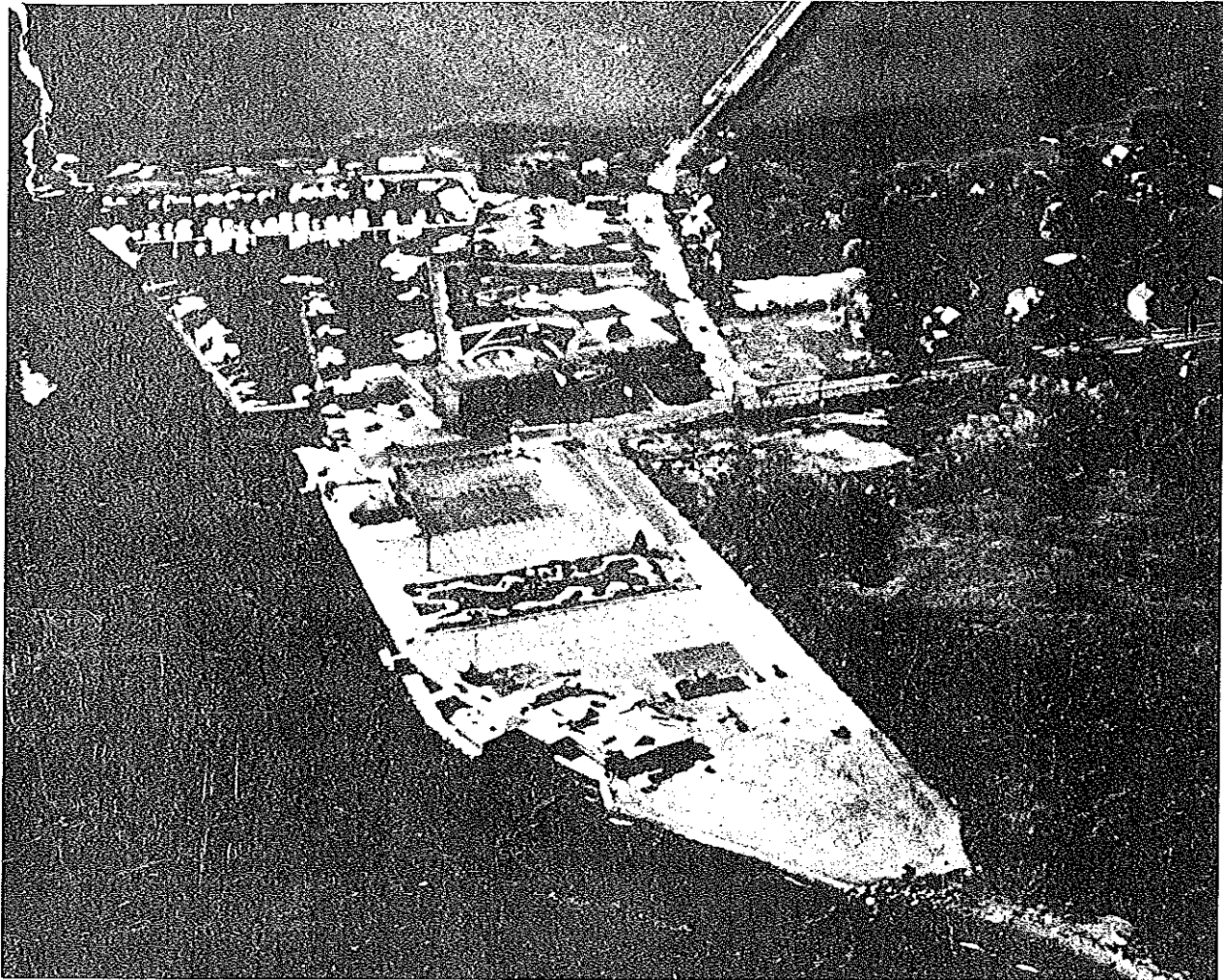
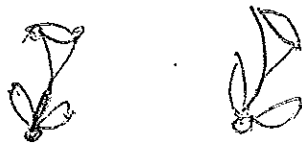


Saybrook Point Study

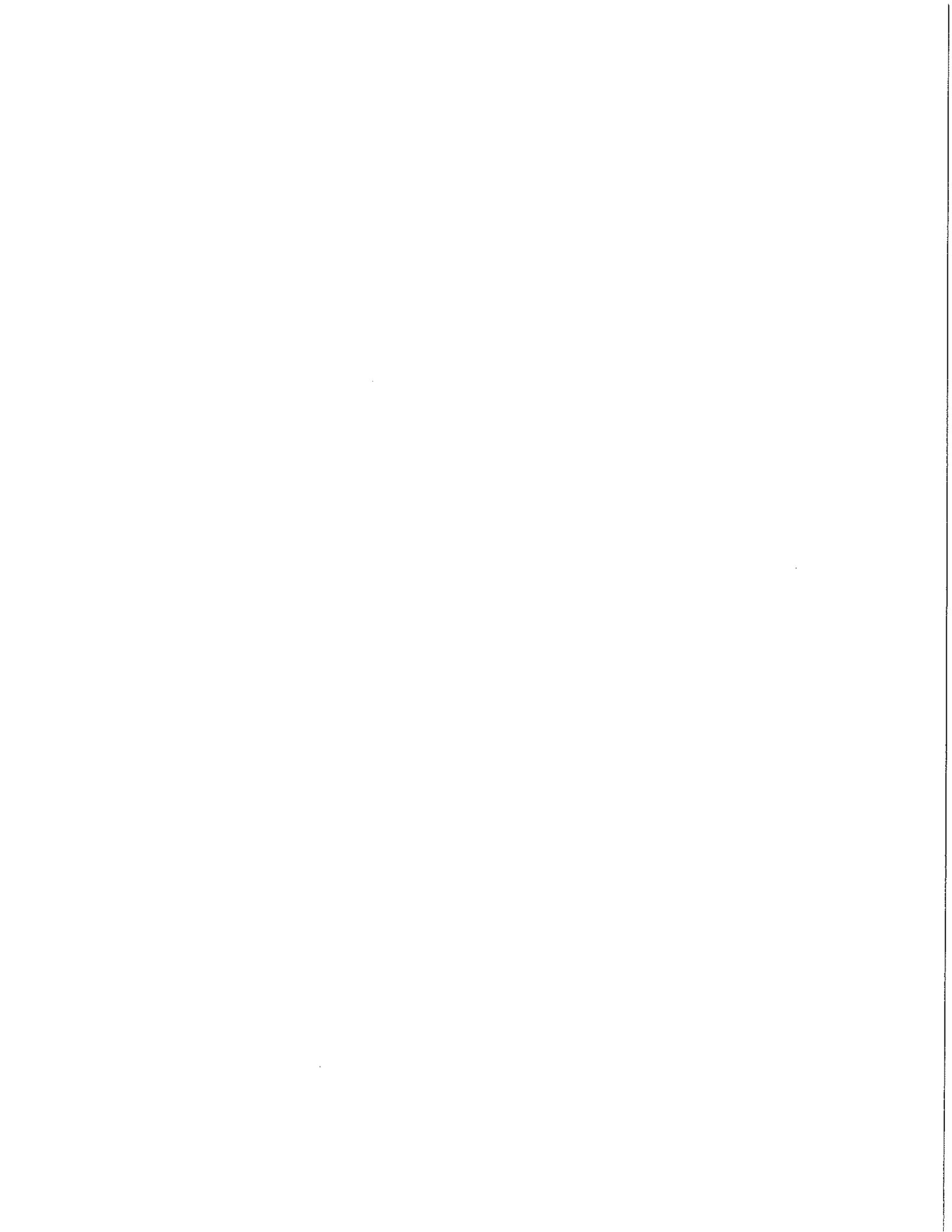


Prepared for Town of Old Saybrook
Final Report: October 15, 1982



Lane, Frenchman and Associates, Inc.





Lane, Frenchman and Associates, Inc.

25 West Street
Boston, Massachusetts 02111
(617) 451-3333

October 26, 1982

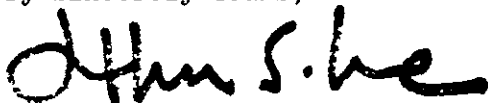
Mrs. Barbara Maynard
First Selectwoman
Town Hall
302 Main Street
Old Saybrook, Connecticut 06475

Dear Mrs. Maynard:

Enclosed is our completed study of the Saybrook Point area. We are of the opinion that the unusual historic and scenic importance of the site, plus the planned creation of Fort Saybrook Park, warrant policies which can protect and enhance the special qualities of the Point while also encouraging responsive private investment. Therefore, we have recommended creation of a special planning and development area and consequent alterations to the Town's Plan of Development and Zoning ordinance.

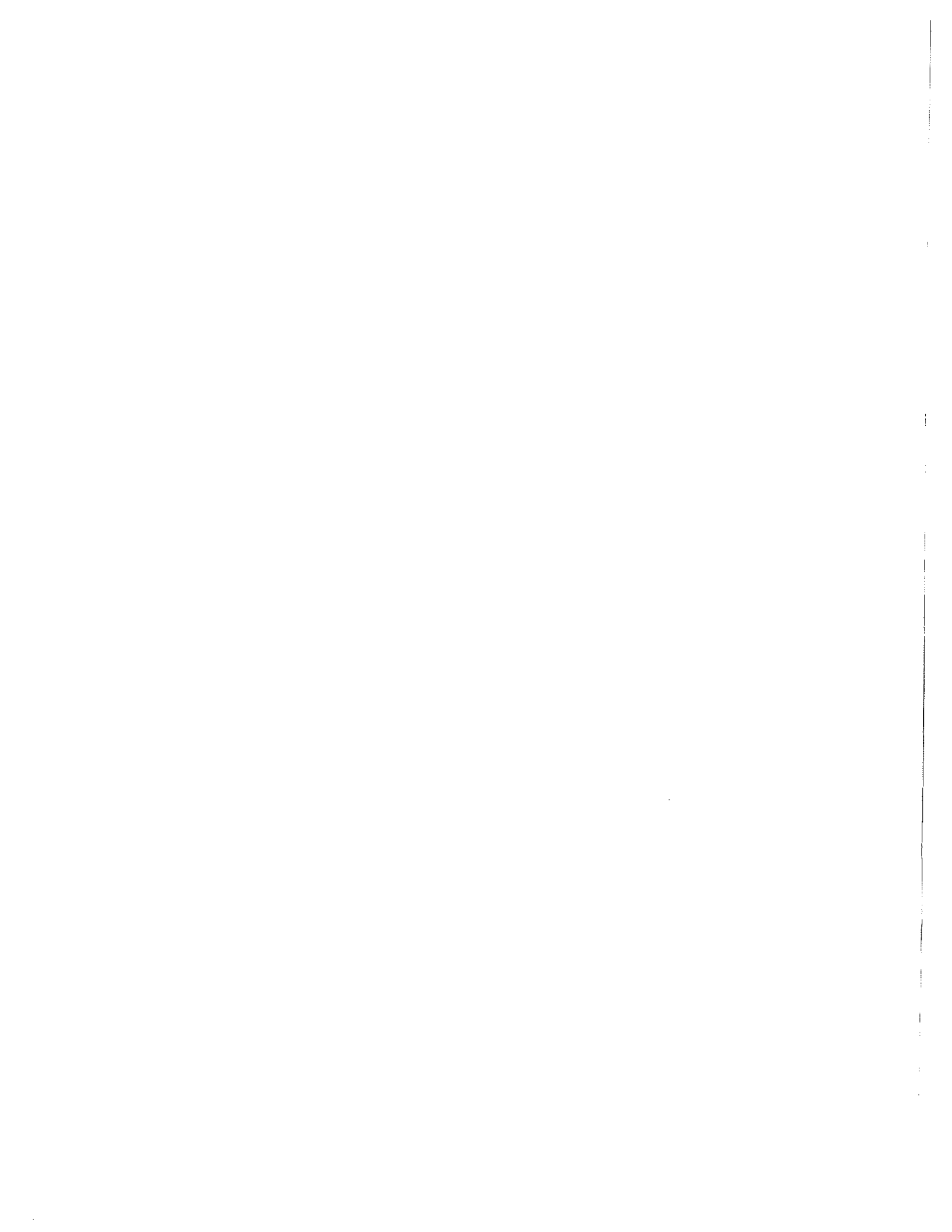
We are most appreciative of the wise guidance and counsel provided by the members of the Saybrook Point Study Committee, and have enjoyed our productive working relationship. We look forward to town action on our recommendations, and the continued evolution of Saybrook Point as a most special site within the Town.

Very Sincerely Yours,



Jonathan S. Lane, AIA AICP
Principal
LANE, FRENCHMAN AND ASSOCIATES, INC.

JSL/crc
CIIID11



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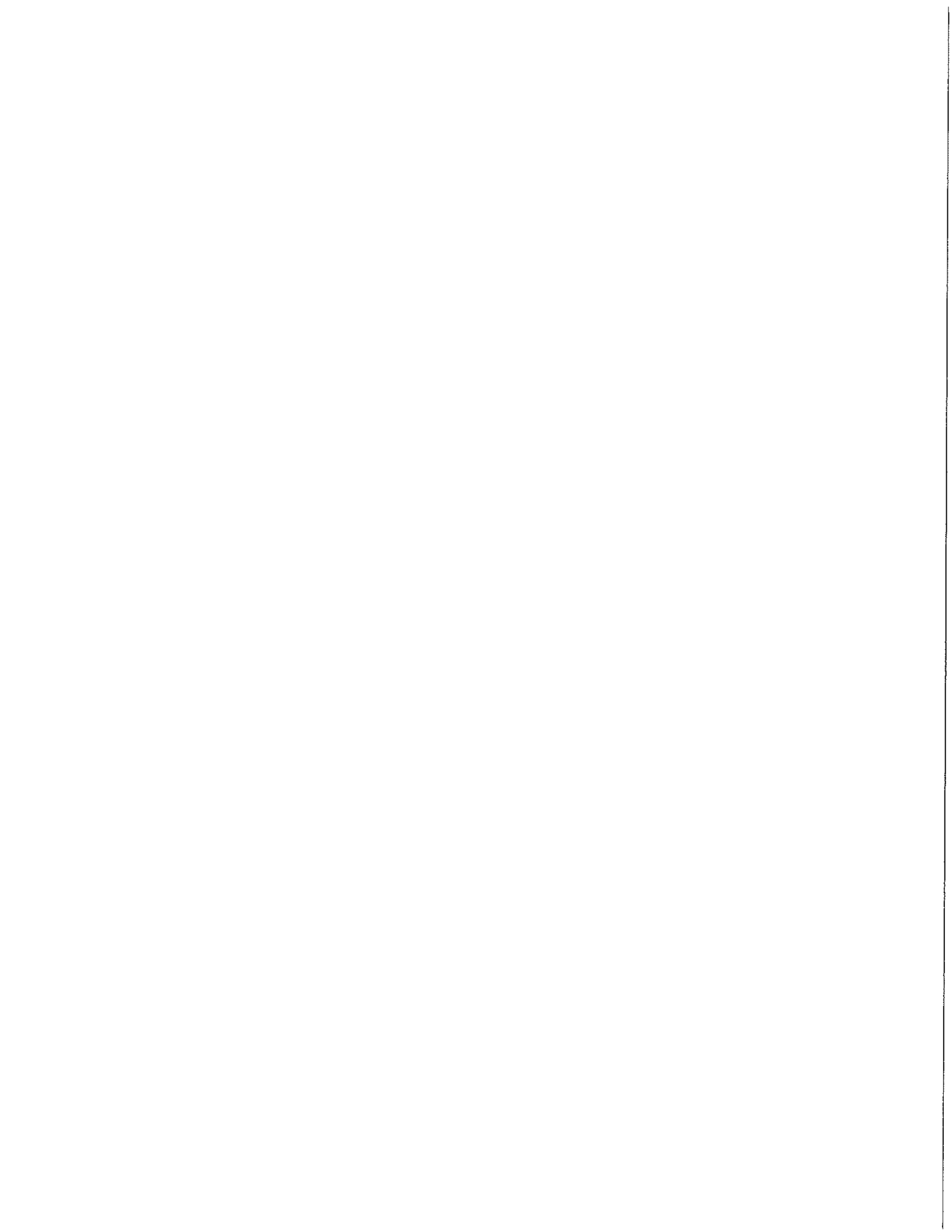
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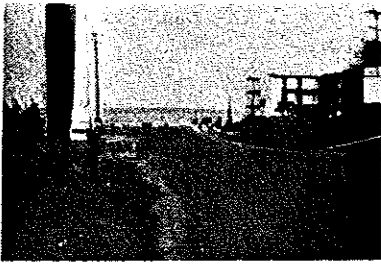
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Introduction





Saybrook Point is a site of unusual historic and scenic importance, whose qualities should be protected and enhanced. Its future development should take maximum advantage of the waterfront location

A. STUDY PURPOSE

Saybrook Point is one of the most important and highly visible parts of the Town of Old Saybrook. Located near the mouth of the Connecticut River, the Point was the site of the earliest settlement in Connecticut in 1635, and has sheltered a broad variety of uses of importance to the Town since that time. Initially, it was a defensive outpost; Fort Saybrook and its related river batteries were erected by English settlers to protect the area from competing Dutch traders, who had discovered the area some years earlier. Early permanent settlement beyond the fort was oriented to the docks and wharves which were developed to service the shipping trades, and many of the historic houses along the North Cove edge of the Point were originally built by sea captains. In later years, the river edge of the Point was developed as a steamboat terminal and for a railroad right of way. Despite this rich history, and the magnificent homes which are clustered near the Point, the land which abuts the Connecticut River has remained unevenly developed, and does not make the most of the spectacular location. In 1981, the Town acquired the Fort Saybrook site for development of a passive park and monument to commemorate the settlement of the Point. This acquisition, plus the advent of the Connecticut Coastal Area Management process, has led the Town to initiate a study to determine the most appropriate use and development of this important area, to modify the Town Plan of Development and Zoning, and to chart a course which will insure that the significant heritage and scenic beauty of the Point is protected.

B. DEFINITION OF THE STUDY AREA

Saybrook Point is a peninsula defined by the North and South Coves and the Connecticut River. College Street, named because the Point was the original location of Yale College, is the backbone of the Point and connects the area to the Town's Main Street. The study area, shown in Figure 1, is the easternmost part of the Point, roughly from Cromwell Place to the river. To the immediate west is a high quality and stable neighborhood, where little long-range change is expected. Within the study area are the Fort Saybrook site, businesses and restaurants of varying size, two marinas, and several vacant parcels. Despite the natural beauty of the river setting, the initial impression of Saybrook Point is chaotic. College Street dead-ends at the river, with no provision for turnaround. Little space is devoted to public use, and large tracts of land have been improved for parking to serve businesses to the north of College Street. The fort site is unkempt and overgrown, except for a small formally planted segment with a statue of Lion Gardiner, the commander of the original fort. Many of the properties which front the river are in a process of transition, with relatively new owners who wish to improve, alter, or expand the uses on their land. Unless the Town can guide and reinforce these individual private decisions, there is a sub-

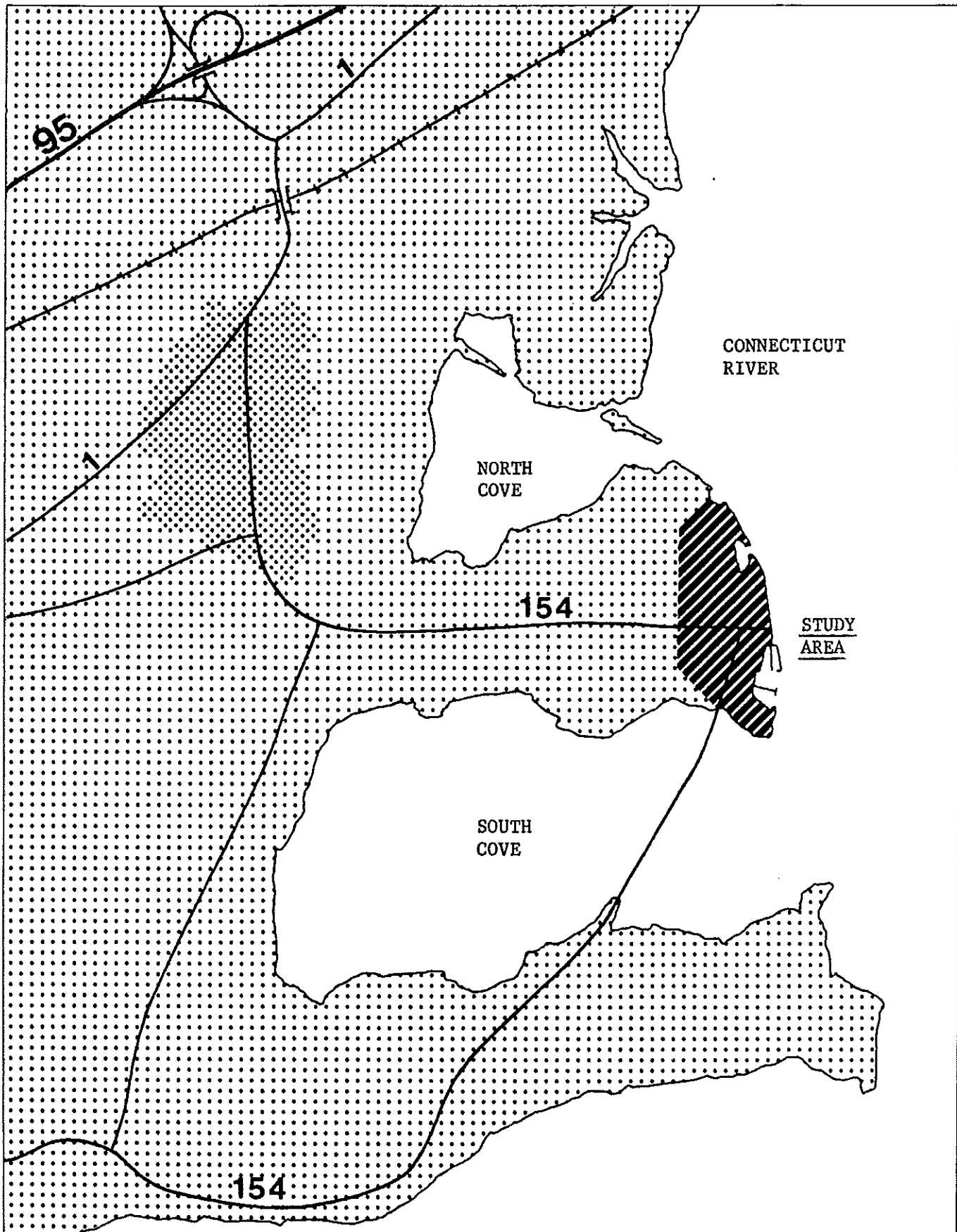


Figure 1

Saybrook Point

THE STUDY AREA

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK



Lane, Frenchman and Associates, Inc.

stantial risk that the great potential of this unique and irreplaceable area will be jeopardized.

C. STUDY PROCESS

The Town of Old Saybrook received a grant from the Connecticut Coastal Area Management program to perform a special study of Saybrook Point. The intent of the study was to accomplish an in-depth analysis of the problems and opportunities of the Point and to assist the Town in defining policies for its use and development. Major elements of the study were:

- o Identification and analysis of physical conditions within the study area, including the preparation of a survey base map;
- o Evaluation of constraints, resources, and opportunities which might affect the long-range use and development of Saybrook Point. These were to include, but not be limited to, scenic potentials, water access, sewage disposal, environmental resources, navigational features, flood hazard mitigation, and circulation;
- o Identification of potential alternative uses for Saybrook Point and their compatibility with Connecticut Coastal Area Management policy;
- o Review of market data which might influence uses to be considered on the Point;
- o Preparation of a preliminary land use plan for Fort Saybrook Park which would identify basic improvement concepts, circulation and parking requirements, and required capital investments;
- o An examination of alternative land use and development scenarios for the remainder of the study area and evaluation of their consistency with Connecticut Coastal Area Management policy;
- o Recommendation of a preferred land use plan for the study area, based on an evaluation of the above alternatives, which could be adopted as part of the coastal program and the Town's plan of development; and
- o Preparation of zoning which would recognize the unique characteristics of Saybrook Point and could encourage a type and scale of development which could protect its important resources and give appropriate guidance to private landowners.

To manage this special study, the Town of Old Saybrook formed a Saybrook Point Committee. Members of the Committee included representatives of the Board of Selectmen, Planning Commission, Zoning Commission, and the Fort Saybrook Monument Association. Additionally, the Committee was staffed

by the Town's Zoning Enforcement Officer and planning consultant. Meetings were also attended by representatives of the State's Coastal Area Management program and by Dr. Harold Juli, the archaeologist who has been retained by the Fort Saybrook Monument Association for the past two summers to research and document important features of the site and its prior use. Prior to publication of this final report, the Committee met five times to establish a schedule for the study, to review results of the inventory work, to review a range of potential alternatives, and to provide policy guidance for the recommendations.

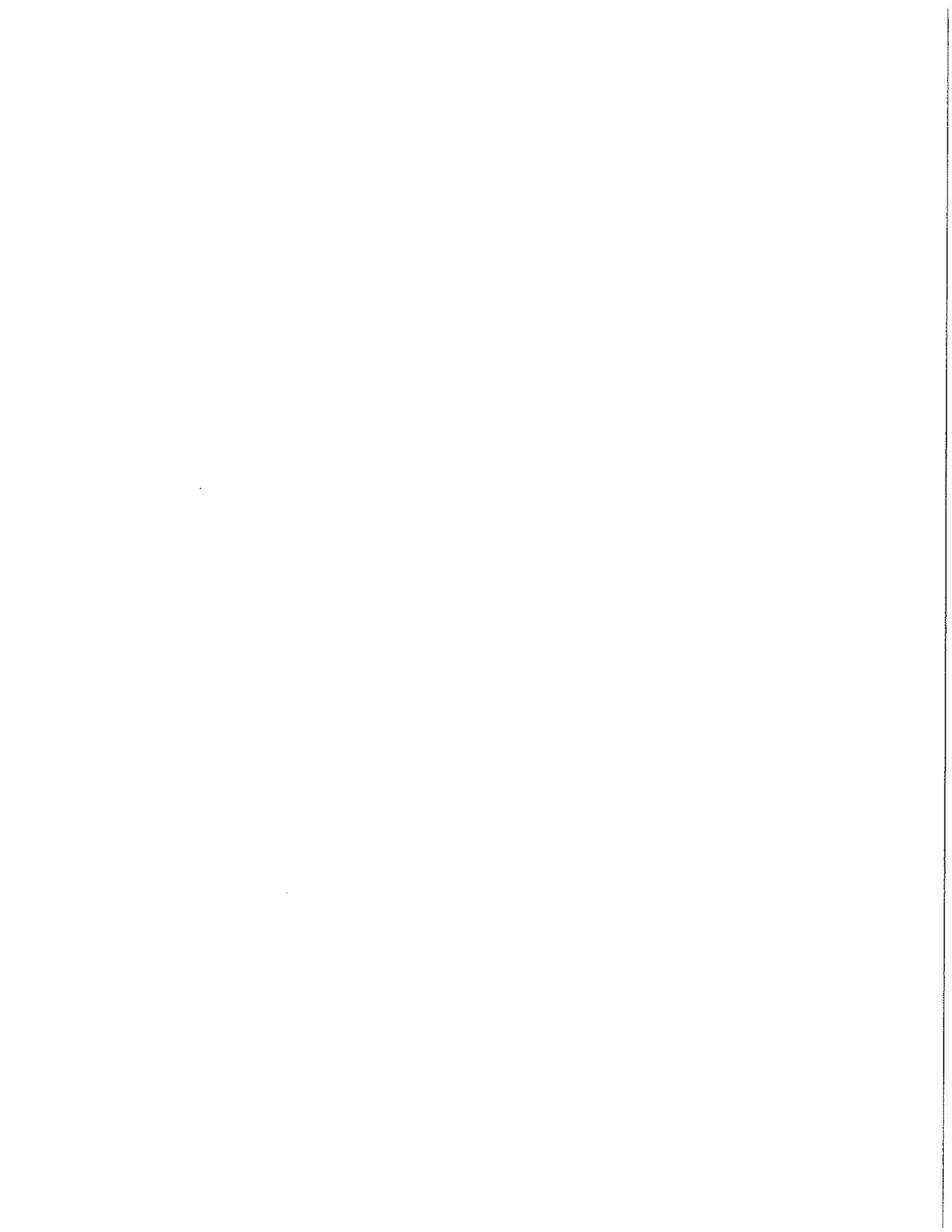
The firm of Lane, Frenchman and Associates, of Boston, was selected as the principal planning consultant for the study. The firm is coordinating the work of two additional firms who have been retained by the Town: William Stewart, the landscape architect in charge of the Fort Saybrook site plan; and Angus McDonald and Associates, who were in charge of preparation of the study area survey base map. Lane, Frenchman and Associates have been responsible for the inventory, the development and evaluation of alternatives, and the recommendations for Saybrook Point.

