

**TOWN OF SURRY
COMPREHENSIVE PLAN**

1990 - 2001



Surry Village, 1990, facing Patten Bay, Lower Patten Pond in background.

Prepared By:

The Surry Planning Committee

with assistance provided by

The Hancock County Planning Commission

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I. INTRODUCTION

The Town of Surry is at a crossroads. Like the rest of the downeast coastal region, Surry is caught up in a population and development boom that can only be expected to accelerate over the next decade. The Town can no longer depend on its relative isolation and plentiful supply of land to buffer it from the impacts of development. Nor can the Town continue to base its budgetary and administrative needs on the premise of a low growth rate.

At issue is not whether significant changes are in store but how they will occur. If Surry is to exert a measure of control over growth, if it is to protect and enhance those qualities most valued by its residents and visitors, and if it is to provide adequate services to a growing population without undue costs -- the Town must begin to plan and implement strategies for the future.

This Comprehensive Plan is a timely first step in this important planning process. Surry's first Comprehensive Plan, written in 1980, is now outdated and inadequate for the Town's planning needs. In fact, State law requires municipalities to base their land-use codes and other regulations on an updated Comprehensive Plan. This plan thus affords the opportunity to address immediate and emerging issues while complying with state requirements.

State statute defines a Comprehensive Plan as a "compilation of policy statements, goals, standards, maps and pertinent data relative to the past, present and future trends of the municipality ...". A Comprehensive Plan is not a law or form of regulation. Rather it is a series of guidelines and recommendations which act as a foundation for town planning and decision-making.

The Surry plan specifically identifies present and future issues, states Town goals and policies and suggests steps for implementing those policies. The plan draws heavily on a Town-wide survey taken in the spring of 1989. A total of 800 surveys were sent out and 134 were returned and tabulated. This return rate of 17 percent is considered an above average sample. Roughly 70 percent of the respondents were residents, 30 percent were non-residents. Appendix A contains a summary of this survey.

The Surry Comprehensive Plan Committee has worked for close to two years on the plan, soliciting suggestions from Town officials and the public at large. Using this input, the survey responses and extensive background material on the demographics and other characteristics of the Town, the Committee has developed a plan that it feels accurately reflects community concerns and local planning needs.

It is hoped the Surry Comprehensive Plan will serve four major purposes.

- To create an ongoing forum for the consideration of the

long-range issues of Surry's development and to move toward a consensus on a growth policy for the Town.

- To provide an inventory of Surry's resources, services, facilities, and future needs and to serve as a guide for the Town administration in making capital improvements and planning decisions.
- To coordinate the goals and policies among different issues and programs, such as environmental protection, housing, economic development, community services and transportation.
- To provide a sound and reasonable basis for the development of land use regulations, fulfilling the requirements of State law and in particular the Comprehensive Plan and Land Use Regulation Act (Title 30 MRSA Section 4960) passed by the Maine legislature in 1988.

This 1990 Surry Comprehensive Plan is proposed as part of an ongoing process of town planning. The Plan's goals, policies and background information should be reviewed regularly by the Planning Board and other Town groups, with revisions made at least once every five years. Action steps should be checked off as implemented and new steps developed by the Planning Board on a yearly basis to pursue stated goals and policies. The 10-year update in 2001 should be a major revision, designed to carry Surry into the next century.

II. CHARACTER OF THE COMMUNITY

Surry, Maine, in 1990 is a community of about 1,000 people in 39.26 square miles, west of Ellsworth, and east of Blue Hill and Orland, with 24 miles of shore on Morgan's, Union, and Patten Bays-all of which are at the north end of the larger Blue Hill Bay.

In the nineteenth and the earlier part of twentieth centuries, Surry was a minor but active port, with the attendant small industries. There were several sawmills; much of the land was cleared for farming; there were uncounted miles of rock walls; there was an active grange and rural hall. It was more or less self-contained, in the way that communities were then.

While the modest size of the town sometimes draws a quaint response, Surry has (and continues to make) a small name for itself outside: Surry smelt were well known in New York; people from Surry were among the founding families of Mendocino, California; during the summer months in the early 30's, the Surry Theater flourished. Margaret Callahan played there in addition to other famous actors, early in their careers, in addition to many other famous actors.

Surry was incorporated in 1803, amid a continuing border dispute with Ellsworth. Being one of the original six "David Marsh" townships surveyed east of the Penobscot, Surry extended all the way to the west

bank of the Union River, and an anomaly of surveying called "the Surry gore" gave Surry what is now downtown Ellsworth. This claim was maintained through the vigorous efforts of Leonard Jarvis, a man of prominence in Surry, and a state legislator, but in 1829 the political clout of Colonel John Black of Ellsworth carried the day, and the government of Massachusetts removed Surry's claim.

Ellsworth grew in a way that Surry did not.

Difficult transportation divided the town into East Surry, Surry village, North Surry, and South Surry, and West Surry, each with its own school, church, post office, grange hall, and cemetery. Even in the memory of people today, it was an occasion for people from those parts to get together: sledding down the big hill into the village was one of those events. The main village had, at various times, several stores, a place to eat, and a peripatetic post office, which was a meeting place.

In earlier days there was denser housing in the village and elsewhere than would be allowed under plumbing codes in force since the mid 1970s: some of Surry is built on gravel, but much of the land is clay, bedrock, and wet.

The occupations of Surry people ran the gamut, with a generous amount of "making do", in the Maine style. From roughly 1800 to 1930, the business activities were farming, lumbering, firewood cutting, and fishing - especially for smelt, porgy, and mackerel, and, in Patten Stream, for alewives. Even in recent years, Surry's bays were thick with smelt shacks, and the town still sells alewife rights in Patten Stream.

In the first century and a quarter, there were grist, carding, and sawmills in Surry, working when there was sufficient water. (Those settlers who chose Ellsworth prospered with the abundant supply of waterpower from the Union River, above the tide line.)

Firewood and cordwood was shipped by coastal schooners to the kilns in Rockland, and the lumber south along the coast.

Unlike neighboring Blue Hill, Surry does not seem to have become a magnet for summer residents until well into the twentieth century. Surry's summer population has always concentrated on Newbury Neck, a narrow, seven-mile-long peninsula. The original Newbury Neck plots were large, running from Union Bay to the "back shore" on Morgan Bay. Until recently, most of the original plots had only one farm or home. When the farms declined, the back shore reforested, and so Morgan Bay remained one of the least developed stretches of Maine coast. Morgan Bay is one of two breeding grounds in eastern Maine for the horseshoe crab, and its mud flats and wetlands are a stopping place for tens of thousands of migrating birds. Surry also has miles of lake front shoreland.

Surry's year-round population seems to have peaked in 1860, at about 1320, dropping to 488 in 1930. Today, Surry's year-round population is about 1000, and the summer population is estimated at about the same.

Growth in the last half of the twentieth century has been residential. Most of the agricultural land has grown over with trees. This has changed the look of Surry, and also is probably responsible for apparent increases in moose, black bear, coyote, otter, and mink.

The cost of land has risen dramatically. The skyrocketing price of shoreland has changed the character of the population living near the water. There is some concern that the children of working people in Surry cannot afford to make homes in town. Although much of this caused by the influx of outside money, "people from away" have had other impacts on Surry: much of the membership in community improvement groups comes from this group, including the retired community. In the interest of public health and safety, this group gave a good deal of the support for a building code, in 1973. The code was, and remains, modest, but the gesture towards "more government" was ahead of many other small Maine towns. Likewise, Surry is among the first in Maine to undertake a comprehensive plan, under the State's new Growth Management Program.

There appears to be real or perceived conflicts in Surry over land use. There seems to be a large group which prefers predominantly residential use. Of these, it is probably safe to say that the majority does not want expanded residential use via large developments, because of the "changes" it would bring to the town, and pressures on the services provided by the town, principally the school, roads, and refuse transfer station.

There does not seem to be much pressure at the moment for commercial development in town: there appears to be no current plans for large retail complexes, industrial parks, or the like. In the early Eighties a fish packing concern showed interest in building a plant on Newbury Neck. This caused considerable concern among some, and there appeared to be considerable relief when the property owner found a single buyer for upscale housing instead. There has been a running land use conflict in Surry concerning the town's fertile clam flats, which periodically have been "clammed out". Over the years, the clam flats have been closed for a variety of stated reasons: for the last year they have been closed while tests are made to ascertain water quality. A section of the Newbury Neck flats has recently been reopened. In past years they have been regularly closed for reseeding by the town, though this reseeding was not carried out. The conflict is between residents who, for various reasons, do not want the flats clammed, or clambers on the flats, and those who want to take the clams. The digging has been good enough to attract clambers from as far as Bath, who find it worthwhile to risk continual fines and occasional confiscations of their take by the county sheriff's office. There have also been confrontations between local clambers and those from away.

Income in Surry is generated several ways. There are numerous professional people, and people working in nearby towns. There are retirees. A recent count by the town office listed 75 businesses in Surry, but most are small and have a low profile. Among the more visible businesses in town are: a greenhouse/nursery; two companies that manufacture and/or sell boats; and businesses of screen printing, publishing, woodworking and construction. Logging continues in the woods. A radio station operates broadcast towers on the Union Bay shore. There is an inn and restaurant in a historic building on Contention Cove, and, on and off, several bed and breakfasts. There is one convenience store in town. There is a new commercial orchard, and up to a half dozen working farms, depending on the description of "farm." There is a sawmill, currently not operating. The post office has moved to a new building outside of the central village, and is no longer a meeting place. Many of the older citizens who were regulars at the post office and at the stove in one of the stores are no longer here, and many of those who are still with us neither know nor are known by newer people in town. There are only a few people left who can describe most of the property boundaries their area, and practically no one, anymore, who accepts those descriptions as "good as law."

Surry has a new school, finished in 1986, with about 120 students, K-8. The Town has a strong tradition of parent and citizen involvement with its school. Graduations are attended by older people, who do not have relatives among the scholars, and whose education may have ended at Surry's eighth grade. Civic meetings and community festivities are held in the school building. In a somewhat acrimonious move in 1970, citizens voted for dissolution of School Administrative District 66 and the establishment of School Union 92, in order that some local control would return to the Town.

Surry's form of government is the town meeting, with three elected selectpersons, an elected school board, and a planning board as well as the citizen committee which is preparing this report.

The business of the town is losing some of its old fashioned character. Today, there is probably less influence than before from "strong individuals" (generally one of the selectpersons) who traditionally carried a lot of influence. The appearance of town government has also been getting more formal. Until the 1970s, taxes were collected in the tax collector's home, and the constabulary was essentially one person, whose policework frequently amounted to calling up the perpetrator and telling him to meet the constable at the store.

In 1980, the town hired an administrative assistant to run the town office. A new town office and volunteer fire station was built in 1986. The town meeting voted for a volunteer police force in 1979. Since 1988, the town has hired a contract deputy from the Hancock County sheriff's office. (The fact that Surry is on the way from Ellsworth to many other towns gives Surry additional police coverage. It also may, or may not, be pertinent in viewing Surry as a future "bedroom community.")

In state and national elections, voter turnout approximately matches statewide performance. The town generally leans towards "conservative" votes, but in 1988 the majority of Democratic delegates to the state convention were for Jesse Jackson. There is an active town Conservation Commission, a private Surry Wetlands Association, and one of the state's most active citizen groups involved in recycling waste. Town government meetings are, on the whole, easily accessible: On a recent cold evening a citizen walked into a selectperson's meeting and suggested that the town flood a skating rink; the item was immediately put on the agenda and scheduled for investigation. Selectpersons, who are paid \$6 to \$8 per hour, average about 30 hours each per month on town business. Surry has a history of people willing to do this.

In candor, it must be said that there is some of the usual resentment against people from away, and that there has been some conflict, albeit democratic, among what could be called "social classes" in Surry. Some of this surfaced in the mid 1980s over whether the volunteer fire department should be left more autonomous, in its own building (previously the village school house), or whether a new firehouse should be constructed in a new municipal building. This was described by some as an attempt to intrude in a "working people's" fire department and its social functions. The new firehouse was built, and is functioning smoothly with the full efforts of all the previous opponents.

Surry and the surrounding towns have a fairly high level of cultural activities. One of the most visible in the whole state is the Surry Opera Company, a group of mostly amateur singers who have been featured widely in the national and local media. So far, the group has made three goodwill tours to the Soviet Union, one to Japan, several to Canada and several in this country, and has hosted nearly a hundred Soviet performers, who brought official gifts to Surry from the city of Leningrad.

In the early days and more recent ones, Surry has had its share of fine people who have created Surry's character. Indeed, our greatest resource is our human resource - our people!

III.

INVENTORY & ANALYSIS

- A. Population and Area Perspective
- B. Land Use
- C. Natural & Marine Resources
- D. Local Economy
- E. Transportation
- F. Housing
- G. Cultural Resources

A.

POPULATION

1. Introduction

Of primary importance to any town in the preparation of a comprehensive plan is the people who live there, the human community. This section includes information on the current and projected population, age and sex characteristics, education and income. This information will provide support on the kind and extent of facilities and services, both public and private, that the residents need.

TABLE A1

SURRY - POPULATION NET GROWTH

<u>YEAR</u>	<u>POPULATION</u>	<u>GROWTH %</u>
1940	497	
1950	448	-09.0 %
1960	547	22.0 %
1970	623	13.8 %
1980	894	43.4 %
1990	1004	12.3 %
2000 (projection)	1275	26.9 %

Source: 1980 U.S. Census and the Department of Human Services, Office Data, Research and Vital Statistics

The Surry residential population doubled over the past 50 years despite a drop in the period 1940-50, due likely to World War II relocations. Also, the rate of growth was erratic with a significant increase in 1970-80.

The Department of Human Services projections for the Town of Surry for the 1990-2000 period represent a net gain of 271 people, a growth rate of 26.9% and this is considered to be a reasonable estimate.

Surry adjoins Ellsworth City and three Towns who have in common two watersheds, three lakes, extensive woodlands and one stream.

TABLE A2
POPULATION AND
LAND AREA
COMPARISONS

<u>City/Town</u>	<u>Size Areas</u>	<u>Population</u>		<u>% Growth</u>	<u>1980 Total Residences</u>	<u>Estimated Per Capita Income 1987</u>	<u>1991\1989 State Valuation</u>
		<u>1980</u>	<u>1990</u>				
Ellsworth	60800	5197	5962	15%	2503	\$11,169	284,150,000
Blue Hill	36301	1644	1943	15%	973	\$10,791	243,450,000
Orland	33023	1645	1798	9%	941	\$ 9,780	77,050,000
Penobscot	30737	1104	1131	2.5%	495	\$ 8,964	62,250,000
Surry	25124	894	1004	12.3%	661	\$10,667	83,100,000

Source: U.S. Census & the 1989 Statistical Handbook for Hancock County

Ellsworth City, as the "Shiretown," for the County has the highest population and valuation. Ellsworth also shares the highest growth rate with Blue Hill. Surry falls last in size and population within the group, and shows in mid-place in growth, per capita income and State Valuation. These five Towns represent the central sector of the County. Also, they comprise 19% of the County land and 25% of the County (1990) population.

2. Age Group Breakdowns

According to officials at the Department of Human Services (DHS) projections of age group breakdowns for a municipality are less accurate than for the County or State level. DHS projections are also less likely to be accurate because they are based on the 1980 census.

TABLE A3

AGE GROUP ESTIMATES & PROJECTIONS

Population Growth
by Category

	Actual 1980	Projected 1987	% change	Projected 2001	% change
<5	56	64	+14.3%	70	+25.0%
5-17	182	187	+ 2.7%	210	+15.4%
18-44	332	400	+20.5%	470	+41.6%
45-64	177	202	+14.0%	340	+92.1%
65+	<u>147</u>	<u>179</u>	+21.8%	<u>220</u>	+49.7%
	894	1032		1310	

Source: Maine Department of Human Services

At date of publication, the Census Bureau has provided the Town only the resident (year-round) population determined to be of 1004.

3. School Age Population

School enrollment has fluctuated some from 1970 to the present, but it has not increased substantially. From the 1970-1971 school year to the 1988-1989 school year, only 22 children were added to the enrollment. The October 1990 total enrollment has stabilized at 174. The population projection however predict that the 5-17 population will increase and the 18-44 age category appears to have been one of the faster growing age groups, so it is likely that the school age population will indeed be increasing.

TABLE A4
SCHOOL ENROLLMENT

YEAR	ELEMENTARY	SECONDARY	TOTAL
70-71	114	38	152
71-72	105	42	147
72-73	111	53	164
73-74	109	52	161
74-75	118	52	170
75-76	128	57	185
76-77	128	55	183
77-78	129	62	191
78-79	117	62	179
79-80	114	65	179
80-81	112	58	170
81-82	111	56	167
82-83	113	49	162
83-84	103	50	153
84-85	105	46	151
85-86	117	50	167
86-87	109	57	166
87-88	110	53	163
88-89	118	56	174
Fall 1990	-	-	174

4. Seasonal Population

With 282 seasonal housing units in 1980, and an average household size of 2.6*, there were at least 733 seasonal residents in Surry in 1980. Assuming 330 seasonal dwellings in 1989 with an average household size of 2.2, then there were at least 726 seasonal residents. If the average household size remains at 2.6 for seasonal residents, and assuming that the estimate of 330 seasonal dwellings in 1989 is accurate, the seasonal population would be 858. With the addition of licensed lodging rooms and campground sites, peak seasonal population is between 1,003 and 1,186.

TABLE A5

SEASONAL POPULATION ESTIMATES

	Seasonal Housing Units	Seasonal Residents	# Licensed Lodging Units	# Licensed Campground Units	# Seasonal Visitors	Seasonal Population*
1980	282	733				
1989	330	726-858	16	110	277-328	1003-1186
2001	394	862-1024	32	150	400-473	1267-1497

* NOTE: These estimates are in addition to the year-round population
 source: Local estimates of seasonal housing units, lodging & campground units

This means that for a few weeks during the summer there may be as many as 2,053-2,236 people in Surry. Since it is unlikely that every dwelling unit would be occupied at any given moment, 2,000 would be a reasonable estimate of peak population during the summer months.

Although there is some evidence to indicate that family size of seasonal residents is larger, there are no reliable estimates at this time as to how much larger. In New Hampshire, for example, seasonal household sizes are assumed to be 50% larger than year-round.

TABLE A6

TOTAL PEAK POPULATION ESTIMATES & PROJECTIONS

	Year-Round Population	Seasonal Population	Total Peak Population
1980	894	733	1627
1990	1004	1003-1186	2000-2145
2001	1187	1267-1497	2454-2684

In summary the population of Surry more than doubles during the summer months. By the year 2001, there will likely be an additional 500 people in Surry during the summer time.

5. Key Issues

1. School enrollment increased about 18% between 1970-80, with very little increase since 1980, although projections indicate that this is likely to change in the near future.
2. Population in child bearing years (18-44) has increased by 20% since 1980, and is projected to sustain a high rate. Also, there is an estimated 22% increase in senior citizens (age 65+) since 1980, also with a similar sustained rate through 2001.
3. The population in Surry doubles during the summer time. On any given day in July, there may be as many as 2145 people in Surry. This number could increase to as many as 2684 persons by the year 2001.

