SEASIDE STATE PARK

MASTER PLAN

PREFERRED PLAN REPORT

June 27, 2016

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LETTER FROM THE COMMISSIONER

In September 2014, Governor Dannel P. Malloy designated the former Seaside Sanatorium in Waterford, Connecticut, as a state park. Seaside became the first new park on Long Island Sound in over 50 years, which in and of itself is reason to celebrate. Seaside's gentle, rolling 32 acres provide a new coastal access point in a state where only about 27 percent of the shoreline is accessible to the public. The ecology of the site is a microcosm of the coast: sandy beaches, rolling fields, streams, wetlands, and forested areas. The National Register-listed historic hospital buildings at Seaside hold an important place in the state's cultural history as the site of healing for children and adults through the decades, as well as the last great work by renowned architect Cass Gilbert.

Through a robust 18-month public process including surveys, public meetings, and workshop style engagement, nearly 2,000 people have participated in defining the elements of the preferred master plan for Seaside State Park. Evaluations of the historic buildings, the site's environmental features, and the feasibility of adaptive reuse of the buildings as a park lodge were all elements of the planning process. The outcome of this process prioritizes public access to the land and water, ecological restoration of the site's environmental features, and a proposed adaptive reuse of the historic buildings. In time, Seaside State Park will afford citizens of all ages an accessible coastal location to launch a kayak, drop a fishing line, walk, or just take in the view. The historic hospital buildings will be reborn as a state park lodge through a public-private partnership, securing their future while providing a unique lodging amenity unlike anything else in the state.

Connecticut's Department of Energy and Environmental Protection State Parks Division is committed to the mission of providing natural-resource-based public recreational opportunities and educational opportunities through a system of state park and forest recreation areas, environmental centers, and nature centers which provide an understanding of, access to, and enjoyment of the state's historic, cultural, and natural resources. Seaside State Park offers a once-in-a-generation opportunity to fulfill these objectives at a magnificent coastal location. Our commitment, along with the support of our partners, will ensure this legacy for generations to come.

Sincerely,

Robert J. Klee

Commissioner
Connecticut Department of Energy and Environmental Protection

CONTENTS

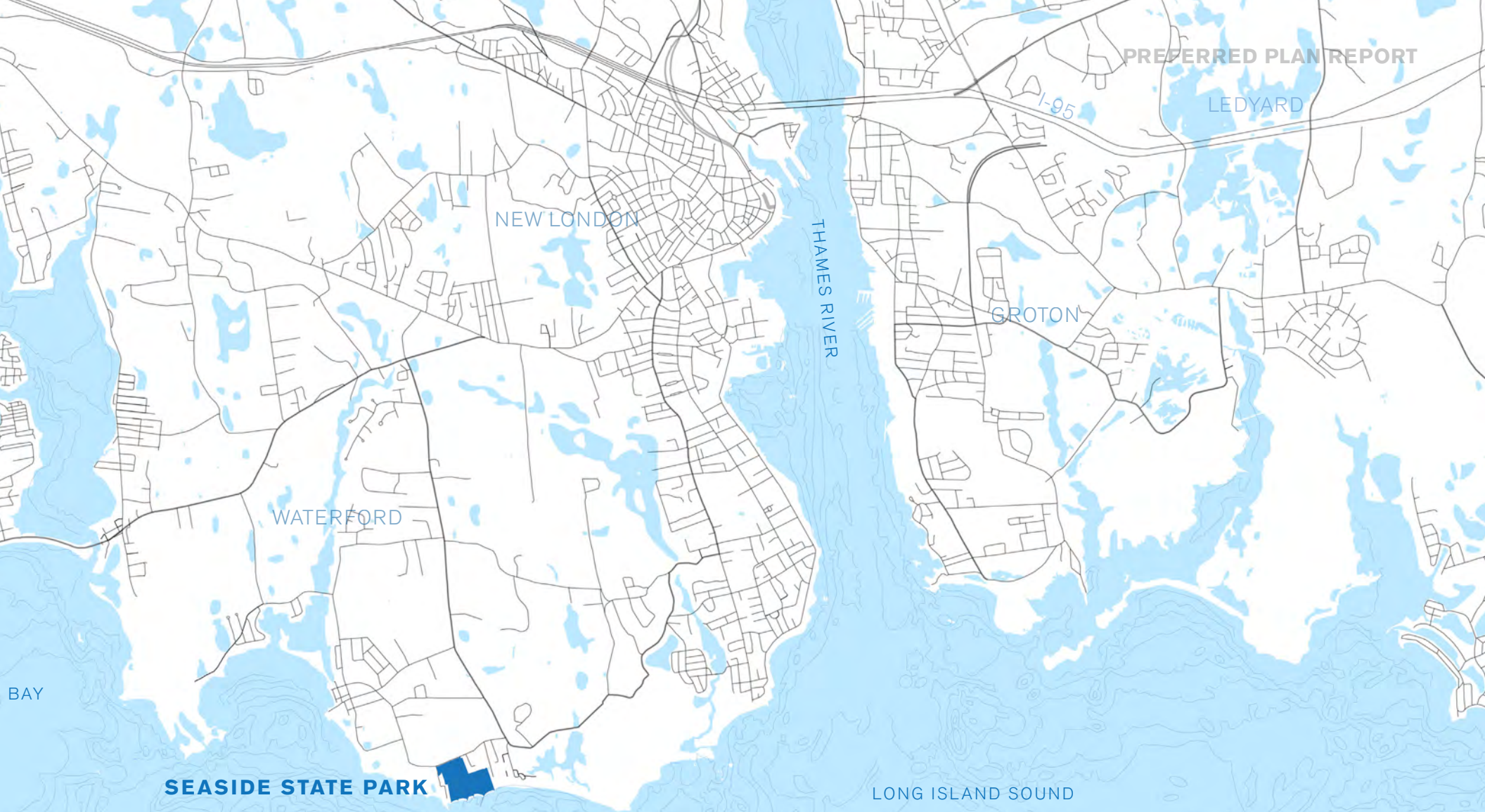
EXECUTIVE SUMMARY

PROJECT OVERVIEW

In September 2014, Connecticut Governor Dannel P. Malloy announced that the site of the former Seaside Sanatorium in Waterford, Connecticut, would soon become the state's first shoreline park established in over 50 years.

The 32-acre campus was designed by praised architect Cass Gilbert in the early 1930s, based on the once-favored principles of heliotropic healing. For several decades Seaside, the first heliotropic hospital built in the United States, served children afflicted with tuberculosis. In 1961, it was repurposed as a residential institution for the developmentally disabled. Vacant since 1996, time and weather have caused significant deterioration to the seven buildings on the site, four of which are listed on the National Register of Historic Places.

Today, Seaside is poised to be reborn as a state park, once again a place of sun-oriented rejuvenation. In keeping with the site's heritage, the Department of Energy and Environmental Protection (DEEP) is pursuing options to preserve the site's historic features and buildings. This desire helped inform the five goals guiding the park master plan, used to evaluate the merits of three alternative park concepts that were studied. Public access is a key component of each of these concepts. Ultimately, the preferred approach combines the best of all three concepts to redeveloping Seaside. It is recommended that the Destination Park concept, with elements of the Ecological and Passive Park concepts, be pursued. All three concepts, as well as the preferred alternative, are described in more detail on the following pages.



PROJECT GOALS

1. Promote and improve recreation and public access to Long Island Sound
2. Restore, preserve, and reuse historic assets where feasible
3. Preserve and improve the site's ecology and habitat
4. Create an implementation and operating plan that is financially feasible
5. Engage the public in helping shape the future of Seaside State Park

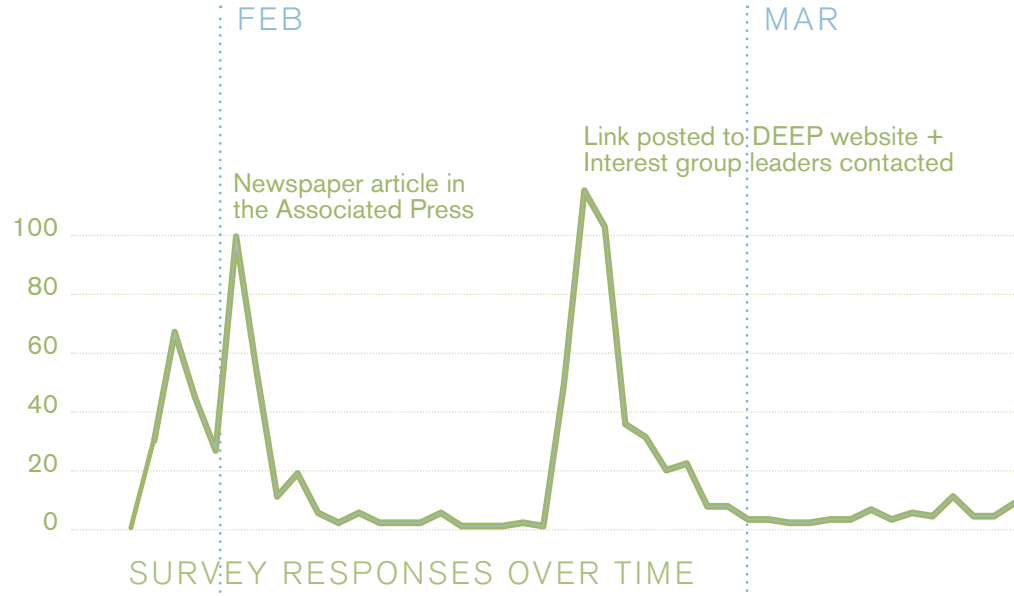
THE PLANNING PROCESS

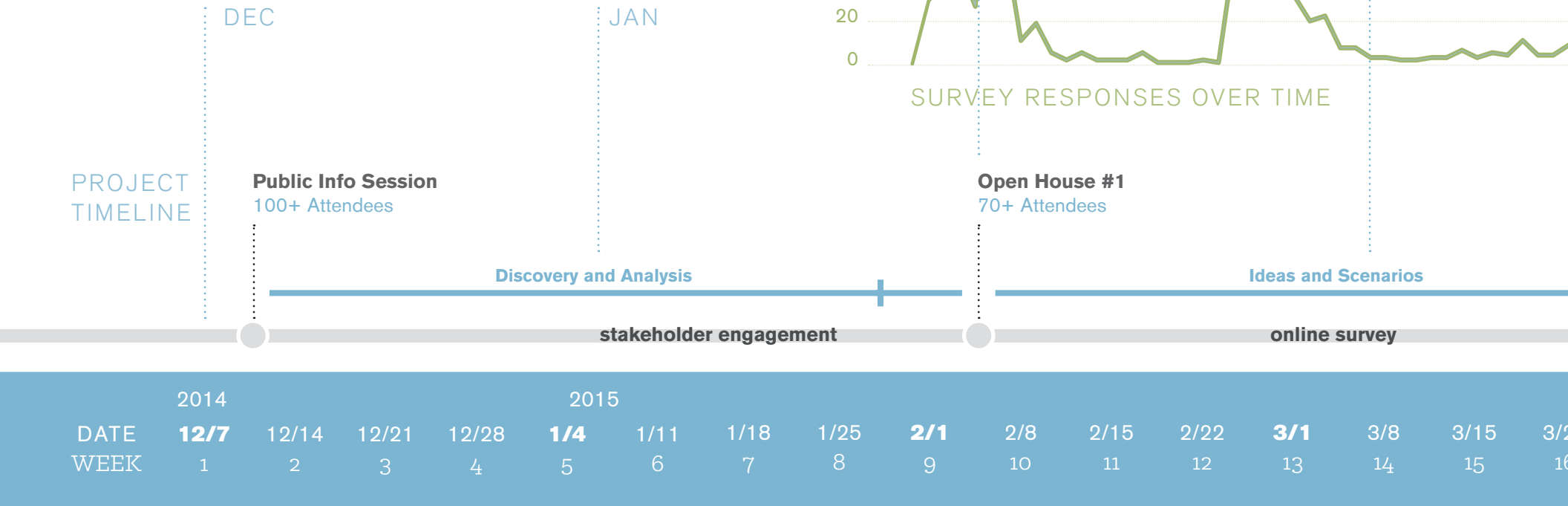
PROCESS AND OUTREACH

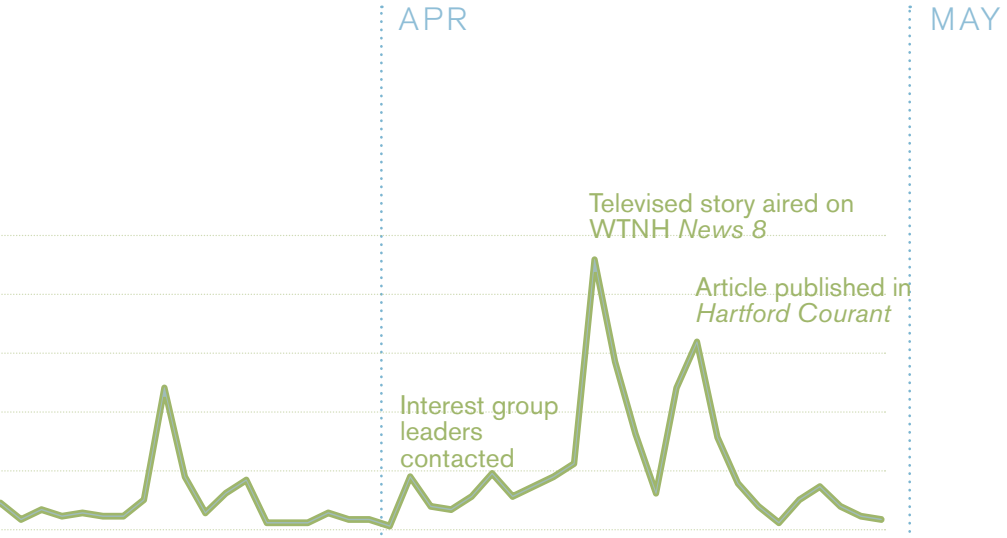
The Seaside State Park Master Plan is the result of an 18-month process that began in September 2014. Following Governor Malloy's announcement that Seaside would become a state park, the Department of Energy and Environmental Protection (DEEP), along with the team of Oak Park Architects, LLC and Sasaki Associates, initiated a planning process to realize the governor's vision.

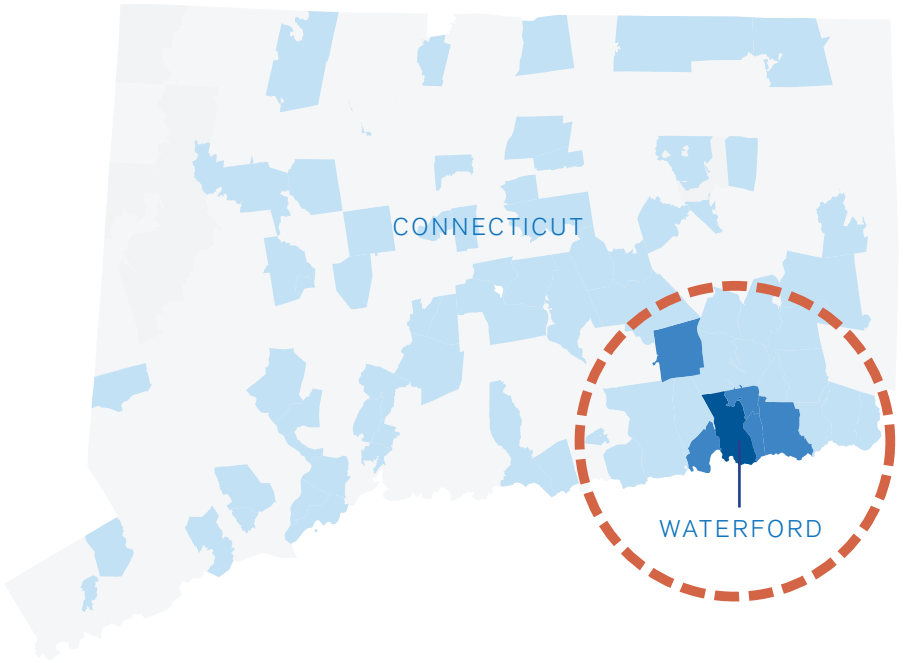
Conditions assessments of the buildings, the existing seawall, and existing environmental conditions were conducted. Once the condition of the buildings was better understood and preliminary public input had been received, a feasibility study for the adaptive reuse of the National Register historic buildings was conducted.

A public outreach campaign began, with the first of four public meetings in December 2014. A social media campaign, a website, and two online surveys also served as platforms for soliciting public feedback. In total, 400 people attended public meetings, and 1,360 people responded to the online surveys.









GEOGRAPHIC DISTRIBUTION OF SURVEY RESPONSES

- No Responses
- 1-5 Responses
- 5-25 Responses
- >25 Responses

JUN

Open House #2
60 Attendees

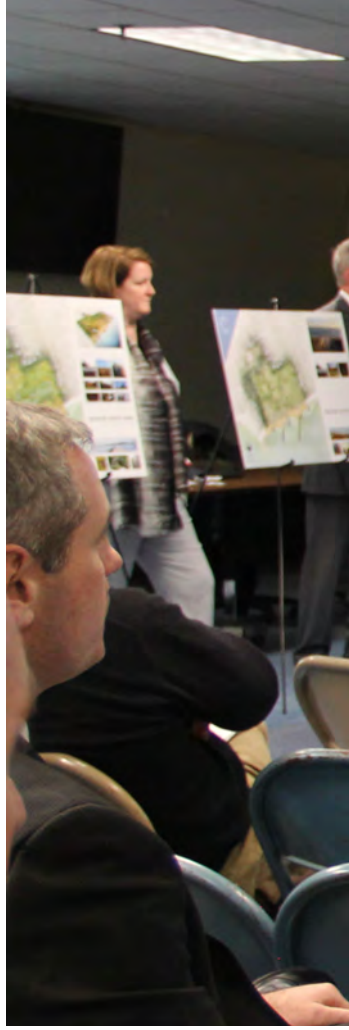
Open House #3
80 Attendees

Final Plan

online survey

documentation

2016																	
22	3/29	**4/5**	4/12	4/19	4/26	**5/3**	5/10	5/17	5/24	5/31	6/7	**5/23**	5/30	6/6	6/13	6/20	6/27
6	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33



PUBLIC OPEN HOUSES

A series of public open houses drew approximately 400 for face-to-face conversations about the future of Seaside

STUDIED PARK CONCEPTS

Three alternative park concepts were studied, ranging from passive to active use, low to high investment, and non-revenue generating to revenue generating. Each concept took a unique approach to addressing the varied, and sometimes conflicting, project goals.

Destination Park creates an active beachgoing experience, held together by a serpentine boardwalk that weaves through tidal pools and dune landscapes. The hospital building is adapted into a park lodge, replete with a restaurant. The duplex and the superintendent's residence are adapted into auxiliary lodging. A key goal of this concept is to use the revenue generated by these uses to offset the substantial state and developer investment necessary to restore the buildings. Proposed revenues and costs will be determined by development partners.

Ecological Park prioritizes the restoration of wildlife habitat and the ecological health of the site. The shoreline is restored to its original state through the installation of organic materials, such as wetland plants, submerged aquatic vegetation, and oyster reefs.[1] Inland, a nature trail links wildlife overlooks and art installations themed around heliotropism.