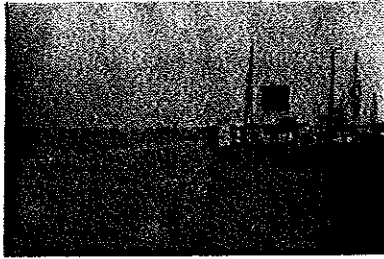
D. STRUCTURE OF THE REPORT

This report presents the technical work and policy recommendations for Saybrook Point, and is organized as follows:

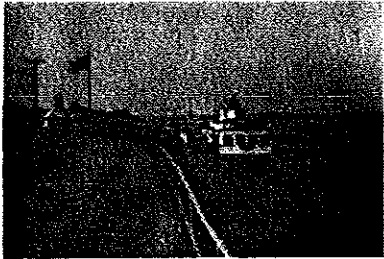
- o Section 2 -- reviews the State's coastal policies and use guidelines and highlights those applicable to Saybrook Point;
- o Section 3 -- presents and interprets the data collected during the inventory phase;
- o Section 4 -- presents and evaluates alternative development scenarios for Saybrook Point;
- o Section 5 -- presents the recommendations for Fort Saybrook Park, prepared by William Stewart, landscape architect, working in cooperation with this planning study and in response to the policy direction of the Fort Saybrook Monument Association;
- o Section 6 -- presents final recommendations of the study.

State Coastal Zone Policies





1



2

1 The State's policy is to promote the use of existing developed shorefront area for marina related uses.

2 The Point is used as a docking spot for excursion and transportation vessels.

The "Coastal Management Act" for the State of Connecticut was adopted by the General Assembly in 1978. The intent of the act is to insure the wise use, development, and conservation of coastal resources. The entirety of the study area is within the delineated coastal boundary and is subject to the policies, procedures and mechanisms of the Act.

The Connecticut Coastal Area Management program has established three sets of policies to insure that the resources of the coastal zone are protected:

- o Coastal resource policies to identify and protect sensitive resources from adverse impacts;
- o Coastal use policies and guidelines to encourage appropriate use of the coastal areas;
- o Government process policies to insure that the activities of federal, state and local governments are coordinated insofar as they affect resources and uses within the coastal area boundary.

Based on the attributes of Saybrook Point and the existing or potential uses which may occur on it, a review of these policies was undertaken to identify those which may have bearing on the study.

A. COASTAL LAND AND WATER RESOURCE POLICIES

The following policies relating to coastal land and water resources appear applicable at Saybrook Point:

- o General Resources -- The state policy is to preserve and enhance coastal resources, in accordance with Chapters 439, 440, 447, 473, 474, 474a and 477 of the Coastal Area Management Act. To insure compliance, the state uses the Department of Environmental Protection (DEP) regulatory programs to insure that projects needing state approval are consistent with the defined policies toward the coastal zone. This may potentially affect DEP permits for on-site septic systems, and could affect other state programs which support or review actions that may be taken along Saybrook Point. Further, the state requires that all municipal planning and zoning agencies as well as zoning boards of appeal act in a way which is consistent with the broad general policies toward the coastal zone and must determine whether or not the adverse impacts of proposed activities on coastal resources and future water-dependent opportunities are acceptable. This means that local agencies reviewing prospective development plans at Saybrook Point must determine whether such proposals enhance or restrict the potential for water-dependent or other appropriate uses of the coastline over which those boards have jurisdiction.
- o Coastal Hazard Areas -- are defined by the Coastal Management Act to mean those land areas inundated during coastal

storm events, including flood hazard areas as defined and determined by the National Flood Insurance Act as amended. It is the state policy to manage coastal hazard areas so as to insure that development proceeds in such a manner that hazards to life and property are minimized. Further, it is the state policy to permit "structural solutions" where necessary and unavoidable for the protection of infrastructural facilities, water-dependent uses or existing inhabitant structures, and where there is no feasible, less environmentally damaging alternative and where all reasonable mitigation measures and techniques have been provided to minimize adverse environmental impacts. In the case of Saybrook Point, any new development subject to velocity (wave action) flooding must be reviewed in the light of these policies.

- (X) o Developed Shorefront Policies -- The state's broad policy is to promote, through existing state and local planning, development, promotional and regulatory programs, the use of existing developed shorefront areas for marine related uses, including but not limited to commercial and recreational fishing, boating or other water-dependent commercial, industrial and recreational uses. Where feasible, the state's use guidelines suggest reserving developed shorefront areas for such water-dependent uses. Additionally, the state suggests incorporating site planning and design features which limit or avoid negative visual and aesthetic impacts and which respect the unique and public nature of the waterfront. The guidelines suggest providing visual setbacks from the water for those structures which do not functionally require a shorefront location, using appropriate planting and architectural styles, maintaining and improving visual access to the coast, maintaining or enhancing public access to and along the shorefront, and designing activities and uses which are consistent with the capacity of the soil and subsoil to support such uses and activities. Further, the guidelines suggest that the reuse and redevelopment of built-up or vacant shorefront is preferable to the development of previously undeveloped shorefront. Most of Saybrook Point is classified as a developed shorefront.

B. COASTAL USE POLICIES

The state defines a series of policies which relate to specific uses or activities which may be considered for coastal property. These establish use criteria for each activity and are intended to serve as an early warning system to identify inappropriate or inconsistent proposals within the boundary of the coastal area. The coastal use policies which appear applicable to Saybrook Point include the following:

- o General Development -- The state's broad policy is to insure that the development, preservation or use of the land and water resources of the coastal area proceeds without significantly disrupting either the natural environment or

sound economic growth. Further, state policy suggests that to resolve conflict among uses on shorelands adjacent to marine and tidal waters that preference should be given to uses that minimize "adverse impacts" on natural coastal resources while providing long term and stable economic benefits. The state places the burden of determining whether or not adverse impacts of such activities on coastal resources and future water-dependent development opportunities are "acceptable" upon municipal planning and zoning agencies. Such decisions would presumably be made during the coastal site plan review process.

- o Water-dependent Uses -- The state has a policy to give priority and preference to uses and facilities which are dependent upon proximity to the water or the shorelands immediately adjacent to marine and tidal waters. Water-dependent uses are defined as those uses and facilities which require direct access to, or location in, marine or tidal waters and therefore which cannot be located inland.

- o Boating -- The state's policy is to encourage increased recreational boating use of coastal waters by providing additional berthing space in existing harbors, and limiting non-water-dependent land uses that preclude boating support facilities. The state also suggests that such boating uses and facilities minimize disruption or degradation of natural coastal resources and utilize existing altered, developed, or redevelopment areas towards that end. Also, state policy is to maintain existing authorized commercial fishing and recreational harbor space unless the demand for these facilities no longer exists or adequate space has been provided. Saybrook Point is affected by this policy because of the two existing marinas there, which are clearly a water-dependent and boating use, and also by historic and current use of the Point as a docking spot for excursion and transportation vessels.

- o Coastal Recreation and Access -- The state policy is to encourage public access to the waters of Long Island Sound, expansion and development of state-owned facilities, through grants and aid, through coordination with municipal agencies, and through its permitting process to insure that new coastal structures such as jetties or breakwaters do not unreasonably impair access to beaches below mean high water. Since all of the privately owned property on Saybrook Point is above the mean high water mark, these policies largely affect Fort Saybrook, unless a source of state funding assistance is found to increase the space available for public access either at the river's edge or at the end of College Street.

- o Cultural Resources -- The state's policy is to require reasonable mitigation measures where development would adversely impact historical or archaeological/paleontological resources that have been designated by the state historic preservation officer. Further, the state recognizes the special and unique ecological, scientific and

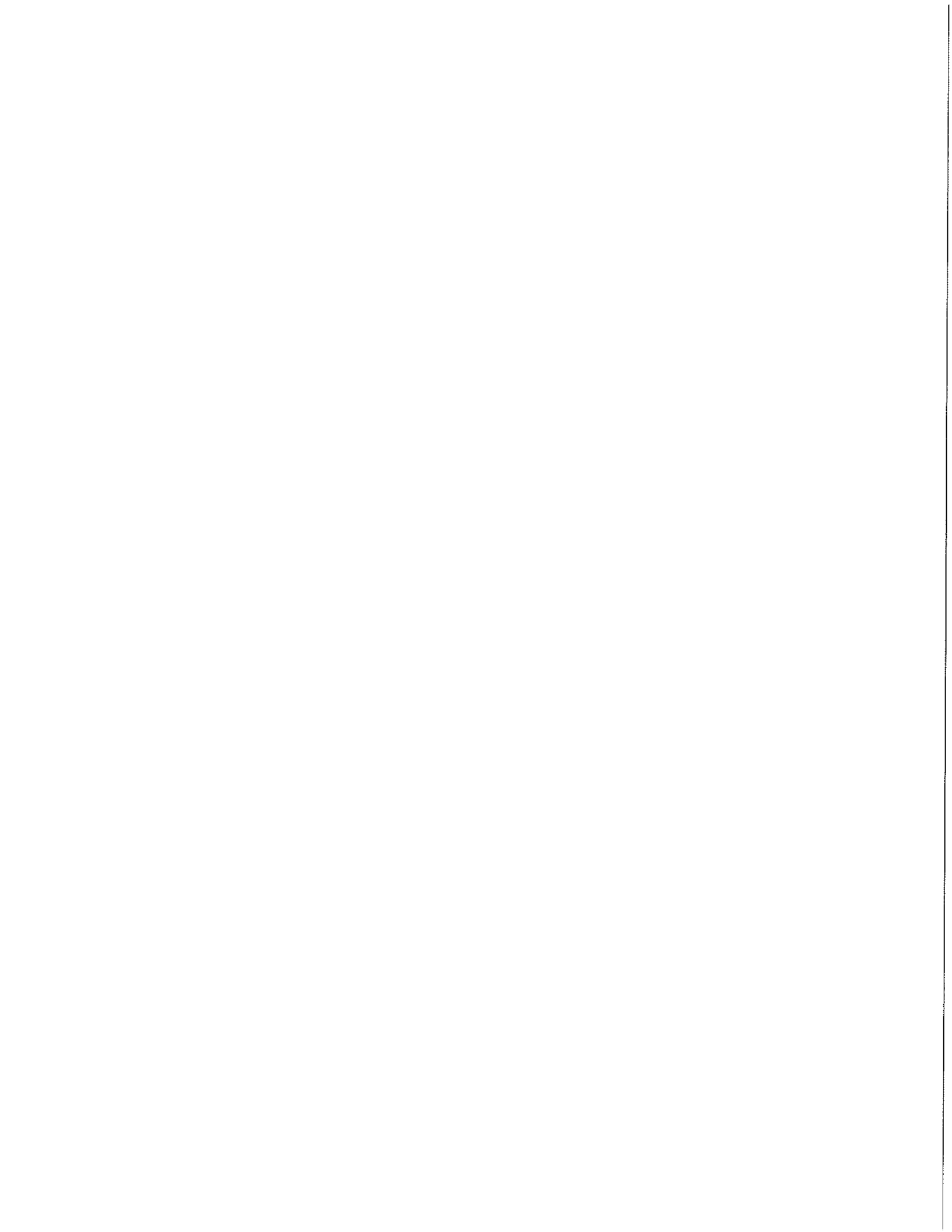
historic qualities of the lower Connecticut River, which have been protected by the provisions of the Connecticut Gateway Commission. The Fort Saybrook site is an important historical and archaeological resource and the entirety of the study area is within the purview of the Connecticut Gateway Commission.

C. GOVERNMENT PROCESS GUIDELINES

The state coastal management policies within this category include the following key items:

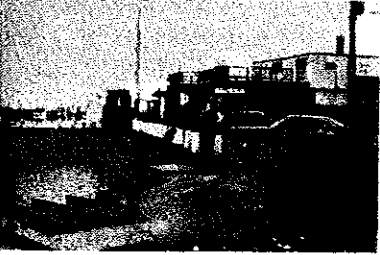
- o To coordinate planning and regulatory activities of public agencies at all levels of government to insure maximum protection of coastal resources while minimizing conflicts and disruption of economic development. The means to implement this policy includes the DEP permitting process, actions of other state agencies, and requirements for municipalities and their related agencies to determine whether or not the adverse impacts of proposed activities on coastal resources and future water-dependent development opportunities are acceptable. This policy will affect the Town Zoning and Planning Commissions;
- o The state commits itself to consistency with the coastal policies and the coastal management act for all state agency actions significantly affecting the environment;
- o The state also commits itself to consider in its planning process the potential impact of coastal flooding on coastal development so as to minimize damage to and destruction of life and property and reduce the necessity of public expenditure to protect future development from such hazards. This may have an effect on Saybrook Point since it is located in the velocity (wave action) zone.

Study Area Inventory





1



2

1 The miniature golf course is in good condition, but surrounding parking has insufficient landscaping or other visual relief.

2 Significant structural repairs are required to the dilapidated area which used to be the old steamboat dock.

A. ROLE OF SAYBROOK POINT IN THE TOWN

As the first point of settlement in Connecticut, Saybrook Point has a rich history which is of importance to the Town, the region, and the state. In this section the evolution of Saybrook Point is traced from several points of view:

- o Historical Development -- highlights the phases of development of the Point and the important historical structures and sites which remain;
- o Archaeological Resources -- highlights the most recent findings of the archaeological dig which has taken place over the last three summers within the Town-owned Fort Saybrook site, noting the important remnants which have been found and may provide a basis for replanning of this property;
- o Recent Use and Development -- reviews major changes which have occurred at Saybrook Point over the last twenty years, and provides a reference point for the further investigations of this study.

Historical Significance

In the early seventeenth century, traders and prospective colonists found Saybrook Point to be a natural location for settlement. It was prominently located at the mouth of the river, was well wooded, and had a small promontory at its tip from which a battery of cannon could command the river entrance. Extensive sand bars at the mouth of the river required any vessel desiring entry to pass within arm's length of the site. In 1635, the Saybrook Company, led by Viscount Say and Lord Brook, hired an advance guard to construct a fort and defend the potentially rich territory from competing Dutch interests. Early the next year, military engineer Lion Gardiner and John Winthrop Jr., son of the Massachusetts Bay governor, arrived at Saybrook Point to establish and definitively settle the Saybrook colony. Gardiner constructed a sturdy fort which became the center of a 24-person settlement. The settlers made their living in the early days by fishing and farming, and eventually by ship building and trade with the West Indies and with Europe.

Saybrook Point, as the original site of settlement, evolved as the heart of the community:

- o Cypress Cemetery (the Old Burying Ground) is on the south side of College Street. It was laid out by Lion Gardiner in 1636 as the burial site for the earliest settlers including Lady Fenwick who died in 1645.
- o Next to Cypress Cemetery on College Street is the first site of Yale College. The college was founded in Saybrook in 1701 as a collegiate school and moved to New Haven in 1716.

- o On the south side of College Street near the river was one of Old Saybrook's several ship building yards. Here the last vessel built at Old Saybrook was launched, the Mary E. Kellinger, a three-masted schooner.
- o North Cove Road, at the north of the study area, was the center of Saybrook's fishing and shipping industries in the 1700's and 1800's, especially near its juncture with Cromwell Place to the west of Fort Saybrook. This was the location for a large anchorage where many wharves were constructed. Many of the old houses on North Cove Road were built by or later owned by sea captains, ship owners or ship builders.
- o During these early years, it appears that large portions of Saybrook Point including the fort site were most probably used for agricultural land and grazing commons.

From the late eighteenth to the mid-nineteenth century, the major thrust of community growth was the development of the wharves, docks, and settlements which related to the sea. However, in the 1870's the railroad was constructed across a causeway which blocked both the north and south coves and crossed the eastern edge of Saybrook Point. Eventually the railroad included a station at the foot of College Street in conjunction with a steamboat dock, and a spur leading to a roundhouse and turntable at the southeast corner of Saybrook Park. Part of the Fort Saybrook site was used as a dumping ground for spent coal cinders.

With the phasing out of the railroad, the causeways and other remnants of the railroad age remained. Gradually the major structures were demolished and the rails on the south causeway were replaced by what is now Bridge Street. The causeway across the North Cove was breached to allow development of the North Cove anchorage and the town dock. A succession of businesses and other uses were developed along the Point itself. However, the Fort Saybrook site itself remained unbuilt upon, and the many historic structures to the west along Cromwell Place and North Cove Road remained.

Archaeological Findings

A team of archaeologists from Connecticut College completed summer excavation seasons in 1981 and 1982 at Fort Saybrook Park site. This work concluded that although architectural remains of the earliest settlement have been destroyed, there are many remnants of later development which provide a fascinating glimpse into the evolution of this historic and important site. Important discoveries of this effort included:

- o The remains of the early nineteenth century wharf at the northern edge of the fort site;
- o The remains of the late nineteenth century railroad roundhouse and turntable in the southeastern section adjacent

to College Street. This included two rows of granite footings used to support the track bed and rails as well as portions of the turntable supports;

- o Discovery of an area used as a dumping ground for spent coal cinders in the northeast section of the site (probably beginning in 1870). However, architectural remains associated with railroad yard activities were not found.

Unfortunately, the remains of Fort Saybrook itself were not found. Nonetheless, areas which have been excavated provide a fascinating insight into the evolution of a series of critical and unique uses on Saybrook Point over time and can be used in an interpretive way through the design of the park to portray major changes which have occurred on Saybrook Point and to the Town. These artifacts, in conjunction with the park and the many historic houses on Cromwell Place and North Cove Road, and the river itself provide a unique and irreplaceable resource which should be preserved and interpreted. Hopefully, the eventual long term development of the remainder of Saybrook Point can be done in such a way as to reinforce and enhance these historic areas, and to write a new chapter in the appropriate and fitting use of the riverfront.

Recent Use and Development

Over the last several decades, changes have continued to occur at the Point. These have included the following:

- o Demolition of the Pease House, which was formerly located at the corner of Bridge and College Streets. This structure was an eating and drinking establishment which also rented rooms and had developed in the heyday of the Point when the railroad station and steamship terminal were in active use. This site has remained vacant and was partially improved for parking and tennis courts to service the old "Terra Mar" motel.
- o In the early 60's the Terra Mar was developed on the current site of the Saybrook Point Marina. This hotel was inexpensively built, and was designed to service a seasonal trade. Over the years the structure has deteriorated substantially and is largely beyond use. This structure has been now acquired, through a bankruptcy sale, by a new owner who has renamed it the Saybrook Point Marina. Parts of the hotel are still in active rental; there is a restaurant, several shops, and an operating marina. This new owner has recently petitioned the Town for a zoning change to permit more intensive development on this parcel, including new commercial, office and condominium uses. This petition caused great controversy in the Town and was eventually withdrawn, and to a large extent has precipitated the demand for this study. Most members of Town boards feel that the scale of development proposed by the Saybrook Point Marina was too intense for that site and emphasized uses which were not water-dependent. For

this reason the current study appeared necessary to define what principles and objectives the Town wished to apply to the property as a whole and what type of development might be appropriate.

- o The Dock n' Dine Restaurant has recently been acquired by the owner of several other nearby quality restaurants. The menu is being gradually changed, excursion boats are being operated from dockside, and additional traffic is being generated. The new owner may wish to undertake additional expansion if business proves successful.
- o The recent activities of the Fort Saybrook Monument Association and the above described archaeological research have focused new attention on the historic attributes and importance of Saybrook Point.
- o A Town study, prepared in 1970, documented some of the most significant historic houses and structures along Cromwell Place and North Cove Road. However, it proposed creation of a local historic district which was never enacted.
- o The recent adoption of the Connecticut Coastal Area Management Act and the strong involvement of coastal communities in establishing coastal management plans has focused new attention on the important resources of the coast. These include not only the natural waterways but also the man-made and cultural resources delineated above.

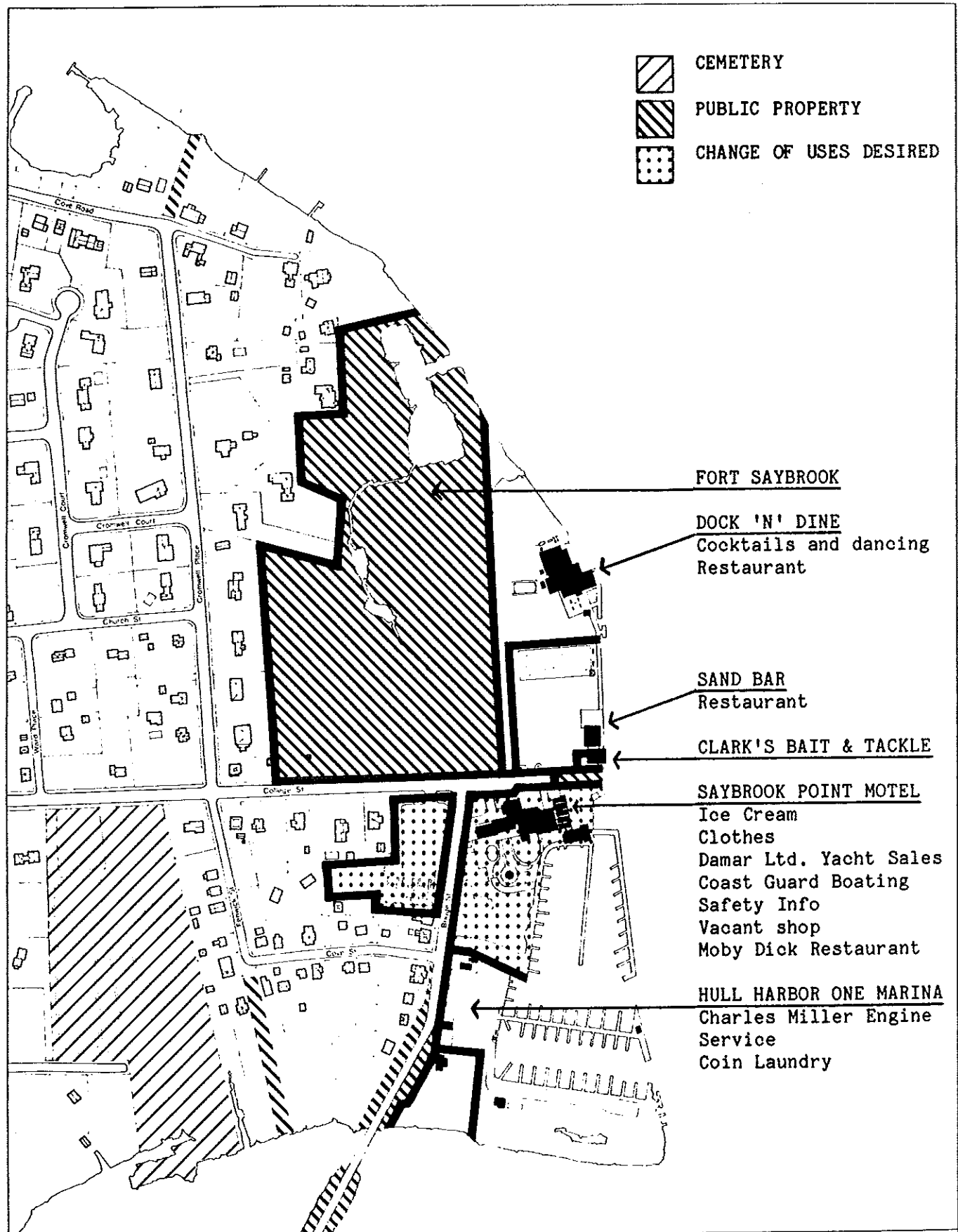
The intersection of all these factors has led to a Town awareness that there are important resources on Saybrook Point which should be considered, planned for, and protected in future development.




B. EXISTING CONDITIONS

Existing Use

Figure 2 highlights the major uses within the study area. The predominant use within the Saybrook Point peninsula is residential; including a handsome and well preserved neighborhood on either side of College Street. The surrounding neighborhood is well kept and beautifully landscaped, and intermittent views of the North and South Cove are visible while proceeding up College Street. Other major features in the study area are noted on Figure 3 and include the following:

- o The Fort Saybrook site -- includes a large statue and plaque commemorating Lion Gardiner, a treed and intermittently planted edge along College Street, a small inlet which has been partially blocked from the river by the remnants of the railroad line to the northerly edge, a wetland area along the north, and an edge to the west which abuts residential property along Cromwell Place. In



-  CEMETERY
-  PUBLIC PROPERTY
-  CHANGE OF USES DESIRED

- FORT SAYBROOK**
- DOCK 'N' DINE**
Cocktails and dancing
Restaurant
- SAND BAR**
Restaurant
- CLARK'S BAIT & TACKLE**
- SAYBROOK POINT MOTEL**
Ice Cream
Clothes
Damar Ltd. Yacht Sales
Coast Guard Boating
Safety Info
Vacant shop
Moby Dick Restaurant
- HULL HARBOR ONE MARINA**
Charles Miller Engine
Service
Coin Laundry

Figure 2

Saybrook Point

EXISTING USES

URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK

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some instances, houses directly adjoin the fort land. The westerly edge of the fort property appears to be an extension of the backyards of these houses, despite its public ownership. Along College Street and adjacent to the north boundary of the fort site the archaeological research has found important remnants of several periods of Saybrook's past. These include original sandstone wharf substructures adjacent to the cove, granite remnants of the railroad terminal and related structures at the southeastern edge of the property, abutting College Street.

- o Several individual businesses -- are located along the easterly edge of Saybrook Point, on the Connecticut River. These businesses are described starting at the north end and proceeding toward the south. At the northerly edge of this area is the Dock n' Dine Restaurant, a well kept one-story structure which projects over the river bulkhead and has a dock for patrons who arrive by boat. In conjunction with the restaurant, there is a small octagonal building on the southerly part of the property which is used as a ticketing booth for the excursion cruises which embark from dockside. A small guardhouse is located within the parking area to control the use of the site. This property is accessed via a narrow right of way between its southerly edge and College Street. Immediately south of the Dock n' Dine is a single property containing two uses. The first is a miniature golf course which attracts heavy usage during the summer months. The second is the Sand Bar Restaurant which is a relatively small structure with modest interior seating, catering to outdoor dining on the river edge with a series of concrete tables and benches. The owners of this property have entirely fenced it and posted a security guard at the entry to control the utilization of the parking and to eliminate long term usage by fishermen or sightseers who are not patrons of the business. To the immediate south is Clark's Bait and Tackle, a small one-story building catering to fishermen who fish from the end of College Street or from the causeway across the South Cove. This business makes fairly substantial use of its water edge location as some patrons have access to it by boat. At the very end of College Street is a narrow strip of right of way which is publicly owned. This is used by local fishermen since it is extremely close to the deep water channel. It is also the only publicly owned area which is readily accessible to the river within the study area. South of College Street is the Saybrook Point Marina, which consists of a large parcel of over 3 acres on the east side of Bridge Street and a smaller parcel (the former site of the Pease House) of under 2 acres to the west of Bridge Street. This property contains a one-story building containing a marina office and the Moby Dick Restaurant as well as a three-story motel structure, a large portion of which is now vacant. Within the ground floor of this larger building are several shops, a yacht sales office, and a bar/restaurant. To the front of this structure is a patio, pool, and landscaped area fronting on a 100-boat marina harboring vessels up to 60 feet in length. When the hotel was active, cabanas ex-

isted adjacent to Bridge Street; these have been demolished, but their foundations are visible. On the easterly parcel, at the corner of Bridge and College Streets, is a parcel which is also part of the Saybrook Point Marina property. Major changes have been proposed for these two parcels, including considerably increased density of construction, a change of uses, and an expansion of the marina out toward the channel. South of the Saybrook Point Marina is the Hull Harbor One Marina which contains 85 slips principally occupied by large power boats. This property includes a parking area which fronts on Bridge Street, an engine repair service, a coin laundry, and a swimming pool plus showering and changing area immediately to the south of the marina. A substantial part of this property between the marina and the South Cove has been filled and is largely undeveloped.

- o Major public lands and open spaces which are not likely to be developed within the study area include the Fort Saybrook Park, the Old Burying Ground, the former site of Yale College, a narrow easement extending from Cromwell Place to the river edge, a similar easement extending south from Fenwick Street to the South Cove, land on either side of Bridge Street at the southerly edge of the Point and across the South Cove causeway, and a small parcel at the very end of College Street at the river edge.

Analysis of Physical Conditions

Figure 3 presents an analysis of physical conditions of buildings and property within the study area. Four ratings are presented:

- o Good condition -- meaning buildings or property which are generally well kept and maintained;
- o Requires repairs -- meaning buildings or property which are in need of modest maintenance and could benefit from upgrading;
- o Improvements needed -- meaning property which needs significant capital improvements or visual upgrading;
- o Major intervention needed -- meaning property which has fallen into substantial disrepair and is itself a blighting influence on the area.