B.

LAND USE

The Town of Surry encompasses 25,124 acres or 39.26 square miles which includes 1,160 acres of lake waters in Toddy Pond and Upper/Lower Patten Pond.

1980 data reveal that of the approximate 24,000 inland acres, about 80% was forested, 7% in agriculture, 5% was developed and the remaining 12% being open land, wetlands, marsh and streams.

1. Forest Land

Most of the total estimated forest land (19,200 acres) is located in the northern and western sectors of the Town. In this part of town there is an active harvest annually. Due to the proximity of the Champion paper mill in Bucksport, there is a ready softwood market for pulp in addition to a demand for wood chips for energy facilities.

In 1978, there were 1,823 acres registered in Surry under the Tree Growth Tax program. In 1986, 8,830 acres (38 parcels) were registered compared with 6,743 acres (99 parcels) in 1989. The State Tree Growth Tax Law was enacted in 1970 to provide property tax relief particularly to large land owners and to encourage good forest management. There is a stiff penalty to the owner if the land is sold or taken out of tree growth. The trend in Surry is that while the registered acreage has been reduced (due partly to sale), more land owners are participating to gain tax savings as land valuations increase.

2. Agricultural Land and Open Space

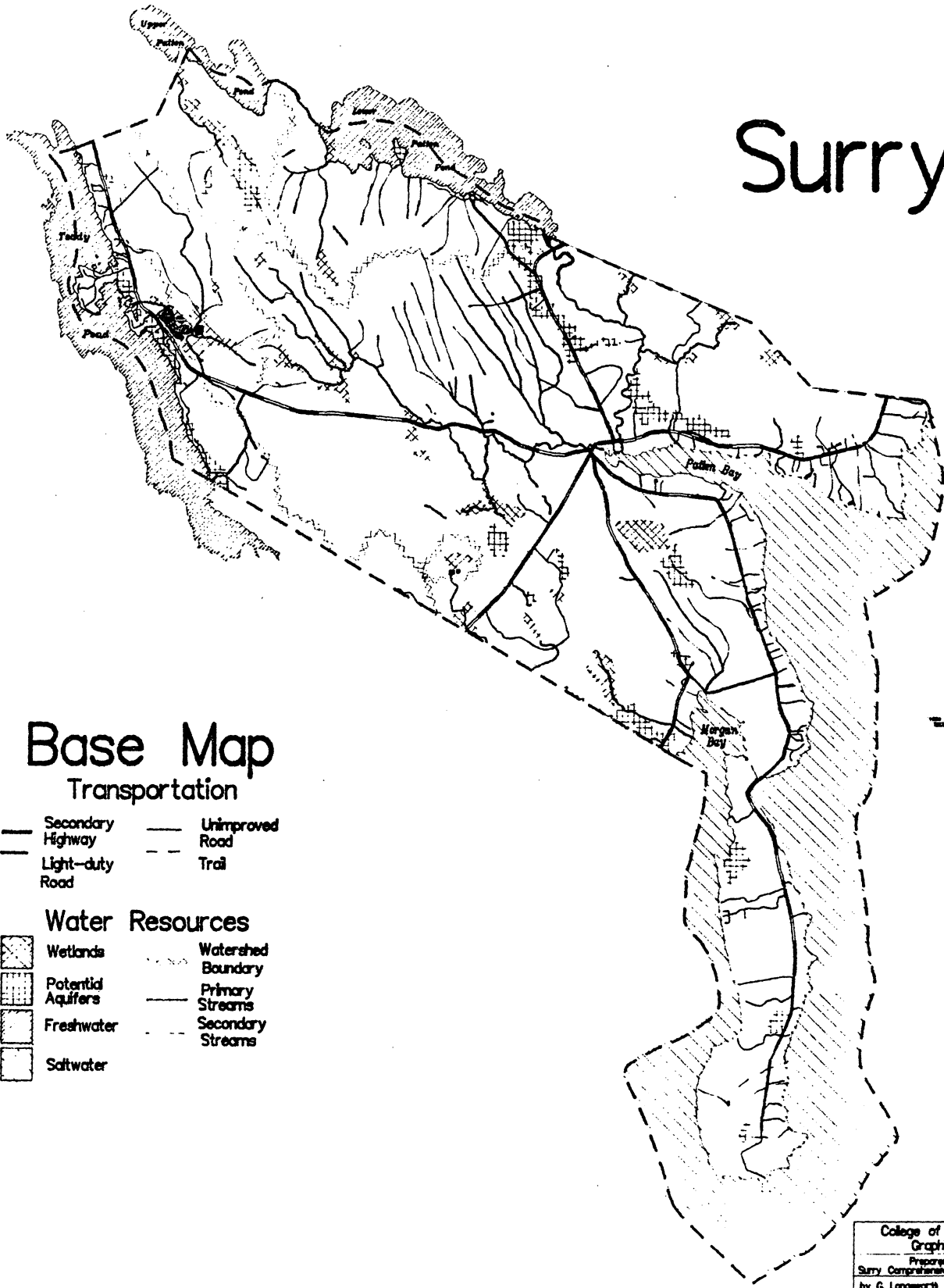
While many of the open pastures, associated with the small farms that were more common in the early part of the century, have overgrown into forest, blueberry harvesting in Surry remains active and accounts for much of the 1,680 acres estimated in use for agriculture. Two blueberry companies own and manage large land parcels in Surry. Also over 30 resident owners manage and harvest berries on smaller parcels. The blueberry lands have however diminished in recent years since much of it has greater value for development.

There is one farm on Newbury Neck in Surry registered under the Farm and Open Space Law. Beef cattle are raised on this 68 acre farm. Another farm of about 30 acres on Toddy Pond Road produces apples. There are a few other family farms in Surry producing organic and other specialty crops.

3. Residential Land and Subdivisions

All of Surry's residential land is located either along major roadways

Surry



Base Map Transportation

- | | |
|---------------------|-------------------|
| — Secondary Highway | — Unimproved Road |
| — Light-duty Road | - - - Trail |

Water Resources

- | | |
|-----------------------------------|-------------------------------------|
| [Cross-hatch pattern] Wetlands | [Dotted pattern] Watershed Boundary |
| [Grid pattern] Potential Aquifers | — Primary Streams |
| [White box] Freshwater | - - - Secondary Streams |
| [White box] Saltwater | |

College of the Atlantic
 Graphics Lab
 Prepared for the
 Surry Comprehensive Planning Committee
 by G. Longworth March 1990

or on water bodies. Virtually all of the shore front on Union River Bay has been developed for residential use, albeit at low to moderate densities.

Because of the location of the road, there has been relatively little development on the Morgan Bay side of the Neck. The areas on Morgan Bay that have been developed were developed as subdivisions.

Virtually all of the shorefront on Toddy Pond in Surry is either residential or agricultural. Both of these activities contribute large amounts of phosphorus to the pond. Excessive phosphorus export can lead to algae blooms. Since phosphorus export from development is difficult to correct after the fact, future development in the Toddy Pond watershed should be designed to limit phosphorus export.

There has also been some development in a concentrated area on the lower end of Lower Patten Pond. However, the remainder of land on Upper and Lower Patten Pond in Surry is owned by paper companies and remains undeveloped at this time. A large piece between the two ponds has recently become available for development, but has not yet been sold or subdivided. Since paper companies generally sell their shorefront property first it is likely that Upper and Lower Patten Ponds will see more development in the near future.

Development along roadways is to be expected and in fact local ordinances often encourage it with excessive road frontage requirements. This leads to sprawl, the loss of rural character, and will ultimately cause traffic problems. Like many towns in Maine and elsewhere the distinction between the village center and the rural parts of Surry is disappearing.

4. Commercial Land

There is very little commercial land in Surry. Many of the local businesses are home based, are not land intensive and are located along the main thoroughfare between Ellsworth and Blue Hill. At this point Surry's development, commercial land use is very limited.

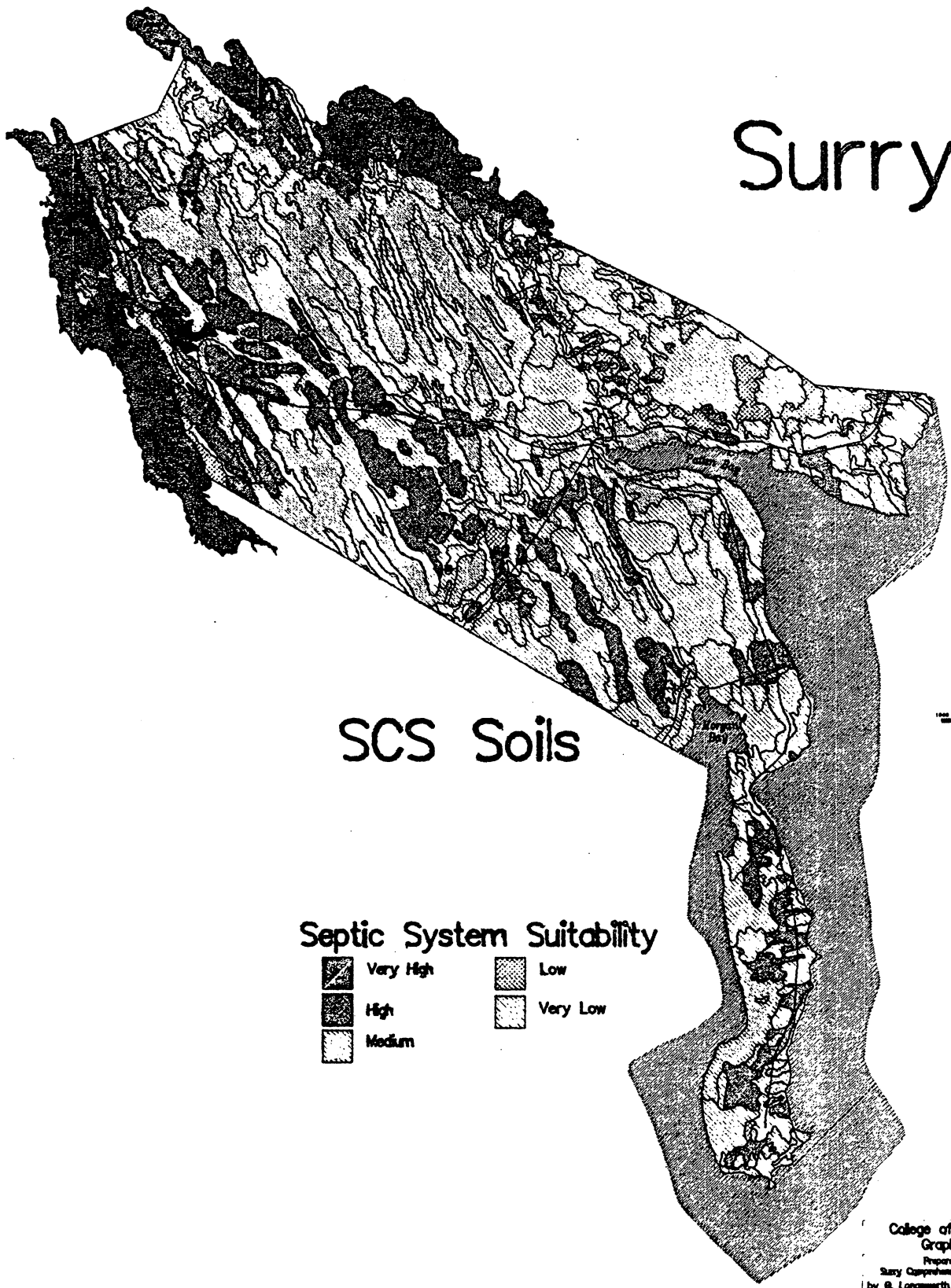
5. Wetlands and Marsh

Surry has numerous freshwater wetlands, mostly situated in the northern sector of the Town. A total of 25 wetlands of 10 acres or over have been identified by DEP. These and the town's coastal wetlands are discussed in the Natural Resource Section that follows.

6. Land Ownership

In 1989, there were 1375 taxed lots in Surry, with or without buildings. Nearly half the lots are 50 acres or less. One third of Surry's total acreage belonged to 13 owners having parcels of 200 acres or more (reference Table B1).

Surry



SCS Soils



Scale
 1" = 2000'

Septic System Suitability

	Very High		Low
	High		Very Low
	Medium		

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 Prepared for the
 Surry Comprehensive Flooding Committee
 by G. Longworth June 1990

TABLE B1

NUMBERS OF OWNERS BY LOT SIZE

<u>LOT SIZE (AC)</u>	<u># OF OWNERS</u>	<u># OF ACRES</u>	<u>% OF TOTAL</u>
1000-2307	3	4791	20%
200-1000	10	3348	14%
100-200	17	2198	9%
50-100	52	3474	14.5%
0-50	<u>1293</u>	<u>10188</u>	<u>42.5%</u>
	1375	24000*	100%

* approximate total acres in the Town of Surry

Source: Surry Tax Maps

Key Issues

1. Agricultural lands are becoming scarce.
2. Excessive development on Toddy Pond is occurring and development on Upper and Lower Patten Pond may accelerate.
3. Excessive development is occurring on the east side of Newbury Neck.
4. There is a potential for additional large subdivision development on Morgan Bay side of Newbury Neck.
5. Construction on non-conforming lots could present problems, unless strictly enforced.

SOILS

Soils play a critical role in planning for the future of Surry. The ability of soils to support different types of land uses plays an important part in determining where different land uses are located. Soil characteristics will have an impact on the cost involved in building on a site, as well as the impact a certain land use will have on groundwater and other natural resources.

Three Interpretive Soil maps have been developed for Surry. An Interpretive map groups soils into categories according to common properties shared by individual soil types. For example all of the following soils are hydric soils, that is they all share the characteristic of being wet. However, only some of them are considered useful as farmland, and they each have a different woodland productivity rating. An interpretive map showing all hydric soils would have all of the hydric soils shaded one color while an interpretive map might show woodland productivity with a different shading pattern for each productivity rating.

TABLE C1

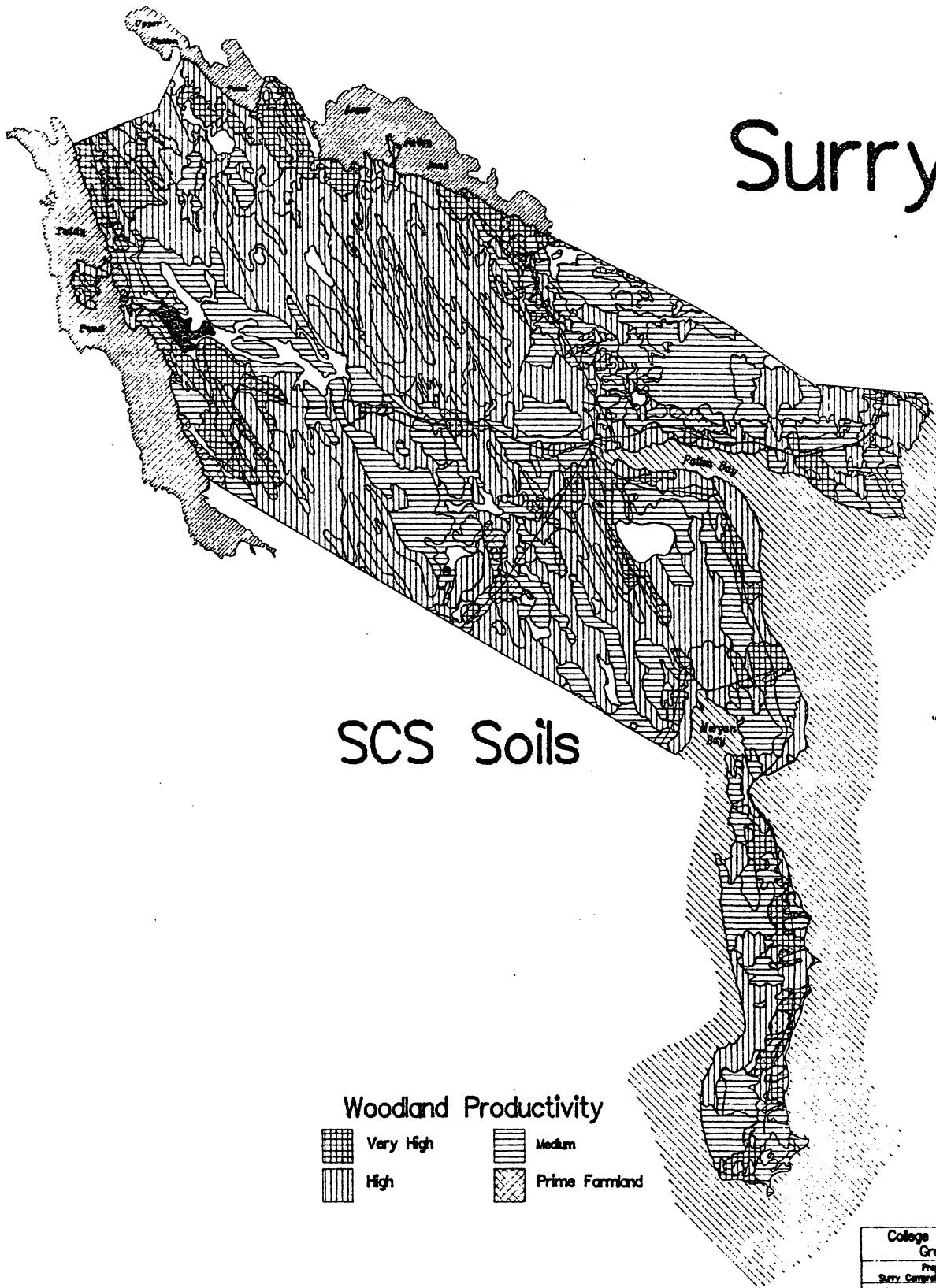
SOIL TYPES & PRODUCTIVITY RATINGS

<u>SOIL UNIT SYMBOL</u>	<u>SOIL UNIT NAME</u>	<u>HYDRIC SOILS</u>	<u>PRIME FARMLAND</u>	<u>WOODLAND PRODUCTIVITY</u>
2A	Charles silt loam	yes	yes	medium
28A	Scantic silt loam	yes	no	medium
33B	Lamoine-Scantic complex	yes	no	high
34B	Biddeford muck	yes	no	very low
46B	Brayton fine sandy loam	yes	no	high

Source: Soil Conservation Service, USDA

The soil unit symbol or name means very little to anyone but a soil scientist. However interpretive maps based on soil properties are very useful. One of Surry's interpretive soils maps shows Prime Farmland and Woodland productivity. Much of what is in Tree Growth in the Northwestern part of town is rated for high forest productivity. Much of the land rated for high farmland productivity is either forested or has been developed. A large piece of open land half way to Blue Hill on Route 176 is rated as prime farmland.

Surry



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Prepared for the
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by G. Longworth June 1980

Another interpretive map shows soil potential for low density development. On this map soils are rated very high to very low in terms of suitability for development. This rating system was developed by looking at the type of corrective measures needed to overcome soil limitations for single family homes with subsurface waste disposal and paved roads in a development. Soils are rated based on the degree of site modification and associated costs needed to make the soil satisfactory for subsurface waste disposal, house building and roads.

