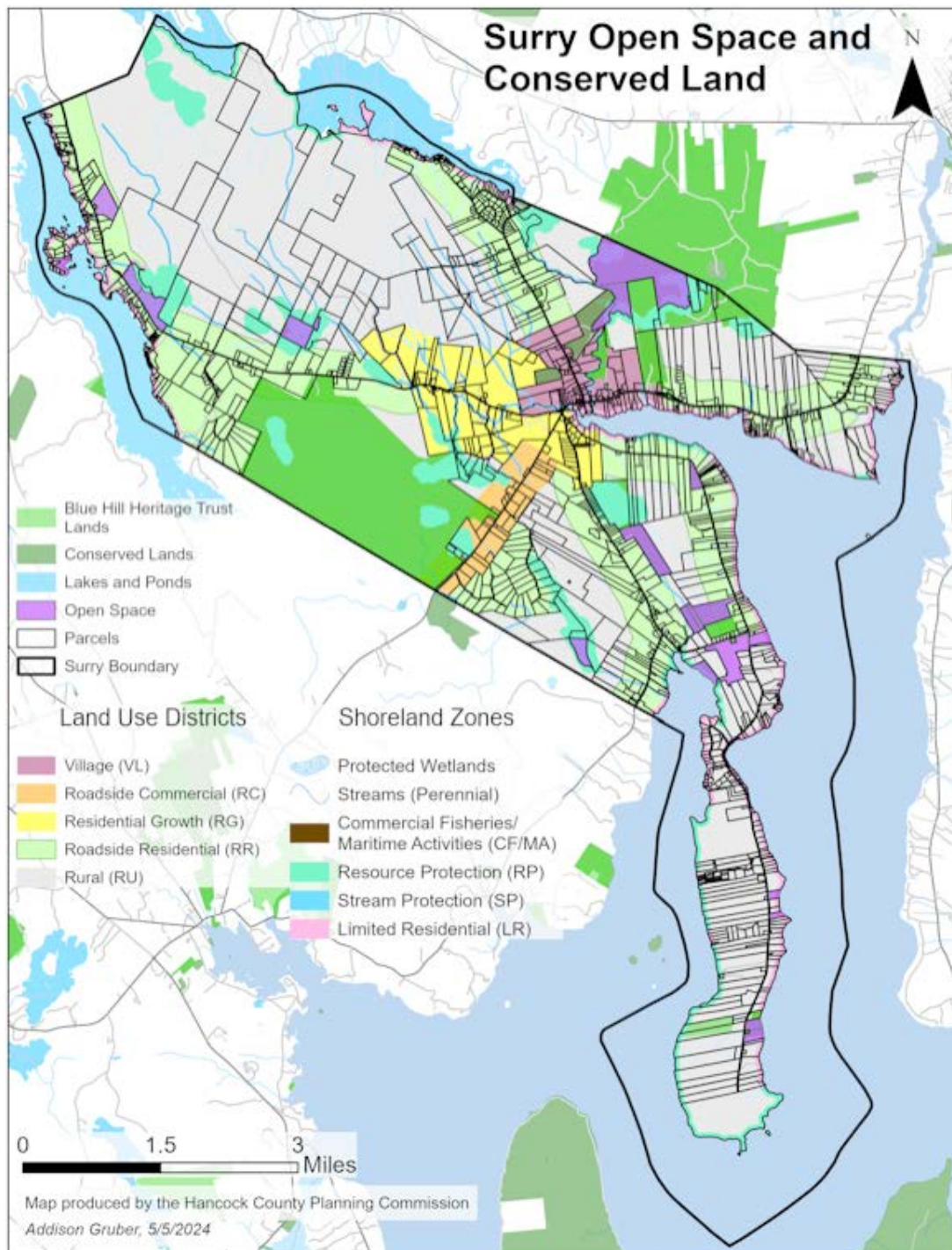
The Town of Surry continues to be a small residential community located between the City of Ellsworth and the Town of Blue Hill. Ellsworth is the commercial center and County Seat of Hancock County and Blue Hill is the commercial center of the Peninsula towns. Both jurisdictions have public water and sewer systems. Surry is considered a bedroom community to both. Current land uses in Surry reflect this situation. Unfortunately, this does not address the future challenges that will confront the Town.

The principal challenge is the lack of development that will increase the tax base and secure attainable housing. Increasing the tax base is necessary to meet the rising costs anticipated in the future, notably in the next 5 to 10 years. Housing that is affordable by our teachers, health care workers and firefighters is extremely important to all the citizens of Surry. Securing attainable housing is paramount in our efforts to attract young families who will sustain Surry as a vibrant and thriving community in the future. The planned strategies to address these issues are described in Chapter Q. Future Land Use.

Map P-1: Land Use



Map P-2: Open Space & Conserved Land



CHAPTER Q: FUTURE LAND USE

1. Purpose

Land use is perhaps the most important factor shaping the future of the community. It has influence on: Economy, Housing, Natural and Scenic Resources, the contours and aesthetics of the Village, Fiscal Capacity, and Forest and Agricultural Resources. This Chapter covers residents' expressed views of potential changes to existing land uses, identifies existing and future issues and changes needed. Guiding future land use will affect the growth, stability, and character of Surry.

2. Key Findings and Issues

- Surry is a primarily rural, coastal community of 23,700 acres. It has very extensive natural resources, and very limited commercial and retail ones. Most current residents express support for maintaining this profile of land use.
- Most residential growth in the past decade has been located along the five major roads in Surry and the shorefront areas along Union River Bay, Morgan Bay, Patten Pond and Toddy Pond. That growth has been almost exclusively single family dwellings.
- The combination of Blue Hill Heritage Trust holdings (currently 3300 acres), land placed in the Tree Growth and Open Space tax programs and significant "heritage" tracts of land retained in the same families for multiple generations creates inherent limitations on commercial and residential development.
- The availability of services in neighboring commercial centers limits the potential economic viability of similar facilities and services in Surry.
- Surry is not a walkable town. It has virtually no public transportation, so residents must use a vehicle to access grocery stores, pharmacies, medical offices, restaurants, and shops elsewhere. Given the current residential development of the Town along lengthy roads without sidewalks, personal vehicles are needed, regardless of current or future development of the Village center and/or the Roadside Commercial District along Route 172.
- The 2014 Surry Comprehensive Plan expanded the Residential Growth District. The expectation was that its location relatively close to the Village center would encourage subdivision growth and limit further sprawl as the Town's population grew. However, that development did not happen, due to factors including:
 - Unsuitable topography and soil quality
 - Lack of public transportation and/ or walkable roads to the Village
 - Lack of incentives provided to developers

3. Public Engagement Results

The Comprehensive Plan Committee completed a variety of public engagement activities including 1) a general Every Door Delivery Mailing (EDDM) and online survey, 2) an in-person poll survey at the 2022 election, 3) a limited, in-person Seasonal Resident Survey, 4) a Younger Voices Listening Session, 5) a Housing Listening Session, 6) an EDDM and online survey specifically on Housing, and 7) a half-day Visioning Session during 2023.

In the May 2023 community survey, respondents were asked a number of questions about future development in the Town. These questions focused on identifying acceptable locations for different types of residential development (multi-family, senior, affordable, rental) as well as commercial and light industrial development.

Somewhat surprisingly, the highest number of responses to each housing question indicated that they favored no restriction on location (shown as “anywhere” in the table below). The second most common response favored a “designated area” for residential growth of all types.

Table Q-1: Multi-family housing:

ANSWER CHOICES	RESPONSE PERCENTAGE	NUMBER OF RESPONSES
Anywhere	30.97%	96
Designated area	34.2%	106
Village	12.58%	39
Along State (not Town) roads	15.48%	48
Nowhere	18.71%	58
Not sure	6.13%	19
Total respondents: 310		

Table Q-2: Senior housing:

ANSWER CHOICES	RESPONSE PERCENTAGE	NUMBER OF RESPONSES
Anywhere	38.0%	119
Designated area	37.1%	116
Village	21.7%	68
Along State (not Town) roads	12.8%	40
Nowhere	5.1%	16
Not sure	6.1%	19
Total respondents: 313		

Table Q-3: Affordable housing:

ANSWER CHOICES	RESPONSE PERCENTAGE	NUMBER OF RESPONSES
Anywhere	37.38%	117
Designated area	33.23%	104
Village	13.01%	41
Along State (not Town) roads	14.4%	45
Nowhere	12.5%	39
Not sure	8.0%	25
Total respondents: 313		

Table Q-4: Rental housing:

ANSWER CHOICES	RESPONSE PERCENTAGE	NUMBER OF RESPONSES
Anywhere	43.3%	135
Designated area	26%	81
Village	10.2%	32
Along State (not Town) roads	10.3%	32
Nowhere	14.7%	46
Not sure	8.0%	25
Total respondents: 312		

Residents’ frequently expressed desire to see the Village further developed with commercial and retail services is confirmed by responses to questions regarding location for retail shops and services, as well as food service (small market/restaurant) establishments:

Table Q-5: Retail shops / services

ANSWER CHOICES	PERCENTAGE RESPONSE	NUMBER OF RESPONSES
Anywhere	20.3%	62
Designated area	34.3%	105
Village	57.9%	177
Along State (not Town) roads	24.2%	74
Nowhere	4.2%	13
Not sure	1.6%	5
Total respondents: 306		

Table Q-6: Food service (small market / restaurant)

ANSWER CHOICES	PERCENTAGE RESPONSE	NUMBER OF RESPONSES
Anywhere	29%	88
Designated area	29%	88
Village	58.4%	177
Along State (not Town) roads	25.4%	77
Nowhere	2.3%	7
Not sure	2.3%	7
Total respondents: 303		

Commercial / Industrial Development

Participants in the Land Use breakouts during the Visioning Session used the phrase “small town, small businesses.” Responses to questions regarding development of light industrial, consumer goods production and commercial offices support that phrase. Twenty-four percent (24%) of respondents checked “nowhere” as a favored location for manufacturing in Surry. Forty-three percent (43%) favored restriction to a Designated Area for light industrial development, and 38% felt the same about commercial office space.

Full Survey, Listening Session and Visioning Session results can be found in the Public Engagement Appendix of this Plan.

4. Current Conditions and Analyses

Introduction:

Surry’s 2014 Comprehensive Plan was never fully integrated into the Unified Development Ordinance (UDO). The UDO was not synchronized with the recommendations of the 2014 Plan until 2022, when the Surry Code of Ordinances (SCO) was created. The SCO is a relatively stable basis for managing land use as the new Comprehensive Plan is approved and begins to guide future development. Current Land Use Districts are: Roadside Commercial, Roadside Residential, Residential Growth, Village and Rural. The Shoreland Zone is an overlay to these zoning Districts and is comprised of Stream Protection, Resource Protection, Limited Residential, and Commercial Fisheries / Maritime Activities zones.

Roadside Commercial

The Roadside Commercial District was created to accommodate all commercial and industrial growth likely to occur in Surry between 2014 and 2023. However, except for the Surry General Shore (converted from a small engine repair shop) little else has been developed in this district that might help Surry expand its tax base. Among the reasons for this failure are a lack of focused resources on the part of the Town, and potentially a lack of market demand.

One of the recommendations from the 2014 Comp Plan that was only recently implemented, was to create an Economic and

Community Development Committee (SECDC) to actively bring commercial and light industrial business to the Town. Recommendations from that committee are contained in Chapter G. Economy, but it is important that the flexible zoning techniques and growth management tools that may be required are allowed and encouraged in this plan.

Town officials need to find resources to bring focus to identifying and pursuing Federal, State, County and private programs for planning, implementation and incentive funding.

Roadside Residential

The Roadside Residential District was created in the 2014 Comprehensive Plan. This district extends along most of the main roads in Town, almost all of them maintained by the State. It appears to be accommodating residential development as intended.

Surry's major roads: Route 172, Morgan Bay Road/ Toddy Pond Road (Route 176), Newbury Neck Road, and North Bend Road form a starfish radiating out from the Village Center. Toddy Pond, Newbury Neck and North Bend Roads are almost exclusively residential. Many of the dwellings along these roads are set back quite a distance, and not visible from the roads due to extensive wooded buffer areas between the houses and the roads.

Route 172, also known as the Surry Road, bisects the Village Center and provides the most direct link between Ellsworth and Blue Hill. This State-owned and maintained road carries significant traffic volume and high vehicle speeds that the Town and State DOT continue to address. As a result, the existing character of this road is very different than the other roads mentioned above.

The adjacent City of Ellsworth has announced plans to build a large judiciary/court building on Route 172 near the Surry boundary line. This would add to the traffic but could also create more economic opportunities in the area.

The Village

Surry's Elementary School, Town Office, and Fire Department are in the Village District. Most of Surry's historical buildings are also in this District, along Route 172. Small-scale retail facilities such as the Surry Gardens center, the Surry Store, and Pugnuts Gelato and Ice Cream Shop are located among residential structures. There are prohibitions on industrial and large-scale commercial uses in the Village District and residents show no sign of wanting to change this.

Surveys and listening sessions show that residents are enthusiastic about developing the Village center with more retail shops and services. There is potential to develop a walkable retail corridor connecting the Town wharf and the School, thus expanding the Village in a north/south direction. The Comprehensive Plan Committee and the SECDC recommend the creation of a master plan for the Village.

Residential Growth

This district, adjacent to the Village, was expanded in size in the 2014 Comprehensive Plan to attract younger families with more affordable residential purchase opportunities. However, the Residential Growth District has not seen much growth despite creation of several subdivisions in the past decade. Many lots have remained unsold due to market forces or poor buildability: whether from housing cost issues, poor soil, or both. More in-depth analysis of the undeveloped land in Surry would help determine the optimum areas to designate for residential growth. The Comprehensive Plan Committee is recommending such analyses.

The State has mandated zoning changes that will allow Accessory Dwelling Units (ADUs) in

all districts of the Town. Whether this will produce more affordable housing is not clear. The pressures of high construction costs, worker shortages, and in Surry, the limitations of well water and septic systems may constrain widespread building of ADUs. The State's exemption for deeded covenants may further limit building of these dwellings. The relative economics of short-term vs long-term rental do not favor building ADUs for year-round attainable housing. Surry is supportive of adding attainable housing for young families and working people, versus expanding the supply of short-term, seasonal rental units. The State legislation confirms the authority of towns to regulate short-term rental housing, which Surry is in the process of doing.

Rural District

This district was created in the 2014 Comprehensive Plan by combining the previously designated Farm and Forest Districts with rural, mostly remote and road-less areas. The purpose of this district was to retain remote areas as low density and avoid the difficulties and expense of extending Town services such as fire protection and school buses into remote areas. It is not clear that this objective has been accomplished as many single family dwellings have been constructed in the Rural District along shorelines.

Residential growth in the Rural District is particularly challenging for the Fire Department. Many rural roads are not wide enough to allow Fire Department vehicles necessary access. Lack of available freshwater sources to fight a structure or vehicle fire or to contain a wildfire, is becoming an increasing threat due to climate change. Despite the cost of requiring and/or adding cisterns to subdivision requirements, it may become a necessity in the future.

Shoreland Zones

The Shoreland Zones were considered a separate category of land use in the 2014 Comprehensive Plan because the State already placed many restrictions on development in those zones. While no additional changes have been made by the Town, it is assumed that the State mandated restrictions will be enforced.

Climate change is clearly impacting many shoreland residential properties in Surry, as well as public assets such as certain roads, the Town Wharf and the Carrying Place Beach. The damage resulting from the frequency and severity of recent storms may change the

established dynamic and value of buying waterfront residential property. If this happens, Surry’s tax base could be seriously reduced. The Town, on its own and as part of regional efforts, has begun focusing on mitigation measures for these climate changes. The erosion issues affecting shorefronts, whether of ponds, streams, or ocean properties, feature more prominently in the recommendations of this Comprehensive Plan. It will also be important for Town officials to monitor legislation on-going at the State level to increase the consequences for violating shoreland restrictions.

5. Land Use Planning Now and in the Future

The current land uses and zoning districts do not support two of the most pressing needs of the Town now or in the future. The need to increase and diversify the tax base is

paramount to address the current and future costs of climate damaged infrastructure, aged fire trucks, and deferred maintenance of the School’s physical plant. Some estimates of a

growing school population suggest options for increasing the size of the current school building. This would trigger the mandate for a sprinkler system or a separate building addition. A totally new school is a longer-term alternative, given the age of the current building, approximately 38 years old. All these pressing needs will be costly and could result in property tax levels that drive out low- and middle-income residents. The Town is diligently pursuing external grant funding to help defray these anticipated expenditures.

As previously indicated, the Roadside Commercial district did not attract the types of businesses that would increase the tax base. A wider range of permitted uses could help. These could include light industrial uses that would be compatible with the existing uses such as boat building and welding businesses. The Comprehensive Plan Committee members developed a definition of “light industrial” based on the interviews and surveys of citizens:

“Light industrial enterprises are engaged primarily in research and development activities, the assembly, packaging, storage, treatment or fabrication of materials and products from previously processed or manufactured materials, if these activities are wholly enclosed within buildings. Light industry is limited to operations which will not create noticeable external effects of noise, dust, dirt, odor, smoke, soot, glare, or vibration. Additionally, light industrial uses will produce no significant, measurable adverse impacts to air, water, or soil. Such operations will not require significant outside storage of goods or materials unless fully screened from nearby roadways and properties by fencing or vegetation, and will not generate frequent, objectionable, heavy truck or semi-trailer traffic.”

As Surry brings more focus to attracting commercial development, the need for workers will exacerbate the second pressing need in Surry, which is housing. Attainable housing for teachers, firefighters, health care workers, etc., as well as Town Office staff and young families in general has become increasingly difficult with the median home price hovering around \$400,000 in Surry. Almost any housing development near major roads would likely span two or more zoning districts. A cluster housing development in the

proposed mixed-use district on Route 172 could extend into the existing adjacent Rural district which has larger lot size requirements. Such a development would not only require design standards for cluster housing or planned unit development, but it would also likely need application of an overlay zone or an incentive zoning technique to achieve a balance between preserving the desired natural aesthetic with the objective of incentivizing higher density residential development.

Senior housing is desired by many citizens in Surry. A relatively small development could be established somewhere along the Newbury Neck peninsula or other areas with ocean and distant mountain views. It would allow aging Surry seniors to remain in Surry rather than move to Blue Hill's Parker Ridge community or senior housing developments in southern Maine. Such a development, while likely higher priced, would help the effort to minimize tax increases. Appropriate design guidelines for cluster or planned unit developments would be critical. The trickle-down effect would also bring newly vacated single-family housing onto the market in Surry.

Surry intends to make a concerted effort to provide opportunities for residential, commercial, and compatible light industrial growth to expand the tax base, balanced by the strong desire to preserve the cherished aesthetic and community character of the Town. The Planning Board, consulting with groups such as the SECDC, as well as the Select Board, will need to utilize best planning practices and design standards, to ensure development compatible with Surry's natural resources and built environment. Appendix Q-1 contains a representative list of design standards and guidelines that should be incorporated into the Surry Code of Ordinances (SCO) to achieve the goals and objectives desired by the Town.

Surry's non-contiguous Rural District, which is the largest zoning district, plays a significant part in the "rural character" residents say they wish to preserve and protect. The new Plan

includes a Strategy to continue prohibition of any new, commercial uses or development (e.g., hotels) in the Rural District and the repeated goal to retain the scenic, rural character of Surry.

While not suggesting new permitted uses for the entire Rural District or altering its minimum lot size of two acres, the Comprehensive Plan Committee recommends the establishment of a new Mixed Use Growth District along Route 172 between the eastern boundary of the Village District and the Ellsworth City line. This is currently zoned as Roadside Residential with a designated 1500-foot extent from the road. Many parcels on the north side of Route 172 include both Roadside Residential and Rural Districts.

The Committee proposes that the new district would replace all areas currently zoned as Roadside Residential along this section of Route 172 and extend all the way to the northern boundary of the parcels located on the north side of this road as identified on Tax Maps 39, 40, 41 and 43. Some of these parcels are relatively large and undeveloped. The Mixed Use Growth District should adopt the 40,000 sq. ft. minimum lot size of the Roadside Residential District, as well as the permitted uses of the Village District. This would allow appropriately sized commercial and retail development, four dwelling units/lot throughout the new district and, with adoption of a new ordinance, cluster developments of up to 20 units, assuming compliance with existing set-back, septic and water, and other existing requirements, as well as appropriate

Fire Department standards. Design standards and guidelines should be developed to safeguard existing natural resources in the area. For instance, significant vegetated buffers should be required abutting the Meadowbrook Forest owned and managed by Blue Hill Heritage Trust. (See Appendix Q-1, Development Design Standards and Definitions)

Work on the Strategies that support the objective to expand and update the Town’s understanding of its land uses, development opportunities and limitations, should start with the parcels located in this proposed Mixed Use Growth District. Cooperation with the City of Ellsworth might be required but could aid in developing complementary land uses and avoid or mitigate issues such as traffic congestion in both jurisdictions.

It is estimated that approximately 200 acres will be required for the projected growth in population / dwelling units over the next 10 years. A clearer understanding of the land needed for commercial, institutional, and light industrial growth will emerge as the Economic and Community Development initiative gains traction toward the Town’s economic goals and objectives.

The objective to expand and update the Town’s understanding of its land uses, opportunities, and limitations will take time to analyze. Development extending into the Rural District will require design standards that will take time to be implemented. The impacts of State law LD2003 permitting additional dwelling units (ADUs) to be built on almost any lot in Town will also take time to be realized. However, the responsible organizations can begin work on implementing the Strategies of this Future Land Use Chapter immediately.

GOALS, OBJECTIVES AND STRATEGIES – FUTURE LAND USE

GOAL: Retain the scenic, rural character of Surry while providing attainable opportunities for residential, commercial, and compatible light industrial growth.

OBJECTIVE 1: Expand and update the Town’s data / knowledge of its land uses, opportunities, and limitations.

Strategy 1: Develop a capability or contract with a GIS provider to create an inventory of climate vulnerability for residential dwellings, utilizing the Maine Can’t Wait guidelines for “Manage To” and “Plan For” sea level rise scenarios.

Responsibility: Select Board, Climate Action Work Group

Time Frame: One – three years

Strategy 2: Create and regularly update (via GIS) an inventory of currently undeveloped and not already conserved land in Surry to determine potential for future residential development.

Responsibility: Select Board

Time Frame: One – four years

OBJECTIVE 2: Modify certain Town ordinances and zoning districts (NOT including the Rural District) to encourage development of attainable, denser housing development, small commercial and retail operations, agriculture and forestry, and compatible light industrial enterprises. Clarify Site Plan Review requirements as they would apply to a new Mixed Use Growth District.

Strategy 1: Review and improve existing permitting procedures, particularly for designated growth areas.

Responsibility: Select Board, Planning Board

Time Frame: One – two years

Strategy 2: Revise the Land Use Table and the SCO Chapter 3, Unified Development Ordinance, to include a Light Industrial category as described in this Chapter in the Roadside Commercial District.

Responsibility: Planning Board, Select Board

Time Frame: One – two years

Strategy 3: Charge a Town committee (the SECDC or similar body) to research and recommend Tax Increment Financing, and other incentives such as Maine Housing’s new Rural Affordable Rental

Housing program that Surry could utilize to encourage development of housing affordable for young families. Also, research successful attainable housing efforts in other towns, inside Maine and beyond.

Responsibility: SECDC

Time Frame: One – three years

Strategy 4: Evaluate the Surry Code of Ordinances for requirements and constraints impacting potential development of more duplexes, affordable multi-family residential developments and cluster developments that include mandated green open space. Allow access roads (to new residential, commercial and light industrial cluster developments only) beyond the current 1500-foot limit, consistent with Fire Department requirements. The 1500-foot limit should remain with regard to all other uses.

Responsibility: Planning Board, Select Board

Time Frame: Two - three years

Strategy 5: Create a new Mixed Use Growth District extending eastward from the Village District boundary along Route 172 to the Ellsworth line by combining all the current Roadside Residential District along Route 172 with the adjacent area of the Rural District to the north, as depicted on the Future Land Use map. The existing Rural District to the south of Route 172 should remain as the Rural District.

Utilize a minimum lot size of 40,000 sq. ft. throughout the new Mixed Use Growth District. Allow residential cluster developments of up to 20 units, assuming compliance with set-back, septic, well water and other existing requirements.

Responsibility: Planning Board

Time Frame: Two – three years

Strategy 6: Create subdivision design guidelines to help developers and the public understand development models that utilize and protect the Town’s natural resources.

Responsibility: Planning Board, Select Board

Time Frame: Two – three years

OBJECTIVE 3: Ensure that new development in Surry does not damage the treasured rural character and aesthetic or the historical / archaeological resources of the Town.

Strategy 1: Require vegetated buffers (Trees, Shrubs, and/or appropriate landscaping compatible with the rural aesthetic) as part of the road set-back for any new residential, commercial, and light industrial development in all zoning districts.

Responsibility: Planning Board

Time Frame: Two – three years

Strategy 2: Offer educational programs regarding land use ordinances such as Shoreline Zoning requirements to residents and realtors.

Responsibility: Conservation Commission, Code Enforcement Officer, Select Board

Time Frame: On-going

Strategy 3: Collaborate with neighboring municipalities to coordinate land use designations and preservation strategies.

Responsibility: Select Board, Planning Board

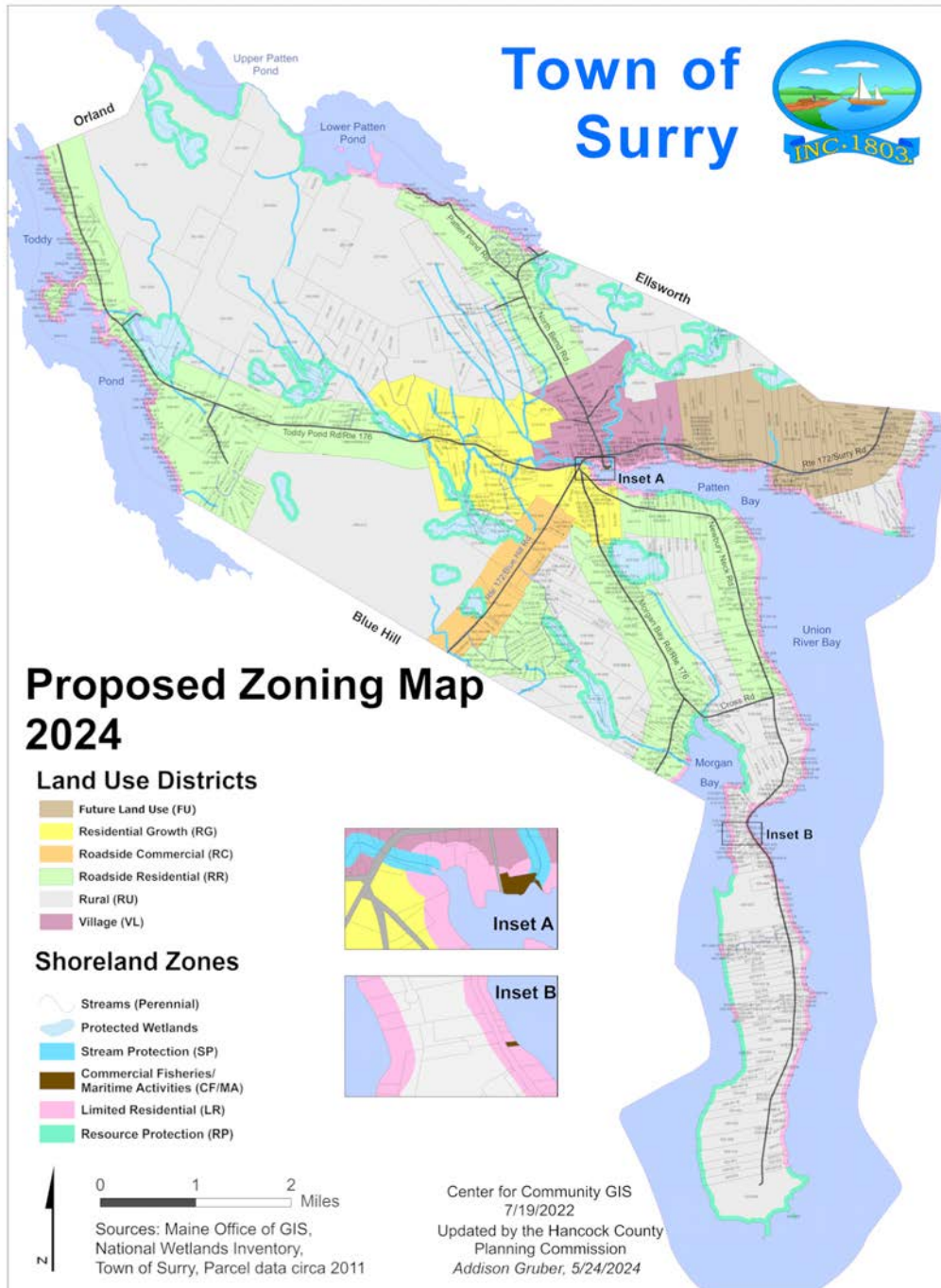
Time Frame: On-going

Strategy 4: Continue to prohibit any new, commercial uses or developments (e.g., hotels or motels) in the Rural District.