In general, residential areas within the study area are in excellent repair, although the houses to the north of College Street are larger and better kept than those to the south. Significant problems which are noted on Figure 3 relate to the property near the Connecticut River edge and include the following:

- o At the Dock n' Dine, the northerly part of the parking area is unimproved, does not encourage public use of the river edge, and has a poor edge with the Fort Saybrook site;

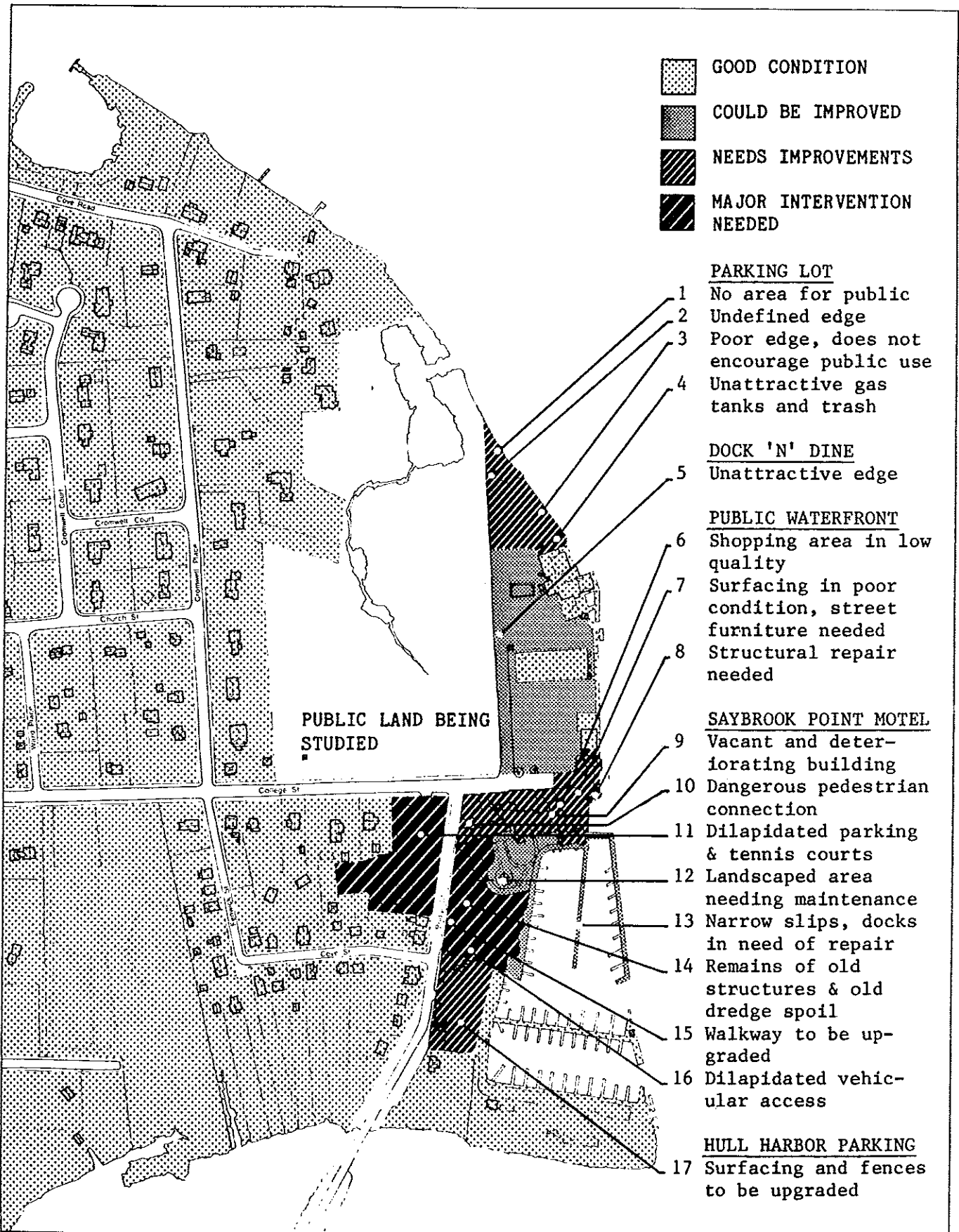


Figure 3

Saybrook Point

PHYSICAL CONDITIONS

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- o The parking for both the Dock n' Dine and the other businesses to the north of College Street includes large tracts of paved area with insufficient landscaping or other visual relief. This detracts from the overall quality of the site and leads to an unattractive edge with the Fort Saybrook property;
- o At the end of College Street at the Connecticut River front the public access and use area are in poor condition. Pavement and surfacing as well as the railing are in poor condition, benches and other pedestrian amenities would be beneficial, and significant structural repairs are required to the dilapidated area which used to be the old steamboat dock. Despite the fact that this dock area is in private hands, it is relatively accessible to the public and constitutes both a blighting influence and potential safety hazard.
- o The Saybrook Point Marina has numerous problems. The marina itself is in relatively good condition, along with the immediately adjacent walkway and planted areas; however, these could be improved in layout and function, and both slips and channels are extremely tight. Major problems with the property include a high degree of deterioration of the motel building itself, the relatively poor repair of various of the shops and shopping areas, general deterioration of the planting and garden areas, and an unimproved and unattractive area adjacent to Bridge Street which has become a dumping ground for refuse and old dredging spoil.
- o At the Hull Harbor Marina, the parking lot abutting Bridge Street is substantially unimproved and has no buffer to the street.

Access

Figure 4 highlights the major features of vehicular and pedestrian access systems within the study area. Although the level of traffic in the area is relatively low by urban standards, it is substantial for the neighborhood which it affects. The average annual daily traffic (AADT) on College Street just west of Saybrook Point is 3,800 vehicles, compared to an AADT of 11,800 on Main Street and an AADT as high as 18,900 on Route 1, at the intersection with Main. Despite this relatively low volume, this traffic is highly seasonal and is perceived to create a significant impact on Saybrook Point. The Route 154 loop is an important scenic drive used by tourists and seasonal residents during the peak periods of the summer. However, this looping traffic is not as significant as the traffic going to and from the Point. This can be seen by review of the AADT, comparing the volume of 3800 just west of Bridge Street on College Street with the traffic volume on the Bridge Street causeway, which is only 1500 AADT. This indicates that a substantial volume of the traffic coming down College Street is destined to Saybrook Point. Unfortunately, provisions for

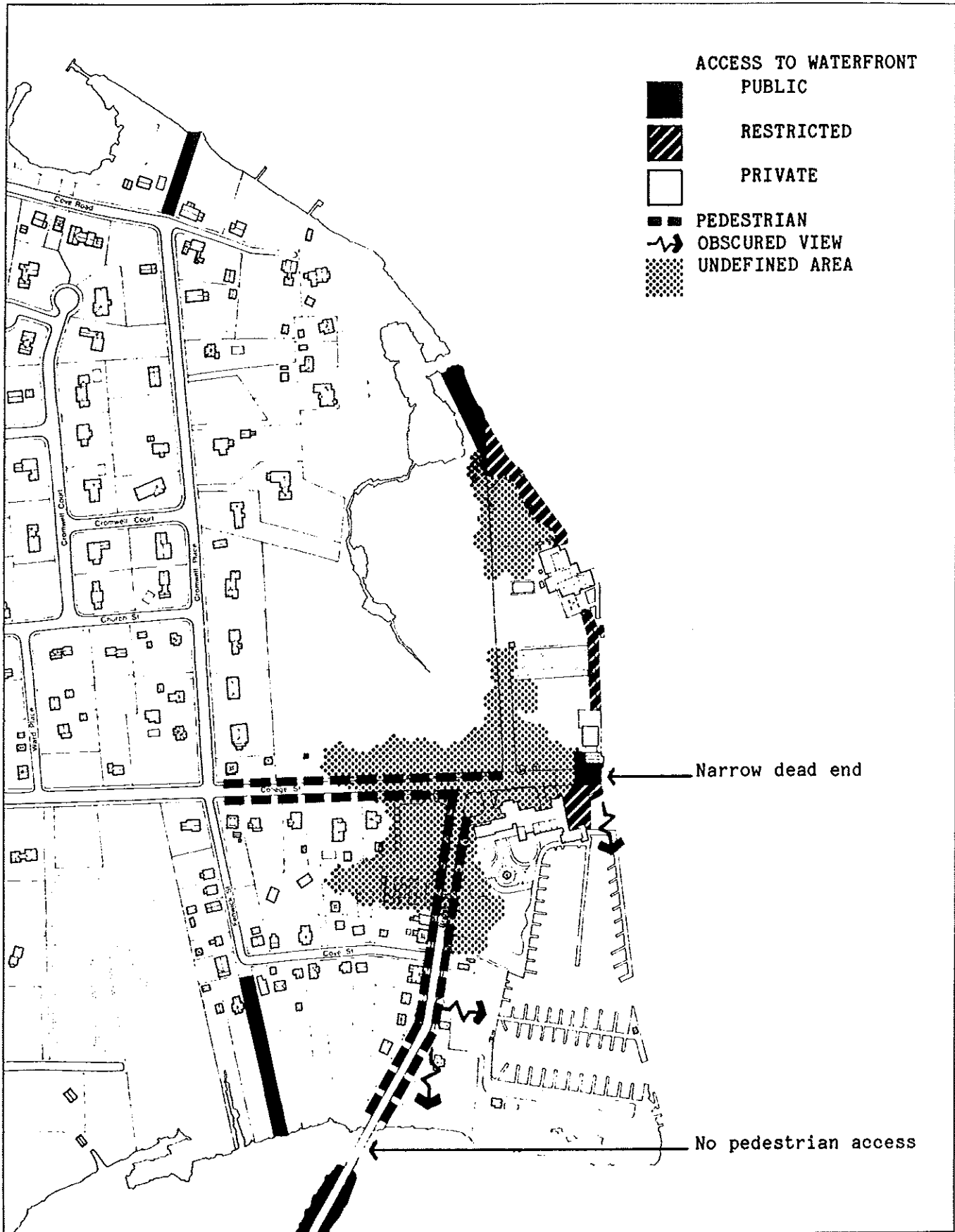


Figure 4

Saybrook Point

ACCESS

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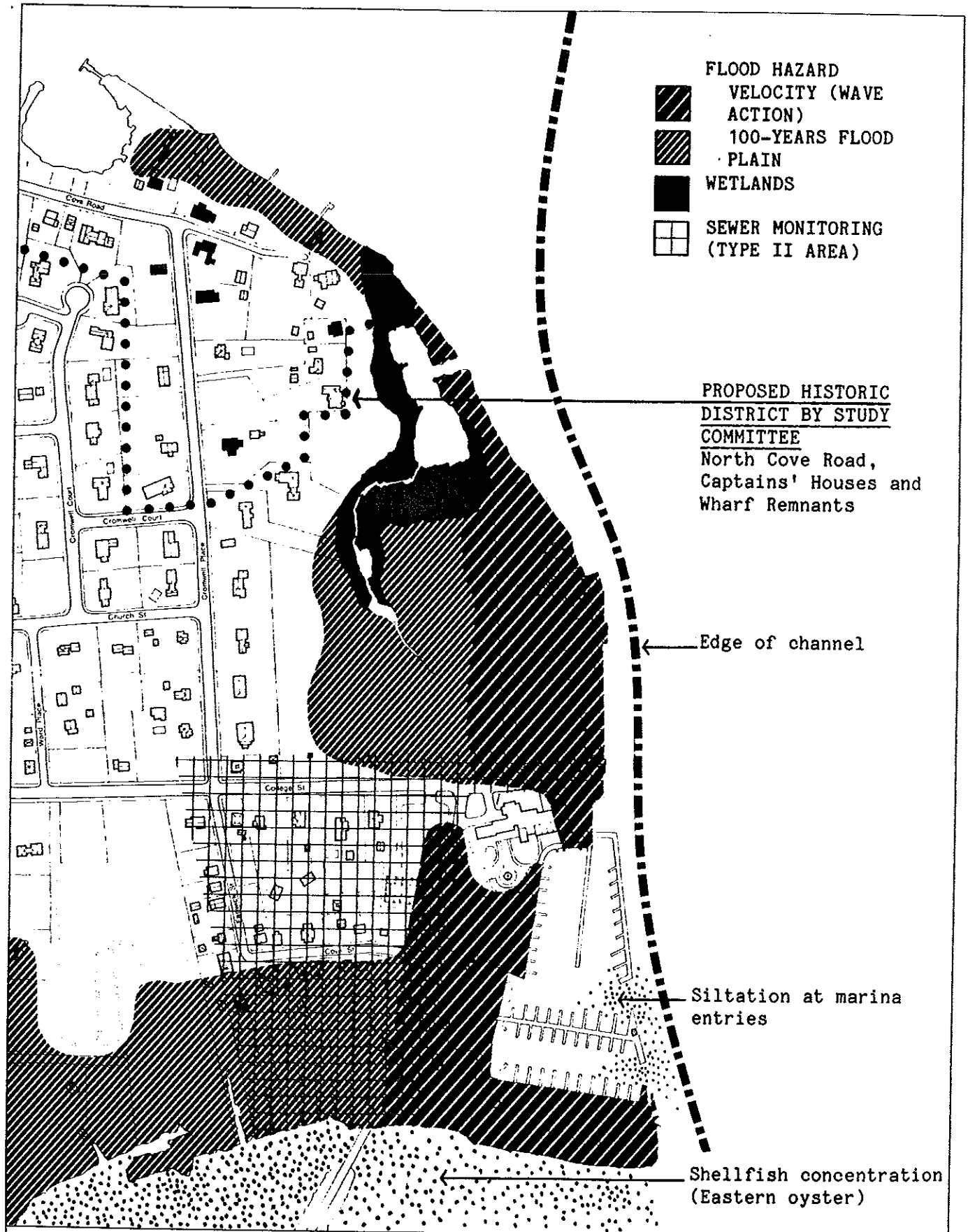
traffic turnaround at the College Street dead end are inadequate and access to the several parking lots along the Point is uncoordinated and confusing. Many people unfamiliar with the area would naturally drive to the very end of College Street and then find themselves in a narrow dead end which requires back and forth maneuvering to turn around. This problem can be exacerbated when there is more than one vehicle in the same predicament. This need for clearer and more graceful access to the major uses on Saybrook Point is one of the most acute problems of the area.

Pedestrian access is far from perfect. Sidewalks along College and Bridge Streets are not continuous, forcing pedestrians out into the street toward the end of Saybrook Point. There are only two truly public spaces which are readily accessible to the water's edge. These are the end of College Street and both sides of the causeway going across the South Cove. Both of these have problems. The end of College Street is a relatively small space in poor repair as noted above. The Bridge Street causeway is a popular location for fishing and recreational use, but there are no sidewalks along Bridge Street and access to this site is dangerous. Significant portions of the river's edge have sidewalks and serve a semi-public function, although they are part of private property. These include the entry to the Saybrook Point Marina, which serves somewhat as an extension of the end of College Street, the space between the Sand Bar and the Dock n' Dine, and the relatively unimproved bulkhead edge north of the Dock n' Dine and continuing to the edge of the Fort Saybrook site. Even though these spaces are used to some degree by the public, many of them are posted as private property and are not hospitable or conducive to public use, except for patrons of these businesses. This overall access situation is exacerbated by the relatively poor condition of much of the property at the very entry at the end of Saybrook Point near the intersection of Bridge and College Streets. This area consists of several properties in poor repair which presents a very undefined area and a poor sense of entry to this important terminus of the Point. A similar concern exists at the northerly end of the Point where the parking lot for the Dock n' Dine is poorly improved and creates a very undefined space at the very junction of the river and the Fort Saybrook site.

C. CONSTRAINTS TO DEVELOPMENT

Despite the small size of the study area, its potential use and development is highly constrained because of several factors relating to its location at the mouth of the river, the pattern of prior development, the natural topography and soil, as well as its distance from the center of the Town. Figure 5 indicates the principal development constraints which are present at Saybrook Point, highlighting the following:

- o environmentally sensitive areas;



Saybrook Point

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DEVELOPMENT CONSTRAINTS

Figure 5



- o flood hazard zones;
- o the Connecticut River Gateway Conservation District;
- o septic system capacity;
- o navigational requirements; and
- o zoning.

Each of these is discussed in further detail below.

Environmentally Sensitive Areas

As mentioned above, Saybrook Point contains several important coastal land and water resources which are affected by the state's coastal policies and use guidelines. These include wetlands, coastal hazard areas, the entirety of the developed shorefront, and potential shellfish concentration areas. The wetlands are concentrated within the boundaries of the Fort Saybrook parcel, and therefore pose little concern for future development since it is the intent of the Town to preserve that site for open space. Shellfish concentrations have been identified in the state coastal mapping series within and around the South Cove. However, it is the opinion of the town sanitarian that these concentrations, if they exist at all, are towards the southerly edge of the South Cove and are probably not of significance to this study. Much of the area is in a designated flood hazard zone; this constraint is discussed in further detail below. Finally, there are significant man-made resources of historical and cultural significance within the North Cove area and within the limits of the Fort Saybrook Park site. Aside from the flood hazard issue, few of these environmentally sensitive areas will be subject to impact by the types of change which are likely on Saybrook Point. Far more critical, from the vantage point of the coastal area program, will be the encouragement of uses which are in conformance with the coastal use policies, including the encouragement of water-dependent uses, the encouragement of boating facilities, preservation of coastal recreation and access, and the enhancement of cultural resources.

Flood Hazard Constraints

Saybrook Point is unusually vulnerable to seasonal flooding due to its proximity to the river and its relatively low elevation. Additionally, since this site is close to Long Island Sound, it is also subject to velocity, or wave action, flooding during storms of unusual severity. Since the Town of Old Saybrook is a participant in the National Flood Insurance Program, it must regulate construction and development in flood hazard areas so as to protect human life and public health, minimize expenditure of money for costly flood control projects, minimize the need for rescue and relief efforts associated with flooding, and assure the con-

tinued eligibility of owners of property in the Town for participation in the National Flood Insurance Program. In conformance with this program, the Town of Old Saybrook has enacted a flood plain management ordinance which requires that any man-made change to improved or unimproved real estate conform to certain special design and construction requirements when such property is located within flood hazard areas. These flood hazard areas are defined by special flood insurance maps prepared by the U.S. Department of Housing and Urban Development, Federal Insurance Administration. Within the study area, there are four defined flood insurance zones:

- o The V-7 zone is subject to velocity (wave action) flooding. Within this zone all new construction and substantial improvements to existing structures must be elevated on adequately anchored pilings or columns so that the bottommost structural members supporting the lowest floor are set at or above the base flood elevation (BFE). The BFE within the study area is defined as level 11, compared to an elevation of approximately 6 along large parts of the river's edge north and south of College Street. This requirement is made more stringent by the Connecticut State Building Code which further requires that inhabited space be located at least 3 feet above BFE, to account for the height of the dangerous waves. Within such high hazard areas, the flood insurance program and the Town's flood plain management ordinance require that the space under supporting members be left open or designed with breakaway walls so as not to impede the flow of water under velocity flooding conditions. Such space may not be used for human habitation. Additionally, the ordinance requires that the design of such structures be certified by a registered architect or professional engineer. As may be noted in Figure 6, the area subject to velocity flooding includes almost the entirety of the eastern edge of Saybrook Point, with the exception of the small knoll on which is located the existing Saybrook Point Motel. This high hazard zone is roughly located from the river's edge up to Bridge Street.
- o The A-7 (100-year flood) zone is also affected by the flood insurance program and the Town's flood plain management ordinance. Within this zone, which is located south of Cove Street, within the Fort Saybrook site, and at the extremity of the North Cove, the Town's flood plain management ordinance requires that any residential structure have the lowest floor (including basement) at or above BFE. Further, any commercial, industrial, or non-residential structure must have either the lowest floor (including the basement) at or above BFE or be flood-proofed below BFE to be watertight and impermeable. In this latter case the structure must be designed to resist anticipated loads from the flooding, and must be certified by a registered architect or professional engineer.
- o The B zone is defined as an area between the limits of the 100-year and 500-year flood, and includes within the study

area the approximate location of the Saybrook Point Motel. The B zone is substantially less likely to have flood damage than the foregoing high hazard areas and, therefore, the stringent design requirements which have been described above do not apply. However, flood insurance for structures within the B zone is assessed at a higher rate than for structures in the C zone, described below.

- o The C zone is that area of the Town which is subject to minimal flooding. Within the study area it includes the approximate area north of College Street and west of Fort Saybrook plus the area south of College Street and west of Bridge Street.

The restrictions which are mandated by the flood insurance program and by the Town's flood plain management ordinance will require that any structure within the high hazard flood areas have a design which is significantly different than those structures which now exist which predate these regulations. In the Town's administration of this ordinance, it applies these regulations when an addition to an existing structure constitutes 50% or more of the value of that structure, or whenever a new structure is constructed. The combination of building above the 14-foot elevation, plus the requirements of the zoning ordinance to limit the height of structures to 35 feet, greatly limit the options available for construction of new uses. It almost obliges types of design which locate parking underneath such uses, and for all practical purposes creates a limit of two habitable floors which can be constructed within such zones.

The Connecticut River Gateway Commission

(X)

In 1973, the Connecticut Legislature authorized the establishment of a Connecticut River Gateway Conservation Zone to protect the natural, historic and aesthetic values of the lower valley of the Connecticut River. This zone encompasses riverside portions of eight communities, including Old Saybrook. The entirety of Saybrook Point and the study area is within the boundary of the zone. [The intent of the zone was to create a regional conservation compact among the towns and to enable state purchase of scenic easements and development rights which would protect the unspoiled quality and natural beauty of the river's edge.] All eight towns have voted to join and are active in the administration of the conservation zone. In joining this zone, each town agreed to accept a set of minimum zoning standards which apply to that portion of the town which lies within the boundaries of the conservation zone. The key standards which affect the study area include the following:

- o No structure may be erected within 50 feet of the Connecticut River or its tributary wetlands. Marine facilities and other accessory structures may be excepted by special permit;
- o A site plan is required for any subdivision or commercial,

industrial, and multi-family project. These site plans must include erosion and sedimentation control plans and a plan showing areas to be cleared of trees;

- o A building height limit of 35 feet or two and one-half stories, whichever is less, was established with an allowance for certain exceptions such as spires and cupolas by special permit;
- o Further, the Gateway Commission must review and approve or disapprove town plan of development, zoning and subdivision regulation amendments affecting property within the conservation zone.

This regulation will affect the entire riverfront perimeter of the study area. It is most likely to have impact in the areas north and south of College Street. In these areas, numerous structures which predate the Gateway Commission are located directly at the river bulkhead line. However, with the new regulations any new structure would have to be removed 50 feet from this line.

Septic System Capacity

The Town of Old Saybrook has no central sewage system. In order to investigate the capacity of the existing soils to accommodate septic wastes, the Town contracted with the firm of Malcolm Pirnie who prepared a sewer avoidance study in September of 1979, which has been revised over the past two years. The study advocated retention of the types of on-site septic systems which now characterize the Town. As part of the study, three types of areas were defined; each required a different level of action:

- o Area Type 1 included those areas which had severe waste disposal problems warranting an immediate solution;
- o Area Type 2 included those areas which had some disposal problems but do not warrant a "structural" solution at the present time;
- o Area Type 3 included those areas which do not pose existing problems nor are expected to become problems in the future. In such areas existing on-site practices could be continued.

A portion of the study area was placed in the second category, having some problems and requiring careful monitoring. Specifically, the area between Bridge Street and Fenwick Street between College Street and the South Cove was identified as a problem based on an analysis of soil types and a review of the frequency of septic system pumpouts. In this area it was suggested that a "structural system" involving low pressure sewers might be considered in the long range subject to the severity and recurrence of septic problems and to the availability of funds. Further conversation with the town sanitarian has revealed additional information

about the study area. Preliminary testing which has been undertaken on the vacant parcel at the corner of Bridge and College Streets has shown that the soil is sandy and well suited for septic waste disposal. There is approximately six feet of sand between the surface and the water table. However, east of Bridge Street, both north and south of College, the water table is relatively close to the surface and quality of the soil is considerably more uneven. These factors require more careful design of septic systems. The Town building code requires that such systems be above ground water, which has required in some instances slight filling in order to increase the amount of leaching area. The small planter in the front of the Dock n' Dine Restaurant is an example of such a solution. However, it is the general opinion of the town sanitarian that prior problems which had occurred during the functioning of the Terra Mar Motel were largely attributable to poor design of the septic system and to the lack of grease traps for restaurant wastes, not to the inherent lack of capacity of the land. Even when the Terra Mar was fully functioning and included 63 toilets and 51 showers, it was able to service its requirements on-site for the parcel to the east of Bridge Street. In summary, the study area has the potential for significant septic system problems which mandates great care in building location and site design.

River Navigation

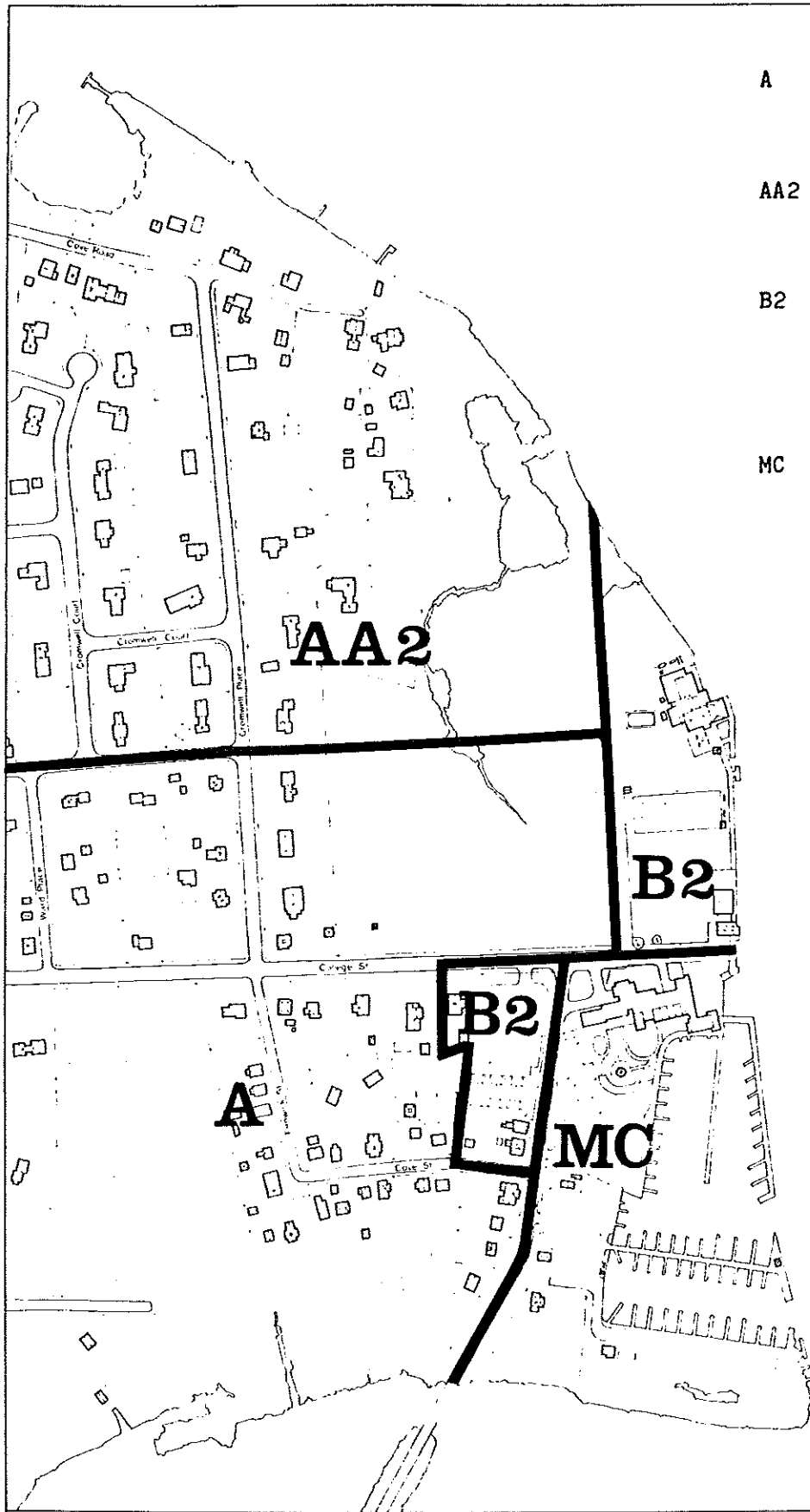
(X)

The navigational channel through the Connecticut River passes extremely close to the eastern edge of Saybrook Point. This channel is close enough to facilitate relatively easy dockage of large vessels along the bulkhead. Also, this means that relatively deep water is close at hand at the end of College Street for fishermen. Although some siltation from the southward flow of the river accumulates at the entries to the two marinas and requires periodic dredging, this is not considered a serious problem or a major constraint to further development.

Zoning

The zoning regulations of the Town of Old Saybrook were adopted in 1973 and have been amended since that time. Within the study area there are four different types of zoning district which are located on Figure 6. Table 1 lists the major attributes of each of these four zoning districts. Some of the major constraints to development which are posed by the zoning ordinances include the following:

- o The A and AA-2 district are essentially limited to single-family housing, with the potential for two-family conversions. Although other uses are permitted, they represent minor variations on the single-family theme and are not considered very likely to occur within the study area.