Passive Recreation Park creates an unprogrammed landscape of open lawns, tree groves, and beaches—similar to the site as it exists today. Upfront investment costs and maintenance costs are minimized.

1 http://www.habitat.noaa.gov/restoration/techniques/livingshorelines.html

DESTINATION PARK

- Active beach park with serpentine boardwalk; living shoreline
- Park lodge featuring sun decks and restaurant, adjacent private cottage rentals
- Living shoreline restoration of oyster reef and coastal woodland habitat
- Historic buildings retained
- Seawall removed

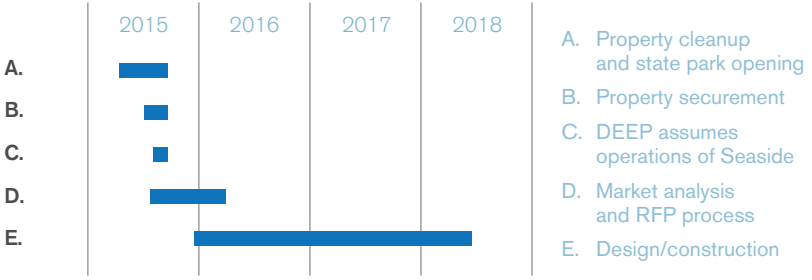
ESTIMATED DEVELOPMENT COSTS AND TIMELINE*

	Low ($M)	High ($M)
Building Hard Costs	10.6	37.8
Building Soft Costs	2.6	9.5
Site Costs (Hard + Soft)	10.3	15.9
Total Project Costs	**$23.5***	**$63.2***

* PRELIMINARY ESTIMATES SUBJECT TO FURTHER STUDY.

LOW ESTIMATE: EMPLOYEE BUILDING AS STANDALONE MAIN LODGE.

HIGH ESTIMATE: HOSPITAL BUILDING AS MAIN LODGE, EMPLOYEE BUILDING AS AUXILIARY LODGE, DUPLEX AND SUPERINTENDENT'S RESIDENCE AS VACATION RENTALS.



ECOLOGICAL PARK

- Nature trail linking wildlife viewing areas
- Landscape art installations with a heliotropic theme
- Living shoreline restoration of oyster reef and coastal woodland habitat
- Historic buildings demolished, foundations filled and wall outlines retained
- Seawall removed

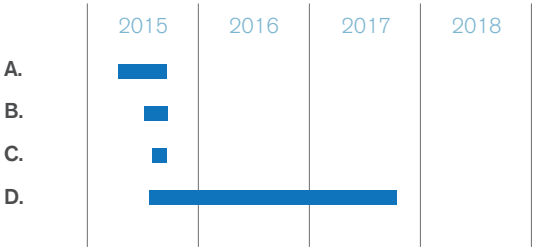
ESTIMATED DEVELOPMENT COSTS AND TIMELINE*

	Low ($M)	High ($M)
Building Hard Costs	1.4	11.1
Building Soft Costs	0.4	2.8
Site Costs (Hard + Soft)	8.5	14.1
Total Project Costs	**$10.3**	**$28.0**

* PRELIMINARY ESTIMATES SUBJECT TO FURTHER STUDY.

LOW ESTIMATE: GARAGE BUILDING IS ADAPTED INTO VISITOR CENTER.

HIGH ESTIMATE: EMPLOYEE BUILDING IS ADAPTED INTO VISITOR CENTER



A. Property cleanup and state park opening
B. Property securement
C. DEEP assumes operations of Seaside
D. Design/construction

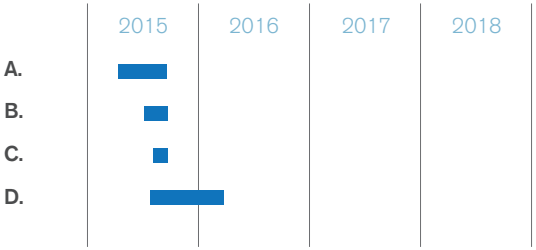
PASSIVE RECREATION PARK

- Low maintenance open lawns and tree groves
- Unprogrammed park grounds and beaches
- Historic buildings demolished
- Restoration of seawall

ESTIMATED DEVELOPMENT COSTS AND TIMELINE*

	Low ($M)	High ($M)
Building Hard Costs	1.2	1.4
Building Soft Costs	0.3	0.4
Site Costs (Hard + Soft)	1.3	1.6
Total Project Costs	**$2.8**	**$3.4**

* PRELIMINARY ESTIMATES SUBJECT TO FURTHER STUDY. BOTH LOW AND HIGH ESTIMATES ASSUME NO ARCHITECTURAL PRESERVATION



A. Property cleanup and state park opening
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C. DEEP assumes operations of Seaside
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SUMMARY OF CONCEPT FEEDBACK

Following the March open house where concepts for the new Seaside State Park were proposed, an online survey was launched to garner feedback. The survey was publicized at the open house, on the project website, in local and regional newspapers, on a local televised newscast, and through statewide e-mail listservs.

Respondents were asked to evaluate how well each concept meets the goals of the project as defined at the beginning of the master planning process. In addition, respondents were asked to share their opinion on individual proposed park features, rather than selecting a preferred concept, to allow a "mix and match" approach in the final park plan. Respondents were given specific opportunities to provide open-ended feedback. Many were issue-oriented, and the open-ended responses were used to support specific causes, including historic preservation, revenue generation, and ecological rehabilitation.

Programmatically, respondents favored many of the elements present in the Destination Park and Ecological Park concepts. They also indicated that the Passive Recreation Park concept was less successful than the other concepts in expanding on the existing recreation offerings within the region.

The diverse natural ecology of the site allows for a varied landscape, a proposal which was popular with the public. Other unique design elements, such as tidal pools, a boardwalk, and a heliotropic nature trail, were also popular. More standard park amenities such as kayak launches, a fishing pier, and unpaved paths and trails were desirable but not audience favorites.

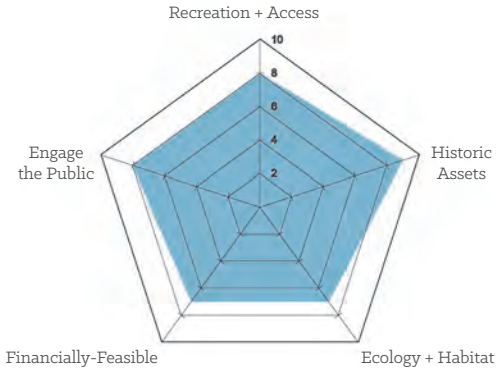
Cost was a complex issue. Respondents were asked to evaluate whether each concept was financially feasible, defined as having revenue generation offset operating costs with little or moderate state investment. Even proponents of the high-cost Destination Park concept balked at the high level of investment required to implement that plan, while opponents of the Passive Recreation Park acknowledged that its lack of amenities was offset by the low level of public investment required.

1. Promote and improve RECREATION and PUBLIC ACCESS to Long Island Sound
2. Restore, preserve, and reuse HISTORIC ASSETS where feasible
3. Preserve and improve the site's ECOLOGY and HABITAT
4. Create an implementation and operating plan that is FINANCIALLY-FEASIBLE
5. ENGAGE THE PUBLIC in helping shape the future of Seaside State Park

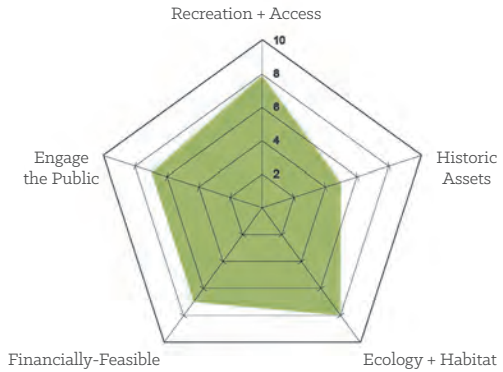
HOW WELL DO YOU THINK THIS CONCEPT ACHIEVES THE 5 PROJECT GOALS?

SOURCE: ONLINE SURVEY CONDUCTED MARCH 30–APRIL 30, 2015

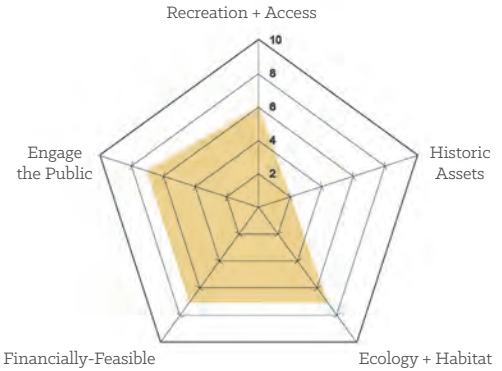
DESTINATION PARK



ECOLOGICAL PARK



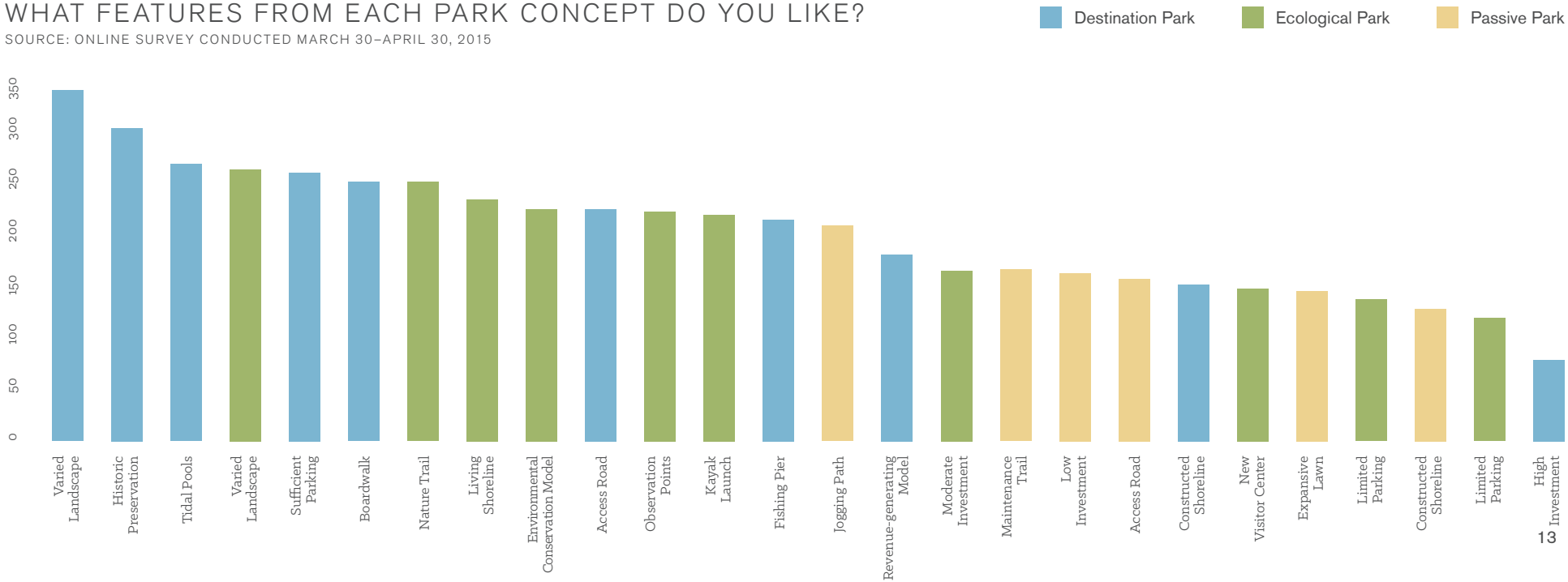
PASSIVE RECREATION PARK



We received **314** responses to Survey #2. **68%** of respondents were from Connecticut, and over **85%** had visited a Connecticut State Park in the last year. The survey was open for **30** days.

WHAT FEATURES FROM EACH PARK CONCEPT DO YOU LIKE?

SOURCE: ONLINE SURVEY CONDUCTED MARCH 30–APRIL 30, 2015



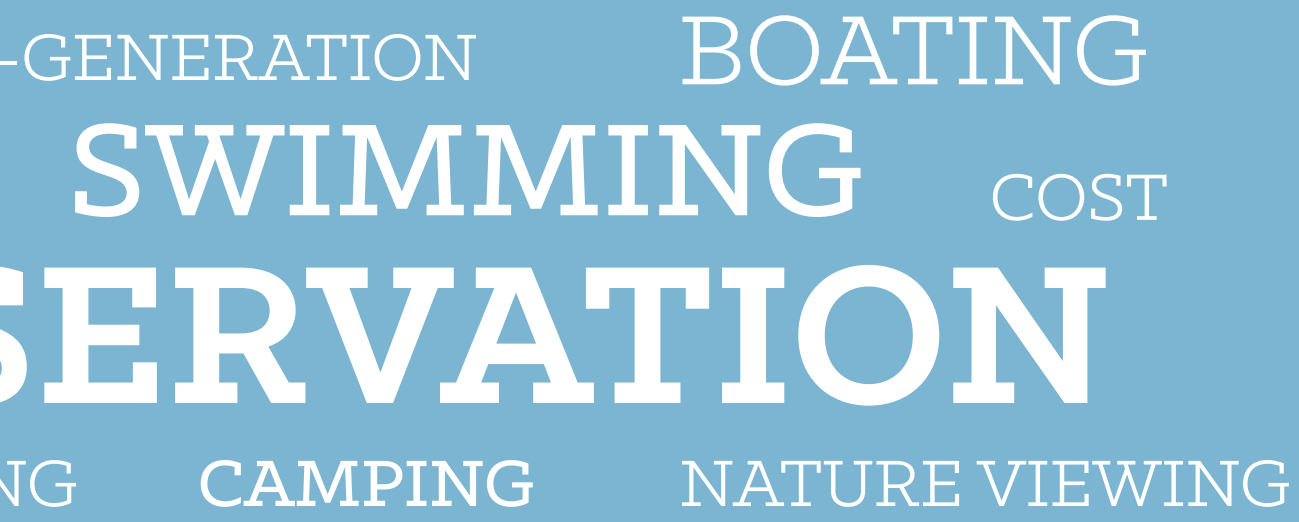
WHAT FEATURES ARE IMPORTANT TO YOU?

TRAILS FOOD REVENUE-
TRANQUILITY VENDORS
LIVING HISTORIC PRES
SHORELINE
VISITOR FACILITIES SCUBA DIVIN

WHAT SHOULD BE DONE WITH THE HISTORIC BUILDINGS?

"Preservation of the Cass Gilbert buildings is the number one priority."

"Tear down all of the buildings... they are not worth saving."



SHOULD THE SEAWALL BE RECONSTRUCTED?

"An untouched shoreline is Waterford's main asset."

"Armoring of seawalls is a DEEP solution that should be considered."

PARK FEATURES

The survey asked respondents to suggest features to be included in the new state park. All responses were documented and considered, with many included in at least one park concept. Features that conflict with DEEP's mission, pose safety concerns, or aren't possible or practical due to site limitations were not incorporated in any of the concept plans.

KEY ISSUES

Many respondents to the online survey expressed interest in the same recurring themes, illustrated at left. Two issues garnered a lot of feedback from interest groups. People interested in historic preservation and ecological restoration have followed this planning process closely, voicing opinions on all sides of each issue.

RECOMMENDED CONCEPT


LONG ISLA

SEASIDE STATE PARK

RECOMMENDED CONCEPT

SEASIDE STATE PARK

The most highly regarded features of the preliminary concepts—the dynamic shoreline experience of the Destination Park and the restorative ingenuity of the Ecological Park and Passive Park—are woven together into the final recommended concept for Seaside State Park.

The 32-acre site will be open to public access, with amenities including a park visitor center with bathrooms and interpretive displays of the site's history and natural features. Site amenities including benches and artwork will be installed. Recreation including walking, diving, wildlife watching, fishing, and boating will be supported. Parking will be carefully planned in response to the size and character of the park.

Ecological restoration of the site's wetlands, streams, and land will support wildlife habitat and protect any identified rare and endangered species.

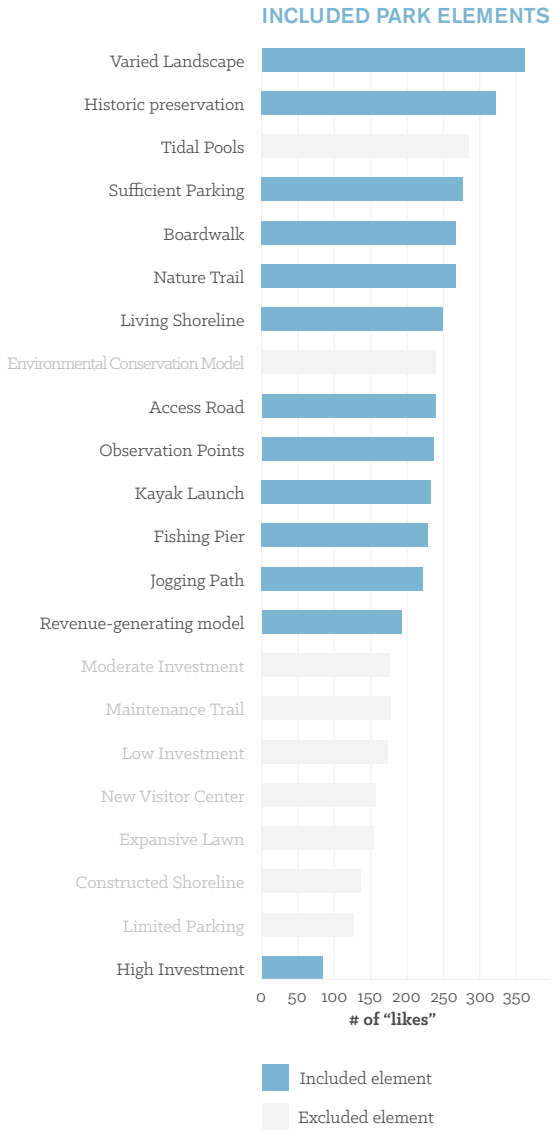
A public-private partnership will be sought to support the adaptive reuse and restoration of the historic buildings as a State Park Lodge. The lodge is a recommended size of 100 rooms with associated services including upscale and casual dining, conference space, pool, spa, and parking.

Visitors can travel along a continuous coastal trail. A secondary trail loops visitors further into the site, allowing travel through various ecological zones occupied by nature-themed interactive art installations. Open, low maintenance lawns provide views to the Sound. All features will be designed to support universal access.

The original stone jetties are retained, and the seawall is repaired. An accessible fishing pier on pilings over the longest jetty is planned. The placement of offshore reef balls seeks to further stabilize the shoreline and provide fish habitat.

Car-top boat access for small craft launching is planned.

Throughout, the plan will emphasize reliance on sound environmental outcomes based upon a coordinated and holistic approach to reducing the environmental impact and resource demands. Factors such as water use, energy consumption, waste reduction, and Green Lodging Certification will be components of the park's operation.