Much of the area on Newbury Neck is rated as having a low potential for development. One area at the end of Newbury Neck is not yet developed and is rated as having a high potential for development.

Soil around the center of town is generally rated as being low to very low in terms of suitability for development. There are, however, a few pockets of good soils near the Village. A large portion of land west of the North Bend Road is rated as having medium to high potential for development. Another large piece of land near the center of town rated as having a high potential for development is located north of the Ellsworth Road and east of the North Bend Road. Land on Route 176 towards Orland has considerable land rated as having medium and high potential for development.

The limitations for development map shows erodible soils, steep slopes, floodplain soils, sand and gravel aquifer soils and hydric soils.

WATER RESOURCES

Water Quality Classifications in Surry

In classifying water bodies in the State, the legislature had three (3) objectives:

- A. That the discharge of pollutants into the waters of the State be eliminated where appropriate;
- B. That no pollutants be discharged into any waters of the State without first being given the degree of treatment necessary to allow those waters to attain their classification; and
- C. That water quality be sufficient to provide for the protection and propagation of fish, shellfish and wildlife and to provide for recreation in and on the water.

Class B Waters - Class B is the 3rd highest classification for streams and tributaries. This classification applies to all streams and tributaries in Surry.

Class B waters need to be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing;

Surry



SCS Soils Development Limitations



recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, and navigation; and as habitat for fish and other aquatic life.

According to the water classification law, the habitat shall be characterized as unimpaired. Discharges to Class B waters shall not cause adverse impact to aquatic life in that the receiving waters shall be of sufficient quality to support all aquatic species indigenous to the receiving water without detrimental changes in the resident biological community.

Class SB Waters - Class SB is the 2nd highest classification for marine waters. Union River Bay and Blue Hill Bay are both Class SB.

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

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

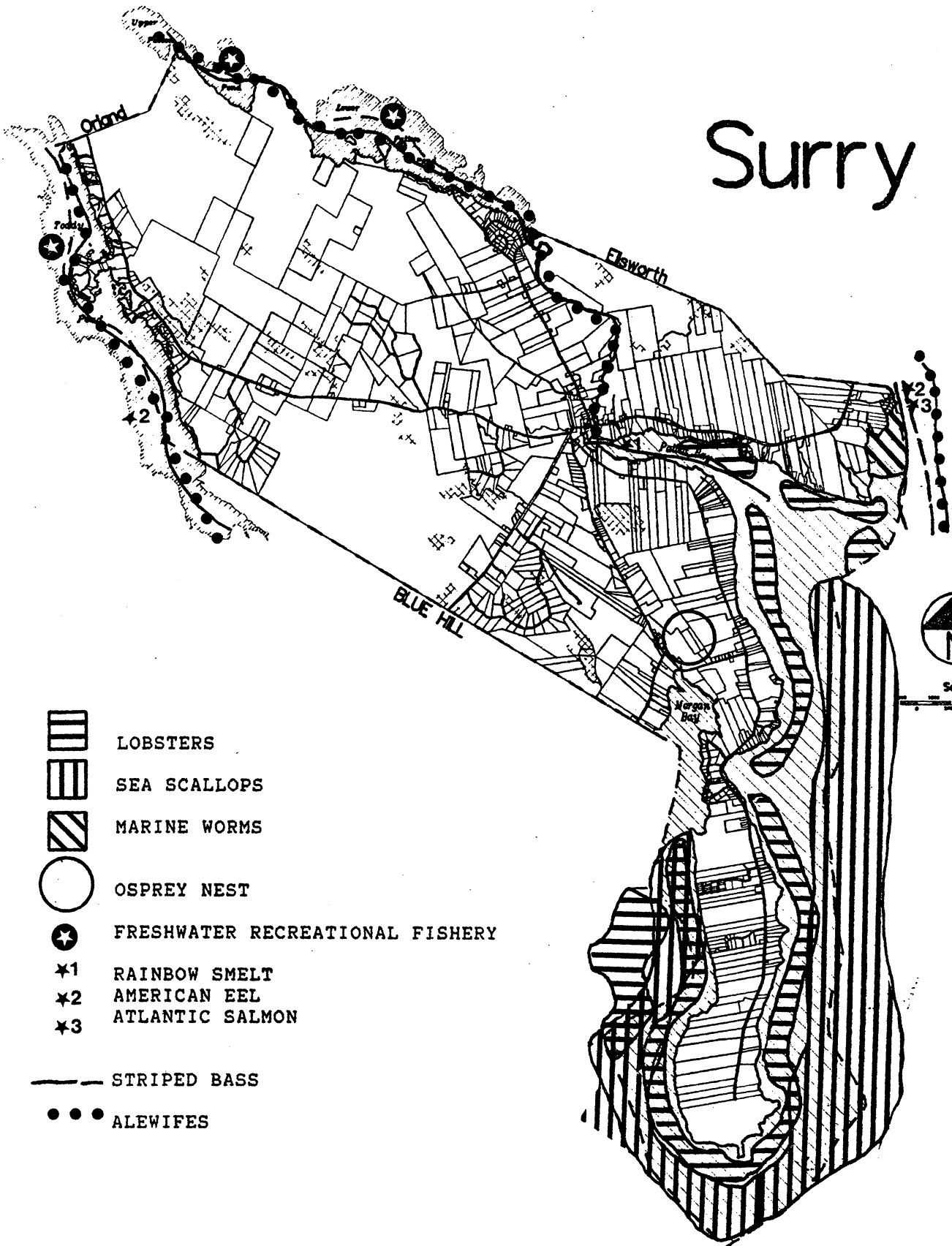
The marine waters off Surry's shoreline are rich with marine life.











MARINE LIFE

LOCATION

Marine Worms	East Surry Inner Patten Bay
Soft Shell Clams	East of Newbury Neck Road Morgan Bay West Side of Newbury Neck
Quahogs (Hard Clams)	Small parts of softshell clam areas
Sea Scallops	Blue Hill Bay Union River Bay
Lobsters	Shallow waters off Newbury Neck and on Union River Bay
Striped Bass	Union River Bay
Rainbow Smelt	Union River Bay

Surry



-  LOBSTERS
-  SEA SCALLOPS
-  MARINE WORMS
-  OSPREY NEST
-  FRESHWATER RECREATIONAL FISHERY
-  *1 RAINBOW SMELT
-  *2 AMERICAN EEL
-  *3 ATLANTIC SALMON
-  STRIPED BASS
-  ALEWIFES

American Eel	Union River Bay Toddy Pond
Alewifes	Toddy Pond Union River Bay Upper Patten Pond to Lower Patten Pond to Patten Stream
Atlantic Salmon	Union River Bay

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

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

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

The law again states that there shall be no new direct discharge of pollutants into Class GPA waters. Discharges into these waters which were licensed prior to January 1, 1986, shall be allowed to continue only until practical alternatives exist. No materials may be placed on or removed from the shores or banks of a Class GPA water body in such a manner that materials may fall or be washed into the waters. Also, no change of land use in the watershed of a Class GPA water body may, by itself or in combination with other activities, cause water quality degradation which would impair the characteristics or cause an increase in the trophic state of downstream GPA waters.

The Toddy Pond watershed ultimately drains into the Penobscot River. However, the Upper and Lower Patten Pond watersheds, and the remainder of the land area in Surry, drain into the Union River Bay.

High intensity development on the shoreline as well as the entire Patten Pond drainage basin impacts the water quality and the integrity of the Union River Bay marine habitat. Whenever land is cleared, runoff containing nutrients, foreign material, chemicals, bacteria, etc., has an easier time reaching the water. Clearing of land goes hand in hand with development which has a permanent impact on marine water, groundwater and surface water as well as on the area's visual assets.

Improvements to the marine habitat could be made by:

1. Eliminating all discharges to water or treating discharges such that the water quality of the discharge is higher than the body of water into which it is discharging.
2. Encourage buffer strips to be planted in areas where the natural vegetation has been removed.
3. Encourage good site design for all new development to minimize any additional runoff from the development to any water bodies.

3. Wetlands

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

Marshes, swamps, bogs and fens are all wetlands, each with its own particular characteristics. Sometimes there is a mixture of types. Not only do these areas protect against erosion and store excess floodwaters, but some of them are among the most productive ecosystems in Surry. Whether a wet area is a marsh or a bog, can be determined, by learning the plants associated with each.

The Emerton Heath is approximately 200 acres. It sits between Morgan Bay Road and Newbury Neck Road, and is surrounded on all sides by woods. It is a bog - but because water flows from it into Emerton Brook, it is a bog with some characteristics of a fen.

Another extensive freshwater marsh habitat is located on the property of Laredo Carter on the Toddy Pond Road. A great number of birds make use of this marsh including Osprey (nesting), Hooded Merganser, Great Cormorant, Black Duck, Kingfisher, Bald Eagle, Canada Goose, Killdeer, and Great Blue Heron. Another Surry area that provides valuable marsh habitat is: Patten Stream outlet at lower Patten Pond which also is a favored duck habitat.

Bogs hold water and do not usually give it up. Even in times of drought, bogs release only about 1% of their water to the surrounding land. The water is held deep in the peatbeds of the bog. And the peat, which decomposes very slowly in this acidic and anaerobic environment, becomes, in effect, a historical record. Bogs can reveal plants and animal species that are thousands of years old. Because bogs are nutrient-poor, and do not have mineral-rich flowing water the way fens and streams do, only a few plants that have adapted to such a sterile environment thrive here. The pitcher plant is one -it takes its nutriment from the insects in the air around it, rather than from the ground.

4. Morgan Bay

An ecosystem of high value in the Town of Surry is one consisting of Morgan Bay, the salt water marsh at its head, and Emerton Heath.

Emerton Heath is a pristine example of a northern bog that nourishes the marsh by way of Emerton Brook and three other streams. The Heath may be the origin of ground water that feeds the wells of the residences down the slope along Patten Bay.

Morgan Bay and its marsh provide a viable habitat for an unusually large variety of life forms. Partly this is due to the absence of major development (and the pollution and disruption that come with it) in the entire watershed. Some of the rarer forms of crustaceans and mollusks may have been able to establish populations in Morgan Bay because of its shallow depth, which allows for solar warming and the nutrient producing marsh.

In 1984, a portion of Morgan Bay was placed on the State Register of Critical Areas because of the quahog breeding areas located there. Most of the common types of clams can be found in the bay, as well as some species of Mollusks not commonly found north of Cape Cod. There is at present a proposal being considered to expand the critical area designation to include horseshoe crab breeding sites. Morgan Bay and Hog Bay in Hancock (the only other breeding site in this area) mark the northern range limit of the horseshoe crab.

5. Fisheries

For many year alewives were taken commercially (by permit from the Town of Surry) on Patten Pond and along Patten Stream. In 1984, this practice was discontinued because of the small number of fish returning to these waters. In a period of five years the number of fish taken dropped from 320 bushels to 32 bushels. No satisfactory explanation has been found for this drop in population. Patten Pond has been restocked with alewives and there are plans to place fish ladders along the stream.

6. Shellfish

Clam flats are located in Surry along the South shore of Patten Bay, along the Union River Bay and Morgan Bay shores of Newbury Neck, and at the head of Morgan Bay.

The clam flats on Patten Bay have been closed for many years. So far, there seems to be no concrete information about the cause of the pollution problems. There is speculation about possible direct discharges of septic effluent or malfunctioning septic systems both on the bay itself as well as further up Patten stream. More data need to be gathered regarding this issue. Part of the problem may be intensive residential development in the village area where soils are not well

suited for development. This area slopes fairly rapidly down to the bay. Access roads and streets leading to the Bay provide access for channelized runoff that reach the Bay fairly easily.

At the moment, only the clam flats on the Morgan Bay side of Newbury Neck are open. The Department of Marine Resources has done testing of the flats, and those located on the East side of the Neck are expected to open sometime in 1990 or 1991. Those flats were closed due to lack of water quality information.

In 1987, there were 108 resident and non-resident non-commercial licenses issued by the Town of Surry. The Town has never issued commercial licenses. In the recent past there have allegedly been a great number of commercial diggers illegally working the flats in Surry.

7. Public Access to Salt Water

At present there are two locations that the Town maintains for public access to salt water.

The Town landing is located in the center of the village just off route 172. A ramp allows small boat access to Patten Bay. The build up of the bar at the mouth of the harbor has greatly limited the use of the landing.

The Carrying Place is a stretch of gravelly beach on Union River Bay located on the Newbury Neck road about 4 1/2 miles from the village. It is used exclusively during the summer for swimming and picnicing.

TABLE C2

PLANTS AND WILDLIFE IN EMERTON HEATH

Plants:

- Sphagnums
- Heaths: cranberry, leather leaf, highbush blueberry, black highbush blueberry, sheep laurel, bog laurel, bog rosemary, creeping snow berry
- Pitcher Plant
- Cotton Grass (many species)

Amphibians and Reptiles:

- Wood Frog
- Northern Red-bellied Snake
- Eastern Garter Snake
- Northern Water Snake

Birds:

- Tree Swallows*
- Warblers: Tennessee, Yellow-humped, Palm*
- Brown Creeper
- Red-winged Blackbird
- Flycatchers: Olive-sided, Yellow-bellied
- Sparrow: White-throated, Savannah, Lincoln's*
- Red-shouldered Hawk- Boreal Chickadee*- Gray Jay- Spruce Grouse- Ruffed Grouse * prefer to nest in or near peatlands






Mammals:

- Northern Flying Squirrel*
- Red Squirrel
- Hoary Bat
- Voles*: meadow, boreal redback
- Woodland Jumping Mouse*, Meadow Jumping Mouse
- Southern Bog Lemming*
- Shorttail Weasel
- Southern Short Hare*
- Fisher
- Porcupine
- Bob Cat
- Moose
- White Tail Deer
- * prey items

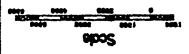
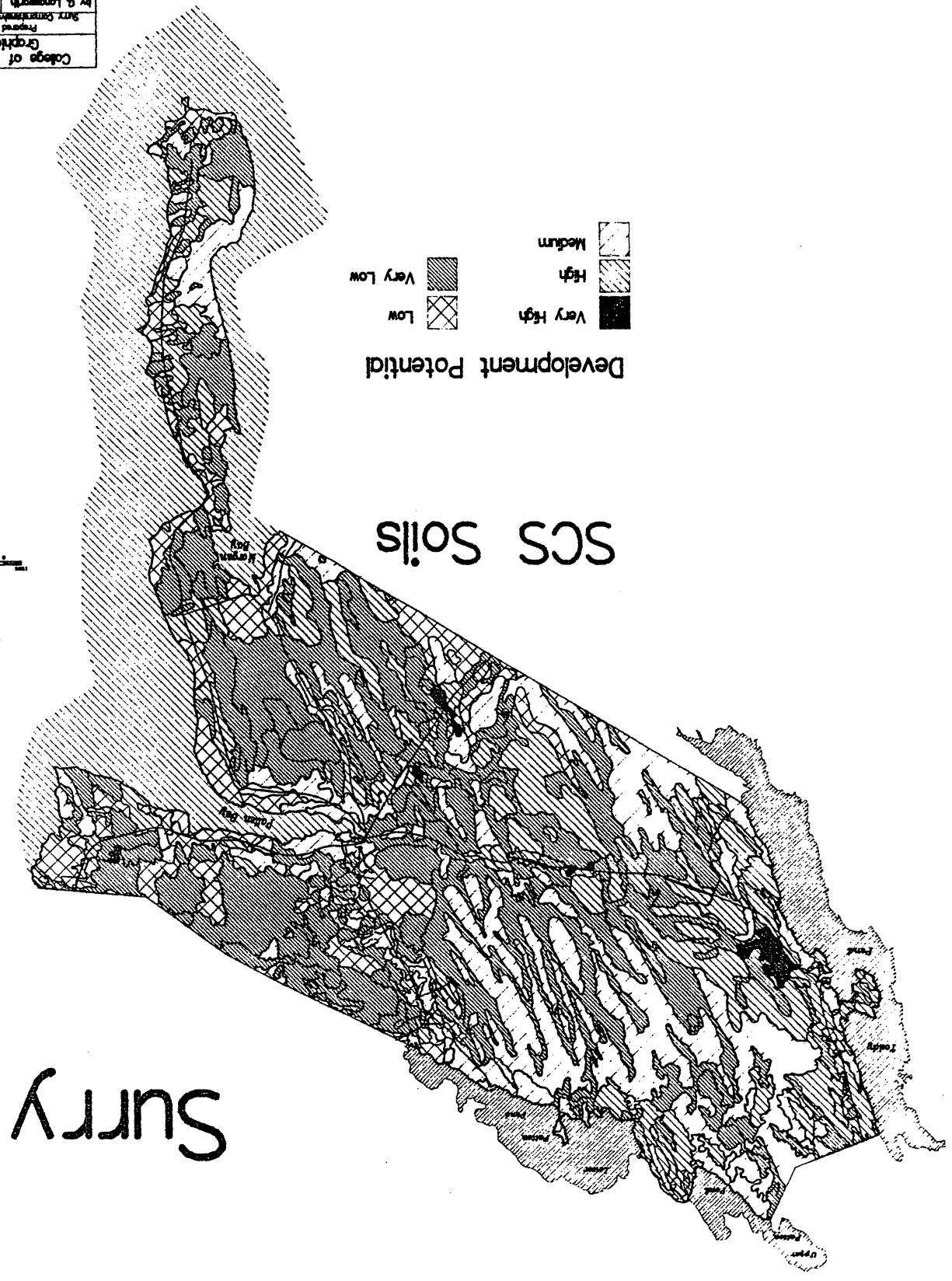
9. The water quality of Upper and Lower Patten Ponds and Toddy Pond needs to be maintained.
10. Aquifers, the Town's sources of drinking water, need protection.
11. Lower Patten Pond may be a potential source of water for the town.

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Prepared for the	Surry Comprehensive Planning Committee
By G. Longworth	June 1990

Development Potential

Very High	
High	
Medium	
Low	
Very Low	

SCS Soils



Surry

D.

LOCAL ECONOMY

1. Characteristics of Local Business

Surry's economic base is dependent on outside forces since the majority of Surry's residents work outside of town to make their living. The economic health of regional employment centers is of major importance to the economic well-being of the Town.

Attached is a list of businesses located in Surry as of the Spring of 1989. The following table, characterizes the types of businesses.

TABLE D1

BUSINESSES IN SURRY BY CATEGORY

Service Oriented Businesses (20)

- 2 Marine Services
- 2 Professional Services
- 3 Town Related
- 3 Real Estate
- 10 Other

Businesses Which Use Local Natural Resources (18)

- 3 Nursery and Landscaping
- 8 Agriculture and Farming
- 7 Shellfishing

Businesses Which are Production-Oriented (14)

- 6 Contractors - Carpenters
- 7 Artists - Crafts
- 1 Other

Retail Sales (6)

- 1 Stores
- 4 Gifts - Antiques
- 1 Other

Lodging (2)

- 1 Inn
- 1 Campground

Source: Local Business Survey

Although tourism is a dominant force in the economy of Hancock County, it is not as much of a direct influence in the economy of Surry. Some of the local businesses reduce their operations during the winter months (nurseries, landscaping and carpentry), but most of Surry businesses operate all year. Some Surry residents are employed seasonally in nearby communities, most are employed in year-round jobs.