Responsibility: Select Board, Planning Board

Time Frame: On-going

MAP Q – 1: Proposed Zoning Map



Implementation and Evaluation

A municipal Comprehensive Plan, no matter how well researched and no matter how well written, is useless if its recommendations are not implemented. A beautiful plan resting in a desk drawer does not improve the Town or the lives of its residents.

Each Strategy developed as part of the Goals, Objectives and Strategies of each Chapter in the Surry 2024 Comprehensive Plan are supported by clear delineation of the organization(s) responsible for implementation, as well as anticipated time frames for completion. The Comprehensive Plan Committee has identified the appropriate, *existing* organizations for these responsibilities. However, as implementation proceeds, it may be necessary or useful to create new committees, boards, or work groups to help achieve the objectives.

Surry operates under a Select Board system, with three Select Board members elected for staggered three-year terms. As the Town grows and becomes more diverse, residents expect more action and more communication from their Select Board members in response to an array of increasingly complex challenges. A review of the Goals, Objectives and Strategies shown below indicates that the Select Board has primary responsibility for 47 Strategies. Twenty-three other individuals, committees, and boards have primary or supporting responsibility for the Plan's Strategies. Achieving these Objectives with currently available human resources will be a significant challenge, even over a 10-year time horizon. The Comprehensive Plan Committee anticipates involving a greater number of year-round and seasonal residents in Work Groups that will be deployed to address specific Strategies for short periods of time.

Following ratification of the Plan in November 2024, Town officials will identify an Implementation Committee. This Committee will be charged with maintaining regular contact with the 24 committees, boards, and individuals that have responsibility for working to accomplish the Objectives of the Plan. That work will start with each responsible organization developing a specific plan with milestones and proposed achievement metrics within six months after the Plan's approval. The individual plans and milestones will be reviewed with the Select Board. The Implementation Committee will use those milestones as the basis for its ongoing liaison work.

Updates on progress in each of the Chapter areas will be published in the Town Annual Report and in the quarterly Surry Scoop newsletter as appropriate.

For ease of reference, the Goals, Objectives and Strategies attached to each Chapter are shown again below.

HISTORICAL AND ARCHAEOLOGICAL RESOURCES

GOAL: Identify, preserve, and protect Surry’s historic and archaeological sites and educate residents about the significance of the sites.

OBJECTIVE 1 -- Plan to conduct detailed surveys of historic and archaeological sites, in coordination with the Maine Historic Preservation Commission.

Strategy 1: Conduct a Reconnaissance Level Survey of the west-facing shoreline of Newbury Neck and the shorelines of Patten Pond and Toddy Pond as suggested by the Maine Historic Preservation Commission (MHPC).

Responsibility: Historical Society

Time Frame: Coordinate with MHPC and submit proposals for survey and applications for grants in 3-5 years.

Strategy 2: Conduct surveys of prehistoric and historic archaeological sites, focusing on the identification of potentially significant resources associated with the town’s indigenous, agricultural, residential, and industrial heritage.

Responsibility: Historical Society

Time Frame: Coordinate with MHPC and submit proposals for surveys and applications for grants in 3-5 years.

Strategy 3: Conduct a comprehensive survey of Surry’s historic above-ground resources to determine if there should be a designation of a historic preservation district or if other properties may be eligible for nomination to the National Register of Historic Places.

Responsibility: Historical Society

Time Frame: Submit proposals for surveys and applications for grants in 3-5 years.

OBJECTIVE 2 -- Ensure that historical and archaeological sites are protected through citizens’ education and code enforcement.

Strategy 1: Ensure that areas of known historic significance such as the remnants of wharves on the shorelines of Patten Bay and the Carrying Place on Newbury Neck are protected through the enforcement of ordinances.

Responsibility: Historical Society, Code Enforcement Officer

Time Frame: On-going

Strategy 2: Encourage protection of historical and archaeological resources located on private property, such as private burial sites, through landowner education.

Responsibility: Historical Society

Time Frame: On-going

Strategy 3: Provide public education on the existence or possible existence of significant historical and archaeological sites and artifacts to help with awareness and support of comprehensive surveys and preservation efforts. These efforts could include, but are not limited to, reports in The Scoop, Town Report, School newsletter, and the Town website.

Responsibility: Historical Society

Time Frame: On-going

Strategy 4: Prepare an acquisition strategy for properties with historic significance when/if these properties become available.

Responsibility: Select Board, Historical Society, Finance Committee

Time Frame: Three – four years

Freshwater Resources

GOAL: Ensure the protection of Surry’s freshwater resources by monitoring and addressing current and future environmental threats.

OBJECTIVE 1 – Encourage support for pond monitoring, education, and other lake protection measures to adapt to and mitigate the effects of more frequent and severe rainfall events in the future.

Strategy 1: Collaborate with City of Ellsworth, Friends of Patten Pond Association, and Hancock County Soil & Water Conservation District (HCSWCD) to conduct a Patten Pond Watershed Survey to identify and possibly remediate any run-off issues as sources of pollution to both Patten Ponds and Patten Stream. Toddy Pond Association will also update its 2013 Watershed Survey.

Responsibility: Select Board, Conservation Commission

Time Frame: One – three years

Strategy 2: Encourage shoreland property owners to maintain significant vegetated buffers near pond shores to minimize the channeling of water and disperse water across the ground and into buffers.

Responsibility: Conservation Commission, Code Enforcement Officer

Time Frame: One – three years

Strategy 3: Collaborate with the City of Ellsworth on dam remediation and maintenance for Lower Patten Pond as well as cooperation in implementing lake protection measures such as random boat inspections at the public access, and periodic water quality testing.

Responsibility: Select Board, Pond Associations, Conservation Commission

Time Frame: Two – four years

Strategy 4: Collaborate with local pond associations, surrounding towns, and other interested parties to seek solutions for dam rehabilitation or other water retention options for Toddy Pond.

Responsibility: Select Board, Pond Associations, Conservation Commission

Time Frame: One – three years

Strategy 5: Continue to collaborate with local and regional groups as well as surrounding towns in support of various efforts to protect the great ponds, which are under increased pressure including climate threats, as critical natural resources.

Responsibility: Conservation Commission, Select Board

Time Frame: One – five years

Strategy 6: Adopt water quality protection practices and standards for construction and maintenance of all roads and public properties and incorporate them into the SCO.

Responsibility: Planning Board, Select Board, Code Enforcement Officer

Time Frame: Two – four years

Strategy 7: Consider testing pond and stream areas for the presence of pesticides used in commercial blueberry spraying.

Responsibility: Conservation Commission
Time Frame: Three – ten years

OBJECTIVE 2 – Improve well water safety.

Strategy 1: Collaborate with the State of Maine, HCSWCD and Healthy Acadia to further evaluate specific well water data in Surry for both arsenic and PFAS contamination, to inform the community about potential contaminants in residents’ well water, and to seek resources for affordable testing and remediation of wells.

Responsibility: Conservation Commission, Climate Action Workgroup
Time Frame: One – three years

Strategy 2: Seek funding for additional water and soil PFAS testing to help determine sources of PFAS contamination.

Responsibility: Select Board, Conservation Commission
Time Frame: One – three years

Strategy 3: Conduct research to identify measures for mitigating known contamination on Town-owned property.

Responsibility: Select Board, Conservation Commission
Time Frame: Two – four years

OBJECTIVE 3 – Improve septic system construction and maintenance.

Strategy 1: Provide regular and specific education for residents about the operation and maintenance of private septic systems including tank emptying requirements.

Responsibility: Conservation Commission, Plumbing Inspector
Time Frame: On-going

Strategy 2: Ensure compliance with requirements for septic system setbacks from wells or waterways, and siting and construction best practices.

Responsibility: Code Enforcement Officer, Planning Board
Time Frame: On-going

Strategy 3: Create a file indicating the wastewater disposal status of all properties within the Shoreland Zone to prevent or correct any point source pollution to fresh or marine water resources. Work with State officials and the property owner of the Town’s only overboard discharge (OBD) system to eliminate it.

Responsibility: Select Board, Code Enforcement Officer
Time Frame: Three – five years

Natural and Scenic Resources

GOAL 1: Maintain the rural character of the Town of Surry.

OBJECTIVE -- Increase public awareness of the importance and value of conserving of natural and scenic resources.

Strategy 1: Promote allowable use of conserved lands for recreation and education to increase appreciation of Surry’s natural resources and interest in conserving them.

Responsibility: Conservation Commission, Select Board
Time Frame: On-going

Strategy 2: Create an inventory of scenic resources and record specifics of the view areas, including whether it is publicly accessible or restricted private property, for public information.

Responsibility: Conservation Commission
Time Frame: One – three years

Strategy 3: In coordination with local land trusts, explore options to identify and protect wildlife corridors between the large, protected habitat blocks in Meadow Brook Forest, Surry Forest, and the

neighboring large block called the Wildlands in Orland.

Responsibility: Conservation Commission
Time Frame: Three – ten years

Strategy 4: Seek funding for culvert replacement and remediation to restore traditional fish passage where it has been blocked.

Responsibility: Select Board, Alewife Committee, Conservation Commission
Time Frame: Three – eight years

GOAL 2: Increase focus on conservation and protection of critical natural and scenic resources.

OBJECTIVE -- Include protection of critical natural and scenic resources in the Town’s planning and permitting processes.

Strategy 1: Formalize a process for the Surry Conservation Commission to become more active in its mandated advisory role to the Planning Board and town officials.

Responsibility: Select Board, Planning Board, Conservation Commission
Time Frame: One – three years

Strategy 2: Include protection of critical natural and scenic resources in the Town’s discussions of future land use ordinances and land-owner considerations for lot/land development.

Responsibility: Select Board, Planning Board
Time Frame: Two – four years

Strategy 3: Revise the Building/Land Use Permit Application to assure that applicants look for and identify critical natural resources on site that might be impacted and take appropriate measures to protect those resources.

Responsibility: Code Enforcement Officer, Planning Board
Time Frame: Two – four years

Strategy 4: Initiate or participate in local and regional planning, management and/or regulatory efforts around shared critical and important natural resources.

Responsibility: Select Board, Conservation Commission
Time Frame: On-going

Strategy 5: Review the SCO to address specifics of the mineral extraction land use activity that can highly impact critical natural resources and wildlife.

Responsibility: Planning Board, Conservation Commission, Select Board
Time Frame: Three – five years

Agriculture and Forest Resources

GOAL 1: To encourage and support responsible agricultural and forestry practices throughout the community.

OBJECTIVE – Build public awareness about the benefits of tax incentive programs for forestry and agriculture.

Strategy 1: Promote and provide education about the Farmland Tax Program on the Town website to encourage small farming activities throughout Surry.

Responsibility: Select Board, Administrative Staff, Tax Assessor’s Agent
Time Frame: On-going

Strategy 2: Promote and provide education about the Tree Growth Property Tax Program on the Town website to encourage responsible forestry management as well as water resource and wildlife protection.

Responsibility: Administrative Staff, Conservation Commission
Time Frame: On-going

Strategy 3: Review the Forester’s evaluation of the Town’s 88-acre lot on Jarvis Cart Road, sponsored by the Surry Conservation Commission, to further determine how this land might best be used to benefit the community. Consider a forest management and conservation plan if the property is to be retained but not developed.

Responsibility: Select Board, Conservation Commission
Time Frame: One - three years

GOAL 2: Create opportunities for all residents to learn about responsible land stewardship.

OBJECTIVE: To increase knowledge of resources and practices within the community for community supported agriculture, personal gardens, and small woodlot management.

Strategy 1: Support and help promote educational activities in collaboration with Maine Organic Farmers and Growers Association (MOFGA), the Small Woodlot Owners Association of Maine (SWOAM), Blue Hill Heritage Trust, and the Surry Garden Club to promote educational opportunities for residents.

Responsibility: Garden Club, Conservation Commission

Time Frame: On-going

Strategy 2: Support the after-school gardening program and other community gardens.

Responsibility: Garden Club, School Administration

Time Frame: On-going

Marine Resources

GOAL: Preserve clean, stable, and protected marine resources for the benefit of Surry residents and visitors.

OBJECTIVE 1– Prevent or reduce deterioration of water quality in Union River Bay, Morgan Bay, and Patten Bay from land-based sources of contamination and erosion.

Strategy 1: Organize periodic water testing to identify the origin of bacteria, sedimentation, and nutrients in the streams feeding the bays.

Responsibility: Conservation Commission

Time Frame: Two years, then on-going

Strategy 2: Implement mechanisms for timely public communication regarding opportunities and restrictions on swimming, wading, and shell fishing in the bays.

Responsibility: Conservation Commission, Select Board

Time Frame: One – three years

Strategy 3: Collaborate more closely with the City of Ellsworth and/or the Maine Department of Environmental Protection to obtain regular water quality monitoring reports at the discharge area of the Ellsworth sewage treatment plant, which flows directly into Union River Bay.

Responsibility: Select Board, Conservation Commission

Time Frame: Two – three years

OBJECTIVE #2– Ensure Surry residents have the most current information on available strategies to stabilize marine shorelines.

Strategy #1: Collaborate with neighboring coastal towns to provide public forums and information regarding shoreline stabilization.

Responsibility: Conservation Commission, Select Board

Time Frame: One year, then on-going

OBJECTIVE 3 – Educate Surry residents regarding the value and vulnerability of the saltwater assets adjoining the Town.

Strategy 1: Provide ongoing communication with the citizens of Surry about the sea level rise and storm impact issues affecting assets such as Newbury Neck Road at the Town Beach, the Town Wharf, and the Cross Road at Emerton Brook. Widely promulgate the conclusions of the 2024 Climate Vulnerability Assessment.

Responsibility: Select Board, Climate Action Workgroup

Time Frame: One – two years

Strategy 2: Develop a plan to improve access to the Town’s saltwater assets for residents and visitors.

Responsibility: Select Board, Recreation Committee

Time Frame: Three – five years

Strategy 3: Develop a plan for managing moorings in the bays, as well as ensuring safe swimmer/boat interfaces.

Responsibility: Harbor Master, Select Board

Time Frame: One – four years

Economy

GOAL: Diversify and expand the economy of Surry to ensure its financial sustainability by growing the tax base while preserving and protecting the essential rural character of the Town and minimizing the tax burden for residents.

OBJECTIVE 1-- Create and Support an Economic and Community Development Capability

Strategy 1: Evolve and expand the Surry Economic and Community Development Committee (SECDC) to enable it to function as a catalyst for implementing real community and economic development projects. The SECDC will strive to accomplish identification of developable parcels of land under current or potential zoning rules, targeting and recruitment of selective business development opportunities and desirable community initiatives, and connect developers, entrepreneurs, and community partners with appropriate incentives.

Responsibility: SECDC, Select Board
Time Frame: Two – 10 years

Strategy #2: Explore and implement opportunities to incentivize compatible development and to mitigate adverse consequences using resources such as: 1) Tax Increment Financing and the establishment of TIF districts within the Town; 2) impact fees; 3) State, Federal and County funding programs, foundation grants, and other funding mechanisms and resources that will help contribute to the Town’s continuing financial health.

Responsibility: SECDC, Select Board, Finance Committee
Time Frame: Two – six years

OBJECTIVE 2 -- Explore Regional Collaboration

Strategy 1: Explore collaboration opportunities with neighboring towns within our region to advance the economic development goals.

Responsibility: SECDC, Select Board
Time Frame: On-going

Housing

GOAL 1: Increase availability of housing in Surry that is affordable for young families, working people, and seniors.

OBJECTIVE 1 -- Explore opportunities for attainable workforce housing in any zoning district.

Strategy 1: Explore opportunities for the Town to participate in programs such as the Maine Rural Development Program for Housing and research additional grant funding opportunities for new workforce housing.

Responsibility: Select Board, SECDC

Time Frame: One – four years

Strategy 2: Ensure that the SCO encourages financial incentives such as density bonuses, and amenities for “cluster developments” featuring greater housing density surrounded by common green space to provide residents of diverse ages with open space, recreational opportunities, conservation and possibly small-scale agriculture.

Responsibility: Select Board, Planning Board, SECDC

Time Frame: Three – five years

Strategy 3: Collaborate with neighboring municipalities to create a community attainable/workforce housing committee to support the goal of making 10% of all new residential development affordable to young families.

Responsibility: Select Board, SECDC

Time Frame: Two – six years

OBJECTIVE 2 -- Understand and manage the growth of Short-Term Rentals (STRs) in Surry.

Strategy 1: Research the number of existing STRs and their ownership business models.

Responsibility: Select Board, Planning Board

Time Frame: One – two years

Strategy 2: Revise the SCO to include an STR Housing Ordinance that requires annual registration and payment of a licensing fee, caps the number of licenses granted each year, provides for life safety inspections in the first year of licensure and for random inspections in subsequent years, and requires

STR owners to provide proof of rapid response capabilities for renters and neighbors with complaints or problems for all STRs.

Responsibility: Planning Board
Time Frame: Two – four years

OBJECTIVE 3 – Ensure the availability of safe housing in Surry.

Strategy 1: Require life safety inspection for multi-family rental properties in the first year after approval of the ordinance with random inspections after that and establish fines for violators in the SCO.

Responsibility: Code Enforcement Officer, Planning Board
Time Frame: Two to five years

Recreation

GOAL: Develop Surry’s natural and Town-built recreational assets and make them readily accessible to residents and visitors.

OBJECTIVE – Further develop and maintain Surry’s recreational assets for people of all ages.

Strategy 1: Develop the Osgood Lot into a multi-purpose athletic and recreational facility. This would allow the existing ballfields at the School to be used for co-curricular activities and create space for growth as needed.

Responsibility: Select Board, Recreation Committee
Time Frame: Four – seven years

Strategy 2: Create and execute a widespread campaign to highlight the need for volunteer youth sports coaches through a directed social media campaign, as well as unified promotional materials for citizen involvement.

Responsibility: Select Board, Recreation Committee, other Town Committees
Time Frame: One – three years

Strategy 3: Using ADA standards, assess and improve handicap access for certain existing trails and roads such as those in the Blue Hill Heritage Trust’s Surry Forest gravel roads. Strategically placed benches for resting would improve the accessibility of sections of the gravel roads.

Responsibility: Select Board, Recreation Committee
Time Frame: Three – six years

Strategy 4: Improve public education and information about recreational opportunities in Surry, by creating signage and a Recreation page on the Town website with a downloadable map to help direct residents and visitors to recreational opportunities.

Responsibility: Select Board, Recreation Committee
Time Frame: Three – six years

Transportation

GOAL: Improve safety and climate resilience against threats of environmental damage of Surry’s transportation infrastructure.

OBJECTIVE 1 – Improve conditions of all Town roads to at least B grade level and maintain at that level.

Strategy 1: Ensure that Surry’s newly developed capital expenditure plan includes a five-year minimum budget for routine maintenance and emergency repairs of roads, berms, and culverts affecting all town roads. Establish process for future storm damage remediation budget item in Capital Plan.

Responsibility: Select Board, Public Works Department, Finance Committee
Time Frame: On-going

Strategy 2: Ensure that all new private roads and driveways comply with relevant town ordinances and State regulations.

Responsibility: Public Works Department, Code Enforcement Officer
Time Frame: On-going

OBJECTIVE 2 -- Develop strategies to improve the safety of Surry’s transportation infrastructure and adapt to increasing climate change and threats of environmental damage.

Strategy 1: Actively participate in regional and State transportation improvement efforts.

Responsibility: Select Board

Time Frame: On-going

Strategy 2: Expand temporary and permanent electronic monitoring and enforcement of speed limits including patrolling all areas where there is a high volume of speed limit violations.

Responsibility: Select Board, Public Works Department

Time Frame: On-going

Strategy 3: Consider installing a public Electric Vehicle (EV) charging station as EVs become more prevalent.

Responsibility: Select Board, Climate Action Work Group

Time Frame: 3-5 years

Municipal Services and Facilities

GOAL: Provide Surry residents with appropriate public facilities and services at sustainable cost levels.

OBJECTIVE 1 -- Enable the Surry Fire Department to provide timely and effective services to residents.

Strategy 1: Address urgent Fire Department vehicle and equipment needs.

Responsibility: Select Board, Fire Chief

Time Frame: One – two years

Strategy 2: Address Fire Department water source needs in strategic locations by identifying, mapping, and creating dry hydrant water sources.

Responsibility: Select Board, Fire Chief

Time Frame: One – two years

Strategy #3: Explore opportunities for regionalizing firefighting capabilities, including possibility of shared, paid firefighters.

Responsibility: Fire Chief, Select Board, volunteer committee

Time Frame: Three – five years

Strategy 4: Revise the SCO to require new subdivisions to provide water supply for fire protection plus needed access for emergency vehicles.

Responsibility: Planning Board, Fire Chief
Time Frame: Two – three years

Strategy 5: Provide public education regarding wildfire safety, including landowners’ ongoing opportunities for protecting their properties.

Responsibility: Fire Chief, Select Board
Time Frame: On-going

OBJECTIVE 2 – Ensure the future effectiveness of the Town Government structure.

Strategy 1: Develop a Town Committee to research the effectiveness of alternative models such as larger Select Boards; appointed, paid Town Managers; additional support staff; outsourcing of certain office functions, etc.

Responsibility: Town Committee, Select Board
Time Frame: One – two years

Strategy 2: Explore opportunities and seek funding for making the Town’s website and information infrastructure serve as the economic and social informational hub of Surry using current and future technologies for security and interactivity.

Responsibility: Select Board, Town Committees
Time Frame: Two – three years

Strategy 3: Solicit input and updates from all boards, commissions, and committees responsible for strategy implementation and annually complete a formal review of all Comprehensive Plan Goals/Strategies/Objectives.

Responsibility: Select Board
Time Frame: One – ten years

OBJECTIVE 3 – Work within the Municipal Review Committee (MRC) to ensure that Surry’s future Municipal Solid Waste (MSW) disposal options rely on landfills as little as possible.

Strategy 1: Monitor the technical and operational progress of the Innovative Resource Recovery solid waste handling facility.

Responsibility: Select Board
Time Frame: On-going

OBJECTIVE 4 – Develop facilities suitable for aiding residents during public emergencies.

Strategy 1: Explore options for a community center with services to support residents during and after storms and other wide-spread, emergency events.

Responsibility: Select Board, Fire Department, other Town facilities
Time Frame: One – five years

Strategy 2: Develop an early warning system to facilitate local transmission of public health advisories and public evacuation notices.

Responsibility: Town Administration
Time Frame: Two - five years

Fiscal Capacity and Capital Expenditure Planning

GOAL: Maintain a stable and sustainable fiscal environment for the Town of Surry, which includes the functions and expenditures of both the municipal government and the Surry school system.

OBJECTIVE – Utilize all available resources to maintain fiscal stability and control tax increases for the Town in the face of economic, environmental, and demographic changes.

Strategy 1: Review the annual State Property Valuation report, meet with the State’s Assessor’s field representative if there are significant changes, and file an appeal if necessary.

Responsibility: Select Board
Time Frame: Annual, beginning in one year

Strategy 2: Update the Capital Investment Plan (CIP) annually to facilitate calculation of future budgetary impacts. Consider how projects may be funded and identify grant opportunities to defray project costs.

Responsibility: Select Board, Finance Committee, Investment Committee
Time Frame: On-going

Strategy 3: Work collaboratively with Town departments, the Surry School Board, and Town committees to establish priorities and their funding, and to secure relevant and useful input for the CIP from all stakeholders.

Responsibility: Select Board, Finance Committee

Time Frame: On-going

Strategy 4: Develop a user-friendly tool / mechanism to help residents understand the impact of planned, as well as possibly unexpected, capital investments and expenses on their tax bill.

Responsibility: Select Board, Finance Committee

Time Frame: Three – five years

Strategy 5: Develop and/or recommend a fiscal structure for the Town 5 to 10 years out, with guidelines on how to fund expenditures. Document and maintain existing procedures or create new ones (such as a limit for debt which might be different from the State or Bond Bank recommended percentage limits of property valuation).

Responsibility: Select Board, Finance Committee

Time Frame: One – two years

Strategy 6: Explore opportunities for collaboration with neighboring communities to plan for and finance shared or adjacent capital investment projects to create cost savings and improve efficiencies.

Responsibility: Select Board, Finance Committee

Time Frame: On-going

Climate Change

GOAL: Protect Surry’s land and residents from the negative impacts of climate change.

OBJECTIVE – Develop and implement strategies to adapt to and/or mitigate the effects of sea level rise and severe weather events.

Strategy 1 – Build on the engineering evaluation of flood risks produced by GEI as part of the Tri-town Climate Vulnerability Assessment. Pursue funding to implement the recommended solution and/or develop others.

Responsibility: Select Board, Climate Action Work Group

Time Frame: One – ten years

Strategy 2 -- Conduct and fund an engineering study to remove the tidal restriction at Emerton Brook outlet and develop and enforce prohibitions on shell fishing in the marsh.

Responsibility: Climate Action Work Group, Conservation Commission, Shellfish Warden

Time Frame: One -- three years

Strategy 3 -- Develop erosion control plans for Town-owned waterfront property, including the Town Wharf and the Pines area.

Responsibility: Climate Action Work Group, Select Board

Time Frame: One – ten years

Strategy 4 -- Develop programs such as a culvert data base and storm water treatment such as vertical cisterns, rain gardens, etc. to improve drainage across Surry to prevent storm damage and reduce migration of sediments/nutrients into salt and freshwater bodies.

Responsibility: Conservation Commission, Climate Action Work Group

Time Frame: Three – ten years

Strategy 5 -- Review all existing stormwater management ordinances to protect wetlands, vernal pools and water bodies, and propose changes or new ordinances to ensure that new development or property modifications are designed to minimize run-off and control sediment migration.

Responsibility: Planning Board, Conservation Commission
Time Frame: Two – four years

EDUCATION

GOAL: Provide Surry residents with appropriate public educational facilities and services at sustainable cost levels.

OBJECTIVE 1 – Develop strategies to upgrade, expand or replace Surry Elementary School facilities.

Strategy 1: Develop and fund a plan to upgrade the physical plant and learning spaces of the School.

Responsibility: School Board, Select Board
Time Frame: Two – four years

Strategy 2: Implement required plans to apply for State funding for a new School during the next decade, including investigating potential sites for a new school.

Responsibility: School Board, Select Board, Finance Committee
Time Frame: One – ten years

Strategy 3: Evaluate potential for additional buildings on current SES site, including costs to mitigate PFAS on Osgood Lot for use by the School.

Responsibility: School Board
Time Frame: Two -- four years

OBJECTIVE 2: Develop proactive strategies to ensure that delivery of educational programming and services meet student and faculty needs.

Strategy 1: Continue to provide educators and staff with exemplary professional development opportunities so that students meet or surpass required standards.

Responsibility: School Board, School Administration
Time Frame: On-going

Strategy 2: Improve reliability of school bus service.

Responsibility: School Board
Time Frame: One -- three years

Strategy 3: Improve community understanding of SES and high school education cost/benefits.

Responsibility: School Board, Finance Committee
Time Frame: On-going

Strategy 4: Investigate alternative sources of financial support of programs through grants and State/National Initiatives.

Responsibility: School Board, School Administration
Time Frame: On-going

Strategy 5: Continue to seek opportunities to share costs/contracted services with other communities in School Union 93.

Responsibility: School Board
Time Frame: On-going

Strategy 6: Reengage the community as school volunteers.

Responsibility: School Administration
Time Frame: One – two years

Village Center

GOAL: Grow and develop Surry Village into a true “village center” for residents and visitors, while preserving its small-town character.

OBJECTIVE – Develop Village Master Plan and subsequent implementation plans.

Strategy 1: Create a strategy and master plan for adding retail shops; small-scale, multi-family housing; and public facilities to the Village.

Responsibility: SECDC, Planning Board, Select Board
Time Frame: Two to ten years

Strategy 2: Develop a program of festivals and events to provide increased visibility and economic opportunity for local businesses, especially for Surry’s creative economy, consisting of craftspeople, artists, authors, musicians, etc.

Responsibility: SECDC
Time Frame: Four to six years

Strategy 3: As part of the Village Master Plan, evaluate and recommend options for increasing the attractiveness, usage, and environmental resilience of the Town Wharf. Consider temporary rest rooms, food truck evenings, transient retail booths, events featuring music, crafts, kayak tours of the bay, etc., while addressing drainage issues to mitigate the effects of sea level rise and severe storms.

Responsibility: Select Board, SECDC, volunteer committee
Time Frame: Three to five years

Strategy 4: Create “museum in the streets” signage / maps, interactive Town website maps and paper maps highlighting historic buildings, recreational opportunities such as hiking trails, Town beach, boat launch, etc.,

Responsibility: SECDC, Select Board, Historical Society
Time Frame: Three to five years

Strategy 5: As part of the Village Master Plan, develop and implement strategies to improve vehicle speed control and expand safe pedestrian walkways in the Village center, by researching external

funding and educating residents on a possible widening of Rte. 172 and North Bend Road, aimed specifically at accommodating sidewalks and/or bike lanes.

Responsibility: Select Board, SECDC

Time Frame: Two to three years

Future Land Use

GOAL: Retain the scenic, rural character of Surry while providing attainable opportunities for residential, commercial, and compatible light industrial growth.

OBJECTIVE 1 – Expand and update the Town’s data / knowledge of its land uses, opportunities, and limitations.

Strategy 1-- Develop a capability or contract with a GIS provider to create an inventory of climate vulnerability for residential dwellings, utilizing the Maine Can’t Wait guidelines for “Manage To” and “Plan For” sea level rise scenarios.