KEY

1. Entry Road
2. Parking
3. Lodge Drop-off
4. Main Lodge
5. Auxiliary Lodge Buildings
6. Formal Lawn
7. Oyster Reefs
8. Seawall
9. Coastal Trail
10. Grass Mound
11. Wet Meadow
12. Native Sunflower Meadow
13. Coastal Woodland
14. Play Area
15. Fishing Pier
16. Kayak Launch
17. Art Installation
18. Park Visitors Center
19. Old Pump House

NEXT STEPS

Recent steps include site improvements for security and safety measures to reduce vandalism, completed in July 2015. A detailed market analysis suggesting the economic feasibility for development of historic buildings via private/public investment was completed in May 2016.

Several near-term actions are needed to protect historic structures and natural features at the site. These include selective stabilization of historic structures, potential demolition of non-historic structures, shoreline stabilization to slow erosion and general site maintenance tasks. Moving forward, the next step in the process is to conduct an environmental impact evaluation (EIE). This evaluation will measure the anticipated effects on the environment of the Master Plan. The EIE will inform decision-making for future development of the park.

Waterford Beach Park, Waterford, Connecticut

Bird Blind, Audubon Center at Bent of the River, Southbury, Connecticut

Employee Building, Fall 2015, Seaside State Park

ANALYSIS

SEASIDE HERITAGE

In 1930, the State of Connecticut purchased farmland on the coast of Waterford for the siting of Seaside Sanatorium, what would be the first institution designed for the heliotropic treatment of children afflicted with tuberculosis. At the time, exposure to sunshine and sea air was thought to combat tuberculosis.

The state commissioned praised architect Cass Gilbert, designer of New York's Woolworth Building and the US Supreme Court Building. Gilbert designed a five-building campus in Tudor Revival style (though he incorporated other styles in the design).[1] Seaside Sanatorium opened in 1934 and operated for several decades until antibiotics eliminated the need for heliotropic treatment facilities.

Seaside was repurposed twice, in 1959 as a geriatric hospital, then again in 1961 as a residential institution for the developmentally disabled. Over time, one of the original buildings was demolished and newer maintenance and support facilities were constructed. In 1996, Seaside was declared surplus and has remained vacant since that time.

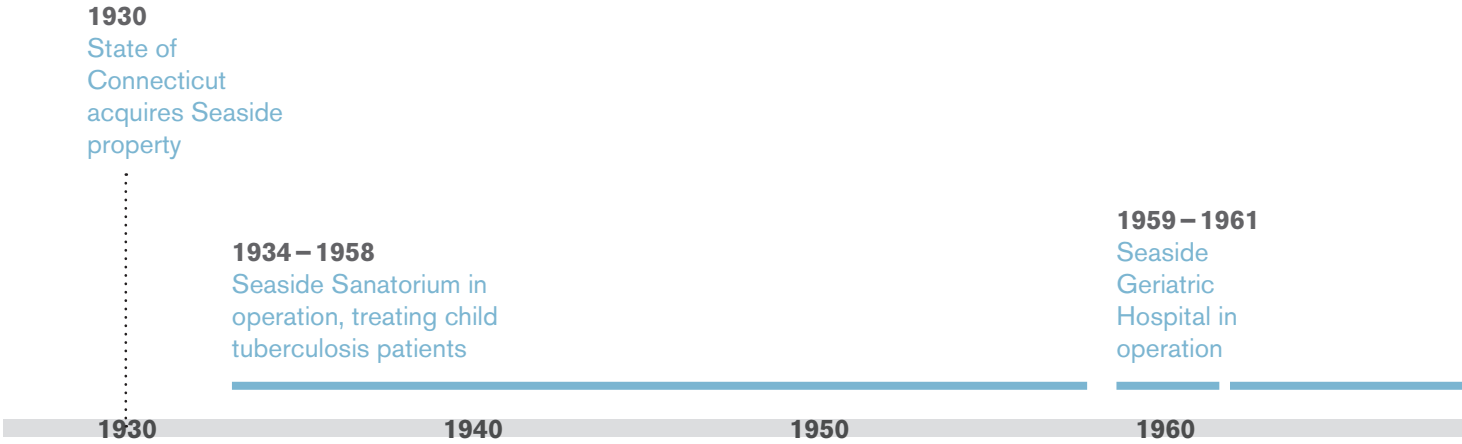
After the Town of Waterford declined its right of first refusal to purchase Seaside on two separate occasions, the state began soliciting redevelopment proposals from private developers. Two different sale agreements with the same bidder failed to result in a sale.

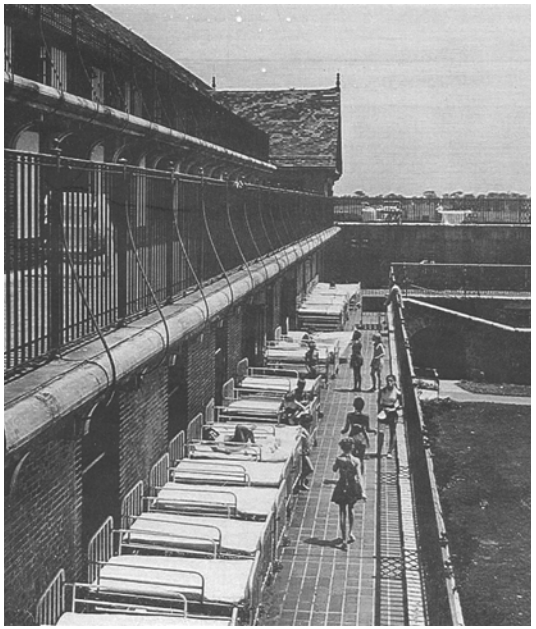
Sources:

Connecticut Department of Energy and Environmental Protection.

Connecticut State Library. http://www.ctstatelibrary.org/agencies/seaside.htm

Cass Gilbert Society. http://www.cassgilbertsociety.org/works/seaside/





1997
In referendum, Town of Waterford rejects its right of first refusal to purchase the property

1998
Seaside Selection Committee established to determine the reuse of the property

1993
State initiates reuse planning

2015
Seaside State Park Master Plan

1961 – 1996
Seaside Regional Center in operation

1999 – 2014
Fifteen proposals reviewed. Extended negotiations with successful bidder do not result in sale. Public access to waterfront guaranteed throughout process.

1970 1980 1990 2000 2010

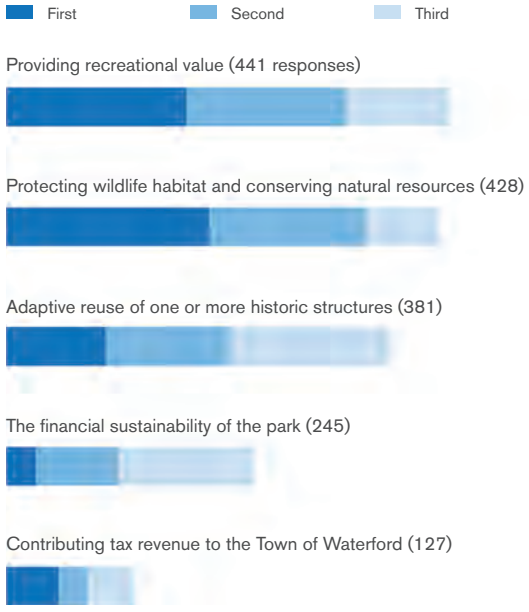
1993 – 1997
Discussions take place between State of Connecticut, Town of Waterford, and neighborhood groups regarding the potential future use of the property. Discussions fail to achieve a shared vision.

PROJECT GOALS AND VALUES

Prior to commencing the design process for Seaside State Park, Connecticut residents were invited to participate in an online survey to inform the design approach.

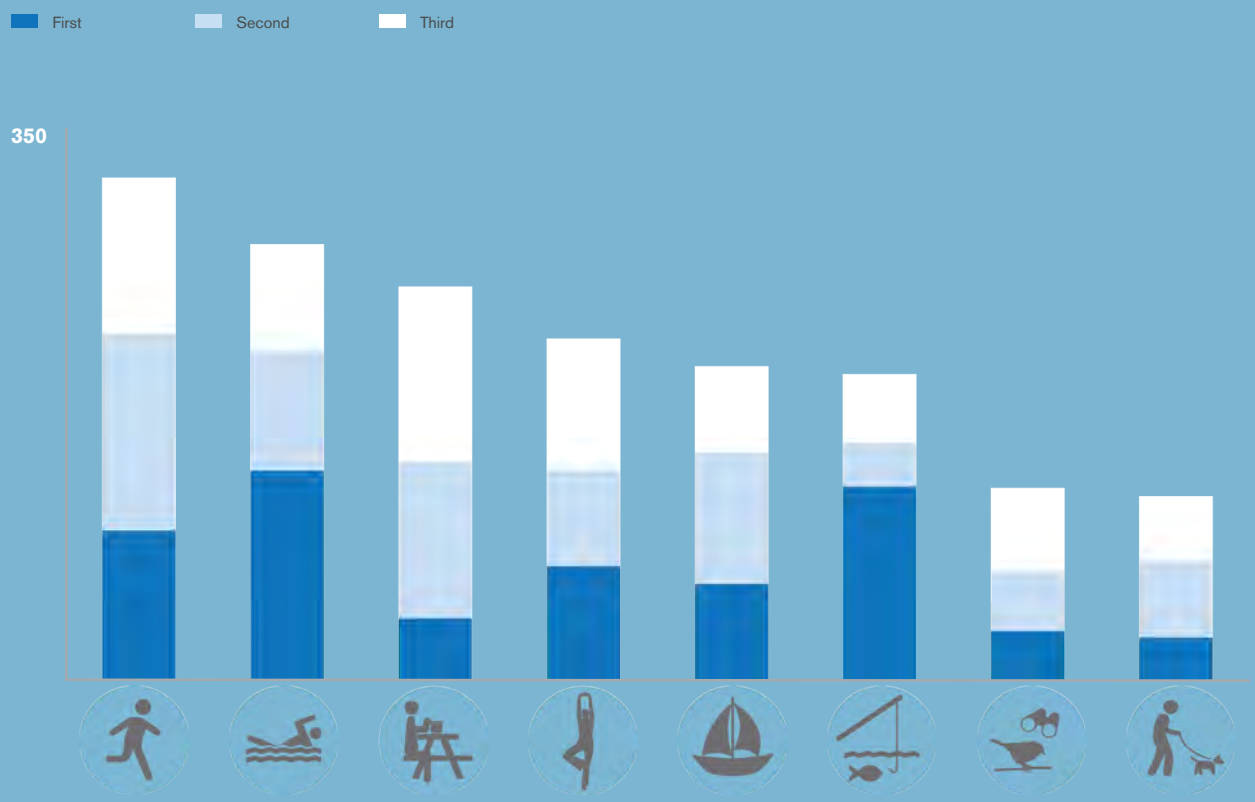
Respondents shared their opinions on the project goals established by the Department of Energy and Environmental Protection, which helped build consensus around how park concepts should be evaluated. In addition, survey respondents were asked which types of activities, built uses, and special activities they would like to see at Seaside. Finally, respondents answered questions about themselves.

PLEASE RANK FOLLOWING **GOALS** FOR SEASIDE STATE PARK IN ORDER OF THEIR IMPORTANCE TO YOU



WHAT IS YOUR VISION FOR SEASIDE STATE PARK?

WHICH OF THE FOLLOWING **ACTIVITIES** WOULD YOU TAKE ADVANTAGE OF IF THEY WERE AVAILABLE AT SEASIDE?



ON A SCALE OF 1-10, WITH 10 BEING THE HIGHEST, HOW CONCERNED ARE YOU ABOUT THE FOLLOWING **POTENTIAL DRAWBACKS** OF ESTABLISHING A STATE PARK?

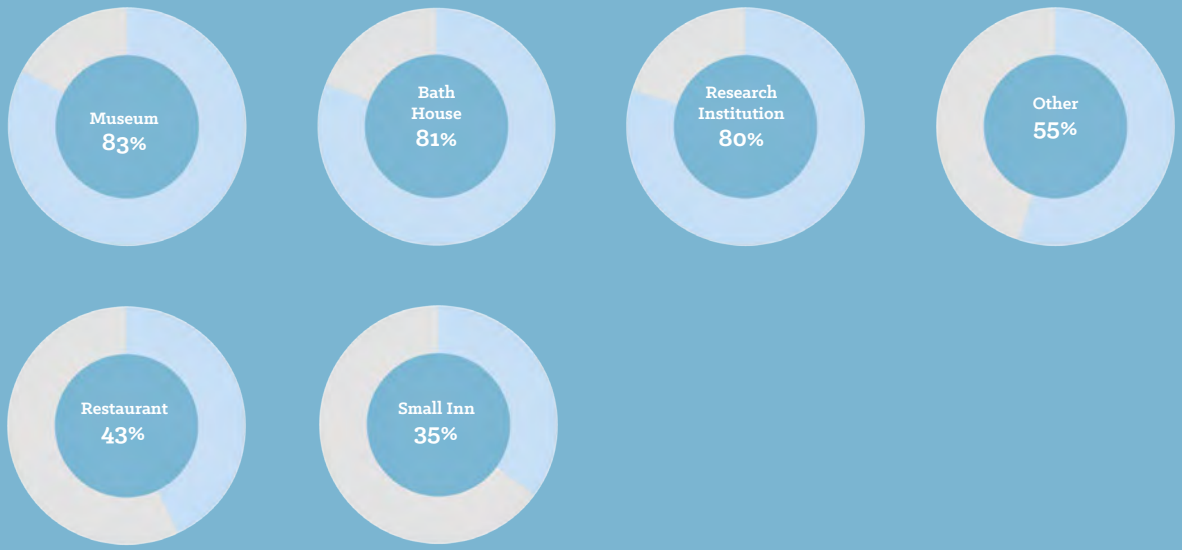
Littering	Damage to wildlife habitat	Traffic	Noise
7.4	6.1	5.9	5.6

WHICH OF THE FOLLOWING **SPECIAL ACTIVITIES** DO YOU THINK ARE APPROPRIATE FOR SEASIDE STATE PARK?

Appropriate Inappropriate

WHICH OF THE FOLLOWING **BUILT USES** DO YOU THINK ARE APPROPRIATE FOR SEASIDE STATE PARK?

Appropriate Inappropriate

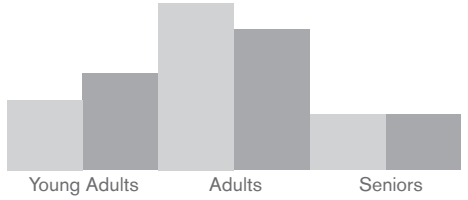


SURVEY RESPONDENTS

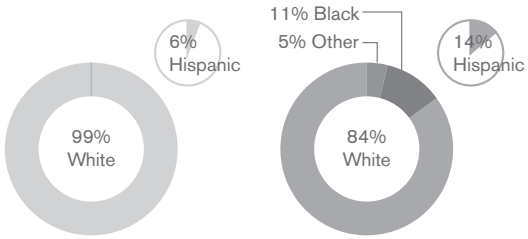
The online survey asked respondents to answer a few questions about themselves, to understand which demographic groups may be over- or under-represented. All demographic information is self-reported.

State Residents Survey Respondents

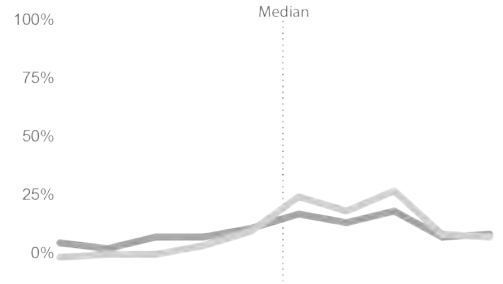
AGE OF RESPONDENTS



RACE OF RESPONDENTS



INCOME OF RESPONDENTS

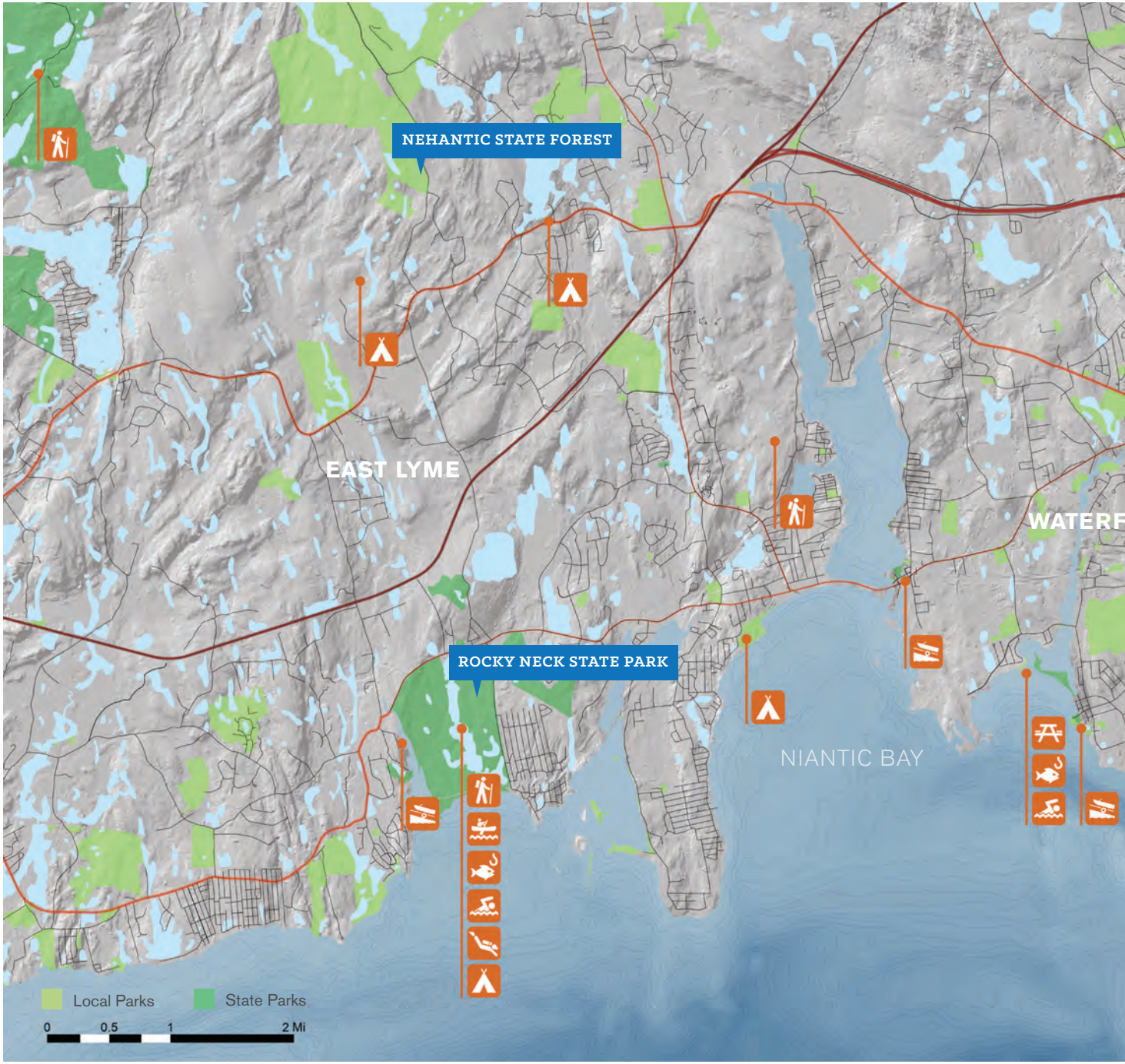


REGIONAL PARK SYSTEM

The Seaside State Park Master Plan considered existing federal- and state-owned outdoor recreation spaces and amenities in the region and Connecticut's Statewide Comprehensive Outdoor Recreation Plan 2011-2016 when identifying a program for the new park. The plan for Seaside aims to meet latent state-wide demand for activities without duplicating state-park offerings within the region.