Although the transient tourist industry is not a major factor in the local economy, there is a significant seasonal population in Surry. This has resulted in an escalation of the cost of housing in local real estate market.

The only information available on the breakdown of employed persons by industry is from the 1980 census, and is displayed on the following page for Surry. One-third of Surry's work force was employed in service related industries in 1980. Twenty percent of the workers were in retail trade. Fourteen percent were in manufacturing. Many of those in manufacturing were (are) probably employed by Champion International Paper Company in Bucksport.

TABLE D2

EMPLOYED PERSONS BY INDUSTRY
SURRY - 1980

Number of Workers	Industry	Percent of Total
66	Retail Trade	20
47	Manufacturing	14
33	Construction	10
22	Public Administration	7
20	Fin., Ins., Real Estate	6
20	Transp., Communication	6
12	Wholesale Trade	4
2	Agri., Forestry, Fishing	33
110	Services:	
	37 Health Services	
	26 Educational Services	
	23 Other Professional	
	17 Personal, Entert., Other	
	<u>7 Business and Repair Services</u>	
	110	
Total	332	

Source: U.S. Census, 1980

2. Employment Patterns

Most Surry residents work in Ellsworth, Bucksport, and Blue Hill. A few residents commute to Bangor.

The table below supports that 78% of Surry's work force is employed outside of Surry. Anyone traveling more than 15 minutes to work (78% of Surry's 1980 work force) can be assumed to be employed elsewhere. The majority of Surry's work force is dependent on other communities for employment.

TABLE D3
TRAVEL TIME TO WORK
Surry Workers age 16 and over

minutes	workers
<5	21
5-9	23
10-14	31
15-19	107
20-29	52
30-44	49
45-59	40
60+	15

Source: U.S. Census, 1980

Table D4 indicates that 18% of Surry's work force is employed in administrative, professional and managerial jobs and 35% work in sales and in related support jobs.

TABLE D4
POPULATION DISTRIBUTION
BY OCCUPATION
SURRY

OCCUPATION		
Professional, Administrative, Managerial	60	18.1%
Technical	9	2.7%
Sales, Administrative, Support	115	35.4%
Service Occupations	51	15.4%
Crafts	41	12.4%
Operatives, Labor	42	12.7%
Farm, Fishing, Forestry	14	4.2%
	332	

source: U.S. Census, 1980

TABLE D5
HANCOCK COUNTY AND SURRY CIVILIAN LABOR FORCE ESTIMATES

	Hancock County		Surry	
	1980	1987	1980	1987
LABOR FORCE	19,551	22,950	426	531
UNEMPLOYED	1,612	1,220	41	26
UNEMPLOYMENT RATE	8.24%	5.3%	9.6%	5.1%

Source: Maine Dept. of Labor, Bureau of Employment Security,
Division of Economic Analysis & Research 1988

Table D-5 presents labor force and employment estimates made by the Maine Department of Labor's Division of Economic Analysis and Research. Local estimates are based on Labor Market Area estimates, which are in turn based on State estimates. Surry is a part of the Ellsworth Labor

Market Area, which includes all of Hancock County. The Department of Labor acknowledges that the smaller the town is, the less reliable the local estimates will be. For Surry, this means that the absolute numbers of people employed may not be very accurate although the trends shown over time should be. In 1987 the labor force in Hancock County increased by 17.4% while in Surry it increased by 25% during the same time period. Table D-6 compares labor force estimates with the 18 and over populations, while the population 18 and over increased by 19%. The labor force increased by 25% between 1980 and 1987 reflecting the lower unemployment figure in 1987. In general increases in labor force and employment are shown to follow the increase in population age 18 and over.

TABLE D6

COMPARISON OF LABOR FORCE, EMPLOYMENT & POPULATION

SURRY

	LABOR FORCE	EMPLOYMENT	UNEMPLOY- MENT	UNEMPLOY- RATE	18+ POPULATION
1980	426	385	41	9.62	656
1981	424	397	27	6.36	673
1982	443	414	29	6.54	684
1983	465	428	37	7.95	701
1984	478	447	31	6.48	721
1985	476	455	21	4.41	740
1986	511	478	33	6.45	760
1987	531	504	27	5.08	781
1988	546	527	19	3.47	802

Source: Maine Department of Labor's Division of Economic Analysis & Research and the Maine Department of Human Services Office of Data Research and Vital Statistics.

The unemployment rate in Surry has generally followed County and State trends, with some ups and downs. The 1988 unemployment rate of 3.47 is the lowest Surry has seen in this decade and is lower than County and State Averages.

3. Business Activity

In 1988 Surry consumer sales were \$2,495,200. The only other year for which the Bureau of Taxation could release consumer sales information for Surry was 1987, when Consumer Sales were estimated at \$2,060,000. This represents a 21% increase in one year.

TABLE D7

TAXABLE CONSUMER SALES

HANCOCK COUNTY	PERCENT INCREASE	SURRY	PERCENT INCREASE
1980 - \$121,089,000			
1987 - \$284,154,000		\$2,060,000	
1988 - \$320,379,000	12.7%	\$2,495,200	21%

source: Bureau of Taxation

Over the last seven years, consumer sales for the county has increased an average of 18.3% per year. Between 1987 and 1988 consumer sales increased only 12.7% for the county. Consumer sales were increasing more rapidly in Surry between 1987 and 1988 than for the County as a whole. Comparing Surry's consumer sales with other towns of similar size shows considerable variation.

	1988 Estimated Population	1988 Consumer Sales
Surry	1000	\$2,945,200
Dedham	1000	\$1,594,000
Franklin	1050	825,500
Penobscot	1100	1,198,700
Sullivan	1100	6,240,300

According to Steven C. Deller and James C. McConnon, Jr., in "The Maine Business Research Report (July 1989), retail sales are a good indication of the total inflow of dollars into the community's economy. It is also an indication of the size of the community's so called "economic barrel". Retail Sales in Hancock County increased an average of 20.4% over the last seven years. From 1987 - 1988, retail sales increased more slowly. Surry is closely tied to the region for employment opportunities, and for economic stability. These figures document that the boom was slowing in 1988 and that the region may be headed for an economic downturn.

4. Perspectives for the Future

There are three factors which will heavily influence the future of the economy in Hancock County:

- A. The National Economy - Hancock County is heavily dependent on tourism, and the wealth of the tourist industry is closely connected with the wealth of the economy in general.
- B. The Maine Economy - Hancock County has not traditionally kept pace with the State's economy, although this may be changing as the State's economy becomes more tourism-oriented.
- C. Quality of the Natural Environment - The Hancock County region is heavily dependent on the quality of its natural and visual environment. If the key assets of Hancock County declines significantly, the economic value of the area will also decline.

Indications are that the regional economy will continue to increase in 1990's, but at a much slower rate than during the 1980's.

There are no major pressing issues with the local economy. Surry is a small residential community with no great need to increase the number of businesses, and there are no obvious threats to the employment base.

Businesses located in Surry are small, with only a few employees. A large portion of the local businesses are service oriented. Most Surry businesses operate year-round and are not particularly dependant on tourism. Likewise, most residents are employed in year-round jobs whether in Surry or elsewhere. Many Surry residents work in Ellsworth, Bucksport and Blue Hill. Only 22% of residents live less than 15 minutes from work. Champion International Paper Company in Bucksport is a major employer in the region. In recent years, the unemployment rate in Surry has been consistently lower than County and State averages.

While Townspeople are generally not against an increase in commercial activity, if there are increases it is important that such development not impact the rural character and traditional New England Village patterns of Surry.

5. Key Issue

- 1. Potential "Ellsworth style" strip and sprawl development entering Surry on Route 172, from Ellsworth as well as Blue Hill, needs to be addressed.

E.

TRANSPORTATION

1. Traffic Problem Areas

There are in the Town of Surry many areas that create parking and access problems both seasonally and year-round. The largest year-round problem is in the center of Town, where the store is located on the corner of 172 and the North Bend Road. There is inadequate parking available, and what parking there is interferes with viewing distances in and around the intersection. While a parking ordinance for this sector was enacted in 1991, the need for off-street parking areas must be stressed as this area grows.

There is also a problem with excess speed in this same area with through traffic from Blue Hill and Ellsworth. A flashing overhead light would be useful to indicate that this can be a dangerous and congested spot, especially early in the morning and at 5:00 p.m.

North Bend Road: The area of the Public Landing on Patten Pond on the North Bend Road appears to have a sufficient parking at this time. Although this is a small area people seem to be accommodated very well.

Surry Gardens: There is no designated roadside parking for this business. The frequent over-flow of customers makes this a dangerous entrance, especially in the spring and summer. Although there is a small parking area for the facility it is not large enough to meet the demand. Antique stores in the area also use the same roadside area for parking.

Newbury Beach Area: During the summer months parking and access on the Newbury Neck road near the beach area is a problem. Beach goers manage to park on both sides of the road even though the town has signage allowing parking on only one side of the road. Parking needs to be improved in this area.

Morgan Bay Corner: The home of the Surry Opera Company is in this area. There is very little parking for visitors that use the facility. On Route 176 there is a 90 degree curve near the Opera Company, allowing for very limited visibility. Since this is a State Aid Road, the Town should meet with the Department of Transportation to see what assistance might be available to alleviate this problem. The intersection of the Morgan Bay Crossroad is also on this corner. A very steep hill comes onto this intersection with little visibility. The Maine Department of Transportation should be approached about assisting to rebuild the intersection. The Opera Company needs to arrange for an off-street parking area for the accommodation of opera goers.

Surry Rural Hall: This facility is used only occasionally for various functions in the summer months. Again the users of this building use the shoulders along the main highway for parking while attending functions. Because of the limited use of this building and the excellent visibility on this section of road there is, at present, no major problem.

Old Fire House: Located on the corner of Route 172 and Route 176 the old Fire House appears to have sufficient parking area for usage at this time. However, if the building were expanded to accommodate additional use parking could become a problem.

Grange Hall: The Grange Hall does have a parking lot that takes care of the need. The roadside on the main highway is used occasionally for overflow parking. The facility is used only one night a week.

Grammar School: The school area has a parking lot that accommodates the average flow of traffic. The only time that parking overflows to the roadside is for school or town events at the gym at the school.

2. Surry Roads

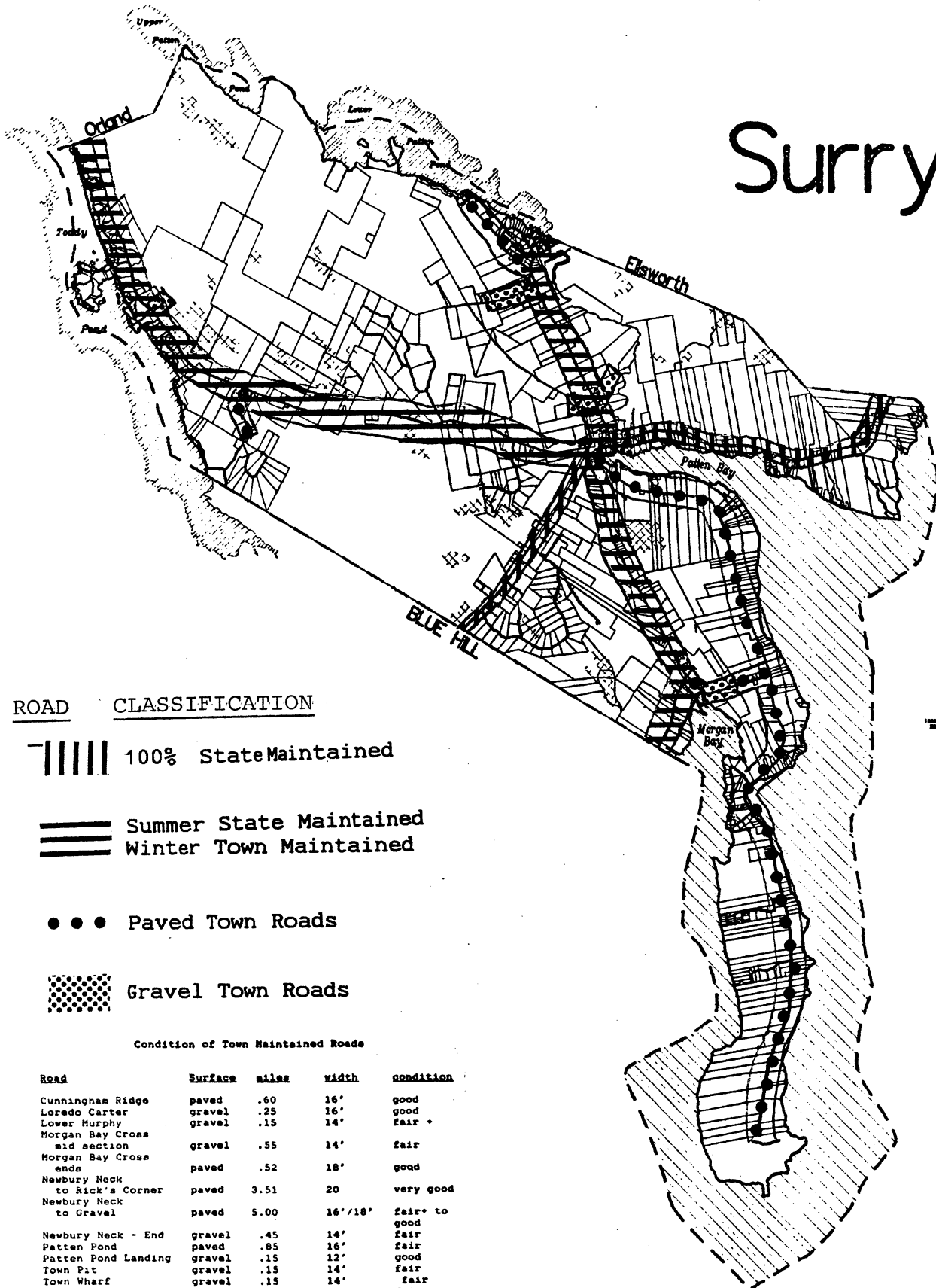
a. State Aid Roads

The roads listed below are 100% maintained by the Maine Department of Transportation during the summer season. The total mileage of state aid roads is 13.61 miles. During the winter season the Town of Surry has the responsibility for plowing and sanding these roads. Any extra maintenance during the period (potholes, bumps, etc) is the responsibility of the MDOT. The Town does receive some reimbursement for the plowing and sanding through the Road Block Grant Fund.


- Toddy Pond Road (Route 176) from intersection of Route 172 to the Orland Town Line - 7.45 miles.
- Morgan Bay Road (Route 176) from intersection of Route 172 to the Blue Hill Town Line - 3.59 miles.
- North Bend Road (State Aid #5) from intersection of Route 172 to the Ellsworth Town Line - 2.57 miles.

Route 172 from the Ellsworth Town Line to the Blue Hill Town Line is a State highway and is 100% maintained by the MDOT, summer and winter.

Surry




ROAD CLASSIFICATION

 100% State Maintained

 Summer State Maintained
 Winter Town Maintained

 Paved Town Roads

 Gravel Town Roads

Condition of Town Maintained Roads

Road	Surface	Miles	Width	Condition
Cunningham Ridge	paved	.60	16'	good
Loredo Carter	gravel	.25	16'	good
Lower Murphy	gravel	.15	14'	fair +
Morgan Bay Cross mid section	gravel	.55	14'	fair
Morgan Bay Cross ends	paved	.52	18'	good
Newbury Neck to Rick's Corner	paved	3.51	20	very good
Newbury Neck to Gravel	paved	5.00	16'/18'	fair+ to good
Newbury Neck - End	gravel	.45	14'	fair
Patten Pond	paved	.85	16'	fair
Patten Pond Landing	gravel	.15	12'	good
Town Pit	gravel	.15	14'	fair
Town Wharf	gravel	.15	14'	fair
Upper Murphy	gravel	.34	16'	fair +
Village Cemetery	paved	.20	18'	fair -

b. Town Roads

The Town's roads are:

- Ridge Road: (Upper Murphy Road/Jellison Road) from the North Bend Road to the Jellison residence - .034 miles.
- Lower Murphy Road: (Alline Road) from North Bend Road to the end of the Town Way - 0.15 miles.
- Patten Pond Road: from intersection of North Bend Road to a point 200 feet beyond the former Newall Haynes residence - 1.13 miles.
- Cunningham Ridge Road: from intersection of Toddy Pond road (Route 176) to the former Charles Saunders residence - 0.60 miles.
- Newbury Neck Road: from intersection of Route 176 (Morgan Bay Road) to the main gate of the Huber residence - 8.96 miles.
- Morgan Bay Cross Road: from the Newbury Neck Road to Route 176 - Morgan Bay Road - 1.07 miles.
- Lorado Carter Road: from Route 176 (Toddy Pond Road) to a point just beyond the so called Gold Stream culvert - 0.25 miles.
- Village Cemetery Road: from Route 172 to the end of Town Way - 0.37 miles.
- Town Wharf Road: from Route 172 to the Town Wharf - 0.15 miles.

The total mileage for all Town roads is 13.02 miles.

All Town roads are 100% maintained by the Town, summer and winter. The State of Maine does make available for each Town, funds for some of the maintenance of its roads under the "Road Block Grant" program. At the present time the Town of Surry receives a little over \$20,000.00 per year under this program. All other funds for the maintenance of roads must be raised by taxation or appropriated from some other municipal account.

Highway Improvements Which Will Not Be Regular Maintenance Work

1. Morgan Bay Cross Road needs to be rebuilt to a higher standard i.e., a 24 inch gravel base, 20 foot wide pavement (minimum), 3 foot wide shoulders along with an engineered drainage system.
2. Morgan Bay Bridge needs to be replaced. Needed is a larger diameter aluminum culvert, which should also be longer to give a better road width. A 20 foot wide travel way with 4 foot wide

shoulders to the face of a new beam type guard rail will be required. 3. A safety project which needs attention is the sharp hill located near the "Old Delafield Farm," on the lower Newbury Neck road. This area needs to be cut down and fill placed on either side, mostly on the northern side of the hill.

4. Carrying Place on Newbury Neck needs major construction with a Sea Wall, of some design, placed to help protect this area in time of high winds and seas.
5. Patten Pond Road needs rebuilding in several areas.
6. Safety Project: More street lighting is needed in the rural areas of Town. All year-round intersections, which serve four or more homes, intersecting with a Town road, should have street lighting.

3. Summary

Through the year 2000 construction of any new or additional Town roads is not planned. All existing Town roads are in year-round useable condition or better. The task shall be to maintain and improve them. Therefore, road rebuilding and improvement projects shall remain high in the Town list of proposed Capital Needs.

A traffic flow and speeding problem exists near the intersection of Route 172 and North Bend Road, particularly during the summer months. Also, parking congestion has become a problem at Surry Gardens, Newbury Neck Beach and the Surry Opera Company site.

Public bus service operates from Ellsworth City through Surry to area Towns. Passengers are mostly elderly who seem to enjoy the ride. The bus stop in Surry Village was terminated allegedly due to lack of passengers. The Surry folks seem to have friends or neighbors with whom they ride or use the local taxi service set up for this purpose. However, There may likely be future needs on short notice for Surry citizens using public transportation.