Responsibility: Select Board, Climate Action Work Group

Time Frame: One – three years

Strategy 2 -- Create and regularly update (via GIS) an inventory of currently undeveloped and not already conserved land in Surry to determine potential for future residential development.

Responsibility: Select Board

Time Frame: One – four years

OBJECTIVE 2: Modify certain Town ordinances and zoning districts (NOT including the Rural District) to encourage development of attainable, denser housing development, small commercial and retail operations, and compatible light industrial enterprises. Clarify Site Plan Review requirements as they would apply to a new Mixed Use Growth District.

Strategy 1 – Review and improve existing permitting procedures, particularly for designated growth areas.

Responsibility: Select Board, Planning Board

Time Frame: One – two years

Strategy 2 – Revise the Land Use Table and the SCO Chapter 3, Unified Development Ordinance, to include a Light Industrial category as described in this Chapter in the Roadside Commercial District.

Responsibility: Planning Board, Select Board

Time Frame: One – two years

Strategy 3 -- Charge a Town committee (the Surry Economic and Community Development Committee or similar body) to research and recommend Tax Increment Financing, and other incentives such as Maine Housing's new Rural Affordable Rental Housing program that Surry could utilize to encourage development of housing affordable for young families. Also, research successful attainable housing efforts in other towns, inside Maine and beyond.

Responsibility: SECDC

Time Frame: One – three years

Strategy 4 -- Evaluate the Surry Code of Ordinances for requirements and constraints impacting potential development of more duplexes, affordable multi-family residential developments and cluster developments that include mandated green open space. Allow access roads (to new residential, commercial and light industrial cluster developments only) beyond the current 1500-foot limit, consistent with Fire Department requirements. The 1500-foot limit should remain with regard to all other uses.

Responsibility: Planning Board, Select Board

Time Frame: Two - three years

Strategy 5 -- Create a new Mixed Use Growth District extending eastward from the Village District boundary along Route 172 to the Ellsworth line by combining all the current Roadside Residential District along Route 172 with the adjacent area of the Rural District to the north, as depicted on the Future Land Use map. The existing Rural District to the south of Route 172 should remain as the Rural District.

Utilize a minimum lot size of 40,000 sq. ft. throughout the new Mixed Use Growth District. Allow residential cluster developments of up to 20 units, assuming compliance with set-back, septic, well water and other existing requirements.

Responsibility: Planning Board

Time Frame: Two – three years

Strategy 6 -- Create subdivision design guidelines to help developers and the public understand development models that utilize and protect the Town’s natural resources.

Responsibility: Planning Board, Select Board

Time Frame: Two – three years

OBJECTIVE 3: Ensure that new development in Surry does not damage the treasured rural character and aesthetic or the historical / archaeological resources of the Town.

Strategy 1-- Require vegetated buffers (Trees, Shrubs, and/or appropriate landscaping compatible with the rural aesthetic) as part of the road set-back for any new residential, commercial, and light industrial development in all zoning districts.

Responsibility: Planning Board

Time Frame: Two – three years

Strategy 2 – Offer educational programs regarding land use ordinances such as Shoreline Zoning requirements to residents and realtors.

Responsibility: Conservation Commission, Code Enforcement Officer, Select Board

Time Frame: On-going

Strategy 3 – Collaborate with neighboring municipalities to coordinate land use designations and preservation strategies.

Responsibility: Select Board, Planning Board

Time Frame: On-going

Strategy 4: Continue to prohibit any new, commercial uses or developments (e.g., hotels or motels) in the Rural District.

Responsibility: Select Board, Planning Board

Time Frame: On-going

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Community Engagement (Selected documents)

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Housing Survey

Seasonal Resident Survey

Visioning Session Breakout Notes

CHAPTERS

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A-2: Historical Research Resources

J-1: Bridge Conditions

J-2: Roadwork Budget

P-1: SCO Chapter 3 Excerpt

P-2: SCO Land Use Tables

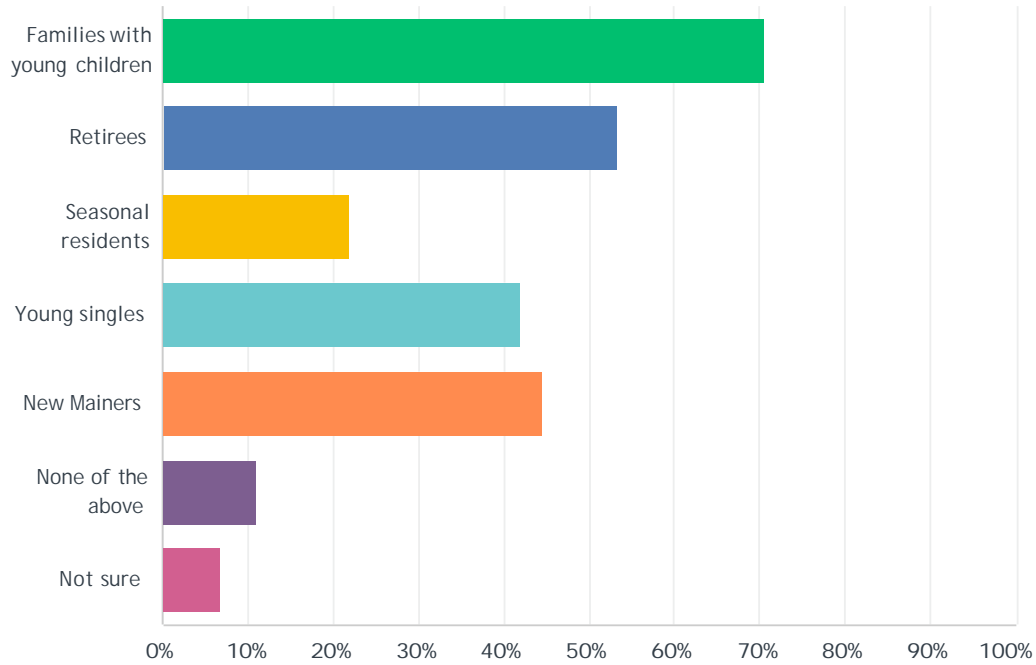
Q-1: Design Standards

APPENDICES

Community Engagement (Selected Documents)

Q1 During the next 10 years, should Surry actively work to attract:(Choose all that apply)

Answered: 323 Skipped: 3

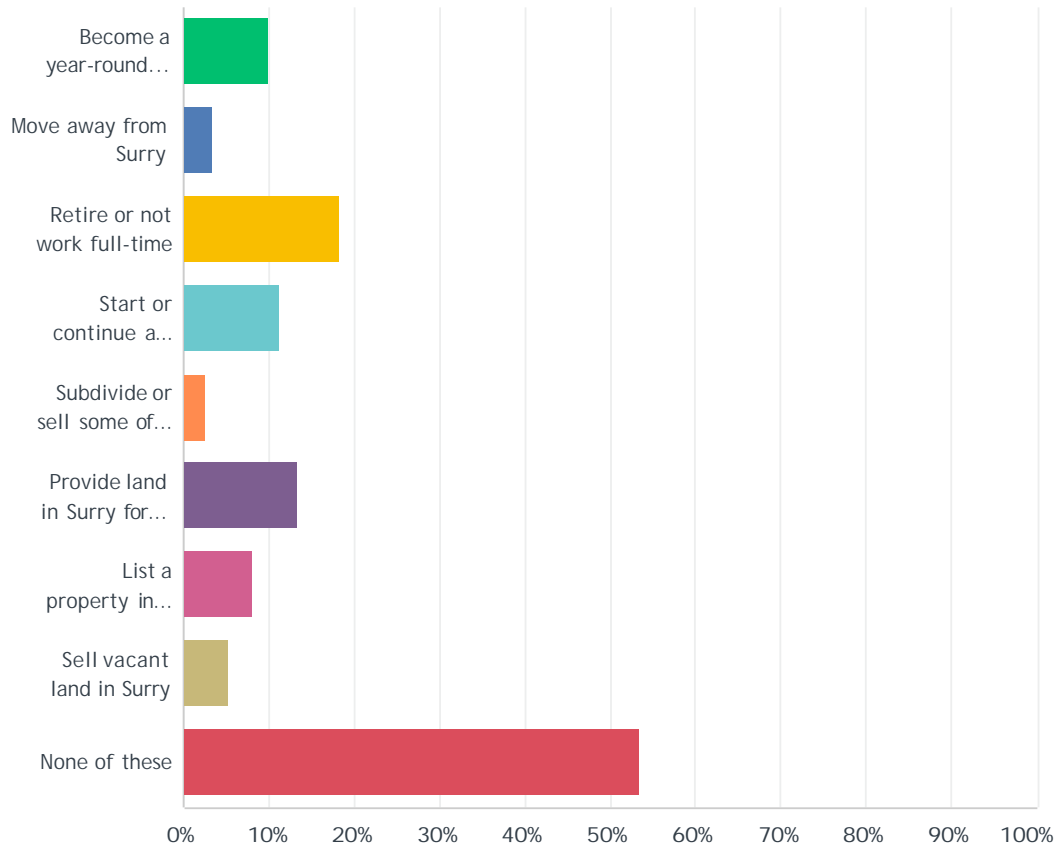


ANSWER CHOICES	RESPONSES	
Families with young children	70.59%	228
Retirees	53.25%	172
Seasonal residents	21.98%	71
Young singles	42.11%	136
New Mainers	44.58%	144
None of the above	11.15%	36
Not sure	6.81%	22

Total Respondents: 323

Q2 Do you expect to do any of the following during the next five years? (Choose all that apply)

Answered: 321 Skipped: 5

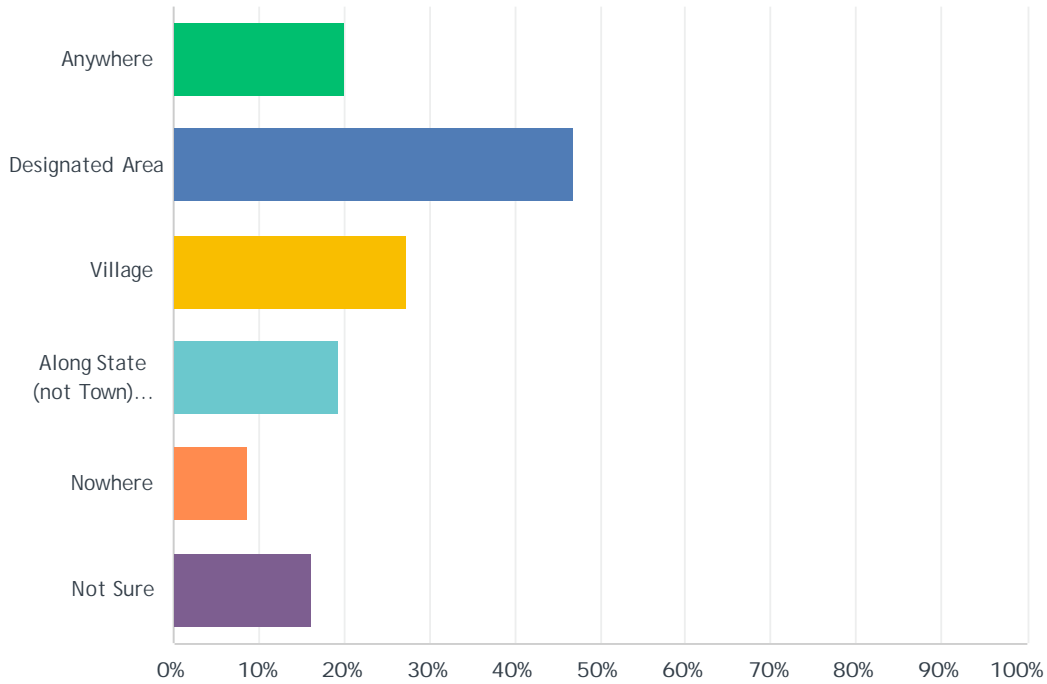


ANSWER CHOICES	RESPONSES	
Become a year-round resident of Surry	9.97%	32
Move away from Surry	3.43%	11
Retire or not work full-time	18.38%	59
Start or continue a business in my residence	11.21%	36
Subdivide or sell some of my land in Surry	2.49%	8
Provide land in Surry for a family member to build a home	13.40%	43
List a property in Surry as a short-term rental	8.10%	26
Sell vacant land in Surry	5.30%	17
None of these	53.58%	172

Total Respondents: 321

Q3 Where should any type of development occur in Surry? (Choose all that apply)

Answered: 264 Skipped: 62

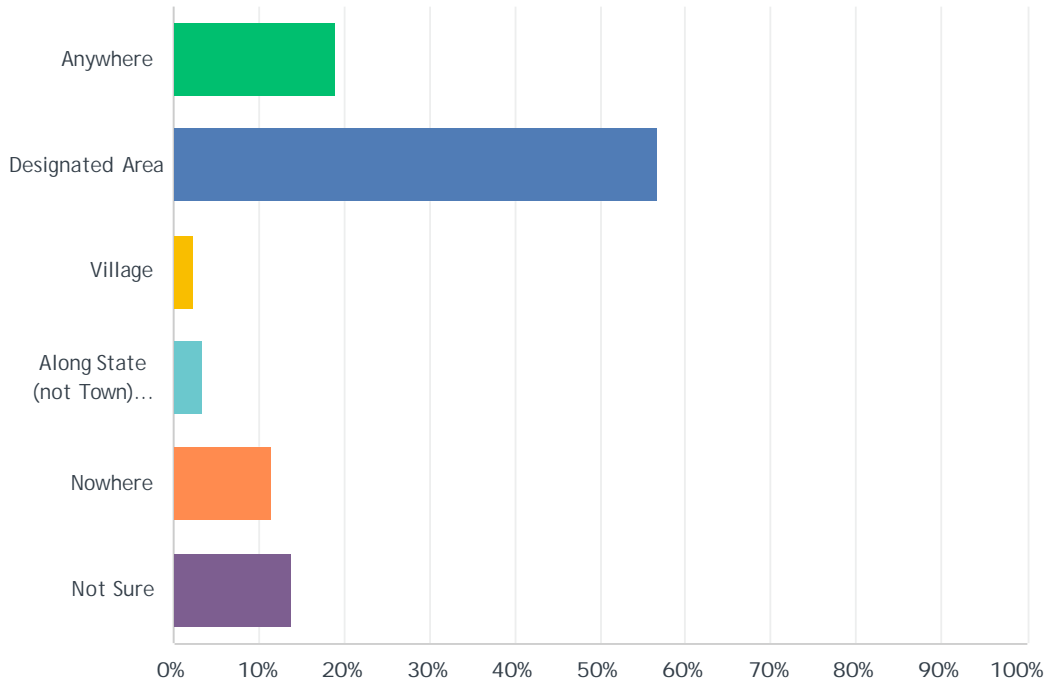


ANSWER CHOICES	RESPONSES	
Anywhere	20.08%	53
Designated Area	46.97%	124
Village	27.27%	72
Along State (not Town) Roads	19.32%	51
Nowhere	8.71%	23
Not Sure	16.29%	4

Total Respondents: 264

Q4 Where should aquaculture/fishing development occur in Surry? (Choose all that apply)

Answered: 302 Skipped: 24

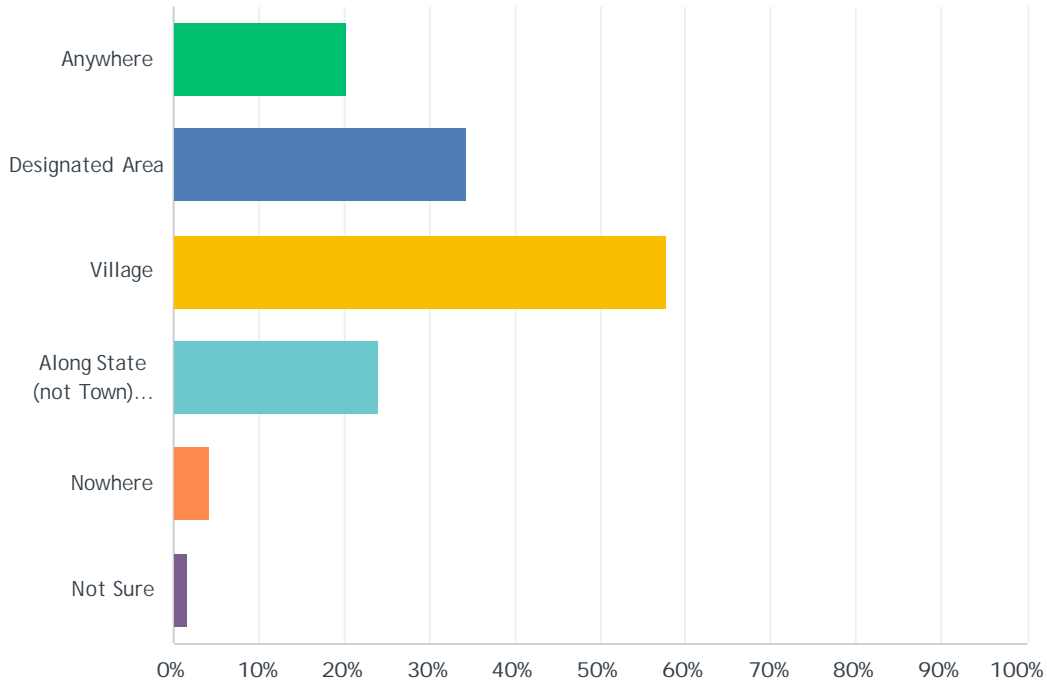


ANSWER CHOICES	RESPONSES	
Anywhere	18.87%	57
Designated Area	56.62%	171
Village	2.32%	7
Along State (not Town) Roads	3.31%	10
Nowhere	11.59%	35
Not Sure	13.91%	42

Total Respondents: 302

Q5 Where should retail shops/services development occur in Surry? (Choose all that apply)

Answered: 306 Skipped: 20

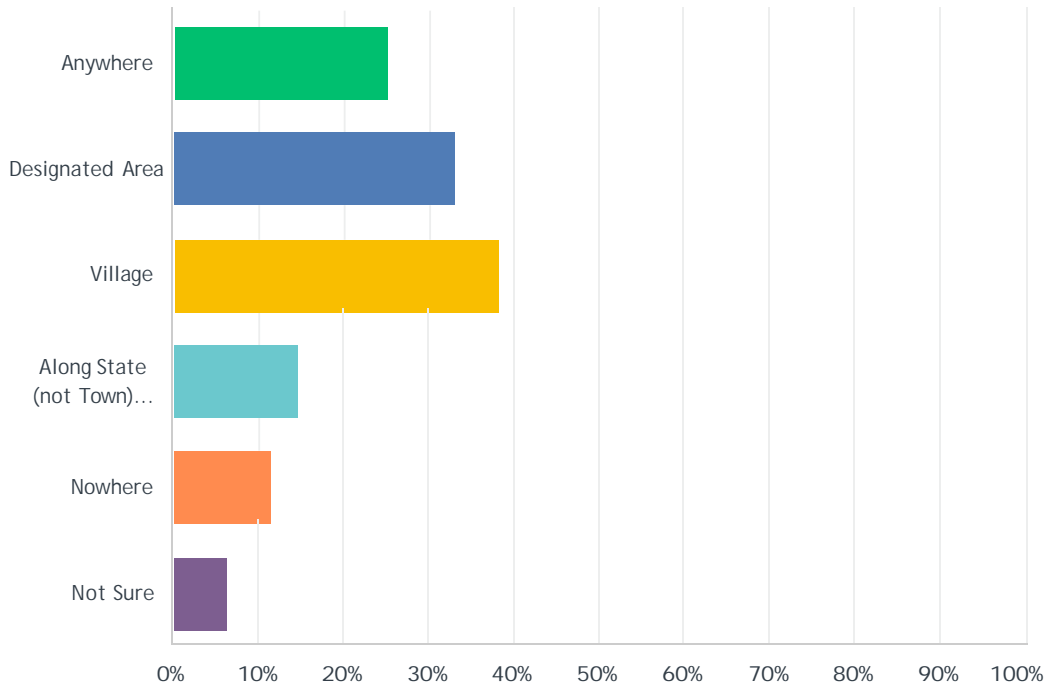


ANSWER CHOICES	RESPONSES	
Anywhere	20.26%	62
Designated Area	34.31%	105
Village	57.84%	177
Along State (not Town) Roads	24.18%	74
Nowhere	4.25%	13
Not Sure	1.63%	5

Total Respondents: 306

Q6 Where should electric vehicle charging development occur in Surry? (Choose all that apply)

Answered: 311 Skipped: 15

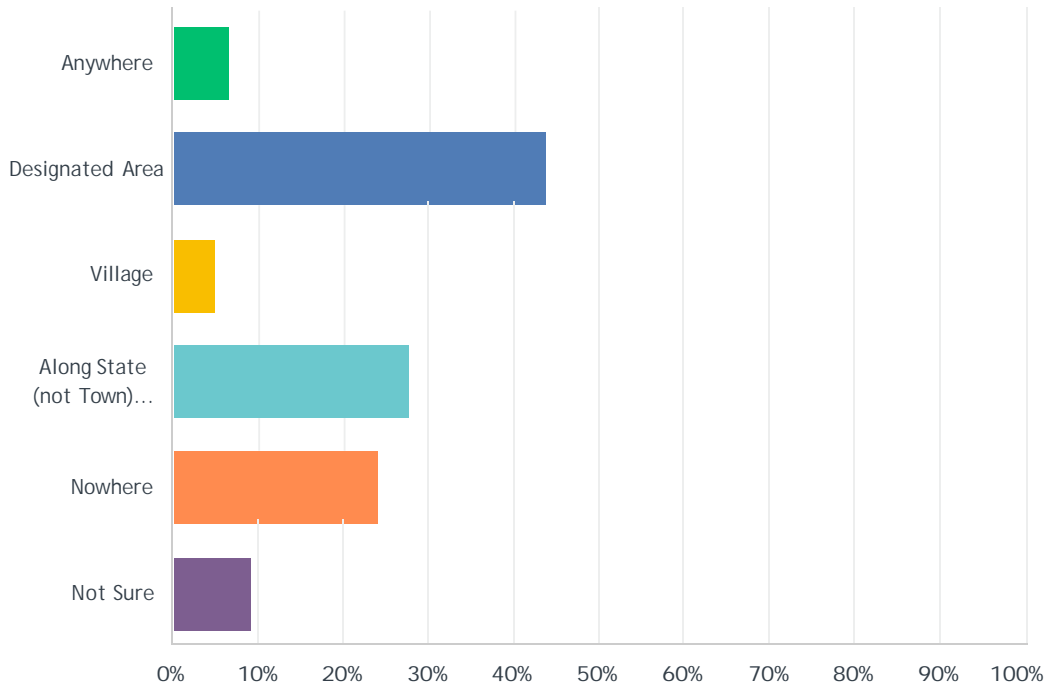


ANSWER CHOICES	RESPONSES	
Anywhere	25.08%	78
Designated Area	33.12%	103
Village	38.26%	119
Along State (not Town) Roads	14.79%	46
Nowhere	11.58%	36
Not Sure	6.43%	20

Total Respondents: 311

Q7 Where should manufacturing development occur in Surry? (Choose all that apply)

Answered: 302 Skipped: 24

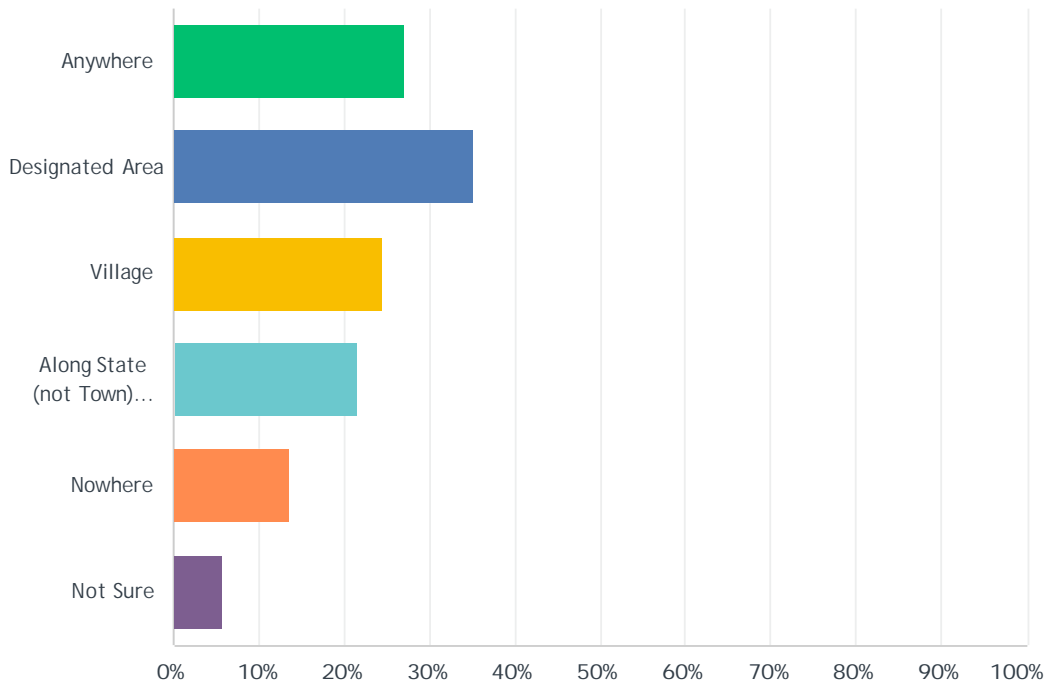


ANSWER CHOICES	RESPONSES	
Anywhere	6.62%	20
Designated Area	43.71%	132
Village	4.97%	15
Along State (not Town) Roads	27.81%	84
Nowhere	24.17%	73
Not Sure	9.27%	28

Total Respondents: 302

Q8 Where should hotel/inn/B&B development occur in Surry? (Choose all that apply)

Answered: 307 Skipped: 19

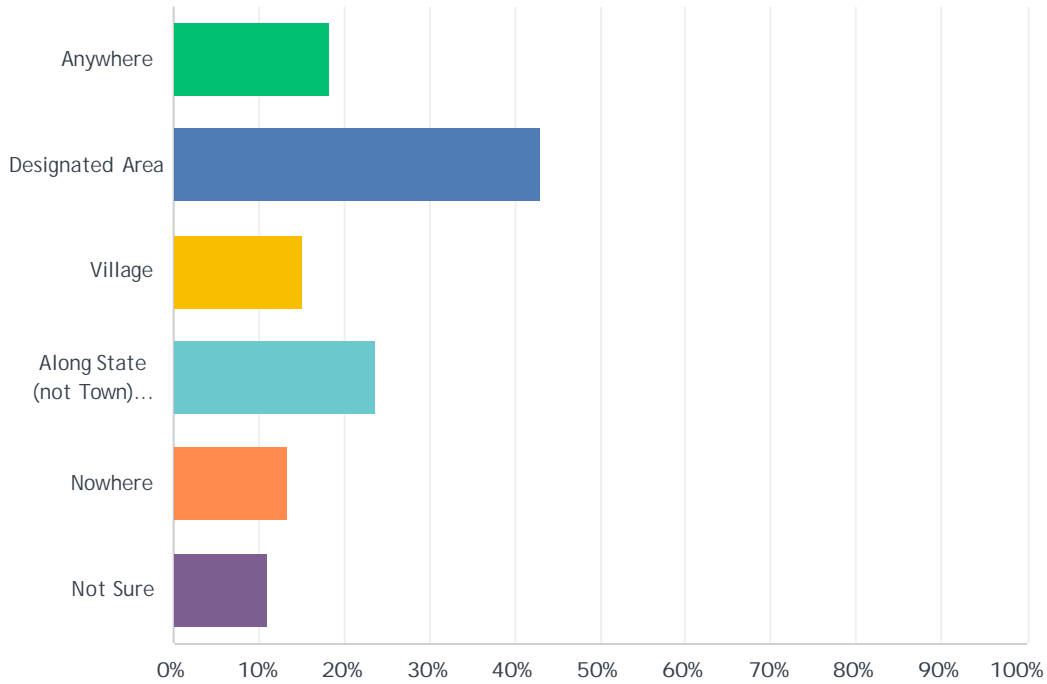


ANSWER CHOICES	RESPONSES	
Anywhere	27.04%	83
Designated Area	35.18%	108
Village	24.43%	75
Along State (not Town) Roads	21.50%	66
Nowhere	13.68%	42
Not Sure	5.86%	18

Total Respondents: 307

Q9 Where should light industry/consumer good development occur in Surry? (Choose all that apply)