Traditionally, federal- and state-owned open space provides opportunities for experiencing natural resources, such as fishing, hiking, boating, swimming, and hunting. These activities typically draw visitors from within a state or a region. Municipal-owned parks typically provide different offerings, such as areas for organized sports and playgrounds. These activities typically draw users from a smaller radius and were not considered in this process.

The state-wide plan identified an under-supply of multi-use trails, wildlife observation, and waterfront activities (swimming, scuba diving, fishing, and car-top boating, when taken together).[2] The master plan for Seaside State Park incorporates these findings in order to help bridge the gap between supply and demand for recreation amenities within the state park system.



LEGEND

- Hiking
- Scuba Diving
- Camping
- Trailored Launch
- Cartop Launch
- Fishing
- Picnic
- Canoeing
- Swimming

PROGRAMS

Seaside State Park will be part of a preexisting system of state parks and other recreational amenities, and should complement what is already available nearby.

AMENITY SHORTAGES

While many amenities are fully represented at state parks in the region, other park programs and amenities are not as prevalent. Canoeing, fishing, scuba diving, and swimming opportunities could help differentiate Seaside State Park and help meet latent demand in the state.


Canoeing


Fishing


Scuba Diving

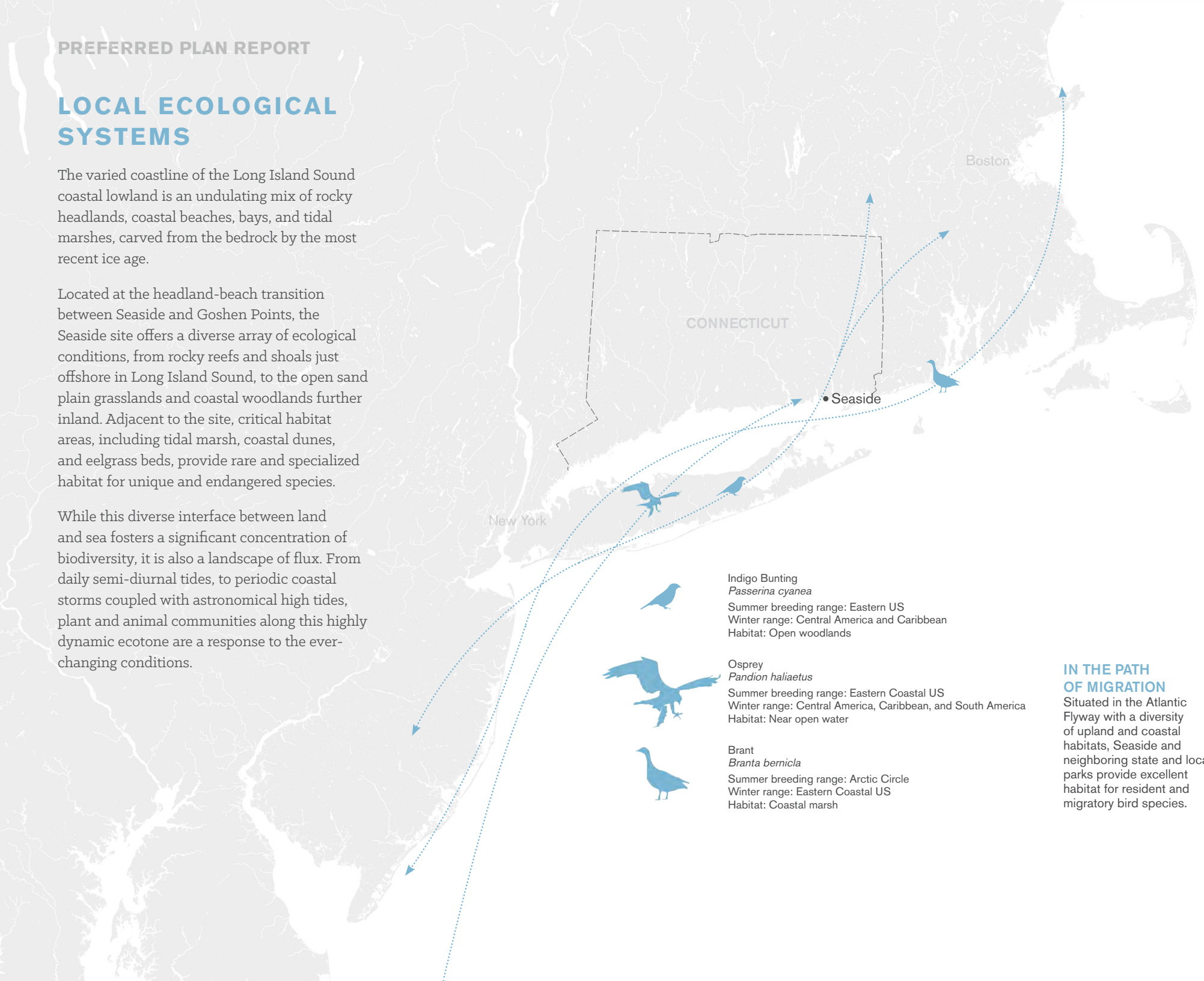

Swimming

LOCAL ECOLOGICAL SYSTEMS

The varied coastline of the Long Island Sound coastal lowland is an undulating mix of rocky headlands, coastal beaches, bays, and tidal marshes, carved from the bedrock by the most recent ice age.

Located at the headland-beach transition between Seaside and Goshen Points, the Seaside site offers a diverse array of ecological conditions, from rocky reefs and shoals just offshore in Long Island Sound, to the open sand plain grasslands and coastal woodlands further inland. Adjacent to the site, critical habitat areas, including tidal marsh, coastal dunes, and eelgrass beds, provide rare and specialized habitat for unique and endangered species.

While this diverse interface between land and sea fosters a significant concentration of biodiversity, it is also a landscape of flux. From daily semi-diurnal tides, to periodic coastal storms coupled with astronomical high tides, plant and animal communities along this highly dynamic ecotone are a response to the ever-changing conditions.



Indigo Bunting
Passerina cyanea
Summer breeding range: Eastern US
Winter range: Central America and Caribbean
Habitat: Open woodlands

Osprey
Pandion haliaetus
Summer breeding range: Eastern Coastal US
Winter range: Central America, Caribbean, and South America
Habitat: Near open water

Brant
Branta bernicla
Summer breeding range: Arctic Circle
Winter range: Eastern Coastal US
Habitat: Coastal marsh

IN THE PATH OF MIGRATION

Situated in the Atlantic Flyway with a diversity of upland and coastal habitats, Seaside and neighboring state and local parks provide excellent habitat for resident and migratory bird species.

REGIONAL ECOLOGY

Coastal Connecticut and the landscape setting of Seaside is composed of a mosaic of coastal woodlands, urban development, freshwater lakes and wetlands, and estuarine wetlands.

LEGEND

- Tidal Marsh
- Forest Canopy Cover
- Freshwater Ponds and Lakes
- Migratory Waterfowl Area

CRITICAL HABITAT

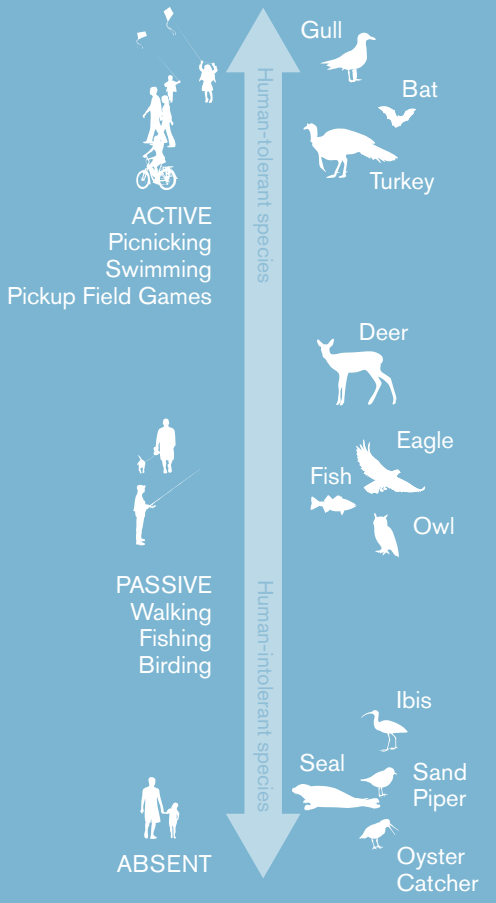
The park is located adjacent to critical habitat areas, which are rare and specialized habitats within the state of Connecticut. Since data was not available for all locations, it is possible that the park is home to some of these critical habitats.

LEGEND

- Natural Diversity Area
- Critical Habitats
- Tidal Wetlands 1990s
- Eelgrass Beds 2012

HUMAN ACTIVITY AND WILDLIFE CONSERVATION

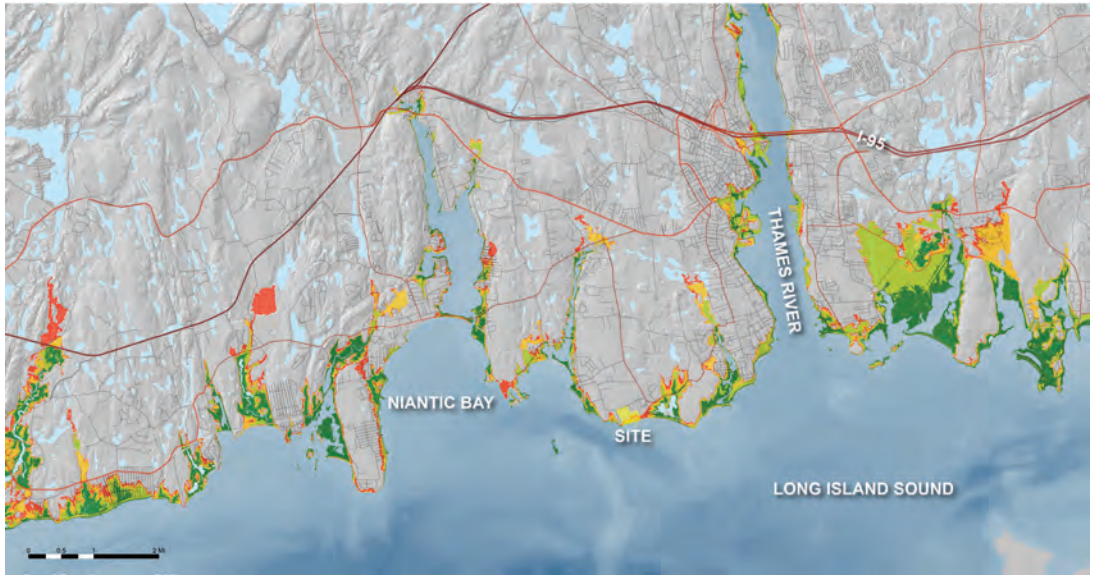
While the rarest of species typically require unique or significant blocks of habitat with minimal human presence, many notable species are more versatile. Recognizing the relationship between ecosystem services, habitat needs for wildlife, and human activity, the park master plan should embrace the diverse ecological positioning of the site.



LOCAL ECOLOGICAL SYSTEMS

While coastal morphology, soils, and ecological communities reflect a radically variable history from a geologic perspective, recorded human history examines a much more narrow degree of variability. As our understanding of coastal and climate dynamics continues to expand, we recognize the increasing extent and influence of extreme weather events and changing climate.

The hurricane surge inundation map (developed as a general guide by the National Hurricane Center) highlights areas of potential risk from a worst-case combination of hurricane landfall location, speed, and direction for each storm category. While there are accuracy limitations to the data, the maps presented help to raise awareness to the potential future risk of coastal hazards.



REGIONAL INUNDATION

The park is located in an area that could potentially become inundated during Category 3 and 4 hurricanes, and is adjacent to areas that become inundated during hurricanes of all scales. The park's shoreline must be part of a protection system.

LEGEND

- Category 1
- Category 2
- Category 3
- Category 4
- Category 5

POTENTIAL SITE INUNDATION

In an extreme Category 4 hurricane, the hospital building and employee building would potentially be vulnerable to storm surge in addition to damage from maximum sustained winds up to 155 miles per hour.

LEGEND

- Category 1
- Category 2
- Category 3
- Category 4
- Category 5

FEMA COASTAL FLOOD ZONES

The park is located adjacent to critical habitat areas, which are rare and specialized habitats within the state of Connecticut. Since data was not available for all locations, it is possible that the park is home to some of these critical habitats.

LEGEND

- FEMA Flood Zone
- 11-foot Contour

WETLANDS AND WATERCOURSES

Flowing through the Seaside site are two streams which include delineated wetlands. Under local and state regulations, regulated activity within 100 feet from any wetland or watercourse shall be subject to review.

LEGEND

- Wetland Delineation
- 100-foot Wetland Buffer
- Stream
- Storm Drain

Upland: Open Coastal Woodland

Wetland: Stream Corridor

Coastal: Regenerating Dune Habitat

SHORELINE INFRASTRUCTURE ASSESSMENT

The length of Seaside's shoreline is stabilized with hardened, man-made structures including a stone seawall, stone groins, a concrete deck, and several revetments. An assessment of the condition of these structures was conducted to determine the need and extent of repair. The assessment followed the Routine Underwater Condition Assessment Ratings of the American Society of Civil Engineers.

Stone Seawall. Overall, the stone seawall is in Fair condition. Although some localized areas of the seawall have failed, these areas do not appear to have affected the load-bearing capacity of the structure and therefore its ability to protect the shoreline. The majority of the observed defects include deteriorated mortar and open joints between stones, and missing and displaced stones.

Stone Jetties. Overall, the stone jetties appear to be in Satisfactory condition. Portions of the jetties exhibit stone loss and/or stone displacement at levels varying from minor to significant. However, these conditions do not appear to have negatively affected the functionality of the jetties.

Revetment. Overall, the revetment areas appear to be in Good condition. Aside from the presence of a relatively small amount of displaced stones throughout, no other defects were observed.

Concrete Deck. The concrete deck is in Critical condition. The concrete deck itself has broken up and collapsed. Portions of the perimeter walls remain but have largely failed. More widespread failures are possible or likely to occur, and load restrictions should be implemented as necessary. Repairs should be carried out on a high priority basis.

The potential restoration of these structures is being considered within a broader coastal management strategy for Seaside. Hardened structures like these contribute to coastal erosion, disrupt the shoreline's ecological function, and limit the habitat of estuarine species.

An alternative approach called living shoreline can provide the same shoreline protection as hardened structures without the ecological drawbacks hardened structures incur. Under the living shoreline approach, the shoreline is restored to its original, natural state through the installation of organic materials, such as wetland plants, submerged aquatic vegetation, and oyster reefs.[1]

The feasibility of a living shoreline is currently under study. The final master plan will recommend a comprehensive coastal management plan that will likely include some combination of natural and man-made systems.