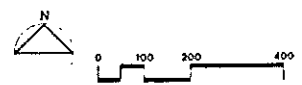
- A Permitted: one dwelling
Minimum frontage: 50 ft
Exception: 2 dwellings
- AA2 Permitted: one dwelling
Minimum frontage: 20 ft
Exception: 2 dwellings
- B2 Permitted: stores,
hotel
Exception: indoor
restaurant
Prohibited: dwelling
- MC Permitted: one dwelling,
dock, wharf, sale of
boats
Exception: stores,
restaurant

Figure 6

Saybrook Point ZONING

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- o The B-2 district is principally a commercial district within which dwellings are prohibited. Also, docks are not listed as a permitted use, which is somewhat inconsistent with the riverfront location of the B-2 district north of College Street.
- o The Marine Commercial (MC) district encourages water-dependent uses and related support activities, although one single-family dwelling is permitted on each lot within such a district.

Dimensional, height and bulk requirements vary within the districts and are defined in Table 1. Perhaps the most critical requirement is the height restriction of 35 feet which applies across all the districts, plus the restriction of a maximum of two and one-half stories.

Within both the B-2 and the MC zones, the zoning requires a process of site plan review. This process requires the submission of the site plan for a review by both the Zoning Commission and, at the discretion of the Commission, the Planning Commission. Such site plan review is consistent with that required by the Coastal Area Management program. The broad intent of the site plan review is to insure that development within both of these districts meets the following standards:

- o Compliance with the defined requirements of the regulations within each zone;
- o Provision of vehicular access so as to avoid undue hazards, appropriate access;
- o Encouragement of design which harmonizes with the neighborhood, creates transition between areas of unlike character, protects property values, and enhances the appearance and beauty of the community;
- o Compliance with the plan of development;
- o Appropriate design for drainage, sanitation, and overall control of erosion and sedimentation;
- o Appropriate improvement of shoulders, sidewalk areas and other access changes on existing streets;
- o Appropriate setbacks for storage, loading and parcel spaces;
- o Appropriate design of outside storage, site landscaping and overall total ground coverage.

The zoning also permits the establishment of condominium districts which may overlay residential A zones. Key requirements for such districts include a minimum site of 5 acres, a maximum number of bedrooms which does not exceed 8 per acre of land with soils having an acceptable percolation rate, performance requirements for the quality of soil to

TABLE 1: KEY ZONING REQUIREMENTS: USES
Page 1 of 2

USES	A	AA-2	B-2	MC
Permitted	<ul style="list-style-type: none"> o single family (1 per lot) o office in a dwelling unit renting rooms o home occupation in dwelling 	<ul style="list-style-type: none"> o single family (1 per lot) o office in a dwelling unit renting rooms 	<ul style="list-style-type: none"> o retail stores o offices, banks o cleaning o theatres o on-premises manufacturing (maximum of 3 persons) o hotel/motel 	<ul style="list-style-type: none"> o single family (1 per lot) o offices o docks o fish market o sales/service o sail boats & other marine businesses o boat storage
Exception	<ul style="list-style-type: none"> o single family (1 per lot) o office in a dwelling unit renting rooms o home occupation in dwelling 	<ul style="list-style-type: none"> o 2 dwelling unit conversions o road stands o non-profit o Town bldgs. o clubs, etc. 	<ul style="list-style-type: none"> o motor vehicle repair o heliports o restaurants o repair garage (min. 4 acres, 400' depth) 	<ul style="list-style-type: none"> o 2 dwelling unit conversion o stores (if accessory to the permit uses) o marine labs
Prohibited	--	--	<ul style="list-style-type: none"> o dwellings o convalescent homes o car wash o research 	--

TABLE 1: KEY ZONING REQUIREMENTS: DIMENSIONAL
Page 2 of 2

<u>BUILDING AND LOT DIMENSIONS</u>	<u>A</u>	<u>AA-2</u>	<u>B-2</u>	<u>MC</u>
Minimum Lot Area				
o served by water	20,000	20,000	20,000	20,000
o not served	40,000	40,000	40,000	40,000
Minimum Dimension of Square				
o served	100 ft.	100 ft.	100 ft.	100 ft.
o not served	150 ft.	150 ft.	150 ft.	150 ft.
Minimum Frontage	50 ft.	20 ft.	50 ft.	20 ft.
Minimum Width along Building Line	100 ft.	100 ft.	--	--
Maximum Number of Stories	2 1/2	2 1/2	2 1/2	2 1/2
Maximum Height	35 ft.	35 ft.	35 ft.	35 ft.
Setbacks				
o Street	25 ft.	35 ft.	25 ft.	40 ft.
o Rear	15 ft.	15 ft.	10 ft.	20 ft.
o Other	15 ft.	15 ft.	10 ft.	--
o Projection into setback area	3 ft.	3 ft.	5 ft.	--
o Distance from residential building	--	--	25 ft.	--
o accessory bldgs				
- rear	10 ft.	10 ft.	--	--
- longest line of corner lot	35 ft.	35 ft.	--	--
- other	10 ft.	10 ft.	--	--
Bulk & Coverage				
o Maximum floor area	40%	40%	80%	80%
o Maximum ground coverage	20%	20%	40%	40%
o In Conservation Zone	15%	15%	--	--

insure appropriate septic design, and a requirement that no individual dwelling unit be located above another dwelling unit. These current requirements make it extremely difficult to plan or develop condominiums within the study area, since almost none of the properties there constitute a total of 5 acres. Although the total property of the Saybrook Point Marina exceeds 5 acres, it includes two parcels which are separated by Bridge Street. Prior cases reviewed by the Zoning Commission would appear to have set a precedent which, under current regulations, would not permit those two properties to be counted as one for the purpose of meeting this minimum requirement. However, it should be noted that these or other properties might be assembled at some future time into larger parcels which would exceed the 5-acre minimum.

Market Conditions

The Town of Old Saybrook is located within the Connecticut River Estuary Planning Region. As part of this study, data from the CREPR was reviewed to develop an overview of population and economic activity trends and their potential impact on the study area. Also, census data and other publications of the State of Connecticut regarding boating and marine use were reviewed to develop a basic familiarity with existing conditions and the potential for growth.

- (X) In 1980 Old Saybrook had a population of slightly over 9,000 persons, a growth of nearly 10% from the 1970 total. During
- (X) this same period, housing units in the Town grew from 3,174 to 4,520, a growth of nearly 42%. This tremendous increase is attributed to several key factors: the construction of
- (X) new condominiums; the decrease in the average household size from 2.3 to 1.7 persons; the development of new seasonal housing within the community; and conversion of seasonal housing to permanent housing. Based on the 1980 census of
- (X) housing, nearly 25% of the housing units within the Town are classified as seasonal. This high seasonal usage has placed increasing pressures on Town services and facilities, and has also implied a relatively substantial increase in seasonal expenditures for consumer goods and services. However, the total rate of growth of Old Saybrook's permanent population is expected by the State of Connecticut to be extremely low over the next twenty years. State projections estimate that although the entire Connecticut River Estuary Region will grow by approximately 15.7% during the period from 1980 to the year 2000, Old Saybrook will only increase by 5.1%. This is the slowest projected rate of growth of any of the nine communities within the Connecticut River Estuary Planning Region. The most likely explanation for this reduction in the rate of growth is the relatively significant constraint which is posed by the Town zoning ordinance, which does not encourage intensification of use. In contrast, many other towns within the region have considerably larger amounts of land available for development. The consequence of these projections is that it is highly likely that the population base for new retail activity will

remain relatively constant, with the potential for slight increases in the seasonal population and a very modest rate of growth in the permanent population. From that perspective, it is not highly likely that large rates of growth in consumer goods, durables, and general convenience and retail expenditures will occur within the Town of Old Saybrook. Additionally, the Saybrook Point site serves an extremely limited geographic area for such broad based commercial types of uses.

X

Despite the relatively flat rate of growth in the year-round population, the site is unique and could most likely be marketable for a broad variety of special uses which could benefit from its great beauty and proximity to the river and to Long Island Sound. Among the uses which appear most attractive at Saybrook Point from a strict market perspective are specialty retail which could benefit from high seasonal traffic at the Point, additional eating and drinking establishments which would have sufficient individuality and draw to attract patrons year-round as well as during seasonal high points, small professional offices which could benefit from the ambiance of the river views, and luxury housing which might be developed in relatively high density to comply with the above-mentioned constraints and to maximize community open space and the attractive views of the river. Also, new types of uses which are "site-sensitive" would be worth considering at Saybrook Point. Excursion on sight-seeing boats would benefit from the location near the Sound and outside the major river bridges. An inn and conference center might also benefit from the spectacular site for both vacationers in the summer and business groups in the off-season. However, the success of such ventures is not automatic. They require creative design and marketing plus efficient management, which are probably the most important attributes of any future successful venture on the Point.

Of course, a major water-dependent use at Saybrook Point is the existing marinas, and it is possible that these might be expanded. An important indication of the general market for marinas is the recent expansion of the River Landing Marina, and the fact that the current owner of the Saybrook Point Marina has applied for a Corps of Engineering permit to construct a new bulkhead beyond his current marina, expanding the number of boats which can be moored and serviced. Several factors bear on the attractiveness of Saybrook Point for marina expansion:

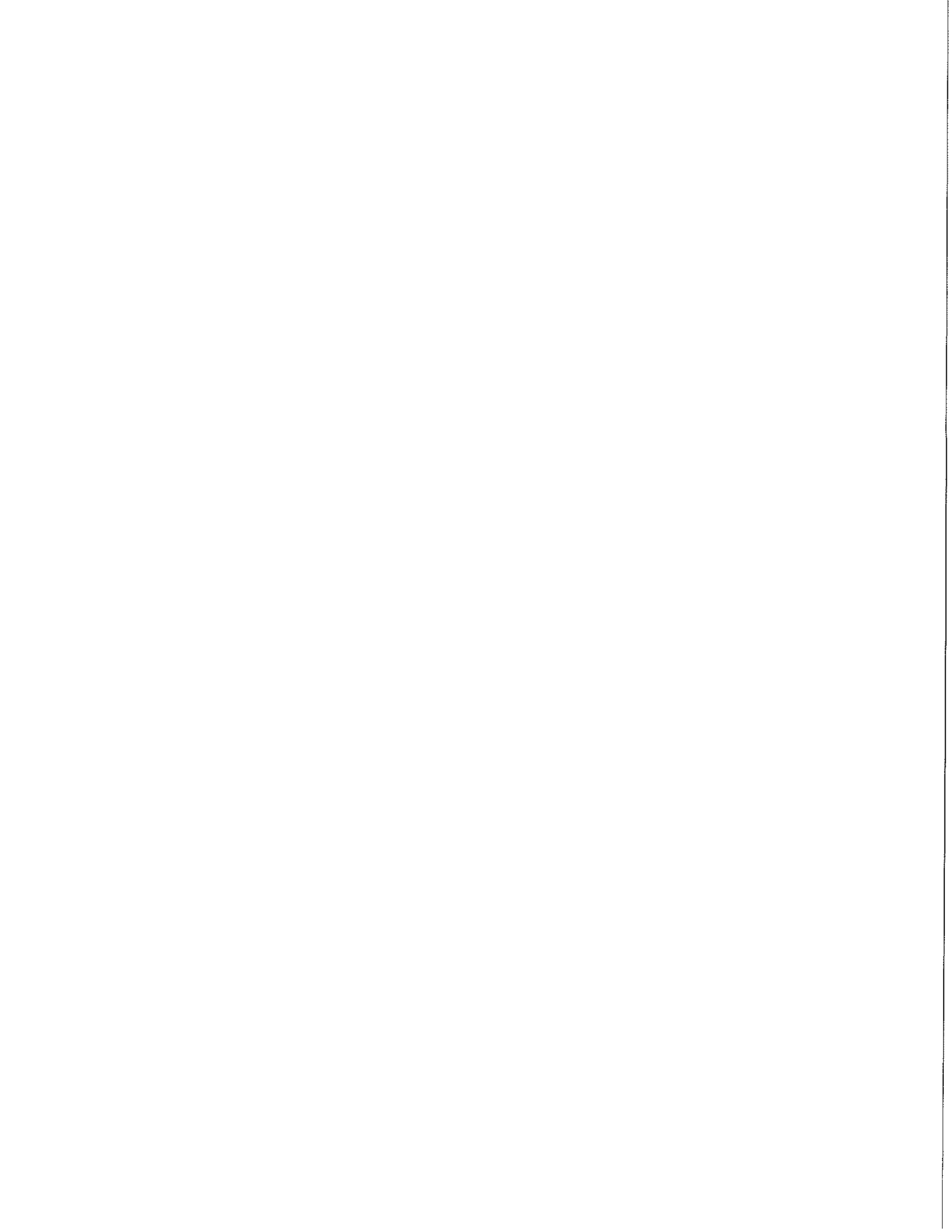
- o There is a continuing pressure to create slips for large boats; Saybrook Point's location at the mouth of the river makes it highly attractive to boaters. A 1977 study of boating in Connecticut found that 60% of the marinas across the entire state wished to expand; five of the nine operators in Old Saybrook were among them. Since that time (5 years) the number of slips has increased from 707 (1977) to 853 (1982).

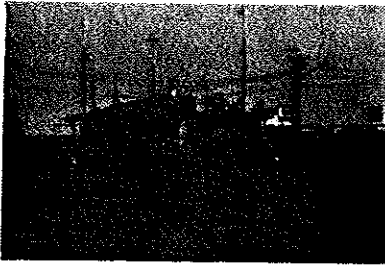
- X
- o The marinas at Saybrook Point are somewhat disadvantaged in that they do not have extensive land-based services --

④ repairs, provisions, boat sales, winter storage, etc. In a recent national study of marina revenues and costs, owners reported that berths and mooring rentals accounted for only 12% of average total revenues. Excluding new and used boat sales, mooring and slip revenues were still only 25% of total revenue. Major land support sources of revenue included hardware and paint (17%), food (14%), and service and repairs (18%). Therefore, land support services (which are constrained by the available sites and also the neighborhood setting) are probably not being financially fully utilized in the two marinas at Saybrook Point. Expansion of these support services would appear to have strong potential.

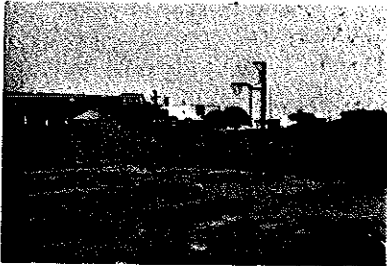
- o Given the fact that two marinas are literally side by side, the most effective way to expand such services would be using a cooperative approach to avoid duplication. To some degree this is now the case, as Hull Harbor One Marina has engine repair, whereas the Saybrook Point Marina has food and overnight accommodations.

Alternative Development Scenarios





1



2

1 Existing commercial uses along the waterfront could be expanded.

2 Saybrook Point Marina appears subject to immediate change.

This section summarizes the alternatives which were presented to the Saybrook Point Study Committee for review and discussion on August 5, 1982. The alternatives were developed based upon interaction with the Committee and the inventory work to date. Some of these alternatives were controversial, and prompted disagreement or discussion among the members of the Committee. However, the intent was to surface a broad variety of ideas to allow the Committee to make its own priorities for the alternatives to be developed in further detail during the remainder of the study.

A. METHODOLOGY

In developing the options, the following common set of assumptions was used:

- o The Saybrook Point site is one of the prime pieces of property on the Connecticut coastline. As such, a substantial market would exist for almost any use in this location, if properly designed, developed, and managed. Among the uses which appear feasible and practical to develop are expanded marinas, eating and drinking establishments, supportive specialty commercial uses, offices, single family housing or condominiums, specialty overnight accommodations, and other unique water dependent and water enhanced uses.
- o The Saybrook Point area will benefit substantially from improvements to the Fort Saybrook site, which we assume will be carried out over a period of years. At the conclusion of this effort, this site should be substantially more accessible to the public, and should provide an important relief valve in terms of public access to open space and to the water's edge for Saybrook Point.
- o The site is highly constrained in terms of zoning, vulnerability to flooding, and septic capacity. However, many of these constraints could be acceptably responded to through competent and creative project design.
- o The Town should encourage as part of any new development expansion of public access along the water's edge. Since minimal land is owned by the Town such expansion of public access is only likely through the voluntary action and cooperation of individual property owners and developers. In order to solicit such voluntary action, the Town, through this study, should specify its long-range goals and should pursue these on a site-by-site basis. If at all feasible, some expenditure of Town money to improve and enhance such public access and to remedy traffic problems of the area would be highly beneficial in engendering the cooperation of the many private owners on Saybrook Point.

The alternatives which follow have attempted to incorporate, to the maximum extent possible, the foregoing assumptions. The approach to formulating the alternatives was to focus

All figures and tables in this section are placed at the end of the section.

first on the site which appears subject to immediate change -- the Saybrook Point Marina. After conceptualizing alternative approaches to that site, the implications of each option were then extrapolated to the remaining properties on the Point. Clearly, other combinations of the uses suggested may be possible. However, the intent in defining each alternative was to represent a point of view with internally consistent logic. The following sections explain the intent of five alternative approaches regarding Saybrook Point, and portray the possible physical and use implications of each assumption. In most cases, suboptions within a given assumption are presented. Table 2 provides a summary of ten alternatives for Saybrook Point. The alternatives are illustrated in Figures 7 through 16.

B. ALTERNATIVE 1: CONTINUATION OF EXISTING ZONING

This alternative assumes no change in the zoning for Saybrook Point. Therefore, as previously shown in Figure 6, the area would remain zoned as business (B2), marine commercial (MC), and residential (A, AA-2). Two suboptions are illustrated. Alternative 1a (Figure 7) shows a "trends extended" scenario, implying development of the Saybrook Point Marina site as a single property and gradual expansion of other uses on the Point under current zoning provisions, which would preclude residential use in the B-2 parcel west of Bridge Street and would not allow condominiums in the MC zone. Alternative 1b (Figure 8) shows the possibility of a "new water dependent use", indicating conversion of the marina site into a new cruise ship terminal and parking area. Although this latter option may seem initially attractive to the Town, it should be noted that this is highly dependent upon sale of the existing property to the appropriate developer.

C. ALTERNATIVE 2: SINGLE FAMILY EMPHASIS

Two suboptions are shown to this alternative, which focuses on the conversion of the parcel at the corner of College and Bridge Streets to housing. The philosophy of such a change would be to convert this small parcel into residential use, making it similar in use and scale to the abutting property. Alternative 2a (Figure 9) indicates "completing the neighborhood" by developing three single family houses on this property in conjunction with mixed use marina development across the street. Consistent with this approach, expansion of existing uses to the north of College Street is shown with development of new commercial uses at the College Street terminus. Alternative 2b (Figure 10) indicates a "single family emphasis" which shows subdivision of the current Saybrook Point Marina site into a number of parcels, five or six of which could be used for single family houses. Although this is not a very intensive use of the parcel, it is permissible under the existing zoning (if minimum lot sizes can be achieved) and is a distinct possibility if the owner wishes to recoup a substantial amount of the property

purchase price. Under this scenario, it would be logical to extend planting along College Street, if feasible, to provide a more gracious terminus for the street.

D. ALTERNATIVE 3: INCREASED DEVELOPMENT ON SAYBROOK POINT MARINA SITE

This alternative would assume more intensive development on the 5-acre-plus Saybrook Point Marina property only, reflecting the recent change in ownership. Alternative 3a (Figure 11) shows "limited condominium" development on a portion of this property; the parcel to the west of Bridge Street. Development of the eastern portion of the marina site would be similar to those shown above. Under this "limited" scenario, no other condominiums would be developed on other properties on the Point. Another suboption of this basic alternative is shown in Alternative 3b (Figure 12), which shows more intensive condominium development with mixed use on the waterfront parcel. This would assume the existing condominium density and area requirements applied to this entire property, resulting in the splitting of condominium developments to the east and west of Bridge Street. To the west of Bridge Street additional commercial uses would also be developed. A third suboption is shown in Alternative 3c (Figure 13) which indicates a significantly different kind of use. This would be an inn plus conference center to service potential business from Hartford, New Haven, Providence, and possibly New York City. Such a use would benefit strongly from the advantages of the site and could be supportive to the continued marina use. Further, it would be possible to solicit "condominium" type of financing for such a development which might allow it to be financially advantageous to the owner. Although this option is substantially different from those described previously, it is somewhat similar in character to the type of use which was previously on the site when the Terra Mar was functioning. However, in order to attract the type of business which would be needed to make the facility a success, it would have to be a "Class A" facility which would be a positive addition to the architecture of the Point.

E. ALTERNATIVE 4: INCREASED DEVELOPMENT SOUTH OF COLLEGE STREET

This approach would involve significant changes for the entire south part of Saybrook Point. The justification would be to reflect the special nature of Saybrook Point and to insure that both marina properties were treated even-handedly. Two suboptions are shown within this alternative. Alternative 4a is a "limited condominium" scenario (Figure 14) which is similar in concept to that shown in Alternative 3a. The difference, however, is that such a limited condominium approach would also be executed at the Hull Harbor property. Alternative 4b, "condominium and mixed use", is shown in Figure 15 and is similar to Alternative 3b, above. This assumes development of condominiums within the current

Old Saybrook zoning density restrictions. It also indicates the implication of such a policy on the Hull Harbor property to the south.

F. ALTERNATIVE 5: INCREASED DEVELOPMENT ON THE ENTIRE POINT

This approach would envision intensification of the entire Point, including the business area north of College Street, the Saybrook Point Marina site, the Hull Harbor One site, and, potentially, the single family housing area directly west of Bridge Street. Part of this scenario assumes the allowance of expanded condominium development on other Saybrook Point property, creating an incentive to existing property owners to assemble parcels which meet the 5-acre minimum. One scenario is shown for this zoning assumption in Figure 16. This portrays a mixed use emphasis across the Point, with an assumed compensatory emphasis on delivery of "public" improvements along the water's edge by all private owners and developers.

G. COMPARISON

Table 3 indicates a simplified comparison of the above alternatives across four criteria:

- o Septic capacity -- is a significant potential constraint, and is highly subject to site design and actual project density. It is also affected by the proximity of buildings to one another, inasmuch as setbacks from leaching fields are prescribed by state and local standards. Those options rated "acceptable" can most likely be serviced on-site as illustrated. Those options rated "marginally acceptable" could potentially be accommodated, subject to the specifics of the building design and siting. The "limited condo" alternatives would be acceptable on the parcel west of Bridge Street, but would probably require consolidation of uses shown east of Bridge Street. The "Inn" would probably be serviceable by using the parcel to the west of Bridge Street for leaching. Option 2b ("Extend the Neighborhood") probably cannot meet setback requirements on lots plus service the marina. Option 3b ("Condominium and Mixed Uses on Saybrook Point Marina only") is probably too dense to the east of Bridge Street. Options 4b and 5 ("Condominium and Mixed Use") are simply too dense east of Bridge Street on both the Saybrook Point Marina and Hull Harbor One properties, given the soil and water table situation.
- o Community compatibility -- is a subjective rating of appropriateness of use, density, and effect on overall quality of the river edge. This is based, in part, on responses received in the working session of August 5, 1982 with the Study Committee. The only option given the highest rating (++) is a new and totally water-dependent use. Acceptable (+) ratings were given to options which are simi-

lar in use to what exists now, but are presumed to be more sensitively designed. A negative (-) rating was given to Option 2b ("Extends the Neighborhood") because it is too "private" a use of the property and will probably result in squeezing out the marina. A similar rating was given to Option 4a ("Limited Condominium South of College Street") because it places condominiums on waterfront property. A highly negative (--) rating was given to Options 3b, 4b and 5 ("Condominiums and Mixed Use") because they both place condominiums on waterfront property and show a more intense scale of development than is desired by the Town.

- o Consistency with CAM policy -- Highly negative ratings were given to options which used waterfront property for condominiums or housing -- a non-water-dependent use. A positive rating (+) was given to schemes that retain the Saybrook Point Marina in conjunction with supporting commercial uses. A high positive rating (++) was given to the introduction of a new and wholly water-dependent use.
- o Economic attractiveness -- These are highly subjective ratings of the quantity of development and probability of early returns in comparison to the status quo at the Saybrook Point Marina. Options which were rated highly positive (++) had the higher quantities of development and the potential for early equity return. Other options were rated positive (+) because they expand on what is currently operational. Option 1b ("New Water Dependent Use") is not rated because it is subject to a particular land or lease transaction with a singular buyer.

TABLE 2: SUMMARY OF PROGRAM ALTERNATIVES
Page 1 of 2

	<u>Saybrook Pt. Marina Site</u>		North of College St.	<u>South End of Point</u>	
	East	West		Houses	Hull Harbor
<u>1. EXISTING ZONING</u>					
a. Trends Extended	o marina support o commercial o boat service/repair	o restaurant o commercial	o expand existing uses	o existing	o expand marina support
b. New Water Dependent Use	o steamship terminal o office o parking	o parking	o expand existing uses	o existing	o expand marina support
<u>2. SINGLE FAMILY EMPHASIS</u>					
a. Complete the Neighborhood	o marina support o commercial o boat service/repair	o 3 single family houses	o expand existing uses o commercial along College St.	o existing	o expand marina support
b. Extend the Neighborhood	o 5-6 single family houses o mini-marina	o 3 single family houses	o expand existing uses o planting along College St.	o existing	o expand marina support
<u>3. INCREASED DEVELOPMENT OF S.P. MARINA</u>					
a. Limited Condo	o marina support o commercial o restaurant	o 10 condos with parking	o expand existing uses o commercial along College St.	o existing	o expand marina support

TABLE 2: SUMMARY OF PROGRAM ALTERNATIVES
Page 2 of 2

t	<u>Old Saybrook Marina Site</u>		North of College St.	<u>South End of Point</u>	
	East	West		Houses	Hull Harbor
b. Condo & Mixed Use	o 10 condos with parking o mini-marina o commercial o restaurant	o 10 condos with parking	o expand existing uses o commercial along College St.	o existing	o expand marina support
c. Inn & Conf. Center	o 75-125 rm inn o conference facility o restaurant o commercial	o parking o tennis o recreation	o expand existing uses o commercial along College St.	o existing	o expand marina support
<u>4. INCREASED DEVELOPMENT SOUTH OF COLLEGE ST.</u>					
a. Limited Condo	o marina support o commercial o restaurant	o 10 condos with parking	o expand existing uses o commercial along College St.	o possible assembly with Hull Harbor property	o up to 10 condos, if site of 5 acres is assembled o no marina expansion
b. Condo & Mixed Use	o 10 condos with parking o mini-marina o commercial o restaurant	o 10 condos with parking	o expand existing uses o commercial along College St.	o possible assembly with Hull Harbor property	o up to 20 condos if site of 5 acres is assembled o no marina expansion
<u>5. INCREASED DEVELOPMENT, ENTIRE POINT</u>	o 10 condos with parking o mini-marina o commercial o restaurant	o 10 condos with parking	o up to 20 condos if property assembled o no expansion of existing businesses	o possible assembly with Hull Harbor property	o up to 10 condos if site of 5 acres is assembled o no marina expansion

TABLE 3: COMPARISON OF ALTERNATIVES

	Septic Capacity	Community Compat- ibility	Consistency with CAM Policies	Economic Attractive- ness (1)
<u>1. EXISTING ZONING</u>				
a. Extended Trends	acceptable	+	+	+
b. New Water- Dependent Use	acceptable	++	++	0 (2)
<u>2. SINGLE FAMILY EMPHASIS</u>				
a. Complete the Neighborhood	acceptable	+	+	+
b. Extend the Neighborhood	marginal	-	--	+
<u>3. INCREASED DEV'P AT S.P. MARINA</u>				
a. Limited Condo	marginally acceptable (3)	+	+	+
b. Condo + Mixed Use	marginally unacceptable (3)	--	--	++
c. Inn & Conference Center	marginally acceptable (3)	+	+	++
<u>4. INCREASED DEV'P S. OF COLLEGE ST.</u>				
a. Limited Condo	marginally acceptable (3)	-	--	+
b. Condo + Mixed Use	unacceptable	--	--	++
<u>5. INCREASED DEV'P ON ENTIRE POINT</u>				
	unacceptable	--	--	++

Notes: (1) Assessment from point of view of Saybrook Point Marina site
 (2) Requires special buyer for property
 (3) Highly sensitive to site design and layout.