4. Key Issues

1. Excess speed and traffic congestion are problems that now exist near and around the village center.
2. There is inadequate parking in the following locations: Surry Gardens Nursery in the Village; the Newbury Neck Beach; and the Morgan Bay Road corner adjoining the Surry Opera Company Theatre.
3. The Town should support public transportation initiatives in order to assure that alternate means are available under critical conditions such as fuel shortages.

F.

HOUSING

According to the U.S. Census, there were 342 year-round housing units in Surry in 1980. The majority of these units, 297, were single family units. The accompanying table gives a break-down of housing units by type. Surry is predominantly a residential community, and is expected to remain so. The Institute for Real Estate and Education at USM has compiled information on new housing units built since 1980. These new units were added to the 1980 figures to estimate the size of the present housing stock in Surry.

TABLE F1
OCCUPIED HOUSING UNITS AND NEW CONSTRUCTION BY TYPE

Year-Round Units						Seasonal	Total All Types
SURRY	Single Family	Duplex	3 -4 Units	5+ Units	Mobile		
Existing Housing Units							
1980	297	16	1	12	16	282	624
New Construction							
1981	6						6
1982	2						2
1983	15				-2		13
1984	8				2		10
1985	6				1		7
1986	36						36
1987	22						22
1988	15						15
Total Housing Units							
1988	407	16	1	12	17	282	735

<u>Total year round, occupied housing units</u>		<u>Percent Change</u>
<u>1980</u>	<u>1989</u>	
342	453	32%

In addition, there were 37 vacant units in 1980 and there are fewer vacant units now - estimated at about 10.

The above table shows that there were 111 more housing units in 1989 than in 1980. However, the DHS population projections only predict an increase of 165 people between 1980 and 1989. Even though the increase in housing units was reported to be for year-round use, a large number of the new housing units may have been for seasonal use, as there has not been a corresponding increase in population to match this large increase in housing units.

TABLE F2

NUMBER OF BUILDING PERMITS

YEAR	NUMBER OF BUILDING PERMITS FOR NEW CONSTRUCTION
1981	9
1982	7
1983	11
1984	14
1985	16
1986	11
1987	20
1988	17
1989	11
	149
Total	149

Note: Although, 149 building permits have been issued since 1980, not all permits have resulted in actual buildings being constructed.

Since 1982, permits have been issued for 95 houses and 22 mobile homes, 117 housing units in all. Not all houses were built, and some have not been completed. With only 11 building permits having been issued by November of 1989, the building boom has begun to taper off. Since 1980, a total of 111 units have actually been built.

There were an estimated 17 mobile homes in Surry in 1989. This represents 2.2% of the total 1989 housing units. If that ratio remained the same, there would be 22 mobile homes in town by the year 2001. This would be an increase of just 5 units. As housing costs continue to increase, people may turn more and more to mobile homes as an affordable housing alternative. As required by law, at least one area where mobile home parks may be located must be included as a part of the future Land Use Plan.

In 1980, 18% or 63 out of a total of 279 housing units in Surry were rented. The majority of the rentals were single family units. There are currently no subsidized rents in Surry. There were at least 20 known rentals in 1989.

2. HOUSING CONDITION & LOCATION

In 1980, 11% of the year-round housing units lacked complete kitchen facilities, and 12% lacked complete bathroom facilities. This is somewhat higher than the 6.5% and 11% comparable averages for the County that year. 23% of 1980 housing units were built prior to 1940, while, the county average is 52%.

Most of the housing in Surry is located along the main roads. The following table shows that the greatest concentration of houses is on the North Bend Road, in the Village Area and along the Ellsworth Road.

TABLE F3

LOCATION OF HOUSING IN SURRY

HOUSING COUNT BY ROAD		# of dwellings /mile of Road	# of road ft. per home
Toddy Pond Road	69	9.2	574
North Bend Road	62	23.8	221
Village Area and Ellsworth Road	97	24.2	218
Newbury Neck and Cross Road	90	10.0	528
Morgan Bay Road	53	14.7	359
Blue Hill Road	19	7.6	695
TOTAL	411		

There are approximately 20 minor/major subdivisions identified in tax maps that were approved since 1973, including one subdivision of the Patten Corporation with lots over 40 acres in size. 75% or 15 out of the 20 subdivisions recorded were proposed since 1980, and 45% or 9 have been approved since 1985.

Most subdivisions are not located in shoreland areas. Numerous lots have not been sold, and some have been resold on the speculative market. Many lots are, however, on the market and are currently available for sale and development.

Real estate valuations in Surry jumped by 83% between 1980 and 1988, from \$19,735,000 to \$35,222,000. Of this 83% growth 5,284,000 or 32% was as a result of new homes being constructed, additions added, and in

new commercial construction (1.5% or \$240,000). Thus, new construction in Surry contributed slightly over 1/3 of the town increased valuation in 9 years.

3. HOUSING COSTS

When comparing information on the average sale price of housing, sale prices in Surry are consistently lower than the sale prices of housing in Hancock County. As might be expected, a local investigation of housing prices demonstrates that the average price of waterfront housing is considerably higher than housing in other parts of town. In 1989, the average price of waterfront housing (\$111,050) was almost double that of housing elsewhere (\$57,275.).

The following table shows what the Office of Comprehensive Planning considers to be affordable selling prices and rents for communities in Hancock County.

TABLE F4

HOUSING AFFORDABILITY
FOR HANCOCK COUNTY

	Income Range	% County Population in Range	Average Affordable Mthly Rents	Affordable * Selling Price
VERY LOW INCOME	\$14,200	19.9%	360	31,100
LOW INCOME	22,700	22.3%	570	50,000
MODERATE INCOME	39,000	33.0%	980	86,300

* Principal, interest, taxes and insurance are included in these estimates of affordability of housing for a family of four.

Source: Office of Comprehensive Planning

The following Table compares the average selling prices for housing in Surry and Hancock County as derived from three sources:

Multiple Listing Service Reports, the Transfer Tax Data obtained from the University of Southern Maine's Institute for Reals Estate and Education, and local municipal tax records.

The comparison of data from these three sources shows that housing costs in Surry have been consistently lower than Hancock County averages and are generally lower than the housing affordability indicators for Hancock County as provided by the Office Of Comprehensive Planning.

TABLE F5

AVERAGE SELLING PRICE FOR HOMES IN HANCOCK COUNTY & SURRY
FROM MULTIPLE LISTING SERVICE

	Surry	Sales	Hancock County	Sales
1986	\$ 43,267	3	\$ 66,642	177
1987	122,812	8	91,214	287
1988	80,871	14	102,302	383

*Note: These sale prices typically represent the high end of the market.

Source: Hancock County Multiple Listings Service Reports
1986-87-88

FROM TRANSFER TAX DATA

	Surry	Sales	Hancock County	Sales
1986	\$ 45,674	15	\$ 61,082	454
1987	47,792	12	72,539	675

Source: University of Southern Maine
Institute for Real Estate Research and Education

FROM SURRY'S MUNICIPAL TAX RECORDS

Year	Waterfront	Number of Sales	Urban-Rural	Number of Sales
1986	\$ 88,682	11	\$ 40,454	11
1987	123,666	9	84,500	7
1988	99,250	2	76,800	11
1989	111,050	5	57,275	5

Source: local Municipal Tax records

The comparisons provided in Table F5 do not show a tremendous affordable housing problem. Even the \$80,871 average sale price from the Multiple Listings Service Reports is below the \$86,300 said to be affordable to moderate income households.

HOUSING PROJECTIONS

This section provides an estimate of the number of housing units that Surry can expect to be built by the year 2001. For purposes of comparison, projections were calculated based on past housing trends, as well as on the basis of current population estimates.

In 1980, 42.7% of the total housing units (including vacant units) were seasonal dwellings. If the ratio of seasonal units to year-round units remained the same between 1980 and 1989, there would be approximately 330 seasonal dwellings in 1989, and 432 occupied year-round dwellings (assume 10 vacant now). These estimates also assume that the average household size, in accordance with national and regional trends decreases to 2.2 in 1989.

TABLE F6

PROJECTED NUMBER OF HOUSING UNITS:

BASED ON HOUSING TRENDS

	Year- Round	Seasonal	Total	Vacant
1980	342	282	624	37
1989*	438	330	764	10
% CHANGE	28.1%	+15.6%	+22.1%	
% CHANGE/YR	3.1%	1.7%	+2.5%	
x 12 YEARS	37.4%	20.8%	29.9%	
+ PROJECTED NUMBER OF UNITS BY YEAR 2001	164	64	228	
PROJECTED NUMBER OF TOTAL UNITS BY YEAR 2001	602	394	996**	

* 1989 units are based on 1980 housing units plus 140 permits issued since 1989.

** Varies as much as four units due to rounding

Note: 1990 census indicates 762 total housing units of which 365 were vacant (April 1990). Most of these vacant homes are in seasonal use.
Average building permits 1985 through 1990 were 20 per year.
Forecast year 1990-2001 @ 20 per year = 220 estimated new housing units.

BASED ON POPULATION PROJECTIONS

LOCAL 2001 Population Projection	1187
divided by 2.2 persons per household	
= 2001 projected housing units	539
DHS 2001 Population Projection	1300
divided by 2.2 persons per household	
= 2001 projected housing units	590

The estimate of 602 total year-round housing units generally agrees with population projections which indicates a need for a total of 539 to 590 year-round housing units by the year 2001.

Based on these projections Surry can expect an approximate total of 228 additional housing units to be built by the year 2001. Of the total, 164 will likely be year-round units, and 64 would be seasonal dwellings.

A straight-line method of projection has been used to arrive at these estimates. Assumptions behind this method may not prove accurate and should be carefully monitored as they will influence the development of land use ordinances and public facilities.

Key Issues

1. There is a need for creative ways of dealing with affordable housing for low and very low income households (incomes 22,700 or less), and continuing need for affordable housing for more moderate income households (23,000 or more).
2. The predictions are that there will be 228 housing units added in the Town of Surry by the year 2001.

Historic Resources

There are many sites in Surry which have their place in history as previously discussed, and which contribute to the history of the Town. Most of the structures such as churches and schools have "faded away" but some sites such as cemeteries remain. While these resources are not of national or State-wide significance, they are important to Surry's heritage.

The Surry Town Hall, built in 1828, remains intact under the care of the Surry Historical Society, having been moved to its present site in 1847 as the result of annexation of a portion of Surry to Ellsworth about that time. While the building and site belong to the Town, this structure is not eligible for listing in the "National Register of Historic Places" since it has been moved from its original site.

Listed are local sites of public interest, some of which are described in local historic publications:

- * Site of the proposed railroad through Surry, as depicted in the S.F. Colby Atlas dated 1881. It was to cross Toddy Pond "narrows" into Orland, but was never constructed.
- * An early settler's cemetery off North Bend Road; also six old cemeteries located nearby original settlements and now maintained by the Town.
- * Site of the original Methodist Church in Surry Village; and the nearby Baptist Church now used and maintained as the Methodist Church.
- * The Surry "Theatre", a large barn and home complex near the Surry Village, where summer performances were popular in the early 90s. The structures remain intact and the site is used as a private residence.
- * Sites of Steamboat Wharves in Contention Cove and also nearby "High Head" on Newbury Neck. These provided for a popular method of travel by summer visitors before arrival of the automobile.
- * The original Town Landing, a wharf area on Patten Bay near the Village center, used formerly for shipping logs and lumber, and now maintained as a boat launch area. The site is now owned by the Town.

Archaeological Sites

The Maine Historical Preservation Commission has recorded five archaeological sites in Surry, indicating they are coastal shell middens or scatters of stone tools. Their locations appear to be along the shore in the Newbury Neck area, each site being on privately-owned land. Area residents are aware of certain sites, and conclude that some have been subject to high tides and seas, also, that others may have become submerged. There appear to be no local records of these sites, although local citizens recall visits from one or more archaeologists a number of years ago.

It is essential that these sites as recorded and any like sites discovered be protected as a natural resource of the Town.

Recreation

1. Public and Private Recreation Facilities

The Town has rights of public access to a sand beach of about 600 feet on Union River Bay, known as "Carrying Place Beach" located on a southwesterly cove on Newbury Neck. The beach has become increasingly popular during the summer months. Since the parking area is limited, at times there is a traffic problem. 71% of those responding to the Public Opinion Survey favored the Town making improvements to Carrying Place Beach. Town officials are continuing efforts to obtain additional parking facilities nearby.

2. Public Landing

This is a former harbor wharf area, of about 1 1/2 acres near the Town village. There is now a concrete launch ramp, limited to smaller boats due to a nearby bar crossing the former harbor entrance. The grounds include picnic and parking areas and a gravel access road.

3. Patten Pond Public Boat Launch Site

This wooded site of 8 acres was purchased by the Town with State assistance in about 1980 and is located near the Lower Patten Pond dam and Patten Stream inlet. A gravel access road leads to the shore with parking nearby. The facility has a high activity level during summer months, and provides the only public access to that pond.

4. Toddy Pond Public Boat Launch Site

This is a State-maintained site in the adjoining Town of Orland, about 6 miles from the Surry shore area. The site has a large parking area sufficient for present use, but likely inadequate over the next 10 years. Surry officials have identified a tax-acquired

lot of about 1/2 acre, on the Pond as a potential launch site, pending title review and suitability of the lot.

80% of those polled in the recent Public Opinion Survey felt that the Town should provide and maintain rights of way for public access to the shore.

5. Other Recreational Opportunities

The "Gatherings", a family-operated Campground, is located along the Patten Bay shore in East Surry. This 16 acre woodland can accommodate 110 campsites. It's facilities include a large recreation building with snack bar. The owners report maximum capacity accommodation during the months of May thru October.

The Surry Elementary School grounds of about 8 acres include a ballfield suitable for Little League activities. The School Committee has established a reserve fund for improvements to a second ballfield over the next two or three years.

Townspeople, through public opinion polls, have identified the need for an athletic field in Town. The Selectmen have identified a tax-acquired lot of about 26 acres near the school, which may be suitable for such purposes if title, access, drainage and other factors are determined to be favorable.

Scenic Resources

There are many scenic spots in Surry that leave a warm impression in the hearts of visitors and residents alike. Visual resources are an important part of Surry's character and need to be preserved along with other important local resources. The most notable road-accessible, scenic spots are as follows:

1. View from Route 172 where Patten Stream enters Patten Bay.
2. View from Route 172 of Patten Bay at Contention Cove near the Surry Inn.
3. View of the Village just past the fork on the Neck Road.
4. View of MDI from the Morgan Bay Road on the big curve.
5. View of the salt marsh and the head of Morgan Bay at the crossroads.
6. The Carrying Place and other spots on Newbury Neck.
7. The open fields on 176 near the Orland Town Line.

81% of those responding to the Public Opinion Survey felt that it was important to protect scenic and natural areas in Town, and 86% of the Town's people surveyed felt the Town should take action to preserve Surry's rural image.

Preservation of these and other scenic resources will be important in maintaining the rural character of Surry.

Key Issues

1. The Town should ensure the continued upkeep and protection of those natural resources under its jurisdiction, and encourage property owners to assist in their protection.
2. The Town should develop a detailed inventory of historic sites/buildings and map their location.
3. An assessment of archaeological sites is needed.
4. An assessment of recreational resources of the Town (and area) is needed in order that funds may be appropriated properly.

H.

COMMUNITY FACILITIES AND FISCAL CAPACITY

1. An Assessment of Public Facilities

Town Owned Equipment

At present the only piece of Town owned equipment is the truck drawn road grader. This was purchased in about 1939. This machine is sufficient to grade the gravel Town roads, although it is not very effective in ditching. This machine does need to be rebuilt probably at a cost of \$800.00- \$1,000.00. However, it should last a number of years.

Rental vs. Purchased Equipment

At present the Town hires all of the equipment needed in its routine maintenance and rebuilding work. The Town will probably continue with this approach for the next few years. When the time comes to acquire Town equipment, the pros and cons of rental/purchase will have to be addressed, once again.

Salt Sand Storage

The Town already has planned and intends to build a Town Salt Sand Storage building. This should be a reality by the year 1992-1993. The Town owns a large section of land where our Salt Sand Building will be located, which could be developed into a Town maintenance area, with the possibility of a Town Maintenance garage by the year 2000. The present maintenance work is taken care of very efficiently by the present system of hired personnel and equipment. However, over the years this will change and the Town should look ahead to some Town owned equipment. A small 1 ton 4X4 dump truck with plow attachments will probably be one of the first items to consider. This could be used in summer for routine maintenance and in winter to clear Town owned yards. The Town Office - Municipal Building is new at this time and major capital improvements should not be needed within the 5-10 year scope of this plan.

Surry/Blue Hill Solid Waste Facility

Surry is a PERC Contract community. A transfer station facility was built jointly with the Town of Blue Hill in 1987. Surry and Blue Hill are the owners and operators of the facility. Three other communities- Brooklin, Sedgwick and Brooksville - have contracted with Surry/Blue Hill to handle their solid waste and are charged on a per capita basis for operating and capital costs. An interlocal committee of the Boards of Selectmen of Blue Hill and Surry manage the transfer station facility.

In 1990 as a result of the Peninsula Recycling Committee's efforts, a recycling grant in the amount of \$101,000 was awarded to the Towns of Blue Hill and Surry to set up a recycling facility at the transfer station site. That effort is presently underway.

Primary Schools

A new Surry Elementary School was completed in 1986 on the eight acre site of the former building near the Town center and proximate to the Fire House and Town Administrative Offices. The Building contains 10 classrooms, library, staff rooms, gym/cafeteria and with building capacity of 135 students. Average enrollment 1981 thru Spring 1990 was 110.

The School lot includes a small playground area, a finished and maintained baseball site of perhaps 3/4 acre on a partly ledge surface with an improvised back-stop. The School Committee has identified the need for a second ballfield after estimated construction cost of \$10,000. A small reserve account was begun for that purpose but was not included in the 1990 budget due to items of greater priority and the related increase in costs. One option that may be feasible is to construct such a facility with volunteer help.

Secondary Schools

Secondary students have the option to attend Ellsworth High School or George Stevens Academy in Blue Hill together with transportation and upon a tuition fee set by the host School Superintending Committee. Both schools are accredited and provide full facilities. Surry secondary school enrollment since 1980 has ranged from 50-60, with about one-half of the students attending each school annually.

While this arrangement has worked satisfactorily over the last several years, with a great rise in expenses, the Surry School Committee is concerned with the lack of representation and the inability to negotiate tuition costs with the host School Committees. A Study Committee of School Union 92 participating Towns has been formed to examine options and to study the feasibility of a separate high school facility to serve the seven Towns involved.

Costs of education continue to be the greatest area of expense to the Town. With a decline in State education subsidy together with the projected increase in Town evaluation, property taxes are likely to rise considerably higher. This could become a severe burden to many property owners, even though a portion of the cost (perhaps up to one-half) is paid for by non-resident property owners. In addition to the uncertainties concerning enrollment projections, the Town's budget for school expenses is in a vulnerable position. As a result of the re-evaluation that has just been completed, the Town's total valuation will rise considerably. As a result, particularly if school enrollments remain constant, the state's education reimbursement to the town

will likely be less and less. Projection of costs to the Town for school expenses are not included herein.