1 http://www.habitat.noaa.gov/restoration/techniques/livingshorelines.html

STONE SEAWALL

Fair Condition

STONE JETTY

Satisfactory Condition

REVETMENT

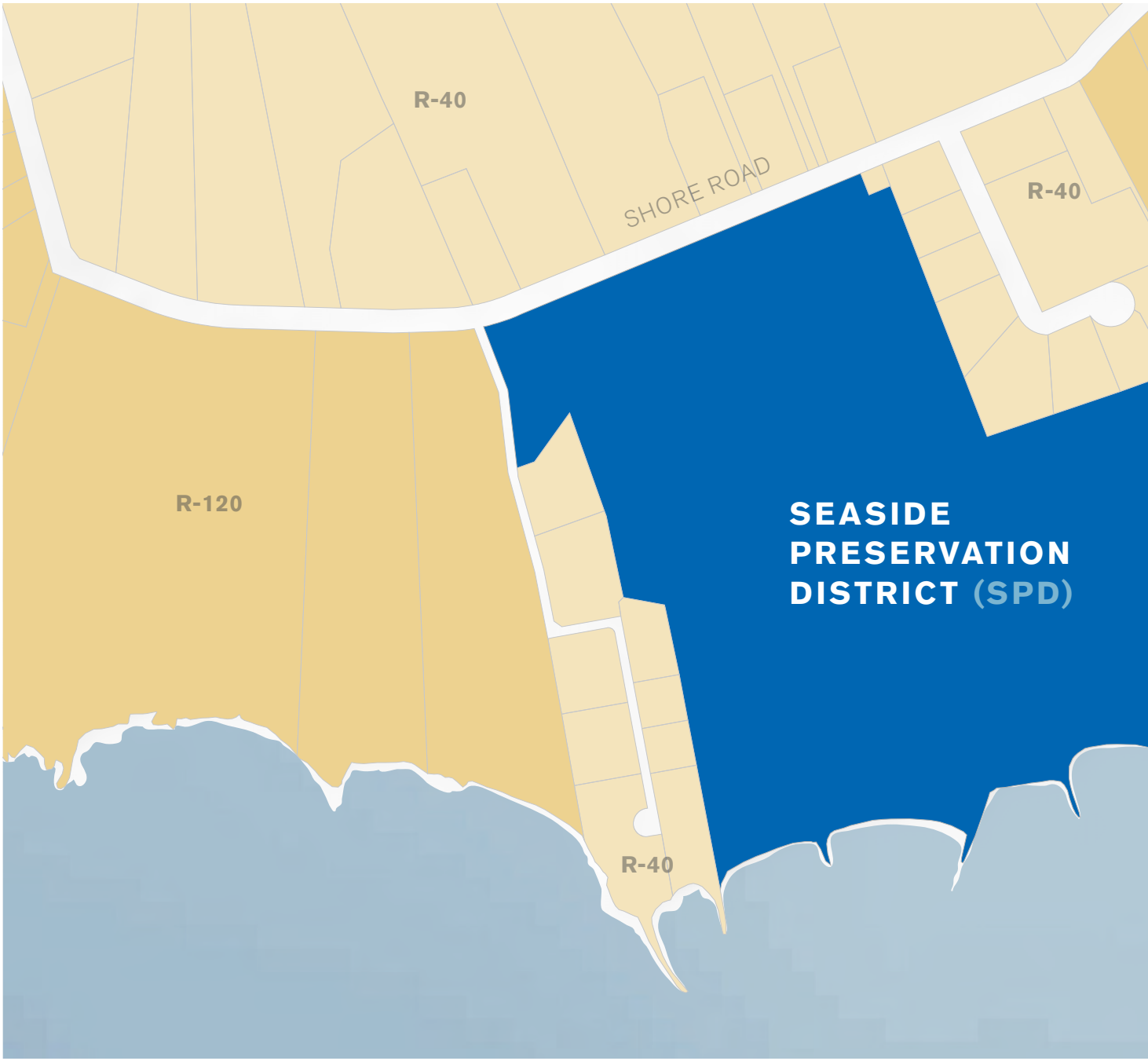
Good Condition

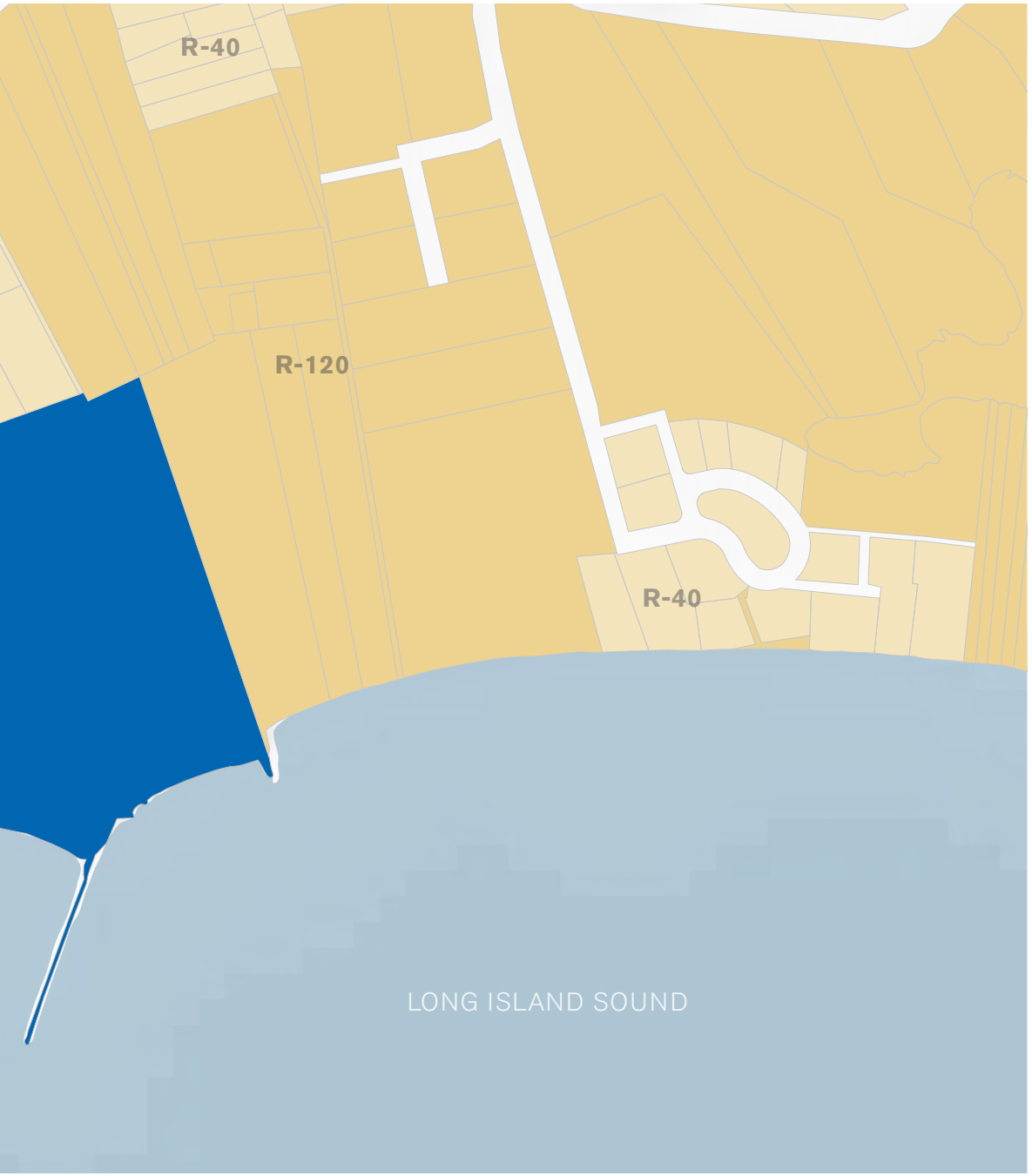
CONCRETE DECK

Critical Condition

ADDITIONAL APPROVALS

The state is committed to ensuring that any redevelopment and reuse of the site is conducted in accordance with all required approvals from those federal, state, and local authorities with jurisdiction over any such redevelopment and reuse plans. Given the commonly held goal to rehabilitate and reuse the historic structures, the state will look to federal and state historic preservation requirements and seek guidance from local zoning provisions for the Seaside Preservation District to formulate a plan for the adaptive reuse of the buildings. Any final development plan would need to effectively balance environmental and historic considerations with economic viability. The state will closely evaluate these interests in the Public Scoping and Environmental Impact Evaluation process to be conducted in accordance with the Connecticut Environmental Policy Act before finalizing any approach to the property's redevelopment.





SPD
Seaside Preservation District

Minimum lot size:
Not applicable

R-40
Low Density Residential District

Minimum lot size:
40,000 square feet

RU-120
Rural Residential District

Minimum lot size:
120,000 square feet

ADAPTIVE REUSE

Several building reuse options were studied during the course of the master plan. Ultimately, the analysis found that of the options that align with DEEP's mission for state parks, small-scale lodging and conferencing presents the most potential. Demand for these uses in the region is strong, the revenue generated by these uses can offset the initial investment costs (though actual revenue and costs will be determined by the selected development partner), the prospect of partnering with a private lodge operator is reasonable and can be financially-attractive, and the original architecture lends itself to such a reuse.

In arriving at this conclusion, reuse options were evaluated through four lenses: partnership potential, architectural preservation and suitability, market feasibility, and program flexibility.

Partnership Potential. As the development history of the Seaside property has illustrated, without a strong, carefully selected partner to execute on the concept and bring it to reality, a concept or design scenario remains simply that. As a concept, reuse as an educational and research institution was highly desired by stakeholders and aligns well with DEEP's mission for state parks. However, a suitable institutional partner does not readily exist. Moreover, the reality that institutional uses are typically non-revenue-generating puts into question the feasibility of obtaining the resources necessary to finance upfront renovation costs and long-term operating costs. On the other hand, partnerships between private lodge operators and public park agencies have been employed successfully in several state and national parks around the country.

Architectural feasibility. Since Seaside's original design as a sanitorium was residential in nature, the buildings as Cass Gilbert designed them lend themselves to reuse as a lodge.

The hospital building already has a kitchen and dining hall on the ground floor, which make for easy conversion to a restaurant and conferencing space. The upper floors of the hospital building, as well as the employee building, were designed as individual suites, and the duplex and superintendent's residence were private homes. Renovating them as vacation rentals will require only restoration, not adaptive reuse.

PARTNERSHIP POTENTIAL

- Institutional/educational use appropriate if able to find right tenant willing to **commit long term** at Seaside State Park
- A research institute could be balanced with lodging and other uses on site

ARCHITECTURE

- The Cass Gilbert buildings are **significant architectural assets**
- The goal is to seek out feasible **adaptive reuse** options for these historic buildings

MARKET FEASIBILITY

- Building reuse will capitalize on **high value** of waterfront property
- Market is underserved for boutique park lodging, event, and conference concept
- **Redevelopment costs must be weighed against potential future revenues**

PROGRAM FLEXIBILITY

- **Phasing** and specific building program will vary depending on the **development concept and market factors**
- Maintaining **design and program flexibility** at this stage is key for attracting potential partners and accommodating a wide range of concepts

MARKET ANALYSIS

Market Feasibility. Within Connecticut, there are fewer than ten high-quality waterfront lodging options. Even fewer boast nationally-significant architecture as Seaside does. Most of the coastline is occupied by private residences or protected for conservation, meaning opportunity for coastal lodging competitors is extremely scarce. A park lodge is expected to capture existing regional demand for lodging [from visitors and business travelers who stay in the local area] and generate new, unique demand from visitors to the new state park and visitors of nearby attractions who would otherwise limit their visit to a daytrip.

Nationally, hotel occupancy rates are at a 15-year peak, supported by business travelers and vacationers enjoying economic recovery. In Connecticut, the leisure and hospitality industry employs over 150,000 people, a 25-year high that indicates the strength of the market. Small-scale resort and conference centers in the region (key demand indicators) are showing strong average daily room rates and low vacancies. A boutique park lodge, if well-executed, would be expected to become a unique regional destination.

The key feasibility challenge for a successful park lodge project at Seaside is found not in the characteristics of the market, but rather from the high costs of restoring the neglected buildings. In a preliminary development analysis, restoration of all four of the historic buildings into a lodge concept was not found to be a financially feasible concept without any subsidy. Though room rates are anticipated to compete with the top of the local hotel market, revenues alone were not enough to offset the high costs to renovate, which translates to steep financing costs. The restoration and reuse of the employee building as a park lodge, however, was projected to have revenues that support initial investment and ongoing management costs of a project and is expected to be an attractive investment for a development partner.

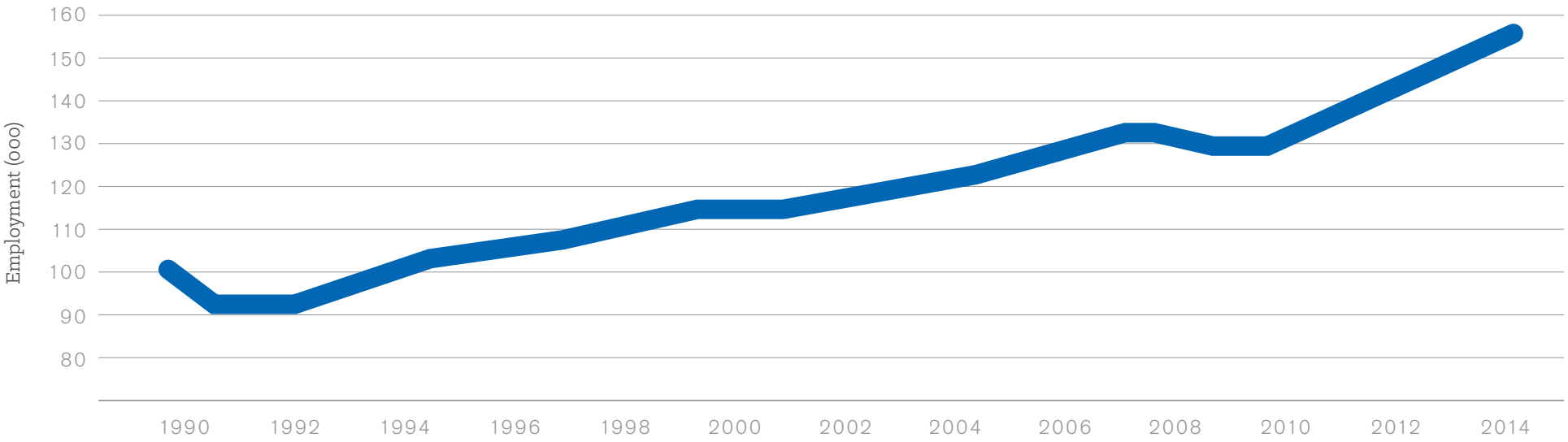
Program Flexibility. Phasing and the specific program of each building will vary depending on the development concept and market factors. In order to be preserved, immediate steps must be taken to stabilize the buildings must and prevent further deterioration, including: roof protection, boarding up windows, and installing fences around the buildings.[1] The cost of these steps, if the Destination Park concept is pursued, is estimated at $161,000.[2]

Once the buildings have been stabilized and secured, the flexibility to phase the project over time and to adapt it to meet shifting market conditions will make it more attractive to potential development partners. For example, risk aversion of financing resources may limit the ability of a park lodge partnership to restore all four Seaside buildings at once. It is possible that the employee building may constitute the first phase of the project and that the Hospital building could later be redeveloped as an auxiliary lodge. Conversely, the initial phases of restoration and resulting revenue streams could prove strong enough that a developer may choose to restore additional buildings beyond what they initially anticipated being financially feasible from an initial development analysis. Flexibility of the program and phasing can also allow for more subtle adjustments that meet market shifts for different room sizes, target room rates, or various amenities.

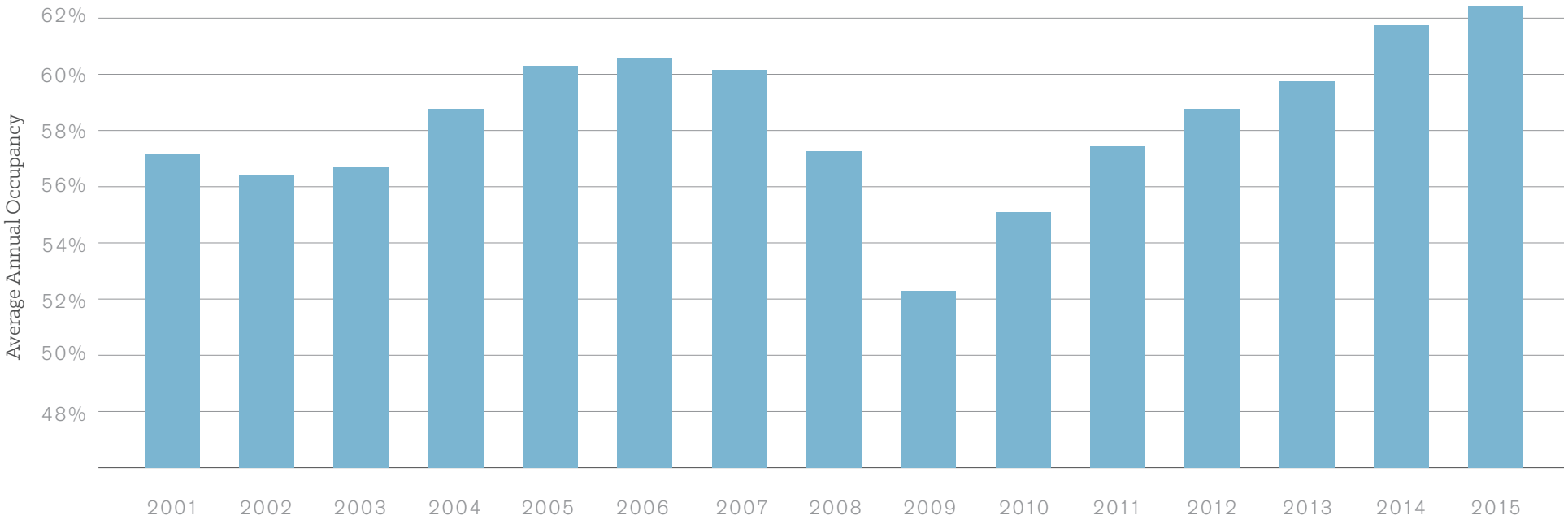
[1] *Wiss, Janney, Elstner Associates, Inc. Preliminary site investigations conducted January 2015.*

[2] *Figure includes stabilization of the: Employee Building, Superintendent's Residence, Duplex Residence, Duplex Garage, and the Garage Building*

CONNECTICUT LEISURE AND HOSPITALITY EMPLOYMENT



UNITED STATES HOTEL OCCUPANCY RATES



HOSPITAL BUILDING ADAPTIVE REUSE OPTIONS

Bear Mountain Inn, Bear Mountain, NY

PARK LODGE

The historic hotel at Bear Mountain State Park was constructed in 1915 and is an early example of a state park system using an inn as a park centerpiece and a catalyst for visitation. Renovations were completed in 2013 and the inn reopened. The main lodge (pictured left) features a main dining room, a spa, and 30,000 square feet of event space that hosts weddings and corporate groups throughout the year. The inn also offers 24 guest rooms in the neighboring Overlook Lodge as well as four historic Stone Cottages that serve as detached auxiliary guest housing.

Schoodic Institute, Winter Harbor, ME

EMPLOYEE BUILDING ADAPTIVE REUSE OPTIONS

INSTITUTE

The Schoodic Institute in Winter Harbor, Maine, was created in a public-private partnership with Acadia National Park for the redevelopment of the former Navy Base on Schoodic Point. The Schoodic Education and Research Center campus includes classrooms, laboratories, and an auditorium, as well as housing and dining for researchers, groups, and conferences, mostly in the historic Rockefeller Hall (pictured at left) along with the publicly accessible Welcome Center. The institute serves as a community catalyst for ecosystem research, conservation training, and education. The employee building could also lend itself well as home to an institute. It has the square footage to have research uses and classrooms on the basement and ground floor levels and offices and lodging on the upper floors.

Inn at the Presidio, San Francisco, CA

MAIN OR AUXILIARY LODGE

The Inn at the Presidio redevelopment project in San Francisco's Golden Gate National Park restored historic Pershing Hall, a former army officers' housing originally constructed in 1903. The $11 million restoration project yielded 22 rooms.

DUPLEX AND SUPERINTENDENT'S RESIDENCE ADAPTIVE REUSE OPTIONS

VACATION RENTAL

The popular Stone Cottages at Bear Mountain Inn offer a more private lodging experience when visiting and staying overnight at New York's Bear Mountain State Park. Each cottage features six bedrooms, a common living area, and a kitchenette. Seaside's superintendent's residence and duplex could be destinations for families and larger groups looking to stay overnight on Long Island Sound.

VISITING FACULTY RESIDENCE

Cabins at the Schoodic Institute are nestled in the woods of the coastal campus. They were added to the institute's original campus offering due to additional demand for overnight accommodations for those teaching and researching at the Institute's Rockefeller Hall.

Bear Mountain Inn, Bear Mountain, NY

THE GARAGE BUILDING ADAPTIVE REUSE OPTIONS

The Refectory, Palmetto State Park, TX

VISITOR CENTER

Built after the historic structures on the property, Seaside's garage building at the edge of the site near Shore Road presents a final adaptive reuse opportunity. A simple visitor center could be accommodated in the garage building and would be ideally located at the entrance to the site where the majority of visitors park. At Palmetto State Park in Gonzales, Texas, the unconditioned stone buildings provide visual focus points and serve as sun and rain shelters for picnickers. The buildings, constructed in the late 1930s, add minimal expense in terms of maintenance.

BUILDING CONDITIONS ASSESSMENT

A conditions assessment of the exterior envelopes and structural systems of Seaside's buildings was conducted to determine whether any buildings could be restored for reuse and at what cost. The assessment concluded that water infiltration and exposure to the elements over 18 years of vacancy has resulted in deterioration to several architectural and structural components of the buildings. Despite these conditions however, the buildings' foundations, and most of the structural floor and roof systems, remain in fair to good condition. Therefore, the assessment concluded that all of the buildings can be restored to a functional condition in a manner that is sensitive to their historic significance. However, this restoration will be costly.

All of the seven structures that remain on the site are "contributing" structures to Seaside's historic designation and are listed on the National Register of Historic Places.[1] Their cultural and architectural importance merits preservation. Should these buildings be restored, the work should be undertaken in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

If it is not feasible to begin restoration immediately, temporary protection measures should be taken to slow the rate of deterioration and prevent entry into or near the buildings. This would involve roof protection, boarding up windows, and installing fences around the buildings.