Key: ++ strongly positive
 + positive
 0 difficult to determine
 - negative
 -- strongly negative

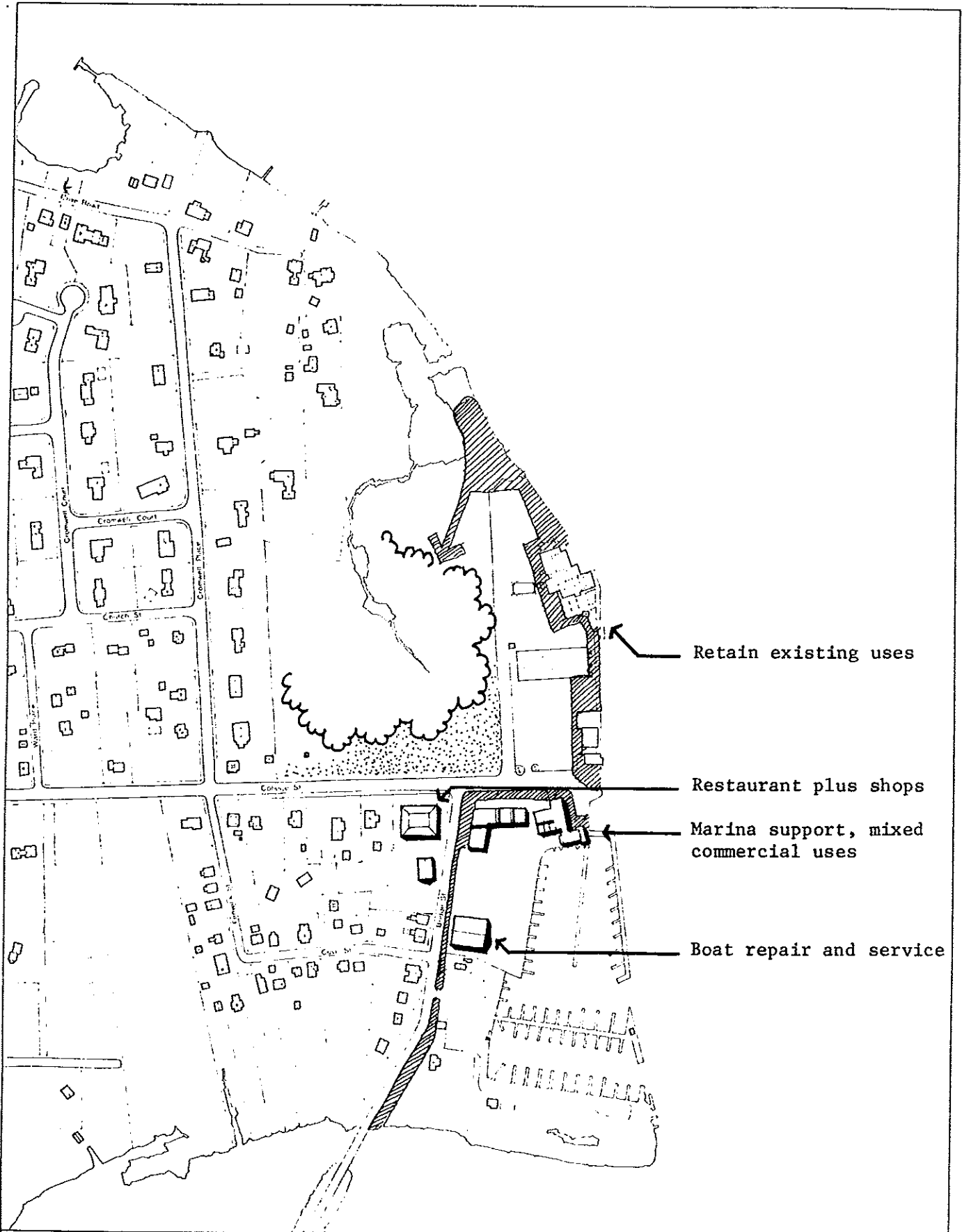


Figure 7

Saybrook Point

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK

ALTERNATIVE 1a Trends Extended

Lane, Frenchman and Associates, Inc.



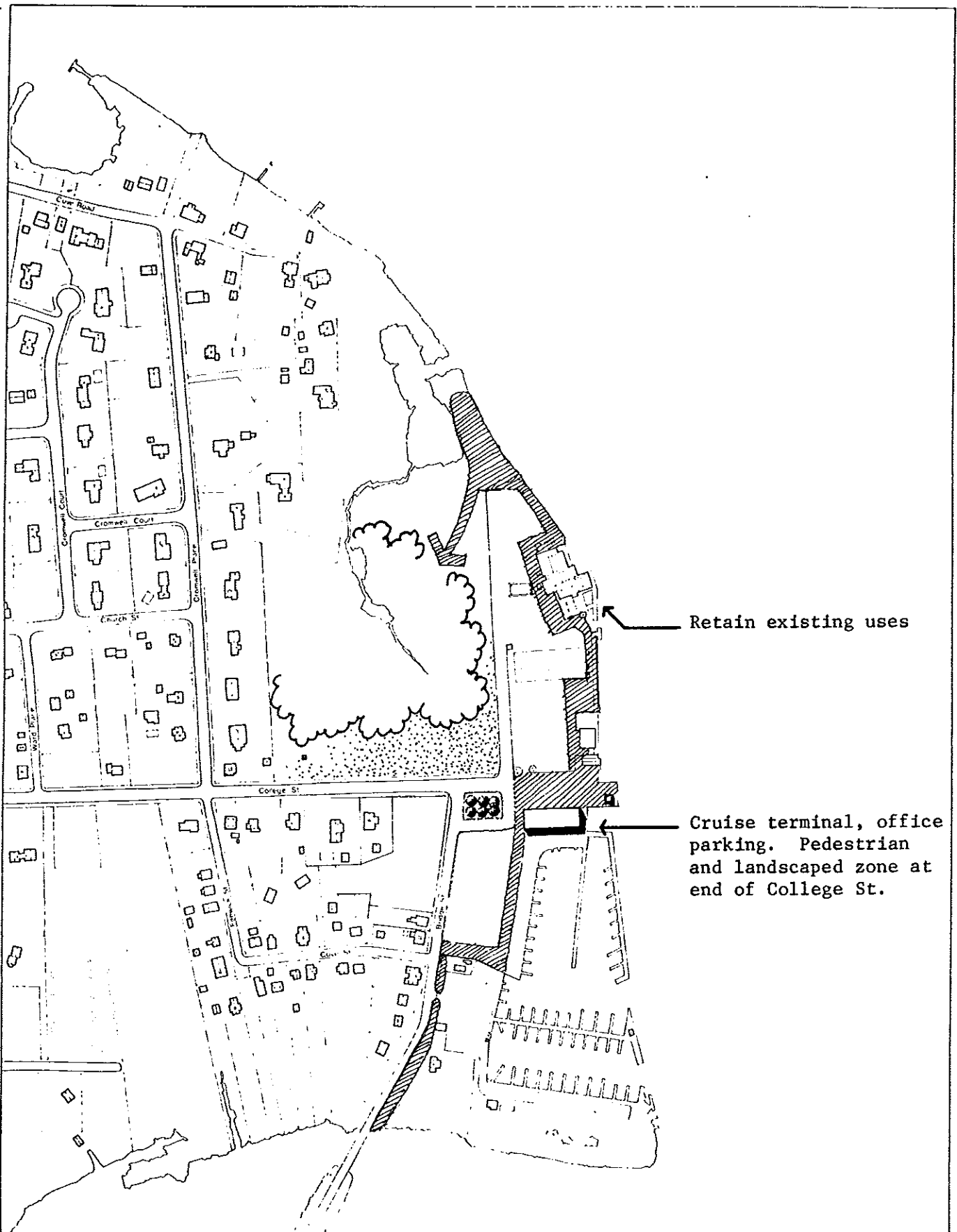


Figure 8

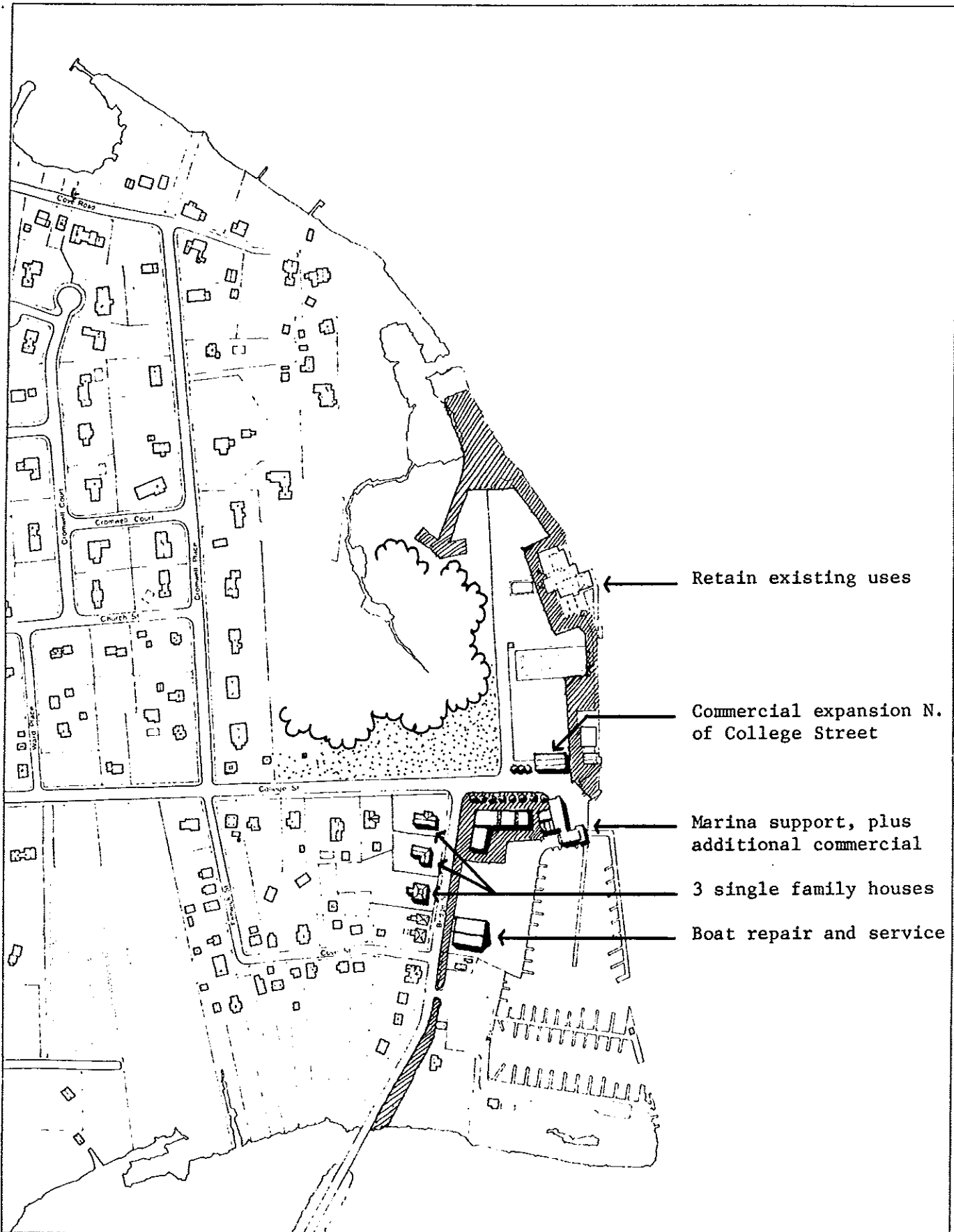
Saybrook Point

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 1b
New Water Dependent
Use





- Retain existing uses
- Commercial expansion N. of College Street
- Marina support, plus additional commercial
- 3 single family houses
- Boat repair and service

Figure 9

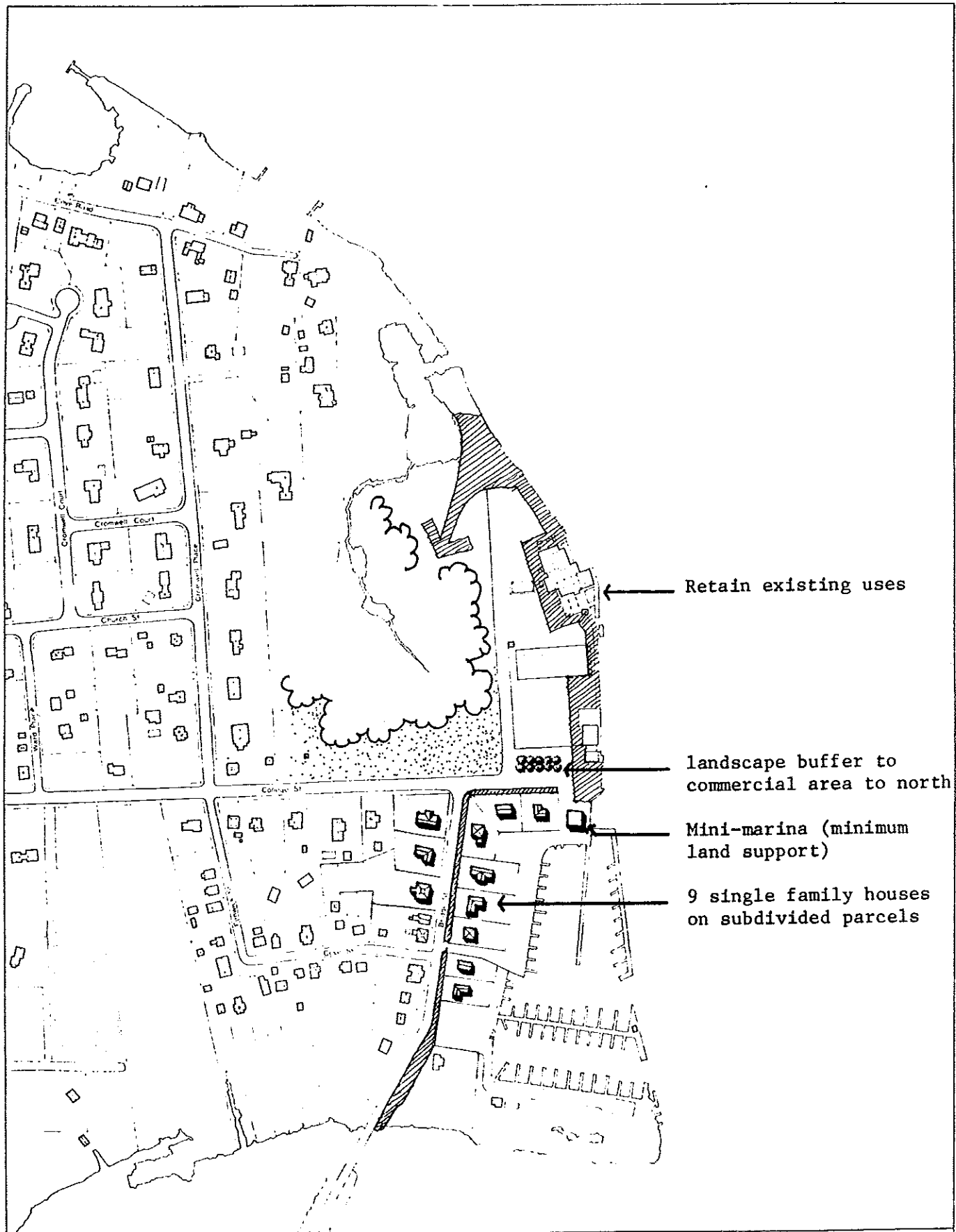
Saybrook Point

URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 2a
Complete the
Neighborhood





Retain existing uses

landscape buffer to commercial area to north

Mini-marina (minimum land support)

9 single family houses on subdivided parcels

Figure 10

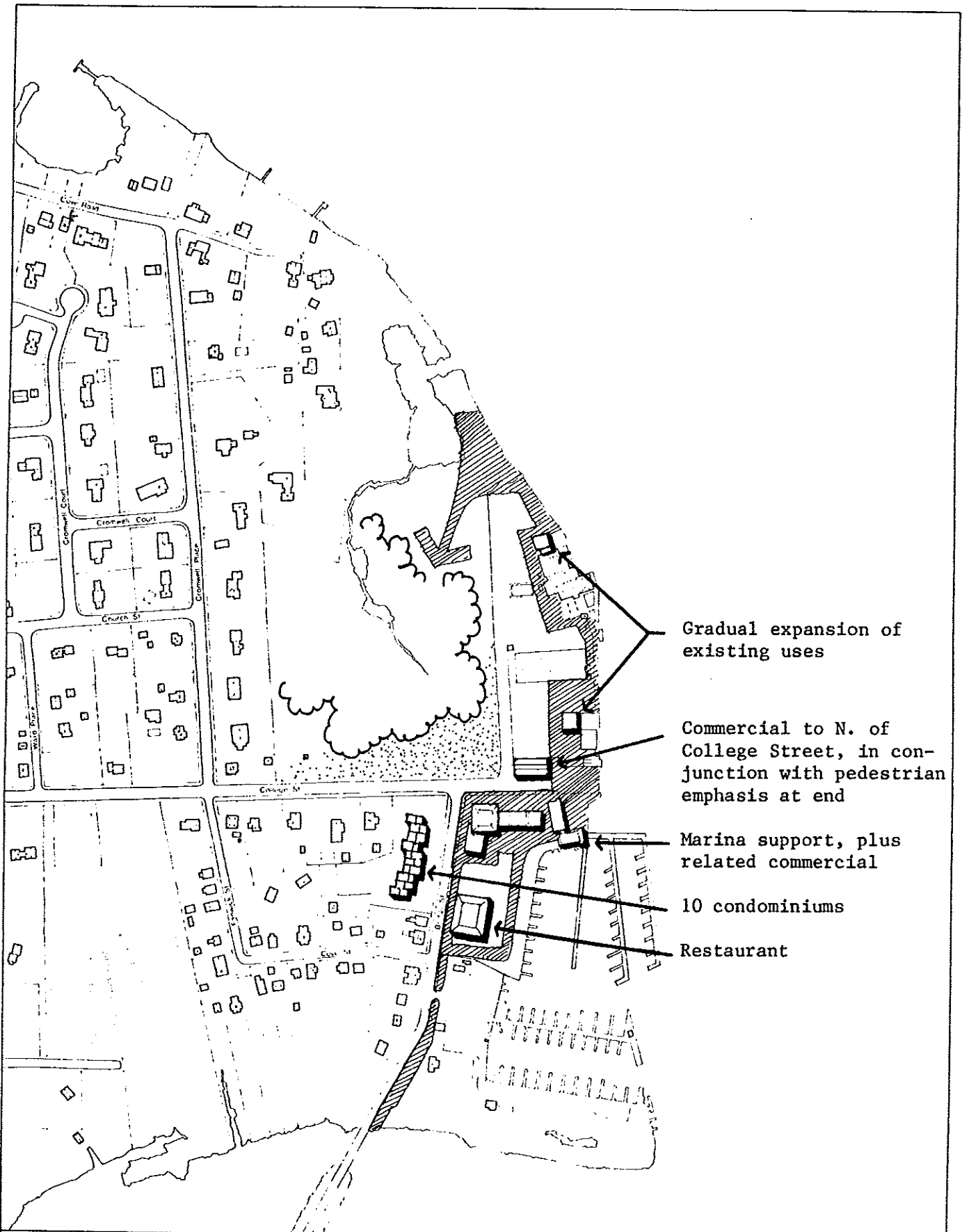
Saybrook Point

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 2b
Extend the
Neighborhood





Gradual expansion of existing uses

Commercial to N. of College Street, in conjunction with pedestrian emphasis at end

Marina support, plus related commercial

10 condominiums

Restaurant

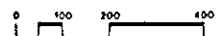
Figure 11

Saybrook Point

URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 3a
Limited Condominium



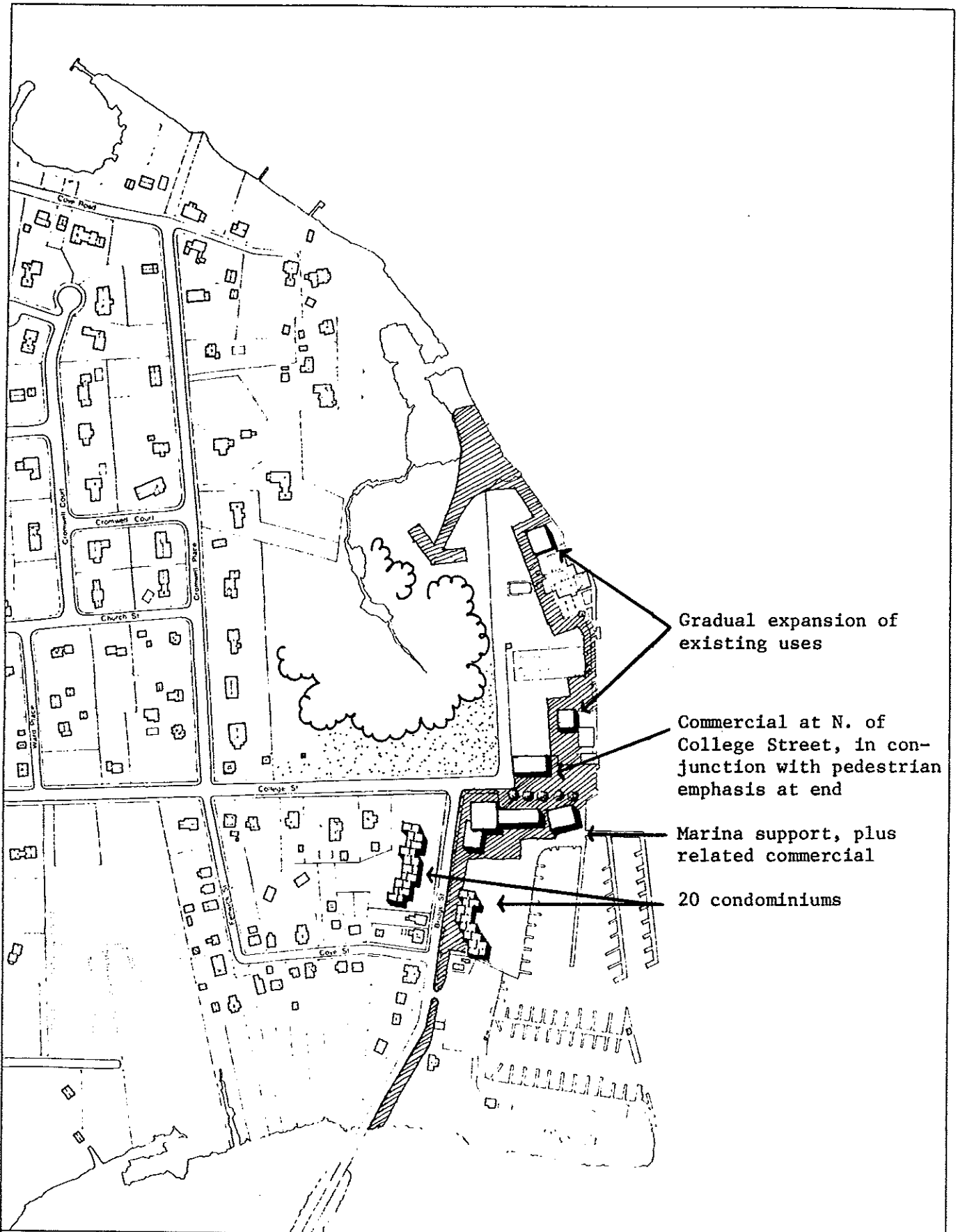


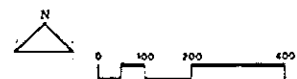
Figure 12

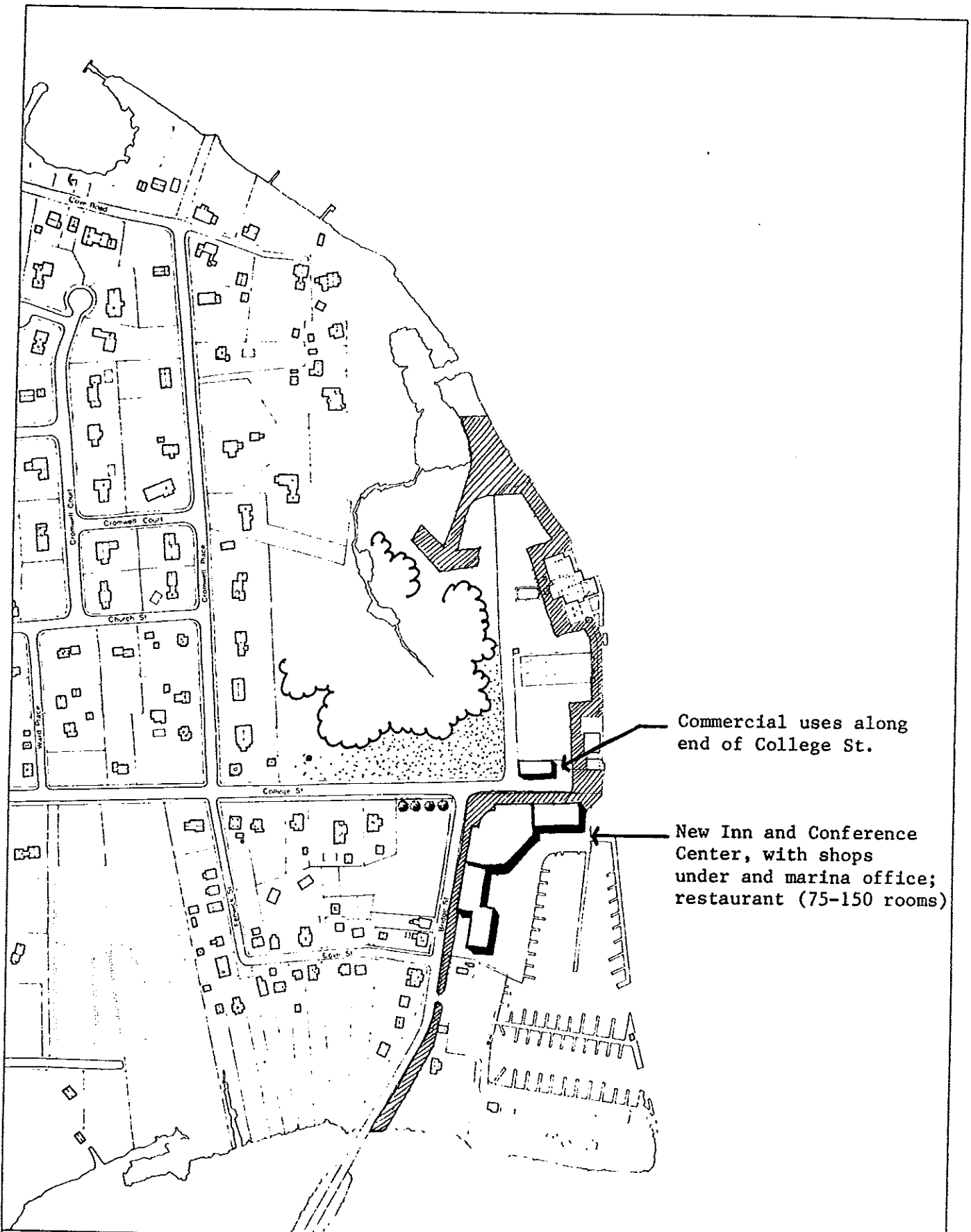
Saybrook Point

URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 3b
 Condominium and
 Mixed Use





Commercial uses along
end of College St.

New Inn and Conference
Center, with shops
under and marina office;
restaurant (75-150 rooms)

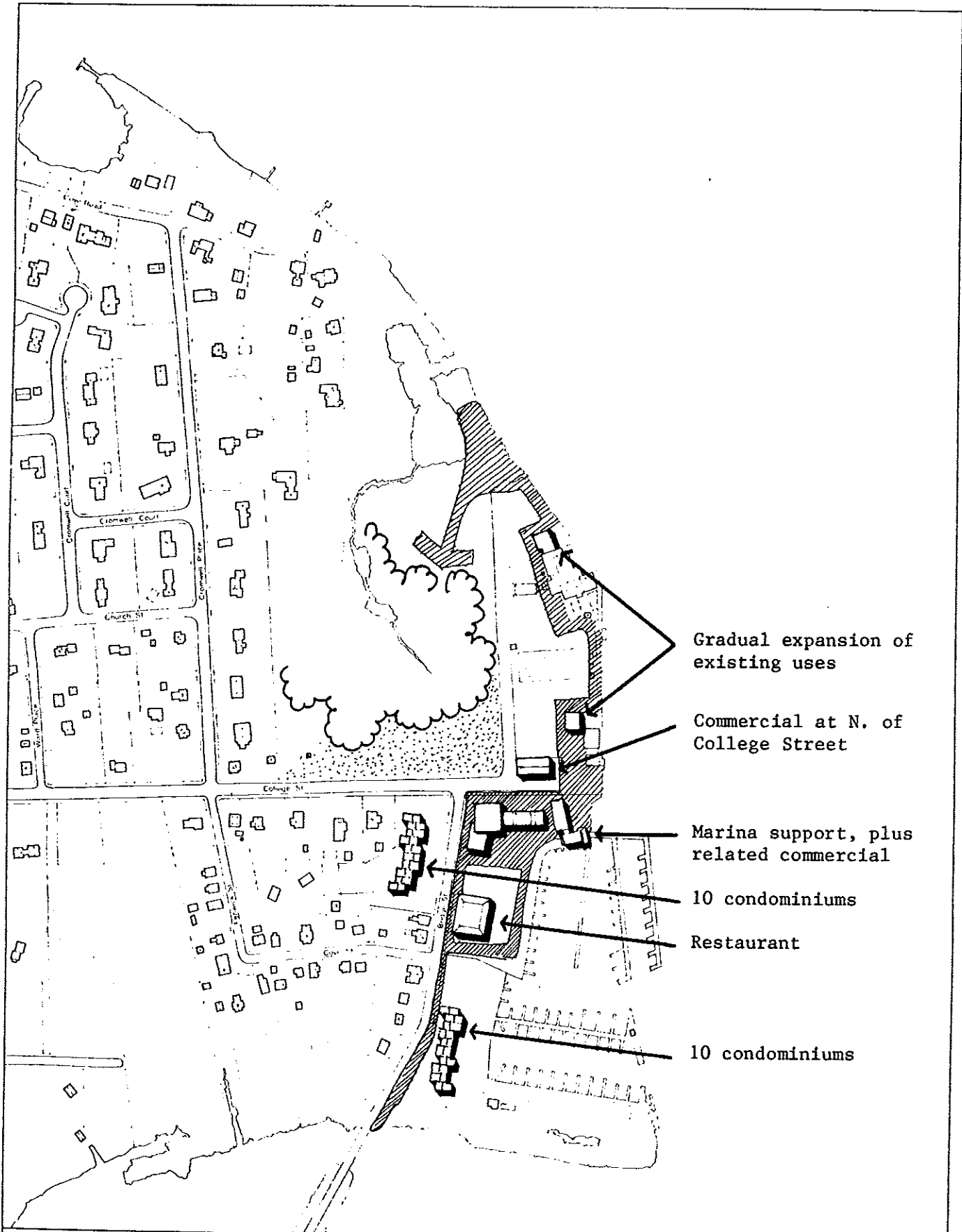
Saybrook Point

URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK:
Lane, Frenchman and Associates, Inc.