Answered: 304 Skipped: 22

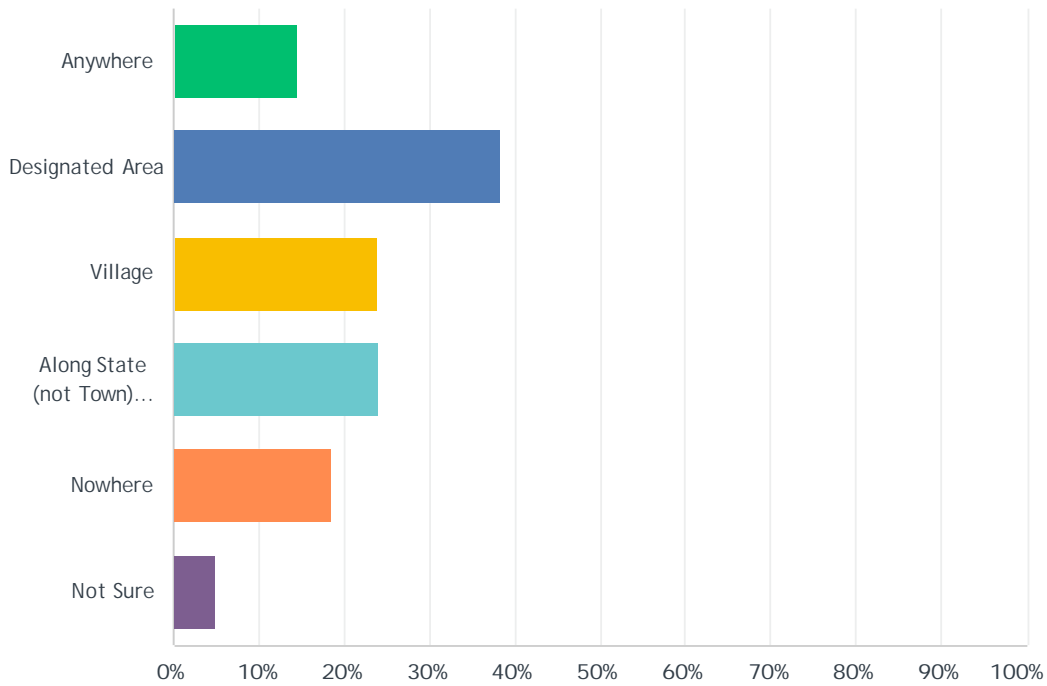


ANSWER CHOICES	RESPONSES	
Anywhere	18.42%	56
Designated Area	43.09%	131
Village	15.13%	46
Along State (not Town) Roads	23.68%	72
Nowhere	13.49%	41
Not Sure	11.18%	34

Total Respondents: 304

Q10 Where should commercial office development occur in Surry? (Choose all that apply)

Answered: 302 Skipped: 24

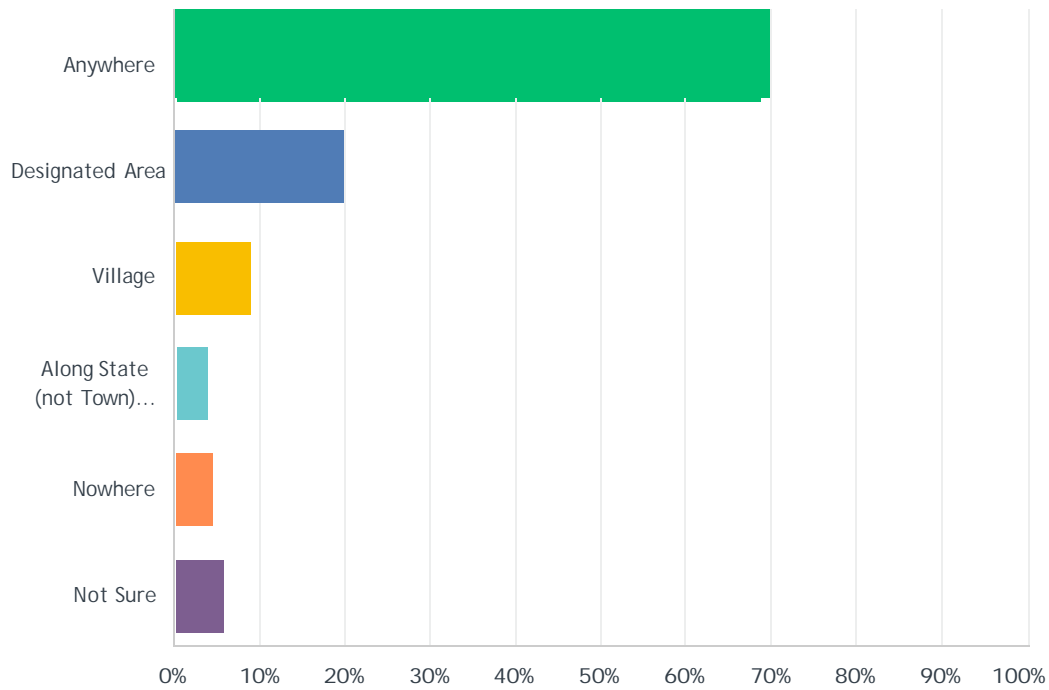


ANSWER CHOICES	RESPONSES	
Anywhere	14.57%	44
Designated Area	38.41%	116
Village	23.84%	72
Along State (not Town) Roads	24.17%	73
Nowhere	18.54%	56
Not Sure	4.97%	15

Total Respondents: 302

Q11 Where should single-family home development occur in Surry? (Choose all that apply)

Answered: 315 Skipped: 11

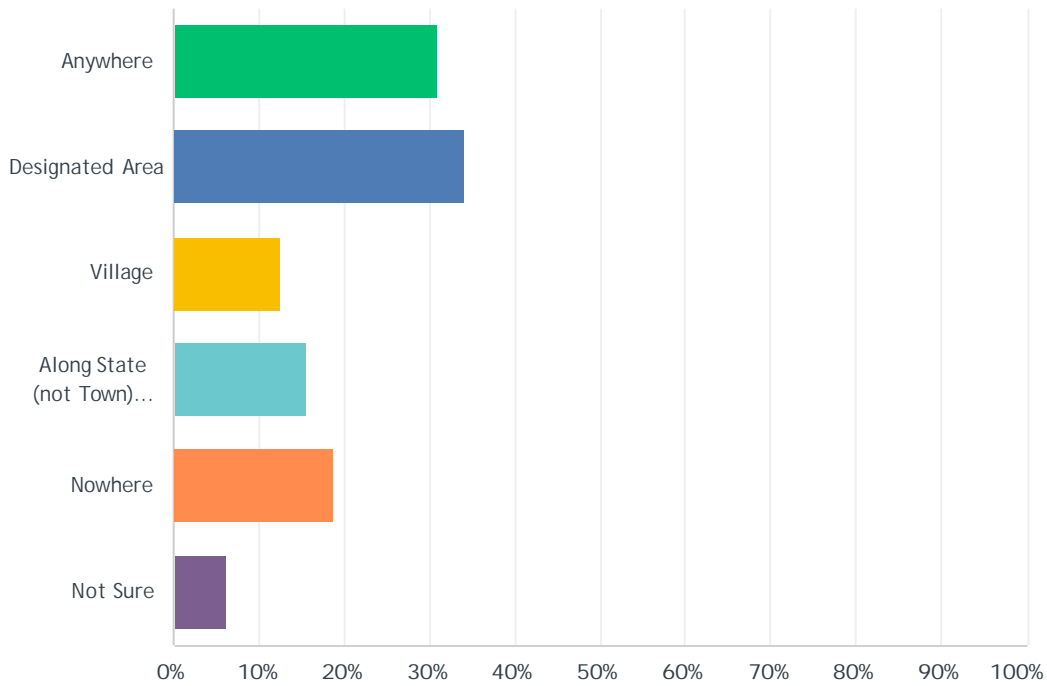


ANSWER CHOICES	RESPONSES	
Anywhere	68.57%	216
Designated Area	20.00%	63
Village	8.89%	28
Along State (not Town) Roads	3.81%	12
Nowhere	4.44%	14
Not Sure	5.71%	18

Total Respondents: 315

Q12 Where should multi-family residential unit development occur in Surry? (Choose all that apply)

Answered: 310 Skipped: 16

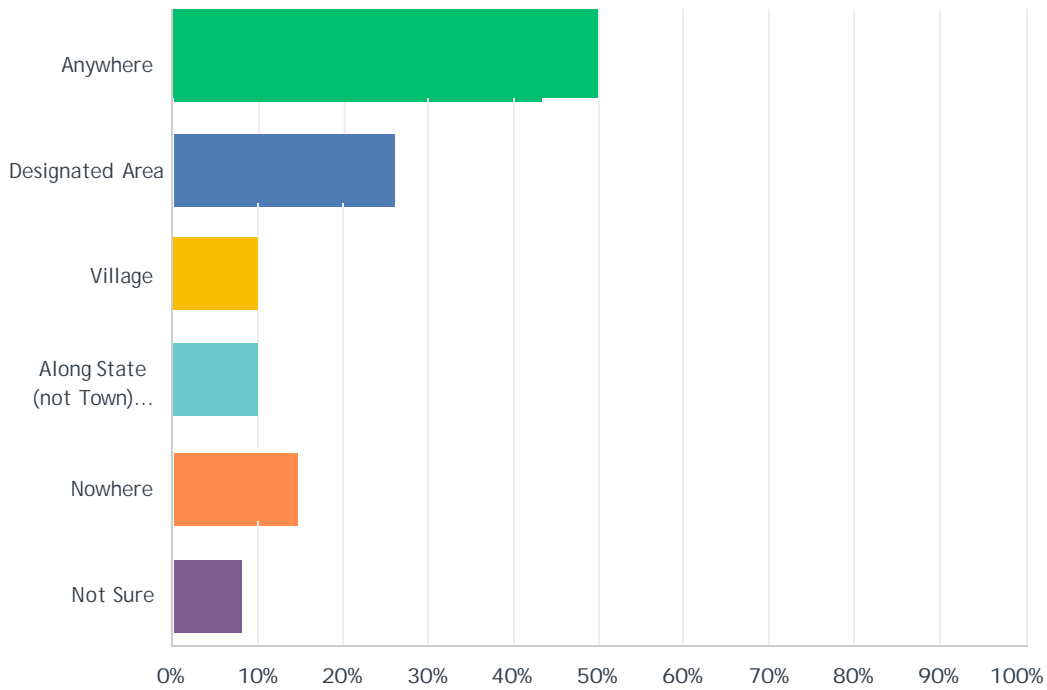


ANSWER CHOICES	RESPONSES	
Anywhere	30.97%	96
Designated Area	34.19%	106
Village	12.58%	39
Along State (not Town) Roads	15.48%	48
Nowhere	18.71%	58
Not Sure	6.13%	19

Total Respondents: 310

Q13 Where should rental housing development occur in Surry? (Choose all that apply)

Answered: 312 Skipped: 14

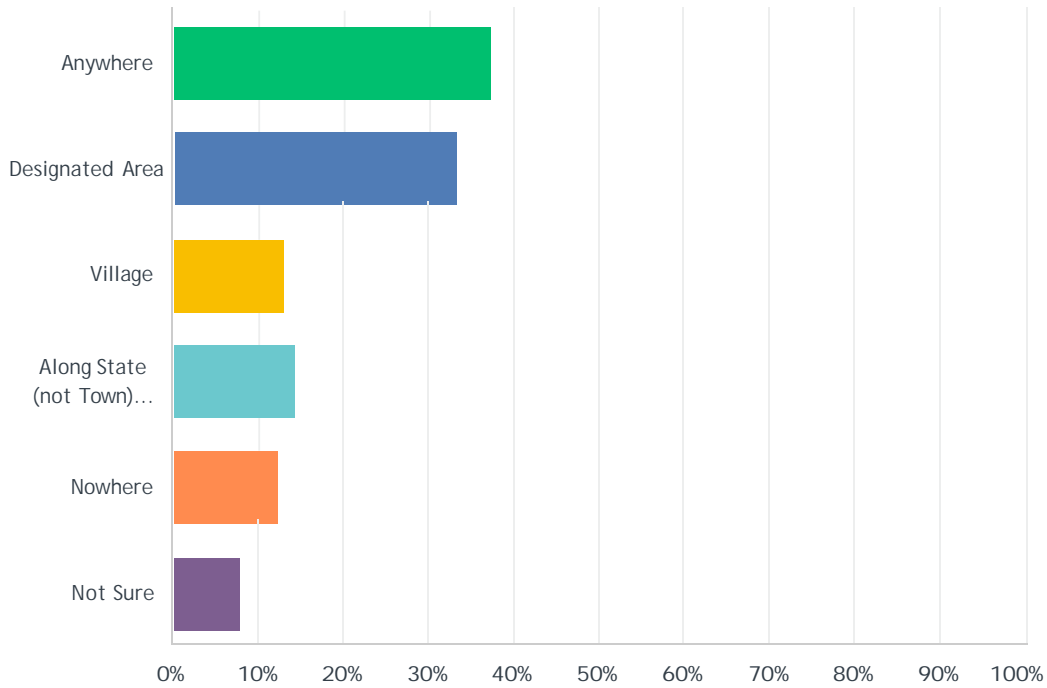


ANSWER CHOICES	RESPONSES	
Anywhere	43.27%	135
Designated Area	25.96%	81
Village	10.26%	32
Along State (not Town) Roads	10.26%	32
Nowhere	14.74%	46
Not Sure	8.01%	25

Total Respondents: 312

Q14 Where should affordable housing development occur in Surry? (Choose all that apply)

Answered: 313 Skipped: 13

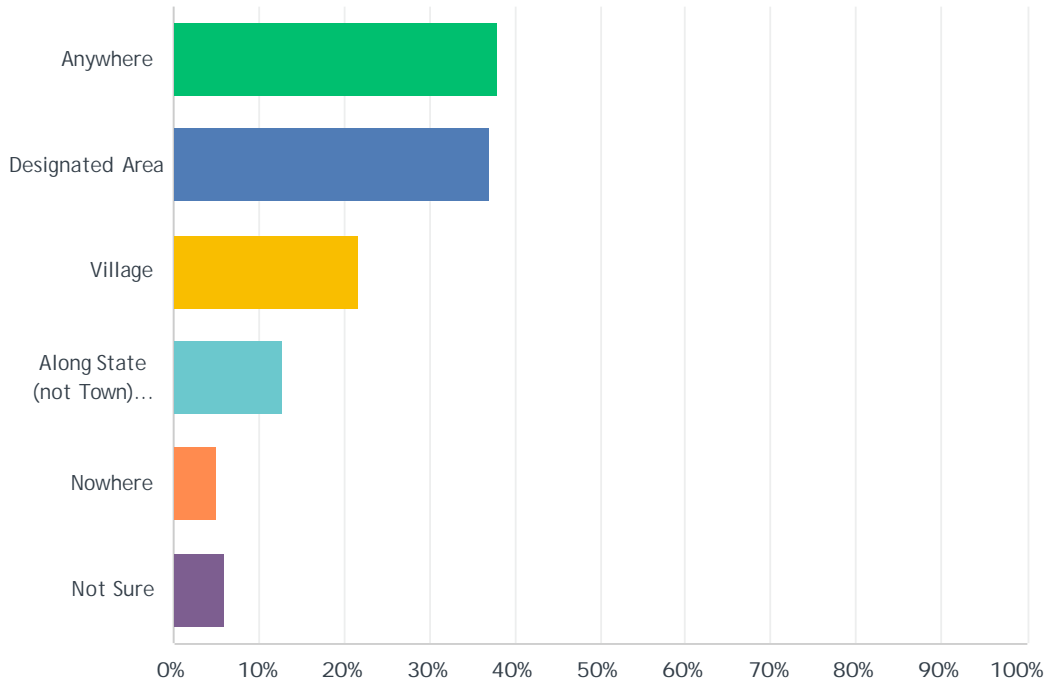


ANSWER CHOICES	RESPONSES	
Anywhere	37.38%	117
Designated Area	33.23%	104
Village	13.10%	41
Along State (not Town) Roads	14.38%	45
Nowhere	12.46%	39
Not Sure	7.99%	25

Total Respondents: 313

Q15 Where should senior housing development occur in Surry? (Choose all that apply)

Answered: 313 Skipped: 13

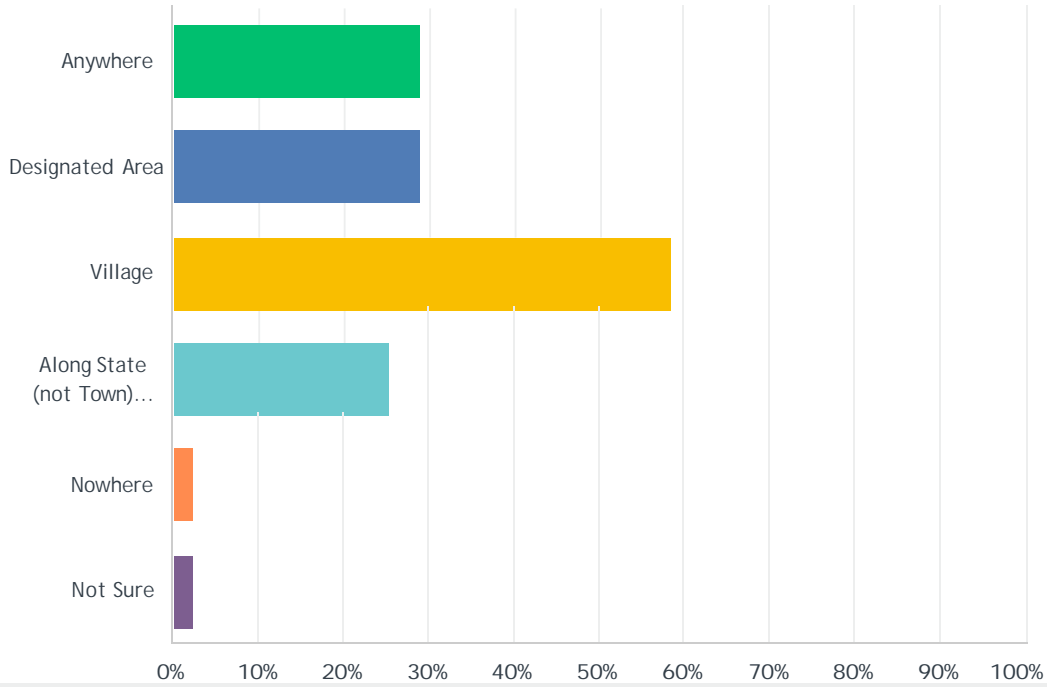


ANSWER CHOICES	RESPONSES	
Anywhere	38.02%	119
Designated Area	37.06%	116
Village	21.73%	68
Along State (not Town) Roads	12.78%	40
Nowhere	5.11%	16
Not Sure	6.07%	19

Total Respondents: 313

Q16 Where should food service (small market/restaurant) development occur in Surry? (Choose all that apply)
that apply)

Answered: 303 Skipped: 23



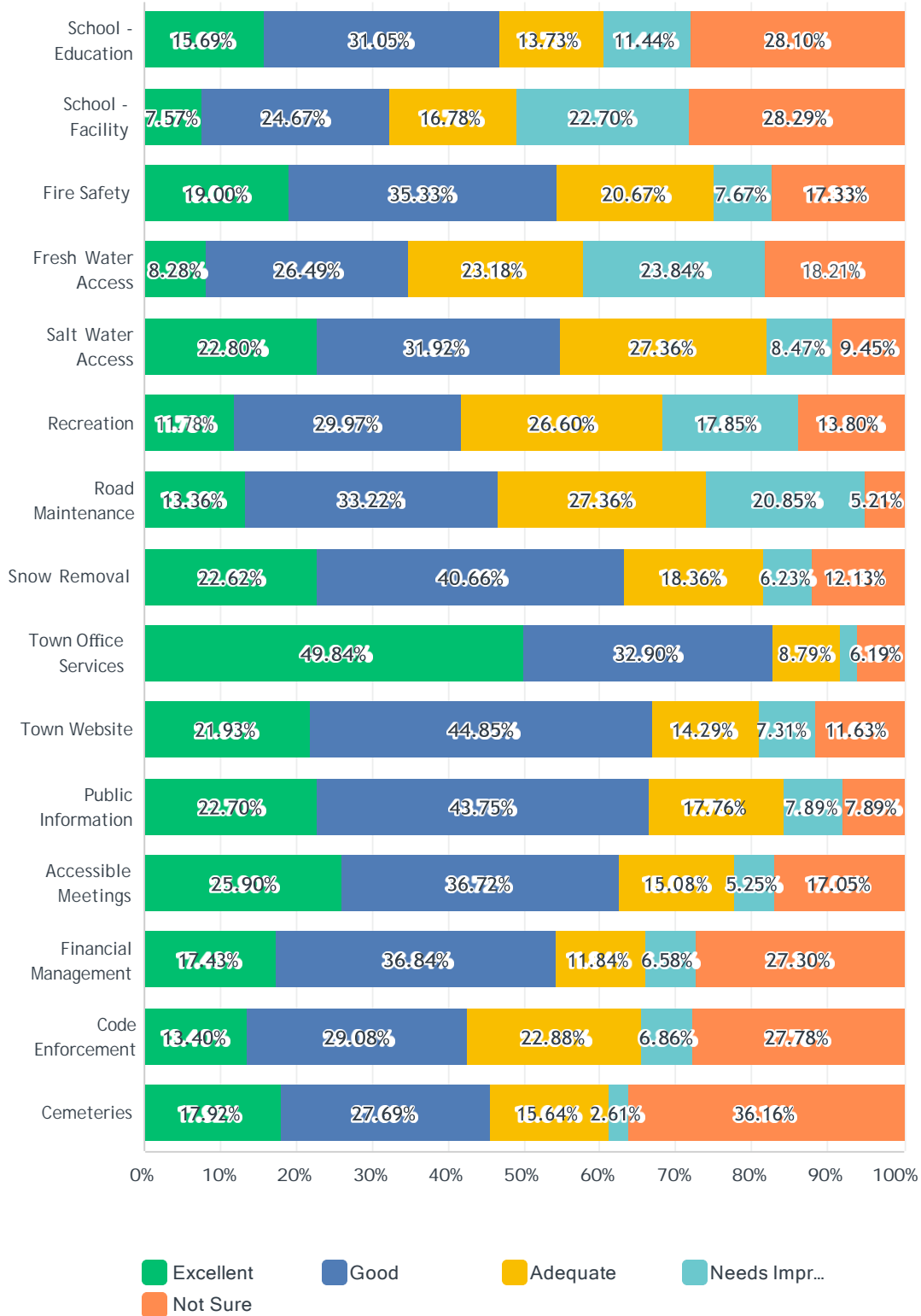
ANSWER CHOICES	RESPONSES	
Anywhere	29.04%	88
Designated Area	29.04%	88
Village	58.42%	177
Along State (not Town) Roads	25.41%	77
Nowhere	2.31%	7
Not Sure	2.31%	7

Total Respondents: 303

Surry Survey for Comprehensive Plan Update

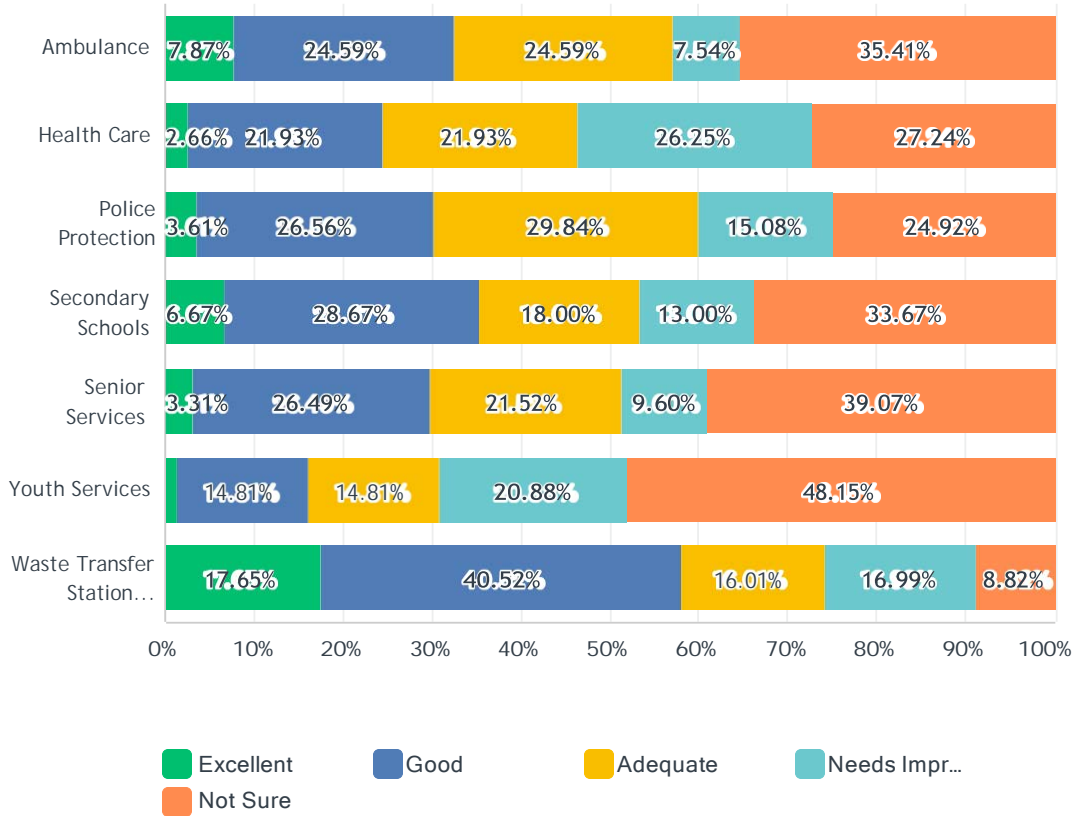
Q17 Please provide your opinion of these Town services:

Answered: 311 Skipped: 15



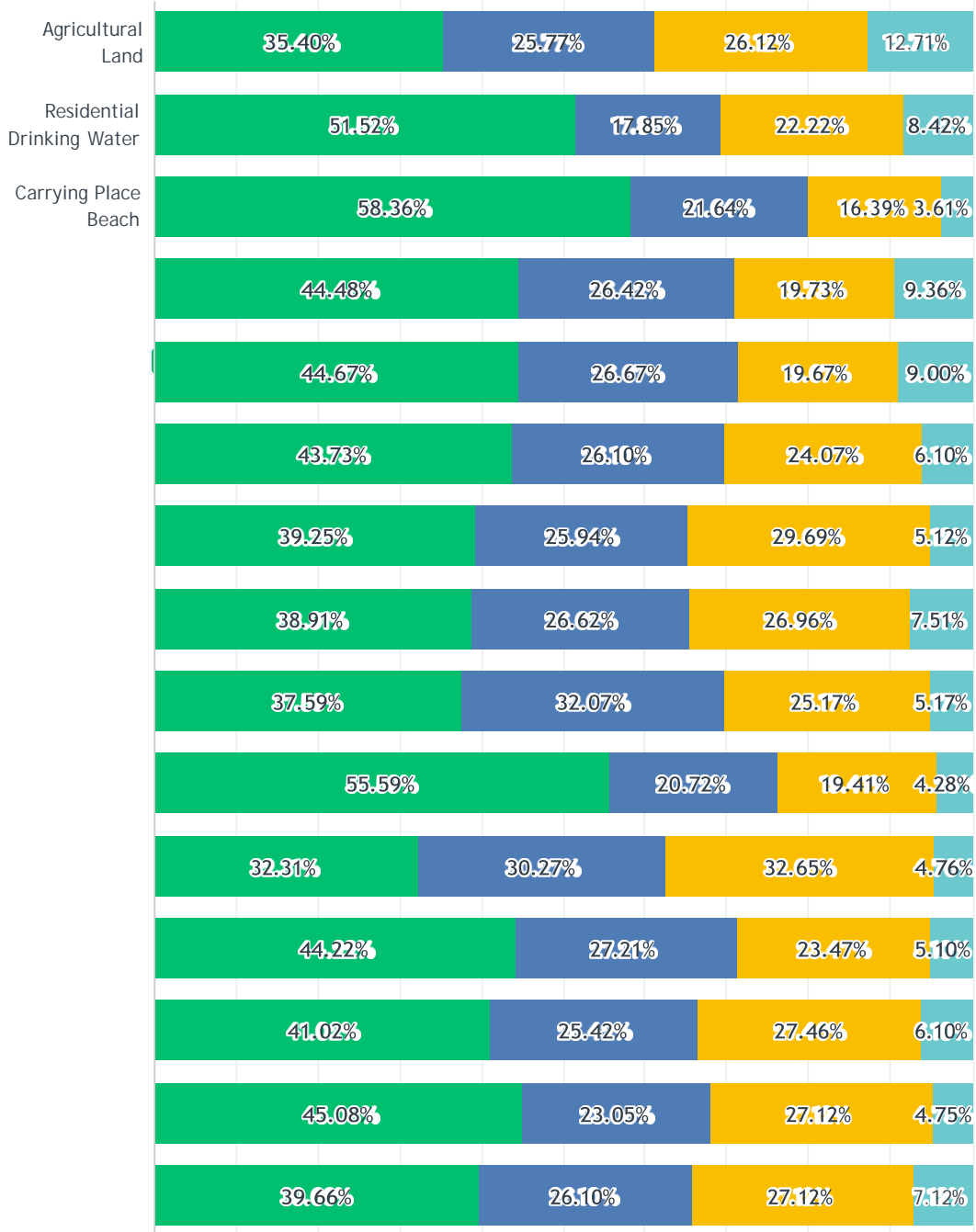
Q18 Please provide your opinion of the quality of the following services shared by Surry with other communities.