THE HOSPITAL BUILDING

Exterior restoration	$6,854,000
Temporary Protection	$160,000
Demolition	$700,000

THE EMPLOYEE BUILDING

Exterior restoration	$1,661,000
Temporary Protection	$67,000
Demolition	$250,000

SUPERINTENDENT'S RESIDENCE

Exterior restoration	$808,000
Temporary Protection	$26,000
Demolition	$75,000

THE GARAGE BUILDING

Exterior restoration	$95,000
Temporary Protection	$19,000
Demolition	$40,000

Sources:

[1] *United States Department of the Interior. National Register of Historic Places. OMB No. 10024-0018. July 10, 1995*

Wiss, Janney, Elstner Associates, Inc. Seaside Sanitorium Exterior Envelope Condition Assessment, Final Report, July 9, 2015
Connecticut Division of Construction Services

DUPLEX RESIDENCE

Exterior restoration	$447,000
Temporary Protection	$37,000
Demolition	$80,000

DUPLEX GARAGE

Exterior restoration	$156000
Temporary Protection	$12,000
Demolition	$20,000

OLD PUMP HOUSE #1

Exterior restoration	$80,000
Temporary Protection	$13,000
Demolition	$20,000

HOSPITALITY FEASIBILITY ANALYSIS

Once the building conditions assessment determined that the historic structures had the potential to be saved and repurposed for a park-related use, PKF Consulting USA/CBRE Hotels was retained to conduct a feasibility study and redevelopment analysis for four structures: the Hospital Building, the Employee Building, the Duplex and the Superintendent's House. Their market research and analysis determined there is sufficient demand projected in the regional lodging market to support a redevelopment of some or all of the historic buildings for hospitality purposes. Furthermore, their analysis determined that it is financially feasible for an experienced hotel operator affiliated with an established brand to successfully redevelop the building or buildings into a State Park Lodge, estimated to be 100 rooms with associated amenities: upscale and casual dining, conference space, and a spa.

CONDITIONS OF EXTERIOR DETERIORATION

- Spalling of concrete floor and roof decks in some locations
- Corrosion at steel lintels and wall reinforcing resulting in cracks in and displacement of face brick at the masonry buildings
- Deterioration of mortar joints at the masonry buildings
- Deterioration of masonry at chimneys
- Deterioration of exterior wood
- Failure of clay tile shingle roofing at the hospital building
- Deterioration of slate shingle roofing at the other masonry buildings
- Failure of low-slope built up, PVC membrane, and metal roofing at the hospital building
- Severe corrosion at steel windows and hollow metal doors
- Paint failure and failure of glazing compound at wood windows
- Damage to wood windows caused by vandalism at the hospital building and employee building
- Broken glass at the majority of windows at the hospital building and employee building
- Growth of vines and other vegetation at walls and roofs

TRAFFIC IMPACT

A traffic study was conducted to determine the traffic impact of a state park on local roads, particularly Shore Road, the primary access route to Seaside. The study concluded that traffic flow on Shore Road, under all park concepts, will remain within Level of Service A as defined by the Transportation Research Board. This means that traffic would continue to flow at the posted speed limit, and motorists have complete mobility, as well as a high level of physical and psychological comfort.[1]

The most recent available traffic study found that current weekday and weekend peak hour traffic flow on Shore Road was 1.2 cars per minute in both directions. In other words, when traffic was at its heaviest, in one minute one car passed in an eastbound direction and one car passed in a westbound direction.

The study modeled future trip generation based on the Destination Park concept because that concept is expected to generate the greatest volume of trips. Under this concept, the total traffic volume on Shore Road is forecasted to peak at 10 a.m. on both weekdays and weekends. On weekdays, 3.3 cars are forecasted to travel on Shore Road each minute. On weekends, that figure increases to 5.7 cars per minute. Throughout the day (including peak and non-peak hours), the typical traffic volume on Shore Road is expected to average between 1.8 to 2.6 trips per minute. This means that on Saturday mornings when traffic is at its heaviest (as beachgoers are arriving), 1 car will pass every 10 seconds on Shore Road in either direction. At other times of day, 1 car will pass every 30 seconds.

By comparison, when the Seaside Regional Center was in operation, peak traffic volumes on Shore Road are estimated to have been 4 cars per minute, or 1 car every 15 seconds, based on standard models for hospital use. This estimate likely overcounts actual traffic as many hospital staff members lived on site.

The past, current, and expected volumes of traffic, including peak hours, are all free-flowing levels of traffic well within Level of Service A, the lightest classification of traffic flow that exists. As such, it is reasonable to conclude that the traffic impact of Seaside State Park on local roads will be marginal.

Seaside State Park (forecasted)

Seaside Regional Center (historical)

Existing Weekday Trips

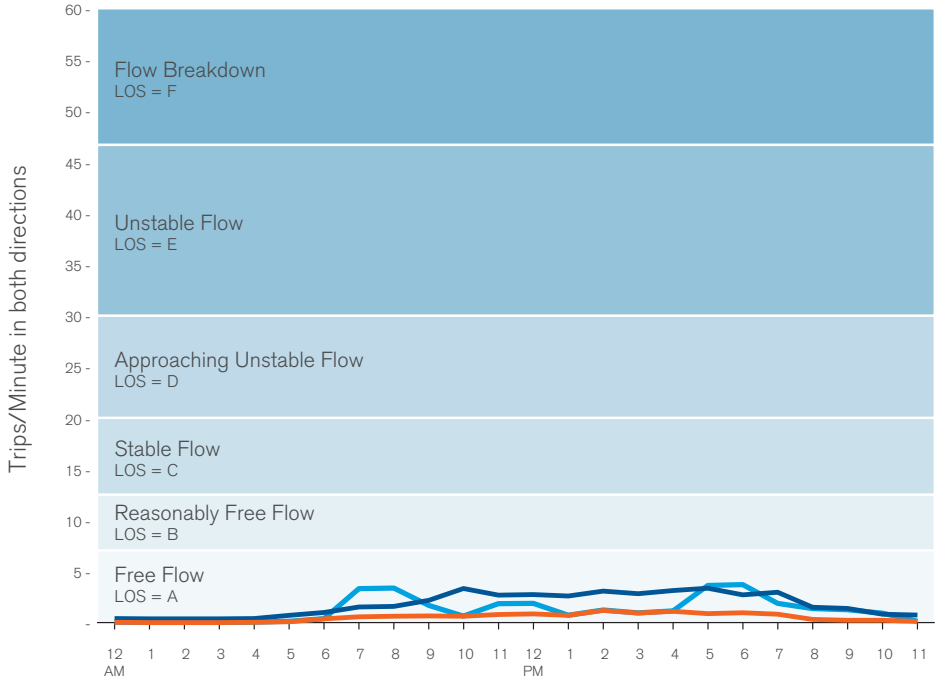
Sources:

Institute of Transportation Engineers. Trip Generation, 7th Ed., Washington, DC, 2003.

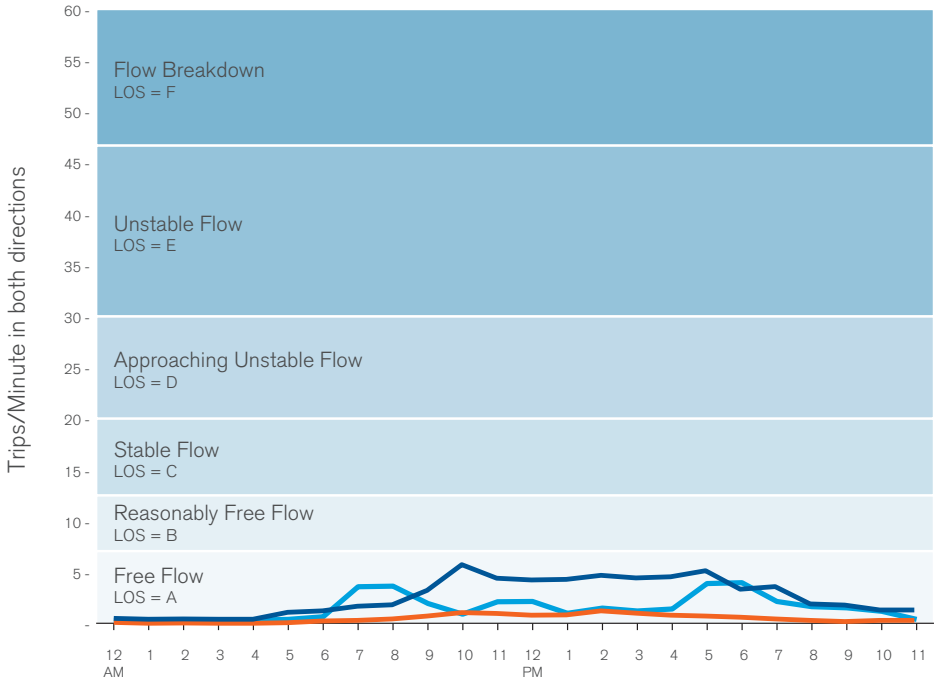
Transportation Research Board. Highway Capacity Manual, 3rd Ed., Washington, DC, 1998.

Automatic Traffic Recorders conducted by Fredrick P. Clark Associates, Inc., Tuesday, May 10–Thursday, May 19, 2011

FORECASTED TRAFFIC VOLUME ON SHORE ROAD WEEKDAY TRIPS



FORECASTED TRAFFIC VOLUME ON SHORE ROAD WEEKEND TRIPS



APPENDIX

CONCEPT ALTERNATIVES

As part of the process of arriving at a preferred concept, several alternatives were proposed and considered by stakeholders. What follows is an overview of these alternatives and how they were received.

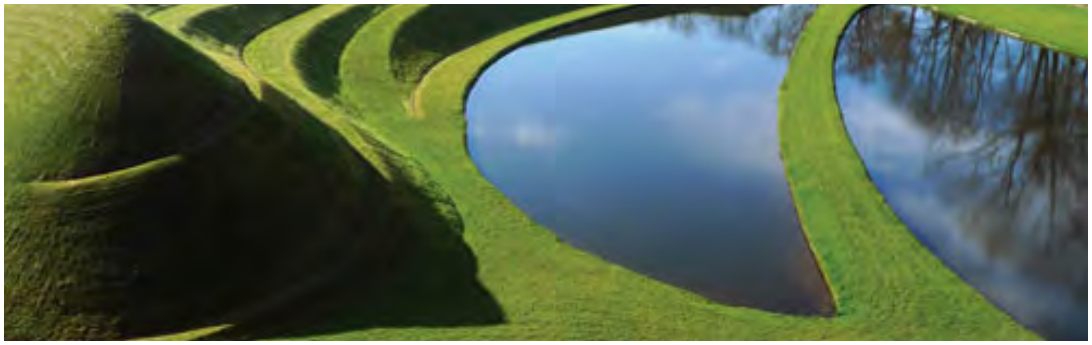
CONCEPT A

SEASIDE AS A DESTINATION PARK

A dynamic shoreline experience is the prominent attraction of the Destination Park. The water's edge is enhanced and intensified through the enlargement of sandy beach areas and the introduction of a living shoreline. Coastal meadows, intertidal dunes, and tidal pools weave together to create a natural approach to storm surge protection on site. Original stone jetties and a seawall serve as a backup form of protection and are programmed into the waterfront experience, supporting a fishing pier and overlooks. Active program components for this design include walking, running, biking, nature explorations, kayaking, and boating, as well as swimming. A boardwalk feature traverses the site, circulating park users in an east-west passage across the site and providing access down to the beach areas, guiding people through the experience of the living shoreline. Ample parking is supplied on the site to accommodate park users as well as to support the adaptive reuse of the existing buildings.

In this design adaptive reuse is slated for some or all of the four buildings on the site. The design envisions all four buildings being restored for reuse mainly as a large park lodge facility with smaller vacation rental opportunities in the smaller buildings. Pending the final budget outcome, a smaller-scale lodge program could occupy the employee building rather than the existing hospital building.

INSPIRATION

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DEVELOPMENT PROGRAM

	Low	High
Guest Rooms	24	63
Conferencing Space (NSF)	3,965	15,576
Restaurant/Bar Space (NSF)	5,092	7,847
Parking Spaces	180	250
Visitor Center	2,500	2,500

Concept A - Low
Employee building as main lodge, duplex and superintendent's residence as vacation rentals. Assumes standalone pile supported fishing pier.

Concept A - High
Hospital building as main lodge with private rooms and dining, employee building as auxiliary lodge with private rooms and preparatory kitchen, duplex and superintendent's residence as vacation rentals for private groups. Standalone pile supported fishing pier.

DEVELOPMENT COST[1]

	Low ($M)	High ($M)
Building Exterior Restoration[2]	3.2	10.1
Building Fit-out	10.8	27.9
Building Demolition	0.7	0.0
Soft Costs[3]	3.7	9.5
Total Building Costs	**18.4**	**47.5**
Site Improvements	12.6	12.6
Seawall Repair[4]	0.3	0.3
Fishing Pier[4]	3.0	3.0
Tidal Pool Creation[4]	0.1	0.1
Total Park/Site Costs[5]	**16.0**	**16.0**
Total Project Costs	**$34.4**	**$63.5**

1. Preliminary total cost estimates for planning purposes only. Cost distribution between the state and future development partner will vary based on future deal terms. Ideally developer will shoulder some or all of building restoration costs and possibly ongoing park maintenance (not shown) as well.
2. Per Wiss Janney Elstner Associates 2015 report.
3. Soft costs estimated at 25% of hard costs.
4. Estimates per COWI Marine North America March 2015 report.
5. Including site soft costs

KEY

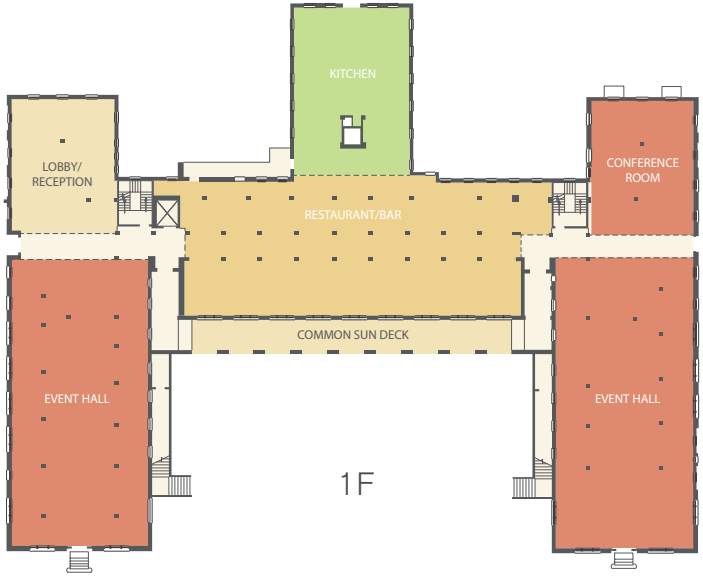
1. Entry Road
2. Parking
3. Main Lodge
4. Auxiliary Lodge
5. Inn or Single Family Vacation Rental
6. Boardwalk
7. Tidal Pools
8. Seawall
9. Overlook
10. Dune Swale
11. Wet Meadow
12. Savannah Grassland
13. Coastal Meadow
14. Coastal Woodlands
15. Fishing Pier
16. Kayak Launch
17. Maintenance Shed
18. Visitor Center
19. Old Pump House

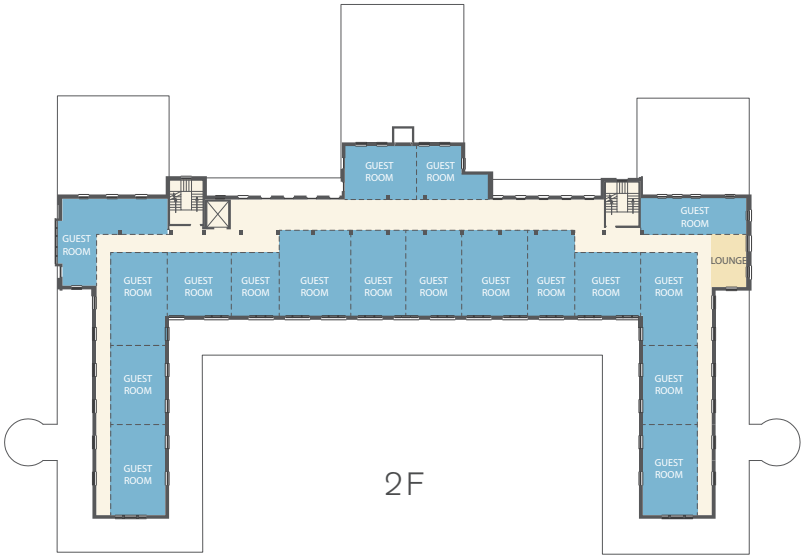
TEST FIT

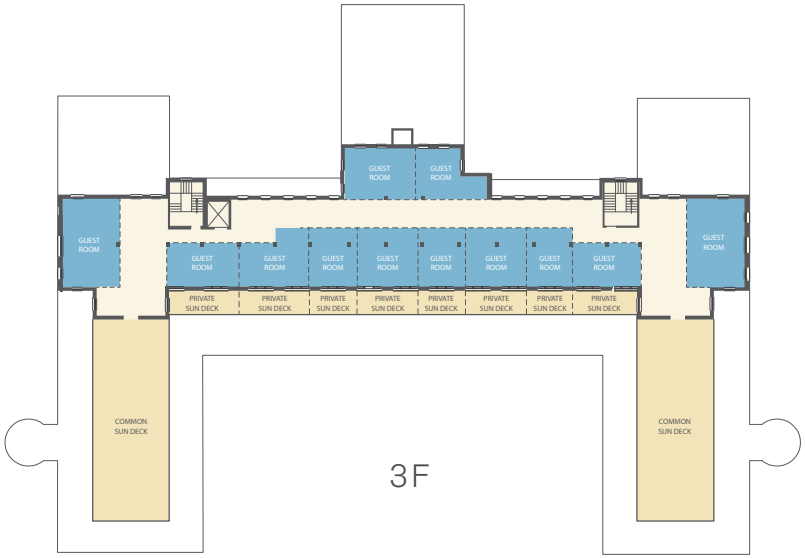
HOSPITAL BUILDING

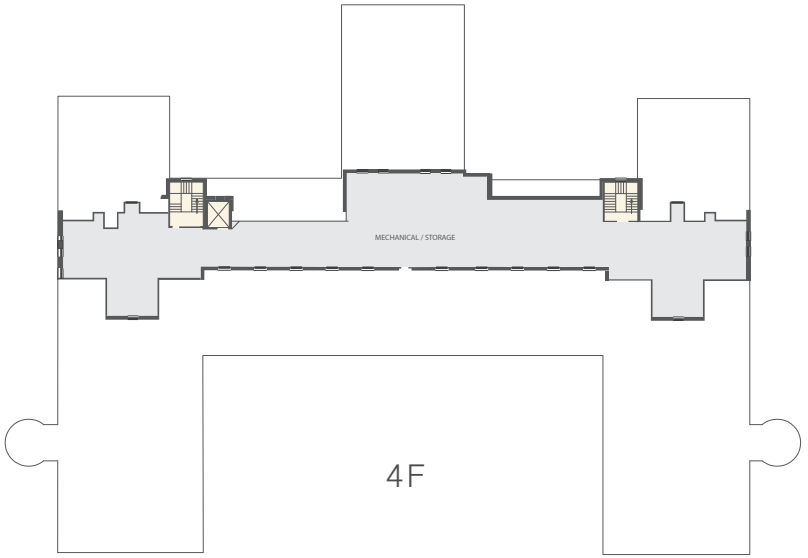
The 66,000 square foot hospital building features a full basement with four floors above, with variable ceiling heights ranging from 8 feet 2 inches to 10 feet 6 inches. A rough sample test-fit of program elements yielded the following: 30 guest rooms, 8,000 square feet of dining uses (kitchen and dining room), and 16,500 square feet of conferencing and event space on the first three floors. The basement and fourth floor attic spaces were considered to be used for mechanical functions, storage, and non-leasable office space. The high cost of exterior stabilization (per WJE 2015 report), support column placement, and low ceiling heights are the issues of most concern. Accommodating larger group events (ones that would serve to help fill lodging rooms with event guests) will be difficult without a large enough interior open space not disrupted by columns.