ALTERNATIVE 3c
Inn and Conference
Center

Figure 13





Gradual expansion of existing uses

Commercial at N. of College Street

Marina support, plus related commercial

10 condominiums

Restaurant

10 condominiums

Figure 14

Saybrook Point

URBAN DESIGN STUDY · PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 4a Limited Condominium



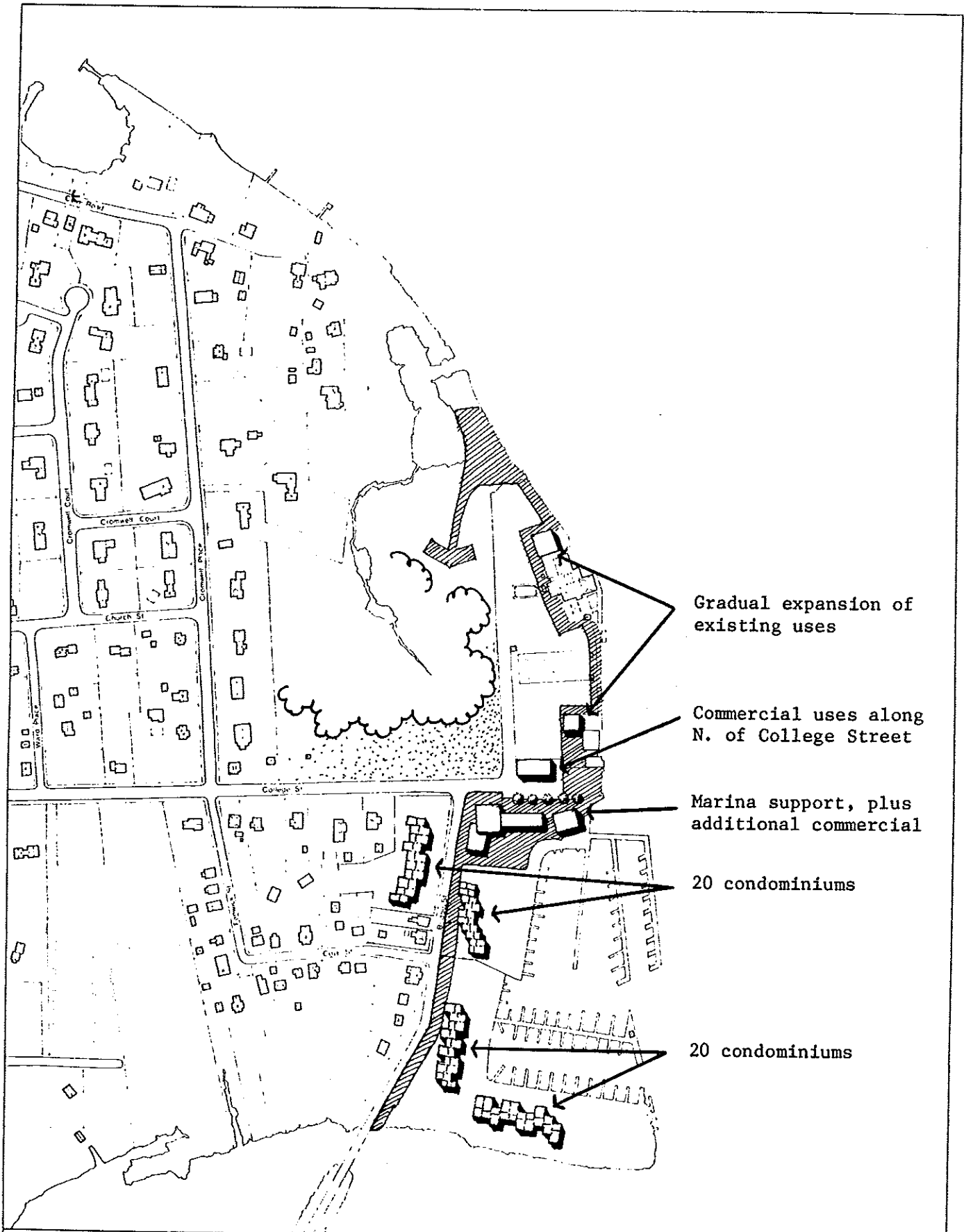


Figure 15

Saybrook Point

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.

ALTERNATIVE 4b
condominium and
mixed use



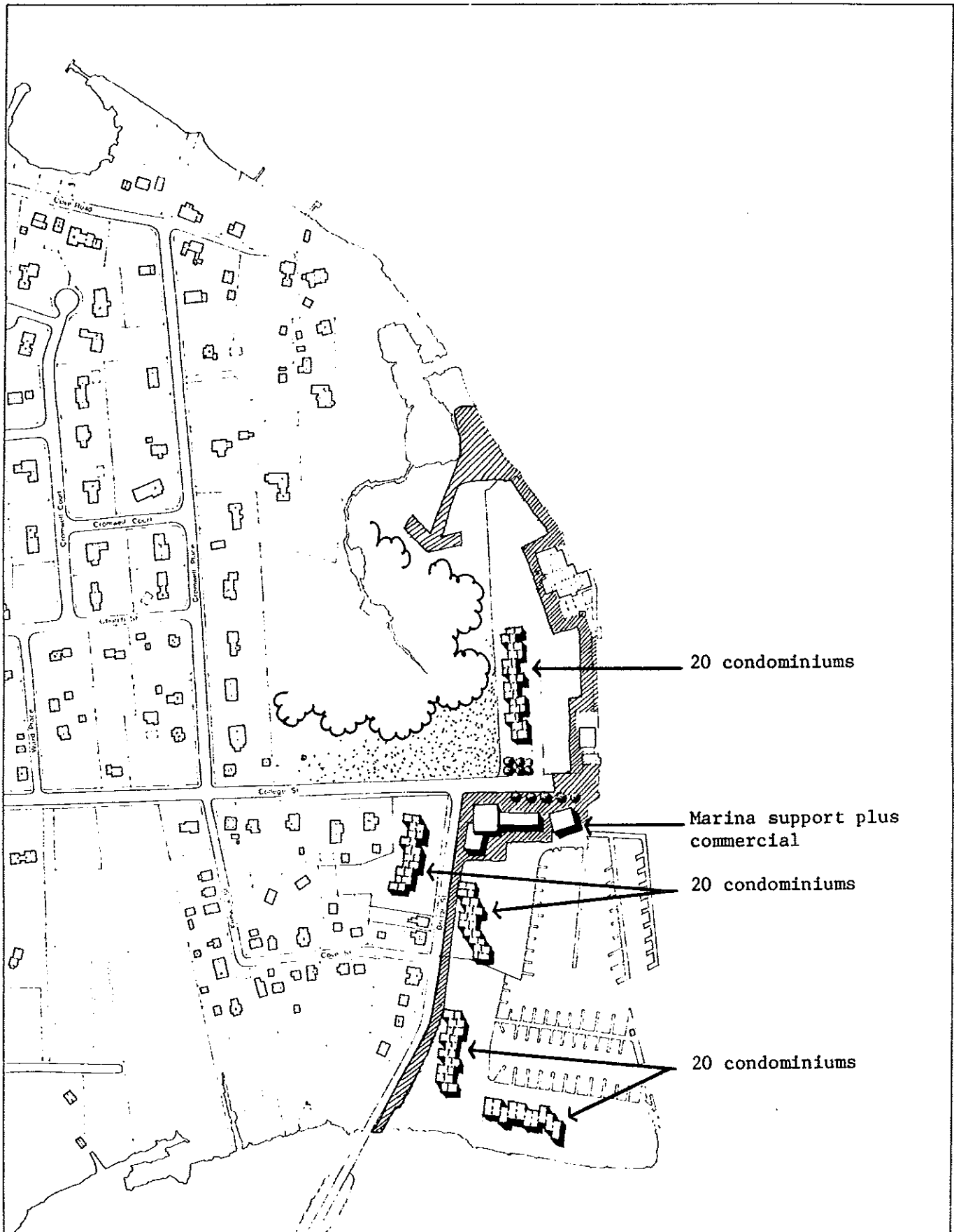


Figure 16

Saybrook Point

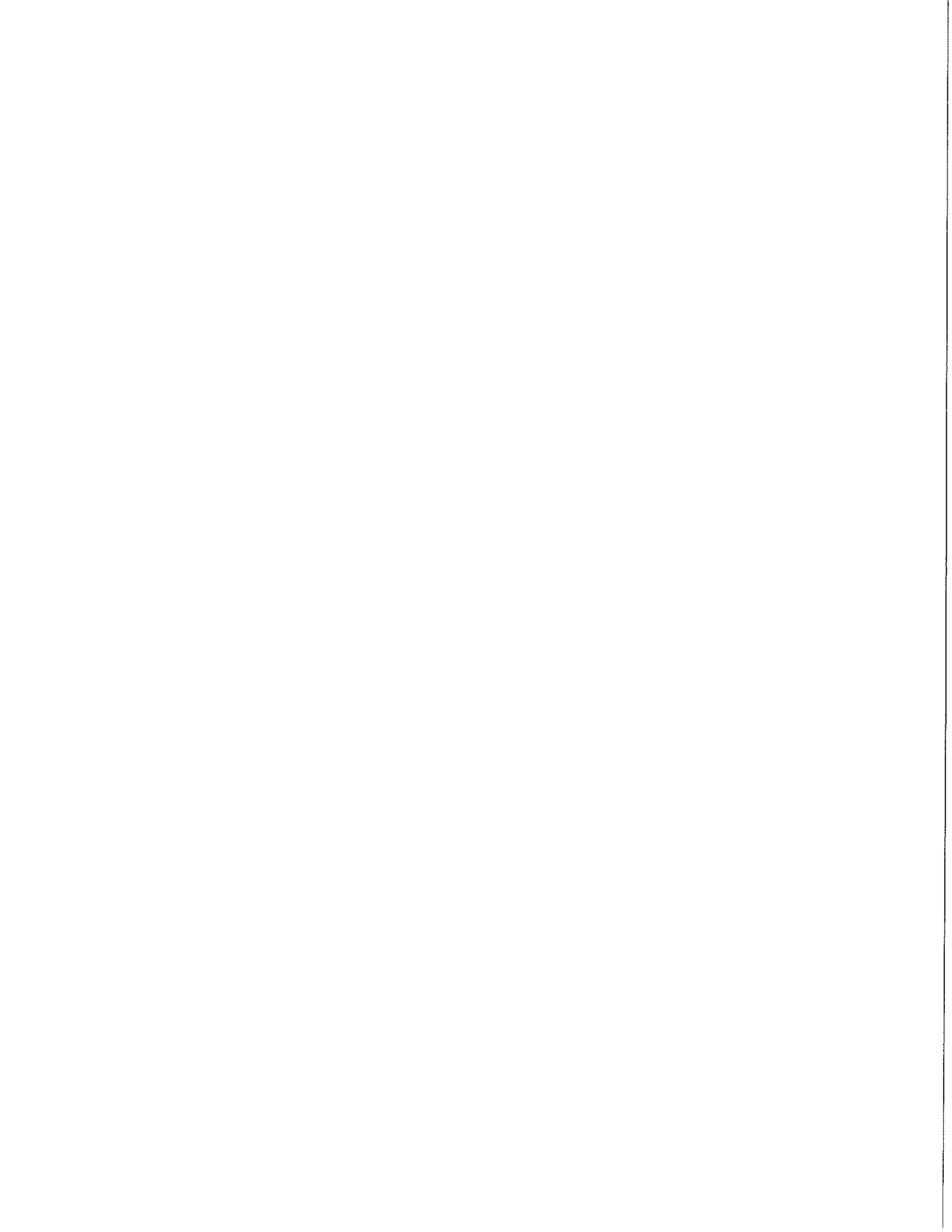
URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK

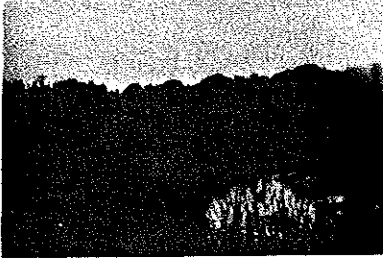
Lane, Frenchman and Associates, Inc.

ALTERNATIVE 5
condominium and
mixed use



Fort Saybrook Park





Except for a small formally planted segment with a statue of Lion Gardiner, the commander of the original fort, the site is unkept and overgrown.

The site designated as Fort Saybrook Park is an area north and east of the developed area of Saybrook Point containing approximately 17.8 acres of land. This parcel was at one time privately owned, and acquired by the New Haven Railroad for use in extending a branch line to Fenwick Point, c.1870. The ownership became public in 1925, first to a group of trustees, then, in 1940, to the State, and finally, in 1981, to the Town of Old Saybrook. Implicit in these transfers of the property was the condition that the land be used "for monumental park purposes only".

When the Town acquired this land, a committee was established to oversee its future. Archaeological studies were commenced in 1981, and a sub-committee was also established to initiate plans for the development of a park. The preliminary phases of that planning process have been incorporated within this study, to assure a more comprehensive scope to the plans.

A. SITE CHARACTERISTICS

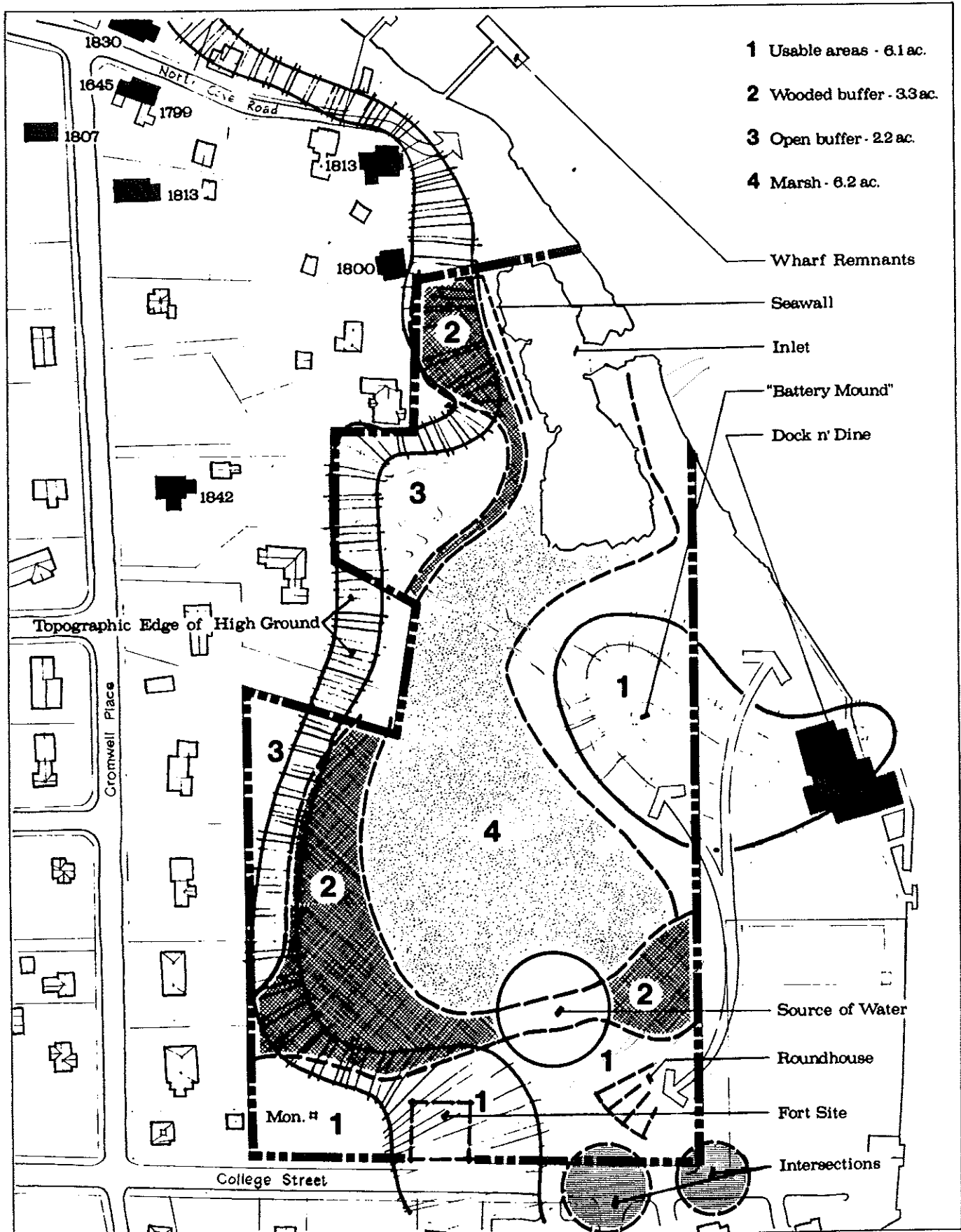
Of the 17.8 acres, there are four distinct "use" zones (see Figure 17):

- o Usable areas - 6.1 Acres -- of which there are three separate pieces. The first, in the southwest corner at the highest point of the site, is artificially closed in with planting and contains the monument to Lion Gardiner. Archaeological studies indicate this area has been filled three to four feet above original grade.

The second lies east along College Street, and is 8 - 10 feet lower in elevation. A significant portion of this area was excavated and removed for use as fill in the building of the original railroad causeways across North and South Coves in 1870. As a result, this area is much lower than it was originally, and there is no remaining topsoil. At the eastern corner of the area are the archaeological remains of the railroad's engine roundhouse, an interesting and unusual feature. This part of the site is important as a critical interface with traffic circulation and the adjoining land uses to the east and southeast.

The third is a relatively level area immediately west of the parking area serving the Dock n' Dine Restaurant. Apparently, this area also was excavated and used for fill. Early, pre-railroad photographs show the presence of a fairly high mound (called the "Battery") in this area. Soil characteristics are poor, and there is an abundance of second-growth vegetation occurring throughout. The area extends out along part of the old causeway north of the parking lot, forming a barrier beach to the inlet behind it.

In total, these areas contain most of the historic assets of the site, offer the only potential for use, and provide the Park's only access to the river.



- 1 Usable areas - 6.1 ac.
- 2 Wooded buffer - 3.3 ac.
- 3 Open buffer - 2.2 ac.
- 4 Marsh - 6.2 ac.

- Wharf Remnants
- Seawall
- Inlet
- "Battery Mound"
- Dock n' Dine

- Source of Water
- Roundhouse
- Fort Site
- Intersections

Figure 17

Saybrook Point

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK
 Lane, Frenchman and Associates, Inc.

EXISTING CONDITIONS
 AND HISTORICAL
 CONSIDERATIONS



- o Wooded buffer slopes - 3.3 Acres -- which separate the usable areas, in part from each other and from the marsh, wrapping around the lower marsh and extending north along the western side of the property. Much of this functions as a natural edge to the marsh and should not be disturbed. Removal of selected parts of this vegetation would open and enhance views of the river.
- o Open buffer areas - 2.2 Acres -- all of which adjoin the rear of residential lots on Cromwell Place. In some cases, they become a visual extension of their private grounds. Use of these areas would be difficult and undesirable, and should be discouraged.
- o Marsh and wetland - 6.2 Acres -- a distinct wet area of high natural quality on very unstable soil which should not be used except, perhaps, on the extreme periphery, and should be protected. This wetland apparently contained a fresh-water pond, which long since has eutrophied and disappeared. The marsh drains into an inlet, created artificially by being closed in by the railroad causeway. The inlet was at one time a shallow cove off the river. In more recent years, the inlet cut through the causeway, connecting it to the river, and slowing down further eutrophication.

B. HISTORIC CONSIDERATIONS

The presence of Fort Saybrook (1635) on this site is well-established. There were, apparently, several successive structures over a period of years in use up to, and through, the Civil War. The location is not precisely known, except that a study of the area's topography indicates that, prior to excavation, the area immediately northwest of the corner of College and Bridge Streets was a broadly sloping promontory commanding a magnificent view of the river. Added to that was the nearby presence of a fresh water supply. It is apparent that if any artifacts or remains existed, they were removed by excavation in more recent years.

An adjunct to the Fort, or perhaps a latter-day replacement of it, existed on the "Battery Mound", occupying roughly 4 acres of land, including most of the property of the Dock n' Dine. This mound may have been as much as 20 feet above sea level, but it was somewhat isolated from the community and exposed to the elements. It was entirely removed during railroad construction.

The presence of fresh water enhanced the location of the railroad's engine roundhouse and turntable in the southeast corner of the site. Such a facility would not have been contemplated without the water source. There was at least one, perhaps two, elevated water towers in the immediate vicinity.

At the edge of the inlet near the northern end of the site are the remains of a substantial stone seawall, further in-

dicating that the inlet was a cove open to the river, probably providing docking access for adjacent houses.

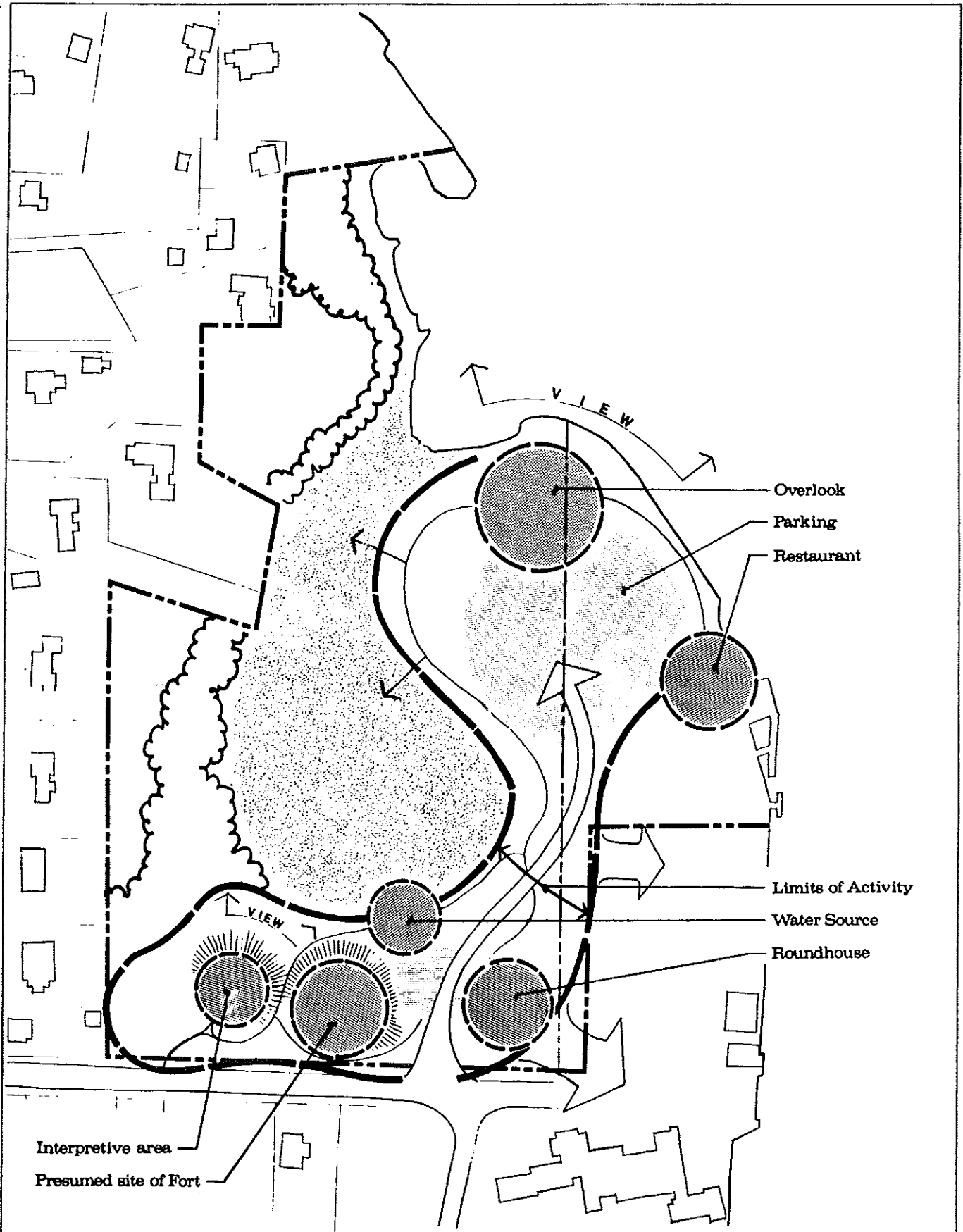
Farther north along the river, outside the site, are the remains of a coal pocket wharf, indicating extensive active use of the foot of North Cove Road as a landing depot. Indeed, the early settlement of the Point concentrated along North Cove Road and its waterfront, sheltered as it was from offshore storms. This density of use contrasted significantly with the lack of activity, until more recent years, in the vicinity of the original Fort site. There are over 20 historic houses along North Cove, ranging in age from 140 to over 300 years old. Three of these adjoin the Park property, and another half-dozen are close by the northern end of the site.

C. DESIGN CONCEPT

Lacking tangible remains of a fort, the design approach for the property must reflect the importance of the site as the location of the Town's original settlement and the archaeological remnants which provide a means to understand the changing functions of Saybrook Point from the 17th century to the present. Clearly, the future use of the site and the surrounding area will benefit from its natural and scenic values. As a means for providing public access to the riverfront in Old Saybrook, the Park offers an unique opportunity. A diagram which illustrates the basic functional concept for the entire site is presented in Figure 18.

In developing this basic concept, the Planning Sub-Committee took especial note of public comments made by William G. Winterer, new owner of the Dock n' Dine, in which he encouraged blending park use with his own land use. Use of the Dock n' Dine property became an essential part of the design concept. The combined properties are important in order to:

- o Provide integrated access to both usable park areas and the riverfront;
- o Strengthen the connection between the usable area without disrupting the marsh;
- o Create a central focal point of ultimate interest -- visual and physical contact with the river -- which gives the visitor a sense of direction and destination upon entering the park;
- o Provide over 350 parking spaces in an attractive setting for common use by the park and restaurant (which now has a maximum 240 unsightly spaces);
- o Place the restaurant within the milieu of the park -- a kind of "Tavern-on-the-Green" approach -- setting a precedent which can be encouraged to expand and include all existing or contemplated commercial activities to unify all of Saybrook Point within a single design framework.



Overlook
 Parking
 Restaurant
 Limits of Activity
 Water Source
 Roundhouse

Interpretive area
 Presumed site of Fort

Figure 18

Saybrook Point

CONCEPTUAL DIAGRAM

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W.H. STEWART
 Landscape Architect · Site Planner
 P.O. Box 21, Granby, Connecticut

The proposed site plan for the park is shown in Figure 19. The entrance to the park is created at the intersection of College and Bridge Streets in an attempt to simplify intersectional friction. A small parking area is provided near the entrance, central to the historic features which are concentrated along College Street, so as to keep the street and intersection free of parked cars.

The historic story of Saybrook Point would be preserved in a series of low-key exhibits and interpretive displays. These would include the probable site of the Fort -- potentially at, or near, its original elevation to remind visitors of its strategic and pleasing view; the monument to Lion Gardiner, reoriented to recapture the significance of the topography of the Point; and the remains of the railroad's extensive engine roundhouse.