Public Safety

The Surry Fire Department is a volunteer organization of approximately 20 active and 12 reserve members, operating from a new 3 bay facility sited near the Town center. Primary equipment includes two tank trucks of 1975 and 1980 vintage and a new pumper truck purchased in 1987. Portable radio equipment provides access to a central County fire net. Also, a pager system is used to alert volunteers of a fire or accident location. Since inception, response time has been halved. With intensified training the Surry Fire Department is now rated at 09 by the Insurance Industry Rating Bureau.

Replacement of one tanker truck is envisaged within the next 10 years. Also the 911 central emergency response system is to be installed in this area by 1993. In order for the system to work locally, the Town must identify by name all private access roads now identified by number.

In 1988, after 7 years of dedicated service to the Town, the Surry Volunteer Police Dept. was dissolved and replaced by an agreement with Hancock County Sheriffs Office for like services. Surry citizens seem satisfied with this new arrangement and in 1990, raised \$10,400 for police protection.

Peninsula Ambulance Corps of Blue Hill and County Ambulance Co. of Ellsworth provide competent emergency service to Surry citizens with nearby medical facilities at both locations.

2. Analysis of Expenditures and Revenues

Total Revenue for the Town of Surry has increased 12.3% on average annually over the past ten years. The largest annual increase of 45.4% occurred in 1982 as a result of a 19.7% increase in the tax rate that year. Over the past five (5) years, the average annual increase in revenue has been 4.8%. This increase in revenue is slightly higher than the average inflation rate over the past five years of 3.3%. On a per capita basis, the Town has experienced 5.6% per year increases in revenue since 1980. (See Table 1, entitled "Revenue History").

The assessed valuation of the Town has increased by 8.8% per year since 1979 but only 5.9% on per capita basis. The Town experienced a 17.8% increase in assessed valuation from 1986 to 1987 resulting in a 12.9% per capita increase.

The tax rate per \$1000.00 has remained relatively constant for the past 6 years at an average of 16.64. The highest rate Surry has experienced over the past ten (10) years was 18 in 1982. The lowest in this same period was in 1979 at 14.8. Surry's tax rate compares favorable with surrounding towns.

As a percentage of revenue, tax commitment dollars have comprised between 66% and 84% with an average of 76.8%. As Federal Revenue Sharing decreased, to zero in 1988, tax revenues became increasingly important as a major source of revenue. Maine Revenue Sharing has played an increasing role in Surry's total revenue. From 1979 - 1984, it comprised between 1.8% and 2.9% of total revenue. From 1985 - 1988, it comprised on average 4.7% of total revenues, having increased on average 20.75% in each of these four years. On average Maine Revenue sharing dollars increased 35.4% per year over the past ten years.

Total tax commitment dollars have increased 7.8% per year over the past ten years. This is more than the average inflation rate over the same period. In 1982, with the increase in the tax rate, tax commitment funds increased 25.2% while on a per capita basis, citizens experienced a 23.5% increase. The following year there was a 9.3% decrease in taxes on a per capita basis. Subsequent to those anomalies, taxes per capita have increased 7.5% on average over the past six years.

Expenses have increased, on average 4.2% over the past eight years roughly matching inflation during the period. In 1987, expenditures increased 25% over expenditures for 1986. This was primarily due to escalating education expenses.

With the exception of the large increase in 1987, the Town of Surry has managed to control expenses while at the same time, provide quality and safe services to it's residents.

TABLE H1 REVENUE HISTORY

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Tax Commitment	302,953	320,368	401,067	371,770	421,563	437,972	475,354	547,454	604,905	695,439
Maine Revenue Sharing	7,693	11,169	11,771	13,664	17,985	20,000	35,000	30,000	36,600	40,646
Federal Revenue Sharing	25,714	23,967	26,787	26,060	18,000	17,000	12,000	8,400	0	0
Auto Excise Tax	21,578	26,159	29,642	28,660	40,589	47,037	58,965	71,913	76,598	86,704
Totals	357,938	381,663	469,267	440,154	498,137	522,009	581,319	657,767	718,103	822,789

Source: Surry Audit Reports

TABLE 12 DEPARTMENTAL OPERATIONS EXPENDITURES

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
General Government	29,703	33,986	35,639	37,709	35,046	35,899	40,681	49,178	48,911	50,372
Public Safety	13,350	10,052	10,988	10,428	9,071	8,089	9,237	10,125	11,981	17,221
Public Works	59,973	64,119	78,448	92,569	97,768	86,430	93,373	147,582	157,588	139,123
Health & Welfare	1,962	2,047	5,661	5,642	4,980	5,148	5,174	7,694	8,487	3,689
Recreation	194	69	23	5,459	1,409	0	0	2,000	840	5,382
Unclassified	15,496	14,426	17,164	18,929	10,611	8,337	13,636	15,000	15,782	11,391
Debt Service	24,330	21,623	21,665	18,291	18,988	26,896	24,226	49,020	56,323	56,702
Other Assessments	16,590	16,755	17,058	17,886	19,188	21,125	23,119	28,725	27,565	36,318
Totals	161,598	163,077	186,646	206,913	197,061	191,924	209,446	309,324	327,477	320,198

Source: Surry
Audit Reports

The table that follows, Table 3 "Comparison of Operating Expenditures to Tax Commitment," shows a fairly consistent relationship. School expenses for the Town have averaged about 51% over the last eight years, while the Town's operating expenditures have been 49% of the Town's total tax commitment.

TABLE H3
COMPARISON OF OPERATING EXPENDITURES TO TAX COMMITMENT

	<u>Assessed Valuation</u>	<u>Tax Commitment</u>	<u>Town Operating Expenditures</u>	<u>Ratio of Operating Expenditures to Tax Commitment</u>
1982	22,281,493	401,067	186,646	.47
1983	22,948,780	371,770	206,913	.56
1984	24,942,966	421,563	197,061	.47
1985	25,915,541	437,972	191,924	.44
1986	28,379,377	475,354	209,446	.44
1987	33,442,341	547,454	309,324	.56
1988	36,221,871	604,905	327,477	.54
1989	39,431,662	695,439	320,198	.46
			Ave.	<u>.49</u>

3. Key Issues

A Capital Improvement Plan is a key implementation measure as proposed in this Comprehensive Plan. Many of the issues identified in other sections of the Plan are dealt with in the Capital Improvement Plan. The major issues of importance to Capital Improvement Planning for Surry are:

- A. To correct public health and safety deficiencies, i.e. roadway and traffic control measures
- B. To fulfill Federal and State legislative mandates.
- C. To replace equipment and structures that have reached the end of their useful life.

- D. To provide new or enlarged amenities, playgrounds and recreational facilities, for which there is a strong community demand.

A proposed listing of Capital Improvement Needs for the 1990 - 2000 period is provided in the Capital Improvement Plan section of this document.

IV. POLICIES & IMPLEMENTATION STRATEGIES

- A. Key Issues and Policies
- B. Implementation Strategies
- C. Future Land and Resource Use Plan
- D. Capital Improvement Plan
- E. Concerns of State and Regional Interest

A. KEY ISSUES AND POLICIES

This section of the Surry Comprehensive Plan summarizes the key issues identified in the previous inventory and analysis section. Policies are also provided which address the issues identified. Rather than serving as a rigid set of rules, these policies should be considered as general guidelines for action. Periodic updating will be required. Following the outline of key issues and policies, implementation strategies are provided in sections 2, 3 and 4. An implementation strategy outlines how and when the Town, at this point, intends to carry out a policy. Taken together the implementation strategies represent a coordinated approach to carrying out all of the plan's stated policies.

POPULATION SURRY

- ISSUE 1. The population of the Community doubles during the summer months.
- ISSUE 2. Decline of school age population appears to have declined although the child bearing age population (18-44) has increased by 20%
- ISSUE 3. There has been a 22% increase in senior citizens (age 65+) since 1980

POLICY

- a) Although Surry should continue to do what it can to make the community attractive to families, retirees, and visitors, the Town's fiscal and natural resource constraints will require that limits be placed to this type of growth in the not too distant future.

Notes: 1. Other policies that address these issues are contained in other sections of this chapter of the Surry Comprehensive Plan
-see in particular the policies contained in the Housing and Land Use Sections.
2. A recent, unofficial report from the U.S. Bureau of the Census indicates a year 1990 total of 1004 year-round residents in Surry, a 12.3% increase since 1980.)

LOCAL ECONOMY

ISSUE 1. Potential "Ellsworth style" strip and sprawl development entering Surry on Route 172, from Ellsworth as well as Blue Hill, needs to be addressed.

POLICIES

- a) Commercial development should be designed so as to preserve the rural character of Surry.
- b) All commercial development should be required to undergo site plan review by the Town Planning Board.
- c) Businesses which are compatible with the community character of Surry including mixed use development, (development that combines business and housing) should be encouraged in certain designated growth areas of Town.

HOUSING

ISSUE 1. There is a need for creative ways of dealing with affordable housing for low and very low income households (annual incomes of 23,000 or less), and a continuing need for affordable housing for moderate income households (23,000 or more)

ISSUE 2. Predictions are that there will be approximately 228 housing units added in the Town of Surry by the year 2001.

- POLICIES
- a) Surry's Zoning Ordinance should be as simple as necessary to get the job done and not unduly hamper efforts to develop needed housing and other community facilities.
 - b) Surry Town officials and citizens should support creative ways of providing affordable housing, in certain defined areas of Town.
 - c) Older homes of historical significance should be identified and protection by the home owner encouraged.
 - d) Surry's future land use plan should provide for sufficient "growth" area to accommodate the anticipated growth in Town and so as not to adversely effect the rural character of the community as a whole.
 - e) When published, 1990 census demographic data should be reviewed to determine age group trends and resultant housing needs.

TRANSPORTATION

- ISSUE 1. There is inadequate parking in the following areas in Surry: in the original village center, Newbury Beach area, Morgan Bay Corner near "Surry Opera Barn"
- ISSUE 2. Excess speed and traffic congestion is a problem near and around the Village store area.

POLICIES

- a) The feasibility of installing a traffic light at the intersection of Route 172 and the North Bend Road (Town center) should be investigated.
- b) Off-street parking standards need to be developed in the Town's zoning ordinance, particularly for the Town "village area."
- c) The Town should investigate the possibility of obtaining additional land and developing a small parking area at Newbury Beach.
- d) The feasibility of a by-pass around the Surry village area should be investigated with the Maine Department of Transportation as a possible future improvement.

CULTURAL AND HISTORIC RESOURCES

- ISSUE 1. Archaeological sites must be surveyed, identified, recorded and the sites protected.
- ISSUE 2. An assessment of the recreational resources of Town needs to be conducted.

POLICIES

- a) Any development in Surry should be required to respect the integrity of the historic and scenic sites listed in this plan.
- b) Town Officials should continue planning for additional recreational opportunities in Surry -Particularly a boat landing on Toddy Pond, and an athletic field/ice skating rink near the school -and consider these projects as part of the Capital Improvement Planning process.
- c) All development in rural areas should be residential and subdivisions clustered whenever possible.

- d) Building style and site layout shall be designed so as to maintain rural character.
- e) Adequate lot size, increase in minimum set back, front yard buffer zone, cluster layout, better road access construction standards should be considered for rural areas.

PUBLIC FACILITIES AND FISCAL CAPACITY

- ISSUE 1. Flooding of the roadway at Carrying Place on Newbury Neck occurs during severe storms.
- ISSUE 2. Street lighting at critical intersections is necessary in Town.
- ISSUE 3. An assessment of the adequacy of the municipal boat landing at Patten Bay is needed.
- ISSUE 4. There may be a need for Public sewer and/or water in Town.

POLICIES

- a) Town officials should assess the feasibility of constructing a raised roadway at Carrying place on Newbury Neck, including the likelihood of state and/or federal funds being available to help pay for such a project.
- b) Town Officials should develop a budget and implement a 5 year plan for making capital improvements determined to be essential to the community.
- c) Town official should review the Capital improvement plan annually to assure the validity and priority of each project as local conditions change.
- d) Town officials need to commission a study to;
 - 1. Consider the technical feasibility of either a public sewer or a public water supply or both; particularly to service those areas in Town that are designated as growth areas.
 - 2. Weigh the social impact on the Town and study the feasibility of assessing an impact fee against developers for the construction of a public sewer and/or water system.
- e) The Town should study the feasibility of assessing an impact fee against developers for the construction of a public sewer and/or water system.

NATURAL RESOURCES

- ISSUE 1. Certain soil types in the Town of Surry are limiting to development while other soil types are important resources that should not be lost to development.
- ISSUE 2. Wildlife resources of the Town need to be carefully protected.

POLICIES

- a) Development in Surry should be avoided wherever possible, gravel aquifers, potential aquifer soils, hydric soils, floodplain soils, erodible soils, steep slopes, open land on prime farmland soils, and identified wildlife habitat areas.
- b) In addition to deer yards, all other wildlife habitat areas in Town should be identified by the Town and the Department of Inland Fisheries and Wildlife.

ISSUE 3. Land with soils having high potential for development are limited near the village center.

ISSUE 4. The village area itself is located on marginal soils.

POLICY

- c) Development should be discouraged from areas in the village where the soils are poor until public sewer and water are available.

ISSUE 5. High value forest land is an important resource needing some level of protection.

ISSUE 6. Marginal forest lands need to be carefully harvested in order to protect water quality and to assure a sustainable yield.

POLICIES

- d) Growth should be discouraged on forest soils which are rated high and very high for woodland productivity.
- e) Forest management practices should be prepared and considered for adoption by the Town in order to protect fragile areas and to protect Surry's forest resource.

7. Shellfish beds in Patten Bay are an important economic resource that needed to be effectively managed so as to provide a livelihood for some.

ISSUE 8. Surry ordinances need to restrict commercial digging without over-burdening the Shellfish Warden.

ISSUE 9. Assuring the integrity of Surry's Marine wildlife and shellfish habitat requires a high quality of marine waters.

POLICIES

f) An effort should be made to assess the potential of shellfish beds (with particular attention given to a pollution abatement program) so that appropriate provisions can be incorporated in the town's shellfish harvesting ordinance.

g) Measures need to be taken to control development in marine watershed areas so as to minimize the impacts on marine water quality and habitat.

ISSUE 10. Wetlands are important to the ecology of the region, the quality of groundwater and the health of waterfowl.

POLICIES

h) All wetlands and the surrounding shoreline in Surry should be carefully protected from development and clearing the vegetation strictly controlled.

ISSUE 11. The water quality of Upper and Lower Patten Ponds and Toddy Pond needs to be maintained.

POLICIES

i) All new development in the watersheds of any of Surry's three ponds should meet the phosphorus allocation as determined using DEP's Method for Reviewing Development in Lake Watersheds.

j) Cooperation between the Towns fronting on Patten and Toddy Ponds needs to be pursued by Town Officials in order to protect these common resources, i.e. possibly a Watershed Management Agreement can be negotiated.

ISSUE 12. Aquifers, the Town's sources of drinking water, need protection.

ISSUE 13. Lower Patten Pond may be a potential source of water for the town, but faces intensive development pressure from both Surry and Ellsworth.

POLICIES

k) New development in Surry shall be required to prove that there will not be an adverse impact on the present or potential drinking water resources of the town.

- 1) The Town should undertake a potable water study to develop a strategy for meeting the future potable water needs of the town, either from Patten Pond, or other aquifer sources in Town.

LAND USE

ISSUE 1: Agricultural and open land are becoming scarce.

POLICIES:

- a) Surry shall encourage the increase in the acreage currently registered under the farm and open space tax law at such time that the State shall remunerate to the Town the loss in tax revenue.
- b) Open space should be preserved by being given special consideration in Surry's Zoning, Subdivision, Shoreland Zoning, Site Plan Review and other land use ordinances, which might be developed and adopted by the town.
- c) Open space shall be preserved by incorporating cluster options/provisions into Surry's ordinances.
- d) The Town should keep abreast of state policies and programs concerning agricultural land and open space, and investigate other options for the preservation of open land and agricultural land such as the Transfer of Development Rights and more widespread use of conservation easements.
- e) Prime farmland, whether currently being utilized now or not, is an important and valuable resource. Consequently, the town of Surry will pursue growth management measures which encourage such lands to remain available for agricultural use, now and in the future.
- f) Agricultural land, in addition to providing food and other products and being a key part of the local economy, contributes significantly to the rural character and open land in the community and, as a result, the town should encourage to the extent possible, a rural agricultural economy.

ISSUE 2: Excessive development on Toddy Pond has occurred and development on Upper and Lower Patten Pond may accelerate.

POLICIES:

- g) In order to protect lake water quality, determination of the impact a building or development will have on Surry's ponds should be required, using the Phosphorous Control method developed by DEP.

- h) Surry's Shoreland Zoning Ordinance needs to be reviewed to determine if the placement of Resource Protection Districts are adequate to protect the water quality of the ponds.
- i) Surry should ensure that all ponds are monitored regularly under DEP's volunteer lake monitoring program.
- j) Surry should seek to form Watershed Protection Districts with adjacent towns that share lake watersheds with Surry.

ISSUE 3: Excessive development is occurring on the east side of Newbury Neck.

ISSUE 4: There is a potential for large subdivision development on the Morgan bay side of Newbury Neck.

POLICIES:

- k) Because of the sensitive nature of marine ecosystems, and the unique natural features of Newbury Neck and Morgan Bay, Surry's plans and associated ordinances should be designed to protect Newbury Neck and Morgan Bay from erosion, runoff and any of the other adverse impacts of development.
- l) Large subdivisions in rural areas should be required to limit access to main roads, thereby eliminating excessive curb cuts on main roads.

ISSUE 5: Construction on non-conforming lots could present problems, unless strictly enforced.

POLICIES:

- m) An effort should be made in Surry to inform new landowners of the options available for their land, as a result of changes made in the Town's land use ordinances.
- n) Strict enforcement of Surry's land use regulations is needed.
- o) Standards for non-conforming lots in the shoreland zone should ensure limited impact on lake resources and water quality.

B. IMPLEMENTATION STRATEGIES

There are two principal means proposed for implementing the policies contained in the Surry Comprehensive Plan: the Capital Improvement Plan and the Land Use Plan. Both of the documents follow this section. The Capital Improvement Plan provides a detailed budget over the next five years for major capital expenditures that will need to be made in Town. The core of the Land Use Plan is the proposed new zoning ordinance, to be prepared next year which will guide the Town's future growth.