Guest Room
Conferencing
Lounge/Gathering
Kitchen


KITCHEN
LOBBY/
RECEPTION
CONFERENCE
ROOM
RESTAURANT/BAR
COMMON SUN DECK
EVENT HALL
EVENT HALL
1F


GUEST ROOM
LOUNGE
2F


GUEST ROOM
PRIVATE SUN DECK
COMMON SUN DECK
3F


MECHANICAL / STORAGE
4F

TEST FIT

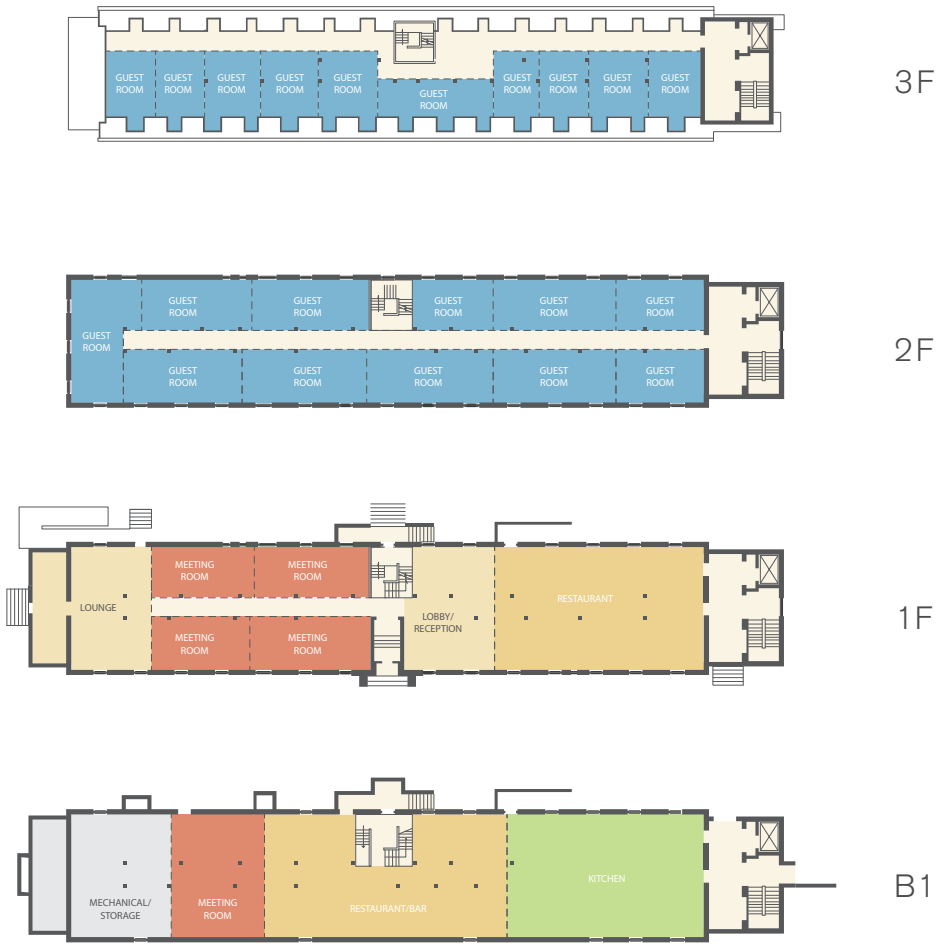
EMPLOYEE BUILDING

The 45,000 square foot employee building features a full basement with four floors above, with variable ceiling heights ranging from 8 feet 2 inches to 9 feet 6 inches. In a scenario where the hospital building is restored, the employee building could serve as an auxiliary lodge. Dining and social functions would still take place in the main lodge, with an additional 33 guest rooms just across the lawn. In a scenario where the hospital building is demolished or the foundation is left as ruins, the employee building is also feasible as a standalone lodge, with a preliminary test-fit yielding 29 guest rooms, 5,000 square feet of dining uses, and a modest 1,600 square feet of space to accommodate meetings, small conferences, or events. Key advantages to restoring the employee building is the low relative cost for exterior and structural stabilization compared to the hospital building (per WJE 2015 report).

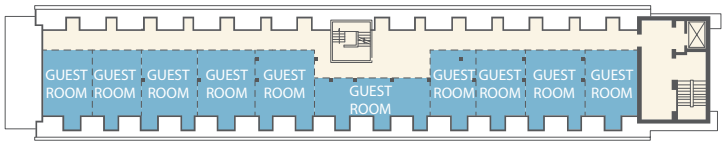
DUPLEX AND SUPERINTENDENT'S RESIDENCE

The duplex and superintendent's residence were originally designed for residential use and are best restored and retained in such uses. The duplex has two units of 1,400 square footage each and the superintendent's residence has a generous 3,325 of square footage. The units could be rented as private vacation cottages to round out a diverse lodging option and allow for longer-term rentals for larger groups and families that would prefer a suite-style rental.

STANDALONE LODGE SUB-OPTION



AUXILIARY LODGE SUB-OPTION



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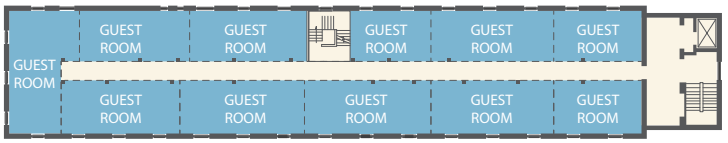

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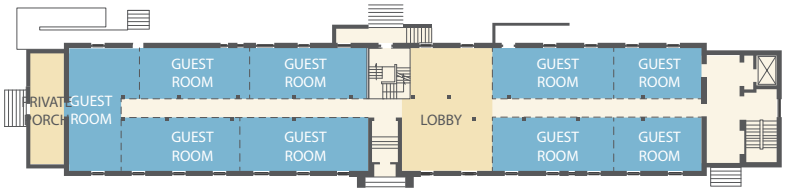

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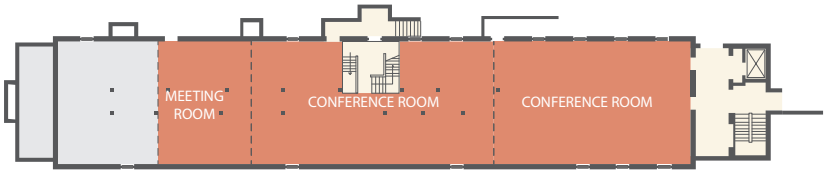


B1

- Guest Room
- Conferencing
- Lounge/Gathering
- Kitchen

BUDGET AND TIMELINE

The state should commence an environmental impact assessment. Upon completion, the next step will be to release a request for proposals to begin the search for potential development partners immediately. The buildings are at a critical stage for stabilization. If they are to be successfully recovered and restored in the future, the exteriors must be stabilized and secured within one year.[1]

As soon as a development partner is secured, project phasing (as financing structure allows) should address construction of the main lodge facility first, followed by any auxiliary lodge or rental units. A preliminary cost estimate and financial analysis based on the program test highlighted the need for some kind of development subsidy in order to create a financially feasible project that could capture a development partner's investment. Such subsidies would be expected to include historic tax credits, but could also come from private fundraising, preservation organizations, or from state or federal grants programs. The financial analysis makes broad assumptions about interior fit-out costs for the buildings, project deal structures, and projected revenues based on experience, precedent projects, and analysis of local comparable supply.

Saving all of the buildings if possible is the best option for DEEP mission fulfillment. However, in an effort to balance DEEP's mission with financial realities, only some of the buildings may be chosen for stabilization and preservation. The employee building is anticipated to draw the most interest from development partners due to its efficient layout and lower exterior and structural stabilization costs, and is still a feasible option even in a scenario where large amounts of development subsidy are not available. In this scenario, the hospital building's legacy may be preserved with a new garden ruin that includes one or several of the building's architectural features.

Sources:

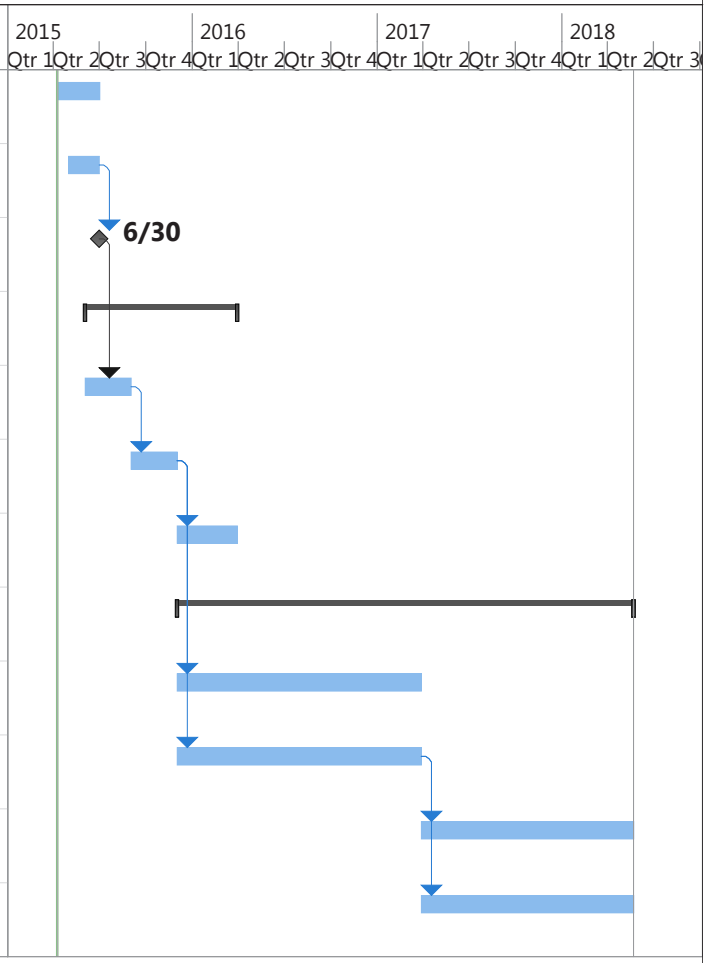
Seaside Sanatorium Exterior Envelope Condition Assessment Second Draft Report. Prepared for State of Connecticut Department of Administrative Services. Prepared by Wiss, Janney, Elstner Associates, Inc., 2015.

Seaside Park Draft Schedule

Concept A
Destination Park

Thu 4/9/15

ID	Task Name	Duration	Start	Finish
1	Property Clean up and State Park opens	12 wks	Thu 4/9/15	Wed 7/1/15
2	Secure property	8.6 wks	Fri 5/1/15	Tue 6/30/15
3	DEEP assumes operations of Seaside	0 days	Tue 6/30/15	Tue 6/30/15
4	**Market analysis and RFP Process**	**43 wks**	**Wed 6/3/15**	**Tue 3/29/16**
5	Hire market analysis firm - validate lodging needs	13 wks	Wed 6/3/15	Tue 9/1/15
6	Develop RFP and administer process	13 wks	Wed 9/2/15	Tue 12/1/15
7	Develop agreement for development	17 wks	Wed 12/2/15	Tue 3/29/16
8	**Design / Construction**	**129 wks**	**Wed 12/2/15**	**Tue 5/22/18**
9	DEEP designs park components (in conjunction with preferred developer)	69 wks	Wed 12/2/15	Tue 3/28/17
10	DEEP restores building exteriors - Design	69 wks	Wed 12/2/15	Tue 3/28/17
11	Implement park plan designs and exterior renovations	60 wks	Wed 3/29/17	Tue 5/22/18
12	Developer to finalize design and construct interiors	60 wks	Wed 3/29/17	Tue 5/22/18



Task
Split
Milestone
Summary
Project Summary
Inactive Task
Inactive Milestone
Inactive Summary
Manual Task
Duration-only
Manual Summary Rollup
Manual Summary
Start-only
Finish-only
External Tasks
External Milestone
Deadline
Progress
Manual Progress

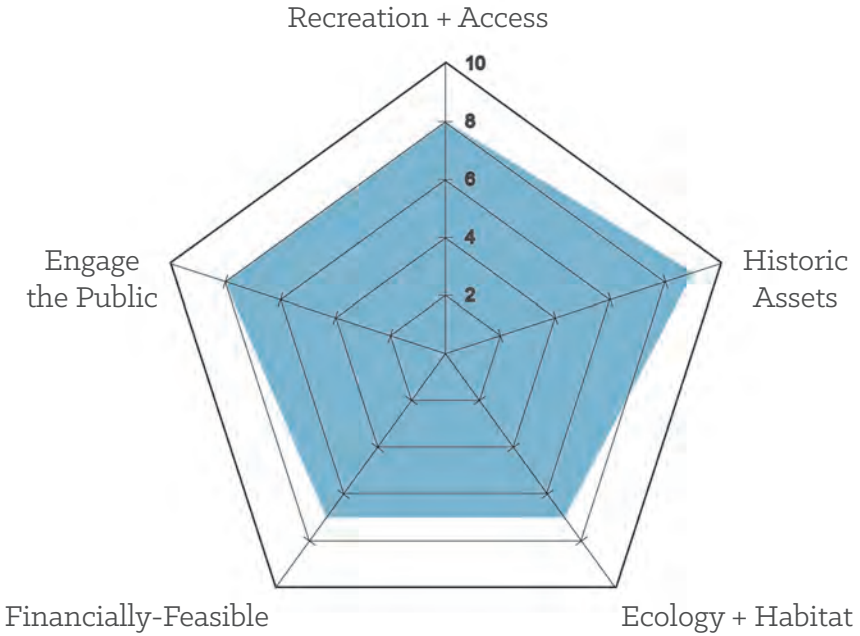
STAKEHOLDER FEEDBACK

Survey respondents generally liked all of the elements featured in the Destination Park concept, though many expressed concern for the concept as a whole in the written response portion of the survey, citing traffic and crowds as their main concerns. The varied landscapes and the tidal pools in the Destination Park concept were liked by 75% of respondents, and respondents supported the provision of sufficient parking capacity to meet anticipated visitor demand. However, the high investment required for this concept was a concern.

A strong majority of respondents (65%) were opposed to on-site lodging, even though most (80%) supported preserving the site's historic architecture in some way. Respondents were divided about whether or not there should be a natural shoreline. Many respondents liked the built tidal pool and boardwalk shoreline in this concept, but many respondents also advocated for an undisturbed natural waterfront.

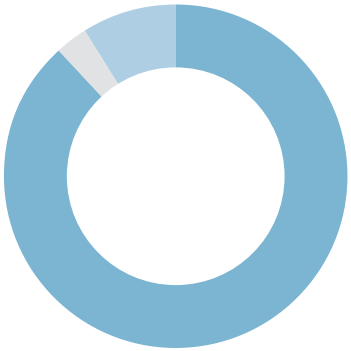
When asked what park features they thought were missing from this concept, respondents stated that they hope to see food vendors brought to the site, and the addition of wildlife habitats or viewing areas. The two most prevalent schools of thought advocated for preservation of the historic architecture (only present in this concept) and concern for over-programming the site, reducing the tranquil nature that exists today.

HOW WELL DO YOU THINK THIS CONCEPT ACHIEVES THE FIVE PROJECT GOALS?

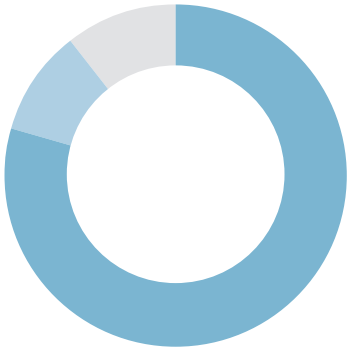


Source: Seaside State Park Concepts Under Consideration Survey.

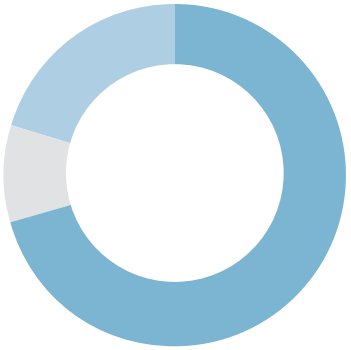
WHAT IS YOUR OPINION ON THE PROJECT ELEMENTS FROM **CONCEPT A**?



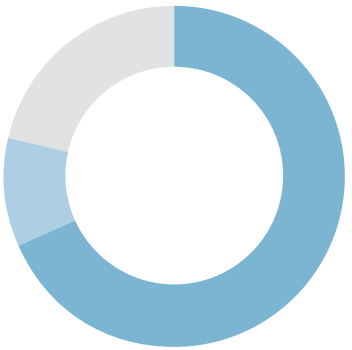
Varied Landscape



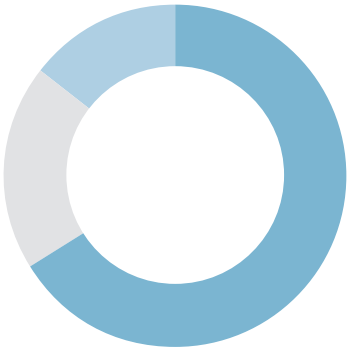
Historic Preservation



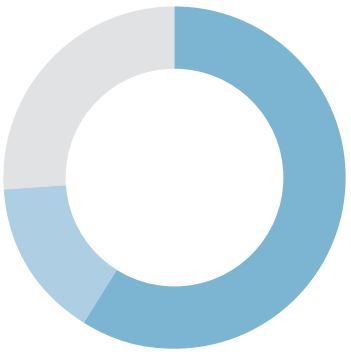
Tidal Pools



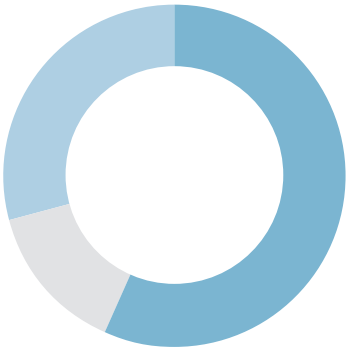
Sufficient parking



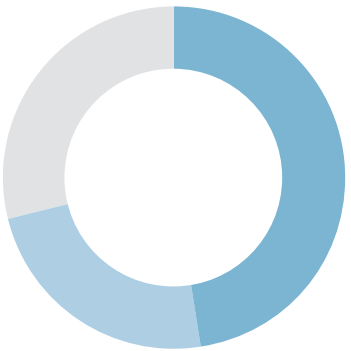
Boardwalk



Access Road



Fishing Pier



Revenue-generating model

Like
Ambivalent
Dislike

CONCEPT B
SEASIDE AS AN ECOLOGICAL PARK

The design intent for the Ecological Park is to maximize ecological restoration of the site while providing a passive experience for the park user, in line with how the park is currently utilized. A nature trail with key stations and overlooks loops around the site providing educational opportunities. Native sunflowers line the trail bending and turning to track the sun throughout the day while guiding park users through the different ecological layers of the site, harkening back to the site's history of providing heliotropic treatments to children with tuberculosis. The existing jetties remain to help provide storm surge protection while their stone material extends to provide shortcut pathways to the sea. Dune restoration is a key component of the waterfront, as is the introduction of a fishing pier. Nature stations located along the loop trail are composed of a bird blind, a sundial, and other programmatic moments to enhance the educational experience of the Ecological Park. Parking and a small visitor center are sited close to the Shore Road entry, limiting the extent to which vehicles can travel into the park. The existing road is turned into a maintenance route or secondary trail which would provides those with limited mobility access to the waterfront.