Answered: 308 Skipped: 18

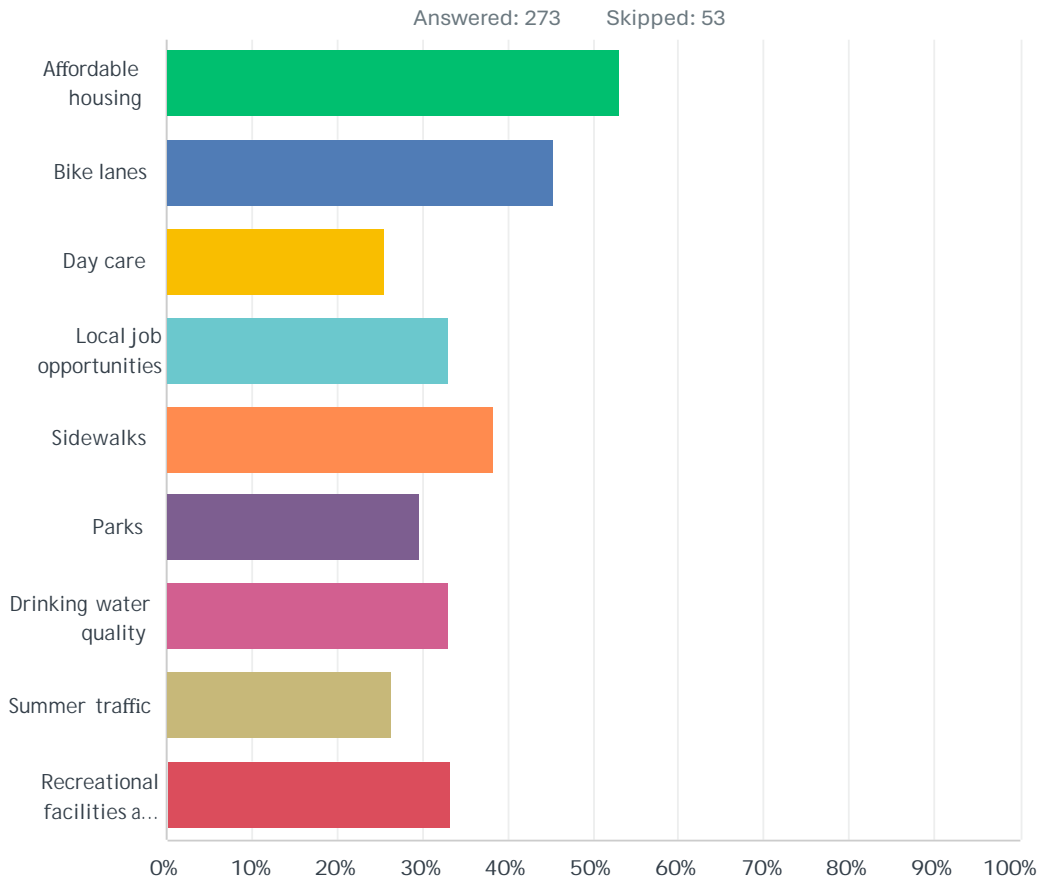


Q19 How involved should our Town government be in protecting and preserving the following:

Answered: 308 Skipped: 18



Q20 Please identify which aspects of community life need significant improvement: (Choose all that apply.)

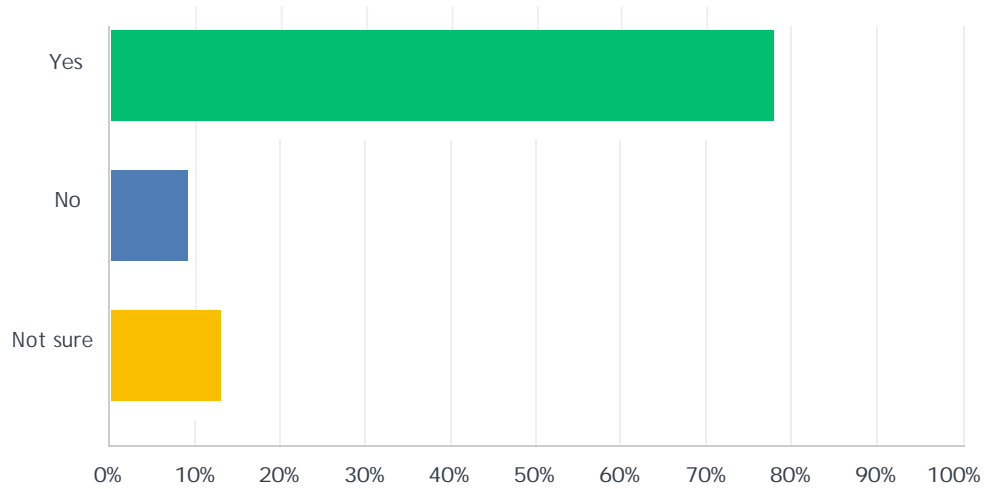


ANSWER CHOICES	RESPONSES	
Affordable housing	53.11%	145
Bike lanes	45.42%	124
Day care	25.64%	70
Local job opportunities	32.97%	90
Sidewalks	38.46%	105
Parks	29.67%	81
Drinking water quality	32.97%	90
Summer traffic	26.37%	72
Recreational facilities and services	33.33%	91

Total Respondents: 273

Q21 Given that Surry ranks close to the lowest in property tax rates compared to other local municipalities, do you believe you get good value for your property taxes? (Choose 1)

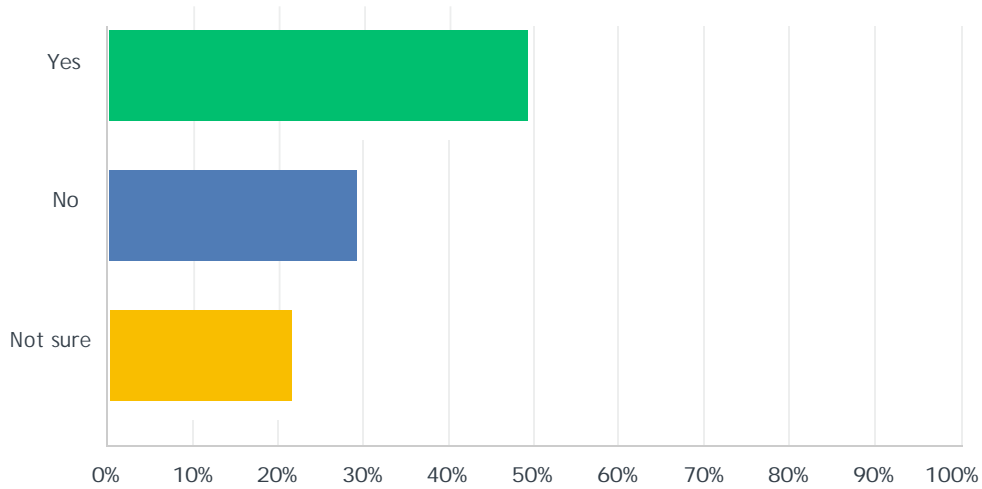
Answered: 308 Skipped: 18



ANSWER CHOICES	RESPONSES	
Yes	77.92%	240
No	9.09%	28
Not sure	12.99%	40
TOTAL		308

Q22 Would you be willing to accept moderate increases in property taxes in order to address the desired improvements you chose in question #7? (Choose 1)

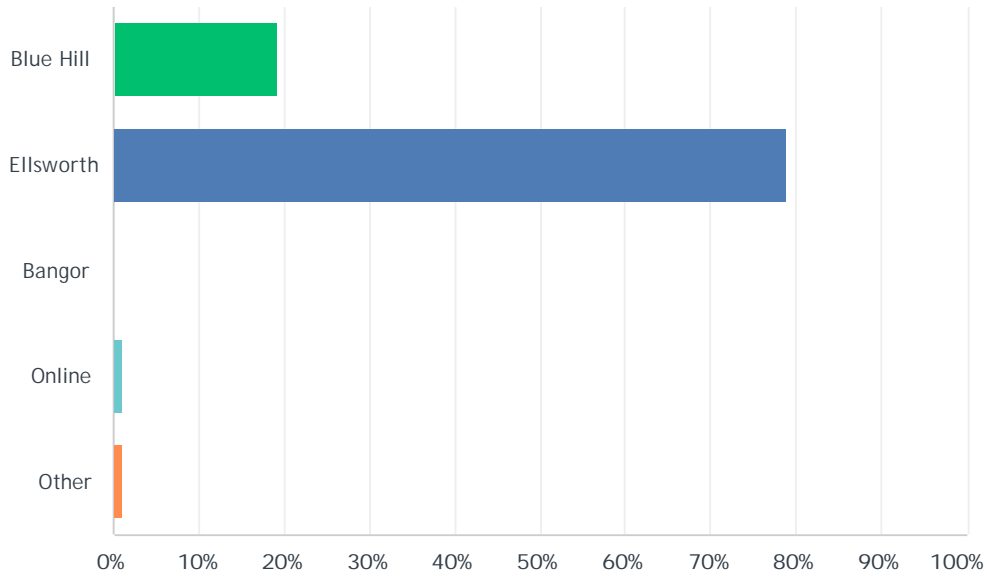
Answered: 307 Skipped: 19



ANSWER CHOICES	RESPONSES	
Yes	49.19%	151
No	29.32%	90
Not sure	21.50%	66
TOTAL		307

Q23 Where do you do most of your routine shopping (groceries, pharmacy, etc.)? (Choose 1)

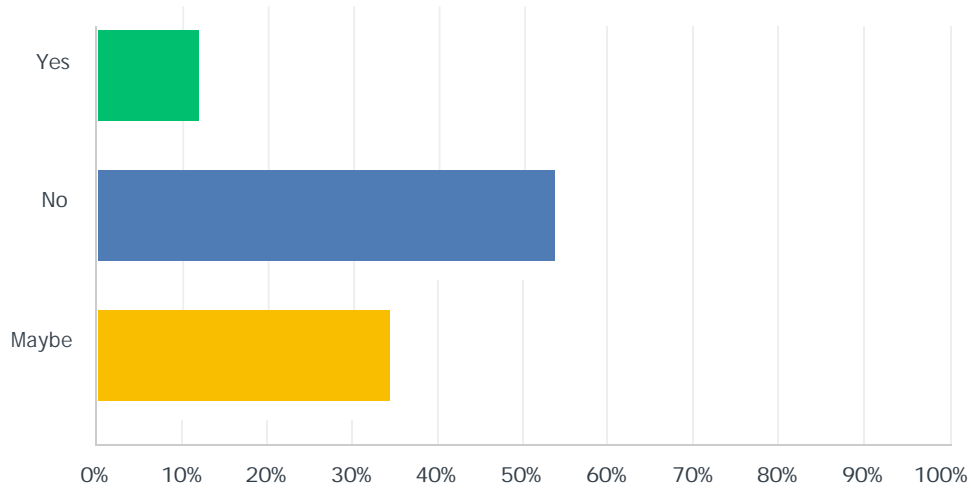
Answered: 307 Skipped: 19



ANSWER CHOICES	RESPONSES	
Blue Hill	19.22%	59
Ellsworth	78.83%	242
Bangor	0.00%	0
Online	0.98%	3
Other	0.98%	3
TOTAL		307

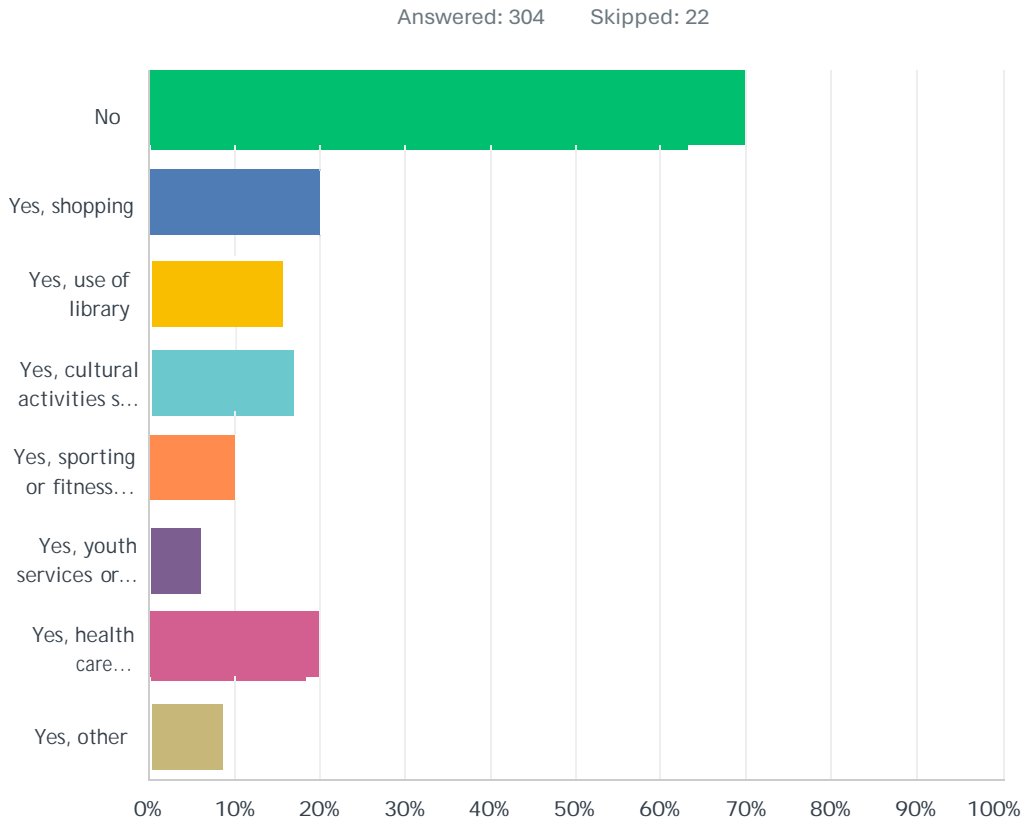
Q24 If convenient, low-cost public transportation existed on a regular schedule several times/day between Surry, Blue Hill, and Ellsworth, would you use it rather than driving your own vehicle?

Answered: 309 Skipped: 17



ANSWER CHOICES	RESPONSES	
Yes	11.97%	37
No	53.72%	166
Maybe	34.30%	106
TOTAL		309

Q25 Are there activities in which you or someone in your household would participate if convenient, low-cost public transportation were available?

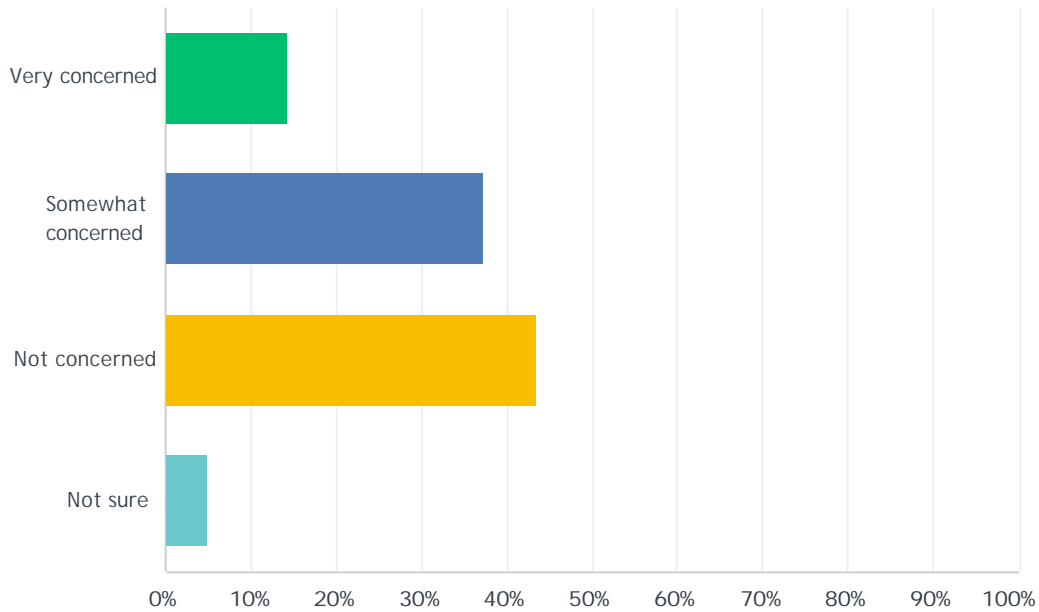


ANSWER CHOICES	RESPONSES	
No	63.16%	192
Yes, shopping	20.39%	62
Yes, use of library	15.46%	47
Yes, cultural activities such as theatre or concerts	16.78%	51
Yes, sporting or fitness activities	10.53%	32
Yes, youth services or programs	5.92%	18
Yes, health care appointments	18.42%	56
Yes, other	8.55%	26

Total Respondents: 304

Q26 How concerned are you about your ability to “age in place” in your current residence? (Choose 1)

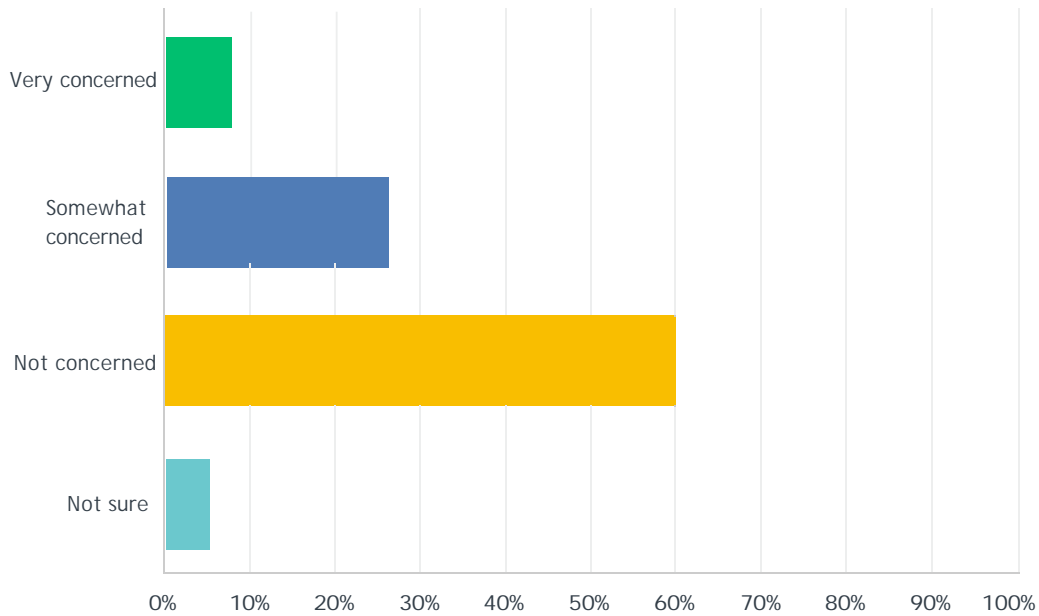
Answered: 303 Skipped: 23



ANSWER CHOICES	RESPONSES	
Very concerned	14.19%	43
Somewhat concerned	37.29%	113
Not concerned	43.56%	132
Not sure	4.95%	15
TOTAL		303

Q27 Are you concerned about your ability to access health and home support services at the present time?(Choose 1)

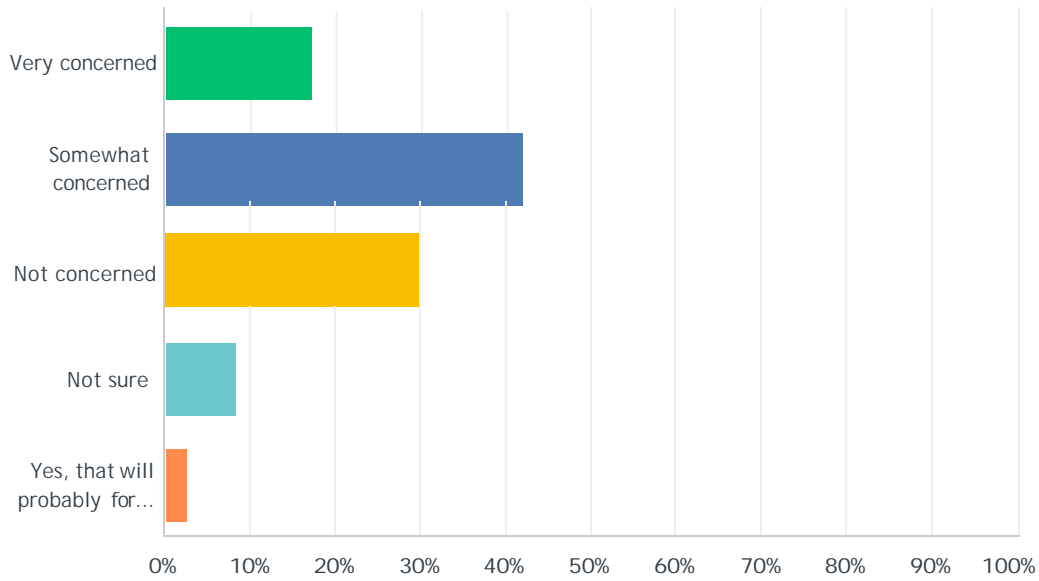
Answered: 301 Skipped: 25



ANSWER CHOICES	RESPONSES	
Very concerned	7.97%	24
Somewhat concerned	26.25%	79
Not concerned	60.47%	182
Not sure	5.32%	16
TOTAL		301

Q28 Are you concerned about your ability to access health and home support services in the future?(Choose 1)

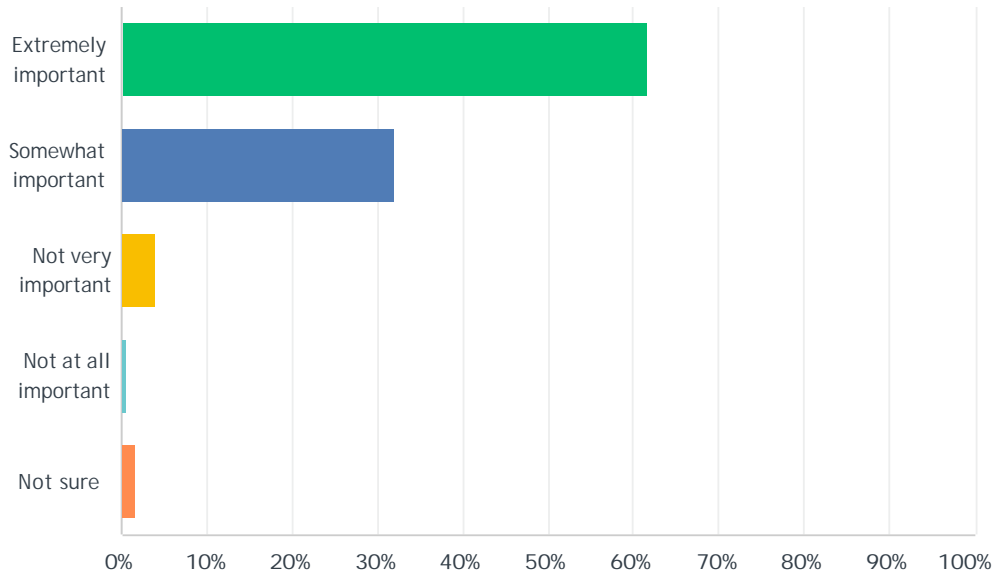
Answered: 302 Skipped: 24



ANSWER CHOICES	RESPONSES	
Very concerned	17.22%	52
Somewhat concerned	42.05%	127
Not concerned	29.80%	90
Not sure	8.28%	25
Yes, that will probably force me to move away from Surry at some point	2.65%	8
TOTAL		302

Q29 Maintaining the rural character of Surry is (Choose 1):

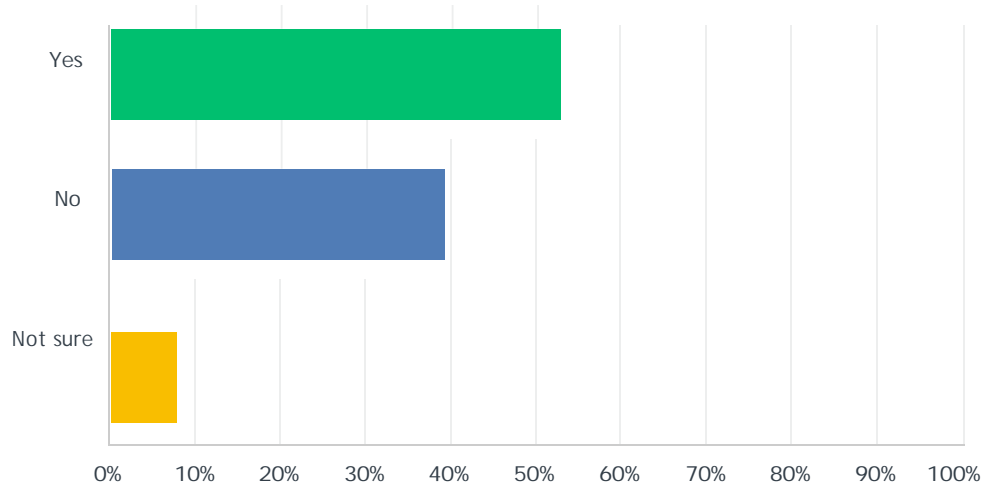
Answered: 297 Skipped: 29



ANSWER CHOICES	RESPONSES	
Extremely important	61.62%	183
Somewhat important	31.99%	95
Not very important	4.04%	12
Not at all important	0.67%	2
Not sure	1.68%	5
TOTAL		297

Q30 Has your well been tested in the past five years?