In addition to the above, the following additional implementation measures are proposed:

- (1) Immediately following receipt of 1990 demographic data from the U.S. Census Bureau (expected in 1992), the Town should establish a committee to delve more deeply into the affordable housing issue in Surry. Although the facts and figures assembled and discussed in the housing section do not seem to provide evidence that an affordable housing problem exists in Town, it is evident that circumstances are changing. The committee should consider the feasibility of an elderly housing project for the Town. Sixty-three percent of those polled by the Town's Public Opinion Survey felt that senior citizen housing should be supported. Moreover, there is indication that this segment of the population in Surry is growing. Funding opportunities including grants and loans should be investigated and a plan prepared for taking action that would be presented to the selectmen within two years of forming the committee. The formation of a Community Development Corporation may be a particularly promising avenue to investigate in order to accomplish Town goals in this area.
- (2) There are several transportation related concerns of importance to the Town. Highway safety, parking and traffic control, particularly at the intersection of Rte 172 and the North Bend Road and at the intersection of Rte 176 and the Morgan Bay Cross Road, need to be dealt with. The Town's administrator, and the selectmen if necessary, should press the Maine Department of Transportation (MDOT) for their proposed solutions to these problems. The Town should then obtain a commitment from MDOT to take action within a certain time frame. Based on MDOT's assessment the Town's role toward resolving these concerns should be clearly outlined and presented to the voters for action.
- (3) A public water and sewer system within Surry will ultimately become a health and safety necessity, likely within the growth zones sooner than the rural areas and particularly within the village growth zone. How soon and where these services are needed are unknown. Also, the anticipated scope of growth, based upon

newly-established zones are also unknown. A study over the long-term of perhaps 3-5 years, would likely form a valid basis for making such determinations.

The Planning Board should review annually the commercial/residential growth trends and patterns during 1992-1995 in order to form a valid forecast of need. In 1995, the Town should raise sufficient funds for a professional study that would:

- (a) Consider the feasibility and costs of either a public water supply and sewer system, or both;
- (b) Weigh the social and environmental impact on the Community, should public water and sewer be installed.

A possible means of funding such a project may require assessing an impact fee against new development to help in covering the costs of a public sewer and/or water system. An assessment of the role of impact fees in funding public facilities such as sewer and water should also be included as a part of the overall study proposed. Impact fees are gaining popularity as a means of forcing new development to share in the cost of local infrastructure normally born by the taxpayers and may be a viable option for Surry.

- (4) In order to encourage development in Surry's designated growth areas the Town should establish a policy and enact an ordinance which will limit the number of building permits granted in the rural areas of Town to 30 percent of the total number of permits issued each year.
- (5) The forests and agricultural lands of Surry are important resources that need to be carefully managed for the benefit of this and future generations. Within two years from acceptance of the Plan, Town fathers shall appoint a group of local citizens to serve on a committee to consider the feasibility of a Town sponsored forest practices ordinance. In addition Town fathers should actively support local policies and efforts directed at the acquisition of conservation easements for agricultural lands.
- (6) A standing (or otherwise appointed) committee should be charged by the Selectmen with preparation of the zoning ordinance and other details of the implementation program portion of this Plan. According to State law, the Town must submit the zoning ordinance to the State within one year from the submittal of this Plan. Thus, the Selectmen need to appoint this committee before the end of 1990. Existing ordinances and codes will require major amendments and some redesign to provide conformance with this Plan and recent changes in State Legislation.

A site plan review procedure should also be adopted wherein all proposed commercial and designated buildings are subject to

Planning Board review - in order that they may be judged effectively, and reasonable alternatives considered based upon criteria established in the Plan.

Also, the subdivision ordinance should be revised to include the need for review of lots larger than 40 acres in size; and also to encourage cluster and other alternate types of development.

- (7) The Surry Conservation Commission should monitor and coordinate those measures necessary to protect and sustain the Town's natural resources, particularly the assessment of archaeological sites, their designation as historical areas, the mapping of their locations, and assuring that such sites are preserved by the most practical means. This project should be completed before the end of 1992. Cooperation of site owners is anticipated. The assistance of an archaeologist may be needed.
- (8) The local Shellfish Management Committee needs to be specifically charged by the Selectmen with the responsibility of assessing the condition of flats in Surry and the preparation of a plan for their management, including, if necessary, better ordinances and code enforcement provisions.
- (9) There are two lakes of major importance to the Town of Surry - Patten Pond and Toddy Pond. These are shared resources with the Towns of Orland, Penobscot, Blue Hill, and the City of Ellsworth. These bodies of water have experienced considerable development in recent years. Currently volunteers from Surry and Orland monitor the three lakes mutually shared by the Towns during the summer season and meet annually with DEP staff to ascertain water quality. The Town needs to take the initiative to form watershed protection districts together with the surrounding communities. Public Law chapter 106, enacted May 1, 1989, enables Towns to form watershed districts as a means of addressing common water resource problems. A watershed district thus formed is empowered with broad authority to protect the lakes, which includes powers to legislate regulations and police power to enforce them. Based on initial contacts with the surrounding communities the Town should form an interlocal steering committee to guide the formation of watershed districts for Toddy and Patten Ponds. As a result of more detailed analysis by the Towns involved it may be necessary to enact a moratorium on construction until watershed plans and districts are established.
- (10) A Recreation Committee has been appointed by the Selectmen to act as a steering group in the preparation and/or construction of certain potential recreational facilities within Town and as proposed in the Capital Improvement Plan (see following section).
 - (a) Toddy Pond Boat Landing may be sited on a one-acre shore parcel, recently tax-acquired. The project is subject to

good title, survey and confirmed right-of-way access. The lot may be suitable for parking, small boat launching and recovery. At present the only existent public landing on the lake is in the Town of Orland some six miles from this site and is a State maintained facility.

- (b) The Athletic Field may be sited on an approximate 20 acre tax-acquired parcel near the Town center and school. The project is also subject to good title, survey, a reasonable right-of-way for access and suitable sub-soil. At present, the local recreation area consists of a ballfield on the school grounds. The recreation committee should investigate funding options and prepare plans for materializing these two important public facilities and report to the Selectmen regarding progress being made.

C. FUTURE LAND AND RESOURCE USE PLAN

1. Classification of Areas

Surry's future land and resource use plan presents an overview of the desired growth pattern for the community. It also serves as the basis for the preparation of the Town's zoning ordinance, scheduled to take place in 1991. The Town of Surry has been divided into nine areas:

- a) areas of natural resource importance
- b) areas of importance to protecting rural character
- c) areas with potential for traffic congestion
- d) areas with high public services costs
- e) areas costly to develop
- f) resource production areas
- g) areas where community/neighborhoods exist
- h) areas that can grow
- i) roadside service areas

This classification of Town into these nine areas is based on a synthesis of information collected for this Comprehensive Plan. The map that follows shows where these areas are located and the section that follows describes the character of development allowed in these areas.

2. Character of Development/Use

The types of development, uses allowed and restrictions to development for each of the nine areas identified on the future land and resource use map are outlined below:

- a) Areas of natural resource importance:
These areas contain land and water that are fragile, sensitive to development and that are important to the maintenance of healthy ecosystems in Town. These are also areas such as flood plains, wetlands, aquifers and ground water recharge areas that assure townspeople of clean water in their community. Bird nesting areas, wildlife habitat and important marine habitat are also included in this category. Development in these areas is to be limited.
- b) Areas of importance to protecting rural character:
What people experience as rural character is essentially a roadside phenomenon. A feeling of open space, variety in landscape types, scenery, limited, low density development, usually placed away from the road all help to define the community's rural character. These designated areas in Surry will be subject to specific design standards that aim to preserve rural character and to prevent further strip development.

- c) Areas with potential for traffic congestion:
Heavily traveled sections of roadway and intersections where traffic and parking problems exist now or are likely to in the near future. Assuring public safety is a paramount concern in these areas. Implementation measures may take the form of increased signalization, better signage, limits to the number of curb cuts, and reduced speed zones.
- d) Areas with high public services costs:
The state Growth Management Legislation specifies that growth be limited in land areas where public services and facilities are difficult and/or expensive to provide. These areas are typically in the more remote, difficult to access areas of the community. Development will be discouraged in these areas.
- e) Areas costly to develop:
These are land areas where soil conditions are limiting to development and access is not currently, readily or easily available. Only very low density development would be permitted along roadways in these areas.
- f) Resource Production areas:
Important forest and agricultural lands are included herein, and policies and implementation measures are proposed that will protect and encourage the long term viability of these resources.
- g) Areas where communities/neighborhoods exist: These are the village areas in Town where mixed use (residential and low-impact commercial) exists and where some limited growth will be encouraged. This is also the area where public water and sewer, if determined to be feasible and desirable, would be provided. A priority to pedestrian over automobile traffic will be encouraged wherever possible in keeping with Surry's roots as a traditional New England Village.
- h) Areas that can grow:
These are areas in Town where there are no known natural resource limitations to development and where community facilities and services can be provided. Areas that can grow are also usually associated with existing villages and are often at road intersections in Town. These areas are sized so as to be able to accommodate most of the anticipated growth in Surry. To accomplish this goal, it is recommended that 70 percent of the building permits granted each year or perhaps longer be issued for construction in designated growth areas (see proposed growth areas map).
- i) Roadside service areas:
These are the areas where new and existing commercial businesses, that are dependent on their roadside locations for

their economic visibility, are found. Policies and implementation measures in these areas will encourage clustering and shared access points onto the main highway.

A Town-wide zoning ordinance would be prepared based on the previously described future Land and Resource Use Plan that would govern the density and type of development in different areas of Town. The elements of Surry's traditional settlement patterns would be encouraged with most of the new development encouraged near and around existing village areas. The zoning ordinance would be kept as simple and as flexible as possible by using a "performance based" approach, in which a fairly wide range of activities would be permitted in most areas. What have been called "Good Neighbor" standards would be utilized to prevent incompatible land uses. Site Plan Review would be incorporated as a part of the zoning ordinance which would allow the Planning Board to review development plans for commercial, industrial, and certain residential projects according to specific standards and guidelines. The standards and guidelines would describe the best ways to locate and lay out new development in Surry to avoid damaging natural resources and to assure some design consistency with the existing pattern of development in Surry. The classification of areas contained in the Land Use Plan will provide the basis for the zoning districts:

The Growth Districts for the community which are in part based on these areas where community and neighborhoods exist would be shown on the map as areas that can grow.

The Rural Districts would include the following:

"areas of natural resource importance "where development would be strictly controlled; "areas of importance to protecting rural character" where land use design standards would be put into place in order to protect and enhance the Towns's rural character; "areas with potential for traffic congestion" where new road access points would be controlled and parking issues resolved.

"Areas with high public services costs; "areas costly to develop" and "resource production areas" would be areas where limited development in large lots would be permitted, although not encouraged. Clustering of development would be strongly encouraged in the rural district on good soils, away from fragile and sensitive natural resources.

As in most zoning ordinances, lots or properties in existence before the enactment of the ordinance would be "grandfathered" in the new regulation. Current property owners that do not meet the new zoning requirements would still be allowed to build on their property, provided existing health and safety requirements could be met.

The general classification of areas as outlined above and the zoning districts that will be derived from them grow out of an appreciation for what makes Surry special and are the minimum necessary in order to protect the Town's unique and very special features.

3. Growth Patterns

It appears that future growth within Surry shall remain consistent with the pattern that has evolved over the last twenty years, as influenced by economic conditions and in the absence of a major catastrophe. The predicted demand for about 230 more homes by the year 2001, based upon the population growth patterns envisioned, would mean that approximately 70 dwellings would be sited within the rural areas and along the Town shore areas. The remaining homes would be sited near Town roads and within existent or future subdivisions in the Town's proposed growth areas.

There are no large apartments, condominiums, Town Houses or institutional housing in Surry. The lack of a public water or sewer system confirms the deduction that with moderate to poor soils, and uncertainty of our aquifers, such development is unfeasible. Also, it is probable that many Town citizens consider such housing inconsistent with past development patterns and, as such, would view it with disfavor.

Surry has no known mineral assets nor active industry. Also, there is no active fishery due to shallow bay access and distance from active fishing grounds. Therefore, future marine-related facilities are likely to be recreational in nature. Moderate commercial development is anticipated as suitable sites in adjoining Towns rapidly become unavailable or too costly. However, major demand for commercial site land is not anticipated for the plan period based upon the past ten-year trend, and should easily be accommodated within the growth areas designated.

4. Zoning Strategy

Using the previously described resource information and area classifications, the Committee initially selected six potential growth zones within the Town's jurisdiction. One zone was eliminated due to road and traffic congestion at a key intersection. Two other zones were eliminated due to the proximity to lake watersheds. The impact from phosphorus loading and other development-related pollutants would require more extensive study. All or portions of these zones that were eliminated could be potential future growth areas. Three zones were finally selected where growth could take place and would be encouraged during the next 10 years:

Growth Area #1: Village Zone

Description: The Village zone would include the village center and easterly along Route #172 to the Village Cemetery and northerly on the North Bend Road to include the Town lot, this zone has a total of about 350 acres. The area includes the Methodist Church, Post Office, School, Town Office, Fire House, original Town Hall, a grocery store, garden

nursery, marine boat sales yard and numerous homes including various home occupations. While soils are generally poor in the present built-up section of the village, suitable soils exist in an immediately, adjacent, designated growth area.

Proposed Uses: Limited commercial & residential uses with lot and building size limits and residential uses limited to one and two family dwellings would be allowed. Specific home occupations allowed would be listed and described and require on-site parking to the side or rear. Site and structure design would be required to fit existing Village character, i.e. lot size setback, height limits and architectural design consonant with that which exists in the village.

Limiting Factor: Patten Stream flowage is located within the zone. The stream is an important natural resource to the Town and that would be protected by natural buffers in addition to the Shoreland Zoning Ordinance provisions.

Growth Area #2: Blue Hill Road Zone

Description: This area of about 300 acres includes both sides of Highway #172 to Blue Hill and is near the Town line. It includes a portion of a 65 acre subdivision only partially developed. There are about 15 residences facing the road, a large tract with a building owned by a construction firm and a gravel pit area. Suitable soils exist in this area. Highway safety factors are favorable and 3 phase electrical power passes through the zone. There is some potential for future expansion of roadside service uses in this area.

Proposed Uses: Residential including home occupations and permitted commercial uses allowed as in Area #1. Light industry would be permitted - non-polluting with lot, setback and building limits and required parking area and buffer zones.

Limiting Factor: Traffic problems may develop if multiple vehicle entries are created. Highway access limits will be necessary and site plan review process will be applied for developments proposed.

Growth Area #3: Meadow Brook Zone

Description: This zone contains a former Patten Corporation subdivision of about 32 lots, each of 40 acres or more, with a private gravel road network and with access from a Town road. The area is about 2.3 miles from the Village center. The site is presently primarily woodlands. Lots have been surveyed and soils tested. Electric power is installed along the existing road. While most lots appear under private ownership, there have been active sales and two mobile homes are in place. Progressive development in this area is anticipated as further subdivision of the lots occur.

Proposed Use: Residential use as in Area #1 above. Also this would be the designated area for location or expansion of a mobile home park.

Limiting Factor: Meadow Brook flows along the perimeter of this Zone and will require buffer zone and structure setback as described in Area #1 above.

Minimum lot sizes pertaining to these growth areas would be one acre. Growth in these three zones, in addition to the more restrictive growth that would be permitted in the rural areas, should provide ample space for future development in Surry over the next ten years.

5. The Rural Areas

Of the estimated 24,000 inland acres in Surry, less the estimated 2900 acres in wetlands and floodplain, and less the approximate 2000 acres within the designated "growth areas", about 19,000 acres (79%) would remain to comprise the rural area or zone.

Surry has extensive shorelands along coastal waters, lakes and streams. The State Mandatory Shoreland Control Act has required zones to be enacted locally for all areas within 250 feet of a water body. Since almost all of the Surry shoreland is within the rural area, Town ordinances should interface smoothly to serve both purposes.

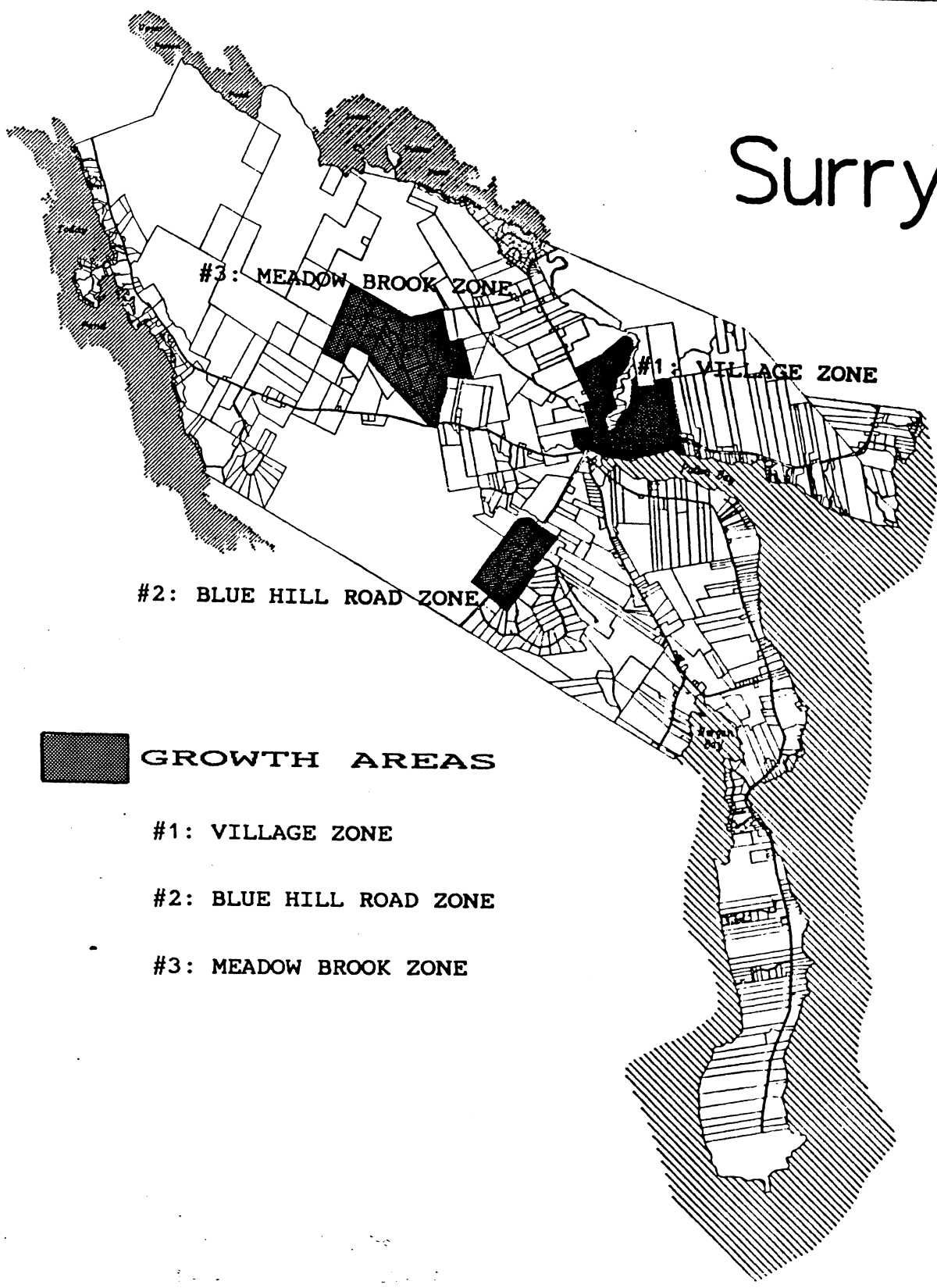
The following land uses are proposed: Single and two-family residences (dwellings) with an approximate minimum lot size of 40,000 SF and 150 feet frontage; or as determined by site plan review procedures, whichever is larger. Designated home occupations would be permitted.