The proposed park driveway -- a 25 foot wide, two-way road -- winds gracefully into the erstwhile "Battery" area, crossing over a newly developed extension of the marsh, past a well landscaped common parking area, to a turn around overlook point. Much of the old railroad causeway -- cost permitting -- would be removed, opening up the inlet to its former "cove" status, simultaneously providing fill for earthwork elsewhere and flushing out the inlet. The turn-around becomes the ultimate focal point and destination for the visitor, with a splendid view up and across the river.

A dock constructed outside the existing seawall, with repeated points of access through it, permit direct river contact and a walking perimeter, leading back to, around and beyond the restaurant. Walks also lead back along the marsh, across a corner of it on a boardwalk, linking the southern part of the park. These walks create quiet areas with continuous views of the marsh and its wildlife.

The whole aspect of the design of the park is of a passive, gentle nature, emphasizing its natural features and Old Saybrook's relation to them throughout history.

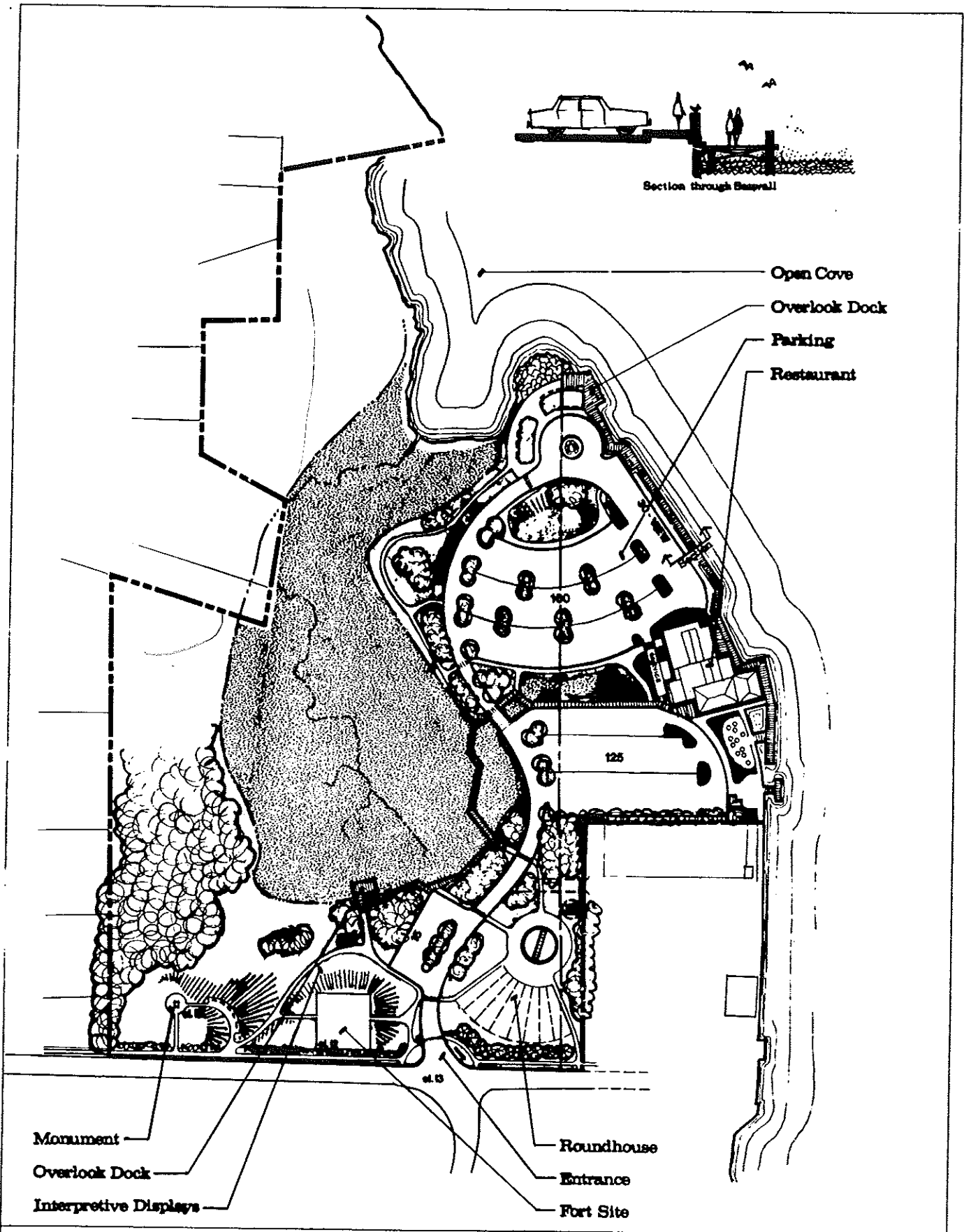


Figure 19

Saybrook Point

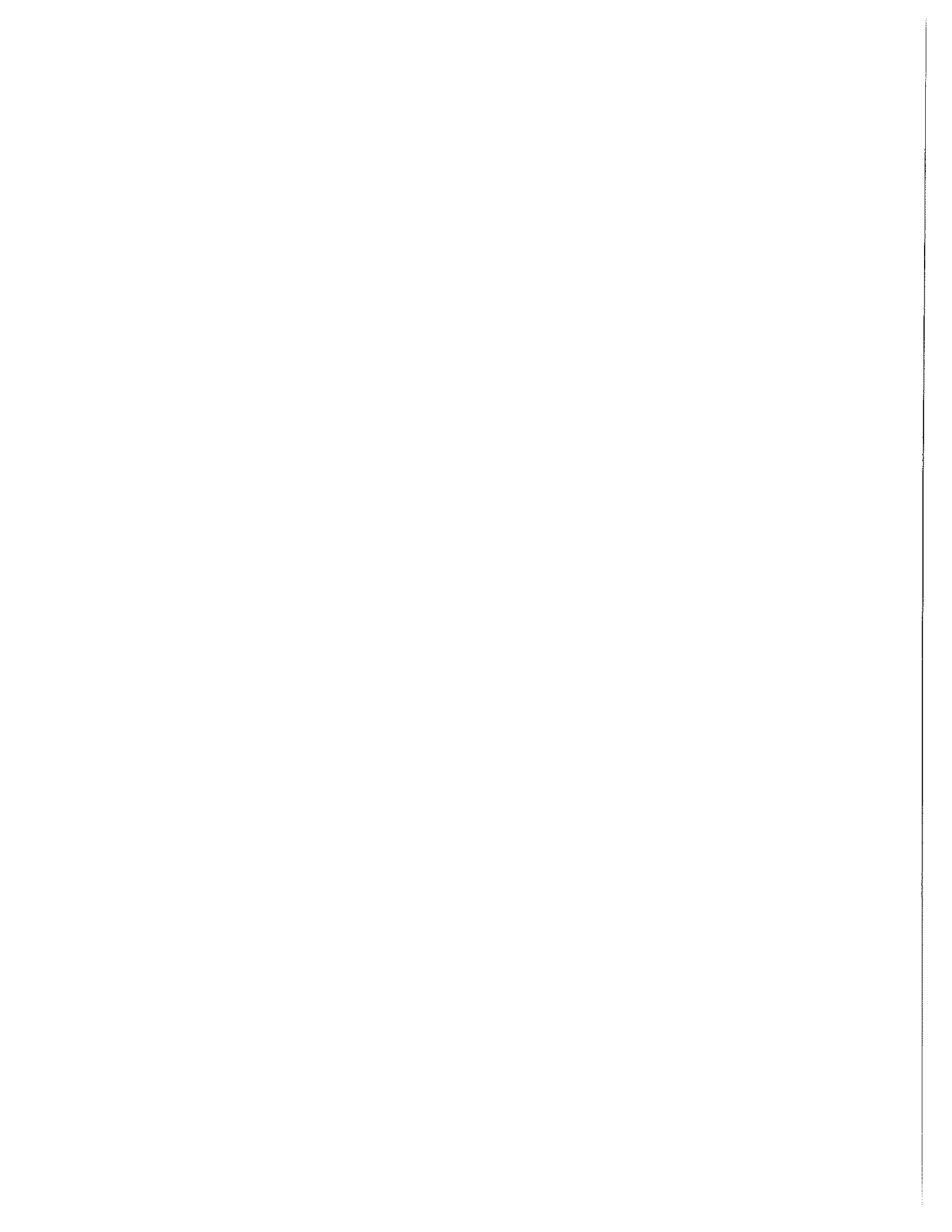
URBAN DESIGN STUDY • PREPARED FOR THE TOWN OF OLD SAYBROOK:

PRELIMINARY
DESIGN PLAN

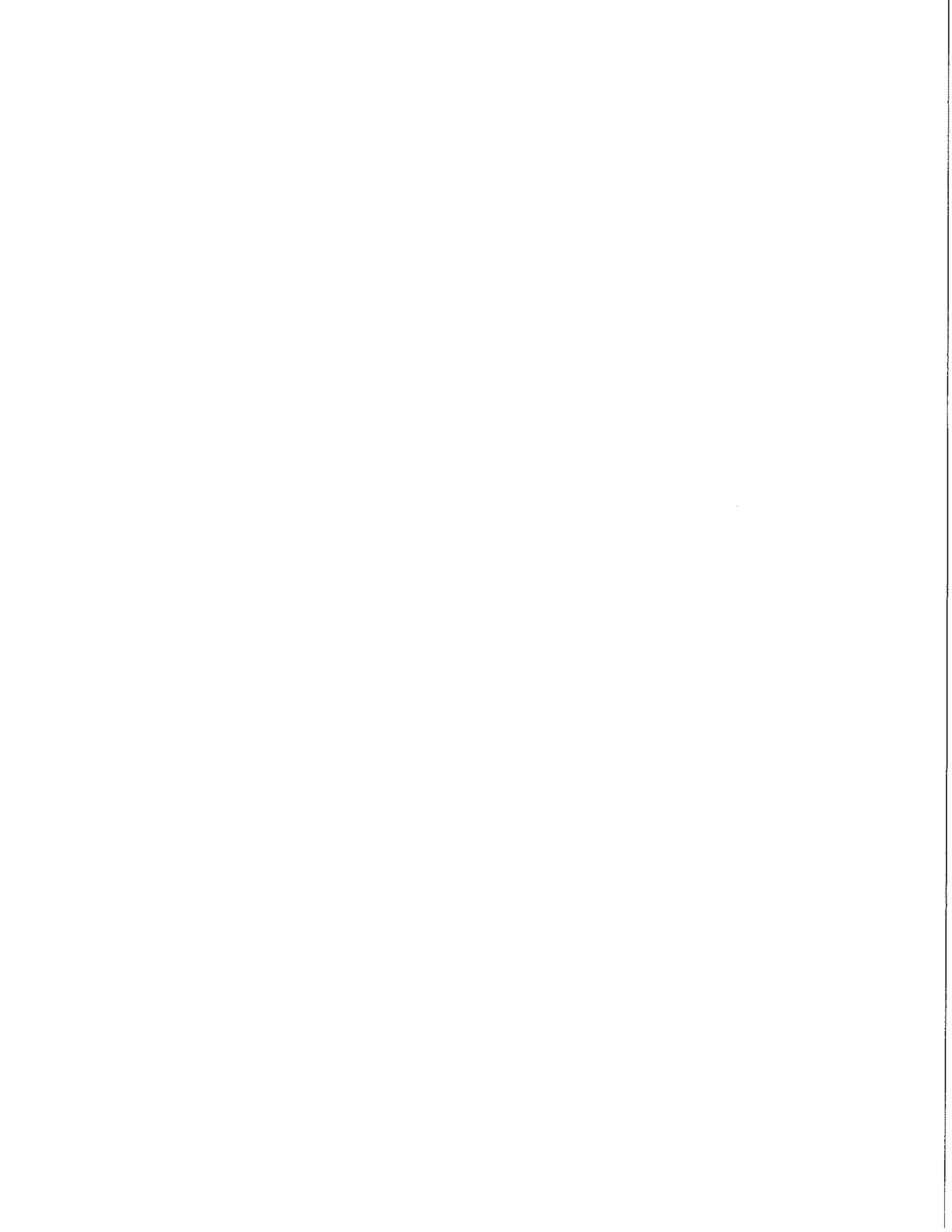
Lane, Frenchman and Associates, Inc.



W.H. STEWART
Landscape Architect Site Planner
PO Box 21, Granby, Connecticut



Recommendations



The foregoing materials have been reviewed in detail by the Saybrook Point Committee. Additionally, two working sessions were held with the committee to derive a consensus policy towards the study area. A common view, shared by all participants, was that the Saybrook Point area has unique historic, environmental, and visual qualities which should be recognized and protected by the Town. For this reason, it is recommended that Saybrook Point be designated a special planning and development area, and that the Town Plan of Development and Zoning ordinance be modified accordingly. The boundary of this area is indicated in Figure 20, and includes the easternmost extremity of the Point, including the entirety of Fort Saybrook Park, and properties to the west of Bridge Street. Three sub-areas are defined:

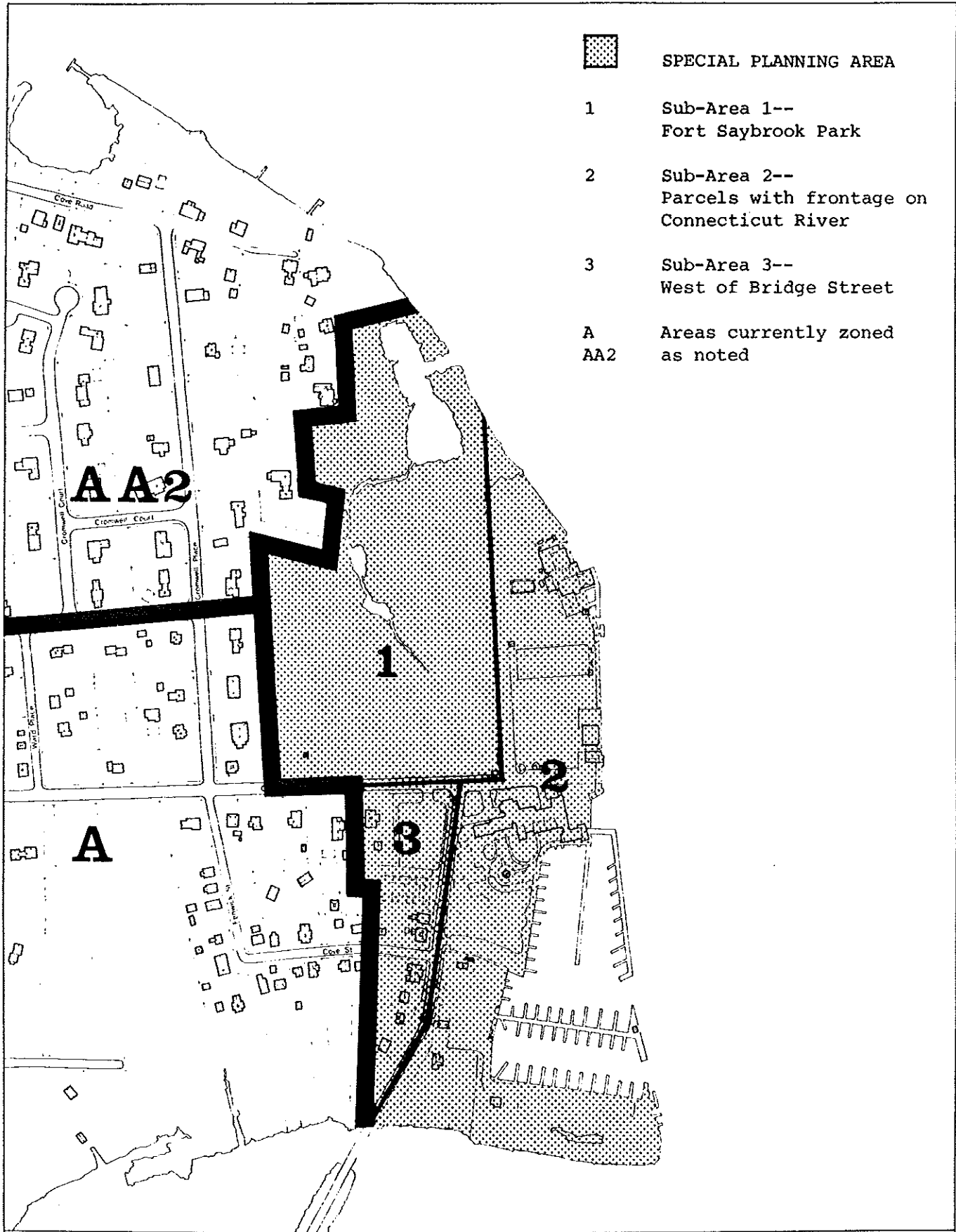
- o Sub-area 1 -- is the Town-owned portion of proposed Fort Saybrook Park, which is a unique historical and recreational resource for the Town which will provide passive recreational space and expanded access to the River.
- o Sub-area 2 -- is property which fronts directly on the Connecticut River. In this area, development and use should be encouraged which meets State Coastal Area Management policies, maintains views of the River, makes appropriate use of the River for water dependent activities, and is appropriately designed regarding flood hazard and on-site waste disposal.
- o Sub-area 3 -- is the edge of the Saybrook Point residential community, where use and development should be encouraged to complete the neighborhood edge, and to respond appropriately to the unique circumstances of substantial traffic on Route 154 and the close-by relationship to the River.

The use and design of each sub-area should respond to the above-cited characteristics, but the Town should attempt to maximize the protection and enhancement of the important natural, historic, and visual assets which characterize the area as a whole.

A. PLANNING OBJECTIVES

The following major planning objectives are recommended for the Saybrook Point area:

- (X) o land use, as well as building and site design, to protect the historic visual and functional relationship of Saybrook Point to the Connecticut River, and to maximize public use and enjoyment of the River edge;
- (X) o protection of important archaeological resources on the Fort Saybrook site and improvement of its usability and attractiveness for public recreational use;
- o cooperative public and private design of a network of pe-



 SPECIAL PLANNING AREA

1 Sub-Area 1--
Fort Saybrook Park

2 Sub-Area 2--
Parcels with frontage on
Connecticut River

3 Sub-Area 3--
West of Bridge Street

A Areas currently zoned
AA2 as noted

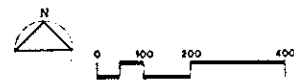
Figure 20

Saybrook Point

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SAYBROOK POINT PLANNING AND DEVELOPMENT AREA



pedestrian spaces along the River's edge and between the Fort site and the River;

- o appropriate use of land on the River edge, with priority given to retention and expansion of water-dependent uses, as well as uses which have a "public" character;
- o land and building development which will be compatible with the residential neighborhoods to the west edge of the study area;
- o improvement of traffic flow along Route 154 and mitigation of seasonal congestion caused by traffic destined for the Point;
- o protection of environmentally sensitive areas, including estuaries, wetlands, and water courses;
- o development intensity that is commensurate with the septic capacity of the land, as well as building and site design which comply with flood plain district requirements;
- o building and site design which complement the historic qualities of Saybrook Point, and which are consistent with its New England seacoast village character.

B. DESIGN FRAMEWORK

Figure 21 summarizes the overall design concept which is recommended to achieve the objectives relating to public use and enjoyment of the Riverfront in the study area including:

- o Strong linkage of the Fort Saybrook Park site to the River. Linkages via College and Bridge Streets would use the existing pedestrian sidewalks, improved and expanded to insure views of the water and a pleasant pedestrian environment. Linkages would also be encouraged across private property, in cooperation with individual owners. One model for such a program was described in the previous chapter, where cooperative arrangements with the owner of the Dock 'n Dine are envisioned to create portions of Fort Saybrook Park. Hopefully, similar approaches can be pursued with other owners.
- o Creation of three centers of public activity at the River's edge for fishing, walking, sightseeing, and general recreation use. Each of these areas would require initiative on the part of the Town to arrange for coordinated design and implementation. The first area would be at the cove, near the "Battery" area at the north edge of Fort Saybrook Park. This area would be improved as part of the Park development, and would be made accessible via the pedestrian trail system within the Park. The second area would be the end of College Street, which could be substantially pedestrianized and landscaped to create an appropriate terminus for the Point and to expand space available for fishing and recreational users. The third

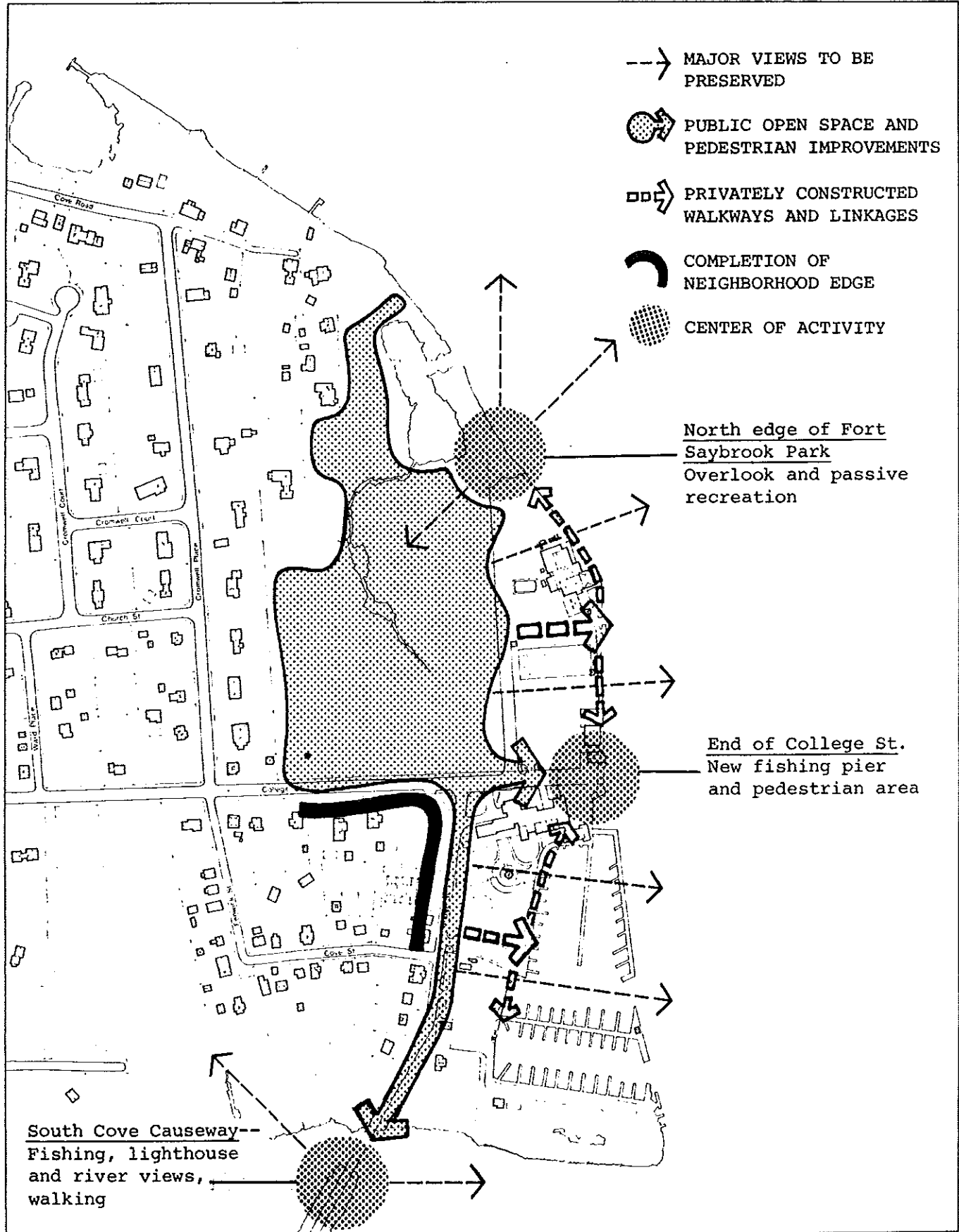


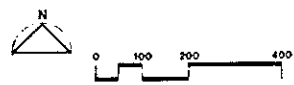
Figure 21

Saybrook Point

DESIGN FRAMEWORK

URBAN DESIGN STUDY PREPARED FOR THE TOWN OF OLD SAYBROOK

Lane, Frenchman and Associates, Inc.



area would be the Bridge Street causeway, at the edge of the South Cove. To make this area safely accessible will require a widening of Bridge Street at the north end of the causeway to add a sidewalk.

- o Development, through private owner cooperation, of a River edge walkway linking the three major public activity spaces. Such a walkway, if appropriately designed, can be of assistance in generating activity in support of existing and future businesses on the Point. Additional linkages to the primary open space and walkway system should also be encouraged at the "seams" between properties.
- o Preservation of easterly views of the River across waterfront property, especially from Bridge Street and from Fort Saybrook Park.
- o Development of the vacant parcel at the corner of Bridge and College Streets in a way which complements the neighborhood and defines that important corner.
- o Encouragement of private development which reinforces the above framework. For the area west of Bridge Street, development should be compatible with the adjacent neighborhood. For the parcels with frontage on the River, water-dependent uses should be encouraged, with second priority to types of uses which retain a "public" character, and can be developed in such a manner as to comply with and reinforce the overall design concept for the study area.

C. RECOMMENDED USES

Table 4 presents use recommendations at Saybrook Point, which have the following emphasis:

- o For Sub-Area 1, priority should be given to park use, although joint use would be allowed with parcels in Area 2, if such proposals are part of the comprehensive improvement plan for Fort Saybrook Park.
- o For Sub-Area 2, priority should be given to water-dependent uses and uses creating public access to the riverfront. Uses not open to the public -- such as housing -- would not be permitted.
- o For Sub-Area 3, priority should be given to residential uses which could complete the neighborhood, although uses accessory to development in Sub-Area 2 would be permitted.

D. DEVELOPMENT GUIDELINES

The following types of guidelines are recommended to insure that individual properties are appropriately developed:

- o Vehicular Access -- to minimize conflicts and congestion to appropriate location of parking;

TABLE 4: USE GUIDELINES

	<u>Area 1</u>	<u>Area 2</u>	<u>Area 3</u>
o Single-family dwelling	X	X	P
o Two-family dwelling	X	X	P
o Parks, open space, lands, and other facilities of the Town of Old Saybrook	P	A	A
o Condominium dwellings	X	X	A *
o Docks, wharves, and slip basins for pleasure or excursion boats	X	P	X
o Boat sales, repair or servicing; excluding exterior boat storage or bulk storage of fuel	X	A	X
o River-edge walkways and parks	P	P	X
o Retail stores	X	(A)	X
o Business and professional offices	X	(A)	X
o Restaurants (sit-down) and other beverage service establishments	X	(A)	X
o Marine research laboratories	X	A	X
o Hotels and Inns	X	(A)	X
o Other marine-related businesses	X	P	X
o Accessory uses to other preferred or acceptable uses	A **	A	A **

KEY:

P Preferred

A Acceptable

(A) Acceptable when in support of or related to a preferred use within the sub-area

X Excluded

NOTES:

* On parcels of 1 acre minimum, at a density not to exceed eight (8) bedrooms per acre of soil with an average seepage rate of one (1) inch in ten (10) minutes

** May include accessory uses to a use within Sub-area 2

- o Pedestrian Access -- to improve the amount and quality of public pedestrian space and to encourage cooperative improvements on private property;
- o Building Restrictions -- to require development of appropriate size, scale, and density; and to protect important rights of way for access and view corridors;
- o Design Quality -- to encourage building and site development which respects and enhances the historic qualities of the community and the visual attributes of the site.

Vehicular Access

Guidelines for vehicular access are shown in Figure 22, and include:

- o Orientation of major vehicular access to Fort Saybrook Park via a new roadway, located approximately opposite Bridge Street. This will simplify turning movements, eliminate conflicts, and will also serve the Dock n' Dine restaurant to the north edge of the Point.
- o Creation of two turn arounds for "sightseeing" traffic: the first would be at the north edge of Fort Saybrook; the second would be at College Street, just past the Bridge Street intersection. These would expand the choices available to recreational users of the Point, and will eliminate a major source of confusion and congestion.
- o Limiting traffic at the extreme end of College Street to businesses which abut the street. Such a traffic restriction would enable a partial pedestrianization of the end of Bridge Street.
- o Limiting curb-cuts on Bridge Street to eliminate entry/exit traffic to the Saybrook Point Marina property near the College Street intersection. This would increase safety and also minimize turning conflicts.