Due to cost considerations, in this option the majority of existing buildings on the site are removed. Adaptive reuse of the existing garage structure, employee building, superintendent's house, or duplex present a range of budget options for the visitor center.

INSPIRATION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DEVELOPMENT COST[1]

	Low[2] ($M)	High[3] ($M)
Building Exterior Restoration[4]	0.1	1.7
Building Fit-Out	0.4	8.3
Building Demolition[4]	0.9	1.1
Soft Costs	0.4	2.8
Total Building Costs	**1.8**	**13.9**
Site Improvements	6.3	10.3
Seawall Demolition[5]	0.3	0.3
Fishing Pier[5]	1.4	3.0
Sand Beach Improvements[5]	0.5	0.5
Total Park/Site Costs[6]	**8.5**	**14.1**
Total Project Costs	**$10.3**	**$28.0**

1. Preliminary cost estimates only.
2. Low estimate assumes restoring garage building and demolishing all other buildings on site
3. High estimate assumes renovation of employee building into a visitor center
4. Per Wiss Janney Elstner Associates 2015 report
5. Estimates per COWI Marine North America March 2015 report. Low estimate indicates a fishing pier constructed by casting a concrete walkway atop existing stone groin. High estimate assumes construction of a new stand alone, pile supported pier
6. Including site soft costs

KEY

1. Parking/Visitor Center
2. Nature Trail
3. Maintenance Road/Trail
4. Nature Follies
5. Fishing Pier
6. Dune Restoration
7. Savannah Grassland
8. Coastal Meadow
9. Coastal Woodlands
10. Kayak Launch

ADAPTIVE REUSE OPTIONS FOR VISITOR CENTER

A visitor center is proposed as a feature of the Ecological Park concept in order to orient visitors to Seaside and provide education on the historical legacy and ecology of the site. Providing a visitor center is also a strategy for preserving at least some of the Cass Gilbert architecture. The size and program of the visitor center could vary.

Small Visitor Center (1,800 NSF)
The garage is best suited for a small facility that could contain an exhibition space, bathrooms, and maintenance storage

Medium Visitor Center (7,000 NSF)
The duplex or the superintendent's residence could be repurposed for a medium-sized facility that contains several exhibition galleries and an archival library showcasing the site's history, function rooms, and offices

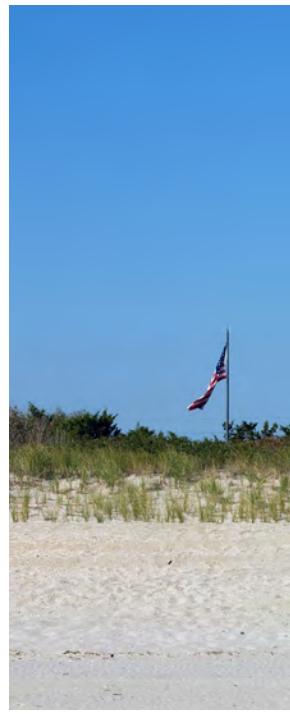
Large Visitor Center (19,000 NSF)
The employee residence could be repurposed for a large facility that contains expanded space for exhibition galleries, an archival library, function rooms, and offices

GARAGE

ADAPTIVE REUSE OPTIONS
VISITOR CENTER + PAVILION, THE REFECTORY, PALMETTO STATE PARK, TX

DUPLEX OR SUP

ADAPTIVE REUSE OPTIO
VISITOR CENTER + EXHI



PERINTENDENT'S RESIDENCE

NS

BITION SPACE, SANDY HOOK, NJ

EMPLOYEE BUILDING

ADAPTIVE REUSE OPTIONS

VISITOR CENTER + OFFICES, EXHIBIT SPACE, ARCHIVES, ARNOLD ARBORETUM, BOSTON, MA

BUDGET AND TIMELINE

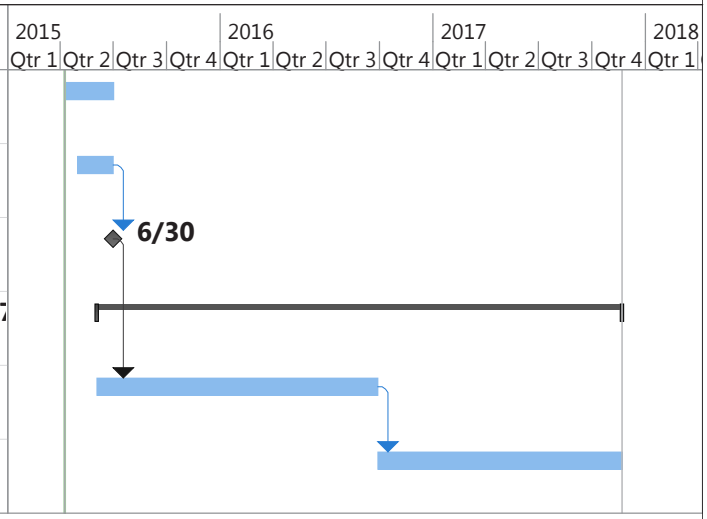
The construction cost for the Ecological Park falls between that of the Destination Park and the Passive Recreation Park. This design proposes a cost range between $10.6 million and $27.8 million dollars. This design is the most plant intensive and includes costs associated with restoring/enhancing the two existing streams on the site as well as the creation of larger wetland areas. The individual nature stations would be funded from the public art component of the park budget. This scheme contains the largest program element of public art and education.

Seaside Park Draft Schedule

Concept B
Ecological Park

Thu 4/9/15

ID	Task Name	Duration	Start	Finish
1	Property Clean up and State Park opens	12 wks	Thu 4/9/15	Wed 7/1/15
2	Secure property	8.6 wks	Fri 5/1/15	Tue 6/30/15
3	DEEP assumes operations of Seaside	0 days	Tue 6/30/15	Tue 6/30/15
4	**Design / Construction**	**129 wks**	**Wed 6/3/15**	**Tue 11/21/17**
5	DEEP designs park components	69 wks	Wed 6/3/15	Tue 9/27/16
6	Implement park plan designs	60 wks	Wed 9/28/16	Tue 11/21/17



Project: Project Schedule movin
Date: Thu 4/9/15

Task	Inactive Summary	External Tasks
Split	Manual Task	External Milestone
Milestone	Duration-only	Deadline
Summary	Manual Summary Rollup	Progress
Project Summary	Manual Summary	Manual Progress
Inactive Task	Start-only	
Inactive Milestone	Finish-only	

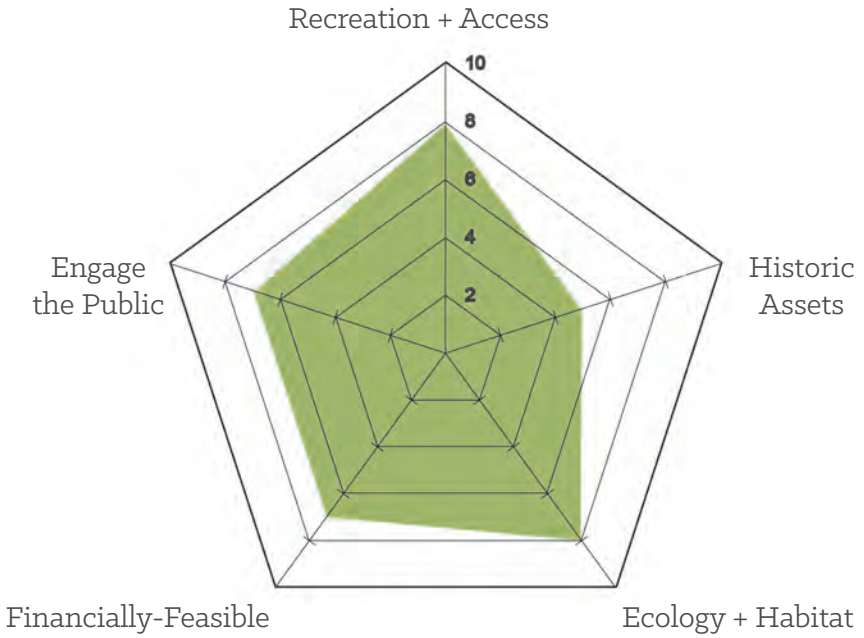
STAKEHOLDER FEEDBACK

The Ecological Park concept was highly favored by respondents. Almost every element proposed in this concept received overwhelming support from respondents. The varied landscapes proposed in this project were crowd favorites, with high support for elements that protect or restore the natural condition of the site, including a living shoreline, a nature trail, observation points, and a kayak launch. Many respondents referenced the history of nature and healing on the site in their statements of support. Many respondents favored a moderate investment in the site to support the introduction of new programming on the site. Respondents did not reach consensus on parking. In the Ecological Park concept, parking is limited to enhance visitors' nature experiences, and 46% of respondents favor this approach, though 31% disapprove.

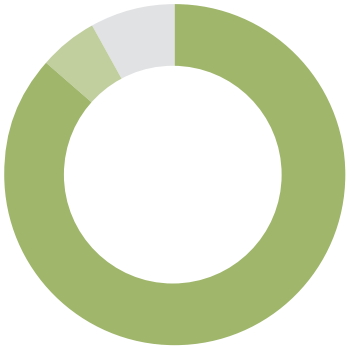
By far, the greatest criticism for this concept pertained to the proposed demolition of the Cass Gilbert buildings. This criticism came in spite of the high cost of preservation and respondents' disfavor of high levels of investment in the site. Other responses advocated for bringing revenue-generating operations onto the site. Many of the suggestions for clam shack or food truck vendors and boat, scuba, or other activity-based gear rentals would not likely generate significant revenues due to their seasonal natures, but may be considered as programmatic amenities.

Source: Seaside State Park Concepts Under Consideration Survey.

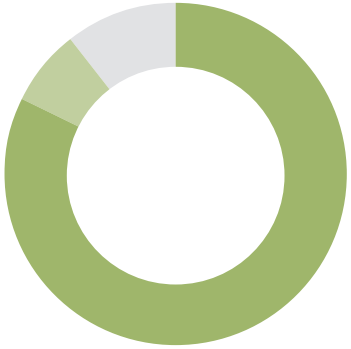
HOW WELL DO YOU THINK THIS CONCEPT ACHIEVES THE 5 PROJECT GOALS?



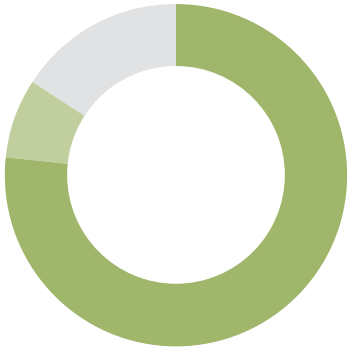
WHAT IS YOUR OPINION ON THE PROJECT ELEMENTS FROM **CONCEPT B**?



Varied Landscape



Nature Trail



Living Shoreline

Environmental conservation model

Observation Points

Kayak launch

moderate investment

Maintenance Trail

Like

Ambivalent

Dislike

CONCEPT C:
SEASIDE AS A PASSIVE RECREATION PARK

The Passive Recreation Park design is the most minimal of the three schemes. This scheme proposes to remove the buildings and restore and improve the large existing green lawn which sits along the waterfront.

Programmatically visitors would use the park as they currently do today, strolling on passive trails, picnicking, enjoying the lawn, and swimming at the sandy beach areas. Modest parking and a small support building could be sited near the entrance on Shore Road, employing a similar approach to vehicular traffic as with the Ecological Park concept. In this concept, the pump house would stand in place, and the existing maintenance road would remain intact. The existing seawall in this option is fully restored. The streams on site remain as is, without enhancement of wetland areas. This scheme is the most minimal in terms of design, ecological restoration, and impact on the site. This concept would also cost the least to develop the site as a state park.

INSPIRATION


1
2
3
2
6
4
7
5
6
8

DEVELOPMENT COST[1]

	Low ($M)	High[2] ($M)
Building Demolition	1.2	1.4
Soft Costs	0.3	0.4
Total Building Costs	**1.5**	**1.8**
Site Improvements[3]	1.3	1.6
Total Park/Site Costs[4]	**1.3**	**1.6**
Total Project Costs	**$2.8**	**$3.4**

1. Preliminary cost estimates for planning purposes only.
2. High estimate reflects a 20% contingency over estimated costs (low).
3. 2015 COWI Marine North America Report estimate for seawall restoration $220,000, Sasaki estimate for remaining costs.
4. Including site soft costs

KEY

1. Park/Visitor Center
2. Walking/Jogging Trail
3. Maintenance Road/Trail
4. Pump House
5. Picnicking/BBQ Grounds
6. Open Lawn
7. Savannah Grassland
8. Swimming Beach (existing)

BUDGET AND TIMELINE

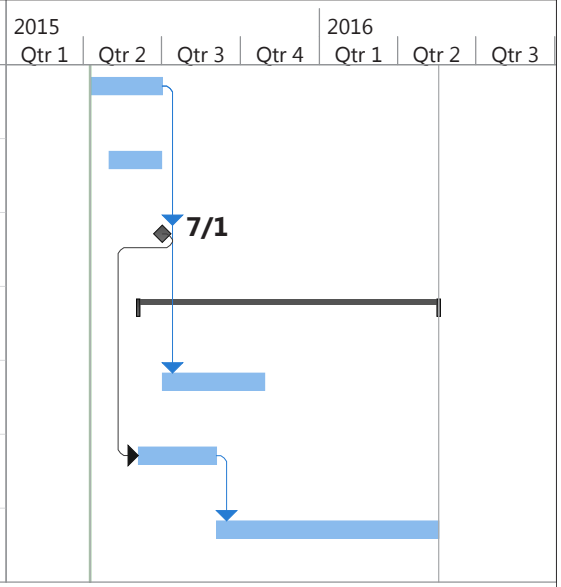
The Passive Recreation Park design is the least expensive of the three schemes with the largest cost being the demolition of the buildings, which makes up 43% of the budget, and the seawall restoration, which is the largest site improvement cost at $220,000. The roughly anticipated cost for this design is between $2.9 and $3.5 million. The rest of the costs are minimal: the addition of a small parking area, as well as reseeding the lawn area along the water.

Seaside Park Draft Schedule

Concept C
Passive Park

Thu 4/9/15

ID	Task Name	Duration	Start	Finish	Predecessors
1	Property Clean up and State Park opens	12 wks	Thu 4/9/15	Wed 7/1/15	
2	Secure property	8.6 wks	Fri 5/1/15	Tue 6/30/15	
3	DEEP assumes operations of Seaside	0 days	Wed 7/1/15	Wed 7/1/15	1
4	**Design / Construction**	**50 wks**	**Thu 6/4/15**	**Wed 5/18/16**	
5	Demo existing Buildings	17 wks	Thu 7/2/15	Wed 10/28/15	1
6	DEEP designs park components	13 wks	Thu 6/4/15	Wed 9/2/15	3FS-4 wks
7	Implement park plan designs	37 wks	Thu 9/3/15	Wed 5/18/16	6



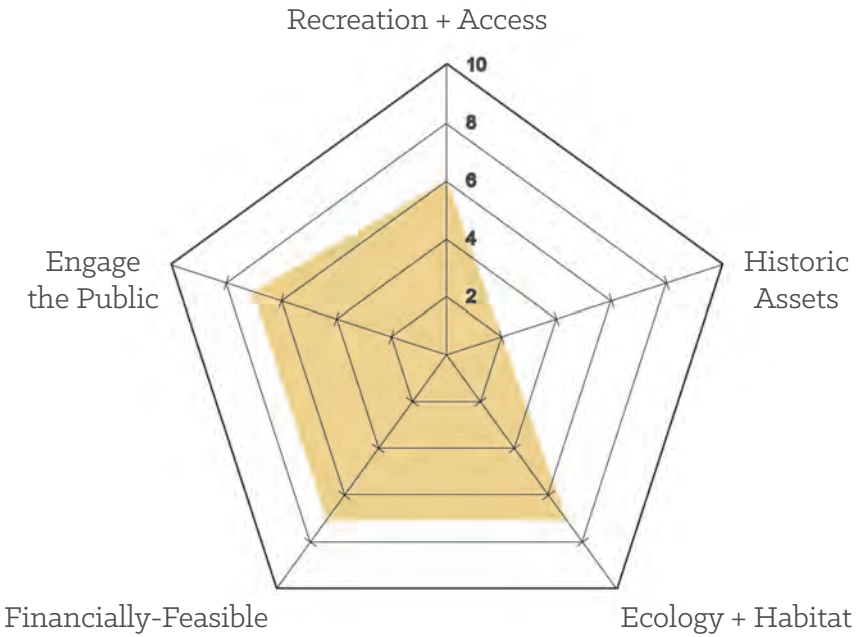
Task		Inactive Summary		External Tasks	
Split		Manual Task		External Milestone	
Milestone		Duration-only		Deadline	
Summary		Manual Summary Rollup		Progress	
Project Summary		Manual Summary		Manual Progress	
Inactive Task		Start-only			
Inactive Milestone		Finish-only			

STAKEHOLDER FEEDBACK

The Passive Recreation Park concept did not generate the same level of excitement from survey respondents as the Destination Park and Ecological Park concepts, with fewer respondents favoring the proposed park elements. Of the proposed elements, the jogging path and access road were the only favored features. Written comments pertaining to the Passive Recreation Park suggest that these features appealed to visitors with physical disabilities and to seniors, who appreciated the smooth-surface access to the water. As in the Destination Park concept, the constructed shoreline element received mixed reviews, with advocates for ecological restoration of the waterfront and advocates for the protection perceived to be offered by a constructed seawall.

The biggest concern many respondents had was that the Passive Recreation Park concept did not preserve any of the historic buildings on the site. More than 40% of respondents felt that historic preservation in some form, including as a ruins, was important for this concept. Other concerns were that the park was too simple, and without a unique attraction, either commercial or natural, it would be underutilized and would draw state park funding away from higher-utilized parks. Respondents also felt that support facilities, such as restrooms, pathways, and better parking options, were missing from the site.

HOW WELL DO YOU THINK THIS CONCEPT ACHIEVES THE 5 PROJECT GOALS?



Source: Seaside State Park Concepts Under Consideration Survey

WHAT IS YOUR OPINION ON THE PROJECT ELEMENTS FROM **CONCEPT C**?

Jogging Path

Low Investment

Access Road

Like

Ambivalent

Dislike

OakPark Architects

SASAKI