It is recommended that growth restraints be placed upon building permits issued in the rural zone - such as only 30% of total permits issued over a 3-5 year period be granted for new construction. An exception to such restraint could be considered in cases where such provision would clearly result in hardship.

Any subdivision comprising five or more units would be strongly encouraged to develop cluster housing in which 50% of the total area would be set aside for open space. Also, Town criteria and requirements for subdivisions should be mandatory. Variations or waivers would be acted upon by the Appeals Board. Lots of 40 acres or more also would require local municipal review.

The principal objective of these provisions would be to assure that development that does occur in Surry does so in a manner that is either of a village or rural character, as opposed to a strip, suburban character.

Surry



GROWTH AREAS

- #1: VILLAGE ZONE
- #2: BLUE HILL ROAD ZONE
- #3: MEADOW BROOK ZONE

RESOURCE AND LAND USE PLAN

Classification of Land & Resource Areas

Summary of Implementation Measures

<u>Area</u>	<u>Implementation Measures</u>	<u>Area</u>	<u>Implementation Measures</u>
Areas of Natural Resource Importance	<ol style="list-style-type: none"> 1. Wetlands: Resource Protection District in Townwide Zoning Ordinance 2. Floodplains: Existing Floodplain Management Ordinance integrated into Comprehensive Townwide Zoning Ordinance 3. Deer Yards: Resource Protection District in Townwide Zoning Ordinance 4. Eagle Nesting Sites: Resource Protection District in Townwide Zoning Ordinance 5. Sand & Gravel Aquifers: Special Protection District established, only low density & low intensity uses permitted 6. Overboard Discharge Sites: Cooperative state-local effort designed to eliminate discharges 7. Softshell clam habitat areas: special Town enforcement policy to maintain integrity of such areas 8. Shore bird feeding areas: boating & other use limitations during key seasons 	<p>Areas of Importance to Protecting Rural Character</p> <p>Traffic Problem Areas</p> <p>Areas with High Public Service Cost</p> <p>Resource Production Areas</p> <p>Areas where Neighborhoods Exist</p> <p>Areas that can Grow</p>	<p>Minimum road frontage and setback, buffering, landscaping and sign controls, preservation of native vegetation, and limits to road access incorporated into the Townwide Zoning Ordinance. Scenic area protection initially setup as a voluntary program, i.e. advisory to landowners</p> <p>Town initiates discussion with DOT and adjacent private landowner to correct problem areas</p> <p>Town establishes policy discouraging development in these areas where there is no road access currently; this criteria is another basis for the rural district in the Townwide zoning ordinance; only low density development permitted. Clustering would be strongly encouraged for any proposed subdivisions</p> <p>Town establishes policy discouraging development in these areas; only low density development permitted. Town establishes committee to look into Town forest practices guidelines</p> <p>Part of the Town's designated growth areas in Townwide zoning ordinance</p> <p>Town's designated future growth areas; Zoning districts established for this purpose. Other implementation measures in this area:</p> <ul style="list-style-type: none"> - site plan review procedure established - one acre minimum lot size unless or until Town sewer/water becomes feasible and desirable - clustering of any subdivision development strongly encouraged
Areas Costly to Develop	<p>These areas are where soil conditions are likely to be poor; Town establishes policy discouraging development in these areas; only low density development permitted. These areas form the primary basis for the Rural District in the Townwide zoning ordinance; 1 acre minimum lot size allowed where soil conditions permit; clustering strongly encouraged for any subdivisions. Shore and Town road frontage requirements of 150 feet or more, unless new internal roads are created as part of a subdivision where frontage could be less.</p>	<p>Roadside Service Areas</p>	<p>Town's designated, future commercially oriented, growth areas; Zoning districts established for this purpose; other implementation measures:</p> <ul style="list-style-type: none"> - site plan review procedures established - one acre minimum lot size - clustering of uses encouraged - joint road access required

D.

CAPITAL IMPROVEMENT PLAN

I. PURPOSE

A "Capital Improvement Plan" is a program of major additions and improvements (capital expenditures) to the community that are needed to accommodate projected growth and development.

These capital expenditures do not include continuing operating expenses or supplies. For the purpose of this study, a capital expenditure is defined as an item that has an anticipated life of at least three years and a first cost of at least \$5,000.

The goals of the Capital Improvement Plan are:

- To plan ahead for financing major capital improvements or equipment purchases consistent with the long range goals and needs of the community.
- To anticipate the need for replacing capital equipment.
- To assess the Town's ability to pay for capital expenditures.
- To level out sudden increases in tax demands and reduce large amounts of borrowing, in any one year that an unanticipated capital expenditure might require.
- To support the town's anticipated growth and development.

Surry is a growing community and the demands placed on schools, roads, community facilities and services are bound to grow. A continued reduction in federal funding is likely such fiscal austerity will require that careful financial forecasting be practiced to maintain and improve the quality of life in Surry. In addition, many State and Federal agencies now require that such Capital Improvement plans are in place before funds are approved for many public programs.

II. Capital Improvement Planning Process

The committee charged with developing and presenting a Capital Improvement Plan to the voters will be tentatively composed of:

The selectmen

A member of the Fire Department

A member of the School Department

The Town Administrative Assistant

The Administrative Assistant is responsible for presenting the committee with an initial inventory of Capital improvement items. This will include a cost estimate and suggested priority for each item on the inventory.

The committee will then:

Review the inventory and suggest adding or deleting items.

Establish such policies and guidelines as are necessary to schedule, determine priorities, and estimate costs.

Review possible funding sources and recommend optimal funding for selected projects.

Support and explain the plan during Budget and Town meetings.

The Capital Improvement Plan Committee should meet as necessary to keep the plan on track, to update priorities and to add new items. Although the Plan, is not "cast in concrete" it does establish a direction for the community. It is expected that annual reviews will be made to make corrections, additions and modifications as necessary.

III. The Capital Needs Inventory

Capital expenditures are defined as those that exceed \$5,000 in cost and have a useful life of at least (3) three years. In addition, all existing outlays for existing long and short term debt are to be included in the plan.

A proposed listing of Capital Improvement Needs for the 1990 - 2000 period follows. Cost estimates provided are very preliminary. The Capital Improvement Committee is responsible for updating and revising the list as well as the cost estimates provided.

TABLE 4
PROPOSED CAPITAL NEEDS
Town of Surry

<u>Project/capital item</u>	<u>Priority</u>	<u>Proximate Cost</u>
Salt/Sand shed	1	60,000
Morgan Bay Cross Road and Bridge	2	150,000
"Old Delafield Farm Road" rebuilding	3	40,000
Toddy Pond Boat Landing	4	10,000
Fire Truck Replacement	5	20,000
Transfer Station Improvements	6	33,000
Athletic Field & Skating Rink	7	50,000
Patten Pond Road Rebuilding	8	15,000
Newbury Neck Beach Parking	9	with item #10
Sea Wall - Carrying Place Road elevation change	10	150,000 9 & 10 combined
Municipal Boat Landing Village Area	11	50,000
Dredging of Patten Bay	12	25,000
Village Sidewalks & On-Street Parking	13	State Funded
Town Maintenance Garage	14	125,000
Dump Truck with Plow	15	79,000
Village Water/Sewer System Feasibility and Cost Study	16	5,000

IV. Current Debt for Capital Expenditures

The Town of Surry's current level of debt and the projects for which that debt was incurred are listed below.

TABLE 5

CURRENT DEBT					
<u>Facility</u>	<u>Remaining Balance 01/01/90</u>	<u>Rate %</u>	<u>Principal Payment</u>	<u>Interest Payment</u>	<u>Total 12/31/89</u>
Civic Center	\$ -0-	9.5	\$ 10,000	\$ 466.30	\$10466.30
Transfer Station	23,325	8.24	4,665	2112.50	6777.50
Fire Truck	21,000	5.69	7,000	1668.80	8668.80
Municipal Building	156,000	7.85	13,000	12238.26	25238.16
Total	\$200,325		\$ 34,665	\$16,485.76	\$51,156.76

SOURCE: Annual Town Reports

The Town of Surry's latest official Valuation, (based on 1989 data) is \$83,100,000.* 15% of above valuation is considered to be the legal debt limit. Thus \$10,740,000 would be the maximum amount the Town of Surry could borrow. The current debt of \$477,255 (which includes a \$276,930 school building debt) is only 13.5% of the above maximum amount. Thus the current town debt as a percentage of allowable debt limit is only 4.4%.

* The Town of Surry has recently been revalued. The preliminary total valuation of the Town is estimated at \$104,000,000.

V. Financial Projections

Tables H1 and H2 (see section on Community Facilities and Fiscal Capacity) provide in tabular form trend information obtained from the audited annual financial reports of the Town of Surry.

It should also be noted that the town's property is being professionally reappraised and that the Federal Census is underway. Both are basic to planning for the future of the town and for Capital Improvement Planning.

For planning purposes the top six projects listed above are to be undertaken between now and 1995. The total of projected new expenditures over the five year period will equal \$418,014, including

interest. It is assumed that revenues and expenditures will follow past trends and that the Town, exclusive of the school budget, can carry a budget for capital expenditures in the range of \$75,000-85,000 each year. Under these assumptions the tax rate for the Town's operating and capital costs (exclusive of schools) would remain at roughly the same level as it has during the last few years. Again, these projections do not include anticipated cost of schools over the next five years, projections of which are much more uncertain.

The projection of debt, assuming that the top six capital needs projects listed previously, are added over the next five years, is listed below.

TABLE 6

PROJECTION OF CAPITAL EXPENDITURES						
<u>Existing Projects</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>
Transfer Station	6,881	6,671	5,991	5,551	5,192	527
Fire Truck	8,668	8,202	-	-	-	-
Municipal Building	25,246	24,225	23,205	22,185	21,164	20,144
<u>New Projects</u>						
Salt/Sand Storage	16,800	15,840	14,880	13,920	12,960	-
Morgan Bay Cross Road & Bridge	-	13,500*	28,500	25,800	24,600	23,400
Toddy Pond Boat Landing Addition	-	4,100	3,836	3,672	-	-
Improvements to the Patten Bay Boat Launching Facility	-	-	-	-	9,000	14,360
Athletic field/skating area near school	-	-	-	-	-	9,000
Patten Pond Road Rebuilding	-	-	-	-	-	6,200
	57,595	72,538	76,432	71,128	72,916	67,871

Notes: All future projects are assumed to be financed at an average interest rate of 8%; Morgan Bay Road & Bridge, Patten Bay Boat Landing Facility, Athletic Field Facility are projected to be 10 year notes while the Salt-Sand Storage Facility would be a 5 year note; Toddy Pond Boat Landing Facility and Patten Pond Road rebuilding would be 3 year notes. The Morgan Bay Cross Road & Bridge Project is slated to begin in 1991 with the first year debt payment consisting of an interest only payment.

*re-evaluation also underway in this year - \$35,000

The Town has established several reserve funds for anticipated expenditures. Two are of particular importance for Capital Improvement Planning: The Fire Truck reserve fund in the amount of \$2,489.00 and the reserve fund for the salt-sand shed in the amount of \$3,000. Both of these reserve accounts will be utilized to cover costs as these expenditures are made.

TABLE 7

<u>PROJECTED EXPENDITURES & TAX RATE</u>						
	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>
Capital Expenditures	57,129	72,538	76,432	71,128	72,916	67,871
Operating Expenditures	345,814	373,479	403,357	435,626	470,425	508,214
TOTAL	402,943	446,017	479,789	506,754	543,341	576,085
Total Assessed Valuation*	42,586,194		49,672,537		57,938,047	
		45,993,090		53,646,340		62,573,091
Projected Local Tax Rate necessary to support Dept. operating expenditures and associated Capital expenditures	.00946	.00970	.00966	.00946	.00938	.0092

Note:

*assumes an increase in net valuation, comparable to the last eight years, of 8% per year

VI. Summary

As pressures on Surry's expenditures grow, the Town will need to stretch all of its sources of revenues as well as create others. The Town has used the pay-as-you-go method in meeting operating expenses. Reserve funds have been in place to assist with a few of the larger capital requirements. Leasing and contracting have become a viable method of financing for school buses, fire trucks and police cars. The Town has joined with others for such services as waste removal and a recycling center.

Other forms of financing which may be necessary are General Obligation Bonds, Revenue Bonds, Industrial Revenue Bonds, special assessments, tax increment financing and user fees and charges. In addition, the town may have to require developers to pay for the incremental expenses their development will incur to the Town in order to relieve the burden on current residents. Finally, the Town needs to be aware of any available State and Federal Aid and must be prepared to make timely application for these funds as well.

E.

INTERLOCAL INITIATIVES

In 1990 a Committee representing five participating Towns, using the Blue Hill Surry Transfer Station, established a recycling center on the site. A building has been constructed and equipped for collection, storage and processing a greater quantity and variety of items as reuse markets can be found. The objective is to meet the present State goals in solid waste reduction. While this program was originated successfully by a volunteer force, trained operator(s) shall likely be needed for handling goods in volume at some expense to the Towns.

Lake Water Quality: Interlocal initiative is needed in lake watershed management, lake monitoring and local actions to prevent water pollution. An initiative by lakeside owners themselves in forming local associations appears to be an effective method, such as the local activities of Patten Pond Association, comprising Surry and Ellsworth residents. The vast increase in recreation activities on our lakes in recent years shall soon require some local control by ordinances and the difficult task of local enforcement.

Consistent Town Borders: In recent years Surry, Orland, Blue Hill and Ellsworth have cooperated in the land survey of their borders. Now that Ellsworth is zoned and the adjoining Towns are adopting zones, it is important that they be consistent along the borders, particularly in the shoreland zones and identified wetlands. Coordination between Town Planning Boards is becoming more necessary to assure that plans and ordinances are reasonably consistent with those adjoining Towns.

F.

STATE AND REGIONAL CONCERNS

The development of the Surry Comprehensive Plan has taken place in the context of a framework of state and regional goals and policies. The ten state goals, nine coastal policies and forty-three regional policies are summarized in the five state policies and five regional policies that are presented below.

STATE POLICIES

1. to encourage orderly growth in housing and business, protect rural character including scenic areas, and to discourage sprawl.
2. to protect natural resources including water quality of fresh and coastal waters, the health of freshwater and marine ecosystems, the sustainability of wildlife habitat, air quality, and other critical natural resources.
3. to preserve valuable and important aspects of the man-influenced landscape such as agricultural and forest resources, historic and archaeological resources, recreational areas of importance, and points for public access to water.
4. to provide public facilities and services as needed to accommodate growth including affordable housing, ports and harbors for the marine industry, recreational opportunities for visitors and residents and other associated community infrastructure.
5. to encourage cooperative state and local management of area resources.

REGIONAL POLICIES

There are forty-three regional policies as proposed by the Hancock County Planning Commission. Those that are covered by the state policies are not repeated below; only those regional policies which are more specific and are different than the state policies are listed.

1. encourage the development of local solid waste reduction strategies.
2. promote limited highway access in order to reduce congestion and increase safety.
3. encourage visual quality along roadways and discourage strip development.
4. increase housing opportunities by encouraging homesharing programs, reuse of non-residential structures, conversion of

existing dwellings into multi-family units, and the greater use of financial and zoning incentives for promoting affordable housing.

5. encourage more watershed planning as a principal means of protecting water quality.

The matrix provided below references these state and regional goals with key local policies and implementation strategies contained in previous sections of the plan. These proposed local actions deal with the identified issues in the Town of Surry. As can be seen they are also largely consistent with and supportive of state and regional policies. Any potential inconsistencies and conflicts are identified in the attached matrix. State and regional policies that are not addressed in the Comprehensive Plan (as shown in the matrix) are not considered applicable to Surry. Interlocal issues in Surry involve solid waste and the protection of natural resources that extend to other municipal jurisdictions. The matrix also references these concerns.

Summary of Community Attitudes & Opinions

APPENDIX A

**SUMMARY OF COMMUNITY ATTITUDES AND OPINIONS
BASED ON COMPREHENSIVE PLAN QUESTIONNAIRE**

Percentages given represent that portion of responses to each particular question and not the total number responding to the survey as a whole. When the response rate for a particular question was low, or when multiple responses were given or when percentages might otherwise be misleading, the number of responses is listed. Sometimes both numbers are listed (percentages in parentheses).

I.1 The following town services and facilities need improvement:

- 61 (51%) Road Maintenance
- 50 (56%) Services for Youth
- 45 (55%) Services for Elderly
- 45 (52%) Recreation Program

I.2 The following are problems facing the town (in order of importance):

- 85% Rapid population growth
- 75% High property taxes
- 69% Lack of jobs for youth
- 64% Lack of public access to fresh water
- 64% Condition of roads
- 63% Lack of job opportunities
- 51% Lack of social activities

I.3 Most people favor improvements to Carrying Place Beach (71%)

II.1 Most people would like the population to stay the same (67%)

II.2 Most people feel the town should have more single family housing (56%) and should support senior citizen housing (63%)

II.2 The town should take action to preserve the town's rural image (86%)

II.2 The town should encourage home based businesses (80%)

II.3 People would like to see the following types of industry move into Surry

- 83% Light industry
- 65% Trades and Services
- 58% Resource extraction and Production

II.4 Open areas, agriculture, land, forest land and Recreational land should be maintained at the present level (72%)

II.5 The town should appropriate funds for the purchase of publicly owned shoreline (54%)

- II.6 The town should provide and maintain rights of way for public access to the shore (80%)
- II.7 The town should develop an impact fee charged to builders for major developments (73%)
- II.8 The following areas should be protected from development:
 - 124 Scenic and natural areas
 - 121 Wildlife habitats
 - 119 Groundwater sources
 - 110 Areas subject to flooding
 - 110 Wetlands
 - 106 Undeveloped shoreline
 - 102 Other (historic sites or buildings)
 - 99 Steep slopes
 - 95 Agricultural land
 - 91 Forested land
- II.9- The town should attempt to regulate where growth will take place
10 (134) - (50) in designated areas by zoning ordinance
- II.11 Residential development should take place:
 - 58 in strips along side roads
 - 42 anywhere in town
 - 40 in cluster development
- V.11 Commercial development should occur:
 - 53 in strips along main roads
 - 34 in cluster development
 - 19 in strips along side roads
- II.12 The town should use the following methods to control growth:
 - 77 Regulate subdivision by ordinance
 - 75 Regulate multi-family units (3 or more)
 - 67 Town-wide zoning
 - 64 Site-plan review
 - 60 Regulate building by ordinance
 - 54 Cluster development with required open areas
 - 48 Increase present 40,000 square feet minimum lot size

PROFILE OF THE RESIDENTS RESPONDING TO THE SURVEY

- III.1 93 year-round residents
40 part-time residents

- III.2 55 lived here less than 10 years
77 lived here more than 10 years

- III.4 134 homeowners

- III.6- 149 employed full-time or retired
7 66 employed, work in Hancock County

- III.8 8 under 25 years old
105 ages 25-64
40 ages 65 and over