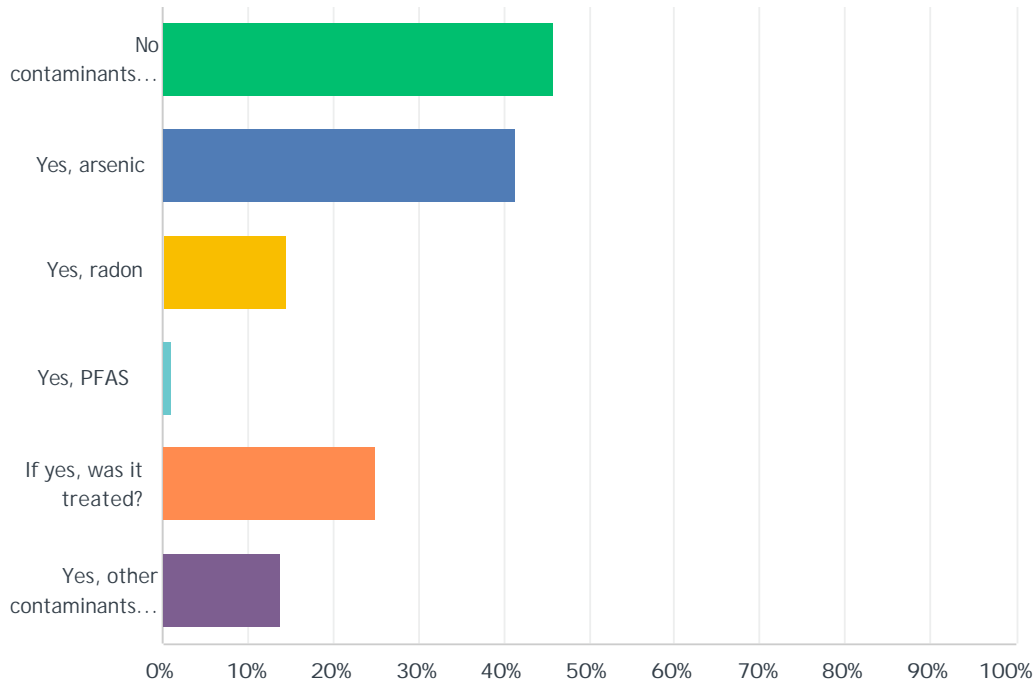
Answered: 303 Skipped: 23



ANSWER CHOICES	RESPONSES	
Yes	52.81%	160
No	39.27%	119
Not sure	7.92%	24
TOTAL		303

Q31 If your well has been tested in the past five years, did it show contamination? (Choose as many as apply)

Answered: 172 Skipped: 154

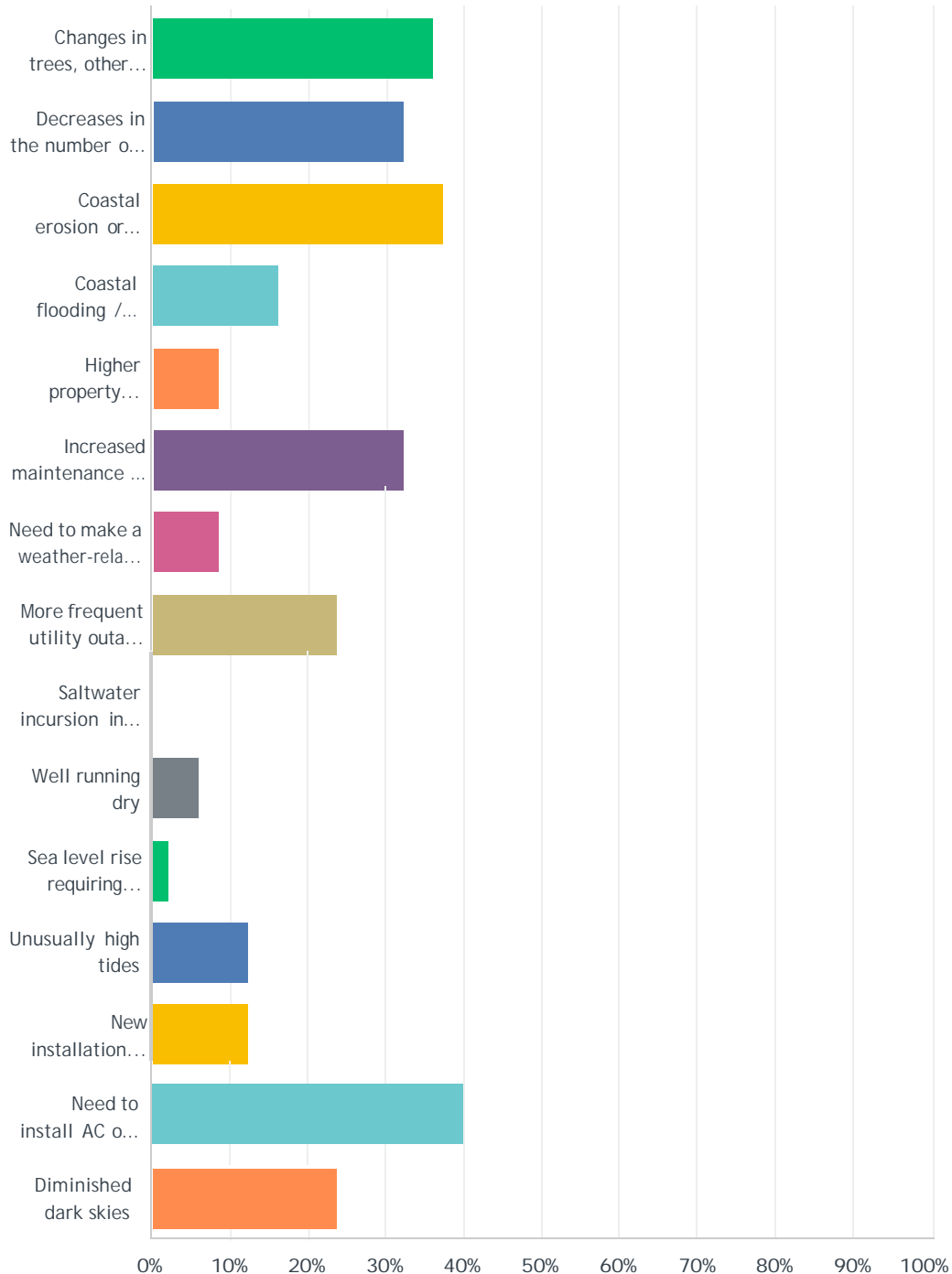


ANSWER CHOICES	RESPONSES	
No contaminants identified	45.93%	79
Yes, arsenic	41.28%	71
Yes, radon	14.53%	25
Yes, PFAS	1.16%	2
If yes, was it treated?	25.00%	43
Yes, other contaminants (please list)	13.95%	24

Total Respondents: 172

Q32 During the past 10 years, have you experienced or observed the following at or near your property in Surry? (Choose all that apply)

Answered: 236 Skipped: 90



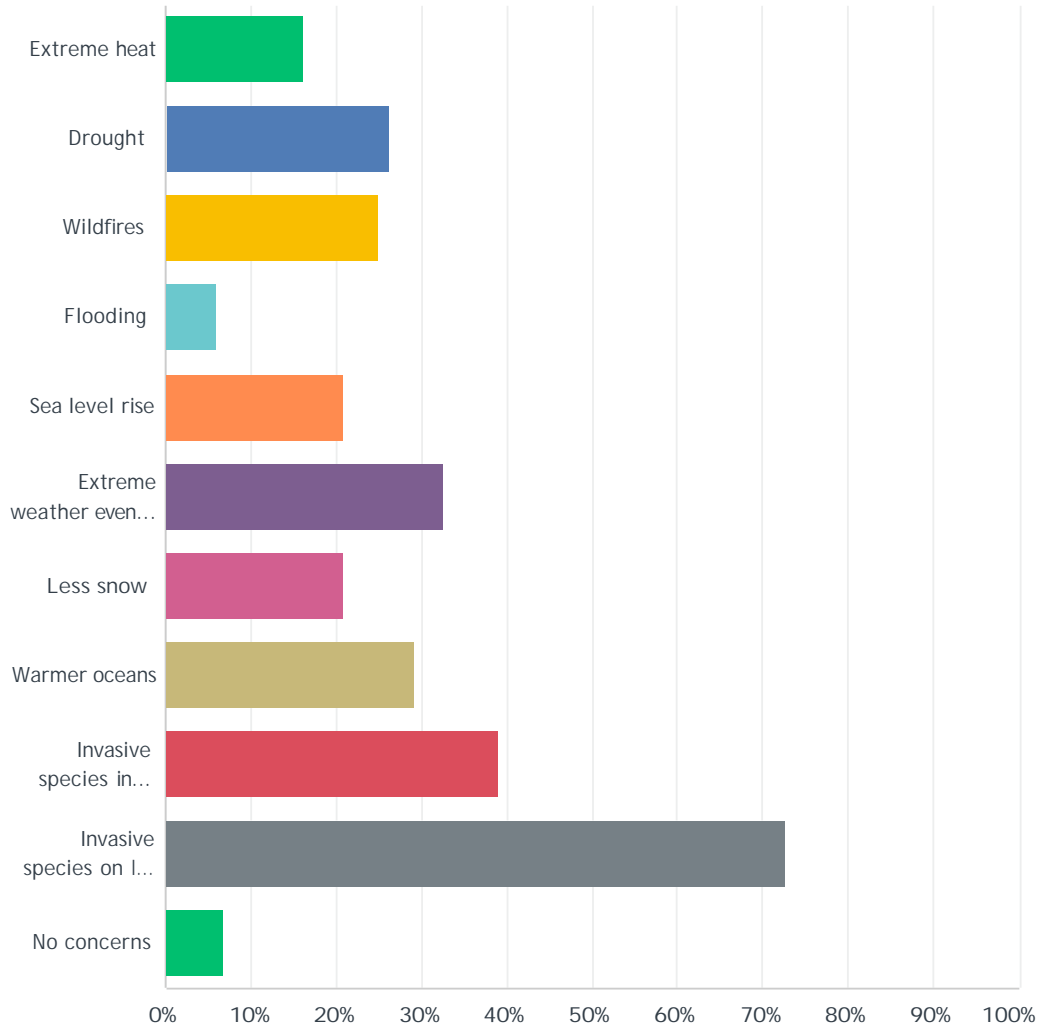
Surry Survey for Comprehensive Plan Update

ANSWER CHOICES	RESPONSES	
Changes in trees, other plant life	36.02%	85
Decreases in the number of birds	32.20%	76
Coastal erosion or shoreline change	37.29%	88
Coastal flooding / storm surge	16.10%	38
Higher property insurance premiums due to flood/weather risk	8.47%	20
Increased maintenance / repairs caused by storms	32.20%	76
Need to make a weather-related property insurance claim	8.47%	20
More frequent utility outages caused by storms	23.73%	56
Saltwater incursion into drinking water well	0.42%	1
Well running dry	5.93%	14
Sea level rise requiring raising of structures / docks	2.12%	5
Unusually high tides	12.29%	29
New installation of riprap (shoreline erosion control)	12.29%	29
Need to install AC or heat pump(s) because of high summer temperatures	39.41%	93
Diminished dark skies	23.73%	56

Total Respondents: 236

Q33 What environmental risks to our community concern you most? (Choose the three most important to you.)

Answered: 297 Skipped: 29

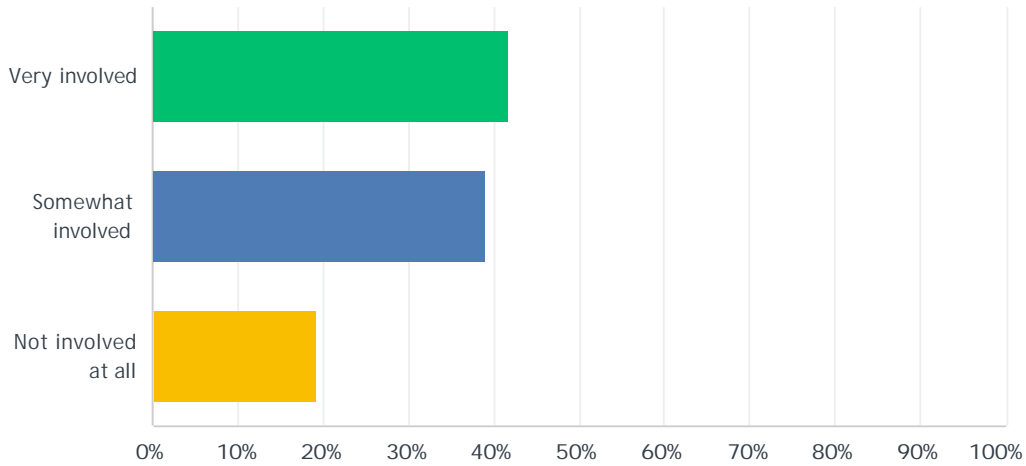


Surry Survey for Comprehensive Plan Update

ANSWER CHOICES	RESPONSES	
Extreme heat	16.16%	48
Drought	26.26%	78
Wildfires	24.92%	74
Flooding	6.06%	18
Sea level rise	20.88%	62
Extreme weather events / increased precipitation / storm surge	32.66%	97
Less snow	20.88%	62
Warmer oceans	29.29%	87
Invasive species in ponds / streams / oceans	39.06%	116
Invasive species on land (ticks, etc.)	72.73%	216
No concerns	6.73%	20
Total Respondents: 297		

Q34 How involved should the Town of Surry be in finding ways to address the negative effects of climate change? (Choose 1)

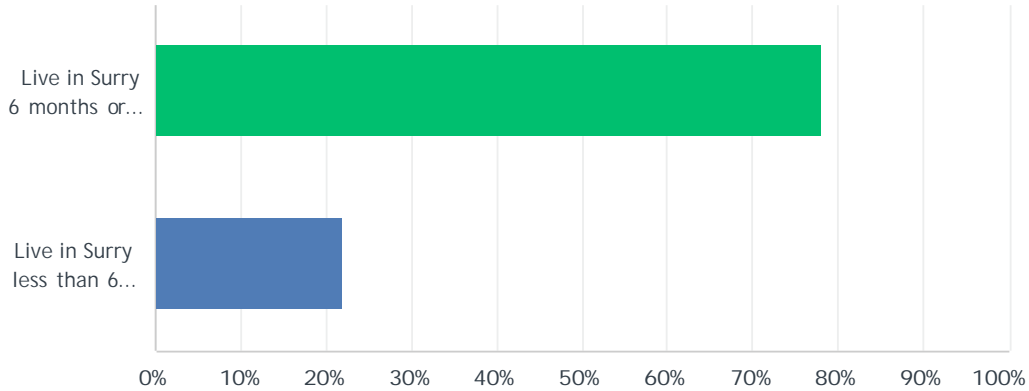
Answered: 297 Skipped: 29



ANSWER CHOICES	RESPONSES	
Very involved	41.75%	124
Somewhat involved	39.06%	116
Not involved at all	19.19%	57
TOTAL		297

Q35 Are you currently a seasonal or year-round resident of Surry? (Choose 1)

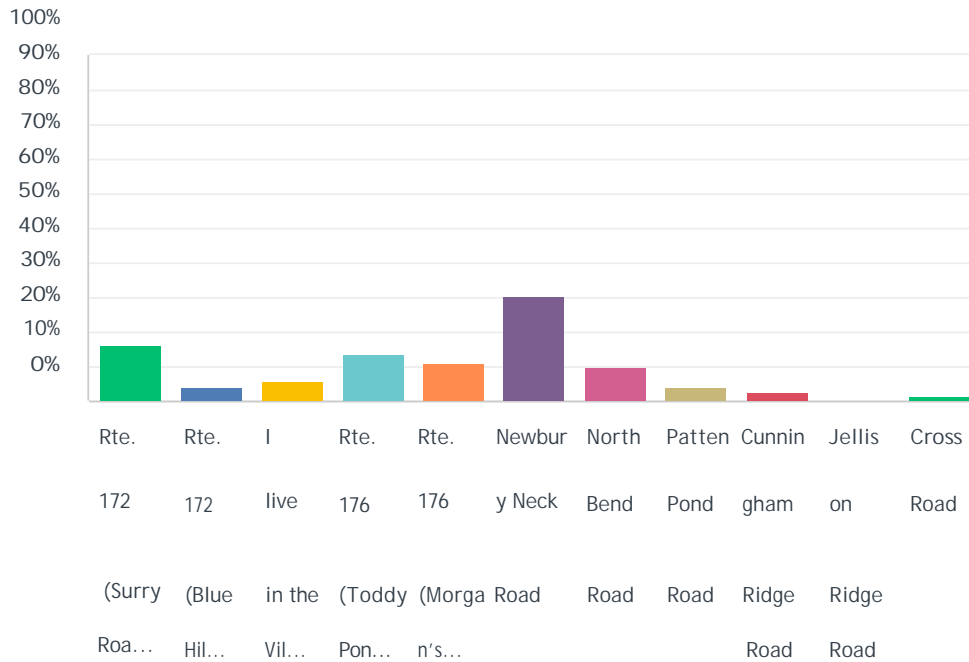
Answered: 292 Skipped: 34



ANSWER CHOICES	RESPONSES	
Live in Surry 6 months or more/year	78.08%	228
Live in Surry less than 6 months/year	21.92%	64
TOTAL		292

Q36 Which Town or State maintained road is closest to your home?

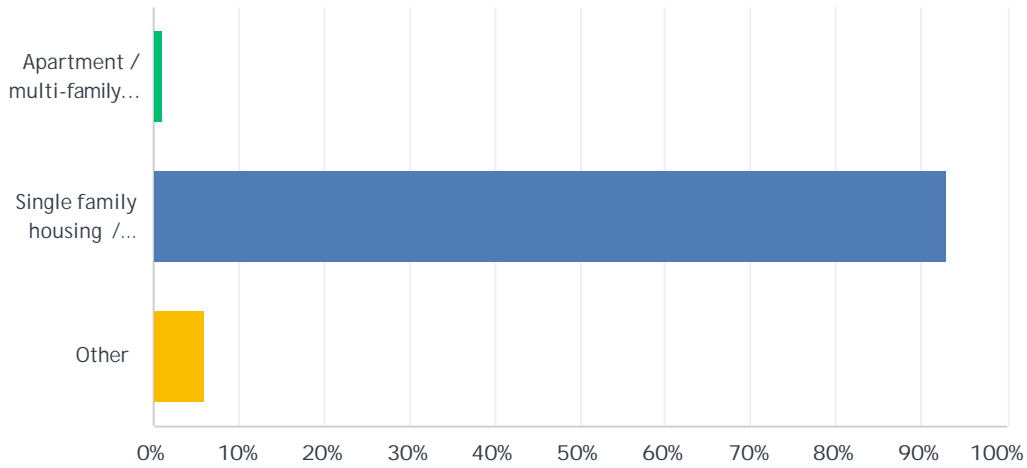
Answered: 295 Skipped: 31



ANSWER CHOICES	RESPONSES	
Rte. 172 (Surry Road) – East of the Village	16.27%	48
Rte. 172 (Blue Hill Road) – West of the Village	4.41%	13
I live in the Village	5.76%	17
Rte. 176 (Toddy Pond Road)	13.56%	40
Rte. 176 (Morgan's Bay Road)	10.85%	32
Newbury Neck Road	30.51%	90
North Bend Road	9.83%	29
Patten Pond Road	4.41%	13
Cunningham Ridge Road	2.71%	8
Jellison Ridge Road	0.34%	1
Cross Road	1.36%	4

Q37 What is the type of dwelling in which you live in Surry? (Choose 1)

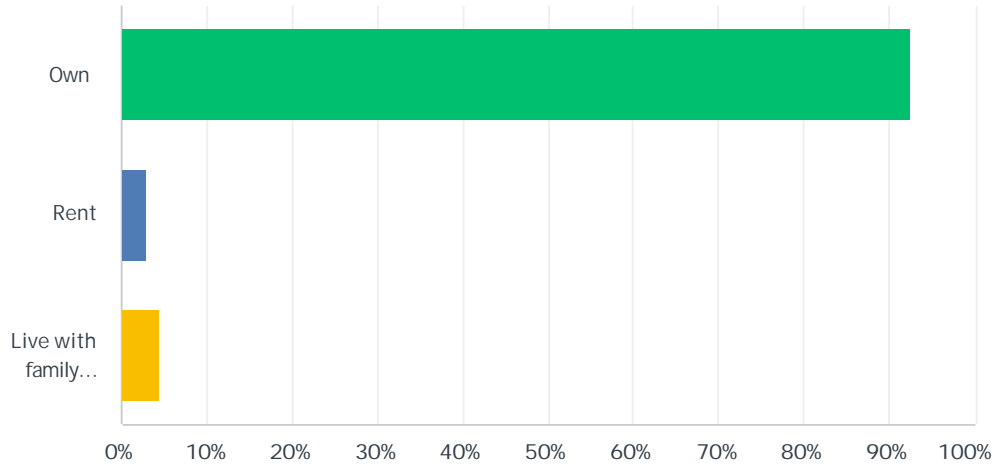
Answered: 298 Skipped: 28



ANSWER CHOICES	RESPONSES	
Apartment / multi-family housing	1.01%	3
Single family housing / manufactured housing	92.95%	277
Other	6.04%	18
TOTAL		298

Q38 Do you own the dwelling in which you live in Surry? (Choose 1)

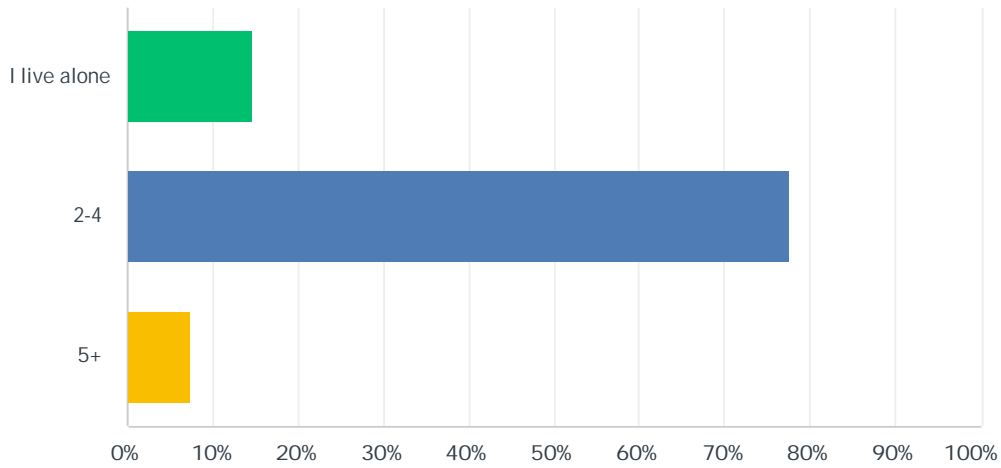
Answered: 293 Skipped: 33



ANSWER CHOICES	RESPONSES	
Own	92.49%	271
Rent	3.07%	9
Live with family member(s) who own the dwelling	4.44%	13
TOTAL		293

Q39 How many people usually live in your dwelling unit during the time you are there?

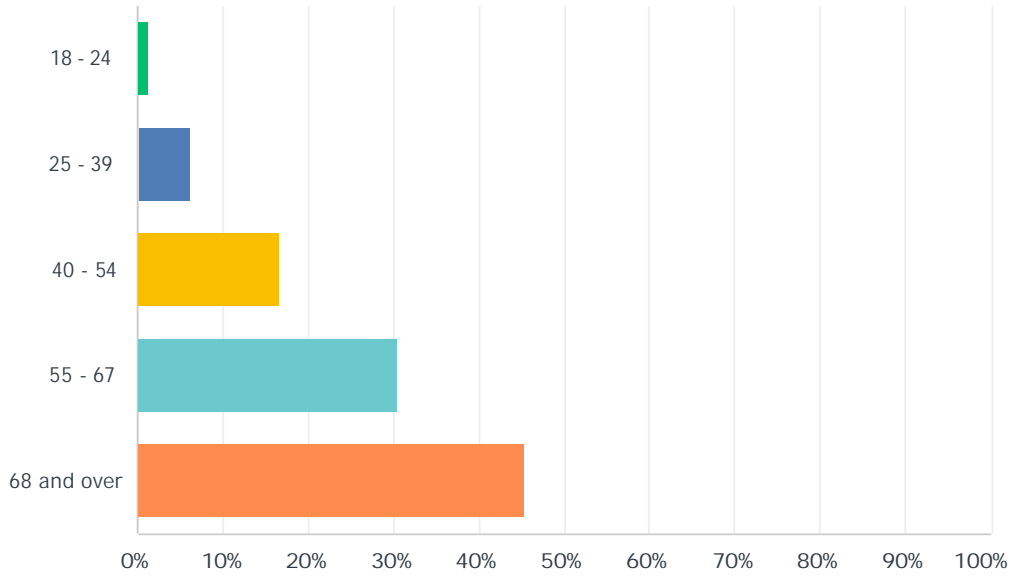
Answered: 291 Skipped: 35



ANSWER CHOICES	RESPONSES	
I live alone	14.78%	43
2-4	77.66%	226
5+	7.56%	22
TOTAL		291

Q40 What is your current age?

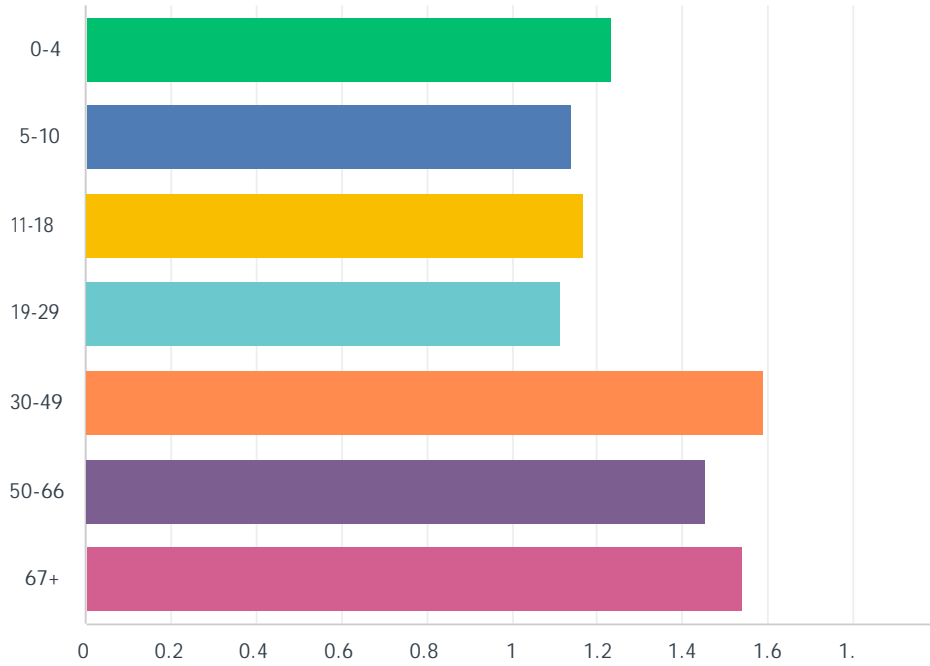
Answered: 295 Skipped: 31



ANSWER CHOICES	RESPONSES	
18 - 24	1.36%	4
25 - 39	6.10%	18
40 - 54	16.61%	49
55 - 67	30.51%	90
68 and over	45.42%	134
TOTAL		295

Q41 Please indicate the number of people (including yourself) in the age groups shown that live in your residence in Surry:

Answered: 274 Skipped: 52

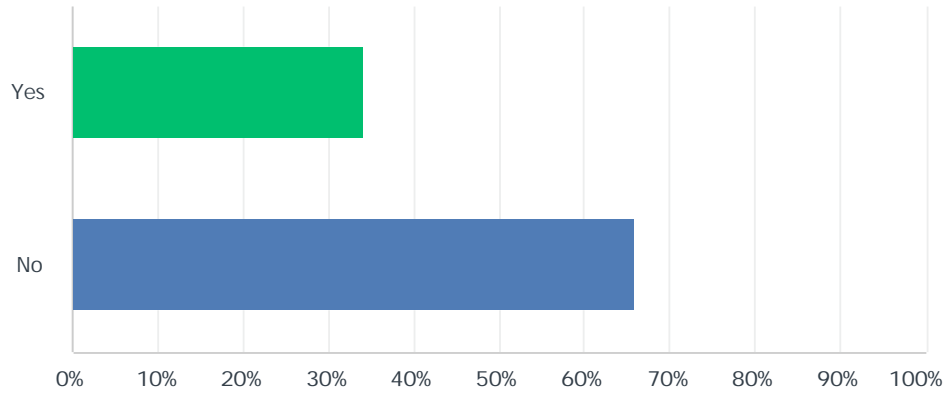


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
0-4	1	48	39
5-10	1	41	36
11-18	1	28	24
19-29	1	40	36
30-49	2	105	66
50-66	1	163	112
	2	220	143

Total Respondents: 274

Q42 Do you work from home, either part or full time?

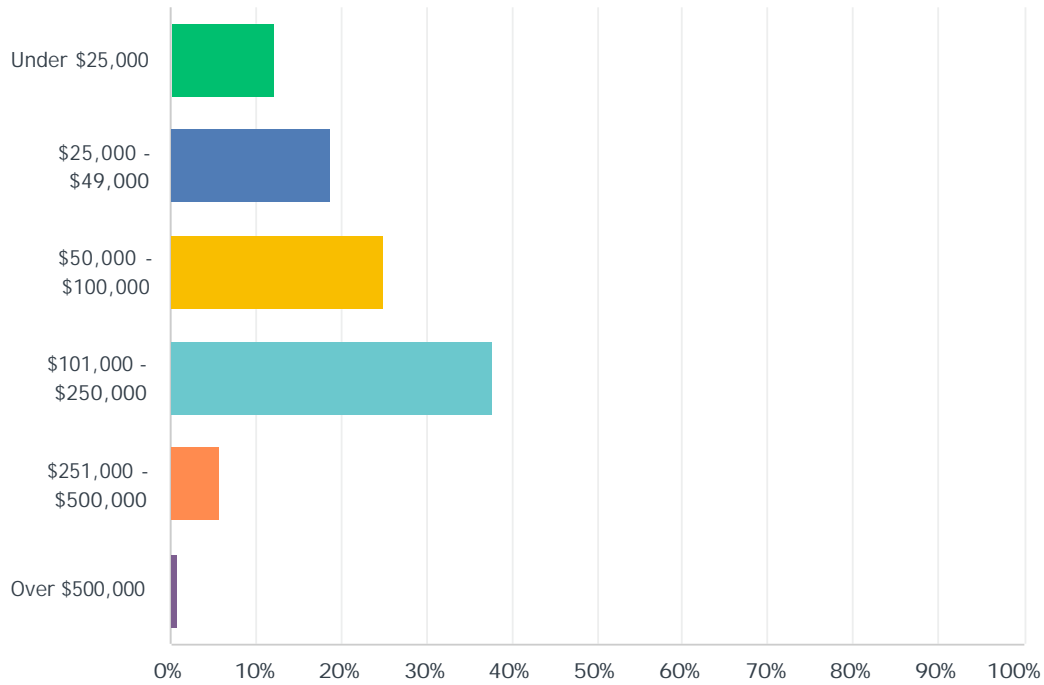
Answered: 293 Skipped: 33



ANSWER CHOICES	RESPONSES	
Yes	34.13%	100
No	65.87%	193
TOTAL		293

Q43 What was your individual income from all sources in 2022?

Answered: 257 Skipped: 69



ANSWER CHOICES	RESPONSES	
Under \$25,000	12.06%	31
\$25,000 - \$49,000	18.68%	48
\$50,000 - \$100,000	24.90%	64
\$101,000 - \$250,000	37.74%	97
\$251,000 - \$500,000	5.84%	15
Over \$500,000	0.78%	2
TOTAL		257

Q44 Thank you for sharing your opinions. Please add any other thoughts, concerns, or suggestions you feel should be considered in planning for Surry's next decade.

Answered: 126 Skipped: 200

HOUSING SURVEY

The Comprehensive Plan Committee and Planning Board are seeking input from all households in Surry on housing issues. The Town would greatly appreciate your filling out the short survey below. Please go to the Town website (Townofsurrymaine.com) to complete the survey so that we can get and utilize the results quickly. If you need to use the paper version, please put your completed survey in the drop box at the Town Office. One survey per household, please. The survey will remain open until December 15, 2023. Your input is needed and valued by the Town!

Housing is a complicated and rapidly changing issue in Maine, particularly in tourist areas such as the Down East coast. More and more people want to visit – or move to – Down East Maine. While that is completely understandable, it does reduce the number of housing units available. Lack of available housing units is being referred to as a crisis in many parts of the State. There is very little vacant housing available for working people in Surry, and, in most areas of Maine.

1. How important is it to create new housing units in Surry?

Very important

Somewhat important

Not important

Not sure

The State has enacted a new law (LD 2003) that will take effect in July of 2024, to try to increase the amount of “affordable” housing stock. This law will allow property owners to build additional Accessory Dwelling Units (ADUs) on their land. These ADUs can be used for long-term and short-term rentals, or for accommodating family members, etc.

2. Would you consider building an Accessory Dwelling Unit (ADU) on your property?

Yes

No

Maybe

3. Surry currently limits the size of Accessory Dwelling Units (ADUs) to a maximum of 800 square feet. Would you want to see that size increased?

No

Yes, to 1,000 sq ft

Yes, to more than 1,000 sq ft

Short-term rentals (under 30 days at a time) have become very popular in tourist areas. But many of us have different ideas of what short term rental means and what we would find acceptable on the property next door. A **balance** between the needs and rights of the community as a whole, the needs and rights of neighbors, and the needs and rights of individual property owners is critically important.