Pedestrian Access

Guidelines for pedestrian access are shown in Figure 23, and include:

- o public improvement of a network of pedestrian trails within Fort Saybrook Park including spaces along College Street and at the north edge of the park at the River edge;
- o expansion of pedestrian space at the end of College Street, including Town-assisted construction of a modest fishing pier;
- o creation of a pedestrian path along the eastern edge of Bridge Street and linking to the easterly side of the

*why fishing
in this
area -
use 100' and
10' path
for fishing
75'*

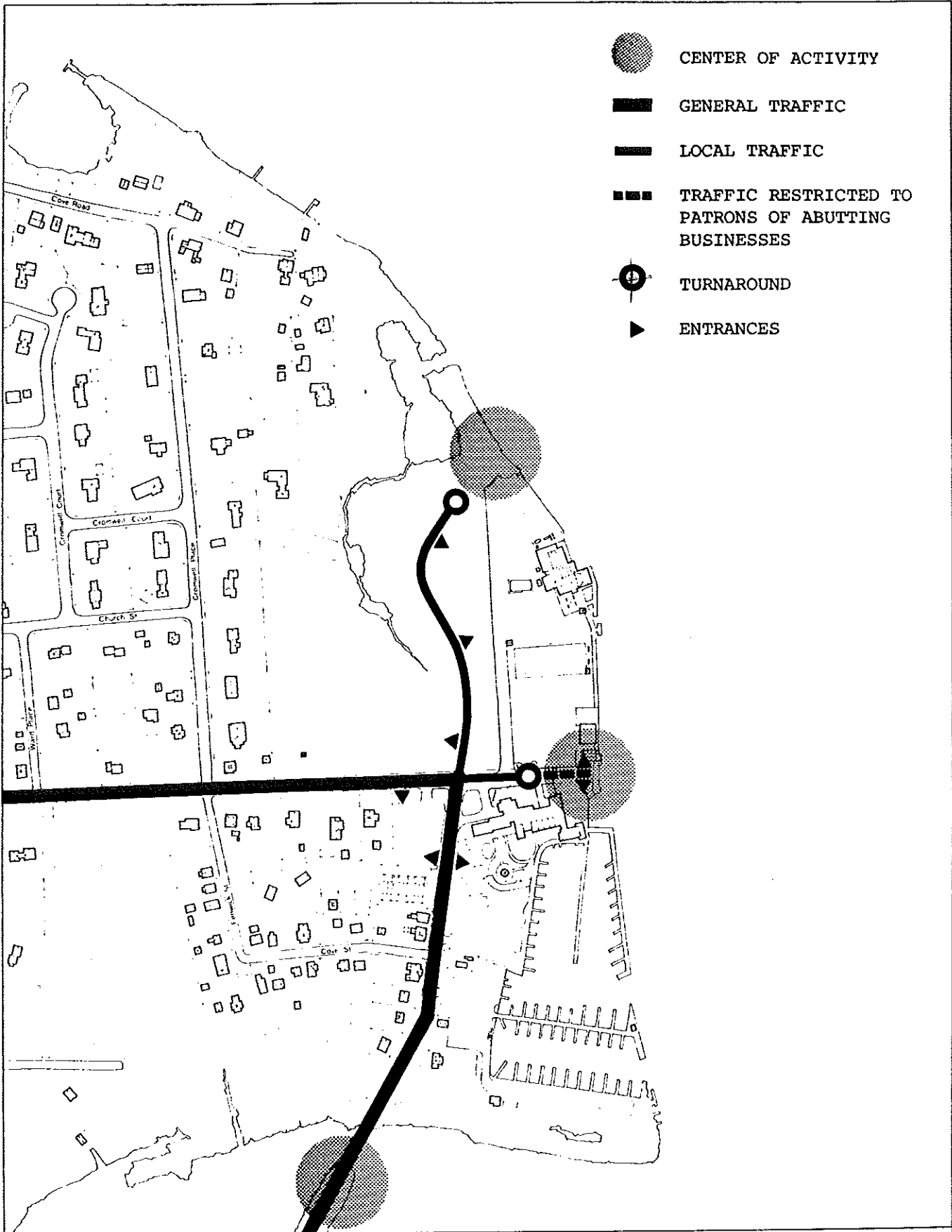


Figure 22

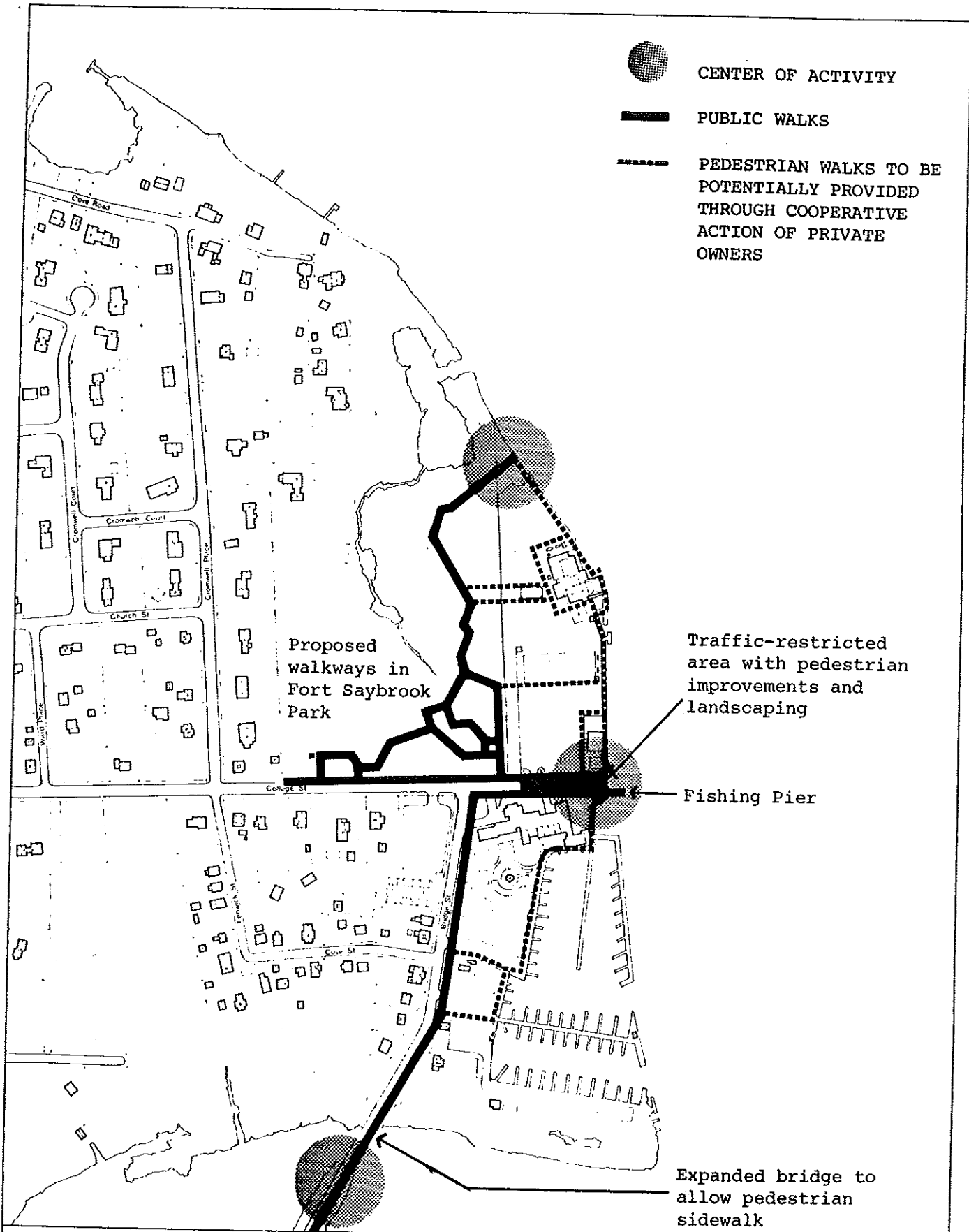
Saybrook Point

VEHICULAR ACCESS

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Saybrook Point

PEDESTRIAN ACCESS

Figure 23

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South Cove causeway, to make this popular recreational fishing spot safely accessible;

- o encouragement of privately sponsored and constructed walkways along the River edge. In the future, with the 50 foot setback restrictions of the Connecticut River Gateway, the immediate River edge could and should be made accessible to the public where possible without detriment to private property uses.
- o encouragement of east-west open space linkages from the Fort Saybrook Park to the River. The first of these is shown (see Chapter 5) at the front of the Dock n' Dine as part of the cooperative improvements between the owner and the Town. Other similar walks could be developed along the north side of College Street and adjacent to the miniature golf course.

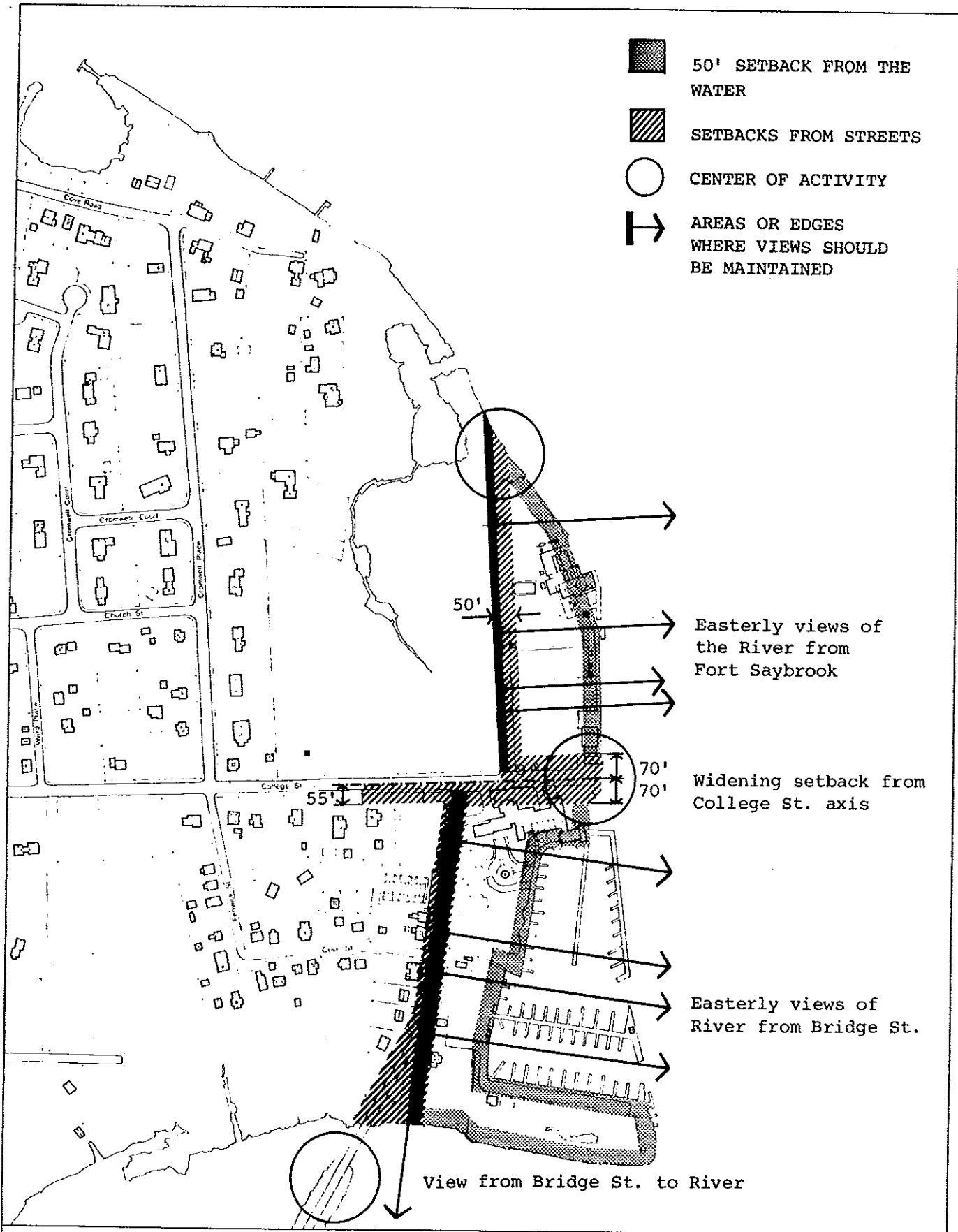
Building Restrictions

Major restrictions, above and beyond conventional Town requirements for on-site septic and flood hazard are partially shown on Figure 24 and include:

- o 50 foot setback from the Connecticut River edge. This is required by the Gateway Commission; structures would be allowed in this zone only when essential to the function of a water dependent use;
- o Expanded setback from College Street to insure open views of the River and to expand the potential for pedestrian activities at the foot of College Street;
- o Maintenance of view corridors, looking easterly towards the River from Bridge Street and Fort Saybrook. These would require that at least 40% of the view of the River from these property edges remain unobstructed by buildings, fences or plantings over 4 feet high;
- o Maintenance of a view easement along Bridge Street towards the north of the River and South Cove. This would affect the southernmost property in Zone 2;
- o Key building and lot standard recommendations are presented in Table 5.

Design Quality Guidelines

The general character of development at Saybrook Point should be consistent with typical New England seacoast architecture. Historic structures on Saybrook Point represent a wide variety of architectural styles and materials. The intent of the guidelines is to capture the flavor of earlier structures and styles, but not to reproduce any particular period or type of architecture. Future development on the Point should be of a consistent character, so as to rein-



Saybrook Point

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BUILDING RESTRICTIONS

Figure 24

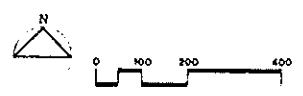


TABLE 5: BUILDING AND LOT STANDARDS

	<u>Area 1</u>	<u>Area 2</u>	<u>Area 3</u>
Minimum Lot Area			
o served by water	NA	20,000	20,000
o not served	NA	40,000	40,000
Minimum Dimension of Square			
o served by water	NA	100'	100'
o not served	NA	150'	150'
Minimum Frontage	NA	50'	50'
Minimum Width Along Building Line	NA	--	100'
Maximum Number of Stories	2 1/2	2 1/2	2 1/2
Maximum Height	35'	35'	35'
Setbacks			
o from centerline of College Street	55'	70'	55'
o from Bridge Street	NA	25'	25'
o River edge	50'	50'	50'
o From Fort Saybrook	NA	50'	NA
o Other	15'	15'	15'
Bulk and Coverage			
o maximum floor area	NA	80%	40%
o maximum ground coverage	NA	40%	20%

NA -- Not Applicable

force a general sense of unity and scale which respects and enhances the historical and visual quality of the site. However, it is recognized that buildings will be new structures, and must respond, within the stated constraints, to contemporary space use and functional requirements. The guidelines below represent a range of architectural elements which, if consistently followed, will foster an architectural unity at the point which also responds to current and future building realities.

Buildings

The form of buildings should be carefully controlled by design to avoid creation of structures which overwhelm the nearby residential architecture. Specific means to achieve this may include:

- o avoidance of excessively long and simple structures which are out of character with nearby architecture, (e.g., long storage sheds).
- o conscious variation of both plan and building height to create a variety, and breakdown the mass of large structures. The use of dormers or roof terraces can also contribute to breaking down the scale of large structures.
- o structures of less than 75 feet in length are preferred. Where structures must exceed that length for functional reasons their form should be varied to minimize their bulk and mass.
- o as a general rule, building floor plans should be designed on a rectilinear grid, which is typical of the architecture of the Point. Other geometries, such as angles less than 90 degrees or curves are not encouraged, except in unusual circumstances where they may be used to distinguish focal buildings or key features.
- o differences in interior functions should be emphasized by changes in the exterior form. Modern construction often results in structures which are larger and more horizontal in form than typical New England villages. For this reason, careful articulation of buildings, is essential. Individual shop areas, dwelling units, or entrances can be defined by projecting or recessing the facade and by varying roof height.

Walls should be designed with consistent use of materials, details, and colors. In general, one wall material should predominate in buildings. A second material may be used in selected structures or to accent significant features. Acceptable wall treatments include:

- o Horizontal clapboard siding spaced at 4" with corner boards and sillboards. Vertical board and batten sidings or textured plywood are not acceptable.

- o Shingles, similar to those used in typical Old Saybrook structures.
- o A limited palette of colors. In general, no more than two colors should be used on a single building -- one for the walls, the other for trim. Not more than two combinations of wall and trim colors should be used within a group of related structures. Muted colors should be used for the walls. Typical acceptable wall colors might include dark brown, barn red, yellow ochre, dark green, deep buff, pale yellow, off white, soft beige, and a range of greys. In general, trim colors should be either the same as the wall color or lighter, with white or off-white to be preferred.

Roof design and variation can unify and add character to buildings on a single parcel. Typical New England roofs are almost always pitched. Guidelines are as follows:

- o Gabled, or shed roofs should predominate, although hipped or gambrel roofs are acceptable. All roof types should be completely articulated, with cornices and/or eaves appropriately scaled to the structure.
- o Mechanical equipment should not be exposed on roof tops, but should be incorporated into the design of buildings.
- o Dormers are acceptable to provide light and space for interior functions.
- o Cupolas, towers and other roof projections are acceptable if they perform a logical function, such as to provide a focal point within a group of structures, or at the end of a vista. Such features should not be used randomly as decorative elements.
- o Acceptable roofing materials are standard stone impregnated asphalt shingles, slate, or a comparable alternate. No tile or split cedar shingles should be used.
- o Roofs should be dark or neutral in color so as not to compete with the remainder of the building. Light roof colors are not acceptable.

Openings in walls should be designed to enhance a humane and consistent scale for the architecture of the Point:

- o A consistent rhythm and scale of doors and windows should be maintained for each group of buildings.
- o In general, glazing and wall openings should be kept simple and rectangular, but circles, arches or other shapes can be used at selected locations to emphasize entrances, passageways, and other important features.
- o Wooden door and window frames are most appropriate. Aluminum frames, sash, and mullions are acceptable, but only if anodized to a dark or neutral color. Natural aluminum finishes are not acceptable.

Arcades should be considered where functionally appropriate to provide permanent cover between closely spaced buildings and to encourage pedestrian traffic in inclement weather:

- o Where buildings are less than 30 feet apart and serve a retail function, arcades should extend between them.
- o Arcades incorporated within the form of a building are preferred. However, freestanding arcades are permissible if compatible in design and material with adjacent structures.

Site Design

Paving -- In general, paving should be commensurate with its function and level of use:

- o All roads, driveways, and paving areas should be of bituminous paving. The use of porous asphalt is encouraged as a method to minimize runoff. Curbs should be of granite. Bituminous or concrete curbing are not encouraged.
- o Primary walkways should be of concrete, unit pavers, stone, or brick. The use of brick is encouraged for the river edge walk and for connections between this walk and Bridge Street or Fort Saybrook Park. Timber boardwalks are also acceptable for walkways through marshy areas or at the River edge.
- o Secondary walkways should be of concrete in developed areas and may be of bituminous material in open space areas. In less heavily used areas, wood chips or crushed stone are acceptable.

Planting -- In general, planting should define and reinforce built features and spaces, and be functional as well as decorative. Plants should be used to provide cover and shade, screen obtrusive views and channel desirable views, direct traffic, and conserve energy within buildings. At the edges of individual parcels, planting should be utilized to blend the built environment with the natural landscape.

- o Sizeable street trees should be planted along the edge of College and Bridge Streets. Spacing of 30 to 40 feet is recommended. Minimum caliper of planting should be 2 1/2 - 3 inches.
- o All plant materials should be native or naturalized to the Old Saybrook area. Exotics or ornamentals are not encouraged because of acclimatization problems and because they are not in keeping with traditional New England settings.
- o Parking Areas should include planting beds and street trees as frequently as spacing permits. Planted areas should be a minimum of 5 - 10 feet wide.
- o In areas where planting is intended to provide a visual

buffer between streets and developed uses, evergreens in combination with shrubs are most appropriate. Planting used in areas subject to view restrictions (east, from Fort Saybrook Park and Bridge Street, south along Bridge Street), should have a maximum mature height of 4 feet.

Lighting -- Light fixtures should be designed and located to maintain the character of the area at night. Illumination levels for roads, major pedestrianways, and at the entrances to buildings should be set at the minimum allowable to meet safety standards.

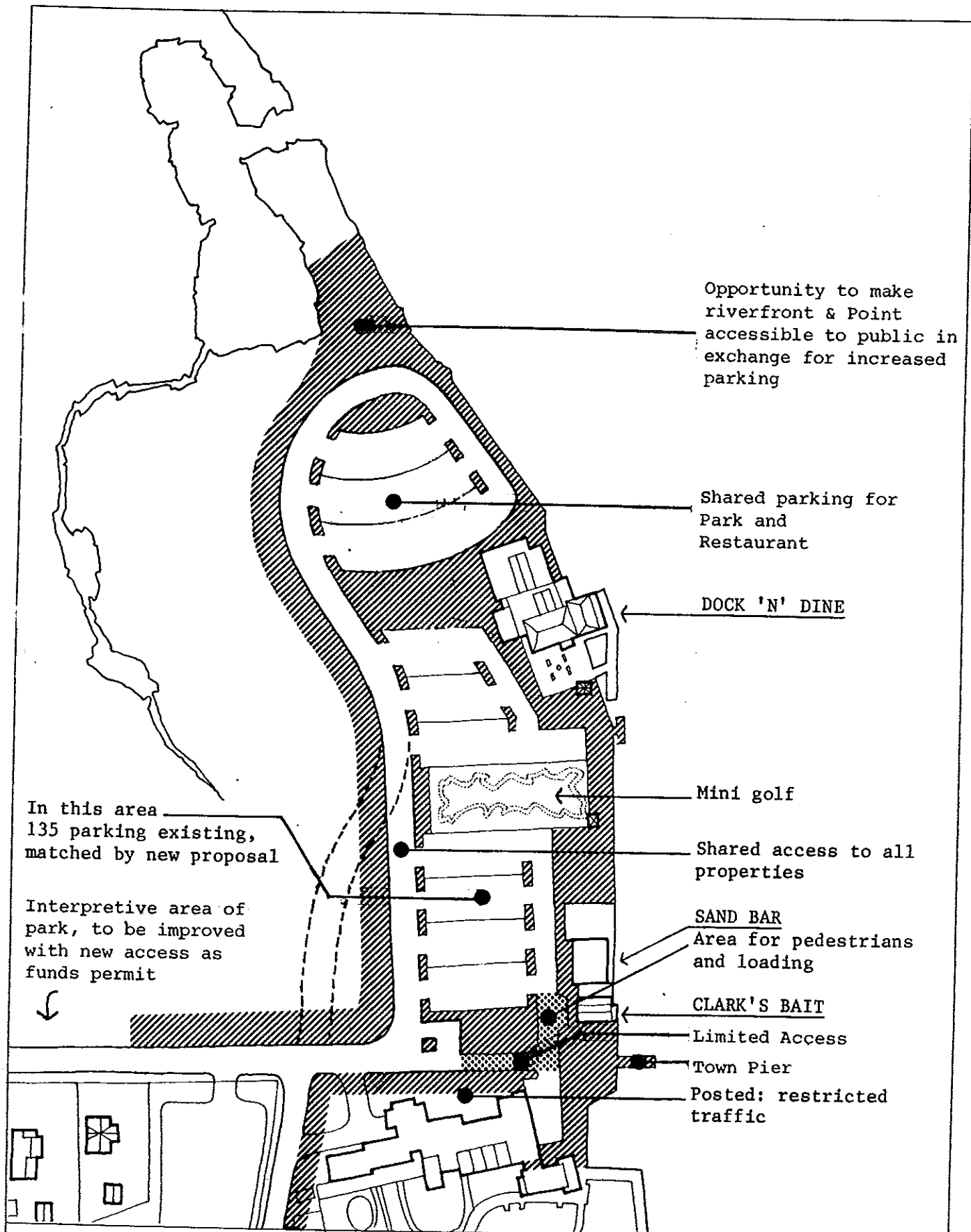
- o "Cut-off" or downlighting is preferred, except for decorative fixtures with low illumination levels.
- o Fixtures should be simple, contemporary, and compatible with architectural styles. Carriage lamps, imitation "colonial", and standard "highway cobra" fixtures are not acceptable.
- o Light standards may be of wood, steel or aluminum. Finishes should be black or a dark, neutral color.
- o Standards should not exceed the average height of surrounding structures. A maximum height of 20 - 25 feet is preferred.
- o Illuminated signs are not acceptable. Signs on buildings should be floodlit, using hidden fixtures.

E. NEXT STEPS

In the near term, a cooperative approach can and should be taken to make more efficient use of currently paved areas and to initiate expanded pedestrian and green space amenities. Figure 25 shows one potential approach to such short term improvements, which might include:

- o More efficient layout of parking for Clark's and the Sandbar Restaurant, plus joint use of the right of way now leading to Dock n' Dine. This would permit the same number of parking spaces, but would allow expanded pedestrian space and landscaping at the end of College Street.
- o Restrict traffic at the very end of College Street to patrons of local businesses, and provide a turn-around just east of Bridge Street.
- o Encourage initiation of the Fort Saybrook Park access, pedestrian system, and landscaping by focusing on the north edge of the property, served by the current Dock n' Dine access from College Street.

Such an approach, with leadership provided by the Town in the College Street and Fort Saybrook areas, could set an important tone for the future development to follow.



Saybrook Point

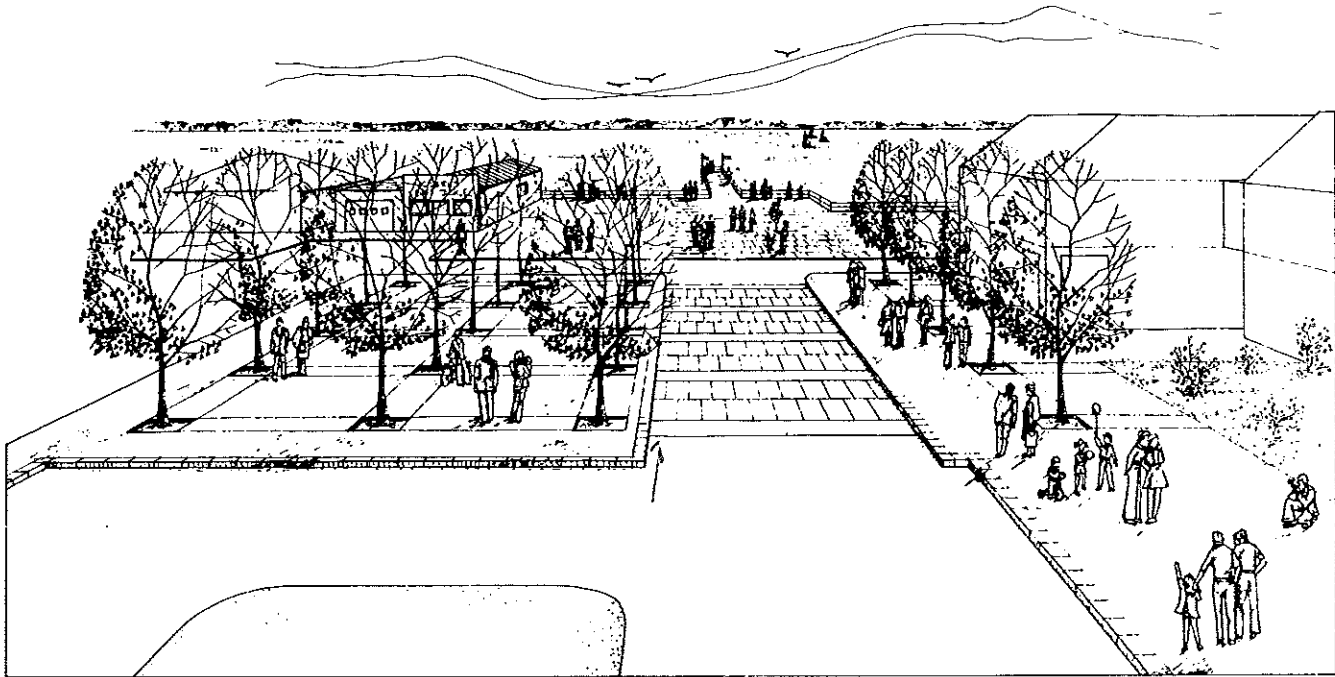
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POTENTIAL
EARLY IMPROVEMENTS



Figure 25



The end of College Street could be substantially pedestrianized and landscaped to create an appropriate terminus for the Point, and to expand space available for fishing and recreational access

When this report has been reviewed and accepted, it should be adopted as Town policy. Subsequently, appropriate Town actions should include:

- o amendment of the Town Plan of Development to incorporate the recommendations herein. This report could presumably be incorporated, by reference, into the Plan;
- o modification of the Town Zoning Regulations to reflect the proposals made herein. Specific zoning language must be drafted by the Town; but an appropriate action would appear to be the creation of a single Saybrook Point Zone, with three defined subzones. Due to the sensitive nature of the area, it is recommended a Site Plan submission be required to be submitted in conjunction with any application for Certificate of Zoning Compliance for any proposed change of use or exterior appearance to properties within the new zone;
- o further design studies and pursuit of capital funding (public or private) for the recommended Fort Saybrook Park improvements;
- o continued efforts to encourage private owners to provide elements of the recommended plan as part of future property improvements;
- o Town initiatives to secure funds from public or private sources in support of proposed pedestrian and recreational improvements at the end of College Street and connecting to the South Cove causeway;
- o continuing quality control to encourage appropriate private development at Saybrook Point.