Community Needs	Property Owner Needs & Rights
<ul style="list-style-type: none"> Continuing availability of sufficient moderately priced dwelling units 	<ul style="list-style-type: none"> Ability to control timing and extent of income generation
<ul style="list-style-type: none"> Thriving, diverse, year-round neighborhoods 	<ul style="list-style-type: none"> Right to utilize property for individual needs
<ul style="list-style-type: none"> Sufficient residents with a stake in the community for volunteering, etc. 	<ul style="list-style-type: none"> Opportunity to afford seasonal lifestyle while enjoying Surry

4. Please put an X in front of each of the following types of short-term rentals that you find appropriate for growth in your neighborhood:

One or more rooms within or attached to a neighboring residence rented repeatedly for less than 30 days at a time, **with the owner present.**

One or more rooms within or attached to a neighboring residence rented repeatedly for less than 30 days at a time, **without the owner present.**

A new or existing detached dwelling unit on a neighboring property rented repeatedly for less than 30 days at a time, **with the owner present.**

A new or existing detached dwelling unit on a neighboring property rented repeatedly for less than 30 days at a time, **without the owner present.**

Multiple dwellings in your neighborhood purchased or built by an individual or company specifically to rent out for less than 30 days at a time, **without the owner present.**

5. As a resident of Surry, do you want the Town to regulate short-term rentals?

Yes

No

6. If you answered Yes to Question #5, what form of regulations would you favor? Please put an X in front of all choices that apply.

Annual registration of all short-term rental units accompanied by fees to cover costs (such as Transfer Station, Fire Department, Beach, etc.) to the Town

Limit number of short-term rental licenses granted by the Town

Restrict short-term rentals to owner-occupied units

Require notification of neighbors within a certain distance of a proposed short-term rental

Limit number of short-term rental days/year

Requirements for annual life safety code (fire extinguishers, etc.) inspections of short-term rentals + compliance with water, septic and other existing Town ordinances

Other _____

If you answered No to Question # 5, please share any comments you think should be heard by the Comprehensive Plan Committee and the Planning Board.

Thank you so much for giving the Town of Surry your input on this very important issue! Once we have compiled the results of the survey, they will be available on the Town website and on paper copies in the Town Office.

9. Are there unpleasant, frustrating, or disappointing aspects of Surry for a seasonal resident?

10. What businesses in Surry do you frequent?

11. Do you attend events in Surry, for example the Surry Historical Society, Old School House, The Gatherings, Arbutus Grange, Rural Hall, Arts at the Barn? Why or why not?

12. Do you enjoy any of the following activities in Surry?

Kayaking

Sailing or boating

Hiking in Surry Forest, Meadowbrook Forest, or other areas?

Biking

Using the Carrying Place beach?

Eating at Surry's food service establishments

Other

13. Have you had any reason to utilize emergency services, such as the Volunteer Fire Department, ambulance, or Sheriff's Office? Explain.

14. Do you utilize the Blue Hill-Surry Transfer Station, or do you have garbage pick-up?

THANK YOU!

COMMUNITY ENGAGEMENT APPENDIX

VISIONING SESSION BREAKOUT NOTES

October 21, 2023

1) Land Use

The three sessions were well attended. All group members were engaged and spoke freely about their ideas and concerns about land use

What does land use mean to you?

- Industry (we have not had much business growth in Surry)
- Zoning
- Farming
- Housing
- Recreation
- Preservation
- Storage

Surry should have “thoughtful” land use

- We have to ask the question-Is the land use destructive (e.g., causing pollution) or just disruptive (e.g., logging). Land use vs. land abuse
- Taxation as a housing policy tool? Incentive for preservation?
- Don’t change the nature of Surry, preserve rural atmosphere, preserve environment
- Water safety, contamination
- In next 10 years we will have more housing and increased division of current properties
- Work with BHHT to preserve special places (view from top of Morgan Bay Rd), water access
- Consider large lot exemptions, similar to incentives for tree growth policy
 - Are all lots subdividable?
- Intentional Communities
 - Blue Hill Eco Village, grass roots, multigenerational
- Consider other coastal towns and how they consider smart growth, and how they deal with new challenges/issues (short-term rentals on MDI reducing the amount of available housing)
- Can we (Surry) live with minimal conveniences?

Roads

- The character of Rt. 172 is very different to that of Toddy Pond Rd. N. Bend Rd. and Newbury Neck Rd. Types of land use should take that into account
- Our roads are not equivalent

- Residential or commercial – home businesses
- Housing areas should not be combined with business areas. Affects infrastructure-roads
 - Adult Day Care on private road-increased traffic
 - Home office on private road--home business receives shipped items with increased truck traffic on dirt road with homes). See “Zoning”

Zoning

- Too many regulations about land use. Owners should be able to decide what they do with their land
- Is the current zoning map what we want?
- Development should be site specific
- Cluster housing would be five houses on five acres, not multi-dwelling units
- Can tax incentives be given to not develop land?
- Consider laws affecting land use, e.g., commercial solar farms
- More restrictions now on shorelands and flood prone areas)

Forested land, fields, and water

- Protect forests from development
- Water sources must be protected from nearby development
- Farming should be encouraged. Farming has been a mainstay in Surry over the years

Business Areas

- Heavy vs. light industry. Not all business establishments are equal
- Small town needs small businesses
- Do we need to recreate Ellsworth with gas stations, pharmacies, etc.?
- Do we want to encourage cafés, restaurants, small businesses near Patten Bay, boat landing?
 - lobster shack example on NN Rd.

Housing

- Need affordable land/housing for teachers, health care workers, etc.
- Home prices have increased significantly (Covid effect?)
- Do we expect to become a “bedroom community” for Ellsworth?
- Examine current “residential growth areas” carefully
 - what is the appropriate lot size 1, 2, 5 acre lots?
 - How do we attract young people to live in Surry?
 - How do we help older residents age in place?
- We should consider developing smaller lots to preserve rural feel (e.g., 5 homes on 5 acres)
- No “side by side” housing
- Provide incentives to keep enough open spaces (that can’t be developed)
- No public water/sewer in Surry
- ADU (in one group of 12 people, 6 said they would consider ADU’s on their properties)
 - How are set backs affected by ADUs?
 - Are some Maine towns opting out of ADUs?

Traffic

- Too much traffic, especially in summer, can we handle increased traffic?
- No way to enforce speeding
- Speeding in village and on other roads-need better control
- Speed limit on NN Rd. is 45 mph until Cross Rd. then is 30 mph; much speeding after Lobster Shack is passed

Other concerns, needs

- Our median income has not increased
- We aren't seeing the growth (business) that we expected
- It is expected that eventually more people will move to Surry/Maine
- Need walkable areas, walking and bike paths around village, not just sidewalks
- Need sidewalks in village
- Make the village area more inviting
- Access to water, no public access to ponds for swimming
 - Can property owners give public access in specific areas?
 - Opening up access will come with a cost-traffic, road maintenance, etc.

2) Village Center

Tom Welgoss was the moderator; Sue Sokol was the note-taker; the Visioning Session was held on Saturday, October 21, 2023. The following notes were taken during 3 sessions of listening to Surry residents commenting on what they would like the Comprehensive Plan to address.

Breakout session #1: They want Surry to remain a small Town. Worry about parking (the lack of); Reverse placement of parking so businesses are visible from the street with parking at the rear. Memorial parking was originally just for the park. Additional buildings should not be big developments; use current buildings. Want to be proud of the Town village center. Don't want super growth. Match the historical buildings; want small, like "old". Traffic speed a problem. Need signs to the office, fire department, etc.; Improve the park with playground; need more parking to help businesses; the existing lot should be allowed to help businesses, not just the park. Need room for ride sharing that Surry residents could use with signs. The challenge for the Village is to do a lot or do nothing; need balance. Many want a little café. Many are concerned about speeding; want speed cameras. Some want the Town to stay just as it is. The Town is where people care for each other. How much of the village is vacant, meaning available for development? Tom read the definition of the Village District from chapter 3 of the UDO (3-1 & 3-2). The types of businesses discussed included: Exclude gasoline; have buildings closer together; no "pot" shop; problems associated with gas. When people see a few shops together in other towns, the speed seems less. Parking on the street and crosswalks slow traffic. Whatever comes into Town will be how Surry will be known in the future. Zipper stripes/strips imbedded in the roadway might help with speeding; vibration will wake up drivers but not a speed bump. Need sidewalks from school to the park.

Breakout session #2: Have more development around the Old School as it will transfer to the Town in the future. There are reasonable restrictions on Village development now. Want a local primary care doctor. No big box stores or franchises. The Village is the same as it was 30 years ago except the gas is gone. Some like what is. Some think of the Village as a place to drive through but want it to be walkable and bikeable; then people talk to each other. Don't want an Ellsworth High Street but want controlled and deliberate development to keep the small-town feel. Some noted that the comments were similar to those discussed in the Economy session. Want unique development. Focus on the Town wharf; need a playground there. To be walkable the road shoulders need improvement. Need to support businesses that are not seen. Surry has potential with the Gatherings a great start. Need a place to park. Want the Village to supply basics. Concern/anxious about the future; want the same properties, i.e., Surry Gardens, Pugnuts, Surry market, etc., should continue as commercial uses. The Town wharf should be developed more. Want/need sidewalks but they need to be maintained in winter and to date not plowed. Ban overnight parking. Agree with other comments. Keep charm. Want small New England village with a small eating establishment. Bikeable. Want an arch of trees; make it prettier. Want a place to be able to meet someone. Control growth. Divert traffic around the Village; make it pedestrian only. Move the village toward the very underutilized waterfront. Do not want High Street or Blue Hill.

Breakout session #3: Attract families with kids by hosting festivals at the school or Town wharf. Showcase artists' businesses with a map or art tours. Liked the Rural Hall art show. Utilize the Town Landing to showcase small businesses by installing temporary "sheds" with charm; one participant plans to do just that and wants everyone to know that she will be calling on them in the future for support. Want to support artists, especially our local artists. Want Village to be walkable with paths along the water. Need a central parking spot. Encourage tourists as a destination but preserve what attracted locals in the first place. Need balance. Want to walk safely so get off Rt 172. Want the beach for Town people but need workers. Temporary structures that are charming with a focus on local people. Want a "stop at Josie's" experience in Surry. Want the rural character; not like Ellsworth. Want a small café; gift store with a community feel; pub ok but quiet. No Walmart; no chain stores; no Dunkin Donuts. Walkable. Support small businesses but worry how to keep them viable. The Landing is underdeveloped; want to drive down to the water. Need to get it connected to the Village. Add housing to form critical mass to support local businesses. Want charming businesses. Miss the Surry Inn for food. People to work is a problem. Need traffic to slow down. No parking for café, etc., types of businesses that we want. Develop 3-4 options for the Village; focus the "spine" near school or behind houses with shore paths; change "fronts" toward the Bay. Want same "look" of buildings so stays charming. Make Town landing more than just a parking lot. Get café to tie in. Food trucks at the landing with festivals that saves space for traditional uses such as the Town picnic. Use existing buildings. Tie the Gatherings better into the center of Village. Focus on native artists.

3) Economy

Session #1

- Tax base does not equal economy
- ? Encourage / discourage tourism
- Jobs close to home

- Crafts / art gallery
- Rehab historic buildings
- **Eateries / café / coffeehouse / pub (meeting places)**
- Farmer's market
- SMALL BUSINESS – LOCAL
- Retirees' expertise
- LESS regulation
- Develop unique vibe / character
- Business tie-ins
- **Develop Town landing / park / shore path / small boats**
 - **Parking, food trucks**
- Local help to start small businesses
- Gatherings – pavilion

Session #2

- Build on current centers
 - Village
 - Town beach
 - **Town landing**
- Encourage small businesses
- Small town / historic feel – appearance
- **Café, gathering place – quality of life**
- Laundromat, gas station
- Scale / impact is important
- DEFINE “light industry,” home business
- What will attract young families?
- Discourage big chains / dollar stores
- Services for families with young kids

Session #3

- **Famer's market at Town Wharf**
- Community garden
- Park / recreational events
- More hiking trails
- Goal – self-sustaining
- MANAGE growth – avoid big changes
- **Retain friendliness / character**
- Light industry on 172
- Preserve natural beauty / feel of Town Landing

4. School/Education Sessions

There was low interest in this session, presumably because Surry residents are satisfied with the School and School performance.

- Overarching theme
 - Keep Surry School as good as it is now – great identity
 - Accommodate growing numbers of families
 - Keep high school choices
- Building
 - Maintain/repair: water quality, roof, heating/cooling, exterior
 - Assess configuration for adequacy
 - Maintain current building with expansions if possible
 - Address issue of weather impact with accessing yurts and their shelflife (long term solutions?)
 - Address issues of space and acoustics
 - Safety
 - Cost
 - Given survey item positive for bringing more families with children to town, expect and plan for capacity of building/staff as an accommodation to growth as well as a means to attract families to the town
- Workforce
 - Good, competitive salaries for teaching staff
 - Maintain small student-teacher ratio (small classes)
 - Offer quality professional development opportunities
 - Maintain adequate ratio of social workers/guidance counselors, etc
 - Ensure Surry is a satisfying place to work, promote low turnover
- Services
 - Institute before and after school programs
 - Commit to arts, music, technology, library services
 - Arts are critical, should have strong focus
 - Re-visit high school choice. For some it is a drawing factor, for others there is concern about cost (e.g. extra cost for GSA)
 - Assess cost of transportation to distant high schools
 - For extra services like before or after school programs, consider direct-parent-contracting with other providers on school grounds
 - Proactive response to special education needs, even beyond IDEA eligibility to promote optimal learning and prevent bigger problems down the road
- Issues of Education Costs
 - Tension between burden of taxes and value of education, especially among older residents who do not have children in schools
 - Nurture a culture of support
 - Consider alternative sources of financial support
 - Grants
 - Non-profit support organization (Friends of Surry School)
 - Business tax targeted to school budget
 - Scholarship programs for high schools with higher cost

5. HOUSING

SESSION 1:

- Affordable housing is a national issue
- We need more housing to attract people who would like to live in Surry year-round but cannot because nothing is currently available.
- Current landlord of duplex apartments – **Long Term/Short Term – rentals to travelling nurses and doctors that work in Ellsworth.** They are not short term like an Air B & B. From business perspective, it is costly to invest in affordable housing -[\$300,000 square foot - Commercial interest rates – talking about \$2000 a month cost.] In Surry’s 2021 census data, there are only about 4% homes that make up affordable housing. Ty & Michelle – do pay local people. They do not offer affordable housing. Affordable – workforce/subsidized. Median sales price went up 50% in one year
- Not just about concern for short-term housing. What about families wanting to make space for other family members?
- Build on home for someone to age in place... Residents need to be aware of the new housing legislation that needs to be enacted.
- Planning Board has been obstructive – restrictive.
- The state’s suggestion is to offer accessible dwelling units and override local zoning.
- Lots of land that has good road access. Spaces to park. Want to see more affordable housing and do want to attract people in this town that need housing.
- Own a rental on Newbury Neck Road. Have 60 rentals throughout Hancock County. Housing Christmas wreath workers right now. They bring their children and families – not all short term rentals are air B&Bs. Short term rentals that are year-round is important to have. –Air B & Bs are being perceived as “not unneighborly.” Short term rentals provide opportunities for people who work in neighboring towns. We are buying, fixing up houses and that contributes to the local economy – Not everyone we house is air b & b and the house is occupied year round.
- Will have survey on Short term rentals (under 30 days) going out in an every door mailing to address this ... back to visioning...
- Q raised about revisiting the growth areas as was defined in the last comprehensive plan [Residential growth/Commercial Business area] – didn’t really happen.
- Air B & B – discussion went back and forth on the pros and cons.
- Vision: To have 2 to 4 family dwellings and commercial zones along the main transportation corridors.
- Likes the idea – but is concerned about lack of jobs in Surry.
- Would like to see more balance. A future that creates more affordable housing – more diversity of options without allowing any one to dominate
- Intergenerational communities in any kind of development.

SESSION 2

- What would you like the Comp Plan Committee to think about relative to housing and why?
- Right now we have one or 2 lot minimums with driveway that cuts off main road – creates isolation and concentration along the roads rather than off the roads. Would like to see an encouragement of single drives that lead to a cluster of homes so that people can support one another. It is an encouragement of community to have a cluster. Need more housing that are in the professional workforce field – to buy or rent – Need clustered units of 6 to 8 apartments. Participants nodded in agreement and Flo added– multifamily units while preserving the local forests and farms. – Shared space matters.
- Affordable housing – getting priced out of market – Need to encourage diversity in housing dev’t age/income... Do have cluster of development on the books.
- Talked about LD 2003- Attached/Detached units – With more curb cuts there are more potential accidents. How do we balance attached/detached units from being either short-term or long term rentals? Focus on balance so that people aren’t forced out.
- Like balance. Forest/Sea Coast access. More access for everyone for both fresh/salt water -- which could push too many people into Surry as well.
- Wants the village to be more of a village. How can we encourage “aging in place” – Older folks – when they want to give up a large family dwelling but want to live in Surry.
- Very encouraged by what has been said already.
- Likes having ability to have a “Granny house” - with room for caregiver as families age-out.
- Demand for rental properties – 2 or 4 units.
- Garden apartments – several low rise houses with shared space.
- Want to attract families with young children – find balance – Parents that go elsewhere to work - need local business services too.
- Concern about taking school capacity into consideration with any plan.
- We need an expanding tax base, need to address how to build the economy – Senior housing
- Like the idea of not just clustered housing – some being geared elder-friendly - family friendly and to take road capacity into account.
- Like the idea of mixed clustered housing. Different ages. – Balancing rented vs owner units.
- Encourage developers to develop housing that encourage people to connect to one another. Need to have developers with similar values – incentives with community values.
- Likes the co-housing project that Belfast has.

SESSION 3

- Concern about the price of oceanfront properties - skyrocketing and is going to continue to be accessible to only high income people. -would love to see oceanfront stay with people not building McMansions.

- Influence of Air B & Bs – changes neighborhood and affordability of land. Subdivision of land for air b & bs – need to have regulations about that to encourage a neighborhood feel.
- Senior units on home can become air b and bs – what happens afterwards? Air B & B/ could cause traffic problems
- Need access affordable assisted living senior housing. Entertain permits with contractors.
- Assisted living senior housing should also have a place with a view – such as a view of Morgan Bay if the Town would be zoned to use a space with a view.
- Assisted living senior housing – would need busing service wherever it is. Give people an option to stay in their community. On a bus line or some form of transportation.
- Aging in place is important to the group in the 3rd session.

APPENDICES

Chapters

Appendix A-1: Historical and Archaeological Resources

History before 1762⁶

Archaeologists have estimated that the first people to inhabit Maine came approximately 13,000 to 11,000 years ago. This has been designated as the Paleoindian Period. Whether or not they had coastal settlements during this period is unclear as the coastline that existed 13,000 years ago is now underwater. During the Archaic Period (10,000 to 3,000 years ago), there is evidence that a series of Native American cultures occupied the Maine coast and along the banks of the interior rivers and lakes. The Ceramic Period, so-called because Native Americans started to make fired clay pottery, dates from approximately 2800 to 500 years ago.

The arrival of Europeans in the Gulf of St. Lawrence began the Contact Period (after 1500 A. D). In 1603 Henry IV of France granted all the American territory between the 40th and 46th degrees north latitude (Surry is 44.4959°N) to Pierre du Gua Sieur de Mons (also written as Monts in other history writings) and to Samuel de Champlain to take possession of lands they called Acadie. Pierre du Gua Sieur de Mons was the Lieutenant General of New France from 1603-1610. Samuel Wasson, in his book A Survey of Hancock County Maine written in 1878, wrote that appearances of old French settlements had been found at Newbury Neck in Surry.

In 1606 King James I of England granted a charter to the Plymouth Company to settle along the coast between the 38 and 45th degrees latitude N. Other than the Popham Colony, which only lasted a year, no other settlement was established until after the Pilgrims established the Plymouth Colony in

1620. From 1652-1658, Massachusetts annexed towns in the Province of Maine. Annexation was overturned in 1665 and reinstated in 1668. In 1691 King William III established the Province of Massachusetts Bay to govern the territory equivalent to present day Massachusetts and all of Maine.

As the Europeans began to settle along the coast of the Gulf of Maine, they brought new items of trade to the Native Americans. Unfortunately, these settlers also brought new diseases which led to a rapid decrease in the population of the Native Americans. Also a series of conflicts led to massacres of Native Americans and ransacking of their villages that began in the 1600s and continued through the Revolutionary War. Although Treaties had been signed, they were not fully honored, and settlers' appearances continued to infringe on the lands and rights of the Native American

Appendix A-2: Historical Research Resources for information provided in this section (Historic and Archaeological Resources)

¹Wasson, Samuel, "Survey of Hancock County, Maine" (1878). *Maine History Documents*.37.

<https://digitalcommons.library.umaine.edu/mainehistory/37>

²Dolan, Anne Robinson. *Surry, Maine, 1850-1880: A History of Four Neighborhoods Including a Guide to the Research and Composition of Local History*. Masters Project, American and New England Studies, University of Southern Maine, 1997.

³Surry by the Bay. Maine Memory Network, a collaborative digital museum of the Maine Historical Society - Maine Memory Network retrieved at <https://www.mainememory.net>

⁴[Surry | Maine: An Encyclopedia \(maineencyclopedia.com\)](http://maineencyclopedia.com)

⁵Wilde, Margaret Fowles, "History of the Public Land Policy of Maine, 1620-1820", DigitalCommons@UMaine, 1 May 1940 retrieved at <https://core.ac.uk/works/96506944>

⁶[Prehistoric Archaeology | Maine Historic Preservation Commission](https://www.maine.gov/mhpc/programs/education/prehistoric-archaeology) retrieved at <https://www.maine.gov/mhpc/programs/education/prehistoric-archaeology>

⁷"Known Archaeological Sites and Areas Sensitive for Prehistoric Archaeology in Surry", retrieved at https://www.hcpcme.org/surry/Surry_Archaeo.pdf

⁸Cole-Will, Rebecca, and Richard Will. "A PROBABLE MIDDLE ARCHAIC CEMETERY: THE RICHMOND-CASTLE SITE IN SURRY, MAINE." *Archaeology of Eastern North America* 24 (1996): 149–58. <http://www.jstor.org/stable/40914408>.

⁹ Neptune, Jennifer Sapiel, "Spirit of the Basket Tree: Wabanaki Ash Splint Baskets from Maine", Posted on January 01,2009 by Kristin Swan, *Hood Quarterly*, winter 2009, <https://hoodmuseum.dartmouth.edu>

¹⁰Written documents - property of Surry Historical Society

¹¹Curtis, John H., [Sunken Timbers: The Ghost Wharves of Surry Village](#), 2020.

¹²Patel, Simmi, "Wild or Domesticated: Faunal Analysis of the Joy/Flood Site, a Late Eighteenth and Early Nineteenth Century Archaeological Site", *Popular Archaeology*, Wed, Apr 10. 2019, <https://popular-archaeology.com/article/wild-or-domesticated-faunal-analysis-of-the-joy-flood-site-a-late-eighteenth-and-early-nineteenth-century-archaeological-site-%E2%80%A8/>

¹³ "Archive of properties listed in the National Register of Historic Places in Maine." <https://www.maine.gov>programs>

¹⁴ "Town of Surry Unified Development Ordinance, January 18, 2016, retrieved from [https://surry.govoffice.com/vertical/sites/%7B983D3CE7-FF6A-4EF8-AB69-0311CF671079%7D/uploads/town of Surry UDO UPDATED 2016.pdf](https://surry.govoffice.com/vertical/sites/%7B983D3CE7-FF6A-4EF8-AB69-0311CF671079%7D/uploads/town%20of%20Surry%20UDO%20UPDATED%202016.pdf)

Appendix I-1: Surry Infrastructure



Transportation Appendix J-1. Bridge Conditions

Bridge	Road	Over	FSR *	AADT *	Condition
Village Bridge	Surry Rd	Patten Stream	73.6	5572	Culvert-moderate to major deterioration Bank protection needs minor repairs
Old Surry Schoolhouse Bridge	Surry Rd	Meadow Brook (also called Flood's Stream)	73.5	5837	Culvert deterioration and bank protection needs minor repairs
Meadow Brook Bridge	Toddy Pond Rd	Meadow Brook	48.9	752	Poor to satisfactory condition- Minor substructure and advanced deck and superstructure deterioration
Gold Brook Bridge	Toddy Pond Rd	Gold Brook	76.7	325	Satisfactory Condition Minor deterioration
Patten Stream Bridge	N. Bend Rd	Outlet Patten Pond	80.4	948	Satisfactory Condition Minor deterioration

*FSR = Federal Sufficiency Rating

*AADT= Annual Average Daily Traffic

The information in this table was taken from:

<https://www.maine.gov/mdot/bridges/docs/bridgereports/Surry.pdf>

This website also will link to the MDOT Mapviewer – see Transportation Map B for the location of the bridges on the Surry Roads.

The eligibility requirements for Highway Bridge Replacement and Rehabilitation (HBRR) funding are: the bridge must be both deficient and have a sufficiency rating of 80 or less to be eligible for rehabilitation or a sufficiency rating of less than 50 to be eligible for replacement.

Other sources:

[Additional Guidance on 23 CFR 650 D - Safety Inspection - Bridges & Structures - Federal Highway Administration \(dot.gov\)](#)

<https://www.fhwa.dot.gov/bridge/0650dsup.cfm>

[BRR - Funding Programs - Management and Preservation - Bridges & Structures - Federal Highway Administration \(dot.gov\)](#)

<https://www.fhwa.dot.gov/bridge/bThererr/index.cfm>

Appendix J-2: Roadwork Budget

								TRANSPORTATION APPENDIX J-2
ROAD COMMISSIONER PROJECTS (IN 2024 DOLLARS)								
	Estimated Spending by Fiscal year							
Roads and Other Projects	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	5-YR TOTAL	Priority	Description of work
Route 172 from Ellsworth to Blue Hill						\$0	N/A	STATE ROAD
Toddy Pond Road (Rt. 176) from intersection of Route 172 to the Orland Town Line. Mileage: 7.45.						\$0	N/A	STATE ROAD - Culvert work needs to be discussed with State
Morgan Bay Road (Rt. 176) from intersection of Newbury Neck Road to the Blue Hill Town Line. Mileage: 3.59.						\$0	N/A	STATE ROAD - Ditching and culvert work planned by MDOT.
North Bend Road from intersection of Route 172 to the Ellsworth City Line. Mileage: 2.57.						\$0	N/A	STATE ROAD
Jellison Ridge Road from North Bend Road to the end of the Town way. Mileage: 0.34.			\$40,000			\$40,000	DESIRABLE	Repave and rebuild where necessary end of road (cracked significantly) - inspect second culvert. requires digging 1 to 2 feet below surface. 100 to 200 feet
Murphy Road from North Bend Road to the end of the Town way. Mileage: 0.15.			\$65,000			\$65,000	DESIRABLE	As road is twisted, some rebuilding is required (approximately 300 feet). Otherwise shim and overlay
Patten Pond Road from intersection of the North Bend Road to a point 200 feet beyond the C. Medlin residence. Mileage: 0.60						\$0	N/A	Repaving done several years ago and has held up very well. Only routine maintenance is required.
Cunningham Ridge Road from intersection of Toddy Pond Road to the turnaround point beyond the last residence. Mileage: 0.60				\$150,000		\$150,000	DESIRABLE	Ditching and culvert maintenance was completed 2 years ago. As some cracking in road is evident, shim and overlay will be needed in approximately 3 years. Road is about 19 feet wide.
Newbury Neck Road from intersection of Route 172 to the gate of the Huber residence. Mileage: 8.96		\$305,000				\$305,000	IMPORTANT	To complete Newbury Neck repaving, 7900 feet by 22 feet from Blackberry to Cross Road.
Newbury Neck Road at Fox Lane			\$150,000			\$150,000	DESIRABLE	Reconstruction and repaving 600 to 700 feet.
Cross Road from Newbury Neck Road to Morgan Bay Road. Mileage: 1.07		\$50,000				\$50,000	IMPORTANT	From Newbury Neck past cemetery, dig out rocks and shim and repave approx. 1300 feet

Chapter 3: UNIFIED DEVELOPMENT ORDINANCE

I. LAND USE DISTRICTS, ZONES & REQUIREMENTS:

1. Village (VL) District

Purpose: to provide an area for additional growth within the Town of Surry, while maintaining the traditional character of the existing village; to 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; to promote pedestrian travel and street life by encouraging houses, shops, workplaces and public places in close proximity; to support ways which equitably and efficiently serve pedestrians, cyclists and drivers; to minimize visual and functional conflicts between residential and non-residential uses within and abutting the District; and to promote a pattern of development which permits an efficient delivery of municipal services.

Permitted Uses and permit authority are shown on Table 1, Land Use Table (Section II).

Permitted Uses Subject to Site Plan Review (Section IV below):

(1) Commercial uses limited to:

- (a) Retail, professional, or personal services shops
- (b) Craft shops making articles for retail sale on the premises
- (c) Flower and vegetable stands growing or making articles for retail sale on the permitted commercial uses
- (d) Mixed use structure containing dwelling units
- (e) Bed and breakfast inns
- (f) Nursery Schools and daycare centers
- (g) Restaurants
- (h) Convenience stores with or without gasoline service pumps
- (i) Telecommunications facilities and towers attached to an existing structure
- (j) Commercial animal breeding or care if carried out as a home occupation

The above uses may attract no more than 200 vehicle trips per day and no more than 50 vehicle trips in one hour.

- (2) Public Facilities
- (3) Churches

Prohibited Uses:

- (1) Industrial uses, wholesale, manufacturing

Chapter 3: UNIFIED DEVELOPMENT ORDINANCE

- (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

Dimensional Requirements per Principal Structure or Dwelling Unit and any other structure as defined in the Definitions (Chapter 2)

- (1) Minimum lot size: 40,000 square feet
- (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.

Other:

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 IV, Site Plan Review Standards - subsection 16 (Landscaping) 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. For Village district projects, adequate parking and vegetative buffers are required. Parking must be provided in accordance with applicable standards for new commercial uses.

Horticultural or agricultural uses are limited to 60% lot coverage.

Cluster developments are encouraged on the best soil types for any given lot within this District, in accordance with the provisions of Section IV, Site Plan Review Standards below.

Multi-family dwelling unit designs shall include specific specifications regarding adequate off-street parking, vegetative buffering from abutting properties, and adequate provisions for water supply and sewerage disposal. These dwellings may be created from existing buildings.

2. Roadside Commercial (RC) District

Purpose: 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. 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 roadways.

Permitted Uses and permit authority are shown on Table 1, Land Use Table (Section II).

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) Industrial Uses
- (8) Residential single family, detached dwelling units at a density of more than one dwelling unit per five acres.

Dimensional Requirements per Principal Structure or Dwelling Unit and any other structure as defined in the Definitions section (Chapter 2):

- (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%

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 Code.

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 (Performance Standards for Subdivisions) – subsection 4 (Traffic).

Chapter 3: UNIFIED DEVELOPMENT ORDINANCE

- (2) Parking areas shall be designed and landscaped, in accordance with Section IV (Site Plan Review Standards) - subsection 16 (Landscaping), 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 IV, Site Plan Review Standards -subsection D, Summary – subsection 5 (Signs).

3. Residential Growth (RG) District

Purpose: to provide an area within the Town of Surry for moderate density residential uses.

Permitted Uses and permit authority are shown on Table 1, Land Use Table, (Section II).

Permitted Uses Subject to Site Plan Review:

- (1) Multi-family dwellings (limited to 4 units)
- (2) Day care centers
- (3) Neighborhood convenience stores

Dimensional Requirements per Principal Structure or Dwelling Unit and any other structure as defined in the Definitions section (Chapter 2):

- (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%
- (6) Residential Growth District roads and/or driveways that are dead ends will be allowed up to 1,500 feet in length.

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 IV, Site Plan Review Standards.
- (3) Multi-family dwelling unit designs shall include specific specifications regarding adequate off-street parking, vegetative buffering from abutting properties, and adequate provisions for water supply and sewerage disposal. These dwellings may be created from existing buildings.

4. Rural (RU) District

Purpose: To allow limited development while protecting natural resources and the character of rural areas.

Permitted Uses and permit authority are shown on Table 1, Land Use Table, this section.

Dimensional Requirements per Principal Structure or Dwelling Unit and any other structure as defined in the Definitions section (Chapter 2):

- (1) Minimum lot size: 87,120 sq feet of net development areas as determined in Section III, Performance Standards – General - subsection 4.
- (2) Minimum road frontage if adjacent to a road: 200 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%
- (6) Rural District roads and/or driveways that are dead ends will be allowed up to 1,500 feet in length.

5. Roadside Residential (RR) District

Purpose: to accommodate residential development. The current uses allowed in the Rural District in the Land Use Table will be allowed in this district. Minimum lot size is 40,000 square feet. Roadside Residential District roads and/or driveways that are dead ends will be allowed up to 1,500 feet in length.

Permitted Uses and permit authority are shown on Table 1, Land Use Table (Section II).

Dimensional Requirements per Principal Structure or Dwelling Unit and any other structure as defined in the Definitions section (Chapter 2):

- (1) Minimum lot size: 40,000 sq feet of net development areas as determined in Section III, Performance Standards – General - 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%
- (6) Rural District roads and/or driveways that are dead ends will be allowed up to 1,500 feet in length.

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6. Stream Protection (SP) Zone -See current Town of Surry Official Zoning Map.

Purpose: to provide a minimal protective buffer area of 75 feet in order to control water quality of the streams and/or their receiving water bodies or wetlands, and to enhance the recreational and economic value of these areas.

Refer to Chapter 4 for further clarification.

Permitted Uses and permit authority are shown on Table 1, Land Use Table (Section II).

Prohibited Uses: See the Land Use Table

7. Resource Protection (RP) Zone -See current Town of Surry Official Zoning Map.

Purpose: 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.

Permitted Uses and permit authority are shown on Table 1, Land Use Table (Section II).

Prohibited Uses: See the Land Use Table.

8. Limited Residential (LR) Zone – See current Town of Surry Official Zoning Map.

The Limited Residential Zone includes shoreland areas suitable for residential and recreational development. It includes areas other than those in the Resource Protection Zone, or Stream Protection Zone, and which are used less intensively than those in the other Land Use Districts.

Permitted Uses and permit authority are shown on Table 1, Land Use Table (Section II).

9. Commercial Fisheries / Maritime Activities (CF/MA) Zone – See current Town of Surry Official Zoning Map.

The Commercial Fisheries/Maritime Activities Zone includes areas where the existing predominant pattern of development is consistent with the allowed uses for this district as indicated in the Land Use Table 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;

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- (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.

Marina Uses – In order to assure adequate opportunities for the development of commercial marinas, these uses will continue to be allowed in shoreland areas not designated Resource Protection or Stream Protection. To minimize conflicts with abutting residential uses, adequate off street parking and vegetative buffers, as determined through the Site Plan Review process, will be required. In addition, marina uses will be required to meet noise, light, and related nuisance standards. All shoreland zones and standards remain in effect for these areas.

Chapter 3: UNIFIED DEVELOPMENT ORDINANCE**II. LAND USE TABLES****A. Land Use Table 1:****Key to Land Use Table 1**

All land uses activities, as indicated in Table 1, Land Use Table, shall conform with all of the ***applicable*** land use standards in this Code 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.

- 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

Land Use Districts:

- VL 1. Village
- RC 2. Roadside Commercial
- RG 3. Residential Growth
- RU 4. Rural
- RR 5. Roadside Residential

Shoreland Zones:

- SP Stream Protection
- RP Resource Protection
- LR Limited Residential District
- CFMA Commercial Fisheries / Maritime Activities

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TABLE 1. LAND USE TABLE

LAND USES (See ENDNOTE 1 Below)	LAND USE DISTRICTS					SHORELAND ZONES (See ENDNOTE 2 Below)			
	VL	RC	RG	RU	RR	SP	RP	LR	CFMA
<u>PRINCIPAL USES AND STRUCTURES:</u>									
1. COMMERCIAL	PB ¹⁵	PB ¹³	NO ¹⁶	NO	PB ¹⁹	NO	NO ¹⁰	NO ¹⁰	PB ⁵
2. DEMOLITION of Principal Structures	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
3. FACILITIES – (small non-residential) for educational, scientific, or nature interpretation purposes	CEO	CEO	CEO	CEO	CEO	PB ⁴	PB	CEO	PB ⁵
4. GOVERNMENTAL and INSTITUTIONAL Facilities and Uses	PB ¹⁵	PB ¹³	NO	NO	CEO	NO	NO	PB	PB ⁵
5. INDUSTRIAL	NO	PB ¹³	NO	NO	NO	NO	NO	NO	PB ⁵
6. RESIDENTIAL - One and two family residential, including driveways	CEO	CEO	CEO	CEO	CEO	PB ⁴	PB ⁹	PB	NO
7. RESIDENTIAL - Multi-unit residential	PB	PB ¹³	PB	NO	NO	NO	NO	NO	NO
<u>OTHER SPECIFIC USES AND STRUCTURES:</u>									
8. Accessory structures and uses that are subordinate to principal uses	CEO	CEO	CEO	CEO	CEO	PB ⁴	PB ⁴	CEO	CEO
9. Accessory Dwelling Units	CEO	CEO	CEO	CEO	CEO	NO	NO	PB	PB
10. Agriculture	YES	YES	YES	YES	CEO	PB	PB	PB	PB
11. Aquaculture (excluding uses covered in 39. below)	PB	N/A	PB	PB	PB	PB	PB	PB	PB
12. Automobile Junkyards, Salvage Operations and Graveyards (except hobbyists - see footnote ²⁰)	NO	NO	NO	NO	NO	NO	NO	NO	NO
13. Automobile Service and/or Repair Facilities	PB	PB ¹³	NO	NO	PB	NO	NO	NO	NO
14. Automobile/Recreational Vehicle Sales Lots	PB	PB ¹³	NO	NO	PB	NO ¹⁰	NO ¹⁰	NO ¹⁰	NO ¹⁰
15. Bed and Breakfast Inns up to 7 guest rooms	CEO	CEO	CEO	CEO	CEO	NO	NO	CEO	NO
16. Bed and Breakfast Inns above 7 guest rooms	PB	PB ¹³	PB	PB	PB	NO	NO	PB	NO
17. Campgrounds	NO	PB ¹³	NO	PB ¹³	PB ¹³	NO	NO	PB ¹³	NO
18. Cemeteries	PB	PB ¹³	PB	PB ¹³	PB ¹³	NO	NO	NO	NO
19. Churches	PB ¹³	PB ¹³	PB ¹³	PB ¹³	PB ¹³	NO	NO	PB ¹³	NO
20. Clearing or removal of vegetation for approved construction other than timber harvesting	YES	YES	YES	YES	YES	CEO ¹	CEO ¹	YES	YES
21. Clearing of vegetation	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
22. Conference Centers	PB ¹³	PB ¹³	PB ¹³	NO	PB ¹³	NO	NO	NO	NO
23. Community Living Arrangements	PB	PB ¹³	PB	PB	PB	NO	NO	PB	NO
24. Conversions of seasonal residences to year-round residences	LPI	LPI	LPI	LPI	LPI	NO	NO	LPI	NO
25. Day Care Facilities	PB	PB ¹³	PB	PB	PB	NO	NO	PB	NO
26. Emergency Operations	YES	YES	YES	YES	YES	YES	YES	YES	YES

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LAND USES (See ENDNOTE 1 Below)	LAND USE DISTRICTS					SHORELAND ZONES (See ENDNOTE 2 Below)			
	VL	RC	RG	RU	RR	SP	RP	LR	CFMA
27. Essential Services									
27-a. – Roadside Distribution Lines (34.5 kV and lower)	YES ²	YES ²	YES ²	YES ²	YES ²	CEO ⁶	CEO ⁶	YES ²	YES ²
27-b. – Non-roadside or cross country distribution lines involving ten poles or less in the Shoreland Zones						PB ⁶	PB ⁶	PB	PB
27-c. – Non-roadside cross country distribution lines involving eleven or more poles in the Shoreland Zones						PB ⁶	PB ⁶	PB	PB
27-d.– Other Essential Services	PB	PB ¹³	PB	PB	PB	PB ⁶	PB ⁶	PB	PB
28. Filling and Earth moving <10 cubic yards	YES	YES	YES	YES	YES	CEO	CEO	YES	YES
29. Filling and Earth moving >10 cubic yards	CEO	CEO	CEO	CEO	CEO	PB	PB	CEO	CEO
30. Fire Prevention Activities	YES	YES	YES	YES	YES	YES	YES	YES	YES
31. Forest Management Activities including Timber Harvesting (See Footnote ²⁴)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
32. Fraternal Order and Service Clubs	PB	PB ¹³	PB	PB	PB ¹³	NO	NO	PB	NO
33. Funeral Parlors	PB	PB ¹³	PB	NO	PB ¹³	NO	NO	NO	NO
34. Home Occupations	CEO	CEO	CEO	CEO	CEO	PB	PB	PB	CEO
35. Hospitals and Medical Clinics	PB ¹³	PB ¹³	PB ¹³	PB ¹³	PB ¹³	NO	NO	PB ¹³	NO
36. Hotels and Motels	PB ¹³	PB ¹³	PB ¹³	NO	PB ¹³	NO	NO	NO	NO
37. Individual, Private Campsites	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
38. Kennels and Stables - Commercial	PB ²¹	PB ^{13,21}	CEO ²¹	CEO ²¹	CEO ²¹	PB ^{13,21}	NO ²¹	PB ^{13,21}	NO ²¹
39. Land Based Fish Farms or Hatcheries and Aquaculture Activities (see footnote ²²)	PB ^{13,22}	PB ^{13,22}	NO	PB ^{13,22}	PB ^{13,22}	PB ^{13,22}	NO	PB ^{13,22}	PB ^{13,22}
40. Land Management Roads (See Footnote ²⁴)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
41. Land Subdivisions – Major	PB	PB	PB	PB	PB	NO	NO	PB	NO
42. Land Subdivisions – Minor	PB	PB	PB	PB	PB	NO	NO	PB	NO
43. Laundry and/or Dry Cleaning	PB	PB ¹³	NO ³	NO ³	NO ³	NO ³	NO ³	NO ³	NO ³
44. Lots not otherwise subject to Planning Board review through Subdivision or Site Plan Review	CEO	CEO	CEO	CEO	CEO	PB	PB	PB	PB
45. <u>Marijuana Businesses</u>									
45-a. – Adult Use Marijuana Dispensaries	NO	PB ¹³	NO	NO	NO	NO	NO	NO	NO
45-b. – Home-Based Medical Marijuana Caregivers	CEO ¹²	CEO ¹²	CEO ¹²	CEO ¹²	CEO ¹²	NO	NO	CEO ¹²	NO
45-c. – Medical Marijuana Dispensaries	NO	PB ¹³	NO	NO	NO	NO	NO	NO	NO
45-d. – Marijuana Testing Facilities	NO	PB ¹³	NO	NO	NO	NO	NO	NO	NO
45-e. – Marijuana Cultivation Facilities	NO	PB ¹³	NO	NO	NO	NO	NO	NO	NO
45-f. – Marijuana Manufacturing Facilities	NO	PB ¹³	NO	NO	NO	NO	NO	NO	NO
46. Marinas	PB	N/A	NO	PB	PB	NO	NO	PB ¹³	PB ¹³
47. Mineral Exploration ¹⁴	YES ²	YES ²	YES ²	YES ²	YES ²	NO	NO	YES ²	YES ²

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LAND USES (See ENDNOTE 1 Below)	LAND USE DISTRICTS					SHORELAND ZONES (See ENDNOTE 2 Below)			
	VL	RC	RG	RU	RR	SP	RP	LR	CFMA
48. Mineral Extraction including sand & gravel extraction ¹⁴	PB ¹³	PB ¹³	PB ¹³	PB ¹³	PB ¹³	NO	NO	PB ¹³	PB ¹³
49. Mobile Home / Manufactured Home Parks	NO	NO	PB ¹³	NO	NO	NO	NO	NO	NO
50. Mobile Home / Manufactured Park Subdivisions	NO	NO	PB ¹³	NO	NO	NO	NO	NO	NO
51. Motorized vehicular traffic on existing roads and trails, and snowmobiling with permission of land-owner	YES	YES	YES	YES	YES	YES	YES	YES	YES
52. Museums	PB ¹³	PB ¹³	PB	NO	NO	NO	NO	PB	PB
53. Nursing Homes and Congregate Housing	PB	PB ¹³	PB	PB	PB	NO	NO	PB	NO
54. Parking Facilities	PB	PB ¹³	PB	PB	NO	NO	NO ⁷	PB	PB ⁵
55-a. Piers, Docks, Wharfs, Bridges, and other Structures; Uses extending over or below the normal high water line or within a wetland - TEMPORARY	CEO	N/A	N/A	CEO	CEO	CEO ¹¹	CEO ¹¹	CEO ¹¹	CEO ¹¹
55-b. Piers, Docks, Wharfs, Bridges, and other Structures; Uses extending over or below the normal high water line or within a wetland - PERMANENT	PB	N/A	N/A	PB	PB	PB	PB	PB	PB ⁵
56. Private Sewage Disposal Systems for allowed uses	LPI	LPI	LPI	LPI	LPI	LPI	LPI ¹⁸	LPI	LPI
57. Recreational areas involving minimal structural development – Public and Private	CEO	CEO	NO	PB ¹³	PB ¹³	PB	PB	PB	CEO ⁵
58. Recreational uses not requiring structures, such as Hunting, fishing, and hiking (Non-intensive uses)	YES	YES	YES	YES	YES	YES	YES	YES	YES
59. Research and Development Facilities	PB	PB ¹³	PB	NO	NO	NO	NO	PB	PB
60. Restaurants	PB ¹³	PB ¹³	NO	NO	NO	NO	NO	NO ¹⁷	NO
61. Road, Roadway and Driveway Construction	CEO	CEO	CEO	CEO	CEO	PB	NO ⁸	PB	PB ⁵
62. Schools – Public and Private	PB	PB ¹³	PB	NO	NO	NO	NO	PB	NO
63. Service drops, as defined, to allowed uses	YES	YES	YES	YES	YES	YES	YES	YES	YES
64. Signs	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
65. Soil and Water Conservation practices	YES	YES	YES	YES	YES	YES	YES	YES	YES
66. Structural Subdivisions	PB	PB ¹³	PB	PB	NO	NO	NO	PB	NO
67. Summer Camps	PB	PB ¹³	PB ¹³	PB ¹³	PB ¹³	NO	NO	PB ¹³	PB ¹³
68. Surveying and Resource Analysis	YES	YES	YES	YES	YES	YES	YES	YES	YES
69. Telecommunications Facilities & Towers (footnote ²³)	NO ²³	PB ¹³	PB	PB	PB ¹³	NO ²³	NO ²³	NO	PB
70. Timber Harvesting – (see footnote ²⁴)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
71. Uses similar to uses requiring a CEO permit	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO	CEO
72. Uses similar to uses requiring a PB approval	PB	PB	PB	PB	PB	PB	PB	PB	PB
73. Wildlife Management Practices	YES	YES	YES	YES	YES	YES	YES	YES	YES
74. Workshops and Studios – Contractors, Craftsmen & Artists (see Definition- Chapter 2)	YES	YES	YES	PB	YES	NO	NO	PB	NO

LANDUSE TABLE FOOTNOTES & ENDNOTES

¹ In Stream Protection (SP) and Resource Protection (RP) - not allowed within 75 feet horizontal distance, of the normal high water line of rivers, streams and great ponds except to remove safety hazards.

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

³ A home based laundry business, not having more than 2 employees would be allowed in any District or Zone. Laundramats and Dry Cleaners are not allowed except in Roadside Commercial (RC) and Village (VL) Districts.

⁴ Provided that a variance from the Setback requirement is obtained from the Board of Appeals. Note: Accessory Dwelling Units are prohibited in Stream Protection (SP) and Resource Protection (RP) zones.

⁵ Functionally water-dependent uses and uses accessory to such water dependent uses only.

⁶ The installation of Essential Services, other than road-side distribution lines is not allowed in a Resource Protection (RP) or Stream Protection (SP) Zone, except to provide services to a permitted use within said Zone or District, or except where the applicant demonstrates that no reasonable alternative exists. Where allowed, such structures and facilities shall be located as to minimize any adverse impacts on surrounding uses and resources, including visual appeals.

⁷ Except when area is zoned for Resource Protection (RP) due to Flood Plain criteria, in which case a permit is required from the Planning Board.

⁸ Except to provide access to permitted uses within the District or Zone, or where no reasonable alternative route or location is available outside the Resource Protection (RP) area, in which case a permit is required from the Planning Board.

Chapter 4, Shoreland Zoning Ordinance, Section 8, subsection H, Roads and Driveways: "(4) New roads and driveways are prohibited in a Resource Protection Zone except that the Planning Board may grant a permit to construct a road or driveway to provide access to permitted uses within the Zone. A road or driveway may also be approved by the Planning Board in a Resource Protection Zone, upon a finding that no reasonable alternative route or location is available outside the Zone. When a road or driveway is permitted in a Resource Protection Zone 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."

⁹ Single family residential structures may be allowed by Special Exception only according to the provisions of Chapter 1, General Provisions, Purposes & Administration, Section III (General Administration) - subsection 8. Two-family residential structures are prohibited.

¹⁰ Except for Commercial uses otherwise listed in this Land Use Table such as Marinas and Campgrounds that are allowed in the respective zone or district.

¹¹ For temporary bridges and other crossings not involving earthwork, no permit is required.

¹² There is to be no cultivation of Marijuana within 150 feet of any Protected Natural Resources.

¹³ Subject to Site Plan Review. See specific prohibited commercial and individual uses for this Zone or District in Chapter 3, Unified Development Ordinance, Section I (Land Use Districts, Zones and Requirements).

¹⁴ Refer to Chapter 4, Shoreland Zoning Ordinance, Section 8 (Land Use Standards) - subsection M, Mineral Exploration and Extraction.

¹⁵ See specific permitted and prohibited Commercial, Governmental and Institutional uses for this Zone or District in Chapter 3, Unified Development Ordinance, Section I (Land Use Districts, Zones and Requirements).

¹⁶ Day Care Centers and Neighborhood Convenience Stores are permitted subject to Site Plan Review.

¹⁷ Except that Restaurants shall be permitted where the Limited Residential (LR) Zone overlays within the Village (VL) District with approval by the Planning Board subject to Site Plan Review.

¹⁸ Private Sewage Disposal Systems permitted only with allowed single-family dwellings.

¹⁹ Commercial Uses are prohibited in the Roadside Residential (RR) District except for those specifically detailed in Land Use Table 1. with CEO or Planning Board Approval. The following additional Commercial Uses only shall also be permitted in this District subject to Site Plan Review: Offices, Convenience Stores (without the sale of gasoline), and Nurseries and Greenhouses.

²⁰ Except an area used by automobile hobbyist to store, organize, restore, or display antique autos, antique motorcycles, classic vehicles, horseless carriages, reconstructed vehicles, street rods, or parts of these vehicles shall be permitted as defined by M.R.S.A. Title 30-A, Part 2, Subpart 6, Chapter 183 section 3752 1.A. (2).

²¹ Except that non-Commercial Kennels with up to 6 animals and Stables with up to 3 equines shall be permitted in these Land Use Districts as Accessory Uses or Structures

²² Except this Land Use category is intended to permit lobstering and fishing gear for individual use without Planning Board approval in all Land Use Districts and Shoreland Zones.

²³ See Chapter 3, Unified Development Ordinance – Section VII (Special Permit Standards for Telecommunications Facilities & Towers) – subsection 2, Exemptions and Disallowances. Telecommunication and towers are prohibited within the Village, Resource Protection and Stream Protection Districts unless attached to an existing structure.

²⁴ Maine Forest Service will be responsible for enforcement of the rules for all Timber Harvesting and related activities.

ENDNOTE 1: For any proposed activity or use not specifically listed in the Land Use Table, the CEO will determine the permissibility and the permitting authority for such an activity or use, using the existing table for guidance.

ENDNOTE 2: A Person performing any of the following activities in the Shoreland Zone shall require a permit from the Department of Environmental Protection pursuant to Title 38 M.R.S.A., Section 480-C, if the activity occurs in, on, over or adjacent to any freshwater, coastal wetland, great pond, river, stream, or brook and operates in such a manner that material or soil may be washed into them:

- A. Dredging, bulldozing, removing, or displacing soil, sand, vegetation, or other materials;
- B. Draining or otherwise dewatering;
- C. Filling, including adding sand or other materials to a sand dune; or
- D. Any construction or alteration of any permanent structure.

NOTE: See also Chapter 1, General Provisions, Purposes & Administration, Section III (General Administration) - subsection 6 (Permit Application) – sub-subsection G.

Appendix Q-1: Development Design Standards and Definitions

The following design standards and definitions need to be developed as appropriate and incorporated into the Unified Development Ordinance as part of Surry’s Code of Ordinances (SCO) to enable the Town of Surry to implement the strategies contained in the Future Land Use chapter among others of the 2024 Comprehensive Plan to achieve its goals and objectives.

Design Standards

Site design standards for cluster housing developments such as:

- Lot sizes, density of development, building sizes including height and setbacks
- Lot Coverage
- Courtyard design standards
- Dwelling types and sizes
- Sufficient infrastructure standards with cost savings
- Street trees and yard landscaping requirements

Site design standards for Planned Unit Developments (PUDs)

- Designation of PUD districts
 - Residential
 - Business
 - Industrial
- Project area size and density standards
- Designation of compatible use areas
- Common open spaces
- Landscaping and site design standards
 - Infrastructure
 - Landscaping
 - Circulation plans

Tax Increment Financing

Develop guidelines for application of Tax Increment Financing (TIF)

- Consider whether a proposed district or program in Town will contribute to the economic growth, enhancement of the Town tax base and/or the betterment of the health, safety and welfare of the inhabitants of the Town.
- Develop standards for development of any TIF district within the parameters and guidance of the Department of Economic and Community Development (DECD) of the State of Maine.
- Develop a financial plan for the TIF in accordance with Maine Statute Id. § 5224(2).

Overlay Zones

Develop guidelines for applications of overlay zones.

- An overlay zone is a zoning district which is applied over one or more previously established zoning districts, establishing additional or stricter standards and criteria for covered properties in addition to those of the underlying zoning district. Communities often use overlay zones to protect special features such as historic buildings, wetlands, steep slopes, and waterfronts. Overlay zones can also be used to promote specific development projects, such as mixed-used developments, waterfront developments, or affordable housing.
- As with traditional zoning, uses that can be justified as contributing to the health, safety, and welfare of the population are generally allowed to be regulated via overlay zoning. Common regulations include those for historic districts, natural resource protection, and economic development, though local governments are given broad authority to determine what regulation is in their community's best interest.

Incentive Zoning

Develop guidelines for applications of incentive zoning.

- Incentive zoning is a tool that allows a developer to develop in a way that ordinarily would not be permitted in exchange for a public benefit that would otherwise not be required. Often written into the zoning ordinance, incentive zoning allows the city to leverage variations in existing zoning standards and obtain public goods. For example, a developer may provide schools, parks, open space, plazas, low income housing, or money, in exchange for greater flexibility in required building setbacks, floor heights, lot area, parking requirements, number of dwellings, and other minimum standards. The incentives vary by location, but governments usually calculate the incentives to balance the public advantage with the developer's costs and gains.

DEFINITIONS

Overlay Zone Definition

— An overlay zone is a zoning district which is applied over one or more previously established zoning districts, establishing additional or stricter standards and criteria for covered properties in addition to those of the underlying zoning district. Communities often use overlay zones to protect special features such as historic buildings, wetlands, steep slopes, and waterfronts. Overlay zones can also be used to promote specific development projects, such as mixed-used developments, waterfront developments, housing along transit corridors, or affordable housing.

Incentive Zoning Definition

— Incentive zoning is a tool that allows a developer to develop in a way that ordinarily would not be permitted in exchange for a public benefit that would otherwise not be required. Often written into the zoning ordinance, incentive zoning allows the city to leverage variations in existing zoning standards and obtain public goods. For example, a developer may provide schools, parks, open space, plazas, low-income housing, or money, in exchange for greater flexibility in required building setbacks, floor heights, lot area, parking requirements, number of dwellings, and other minimum standards. The incentives vary by location, but governments usually calculate the incentives to balance the public advantage with the developer's costs and gains.

Tax Increment Financing Definition

--- Tax-Increment Financing (TIF) creates a redevelopment district in which infrastructure improvements and/or project developments are financed based upon an anticipated future increase in property values. The idea is that the development improvements will eventually result in higher property taxes and therefore, the financing "increment" is justified. TIF can be initiated either by a private developer or the municipality itself. Once the redevelopment district is determined, a base property value assessment is performed, and the revenue to agencies other than the redevelopment authority is "fixed" at a present-day amount. Any increase in tax revenue through an increase in property value will accrue to the redevelopment authority. The TIF district is created for a set time period, usually between 5 and 30 years, and once the time period ends, the increase in revenue from the property value increase reverts to the baseline taxing structure. In other words, the money would begin to accrue back to the municipality, county, schools, etc., rather than to the redevelopment authority.

Cluster Developments Definition

--- Residential cluster development is a form of land development in which principal buildings and structures are grouped together on a site, thus saving the remaining land area for common open space, conservation, agriculture, recreation, and public and semipublic uses: Clustering is both visual and spatial with the dwellings scaled and sited to maintain coherent relationships to each other and the surrounding landscape. The open space accounts for the overall lower density of the site and may serve to preserve environmentally sensitive areas while catering to active or passive recreational uses and fostering the rural character by promoting agricultural, forested land, or other rural economy uses.

Planned Unit Development (PUD) Definition

--- A planned unit development (PUD) is a type of flexible, non-Euclidean zoning device that redefines the land uses allowed within a stated land area. PUDs consist of unitary site plans that promote the creation of open spaces, mixed-use housing and land uses, environmental preservation and sustainability, and development flexibility. Areas rezoned as PUDs include building developments, designed groupings of both varied and compatible land uses—such as housing, recreation, commercial centers, and industrial parks—within one contained development or subdivision. Developed areas vary in size and by zoned uses, such as industrial, commercial, and residential.